A HISTORY OF THE SOCIAL WELFARE BOARD

Donald J. Stallard Sr. M.D.
In June, 2013, the Social Welfare Board (SWB) celebrated its one hundredth anniversary. What else was going on while the Board was getting started? In 1912, the luxury liner Titanic, on its maiden voyage, struck an iceberg in the North Atlantic and went down, and more than 1,500 people lost their lives. A lot of the world’s attention was focused on Antarctica, where a race was on to be the first to reach the South Pole. A Norwegian expedition, led by Roald Amundsen, won out and made it back safely. The British team, led by Robert Scott, reached the Pole, but was bogged down on its return by a relentless blizzard, and Scott and two of his companions froze to death in their tent, ten miles from their supply depot.

In the United States, Teddy Roosevelt had split the dominant Republican Party by forming his own Bull Moose Party, and as a result, a Democrat, Woodrow Wilson, was elected President. In the Spring of 1913, shortly before the SWB’s first meeting, Wilson appointed Franklin Delano Roosevelt as Assistant Secretary of the Navy.

At the same time, Adolph Hitler was an unknown and penniless vagabond in Munich. Elsewhere in Europe, a lot of saber rattling was rampant, urged along by Wilhelm II – “Kaiser Bill.”

The noted historian, Barbara Tuchman, in *The Guns of August* (about World War I), wrote this memorable description of the era:

“So gorgeous was the spectacle on that May morning when nine kings rode in the funeral of Edward VII of England, that the crowd, waiting in hushed and black clad awe, could not keep back gasps of admiration. In scarlet and blue and green and purple, three by three the sovereigns rode through the palace gates, with plumed helmets, gold braid, crimson sashes, and jeweled orders flashing in the sun. After them came five heirs apparent, forty more imperial or royal highnesses, seven queens – four dowager and three regnant – and a scattering of special ambassadors from uncrowned countries. Together they represented seventy nations in the greatest assemblage of royalty and rank ever gathered in one place, and of its kind, the last.”
Lenin, Stalin, Jack Dempsey, King Tut, Babe Ruth, Charles Lindbergh, Joe Louis, John Dillinger, Mae West, Eleanor Roosevelt, Joe DiMaggio were off in the future. Insulin and penicillin, the same. No one knew that the Milky Way was a spiral galaxy, nor that there were billions of galaxies in the Universe. No one could know that there would be two catastrophic world wars in the next thirty years.

In St. Joseph, Missouri, in 1913, the condition of the poor, and especially the sick poor, was deplorable. Dr. Daniel Morton, the father of the Social Welfare Board, had this to say: “When I came to St. Joseph in 1888, the sick poor of the city were cared for partly by the City and partly by the County, and there was constant bickering between the two over the matter. There was a city physician appointed by the mayor, and a county physician appointed by the county court. These officers were constantly quarreling over whose duty it was to attend a given sick pauper. There was a rule that any sick person residing in the city more than a year should be cared for by the county physician when sick and those less than a year by the city physician. There was no hospital in St. Joseph at all, and after hospitals were opened here, it was some time before arrangements were made with them to take care of the sick poor. The city maintained a brick house of several rooms on the west slope of Prospect Hill at the foot of what would be about Isadore Street, which was called the City Hospital. It was a miserable affair and was built soon after I came here and was maintained for a good many years. I visited it occasionally and it was enough to make anyone weep who had any heart. It was presided over by a man named Mike and his wife. They lived in a part of the house and there were two rooms for patients, one for women and one for men. Here the sick poor were assembled, those who had no place to stay, and here they were visited by the city physician, and here they were nursed by Mike and his wife, neither of whom knew anything about nursing. There were no facilities whatever for the care of the sick; it was simply a home to shelter them; it was in no sense a hospital. The county sick poor had no place to go or were taken to the county farm (in the north part of the county, the “Green
Acres” area). The sick poor were, therefore, taken care of in their homes, wherever they lived, almost entirely by the city or the county physician. This was the condition for a number of years after I came. The quarrel between the City and County went merrily on from year to year, each one endeavoring to make the other do the work because of the expense entailed therefrom.”

(St. Joseph was a city of 52,234 in 1890, according to the United States census. The 1900 census was totally unreliable and in 1910 it was 77,403, pretty much what it is in 2013.)

Dr. Daniel Morton was born in Russellville, Kentucky in 1864. His father and maternal grandfather were Methodist ministers. He came to St. Joseph in 1888 (age 24), after medical school at Louisville, Kentucky and an additional year of study at Columbia University in New York City. He was joined in St. Joseph by his two brothers, Joseph, an attorney, and Marmaduke, for many years the city comptroller. Dr. Morton was a professor of surgery for a time, soon after arriving here, at the Ensworth Medical School and Hospital, and an editor of the St. Joseph Medical Herald, which was published once monthly for over fifty years.

But his interests always encompassed more than medical practice. He was active in the “City Beautiful” movement in the early 1900s and contributed to the design of the parks and the boulevard systems. He was instrumental in the planning and building of the Noyes Home on Noyes Boulevard and the Memorial Home on Main Street. He was an early critic of the slipshod nature of the medical education of the time, and advocated for consistent and stringent rules for medical licensure.

Always, however, the plight of the poor was uppermost in his mind. He recognized that care of illnesses was only a part of what was needed. If he had had a mantra, it would have been “medical social service” — that phrase recurs throughout his writing. (This article will refer to his writings frequently. Unless otherwise indicated, he is the one being quoted. Also, the Social Welfare Board will be SWB).
He was aware of the St. Joseph Charity Board, established by the state legislature in 1897. It was the work primarily of then-Mayor L. A. Vories, who saw it as a way to depoliticize the care of the poor. Before that it had been a matter of trading alms for votes. The Charity Board had the advantage of removing charity care in large measure from local politics, but the disadvantage of dealing only with the well poor, not the sick poor. It did not have any social function, but attended only to urgent material needs. “It said to the hungry man, ‘here are some beans, eat them, and when you are hungry again come back and I will give you some more.’”

Through the first decade of the 1900s Dr. Morton spread the gospel of medical social service. His chief allies were Dr. Oliver Gebhart, Rabbi Louis Bernstein, and Nancy Dorsey. Dr. Gebhart and Ms. Dorsey were with the Anti-Tuberculosis Society, which was the most socially active of the local boards. They felt that they needed the help of an outside expert to give them some extra clout. They chose Francis MacLean of Chicago, who was president of the National Association of Societies for Organizing Charities. Mr. MacLean came to St. Joseph for several days in November 1911. He gave his report at a mass meeting “largely attended” on November 16. (It was sponsored by the Ad Club, which later evolved into the Commerce Club, and still later into the Chamber of Commerce). The report generalized about consolidation and coordination of services. “It did not contain anything new to us, but it did reach the social workers of St. Joseph, something we could not do.”

Thus armed, Dr. Morton set about formulating a bill to be presented to the State Legislature. Earlier, in 1908, he had presented a proposal to the Charter Committee to enlarge the Charity Board so it could care for the sick poor as well as the well poor, and that it be supported by the city and the county.

With more of the community behind it, a bill was presented when the Legislature met, and it passed, “backed by the Commerce Club, the Social Service Board, the YMCA, the YWCA, the churches of all denominations, and all the social agencies of the city. The only
opposition came from some politicians who saw what we were doing to them, and that passage of the bill would make it more difficult to exploit the poor for votes or money”.

Dr. Morton was the first President, and served on the Board until 1922. “As soon as I had assumed my duties as President, my troubles began. The politicians got busy. They refused to appropriate enough money for the work. I can never forget the first nine months. Every known resource of the disgruntled ones was exerted to destroy the Board and discredit its work and to annoy and harass me as its President and Chief Executive Officer. It was awful. If there is anything I have ever done that entitles me to a crown in Heaven, it is the work of that nine months in the face of a continuous enemy barrage.”

The SWB was first quartered in the County Courthouse. Dr. Morton: “Our first offices were in the basement of the Courthouse, southwest corner, in the rooms formerly occupied by the Charity Board. It was immediately under the County Court Room, which gave us the atmosphere of a political board which we could not shake off. We had only one room and it was wholly inadequate.” (Another observer called it “small, squatty, and evil-smelling”)

After a couple of years it occurred to William Crossland, the first executive director of the SWB, that Patee Market might be a good place to move. It belonged to the city and was currently underused. From the St. Joseph Gazette July 1915, reporting on a City Council meeting: “Councilman C.D. Radford declared that the welfare board should have better quarters.

