

P U B L I C H E A R I N G

before

SENATE COMMITTEE ON INSTITUTIONS AND AGENCIES

to

DETERMINE THE PROCEDURES AND PRACTICES OF THE
BUREAU OF CHILDREN'S SERVICES, DEPARTMENT OF
INSTITUTIONS AND AGENCIES, STATE OF NEW JERSEY

Held:

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Assembly Chamber

State House

Trenton, New Jersey

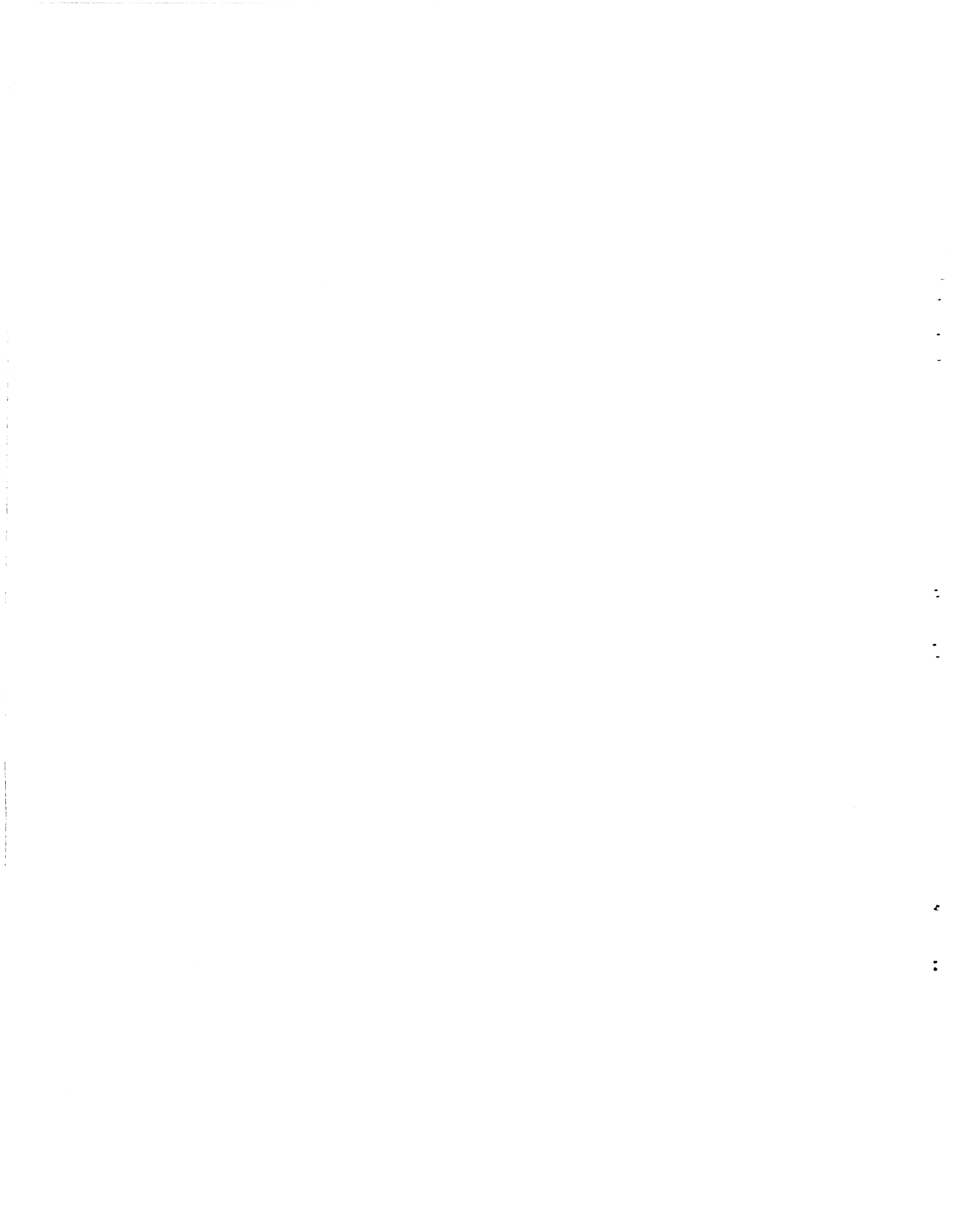
MEMBER OF COMMITTEE PRESENT:

Senator Joseph J. Maraziti [Chairman]

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SENATOR JOSEPH J. MARAZITI: [Chairman] The hearing will come to order.

Let the record show that present is the Chairman of the Senate Institutions and Welfare Committee, Joseph J. Maraziti. I also expect shortly Assemblywoman Millicent Fenwick who would like to sit in with the Committee.

As you know, this is the second of a series of hearings in connection with the study being made of the Bureau of Children's Services.

This is a public hearing. A number of people have indicated that they would like to testify. Anyone present may testify if they so desire and, if you are interested, will you kindly turn in your name and address and the name of the organization you represent, if you represent an organization or group, to my aide, Mr. Carl Moore, who is up front here.

I would like to call on Chief Henry R. Hollender to continue the testimony that he gave at the last hearing. I believe, Chief, you have a prepared statement?

MR. HOLLENDER: Yes, Senator.

SENATOR MARAZITI: Do you have an extra copy?

MR. HOLLENDER: Yes.

SENATOR MARAZITI: Thank you, Chief. You may proceed.

H E N R Y R. H O L L E N D E R: Thank you, Senator.

The stated purpose of the hearings has been given as "to determine the procedures and practices of the Bureau of Children's Services and to determine what, if anything, we can do to improve these procedures and practices."

SENATOR MARAZITI: Yes. May I at this point interrupt and say that you have stated precisely what is in my mind. This is our prime purpose and I again want to thank you publicly, and the members of your staff, the Supervisors of Case Workers, for assisting us. And I am certain that when we conclude this study, through the cooperation of all, we will be able to do much more for the children.

Let me say that many things that have been done, we are very pleased with.

MR. HOLLENDER: Thank you, Senator. The reason I was so accurate was because I was quoting you directly --

SENATOR MARAZITI: It sounded familiar.

MR. HOLLENDER: [Continuing] -- from the last time.

We are constantly evaluating our practices with a view towards improvement of services.

So that we can understand better the kinds of children and situations we are talking about, I asked two of our social workers from two separate district offices to keep track of their activities for one full week and write these up. These workers are here prepared to testify as to their activities and the types of situations they were involved with during that one week.

To study the children under supervision in greater depth would require a research project beyond the present capability of the agency. We would like to have staff available to do research or funds to contract for basic research. Without either, what we can do in this area is severely limited. Currently we are limited to compiling statistics in relation to the data that is being recorded.

Before we hear from the social workers, I should like to set the framework of the agency we are discussing. I will briefly outline the history of the agency, since we believe that our birth and rearing have a bearing on our current function.

I will then discuss our programs and current functioning and review what we have indicated as our immediate needs through our budget requests.

After we have heard from the agency social workers, the agency's attorney is present and prepared to testify as to the agency's legal needs. The Supervisor of the Adoption Services Unit is prepared to testify as to the agency's adoption philosophy, practices and performance.

In 1899, the New Jersey Legislature acknowledged state responsibility for child welfare by establishing the New Jersey State Board of Children's Guardians. The need for this special child welfare agency came about as a result of a two-year study conducted by a commission of inquiry. This inquiry brought to light the plight of 450 young children living in county almshouses under deplorable conditions. Placing children in almshouses was an inexpensive resource. The cost of care for these children was reported in the neighborhood of \$100 annually per child. The law which established the State Board of Children's Guardians mandated to the agency a responsibility to provide for all children who were or should become public charges and to place each child in the care of some family within the state, with or without the payment of board, and with or without indenture. In spite of the Legislature's acknowledged concern for the plight of these children, no monies were appropriated to hire staff for the first year of operation and members of the initial board had to meet expenses out of their own pockets. The board reserved the right for children placed in foster care to replace the children at any time it seemed best. Statute made it obligatory that all children placed must go with families of the same religious faith. If no such family was available, the child was committed to an institution, thus forcing the agency to use orphanages when no family of the child's religion was available.

Gradually, over the next four decades, agency services were expanded, but the rigid concept apparent in the agency's philosophy continued to be the basis of policies and procedures. During this period, foster parents interested in adopting a foster child in their home risked removal of the child by the agency if their desire became known. As a general rule, only children who were considered unadoptable or unsuitable for adoption in an adoption home were allowed to be adopted by foster parents. In defense of the

agency's experience for the first 50 years in providing for New Jersey's children, it must be understood that all children under the care of the agency were wards of the state by virtue of commitment by the court. The only child care resources available were foster homes and institutional care. Homemaker services, day care services and casework services to families, which are now used to prevent breakup, had not been developed as a resource for child welfare, either by the state or by anyone else.

In addition to supervising children residing in foster homes, in 1913 the agency ventured into the public assistance field and became responsible for administering public assistance to widows with children. This program was the forerunner of the Aid to Dependent Children's program which continued to be administered by this agency until it was transferred to the County Welfare Boards in 1960. As this program grew in size and complexities, children in foster care had to take a back seat and the public assistance program took priority over the use of the caseworker's time. The ultimate transfer to the counties of administrative responsibility for the ADC program took 10 years of legislative activity.

In 1951, the laws governing the New Jersey State Board of Children's Guardians underwent a revolutionary change. This new law refocussed the goals and philosophy of the agency and defined the state's responsibility, first and foremost, to provide services to preserve and strengthen family life. Although the agency, prior to the passing of this piece of legislation, had worked with many children in their own homes who were in need of public assistance, the agency was never able to extend this service outside of the public assistance group. All other children requiring services of the agency had to be committed by the court and parental ties had to be severed. The new legislation brought a third major program under the administration of the agency, which is called the Care program.

This program permitted the agency to provide services to or on behalf of children on a voluntary basis. The primary reason this program was developed was to enable the agency to prevent family breakup and give casework services to troubled families whose children would eventually need foster home placement if there were no agency intervention. Since prior to this date the agency had complete control over every child living in a foster home, there was a slow process of re-educating the staff to help them develop the skills required to work with neglectful and inadequate parents. In addition to staff training, community education was required to understand a public program of voluntary services. There was considerable pressure on the agency to petition the court for guardianship of troubled and troublesome children so that foster home placement could be effected. This service, foster home placement, had been the primary service of children's agencies up to this time and was still seen as the cure-all for children living in troubled families.

Since the 1951 law stressed the voluntary nature of the program which required a formal application for service, families who were having problems, serious problems, sometimes feared coming to a public agency as they felt they might lose their children. These families had the most serious problems and had the greatest need for immediate agency intervention. As a result, the law was amended in 1963 to provide for a protective service program which gave the agency the delegated responsibility of investigating all complaints of suspected neglect or abuse of children without the need for the formal application process. This program provided for the first time statewide protective services, which is one of the most valuable programs the agency has to offer and gives the agency the legal basis to carry out its goal of providing service directed toward preserving family life.

A sound protective or preventive service program

requires a staff of sufficient size to permit intensive service to the family in need of help. Intensive service means immediate follow-up of families referred. For many families who have multiple problems, the caseworker should have weekly contacts with them.

The agency became responsible for the Child Care aspects of the Work Incentive Program in December 1968 and mainly through the determination and dedication of all levels of staff became the model for the rest of the country.

The Bureau of Children's Services, traditionally a placement agency up to 1960, concentrated on services to children in their own homes, has made wide use of alternative types of resources, such as homemaker services and day care services.

By administrative action of the State Board of Control of the Department of Institutions and Agencies, this Bureau was delegated the responsibility for parole supervision of children released from correctional institutions before age 14 and certain children between 14 and 16. The agency is able to purchase institutional care for children when it exists, but is now in the process of planning to construct residential units, made possible by the 1968 Bond Issue.

The reasons for families and children coming under the agency supervision have changed greatly through the years. The traditional cause for family disruption, such as the illness or death of the breadwinner, are far less prevalent. Nowadays most families coming to the agency's attention are beset by the most complicated, inter-related social, psychological, physical and financial problems. A whole multitude of inter-related factors have gone into producing the neglect which brings many families to the brink of breakdown in functioning. Obviously these families need some help if they are to deal with these complex problems. Neglect does not come about overnight and it is not corrected overnight.

In many ways, the Bureau of Children's Services now exists to solve problems that the average citizen does not know exist or finds too disturbing to admit exist. Let us suppose that the Bureau of Children's Services was not there any longer. Who then would a family or the community turn to when a family is apparently not properly caring for its children? Who would work with the family which does not seek help but whose children are being damaged? Who would work with the psychotic and retarded mother living with her children in a cold water flat? Who would work with the drug addicted father and the hopeless mother fearful of any involvement with a governmental agency? Who would work with the parent demanding placement of his daughter because she is "bad"? Who would work with the senile father and retarded mother who do things like locking their children in the car in the summer and do not see this as a problem? Who would work with the child who runs away for no apparent reason, or who at age four, sets fires in vacant buildings as a reaction to care received from sick parents? Who would work with the child needing adoption placement when no adoption placement is immediately available, such as the black infant or toddler?

Who would work with the person who knows he needs help but for whom the community has neglected to provide adequate resources? Who would work with the father of the slowly-dying multiple sclerotic child whose mother has deserted because of her grief and the pressure? Who would work with the juvenile parolee placed back in the delinquent neighborhood he came from because no suitable residence exists? Who would work with the impoverished family who has been denied welfare because they do not fit the established categories? Who would work with the near psychotic or brain-injured child totally disrupting family life because there is no institution for him? Who would work with the child known to the court where incarceration is not

appropriate but no other suitable setting is available? Who would help with the many other types of child-related problems now being referred to the Bureau of Children's Services in unprecedented numbers?

We really don't know who would do all this. What we do know is that by whatever means, each state and each nation has developed some method for dealing with these problems. New Jersey must have some way of responding to the needs of the over 22,000 children referred to the Bureau of Children's Services so far this fiscal year.

SENATOR MARAZITI: Could I ask you a question at this point?

MR. HOLLENDER: Surely.

SENATOR MARAZITI: Twenty-two thousand is a figure of children referred to the Bureau this year.

MR. HOLLENDER: So far since July 1st, 1969, through the end of April, we have had over 22,000 children referred to us.

SENATOR MARAZITI: July 1st, '69, to the end of April. Does this include the ones that we have been working with in prior years?

MR. HOLLENDER: No.

SENATOR MARAZITI: These are new referrals?

MR. HOLLENDER: These are new referrals, children who haven't been known to us. They may have been known to us at some prior time. But the bulk of them are children who have never been known to us before.

SENATOR MARAZITI: Go ahead.

MR. HOLLENDER: For each referral, each of the 22,000, is someone's concern for that child and is a plea for the services that that child needs.

The Bureau of Children's Services is in the front line of New Jersey's protection of its children, and has the potential to be the core service of support and intervention in a program designed to prevent neglect and to

preserve homes for children.

As an example of what is possible, here is an actual case. Only the name is fictitious.

The award of temporary Guardianship to the Bureau of Children's Services of the six Morgan children, ages four to eleven, for foster home placement seemed to be the turning point for this dependent, chronically disorganized, neglectful, seemingly inadequate family who had thus far proved unresponsive to the protective services for the children in their own home. Originally, the Board of Health complained of the unsanitary living conditions, including feces and such filth; the local fire marshall was concerned about exposed electrical wires and rescuing the children from the rooftop, which illustrated one of several daily predicaments; the school complained about truancy, extremely poor personal hygiene and clothing; the public health nurse spoke about how pathetic and unresponsive their mentally limited and financially troubled parents were; and the local Mayor complained about their home foreclosure as he attempted to rid his community of these "socially undesirable misfits." Our staff also seemed frustrated because the parents were unwilling or unable to work with us.

Therefore, the six children were placed in three separate foster homes. The parents followed through on having a psychiatric examination and eventual acceptance of family counselling services with a private agency after the use of the court's authority, assisted by our own newly-assigned social worker who provided an extraordinary amount of effort and time toward helping this family.

Subsequently, the parents were provided weekly casework interviews at their home, along with weekly visits at the office with two children each week, which were always held. Many case conferences were held with the family service agency which focussed on their marital relationship, budgeting and housing. We, in turn, concentrated upon their progress and giving concrete guidance to increase their understanding

of and sensitivity about the children's needs, and focussed upon helping the mother be less like an older, jealous, bickering sister and more like a mother capable of being firm and in more control.

The parents and children responded exceptionally well. The parents relocated to better housing and hopefully the local housing authority, which is now involved, will find an even more adequate home. Mrs. Morgan recently quit her job after the County Welfare Board agreed to supplement Mr. Morgan's limited income when the first two children were returned this past Easter. Housekeeping standards have become more than adequate with considerable pride expressed by the family. When school closes, two more children will be returned and the last two will go home during the summer. Meanwhile, the private family service agency was especially pleased by the progress made and, with our concurrence, discontinued service this month.

SENATOR MARAZITI: I wonder if we could save a little time and save your voice. I will order that the entire statement be made part of the record. However, I would like to have you go over some parts that I have noted here.

[The written statement submitted by Mr. Hollender can be found on page 139 of this transcript.]

MR. HOLLENDER: Fine.

SENATOR MARAZITI: I would like to have you turn to page 7 of your statement and commence if you would, Chief, at the bottom of the page with the words "an integral part."

MR. HOLLENDER: An integral part of an adequate Child Welfare program is that part that restores the child to a situation where the State is no longer needed to care for him. Unless we can establish that the parents have had an opportunity to care for the children adequately and then have failed to do so, we cannot honestly determine that adoption is the best plan for an individual child. However, adoption is the best plan for many of our children.

SENATOR MARAZITI: I would like to interrupt you there.

Before you can make a determination whether adoption is the best plan for a child, I assume that the Bureau would consider this only if we have full guardianship, is that correct?

MR. HOLLENDER: I think what I am trying to say is whether the children come to us through a guardianship petition or whether the children come to us under the voluntary services program, that I have some conviction about ---

SENATOR MARAZITI: Let's put it this way: What right do you have to consider adoption for a child if you are working on attempting to maintain the family unit as you did in the Morgan family, which is fine? And I should think that you wouldn't think about that unless you felt guardianship was necessary to protect the children and then you go one way or the other.

MR. HOLLENDER: I agree. The fact is that many children we move towards guardianship for the purpose of placing the child for adoption today and this comes about because we have concerns for the child and want the child to get into a good permanent home as quickly as possible.

What I am saying is that in some instances when we are doing this, we are doing it without being just to the parents of these children because these parents come to us needing services, services that we can identify as probably being effective in helping them be good parents to their children and helping to maintain that home for those children, and we are not able to give those services because we don't have the resources to do it with, either the staff or the other resources. This somehow seems to me unjust. When we do it, we feel badly about doing it, and this is basically what I am saying to you.

SENATOR MARAZITI: You mean you don't have the staff and the resources to give services to the children and the

family in situations where we don't have the full guardianship.

MR. HOLLENDER: Correct.

SENATOR MARAZITI: Because I understand it. I think you have covered that.

MR. HOLLENDER: The Morgan family is typical.

SENATOR MARAZITI: It is a good illustration, a good example. You know what I am thinking about - I think the Bureau is doing a very fine job there - but I am thinking about the vast number of children that we have that we may be able to place for adoption. We may not. I don't know. I'm thinking about them too and getting them out of a custodial setup.

MR. HOLLENDER: Right. And I think we agree that we should do what we can for the family who comes to us and then if the family cannot provide adequate care for the children, then we move to other permanent arrangements for the child, preferably adoption.

SENATOR MARAZITI: But it is the step in between that is the important step, as I understand it. If a family cannot properly care or refuses to care or for some reason the children do not receive the care and protection that they should have, then you would step in --

MR. HOLLENDER: -- and obtain guardianship.

SENATOR MARAZITI: -- temporary guardianship, and then if things work out fine, they are returned to the family. If they don't, then there is a question of permanent guardianship, is that right?

MR. HOLLENDER: That's right.

SENATOR MARAZITI: Then at that point -- in other words, you can't be considering adoption of any children until we have these children under permanent guardianship.

MR. HOLLENDER: We consider guardianship. We consider adoption before we move towards guardianship.

SENATOR MARAZITI: You should move toward guardianship, at least temporary guardianship, no matter what, to protect

the children if you have to.

MR. HOLLENDER: Yes, in some situations. But where we are moving towards adoption, one of the steps in moving towards adoption is going into court and obtaining guardianship where the parent is objecting to ---

SENATOR MARAZITI: What I am saying is this: Don't you think that where it is necessary to have guardianship, you should have it.

MR. HOLLENDER: Absolutely.

SENATOR MARAZITI: And that brings me to a point that concerns me more than anything else. You have given the figure of 22,000 --

MR. HOLLENDER: -- new children.

SENATOR MARAZITI: Right - referrals. To get to a matter we discussed at the last hearing, you have given me considerable information which I have, some charts, but I understand that now we have an increased number of children - I think our figures at the last hearing were around 26,000 total and I think I heard you say recently it is more like 28,000.

MR. HOLLENDER: Yes. It is just under 28,000.

SENATOR MARAZITI: I am not looking for precise figures because I know that we are dealing with 28,000 separate individual children of varying ages and situations, problems, etc. I want to get the general idea. So we are talking as of now of approximately 28,000 children.

MR. HOLLENDER: Right.

SENATOR MARAZITI: And many of these are children that are receiving services from the Bureau and these children are living with their families.

MR. HOLLENDER: Right. The figures last time showed that about half of these children ---

SENATOR MARAZITI: What kind of service would you call that? What function of the BCS is that?

MR. HOLLENDER: This is counselling service in their own homes. Some of them are receiving day care services,

child care services.

SENATOR MARAZITI: Day care, and what's the other word?

MR. HOLLENDER: Child care. Part of the day the children need to be cared for for one reason or another.

SENATOR MARAZITI: In other words, we have a category of children or families receiving services from the BCS and these children living for the most part with their parents.

MR. HOLLENDER: Right.

SENATOR MARAZITI: And approximately how many as of now would be in this category?

MR. HOLLENDER: The last time we figured it, there were about half. So I would presume it would be at least half now too. It is an increasing percentage.

SENATOR MARAZITI: I think the last time we figured we had 26,000 and I think you said about 12,000 were in day care, receiving these special services. So that left about 14,000. That's my recollection.

MR. HOLLENDER: Right.

SENATOR MARAZITI: Now that 12,000 figure has gone up, I am sure.

MR. HOLLENDER: Right.

SENATOR MARAZITI: I am just thinking of round figures. Would 13,000 be about right?

MR. HOLLENDER: Well, I would guess 13,000 or more.

SENATOR MARAZITI: I am only doing this so we can discuss it more easily. This is an ideal service that is being rendered, assisting the family and the children while the children are with the family. I understand this and this is one phase.

So we have 28,000 and that leaves a remainder of approximately 15,000 children not in the program we just talked about.

MR. HOLLENDER: They are not currently with their own parents.

SENATOR MARAZITI: Right. These 15,000 are divided into various groups, I know. One would be, I imagine, a

group over which we have permanent guardianship, some over which we have temporary guardianship or perhaps the balance.

Of the 15,000, last time I think you told us we had guardianship over approximately 4,000. That may have gone up a little, probably not much, because not much time has elapsed, and I remember you only had one lawyer and you haven't had much time to do much. We will get to that later today.

So we have there about 4,000 under guardianship. We will say full permanent guardianship. We have a balance of approximately 11,000 in another category. As to the 4,000 in the full guardianship, this is a finding by a court that the State through the Bureau of Children's Services steps into the shoes of the parents, so to speak.

MR. HOLLENDER: Right.

SENATOR MARAZITI: They stand in loco parentis to the parent and these children are no longer the children legally of the parent --

MR. HOLLENDER: -- except with relationship to support of the child, if the parent can.

SENATOR MARAZITI: If we can get some support, fine. But we have abandoned that idea a long time ago, it seems to me. But that is not your function or your concern, is it? You refer this to the Probation Office.

MR. HOLLENDER: Yes, we ask the court to establish a support order if there seems to be funds there.

SENATOR MARAZITI: Where we have permanent guardianship, then the decision -- Well, let me ask you this. I think we discussed this at the last hearing. This is a finding by the court that the parents are not fit to be parents of these children in effect or they might have abandoned the children and that they no longer have any right over them.

MR. HOLLENDER: Well, this is a finding that the child needs the protection of the guardianship of the State for whatever reason. In most instances, this has to do with the parents' inability to provide care at that time.

SENATOR MARAZITI: There are two types of guardianship, the temporary and the permanent.

MR. HOLLENDER: Right.

SENATOR MARAZITI: I imagine where you feel there should not be a permanent severance, you go in for temporary guardianship and you leave it at that. But when you go in for permanent guardianship, at that time the rights of the parents are severed and you have the full responsibility of the child.

MR. HOLLENDER: Well, if we get either temporary or permanent guardianship, we have full responsibility during that period of time.

SENATOR MARAZITI: Once you go to the position of permanent guardianship, the 4,000 children have been and still would be, unless they were adopted, in foster homes.

MR. HOLLENDER: The children in guardianship? No, some of those are with their own families, but a very small percentage.

SENATOR MARAZITI: About how many of the 4,000?

MR. HOLLENDER: I really don't know. I would have to guess somewhere around 100.

SENATOR MARAZITI: Why would that be?

MR. HOLLENDER: Because the parents have rehabilitated themselves to the point where they can ---

SENATOR MARAZITI: You mean, they were taken away and then returned.

MR. HOLLENDER: That's right, like with the Morgan family.

SENATOR MARAZITI: Let me ask you this from a legal standpoint. -- Oh, but you didn't have permanent guardianship of the Morgan family.

MR. HOLLENDER: We had temporary.

SENATOR MARAZITI: I am talking about permanent guardianship. Let's get this clear. When a court finds that a parent for some reason shouldn't have these children or they are abandoned, you get permanent guardianship.

It is not a situation where you are going to return these children to their parents, is it?

MR. HOLLENDER: The Morgan situation, we happened to get temporary guardianship. We could have just as easily gotten permanent guardianship.

SENATOR MARAZITI: But the Morgan situation is not permanent. So we are not talking about a Morgan situation type here. We are talking about 4,000 where we have permanent guardianship. This is what I mean: We have permanent guardianship. It is awarded to the BCS. Do you know if you have a legal right to return them to their families?

MR. HOLLENDER: Yes. We have the legal right to place the children anywhere --

SENATOR MARAZITI: Well, isn't it kind of ridiculous to place them back with the parents when the court has said the parents shouldn't have them? Speaking as a lawyer, it seems a ridiculous situation.

MR. HOLLENDER: I suspect it does.

SENATOR MARAZITI: If that is the case, why do we have the BCS? We don't need it.

MR. HOLLENDER: I would think that if the parents are able to do it, whether or not they could six months ago or not, ---

SENATOR MARAZITI: What do you mean able, financially able?

MR. HOLLENDER: No, I mean emotionally able to care for the children.

SENATOR MARAZITI: The court has made the decision they are not. Who are you to make the decision they are? This is the thing that has concerned me since this last hearing. The court has said, no. Now you go to court to get the guardianship. The court has adjudicated this matter or it has been in court some other way. I don't understand the reasoning of our returning these children to the parents, some of them.

MR. HOLLENDER: Let me explain why we go in to get guardianship for some children. We find that children are living in cars with their parents.

SENATOR MARAZITI: Let's you and I be clear. I am talking about permanent guardianship.

MR. HOLLENDER: This kind of a situation happened in ---

SENATOR MARAZITI: I don't argue with this. I agree with it. They are living in cars. Now you take these children away. Are you going to give them back to the parents to live in cars again?

MR. HOLLENDER: No. These parents who live in the cars are ---

SENATOR MARAZITI: I understand the procedure. I want to know the rationale by which we return 100 to the parents.

MR. HOLLENDER: This is what I am trying to explain. When we get these children under our guardianship because the parents are then living in cars - this is the care they are taking of the children at that time - and we take the children out and place them in foster care, then we try to work with the family and the family then after the pressure of the children's care has been off of them and the pressure of their financial and housing situation has been taken off of them, then they can reorganize themselves. The husband finds employment. They find housing.

SENATOR MARAZITI: I understand this. Why don't you leave it temporary guardianship then because you have the protection of the child that you have accounted for? Why do you need the permanent? Who do you move from temporary to permanent in the car case?

MR. HOLLENDER: We have no idea whether or not the family is going to be able to rehabilitate themselves.

SENATOR MARAZITI: Then why do you move to permanent? You don't have to.

MR. HOLLENDER: We don't have to.

SENATOR MARAZITI: No. I have an idea you move to

permanent because the condition is so bad you have got to do it and the court agrees with you. Then the court decides that and the court makes an adjudication they shall not have guardianship, the parents of these children. We take them away and we take them away permanently. That is an adjudication of permanent guardianship.

MR. HOLLENDER: That's right.

SENATOR MARAZITI: I would like to make a suggestion -- perhaps the attorney is here. Is your attorney here?

MR. HOLLENDER: Yes.

SENATOR MARAZITI: I would like to ask him if you have a right to place these children in effect in foster homes with their former parents who have been found to be unsuitable. I am concerned about it. But we are only talking about 100 so perhaps the problem is not to extensive. We have 3800 where we have permanent guardianship.

MR. HOLLENDER: The 4,000 that we mentioned weren't all in permanent guardianship. This included both temporary and permanent guardianship.

SENATOR MARAZITI: All right. In other words, the 4,000 are not all in permanent guardianship.

MR. HOLLENDER: Guardianship of one kind or another.

SENATOR MARAZITI: I think you are right on that. I recall that.

MR. HOLLENDER: The attorney will testify as to ---

SENATOR MARAZITI: How many are permanent and how many are temporary of the 4,000?

MR. HOLLENDER: As I recall, but our attorney will give better figures, there were 400 temporary.

SENATOR MARAZITI: 400 temporary, and we have about 3600 permanent.

MR. HOLLENDER: So about 10 per cent are temporary.

SENATOR MARAZITI: 3600 permanent and some of these in temporary and some of these in permanent are with their parents, not exceeding about 100.

MR. HOLLENDER: Yes. A few of these the court

gave us guardianship in order that we keep the children with their parents. These are the temporary.

SENATOR MARAZITI: I didn't hear what you said.

