

[Communicated to the Council
and the Members of the League.]

Official No.: C. 260. M. 155. 1938. IV.
Volume I

Geneva, October 21st, 1938.

LEAGUE OF NATIONS

ADVISORY COMMITTEE ON SOCIAL QUESTIONS

THE PLACING OF CHILDREN IN FAMILIES

VOLUME I

Fundamental Concepts, Historical
Development, Characteristic Features
in Differing Systems, Principles and
Procedures in the Organisation of
Services

Series of League of Nations Publications

IV. SOCIAL
1938. IV. 14¹.

THE PLACING OF CHILDREN IN FAMILIES

CONTENTS

Volume I

FUNDAMENTAL CONCEPTS, HISTORICAL DEVELOPMENT, CHARACTERISTIC FEATURES IN DIFFERING SYSTEMS, PRINCIPLES AND PROCEDURES IN THE ORGANISATION OF SERVICES

	Page
PREFACE	1
GLOSSARY OF TERMS USED	3
<i>Chapter I.</i> —GENERAL INTRODUCTION. FUNDAMENTAL PRINCIPLES OF CHILD WELFARE	5
<i>Chapter II.</i> —PRINCIPLES UNDERLYING THE PLACING OF CHILDREN IN CARE OUTSIDE THEIR OWN HOMES	13
<i>Chapter III.</i> —PLACING OF CHILDREN IN FAMILIES IN DIFFERENT COUNTRIES :	
<i>Section A.</i>	
Historical Development	27
Auspices, Legal Authority and Regulations	30
Character of Personnel employed	34
Present Extent of Various Types of Child-placing in Relation to Other Forms of Child Care	35
Collaboration in Placing between Public Authorities and Volun- tary Effort	39
Relationship to Protection Provisions for Certain Types of Children in Need of Care	41
Relationship to Health, Educational and Vocational Facilities.	43
Types of Home and Methods of Investigation	46
Apparent Success and Probable Lines of Future Development...	48

	Page
5. Child-placing in the Treatment of Delinquency : Principles involved and Certain Typical Examples	115
6. The Placing of Young Children in Families as Complementary to Institutional Care : Principles of Organisation and Typical Examples	124
 <i>Chapter V.—CONSIDERATIONS RELATING TO THE ORGANISATION OF SERVICES FOR THE PLACING OF CHILDREN IN FAMILIES :</i>	
1. Administrative Procedures	130
(a) The Placing of Children by a Social Agency	130
(b) The Placing of Children by Persons Independent of a Social Agency	134
2. Relationship of Child-placing to the Administration of Other Social Services	139
(a) to the Administration of Services relating to the Giving of Relief	139
(b) to the Administration of Measures designed to Protect Children	139
(c) to the Administration of Services relating to the Care of Juvenile Delinquents	140
(d) to the Administration of Services for Illegitimate Children	141
(e) to the Administration of Services relating to Vocational Training	142
3. Examples of Different Systems	143
(a) The North-American Type	143
(b) The Scandinavian Type	144
(c) The Canadian Type	144
 <i>Chapter VI.—SOME GENERAL CONCLUSIONS TO BE DERIVED FROM THE STUDY ON PLACING OF CHILDREN IN FAMILIES :</i>	
1. Principles and Objectives	146
2. Standards in Administration and Service	147
SOURCES	152

