

Historical overview of welfare

We are like medieval physicians fighting the plague on a "case-to-case" basis without realizing the meaning of immunology or preventive medicine. We do not yet fully realize... that the essence of "salvation through social work" implies an environment for the client wherein treatment plans fit into the pattern of the client's life after he leaves the interviewing booth.

Written in 1936 by Sam Kellman, chair of the Michigan Federation of Social Agency Employees.



Courtesy of the State Archives of Michigan

In Detroit, unemployment forced this group of men to eat free meals of bread and soup at St. Francis Soup Kitchen in Tertiary Hall.

(Detroit News 12-4-30)

The first 150 years

The law under which the department of today operates was passed 50 years ago. However, the first legislation governing relief to the poor in this area was passed two hundred years ago.

The Northwest Territory was a region of 248,000 square miles extending from the Ohio and Mississippi rivers to the Great Lakes, awarded to the United States in 1783 by the Treaty of Paris and organized by the U.S. Congress in 1787. It included the present states of Illinois, Indiana, Michigan, Ohio and Wisconsin and part of the present state of Minnesota.

In 1790 the territorial government enacted a law requiring judges to appoint one or more overseers of the poor for each township. Their duties, in general, were to "take notice of all poor and distressed families and persons," affording them "proper and reasonable relief." In the area which would become Michigan the first overseers were appointed in 1801.

In 1805 Michigan became a separate territory and a new poor law was adopted which specified the territory as the responsible level of government. In the years which followed, responsibility for the poor was shifted from one governmental unit to another, generally traveling downward till it again reached the townships. The townships were too limited in size to efficiently administer the various welfare programs which eventually developed and by 1833 the counties had been assigned major responsibility.

In 1830 the territory enacted legislation authorizing the county boards of supervisors to purchase ground and erect a building to house the poor in each of their respective counties. Thus was established what would become the primary method of care for the poor for the next century. The state constitution of 1908 would officially change the name "poorhouse" to "county infirmary." A handful of infirma-

ries are still in operation in this state.

In 1837 Michigan was admitted into statehood. By then certain general lines of responsibility in the administration of public welfare had been drawn and the general field of public welfare was beginning to separate into particular types of welfare. The care of dependent children had become a special form of relief with apprenticeship as the method of care. Permanent care for adults was another form of welfare with the contract system of boarding out or the poorhouse as the manner of care. Temporary care for adults was still another form of relief with the township generally having responsibility.

In the years which followed, certain types of care began to be transferred to the state as it established institutions such as an adult correctional facility in 1837, an institution for the mentally ill and mentally disabled in 1848, a school for the deaf in 1854, a juvenile correctional facil-

in the place called Michigan

Courtesy of the State Archives of Michigan



Relief for the unemployed in Detroit.
(*Detroit News* 11-21-31)

Social workers are of necessity concerned with the maladjustments resulting from the failure of the economic system to function effectively in satisfying human wants. We used to think that these maladjustments were due primarily to personal failures, to negligence, to incompetence, to lack of responsibility, to ignorance. In brief, our ills — poverty, idleness, sickness, dependent old age, etc., were said to be due to the failure of the individual. . . . After these five tragic years, no one still seriously contends that the "good man can always get a job," nor that "the industrious have funds to meet the costs of illness."

Written in 1936 by William Haber, administrator of the State Welfare Relief Commission.

ity in 1855, a state public school for neglected children in 1871, a state industrial school for girls in 1879, a school for the blind in 1881 and a vocational school for the blind in 1904. Each of these institutions operated under a separate commission.

During this period Michigan social leaders began to realize the need for setting standards for the care of the poor.

In 1871 the Board of State Commissioners for the General Supervision of Charitable, Penal, Pauper and Reformatory Institutions was created. The principal duty of the board was to investigate annually all state and county penal, reformatory and charitable institutions; and it had the authority to inspect city and village jails and private institutions for the aged and disabled. In 1879 the name of the board was changed to the State Board of Corrections and Charities.

This was the first centralization of

authority for the supervision of welfare in Michigan. It is in this board that the department of today has its origins.

Laws governing a variety of welfare services and accompanying commissions to provide for their supervision were passed in the years to come. The first law requiring investigation of all poorhouses, jails and reformatories was passed in 1871; for inspection of child placing agencies in 1899; for licensing, inspecting and supervising institutions for the mentally ill and mentally disabled in 1903; for licensing of child caring and placing agencies in 1913; for licensing of family boarding homes, summer camps and boarding schools in 1919; and for appointment of county welfare agents — local representatives of the board — in 1919.

The many institutions and commissions being established were generally independent of each other and the townships, counties and state were all contrib-

uting to the confusion. It was apparent that a reorganization of welfare services was needed. A commission appointed by Governor Albert Sleeper in 1916 recommended a program for more effective state supervision and a county system of welfare administration. Nothing came of the recommendations of the Sleeper Commission at the time.

In 1921 the legislature attempted to consolidate the various state welfare boards and commissions under one administrative unit. Act 163 of the Public Acts of 1921 created the State Welfare Department and provided for a director and five commissions to be appointed by the governor with confirmation by the senate. The powers and duties of the State Board of Corrections and Charities were transferred to one of the new commissions, the State Welfare Commission. The five commissions were:

Continued on next page

It was nothing to drive down the streets for blocks and see in almost every one the possessions of people stacked at the curb as they, dispossessed, stood in silent resignation.



Rupert "Red" Kettle, Kent Co. DSS director
1952 -1970



Courtesy of the State Archives of Michigan

Courtesy of the State Archives of Michigan



Detroit unhappily led the nation in the bank closures of 1933.

Not many years ago there was a great barrier between private and public social work. Frank Bane expressed the separation when he once said, "Social Workers think that all politicians are crooks, and politicians think all social workers are crazy." Although an overstatement, this remark contains more than a kernel of truth regarding the former attitudes of both groups.

Written in 1936 by E. S. Guckert, President, Michigan Conference of Social Work.

The first 150 years (Cont.)

- The State Welfare Commission, responsible for licensing child caring and placing agencies, maternity homes and hospitals, family boarding homes, summer camps and boarding schools; appointment of county welfare agents; and inspection of county juvenile detention homes, county infirmaries, county jails and privately incorporated homes for the aged;
- The State Hospital Commission, responsible for inspecting, licensing and supervising public and private institutions caring for the mentally ill, mentally disabled and epileptics;
- The State Prison Commission, responsible for inspecting and supervising adult correctional facilities;
- The State Corrections Commission, responsible for the state industrial home for girls, the state industrial school for boys and the state training school for women; and
- The State Institute Commission, responsible for supervising the state schools for the blind and the deaf, the state public school, the state vocational school for the blind and the state home and training school.

