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# Judson Health Center, 1920–1950

**JERRY G. DICKASON**

**I**n 1951, Mayor Vincent R. Impellitteri of New York presented Dr. Eleanor A. Campbell with a testimonial scroll honoring her thirty years of service as the general director and co-founder of the Judson Health Center. In these thirty years, the center had logged in one million visits, both at the clinic and in people's homes, a phenomenal accomplishment considering the Center's humble beginnings.

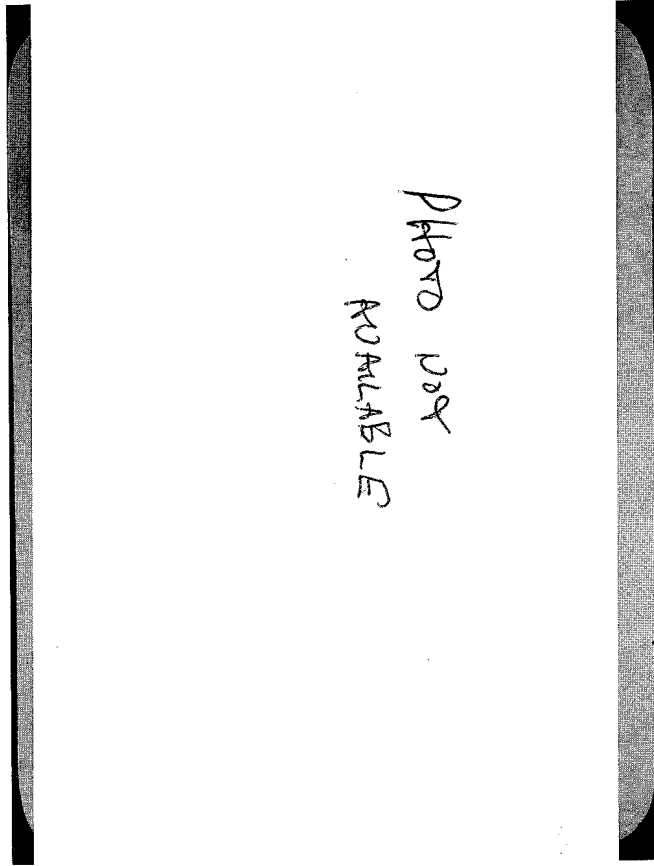
In 1920 Judson's minister, the Rev. Dr. A. Ray Petty, had invited Dr. Eleanor A. Campbell to start a clinic at Judson Memorial Church to serve the Italian immigrant population just south of the church. Dr. Campbell was a recent graduate of the Boston University School of Medicine. He had heard that she was planning to get involved in a public health program, and he wanted her in his district. Dr. Campbell later recalled that the Rev. Petty had said: "I just cannot stand the crooked legs of the children down here."<sup>1</sup>

The Rev. Petty was keenly aware of the health conditions and the lack of health care services in his neighborhood. He had already been working with the New York Association for Improving the Condition of the Poor (AICP) to establish a Baby Health Station at 114 Thompson Street.<sup>2</sup> The Department of Hygiene was sponsoring

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1. Campbell, Eleanor A. "Judson Health Center," n.d. (c. 1934). Four type-written pages ending with "Eleanor A. Campbell, M.D., General Director, Judson Health Center, New York." Judson Health Center Archives, 34 Spring Street, New York City. Dr. Campbell was a member of Madison Avenue Baptist Church at the time. Rev. Petty probably knew her through Baptist association activities and in all likelihood was aware of the prominence of her mother, Elizabeth Milbank Anderson, in social and welfare circles.

2. Department of Health of the City of New York. *Annual Report*, 1920, p. 178. Municipal Reference and Research Library of New York City.



A child with bowlegs, the sign of rickets.

baby health stations throughout the city to reduce and control the morbidity and mortality of infants and young children.<sup>3</sup>

The 1920 U.S. Census reported 44,250 people living in the Greenwich Village district, largely of Italian origin. The Zoning Law of 1916 outlined the Village as starting on the corner of West Street and Bank, from there northeast on Bank to Hudson Street; south one block on Hudson to West Eleventh, northeast on West Eleventh to Seventh Avenue, left (north) on Seventh Avenue to Fourteenth Street, right on Fourteenth to Sixth Avenue, right (south) on Sixth

3. Ibid., p. 165.

Avenue to Waverly Place, left on Waverly Place to Fifth Avenue, diagonally across Washington Square Park to West Broadway, down West Broadway to West Houston, right on West Houston to West Street, and right on West Street back to the corner of Bank Street.<sup>4</sup>

The death rate per 1,000 in the district was 14.35 compared to 12.93 citywide, and the infant mortality rate, under the age of one year, was 95 per 1,000 compared to 85 citywide. There were 9,000 preschool children, ages two to six years, who did not have access to the kind of medical services offered by baby stations and public schools in other areas of the city.

New York City's Department of Health had recently experienced innovative leadership in health matters that went against the political leadership of the time. In 1914 Mayor John P. Mitchel had appointed Dr. Sigismund S. Goldwater and Dr. Haven Emerson as commissioner and assistant commissioner, respectively, of public health. During the next four years, Goldwater and Emerson inaugurated a system of district public health services that embarked upon a host of new programs, giving evidence of the efficiency of neighborhood health services.<sup>5</sup>

On January 1, 1918, John F. Hylan, a Tammany mayor, took office and appointed Dr. J. Lewis Amster as health commissioner. Dr. Amster served for four months before resigning with a blast against the mayor.<sup>6</sup> Dr. Royal S. Copeland was next appointed commissioner. Copeland terminated the health districts and abolished the health service bureaus. However, the district health concept continued to function largely because the local voluntary agencies saw the value of working together to improve their community's quality of health. Their collective dedicated professional staff presented an excellent public image for the city's Department of Health, even though the latter hardly supported their efforts.<sup>7</sup>

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4. Ware, Caroline F. *Greenwich Village, 1920-1930*. Boston: Houghton Mifflin, 1935. Reprinted by Farrar, Straus & Giroux, Octagon Books, 1977. Taken from a foldout map between pages 8 and 9.

5. Duffy, John. *A History of Public Health in New York City, 1866-1966*. New York: Russell Sage Foundation, 1974, p. 266.

6. *Ibid.*, p. 284.

7. *Ibid.*, p. 276.

## THE WORK BEGINS

Dr. Campbell accepted Rev. Petty's offer in the early summer of 1920. She began her work by conducting a survey of the district to determine the new health center's needs and direction. She found two health agencies in the Judson Church area: a tuberculosis clinic and the baby health station on Thompson Street. The tuberculosis clinic was probably at the Bowling Green Neighborhood Association, established in 1916 as a health and social center on the Lower West Side in which the AICP and a number of other volunteer organizations worked together. Two years later, the AICP coordinated the founding of the Mulberry Health Center, an Italian section of more than 40,000 between Canal and Houston streets and between the Bowery and Broadway. The primary aim of the Mulberry Health Center was to provide neighborhood health and social services. The focus was mainly on health education and preventive medicine for prenatal and child care up through the fifth grade.