Volume II

VARIOUS SYSTEMS OF PLACING OF CHILDREN
IN FAMILIES

	Page
PREFACE	1
GLOSSARY OF TERMS USED	4
 <i>Chapter I.—INTRODUCTION :</i>	
Historical Development	6
Auspices, Legal Authorities and Regulations	8
Character of Personnel employed	8
Present Extent of Various Types of Child-placing in relation to Other Forms of Child Care.....	9
Apparent Success and Probable Lines of Future Development.	10
 <i>Chapter II.—DESCRIPTIVE SUMMARIES OF SERVICES IN DIFFERENT STATES :</i>	
<i>Section A.—Europe.</i>	
Baltic States :	
Estonia	12
Form of Contract with Foster-family.....	13
Latvia	15
Lithuania	17
1. Placing in Foster-homes of Children discharged from Institutions of the Ministry of Justice	17
2. Placing of Children in Foster-homes by Agencies of the Ministry of the Interior	17
3. Form of Contract	18
 Scandinavian Countries :	
Denmark :	
1. History of Legislation on Child-placing	19
2. Auspices and Legal Authority	20
3. Placing of Normal Children in Foster-homes by their Own Parents :	
(a) Types of Homes and Methods of Selection	21
(b) Supervision of Normal Children placed out by their Own Parents	22
(i) Requirements of Permit for taking a Child.	23

	Page
(ii) Qualifications of Inspectors visiting the Children	23
(iii) Functions and Duties of Inspectors	24
(iv) Additional Supervisory Measures by the Child Welfare Councils, Chief Inspector of Child Welfare and Minister of Social Welfare	25
4. Placing of Special Categories of Children by the Child Welfare Councils and Supervision of Such Children	26
5. Application of Rules on Supervision over Foster-children to Illegitimate Children and Children in Families receiving Public Assistance	27
6. Statistics	28
 Finland :	
1. History of Child-placing	28
2. Legal Authority	29
3. Legislation on the Placing of Children in Foster-homes by their Parents or Guardians	20
4. Legislation on the Placing of Children taken over by the Public Welfare Boards	31
5. Character of Personnel employed	33
6. Types of Foster-families	33
7. Co-operation with Educational and Other Agencies	34
8. Agency for Foster-homes	34
9. Annex	35
 Norway :	
1. Historical Development of the Placing of Children	38
2. Placing of Children in Foster-homes by Private Persons :	
(a) Law of 1905 on the Placing of Children in Foster-homes	39
(i) Permission to take a Foster-child	39
(ii) Supervision of Children in Foster-homes	40
(b) Clauses of the Child Welfare Law of 1915 dealing with the Placing of Children	41
3. Placing of Neglected, Wayward and Delinquent Children under the Laws of 1896 and 1930	42
4. Placing by the Public Relief Authorities as prescribed by the Law of 1900 on Public Relief	44
5. Duties of Foster-parents with regard to Child's School Attendance and Work	44

	Page
6. Types of Foster-families	44
7. Character of Personnel employed : Training for Child Welfare Work	45
8. Remarks on the Functioning of the System of Placing of Children : Plans for Improvement.....	45
9. Children under 18 removed from their Homes by the Local Child Welfare Councils and placed in Foster-homes or Institutions	46
 Sweden :	
1. History of the Regulation of the Placing of Children in Foster-families.....	47
2. Legal Authority in Charge of the Placing of Children ...	47
3. Legislative Provisions on the Placing of Normal Children in Paid Foster-homes by their Own Parents or Other Private Persons.....	48
4. Placing of Children in Foster-homes by Child Welfare Councils :	
(a) Neglected, Destitute and Sick Children	53
(b) Delinquent Children and Children in Moral Danger	54
(c) Supervision by the Councils of the Children mentioned under (a) and (b) and placed in Foster-families	54
5. Character of Personnel employed.....	55
6. Relationship to Public Assistance	55
7. Relationship to Protection of Illegitimate Children.....	55
8. Relationship to Services caring for Delinquents.....	56
9. Types of Homes and Method of Selection of Homes : Investigation and Supervision.....	56
10. Co-operation between Child Welfare Councils and Other Agencies	57
11. Number of Children placed in Foster-homes and Institutions	58
 Belgium :	
1. Introduction	59
2. Supervision of Children placed in Foster-homes by their Own Parents :	
(a) Legislative Provisions	59
(b) Measures taken by the National Organisation for Child Welfare	60

