Exhibition Catalog

FOR THE CARE OF CHILDREN:

CHILD WELFARE IN PHILADELPHIA

An Exhibition

by the

City of Philadelphia's

Department of Records

and Department of

Human Services

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An exhibition sponsored by the
City of Philadelphia's Department of Records
and Department of Human Services

Philadelphia, Pennsylvania
2002

Cover Photographs

"The Almshouse and House of Employment",
1774, from Map of City and Liberties of Philadelphia,
John Reed, Publisher

Child Care Clinic Department of Public Health and Charities
May 1917
Negative 13821
Photographer unknown
Record Group 78

Model Cities Basketball Playoffs
Northern Liberties Recreation Center
11 September 1973
Alvin Bailey, photographer
Negative # 13892-6

Excerpts from this exhibit can be viewed on the World Wide Web at:
http://www.phila.gov/city/departments/records.html

FOR THE CARE OF CHILDREN: CHILD WELFARE IN PHILADELPHIA

An Exhibition by the City of Philadelphia's Department of Records and Department of Human Services

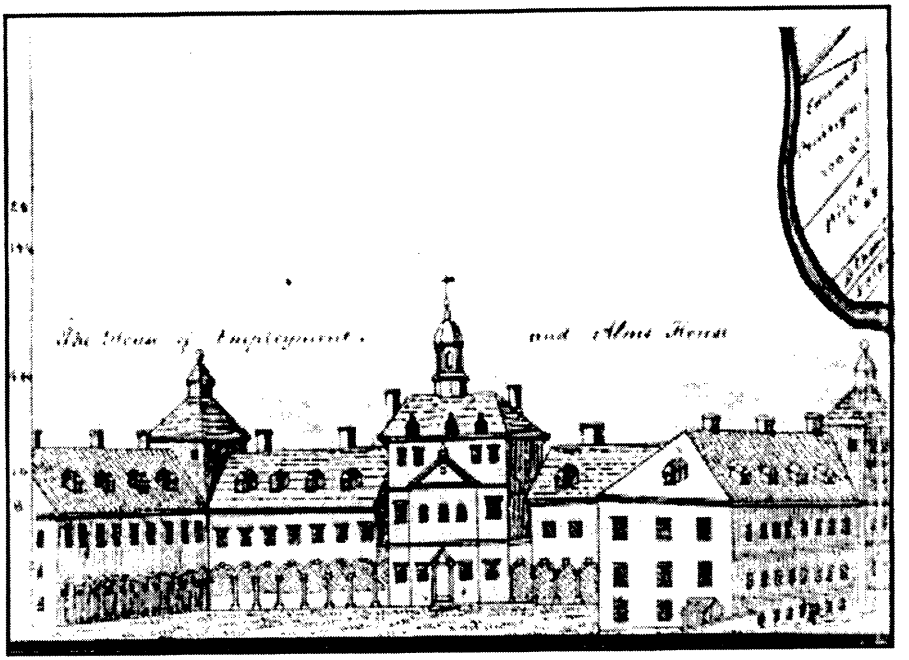
PUBLIC-PRIVATE PARTNERSHIP has exemplified the history of child welfare since 1705. Far in advance of the modern goal of government working hand in hand with private industry, public child welfare officials discovered that successful solutions occur in cooperation with private agencies and individuals. The mores of each period have stamped and shaped the progress of child welfare. What may seem cruel today perfectly fitted with the ideals of the 18th and 19th centuries.

The government of the City and County of Philadelphia has played a dominant role in assisting the child in need since the beginnings. The Department of Human Services currently oversees all public activities relating to modern child welfare. The Department's overall emphasis today relies first upon the ideal of keeping the family together, and, in lieu of the child's immediate family, providing a family atmosphere through the use of foster homes and adoption proceedings. However, its efforts cannot succeed without the support given by the various private agencies.

PART I: THE EARLY YEARS: RELIEF AND EMPLOYMENT OF THE POOR

Poor relief and child welfare worked hand in glove for the first century and a half of Philadelphia's history. Commonwealth law in 1705 established the Overseers of the

Poor (later known as the Guardians of the Poor) with the right to levy taxes for the relief of the poor and, incidentally, allowed the Overseers to remove children from parents whom the Overseers deemed unworthy or unable to care for them.



