

CHILD PLACEMENT
AND
ADOPTION

A Report

of the

JOINT STATE GOVERNMENT COMMISSION



to the

GENERAL ASSEMBLY

of the

COMMONWEALTH OF PENNSYLVANIA

SESSION OF 1951

CHILD PLACEMENT

AND

ADOPTION

A Report

of the

JOINT STATE GOVERNMENT COMMISSION

The Joint State Government Commission was created by Act of 1937, July 1, P. L. 2460, as amended 1939, June 26, P. L. 1084; 1943, March 8, P. L. 13, as a continuing agency for the development of facts and recommendations on all phases of government for the use of the General Assembly.

to the

GENERAL ASSEMBLY

of the

COMMONWEALTH OF PENNSYLVANIA

Session of 1951

JOINT STATE GOVERNMENT COMMISSION

Honorable BAKER ROYER, *Chairman*

Honorable JOHN M. WALKER, *Vice Chairman*

Honorable W. STUART HELM, *Secretary-Treasurer*

Senate Members

JOSEPH M. BARR
LEROY E. CHAPMAN
MONTGOMERY F. CROWE*
JOHN H. DENT
G. GRAYBILL DIEHM †
ANTHONY J. DISILVESTRO
JAMES A. GELTZ ‡
FREDERICK L. HOMSHER §
A. EVANS KEPHART
A. H. LETZLER *
JOHN G. SNOWDEN
O. J. TALLMAN †
M. HARVEY TAYLOR
PAUL L. WAGNER
JOHN M. WALKER
T. NEWELL WOOD

House Members

HIRAM G. ANDREWS
ADAM T. BOWER
HOMER S. BROWN ||
CHARLES H. BRUNNER, JR.
EDWIN C. EWING
W. STUART HELM
EARL E. HEWITT, SR.
THOMAS H. LEE
JAMES E. LOVETT ¶
ALBERT S. READINGER
BAKER ROYER
CHARLES C. SMITH
HERBERT P. SORG
IVAN C. WATKINS

GUY W. DAVIS, *Counsel and Director*

PAUL H. WUELLER, *Associate Director in Charge
of Research and Statistics*

ANTOINETTE S. GIDDINGS, *Administrative Assistant*

* Appointed February 6, 1951.

† Appointed to fill the vacancy created by the death of Frederick L. Homsher.

‡ Term expired.

§ Deceased.

|| Resigned.

¶ Appointed to fill the vacancy created by the resignation of Homer S. Brown.

JOINT STATE GOVERNMENT COMMISSION
SUBCOMMITTEE ON CHILD PLACEMENT
AND ADOPTION

Honorable ROBERT D. FLEMING, *Chairman*

Honorable ROWLAND B. MAHANY, *Vice Chairman*

Senate Members

JOHN H. DENT

ROWLAND B. MAHANY

LLOYD H. WOOD

House Members

ALBERT D. BRANDON

ROBERT D. FLEMING

FRANK A. ORBAN, JR.

ADVISORS ON CHILD PLACEMENT AND ADOPTION

JOHN F. COX, *Judge of the Orphans' Court of Allegheny County*

VERY REV. FRANCIS X. N. MCGUIRE, O.S.A., *President of
Villanova College*

W. C. SHEELY, *President Judge, Court of Common Pleas
of the Fifty-first Judicial District (Adams
and Fulton Counties)*

PHILIP STERLING, *Esquire*

ROBERT E. WOODSIDE, *Judge of the Court of Common Pleas
of Dauphin County*

LETTER OF TRANSMITTAL

To the Members of the General Assembly of the Commonwealth of Pennsylvania:

Herewith is submitted a report on child placement and adoption in Pennsylvania as directed by House Concurrent Resolution No. 74, Session of 1949.

In the more than 250 years since the first legal provision was made for the public care of dependent children in the Commonwealth, many diverse means of caring for dependent children have been developed. Since child care was originally regarded as a purely local problem, the methods of administering and financing child placement vary from county to county.

Although the problems of child placement and adoption are interrelated, public interest in recent years seems to have centered upon placement of children for adoption. In view of the focus of public interest, most of the recommendations contained in this report deal with adoption placement. However, the report covers, in addition to adoption placement, the wider field of child placement.

To facilitate the study and investigation of child placement and adoption, the Commission, in accordance with Act of 1943, March 8, P. L. 13, Section 1, created a subcommittee and appointed five advisors. The cooperation of the advisors and the members of the subcommittee is gratefully acknowledged.

BAKER ROYER, *Chairman.*

*Joint State Government Commission
Capitol Building
Harrisburg, Pennsylvania*

CONTENTS

	<i>Page</i>
SUMMARY OF FINDINGS	1
SUMMARY OF RECOMMENDATIONS	3
SECTION I. HISTORICAL BACKGROUND OF CHILD CARE IN PENNSYLVANIA	5
SECTION II. GOVERNMENTAL PARTICIPATION IN THE CARE OF CHILDREN IN PENNSYLVANIA	9
A. The Department of Welfare ...	12
B. The Department of Public As- sistance	18
C. The County Institution District .	24
D. The Juvenile Court	25
SECTION III. LOCAL ADMINISTRATION OF THE CARE OF CHILDREN OUTSIDE THEIR OWN HOMES IN PENNSYLVANIA	29
SECTION IV. NUMBER OF CHILDREN IN PENNSYLVANIA UNDER CARE OUTSIDE THEIR OWN HOMES AND EXPENDITURES FOR THE MAINTENANCE OF SUCH CHILD- REN IN PENNSYLVANIA AND IN OTHER STATES	35
A. Number of Children Under Care in Pennsylvania	35
B. Expenditures for Children Under Care in Pennsylvania	36
C. Financial Responsibility for Child Care in Other States	43
SECTION V. CHILD PLACEMENT IN OPERATION IN SEVEN SELECTED PENNSYLVANIA COUNTIES	45

	<i>Page</i>
A. Administration of Child Placement in Seven Selected Counties	45
B. County Payments for Foster Care	57
C. Characteristics of Children Under Care Outside Their Own Homes in Seven Selected Counties of Pennsylvania	59
D. Number of Dependent and Neglected Children Under Care in Seven Selected Counties, and Public Expenditures for Their Care	84
SECTION VI. ADOPTION PLACEMENT	87
A. Termination of Parental Rights and Consent to Adoption	89
B. Adoption Placement by Authorized Agencies	90
C. Location and Jurisdiction of Court Handling Adoption Proceedings	95
D. Restrictions on Hearings and Records	98
E. Recommendations to Court and Pre-Adoption Residence	99
F. Provisions if Adoption Is Not Decreed	100
SECTION VII. ADOPTION PLACEMENTS IN SEVEN SELECTED PENNSYLVANIA COUNTIES ..	101
A. Age of Children Adopted Where Adoption Placement Was Made by Child-Caring Agency or Institution	101

A. Administration of Child Placement
in Seven Selected Counties

B. Sex and Race of Children Adopted in 1949 Where Adoption Placement Was Made by Child-Caring Agency or Institution	103
C. Legitimacy of Children Adopted in 1949 Where Adoption Placement Was Made by Child-Caring Agency or Institution	103
D. Sources Originally Referring Adopted Children for Agency Care	106
E. Time Spans Between Original Placement and Consummation of Adoption	106
F. Number of Adoptions in Selected Counties During 1949	109

APPENDICES

APPENDIX A. PROPOSED PLAN FOR A STATE-WIDE ADOPTION PLACEMENT SERVICE IN PENNSYLVANIA	113
APPENDIX B. STANDARDS FOR ADOPTORS BY CERTAIN AGENCIES IN PENNSYLVANIA MAKING PLACEMENTS FOR ADOPTION—1950	121
APPENDIX C. SURVEY OF CHILD PLACEMENT AND ADOPTION IN SEVEN SELECTED PENNSYLVANIA COUNTIES	128
APPENDIX D. REPRODUCTION OF SCHEDULES USED FOR SURVEYS ON CHILD PLACEMENT AND ADOPTION	129

LIST OF TABLES

	<i>Page</i>
Table I. State Aid to Children's Agencies and Institutions for the Biennium 1949-1951	10
Table II. Pennsylvania Counties Eligible for Affiliation and Counties Actually Affiliated with the Division of Rural Child Welfare, 1949	16
Table III. Federal Funds Available and Expended in Pennsylvania for Rural Child Welfare, February, 1951	19
Table IV. Public Assistance Payments to Counties (County Institution Districts) for Care of Children Outside Own Homes, Number of Children Aided and Total Payments, September, 1949-December, 1950	21
Table V. Type of Care Given Children Outside Own Homes in Pennsylvania, Number of Agencies Reporting, Number of Children Under Care of Each and Percentage of Total, by Year, as of December 31	37
Table VI. Annual State and Local Expenditures for the Care and Maintenance of Children Outside Their Own Homes by Year, 1940 to 1949, Inclusive	39
Table VII. County Foster Care Allowances by Type of Care in Seven Selected Counties—1949	58
Table VIII. Percentage Distributions, by Age, of Children Under Care in Selected Counties, as of December, 1949	61

	<i>Page</i>
Table IX. Percentage Distributions, by Race and Sex, of Children Under Care in Selected Counties as of December, 1949	63
Table X. Percentage Distributions of Legitimate and Illegitimate Children Under Care in Selected Counties, as of December, 1949	64
Table XI. Percentage Distributions of Children Under Care, by Sources Referring Children for Care, in Selected Counties as of December, 1949	65
Table XII. Percentage Distributions of Children Under Care, by Agency Reason for Acceptance, in Selected Counties, as of December, 1949	67
Table XIII. Percentage Distributions, by Type of Care Received, of Children Under Care in Selected Counties, as of December, 1949	69
Table XIV. Percentage Distributions of Children Under Care, by Length of Time Period Children were Under Care, in Selected Counties, as of December, 1949	70
Table XV. Percentage Distributions of Fathers of Children Under Care in Selected Counties by Marital Status, as of December, 1949	71
Table XVI. Percentage Distributions of Mothers of Children Under Care in Selected Counties by Marital Status, as of December, 1949	71
Table XVII. Percentage Distributions of Fathers of Children Under Care in Selected Counties by Condition, as of December, 1949	74

	<i>Page</i>
Table XVIII. Percentage Distributions of Mothers of Children Under Care in Selected Counties by Condition, as of December, 1949	75
Table XIX. Percentage Distributions of Fathers of Children Under Care in Selected Counties by Financial Status, as of December, 1949	77
Table XX. Percentage Distributions of Mothers of Children Under Care in Selected Counties by Financial Status, as of December, 1949	78
Table XXI. Percentage Distributions of Children Under Care in Selected Counties, by Adoption Status as Determined by Agencies, as of December, 1949	80
Table XXII. Percentage Distributions of Unadoptable Children Under Care in Selected Counties, by Reason for Which They Are Determined Unadoptable, as of December, 1949	81
Table XXIII. Percentage Distributions of Fathers of Children Under Care in Selected Counties, by Frequency of Visits, as of December, 1949	82
Table XXIV. Percentage Distributions of Mothers of Children Under Care in Selected Counties, by Frequency of Visits, as of December, 1949	83
Table XXV. Source and Amount of Funds Expended Within Selected Counties for Care of Dependent and Neglected Children, Number of Children Under Care, County Expenditures Per Child and County Per Capita Expenditures for Children Under Care, for Year Ending December 31, 1949	85

	<i>Page</i>
Table XXVI. Number of Unadoptable Children Under Care Whose Parents Would Not Consent to Adoption, in Seven Selected Counties, December, 1949	90
Table XXVII. Number of Adoptions, Placing Agencies and Number of Adoption Placements Made by Agencies and Consummated in County Court, in Selected Counties, 1949	96
Table XXVIII. Percentage Distributions of Children Adopted in Selected Counties During 1949, by Age at Time of Adoption (Adoption Placements Made by Child-Caring Agencies and Institutions)	102
Table XXIX. Percentage Distributions, by Sex and Race, of Children Adopted in Selected Counties During 1949, Where Adoption Placement Was Made by Child-Caring Agency or Institution	104
Table XXX. Percentage Distributions of Legitimate and Illegitimate Children Adopted in Selected Counties During 1949 Where Adoption Placement Was Made by Child-Caring Agency or Institution	105
Table XXXI. Percentage Distributions of Children Adopted in Selected Counties During 1949, Where Adoption Placement Was Made by Child-Caring Agency or Institutions, by Type of Original Referral	107
Table XXXII. Average Length of Time Involved in Determination of Adoptability, Placement for Adoption, Filing of Adoption Petition and Final Consummation of Adoption for Children Adopted in Selected Counties During 1949 Where Adoption Place-	

	<i>Page</i>
ment Was Made by Child-Caring Agency or Institution	108
Table XXXIII. Number of Children Under Care Outside Their Own Homes and Number of Adoptions in Seven Selected Counties in 1949	109

CHARTS AND MAPS

Chart I. Agencies Participating in the Placement and the Care of Children Outside Their Own Homes in Philadelphia	47
Chart II. Agencies Participating in the Collection of Orders for the Support of Dependent, Neglected and Delinquent Children Committed to the Care of the City and/or County of Philadelphia	50
Map I. Counties in Pennsylvania Receiving State and Federal Funds for Maintenance and/or Administration of Child Placement	13
Map II. Administration of Child Placement in Pennsylvania by Local Agencies Performing this Service	31
Map III. Local Financing of Care of Children Outside Their Own Homes in Pennsylvania	41
Map IV. Agencies Placing Children for Adoption in Pennsylvania, by Type, 1950	93

SUMMARY OF FINDINGS

I. In 1949, approximately 36,000 children in Pennsylvania were under institutional care or in foster homes, and 4,000 were placed in adoptive homes.

II. Of the 36,000 in institutions and foster homes, some 3,800, or about 11%, were handicapped and delinquent children; 12,200, or 34%, were in institutions for dependent and neglected children; 9,900, or approximately 27%, were under the care of the county institution districts, primarily in foster homes; and 10,300, or approximately 28%, were under the care of private child-caring agencies, primarily placed in foster homes.

III. The public cost of child care in Pennsylvania, in 1949, amounted to some \$14,000,000. Of this total, \$12,000,000, or 87%, was borne by the counties or the county institution districts; 13% of the cost was borne by the Commonwealth, either through state aid to private institutions and agencies, the operation of state-owned institutions, or public assistance payments for the care of certain children removed from their homes by court order. The Commonwealth also grants financial aid to dependent children in their own homes. In 1949, this type of child aid amounted to approximately \$31,000,000 in addition to the million and a half dollars contributed to institutions, agencies, etc.

IV. The "Mallery Amendment" of 1949 (1949, April 28, P. L. 767), permits continuation of public assistance payments to children who are removed from their own homes by court order and placed in foster homes or children's homes maintained by a county institution district.

V. Participating in the placing of children, including placements for adoption, are the county institution districts, Juvenile Courts, private child-caring agencies and individuals.

VI. At the present time, adoption placement is not a Commonwealth responsibility. Under existing law, the Orphans' Court (in Philadelphia County, the Municipal Court) has permissive power to investigate the parties concerned in adoption proceedings.

VII. The standards of parties placing children for adoption vary widely.

VIII. Generally, the time involved in consummation of an adoption placement varies from a few months to several years; sometimes children pass through numerous foster homes in the adoption placement process.

SUMMARY OF RECOMMENDATIONS

The Joint State Government Commission recommends:

With regard to Adoption Placement,

- I. That a state-wide Adoption Placement Service be established in the Department of Welfare,
- II. That standards for agencies and institutions placing children for adoption, and for prospective adoptors, be established by the Department of Welfare,
- III. That there be annual licensing, by the Department of Welfare, of private and public agencies meeting the standards prescribed; and the placing or taking a child for adoption by or from an unlicensed agency be prohibited; that relatives be permitted to take a child provisionally, but required to apply to the Department of Welfare for a preliminary certificate of approval,
- IV. That provision be made for appeal from the decision of the Department of Welfare to the Juvenile Court,
- V. That a parent or parents be permitted, by petition to the Juvenile Court, to surrender custody of a child to the Department of Welfare or a licensed agency or institution for purposes of adoption, and
- VI. That preference be given by the Department of Welfare to prospective adoptors designated by the natural parent or parents;

With regard to Jurisdiction in Adoption Proceedings,

That adoption proceedings be placed under the jurisdiction of the Juvenile Court;

With regard to Assistance Payments to Dependent Children,

That the provision of the "Mallery Amendment" (1949, April 28, P. L. 767) be clarified to facilitate continuation of assistance payments to all children removed from their own homes by court order.

Section I

HISTORICAL BACKGROUND OF CHILD CARE IN PENNSYLVANIA

The problem of dependent children has been a matter of public concern in Pennsylvania since colonial days. The "Great Law," passed by the first General Assembly in 1682, provided that the justices of the peace should care for any person who fell into a state of poverty, including poor orphans. These first poor laws thus made townships responsible for the care of their poor.

The State first participated in the care of the poor in 1751 when the Pennsylvania Hospital of Philadelphia was created by Act of Assembly. This legislation marked the beginning of a trend toward public and private financing of charitable agencies and institutions which has become the basis of the Pennsylvania system for the care of children outside their own homes.

During the eighteenth and nineteenth centuries, dependent children were cared for in almshouses—along with the mentally ill, the blind, the physically handicapped, and the able-bodied poor. Gradually there developed a concern for better care for some of the persons in almshouses, especially children, and separate institutions were established for their care.

The Orphan Society of Philadelphia, founded in 1816, was the first private, nonsectarian agency in Pennsylvania to provide special institutional care for dependent or neglected children.

In 1883, a charter was granted the Children's Aid Society of Pennsylvania, with headquarters in Philadelphia. The

purpose of this organization was to find free family homes for dependent and neglected children. This agency was one of the first to make offers of assistance to public officials charged with the care of dependent children. Many directors of the poor subsequently referred children to the society for foster home placement. Also, in 1883, the General Assembly prohibited the maintenance of normal children over two years old in almshouses.

The forerunner of our present-day Juvenile Court was established in 1903.¹ The act removed jurisdiction over matters relating to neglected and dependent children from the directors of the poor and lodged it with the court.

In 1913, the General Assembly passed the Mothers' Assistance Act,² which provided for financial assistance to mothers of proven character with children under sixteen years of age whose fathers were deceased or confined to mental institutions. The Mothers' Assistance Act provided for a county-state program financed equally from county and state funds.

The Pennsylvania Department of Welfare was created in 1921.³ The department was charged with the supervision of all agencies and individuals engaged in arranging for the care of children outside their own homes.

In August, 1935, the United States Congress passed the Social Security Act.⁴ This act enabled the federal government to cooperate with state public welfare agencies in the establishment, expansion and financing, especially in predominantly rural areas, of child welfare services for the care

¹ 1903, April 23, P. L. 274.

² 1913, April 29, P. L. 118.

³ 1921, May 25, P. L. 1144: then called the Department of Public Welfare.

⁴ 42 U. S. C. A. 301 et seq. 49 Stat. 620 et seq. (C. 531, August 14, 1935).

of homeless, dependent and neglected children in danger of becoming delinquent.

Pennsylvania, in the 1930's, passed the Juvenile Court Law in its present form, providing the machinery for "all proceedings affecting dependent, neglected and delinquent children,"⁵ and established the Rural Child Welfare Unit⁶ in the Department of Welfare to administer the federal grant allotted, under the Social Security Act, for the payment of part of the administrative cost of local child welfare services and development of community child-welfare organizations, in rural and other areas of special need.

In 1937, the Pennsylvania General Assembly passed the Public Assistance Law,⁷ whereby the Commonwealth, through a newly-created Department of Public Assistance, assumed responsibility for the care of the needy including children, residing in their own homes. In addition, the act transferred the administration of Mothers' Assistance (re-titled Aid to Dependent Children) from the county boards of trustees to the Department of Public Assistance. Companion legislation, the County Institution District Law, created in every county⁸ an institution district charged with responsibility for the public care of children outside their own homes, and abolished local poor boards.

⁵ 1933, June 2, P. L. 1433.

⁶ By order of the Governor. See *History of Child Care in Pennsylvania* (Commonwealth of Pennsylvania, Department of Welfare, [April, 1940]) p. 11.

⁷ 1937, June 24, P. L. 2051.

⁸ 1937, June 24, P. L. 2017.

Section II

GOVERNMENTAL PARTICIPATION IN THE CARE OF CHILDREN IN PENNSYLVANIA

The following public agencies participate in the care of dependent children outside their own homes in Pennsylvania:

1. The Department of Welfare, which acts in a supervisory and advisory capacity.
2. The Department of Public Assistance, which provides funds to the county institution districts for the maintenance of children receiving public assistance funds when removed from their own homes at the direction of the court.
3. The county institution districts, which, through local taxes, contribute money to pay all or part of the cost to the county of maintaining children in foster homes, in institutions, or in homes for children.
4. The Juvenile Courts, which have exclusive jurisdiction in all proceedings affecting dependent, neglected and delinquent children.

Generally, the county institution districts, the Juvenile Courts, or their agents, and private agencies are responsible for the actual placement of a child.

In addition, the General Assembly customarily makes biennial appropriations to private children's agencies and institutions.

By custom, dating back to colonial days, some private agencies and institutions receive biennial lump sum grants from the Commonwealth. Only nonsectarian and incorporated organizations are eligible to receive such aid.

In 1949-1951, thirty-five children's agencies and institutions received grants-in-aid from the state, totaling \$348,200. The allocation of these grants is shown in Table I.

Table I
State Aid to Children's Agencies and Institutions
for the Biennium 1949-1951

<i>Agency and/or Institution</i>	<i>County in Which Agency or Affiliate Is Located</i>	<i>Amount</i>
(1)	(2)	(3)
Allegheny Temporary Home for Children, Pittsburgh	Allegheny	\$4,400
Beaver County Children's Home, New Brighton ..	Beaver	6,000
Benevolent Association Home for Children, Pottsville	Schuylkill	3,600
Boys Industrial Home, Oakdale	Allegheny	16,000
Chester Day Nursery and Children's Boarding Home	Delaware	1,500
Children's Aid Society of Franklin County	Franklin	3,000
Children's Aid Society of Pennsylvania	Blair	} 64,000
	Delaware	
	Lebanon	
	Lehigh	
	Lycoming	
	Monroe	
	Northampton	
Montgomery		
Philadelphia		
Children's Aid Society of Western Pennsylvania	Beaver	} 26,000
	Butler	
	Elk	
	Fayette	
	Somerset	
	Venango	
Warren		
Children's Home of Bradford	McKean	3,000
Children's Home of Easton	Northampton	11,000

Table I (Continued)

<i>Agency and/or Institution</i>	<i>County in Which Agency or Affiliate Is Located</i>	<i>Amount</i>
(1)	(2)	(3)
Children's Home of York	York	\$5,500
Children's Home of Bethlehem and Allentown ..	Northampton	7,000
Children's Home of Harrisburg	Dauphin	17,600
Christian Home of Johnstown	Cambria	5,500
Children's Home of Reading	Berks	1,600
Colored Children's Bureau, Philadelphia	Philadelphia	12,000
Colored Women's Relief Association of Western Pennsylvania	Allegheny	2,500
Curtis Home for Girls, Pittsburgh	Allegheny	6,000
Erie Infants Home and Hospital	Erie	3,000
Friends Home for Children, Secane	Delaware	3,000
Friendship House, Scranton	Lackawanna	12,000
George Jr. Republic Association, Grove City ...	Mercer	28,000
Home for Colored Children, Pittsburgh	Allegheny	1,800
Margaret Henry Children's Home, New Castle ..	Lawrence	1,200
Meadville Children's Aid Society	Crawford	7,500
Northern Home for Friendless Children, Phil- adelphia	Philadelphia	22,000
Northern Tier Home, Harrison Valley	Potter	4,000
Pennsylvania Society to Protect Children from Cruelty, Philadelphia	Philadelphia	4,500
Pittsburgh Home for Babies	Allegheny	14,000
Pittsburgh and Allegheny Home for Friendless ..	Allegheny	5,000
Sarah A. Reed Home, Erie	Erie	11,000
Tabor Home for Children, Doylestown	Bucks	8,500
United Charities Home for Children, Hazleton ..	Luzerne	3,500
Westmoreland County Children's Aid Society ...	Westmoreland	11,500
Williamsport Home	Lycoming	11,500
TOTAL		\$348,200

SOURCE: Budget Circular No. 100, June, 1949, Pages 40-41.

