The Development of the Child Welfare Department of the Green Bay Diocese Apostolate

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THE DEVELOPMENT OF THE CHILD WELFARE DEPARTMENT
OF THE GREEN BAY DIOCESE
APOSTOLATE

By
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INTRODUCTION

The Catholic Charities programs in existence throughout the Diocese of the country provide the organized means of extending social welfare services to all Catholic persons. In the Diocese of Green Bay, Wisconsin, the agency which performs these services is known as the Green Bay Diocese Apostolate. It was organized by the Bishop in 1918 to provide family welfare services, and in 1926 its program was extended to include the area of child welfare.

Up to this time, the development of the child welfare department of the Green Bay Diocese Apostolate was never compiled, and for that reason, this study has been undertaken. Its purpose is to present the development of the department by first giving consideration to the factors which were initially responsible for the establishment of the agency, as well as to those which precipitated the organization of the child welfare program.

For purposes of presentation, the study is divided into four time periods. The first period, from 1915 to 1926, is concerned with the program of the family welfare department.
showing its organization and expansion, and the gradual recognition of the need for the services of a child welfare worker. In 1926, a Director of the agency was appointed, and the child welfare department was established. This Director administered the programs of both the family and child welfare departments until 1930, but gave special emphasis to the child welfare services. During this second period between 1926 and 1930, the child welfare department of the agency became firmly established. The third time period extends from 1930, when a second Director of the agency was appointed, to 1947. During these seventeen years, the child welfare department expanded in all of its areas of service. Its function was clearly defined, and it became the coordinating agency for all child welfare services in the Green Bay Diocese. The third and present Director of the agency was appointed in 1947, and the fourth time period, between 1947 and 1951, is concerned with a current picture of the child welfare program, showing the extent and scope of its services.

In order to obtain data concerning the development of the child welfare department, the Directors of both the agency and the Diocesan children's institutions were consulted. Annual agency reports and statistics were examined, as well as material which was available in the office of the Division of Child Welfare, Madison, Wisconsin.
It is anticipated that this study will present a concentrated picture of the child welfare department, and that it will serve as a source of reference to acquaint interested persons with the development of the program.
CHAPTER I

THE BACKGROUND OF THE AGENCY

The Green Bay Diocese Apostolate is the official title of the Catholic social welfare agency in the Diocese of Green Bay, Wisconsin. This agency, although having its beginnings in 1915, did not become organized in its function until 1918, and then, focused its attention primarily on family welfare services for eight years. It was in 1926 that a separate and distinct child welfare department was established which rapidly expanded and became an integral part of the work performed by this agency throughout the Diocese. Through the years, the Apostolate has increased its scope of service to the extent that in the City of Green Bay, both family and child welfare departments are maintained as separate units, and there are similar programs operating on a smaller scale in five branch offices in the Diocese. Since the agency was originally organized in the City of Green Bay, the Residence of the Bishop, the office in this city has been regarded as the headquarters for the program of Diocesan Welfare services.

The purpose of this study is to present the develop-
ment of the child welfare department of the Green Bay Diocese Apostolate which was an outgrowth of the Diocesan family welfare program. In order to understand the factors responsible for its establishment, it is necessary to consider the early development and philosophy of the agency.

On July 5, 1915, Paul Peter Rhode, then Auxiliary Bishop of the Archdiocese of Chicago, was appointed Bishop of the Diocese of Green Bay. This Diocese, one of five in Wisconsin, comprises fifteen counties in the northeastern section of the State. In 1915, it included sixteen counties; this number was reduced to fifteen in 1942 when Portage County became a part of the newly organized Diocese of Madison, Wisconsin. In terms of geographic area, these fifteen counties represent 10,851 square miles, and according to the 1950 census, the total Catholic population was 213,953. The Catholic population of this Diocese has increased by nearly 64,300 persons from 1915 to 1950.

As Auxiliary Bishop of the Archdiocese of Chicago, Bishop Rhode had become acquainted with the existing program of home visiting there, and looked upon it with favor and interest. He had watched its development, and encouraged its expansion.

1 Interview with Reverend Henry C. Head, Director, Green Bay Diocese Apostolate, Green Bay, Wisconsin, June, 1930 to September, 1947.
and when he came to the Diocese of Green Bay, took the necessary steps to establish some organized means for the Catholic laity to assist Catholic persons in need. His first activity was to conduct a survey throughout the Diocese in 1916 on the condition of dependent persons. As a result of this, he learned that there was one existing agency in the City of Green Bay, known as the Associated Charities. This was a non-sectarian agency which provided material assistance for all persons and families in need. A consultation with the Director of this agency in 1917, indicated that its services were being extended to a substantial number of Catholic families, and that there was a need for a Catholic agency in the City of Green Bay. On this basis, the Bishop directed his activities toward the local situation, and laid the foundations for what was to become the Green Bay Diocese Apostolate.

The Bishop's intention was two-fold. First, that any program to be created should eventually be Diocesan in scope, and secondly, that its services should be performed by both men and women in their local parishes, in cooperation with their Pastors.

Following his interview with the Director of the Associated Charities and the formulation of his plan, the Bishop consulted with the seven Pastors in the City of Green Bay in February, 1918, and discussed his proposed plan of action with them.
He pointed out the need for some kind of organization which would meet the spiritual and material needs of Catholic families and explained the program as it operated in Chicago. The Pastors were in complete agreement, and anxious to have assistance in their parishes. The Bishop requested that each Pastor contact one person in his parish who would be willing to act as a parish representative at some future meeting; he emphasized that these individuals were to serve in their parishes as volunteer workers.

The representatives were selected from the seven parishes, and the first meeting held at the Bishop's Residence on April 12, 1918, was attended by four women and three men. According to the recorded minutes, "The meeting was held for the purpose of discussing the questions of organizing a charitable organization of Catholics to look after and help Catholics who are in need of spiritual assistance, principally, and also materially, as much as possible." 2

At this meeting, the Bishop explained the necessity for a Catholic welfare agency, and it was agreed that the group present would constitute the central body of the proposed organization. A Chairman, Secretary, and Treasurer were elected to serve as temporary officers, and they were requested by the

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2 Minutes of Meeting, Green Bay Diocese Apostolate, Green Bay, Wisconsin, April 2, 1918.
Bishop to formulate a Constitution for the organization. Future meetings were arranged for the purpose of meeting with the Pastors to consider the financial planning for the organization.

The second meeting of the parish representatives was held on November 25, 1918 at the Bishop's Residence. The Constitution as drawn up by the temporary officers was accepted, and copies of it were distributed among the Clergy and parishioners in the Diocese. It was the Bishop's request that the proposed organization be known as the Green Bay Diocese Apostolate. As stated in the Constitution of the agency, it was his wish that, "In every parish in the Diocese there shall be an Apostolate committee, men and women animated with the same spirit of charity, of unselfishness, of zeal for souls, which animated the men and women who cooperated with and assisted the Apostles in their missionary labors".3

At the third meeting, held on December 4, 1918, the Bishop enunciated the objectives of the newly created agency. Permanent officers were elected, and the Pastor of the Cathedral Parish was appointed as the Spiritual Director and administrator of the agency, under the direction of the Bishop. The newly elected Executive Secretary was to act as the agency representative in her parish, as well as direct and supervise the activ-

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3 Constitution of the Green Bay Diocese Apostolate, Article II.
ities of the other volunteer workers. It was agreed that monthly meetings would be held.

The question of financing was discussed, and each pastor agreed to contribute twenty-five dollars to the treasury. This amount was to constitute the agency's initial fund. In addition, funds were to be raised by obtaining one dollar subscriptions from Catholic persons in Green Bay. Each parish worker was to canvass his parish with a committee of co-workers, and only Catholic families were to be visited. It was thought that these visits would assist the workers not only in interpreting the work of the agency, but would enable them to become more familiar with the existing problems in the parishes. In accordance with one of the stated objectives of the agency, these funds accumulated on a yearly basis would make it possible to provide material assistance to needy families. The Pastors agreed to have special collections in their parishes, or to request the necessary funds from the Bishop as the need arose.

