

MAINE STATE LEGISLATURE

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VOLUME II

39

**FIFTH
ANNUAL REPORT**

**DIVISION OF
VETERANS AFFAIRS**



**State House, Augusta, Maine
June 30, 1952**



**FIFTH
ANNUAL REPORT**

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VETERANS AFFAIRS**



State House, Augusta, Maine

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IN MEMORIAM



FRED W. ROWELL

Director, Division of Veterans Affairs, 1944-1952

Born: September 3, 1890

War Service: December 7, 1917-December 31, 1918

Appointed State Service Officer, Department of
Health & Welfare—January 1, 1943

Appointed Director, Division of Veterans Affairs
October 16, 1944

Died: February 22, 1952

LETTER OF TRANSMITTAL

July 1, 1952

Honorable Frederick G. Payne
Governor of the State of Maine
Augusta, Maine

Dear Governor Payne:

In compliance with Chapter 386 of the Public Laws of 1947 there is submitted herewith the Fifth Annual Report of the Division of Veterans Affairs, covering the period from June 30th, 1951 to July 1st, 1952.

Respectfully yours,

FREDERICK P. O'CONNELL
Director

ANNUAL REPORT

It is with a deep sense of loss that we of the Division of Veterans Affairs dedicate this Annual Report to our recent and well-beloved Director, Fred W. Rowell.

In view of the fact that he was the original and only head of this Division up to his death, we think it only appropriate to review the splendid work which he and the Division have done.

Mr. Rowell was appointed State Service Officer in the Department of Health and Welfare on January 1, 1943. His job was to review all cases on the Public Assistance rolls to determine whether or not veterans or servicemen involved were receiving from the federal government all benefits to which they were entitled.

In February 1943 the Veterans Service Committee of Maine was established. Because Mr. Rowell was in close contact with the veterans, he was chosen secretary for the Committee. The Committee, in operation for four years, did outstanding work. Much credit is to be given to Mr. Rowell for his work as secretary. It was largely through his efforts that this group was kept alive. Mr. Rowell was always the first thought to extend credit to the 1700 unpaid workers on the city and town level who worked so untiringly to help the state reabsorb its nearly 100,000 veterans into its economy with so little maladjustment to business and to the veterans themselves.

Maine was one of the first states, incidentally, to establish such a committee. Maine thus was able to guide other states in establishing similar programs.

On V-J Day, Governor Hildreth appointed a committee to study the needs of veterans and how the state could best serve those who had so unselfishly given of their time in defense of the state and country. Mr. Rowell acted as secretary of this committee—called the Maine Council of Veterans Affairs.

Under the auspices of the Council, a booklet entitled "The Maine Veteran" was prepared and mailed out by the Governor, together with his "welcome home" letter to over 70,000 Maine veterans.

The Council of Veterans Affairs sponsored the establishment of twenty-five local Veterans Service Centers throughout the State, financed by local funds and, for the most part, under the direction of full-time paid directors. The Council also conducted an extensive advertising campaign calling to the attention of Maine employers the advantages of hiring veterans, explaining to them the possibilities of apprenticeship and on-the-job training under the G I Bill. It also made a study of needed legislation and made recommendations to the Legislature. It recommended, among other

things, that the Division of Veterans Affairs be taken out of the Department of Health and Welfare and set up as a separate Division of state government with offices in the State House, and that the veterans' relief programs being administered by the Department of Health and Welfare be transferred to the new Division. The separation and transfer of the Division was accomplished by Council Order No. 240, dated September 6, 1947, under the war-time powers granted to the Governor and Council by the Civilian Defense Act.