Map I shows the geographical distribution of these appropriations within the Commonwealth.

Generally speaking, the amount of money appropriated to these institutions and agencies is determined on the basis of the difference between their receipts and expenditures.

A. *The Department of Welfare—*

The Department of Welfare has specified powers with respect to all "supervised institutions,"⁹ all "children's institutions,"¹⁰ and all children's boarding homes which are licensed by the state. The department is authorized to make and enforce rules and regulations for the visitation, examination and inspection of all institutions for children. The Division of Supervising and Licensing is charged with carrying out the department's supervisory responsibility. The staff of the division assigned to this work consists of six field representatives and a supervisor.

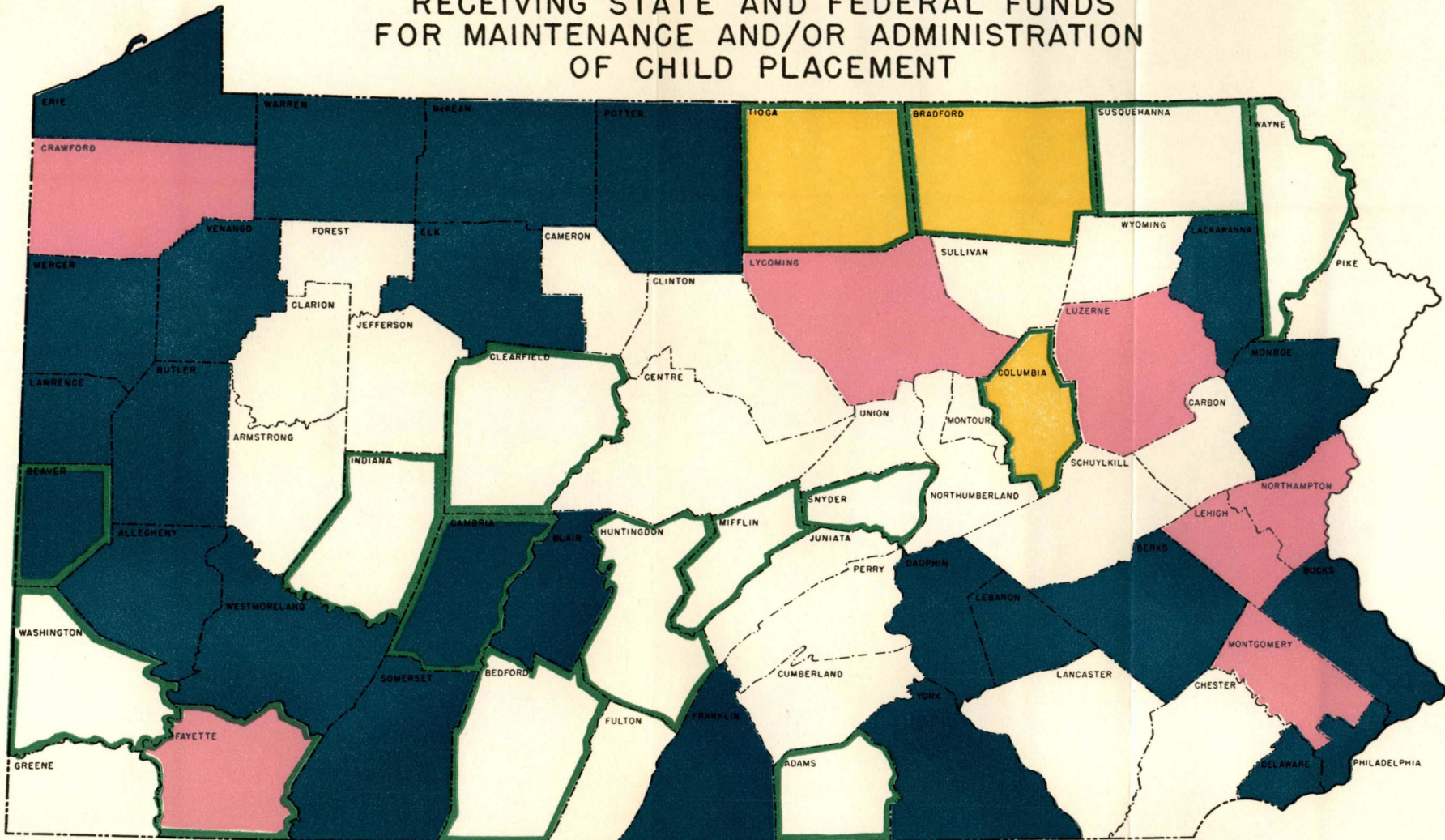
In addition, the department establishes regulations for the investigation, placement and supervision of dependent


⁹ "Supervised Institutions" include all institutions and associations, and societies within the Commonwealth into whose care delinquent, dependent or neglected children are committed and all houses and places maintained by such institutions, associations, or societies in which such children may be kept or detained (1929, April 9, P. L. 177).


¹⁰ "Children's Institutions" are defined as any incorporated or unincorporated organization, society, corporation, or agency, public or private, which receives, cares for, or places children in foster family homes either at board, wages, or free; or any individual who for hire, gain or reward receives a child unless he is related to the child by blood or marriage within the second degree; or any individual not in the regular employ of a court or an organization, society, association, or agency, duly certified by the department, who in any manner becomes a party to the placing of children in foster homes, unless he is related to such children by blood or marriage within the second degree, or is a duly appointed guardian (1929, April 9, P. L. 177).


MAP I


COUNTIES IN PENNSYLVANIA
RECEIVING STATE AND FEDERAL FUNDS
FOR MAINTENANCE AND/OR ADMINISTRATION
OF CHILD PLACEMENT




 State Aid to Children's Institutions and Agencies Located in County

 County Receiving both State Aid to Children's Institutions and Agencies in County and State Public Assistance Grants for Care of Children Outside Own Homes

 None

 County Receiving State Public Assistance Grants for Care of Children Outside Own Homes

 Counties Receiving Federal Grants for Costs of Administration Through Division of Rural Child Welfare, State Department of Welfare

SOURCE: Bureau of Children's Services, Department of Welfare & Division of Research and Statistics, Department of Public Assistance, Commonwealth of Pennsylvania, Dec. 1949

1885

FOR MOUNTAIN
RECEIVED
NOV 11 1885

FOR PAID
NOV 11 1885



children by local public authorities and by private child-caring agencies.

The Division of Rural Child Welfare, in the Department of Welfare, is responsible for the administration of the federal grants under the Social Security Act in those counties which have affiliated themselves with the division.¹¹

As of July 1, 1950, a surplus of federal funds, built up from previous years, was available to Pennsylvania in the amount of \$143,050.98, in addition to the yearly grant, making a total of \$465,640.98 currently allocated to the state.

The Division of Rural Child Welfare administers the federal grants to affiliated counties. The grants cover the administrative costs of county child welfare services. Generally, the full salary of the county child welfare secretary and part of the salaries of any additional child welfare workers are paid from federal funds.

Seventeen of Pennsylvania's sixty-seven counties are now affiliated with the Division of Rural Child Welfare and receive federal grants. Of this number, fifteen have established eligibility on the basis of their rural-total population ratio, while two—Beaver and Cambria—have been affiliated by virtue of the fact that they are areas characterized by special need. Affiliation with the division is voluntary. It

¹¹ Briefly, the conditions of affiliation are: (1) 50 per cent of the county population must be determined rural by the most recent census, or the county must be found to be an area of special need; (2) county child welfare services must be organized under the County Commissioners as local authorities of the county institution district; (3) County Commissioners must be willing to appoint an advisory committee of local citizens to confer with them and with the Child Welfare Secretary employed by the Commissioners; (4) County Commissioners must agree to employ personnel from state civil service lists; (5) County Commissioners must report to Division of Rural Child Welfare on their expenditures, and must hold conferences with the field supervisor whenever desirable; (6) the County Commissioners remain the final authority as to the acceptance of children for care.

appears that twenty-nine other counties are eligible for federal grants on the basis of the rural-total population ratio.¹²

Table II below, shows the seventeen counties now affiliated with the Division of Rural Child Welfare and the twenty-nine counties eligible for affiliation on the basis of their rural-total population ratio. Several other counties might qualify as areas of special need.

¹² The 1950 amendments to the Social Security Act restrict the definition of rural population for purposes of the grant to those under eighteen years of age. Final data of the 1950 census are not yet available for the determination of the counties eligible under the new provision. However, the Division of Rural Child Welfare does not consider that the new provision will cause much change in the eligibility of the counties listed in Table II.

Table II
Pennsylvania Counties Eligible for Affiliation and
Counties Actually Affiliated with the Division
of Rural Child Welfare, 1949

<i>Counties Eligible for Affiliation</i>	<i>Rural Population as Percentage of Total Population</i>
(1)	(2)
*Adams	85.0%
Armstrong	70.9
†Beaver .....	....
*Bedford	92.0
*Bradford	68.5
Bucks	70.6
Butler	72.1
†Cambria .....	....
Centre	70.6
Chester	60.7
Clarion	90.1
*Clearfield	73.0
Clinton	57.8
*Columbia	55.3
Crawford	62.3
Cumberland	50.7
*Fayette	75.2

Table II (Continued)

<i>Counties Eligible for Affiliation</i>	<i>Rural Population as Percentage of Total Population</i>
(1)	(2)
Forest	100.0%
Franklin	59.4
Fulton	100.0
Green	89.1
*Huntingdon	71.5
*Indiana	77.3
Jefferson	62.5
Juniata	100.0
Lancaster	55.3
Lebanon	51.6
McKean	58.0
*Mifflin	62.8
Monroe	57.8
Montour	54.0
Perry	100.0
Pike	100.0
Potter	82.4
*Snyder	85.8
Somerset	79.1
Sullivan	100.0
*Susquehanna	79.3
*Tioga	89.5
‡Union	82.4
Warren	65.2
*Washington	57.7
*Wayne	81.0
Westmoreland	51.7
Wyoming	100.0
York	53.3

SOURCE: From County Data Book, Statistical Abstract of the U. S., Bureau of Census, Department of Commerce, 1947, pp. 320 and 328, and Division of Rural Child Welfare, Bureau of Children's Services, Department of Welfare, Commonwealth of Pennsylvania, 1950.

* Affiliated, on basis of rural-total population ratio.

† Affiliated, on basis of special need.

‡ On November 7, 1950, the citizens of Union County voted for affiliation with the Division of Rural Child Welfare.

It has been suggested that wider use of the federal grants could be made if all eligible counties were affiliated with the Division of Rural Child Welfare and that a saving could be made to the state if the two divisions in the Department of Welfare which serve dependent children outside their own homes were combined to form one division.

For the period 1936 to 1951, federal allocations to Pennsylvania for rural child welfare services are shown in Table III, page 19.

B. *The Department of Public Assistance—*

In addition to the \$31,000,000 expenditure for the care of children in their own homes, the Department of Public Assistance makes payment in certain cases for the care of children who were receiving public assistance grants when removed from their own homes by court order. Under the "Mallery Amendment"¹³ the public assistance payments for the support of these children are continued although they are no longer cared for in their own homes.

Payments to the county institution districts under the 1949 amendment to the Public Assistance Law were first made in September, 1949. At that time, three counties received payments totalling \$131. By December, 1949, ten counties¹⁴ were receiving payments totalling \$906.43. By December, 1950, thirty-five counties were receiving \$59,831.13 in state public assistance funds.

Under the regulations of the Department of Public Assistance, a county institution district, in order to receive public assistance payments, must meet standards approved by the Department of Welfare. As of November 1, 1950, the

¹³ 1949, April 28, P. L. 767.

¹⁴ See Map I, page 13.

Department of Public Assistance was advised that the standards for the placement and supervision of children in fifty-one county institution districts had been approved by the Department of Welfare.

Public assistance payments to county institution districts are shown in Table IV.

Table IV

Public Assistance Payments to Counties (County Institution Districts) for Care of Children Outside Own Homes, Number of Children Aided and Total Payments, September, 1949-December, 1950

<i>Counties</i>	<i>Number of Different Children Aided in County, Sept. 1949- Dec. 1950</i>	<i>Number of Different Children Aided in County as Percentage of Total Number Aided, Sept. 1949- Dec. 1950</i>	<i>Total Public Assistance Payments to Counties, Sept. 1949- Dec. 1950</i>	<i>Public Assistance Payments in Counties as Percentage of Total Payments to All Counties, Sept. 1949- Dec. 1950</i>
(1)	(2)	(3)	(4)	(5)
Adams .....	...	...	.....	...
Allegheny .....	...	...	.....	...
*Armstrong .....	...	...	.....	...
Beaver	6	1.7%	\$803.01	1.3%
Bedford	10	2.8	638.36	1.1
Berks	18	5.1	2,866.58	4.8
Blair	33	9.3	4,794.09	8.0
Bradford	15	4.3	4,872.00	8.2
*Bucks .....	...	...	.....	...
Butler	7	2.0	1,403.00	2.3
Cambria .....	...	...	.....	...
*Cameron .....	...	...	.....	...
Carbon .....	...	...	.....	...
Centre	6	1.7	975.40	1.6
Chester .....	...	...	.....	...

Table IV (Continued)

Counties	Number of Different Children Aided in County, Sept. 1949- Dec. 1950	Number of Different Children Aided in County as Percentage of Total Number Aided, Sept. 1949- Dec. 1950	Total Public Assistance Payments to Counties, Sept. 1949- Dec. 1950	Public Assistance Payments in Counties as Percentage of Total Pay- ments to All Counties, Sept. 1949- Dec. 1950
(1)	(2)	(3)	(4)	(5)
*Clarion .....	...	...	.....	...
Clearfield	9	2.6%	\$1,916.21	3.2%
Clinton	13	3.7	2,583.00	4.3
Columbia	7	2.0	2,333.00	3.9
Crawford	2	0.6	898.26	1.5
Cumberland .....	...	...	.....	...
Dauphin .....	...	...	.....	...
Delaware	1	0.3	9.00	...
Elk .....	...	...	.....	...
Erie	5	1.4	832.27	1.4
Fayette	28	7.9	5,164.87	8.6
*Forest .....	...	...	.....	...
Franklin .....	...	...	.....	...
*Fulton .....	...	...	.....	...
*Greene .....	...	...	.....	...
Huntingdon	7	2.0	1,495.00	2.5
Indiana	23	6.5	2,081.80	3.5
*Jefferson .....	...	...	.....	...
*Juniata .....	...	...	.....	...
*Lackawanna .....	...	...	.....	...
Lancaster	15	4.3	2,189.14	3.7
*Lawrence .....	...	...	.....	...
Lebanon .....	...	...	.....	...
Lehigh	20	5.7	4,120.86	6.9
Luzerne	15	4.3	4,311.00	7.2
Lycoming	10	2.8	887.40	1.5
*McKean .....	...	...	.....	...
Mercer	2	0.6	180.00	0.3
Mifflin	6	1.7	861.51	1.4
Monroe .....	...	...	.....	...

Table IV (Continued)

Counties	Number of Different Children Aided in County, Sept. 1949- Dec. 1950	Number of Different Children Aided in County as Percentage of Total Number Aided, Sept. 1949- Dec. 1950	Total Public Assistance Payments to Counties, Sept. 1949- Dec. 1950	Public Assistance Payments in Counties as Percentage of Total Pay- ments to All Counties, Sept. 1949- Dec. 1950
(1)	(2)	(3)	(4)	(5)
Montgomery	6	1.7%	\$1,101.51	1.8%
Montour	4	1.1	248.11	0.4
Northampton	16	4.5	2,164.28	3.6
Northumberland	6	1.7	126.00	0.2
Perry .....	...	...	.....	...
Philadelphia .....	...	...	.....	...
*Pike .....	...	...	.....	...
Potter .....	...	...	.....	...
*Schuylkill .....	...	...	.....	...
Snyder	6	1.7	655.44	1.1
Somerset	3	0.9	704.26	1.2
*Sullivan .....	...	...	.....	...
Susquehanna	4	1.1	562.97	0.9
Tioga	5	1.4	873.88	1.5
*Union .....	...	...	.....	...
Venango	8	2.3	1,704.30	2.9
Warren	15	4.3	2,079.22	3.5
Washington	6	1.7	934.20	1.6
Wayne .....	...	...	.....	...
Westmoreland	14	4.0	2,277.20	3.8
Wyoming .....	...	...	.....	...
York	1	0.3	184.00	0.3
TOTAL	352	100.0%	\$59,831.13	100.0%

SOURCE: Division of Research and Statistics, Department of Public Assistance, Commonwealth of Pennsylvania, January, 1951.

* Counties with standards for Child Care not approved by Department of Welfare.

Inspection of Table IV shows that only about one-half of the counties receive payments under the Mallery Amendment. This situation is due to the following factors:

1. The practice of some Juvenile Court is to commit children to agencies other than the county institution district.

2. Few children in public assistance families, where commitment is deemed necessary, seem to have been brought to the attention of the Juvenile Courts.¹⁵

3. Sixteen counties in Pennsylvania are not eligible for such payments because they do not meet the standards of the Department of Welfare.

4. County institution districts which place children in institutions other than those maintained by the institution district itself are not eligible to receive public assistance payments for children so placed.

C. *The County Institution District*—

The county institution district is the local unit responsible for the care of all public charges, except those supported from state and federal funds, and certain individuals requiring institutional care provided by the state. The County Commissioners are the executive and administrative officers of the county institution district.

The officers of the county institution district are authorized¹⁶ to levy and collect taxes on real estate at the same

¹⁵ Between 1937 and 1950, the duties of the county boards of assistance with respect to children on public assistance have not been uniformly defined. However, by regulation issued by the Department of Public Assistance to the county assistance boards on January 1, 1951, the department defines as part of its function "to protect the welfare of children receiving assistance when there are indications that the children are being abused or neglected, and the situation is serious. If the adults responsible for the care of the children fail to take action to improve conditions, the Department (of Public Assistance) refers the matter directly to a child welfare agency. If the situation remains serious, the Department refers the case to the Juvenile Court. If there is no child welfare agency in the county, the case is referred to the Juvenile Court as the protective agency."

¹⁶ 1937, June 24, P. L. 2017.

time and in the same manner as other county taxes. With the approval of the Pennsylvania Department of Internal Affairs, the county institution districts may borrow money and negotiate short-term bonds for the purchase of real estate and the erection of buildings.

The County Commissioners (in Philadelphia, the Department of Public Welfare), as the officers of an institution district,¹⁷ are responsible for the care of any dependent, having settlement in the county, who is not otherwise cared for. The county institution district places dependent children in foster homes or institutions and finances all or part of the cost of their maintenance.

D. The Juvenile Court—

The Juvenile Court Law of 1933,¹⁸ as amended, gives the court¹⁹ exclusive jurisdiction in all proceedings affecting dependent,²⁰ neglected²¹ and delinquent²² children.

¹⁷ According to rules, regulations and standards established by the state Department of Welfare.

¹⁸ 1933, June 2, P. L. 1433, as amended, 1947, May 23, P. L. 292.

¹⁹ "Court" means the Municipal Court of Philadelphia, the Juvenile Court of Allegheny County, and the Court of Quarter Sessions in all other counties.

²⁰ A dependent child is one who is homeless or destitute, or without proper support or care, through no fault of his or her parent, guardian, custodian or legal representative; who lacks proper care by reason of the mental or physical condition of the parent, guardian, etc.

²¹ A neglected child is one who is abandoned by his parents, guardian, custodian, or legal representative; who lacks proper parental care by reason of the fault or habits of his or her parents, guardian, etc.; whose parent, guardian, custodian or legal representative neglects or refuses to provide proper or necessary subsistence, education, medical or surgical care, or other care necessary for his or her health, morals or well being; whose parent, guardian, custodian or legal representative neglects or refuses to provide the special care made necessary by his or her mental condition or in a situation dangerous to life or limb, or injurious to the health or morals of himself, herself or others.

²² A delinquent child is one who has violated any law of the Commonwealth, or ordinance of any city, borough or township, who by reason of being wayward or habitually disobedient is uncontrolled by his parents, guardian, etc.; who is habitually truant from school or home; or who habitually so departs himself as to injure or endanger the morals or health of himself or others.

The powers of the court may be exercised (1) upon petition of any citizen, resident of the county, setting forth that a child is neglected, dependent or delinquent and is in need of care, guidance or control, or (2), upon commitment by a magistrate, alderman, or justice of the peace of a child arrested for any indictable offense, other than murder, or for violation of any other laws of the Commonwealth, or the ordinances of any city, borough or township.

The judge, after an inquiry into the facts, determines whether the best interests of a child and of the Commonwealth require the care, guidance and control of such child, and makes an order accordingly. The court may:

(1) Allow a child to remain in his home under the care of his parent or parents, or place the child in a suitable family home, subject, in either case, to the supervision and guardianship of a probation officer; require the child to report to the probation officer as often as deemed necessary; and require the child to be returned to the court for further proceedings whenever necessary.

(2) Commit a child to the care, guidance and control of some reputable citizen of good moral character, subject to the supervision of a probation officer.

(3) Commit a child to some suitable institution or to the care of an incorporated association or society whose object is the care, guidance and control of delinquent, dependent and neglected children.

(4) Commit a child to an industrial or training school or county institution or school maintained for such purpose.

(5) Commit any child over the age of sixteen years to any state industrial school or home for the reformation and correction of youths above the age of sixteen.

The court may make an order upon the parent or parents to contribute to the support of the child as it may determine.

When a child is placed in a suitable family home and the payment of board is required, the court may direct that the board be paid by the county until provision is made for the placing of the child in a suitable family home without payment of board.

In the case of the commitment of a child, the court may order the county to pay for the board, clothing, necessary medical and surgical attendance, the child's maintenance generally and the necessary expenses of placing and replacing the child. In addition, the court may fix the amount which shall be paid for the child, provided that, in all cases of commitments to houses of refuge that are not exclusively under state control, the amount of the order for maintenance, etc., shall be fixed according to existing legislation governing the payment of expenses of children committed to such institutions.

The statute directs the court to place a child, insofar as possible, under the care of persons having the same religious belief as the parents of the child, or with some association or society which is controlled by persons of such religious belief, and as far as possible, to provide, in making placement orders, that the care of the child is as nearly as possible that which should have been given by his or her parents. *In all cases where it can be done, the child is to be placed in a suitable family home to become a member of the family by legal adoption or otherwise.*²³

²³ 1933, June 2, P. L. 1433.

Section III

LOCAL ADMINISTRATION OF THE CARE OF CHILDREN OUTSIDE THEIR OWN HOMES IN PENNSYLVANIA

As the result of varying interpretations of the statutes which provide for the care of children outside their own homes, child placement in Pennsylvania is administered locally by more than a dozen groups or combinations of groups.

For example, the phrase in the Institution District Act, "children who are in or committed to their charge," has been interpreted by some local authorities to mean that the county institution district is an independent public agency for child placement. Again, in some counties, it seems to be the prevailing view that the Juvenile Court has jurisdiction over dependent children only if and when a proceeding is necessary to obtain custody and, except for such cases, the institution district places children without court order. In other counties, the Juvenile Court is regarded as the sole public child placement agency.