This method of financing through individual subscriptions, parish collections, and supplementation by the Bishop was followed until 1925, when a Community Chest was organized in Green Bay. At that time the Apostolate voted to seek membership and to assist in the campaign. Following the agency's participation in the Community Chest, any financial deficit was met by the Bishop.
Community resources were relied upon to some extent in order to keep expenses at a minimum, as the following motion made at a monthly meeting indicates. It was moved, "That the Secretary interview doctors and secure their consent to assist the Apostolate in its efforts among the poor, and to report the names of such doctors. Whenever a Chairman has need of a physician, application for name of physician to call in, be made to Secretary." 4

Because the funds of the agency were limited, a strict policy regarding expenditures was followed. This is shown in the following instance:

Mr. C., Chairman of St. W's. parish, presented a bill from Dr. N. for glasses. Same bill having been contracted by a member of St. W's. parish without consulting the Chairman, and only notifying Secretary after glasses had been purchased for a family Apostolate was working with. It was moved and seconded that we could not allow this bill, owing to our policy of not paying bills we did not contract. We respected the unintentional interference of the good woman who had contracted the bill, but as an organization we had to stand for a system. 5

Since there was neither office space nor funds for rental costs available, the work of the Apostolate was carried on in the home of the Executive Secretary until 1921. At that

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4 Minutes of Meeting, Green Bay Diocese Apostolate, Green Bay, Wisconsin, September 11, 1919.

5 Minutes of Meeting, Green Bay Diocese Apostolate, Green Bay, Wisconsin, February 10, 1921.
time, the agency was permitted to occupy two small rooms in the former Cathedral Rectory. This provided an opportunity to operate a clothing storeroom, and volunteers assisted in its management as well as providing the necessary stenographic services for the office.

After the program was established in Green Bay, the Bishop requested every parish in the Diocese to accept it. The City of DePere, five miles from Green Bay, was the first to organize a group of volunteers, and an Apostolate unit was formed there on December 14, 1922. Later, organizations were formed in the cities of Oshkosh, Appleton, Manitowoc, Two Rivers, Antigo, Marinette, and Stevens Point. In all cities, a city wide group was to be organized, patterned after the existing one in Green Bay, with the Pastors in each parish being responsible for the organization.

The expansion of the parish units throughout the Diocese met with opposition from some of the Pastors. They were reluctant to have men and women in their parishes assume the work that they themselves were doing among Catholic families. However, by 1926, there were more than one hundred parish units in the Diocese. The units in these cities were supported by donations, general subscriptions, and parish funds. In DePere and Oshkosh, as in the City of Green Bay, the Apostolate was instrumental in the organization of a Community Chest. These
parish units throughout the Diocese operated independently, with no central control from the Green Bay office. Occasionally however, the Bishop would meet with the Pastors of the Diocese to learn of the progress of the Apostolate units.

By 1926, the Green Bay Diocese Apostolate comprised approximately two hundred volunteer workers. Since annual reports were not published during this period, there are no available statistics regarding the extent of service of these volunteer workers.

Soon after the Apostolate was established, many child welfare problems came to the attention of the home visitors. These problems centered chiefly around the admissions to and discharges from children's institutions. These institutions assumed responsibility for the acceptance and discharge of children, since there was no agency service available to them, either at the point of intake or in the area of follow-up work. This situation was brought out in the reports of some of the early meetings in Green Bay:

Mr. K. reported at length on the B. family in St. P's parish. Bishop Rhode advised that steps be taken to remove the children in the family to the Orphanage and the older boy to be brought before the Court for disposal.6

6 Minutes of Meeting, Green Bay Diocese Apostolate, Green Bay, Wisconsin, March 3, 1919.
The method of taking up the work of adopting babies from St. Mary's was discussed. 7

The matter of securing the aid of St. Joseph's Orphanage in regulating the entrances of children from the City to the Orphanage was discussed, and Father M. promised to interview Father L. at the Orphanage in regard to this matter. 8

The Child Placement investigation follow-up work required by the State Board of Control was discussed. 9

As the services of the volunteer workers expanded into the area of child welfare, their contacts with representatives of the State Board of Control became more frequent. They were anxious to comply with the child welfare standards in accordance with the State Board of Control, and in January, 1926, considered the possibility of engaging a child welfare worker. However, the problem of cost was an obstacle.

In February, 1926, a representative of the State Board of Control visited Green Bay to study the local situation regarding child welfare services, and discussed the possibility of engaging a child welfare worker. A few months later, definite action regarding this matter was taken by the family wel-

7 Minutes of Meeting, Green Bay Diocese Apostolate, Green Bay, Wisconsin, September 11, 1922.

8 Minutes of Meeting, Green Bay Diocese Apostolate, Green Bay, Wisconsin, August 13, 1925.

9 Minutes of Meeting, Green Bay Diocese Apostolate, Green Bay, Wisconsin, September 13, 1925.
fare workers at a regular monthly meeting. The minutes of this meeting contain the following entry:

A lengthy discussion ensued concerning the large amount of work the organization now covers, and the many institutional problems presented. It was decided by motion that a committee wait on the Bishop and present to him the necessity of organization engaging an efficient Catholic social worker to have charge of child placements and other institutional problems connected frequently with different activities throughout the Diocese. Expense of this help to be incurred by the Diocese.10

A committee met with the Bishop in July, 1926 and interpreted the need for a child welfare worker. The Bishop recognized this need, but he preferred to appoint a priest who would perform the necessary child welfare services and direct the entire program of the Apostolate under his supervision. With this appointment, the Spiritual Director, who had also acted as administrator, would be relieved of his agency responsibility.

Thus the beginning of a child welfare department was established within an agency which had come to be recognized on a local, Diocesan, and State level during eight years of existence. It became a member of the Wisconsin State Conference of Social Work in 1919, was enrolled as a member of the National Conference of Catholic Charities in 1921, and became a par-

10 Minutes of Meeting, Green Bay Diocese Apostolate, Green Bay, Wisconsin, June, 1926.
ticipating member of the Green Bay Community Chest in 1925.
CHAPTER II

THE CHILD WELFARE PROGRAM FROM OCTOBER,
1926 TO JUNE, 1930

When the first Director of the Apostolate was appointed on October 1, 1926, his duties were to be, generally speaking, two-fold. He was to organize and assume the responsibility for the child welfare department and direct the program of the existing family welfare department.

Since it was impossible for one person to adequately provide welfare services to Catholic children throughout the Diocese, it was necessary for the Director to rely upon the assistance which the volunteer workers and the Pastors could give. This was particularly true in Green Bay, since the three Diocesan institutions for children were located there; namely, St. Mary's Mothers' and Infants' Home, St. Joseph's Orphanage, and the Good Shepherd Home. On October 1, 1926, the combined population of these institutions represented the initial case-load of the child welfare department. These were:

One hundred and fifty-nine children at St. Joseph's Orphanage, forty unmarried mothers and eighty-two
infants at St. Mary's Mothers' and Infants' Home, and 115 girls at the Good Shepherd Home. 11

The State Board of Control was placing increasingly greater emphasis upon policies regarding the placement of children, particularly adoptive home placements, and suggested that the Director offer his services to the Sisters at St. Mary's Mothers' and Infants' Home in this aspect of their work. For this reason, he focused his attention upon the services to unmarried mothers and their children during the period between October 1, 1926 and June 1, 1930.

In order that the newly created child welfare department could assume the responsibility for child welfare services, it was necessary that it be licensed by the State Board of Control, and on December 18, 1926, the Bishop of the Diocese signed an application for the first license, and thereby agreed that the agency would conform with the following requirements as stipulated by the State Board of Control:

1. To make a careful social investigation of the child and his family to be sure the child cannot remain with its own family or relatives and is a placeable child.

