A PROGRAM OF FOSTER CARE AND CHILD ADOPTION FOR EGYPT

by

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A PROGRAM OF FOSTER CARE AND CHILD ADOPTION FOR EGYPT

Chapter I
THE PROBLEM AND DEFINITION OF TERMS USED

Statement of the Problem

The purpose of this investigation is three-fold:
First, to undertake an appraisal of existing practices and legal procedures related to the specific area of foster family care and adoption services for children in the state of Oregon and in Egypt. Second, to assess the urgent unmet needs in the foster care and adoption programs in Egypt. Third, to set up a workable program of foster family care and adoption in Egypt, the main purpose of which should be to safeguard the interests of the child, the natural parents, the foster or adoptive parents, as well as the interests of the sovereign state.

Importance of the Study

The amount of objective scientific material available in Egypt, on foster family care and adoption, is negligible. Although the last decades have brought much new knowledge about child development, resulting in the abandonment of many old principles of child rearing, there is a mine of information which has not yet been exploited in this field. In view of these facts, it is apparent that Egypt's foster care and adoption resources need to be subject to continued and exhaustive research.
In 1953, the writer prepared a thesis on "Foster Care and Adoption in Egypt" in partial fulfillment of the requirements for a Bachelor of Arts degree in Social Sciences at the American University at Cairo, (Egypt). When the opportunity came to the writer to pursue her studies at Oregon State College, she continued the study in the same field.

In order to set up an adequate program for foster family care and adoption in Egypt, it is necessary to study the programs of a representative state in the United States. The state of Oregon was selected as a representative state for the following three major reasons:

1. In comparing the safeguards offered the child, his natural parents, and his adoptive parents with the statutes of other states, Oregon's statutory provisions are seen to include some of the more fundamental considerations. For example, the adoption statute now provides, first, that every adoption be effected through the courts and, second, that every adoption petition be referred for investigation to the State Public Welfare Department (9, p.97).

2. While the language and contents of the adoption statutes of the various states differ somewhat, those of Oregon are fairly representative (20, pp.34-35).

3. The provisions in the adoption process were a factor in considering Oregon among the few progressive states which have recognized the need for some effective
administration of adoption laws. Thus, the framework of a well-conceived statute already exists in the state (9, p.98).

In any analysis of existing unmet needs in the area of foster family care and adoption in Egypt, it is imperative to recognize certain basic factors. It is also important to recognize these same factors in planning a program for the country. These factors are as follows:

1. Even the most ideally conceived standards of foster family care and statutes of adoption may operate ineffectually without the accompaniment of basic legislation safeguarding the unity of family life.

2. The writer recognizes also the cultural lag evident in the breach between the average layman's reaction and that of the professional person. The first assumes that anyone wishing to adopt a child must be motivated by a charitable impulse worth gratification. The latter approaches the question of adoption with regards to its psychological subtleties, seeking to throw around the process all the safeguards which a well-conceived statute and skillful social and legal service can give it.

3. It is felt by the writer that it is not enough that high standards of foster family care and good adoption laws be on the statute book to safeguard the interests of the child, the natural parents, and the adoptive parents. In addition it is necessary to have effective administration.
4. To secure good administration of a law requires public support. The problem in Egypt is largely one of education and interpretation in order that any government's action in protecting dependent and neglected children will be understood by the people. If the people in Egypt are not interested and do not support the law, that particular law loses much of its responsibility in seeing that the welfare of all the parties to an adoption are protected. This will not be attained easily. It will have to come through an educative method, drawing upon the normal channels of disseminating information. Articles in the press and magazines, radio talks, addresses before clubs and organizations, are some of the methods that can be used to draw public attention to the facts.

5. A good adoption law could find its effectiveness and direction hampered if related laws on the statute books were inadequate. Foster family care and adoption are only two aspects of the total child care program. Laws dealing with such questions as determination of guardianship and custody of a child, the relinquishment of parental rights, and the regulation of child placings services must all provide for the welfare of the child, together with clarification of the rights and obligations to the parents.

6. Even laws that contain the principles outlined above are ineffective without the machinery to administer them. Therefore, it is important at the time new
legislation is contemplated to make sure that funds are appropriated for staff, competent and in sufficient number, to provide for the administration of the law and for such other services and facilities as are necessary.

Limitations of the Study

Made in the spirit of exploration, and based on urgent unmet needs depicted by the writer, the program of foster family care and adoption for Egypt does not claim to be definitive.

Lamentably, the amount of factual scientific material both qualitative and quantitative, available in this particular field is very limited in Egypt. Even in the United States of America there is still a mine of information which has never been sufficiently exploited. By comparison with other fields of social work, the area of foster care and adoption of children has been less productive of professional research and writing.

Since the writer lived in the United States during the time of this study, she met with real difficulties in obtaining current data on the situation in Egypt.

Methodology

Throughout the study, data were obtained from the following sources:

Primary sources. Direct observation and personal interview with responsible officials and representatives of
the following child-placing agencies in Portland, Oregon: Albertina Kerr Homes, Boys and Girls Aid Society of Oregon, Catholic Charities, Jewish Family and Child Service, Waverly Baby Home, Juvenile Home and the Children's Department of Multnomah County, Oregon Public Welfare Commission.

During the fact-finding phase of the study, the writer had the rare privilege and opportunity of consulting various representatives of child care and placing agencies in Portland, Oregon, regarding certain steps to be taken in constructing a program for Egypt.

A questionnaire used by the International Union for Child Welfare for the Study on the Adoption of Minors was submitted to and completed by the Head of the Department of Social Services in the Mounira Hospital, Cairo, Egypt. Another questionnaire on statistical trends in the field of foster family care and adoption services in Egypt was also completed by the Director of the Sayeda Zeinab Orphanage, Cairo, Egypt.

These two questionnaires serve mainly as a supplement to, and as a checking device on data already accumulated from the previous study made by the writer on "Foster Care and Adoption in Egypt."

Certain factual material was obtained through the executive secretary of the Association for the Protection of Women and Children in Egypt.
Secondary sources. (1) Findings of the City Club Committee in Portland on Oregon's adoption laws and procedures were utilized in evaluating the adoption law in Oregon. The City Club Committee in Portland is composed of both professional and lay people who assumed the responsibility of conducting this scientific investigation in 1953. This investigation was motivated by the Oregon Child Welfare Survey made in 1951.

(2) The results and recommendations of the Child Welfare Survey in 1951 were invaluable to the writer in arriving at certain basic conclusions concerning the programs in Oregon. This survey was made by the Child Welfare League of America, a national federation of private and public welfare agencies which have achieved and maintained standards of child welfare work in the United States.

Definition of Terms

In order to group together the chief technical expressions developed by this area of child welfare, it seemed desirable to include a classified arrangement of special terms employed in relation to child-placing work.

The following terms are mentioned frequently in the context of this study.

Adoptive home: A home where the responsibility for the child by his natural parents having been terminated permanently by court action, the adoptive parents and the child acquire all the responsibilities and privileges of the
natural child-parent relationship through legal adoption (13, p.65).

**Agency:** An agency is technically limited in child welfare work to a public bureau or department or a private society or association, usually incorporated, which is engaged in more or less extensive social service in behalf of individual children or children in families (18, p.7).

**Boarding home:** Boarding parents are paid for their care of a foster child who is expected to live in their home for a temporary period only, the span of time being determined by the need of the child's own parents for his placement while they work out the principles which prevent his living with them (2, p.67).

**Child placing:** An approved method of providing for destitute and homeless children in temporary or permanent homes.

(a) **Boarding-out** - The placing of children at board in families, at the expense and under the supervision of public or private agencies or institutions.

(b) **Child placing in families** - This term includes both "boarding out" and "placing out." It also includes "placing with kin" which means placing in the independent homes of brothers, sisters, or grandparents, "relatives of the second degree." When children are left in the home of their own parents, even under the supervision of probation officers or other officials, such disposition should not be termed "placing."

(c) **Home-finding** - Applies principally to the placing of children in free homes for adoption or at least to be reared as members of foster families (5, pp.4-6).

**Dependent children:** Homeless and destitute children who depend for support upon private or public funds. Generally, the term is applied to all classes of children, whether orphaned or with living parents, who require assistance from outside of their immediate families (15, p.18).
Deserted and abandoned children: Parents, one or both, have disappeared, leaving them partly or wholly dependent upon public assistance. If parents are unknown, the children are said to have been abandoned (15, p.19).

Foster care: Denotes the type of care that is given to children who must be separated from natural families (22, p.68).

Foster home: Any home maintained by a person who has under his care in such a home one or more children under the age of eighteen years unaccompanied by parents or guardians and not related to him by blood or marriage (22, p.68).

Free homes: Homes where no board is paid for the child. Their most commonly accepted use today is for the care of children prior to their legal adoption by the foster family. In some exceptional situations a free home is offered to a child needing permanent care, but not legally free for adoption (12, p.56).

Guardianship: If permanent can be in a sense adoption. It can be either over the person of the child or over the property of the child and occasionally both are exercised by the same person. Guardianship may be surrendered to another person appointed to carry on the duties of the position. The support of a ward is furnished by his estate rather than by the guardian, and the relation of guardian and ward ceases at the time the ward reaches his legal majority (12, p.56).

Independent adoption: A placement made without the aid of one of the child-caring agencies licensed to place children for adoption (29, p.9).

Neglected children: Children with living parents who fail to give them proper parental care or guardianship (25, p.58).

Temporary home: A boarding home where children are placed for a brief period on a planned basis (30, p.3).
Work home: A home used for some adolescents who receive their maintenance and an allowance for their services in the home (30, p.4).
Chapter II
THE HISTORICAL BACKGROUND OF THE FIELD OF FOSTER FAMILY CARE AND ADOPTION

An attempt is made in this chapter to trace the historical aspects of foster family care and adoption from early primitive times to modern times. The aim, the approach, and the methods of the practice of foster family care and adoption differ widely and extensively in various countries. All speak of the welfare of the child but hold different conception of what it is, and choose different means to the desired end (12, p.30).

The adoption of children began when the family became the unit of social life. Originally, the custom instituted by primitive peoples has been perpetuated by those of widely different social, psychological, and religious outlook until the practice today is part of the culture of almost every civilized nation (12, p.30). Its universal permanence and acceptance are proof that it is founded on enduring social conditions. Adoption of children is a means to the satisfaction of the craving for parenthood. For the child, adoption often translates misery into happiness, and lack of opportunity for normal development into chance for unlimited growth (12, p.31).

In the very earliest social life of man of which we have any knowledge, the rites of adoption included grotesque simulation of birth. These rites have been
carried over into modern times, and are even in vogue today among the Bosnian Turks and in Bulgaria. Among the people who embrace the religion of ancestor worship, the institution of adoption has been considered of prime importance (12, p. 31).

From the earliest times to the present, official sanction has been required to give legal effect to adoption. In the earliest codification of laws on record, the advantages of a legalized procedure for adoption were recognized. The Babylonian Code of Hammurabi, compiled from 2285 to 2242 B.C., provides that "if a man has taken a child to sonship and has reared him, no one has any claim against that nursling." The Code added with regard to the rights of the adopted child: "If an artisan has taken a son to bring him up and has caused him to learn his handicraft, no one has any claim" (11, p. 45).

Adoption took root early in Egypt. Reference is made to it in the Book of Exodus. Moses, whose mother hid him in an ark in the bulrushes, was found there by Pharoah's daughter who secured his mother for his nurse (11, p. 45).

Adoption was known to the Roman law and was attended by ceremonial dignity and was of deep meaning and far-reaching results. Justinian simplified the earlier laws. In his time a child took the name of the person who adopted him but did not gain property rights. It was
through adoption that the Emperor Germanicus received his crown, for he was adopted by Tiberius, by command of Augustus Caesar, and thereby became the grandson of Augustus himself (12, p.35).

The Biblical book of Esther tells the story of an adopted daughter who became the queen of the land, from India even unto Ethiopia (1, pp.456-457).

Paul, a lawyer, profoundly instructed in Hebrew jurisprudence, assumed the doctrine of adoption to be well known to his readers, for no less than five times in his Epistles he uses the term "adoPTION" to denote sonship and to illustrate matters of faith (1, p.457).

In modern times the entire international situation in the field of adoption shows a tangle of ideas and procedures. In one country, the child is introduced to parents of child-bearing age, while in another he may go only to a home where the adopters are too old to have a child or have a medical certificate of sterility. In one land, clauses in the law provide for secrecy of the proceedings; in another, the case is heard in open court and the adoption order published (1, p.457).

After the first line of Kings in France, the practice of adoption was discontinued, but subsequently in 1792 it was reestablished, and remains today sanctioned by the provisions of the civil code. Before 1923 no one under twenty-one years of age could be adopted. Adoptive parents
in France under the present law must be over forty years old and have no children. They are also required by the law to provide a doctor's certificate as a proof of their sterility (11, pp.46-47).

Adoption was also included in the early Spanish law and was incorporated in the Code of Napoleon. Today, in Spain, the minimum age of adoptive parents is forty-five years. The minor adopted has the right to impugn his adoption within four years after he comes of age. (In Spain, persons become of age at twenty-three.) Clergymen and those who have legitimate descendants are not permitted to adopt. The adopted child does not inherit property rights the same as one's natural children. A special will may be made so that the adopted child may inherit (11, p.47).