The Almshouse and House of Employment
1774
From *Map of the City and Liberties of Philadelphia*
John Reed, publisher

The Guardians of the Poor erected the Almshouse in 1767 on Spruce Street between 10th and 11th to house and care for all of the city's poor. An Act of Assembly dated 8 February 1766 allowed the construction of the building: one part to be used for the reception and maintenance of persons who were poor and helpless; and the other part as a House of Employment, or workhouse, for the lodging and employment of poor persons who were able to work.

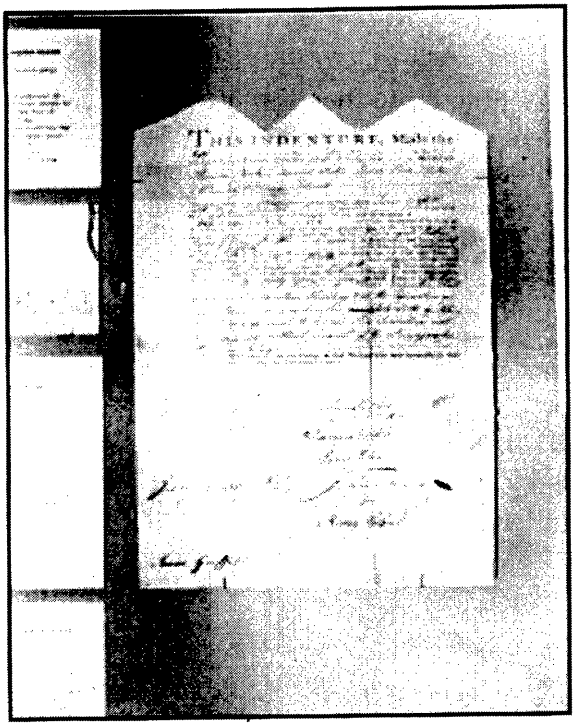
Apprenticeships

In accordance with the accepted tendencies of the 17th and 18th centuries to regard children as little more than "small adults," the Overseers employed the system of apprenticeships to assist with proper housing, care and schooling of children and to teach them a trade. Putting the children to work early in their lives helped make them into good adults, they reasoned. A benefit to both the Overseer, by taking them off the public poor relief rolls, and to those who employed the apprentices, who received the fruit of the children's labor, this system worked as an early form of public-private partnership.

Indentures were the legal agreement outlining the responsibilities of both the child and the "master" in an apprenticeship. They are among the earliest documents held in trust by the Philadelphia City Archives.

Jeremiah Elfrith's indenture of Isaac Covert
16 April 1768
Overseers of the Poor; Indentures Made, 1751-1787
Record Series 35.5

The earliest examples of indentures in the records of the Guardians of the Poor exist in a register of indentures , 1751 - 1797. In the excerpt, the columns from left to right contain information on the date of the indenture, the name of the child, the name of the "master," the county of residence of the master, the requirements to be fulfilled, the term, and the names of the Overseers and the bondsmen. Note the name of the "master," Jeremiah Elfrith.. Today, Elfrith's name is primarily remembered as Elfreth's Alley in Old City.



Isaac Griffith's indenture of John Winn
5 September 1796
Guardians of the Poor; Indenture Papers and Bonds, 1795-1888
Records Series 35.135

Each child bound out had not only to learn a trade, but also to receive some sort of schooling. This indenture is typical of a master's obligation: Isaac Griffith agreed to "Provide...sufficient Meat, Drink, Apparel, Washing and Lodging," teach John Winn "the Art & Mystery" of house carpentry; give him six quarters schooling; and furnish him with two complete suits of clothes at the end of term. (Note the seal: "Seal of the Corporation for the relief and Employment of the Poor in the City of Philadelphia-Charity, Industry, Justice.")

Apprenticeships were not restricted by race: a number of black and mixed-race children were not sold but apprenticed for a number of years before realizing their freedom, both before and after the Revolution.

