

THE OREGON SYSTEM OF REHABILITATION WITH A SURVEY  
FOR ADDITIONAL PLACEMENTS OF  
CRIPPLED AND DISABLED

by

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A Thesis

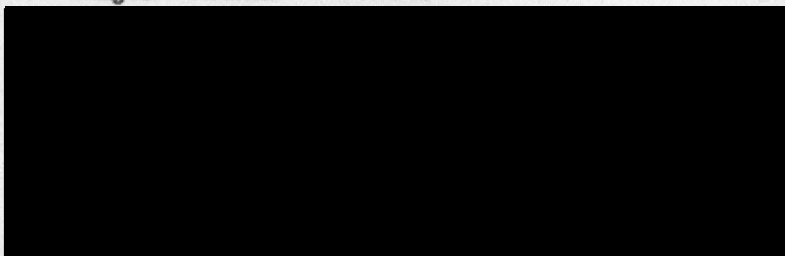
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CHAPTER I

INTRODUCTION: THE PROBLEM OF REHABILITATION

### General Statement of the Problem

"Blessed is the man who makes two blades of grass grow where only one grew before. More blessed is he who multiplies the harvest of toil not merely two-fold, but three-fold and more-fold, for he virtually lengthens life when he adds to its fruitage." — T. B. Gilbreth, Applied Motion Study.

During the last few years, the people of the United States have experienced great social changes, extreme political upheaval, and serious economic maladjustments, which have been the cause and effect of constantly shifting ideas.

With these turbulent conditions has come the emphasis upon problems of labor. Never in the history of this country has labor been so prominent in public opinion as it has been in these years. The struggle for domination and organized control has caught the wage-earner and business man in its tentacles, and the results which come from this are still to be written upon the pages of our economic history.

Caught in the maelstrom of human activity and pressed with the desperate attempt to make a livelihood, is the disabled man and woman. There are those who have been permanently incapacitated while on the job. These we call the industrially disabled. There are countless others who have been crippled due to accidents at home, in automobiles, while walking, or in some agricultural pursuit. Add to this group the appalling number of those who have been crippled since birth, or during the process of childhood, have contracted such dreadful diseases as

infantile paralysis, tuberculosis, and others. This group is called the civilian group.

We do not include in our discussion the war disabled, the blind, or the deaf. These unfortunates are cared for by other agencies of the government and do not come under the same type of rehabilitation as do the first mentioned.

Since 1930 a new impetus has been given to the problem of the disabled by both the federal and state governments. This has been primarily due to a changing social attitude toward poverty and dependency. The interpretation of the causes of dependency has changed from moral stigma to economic maladjustment. Although progress has been made in a changed attitude toward dependent classes, the disabled person is still appraised morally. Somehow the concept of lack of social planning, resulting in economic waste and inefficiency, which is applied to the poor and destitute, does not seem to be applied to the problems of the person handicapped by a disability.<sup>1</sup>

Because the prevailing attitudes, desires, and customs of people are usually crystallized in legislation, it is desirable that we examine this legislation to see how far the needs of the disabled are met and how far such efforts fall short of desired objectives. Also we must examine the legislation to see what part laws play in reducing the social and economic differential between the disabled and the non-disabled.

In the following pages the disabled person is first defined. The extent of the problem presented by this group is then described by

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1. F. H. McLean, "Rehabilitation and the Unemployed", Family, Vol. XV (April 1934), pp. 54-57.

references to the available statistical material. Specific and general legislation for each group is then examined. In some instances it was found that adequate legislation had been effectively developed; but because of administrative defects and legal difficulties, full benefits had not been obtained. Legislation in the United States and in foreign countries includes workmen's compensation, rehabilitation, child welfare, minimum wage, national recovery, unemployment relief, social insurance, education, and mother's aid. The annual reports, studies, publications, reports of state rehabilitation commissions, and convention discussions have been examined. First-hand information has also been obtained through questionnaires, correspondence, and interviews.

### The Industrially Disabled

Through the innumerable forms of our activity, in the exertions of the body as well as in those of the mind, a single principle appears: the principle of order and harmony. All nature obeys it; the ray of light as it is refracted or reflected follows the shortest path; the stone which falls or is thrown from the hand describes a minimum arc; the instinctive movement is also the most rapid.<sup>2</sup> Man has never reflected that his voluntary actions squander time and energy and riches which would benefit society.<sup>3</sup> For he needed self-control and a rigorous science to avoid useless waste. Therefore it is a mistake to suppose that the capital of our physical energies is inexhaustible.

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2. Jules Amar, The Physiology of Industrial Organisation and the Re-employment of the Disabled, (New York: The MacMillan Company, 1919), p. 12.

3. Ibid.



The employer is mistaken when he rejects the employment of disabled workers which is to him an important source of new production and future capital. We misconceive the profound and veritable laws of social organization if we fail to put each man in the place which should properly be his if he is to yield his full output.

The industrial cripple belongs to a special group, because of the specific origin of his disability, and because of the attempt to remedy this situation by special legislation. A reliable report<sup>4</sup> states that more than 89,500 persons were killed in accidents in 1932; of those, 14,500 deaths were the result of industrial accidents. Because of inadequate reporting, the amount of people partially or totally disabled can only be estimated. E. H. Downey<sup>5</sup> states that the number of serious permanent disabilities occurring in the United States each year is about 25,000, and the number of temporary disabilities is about 2,000,000.

It is costly to the disabled person's morale, health, and well-being to change his vocation, especially if this entails a reduced earning capacity, which in turn necessitates a lowered standard of living. It is more rational to utilize medical and physical methods in an attempt to overcome the physical disability and thereby prepare the disabled individual to return to his former work. Prosthesis, or support until muscular control is gained, is necessary. Artificial limbs depend on the character of the stump. The Weir-Mitchell phenomenon, which explains

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4. National Safety Council Bulletin (No. 5178) December 1933), p.3.

5. E. H. Downey, Workmen's Compensation, (New York: The MacMillan Company, 1924), p. 1.

the illusion suffered by all people, who insist they can still feel their limb after amputation, makes it impossible for exact co-ordination due to life-long persistence of this hallucination. Thus in any particular amputation occupational therapy is needed. This is training in the use of the artificial limb for the particular job. Vocational training must be had for the disabled individual. This is difficult for older people who become set in their ways.

The fully productive group of disabled persons can compete with the normal worker. Regardless of the nature of the disability, this group may become totally productive if adequately trained in a specific vocation. Their needs then become those of other workers; namely, security against periods of unemployment.

Thus two important principles in vocational rehabilitation of the disabled are: vocational training for a specific objective to make disabled persons totally productive when feasible; establishment of a sheltered work environment for those who must remain partially productive.<sup>6</sup> Those who remain unemployable because of the severity of their physical disability must be supplied with public relief or pension. Mutual benefit associations have developed the services of medical care, training, employment, and pensions. Private industries, however, do not render an adequate job. A report by the Industrial Relations Councilors has disclosed a number of reasons for this state of affairs, foremost among them being inadequate financing, lack of legal safeguards,

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6. Henry H. Kessler, The Crippled and the Disabled, (Columbia University Press, 1935) pp. 102-111.

discriminations in favor of management and against the rank and file of workers, and misconceptions of the nature and true uses of rehabilitation. After several years of experimentation, employer schemes "actually and dependably," protect only 300,000 out of 4,000,000 workers who are theoretically "covered." They have failed industry and its workers when their benefits are needed most. Union benefit plans,<sup>7</sup> too, are on no stronger footing.

Some industries take back their injured employees and attempt to place them in lighter jobs. Often these jobs are mere sinecures, frequently causing the worker to become resentful and unproductive, ultimately to slough off as undesirables.<sup>8</sup> On the other hand, the injured employees may be given work beyond their physical capacity with resulting loss of work. The majority of disabled workers have sufficient capacity to undertake work that will give them a living wage.<sup>9</sup> Proper vocational training can lead to the full development of mental and physical abilities with preparation for more useful occupations than are often allocated to the disabled worker at present.<sup>10</sup> The reluctance to re-employ injured workers is indicated in the study by the Federal Board for Vocational Education.<sup>11</sup> Of 2,308 placements studied only

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7. Murray Webb Latimer, Trade Union Pension Systems, Industrial Relations Counselors, (New York: J. J. Little and Ives Company, 1932), pp. 3-28.

8. "Mr. Ford and Labor", Time, Vol. XXXI (January 17, 1938), p. 53.

9. Henry H. Kessler, op. cit., p. 97.

10. Garrard Harris, Redemption of the Disabled, (New York: D. Appleton and Company, 1919), pp. 3-13.

11. The Federal Board for Vocational Education, Bulletin No. 113, Vocational Rehabilitation Series, No. 1473, (Washington, D.C.: United States Printing Office, 1933).

4.11% were made by the employer in whose employment the disability occurred. The attitude of the government is quite similar. Government employees who, in the line of duty, incur disabilities are not necessarily entitled to re-employment when they may resume work.<sup>12</sup>

Of the types of sheltered workshops where the disabled person is only partially productive, the most important are: Goodwill Industries, Industrial Workshops, New York Joint Employment Bureau for Disabled Persons, and Dr. E. J. Helms, center for jobs for the handicapped in need (established 1900). The needs of the disabled have been recognized by private agencies and to a lesser extent by public agencies, but the measures devised to meet these needs are limited and inadequate.

Practically all states have definite provisions for medical and surgical services in a Workmen's Compensation Act. The usual working of the law states that the services must be reasonable. This leaves the matter open to controversy.

In most cases of amputation, the application of artificial devices is necessary to successful rehabilitation, irrespective of what job he gets.<sup>13</sup> Only fifteen states (Oregon included) provide for artificial appliances in addition to medical benefits.<sup>14</sup>

Compensation is ordinarily paid weekly for the period of temporary disability.<sup>15</sup> During this time the injured person may not work. If

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12. Annual Report of the Comptroller-General, No. 3046, (Washington, D.C.: United States Government Printing Office, 1932) pp. 149-157.

13. Jules Amar, op. cit., pp. 143-149

14. Oregon Laws, 1920, Ch. 311, Oregon General Code, V, (Indianapolis, Indiana: Bobbs-Merrill Company, 1935).

15. Oregon Laws, 1930, Section 35, p. 416; 35, p. 1208, State Laws Survey, (Salem, Oregon: State of Oregon Printing Department, 1936).

permanently disabled, a specified period must be provided in the schedule of the law. The amount paid is frequently inadequate to meet ordinary living expenses. States vary in evaluating loss of limb or arm from 21% to 78% of complete disability.<sup>16</sup>

Ten states, Oregon included, devised a means for the protection of employers against the liability for the cumulative effect of several injuries, and at the same time relieve employees of unfair competition. A special fund is created by law into which every employer is now obliged to pay the sum of \$75 for each major disability case occurring in his plants. In Oregon the existing value of an award for a major injury is turned over to the State Treasurer for investment. The fund so created is called the "segregated accident fund" and is used for the payment of compensation in second-injury cases. In 1929 the fund had grown to five million dollars. Oregon has no limit as to time of medical service, but is limited to \$250 as far as amount is concerned.<sup>17</sup>

### The Civilian Disabled

This group of disabled persons are listed or defined as follows: as a result of disease, traffic and home accidents, old age infirmities, and the child cripple. For the purpose of discussion they are grouped in three sections: totally productive, partially productive, and totally unproductive.

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16. Henry H. Kessler, op. cit., pp. 104-107

17. Oregon Code, 1921, Ch. 311; op. cit., pp. 362-363.

The annual report of the Federal Board for Vocational Education (1931)<sup>18</sup> lists 1800 cases of persons rehabilitated whose disability originated in an employment accident, 1054 to public accident, 1984 to disease, and 300 to congenital causes. The general legislation taking care of these cases are old age security, mother's aid pensions, and invalidity insurance.

The civilian disabled, apart from the child cripple, present more difficult problems than any of the other groups of disabled persons, because of the rising danger on the streets and in the homes; and at the present time this group is practically uncared for. The possibility of rehabilitating many who might be susceptible to rehabilitation has been entirely overlooked.<sup>19</sup> As will be shown in another chapter it is only through chance that many of these people are found and given the opportunities of rehabilitation. The importance of early discovery and vocational guidance of persons suffering from chronic disabilities has been entirely neglected by legislation, save in the case of tuberculosis children.<sup>20</sup>

A cripple is defined as "one who does not have normal use of bones and muscles for education and for work."<sup>21</sup> This group comprises persons crippled from birth, through accident or disease, or as a result of purely environmental factors.

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18. The Federal Board for Vocational Education Bulletin No. 110, Vocational Rehabilitation Series, No. 11, (Washington, D.C.: United States Government Printing Office, 1931).

19. Henry H. Kessler, op. cit., pp. 51-56.

20. Ibid., p. 66

21. Special Report of the Massachusetts Department of Labor and Industries, No. 1298, (Boston: Wright and Potter Printing Company, 1931), p. 25.

The needs of crippled children are both general and specific.<sup>22</sup>

Their vocational needs approximate those of all disabled persons. These children are potential adult disability problems, too.<sup>23</sup> One of the major problems is to locate the child as early as possible, for the greatest benefit can be secured through early recognition and treatment of the infirmity. Neglect in childhood causes many additional adult cripples. Those in charge of the Shrine Hospital for Crippled Children, a semi-private agency in Portland, Oregon, state that many times it is difficult to discover these unfortunates until it is too late to help.

