

A PRELIMINARY STUDY OF A COUNSELING PROGRAM  
FOR VETERANS IN THE PORTLAND AREA

BY

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## CHAPTER I

### INTRODUCTION

For the veteran to accomplish the necessary adjustment from serviceman to civilian, he must establish himself in his own community. He must find a job that suits his talents and abilities, and accept the responsibility of making a living in a competitive world. Perhaps he must go back to school. He must once more adapt his personality to the family group and to the organization of the local community. All of these adjustments have their obvious difficulties, and to cope with these problems is the objective of the numerous veteran organizations.

Although the national government has set up bureaus and agencies to think out and carry on a veteran program, the ultimate aid must come from the local communities, for the future of the veteran is inseparable from that of his community. Each locality has problems peculiar to the area, and each veteran's adjustment is colored by the physical and social make-up of the area in which he decides to make his permanent residence.

Many studies have been made throughout the country, but no two have revealed identical problems; therefore, no two communities should plan the same programs.

This study is concerned primarily with the problems found in the Portland area, and the program needed to cope with these problems. At the present time there are thirty-six organizations existing who offer services to the veteran, either directly or indirectly. These would seem to cover every conceivable problem, but somehow gaps still exist. Discrepancies may be due to lack of coordination, or perhaps they may be caused by insufficient knowledge of the complex problem. On the other hand, perhaps here as in many new things, too many people have a theory to prove or a plan to try. The job of organization has not been completely finished for there are veterans remaining who are maladjusted and faced with unsolved problems of post-war readjustment.

#### Purpose of Study

The purpose of this study is to determine what the veteran returning to the Portland area requires, and what provisions are being made to meet his needs.

To evaluate community needs adequately, case studies were made and the problems tabulated. From a survey made of the thirty-six organizations serving the veteran in this area, an attempt was made to compare these predetermined needs with the offerings of the various organizations and to discover:

1. The services lacking in the present system.

2. The degree of coordination between the various agencies.
3. The duplications that should be eliminated.
4. The agencies whose duties were so similar that they should be consolidated.
5. The need for a central information center as a coordinating link between groups.

#### Sources of Data

As the problems of the veteran of World War II were new, and our understanding of them still embryonic, much of the data necessary for a study of this kind came from interviews with people working in the field.

The basic case data were obtained from the offices of the War Veterans Service Committee in Portland. Over a period of a year, from July, 1944 to July, 1945, the case studies used in the study were accumulated. The case studies were supplemented with information from the United States Employment Service and the Selective Service System.

The analyses of duties of the thirty-six organizations were made after a study of the written reports filed with the War Veterans Service Committee, and additional data obtained in interviews with members of the specific agency.

Additional data on veteran programs were secured from the United States Employment Service, the War Manpower Commission, the War Veterans Service Committee, the Council

of Social Agencies, other veteran organizations, and the  
Portland Chamber of Commerce.

## CHAPTER II

### HISTORICAL BACKGROUND

In order to study the community aspects of the veteran problem, it will first be necessary to review the national laws that relate themselves to the individual veteran. This background is offered here not only to relate the veteran laws to the individual, but also to tie the national aspect to the state, and to tie the state to the local community.

#### Laws After World War I

When World War I ended, the discharged servicemen experienced such difficulty in securing their rights and benefits that the public became critical of the laws. This criticism brought about many changes, and on July 9, 1921, the Veteran's Bureau was created.

An act approved July 3, 1930 authorized further consolidation and by July 21, 1930, Executive Order 5398 transferred to the Veterans Administration the duties and personnel of the Bureau of Pensions, the National Home for Disabled Volunteer Soldiers, and the United States Veteran's Bureau. The transfer marked one of the first big steps in the right direction, for veteran problems and disabilities were now handled by one agency organized for that purpose. The benefits found in having such an

organization have brought about expansion; however, these recent developments will be brought out later as they relate to current legislation.

To handle the employment and reemployment of veterans, the United States Employment Service long has been active. The Wagner-Peyser Act of June 6, 1933 established a Veteran's Employment division of the Bureau of Employment Security, Social Security Board, Federal Security Agency, and its operations have been carried on in conjunction with civilian employment operations. There was to be maintained a veteran's employment representative in each state, who was designated to work with the United States Employment Service for the state. By means of the Veteran's Employment Service a coordinated program of service to veterans was offered.

Veteran employment preference in Civil Service was established on July 11, 1919, and it gave the veteran additional service points on his examination grade for Civil Service positions. However, a measure recently passed by Congress (Public Law 359, 78th Congress) greatly increased the preferential status of veterans with respect to federal employment. A veteran received 5 points and a disabled veteran received 10 points additional. 10 points were also given widows and wives of disabled veterans. These points were added to their examination grade.

### Laws of World War II.

As the prosecution of World War II was an operation of the federal government, it was proper that national planning for the veteran should begin there once more. On the basis of the meager and inadequate laws already in operation, congressmen, special government agencies, and investigating committees studied all possibilities for future veteran adjustment and peacetime prosperity. Previous laws were amended and new ones evolved.

For a disabled veteran there were two types of pensions paid by the Veterans Administration. Public Law 359, 77th Congress, December 19, 1941,<sup>1</sup> "Authorized pensions at wartime rates for veterans and dependents of veterans entitled to pensions under the Veterans Regulations". This pension was for the veteran with disabilities resulting from injuries and disease received while in the service in line of duty and not as a result of misconduct. Also pensions were provided for permanent total non-service connected disabilities, except for misconduct, for those entitled to them under the Veteran's Regulation No. 1 in Public Law 313, 76th Congress,

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<sup>1</sup>U. S. Government Printing Office, Manual Explanatory of the Rights, Privileges and Benefits provided for all Persons Who Are or Have Been Members of the Armed Forces, p. 56.

May 21, 1944.

To insure those men drafted into service a definite claim on their old job, Congress passed Public Law 681, 77th Congress, July 28, 1942. This law assured any honorably discharged veteran a legal claim on his old job, unless he was physically handicapped and could not perform the old job.

A program of vocational rehabilitation for men disabled in service was guaranteed under Public Law 16, 78th Congress, March 24, 1943, and modified and amended under the Servicemen's Readjustment Act of 1944. The disabled veteran was now benefitted by a broad program made available by the government. The National Committee on Service to Veterans states,<sup>2</sup> "Hospitalization for 75,000 veterans of World War I and other wars has been provided. The Veterans Administration now estimates that a bed capacity for 300,000 veterans of this war and previous wars will be needed." There was combined in the program additional services, such as, government provision for hospitalization, unemployment compensation, job placement, education, and loans for business financing of farm and home purchase, as well as broad pension, rehabilitation, and vocational training benefits.

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<sup>2</sup>Pratt, George K., Soldier to Civilian, p. 205.



Musterling-out pay was provided by Public Law 225, 78th Congress, February 3, 1944. It provided payments for honorably discharged veterans of \$100 for those serving less than 60 days, \$200 for those serving more than 60 days, but wholly within the continental United States, and Alaska, and \$300 for those serving more than 60 days including overseas service.

The law most often quoted today is the Servicemen's Readjustment Act of 1944, (Public Law 346, 78th Congress, June 22, 1944) commonly called the G. I. Bill of Rights. This act covers every aspect of the veteran problem and the provisions of chief interest are:

1. Education at government expense, which may run to as much as four years; a refresher or retraining course of one year; subsistence pay accompanying such education regardless of age.
2. Fifty-two weeks of pay while unemployed; financial aid if the veteran is attempting to establish or re-establish himself in business or professional work.
3. A fifty per cent government guarantee of loans up to \$4,000, (the government guaranteeing \$4,000 of such maximum loan and paying the interest for the first year on that part of the loan which it has guaranteed) at a maximum

interest rate of four per cent.

4. Extensive hospitalization and medical care.

5. Assistance in finding employment through the Veteran's Employment Service of the United States Employment Service.

Frank T. Hines says,<sup>3</sup> "The Baruch-Hancock report, published in February 1944, outlined the structure for the human side of demobilization and urged that there be adequate measures for job placement of veterans and demobilization of war workers." The report asked that there be one place in each community where returning servicemen and women could go to learn their rights.