2. Carefully select a foster home which has been most thoroughly and personally investigated by a trained agent.

11 Statistics from the records at St. Mary's Mothers' and Infants' Home, St. Joseph's Orphanage, and the Good Shepherd Home, Green Bay, Wisconsin, October 1, 1926.
3. Supervise the child in a foster home until adopted, giving thoughtful attention to the physical, mental, moral and spiritual development of the child.

4. Report to the Board of Control on blanks prescribed by the Board of Control, the placement of every child in a boarding home either for adoption or free care.


6. Report monthly to the State Board of Control all children received by the Home Finding Association and all children placed out by them and all supervisory visits on behalf of the child on blanks furnished by the State Board of Control.  

To present the development of the child welfare department during the period between October 1, 1926 and June 1, 1930, the purpose and function of the three children's institutions must be considered, since their services to unmarried mothers and children provided the nucleus around which the child welfare program was to grow.

The purpose of St. Mary's Mothers' and Infants' Home has been, since its establishment by the Sisters of Misericordia in 1900, to provide a home for the unmarried mother and her child. All unmarried mothers, regardless of religion or place of residence were accepted for service at this Home, the only condition being that they had evidence of a negative Wasserman

12 Green Bay Diocese Apostolate Files, Department of Child Welfare, Madison, Wisconsin, December 18, 1926.
test. If this test had not been administered prior to entrance, it was given immediately upon admission. In the event that the test results were positive, the girl was referred to a State institution. The Sister in charge of the Home endeavored to become acquainted with every girl who entered. However, the only record that was kept was a small white card which contained factual identifying information.

If the unmarried mother requested that her child be placed in an adoptive home, regardless of her own religion, the child was baptized a Catholic and placed in a Catholic adoptive home. In all instances, unless the unmarried mother planned to take her child with her when she left the Home, she signed a copy of the following statement.

I, the undersigned______, of my own free will and accord, declare by these present, that under my present circumstances, I am in the absolute and complete impossibility of taking care of and providing for the_______ child, born to me at______ , in the City of______, County, State of______ and, that for the welfare and benefit of the said child born at______ on the______ day of 19____; I give all rights and claims upon the said child and therefore authorize the Sisters of Misericordia to dispose of said child either by adoption or otherwise, binding myself never to trouble them or anybody else, in any way, and never attempt to regain possession of said child. Given under my sign and seal at______ in the aforesaid City of______, on the______ day of______, 19____.

Witnesses

Signature______________ 13

13 Office files at St. Mary's Mothers' and Infants' Home, Green Bay, Wisconsin, 1927.
If, after the child was released to the Home, it was determined that he was not an adoptable child, he was transferred, at the age of two years, to St. Joseph's Orphanage.

During the period prior to 1926, adoptive applicants came directly to the Home, and after presenting a letter of recommendation from their Pastor, were permitted to select the child to whom they were most attracted. With the establishment of the child welfare department, many of these adoptive applicants were referred to the Director, and after a home visit was made, (a copy of which was given to the Home), the Sister in charge of the Home would select the child she thought was best suited to the adoptive home.

Beginning in October, 1926, the Director of the agency visited the Home regularly, and interviewed an average of one hundred unmarried mothers each year. In an attempt to obtain a more complete history of the child's background as well as for financial resources, he endeavored to interview the alleged fathers. However, in the majority of instances, the mother paid the forty-five dollar confinement fee if she was in a position to do so. There was no financial arrangement made for the care of children who were not placed in adoptive homes, since the unmarried mothers were no longer responsible for their support. Also, between October, 1926, and June, 1930, the Director with the assistance of the volunteer workers, visited
fifty prospective adoptive homes, and forty-eight homes in which a child had been placed.

There were always more infants to place during this period than there were prospective adoptive homes. The following figures give some indication of the distribution of mothers, infants, and adoptive homes.

<table>
<thead>
<tr>
<th>Year</th>
<th>Unmarried mothers in the Home</th>
<th>Infants in the Home</th>
<th>Infants placed in adoptive homes</th>
</tr>
</thead>
<tbody>
<tr>
<td>1926</td>
<td>80</td>
<td>94</td>
<td>16</td>
</tr>
<tr>
<td>1927</td>
<td>112</td>
<td>115</td>
<td>19</td>
</tr>
<tr>
<td>1928</td>
<td>104</td>
<td>106</td>
<td>14</td>
</tr>
<tr>
<td>1929</td>
<td>77</td>
<td>91</td>
<td>14</td>
</tr>
</tbody>
</table>

There is no available evidence to substantiate the reasons for the increase of unmarried mothers in the Home during 1927 and 1928. However, it may be assumed that immediately following the establishment of the child welfare department its services became known to agencies and pastors throughout the Diocese, and unmarried mothers were referred to this agency where plans were made for them to enter the Home.

In addition to the unmarried mother and adoptive home program, the Director gave some attention to the problems regarding St. Joseph's Orphanage which were primarily those of admission to, and discharge from the institution. This Home was
established in 1889, and provided care for a maximum of 200 children between the ages of two and sixteen years who could not be cared for in their own homes. Prior to 1926, the Director of the Orphanage relied completely upon the recommendation of the Pastors regarding the acceptance of children, and following acceptance, they remained at the Orphanage until the Director, parents, relatives or friends made a plan for them. Some children were committed to the Home by the Court and they were placed in either adoptive or foster homes, as is evidenced by the following statement: "We have in our Home children of whom we have the full care by reason of abandonment, release or Court commitment. Such children are available for placement into a foster home."14 Frequently, families who were interested in securing help in their homes would apply directly to St. Joseph's, and their requests were granted. It was impossible for the Director to do adequate follow-up work in these cases, and there was no way of determining whether or not the children were happy. If the families were dissatisfied with the children, they were returned to the Home.

The following figures indicate the number of children who were cared for at the Orphanage between 1926 and 1930, as

well as the number who were admitted and discharged each year. The annual reports of the child welfare department during this period show that the Director of the agency arranged for an average of fifty admissions and sixty-five discharges annually from this institution.15

<table>
<thead>
<tr>
<th>Year</th>
<th>Children in the Orphanage</th>
<th>Children admitted</th>
<th>Children released</th>
</tr>
</thead>
<tbody>
<tr>
<td>1926</td>
<td>159</td>
<td>83</td>
<td>60</td>
</tr>
<tr>
<td>1927</td>
<td>182</td>
<td>79</td>
<td>75</td>
</tr>
<tr>
<td>1928</td>
<td>186</td>
<td>56</td>
<td>55</td>
</tr>
<tr>
<td>1929</td>
<td>197</td>
<td>59</td>
<td>47</td>
</tr>
</tbody>
</table>

During this period, the number of children who were temporarily committed to the agency by the Court and placed in St. Joseph's Orphanage, gradually increased each year. In 1926, three of the children at the Orphanage were temporarily committed to the Agency; by 1930, this number had increased to ten children. This is evidence of the fact that the public support of neglected and dependent children was being given some emphasis by the Director of the agency. It is also an indication of the willingness of some of the Judges to give the

15 Annual Reports, St. Joseph's Orphanage, Green Bay, Wisconsin, 1926 to 1930.
agency the responsibility of placing the children who were
called to the attention of the Court. The children at St.
Joseph's Orphanage who were not committed by the Court were
supported either completely or in part by their parents or
relatives. In some instances, there was no financial remunera-
tion for the care of the children.