As a matter of practice, children are being placed by the County Commissioners (as administrators of the county institution district), by County Commissioners and private agencies, by private agencies who act as agents for the County Commissioners, by County Commissioners and private agencies acting as agents for the County Commissioners, by private agencies alone, by County Commissioners affiliated with the Division of Rural Child Welfare of the Pennsylvania Department of Welfare, by the Juvenile Court, by the Juvenile Court and the County Commissioners, by the Juve-

nile Court and private agencies, by the Juvenile Court, County Commissioners and private agencies, and by the Juvenile Court, City Department of Welfare (Philadelphia) and private agencies acting for both. Twelve counties have no organized child placement service.

The administrative patterns of child placement activities, on a county basis, are presented graphically on Map II. In connection with these patterns as shown in the map, it should be remembered that there are, in addition, numerous private agencies throughout the state.

Illustrated on Map II is the broad general outline of child placement administration with the divisions—resulting from the varying interpretations given the Institution District Act and Juvenile Court Act—which have emerged in the several counties. They are as follows:

1. Counties with organized child placement service:

a. Service performed directly by County Commissioners—

Centre	Perry
Lackawanna	Westmoreland
Montour	

b. Service performed by County Commissioners and Private Agencies—

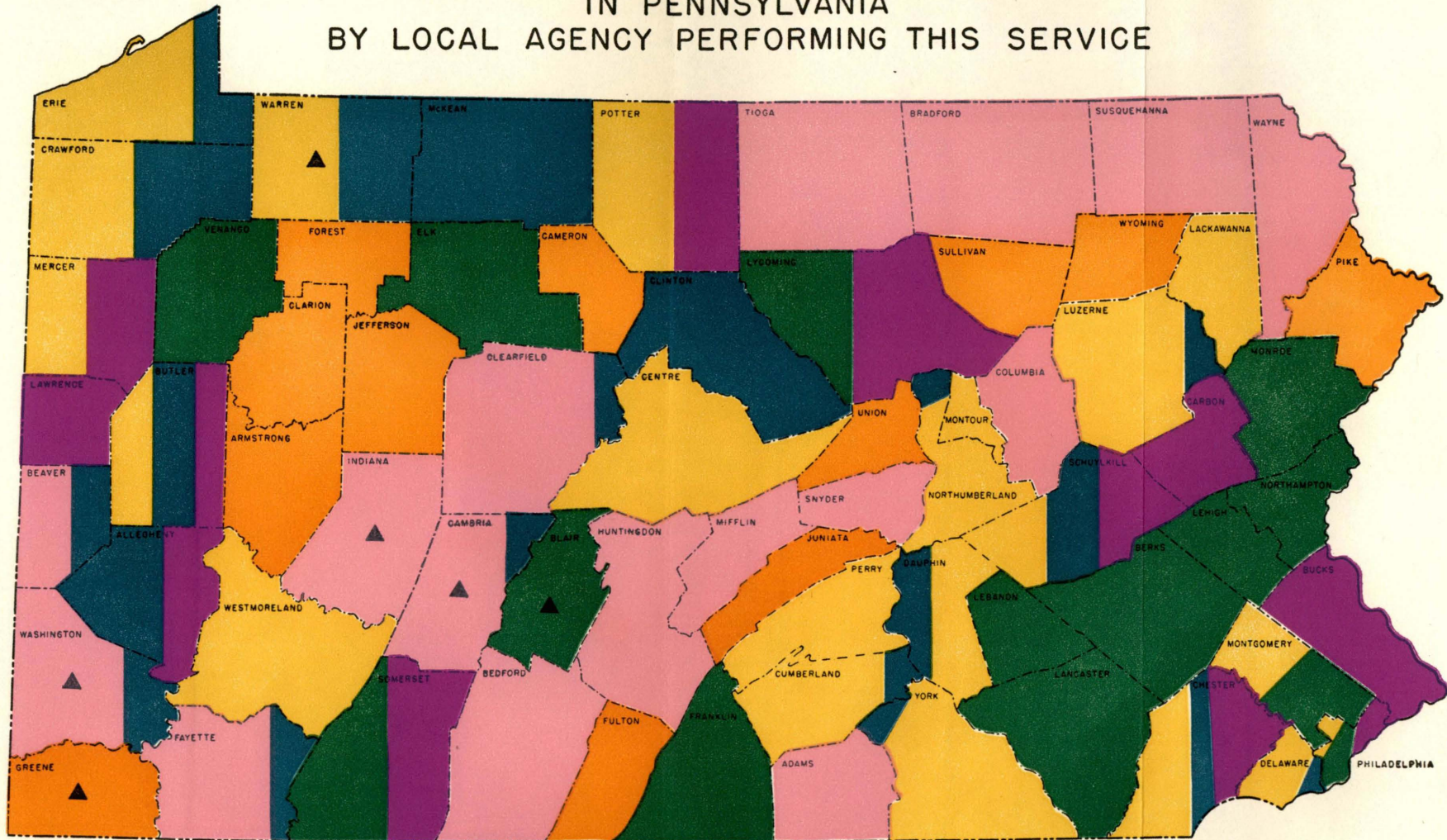
Crawford	Luzerne
Cumberland	Northumberland
Dauphin	Warren
Delaware	York
Erie	

c. Service performed by Private Agencies acting as agents for County Commissioners—

Berks	Lebanon
Blair	Lehigh
Elk	Monroe
Franklin	Northampton
Lancaster	Venango

MAP II

ADMINISTRATION OF CHILD PLACEMENT
IN PENNSYLVANIA
BY LOCAL AGENCY PERFORMING THIS SERVICE



County Commissioners and/or County Institution District with Organized Child Placing Service

County Commissioners and/or County Institution District with Unorganized Child Placing Service

Under Supervision of Rural Child Welfare Unit, Department of Welfare

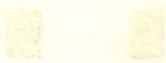
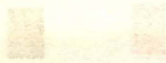
Private Agencies Acting in Behalf of County Commissioners and/or County Institution District

Juvenile Court

Private Agencies

County Children's Home

SOURCE: Bureau of Children's Services, Department of Welfare, Commonwealth of Pennsylvania. November, 1950



THE UNIVERSITY OF CHICAGO
LIBRARY
540 EAST 57TH STREET
CHICAGO, ILLINOIS 60637
TEL: 773-936-3000
WWW.CHICAGO.EDU

- d. Service performed by County Commissioners and Private Agencies acting as agents for County Commissioners—

Montgomery

- e. Service performed by Private Agencies—

Clinton McKean

- f. Service performed by County Commissioners affiliated with Division of Rural Child Welfare of Pennsylvania Department of Welfare—²⁴

Adams	Mifflin
Bedford	Snyder
Bradford	Susquehanna
Columbia	Tioga
Huntingdon	Wayne
Indiana	

- g. Service performed by County Commissioners affiliated with Division of Rural Child Welfare and by Private Agencies—

Beaver	Fayette
Cambria	Washington
Clearfield	

- h. Service performed exclusively by the Juvenile Court—

Bucks	Lawrence
Carbon	

- i. Service performed by Juvenile Court and County Commissioners—

Mercer	Potter
--------	--------

- j. Service performed by Juvenile Court and Private Agencies—

Allegheny

- k. Service performed by Juvenile Court and Private Agencies acting as agents for County Commissioners—

Lycoming	Somerset
----------	----------

²⁴ For conditions of affiliation with Division of Rural Child Welfare, see above, Section II, Page 15.

1. Service performed by Juvenile Court, County Commissioners and Private Agencies—

Butler	Schuylkill
Chester	

m. Service performed by Juvenile Court, City Department of Welfare and Private Agencies acting for both—

Philadelphia

2. Counties without organized child placement service:

Armstrong	Jefferson
Cameron	Juniata
Clarion	Pike
Forest	Sullivan
Fulton	Union
Greene	Wyoming

Section IV

NUMBER OF CHILDREN IN PENNSYLVANIA UNDER CARE OUTSIDE THEIR OWN HOMES AND EXPENDITURES FOR THE MAINTENANCE OF SUCH CHILDREN IN PENNSYLVANIA AND IN OTHER STATES

A. *Number of Children Under Care in Pennsylvania—*

Table V, page 37, shows, for the period 1940-1949, the number of children under care outside their own homes in Pennsylvania, and the agencies providing care.

Inspection of Table V, Columns (2), (5), (8), (11) and (14), shows that the number of agencies varied from year to year. Under the circumstances, generalizations, particularly when they are based upon relatively small numerical differences, must be regarded as provisional.

Examination of Column (17) shows that the total number of children under care appears to have decreased from 39,542 in 1940 to 36,410 in 1949. The decline reflected by the data does not appear unreasonable in view of the fact that the general employment situation has improved, the coverage of aid to dependent children has been extended by the inclusion of children living with specified relatives, and adoptions have increased from 2,963 in 1944 to 4,082 in 1949.

Again, examination of Columns (12), (13), (15) and (16) shows that of the 36,410 children under care in 1949, 3,278—or 9 per cent—were in institutions for delinquent children, and 570—or 1.6 per cent—were cared for in institutions for the physically handicapped.

B. *Expenditures for Children Under Care in Pennsylvania—*

Although the number of children under care has apparently decreased between 1940 and 1949, Table VI, page 39, shows that both state and local expenditures for the care of such children have increased over the same period.

Examination of Table VI, Column (9), shows that combined state and local expenditures for children under care outside their own homes have increased from \$6,583,932 in 1940 to \$14,081,812 in 1949.

In 1949, local expenditures amounted to \$12,196,323, or 86.6 per cent of combined state and local expenditures.

The state expenditures of \$1,885,489 for 1949 were divided as follows among participating institutions: private children's institutions and agencies \$587,255; state-owned children's institutions \$1,296,498; county institution districts, \$1,736.

Map III, on page 41, shows local financing of care of children outside their own homes in Pennsylvania during 1949.

Map III illustrates the variety of county financing methods. In some counties, all funds for the care of children outside their own homes are provided by the county institution district. In other counties, these funds are provided exclusively by the county. Again, in other counties, the funds are provided jointly by the county and the county institution district. In three counties there were no local expenditures for the care of children outside their own homes.

Type of Care Given Children Outside Own Homes in Pennsylvania and Percentage of Total

Year	County Institution District			Child-Caring Agencies		
	No. Reporting	No. of Children	Per Cent of Total Reporting	No. Reporting	No. of Children	Per Cent of Total Reporting
(1)	(2)	(3)	(4)	(5)	(6)	(7)
1940	40	7,855	19.9	57	12,470	31.5
1941	41	7,936	20.7	55	11,947	31.1
1942	42	8,323	21.5	53	12,144	31.4
1943	39	8,177	21.6	52	11,986	31.7
1944	47	8,806	23.4	52	11,737	31.2
1945	45	8,977	23.8	53	11,560	30.7
1946	41	8,607	23.4	50	11,324	30.7
1947	41	9,285	25.2	54	11,377	30.8
1948	40	9,766	26.3	54	10,863	29.2
1949	42	9,977	27.4	55	10,329	28.4

SOURCE: Division of Research and Statistics, Department of Welfare; State of Pennsylvania, Pennsylvania.

^a Includes Pennsylvania Soldiers' Orphan School, Scotland, Pennsylvania.

^b Includes Pennsylvania State Training School, Morgantown, Pennsylvania.

^c Includes State Hospital for Crippled Children, Elizabethtown, Pennsylvania.

Table V

Type of Care Given Children Outside Own Homes in Pennsylvania, Number of Agencies Reporting, Number of Children Under Care of Each and Percentage of Total, by Year, as of December 31

Year	County Institution District			Child-Caring Agencies			Institutions for Dependent and Neglected Children ^a			Institutions for Delinquent Children ^b			Institutions for Physically Handicapped ^c			Total No. of Children Under Care (12) & (15) of Total (3), (6), (9),
	No. Reporting	No. of Children	Per Cent of Total	No. Reporting	No. of Children	Per Cent of Total	No. Reporting	No. of Children	Per Cent of Total	No. Reporting	No. of Children	Per Cent of Total	No. Reporting	No. of Children	Per Cent of Total	
(1)	(2)	(3)	(4)	(5)	(6)	(7)	(8)	(9)	(10)	(11)	(12)	(13)	(14)	(15)	(16)	(17)
1940	40	7,855	19.9	57	12,470	31.5	141	14,270	36.1	20	4,344	11.0	10	603	1.5	39,542
1941	41	7,936	20.7	55	11,947	31.1	144	13,656	35.6	21	4,227	11.0	10	619	1.6	38,385
1942	42	8,323	21.5	53	12,144	31.4	145	13,554	35.0	21	4,118	10.7	11	555	1.4	38,694
1943	39	8,177	21.6	52	11,986	31.7	141	12,953	34.3	21	4,195	11.1	10	497	1.3	37,808
1944	47	8,806	23.4	52	11,737	31.2	131	12,491	33.2	21	4,111	10.9	9	492	1.3	37,637
1945	45	8,977	23.8	53	11,560	30.7	133	12,485	33.1	19	4,198	11.1	10	506	1.3	37,726
1946	41	8,607	23.4	50	11,324	30.7	130	12,535	34.0	19	3,913	10.6	9	467	1.3	36,846
1947	41	9,285	25.2	54	11,377	30.8	123	12,159	33.0	19	3,594	9.7	10	495	1.3	36,910
1948	40	9,766	26.3	54	10,863	29.2	124	12,588	33.9	19	3,435	9.2	10	520	1.4	37,172
1949	42	9,977	27.4	55	10,329	28.4	118	12,256	33.6	20	3,278	9.0	10	570	1.6	36,410

SOURCE: Division of Research and Statistics, Department of Welfare; State Hospital for Crippled Children, Elizabethtown, Pennsylvania; and Pennsylvania Soldiers' Orphan School, Scotland, Pennsylvania.

^a Includes Pennsylvania Soldiers' Orphan School, Scotland, Pennsylvania.

^b Includes Pennsylvania State Training School, Morganza, Pennsylvania.

^c Includes State Hospital for Crippled Children, Elizabethtown, Pennsylvania.

Table VI

Annual State and Local Expenditures for the Care and Maintenance of Children Outside Their Own Homes by Year, 1940 to 1949, Inclusive

Year	Local Expenditures		State Expenditures				Combined State and Local Expenditures (2) & (7)	
	County and County Institution District Expenditures ^a	Local Expenditures as % of Total Expenditures	State Aid to Private Children's Institutions and Agencies ^b	State-Owned Children's Institutions ^c	Public Assistance Payments to County Institution Districts for Children Removed from the Home of Their Parents by Court Order	Total State Expenditures	State Expenditures as % of Total Expenditures	
(1)	(2)	(3)	(4)	(5)	(6)	(7)	(8)	(9)
1940	\$5,509,260	83.7%	\$393,600	\$681,072	Program Did Not	\$1,074,672	16.3%	\$6,583,932
1941	5,328,522	82.6	393,496	729,531	Go into Effect Until	1,123,027	17.4	6,451,549
1942	5,281,791	81.3	393,350	823,267	September 1, 1949	1,216,617	18.7	6,498,408
1943	6,681,129	84.6	400,981	816,551		1,217,532	15.4	7,898,661
1944	6,922,771	84.6	411,663	850,023		1,261,686	15.4	8,184,457
1945	6,726,621	83.3	413,199	935,538		1,348,737	16.7	8,075,358
1946	7,199,257	82.9	415,350	1,071,353		1,486,703	17.1	8,685,960
1947	8,678,194	84.5	476,709	1,118,984		1,595,693	15.5	10,273,887
1948	9,561,342	84.5	562,614	1,187,230		1,749,844	15.5	11,311,186
1949	12,196,323	86.6	587,255	1,296,498	\$1,736	1,885,489	13.4	14,081,812

SOURCE: Column (2), Bureau of Statistics, Department of Internal Affairs; Column (4), 13th and 14th Biennial Budgets of Commonwealth of Pennsylvania; Column (5), Biennial Reports of Auditor General, Commonwealth of Pennsylvania; State Hospital for Crippled Children, Elizabethtown, Pennsylvania; Pennsylvania Soldiers' Orphan School, Scotland, Pennsylvania; Column (6), Division of Research and Statistics, Department of Public Assistance.

^a Excludes Expenditures for Mentally Ill and Mentally Defective Children Under Institutional Care and for Children in Tuberculosis Sanatoria. Except for Philadelphia.

^b Includes the Glen Mills School and the Sleighton Farm School for Girls.

^c Pennsylvania Training School, Morganza; State Hospital for Crippled Children, Elizabethtown, Pennsylvania; Pennsylvania Soldiers' Orphan School, Scotland, Pennsylvania.

C. *Financial Responsibility for Child Care in Other States*—

From an examination of the expenditures for child care in the forty-eight states, it appears that in seven states—Arizona, Delaware, Maine, New Mexico, Rhode Island, Utah and Washington—the financial responsibility for child care rests exclusively with the state government. In eight states—Georgia, Indiana, Iowa, Nevada, New Hampshire, Ohio, Texas and Wyoming—the financing of child care is purely a local function. In the remaining thirty-three states, the responsibility is shared by state and local government.

Eighteen of the states, in which financial responsibility for child care is divided between state and local governments, have developed specific formulae for the division of costs. Eleven—Alabama, Colorado, Illinois, Kansas, Maryland, Michigan, Montana, New Jersey, North Carolina, North Dakota and Vermont—divide costs evenly. In the other states which have a definite per cent-of-costs program, the percentage of costs assumed by the state ranges from 33 $\frac{1}{3}$ per cent in Wisconsin to 75 per cent in Mississippi.

In states in which no specific formula is used for the sharing of costs, state funds are used after local funds have been exhausted or for purposes for which local funds are not available.²⁵

²⁵ *Foster Care* (American Public Welfare Association, [Chicago, Illinois, 1948]) pp. 39-40.

Section V

CHILD PLACEMENT IN OPERATION IN SEVEN SELECTED PENNSYLVANIA COUNTIES

It has been pointed out previously that child placement practices vary from county to county. Under the circumstances, the applicability of any generalization is necessarily limited. To facilitate a few realistic close-up views of placement practices, the procedures used in seven counties²⁶—Philadelphia, Allegheny, York, Indiana, Lebanon, Carbon and Fulton—are detailed below.

Allegheny and Philadelphia counties were selected to represent metropolitan Pennsylvania, Fulton and Lebanon counties rural Pennsylvania, York County urban and rural Pennsylvania, Carbon as an anthracite county and Indiana as a bituminous county.

A. Administration of Child Placement in Seven Selected Counties—

The major administrative child placement patterns which obtain within the Commonwealth are operative in the seven sample counties.

1. Philadelphia County—

A Philadelphia child may come to the public attention in a number of ways: his parents may ask for help from a private agency or apply directly to the court; an agency may learn of the needs of a child through interested individuals, or may have accepted a child for care on a temporary basis, only to have the situation develop into one requiring long-time care; and finally, the child may come to the attention of the court through process of law.

²⁶ For details of seven county survey, see Appendix C and D.

Private agencies are anxious that a dependent, or neglected child be brought to the attention of the court, because, if foster care is necessary it is the court which can and usually does set in motion the procedure by which local public funds are obtained for the child's support by private agencies and institutions.

Public and private agencies and officials responsible for child placement and the flow of public funds for the care of children outside their own homes in Philadelphia are shown graphically in Chart I.

Assuming that the child has come to the attention of the Court, the Probation Department makes an investigation of the child's situation. If the court determines that the child requires care away from its own home, the whereabouts and condition of the child's parents are ascertained. This is a determining factor in deciding to whose care the child should be committed. If the condition of the parents is "whereabouts known," the child is committed directly by the court to a private agency or institution for care. At the same time, the court orders the County of Philadelphia to pay for the child's support.

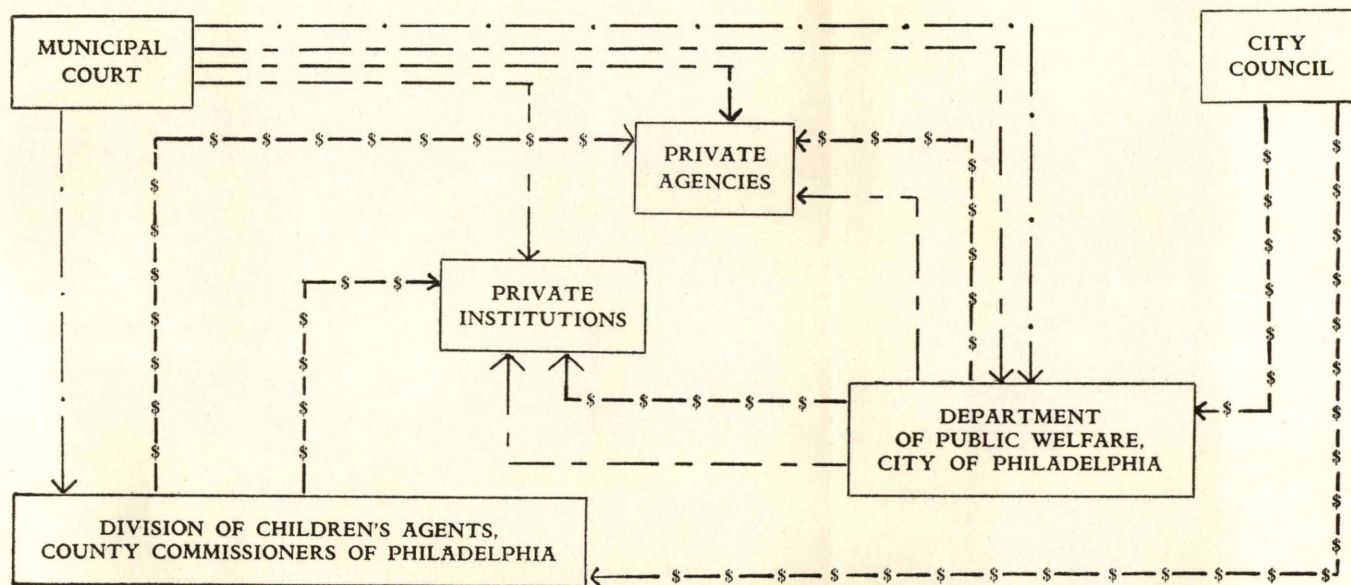
If the parents are deceased, institutionalized, incarcerated, or whereabouts unknown, the child is committed to the care of the City Department of Public Welfare, which, in turn, may place him for care with a private agency or institution. In this instance, the Department of Public Welfare is made responsible for the child's support.

If the status of the parents changes, the financial support of the child is shifted from the city to the county and vice versa, even though City Council, the taxing authority in Philadelphia, is the source of both moneys.

Three independent governmental agencies plus thirteen private child-caring agencies and thirty-seven private children's institutions participate in this placement process.

Chart I

Agencies Participating in the Placement and the Care of Children Outside Their Own Homes in Philadelphia



----- The Municipal Court commits children directly to private agencies and institutions and to the Department of Public Welfare; the Department of Public Welfare in turn, commits children to private agencies and institutions.

----- The Municipal Court directs the Division of Children's Agents to pay maintenance for children committed to private agencies or institutions, and directs the the Department of Public Welfare to pay maintenance for the children committed to its care.

---\$---\$---\$--- Flow of funds from City Council to Division of Children's Agents, County Commissioners of Philadelphia, and to Department of Public Welfare, City of Philadelphia; from public bodies to private agencies and institutions.