Although the State Welfare Director was theoretically the executive officer of these commissions, as a matter of fact he had very little authority. His powers permitted him to sit in commission meetings but not to vote. As a consequence, no coordination of the various commissions was possible and confused, awkward and costly administration of services resulted.

The stock market crash of 1929 and the depression which followed brought an unemployment rate of 34 percent to Michigan. The care of these people was too great a financial and administrative responsibility for the counties and state to carry. Consequently, in 1933 there was created a State Emergency Welfare Relief Commission with broad powers for the administration of the unemployment relief program. During this same year a program of old age pensions was established within the State Welfare Department.

In 1935 the federal Social Security Board with its public assistance programs of Old Age Assistance, Aid to Dependent Children and Aid to the Blind was established. These new programs added to the already existing confusion in the administration of welfare. It was generally accepted throughout the state that a new

Courtesy of the State Archives of Michigan



Firemen help feed the hungry.
(*Detroit News* 11-28-31)



Lynn Kellogg (l.) and Fedele Fauri (r.) with an unidentified man on the boardwalk at Atlantic City circa 1938.

All applicants are existing at the present time in some manner. We must have information as to the present means of support. To fail to answer this question or to state that the applicant has no means of support is an absolute absurdity unless the applicant is, at the present time, on the verge of starvation.

Special Instructions for Investigators, Old Age Assistance Manual, 1935

welfare reorganization bill was necessary to effectively administer the welfare program.

Because of competing political agendas, no reorganization bills passed the legislature until 1937. The acts set up an integrated state and county department of public assistance, consolidating many of the state and local agencies; reorganized the State Hospital Commission as a separate department; created a state department of corrections and abolished the State Institute Commission, placing the state schools for the blind and deaf under the State Board of Education and placing the vocational school for the blind under the new state Department of Public Assistance. The acts had varying effective dates.

There existed considerable opposition to the new state Department of Public Assistance. Sufficient signatures were

gathered on referendum petitions to require suspension of the legislation creating the new department and majority approval of the legislation in a general election. Other acts passed at the same time went into effect at their specified times.

On November 8, 1938 voters disapproved the legislation which would have established a new department.

As 1938 drew to a close there were eight separate state public welfare agencies. They were the State Director of Welfare and the Old Age Assistance Bureau, the State Welfare Commission, the State Corrections Commission responsible for the Girls' Training School at Adrian and the Boys' Vocational School at Lansing, the State Institute Commission responsible for the Employment Institution for the Blind (these agencies were loosely joined together in the State

Welfare Department), the Michigan Crippled Children Commission, the Michigan Child Guidance Institute, the Emergency Welfare Relief Commission and the State Hospital Commission.

Similar circumstances had also developed in the local units of government. In every county of the state there were from six to a dozen relief units administering welfare, including superintendents of the poor, township supervisors, city welfare directors, county welfare relief commissions, old age assistance offices, old age assistance boards, soldiers' relief commissions, probate judges and county welfare agents.

It was in the midst of this near chaos that Act 280 of the Public Acts of 1939 was passed.

PLEASANT, INTERESTING WORK

Working for the government is as close to perfection as is possible. You are not under the pressure that constantly drives employees working in competitive businesses. The government building in which you work is usually beautifully planned, with up-to-date equipment. Your fellow government workers are happy, well paid and very congenial to work with.

From a 1943 Michigan Civil Service Bulletin



An early staff meeting. Standing, from left: Berniece "Sutty" Sutcliffe, Leslie Flowers, John Gambotto, Margaret Abent, Willis Oosterhoff, Harold Humphrey, Paul Conlin and Henry Barkema. Seated, from left: Barrett Lyons, Warren Houghton, Emmett Brenis, Lynn Kellogg and W. J. Maxey.



The Children's Statistics Section



The Children's Division. Ruth Bowen is at center.

Fifty Years of Excellence: 1939 - 1989

In 1939 a welfare reorganization bill passed the legislature.

Act 280 of the Public Acts of 1939 established a new State Department of Social Welfare, succeeding the former State Welfare Department, and a Bureau of Social Security. The State Welfare Commission continued to exist.

The act also established a Juvenile Institute Commission, succeeding the State Corrections Commission. The new commission was responsible for the operation of the Boys' Vocational School at Lansing, the Girls Training School at Adrian, and the Michigan Children's Institute (formerly the state public school) at Ann Arbor.

Already-established county welfare

departments were to continue to exist to administer the county programs, which included direct relief, county hospitalization and the county infirmaries. They were to be managed by county welfare directors.

The department was to establish a bureau of social aid in each county to administer state programs, which included Old Age Assistance, Aid to the Blind and Aid to Dependent Children. (Aid to the Disabled would not be added until 1950.) Managers of these offices were to be called supervisors.

It was to be determined by the county social services board whether these two agencies were to remain separate and distinct or be combined in one of two meth-

ods. If the board chose a consolidated operation, it would appoint one county welfare director but maintain two separate staffs to administer the two distinct types of programs. If the board chose an integrated operation, functions would be combined in a single agency administering both state and county programs.

Only a handful of counties chose an integrated system and even fewer a consolidated system. Most county boards chose the dual method, maintaining two separate agencies. This would not change appreciably until the 1960s.

Fedele Fauri was supervisor of the Bureau of Social Security when he was appointed director of the state department

Continued on page 8



Personnel director Warren Houghton with Helen Shelb, his secretary, who later became Mrs. Houghton.

Jan. 26, 1939

Mr. Elmer W.
Mt. Morris, Michigan

Dear Sir:

We have a communication from the Supts. of the poor of Genesee Co. that you had asked for aid in the berial (sic) of a child. They listed some people you owed and had to pay as an excuse you gave that you couldn't take care of the 25.00. If you are getting 85.00 a month it looks to us that your money could be spread around and each one paid a little less and you could handle this your self and would rather do it then (sic) to have the tax payers up here have to pay it for you. I would like to hear from you as soon as possible what you can do about it.

Very truly yours,
Sec'y., Crawford Co. Supts. of Poor



The IBM Room.

When I started out a high caseload for ADC was 30 to 40 cases. I got \$125 a month as a case worker. Then it happened just two months after that I went to \$150 a month, and I thought I was rich. Bought a new car on time — a Plymouth.