MR. HOLLENDER: A few of the temporary situations, the court gave us guardianship and ordered us to keep the children in the home with the parent.

SENATOR MARAZITI: But they were in the home of their parents already, weren't they?

MR. HOLLENDER: Right. But they gave us guardianship of the child.

SENATOR MARAZITI: I can see that. They gave you temporary guardianship and then you could do what you think best. Now we are talking about where you move to permanent guardianship and you have moved to this position because you have felt it was best for the child. And I don't quarrel with that. I think that is what ought to be done. So you have about 3600 there. From the category of the 3600, we draw for adoption. The next step would be adoption. Of the 3600, there are about 982 or ---

MR. HOLLENDER: We identified 980 some as potentially available for adoption.

SENATOR MARAZITI: Suppose we keep it simple and say 1,000. It may be 1,000 by now or it will be soon. If you want to leave it 982, we will leave it 982.

MR. HOLLENDER: This morning when we were talking about this particular figure, to illustrate that this is a constantly changing figure ---

SENATOR MARAZITI: But not by much.

MR. HOLLENDER: 350 of those that we identified last time as potentially available for adoption have since been placed for adoption. New children have been added, I am sure.

SENATOR MARAZITI: I think you said 982 were potentially available for adoption.

MR. HOLLENDER: That's right.

SENATOR MARAZITI: These were potentially available.

MR. HOLLENDER: Potentially available for adoption.

Some of them had been all processed for adoption.

SENATOR MARAZITI: Are all of these 982 - I don't think they are - all of these are not now in the adoption stage, in the process legally. Some are.

MR. HOLLENDER: Not all. Some are and they are in various stages.

SENATOR MARAZITI: About 300 and some?

MR. HOLLENDER: 350 have been placed in adoption homes during this period of time in between.

SENATOR MARAZITI: About 530 are ---

MR. HOLLENDER: --- in various stages.

SENATOR MARAZITI: Or 630 are in various stages.

MR. HOLLENDER: Yes.

SENATOR MARAZITI: Well, they are not placed. Apparently they are still in their foster homes.

MR. HOLLENDER: Right.

SENATOR MARAZITI: And that home may be the home of the person that may even eventually adopt.

MR. HOLLENDER: Right.

SENATOR MARAZITI: So we have roughly about 2600 that --- Well, may I ask you this: Will we have any problem in placing the entire 982 for adoption?

MR. HOLLENDER: Yes.

SENATOR MARAZITI: We will. You did mention this. That's right. There is a group, roughly half or a little less than half --

MR. HOLLENDER: About half were negro children that we have considerable trouble finding adoptive parents for.

SENATOR MARAZITI: We discussed this at the last hearing and what we could do to step it up, and we will go into that in just a moment. This is the case generally with all our figures.

MR. HOLLENDER: That's right.

SENATOR MARAZITI: Now these 2600 are in foster homes right now.

MR. HOLLENDER: The bulk of them. They may be in

institutions of various types. Some of them are in the Armed Forces and we are in the process of discharging them. But they are minor numbers.

SENATOR MARAZITI: But the bulk of them could be adopted - legally, I am talking about, not actually. I am not talking about whether they could be placed. Legally they are in a category where they could be adopted because we have full guardianship.

MR. HOLLENDER: The bulk of these are legally available for adoption.

SENATOR MARAZITI: So we have 2600 minus - not the full 2600 but around 2400 or 2500.

MR. HOLLENDER: Somewhere around there.

SENATOR MARAZITI: Let's say 2400. What is holding us up on that 2400?

MR. HOLLENDER: In placing them for adoption?

SENATOR MARAZITI: Yes.

MR. HOLLENDER: The biggest problem is finding adoption homes that will take the children who are available for adoption. Now these are all ages and all problems.

SENATOR MARAZITI: Let's say of the 2400 one-half will be hard to place for reasons that we discussed before.

MR. HOLLENDER: O.K. One-half of them are going to be negro children.

SENATOR MARAZITI: We will talk about that in a moment. But we have 1200 that we apparently are not placing that could be.

MR. HOLLENDER: These children are equally distributed for the most part among the various age levels, from 21 on down.

SENATOR MARAZITI: Well, there aren't many 21, 19 and 18, are there?

MR. HOLLENDER: The smaller numbers are up in the 19's and 20's.

SENATOR MARAZITI: Don't you really think that we could place most of the 1200? I am not saying that this

is something you can do within the framework of what you have now. But I find it so difficult to understand that we can't place those 1200 or most of them. I don't mean the 16-, 17-, 18- or 19-year-olds. I can see your situation there. But it seems to me from what we hear that many, many, many couples would like to adopt. So I would like to direct myself to that.

MR. HOLLENDER: I hear that too, and, thank goodness, there are more and more couples coming forward to adopt the children who are available for adoption.

SENATOR MARAZITI: I don't think we have to worry about them coming forward. I think on this 1200, or most of them, we have more prospective parents than children. This is my hunch.

MR. HOLLENDER: I think the only way we will know for sure is to take a very close look at each and every one of these children.

SENATOR MARAZITI: All right. So I think rather than belabor this at this point ---

MR. HOLLENDER: I think this takes a good deal of staff time or time on the part of some people.

SENATOR MARAZITI: Well, this is one of your responsibilities and the staff ought to be put on that because for every 10,000 children we keep for one year, it is \$30 million. And if we place some of these children in permanent homes, we are going to have a lot of money that we can pay staff workers more and get more of them. I am not against that. I am willing to recommend, and I am certain that we do need, more personnel, more staff workers, more caseworkers, and more legal help. But I think when we are talking about 1200 here, maybe we could start a little program here.

I know you have given me considerable figures and facts on children that we have in all categories. But getting back to this 4,000 and down to perhaps this 1200, I was wondering if we couldn't get on that group - and

maybe you have given it to me - I don't need it now - the specific information on that. I see here somewhere the head of the Adoption Services of the Bureau perhaps I should ask her. I think it is Mrs. Cole.

MR. HOLLENDER: She is here.

SENATOR MARAZITI: I remember names of important people like I remember your name. Perhaps she could tell me. I know she is listening and what I would like to do is have your advice and suggestions during the next week or so - any information on these 4,000, specifically the 1200 that we may be able to do something with quickly. Perhaps we ought to match applications with available children, you know, that sort of thing.

MR. HOLLENDER: Perhaps Mrs. Cole will testify in relation to that.

SENATOR MARAZITI: If you could bear that in mind when you testify, probably this afternoon, because there are some people who would like to testify very soon. I may interrupt this for a moment. If it is possible later today - and if it is not, it is perfectly all right -- I am a very patient man. I am willing to take two or three years as long as we do the job right. If it is possible for you to get me the number of applications - of course, I don't want names - and see if we can match that with some of these children. I know most young couples want babies three or four months old, etc. That would be one thing.

We will have a short recess in just a moment as soon as I finish this one line of thought and those who have to leave can testify right away.

I am concerned now about the other half that we have difficulty in placing, Mr. Hollender.

MR. HOLLENDER: At the last hearing, I did present to you a survey of all of the children that were under our guardianship that we did in preparation for that and I believe you have some material on that. Maybe that

could be the starting point for our going forward to find out additional information if you would like.

SENATOR MARAZITI: Is this information on what we can do in this category of the hard to place children?

MR. HOLLENDER: Well, saying what the characteristics of these 4,000 children under guardianship are.

SENATOR MARAZITI: Good. I know you have given me considerable information.

I am willing to assume, just for the sake of assumption now, basically one-half of the 4,000 group we may have difficulty in placing. But would it be your opinion that if we had subsidized adoption, in some cases limited and in other cases unlimited -- I am using those terms as they mean subjectively something to me. I say limited where we may have a situation of medical care required each week. The State could assume that. I am thinking of perhaps full subsidized adoption or substantial subsidized adoption when I think of a situation where a young couple would like to adopt but economically cannot afford to take care of another member of the household. Do you think if we had such a program, it would help? In other words, I think the question I am asking is: Is it a question of economics basically?

MR. HOLLENDER: I don't think there is any doubt that if we have a program of subsidized adoption, this will help. I think the only question remaining is, the extent of the subsidized adoption program in New Jersey. We are and have been in the process of gathering information in relation to other states and in relation to the extent of what the problem might be in New Jersey.

SENATOR MARAZITI: You have exactly what I have in mind and you are pursuing it.

MR. HOLLENDER: Right. And we expect to have all of this information available in August, if this will be soon enough.

SENATOR MARAZITI: Chief Hollender, I wonder if you would permit me to interrupt your testimony at this time. It is a quarter after 12 and there are some that would like to leave by 12:30. So could you bear with us and then we will proceed.

I think Mrs. William Brauer is here and she would like to testify just about this time. Mrs. Brauer, will you kindly sit down at the desk. Let us have your full name and your address and also the organization that you represent.

M R S. W I L L I A M B R A U E R: I am Laurie Brauer, (Mrs. William Brauer) of 2 Manor Avenue, Princeton, New Jersey.

SENATOR MARAZITI: Now you are Mrs. William Brauer and you represent Families for Interracial Adoption.

MRS. BRAUER: That's right.

SENATOR MARAZITI: And you live where?

MRS. BRAUER: I live at 2 Manor Avenue, Princeton, New Jersey.

SENATOR MARAZITI: Thank you. You have a prepared statement, I understand. Do you not?

MRS. BRAUER: Yes, I do.

SENATOR MARAZITI: You may proceed.

MRS. BRAUER: I would like to tell you a little bit about our organization first of all.

We are a statewide voluntary organization established to encourage and promote the adoption of black and racially mixed children. About half of our 500 members have already adopted such children or are now in the process of adopting them, some through private agencies, many through the Bureau of Children's Services. So we are an organization of parents, and though we number among our membership professionals in law, government, and social work, we do not lay claim to any expertise in adoption principles and practices. Nevertheless, in our short existence, through our collective experience and considerable contact

with adoption agencies of all kinds, we have been able to draw some conclusions about the problems of children who wait in general, and the children who wait in the care of the State in particular.

One of our primary goals is to educate the general public about the availability and desirability of these children and the routes through which they can be adopted. We have, through very modest publicity, discovered an untapped source of potential parents willing and eager to adopt these children, until now unaware that these children existed, that they could be legally adopted, that the old agency restrictions on age, fertility, financial situation, and matching are in most cases not applicable.

Now we are faced with a dilemma. On the one side we have a group of couples eminently qualified and willing to give permanent homes to these children who wait. And on the other side, are the 2400, or whatever figure we are going to use, adoptable children under the guardianship of the State. Consider also the almost 10,000 out-of-wedlock infants born in New Jersey each year, an increasing proportion of whom are black or bi-racial and for this reason some of them are destined to join these 2400 children we are talking about today. Between them - the potential parents and the adoptable children - slowly grinds the very complicated machinery of the Bureau of Children's Services.

We hear almost daily from couples who have applied to BCS for interracial children or black children complaints of discouragingly slow progress and seemingly endless waiting periods. One need only go through the adoption experience once or twice, as most of us have, to realize how slow and needlessly complicated it is. It is not uncommon to wait as long as 18 months for a child, a supposedly "hard-to-place" child. Even the shortest waiting period at BCS does not compare to that in a private agency or

even to some of the public agencies with which we have had experience.

My husband and I, for example, spent just one month working with a large private agency, which required the same number of home visits, the same number of interviews, before the adoption agreement was signed.

I would like to tell you about a month-long, home-finding campaign conducted by the Volunteer Bureau during April of this year in the Mercer County area. The purpose of the campaign was to find adoptive homes for hard-to-place children, negroes, interracial, handicapped, by means of articles in local newspapers and a program on Channel 13, "New Jersey Speaks." I think that what happened in this campaign illustrates a little bit about what we are talking about here.

Two agencies participated, the Bureau of Children's Services and the Children's Home Society of New Jersey. As of yesterday, here are the results of that campaign. I hope my figures are right. Yesterday I got them from the Volunteer Bureau and checked them with the agencies concerned.

There were 96 responses in all. Remember that this is a small campaign, run for a very short time, by volunteers. Of the 96 responses, there were 54 responses to BCS, 42 responses to Children's Home Society. Out of the 42 couples who responded to Children's Home Society, every single one of them has been contacted personally. 28 of these couples are in process for adoption. That means they have had one interview.

SENATOR MARAZITI: Let me see if I understand this. There was a campaign started by the Children's Home Society of New Jersey and the Bureau of Children's Services. They participated.

MRS. BRAUER: These were the two participating agencies.

SENATOR MARAZITI: You reached out into the community and made inquiries and you received these responses: 28

couples in process ---

MR. BRAUER: No. There were 96 responses.

SENATOR MARAZITI: There were 96 responses.

MR. BRAUER: 54 went to BCS; 42 went to Children's Home Society. The Volunteer Bureau was involved in directing these responses. I am not quite sure how it was done. Anyway, the responses were to newspaper articles and to the television program.

Out of the 42 couples who responded to Children's Home Society, every single one was contacted personally. Perhaps that is not clear. I imagine it was by telephone. 28 of these couples are in process. That means that they have completed at least one interview, probably more.

SENATOR MARAZITI: 28 couples contacted by the Children's Home Society are in process.

MRS. BRAUER: 28 are in process. That means that they have already had an interview.

SENATOR MARAZITI: These are the ones worked on by the Children's Home Society. This is the point you are making.

MR. BRAUER: That's right. One child has already been placed in an adoptive home.

SENATOR MARAZITI: When did this start?

MR. BRAUER: The campaign was in April and I think it ran relatively one month. But this placement means that from the first inquiry to the final placement of the child in a home, one month elapsed.

Now what has happened to the responses to BCS from the same sources? Out of the 54 inquiries to BCS, we understand that all of them have been contacted, though we were unable to confirm whether this was by telephone or by form letter. Out of these 54 came 4 applications. To the best of our knowledge - and I hope I am mistaken, but I don't think I am -- to the best of our knowledge not a single interview has been conducted, not a single placement has been made. Now something is terribly wrong here.

SENATOR MARAZITI: Do you know who in the BCS was working with the program so that we may give them an opportunity to discuss it?

MRS. BRAUER: I believe it was -- for Mercer County, it would be the Trenton District Office. I think you should check that with BCS.

SENATOR MARAZITI: Which office?

MRS. BRAUER: I think it would be the Trenton Office if it is Mercer County involved.

SENATOR MARAZITI: I can check that. Now you were saying as far as you know, there have been no placements.

MRS. BRAUER: As far as I know there have been no placements from BCS.

SENATOR MARAZITI: No couples in process?

MRS. BRAUER: As far as I know, no interviews have been conducted. I should think if interviews had been conducted, BCS would have told us when we asked.

We have heard in the last session, the representative from BCS state that these home-finding campaigns are unsuccessful.

SENATOR MARAZITI: May I ask you another question?

MRS. BRAUER: Yes.

SENATOR MARAZITI: This has to do with the hard-to-place children?

MRS. BRAUER: Only hard-to-place children, black, racially-mixed, and handicapped, seriously handicapped.

We have heard that these home-finding campaigns are unsuccessful, like the one in New York, and the one in San Francisco was not worth the effort. Well, here is a relatively small campaign, planned and staffed by volunteers, some of whom are FIA members. 54 couples responded to BCS. 54 couples say they want to adopt those waiting children. That was in April. This is the middle of June. How is it, if I am correct, that not one of these couples has yet been interviewed? What are they to conclude, these couples, but that they are not, after all, desperately needed as

parents and drop out? This happens over and over again in our experience.

It seems to us that such campaigns will fail unless BCS makes immediate, meaningful contact with every couple who responds and maintains that contact by processing that adoption quickly.

Now we have been told that the home study, which is only one small part of the adoption procedure, cannot be done in fewer than four months, even for the couple who has applied for a waiting child. We want to know why.

We have been told that the home study cannot even begin until medical forms for both husband and wife are in the hands of BCS. Why cannot the investigations proceed simultaneously as they do in private agencies?

We have been told that for a worker whose caseload includes family counselling, foster home supervision, institutionalized children besides adoption studies, that adoption is not "an emergency." But for the child who is waiting, it is an emergency.

There must be specialized adoption workers for "hard-to-place" children in every district office, with salaries to attract and keep experienced, highly-qualified social workers. Incidentally, perhaps an experiment to open up part-time positions might attract the mature, highly-trained social worker whose family responsibilities preclude a full-time job. We know of such case workers. These specialized case workers must be sufficiently experienced in dealing equally well with white parents who want to adopt across racial lines and with black couples who want to adopt a child. Too often, black couples complain to us, and white couples as well, that they feel "put down" by what they see as an overly judgmental or overly patronizing attitude on the part of the inexperienced case worker.

The case workers themselves complain that the backlog of paper work accounts for still more lost time, that the

typing of one single necessary report may take as long as several weeks or months. Isn't this a logical place for volunteer help? Yet district offices have been less than enthusiastic about making use of the volunteers that we have offered. This is not every district office, just some of them.

A bureau with 18 district offices must have a sophisticated communications system. Yet the most effective means of reaching another office seems to be through the mail. Why? Because it is often impossible to get through by telephone. We investigated and found that in one large district office, almost 55 people shared 4 telephone lines. This may be part of the problem why we can't get through.

Now we have been criticized for making much of the many months a couple must wait to adopt a "hard-to-place" child from the Bureau of Children's Services.

SENATOR MARAZITI: I don't know how much you have been criticized. I think there are a lot of people who agree with you.

MRS. BRAUER: Yes, I know there are.

But while the long wait is interminable for the couple, it is the child who is waiting at the same time. The children we have been talking about in these hearings have already waited too long. Often enough, the couple who has waited for months without any contact from the agency by telephone, by letter, or in person, concludes that they are not really needed as parents, and drops out.

The very contrast between the practices of the State and the private agency suggests a partial solution: a purchase of services plan under which the State would reimburse qualified private adoption agencies for each hard-to-place child placed for adoption. This might include:

- (1) Services to the unmarried mother who is expecting what we call a "high risk" baby.
- (2) Preadoptive foster care with adoption as its end, not perpetual foster care.

- (3) Full adoption services for any hard-to-place child.

We insist that care be taken to ensure that these subsidies are applicable only in the cases of truly hard-to-place children, perhaps as defined by the State in conjunction with the Advisory Board of the Adoption Resource Exchange, and that the end is adoption rather than perpetual foster care.

A program like this, using the resources of private agencies, who are demonstrably more efficient in adoption procedures, who are unburdened by the bureaucratic red tape, could significantly reduce the numbers of children now stuck in foster care and the infants destined to join them. It could do this at a considerable saving to the taxpayer. When one considers the minimum figure of \$2,000 for each child who must be maintained by the State for every year he is not adopted, it seems senseless not to spend a part of that \$2,000 once to ensure that child a permanent home and unburden the taxpayers of his further care.

In addition, we know that there are a number of potential parents, many of them black, who would consider adopting another child but cannot assume the full financial burden. Many of us in Families for Interracial Adoption, including myself, have served as foster parents as well, and as such, can know the "crisis of conscience" when a foster parent wants to adopt his foster child or children and cannot manage the whole financial burden without some subsidy, for example, for long-or short-term medical care.

To this end we recommend legislation which would permit subsidized adoption for foster parents, and indeed for any qualified parents, where such an arrangement would provide home and family for a hard-to-place child.

We urge, too, that the histories of the 2400 children now under the guardianship of the State, and all these others for whom guardianship could and should be secured, be reviewed immediately to the end of making these children

truly adoptable; in other words, actively seeking out homes for those whose biological parents have not demonstrated continuing interest in their children's welfare. We believe that no child should remain in the guardianship of the State without court approval for more than two years without a serious attempt to place him in a permanent home, unless the child himself chooses it. And no child should remain in this limbo, its justification being that this is "common professional practice."

SENATOR MARAZITI: Could I ask you on this point something?

MRS. BRAUER: Yes.

SENATOR MARAZITI: I completely agree with your thinking in this regard and in a great deal of what you have said. Are you suggesting a two-year, not more than two-year, period?

MRS. BRAUER: I think the figure is arbitrary and we would like to be in on the planning stages of such legislation. I think there is room for compromise here.

SENATOR MARAZITI: What I am wondering is this: Once the court has determined that the parents, the natural parents, have no longer any parental right over the child because of shirking responsibility or because of abandonment, I, for one, don't see why you should wait another day. There has been a determination made. It is not a temporary type of determination; you have that first or perhaps that should be encouraged first. But once you go to permanent guardianship, I cannot see the logic of holding that child another day or two or three or four or two or three months to determine whether or not that parent should have that child back again. Because if that is going to be done, I think a court should intercede again and make a decision that the child should go back. Because the State stands in the position of being a parent and I think that parent, the State, has no right, regardless of what the statute provides - if it does provide that

there should be a waiting period or there is this right, I think it should be changed and I would recommend its change. I think once the relationship is severed - and I think most courts are very reluctant to sever parental relationship between a natural parent and a child - I think most judges would hesitate a long time before they do it -- but once they do it, it must be for good reason. And we don't want those reasons to recur.

So I know that you are suggesting a two-year period because you want to be as reasonable as possible, but I don't believe there should be any period at all. I do believe before they apply for permanent guardianship they should determine whether or not there can be rehabilitation of the family with the parents, to get them back on the road, so to speak, and perhaps there should be in there a period of temporary guardianship. As long as the State may think they may some day like to turn the child back, keep it temporary. Once you move to permanent, I don't think there should be any period at all because I think, as you do, that this is a Bureau of Children's Services. We are concerned with the welfare of the child. We are not thinking of the parents. Because if we were thinking of the parents, we wouldn't take the child away in the first place. So we should not let that child suffer any longer than necessary, not even a day longer than necessary, and he should be placed in a permanent home and not be kept, as you say, in limbo.

I am sorry to say that I firmly believe that we have thousands of these children in limbo 4, 5, 6, 7, 8, 9 and 10 years. I don't think it is right when we consider the welfare of the child. But I do realize you are saying two years because you probably believe it has been 4 or 5 years here. Originally I thought there ought to be a waiting period. But since the last hearing, I have come to the conclusion - no waiting period at all. And I challenge and question the legal right of the State to return a child to his parents once there has been permanent

guardianship. If this is the law - perhaps I should know, but I don't - I am going to try to change it.

I interrupted you.

MRS. BRAUER: What we are concerned about most, I think, is to make BCS accountable for why that child is still in foster care, if he is in foster care, and this is the purpose of what we are saying.

Now we understand that there is some dispute as to the accuracy of this figure, 2400. But whether there are 2400 or 240 or even 24, there is a clear and immediate need to make sure that not one single child is buried in the shuffle of statistics or is buried in the files of a single district office.

Every child has to be identified for adoption. I think we should banish once and for all the label "unadoptable." For every child - the teenager, the retardate, the severely handicapped, the bi-racial - for each of these children there may be a family who can love him. The "unadoptable child" is not one who cannot be adopted; he is a child for whom a home has not yet been found, perhaps because it has not been sought.

It is the duty of every case worker to make that child known for adoption, not only to BCS but known to other private agencies also who might be able to place that child even without a purchase of care plan. The case worker must review the case of every child diligently and frequently, not just every four months or so, not every six months or a year, to re-evaluate that child's circumstances, not with the attitude of "letting well enough alone," but with a commitment to finding the best possible alternative for him.

In conclusion, it would be irresponsible for us to point to particular individuals or particular practices on which to lay the blame. Many of the problems we have discussed here seem to be inherent in its nature as a

State bureau - its size, the diversity of its services, the shockingly high rate of turnover among its staff, and its resistance to change when old practices seem no longer relevant to the realities of society today. Moreover, the Bureau of Children's Services cannot be expected to provide for the children of New Jersey if, as occurred against last month, their requests for needed funds and more case workers and more supervisors and more clerical help are not met.

I bring up this subject, but I want to qualify it. I agree that BCS does need more staff and more money. But money is not the whole solution because money is not the whole problem.

SENATOR MARAZITI: Wouldn't you say what is required too - and I do think money is necessary - what is required too is a change in policy? As you have pointed out there should be review of the cases and we have to see which can be moved to adoption. There must be an acceptance of this policy and a desire to carry it out, which is important too. Otherwise, more funds, more caseworkers doing the same thing we are doing will help, but will not solve our problem at all if there isn't a change in policy.

MRS. BRAUER: Exactly.

SENATOR MARAZITI: In other words, to illustrate the point that you have made that I have mentioned: Is it going to be the policy to try to return these children, over which we have permanent guardianship, to the parents? If that is it, one dollar is too much to provide for that kind of policy because it doesn't make sense as far as I am concerned. That is why I think we have to determine our priorities first and the policy first before any more funds or staff is forthcoming.

What I am trying to say is that I know they all work well and they work hard. But we want that application, that hard work, to be along a policy line. To work hard to keep 4,000 children where they are is not a good

thing.

I think I interrupted you at the bottom of the page.

MRS. BRAUER: I have asked several social workers from the BCS this question: Why can't you simplify the process, cut out some of the interviews, make only one home visit, forget the group meeting which is not relevant to the hard-to-place child anyway? Why not assume that the couple who comes through your door is probably, probably capable of being reasonably good parents? They say, "We couldn't do that. We might make a mistake." And they might. Social workers aren't omniscient even though I think they feel they should be.

But I think we are making a bigger mistake now. If we don't remove the obstacles to adoption, all the money, all the lawyers that we can find, won't get those children placed in a permanent home.

Families for Interracial Adoption has offered its services as a volunteer group for use in any ways BCS deems useful. We would like to contribute to these hearings recommendations that would simplify and expedite the procedures to make more children available to more parents.

There are five recommendations. I will go over them briefly.

1. Specialized case workers and staff in each district office who will work exclusively to recruit and process families for hard-to-place children.

2. A purchase of services plan which would reimburse a private adoption agency an established sum for each hard-to-place child placed in an adoptive home.

3. An intensive campaign by Bureau of Children's Services in cooperation with parent organizations, such as Families for Interracial Adoption and Council on Adoptable Children, to remove to permanent homes as many as possible of the 2400 children now under the guardianship of the State and others not now under full guardianship for whom

adoption is the best plan.

4. Legislation to provide adoption subsidies to families who need such assistance in order to adopt a hard-to-place child.

5. An extensive education campaign aimed at informing the public of the needs of New Jersey's children as well as the public's responsibility to support the needs of the Bureau of Children's Services.

Incidentally, I hope at some time in the near future, we can discuss the possibilities of a Medicaid plan for foster children and unmarried mothers in the care of a private agency.

SENATOR MARAZITI: Thank you very much.

I would like to ask a question or two about this chart that you have attached to your statement. This was a campaign to place hard-to-place children. Is that correct?

MRS. BRAUER: That's right.

SENATOR MARAZITI: Was this conducted along the lines of interracial placement or just placement?

MRS. BRAUER: It included the three kinds of children. Pictures and descriptions of a child who was available were printed in local newspapers. Couples responded to either BCS or Children's Home Society through the Volunteer Bureau, which I think accepted the calls to begin with.

SENATOR MARAZITI: Do you know, of these statistics, the 28 couples in process, did any of them apply for interracial adoption?

MRS. BRAUER: Yes.

SENATOR MARAZITI: Do you know about how many, approximately?

MRS. BRAUER: I do know but I don't have the figures here with me. I can get them for you after lunch.

SENATOR MARAZITI: Is it a large number, half, or what?

MRS. BRAUER: I can't remember. I think there was an equal number. I better not even guess.

SENATOR MARAZITI: Let me ask you this: Do you have any opinion - and I assume you have - otherwise you wouldn't be here - as to whether interracial adoption --- You recommend interracial adoption, I assume.

MRS. BRAUER: I do.

SENATOR MARAZITI: Are you able to judge results? Are they favorable or unfavorable?

MRS. BRAUER: Do you mean results of the adoption, itself?

SENATOR MARAZITI: Are we able to judge the effectiveness of interracial adoption from the standpoint of the child and the parent?

MRS. BRAUER: I think Muriel McCray from Canada has meaningful statistics on that kind of thing. The children that she placed many years ago are the oldest that we know about.

SENATOR MARAZITI: Older?

MRS. BRAUER: Yes. I think they are in their early 20's or late teens.

SENATOR MARAZITI: I have been very much interested in your testimony and I think you have made some excellent suggestions. I do agree that we should speed up adoption wherever we can. I definitely think we can. I agree with you too that we are not interested - I am not interested - in placing responsibility or blame, although that may be a thought that goes through our minds. But I am concerned primarily, as I know you are, in doing what we can do as quickly as we can for these children. Even though we may not be interested in placing blame, and I certainly am not, we are interested and we insist upon a change in policy here. It may be a question of policy or it may be a question of not sufficient personnel, I don't know. But it seems to me that it has been a practice which has sort of grown up over a period of years and it is difficult to cope with. But I think we have to make a concentrated effort on what you have pointed out, and this is one of the

thoughts that I have had. I do feel we must think of the child and no one else, not the parents, not the State of New Jersey. And there is only one thing that looks to me like the best thing for that child and that is a permanent home, which is adoption, as quickly as possible.

Thank you very much and I hope you will continue to appear at subsequent hearings that we have.

MRS. BRAUER: Thank you for letting me.

SENATOR MARAZITI: There is another gentleman that would like to testify who would like to leave by 12:30. If he is still here, I will be glad to take him at this time. Edward Turner, please. [Mr. Turner not present.]

I think at this time unless there is someone else that must leave immediately, we will adjourn and return at two o'clock.

MRS. WELLS: I would like to get back to the hospital.

SENATOR MARAZITI: You may come forward now. Will you give us your name and your address.

M R S. M A R Y V I V I A N W E L L S: I am Mrs. Mary Vivian Wells of 36 June Place, Matawan. I am Chairman of the Shore Unit of the National Association of Social Workers. There are eight units in the New Jersey Chapter. The Shore Unit has 101 members, all with Master degrees in Social Work. The Shore Unit (Monmouth and Ocean County) members are employed in health and mental health services, family counseling, school social work, public welfare, children's services (public and private agencies) and the field of education (Rutgers, Brookdale College, Ocean County College, etc.) 85 per cent of our membership are currently employed in Monmouth County; the remaining 15 per cent are employed in Middlesex, Ocean, Essex and Union Counties. My testimony, therefore, is based on the actual assessment of the needs and gaps of children's services, as recognized by practitioners who provide services in the field.