“Say, the welfare board is doing wonderful work. We ought to like these people a whole lot for the effective manner in which they are distributing charity and making families self-supporting. So the board should have better quarters. It now has a dinky room in the basement of the Courthouse, which it has to illuminate with coal oil lamps and heat with an oil stove. The place is poorly ventilated and smells bad. It is the
best the board has been able to get and I think the city should do something.”


Instantly a mighty cheer went up and lasted for several minutes. Persons who investigated learned that what is considered a practicable plan for utilizing Patee Markethouse, which ever since its erection five years ago has been a white elephant on the city’s hands, has at last been promulgated.”

Dr. Morton: “We were finally given a few stalls in the extreme southwest corner of the building where nobody could see us from the street. And so we moved in the summer of 1916, the first board meeting being held there on August 8. We had to spend a little money to make the stalls habitable . . . we were away from the politics of up-town and the Court House.”

Patee Hall (Patee Market) is inextricably bound up with the history of the SWB and has a history of its own. The building is on a block donated to the city by John Patee, a pioneer businessman and benefactor (Patee House, Patee Park, etc.) The original building (1855), was a frame structure with open stalls, intended for market purposes, for hay, wood, and produce. A “Bird’s-Eye View of St. Joseph”, dated 1868 (possibly based on an aerial photograph), shows a one-story structure at 10th and Lafayette Streets, facing Tenth Street. When it had outlived its usefulness, the original building was razed. In early 1906, a number of merchants believed the block should still be used for market purposes. They formed “The Patee Market Improvement Club” and persuaded the City to support a bond proposal. The original plan was for a one-story building, but this was changed to two stories. According to Dr. Morton’s reminiscences, the second floor was the selling point. The National Guard was looking for an Armory and the Commander persuaded the promoters to add that floor. “We who were in the National Guard got out and worked for the bonds and secured about five hundred votes. I believe the issue would not have carried except for this, as the public
realized the futility of a market at this point.” It did carry, and the present building was completed in 1909. It utilized a portion of the old foundation. The first floor had open market stalls. The second floor was spacious, open, and high-ceilinged. The attic was interlaced with iron girders and not usable for storage. For legal reasons, the “market” nature had to be retained, so there is a stone inscription, “Patee Market”, on the Tenth Street side, and a stretch of cobblestone pavement remains on the west side. An old postcard shows a wide sloped roof over the sidewalk, and a horse trough, donated by the Humane Society, well out in the roadway of Tenth Street. As horses disappeared from the scene and automobiles became more of a menace, this had to be removed.

In August 1918, a committee met to redesign the market stalls into offices and by the next year several other agencies joined the SWB: the Visiting Nurses Association, the Red Cross, the Anti-Tuberculosis Society, the laboratory of the City Health Department, and the Associated Charities workroom.

The second floor was used for military drills, dances, basketball games, and meetings of sundry types. In 1920 it served as a temporary isolation hospital for acute influenza cases. The purpose was to keep them out of the other hospitals and away from non-influenza patients. There already was an “isolation hospital,” Sunnyslope, but it had limited space. There were 120 beds (cots) at Patee Hall, and they were occasionally full. There was understandable concern because of the devastating epidemic of autumn 1918, when literally tens of millions worldwide died of influenza. Luckily the virus of 1920 was less virulent and deaths were relatively few.

Patee Hall had been renamed “Community Hall’ and was called Community Hall for a considerable period of years thereafter, but the old name gradually reasserted itself, probably because “Patee Market” is carved in stone and prominently displayed near the entryway. No one calls it Community Hall any more, nor perhaps even remembers that name.
The remodeling of 1918 was followed by years of physical neglect of the building. During World War II the second floor was used by the military for storage, overnight housing, and the like. There were a couple of “cages”, probably for minimum security purposes, e.g. AWOLs. After the war the second floor was less and less used and ultimately declared unsafe except for storage. In 1966, fifty years after the SWB moved in, the Public Works Director recommended that the building be condemned. “No funds for repair are available” and “if repairs are not made, it places the City in a position of maintaining a building that would quite possibly be condemned if it were privately owned”. Katherine King, who was then executive director of the SWB, responded with a letter to the newspaper the next week: “Nothing has been done to keep up Patee Hall since this writer started working there over 30 years ago. We believe that Patee Hall could be made into an attractive and useful building. Perhaps it wouldn’t be in the present condition if City Fathers had made much needed repairs from time to time”.

Patee Hall was a political hot potato for another remarkable twenty-five years. The SWB moved out for a time, to the Corby Building, from the spring of 1974 until October 1974. The Corby Building was then an office building, and the move proved to be uncomfortable, both for the SWB clients and for the businesses in the building, so it was back to Patee Hall. Except for this brief period, and for the early years 1913-1916, the SWB has always been in Patee Hall.

In the ‘70s and ‘80s, there were plentiful recommendations about what to do: 1) Move to any one of several downtown commercial properties which were currently available. 2) Move to a cavernous structure on St. Joseph Avenue (the old bus barns). 3) Move to a part of the Buchanan Building at the State Hospital. 4) Move to Carder Hall, on the Heartland West complex (no longer there). 5) Build a new structure in the Civic Center, south of the City Hall and fronting on Francis Street. 6) Raze Patee Hall and build a new structure on that spot, and 7) Rejuvenate Patee Hall.
While a decision was in limbo, pigeons had free access to the second floor and sometimes visited the first floor. Leakage from an upstairs bathroom had saturated a wall, and on some days potpourri was necessary to mask the urine odor. Heat came from an outside boiler, which sometimes froze. Nurses used space heaters, but had to alternate for fear of overloading the circuits. Paint peeled, plaster fell, and cockroaches visited the break room. In 1990, a window crashed to the sidewalk. The stairs to the second floor were wooden and lacked hand rails. The second floor had long been declared unsuitable for use except storage, and cartons of files, some dating from the 1940s, were piled on the floor.

In spite of this nightmare, the City Council in January 1990 voted for rejuvenation. An engineer’s inspection disclosed no structural, termite, nor asbestos problems. A good architectural plan was chosen, and when the remodeling was complete, the SWB, as well as Public Health and other agencies, had a handsome home. The building looked better than it ever had, with accentuation of the brickwork and the graceful arched windows. In the entryway atrium, an elevator replaced the old railless stairway and the old tinwork ceiling was preserved.

Back to the early days of the SWB: Dr. Morton soon started on the next phase of his plan, which was to enlist the voluntary services of local physicians. He appealed to the Buchanan County Medical Society to request its members to see welfare patients, free of charge, on a rotating basis, according to each doctor’s area of expertise. In those days that included obstetrics, pediatrics, general surgery, eye, ear, nose, and throat and nervous conditions. The Medical Society was understandably hesitant but finally agreed, with about two-thirds voting in favor. A committee of doctors met with the Board to indicate this acceptance.

The system which was thereby adopted, with some adjustments through the years, is still in operation today. A salaried physician took care of the day-to-day functions of the clinic (since the last salaried physician retired, this responsibility belongs to advanced practice nurses). Hospitalized SWB patients were taken care of by community
physicians, according to specialties, on a rotating basis, without charge. Ambulatory patients were (and are) seen in private offices or at “polyclinics” at the SWB, usually once a week for the more popular specialties. When tonsillectomies were in vogue, they were done on Mondays, sometimes dozens in a day. A few years in, after the Noyes Hospital was up and running, polyclinics for hospitalized patients were held there.

The early years of the SWB featured a gradually growing appreciation of what the community could expect and what the SWB could provide. Besides medical care, the Board saw to emergency food supplies, second-hand clothing, boots and shoes, and transportation of various kinds. In April 1916, the SWB bought a wagon and a team of horses for its farming operations. It paid $225 for the horses, $30 for the wagon and harness, and $28.50 for the plow, harrow, collars, and curry comb and brush. The farming was done on fifteen acres south of the city, and a few acres at the City Cemetery, just north of Krug Park.

From the 1920s to the 1970s the SWB had various automobiles. In the early years the clinic physician made lots of house calls. The executive director went to the hospitals daily to check on SWB patients. As early as 1923, the SWB automobile, a Ford, collided with a truck at Ninth and Edmond. The damage was slight and nobody was hurt. In later years, an automobile was needed for occasional transportation to the Ellis Fischel Cancer Hospital in Columbia and the Tuberculosis Sanatorium in Mount Vernon. Progressively, alternate modes of transportation were worked out and the SWB no longer has an automobile.

