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The Story of the Children's Bureau, Changing Times, Reshaping Priorities: 1961-1986

Presenters: Elizabeth Mertinko, Facilitator; Carl Rochelle, Narrator; Pam Day, Co-Director of Child Welfare Information Gateway; Deanna Fleischmann, Editor of *Children's Bureau Express*.

Operator: [00:00:00] Good afternoon, and thank you for standing by. Our lines will be on listen-only until the Question and Answer portion of the call. At that time, to ask a question suppress Star then 1, and please be sure to record your first and last name. Ms. Mertinko, you may now begin.

Elizabeth Mertinko, Facilitator: [00:00:13] Great, thank you. Good afternoon, everyone, and welcome to the ninth of twelve monthly webinars celebrating the Children's Bureau's Centennial Year. This is the third historical webinar we have offered. The first two historical webinars were held in April and August, and discussed the Children's Bureau from its founding in 1912 through 1960.

Today's webinar: "The Story of the Children's Bureau, Changing Times, Reshaping Priorities: 1961 to 1986," will describe the CB's work during this time with an emphasis on several pieces of landmark legislation that continues to impact the child welfare field today. Our last historical webinar will take place in March, 2013.

CB is also offering topical webinars that focus on current trends and controversial topics in the field. We hope that you will join us for these webinars.

Before we begin, just a few housekeeping items. First, please note that we have muted all telephone lines to minimize background noise. We will open the lines at the conclusion of the presentation to allow questions and comments from our audience.

Also, your feedback on these webinars is very important to us. We will be asking for your comments at the conclusion of today's presentation and ask that you take a few minutes to share them with us.

Finally, the slides and a recording of today's presentation will be available at the Children's Bureau Centennial website at <https://cb100.acf.hhs.gov>. We will share this information with you again at the conclusion of today's webinar.

Our narrator today is Carl Rochelle.

We also have with us Pam Day, Co-Director of Child Welfare Information Gateway. Ms. Day has over 35 years of experience in the child welfare field and will be offering commentary on some key points in Children's Bureau history with lasting impact on work in the field today.

Deanna Fleischmann, Editor of *Children's Bureau Express*, and the rest of our Gateway Team will be available to answer questions during our discussion period.

At this time I'd like to turn our discussion over to Carl Rochelle.

Carl Rochelle, Narrator: [00:02:12] Thank you. In the last two webinars we covered the first fifty years of the Children's Bureau. During the bureau's first half-century, progress was made in eradicating child labor and establishing the Children's Bureau as an authority on child wellbeing. By the early 1960s the bureau was poised to celebrate a successful first fifty years and establish priorities for the future.

When we left off in the late 1950s, Katherine Oettinger was named the fifth Chief of the Children's Bureau. Oettinger's early work with the bureau emphasized the importance of protecting and strengthening families by exploring better ways to provide in-home services. During this time, the bureau also emphasized reviewing the situations of children in foster care more frequently, to see if they could be safely returned home. Options as homemaker and daycare services were advocated as critical pieces of the family's strengthening puzzle.

A Census Bureau study in 1958 found approximately 400-thousand children under the age of 12 caring for themselves while their mothers worked. To address the needs of these children, the bureau appointed an ad hoc advisory committee on the daycare of children in 1959 in collaboration with the Women's Bureau. Particular attention is paid to the children of migrant worker families, resulting in a report to Congress on the subject in early 1961.

In the late 1950s and early 1960s, Chief Oettinger also focused on the protection of all parties in adoption. In Fiscal Year 1961, the bureau published legislative guidelines for states on the separate processes of termination of parental rights and the adoption of children. These guides were used to provide consultations to states and other groups as they worked to draft and improve state laws.

As early as the mid-1950s, the Children's Bureau initiated planning for the 1960 White House Conference on Children. For the first time, a group of youth, high school to college-age, participated in the planning committee. The 1960 conference, called The Golden Anniversary White House Conference on Children and Youth, was the largest such gathering to date, with 76-hundred delegates in attendance, as well as 34-hundred invited at the opening assembly.

At the conference, 210 subject-focused workgroups met and created 670 recommendations that were published as a result of the conference activities, along with statements of youth priorities that emerged from special panels of youth participants.

Following the conference, Congress appropriated 150-thousand dollars for the Children's Bureau to establish a special unit for follow-up. A fulltime consultant coordinated the unit to help the bureau focus on recommendations from the conference that impacted its work, such as addressing the rising delinquency rates and the need for more professional training for those working with children.