Under the Retraining and Reemployment Administration (Public Law 458, 78th Congress, October 3, 1944) there was established in the states a Veterans Service Committee gathering together a representative of the Selective Service System, the United States Employment Service, and the Veterans Administration. The committee was to represent the federal government in that state in veteran matters. General Hines reported,<sup>4</sup> "The activities of these agencies of the Government are being closely

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<sup>3</sup>Hines, Frank T., The Annals of the American Academy of Political and Social Science, p. 7.

<sup>4</sup>Ibid., p. 7.

co-ordinated with units of nation-wide organization of industry, trade associations, and business organizations, representatives of labor, and civic activities."

The National Committee on Service to Veterans adds to this by saying,<sup>5</sup> "In the case of both the state and local committees, the order provides that this official committee may add to its own membership or may represent the federal government on committees of the same nature which have already been established."

#### The Veterans Administration

The most important government agency created by law to aid the veteran is the Veterans Administration. The agency is under the Administrator of Veteran's Affairs, and maintains a central office located in the Veterans Administration Building, Washington, D.C., and over one hundred field stations located in various parts of the United States. In addition to supervision of the offices, the administration is solely responsible for laws pertaining to government life insurance and the adjudication of claims upon this insurance, the issuance of bonuses and claims in reference to adjusted compensation, the adjudication of disability and death claims, incompetency and mixed appeals, other claims, and matters of a related

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<sup>5</sup>Pratt, George K., Soldier to Civilian, p. 209.

nature.

The Veterans Administration has ten regional offices and forty-two facilities having regional office activities.

#### Veteran Laws in Oregon

Many states have passed bills to supplement the national laws, and as this study is primarily interested in Portland, the laws for veterans in Oregon will be stated briefly.

The following benefits were given in the State Veteran Laws:<sup>6</sup>

1. "The Adjutant General is required to furnish certified abstracts or copies of records and documents in his office without charge to veterans for use in establishing claims against the U. S."
2. "Discharge papers are recorded free of charge."
3. "The Adjutant General is required to assist veterans with claims against the United States for pensions, bounties, etc."
4. "Pensions received from the United States, any state or any organization shall be exempt from attachment, execution, etc."
5. "Preference credits on grounds of experience to be given veterans under the state and municipal civil-service examinations."
6. "Admission of veterans to the state tuberculosis hospital."

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<sup>6</sup>Committee on Pensions, House of Representatives, 78th Congress, State Veteran Laws, pp. 107-108.

7. "Cooperation with the United States in the settlements of veterans and their widows on state and other lands suitable for agricultural purposes."

8. "County allowance for burial of indigent veterans, their wives or widows and minor children."

9. "Care and financial aid of World War veterans."

The governor approved an act March 29, 1943, (Sec. 1, Chapter 401, Oregon Laws) which provided for the establishment of a War Veterans Service Committee. This committee was composed of three members, at least two of whom should be war veterans, which was to hold office at the pleasure of the governor.

The committee was to have full power and authority on behalf of the state of Oregon to extend such assistance as was required to any veteran, in the prosecution of any claim before the Veterans Administration, or any other federal or state agency, the securing of employment or relief, and any other benefits to which they might be entitled.

During the 1945 legislature many bills were presented that aided the veteran either directly or indirectly. Money was appropriated to enlarge the higher education facilities of the state, and to increase the size of the state institutions and other eleemosynary institutions.

House Bill No. 271, (Chapter 201, Oregon Law, 1945)

was passed. This created a Director of Veteran's Affairs and was stated in the bill as:<sup>7</sup>

"Providing for and relating to war veteran's welfare and the administration, organization and coordination of all laws pertinent thereto in this state; creating the office of Director of Veterans Affairs; prescribing the authority, powers and duties of such office; appropriating money therefor; and repealing Sec. 1, Chapter 401, Oregon Laws, 1943."

Although this law repealed the War Veterans Service Committee it did not do away with the organizations already operating in cities throughout the state. These were still called War Veterans Service Committees, and operated under the Director of Veterans Affairs.

Under the new law the governor appointed seven persons to constitute an advisory committee, and they were to aid the Director of Veterans Affairs in all matters upon which he requested counsel.

House Bill No. 347 (Chapter 402, Oregon Laws, 1945) provided educational aid to war veterans of World War II. Veterans who were residents of Oregon for one year prior to entrance in service and who were also residents of Oregon at the time they applied for benefits under this

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<sup>7</sup>Forty-third Legislative Assembly, House Bill No. 271, p. 1.

act were to be the beneficiaries. The law states,<sup>8</sup>  
"Such war veterans who desire to pursue a course of study in any accredited public or accredited private school or accredited college, hereby are granted the right and privilege of state financial aid as hereinafter provided, payable at the rate of thirty-five dollars (\$35) per month for 36 months."

A provision was made by House Bill No. 421 (Chapter 403, Oregon Laws, 1945) whereby veterans could obtain state loans. A summary of this law said:<sup>9</sup>

"Providing for the loaning, upon security, to war veterans of money for the acquisition of farms and homes; providing for the issuance and sale of state bonds for such purposes; providing for examination, appraisal and liquidation of property by the state land board; providing a revolving fund; and appropriating money therefor."

One of these loans could not exceed \$3,000.

As was stated previously, state laws were not enacted to replace any of the federal laws, but merely to supplement them. In most cases they offered benefits to veterans either not eligible under the federal law because of some specific stipulation in the law, or they offered a particular type of help over and above the federal aid. In

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<sup>8</sup>Forty-third Legislative Assembly, House Bill No. 347, p. 1.

<sup>9</sup>Forty-third Legislative Assembly, House Bill No. 421, p. 1.

the case of loans, the veteran could choose between the two and take the one that best suited his purpose.

#### Other Community Organizations

To aid the returned serviceman in finding the information he seeks, whether it be education, employment, a loan, a pension, the filing of a claim, or a social adjustment problem, there must be a community group established to assist him. To solve the readjustment problem satisfactorily, some unit within his own community must have the needed information.

Throughout the country today many such community groups have been established. Some centers found advantages in an organization under the auspices of a specific group, such as organizing under an existing veteran organization. Other centers turned to the social agencies for a beginning. Civic groups, such as the Rotary Clubs, Chambers of Commerce, labor organizations, and other business groups, saw the need and organized a community center.

One of the first cities to realize the value of a centralized information and referral center was New York City. The center was opened in April 1944. The functions were threefold:

1. Information and referral
2. Coordination of community resources



### 3. Demonstration and recommendation

Under Information and referral, the office served as a central place in the community to which returning veterans could come for information and help. The coordination of community resources was achieved by observing the veteran needs and relating these needs to the resources of the community. Demonstration and recommendations were designed to make available to other communities the knowledge gained by the staff of the center about veterans' problems and the methods developed for meeting these problems.

The office was organized with four receptionists who met the veterans as they entered, and after determining their problems, referred the veteran on to either one of the twelve basic interviewers, who were all trained case workers, or to one of the twelve special consultants, who were contributed by the New York Board of Education, New York Clearing House, New York State Division of Vocational Rehabilitation, United States Employment Service, and the Veterans Administration.

If the veteran desired information on employment he was sent to one of the five United States Employment consultants. If he was interested in education, he was referred to the educational consultant. If he wanted information on claims or mustering out pay or back pay,

he was referred to the veteran's services consultant. All who asked for help with personal, family, medical, financial, or the other matters for which no specific provisions were made through one of the special consultants, were referred to one of the basic counselors.

The Boston Veterans Reception and Information Center was organized with the State Commander of the American Legion as its director. The staff consisted of a returned serviceman with legal training, who greeted the veterans as they entered, and he imparted information regarding tax, insurance, and other legal problems; five case workers from the different social agencies in the city, each was scheduled for one day a week at the center; a part-time coordinator of these screening interviewers; four placement and guidance officers from educational institutions; and a full time secretary.