In December 1925, a burglar or burglars broke into the building via a window on the alley side, and stole cash and checks from the Executive Director’s desk. The newspaper labeled the burglar the “world’s meanest man”, since the theft was just before Christmas and the cash and checks belonged to clients. Seventy years later, October 1995, another break-in, probably through the same window, was for electronic equipment. An alarm system was installed thereafter, and perhaps because of that there have been no more robberies.
As the Roaring Twenties ended, the SWB was settling into its stride, but that ended when the Great Depression arrived with no warning. Calls for help arose from all sides, and at the same time resources for help dwindled. The SWB would be stressed to the maximum for the next decade.

A Citizen’s Committee was put together in October, 1931, comprising one hundred thirty-five people from all areas of interest, one hundred twenty-one men and fourteen women. They were divided into five subcommittees: Employment, Material Relief, Child Welfare, Character Building, and Health. The consensus opinion was that for efficiency the work should be funneled through the SWB. It is reasonable to think that health care was a minority of the Board’s mission during those years. A part of the second floor of Patee Market was converted into a “drying and canning room”, where volunteers preserved fruits and vegetables in Mason jars. Another room was a sewing room, primarily for repair of donated clothing. The SWB was the distribution center for coats and shoes, which were in great demand. There was a day nursery on the first floor for the children of working mothers, staffed by women from local churches on a rotating basis (although many people objected to women working if they were married to men with jobs).

Seeds were distributed for establishing gardens in vacant lots. A part of the City Cemetery, north of Krug Park, was given over for gardening (the SWB was responsible for “pauper burials”, and still has a role, although they are a rarity now). The SWB had a satellite office in the South Side, 105 West Missouri Avenue. A farmer from south of town donated his entire crop of turnips one year. In April, 1937, a railroad donated two carloads of grapefruit, and eighteen hundred were distributed. A County Judge at the time intimated that grapefruit were for the higher classes, and the needy probably wouldn’t eat them.

The Chicago, Burlington and Quincy Railroad donated old ties and wood scraps for fuel, for those willing to saw them up. They had a “wood yard” at Fourth and Patee, and often forty men were working there at a time. But wood burned rapidly and coal was usually preferred. “Coal”
seemed to be the dominant word in newspaper headlines during cold weather. One-half ton of coal cost $3.50, and was often donated. Keeping people warm in winter was one of the SWB’s primary responsibilities.

A vexing problem was what to do about “transients”. Every town of any size had its “Hooverville”, a settlement constructed of tents, crates and cardboard. The occupants were penniless and refusing them help was never really an option. Years later the same problem would come up again with illegal aliens. The SWB would sometimes provide bus fare to get people back to their homes, but on the other hand, requests came in from welfare agencies from as far away as California and New York, asking for help in getting people back to St. Joseph.

Another problem had to do with Works Progress Administration (WPA) workers. It became obvious that WPA wages were inadequate for a family of four or more. (In 2013, a minimum wage job - or two or three - is no guarantee against poverty.)

In spite of all efforts, people were desperate. One day in 1932, the Patee Hall janitor found the dark red cover of the “Daily Worker”, the voice of the American Communist Party, glued to the wall of the men’s bathroom. It was preserved and incorporated into the minutes of the SWB that month. (Communism had a lot of support in this country in the 1930s).

People were feeling desperate and since aid was being funneled through the SWB, it was targeted for complaints. A man working as a volunteer was assaulted one day in 1935. His assailant had some other charges against him, and had to do some jail time.

In October, 1935, a crowd estimated at fifteen hundred gathered at Patee Park. They went along Tenth Street to the City Hall, to find policemen with tear gas already present. The crowd dwindled to three or four hundred while a few spokesmen met with the City Council. Almost everyone decided to go home, but a remnant of ten returned to Patee Hall and broke into the anteroom. There they were met by an
equal number of policemen. It was then 2 A.M., and after some discussion, the protesters decided to go home and reassemble at 7 A.M. Whether or not this happened is not recorded.

In spite of everything, the community and the SWB survived. The citizens of the County, to their credit, twice passed bond issues (in 1936 and 1938), each for about $300,000 for relief purposes.

By virtue of such acts, private charities, various federal initiatives, and ingenuity, the community and the country weathered the storm.

The Depression was immediately followed by the Second World War. Gardens became “Victory Gardens.” The armed services took in over forty percent of active physicians. Elderly doctors postponed retirement or came out of retirement, but the manpower shortage was acute throughout the war. The SWB policy of patient care by the community physicians without charge was put to the test, but it survived intact.

In 1946, the first of the government programs for the needy since the Great Depression went into effect. That was the Food Stamp Program, and after many modifications is still active. Also in 1946 the structure of the SWB was altered for the first time since it was founded, so that there would no longer be any distinction between city and county patients – the SWB would care for all.

Newspaper clippings and SWB minutes from the 1940s to the 1970s show a somewhat monotonous pattern of a steadily growing clientele, scrambles for funding, and arguments between the City and County over what each should contribute. Definite proportions for the city-county allotments were never established, probably wisely. Usually it has been about two-thirds City and one-third County, sometimes sixty-forty. Despite many fiscal cliffs, both entities have come through when the chips were down, to their credit.

Before 1980, the majority of time at Board meetings was spent reviewing and approving individual patients’ bills from hospitals, nursing
1904 - Missouri National Guard

DANIEL MORTON, M. D.
Chairman Entertainment Committee

Dr. Daniel Morton
at his retirement
Patee Hall from 10th & Lafayette Streets. The sign in the window says “Meat Market” and “Canada Bacon”.

Patee Market is in an area of St. Joseph known as Patee town, which also encompasses the Patee House Museum. The market sits at Tenth and Olive Streets, and is today used for city and health department offices. Its original use was as a market for farmers to sell produce and livestock. There are many differences between the building as it appears today and as it was depicted in this c 1907 postcard. (From a preliminary architectural drawing) Note the horsedrawn paddy wagon in front of building.
Patee Hall from 10th & Olive Streets. It shows the horse trough on the far left.

Patee Market horse trough, donated by the Humane Society in 1905, well out into the roadway of Tenth Street. As horses disappeared from the scene and automobiles became more of a menace, this had to be removed.
25 Kiddies Live Their Days in Wholesome Fun At the New Day Nursery

Two Sets of Twins Among Kiddies at the Nursery

While Mothers Work They are Well Cared for at Community Hall—Playground Opened—Several Things are Needed; Can You Help?

There are now twenty-five youngsters at the day nursery at Community Hall daily. Two are small babies and must have especially prepared food which the new nurse, Miss Christina Johnson, provided by the Visiting Nurse association, looks after. Milk is supplied by the baby welfare dispensary for these two babies. The other children, ranging in years from 1 to 19, are looked after all day but need no special attention.

Among the most interesting tots at the nursery are the two pair of twins. The accompanying picture shows Josephine and Geraldine Fleming and Helen and Hazel Hamilton. The first pair are 3 years old and the second 2. They are very attractive youngsters and at once delight their caretakers with their friendly dispositions.

Most of the children at the day nursery are absent from the home. At best the babies were left with a more or less disinterested neighbor and care was lacking, certainly. Many of the mothers were compelled to become wards of the city or county just because there was no way to look after the children so they could work out. The day nursery is reducing the number of...

guerite Throop and Miss Johnson, the nurse. Clubs and societies said two women to the nursery each day to assist in caring for the children. The committee oversees the work of all the regular and volunteer workers.

Last Thursday some of the members of the committee cut out and made a few aprons for the babies. It is planned to provide aprons for all the children, and the first thing each morning when the youngsters arrive at the nursery, they are bathed by Miss Johnson and dressed in clean clothing. Next Thursday all the members of the committee are asked to come prepared to sew and more of the aprons will be made.

Miss Johnson has requested that each child be provided with a toothbrush. This means that two dozen toothbrushes for children are needed at the nursery and it is desired that someone present the brushes. Another need is five nursery beds. One was presented to the nursery last week. A dozen single bed sheets and a half dozen pillow cases are needed. Towels, tea towels, wash cloths and paint for the playground fence are also needed.

Please! A Load of Sand

And the sand pile! It is desired that some sand company donate a load of sand for the children. At present they are digging in the dirt in the playground and several clean sand piles are needed.

Jams and jellies could be used to good advantage for the afternoon luncheon for the youngsters. Thursday will be "shower day" for the social service committee. Each woman will bring some little gift to the nursery to supply some of the needs.

The nursery is one of the biggest undertakings of the social service department of the federation. It was attempted at first merely to find out if the need for such an institution was such as to make it worth the effort. It has been found to be much needed and will of course be continued. One of the women, who pushed the thing hardest in the beginning, said yesterday that one visit to the nursery would convince anyone that the nursery was filling a definite purpose in the city's life.
Woodyard Ready for Fall Activities of Welfare Board.

