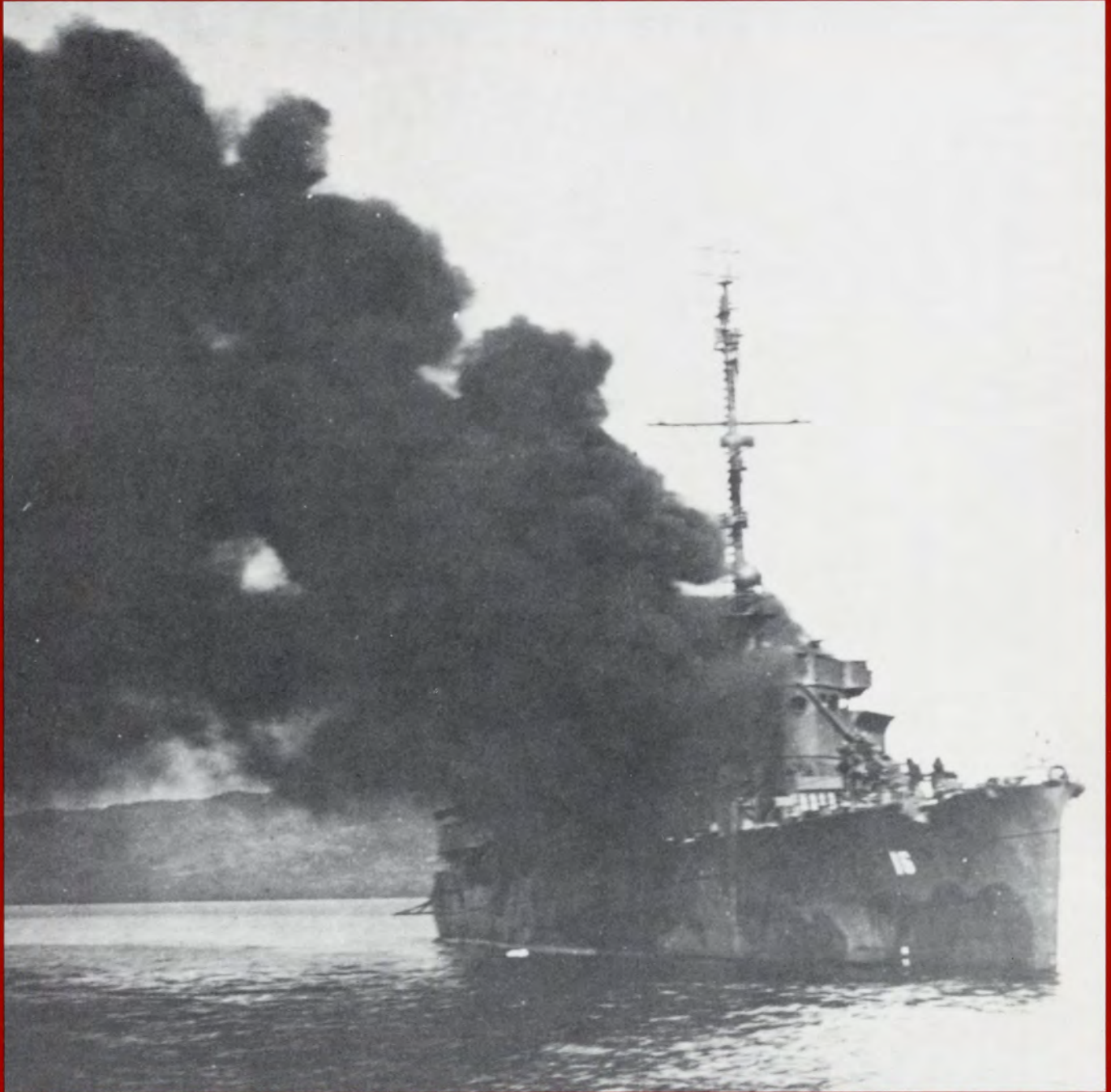


RAMSEY COUNTY  
**History**  
*A Publication of the Ramsey County Historical Society*

**Winter, 1991**  
Volume 26, Number 4



*The death of the U.S.S. Ward. The destroyer whose crew made up almost entirely of St. Paul men fired America's first shot of World War II, was sunk by gunfire three years to the day after the Japanese attack on Pearl Harbor. See the article beginning on page 4 about the ship and her crew.*

## RAMSEY COUNTY HISTORY

Executive Director  
Daniel J. Hoisington

Editor  
Virginia Brainard Kunz

## RAMSEY COUNTY HISTORICAL SOCIETY

### BOARD OF DIRECTORS

Gregory K. Page  
Chairman of the Board

William S. Fallon  
President

Joanne Englund  
First Vice President

Anne Cowie Wilson  
Second Vice President

Robert O. Straughn  
Secretary

James P. Wicker  
Treasurer

Thomas Boyd, John Costello, Deborah Gelbach, Joan Grzywinski, Lorraine Hammerly, Liz Johnson, John M. Lindley, Frank Marzitelli, Dr. Thomas B. Mega, Laurie Murphy, Richard T. Murphy, Sr., Marvin Pertzik, Mark Stein, Laurie Zenner.

### EDITORIAL BOARD

John M. Lindley, chairman; Thomas H. Boyd, Thomas C. Buckley, Charlton Dietz, Thomas J. Kelley, Arthur McWatt, Dr. Thomas B. Mega.

### RAMSEY COUNTY COMMISSIONERS

Commissioner Hal Norgard, chairman  
Commissioner Diane Ahrens  
Commissioner John Finley  
Commissioner Ruby Hunt  
Commissioner Duane McCarty  
Commissioner Don Salverda  
Commissioner Warren Schaber

Terry Schutten, executive director, Ramsey County

*Ramsey County History* is published quarterly by the Ramsey County Historical Society, 323 Landmark Center, 75 W. Fifth Street, St. Paul, Minn. 55102. Printed in U.S.A. Copyright, 1991, Ramsey County Historical Society. ISSN Number 0485-9758. All rights reserved. No part of this publication may be reprinted or otherwise reproduced without written permission from the publisher.

**Acknowledgements:** Photographs on the front cover and with the article on the U.S.S. *Ward* are from *USS Ward Fires First Shot WWII* by Arnold S. Lott and Robert F. Sumrall, published in 1983 by The First Shot Naval Veterans, St. Paul, and from *Flush Decks & Four Pipes* by John D. Allen, published in 1965 by the Naval Institute Press, Annapolis, Maryland. Photographs on pages 12, 13 and 17 were loaned to *Ramsey County History* by the author, Hilda Rachuy. Photographs on pages 20, 22 (William West and Samuel Smith), 25, 26, 27, 29 and the back cover are from the files of Family Service of Greater Saint Paul. Photographs on pages 3, 15, 19, 22 (James Jackson), 30 and 31 are from the audio-visual collections of the Minnesota Historical Society.

# RAMSEY COUNTY History

Volume 26, Number 4 Winter, 1991

## CONTENTS

- 3 Letters
- 4 St. Paul's First Shot Naval Veterans  
The U.S.S. *Ward* and the Attack on Pearl Harbor  
*Jane McClure*
- 12 Help, Housing 'Almost Impossible to Find'  
A Single Mother and World War II  
*Hilda Rachuy*
- 18 100 Years of Helping People—  
Family Service and Its Legacy of Leadership  
*Thomas J. Kelley*
- 30 Books, Etc.  
*Daniel John Hoisington*
- 31 What's Historic About This Site?  
St. Paul's Union Depot

Publication of *Ramsey County History* is supported in part by a gift from Clara M. Claussen and Frieda H. Claussen in memory of Henry H. Cowie, Jr.

