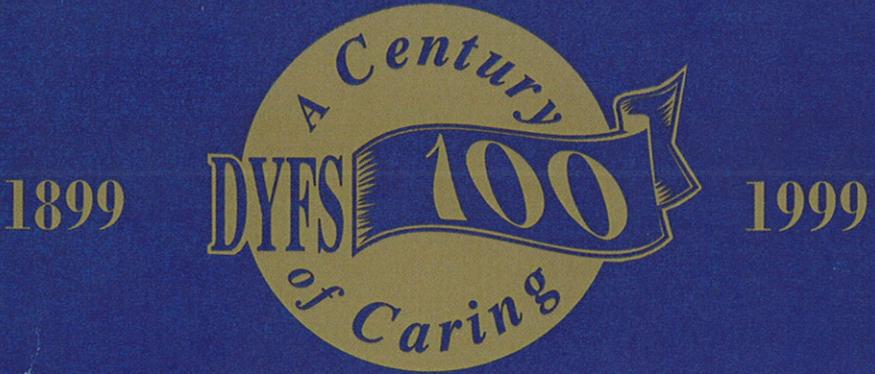


You are Viewing an Archived Copy from the New Jersey State Library

NEW JERSEY STATE LIBRARY
3 3009 00621 7790

State of New Jersey



974.90
C536
2000
C.3
tenor...

One Hundred Years of Child Protective Services

Message from the Director

One hundred years ago, a law was passed creating the State Board of Children's Guardians, now known as the Division of Youth and Family Services. As we celebrate the 100th anniversary of child protective services, I want to thank all those who have provided support for children and families throughout the years.

Let's take pleasure in recalling a history that we have all helped to make and a future that is yet ahead. We have come through a century of challenges. Without all of you and your commitment to excellence, we couldn't possibly have become the agency that we are today. In fact, we wouldn't even be around to celebrate those 100 years.

Even the most optimistic of people back in 1899 would not have dared to predict achievements that we have made in this field. Of course, we recognize the importance of our partners in the public and private sectors and individuals in our communities who have contributed to the lives of families in a significant way.

You stand very high on the list of those to whom we owe a great big thank you.



Charles Venti
Director
Division of Youth and Family Services

A Look Backward

As The New Jersey Division of Youth and Family Services heads toward the future, it celebrates the past. This commemorative volume honors the founding, 100 years ago, of a formal child protection agency in New Jersey. Looking at the actions of its founder, Emily Williamson and all of its leaders to the present day, it traces the history of child protective services in this state.

Before the 20th century, poor children in the United States were indentured as apprentices to individuals who profited from their labor, but were not investigated or supervised, resulting in children being kept in deplorable conditions. Because of growing dissatisfaction with the indenture system, indigent and dependent children were placed in almshouses, where they lived in crowded conditions together with derelicts, and mentally or physically ill people of all ages. There, they were not adequately educated, fed or clothed.

By the middle of the 19th century in New Jersey, as in other parts of the country, some concerned individuals had recognized the inhumanity of this system and began to advocate for change. In 1897, Governor John W. Griggs appointed the New Jersey Commission on Defective, Delinquent and Dependent Children and Their Care to investigate the conditions of children in almshouses.

The Commission, composed of Hugh F. Fox of Bayonne, Chairman; Paul Quirk of West Hoboken; and Emily E. Williamson of Elizabeth, Secretary, issued a report and proposed legislation to create the State Board of Children's Guardians (SBCG), which would be responsible

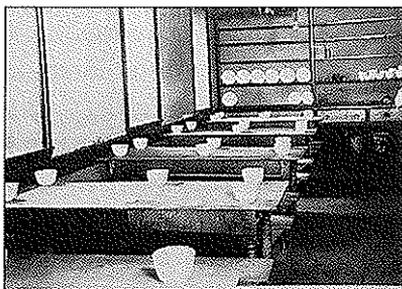
for placing children with private families with or without payment of board. When board was paid for the children, it was to be at the public expense of the local government. The report recommended safeguards for the protection and education of the children by a system of oversight and visitation. In its report, the Commission cited the conclusion of the National Conference of Charities and Corrections of 1888:

“The placing of dependent children in almshouses is one of the greatest evils ever tolerated in the plan of public benevolence. The method is pernicious in every respect and ought at once to be abandoned. It is a relic of barbarism, and convicts the States where it still obtains as being behind the age and adhering to a system, in the long run, both costly and inhuman.”

The philosophy of the SBCG is articulated in the following quote from the May 6, 1924 edition of the *Newark Evening News* covering the 25th anniversary of Frances Day, the agency’s first General Agent:

“Many of the children who are put into boarding homes are later adopted by the people with whom they have lived. No one is permitted to adopt a child, however, until the child has been with the family for at least a year, so as to give the board a chance to make sure that the child will have a good home, and a home where it is wanted, not for today or tomorrow, but permanently.”

While the agency has undergone various name changes after SBCG, from the State Board of Child Welfare, to the Bureau of Children’s Services and finally to DYFS, an emphasis on permanency has continued to drive its policies and procedures.



Interior views of the Trenton Almshouse circa 1869

State Board of Children's Guardians

On March 14, 1899, Governor Foster Voorhees signed legislation creating the State Board of Children's Guardians (SBCG) and appointed Emily Williamson Acting Superintendent. The SBCG operated out of offices in Jersey City. The legislation did not appropriate money for the new agency, and for several years, Williamson and other board members advanced personal funds to cover operating costs. Their funding requests to the State Legislature asked for an annual budget of \$5,000.

During its first year of operation, the SBCG worked with 403 children living in almshouses. The

board sought out relatives of these children and reunited them with their families, whenever possible. They also worked with local private charities to prevent families from being separated. Other policies established under Williamson's direction included regular contact with schools and the development of complete records for each child. The First Annual Report of the SBCG states, "Children who are separated from their parents are entitled to such information in later years, and the laxity of sociological bookkeeping in public and private institutions . . . is constantly commented on by experts."