Shown above is the Social Welfare Board's wood lot just west of Community Hall, where fuel is being prepared for fall and winter consumption. Activities on the lot were started within the last few days and will be increased with cooler weather. In the photograph are two trucks which are used in hauling wood to the lot. The wood is obtained from trees which are felled either by clients of the board or by tree experts when their services are necessary. The Welfare Board is anxious to get all of the wood possible, said Mrs. Mildred Muir, executive secretary of the Welfare Board, as much fuel will be needed this fall and winter. The wood is prepared on the lot and then allotted to families who are given relief. To saw the heavier logs crosscut saws are used, and for the other work, the old-fashioned bucksaw. Man power is used, rather than machinery, in preparing the wood for stoves.
Dr. Jose Raphael with a patient and children at a Social Welfare Board clinic, which is overextended and underfunded.
Social Welfare Board of
75-year-old clinic still meeting needs

By CINDY CLARK
News-Press/Gazette Staff Writer

In its 75th year, the Social Welfare Board of Buchanan County is one of the oldest medical clinics supported by volunteer physicians in the United States, according to Loah Stallard, director.

"We're seeing a rapid growth in the last few years of similar free clinics for low-income patients throughout the country," she said.

"It's a unique situation," said Dr. John McDaniel. "This is a very effective way of dealing with care of the indigent properly. McDaniel has been involved with the Social Welfare Board since 1947, and has been a board member since 1982. He also founded the cancer detection center.

Stallard and McDaniel said the Social Welfare Board was pioneered by one man — the late Dr. Daniel Morton.

"Dr. Morton was an extremely farsighted individual," said McDaniel. "He was way ahead of his time. And there was practically no precedence for the type of public health organization he envisioned."

Stallard added, "Dr. Morton recognized the importance of city/county cooperation in caring for the sick.

"The whole problem is getting physicians to cooperate and government to support it, which he was able to do."

The clinic was opened on June 24, 1913. According to a pamphlet written by Morton, the first Social Welfare Board office was located in the basement of the old City Hall building, which was on the northeast corner of Second and Edmond streets. In 1916, the clinic was moved to Patee Hall, which was then known as Community Hall.

It was in 1929 that several other agencies were brought into Community Hall, including Associated Charities, the Tuberculosis Society, the Visiting Nurses Association, Polyclinic and the Board of Health Lab.

For 15 years, Katherine King served as director of the Social Welfare Board. She served just prior to Stallard.

Information recorded by Morton shows that physicians in St. Joseph were not always as generous with their time as they are now.

After struggling with the problem for about a year, the board of directors finally was able to adopt a rotation schedule that the physicians would accept. However, in later years, new physicians were eager to donate time to the Social Welfare Board because it was a requirement that they work there for a year before being accepted as a member of the Buchanan County Medical Society and the hospital staff.

That requirement has since been outlawed and doctors now donate their time to the clinic.

"I think it should be an obligation to care for people who can't provide medical care for themselves," said McDaniel.
Cures health-care gaps
Caseload increases with expanded services

At this time of celebrating 75 years of serving Buchanan County's indigent, the Social Welfare Board, located at Palae Hall, is enjoying a feeling of security.

"We can always see additional needs, but I think we're providing fairly complete service to the people," said Noah Stallard, director.

With the increasing support of the city and county government, along with new support from local health agencies, the Social Welfare Board has been able to expand to offer a comprehensive health service.

Stallard said the Social Welfare Board's medical clinic offers treatment to all ages and all diagnoses not covered by other health providers. The main purpose of the Social Welfare Board is to address health promotion, health maintenance, health education, and coordination, and continuity of care.

Since she began duties as director in 1979, Stallard has been instrumental in expanding the clinic to include not only medical attention for ill patients, but clinics promoting good health.

New programs offered by the Social Welfare Board include an arthritis clinic, diabetes education, health education, a cancer detection clinic, dental clinic, patient advocacy programs, an FEMA food program and a food pantry.

Stallard also reported that clinic space has more than doubled in the past 10 years. There have been the addition of two new dental rooms, a new medical examining room, an area for the food pantry and an intake interview area.

Patients seeking medical aid at the Social Welfare Board are initially seen by Dr. Jose Raphel. The director added that many of these patients are referred to a specialist. There are currently 94 physicians, dentists and optometrists who volunteer to see these referral patients.

"Our medical services would not be possible without the cooperation of these doctors," said Stallard.

Also on staff are three nurses, a clinical nurse specialist, nurse practitioner, dental hygienist, dentist, health educator and dietitian.

Current board members include Harold Thomas, president; Allan Lowenberg, vice president; James Quinn, treasurer; John McDaniel, secretary; William Rosenthal and Judith Giddens. Ex officio members are Mayor Blair Conley and County Commissioner Sidney Johnson.

Stallard added that it is an advantage for the Social Welfare Board to be located in the same building as the other public health clinics. Referrals are made daily to these various clinics.

In the nearly 10 years that she has been at the helm of the Social Welfare Board, Stallard has seen the patient caseload increase steadily. In 1979, 5,127 patients were served. In 1987, about four times as many people — 15,057 — were seen.

The increase in caseload, according to Stallard, is due to an employment swing toward service jobs, such as waitresses and store clerks, or part-time jobs. She explained that many of these types of jobs do not offer health coverage or if they do, the coverage does not extend to family members.

"Many of these people don't qualify for Medicaid," Stallard said. "And Missouri is one of the most restrictive on Medicaid."

Even though more people are pouring through the doors, the city and county have increased their support to meet these needs and to allow the Social Welfare Board to update and expand services. Funding has increased approximately 4¾ times. In 1979, the Social Welfare Board was allocated $36,000 from the city and $20,000 from the county. In fiscal year 1988-89, the city allocated $180,756 and the county allocated $75,000.
Our opinion

PATEE MARKET SERVES US WELL

Historic preservation advocates have had their share of disappointments over the years in fighting for their cause in St. Joseph.

Hotels and other businesses, private homes, public buildings — all have passed from the scene. For a preservationist, that day comes too soon when a building has significance as an architectural treasure in its own right, as a contributing structure important to a historic district, or because significant events or people can be directly tied to the structure.

The reasons why a building meets a premature fate are varied. They include neglect that has left it unsafe and a danger to the community, lack of funding needed to undertake a restoration and lack of community interest, among others.

We would add one more significant reason: Lack of a well-defined use going forward that makes economic sense.

This week, the Patee Market Health Center at 904 S. 10th St. will mark the 100th anniversary of the Patee Market building, which itself replaced an 1859 frame structure. Both initially were used for what the name implies — as a public marketplace for products such as farmers’ vegetables, wood, hay and more.

Over the years various agencies have occupied the building at 904 S. 10th St., including Army and National Guard units during World War II. It also has hosted a youth recreation center. Public health offices have been located there for more than 40 years.

In the late 1980s, an enlightened City Council approved a nearly $2 million renovation to modernize and expand spaces available for the City of St. Joseph Health Department, the Social Welfare Board and, since 2002, the Youth Dental Clinic. The work was completed from 1993 to 1995.

We reflect today on the Patee Market building: an asset to our city that has had a consistently important role in the community, even when that role has changed. It would have been a big mistake to walk away from this significant structure in the 1980s. It was built to last, and built to accommodate significant public uses. To the city’s credit, we have fully exploited its potential for a century.