## A Message from the Editorial Board

Fifty years ago this month the United States joined the global conflict known as World War II. This issue of *Ramsey County History* focuses on that momentous event with Jane McClure's article about the St. Paul men who served on the U.S.S. *Ward*, which fired the first shot at the Japanese. While men like the sailors of the *Ward* fought the enemy overseas, others, such as Hilda Rachuy, battled different adversaries—hunger, hardship, and poverty—as a single mother with two small children at home in St. Paul. Her article is a first-person account of that truly difficult side of the war. Lastly, Tom Kelley gives us new awareness and insight into Family Service of Greater Saint Paul, a 100-year-old social service organization developed to help those like Hilda Rachuy who need institutional support and comfort in their daily struggle to hold a family together.

—John M. Lindley, chairman, Editorial Board

## 100 Years of Helping People—

# Family Service and Its Legacy of Leadership

*EDITOR'S NOTE: In 1992 Family Service of Greater Saint Paul enters its second century of helping people in need by supporting and strengthening family life. Ramsey County History commemorates this event by publishing the following condensation of A Legacy of Leadership and Service, a History of Family Service of Greater Saint Paul by Mark E. Haidet, with Jane Lansing as editor.*

*This condensation, with an added chapter bringing the 1984 history up to the present, was prepared especially for this magazine by Thomas J. Kelley, a member of the Ramsey County Historical Society's Editorial Board.*

The United States in the late 1800s was a nation maturing. Five million immigrants entered the country in the 1880s alone. St. Paul was no exception to this national phenomenon. Boosted by a tremendous influx of immigrants, its population rose from a mere 20,030 in 1870 to 133,156 in 1890.

St. Paul's rapid growth and large semi-transient population led to a number of social ills—poverty, seasonal unemployment, poor housing, hunger and suffering. To meet the needs of the city's unfortunate classes, numerous charitable organizations were created by sympathetic citizens.

In 1875, the *St. Paul Pioneer Press*, in an article titled "Systematic Charity," reported a call by YMCA President Daniel R. Noyes for the creation of a new organization which he hoped would reduce indiscriminate giving. In addition to improving conditions of the poor, he called for detecting and exposing "unworthy" applicants for aid. On March 27, 1876, concerned citizens responded to Noyes' call by creating the St. Paul Society for Improving the Condition of the Poor (later known as the St. Paul Society for the Relief

of the Poor). This organization led the way toward cooperation among the charitable organizations.

In 1885, the Society for the Relief of the Poor, also known as the Relief Society, established a Department for Organizing Charity under the administration of the general agent. In addition to registering recipients of aid and investigating applicants for aid, the society was to study the conditions of the poor to determine methods to aid the "worthy poor" to become self-reliant.

At the Relief Society's annual meeting on January 12, 1892, the Reverend Samuel B. Smith of the People's Church suggested that a special committee be convened to report a plan for central registration and joint reporting of the several charitable organizations in the city.

A conference committee of the charities in St. Paul met on June 14, 1892, and adopted a constitution establishing the Associated Charities of St. Paul. Over the next hundred years the organization evolved into today's Family Service of Greater Saint Paul, but there was little in its original objectives to indicate the role it would assume in the community and the force it would exert to improve the lives of families in St. Paul.

The Associated Charities was located temporarily in the offices of the Society for the Relief of the Poor at 141 East Ninth Street, but soon relocated in the New York Life Building at Fourth and Jackson streets. Later, from 1897 to 1913, it was housed in the Globe building at Fourth and Cedar streets. In 1913 it moved to the recently constructed Wilder Charity Building on the corner now occupied by the Ordway Music Theater.

James F. Jackson, a native of Wabasha, Minnesota, a Carleton College graduate and a former lumber dealer, became the first general secretary of the new organization.

Jackson began his work only a few months before the United States plunged into one of the severest economic depressions in its history. The panic of 1893 persisted for four years. As bank and business failures mounted, unemployment skyrocketed. The effects of the economic downturn influenced the activities of the Associated Charities throughout Jackson's tenure as general secretary.

Cooperation, investigation, registration and self-help were the guiding principles of the Associated Charities during Jackson's administration. His chief priority was to secure the cooperation of St. Paul's numerous charitable organizations, but most of his time was devoted to developing a system of investigation and registration.

The system, referred to as the Central Registration Bureau, involved the central recording of all information about a particular relief recipient acquired from investigations and records of cooperating societies. The system enabled concerned agencies and individuals to distinguish those truly in need—the "worthy poor"—from those who fraudulently sought assistance where no need existed or those whose condition was due solely to moral turpitude—the so-called "unworthy poor." The registration system also helped to avoid duplication, both in investigation of cases and in the dispensation of relief.

Once the Central Registration Bureau was well established, the Associated Charities turned its attention to developing "help to self-help" programs. The self-help programs established during Jackson's tenure as general secretary included Friendly Visiting, a Provident Fund and several work relief experiments. The first of the self-help programs, Friendly Visiting, was organized to "carefully canvas their respective districts and ascertain the real conditions of the people therein." The

"friendly visitors" were volunteer women from well-to-do families who were to counsel the poor, teach them industry and economy, encourage the downhearted, and assist the general secretary in making investigations.

The second self-help program established during Jackson's administration, the Provident Fund, was established in 1896, and was intended to encourage the poor to save a portion of their earnings as the first step toward self-support and independence. The program failed to live up to its expectations so the concept was applied to school children with success.

Throughout the depression years of the late 1800s, Associated Charities cooperated with the city government to provide work for the unemployed. Associated Charities was responsible for determining which unemployed individuals were to receive temporary work assignments on the city's streets and parks.

From January, 1893, until 1911, the Associated Charities operated a unique and very successful educational program for charity workers and charitably minded citizens to evaluate social programs, discuss current social problems and lay the groundwork for future social services. The program used a technique called Parlor Conferences. These conferences were held during the winter months in the homes of the organization's officers. Each conference focused on a particular subject and featured a notable expert on the topic. Many of the agency programs, including Friendly Visiting, the Provident Fund, and the Visiting Nurses, originated with discussions at Parlor Conferences.

In 1898, Jackson resigned as general secretary to become secretary of the Minnesota Board of Corrections and Charities. Within the short span of six years he had firmly established the Associated Charities as a strong coordinating agency and had initiated its gradual movement toward becoming a social service agency.

Arthur W. Guttridge, who had worked for the Associated Charities, succeeded Jackson as general secretary. Under Guttridge the organization maintained its coordinating functions, but it also continued to expand its services to the poor. In his first annual report, Guttridge defined the role of the Associated Charities:



*Headquarters of the Associated Charities of St. Paul from 1892 to 1895. This was the building of the Society for the Relief of the Poor at 141 East Ninth Street.*

"Our particular work is the building up and rehabilitating of the poor and unfortunate . . . Our business is not to ease the pains of poverty . . . but to cure the disease where it has found a foothold, and to prevent its appearance in places where the danger is coming."

The family unit became the focus of the agency's expanding "applied relief" programs. An analysis of 405 investigations made in 1899 revealed that the cause of need in 99 percent of the cases came from within the family. They were:

Lack of thrift, industry or judgment	106 cases
Intemperance	85 cases
Sickness, accident or death	59 cases
Disregard of family ties	51 cases

Friendly Visiting continued to be the primary applied relief program offered by the Associated Charities. In 1898, the agency hired a trained superintendent to oversee the Friendly Visitors. By 1908, seven Friendly Visiting conferences (districts) had been formed.