In the Netherlands, the Civil Code makes no mention of the adoption of children, although the same Code provides for the legitimatizing and the recognition of illegitimate children, and makes stipulations concerning their rights (11, p.48). Although the Netherlands possess no adoption law, experts who are able to point to the "black market" in children, advocate adoption legislation. Even foster parents have been, until now, able to escape any kind of supervision. There is the further evil that Dutch adopters, thwarted at home, go abroad to seek adoptive children. This does not mean that there is no
expert family placement of children in Holland. The Amsterdam Committee, for instance, uses trained social workers, and, where necessary, psychologists and psychiatrists. Children are placed in the full circumstances of adoption and with modern safeguards. The Netherlands have all the social machinery for good adoption, and only the legal safeguards are missing (11, p.49).

In Belgium, in no case can adoption take place before the majority of the adopted, which in Belgium law is fixed at twenty-two years (11, p.49).

Among the ancient Germans there is evidence that adoption was practiced. It was accompanied by military ceremonies and the placement of a weapon in the hand of the adopted son. The age of the adopter in Germany today must be at least fifty years. The child may be adopted in infancy and there is no law forbidding the adoption of relatives. However, the law only allows such adoptions provided the adopter has no legal descendants. The adopted child has the same legal rights as the natural child, and is entitled to inherit as a natural child if the father dies intestate (12, p.36).

Adoption in Switzerland may not be legalized by anyone under forty years of age, and only by those who do not have any legitimate descendents of their own. According to the law, the adopted child inherits both the name and property of his new parents, but may not then inherit from
his own blood relations. Switzerland was one of the first European countries to pass adoption legislation at the beginning of the century. Prior to the enactment of the Federal Civil Code of 1907, adoption existed in only eight cantons, and the fourteen others regarded its introduction with some misgivings (12, p.36).

In Italy, the minimum age required for adoptive parents is fifty years. No child may be adopted before eighteen years old. Parents may not adopt their own illegitimate children. Adopted children inherit property rights the same as one's natural children, and no special will to that effect is needed (12, p.37).

In Norway, where there are supposed to be no illegitimate children (every child born out of wedlock may assume the name and receive support from his father), the minimum age for the adopter is twenty-five years. In most cases it requires the consent of the child when adopted after his twelfth year. Consent is not necessary before the sixteenth year in the cases where the foster parents adopt their foster child. In principle, the adopted child is put on the same inheritance basis as the natural child, but some exceptions and limitations exist. The Adoption Office of Oslo Board of Health reports a growing list of would-be parents who want to adopt a child. Under a law that went into effect July 1, 1954, private agencies or individuals are forbidden to arrange adoptions. However,
voluntary organizations, such as the Red Cross or the Salvation Army, may still be licensed to do so, subject to supervision by the Ministry of Social Welfare (24, pp.1-2).

Only those who were at least forty years of age and had no children of their own could adopt children in Czechoslovakia prior to World War II. The law did not apply to persons who adopted their own illegitimate children. In case the person to be adopted was under eighteen years of age, the consent of his parents was necessary, although if the parents refused without proper reason, the court could substitute its own approval for the consent of the parents. Joint consent of the husband and wife, to the adoption, was required. In the case of a widow or a divorced woman, she had to be at least eighteen years older than the person adopted (12, p.39).

In the adoption law of 1923 in Denmark, the minimum age required of adoptive parents is twenty-five years and a child may be adopted in infancy. The law also states that a man may be granted a "Decree of Adoption" to adopt his illegitimate child. In other cases a decree to adopt relatives will be granted, depending upon the discretion of the granting authorities. In case of the death of the adopter, the adoptee has the same rights of inheritance as a natural child born in wedlock. However, "on request, exceptions from this rule may be made, and, furthermore, if the adopter has children born in wedlock, the inheritance
of the adopted child may be defrayed only from that part of the estate over which the adopter under Danish law can dispose under testament" (12, p.40).

In Japan adoption laws today are similar to most of the state laws in America.

Under Lenin's legislation in Russia, adoption was not permitted. In 1918, the Soviet Code forbade the adoption of even one's own illegitimate children or of the children of other people. Later the number of abandoned children rose to such proportion, and the demands of the people for the right of adoption was so urgent that the law changed. Adoption of infants and minors, under the present Code, is permitted. After adoption, the child in Russia has the same status with regard to inheritance as the natural offspring (12, p.40).

In China, according to the old Chinese custom which still prevails, when a person has no children of his own, the eldest son of his nearest collateral relatives by blood becomes his son. Prior to the time when the Chinese Communists took over the control of China, the adoptive parent had to be at least twenty years older than the person adopted. If the person to be adopted had not been brought up as a child of the adopter since infancy, adoption had to be effected in writing. The adoption of relatives was not forbidden by law. Unless it was otherwise provided by law, the relation between an adopted child and
his adoptive parents was the same as that between a legitimate child and his parents. The Chinese law, as a matter of caution, provided that, where either the adoptive parent or the adopted child was found living under unfavorable conditions, the court could terminate their adoption relationship. Where adoption relationship had been terminated by judicial order and the innocent party was thereby reduced to difficulties in livelihood, he could demand payment of a reasonable sum of money from the other party (24, p.142).

The old common law of England did not recognize adoption, strange as it may seem. Some lawyers attributed this to the peculiarities of feudal tenures or to the English temperament. Whatever the cause may be, the adoption of children was not legalized in England until 1926. Before that time indenture procedure was an accepted method of disposing of poor children. This system in which the child became a slave or a servant was different from another procedure in which a child was taken into the family to become a legal heir. The English procedure was elaborately embodied in an act of Parliament in 1927. The essential features of this act are: "All duties, obligations, and liabilities of the parent or guardian of the child are cancelled, and all such rights are transferred to the adopters as though the adopted child were a child born to them in lawful wedlock" (24, p.42).
Adopters in England must satisfy the court that they are suitable applicants, not under twenty-five years old and not less than twenty-one years older than the child to be adopted, except in the case of certain blood relations. The full consent of the parent or parents, and guardian, if any, of the child must be given. All inquiries and information given and used are strictly confidential and cannot be disclosed to parties other than those intimately concerned with the case. The public is not permitted to be present at the hearing of any adoption cases. In principle, the proceeding is one of strict privacy (12, pp.1-20).

In England, adopters who wish their adoptee to inherit property must make a will including and naming the child as legatee. Any benefit then passing to this child would be, either exempt from, or be liable only to the lowest rate of legacy or succession duty chargeable. The child gets nothing. Therefore, it is urged upon the adopters that such a document be executed at the time of adoption. No foreign home is accepted for an English child except the occasional American home where the child's position is legally protected under American adoption laws (12, pp.1-20).

Adoption customs among American Indians are well illustrated by the fact that there are practically no orphan children among many tribes. When a child is orphaned or abandoned he is immediately adopted by other members of
the same tribe (12, p.24).

The modern Jewish state of Israel recognizes adoption. Its law which, in many ways similar to the British, is in matters of personal status and family affairs linked with the Rabbinical, Moslem, or Christian courts. In Israel, the adopter may be man or woman, need not be childless, and may be of any age. The adoptee must be a minor. The child's parents may, by consenting to adoption, enable the court, at a hearing attended by all the parties, to transfer their powers over the child to the adopter. However, the consent of another person actually in charge of the child may be required in addition to, or instead of, parental consent.

In Greece, adoption is now governed by the Civil Code promulgated by the legislative decree of March 1940, which came into force in February 1946. Adoption is still considered mainly as a means of satisfying the desire of childless persons and couples, for children, without prejudice to the adoptee (12, p.29).

Trend in the United States of America

Adoption. Tracing the trend of growth and expansion of adoption in the United States is one of the most enlightening and interesting studies.

The adoption laws in the United States of America are quite different from those of older nations. They pay more
attention to the rights and welfare of the child as an individual and less to the property and privilege of the adoptive parent (23, p.7).

Each state has developed its own procedure and there are no two states with identical laws. No one state can be said to have a model adoption law, but some states approximate an ideal more closely than others.

Because of the fact that the colonists brought with them the principles of the English common law, adoption as such was not known in American legal procedure until about the middle of the nineteenth century. Earlier, adoption by a deed, certified and filed as in a transfer of property, was permitted in a number of Southern states. The first state to pass a specific adoption law was Massachusetts in 1851. By 1867, three additional states, Pennsylvania, Wisconsin, and Illinois, had done so (23, p.9).

Definite trends of child care and adoption in the United States are discernable. Care of children in almshouses and by binding-out or indenture belonged to an era long past, although vestiges of these archaic methods are still to be found in a few communities not so many years ago, and some may still be in existence (21, p.65).

The character of institutions for dependent children has changed greatly. Equally significant developments have occurred among child-placing agencies. For many years, and to a considerable extent today, placement in free homes has
been without the necessary protection of careful preliminary study of the child's needs and of the home into which he is placed. The system of binding-out or indenture led inevitably into free home placement devoid of these formal mechanisms supposedly designed for the protection of the child. These homes actually operated to relieve the agency or the community from the burden of financial and moral responsibility for the child (21, p.68).

Adequate supervision of free homes was almost entirely lacking in the early history of child-placing. During recent years this situation has changed radically. Free home placement, whose general use was limited only the generosity of sympathetic foster parents, is used mainly for children whose home ties have been broken by death of the parents or by court action, making the children eligible for adoption (32, p.20).

The adoption laws that were put into effect early in this country tended to provide a simple procedure whereby the person wishing to adopt a child merely had to petition the county court in the county where he resided and to state who had the custody of the child. If the parents were living, their consent was required. If the court was satisfied, the adoption was granted. Later laws were more specific as to the petitioner's residence. Some state laws required joint petition by husband and wife, and the consent of the child, if of a certain age. The legal
effects of adoption on all parties concerned were set forth; consent of a guardian was provided for when the parents were dead; provisions were added for the adoption of a child of either the husband or wife by a former marriage, and the illegitimate child of either (32, p.20).

Minnesota passed, in 1917, the first law requiring a social investigation of the proposed adoptive home. This called for a complete investigation and written recommendations to the court before which the proceedings were pending. It also required a probationary period of residence of the child in the home of the adopting parents, and specified that the record of the proceeding be closed and sealed.

Other states have followed Minnesota's lead, and the trend has been to make the laws more detailed in order to include special provisions to safeguard the interests of the child. Presumably, it is the practice of the courts to consider all petitions in the light of whether the welfare of the child will be promoted by granting the adoption (11, p.67).

In general, the legislation concerning adoption in the various states deal with the following: the parties to the adoption; the court having jurisdiction; the content of the petition; the age and residence of the petitioner; the consent and notice; investigation and supervision, and by what agency conducted; the hearing, probationary
residence period, the decree, and the closing of the records; inheritance rights; new birth certificates, annulment, and appeal. In some of these matters, there is considerable variation from one state to another, and not all states have made provisions regarding some of them (11, p. 68).

Foster family care. Historically, agency-sponsored foster family care was provided for dependent or neglected children. These were children whose parents were economically unable to rear them; or were considered so completely independent that parental rights were removed by court action (1, pp. 340-344).

For many years, the chief method of rearing children away from home was institutional care. With increased understanding of children's needs, significant changes have taken place in the practices of foster care agencies (1, p. 344). It is now recognized that every child needs to be, and has a right to be, in a family where he belongs.

During the past few years, boarding-home care has become an increasing resource of both private and public agencies. This form of care is used extensively for children of all ages, especially for those in need of services for the correction of disabilities or for developmental training. Recognition of the importance of this type of care and changes in the cost of living have led to
progressive increases in the amounts paid to foster parents.

Improved legislations relating to state licensing and supervision of child-caring agencies and institutions, and better administration of laws on the statute books, have resulted in raising the standards of foster family homes.

Problems of International Adoption

The recent years have brought impressive progress in international cooperation on behalf of children, and also among agencies throughout the world; even though these agencies are operating under different conditions at different stages of development in social welfare progress (14, p.205).

Such cooperation among agencies in different countries not only helps individual children, but produces an important byproduct in stimulating the concept of adoption as one of the best ways to care for children. In some countries in Europe, in Latin America, and in the Far East, where traditions are deeply rooted, the child welfare concept of adoption is still a recent one, and in some, adoption by relatives continued to be the only customary type (14, p.205).

The part of the International Social Service in adoption has been to create a link among agencies in
different countries operating in different cultural settings.

Citizenship is a vexed question and by no means is the adopted child's nationality everywhere the same as the adopter. If he remains a "foreigner," there can be no hope of concealment of the fact of his adoption.

In the foregoing discussion an attempt was made to describe the different practices of foster family care and adoption in selected countries. It is hoped that the study of the law, as well as the procedures, in the international field may cause responsible officials to review their hypotheses in regard to this specific area of child care.
Chapter III
PRINCIPLES AND LEGAL PROVISIONS GOVERNING
FOSTER FAMILY CARE AND ADOPTION IN OREGON

Before planning a program of foster family care and adoption for Egypt, it is necessary to review certain principles and legal provisions governing foster family care and adoption in a representative state such as Oregon.

Foster Family Care

Institutional versus foster family care. There is a growing recognition by authorities in the field that both foster family care and institutional care have a definite place in an over-all child care program (11, pp. 140-6). One of the developments in the move away from institutional care such as almshouses was the initiation of foster family placement in the United States. At the present time the child needing care outside of his natural home may either receive institutional or foster family care (11, p. 142).

It is now realized that the question is not one of institutions versus foster homes, but rather what kind of substitute care is best for the growth and development of each particular child. Institutions, in most cases, exist because there are children who need the type of care offered in group living. Foster home care, on the other hand, provides more nearly the "own home" situation in which the majority of children feel more secure and as a consequence
free to grow and develop physically, emotionally, and socially.

Generally, institutions can best serve the following groups (11, p.145):

1. The child who, because of illness or accident involving the parents, must be temporarily out of his home but who has such an emotional tie with his parents that it is difficult for him or the parents to accept foster parents. Such a child responds better in the impersonal atmosphere of an institution.