The extent to which the Director of the Orphanage
depended upon the child welfare department in providing service
to children is evidenced in the following statements which ap-
peared in the annual reports of the institution during this
period:

Socially, I know our work to have improved. This
phase of our work we are increasingly turning over
to the Green Bay Diocese Apostolate, which we think
proper. To do all of the visiting and investigation
would take me away from the Home to such an extent
that it would be impossible to take care of the Home
work with any degree of efficiency. I hope that in
time this phase of our work will be taken over entire-
ly by the above named organization, for which they
are aptly fitted by reason of their better training,
temperament and organization.16

Our field work is being cared for and investigations
made almost entirely by the Green Bay Diocese Apos-
tolate. I am glad that the Apostolate is undertaking
this phase of the work, and I hope they will be pro-
vided with sufficient personnel to allow us to re-
linquish our placing duties. I see the Home merely
as a branch of the Diocesan Charities, not as a

16 Annual Report, St. Joseph's Orphanage, Green Bay,
Wisconsin, 1927.
separate and independent unit.17

In organization helps, I think the greatest good done our Home was the establishment of the Green Bay Diocese Apostolate. We have been able to turn over our entire field work to this organization. While their service is not as yet perfected, it is a question merely of time and personnel. All applications for admissions are turned over to this organization as are all questions of return or placements.18

The third Diocesan children's institution which the child welfare department had contact with during this period was the Good Shepherd Home. However, since this Home was not a child placing agency, its needs for child welfare services were not as apparent as those of the other institutions. In addition, the shortage of personnel in the child welfare department made it impossible to provide more than very limited service to this Home.

The purpose of the Good Shepherd Home was the rehabilitation of "wayward" girls. It accommodated approximately 115 girls, and two departments were maintained; a boarding school and a school for delinquent and pre-delinquent girls. Girls under twenty-one years of age were accepted, regardless of residence, and every request for admission was granted. In some instances delinquent girls were committed by the Court,


and in these cases, they were discharged only upon the recommendation of the Judge. In all other cases, the girls were released to their parents or relatives upon request. The length of time the girls spent at the Home varied, and depended upon when the Judge, parents, or relatives requested their release.

The majority of the girls who were placed in the Home prior to, and during this time, came from economically dependent homes. In a few instances the parents paid for their care, but this was not the general policy. "The average monthly income for the care of the girls in the Home between 1926 and 1930 when the population was about 125 girls, was less than it is now when we have an average of fifty girls." 19

On January 1, 1927, there were three licensed child placing agencies in the City of Green Bay; the two institutions and the child welfare department. In November of that same year, a conference was held at the Good Shepherd Home attended by the Bishop, the Directors of the Diocesan institutions, the Director of the Green Bay Diocese Apostolate, and a representative of the State Board of Control. At that time it was

19 Interview with Sister M. Clotilda, Director, Good Shepherd Home, Green Bay, Wisconsin, January, 1951.
agreed that all child placing in the Diocese would be done by
the Apostolate, and that this agency would assume the casework
responsibilities for the admissions and follow-up work of the
institutions. It was further agreed that monthly reports of
the extent and kind of service provided by the child welfare
department would be submitted to the State Board of Control in
accordance with the requirements of the license. Thus the
State Board of Control would be kept informed of the child wel-
fare services performed. There was no substantial change in
this plan until February 5, 1929, when in a conference with
representatives of the State Board of Control, it was agreed
that, at the point of intake, the Apostolate would refer all
Protestant unmarried mothers to the Children's Home and Aid
Society which was a private non-sectarian agency operating on
a state wide basis.

During the period under discussion, there was a slow
but gradual decrease in the duplication of Catholic child wel-
fare services, and the area of service and function of both
the child welfare department and the three institutions became
more clearly defined. Consistent attempts were made to follow
the standards outlined by the State Board of Control. This
resulted in a satisfactory working relationship with the State,
and in a more clear understanding of the prevailing child wel-
fare practices. Despite the limitations placed upon the stand-
ards of service by inadequate office space, secretarial help, personnel, and finances, the foundations for a Diocesan child welfare department were securely laid between October 1, 1926, and June 1, 1930.
CHAPTER III

THE CHILD WELFARE PROGRAM FROM JUNE 1, 1930 TO SEPTEMBER 1, 1947

A new Director was appointed on June 1, 1930, and he served in this capacity until September 1, 1947. During that time, as the function of the child welfare department became more clearly defined, the scope of its services to Catholic children expanded throughout the Diocese. Gradually, the department became recognized as the central coordinating agency for Catholic child welfare services, thus eliminating the duplication of service which had existed earlier.

The factor which was directly responsible for this definition, coordination, and expansion of service was the Children's Code of Wisconsin which became a law on August 30, 1929, and represented the first comprehensive legislation in the State of Wisconsin for the protection of children outside of their own homes. However, the provisions of this Code were not applied in their entirety throughout the State for some time, since their interpretation to social agencies was a gradual process.
With the assistance of the representatives of the State Board of Control, the Director of the Apostolate became familiar with the provisions of the Code as they affected Diocesan child welfare programs, and he realized that considerable long term planning would be necessary if the child welfare department was to continue. The provisions of the Code increased the responsibilities of the department, and in order to meet these responsibilities, child welfare workers were necessary. However, the office quarters consisted of two rooms, and any increase in personnel could not be accommodated adequately. This situation led to the erection of a Diocesan office building in the City of Green Bay in 1938, and the establishment of five Diocesan branch offices between 1930 and 1945, all of which were the logical outgrowths of the Children's Code.

The Code itself was the result of the work of the Wisconsin Children's Code Committee, organized in 1926, and composed of 160 citizens representing all fields of endeavor in the State. As a result of the national movement directed toward improving standards for child care, this Committee re-evaluated the laws of the State regarding the delinquent, dependent, and the neglected child, because it considered that the Wisconsin Statutes were not as complete and adequate as the needs of children required.

According to Marie C. Kohler, a member of the Commit-
the purpose of the Code was:

To not only codify the existing laws affecting the care, treatment, and protection of all children, but to improve these laws by prescribing forms of care, methods of treatment and ways and means of protecting children which are modern, scientific, and suited to our times. The fundamental purpose of the Code is the protection of children.20

Certain provisions of the Code which directly affected the child welfare department and the Diocesan children's institutions included the following:

48:37 No person other than the parent or legal guardian, and no firm, association or corporation, and no private institution shall place any child in the control and care of any person with or without contract or agreement, or place such child for adoption, other than a licensed child welfare agency.

2. Every child welfare agency must be licensed annually by the State Board of Control. Each license shall specify in general terms the kind of child welfare work the agency is authorized to undertake.21

48:38 No person shall conduct or maintain a foster home without first having obtained a permit to do so from the State Board of Control or from a licensed child welfare agency designated to issue such permits.22


21 The Children's Code of Wisconsin, Madison, Wisconsin, p. 16.

22 Ibid., p.19.
48:39 The District Attorney in all cases has charge of establishing paternity of the child, and of securing a proper financial settlement in his behalf. The proceedings for this purpose must be in a Court of record and the transfer of the custody of such child must be authorized by a Court of record.23

Each of these provisions placed additional responsibilities on the department in terms of the custody and placement of children, the licensing of all foster homes, and the following of the Court procedure required when the custody of a child was being transferred. The Directors of the Diocesan institutions were no longer permitted to arrange for the placements of children, and the unmarried mother could not release her child, as she formerly did, by signing a statement in the office of the Home. All of these services were now to be administered by the Diocesan agency.

The license issued by the State Board of Control in 1931 contained the first concise statement of the function of the agency. It read as follows:

This license authorizes the child welfare department of the Green Bay Diocese Apostolate to receive dependent and neglected children of both sexes from birth to nineteen years of age, who are lawfully committed to such welfare agency or placed in its charge or control.

23 The Children's Code of Wisconsin, Madison, Wisconsin, p. 16.
This agency is also authorized to place children in foster homes.  