New programs established during Guttridge's administration included the Visiting Nurse Program (1902), the Visiting Housekeeper Program (1908), and the beginnings of a Free Legal Aid Department (1909). During his tenure the organi-

zation was also becoming a leading proponent of programs to combat the major social problems of the day. Being situated in the state's capital city, the association took the lead in seeking the enactment of beneficial social legislation. It succeeded in getting laws passed that addressed wife desertion and the establishment of a tuberculosis sanatorium, a reformatory for women, an industrial school for girls, and a juvenile court.

Throughout these formative years the Associated Charities was consistently plagued by financial difficulty. Initially the agency was supported by annual subscriptions from member agencies. The Board of Control and the Society for the Relief of the Poor provided the majority of the support. In 1894, a plan to raise additional funds through contributions from individuals was announced. The average contribution was \$2.72.

The money problems continued through the first decade of this century and by 1910 the situation had become desperate. In October, 1910, faced with a deficit of nearly \$2,400, Guttridge resigned, claiming that too much of his time was devoted to fundraising. His resignation was followed by three years of temporary general secretaries. By March, 1912, the agency was unable to pay its staff.

The primary reason for the Associated Charities' predicament, many observers claimed was the newly formed Amherst H. Wilder Charity. The editor of the *Pioneer Press* stated, "It is almost impossible to comprehend the magnitude of the Wilder Charity." He noted that the organization's estimated income of \$100,000 a year was "probably in excess of all the sums expended by the 33 organizations affiliated with the Associated Charities as well as by religious and fraternal organizations." Public opinion perceived the new Wilder Charity as the answer to the social ills of the day.

Whatever the reasons, the Associated Charities was in a state of crisis in early 1913. The agency was near financial collapse; the staff was in disarray; programs were either curtailed or eliminated; the agency did not print an *Annual Report* for 1912; and the board of directors and executive committee seldom met. The agency had lost its identity.

### United Charities Born

Revitalization of the Associated Charities began in January, 1912, when an informal committee representing several charitable organizations recommended that social work in St. Paul would benefit tremendously by the concentration of the investigatory and temporary relief functions in one agency. The committee recommended the consolidation of the Associated Charities and the Society for the Relief of Poor. The consolidation proposal was turned down, but the Relief Society did not object to the Associated Charities taking over the temporary relief function. However, the organization's fiscal crises prevented it from taking on the additional responsibility at that time.

In 1913, Charles Stillman, the newly appointed general secretary, in his first report to the board of directors, described St. Paul's charity situation as chaotic.

"It is being continuously demonstrated all the time that we cannot secure from other organizations, particularly for the Society for the Relief of the Poor, the help needed in individual cases. It is a fine thing for the Associated Charities to learn the needs of particular families and plan a course of action for those families, but it is humiliating to the Associated Charities

AN EFFICIENT CHARITY FOR HARD TIMES. SEE INSIDE.

## The Associated Charities OF St. Paul

A MUTUAL ASSOCIATION OF THE LOCAL CHARITIES.  
Comprising thirty organizations, not including churches.

**INVESTIGATES** applications for relief.  
**REGISTERS** all persons receiving relief.  
**FURNISHES** information concerning applications for relief.  
**ITS INCOME** has been provided chiefly by the constituent organizations; but  
**IT DESIRES** to relieve them from this burden for the coming year.

During the past year The Associated Charities has made 630 investigations for the Board of Control, Relief Society and other organizations or individuals, and has registered 3,500 persons or families.

PLEASE RETURN THIS CARD WITHOUT FAIL TO A. C. ANDERSON, TREAS. ST. PAUL NATIONAL BANK. If for any reason you cannot contribute, please write your name and address on back of the card and return it to some collector calling on you.

**If you inclose money do not mail, but hand in to any St. Paul Bank, and they will forward.**

ST. PAUL, OCTOBER 1, 1893.

Cover of the Associated Charities 1893 pledge card. From the James Frederick Jackson papers at the Minnesota Historical Society.

and also disastrous to the welfare of the families if the organizations whose cooperation we seek refuse . . . to furnish the relief which is necessary for the successful prosecution of the plan for those particular families."

Stillman moved quickly to implement his ideas. His efforts were focused on unifying the Associated Charities and the Relief Society. Despite the Relief Society's determination to remain a separate entity, other charitable organizations that had fallen on hard times were ready for consolidation. The St. Paul Day Nursery Association, which had operated a day nursery for working mothers, was going to have to close its doors. At the request of the mothers being served, the Nursery Association consolidated with Associated Charities in October, 1914, and the expanded Associated Charities changed its name to United Charities. By December of that year, the St. Paul Anti-Tuberculosis Committee and the St. Paul Free Medical Dispensary also had become part of the United Charities. The primary reason behind the readiness to consolidate was the fiscal crisis which had plagued all four organizations in recent years.

The first financial campaign conducted during December was successful, both from a financial and an educational point of view. More than 1,500 subscribers, of which only 379 were former contributors

to the Associated Charities, pledged nearly \$60,000 to fund the agency's program for two years.

From 1914 through the early 1920s, programs were either developed or relinquished to further the agency's primary objective: "the preservation of family life." Four of the core programs were services and relief, health, free legal aid and children's work.

The Service and Relief Department quickly became the agency's largest program. It investigated clients, diagnosed the cause for distress, and developed a program for family rehabilitation. Emphasis was placed on service, with material relief provided only when necessary. Most cases involved a deceased or incapacitated spouse, desertion, non-support, underemployment or unemployment. The service and relief work outgrew the agency's office space in the Wilder Charity building. In April, 1916, the United Charities board implemented a plan devised by Assistant Secretary Ruth Cutler to set up district offices. In August the first district office was providing services to families residing in the vicinity of Dayton's Bluff. Soon offices were established on Rice Street, Selby Avenue and the West Side. From 1919 to 1921, the United Charities also operated a district office in nearby South St. Paul.

Creation of the United Charities in De-

cember, 1914, ushered in a decade of intensive health work in St. Paul and Ramsey County. By 1920, approximately 60 percent of the families assisted by the agency required some kind of medical attention. In 1918, the agency's three health services, the Anti-Tuberculosis Committee, the Free Medical Dispensary, and the Adult Dental Clinic, were consolidated into one Health Department. In 1919, at the request of the Minnesota Public Health Association, the agency extended its health work to include all of Ramsey County. The department's name was changed to the Ramsey County Public Health Association although, for all practical purposes, it continued to function as a department of the United Charities.

Tuberculosis was a serious health problem in 1917 and children were especially vulnerable to the disease. In February, 1917, the United Charities joined with the St. Paul Department of Education to establish the city's first open air classroom in Washington School. The experimental project was based on the assumption that fresh air is an important part of tuberculosis therapy. Several open air classrooms were established in later years. In addition, the United Charities provided the equipment for the Preventorium, a treatment facility for children suffering from tuberculosis, and employed a corps of visiting nurses to work with tubercular cases.

The Free Medical Dispensary operated fourteen clinics staffed largely by volunteer physicians and dentists with nurses provided by the Wilder Charity. Between 1917 and 1919, the treatments provided by the clinics doubled from 7,765 to 15,619. Part of this dramatic increase occurred when the United Charities joined with the State Board of Health to establish a venereal disease clinic. The board supplied the physicians while the United Charities furnished the equipment and provided the social services. Within a few months of its establishment in October, 1918, the VD Clinic became the dispensary's largest clinic in terms of number of treatments.