The BUREAU OF CHILDREN'S SERVICES is designated by Statute of New Jersey, Title 30, Chapter 4C as the agency to assume responsibility for providing protective services to the children.

STATEMENT OF POLICY Children's Services Manual: Vol.II
Section 10210

"... protective services is... a specialized intensive social service for the child who is neglected, abused, abandoned, exploited or..... Its focus is preventive, rehabilitative and non-punitive and is geared to identifying, removing or alleviating the causative factors of the problem."

In practice, we found there are numerous obstacles in implementing the above policy. I would like to detail the following areas which merit study and consideration.

I. RESPONSIBILITY FOR CHILD ABUSE UNDER REPORTING LAW- NJRS:9:6-3 requires, among other things, that all cases of suspected abuse of a child under 18 years of age be reported by physicians and hospitals to the County Prosecutor of the county in which the child resides. The Division of Public Welfare issued a circular letter no. 755 regarding suspected child abuse cases reported by County Prosecutor to BCS Central Registry for calendar years 1967 -1969. In the year 1969 a total of seventy nine cases (79) were reported. There was none reported in Monmouth County. Yet here is the case of Paul Arnold, 3½ year old who died March 23, 1969 as a result of physical abuse and neglect by his parents. The parents went to trial and were found guilty. It is apparent to us that the reporting of abuse or neglect limited to only

physicians and hospitals is at best inadequate, since many parents who abuse or neglect their children do not always seek medical care, physicians in view of their busy practice do not want to be tied up in court for the day.

Statistics obtained from BCS (cover the period of July 1, 1969 through March 31, 1970) reveal that there are 3924 children referred under the Protective Services Program in the State, and 246 children referred in Monmouth County under the protective services program.

Under the current operation BCS may only remove a child from parents when there is a suspicion of neglect or abuse, if both parents consent to receive services from BCS. In situations when parents are not willing, BCS must secure a court order. With the limited availability of their legal services, how is it possible?

We believe that in order to provide protective services to the children, reporting of child abuse or neglect is a first step, and immediate removal of a child who had given evidence of neglect or physical injury is a must, pending further investigation.

We don't believe that a child should be removed and parents have no second chance. We believe parents should have a second chance. WE ARE THEREFORE SUPPORTING ASSEMBLY BILL NO. 137 introduced by Assemblyman Owens. This bill is to conform with New York's recent amendments on the Child Abuse Laws.

II. The second area we want to talk about is in order to protect protective services, a twenty-four hour coverage is necessary. Currently BCS has a listing of phone numbers in the telephone directory for emergency services in different district offices. Mercer County is the only county that has a telephone answering

service. We know that emergency numbers listed in the telephone directory are located in the homes of staff members. It is obvious that private telephones cannot be manned at all times. We have found situations when we were unable to reach the BCS staff via the emergency number. We have talked with Mr. Hollender. In fact, we were quite angry at BCS. Mr. Hollender stated that he has been aware of the problem. He also stated that he had requested funds for telephone answering service. We feel this is a must.

III. EMERGENCY FACILITIES FOR CHILDREN - In 1962 the Legislature adopted recommendation for the establishment of sufficient child care shelters for emergency use. (N.J.S. 30:4C-26.2, 30:4C-26.3) In some counties, there is no emergency shelter for children. In Middlesex County, the use of a detention home for children⁺ under emergency circumstances was suggested by one of BCS staff members. We are aware that the district office BCS in Middlesex County have been active in seeking emergency facilities for children for many years and the above suggestion was only made as a last resort. I am attaching a newspaper article on this matter. The removal of a child (whether through neglect, abuse or accidental death of parents, fire, etc.) to a secure environment is a necessary preventive measure.

We recommend that the use of foster homes, group homes (on a retainer base), be considered as alternatives to emergency children's shelter. The use of a detention facility should be avoided.

IV. REHABILITATIVE MEASURES -The protective service policy as spelled out by BCS manual is a preventive, rehabilitative service. As social workers, we believe that in order to rehabilitate the child, we must also rehabilitate the parents. There is a greater recognition today that the parents who abuse or neglect their children need help. We support Mr. Hollender's position that it is good professional practice to have children with their parents wherever this is possible. We also support Senator's belief that parents be given opportunity to restore their rights to the child, if they are able and a reasonable time should be allowed to determine this. (Public Hearing-April 3, 1970)

In order for the parents and children to have a second chance, causative factors of the family dysfunctions must be determined, intensive counseling with parents and children towards restoration of adequate family functioning must be attempted.

We mean by intensive counseling that frequent contacts with parents and children are necessary. The availability of intensive case work services will depend on the following:

We come to the touchy question of staffing and training.

An adequate child protective program must recognize and live up to two prime requisites:

1. The program must recruit mature, experienced personnel with the highest social work skills and professional personnel qualified by graduate training.

2. Caseloads must be tailored down and controlled, to permit the application of those optimum skills in such intensive casework as individual cases may require.

We feel even though we have the best skills, if we have a caseload of 60 or 70, we can't apply our skills.

Currently the majority of BCS caseworkers have a Bachelor degree; most of them are recent college graduates with no experience or specialized training. Staff turnover due to working conditions is rated 30 per cent in one district office. In another district office there are 34 caseworkers; out of the 34, 33 caseworkers have been with the agency two years or less. In addition to the problems mentioned, caseworkers are expected to perform clerical and other tasks ---

SENATOR MARAZITI: Excuse me. You mentioned a very interesting statistic there, that many of the caseworkers have not been with the Bureau too long. Are you able to give a reason?

MRS. WELLS: I read Mr. Hollender's statement and I think he pretty much identified the areas. One is the working conditions and one is the frustration one faces in this.

SENATOR MARAZITI: Frustration --

MRS. WELLS: Frustration of dealing with the cases and you want to do a job and you can't because of the limitation of time.

SENATOR MARAZITI: In other words, you think some of these people leave because they become frustrated and just give up the work. I know you may not have this, but Chief Hollender may have. It would be interesting to have some statistics on that. I do know that there is quite a turnover. Of course, I understood that many of the caseworkers are very charming young ladies, like the one that is testifying now, and they marry and then they have their home responsibilities. I have an idea that is quite a substantial reason and I am sure what you have mentioned may be another reason too. But do you know how many caseworkers are female and how many are male? I

assume we have male caseworkers. I don't know. Do we?

MRS. WELLS: I cannot answer the question. I think Mr. Hollender could certainly give you the data on that.

I did read the New Jersey Chapter - National Association of Social Workers News, a recent issue. One of the caseworkers with BCS in the Trenton Office had made a statement that because of the budget cuts, many of the staff have left.

SENATOR MARAZITI: You know, I don't really believe that.

MRS. WELLS: This was a statement I read.

SENATOR MARAZITI: Because knowing this type of work and knowing the devotion of people in it - we all need money, of course, - but I can't imagine people of the type and nature of caseworkers with the desire to help unfortunate people being the type of persons to quit because perhaps they are getting \$500 or \$600 less than they think they should be getting. I know that is the reason that is assigned. I know you are quoting someone. I don't buy it myself. I think many of them are as we find in many professions -- There is no reason why they should not be paid adequately. I don't argue with that. But I don't think that is the whole problem.

I do know there is a large turnover. It may be one of the factors and we should consider it. But I just wondered myself - although I think women are more suitable for this kind of work - but perhaps in certain areas we ought to encourage the employment of more male caseworkers. It is just a thought I had, but I don't think they will be as effective.

MRS. WELLS: I am sure male caseworkers will want more money to support a family. I do think that many agencies really would prefer male caseworkers for reasons of stability and yet a male caseworker has much more mobility because they are ready to pick up and move with the family. They want better paid positions. They want

better titles; whereas women caseworkers are probably concerned, but our primary role as married women is with the family. I do know from many people I talk with who work with BCS, they find the major reason of their discontent is not money; their major reason is they are given a job to do, but they have found it impossible because of the volume of the tasks they are required to do.

I want to give a little suggestion in terms of how we feel it may in some way help by using non-graduate degree people. The caseworker's problem is not just dealing with families and interviewing, they have to do a considerable number of clerical tasks, filling out forms, etc. They also have to provide transportation. I happen to work in a hospital and I have seen BCS workers come with a child and wait for two or three hours until the doctor at the clinic is ready to see the child. I, myself, do not feel these tasks should be done by professional people because that would be a waste of manpower.

SENATOR MARAZITI: I agree.

MRS. WELLS: Therefore, we are feeling and also suggesting and recommending that in the staffing pattern, BCS should consider a differential use of staff based on staff qualifications and the employment of non-college degree personnel as case aides to relieve the professional caseworkers of functions such as clerical tasks, obtaining reports, transportation of children, and these are task related functions.

SENATOR MARAZITI: Let me display my ignorance now. Do I understand that you cannot be hired as a caseworker unless you have a college degree. Is that right?

MRS. WELLS: Yes, a college degree.

SENATOR MARAZITI: I agree with you. I think certainly we want college degrees and even Master's Degrees in certain categories. But I think in certain categories, we could probably use non-degree people.

MRS. WELLS: And it is saving the State money because

they will be paid a less amount of salary.

SENATOR MARAZITI: This came up about seven years ago when we made another study of the BCS. But I think our suggestions fell on deaf ears.

MRS. WELLS: Under the second requisite is the control of caseloads. The American Humane Association recommends a caseload of 20 to 25 active cases per worker for the protective service load.

SENATOR MARAZITI: The Federal government has a standard of 1 to 53.

MRS. WELLS: I am not really too versed on Federal government regulations.

SENATOR MARAZITI: I am not either. I just happen to know that one statistic.

MRS. WELLS: May I talk on this? I did work for public welfare at one time and I had my field training in public welfare many, many years ago. The Federal government's regulations are designed for all the states. In some of the states, the BCS functions are integrated with the county welfare boards. Most of the county welfare boards in the nation combine the money payment and the service in their caseload. In other words, if they get a caseload of 53 cases, out of 53 cases, maybe 20 cases are only for financial assistance, whereas the remaining number may be for services. Therefore, you devote more attention to the cases that require more intensive counselling, whereas in BCS in New Jersey, you have a separate state organization under the Division of Public Welfare but not integrated with the County Welfare Boards. Therefore, their cases are primarily for services but not for money payments.

SENATOR MARAZITI: You recommend 1 to 20 or 25.

MRS. WELLS: This is what the American Humane Association recommends and I put the reference note in. New York City has recommended a caseload of 15 per case worker under protective services.

SENATOR MARAZITI: Just under protective services,

which is an area ---

MRS. WELLS: --- child abuse and neglect.

SENATOR MARAZITI: You may have an excellent thought here that perhaps there could be some divisions of area where non-degree caseworkers would handle a certain phase and where you have protective services, there should be a lighter caseload. I would not venture to suggest how the offices should be managed because I don't think that I am qualified. The ones that are doing it, I am sure are more capable. But you do have a point where it depends on the type of work that is being done. I suppose in some areas a caseworker must do just about every type of work and it may be difficult to organize it. But I think you are in the right area. Perhaps we should lighten the load and maybe redistribute the functions. I don't know, but it is a thought.

MRS. WELLS: I know that a great deal has been said and a lot of study has been done in the adoption area. I really feel that a lot of these children and parents, if they have had intensive casework counselling, maybe the reuniting of parents and children like the Morgan case can happen more frequently rather than having it an outstanding case. We hope the Morgan case becomes an example for the State that we can look forward to better life for children and also some satisfaction in our work.

SENATOR MARAZITI: The question is: Is it a typical case or not? I mean, we hope for that, but we don't know.

MRS. WELLS: Well, the way things go in the BCS in different district offices, I think it would be a very difficult thing to do.

In Monmouth County the caseload average is 55 to 60 and it is a mixed caseload. Protective cases are integrated with the others. A worker is expected to do everything. I know, Senator, you are trying very hard to reduce the caseload to a manageable load so the workers can function and do a good job. But we do feel the number 45 is probably

a fairly good number, as recommended by Professor Blum in the Blum Report. This committee has done a lot of work as far as children's services are concerned. So we do recommend, if it is a mixed caseload, 45 rather than 55 or 60.

We also recognize that specialized caseloads may not always be practicable in all district offices. Part of the reason is the volume. If a small district office does not have the volume, then it is really not practical among a few caseworkers to have a specialized load.

We are recommending specialized caseloads because of the complexities of protective cases, in which a caseworker is required to be a counselor in family relations, recognize legal aspects - we have to work with the law people - and involve other community agencies, particularly law enforcement agencies. Most important is the development of greater know-how and competence arising from the experience itself of working with a specialized caseload.

We recommend BCS give very serious consideration to providing additional and regularized in-service training to the staff, in addition to the supervision.

We also recommend that the hiring policy must be flexible in order to attract qualified staff. Current BCS practice does not hire part-time staff. The involvement of local district offices in staff recruitment should be encouraged.

We also recommend that BCS must consider coordination of services between agencies, particularly when two or more agencies may be serving members of the same family. In the case of a family served by more than two agencies, adoption of social study already done by another professionally qualified agency should be considered. We do recognize the need for supplementary data as determined by BCS functions. We feel very strongly duplication of effort must be avoided.

We also believe that purchasing of services from private agencies, as Mr. Hollender recommended in his

paper today, should be considered and given very serious consideration, especially using the Morgan case as our example of success.

In order for BCS to achieve their rehabilitative measures, BCS must be adequately funded for more and better qualified staff.

We thank you very much for letting us come here and speak before you.

[The references submitted by Mrs. Wells can be found beginning on page 152 of this transcript.]

SENATOR MARAZITI: Thank you very much. May I ask you, are you a social worker?

MRS. WELLS: Yes, I am a social worker with a Master's degree in Social Work. I have been in practice for 20 years, ranging from case work ---

SENATOR MARAZITI: You have been in practice for 20 years?

MRS. WELLS: Yes.

SENATOR MARAZITI: You must have started when you were 5.

MRS. WELLS: No, I was graduated in 1950. I have been devoting a great deal of time in the teaching area. I am a field instructor with Rutgers. I am presently stationed in a local hospital and doing the field training of the students.

SENATOR MARAZITI: For the hospital?

MRS. WELLS: For the hospital - paid by the hospital for Rutgers. So I have been around and I have worked in a private family and children's agency in the State of New Jersey. I am very well aware of the adoption practice, except that I don't feel I should spend time talking when there are so many people who have given evidence to the need.

SENATOR MARAZITI: We are very much interested in what you have had to say. I appreciate it and I think you have some very good suggestions.

MRS. WELLS: Thank you so much.

SENATOR MARAZITI: I don't know just what to do. I know there is another gentleman who would like to speak, but we have to have a recess because the stenographers here have been working since we started. If we are going to have a recess, I think we should have a short lunch recess. Will that be agreeable if I put you on after lunch?

[Discussion off the record.]

We will have a recess until two o'clock.

[Recess for Lunch]

(Afternoon session)

SENATOR MARAZITI: The hearing will come to order.

Mrs. Orr, please. Let me have your name, address and, if you represent an organization, kindly state so.

M R S. M I C H A E L F. O R R: I am Mrs. Michael F. Orr of 70 Undercliff Road, Montclair. I am State Public Affairs Chairman for the Junior Leagues in New Jersey. I have been authorized by the ten New Jersey Junior Leagues to make the following statement.

There are 5,000 Junior League members in New Jersey, a great majority of whom are active as volunteers in health, education, welfare and art. Many of them have assumed positions of leadership in their communities. Junior Leagues are located in Elizabeth, Cranford, Englewood, Ridgewood, Monmouth County, Montclair, Morristown, Newark, the Oranges and Shore Hills, Plainfield, Summit, and Trenton.

Incidentally, the Volunteer Bureau, mentioned by Mrs. Brauer earlier today, was staffed and financed by the Junior League of Trenton.

We are here today to inform this Committee of the Junior Leagues' concern with improving child welfare services in the State of New Jersey. Our State Public Affairs Committee was formed as a result of a year-long study made by the three Junior Leagues of Essex County. During their study of the needs of abandoned babies in Essex County, the three Leagues discovered many shortcomings in state services to children. Consequently, the ten New Jersey Junior Leagues reactivated their State Public Affairs Committee in April "to study the problems of abandoned, abused and neglected children and work toward the goal of changing the state laws affecting these children where necessary."

A comprehensive report on children's services in New Jersey was made by an ad hoc committee under the chairmanship of Professor Jerome Blum of Princeton

University. The Blum Report, which was published in the July, 1968 issue of the Welfare Reporter, has raised many questions about our state services to children. We had hoped to educate our members by providing them with copies of this report. However, we have been told that the Blum Report is out of print and copies are virtually impossible to obtain. We hope that your Committee will make possible the reprinting of the Blum Report, updating it where necessary.

Because the membership of the Junior League is distributed throughout the State, we believe that we can be most effective in working at the State level to improve services for New Jersey's children. We hope to return to your Committee with suggestions and recommendations after our members have had a chance to study the services provided the children by the State of New Jersey.

Thank you for allowing me to appear before you today.

SENATOR MARAZITI: We are glad to have you here and I am impressed by your suggestion about copies of the Blum Report, and I intend to make a little search to see if we can find a few copies. If we do, - does your organization have one?

MRS. ORR: Yes. I was able to obtain approximately nine copies of it. Every Public Affairs Chairman has one. However, since we have 5,000 members and I realize not all 5,000 are going to read the Blum Report but many of our members are eager to read the Blum Report which has been mentioned in most of this testimony. I noticed Mr. Hollender mentioned it, yet when you write to the State Department of Institutions and Agencies we are told it's out of print. We went to our public libraries. It is not in the public libraries, although it is supposed to be. And how can people find out what's in the Blum Report and read the whole thing and become educated unless copies are made readily available? It seems to

us that the State, with its various printing resources, should be able to somehow have cheap copies printed and made available to people.

SENATOR MARAZITI: Yes. I think your suggestion that you would like to submit recommendations to the Committee at a later date - we intend to have more hearings, you could appear but it's not necessary to appear, but I would like to have your thinking, the thinking of the organizations.

MRS. ORR: We would be very pleased to do that. We have had just one meeting with the Chairmen from all 10 Leagues. We have gone back to our Leagues and told them what we are doing, and we have recommended reading the Blum Report. There are many recommendations, such as changing the State Law to make the State the final authority in taking over children; and re-organization of the Bureau; and many other things. However, we can't make any recommendations until we have had a chance to do the study. And we would be very happy to return to you once we have.

SENATOR MARAZITI: Yes. Would you do that. And may I suggest that you, before leaving, leave your name with Mr. Carl Moore. He may have it already. I believe he has but I want to make sure he has your address because I would like to have him send to you several copies, perhaps 15 copies or more, if you desire, of the transcript of the proceedings of the last hearing and this hearing and any other hearings, and then you can probably have someone study these transcripts and give us recommendations. You have heard some of the points raised, subsidized adoption, how long should we wait before we apply for permanent guardianship, and should we try immediately to place as many as possible in adoption status, and so on.

MRS. ORR: I appreciate that offer and, as a

matter of fact, during lunch hour, I already asked Mr. Moore if he would be kind enough to send one to each of our Public Affairs Chairmen, and if we could increase that number so that each League could get two copies, we would be delighted.

SENATOR MARAZITI: Well, you probably have to leave now but you can communicate with him or speak to him now before you leave, and whatever arrangements are agreeable to you, he will take care of.

MRS. ORR: All right. Thank you very much.

SENATOR MARAZITI: Thank you for coming.

Now I would like to call Mr. Tim Mowatt at this time. Please give your name, address and organization.

T I M M O W A T T: My name is Tim Mowatt. I am living at 10 Howe Avenue, Montclair, New Jersey. I am associated with the Association of Black Social Workers, National Association of Black Social Workers, and currently serve as a member of the National Steering Committee of that Organization, as well as being involved with many other agencies and organizations.

I am here, Senator, without a prepared statement. I think that the problems confronting the Bureau of Children's Services has been thoroughly defined since we have been talking here this morning. Therefore, I do not think there is any need for me to rehash many of the points.

I think, however, that when we think of the Bureau of Children's Services, we cannot think only in the light of those children that are currently being served by the Bureau but we have to think about the near over two million children in the State that, by law, are the responsibility of the Bureau of Children's Services. We are not talking about those children that are just in need of adoption; we're not talking about just those children that are problem children; but we are talking about all children under the age 21. And, indeed, I will say later on that I don't believe that anyone who

is 21 is a child, and that maybe should be looked at.

Therefore, I think when we are speaking about the services of the Bureau, I think we should speak both about the services of the Bureau in light of its current caseloads and its current children population, as well as in light of the State's children population and the potentialities for the Bureau to become involved. If we do this, then what we do is remove the Bureau from a treatment organization to a preventive as well as educational organization in terms of educating the public, family life education. I think we have to look at this.

We're talking about problems that the Bureau at present is only addressing itself to at the top of the child care problems of the State and I would liken this to an iceberg where the Bureau is only dealing with the top of the iceberg.

In Newark, for instance, we have currently a situation where 30% of the children born in the City of Newark are out-of-wedlock births. More than 12% of the high school population, girls, drop out of high school because of pregnancy, out-of-wedlock pregnancies. We're talking about a city, and it goes for the rest of the State too, where the problems of venereal disease, the problems of dope addiction are rampant among the children.

If an organization that purports to be responsible for children's services is going to be truly relevant to the problems, then I think that this organization should be flexible enough and should be supported enough so that it can relate to these different problems, whether directly or indirectly.

The situation is such that today in Newark we have a tremendous swelling of the population from time to time. A friend of mine, who is Vice President of a corporation, recently said to me that his Personnel

Manager interviewed 20 girls, all under the age of 21, in a week's time and, of these, almost 15 of them had only been in the City for two weeks. Many of these girls are not coming to relatives but they have heard about the job possibilities of Newark. And the fame or infamy of Newark is known all over the place. And, if this is the case, what happens if these girls are potential mothers, and oftentimes potential mothers without husbands?

I think these are the problems that we have to begin to address ourselves to.

We have heard it said that adoption does provide an opportunity to solve some of the child care problems. I would say this, that as far as I am concerned, I see adoption services as a man having a lawn and the lawn having dandelions and his concern is to pick those dandelions that are blooming. So he picks the flowers off so that the dandelion doesn't dry up. And you can't do this often enough. You have to get the thing out. And we have to develop services that will not just take in a hundred or a thousand children, but services that can reach out, because the basic family unit in our society is still the family and not the child. And for many groups in our society, taking a child away borders on immorality. And I think that we have to address ourselves to a total amelioration of the problem. And I would even venture to say this, sir, that we should maybe consider changing the name from the Bureau of Children's Services to the Bureau of Family Services. I think this is long overdue. How can you separate a child from a parent?

In the area of adoption, we have grave concern because many children are removed from their homes permanently when indeed it has been due to a condition suffered by the parent, oftentimes due to economic factors, which are not permanent in nature but temporary due to certain vicissitudes of life. And, if they are

temporary, then I think that a parent should be given a chance to live out this situation, be assisted out of this situation, rather than to have her offspring removed.

I will give you an example. There are a number of 18 year old, 16 year old girls who are not equipped to be mothers and they have children and if the situation is adjudicated neglect, then these children are removed. What happens is that this parent, this mother is allowed to remain in society, to continue to reproduce. Her fertility potentiality is very high. If we can design the kinds of program needed to reach this mother and her child - and I am suggesting to you, Senator, that one of the things that we may very well need is a kind of foster care service that will include the mother and child, that will take this mother in and inculcate into her value system some of the social values that the greater society espouses.

I have basically certain recommendations that I would like to bring before this body. First of all, I think that this Department, the Bureau of Children's Services, is in desperate need of what I call a research and development unit. I think its current unit, called Research and Statistics, is nothing but a deadpan kind of a situation that a statistical clerk can do.

I must be very frank with you. I think what we need is a research and development unit, a unit designed to research problems in the area of child care, rather than just gathering the statistics as fed in by the various offices; a unit that also includes within it highly qualified personnel who can involve themselves in the development of services, innovative services based on a survey of services provided in other states, as well as in other countries, gathering material and developing the kind of services on an experimental basis or on a permanent basis.

Secondly, I think that there is a greater need for regionalization of offices. Rather than having 18 offices throughout the State, I think that a regionalization of offices would lend itself to what we would call specialization of services. Because if you take an office - we now have about 18 offices of the Bureau of Children's Services throughout the State, and some of them maybe only have as many as maybe 15 or 10 workers. How much specialization can that particular office do? How much can it divide its time in terms of specialization? I think these are serious questions that we must raise.

The other thing is that I think there has to be what I call a gradation of staff by qualifications so that we don't have just units but we have staff graded by qualifications to assume some of the responsibilities based on the technicalities involved in providing service and the intensification of the problem.

We talk about paraprofessionals, Senator, and this is good, but I think that to just talk about paraprofessionals without at the same time specifically defining the kinds of services they would do would be to make it of no effect. Therefore, paraprofessionals must go with gradation of services based on qualifications. And what I would say is that we should align with this gradation of services in terms of the problems involved so that in many cases, just ordinary cases where counselling to parents who live in certain areas can be done by paraprofessionals. It doesn't need a person with an MSW to go into a person and tell them that something is wrong with them, or to give them the kind of basic human insight that is necessary. This is not necessary,

I think that we should begin to classify the services and divide the units accordingly, not based on the kind of care but the technicalities that are

involved. So that we may have adoption in many different areas but there are certain technicalities at certain levels.

The other thing that I think we should consider is the establishment of a coordinated services unit. And, with this, we would use trained personnel having a wide knowledge and formal liaison with other services which can be brought to bear on the total problem within a family of which the child oftentimes is just a small part.

I think we don't have this right now, this coordinated services unit. We need this and I think we need this very much because if we are going to deal with boys who are 18, we need someone to work with these boys who know the various services in the community available. And God knows how many of these services are available.

In our cottage program, we need someone who can coordinate that and a coordinated services unit would involve itself with all of the various ancillary services that could be brought to bear in the amelioration of child care service problems in the community.

Now and as I stated before about young mothers. I feel that there should be an expansion of foster care to include out-of-wedlock mothers and their children. I think this is very important, so that both the mother and the child can be placed within a facility, and so the mother too can receive some of these coordinated services that we are talking about and, in receiving them, she can be made to become an economic value in the society as well as a social value.

Sixth, I think we need a complete change in the advancement possibility for staff, because I heard someone mention this morning about the tremendous turnover that is taking place. The lack of insight on the part of many organizations in the area of staff training

is something that oftentimes makes one wonder. We have this thing called in-service training where someone comes in for two weeks and gives a course, or something like that. We have had situations, Senator, - and I have been attached to agencies - where a client will walk in and the girl who is the receptionist, the switchboard operator, will look at the client and say, "Ah, here comes a paranoid individual with certain schizophrenic tendencies." And the caseworker, who has an MSW, will take six months and fifteen interviews before he finally arrives at the same decision that was arrived at by this girl by just one look. Why shouldn't this girl have the opportunity to be educated by the organization and by the agency, by the department, and continue to move up? We do not now have within the Bureau, or for that matter within most government agencies, this sort of educational, financial assistance toward an educational program where we have gradation and a moving up of people. This is the only way that we can maintain staff, by making sure that those who come in as clerical persons, whether they be high school dropouts or not, can move right on up to even one day becoming chief of the Bureau.

Another point that I think we should look at is a wide range of opportunities within the Bureau, - and I mentioned that, where these clerks or individuals can come up.

Another thing that I think we should look at is a collaborative effort by the Department with the Department of Higher Education, through the State Colleges, to develop specific curricula geared toward the preparation of college graduates for a degree, a Bachelor degree, in social welfare. We need this. Today the Bureau of Children's Services, as well as many other agencies, must pick people with a Domestic Science major, Home Economics major, must pick people with a Music major, oftentimes

picking them with all different kinds of majors totally irrelevant to human services.

It would seem that it would behoove us to move into this area. And money spent in this area, I think, would be very well spent, so that we can begin to bring gradation in qualification as far as the personnel used in these services are concerned.

I think that these are some of the points that I would say to your Committee we should look at and consider very sincerely.

SENATOR MARAZITI: Thank you very much. I am impressed with your knowledge of the problem and your recommendations. And I would like to ask you several questions on some things that have been discussed here today and some of the points that you've raised, if I might have the benefit of your opinion.

MR. MOWATT: Yes, go ahead.

SENATOR MARAZITI: And it may be that some of these things are difficult to answer or give an opinion on, but I would like your thinking.

You have heard the testimony about interracial adoption. Would you give me your opinion in this area, what you think, what you would suggest, or what you recommend we should look out for. Tell me what you think.

MR. MOWATT: There are two sides to this. There are three sides to this. There is the adoptive parent side, well meaning. I think parents who are interested in interracial adoption are very well-meaning parents and are trying to contribute in some way to the society. I think, as well-meaning as this is, it is fraught with a lot of problems that should be completely looked at.

The other thing is, as far as an agency is concerned. I think this should not become a major policy of any agency. I think in the day in which we are living, for us to use this as a major policy - and I've known, having been involved in child care for a number of years,

both here and overseas, that this has been done. But I would say that I have known of agencies, Senator, that have gone looking under every oak tree and under every bougainvillea, or whatever, looking for white parents who are interested in adopting black children, oftentimes incurring for these children a tremendously uncertain future. You know?

SENATOR MARAZITI: I understand.

MR. MOWATT: These are things that we have to look at. Instead, we have also known of situations where children have been allowed to remain in their homes but have come under a partial adoptive situation by suburban white families where these children begin to relate to these white suburban families and they are taken up for weekends, for holidays, they go on trips with these families, these families maintain an interest, provide clothing. I know of one situation now where a prominent lawyer, who happens to be a neighbor of mine in Montclair, has such a son. He lives in Newark. He stays with his mother who is half the time drunk, but she's his mother nonetheless. But every so often, maybe two or three weekends per month he goes and he sleeps, spends the weekend with his adoptive father who is a very, very qualified lawyer in the State.

Not only that, but preparation is now being made to send this boy to Montclair Academy. And the point I am trying to make is, I think removal of youngsters from their parents into an alien situation like this can work extreme damage to the child. I think that we have to develop something less rigid than this. And I am very, very much concerned about it because I think it may finally work a detriment and heartache for both child as well as adoptive parents and parent.

SENATOR MARAZITI: In other words - you know, I am very much impressed by your analysis here - you do not at all question the motives. They are the highest

motives and I think they are to be admired.