Thomas Butler's indenture of Hannah Butler
12 January 1829
Guardians of the Poor; Indenture Papers and Bonds, 1795-1888
Record Series 35.135

Girls were only apprenticed to the age of 18, while boys worked until their 21st birthday. Note that Hannah Miller, aged 16 in 1829, was apprenticed for only two years in order to learn to be a housewife.

Bond of Eugene Ketterlinus to support child of Barbara Heilig
1 February 1848
Guardians of the Poor; Bonds for Support of Illegitimate Children, 1811-1859
Record Series 35.138

The Guardians of the Poor also established Committees on Bastardy and Support. These two committees faced the ever-present problem of single mothers who were unable to care for their children without assistance. The Committee on Support, for example, determined the person responsible for child support, usually the father, and enforced the support payments. Eugene Ketterlinus, later one of the city's most noted lithographers, was convicted in the Quarter Sessions Court of being the father of a male child and ordered to pay support for this child until the child reached the age of seven.

Changes occurred both in the public perception of children and in the recommended methods of caring for them. No longer did Americans generally consider them just "miniature adults" but humans with their own set of needs. Public-spirited citizens banded together to form societies with the aim of helping unfortunate children. One of the first private efforts for child welfare in Philadelphia sought to alleviate the City's burden of caring for these children. The Orphan Society of Philadelphia, established in 1814, applied to the Guardians for the transfer of children.

Guardians of the Poor, Committee on Children's Asylum, Minutes
1820
Record Series 35.23

Walnut Grove, The Wharton Mansion
Edmunds, F.S., *The Public School Buildings of Philadelphia,* vol.2
Record Series 40.8

Even with the assistance of the Orphans' Society, more room and better conditions were needed for the care of "foundlings". The Guardians recommendations to "procure a separate house and staff " led directly to the establishment of the Children's Asylum in the Wharton Mansion, "Walnut Grove", in Southward in 1820.

PART II: REFORM AND REORGANIZATION

The public-private partnership for the care of children bloomed especially during the period following the Centennial.

Laws relating to Child Welfare, 1887
Brightly, Frank F., *A Digest of the Laws and Ordinances of the City of Philadelphia.*
1701-1887. Philadelphia: 1887
Record Series 120.51

More private agencies opened orphan asylums and homes for children, lessening the burden on the county government. In 1862 an Act of Assembly allowed the public officials in Philadelphia to commit children to either the St. John's Orphan Asylum or to the St. Vincent's Home. By 1883 social reformers pressed their concerns about long-term institutionalization within the Almshouse and Children's Asylum and succeeded in having an act passed prohibiting the commitment of any child longer than 60 days unless the child had physical or mental handicaps. Also in 1883,

the Guardians permitted actual foster family care of children rather than employing the fiction of apprenticeship.

Many private institutions formed, chief among them the Children's Aid Society of Pennsylvania (est. 1882), the Baptist Orphanage (est. 1879), the Methodist Episcopal Orphanage in Philadelphia (est. 1879), and the Pennsylvania Society to Protect Children from Cruelty (est. 1876).

Harry Keller
Entries from "Children in Charge of the Bureau of Charities" and "Register of
Children in Charge of Bureau."
Bureau of Charities, 1901
Record Series 65.52 and 65.53

Harry Keller and his sister were deserted by their parents and admitted to the Bureau of Charities in 1901. The Children's Aid Society worked with him, first placing him with an Elizabeth Weaver in Lancaster County in the same year. He returned to the Children's Aid Society which then sent him to live with Mrs. Christiana Dean, also of Lancaster County. The arrangement was foster family care and not apprenticeship.