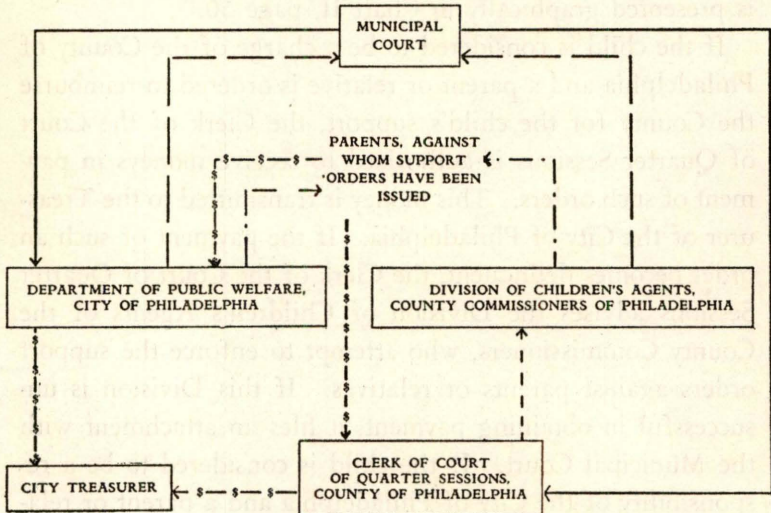
Four independent governmental agencies are involved in the collection of support orders: The judges of the Municipal Court, the County Commissioners of Philadelphia, the Clerk of the Court of Quarter Sessions—all elected officials—and the Department of Public Welfare. This information is presented graphically in Chart II, page 50.

If the child is considered to be a charge of the County of Philadelphia and a parent or relative is ordered to reimburse the County for the child's support, the Clerk of the Court of Quarter Sessions is authorized to receive moneys in payment of such orders. This money is transmitted to the Treasurer of the City of Philadelphia. If the payment of such an order becomes delinquent, the Clerk of the Court of Quarter Sessions advises the Division of Children's Agents of the County Commissioners, who attempt to enforce the support orders against parents or relatives. If this Division is unsuccessful in obtaining payment, it files an attachment with the Municipal Court. If the child is considered to be a responsibility of the City of Philadelphia and a parent or relative is ordered to reimburse the city for the child's support, the Department of Public Welfare is authorized to receive moneys in payment of such orders. This money is transmitted to the Treasurer of the City of Philadelphia. This same Department will attempt to enforce the payment of delinquent orders and, if unsuccessful in obtaining payment, files an attachment with the Municipal Court.

The Division of Children's Agents or the Department of Public Welfare seldom consults with private agencies or institutions caring for children when the parents are delinquent in support order payments, although the private agencies or institutions have contact with the children and so might be able to clarify the parents' situation for the collection agencies. Further, if the parents are paying support orders and the

Chart II

Agencies Participating in the Collection of Orders for the Support of Dependent, Neglected and Delinquent Children Committed to the Care of the City and/or County of Philadelphia



- The Municipal Court authorizes the Clerk of Court of Quarter Sessions to collect support orders from parents when an order is placed against the county for their support, and authorizes the Department of Public Welfare to collect support orders placed against parents for the support of children committed to the care of the Department of Public Welfare.
- \$ — \$ — \$ — Parents make payments for the maintenance of their children on court order to the Clerk of Court of Quarter Sessions, and the Department of Public Welfare, both of which transmit moneys to the City Treasurer.
- - - - - The Clerk of Court of Quarter Sessions advises the Division of Children's Agents of the status of all support order accounts of all committed children.
- Both the Department of Public Welfare and the Division of Children's Agents attempt to enforce support orders against parents or relatives.
- Both the Department of Public Welfare and the Division of Children's Agents may file attachments with the Municipal Court for non-payment of support orders.

income of the parents changes there is little possibility in the Philadelphia system that the orders will be revised. The Department of Accounts under the Clerk of the Court of Quarter Sessions takes the position that it is responsible only for the collection of orders once established. Private agencies and institutions take the position that they are not responsible for the establishment or collection of support orders.

2. Allegheny County—

Generally speaking, in Allegheny County, when the care of children outside their own homes is considered to be temporary in nature, it is the private agency which makes the placement in a private boarding home or institution. When foster care of children is considered other than temporary in nature, the responsibility for such placement devolves on the Juvenile Court of Allegheny County, which is the sole public authority for the care of children outside their own homes. In carrying out this function, the court utilizes the services of private institutions and individuals.

The Juvenile Court interprets its authority to embrace the determination of the suitability of individuals and institutions to provide or continue to provide foster care and the determination of the needs, placement and supervision of children in foster care.

Once a child is placed in a private boarding home or institution, his situation is reviewed by the court at least twice yearly. If the court finds that paid boarding home care appears more suitable than institutional care, then the court will try to effect a change in placement. Institutional care is usually used by the court only for children who present a behavior problem, where brothers and sisters are placed at the same time, where a health problem needs correction or a paid boarding home is not immediately available. The

court may, if it is not satisfied with the care that its wards receive in a particular institution, remove all such children to another institution or to a paid boarding home.

In addition, a department of the court is responsible for the collection of support orders placed against parents and relatives for the support of children under placement. Probation officers are required to inform the collection department concerning the whereabouts and financial status of parents.

3. York County—

In York County four agencies are involved in the placement of children under care: the County Child Welfare Department under the County Commissioners; the Children's Home, a private nonsectarian institution; Catholic Charities of York, a private sectarian agency; and the Family Service Bureau, a private nonsectarian agency.

A child may be brought to the attention of any one of these agencies. To receive care outside his own home a commitment by the court is not necessary. In December, 1949, 62 per cent of the children under care in York County were under the supervision of the County Welfare Department. If this agency accepts a child for care entailing financial responsibility, the case must be approved by the County Commissioners. If a child in a family which is being aided by the Family Service Bureau requires care outside his own home, the child will be placed directly by this agency in the Children's Home of York. At the same time, financial support may be asked of the County Commissioners. The Catholic Charities may also accept a child for care and request support from the county. The County Commissioners may place a child directly in the Children's Home. Upon commitment by the court, a Protestant child is committed to the care of the County Child Welfare Department

and a Catholic child to the care of the Catholic Charities of York.

In cases where a child is accepted for care by the County Child Welfare Department other than by court order, and a parent is considered to be in a position to provide partial support, an agreement for support is made up by the Probation Officer of the court and the District Attorney. This agreement can be readily revised if the income of the parent or relative changes. The Probation Officer is responsible for collecting such an order as well as any support orders placed by order of court. The County Child Welfare Department keeps the Probation Office currently advised of the whereabouts of the parents of children under care. These support orders by agreement are not made for children placed in the Children's Home or under the care of the Catholic Charities of York.

Children placed in the Children's Home by the Family Service Bureau and the County Commissioners receive no public supervision. The Catholic Charities of York is not required to report to any public authority as to the needs and resources of children under its care at public expense.

4. Indiana County—

In Indiana County, the county institution district is affiliated with the Division of Rural Child Welfare of the State Department of Welfare. The County Child Welfare Services, a public agency, is the only agency caring for children outside their own homes in this county. By reason of Rural Child Welfare affiliation, cost of administration is met, in part, from federal funds. Here, when a child is considered to need care outside his own home, he is referred to the County Child Welfare Services. Generally, considerable effort is made to remedy conditions in the child's own home before placement is recommended. However, when reme-

dial efforts fail and placement is considered to be the only solution, the case must be approved by the County Commissioners before the child is accepted for care. In such instances, the agency is responsible for keeping in contact with the parents, particularly to review the parents' earnings and living conditions. The agency determines whether or not the parent or relative can give partial support to the child while under care. Only extreme cases are referred to the Juvenile Court for commitment and establishment of court orders.

The County Child Welfare Services attempts to place children in foster homes which meet their needs. This agency supervises children under placement whether in a paid boarding home or in an institution.

Indiana County receives partial federal financing and state supervision but administers the program locally.

5. Lebanon County—

In Lebanon County, four agencies are responsible for the care of children outside their own homes: the Family and Children's Service of Lebanon County, a private agency; the Church Home and Orphanage, a sectarian institution; Catholic Charities of Harrisburg; and the Lutheran Children's Bureau of Philadelphia, both sectarian child-caring agencies.

In Lebanon County, the County Commissioners have delegated their child welfare function to a private agency, the Family and Children's Service of Lebanon County. This agency is affiliated with the Children's Aid Society of Pennsylvania and through this source receives its share of state aid granted the parent affiliate. Eighty per cent of the children under care in Lebanon County are under the supervision of the Lebanon County Family and Children's Service.

Generally speaking, in this county, for a child to receive

care outside its own home an order of the Juvenile Court is required. In a few instances the Commissioners do accept a child for care without a court order if the child is a full orphan or the parents can pay the full cost of care. Investigations are made for the court by the Family and Children's Service, Catholic Charities, or Lutheran Children's Bureau, if the known religious affiliation of the child's parents is Protestant, Catholic or Lutheran, respectively. The court on the same basis commits the child to the care of one of the above-mentioned agencies.

The Family and Children's Service may place the child depending upon his or her individual needs in a paid boarding home, the Church Home and Orphanage, or other institution for care. As part of the case work process, the agency determines the amount of support expected from a parent or relative. If the parent or relative is unresponsive to this obligation, the situation is referred to the Probation Officer of the Juvenile Court for the formal establishment of a support order. The Family and Children's Service, however, remains responsible for the collection of such an order. The agency keeps in contact with parents and relatives and adjusts support orders on the basis of current income. If support from parents is involved when a child is committed to the care of the Lutheran Children's Bureau of Philadelphia or the Catholic Charities of Harrisburg, it is the responsibility of the Probation Officer of the Juvenile Court to collect such support orders.

The Family and Children's Service exercises continuing supervision over the care of the children it places in paid boarding homes. This supervision includes an evaluation of the placement in terms of the child's needs. This agency requires quarterly reports from institutions in which it has placed children for care. The Lutheran Children's Bureau

and the Catholic Charities are not required to report regularly to any public authority in Lebanon County as to the placement plan developed for the child and the problems surrounding his needs, in spite of the fact that his maintenance is being provided from public funds.

The policy-making body for the Family and Children's Service is a board of private citizens, one of whom is a Lebanon County Commissioner. By this means the County Commissioners maintain a certain measure of control over their agent, a private corporation, to which they make a special appropriation for administrative costs.

6. Carbon County—

Carbon County was affiliated with the Division of Rural Child Welfare of the state Department of Welfare from 1937 to 1943, when it withdrew from this affiliation. Since 1943, the placement of children in foster care has become a function of the Juvenile Court, which is now the sole authority for child placement in the county. The court, in carrying out this responsibility, utilizes the services of private individuals in the county and private institutions outside the county. No local, private child-caring agencies operate within the limits of Carbon County.

The court staff attempts to determine the needs of the children to be placed in order to ascertain whether care in a paid boarding home or in an institution will best meet these needs. Most of the children are visited by one of the two staff members; the children in institutions outside the county do not receive as frequent staff supervision as that given children in foster homes located within the county.

The court staff is also responsible for the collection of support orders—comparatively few in number—placed by the court against parents and relatives. In Carbon County a deduction is made from the amount of the support order

to meet the administrative cost of collecting the money, writing a check and mailing the check to the payee.

About one-fourth of the children under care in Carbon County have been placed with grandparents, brothers, sisters, aunts and uncles with the county providing support. It would appear that many of these cases could be transferred to the care of the County Board of Assistance under the Aid to Dependent Children program.

7. *Fulton County*—

Fulton County is fairly typical of Pennsylvania counties without organized child welfare services.

In Fulton County, the Commissioners act as a placement agency. As of December, 1949, all the children placed by the Commissioners were in institutions outside the county. It appears that once a child is placed the interest of the county ceases. The case of a placed child is apparently not re-evaluated unless a relative of the child institutes action.

B. *County Payments for Foster Care*—

Table VII, page 58, shows payments for foster care in the seven selected counties during 1949, by type of care.

Examination of the table will show that in the seven selected counties, weekly payments for the care of children residing in paid boarding homes varied from \$4.62 in Indiana County for children over two years of age to \$12.60 for all children in Philadelphia. For the care of children in institutions, Allegheny County pays \$8.05 weekly, although the charge of the institution may be higher, while Carbon, Indiana, Lebanon and York counties pay the full charge set by the institution. In each of the seven counties, payments for the care of children, whether in boarding homes or institutions, were higher than the allowance per person for Aid to De-

pendent Children under the public assistance program, which ranged from \$5.35 weekly in Fulton County to \$6.98 weekly in Philadelphia.

Table VII
County Foster Care Allowances by Type of Care in Seven Selected Counties—1949

County	Weekly Allowance Per Child		Average Weekly Allowance Per Person Receiving Aid to Dependent Children ^c
	In Boarding Homes	In Institutions	
(1)	(2)	(3)	(4)
Allegheny	\$8.05 ^a	\$8.05	\$6.77
Carbon	6.00 ^a	9.50 ^d	5.60
Fulton	None	14.00	5.35
Indiana	5.90 For children under 2 years ^a		
	4.62 For children over 2 years ^a	14.42 ^d	5.67
Lebanon	7.00 ^a	5.25 ^d	5.58
Philadelphia ..	12.60	10.60	6.98
York	6.00	11.45 ^d	5.64
	10.00 ^b		

SOURCE: Joint State Government Commission Survey and Department of Public Assistance.

^a Clothing and medical care paid in addition.

^b Cases requiring special care.

^c Medical care paid in addition.

^d Institutional charge is met in these counties.

By law, the Department of Public Assistance is required to report at least annually to the Governor on the cost of living in the various counties. In its 1949 report, the department found that the minimum costs of food, clothing

and incidentals for children under five years to children eighteen years of age ranged from \$3.96 to \$6.50 weekly. When a proportionate share of shelter and fuel costs is added to this, the total minimum cost ranges from \$5.85 to \$8.39 weekly. These figures do not take into consideration any reimbursement for the services that the boarding home parents render in assuming responsibility for the care of a child. Shown below are minimum weekly costs for food, clothing, incidentals, fuel, light and shelter for children, by age, in a four-person family.

<i>Age of Child</i>	<i>Food</i>	<i>Clothing</i>	<i>Incidentals</i>	<i>Fuel & Light</i>	<i>Shelter</i>	<i>Total</i>
Under 5 years .	\$2.51	\$.93	\$.52	\$.76	\$1.13	\$5.85
5-11	3.42	1.34	.63	.76	1.13	7.28
12-18	4.19	1.57	.74	.76	1.13	8.39

SOURCE: Current Living Costs as Related to Standards of Public Assistance in Pennsylvania as of December, 1949, Commonwealth of Pennsylvania, Department of Public Assistance.

C. Characteristics of Children Under Care Outside Their Own Homes in Seven Selected Counties of Pennsylvania

The characteristics of children under care outside their own homes—age, sex, race, length of time under care, status of parents, adoptability, etc.—have been ascertained for the seven sample counties.²⁷

²⁷ To gather the information relating to the characteristics of children under care, it has been necessary to secure the cooperation of public and private agencies in the seven counties. All agencies have cooperated, with the exception of the Catholic Children's Bureau in Philadelphia. Since this agency cares for almost half of the dependent and neglected children in Philadelphia whose maintenance is paid in whole or in part by the City or County of Philadelphia, the facts concerning Philadelphia's dependent and neglected children as set forth in this report may not be representative.

1. Age of Children Under Care

In the seven counties in which child care practices have been reviewed, 75 per cent of the children under care whose maintenance is being paid in whole or in part from public funds are of school age. Table VIII, on the opposite page, shows the percentage distributions, by age, of children under care in the seven selected counties.

Examination of Table VIII shows that, of the seven counties surveyed, only Indiana, Lebanon and Philadelphia counties were maintaining children less than one year old.

In Lebanon County, 25.6 per cent of the total number of children under care were less than five years old. As regards children in this age group, the percentage in York County was 19.6 per cent; in Philadelphia, 19.5 per cent; in Indiana, 16.4 per cent; in Carbon, 9.5 per cent; and in Allegheny, 4.9 per cent. In Fulton County, all of the children under care were from 13 to 18 years old.

Table VIII
Percentage Distributions, by Age, of Children Under Care in Selected Counties,
as of December, 1949

<i>Age of Children in Years</i>	<i>Counties</i>						
	<i>Allegheny</i>	<i>Carbon</i>	<i>Fulton</i>	<i>Indiana</i>	<i>Lebanon</i>	<i>Philadelphia*</i>	<i>York</i>
Under 1 .....	....	....	....	4.1%	4.3%	2.3%	....
1-2 .....	....	4.1%	....	4.1	14.9	7.0	5.9%
3-4	4.9%	5.4	....	8.2	6.4	10.2	13.7
5-6	10.0	9.4	....	12.3	8.5	14.0	....
7-8	17.8	13.5	....	6.8	19.2	10.9	27.4
9-10	18.7	21.6	....	12.3	12.7	11.0	15.7
11-12	19.8	12.1	....	12.4	2.1	14.9	11.8
13-14	13.9	12.2	33.4%	15.1	12.8	15.6	19.6
15-16	11.9	16.2	33.3	19.2	17.0	9.4	3.9
17-18	3.0	4.1	33.3	5.5	2.1	4.7	2.0
Over 18 .....	....	1.4	....	....	....	....	....
Under 5	4.9	9.5	....	16.4	25.6	19.5	19.6
5-18	95.1	89.1	100.0	83.6	74.4	80.5	80.4
Over 18 .....	....	1.4	....	....	....	....	....

SOURCE: Joint State Government Commission Survey.

* The facts shown for Philadelphia may not be representative since the Catholic Children's Bureau of Philadelphia declined to furnish pertinent facts regarding children under its care.

2. Sex and Race of Children Under Care

Table IX, page 63, shows the percentage distributions, by sex and race, of children under care in the seven selected counties.

Examination of the table shows that, excluding Philadelphia, for which complete data are not available, the percentage of children of the white race under care ranges from 87.1 per cent of the total number of children under care in Allegheny County to 100 per cent in Carbon, Fulton and York counties. Except in Allegheny and Philadelphia, the metropolitan counties, this closely parallels the proportion of such children in the total child population in the counties.

As regards the sex of children under care, examination of the table shows that, except in Allegheny County where 57.5 per cent of the children under care were girls, more boys than girls required care outside their own homes. Excluding Fulton County, the highest percentage of males in the total number of children under care—64.7 per cent—is shown for York County.

Table IX

Percentage Distributions, by Race and Sex, of Children Under Care in Selected Counties as of December, 1949

Race and Sex of Children Under Care	Counties						
	Allegheny	Carbon	Fulton	Indiana	Lebanon	Philadelphia ^a	York
White Race	87.1%	100.0%	100.0%	98.6%	97.9%	40.6%	100.0%
All Other Races	12.9	....	....	1.4	2.1	59.4	....
Male	42.5	54.1	100.0	63.0	57.5	56.2	64.7
Female	57.5	45.9	....	37.0	42.5	43.8	35.3
Male—White Race	35.6	54.1	100.0	61.6	57.5	26.5	64.7
Male—All Other Races	6.9	....	....	1.4	....	29.7	....
Female—White Race	51.5	45.9	....	37.0	40.4	14.1	35.3
Female—All Other Races	6.0	....	....	....	2.1	29.7	....
<i>Estimated Race Distribution of Total Child Population^b</i>							
White Race	93.1%	100.0%	98.9%	99.2%	99.6%	85.0%	98.0%
All Other Races	6.9	....	1.1	.8	.4	15.0	2.0
<i>Estimated Sex Distribution of Total Child Population^c</i>							
Male	50.4	50.6	50.4	50.6	50.6	50.3	50.8
Female	49.6	49.4	49.6	49.4	49.4	49.7	49.2

SOURCE: Joint State Government Commission Survey.

^a The facts shown for Philadelphia may not be representative since the Catholic Children's Bureau of Philadelphia declined to furnish pertinent facts regarding children under its care.

^b Children up to eighteen years of age—estimated from 1940 Census data.

^c Bureau of Census, U. S. Department of Commerce, 1940.

3. Legitimacy of Children Under Care

The percentage distributions of legitimate and illegitimate children under care in the seven selected counties are shown in Table X, below.

Table X
Percentage Distributions of Legitimate and Illegitimate Children Under Care in Selected Counties, as of December, 1949

Counties	Children Under Care ^a		Total Child Population ^b	
	%	%	%	%
	Legitimate	Illegitimate	Legitimate	Illegitimate
(1)	(2)	(3)	(4)	(5)
Allegheny	82.1%	17.9%	96.7%	3.3%
Carbon	89.2	10.8	96.8	3.2
Fulton	83.3	16.7	95.2	4.8
Indiana	79.5	20.5	96.7	3.3
Lebanon	80.9	19.1	95.7	4.3
Philadelphia ^c	66.4	33.6	94.6	5.4
York	88.2	11.8	96.2	3.8

^a From Joint State Government Commission Survey.

^b Estimated from data from Bureau of Vital Statistics, Department of Health, Commonwealth of Pennsylvania, 1950, and Mortality Tables, Life Insurance Fact Book, Institute of Life Insurance, 1948, p. 82.

^c The facts shown for Philadelphia may not be representative since the Catholic Children's Bureau of Philadelphia declined to furnish pertinent facts regarding children under its care.

Examination of Table X shows that, excluding Philadelphia, for which complete data are not available, the number of illegitimate children under care as a per cent of the total number of children under care ranges from 10.8 per cent in Carbon County to 20.5 per cent in Indiana County.

4. Sources Referring Children for Care

The percentage distributions of children under care, by type of referral, in the seven selected counties are shown in Table XI, on opposite page.

Table XI

Percentage Distributions of Children Under Care, by Sources Referring Children for Care, in Selected Counties as of December, 1949

Sources Referring Children for Care	Counties						
	Allegheny	Carbon	Fulton	Indiana	Lebanon	Philadelphia*	York
<i>Private</i>							
Parent	14.8%	8.1%	....	37.0%	38.2%	11.7%	31.4%
Relative	6.0	5.4	....	12.3	6.4	.8	9.8
Individual Other Than Parent or Relative	3.9	16.2	....	19.2	4.3	3.9	19.6
Social Agency	37.6	1.4	....	....	29.8	8.6	....
<i>Public</i>							
County Board of Assistance	3.9	2.7	....	11.0	....	.8	3.9
County Institution District	1.0	2.7	....	2.7	....	8.6	3.9
Health Authority or Hospital	3.0	....	....	4.1	12.8	3.9	2.0
Juvenile Court	16.8	....	100.0%	9.6	6.4	57.8	17.6
Police	9.0	59.5	....	1.4	....	....	9.8
School District	3.0	....	....	2.7	....	....	....
Other	1.0	4.0	....	....	2.1	3.9	2.0

SOURCE: Joint State Government Commission Survey.

* The facts shown for Philadelphia may not be representative since the Catholic Children's Bureau of Philadelphia declined to furnish pertinent facts regarding children under its care.

Table XI shows that about 38 per cent of the children under care in Allegheny County were referred to the court by private social agencies. In this county, when a child needs *temporary* care outside his own home, a private agency will assume responsibility for his care. However, if the situation develops into one requiring *long-term* care, the agency will petition the Juvenile Court to assume responsibility.

In Carbon County, which has no family service agency, about 60 per cent of the children under care were brought to the attention of the court by the police. In Fulton County, all children placed under care outside their own homes were referred to agencies through the Juvenile Court or County Commissioners. In Indiana and York counties, approximately 69 per cent and 61 per cent, respectively, of the children under care were referred to the agencies by individuals.

Of the children under care in Philadelphia for whom data were obtained, approximately 58 per cent were referred to the agencies by the Municipal Court.

It will be noted that, in the seven counties surveyed, the percentage of the children under care referred to the agencies by the county boards of assistance, ranged from zero in Fulton and Lebanon to 11.0 in Indiana County.

5. Agency Reasons for Accepting Children for Care

The percentage distributions of children accepted for care by agencies in the seven counties surveyed, by reason for acceptance, are shown in Table XII, on opposite page.