With the expiration of this Act, it became necessary for the Legislature to authorize the continuance of the Division of Veterans Affairs and this was accomplished by the enactment of Chapter 386 of the Public Laws of 1947. This chapter, now known as Chapter 22-A, Revised Statutes of 1944, with appropriate revisions, is as follows:

Chapter 22-A

DIVISION OF VETERANS' AFFAIRS

- Sections 1- 5 Divisional Organization
- Sections 6- 9 Pension to Certain Veterans and Their Dependents
- Sections 10-18 Support of Dependents of Veterans of World War I, World War II and Korean Campaign

Divisional Organization

Sec. 1. Division of veterans' affairs; director, qualifications, employment and salary; personnel. The division of veterans' affairs, as heretofore established and hereinafter in this chapter called the "division" shall be under the control and supervision of the director of veterans' affairs, hereinafter in this chapter called the "director."

The director shall be a war veteran and a person qualified by experience, training and demonstrated interest in veterans' affairs.

The director shall be appointed by the governor, with the advice and consent of the council, to serve for a term of 4 years and until his successor is appointed and qualified. Any vacancy shall be filled by appointment for a like term. The director shall receive such salary as shall be fixed by the governor and council.

The director may employ, subject to the provisions of the personnel law, the necessary assistance to carry out the purposes and provisions of this chapter. All employees of the division, with the exception of the clerical personnel, shall be war veterans.

Sec. 2. Rules promulgated; existing rules to govern. The director is authorized to adopt such reasonable

rules and regulations as are necessary to carry out the purposes of the provisions of this chapter. Until modified or repealed by the director, all orders, rules and regulations and permits or other privileges issued or granted with respect to any function consolidated hereunder, and in effect at the time of such consolidation, shall continue in effect to the same extent as if such consolidation had not occurred.

Sec. 3. Duties of director. The director shall:

I. Act upon request as the agent of any resident of the state having a claim against the United States for a pension, bounty or back pay arising out of or by reason of any war or any federal military or naval service and prosecute such claims without charge.

II. Cooperate with all national, state, county, municipal and private agencies in securing to veterans and their dependents the benefits provided by national, state and county laws, municipal ordinances, or public and private social agencies.

III. Cooperate with United States governmental agencies providing compensation, pensions, insurance or other benefits provided by federal law, by supplementing the benefits prescribed therein, when the state law so permits.

IV. Perform all the present duties of the director of veterans' affairs.

V. Perform the duties as are set forth under the provisions of this chapter.

Sec. 4. Annual report. The director shall make a written report of the activities of the division, together with his recommendations, to the governor annually and at such other times as the governor may request.

Sec. 5. Files and records confidential. The contents of, and all files, records, reports, papers and documents pertaining to any claim for the benefits under the provisions of sections 1 to 18, inclusive, whether pending or adjudicated, shall be deemed confidential and privileged and no disclosure thereof shall be made without the consent in writing of the claimant who has not been adjudicated incompetent, except as follows.

I. To said claimant personally, his duly appointed guardian, or his duly authorized representative holding a power of appointment approved by the director; and as to matters concerning himself alone, when, in the judgment of the director, such disclosure would not be injurious to the physical or mental health of the claimant.

II. To the representatives of veterans' organizations holding power of appointment from the claimant,

recognized by the United States government, when such representatives have been duly certified as such by the state department of any such veterans' organizations in the state of Maine.

III. In any court in this state which has jurisdiction of the parties to, and subject matter of, an action or proceeding therein pending, as found by said court, when required to be produced by the process of such court, as evidence, in such action or proceeding after a judge thereof shall have ruled the same to be relevant and competent evidence in such action or proceeding according to the laws of this state.

IV. To any federal, state, municipal or private agency engaged in health, welfare or rehabilitation work or in child placement, from whom the applicant has requested certain services, when in the judgment of the division the release of such information is essential to the proper evaluation of the merits of the application concerned.

Pension to Certain Veterans and Their Dependents

Sec. 6. Pension to certain soldiers and sailors or their dependents. Any person who has served in the army or navy of the United States in the war of 1861, on the quota of Maine, and any person not on the quota of Maine, who has served in the army or navy of the United States in said war, and at time of making application for pension shall have been a resident of the state at least 5 years; also any person who has served in the army or navy of the United States in the war with Spain, on the quota of Maine, and any person whether or not on the quota of Maine, who has served in the army or navy of United States in the war with Spain or the Philippine insurrection at any time prior to the 4th day of July, 1902, and at time of making application for pension shall have been a resident of the state at least 5 years, and who is unable from his own resources and the United States pension, if any, to obtain a livelihood for himself and those dependent upon him, shall be entitled to a pension from the state not exceeding \$12 a month, provided, he has been honorably discharged from said service. No such pension shall be paid by this state to persons residing in other states.