Other valuable buildings still struggle to attain a secure future, and as we said, the reasons are varied. But we return to our core belief: A building with a purpose stands a much better chance of getting the necessary public support, funding and timely action needed to ensure it has a long-lasting future.
Happy National Doctor's Day
To the caring doctors who give of their time and talents to the patients of the Social Welfare Board, THANK YOU! Your commitment is greatly appreciated.
We would like to acknowledge the following doctors for the service they donate to the less fortunate:

Aladin Altabeie, MD
Jose R. Alavez, MD
Edward H. Andrews, MD
Norman B. Baker, DDS
Gregory Scott Badner, DO
Amy Babick, MD
Nicholas Bingham, MD
Alejandro J. Bichler, MD
Derek Bichler, MD
Aaron Shelly Book, MD
Muhammad A. Boyne, MD
Nancy L. Brosh, MD
Lisa M. Brownman, MD
Jack L. Bridges, MD
William J. Brooks, MD
Scott E. Brown, MD
Susan H. Brown, MD
William I. Brun, MD
David Getman, OD
Jacob Christian, MD
Richard T. Cordes, Jr., MD
John Corate, DO
Claudia H. Costa, MD
Michael Cowart, MD
Tina T. C py, DDS
Uma Daud, MD
Elijah Davis, DPM
Svennayl Delskii, DPM
Michael D. DeFries, MD
Nita F. Dhingra, MD
Nod G. Diaz, MD
Wadd Dooly, MD

Dennis C. Dwyer, MD
John T. Dworetz, MD
Shanna L. Drake, MD
Kerjeon Dwayne, DDS
Paul Epp, MD
Robert E. Focht, MD
Scott M. Ford, MD
Nancy Gasparroni, DPM
Eric T. Gillard, MD
Keith Godding, MD
Ronnie K. Gooch, MD
Douglas E. Goodwin, MD
Donald L. Gostert, DDS
Robert R. Grant, DO
Russell Grimes, DPM
Chukwuochi, Gomu, MD
Vincent Guptas, MD
Lucinda L. Hayden, MD
Mohan R. Hindupur, MD
Trinity C. Hodges, MD
Jeffrey Holloway, DO
William G. Humphreys, MD
Anne A. Huscilla, MD
Robert C. Johnson, MD
Pamela J. Jungbluth, DDS
James L. Jones, MD
Scott L. Kahanamokul, MD
Mike Karpinski, MD
Benjamin Kroh, MD
David A. Kroop, MD
Nanda Kunchur, MD
Francisco J. Lamoglia, MD
Mark F. Lerner, MD
Phillip A. Lipin, DPM
W. Steven Long, MD
S. Chris Lowery, MD
Matthew L. Lukens, MD
Miguel M. Maks, MD
Francis P. Mccormick, MD
Scott E. McClellan, MD
David L. Mena, MD
Robert A. Millar, MD
Randall S. Mitchell, DO
Nell Mollen, MD
Larry A. Montag, MD
George M. Mullen, DO
James A. Murphy, MD
Scott A. Murphy, MD
Michael E. Neubert, MD
A. Scott Nelson, DDS
Chau N. Nguyen, MD
Jehn P. Olson, MD
Steven Or, MD
Robert A. Pacoulitis, DDS
Kirkon O. Pastan, MD
Bipes Patel, MD
Prakash B. Patel, DDS
Brant P. Paterson, DD
Steven Poplaw, MD
Ricardo A. Puente, MD
Rajappa Ramgott, MD
Curtis J. Richardson, MD
John F. Rosenblad, MD
Joshua L. Rosebrock, MD
Mark E. Schdle, MD
Arnold K. Shaver, MD
Nitin K. Sharma, MD
B. Chad Sheriff, DPM
Thomas R. Shetler, MD
Charles N. Shuman, MD
Annette E. Smith, MD
Bruce D. Smith, MD
C. Daniel Smith, DO
Edward E. Stevens, MD
Melody Stone, MD
Denis Sorens, MD
Lon G. Tan, DPM
Ronald W. Taylor, DDS
Attila Trochu, DDS
Robert F. Tuttle, MD
Cara A. Tross, MD
Padmanath Velugur, MD
Scott A. Wada, MD
Richard J. Walsh
Jeffrey W. Watkins, MD
R. Allen Watson, MD
Robert E. Wergeland, MD
Janet Woodworth, MD
Michael Wright, DO
Jaiming Yang, MD
Mark Zelke, MD
Sharon Zehnder, MD
Sherry X. Zhou, MD
Randi Zinkl, MD
Robert F. Zink, MD

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Welfare board struggling

By MARK SHEEHAN

Leah Stallard thumb through the Social Welfare Board's growing files and feels the heartaches of her patients.

There's Sandy, who doesn't want her real name mentioned. She's the mother of three children and the wife of a man who was beaten down by three heart attacks by the time he was 31.

Their only income has been his disability check from Social Security. But federal cutbacks will end that this month.

What won't end are her daughter's medical problems. Kidney ailments and high blood pressure complicate her medical picture to the point she can't have teeth pulled without a complete and costly physical workup. The young girl needs seven teeth pulled.

"We don't have any medical coverage," the worried mother explained. "The kids and I haven't had any for five years.

"But the welfare board is doing everything they can for us."

And there's Tom, who does part-time work now at the church. He doesn't want his real name used, either. He also can't afford medical treatment.

But a heart condition leaves him number needing doctor care jumped by almost 400. About 1,500 of the patients were coming to the board for the first time, Mrs. Stallard explained.

Emergency food allocations went to 661 people during the last six months of 1981. And while that was only an increase of 23 people over the same six months a year earlier, the number of allocations jumped more than 2,000 units through the same comparison period.

The board opened a dental clinic in April to help offset federal cutbacks. The program began with half-day clinics every other week, the board director noted. It is now weekly.

And she predicts the clinic will have to be expanded to a day-long session once a month to help clear a waiting list of some 60 names.

"The people we get in here are really trying," Mrs. Stallard said. "I know people think there are a lot of deadbeats down here. But there really are not.

"These people want to work. They're thankful when we are able to give them a lead to some job. They're really trying. The jobs just aren't there."

The statistics trace the Reagan Administration's plan to shift the load of social programs from the federal to state level. The caseload moved when Social Security trimmed 500 cases, the Aid to Dependent Children pushed working mothers away from benefits and the general relief program suffered similar tightening of guidelines.

The problem is making sure the local funding picks up the slack, Mrs. Stallard explained. The board's money comes from the city and the county, with the city winning the race of generosity. The city came up with $81,000 in Community Development money for the present fiscal year.

And the county funded the board to the tune of $25,000 last year. This year, the county's share is down to $20,000.

Meanwhile, expenses are growing, Mrs. Stallard said. It cost about $9,500 to run the board's programs a month in 1980. The 1981 costs climbed to about $11,500 a month, she said.

"The city has been very good to us," the board director said. "But you can see it's going to be very important that the city be able to respond to our needs now."
Loah Stallard with Mary Morton Hillix, Dr. Daniel Morton’s niece, who passed away in 2010.

Staff meeting luncheon led by Linda Judah.
homes and pharmacies. The SWB was completely reliant on funding from the City and County.

The 1960s saw the arrival of the enormous federal programs, Medicare and Medicaid. Medicare signaled the end of the SWB’s responsibility for those over sixty-five. This had a significant effect, especially in regard to hospitalization – before Medicare, a sizeable proportion of the SWB’s patients in the hospitals were seriously ill elderly people. On the other hand, predictions that Medicaid would mean the end of the SWB proved to be mistaken; on the contrary, outpatient numbers continued to grow.

All cities have experienced the loss of industries, but St. Joseph often seemed to be unusually snake-bitten. First affected was the livestock industry, and the vast sheds and holding pens emptied out. The brewers followed soon after, then Quaker Oats, Whitaker Cable Company, Meads, Stetson Hats, Friskies, H.D. Lee and Montfort Pork. The Sherwood Medical Company was devastated by the 500-year flood of 1993, and elected not to return to St. Joseph. Smaller firms joined in the exodus, and each departure left the unemployed in its wake. Most of the unemployed had no or inadequate health insurance, and did not qualify for Medicaid or other programs. They were part of the reason for the SWB’s existence, and they flocked there in ever-growing numbers.

Dental care for all ages has been an on-again, off-again program almost from the beginning. For many years it was limited to extractions only. Since 1981, with consistent funding from Community Development Block Grants (CDBG’s), a dental clinic has been in operation and provides the full scope of adult dental care. (Children have access to dental care since a Medicaid Children’s Clinic opened on the second floor of Patee Market in 2002.) Originally one-half day a week, the hours continued to increase and the SWB has employed a full-time dentist since 2003.

The “polyclinics” of the early years have evolved or been replaced with time. The Women’s Gynecological Clinic provides comprehensive
coverage; cancer screening with Pap smears, mammography and other modalities, family planning service, STD surveillance.

Other contemporary “clinics” include the Patient Advocacy Program and Case Management, started in 1989, which have the patients involved in all levels of decision-making, including medications, nutrition, employment, family dynamics, etc. Related to this is Crisis Counseling for short-term counseling. Diabetic food programs were supported by the Federal Emergency Management Administration until 2011. Diabetes education, glucometers and test strips for blood sugar are supplied through the assistance of a competitive grant of the United Way.

The SWB issued food orders and screened for all the local food pantries from 1913 until 2007. As recently as 1977 food costs made up a fourth of the SWB budget. Since 2007, all food card screening is provided by the food bank and food is no longer distributed by the SWB.