Seeing the health needs so great, Dr. Campbell and Rev. Petty converted two rooms in the Judson Church basement into medical, diagnostic, and nutrition clinics. These rooms were adjacent to the gymnasium. The director and staff offices were in the corner of the church, and the dental clinic and the diet kitchen were in the Judson Neighborhood House, two blocks away at 179 Sullivan Street.<sup>8</sup> And, like the Bowling Green and Mulberry Health Centers, Dr. Campbell and Rev. Petty solicited the help of volunteer agencies, including the AICP, and the Department of Public Health for services and personnel to establish the Judson Health Center.<sup>9</sup>

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8. Judson Health Center. *Measuring the Work of a Health Center: A Report of Four Years' Work of the Judson Health Center*. New York: The Center, 1925, p. 13. Judson Health Center Archives. The New York Baptist City Society managed Judson Church's affairs and property. In 1918 the City Society had acquired the Judson Neighborhood House, at 179 Sullivan Street, under the joint auspices of the Woman's Auxiliary of the Mission Society (WA-NYCBMS) and the Woman's American Baptist Home Mission Society (WABHMS). The house had been a Christian center for several years before that, and it opened in September 1919 as a community social service agency similar to the Greenwich House on Jones Street. The Neighborhood House had strong ties to all of the church programs. The Society sold it on September 28, 1951.

9. Duffy, pp. 321–322.



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The Women's Medical Clinic in the basement of Judson Memorial Church, 1921.

## THE CENTER OPENS ITS DOORS


The Judson Health Center opened its doors in January 1921 with four full-time, paid staff members—two nurses, a secretary, and an Italian interpreter. The part-time staff included a dentist, a dental assistant, an oral hygienist, and a dietitian. There was also a volunteer medical staff consisting of the full-time general director (Dr. Campbell) and four physicians who gave part-time service. Through an arrangement with the Maternity Center Association, a salaried physician came once a week to conduct the prenatal clinic.<sup>10</sup> Every week that first year, the Center conducted thirteen diagnostic and medical clinics, four dental clinics, five oral hygiene clinics, and two nutrition classes. During the first year there were no field workers to make home visits except for the occasional house calls made by members of the staff. The Center was completely unbudgeted that first year, and the expenses were covered by the funds Dr. Campbell was able

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10. Judson Health Center, p. 13.



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Dr. Eleanor Campbell and Ruth Morgan, R.N., examine a child at the Health Clinic in the basement of Judson Memorial Church, 1921.

to secure from month to month. Much of the money came from her own inheritance.

By the end of 1921, the Center was well known in the neighborhood, and it became overwhelmed with the demands for medical services. Such meager and simple space as the church provided was no longer adequate to meet the medical needs in the community. Dr. Campbell later wrote: "I shall never forget those early years—a crowded group of mothers and babies on one side of the screens, many crying, and on the other side a basketball game, the ball occasionally coming over onto a baby's head. Which interfered with the other most is a question."<sup>11</sup> The Rev. Petty responded to the space need by making the basement and next two floors of Judson House (known at the time as the Annex) available to the Center at a rent of \$3,000 per year. The Center incorporated in February 1922. Dr.

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11. Campbell, p. 1.

Campbell wrote: "We kept the name Judson out of honor to the Church which helped us start, but [we] are an entirely independent, non-sectarian corporation, carrying a rounded educational and preventive public health program, and are alone responsible for financing it."<sup>12</sup>

Dr. Campbell raised the funds for renovating the new space and for expanding the programs. The Milbank Memorial Fund, founded by Dr. Campbell's mother, Elizabeth Milbank Anderson, pledged \$25,000 toward the operating budget in the new facility.<sup>13</sup> The Fund also pledged \$20,000 to remodel and equip the new space provided that Dr. Campbell raise the additional \$28,000 needed from other resources. The Rev. Petty was instrumental in persuading the American Baptist Home Mission Society to donate \$20,000, which secured the Fund's additional matching pledge.

In July 1922, the Center moved into its new quarters, which housed "seven clinic rooms; two large and two small waiting rooms; four dental rooms equipped with four chairs; offices for executive, registration, field, nutrition and social services staffs; a well equipped diet kitchen; a milk station; two nurseries and a roof playground." Dr. Campbell also secured pledges for future operating expenses. The Laura Spelman Rockefeller Memorial (LSRM) made a grant of \$12,500 to remodel and equip the roof with a playground and infant nursery. The LSRM also guaranteed grants of \$3,333.33 for 1922, \$9,000 for 1923, \$6,000 for 1924 and \$3,000 for 1925. The Milbank Memorial Fund granted \$15,000 to remodel, equip, and operate the preschool nursery for 1923.<sup>14</sup> Within one year, Dr. Campbell raised approximately \$100,000 to develop an impressive health care service for immigrants and the poor. (One hundred thousand dollars in 1922 would be the equivalent of approximately one million dollars today.<sup>15</sup>)

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12. *Ibid.*, p. 2.

13. For information on the Milbank Memorial Fund, see "The Quiet Milbank Millions," *Fortune*, May 1959, pp. 137, 166, 168, and 176.

14. Judson Health Center, p. 14.

15. Derks, Scott, ed. *The Value of a Dollar: Prices and Incomes in the United States*, 2<sup>nd</sup> ed. Lakeville, CT: Grey House Publishing, 1999, p. 2. A one-to-ten ratio is a general estimate of today's value of the money mentioned in this chapter—1920 to 1950.

## THE CENTER EXPANDS ITS SERVICES

Over the next two years the Center extended its health care activities. It assisted the baby health station down the street with the care of baby-feeding and prenatal cases. It opened nurseries for malnourished, rachitic, and convalescent children. It introduced Alpine light treatment, and thanks to the New York Rotary Club it added a physiotherapist to its orthopedic staff. A dental clinic was enlarged from one to five chairs. The Center also opened an eye clinic and a cardiac clinic.<sup>16</sup>

The 1924 records show a total clinic attendance of 22,000 plus approximately 14,000 field visits.<sup>17</sup> The *World* newspaper reported that the Judson Health Center had become the largest in the nation.<sup>18</sup> It employed a staff of fifty-one workers, which included physicians, dentists, dental assistants, nurses, dietitians, social service visitors, interpreters, clerks, and stenographers.

The Center's mission was to:

1. encourage people of the district to undergo thorough physical examinations at stated periods;
2. correct such physical defects as the examinations disclose, and to make such curative measures the medium through which preventive health lessons may be taught;
3. educate people of the district in proper habits of diet, exercise, rest, cleanliness, and general hygiene.