Sec. 7. Pension to widow, orphan children, and dependent relatives. The widow during her widowhood, or the son, daughter, parent or sister of any soldier or seaman deceased, who was dependent upon him at the time of his decease, is entitled to the same pension as is provided in the preceding section and under similar conditions; provided that not more than \$12 a month

shall be paid the dependents of any such soldier or seaman. Any son, daughter, parent or sister of any soldier or seaman deceased, who was receiving a pension on July 10, 1925 shall not be rendered ineligible by reason of anything herein contained.

Sec. 8. Division shall have jurisdiction. The division shall determine whether or not any applicant is entitled to a pension under the provisions of the 2 preceding sections.

Sec. 9. Pensions to be paid monthly. Pensions granted under the provisions of sections 6 to 9, inclusive, shall be paid monthly from the state treasury.

*Support of Dependents of Veterans of World War I,
World War II and the Korean Campaign*

Sec. 10. Definitions. As used in sections 10 to 18, inclusive, the following terms shall have the following meanings:

I. The term "wife" shall be construed to mean the legally married wife of the veteran, not divorced, or the unremarried widow of the veteran, not previously divorced.

II. The term "child" shall be construed to mean a child under the age of 16, or over age 16 and under age 18 if found by the division to be regularly attending school, or over 16 and not attending school if, prior to reaching age 16 the child becomes or has become permanently incapable of self-support by reason of mental or physical defect, and shall include a legitimate or legally adopted child of the veteran, or a step-child if a member of the veteran's household either at time of application, or in the event of the veteran's death, at time of death, and who continues a member of the household, or an illegitimate child, provided that the veteran has been judicially ordered or decreed by the court to contribute to the child's support, or has been judicially decreed to be the putative father, or has acknowledged under oath in writing that he is the father of such child.

III. The term "parent" shall mean the father or mother of a veteran with whom the veteran lived during his minority and for whom he would be legally responsible under the laws of the State.

IV. The term "veteran" shall be construed to mean any person who served in the armed forces of the United States on active duty during World War I, World War II or the Korean Campaign, not dishonorably discharged.

V. The term "World War I" shall mean that period between April 6, 1917 and November 11, 1918, inclusive; if service was in Russia the ending date shall be on March 31, 1920. The term "World War II" shall mean that period between December 7, 1941 and December 31, 1946, inclusive. The term "Korean Campaign" shall mean that period between June 25, 1950 and the date on which hostilities are declared to have ended, either by proclamation of the president or by joint resolution of Congress.

Sec. 11. Eligibility for Aid. Aid shall be granted under the provisions of sections 10 to 18, inclusive, to the needy wife, child and/or parent or parents, residing in the state, of a veteran, providing said veteran enlisted or was inducted while having a residence in the state of Maine, or who shall have been a resident of the state at least 5 years previous to date of application, and who is deceased or disabled, or providing, if the veteran is deceased and not enlisted or inducted while having a residence in the state, that the dependent or dependents applying shall have been resident of the state at least 5 years previous to date of application. Such aid shall not be forfeited by reason of temporary absence from the state. The division shall endeavor to give preference to applications in which the death or disability of the veteran is due to service or in which the division might presume that death or disability might be due to service. The division shall require satisfactory proof as to the disability of a veteran and its effect on his ability to provide for himself and dependents. During the period that such aid is being paid, the recipient thereof shall not acquire or lose a settlement or be in the process of acquiring or losing a settlement and no person receiving such aid under the provisions of sections 10 to 18, inclusive, shall be considered a pauper.