MR. MOWATT: Very much.

SENATOR MARAZITI: But you are concerned about, to use your words, the uncertain future of the child or children, and this question of alien environment. So I take it that you suggest that we go cautiously in this area,

MR. MOWATT: I would say, Senator, not that we go cautiously but I think we should look for various ramifications, positive ramifications, in this kind of a thing, rather than cutting the child off altogether and saying, "Come on out. Go into suburbia where you will be the only black child in this particular neighborhood." I think we should begin to look at maintaining a bridge because the biggest problem in our society with our young black fellows is their alienation from the rest of the society. And I think for us to move them out --

SENATOR MARAZITI: It alienates them all the more.

MR. MOWATT: All the more, yes. And I think that what we should do is maintain a bridge because then, the parents and the potentiality of that mother to bring other children will also become the concern of this adoptive, partially adoptive parent. And she or he or that family may even choose to get another friend to become involved in this family. Yes, we have done this elsewhere.

SENATOR MARAZITI: Very good. You mentioned one point here about - I think you said approximately 30% of -

MR. MOWATT: Children born in Newark are out of wedlock.

SENATOR MARAZITI: And I think you pled for assistance and aid not only to the child but to the mother who had this child out of wedlock. Do I sense here that we should have a recognition, a more tolerant recognition of this situation and do what we can do to

help not only the child but the young mother.

MR. MOWATT: This is very true, Senator. The day of the single parent child is upon us, whether we like it or not. The day of the single parent child is upon us, where there is only one mother. And this doesn't necessarily have to be a negative factor. And what we have to do is to make that one parent, be it an 18 year old girl or a 25 year old woman, be economically buoyant and socially valuable enough so that they can be a positive factor in a child's life.

SENATOR MARAZITI: Right. In other words, perhaps we should not put our heads in the sand, so to speak, and recognize a practical, actual situation that exists, not that we encourage this type of parenthood, certainly it should not be encouraged. But it seems to me that if there was not social ostracism, that does exist now because of our thinking, that perhaps the greatest thing for this child, if it were looked upon in a different way by society, and the greatest thing for this young mother, would be for the mother to keep this child.

MR. MOWATT: Yes.

SENATOR MARAZITI: If we can bring ourselves to that, which I think we should, because there's no doubt in my mind that in many, many cases it would seem to me that the young mother would love to keep the child.

MR. MOWATT: Yes. I think, Senator, we should bear in mind too that giving away of children is alien very much to the black community. It's very alien because of the extended family relationship that often-times exists. And one of the very well known reports that has been done on juvenile delinquency was done by - I forget the name of the team up in Harvard University -- pointed out why many of the predicted juvenile delinquents did not turn out to be delinquents in areas like Harlem was because of the extended family relationship that was involved. And I think we have to begin to bear this in

mind.

Now one question was raised, Senator, and I would like to address myself to it. A lot of people say, you know, why aren't more black couples involved in the adoption of children. The legal gyrations that are involved in adoption is something, I think, that is an anathema to many people, and they do not want this legal entanglement that is involved. I think that what we have to do is to create a greater degree of partial involvement, partial adoption, where a family will begin to take an interest in a child and where the child would begin to identify with this family as a partial member of the family, but at the same time maintaining his home roots. We have to look, Senator, for a number of innovative methods in order to solve this.

SENATOR MARAZITI: In other words, we are living in the 20th century now and we should apply 20th century methods, take a giant step forward and not be bound by the traditions and the principles of the past that might have been suitable for the quiet days of the past but are no longer for the fast-moving 20th century.

MR. MOWATT: This is exactly what I am saying, Senator. And in reference to that, I look at the budget and I have discussed this with many of my colleagues and we are concerned, because I am convinced that the current budget of the Bureau of Children's Services - and I do say that the Bureau needs a tremendous looking at and I think needs to be re-examined and some brains brought to bear on this for bringing this department up. But I think that part of it is money. I look at the Governor's recommendation for educational opportunity, training, and it is down. It has been reduced from what it was last year, the appropriation of last year. Only 40 qualified MSW's are in the Bureau of Children's Services out of 500 plus, caseworkers. I think this speaks something. I look at 70 caseworkers and I see no provision made for

supervisory personnel. And I wonder who would supervise. How much efficiency can one expect from a group of unsupervised green people. They're not talking about something where community service organization structure is involved. We are talking about a situation that is a completely different structure, where individuals, green, are coming in who need to be trained and need to be thoroughly supervised. And I think that there has to be some recognition of this.

And putting what I have said in the context of finance, which is one of my expertise, sir, I would say that there has to be both a restructuring as well as an indication of the State's priority interest in children through its appropriation to the Bureau of Children's Services, if that will be the name of the organization.

SENATOR MARAZITI: Now, you mentioned about why there aren't more adoptions by black couples. And I do agree with you that the involvement and rules and regulations many times are discouraging. Now, would you say - if we simplified procedures that will help, and this partial adoption concept I think is an excellent one, it's really different than foster care because foster care does not look forward to adoption, necessarily, but partial adoption does, and I can see the distinction and I like the concept. This is the first time that I have heard it. It may have been said before and I haven't listened but I somehow am compelled to listen to you.

Do you think if we streamlined the procedures that we would have more adoptions? Do you think, to get to the point, that there might be economic reasons why some black couples might not be adopting children?

MR. MOWATT: Definitely.

SENATOR MARAZITI: Because here is where I think it would help us tremendously. There is a problem someplace

here. It may be with us, that we are not reaching out. I think that is one of the problems. We are not reaching out to the community. I don't think it's completely the problem, there are others, and I think you can tell us.

MR. MOWATT: Yes. I think, Senator, one of the problems is - and I look at the Bureau's budget and there is very little in the budget for community education. Whenever we get a problem that is so extensive that it cannot be handled by individual services we have to use community education as a means of trying to ameliorate the problem.

SENATOR MARAZITI: You have to use extraordinary measures.

MR. MOWATT: Right, community education. We have to go out to educate the community. We have to use a crash program, regardless of what kind of communication method we use be it but posters, you know, or whatever it is, - adopt a child. We need that. But when one has to penny-pinch in a department, that makes it almost impossible.

SENATOR MARAZITI: All right. Now, you still mention these other factors, which I agree with. It has been said, and I don't know, it may not be true. Is it a factor that we cannot find enough black couples that could afford to adopt?

MR. MOWATT: That's true. That's very true.

SENATOR MARAZITI: Is it? These other factors, I agree with you, are important and I think they contribute.

MR. MOWATT: Let me address myself to that. I've been involved in foster care and adoption, and one of the things that we oftentimes have been using is this matching up, this business of matching child with parent. I think we have to get over that.

SENATOR MARAZITI: Oh, you are so right.

MR. MOWATT: We have to get over this business of

matching. You don't even match men and women together when they are getting married.

SENATOR MARAZITI: That's right.

MR. MOWATT: So we have to get over this. I think that oftentimes economic factors play an important part. And, Senator, remember this, that if a child is adopted at the age of five, that child becomes or has an economic potentiality that is even begun to be realized at 16 through part-time employment. So we are talking about not an infinity, we're talking about a period of time of financial assistance. And I think, you know, it sweetens the desire to do this. And I think a lot of people will do it.

SENATOR MARAZITI: In other words, you seem to feel, and I am glad to hear it, that the reason that some black couples do not adopt, or many, - it's not because they couldn't afford to raise the child - that may be a reason but that is not what you consider to be one of the main reasons.

MR. MOWATT: For some it is. For many, Senator, it is not. You see, we have to get away from a lot of things about adoption. One is, we give the idea that adoption only comes to those people who can't have children. We have to publicize that this isn't true.

SENATOR MARAZITI: Right.

MR. MOWATT: You know what I mean. Because a family can raise 9 children and turn around and adopt 5 more. I've seen this over and over. I think we have to move in. And this is where to come by public education. I think that there are a number of black families who cannot economically afford it because many are one pay check away from the welfare roles, even though they drive a good car. And I think this is something that we have to bear in mind. A little economic assistance will sweeten their involvement. And it's not the motivating factor, certainly not, but the realities of

life demand that there be this kind of a subsidized assistance.

SENATOR MARAZITI: Yes. Now, one more thing. I like this idea of community education. Could you think in the intervening weeks of some method, some ways it's being done elsewhere that is one way to do it, and meet with me so that we can discuss this in greater detail?

MR. MOWATT: I will be very glad to.

SENATOR MARAZITI: Thank you very much for your assistance. I appreciate it.

MR. MOWATT: Thank you.

SENATOR MARAZITI: Now we have Assemblyman Hardy.

Assemblyman, please accept my thanks for waiting. I know you have other appointments and I appreciate your patience. Certainly it is a pleasure to have you here. These surroundings are not new to you. I know that when you were a member of the Assembly, this place is very familiar to you, there weren't 80 seats, there were only 60, and I don't know whether you got more done or less done than we are doing now. But we are glad to have you back and I think you're happy to be back in an Assemblyman's chair. So, you go right ahead.

C. C O L B U R N H A R D Y: Well, first, let me introduce myself. My name is C. Colburn Hardy. I represent the Council of Social Agencies of Essex and West Hudson, part of the United Community Fund. I am a former member of the Legislature and I live at 70 South Munn Avenue, East Orange.

First, I want to congratulate you, Senator, on your patience, your concern for these problems, and your obvious interest in trying to improve what is really probably the most important single thing in the State, children.

SENATOR MARAZITI: Thank you very much.

MR. HARDY: Now, I am a volunteer. What I am saying represents the information from our professionals

on our staff, tempered with my own judgment of 30 years of trying to save the world.

Now, it is my understanding that this Committee seeks recommendations from citizens on steps which can be taken to improve the quality, the administration and the effectiveness of the Bureau of Children's Services.

The Council of Social Agencies believes that the children always should be the focus, that their needs should take precedence over tradition, strict interpretation of laws and regulations, and departmental convenience. We offer five areas where improvements can be made to provide better, broader and more meaningful service, which we believe can be done without major increases in budget appropriations.

SENATOR MARAZITI: We all like to hear that.

MR. HARDY: Well, I think we all agree that the great problem in our State is how we afford to do some of the things we need to do. And when you work with the private agencies where you are working on \$1.50 and need \$10.00, you learn how to make do. And this is something the State has not yet - no state, no government has yet learned to do.

That brings me to my first point. The opportunity for greater cooperation with private agencies. This was already covered earlier by Mrs. Brauer and some of the other people this morning. We endorse that viewpoint fully.

We believe that there are in the private agencies tremendous resources, volunteers, professionals, and community knowledge, which are not being utilized.

I have here a score of letters which have been received, and I have had correspondence with people in the Bureau of Children's Agency. I don't want to embarrass Mr. Hollender by reading them. Fortunately, I have not corresponded with him. I gave up after three years of trying to get some help, some really communications with

the Bureau of Children's Services on community problems which, as a private agency, I felt were important.

Now, in deference to Mr. Hollender, perhaps he made such a good presentation this morning I am going to open up the door again and start writing him.

But we feel this is a State resource that is not being properly utilized. Or, look at it the other way around, if the private agencies are not involved, what happens to them if under the pressure of growing costs and growing pressures they go out of business? You then have a tremendous burden, which the State cannot afford to handle.

We believe that a better, more intelligent utilization of purchases services, and communication with private agencies is the number one thing that can come out of this, if you can call it, reorganization program.

Secondly, we feel there is very definitely a need for the overhaul of the laws themselves. Many of them date back many years before we had the type of problems we face. They are confusing, they're conflicting, and there is a strong need to define areas of responsibility. Senator, I don't have to tell you. You know this and you wouldn't be here today if you didn't.

Thirdly, there is a need for uniform administrative regulations and more flexible interpretations. One of my friends calls them persnickety pepper pickers for the convenience of the workers, and I am inclined to agree with him. Too many times the social worker utilizes the undotted I's and uncrossed t's in order not to do the job for which they are being paid and supposed to do.

Let me give you a little example. In the small counties when a child is in trouble and need help they use, as I understand it, presumptive eligibility. The child gets help immediately. But when you go to Essex County, especially Newark, they do not do this. They have

got to investigate it. It takes from one to three months to complete this investigation. If there is no place for the child, he has to go to Martland Hospital, sixty to seventy-five dollars a day, an unconscionable cost. And, of course, the effect on the child is even worse. For example, I understand that they require every member of the family to have a health exam before they will touch the child. Well if you know some of the problems of some of the families in Newark, this is just incredibly impossible, or almost. And the result is that the child who really needs help gets it so late that sometimes it's too late.

I will get, in a minute, on a problem which we've had when we have already had to sue the State.

SENATOR MARAZITI: Mr. Assemblyman, is this a situation in connection with a child that is to be taken in by the Bureau of Children's Services?

MR. HARDY: Right.

SENATOR MARAZITI: This is a very important point because it is my impression that whatever is done we must do quickly and immediately for the benefit of this child without too much rigmarole.

MR. HARDY: This is not true in our area, absolutely not.

SENATOR MARAZITI: I think it's so important that I wonder if you could, you know, restate what you have said.

MR. HARDY: Now, keep in mind I am a volunteer so I am reporting on what other people have told me.

SENATOR MARAZITI: I'm talking about this particular phase here where you say presumptive eligibility. Of course, with the Bureau of Children's Services we didn't need presumptive eligibility, required by statute now, in order to get them to go in and take care of children. This is something they had a right to do, an obligation to do, I suppose way back. But this part here where you said about three months sometimes you have

to wait and the physical exams of --

MR. HARDY: Not only the physical exams, a lack of paper work, the inertia, - listen, I know they are tough problems. There is no question about it. But the child needs help today. Now let me give you an example, which I was going to bring up later. You are familiar with the suit which we, some of our people have entered against the State to take care of the abandoned children in Essex County. This is outrageous that a citizen, a concerned group of citizens has to sue the State to determine the proper person to take care of a child.

SENATOR MARAZITI: An abandoned child.

MR. HARDY: That's right.

SENATOR MARAZITI: This is Essex County?

MR. HARDY: This is Essex County. We had the Shugard Home where abandoned children were taken care of. It was closed down because the State got too persnickety about the regulations. Sure, it wasn't very good but it was, you know - well, at any rate, the point is that then the child went to the Martland Hospital at this fantastic day rate.

SENATOR MARAZITI: Martland Hospital is a city hospital?

MR. HARDY: It's a county hospital, a city hospital.

SENATOR MARAZITI: Now, a child could go there if it was necessary for a child to be taken out of the environment in which it was.

MR. HARDY: Abandoned.

SENATOR MARAZITI: But this nobody argues about. But that child could not be in that certain home or -

MR. HARDY: Or on a street corner. They are in a police station. They are abandoned, completely.

SENATOR MARAZITI: Oh, abandoned children. Now they go from there to the Martland Hospital?

MR. HARDY: Right.

SENATOR MARAZITI: Now your point is, where is the Bureau of Children's Services.

MR. HARDY: They say it isn't our responsibility. They walked away from it.

SENATOR MARAZITI: You're talking now of abandoned children.

MR. HARDY: Right. So we finally got the money from the Freeholders. Now, we are on a temporary basis where they are taken out and the child is taken care of on a very, very minimal basis. Now, in effect the State has said it's not its responsibility whatsoever. Our people, Jim Kennel and Bill Osman, as - whatever they call them - parents have entered a legal state to determine and adjudicate whose responsibility this child is.

SENATOR MARAZITI: To care for abandoned children.

MR. HARDY: Right.

SENATOR MARAZITI: Now, in other words, I just sense that the Bureau of Children's Services is acting on advice of Counsel, the Deputy Attorney General, Mr. Urbaniak, that it is not the responsibility of the BCS. Is that it?

MR. HARDY: I'm not sure that they have completely denied their responsibility, and I would not want to be quoted on this because I am not that familiar, but they have been sympathetic but there hasn't been any cash following it.

SENATOR MARAZITI: Do you know how many children are involved?

MR. HARDY: It's a rough count. We have about 15 or 16 children at any one time. Up to that many. Now we have about 8 or 10, right now.

SENATOR MARAZITI: Right now. And they are placed in Martland Hospital.

MR. HARDY: No, we have a place outside of Martland.

SENATOR MARAZITI: This is the county?

MR. HARDY: That's right, it's being financed by

the County.

SENATOR MARAZITI: Do you know about how many you have now?

MR. HARDY: Just about 8 or 10 right now. We have had --

SENATOR MARAZITI: Well, what happens to these children after a month or two?

MR. HARDY: You finally get them taken care of by some agency.

SENATOR MARAZITI: Oh, private agencies?

MR. HARDY: Possibly, or possibly the Bureau of Children's Services.

SENATOR MARAZITI: Your point is that perhaps in due course some of them do go to the BCS.

MR. HARDY: That's right.

SENATOR MARAZITI: So your point is, let's determine whether or not the BCS should be in here immediately.

MR. HARDY: Right.

SENATOR MARAZITI: And your thinking is that they probably should. I would say that that would be my own feeling that if there's a child in this State that needs help, you would say regardless of any reason, a serious situation, that the BCS should have jurisdiction, if it doesn't have, and responsibility and perhaps pending the outcome of this suit legislation might be necessary.

MR. HARDY: Right.

SENATOR MARAZITI: So you are doing a great service, I think, to determine this point.

MR. HARDY: This is pretty absurd --

SENATOR MARAZITI: Have you ever seen an opinion by the Attorney General or Deputy Attorney General indicating it is not the responsibility of the BCS?

MR. HARDY: I can't tell you on that.

SENATOR MARAZITI: All you can say is that you know it is not being done.

MR. HARDY: That's right.

SENATOR MARAZITI: And this is your concern, that it is not being done and it ought to be done by one means or another.

MR. HARDY: Absolutely.

Now, point 4, and this will make Mr. Hollender happy, --

SENATOR MARAZITI: Well, as I said many times, and I know you feel the same way, I know he understands. Let's get the facts first. We are not interested in fixing responsibility or blame. Get the facts and find out what we can do to improve the situation and let's do it. If it means legislation, rules changed, money, we've got to build the case first and the rest will follow.

MR. HARDY: Right. Well, first, we do feel that there is need for better pay, better training and better motivated social workers. This has been gone over before. We don't feel that money itself is the answer. It's better motivation and, as Mr. Mowatt said, better communication and so forth. In other words, it's a poor administrative structure as it now stands.

Fifthly, and this echoes what has been said before, we feel that if there are to be mergers, and we feel this is a good idea, it should be with a family agency. Now let me give you a little example. The child is not a thing apart, it is part of that family. Under the WINS program, that's this work incentive training program in Newark, a mother who wants to get off of welfare, get trained, has to go to four different places to qualify. It's a lot of work, especially for a welfare mother with four or five kids. First she has to go to County Welfare, she has to go to the Unemployment Service, she has to go to the Bureau of Children's Services, and, finally, she has to get day care for her child. Then she can go into a training program. Well, this is a tough job, especially when they are all scattered around. We feel it would be far better, far more effective, if we had one central point

to which she could go.

And, finally, we feel that consideration should be given to possibly more mandatory laws rather than permissive laws. Now, from experience, I am not too keen on mandatory laws. I think you have got to be very, very careful.

SENATOR MARAZITI: You sound like you have been in the Legislature before.

MR. HARDY: But the point is we should have some way where an agency cannot avoid - what it does now, it avoids its responsibility on legal terms. And this isn't right. That child needs help. Now, as I say, I am reluctant to sponsor and urge mandatory legislation but it should be something awful close to it.

Now the final point I want to make, and this is more or less personal, is that what astounds me is how little change there has been in the operation of the I&A and especially the Children's Services in the 30 years that I have been away from Trenton. It's almost the same ball game, and yet the world in which we live has just vastly changed. There is no greater example than in Newark with the tremendous influx of lower income people with lots of children. The majority of the population in Newark is under 20 years old and a high percentage of those kids need help. And this we hope will come through the Bureau of Children's Services with the help of the legislation which you people are interested in.

Thank you very much on behalf of the Council of Social Agencies, ~~the~~ United Community Fund and myself.

SENATOR MARAZITI: I want to thank you, Assemblyman Hardy, for appearing here and taking your time, and also for your devotion to this type of work. It's men like you that help make this State a better place to live in. And would you keep me informed of the progress of your litigation. I do have a news

clipping here but I imagine it will take some time before there is a determination. But when you do have the first determination or some indication, I would appreciate receiving word from you. And if you have any suggestions as to the amendment of any laws or suggested new ones, I would appreciate your communicating them to me.

MR. HARDY: Well, I feel as you do. We have enough laws, possibly. Maybe it's better interpretation of the ones we have.

SENATOR MARAZITI: Thank you very much.

There will be a five minute recess. We will try to determine the schedule for the balance of the afternoon and I will announce it so that you will have an idea of what is going to happen. I think it is obvious that we will not be able to hear all of those who have appeared but, after the recess, I will announce what the general schedule will be.

(Recess)

(After recess)

SENATOR MARAZITI: The hearing will come to order.

I would like to announce that we have a considerable number of people who are to testify and I think it is obvious that we will not be able to hear all of them so I have two suggestions.

One, some of the witnesses who have statements, I want to make the statement a part of the record and just have a very brief presentation, aside from the statement. Then I will go through, as quickly as possible, as many of the witnesses as we can, but it is obvious that we will not be able to hear everyone. But if you will wait a few minutes, you will see how fast we are going and we can take it from there.

Now, Mr. Reed, you appeared before this Committee at the last hearing and we appreciate your appearing here again. I have a copy of your statement which I will give to the stenographer and it will be made a part of the record. I think there were two short observations that you wanted to make and would you kindly, in deference to other, make them as quickly as possible?

MR. REED: Yes. Would you like me to state my name and address?

SENATOR MARAZITI: I will say it for you. Mr. Kenneth J. Reed, Treasurer, Children's Aid and Adoption Society of New Jersey. Go ahead but don't refer to the statement. (For statement, see P. 168)

K E N N E T H J. R E E D: I am going to cut it drastically.

During the past six months we have placed nine children received from the Bureau of Children's Services. All nine of these were in the hard-to-place category. We were not reimbursed by BCS for any one of these children. But had we not been here to render this service, there would have been nine more children at the rate of \$27,000 each on the hands of the taxpayers

of the State.

Here's the tragedy. In addition, during the same period, we have found it necessary to import from the States of Connecticut, Texas, and West Virginia, nine additional hard-to-place children for placement with New Jersey families. These could have been BCS children had BCS been in a position to respond to the adoption opportunities we presented to them.

SENATOR MARAZITI: Why don't you think they were in a position to respond. They didn't have them?

MR. REED: They have them but they were tangled up in red tape. After four months we couldn't wait any longer.

SENATOR MARAZITI: You made your request.

MR. REED: Oh, yes, God, yes. These are nine different children in nine different cases for nine different reasons. Why not, but they did exist. We finally got them from out-of-State.

SENATOR MARAZITI: Without characterizing the individual nine, each one, are you able to generally classify why they were hard to place?

MR. REED: From Connecticut we got six children, four of them were interracial, caucasian - negro, one black, one with an orthopedic problem.

SENATOR MARAZITI: What about the nine from New Jersey?

MR. REED: Oh, from New Jersey.

SENATOR MARAZITI: You received them from the BCS.

MR. REED: The ones we received from BCS?

SENATOR MARAZITI: Yes.

MR. REED: Two were interracial, that is negro-caucasian, and seven were black.

SENATOR MARAZITI: Now, could you tell us, the seven who were black, did you place them with black families, do you know?

MR. REED: Both with black families and with white families.

SENATOR MARAZITI: About half and half.

MR. REED: More with black than with white.

SENATOR MARAZITI: More with black. And when you need children you go to the BCS?

MR. REED: There is an interagency adoption exchange and these children are described. We know they are available.

SENATOR MARAZITI: In other words, as I understand it, Mr. Reed, you can still, as of now or in the near future, place hard-to-place children if they are made available. Is that right?

MR. REED: Yes.

SENATOR MARAZITI: Do you have any requests before the BCS now for hard-to-place children?

MR. REED: At this moment we have some homes registered, yes.

SENATOR MARAZITI: I mean, do you have some requests - have you made a request of the BCS for hard-to-place children?

MR. REED: We have made requests --

SENATOR MARAZITI: Would you communicate with me and send me copies of the requests, the current ones and future ones.

You may proceed.

MR. REED: Now, to get off of this subject and quickly go to one other problem. There is another situation related to the total problem of adoption and hard-to-place. A most disturbing, inequitable, and in fact discriminatory practice stems from what must have been an oversight in recently enacted legislation.

The new law, this is the Medicaid Law, defines a qualified applicant to include --

SENATOR MARAZITI: Just to bring this to a head, I understand this because I had something to do with

Medicaid. In other words, it's your point that all children are not covered under Medicaid and you feel they should be.

MR. REED: If we take a child, Senator, out of anywhere that we feel we have a home for, the minute we take him he's not qualified for Medicaid and we have to come up with five, six or seven hundred.

SENATOR MARAZITI: The minute you take them or the minute you place them?

MR. REED: The minute we take them.

SENATOR MARAZITI: And your point is that they should be covered by Medicaid until they are adopted. Well, this does make sense. Now, may I suggest this, we're working on a review of Medicaid and I am going to meet with the intermediaries that are administering the program, Prudential and Blue Cross-Blue Shield, in June. Send me a letter to that effect. I think it makes sense. Of course, bear in mind that there are some people in Washington suggesting that we modify our program, but I do think the children ought to be covered until they are placed permanently by adoption.

Thank you very much.

MR. REED: Thank you, Senator.

SENATOR MARAZITI: Will Dr. Barber come forward, please.

Doctor, will you kindly let us have your full name and address and the name of your organization?

D R. W A Y M A H B A R B E R: Yes, Maymah Barber, Executive Director of the Children's Home Society of New Jersey, 929 Parkside Avenue, Trenton.

SENATOR MARAZITI: We appreciate your appearing here and you may proceed at your convenience.

DR. BARBER: The Children's Home Society has enjoyed the cooperation of the Bureau of Children's Services in relation to the special needs of a number of children over a long period of years. Our agencies have joined together in several projects in an effort to improve resources for children. Although statewide, in scope of services our agency is a single function one dealing only with adoption. Of course, we consider counselling to natural parents and the temporary foster home care as a part of adoption. We are mindful of the myriad problems of children coming to the attention of a multi-function children's agency, such as the Bureau of Children's Services. We believe that it is sometimes possible to be so close to the forest the trees are not seen, so from the vantage point of some distance we feel we may be in a good position to make some recommendations which might be helpful in improving the agency's program in the area of adoption.

We believe that one of the problems from which the Bureau of Children's Services has suffered is "bigness." Speedy, effective communication dealing with human problems is essential and communication is more easily facilitated in a smaller agency. In today's world, dealing with large numbers, we believe that the use of a computer is essential. It should be programmed to

1. identify children,
2. show specific plans being considered for them and
3. note progress made on these specific plans. This

would not only lessen the problems of communication but result in faster and better service to children. We are all concerned that families be made available to children who need them as speedily as possible. After the child who can best be served by adoption placement is identified, his needs would certainly not be met unless he is processed with dispatch.

We are aware there are provisions made for periodic review of current and future plans for each child in agency care. We would suggest that a total case by case review be made by a special task force of competent, experienced staff deployed to evaluate the needs of each child and to set up a definite plan for meeting these needs.

We believe that agencies, like people, have different strengths and weaknesses. Private agencies can often act more quickly and more flexibly to meet the needs of children for adoption. In order to operate optimally, there should be acceptance of the appropriate roles for each. Duplication should be held to a minimum. Better and quicker services for and to children would be the end result. The public agency's role, from our point of view, should be supplementary and cooperative, but certainly not competitive.

At the present time if an unmarried mother is unable to meet medical costs of her pregnancy and requests service of a private adoption agency, she must be referred to the public agency for counselling as well as for the financial help she needs. We believe that the natural parent has the right of selection and that she should receive the financial help she needs through Medicaid regardless of which agency she selects. It is unfortunate that through necessity she must be referred to an already

overburdened public agency in order to obtain the services she needs.

With the problem of high case loads, efficient use of private agencies for an appropriate service such as adoption could decrease case loads thus permitting the public agency to provide more adequately a broad scope of children's services. This is not to suggest that the Bureau of Children's Services decrease or dissolve its adoption program. We are suggesting that adoption facilities be made available to all New Jersey children who need them, irrespective of whether facilities are public or private. At the Children's Home Society, through the Adoption Exchange of North America, we are now making adoption homes available to children of many other states for the racially mixed and the handicapped child because such children are not "available" in New Jersey. Neither we nor these families have any objection to providing for children from distant states. However, it concerns us greatly if there are New Jersey children who might use these families. Are there children being denied because they have not been identified and readied to move toward permanence in their future?

In speaking about facilities for children, we would be remiss if we failed to mention the contributions already made by and anticipated from lay groups such as the three very active groups of dedicated people in New Jersey, The New Jersey Committee of the National Council of Adoptive Parents Organization, The Families for Interracial Adoption and the Council on Adoptable Children of New Jersey. They have done much to make possible adoption placement for the

so called "difficult to place" child. For the past several years our agency has used various kinds of publicity in an effort to recruit parents for specific children for whom we had been unable to find families. These efforts were only mildly successful. We have never before experienced the kind of public response to the needs of children that we have enjoyed since these lay groups joined in the effort. They have reached so many good families we might never have found! Not satisfied with recruitment, they have made themselves available to help in many other ways. We believe adoption agencies can make greater use of their services on behalf of children. The professionals have areas of competence. By the same token, there are areas in which members of the lay groups mentioned, with their insightful experiences, their willingness and their know-how can best contribute. There is every reason to believe that professionals and lay groups working together with a common goal can achieve much more than either could possibly achieve alone.

We have heard the suggestion that a new agency should be created. The only concern of such an agency would be the placement of the child for whom it has been difficult to find a family. We would be among the first to applaud such a plan if it were timely. However, we do feel such a plan at this time is premature. There are established agencies equipped, willing and able to use their resources in this effort. At a time when the adoption needs of relatively problem-free white children are decreasing, it would seem more logical for existing private agencies to focus on the

needs of the so called "difficult to place" child.