Emily E. Williamson (1899–1901)

Thanks to Emily E. Williamson's vision, thousands of children in New Jersey are experiencing the benefits of family life.

Williamson, born in England and of aristocratic descent, was a prominent philanthropist and educator. For

many years, this Elizabeth resident gave liberally of herself to rescue children in need of care. She spoke to legislators in Trenton about the tremendous needs of dependent, delinquent and mentally ill children, while financing many of her own initiatives. Williamson began convincing friends and others to do the same, and gained strong support for improving the treatment of children in this state.

A November 1949 article in *The Welfare Reporter* illustrated Williamson's sincerity, personality and influence in reforming the system:

"She was determined that New Jersey, behind other states in child care, must save 'the only material out of which citizenship is made.' Home life for dependent children was to her the salvation. . . She always had the floor of the House of Assembly when she wished to enter there. . ."

Williamson visited jails and institutions, exposing the deplorable conditions and the ill treatment of dependent children in the county, city and township almshouses. At Snake Hill, the Hudson County Almshouse, she discovered that young children and adults were housed together regardless of their sex or health, and exploited for their labor. Her unofficial findings outraged the public, including legislators. This revelation led to the creation of a legislative investigative committee of which Williamson was a member.

This commission studied 48 New Jersey almshouses in which 400 to 500 children were living because they had no place to go, according to a 1900 report by the New Jersey State Board of Children's Guardians. About 255 of these children were from Snake Hill. The report "concluded that

the almshouse, in which the children associate hourly with the adult paupers, is situated between the walls of the insane asylum and the prison, whose unfortunate inmates help to complete the degrading environment in which these poor children are reared.”

The state adopted legislation in 1899 as a result of Williamson’s strong advocacy, creating the State Board of Children’s Guardians, but without funds. This law authorized the Board to become the legal guardian of children committed to it until they reached 21. The Board’s supervision was intended to ensure the child’s moral and physical protection, education and training.

Mrs. Williamson was President of the State Charities Aid and Prison Reform Association; Editor of the New Jersey Review of Charities and Corrections; Treasurer of the State Board of Children’s Guardians; and a member of the National Conference of Charities and Corrections. She was also President of the State Federation of Women’s Clubs, and Probation Officer for Union County.

She was the widow of Benjamin Williamson, who was the son of Chancellor Williamson of New Jersey. She died from a stroke in 1909 at her home in Elizabeth.

APPENDIX G.

STATE BOARD OF CHILDREN'S GUARDIANS.

Your application has been received. As the fate of some child rests upon our decision, we must act upon a full knowledge of your home. Will you kindly answer the following questions fully, and return the paper to our office? After it has been received an agent will call upon you at his earliest convenience. If he does not call for some time do not feel that your application has been overlooked.

STATE BOARD OF CHILDREN'S GUARDIANS.

.....
.....

STATE BOARD OF CHILDREN'S GUARDIANS

APPLICATION FOR A CHILD.

- Date.....
- Name.....
- Post-office.....
- County..... State.....
- 1. How far do you live from your post-office?.....
- 2. What is your nearest railroad station?.....
- 3. On what line of railroad?.....
- 4. How far do you live from the station?.....
- 5. In what direction from the station do you live?.....
- 6. How far do you live from the nearest public school?.....
- 7. Age of child desired?.....
- 8. Sex.....
- 9. If the child sent you should prove unsatisfactory, will you keep the child a reasonable length of time, until we can arrange for its removal?.....
- 10. Do you expect to treat the child in every way as a member of your family?.....
- 11. Will you send the child to school as required by the laws of the State?.....

Illustration of the first Foster Care Application form



Seymour H. Stone (1901-1904)

Seymour H. Stone was appointed Superintendent of the State Board of Children's Guardians in 1901, assuming leadership from Emily Williamson who continued on with the agency as Treasurer of the Board. While little is known of Mr. Stone, it appears he was active in the emerging efforts to protect children at the turn of the 20th Century. Mr. Stone was recruited to New Jersey from the Boston Children's Societies. The first major issue, as he stepped into his new position in May of 1901, was the placement needs of 168 children abruptly turned over to the state's care by the Hudson County Almshouse at Snake Hill. The result of this action was an instant 30% increase in the agency's caseload.

In January 1904, Mr. Stone accepted a position with the New York Charity Organization Society. The SBCG annual report for that year noted that the financial position of the agency "precluded the possibility of offering him any

inducement to remain, and in view of the subsequent omission of the legislative Committee on Appropriations to give us relief, it would have been impossible for us to have continued Mr. Stone's services." Upon his departure, Frances Day was appointed to lead the agency.



Frances Day (1904–1930)

Frances Day attributed her interest in child welfare to having been orphaned and raised by a loving and devoted foster mother. As secretary to Emily Williamson, Day was directed to tour the asylums and report on conditions there. In her "undercover assignment," Day lived in the Hudson County Almshouse and several other almshouses for several weeks. Her report of the appalling conditions that existed for the children in these houses was made public and, with the strong support of Williamson, resulted in the creation of the State Board of Children's Guardians (SBCG) and Day's appointment as its first Agent.

From 1897 to 1930, Day devoted her life to protecting dependent and neglected children. In spite of her 35 years of work as the first social worker in child welfare in New Jersey, there is little information available about her, except through the extensive service system she established with the State Board of Children's Guardians.

Starting at a salary of \$25 a month, Day traveled the state on a bicycle, investigating prospective homes for children. Her 30-year career with SBCG found her advancing from Investigator to Agent (social worker) to General Agent, a title that was subsequently changed to Superintendent. At the time of her death in 1930, she was earning \$3,000 a year, responsible for 17,000 children and supervising 100 employees.