Sec. 11-A. Eligibility for assistance under other laws. Any applicant for, or recipient of assistance under the provisions of sections 10 to 18, inclusive, who is found eligible to receive public assistance under any state law for which federal funds are available, shall receive assistance under one of the state laws for which federal funds are available, provided, that aid may be granted under the provisions of sections 10 to 18, inclusive, until payments can be made under one of the state laws for which federal funds are available.

Sec. 12. Application. Application for aid under the provisions of sections 10 to 18, inclusive, shall be made to the division on forms provided for this purpose by

the division, and may be made by the dependent of the veteran, or any person who is recognized by the division as entitled to act therefor.

Sec. 13. Amount of aid. The division shall determine the character and amount of aid which shall be granted with due regard to the resources of the veteran and his dependents and the necessary expenditures and conditions existing in each case, and which shall be sufficient, when added to all other income and resources available, to provide such dependents with a reasonable subsistence compatible with decency and health. In determining the amount of aid the division shall use the same budgetary standards as are being used by the department of health and welfare.

Sec. 14. All funds administered by the division. The division shall administer all funds appropriated for the purpose of sections 10 to 18, inclusive. It shall make such rules and regulations with respect to the administration of said sections as it deems advisable.

Sec. 15. Right of appeal. Any person who is denied or who is not satisfied with the amount of aid allotted to him by the division shall have the right of appeal to the director, who shall provide the appellant with reasonable notice and opportunity for a fair hearing. Said director or a member of the division designated and authorized by him shall hear all evidence pertinent to the matter at issue and render a decision thereon within a reasonable period after the date of hearing; provided that when the evidence in the case is heard by a person other than the director, the decision shall be rendered in the name of the director.

Sec. 16. Payment of aid. Aid granted under the provisions of sections 10 to 18, inclusive, as approved by the division and audited by the state controller shall be paid by the treasurer of state, and may, in the discretion of the division, be paid to any persons whom it may designate for the benefit of such dependents.

Sec. 17. False or fraudulent statement; penalty. Whoever knowingly shall make a false statement, oral or written, relating to a material fact in support of application for aid under the provisions of sections 10 to 18, inclusive, shall be punished by a fine of not more than \$500, or by imprisonment for not more than 11 months. Whoever, being entitled to the benefits of the provisions of said sections, fraudulently applies for or receives assistance for a period of time following a termination of his right to receive the same, shall be punished by a

fine of not more than \$500, or by imprisonment for not more than 11 months, or by both such fine and imprisonment.

Sec. 18. Authority to receive federal funds. The division shall have authority to accept the provisions of any federal law now in effect or hereafter enacted which makes federal funds available to the states for:

I. The furnishing of information to veterans and their beneficiaries and dependents concerning their rights under laws of the United States and the state relative to veterans' benefits;

II. Providing assistance in making application for such benefits, and

III. Furnishing information and assistance with respect to re-employment and other matters relating to the readjustment of veterans to civilian life, and to meet such federal requirement with respect to the administration of such funds as are required as conditions precedent to receiving such federal funds.

* * * * *

In order to carry out the provisions of the above law, the division has field representatives and offices as follows:

Miss Mary P. Moran 79 Exchange Street Portland, Maine	Covering Cumberland, York and Western Oxford Counties
Mr. Roland A. Tardiff 14 Lisbon Street Lewiston, Maine	Covering Androscoggin, Franklin and Eastern Oxford Counties
Mr. Walter B. Hall State House Augusta, Maine	Covering Kennebec and Somerset Counties, and Burnham in Waldo Co.
Mr. Philip H. Newbert P. O. Box 575 Rockland, Maine	Covering Sagadahoc, Lin- coln, Knox and Waldo Counties
Mr. John E. Flynn P. O. Box 35 Bangor, Maine	Covering Penobscot and Piscataquis Counties
Mr. Harry A. Whitney P. O. Building Machias, Maine	Covering Hancock and Washington Counties
Mr. Fred W. Skinner 14 Sweden Street Caribou, Maine	Covering Aroostook County