Finances may well be the stumbling block to an all out effort by private agencies on behalf of such children. We suggest that a purchase of service plan be carefully worked out so that private agencies can use their resources in an effort to help meet the adoption needs of all children who lack families. Well planned use of public funds for this purpose, may make it possible to place children with permanent families sooner, at considerable financial saving, and most important with considerable saving in human potential.

As a private New Jersey adoption agency interested in the welfare of children we believe the public agency should be adequately staffed, supported and efficiently operated. It is imperative that its programs be properly implemented. In our opinion coordination of services has been woefully inadequate. We refuse to believe that existing agencies both public and private could not, by concerted effort better meet the needs of New Jersey's children.

A great deal of time would be ill-spent now in defending past practices and possible deficiencies. We believe it is a good thing to look at policies and practices affecting the lives of many children and to change those which should be changed. We hope that this public hearing will bring us together, channeling the efforts of public and private agencies and lay groups toward a better way of meeting the needs of the children who are the concern of us all.

SENATOR MARAZITI: Doctor, I want to thank you for appearing here this afternoon. I would like to ask you a question or two about some of the suggestions you have made that I think are well taken.

Do you think that the private adoption agencies, including the Children's Home Society, could assist by drawing on the available children that the BCS has and placing them as Mr. Reed indicated here, that he was able to place nine hard-to-place children? This would not only be limited to hard-to-place children but others if there is a problem. Do you think the Society could be of assistance and the adoption agencies could be of assistance in that respect?

DR. BARBER: Well, I know we can. We have been doing it for a long time and we are still doing it. When you say hard-to-place, I think any child who doesn't have a family is hard to place, whether they are white, black, yellow or whatever. Of course, when you talk about a difficult-to-place child, I am thinking in terms of the other child, the white problem-free child, there would be no difficulty with families anyway - there are so many applicants.

SENATOR MARAZITI: That's right. There is no difficulty.

DR. BARBER: Yes, I think we definitely could and would be happy to.

SENATOR MARAZITI: Could I ask this: Is this a procedure now? Do you call upon the BCS for children that you can place? Is this working now?

DR. BARBER: Yes, it is working. We have been doing it to a limited degree for a number of years. If we have family studies, for example, negro families, we can't let a negro family go. They are hard to come by. We quite frequently will take children from the Bureau of Children's Services for a family if we do not have one.

In working with ARENA - I would like to clarify that,

Senator, - you probably already know that we go through, and any agency goes through, the New Jersey Exchange first. This is why I say they are not available because they go through the New Jersey Exchange first. Then if there is no child available for a family that we have already studied, we can and do turn to the children that are described and available through ARENA through out-of-state agencies.

SENATOR MARAZITI: But you do go to the Bureau of Children's Services.

DR. BARBER: Yes.

SENATOR MARAZITI: This may not be the right way to phrase the question. But do you get enough children to fill your needs from the BCS or anywhere?

DR. BARBER: No. We have families waiting --

SENATOR MARAZITI: Now we have to go into the categories.

DR. BARBER: -- of difficult to place.

SENATOR MARAZITI: Difficult to place?

DR. BARBER: Yes.

SENATOR MARAZITI: Difficult-to-place children - you don't have enough of them.

DR. BARBER: As a private agency, we place all our own and then we are perfectly willing and are placing for the others that we have families for, and we have families.

SENATOR MARAZITI: Do you have families waiting now for what I would classify difficult-to-place children?

DR. BARBER: Yes.

SENATOR MARAZITI: You do have applications?

DR. BARBER: Yes.

SENATOR MARAZITI: Do you know how many - 3, 4, 5, 10, 15?

DR. BARBER: I would say we have under study right now about 50.

SENATOR MARAZITI: 50?

DR. BARBER: Yes. We have gotten many of them

through the groups which I have mentioned and from newspaper publicity. There is no dirt at this point of families who are willing to take these children.

SENATOR MARAZITI: If you had 40, 45 or 50 children that we have talked about as being hard to place, you could place them with these people?

DR. BARBER: Yes.

SENATOR MARAZITI: Now let me ask this question. You have heard the testimony here today and maybe you have read about the other testimony last time.

DR. BARBER: I didn't hear the testimony. I'm sorry I couldn't hear it. I very much regretted I couldn't hear the testimony.

SENATOR MARAZITI: Don't worry about that because I can give it to you in a nutshell. The Bureau of Children's Services personnel have testified we have roughly 982 children ready for adoption and some of these are being processed, about 350 have been placed, and there are about 600 more than haven't been placed. But in this 600 group, perhaps half or more than half are what we would call hard-to-place. I know it is a very general term and it may be unfair to the Bureau of Children's Services and to your organization to ask these questions. But now, as I understand it, you would be willing to go through this list of 600 and see if there are 40 or 50 there in the so-called hard-to-place category who maybe are not hard to place and see if you can match them up with these applications.

DR. BARBER: This is why we are suggesting cooperation.

SENATOR MARAZITI: Is there any reason why we cannot do that, say, immediately?

DR. BARBER: If the children are available, they have been very cooperative.

SENATOR MARAZITI: May I suggest this: Chief Hollender is here and your office is in Trenton. Where is your office?

DR. BARBER: In Trenton - one of them.

SENATOR MARAZITI: I would wonder if I could suggest that you meet with Chief Hollender tomorrow, if it is convenient. Before you leave the Chamber make the appointment with him and start the ball rolling and see what we can do here.

DR. BARBER: Of course, as you well know, we have our own to place as well.

SENATOR MARAZITI: Your own what?

DR. BARBER: We have our own children as well to place.

SENATOR MARAZITI: Your own children to place?

DR. BARBER: Yes, from the Children's Home.

SENATOR MARAZITI: Yes. I mean if you need any more children. If you don't ---

DR. BARBER: Yes, we do at the present time. We couldn't place 300.

SENATOR MARAZITI: I know. I am not saying you should take on all the responsibility of the State because, if you would, we would make you Director instead of someone else.

DR. BARBER: No, thank you.

SENATOR MARAZITI: You have enough to handle right now.

DR. BARBER: In terms of your organization, our staff is very, very small. We only have 12 caseworkers and 2 supervisors. It is not like the Bureau of Children's Services. So there is a limit, and financially, too.

SENATOR MARAZITI: I know. But if we could provide for you 50 wonderful children looking for a home, you will be willing to see if you can place them.

DR. BARBER: We will be more than willing.

SENATOR MARAZITI: See if I understand the situation. You know Chief Hollender' --

DR. BARBER: Very well.

SENATOR MARAZITI: [Continuing] -- much better than I do. Would you speak with him this afternoon before you

leave and make an appointment to see him tomorrow, just to start things going along this line?

DR. BARBER: Senator, they know this is available. Not every family wants a certain kind of child. We are doing this right along with the Bureau of Children's Services. This is not novel.

SENATOR MARAZITI: You heard me say that they have 600 hard-to-place children.

DR. BARBER: All right.

SENATOR MARAZITI: They either have or they haven't. If you need 50, let's find a home for these 50. Now you are not going to know unless you go to see him and check these against the applications. In other words, we are getting down to the core of the situation. I mean, these statistics are starting to get me. But there are 600 children here and you need 50. Now there is something wrong if we don't do something.

DR. BARBER: This is what we are suggesting - to cooperate.

SENATOR MARAZITI: Now maybe if you see him, you won't be able to match them. That will be a different thing. So you see him and I know tomorrow is Friday, but I know he is a hard-working man, and he will wait until six or seven o'clock tomorrow night to see you if he has to. But try to make an appointment with him tonight, see him tomorrow, and then will you and Chief Hollender report to me by letter the next three or four days how things are going along. Because I don't want to hear any more about the pool over here and how many we need over here and they are not getting together. There is something wrong some place in this picture. We have to finalize it.

I am very happy to hear you say you can place many of these children. If a problem arises that you can't, I won't be angry. That is fine. I am pleased to hear of this thinking and I am pleased to hear your suggestion that we use some of the private adoption agencies to work with

the State. I think your suggestions can be considered. We don't want any overlapping but there is a role for each, the private organizations and the BCS.

DR. BARBER: There is room for everybody.

SENATOR MARAZITI: Thank you very much.

DR. BARBER: You're welcome.

SENATOR MARAZITI: See that man.

Now we have Miss Reddan, and would you kindly let us have your name, address and your association with the Bureau of Children's Services.

C A T H E R I N E R E D D A N: Miss Catherine Reddan. I am with the Bureau of Children's Services. My home address is 701 Parkway Avenue, Trenton, New Jersey.

SENATOR MARAZITI: You are a caseworker in the Bureau of Children's Services.

MISS REDDAN: That's correct.

SENATOR MARAZITI: And how long have you been with the Bureau?

MISS REDDAN: For about a year and nine months.

SENATOR MARAZITI: And I am very sorry to hear that you may be leaving us soon.

MISS REDDAN: I am too.

SENATOR MARAZITI: We want you back. You will try to come back, won't you?

MISS REDDAN: It depends on Fellowship money.

SENATOR MARAZITI: I do have a copy of your statement and you can proceed any way you think you should.

MISS REDDAN: I would like to state one basic assumption that I would like to make so that I am not cast off as being a young idealist, and that is, I think the one essential ingredient for the successful take-off of any program is based on human will. I feel our priorities have been completely out of whack. As long as man's will is out of wack, then our resources are going to be completely misdirected. Man must do what he can, but he can't always

do what he wants. We have so many highfalutin schemes and so many plans. We have everything down the line, but the problem is that we must first agree on the need. Once we have established that, maybe we can match up our resources.

Successful casework is not only dependent on an individual's care and respect for another human being, but also on his precise knowledge of all the determinants of human behavior and having the necessary resources to meet the client's needs. We are alledgedly here today to discuss and attempt to develop mutually benefitting programs to improve the plight of our troubled children. However, the answer has not only one face and the problems will not be remedied by mere discussion in an Assembly Chamber. I see the "troubled" members of our society as valuable cultural resources rather than simply perplexing social problems. Are we going to allow the problems to mushroom to such enormous dimensions that we can only minimize the degree of its seriousness. If one is willing to avoid crises, then it becomes possible to minimize the degree of their consequences. Thus it seems apparent that the time has come for us to close the gap between intellectual capacity and performance in accordance with the changing needs of our society and the State.

Why does there appear to be so many injustices being committed daily in the area of child welfare within the State of New Jersey? It is because the caseworkers lack the training, tolerable working conditions and resources to appropriately plan for any child.

Senator, civilizations are built and maintained upon the dignity, integrity and collective will of man. However, unless man declares realistic means which will utilize these human qualities, man and society will perish together.

The solution to this problem cannot wait until another day. To try to minimize the disparities and disorganization existing within our state's services to

children and to develop appropriate programs depends only on one simple thing and that is our will to accomplish it.

I submitted my report as an intake worker to you and I didn't know whether you had any questions.

[Report submitted by Miss Reddan can be found beginning on page 159 of this transcript.]

SENATOR MARAZITI: "Following is an account of a week's work" - is that yours?

MISS REDDAN: Yes, as an intake worker. There are two reports that you received.

SENATOR MARAZITI: "A Social Worker's Week," I have here in the New Brunswick District.

MISS REDDAN: No, mine is the other one.

SENATOR MARAZITI: You have a list of cases here --

MISS REDDAN: Right.

SENATOR MARAZITI: -- which you analyze. You are on the intake end.

MISS REDDAN: That is correct.

SENATOR MARAZITI: On intake, you cover all areas, whether the children are taken in by surrender, by maybe a court order.

MISS REDDAN: Not exactly. I don't deal with adoption. Intake, as far as the Toms River Office is involved, involves abuse, neglect or any need of a child under the age of 21 and it can be referred to me either by an interested party or by the parents of the child, themselves. But I don't deal in adoption and I don't deal with unwed mothers unless they are going to ---

SENATOR MARAZITI: You don't deal with adoption?

MISS REDDAN: No. The only time I deal with unwed mothers is if they refuse to surrender their child for adoption.

SENATOR MARAZITI: If they refuse to surrender their child.

MISS REDDAN: Right.

SENATOR MARAZITI: If an unwed mother refuses to surrender the child for adoption, then you go to see her.

MISS REDDAN: Right.

SENATOR MARAZITI: How does it come to you in the first place?

MISS REDDAN: Oftentimes, some of the girls are still in school. They want to return to school so that they might be able to adequately meet the child's needs upon graduation from high school. So we either institute foster care or day care.

SENATOR MARAZITI: In other words, you see these girls that don't want to surrender their children for adoption and you assist them.

MISS REDDAN: Right.

SENATOR MARAZITI: You don't go to take the children away.

MISS REDDAN: Right. I do take children away.

SENATOR MARAZITI: You do take them away?

MISS REDDAN: Right, if you want to put it that way.

SENATOR MARAZITI: With or without their consent?

MISS REDDAN: Without their consent.

SENATOR MARAZITI: I know I shouldn't ask you this question. But do you have the legal right to do that?

MISS REDDAN: It has to be done by court order.

SENATOR MARAZITI: What court has the right to take the child away?

MISS REDDAN: This is on an emergency basis.

SENATOR MARAZITI: I am not criticizing you. But the question arises in my mind, unless there is more to the story than that ---

MISS REDDAN: In cases of severe abuse or neglect or abandonment, you have to have some means to protect yourself legally and at the same time provide protection for the child, whether it is on a temporary or a permanent basis. So you need to have a court order and this lasts for a period of six months maximum.

SENATOR MARAZITI: I understand. In other words, in a case where a child is not receiving care or he is being abused, you should step in. But just on the bare case of a girl having an illegitimate child, that in my opinion would not constitute a legal basis for taking that child away from the mother.

MISS REDDAN: It doesn't. I don't, you know, run in there and take the child away if it is an illegitimate child. It is under circumstances where the child needs protection. And I don't say an illegitimate child necessarily needs to be taken out of the home.

SENATOR MARAZITI: Right. I wanted to get that clear. I didn't think you did. In other words, there is perhaps a greater number of cases where the child is illegitimate and needs protection from its parents and for other reasons.

MISS REDDAN: There has been disintegration within the family.

SENATOR MARAZITI: The incidence is greater there. But where you have a simple case of an illegitimate child, you do not take the child away from the mother.

MISS REDDAN: No.

SENATOR MARAZITI: Now you list a number of cases here and explain what you do. Is that right? And they range from all ages apparently.

MISS REDDAN: That's correct.

SENATOR MARAZITI: When you have to do an intake, how far do you work with it? In other words, a child is taken in and you place it in a foster home. What do you do next?

MISS REDDAN: It depends on the type of problem and the means by which we receive the referral whether the child remains in his own home or goes into some type of foster setting or out-of-the-home placement. It depends on our District Office. I keep it until the time when I feel I have a suitable plan for the child and the family, until we have gotten to a point where I can pass it over

to a caseworker.

SENATOR MARAZITI: This caseworker has the responsibility of placement then, right?

MISS REDDAN: I place.

SENATOR MARAZITI: You place where?

MISS REDDAN: I place in a foster setting or anything a regular caseworker can do. But sometimes you need a period of observation.

SENATOR MARAZITI: Where is the child in the meantime?

MISS REDDAN: It depends on the type of case you have. Sometimes he can be in the home and sometimes he will go into a foster setting on an emergency basis.

SENATOR MARAZITI: Well, take these cases where a child is abused or abandoned or by court order, I imagine, turned over to you, meaning that you have temporary guardianship. That is what it is in effect, isn't it?

MISS REDDAN: Right.

SENATOR MARAZITI: Eventually this child will find his place in a foster home to begin with. Now are you still associated there with this child?

MISS REDDAN: Until a time when I can accurately assess the problem and I feel that I am able to propose some type of planning for the child.

SENATOR MARAZITI: What do you mean by planning?

MISS REDDAN: When I realize what the problems are, whether it is that the parents need psychiatric help until the child's return or ---

SENATOR MARAZITI: I understand. A point does come, does it not, when you may make a decision that things are working better for the parents and perhaps this child could be returned, not immediately, but that is worked out, isn't it?

MISS REDDAN: Right.

SENATOR MARAZITI: Also then a point comes when you start thinking that this child should not go back - there are cases like that. When you come to that conclusion

that the child should go back, what do you do?

MISS REDDAN: You attempt to establish or substantiate your reasons for not returning the child. I think what we need to be aware of are the real problems you come upon in trying to petition for permanent custody of a child. Out of all the cases I have ever had, I don't think I have won more than two permanent guardianship hearings.

SENATOR MARAZITI: You have been with us for a year?

MISS REDDAN: A year and nine months.

SENATOR MARAZITI: How many cases have you had in a year and nine months roughly?

MISS REDDAN: Where I have petitioned for permanent guardianship?

SENATOR MARAZITI: No, no - intake. 500? 2,000? 200?

MISS REDDAN: I must have had at least 300 cases, I guess.

SENATOR MARAZITI: How many?

MISS REDDAN: 250 or 300.

SENATOR MARAZITI: A little less than 300 cases. Of the 300, two are permanent guardianship.

MISS REDDAN: Right.

SENATOR MARAZITI: And of these 300, can you tell us generally how many were returned to the parents?

MISS REDDAN: I couldn't give you an accurate figure.

SENATOR MARAZITI: Would you be able to? Is your supervisor here?

MISS REDDAN: No. Out of the 300 cases I have had ---

SENATOR MARAZITI: Your supervisor is not here today.

MISS REDDAN: No. Out of the 300 cases I have had, the 300 children, I would say I have petitioned for at least 20 cases of guardianship.

SENATOR MARAZITI: Permanent?

MISS REDDAN: Yes.

SENATOR MARAZITI: And the court only granted two.

MISS REDDAN: Right.

SENATOR MARAZITI: Which proves that the court is reluctant to give permanent guardianship unless it is a real serious case.

MISS REDDAN: That is true. But I think it also proves the fact that we don't have the legal representation or the time to investigate ---

SENATOR MARAZITI: Wait a minute. You had 20 cases - and I won't say you lost the 20 cases - but the court decided in your favor for permanent guardianship on two and against the BCS for permanent guardianship on 18. I am not criticizing.

MISS REDDAN: No, I realize that. Or they will extend the order. Usually what happens is they will extend the order for another six months.

SENATOR MARAZITI: In other words, the court is reluctant and they would rather not give permanent guardianship. They don't seem to be too anxious to do it - the courts.

MISS REDDAN: They are reluctant, but I think one of the things you have to come up against is in a contested guardianship hearing when we don't have the evidence, although the judge realizes that maybe the child should not go home, he does not have the evidence to substantiate that decision.

SENATOR MARAZITI: Look at it another way. When the court finally does decide to give you guardianship, it is a very strong case, isn't it?

MISS REDDAN: Yes.

SENATOR MARAZITI: He did that in two. What he probably does in the other eighteen or fifteen is continue temporary guardianship.

MISS REDDAN: Right.

SENATOR MARAZITI: Because he hopes that some day maybe the parents will be able to take him back or the situation will change.

Now that is 20 cases you have had. But then you can't tell us how many were returned to the homes?

MISS REDDAN: No, because oftentimes they are

returned after I have turned the case over so I wouldn't be fair in giving you a figure.

SENATOR MARAZITI: But it wouldn't be 200 or anything like that, would it, or 50 or 25?

MISS REDDAN: It is a very surprisingly high percentage.

SENATOR MARAZITI: A high percentage. Would you be able to do this before you leave -- You are leaving tomorrow?

MISS REDDAN: In two weeks.

SENATOR MARAZITI: If you could look through your records, this is the information I would like to have: how long you have been there - 1 year and 9 months - and you have taken so many intake cases and so many guardianships - applied for 20 and 2 granted - and how many returned to their families. That would give me an idea of what is happening.

I am not saying this is the case, but, let's say, there were 100 of these that you have taken that are still with us - only 2 in permanent guardianship - there are 100 here, maybe 75. In other words, we have had these 100 for 1 year and 9 months. They are probably, most of them, in foster homes. Some may be in a hospital or some other special place. But most of them are in foster homes. We have had them for 1 year and 9 months. How long - and this is not a question I am trying to trick you with -- how long are we going to do this? How long will we keep this hundred? They haven't gone back in 1 year and 9 months. How long will we keep them in foster homes?

MISS REDDAN: I agree that possibly some time limit should be set on this. But I think at the same time, if you are going to set a time limit, you also have to afford the parents and the caseworker an opportunity to do the most intensive casework possible.

SENATOR MARAZITI: Let me tell you something. If parents don't want children after 1 year and 9 months, there is something wrong some place.

MISS REDDAN: It is not necessarily that they don't

want the child though.

SENATOR MARAZITI: What is the problem?

MISS REDDAN: It is a multi-problem family and oftentimes they need help.

SENATOR MARAZITI: A multi-problem family?

MISS REDDAN: And they need help from various types of services. Maybe the mother had an emotional breakdown, but it is certainly not permanent in nature. You need services to work with.

SENATOR MARAZITI: You know what I would like to have you do too - because you are going to do all the work now that you are leaving -- But this is going to be a little analysis of a caseworker with these problems - what happened to these children. You list down there - I don't want names - just what the problems are. I would like to know how often the parents see these children. In all these cases where you still have them - maybe only 75 so it would be easier for you -- but I want to know -- do you know what I am driving at? If two years from now you come down here again - and I hope you do - you are with the BCS and you still have these children, that is 3 years and 9 months later -- how long is this going on? Will these children grow up in foster homes all their lives with the insecurity of foster homes? Isn't it better for these children -- I am not criticizing anyone here, but just because some people might be hurt because I am saying this, I am not going to stop saying it. But it is inconceivable for me to believe it is a good policy for the State of New Jersey to keep those children in foster homes for 4, 5, 6 and 7 years. I don't care about the parents. If the parents can't straighten out in 2 years or 3 years or 4 years, I'm thinking of those children.

MISS REDDAN: Right.

SENATOR MARAZITI: Isn't our policy that whatever we do is for the benefit of the children? So why do we worry about the parents after 3 years?

MISS REDDAN: But oftentimes the benefit of the child is not taking him away from his parents. He may not be able to live with his parents, but he still maintains contact.

SENATOR MARAZITI: But suppose he can't live with the parents for 15 years. Is that a good thing for the child?

MISS REDDAN: In intake I hit many cases. If you read over the cases I have there, I believe there are two in there that were adopted and they are adolescents now and ---

SENATOR MARAZITI: Do you know what is happening here? The State of New Jersey is taking over the responsibilities of many parents. If they want the responsibility, they should have it. But for us to take 300 children or even 100 and keep them for 3 or 4 years, you know what happens? Here's what happens. I see the whole picture now. That is why in these statistics we have here, we have those 16, 17, 18, and 19 years old that have gone from foster home to foster home and no permanent home. This is why. What we are doing today is going to affect us 5 or 6 years from now. Five or six years from now there is going to be another Senator sitting here, I hope, and he is going to wonder why we have these 13- and 14-year-olds because maybe today we are not doing - the State of New Jersey, not you - we are not doing what we should --

MISS REDDAN: I realize that.

SENATOR MARAZITI: -- and put these in permanent homes. Every day there are 14,000 children getting a day older. We are in a rut.

MISS REDDAN: That's right. They are getting a day older and the problems are getting a little larger. I think, O.K., fine, head towards adoption. But if we are to assume that the parent and child should stay together under whatever circumstances whenever it is possible and you have to offer services to those parents and those

children, and by saying within two years if nothing is done, the children are placed for adoption, you are going to close the door.

SENATOR MARAZITI: How long do you say we wait?

MISS REDDAN: I am saying that you can establish a time limit, but you also have to bring the facilities and the resources together.

SENATOR MARAZITI: Right. I agree with you there. It is going to take a lot of money and a lot of work.

Now we have to establish a time. I would agree with you, it is hard to say a year, two years, three years. I don't really know.

MISS REDDAN: Right.

SENATOR MARAZITI: But you do agree, don't you, it ought to be some time? I don't mean it should be an automatic shutoff. I would say we go before this court again and I know that most judges would not want to close out the parent's rights unless there is a good reason. But now we are getting to the thing. If we could set a time - maybe it should be a year and a half or two years or three years -- There is a gentleman here that handed me a copy of what is known as the Ontario Bill. It is a bill signed by Governor Rockefeller which provides for a mandatory reviewing of cases, foster care cases, after 24 months to determine either why the child should not be returned to its natural parents or put out for adoption. I am not familiar with the law. Probably you are not either. I just learned about it this afternoon. So don't worry about it. You know I am up here; I can call the tune. You are doing a better job than I am. This is what we are talking about, something like this. Maybe two years is not enough time. Maybe it ought to be two and one-half years. But it would be good, thinking of the children basically - I almost said alone, but 99 per cent thinking of the children -- it would be good to have some kind of time limit, after we have had them for two years or two years and one-half or three years, to review it and then determine they go back

to their parents and, if they can't, then have the court decide if we should have permanent guardianship. We would have to have that first. If we have tough judges like you have had, we won't get any. First, permanent guardianship, and then from there adoption. You would think this is all right?

MISS REDDAN: I think it would be an excellent idea only because I find many times where we wish we did have permanent guardianship after many, many years.

SENATOR MARAZITI: What was that?

MISS REDDAN: Many times when we wish we did have permanent guardianship, the judges still remain reluctant. I think only can you have this ruling if you provide the other necessary facilities.

SENATOR MARAZITI: Right. In other words, to do this you have to have the staff, the caseworkers, the supervisors, the personnel, the equipment, in order to make a real thorough review and examination and check it out and make sure that when you go to court you are doing the right thing and you are not pushing an adjudication through that you feel might be wrong.

MISS REDDAN: Right.

SENATOR MARAZITI: I like your thinking. You don't get into the adoption part.

MISS REDDAN: No.

SENATOR MARAZITI: You have an idea what I am looking for on the statistics, right?

MISS REDDAN: Yes.

SENATOR MARAZITI: Now I have a thought here. I have your report and I would say that you certainly earn your money and cover a lot of ground. I know there is a great deal of work required here.

Oh, I want to ask you one general question. You have a five-day week, is that it?

MISS REDDAN: That's right.

SENATOR MARAZITI: Then you spend certain time in the

field and certain time in the office. Is that right?

MISS REDDAN: An intake worker has 3 days in the field and 2 days in the office. But it never works out that way.

SENATOR MARAZITI: The office work is for reporting purposes?

MISS REDDAN: Doing the necessary paper work, interviewing, taking in new referrals.

SENATOR MARAZITI: That's 2 days.

MISS REDDAN: Right.

SENATOR MARAZITI: Not bad at all.

Are there any suggestions you could make for improvement? You know you are leaving in two weeks. You can say what you want. I don't really mean that. I will say this: Chief Hollender was very kind to make your testimony available today and it has been very helpful and I am sure everyone is interested, as well as your adoption supervisor. So tell me if you can think of anything we can do to make things better.

MISS REDDAN: We have reiterated time and time again today what some of the things are that need to be done on an immediate basis. From my own experience, I would say we need more caseworkers to handle the cases. There are too many intake cases.

SENATOR MARAZITI: If we had more caseworkers, you would favor putting some of them on what we were talking about, you know, running down these cases where - should the children be returned to the parents or should they be placed for adoption?

MISS REDDAN: Not only that, but maybe we wouldn't be so inclined to make haphazard decisions, being pushed into making a plan for a child only because we have so many other referrals backed up.

SENATOR MARAZITI: What you have to do - you have to, in your own work, consider priorities and do the most urgent things first.

MISS REDDAN: That's right.

SENATOR MARAZITI: Which would mean if three or four new referrals come in, you have to work on them quickly and if you started on some other case where you might try to return the child to the family, you have to drop that momentarily.

MISS REDDAN: Right. But I also think - you know, a client and a social worker can talk for hours. When they are in there screaming for institutional placement or some type of resource, you have to have this too, not only the lesser caseload, but also the resources to give the client and in this respect I think we are committing a grave injustice to them.

SENATOR MARAZITI: I would like to ask --- We may not have a hearing for two more weeks - I don't think we will - but we will later. Even though you are no longer associated with the State, would you, if we need you, come back and help us out?

MISS REDDAN: Yes.

SENATOR MARAZITI: I want to thank you very much for your testimony and for your suggestions. I am sure that they will go a long way towards making things better for the children. Thank you.

I would like to call Mrs. Elizabeth Cole.

E L I Z A B E T H S. C O L E: Senator, I have a prepared statement, but before I give it I would like to take the opportunity to thank you for holding these hearings and for expressing the concern for New Jersey's children that you have. For a very long time, those of us in the field and in the parents' groups have thought there really haven't been too terribly many people who cared what happened to New Jersey's children. Now we know that you do very much and we are appreciative of the opportunity to discuss what we need for our children.

SENATOR MARAZITI: Thank you very much. I appreciate your being here and being so patient, waiting all day.

MRS. COLE: Thank you. I've been chaffing at the bit.

SENATOR MARAZITI: Go right ahead.

MRS. COLE: We really can't do a complete study of the relevance of the Bureau of Children's Services' adoption procedures and our practices unless we take a look at what the philosophy of our adoption is because we all know full well that what people believe and feel about a particular subject is going to color what they do.

The field of adoption has been subject to radical changes in the last five years. Parenthetically I would like to add that we are now coming to the point where the Adoptive Parents have been for the last ten years. But the most sweeping changes have occurred in the last years and our agency is like many others in this State and across this country and, that is, that we are in the midst of change. We are changing our philosophy with regard to adoption.

It has been very difficult to do this. It is very difficult for social workers to abandon concepts and practices that they have held onto for a number of years. So most of our social workers, I believe, have shown some movement; others, I am sorry to say, have not.

Perhaps this will become clearer if we discuss what our philosophy is and how this is reflected in our policy and procedures.

We believe, as does the Child Welfare League of American, that: "Adoption service is a social service provided by the community or state, through an organized agency, for children who cannot be reared by their natural parents and who need and can benefit by new and permanent family ties established through legal adoption." I think we all agree on this.

We believe in the following premises: (1) A child belongs with its natural parents and we must do all we can to help see that this is possible. But (2) if and when those natural parents prove unable or unwilling to provide a

suitable home for the child, then that child is entitled to a permanent family other than that natural family.

(3) For most children, adoption is the best way to achieve that permanent family. (4) The agency's resources must be directed towards the goal that each child will have a suitable permanent home of his own.