Education for this group also is inadequate. Transportation to and from school, fatigue periods, and home instruction, are woefully lacking in the machine mass-production of public education.<sup>24</sup>

The first institution for the care of child cripples was established at Orbe, Switzerland, in 1780. In 1844, Munich, Germany, established a combined care and education home. England, in 1851; France, in 1853; and finally, the United States, in 1863, began to take up the problem. Between 1863 and 1920, 192 hospitals were established in the United States.<sup>25</sup> These figures show the disparity between the number of cripples who need care and the facilities available.

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22. Henry H. Kessler, op. cit., p. 52.

23. State Board for Vocation Education, Oregon, Personal Interview, August, 1937.

24. National Education Association Proceedings, 1936 Convention, Portland, Oregon, Vol. LXXIV (Washington, D.C.: National Education Association, 1936), pp. 384-397.

25. Henry H. Kessler, op. cit., p. 53.

In Oregon a law was passed providing for a decentralized plan of caring for cripples.<sup>26</sup> It emphasized family care rather than institutional, and sought to fix upon counties and the state the cost and responsibility for the quality of treatment. It provides for care, rehabilitation, and placement; centralizes the effort of various groups working in the interests of the cripple; and utilizes private enterprise to the utmost. The parents or guardians may make application for care and education to the Children's Court. The judge then makes inquiry to find out to what extent the parents are able to meet the costs, and he then reports to the welfare department. Thereafter the child is taken to an institution. The State Welfare Department pays the costs, which are then charged to the county of which the child is a resident. The county may, in turn, demand partial or full payment of the costs from the parents according to their ability to pay.

In Oregon every parent or guardian or other person having control over a crippled child who, between the ages of six and eighteen, has not yet completed the first eight grades of public school, shall enroll such child, per instruction, with the clerk of the district school where the child is a resident. It is, further, the duty of the district school clerk to enumerate, at the time of the annual census, the age, residence or post-office address of each crippled child, and to make a report to the county superintendent.<sup>27</sup>

Success in the vocational adjustment of young crippled persons

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26. Oregon Laws, 1921, op. cit., pp. 362-363.

27. Ibid., p. 659



depends upon continuous observation and guidance beyond their adolescent period.<sup>28</sup> Since many commissions are restricted by age limitations, a break frequently occurs which may prove disastrous to the child. Rehabilitation agencies may, by a liberal construction of the law, extend their services to crippled children under the age minimum.

### The Need for Additional Legislation

The report of the Carnegie Endowment for International Peace, Division of Economics and History lists what their experts consider the ultimate satisfactory program that should be carried out for disabled persons:<sup>29</sup>

1. Skillful surgical treatment.
2. Encouragement, stimulus, and advice about future to begin as soon as the injury takes place.
3. Functional re-education.
4. Expert advice in choosing an occupation based on productivity rather than insecure pity and special consideration.
5. Special training for new work when incapacitated for the old.
6. Facilities for placement for maximum utility.

It must be remembered that neither the employer nor the state can do more than supplement what the invalid or cripple is determined to do for himself. The ambition and will of the individual are the keys to the situation. The friend who can awaken the one and strengthen the other, the industry which can give a reasonable chance for them to operate,

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28. Vocational Rehabilitation Department, Oregon, Personal Interview, August 1937.

29. The Carnegie Endowment for International Peace, Division of Economics and History, (Washington, D.C.: The Carnegie Endowment for International Peace, 1919), pp. 163-178.

the state which can, by furnishing educational facilities and placement, supplements the efforts of the victim of accident or disease to regain his position, deserves recognition as useful allies; but all combined, they are ordinarily negligible as compared with the will to overcome, even the most frail and the most battered wreck of humanity may sometimes show.

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Perhaps no more fitting conclusion of this first chapter could be written than those thoughts expressed by Henry H. Kessler in his book

The Crippled and the Disabled:

"The economic aspect of this problem is not the only one which demands consideration. Even if educated and physically rehabilitated persons prove to be not quite as productive as normal healthy persons, they should still be given an opportunity to occupy a place of independence and usefulness in the economic and social life of the nation. The attitude of present day society is essentially the same primitive one which has predominated throughout the ages -- that life is a struggle for existence and that those who are unfit must succumb. But in some quarters, at least, a more social point of view is developing with the result that increasing efforts are being expended in the interests of doing justice to the disabled."

Although the education of this group is more costly and the trouble to apprentice or re-educate them seems endless, they are by no means an economic loss to society. We must consider them not as a burden on society, but as potential producers in the group.

CHAPTER II

THE OREGON SYSTEM OF REHABILITATION

## General Statement and Plan

"Vocational Rehabilitation is the process through which physically disabled men and women are taught a trade or a profession consistent with their former experiences and their disabilities. The origin of the disability does not matter. It may be the result of industrial accident, public accident, disease, or from congenital reasons. If it is of permanent nature and constitutes a vocational handicap, the persons, if of employable age (16 years), is entitled to training. Obviously, there are many people who, because of their age, the nature of their disease, or the severity of their disability cannot be successfully trained. Experience has taught us, however, that nearly every person can, after a period of training, be made self-supporting, no matter how serious his injuries may be." 31

From 1921 to 1933, rehabilitation was handled by the Industrial Accident Commission through an act of the state legislature.<sup>32</sup> During this time the Commission did its best to keep the problem in hand and still carry on its regular functions. Because this set-up was unsatisfactory, in 1933 the act was amended by placing the rehabilitation department under the control of the department of vocational education, where it really belonged, the reason being that vocational rehabilitation was really vocational education for disabled persons. So today

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31. The Vocational Rehabilitation Service of the State Board for Vocational Education, Educational Pamphlet, (Salem, Oregon: State of Oregon Printing Department, 1937).

32. Oregon Laws, 1921, Ch. 137, (S.B. 158), op. cit. pp. 362-363.

the system is carried on between the Federal Government, the State Board for Vocational Education, and the Industrial Accident Commission.

Kinds of cases:

The department of vocational rehabilitation handles two kinds of cases; namely,

1. Industrial cases, comprising workmen injured while on the job and protected by the Workmen's Compensation Act.
2. Civilian cases, comprising persons injured in home, in the street, away from work; child cripples; congenital cases.

Status of cases:

All cases are filed according to the follow classifications:

No. 1 - Pending cases. Those cases that have been reported to the department or who have made application only.

No. 2 - Pending cases. (Surveyed). Those cases that have made application and have been surveyed and visited a number of times by the state supervisor.

No. 3 - Pending cases. Rehabilitation plan made. Those cases surveyed and for whom a rehabilitation plan has been made. This is the last step before they enter into training.

No. 4 - Active cases in training. Industrial cases have an individual claim number. Civilian cases are given a number when they become active. (Before 1936 civilian cases were divided into two classifications, civilian regular, or those who have the whole amount paid for them by the plan, and civilian 50-50, or those who shoulder half the burden of re-education. Since 1936, however, the civilian 50-50 has been discontinued due to an amendment to the 1933 law, giving the department more

funds with which to carry on the system).

No. 5 - Awaiting employment. (After finishing training).

No. 6 - In employment. Being followed up. After a student has secured employment, the department asks him to make a monthly report and keep in contact with the department for a period of three months. This is done in order that the department may definitely know that the student is satisfactorily and permanently located on a job and is able to carry on that job.

No. 7 - Ready for closure. Ready to be reported on to the Federal office.

No. 8 - Rehabilitated or closed. After the Federal report has been made.

No. 9 - Dropped cases. Due to death, or non-cooperation on the part of the disabled person.

No. 10 - Not accepted. Due to lack of cooperation in application, not feasible (less than 16 years of age, or a duplicate service, such as, blindness and deafness, which is taken care of by other agencies), not susceptible, (too badly disabled), or married, unless the husband is out of work. There is only one exception, so far, in the system where a married woman was accepted when her husband was out of work. This particular case was one of a paralyzed woman who was given one semester of school training as recommended by a county school superintendent, so that she might be able to gain her teaching certificate. She immediately obtained the job after her training.

Although most cases come from the Industrial Accident Commission, several have come as the result of private information given by

interested individuals, and some have been located by the department itself. The Supervisor, Oscar I. Paulson, an extremely enthusiastic and energetic man, has divided the state into divisions and appointed some interested person as investigator for each particular division. These people are usually the county school superintendents. In Portland, a paid investigator, Mr. Coggins, is kept on the job. This man is the only other person, besides the supervisor, who receives a salary for this work. As Portland is the largest industrial center and city in the state, the necessity for him to be placed on the job is obvious.

As soon as a case is reported an investigation is made. If feasible, an application blank is sent to the disabled person. Upon receipt of the application for rehabilitation, the supervisor interviews the applicant obtaining from him such information as the type of work he has had, and the work he would like to follow, if possible. Plans are made, then, to put the person into training along the lines that he has chosen. The following is a list of the trades for which disabled men and women are being trained: <sup>33</sup>

Stenography	Radio Repair	Pharmacy	Egg Candling
Secretarial	Shoe Repairing	Auto parts	Entomology
Bookkeeping	Spinning	Barbering	Journalism
Telephone Operator	Knitting	Art	Candy Packing
Dental Mechanics	Forestry	Welding	Lens Grinding
Air-Conditioning	Baking	Law	Electrical Repair
refrigeration	Photography	Music	Cabinet Making
Artificial limb	Meat Cutting	Baking	Mechanical Engineer
making	Printing	Ministry	Short Story Writing
Diesel Engineering	Aviation	Mechanics	Cleaning and
Poultry raising	Teachers	Beauty	Pressing
Auto Painting	Accountancy	Culture	Commercial Art
Radio Operating	General Repair	Watch	Home Economics
Social Welfare	Commercial	Making	Body and Fender
	Teaching		Work

33. The Vocational Rehabilitation Service of the State Board for Vocational Education, op. cit.

The cost of training the disabled person is borne entirely by the money furnished by the state and federal governments. The trainee does not have to give back any part of the amount spent for his training. However, the trainee may not borrow from the department at any time. Only that which is actually spent for schooling, apprenticeship, and supplies, is furnished. The problem of board and room and living expenses is up to the individual himself. Sometimes the cost of training is nothing at all. One case in particular illustrates this situation: Mr. A, who was without one leg, had begun one year of training with an auto company, worked one month at \$30, and did so well that he was advanced to \$60, thus was able to take care of himself.

The method of training is simple. Schools, shops, factories, and other industrial establishments are utilized. Training is made as short and practical as possible.

In most cases, artificial limbs are furnished, and included in the cost of rehabilitation. This is only when they are necessary and a definite part of the training program.

Although there are 652 cases on file pending at the present time (October, 1937), these will be narrowed down finally to whom will receive training. The actual number going through is much smaller due to dropped cases, those who have left the state, those who have failed to keep contact with the department, and those who have died. All cases of those who are on relief and employed by the Works Progress Administration are acceptable.<sup>34</sup>

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34. The Vocational Rehabilitation Department, Oregon, Personal Interview, August 1937.



Whether or not industry is taking all the unfortunates who can re-enter is dealt with in another chapter and is considered the great problem of rehabilitation today.

Statistics as to the Extent of the Program

The following <sup>35</sup> are the actual statistics showing the work done by the rehabilitation department as reported to the Federal Government for the years 1935, 1936, and 1937:

Classification of Cases Rehabilitated

		Rehabilitated								
		With Training			Without Training			Total		
		1935-1936-1937			1935-1936-1937			1935-1936-1937		
Sex:	Male	44	51	72	9	3	11	53	54	83
	Female	5	6	8	0	0	0	5	6	8
	Total	49	57	80	9	3	11	58	60	91
<hr/>										
Age:	Under 21	2	4	10	0	0	0	2	4	10
	21-30	32	35	44	4	2	3	36	37	47
	31-40	8	6	17	1	0	2	9	6	19
	41-50	4	8	6	2	1	1	6	9	7
	51-over	3	4	3	2	0	5	5	4	8
	Total	49	57	80	9	3	11	58	60	91
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Marital Status:	Single	24	27	45	4	0	1	28	27	46
	Married	23	27	35	3	3	10	26	30	45
	Widowed	2	3	0	2	0	0	4	3	0
	Divorced or Separated	49	57	80	9	3	11	58	60	91

35. Annual Statistical Report of the State Board for Vocational Education to the Office of Education, United States Department of Interior, (Form Sheet for Rehabilitation Department), 1935-1936.

	With Training 1935-1936-1937			Without Training 1935-1936-1937			Total 1935-1936-1937		
<b>Dependents:</b>									
None	17	25	46	3	0	1	20	25	47
One	14	12	6	3	1	6	17	13	12
Two	10	7	12	1	1	0	11	8	12
Three	6	7	9	1	0	2	7	7	11
Four or More	2	6	7	1	1	2	3	7	9
	49	57	80	9	3	11	58	60	91

<b>Schooling:</b>									
None	0	0	0	0	0	0	0	0	0
Grades 1-3	0	0	0	1	0	0	1	0	0
Grades 4-6	5	0	0	2	0	0	7	0	0
Grades 7-9	16	21	27	4	2	7	20	23	34
Grades 10-12	8	15	10	0	0	2	8	15	12
H. S. Grad.	14	14	29	0	1	2	14	15	31
Post H. S.*	6	7	14	2	0	0	8	7	14
	49	57	80	9	3	11	58	60	91

\* Means any formal training after High School Graduation.