To obtain a better understanding of some of the wide variety of problems handled by the Division of Veterans Affairs, following is a partial list of subjects dealt with, in addition to claims for benefits from the Veterans Administration and veterans assistance programs administered by the Division from state funds:

- Accrued military pay
- Benefits for employees
- Back pay
- Bonds, lost or destroyed
- State bonus information (other states)
- Military decorations
- Lost or destroyed discharges
- Review of discharges
- Headstone and markers
- Missing veterans
- Personal problems
- Public records
- Welfare assistance (municipal)
- Prisoner of War claims
- Workmen's Compensation
- Selective Service records
- Reemployment Rights
- State Vocational Rehabilitation
- Emergency Army and Navy Relief
- Mustering out pay
- Lost or destroyed personal effects
- Gratuity pay
- Travel pay
- Return of war dead
- Request for military and naval retirement proceedings
- Review of military and naval retirement
- Social security benefits
- Tax exemptions

Each of these items fall into a highly technical field of its own, which would preclude the average veteran from dealing with it except with expert advice and assistance.

To indicate how the work of the Division has increased under the very able guidance of Fred Rowell, the following statistical report is submitted:

STATISTICAL REPORT

Contacts Type of Contacts	1947-48		1948-49		1949-50		1950-51	
	No.	Cont. %	No.	%	No.	%	No.	%
World War Assistance & General Law Pension Claims.....	2981	30.36	3974	32	4605	34.32	4622	28.80
Education and Training.....	1398	14.24	1202	10	1600	11.90	1586	9.08
Hospital and Medical Treatment.....	645	6.59	997	8	724	5.39	540	3.36
Related State Programs.....	430	4.38	738	6	853	6.36	799	5.98
Insurance.....	392	3.99	1258	10.	1062	7.92	867	5.40
Loans.....	353	3.59	267	2.	1009	7.52	481	2.80
Employment.....	347	3.53	245	2.	291	2.17	374	2.33
Rehabilitation.....	335	3.41	401	3.	295	2.20	323	2.02
Miscellaneous.....	183	1.87	109	1.	79	.59	108	.67
Totals.....	2756	28.06	3313	26.	2897	21.63	6350	39.56
	9820	100%	12504	100%	13415	100%	16050	100%

RECOVERY STATISTICS (for the same periods)

	1947-48	1948-49	1949-50	1950-51
Compensation.....	\$36,043.00	\$39,867.00	\$60,461.00	\$106,091.00
Pension.....	37,104.00	48,960.00	59,850.00	83,436.00
Widow's Claims.....	41,108.00	20,373.00	23,932.00	45,460.00
Parents' Claims.....	21,971.00	22,800.00	14,160.00	10,656.00
Insurance Claims.....	66,000.00	146,302.00	298,375.00	415,275.00
Others.....	92,026.00	30,362.00	87,500.00	46,821.00

It can thus be seen that Mr. Rowell, in shaping the Policies of the Division, had a truly difficult course. That he did so admirably with no precedent to guide him stands as an everlasting monument to his administrative ability.

It might be noted in passing that Mr. Rowell's administrative ability was quickly recognized by the National Association of State Directors of Veterans Affairs, and in 1949 he was elected to the Executive Committee of that body. The area he thus represented, District 1, embraced New England, New York, New Jersey, Pennsylvania, Maryland, Delaware, West Virginia, Virginia and the District of Columbia and Puerto Rico. It can be seen from this that his loss was felt far beyond the borders of his native state.

The unsung work he has done for the disabled, needy, deserving veterans has been tremendous. The veterans of Maine are grateful to Fred W. Rowell. His loss will be felt for years to come.

* * * * *

Because I have been in office for such a short period of time, I do not feel that I could give an adequate report or make necessary recommendations. I, therefore, merely submit a statistical report and break-down of World War Assistance and General Law Pension cases, and a financial report of the past year's activities.