Tuberculosis, which had been a scourge of the young for many generations, became much more manageable with the arrival of effective antibiotics, and the state of Missouri consolidated its care of the disease at the Sanatorium in Mount Vernon. In the 1980s, HIV-AIDS became the dreaded disease of the young. Since the monitoring and care of communicable diseases are responsibilities of the Health Department, the SWB’s role in AIDS care has been limited.

More and more the Clinic has been seen as an ideal training site, for Missouri Western State University, several other universities, Hillyard Technical School, and Vatterott College in nursing programs and related fields.

The SWB has evolved more rapidly in the past twenty-five years than in the first seventy-five. The staff has grown from three or four in the late 1970s to forty or so in 2013, which includes part-time workers. In the same period the patient encounters per year have grown from 2,500 in 1977 to 28,502 in 2012. Adults lost Medicaid dental coverage in 1992, causing a big jump in the SWB’s dental program – around the same time there was a radical downsizing by State Hospitals in their inpatient
populations and many more people with significant mental and emotional problems sought outpatient help.

In 1996, Missouri reached a very important milestone, with a hearing in St. Louis regarding collaborative practice agreements involving physicians and Advanced Practice Nurses. The Missouri Board of Healing Arts, the Pharmacy Board, and the State Board of Nursing took part. Compromise and cooperation made it possible for Advanced Practice Nurses to diagnose and treat patients independently, with physicians offsite supervising the work and reviewing orders and patient records on a systematic basis. The first physicians involved in this program were Leanna Hoffman, Tyson Carpenter, Charles Mullican, and Donald Stallard. Currently Robert Stuber is the collaborative physician (Dr. Stuber has given the SWB more volunteer service than any other doctor, by far. He is the Director of the Clinic and President of the SWB Board.) Maureen Boyle is collaborating physician for the gynecological clinic. This collaborative arrangement has worked well and, with modifications, is still active. Missouri is one of twenty-four states with similar programs. Eighteen states allow APNs to practice without physician oversight; Iowa is the closest state that follows this philosophy.

A review of the types of organizations that have recently or are currently supporting the SWB gives some insight into the direction that medical care is taking – that of prevention and early detection, rather than urgent care of worsening problems.

The first cancer detection clinic was started in 1983, supervised by John McDaniel, MD, for identifying breast and cervical cancer, sponsored by the American Cancer Society. (Dr. McDaniel was a board member, and spent many volunteer hours at the Social Welfare Board.)

The Breast and Cervical Cancer Control Project (BCCCP), under the Center for Disease Control and Prevention (CDC) started in the early 1990s and is ongoing. The Susan G. Komen Foundation funds a screening program for breast cancer for women under age 50 and who are not eligible for BCCCP.
Another important milestone was reached in 1992 when the Board passed a motion to purchase a computer system and hire a full-time computer programmer. The SWB would become the first free clinic in Missouri to convert to an electronic medical record system in January 2011.

In 2002, the SWB joined the National Free Clinic Association and helped organize the Missouri Free Clinic Association that same year. Many benefits would be received from these two Associations.

The flood of 1993 caused the caseload to rise 21 percent in the first nine months of 1994. In 1995, the SWB received a one-year grant from the Missouri Department of Social Services to help fund associated flood costs.

What had been ample space in the 1990s began to be crowded as the 2000s advanced. In 2007 the quarters were extensively remodeled to accommodate the increased traffic. The acquisition of additional rooms on the second floor also helped. However, a visit to the clinic this centennial year leaves the impression that space is very much needed.

In December 2006, the SWB and Northwest Health Services submitted a joint application to the Bureau of Health to provide medical, dental, and case management services to the homeless. This submission was accepted in the spring of 2008 and the Homeless Outreach Medical Express Unit (HOME Unit) became operational in September 2008. The program immediately affected 650 people in Buchanan County, 56 of whom were street homeless.

In 2008 a five-year strategic plan for SWB was launched, with four primary goals: 1) Ensure stable funding, 2) Create competitive human resource package 3) Form community alliances, with a health care committee including members from all health-related entities, and 4) Continue to ensure patient care of good quality.

In 2009 for purposes of funding opportunities, the SWB formed “Friends of the Free Clinic,” a 501(c)(3) foundation to solely support the
Social Welfare Board through advocacy and fundraising. The FOFC also provides a vehicle for grantors and donors to fund the clinic that restrict their donations to 501(c)3 IRS designated organizations.

In June of 2009, the SWB was one of 22 free clinics in the country to participate in a web-based patient assistance program utilizing medications donated by pharmaceutical companies.

Other firsts: SWB is the largest provider of breast cancer and cervical cancer prevention and detection in Missouri. Through the Department of Health and Senior Services Show-Me Healthy Women (Missouri), the “Wise Woman” program, concerned with cardiovascular health education, was one of four clinics in the United States to pilot this program in 2004.

The arrival of the Triumph pork processing plant saw an increase in SWB’s clientele, both for pre-employment physicals, and for the interval before health benefits began. There was an increase in the Hispanic population, necessitating at least one, sometimes more, volunteer Spanish-speaking interpreters. In a precedent-setting move, Triumph agreed to pay the SWB $59.00 for each employee seeking a return to work permit or a pre-employment examination.

The patient-centered medical home concept arrived in 2010. The “home” approach involves coordination of services, physician, nurse, dentist, physical therapist, pharmacist, etc, to replace the fragmented approach that had been the rule for decades. SWB, Northwest Health Services, and Heartland Health embarked on such a program. As a result of the Buchanan County steering committee, an idea that originated with Dr. Stuber and the SWB’s strategic plan, the Community Access Network (CAN) came to fruition. The goal of the partnership was to demonstrate that population health can be positively impacted through the use of a health home model. The mission of CAN is for all uninsured adults living in Buchanan County have access to a Patient Centered Medical Home as recognized by the National Committee for Quality Assurance. (NCQA)
June 30, 2013 the SWB received the highest level of recognition from NCQA and the first for any free clinic in the country.

**Conclusion - Written 2013 by Dr. Stallard:**

Many things had to go well for the SWB to survive for a century, and to become the oldest organization of its type in the United States. To begin with, the original concept had to be solid. Dr. Morton had observed that the Charity Board of St. Joseph, established by the State Legislature, removed the care of the needy as much as possible from the vagaries of local politics; he used this Charity Board as a template to design an organization with broader scope, substituting the concept of welfare in place of charity. The SWB has eight members, three appointed by the Mayor of St. Joseph and three by the County Commission, the Mayor and Presiding County Commissioner serving as ex officio members. This has proven to be a durable and stabilizing arrangement. A list of those who have served on the Board through the years reads like a “Who’s Who of St. Joseph”. Longevity of service has been a hallmark. Dr. C.H. Werner was the “home physician” (and clinic physician) from 1918 until 1948. Julia Woodson Edman was on the board for forty years, and she was followed by Judy Giddens for another thirty. Bill Rosenthal served on the board for thirty-six years. Loah Stallard was Executive Director from 1979 to 2006. Carolene Pitthan was the all-time champion, with forty-four years as secretary. These are probably individual records, but there are many other instances of long service.

The location of the SWB, at Patee Hall, has always been pivotal. It is within walking distance of a sizeable proportion of the clients. At times, it is true, some have accomplished prodigious walking feats, arriving from as far away as Industrial City, the Belt Highway, and the farthest reaches of the South Side. (The reason was usually the absence of any other means of transportation.)

The plan for professional care that Dr. Morton worked out with the County Medical Society has been durable as well. For most of the years this featured a salaried physician for day-to-day activities, with
community doctors seeing patients on a rotating basis of one or two months, in their offices, at the hospitals, or at “polyclinics” at the SWB. Dentists, optometrists, podiatrists, and many other professionals have volunteered as well.

When the last salaried physician retired in 1998, primary care at the SWB transitioned seamlessly to board-certified Advanced Practice Nurses. This was a very significant transition; it is likely that broad-based community care will become more and more the nurses’ domain.

Another reason for the SWB’s success has been the high quality of the executive directors. With the exception of a couple of minor glitches, they have been outstanding. Dr. Morton was adamant that the director have a “sociological education”, which is understandable given that the early SWB had many functions other than medical. But with the passage of time the medical aspects have come to dominate and directors with experience in patient care are desirable. For the past thirty-five years or so the directors have been registered nurses with sociological degrees of various kinds.

In order to survive, the SWB has had to be resourceful and agile in adjusting to the sometimes dizzying changes that characterize medical care. Alternate sources of funding, public and private, have had to be pursued energetically. It became necessary to master the vexations of grant writing. The SWB was one of the first free clinics to switch to electronic health records in the country.