Scannell's *New Jersey's First Citizens and State Guide* describes Day's job performance as demonstrating "great executive ability, remarkable tact and a personality that won her the friendship of everybody throughout the state." Her handwritten investigative reports attest to her attention to detail and dedication to ensure the safety and well being of the children under her supervision.

She is buried in a Jersey City cemetery in an unmarked grave.

*Simulation of Frances
Day visiting foster
children on her bicycle*





Elizabeth Wyatt (1930-1935)

Times were different when Elizabeth Wyatt served as Superintendent of the State Board of Children's Guardians (SBCG) from 1930-1935. The Great Depression loomed over the land; fathers deserted their families. Widows were still treated as a separate category of need, and children in foster care lived far from their birth families and did not see them.

It was a period of new child welfare laws making the SBCG responsible for thousands more children – which spurred the Board to fundamentally change the way it served its young clients, from economic support to foster care, family support and case management.

That is the picture that emerges from documents of this era and Wyatt's tenure. Although relatively little is known about her personal life, Wyatt's leadership is credited with improving the quality of foster care and child protection.

The SBCG had operated two separate departments since 1913: the Home Life Department, (HLD) which supported widows and their children under Widow's Aid, and the Dependent Children's Department (DCD), which assumed legal guardianship for abused, neglected and abandoned children. Perhaps because of Widow's Aid, it appears that the Home Life families received a higher level of support than did the DCD clients.

All that changed in 1932. As the Board noted in its Annual Report,

"The child welfare laws which received the approval of Governor A. Harry Moore and became effective in July 1932 brought great benefits to the children. These laws made it possible for the child whose father was ill, or in jail, or who had deserted, to receive aid in its own mother's home under the same conditions as those provided for the children whose mother was a widow."

In other words, the new law called for children whose fathers were unable or unwilling to care for them, to receive the same level of support as children of deceased fathers. In fact, the law extended eligibility for Home Life services to 1,335 families and 3,371 children who would not have been eligible under the old law.

Under Superintendent Wyatt, the SBCG sprang into action in response to the new laws, reviewing thousands of cases where mothers and relatives were boarding children under DCD jurisdiction; making budgets for these families; transferring these cases to the Home Life Department, and working with the Emergency Relief Administration to

allocate funding for these new HLD cases. Over 1,000 children were transferred in the first two months.

By the end of fiscal 1933, the only families remaining under DCD were “those in which it had been impossible to secure the indictment of the father as a deserter, and those children with major health problems paid for by the Board,” Wyatt wrote in a 1933 letter. A total of 1,437 families and 4,179 children were transferred that fiscal year.

“We have tried to control supervision of this enlarging caseload by classification of cases [by] need and the elimination of as many visits as possible without bringing hardship to any of the families,” Wyatt continued.

But Wyatt also recognized that as the Board expanded its responsibilities, it needed to grow with the times. The Board adopted new approaches to foster care, raising standards and discontinuing some foster homes that did not meet those standards. Wyatt reduced the number of children in individual homes, and secured more homes for infants by increasing the board rate for children under two years from \$3.50 to \$5 per week.

Under Wyatt, the Board switched to a policy of keeping every foster (or medically needy) child in his or her own county rather than moving them out-of-county, except where necessary medical facilities were not available, or, where the social treatment indicated could not be found in that district.

This also signaled a state shift toward encouraging the child’s relatives and friends (where desirable) to remain involved with the child, as well as involve local welfare

agencies. As a result, children were placed and permanent homes formed more quickly, so that the Board could discharge these children from its care.

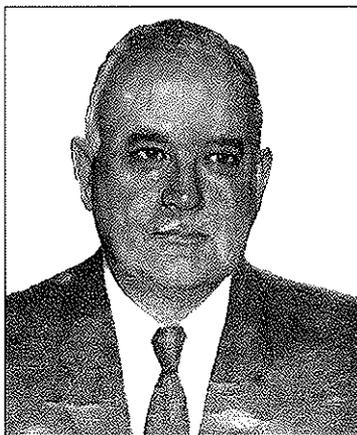
Wyatt made numerous other changes: she decentralized the child protection workforce, relocated main Board offices to Trenton, and set up district offices in Red Bank, Jersey City and Newark.

Elizabeth Wyatt's work provided a solid foundation for her successor, Joseph Alloway.

The State Board of Child Welfare

In 1947, the Board of Children's Guardians officially changed its name to the State Board of Child Welfare to provide child welfare responsibilities beyond its original scope. By 1940, additional staff was required to respond to an increased caseload, which reached a total of 35,700 children. Over 10,000 were in the Dependent Children's Department program and over 25,000 in the Home Life Department program.

Eventually, the Board assumed responsibility for providing a comprehensive program of services for thousands of orphaned, abandoned, abused, and neglected children who had become the responsibility of the State of New Jersey. It provided financial assistance and services to needy children and mothers who could not remain in their own homes, arranged for foster home placement, serviced cases for adoption and supervised cases of transient children coming into New Jersey to be placed with relatives. Joseph Evans Alloway was the longest serving Executive Director of the State Board of Child Welfare.



Joseph E. Alloway (1935-1962)

Joseph Evans Alloway, a successful businessman and public servant, served 27 years as the leader of the State's child protective services agency. His efforts changed long-standing public welfare policies and practices with respect to the public care, custody and guardianship of children.

Born May 28, 1898, Alloway completed his early education in the Burlington County public school system and graduated from Rider College with a degree in Secretarial Science. Later, he married Anna Wilson of Merchantville and had two children, Edith and J. Evans, Jr.