The following figures represent the number of contacts handled by this Division for the fiscal year 1951-52:

STATISTICAL REPORT

<i>Type of Contacts</i>	<i>No. of Contacts</i>	<i>Percentage</i>
World War Assistance	4931	27.72
Claims		
Service-connected	1037	
Non-Service connected	1119	
Dependency	927	3183
		17.89
Referrals to and from other agencies	1401	7.88
Hospitalization	1355	7.62
Loans	726	4.03
Insurance	634	3.57
Employment	552	3.18
Out-Patient	503	2.79
Education & On-job Training	416	2.34
General Law Pension	219	1.23
Miscellaneous	3869	21.75

MONETARY BENEFITS

<i>Type of Claim</i>	<i>Amount of Recovery</i>
Compensation	\$95,910.00
Pension	157,220.00
Widow's Claims	25,037.00
Parents' Claims	8,180.00
Insurance Claims (estimate)	425,000.00
Others (estimate)	250,000.00

WORLD WAR ASSISTANCE

Number of Active Cases by months:

1951	July	385
	August	368
	September	386
	October	374
	November	396
	December	428
1952	January	461
	February	450
	March	500
	April	489
	May	473
	June	457

Average number of active cases throughout the year	431
Application pending beginning of year	20
Number of new applications received throughout the year	1235
Number of applications granted throughout the year	947
Number of applications denied	288
<i>Total Number of Individuals Receiving Aid during the Year</i>	3259
Average amount of grants	\$67.92
Number of pending applications at end of year	12

Case Load Summary of General Law Pensions

Number of Active Cases at the end of each month:

1951	July	194
	August	193
	September	193
	October	191
	November	191
	December	189
1952	January	187
	February	189
	March	188
	April	188
	May	182
	June	178

Average number of Active cases throughout the year	189
Number of new applications received during the year	38
Number of applications granted	18
Number of applications denied	20
Average amount of grants	\$11.11
Cases closed during the year	36

FINANCIAL STATEMENT
Analysis of Expenses — July 1, 1951 - June 30, 1952
 Administrative Expense

	<i>Appropriation</i>	<i>Expenditures</i>	<i>Balance</i>
Salaries	\$62,799.00	\$62,787.02	\$ 11.98
Other Expenses	13,968.00	**13,836.23	131.77
	<u>*\$76,767.00</u>	<u>\$76,623.25</u>	****\$143.75
*Appropriated by Legislature	\$71,420.00		
Transfer from Surplus for Salary Increases	4,337.00		
Purchase Orders Carried Forward	10.00		
Transferred from General Law	1,000.00		
	<u>\$76,767.00</u>		

****Of this amount \$39.78
 is covered by Purchase Orders.
 Balance lapsed to General Fund.

***Analysis of Other Expenses*

Travel Expenses	\$ 6,802.43
Misc. Fees and Spec. Services (Janitor)	58.20
Telephone, Telegrams and Electric Service	1,561.36
Rent (Field Offices)	2,083.00
Repairs to Office and Equipment	304.40
Postage	1,076.99
Printing (Reports, bulletins, etc.)	157.00
Subscriptions, periodicals, dues	197.00
***Misc. Supplies and Expense	185.76
Office Supplies	969.43
Office Equipment	440.66
	<u>\$13,836.23</u>

***Includes signs for office doors, purchase of books, express on supplies, moving office furniture, etc.

World War Assistance Grants

	<i>Appropriation</i>	<i>Expenditures</i>	<i>Balance</i>
Grants of WWA	\$367,953.00	\$350,968.50	
Physical Examination for Veterans	—	149.00	
Total	<u>\$367,953.00</u>	<u>\$351,117.50</u>	<u>\$16,835.50</u>

Lapsed to General Fund

General Law Pensions

Grants of General Law	\$ 32,000.00		
Transferred to Administrative Expense	(1,000.00)		
	<u>31,000.00</u>	25,150.00	5,850.00
GRAND TOTAL	<u>\$475,720.00</u>	<u>\$452,890.75</u>	<u>\$22,829.25</u>