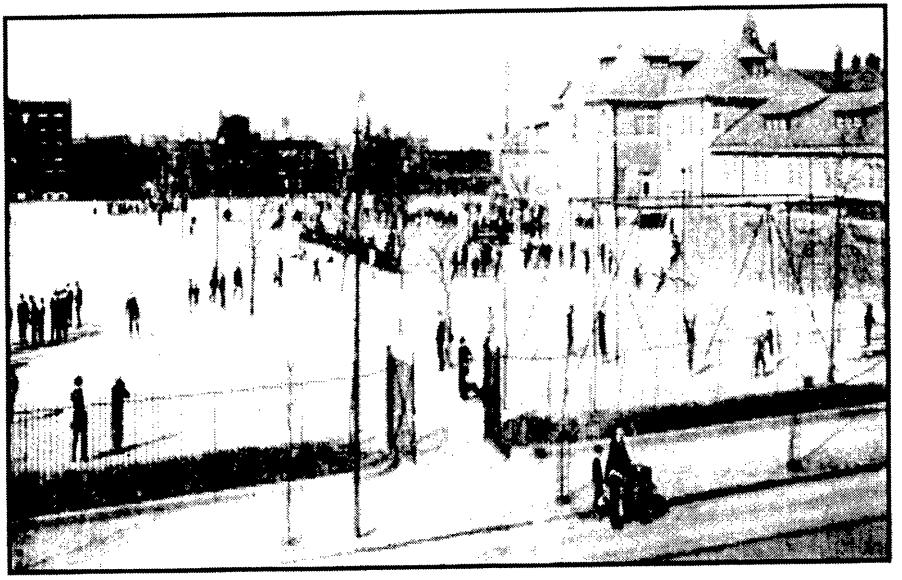
The framers of the Bullitt Bill in 1885 attempted to consolidate power within the executive branch of the City's government by removing it from independent boards and commissions, such as the Guardians of the Poor. The Bureau of Charities within a new Department of Charities and Corrections, was assigned the responsibility of maintaining the Almshouse and Children's Asylum. The new Department merged the old Children's Asylum with the Philadelphia General Hospital, providing professional nursing care for children by the Hospital's new Training School for Nurses.

In 1903, in accordance with an Act of Assembly, the City merged the Department of Charities and Corrections with the Bureau of Health of the Department of Public Safety, creating a new Department of Public Health and Charities. For the first time in the

City's history all of the municipal medical facilities as well as the governmental childcare and welfare duties were handled within one Department.

Child Care Clinic
Department of Public Health and Charities
2 May 1917
Negative # 13821 - photographer unknown
Record Group 78

The Department of Public Health and Charities's care of children was not limited to just the Philadelphia General Hospital, but practiced in health care clinics, schools, and other locations throughout the City.



Athletic Recreation Center
1914
Annual Report, Board of Recreation
Photographer unknown - Record Series 87.1

A Department of Public Welfare was created under the provisions of the Charter of 1919. The new Department included the Bureau of Charities and Correction which had resulted from a merger of the Bureau of Charities , which was transferred from the Department of Public Health and Charities, with the Bureau of Correction, which was transferred from the Department of Public Safety. It also included the Bureau , formerly Department, of Recreation.

Many of the existing playgrounds established by private concerns were donated to the city during the 1910s. New centers, such as the Athletic Recreation Center at 26th & Jefferson Streets, were also built.

Miss Broecker with Babies
1921
Department of Public Welfare
Annual Report
Photographer unknown
Record Series 84.1

The number of children served by the Department of Public Welfare continually increased, as did the overall reliance by the government on various private agencies.

Seventeen crippled children were cared for at Brown's Farm by senior nurse Mrs. Florence Broecker and her staff. The children suffered from polio and their parents were unable to give the proper treatment or nourishment. The Board of Education provided education and the children also received weekly physical therapy.

Because of the increasing case load, the Charter of 1919 split the governmental care of children back into two departments: the Department of Public Health and the Department of Public Welfare.

Contests were held in the Philadelphia Public Schools in the 1920s and 1930s designating the students achieving the greatest health improvement.
School District of Philadelphia
Medical Inspection Branch
1 June 1929
Negative # 9389
Photographer unknown
Record Series 40.15

PART III: THE HOME RULE CHARTER: DAWN OF A NEW DAY

The Philadelphia Home Rule Charter of 1951 continued the existence of the Department of Public Welfare, although the recreational aspects of the Department were placed in a new

Department of Recreation. Besides the initial charge in the Charter to "receive, care for and place dependent, mentally defective, neglected, incorrigible and delinquent children..." the Department voiced a new awareness of the child "as a treasured resource of our community." Since then, the Department of Public Welfare, now entitled the Department of Human Services, has seen an enlargement and redirection of its goals.