I believe that these premises have been the basis for our adoption program since its inception. And I believe that this is the charge that the Legislature gave to us when they created our agency, that of preserving and strengthening family life. I believe further that the major areas of controversy are not over what adoption services are or who they are for, but rather over what children shall receive them and what parents shall receive them and how they shall be given.

In the past, children for whom adoption was appropriate were those who were legally free and were the right age, religion, race, nationality and were free from any blemish in their background or any physical or intellectual defect. This certified "blue ribbon" baby was then matched to be the mirror image of a couple who were investigated, and I underline that part, and proven to be the right age, race, nationality, etc. This characterization of adoption services is an accurate description of how children are now being placed by agencies across the country and some agencies right here in the State of New Jersey. The Bureau of Children's Services in the majority of cases is not one of these agencies and has not been for at least the past five years.

We believe wholeheartedly in the slogan of the National Council of Adoptive Parents Organization who say: "Let every child who is eligible for adoption be available for adoption," and the Child Welfare League of American who state: "Adoption should be considered for any child who is deprived of care by his natural parents, who is or can be made legally free for adoption, and who has the capacity to form a relationship with new parents and to develop in a family.

The opportunity to have a permanent family of his own should not be denied by reason of his age, religion, race, nationality, residence or handicaps that do not preclude his living in a family or community."

We have communicated this belief to our staff on all levels and continue to communicate it. We do place children of all ages for adoption. Children we have placed in selected homes have ranged in age from newborn to a 13-year-old child who was placed in the last three months. We have approved foster parent adoption of children 18, 19 and 20 years old. We have placed sibling groups of three and four. Children of all religions or no religion are placed as well as children of all races. Now the national statistics on adoption put out by the Children's Bureau in Washington, D.C., indicates that children of minority races represented only 11 per cent of all the adoptions done by all the agencies across this country. During the last fiscal year ---

SENATOR MARAZITI: Pardon me. In other words, the children of minority races represent only 11 per cent.

MRS. COLE: It is a shocking statistic.

SENATOR MARAZITI: See if I understand this. And this would be true in New Jersey generally?

MRS. COLE: It is true generally in some areas, but my next point is that it is not true of the Bureau of Children's Services.

During the past fiscal year from July 1, 1969 till now, 29 per cent of the children that the Bureau of Children's Services have placed have been of minority races.

SENATOR MARAZITI: In other words, I spoke too fast. Go ahead.

MRS. COLE: I want to add parenthetically also that a number of agencies in New Jersey are doing a very good job in the placement of minority children. Unfortunately, a number of agencies are not doing a very good job in this area.

The children placed by the Bureau of Children's Services last year comprised 2/3rds of all the non-white children

placed in the State of New Jersey by 16 agencies licensed to place in the State - 2/3rds of all the non-white children placed were placed by the Bureau of Children's Services. Children of all nationalities are placed from Pakistanian to Peruvian. BCS children with all manner of severe physical problems have found adoptive homes. I would like to add, also parenthetically, that in many instances this has been with the cooperation of the very fine voluntary agencies that we have in the State. The problems of the children we have placed have included hemophilia, partial blindness, loss of limbs, spastic hemophilia and severe heart conditions. We have placed children who are mildly to moderately retarded. Homes are now being recruited for a child who is hydrocephalic, thanks very much to the commendable efforts of the Newark Star Ledger in their series by Vera Plumb. And homes have been selected for childred with cerebral palsey and another with severe heart problems.

SENATOR MARAZITI: And Charles Finley.

MRS. COLE: And Charles Finley. I am sorry for leaving him out.

A number of normal children - these are children with no pathology in and of themselves - have come to us from agencies who have been wary of placing them because the child's parents had problems, such as, mental illness, epilepsy, retardation or drug use. These children all have found adoptive homes.

Who should be an adoptive parent and how you get to be one, I think are two areas that are undergoing the most change. The traditional adoption position was that couples should be investigated and only those which met certain criteria were accepted. These criteria often had to do with age of the people, their race, health, fertility, the presence of biological children in the home, their income, religion and their marital status. People with neurosis or who had had problems in their past were suspect. The posture was to screen out couples rather than to screen in as many people as they possibly could.

We have as our present policy the belief that most people who come to us to adopt would make suitable parents. We are not looking for "ideal" parents because I don't believe they exist. Our role is to screen people in and to enable them to become adoptive parents. What I have been teaching in our in-service training program is that the study should be an educative process, not an investigative process. Our role is to help as many people as we can to become adoptive parents. In practice, this philosophy is expressed in the following eligibility requirements:

Adoptive applicants must be U.S. citizens by birth or naturalization and this is required by law. Senator, Edward Turner, Esq. has before this body amendments to the adoption legislation which would delete this requirement. I would like to add parenthetically that I am in agreement with the deletion of this as a requirement for adoption.

The law also requires that the adoption applicants must be 21 years of age. I believe Mr. Turner also has an amendment which would suggest that this be deleted as a legal requirement.

SENATOR MARAZITI: Somebody might be suitable and be 19.

MRS. COLE: Absolutely. There are many people who are not citizens or do not care to become citizens who would make very good adoptive parents.

As to marital status, all we say is that both people must be in the home, and the marriage should be of sufficient duration to indicate a stable, happy relationship.

Applications are accepted from single persons interested in those children for whom two-parent homes are difficult to find.

SENATOR MARAZITI: On that point, I concur, of course. I just have the impression, I could be wrong, that this is not widely known through no fault of the State or the Bureau of Children's Services. I think of what one witness

has said today that maybe community education in this area would help. In other words, I think there are many, many people, single people, that would be very happy to adopt and probably they would adopt older children where we have a problem.

MRS. COLE: I agree with you 100 per cent. I think there are a lot of myths about adoption and people don't even know what they can do. I have on my desk a study on a woman from your county who is 45 years old and is single and is asking to adopt a child. She is a delightful person. She is asking for a child who, by the way, it has been difficult to find a home for.

SENATOR MARAZITI: They usually want older children, don't they, 12, 13, 14 years of age because they would also be a companion.

MRS. COLE: Right.

SENATOR MARAZITI: And I think it provides the child with many opportunities too.

MRS. COLE: I agree with you and I think we have to do more to let people know.

SENATOR MARAZITI: And this is something which perhaps we need.

MRS. COLE: I think I come to this in my recommendations.

SENATOR MARAZITI: If I only let you go ahead, you would answer all my questions.

MRS. COLE: As to income, there is really no set amount. Income should be steady and sufficient to meet day-to-day needs with reasonable provisions for the future. Standards within the family's community and the management of income are also considerations. Sometimes it is necessary for the prospective adoptive mother to work and this is fine. This will not disqualify a family if appropriate plans can be made for the care of the child while the mother is at work.

SENATOR MARAZITI: I also agree with you there. But I have the impression that many prospective adoptive

mothers think that's an impediment.

MRS. COLE: This information, by the way, Senator, comes almost verbatim from a pamphlet that we have on adoption, called a "Path to Adoption" which we send out to anyone who inquires.

SENATOR MARAZITI: Maybe they don't read it.

MRS. COLE: But I think we ought to send it to more people.

SENATOR MARAZITI: That's right. It gets to the ones who are interested and then they know, but maybe many people disqualify themselves. They say, "Well, I'm single," or, "I'm too old," or "The wife is working a couple of days a week," so they don't take that next step.

MRS. COLE: I think this is particularly true in the black community where they have felt for years that it is terrifically difficult to adopt a child. They don't know that things have changed.

SENATOR MARAZITI: I have had that opinion the last two months I have heard about it.

MRS. COLE: As far as health, all we ask is that applicants be in reasonably good physical and emotional health and be able to provide day-to-day care for the child. We do not require fertility testing. We merely encourage couples who would like to have their own biological children to seek medical help if they have not.

As to religion, we do not require a formal church affiliation, but we do expect that a child be provided with a moral environment. The child is normally placed in a home of his own religion. However, we would not deny a child placement if an appropriate home of his religion were not available.

Housing -- They don't have to own their own home and, contrary to some public belief, they don't have to have a separate bedroom for the child.

SENATOR MARAZITI: I just happen to know where that was a requirement.

MRS. COLE: No. It may have been an old one.

SENATOR MARAZITI: It might have been a misunderstanding on the part of either the applicants or whoever was handling it. That's a good thing to know because there are many, many people that think there is some rigidity about this requirement. We come again to the point that I know you are going to make later of public community information.

MRS. COLE: Right. I think there has to be mutual desire for adoption in the couple, that both the father and the mother have to want to adopt a child. It is important that everybody else in the family kind of has talked about it, at least, or is in agreement with it.

As far as childlessness, couples who have children are accepted. We have placed children with couples who have 4 or 5 or 6 ---

SENATOR MARAZITI: That is another point that is not too well known.

MRS. COLE: I have a study in my office on a couple that has 7 children who are asking to adopt their 8th child. This is no barrier. We have and do and will continue to ---

SENATOR MARAZITI: I am sure that after your testimony is published, you are going to get more applications.

MRS. COLE: I hope so.

Foster parents are allowed to adopt children who have been in their homes any length of time; although the statute gives them priority when the child has been in their home for two years, actually the agency policy allows it much under that period of time.

I really believe that if you compare our eligibility requirements with those of other agencies practicing in this State, this would result in the opinion that the Bureau of Children's Services is among the more flexible. Even so, we are in the process of determining which of the ones we still have can be changed.

An examination of the characteristics of the couples that we have placed children with would yield couples over

45, single parents, working mothers, individuals who were referred for public assistance to support the child we placed in their home, and individuals with all manner of health problems, including one couple we had, both of whom were paraplegic.

We are sure that not many other agencies in this State can claim this.

We are sure that there are some couples who have been screened out and rejected who should not have been. We feel these are due to errors in judgment on the part of new, inexperienced staff, or of older, uninformed staff, rather than a policy or philosophy of rejection on the part of the agency as a whole. Our figures show that less than 10 per cent of all people who apply are rejected.

Now the matching of children with couples I think is an area which is receiving much scrutiny by the community and some social workers. You know, the traditional practice was the physical matching of the child to the couple as well as matching race, religion, ethnic and socio-economic background of the baby's biological parents to those of the adoptive parents.

I heard you, Senator, in this Chamber tell the story of your own beginnings. You are the son of Italian immigrants and you certainly have, at least, average intelligence. I venture to say that you probably would not have been placed for adoption with your parents had they not had a college education.

The social worker was considered to have done his job well if there was a perfect match and "mirror image." Parents who came in asking for a child different from themselves were suspect. Their motivation for wanting a child was immediately scrutinized. And the underlying assumption was that it is unhealthy to delight in difference and that the reasons for wanting a child might be to exploit him or to comply with some neurosis. These questionable attitudes are now being applied by some social workers in all agencies, particularly to parents who want Negro-Caucasian children.

This description of the "old school" described our past practice but I don't think it is an accurate description of our present practice for the most part. We match only those characteristics that the couples tell us they want in a child. This year, for example, we placed 41 inter-racial children with white parents.

I think there are too many social workers in agencies in this State and across the nation who still follow the old traditions. I am concerned about social workers who try to select a child of "just the right color" when the couple really doesn't care, or who object to a baby born to a mother who did not complete high school for their college-graduate couple, or who rule out a baby with allergies before asking the couples if they would accept him. We should let couples determine whether or not they want a child and not interject our own prejudices. I know of agencies who protest, and you have heard them protest, that they were unable to receive black children from us for their couples who were waiting and had to get them elsewhere. What they didn't tell you in their testimony is that in many instances children were suggested for some of those couples. They were found unsuitable not by the couples in the majority of cases, who did not even know that children were suggested, but by the social workers who question the child's color, or background or the lack of a guarantee that the child would possess above-average intelligence.

I think there is risk in all of living and I think that we have to make choices forever between alternatives whose outcome is unpredictable. We feel adoptive parents must be allowed to risk and must not be protected from this by social workers. The social workers should have allowed those parents to decide whether or not they wanted those children.

I believe that the deficiencies of the Bureau of Children's Services are not in its philosophy but I think it is in the implementation of this philosophy. For the

most part our lacks are not due to the social workers' unwillingness to do their job as it should be done, but their inability to do it all as it ought to be done.

Most of the parents and children who come to us have serious problems, problems which require intensive effort, skill and resources to resolve. The size of our caseload precludes this intensive effort. Lack of an adequately staffed training division hampers our ability to upgrade our workers' skills and a shortage of community mental and physical health facilities makes the treatment that our clients need impossible to get.

Parents who are unwilling or unable to care for their children should have their parental rights terminated. The determination of their ability or willingness should not be put off for years. As Mr. Peter Forsythe, President of the Council on Adoptable Children, states, "There should be a period of intensive work with the natural parents." A reasonable time limit might be two years. Exceptional situations might go on after that time, but the ability and willingness of most parents could be determined in this time. We need the opportunity to do this intensive work. At present, we don't have it.

SENATOR MARAZITI: On that point I am in complete accord with your views. I imagine we don't have any statute in New Jersey making it mandatory that the BCS do this, that we review a year and one-half or two or two and one-half or three. We don't have the Ontario Bill or whatever it is called. We don't have that. But because we don't have it doesn't mean we can't do it. I do think with a statutory requirement, there would be more probability of a court taking the responsibility to say, "Well, I have to make a decision for the benefit of this child under State law, so I don't have to give permanent guardianship or have it placed for adoption. But here is State policy and I am going to do it. I am not going to wait three years or four," although there would be some

latitude.

Now I am sure - and I don't know the number - I don't think anybody knows the number - how long we have had, say, ten or eleven thousand children because they are of varying ages and we have taken some and turned them back to the parents - but there might be four, five six, seven or eight thousand, maybe not that many, maybe ten thousand or eleven thousand that are in foster homes now. In fact, there are more. The figure this morning was almost 15,000 in foster homes, 4,000 we have guardianship of and 11,000 we don't. Many of these 11,000 we probably couldn't procure guardianship over, but maybe many we could because I just have the idea there could be five or six thousand there that we have had longer than two years. Just like the case worker testified a little while ago, there is so much to be done that probably a caseworker doesn't have time to go and concentrate on processing these to see. And if it is going to be done - and I think it should be done - I think it would take a special effort, a task-force approach, so to speak, with a special concentrated effort over a period of a year or two to work on that and then it can be integrated into our program. In other words, the present staff, the supervisors, case workers, and attorney, are not able to cope with this. This is something that will have to be approached by special effort.

MRS. COLE: I agree with you, Senator. We just can't do it.

SENATOR MARAZITI: I sense that it is your opinion that this is something we ought to look into and attempt to do.

MRS. COLE: Absolutely.

SENATOR MARAZITI: At least, make a determination. Check all these cases, review them all, and say which shall we retain in the present category and which shall we move on for guardianship and adoption.

MRS. COLE: I agree with Mr. Hollender's statement to this effect and I believe Dr. Barber also made the same suggestion in her testimony as well as several other people who testified. I agree with you very much.

SENATOR MARAZITI: I think you can help us considerably here. We won't be able to do this until we know the number. Before I am through, I would like to have the number, which we don't know. We want statistics on how long we have had children. They vary in ages so it is difficult to get this. But what I would like to have - and I planned to ask Mr. Hollender when he takes the stand again to get this information for us, but it is getting late so I will ask you, in cooperation with Mr. Hollender.

MRS. COLE: May I complete my statement, Senator?

SENATOR MARAZITI: Do you think it is in there?

MRS. COLE: No.

SENATOR MARAZITI: You may complete your statement, but this is something I would like to ask you to work on for us --

MRS. COLE: Yes.

SENATOR MARAZITI: -- to try to prepare some information on this group of 15,000 children that Chief Hollender testified about. In other words, how many in foster homes - well, all of them, I imagine - how many under guardianship - he said 4,000 - and then 11,000 not under permanent guardianship. But those 11,000, which is what I am more interested in, how long have we had child 1, child 2 and child 3, etc. Somebody has given me statistics here and I may have it, but I don't know.

MRS. COLE: Perhaps they might need some interpretation, Senator, and we would be happy to furnish you with whatever we have.

SENATOR MARAZITI: It seems that the ones we have had the longest ---

MRS. COLE: I think that there are probably a number of children in care who were considered to be unadoptable

years ago.

SENATOR MARAZITI: -- who might not be now.

MRS. COLE: Right. They have grown older now, but they were considered to be unadoptable because of their race or religion or any number of other factors. And I am not quite so sure I would say they wouldn't all be unadoptable right now. I don't know. I would like to have the opportunity to know what these children are like and then we can make a determination.

SENATOR MARAZITI: Well, for example, those between 13 and 14 whom we have had under one year, 880; 3 to 5 years, 522; 1 to 2 years of age, 966; under 1 year, 900. Then we go on to three years, 600, 800, 400 - from three to five years. So there are a large number of children that we have had for a year - that is not too long - many for two years, a great many for two years, a large number for three years. There are totals down here: under one year, 7200; one to two years, 8,000; three to five years, 4,000; six to eight years, 1,000. These are round figures. So you see some of these we must keep in this category. This is what I am thinking of. I do have a chart here that gives considerable information that has been furnished.

MRS. COLE: We need to know more, I think, about those children.

SENATOR MARAZITI: That's right. We should know more about them. You know what I am looking for. You may proceed with your statement.

MRS. COLE: We need in addition to workers who study couples who want to become adoptive parents, workers who can specialize in processing children for adoption and helping foster parents to adopt as well as supervising children who have been placed in adoption homes. Some of our offices have initiated these workers and the results have been most gratifying. More children have been placed by offices who have them. All of our offices do not have them because they must "rob Peter to pay Paul." If they specialize

in adoption, something else must suffer.

Specialist workers can be trained. During the past year, I have spoken at 30 orientation sessions for new caseworkers. Five hundred caseworkers attended these sessions. With our turnover and the volume of work they are asked to do, our workers cannot gain the expertise or skill in all areas. A worker who specialized could do more and better work in a short time.

This morning I listened to the testimony of Mrs. Brauer from Families for Interracial Adoption - and I must say I agreed with most of what she had to say. She gave an example which I think highlights this, Senator, when she talked about the fact the Children's Home Society, which is a very able adoption agency, and our own entered into a joint publicity campaign to recruit homes for children. What her statistics showed was that the Children's Home Society was better able to very quickly see the couples that applied and to move a lot into the study phase and that we were not.

This particular campaign was started at our suggestion to the Volunteers Bureau of the Junior League and as we began the campaign we lost our own adoption worker. And we just got a new adoption worker who had never done an adoption home study mid-way through the campaign. The Children's Home Society is a very fine agency. They have with them "dedicated and experienced" staff who have done many, many home studies and who know about their business. On the other hand, we had one adoption worker for a week of the campaign. We lost that one and then had to hire a new one.

I think Mrs. Brauer's example is a very good one and it illustrates the difference between us and the voluntary agency and why they are able to move quickly and do work much differently than we can. We couldn't match them with our one - we didn't have her for the whole time -- our half of a caseworker who had no previous experience in adoption.

I think we need more workers. If we had more workers who were better trained, I think the job satisfaction would be higher and some might not leave us because of their deep frustration.

I think we need appropriate legal staff to help us prepare properly for court action in adoption. We are not attorneys, all of us, and yet our present situation forces each caseworker into a position where they must prepare, they must present and they must plead their own cases. Court actions involving the rights of children should not be adversary proceedings unless our children are provided with an able adversary and at the present time the children have no able adversary.

SENATOR MARAZITI: You are right. I am sure counsel that you have is very able, but it is just too much for her to cope with.

MRS. COLE: Yes, she is. She is very able.

SENATOR MARAZITI: I believe this is one of the recommendations we'll probably make. You need considerably more help in that regard, especially if there is going to be a task-force approach to review all these cases and make application to the court.

MRS. COLE: I believe we need to be able to subsidize adoptions to help families who would like to adopt a child but cannot afford it. Some few of these children are physically, emotionally or intellectually handicapped. Many are black or of mixed race. Some may be older or have brothers and sisters. Help should be given these people in a way which is not degrading and does not forever keep them tied to the agency who would "oversee" them. Subsidized adoption saves children and money.

SENATOR MARAZITI: That's true.

MRS. COLE: We need to be able to pay the voluntary agencies when they have produced a home which has resulted in the placement of a child who is waiting for a home. The payment then would only be made for those children who wait because of difficulty in locating a suitable home,

but not for a child who is easily placed by most adoption agencies or our agency.

I think we need to be better able to recruit homes for the children who wait. Until 4 years ago, we had an administrative order in the Bureau which prevented us from using our children's pictures in publicity. By the way, Senator, until 3 years ago, we didn't even have an adoption services unit. At our request, this administrative order that barred us from using our children's pictures was changed. The mass media publicity helps find homes. The Star Ledger ---

SENATOR MARAZITI: You are now using this?

MRS. COLE: Yes, sir, we are.

If you are familiar with the Plumb series in the Star Ledger ---

SENATOR MARAZITI: Yes, I am.

MRS. COLE: --- this is an example of the most effective type.

SENATOR MARAZITI: It is an example, but are the BCS children included too?

MRS. COLE: Yes, they are mostly our children that Mrs. Plumb has been using in the series.

SENATOR MARAZITI: You are using their pictures through her. But I mean, maybe we could expand this program.

MRS. COLE: We have used them with the Newark Star Ledger. Prior to that we have had three series in the Trenton Times, the Trentonian, the News Tribune in New Brunswick, the Philadelphia Sunday Bulletin, the Elizabeth -- whatever it is -- I think we have probably hit about ten papers in the State. I think we need to do more. In addition to that, we have had three documentary series on Channel 13 last year and one this year where we actually brought on some of our children who needed adoptive homes and showed them on TV. We have done that on Channel 10. Mrs. Hughes, the former Governor's wife, has a program and

several of our children have appeared on that program with the request to have homes. We are doing that with Channel 48 within the next month and we have several of that type of publicity campaigns going. Without the help of the people in the news media and the TV and radio media, we would never have been able to have done what we did.

California hires social workers whose full-time job is to recruit homes. They do nothing else but to recruit homes for the children who wait for them. And this might be something that we might consider in New Jersey. We don't even have sufficient funds to do the necessary photography for publicity. We have each of our caseworkers in the district equipped with a Polaroid camera and sometimes we had triple and quadruple exposures and the papers, as kind as they are, can't use our pictures. We have done a lot of this photography using volunteers and our own personal money. Pleas for homes have been carried so far on three TV stations, by radio stations, and, as I have mentioned, by a number of newspapers across the State and in Pennsylvania.

I believe in the area of legislation that we need a statutory change with respect to the rule which requires religious matching of children to adoptive parents.

SENATOR MARAZITI: This is a change you are recommending and you earlier said you didn't think that was required.

MRS. COLE: No. I think what I said was we don't let the law stand in our way because what it says is "when-ever possible" and we have stretched this. But I really think the statute should be changed. This statute 30:4C-26 states: "The Bureau of Children's Services shall make every reasonable effort to select a foster home or an institution of the same religious faith as the parent or parents of such child." The statute further defines a foster home as "private residences and institutions wherein any child in the care and custody or guardianship of the Bureau of Children's Services may be placed for temporary or long term care,"

- this is the important part - "and shall include any private residence maintained by persons with whom such child is placed for adoption." So it also restricts us with regards to adoptive homes. As this statute is written and interpreted, the natural parent or parents cannot designate that a child be placed in a home of a religion other than the one they practice. The natural parent or parents are not able, if they wish, to state that they are indifferent to the religion of the adoptive parents. Very often we have mothers coming to us who say, "I'd like a very nice couple for my baby, but I don't particularly care what religion they practice." Right now this statute forbids us to honor that mother's wish. We must place that baby in a home of the mother's religion even though she is willing to sign a waiver.

The results of this statute, I believe, are:

1. We do not attempt to honor the wishes of the natural parents.
2. The State is designating a religion to a child in cases where the parents do not care.
3. We reduce the number of children who have no religious affiliation and thereby reduce the number of children to be placed with couples who have no religious affiliation or who wait for a child because they belong to a religious group which is in the minority. For example, Hebrew couples often wait for babies because there are few Hebrew babies.

If we had more children of non-assigned religions, we would be able to place them with couples of any religion or no religion.

I believe that we need legislation similar to New York's Senate Bill 8214 - I believe your aide, Mr. Moore, Senator, has a copy of that legislation - which allows the natural parent or parents to express their wishes with respect to either designating or not designating a religion for their child. The placing agency would attempt to honor

this wish wherever possible.

We have been helped immeasurably by the existing adoptive parents groups - Families for Interracial Adoption, the Council on Adoptable Children, and the National Council of Adoptive Parents' Organization. They have encouraged, discouraged, criticized and prodded us to change. They have recruited homes that we had found difficult to find. Over the past two years, they have participated in our in-service training programs and they have spoken at group meetings for prospective adoptive parents. They have shared with us their knowledge of how things are done in other parts of the country. We need to formalize our relationship with them by making them either a part of a citizens' advisory committee to the Bureau or to the Adoption Resource Exchange.

I believe that we need to study our present organizational structure relative to adoption to see how it can be improved and streamlined.

In conclusion, I would like to state that we desperately need the support of this legislative body and the community it represents if we are to do for our children what needs to be done. This State has created the "illusion of services" by giving a mandate to help children and not providing the wherewithal to do it. As a social worker engaged in child welfare, I'm asking that we be allowed to give real service to all of our children and their families. And I think it is only then that we will be serving our community and our future. Thank you.

SENATOR MARAZITI: I would like to ask you this question: How do we find more people like you? [Applause]

MRS. COLE: Thank you, sir. I think we have a lot of people like us.

SENATOR MARAZITI: That is just like you to say that.

MRS. COLE: Do you have any questions?

SENATOR MARAZITI: Yes. I just have one or two

because I would like your assistance at other hearings and during the year.

I would like to have you work on this suggestion in the next to the last paragraph : "We need to study our present organizational structure relative to adoption...." I don't want to go into any details now, but I would like to sort of streamline the adoption procedure. I don't mean that it be rushed through. But as a number of the witnesses have said, and you too, let's move up to the 20th century and streamline it, cut out some of the legal red tape and yet have the necessary protection for the natural parents, the child and the adoptive parents. I think a great deal could be done.

MRS. COLE: Within the last week, we have just formed a committee for this purpose.

SENATOR MARAZITI: Very good. I would like to have your thoughts on that - or the committee's thoughts.

I think you had your hand up when someone was testifying - I believe it was Mr. Reed - that he had applied to the Bureau for children and I think you probably would like to say something in defense of the Bureau or to clarify what he has said. I think in fairness to the Bureau, I should at this time give you an opportunity to do that.

MRS. COLE: Mr. Reed's agency, Children's Aid and Adoption Society, has cooperated with us in the placement of many children who for lack of a better description have been termed "hard to place." And we have been very happy that they have done this. As he mentioned, during the past period of time several of our children have been placed with them, but he mentioned also that they were going to have to go out of state because we weren't able to place several other children with them. I have the description or had just a moment ago - here they are - of the children for whom he had homes. He had several homes and they had been unable to get from us children for these homes. I want to mention at the outset that all of these children that they

are requesting are interracial children and are of a very young age. And thanks very much to the help of the present Adoptive Parents groups we have been quite successful in placing a high number of our interracial babies for adoption. So we don't have a great surplus of interracial babies that we once had, say, within the past year. But we found it difficult to place children with the couples that were suggested by Mr. Reed's agency because the child that their couple wants is very difficult to find. They want interracial children, but all of them have to be below three months of age, they have to look essentially Caucasian, they cannot accept handicaps or background pathology, and they would want a child healthy enough to keep up with their family interests, and almost all of them have to have above-average intelligence.

Now if you put the population of the United States on a bell-shaped curve, most of the people would fall within the average range of intelligence, a few in the superior and a few in the below average intelligence. When couples demand that the child they will accept be of average intelligence or above, this really limits the number of children we can consider for them. We have had those children and I hope we will still have them to place. But they are the prime child in terms of the couple who wants them. In other words, they are placed quickly and we have, as I mentioned, placed alone 41 interracial children with white families. Out of the 493 children we have placed so far this year, 29 per cent of them have been non-white. So if we don't have the babies readily available, I believe that we have been placing most of them.

What we did is, we took the description of the families that Mr. Reed had - this is the copy of the memo - which we sent out to each one of our district offices, giving a brief description of the kind of child they were seeking and asking each one of our district offices if they knew of any children under their care who met that description, so

that we might then offer them to the families that had applied. So we are in the process really of complying with this. We are looking for children now. This is how we have done it in the past. But I might add that the children that these families are requesting are really going to be difficult to find unless the families are willing to be a lot more acceptable of children other than the ones they have described at first blush, and I think they will be.

SENATOR MARAZITI: I see what the situation is there. I would like at a later time to have you come back.

MRS. COLE: I would be delighted to.

SENATOR MARAZITI: We will keep in touch with you and there may be some information we would like to have from time to time. I have a lot of questions to ask but I would rather hold that until we have more time.

MRS. COLE: I would like to discuss with you the whole area of non-white placements and black children and the difficulties of securing black homes and why this might be so and what we might do about it.

SENATOR MARAZITI: I am interested in that. I do know there is a problem, but I think we might be able to get a solution. Much as I am interested, we will have to hold that for a later time. There are other factors too I would like to talk to you about. For instance, we hear stories from time to time of the length of time it takes to process, etc.

MRS. COLE: Yes, that is true.

SENATOR MARAZITI: But rather than get into that --

MRS. COLE: That is true and we need to discuss this.

SENATOR MARAZITI: Let me thank you again. I appreciate your interest, in fact, your intense interest and devotion to your work.

MRS. COLE: Thank you, sir.

SENATOR MARAZITI: We will have a two-minute recess and then we will meet again very briefly because I think

there is one witness that cannot appear here at the next hearing. When we meet again in a few minutes, I will give you the schedule for the day which will be very brief and we will see what we can work out for the future.

[Short Recess.]

SENATOR MARAZITI: The hearing will come to order. Father Ferguson will be the last witness. We will schedule a new hearing and notify everyone that wishes to be notified. I am sorry that all of you that had planned to testify cannot at this time. If you would like to be notified of the next hearing date, leave your name and address with Carl Moore if you haven't already done so.

Father Ferguson, will you kindly state your address and affiliation.

R E V. F R E D M U N R O F E R G U S O N: My name is Fred Munro Ferguson. My address is 403 - 79th Street, North Bergen, Hudson County, and I represent the Council for Concerned Citizens for the establishment of a shelter facility for dependent children in Hudson County.