Inspection of the table shows that in four of the counties—Allegheny, Carbon, Indiana and York—the greatest percentage of children accepted for care were accepted by virtue of the inability of parents or relatives to provide adequate care. The major reason for acceptance in the other three

Table XII

Percentage Distributions of Children Under Care, by Agency Reason for Acceptance, in Selected Counties, as of December, 1949

<i>Agency Reason for Acceptance</i>	<i>Counties</i>						
	<i>Allegheny</i>	<i>Carbon</i>	<i>Fulton</i>	<i>Indiana</i>	<i>Lebanon</i>	<i>Philadelphia*</i>	<i>York</i>
1. Breaking Up of Child's Home..	18.8%	27.0%	....	11.0%	12.8%	8.6%	19.6%
2. Illness of Child's Parents or Relatives	7.9	1.4	....	8.2	....	10.9	7.8
3. Death of Child's Parents or Relatives	11.9	1.4	....	2.7	8.5	7.0	....
4. Unmarried Parent Desiring to Give Up Child	5.9	1.4	....	9.6	6.4	5.5	2.0
5. Foundling	1.0	1.4	....	....	....	....	2.0
6. Inability of Parents or Relatives to Provide Adequate Care ..	38.6	67.4	....	43.9	19.1	29.7	37.3
7. Court Commitment by Reason of Dependency or Neglect .....	....	....	100.0%	17.8	51.1	36.0	23.5
8. Received Into Care from County Institution District	1.0	....	....	....	2.1	2.3	....
9. Other	14.9	....	....	6.8	....	....	7.8

SOURCE: Joint State Government Commission Survey.

* The facts shown for Philadelphia may not be representative since the Catholic Children's Bureau of Philadelphia declined to furnish pertinent facts regarding children under its care.

counties was a court commitment of a dependent or neglected child, which in Fulton County is the sole reason for a child's being placed under care.

6. Type of Care Received by Children

Table XIII, page 69, shows the percentage distributions, by type of care received, of children under care in the seven selected counties.

Table XIII shows that in four of the seven counties—Indiana, Lebanon, Philadelphia and York—the greatest percentage of children under care were in paid boarding homes. In the remaining three counties, a majority (in the case of Fulton County, all) of the children under care were in institutions. It will be noted that in Carbon County, a comparatively high percentage—23 per cent—of the children were living with relatives. If Carbon County's procedures were revised to establish a closer working relationship with the County Board of Assistance, most of the children in this group probably could be transferred to state public assistance under the aid to dependent children program.

7. Length of Time Children Were Under Care

A study of the length of time children had been under care in the seven selected counties shows that this time range is from less than one year to more than sixteen years. The percentage distributions of children under care in the selected counties, by length of time period children are under care, are shown in Table XIV, page 70.

Examination of the table shows that in three of the counties—Carbon, Fulton and Philadelphia—more children had been under care from 2 to 3.9 years than for any other of the time-groups. Of Lebanon County's children under care,

Table XIII
Percentage Distributions, by Type of Care Received, of Children Under Care in Selected Counties, as of December, 1949

<i>Type of Care</i>	<i>Counties</i>						
	<i>Allegheny</i>	<i>Carbon</i>	<i>Fulton</i>	<i>Indiana</i>	<i>Lebanon</i>	<i>Philadelphia*</i>	<i>York</i>
69 Living with Parents or Relatives ..	2.0%	23.0%	....	....	2.1%	....	7.8%
Paid Boarding Home	44.6	27.0	....	45.2%	87.3	88.3%	62.8
Free Home .....	....	....	....	5.5	....	.8	....
Wage Home .....	....	....	....	6.8	....	....	....
Institution	53.4	50.0	100.0%	41.1	10.6	10.1	29.4
Hospital or Preventorium .....	....	....	....	....	....	.8	....
Adoption Home .....	....	....	....	1.4	....	....	....

SOURCE: Joint State Government Commission Survey.

* The facts shown for Philadelphia may not be representative since the Catholic Children's Bureau of Philadelphia declined to furnish pertinent facts regarding children under its care.

Table XIV

Percentage Distributions of Children Under Care, by Length of Time Period Children Were Under Care, in Selected Counties, as of December, 1949

	<i>Length of Time Period Children Were Under Care</i>	<i>Counties</i>						
		<i>Allegheny</i>	<i>Carbon</i>	<i>Fulton</i>	<i>Indiana</i>	<i>Lebanon</i>	<i>Philadelphia*</i>	<i>York</i>
70	Less than 1 year	14.8%	4.0%	33.3%	19.2%	17.0%	18.8%	49.0%
	1-1.9	10.9	17.6	....	13.7	2.1	18.0	3.9
	2-3.9	19.8	32.4	66.7	19.2	21.3	19.5	23.5
	4-5.9	16.8	23.0	....	10.9	23.4	14.8	11.8
	6-7.9	19.8	13.5	....	28.7	8.5	11.7	5.9
	8-9.9	5.0	4.0	....	5.5	4.3	8.6	5.9
	10-11.9	5.9	2.7	....	1.4	12.8	6.3	....
	12-13.9	2.0	1.4	....	1.4	10.6	2.3	....
	14-15.9	3.0	1.4	....	....	....	....	....
	16-17.9	2.0	....	....	....	....	....	....

SOURCE: Joint State Government Commission Survey.

* The facts shown for Philadelphia may not be representative since the Catholic Children's Bureau of Philadelphia declined to furnish pertinent facts regarding children under its care.

23.4 per cent had been under care from 4 to 5.9 years. It will be noted that, with the exception of York County, all of the counties show a majority of the children under care for two years or more. In York County, 49 per cent of the children had been under care less than one year.

8. Marital Status of Parents of Children Under Care

The percentage distributions of fathers of children under care in the selected counties, by marital status, are shown in Table XV, and of mothers in Table XVI.

Examination of Table XV shows that in all but one county—York—more than 50 per cent of the fathers of children under care were unmarried, separated, divorced, widowers or deceased.

Concerning the status of mothers of children under care in the seven selected counties, again in all but York County more than 50 per cent were unmarried, separated, divorced, widowed or deceased.

Table XV
Percentage Distributions of Fathers of Children Under Care in Selected Counties by Marital Status, as of December, 1949

Marital Status of Father	Counties						
	Allegheny	Carbon	Fulton	Indiana	Lebanon	Philadelphia*	York
Unmarried	2.9%	10.8%	....	....	4.3%	14.1%	5.9%
Married	16.9	28.3	....	4.1%	14.9	14.1	51.0
Remarried	4.9	9.5	16.7%	1.4	19.1	4.7	3.9
Separated	31.7	24.3	....	39.7	19.1	28.9	19.6
Divorced	10.9	....	....	....	10.6	2.3	7.8
Widower	10.9	10.8	16.7	30.1	17.1	10.1	2.0
Unknown	9.9	9.5	16.6	23.3	12.8	12.5	9.8
Deceased	11.9	6.8	50.0	1.4	2.1	13.3	....

SOURCE: Joint State Government Commission Survey.

* The facts shown for Philadelphia may not be representative since the Catholic Children's Bureau of Philadelphia declined to furnish pertinent facts regarding children under its care.

Table XVI
Percentage Distributions of Mothers of Children Under Care in Selected Counties by Marital Status, as of December, 1949

Marital Status of Mother	Counties						
	Allegheny	Carbon	Fulton	Indiana	Lebanon	Philadelphia*	York
Unmarried	10.9%	9.5%	....	17.8%	10.7%	21.9%	3.9%
Married	15.8	31.2	16.7%	8.2	10.7	11.7	49.1
Remarried	12.9	4.0	....	....	17.0	3.1	7.8
Separated	33.7	25.7	....	39.8	19.1	29.7	23.5
Divorced	7.9	....	....	....	21.3	3.1	2.0
Widowed .....	....	4.0	50.0	....	2.1	5.5	2.0
Unknown .....	....	4.0	....	....	2.1	3.9	3.9
Deceased	18.8	21.6	33.3	34.2	17.0	21.1	7.8

SOURCE: Joint State Government Commission Survey.

* The facts shown for Philadelphia may not be representative since the Catholic Children's Bureau of Philadelphia declined to furnish pertinent facts regarding children under its care.

9. Condition of Parents of Children Under Care

Tables XVII and XVIII, pages 74 and 75, present percentage distributions, by condition, of the fathers and mothers of children under care in the seven selected counties.

As regards the condition of fathers of children under care in the seven selected counties, examination of Table XVII shows that the percentage of fathers whose condition was classified as other than "whereabouts known" ranges from 23.5 per cent in York County to 66.7 per cent in Fulton County.

As regards the condition of mothers of children under care, the percentage whose condition was classified as other than "whereabouts known" ranges from 17.6 per cent in York County to 58.1 per cent in Carbon County.

Table XVII
Percentage Distributions of Fathers of Children Under Care in Selected Counties by
Condition, as of December, 1949

<i>Condition of Father</i>	<i>Counties</i>						
	<i>Allegheny</i>	<i>Carbon</i>	<i>Fulton</i>	<i>Indiana</i>	<i>Lebanon</i>	<i>Philadelphia*</i>	<i>York</i>
Deceased	11.9%	6.8%	50.0%	1.4%	2.1%	13.3%	....
Whereabouts Unknown	32.6	31.1	16.7	35.6	21.3	44.5	23.5%
Whereabouts Known:							
In State	47.5	56.7	33.3	58.9	68.1	39.8	74.5
Outside State	3.0	....	....	4.1	6.4	0.8	2.0
Physically Incapacitated:							
Institutionalized in State	1.0	....	....	....	....	....	....
Institutionalized Outside State ..	....	....	....	....	....	....	....
Noninstitutionalized	2.0	....	....	....	2.1	....	....
Mentally Incapacitated:							
Institutionalized in State	2.0	1.4	....	....	....	....	....
Institutionalized Outside State ..	....	....	....	....	....	....	....
Noninstitutionalized .....	....	....	....	....	....	....	....
Incarcerated:							
Incarcerated in State .....	....	4.0	....	....	....	1.6	....
Incarcerated Outside State .....	....	....	....	....	....	....	....

SOURCE: Joint State Government Commission Survey.

* The facts shown for Philadelphia may not be representative since the Catholic Children's Bureau of Philadelphia declined to furnish pertinent facts regarding children under its care.

Table XVIII

**Percentage Distributions of Mothers of Children Under Care in Selected Counties by
Condition, as of December, 1949**

<i>Condition of Mother</i>	<i>Counties</i>						
	<i>Allegheny</i>	<i>Carbon</i>	<i>Fulton</i>	<i>Indiana</i>	<i>Lebanon</i>	<i>Philadelphia*</i>	<i>York</i>
Deceased	18.8%	21.6%	33.3%	34.2%	17.0%	21.1%	7.8%
Whereabouts Unknown	21.8	27.0	....	9.6	4.3	14.0	7.8
Whereabouts Known:							
In State	43.4	41.9	16.7	54.8	55.3	58.5	82.4
Outside State	5.0	....	50.0	1.4	6.4	1.6	....
Physically Incapacitated:							
Institutionalized in State	1.0	2.7	....	....	6.4	1.6	2.0
Institutionalized Outside State ..	....	....	....	....	....	0.8	....
Noninstitutionalized	1.0	1.4	....	....	....	....	....
Mentally Incapacitated:							
Institutionalized in State	4.0	5.4	....	....	10.6	1.6	....
Institutionalized Outside State ..	....	....	....	....	....	....	....
Noninstitutionalized	5.0	....	....	....	....	....	....
Incarcerated:							
Incarcerated in State .....	....	....	....	....	....	0.8	....
Incarcerated Outside State .....	....	....	....	....	....	....	....

SOURCE: Joint State Government Commission Survey.

* The facts shown for Philadelphia may not be representative since the Catholic Children's Bureau of Philadelphia declined to furnish pertinent facts regarding children under its care.

10. Financial Status of Parents of Children Under Care

The percentage distributions of mothers and fathers of children under care in the seven selected counties, by financial status, are shown in Tables XIX and XX, pages 77 and 78.

As regards the financial status of fathers of children under care, employed fathers partially supporting such children, voluntarily or by court order, and employed fathers not supporting such children constituted from 32.8 per cent of the total number of fathers of children under care in Philadelphia to 54 per cent in Carbon County. Excluded is Fulton County, where none of the fathers of children under care was known to be employed. Fathers whose financial status was unknown vary from 31.1 per cent in Carbon County to 50 per cent in Fulton County.

Employed mothers partially supporting children under care, voluntarily or by court order, and employed mothers not supporting such children constituted from 4.1 per cent of the total in Indiana County to 23.4 per cent in Philadelphia. With the exception of Fulton and Philadelphia counties, the largest group of mothers of children under care were unemployed or without known financial resources.

**Percentage Distributions of Fathers of Children Under Care in Selected Counties by
Financial Status, as of December, 1949**

<i>Financial Status of Father</i>	<i>Counties</i>						
	<i>Allegheny</i>	<i>Carbon</i>	<i>Fulton</i>	<i>Indiana</i>	<i>Lebanon</i>	<i>Philadelphia*</i>	<i>York</i>
Employed — Partially Supporting Child Voluntarily	2.0%	6.8%	....	11.0%	....	0.8%	13.7%
Employed — Partially Supporting Child by Court Order	24.8	5.4	....	11.0	38.3%	28.1	11.8
Employed—Not Supporting Child..	7.9	41.8	....	26.0	10.6	3.9	15.7
Possessing Resources Other Than Earned Income — Partially Supporting Child Voluntarily .....	....	....	....	....	....	....	....
Possessing Resources Other Than Earned Income — Partially Supporting Child by Court Order ..	....	....	....	....	....	3.1	....
Possessing Resources Other Than Earned Income—Not Supporting Child	1.0	....	....	....	....	....	3.9
Unemployed or Without Known Financial Resources	7.0	5.4	....	12.3	14.9	3.9	....
Receiving State Public Assistance ..	3.9	2.7	....	4.1	....	1.6	11.8
Unknown	41.5	31.1	50.0%	34.2	34.1	45.3	43.1
Deceased	11.9	6.8	50.0	1.4	2.1	13.3	....

SOURCE: Joint State Government Commission Survey.

* The facts shown for Philadelphia may not be representative since the Catholic Children's Bureau of Philadelphia declined to furnish pertinent facts regarding children under its care.

Table XX

**Percentage Distributions of Mothers of Children Under Care in Selected Counties by
Financial Status, as of December, 1949**

<i>Financial Status of Mother</i>	<i>Counties</i>						
	<i>Allegheny</i>	<i>Carbon</i>	<i>Fulton</i>	<i>Indiana</i>	<i>Lebanon</i>	<i>Philadelphia*</i>	<i>York</i>
Employed — Partially Supporting Child Voluntarily .....	....	....	....	....	....	1.6%	2.0%
Employed — Partially Supporting Child by Court Order	1.0%	....	....	....	4.3%	14.8	....
Employed—Not Supporting Child..	9.9	6.8%	16.7%	4.1%	8.5	7.0	13.7
Possessing Resources Other Than Earned Income — Partially Sup- porting Child Voluntarily .....	....	....	....	....	....	....	....
Possessing Resources Other Than Earned Income — Partially Sup- porting Child by Court Order ..	....	....	....	....	....	0.8	....
Possessing Resources Other Than Earned Income—Not Supporting Child	2.9	....	....	1.4	....	....	5.9
Unemployed or Without Known Financial Resources	31.7	40.5	....	37.0	40.4	14.1	31.4
Receiving State Public Assistance ..	7.9	....	....	15.1	2.1	7.8	13.7
Unknown	27.8	31.1	50.0	8.2	27.7	32.8	25.5
Deceased	18.8	21.6	33.3	34.2	17.0	21.1	7.8

SOURCE: Joint State Government Commission Survey.

* The facts shown for Philadelphia may not be representative since the Catholic Children's Bureau of Philadelphia declined

11. Adoptability of Children Under Care

While public attention has centered around the problem of securing adoptive homes for children under care by public and private agencies, not all of the children under care are "adoptable." A child may be "unadoptable" because of a number of factors—the withholding of consent by parents or guardian, physical or mental condition of the child, his age, his behavior pattern, etc.

It should be remembered that data concerning the adoptability of children have been gathered from the various child-caring agencies in the selected counties. These agencies use varying criteria for determining the adoptability of a child. The percentage distributions of children under care in the selected counties, by adoption status as determined by the child-caring agencies, are shown in Table XXI, page 80.

Table XXI shows that from approximately 35 per cent of the children under care in Philadelphia to approximately 77 per cent in Indiana County are considered by the agencies to be unadoptable. The range excludes Fulton County, where no determination was made concerning adoptability of the children under care.

The percentage distributions of the unadoptable children under care in the selected counties, by reasons for which they are considered unadoptable, are shown in Table XXII, page 81.

As Table XXII indicates, the major reasons for a child's being considered unadoptable are: the refusal of parents or guardian to consent to adoption, the child's age—most adoptors seek infants or very young children—and the physical or mental condition of the child. From 65 per cent of the unadoptable children in Allegheny County to 100 per cent of

Table XXI

Percentage Distributions of Children Under Care in Selected Counties, by Adoption Status as Determined by Agencies, as of December, 1949

<i>Adoption Status</i>	<i>Counties</i>						
	<i>Allegheny</i>	<i>Carbon</i>	<i>Fulton</i>	<i>Indiana</i>	<i>Lebanon</i>	<i>Philadelphia*</i>	<i>York</i>
Adoptable	8.9%	20.3%	....	5.5%	10.6%	5.5%	3.9%
Unadoptable	45.5	52.7	....	76.7	70.2	35.1	74.5
Not in Best Interest of Child to Be Adopted	14.9	14.9	....	12.3	19.2	36.7	15.7
No Determination Made	30.7	12.1	100.0%	5.5	....	22.7	5.9

SOURCE: Joint State Government Commission Survey.

* The facts shown for Philadelphia may not be representative since the Catholic Children's Bureau of Philadelphia declined to furnish pertinent facts regarding children under its care.

Percentage Distributions of Unadoptable Children Under Care in Selected Counties, by Reason for Which They Are Determined Unadoptable, as of December, 1949

	Counties						
	Allegheny	Carbon	Fulton	Indiana	Lebanon	Philadelphia*	York
TOTAL NUMBER OF CHILDREN CONSIDERED TO BE UNADOPTABLE	639	39	....	77	76	1312	162
REASONS FOR UNADOPTABILITY							
<i>Legal Factors:</i>							
Consent of Parents or Guardian Unobtainable	20.0%	74.4%	....	16.1%	42.4%	40.0%	68.4%
Abandonment Cannot Be Established .....	....	....	....	....	....	2.2	....
<i>Social Factors:</i>							
Age	4.4	15.4	....	44.6	33.3	24.5	2.6
Physical or Mental Condition ..	40.1	10.2	....	37.5	24.3	11.1	23.8
Behavior Pattern	22.2	....	....	1.8	....	11.1	2.6
Racial or Ethnic Background ...	4.4	....	....	....	....	....	....
Mixed Religious Background ...	2.2	....	....	....	....	....	....
<i>Other</i>	6.7	....	....	....	....	11.1	2.6

SOURCE: Joint State Government Commission Survey.

* The facts shown for Philadelphia may not be representative since the Catholic Children's Bureau of Philadelphia declined to furnish pertinent facts regarding children under its care.

such children in Carbon and Lebanon counties are considered unadoptable for these reasons.

The consent factor is discussed in Section VI, Adoption Placement, page 89.

The children considered unadoptable by reason of their age range from ten to eighteen years old.

12. Degree of Interest Shown by Parents of Children Under Care

The interest of parents in children who are under care outside their own homes is difficult to measure. However, some measurement of the degree of interest may be made from an examination of the frequency of visits made by parents to children under care. The percentage distributions of parents of children under care, by number of visits, are shown in Tables XXIII and XXIV.

Table XXIII
Percentage Distributions of Fathers of Children Under Care in Selected Counties, by Frequency of Visits, as of December, 1949

County	Visits—Last Quarter of Calendar Year			
	No Visits	1-3 Visits	3 or More Visits	Deceased
(1)	(2)	(3)	(4)	(5)
Allegheny	66.3%	10.9%	10.9%	11.9%
Carbon	63.5	22.9	6.8	6.8
Fulton	50.0	...	...	50.0
Indiana	72.6	23.3	2.7	1.4
Lebanon	68.1	21.3	8.5	2.1
Philadelphia * ...	66.4	11.7	8.6	13.3
York	66.7	21.6	11.7	...

SOURCE: Joint State Government Commission Survey.

* The facts shown for Philadelphia may not be representative since the Catholic Children's Bureau declined to furnish pertinent facts regarding children under its care.

Table XXIV

Percentage Distributions of Mothers of Children Under Care in Selected Counties, by Frequency of Visits, as of December, 1949

<i>Visits—Last Quarter of Calendar Year</i>				
<i>County</i>	<i>No Visits</i>	<i>1-3 Visits</i>	<i>3 or More Visits</i>	<i>Deceased</i>
(1)	(2)	(3)	(4)	(5)
Allegheny	53.5%	18.8%	8.9%	18.8%
Carbon	43.3	22.9	12.2	21.6
Fulton	50.0	...	16.7	33.3
Indiana	38.4	23.3	4.1	34.2
Lebanon	51.1	19.1	12.8	17.0
Philadelphia * ...	47.7	16.4	14.8	21.1
York	23.5	49.1	19.6	7.8

SOURCE: Joint State Government Commission Survey.

* The facts shown for Philadelphia may not be representative since the Catholic Children's Bureau declined to furnish pertinent facts regarding children under its care.

In all of the seven counties surveyed, half or more than half of the fathers of children under care paid no visits to their children during the last quarter of the calendar year 1949. As regards mothers of children under care, a comparable situation obtains in only three counties.

D. Number of Dependent and Neglected Children Under Care in Seven Selected Counties, and Public Expenditures for Their Care—

Table XXV, page 85, shows the number of dependent and neglected children under care in the seven selected counties, and details information concerning expenditures for the care of these children during 1949.

Examination of Table XXV indicates that, of the seven counties surveyed, Fulton County had the smallest number of children under care and expended the lowest total amount for the care of dependent and neglected children. However, it is interesting to note that county expenditures *per child* were highest in Fulton County.

Philadelphia had the highest number of children under care, expended the highest total amount for their care and expended the highest per capita amount for care of dependent and neglected children. Philadelphia ranked second in amount of expenditure per child.

Table XXV

Source and Amount of Funds Expended Within Selected Counties for Care of Dependent and Neglected Children, Number of Children Under Care, County Expenditures Per Child and County Per Capita Expenditures for Children Under Care, for Year Ending December 31, 1949

	Counties						
	Allegheny	Carbon	Fulton	Indiana	Lebanon	Philadelphia	York
<i>Source of Funds Expended Within County for Care of Dependent and Neglected Children:</i>							
Payments Made from County Funds	\$610,428.11	\$31,956.69	\$4,134.00	\$38,208.69	\$34,548.18	\$3,509,084.65	\$69,610.25
Payments Made by Parents ...	41,295.30	186.30	.....	2,307.05	5,937.73	376,861.00	9,409.63
Payments Made from Federal Funds ^a	10,874.04	103.52	.....	.....	720.00	31,988.02	1,148.15
Payments from Pennsylvania Public Assistance Funds ....	.....	.....	.....	.....	.....	.....	.....
Total Funds Expended Within County for Care of Dependent and Neglected Children	\$662,597.45	\$32,246.51	\$4,134.00	\$40,515.74	\$41,205.91	\$3,917,933.67	\$80,168.03
Number of Dependent and Neglected Children Under Care in County ^b	1,404	74	6	101	108	7,068 ^d	217
County Expenditures Per Child..	\$434.78	\$431.85	\$689.00	\$378.30	\$319.89	\$496.47	\$320.78
Population of County ^c	1,508,255	57,389	10,361	76,887	81,452	2,064,794	202,440
County Per Capita Expenditures for Children Under Care	\$.40	\$.56	\$.40	\$.50	\$.42	\$1.70	\$.34

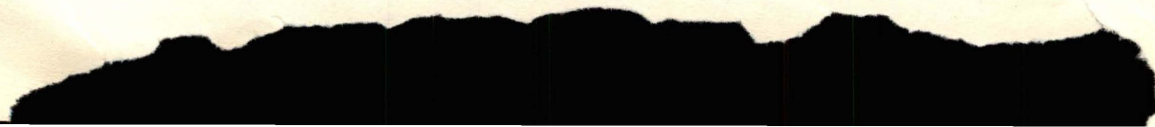
SOURCE: Compiled from records of Juvenile Courts, County Commissioners and Child-caring Agencies and Institutions.