**Origin of Disability:**

Employment Accident Compensation	22	21	29	1	0	0	23	21	29
Not Compensative	7	8	6	0	0	2	7	8	8
Other Accidents	9	5	8	7	3	4	16	8	12
Disease	11	20	35	1	0	5	12	20	40
Congenital	0	3	2	0	0	0	0	3	2
	49	57	80	9	3	11	58	60	91

Nature of Disability:	With Training 1935-1936-1937			Without Training 1935-1936-1937			Total 1935-1936-1937		
Hand	9	2	5	0	0	1	9	2	6
Hands	1	0	0	0	0	0	1	0	0
Arm	5	0	6	1	1	1	6	1	7
Arms	0	0	0	0	0	0	0	0	0
Foot	5	5	1	1	0	0	6	5	1
Feet	0	0	0	0	0	0	0	0	0
Leg	6	15	20	6	1	8	12	16	28
Legs	9	10	4	0	0	0	9	10	4
Multiple	3	6	15	0	0	0	3	6	15
Head	0	0	2	0	0	0	0	0	2
Cardiac	1	0	1	0	0	0	1	0	1
T.B. (Pul.)	1	6	11	0	0	0	1	6	11
Vision (Par.)	0	1	1	0	0	0	0	1	1
Vision (Total)	0	0	2	0	0	0	0	0	2
Hearing	0	0	0	0	0	0	0	0	0
Deaf	2	1	3	1	1	0	3	2	3
Deaf Mute	0	2	0	0	0	0	0	2	0
Back	6	8	8	0	0	1	6	8	9
Miscell.	1	1	1	0	0	0	1	1	1
	<u>49</u>	<u>57</u>	<u>80</u>	<u>9</u>	<u>3</u>	<u>11</u>	<u>58</u>	<u>60</u>	<u>91</u>

Type of Rehabilitation Service:	No. of Cases		
	1935	1936	1937
1. Institutional Training	36	28	53
2. Employment Training	14	26	22
3. Other Training	0	3	6
4. Physical Restoration Procured	0	0	0
5. Artificial Appliances Provided	8	3	7
6. Maintenance Provided or Procured	30	0	0
7. Placement			
a. Consistent with training	43	52	72
b. Not consistent with training	6	5	8
c. By rehabilitation department (without training) after appliance or phys. restoration	9	3	7
d. By rehabilitation without other rehabilitation service	0	0	4

Non-Rehabilitation Closures	1935	1936	1937
Reason for closure			
1. Died	0	1	4
2. Married	0	0	1
3. Left State	0	2	2
4. Lost Contact	0	1	0
5. Not Feasible	1	1	0
6. Not Cooperative	1	2	4
7. Other reasons	2	0	3

Open cases at the end of the Fiscal Year -- No. of Cases

	1935	1936	1937
1. Eligible and Feasible under advisement	142	226	266
2. In training	91	101	114
3. Undergoing physical restoration, or being fitted with an appliance	4	10	3
4. Training interrupted	2	5	0
5. Awaiting placement after training	10	8	17
6. Awaiting placement after phys. rest or fitting of an appliance	0	1	0
7. Awaiting placement without rehab. service	0	0	0
8. In employment, being followed up	12	24	11
	261	375	411

What is Actually Done. (Four Cases)

In order that the reader may fully appreciate the work done in rehabilitating disabled individuals, the Oregon State Board for Vocational Education has very graciously allowed me to use four case histories from their files. These case histories have been selected to show how extensive is the program, to what expense the department will go in order to train an individual, the length of time it takes to train some types of disabled persons, and the seemingly impossible kind of injury or

disability which may be overcome. Obviously, the real names of the individuals taken as examples may not be mentioned and the department has asked that the cases simply be classified as A, B, C, and D. The State Supervisor, O. I. Paulson, will gladly submit these records to anyone who will call in person at the rehabilitation office in Salem.

#### Case A

John Doe, disabled by a disease causing deafness, was reported to the Department of Vocational Rehabilitation by an interested individual. The Director, after interviewing Mr. Doe regarding his previous employment, found that the applicant was interested in being trained in lens-grinding. A position as apprentice in this work was found at the Eugene branch of the Riggs Optical Company. Mr. Doe's tuition was paid for a six-month course, although his personal maintenance was carried by himself. The cost for training was \$100.

His employer reported that his ability as a lens-grinder was very satisfactory -- so much so that the company accepted Mr. Doe on their regular payroll. He was transferred to the company's main office in Portland where he still works.

This was the first deaf mute ever to be trained in this type of work in Oregon. Since that time Mr. Paulson has arranged for several other trainees having the same affliction.

#### Case B

Richard Roe, due to an automobile accident, became paralyzed in both legs and was unable to control them without the use of crutches and

cane. The department obtained a training position for him with a watchmaker and repairer for a period of six months at the cost of \$99.95.

Upon completion of the course, Mr. Roe was given a position as helper in a jewelry shop in Newberg, Oregon. This proved unsuccessful as the manager of the shop was not satisfied with the man's work. The department then paid Mr. Roe's transportation to New Jersey so that he could be near his friends. There he was able to start a small watch repairing establishment of his own. Although he had offers to join with other firms, he was more satisfied with the situation that he had developed for himself.

Two points are illustrated in this case:

1. The fact that the Department of Rehabilitation follows up its trainees on the job.
2. The willingness of the Department to pay transportation to another section of the country.

#### Case C

The following case was selected at random from the files of the Rehabilitation Department to show exactly how the system works in the case of women who are disabled and need assistance in regaining their earning capacities.

#### Case Summary:

This young lady was a clerk in a grocery store when she fell and injured her back. It was necessary to obtain reports from two doctors to determine the eligibility of the applicant for vocational training. Both reported that she had sustained a permanent injury.

Miss Mary Smith -- we shall call her -- wanted a stenographic course; and, as she had a high school education and was fairly

attractive, such a course seemed feasible. She was certified by the Red Cross Relief, who also agreed to increase her budget while in training. A course was agreed upon at the Northwestern School of Commerce, and the plan was sent for approval on August 1, 1934. This plan was approved and she started training September 4, 1934. The trainee made very good progress, and when she asked for an extension of two months in which to complete her training, it was granted by the Supervisor.

Upon completion of her training, Miss Smith was able to get a secretarial job. She now holds an important office position in the service of the State of Oregon.

#### Case D

This case is one of the most remarkable ever to have been accomplished by the Department of Rehabilitation in Oregon. It was selected for three reasons: First, because of the peculiarity of disability -- that of a broken neck; secondly, because of the extent of expense the Rehabilitation Service will incur for worthwhile cases; thirdly, because the trainee earns much more now than he did before he was injured.

John Jones, (fictitious) age 25, had broken his neck while driving a truck. It was necessary for him to wear a neck-brace and a steel brace back of the head to keep it from dipping. Being unable to work or to attend school, he made application for rehabilitation.

Dr. Ross, a physician of Eugene, and Dr. Sam Tyler, an optometrist, had discussed the possibility of John's becoming an optometrist. After discussing all the possibilities with the Supervisor, a program was

prepared calling for a training course at the North Pacific College of Optometry in Portland. The entire cost for training was \$897.60. Because the applicant was a high type of individual and had been so well recommended, the program was accepted by the Department of Rehabilitation.

Mr. Jones completed his two-year course with exceptionally high grades. During that time it was necessary for him to be treated by the Industrial Accident Commission doctors, because the injury had deadened some of the nerves in his back leading to the right hand. He immediately took the State examination, by dictation, and passed second highest with a grade of 95 plus.

Although Mr. Jones was offered two positions in Portland and one in The Dalles, the Supervisor advised him to gain practical experience for several months in Dr. Tyler's office. After getting this experience he found no trouble in obtaining a position at Astoria, where he is now employed.

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On the files of the Rehabilitation Service are many cases much the same as the four which have been illustrated. A list of some are given. No names are mentioned, but they may be obtained upon permission from the Supervisor.



<u>JOB BEFORE</u>	<u>INJURY</u>	<u>EDUCATIONAL HELP</u>	<u>WORK AFTER</u>
Carding Machine	Tuberculosis	Beauty School	Beauty Operator
Drayman	Paralysis	Commercial Art	Sign Shop (own)
Rigger (logging)	Lost 3 fingers	Draftsman	Ticket Agent
Powder man	Right leg	Diesel engineer	Blacksmith
Sawmill worker	Right foot	None	Wood cutter
Mill Truck	Right hand	Draftsman	Mill worker
Veneer worker	Left hand	Radio school	Radio shop (own)
Sawyer	Right hand	Engineering School	Mechanic
Salesman	Deafness	Art School	Printing Designer
Truck driver	Right hand	Diesel engineer	Truck driver
Cement contractor	Both legs	Locksmith	Own repair shop
Meat cutter	Right hand	Meat Market	Meat cutter
Sheet Metal	Right hand	Art School	Sign Co. worker
Student	Bruised hip	Business College	Bookkeeper
Paper carrier	Left arm	Trade School	Radio Operator

Everyone benefits by producing the things that are worthwhile.

The following figures for the fiscal year 1936-1937 give the statistical data showing the actual numbers taken care of by the Department:

Number of cases pending-----	720	
Number of case applications-----	406	
Distributed as follows-----		(100 Industrial (306 Civilian)
Number of cases in training-----	114	
Distributed as follows-----		( 34 Industrial ( 80 Civilian)
Number of cases closed-----	91 placed on jobs 28 followed up to see if they are established.	

Formerly, (before 1930) the Industrial Accident funds carried from 35 to 40 individuals in rehabilitation. In 1937, 200 or more were carried on the same amount of funds.

The average case cost was (in 1937)----- \$274.50. This is figured

by dividing the total amount spent on all cases by the number of cases rehabilitated for that year, including all administrative cost.

It must be mentioned that the National Average of Case Cost <sup>37</sup> is \$300.00 per Case.

### Present and Future Problems

An analysis of the problem of rehabilitation shows that a satisfactory solution centers about the following considerations:

1. How shall assistance of cooperating agencies be secured in finding the right type of cases?
2. How can it be determined who is entitled to the service?
3. What part should maintenance take in the program?
4. Should there be a distinction between the younger and older groups?
5. Does a lack of grade school education prohibit training along many lines?
6. Should the ones to be trained be a selective group?

The National Rehabilitation Association has been of great value in cooperating with the States. Among the aids are to collect, summarize, and disseminate the findings of surveys made by local rehabilitation departments. The Association also interpolates the policies of the Federal Boards and Bureaus affecting crippled children, rural rehabilitation, and financial problems, which information is then given to the states as it develops.

Problems of disabled persons may be solved through an adequate publicity policy. The Oregon department is particularly active in promoting rehabilitation service through the medium of newspaper articles.

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37. Figures obtained from the State Supervisor, August 1937.

Many states publish monthly or quarterly vocational magazines which contain reports from the rehabilitation department. These magazines reach school people principally, and are an aid in keeping them informed on the progress of this program. Reviews of cases are published each month and sent to all people or organizations who come in contact with handicapped people.

Supervisors should be able to address and personally interview all types of associations and service clubs so that they may be informed constantly of just what is being done for the disabled. These groups constitute the best cooperating agency on the part of the general public.

When a case has been rehabilitated, this information should be immediately reported back to the organization or individual who first recommended the person for the service. Giving them credit for rehabilitation will encourage them to help other cases and manifest an interest in the program. In the same way, if it is found that a certain person cannot be rehabilitated, report this back to the group which has recommended him, telling them just why he is not eligible for the service. This procedure helps them to understand the kind of cases which are worthy of assistance.

During the legislative sessions in the states, supervisors and agents should interview each senator and representative and explain the individual problems in his own community. If possible, specific cases should be cited. Let them know what is being done and how it is accomplished.

Case workers, as well as the supervisor, must be constantly alert in order to improve the program.

Among the problems that face these volunteer workers are: the responsibility of promoting rehabilitation in their own respective communities; the responsibility of covering the isolated areas where the need of adequate information is almost as great as it is in the larger communities; the responsibility of making a house-to-house survey of the handicapped. It would be an excellent plan to make a survey of the industrial plants in each community in order to determine the number of disabled people employed and the kind of opportunities which are available through this service.

The problem of maintenance has long been a troublesome one for disabled persons. The funds available for rehabilitation are for actual educational purposes only, no money being expended for the maintenance of the individual while in training. Obviously these funds should be permitted to defray such expenses when it is absolutely necessary. In some states, money for this purpose has been made available by legislative appropriation. Many worthy cases have been closed which otherwise could not have been taken. In arguing that the Federal Board should modify its position with regard to the use of matching funds for maintenance payments, it is contended that the National Government, through the Veterans' Bureau, and more recently through the Federal Emergency Relief Administration, has not only endorsed the principle of maintenance, but has made it operative through disbursements of payments to cover the legitimate living expenses of students or trainees. Therefore, there is no reason why the Rehabilitation Bureau should not do likewise.

The problem of rehabilitation should be handled as a strictly business proposition. A limited amount is expended to enable the disabled

person to become self-sufficient. If the case is not feasible, then no money should be wasted in any attempt to rehabilitate. Absolutely no mental cases such as epilepsy, St. Vitus, or other seriously afflicted individuals may be accepted as trainees. Also, if the person cannot work six hours a day they may not be rehabilitated. This is determined by a physicians report.

Through the formation of a Rehabilitation Association for the State of Oregon, which is affiliated with the National Association, the State Board for Vocational Rehabilitation is making an effort to interest rehabilitated persons in aiding others who are also in need of this type of training. To date there are four chapters located in Portland, Salem, Corvallis, and Eugene.<sup>40</sup>

At the regular monthly meetings, as well as the annual get-together, problems concerning rehabilitation are discussed, new cases are reported, and new industries discovered available for training and employment. In this manner the disabled person who has been aided may help others who are in need of rehabilitation.<sup>41</sup>

From these groups are chosen men and women who are likely to become case workers in the communities. The enthusiasm displayed finds worthwhile outlet in furthering a constructive program.

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40. Vocational Rehabilitation Department, Records on File, Salem, Oregon, 1936-1937.