This delegation of authority was necessary in order that the department could be recognized as the coordinating agency for all Catholic child welfare service in the Diocese. According to the Director, "The entire matter of coordination of services was a very gradual process dependent upon the development of favorable attitudes throughout the Diocese of Green Bay toward the services of the agency. These favorable attitudes could not be developed without adequate and qualified child welfare personnel." Securing this personnel was also a gradual process because of the lack of funds and office space.

However, the caseload of the department on January 1, 1931, made it clear to the Director that a child welfare worker was necessary. At that time there were 227 children at St. Joseph's Orphanage, ninety-five unmarried mothers and ninety-eight infants at St. Mary's Mothers' and Infants' Home, and 106 girls at the Good Shepherd Home. The Director presented these figures to the Bishop, and interpreted the provisions of

24 Green Bay Diocese Apostolate files, Green Bay, Wisconsin, 1931.

25 Interview with Reverend Henry C. Head, Director, Green Bay Diocese Apostolate, Green Bay, Wisconsin, 1930 to 1947.

26 Statistics from the records at St. Joseph's Orphanage, St. Mary's Mothers' and Infants' Home, and the Good Shepherd Home, Green Bay, Wisconsin, 1931.
the Children's Code to him. As a result, a trained caseworker was employed on July 1, 1931. Until January 1, 1935, the Director and one child welfare worker assumed the responsibility for all Catholic child welfare in the Diocese.

During the period between 1931 and 1935, the number of adoptive placements at St. Mary's Mothers' and Infants' Home gradually declined, and this decrease may have been due to several factors. First, was the fact that the child and the prospective home were studied more carefully with the result that fewer children were placed. Secondly, the provisions of the Children's Code which required that the transfer of custody be a Court procedure, delayed the release of children for adoptive placement. It may also be assumed that with the addition of a child welfare worker, more adequate casework services were provided for the unmarried mother. These assisted her in arriving at a more satisfactory plan for herself and her child. Finally, only the children of Catholic mothers were placed in Catholic adoptive homes. The following figures show the decrease in adoptive placements from 1931 to 1935.

<table>
<thead>
<tr>
<th>Year</th>
<th>Unmarried mothers in the Home</th>
<th>Infants in the Home</th>
<th>Infants placed in adoptive homes</th>
</tr>
</thead>
<tbody>
<tr>
<td>1931</td>
<td>95</td>
<td>106</td>
<td>25</td>
</tr>
<tr>
<td>1932</td>
<td>108</td>
<td>115</td>
<td>18</td>
</tr>
<tr>
<td>1933</td>
<td>87</td>
<td>101</td>
<td>9</td>
</tr>
<tr>
<td>1934</td>
<td>71</td>
<td>96</td>
<td>8</td>
</tr>
</tbody>
</table>
Although during this period the number of adoptive placements gradually decreased each year, the total number of children placed was three less than during the previous five year period. During the period between 1926 and 1930, 373 unmarried mothers were cared for in the Home; between 1931 and 1935, 361 unmarried mothers were cared for. These figures show little change in the number of unmarried mothers in the Home and the adoptive placements made during the period between 1926 and 1935.

In addition to providing service to St. Mary's Mothers and Infants' Home, the Director and child welfare worker directed much of their attention toward problems concerned with the intake and placement of children from St. Joseph's Orphanage. In accordance with the provisions of the Children's Code, the Director of this institution was no longer placing children in foster homes, since this responsibility became that of the child welfare department.

Prior to the passage of the Children's Code, the Juvenile Judges assumed the responsibility for the placement of any child who was called to the attention of the Court. If he committed a child to an institution, the Director was given custody. Depending upon the financial arrangements for the care of the child, it was the responsibility of the Director of the institution to bill the County of the child's residence. As the Juvenile Judges became more familiar with the function of the
child welfare department, they began to commit dependent, neglected and delinquent children to the temporary custody of the agency, rather than to the institution. This practice had two advantages. It allowed the child welfare agency to determine the placement which would best meet the needs of the child, and made possible some definite arrangements for financial support as long as the agency retained custody.

This plan, whereby the agency billed the County of residence for the care of a child who was temporarily committed to it, was a significant factor in the acceptance of the child welfare department by the Directors of the Diocesan children's institutions. They were assured of an income for the committed children they cared for, and thereby had funds for creating higher standards of child care. This practice also indicated the gradual acceptance of social workers by the Courts, and provided an opportunity for the interpretation of agency function to the Juvenile Judges.

The cooperation between the Juvenile Judges and the child welfare workers was a slow development. According to the Director, "During the period between 1930 and 1935, about fifty percent of the Juvenile Judges were very cooperative. The remaining fifty percent were very uncooperative. Many of the Judges looked upon the Green Bay Diocese Apostolate as a charitable organization, and were reluctant to provide public funds
for the care of neglected, dependent, and delinquent Catholic children." 27

The following figures show the number of children at St. Joseph's Orphanage, and the number for whom the agency assumed the responsibility of admission and discharge during the period between 1931 and 1935.

<table>
<thead>
<tr>
<th>Year</th>
<th>Children in the Orphanage</th>
<th>Children admitted</th>
<th>Children released</th>
</tr>
</thead>
<tbody>
<tr>
<td>1931</td>
<td>211</td>
<td>62</td>
<td>38</td>
</tr>
<tr>
<td>1932</td>
<td>235</td>
<td>36</td>
<td>44</td>
</tr>
<tr>
<td>1933</td>
<td>227</td>
<td>50</td>
<td>53</td>
</tr>
<tr>
<td>1934</td>
<td>224</td>
<td>46</td>
<td>54</td>
</tr>
</tbody>
</table>

During this period the number of children who were discharged gradually increased, in contrast to the earlier period when the number gradually decreased. This indicated the beginning of an awareness of the need to plan for individual children in terms of foster home care. During the previous five year period only three percent of the children admitted to the Orphanage were committed to the agency; this percentage had increased to fifteen between 1931 and 1935. This is further indication of the

27 Interview with Reverend Henry C. Head, Director, Green Bay Diocese Apostolate, Green Bay, Wisconsin, 1930 to 1947.
emphasis placed upon the public support of dependent and neglected children.

During the period between 1931 and 1935, the services offered to the Good Shepherd Home were gradually accepted, and this was a result, to a large extent, of the provisions of the Children's Code. As the institutional and agency Directors met with the representatives of the State Board of Control, the Director of the Good Shepherd Home realized the need for assistance from the agency. She saw the value of having children temporarily committed to the agency rather than to the institution, and gradually recognized the child welfare department as the coordinating agency for all Catholic child welfare service in the Diocese.

In 1930, the Good Shepherd Home was licensed to care for dependent, neglected and delinquent girls from the age of twelve years to majority. The number of girls who could be cared for was specified as seventy-five, thus reducing the enrollment considerably. This reduction was gradual, and could be realized only as the girls reached majority, or other plans could be made for them. Between 1930 and 1935, the child welfare department arranged for the admission of eighty girls to the Home; forty of these were temporarily committed to the custody of the agency. The girls who were discharged during this period were either placed in foster homes or were returned to
their own homes. The child welfare department arranged for foster home placements for sixty-three girls. 28

In June, 1933, the fourth Diocesan children's institution was founded by the Bishop. This Home, known as the Crippled Children's Home, was situated near the City of Green Bay, and conducted by the Sisters of St. Francis. It was established to care exclusively for the crippled child, who because of his physical handicap, was in need of special school facilities. In addition to maintaining a special school program, an occupational therapist was employed. The Home was licensed by the State Board of Control to provide for a maximum of twenty children, and all intake was to be the responsibility of the child welfare department of the Apostolate. This extended the services of the department into the area of the physically handicapped child of normal mentality who could respond to specialized treatment.