2. The child with behavior problems that are not understood and with whom the average foster parent cannot cope. For this child, the institution may be used as a study home where, in an objective, sympathetic situation, his temperament, desires, habits, and ideas may be observed in order that treatment and permanent beneficial plan can be worked out.

3. In addition to the groups of children mentioned, the physically handicapped child, the low-grade mentally-deficient, and the advanced delinquent are considered to progress favorably in institutions.

If the placing of a child in an institution does not seem to be advisable, then there are two other possible solutions, namely, placing the child in the care of relatives, or placing it in a foster family or adoptive family.
According to J. Bowlby, a noted British psychiatrist, a better solution for all age groups lies in getting the help of relatives and neighbors. Governments and voluntary bodies are slow to support children in foster families and relatively quick to spend money on institutional care. A similar lack of wisdom in spending money is shown when children are cared for without effort being made to get relatives to act as substitute parents. However, discretion must be used before employing relatives. If they are complete strangers to the child their value is thereby greatly lessened. Nevertheless, close relatives known to the children are far more likely to have a strong sense of obligation to them than are strangers, and the value of familiarity to the child is boundless (2, p.245).

**Basic principles of foster family care.** If the wisest plan seems to be to place the child in a foster family, then the following are among the fundamental principles that should be observed (30, p.3):

1. Psychological and social study, together with experience, combine to reaffirm the fundamental values of family life for a child in his own home. Children should be cared for away from their own families only after efforts to bring about favorable conditions within the home for the wholesome development of the child (30, p.3).

2. Before placing the child in a foster family home, the first responsibility of every child-placing agency is
the prevention of family breakdown and the conservation of wholesome family life for children. This involves understanding of the general economic and social conditions which determine the stability and character of family life. Among the other responsibilities of the agency are cooperation with other agencies in combating conditions which lead to family breakdown, and provision of those services (including needed financial assistance) which may help to strengthen and preserve the family unit.

3. In general it is accepted that care of the child away from his own family is justified under the following conditions:

a. If no real home exists, as in the cases of complete orphans without relatives, foundlings, or some children born out of wedlock.

b. Where financial aid and case work service have not assisted the parents sufficiently for them to meet the child's needs.

c. Where the child may have already developed serious health, behavior, or personality problems which the family is unable to handle, or which can be treated only in a different environment.

d. Where problems arising out of the child-parent relationship may require a period of separation in order that necessary treatment may be determined and carried out.

4. That the child should receive good physical care and shelter is a minimum requirement for his well being. Wholesome personality development is dependent not only on good physical care and shelter but also through satisfying child-parent relationships. Surroundings in which the
child may experience love, understanding, happy childhood activities, spiritual guidance, stability, and achievement are conducive to security and emotional growth. Child care and training should be directed toward helping the child to become independent, mature, and capable of eventually assuming adult responsibilities as a parent and member of a democratic society (30, p.4).

Procedure in foster family placement. The procedure prior to placing a child in a foster family home consists of the following preliminary steps (30, pp.4-7):

1. Certification and supervision of foster homes. The Oregon State Public Welfare Commission has statutory responsibility for the certification of foster homes for children. However, responsibility for taking applications, making foster home studies, recommending terms of the certificate as to number, age, and sex of children who may be accepted for care, and supervising certified foster homes has been delegated to the individual county public welfare departments.

Foster parents may be considered an adjunct to the staff as the foster home is a channel through which the county public welfare department carries out its responsibility to the child. There should be a clear interpretation to the foster parents of their functions and also of the functions of the county public welfare department. The
county public welfare department has continuing responsibility for the child in the foster home, for planning for the child, for contacts with the natural parents and family, and for any decisions which affect future plans for the child.

2. Home-finding. Every child who must leave his own home and has no relatives to care for him is entitled to the kind of foster care he needs. Therefore, the county public welfare department should have a sufficient number of foster homes studied and certified so that it will be possible to select the home best adapted to a particular child.

There are many methods of locating foster homes. Newspaper articles and radio announcements are often utilized as publicity media in home-finding. These may take the form of general appeals for additional foster homes or requests for homes for individual children. In addition, personal contacts with ministers, school principals and teachers, 4-H club leaders, county agents, home demonstration agents, and group workers will be helpful in locating new homes.

Experience has shown that successful foster parents are one of the best sources of new homes. The interest and satisfaction they find in caring for children often stimulates the interest of friends and acquaintances, and their understanding of what is involved in foster care may
result in more selective referrals.

3. **The foster home record.** It is essential that pertinent and significant information be secured and evaluated on every foster home before a decision can be made regarding its suitability for a foster child. In order that this information may be of use in future planning for the placement of children, it must be recorded on appropriate forms. In addition, the foster home record in the agency should contain the following:

   a. Original study of the case.

   b. Evaluation and recommendation.

   c. Record of all placements and removals, including name and birth date of child, date removed, reasons for success or failure of placement.

   d. Annual and other re-evaluations.

   e. Closing summary when certification is discontinued, specifically stating why the home is no longer available for use.

4. **Intake interview.** The first interview with prospective foster parents is an important one, since it will set the pattern for further work with the family. There are advantages to holding this initial interview in the office of the agency, and arrangements should be made, whenever possible, for both prospective foster parents to be present.

   This interview should be explorative and definitive, serving as an exchange of information between the applicants and the county public welfare department. The goal
of this interview is a mutual decision as to whether or not an application for certification should be made and the study continued. Interpretation should be given regarding the physical and emotional needs of the child for whom foster care is needed; the problems he may present in behavior and adjustment; and his relationship to his own parents and siblings. The applicants should understand what is involved in a foster home study, why the worker will need to become acquainted with them and their home, the necessity of securing medical and sanitation reports, and the use of references.

It will not, of course, be possible to secure more than an impression of the applicant in the first interview. Of primary importance are the applicant's reasons for wanting children, since their motivations are a vital indication of the kind of people they are and what they have to offer as foster parents.

5. **Continuing study.** The foster home study is a continuation of the intake interview and the total study should give a clear picture of the foster family. It should be based on a series of planned interviews. Its purpose is not only to obtain factual information regarding the foster family and the home but to observe family relationships and attitudes which are of major importance in the success of a foster home. As a result of mutual participation in the study, the applicants should gain an
understanding of the responsibilities of the agency and their own future responsibilities as foster parents, and the caseworker should gain an understanding of the family's ability to meet a child's physical, emotional, and social needs.

The study should include material regarding the size and make-up of the foster family, each individual's age and sex, appearance, nationality, religion, education, occupation, and earnings. Information as to the present health of each member of the family should be obtained, as well as a general health history.

During the foster home study information should be obtained about the physical aspects of the home. The sleeping arrangements planned for foster children should be seen to determine their conformance to the standards set forth in the rules and regulations for foster home certification. Standards of housekeeping and adequacy of furnishings should also be observed as they relate to the comfort and well-being of members of the household.

Information regarding the neighborhood and community in which the home is located should be included in the study. The position of the family in the community will also be of importance as it affects the acceptance of the child in his new environment. Accessibility as it relates to schools, churches, medical care, recreational facilities and supervision may determine the usability of the home
for placement of certain children.

6. References. Carefully selected references should enable the county public welfare department to increase its understanding of the applicants as potential foster parents. The choice of references made by the applicants is of great significance. Information given by the reference is evaluated in terms of his relationship to the family, and his opportunity to know the family intimately. Professional persons are generally able to evaluate their knowledge within the framework of their own field and to respond to the agency's need for frankness.

7. Evaluation of the foster home. The evaluation of the foster home is a summing up and weighing of the strengths, weaknesses, or limitations of the home, as revealed during the study. It includes recommendations regarding the following: the use of the home; i.e. number, age, sex, and personality of children for whom the family is best adapted. The kind of care to be given whether emergency and temporary care or full-time care. Finally, whether or not the home will be used by the county public welfare department.

Placement of the child in the foster family home. After certain preliminary steps have been taken, the decision of whether to place a child with a foster family still remains. Among many factors which may make it
inadvisable to place the child, the following may be mentioned (11, p.98):

1. A mother who insists on immediate placement because her ambivalence makes her fearful that she may not carry out her decision if she were to have time to think it over.

2. The parent who may feel guilty because of rejection of her child. Such a mother cannot tolerate affection between herself and the child, and at the same time she prevents the child from relating to a foster mother.

In making placement plans for a child, it is important that the parents and the child participate. Their attitudes and feelings about placement and their relationships and wishes should be taken into consideration, as they will more fully accept a plan in which they have had a part. Generally, foster family placement is a constructive alternative to leaving the child in his own home, under certain conditions as when (11, p.97):

a. There is obvious need due to illness of the mother, with no available resources; death of parents; alcoholism or mental deficiency of parents.

b. A parent projects her own emotional problems onto a child and cannot be helped to see her part in the child's problem.
c. A parent and child, despite the understanding of what separation means, find that they cannot work out their problems in a family unit.

d. A parent requires separation from her child to solve her personal problems alone.

e. A parent's sense of inadequacy is due to an identification with her own inadequate parents, and this sense of inadequacy is too deeply rooted to yield treatment.

f. A parent's immaturity precludes the child obtaining a minimum security.

g. Parents' unconscious motivations dominate their relationship to the child (11, p.97).

In Oregon, foster family care has proved to be most useful in helping the disturbed or maladjusted child to overcome some of his conflicts and problems. Children legally defined as delinquent are usually children who have lacked security and a stable situation (11, p.98). The deprivation may have been economic or emotional. Whatever the cause, the child has felt rejected and insecure and in his frustration has struck out against authority. Formerly a child like this was considered an institutional problem, but with greater understanding of the underlying causes of behavior, it is now thought that what he needs is a normal home life where he can feel a sense of personal security and adequacy, and where he can have opportunities for
physical care, recreation, and education.

With knowledge of the child and his family, the worker selects a specific home for a specific child. It is essential in selecting a foster home that careful consideration be given to the religious faith of the child and his parents as no child should be placed with foster parents of a different religious faith, except with the written consent of his own parents or guardian.

It is important that foster parents be prepared for placement. This is the responsibility of the caseworker. This preparation will include a discussion of the child's personality, health, and individual needs. It is not wise to withhold information regarding a child's behavior and emotional problems. Too often this results in having to replace the child, and this is traumatic experience for him. There needs to be a definite understanding with the foster parents and the child's parents in regard to visiting, board rate, purchase of clothing, and medical care. The child should understand what the arrangements are for visiting with his own parents. There may need to be some interpretation of the personalities and characteristics of the child's parents.

Placement is more likely to be successful when there has been a careful consideration and determination of the needs of the child; when a foster home has been selected because it appears suitable for the child in question; and
when the child, his parents, and foster parents have been prepared for the placement (30, pp.1-7).

**Supervision.** When foster parents are caring for children placed by the agency, supervision will be on a continuing basis with the frequency of visits determined by the child's needs and adjustment. Effective supervision depends upon an understanding between the foster parents and the worker of their respective roles with regard to the child.

The worker should give the foster parents an opportunity to tell voluntarily what they consider is significant about the child's adjustment, whether it is disturbing or encouraging. At times, the worker may need to encourage the foster parents to talk about the child by asking questions relative to his adjustment, interests, health, school progress, and companions. Information regarding the frequency of visits by the child's parents and relatives, and the reaction to the visits on the part of the child and the foster parents should be secured (30, p.8).

**Re-evaluation.** An annual re-evaluation summary of the foster home should be made and recorded prior to recertification. In addition, an evaluative statement should be recorded when a child is removed, when responsibility for supervision of the foster home is transferred to another worker, or when a certificate is cancelled,
Adoption

Basic principles. Adoption is a serious step to all persons concerned. It will determine the entire future of the child since it severs his ties with his natural parents and relatives permanently, and transplants him into a new family where he will remain until he is grown. There he will receive the care and treatment which will influence the kind of an adult which he will become (27, p.3). To natural parents, adoption means relinquishing their child forever without the privilege of seeing him or even knowing his whereabouts. To the adoptive parents, it means undertaking the care and nurture of a child who will become a permanent member of their family and to whom they will have the same obligations as a child born to them.

Since the real purpose of adoption is to see that a particular child is placed with adopting parents who are able and willing to provide for his development, it becomes necessary to review some of the basic accepted principles of adoption.

To protect the child, the natural parents, and the adopting parents in the adoption process, the following principles should be observed (24, p.68):

a. The termination of parental rights is as important as the establishment of new parental ties by adoption and should be as securely safeguarded.
b. Placement for adoption should be made only by an agency authorized to make such placements by the state department of public welfare.

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

d. In every proposed adoption of a child the court should have the benefit of a social study and a recommendation made by the state department of public welfare, or by a local department of public welfare, or other public or private child-placing agencies designated by the state welfare department.

e. Consent to adoption should be obtained from the 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.

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

g. A period of residence in the adoptive home, preferably one year, should be required before the hearing on the petition, so that the suitability of the proposed adoption may be determined.

h. In the event a final decree is not entered, provision should be made for the removal of a child from a home found to be unsuitable and for his care and guardianship after his removal.

i. Safeguards should be provided in related laws, such as those affecting relinquishment of parental rights, regulations of child-placing services, and determination
of guardianship and custody of children. These safeguards would assure the welfare of the child in all such matters and would define the rights and obligations of parents.

**Legal and social aspects of adoption.** In addition to the general principles underlying adoption, it becomes necessary to point out certain legal and social aspects which need to be recognized and applied in adoption.

An adoption law should promote the best interests of the child and should safeguard the rights of his natural and his adoptive parents. Effective adoption procedure will reduce to a minimum the hazards that now surround adoption in many places and should also bring about a wider use of the legal safeguards to which children without families of their own are entitled (5, p.14).