The United Charities' third core program to provide free legal assistance to the poor dated back to 1908, when several lawyers volunteered to assist clients with legal problems. The program's success



*The Amherst H. Wilder Building, the agency's home from 1913-1979.*

rose and fell as the volunteer interest increased or declined. In 1913, a Free Legal Aid Department, staffed by a full-time attorney assisted by an advisory committee of five lawyers was established. In 1915, the vast majority of cases were wage claims against employers who had refused to pay discharged workers.

In 1916, the St. Paul Association of Commerce requested that the United Charities take over the children's work of the Humane Society but financial troubles prevented the establishment of a Children's Bureau until 1921, when the Junior League supplied a \$3,000 grant to employ a social worker to place children in foster homes. Up until that time, institutional care was the accepted method of providing temporary care for children. In 1924, the Children's Bureau, which was placing 200 children in foster homes annually, was made a separate department.

The Associated Charities began to dispense emergency relief and on September 13, 1918, the members of the Institutional Charities approved amendments to its arti-

cles providing for the administration of relief and broadening of its membership.

World War I and the ensuing post-war depression brought about hard times for United Charities. Faced with the difficulty in raising money for anything other than war purposes, the directors closed the day nursery from May to November, closed two dental clinics from June to August, and reduced the relief budget of the district offices. The United Charities emerged from the war with a debt of \$13,000. Several employees, including General Secretary Stillman, left the staff to join the war effort.

Stillman was replaced by Emil G. Steger, an employee of the New York Chapter of the American Red Cross. Steger, who guided United Charities from December, 1917, until early 1923, was a leading advocate of a cooperative fundraising organization or "community chest." In 1920, the St. Paul Community Chest was established. A result of the creation of the Community Chest was the long-sought merger of the Relief Society with

the United Charities.

The post-war economic depression affected all sectors of the nation's economy. Unemployment increased as returning veterans migrated to the cities hoping to find jobs which did not exist. For the United Charities, the depressed economy and high unemployment meant mounting relief loads and a strain on the agency's budget. It responded to the pressure by taking steps to relinquish its health work, which comprised 30 percent of the agency's 1922 budget. On February 1, 1923, at the request of the United Charities, the Wilder Charity assumed responsibility for the Free Medical Dispensary. A year later the Minnesota Public Health Association absorbed the Ramsey County Public Health Association.

Despite these measures, the unprecedented demands made upon the United Charities during the winter of 1922-23 placed the organization on the brink of financial collapse, but it managed to survive the remainder of the fiscal year. General Secretary Emil Steger resigned in the middle of the fiscal crisis of 1923 and was replaced by John R. Brown, professor of sociology at the University of Rochester, New York.

The national economy brightened, and in September, 1924, Brown reported that the United Charities, for the first time in its history, had ended the fiscal year with a surplus.

Although the economic depression was the dominant factor in shaping the agency's development in the post-war years, the agency also attempted to address the problems confronting the city's growing number of minorities, particularly African Americans and Mexican Americans. In response to a large influx of blacks during the war, the agency hired a black social worker in 1919 to serve the black community. Later in the 1920s, it directed attention to the rapidly growing Mexican American community on the West Side.

In November, 1926, General Secretary Brown died suddenly of a heart attack and was succeeded by Assistant Secretary Mary Wheeler. Under her direction, the United Charities continued to move toward its desired role of family rehabilitation. It sought to turn over responsibility for straight unemployment cases to the



*William L. West, Sr.*



*The Reverend Samuel G. Smith*



*James F. Jackson*

Board of Control while retaining cases requiring the services of a trained social worker. In 1929, the United Charities took the initiative in bringing the Children's Home Society and Protestant Orphan Asylum together to discuss the possible consolidation of children's work into a single agency.

The United Charities in 1929 was a maturing social service agency working to attain its principal objective—the preservation of family life.

### **The Great Depression**

The economic collapse that followed the stock market crash of October, 1929, quickly became the worst depression in the nation's history. More than twelve million Americans were out of work by 1932. Although the depression was slow to have an impact on Minnesota, the United Charities board began to be concerned by the summer of 1930, and in December it established a special unemployment division within the Service and Relief Department. Mary Wheeler had resigned as general secretary and Mabel Hazelton was appointed acting general secretary.

By September, 1931, when A. A. Heckman joined the United Charities as general secretary the agency was confronted by the community's worsening unemployment situation. Although more of the staff had to be assigned to handle unemployment relief, the agency tried to maintain its commitment to casework. Heckman pointed out, "We do not want to discard our service program—on the other hand, we must meet the emergency that is upon us."

He was also concerned about the inadequate relief provided by the Board of Public Welfare. He saw no reason why the Board of Public Welfare should not furnish a family with more than a five or ten dollar grocery order per month. Heckman assumed the leadership in developing cooperation between the public and private agencies. In the fall of 1931, the Board of Public Welfare began supplementing the relief provided by private agencies with food and fuel orders.

By April, 1932, the United Charities was assisting 3,000 families, one-third of all St. Paul families on relief. The United Charities instituted several work programs

in conjunction with the city. Through these programs, relief clients worked in city parks or on the St. Peter Street Sewer Project in exchange for benefits. Others worked for area farmers and received produce in exchange for their labor and several unemployed individuals did volunteer work for the United Charities.

Relief applicants lined up at the Ramsey County Court House to receive grocery orders from the Board of Public Welfare. The applicants formed a line two to four abreast which extended several blocks north on Wabasha Street. Community leaders and social workers were worried about the problems that might arise from massing the unemployed in one location, so the work of the public agency was disbursed among the district offices of the United Charities. By October, 1932, the two agencies were sharing facilities at the Protestant Orphanage at 670 Marshall Avenue, the old Hamm house on Cable Street, the Neighborhood House at 229 East Indiana Avenue and the old nurses home at the St. Paul Hospital. The relief load peaked at 13,500 families, more than one-fifth of the families in St. Paul, in March, 1933.

Prior to April, 1933, the privately supported family agencies had assumed the major role in meeting the emergency but dwindling private support and mounting relief loads meant the private agencies could no longer handle the responsibility.

In the meantime, the 1933 special session of Congress, with President Franklin D. Roosevelt leading the way, enacted an array of legislation to ease the impact of the depression. The Federal Emergency Relief Act made federal funds available to the states and their subdivisions to provide direct relief. These funds were not directly available to private agencies. The United Charities had a large professional staff and nearly no funds. On the other hand, the Board of Public Welfare had a meager staff but the possibility of receiving large amounts of federal money for relief. The Mayor's Relief Coordinating Committee chaired by Homer Clark proposed a nationally unique plan to merge the staffs of the United Charities and the Board of Public Welfare.

On April 1, 1933, most Service and Relief Department employees and the agen-

cy's four district offices were loaned to the Board of Public Welfare and Heckman was granted an indefinite leave of absence to become director of the new Family Welfare Department of the Board of Public Welfare. Louise J. Wittman, head of the Legal Aid Department, was appointed acting general secretary.

In 1933 the federally-funded work programs such as the Civilian Conservation Corps and the Works Progress Administration provided many of the unemployed with meaningful work. By late 1934 the Family Welfare Department under Heckman was staffed by more than 100 social workers. The assumption of responsibility by the federal government and the Board of Public Welfare made it necessary for the United Charities to reassess its role in the community. It was decided that the Board of Public Welfare could handle all of the unemployment relief work and it was time for the United Charities to withdraw from the cooperative venture with the public welfare agency. On January 1, 1935, United Charities transferred its four district offices and thirty-four of its former employees to the Board of Public Welfare.

On November 1, 1935, the Children's Department of United Charities merged with the Protestant Orphan Asylum to form an independent corporation known as Children's Service. A.A. Heckman returned as general secretary, bringing with him the staff previously loaned to the Board of Public Welfare. United Charities asserted its redefined role by changing its name to Family Service, Inc. It immediately launched a new family casework program.