The greatest evidence of the expansion of Catholic child welfare services between 1931 and 1947, lay in the establishment of five Diocesan branch offices. This type of expansion grew out of the fact that the Catholic population of

28 Statistics from the records at the Good Shepherd Home, Green Bay, Wisconsin, 1930 to 1935.
the Diocese was not concentrated in any one metropolitan area, but was spread among several cities with populations of 30,000 or more persons. As referrals for child welfare service came from all parts of the Diocese, the Director realized that much time and effort could be saved by operating through branch offices. From 1931 to 1935, the largest number of referrals came from Portage County in the western part of the Diocese, about one hundred miles from Green Bay. The possibility of establishing a branch office in Portage County was discussed with the Bishop, and he approved of the plan suggested by the Director.

The City of Stevens Point was the logical location for this office, since it was the County Seat, and its population was about eighty per-cent Catholic. During the latter part of 1934, the Director met frequently with the Pastors in Portage County, and discussed the proposed plan with them. They were in agreement, and the first Diocesan branch office was opened in Stevens Point on January 3, 1935. By July 1, 1937, this office had one hundred children under care.29

The establishment of the Stevens Point office reduced the child welfare responsibilities in Green Bay office, and at the same time, provided a cooperative working relationship with

29 Annual Report, Green Bay Diocese Apostolate, Green Bay, Wisconsin, 1937.
the social agencies in the County. During its nine years of existence, the office operated with one child welfare worker and a stenographer. It was closed in 1944 when the Diocese of Madison was established, and Portage County was included in it.

Between 1938 and 1944, four additional branch offices were established. These offices developed from a growing need to provide more extensive child welfare services to areas which could not be reached adequately by the Green Bay child welfare staff. They were located in the Cities of Oshkosh, Neenah-Menasha, Manitowoc, and Appleton, and were opened in 1938, August, 1942, December, 1942, and 1944 respectively.

The initial planning for all of the branch offices was similar in that the Director of the agency with the approval of the Bishop, met with the Pastors in these cities and talked with them about the need for branch offices. With few exceptions, they were in agreement, and anxious to have assistance in solving many of the child welfare problems in their parishes.

In these four cities, the Director of the agency, with the help of the Pastors and prominent Catholic citizens, organized very effective Boards of Directors which were important in interpreting the work of the agency to the public.

In presenting the need for branch offices to the Bishop, the Director of the agency requested that priests be appointed as the Directors of the offices in Oshkosh and Mani-
towoc. It was his plan that the Director in Oshkosh would also serve as the Director of the Neenah-Menasha and Appleton offices. This request was granted, and in 1946, a priest was appointed as the Director of the Appleton office.

Soon after their establishment, these four Diocesan offices became participating members of the Community Chests in their respective cities. This participation was realized after considerable difficulty in Manitowoc and Appleton, where the Community Chest Boards thought that Catholic children should not be the recipients of public funds. As a result, the initial funds allotted by the Community Chests to these branch offices was very low, and increased gradually with the evidence of service and constant interpretation. In 1944, the funds provided to the child welfare department of the Green Bay Diocese Apostolate by Community Chest funds was $13,500.

In addition to the establishment of five Diocesan branch offices during this period, another significant factor in the expansion of the child welfare services was the erection of a Diocesan office building in Green Bay. The building plans were approved in 1937, and it was opened in 1938. This building

30 Interview with Reverend Henry C. Head, Director, Green Bay Diocese Apostolate, Green Bay, Wisconsin, 1930 to 1947

31 Annual Report, Green Bay Diocese Apostolate, Green Bay, Wisconsin, 1944.
met the needs of the constantly expanding services, and the greater part of the first floor was designated as the office quarters for the Apostolate. These new offices were a definite contrast to the crowded quarters occupied by the agency staff during its twenty years of operation. They permitted the necessary increase in child welfare personnel, stenographic help, and office equipment.

Until 1941, when Brown County employed a psychiatrist, there had been no psychiatric service available to the agency. This service, although confined to Brown County, was readily accepted by the Green Bay office personnel and the Diocesan institutions. It provided a means for better recognizing the needs of children, and was particularly valuable in determining the placement of adoptable children. Mental testing of every child considered for adoptive placement became routine procedure.

From June, 1930 to September, 1947, the personnel of the child welfare department increased from one person, the Director, to twenty-two persons; four of whom were priests, ten child welfare workers, and eight stenographers. Of the ten child welfare workers, one had earned her Ph.D. in social work, one had completed a year of graduate training, and the remainder had no training beyond their college work. Not any of the priests had social work training.

As the staff of the child welfare department increased,
there was a gradual increase in the number of children who were being given service by the agency. The following figures show the gradual decline in the number of children in Diocesan children's institutions, and the gradual increase in the number who were placed in foster homes.

<table>
<thead>
<tr>
<th>Year</th>
<th>Children in Diocesan institutions</th>
<th>Children in foster homes</th>
</tr>
</thead>
<tbody>
<tr>
<td>1937</td>
<td>427</td>
<td>8</td>
</tr>
<tr>
<td>1940</td>
<td>381</td>
<td>18</td>
</tr>
<tr>
<td>1943</td>
<td>331</td>
<td>20</td>
</tr>
<tr>
<td>1946</td>
<td>329</td>
<td>22</td>
</tr>
</tbody>
</table>

<table>
<thead>
<tr>
<th>Year</th>
<th>Children in boarding homes</th>
<th>Children in work and wage homes</th>
</tr>
</thead>
<tbody>
<tr>
<td>1937</td>
<td>26</td>
<td>24</td>
</tr>
<tr>
<td>1940</td>
<td>42</td>
<td>30</td>
</tr>
<tr>
<td>1943</td>
<td>66</td>
<td>36</td>
</tr>
<tr>
<td>1946</td>
<td>69</td>
<td>39</td>
</tr>
</tbody>
</table>

These figures show that as the foster home program of the child welfare department was being increasingly emphasized, the population of the children's institutions decreased. This indicated that more careful consideration was being given to the placement of children, and that the various types of foster home care were being considered in addition to the institutions.
With the increase in personnel, it became possible to consider the individual needs of the child, and it was no longer necessary for a child welfare worker to think only in terms of institutional placement.

Throughout the period of its existence, the problem of adequate finances had been an obstacle in the effective operation of the agency. As the funds from the Counties and Community Chests gradually increased, more adequate standards of child care could be maintained. However, it was necessary for the Director to request funds from the Bishop periodically in order to meet the costs of the constantly expanding program. In an effort to establish some regulated means of financing the agency, in 1943 the Director spoke with the Bishop regarding the possibility of inaugurating an annual Catholic Charities collection in the Diocese. He thought that this plan would provide an opportunity to interpret the services of the child welfare department to the Catholic population as well as to stabilize the financial program. The Bishop reacted favorably to this proposal, and it was agreed that the agency would assume the responsibility for having envelopes printed and distributed in the Catholic churches of the Diocese each year on the first Sunday in Lent. On this Sunday, each Pastor was to read a communication from the Bishop to the Catholic laity regarding the extent and kind of service performed by the child welfare
department. The collection was to be taken up in the churches on the following Sunday, and the funds collected were to be given to the Bishop who would place them in a special fund. The Director of the agency was to compute the budget and request funds from the Bishop semi-annually.

This practice which was begun in 1944 has been carried out on an annual basis since that time. It has proved to be a satisfactory means of financing the agency adequately on a regular basis as well as keeping the Catholic population and Pastors of the Diocese informed of its services.

During the years between 1930 and 1947, the Director of the agency had frequent contacts with the State Board of Control. (This Board was abolished in 1939, and replaced by the Division of Child Welfare which was a department of the Wisconsin Public Welfare Department.) They visited the Diocesan institutions regularly, and met with the Directors and staff personnel to discuss all aspects of child welfare services. These representatives were concerned primarily, with the child welfare services throughout the State, and they assisted the agency and institutions in working toward more acceptable standards of child care.