The methods adopted by the Center to accomplish these goals were grouped as follows:

1. service that is largely preventive in character, since the aim in view is to induce the people of the community to patronize the clinics before they become ill in order that they may learn of the measures to be adopted in helping themselves to keep physically fit.

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16. Judson Health Center, p. 14.

17. *Ibid.*

18. "Health Centre Files Report for 5 Years," *World*, October 8, 1925, p. 21



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The Oral Hygiene Clinic in the basement of the Judson Neighborhood House on Sullivan Street, 1921. The hygienist is Elfrieda Lawrence.

2. clinic services, where curative measures are applied in the treatment of minor physical ailments and where the correction of physical defects is followed up and supervised.
3. education service, which includes health talks and health demonstrations by the physicians, the nurses, the dietitians, the social service workers and the interpreters; demonstrations in the Health Problems Nurseries for the mothers and older girls in the care of babies; clubs and classes for parents and children; group work in the public schools of the neighborhood; health exhibits and health contests.<sup>19</sup>

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19. Judson Health Center, p. 17.



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A mother, right, looks on as Dr. Campbell, left, and Mrs. Cargill, the nurse, examine a baby while Mrs. Franconi, the interpreter (in dark dress), explains the findings to the mother.

In 1925, Dr. Campbell embarked on a campaign to raise one million dollars. David H. Knott, former Sheriff of New York County, was chairman of the Campaign Committee and Robert Underwood Johnson, former ambassador to Italy, was honorary chairman.<sup>20</sup> Dr. Campbell often turned to her own family for additional funds, but by this time there were signs that she was wearing out her welcome. In a letter dated June 15, 1926, her cousin Dunlevy Milbank can hardly hide his irritation when he writes to his brother Jeremiah:

To help Eleanor in her work during the coming five years provided she remains active in the management of it during

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20. "Health Center Seeks \$1,000,000 for Work," *New York Times*, October 13, 1925, p. 38.

that time as at present, I am willing to contribute \$3750 on June 30<sup>th</sup> 1926 and \$3750 on December 30<sup>th</sup> 1926, and thereafter in a like manner \$7500 in each of the years 1927, 1928, 1929 and 1930, provided a Budget submitted by the Judson Health Center for the coming year approved by the Milbank Memorial Fund is satisfactory to me in my sole judgment, and on the failure of these two bodies to make such Budget satisfactory, any further payments by me shall cease.

I wish it further understood (and in this I understand you concur) that this payment of \$7500 by each of us annually shall relieve us and the members of our families from any appeals for contributions or for benefits, fairs, etc., to raise funds for the Judson Health Center, and that at the end of the term of five years any obligation we may be thought to have toward the Judson Health Center for support of endowment will be considered to have been completely discharged.<sup>21</sup>

## CHANGES IN PUBLIC HEALTH ADMINISTRATION

In 1926, the New York City Health Department was trying again to adopt the district health concept citywide. To show the effectiveness of the district concept, the Milbank Memorial Fund agreed to subsidize the Bellevue-Yorkville Health Demonstration Project. After eight years of centralized city health services, the demonstration project's aim was to document that district health care procedures were more efficient and effective.

In 1928 the child health stations in New York City became teaching centers for medical students. Many were assigned to the Judson Health Center, which was a boon to the staff. In 1929 "squad systems" of three physician inspectors, each trained in a different specialty, were used to examine preschoolers. These squad systems also inaugurated teacher observation systems in the schools. The teachers would refer cases to the school doctor. Dr. Campbell and the Center staff worked closely with several schools, including

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21. Dunlevy Milbank, letter to Jeremiah Milbank, June 15, 1926. A copy of this letter was provided by Robert E. Harvey, great-grandson of Eleanor Campbell.

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An oral hygiene clinic set up in a public school, 1920s.

Public School 38 and Saint Anthony's parochial school. (Public School 38 was in the building on the corner of the Avenue of the Americas and Broome Street that today houses the Chelsea Vocational School.)

Saint Anthony's sent all of its students to Judson for physical examinations. Dr. Campbell made note of the splendid cooperation and leadership of Mother Raphael and the Sisters of Saint Anthony who "not only bring the children to the clinics for examination, but likewise render invaluable aid in helping to have defects corrected and the physician's instructions heeded."<sup>22</sup>

In 1929 Health Commissioner Shirley W. Wynne appointed a Committee on Neighborhood Health Development. The Milbank Memorial Fund financed the work of this committee to formulate plans to establish individual health centers as part of the district concept. On March 21, 1931, the committee, in a report on "The Next Eight Health Center Districts," stated:

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22. Judson Health Center, "Selling' Public Health Down Greenwich Village Way." Five typewritten pages marked in pencil "Publicity," n.d. (c. 1930). p. 2. Judson Health Center Archives.

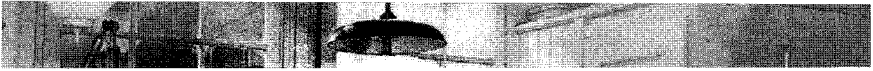


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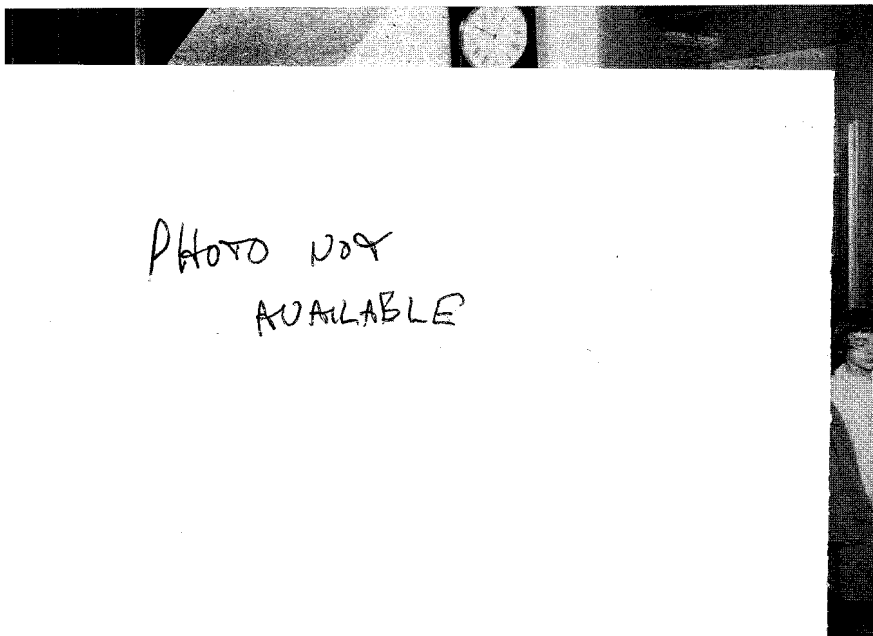
The Dental Clinic in Judson House, 1920s.