	Page
3. Placing of Dependent Children by the Public Relief Committees :	
(a) Legislative Provisions on Dependent Children.....	61
(b) Placing of Children and Supervision in Brussels.....	62
4. Placing of War Orphans and Orphans of Victims of Industrial Accidents	63
(a) Selection of Foster-homes	63
(b) Duties of Foster-parents : Duration of Foster-care.....	64
(c) Visitors : their Selection and their Duties	64
5. Placing of Children in Foster-homes by the Juvenile Court (Neglected and Delinquent Children).....	65
6. Private and Semi-official Child-placing Agencies	67
7. Royal Welfare Committee	68
8. Nature of Visiting Personnel.....	69
 United Kingdom :	
1. Historical	70
2. The Extent of Boarding-out.....	72
3. The Law relating to Boarding-out	74
(a) Boarding-out by Public Assistance Authorities.....	74
(b) Boarding-out in Juvenile Court Cases.....	76
4. The System of Administration	77
(a) Central Authority	77
(b) Local Authority	78
5. The Choice and the Supervision of Foster-homes.....	79
(a) Supervision of Boarded-out Children.....	82
(b) Juvenile Court Cases	83
(c) General	85
6. Results of Boarding-out.....	86
 Czechoslovakia :	
1. History of Child-placing	87
2. Placing of Children in Foster-homes under the Law of 1921 and Regulations of 1980.....	87
(a) Scope of the Law	87
(b) Official Permits : Conditions of Issue	88
(c) Types of Foster-families	89
(d) Duties of Foster-parents	90
(e) Supervisory Authorities.....	90

	Page
(f) Inspectors of Foster-homes : their Selection and Appointment.....	92
(g) Duties of Inspectors	92
(h) Methods of dealing with Irregularities.....	93
(i) Periodic Meetings of Inspectors	94
(j) Medical Supervision of Foster-children	94
(k) Records to be kept by the Supervisory Authorities...	95
(l) Co-operation with Other Authorities.....	96
(m) Penalties for Infringements of the Law	96
3. Placing in Families under the 1931 Law on Juvenile Courts...	97
4. Training of Staff	98
 France :	
1. History of Regulation of Child-placing.....	99
2. Child-placing by the Public Authorities :	
I. Placing of Dependent and Deserted Children and Orphans.....	100
(a) General Rules on the Placing of Children under 14	101
(b) Choice of Foster-family.....	101
(c) Duties of Foster-parents	102
(d) Payments to Foster-parents.....	102
(e) Legal Authority and Supervision.....	103
(i) Local Supervision	103
(ii) Organisation of Inspection System and Functions of Departmental Inspector....	103
(iii) Supervision by Departmental and National Authorities.....	105
(f) Care of Foster-children above School Age.....	105
II. Placing of Ill-treated and Morally Neglected Children.	106
III. Placing of Wayward and Delinquent-Children.....	108
3. Work of the Service Social de l'Enfance.....	108
4. Training of Visiting Personnel	109
 Germany :	
1. History of Legislation on the Placing of Children in Foster-homes	110
2. Regulation of Foster-home Placement under the National Child Welfare Law of 1922 :	
(a) Extent of Regulation	112
(b) Conditions for issuing Permits.....	113
(c) Supervision Regulations	114