For a century, the hospitals of St. Joseph, starting with Ensworth, through Sisters, Noyes Baptist, Missouri Methodist to Heartland, have given their share and more. For a century also the St. Joseph newspapers, The Gazette (as long as it existed) and the News-Press have been unfailingly supportive.

From time to time, however, the SWB has been pressured to go out of existence. As early as 1914, a measure was presented to the State Legislature to freeze the salary of the executive director at one-half, reducing the annual salary from two thousand dollars to one thousand.
If adopted, it would have essentially killed the SWB, but it was not adopted. At the legislative session that created the SWB, a companion measure to provide funding by a mill tax levy was also adopted, but this was challenged in court and ruled as unconstitutional. It was pursued through the court system and eventually in December, 1913 the Missouri Supreme Court confirmed it was not constitutional. Dr. Morton was miffed at this outcome, but in retrospect it may have served to keep the SWB on its toes, having to appear twice a year before the City Council and the County Court to request funding.

In 1937, a proposal was made in the Legislature to do away with the SWB, and to supplant it with a County Welfare Officer answerable to the County Judges – this too was turned down. In 1971 the City Council considered a motion to discontinue the SWB and turn its duties over to other local entities. At other times, the SWB has been invited to merge with, or be absorbed by, bigger organizations.

Each time, the realities of what is involved in caring for those who cannot adequately care for themselves have served to discourage such changes. Perhaps the chief reason the SWB has survived so long is that it has kept the message simple: “Let the good of the patient come first.”

Figure 1: Clinic logo developed through a student contest in 2007
Funding and Program History: (amended September 2022)

- In the early years of the SWB, the majority of funds of SWB came from City and County government – traditionally City 60%, County 40%
- In the 1980’s, the SWB started to apply for and receive grants.
- Hospital Subsidy Funds (from Missouri Department of Health) – 1980-2003
- Dental Clinic – 1981 to *2022 – continued to add hours. Paid for by Community Development Block Grants, patient donations, grants from foundations such as the Enright and Messick. Dr. Kirby Hatcher was the first dentist – increased from one day three times per month to full time in 2004. Missionary Dental Clinic added in 2012 (one night per week) – started by local churches, using local volunteer dentists and church members to staff the clinic, but closed in 2014.
- Arthritis Clinic - 1989 - volunteer doctors. Supported by Midland Empire Arthritis Center – six clinics/year for patients with arthritis. In 2008 the Arthritis Clinic saw SWB patients at their office.
- Patient Advocacy Program and Case Management – 1989 - 1994 Supported by Campaign for Human Development, Catholic Conference. Received for several years.
- Diabetic Food Programs (Federal Emergency Management Agency – FEMA). Canned fruits and vegetables for our diabetic patients to improve their diets. In 2010 the funds transitioned to food pantries.
- Diabetes Education – American Diabetes Association and Buchanan County Medical Auxiliary; 2018 through *2022 Americas, Direct Relief and Baxter International funding.
- Tobacco Settlement Fund – For one year - $100,000. From Missouri Division of Social Services. For smoking cessation programs and new equipment.
- Crises Counseling services and short term counseling – (1992- 2002) paid by Heartland Foundation
- Licensed Clinical Social Worker (2008-2011) paid by Heartland Foundation
- Transportation - SWB paid for gas to medical facilities and bus passes for local travel. Money comes from operating budget - 1913 to *2022.
- Issued food orders and screened for all the food pantries in town 1913-2007
• Health Education Programs – 1983 ongoing – sponsored by the Buchanan County Medical Auxiliary and the Junior League of St. Joseph
• United Way Grant Awards –2003 – 2013 $131,135.00 for glucometer and testing strips for diabetic patients
• Catholic Charities – 2007, Capacity Building grant
• 2008 – 2018 - Contract with Northwest Health Services to provide integrated medical and behavioral services to the homeless ($320,000 annually)

Other grants received each year for general operating costs:
• Thanksgiving Fund
• Leah Spratt Trust
• Taylor Memorial Trust
• Bridwell Trust – to pay for dentures for patients who are working or willing to volunteer for the clinic.
• Enright Trust
• Hoffheimer Trust
• Messick Trust
• Lowenberg Trust
• De Priest Trust
• Training site for nursing students: Missouri Western State University, University of Kansas, University of Missouri at Kansas City, Vanderbilt University and Kaplan University
• Training site for medical assistants: Hillyards, Vatterott
• Service scholars from Missouri Western State University – 2 year periods
• Average of 3 AARP workers placed at clinic 20 hrs/week (for many years) – used for intake staff and health education classes. Closed in 2020 due to the pandemic.
• SWB paying partial hospital bills 1913. Paying for babies being delivered and two weeks nursing home care. Starting in 1989, patients asked to apply for Charity Care at Heartland Hospital. Patients of the SWB earning 200% or less the federal poverty level qualify for 100% write off at Mosaic.
• 75th Anniversary – November 2, 1988 – Planned by patients in health education classes
- Six optometrists started volunteering seeing diabetic patients for dilated eye exams – March 1988. Six ophthalmology and optometrist practices continue to assist the clinic’s patients.
- Gave $20 to open graves at city cemetery (Sunbridge) 1913 until early 2000’s
- APN’s – started seeing patients independently in 1988 after passing national boards while working in collaborative practice arrangements with physicians
- 2009 – Friends of the Free Clinic 501(c)(3) formed to solely support the SWB through advocacy, fundraising and a means to obtain grants. Social Welfare Board is a quasi-governmental non-profit agency without a 501(c)(3) designation and therefore without the aid of the FOFC could not compete for grants.
- 2013 – Exit interview process launched. Patients asked to give back to clinic by selecting one of the following: donate money toward cost of care; write thank you note to staff; take survey; share story; pay favor forward; create self-care plan.
- 2007 the Social Welfare Board’s dental clinic converted to an electronic medical record and for several years later added components such as digital x-ray, all paid through the Enright Trust.
- 2009 the SWB transitioned into an electronic medical record (EMR). In 2015, the clinic changed EMR’s from EHS to MD Rhythm. In 2022, the clinic changed its EMR to Athena, in order to maintain interface connectivity with the local hospital, Mosaic.
- Beginning in 2009 the Social Welfare Board became the first free clinic to receive accreditation as a Patient Centered Medical Home with the National Committee for Quality Assurance (NCQA). As of this writing September 2022, the clinic continues with this recognition for its high quality medical care.

**Gynecological Services:**

- 1983: Cancer Detection Clinic – supported by American Cancer Society. Started by Dr. John McDaniel with volunteer staff.
- Weyerhauser Employers Committee. Funded for 20 years.
• 1995-2003: Missouri Department of Health Family Planning Grant – birth control for younger women
• Early 1990 – *2022 - Breast and Cervical Cancer Control Project (BCCCP) through CDC funding
• 2004 – *2022  Wise Women – Lifestyle education to reduce risks of heart disease and stroke. CDC funded. One of four clinics in the country chosen to pilot Wise Women. Now the largest Wise Women program in Missouri.
• 2004 – 2015: Susan G. Komen Breast Screening and Treatment. For women under age 50 not eligible for BCCCP grant.

*September 2022

Addendum for the 2013 publication – by Linda Judah, Executive Director, written September 20, 2022

Remodeled space...mid-January 2015 the Social Welfare Board’s renovations were completed. The 4,967 square footage space on first floor now houses the agency’s Primary Medical Care and Gynecology clinics as well as the administrative staff. The former dental area was converted and divided into a conference room and maintenance room. The South-West wing of Patee Hall second floor was renovated to accommodate the Dental and Home Unit clinics. The Social Welfare Board and the Friends of the Free Clinic raised $205,000 for the remodeling project and the balance of approximately $300,000 was covered with Community Investment Program (CIP) Funds.

On May 7, 2015 the Friends of the Free Clinic hosted an Evening of Gratitude at the Buchanan County Social Welfare Board. The open house provided an opportunity for everyone to tour the agency’s newly renovated office space as well as thank our supporters and friends for the much appreciated support given to the clinic over the years.

The clinic has developed a robust website and converged all marketing strategies including television commercials, website, you-tube, print, face book and blogs. Each month leadership creates a Clinic Beat
Beginning in 2010 each year The Friends of the Free Clinic created as signature fundraising annual event for the Social Welfare Board called the St. Joseph’s Day event. Interesting historical topics were presented over time, such as learning about St. Joseph through a postcard collection; medicine in the civil war days, as well as The ‘Buck-a-Roo Roundup’ as well featuring performances such as the band *Under the Big Oak Tree* and the Cowboy poet. All proceeds help the Social Welfare Board fulfill their mission in providing health care to the underserved of our community.