Court decisions invalidating adoptions because certain provisions of the law have not been complied with, point to the need for great care in framing an adoption law and in defining the procedure.

A child who must be provided for, by others than his own parents should be assured of a home that will offer full opportunities for sound physical, mental spiritual, and emotional development. To this end adoption laws provide for a social study of the prospective adoption home and for a period of residence of the child in the home under the supervision of an agency qualified to place
children, in order to make sure that the home is suited to the child and the child to the home (5, p.15).

The unfortunate results of inadequate laws and of lack of essential adoption procedures have been presented forcefully in reports on studies of adoption made in various parts of the United States. Infants of unmarried mothers are especially in danger of being exploited by commercial organizations and by individuals who do not realize the harm indiscriminate placement can do or who profit financially from the adoption transaction. Various studies have shown that approximately one-half of all adoptions concern children born out of wedlock. In many instances the child has been removed from the custody of the mother very soon after birth and, in some cases, the mother has relinquished her rights even before the birth of the child (5, p.15).

Laws relating to the welfare of children cannot stand by themselves. The standards and principles essential for full protection of children must be the firm foundation of the network of statutory provisions benefitting children. Therefore an adoption law, though dealing with a specific area of protective legislation, depends upon many other legal provisions and practices for its effectiveness as an instrument to safeguard children (21, p.140).
Adoption procedure in Oregon. Before attempting to discuss adoption procedure in the state of Oregon, it is necessary to review some preliminary steps taken prior to the child's placement in the adoptive home (27, pp.1-8).

Who may adopt? Any person may petition to adopt a child. A single person may file a petition, but if a married person petitions, the husband or wife must also join in the petition.

How may a child be obtained for adoption? The law in Oregon provides that children may be placed in adoption only by relatives of the first and second degree and by licensed child-placing agencies.

The Oregon State Public Welfare Commission recommends that persons seeking a child for adoption make application to a licensed child-placing agency, since such an adoption offers certain protection to the child and the adoptive parents.

Role of agency.

1. An agency does not place a child until he is legally available for adoption, and the parents of the child have relinquished him to the agency or their rights have been set aside by a court. The agency then consents to the adoption. In this way there is no opportunity for the natural parents to learn where the child has been
placed or to attempt to contact him at some future time.

2. The agency's study of the child and his parentage may reduce the risk that the child may develop a serious physical or mental difficulty.

3. Through study of the child and the adoptive parents, a child-placing agency will consider the wishes of the adoptive applicants and try to find a child whose physical characteristics, mental capacities, personality, and religious background will be acceptable to them.

4. The licensed child-placing agency requires that a child may live with the adoptive parents for six months or a year before the adoption may be completed. During this period, the agency maintains contact with the adoptive parents and the child in order to assure that the placement is a happy one for all concerned. Any difficulties presented by the child in the adoptive home may be discussed with the agency representative who will be able to assist in meeting these problems. If the child should fail to develop normally, the agency will receive the child into its custody again and care for him until another plan is made.

Consents to adoption. The law in Oregon provides that a consent to an adoption may be given by (27, p.7):

a. A licensed child-caring agency which has custody of the child through the relinquishment of the parents.

b. Parents of the child or the survivor of them.
c. The guardian of the child, if neither parent is living.

d. Next of kin if neither parent is living.

e. In the absence of next of kin or parents, the court may appoint a next friend of the child.

f. In the adoption of an illegitimate child, only the consent of the mother is required.

g. In instances where the legal custody of the child has been awarded in divorce proceedings, the consent of the person to whom custody has been awarded is required; but the other parent must be served with citation as provided by law and given an opportunity to be heard on his objections to such adoption.

Procedure. Persons who have obtained a child must petition the court for the adoption. The petition may be filed in the county where the adopting parents reside or in the county where the child, the child's natural parents, or legal guardian, reside. In filing an adoption petition, it is advisable for the adoptive parents to secure the services of an attorney who takes care of all the legal aspects of an adoption.

A copy of the petition for the adoption is served on the administrator of the Oregon State Public Welfare Commission who is authorized by Oregon law to make an investigation of the suitability of the adoption (27, p. 7).
When the child has been placed by a licensed agency, the Oregon State Public Welfare Commission does not make an investigation of the adoption since the agency makes the adoption study and sends the information for the adoption report to the Oregon State Public Welfare Commission.

In all other adoptions, the Oregon State Welfare Commission requests that the county public welfare commissions in the counties where the adoptive parents and the natural parents reside make the adoption study. The county public welfare commissions obtain information regarding the adoptive parents' health, emotional stability, personal integrity, and ability to provide for the child, and other information that would help the court decide on their suitability as adoptive parents (27, p.8).

Information is also secured from the child's own parents regarding the child's physical and mental development and family background to help the court decide whether he is a proper subject for adoption.

During the adoption investigation, the Oregon State Public Welfare Commission obtains and verifies all vital statistics concerning the child, his parents, and the adoptive parents. This information is important since it often establishes the legality of an adoption. Verification of the marriage of the parents and their previous marriages and the termination of those marriages determines who must give consent to the adoption of a child.
When the adoption study is completed, the Oregon State Public Welfare Commission compiles a report which is sent to the court where the adoption petition is pending for the use of the judge in making a decision on the adoption.

The law permits the Oregon State Public Welfare Commission thirty days within which to make this study and to send the report to the court. However, if necessary, the court may allow additional time for the filing of the report (27, p.8).

Court hearing. When the report of the Oregon State Public Welfare Commission has been received by the court, the attorney for the adoptive parents may set the date for the hearing of the petition before the judge. This hearing is private and no one may be present except the adoptive parents, their attorney, and the child. At this time the judge may enter a decree of adoption and the child becomes permanently the child of the adoptive parents. All records of the adoption are then sealed and filed and cannot be opened to anyone except by an order of the court (28, p.17).

Legal status of the adopted child.

Birth certificate. As soon as an adoption decree has been entered, the county clerk in the county where the adoption has been heard sends a copy of the
decree to the Oregon State Board of Health or the state board of health in any state where the child may have been born. In Oregon, the adoption decree and the original birth certificate for the child are sealed and may not be opened except upon order of the court or upon the request of the adopted person when he has reached legal age.

A new birth certificate is registered for the child under the name of his adoptive parents. This new birth certificate is available to the child or his adoptive parents on request immediately after the adoption has been completed. (28, p.18)

**Inheritance rights.** An adopted child in Oregon may inherit from his adoptive parents (28, p.18).

**Citizenship.** Citizenship of an adopted child is not affected by his adoption; that is, a Canadian child does not become a citizen of the United States if adopted by an American family (28, p.19).
Chapter IV

AN EVALUATION OF FOSTER FAMILY CARE AND ADOPTION SERVICES IN THE STATE OF OREGON

In planning a program of foster family care and adoption for Egypt, appropriate consideration should be given to the discussion and evaluation of corresponding programs in Oregon.

Evaluation of existing programs presented in this chapter is based to a large extent on the Oregon Child Welfare Survey made by the Child Welfare League of America in 1951, and also on the findings of the City Club Committee on Oregon's Adoption Laws and Procedures made in 1953.

Foster Family Care

Development. Despite great efforts to preserve and strengthen family life and prevent family breakdown, there are in Oregon, as elsewhere, children who require full-time care outside their homes (6, p.50).

Special recognition and credit for the development of foster family care should be given to Oregon's public welfare agencies. Among these agencies mention should be made of the former State Relief Committee which ceased to exist in 1939, and the present Oregon State Public Welfare Commission. The latter exercised leadership in organizing and developing foster family care, "a service in which
private child welfare agencies have pioneered in many other sections of the United States (5, p.51)."

It is interesting to note that the history of Oregon's foster family program shows that prior to 1933, the Child Welfare Commission urged private agencies to provide services to enable children to remain in their homes. If, for any reason, foster care was deemed necessary, the placement of more children with foster families who would care for them free of charge was strongly recommended. Instead of relying completely upon institutional care, the Commission urged the placement of more children by private agencies in work or wage homes. These placements constituted the development of boarding home care in Oregon, as in other states (5, p.53).

However, prior to 1933, most private agencies continued to concentrate their programs largely upon institutional care. The Child Welfare Commission was still encouraging these agencies to develop foster home programs, at the same time calling their attention to the need for adequate funds and trained personnel, if such programs were to be developed with adequate standards. The Boys and Girls' Aid Society was the only private agency to close its receiving home, placing its children instead in temporary foster homes (5, p.53).

The next development was the concern about conditions in unsupervised foster homes, which led to the adoption of
the first foster home certification law in 1933. This statute was subsequently declared unconstitutional, but in 1939 a new law was passed, which, as amended in 1941, applies today (5, p.54).

In 1939, the Child Welfare Commission ceased to function as an independent agency and became a part of the newly established Oregon State Public Welfare Commission. The latter provided for a system of county welfare departments, as well as for a system of state and county financed public assistance, including funds for the placement and care of dependent children in foster homes (29, p.15).

Role of the agency in foster family care. The combined programs of public and private agencies represent all the basic types or varieties of foster care services, namely: boarding home placement, adoption, free homes, work or wage homes, institutional care, temporary emergency or detention care. Public agencies are maintained entirely by tax funds. All but one of the private agencies, the Jewish Family and Child Services, receive tax funds in the form of state and county aid in addition to income from other sources.

In the following paragraphs, an attempt is made to review briefly programs of foster family care in the following agencies: Multnomah County (Oregon) Juvenile Court, Children's Department of the Oregon State Public
Welfare Commission, the Catholic Charities, the Boys and Girls Aid Society of Oregon, the Albertina Kerr Homes, the Waverly Baby Home, and the Jewish Family and Child Service.

Multnomah County Oregon Juvenile Court. The philosophy of the Court is that of personalized justice. The Multnomah County Juvenile Court conforms to this ideal. The casework process to be helpful has to be objective, but not in the sense of being apart or removed from the child. Besides having the usual functions of a juvenile court, it places some dependent and neglected, as well as delinquent, children in foster homes.

In the study of the child's case, the home situation may prove to be an unhealthy one, at least temporarily so, in which case the Court may feel that the child's immediate needs can best be met by placement in a foster home rather than a return to his own home. If this is the situation, this part of the plan is referred to the Catholic Charities, if the child is Catholic, or to the Children's Department, Multnomah County Public Welfare Commission if the child is non-Catholic.

There may be instances where the child's problem is of such a serious nature that neither of the public nor private agencies may be able to accept him for foster care. However, the Court may still be of the opinion that the child needs the benefits of a foster home rather than
care provided by an institution. For this type of case the Court maintains a small, but effective, foster home program. This is a very specialized program since court foster homes are used exclusively for maladjusted children who come before the Court. Careful study is given the qualifications of the foster homes in their selection. Close supervision is accorded each placement made. If the child is to be placed in a court foster home, he is placed in the one that appears best able to meet his particular needs.

The Court has a total of fifteen foster homes and during 1953 sixteen boys and ten girls received care in these homes. Most of the foster homes are outside of the city and several are in a completely rural setting.

The Children's Department of the Oregon State Public Welfare Commission. The Oregon State Public Welfare Commission is responsible for various programs of public assistance and child welfare services in the state, and also for certain other functions specified in the law.

The child welfare services of the Commission are carried on through its Children's Department located at Portland headquarters. This Department, among other duties, is responsible for licensing and supervising private child welfare agencies, for certifying foster homes, and for administering state aid payments to voluntary child welfare agencies.
The Children's Department gives service in behalf of an average of 1203 children per month. Approximately 167 new children's cases are accepted each month. Requests for service come from the following community agencies and other organizations:

a. The Multnomah County Juvenile Court
b. The District Offices of Multnomah County Public Welfare Commission
c. Women's Protective Division of Portland Police Department
d. Other social agencies in Portland, throughout Oregon, the nation, and foreign countries

Of the 1203 children under the care of the Children's Department of the Oregon Public Welfare Commission, approximately 30 per cent live with their own parents or with relatives. The Department also has 385 certified foster homes for children needing foster care.

The Catholic Charities. The Catholic Charities is the only state-wide agency in the Archdiocese of Portland. It centralizes all Catholic social service, family welfare or counseling, youth services, and child welfare services including foster family placement.

The foster family program which was formally set up in 1941, is designed to provide care for Catholic children in the homes of Catholic families. According to the
license granted to Catholic Charities, by the Oregon Public Welfare Commission, it is the responsibility of this agency to investigate and approve all foster homes used by it. This agency's requirement that the home be of a Catholic family is based on the idea of cooperation with other agencies who make placements of non-Catholic children in non-Catholic homes. In this manner, duplication of programs and efforts is avoided.

The Catholic Charities define the foster family home as a private home which has been approved by Catholic Charities, and into which a child is placed with the condition that a certain sum will be paid for his care. In all these cases, medical, dental, hospital care, and clothing needs are provided by the agency. Girls and boys over seventeen years of age who wish to continue their high school course of study may be placed in wage homes where they will receive a small monthly wage from the family plus their board and room in return for the performance of certain household duties. Some children are allowed to go into free homes where the members of the family are usually relatives of the child.

All applications to board children are made through the proper social worker in the Catholic Charities. An investigation is then made to determine the qualifications of the family to care for children; home visits are made to discover the atmosphere and standards of living
maintained by the contemplated foster family in order to assure that normal family life in healthful and wholesome surroundings will be supplied the child. The family making application must supply references of people in their community. Catholic Charities' requirements include the testimony of the family physician certifying that members of the household are free from communicable and contagious diseases. The boarding family is also given a thorough analysis of the child they are planning to care for. After placement, the worker continues to make supervisory visits to the home. These visits are in the nature of a check-up on the child's well-being, as well as to clear with the foster parent any difficulties or problems that may arise. The agency at all times is legally responsible for the welfare of the child, and, therefore, finds it necessary to be certain that the best possible attention is given its wards.