Donald J. Fields,
DSS Employee 1947-1980



The File Room.



Standing, from left: Harold Humphrey, Clare Davis, Hollis Rigtrink and Mr. Grominkl. Seated: Agnes Archer and John Gambotto.



The Statistical Department.



A typical office in the 1950s.

(In the 1950s) the central office was made up mostly of files. Everything had to be mailed in then, all the authorizations and transactions and changes on clients' grants. It was a tremendous effort, keeping all those files up-to-date. There were no quality control auditors then, no internal auditors. Everything was just managed from those files. And if there was a mistake on a case, if a caseworker had left a child in the ADC grant after age 18, for example, the worker might get a call from Maxey himself that would make him sit up straight in his chair.



Fred Lawless, DSS employee from March 13, 1950 to present

1939 - 1989 (Cont. from p. 6)

in 1943. Rather than appoint a new supervisor he held both positions and recommended to the legislature that they be combined. In less than two years, they were.

In 1947 the Juvenile Institute Commission was abolished and its responsibilities were transferred to the State Welfare Commission.

In 1963 Michigan adopted a new state constitution which limited the number of state departments to 20. A reorganization of state government was necessary. In 1965 the legislature passed Act 380 of the Public Acts of 1965, known as the Executive Organization Act.

The act created a new State Department of Social Services effective Novem-

ber 1, 1965 succeeding the department created by Act 280 of 1939. The same act abolished the State Welfare Commission and transferred all its powers and duties to the new department.

For the first time, the department director reported directly to the governor.

The Commission on Aging, the Indian Affairs Commission and the housing authority were all located within the new department. During the 1970s and early 1980s these agencies were transferred out of the department.

In the early 1960s the department began to urge counties operating under the dual system to voluntarily merge operations. The first to merge voluntarily was

Isabella in 1964; several were to follow that year.

In 1965 the legislature passed Act 401, known as the merger law. This act required the merger of the separate county and state operations. By 1967 the last county, Wayne, had complied with the merger law. Wayne was unique in that three agencies — city, county and state — merged. Detroit was the only city in Michigan to have a welfare department.

The mergers had made the Department of Social Services the second largest state department.



Services for the Blind. Paul Conlin is fourth from left.



Standing, from left: Barrett Lyons, Candy ?, Berniece Sutilffe and Roger Lynn. Seated: W. J. Maxey.

I can remember a case up at the Soo. Had a family that he (county director) said belonged to Kent County. Kent said they didn't. So what did the welfare director do? Loaded the people on a truck with all their furniture, took them to Grand Rapids and unloaded the truck. When the Kent County director got to work here was all the furniture and the family sitting there. He gets mad, gets a truck, loads



John Gambotto
DSS Employee, 1939-1976

'em on it, ships 'em back up! Wayne County used to ship people out of state. They'd buy 'em a ticket, take 'em down to the railroad station, put 'em on a train and say "get goin!" Can you imagine doing that today?



The Accounting Division. Frank Koenigsnecht is third from left.

The state social welfare commission on Friday allocated to the counties of Michigan for October relief purposes a total of \$397,560 marking a return to the July rate of expenditures after two months of lowered costs.

The amount apportioned to Ionia county is \$900. Clinton county will receive \$500; Eaton, \$800; Montcalm, \$900; Ingham, \$6,000 and Kent \$11,900.

Portland Review, September 25, 1941



The Mail Room.

All photos in this section were taken circa 1952.



Orphan

By the middle of the nineteenth century, New York City had a total population of 500,000. Of those, it was estimated that ten thousand were homeless children at large in the city. Victims of rapidly accelerating urbanization and industrialization which tore families apart, these children lived a hand-to-mouth existence. They slept in cellars, doorways and refuse-strewn backyards and alleys and supported themselves by peddling such items as newspapers, apples, bones and rags or by begging, stealing, and in some cases even committing murder. Statistics showed that in 1852 four-fifths of the felony complaints were against minors. The city had a free public school system but attendance was not compulsory. Instead the children of the poor found their way into almshouses, prisons and other institutions which suf-

fered from overcrowding and poor sanitation and offered little in the way of rehabilitation.

A visitor and occasional preacher to the inmates at the city prison and hospital was struck by the immense number of homeless children in the streets of the city. Charles Loring Brace was born in 1826 in Litchfield, Connecticut and educated first at Yale and then at the Union Theological Seminary where he had prepared for a career in the ministry. The homeless children of New York City would change his life forever.

Brace and a small group of clergymen first organized Sunday meetings for boys in poor districts. These meetings failed and the group became convinced that a more far-reaching solution was needed.

The Children's Aid Society began

operations in 1853 with a staff of two — a secretary (Brace himself, who held that post until his death in 1890), and an office boy. The society planned to continue Sunday meetings and, as soon as funds were available, to establish lodging houses and industrial schools for poor and homeless children. But the main thrust of its work — to which all its other efforts were related and ultimately directed — was that of finding good homes in the country for the destitute children of the city.

The system of placing-out proposed by Brace combined the traditional notion of labor for room, board and education with a non-traditional rule which permitted either party to end the placement at any time.

Because the society was the first charitable organization in the United States to



trains



make extensive and systematic use of placing-out, it was to exert a major influence on child welfare policy for the next 50 years.

The society began by publishing circulars in rural newspapers to appeal to families to take the children in. So many applications were received that they could not be handled on a case-by-case basis. Soon a plan was developed to send groups of children to communities where families had expressed an interest.

The first group of orphans left New York City on the steamship *Isaac Newton* on Wednesday, September 20, 1854. Their destination was Dowagiac, Michigan.

There were 46 boys and girls ranging in age from age 7 to 15. On the steamship they were placed in steerage. In Albany they boarded a train and were placed in a freight car. They reached Dowagiac Sun-

day morning, September 24, 1854.

Over the following 75 years, more than 150,000 children were moved to the west on the orphan trains. While many families took the children in out of love, many others were attracted to the notion of having an additional laborer in the home.

Over the years, social work philosophy shifted toward keeping children in their homes. At the same time, conditions in the city had improved. Eventually these forces brought an end to the children's migration.