41. Vocational Rehabilitation Department, Oregon, Personal Interview, August, 1937.

**CHAPTER III**

**A SURVEY OF ADDITIONAL PLACEMENTS FOR REHABILITATION IN OREGON**

General Statement: Object of the Survey

It is the assumption of this treatise that disabled persons adequately trained, and capable of giving satisfactory service equal to ordinary workers, on a given job, should be accepted on an equality with other workers. In other words, the fact that a person is disabled should not be considered if the worker does his task satisfactorily.

Based upon that assumption, the problem of creating new fields for placing disabled people is clearly an economic problem involving employment and problems of labor. The moral issue, that of sympathy, has no particular value in a rehabilitation case. Employers are not asked to accept a trainee upon the basis of sympathy. They are asked, however, to accept him upon an equal basis with any worker applying for a job.

Therefore, this investigator has set about to make an inquiry regarding the many types of jobs in which rehabilitated workers have not as yet entered in order to find out certain reasons why disabled persons could, or could not, enter this particular field.

Then, too, the Rehabilitation Department of Oregon is exceedingly interested in finding new jobs for rehabilitated persons and new places to train disabled people. A survey such as the one which will be made should enable the department to follow up those lines of work seemingly receptive to the rehabilitated, and to eliminate from further investigation those lines of work which are found to be obviously unable to absorb such workers. It would appear, then, that the survey should have value to the Rehabilitation Department both in finding new fields and eliminating others.

Whether or not a disabled person should consider himself or herself fortunate to get any kind of a job is not a problem of this thesis. However, one of the objectives of the survey should be to broaden the field of jobs as to allow rehabilitated people wider employment opportunities and a chance to be actually more selective. On the application form for rehabilitation the applicant is asked to indicate three choices of jobs he would like to follow. The survey is intended to make these choices actual.

Mr. O. I. Paulson, State Supervisor for Vocational Rehabilitation, is extremely anxious to increase the number of rehabilitated in Oregon. He feels that the business is rapidly becoming more far-reaching and that eventually many more disabled persons will have to be rehabilitated. Up to the time when the case load is greatly increased a survey of additional placements should aid invaluablely in taking care of the larger number of applicants expected in future year.

General Statement: Reasons for Surveying That Type of Industry

The Department of Vocational Rehabilitation has made progress in many lines of work (see pages 14 to 19), and yet there are still a large number of industries in Oregon which have not trained nor employed disabled persons. In order to survey the fields most acceptable for rehabilitation, the writer collaborated with Mr. Paulson, the State Supervisor, and a number of industries were selected as being those which the department had made, as yet, little attempt to contact.

It was also felt that any industry which had not considered employing



or training disabled individuals should be contacted as to the possibilities in order that more rehabilitation would be possible in the State.

Probably the most important reason for the survey, to industry itself, is the prevailing need for apprentices or trainees in many of the types of work surveyed. Too often a trade or industry needs trained workers and cannot afford to carry men and women on regular wages; or the industry is controlled by union activity in regard to regular workers. Therefore, if the Vocational Rehabilitation Department is willing to bear the burden of the cost of training, the industry would have, at the end of that period of training, an efficient worker.

General Statement: How The Survey Was Conducted

Approximately 106 firms in and near Portland, Oregon were contacted by a mailed questionnaire. The firms who did not reply were called by telephone. Also, those who did not clearly interpret the questions were contacted either personally, or by telephone, to clear any misunderstanding which existed. For example, five firms felt that the questionnaire was sent by someone seeking his own employment.

Many difficulties arose in arranging this survey such as: the question as to whether the person who answered the questionnaire was capable of doing so; the question of the time spent in discussing the matter; and the question of deciding whether or not a trainee could be handled. The attitude created by current labor problems apparently had their effect on the answers sent in by the various firms. One firm stated, "we do not have any control of our employment, the Unions take

care of that."

Another difficulty arose over the different types of disabilities. Some firms could take deaf people but not legless or armless people, (even though the artificial appliance was in use). Other firms could take almost any disability except deafness or paralysis. Of course, this last disability could easily be ironed out by a personal contact with the Supervisor. The mere fact that the firm would take some kinds of disabilities was indeed encouraging.

The amount to be spent for training was doubtful in many cases. Never having trained disabled persons before, some firms could not accurately state just what it would cost them to undertake rehabilitation.

In spite of these difficulties, the response from the various firms, on the whole, was gratifying. Most of those answering, while a little skeptical about certain phases of the training, agreed that rehabilitation was a fine idea and should be encouraged.

#### Approved Survey Group for Rehabilitation

For the actual survey 106 firms were selected and mailed a questionnaire in which were included the following questions:

1. What part of the work in your concern could a disabled person do?
2. How long would it take to teach a disabled person the job?
3. What would it cost to train a disabled person for the job?
4. Would you be willing to use such a person in your concern if an opening appeared in your personnel?
5. Do you think that Vocational Rehabilitation, (training disabled men and women to take their place in jobs again), is practical and has a place in industry? Reason.

There was some difficulty regarding Question 3, in that some firms felt that to train a man would mean eventually employing him. This, of course, was not the intent of the question. The actual purpose was to find out if it seemed feasible to train a disabled person for that type of work. Where this question was doubtfully answered, the writer made a telephone call to explain the intent.

In the case of Question 5, every firm was enthusiastically in favor of the rehabilitation program. Many of them had heard of the program from other sources, which illustrates the fact that rehabilitation education should be continued and increased.

Question 1 brought forth some offers on the part of several firms of general office work for disabled workers, but not the regular work of the firm. In this case the firms' offers were not included in the survey as rehabilitated persons are already being placed in clerical work and the main purpose of the survey was to discover additional placements. These offers, however, are placed separately in the survey so as to have additional placements for office workers in the future.

A number of tables follow illustrating the data discovered by the questionnaire. As far as value to the rehabilitated in Oregon is concerned, the investigator feels that even if one additional type of industry is willing to train or employ disabled persons the survey was a success. However, as the tables will show, the average was much greater.

The appendix at the end of this chapter will include copies of letters received from both receptive and non-receptive firms.

TABLE NUMBER I

Type and Number of Firms Surveyed

Type	No. contacted*	No. answered **	No. followed up***
Aquarium -- raising fish	2	1	0
Athletic Goods repair	1	1	1
Automobile wrecking	5	2	2
Awnings - making and covering	3	3	1
Baths - health work	5	2	1
Bottling	4	0	2
Can-Manufacturing	1	1	1
Cereal Manufacturing	5	5	0
Chiropodists	5	4	0
Creamery-Dairy business	5	5	5
Cutlery	2	1	0
Curtain Making	3	3	1
Dogs-Kennel care and food	2	2	2
Engraving	5	4	1
Exterminating	3	3	0
Floor Service - waxing, sanding	5	2	2
Foundry work	5	5	0
Furs - making, modeling	5	4	2
Glove making	2	1	0
Hats - milliners	5	3	0
Ornamental iron work	3	2	1
Label manufacturing	2	1	0
Linoleum - cutting, laying, etc.	3	0	0
Sewing machine repair	3	0	0
Sheet metal work	5	4	1
Stone cutting	1	1	0
Soap manufacturing	3	0	0
Tailoring	5	5	0
Trailer manufacturing	3	0	0
Umbrella - recovering, repair	2	2	0
Weaving and reweaving	2	2	0
Woolen mill work	3	3	1

\* By mail, telephone, or personal call.

\*\* By mail.

\*\*\* By telephone or personal call to clear misunderstanding of questionnaire.

TABLE NUMBER II

Those Receptive and Acceptable\*

Type	No. Contacted	No. Answered		Training Time	Cost	Employment on job -self	
		Favorable	Unfavorable				
Athletic Goods							
Repair	1	1	-	3 months	\$75	-	1
Chiropradists	5	3	2	1-3 yrs.	-	0	3
Creamery-Dairy	5	3	2	2-3 months	\$75-100	3	0
Cutlery	2	1	0	6 months	\$3 day	1	0
Dog-kennel care							
food manufact.	2	2	0	1 month	Board	0	2
Engraving	5	2	3	3-5 yrs**	-	1	0
Glove making	2	1	0	6 months	-	1	0
Hats-milliners	5	1	2	3 months	-	1	0
Office work ***	-	7	-	-	-	7	-
Sheet metal work	5	2	2	6-12 mo.	-	2	0
Stone cutting	1	1	0	1 yr.	wages	1	0
Tailoring	5	3	2	1-4 yrs.	-	3	0
Weaving-reweav.	2	2	0	3 months	\$5 wk.	1	1
Woolen mill work	3	2****	1		\$5-10 wk.	2	-
Ornamental Iron work	3	1	1	-	\$60	0	1

\* Depending upon the disability-matter discussed by interview between Supervisor and Manager of the firm.

\*\* Union requirements

\*\*\* This item is not included in the survey but for placement reason is placed in this table.

\*\*\*\* One of these firms, The Oregon Worsted Company, would only be able to take disabilities due to loss of leg.

TABLE NUMBER III

Those Non-receptive and Reasons

Type	Not Interested	Work Too Difficult	No Apprentices due to Reg.	Other
Aquarium-fish	2	-	-	-
Athletic repair	-	-	-	-
Automobile wrecking	3	2	-	-
Awning-making	1	2	-	-
Baths-Health	3	1	-	1*
Bottling	4	-	-	-
Can Manufacturing	-	-	-	1**
Cereal Manufacturing	5	-	-	-
Chiropodists	-	-	2	-
Creamery-Dairy	1	1	-	-
Cutlery	1	-	-	-
Curtain making	3	-	-	-
Dogs-kennel, etc.	-	-	-	-
Engraving	-	1	3	-
Exterminating	3	-	-	-
Floor Service	5	-	-	-
Foundry work	-	5	-	-
Furs-making, etc.	2	3	-	-
Glove making	1	-	-	-
Hats-milliner	4	-	-	-
Ornamental Iron	-	2	-	-
Label Manufacturing	1	1	-	-
Linoleum	3	-	-	-
Sewing Machine	3	-	-	-
Sheet Metal Work	1	2	-	-
Stone cutting	-	-	-	-
Soap Manufacturing	3	-	-	-
Tailoring	-	2	-	-
Trailer manufacturing	3	-	-	-
Umbrella Repair	2	-	-	-
Weaving-reweaving	-	-	-	-
Woolen mill	-	1	-	-

\* Requires special knack, too difficult to learn.

\*\* Private rehabilitation.

TABLE NUMBER IV

Percentage of Those Industries Contacted Receptive

Type	%	Type	%
Aquarium-raising fish	0	Foundry work	0
Athletic goods repair	100	Furs-making, remodeling	0
Automobile wrecking	0	Glove making	50
Awning-making, repair	0	Hats-milliners	20
Baths- health work	0	Label manufacturing	0
Bottling	0	Linoleum-cutting, laying	0
Can Manufacturing	0	Ornamental Iron Work	50
Cereal Manufacturing	0	Sewing machine repair	0
Chiropodists	60	Sheet metal work	40
Creamery-Dairy business	60	Stone cutting	100
Cutlery	50	Soap manufacturing	0
Curtain making	0	Tailoring	60
Dogs-kennel, food manu- facturing	100	Trailer manufacturing	0
Engraving	40	Umbrella-covering, recovering, etc.	0
Exterminating	0	Weaving and reweaving	100
Floor Service	0	Woolen mill work	75

Percentage of all firms receptive--65%  
 Percentage of firms not answering--33%

### Critical Appraisal of the Survey

It is a well known fact that information gained through the medium of the questionnaire has many limitations. The information obtained by the writer was, in most cases, the opinion of the owner or manager of the firm investigated. The lack of time or of thought given to the questions asked may have caused the statements made to have less value as acceptable information. For example, questionnaires were sent to five creameries. Two gave favorable replies regarding the use of rehabilitated persons. Three gave unfavorable replies. There is reason to believe that if two of the managers of this type of business knew that a disabled man or woman could be employed, then either the managers of the other three concerns had not given the matter enough attention, or they had not been able to see the possibilities for such employment.

The rehabilitation department could, through proper education, encourage those firms which were not receptive to understand the type of work that other firms in the same industry have to offer.

Therefore, the investigator maintains that whereas the positive answers received should have tangible value, indicating in each case that the one who gave the answer had a real job in mind which he knew the rehabilitated person could handle, among firms sending unfavorable replies there are, no doubt, some that could use rehabilitated persons but which, due to ignorance or unwillingness to be bothered, gave the easiest answer which was "no."

Approximately eighty per cent of the firms surveyed operate a type of business which the handicapped man might carry on by himself. This



is the best kind of work for rehabilitated persons, because the disabilities often encountered require the worker to be somewhat independent. In fact, most of the success in rehabilitating workers has come in the lighter trades. The chief value of the survey, then, was possibly to locate good opportunities from a business standpoint for persons who are to be established in small business enterprises. For example, one of the businesses surveyed was that of athletic goods repairing. The writer discussed this work with the Supervisor who agreed that a disabled worker could be placed in a small community, collecting the equipment of the various schools in his district, saving them several hundreds of dollars each year, and at the same time giving the man or woman a job which would bring more than an average income. Thus a one-man or one-woman business would be located in the smaller communities which do not have the possibilities of the kind mentioned.

The problem of financing these small business ventures may be done in several ways. Some of these are:

1. Securing loans from bankers and other agencies.
2. Establishment of revolving loan funds.
3. Commutations of compensation payments.
4. Partial financing through the use of training equipment for business purposes.
5. Taking up subscriptions among business men to be paid back later.