The Veteran's Information Office in Minneapolis was organized in another way. Through a joint plan prepared by the labor organizations and the Council of Civic Clubs, a method of business counseling was evolved. As these were business groups, their primary thought was to aid the veteran in his employment problem, but as the organization developed, the other aspects were recognized and a means of referral organized. The operating staff consisted of a director, two interviewers, two junior interviewers or

receptionists, a telephone operator, and secretarial assistants. It has now developed into an organized referral center for returning servicemen.

The service center in metropolitan Chicago was the result of planning by many of Chicago's prominent business, veteran, civic, social, labor, and government leaders. It was to be supervised by its officers and board of directors which was composed of seventeen representatives of veteran organizations. The state Veterans Service Committee was to act in an advisory capacity only. The organization was planned to work in a referral capacity only, and was located so that it was convenient to all government employment and veteran offices, as well as, non-governmental agencies dispensing benefits for the veteran.

All the leading cities on the Pacific Coast have developed some type of a veteran service center.

The Los Angeles plan is very well developed and considered outstanding. The services of the community are coordinated in one office in much the same manner as is used in New York City. The center offers information, counseling, referral, and acts as the central headquarters for the thirteen organizations giving service to veterans. Referrals are also made outside the center. It represents an excellent working example of coordination and cooperation between the groups interested in the veteran.

The Seattle plan, on the other hand, is not so well organized. There is a veteran's Information Center maintained in downtown Seattle. It is organized primarily for the purpose of answering inquiries of veterans regarding the resources of the community. No material assistance or case work is offered. All services to veterans are located elsewhere in the city, and the Veteran's Information Center refers the veteran to the agency capable of handling his problem.

Approved by the mayor and the Board of Supervisors, supported by San Francisco's War Chest, and operated by the San Francisco Co-ordinating Council of Veteran Services, the San Francisco Veteran Information and Service Center was established in the City Hall on July 16, 1945.

The functions were:

1. Information, service and referral.

A central place in the community to which the returning veterans could come for information, help and guidance, and from which those veterans in need of continuing service could be referred to the specific agency or organization in the community best equipped to meet the need.

2. Coordination of community resources.

To use the center as a means for seeing the developing needs of veterans, on a day-to-day basis,

and relate those needs to the total available resources in the community, in order to see the gaps in resources and then promote the necessary expansion to fill the gaps.

The center was staffed with trained consultants in community resources, counseling, placement, vocational rehabilitation, educational guidance, veteran laws and benefits, and regulations and procedures.

#### Chapter Summary

The laws providing benefits for the veteran at the close of World War I proved to be inadequate to meet the needs that arose, and by 1930 the government had begun to expand these laws. The Veterans Administration was created to handle and to coordinate veteran activities. Veteran preference in Civil Service had been established as early as 1919, but a Veterans Employment Service within the United States Employment Service was not created until 1933.

The experience with veteran problems at the close of one war, gave the legislators an insight into future needs, and when World War II began, new laws were passed. Pensions for the disabled servicemen were approved in 1941 and expanded again in 1944. The returning serviceman was given a legal claim on his old job by a law passed in 1942.

The disabled were assured vocational rehabilitation,

provisions for hospitalization, unemployment compensation, job placement, education benefits, loans, and pensions, by law in 1943.

1944 brought a similar law for all veterans providing education, unemployment compensation, guaranteed loans, employment assistance, hospitalization, and medical care under the well-known G. I. Bill of Rights. Mustering out pay, depending on length of service and location of service was also provided by law during the year. The War Veterans Service Committee came into being in October, 1944, and provided for a federal organization to aid with the rehabilitation of veterans, and suggested similar organizations be organized within the states.

Oregon state veteran laws seemed to follow a pattern similar to the federal. The provisions necessary to carry out the federal laws were made, and state laws were passed to provide for coordination and cooperation. Loans for both education and farms and homes were provided. The War Veterans Service Committee, specified by the federal government as a coordinating veteran agency, was legislated and offices were established in the major cities in Oregon.

After analyzing a few of the community veteran organizations in other cities, it was found that no two need to be exactly alike, either in leadership or organization. Some were started by labor organizations, others by veteran

organizations, and social agencies or civil groups often took the lead. The organization plan itself varied from city to city depending on the local needs. The one common denominator was to aid the veteran with his readjustment problems.

## CHAPTER III

## PROBLEM OF THIS STUDY

## General Aspects of Portland

The Portland Metropolitan area had a unique position in the state of Oregon because, as the Office of Price Administration census figures for 1945 showed, over half of the state's population was congregated in the area. Although this was logical because the convergence of most of the state industry took place here, it presented problems of housing and employment in post-war planning.

War brought an influx of workers from other areas seeking positions in the expanded industries. Many of these people became, over the period of years, Oregonians and it was their desire to make Portland their permanent home. To this number must be added the returned servicemen, for although they moved to army camps elsewhere in the United States and overseas, they would be returning someday. Not all would return, but a share would have ties that would bring them back.

The census figures for 1940 showed:<sup>10</sup> 355,099 people in Multnomah County. The Office of Price Administration

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<sup>10</sup>Portland Chamber of Commerce, Statistical Dept., Population, Portland, Multnomah County, Portland Metropolitan Area, p. 1.



census figures for 1945 showed:<sup>11</sup> 476,126 people. That gave an increase of 121,027 or 34.08%. During that same period Mr. John W. Kelly's figures showed<sup>12</sup> 46,342 men and women went into service from the county. If all the immigrants remained and all veterans returned, the total population would be 522,468 in an area prepared to house, employ, and care for a little over half that number. However, from information obtained from the Statistical Department of the Portland Chamber of Commerce, the population, as of July, 1945, was about 410,000 and indications were that the number would stay about there. Many war workers would leave and many servicemen would return, holding the figures around the 410,000 mark. If this were true, a swollen condition would still exist when based on 1940 pre-war figures.

Many temporary war dwellings, which housed a good share of the increased population, were to be torn down within two years after the war ended, and although new building began, a balance could not be expected within a two-year period. Other war dwellings were built on land the government leased from private owners, and were to

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<sup>11</sup>Ibid. p. 1.

<sup>12</sup>Kelly, John W., Oregon Individuals Inducted or Enlisted in the Armed Forces as of May 31, 1945, p. 2.

be torn down within six months after the war ended.

From an occupancy report prepared by the Portland Housing Authority on August 18, 1945, the eleven Government projects, housing 17,050 people, had 84.1% occupancy. The balance was either being renovated or were dormitories and one room dwellings. There were 993 applications on the waiting list.

In March 1945, the government decided to open the federal projects to veterans as well as war workers, and they were to have equal rights in all housing and priority over the average civilian. As of August 18, 1945, 956 veterans had been housed in these federal housing projects and 372 applications were on hand.

It was obvious from the above figures that federal housing could not be torn down, and extension of the time limit was needed.

Private housing presented a similar picture. There were some houses and apartments to be had, but these rented from \$60.00 up, and most veterans stated this rent was too high for them to pay.

Employment presented a more promising picture, for although war industries would produce on a smaller scale, many new industries came into the area during the past few years and would expand, and other industries which were hampered by war would grow. Lumber and logging and related

products, metal working, building, textiles, aluminum, paper, chemicals, shipping, and public works were expected to expand and employ more workers. To this should be added the numerous wholesale and retail concerns, the service industries and national firms with branch manufacturing plants in Portland who were expected to absorb many unemployed. However, these statements were predicated on a peaceful industrial conversion. Labor unrest and material shortages would hamper reemployment.

In considering employment opportunities, agriculture cannot be overlooked, for it plays an important part in Oregon's economy. The Oregonian stated:<sup>13</sup> "Director Ervin L. Peterson of the state department of agriculture believes that with qualifications the industry can absorb approximately 15,000 workers - returning servicemen and discharged war workers." As Oregon is an outstanding agricultural state with nearly eighteen million acres of its land devoted to the production of crops and livestock, many veterans will turn to some phase of farming.

Mr. McLaughlin's report states:<sup>14</sup> "If we add the total bank deposits as of date of call, June 30, 1945, to

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<sup>13</sup>Oregonian, p. 1, col. 2.