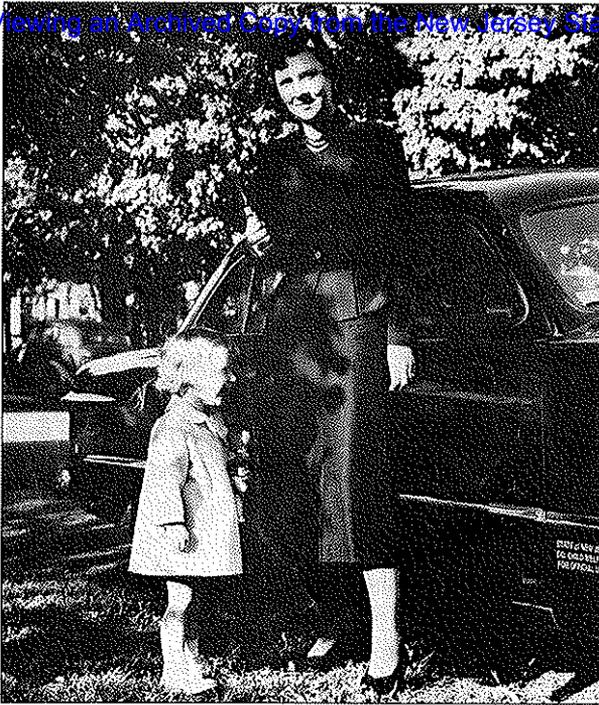
His ability and loyalty quickly earned him prominence in the public sector. In 1931, Alloway joined the New Jersey State Department of Institutions and Agencies as Administrative Assistant to Commissioner William J.

Ellis. He was named Executive Director of the State Board of Children's Guardians of New Jersey in 1935.

Confronted with pressures of an increased workload and staff turnover, Alloway experimented with broad-based community services to raise public awareness about child abuse, neglect and prevention. He improved existing social services and developed others to strengthen family relationships. Among these programs were Homemaker Services which enables families to remain intact; Group Family Care which provided services to emotionally impaired children who were unable to remain in their own homes or foster homes; and Care and Custody. Under this program, the agency's preventative, protective, child welfare services could be provided on a voluntary basis. Parents did not have to give up any of their parental rights and could terminate services at any time.

In conjunction with the Social Security Act, the agency established a Child Welfare Division in 1936, which extended "Casework Services to Families in Rural Areas." Children in rural areas could now receive the same services as urban children from private agencies. Under the same Act was Child Welfare Services, a program that offered certain social services to children who might otherwise not receive them under other agency programs. As the Board's responsibilities for children gradually expanded through the years, the name of the Board of Children's Guardians changed in 1947 to the Board of Child Welfare.

Alloway's work demonstrated an understanding of problems that children may face with regard to their own families, foster families and the community in which they were placed.



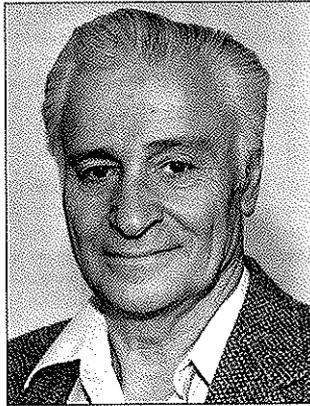
One of the early state cars assigned to the agency

Bureau of Children's Services

In 1960, responsibility for the Home Life Assistance Program was turned over to the County Welfare Boards under the supervision of the Division of Public Welfare. This resulted in a drop in the caseload of the State Board of Child Welfare, from 40,700 children to 7,135. The financial assistance program was subsequently renamed Assistance for Families with Dependent Children (AFDC).

At this time, national attention began to focus on the "battered child syndrome" and the need to protect children from abuse at the hands of their parents. When

the United States Children's Bureau developed a model child abuse law, New Jersey responded, changing the SBCG to the Bureau of Children's Services, and authorizing the agency to provide protective services for neglected, exploited abandoned or abused children. Legal authority was extended to investigate such situations and to invoke the power of the court whenever necessary.



G. Thomas Riti (1962-1968)

G. Thomas Riti began his career with the State Board of Child Welfare as a caseworker in Passaic County. Taking advantage of the agency's educational leave program, he earned a Master's Degree in Social Work and, subsequently, worked his way up the ranks. In April 1962, the State Board of Control appointed Riti Executive Director of the State Board of Child Welfare.

During Riti's tenure, the agency experienced a period of extensive change and growth. In 1962, the name

was changed to The Bureau of Children's Services (BCS). The following year, New Jersey's first child protective services law took effect, empowering the agency for the first time to investigate abuse and neglect allegations, and to seek court intervention to investigate such situations when families refused to cooperate. The number of cases grew more than 20% during the next year and the next two fiscal years saw a 42% increase in the workload. The new law also gave the agency its first authorization to purchase supportive services for families and to encourage the development of private agencies to provide these needed services.

The changes demanded strong leadership and Riti provided it. Training in protective services was provided for staff to prepare them for new responsibilities. Under his guidance, the Day Care Services Unit was established in 1964. The following year, the first day care facility to be established by the agency opened its doors, offering a program for children of migrant workers. The achievement was hailed in the 1965 edition of the Annual Report of the New Jersey Department of Institutions and Agencies, *The Welfare Reporter*, as "a milestone in the history of New Jersey's services for dependent and neglected children." Later that year, day care services were offered to families receiving assistance from what was then called Aid to Dependent Children as a means of preventing the removal of children from troubled homes.

A part-time psychological consultant was hired in 1964, and subsequently, a project was initiated with the Mercer County Child Guidance Center to provide training and consultation on serious problem cases.

In 1968, Riti transferred to the Division of Public Welfare. He served as Director of that organization from 1973 until he retired from public service in 1983.

Riti is remembered by current staff who worked under his direction as dignified and professional, always framing his actions to meet the best interests of the agency. Recently, Riti recalled his tenure as Director, saying he enjoyed the job immensely and looked forward to going to work each morning. He stated "I was always proud of BCS staff for their dedication to their work, because they worked hard and provided good services to families." Riti also lauded the foster parents who worked with the agency. He noted, "They were the most important part of the service provided to children: the teamwork between worker and foster parent was crucial. If you don't have good foster parents, the agency can't do the job."