	Page
(d) Penalties for Violations of the Law.....	116
(e) Participation of Private Agencies in the Work of the Official Child Welfare Bureaux	117
(f) Payments for the Care of Foster-children.....	117
(g) Nature of Foster-families.....	118
(h) Supervisory Authorities	118
3. Difficulties in the Administration of the Law :	
(a) Frequent Failure to report Placing.....	118
(b) Defects of Foster-homes : Difficulties of Inspection...	119
(c) Ministerial Circular criticising the Administration of the Law	120
(d) Suggestions for Improvement	120
4. Training of Visiting Personnel and of Foster-mothers.....	121
5. Changes in the Administration of Child Welfare Legislation since 1933.....	123
 Hungary :	
1. Introduction	124
2. Procedure for placing Dependent Children in Foster-homes...	124
3. Type of Foster-family	125
4. Duties of Foster-parents	125
5. System of Child-placing : Payment for the Care of Foster- children	126
6. Supervision of Children in Foster-homes.....	126
7. Placing of Children brought before the Juvenile Court.....	127
8. Care of Young Persons leaving Foster-families.....	127
 Italy :	
1. Introduction	128
2. Placing of Children in Foster-homes by the Agencies of the National Bureau of Maternal and Child Welfare :	
(a) Categories of Children placed.....	128
(b) Selection of Foster-homes and Procedure of Placing...	129
(c) Duties of Foster-parents : Payments for the Care of Children	129
(d) Supervision of Children placed by the Local Welfare Committee	129
(e) Special Rules for the Supervision of Children removed from Families in which there is Tuberculosis.....	180
(f) Special Rules for the Placing and Supervision of Neglected, Wayward and Delinquent Children.....	181
3. Supervision of Children under 14 Years placed in Foster-homes by their Own Families	181

	Page
Netherlands	132
<i>Annex</i> : Netherlands Indies	134
Poland	135
Switzerland :	
1. Nature of Regulation of the Placing of Children in Switzerland	139
2. Legislation for the Protection of Foster-children :	
(a) Federal Legislation	139
(b) Cantonal and Municipal Regulations and Practices.....	140
3. Categories of Children placed in Foster-homes :	
(a) Children placed by their Own Parents	146
(b) Morally Neglected Children placed by the Authorities.	147
(c) Children of Parents deprived of Parental Authority and Illegitimate Children	147
(d) Children from Families receiving Public Relief.....	147
(e) Children brought before Juvenile Courts.....	147
4. Types of Foster-families and Conditions for granting a Permit.	148
5. Rates of Payment for the Care of a Child : Parties responsible for Payment	148
6. Activities of Private Organisations :	
(a) Care of Foster-children : Visiting of Homes	149
(b) Agency for Foster-homes.....	150
(c) Special Family System of Placing	150
7. Criticism of Practices connected with Child-placing : Sugges- tions for Improvement :	
(a) Criticism of Prevailing Practices	151
(b) Suggestions for Improvement	152
Turkey	154
Union of Soviet Socialist Republics :	
1. Regulation of the Placing of Children in Foster-homes prior to 1936	158
2. Present Situation with regard to the Placing of Children in Foster-homes :	
I. Placing in Foster-homes on the Collective Farms.....	160
(a) Organisation of Mutual Aid Funds	160
(b) Participation of the Mutual Aid Funds in the Care of Foster-children : Categories of Children placed in Foster-homes	161

	Page
(c) Supervision of Children in Foster-homes	161
(d) Enforcement of Legislation on Foster-home Care on Collective Farms : Reports of Inspectors.....	162
II. Legislation of 1936 on the Care of Children in Foster- families	162
(a) Categories of Children placed in Foster-homes...	163
(b) Authorities placing Children	163
(c) Investigation of the Prospective Foster-family.	163
(d) Nature of Foster-family	164
(e) Agreement with the Foster-family	164
(f) Payments for the Care of Foster-children and Assistance to Foster-parents	165
(g) Supervision of Children in Foster-homes in Rural and Urban Districts	165
(h) Care of Young Persons after they leave the Foster- family at the Age of 16.....	166

Annex :

I. Decree of April 1st, 1936, issued by the Government of the Russian Socialist Federal Soviet Republic on the Placing of Children in Foster-homes	167
II. Regulations for the Administration of the Decree of April 1st, 1936, on the Placing of Children in Foster-homes.....	169
III. Investigation of Prospective Foster-family : Form of Report	171
IV. Form of Agreement.....	171

Section B.—America.