Some employers mentioned that their employment problem was controlled by the labor unions. This attitude can only be attributed to the fear of labor activity in general, and it may be that significant argument can be attached to claims that the industries surveyed are controlled either by the American Federation of Labor or the Committee for Industrial Organization. The Federation has maintained as one of

its policies, a receptive attitude toward rehabilitation. <sup>42, 43</sup> As yet the Committee for Industrial Organization has not a definite stand on the problem, but it seems safe to say that it will not condemn any attempt to return disabled persons to productivity.

In talking to several employers it was interesting to note that they had already seen many examples of rehabilitation and had actually figured on places in their concerns where trained disabled men or women could work, if permitted. Office workers have been readily accepted on a par with ordinary workers.

Jobs, such as tailoring, require the learner to work at small wages for two or three years. It is the opinion of the investigator that disabled persons would do well to accept these jobs in spite of such a handicap. The type of work is one easily fitted to many of those disabled.

Business concerns are extremely anxious to create public sentiment in favor of private ownership. The present government at Washington is going much to tear down private enterprise, claiming that business men are uncooperative and take advantage of workers. Therefore, smart employers tend to entertain rehabilitation to a greater extent today than in the past. However, a program based upon this feeling is none too sound as a permanent one.

The director of rehabilitation should be able to call upon the

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42. American Federation of Labor, History, Encyclopaedia Reference Book, II, (Washington, D.C.: American Federation of Labor, 1924), p. 259.

43. American Federation of Labor, Proceedings of the Fifty-Fifth Annual Convention (Washington, D.C.: American Federation of Labor, 1935), pp. 124-126.

firms surveyed and find many receptive both to training and employing disabled men. The writer feels that the way has been paved for a still better organization of rehabilitation among the industries of Oregon.

A part of this survey was first to collaborate with the Supervisor regarding the entire field in which rehabilitation is now in use. A list was prepared of as many occupations in Oregon as appeared feasible for the training and employing of disabled persons. Mr. Paulson checked from this list the jobs that the department had already surveyed. Those remaining were covered by the investigation described in this chapter.

As the survey progressed it was evident that the department had been extremely thorough in covering available fields. The fact that many firms were not receptive illustrates this point.

However, the fact that this survey has brought to light even a small percentage of jobs never before investigated should be of value to the rehabilitation program. A program such as this embraces the productiveness of mankind. The greater the number of opportunities offered to the unfortunate victim of accident or birth, the more satisfied he must become as a worker.

#### Conclusions and Recommendations

Among the many worries that rob the nightly rest of the manufacturer or other employer is the ceaseless fear of accidents which may injure one or, perhaps, many of his men. The continual and considerable cost of the problem, in the now usual form of liability insurance, is the least of the employer's problems. What disturbs him is that his plant may be

responsible for all the sorrow and economic loss which the killing or maiming of even one man or one woman is certain to entail.

Moreover, a man with any decency of feeling (and most employers have a good deal more of this than they are given credit for) is always puzzled as to what to do with a maimed employee, especially if he has been long in the service. The mischief of the thing has heretofore been that both employer and the injured man have labored under the mistaken notion that a maimed workman is a "has-been," whose only resource is either a pension paid straight out or a pension paid in the form of wages for some good-for-nothing job which a disabled employee holds down in order to preserve his self-respect.

The first question that a handicapped man who has been offered the opportunity of vocational training asks is, "What job will I get when I have finished this training stunt?" The trouble with most education is that the person educated does not see whither the training leads. The law holds the boy to his task even when he can see no use in what he is being forced to do; but neither the law nor any talk as to the abstract value of training could in itself hold men like these who have been face-to-face with the very real task of making a living. They will insist upon seeing where they are going, and they will usually waste no time in being educated for a job unless they can see the opportunity ahead. Therefore, the Rehabilitation Department must make its plans point toward the training of a specific occupation which will be waiting for the man when he is industrially fit - an occupation in which he will have the satisfaction of feeling that, handicapped though he may be, he is doing a man's work. The industries, large and small, must make a careful

survey and inventory to see where and how they can use properly trained, disabled men in real "man-sized" jobs. In order to do this an employer must ask himself the following questions:

Is every job that I am offering one that a handicapped man can perform with real efficiency and without undue strain upon his reduced vitality?

Is the job one that, if he is properly trained and proves competent, the disabled man can hold even when it is necessary, through slack business, to lay off a part of the force?

If, as may happen in a few cases, I have to pay, because of reduced earning power, a lower wage to this handicapped man, are my relations to the unions or to my open-shop force such as to guard against friction when the inevitable hard times come?

Am I ready to provide, not only now but as long as he remains with me, such special appliances or such individual safeguards as the nature of the man's handicap may require?

Am I going to give the man a square-deal all the way through or am I going to let myself be influenced, when it comes to promotions by the fact that a handicapped employee is less able than a normal one to hustle for another job?

Is my willingness to give him a man's chance dictated by the desire to help, or have I a lurking feeling that if I employ a considerable number of handicapped men at a reduced wage I can get, under the guise of humanitarianism, a few inches ahead of my competitors?

And, finally, and most important of all, am I going into this scheme of employing handicapped men on the only basis upon which it will succeed —

that of business "horse sense" which realizes that, by the full and wise utilization of handicapped labor on a footing that is as fair to business as it is to the injured man, industry as a whole will be a great gainer and a source of national strength that otherwise would be wasted is fully and steadily used?

Only after an employer has asked himself these questions and has answered them to the full satisfaction of himself and those who are immediately concerned in getting the handicapped man back into the industrial, commercial, or professional world is he really ready to consider the details as to just how much training, or retraining a candidate for this or that particular line of activity ought to have.

It is on this sound basis of understanding and agreement that the Federal Board for Vocational Education is carrying forward its work of placement, and it hopes that every employer to whom its agents go, seeking chances for handicapped men, will look at the question from this broad viewpoint rather than from the somewhat hysterical attitude of indiscriminate philanthropy or the unthinking viewpoint of those employers, fortunately growing fewer and fewer, who look no farther than tomorrow or the day after in their handling of that most vital of all business problems, the employment question.

There are few men so handicapped by maiming or disease that, given proper training for a suitable occupation, they cannot make good. The federal and state governments will provide the proper training. During its full period, the man and his dependents will be adequately supported. No chance for work will be asked for on any grounds other than that of the man's efficiency. If he does not make good he will be taken away

and, if possible, trained for something else. That is the government's side of the plan of cooperation; the other side rests in the hands of the employing public; and the whole sensible scheme will fail unless every employer appreciates the fact that it is up to him to give these men who have been injured a fair chance, a reasonable time to make good, a friendly hand, and a square deal; that is to say, a four-square deal in which interests of the man, of the employer, of the labor market, and of society in general all get full and equal consideration.

Therefore, on the basis of the findings which have been presented, and the adequacy of the Oregon System of Rehabilitation in taking care of disabled workers, (Chapter II, pages 14 to 31) it is believed that the following conclusions are justified:

First, there appears to be a need for extension of training and placement fields;

Second, the Rehabilitation Department does not sufficiently educate industry as to the economic need, on the part of industry, for accepting disabled individuals;

Third, the problem of segregating disabilities in placement is still too great;

Fourth, there is a distinct need for a further survey of new types of work in industry. The seasonal industries of Oregon, which were not included in the present survey, might possibly offer year-round work to rehabilitated persons. Agricultural pursuits may have more to offer. This would be an excellent follow-up study for continuation of a thesis in economics;

Fifth, the inability of the funds available to carry a trainee

completely instead of just his actual training cost has obviously been a handicap;

Sixth, in Oregon, the Supervisor is only given one assistant (in Portland), the theory being that Mr. Paulson can take care of the State by himself. This problem will have to be solved by increasing the assistant group to cover other important sections of the State, such as Eastern Oregon, Southern Oregon, and the Oregon coast. These sections of Oregon have disabled persons whom, according to the Department, it is better to rehabilitate in their own surroundings, if possible;

Seventh, establishment of small business enterprises for rehabilitated persons is too difficult in this State. The main difficulty is one of finance;

Eighth, a great deal of importance is to be attached to the attitude of organized labor in regards to hiring disabled persons. Industries in the State of Oregon are feeling, more than ever before, due to increasing labor troubles, the effect of union activity;

Ninth, the System of Rehabilitation in Oregon is adequately taking care of the disabled in this State;

Tenth, Oregon is indeed fortunate in obtaining the services of Oscar I. Paulson as State Supervisor for Vocational Rehabilitation. He is one of the most cheerful, sympathetic, and efficient person the investigator has ever met. His ability to build this system practically single-handed into a stable and smooth-running machine is remarkable. Oregon needs more of this type of person in government positions.



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## APPENDIX I

Legislation for vocational rehabilitation gained acceleration in 1920 when the United States government enacted a law providing funds, to be matched by the States wishing to avail themselves of the subsidy, for rehabilitating disabled persons. Oregon took advantage of these funds; first, by giving the execution of the power legislated to the Industrial Accident Commission; then, to the Department of Vocational Education in whose jurisdiction the system of rehabilitation is now executed. The text of these laws, together with the additional funds supplied by the Social Security Act, are given in the following pages.

### Federal Legislation for Rehabilitation

#### The Federal Board for Vocational Education

The National Vocational Rehabilitation Act - approved June 2, 1920 (June 2, 1920 - Code 219 - Paragraphs 31, 32, 33, 34, 35 - Statute 41 - p. 735, amended June 5, 1924, June 9, 1930, June 30, 1932 -- Code 324 - paragraph 47, Statute 448)

Chapter 4 - Paragraph 31 --- Appropriations for rehabilitation of persons injured in industry and others.

Appropriations for the use of States for vocational rehabilitation of persons injured in industry or occupations - allotment. In order to provide for promotion of vocational rehabilitation of persons disabled in industry or otherwise, and their placement in employment, there is hereby authorized to be appropriated for the use of the States, the sum of \$1,000,000 for the fiscal year ending, June 30, 1935; \$1,000,000 same for years ending, June 30, 1936 and 1937. Said sums to be allotted to the

States in the proportion which their population bears to the total population in the United States, according to the last preceding census: Provided, that the allotments to any State shall not be less than \$10,000 for any fiscal year. Provided, further, that such portions of the sum allotted that will not be used in any one fiscal year may be allotted in that year proportionately to the States which are prepared through available State funds to use the additional Federal funds. And there is hereby authorized to be appropriated for each of the fiscal years before mentioned the sum of \$97,000 which shall be used for the purpose of providing the minimum allotments to the States provided for in this section.

Paragraph 32 -- All money expended under provisions of this chapter from appropriations (p. 31), shall be upon the condition (1) that for each dollar of Federal money expended, there shall be expended in the State, under the supervision and control of the State Board, at least an equal amount for the same purpose: Provided, That no portion of the appropriation authorized by this chapter shall be used by any institution for handicapped persons except for vocational rehabilitation of such person entitled to the benefits; (2) that the State Board shall annually submit to the Federal Board for approval, plans showing (a) plan of administration and supervision, (b) policies and method of the work; (3) expenditures must be reported; (4) no portion of the money authorized shall be applied to the purchase, preservation, erection, or repair of any buildings, or equipment, or for purchase or rental of any lands; (5) that all vocational rehabilitation service given under the supervision and control of the State Board shall be available to any civil employee of the United States disabled while in performance of

his duty.

Paragraph 33 -- Extending the same to Hawaii and Alaska.

Paragraph 34 -- Extending the same to all other territories of the United States.

Paragraph 35 -- The Federal Board for Vocational Education shall have power to cooperate with the State Vocational Rehabilitation Boards to carry out the purposes of this law.<sup>44</sup>

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In outline form this law includes the following:

1. Financial contribution and support.
2. Promoting service.
3. Assistance in standards and administration
4. Acceptance optional by the States.

Federal money allotted on these conditions:

1. Dollar for dollar.
2. Plan of administration to be submitted.
3. Annual report of work done.
4. No purchase or erection of building and equipment, or purchase and rental of land.
5. Service to all civil employees of the United States disabled while performing their duties.

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Public No. 236, Sixty-sixth Congress (H.R. 4438), as amended by,  
 Public No. 200, Sixty-eighth Congress (H.R. 5478), as amended by,  
 Public No. 317, Seventy-first Congress (H.R. 10175), as amended by,  
 Public No. 222, Seventy-second Congress (H.R. 4743).

Approved -- June 2, 1920 - June 5, 1924 - June 9, 1930-  
 June 30, 1932.

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44. The Statutes at Large of the United States of America, XLI, XLII, XLVI, XLVII, (Washington, D.C.: United States Government Printing Office, 1923, 1925, 1927, 1931), pp. 449-451.

Social Security Legislation for Rehabilitation

The Social Security Act gave to States additional funds for vocational rehabilitation. The text of that section of the law is herewith given:

Social Security Act - Section 531 (a):

Vocational Rehabilitation

In order to enable the United States to cooperate with the States and Hawaii in extending and strengthening their progress of vocational rehabilitation of the physically disabled, and to continue to carry out the provisions and purposes of the Act entitled, "An Act to provide for the promotion of vocational rehabilitation of persons disabled in industry or otherwise and their return to civil employment," approved June 2, 1920, and amended, (mentioned on page 9), there is hereby authorized to be appropriated for the fiscal years ending, June 30, 1936 and June 30, 1937, the sum of \$841,000 for each fiscal year, in addition to the amount of existing authorization, and for each fiscal year thereafter, the sum of \$1,938,000.

Social Security Act - Section 531 (b)\* (see next page):

For the administration of such Act of June 2, 1920, as amended, by the Federal agency authorized to administer it, there is hereby authorized to be appropriated for the fiscal years ending June 30, 1936, and June 30, 1937, the sum of \$22,000, for each such fiscal year, in addition to the amount of the existing authorization, and for each fiscal year thereafter, the sum of \$102,000.