Henry R. Hollender (1968-1972)

As Chief of the Bureau of Children's Services from 1968-72, Henry (Hank) R. Hollender led the BCS through a crucial period of growth and modernization, overseeing a boost in adoptions and responding to new laws facilitating adoption and expanding the Bureau's child protection powers. He added important new policies on after-hours services career advancement and on facilitating adoptions.

He was born on September 11, 1923, in Morristown. After graduating from high school, Hollender served in the U.S. Navy during World War II as a Radioman First Class on board the *Crockett*, a ship in the Pacific. He later graduated from the University of Miami and earned a Master's Degree in Social Work.

Hollender rose through the ranks during his 34 years with the Bureau, which became the Division of Youth and Family Services (DYFS) in 1972. In April 1968, he replaced

G. Thomas Riti as BCS Chief. Like his predecessors, Hollender encountered many of the issues that confront an agency during a time of restructuring.

In July 1967, the New Jersey Adoption Services Unit in BCS opened to improve the quality and quantity of adoptions. The New Jersey Adoption Resource Exchange was created in January 1968, in response to Title 30 legislation which required all licensed agencies in the state to share and exchange information on children needing adoption and homes ready to accept them.

As cited in the BCS 1968 Annual Report, "398 children were placed for adoption, which exceeded the 1966-67 fiscal year figure of 313 children." This marked the largest placement of children in a single year, up to that date. While there were many issues around adoption, the escalation of protective services to children was becoming the focal point of new programming for the Bureau.

Spearheading these changes was the Dodd Law, which permitted the removal of children from their homes without court order or parental consent, thereby broadening the Bureau's powers to protect children.

As with many child welfare agencies, BCS had to undergo its share of legislative reviews. In dealing with this review and other challenges, Hollender continued to pass the test. His knowledge of child welfare issues, his compassion for children and their families, and his hands-on experience helped him to handle difficult situations skillfully.

Hollender implemented the original after-hours response system, now known as SPRU, in response to 1971 legislation requiring BCS to provide around-the-clock protective services response. He also initiated the first

career ladder, a two-tiered system for promoting employees into administrative or case management positions.

Hollender also took a hands-on approach to recruiting workers. As Bureau Chief, he personally interviewed new caseworker applicants for positions all over the state at his office on Hanover Street.

The Division of Youth and Family Services

The State's child protective services agency, the Division of Youth and Family Services (DYFS), assumed its fourth and current name on May 1, 1972 under the leadership of Frederick A. Schenk. At that time, DYFS was a component of the Department of Institutions and Agencies, now the Department of Human Services. Robert L. Clifford, who served as its Commissioner, authored the Administrative Order creating this Division and expanding its authority to provide services through contracted community-based programs. Today, DYFS serves over 50,000 children and their families.

The agency's primary services, authorized by the 1899 statute, include guardianship, foster care, adoption and residential care. DYFS is required by State Law to assess reports of suspected child abuse, neglect and/or abandonment and take action necessary to protect children from harm. The Division now maintains field offices in every county of the State and provides a broad array of services for children and families.



Fredrick A. Schenck (1972-1974)

Frederick A. Schenck assumed leadership of the Bureau of Children's Services in May 1972, just prior to the agency becoming the Division of Youth and Family Services. At the time, there were just 18 district offices and one residential center (Denville). Under Schenck's direction, the Ewing and Vineland Residential Centers were opened and the Office of Child Abuse Control (OCAC) was established.

At that time, 800 numbers were not commonplace, but Schenck believed it was time to establish one for DYFS. Schenck had to convince the telephone company to issue a toll-free number to the agency and to list it on the inside cover of the phone book with the only two other toll-free numbers in existence – the FBI and the Secret Service.

Also during his tenure, the Division assumed responsibility for licensing private child care agencies and began working with police academies around the state to

provide comprehensive training for officers. In 1973, the subsidized adoption law took effect, enabling DYFS to provide ongoing financial support to families who adopted children in need of continuing medical and emotional treatment.

Schenck came to the agency from the Department of Community Affairs, where he had been Director of the Division of Administration. After leaving DYFS, he served as Deputy Director of Administration, Division of Purchase and Property, in the N.J. Department of Treasury. In 1978, Schenck was appointed Deputy Undersecretary of the U.S. Department of Commerce. He later worked for Resorts International and Cunard Lines.

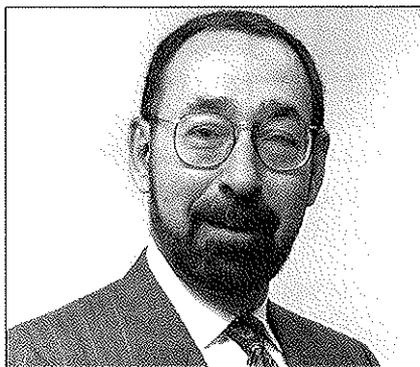


James G. Kagen (1974-1977)

Prior to his arrival in New Jersey, James Kagen had been First Deputy Commissioner of New York City's Addiction Services Agency and Deputy Assistant Commissioner of that city's health department. In 1974, at

the age of 31, he was appointed Director of DYFS. Kagen established the regional offices and created the Adoption Resource Centers (ARCs), expanding the agency to 28 field offices.

As Director, Kagen created a full-time purchase of service unit, enabling DYFS to tap into the full allotment of federal funding not previously utilized by the state. Additionally, he computerized the child abuse registry and created a communications unit which published *Family*, the first publication of its kind in the 75-year history of the agency. Like the current *Our Children*, the newsletter was distributed to all DYFS staff, outside agencies and organizations to inform them of the Division's activities and programs.