The city plan for district health centers calls for division of New York City into thirty health districts. Provisions already had been made in 1930 by the City for the following health centers: Central Harlem, Mott Haven, Tremont, Williamsburg-Greenpoint, Astoria-Long Island City, and Staten Island. It is now recommended, after careful consideration, that the next eight Health Centers should be located as follows: Manhattan: East Harlem and Lower West Side.<sup>23</sup>

The factors that supported a Lower West Side district were based on population, health, economic conditions, and facilities. In 1929,

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23. Committee on Neighborhood Health Development. "The Next Eight Health Center Districts: Report of Committee on Recommendations of District Health Centers," March 21, 1931. This is an eight-page document with the ninth page being a Manhattan and Bronx map of Health Districts, 1930. Copy found in the New York City Municipal Reference and Research Library.



Parents bring their children to be registered at the Judson Health Center.

4,862 births were recorded; the 1930 census reported the population to be 302,118, of which 39,320 were children registered in the elementary grades. In 1929 the general mortality for this district was 17.8 per 1,000. This was the highest for any of the districts in the entire city. Infant mortality in 1929 was 82 per 1,000—the third highest in the city. The new-case rate for tuberculosis was 344 per 100,000 and the rate for other communicable diseases was 2,375; both were second highest in the city. These statistics reflected the deplorable economic conditions of the district. The health care agencies and facilities, although adequate, lacked coordination of services.<sup>24</sup>

Until 1932, the Judson Health Center's territory of operation within the district had extended from Washington Square on the north to Canal Street on the south and from Broadway to the North (Hudson) River. In May 1932, the Bowling Green Neighborhood Association, due to its retirement from health work, asked the Jud-

24. Ibid.

son Health Center to expand its geographic area, save for a certain section under the supervision of Greenwich House.

**THE CENTER TEN YEARS LATER**

Judson's health service statistics up through 1932 were as follows:<sup>25</sup>

**WEEKLY CLINICS**

|                   |                  |
|-------------------|------------------|
| 6 Child Health    | 16 Dental        |
| 2 Eye             | 3 Heliotherapy   |
| 6 General Women's | 3 Mental Hygiene |

**CLASSES**

|                      |            |
|----------------------|------------|
| 9 Nutrition          | 1 Prenatal |
| Parents Club Monthly |            |

**STAFF**

|                              |                             |
|------------------------------|-----------------------------|
| 1 General Director           | 4 Nutritionists             |
| 1 Assistant General Director | 1 Psychiatric Social Worker |
| 4 Dentists                   | 1 Psychologist              |
| 10 Physicians (part time)    | 16 Clerks & Interpreters    |
| 11 Nurses                    | 1 Oral Hygienist            |
| 16 Student Volunteers        |                             |

**STATISTICS**

|   | 1930         | 1931         | 1932         |
|---|--------------|--------------|--------------|
| Clinic Visits   | 22,885       | 20,806       | 19,755       |
| Office Conferences                                      |              | 6,257        | 6,346        |
| Staff Visits to Home                                    | 16,688       | 22,414       | 17,469       |
| Class Attendance  | <u>3,694</u> | <u>4,867</u> | <u>3,935</u> |
| Total visits by or in the interest<br>of Judson clients | 43,267       | 54,344       | 47,505*      |

\*For 11 months January–November only.

25. Judson Health Center. "Brief Statement Regarding Judson Health Center," December 1932 or early 1933. Judson Health Center Archives.

**BUDGETS FOR 10 YEARS, 1923 TO 1932**

| <i>Year</i> | <i>Amount</i> |
|-------------|---------------|
| 1923        | \$71,150      |
| 1924        | \$77,996      |
| 1925        | \$87,892      |
| 1926        | \$90,000      |
| 1927        | \$90,000      |
| 1928        | \$105,990     |
| 1929        | \$113,490     |
| 1930        | \$102,980     |
| 1931        | \$85,478      |
| 1932        | \$83,528      |

*Personal Service Cost*

|                           |                 |
|---------------------------|-----------------|
| Medical & Clinic Services | \$6,275.00      |
| Physician                 | \$4. per hr.    |
| Dental & Oral Hygiene     | \$5,480.00      |
| Dentist                   | \$1.50 per hr.  |
| Oral hygienist            | \$1500. per yr. |
| Nursing Service           | 21,240.00       |
| #1 nurse                  | \$1600-2000     |
| Nutrition Service         | 8,500.00        |
| #1 nutritionist           | \$1600-2000     |
| Mental Hygiene Service    |                 |
| #1 Psychologist           | \$2. per hr.    |
| Clerical & Interpreting   | 10,970.00       |
| Clerks                    | \$750-1500      |
| Supervisors               | \$2700-3000     |

By 1932, the Judson Health Center was cooperating more actively on emergency relief—this was the time of the Great Depression—and acted as an agent for the Federal Emergency Relief Administration (FERA) in the distribution of food and clothing. Dr. Campbell was in principle opposed to this kind of aid. She felt that a supply of free food and clothing was putting many small pushcart operations that sold these goods out of business, thus contributing to higher unemployment.<sup>26</sup>

26. Judson Health Center, *Annual Report of the General Directors, 1933*, p.14. Judson Health Center Archives. Because of the depression and the need to



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The staff office at the Judson Health Center, 1926.