The new program was experimental in many respects. First, the family, rather than the individual, became the unit of both diagnosis and treatment. Heckman and others believed that the problems confronting individuals cannot be successfully treated without treating the entire family situation. Second, with the establishment of the various public welfare programs, the agency shifted its program to address the needs of a different clientele—the marginal income families who were in danger of going on relief.

The new program emphasized intangible services rather than direct relief. Finally, the program sought to discover, under-

stand and treat the underlying causes of a family's problem as well as the apparent problem itself.

Among the Family Service's unique programs, one of the most successful was the debt adjustment program. The talents of the agency's psychiatrist, home economist and vocational guidance consultant were all brought to bear on debt adjustment cases.

The outbreak of World War II presented Family Service with an entirely different set of challenges. The Great Depression, which had dominated American life for over a decade, seemed to vanish overnight. Unemployment gave way to a severe labor shortage. The types of problems confronting families seeking assistance underwent a dramatic shift. The economic problems so prevalent in the 1930s declined sharply. As employment and wages increased, the demand for vocational guidance and debt adjustment decreased. On the other hand, the absence of many fathers and the large number of working mothers resulted in many social problems, including juvenile delinquency, child neglect, child behavior problems, marital discord, poor home management, difficulty coping with the rising cost of living and emotional difficulties encountered by selectees and their families.

Family Service placed priorities on services directly related to the war effort. It established an information center for selectees, participated in the selective service medical survey program by helping to weed out draftees who were emotionally or physically unfit for military service. and, in 1945, worked with the St. Cloud Veterans Hospital in helping veterans discharged for mental reasons to readjust to life at home.

Given its limited resources, Family Service gave priority to situations involving children. Family Service addressed the need for day care for the children of working mothers by agreeing to supervise a cooperative day care counseling service jointly staffed by Family Service, the Bureau of Catholic Charities and the County Welfare Board. The service assisted working mothers with making arrangements for child care. It also developed the Parent-Child Boarding Home Program to provide single parents with an alternative child



care plan. Family Service was also retained by the Twin Cities Arsenal and later by other corporations to screen mothers applying for jobs to determine if adequate arrangements were being made for the care of their children while they worked.

As the war was drawing to a close, the Family Service Board of Directors began planning for the post-war period. Included in the board's plans were two recommendations which would shape the organization's future.

They were that the agency participate in and encourage sound research projects seeking to determine the causes of various social problems and that the agency take an active role in seeking to remove community-wide causes of social problems.

### Post-war Problems

By the time World War II ended, American society had been altered by rapid industrialization, unprecedented mobility, urban expansion, and shifting social values. In the post-war years, conflicts in the family continued to be the prevalent problem for which people sought help from Family Service.

Prices of consumer goods skyrocketed following the removal of price controls in June, 1946. When inflation peaked in 1948, retail prices had doubled and housing prices had jumped 150 percent. Many families turned to credit to purchase the necessities of life. The resulting indebtedness was a primary problem in nearly 65 percent of the cases dealing with home management problems that Family Service handled in 1948.

Following the war, thousands of discharged servicemen migrated to St. Paul seeking employment in the city's rapidly expanding manufacturing and service industries. A severe housing shortage resulted and housing prices soared. Family Service took part in lobbying for improved housing conditions, but it continued to focus its efforts on providing treatment for socially ill families. During the post-war period, Family Service continued to supervise the Screened Intake Committee, counsel working mothers regarding child care and operate Parent-Child Boarding Homes. It also established the Homemaker

Program and the Working Homes for Older Adolescents Program.

The homemaker service, established in 1949, made it possible for children to remain in their own homes by providing "substitute mothers" when emergencies (most often illness) prevented the mother from assuming her normal family responsibilities. As with all its specialized services, Family Service made the homemaker service available to clients of the County Welfare Board and other family agencies. By the 1950s, more than 100 families and 300 children were benefiting yearly from the homemaker service.

The Working Homes for Older Adolescents program provided adolescents with a good home life and appropriate supervision while recognizing their need for independence. They also learned about assuming responsibility by earning a portion of the cost of their care.

During this post-war era, from the late 1940s to the early 1950s, A. A. Heckman, with the help of Charles Birt, president of the Community Chest, secured the cooperation of all locally oriented service agencies in a series of studies of the entire structure of social services in Ramsey County. Data on families served in November, 1948, confirmed that a mere 6 percent of the county families absorbed 50 percent of all available health and welfare services. The study also revealed that these families were burdened with problems in two or more of the four categories analyzed.

It was apparent that although many agencies had been working concurrently with these families over a long period of time, treatment had been fragmentary, on an agency-by-agency basis, and individually oriented according to the particular symptom confronting the family at the time. The Family Centered Project, supported by a grant from the Hill Family Foundation and started in 1954, was an experimental project to treat these multi-problem families as a family unit. Family Service joined with the County Welfare Department, the Probation Office, the Bureau of Catholic Charities, and Jewish Family Service in assigning case workers to the project.

The project was conceived by A.A. Heckman, but he was no longer with Family Service when his idea for bringing all

the available social service resources together in the treatment of multi-problem families was implemented.

On October 1, 1952, Heckman resigned from Family Service to become executive secretary of the Louis W. and Maud Hill Family Foundation. He was succeeded by Dawson Bradshaw who had served as the agency's vocational guidance consultant for nine years before becoming executive secretary. During Bradshaw's two decades of leadership, Family Service had to deal with the problems created by the strain on family life resulting from technological and social change, a rapidly expanding urban population and increasing numbers of minorities and senior citizens. This had to be accomplished in spite of fund shortages and the need to supplement the federal government's expanding role in the social work field. Family casework—marriage counseling, personality problems and social adjustment, parent-child relationships and financial counseling—were the core services in the agency's campaign to help troubled families identify and solve their own problems.

Also during this period, at the request of the Community Chest and Planning Council, Family Service agreed to assume responsibility for the temporary boarding care of children. Family Service's main objective was to keep the children in their own homes, while the family received counseling. But a program was also created for families who would benefit by a short period of separation while counseling was given to each family member. During the 1950s the median age of children in placement increased from four years old to twelve years old in 1960. This created placement difficulties for the agency because foster parents were often reluctant to take in adolescent girls and boys from troubled homes. Adolescent boys were almost impossible to place. The problem was somewhat relieved in November, 1960, when Family Service established a group foster home for adolescent boys.

In 1959, Family Service solicited the help of volunteers to provide the elderly with information on nursing homes, homes for the aged, and financial assistance. Housing was a major problem for the elderly. Consequently, the pro-

gram's primary objective was to help them remain in their homes as long as possible. A limited housekeeper program for clients recovering from illness or injury, and a Friendly Visiting Program in which volunteers, many of whom were seniors themselves, visited the elderly on a periodic basis, were two aspects of the program.

In 1960, the Planning and Research Council of the Community Chest requested that Family Service accept the responsibility for administering a specialized service for problem drinkers known as the Information and Referral Resource for Problem Drinkers (IRRPD). The major cost of the program during its experimental stage was covered by a grant from Archibald G. Bush, chairman of the Executive Committee of Minnesota Mining & Manufacturing Co (3M). In the 1960-1965 period, 2,080 families sought help, 5,969 in-person interviews were conducted and more than 3,300 referrals were made to other community resources.