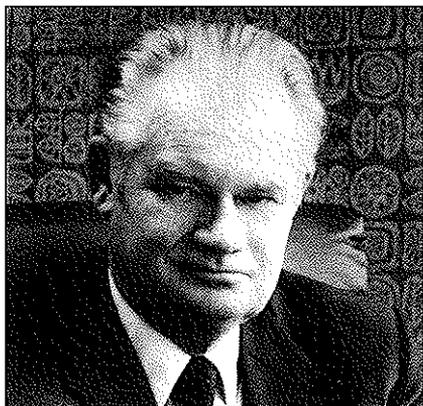
Harold P. Rosenthal (1977)

Harold P. Rosenthal served as DYFS Acting Director for 7 months. During his brief tenure, he directed the installation of the agency's first on-line Social Services

Information System. Known as the Oklahoma System, it replaced at least 8 separate systems, establishing fiscal controls to prevent overpayments and giving the Division complete, up-to-date information on clients.

During Rosenthal's administration, there was increasing public demand for a review process for children in placement. Adopting a proactive stance, he led the agency in supporting the creation of the Child Placement Review Boards, a process of citizen reviews of all children placed by the Division. Because of Rosenthal's leadership, New Jersey became one of the first states to implement placement reviews.

Rosenthal was a career state employee. He received a Bachelor of Science degree in Economics from St. Peter's College in Jersey City and entered state service in 1959. Rosenthal worked in the Departments of Labor and Industry and Community Affairs before joining DYFS in October 1972. In 1980, he left state service to become Vice President of Personnel for Resorts International. In 1991, he returned to DYFS as Director of Fiscal and Management Services and, in 1992, was appointed Assistant Commissioner for Human Resources at the Department of Human Services.



Robert Wells (1977-1978)

Robert Wells was Director of the Monmouth County Board of Social Services (BSS) for 14 years. In 1975, he presided over a pilot program that merged the employees of the Monmouth County office of DYFS and the BSS into one comprehensive social service agency. The program, which lasted for 10 years, sought to provide better service to families, offering the services of both agencies from one location and with a single caseworker.

Appointed Director of DYFS in September 1977, Wells held that position until August 1978, when he was appointed Special Assistant to the Commissioner for Planning and Program Development.

Wells received degrees from Northwestern University and Ohio State University, and also did graduate work at New York University. He was a former President of the NJ Chapter of NASW and an Associate Professor in the Department of Sociology at Monmouth College, Fordham University and the School of Social Work at Rutgers University.



Bernice L. Manshel (1978-1983)

During Bernice Manshel's administration, child protection agencies were just starting to recognize the prevalence of child sexual abuse. Acknowledging the seriousness of this issue, Manshel responded by prioritizing training for staff, bringing in national experts to teach staff how to recognize the signs of sexual abuse.

Recognizing that children were spending long periods of time in foster care, she sought ways to assure permanent homes for them. Manshel headed the first permanency planning initiative ever developed by DYFS. She also revamped the foster care system that had been essentially unchanged since the 1930's.

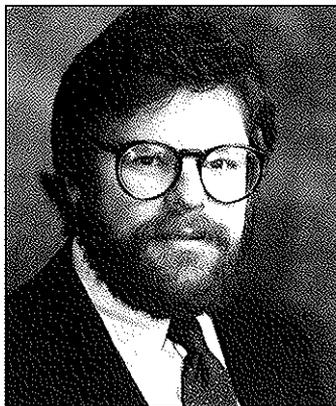
When the federal Adoption Assistance and Child Welfare Act of 1980 was passed mandating placement reviews for children in out-of-home settings, New Jersey's

Child Placement Review Boards were already in place. Under Manshel's direction, DYFS assisted the federal government in creating guidelines for national implementation of the new legislation.

Also under her administration, the agency's role in adult services expanded in response to the 1981 Rooming and Boarding House Act. This legislation gave DYFS oversight of County Welfare Agency (CWA) investigations of abuse and neglect of adults living in those institutions, and mandated the creation of an adult abuse registry.

Additional money became available for services in the 70's and early 80's, allowing DYFS to offer day care as a service for low- to middle-income families. By implementing a sliding fee schedule for day care payments, Manshel enabled the agency to charge parents for the service according to their ability to pay.

Prior to her appointment as Director of DYFS, Bernice Manshel held positions with the NJ State Law Enforcement Planning Agency (SLEPA) and the Department of Community Affairs. Currently, Manshel is the Administrator of the State Community Partnership Grant Program for the Juvenile Justice Commission.



Thomas Blatner (1983-1987)

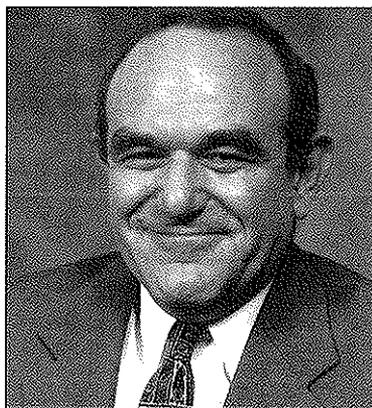
When Thomas Blatner assumed the leadership of DYFS in January 1983, he restructured the agency's central office, creating a management team with broad powers and responsibilities. With this structure in place, his administration sought to establish a pro-active approach to handling abuse and neglect through a strengthened partnership with local communities.

Working aggressively on this goal in cooperation with community agencies, by 1984 the agency had implemented over 50 new programs for treatment of child abuse and neglect, prevention of child placements and related support services. He was also instrumental in the development of the Human Service Advisory Councils (HSACs), county-based boards which were created to serve as liaisons with community agencies.

Blatner participated in the development of the New Jersey Task Force on Child Abuse and Neglect, and later

worked with them to implement the Child Assault Prevention Project (CAP), giving New Jersey the first statewide CAP program in the nation. In 1984, he established the Family Help Line (1-800-THE KIDS) to advance the prevention of child abuse. The hotline, which is still in existence, was created with the goal of assisting families before a crisis takes place.

Blatner's leadership was instrumental in moving the Division from a more self-contained entity to the active community partner role it enjoys today. Currently, Blatner is President of a human services consulting firm, Janus Solutions.