<sup>14</sup>McLaughlin, Joseph R., Oregon's Wartime Payments and Contributions to the Federal Government, p. 1.

the total war bond purchases we find the following results:

Bank deposits in Oregon	\$1,257,854,375.00
War bond purchases in Oregon	<u>1,356,964,379.00</u>
Potential postwar buying power!	\$2,614,818,754.00

Under the provisions of Public Law No. 346, every person who received honorable discharge was entitled to education for one year plus the length of time he was in service, up to a maximum of four years. The veteran could choose any institution which had made a contract for this purpose with the Veterans Administration.

Under the provisions of Public Law 16, a veteran who had been honorably discharged after incurring a disability while in the service could plan a program of rehabilitation education not to exceed four years. Because of this liberal federal plan, plus a state educational plan for veterans not covered by the federal law, many returned servicemen were expected to enter either institutions of higher learning or trade schools.

Within the Portland area are the following seven colleges: Cascade College, Lewis and Clark College, Marylhurst College, Portland Extension Center of the State System of Higher Education, Portland School of Music, Reed College, and the University of Portland. Two junior colleges, St. Helen Hall and Multnomah College offer two

years of college work. There are the following professional colleges: Marylhurst Normal College, University of Oregon Dental School, Oregon Institute of Technology, and the University of Oregon College of Medicine. Less than a hundred miles from Portland is Oregon State College, and further south the University of Oregon. To these should be added the three colleges of education throughout the state and Willamette University at Salem.

The public school system of Portland was equipped to handle the veteran who wished to finish his high school education or learn a trade. There were found to be eleven public high schools in the city, and the school's counseling and guidance center was prepared to assist the veteran with any tests or educational advice he wished.

The Veterans Administration had provided Oregon with some hospital facilities for the wounded veteran of previous wars; however, at the present time these facilities were found to be inadequate. The two hospitals in Oregon were a general and surgical hospital in Portland and a hospital for mental cases at Roseburg. These two had a bed capacity of 1,133, and there were 172,464 potential patients; that is, 35,000 veterans of World War I in Oregon, 4,000 Spanish-American veterans, and 133,464 of the present World War II. As \$500,000,000 was authorized by the federal government for the Veterans Administration to expand

the hospitals of the country, work was being done in Portland to attempt to allocate some of this money for local hospital expansion and improvement.

Mr. Kelly states,<sup>15</sup> "Aside from the two facilities of the Veterans Administration, the navy had a hospital at Astoria, and a 1,000 bed hospital at Camp Adair. The Marine Corps had a large hospital at Klamath Falls where it treated malarial and other tropical diseases. At Camp White, near Medford, the Army built its hospitals of brick. At Camp Abbot, near Bend, in Central Oregon, there remains unused a hospital."

#### Portland Services to Veterans

A survey was made of the area, and there were found to be thirty-six agencies offering veteran services. Most of these agencies were located in the downtown area; however, they were not situated in a coordinated manner as many maintained their prewar locations.

As the federal government designated Selective Service, the United States Employment Service, and the Veterans Administration as the branches of federal agencies to act in behalf of the veteran, these were visited and their local operations found to be as follows:

The Selective Service office was located in a

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<sup>15</sup>Kelly, John W., op. cit., p. 3.

convenient position in the downtown area. Each returned serviceman was required to report to this office within the first ten days after his discharge, and here his Selective Service status was reviewed and straightened out. Men who entered the service either by volunteering or being called to duty under the Reserve Officer's Training program or other related programs, were never registered under the draft law; therefore, the primary function of this office was to straighten out their Selective Service status, and to register these men. The Selective Service Act of 1940 guaranteed the veteran his old job if he met the requirements of the law. It became the duty of the Selective Service office to see that he got his old job, so the second function of this office was to explain the law to the veteran and help him claim his rights. The Selective Service office kept up on current procedures in Portland, and other problems were referred to the proper agency. Employment was referred directly to the United States Employment office. Filing a claim was referred to one of the agencies designated by the government for that purpose; that is, the federal government designated that the Red Cross, American Legion, Veterans of Foreign Wars, and the Disabled Veterans have power of attorney to act for the veteran in filing claims for benefits, and he was allowed to choose the organization he preferred. To this,

the state of Oregon had added the War Veterans Service Committee. When he had made his choice, he was referred to the agency directly.

The United States Employment Service through its Veteran Employment Representatives offered job placement, testing, and employment market conditions.

Even though this agency was listed second, it did not mean that the veteran always came here after going to Selective Service. As two representatives of the United States Employment Service were on duty at the Fort Lewis Separation Center, the veteran often asked information on employment there, and upon his arrival in Portland came directly to the local office.

The steps in the process were begun at the Separation Center. Here the United States Employment Service representative filled out a complete history of the veteran's prewar occupation, his education, his army status and training, tests were given, and other basic personnel data. A copy of this completed form was forwarded to the Portland office, and it was available when the veteran arrived for employment aid. During the placement interview, the representative (all four representatives were veterans) gave the applicant War Manpower market information, refresher trade questions, information on local resources and business opportunities, possible conversions



of war training to civilian employment, or leads on employment of his own choosing. Tests of high standards were offered for those who wished to take them. These were given by the Portland Psychometric Laboratory, who was under contract with the United States Employment Service to do the testing. A score sheet was returned to the United States Employment Service office. The veteran was then referred to the jobs that best suited his abilities and aptitudes. After placement, checks were made at periodic intervals to see if the man was operating satisfactorily on the job. In July, 1945, the Veterans Employment Representative, Mr. Glenn B. Handy, estimated that there were approximately 185,000 jobs in the Portland area. These figures were taken from the Unemployment Compensation Benefit files, and really covered about two-thirds of the jobs in the area, as small businesses employing less than five people were not registered. As over 46,000 veterans were expected to return to this area, that many of the available jobs were needed. Mr. Handy stated that all businesses were cooperating in veteran placement, and that many were definitely stating a veteran was wanted or preferred for an opening. This practice was being encouraged, and no immediate employment difficulties were foreseen.

Every attempt was being made to cooperate with other

agencies in the area, and all other problems were referred to the agency best suited to aid the veteran. As the duties of the United States Employment Service were set down by federal law, the representatives merely followed the regulations and filled the position designated for them.

The third agency, the Veterans Administration, was just as important as the first two. As previously stated, the organization was established by federal law to aid the veteran. A regional office, a hospital, tumor clinic, and general medical facilities were located on Marquam Hill in the medical center of the Pacific Northwest. With the realization of the large number of veterans expected after World War II, the Veterans Administration moved its contact offices to a downtown location. At the time of writing, there were two divisions operating in the new location, the Educational and Training Division, and the Loan Division. The contact offices for the Pension Division, Insurance Division, and Out-patient Hospital Division, were expected to move downtown by about September 1st, but at present they were operating on Marquam Hill.

The Educational and Vocational Training Division was operating through guidance centers throughout the state. One guidance center was located in Eugene, and one was being established at Reed College in Portland. Four or

five of these centers were to be located throughout the state, but at present these two were the only ones definitely operating. The centers offered testing and educational information.

All veterans coming to the Educational and Vocational Training Division were aided in securing their educational rights under the G. I. Bill, or their apprenticeship or vocational training. The Veterans Administration forms for this training were filled out here, and often when a veteran desired a position in a field not covered by an available opening, the Veterans Administration representative canvassed the city to locate an appropriate apprenticeship spot in industry. The veteran was given every possible aid in securing his desired position.

The Loan Division explained the veteran's loan guarantee under the G. I. Bill of Rights, and assisted the veteran in filling out papers to secure such a guarantee on a loan. To date the division was not operating to capacity, for prices were so inflated that many veterans were not seeking their loan privileges.

All pensions for disability, claims, and insurance were handled by the contact offices at Marquam Hill. Also all hospital cases, medical inquiries, and other veteran benefits were handled here.

The American Red Cross is of national importance for

its services to men and women in uniform and to veterans.

The Portland chapter not only contacted the veteran through its large downtown office, but also through its two field representatives in the Veterans Administration offices. These workers had access to Veterans Administration records and were able to give the chapter workers advice on the type of evidence needed on a claim, and to keep the chapter informed on the progress on cases with claims pending.