On December 31, 1953, there were 177 children in foster homes, an increase of 29 children over 1952. It is felt by officials of the agency that there is a tremendous shortage of foster family homes, especially for children with individual or emotional problems, maladjusted adolescents, and children of mixed racial background.

The Boys and Girls Aid Society of Oregon. The Boys and Girls Aid Society of Oregon with central offices in
Portland is a non-sectarian agency which, at present, is concentrating upon adoption services throughout the state. In addition, the Society is continuing care in foster family homes of certain children who remain in charge of the Society. This agency changed its emphasis to adoption services a few years ago. At that time many children in foster family homes were transferred to other child-caring agencies in the state. If temporary care was needed, the agency worked with the child and his parents with the view of his early return to his own home.

In addition, the Society is developing a program of foster home care for younger, unmarried mothers. During 1954, there were:

- Children and unmarried mothers in foster family homes maintained by the Society: 333
- Children already in foster boarding homes when the year began: 90
- Children entered foster family care during the year: 243
- Children left foster family care during the year: 253

**Albertina Kerr Homes.** This agency was formerly known as the Oregon Protective Society. Licensed by the State of Oregon, Albertina Kerr Homes is a non-racial, inter-denominational, charitable agency.

The Nursery is an institution for the care of dependent and neglected infants and preschool children.
under five years of age. In addition to institutional care, the agency provides foster family and adoption service for children. The majority of children served are from the Portland area, received either on court commitment or on personal application. During the fiscal year 1954, twenty-nine children were received by the agency. Of this number, three were court committed. Forty children were placed by the agency in foster family homes during that year.

Waverly Baby Home. The services of this agency are extended to children received on court commitment or voluntary placement throughout the state. These services consist of institutional care as well as foster family care. Average number of placements in foster family homes during the fiscal year 1954 was fourteen children. The home is non-sectarian and provides care for children from infancy to five years of age, most of whom are either physically or mentally handicapped.

The Jewish Family and Child Service. The Jewish Family and Child Service is one of ten constituent agencies of the Federated Jewish Society, a nationwide organization. This agency is authorized by the state to receive and care for Jewish and part Jewish dependent children from birth to twenty-one years of age. Services are concentrated, either in supervised family homes or in adoptive homes.
Since the year 1945, and up to the present time, ten children were placed in foster family homes.

**Summary.** The purpose of the foregoing descriptions was to give the reader an insight into the scope of services rendered by private and public agencies in the specific area of foster family placements.

In 1951, the average percentage of children receiving foster family care and adoptive services was 66 per cent, as compared to 34 per cent receiving institutional care in Oregon. The trend appears to be that more children are being cared for by foster families than by other methods. This is in line with the national trend. Significance of such a trend lies in the fact that it fits with the principle that, for many children requiring foster care, placement in foster family homes "offers the most favorable conditions for normal development" (6, p.39).

To summarize quantitatively the services mentioned above, it is estimated that private agencies care annually for an average number of 243 children in foster family homes. Public agencies care for approximately an equal number. The foster home department of the Waverly Baby Home has devoted a negligible part of its program to foster home placement with an average of six to ten placements in foster homes per month. Albertina Kerr Home places an average of forty children yearly in foster family

**Evaluation of the foster family program in Oregon.** Evaluation of programs of foster family care in Oregon may be based on two major goals set up by the Oregon Child Welfare Survey. These goals are: (1) Improving the quality of foster family care, and (2) expansion and development of such services.

**Improving quality of foster family care.** Improving the quality of foster family care may be accomplished by the following:

1. More workers qualified through graduate social work training in child placing are required to staff Oregon's foster family services, both private and public (6, p.50).

2. The process of selecting and developing an adequate corps of foster homes should be improved by all agencies (6, p.50).

3. The Oregon State Public Welfare Commission, primarily through its Child Welfare Division, should continue to emphasize the promulgation and adoption of
higher standards or criteria for foster homes. It should also continue to enlist the participation of other state departments as well as private agencies in the endeavor (6, pp.55-60).

4. Selection of a particular foster home for a particular child on the basis of the child's needs and the ability of the foster family to meet them might be better assured by:

a. Classification of foster homes according to their best for children of certain ages, or of either sex, or children with special problems.

b. Placement conferences, in which all staff members having knowledge of the foster home and the child's situation participate.

c. Periodic evaluation of foster homes, involving the maintenance of appropriate records of foster families.

d. Preparation of the child and the foster family for the placement (6, pp.61-69).

Expanding the foster family program.

1. The rapid growth of Oregon's population can be expected to result in increased need for foster family care, hence, the Oregon State Public Welfare Commission should expand its foster family program to meet the increased need for this type of care (6, p.69).

2. In some cases infants and preschool children, now being cared for in the institutions of the Waverly Baby Home and the Albertina Kerr Home, should be transferred to foster family homes through an extension of the
foster family services of these or other agencies (6, p.69).

3. Dependent and neglected children and certain children adjudged to be delinquent, now being placed in foster homes or detention homes by courts, should be transferred instead to county public welfare departments or appropriate private agencies. These agencies and departments should become equipped to assume this service which should be the responsibility of an administrative agency rather than a judicial body (6, p.70).

Adoption

The following section of this chapter deals, first, with a critical analysis of the general services rendered by adoption agencies in the state of Oregon; second, a brief summary of statistical data bearing on the extent of adoption problems in the state of Oregon and third, an evaluation based on the City Club Committee on Oregon's Adoption Laws and Procedures.

Present services. The demand for children to adopt exceeds the number of children available for adoption. This is true in Oregon as in all other parts of the country. Adoption of children by families unrelated to them is presently occurring in Oregon at the rate of approximately 600 per year. Thus, it can be assumed that in the next ten years some 6,000 additional children will
be living in adoptive homes (7, p.6).

Sound adoption procedure requires that an adoption agency act as a third party intermediary between the surrendering parents and the adoptive parents. In Oregon, today, the licensed child-placing agencies play the role of such intermediary in the adoptions which they handle. It is appropriate to examine the number and caliber of the services furnished by the Oregon agencies in this field.

For the year which ended June 30, 1951, the agency adoption petitions amounted to 207 out of a total of 658 petitions for independent adoptions filed in Oregon. Of these 207 petitions, the Boys and Girls Aid Society filed 125; Catholic Charities, 28; Albertina Kerr Home, 27; and Waverly Baby Home, 27. The Jewish Family and Child Services filed no adoption petitions in that year (7, p.8).

Since the Jewish Family and Child Services handle a negligible number of adoptions, only the remaining four agencies can be said to be actively engaged in furnishing adoption services in Oregon (7, p.8).

The Boys and Girls Aid Society of Oregon is regarded as "the adoption agency serving all communities in the state" (6, p.67). The Society has developed an excellent system of foster homes to provide boarding home care for the child pending placement with the adoptive parents. This agency's director and staff have shown considerable initiative in scrutinizing and attempting to improve the
agency's procedures. The Society places as many children for adoption as all other private agencies combined. In the fiscal year of 1953, 140 children were placed in adoption by this agency.

In 1950, the Boys and Girls Aid Society of Oregon put into effect a method of handling applications which eliminated the long waiting list. This solved some immediate practical problems, but more important, it brought with it a change in perspective and showed a way to give better service to the applicant without losing sight of the agency's responsibility to the child.

This method was developed by the agency to provide a framework within which the large volume of adoptive applications could be handled with economy of time and energy. Also, it was important to develop a method whereby families whose services were not needed for the children could be notified of this fact as promptly and constructively as possible. The change provided for a periodic check which would keep the waiting list proportionate to the number of children to be placed. All families would know within three months after they applied whether or not their applications could be continued and they would learn within six months to a year whether or not a child could be placed with them. One of the advantages of this plan is that applicants are actually helped from the beginning to prepare themselves for possible disappointment. Emphasis
is placed on the Society's duty to "screen in enough suitable applications to find homes for children."

"Screening out is not a rejection but an unavoidable necessity" (6, p.96). This plan has also resulted in a basic acceptance by the agency staff of the adoptive applicant, his right to apply, his right to fair and impartial consideration, and his right to participate in the planning.

Catholic Charities is also cited by the Oregon Child Welfare Survey as "striving to achieve accepted standards of an adequate adoption program" (6, p.96). The agency accepts applications only from families where both parents are practicing Catholics. The total adoption resources of Catholic Charities are needed in an amount greater than that now provided. As a consequence, its services should be strengthened and expanded (6, p.97). The chief recommendation of the Survey was that the agency employ immediately a trained staff for its adoption services. In response the Catholic Charities employed during July, 1952, a professional trained social worker who devotes her entire time to adoption work.

The adoption programs of Albertina Kerr Homes, and Waverly Baby Home were subjected to some criticism in the Oregon Child Welfare Survey (6, pp.96-97). Criticisms included: lack of professionally trained personnel in the adoption field, emphasis on institutional rather than foster home care for children, failure to provide all the
safeguards which are required by approved adoption standards (6, pp.96-97).

**Conclusion.** Based on the findings of the Oregon Child Welfare Survey and the City Club Committee on Oregon's Adoption Laws and Procedures, the following suggestions are directed to the child-placing agencies in Oregon (6, pp.96-97):

1. Agencies should analyze their adoption procedures and policies to make sure that their standards for adoptive parents and of adoptable children are not unduly rigid.

2. Agencies should keep in touch more consistently with their waiting list of applicants and, as tactfully as possible, allay the dissatisfaction of such applicants.

3. Agencies should collectively work out a program designed to explain to the public the problems involved in the placement of children for adoption and the agencies' methods of solving these problems. Such a program should include the use of radio and newspaper interpretation on a continuing basis; the preparation and distribution of material specifically designed for special groups, i.e. physicians, attorneys, ministers, and educators.

4. Since the failure of one agency to maintain proper standards of adoption procedure will color the public's impression of an attitude toward all agencies, any agency doing substandard work should be pressed and
assisted by the others to raise its standards to the proper level.

**Extent of adoption problems in the state of Oregon.**

Increased public acceptance of adoption in the past fifteen years has brought a vastly increased demand by prospective adoptive parents for children, so that today there are many more people seeking children than there are children available for adoption (7, p.19). Percentagewise the increase from 1935 to 1951 was 265 per cent.

There is also a very marked increase of so-called independent placements in Oregon. An independent placement is one made without the aid of one of the child-placing agencies licensed by the Oregon State Public Welfare Commission to place children for adoption. For the year ending in 1935, it was found that agency petitions filed for unrelated adoptions amounted to 77 out of 145 petitions or 53 per cent of the total in that year. In 1940, the agency petitions amounted to 72 out of 180, or 40 per cent; in 1950, the agency petitions amounted to 137 out of 581, or 24 per cent. Undoubtedly, independent adoptions during the period of 1930-1950 have increased more than 500 per cent and that the great bulk of present-day adoptions are independent placements.

Since there appears to be such a large number of independent adoptions in the state, it seems pertinent to
review the procedure taken in independent adoption in Oregon.

Statutes contemplate that, where a married couple is adopting a child, both adoptive parents will file a petition with the court asking for a decree of adoption. In independent adoptions, the written consent of the natural parent or parents is attached to the petition. A copy of the petition is served on the Oregon State Public Welfare Commission. Within thirty days, the Commission files with the court its report setting forth the results of its investigation as to the status of the child and the suitability of the adoptive parents. Following the filing of the Commission report, the petitioners and their attorney appear before the court hearing, secure a decree of adoption, and change the name of the child. The records of the case are then sealed and may be unsealed only on order of the court. On receipt of a certified copy of the adoptive decree, the State Board of Health issues a birth certificate in the new name of the adopted child (7, p.19).

What are the deficiencies existing in the above-discussed procedure? According to the City Club Committee on Oregon's Adoption Laws and Procedures, the following may be cited (7, p.23):

1. Lack of adequate preplacement investigation of the adoptive parents and of the child. Oregon statutes require a "social investigation" before the court acts on
the adoption petition. This is made by the Oregon State Public Welfare Commission. This investigation is not made until the adoption petition has been filed and served on the Commission. By that time the child has been in the adoptive parent's home, for weeks, months, or even a year. He has become a part of that home and emotional attachments have been formed. Realizing this situation, the court is most reluctant to deny the adoption petition even though the post-placement investigation and report by the Welfare Commission reflects adversely on the petitioning parents or on the background of the child. The court is aware that, even if it denied the adoption petition, it has no authority to remove the child from the petitioner's home unless he has been badly abused or neglected. Accordingly, denials of adoption petitions because of unsuitability of the adoptive parents are extremely rare.

2. Independent adoptions cannot be effectively outlawed since the statute contains an exception permitting unsupervised placements in the adoptive home by the natural parents. Such an exception allows easy evasion of the statute, since a third party, who actually arranged the placement, can easily make it appear that the placement was made by the natural parent.

3. A rigid prohibition of all independent placements will not be enforced until the public generally understands and accepts the necessity for such legislation.
In addition to the foregoing deficiencies in independent placement of children as revealed by the study made by the City Club Committee on Oregon's Adoption Laws and Procedures, the following are some major weaknesses in the Oregon adoption statutes as depicted by the same study (7, p.24):

1. **Custody of the child where an adoption petition is denied, withdrawn or dismissed:** There is no provision made for the protection of the child when an adoption petition is denied, withdrawn, or dismissed. It is of primary importance that the statutes be amended to provide, specifically, that in such instances the court, having jurisdiction in children's cases, shall make, either the child-placing agency or the State Public Welfare Commission responsible for future plans of the child.