With the advent of the 1960s, the federal government was becoming increasingly involved in providing social services. However, at the same time that the federal government was funneling large sums of money into innovative welfare programs, support for traditional programs was failing to keep pace with inflation. This led to a serious financial crisis necessitating a thorough evaluation of the agency's role in the community. Throughout the 1950s, the Board of Directors expressed concern over the rapid staff turnover and high number of vacancies resulting from low salaries and the inability of the agency's budget to keep pace with the increasing need for service.

By 1961, the Family Service Board had tried unsuccessfully to divest itself of ancillary services. In May, the Board informed the United Fund of its desire to finance other programs by dropping the Program for the Aged. The dilemma was solved temporarily when the United Fund appropriated additional money. The 1964 accreditation report of Family Service Association of America warned that:

"The multiplicity of services administered by the Family Service of St. Paul does tend to obscure the major function, inevitably raising a question as to



*A United Charities worker canvassing her district to determine the needs of the poor.*

whether the community is getting the full benefit of the services the agency is best able to provide."

It took several years for Family Service to follow up on that report by relinquishing several of its auxiliary services. In 1969 the Homemaker Program and the Home Aides for the Aged were transferred to the newly created Greater St. Paul Home Services Inc. In 1966, Family Service's Legal Aid Program was obviated by the establishment of the Legal Assistance Program of Ramsey County, which was financed by funds from the War on Poverty. The Travelers Aid Program waned throughout the 1960s as the need for its services diminished. In 1971, Family Service was able to transfer the community education portion of Information and Referral Resource for Problem Drinkers program to the St. Paul Mental Health Center. Family Service retained the personal counseling and referral portion of the IRRPD.

While Family Service was relinquishing several of its peripheral programs, it was reinforcing the programs central to its purpose. Between 1963 and 1973, it developed an outreach program offering casework services in several St. Paul suburbs and minority neighborhoods. In 1963, the Family Service began providing administrative services for the St. Croix Family

Service Agency which serviced the Stillwater area. In 1973, Family Service of South St. Paul became South Suburban Family Service administered by Family Service of Saint Paul. As part of its outreach program, Family Services provided staff and volunteer assistance for several multi-service centers established in high density problem areas by the St. Paul Planning Council. In 1973, at the request of the St. Paul Housing and Redevelopment Authority, Family Service began providing direct casework services to the more than 3,500 occupants of fourteen low rent high-rise buildings for the elderly.

As part of its program to reach out to various groups of people and help them before crisis intervention was necessary, Family Service implemented a "preventive community services" program. In 1964, to help families cope with day-to-day experiences, Family Service joined with Capitol Community Services in a Family Life Education Pilot Program at the Mt. Airy Housing Project. In 1965, Family Service expanded its Family Life Education Program and sponsored seventy-six group sessions. In early 1966, seven groups in St. Paul and two in Stillwater were meeting weekly for eight to ten weeks.

It was also during the 1960s that Family Service realized the value of group ses-

sions as a cost effective method of handling the constantly increasing demand for treatment services.

### **Troubled Families**

Dawson Bradshaw resigned on May 1, 1972, after two decades as Family Service's executive secretary. Owen Lee, a member of the professional staff since 1954, and the agency's director of Professional Services since 1967, succeeded Bradshaw. Lee's tenure, 1972 to 1975, was characterized by an increased emphasis on highly visible programs, such as Travelers Aid, and programs that assisted families with serious financial difficulties. Nearly half of the agency's new cases in 1974 (2,021 out of 4,263) were families classified as receiving assistance with financial problems. As the recession deepened, the demand for emergency financial assistance increased dramatically. The unemployment rate in the metropolitan area rose from 3.9 percent in September, 1974, to seven percent in February, 1975.

In early 1975, Family Service under Lee's direction took the initiative in working with other organizations to make a variety of sources of help available at one central location for the newly unemployed and underemployed. The result, Project Response, was a cooperative effort between Family Service, which administered the program, the United Way, the Ramsey County Welfare Department, Minnesota Manpower Services, Neighborhood Community Centers and others to provide emergency assistance, employment counseling, referral for legal problems and help with mortgages and personal problems. The program ceased in July, 1976. Some members of the Board of Directors believed that Family Service should reassert its emphasis on family counseling and education and decrease its role as a private welfare agency.

In July, 1975, Owen Lee resigned. Following Lee's resignation the Board of Directors changed the title of executive secretary to executive director to more accurately describe the active role the individual in this position has in administering the agency's programs, in addition to his liaison function with the board in determining policy.



*Homemaker Program, operated from 1949–1969 to allow children to remain in their own homes during a family emergency. St. Paul Dispatch-Pioneer Press photo.*

Ron Reed, educated in Minnesota and Michigan and executive director of Family Group Homes for Youth, Inc., in Ann Arbor, Michigan, replaced Lee on October 1, 1975. Reed moved to reorganize Family Service to meet the crisis he saw threatening the American family—family disintegration. He advocated the return of Family Service to its primary objective—professional family counseling.

Accompanying the shift in focus toward education and counseling services were changes in financial counseling and assistance. In 1978, Family Service's Emergency Assistance Program was transferred to an independent agency, the Emergency Fund Service.

Under Reed's direction, Family Service developed several innovative programs designed to address major problems confronting the family. Programs dealing with divorce, family life in a rapidly changing society and alcohol and drug abuse were implemented. Many of the new programs were funded from sources other than the United Way, thus satisfying another of Reed's objectives—broadening the agency's financial base.

In 1972, Family Service, Catholic Social Service and Jewish Family Service offered the services of a family counselor to families going through the divorce process. In 1977, the Ramsey County Domes-

tic Court provided the funds for the three family agencies to conduct an educational program called Perspectives on Divorce.

Two years later Family Service received a three-year grant from the Northwest Area Foundation for a project entitled "Changing Times for Families." Family Service and the St. Paul Public Schools recognized a need to educate children about commonly experienced social changes that affect family life, such as moving, divorce, remarriage, two-career families, birth of a sibling, or death of a family member. The program, offered to fourth and fifth graders, was beneficial in helping children gain a better understanding of these social changes. Children who were experiencing personal problems were counseled by the program staff.

Whereas divorce was one of the most common problems affecting families, chemical dependency was the most serious problem. Following passage of the Governor's Chemical Dependency Bill in 1976, Family Service applied for and received a grant to expand its Alcohol and Drug Abuse Counseling Program. The expanded services were designed to reach the hidden chemically dependent, particularly women, elderly, youth and minorities. The program provided counseling services for the entire family from diagnosis and recognition of the illness through

recovery. During the program's first year, clients from the targeted population increased 150 percent.

In 1977, Family Service redefined its Statement of Purpose to include advocacy along with three other objectives—counseling, education and research. A Permanent Advocacy committee worked with community groups in 1979 to improve the shut-off procedures of the city's water department. The committee worked to change the housing ordinance to prohibit discrimination against families with children and to secure favorable legislation in the area of domestic violence.

Not only did Family Service expand the scope of its services in the 1970s, but also its geographical area to include troubled suburban families. To reflect this larger area, the Board of Directors changed the agency's name to Family Service of Greater Saint Paul in 1978. The expansion of the scope and the area served created a critical need for more office space. Family Service and its predecessor, United Charities, had enjoyed office space in the Wilder Charity Building rent-free since 1913. The city's plans to raze the Wilder Building made it mandatory that Family Service find new quarters. In 1979, Family Service moved to the Nalpak Building at 333 Sibley Street where it consolidated its various offices on one floor.

Beginning with the administration of Dawson Bradshaw, which saw the development of the Family Service Foundation and government purchase of service contracts, to the expansion of revenue sources under Ron Reed's administration, the agency had been seeking additional funds to improve its services. Between 1964, when it was created, and 1980, when it was turned over to The Saint Paul Foundation for administration, the Family Service Foundation provided funds for many special purposes, including a scholarship program for minority students in social work, and the development of Family Service's research system.