Social Security Act - Section 4 - Amendment:

Office of Education -- Grants to states for cooperation in vocational rehabilitation of persons disabled in industry or otherwise: for carrying out provisions of Section 531 (a) of the Social Security Act, approved August 14, 1935, for the period from February 1, to June 30, 1936, both dates inclusive, including not to exceed \$2,080 for the Territory of Hawaii, \$350,000 - Salaries and expenses, vocational rehabilitation, office of education: For carrying out provisions of Section 531 (b) of the Social Security Act, approved August 14, 1935, fiscal year 1936, \$4,500.

Social Security Act - Section 4 - Amendment:

For carrying out provisions of the Act entitled, "An Act to provide for the promotion of vocational rehabilitation of persons disabled in industry or otherwise, and their return to civil employment," approved June 2, 1920, and the amendments thereof and Section 531 (a) of the Act of August 14, 1935, \$1,891,000 - Provided, that the apportionment to the States shall be computed on the basis of not to exceed \$1,936,000 as authorized by said Acts. Also Section 531 (b), allowing additional amount of \$74,420 for salaries and expenses. Extended to all territories and the District of Columbia.

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\* Social Security Act - Approved August 14, 1935, Public No. 271, H.R. 7260 - Volume 49 - Part I, Public Laws: as amended, Volume 46 and Volume 47 - Paragraphs 524 and 448 - Pages 1320-1322 - August 14, 1935.

\* Referred to on page 55.

State Legislation for Rehabilitation

The State of Oregon, in order to comply with the provisions of the Federal law regarding vocation rehabilitation, passed the following legislation which is in effect the system of rehabilitation for the State:

Chapter 137 (S.B. 158) Oregon Code, 1930:

To provide for the acceptance of the benefits of an act passed by the Senate and House of Representatives of the United States of America, in Congress assembled, (H.R. 4438, approved, June 2, 1920), entitled "an Act to provide for the promotion of vocational rehabilitation of persons disabled in industry or otherwise, and their return to civil employment," and to provide for the administration of the same.

Be it enacted by the people of the State of Oregon:

Section 1 - That the people of the State of Oregon do hereby accept the provisions and benefits of the Act of Congress entitled, "An Act to provide for the promotion of vocational rehabilitation of persons disabled in industry or otherwise, and their return to civil employment," approved June 2, 1920, and will observe and comply with all requirements of said Act.

Section 2 - That the board created or designated as the State Board of Vocational Education to cooperate with the Federal Board for Vocational Education, in the administration of the provisions of the Federal Vocational Educational Act, approved February 23, 1917, is hereby designated as the State Board to cooperate with the said Federal Board in carrying out the provisions and purposes of said Federal Act.



Section 3 - That it shall be the duty of the State Board, designated to cooperate as aforesaid, in the administration of the Federal Act, and the Industrial Accident Commission of Oregon, to formulate a plan of cooperation in accordance with the provisions of this Act and said Act of Congress, such plan to become effective when approved by the Governor of the State; provided, that inasmuch as the State Industrial Accident Commission is now engaged in the vocational rehabilitation of disabled persons, the said Board of (for), vocational education shall delegate to the said Industrial Accident Commission the duties of direction, administration, and supervision of said vocational rehabilitation provided for in the said Act of Congress.

Section 4 - That the funds being expended by the State Industrial Accident Commission for the vocational rehabilitation of disabled workmen, subject to the Workmen's Compensation Law, shall be used as the basis for matching funds to be allotted to this State by the Federal Law under the provisions of the said Act of Congress. Federal funds received by the State Industrial Accident Commission from the State Board of (for) Vocational Education shall become a part of the rehabilitation fund and may be expended by the Commission for the purposes provided for in this Act.

Section 5 - That the State Treasurer is hereby designated and appointed custodian of all moneys received by the State from appropriations made by the Congress of the United States for the vocational rehabilitation of disabled persons, and is authorized to receive and provide for the proper custody of the same and to make disbursement therefrom upon the requisition of the State Board for Vocational Education.

Approved by the Governor, February 20, 1923.

The following is the important amendment which authorizes the transfer of the rehabilitation service to the present system:

Chapter 4 - An Act (S.B. 42) To amend Section 6655 of Oregon Laws and declaring an emergency:

Be it enacted by the People of the State of Oregon:

Section 1 - That Section 6655 of Oregon Laws be, and the same is, amended so as to read as follows:

Section 6655. There is hereby created a fund known as the "Rehabilitation Fund." The State Treasurer shall transfer one hundred thousand dollars (\$100,000) from the Industrial Accident Commission fund to the Rehabilitation fund, and there shall also be transferred to such fund, monthly  $2\frac{1}{2}\%$  of the total monthly receipts of the State Industrial Accident Commission from all sources. Whenever the unexpected balance of the rehabilitation fund is greater than \$75,000, the Commission shall temporarily either reduce the percentage of the total monthly receipts, to be transferred to said fund, or suspend such transfer. The said fund shall be invested in the same manner as the money in the segregated accident fund is invested. All interest earnings of the rehabilitation fund shall be credited to the Industrial Accident Commission fund.

Section 2 - It is hereby declared that existing conditions are such that an emergency exists, and it is hereby declared that this Act is necessary for the immediate preservation of the public peace, health, and safety, and the Act shall take effect and be in full force from and

after its approval by the Governor:

Approved by the Governor, January 24, 1931.

Again the Act was amended:

An Act

Be it enacted by the People of the State of Oregon:

Section 1 - That Section 35-311, Oregon Code, 1930, be and the same hereby is amended so as to read as follows:

Section 35-311. It shall be the duty of the State Board, designated to cooperate as aforesaid in the administration of the Federal Act, and the Industrial Accident Commission of Oregon to formulate a plan of cooperation in accordance with the provisions of this Act and said Act of Congress, such plan to become effective when approved by the Governor of the State.

Section 2 - That Section 35-312, Oregon Code, 1930, be and the same hereby is amended so as to read as follows:

Section 35-312. The funds being expended by the State Industrial Accident Commission for the vocational rehabilitation of disabled workmen subject to the Workmen's Compensation law shall be used together with any funds appropriated to the State Board for Vocational Education, for rehabilitation purposes, as the basis for matching the funds to be allotted to this State by the Federal law under the provisions of the said Act of Congress. Funds contributed by the State Industrial Accident Commission shall in no event be used for cases other than those in which the State Industrial Accident Commission is responsible.

Approved by the Governor, February 20, 1933.

APPENDIX II

The financial set-up and statement of the State Board for Vocational Rehabilitation is best obtained from the annual report, which, by the law, must be submitted. The reports of 1935 and 1936 are given herewith. It might be mentioned that the duplicate reports of previous years were destroyed by the burning of the State Capitol (1935).

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Annual Statistical Report of the State Board for  
Vocational Education to the Office of Education  
United States Department of Interior  
For 1935 and 1936 (salary for 1937 included)

	1935	1936	1937
State Supervisor of Vocational Rehabilitation -- Salary	\$2,352	\$2,553	\$2,912
Full Time			
Clerical	\$ 960	\$1,070	\$1,080

Finances from Federal Government

	1935	1936
Balance from July 1, 1934 ('35)	\$ 4,042.73	\$3,567.71
Receipts -- First Half	5,000.00	5,000.00
Second Half	957.27	1,432.33
Social Security Act		<u>1,074.98</u>
Total	\$10,000.00	\$11,075.02
Expenditures of Federal Money	<u>6,432.33</u>	<u>9,629.16</u>
Balance	\$ 3,567.67	\$ 1,445.86

## Financial Report (continued)

1935

Funds	Amount Available		Total A-B	Amount	
	Fiscal Year	New Funds Available		Extended for	Fiscal Year Balance
	Balance Brought Forward From Preceding Year				
	A	B	C	D	E
1. Allotment					
Federal Money	\$ 4,042.73	\$ 5,957.27	\$10,000.00	\$ 6,432.33	\$3,567.67
2. State Appropriation					
*General Ind. Acc. Fund		4,778.59	4,778.59	4,778.59	
3. Total Contribution					
Private Sources	72.53	1,772.89	1,795.42	1,688.80	106.62
<b>Total</b>	<b>\$ 4,115.26</b>	<b>\$12,458.75</b>	<b>\$16,574.01</b>	<b>\$12,899.72</b>	<b>\$ 3,674.29</b>

1936

	A	B	C	D	E
1. Allotment					
Federal Money	\$ 3,567.67	\$ 7,507.31	\$11,075.02	\$ 9,629.16	\$ 1,445.86
2. State					
*General Ind. **		335.35	335.35	335.35	
Appropriation Acc. Fund		7,728.96	7,728.96	7,728.96	
3. Local					
Appropriation	-----	-----	-----	-----	-----
4. Total Contribution					
Private Sources	106.78	1,746.21	1,852.99	1,565.05	287.94
<b>Total</b>	<b>\$ 3,674.49</b>	<b>\$17,317.83</b>	<b>\$20,992.32</b>	<b>\$19,258.52</b>	<b>\$ 1,733.80</b>

\* The State Industrial Accident Commission is permitted under the law to set aside  $2\frac{3}{4}\%$  of premium collections for a vocational rehabilitation fund. From this fund, the Industrial Accident Commission budgets to the State Board for Vocational Education amounts that are expended by the State Board for Vocational Education which is responsible for the administration and supervision of the Industrial Accident cases found eligible and feasible of rehabilitation. Therefore, this accounts for no entry in Section 2, Item A, in State Funds, "Balance brought forward from preceding year."

\*\* The State Board for Vocational Education has given the rehabilitation service \$334.35 out of its State appropriation during the year for matching Federal funds.

## Financial Classification of Expenditures 1935 and 1936

	1935	1936	Total
1. Administrative			
Salaries of Supervisor	\$ 2,352.00	\$ 2,553.74	
Salaries of Ass't.	473.85	510.75	
Salaries of Clerical	870.00	1,109.50	
Travel of Director-Ass't	454.85	1,241.60	
Communications-Printing	296.87	65.72	\$ 2,147.29-1935
Supplies-Administrative	38.92	276.02	\$ 3,203.59-1936
2. Case production and service			
a. salaries of supervisors and agents	1,895.43	2,042.98	
b. travel	371.90	-----	
c. tuition-education inst.	4,763.30	8,489.61	
d. tuition-commercial est.	1,199.53	1,072.07	
e. tuition-correspondence	-----	117.50	
f. tuition-tutorial	133.00	835.25	
g. instructional supplies	1,847.61	2,386.47	
h. travel of trainees	-----	226.05	
i. artificial appliances	541.66	885.00	10,752.43-1935
j. physical examination	-----	-----	16,054.93-1936
k. miscell. case expend.	-----	-----	
			\$12,899.72-1935
3. -----Total of 1 and 2			19,258.52-1936
4. Expenditures not covered by rehab. act -- such as			
a. administrative equip.	10,167.19	-----	
b. maintenance	10.72	-----	
c. insurance of trainees	-----	-----	10,177.91-1935
			-----1936
5. Total of 3 and 4 -----			
			\$23,077.63

**APPENDIX III**

**Procedure of Rehabilitation by Forms**

**From Application to Closure**

STATE OF OREGON  
STATE BOARD FOR VOCATIONAL EDUCATION  
SALEM

Your name has been referred to us as a physically handicapped person, and I take pleasure in forwarding an application blank for your convenience if you wish to apply for training under the Vocational Rehabilitation Department.

Upon receipt of your application your case will be entered on our records for investigation to determine your eligibility and susceptibility.

The State of Oregon cooperates with the Federal Government in this work, and, of course, the funds are rather limited. Therefore, we cannot place applicants in training as quickly as we would like, but your application will be placed on file and given further consideration when more funds are available.

Very truly yours,

O. I. Paulson,  
State Supervisor of  
Vocational Rehabilitation

OIP/PO





Are you successful with present work?..... If not, why?.....

5. What work have you done since your injury?.....

Kind of Work	Wages	Time on Job	Successful
	\$ per	Months	
	\$ per	Months	
	\$ per	Months	
	\$ per	Months	

6. What work did you do before your injury?

Kind of Work	Number of Years	Where Employed	Wages
			\$ per
			\$ per
			\$ per
			\$ per

7. What kind of work would you like to be trained to do?

1st choice..... 2nd Choice.....

8. Are these answers in your own handwriting?.....

9. Remarks (add any further statements you may wish to make).....

.....  
 .....

\* If address does not show street and number, add here directions for finding your residence.

(Signed).....

STATE BOARD FOR VOCATIONAL EDUCATION

Vocational Rehabilitation Service

SALEM, OREGON

CASE SURVEY

PERSONAL DATA AND HISTORY

NAME.....

ADDRESS.....

DATE..... Reported by.....

Age..... Sex..... Weight..... Height..... Race..... Nationality.....

Education..... (Grade completed)..... Additional Study.....

Single..... Married..... Other..... Dependents..... (List only those actually dependent upon you)

Number of Children:

NAME

AGE

DATE OF BIRTH

.....  
.....  
.....  
.....

Parents..... Occupation.....

Address.....

Number of brothers and sisters: Brothers..... Sisters.....

NAME

AGE

OCCUPATION

.....  
.....  
.....  
.....

PHYSICAL CHARACTERISTICS

General Health.....

Emp. Accident Comp.....  
Emp. Accident Not Comp...  
Other Accident.....  
Disease.....  
Congenital.....  
CLAIM NUMBER.....

Disability:

Nature.....  
(Please state fully)  
Cause.....  
Date.....Place.....  
Effect.....  
Attending Physician.....(Initials).....(Last Name).....,M.D.  
Address.....  
Artificial Appliance Used.....  
Manufacturer.....