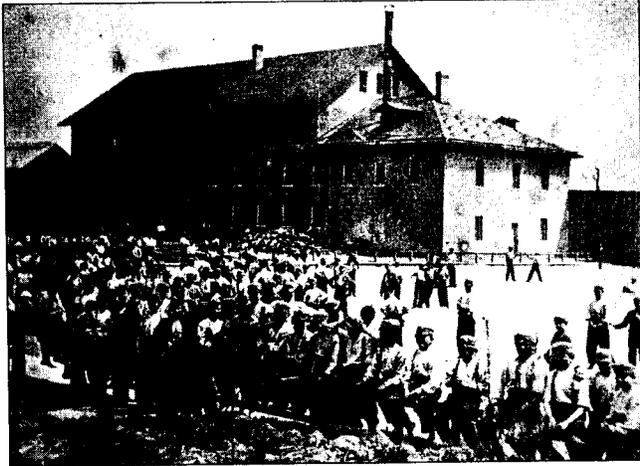
In 1929 orphan trains were stopped by law.

Pictured at right are George Washington Moore (on the left) and his brother Charles. George arrived in Dowagiac, Michigan on an orphan train in 1868; his brother followed in 1870. The photograph

appeared in a local newspaper in the early 1870s. Although information on the brothers is scarce, it is known that they were placed on neighboring farms in Cass County. George established a local grocery store in 1887. He married and had two children, both of whom graduated from the University of Michigan. He was quite successful in business and retired in 1908. George Moore died on October 30, 1938 at the age of 82.

Information on the orphan trains was taken from an article entitled "The Orphan Trains," American History Illustrated, December, 1983.

All photographs appear courtesy of Stan Hamper, curator of the Orphan Train Museum at Southwestern Michigan University in Dowagiac, Michigan.



The student population assembles on the grounds.



The Manual Training Department.

The daily population is 796. Many of our dormitories are therefore crowded and the beds are placed too close together and evil results therefrom.

From a 1917 report from the Industrial School for Boys

Lansing

Michigan had been a state for only 18 years when the legislature appropriated money for a House of Correction for Juvenile Offenders in 1855.

When the institution opened in Lansing there were 96 students, 22 of whom had to sleep in hallways due to lack of space in the dormitory. All living quarters, classrooms and shops occupied one large four-story building. During the first few years the school provided care for both boys and girls, but only eight girls were admitted. An 1861 law specified that only boys were to be committed.

The name was changed twice before the turn of the century. In 1859 it was renamed the Michigan State Reform School, and in 1893 it was changed to the Industrial School for Boys.

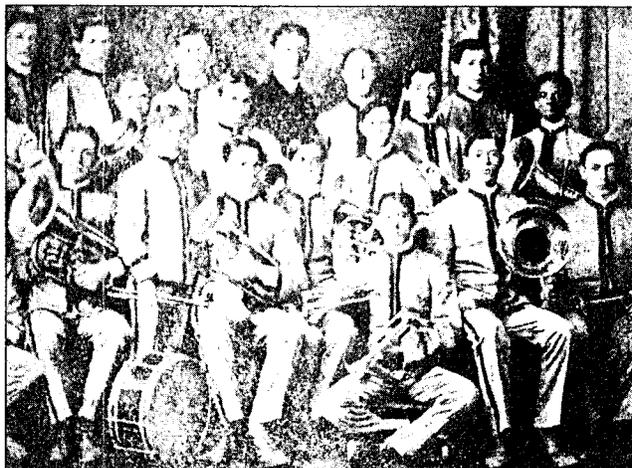
By 1900 there were 700 boys at the facility and the campus had grown to 28 buildings. The farm consisted of 260 acres and an expansion to 500 acres had been requested. The main activities centered around a chair factory, a tailor shop and livestock farming. Some boys worked on contract for a cigar manufacturer and others were placed in indentured service on farms. The annual per capita cost of operating the facility was \$113.



A typical cell block.



The sugar beet field.



Requests for appearances by the band "poured into the school."

Boys Training School

At one time the institution occupied a total of 1,100 acres. The Michigan Department of Public Health, Capitol City Airport, Groesbeck Golf Course, Marshall Field, the Army and Navy Reserve buildings, American Red Cross, Fairview School, Catholic Diocese High School, Greek Orthodox Church and Shaarey Zedek Synagogue all occupy land once occupied by the training school.

In 1925 the facility was renamed the Boys Vocational School.

In 1941, in response to criticisms of the program there, the governor ordered a full scale study of the institution. Following the release of the report in 1942, the superintendent resigned. In the years which followed, the philosophy and programs of the school were changed to emphasize a total treatment approach to rehabilitation.

In 1961 it was renamed the Boys' Training School. It was the last time the name would be changed.

In 1972, after 117 years of operation, the facility was closed. When the closure was announced, there were approximately 200 residents. It occupied only 41 acres of land. The annual per capita cost of operation was \$11,896.

**Detroit, Michigan
December 28, 1899**

Dear Friend,

I received your letter this morning, and was overjoyed to hear from you. You asked about my work. Well, I am working at the Detroit Stove Works, and I am earning \$3.75 a week. I give the money to my mother and she clothes and boards me, but I haven't had a full month's pay to see how much I save. As to my Christmas, well, all of us folks at home had a real nice time. My presents were, a new suit, a neckscarf, a good little magic lantern, and other articles. We all send our best regards to the cottage 2 boys and their managers, and yourself and Mrs. St. John, and the printing office boys, and Mr. Morrison. Wishing you a Happy New Year, I will close my letter."

Letter from a former student at the Industrial School for Boys. In those days superintendents carried on a lively correspondence with former students.

All photos on these two pages were taken circa 1912 and appear courtesy of the State Archives of Michigan.

Elizabeth M. from Spring Lake, admitted October 24, 1868. Elizabeth was not content to live with her ma, so she ran away with one Prouty C. Now C. was poor and Elizabeth got sick and love would not keep the wolf out and they came to grief, or at least Elizabeth came to the poor house.

Record of the Paupers, Ottawa County



Poor

In 1830 the Michigan territory enacted legislation authorizing the board of supervisors of each county to purchase ground and erect a building to house the poor in their respective counties. Thus was established what would become the primary method of care for the poor for the next century. The state constitution of 1908 officially changed the name poor-house to county infirmary.

The intent of the system was that the able-bodied poor who lived at the poor-house would make the farm operation successful enough to support not only themselves but the disabled poor as well. When the farm was not self-supporting, the county could bill the townships based on the proportion of residents in the poor-house from each township.

In 1938 there were 79 county infirmaries in Michigan. State department records indicated that Keweenaw County had never established an infirmary. In Arenac, Oscoda and Roscommon Counties the infirmaries had been closed. Today, in 1989, a handful of infirmaries still exist.