2. **Registration by persons receiving a child for permanent care:** At the present time the Oregon State Public Welfare Commission has no record of children who are turned over to a third party by their parents, unless an adoption petition is filed by the prospective adoptive parents.
Chapter V

MAJOR UNMET NEEDS IN EXISTING PROVISIONS FOR FOSTER FAMILY CARE AND ADOPTION IN EGYPT

On the basis of an earlier study made by the writer in Egypt, substantiated by two questionnaires completed by agency representatives in Egypt, and on the basis of the study made regarding the services in the state of Oregon, the writer concludes that there are certain urgent unmet needs in the areas of foster family care and adoption in Egypt.

Introduction

It may be safely assumed that during the fore part of the present century, foster family care and adoption were not recognized as standardized practices for child care. During the second quarter of the century, there were negligible measures taken to safeguard the rights of the natural parent, the child, and the foster, or adoptive parent. Foster family care and adoption services were then practiced on a philanthropic and benevolent basis. Haphazard placements in orphanages and foster homes, according to the means that were readily available, instead of on the basis of the individual needs of each child, resulted in uninformed and casual provisions.

The year 1947 marked the beginning of organized care for children in either foster or adoptive homes in Egypt.
The need for special safeguards for adoption was emphasized by responsible officials. With the realization of the great importance of foster care and adoption in the development and growth of the child's personality, certain requirements and rules were set up by the Ministry of Public Health. These requirements and rules were meant to be measures for protecting the child from any form of abuse or exploitation.

Existing Programs

There are only two public child-placing agencies that place children in either foster or adoptive homes in Egypt: The Mounira Hospital and the Sayeda Zeinab Orphanage, both of which are located in Cairo, a city of approximately 2,000,000 people. The case load carried by each agency averages thirty placements in adoptive homes and 150 placements in foster homes per year.

The Mounira Hospital. In 1930, the Department of Social Service was established in the hospital. Children born out of wedlock, orphans, children of parents who no longer desire to assume the responsibility of their upbringing, and children of parents who have been deprived of their parental rights are cared for by this agency. The services of this agency are limited to children in the city of Cairo.
The Sayeda Zeinab Orphanage. This agency is under the supervision of the Ministry of Public Health. Its services are limited to children born out of wedlock, and children of parents who no longer desire to assume the responsibility of their upbringing. This agency provides services only for children from outside the city limits of Cairo.

Procedure in Child Placement

The child is either abandoned or surrendered to the agency by its mother. In either case, he becomes a public charge. The agency assumes the responsibility of placing him with a foster mother who is on the approved list of the hospital and who resides in Cairo.

The fee paid to the foster mother is approximately nine dollars per month. In order to qualify as a foster mother, the following documents are submitted:

- Certificate of good conduct
- Certificate of good health
- Statement of economic status

An investigation is then made by the social worker connected with the agency who decides whether or not the placement is in the best interest of the child.

In case the child is placed in the foster family, he remains in charge of the agency until he is selected by an adoptive applicant. This applicant must comply with the
following requirements, which were prepared by the Ministry of Public Health in 1947:

1. The applicant must fill out an application form.

2. A case study is made of the applicant's social and economic status.

3. The following documents are submitted to the agency by the applicant:
   a. An official certificate of good conduct, witnessed by two responsible persons.
   b. An official certificate indicating that the applicant's monthly income is approximately sixty dollars.
   c. A statement of consent by the applicant's mate.
   d. Proof that the applicant is an Egyptian citizen and Moslem by religion.

Rules and regulations governing adoption practices in Egypt are:

1. Adoption is restricted to Cairo residents.

2. Children born out of wedlock or those with unknown parentage are eligible for adoption.

3. Childless couples or those whose children are of the same sex are permitted to adopt.

4. Divorced or widowed couples are not permitted to adopt any children.

5. The adopter may not apply for more than one child.
6. A child cannot be adopted unless he is physically and mentally fit.

7. If it is proved that the adopter has exploited the adoptee, the child-placing agency has the right, by order of the police, to claim the child.

Staff. In each of the above agencies there are one full-time social worker, one pediatrician, and three health visitors.

Extent of foster family care and adoption. According to the director of the Sayeda Zeinab Orphanage in Cairo, the estimated number of children in foster family homes in Cairo was 789 in 1952; 821 in 1953; and 894 in 1954. Since each home cares for one child, the number of foster homes in Cairo, Egypt in 1954 was 894 homes. According to the same authority, during the past twenty-four years there was a total of 1285 adopted children in Egypt.

In the opinion of responsible officials in the Mounira Hospital and the Sayeda Zeinab Orphanage, the trend of the number of children placed in foster family homes and in adoptive homes will increase in the coming years. Children surrendered for adoption far outnumber the adoptive applicants in Egypt. However, no statistical data are available to substantiate these facts.
Urgent Unmet Needs

In assessing the adequacy of foster family care and adoptive programs in Egypt, it would seem pertinent to touch on some of the basic attitudes inherent in the cultural setting of the Egyptian society in regard to this type of care.

Both the secular law and social philosophy in Egypt have their origin in the Moslem Holy Book, the Koran. Since Christians and Jews form about nine per cent of the total population of approximately 22,000,000, they are required to adopt many of the Islamic legal provisions (10, p.33). In view of this fact, it becomes necessary to discuss the practice of adoption from the Islamic point of view.

The Koran preaches kindness to dependent children and protection against any exploitation. It warns the people who do not safeguard the children's rights of anguish and torture in the hereafter. It also indicates that children are the charm of life. "Wealth and children are the attraction of the world's life" (10, p.36).

The Moslem religious books are full of examples of the generosity and benevolence of people toward dependent children and orphans. It is said that the Moslem prophet, Mohamed, took an orphan called Ayman into his home and brought him up. When the Prophet passed away, Ayman was granted a share of the prophet's inheritance to be used
toward his marriage expenses.

According to a study made in 1948 on "Should Adoption Meet a Social Need in Egypt?" (10, p.26), the Moslem religious leaders in Egypt are not in favor of legalizing adoption, since there was no reference to it in their Holy Book. As a matter of fact, there are warnings in the Book against separating children from their natural parents. The religious leaders also claim that the laws of inheritance cannot be amended so as to grant the non-blood relatives the right to inherit.

In reasoning the thinking underlying these beliefs, the writer arrived at certain conclusions, namely:

1. The fact that there is no recommendation of adoption in the Koran does not automatically condemn the practice of adoption.

2. To the understanding of the writer, the warning in the Koran against separating children from their natural parents is interpreted to mean forcing the natural parents to relinquish the child. This, of course, is a major violation to the basic principles of adoption.

3. The question of inheritance is a controversial issue. In the Moslem religion anybody can will part, or all, of his property to any person he likes. In case that a person is willing to take a child as his own, it implies that he has agreed to grant him the legal rights of a natural child.
In view of these findings regarding present programs of foster family care and adoption in Egypt, and within the limits of sources of data available in this field, it seems apparent to the writer that the following are major immediate unmet needs to be considered in planning a program for Egypt:

1. The need for setting standards of licensing and supervision of foster family care in Egypt.

2. The need for sound legal provisions regulating the practice of adoption in Egypt.

Educating the public to accept the modern and sound view of considering the needs and welfare of the child as primary criteria in setting up any programs related to child welfare is of great importance. As was previously stated in this study, laws enacted for the purpose of safeguarding children do not of themselves afford the needed protection unless they are interpreted by social action in behalf of those for whom the legal protection is required.

Law is not an end in itself, but a means to an end. Unless laws placed upon the statute books reflect an intelligent public opinion and are accompanied by provision for honest and thorough-going administration, they will merely give a false sense of security, retarding progress instead of advancing it.
If legislation relating to foster care and adoption in Egypt is to become effective, there must be public awareness of the need for good enforcement and for adequate administration of these laws.

It is equally important to realize that laws relating to social welfare of children cannot remain static. They should reflect constantly evolving improvement in standards of child care and protection. In the writer's opinion, laws which have become archaic, because the conditions to which they once applied no longer exist, or which lag behind accepted standards, should be removed from the statute books or so amended that they will permit desirable social action in behalf of children in Egypt.
Chapter VI
A PROGRAM OF FOSTER FAMILY CARE AND CHILD ADOPTION FOR EGYPT

This chapter is devoted to the construction of a program of foster family care and adoption for Egypt. The main objective of this program is to suggest ways and means of meeting the major, immediate unmet needs outlined in Chapter V.

Foster Family Care

In planning a program of foster family care in Egypt, appropriate consideration should be given to the following: foster home licensing, administration of certification law, recruiting of foster homes, selection of foster homes, significance of fees for foster parents, procedure in foster home placement, refusing foster parents, and the worker’s responsibility to the child and to the foster parents.

I. Foster home licensing. Up to the present time, there are no provisions for licensing of foster homes in Egypt. To allow the placement of a child in a home other than his natural one, without inspection or licensing, is very hazardous.

It seems appropriate that the Ministry of Public Health and the Ministry of Social Service should be charged with the following:

(a) Legal responsibility for licensing foster homes and child-placing agencies.
(b) Determining the standards under which the foster homes and the child-placing agencies must operate.

(c) Maintaining these standards.

The Ministry of Social Service should be empowered to delegate to authorized child-placing agencies authority for investigating foster homes that are in use and recommending them for licenses.

Since licensing is inextricably bound up with standards, it appears pertinent to set up acceptable standards of foster family care in Egypt. In the writer's opinion, it is one thing to set up standards or principles governing this area of child care, and often quite another matter to assure their practical application. Determinants of the effectiveness of these standards in Egypt may depend on, first, adequate provisions made for their enforcement in local communities and, second, appropriation of necessary funds to provide for proper administration.

It should be borne in mind that the standards governing certification of foster homes suggested below are to be conceived as long-term projects toward which maximum use of existing facilities should be made. In considering these standards, it is necessary to recognize what is essential to the needs of the child and what can be dispensed with in most cases. Many physical standards can be modified, when necessary, so long as the child receives the basic love and affection and opportunity for emotional growth that he requires.
The following are suggested standards and regulations for certification of foster homes for children in Egypt:

1. A foster home shall be subject to certification by the Ministry of Social Service except as indicated below. The following shall be exempt from certification:
   a. A family home which receives exclusively children related by blood or marriage to the person or persons maintaining the home.
   b. A family home which receives children whose board is paid by a school board, and who are placed because the foster home is accessible to the school which the children attend.
   c. A dormitory maintained by a school.

2. Application to maintain a foster home for children shall be made through the Child Welfare Department, Ministry of Social Service.

3. Before a certificate is issued by the Ministry of Social Service, a careful investigation shall be made by the Child Welfare Department.

4. Certificate
   a. Any person operating a foster home shall first receive a certificate of approval from the Ministry of Social Service.
   b. The certificate shall be in effect for a period of one year from the date of issue, unless canceled or revoked because of
violation of any of the provisions of the law or of the rules and regulations. An annual application for renewal shall be made in order that a foster home for children may continue to function.

5. Standards and regulations shall apply also to the certification of foster homes authorized to provide emergency and temporary care for children.

6. Limitations relative to number, age, and sex
   a. No home shall be certified to provide care for more than two children under three years of age. The number of children in the home under three years of age, including the applicant's children, shall not exceed two.
   b. No home shall be certified for more than six children, except when the children are members of one family, or when the home meets some special need. Exception to this limitation may be made by the Ministry of Social Service.
   c. The number of children under care in a home certified for emergency and temporary care shall not exceed nine. Limitations as to the age, sex, and number of children accepted for care shall be determined by the accommodation of the home, the experience and skill
of the foster mother in providing care for children, and the time devoted to such work by her and other adults in the household.

7. Qualifications of applicants. A certificate shall be issued only to persons:

a. Who are of good character and habit.

b. Whose attitudes toward children and understanding of their needs qualify them for the care of children.

c. Who are in sound health and have no disqualifying physical or mental handicaps.

d. Whose personal relationships are harmonious and wholesome.

e. Whose household includes only individuals whose presence is conducive to the welfare of the children.

f. Who agree to comply with the law and rules and regulations governing the certification of foster homes.

g. Whose income is sufficient for full maintenance of the applicant's own family without the board payments made in behalf of the child.

h. Who do not maintain a boarding, nursing, or convalescent home providing care for ill, or mentally or physically handicapped adults,
or for aged persons.

1. Where the foster mother is not employed outside the home (31, pp.11-12).

It would be desirable if (1) the family consists of a husband and wife in order to give the child a normal family experience, (2) there be no adult roomers or boarders in the home other than persons who may be considered a part of the family group.

8. Health requirements

a. Applicants and members of their household.

The physical and mental health of each member of the household should be such as will not endanger the well-being of a child. Any person who joins the household subsequent to certification must be in good physical and mental health.

b. The foster child.

No child shall be placed or accepted for care until the foster mother has received a written statement from a physician that the child has had a physical inspection within five days prior to placement, and shows no evidence of communicable disease. Exceptions may be made only with the written approval of a physician.
9. Care and training of a foster child

a. The foster child shall be fully accepted as a member of the family and shall have an opportunity to participate in family activities.

b. The daily routine, care, and training shall be such as will promote the child's well-being.

c. Opportunity shall be provided for a child to maintain a constructive relationship with members of his natural family.

d. Provisions shall be made for regular school attendance in accordance with the state law.

e. Clothing shall be kept clean and in repair.

f. Standards of cleanliness and personal hygiene shall be in conformity with sound health practices.

g. Competent supervision shall be provided for a foster child at all times.

h. A foster child shall not be required to do work which will interfere with his school progress or normal recreational activities, or which will jeopardize his health.

i. Foster parents shall make it possible for a foster child to participate in the wholesome
recreational activities of the community, appropriate to the age of the child.

j. Severe or harsh punishment shall not be administered to foster children.

k. Diet

(1) Food shall be of good quality, sufficient in quantity and variety, properly prepared, and shall be served at regular hours.