It has been very edifying for me to hear the lofty, philosophical and theoretical statements made in this hearing. However, I think it might be of some value to proceed from these generalities to more specific cases, even considering the inspiring case of the Morgan family.

The Council for Concerned Citizens came about because many of us were puzzled by a seeming contradiction between the words of the Bureau of Children's Services, their stated policies and philosophies, in opposition to their acts. I will not prolong this hearing by going into detail with all the cases which could be cited to support these questions, these puzzlements, on our part. But just to mention a few, we are puzzled to know how it is possible for a foster child age three to be removed from an apparently good foster situation solely because the foster parents expressed an interest in adoption, only to be placed in a series of other foster homes and is now the unwed parent

of another foster child.

We wonder how it is possible for a child, age 15, known to be under the supervision of the Bureau of Children's Services, who has not attended school for two years.

We wonder how it is possible for a district not to develop the full potential of some foster homes and/or prospective foster parents while at the same time placing at least eight foster children in a foster home which has a record of chronic run-away situations.

We wonder why it is apparently not the policy of the Bureau of Children's Services to accept the investigations and the evaluations of other qualified social agencies relative to cases involving children.

We wonder how it is possible to reasonably assert that there is hope for a child to be restored to its natural parents after having been in a foster situation for five years or longer, during which time the natural parent or parents have shown no interest in the child.

Can a mother whose child has been in a foster home for nearly three years, who, after having had her child restored to her, has gone back to the former foster parents with the offer of selling her child for one dollar - how can it be reasonably said that this person should hold the destiny of another human being in her hands?

We have heard this afternoon of the danger of removing children from their natural parents and homes into an alien situation. I can say from my experience of a parish priest that the removal into an alien situation of some cases that I know of that will never get to the attention of the Bureau of Children's Services would be much preferable to the situations in which these children now live. And if the concern were truly for children, this would be recognized.

I am certainly for the maintenance of family units when this is at all possible. And it would appear that the church is the champion of maintaining the family units

second only to the Bureau of Children's Services. But the biological fact of bearing a child does not qualify a person to be a parent in the fullest sense of the word.

Finally, we have heard that in order to correct the inadequate services rendered to our children, more is needed by the Bureau of Children's Services both in terms of personnel and funds. I would submit that the present resources would better be expended if more effort were centered on the care of children rather than the encouragement of petty tensions and hostility between the Bureau of Children's Services and other individuals and agencies. Thank you.

SENATOR MARAZITI: Father, may I ask you several questions on some of these points?

FATHER FERGUSON: Certainly.

SENATOR MARAZITI: You referred to a case where a child was kept in a foster home for a period of about five years and apparently no action was taken to have the child moved to a guardianship status or adoption. And you expressed the opinion that you do not agree with retaining this child for a period of five years in a foster home. It is your opinion, is it, that they should be moved to a guardianship and then adoption status as soon as reasonable?

FATHER FERGUSON: Correct. In other words, my opinion is that certainly within a period of years, and certainly less than five years, the qualifications and the intentions of the natural parents can reasonably be ascertained. And if they cannot be reasonably ascertained, there must be something wrong with the person or the agency making the investigation.

SENATOR MARAZITI: Five years is much too long.

FATHER FERGUSON: I would think so. Incidentally, five years is not the longest case involved. I know people who have been foster children from the age of six months until their majority.

SENATOR MARAZITI: Six months to twenty-one. You also referred to a case where foster children have run away from a home and more children have been placed in that foster home.

FATHER FERGUSON: Correct. Or the run-aways have been restored to the home from which they have run away because they are unhappy. Meanwhile there are other foster homes who are waiting to receive children or people who have applied to be foster parents upon whose application no action has been taken.

SENATOR MARAZITI: In this particular case you speak of or home, there were eight foster children?

FATHER FERGUSON: Correct.

SENATOR MARAZITI: I understand the general rule is five. Is that your understanding?

FATHER FERGUSON: I have been informed that the general policy of the Bureau of Children's Services is that there be no more than five children in any given home, including the natural children of the foster parents.

SENATOR MARAZITI: I am not interested in names or even addresses. Am I correct in saying that these incidents that you have testified to this afternoon are located in North Bergen or Hudson County?

FATHER FERGUSON: I can say Hudson County.

SENATOR MARAZITI: Hudson County.

Thank you very much, Father. I would like to have the opportunity of calling upon you again at one of the future hearings because I think there is a great deal of detail that you can add and advice you can give us. Would you be willing to return at other hearings and consult with us?

FATHER FERGUSON: I would be happy to assist in any way possible. Thank you.

SENATOR MARAZITI: Thank you.

The hearing will be adjourned. We will announce other hearings and I know that you have been very patient

in waiting and some of you have volunteered to stay and I haven't called on you, especially the one gentleman who gave me information about the Ontario Bill. So if you would come back, we would appreciate it.

Thank you very much.

[Hearing Adjourned]

STATEMENT BY HENRY R. HOLLENDER, CHIEF EXECUTIVE OFFICER

BUREAU OF CHILDREN'S SERVICES

The stated purpose of the hearings has been given as "to determine the procedures and practices of the Bureau of Children's Services and to determine what, if anything, we can do to improve these procedures and practices."

So that we can understand better the kinds of children and situations we are talking about, I asked two social workers from two separate district offices to keep track of their activities for one full week and write this up. These workers are here prepared to testify as to their activities and the types of situations they were involved with during that one week.

To study the children under supervision in greater depth would require a research project beyond the present capability of the agency. We would like to have staff available to do research or funds to contract for basic research. Without either, what we can do in this area is severely limited. Currently, we are limited to compiling statistics in relation to the data that is being recorded.

Before we hear from the social workers, I should like to set the framework of the agency we are here discussing. I will briefly outline the history of the agency, since we believe that our birth and rearing have a bearing on our current functioning.

I will then discuss our programs and current functioning and review what we have identified as our immediate needs through our budget requests.

After we have heard from the agency social workers, the agency's attorney is present and prepared to testify as to the agency's legal needs. The Supervisor of the Adoption Services Unit is prepared to testify as to the agency's adoption philosophy, practices and performance.

In 1899, the New Jersey Legislature acknowledged state responsibility for child welfare by establishing the New Jersey State Board of Children's Guardians. The need for this special child welfare agency came about as a result of a two-year study conducted by a commission of inquiry. This inquiry brought to light the plight of 450 young children living in county almshouses under deplorable conditions. Placing children in almshouses was an inexpensive resource. The cost of care for these children was reported to be in the neighborhood of \$100 annually per child. The law which established the State Board of Children's Guardians mandated to the agency a responsibility to provide for all children who were or should become public charges and to place each child in the care of some family within the state, with or without the payment of board, and with or without indenture. In spite of the Legislature's acknowledged concern for the plight of these children, no monies were appropriated to hire staff for the first year of operation and members of the initial board had to meet expenses out of their own pockets. The board reserved the right, for children placed in foster care, to replace the children at any time it seemed best. Statute made it obligatory that all children placed must go with families of the same religious faith. If no such family was available, the child was committed to an institution, thus forcing the agency to use orphans when no family of the child's religion was available.

Gradually, over the next four decades, agency services were expanded, but the rigid concept apparent in the agency's philosophy continued to be the basis of policies and procedures. Children were replaced for a variety of reasons which today are considered invalid. A review of old case records reveals documentation of situations then conceived as unsuitable for the child, making replacement necessary. The most common reasons for replacement were that the foster parents were too attached to the child, the foster parents were too old, the foster mother was ill, the foster mother was employed out of the home, the foster parents were of a different religion, and last but not least, the foster parents were uncooperative. During this period foster parents interested in adopting a foster child in their home risked removal of the child by the agency if their desire became known. As a general rule, only children who were considered unadoptable or unsuitable for adoption in an adoption home were allowed to be adopted by foster parents. In defense of the agency's experience for the first 50 years in providing for New Jersey's children, it must be understood that all children under the care of the agency were wards of the state by virtue of commitment by the court. The only child care resources available were foster homes and institutional care. Homemaker services, day care services and casework services to families, which are now used to prevent breakup, had not been developed as a resource for child welfare.

In addition to supervising children residing in foster homes, in 1913 the agency ventured into the public assistance field and became responsible for administering public assistance to widows with children. This program was the forerunner of the Aid to Dependent Children's program which continued to be administered by the agency until it was transferred to the County Welfare Boards in 1960. As this program grew in size and complexities, children in foster care had to take a back seat and the public assistance program took priority over the use of the caseworker's time. The ultimate transfer to the counties of administrative responsibility for the ADC program took 10 years of legislative activity to accomplish. The agency's budget requests for increased staff to meet the growing pressures of the job brought on by spiraling ADC case loads were consistently cut, based on the rationale that transfer of the assistance program was imminent and therefore, the increased staff would not be needed. It was common for a worker, during the post World War II period to be responsible for as many as 200 children, which included families receiving public assistance and children in foster homes. These workers felt satisfaction if they were able to process one child for adoption during a whole year. There was simply no time for the children in the case load who presented no problems, except that they needed to be processed for adoption.

In 1951, the laws governing the New Jersey State Board of Children's Guardians underwent a revolutionary change. This new law refocused the goals and philosophy of the agency and defined that the state's responsibility was first and foremost to provide services to preserve and strengthen family life. Although the agency, prior to the passing of this piece of legislation, had worked with many children in their own homes who were in need of public assistance, the agency was never able to extend this service outside of the public assistance group. All other children requiring services of the agency had to be committed by the court and parental ties had to be severed. The new legislation brought a third major program under the administration of the agency, which is called the Care program. This program permitted the agency to provide services to or on behalf of children on a voluntary basis. The primary reason this program was developed was to enable the agency to prevent family breakup and give casework services to troubled families whose children would eventually need foster home placement if there were no agency intervention. Since prior to this date the agency had complete control over every child living in a foster home, there was a slow process in re-educating the staff

to help them develop the skills required to work with neglectful and inadequate parents. In addition to staff training, community education was required to understand a public program of voluntary services. There was considerable pressure on the agency to petition the court for guardianship of troubled and troublesome children so that foster home placement could be effected. This service, foster home placement, had been the primary service of children's agencies up to this time and was still seen as the cure-all for children living in troubled families.

Since the 1951 law stressed the voluntary nature of the program which required a formal application for service, families who were having problems sometimes feared coming to a public agency as they felt they might lose their children. These families had the most serious problems and had the greatest need for immediate agency intervention. As a result, the law was amended in 1963 to provide for a protective service program which gave the agency the delegated responsibility of investigating all complaints of suspected neglect or abuse of children without the need for the formal application process. This program provided for the first time state-wide protective services, which is one of the most valuable programs the agency has to offer and gives the agency the legal basis to carry out its goal of providing service directed toward preserving family life.

A sound protective or preventive service program requires a staff of sufficient size to permit intensive service to the family in need of help. Intensive service means immediate follow-up of families referred. For many families who have multiple problems, the caseworker should have weekly contacts with them.

The Protective Service program can be compared to intensive care units of hospitals where quality medical care is provided around the clock until the patient is on the mend and routine care is all that is required.

The ECS has never been able to move into this kind of sophisticated care and must continue to operate in a charity ward fashion.

The agency became responsible for the Child Care aspects of the Work Incentive Program in December 1968 and mainly through the determination and dedication of all levels of staff became the model for the rest of the country.

The ECS, traditionally a placement agency up to 1960, concentrated on services to children in their own homes has made wide use of alternative types of resources. Homemaker services have been used to help families through periods of crisis, thereby allowing such families to remain intact, rather than having to remove the children for even a temporary period. This service is purchased from existing homemaker service agencies in the community.

Day Care services, like Homemaker services, supplement the care and supervision provided by parents who are unable to care for them during the day because of employment, absence from the home, or inability to provide parental supervision.

By administrative action of the State Board of Control of the Department of Institutions and Agencies, this Bureau was delegated the responsibility for parole supervision of children under age 14 released from the State Home for Boys and the State Home for Girls. Supervision of juvenile parolees in the younger age groups by a child welfare agency, rather than by a parole agency was a departure in parole techniques. The agency also may supervise parolees between 14 and 16 years of age, if their problems require attention by a child welfare agency rather than the Bureau of Parole.

The agency is able to purchase institutional care for children when it exists, but is now in the process of constructing residential units, made possible by the 1968 Bond issue.

The reasons for families and children coming under agency supervision have changed greatly through the years. The traditional cause for family disruption, such as the illness or death of the bread winner, are far less prevalent. Now-a-days, most families coming to the agency's attention are beset by the most complicated, inter-related social, psychological, physical and financial problems. A whole multitude of inter-related factors have gone into producing the neglect which brings many families to the brink of breakdown in functioning. Obviously, these families need some help if they are to deal with these complex problems. Neglect does not come about overnight and it is not corrected overnight.

In many ways, the Bureau of Children's Services now exists to solve problems that the average citizen does not know exist or finds too disturbing to admit exists. Let us suppose that suddenly there were no Bureau of Children's Services; who, then, would a family or the community turn to when a family is apparently not properly caring for its children? Who would work with the family which does not seek help but whose children are being damaged? Who would work with the psychotic and retarded mother living with her children in a cold water flat? Who would work with the drug addicted father and the hopeless mother fearful of any involvement with a governmental agency? Who would work with the parent demanding placement of his daughter because she is "bad"? Who would work with the senile father and retarded mother who do things like locking their children in the car in the summer and do not see this as a problem? Who would work with the child who runs away for no apparent reason, or who at age four, sets fires in vacant buildings as a reaction to care received from sick parents? Who would work with the child needing adoption placement for whom no adoption placement is immediately available, such as the black infant or toddler?

Who would work with the person who knows he needs help but for whom the community has neglected to provide adequate resources? Who would work with the father of the slowly dying multiple sclerotic child whose mother has deserted because of her grief and the pressure? Who would work with the juvenile parolee placed back in the delinquent neighborhood he came from because no suitable residence exists? Who would work with the impoverished family who has been denied welfare because they do not fit the established categories? Who would work with the near psychotic or brain injured child totally disrupting family life because there is no institution for him? Who would work with the child known to the court where incarceration is not appropriate, but no other suitable setting is available? Who would help with the many other types of child related problems now being referred to the Bureau of Children's Services in unprecedented numbers?

We really don't know who would do all this. What we do know is that by whatever means, each state and nation has developed some method for dealing with these problems. New Jersey must have some way of responding to the needs of the over 22,000 children referred to the Bureau of Children's Services so far this fiscal year.

The Bureau of Children's Services is ⁱⁿ the front line of New Jersey's protection of its children, and has the potential to be the core service of support and intervention in a program designed to prevent neglect and to preserve homes for children.

As an example of what is possible, here is an actual case. Only the name is fictitious.

The award of temporary Guardianship to the Bureau of Children's Services of the six Morgan children, ages four to eleven, for foster home placement seemed to be the turning point for this dependent, chronically disorganized, neglectful, seemingly inadequate family who had thus far proved unresponsive to protective services for the children in their own home. Originally, the Board of Health complained of the unsanitary living conditions, including feces and such filth; the local fire marshal was concerned about exposed electrical wires and rescuing the children from the rooftop, which illustrated one of several daily predicaments; the school complained about truancy, extremely poor personal hygiene and clothing; the public health nurse spoke about how pathetic and unresponsive their mentally limited and financially troubled parents were, and the local Mayor complained about their home foreclosure as he attempted to rid his community of these "socially undesirable misfits." Our staff also seemed frustrated because the parents were unwilling or unable to work with us.

Therefore, the six children were placed in three separate foster homes. The parents followed through on having a psychiatric examination and eventual acceptance of family counselling services with a private agency after the use of the court's authority, assisted by our own newly assigned social worker who provided an extraordinary amount of effort and time toward helping this family.

Subsequently, the parents were provided weekly casework interviews at their home, along with weekly visits at the office with two children each week, which were always held. Many case conferences were held with the family service agency which focused on their marital relationship, budgeting, and housing. We, in turn, concentrated upon supporting their progress and giving concrete guidance to increase their understanding of and sensitivity about the children's needs, and focused upon helping the mother be less like an older, jealous, bickering sister and more like a mother capable of being firm and in more control.

The parents and children responded exceptionally well. The parents relocated to better housing and hopefully the local housing authority, which is now involved, will find an even more adequate home. Mrs. Morgan recently quit her job after the County Welfare Board agreed to supplement Mr. Morgan's limited income when the first two children were returned this past Easter. Housekeeping standards have become more than adequate with considerable pride expressed by the family. When school closes, two more children will be returned and the last two will go home during the summer. Meanwhile, the private family service agency was especially pleased by the progress made, and, with our concurrence, discontinued service this month.

We were successful with the Morgan family, and we have been successful in a number of other situations, but at what price? What was the price in unmet needs, in unprovided service with other children? The caseworker who dealt with the Morgan family had many other children and their families who also needed help of one kind or another. Most caseworkers have between 60 and 70 such children to serve. In order to give the Morgan family the amount of time needed to be effective, time must be taken from all or part of the other children and families. This creates an untenable dilemma for the agency. When a family comes or is referred to the agency for services that are to rehabilitate the family and the family is unable to get either the kind of services that are needed or the quantity of services needed, who is at fault when no progress towards rehabilitation is made? Is it proper to withhold the services needed to bring about change and then take away the children because no change has occurred? This dilemma is constantly faced by the staff of this agency. This is the dilemma which prevents child welfare professionals from espousing a rigid time limit as to when a child must be placed

for adoption or returned to his parents, unless appropriate services have been provided to the child and family. This year the State of New York passed a bill requiring the social service agency charged with the custody of a child to show cause why the child who has been in a foster home for two years should not be released for adoption or returned to parents. We doubt the value of this bill, but will be very interested in following its implementation.

The Bureau of Children's Services currently takes no action until the community brings to its attention that a child or his family is in need of service. In many cases, this is when a child has been seriously neglected or rejected or a family has deteriorated almost to or beyond the point of disintegration. The court has determined that a child is delinquent and requires residential placement, a school child study team or a child guidance clinic or family service agency have come to the conclusion that a child must be removed from his family, the hospital has reported a case of child abuse, the police for the third time have been called to the home where the children are left alone - these are typical points at which the Bureau of Children's Services becomes involved with families and children.

The first effort of the Bureau of Children's Services is to evaluate the referral or complaint and depending upon this evaluation either prevent placement by reversing the deterioration of the situation or to implement some placement plan. Without a research program, there is no way of telling just what percentage of children referred to the Bureau of Children's Services might have been spared the trauma of placement and saved from becoming public charges, if immediate massive intensive social services had been available to prevent further deterioration of the family or the child's situation. However, district office staff estimates that at least half could be saved this trauma. In some situations fairly intensive, skilled casework services are needed for many months or years. Emergency services such as financial, housing, medical and psychological are often required, as well as close cooperation among the various community agencies able to provide them.

In New Jersey, services required to prevent children from becoming public charges in placement facilities, such as Mental Health services, vocational training and housing facilities, are insufficient and inconsistently available. Community services are not commonly geared to the type of problem presented by the Bureau of Children's Services clientele, such as the rebelling child, or the fearful family who seems poorly motivated. When other community services do not exist or exclude the families served by the Bureau of Children's Services, we cannot abandon these families, but must attempt to make the services available do.

The Bureau of Children's Services has traditionally placed most of its energies into attempting to provide adequate services for those children who have already become the responsibility of the state. Despite diligent efforts, we have been less than successful. A variety of placement resources are required to care for children adequately. Far too few foster homes are available for our children. Many children fail in foster care because they are placed in the best home available, but not one that can help them with their problems.

When a child needs a place to stay tonight, the social worker could consider whether the child needs a strict or lenient foster home, or whether the foster father has the time and ability to communicate with this particular child, or whether the other children in the home are compatible with this child. However, in most instances, in many parts of the State and in all instances in the remainder of the State, this would be an academic exercise. What needs to be considered are the available alternatives. The foster home that is available may have no

foster father and it is important that the pre-adolescent boy who needs placement have a father-figure to identify with. We can predict that he will rebel against the female dominated home setting. The alternatives leave little choice. The child must be placed, but the only home that will accept him will probably result in his needing to be replaced before a permanent plan can be made. The failure uses a great deal of the social worker's time in both trying to conserve the placement as long as possible, and trying to find a suitable placement for the child. More important, children are hurt.

The possibility of successful replacement is diminished by placement failures. The likelihood that such a child will grow up into an adult capable of assuming family responsibilities is reduced by such failures. Some children cannot adjust to a foster home and require a group or institutional type placement. The existing facilities of this sort are woefully small in number and some needed types of residential placements are non-existent. Residences for adolescents are almost non-existent, yet the need for such resources is increasing at an alarming rate. Shelters are non-existent in many areas, especially for older children and babies. Residential treatment centers are quite insufficient for the number of children in need of them and almost non-existent for some ages and types of emotional disturbance or physical handicap.

A quick survey done by staff a little over a year ago indicated that there were over 700 children who needed placement in residential institutions, which were unavailable. The need has increased since that time.

Supervisory and casework services are needed to maintain children in placements and to help them to overcome the trauma of placement. The Bureau of Children's Services places a major part of its manpower and energy into this aspect of child welfare.

It is hardly possible to accomplish the service that is needed when a social worker has responsibility for more than 45 children. The problem is compounded when 60 or 70 children need to be serviced by largely inexperienced workers. The Elum report recommends caseloads of 45 children and supports the previous recommendations of Senator Grossi. We wish to point out that this is not indicative of the actual workload. The expectation is that there are many other significant persons in the child's life who must be actively involved if the child's situation is to improve. As with the Morgan family, this included the children, their parents, their foster parents, and the other agencies working with the family, such as the schools, voluntary agencies, housing authority, etc.

When a crisis occurs with any of these situations, one full day or more of the social worker's time may be needed to deal with the crisis. The more children in the workload, the more crisis situations are likely to occur and the less time is available for ongoing services. Few caseworkers can find time to prevent crises from occurring in their foster home placements or their natural families. They also have little time to give to the extremely important function of evaluating the needs of their clients and working toward meeting these needs. Only by working many hours overtime do most social workers keep many families from regressing. They are frustrated because they can see the family potential, but haven't the time needed to help the family move to achieve that potential.

An integral part of an adequate Child Welfare program is that part that restores the child to a situation where the State is no longer needed to care for him. Unless we can establish that the parents have had an opportunity to care for the children adequately and then have failed to do so, we cannot honestly determine that adoption is the best plan for an individual child. However, adoption is the best plan for many of our children.

There are relatively few families interested in adopting negro or racially mixed children and half of the children under supervision fall within this classification. We have relatively few families who have the ability to handle the emotionally disturbed child and even fewer who ask to adopt this type of child, yet increasing numbers of children in placement are seriously emotionally disturbed. A relatively small number of the children in placement have severe physical handicaps, but very few families can care for these children as foster parents, when the agency bears all medical expenses. It is exceptional when a family can take on all of the responsibilities of adopting such a child. There are also fewer families who are willing to adopt the school aged child than there are children needing placement. As the child gets closer to adolescence the number of families asking to adopt him diminishes. The Supervisor of our Adoption Unit will testify as to the philosophy and practices and performance of the agency with respect to the limited areas of adoption. Many children might be able to return to their natural homes, if adequate casework staff and community resources were available to help natural parents become rehabilitated.

The Law very clearly states that it is the responsibility of the Bureau of Children's Services to do everything in its power to strengthen and maintain family life, to prevent families from breaking up. Yet often when the social worker attempts to carry out this mandate within the time available to him, he is accused by the community at large with not caring about what happens to children and at the same time accused by parents of not giving them the help they need. Being accused by both of the groups that you are trying to help is frustrating, and, frankly, leaves us angry.

The role of scapegoat can be played for only so long. How do we get in this kind of perpetual bind? The answer has to do with how much New Jersey is willing to invest in its youth. Part of the answer can be seen in the history of our budget requests and how they have been dealt with. It might also suggest that New Jersey does not care about its children and their families, and the law is merely window-dressing to make people feel good inside. In the past, our Budget requests have apparently been viewed in terms of financial rather than human costs. This is an expensive way to weigh service needs.

Those who are administrators also face significant problems whose impingement upon the delivery of services to children in New Jersey should be self evident. Some illustrations are: no district supervisor has a personal secretary; the clerical staff lacks the hierarchy which can give recognition for more complex work assignments or through which persons may be groomed for leadership roles in this integral part of support to casework services; the fleet of cars in each district, without which social workers cannot visit families, is a time-consuming responsibility robbing valuable professional supervisory time in the absence of more appropriate staff to handle such matters; the ever present danger from physical attack upon the worker in ever increasing areas of the state necessitates scheduling considerations which reflect upon productivity; pressure of staff turnover requires the supervisory staff to give an inordinate amount of time to personnel interviewing, orientation and training of new staff, in the absence of position in the district offices specifically assigned to the training of new staff; manpower demands which result in the promotion of inexperienced people; salary schedules on all levels not competitive with general businesses, or, in most cases, other social agencies, for equivalent responsibilities.

Over the years the Bureau has called attention to its needs through its annual request for funds.

First of all, we have requested sufficient caseworkers to make it possible to give more intensive attention to deteriorating families. The ratio of 45 children under supervision for each caseworker is certainly no panacea, especially with the many multi-problem families who come to the Bureau after they have been to other community agencies. There is, however, a reasonable possibility for giving needed services to most of the children and their families with this ratio. It is also a ratio suggested over the years by both legislative study groups and lay study groups.

Believing that such a ratio would make it possible to give adequate services to families, the Bureau has used this ratio to request caseworkers for children under agency supervision. Additionally, the agency has requested casework staff to deal with the intake functions based on the time factors developed in the most recent time study conducted by the agency. We have suggested for many years that funds or staff for a current time study are needed to bring these time factors up to date. In the absence of better information, we use old information which indicates that it takes 1.57 caseworker days to handle an application for services or petition for service in any of our programs; it takes 1.70 caseworker days to complete an Adoption Complaint Investigation; it takes 2.15 caseworker days to dispose of an Application to be foster parents, and that it takes 4.76 caseworker days to complete an Adoption Home Study.

Using these ratios or time factors, we requested 131 additional social workers in 1966 and had 67 new positions appropriated for half of the year. In 1967, 139 social workers were requested and 66 social workers were appropriated, many of these for a portion of the year. In 1968 fiscal year, 141 social workers were needed and 63 were appropriated. In 1969, 21 social workers were appropriated of the 156 positions requested by the agency. The current fiscal year added 40 social worker positions for one half year of the 177 new social worker positions requested. Using the ratio to determine social worker needs for the fiscal year beginning July 1, 1970, we determined that 189 additional social workers were needed while the appropriation bill as adopted provides for 70 new social worker positions for half of the year, thus leaving us 119 social workers short of our needs. Without the basic staff to deal directly with the child welfare problems, or some other method of obtaining the needed services, the claim to child welfare services is an empty one.

The basic child welfare staff is essential, but is only one portion of the total staff needed to carry out a broad child welfare program. The caseworker must have direction and support from a supervisory person who will help the new caseworker become oriented to the agency, community and families assigned. The supervisor will bring his knowledge and experience to bear on those areas where the social worker needs help, whether it be in techniques or strategies of helping individual families deal with their problems, organizing workloads and priorities to handle total responsibility for assigned cases, or making maximum use of the resources available in the community. It is especially important that sufficient supervisory staff be available when employee turnover rate is high, in order to assure that services to clients not be sporadic. We have consistently requested that we receive one Assistant Social Work Supervisor in order to provide supervision for every five social workers. Until recently, this formula, which is used by most comparable agencies, has been accepted in New Jersey.

A request was made for 46 additional Assistant Social Work Supervisors to provide supervision for the new social workers. The fact that none of these positions are included in the appropriations for the agency creates an extremely serious situation in terms of the delivery of relevant services to children.

The position of Social Work Supervisor III has been requested on the basis of one such position for every five assistant social work supervisors. This person is intended to act as a consultant to staff on complex casework situations, to assist the DO supervisor in organizing and carrying out an in-service training program for district office staff, and to assist the district office supervisor in other administrative ways. The Social Work Supervisor III would assume the responsibility of district supervisor during the absence of the district office supervisor. Only the larger offices would be entitled to one or more Social Work Supervisor III positions.

We requested 22 positions as Social Work Supervisor III in our 1970-71 budget request and none were included in the appropriation bill.

We have requested clerical positions at a ratio of one clerical position for every three professional (Social Worker, Assistant Social Work Supervisor, Social Work Supervisor III and District Office Supervisor) positions in the district office. We have also requested titles appropriate to the responsibilities being carried out by the clerical person. For this reason we requested 17 Head Clerks, 15 Principal Clerks, 30 Senior Clerks, 18 Telephone-Operator Typists, and 83 Clerk-Transcribers. The current appropriation bill allows for 14 Clerk-Transcribers for half a year. This does not permit sufficient staff to keep accurate records, submit reports to courts and other community agencies, process bills and perform the variety of other supportive functions that an adequate clerical staff must carry out. The person who performs the duties of receptionist, telephone operator, bookkeeper, secretary, etc. most often carries the title of Clerk-transcriber, because we have been unable to get other titles established.

In addition, we have been requesting positions for Central Office which affect the delivery of services. For example, we have been requesting 3 Social Work Supervisor III's and 3 clerical positions to enable the establishment of regional training. These positions have been requested for several years because of the importance of giving training to staff who is called upon to meet and help with the highly complex inter-personal problems which come to this Bureau. Such training is essential if we are to avoid unnecessary mistakes brought about by trial and error learning situations. It is my belief that staff turnover could be reduced by an effective in-service training program.

For several years we have been thwarted in our efforts to expand the staff of our Adoption Services Unit. In spite of ever increasing numbers of children who find permanent homes through adoption placement, the Adoption Unit has more children and adoption homes to be reviewed than can be handled by the limited staff now available. As a result, there can be delays in selecting adoption homes for children. Only the dedication of current staff and their willingness to work beyond the normal working hours have kept the situation from becoming disastrous for children.

We requested the position of Program Development Specialist in order that review and evaluation of ongoing programs and prospective new programs does not have to await the 'spare time' of staff with other duties. We have asked for staff for two

additional day care centers to be operated by the Bureau since the one center in operation has demonstrated the need and value of the day care centers. We asked for funds to establish additional group care homes. All of these were eliminated from the appropriations for the agency.