One county infirmary in Michigan still operates as a farm on the land originally





houses

purchased for the poorhouse in 1866. In Ottawa County, an adult foster care congregate facility exists only a few feet away from the concrete foundation which once held the poorhouse. The facility accepts both the elderly and the disabled and, for therapeutic reasons, residents are encouraged to participate in the work of the farm to the best of their individual abilities.

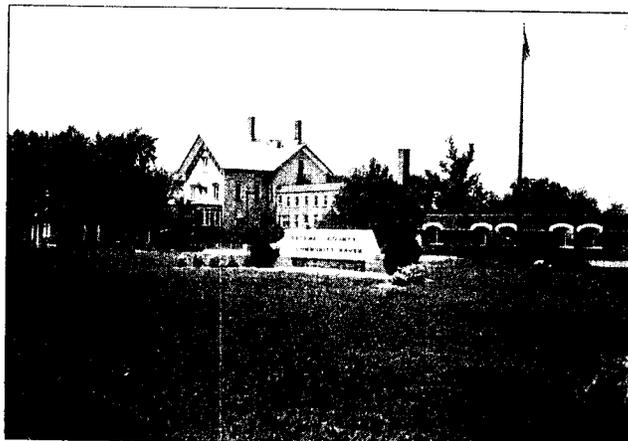
Dairy cattle, sheep, pigs, rabbits, parakeets, peacocks, and other livestock are raised on the farm, as well as much of their feed.

It is believed to be the only public farm in Michigan.

The photographs above show the Jackson County infirmary in 1912 and again in 1962; it has since been torn down. The photograph at left shows both the original poorhouse acquired by Ottawa County in 1866 to house the poor (the building had previously been an inn) and on the right a then-new county infirmary built in 1886. The original building was torn down in 1955. Today a building built in 1978 houses the infirmary, called Community Haven, pictured at right.

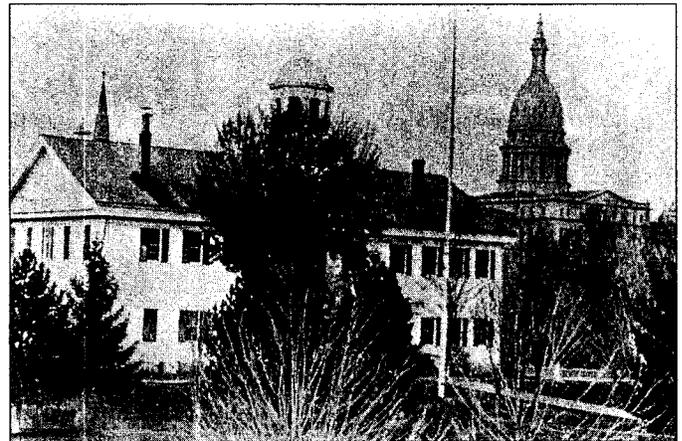
Kathy B. and her three children from Grand Haven admitted January 13, 1869. Now Kate was not considered very virtuous and the fathers of Grand Haven ordered her shanty pulled down and Kate came to grief. She stayed here until April 10 and then went to Coopersville and spent the summer.

Record of the Paupers, Ottawa County



Where we have lived

The State Board of Corrections and Charities, predecessor of the department, had offices in the Capitol Building. When the State Welfare Department was created in 1921, offices were established in the State Office Building at 316 South Walnut Street in Lansing. In 1935 the department moved to the City National Building, where it remained until 1938, when it moved into a building at 230 North Grand Avenue which had been a REO car factory. It was next door to the REO office building, which had previously housed the company's automobile showroom. In approximately 1952 the department returned to 316 South Walnut Street, by then renamed the Lewis Cass Building. In 1970 the department moved to the Commerce Center Building at 300 South Capitol Avenue. The next move is planned for the summer of 1990, when the department will move to the building under construction at 235 South Grand Avenue.



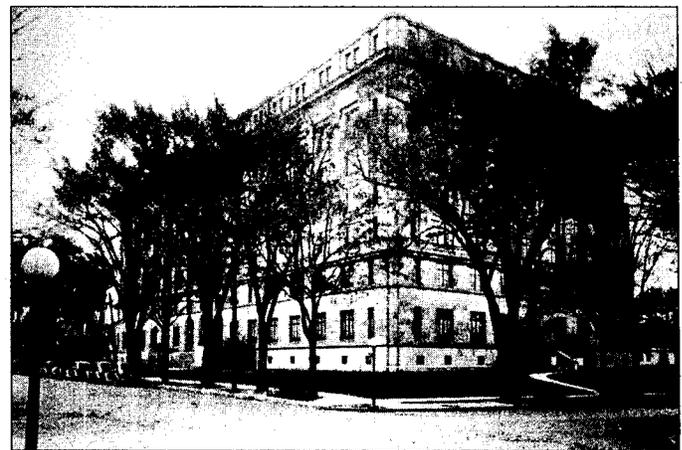
Courtesy of Leavenworth Photographics, Inc.

The building at the left is the State Capitol built in 1847 and occupied until 1879. It burned in 1884 and a Woolworth store now stands on the site. In the background is the present Capitol Building the year it was completed, 1879.



Courtesy of Leavenworth Photographics, Inc.

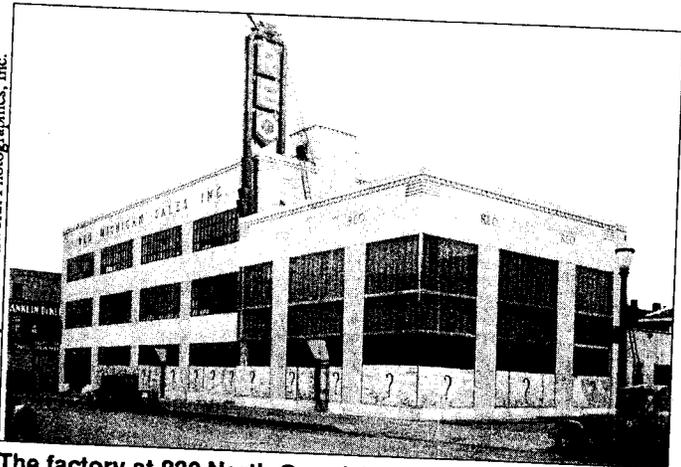
Another 1879 view of the present Capitol Building. In the foreground is a pig farm where the Lansing City Hall now stands.