The services offered to all veterans included the providing of information, consultation, guidance, assistance in securing benefits, and in case of specialized need, in referral to the proper specialized agency. The chapter also provided assistance in the preparation of forms, notary public service, and assistance in securing copies of recorded documents, such as, birth certificates and marriage licenses. The service to disabled veterans also included financial assistance, on the basis of need, for basic maintenance during the temporary period when an application or claim for federal disability pension or compensation was pending, or when authorized payments were delayed or interrupted.

The home service workers (twelve professional social workers) secured home condition reports and other information needed in their case work with the veterans hospital.

These workers, plus a volunteer corps of sixty workers trained in Red Cross procedures, assisted all veterans and their dependents with any personal problems, and sympathetic and effective aid was available to all who sought it.

Under the auspices of the state of Oregon, the War Veterans Service Committee was established. This organization was established and financed under state law and was to be organized in Portland as a referral center.

At a meeting held in Portland on November 29, 1944, a general committee and an advisory committee to the War Veterans Service Committee was authorized. The general committee was to be composed of one representative of each agency in the city aiding the veteran, was to meet once a month to discuss the various problems of the member organizations, and was to report the decisions and findings of the group to their respective agencies and organizations.

The advisory committee was to be composed of seven members elected by the general committee, at least six of whom were members of the general committee. This group was to meet once a week. It was to function in a liaison capacity between the general committee and the War Veterans Service Committee, and was to see that current information as to services available for veterans by all agencies and organizations in the area was kept before the executive and

staff of the War Veterans Service Committee information center. It was also to review constantly the changing needs and to see that all needed services were provided and all unwarranted duplications were eliminated.

The War Veterans Service Committee Information Center had been located in a central location in the downtown area. Its staff consisted of a receptionist trained in preliminary interviewing, four interviewers, and a staff of four stenographers. Each of the four interviewers presented a different phase of the program. One was a lawyer who was the executive secretary of the Portland office, and assisted with claims. He was a veteran of World War II, and was primarily charged with the operations of the office. The second interviewer was trained thoroughly in loans, and his duties were to explain the state loan benefits to the veteran, and help him compare and decide between the federal loan under the G. I. Bill and the state loan. The third had been trained in various phases of veteran information and claims. The fourth was a trained social worker qualified to handle social problems and make referrals. She was loaned to the center by the Council of Social Agencies.

The center operated as a referral center primarily, but as designated under the state law, it offered aid with claims and loans. Its threefold purpose could be stated

as information, service, and referral. The cooperation between this office and all other organizations and offices was of primary importance, therefore, it maintained current and authentic information on the services offered by the agencies aiding the veteran in order to make intelligent referral. In each individual case a follow up system was maintained, whereby the case conclusion could be recorded. The method enabled the center to know exactly what service was rendered to the veteran, and if further service was required it could be followed up.

In December, 1944, the center asked that the Red Cross, American Legion, the Disabled American Veterans, and the Veterans of Foreign Wars place service officers in the center to represent the veterans in any of their claims. The plan was tried, but did not prove successful as at that time veterans were not coming in in sufficient numbers to warrant the full time of these representatives, and it was discontinued.

The other agencies and organizations in Portland were located in the downtown area, and all were within walking distance of each other. These were found to offer the following services:

American Federation of Labor

1. Information on jobs, experience necessary, pay

and opportunities in industries with the American Federation of Labor.

2. Information on fees, dues, qualifications for membership in local unions, and special advantages, such as, free kit of tools offered by certain locals.
3. Information on industries employing union labor.

#### The American Legion

1. Aid in filing claims and pensions with the Veterans Administration.
2. Information on opportunities under the G. I. Bill of Rights.
3. Aid to any veteran whether a member of the American Legion or not.

#### American War Dads

1. Job counseling by "War Dads" available to all veterans from 1:30 to 5:00 p.m. Veteran referred to one or more jobs to determine if veteran is interested and fitted for that particular line of work.
2. Court referral cases. Referral made by judges in the Municipal Court. Situations involved veterans who were usually first offenders, and who had minor offenses, such as traffic offenses. Committee advised of the charges, made investigation of the physical condition of the veteran, home surroundings, etc., and the committee followed through, placing the



veteran in gainful employment.

3. Gave job counseling to veterans suffering from physical handicap.

**Catholic Charities Inc., Social Service Bureau.**

1. Opportunity labor available to transient men and women.
2. Emergency relief was provided for resident Catholic persons. Ordinary limitation was \$5.00 to \$10.00.
3. Consultation on personal problems of Catholic veterans and their families.
4. Coordination maintained with thirty-five Portland Catholic priests, schools, hospitals, Catholic institutions for care of dependent and delinquent children, also other state and local Catholic organizations were coordinated into the plan.

**Chamber of Commerce**

1. During regular office hours, veterans could be referred here for information regarding opportunities in Portland.
2. Information on commerce and industry.
3. Information to tourists and residents on resorts.
4. Information on foreign trade.
5. Information on agriculture.
6. Information on traffic.

### Congress of Industrial Organizations

1. Information on jobs, experience necessary, pay, and opportunities in industries with the Congress of Industrial Organizations.
2. Information on fees, dues, qualifications for membership in the local unions. (No initiation fees for returned veterans is the national policy.)
3. Information on industries.

### Council of Churches

1. Offered spiritual guidance.
2. Provided natural opportunities for men to return to civilian social life within the program of the church.
3. Offered aid to families of servicemen, giving them help under stress and in difficulties that may arise.
4. Aided in meeting servicemen's needs, such as, contact with family.

### Council of Social Agencies

1. Acts as coordinator of activities for the various social agencies and service organizations in Portland in regard to veteran services.
2. Assists organizations through loan of personnel trained in social work.
3. Assists in any veteran problem confronting the

Portland agencies.

4. Assembles data and information on veteran services throughout the country.

#### County Clerk's Office.

1. Records discharges. There is no charge for the recording of discharges if the veteran is a resident of Oregon and entered the service from the state. Also there is no charge if he has been discharged for six months and been living in Oregon during that time. If veteran is a nonresident, a charge of seventy-five cents is made for the photostatic copy, and a charge of one dollar for a certified copy.

#### Disabled American Veterans

1. Service on claims for pensions
2. Aid with compensation, hospitalization and appeals.
3. Help on insurance claims.
4. Services available to both men and women and their dependents.

#### Farm Labor Employment Office

1. Information on jobs on farms, including gardening, general farm work, dairy work, tractor driving, work in hop fields, and work in berry fields.
2. Information on day's work will be available and

rates of pay.

#### Federated Jewish Societies

1. Services are available to all Jewish veterans, their dependents, and their beneficiaries.
2. Recreational, social and group activities for Jewish persons are available at both the Neighborhood House and the Jewish Community Center. There is a gymnasium and swimming pool at each center.
3. Limited fund to loan to Jewish veterans for continuation of education or for business purposes. These loans are on a very selective basis and are in addition to the rights under the G. I. Bill.
4. Regular membership offered free to the returning serviceman for a period of six months if he so desires.
5. Often assists in securing houses for Jewish persons if regular housing agencies are unable to make satisfactory plans; however, there is no housing available in the organization's buildings.
6. Through contact with businessmen, they can often find jobs for veterans who are unable to find satisfactory employment through regular employment agencies.
7. Homeless, single men and transients are assisted with emergency food and shelter, clothing, medical care, and assistance in finding temporary employment.

#### George A. White Veterans Club

1. Aids and refers the veteran to the proper agency when a problem is presented.
2. Members are entitled to all club privileges, which includes games, dances, lunches, and other social, recreational and group activities.
3. Manages a large club room, equipped with all veteran information, and presents a place where veterans can meet and enjoy one another.
4. All veterans and their families are entitled to the services of the club.

#### Goodwill Industries of Oregon, Inc.

1. Aids handicapped men and women in securing protected employment.
2. Finds opportunities for training, and provides training in carpenter shop, shoe repair, paint shop, department store, upholstering, "tinker" shop, checking-in store, and salvage.