For years, the Department of Public Welfare had operated a Temporary Child Center at 1733 Vine Street in a converted townhouse. In 1950, a new Reception Center opened at 1823 Callowhill Street replacing the Vine Street house.

Child Care Program
From "towards human dignity; Philadelphia Department of Public Welfare, 1952-1955"
1955
Record Series 84.5

Conditions soon became crowded. The Department opened a Child Welfare Center in 1959 for ages 3-16, near the Awbury Arboretum. The Children's Reception Center cared for infants to age 3. The two centers soon came to be known as the Callowhill and Stenton Child Care Centers.

Mayor Richardson Dilworth at ground-breaking of Stenton Child Care Center
From *Design for Human Dignity, Philadelphia Department of Public Welfare*
Ca. 1959
Records Series 84.3

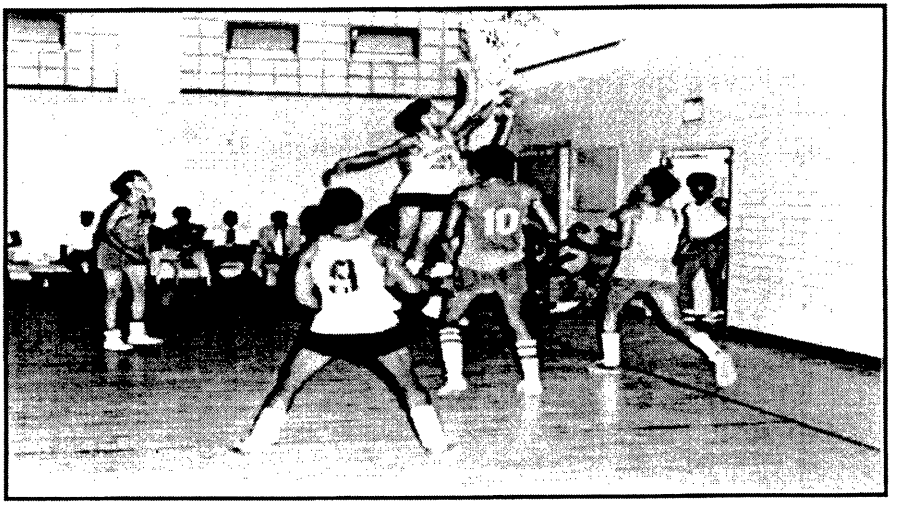
In 1961, the Pennsylvania General Assembly enacted amendments to the child welfare law, which supplemented and broadened the Department's child welfare mandate under the City Charter. Facing a critical funding crisis in the early 1960s, Mayor James H.J. Tate appointed a committee to study the problem.

Strengthening Welfare Services for Dependent and Neglected Children.
Report of Mayor's Committee on Public-Private Financing of Child Care.
January 1963
Record Series 60.9

The chief recommendations focused on the development of child welfare services to strengthen family life, maintain children in their own homes, and, when necessary to place children in foster care, to reinstate them in a favorable family setting as soon as possible. An innovative approach was the formation of the foster grandparent program employing men and women over 60 to work with children housed at the Callowhill and Stenton Child Care Centers, also, the Youth Study Center.

The annual reports of the Department throughout the late 1960s, and early 1970s related the emphasis given to the problem of gang intervention and its work with gang members through recreational and sports programs and other programs aimed at raising self-esteem. The work of the Department was supplemented by work with other City agencies, especially that of the Philadelphia Anti-Poverty Action Commission and the Model Cities Program.

Philadelphia Anti-Poverty Action Commission, Dancing Class
2544 Germantown Avenue
6 July 1970
John Joseph, photographer
Negative # 9873-3



Model Cities Basketball Playoffs
Northern Liberties Recreation Center
11 September 1973
Alvin Bailey, photographer
Negative # 13892-6

The chief goal of the Department of Human Services, when working with families, is to develop child welfare services to strengthen family life, maintain children in their own homes, and, when necessary, to place children in foster care, but to reinstate them in a favorable family setting as soon as possible.