Courtesy of the State Archives of Michigan

The Lewis Cass Building in the 1920s.

Courtesy of Leavenworth Photographics, Inc.



The factory at 230 North Grand Avenue which later became DSS offices. The question-marked panels temporarily concealed the new REO models from the car-buying public.



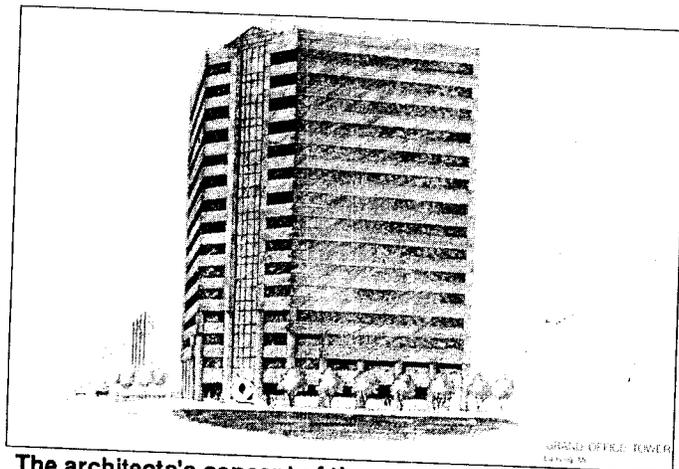
The Lewis Cass Building In the 1950s.



The Commerce Center as it appears today.



The Grand Tower under construction. July, 1989.



The architects's concept of the completed Grand Tower.

In their footsteps . . .

Department directors, 1921-1989

Courtesy of The Detroit News



Marlin T. Murray, *October 12, 1874 - December 3, 1930*

Marlin T. Murray was born in Farmington Township near Detroit, Michigan. He entered state service in 1901 as secretary to then Secretary of State Fred M. Warner, who would be governor of Michigan from 1905 to 1910. In 1909 Mr. Murray was appointed secretary of the Board of Corrections and Charities. He remained in that position until state government was reorganized in 1921 and a state department was established to replace the board. "Marl" Murray was the first director of the new State Welfare Department.

Mr. Murray was director of the department from June 1, 1921 to October 14, 1930.

He had spent a total of 30 years in government service. He died less than two months after his resignation.

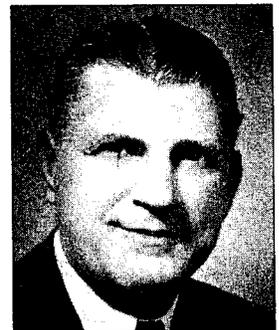
William S. Carpenter, *July 7, 1893 - January 12, 1957*

William S. Carpenter was born in Fyler, New York and attended college in Houghton, New York. In 1917 he graduated from McCormick Theological Seminary in Chicago and was ordained as a Presbyterian minister in April of that year in Flint, Michigan. He played semi-professional baseball and professional basketball to help pay for his education. After experience as a World War I chaplain he served as pastor of a number of Michigan Presbyterian churches.

Mr. Carpenter was director of the department from June, 1931 to September, 1933.

He then served on the Michigan State Prison Commission and the Michigan Crime Commission and organized the Michigan Probation Association. In 1937 he became executive secretary of the Michigan Funeral Directors and Embalmers Association, a position he held for 16 years. He helped found the school of mortuary science at Wayne State University where he also taught. Through his progressive programs he gained national recognition in the field and was in demand as a lecturer and writer.

He was an avid sportsman, enjoying fishing, hunting and golfing, and had a large collection of firearms.



Courtesy of the State Archives of Michigan



Evelyn S. Mershon, *July 21, 1870 - April 17, 1960*

Evelyn S. Mershon was born in Saginaw, Michigan, daughter of one of Saginaw's pioneer families. She graduated from Saginaw High School in 1888. She was active in community and church affairs and was an early protagonist in the fight for women's suffrage. After passage of the 19th amendment she became active in the Democratic party and did a great deal in the late 1920s and early 1930s to help revitalize the party in Michigan. She organized and served as president of the Saginaw County Democrat Club and as chair of its county committee.

She served for eight years as a member of the Democratic National Committee and was known simply as "Miss Ev" by Democratic leaders at both the state and national levels. She was fond of telling of her meeting with Al Smith and Franklin Roosevelt at the Democratic national convention in 1928 in New York. "I was on crutches and so was Mr. Roosevelt," she would recall, "and we got along fine."

On April 1, 1933 Ms. Mershon was appointed State Librarian, a post she held until September 1 of that year. She was then appointed director of the State Welfare Department.

Ms. Mershon was the director of the department from September, 1933 to January, 1935.

She was a lifelong Saginaw resident and remained active in community and church affairs throughout her life. In 1954 she was honored by Saginaw Democratic leaders with a scroll of appreciation for her service to the party.

Grover Cleveland Dillman, July 18, 1889 - April 14, 1979

Grover Cleveland Dillman was born in Bangor, Michigan, located in Van Buren County. He graduated from Michigan Agricultural College in 1913 with a degree in civil engineering and held several honorary advanced degrees in engineering. He contributed extensively to nationally circulated publications of the engineering professions.

He spent twenty years in the State Highway Department, including four years as State Highway Commissioner and then two years as director of public service and utilities for the City of Grand Rapids before joining the department.

Dr. Dillman was director of the department from January to August, 1935.

He left the department to assume the presidency of the Michigan College of Mining and Technology where he remained until 1958.

He was an avid hunter, fisherman and photographer and enjoyed cooking.



Fred Langdon Woodworth, January 8, 1877 - May 6, 1944

Fred Langdon Woodworth was born in Caseville, Michigan and graduated from Michigan Agricultural College in 1898. He was a farmer and stock raiser who was elected to the Michigan House of Representatives in 1908. He served in the House until 1912 when he was elected to the State Senate.

In 1917 he was named state food and drug commissioner and in 1921 was appointed U. S. collector of internal revenue for Michigan, a post he held until 1933. He then managed the election campaign of Arthur Vandenberg, candidate for the U. S. Senate.

Mr. Woodworth was director of the department from August, 1935 to January, 1937.

In 1942, at the age of 65, he took a position at Douglass Aircraft in California to aid in the war effort. He died in California two years later.