#### Indigent Soldiers' and Sailors' Fund

1. Gives assistance by requisition, although cash may be given in a limited number of situations. Primarily, this fund is for resident veterans and their dependents, that is, three years in the state, and one year in the county as an eligibility requirement.

2. Furnishes food, shelter, clothing, medical care, and burial allowance to honorably discharged resident veterans, who are citizens of the United States, regardless of length of service. Services are available to wives, widows, and minor children.
3. Offers service on personal and family problems including information on veteran benefits.

#### Legal Aid Society

1. Advice to all veterans on legal matters. There is no charge for this service.
2. Pro-rating of debts in accordance with the Soldiers' and Sailors' Civil Relief Act.
3. Modification of support order to veteran's ability to pay.
4. If after first advice and counsel, the continued service of a lawyer is necessary, the financially able veteran will be expected to employ an attorney at a regular fee.

#### Military Order of the Purple Heart

1. General service to all Purple Heart members.
2. Aid to the disabled veteran and his dependents in filing claims and pensions.

#### Multnomah County Public Welfare Commission

1. Renders financial assistance to families and individuals who may be in need.

2. Offers service with family problems. A professional staff is available in situations requiring planning for the care of minor children, for families and children when separation has occurred, and for unmarried mothers.

#### Oregon State Game Commission

1. Offers fishing and hunting, combination licenses, for disabled veterans.
2. Combination hunting and fishing licenses are granted to the veteran at a charge of \$1.00 instead of the usual \$5.00.

#### Oregon Mental Hygiene Society

1. The aim of the society is to educate the general public to an awareness of the problem of mental health.
2. Advice to veterans on mental health.
3. Consultation with parents and friends of veterans on mental health.
4. Explaining to the veteran and his adjustment to civilian life to his relatives and friends.
5. Has attempted to organize a veteran clinic, and the three qualified psychiatrists in the Portland area try to give time to the cases that are waiting. The aim is to give intensive treatment to a few veterans. The veteran is interviewed by one of the

social workers, who makes up the social history for the psychiatrist.

#### Oregon State Public Welfare Commission

1. Supervises the county public welfare commission which provides financial assistance on the basis of need, and offers family consultation service.
2. Presents all current information to the county organization.

#### Oregon State Vocational Rehabilitation Service

1. Assists all handicapped or disabled people to enter remunerative employment.
2. Assists in rehabilitating all war veterans with non-service connected disabilities, or of less than 10%.
3. Offers vocational guidance and counseling, training, and placement.
4. Helps with physical restoration, prosthetic appliances, physical and occupational therapy, and psychiatric treatments.
5. Direct placement, based on a medical examination, is provided to assure the individual a proper selective placement in keeping with his disability.
6. Secures medical examinations.

#### Portland Housing Authority

1. Accepts applications for housing from veterans.



2. Veterans may apply for housing in one of the federal projects with equal rights with war workers.
3. Secures private housing if that is preferred.
4. Lists vacant housing, apartments, sleeping rooms, housekeeping rooms, and board and room accommodations in addition to the federal housing projects.
5. Makes special effort to secure adequate housing for the veteran and his family, woman veteran, or single veteran.
6. Operates a central and focal point for all information on housing.
7. The veteran has definite preference, and no application form from a veteran is ever cancelled. The veteran is contacted within thirty days.

**Portland Public Schools, Guidance and Counseling Center**

1. Gives tests of clerical aptitude, academic ability, mechanical ability, special aptitudes, vocational interests and personality inventories on adjustment tests.
2. Tests are administered for occupational placement at the request of the United States Employment Service, or at the veteran's request in order to ascertain his fitness for a certain occupation.
3. Tests for educational placement are offered. Veterans seeking to finish high school (as offered

in the G. I. Bill) may be tested to determine their educational level, or for service credits. The veteran is tested, his test is evaluated, and he is placed on the basis of how much he knows.

4. Offers tests for educational counsel. The veteran who has completed high school and has been working for awhile before induction is given advice as to how he will benefit most under the G. I. Bill.

#### Portland Society for the Hard of Hearing

1. Gives advanced lip reading classes for adults in the Portland area.
2. Society club room is available for any veteran with impaired hearing. Club room has kitchen facilities, a piano, phonograph, writing facilities, ping-pong tables, tables for cards and games, and group hearing aids.
3. Maintains an accurate directory of churches, theatres, and other public buildings which are equipped with group hearing aids.
4. If the veteran so desires, the services of the Portland Society for the Hard of Hearing will be available to him without charge.
5. Aid in preparing the family to accept the casualty and to help develop the proper attitude on the part of the family.

6. Offers an opportunity for meeting other people with the same handicap.

#### Reconstruction Finance Corporation

1. Offers information in regard to G. I. Loans for business enterprises.

#### Spanish War Veterans

1. Are active in all proposals with the object of relief and assistance to veterans of World War II.

#### Traveler's Aid Society

1. Services to veterans referred by the volunteer workers from the United Service Organization lounge at the Union Station.
2. Makes all referrals through the Traveler's Aid Society offices throughout the country.
3. The service of the Traveler's Aid is available to the discharged serviceman and woman on the same basis as to any other person traveling.
4. Service is to meet the individual social needs of veterans who find themselves in difficulty when away from home.
5. Information and direction services are set up to meet the needs of the newcomers to the community for responsible, accurate information about housing, employment, recreational resources, church activities, medical facilities, and in locating friends and

relatives.

6. Have information regarding special veteran facilities, such as, hospitals, rehabilitation centers, employment service, central information bureaus, veteran organizations, American Red Cross, and such information will include location, office hours, name of person in charge, and function and services of each agency.

#### United Christian Servicemen's Center

1. Recreational room with lunch counter, writing desk and stationery, lounge and reading room, game room, wash room and showers, sewing and shaving facilities, pressing, and shoe shine rooms.
2. Photographic dark room.
3. Dormitory rooms accommodating approximately twenty-five men.
4. While the center is maintained primarily for servicemen, it is open to veterans.
5. Maintained for a religious objective. There is a small chapel and regular religious services. This center does not cooperate with the Council of Churches, but works independently.

#### United Service Organization

1. The recreation facilities of the nine centers in Portland are open to the veteran.

2. Temporary housing and meals are provided if needed.

3. Offers referral on veteran problems.

#### United States Civil Service Commission

1. Offers counseling and information in regard to all civil service jobs.

2. Gives aid in filling out Civil Service papers, and with job placement.

#### Veterans of Foreign Wars

1. Aid with claims for pensions.

2. Compensation, hospitalization and appeals are handled.

3. Aid with vocational rehabilitation.

4. Help with insurance claims.

#### Veterans Employment Service

1. Offers employment and counseling service for the veteran.

2. Makes referrals to the United States Employment Service.

3. Acts as an advisory board, and works with the United States Employment Service.

#### War Department, Personal Affairs

1. Offers summary court service.

2. Gives advice to veterans who have questions in regard to citizenship.

3. Gives information and advice to veterans and dependents on gratuities, arrears in pay, war bonds, family allowances and allotments, government and commercial insurance, pensions, mustering-out pay, legal assistance, army emergency relief, maternity and infant care, hospitalization other than maternity, employment, vocational rehabilitation, personal effects of military personnel, and Army Emergency Relief. The latter is to be used only in cases of extreme emergency, and most cases are referred to the American Red Cross.

#### Young Men's Christian Association

1. Offers regular program including recreations, social and educational activities.
2. Resident rooms and dormitories are available for a limited number of men.
3. Offers a central registration service for all church activities and programs.
4. Offers attitude counseling service.
5. Gives spiritual counseling with special attention to continuation of experiences in service through chaplains into civilian life.

#### Young Women's Christian Association

1. The regular services of the association are offered to all young women and girls.

2. Rooms registry department will assist young women and girls in securing permanent houses in the community.
3. Offers temporary housing for young women and girls in the building.
4. Recreation and physical education, classes in swimming, gym, volley ball, badminton, and folk dancing are available.
5. Offers vocational information and personal counseling.