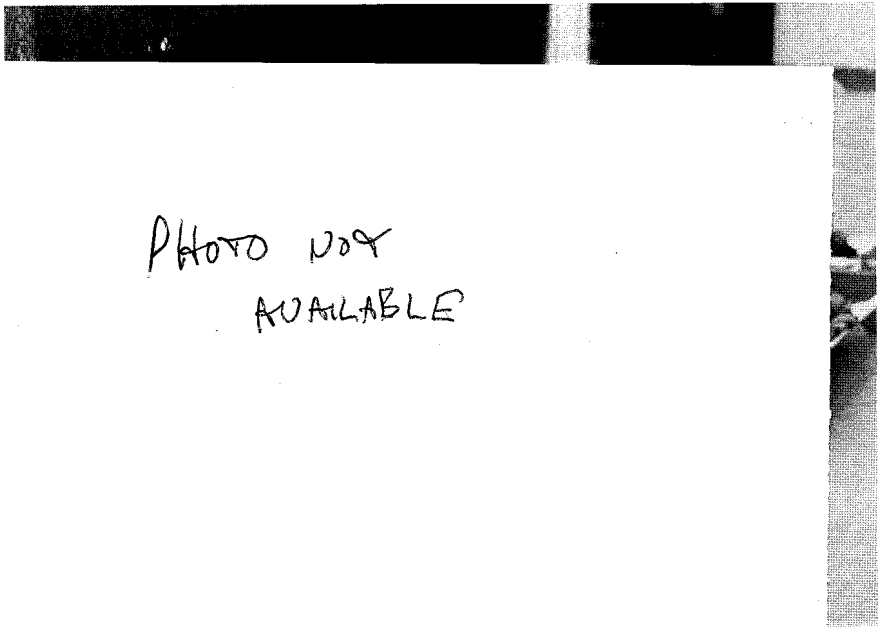
## COOPERATION WITH OTHER AGENCIES

On January 17, 1935, twenty-nine organizations gathered at the Hotel McAlpin for a conference on the "Need for a Coordinated Health Program for the Lower West Side Health District." The conference was organized by the Department of Health. Bailey B. Burrett, director of the AICP, chaired the conference. He was also treasurer of the Board of Directors of the Judson Health Center. Twenty-nine voluntary organizations were in attendance, including the Salvation Army, the Judson Health Center, the Henry Street Settlement, and the YMCA.

The minutes of this conference indicate that Mrs. V.G. (Mary K.) Simkhovitch of Greenwich House felt that the coordinated district health program should succeed because there was real leadership in the person of the district health officer, Dr. Sophie Rabinoff.

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economize, the Center did not publish annual reports for the years 1933 and 1934.



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Children asleep on the roof of Judson House as part of their routine treatment for rickets, 1920s. The original caption to this photo read: "An American will emerge from each cocoon."

Dr. Eleanor A. Campbell of Judson Health Center commented on the infant mortality rate in the area, and mentioned that in the immediate neighborhood of Judson Health Center the rate had been reduced to a rate lower than for the city at large. She attributed this good record to the cooperation and coordination of the agencies in her vicinity, and believed that similar improvements would be evident in the future throughout the area.<sup>27</sup>

Dr. Sophie Rabinoff made a point of saying, in her presentation of the historical background and special health problems of the Lower West Side Health District, that there has been no attempt to unify and adapt health programs to meet the needs of the entire dis-

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27. Department of Health New York City, Committee on Neighborhood Health Development. "Need for a Coordinated Health Program of Lower West Side Health District," January 17, 1935, pp. 6-7. New York City Municipal Reference and Research Library.

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In the nursery of the Judson Health Center children are taught self-service. The midday meal is served by one of the little ladies, 1920s.

trict. Dr. Campbell may have taken Dr. Rabinoff's observations as a personal challenge. The Center's 1935 Annual Report, published sometime after the inclusion of the Audit's report for 1935 dated September 14, 1936, has an aerial photo showing the Lower West Side Health District in outline. The caption reads "Area Served by Judson Health Center on the Lower West Side of Manhattan."<sup>28</sup>

## THE CENTER EXPANDS ITS JURISDICTION

Without question Judson Health Center's services were a major influence in the area, but Dr. Campbell may have overstated the Center's jurisdiction a bit. In the report Dr. Campbell wrote:

We were requested by the Bowling Green Neighborhood Association, in May 1932, to expand our boundaries to include their old district west of Broadway from Canal Street to the

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28. Judson Health Center, *An Oasis of Health: Annual Report 1935, 1936*, p. 9.

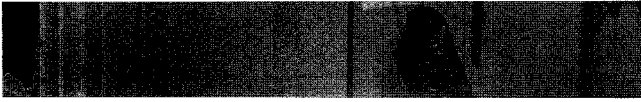


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Infants receiving heliotherapy, 1920s.

Battery. This district was assigned to us after conference with the Department of Health, Child Welfare Federation, and Bowling Green. Since then we have operated a sub-station in this district.

At first we had use of clinic facilities for three days a week without rent, but when cold weather made heating necessary, we had to concentrate our clinic services to one-half day a week. When the old Bowling Green Neighborhood Association building was taken over by FERA we had to find new quarters. We are happy to have rented space at 84 Washington Street. There we have conducted our expanded services since May 1.<sup>29</sup>

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29. Ibid., p. 25.

The following are the health service statistics for 1934 and for 1935, the first year Judson Health Center provided services for the entire Lower West Side.<sup>30</sup>

|                         | 1934         | 1935         |
|-------------------------|--------------|--------------|
| Clinic visits           | 18,389       | 19,992       |
| Field Visits            | 13,073       | 12,992       |
| Conferences             | 8,561        | 9,811        |
| Class Attendance        | <u>2,353</u> | <u>2,409</u> |
| Total services rendered | 42,376       | 45,204       |

## FUNDRAISING

In the same 1935 report Dr. Campbell reported that the Center showed a deficit of \$13,321.60. But with an influential and resourceful Board of Directors, this shortage was readily eradicated. For example, Mrs. August Zinsser, Judson Health Center board member, and Mr. and Mrs. Bartlett Arkell were among the distinguished patrons of an art exhibit of Dutch works organized by Dr. Campbell. This was a major society event to benefit of the Judson Health Center. The exhibit included seventeenth-century Dutch paintings of Rembrandt, Frans Hals, and Pieter de Hooch. Many were exhibited in America for the first time. Dr. Campbell organized annual fundraisers throughout the 1930s and 1940s. These were major occasions, and the attendees reflected New York City's Who's Who of the day.<sup>31</sup>

Never missing an opportunity to showcase the impressive efforts of her staff and the overall accomplishments of the Judson Health Center, Dr. Campbell organized an event for February 5, 1937, to acknowledge the Center's sixteen years of health care service. The reception was held at 80 West Fortieth Street, the studio of her father, Colonel A. A. Anderson. She invited Health Commissioner Dr. John L. Rice to be the keynote speaker. The event made the *New York Times* the next day: "Figures tending to show nearly a 20 per cent decline in the general mortality rate in the region served by the

30. *Ibid.*, p.29. It is unclear why these statistics are lower than for 1930-1932.

31. "Dutch Art Exhibit—Judson Benefit," *The Villager*, December 3, 1936, p. 3.

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A physiotherapist loaned by the Rotary Club of New York to the Judson Health Center gives corrective exercises to a deformed child, 1920s.

Judson Health Center as compared with the rest of the lower West Side were cited by Health Commissioner John L. Rice yesterday as proof of the effectiveness of public health agencies in the fight to curb disease and death.”<sup>32</sup>

## DISTRICT HEALTH CENTERS

It was the private, voluntary health agencies, such as the Judson Health Center, that provided the backbone and muscle for the district health plan. In February 1937, the city's bureaus of Child Hygiene and School Hygiene were merged, along with the voluntary agencies participating in each district, into the Bureau of District Health Administration. To launch this new bureau, Dr. Rice initiated a three-year project to improve community participation in the district health centers.<sup>33</sup> The New York and Nathan Hofheimer foundations financed the project. The U.S. Public Health Service had placed a new emphasis on health education, and Dr. Rice had solic-

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32. "Death Rate Cut 20% by Judson Center," *New York Times*, February 6, 1937, p. 19.