^a Survivors' Insurance from Federal Security Agency, Survivors' Benefits from Railroad Retirement Board and Veterans' Administration, etc.

^b Children under care as of December 31, 1949.

^c 1950 Census of Population, Preliminary Counts, Bureau of Census, U. S. Department of Commerce.

^d Includes children under care in City of Philadelphia as of December 31, 1949, and County of Philadelphia as of last quarter of 1949; also includes some delinquent children committed to child-caring agencies and institutions.



The following is a list of the names of the persons who have been
 appointed to the various positions in the office of the
 Secretary of the State, for the term ending on the 31st day of
 December, 1900.

Secretary of the State: [Name]
 Treasurer: [Name]
 Auditor: [Name]
 State Printer: [Name]
 Superintendent of Public Instruction: [Name]
 Commissioner of the Land Office: [Name]
 Commissioner of the State Police: [Name]
 Commissioner of the State Militia: [Name]
 Commissioner of the State Prison: [Name]
 Commissioner of the State Hospital: [Name]
 Commissioner of the State Normal School: [Name]
 Commissioner of the State University: [Name]
 Commissioner of the State Agricultural Experiment Station: [Name]
 Commissioner of the State Forestry: [Name]
 Commissioner of the State Game and Fish: [Name]
 Commissioner of the State Quarantine: [Name]
 Commissioner of the State Health: [Name]
 Commissioner of the State Sanitation: [Name]
 Commissioner of the State Public Health: [Name]
 Commissioner of the State Public Welfare: [Name]
 Commissioner of the State Public Safety: [Name]
 Commissioner of the State Public Security: [Name]
 Commissioner of the State Public Order: [Name]
 Commissioner of the State Public Peace: [Name]
 Commissioner of the State Public Justice: [Name]
 Commissioner of the State Public Education: [Name]
 Commissioner of the State Public Religion: [Name]
 Commissioner of the State Public Morality: [Name]
 Commissioner of the State Public Virtue: [Name]
 Commissioner of the State Public Honor: [Name]
 Commissioner of the State Public Fame: [Name]
 Commissioner of the State Public Glory: [Name]
 Commissioner of the State Public Power: [Name]
 Commissioner of the State Public Wealth: [Name]
 Commissioner of the State Public Prosperity: [Name]
 Commissioner of the State Public Happiness: [Name]
 Commissioner of the State Public Well-being: [Name]
 Commissioner of the State Public Welfare: [Name]

Section VI

ADOPTION PLACEMENT

The placement of children for adoption is a phase of the larger problem of child placement which includes all children in need of care outside their own homes.

Adoption is the legal process which terminates the parental rights of natural parents and establishes a person as the child and heir of adopted parents. In Pennsylvania, prior to 1855, adoptions were possible only by special acts of the General Assembly. In 1855, the General Assembly passed the first general statute permitting adoption by decree of court. Successive statutes broadened the field, and in 1925, the General Assembly repealed all prior acts relating to adoption and codified the law. This act has since been amended a number of times.²⁸

Adoption placement is not a Commonwealth responsibility, although permissive authority has been given the Orphans' Court (in Philadelphia, the Municipal Court) to investigate the parties concerned in adoption proceedings. In Pennsylvania, adoption placements are made by county institution districts, Juvenile Courts, private child-caring agencies and individuals. The placement standards of these groups vary widely.

The time involved in consummation of an adoption placement generally varies from a few months to several years, with a child sometimes passing through a number of foster homes in the process.

In 1949, the Children's Bureau of the Federal Security Agency formulated the following eight adoption placement

²⁸ 1925, April 4, P. L. 127, as last amended, 1947, June 30, P. L. 1180.

precepts designed to protect the child, the natural parents and the adopting parents.²⁹

1. The termination of parental rights is as important as the establishment of new parental ties by adoption and should be as securely safeguarded.

2. Consent to adoption should be obtained from natural parents, or, if their parental rights have been legally relinquished or terminated, from a person or agency having legal responsibility for the child and the right to consent to adoption.

3. Placement for adoption should be made only by an agency authorized to make such placements by the state department of welfare.

4. Adoption proceedings should be in a court of record having jurisdiction over children's cases, in the home state of the petitioner for adoption, and preferably in the local community in which they live and where the child is properly before the court.

5. Court proceedings should be closed to the public, and the records, because of their confidential nature, should be protected.

6. In every proposed adoption of a child, the court should have the benefit of a study and recommendation made by the state department of welfare or its licensed agent.

7. A period of residence in the adoptive home, preferably for at least six months, should be required before hearing on the petition so that the suitability of the proposed adoption may be determined.

8. In the event that a final decree is not entered, provisions should be made for the removal of a child from a home

²⁹ *Essentials of Adoption Law and Procedure*, (Federal Security Agency, Social Security Administration, Children's Bureau, [1949])

found to be unsuitable, and for his care and guardianship after removal.

A. Termination of Parental Rights and Consent to Adoption—

All forty-eight states require the consent of certain parties before an adoption may be approved by court. Ordinarily, a child may not be adopted without the consent of his natural parents, or, in the case of illegitimacy, without the consent of his mother. Every state prescribes certain conditions under which parental consent is not required. Generally, consent is not required when parents (a) have abandoned or neglected the child; (b) have been deprived of the child's custody by a court of competent jurisdiction; (c) have voluntarily surrendered the child to an authorized child welfare agency; (d) are habitual drunkards; (e) cannot be found or are unknown; (f) have been deprived of civil rights or imprisoned for a felony; (g) are mentally incompetent.

In Pennsylvania, consent to adoption is necessary from: (a) the person to be adopted if he is over twelve years of age and of his spouse, if any; (b) the adopting parent's husband or wife, unless they adopt jointly; (c) the parents or surviving parent of the person to be adopted, or in the case of illegitimacy, the mother; and (d) the legal guardian if the person to be adopted has no parents living or whose consent is necessary.

Under Pennsylvania statutes, consent to an adoption is not required when a parent has been adjudged a person of unsound mind, an habitual drunkard, or has abandoned the child for a period of at least six months. Further, consent of parents is not required if the person to be adopted is

eighteen or more years old, (1925, April 4, P. L. 127, as amended, 1947, June 30, P. L. 1180).

Table XXVI shows the number of children under care in the selected counties during 1949, whose parents would not consent to adoption.

Table XXVI
Number of Unadoptable Children Under Care Whose Parents Would Not Consent to Adoption, in Seven Selected Counties, December, 1949

<i>County</i>	<i>Number of Unadoptable Children</i>	<i>Number of Unadoptable Children Whose Parent or Parents Would Not Consent to Adoption</i>
(1)	(2)	(3)
Allegheny	639	128
Carbon	39	29
Fulton	Unknown	Unknown
Indiana	77	12
Lebanon	76	32
Philadelphia *	1,312	525
York	162	111

SOURCE: Joint State Government Commission Survey.

* The facts shown for Philadelphia may not be representative since the Catholic Children's Bureau of Philadelphia declined to furnish pertinent facts concerning children under its care.

B. Adoption Placement by Authorized Agencies—

States, such as Pennsylvania, which do not restrict the placing of children for adoption to authorized agencies, permit any individual, agency or institution to place children for adoption. Investigation of the home is made only after petition for adoption is filed. Under these circumstances, the child frequently has been living in the home long enough to have become established and judges are reluctant to refuse to decree the adoption, even though the home may not be satisfactory.

State legislatures have sought to remedy this situation by enactment of three types of placement statutes which (1) outlaw independent placements, (2) require judicial or administrative approval before an independent placement may be made, and (3) authorize administrative investigation once a child has been placed independently.³⁰

Ten states—Alabama, Arizona, California, Montana, New York, North Dakota, South Dakota, Texas, Virginia and Wisconsin—provide that no person except a natural parent, guardian, relative or authorized agency may place a child in a home in contemplation of adoption. The exceptions made for natural parents and relatives open the door to all types of independent placements.

Eight states—Colorado, Georgia, Indiana, Iowa, Maine, New Jersey, Tennessee, and Utah—prohibit all independent placements, except when made with relatives. In two of these states—New Jersey and Utah—the attorney general has nullified the statute by ruling that the prohibition does not apply to natural parents.

Michigan, Missouri, Nebraska, and Ohio have sought to control independent placements by requiring approval of the welfare department or a court order before the child is placed in a home in contemplation of adoption. Except in Michigan, no provision is made for an investigation before the order is issued.

Maryland, Massachusetts, New Hampshire and Rhode Island require that, when a child is placed independently for adoption purposes, either the person who places or the person who receives the child must notify the state welfare department. The department is given authority to investigate

³⁰ "Moppets on the Market: The Problem of Unregulated Adoptions," *The Yale Law Journal*, LIX, 1950, pp. 715-736.

the case, and, if it finds the home unsuitable, may take the child into its custody. In Massachusetts, Maryland and New Hampshire the investigation is discretionary with the department. In Rhode Island, the investigation is mandatory.

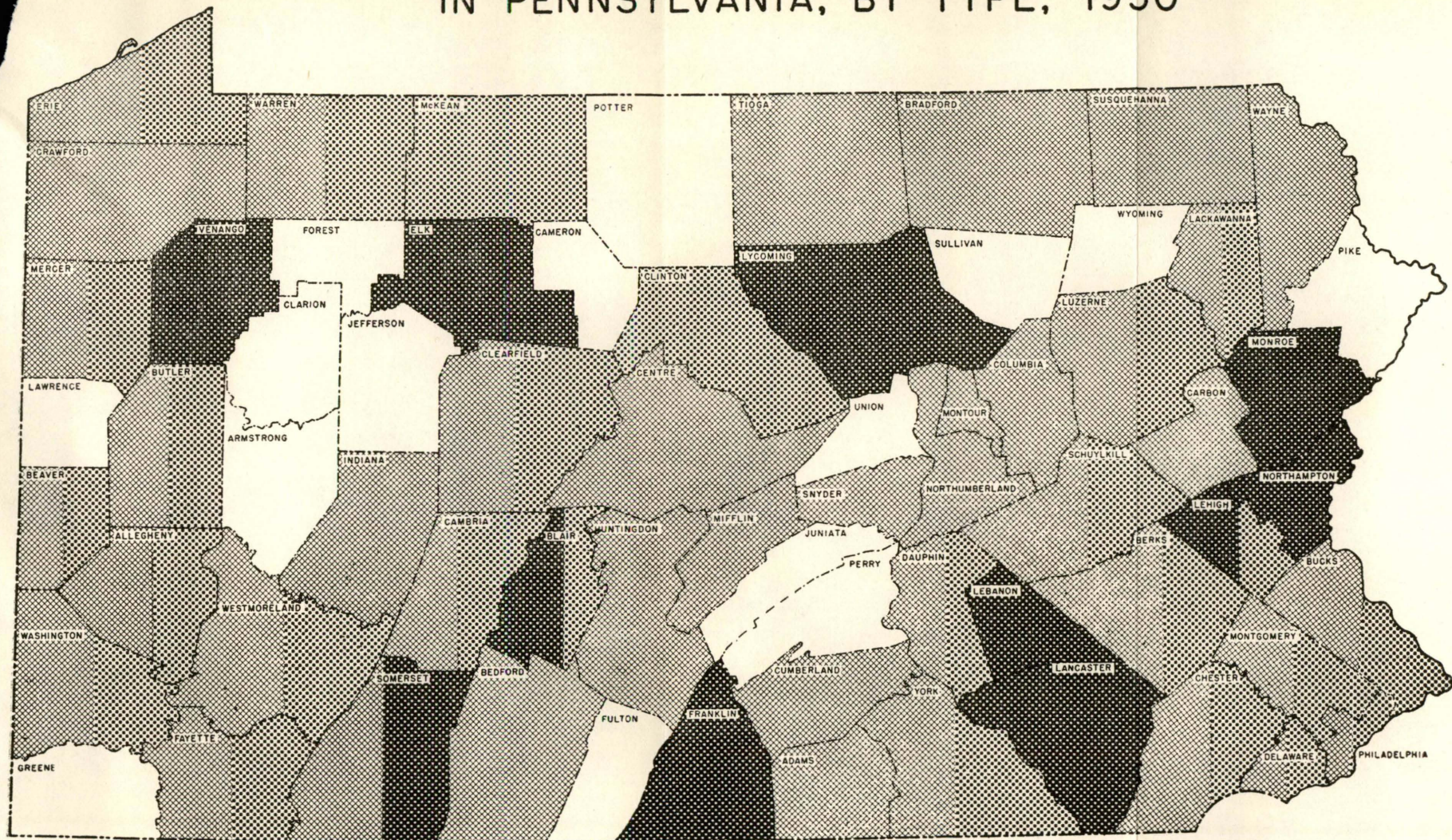
The evidence seems to support the conclusion that a state cannot eliminate independent placements simply by outlawing them. The solution to the problem appears to lie in a requirement that all placements be made through authorized agencies, (see Appendix A).





Pennsylvania law does not require or authorize the state Department of Welfare to license, certify or approve agencies to place children for adoption—any individual, agency or institution, incorporated or unincorporated, may place children for adoption. The agencies placing children for adoption in Pennsylvania, which follow the same general pattern as agencies caring for children outside their own homes, are shown on Map IV.

The types of agencies placing children for adoption, and the spheres of their operation shown on Map IV, may be summarized as follows: fifteen counties have no adoption placement agencies, seventeen have public agencies, eight have private agencies acting in behalf of a public agency, two have private agencies, twenty-two have public and private agencies, one has a public agency and a private agency acting for a public agency, and two have private agencies and private agencies acting in behalf of public agencies.

With the possible exception of one agency in Allegheny County and one in Luzerne County, Pennsylvania has no agencies whose primary function is to place children for adoption. The adoption placement service offered by the agencies generally is incidental to other functions, such as family, child-care, maternity or children's home services.

AGENCIES PLACING CHILDREN FOR ADOPTION IN PENNSYLVANIA, BY TYPE, 1950



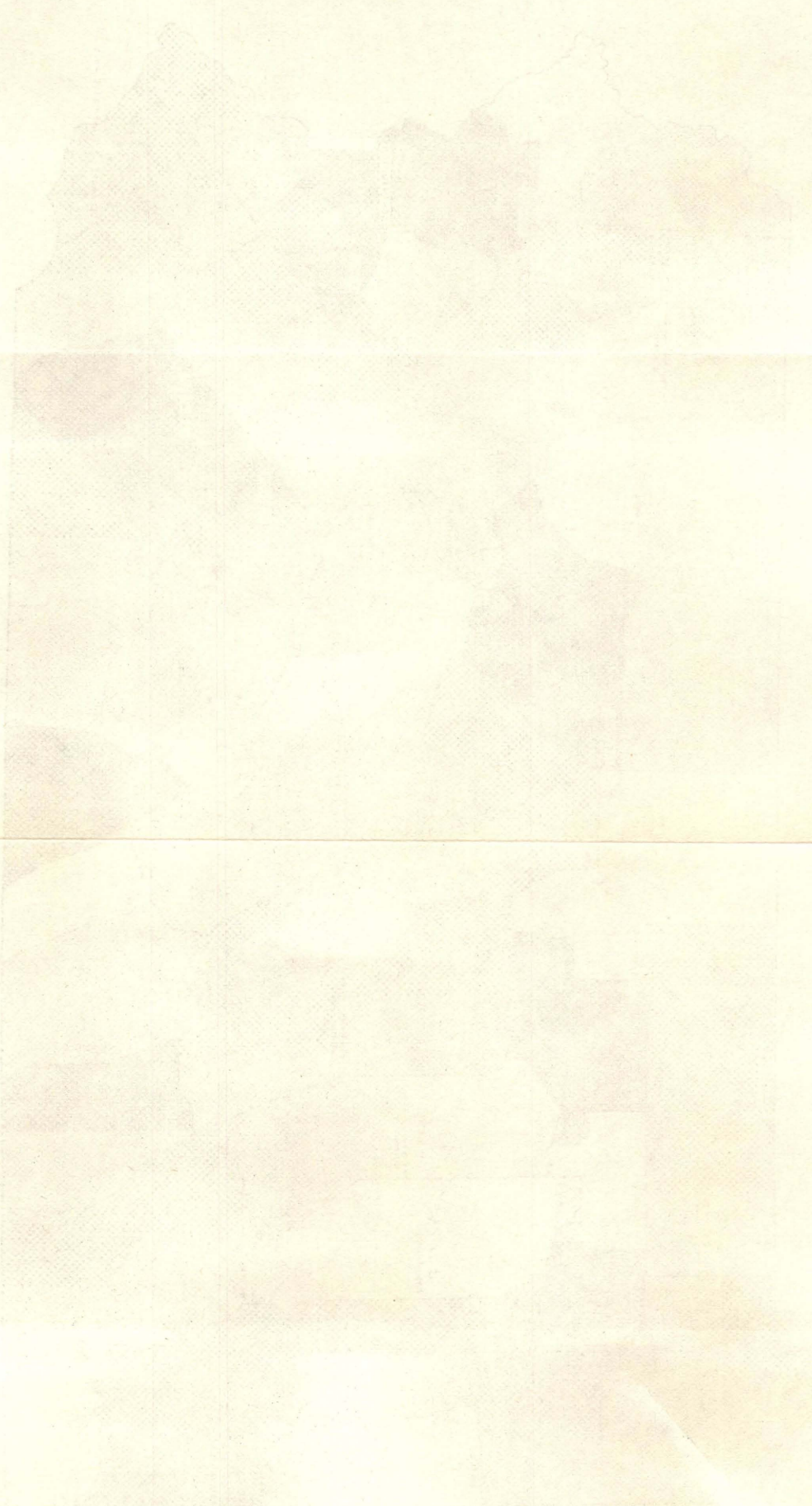
- | | | | |
|---|---------------|---|---|
|  | None |  | Private Agency |
|  | Public Agency |  | Private Agency acting in Behalf of Public Authority |

SOURCE: Bureau of Children's Services, Division of Supervision and Licensing, Commonwealth of Pennsylvania December, 1950

Handwritten text, possibly a date or reference number, located in the upper left corner of the page.

Handwritten text, possibly a name or title, located in the middle left section of the page.

Handwritten text, possibly a signature or initials, located in the lower left section of the page.



Vertical text on the right side of the page, possibly bleed-through from the reverse side or a stamp. The text is difficult to read but appears to contain several lines of characters.

Some of the agencies become so immersed in their primary function that only limited attention is given to adoption placement.

In the seven counties surveyed, it appears that of the total number of adoptions effected in the counties, relatively few were the result of agency placement. Table XXVII, on the following pages, shows the number of adoptions which were the result of agency placements in the selected counties.

No uniform standards for the determination of fitness of the child or the prospective adoptor are available. As regards children available for adoption, suitability may be determined by a consideration of such factors as intelligence level, appearance, age, and background of child and parents. Suitability of prospective adoptors may be judged by such factors as residence, religion, health, age, economic condition, marital status, housing, family composition and race. These standards vary from agency to agency and from county to county. The variation in standards is illustrated in Appendix B, which lists the absolute standard and working standard for Catholic, Jewish, nonsectarian and Protestant agencies in Pennsylvania.

C. Location and Jurisdiction of Court Handling Adoption Proceedings—

Since most adoptions concern minor children, the jurisdiction of adoption proceedings is often vested in a court accustomed to handling children's cases. However, in Utah, where the juvenile courts have had forty-five years' experience handling children's cases, adoption is under the jurisdiction of the district courts. In New York, adoptions are handled by the county court, surrogate's court and children's court, the latter having jurisdiction over an adoption pro-

Table XXVII

Number of Adoptions, Placing Agencies and Number of Adoption Placements Made by Agencies and Consummated in Courts of County, in Selected Counties, 1949

<i>County</i>	<i>No. of Children Adopted in County</i>	<i>Agency Placing Children for Adoption</i>	<i>No. of Children Placed for Adoption by Agency; Adoption Consummated in Courts of County</i>
(1)	(2)	(3)	(4)
Allegheny	533	Allegheny County Juvenile Court	27
		Children's Home of Pittsburgh	11
		Conference of Catholic Charities	28
		Family and Children's Service	26
		Florence Crittenton Home and Rescue Association	^a
		Jewish Social Service Bureau	^b
		Lutheran Service Society	5
		Rosalia Foundling and Maternity Hospital	36
		TOTAL	133
Carbon	14	Catholic Children's Bureau of Philadelphia	1
		Lutheran Children's Bureau of Philadelphia	1
		TOTAL	2
Fulton	4	Association for Works of Mercy, Washington, D. C.	1
		Cambria County Instit. District	1
		TOTAL	2

^a Declined to furnish information.

^b Failed to return survey forms.

Table XXVII (Continued)

<i>County</i>	<i>No. of Children Adopted in County</i>	<i>Agency Placing Children for Adoption</i>	<i>No. of Children Placed for Adoption by Agency; Adoption Consummated in Courts of County</i>
(1)	(2)	(3)	(4)
Indiana	19	Child Welfare Services	3
		Catholic Charities of Westmoreland County	2
		Salvation Army Home of Pittsburgh	1
		TOTAL	6
Lebanon	41	Family and Children's Service	5
		Lutheran Children's Bureau of Philadelphia	4
		TOTAL	9
Philadelphia	584	Association for Jewish Children	7
		Catholic Children's Bureau	^a
		Children's Aid Society of Pennsylvania	10
		Lutheran Children's Bureau	6
		Pennsylvania Society to Protect Children from Cruelty	5
		Salvation Army	^b
TOTAL	28		
York	71	County Child Welfare Department	2
		Catholic Charities of York	3
		TOTAL	5

SOURCE: Bureau of Vital Statistics, Department of Health, Commonwealth of Pennsylvania and Joint State Government Commission Survey, 1950.

^a Declined to furnish information. ^b Failed to return survey forms.

ceeding only when the child is dependent, neglected or delinquent.

About one-third of the states limit venue in adoption actions to the county or district in which the petitioner lives. Many states permit the action to be brought also in the county or district where the child resides. Some states provide that, when the child is in the custody of a child welfare agency, the proceedings may be brought where the agency is located.⁸¹

In sixty-six counties of Pennsylvania, the Orphans' Court has jurisdiction in adoption proceedings while the Juvenile Court has jurisdiction over dependent and neglected children up to the age of eighteen years. It is only in Philadelphia that a single court has jurisdiction over dependent and neglected children as well as adoption proceedings. Here the Municipal Court acts as the Juvenile Court and in addition, hears adoption petitions.

The Pennsylvania adoption statute provides that any adult may present a petition for adoption in the county in which he resides or, upon allowance from the court, in the county in which the person to be adopted is resident.

D. *Restrictions on Hearings and Records*—

Generally, adoption hearings are confidential and the records are not available to the public. In Pennsylvania, the adoption statute provides that the hearing on an adoption petition may be before the judge in chambers. The Pennsylvania law further provides that the adoption decree and all other papers pertaining to the case and the testimony, if written out, shall be kept in the files of the court as a permanent record and shall be withheld from inspection except upon an order of the court.

⁸¹ *Ibid.*, p. 726.

E. *Recommendations to Court and Pre-Adoption Residence*—

In recent years, a development in the law of adoption has been the requirement of a "social investigation" before the court may act on the petition. The investigation includes an inquiry into the child's family history, environment and physical and mental condition and into the suitability of prospective adoptors. However, six states—Colorado, Idaho, Mississippi, Oklahoma, South Carolina and Wyoming—make no provision for a social investigation of any sort. In six states—Maine, Maryland, Montana, Nebraska, Nevada and Pennsylvania—such an investigation may be made at the discretion of the court. Thirty-five states make a social investigation mandatory. Of the thirty-five states requiring investigation, about two-thirds place responsibility for making or arranging for the investigation on the state department of welfare, or require that it be made by an authorized public or private child-welfare agency. In the remaining states, the court may designate an officer of the court, an agency or any "suitable person" to make the investigation.