#### Comparison of Agency Offerings

In reviewing all the services of the agencies offering aid to the veteran in the Portland area, it was found that each agency and organization had the veteran's welfare in mind and each was doing a sincere and earnest job. All were cooperating to the utmost to make the veteran feel at home in his community, and to see that his rights were guaranteed.

After reviewing the offerings of the agencies it was seen that all of the veteran organizations, such as the Veterans of Foreign Wars, the Disabled Veterans, the American Legion, and others performed similar operations. Also, the offerings of the labor unions were found to be approximately the same. As in both cases these were

competing organizations, it seemed logical that they would attempt to meet each other in aiding the veteran.

From the former lists it was apparent that the veteran's needs were being met in almost every phase of the problem. How adequate these were met was determined later. To the organizations listed should be added the numerous social agencies and quasi-social organizations that were primarily civilian aid agencies, but who had expanded their programs to include the few veteran cases referred to them for assistance.

The social workers in the War Veterans Service Committee office knew each of these agencies, and sought their help with problem cases.

#### Analysis of Veteran Cases

The breakdown given on the following pages was secured from the veterans seeking information or aid from the War Veterans Service Committee center in Portland. These represented the veterans needs over a period of one year, from July, 1944 to July, 1945. These have been listed by months, and for comparative purposes, tabulated under the most accurate headings possible.



Analysis of Veteran Cases - 1944 - July August September

Affidavits. . . . .	28	32	25
Allotments. . . . .	65	72	0
Compensation & Pensions (Original)	57	54	47
Compensation & Pensions (Previous)	94	80	76
Converting insurance. . . . .	19	26	36
Death Pensions. . . . .	26	32	46
Employment. . . . .	59	48	79
Family allowance. . . . .	25	26	64
Gratuity & arrears in pay . . . .	24	33	47
Hospitalization . . . . .	23	17	14
Housing . . . . .	12	18	34
Insurance . . . . .	40	46	54
Lost Discharge. . . . .	12	9	7
Maternity care. . . . .	16	23	15
Mastering-out pay . . . . .	24	16	10
Power of attorney . . . . .	134	132	101
Questions on G. I. Bill loans . .	0	196	153
Reinstatement of insurance. . . .	12	20	31
Selective Service . . . . .	1	4	3
Vocational Training, G. I. & V. A.	153	186	244
Waiver of insurance premiums. . .	1	2	4
Miscellaneous . . . . .	<u>60</u>	<u>48</u>	<u>94</u>
Total. . . . .	885	1,120	1,184

Analysis of Veteran Cases - 1944 - October November December

Affidavits . . . . .	32	22	31
Compensation & Pensions (Original)	45	57	38
Compensation & Pensions (Previous)	81	145	163
Converting insurance . . . . .	42	19	16
Death pension. . . . .	49	42	71
Employment . . . . .	77	29	75
Family allowance . . . . .	60	48	55
Financial assistance . . . . .	12	5	22
Gratuity and arrears in pay. . . . .	40	61	37
Hospitalization. . . . .	8	5	18
Housing. . . . .	30	9	38
Insurance. . . . .	68	80	60
Lost discharge . . . . .	5	4	7
Maternity care . . . . .	12	8	5
Mastering-out pay. . . . .	15	46	26
Officer's retirement . . . . .	2	4	8
Power of attorney. . . . .	85	97	78
Questions on G. I. Loan. . . . .	177	101	81
Reinstatement of insurance . . . . .	27	9	9
Selective service. . . . .	5	4	8
Vocational training, G. I. & V. A.	267	111	46
Waiver of insurance premiums . . . . .	2	1	3
Miscellaneous. . . . .	<u>74</u>	<u>54</u>	<u>96</u>
Total . . . . .	1,215	961	991

Analysis of Veteran Cases - 1945 - January February March

Affidavits . . . . .	20	25	40
Compensation & pensions (Original)	24	51	42
Compensation & pensions (Previous)	162	126	162
Death pension. . . . .	73	72	74
Employment . . . . .	68	49	76
Family allowance . . . . .	57	44	50
Financial assistance . . . . .	55	53	78
Gratuity and arrears in pay. . . .	17	45	34
Hospitalization. . . . .	18	26	27
Housing. . . . .	13	18	31
Income tax . . . . .	7	5	19
Insurance. . . . .	78	86	118
Lost discharge . . . . .	11	4	6
Maternity care . . . . .	4	2	1
Mustering-out pay. . . . .	35	27	48
National service life insurance. .	29	10	25
Officer's retirement . . . . .	3	5	7
Power of attorney. . . . .	69	95	91
Questions on G. I. Loans . . . . .	118	86	99
Selective service. . . . .	10	11	11
Unemployment compensation. . . . .	3	0	0
Vocational training, G. I. & V. A.	55	46	61
Miscellaneous. . . . .	<u>64</u>	<u>49</u>	<u>83</u>
Total . . . . .	993	935	1,183

Analysis of Veteran Cases - 1945 -	<u>April</u>	<u>May</u>	<u>June</u>
Affidavits . . . . .	44	28	41
Application for flag . . . . .	11	39	38
Compensation & pensions (Original)	43	38	24
Compensation & pensions (Previous)	179	150	156
Death pension. . . . .	106	106	114
Discharge lapel button . . . . .	14	13	9
Employment . . . . .	56	61	54
Family allowance . . . . .	49	50	52
Financial assistance . . . . .	75	59	97
Gratuity and arrears in pay. . . . .	38	53	61
Hospitalization. . . . .	22	32	23
Housing. . . . .	41	33	31
Insurance. . . . .	126	114	154
Lost discharge . . . . .	14	13	29
Maternity care . . . . .	6	8	9
Mustering-out pay. . . . .	31	36	23
National service life insurance. . . . .	46	71	75
Officer's retirement . . . . .	4	3	4
Power of attorney. . . . .	113	110	78
Questions on G. I. Loans . . . . .	78	78	74
Selective service. . . . .	11	13	15
Vocational training, G. I. & V. A.	83	82	116
Miscellaneous. . . . .	<u>77</u>	<u>77</u>	<u>86</u>
Total . . . . .	1,267	1,267	1,363

## Analysis of Veteran Cases - Month of July, 1945

Affidavits . . . . .	45
Application for flag . . . . .	31
Compensation and pensions (Original) . . . . .	18
Compensation and pensions (Previous) . . . . .	184
Death pension. . . . .	97
Discharge lapel button . . . . .	55
Employment . . . . .	57
Family allowance . . . . .	44
Financial assistance . . . . .	80
Gratuity and arrears in pay. . . . .	58
Hospitalization. . . . .	18
Housing. . . . .	46
Insurance. . . . .	112
Legal aid. . . . .	20
Mustering-out pay. . . . .	32
National service life insurance. . . . .	74
Power of attorney. . . . .	62
Questions on G. I. Loans . . . . .	114
Selective service. . . . .	17
Vocational training. . . . .	116
Miscellaneous. . . . .	<u>53</u>
Total . . . . .	1,333

### Needs Shown by Analysis

It was interesting to note the decline in allotment inquiries. As time went by more inquiries came from the veterans and fewer from servicemen.

The greatest increases were found in Compensation and Pensions, Insurance, Death Pension, Housing, Mustering-out Pay, Financial Assistance, Employment and Miscellaneous. These increases brought about a need for a comparative analysis of needs and offerings to show the spots where present services were inadequate.

### Combined Comparison of Needs and Offerings

Compensation and Pensions, Insurance, Death Pensions all came under the jurisdiction of the Veterans Administration, and as they were moving and expanding their offices at the time to care for the anticipated increase, it seemed these needs would be cared for. It was found that there were several agencies prepared to help the veteran with his claims, and aid him in presenting his case to the Veterans Administration, so it was concluded that this phase was adequately anticipated.

The Portland Housing Authority realized the problem facing them in providing adequate veteran housing, and they were taking steps to obtain every available opening. As was shown, many of the veterans were finding it impossible to find private housing, and had turned to

federal housing projects. Although some of these housing units were only temporary dwellings, and were supposed to be torn down, some provisions must be made for the increased population, and the temporary houses must be supplemented with permanent housing, either private or public.