Family Counseling
Common Pleas Court, Juvenile Division
1811 Vine Street
5 December 1977
John Joseph, photographer
Negative # 19177-24

PART IV: A MICROCOSM OF EFFICIENT PUBLIC-PRIVATE COOPERATION

Collaboration between the municipal and private agencies has been, and continues to be, the essential element in the provision of child welfare services in Philadelphia. Starting with the Orphan's Society of Philadelphia in 1816, the City government worked steadily with many social agencies to place those children who could not remain with their parents for a variety of reasons into proper settings, whether these were private homes or institutions.

With the creation of the Department of Public Welfare in 1919, the City utilized many of the private agencies to undertake much of the investigative and rehabilitative programs for children. Many of the facets of social work today, with the comprehensive case files, repetitive visits, and on-going counseling, so identified with the governmental social worker, originated within the bureaucracies of the private care agencies.

Bureau for Colored Children
The Bureau for Colored Children, later the Bureau for Child Care, was a private agency that the Department of Public Welfare contracted to for the management of families unable to care for their children. There are extent cases from 1937 to 1967. The Bureau identified and maintained a list of foster homes, placed children in need of foster care, and coordinated all other necessary support to ensure that children had a chance to develop into responsible adults.

Family Case File
1956-1963
Bureau for Colored Children
Department of Public Welfare

During the seven- year time period of the case file a public-private partnership develops. The family consisted of seven children by three different fathers, deserted by an alcoholic mother. Caseworkers at the Bureau for Colored Children coordinated the involvement of The Philadelphia General Hospital, The Municipal Court of Philadelphia The Pennsylvania Society to Protect Children from Cruelty, The School District of Philadelphia, Youth Family Services, The Glen Mills School, Holmesburg Prison, the Simons Institute for Alcoholics, and the Samuel G. Dixon State Hospital.

Foster Family Case File
Bureau for Colored Children
Department of Public Welfare

The Bureau for Colored Children accredited and maintained a pool of eligible families to be Foster Family placements when needed.

PART V: CHANGING FOCUS: FROM REMEDIATION TO PREVENTION

Governmental concerns about child welfare have changed dramatically during the past thirty years. Philadelphia's Department of Human Services (DHS), formerly the Department of Public

Welfare, has in recent years shifted emphasis toward preventing child maltreatment, preserving families in which children are safe, and providing services to children in their own homes rather than removing children to foster care families. Frequent consultation with professionals from a variety of disciplines has generated inter-organizational initiatives with various public and voluntary sector agencies. Key is **community-based parenting education** to address the prevention of abuse, neglect and delinquency; **proper nutrition and health care**; and **community-based after school programming** for children with greatest needs. Another key initiative is "PhillyKids Connection" a joint effort between DHS and the National Adoption Center. The continuous goal of customer accountability is implemented with updated intake tools.

Towards a Better Future for Philadelphia's Children
Report of the Philadelphia Task Force on Children at Risk
1990
Record Series 84.3

Community Based Parenting Education

Helping Hands: A Parenting Resource Directory
Updated 2002 Edition with NEW Section—
Parenting Collaborative Programs
c. 2001

Como detectar abuso o negligencia?
How to detect abuse or neglect
Current

Family Preservation Picnic
Department of Human Services
2001

Proper Nutrition and Health Care

Medical Foster Parent Recruitment Initiative
Kick-off campaign to recruit foster parents for children with special medical needs.
The Philadelphia Daily News, for 40 consecutive weeks, featured each child.
In the photograph are: Sharlene Wall, foster mother, and her daughter ,; Director of Social Services Estelle Richman, and DHS Commissioner Alba Martinez.
The Franklin Institute, February 28, 2001