Courtesy of the State Archives of Michigan

James G. Bryant, July 12, 1896 - April 18, 1972

James G. Bryant was born in Toronto, Ontario and raised in Battle Creek, Michigan. He attended the University of Pennsylvania where he played football and was a member of the 1916 Rose Bowl team. After a period of time in the army during World War I he attended George Washington University. After graduation he played semi-professional football for various teams in the league which was the forerunner of the National Football League.

In the 1920s Mr. Bryant returned to Battle Creek to coach football at Battle Creek High School where his teams went undefeated for three consecutive seasons, a record that has never been equalled. He held a variety of executive positions with the federal government before joining the department.

Mr. Bryant was director of the department from January, 1937 to January, 1939.

After leaving the department he rejoined the federal government, eventually transferring to the West Coast. In 1943 he was appointed administrator of state employment in California. Later he left government service to assume directorship of the Niles Bryant School of Piano Technology in Sacramento, a business established by his father in Michigan and later moved to California. He remained there until his death.



Courtesy of The Detroit News



Frederica Rogers

Frederica Rogers was director of the department from January, 1939 to January, 1941. During her tenure Act 280 of 1939, known as the Social Welfare Act, took effect. Among the many changes brought about by the act was a new name, the State Department of Social Welfare. The State Welfare Commission, which had its inception at the same time as the original department, continued to exist.

(Note: Mr. and Mrs. George W. [Frederica] Rogers lived with their son, George W. Rogers, Jr., at 630 Merrick Avenue, Apartment 207, in Detroit before the family moved to Lansing. The move appears to have occurred at the time of Mrs. Rogers' appointment as director of the department. It appears that one or both of the gentlemen were employed as salesmen by Remington-Rand Corporation at about the time of the move to Lansing. In Lansing the family stayed temporarily at the Hotel Porter on Townsend Street in downtown Lansing [now known as The Porter, senior citizen residence apartments] and then moved into

apartment A-12 at 1245 West Grand River in East Lansing [now known as Hillcrest Village]. The Messrs. Rogers established a company at 214 West Ionia Street in Lansing named "Geo. W. Rogers and Son" and described in the directory as "building specialities." We do not know where the Rogerses went when they left Lansing, which we believe was in 1941. We have been unable to locate any relatives of the Rogerses. We have not given up.)

John D. O'Connell, February 19, 1909 - September 29, 1978

John D. O'Connell was born in Lima, Ohio and grew up in Detroit, Michigan. He graduated from Detroit City College (known today as Wayne State University) in 1928 and from the Detroit College of Law in 1931. He worked as a foreman for the Ford Motor Company and taught English at Ford Trade School to pay for his education.

He practiced law for a short time before joining the staff of the Wayne County Prosecuting Attorney. He was the chief trial attorney in that office when he was appointed director of the State Department of Social Welfare.

Mr. O'Connell was director of the department from January, 1941 to June, 1943.

He was the first person in state government in Michigan to appoint a Black person to a desk job, a fact of which he was extremely proud.

Upon leaving the department he returned to the Wayne County Prosecutor's office for a short time and then opened a private practice. He continued to practice law until his death.

He enjoyed restoring old buildings, both homes and commercial structures. For many years he owned a small auto parts factory.



Fedele F. Fauri, April 28, 1909 - October 10, 1981

Fedele F. Fauri was born in Crystal Falls in Michigan's Upper Peninsula. His father was born in the Tyrol region of Austria.

Mr. Fauri graduated from the University of Michigan Law School in 1933. He joined the department in 1935 after practicing law for two years in Crystal Falls. In 1941 he was appointed supervisor of the State Bureau of Social Security, a position responsible for administering all assistance programs for which the federal government provided funding.

Mr. Fauri was director of the department from June, 1943 to March, 1947.

In 1947 he went to Washington, D.C. to work on what became the Social Security Amendments of 1950. In 1951 he returned to Michigan as dean of the University of Michigan School of Social Work and in 1970 was appointed University of Michigan Vice President for State Relations. When he retired from

the university in 1975 he was appointed Michigan Racing Commissioner, a position he held for five years.

He had loved horses and harness racing since his youth and was a driver of standardbred horses in harness races during the summers of his college and law school years.



Willard J. Maxey, April 17, 1900 - March 2, 1963

Willard Jennings Maxey was born in Boonville, Indiana and attended school in Evansville, Indiana.

He worked in the lumber business for four years in Grand Rapids before accepting the position of director of the surplus food program for the Grand Rapids Welfare Department in 1933. After five months there he became food and clothing administrator for the Kent County Welfare Relief Commission, a position he held for over two years. In February, 1936 he was appointed state director of commodity distribution, a position within the State Welfare Department. In 1943 he was appointed supervisor of administrative services and in 1944 he became deputy director of the department.

Mr. Maxey was director of the department from March 15, 1947 until his death on March 2, 1963.

His tenure was the longest in the history of the department.

During his career he fought for hot school lunches, better welfare grants and more understanding of delinquent youth and better equipment for their rehabilitation. He personally chose the site and designed the layout for what became the Whitmore Lake Boys' Vocational School.

He was a quiet, shy person known for his honesty, dedication, warm smile and ready handshake. He once confided in a close associate that the whole reason he was in welfare work was because he could not stand the thought of hungry children.

Following his death the Michigan legislature renamed the training school at Whitmore Lake in his honor. Today it is known as the W. J. Maxey Training School.



Lynn G. Kellogg, July 21, 1908 - November 9, 1978

Lynn G. Kellogg was born near Olivet, Michigan. When he was very young polio affected both of his legs and his left arm. Despite this, as a youth he worked on the family farm and during his freshman year at Olivet College he played a line position on the football team. He studied pre-law at Olivet College and graduated in 1932.

In the fall of 1933 he joined the department, where he remained for the next 35 years. During those years he held a variety of administrative positions.

He was deputy director in March, 1963 when then-director Willard J. Maxey died. He agreed to act as director until a permanent appointment was made.

Mr. Kellogg was acting director of the department from March to July, 1963.

After a permanent appointment was made Mr. Kellogg returned to the position of deputy director where he remained until his retirement in 1968.

Following his retirement he became active in the State Employees Retirees' Association, ultimately becoming chair of its coordinating council and an outspoken champion of improved state retirement benefits.

He loved hunting and fishing and was well known for his dry wit. He carried with him a recipe for horse liniment which his grandfather had received from a local druggist, and was known to produce it during discussions of ailments and medications.