About one-fourth of the states provide that a child spend a trial period of six months in the prospective adoptive home, during which time the agency which made the original social investigation visits the child at intervals, reporting its determination at the end of the period.³²

Pennsylvania law provides that the court shall hear any testimony as to the facts set forth in the petition or necessary to inform the court as to the desirability of a proposed adoption and "may also make or cause to be made an investigation by some person or agency specifically designated by the said court or judge to verify the statements in the petition

³² *Ibid*, p. 729.

and such other facts as will give the court full knowledge as to the desirability of the proposed adoption.”³³

Pennsylvania law prohibits a decree of adoption unless the person to be adopted shall have lived with the petitioner for six months prior to the decree, except in instances where the child is related to the petitioner by blood or marriage. It is not required that the child live in the home of the petitioner prior to the hearing on the adoption petition, or that the child shall be under the supervision of the state Department of Welfare.

F. Provisions if Adoption Is Not Decreed—

The adoption statutes of several states make no provision for the disposition of the child if the adoption petition is denied. As a result, judges may often grant an adoption or allow the child to remain in the adoptive home although the court finds the placement undesirable.

Pennsylvania adoption law contained no provision for removal of a child or for his future custody in cases where an adoption petition was denied or withdrawn, until 1949, when the Orphans' Court Act was amended as follows: "*The jurisdiction of the several orphans' courts, whether separate or otherwise, shall extend to and embrace. . . . The determination of the custody of any minor in those cases where a proceeding for the adoption of such minor or a petition for the appointment of a guardian of the person of such minor is before the court, and for such purpose orphans' courts are hereby empowered to issue writs of habeas corpus directed to the person or persons having possession of such minor in the manner provided by law.*" (1949, May 2, P. L. 793.)

³³ 1925, April 4, P. L. 127.

Section VII

ADOPTION PLACEMENT IN SEVEN SELECTED PENNSYLVANIA COUNTIES

In the seven sample counties, an attempt has been made to ascertain the characteristics of all children placed for adoption, and the practices employed to facilitate adoption placement, see Appendices C and D.

However, some of the Orphans' Courts took the position that the confidential nature of the adoption records precluded their use for purposes of the survey. Under the circumstances, the survey was necessarily confined to adoption placements made by child-caring agencies and institutions. The data presented for Philadelphia and Allegheny Counties may not be representative since the Catholic Children's Bureau of Philadelphia and the Florence Crittenton Home in Pittsburgh declined to furnish facts regarding children under their care.

As regards the adoption placements made by all cooperating agencies, it should be noted that some of these agencies—particularly in Philadelphia and Allegheny counties—place children outside their respective counties. In the computations subsequently shown, all out-of-county adoption placements are disregarded.

A. Age of Children Adopted Where Adoption Placement Was Made by Child-Caring Agency or Institution

The percentage distributions of children adopted in the seven selected counties during 1949, by age at time of adoption, are shown in Table XXVIII, page 102. The distributions pertain only to those children who were placed in adoptive homes by child-caring agencies and institutions.

Table XXVIII

Percentage Distributions of Children Adopted in Selected Counties During 1949, by Age at Time of Adoption (Adoption Placements Made by Child-Caring Agencies and Institutions)

Age	Counties						
	Allegheny*	Carbon	Fulton	Indiana	Lebanon	Philadelphia*	York
Less than 1 year	0.8%	....	....	16.7%	....	....	....
1 year	28.5	....	....	33.2	44.5%	7.1%	80.0%
2 years	30.0	....	....	16.7	33.3	39.3	....
3 years	12.0	....	....	16.7	....	14.3	....
4 years	13.5	....	....	16.7	11.1	21.5	....
5 years	4.5	....	50.0%	....	....	7.1	....
6 years	6.0	50.0%	....	....	11.1	3.6	....
7 years	2.3	....	....	....	....	....	20.0
8 years	0.8	....	....	....	....	....	....
9 years	0.8	50.0	....	....	....	7.1	....
10 years .....	....	....	....	....	....	....	....
11 years .....	....	....	....	....	....	....	....
12 years	0.8	....	....	....	....	....	....
13 years .....	....	....	....	....	....	....	....
14 years .....	....	....	....	....	....	....	....
15 years .....	....	....	....	....	....	....	....
16 years .....	....	....	....	....	....	....	....
17 years .....	....	....	50.0	....	....	....	....
18 years .....	....	....	....	....	....	....	....

SOURCE: Joint State Government Commission Survey.

* The facts shown for Philadelphia and Allegheny Counties may not be representative since the Catholic Children's Bureau of Philadelphia and the Florence Crittenton Home in Pittsburgh declined to furnish pertinent facts regarding children under their

Inspection of Table XXVIII shows that, except in Carbon and Fulton counties, the majority of agency-placed children adopted during 1949 were from one to three years old, the percentage ranging from 46.4 per cent of the adopted children placed by child-caring agencies or institutions in Philadelphia County to 80 per cent in York County.

B. *Sex and Race of Children Adopted in 1949 Where Adoption Placement Was Made by Child-Caring Agency or Institution*

Table XXIX, page 104, shows the percentage distributions, by sex and race, of children adopted in the selected counties during 1949, where adoption placement was made by child-caring agencies or institutions.

Table XXIX shows that, except in Allegheny County, all of the children adopted in the selected counties during 1949, where adoption placement was made by a child-caring agency or institution, were white children. In Allegheny County, the percentage of children of all other races in the adoption group was 4.5 per cent.

It should be noted that three child-caring agencies in Philadelphia which care for children of other races than white placed no children whose adoption was consummated in the Municipal Court of Philadelphia during this year.

C. *Legitimacy of Children Adopted in 1949 Where Adoption Placement Was Made by Child-Caring Agency or Institution*

The percentage distributions of legitimate and illegitimate children adopted in the selected counties during 1949, where adoption placement was made by child-caring agencies or institutions, are shown in Table XXX, page 105.

Table XXIX
Percentage Distributions, by Sex and Race, of Children Adopted in Selected Counties During 1949, Where Adoption Placement Was Made by Child-Caring Agencies or Institutions

	<i>Counties</i>						
	<i>Allegheny*</i>	<i>Carbon</i>	<i>Fulton</i>	<i>Indiana</i>	<i>Lebanon</i>	<i>Philadelphia*</i>	<i>York</i>
<i>Race</i>							
White Race	95.5%	100.0%	100.0%	100.0%	100.0%	100.0%	100.0%
All Other Races	4.5	....	....	....	....	....	....
<i>Sex</i>							
Male	51.9	....	50.0	50.0	66.6	67.9	80.0
Female	48.1	100.0	50.0	50.0	33.4	32.1	20.0
<i>Sex and Race</i>							
Male—White Race	48.9	....	50.0	50.0	66.6	67.9	80.0
Male—All Other Races	3.0	....	....	....	....	....	....
Female—White Race	46.6	100.0	50.0	50.0	33.4	32.1	20.0
Female—All Other Races	1.5	....	....	....	....	....	....

SOURCE: Joint State Government Commission Survey.

* The facts shown for Philadelphia and Allegheny Counties may not be representative since the Catholic Children's Bureau of Philadelphia and the Florence Crittenton Home in Pittsburgh declined to furnish pertinent facts regarding children under their care.

Table XXX**Percentage Distributions of Legitimate and Illegitimate Children Adopted in Selected Counties During 1949, Where Adoption Placement Was Made by Child-Caring Agencies or Institutions**

<i>County</i>	<i>% Legitimate</i>	<i>% Illegitimate</i>
(1)	(2)	(3)
Allegheny *	16.5%	83.5%
Carbon	50.0	50.0
Fulton	....	100.0
Indiana	33.4	66.6
Lebanon	55.6	44.4
Philadelphia *	25.0	75.0
York	....	100.0

SOURCE: Joint State Government Commission Survey.

* The facts shown for Philadelphia and Allegheny Counties may not be representative since the Catholic Children's Bureau of Philadelphia and the Florence Crittenton Home in Pittsburgh declined to furnish pertinent facts regarding children under their care.

Examination of Table XXX shows that from 44.4 per cent to 100 per cent of the children adopted in the selected counties during 1949, where adoption placement was made by child-caring agencies and institutions, were illegitimate. In six of the seven counties, half or more than half were illegitimate. Reference to Table X, page 64, indicates that these percentages far exceed the percentages of illegitimate children in the number of children under care in the counties. Several factors may account for this difference: Illegitimate children may be more readily determined to be adoptable or, inasmuch as the study was concerned with those children supported in whole or in part from public funds, many of the adopted children placed by agencies may have been supported from other than public funds prior to adoption.

D. Sources Originally Referring Adopted Children for Agency Care

Table XXXI, page 107, shows the percentage distributions, by type of original referral, of children adopted in 1949 in the selected counties. Again, these distributions pertain only to those children who were placed in adoptive homes by child-caring agencies and institutions.

It will be noted, from inspection of Table XXXI, that in five of the seven counties, more than half of the children adopted in 1949 who were placed for adoption by child-caring agencies and institutions were originally placed under agency care by their parents. The exceptions are Fulton and Lebanon counties.

E. Time Spans Between Original Placement and Consummation of Adoption

The length of time spent "under care" and the time element of adoption processes have been the subject of widespread discussion.³⁴ Table XXXII, page 108, shows the average length of time involved in determination of adoptability, placement for adoption, filing of adoption petition and final consummation of adoption in the selected counties for children adopted from child-caring agencies and institutions during 1949.

Inspection of the table shows that the average time span between the date children were received into care and the date adoption was consummated ranged from one year, ten months in Lebanon County to seven years, eight months in Fulton County. The highest average time spans are shown for the intervals between the date children were received into care and the date they were determined to be adoptable and between the date of placement for adoption and the date

³⁴ See: John Fremont Cox, *Analysis of the Functioning of the Adoption Process in Allegheny County*, (University of Pittsburgh [1949]).

Table XXXI

**Percentage Distributions of Children Adopted in Selected Counties During 1949, Where
Adoption Placement Was Made by Child-Caring Agencies or Institutions, by
Sources Referring Children for Care**

	<i>Counties</i>						
	<i>Allegheny*</i>	<i>Carbon</i>	<i>Fulton</i>	<i>Indiana</i>	<i>Lebanon</i>	<i>Philadelphia*</i>	<i>York</i>
<i>Source from Which Children Came into Care</i>							
<i>Private</i>							
Parent	61.6%	100.0%	....	100.0%	44.4%	71.4%	80.0%
Relative .....	....	....	....	....	....	....	....
Individual Other Than Parent or Relative	3.8	....	....	....	....	....	....
Social Agency	21.8	....	....	....	....	....	....
<i>Public</i>							
County Board of Assistance .....	....	....	....	....	....	....	....
County Institution District .....	....	....	....	....	....	....	....
Health Authority or Hospital	5.3	....	....	....	....	....	....
Juvenile Court	6.8	....	....	....	55.6	28.6	....
Police .....	....	....	....	....	....	....	20.0
School District	0.7	....	....	....	....	....	....
<i>Other</i> .....	....	....	100.0%	....	....	....	....

SOURCE: Joint State Government Commission Survey.

* The facts shown for Philadelphia and Allegheny Counties may not be representative since the Catholic Children's Bureau of Philadelphia and the Florence Crittenton Home in Pittsburgh declined to furnish pertinent facts regarding children under their care.

Table XXXII

Average Length of Time Involved in Determination of Adoptability, Placement for Adoption, Filing of Adoption Petition and Final Consummation of Adoption for Children Adopted in Selected Counties During 1949, Where Adoption Placement Was Made by Child-Caring Agencies or Institutions

Average Length of Time:	Counties													
	Allegheny*		Carbon		Fulton		Indiana		Lebanon		Philadelphia*		York	
	Yrs.	Mths.	Yrs.	Mths.	Yrs.	Mths.	Yrs.	Mths.	Yrs.	Mths.	Yrs.	Mths.	Yrs.	Mths.
Between—Date Children Were Received into Agency's Care and Date Children Were Determined to Be Adoptable	1	7	2	7	5	2	0	3	0	6	1	8	0	9
Between—Date Children Were Determined to Be Adoptable and Date of First Adoption Placement	0	2	0	0	0	0	0	2	0	0	0	2	0	0
Between—Date of First Adoption Placement and Date of Filing Adoption Petition	0	8	2	7	2	6	1	5	1	2	0	10	1	4
Between—Date of Filing Adoption Petition and Date Adoption Was Consummated	0	4	0	1	0	0	0	2	0	2	0	3	0	1
Between—Date Children Were Received into Agency's Care and Date Adoption Was Consummated	2	9	5	3	7	8	2	0	1	10	2	11	2	2

SOURCE: Joint State Government Commission Survey.

* The facts shown for Philadelphia may not be representative since the Catholic Children's Bureau of Philadelphia and the Florence Crittenton Home in Pittsburgh declined to furnish pertinent facts regarding children under their care.

of filing of the adoption petition. It will be noted that, on the average, little time elapsed between the date children were determined to be adoptable and the date of adoption placement, and between the date of filing of the adoption petition and consummation of the adoption.

F. Number of Adoptions in Selected Counties During 1949

Table XXXIII, below, shows for 1949, the number of children under care outside their own homes supported from

Table XXXIII

Number of Children Under Care Outside Their Own Homes and Number of Adoptions in Seven Selected Counties in 1949

<i>County</i>	<i>No. of Children Under Care Outside Own Homes Being Supported from Public Funds</i>	<i>Total Number of Adoptions</i>	<i>No. of Adoptions Where Children Were Placed by Agencies</i>	<i>No. of Agency-Placed Adoptions as % of Total</i>
(1)	(2)	(3)	(4)	(5)
Allegheny	1,404	533	133 ^a	25.0%
Carbon	74	14	2	14.3
Fulton	6	4	2	50.0
Indiana	101	19	6	31.6
Lebanon	108	41	9	22.0
Philadelphia	7,068	584	28 ^b	4.8
York	217	71	5	7.0

SOURCE: County Commissioners; Bureau of Vital Statistics, Department of Health, Commonwealth of Pennsylvania; and child-caring agencies and orphans' courts.

^a Does not include children placed by Florence Crittenton Home of Pittsburgh.

^b Does not include children placed by Catholic Children's Bureau of Philadelphia.

public funds, total number of adoptions, number of agency-placed adoptions and the number of agency-placed adoptions as a fraction of the total number of adoptions, for the selected counties.

Examination of the table shows that, in all counties, the number of children adopted was considerably smaller than the number of children under care and that the number of adoptions in which placement for adoption was made by child-caring agencies and institutions was but a fraction of the total number of adoptions.

Table XXXIII
 Number of Children Under Care Outside Their Own Homes and Number of Adoptions in Selected Counties in 1949

County	Number of Children Under Care Outside Their Own Homes	Number of Adoptions	Number of Agency-Placed Adoptions	Agency-Placed Adoptions as a Fraction of Total Adoptions
Alameda	1,171	147	11	0.07
Albany	2,085	114	10	0.09
Alameda	112	10	2	0.20
Alameda	300	10	1	0.10
Alameda	216	10	1	0.10
Alameda	112	10	1	0.10
Alameda	112	10	1	0.10

APPENDICES

APPENDIX A

PROPOSED PLAN FOR A STATE-WIDE ADOPTION PLACEMENT SERVICE IN PENNSYLVANIA

1. The Commonwealth of Pennsylvania shall provide, by appropriate legislation, for the formulation, administration, and financing of a State-wide Protective Adoption Placement Program.
2. The Plan shall be formulated and administered by the Department of Welfare.
3. The Plan shall include the following specific provisions:
 - a. A State-wide Adoption Placement Service shall be provided.
 - b. All administrators and employees of the Commonwealth, engaged in administering the Plan, shall be fully, covered by a Merit System which shall regulate their employment, promotion, wages or salaries, and dismissal.
 - c. The Department of Welfare shall formulate standards, rules, and regulations for agencies and institutions which desire to engage in any aspect of the placement of children for adoption and shall license, annually, the agencies and institutions which meet these standards. The adoption placement services of licensed agencies and institutions shall be integrated with the State Adoption Placement Service.
 - d. All costs incident to the administration of the State-wide Adoption Placement Program by the Department of Welfare shall be borne by the Commonwealth, excepting those costs incident to the maintenance of children in foster homes or institutions prior to and while in the course of adoptive placement by the Department of Welfare, which costs shall be borne by the County Institution District of the child's settlement, and excepting those costs of child placement for adoption by licensed agencies and

institutions, including maintenance prior to placement for adoption, which costs shall be borne by the agency or institution under whose jurisdiction the child has come for the purpose of being placed for adoption.

4. All persons will be prohibited from taking a child for the purpose of adoption from any individual, including the child's own parents, or any unlicensed agency or institution, excepting as otherwise provided.
5. All persons, including a child's own parents and unlicensed agencies or institutions, shall be prohibited from placing or participating in the placement of any child, with any person for the purpose of adoption by the taker, excepting as otherwise provided.
6. A person or persons related to an adoptable child by consanguinity or affinity as grandparent, uncle, aunt, brother, or sister may take it for the purpose of adoption if both of its parents are deceased, if both parents or its surviving parent has abandoned it, or if it has been placed by its parents or a parent for that purpose, and the parents or parent of a child may place it with said relative for the purpose of adoption provided that, within one month after placement, application shall be made by the taker to the Department of Welfare for the issuance of a Preliminary Certificate of Approved Placement, which the Department of Welfare shall issue or refuse to issue if, after investigation, it shall determine that the adoption of the child by the applicant would or would not be for the child's best interests.

If the Department of Welfare shall determine that the adoption of the child by the related taker would not be for the child's best interests, it shall remove the child and place it for adoption.

Any relative or parent, aggrieved by the refusal of the Department of Welfare to issue a Preliminary Certificate of Approved Placement, may appeal to the Juvenile Court of the child's settlement and the Court, if it determines that the placement will be for the best interests of the child, shall direct the Department of Welfare to issue a Preliminary Certificate of Approved Placement.

If the Court determines that the placement will not be for the best interests of the child, it shall order the surrender of the child to the Department of Welfare for the purpose of adoption placement.

7. The parents, surviving parent, or non-abandoning parent of a legitimate child, or the mother of an illegitimate child, if it is in their, his, or her custody, being desirous of placing said child for the purpose of adoption with designated persons not related to said child by consanguinity or affinity as grandparent, uncle, aunt, brother, or sister may request the Department of Welfare to approve the proposed placement and issue a Preliminary Certificate of Approved Placement or, if the child is in the custody of the Department of Welfare or a licensed agency or institution for the purpose of being placed for adoption and has not been placed, said parents or parent may request the Department of Welfare or licensed agency or institution having custody of the child to place it with designated persons not related to it in the degrees specified above and issue a Preliminary Certificate of Approved Placement, and the Department of Welfare or licensed agency or institution shall, after investigation of the proposed adoptive placement, reject or approve the request, whichever it deems shall be for the best interests of the child.

Any parent, aggrieved by the refusal of the Department of Welfare or a licensed agency or institution to comply with such request, may appeal to the Juvenile Court of the child's settlement within thirty days after notice of the refusal of its request, and the Court, if it deems that placement with the designated persons for the purpose of adoption will be for the best interests of the child, shall approve the placement of the child by the parents and direct the Department of Welfare to issue a Preliminary Certificate of Approved Placement, or direct the Department of Welfare or licensed agency or institution having custody of the child for the purpose of adoption placement to place it with the designated persons and to issue a Preliminary Certificate of Approved Placement.

8. It is intended, by provisions 6 and 7, that the choice by natural parents of designated persons to be the adoptive parents of their children, in the manner and under the circumstances set forth

therein, shall be given first consideration by the Department of Welfare or any licensed agency or institution requested to approve the placement of a child by its parents, or to place a child with persons designated by its parents, and that no other persons shall be considered as potential adoptive parents unless and until the Department of Welfare or said licensed agency or institution has first deemed the persons, designated by the natural parents, to be inadequate adoptive parents.

9. Any person or persons who, contrary to the prohibitions established by law against the placing or taking of a child for the purpose of adoption and without intent to evade them, have taken a child for the purpose of adoption shall, immediately on learning of the illegality of the child's placement, make application to the Department of Welfare for the issuance of a Preliminary Certificate of Approved Placement. Whereupon the Department of Welfare, if satisfied that the child was taken by the applicants for the purpose of adoption without intent to evade the prohibitions and that the best interests of the child will be served by the adoption of the child by the applicants, shall issue a Preliminary Certificate of Approved Placement, or if it is determined that the child was taken with intent to evade the prohibitions or that the best interests of the child will not be served by adoption by the applicants, the Department of Welfare shall refuse to issue the Preliminary Certificate of Approved Placement, remove the child from the custody of the applicants and place it for adoption.

The applicants may appeal to the Juvenile Court of the child's settlement from the refusal of the Department of Welfare to issue a Preliminary Certificate of Approved Placement, within thirty days after notice of the refusal to the applicants. On appeal, after hearing, the Juvenile Court shall preliminarily determine if the child was taken for the purpose of adoption with intent to evade the prohibitions established by law. If the Court determines this to be so, it shall refuse to direct the issuance of a Preliminary Certificate of Approved Placement and shall order the child to be turned over to the Department of Welfare. If the Court determines to the contrary, it shall then determine if the adoption of the child by the applicants will be for its best interests and, if it so determines, shall direct

the Department of Welfare to issue a Certificate of Approved Placement or, if it does not so determine, order the child to be returned to the Department of Welfare and placed for adoption.

10. Any person, either parent, relative, non-relative, or employee or agent of any agency or institution, who takes, places, or participates in any manner in the taking or placing of a child for the purpose of adoption contrary to the prohibitions established by law against the placing or taking of a child for the purpose of adoption, shall be guilty of a crime and shall be punished by a fine and imprisonment.

11. The Department of Welfare or any licensed agency or institution having custody of an adoptable child shall, prior to placement of the child for that purpose, issue to the taker a Preliminary Certificate of Approved Placement.

12. In every case in which the Department of Welfare or a licensed agency or institution has issued a Preliminary Certificate of Approved Placement, it shall study the quality of the placement during a period of six months following its issuance and, at the end of that period, shall determine if the proposed adoption of the child by the takers will be for the best interests of the child. If it approves of the adoption of the child by the takers, it shall endorse its final approval on the Preliminary Certificate of Approved Placement. If it disapproves, it shall notify the takers, cancel the Preliminary Certificate of Approved Placement, remove the child from the custody of the takers, and place it for adoption.

The person who had taken the child for adoption, or the parent who had placed the child, or at whose request the child had been placed for adoption with the takers by the Department of Welfare or a licensed agency or institution, may appeal to the Juvenile Court of the child's settlement from the refusal of the Department of Welfare or a licensed agency or institution to approve, finally, the proposed adoption and the cancellation of the Preliminary Certificate of Approved Placement, within thirty days after the date of the notice of the cancellation to the takers.

The Juvenile Court shall, after full hearing, make such determination of this appeal as, in its opinion, will be for the best interests of the child. If the appeal is sustained, it shall direct

- the Department of Welfare, or licensed agency or institution to whom the request had been made, to endorse its final approval on the Preliminary Certificate of Approval or, if not sustained, shall order the return of the child to the Department of Welfare or the licensed agency or institution which had placed the child, or to the parent.
13. A stepparent, having had as a member of his or her household, for a period of six months, a stepchild whom he or she wishes to adopt shall, before presenting his or her petition to a Court for the adoption of said stepchild, obtain from the Department of Welfare a Certificate of Approved Placement. Appeal from the refusal of the Department of Welfare to issue a Certificate of Approved Placement, within thirty days after notice of said refusal, shall be to the Juvenile Court of residence of the stepparent. On appeal, after full hearing, the Juvenile Court shall determine if the adoption of the child by the stepparent will be for the best interests of the child. If it approves of the adoption of the child by the stepparent, it shall direct the Department of Welfare to issue a Certificate of Approved Placement. If it disapproves of the adoption of the child by the stepparent, it shall sustain the ruling of the Department of Welfare.
 14. The parents, surviving parent, or non-abandoning parent of a legitimate child, or the mother of an illegitimate child, may petition the Juvenile Court of their, his, or her residence setting forth that they, he, or she desires to enter into an agreement with the Department of Welfare or a licensed agency or institution, a copy of which agreement is attached to the petition, whereby the custody of the child is surrendered to the Department of Welfare or a licensed agency or institution for the purpose of the child's being placed for adoption, and that the Department of Welfare or the licensed agency or institution to which the child is surrendered shall have authority to place the said child for the purpose of adoption and to consent to the adoption of the said child on behalf of and in place of the surrendering parents or parent.