In 1941, the representatives of the Division of Child Welfare evaluated the child welfare services of the Green Bay Diocese Apostolate, and the conclusion of the evaluation is as
The records indicate very clearly that the agency is ready to give service whenever called upon, whether the child is a Catholic or Protestant, whether pay for his care is available or not, as shown by the many charity cases, and whether the service is requested by the child's family, another agency, or the Court.32

This evaluation pointed out the need for more complete recording in the case records, and for a more adequate foster home program. The representatives of the Division of Child Welfare thought that in some instances there were too many children in a foster home, and that they were not carefully selected and studied prior to placement of the child. The evaluation indicated that although there were many deficiencies in the department, it had made considerable progress.

In the period between 1930 and 1947, the child welfare department became the coordinating agency for all Catholic child welfare services in the Diocese of Green Bay. This was a gradual process which began with the Children's Code in 1929, and developed slowly as the increase in personnel warranted. With the cooperation of the Bishop of the Diocese, the Diocesan children's institutions, and the Pastors, the Director of the agency was enabled to expand the services of the department to all parts of the Green Bay Diocese.
CHAPTER IV

THE CHILD WELFARE PROGRAM IN 1950

The present Director of the Apostolate was appointed on September 1, 1947. This appointment reflected the Bishop's recognition of the growing trend to appoint administrators from the ranks of those who had had successful experience within a social agency setting. As the Director of the Oshkosh branch office, this Director had seven years of experience in both casework and administration, and came to the City of Green Bay with a thorough knowledge of the Diocesan child welfare program and the necessary administrative qualifications.

After twenty-one years of slow and gradual development, the child welfare department had become firmly established. It had adequate office quarters and the question of financial support was no longer an obstacle to effective service, since the central and branch offices were participating members of local Community Chests. Income from this source, plus the Catholic Charities collection inaugurated in 1944, assured both the agency and the institutions of adequate funds for operating costs. In addition, as the Juvenile Judges in the Diocese be-
came more familiar with the child welfare program, the number of neglected, dependent and delinquent children who were supported by the Counties of residence, rather than by Diocesan funds, increased. In 1930, four percent of all of the children under the care of the agency were supported by public funds; this number had increased to sixty percent by 1947.33

By September 1947, the definition of the area of services of both the department and the children's institutions were clearly understood and applied. The functions of each had been defined, initially, by the Children's Code of Wisconsin, and later by the legislation of 1939 which created the Wisconsin Division of Child Welfare. However, the implementing of these provisions into practice was a slow process for two reasons. First, for several years, the services of the department were limited by lack of office space, funds, and personnel, and the responsibility for child welfare services could be assumed only as agency expansion in these areas warranted. Secondly, the Directors of the institutions had carried on both a child caring and child placing program for many years prior to the establishment of the agency, and were reluctant to limit their services only to child care. However, as the function of

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the agency became clear to them, they gradually relinquished their child placing activities to the child welfare department.

In September 1947, the program of the child welfare department included five major areas of service: Diocesan children's institutions, foster homes, own homes and relatives' homes, adoptive homes, and unmarried mothers. These departments represented the total agency caseload of 704 children and unmarried mothers who were serviced by fourteen child welfare workers. Of these workers, three were priests with no social work training, who did casework as well as branch office administration, one lay executive held a Ph.D. in social work, one caseworker had completed a year of graduate training, and the remainder had no training beyond their college work. With the exception of the Neenah-Menasha office, which had only a caseworker, each branch office had a priest as Director and a child welfare worker. The staff of the Green Bay office consisted of seven child welfare workers and the Director of the agency.

Soon after his appointment, the Director examined the agency statistics, and found that the combined enrollments of the children's institutions exceeded the number for which the licenses provided. In January 1948, there were four hundred

34 Interview with Reverend Lambert D. Scanlan, Director, Green Bay Diocese Apostolate, Green Bay, Wisconsin.
children in institutions which should have accommodated 360, according to the provisions of their licenses. In addition, the statistics showed that there were many children at St. Joseph's Orphanage who had been there for five or more years.  

This situation reflected the need for a re-evaluation of the child welfare service on an overall, as well as a branch office, level. The Director thought that this evaluation of agency service could be accomplished most effectively by regular monthly staff meeting in which all of the agency personnel participated.

One of the first problems which was discussed and evaluated at these meetings was the distribution of caseloads. It was learned that there was an uneven distribution of casework services in the agency, since there were some children in institutions and foster homes for whom no worker was responsible and in other instances there was a duplication of service. There were several reasons for this situation. First, with the frequent turnover of staff, particularly in the Green Bay office, no definite transfer of caseloads was made following the resignation of a worker. Secondly, there was no clear understanding of the geographical area each office was to serve. A

35 Interview with Reverend Lambert D. Scanlan, Director, Green Bay Diocese Apostolate, Green Bay, Wisconsin.
third factor was that, in many instances, branch office workers did not assume continued responsibility for casework services to children whom they placed in institutions.

The first step toward establishing definite case-loads for each worker in the agency, was the definition of the geographical area to be served by each office. Following this, each office, then, automatically assumed the responsibility for every child whose legal residence was within its area of service, and continued responsibility for him, even though he was placed outside of the area. The territory which was not serviced by branch offices became the responsibility of the Green Bay office. The caseload in this office was distributed among seven child welfare workers, according to the category of service; one was assigned the responsibility of adoptive home studies, another worked only with unmarried mothers, two workers visited natural homes and foster homes, and three workers provided casework service to the institutions.

With this understanding of the responsibility of each office and worker, the Director focused his attention upon the adoption program, in order that adoptable children could be placed, and prospective adoptive homes studied on a regular basis. It was decided that each office would assume the responsibility for the acceptance of adoptive applications only from those applicants who resided within its area of service. When
an adoptive application was accepted in a branch office, where it was filed chronologically and activated when the necessary waiting period elapsed. The evaluation of each adoptive home was the responsibility of the office which accepted the application. All adoptive placements were determined by an adoption committee which met once a month and consisted of the Director of the agency, the supervisor, and the workers who gave service to the children and to prospective adoptive parents.

All of these parents were requested to visit at the Green Bay office, occasionally, subsequent to filing their adoptive application, in order that the Director and the supervisor could become acquainted with them.

In contrast to previous years, when there was a tendency to have children remain at St. Mary's Mothers' and Infants' Home for extended periods of time prior to placement, during this period, the agency endeavored to place them in adoptive homes as soon as a satisfactory placement could be arranged. In 1948, seventy-nine children were placed in adoptive homes, in 1949, fifty-five children were placed, and in 1950, there were sixty-five adoptive placements.36

Another important area of service which was discussed

36 Statistical Files, Green Bay Diocese Apostolate, Green Bay, Wisconsin, 1948 to 1950.
at these meetings was the foster home program. Early in 1948, the Division of Child Welfare published a pamphlet entitled, "Standards for Child Welfare Agencies Placing Children in Foster Homes." The standards as set forth in this publication were reviewed by the staff, and an attempt was made to adhere to them as closely as possible. The completion of suggested financial and work agreement forms, medical consent forms, and the foster parents' agreement to be signed prior to the placement of a child, were accepted as routine agency practice. The factors to be considered in the placement of a child in a foster home were evaluated, with the result that more complete studies of both the home and child were made prior to placement. Emphasis was focused not only on the need for more adequate foster home studies, but also on the importance of close and continuous contact with both the child and foster parents following placement. On January 1, 1950, there were 272 children in 218 foster homes throughout the Diocese.37

Although the majority of the staff meetings included only agency personnel, the Director thought that it would be helpful to invite the institutional Directors and staffs to

some of the meetings which were devoted to a discussion of the problems concerning institutions. This method provided an opportunity to discuss mutual problems, and proved to be a valuable means of establishing satisfactory policies of institutional intake and discharge. It was agreed that a social history would accompany each child upon his admission to an institution, and in no instance, would he be accepted unless he was seen by a doctor immediately prior to placement.