33. Duffy, p. 358.

ited funds, under the Social Security Act, for health education training programs for health personnel. Rice indicated that his goal was to equalize the quality of service in all the health districts through health education. Dr. Rice brought in Philip S. Broughton, director of the U.S. Public Health Service, to direct the program. To coordinate community involvement, a number of advisory committees worked together, and by 1939 no fewer than ten medical advisory committees were in place.<sup>34</sup> Since Goldwater and Emerson's days, the New York City Department of Health had always promoted health education and disease prevention. But now health education became the rallying cry for a program of integrated district health care. It made good sense; coordinated efforts were efficient and economically expedient.

## THE CENTER REORGANIZES

Even though health education had been a goal of the Center from its first days, the Judson Health Center, after a critical appraisal of its program, made extensive changes in its operations. In 1939 Charles H. Sears, executive director of the New York Baptist City Society and also a member of the Center's Board of directors, invited the Center staff to make a presentation on its new focus to the City Society. Therese Kerze, assistant director of the Center, told the City Society that the Center's 1939 programs were quite different from any previous programs. The new focus was health education for prevention and early diagnostic procedures to eliminate unhealthy conditions before they got established.<sup>35</sup>

Miss Kerze identified a number of changes that had been put in place throughout the district. The Center was actively involved in uniting community health-oriented agencies for the purpose of coordinating efforts, and working in harmony, for better service to the community. As part of the education component, the Center now sold cod liver oil, skim milk, bandages, and thermometers. Along with the sale, a staff member would discuss the use and value of these items with family members and discuss health topics in gen-

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34. *Ibid.*, p. 359.

35. Kerze, Therese. "Report of a Modern Health Institution," November 2, 1939. Nine-page typewritten document. Judson Health Center Archives.

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A "squad team" of physicians examining preschoolers, c. 1929.

eral. The Center had begun to advertise what it called "Well Clinics for Well Individuals" to reinforce good health habits and stress prevention and early diagnosis procedures.<sup>36</sup>

The Center had also made organizational changes in home visits. The staff now visited only those families who had not come to the Center in the past twelve months. "An infant who comes to the clinic regularly every month, we have found, does not need an additional monthly visit made by the worker into the home."<sup>37</sup>

Volunteers were a major source of personnel for the Center. At the same time, the Center felt it was making a contribution to the lives of the volunteers by "giving them an insight into the operation of a public health organization ... and by arousing ... a greater interest in health education."<sup>38</sup>

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36. *Ibid.*, p. 6.

37. *Ibid.*

38. *Ibid.*, p. 7.

Staff education was a major innovation. The Center instituted in-service education and job training programs.

The Center also implemented several new group-work initiatives and classes in a broad range of health subjects. For the Society's benefit, Miss Kerze highlighted four specific programs:

1. Homemakers' club, consisting of mothers who are learning about the practical aspects of homemaking, low cost foods, budgeting and meal planning as well as cooking.
2. The Junior Club, composed of ten-year-old girls who learn about first aid and the care of children.
3. The Young Chefs Club, which teaches the rudiments of nutrition to eight-year-old boys.
4. The Girls Discussion Club for adolescent girls, the future mothers of the community. Some of the topics being discussed were home nursing, personal hygiene, sex education, etc.<sup>39</sup>

The Judson Health Center was leading the national trend of health agencies becoming advocates for health education. Health education and coordinated efforts were becoming the solution to a lack of public funds. The Center's new focus was a sign of the times. The Great Depression had taught people that the only way to improving one's life was through self-reliance. To learn that one could do something about one's health was a worthwhile education in itself. This can-do attitude would soon prove very valuable on a national level as the United States was drawn into World War II.

## BUDGETS AND FUNDRAISING

The income for the Center, just before the war, for the first ten months of 1940, was \$44,973.15. Expenses ran at \$39,471.06, which left a balance of \$5,502.09. This net income may have been the result of the sale of health care items that was begun in 1939. During this ten-month period the Center rendered 19,356 services.

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39. *Ibid.*, pp. 5-6.

Nonetheless, at the Annual Meeting of the Center's Board of Directors in January 1942, H. Adams Ashforth brought before the board a recommendation by Carlton M. Sherwood for raising money, and the idea was accepted. Dr. Campbell agreed to donate a salary for twenty-one weeks—February 2 to June 27—to pay Mrs. Charles P. Stone, a board member, to come on staff as promotion director. Her job would be to generate funds, enlarge the number of contributors, and advance the interest of the Center in all ways possible. In addition, the board granted Mrs. Stone a 10 percent commission on all monies raised over \$10,000.<sup>40</sup>

Mrs. Stone was very efficient. She built one of the fundraisers around the arrival of the pandas at the Bronx Zoo. She organized volunteers to offer their cars to take the Center's children to see the pandas. She also put out the following publicity appeal:

The only *live pandas* in captivity were sent here to us by the *Chinese Government* to give happiness to our *children*.

The Judson Health Center has formed a volunteer group of "Pandas" who are taking numbers of children to the Zoo to see the Pandas—children who otherwise could not get to the Zoo.

These children need milk.

Will you help give *health* and *happiness* to these children, by filling the milk bottle with *dimes* or *dollars*?

One of our volunteer group of "Pandas" *will call for the milk bottle* in a few days' time. Your contribution will be used to further the work of this charity, one of the oldest children's health centers in the City.<sup>41</sup>

On Wednesday, May 27, 1942, the Judson Health Center hosted a reception for Mrs. Eleanor Roosevelt, the First Lady at the time. Sit-

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40. Judson Health Center. "Minutes of the Meeting of the Board of Directors," January 19, 1942, p. 4. The American Baptist Historical Society Archives, Rochester, NY (ABHS). Box "Includes Judson Church, 1933-1942," folder "Judson Health Center 1942." This folder includes the Judson Health Center Board Minutes from November 26, 1941, to April 27, 1943.