During the 1970s, new sources of revenue were government contracts with local industries, foundation grants and increased service charges. To avoid duplication of services between public and private social service providers, the federal government in 1971 authorized local pub-



*Ron Reed, Family Service executive from 1975-1982 and president since 1983.*

lic welfare agencies to purchase services from private agencies. Early in 1972 Family Service began providing various services under contract to eligible low-income clients. In 1977, Family Service established the Employee Assistance Program. This program provided a full range of social services to employees of firms which contracted for this unique fringe benefit. By the end of 1983, thirty-three companies and organizations with a total of more than 6,000 employees were covered by these contracts.

Under Ron Reed's direction, Family Service's financial base has been successfully expanded. In 1971, the Family Service budget was \$493,500; by 1980 it had grown to \$1,117,000. The United Fund provided 96 percent of the agency's funds in 1971, but by the late 1970s the United Way was providing funds for less than 70 percent of the agency's operating budget.

### **More With Less**

"The 1980s were tough times and we had to make tough decisions." Thus Ron Reed, president of Family Service of Greater Saint Paul, summarized the events of the 1980s.

A troubled national economy, drastic cutbacks in federal programs to help the

disadvantaged, a decision by the state government under the community Social Services Act to transfer its responsibilities for social services to the counties combined to create serious demands on Family Service of Greater Saint Paul during the 1980s.

The nation entered the decade under the cloud of the worst recession since the 1930s. Families were especially hard hit. While real income increased in the metropolitan area by five percent between 1970 and 1980, family income fell by six percent. The number of jobs in St. Paul had increased during the 1970s but during the first four years of the 1980s, St. Paul lost 6,000 jobs. The decrease in jobs was matched by a 13 percent decrease in the overall population. Not only was there a change in numbers in the population but there was also a dramatic change in its makeup. While the total population declined between 1970 and 1980, the minority population increased by 90 percent.

The greater need for social services imposed by the depressed national economy and demographic changes combined with the reduction in federal funds and changes in the level of state participation in the delivery and financing of social services created a need for serious and rapid change in the role of local social service providers. Family Service, because it was a small, private nonprofit agency, was able to respond to this need faster than most public providers of social services.

"Family Service moved from being a maintaining organization to becoming a dynamic innovative organization," according to Ron Reed. "As a result, we became a significant change agent in the community. Challenged to do more with less, Family Service expanded its capacity to deliver service by joining with other social service agencies in the community in collaborative efforts and mergers."

One of the first programs to feel the pressure of the recession was the Family Economics Program. Rising unemployment brought increasing numbers of people to Family Service for help in coping with financial difficulties. Family Service responded by retooling its Family Economics Program to help families through their financial crises and then help them to develop their own abilities and skills in

managing finances and dealing with money related issues.

Other forces besides the decline in the economy were putting pressure on Family Service to expand its programs. One, the growing awareness of abuse within families, called for an expansion of the service and treatment for couples involved in battering. Faced with this increasing need for services in the field of abuse, Family Service joined closely with the Ramsey County Family Court, Women's Advocates and other providers of service to focus on the problems of family abuse.

Its credibility in the community enabled Family Service to draw together resources from other agencies to meet urgent special needs. In 1981, the agency turned to private foundations to sustain some of its services that were threatened by the recession and government cutbacks in funds. A program scheduled to be discontinued as the result of cuts in the Ramsey County budget, the Perspectives on Divorce, was saved by the joint efforts of Family Service, Catholic Charities, Jewish Family Service and the Domestic Relations Division of Family Court Services. Perspectives on Divorce was a successful program for divorcing persons and their families. It was designed to present information about the process of marital dissolution and subsequent family change. Family Service assumed responsibility for coordinating the program.

Other groups in the community also assisted Family Service in initiating programs. In 1985, the St. Paul Rotary Foundation contributed \$1,000 to help start Family Celebration, a project designed to promote healthy family life by promoting events that value diversity and encourage families to grow. That first year Family Service was joined by Catholic Charities, Jewish Family Service and the Lutheran Social Service in sponsoring the event. The event has become an annual month-long public awareness campaign. In 1990, seven agencies serving families in St. Paul joined Family Service in conducting the program.

The Family Service Employee Assistance program was not hit as hard as many other programs because it was more or less self sustaining. In 1980, seventeen businesses and industries contracted with

Family Service to help employees who were in need of social services. About 1,600 employees were covered by Family Service's employee assistance contracts. Assessment, crisis intervention and referral are provided under the contract. If further services are required from other programs in Family Service, the client is charged on the basis of the agency's adjusted fee scale.

The financial crisis continued to affect the agency in 1981 and the rising demand for services coupled with increasing budget cuts forced the agency to again evaluate its program priorities. In addition to cuts in staff the agency discontinued counseling service at the Northwest Youth Service Bureau. But these were temporary measures and in the years that followed Family Service broadened its funding base and sought through mergers and other organizational changes to maintain and expand its services.

Well executed merger agreements allow agencies with limited resources to expand to meet an increased demand for services. The increased size of the merged organization allows a greater diversity of programs while improving efficiency and quality of services. These and other benefits were among the incentives for the mergers which have involved Family Service.

For almost ninety-seven years, from 1892 until 1989, Family Service had been involved in only four mergers. In 1914, Associated Charities, the parent of Family Service, consolidated with the St. Paul Day Nursery Association, the St. Paul Free Medical Dispensary and the Anti-tubercular Committee under the name United Charities.

In 1920 the United Charities merged with the St. Paul Society for the Relief of the Poor. The merger was accomplished when the Society withdrew from the field of social work and created a trust fund from their endowment and other funds. The income from this fund was to be spent solely for relief by the United Charities.

During the depression, United Charities joined with the Ramsey County Board of Public Welfare to set up a public welfare program for the county under a temporary merger which lasted from 1933 to 1935. And in 1973, Family Service of South St.

Paul became a part of Family Service which allowed a greater expansion of counseling services in South St. Paul and the southern suburbs.

In the short period of three years, 1989-1991, Family Service completed five mergers that brought about major changes in the organization. In January, 1989, after a year and a half of negotiation and preparation, East Communities Family Center merged with Family Service. This carefully planned and patiently executed merger proved very successful and the process that was followed in bringing it about has become a nationally recognized model for nonprofit mergers. This merger was quickly followed by four more successful mergers. In April, 1989, Jewish Vocational Service transferred its COPE program (Career Opportunities Preparation for Employment) to Family Service. In October, 1989, Midway Hospital Center for Domestic Abuse joined Family Service and became Midway Family Service and Abuse Center. In 1990, the Rent Assistance Program which was part of Emergency Fund Service and the Minnesota Center for Grief and Loss became part of Family Service.

In the years 1989 through 1991, primarily as the result of these mergers, the agency grew dramatically. During those three years its budget grew from \$1.5 million to \$4 million and in 1990 it served more than twice as many clients as it did in 1980.

In August, 1989, the Family Service Employee Assistance Program became a new subsidiary of Family Services, Family Service Employee Resources, and moved into new offices in Roseville. In February, 1990, Family Service of Greater Saint Paul moved its offices into the St. Paul Community Services Building at Fourth and Jackson streets, the same intersection where it began as Associated United Charities in 1892.