William Waldman (1987-1989)

William Waldman began his career as a welfare caseworker in Newark, and subsequently, held several positions of authority before becoming Director of DYFS.

Under Waldman's leadership, systems and programs were initiated to ensure the best interest of children and

adults. A major project was the five-year public awareness program targeting disciplines, such as law enforcement and schools. This initiative provided information about referrals of abuse and neglect and reporting procedures.

Waldman initiated the Independent Living Program to assist young adults in making a successful transition from substitute care to independence. He funded and expanded domestic violence programs to relieve family crisis and prevent family violence and the adult protective services program, to address elder abuse and neglect. His collaborative efforts improved community networks, encouraging public agencies to assist the Division in protecting children and preserving families in their communities.

After his tenure as Director, a position he held until 1989, he served as Commissioner of the Department of Human Services. He is currently the Executive Director of the American Public Welfare Association in Washington, DC. The non-profit, bi-partisan association provides legislative and technical assistance and training to its members in the areas of welfare, Medicaid, mental health and human services policy. He holds a Master's degree in Social Work from Rutgers, the State University and a Bachelor's degree from Pennsylvania State University.



Nicholas R. Scalera (1989-1994)

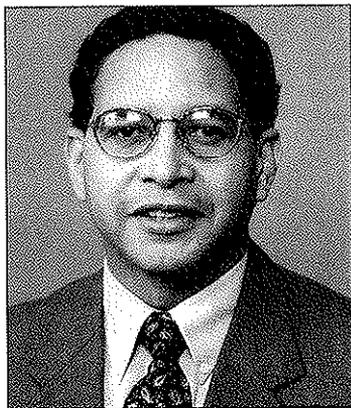
Nicholas Scalera came to DYFS in 1972, having previously worked in the Department of Community Affairs. He was the longest serving DYFS Director of the last 30 years, holding that position for nearly five years. Several significant initiatives were undertaken during his term, including the Special Home Services Provider (SHSP) program. SHSP recruits specialized foster parents to provide intensive, home-based care for medically fragile children who might otherwise remain in hospitals beyond the point of medical necessity. This program has given children with HIV/AIDS, prenatal drug exposure, and other medical problems, the chance to live in a nurturing family-like setting, instead of remaining in a hospital.

Scalera also led the development of a case practice initiative to promote uniform casework practice standards in DYFS field offices. The system, now known as the District Office Casehandling Standards, steers caseworkers through

the decision-making process as a family moves from intake through the completion of the investigation. It guides staff as they involve parents in determining the plan for their family, enabling the agency to provide more consistent services.

Another of his achievements was the expansion of the Family Preservation Services program (FPS), a statewide permanency program which keeps families together by providing a package of intensive services, including case management, education, crisis intervention and other support services.

Retired from DYFS in 1994, Scalera continues to be active in Human Services. He is the President of Scalera Consulting Services, located in Bloomfield.



James W. Smith, Jr. (1994)

James W. Smith, Jr., was appointed to serve as the Acting Director of the Division of Youth and Family Services, a position he held for six months. In this capacity,

Smith provided stability and continuity to the agency during a transition period.

Recognizing that many families served by the agency were in need of substance abuse treatment, he secured a federal grant for the development of a substance abuse program to strengthen families served by DYFS. This program was later replicated throughout New Jersey with state funding.

He also developed community partnerships with faith-based institutions, such as the Newark-North Jersey Committee of Black Churchmen, who joined with the Metropolitan Region in the *Save A Life* campaign to enhance the delivery of social services to Essex County youth and their families.

Smith, who began his career as a General Assistance Caseworker in the City of Plainfield, is currently Deputy Commissioner of the Department of Human Services. Formerly, he served as the Assistant Commissioner for Public Affairs and the Director of State Government Relations in the Department of Human Services.



Patricia Balasco-Barr (1994-1997)

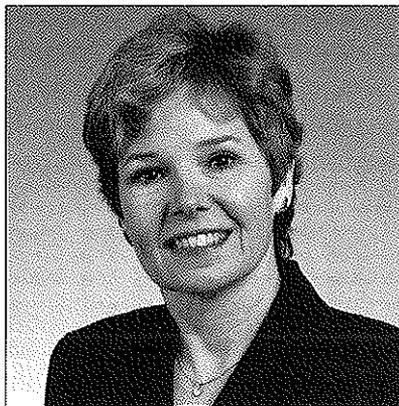
Director Patricia Balasco-Barr was committed to expanding existing community-based prevention and intervention services to meet the needs of clients. Barr initiated the substance abuse pilot program in Asbury Park, Camden, Newark and Paterson to help families affected by substance abuse. This initiative was subsequently implemented statewide. She also extended the Family Preservation Services program to all 21 counties.

Under Barr's leadership, a comprehensive system of services for birth families was developed to address the issue of boarder babies, children who remain in hospitals beyond medical necessity, by supporting new parents so that babies will not be left behind at hospitals.

Barr also initiated a program to bring together professionals and concerned citizens to address the issue of disruption of families due to parental incarceration.

During her tenure, the Division's voluntary placement agreement regulations governing children in out-of-home placement, were revised to ensure that families were given due process and that children were returned to their families within six months or referred to Family Court.

Barr graduated from Michigan State University with a Master's degree in Education.



Michele K. Guhl (1997-1998)

Michele K. Guhl served as Deputy Commissioner, DYFS from March, 1997 to June, 1998. Guhl received high marks for her strong leadership in working with staff, children's advocates and legislators.