41. Judson Health Center. Letter dated May 8, 1942. Judson Health Center Archives.





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Students from P.S. 38 participate in a health day celebration in Washington Square Park.

ting down informally in a basement room, she warmed the hearts of her small audience with high praise for the Center's work, which she had inspected thoroughly. She asserted that "education and health care should be equal obligations of the State. . . . The emphasis in the future should be placed on health work, beginning with prenatal care right on up as a prerequisite to education. If the State has an obligation to educate children, it should also have an obligation to see that they are in conditions to receive education." Mrs. Roosevelt went on to say that school health examinations were ridiculous. There was no uniformity or follow-up. Often it was too little too late. Had good health care been implemented at an early age, people could grow up "without suffering from things that take a lot of medical care."<sup>42</sup>

In October 1942 Mrs. Stone proposed to the board a "Stars on Ice" fundraiser to be held at the Center Theatre on December 23. At

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42. "First Lady Sees Her Son Take Oath," *New York Times*, May 28, 1942, p. 14.

this gala, the board agreed to sell war bonds that the buyers would donate to the Center. This idea probably came from an event earlier that year. In May New Yorkers had paid \$5,250,000 in war bonds to attend the premiere showing of the film "Yankee Doodle Dandy."<sup>43</sup> Mrs. Stone estimated that her event would gross \$12,000 on admission and raffle tickets, exclusive of war bond sales.<sup>44</sup>

The Center's minutes do not report how much money was made, but the January 27, 1943, Annual Meeting directed the secretary to send a letter of appreciation to Mrs. Stone for the benefit. The board also voted to appoint Mrs. Stone as promotional director for another three months at a salary of \$50.00 per week.<sup>45</sup>

## WAR WORK

In line with the war effort, the Center added additional courses to train volunteers in nutrition and home nursing; both courses carried Red Cross certification. The nutrition classes also participated in the Mobile Kitchen that was located in the district. Miss Kerze was granted release from some of her duties so she could be a part-time consultant on home nursing and nurse's aides for the Red Cross in New York City. The war emergency caused several staff resignations, but the Health Center's reputation was such that it had no difficulty in filling the vacancies.<sup>46</sup>

The Judson Health Center archives contain little documentation about the Center's activities during the war.

In 1946 Dr. Campbell celebrated the Center's twenty-fifth anniversary by launching a campaign to raise \$25,000. New York City Mayor William O'Dwyer opened the campaign at a ceremony in his office in City Hall. The funds were intended to establish a new psychiatric service and to reopen a Center branch in the Bowling Green Neighborhood section of the district.<sup>47</sup>

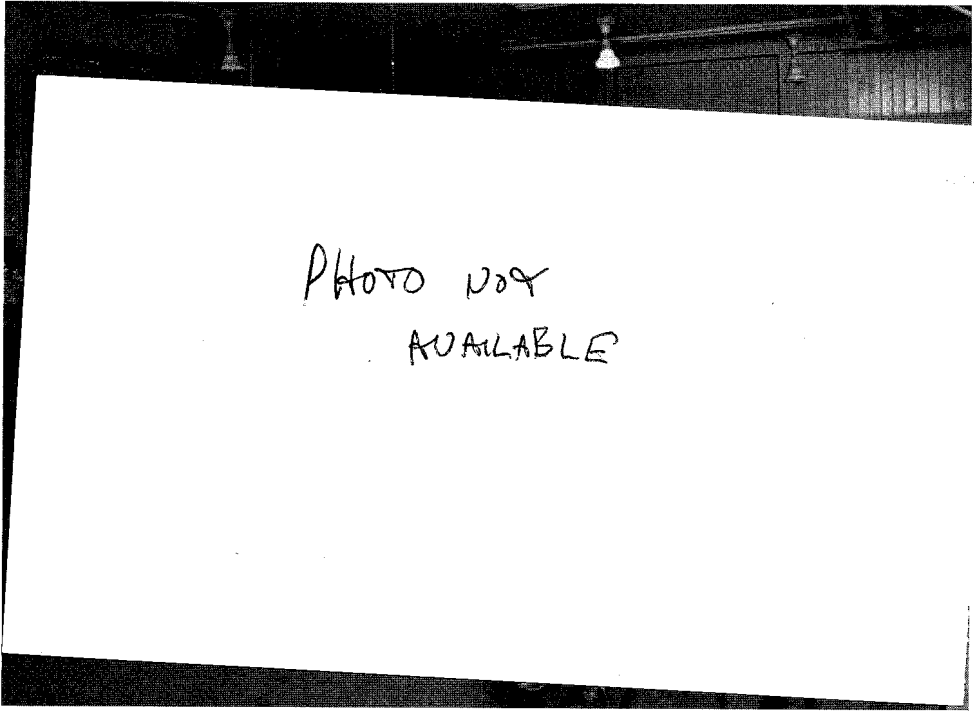
43. "\$5,250,000 Is Paid to See One Movie," *New York Times*, May 27, 1942.

44. Judson Health Center. "Minutes of the Meeting of the Board of Directors," October 19, 1942, p. 1. ABHS Archives.

45. Judson Health Center. "Minutes of the Meeting of the Board of Directors," January 27, 1943, p. 2. ABHS.

46. Judson Health Center. "Minutes of the Meeting of the Board of Directors," November 16, 1942, p. 1. ABHS.

47. "She'll Be Guest of Honor at Judson Health Center," *New York Times*,



A mother's class, 1923. Mrs. Franconi is the teacher.

## POSTWAR EXPANSION AND MOVE TO NEW QUARTERS

The Center continued its services and became more active than ever. Simultaneously, the New York Baptist City Society, who managed the affairs and property of Judson Memorial Church, became interested in providing Christian education to the great number of students who began attending colleges and universities after the war, many on the G.I. bill. Judson Memorial Church, next door to New York University, was a logical location for a Christian Education program aimed at students.

The Rev. Dean Wright began work as the Director of Student Work on September 15, 1948, and was given an apartment in 81 West Third Street, the building joining the west side of Judson House, as part of his salary. There was an odd assortment of people,

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January 14, 1946, p. 14; "Aids Judson Center," *New York Times*, February 9, 1946, p. 8.

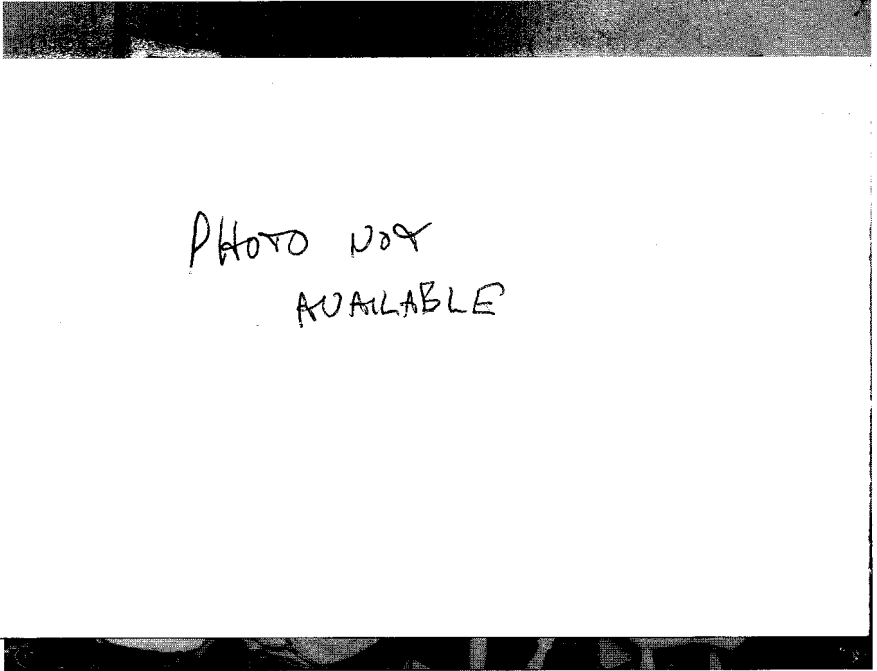


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Girls participating in a Future Mothers Club, 1921.