North America :

Canada :

1. General Background	172
(a) Quebec	175
(b) Canada—General	176
2. Children placed and Types of Homes	177
(a) The Adoptive Home.....	178
(b) The Free Foster-home	179
(c) The Wage Homé	179
(d) The Paid Boarding-home	179
3. Conditions governing Placing in general :	
(a) Agreement as to Placing	181
(b) Cost of Maintenance and Education.....	182

	Page.
(c) Education and Training	184
(d) Age and Guardianship	185
(e) Liability of Family with which Child is placed. . .	185
4. Comparative Results	186
<i>Annex :</i>	
1. Special Types of Placing	188
2. Home Care of the Blind Child of Pre-school Age.....	189
United States of America :	
1. Extent of Child-placing in the United States of America.	191
2. Development of Present Child-placing Programme.....	192
3. Legal Safeguards.....	194
4. Factors determining the Selection of Foster-home Care for Children	195
5. Types of Children placed	197
6. Types of Foster-homes in which Children are placed....	200
7. General Conditions governing the Placing of Children ...	201
8. Return of Children to their Own Homes following Placing	203
9. Collaboration between Public and Private Child-caring Agencies	204
10. The Social Security Programme and its Probable Effect on Boarding-home Care	205
South America :	
Argentine Republic	207
Uruguay :	
Regulations for the Placing of Protected Children in Families :	
1. Placing of Assisted Children in Families in Return for Payment of Board	210
2. Placing of Assisted Children in Families without Payment.....	211
3. The System of Placing in Families in Preference to Internment in Institutions.....	212
4. Placing of Children in Other Families by their Parents	213
5. Regulations concerning the Placing in Families of Children in Moral Danger and of Wayward and Neglected Children	213
6. Supervisory Authority	214

7. Qualifications for the Post of Inspector.....	Page 214
8. Future Developments implied by the Application of the Children's Code	215

Section C.—Oceania.

Australia :

New South Wales :

1. Legal Provisions for Boarding-home Care	215
(a) Wards of the State	216
(b) Children apart from their Mothers.....	216
2. Types of Children boarded and Homes used	216
3. Regulations and Conditions determining Boarding of Children :	
(a) Regarding Care of Wards of the State	218
(b) Children cared for apart from their Mothers	220
4. Evaluation of Foster-home Care for Children	220

Tasmania.....	221
---------------	-----

Victoria :

1. Legal Provisions for Boarding-home Care for Children..	222
2. Types of Children boarded and Homes used	222
3. Conditions governing the Care of Children in Foster- homes	223
4. Extent and Evaluation of Foster-home Care for Children	224

New Zealand :

1. Legal Provisions for Boarding-home Care.....	224
2. Types of Children boarded and Homes used.....	225
3. Regulations of and Conditions determining Boarding-home Care	225
4. Extent and Evaluation of Foster-home Care	227

Section D.—Africa.

Union of South Africa :

Legal Provisions on the Placing of Children and Young Persons in Foster-homes	227
--	-----

*Chapter III.—SOME GENERAL CONCLUSIONS TO BE DERIVED FROM
THE STUDY ON PLACING OF CHILDREN IN FAMILIES :*

1. Principles and Objectives.....	280
2. Standards in Administration and Service.....	281

SOURCES

Page

Section A.—Europe.

Baltic States :	
Estonia	236
Latvia	236
Lithuania	236
Scandinavian Countries :	
Denmark	236
Finland	236
Norway	237
Sweden	237
Belgium	238
United Kingdom	238
Czechoslovakia	238
France	238
Germany	239
Hungary	239
Italy	239
Netherlands	240
Poland	240
Switzerland	240
Turkey	240
Union of Soviet Socialist Republics	240

Section B.—America.

North America :	
Canada	241
United States of America	241
South America :	
Argentine Republic	241
Uruguay	241

Section C.—Oceania.

Australia	241
New Zealand	241

Section D.—Africa.

Union of South Africa	241
-----------------------------	-----