We asked for sub-professional staff to be used in conjunction with social work staff to conserve social work time, but more importantly, to expand the services available to problematic families or children. These were eliminated from the appropriations for this agency.

The Bureau of Children's Services has functioned for many years without any of the positions eliminated from the Bureau's budget request. Undoubtedly we can function in the future without these positions. However, the decision to save the funds involved does have a price in terms of immediate human suffering and future public expenditures.

Families like the Morgans, who do not have a social worker who can give time for frequent contacts because of the urgency of other children's needs, or who do not have a family service agency that can serve the family when the need is great, or for any other reason could not get the quantity and quality of services offered to the Morgans, would undoubtedly disintegrate completely with both the parents and children likely to require a disproportionate amount of public attention, services and funds. Providing the Bureau with a sufficient number of staff to serve the families currently referred will not immediately solve the problems, but it will immediately make it possible to organize the agency in a way that will be more responsive to the problems of children currently existing in each community.

The State is at a crossroad with regard to its children and youth. The austerity of the past has neither saved money nor served people. I am optimistic enough to hope that we can profit from history in building a better future. These decisions are in the hands of the people through its elected representatives.

In this review of the agency and its needs, I have not focused on the importance of other agencies, both public and private, to the achievement of our goals. This neglect is not because of a lack of conviction about the importance of the other agencies, but rather because of a desire to focus on the Bureau's. As with the case illustration given, when all of the agencies work together for the good of families, all of society benefits.

We ask that our casework staff have an opportunity to testify today as to some specifics of the children and families they serve. Two representatives are here today for that purpose. We also have the agency's attorney here to testify, as you had requested at the last hearing.

The Supervisor of our Adoption Unit is prepared to testify as to our policies, procedures and practices and performance with regard to adoption.

I am convinced of the need to purchase services from voluntary agencies for those children for whom the State cannot provide the needed service. We are currently doing this in the areas of residential placement, day care, homemaker service, and are developing standards for the purchase of adoption placement for those children whom the Bureau has not been able to place for adoption.

We have been studying the experiences of those states where a program of subsidized adoption has been in effect and expect to make a report and recommendation regarding subsidizing adoptions in New Jersey by the end of August.

At the last hearing we heard testimony which indicated that some unknown expert stated that 50 to 60 percent of the present population of prisons and mental institutions are products of foster care background. We were advised that this was a low, conservative estimate and that a good portion of these children go on drugs, become hostile to society, and all sorts of other dire consequences.

This type of unsubstantiated attack on the many dedicated foster parents contributes little to the goals of this hearing. The real purpose of this type of irresponsible statements is, at best, obscure. I would hope that in the future any such statement, which purports to be scientific, by anyone who is testifying, would need to be substantiated by fact. We certainly have found nothing to support such a conclusion.

For the record, I would also like to read a letter I received from Mr. Joseph Reid, Executive Director of the Child Welfare League of America, in response to my inquiry about information generally attributed to him.

'April 20, 1970 - Dear Mr. Hollender:

The first paragraph of your letter of April 14 is an accurate quote. The second paragraph is not. I told the reporter that national study shows that a minimum of one-fourth of all children under foster care could be freed for adoption. This, as you know, comes from the Maas study and other comparable studies. The rest of the figures are theirs.

Some day I hope to have a chance to meet you, but in the meantime, I hope you did not misunderstand the purpose of our cooperating with various groups in New Jersey who are concerned about the general level of child welfare in the state. I know you must share this concern because of the excellent publication from your Department namely, the 'Report of the Committee on Children's Services' that you published in The Welfare Reporter in July 1968. Professor Blum's statistics, of course, bear out the low level of New Jersey's expenditures as contrasted with its income.

The classic study of foster care was, as you know, 'Children in Need of Parents' by Maas and Engler, published by the Columbia University Press in 1959. Subsequent studies, including one made in New York, have verified the accuracy of the Maas-Engler study. New York with, of course, a much higher rate of expenditure than New Jersey, found that its foster care system contained a high percentage of children who should have been placed for adoption had there been effective planning in the past.

I would be certain that New Jersey would reflect an even higher rate of children misplaced because of its inadequate expenditures, lack of staff, too high caseloads, etc.

You might want to consider suggesting to the Legislature a replication of a study similar to the one done by Maas and Engler in New Jersey as a

way of identifying the size of the problem and the funds and staff necessary to overcome it. We would be glad to cooperate with you in any such endeavor.

We realize that in recent press reports of speeches, interviews, etc., made by me that we may seem to be attacking the Department. That is not our intent. As I tried to clearly point out in the speech I made before the Junior League recently, New Jersey unquestionably has as dedicated a staff as any other state. The problem is lack of legislative support and appropriations, and a general lack of coordination between the private and public agencies in the state. Actually, comments such as mine would be unnecessary were the implications of the Blum report recognized and steps taken to rectify them.

I should add that the Maas study does not say that one out of four children in foster care could immediately be placed for adoption, but rather that one out of four should have been had there been effective casework and planning in the past. Only a small percentage of children in any state are at any one time free for adoption, but a high percentage have in essence been abandoned by their parents and were the necessary legal and casework steps taken, these children could undoubtedly have been freed for adoption.

If the League can be of any further help, please call on us.

(signed) Sincerely yours, Joseph H. Reid, Executive Director'

This seems to substantiate the position that I have taken. The Child Welfare services relating to freeing children from neglectful or abusive parents for adoption placement, or helping unwed parents plan for the adoption of their children, cannot be separated from the child welfare services relating to keeping children in the homes of their biological parents or replacing them in the homes of their parents following a period of separation. All have the same goal - the best permanent home for the child that is available for him.

R E F E R E N C E S

submitted by

MRS. MARY VIVIAN WELLS
Chairman, Shore Unit
National Association of Social Workers

THE FOLLOWING WAS SUBMITTED BY
MISS CATHERINE REDDAN, Caseworker

BUREAU OF CHILDREN'S SERVICES

INTAKE - 4/9-4/16

PENDING CASES (Field Responsibility - New Egypt, Jackson, Lakewood, Pt. Pleasant
 Bor. South to Seaside Hgts.)

	<u>NO. CASES</u>	<u>NO. CHILDREN</u>
<u>PRS</u>		
Beginning of Week	12	21
<u>Added During Week</u>	<u>5</u>	<u>11</u>
TOTAL	17	32
<u>Subtracted During Week</u>	<u>4</u>	<u>8</u>
TOTAL ACTIVE PENDING	13	24

<u>CRE</u>		
Beginning of Week	7	8
<u>Added During Week</u>	<u>2</u>	<u>2</u>
TOTAL	9	10
<u>Subtracted During Week</u>	<u>1</u>	<u>1</u>
TOTAL ACTIVE PENDING	8	9

FOSTER HOME - SPECIAL

Beginning of Week	1
<u>Added During Week</u>	<u>0</u>
TOTAL	1
<u>Subtracted During Week</u>	<u>0</u>
TOTAL	1

BREAKDOWN OF PENDING CASES AT CLOSE OF 4/16 WEEK

	<u>P R S</u>		<u>C R E</u>	
	<u>No.Cases</u>	<u>No.Chldn.</u>	<u>No.Cases</u>	<u>No.Chldn.</u>
Acting out on part of child.	1	1	4	4
Neglect	8	15	-	-
Abuse	-	-	-	-
Neglect & Abuse	3	7	1	1
Family Instability - Disruption	1	1	1	2
Unwed Mother - Temporary Foster Care for Newborn	-	-	1	1
Advice & Consultation	-	-	1	1

SUPPLEMENTARY INFORMATION REGARDING CASES MENTIONED IN THE WORKER'S REPORT

*The names have been changed of those mentioned in the following pages.

Case #1 - Perez:

The social worker of an area school system's Special Services Team contacted our agency regarding Rosa (Peurto Rican, age 8 yrs.) who is constantly abused, rejected by her parents, and without suitable supervision. It was further stated that the family was constantly changing their place of residence and Rosa was found by various school officials alone in the home while caring for her younger siblings - Diana (age 6) and Ralph (age 3). According to relatives, the parents have frequently beaten Rosa with a broom handle, shoe, or by knocking her head against the radiator for not completing her housechores. Rosa is a slow learner, which causes the parents to perceive her as being less than human. It has been ascertained that Rosa and Diana are frequently kept home from school to care for their younger brother who allegedly is the "favorite" child, as both parents work. Shortly after the referral was received, Rosa appeared in school with a deep gash on the left side of her head. Rosa related to the worker that her father struck her on the head with the heel of his shoe. According to said child, she is hit on the head, arm, and back on at least a weekly basis by her parents. Rosa stated that she would be happier living out of the home. Rosa was committed to our temporary guardianship and placed in a foster home prior to the continuation of our investigation of the home situation in order to protect said child's physical well being. The judge ordered that a final hearing on all the siblings be arranged within thirty days.

Case #2 - Black:

Carol Black is a seventeen year old youth who is mentally retarded. Our agency had been previously involved with Carol and her seven siblings from 1965 till 1968 as they were being severely neglected by their parents. In 1968 she was committed to the Edward R. Johnstone Training Center on a juvenile complaint of incorrigibility and being sexually promiscuous. Carol made an excellent adjustment in the institution and was being considered for Nurses' Aide training when her mother absconded with her in April 1969. The Division of Mental Retardation requested our involvement in March 1970 as Carol's husband of four months had been jailed on an atrocious assault charge and they did not feel that she could properly care for her seven month old child who suffered from a congenital heart disease. The child died the following week of heart trouble which was compounded by his not being provided with adequate and consistent medical attention. DMR requested that Carol be forced to return to the Edward R. Johnstone Center in order to protect her own well being.

Case #3 - Johns:

Jimmy Johns (13 yrs.) was referred to us by the Ocean County Welfare Board as it appeared that he was not receiving adequate care. Jimmy and his mother had been living in a hotel for approximately five months. The youth is absent excessively from school as they are continually moving to another location. The mother is in need of psychiatric help. The New York City Welfare Department had filed two neglect petitions against Mrs. Johns, however, she always flees prior to the hearing. The parents have been separated for several years. Although Mrs. Johns does not qualify for ADC as she receives support payments in excess of the budgeted allotment. These

payments are usually delinquent. Jimmy appears to be manifesting an abnormal personality development.

Case #4 - White:

Betty White (age 14 yrs.) placed her one month old illegitimate child Marsha in a specially approved foster home until she completes high school whereby she can more adequately meet the child's needs. Betty remains adverse to placing the child for adoption and plans to leave school to care for Marsha if the issue is brought into court. Betty is a sophomore student enrolled in a general course.

Case #5 - Murray:

Mr. Murray requested our agency's assistance in planning for his two boys - John (age 13) and William (age 8) who presently reside with their mother. He feels that his children would profit from foster placement as his wife is manifesting severe psychiatric problems and should be hospitalized. The parents have been separated approximately two months.

Case #6 - Marks:

Maria Marks (15 yrs. of age) was recently adjudged a juvenile delinquent on a runaway complaint. After being evaluated at Menlo Park Diagnostic Center, the judge ordered that Maria be considered for residential placement as she appears to be unable to cope with her parents' excessive drinking and the dissension within the familial unit.

Case #7 - West:

Our agency is presently petitioning for PRS supervision of Dwayne (age 6), Cheryl (age 5) and Bobby (age 3) West as they appear to be severely neglected by their parents and moderately abused. The father drinks excessively whereby he physically abuses his wife and children. The mother is unable to enforce any controls upon the children. The fact that the parents are experiencing a great deal of marital tension was disclosed. The emotional disintegration developing within the familial unit is seriously affecting the wholesome development of all the West siblings. Housekeeping standards are completely inadequate.

Dwayne and Cheryl's poor attendance and inadequate home care is obstructing their academic progress. Dwayne has reported that his parents argue constantly and he would be happier living with his paternal grandmother. Reports from community services indicate that said children are left unattended at home or locked in a car while their parents spend the evening at a local bar. All the children are constantly shifted amongst relatives and friends for periods ranging from one day till two weeks without contacts from their parents. Mr. West allegedly spends his earnings on alcohol rather than meeting the needs of the children. Mrs. West has taken off with male acquaintances on several occasions. Although temporary foster care seems to be the most desirable plan for the children due to the present tensions existing in the home, Mr. West remains adverse to such a suggestion and our agency lacks the necessary factual evidence to request said.

Case #8 - Conway:

The principal of an area junior high school requested our agency's involvement with the planning for Charles Conway (age 14). Charles has been adjudged a juvenile delinquent and placed on probation on complaints involving stealing, truancy, and running away. Charles is one of nice siblings and of above-average intelligence. The school felt that he may well profit from a foster home placement as the home does not provide positive support to him. Charles' behavior dysfunctioning is becoming more consistent and intense whereby he is affecting the suitable school adjustment of many of his peers.

Case #9 - Brown:

Mrs. Barry of an area hospital Social Services unit contacted our agency regarding Sharon Brown (age 10 months) who had been admitted into the hospital for "failure to thrive, malnutrition and scurvy." The attending physician felt as if said infant had been the victim of neglect imparted by the parents. The infant had only gained one and a half pounds since birth. At the time of admission Sharon suffered from lesions on her buttocks and had received none of the prescribed immunizations. Our agency arranged to have a homemaker and county health nurse visit the home regularly, in addition to our own supervision, as it appears that Sharon's poor health is not the result of intentional neglect, but the parents' limited understanding of a child's needs.

Case #10 - Bond:

Barbara Bond (age 15) was adjudged a juvenile delinquent, placed on probation and referred to our agency for foster placement. Barbara was adopted as an infant. There appears to be a long history of emotional conflict within the home whereby Barbara has atrociously assaulted her mother on several occasions. The father does not live in the home as he works in Northern New Jersey and comes home weekends.

Case #11 - Moon:

The judge requested an emergency investigation of the care being provided to Danial (age 1 yr.) as his parents were being held in jail on a narcotics charge. The father is a school teacher and the mother is a confused 18 year old. The circumstance was brought to the court's attention as the paternal grandparents requested temporary custody of Danial until after his parents' court hearing.

Case #12 - Diaz:

Mrs. Barry of an area hospital's Social Services unit contacted our agency regarding Hugh Diaz (6 yrs.) who is a Puerto Rican youth. Said child has been hospitalized for three months for a severe case of worms and an illness which now appears to have a physical-psychological origin. Mrs. Barry requested that our agency investigate the home situation to ascertain whether the emotional environment may be partially responsible for Hugh's condition.

Case #13 - Durant:

The mother came into the office to request that our agency assume financial responsibility for her son Billy (age 6) who is in placement with an acquaintance. The mother is without suitable financial income and is seeking employment in another area. She felt that her son would be severely affected if he had to adjust to another school as he has undergone three moves this term.

Case #14 - Everett:

The aunt of Susan Everett (age ?) requested advice and consultation as said girl is under the guardianship of the Chicago courts and recently ran away from residential placement there. Susan is presently in the aunt's home in Ocean County. The aunt wishes to secure custody of Susan as she feels that said child's delinquent activities in Chicago were precipitated by an extremely unstable and negative home environment.

Thursday - Field Day (Time spent in Lakewood and Jackson Area)

- 8:55-9:05 - Checked phone messages and new referrals from the prior day.
- 9:05-9:15 - Returned phone calls to complainant of child neglect and to a specially approved foster parent.
- 9:20-9:30 - Time spent attempting to start state car but it was useless.
- 9:30-9:45 - Travel time to field destination in my own car.
- 9:47-9:56 - Talked with a local police department regarding a child neglect complaint involving the youngest Perez child that they had allegedly investigated on the prior day. However, they had no record of said. (case #1)
- 10:00-10:20 - Attempted to locate Carol Black; however, she could not be found in her own home, parents' residence or her frequented 'hang-outs.' (case #2)
- 10:22-10:55 - Spoke with a Spanish speaking worker from the area's anti-poverty program regarding the Perez family. She agreed to meet with the worker and parents on the following Monday evening.
- 11:00-11:35 - The worker met with the principal, assistant principal and the social worker of an Area's elementary school regarding the eldest Perez child who had been placed temporarily in a foster home by order of the court, as she had been abused. (case #1)
- 11:35-11:50 - Reviewed the eldest Perez's child's academic record.
- 11:50-12:10 - Spent eating lunch and traveling to next appointment.
- 12:10-12:20 - The worker met with the director of the local YMCA in an attempt to secure approval for a free membership for Jimmy Johns. (case #3)
- 12:27-1:15 - The worker met with Betty White to gain the background information of her illegitimate child who is in a specially approved foster home. Betty remains adverse to adoption planning and is intent on assuming responsibility for her child once she has completed high school. The Guidance Counselor for Betty was also seen. (#4)
- 1:33-2:48 - Mrs. Murray was seen regarding the charges stated in the referral to our agency which was initiated by her husband. (case #5)
- 3:03-3:37 - The Child Study Team of an area high school was conferred with regarding the appropriation of Beatlestone Funds for Marie Marks who is in need of residential placement as per the order of the juvenile court. (case #6)
- 3:41-4:20 - The worker met with Rosa, the eldest Perez child, in the foster home. The foster parents and school social worker were also seen in the home in an effort to acquaint them to Rosa's special needs as a student. (case #1)
- 4:45-5:00 - Returned to the office and contacted the police officer who had been cited as the individual who had investigated the Perez home on the prior day.
- 7:00-9:30 - Began to compile Intake information for the Brown study. (case #9)

Friday - Dictation Day (Office, Lakewood)

- 8:50-9:02 - Contacted the hospital regarding the infancy death of one of the Perez children last year.
- 9:05-9:15 - Conference with my supervisor regarding the Perez and West cases.
- 9:17-9:41 - Called the assistant principal of an area junior high school who requested foster placement for Charles Conway. (case #8)
- 9:42-9:55 - Completed Application for Services form for three new requests and searched closed files.
- 9:57-10:15 - Contacted the Public Defender for the West family regarding our agency's petitioning for PRS supervision in the home. (case #7)

Dictation Day - (contd)

-2-

- 10:16-10:20 - Contacted our attorney to request her representation in court on the final GSP hearing for Rosa Perez which the judge required to be heard within the next thirty days. However, the date was already scheduled for another DO's matters.
- 10:22-10:34 - Prospective special foster parents called regarding the screening process.
- 10:35-10:41 - Called Charles Conway's Probation Officer to establish the feasibility of foster placement planning. (case #8)
- 10:50-11:15 - Began to write the Brown Intake Study. (case #9)
- 11:15-11:31 - A specially approved foster mother called regarding the Social Security benefits for a child who is in her home.
- 11:32-12:00 - Returned to writing the Brown's study. (case #9)
- 1:00-1:17 - The Probation Officer for Barbara Bond contacted the worker regarding the child's improved adjustment in her own home. (case #10)
- 1:18-1:43 - Returned to writing the Brown study.
- 1:43-2:01 - The sister-in-law of Mr. Perez phoned regarding the problems in said home. She stated that in addition to Rosa being abused that all the siblings were continually left unattended during the day. (case #1)
- 2:01-2:05 - Called the school to see if Diana Perez was in school. As she was not, the worker immediately left the office to check if Diana and Ralph were alone in the home. (case #1)
- 2:20-2:45 - Checked the home and the mother was present.
- 2:50-3:30 - Reviewed the criminal background of Mr. Perez as he was found guilty and sentenced for manslaughter five years ago (local police department files).
- 3:45-3:50 - Returned to the office and contacted the judge to arrange for a conference on the Perez family.
- 3:51-4:03 - Conference with supervisor regarding the Perez family.
- 4:05-5:15 - Finished the Brown Intake Study which the worker began to write earlier in the day. (case #9)

Monday (Jackson, Toms River, Pt. Pleasant)

- 8:34-8:55 - Met with the child study team's director and social worker from an area school to discuss planning for Charles ~~Conway~~ ^{Conway} and Barbara Bond. (cases #8, 10)
- 8:55-9:10 - Waited for Barbara Bond to be brought down to the school office for an interview. (case #10)
- 9:10-10:15 - The worker spoke with Barbara regarding her inability to adjust to the school and home setting. Her feelings regarding foster placement as per the recommendation of the court were also approached. (case #10)
- 10:15-10:33 - Spoke with the school social worker regarding Barbara's negative attitude towards placement. (case #10)
- 10:35-11:22 - The worker, assistant principal and principal spoke with Charles Conway regarding his behavior dysfunctioning in school and attitude towards foster placement. (case #8)
- 11:47-12:06 - The worker met with Charles' Probation Officer in order to secure the social and psychiatric evaluations, and to coordinate planning. (case #8)
- 12:09-12:30 - Spoke with a judge to request that a conference be held prior to the final GSP hearing on the Perez child (Rosa).

Monday (Contd)

-3-

- 12:35-12:45 - Spoke with an investigator from the County Prosecutor's office regarding the suspicious death of 2 infant Perez siblings. (case #1)
- 1:33-1:42 - A county judge contacted the worker to request an emergency investigation of the type of care being provided Danial Moon whose parents were arrested and being held on a narcotics charge initiated the prior evening. (case #11)
- 2:10-5:10 - The worker met with Danial's paternal grandparents and uncle in the Moon home. Mr. & Mrs. Moon joined the worker after being released on bail. It was mutually agreed that the child should go with the paternal grandparents until Mr. & Mrs. Moon's own affairs can be settled. (case #11)
- 5:20-7:20 - The worker met with Mr. & Mrs. Perez regarding the nature of our agency's involvement. The prospects of day care for Diana and Ralph were discussed. The court hearing for Rosa was also clarified.

Tuesday - Field Day(Lakewood, Jackson)

- 8:45-9:00 - Returned phone calls and reviewed referrals from the -prior day.
- 9:00-9:15 - Met with my supervisor regarding the emergency investigation of the Moon home on the preceding day.
- 9:30-10:15 - The worker and county welfare worker met with Mrs. Diaz who was referred to us by the hospital as her son had been in their care for the past three months due to severe worms and a physio-psychological illness. (case #12)
- 10:22-11:03 - The worker met with Mrs. Perez who admitted to some of the alleged problems in the home and agreed to accept day care services while she continues working.
- 11:07-11:10 - The prior landlord of the Perez family was interviewed.
- 11:15-12:00 - The medical records of one of the deceased Perez siblings was reviewed and photostatic copies were secured.
- 12:10-12:25 - The worker spoke with the Elementary School Principal of Diana Perez. Arrangements were made that Diana would be checked bi-weekly by the nurse and her attendance would be closely supervised. (case #1)
- 1:12-1:30 - Went to the Bureau of Vital Statistics to ascertain the exact dates and causes of death for the two Perez siblings.
- 1:35-1:45 - The worker spoke with a tenant of an apartment building where the Perez family had previously resided.
- 2:03-2:57 - The worker met with the principal, nurse and teacher of Billy Durant who was recently enrolled in their school. The boy's adjustment has been extremely poor since placement. (case #13)
- 3:15-3:30 - Returned phone messages in office.
- 3:30-5:00 - Went home sick.

Wednesday - Reception Day

- 8:55-9:30 - Time spent reviewing new referrals and returning phone messages from the prior day.
- 9:30-10:02 - The worker had a conference with her supervisor regarding our PRS petition on the West children. (case #7)
- 10:06-10:45 - The worker met with the district supervisor and assistant supervisor regarding the agency activities and developments within the committee of caseworkers.

Wednesday - Reception Day (Contd)

-4-

- 10:50-11:15 - Attempted to verify the cause and date of death of the Perez infants with the Bureau of Vital Statistics on the basis of additional information provided by the mother. (case #1)
- 11:16-12:15 - The worker began to compile the Intake information on Billy Durant. (case #13)
- 1:00-2:15 - Same as above, however, the worker was interrupted on three occasions by county welfare workers, who wished to initiate PRS referrals on families who are receiving ADC assistance.
- 2:16-2:35 - Attempted to follow through on the arrangements being made by a local anti-poverty program to secure a Spanish-speaking day care mother for the Perez children. However, no definite plans had been established. (case #1)
- 2:36-3:00 - Contacted our lawyer to arrange a suitable date for the Perez hearing. (case #1)
- 3:01-5:00 - The worker returned to writing the Durant Intake Study. However, it was not completed as four different phone calls involving pending PRS cases caused continuous interruptions.

Thursday - Field Day (Lakewood, Jackson)

- 8:53-9:17 - Reviewed new referrals, mail, and returned phone messages.
- 9:31-10:43 - The worker met with the Spanish-speaking worker from the area anti-poverty program to explain the screening procedure for a day care mother applicant as applies to the Perez circumstance. A letter was also composed and sent to the maternal grandmother of said children who is quite concerned over their well-being.
- 10:50-11:45 - The worker spent time in the "follow-through" first grade in which Diana Perez is enrolled.
- 11:51-12:36 - The worker met with Mrs. Perez to discuss day care. (case #1)
- 1:24-2:17 - The worker met with Susan Everett and her aunt to discuss custody planning. (case #14)
- 2:24-3:10 - The worker met with Mrs. Murray. As she is considering seeking institutional care, the prospects of providing temporary foster placement for her two sons was discussed. (case #5)
- 3:13-4:02 - The principal of an area junior high school was seen regarding Charles Conway. As the boy does not appear to be suitable or anxious candidate for foster placement and the school will not appropriate Beatleston Funds for residential placement, the worker advised him to file a complaint against Charles or to contact said youth's Probation Officer. (case #8)
- 4:27-5:15 - Prepared new information gathered in interviews for the respective files. Returned phone calls to two complainants of child neglect.

TESTIMONY OF MR. KENNETH J. REED, TREASURER
CHILDREN'S AID AND ADOPTION SOCIETY OF NEW JERSEY
APPEARING BEFORE THE
SENATE COMMITTEE ON INSTITUTIONS AND AGENCIES

ASSEMBLY CHAMBER

TRENTON, NEW JERSEY

JUNE 11, 1970

My name is Kenneth J. Reed. I reside at 69 Harding Drive in South Orange, New Jersey. I am here in my capacity as Treasurer of the Children's Aid and Adoption Society of New Jersey, one of the state's large privately financed non-sectarian, non-racial adoption agencies.

As stated during my appearance at a prior hearing before this Committee, our agency made approximately 12 per cent of all New Jersey adoption placements in 1969. Last year we placed 212 children. Of this number, 31 were of the hard-to-place category. These hard-to-place children have been the subject of much helpful newspaper publicity. Their welfare is of great concern to this Committee, to professionals in the field of adoption, and to all friends of children.

I will endeavor to keep my testimony brief -- covering points not presented by me at the April hearing of this Committee -- adding a few items that have come to my attention since we were here last. Some concern the stated purpose of this Committee -- all relate to problems of children.

It is primarily for these children that we request a Purchase of Care program.

I am happy to note that a program for implementing the Purchase of Care plan is formulated and has already been passed to Mr. Hollander for Administrative approval.

In reviewing our operating cost figures for 1970 to date, we find that it costs us \$19,000 more to place the same 90 children we placed in a like period of 1969.

We attribute these added costs primarily to a significant change in the climate confronting our agency and other adoption agencies in this State.

According to the latest available figures from the New Jersey Department of Health, almost 50% of the out-of-wedlock births in this State represent mothers in the age group 15 to 19. (This has been a consistent figure in recent years.)

It has been our experience that mothers in this age group tend to come to us late during their pregnancy, or after their child is already born.

The ensuing lack of proper prenatal care brings with it expensive medical and other problems which are contributing to our increased costs. At first glance it would appear that the problems of our agency are of no concern to the Bureau of Children's Services or to the taxpayers of this State. The facts however point to the contrary.

During the past six months we have placed nine children received from the Bureau of Children's Services. All nine of these were in the hard-to-place category. We were not reimbursed by BCS for any one of these children. But had we not been there to render this service, there would have been nine more children at the rate of \$27,000 each on the hands of the taxpayers of the State.

In addition, during the same period, we have found it necessary to import from the states of Connecticut, Texas, and West Virginia, nine additional hard-to-place children for placement with New Jersey families. These could have been CCS children had CCS been in a position to respond to the adoption opportunities we presented to them.

This then brings into focus the urgency for prompt implementation of the Purchase of Care proposal now on Mr. Hollander's desk.

Now to another topic-

If anyone concerned with these hearings can lead the way toward helping our schools bring about early referrals of unmarried mothers attending school to qualified agencies offering counselling and related services, this would be of great benefit to the mothers and to their children. This out-of-wedlock situation in the schools is a serious problem. We have reason to believe that it is a growing problem. It needs, I would say demands, official attention.

And here is another situation related to the total problem. A most disturbing, inequitable, and in fact discriminatory practice, stems from what must have been an oversight in recently enacted legislation.

This new law defines "qualified applicant" (under the Medical Assistance Act), to include a child in foster placement under supervision of the Bureau of Children's Services, whose maintenance is being paid in whole or in part from public funds. But as it happens, children in the foster care of private agencies awaiting adoption are not eligible for Medicaid unless their parents are receiving public assistance.

We have already seen the negative effects of this on our program. A 4 year old child in our care needing a tonsillectomy had been accepted for clinic service in a local hospital. At the time of her admission, the physician available refused to operate on her. His reason was that if our agency had refused to accept her, and she had been a Ward of the State under Bureau of Children's Services, then his bill would have been paid by Medicaid. We were faced with the choice of entering the child as a semi-private patient at a much higher cost to our agency, cancelling the surgery, or referring the case to the Bureau of Children's Services. Fortunately, through negotiation with the hospital, service with another physician was worked out.

It surely was not the intent of the Medicaid legislation to make needy children ineligible because a private agency is giving service and thus relieving the taxpayers of the maintenance of that child.

In states where a Purchase of Care program is in operation (state is "buying" foster care from private agencies) children in the care of private agencies are eligible for Medicaid because they are receiving public funds.

We join the Inter-Agency Adoption Council in recommending an amendment to this law which would include children in foster placement "under supervision of Bureau of Children's Services and approved New Jersey adoption agencies."

I have covered the principal points I wish to present at this time, Mr. Chairman, and will gladly submit to questions. Our Executive Director, Miss Barbara Smith, is with us. Accordingly, if there are any questions of a technical nature I am not equipped to answer offhand, I will so state and with your permission will ask Miss Smith to respond to those questions.

Thank you very much for the opportunity to be here today.

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JUN 27 1985