The Court, after full hearing, if satisfied that the transfer of custody for the purpose of adoption placement and the appointment of the Department of Welfare or a licensed agency or

institution as custodian for that purpose is for the best interests of the child, may approve the agreement by appropriate order, certified thereon.

The agreement may be rescinded thereafter, and the parents' or parent's rights to the custody of the child may be reinstated when the rescission is mutually agreed to by the parties to the original agreement and approved by the Court, or by the Court if the parties do not mutually agree, provided however, that the agreement may not be rescinded after the child had been placed for adoption, excepting by mutual agreement of the parents with whom the child has been placed for adoption, the agency or institution which had placed the child and the Juvenile Court, a judge of which had approved the original agreement.

15. The Department of Welfare or any licensed agency or institution having a child in its custody, which it has placed or wishes to place for adoption, may present its petition to the Juvenile Court of its domicile, setting forth that the child has been abandoned by one or both of its parents and that it is for the best interests of the child that the abandonment by the parents or parent be judicially determined, and requesting that the child's adoptable status be legally established.

The Court, after full hearing and by appropriate order, may establish the abandonment of the child and appoint the petitioner to consent to the proposed adoption in the place and instead of the abandoning parents or parent whose abandonment of the child has been judicially determined.

Any parent, whose abandonment of a child has been judicially determined, may petition the Juvenile Court which made the original determination of abandonment, prior to the placement of the child for adoption but not thereafter, to reinstate its rights to custody of the child and to revoke the judicial finding of abandonment. The Court, if it deems the best interests of the child will be thus served, may revoke its previous order.

16. An appeal to the Juvenile Court, provided for under provisions 6, 7, 9, 12, 13, and 15, shall be a supersedeas.
17. Every petition in adoption must contain or have attached to it at the time of its presentation, a Certificate of Approved Placement issued by the Department of Welfare or a licensed agency or institution.

No court shall entertain a petition in adoption or make a decree in adoption unless a Certificate of Approved Placement, which complies fully with the provisions of the law regulating the placement of children for adoption, is attached to the petition in adoption.

This requirement, however, shall not delimit the authority of the court, in its consideration of an adoption petition, to refuse to decree the adoption of a child when the court determines that its adoption, by the petitioners, will not be for the best interests of the child, and to determine the custody of the child when a decree of adoption has been refused.

The authority of Juvenile Courts of the counties of the Commonwealth to place children for adoption as now provided by law shall not be impaired, provided, however, that the provisions hereinbefore set forth regulating the placement of children for adoption by licensed agencies and institutions and the Department of Welfare shall apply to Juvenile Courts, except that when a Juvenile Court shall act in the capacity of an adoption placement agency, appeal shall be to the Superior Court of Pennsylvania, and provided further that a Juvenile Court may refer a child within its jurisdiction to a licensed agency or institution or the Department of Welfare of Pennsylvania for adoption placement.

APPENDIX B

STANDARDS FOR ADOPTORS BY CERTAIN AGENCIES IN PENNSYLVANIA MAKING PLACEMENTS FOR ADOPTION—1950

<i>Agency</i>	<i>Absolute Standard</i>	<i>Working Standard</i>
RESIDENCE		
Catholic Agency	Prospective adoptors must live in Catholic diocese which includes ten counties.	Same as absolute stand-ard.
Jewish Agency	Prospective adoptors must live within 100 mile radius of agency.	Same as absolute stand-ard.
Non-Sectarian Agency	Prospective adoptors must live in county or one of nine surrounding counties.	Same as absolute stand-ard.
Protestant Agency	Prospective adoptors must live in county or adjoining state.	Same as absolute stand-ard.
RELIGION		
Catholic	Both prospective adop-tors must be of Catholic faith in "good stand-ing." A letter so stating from a priest is neces-sary.	Same as absolute stand-ard.

<i>Agency</i>	<i>Absolute Standard</i>	<i>Working Standard</i>
Jewish	Both prospective adoptors must be of Jewish faith. A letter so stating from a rabbi is necessary.	Same as absolute standard.
Non-Sectarian	None.	Do not accept prospective adoptors who are either Jewish or Catholic.
Protestant	Both prospective adoptors must be in "good standing" in the church. A letter so stating from a pastor is necessary.	Same as absolute standard.

ECONOMIC CONDITION

Catholic	None.	Have no minimum income figure below which will not give prospective adoptors consideration. Bank account and insurance are considered.
Jewish	Minimum income of \$3,500 in adoption family if one child being adopted; \$4,000 if two children being adopted.	Accept less than \$3,500 if the situation points to an increase to \$3,500 by the time the child reaches two years of age.
Non-Sectarian	Never accept prospective adoptors whose income is below \$2,400. If the adopting father is earning only \$2,400, he must have prospects for advancement. If the oc-	Little if any deviation is permitted.

Agency

Absolute Standard

Working Standard

cupation of the adopting father is a farmer, a lower figure will be considered.

Protestant

None.

Generally an income of \$40 to \$50 per week is looked for. Other factors as bank account, insurance, and property ownership are also considered.

All agencies require that the adopting father have steady employment and that the adopting mother not work.

MARITAL STATUS

Catholic

None.

None.

Jewish

None.

No minimum number of years for adoptors to be married is required. However, the agency would question adoptors who have been married less than one year unless sterility can be established.

Non-Sectarian

Require prospective adoptors to be married at least three years.

Little deviation.

Protestant

None.

Consider length of marriage if prospective adoptors are very young, i.e. under twenty years of age.

HEALTH

Catholic	A physician's certificate as to the general health of the prospective adoptors is necessary. No specific tests are required.	Same as absolute standard; do not accept blind adoptors and question crippled ones.
Jewish	Prospective adoptors must submit written medical verification of sterility. A full physical examination, Wassermann test, and a physician's statement concerning general health is also necessary.	Same as absolute standard, except blind adoptors are not accepted and crippled adoptors are questioned.
Non-Sectarian	A physician's opinion as to the physical and mental condition of the prospective adoptors is necessary. No special tests are required.	Same as absolute standard. Blind and crippled adoptors are accepted.
Protestant	A physician's certificate of the general good health of the prospective adoptors is necessary. A Wassermann test is also required.	Same. Blind and crippled adoptors are accepted.

AGE

Catholic	None.	Seldom place children with adoptors both of whom are over 40 years of age.
----------	-------	--

<i>Agency</i>	<i>Absolute Standard</i>	<i>Working Standard</i>
Jewish	For infant adoptions: adopting mother: 35 years; adopting father: 42 years.	Adoptors' ages may vary one year. There is a flexible age limit for adoptors adopting children over 2 years of age.
Non-Sectarian	For infant adoptions adopting mother: 38 years; adopting father: 43 years. Both adoptors of children over 2 years should not be over 50 years.	A small age deviation of 2 to 3 years is permitted for children of all ages.
Protestant	None.	Try to keep the age limit of adoptors adopting infants under 40 years.

HOUSING

Catholic	Never accept prospective adoptors whose place of abode is only small apartment, unless shown that they are planning to move. Separate room for child is necessary, if not a baby.	Living with inlaws is satisfactory, but the "relationship is considered."
Jewish	None, except if the prospective adoptors living with relatives are living in a home which they own and the relatives are living with them.	The house or apartment should be large enough to give the child his own room after infancy.

<i>Agency</i>	<i>Absolute Standard</i>	<i>Working Standard</i>
Non-Sectarian	Must have a separate room for the child.	Exception is made only if the prospective adoptors can show they are moving to larger quarters or the prospective adoptee is a mere baby.
Protestant	None.	A separate room for the child is necessary only if the child is not a baby.

FAMILY COMPOSITION

Catholic	None.	None.
Jewish	Do not place more than two children for adoption with any one adopting family.	Accept prospective adoptors if they have a child of their own, but not if they have previously adopted a child from a private source.
Non-Sectarian	Accept prospective adoptors if they have one or two children of their own only if they can show they cannot have others and if children have been adopted, they were received through a social agency.	Same as absolute standard.
Protestant	None.	None.

RACE

Catholic	None.	None.
Jewish	Will only consider prospective adoptors who are Hebrews.	Same as absolute standard.

<i>Agency</i>	<i>Absolute Standard</i>	<i>Working Standard</i>
Non-Sectarian	None.	Try to "match the color" of adoptors and children.
Protestant	None.	None.
OTHER		
Catholic	Require of prospective adoptors letters of reference from parish priest and three non-relatives concerning social and marital adjustment.	Same as absolute standard.
Jewish	Require of prospective adoptors a letter of reference from a rabbi.	Same as absolute standard.
Non-Sectarian	None.	None.
Protestant	Require of prospective adoptors letters of reference from pastor and three non-relatives concerning social and marital adjustments.	Same as absolute standard.

APPENDIX C

PROCEDURES RE SURVEY OF CHILD PLACEMENT AND ADOPTION IN SEVEN SELECTED PENNSYLVANIA COUNTIES

To obtain a representative picture of the placement practices actually in use in Pennsylvania, and of the characteristics of the children being placed, whether for care or for adoption, the Commission conducted a survey of seven Pennsylvania counties. The counties were chosen to represent the various methods of administration in current use for the care of dependent and neglected children as well as the various economic activities within the state. Allegheny and Philadelphia were selected to represent metropolitan Pennsylvania, Fulton and Lebanon—rural Pennsylvania, York—a combination of urban and rural, Carbon—an anthracite producing county, and Indiana—a bituminous producing county.

The relatively small number of children under care in Carbon and Fulton counties permitted the use of information for all of the children in those counties. In the other counties, the pertinent factors relating to children under care were ascertained and analyzed on the basis of a random sample.

As regards adoption, the sample method was not used but the information concerning all children in the selected counties was considered.

Tables VII through XXIV and Tables XXVI through XXXII present data on child placement and adoption obtained from the Joint State Government Commission Survey in the selected counties.

APPENDIX D

REPRODUCTION OF SCHEDULES USED FOR SURVEYS ON CHILD PLACE- MENT AND ADOPTION

JOINT STATE GOVERNMENT COMMISSION
GENERAL ASSEMBLY OF COMMONWEALTH OF
PENNSYLVANIA

PLACEMENT SURVEY OF NORMAL CHILDREN SUPPORTED IN WHOLE OR IN PART FROM PUBLIC FUNDS AS OF DECEMBER 31, 1949

1. Record No. of Child's Case
or Agency's Designation of
Child's Case 1.
*Record Number and/or Agency's
Designation of Case*
2. Social Agency 2.
Name
3. County Paying for Support
of Child on December 31,
1949 3.
County
 - (a) County in which
Agency Caring for
Child is Located (a)
County
 - (b) County and/or State in
which Child is Receiv-
ing Care (b)
County and/or State

4. Date of Birth of Child 4.
Date
 (a) Legitimate
 (b) Illegitimate
5. Sex and Race of Child 5. (a) Male—White
 (b) Male—Non-White
 (c) Female—White ..
 (d) Female—Non-White
6. Original Date Child Referred to Agency for Care . 6.
Date
7. Source from which Child was Referred to Agency for Care 7. (a) Parent(s)
 (b) Relative(s)
 (c) Individual other than (a) or (b) above
 (d) Juvenile Court ...
 (e) Police
 (f) County Board of Assistance
 (g) County Institution District
 (h) Hospital or Health Authority
 (i) School District ...
 (j) Private Social Agency
 (k) Other

Specify
8. Date Child was Received into Care 8.
Date

9. Legal Source from which
Child was Received into
Care

9. (a) Parent(s) and/or
Guardian
(b) Court
(c) Other
.....
Specify

10. Agency's Reason for Accept-
ing the Child for Care

10. (a) Breaking up of
Child's Home
(b) Illness of Child's
parent(s) and/or
Relatives
(c) Death of Child's
Parent(s) and/or
Relatives
(d) Unmarried Parent
Desiring to Give
up Child
(e) Foundling
(f) Inability of Pa-
rent(s) and/or Rel-
atives to Provide
Adequate Care ...
(g) Court Commitment
by Reason of De-
pendency and/or
Neglect
(h) Received for Care
from County Insti-
tution District ...
(i) Other
.....
Specify

11. Type of Care Received by Child by Period(s) i. e., from date Child was Received into care until December 31, 1949

-
-
-

11. (a) Living with Parent(s) and/or Relatives

From *To*

From *To*

(b) Paid Boarding Home

From *To*

From *To*

(c) Free Home

From *To*

From *To*

(d) Wage Home

From *To*

From *To*

(e) Institution

From *To*

From *To*

(f) Hospital and/or Pre-ventorium

From *To*

From *To*

(g) Home for Adoption

From *To*

From *To*

12. Total Cost of Child's Maintenance During Calendar Year, 1949,
By Source of Funds By Month.

<i>Source of Funds</i>	<i>January</i>	<i>February</i>	<i>March</i>	<i>April</i>	<i>May</i>	<i>June</i>	<i>July</i>	<i>August</i>	<i>September</i>	<i>October</i>	<i>November</i>	<i>December</i>	<i>Total</i>
No Cost													
Parent(s) and/or Relative(s)													
Private Agency													
Local Public													
State Public Assistance ¹													
Federal													
Total													

¹ i. e., Paid to County Institution District.

13. Marital Status of Child's Parent(s) as of December 31, 1949—
Check (x).

<i>Father</i>		<i>Mother</i>
.....	(a) Unmarried	.....
.....	(b) Married	.....
.....	(c) Remarried	.....
.....	(d) Separated	.....
.....	(e) Divorced	.....
.....	(f) Widower and/or Widow	.....
.....	(g) Unknown	.....

14. Condition of Child's Parent(s) as of December 31, 1949—
Check (x).

<i>Father</i>		<i>Mother</i>
.....	(a) Deceased	.....
.....	(b) Whereabouts Unknown	.....
.....	(c) Whereabouts Known	.....
.....	(1) In State	.....
.....	(2) Outside State	.....
.....	(d) Physically Incapacitated	.....
.....	(1) Institution- alized—in State	.....
.....	(2) Institution- alized—out- side State	.....
.....	(3) Non-institu- tionalized	.....
.....	(e) Mentally Inca- pacitated	.....
.....	(1) Institution- alized—in State	.....
.....	(2) Institution- alized—out- side State	.....
.....	(3) Non-institu- tionalized	.....
.....	(f) Incarcerated	.....
.....	(1) In State	.....
.....	(2) Outside State	.....

If d(3) or e(3) are checked, c(1) or c(2) is to be answered in addition.

15. Financial Status of Child's Parent(s) By Degree of Responsibility for Regular Support of Child As of December 31, 1949. Answer if Item 14(c) (1) or 14(c) (2) is checked.

<i>Father</i>		<i>Mother</i>
.....	(a) Employed—Partially Supporting Child Voluntarily	.....
.....	(b) Employed—Partially Supporting Child By Court Order	.....
.....	(c) Employed—Not Supporting Child	.....
.....	(d) Possessing Resources Other Than Earned Income—Partially Supporting Child Voluntarily	.....
.....	(e) Possessing Resources Other Than Earned Income—Partially Supporting Child By Court Order	.....
.....	(f) Possessing Resources Other Than Earned Income—Not Supporting Child	.....
.....	(g) Unemployed and/or Without Known financial resources	.....
.....	(h) Receiving State Public Assistance	.....
.....	(i) Unknown	.....

16. Degree of Interest Shown By Parents Toward Child—Check (x)

<i>Father</i>		<i>Mother</i>
.....	(a) No visits to Child During Last Quarter of Calendar Year 1949	.....
.....	(b) 1 to 3 Visits to Child During Last Quarter of Calendar Year 1949	.....
.....	(c) 3 or more visits to Child During Last Quarter of Calendar Year 1949	.....

17. Number of Contacts Between Agency and Parent(s) During Calendar Year 1949—Check (x)

<i>Father</i>		<i>Mother</i>
.....	(a) No contacts During Calendar Year	.....
.....	(b) 1 to 6 contacts During Calendar Year	.....
.....	(c) 6 or more Contacts During Calendar Year	.....

18. Average Agency Case Load Per Social Worker During Calendar Year 1949 18.

Number

19. Determination of Agency as to Child's Adoptability as of December 31, 1949

- 19. (a) Considered to be Adoptable
- (b) Considered to be Unadoptable at this time
- (c) Considered not to be in best interests of Child to be Adopted
- (d) No Determination Made

20. If 19 (a) is answered, check one of the following items if the child is not in an Adoption Home as of December 31, 1949

- 20. (a) Suitable Adoption Home Not Available
- (b) Child temporarily ill
- (c) Further Preparation Necessary Before Child Can Be Placed in an Adoption Home
- (d) Other

.....
Specify

21. If 19 (b) is answered, check one of the following as to the Non-Adoptability of the Child:

(a) Legal Factors

(1) Consent of Parent(s) and/or Guardian Not Obtainable

(2) Abandonment Cannot Be Established

(b) Social Factors

(1) Child Considered Unadoptable Due to Age

(2) Child Considered Unadoptable Due to Physical and/or Mental Capacity

(3) Child Considered Unadoptable Due to Behavior Pattern

(4) Racial or Ethnic Background a Deterrent

(5) Mixed Religious Background a Deterrent

(6) Other

Specify

22. If 19(c) is answered, check one of the following reasons for this decision

(a) Agency working on plan to return child to own Parent(s) and/or Relatives

(b) Parent(s) and/or Relative(s) working on a plan to be in a position to provide for the child independent of public funds

(c) Other

Specify

23. Pertinent Comments on Case

JOINT STATE GOVERNMENT COMMISSION
GENERAL ASSEMBLY OF COMMONWEALTH OF
PENNSYLVANIA

ADOPTION SURVEY—1949

1. Record No. of Child's Case
or Numerical Designation of
Child's Case 1.
Number
2. Social Agency 2.
Name
3. County 3.
County
4. Date of Survey 4.
Date
5. Date of Birth of Child 5.
Date
6. Sex and Race 6. Male—White
Male—Non-White
Female—White
Female—Non-White ..
7. Status of Child's Birth 7. Legitimate
Illegitimate
8. Date Child Received into
Care 8.
Date
9. Source from Which Child
Came to Agency's Care 9.
Source

10. Total Cost of Child's Maintenance from Time Child Was Received Into Agency's Care to Placement for Adoption by Source of Funds . .

10. (a)
No Cost—Free Home
- (b) \$
Parents or Relatives
- (c) \$
Private Agency Funds
- (d) \$
Local Public Funds
- (e) \$
State Funds
- (f) \$
Federal Funds
- (g) \$
Total Amount

11. Period Child Was Under Care Prior to Placement for Adoption

- (a) With Relatives Other Than Natural Parents .
- (b) In Paid Boarding Home or Homes
- (c) In Free Home or Homes
- (d) In Institution or Institutions

11. To
 From
- To
 From
- To
 From
- To
 From

12. No. of Paid Boarding Homes (Excluding Adoption Home) in Which Child was Placed Prior to Placement for Adoption

12.
Number

13. Reason for Removal or Removals in No. 12

13. Check Block—Identify By No. of Removal

(a) Unforeseen Circumstances Arising in Foster Home

(b) Physical and/or Mental Health

(c) Behavior of Child

(d) Agency Felt Foster Parents Were Becoming too Attached to Child Temporarily Placed

(e) Removal to Adoption Home

(f) Other

Specify

14. Number of Free Homes (Excluding Adoption Home) in Which Child Was Placed Prior to Placement for Adoption

14.
Number

15. Reason for Removal or Removals in No. 14

- (a) Unsuitable Home
- (b) Family Unwilling to Continue to Care for Child
- (c) Physical and/or Mental Health of Child
- (d) Behavior of Child ...
- (e) Behavior of Foster Parents Toward Child ..
- (f) Agency Felt Foster Parents Were Becoming Too Attached
- (g) Removal to Adoption Home
- (h) Other

Specify

16. No. of Institutions (Excluding Adoption Home) in Which Child Was Placed Prior to Placement for Adoption

17. Reason for Removal or Removals in No. 16

- (a) Behavior of Child ...
- (b) Physical and/or Mental Health of Child
- (c) Institution No Longer Meeting Child's Needs
- (d) Removal to Adoption Home
- (e) Other

Specify

15. Check Block—Identify By No. of Removal

-
-
-
-
-
-
-
-

16.

Number

17. Check Block—Identify By No. of Removal

-
-
-
-
-

18. Date Child Was Determined to Have Met the Conditions of Abandonment and/or Consent as Set Forth in Pennsylvania Adoption Act 18.
Date

19. If the Period Between the Date the Agency Received the Child Into Care and the Date the Child Was Determined to Have Met the Conditions of the Pennsylvania Adoption Act Exceeds Six (6) Months, Check Appropriate Reason 19.

- (a) Abandonment Not Established
- (b) Consent of Parent and/or Parents Withheld ..
- (c) Determination of Mental Capacity of Parent and/or Parents in Lieu of Consent
- (d) Other

Specify

20. Date Child Was Determined to Have Met Agency's Adoption Standards 20.
Date

21. If the Period Between the Date the Agency Received the Child into Care and the Date the Child Was Determined to Have Met the Agency's Adoption Standards Exceeds Six (6) Months, Check Appropriate Reason

- (a) Physical and/or Mental Health of Child
- (b) Additional Psychological Tests Necessary . .
- (c) Behavior of Child . . .
- (d) Other

Specify

22. Final Date of Determination of Child's Complete Adoptability, i. e., The Date the Child was Considered to Have Met Both the Conditions or Abandonment and/or Consent as Set Forth in the Pennsylvania Adoption Act and Has Met the Agency's Adoption Standards

21.

22.

Date

23. Date or Dates Child Was Placed for Adoption

23.

1st Placement Date

2nd Placement Date

3rd Placement Date

24. If the Period Between the Date of Final Determination of Complete Adoptability (No. 22) and Date of First Adoption Placement Exceeds Six (6) Months Check 24.
- (a) Suitable Adoption Home Not Immediately Available
 - (b) Change in Physical and/or Mental Health of the Child
 - (c) Other
- Specify*

25. Reason First Adoption Was Not Consumated by 25. Check One
- (a) Prospective Adoptor or Adoptors
 - (1) Decided Not to Proceed with Adoption
 - (2) Unforeseen Circumstances Arising Which Prevented Adoption .
 - (3) Behavior of Child Unsatisfactory ..
 - (4) Change in Physical and/or Mental Health of Child ..
 - (5) Other
- Specify*

(b) Agency

- (1) Prospective Adoptors Found to be Poor Moral Risk .
- (2) Prospective Adoptors Found to be Poor Economic Risk
- (3) Behavior of Parents Toward Child Unsatisfactory ...
- (4) Change in Physical and/or Mental Health of Child Necessitating Removal
- (5) Child Found to be Making Poor Adjustment
- (6) Other

Specify

(c) Third Party

- (1) Interference of Child's Natural Parent or Parents with Prospective Adoptor or Adoptors
- (2) Court Order
- (3) Other

Specify

26. Date of Filing Adoption Petition 26. *Date*

27. Date Adoption Consumated During 1949 27. 1949... *Date*

Date Means Month and Year Only.