(2) Whenever possible, the feeding of infants under one year of age shall be under the supervision of a physician licensed to practice medicine and surgery.

(3) Milk served to foster children shall be pasteurized except that raw milk from a certified, disease-free herd, served or used as bottled by the producer thereof, may be used. Other raw milk shall be pasteurized in accordance with the instructions of the State Board of Health.

10. The home and neighborhood

a. The foster home shall be in a neighborhood which is conducive to the welfare of the child, and shall be accessible for medical care.
b. The home shall conform to housing, sanitation and fire laws and regulations of the Housing Department, Ministry of Public Affairs.

c. The sanitary condition of the home and premises, the water and milk supply, sewage and garbage disposal, and rodent and insect control shall conform to standards approved by the State Board of Health. Except where homes are served by a public water system and a public sewage system, a written statement approving sanitary conditions shall be required.

d. Adequate space for indoor and outdoor play shall be provided.

e. Sleeping rooms

(1) Each foster child shall have a separate, comfortable bed supplied with clean and adequate bedding and, if necessary, with waterproof sheeting.

(2) A sleeping room occupied by a foster child shall be well ventilated and lighted, with at least one outside window.

(3) A bedroom located below ground level shall not be occupied by a foster child except where it has been determined that
the health and well-being of the child will not be endangered. A bed for a foster child shall not be located in an unfinished attic, a hall, living room, dining room, or other room commonly used for other than bedroom purposes. A sleeping room for a foster child shall not be located in a building detached from the main residence.

(4) Foster children beyond the age of six and of opposite sexes shall not sleep in the same room.

(5) No foster child over three years of age shall sleep in a room with the foster parents, except in cases of the child's illness when nursing care is needed. No child over three years of age shall sleep in the same room with an adult of the opposite sex.

11. Foster parents shall keep a record of each child received for care in a register provided by the Child Welfare Department, Ministry of Social Service. The record shall be accessible to a duly authorized representative of the Child Welfare Department upon request.
12. A member of the Child Welfare Department, as the authorized representative of the Ministry of Social Service, shall visit the foster home to determine whether the home consistently maintains the standards fixed by the Ministry of Social Service and the Ministry of Public Health.

II. Administration of the certification law. Both the Ministry of Social Service and the Child Welfare Department shall share in the administration of the provisions of the foster home certification law. The Ministry of Social Service and the Ministry of Public Health shall promulgate the rules and regulations for certification of foster homes for children and shall also draw up the forms to be followed by the Child Welfare Department in investigating foster homes. The Child Welfare Department shall receive the application, make the necessary investigation, report its findings and recommendations to the Ministry of Social Service, and deliver the certificates of approval to the foster family.

III. Recruiting foster homes. In order to secure an adequate number of foster homes, prospective foster parents must continually be stimulated to apply. In general, present foster parents in Egypt have been the best recruiters of new foster homes in terms of quality and the number accepted. The recruitment source increases in
proportion to the satisfaction of the foster parent. If foster parents are dissatisfied with the agency and their job, they do not make good publicity agents.

In the writer's opinion, better results may be obtained through direct personal contact with various clubs and other groups throughout the community. The success of securing sufficient foster homes depends largely upon skillful community organization. There is a need of reaching the general public to inform the members of the needs and of the attempts being made to meet these needs. The job is one requiring more than casework skills alone; it calls for good community organization techniques and the use of downright plain publicity.

Along with publicity for recruiting foster homes can go interpretation of what foster parenthood means and requires. Not only must the needs of the child be presented, but foster parenthood must receive the respect and distinction it deserves.

IV. Selection of foster homes. In foster family care, the most vital need is to place the child in a home where he has some chance for happiness. This implies the exercise of great care in home-finding. Home-finding is a process by which prospective foster homes are first found and listed, then evaluated, and then selected for use by the agency.
It should be realized in Egypt, that home-finding is not to be viewed as a high-powered process automatically turning out a specified number of homes in record time. It entails much more than just finding any home; it involves the use of the most skillful casework methods and should be undertaken only by well-trained, qualified workers.

With the advent of psychiatric influence in social casework, home-finding in Egypt should be based on the recognition of the importance of emotional forces in the home. The home-finder should realize that it is necessary to study the home in order to gain some insight into the motives of the foster parents and into the intra-familial relationships. The determination of a proper home does not rest on a measuring of goodness or badness but depends on an understanding of what motivates certain behavior and how this will affect the foster child.

V. Significance of fees for foster parents. There is an increasing awareness in Egypt of the importance of paying the foster parents adequately for the duties they perform. Adequate remuneration for the job of foster parenthood will contribute to a feeling of responsibility and pride on the part of foster parents in the work they are doing. There would be an incentive to be a foster parent and incentive to do a competent job.
In Egypt, there is an apparent need to provide board rates high enough to attract families of average income who will be interested in becoming foster parents and who will take an interest in the child. On the other hand, rates should not be so high that they would serve to attract persons for financial reasons only.

VI. Procedure in foster home placement. The following are steps that should be introduced in regard to the current procedure in foster home placement in Egypt:

1. An office visit by prospective parents has a value that is generally accepted. It is thought useful to place some responsibility on the applicants.

2. The first interview with the applicant is the start of the casework process which eventually results in acceptance or rejection of the foster home.

3. The office interview includes the presentation of the application blank which the applicant may sign at this time or at some other date.

4. The main function of the office interview is putting the experience of foster parenthood on a reality basis for the applicants. The worker helps the prospective foster parents to see what is involved in this process and what their
responsibility will be to the child, to the agency, and to the child's parents.

5. The worker must see the applicants as they are and not as the agency would like them to be.

6. During the office interview, it is pertinent to explain to the applicants that it will be necessary to make home visits and to obtain their co-operation in this procedure.

7. The home visit is a continuation of the casework process already begun and it serves further to clarify the worker's understanding of the prospective foster parents.

8. Careful observation is needed to gain insight into the emotional forces operating within the home. Much can be learned from the emotional tones and movements displayed by the family members.

9. Today, the use of outside references in learning about the foster family is an unquestionable practice in Egypt. However, if the worker has gained security in her professional skills and experience, the trend will be away from reliance on this type of information. Most references can, at best, give a picture of the family's standing and acceptance in the community. However, references generally tend to praise,
following the philosophy that people who would open their home to a child must be good and kind and worthwhile.

VII. Refusing foster parents. The most popular form of refusing foster parents in Egypt is a general statement, usually to the effect that "we do not have any child that would fit into your home right now".

Methods of refusing foster parents are determined by factors in each situation as well as by the general objective of home-finding. Some prospective foster parents are easy to refuse because the refusal is reasonable, objective, and obvious to both foster parents and worker. For example, the foster mother whose home is too great a distance to be visited may feel disappointed but she does not, as a rule, feel personal discrimination against her.

Sometimes a definite refusal, though unpleasant, is more kind and more comforting than evasion. There are specific situations in which hostile applicants are at least outwardly appeased because the worker makes clear that it would be impossible for them to work together. To refuse with tact and acceptance requires no small ability.

VIII. A. Worker's responsibility to the child.

Peculiar to the placement situation is the child's feeling of "difference" from his
fellows, when he does not have his own parents. To him it seems that he is being rejected by his parents because he is somehow at fault, a creature unloved and unlovable. The caseworker must understand that the child may have a need to project his hostility toward her, but at the same time, she must be able to help him with reality and not permit him to evade it. It is desirable that the worker understand child development in all its phases from infancy to maturity in a practical, as well as theoretical, sense.

B. Worker's responsibility to foster parents.
It is vitally important for the caseworker in Egypt to realize that foster parents have their own personal needs as well as an altruistic motivation. However, it is not the caseworker's responsibility to help foster parents deal with these needs through counseling and psychotherapy. The caseworker, in establishing a working relationship with the foster parents, should recognize and appreciate the task prospective parents undertake when they decide to offer their services to a
child-placing agency. They must be helped to understand that being a foster parent is different from being an own parent.

Very little thought has been given to the problem of matching the child and the foster home in Egypt. The following are among situations which are favorable in foster homes (2, p.67):

1. Presence of other children in the home, especially brothers and sisters of the foster child.

2. A difference of four years or more (in either direction) between the foster child and the parent's own child of the same sex.

3. Nervous, anxious children are best placed in quiet, conventional types of homes, while the active, aggressive children are best placed in free and easy homes.

The foregoing section dealt with basic considerations in the development of the foster family phase of the program in Egypt. The concluding section deals with the adoption phase of the program.

Adoption

In planning any program of adoption for Egypt, certain basic legal and social safeguards which will protect the child, the natural parent, and the adoptive
parents should be considered as essential. The following section is devoted to a discussion of these safeguards.

I. **Responsibility of the agency.** Child placement agencies can be more mindful of their relationship to the public, and clear in their philosophy so that when they accept adoption placements, as a part of their function, they have a responsibility for all phases of adoption.

The two existent child-placing agencies must gain the rapport with the community that is essential to the whole program. This can be accomplished by paying attention to complaints, recognizing their valid aspects, and making a sincere attempt to improve their own program and thus gaining the support of the community to which they are responsible.

The decision as to whether adoption is the best possible solution for any given child, the selection of the adoptive home, and the matching of the adopting parents and the child are of major concern to an agency. In Oregon, it is, however, recognized that, over and above this, the advice and help of qualified and experienced workers is a desirable safeguard. This safeguard is equally desirable for Egypt. Would-be adopters are always at liberty to accept or reject the child that is proposed to them. The young child, however, is not in a position to choose, and it is the responsibility of the agency to
do so wisely.

II. Licensing and supervision of the agency. One of the most important services that the Child Welfare Department in Egypt can render is the licensing and supervising of the two agencies that make adoptive placements. Such a license represents approval of the continued operation of an agency, but it does not necessarily represent approval of all the features of the program.

The primary objective of government supervision is to furnish helpful service to the two agencies. It is mutual sharing of experience and thinking designed to provide better care of children. The law should provide that only those agencies that are licensed should be permitted to place children in adoptive homes.

In view of the need for improvement and increase in agency practice in Egypt, it may be premature to suggest that it should be illegal for any unauthorized agency or private individual to act as intermediary, even on a non-profit basis. With progress in agency practice, this may be a desirable future step.

III. Relinquishment of the child. Surrendering of a child before adoption does not imply a transfer of parental rights to the agency. This merely empowers the latter to select an adoptive home for the child and to place him there. Provisions should be made in Egypt for
the parent to give formal consent to the adoption immediately before, or at the time of, the completion of legal proceedings. Parental authority is only transferred at that time and directly to the adopters. In other words, there may be a formal transfer of guardianship to the agency, but this should be done by a decision of an authorized, competent authority.

IV. Objectives of an adoption law in Egypt. The following are three main objectives on which the enactment of an adoption law in Egypt should be based:

1. Protection of the child
   a. The child should be protected from unnecessary separation from parents who might give him a good home and loving care if sufficient help and guidance were available to them.
   b. The child should be protected from adoption by persons unfit to have responsibility for rearing a child.
   c. The child should be protected from interference after he has been happily established in his adoptive home, by his natural parents, who may have some legal claim because of defects in the adoption procedure.
2. Protection of the natural parent. The law should protect the natural parent from making hurried decisions to surrender the child for adoption.

3. Protection of the adopting parents. The law should protect the adopting parents from taking responsibility for children about whose heredity or capacity for physical or mental development they know nothing; and to protect them from later disturbance by the natural parents whose legal rights had not been given full consideration.

V. Legal and social aspects of adoption. The following items should be the basis of the general conditions under which the practice of adoption should operate:

1. Jurisdiction over adoptions of minors should be given to a single court, preferably the juvenile court, or other courts having jurisdiction in children's cases in Egypt.

2. The age to which the provisions of the adoption law relating to minors apply, should be stated clearly and the meaning of minor and adult should be defined so that there may be no danger of omitting from this prospective legislation any person under twenty-one years of age.

3. Except in the case of proposed adoption by a step-parent, the petition of a married person should not be accepted unless the husband and wife join in the petition.
4. The Child Welfare Department in Egypt should preferably be made a party to every action for the adoption of a minor. The Department should be notified of all adoption petitions coming before the courts, and should make, or cause to be made, an investigation. The Department should also have the right to appear at hearings.

5. The adoption law should provide that the petition should be accompanied by properly attached written consents to the adoption by the person or persons legally responsible for custody of the child.

6. The adoption law should provide for social investigation by the authorized child-placing agency. A full statement in writing of the facts found in the social investigation should be submitted for the consideration of the court, together with a written recommendation as to the desirability of the proposed adoption. This report should not be open to inspection except on order of the court.

7. Hearings in adoption cases should not be open to the public. If it is found at the initial hearing on the adoption petition that further investigation is needed, or if additional evidence is required, the court should adjourn the hearing and set a date for another hearing.

8. If the court is satisfied, after evidence has been submitted at the hearing, that the petitioners are financially able and morally fit to maintain and care for
the child, and that the child is suitable for adoption, an interlocutory order should be entered and custody of the child granted to the petitioners. The interlocutory order should, preferably, be for the period of one year. However, the court should be authorized to shorten the period or to revoke the order for cause.

9. The law should provide that, if the petition is denied, or the interlocutory order revoked because of conditions in the proposed adoption home or any other reasons, the necessary steps should be taken to remove the child from the home and assure him proper care and protection.