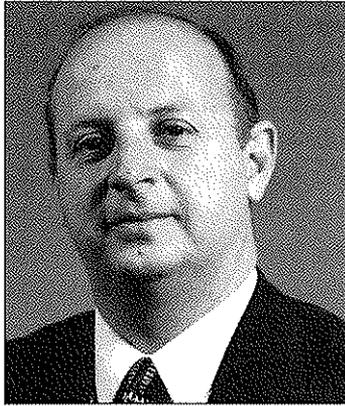
With increased funding for the child protection initiative, she implemented changes to improve the safety and efficiency of caseworkers investigating child abuse cases. She added more caseworkers, replaced staff cars with high mileage or maintenance problems, and purchased

cellular phones for staff working in depressed neighborhoods. Guhl also developed the Field Support Participation Project, an initiative aimed at sensitizing Central Office administrators with the day-to-day operations in the Division's 32 District Offices, five Adoption Resource Centers, four Institutional Abuse Investigative Units, and three Residential Treatment Centers.

In response to the Report of Governor Whitman's Blue Ribbon Panel on Child Protective Services, Guhl was challenged with developing a three-year-strategic plan to improve services to children and families. Two of the six areas in the plan—foster care and permanency—were given immediate priority and resources.

She also was committed to improving the accountability of the Division to the public. The Comprehensive Child Abuse Protection and Treatment Act, known as CCAPTA, addressed the issue of accountability by requiring the Division to release information to the public in the event of the death of a child under supervision.

She is a graduate of William Paterson College and Drew University. She headed the Delaware Valley United Way from 1979 to 1986 before turning to government work as Director of the Mercer County Human Services Department. From 1992 to 1995, she worked for the State Legislature and the Governor's Office. She became Deputy Commissioner of Human Services in 1995 and was appointed Commissioner in 1998



Charles Venti (1998-Present)

The current DYFS Director Charles Venti was appointed to his position in July, 1998. He has the unique distinction of being the only director in the history of the agency who has worked his entire career with DYFS, beginning in 1975 as a caseworker in the Jersey City District Office. He has held a number of field office, regional office and central office positions, prior to being named director.

Venti's tenure can be characterized as being a period of tremendous growth and change for the Division. He is responsible for instituting a significant number of reforms in many operational and organizational areas of the agency. A major overhaul of the foster care system has taken place resulting in the certification of foster homes; an increase in board rates; an enhanced training program for foster parents and a statewide recruitment campaign. In addition, significant strides are being made in securing permanency

for children. Among the initiatives being undertaken in the permanency model are: family group conferencing; mediation; informed consent; a foster-adopt project; and a relative placement policy.

Director Venti has developed a close working relationship with the state's colleges and universities. Venti has instituted programs with Rutgers' School of Social Work, Kean University and Montclair State University to increase the number of new workers with a degree in social work and to provide incentives for current workers to seek advanced degrees. He stated, "It is essential that the state's child welfare agency work with higher education to develop a highly qualified workforce to deal with the complex issues facing our clients now and in the future. We are also providing current workers with the opportunity to return to school to receive a master's degree."

In addition to the above, during Venti's tenure, many other advances have occurred to improve the agency, as well as its clients. Some of these initiatives include:

- A massive training program for Division staff has been put in place to enhance the professionalism of the workforce.
- Working in collaboration with the New Jersey Housing and Mortgage Finance Agency, new housing opportunities became available to both foster and adoptive parents. In Newark, 40 townhouses are offered to DYFS foster parents who meet income requirements and the statewide Home Ownership for Permanency Program assists families committed to adopting special

needs children with housing. These programs are the first of their kind in the nation.

- Increasing the Division's public/community Partnership network and stressing the need to work closely with faith-based organizations in order to prevent child abuse and neglect and to increase community involvement.

Charles Venti received a B.A. degree in Sociology from George Washington University and a Master's degree in Public Administration from Fairleigh Dickinson University.

This historical perspective of child protective services in New Jersey is dedicated to all of those individuals who have worked on behalf of children and families during this past century. We especially thank the 19 men and women, highlighted in this commemorative volume, for their insight and vision in leading the thousands of social work professionals and support staff throughout these many years.

This publication could not have been prepared without the assistance and cooperation of many people in the Division and Department. We thank you all.

State of New Jersey
Department of Human Services
Division of Youth and Family Services
Office of Community Education

Joseph Makowski
Editor

Hazel Russell
Co-Editor

Gail Tishman
Co-Editor

Published
March, 2000

STATE OF NEW JERSEY
EXECUTIVE DEPARTMENT

Proclamation

WHEREAS, the State of New Jersey has recognized the magnitude of the problem of child abuse and neglect; and

WHEREAS, child abuse can damage the lives of children physically, mentally and emotionally at a loss to society that is immeasurable; and

WHEREAS, the Division of Youth and Family Services was established by law in 1899 as the State Board of Children's Guardians to assume the supervision and placement of abused and neglected children; and

WHEREAS, for the past one hundred years, the Division of Youth and Family Services has worked tirelessly to heal the emotional and physical wounds suffered by children and to protect them from further harm;

NOW, THEREFORE, I, CHRISTINE TODD WHITMAN, Governor of the State of New Jersey, do hereby proclaim

1999

as the

CENTENNIAL ANNIVERSARY

of the

DIVISION OF YOUTH AND FAMILY SERVICES

in New Jersey, and urge my fellow citizens to become involved in efforts to help fulfill the needs of all our children.

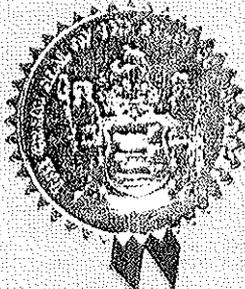
GIVEN, under my hand and the Great Seal of the State of New Jersey, this eleventh day of January in the year of Our Lord one thousand nine hundred and ninety-nine and of the Independence of the United States, the two hundred and twenty-third.

Christine Todd Whitman

GOVERNOR

BY THE GOVERNOR:

[Signature]



Michele K. Gull, Commissioner



Charles Vent, Director

Christine Todd Whittle, Governor
State of New Jersey

NEW JERSEY
Many Faces. One Family.