If State Industrial Accident Commission Case:

Place of Accident.....Date.....  
Name of Employer.....Address.....  
Rating, if closed case.....Total amount of money awarded.....  
Has applicant drawn any lump sum? Yes.... No....If so, how much?.....

WORK EXPERIENCE (List specific jobs held by applicant):

SPECIFIC JOB	TIME WEEKLY		NAME AND ADDRESS OF EMPLOYER
	ON JOB	WAGE	
When injured:			
.....			
Before Injury:			
.....			
.....			
.....			
After Injury:			
.....			
.....			
.....			
When Contacted:			
.....			

WORK OPPORTUNITIES (Statement regarding applicant's possibilities for part-time or regular employment without additional training).

.....  
.....  
.....

SOCIAL CHARACTERISTICS (Traits and habits as judged by others. List five locally prominent people as references, giving name, title, and address):

1. ....  
.....
2. ....  
.....
3. ....  
.....
4. ....  
.....
5. ....  
.....

INTERESTS

Vocational:

First choice.....Second choice.....

Employment Objective (The one desired by applicant at time of survey):

.....

ABILITIES

School Record.....

List skills, talents, or hobbies (Such as typing, playing musical instruments, etc.):.....

.....

Exhibit No. 3 (Continued)

GENERAL ABILITIES

Abstract (dealing with ideas).....

Social (dealing with people).....

Mechanical (dealing with things).....

General statement regarding attitude and morale of client:

.....  
.....  
.....

ORGANIZATION MEMBERSHIPS

Church.....Member.....Attend.....

Lodges.....

Others.....

ARRANGEMENTS FOR MAINTENANCE WHILE TRAINING

Can trainee provide his maintenance?.....

List relatives in towns other than home town where he might stay  
while taking training:

NAME

ADDRESS

.....  
.....  
.....

FINANCIAL STATUS

Does applicant own any property? Yes.....No.....If so, what does it  
consist of and where is it located?

.....  
.....

Is there anything against property?.....

.....

Does applicant own a car? Yes..No..If so, list make and year.....



Exhibit No. 3 (Continued)

As to susceptibility.....  
.....  
.....  
.....

What are the possibilities for placement of applicant if given  
vocational training.....  
.....  
.....  
.....

Recommendation of case worker or committee.....  
.....  
.....  
.....

Survey compiled by.....committee  
.....  
.....  
.....

REVIEWED BY:

.....  
..... Staff Officer

Date.....



Exhibit No. 4

STATE OF OREGON  
State Board for Vocational Education  
SALEM

Dear Applicant:

This is to acknowledge receipt of your card indicating your interest in a retraining program under the Rehabilitation Service of the State Board for Vocational Education.

A blank is enclosed for your convenience in making application. In addition to filling in the blank, please list the names and addresses of five locally prominent people who know you and can vouch for your character, honesty, and sincerity.

The Rehabilitation Service will determine your eligibility upon receipt of your application giving information regarding your physical disability rendering you vocationally handicapped.

If you are eligible, and your case seems feasible, you will be personally contacted and interviewed to determine your susceptibility to a retraining program.

Very truly yours,

O. I. Paulson,  
State Supervisor of  
Vocational Rehabilitation.

OIP/po

STATE OF OREGON  
STATE BOARD FOR VOCATIONAL EDUCATION  
SALEM

Dear Sir:

Re:

The above named has made application to the Rehabilitation Department for vocational training and inasmuch as he has been under your care, we are asking your cooperation in making a brief report on the form below which will aid us in determining his eligibility.

If of employable age and sound mind, the determining factor of eligibility is the existence of a vocational handicap. That is, if the physical disability prevents or may be expected to prevent applicant's return to his former major occupation, he is probably eligible for the state's vocational rehabilitation service.

The service of the department includes vocational counseling, payment of tuition and other training expenses, and assistance in placement upon completion of training. The training is not planned for its therapeutic value, but contemplates the return of the trainee to industry.

Your reports will be treated as confidential and will be used for vocational rehabilitation purposes only. We greatly appreciate your cooperation.

Very truly yours,

O. I. PAULSON,  
State Supervisor of  
Vocational Rehabilitation.

Diagnosis.....  
Present Condition.....  
Prognosis.....  
Can he probably return to his former work--when?.....  
Would training for a new occupation be advisable?.....  
Remarks.....

(Signed).....

M. D.

## Exhibit #6

STATE OF OREGON  
STATE BOARD FOR VOCATIONAL EDUCATION  
SALEM

The above applicant has made application to this Bureau for vocational training and he has given you as a reference.

The service of the Bureau includes vocational counselling, payment of tuition and other training expenses, and assistance in placement upon completion of training. The training is not planned for its therapeutic value, but contemplates the return of the trainee to industry.

We should appreciate hearing from you regarding length of time you have known the above person, his character, honesty, and any other information you would care to give in his behalf.

Your report will be treated as confidential and will be used for vocational rehabilitation purposes only. We greatly appreciate your cooperation.

Very truly yours,

O. I. PAULSON,  
State Supervisor of  
Vocational Rehabilitation.

OIP  
PO.

STATE BOARD FOR VOCATIONAL EDUCATION  
Vocational Rehabilitation Service  
O. I. Paulson, State Supervisor  
Salem, Oregon

Confidential Report of Physical Condition for Use in Connection  
With Advisement Re Vocational Rehabilitation

NAME.....Sex.....Age.....Race.....

ADDRESS.....Permanent.....

Brief hospital record (time in sanatoria with approximate dates).....

PRESENT CONDITION (Check):

Physical	General	Stage of Disease	Sputum
Arrested	Good	Minimal	None
Quiescent	Fair	Moderately adv.	Negative
Active	Poor	Advanced	Positive

Estimated time before discharge.....

Previous occupation.....

Can patient safely return to this occupation?.....If not, why?.....

Proposed employment objective.....

Is this objective feasible?.....Physically suitable?.....

Can patient take training: Full-time?.....Part-time?.....Hours daily.

Upon completion of training, indicate probable maximum work capacity(check):

- Full-time acceptable conditions      Full-time sheltered conditions
- Part-time acceptable conditions      Part-time sheltered conditions

RECOMMENDATIONS: (Include remarks re patient's attitude, personal characteristics, mentality, ambitions, other physical handicaps, etc., which may be helpful to the vocational adviser.)

Date.....,19.. ..

M.D.

Exhibit #8

OREGON STATE BOARD FOR VOCATIONAL EDUCATION  
Division of Vocational Rehabilitation  
Salem, Oregon

CONTRACT FOR INSTRUCTION

THIS AGREEMENT, made this.....day of.....A.D. 19....., by  
and between the Oregon State Board for Vocational Education, party of the  
first part, and.....party of the second part, witnesseth:

Whereas, said party of the first part is desirous of securing for...  
.....  
(Name of Trainee) (Name of course)  
outline of which is attached hereto.

In consideration of the sum of \$..... payable by said party of the  
first part to said party of the second part in accordance with provisions  
hereinafter set forth in this contract, as follows.....  
.....  
the part of the second part agrees--

- 1. To furnish said trainee the above described course beginning the  
..... day of ....., 19...
- 2. To assist in placing the trainee in suitable remunerative  
employment.

IT IS FURTHER UNDERSTOOD AND AGREED,

- 1. That should service herein contracted for cease before the end  
of the month or other specified time for which periodical payment is pro-  
vided, compensation will be made only for actual time during which, or for  
which, service is rendered.
- 2. That if trainee is absent for more than three days per month  
such loss shall be deducted from monthly bill.
- 3. That the party of the second part will make to the party of the  
first part regular monthly reports of attendance and progress, special re-  
port of any circumstances or conditions which may indicate that the success  
and possibility of placement of said trainee in the specified position may  
be questionable, and weekly absence reports when required.

Exhibit #8  
(Continued)

OREGON STATE BOARD FOR VOCATIONAL EDUCATION  
Division of Vocational Rehabilitation  
Salem, Oregon

CONTRACT FOR INSTRUCTION

4. That the party of the first part reserves the right to withdraw trainee at any time if for any reason trainee fails to make satisfactory progress.

OREGON STATE BOARD FOR VOCATIONAL EDUCATION

Witness our hands and seals, this..... By.....  
Supervisor  
Day of....., A.D. 19.....  
Training Agency  
at..... By.....

Exhibit #9

STATE BOARD FOR VOCATIONAL EDUCATION

Vocational Rehabilitation Service

Salem, Oregon

REHABILITATION PLAN

.....,19...

1. Name of applicant..... No. ....  
Address.....Telephone No.....

2. Employment objective.....

3. Physical restoration service:

Operation for.....By Dr.....

Hospital.....To enter.....

Physiotherapy by.....Address.....

To begin.....

Appliance.....Manufacturer.....

To be ordered.....Cost, \$.....

4. Vocational training service:

Institutional.....Employment.....Tutorial.....  
Correspondence.....

Training agency..... Instructor.....

Address.....Telephone No.....

Tuition rate, \$.....per.....for..... to begin.....

Supplies, \$.....per.....Transportation by.....per no.\$.....

Payee.....Address.....

Maintenance to be furnished by.....

Exhibit #9  
(Continued)

Total amount contemplated to be spent, \$.....

Subjects or operation to be taught.....

5. Placement service:

Employer.....

Address.....

Wage, \$..... per..... Date to begin.....

6. Remarks:.....

.....

.....  
(Signature of Case Worker)



Exhibit #9  
(Continued)

EVALUATION PROFILE  
In Terms of Handicap

A. General

B. For objective as

GUIDANCE FACTORS						EXPLANATION
	No Handicap	Mild Handicap	Moderate Handicap	Serious Handicap	Most Serious Handicap	
	0	25	50	75	100	
1. Age						
2. Race-Nationality						
3. Disability						
4. Vocational experience (Jobs and Wages)						
5. Work history (Ability to hold and progress in jobs)						
6. Educational Achievement (Degree of attainment)						
7. School history (Repeat grades, Truancy, Misbehavior)						
8. Dependents and responsibilities						
9. Economic status						
10. Home - Community - Social background						
11. Intelligence, general						
12. Defects of specific psychological functioning						
13. Personal appearance						
14. Physique and general health						
15. Attitudes (Toward disability - Rehab.- Society)						

GUIDANCE FACTORS						EXPLANATION	
	No 0	Handicap 25	Mild Handicap 50	Moderate Handicap 75	Serious Handicap 100		
16. Morale (general outlook)							
17. Reputation (in community-employers)							
18. Ability to get along with others							
19. Personal habits (cleanliness-manners-sobriety)							
20. Work habits (reliability-good work-cooperative)							
21. Speech and use of English							
22. Handwriting and use of English							
23. Availability of facilities for training							
24. Availability of Aid-maintenance-social service							
25. Availability of suitable employment							

PROGNOSIS FOR REHABILITATION:

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Prepared by \_\_\_\_\_

Date \_\_\_\_\_

VOCATIONAL REHABILITATION SERVICE  
State Board for Vocational Education  
Salem, Oregon

GENERAL INSTRUCTIONS FOR TRAINEES UNDER  
VOCATIONAL REHABILITATION SERVICE

At the start of your period of instruction as a Trainee of this Service, I wish to send you this personal message; first, of congratulation on your determination to profit by this opportunity in spite of any difficulties which may be involved; and second, to inform you definitely of our respective obligations, as follows:

WE EXPECT OF YOU:

1. Sincere effort to follow and complete in the least possible time the program arranged for you. (Consult us before making any change.)
2. Regular attendance and punctuality, with prompt report of any absence.
3. Notice of any change of address or phone number.
4. Prompt report of any dissatisfaction or difficulty with course, type of training, training institution or instructors.
5. A letter at the end of each month reporting your progress. (Letter must be in State Office not later than the 25th of the month.)
6. Return in good condition of books and non-expendable equipment on completion of training or discontinuance.
7. Information as to your employment after completion of training. (Name of employer, kind of work, earnings, etc.)

YOU MAY EXPECT OF THE REHABILITATION SERVICE:

1. Payment of customary fees.
2. All necessary training supplies.
3. Loan of books and non-expendable training equipment.
4. Supervision of your training program to make it most effective.
5. Consultation and advice.
6. Recommendation for employment on completion of training.

This is your opportunity -- make the most of it. We are anxious to do everything in our power to help you, but your success depends largely upon your own efforts. Play the game and remember that as long as you do your part, the Rehabilitation Service is solidly behind you. Again assuring you of our sincere interest in your welfare, and wishing you every success, I am

Very truly yours,

O. I. Paulson,  
State Supervisor of  
Vocational Rehabilitation.

OIP:PO

P.S. Please keep this letter for reference.

300

STATE BOARD FOR VOCATIONAL EDUCATION  
REHABILITATION SERVICE  
Salem, Oregon

MONTHLY REPORT ON INDIVIDUAL REHABILITATION CASES

Claimant - Student \_\_\_\_\_ Claim No. \_\_\_\_\_

Address \_\_\_\_\_

Dependent's address \_\_\_\_\_

Wife \_\_\_\_\_; living separate \_\_\_\_\_; children under sixteen years of age;  
all others \_\_\_\_\_

Dependent exclusions account \_\_\_\_\_, as of \_\_\_\_\_, 193\_\_.

Report, Comment or Progress:

In school at \_\_\_\_\_ Began \_\_\_\_\_, 193\_\_, Estimated to finish \_\_\_\_\_,  
193\_\_

Recommendations or Requests of Students:

Deductions or Increases in Rehabilitation Payments, Account:

\_\_\_\_\_ from \_\_\_\_\_, 193\_\_, to \_\_\_\_\_ 193\_\_,  
inclusive.