unrelated to the operations of Judson Church, living at 81 West 3<sup>rd</sup> Street and the top floor of Judson House and the Society moved them out to make room for the students and staff of the new Christian education program. The facilities were not in good shape, and the Society authorized funds to make extensive repairs to make them habitable.<sup>48</sup>

In addition to the students moving into the top floor of Judson House, the City Society gave William Myers and his wife living quarters there. Myers was the director of a youth program sponsored by the Police Athletic League, and Judson Church provided free housing for him and his family.<sup>49</sup>

As Judson House now contained the Judson Health Center, a student dormitory, and staff housing, the building was in violation

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48. Board of Managers. "New York Baptist Mission [City] Society Minutes," September 16, 1948, pp. 225–226. Bound Minutes of the New York Baptist Mission Society, 1945–1950, Vol. H. ABHS Archives.

49. *Ibid.*, October 20, 1949, pp. 279–280.

of New York City's Multiple Dwelling Law. Dr. Campbell had a meeting with Robert V. Russell and Stanley B. Hazzard, officers of the New York Baptist City Society. Dr. Campbell brought a report with her, presumably from the Department of Housing, concerning the Multiple Dwelling Law violation. Immediately after the meeting, on April 13, 1950, Mr. Russell wrote to Dr. Campbell acknowledging receipt of the report. He informed her that the City Society would study the report in regard to any responsibilities to the Health Center the City Society might have under the existing lease. Mr. Russell took this letter-writing opportunity to bring up several issues with Dr. Campbell. He reiterated "that it is quite desirable that there should be closer liaison and cooperation between those in charge of the Health Center and those in charge of the program and activities now being carried on in the Judson Church.... We sincerely trust that closer relations can be developed between the two staffs." Since the church program was rapidly growing under the new leadership, there was a need for more space. Mr. Russell requested social facilities for the seventeen students in the dormitory, "and it would be of great assistance to our program if we could acquire the use of the rooms on the basement floor ... on evenings during the week (except Wednesday) and on Saturday and Sunday."<sup>50</sup>

The Center's rent of \$3,000 per year had been reduced during the depression to \$2,500, and Mr. Russell informed Dr. Campbell that the original rent would be reinstated, acknowledging that the market place would bring substantially more.

Dr. Russell's letter included an intriguing proposal: that the Health Center and Judson Church jointly raise the funds to build a new facility to house both programs. "This could be done on a cooperative basis, so that the rental of space by one organization to the other could be avoided; it would seem that such a new structure might be erected which would be tax free." If the project were developed, Mr. Russell offered Dr. Campbell the use of the basement and the first two floors of 179 Sullivan Street for the interim period.

Dr. Campbell agreed to the increased rent to \$3,000 beginning April 1, 1950, and she informed Mr. Russell that Dean Dorothy Ar-

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50. Russell, Robert V. Letter to Dr. Eleanor Campbell, April 13, 1950. pp. 2-3 of 6 pp. Judson Health Center Archives.

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of the Young Officers Club at work.

nold and Miss Ellen Black would be the representatives to discuss the proposed use of the Center's basement facilities by the students in the Judson program. She also indicated that Mr. H. Adams Ashforth and Mr. H. Stanley would work with the City Society on a possible project for a new facility.<sup>51</sup>

In between the lines of Dr. Russell's letters one can read a growing tension. Judson Church wanted Judson House for its own programs and somewhat resented Dr. Campbell's independence and near-complete control over the building next door.

Matters came to a head several months later, when the building at 81 West Third Street developed a dangerous bulge in one of the walls and had to be demolished. Judson Church had to find new quarters for the staff and the women students living there. Also, the male students living on the third floor of Judson House had used 81 West Third as access to that floor and now had to go through the Health Center to get to their rooms. Dr. Campbell probably felt that sharing her facilities with students would endanger the antiseptic environment and compromise the security of the clinics. In short order, she found new space and made plans to vacate Judson House by No-

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51. Russell, Robert V. Letter to Dr. Eleanor Campbell, May 1, 1950. Judson Health Center Archives.

vember 1, 1950. In a press release dated July 20, 1950, the Judson Health Center announced: "Judson Health Center, Famous 'Health Desert' Service to Cold Water Tenement Population, purchases Former New York Dispensary Home on Spring Street. To Move From Thompson Street Quarters After 30 years. Change Dictated by Expanded Activities. West Side Work to Continue."

The press release went on to say:

Twice in its career, the Center was requested by the Health Department to extend its territory. Today its district is bounded by the Hudson River, the Battery, Broadway/Fourth Avenue to 28th Street, Sixth Avenue to 14<sup>th</sup> Street, and along 14<sup>th</sup> Street to the Hudson. There now will be some slight alteration in boundaries to take in the East Side section in which the new quarters are located. . . . The change is being made in talks with the District Health Administration of the Department of Health. Virtually all of the West Side Area is being retained in the Center's activities.<sup>52</sup>

On November 21, 1950, Ellen Black, R.N., administrative director of the Judson Health Center, wrote to Charles Merz, editor of the *New York Times*, announcing an open house for the Judson Health Center at 34 Spring Street. Along with the announcement was the request that Mr. Merz write an editorial highlighting the Center's accomplishments over the past thirty years. Mr. Merz obliged. On November 30, 1950, the *New York Times* published an editorial tribute that said, among other things:

From very small beginnings, Judson expanded through the years, serving thousands of persons who might otherwise have been unable to provide vital health services for themselves, until now its staff estimates that it has provided altogether 995,000 such services—just short of the million mark. Though closely budgeted and with limited financial re-

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52. Judson Health Center. "Judson Health Center, Famous 'Health Desert' Service to Cold Water Tenement Population, Purchases Former New York Dispensary Home on Spring Street." Judson Health Center Archives.

sources, the center has done a great work in building better homes and happier men, women and children in a congested, cosmopolitan section of the city.<sup>53</sup>

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53. "Judson Health Center." *New York Times*, November 30, 1950, p. 32 (editorial page).