R. Bernard Houston, September 26, 1913 - October 20, 1976

R. Bernard Houston was born in Moroa, Illinois and raised near South Haven, Michigan. He graduated from Hillsdale College and later received a master's degree in public administration from George Washington University. By then he had already joined the department. In 1938 he became administrative director of what was termed a revolutionary plan to care for homeless and transient men. The single men's camp he established was first located in Muskegon and later moved to Alpena.

He served three years with the U. S. Navy in the South Pacific during World War II. Following his return he went on to a variety of administrative positions within the department. In 1957 he was appointed director of the Wayne County Bureau of Social Aid.

His first television interview following his appointment in Wayne County was with a young reporter named John Dempsey who would later succeed him as department director.

Mr. Houston was director of the department from July, 1963 to February, 1975.

His tenure was the second longest in the history of the department.

He greatly enjoyed hunting and fishing, and his genuine affection for people was well known.





John T. Dempsey, October 29, 1924 - April 2, 1982

John T. Dempsey was born in Detroit, Michigan. He served in the U. S. Army Infantry in the European Theater from 1942 to 1946 where he received a battlefield commission. He received his bachelor's and master's degrees in political science from the University of Detroit in 1949 and 1950 respectively and his Ph.D. in political science from the University of Michigan in 1956. He taught political science at the University of Detroit from 1949 to 1959 and at the University of Michigan Dearborn Campus from 1960 to 1969, where he also served as chair of the Division of Literature, Science and the Arts from 1965 to 1969. He was a news analyst and news director at radio and television station WJBK in Detroit from 1956 to 1962 and won three consecutive first-place awards for news analysis from the Associated Press. During that time he interviewed the newly appointed supervisor of the Wayne County Bureau of Social Aid, R. Bernard Houston, whom he would later succeed as director of the Department of Social Services. He was co-chair of the Michigan Civil Rights Commission from 1967 to 1969. He served as then Governor William G. Milliken's special assistant for urban affairs and director of the Governor's Detroit office from 1969 to 1971, as director of the Bureau of Programs and Budget in the Executive Office from 1971 to 1973 and as director of the Department of Management and Budget from 1973 to 1975.

Dr. Dempsey was director of the Department of Social Services from February 8, 1975 until his death on April 2, 1982.

His passion, charm, tireless dedication, near-photographic memory and great wit were legendary. In nominating Dr. Dempsey for the National Governors' Association Award for Distinguished Service to State Government in 1980, Governor Milliken wrote: "(He has) . . . the curiosity and vision of a scholar, the patience of a teacher, the perspective and insight of an analyst, the practicality of a politician and the heart of a humanitarian. He is a person of exceptional intellect and breadth of viewpoint, able to see far beyond boundaries of his own responsibility and beyond conventional thought. He is a man of exceptional dedication, unquestioned integrity and great personal charm. It is a pleasure to know him, an inspiration to work with him and an honor to nominate him for this prestigious award." Another public servant won the award that year. But for Jack Dempsey, the award was in the nomination.

Noble P. Kheder, June 12, 1947 -

Noble P. Kheder was born in Baghdad, Iraq. His family emigrated to the United States when he was nine. He graduated from Wayne State University in 1970 and studied industrial psychology at the University of Detroit. He worked in the mental health system for nine years in research and personnel.

He joined the department in 1976 as personnel director of the Wayne County Department of Social Services. In 1978 he was appointed director of the Departmental Services Administration and deputy director of the department. He was DSA director for only one year but remained deputy director until the death of his predecessor, John T. Dempsey.

Mr. Kheder was director of the department from April to December, 1982.

Upon leaving the department he founded a lobbying firm in Lansing.



Agnes M. Mansour, April 10, 1931 -

Agnes Mary Mansour was born Josephine Mansour in Detroit, Michigan. Her parents had emigrated from Iraq. She graduated from Mercy College in 1953. She was captain of the basketball team there. In college she joined the Sisters of Mercy, a Roman Catholic order whose mission is health care, education and social services. She took the name Agnes Mary upon joining the order and took her final vows in 1959. She received a Ph.D. in biochemistry from Georgetown University Medical School in 1964. She returned to teach at Mercy College and in 1971 was named president of the school, a position she held for 12 years.

Dr. Mansour was director of the department from January, 1983 to December, 1986. Following her appointment the archbishop called for her resignation because the department then administered funds for Medicaid abortions. Although the Sisters of Mercy supported Dr. Mansour, the Vatican supported the archbishop. She resigned her vows in May, 1983.

Upon leaving the department she founded the Poverty and Social Reform Institute located in Farmington Hills, Michigan. She has continued to be active for the causes in which she so strongly believes.

She loves baseball and is a great fan of the Detroit Tigers, and she greatly enjoys winning at poker.

C. Patrick Babcock, June 9, 1941 -

C. Patrick Babcock was born in Hastings, Michigan and grew up in western Michigan. In 1962 he set out for the World's Fair in Seattle, an adventure which led to his traveling throughout the United States, working at a variety of jobs along the way.

He began his career with the state in 1964 as a caseworker with the Berrien County Department of Social Services. He later worked in Kalamazoo, Oakland and Wayne counties and in central office. He received his bachelor's degree from Western Michigan University in 1967 and his master's degree in social work from Wayne State University in 1969.

From 1969 to 1971 he served as a legislative and fiscal analyst and then as legislative liaison for then Governor William G. Milliken. In 1972 he became the first director of the state's Office on Drug Abuse and Alcoholism and from 1973 to 1974 served as the first director of Michigan's Office of Services to the Aging. From 1975 to 1977 he served as special counsel to then Governor Milliken. In 1978 he was appointed director of the Michigan Department of Labor. In 1981 he was named director of the Michigan Department of Mental Health where he served for six years.

Mr. Babcock has been director of the Department of Social Services since January, 1987.

His rapport with legislators, employees and clients alike is widely recognized, as are his love of history and his fondness for a good story. His gentleness and dedication are balanced by a delightful, off-beat wit and a disarming candor.

**ACKNOWLEDGMENTS**

We gratefully acknowledge the help of the many people from across the country who helped us discover the richness that is our past. Our search for the families of former directors would have yielded little without the help of many librarians and newspaper researchers from far and wide. The generosity, patience and interest of many present and former employees, the families of former directors, and many others who provided photographs, historical documents and other information about the department was boundless. Interviews conducted by Stephen Green, a student who worked in the Office of Communications during the summer of 1989, have proven especially helpful.

Only with the help of all of these people have we been able to develop a picture of ourselves as a department which is truly fascinating. We are indebted to each of them.

Judi Hall and Ellen Kays, Editors