Changes, Transfers or Discontinuance Contrary to Original Plans:

Effective \_\_\_\_\_, 193\_\_; re-estimated to finish \_\_\_\_\_, 193\_\_.

Signed:

\_\_\_\_\_  
State Supervisor Vocational Rehabilitation.

Exhibit #12

STATE BOARD FOR VOCATIONAL EDUCATION  
Rehabilitation Service  
Salem, Oregon

MONTHLY TRAINING REPORT

Trainee ..... Date.....

Training Agency.....

Address.....

Course taken, or job for which person is being trained.....

.....

Period covered by report....., 19...., to..... 19.....

Is attendance satisfactory?.....

If not, give reasons for loss of time.....

Is progress satisfactory?.....

If not, give cause of unsatisfactory progress.....

Personal appearance.....

If trainee has begun to earn wages or has had change in wages, give amount.

Started or changed to..... per .....

Changes, transfers or discontinuance contrary to original plans.....

.....

.....

Remarks on attitude or probable outcome.....

.....

.....

.....

Reported by.....

(It is not necessary to furnish the report in duplicate. Reports must be in State Office by the 25th of each month)

## Exhibit #13

STATE BOARD FOR VOCATIONAL EDUCATION  
Rehabilitation Service  
Salem, Oregon

Dear Trainee:

The Rehabilitation Department is anxious to keep in contact with you and we would appreciate the following information for our records:

Name \_\_\_\_\_

Present address \_\_\_\_\_

\_\_\_\_\_ Telephone \_\_\_\_\_

Present job \_\_\_\_\_

Weekly wage \_\_\_\_\_

Employer \_\_\_\_\_

Address \_\_\_\_\_

Remarks \_\_\_\_\_

\_\_\_\_\_

(Please fill in and return to this office at your earliest convenience.)

Very truly yours,

O. I. Paulson,  
State Supervisor of  
Vocational Rehabilitation

STATEMENT OF VOCATIONAL REHABILITATION EXPENSE  
 REHABILITATION SERVICE  
 STATE BOARD FOR VOCATIONAL EDUCATION  
 SALEM, OREGON

DEBTOR TO

Name \_\_\_\_\_ Address \_\_\_\_\_  
 (Institution or tutor)

ACCOUNT

Student \_\_\_\_\_ Claim No. \_\_\_\_\_

TUITION

Enrolled in \_\_\_\_\_ From \_\_\_\_\_ to \_\_\_\_\_ \$ \_\_\_\_\_  
 (Name of course)  
 Enrolled in \_\_\_\_\_ From \_\_\_\_\_ to \_\_\_\_\_ \$ \_\_\_\_\_  
 (Name of course)  
 Enrolled in \_\_\_\_\_ From \_\_\_\_\_ To \_\_\_\_\_ \$ \_\_\_\_\_  
 (Name of course)  
 Total tuition, \$ \_\_\_\_\_

SUPPLIES

Date _____	Article _____ (Itemize)	Amount \$ _____
Date _____	Article _____ (Itemize)	Amount \$ _____
Date _____	Article _____ (Itemize)	Amount \$ _____
Date _____	Article _____ (Itemize)	Amount \$ _____
Date _____	Article _____ (Itemize)	Amount \$ _____
Date _____	Article _____ (Itemize)	Amount \$ _____
Date _____	Article _____ (Itemize)	Amount \$ _____
		Total supplies \$ _____

MISCELLANEOUS

\_\_\_\_\_ \$ \_\_\_\_\_  
 \_\_\_\_\_ \$ \_\_\_\_\_

Grand totals \$ \_\_\_\_\_

REMARKS

\_\_\_\_\_ Approved: \_\_\_\_\_

\_\_\_\_\_ State Supervisor  
 Bills should be rendered monthly in duplicate and forwarded to the Rehabilitation Service of the State Board for Vocational Education, Salem, Oregon, to be received on the twenty-fifth of each month for the current month.





REHABILITATION SERVICE  
OREGON STATE BOARD FOR VOCATIONAL EDUCATION

Personal

Age	Sex	Weight	Height	Education
Nationality		Marital Relation		Dependents
Parents		Occupation		Address
Brothers Ages		Sisters		Age
Maintenance		Source		
Reporting Agency				

Disability

Disability	When
How Obtained	
Physical Examination By	
Recommendation	

PROSTHETIC APPLIANCE: Used

Employment

Jobs Held	Years	Wage	Employer
Prior to Injury			
At Injury			
After Injury			
When Contacted			

Name	Address	City	County
------	---------	------	--------

Status

Surveyed	Plans Made	In Process
Training Finished	Follow Up	Rehabilitated

Training Record

Training Agency	Kind
Training Objective	Contract Cost
Time of Payments	
Commenced Training	Finished Training
Remarks	

Services Rendered

School Training	Emp. Tr.	Other Tr.	Physical Recon.
Maintenance	Compensation	Placed	Artificial Appliance
Other Service			
Dates of Visitation			

Exhibit #16  
(Continued)

Closure

Not Eligible Died	Not Susceptible Left State	Service Declined Discontinued	Referred Lost Contact	Other Reasons Other Reasons
		By	Employer	
Principal Service Rendered				
COST: Training		Travel	Examination	
Artificial Appliance		Supplies	Other	TOTAL

REHABILITATION: Job

Wage

Exhibits #15 & #16 Concluded

RECEIPTS

DATE	RECEIPT	AMOUNT	FROM	PURPOSE

Exhibit #17

STATE BOARD FOR VOCATIONAL EDUCATION  
REHABILITATION DIVISION

CASE MEMORANDUM

NAME..... NO.....  
ADDRESS..... AGE.....  
..... TEL.....  
DISABILITY.....  
.....  
DATE REGISTERED.....  
REPORTED BY.....  
EDUCATION.....  
PREVIOUS MJR. OCCUPATION.....  
EMPLOYER.....  
ADDRESS.....  
COMPENSATION.....  
INSURER.....  
FAMILY STATUS.....  
.....  
ATT. PHYSICIAN.....  
REHABILITATION OBJECTIVE.....  
TRAINING AGENCY.....  
TRAINING COURSE.....  
TRAINING COURSE LENGTH.....  
TUITION COST.....  
SUPPLIES COST.....  
BEGAN TRAINING.....  
ARTIFICIAL APPL. FURNISHED.....  
EST. MISCELL. COST.....  
.....  
.....  
PLACEMENT JOB.....  
.....  
REMARKS.....  
.....

(Front Page)

Exhibit #17  
(Continued)

Agents Notes Regarding Action and Progress

DATE

Date  
Dictated

.....  
.....  
.....  
.....  
.....  
.....  
.....  
.....  
.....  
.....  
.....  
.....

(Back Page)

## Exhibit #18

CERTIFICATE of GRADUATION  
 In the Employment Objective  
 issued to a  
 DISABLED PERSON  
 by the  
 STATE BOARD for VOCATIONAL EDUCATION  
 and the  
 STATE INDUSTRIAL ACCIDENT COMMISSION  
 Salem, Oregon

This is to certify that

\_\_\_\_\_ of \_\_\_\_\_  
 employment objective \_\_\_\_\_  
 has successfully completed the course prescribed, and has demonstrated  
 that he is qualified to carry on his occupation and is hereby declared  
 rehabilitated.

\_\_\_\_\_  
 State Director,  
 Vocational Education

\_\_\_\_\_  
 State Supervisor,  
 Vocational Rehabilitation

\_\_\_\_\_  
 State Superintendent,  
 Public Instruction

\_\_\_\_\_  
 Chairman,  
 State Industrial Accident Commission

## APPENDIX IV

## LIST of FIRMS SURVEYED

## Receptive

Athletic Good Repair  
 Clark's Reweaving Company  
 Coast Cutlery Company  
 Dawson Ornamental Iron Works  
 Donaldson Kennels  
 Fulton Park Dairy  
 Goss Brothers Dairy  
 John Noce, Tailors  
 Killkee Kennels  
 Oregon Sheet Metal Works  
 Pendleton Woolen Mills  
 Reed Brothers Tailors  
 Rolla Gray Jr., Tailors  
 Smith's Agate Shop  
 The Spottery  
 Thurlow Glove Company  
 Western College of Chiropody

## Non-Receptive

Kraft-Phoenix Cheese Corp.  
 Phoenix Iron Works  
 Tom Benson Glass Works  
 Reiners - furs  
 Broadway Awning Company  
 Radiant Health Studio  
 Portland Woolen Mills  
 Oregon Brass Works  
 Columbia Awning and Supply  
 Northwest Stove Works  
 Portland Metal Specialty Co.  
 Sharff and Sons  
 Trombly Truck Equipment Co.  
 Schmidt Lithograph Co.  
 The Paraffine Industries Co.  
 James Hickey Company  
 Smith Aircraft Company  
 The American Can Co.  
 Corvallis Creamery Company

## Partially Receptive

Cloverland Creamery - Dairy  
 Montag Furnace Company  
 Morgan and Son, - Chiropodists  
 Oregon Worsted Company  
 Peterson-Schon Engraving Co.  
 Rose City Label Co.  
 Thos. P. Blair Co., Milliners  
 West Coast Engraving Co.

APPENDIX V

LETTERS RECEIVED FROM FIRMS WITH RECEPTIVE ATTITUDE

Dear Mr. Learned:

If a man were deaf, he could have a pet shop and make a very good living if he could get a good location. He could buy up pups cheap from the breeders; sell them at a good profit. Also could handle leashes, prepared dog food, collars, etc. He might handle it if he were otherwise disabled. But of course it would be harder to become a handler -- if he had a broken back, I should think.

If he were to board dogs, have boarding kennels, he would have to charge eight to ten dollars for the smaller dogs, and twelve for the larger breeds a month. He might have one or two bitches of a favorite breed and sell the pups. He could learn to show dogs, and as a handler -- if he became a licensed handler -- could make sometimes as high as two hundred at a show. He would have an actual cost of a dollar and a half per dog for feeding. Could make quite a bit by stripping dogs in a year -- about two hundred.

KILLKEE KENNELS

Bertha Biltgen



WEST COAST ENGRAVING CO.

729 S. W. Oak St.

Portland, Oregon

October 27, 1937

Frank M. Learned,  
Commerce High School,  
City.

Dear Sir:

Because of the demands for service and speed in production, it is doubtful whether anyone handicapped more seriously than by an artificial limb (leg) could do well in the Photo Engraving Industry.

Yours very truly,

WEST COAST ENGRAVING COMPANY

Carl F. Freilinger.

CFF:EW

Frank M. Learned  
High School of Commerce  
City

Dear Sir:

Our line of work being closely allied to and licensed under the medical laws of the state, there would be required one year of college and three years of Chiropody School to fit one to take the state examination.

Nearly anything in body incapacity, except possibly the loss of a leg, would seriously curtail their ability in this line of endeavor.

Yours very truly,

WESTERN COLLEGE OF CHIROPODY

Dr. O. O. Fletcher

APPENDIX VI

LETTERS RECEIVED FROM FIRMS WITH NON-RECEPTIVE ATTITUDES

October 14, 1937

Frank M. Learned  
High School of Commerce  
Portland, Oregon

Dear Sir:

We have your letter regarding Placements for Rehabilitation in Oregon and are very sorry to advise that in our line of business we do not feel that it would be practical to use disabled persons.

At one time we had one employee who had lost his hearing and found that the increased hazard of possible injury was too great to be disregarded. It is necessary also that our employees have full use of both arms and legs.

We regret, therefore, that we cannot be of assistance to you.

Yours very truly,

OREGON BRASS WORKS

W. A. Prier, Pres.

WAP:mh

October 27, 1937

Mr. Frank M. Learned  
Oregon Officials Association  
Portland, Oregon

Dear Sir:

Upon returning to the plant after an absence of two weeks I note your favor of recent date requesting information on a "Survey of Additional Placements for Rehabilitation in Oregon".

As a practical problem there is not much, if any, opportunity of using disabled persons in our plant. As you probably know, the labor movement now prevailing makes little provision for those who are not prepared to render full service. We, of course, continue to employ all of those who have been engaged with us in the past without regard to age or infirmities, but in the selection of new help we probably would have difficulty in differentiating between those who were 100% qualified and those with some disability.

Regretting we are not able to give you a more satisfactory reply, and trusting the foregoing will at least give you one phase of the problem, we are

Yours very truly,

OREGON WORSTED COMPANY

Roy T. Bishop, Pres.

RTB:DN

October 14, 1937

Mr. Frank M. Learned,  
High School of Commerce  
26th & Powell Blvd.,  
Portland, Oregon

Dear Sir:-

Answering your recent letter.

We can answer questions 1, 2, 3, and 4 by stating that our work is so highly specialized that it is impossible for a disabled person to successfully do any of the operations.

Answering #5. We feel that the work is practical and has a place in industry. The writer knows from experience on previous types of business where people of this nature prove to be most excellent workmen. The fact that they are handicapped causes them to put forth a greater effort and become more efficient in things that they can do. Were we in a position to help someone of this description, we would gladly do so.

Cordially yours,

ROSE CITY LABEL COMPANY

G. O. Frie, Manager

GOF:BF

1600 N. W. 16th Ave.  
Portland, Oregon  
October 19, 1937

Frank M. Learned  
High School of Commerce  
26th and Powell  
Portland, Oregon

Dear Sir:

In answer to your request for information relative to placements for rehabilitation in Oregon, we wish to advise you that the set-up of our company in Portland is such that we would be unable to use a disabled person, and not having had experience along the lines on which you are requesting information, we regret that we will be unable to be of assistance to you.

Yours very truly,

THE PARAFFINE COMPANIES, INC.

M. D. McKenzie

MDM:CB

Typed by

Gertrude Bellis