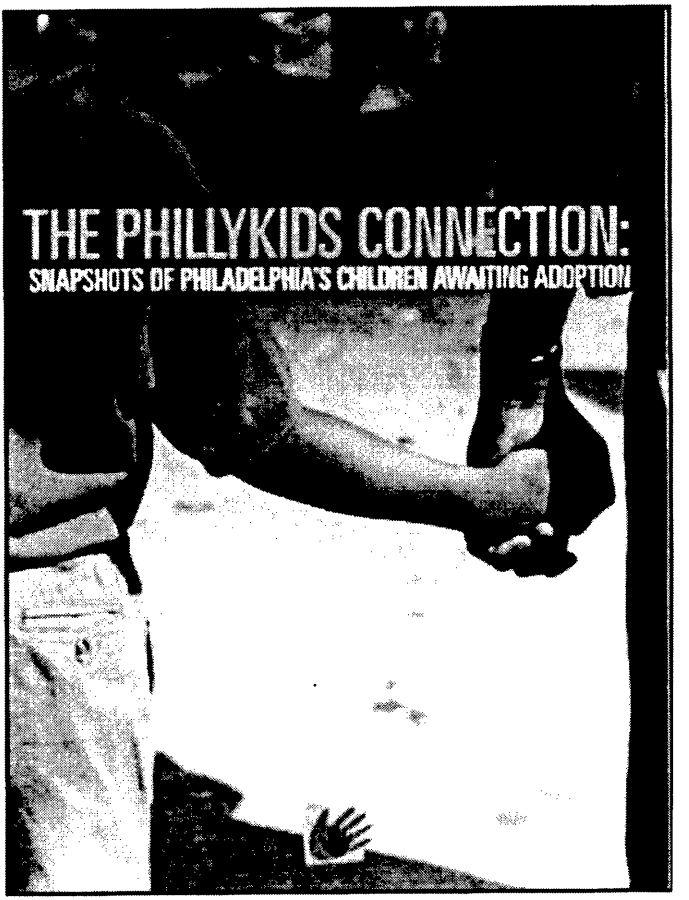
After School Programming for Children With Greatest Needs

SCOP
Support Community Outreach Program
1990-present

Provides mini-grants to community-based organizations to assist them in developing youth-oriented delinquency prevention programs. More than 50,000 Philadelphia children and youth are reached annually.

"The Costs Are Too High"
KIDS BELONG IN SCHOOL

Truancy Prevention Hotline at (215) IN-CROWD
Sponsored by DHS, Philadelphia Family Court and the School District of Philadelphia
current



PhillyKids Connection

current

The "PhillyKids Connection" recruits adoptive parents for Philadelphia's 200-plus children-in-waiting. The majority of children are between the ages of eight and 12, and many have emotional, psychological and developmental challenges stemming from histories of poverty, abuse and neglect. Despite these circumstances, every one of these children will greatly benefit from the love and support of an adoptive family. Being a Philadelphia resident is not a requirement. For morer information contact the National Adoption Center, 1-800-TO-ADOPT

Accountability

Intranet-DHSCENTRAL.phila.gov.
Current

The "Central Office" to eliminate paperwork and increase overall DHS efficiency and productivity.

Risk Assessment Forms
Used by social workers to standardize intake.
Current

FAF Summary (Family Assessment Form)
A Copyrighted instrument that helps in assessing a family's strengths.
Current

City of Philadelphia
John F. Street
Mayor

Estelle Richman
Managing Director

This exhibition was prepared through the research and creativity of the following individuals:

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City of Philadelphia, Department of Records

The Department of Records is responsible for the creation of records management standards and systems governing the creation, use, storage, and disposition of City records; for establishing rules embodying standards and procedures for recordkeeping and records systems for all departments, boards, commissions, and agencies; for managing key recordkeeping operations and services such as the City Archives, Recorder of Deeds, Records Storage Center, and Reprographic Services; for overseeing public access to municipal records and establishes and collects appropriate fees for providing copies of records. The Department acts as an agent for the Commonwealth's and the City's Revenue Departments, and in that role, collects realty transfer taxes and recording/filing fees. The Department's Recorder of Deeds is also charged to act as the official registry of the City's parcel maps.

City of Philadelphia, Department of Human Services

Prevention, Protection and Permanency - Philadelphia's Department of Human Services works to protect children from abuse, neglect and delinquency; to ensure their safety and permanency in nurturing home environments; and to strengthen and preserve families by enhancing community-based prevention services.

Accessibility - In partnership with providers, advocates, stakeholders and community organizations, DHS provides services to strengthen the overall well-being of Philadelphia children, youth, and families using a customer-focused approach that is responsive to evolving community needs.

Integration and Accountability - DHS develops and implements policies and programs to continuously improve, measure, and achieve positive outcomes for children; manage public resources efficiently; communicate with customers and the general public; and integrate systems in order to effectively deliver services to children and families.