July 2015 Changed GYN Women’s Health Clinic name to Westside Clinic, adding Title X Family Planning Services. Additionally, Westside provides early detection breast and cervical cancer screenings through partnerships with Show Me Healthy Women, Susan G. Komen, Mosaic’s Auxillary and Paint the Parkway Pink. In 2018 Komen shifted their focus to the KC markets.

From 2015 – 2019 the Social Welfare Board managed HEALTH (Helping Everyone Achieve Long Term Health), a program developed through the collaborative efforts of 26 social service agencies located throughout Buchanan County. The objective of HEALTH is to reduce the barriers that keep people in a persistent state of poverty through the assistance of a community health worker. HEALTH was funded through MOSAIC’s Community Connect grant. Each month a representative from each of the 26 agencies, have an oversight meeting wherein the outcomes, issues or needs of the programs are discussed. In 2019 the program transitioned to Community Action Partnership.

Every 3-5 years Social Welfare Board leadership, the SWB and FOFC Board of Directors come to together to create a relevant *strategic plan*. An outside facilitator that includes a review of the mission, vision, SWOT analysis, feedback from staff, volunteers and patients, typically guides the Strategic plan process. Updates follow:
Mission: To promote and provide timely quality health care to the underserved population residing in the City of St. Joseph and Buchanan County in a safe, respectful and compassionate manner through patient centered care.

Vision: To serve as a safety net health care provider for the residents of St. Joseph and Buchanan County living in poverty.

**Five strategic elements for the 2022-2024 fiscal years:**

1. Provide timely quality patient care, while increasing patient volumes to reach clinic capacity.

2. Maintain current funding streams while also pursuing other funding opportunities.

3. Improve how patient care is measured.

4. Maintain proper staffing while also prioritizing staff morale and communication.

5. Improve agency messaging.

Leadership monitors the quality of the agency’s services on multiple levels: management of disease processes; number of patient visits (scheduled, walk-ins and no shows); policies, workflows that incorporate staffing and the usage of the electronic medical record.

The Board values the staff and their hard work and therefore believes prioritizing staff morale in the strategic plan is crucial. Leadership identified the following objectives: Create primary mode of communication for all staff; cross train for all positions; sustain celebration committee; assign clinic manager to each department who will be responsible for daily huddles and facilitate process for effective communication among departments; monitor salary bases for all staff categories; offer educational offerings for staff; monitor employee
benefit package; improve the staff evaluation tool to include areas for subjective feedback; explore employer partnerships; create clinic kudos program and conduct an annual staff retreat.

Subsequent to the enactment of the Affordable Care Act (ACA) on March 23, 2010, the SWB board of directors voted to accept Medicaid in 2015. The intent of the ACA was that everyone with earnings up to 138% of the federal poverty level would be able to acquire Medicaid, however, through legal action both at the federal and state levels, Missouri chose not to expand Medicaid for Missourians. Hence an uninsured donut hole for the folks living between 19% and 138% was created as they could not obtain Medicaid or government health insurance.

In 2015 the Friends of the Free Clinic created a monthly engaged giving Life Changers program. A LifeChanger of the Friends of the Free Clinic is an individual who makes an on-going commitment of financial support, either monthly or yearly. A LifeChanger donor comforts fears, treats sickness, heals wounds, and restores lives of those less fortunate in St. Joseph, MO and Buchanan County through their support of the Friends of the Free Clinic and the Social Welfare Board.

From 2012 through 2020, the Friends of the Free Clinic (FOFC) had an account with the Community Foundation. This relationship provided an investment vehicle for donations made to the Friends of the Free Clinic serving as the FOFC’s virtual office for donor acknowledgments, thus, facilitating a national presence for the FOFC donations, grant opportunities and grant search assistance. As of 2021 FOFC is utilizing Network for Good, an online donor management platform that includes communication options for the clinic to use with their donors to show how their donations are helping the Social Welfare Board provide direct
patient care. Supporters can now choose the Friends of the Free Clinic-St. Joseph, MO when shopping on AmazonSmile.com. Amazon will donate 5% of the shopper’s purchase to the FOFC.

In December 2022 the Social Welfare Board’s is completing its 13th year as a Patient Centered Medical Home – recognized by the National Committee for Quality Assurance. As a NCQA-PCMH recognized clinic the Social Welfare Board is able to improve patient outcomes through the following 6 domains: team-based care; knowing and managing our patients through evidenced based care; patient centered access and continuity; care management and support; care coordination/care transition and finally performance measurement with quality improvement care. Requirements include reporting on 40 core criteria and 25 out of 60 elective criteria to NCQA. Why is all of this important? Because in addition to improving the patient experience and health outcomes, one can be assured through the PCPM-NCQA, designation the healthcare the Social Welfare Board provides our patients is TOP NOTCH!

The SWB continues to transform its operations to a Trauma Informed Care Clinic that began with an award from a national CVS grant. In October 2019, SWB held a staff retreat launching the agency’s Trauma Informed Care initiative. Benefits of being a Trauma Informed Care clinic include patients are given more opportunities to engage fully in their health care through trusting relationships with the Social Welfare Board team; ultimately improving long-term health outcomes. Trauma informed care changes the question often asked of people…from What did you do? To … What happened to you? Being a Trauma Informed clinic also helps reduce burnout among the Social Welfare Board staff, improve care for self and each other.

In March 2020, the COVID-19 PANDEMIC struck the world and our community. Initially, the Social Welfare Board adjusted operations to essential services only, created a COVID-19 screening station, isolation
room, initiated telehealth and provided personal protective equipment for all staff and patients as needed. Anyone entering the clinic was required to wear a mask. Two staff persons were furloughed for approximately six weeks. The clinic did not qualify for payroll protection funds through the CARES Act. The agency’s fundraising events were postponed several times, and finally cancelled: Trivia (by Rogers Pharmacy) and Life Changers (by the Friends of the Free Clinic). The Casino closed for nearly 4 months, thus negatively influencing the allocations from the County’s gaming fund. For at least 3 months, no core funding was paid to the Social Welfare Board from the County. However, the Social Welfare Board persevered, did not shut down operations and became part of the solution in helping the St. Joseph community stay staff throughout the pandemic. Over time, the following strategies were leveraged:

- December 24, 2020 become a COVID-19 vaccinator through the State of Missouri; March 2021 collaborated with Mosaic to vaccinate through their Community Vaccine clinic;
- Selected as one of the 100 free clinics across the US to participate in Project Finish Lines’ project...’Let’s end the pandemic together.’
- Added a Covid information line to the clinic’s incoming automated phone tree.
- Selected to work with Americares on a national initiative called ‘Reinforcing Confidence in Covid-19 vaccines’ through the Missouri Association of Free clinics.
- Secured funding from HRSA for Covid patient education, testing and vaccination referrals.
- Resurrected HEALTH 2.0 a community health worker program to assist with pandemic preparedness and reduce social determinate issues through funding from the State of Missouri.
- Selected to work with Americares on a national initiative called
‘Reinforcing Confidence in Covid-19 vaccines’ through the Missouri Association of Free clinics.

- Selected to receive funds through HRSA for COVID pandemic preparedness for our patients

In conclusion the Social Welfare Board as of 2022 is using many forms of communication platforms with our patients and the public that includes text messaging, telehealth, patient portals, after hours answering service through Mosaic’s call center with access to registered nurse advice. Patient satisfaction survey links are texted to patient, folks are able to access clinic services through an APP, the agency’s website provides clinic information, videos and other education. The agency also has a social media consultant who manages the social media platforms.

Dr. Bazee, began his dental practice with the SWB July 2010 and continues as of this writing September 2022.
Executive Directors:

William A. Crossland 1914-1917 (joined Army)

Position vacant 1917-1918

Eva M. Marquis 1918-1924

C.E. Poort 1924-1925

Mildred Muir 1925-1937

Rosanna B. Day 1937-1942

Jean Vories April 1942–1947

Betty Burri 1947-1948

Frances Willman (Grote) 1948-1953

Katherine King 1953-1967

Geraldine Bauman 1967-1972

Judith Brown 1972

Garland King 1972-1973

Family Guidance (Jean Brown) (contract)

Glenna Sevage 1974-1979

Loah Stallard 1979-2006

Linda Judah 2006-present