The rapid changes in the national economy and the significant social changes which took place in the early 1980s resulted in changes in the services required by families in the greater St. Paul area. In 1983 more than six times as many people participated in Family Education Programs conducted by Family Service as in 1979. In the same period the increase in



*Home canning, courtesy of Family Service, 1948. Home economics consultant Corrine Anderson shows a homemaker how to use a home canner owned by Family Service and distributed for community use. St. Paul Dispatch-Pioneer Press photo.*

participation in the Family Economics Program was 56 percent and 36 percent in the Family Counseling programs. Significant changes were also occurring in the sources of funds during these years. In 1979 government funds provided 13.5 percent of the funds for running Family Service. By 1983 government funds covered only 4.5 percent of the budget.

These changes along with steady increases in operating expenses such as rent led to deficits in 1980, 1982 and 1983 which were eroding Family Service's operating reserves.

Faced with these issues, the agency's executive in the early fall of 1983 arranged for the Management Support Services of the Amherst H. Wilder Foundation to examine the patterns of funding, expenditures, service volume and staffing for Family Service from 1979 through 1983. The study, which was funded by the F.R.

Bigelow Foundation, included projecting the patterns through 1984 and 1985 for the purpose of identifying potential problems for Family Service in these years and presenting alternative strategies for avoiding or addressing these problems.

The project was completed and the report of its findings was issued on March 28, 1984. Another study funded by the F.R. Bigelow Foundation was initiated to examine the feasibility of various financial strategies. It concluded that Family Service should increase its endowment and that a fulltime director of development be added to the staff.

These studies revealed dramatic trends which would provide the basis for the recommendations drafted by the Family Service's long range planning committee and adopted by the agency's Board of Directors in the fall of 1985. For example, the study showed that physical abuse in

families in Ramsey County increased from 580 cases in 1982 to 1,128 in 1984. Consequently the plan called for targeting the delivery of crisis services in the areas of family violence and domestic abuse, with continued emphasis on financial crisis, alcohol and drug abuse and intervention.

The plan also included recommendations that services be provided in locations accessible to the target populations; that new funding sources be developed, including contracts for specific services and income producing programs such as the Employee Assistance Program; and that mergers and joint programs be conducted with other organizations when it is mutually beneficial to do so. The planning committee remained active and in 1988 an updated plan was adopted by the Board of Directors.

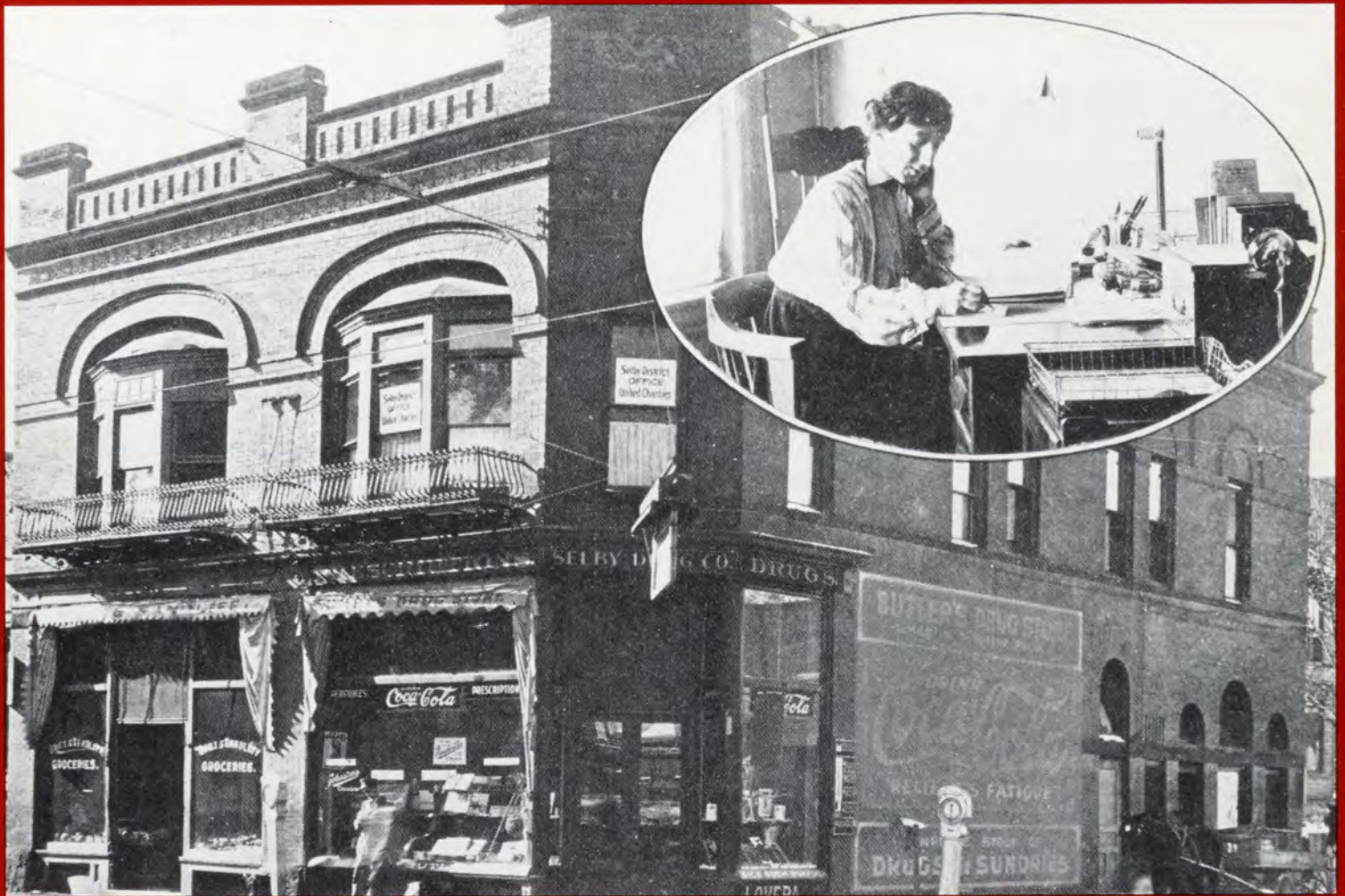
Family Service was again joined by the Management Support Services of the Amherst H. Wilder Foundation in a review of Family Service's programming, finances, endowment and staffing levels from 1980 to 1990. In 1990, work also began on a new strategic plan. Basic demographic, economic and social trends were examined and projected to determine future trends. The new plan began by enumerating the values which guide the organization. Also, for the first time the definition of a family was spelled out in an agency document:

"A family consists of two or more people, whether living together or apart, related by blood, marriage, adoption or commitment to care for one another."

According to the agency's new strategic plan proposed in 1990, those trends indicate that: "The next five years look very challenging for Family Service of Greater Saint Paul. Huge growth in social and economic problems coupled with changing demographics and shrinking available dollars to support services will demand revisions in service delivery, agency organization, staffing and funding."

The plan was presented to the Board of Family Service, in November, 1991.

*This is Tom Kelley's third major article for Ramsey County History. His earlier articles included a history of the Bremer Brothers and St. Paul's American Bank and a history of St. Paul's Volunteer Fire Department.*



*Family Service of Greater Saint Paul is marking a century of service to the community. It is an outgrowth of earlier charitable organizations, such as the United Charities, whose Selby District Office is shown here. It was located at 624 Selby Avenue from 1916 to 1919. An article tracing Family Service's history begins on page 18.*

**R.C.H.S.**  
RAMSEY COUNTY HISTORICAL SOCIETY

Published by the Ramsey County Historical Society  
 323 Landmark Center  
 75 West Fifth Street  
 Saint Paul, Minnesota 55102

NON-PROFIT  
 ORGANIZATION

U.S. Postage  
 PAID  
 St. Paul MN  
 Permit #3989