10. For the protection of the child and the adopting parents, the law should require that the child should reside in the home of the petitioner for a specified period before the adoption is granted. The court should have the authority to waive or to reduce the residence period under certain circumstances. The main purpose of the residence requirement and the interlocutory order is to permit the court to determine whether the adoption will be in the best interests of the child. During this period, the agency should keep in touch with the situation directly to maintain supervision.

VI. Legal effects of adoption. The effect of the adoption decree is to impart all the rights and duties to
the adopting parents and the child, as normally exist between a child and its natural parents. The following items should be considered in this respect:

**Change of name**

Statutes in Egypt should permit the surname of the child to be changed to that of his new parents. Petitions to the court should specifically ask for a change of the child's name in connection with the court's decree.

**Birth certificate**

A method of assuring the availability of the original birth record is by requiring that, upon entry of the final decree of adoption, the court should forward a report on the adoption to the Bureau of Vital Statistics in Egypt. By such action the necessary facts from birth records can be filed under the adoptive name. The need for vital statistics on adoption should receive growing recognition in Egypt.

**Inheritance**

This subject is extremely involved and should be dealt with by competent personnel. Generally provisions should be made for the child to inherit from the adopting parents.

**VII. The adopting parents**. Adoption should make possible the creation of a sound parent-child relationship. In Egypt, a suitable age difference, in most instances,
would therefore be within the range of twenty-five to forty years. This difference in age is related also to the minimum age at which parents may adopt. This, too, should correspond to the age at which natural parents normally have children born to them.

A careful study of the applicants should be felt to be essential by the two child-placing agencies in Cairo. The procedure for its selection may be as follows:

There should be a preliminary sorting of applications for children and the rejection of the applications which cannot be entertained because applicants do not meet legal requirements, or are obviously unfit by reason of age, physical and mental health, emotional instability, family circumstances, or economic difficulties. A careful study should then be made of the remaining applicants and each home would be approved. The family thought to be the most suitable for the particular child should be selected. A thorough knowledge should be gained as to the motives of the adopting parents for wanting to adopt a child, their ability to deal with the educational problems presented by a growing child, and of their attitude to each other and to the proposed adoption. The essential aim of the home study is to determine whether the applicants possess the qualities that make for good parenthood, and second, to find out whether they are likely to be able to deal more
successfully with a particular type of child.

It should be borne in the minds of the agency workers in Egypt that the most essential motive for adoption is found to be that a child is wanted for its own sake. The best adopters are those who have no pre-conceived ideas as to how the child should develop, but are willing to take the same risks as parents normally take with a child born to them.

VIII. The child's knowledge of his adoption. The child should be brought up in the knowledge that he is adopted. The most important factor in telling a child of his adoption lies in the manner of telling. If the parent shuts off the child's normal interest by disapproval, mystery, fear, or self-consciousness, further questions on the child's part are practically impossible. If, on the other hand, he meets with ease, matter-of-factness and, above all, the attitude that it is all right to ask, the child's trust is preserved and the way is laid for his enlightenment without fear.

The foregoing sections of this chapter dealt with basic legal and social provisions in developing a program of foster family care and child adoption for Egypt. Attention should be called to the need for basic research in those areas.

There is need for more accurate quantitative data
about child care and child protection in Egypt. Such data reduce individual bias to a minimum, permit verification by other investigators, reduce and, at the same time, make evident the margin of error, and replace the less exact meaning of descriptive words with the precision of mathematical notation.

Social changes, with their decisive effects upon community life can be understood and analyzed, and knowledge about them can be extended only by means of tested scientific methods.

There is need for the use of objective, systematic, fact-finding methods in Egypt. Pertinent data should be collected by competent people on a national scale over long periods of time and upon standardized units.

Summary

In this chapter, a program of foster family care and child adoption was planned for Egypt. Standards of licensing and supervision of foster family care comprise the first section of the program. The last section deals with basic legal and social safeguards underlying the practice of adoption. These safeguards serve as means of protecting the child, the natural parents, and the adoptive parents.
CONCLUSIONS

In the writer's opinion, the following are among the most significant conclusions that have emerged from this study. Foremost among the needs of every child is the need of a home which is able to afford him proper care and maintenance, and which assures him a healthful upbringing. In some cases, improvement in his material surroundings, and affectionate care by strangers, may not fully compensate a child for the loss of his birthright, namely, his own family.

Determination of a child's need for foster care is a serious decision to make, which may have a constructive or destructive effect upon his whole life. No child should be placed outside his own home without a thorough study of his circumstances. Despite efforts to preserve and strengthen family life and prevent family breakdown, there are children who require full-time care outside their own homes. For these children, the community's objective should be to provide foster care of such quality and variety as will insure them every possible opportunity to grow and develop normally.

Adoption should never be thought of as an isolated community service, and should not be undertaken without careful study to determine if there is a better plan. However, for the majority of children whose natural parents
can never provide an adequate home, the security of a permanent adoptive home, in which they may be brought up with the same mutual rights and obligations as those existing between children and their natural parents, is the best plan. The primary responsibility of a child-placing agency is to find a proper home for a child and not to find a child for a childless couple.

Many resources must be utilized and many forces must be integrated in planning for the child who must be provided for temporarily or permanently away from his own home. A program of foster family care and adoption cannot be segregated but must be dealt with in relation to other phases of child and family welfare.

In concluding this project, the most significant principle that evolves from the entire study is summed up in the following: For every child the kind of care he needs.


APPENDICES

A. Questionnaire

B. Questionnaire
APPENDIX A

QUESTIONNAIRE USED BY THE INTERNATIONAL UNION FOR CHILD WELFARE FOR THE STUDY ON THE ADOPTION OF MINORS (1)

CURRENT PRACTICE IN ADOPTION

I. Information relating to the adoption agency replying to the questionnaire

(1) Name and address.

(2) Date of its foundation.

(3) What is the fundamental purpose, or ideal, pursued by the agency in arranging adoptions?

(4) Number of children handled for adoptive placement during the last three years.

(5) Number of adoptions legally concluded during the same period.

(6) Does the Agency provide any other child care services besides the placement of children for adoption? (Specify)

II. Intake

(1) Does the Agency concern itself with the adoption of children coming under the following categories?

Illegitimate children: differentiate, if necessary, between children acknowledged by one or both parents, or not acknowledged;
Legitimate children: orphans; children of parents who no longer desire to assume the responsibility of their upbringing; children of parents who have been deprived of their parental rights.

(2) Does the Agency undertake to handle children offered by:

(a) The parent(s) or relatives;
(b) Maternity hospitals or mothers' hostels;

(1) Study on Adoption of Children, United Nations Department of Social Affairs, New York, 1953.
(c) Children's institutions or child welfare services (specify);
(d) Other legal or administrative authorities (specify);
(e) Other bodies or private individuals (doctors, midwives, social workers, etc.);

(3) Does the Agency ascertain that the adoption is in the best interest of the child and his parents, or does it have recourse in this matter to the cooperation of other social agencies; if so, which?

(4) Does the Agency demand a formal declaration of surrender from the child's own parents before handling the case?

(5) What measures are taken in the case where a mother is herself a minor?

(6) In the event that appropriate assistance would help the mother (parents) to keep the child, does the Agency take steps to obtain this assistance?

III. What requirements must the child and his natural parents fulfill for the child to be accepted as a candidate for adoption from the point of view of:

(1) Age of the child (lower or upper ceiling). Does the Agency agree to take over a child from its birth, possibly even by pre-arrangement with the mother, or does it insist that the mother should care for the child, possibly also nurse it, for some time? Whichever procedure is adopted, please give reasons.

(2) Nationality;

(3) Race or ethnic group;

(4) Religion;

(5) Civil status;

(6) Residence;

(7) Physical, mental, intellectual, and emotional condition; how is this information obtained?

(8) Past history of the child and background information of his parents;
(9) Readiness of the mother or parents (whether married or not) to help in completing the medical and social history;

(10) Willingness of the parent(s) to remain responsible for the child pending placement in adoptive home, and to consider with the Agency some other type of care if child is found not adoptable;

(11) Any other conditions? (Specify)

(12) What method is employed for keeping the record of the child’s natural parents confidential?

IV. Children not accepted by the agency

(1) In what circumstances would the Agency decline to handle the placement of a child for adoption? (Please give detailed reasons.)

(2) Should the Agency decide not to carry on with the adoption of a child it has once agreed to accept, what other steps are taken on behalf of the child?

V. Services prior to placement in adoptive home

(1) Once the Adoption Agency has agreed to accept a child:

(a) Is the child left temporarily in the care of the mother?

(b) Placed directly in the adoptive home?

(c) Placed temporarily elsewhere? If so, where?

(If the Agency uses several different methods, state the proportion in each case and the motives governing the choice of one or the other.)

(2) What is the purpose of temporary placement:

(a) To allow the mother time for reflection before taking a final decision, and is there a time limit?

(b) To get to know the child and prepare him for adoptive placement.

(3) In general, how long does the temporary placement last? Who is responsible for meeting these expenses?
(I.) Between the time when the child is taken into care by the Agency and the moment when the adoption is legalized, does the Agency remain in contact with the mother or natural parents? Specify in what way. If not, are they referred to other bodies, and if so, which?

VI. The adoptive home

(1) State any conditions supplementary to those laid down by law that the Adoption Service/Agency observe relative to:

(a) The place of residence (preference given, for instance to a locality other than that where the natural parent(s) is (are) living; acceptance of offers from individuals living in another country);

(b) Upper and lower age limit, and disparity in age between the child and adopter;

(c) Religion;

(d) Nationality or ethnic group;

(e) Physical and mental health;

(f) Civil status of the adopter(s) and composition of the family (spinsters/college, married couple, divorced, existence of other children: legitimate, illegitimate, adopted);

(g) Sterility;

(h) If there are other children in the family, are any stipulations made concerning age and sex in relation to the adopted child? What precautions are taken to see that they and other members of the family (e.g. grandparents) will welcome the child?

(i) Financial situation and social standing;

(j) Other conditions (e.g. housing, requirement for the adoptive mother not to go out to work).

(2) In the opinion of the Agency, are the present provisions of the law satisfactory, or should they be revised? In what way?

(3) How is the investigation of the adopter's family carried out:

(a) Application form to be filled out by the would-be parents, and certificates required-personal interview (before the form is handed over, or only afterwards?)-visit to the home (state full details, in particular, whether one or more interviews, whether the mother and father are
seen separately or together) - What other sources of information are utilized?

(b) How are the real motives of the prospective parents, their personal qualities and educational abilities ascertained?

(c) What are the points covered by the medical certificate? Is the doctor required to state how long he has known the prospective adopters? Is the certificate subsequently referred to the medical adviser of the Adoption Agency?

(d) Is a psychiatrist or psychologist consulted in every case, or only in exceptional cases?

(4) What steps are taken to keep in touch with the would-be parents between the time they have been accepted in principle and the stage at which a child is offered to them?

VII. Placement with a view to adoption

(1) What are the arrangements for bringing the would-be parents and the child together and observing their reactions to each other? Are the adopters allowed to choose between several children?

(2) What other steps are taken to ensure that the adopters and the adopted child are suited to each other?

(3) What information is given to the adopters about the past history of the child and his own parents?

(4) What is considered the minimum, and the optimum, probationary period between placement of the child in the adoptive home and the application for a Court order?

(5) What steps are taken during this period to help the child and the adopting family to adjust to each other?

(6) Are the adopters required to give a formal undertaking to tell the child about his adoption, and is any assistance offered to them in this connection?

VIII. Transfer of parental rights

(1) Can the guardianship of the child be transferred temporarily to the Adoption Agency? What is the
procedure? If the transfer is made direct by the natural parents to the adopting parents, is it possible to prevent the former from learning the name and address of the adopters?

(2) If the child has been placed under the guardianship of the Adoption Agency, or of an administrative or legal body, is it necessary for the natural parents to be present when the adoption is legalized?

(3) Does the Agency or the Court disclose the identity of the natural parents to the adopters, and vice-versa? If this is not done, state reasons.

IX. Control of the adoption

(1) Once the adoption has been legalized, does the Agency remain in contact with the adopters? In what way? If not, state reasons.

(2) Has the Adoption Agency any means of evaluating the result of the adoptions arranged by it and of checking its methods of work? Please give details.

X. Miscellaneous questions

(1) Please comment on the main problems that remain to be solved in the adoption system of your country.

(2) Do you consider that the present legal provisions regarding adoption meet the community needs? If not, how should they be modified?

(3) What is the community attitude toward adoption in general, and what criticisms (if any) are levelled against Agency practice?

(4) What are the qualifications of your staff?

(5) How is the Agency financed? If the adopters pay a fee, on what basis is this fixed?

(6) Does the Agency publicize its activity? How, and in what circles?

XI. Please send specimens in duplicate of the various forms used and of any other printed matter.

XII. Bibliography on adoption in your country.
APPENDIX B

QUESTIONNAIRE ON NUMERICAL DATA ON FOSTER FAMILY CARE AND ADOPTION IN EGYPT (1)

I. A. Estimate of number of children in foster-family homes in Egypt.

B. Estimate of number of foster-family homes in Egypt.

C. Estimate of number of children in adoptive homes in Egypt.

II. What, in your opinion, are the trends in Egypt of total:

(a) Number of children in foster-family homes

(b) Number of foster-family homes

(c) Number of children in adoptive homes

III. In the U.S. the so-called "Black Market" or "Grey Market" concerning children surrendered for adoption is mainly due to the fact that the adoptive applicants far outnumber the children available. Does this fact hold true in Egypt?

(1) Questionnaire used by Director of Sayeda Zeinab Orphanage, Cairo, Egypt.