In addition to a clarification of policies, these meetings also resulted in a more clear and direct focus on the needs of each child in the institution, and a greater awareness of the importance of working together toward meeting these needs. The agency and institutional personnel were enabled to better understand each other's program, and a more positive working relationship was achieved. With the strengthening of the foster home program during this period, it was possible to release many children from the institutions, and an effort was made to keep the institutional enrollments within the limits of the license provisions. In 1948, approximately one hundred children were discharged from the Diocesan institutions.38

The fifth area of agency service which was evaluated

at the staff meetings, was the unmarried mother program. After examining and discussing the services for the unmarried mother, the workers became aware of the fact that, following the initial interview when a plan was made for her care, adequate casework services were not provided on a regular and continuing basis. More emphasis was placed upon recording factual material regarding her family background than upon the actual casework process. There may have been two reasons for this. One was that, in most instances, the caseworkers were not professionally equipped to render the necessary services, and secondly, the majority of unmarried mothers entered St. Mary's Mothers' and Infants' Home which was a considerable distance from the branch offices. The importance of regular contacts with the unmarried mother was stressed, in order that she could be helped to think through, and reach a satisfactory solution to her problems.

Branch office workers agreed to budget their time in a manner which would permit them to visit St. Mary's Mothers' and Infants' Home regularly. In addition, the Director of the agency arranged to visit at the Home for one hour each week to offer spiritual instruction to the group and counselling services on an individual basis if anyone requested it. This provided for closer contact between the agency, the unmarried mothers, and the Home.

In addition to staff meetings as a means of re-evalu-
uating the agency program during this period, the plan of sta-
tistical reporting for all child welfare agencies, which was
inaugurated by the Division of Child Welfare in 1948, offered
another approach to the reconsideration of policies and pro-
cedures. According to this system, a card was kept on file for
every child under care and for every foster home. Each branch
office and institution was responsible for its own files, and
duplicates of the cards were forwarded to the Green Bay office.
Monthly diocesan statistical reports were prepared in the Green
Bay office and forwarded to the Division of Child Welfare. All
child and foster home cards were to be forwarded to this office
on an annual basis.

This method of statistical reporting had several ad-
vantages. First, it enabled the Division of Child Welfare to
obtain a complete picture, on a monthly basis, of the child wel-
fare program in the State, indicating the relationship in the
extent of service of the public and private agencies. Secondly,
it enabled both the Division of Child Welfare and the child wel-
fare agencies to recognize program needs on a statistical basis.
It also created an awareness in the Apostolate of the need for
adopting sound statistical practices.

In September 1949, three representatives of the Di-
vision of Child Welfare visited the department, including the
branch offices, for a period of one week. During this time,
they conferred with the Director and supervisor, and read case records. On the basis of their evaluation, the following are some of the recommendations which were made:

1. The development of a stronger professional staff through the employment of staff with training and experience in child welfare. A larger staff is needed to provide increased services to all children under care. Caseloads of not more than forty-five should be the objective of the agency.

2. Encouragement should be given to fuller recording in all areas of activity in order to reveal the actual casework process.

3. The importance of continuity of contact with unmarried mothers should be recognized.39

These recommendations served as subjects for consideration and discussion at the regular staff meetings. The importance and value of adequate casework recording was stressed. Caseworkers were conscious of this, but were frank to state that their failure to keep such records was a reflection of heavy caseloads. This was also true in the area of service to unmarried mothers, since lack of personnel made it difficult for the workers to continue their contacts with these girls.

The Director realized the need for a larger and stronger professional staff if these recommendations were to be carried out, but was unsuccessful in securing that staff. He

regarded an increase in both the size and professional qualifications of the staff as an overall and essential need if these recommendations were to be completely fulfilled. A step in this direction was the inauguration of a scholarship program whereby the agency agreed to help finance a caseworker's graduate training if she would agree to return to the agency for a specified period of time. This plan would eventually result in a stronger professional staff.

In addition to the evaluation of agency policies and the inauguration of new statistical practices, the agency was expanded during this period by the establishment of a fifth branch office in the City of Marinette, about fifty miles north of Green Bay. The Director gave consideration to the fact that, at that time, it may have been more feasible to concentrate on strengthening the existing program, but because of the time expended by the Green Bay office workers in providing service to the northern part of the Diocese, he discussed the need with the Bishop, and it was agreed that a branch office in this area was warranted.

This office was to give service to three counties in the northern part of the Diocese, and reduced the number of counties being serviced by the Green Bay office to six. Soon after its establishment in September 1950, it became a member of the Marinette Community Chest, and by January 1951, had forty
five children under care. It was staffed by one caseworker and a stenographer. The establishment of the office in this city was further evidence of the plan to reduce the area of service of the Green Bay office, and to eventually distribute the agency service among several branch offices throughout the Diocese.

On January 1, 1950, there were eight hundred children under the care of the Green Bay Diocese Apostolate. Of this number, 279 were in institutions, 267 in foster homes, and 184 in their own homes. There were twenty-one persons on the staff, fourteen of whom were paid by Community Chest funds, and seven by Diocesan funds. The total operating budget for the year 1949, was $179,170.78. Of this amount, $141,203.85 was collected from public funds, and the remainder was contributed by the Diocese. 40

During the period between September 1947, and January 1951, the Director of the agency, with the support of the staff, the institutional personnel, and the Wisconsin Division of Child Welfare, endeavored to re-evaluate agency policies and thus achieve higher standards of child welfare in all of its areas of service. This was accomplished insofar as the limitations of the professionally trained agency personnel warranted

Definite progress was made in the integration of service among the six offices, as well as within the program itself. The Directors and workers were made aware of the agency deficiencies, and this provided a working basis for continued re-evaluation in an effort to achieve a well integrated and organized professional program of child welfare.
CONCLUSION

During its almost twenty-five years of existence, the child welfare department of the Green Bay Diocese Apostolate has expanded in every area of its service. In 1926, there was one worker, and the Director. At the present time, the staff consists of the Director, three assistant directors who are priests, twelve child welfare workers, and nine stenographers. From an office consisting of two rooms shared with the family welfare workers, the offices have expanded to include adequate office quarters in the Green Bay Diocesan office building, as well as five branch offices.

In 1926, the agency was supported by the Bishop as the financial needs warranted. In 1950, the total funds from the Green Bay and branch office Community Chests was $35,700. This amount, in addition to the funds collected from the counties, parents, relatives, guardians, and the Catholic persons of the Diocese by means of the annual Catholic Charities collection, comprises the total budget.

In 1926, the initial caseload for the child welfare department was 249 children, all of whom were in children's
institutions. By 1950, the number had increased to eight hundred children, about one fourth of whom were in institutions, the remainder being in either their own homes or foster homes.

Perhaps the one most significant factor in the development of the child welfare department was that it became the coordinating agency for all Catholic child welfare in the Diocese of Green Bay. This was the intention of the Bishop when he established the department. The process was slow and gradual and could not have been accomplished without the cooperation of the representatives of the State Department of Child Welfare. Their frequent contacts with the agency and institutional personnel emphasized the child welfare needs, and resulted in a defined area of function for both the agency and the institutions. This definition of function was essential in order that the duplication of services to Catholic children could be diminished.

In accordance with the recommendations of the Division of Child Welfare, the plans for the future are to develop a stronger professionally trained staff. This would automatically result in achieving more professional standards and practices within the agency. In addition, the continued expansion of the branch office program would provide for reduced caseloads, and for a more even distribution of casework services throughout the Diocese.
Finally, as the services of the department continue to expand, constant interpretation to the public is necessary. As the Director of the agency in 1937 stated, "If private agencies expect to continue, it is vitally important that they interpret the value of their services to those who support them."\textsuperscript{41}

\textsuperscript{41} Annual Report, Green Bay Diocese Apostolate, Green Bay, Wisconsin, 1937.
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