The Portland General Committee on Services to Veterans had discussed the problem, and they were attempting to bring about changes. The newspapers and radio stations were cooperating, and every attempt was being made to be sure veterans secured housing.

The inquiries on mustering-out pay would naturally increase as more men were discharged. The Army, Navy, Marine Corps, and Coast Guard were prepared to take care of these veterans, and it became a job of referral only.

As more men were discharged, more were seeking financial assistance until such time as they could find a job to their liking or until their government checks arrived. The Red Cross, Multnomah County Public Welfare, The Indigent Soldiers' and Sailors' Fund, United States Employment Service, and the Traveler's Aid Society were prepared to assist these veterans. These services did not overlap, however, as the Red Cross gave aid when the veteran had a claim pending with the government; the Multnomah County Public Welfare Commission gave aid to families and

individuals who were legal residents of the county; the Indigent Soldiers' and Sailors' Fund gave aid in cases not cared for by other means, but funds were limited and few could be handled by this agency; the United States Employment Service handled unemployment compensation for those seeking a job; and those in transit from one locality to another were given financial aid through the Traveler's Aid Society.

Employment was being handled primarily by the United States Employment Service, but other agencies were offering assistance. The American War Dads, the Federated Jewish Societies, Catholic Charities, Inc., Congress of Industrial Organizations, American Federation of Labor, Farm Labor Employment office, and the Goodwill Industries of Oregon were offering assistance.

The miscellaneous heading covered all social problems and adjustment problems not covered previously. The increase was not great and was in proportion to the overall increase. Numerous organizations were offering aid with this problem. The greatest need was found here, however, as the number of trained social workers and psychiatrists in the area were few. These professions required skilled workers with years of training, and there were not many trained people available in the Portland area. Although the Veterans Administration offered aid



to those with visable mental illnesses, the numerous cases of slight maladjustments and difficult readjustments were not adequately covered. Although the Oregon Mental Hygiene Society was trying desperately to fill the gap between the Veterans Administration and the private psychiatrist, they were having a difficult time. Many veterans were being passed over if their adjustment problems did not seem severe. The problem was due to a lack of personnel, not a lack of service, for the people in the field were working to capacity.

#### Duplications in the Present System

Although the organizations offering service to the veteran in the Portland area seemed numerous, it was obvious, after an analysis of the offerings, that most of them filled a need.

There were many agencies and organizations offering assistance with claims. This was a definite duplication of work; however, the duplication seemed worthwhile rather than harmful. If the veteran was given his choice of the organizations offering to represent him present his claim to the Veterans Administration, he felt better satisfied. The duplication allowed for human dislikes and preferences. As the number of applications was great there seemed to be enough work for all; however, there were some agencies who resented the War Veterans Service Committee entering this

phase of the work. Their position in the Portland organization was to be one of referral primarily, and when they organized a claims division some of the other agencies doing that work resented them.

Aid in securing employment also presented duplications. Here the centralized service of the United States Employment Service would seem adequate. They had all employment aids available, and their services were well known. Their large staff was constantly checking openings and placements, and their files included a large variety of employment opportunities. The other veteran employment organizations were aiding the few unusual employment cases, and, as a rule, find the veterans suitable jobs.

As was previously stated, financial aid did not actually represent an overlap, as each agency filled a financial need and presented a different phase of aid.

All agencies were attempting referral, but all of them did not have adequate data on the services of the agencies to make accurate referral. As every agency has had a situation it was not able to solve, referral was necessary; therefore, it seemed logical that some sort of basic information should be distributed among the organizations.

#### Required Additions to the Present System

Among the returning servicemen there were always a

few who found the adjustment to civilian life a tremendous job, and of this group there were those who needed the assistance of trained social workers and even psychiatrists. One addition that seemed necessary was a rehabilitation clinic of some sort to aid the veteran with his difficulty. How the clinic could be organized when Portland lacked in trained personnel was not known, but the large number of cases grouped under the heading of "miscellaneous" proved the need. Some of these cases needed guidance and help, and it was available only in a limited manner. Help might have been secured from teachers, ministers and artisans to indicate a few. Many who are laymen in the educational sense, given training and a certain self-confidence, readily could have become expert leaders, teachers and counselors of adults.

For the veteran who was skilled or semi-skilled there was a duplication of employment effort. However, the unskilled veteran, who made up the majority of unemployed, had only limited opportunities. This was due chiefly to the union practice of curtailing the number of apprentices in their ranks. A committee composed of labor, management and governmental officials was needed. The group should discuss the problem and work out a plan that would enable the unions to accept these unskilled veterans as apprentices and that would induce management to accept

them as employees under the governmental training provisions of the G. I. Bill of Rights.

Among the future long range plans in the minds of many civic-minded men was found a program similar to the one mentioned above. Although no definite program had been started to aid the future employment problem, it was hoped that a central office, headed by a prominent veteran, could be established to act as a liaison center between veterans seeking employment and employers. The office should have the cooperation of the United States Employment Service, and continually seek an employer for the jobless veteran. The program would take on the aspects of a campaign with planned advertising and publicity, personal contacts, and mail solicitation. Private civic groups who aided the veteran in his first readjustments to civilian life could bring their war efforts to a successful termination by cooperating in an employment program, for it was believed that employment would prove to be one of the most lasting problems. As public interest in veteran problems waned, a planned campaign to solicit employers was needed. Future developments may see such a plan evolve.

## CHAPTER IV

### SUMMARY

With over 46,000 World War II veterans from Multnomah County probably returning to the area, it seemed necessary that a survey be made to determine the facilities available to them.

First it seemed necessary to study the federal and state legislation to determine the structure upon which all programs and aids would be based.

Next, it seemed practicable to summarize the programs already in operation in other leading cities to establish an evaluation of the Portland program. These presented a framework upon which to proceed; however, the programs varied in details showing any plan should be adaptable to local requirements.

A brief study was made of the war's effect on Portland and how the changes would influence the opportunities of the veteran. A comparison of census figures showed an increase of approximately one-third. This had a direct effect on both housing and employment opportunities. The increase also complicated the crowded school facilities and enhanced the need for additional veteran hospitals.

After reviewing the services offered by the veteran agencies and tabulating the needs presented by veteran

case studies it was found that Portland offered every phase of service to the veteran. Some phases needed expanding and others curtailing.

The greatest needs were found in the field of mental hygiene and social adjustment and in the field of employment. The community needed skilled workers to aid the veteran with his maladjustments and social relationships, and the establishment of some sort of counseling service or clinic. The employment picture showed that jobs were available for the skilled worker, but the unskilled could be aided in finding employment through the coordinated effort of the government, management, and labor under strong aggressive leadership.

The greatest duplication was in the filing of claims and in employment aid to the skilled worker. The War Veterans Service Committee had an adequate job as an information and referral center without the filing of claims; therefore, for the sake of community cooperation, this organization should eliminate aiding the veteran in filing claims to the Veterans Administration, and leave the service to the veteran organizations and the Red Cross.

The duplication of employment effort seemed unwarranted. However, as all were doing the best possible job in aiding the veteran, the overlap was not serious, but as was stated above, additional aid was needed for the

unskilled veteran.

Before too many years have passed, interest in the veteran will have waned, and these agencies now duplicating efforts will gradually lose interest or cease to exist, and in the final analysis, the federal agencies, such as the United States Employment Service, will carry on the job.

The central information center, such as the War Veterans Service Committee, was found to fill a definite need. Although all referrals were not made by this office, it did prevent much haphazard referral. Its need as a referral and information center was obvious; however, the value of expanding it to a complete veteran information center was debatable. As all agencies were located within walking distance of one another, it seemed to be more advantageous to keep the functions separate. The central plan would present more duplication than was apparent in the present set-up. With the Veterans Administration moving all of its contact offices from Marquam Hill to a downtown office, all agencies were within a convenient radius.

The sincere spirit of genuine veteran service seemed evident everywhere, and it was believed that a worthwhile program was working for the benefit of the veteran in the Portland Area. Each office was working conscientiously

and wholeheartedly to give the veteran the best possible opportunity in Portland, and a spirit of cooperation and progress was apparent everywhere.



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