To maintain momentum, a National Committee for Children and Youth was established with representatives from private, state, and federal entities. The committee ultimately sponsored three biennial joint conferences on children and youth in 1962, '64 and '66, and two special conferences on unemployed youth.

President John F. Kennedy's Administration focused increased attention and legislative action in the areas of social service and public welfare. As president-elect in November, 1960, Kennedy

appointed a task force on health and social security to prioritize health and welfare proposals for the new administration. A number of the recommendations concerned children's programs, and impacted the Children's Bureau's work during the next few years. The most prominent changes involved social security, juvenile delinquency prevention, and mental retardation.

The Social Security Amendments of 1961 created a temporary expansion of the Aid to Dependent Children, or ADC, the program that authorized federal matching funds for state payments on behalf of children placed in foster care. Prior to this, funds were authorized to support only children living with their parents or certain relatives. States also were required to develop a plan for each child in foster care, including periodic reviews to determine what services a family needed for a child to return home, and whether or not ongoing foster care was needed. States were required to use services of the state's Public Child Welfare Program whenever possible, creating a formal link between two previously separate Social Security programs.

These Social Security provisions were made permanent the following year by the Public Welfare Amendments of 1962. These were other changes to the Child Welfare Program: Title V of the Social Security Act included an increase in appropriations and a broader definition of child welfare services, and earmarked funds for daycare services.

For the first time, the 1962 Amendments authorized the Children's Bureau to make grants to institutions of higher learning for child welfare training projects under Section 426 of Title IV-B, including traineeships to support graduate study leading to a Masters or Doctoral Degree in Social Work. The Amendments also authorized grants to employ additional instructors for the classroom or fieldwork, and short-term grants to support seminars, workshops, and other training activities. These grants were first awarded in 1963.

Two provisions made permanent by the Public Welfare Amendments had lasting impact on the need and availability of professional child welfare staff. State child welfare service divisions were required to show coordination with the state's ADC Program, strengthening the federally mandated link between the two programs. States were also required to have a plan for extending child welfare services, making services available to all children who needed them by July, 1975, with priority given to communities with the greatest need.

Addressing the impact of juvenile delinquency was another focus during the Kennedy Administration. In 1961, President Kennedy formed a special committee on Juvenile Delinquency and Youth Crime. Soon after, he signed the Juvenile Delinquency and Youth Offenses Control Program Act of 1961. The groundbreaking law created a three-year program of federal grants and aid and technical assistance for the prevention and control of juvenile delinquency. Although grants were administered by the Secretary of Health, Education and Welfare, the Children's Bureau retained an essential role by helping to administer the grant program. CB also provided technical assistance to grantees through [a] new youth development unit, and continued to create training materials and other publications on the subject.

One of the Kennedy Administration's most notable legacies was its commitment to prevention and treatment of mental retardation, which had also been a focus of Children's Bureau attention for several years prior to Kennedy's election. As early as 1956, one million dollars of the Children's Bureau's maternal and child health appropriation was dedicated to supporting

programs for mentally retarded children. The bureau also provided national leadership by helping states and health departments establish programs to detect and treat phenylketonuria, or PKU, a rare genetic condition that results in severe mental retardation if untreated. As a result of these activities, nearly 400 children with PKU were identified.

The program gained added momentum in 1962 when the President named a 24-member panel to develop a comprehensive and coordinated attack against mental retardation. The panel's resulting report led to the development of two laws passed just one year later, defining maternity and infant-care projects and research projects aimed at reducing mental retardation, as well as to authorize on-time grants for the development of comprehensive state plans with the same goal.

It was during the Kennedy Administration that the Children's Bureau marked its Golden Anniversary. A citizen's committee was formed to organize the celebration -- the First Lady, Jacqueline Kennedy, as the honorary chairperson. On April 9, 1962, the Children's Bureau turned 50 years old, and President Kennedy kicked off the day-long celebration with a speech that detailed many of the significant accomplishments of the Children's Bureau, as well as the challenges ahead.

Following the presidential speech, prominent child welfare experts forecast what life might be like for American children in 2012. In the evening, a birthday dinner and reception honored the three living former and current bureau chiefs. Many well wishers from around the country sent telegrams to commemorate the occasion.

Despite the bureau's valuable work during this period, structural shifts began to indicate later changes on the horizon. In October, 1962, Congress amended the Public Health Act to create an Institute of Child Health and Human Development within the Public Health Service, or PHS. The PHS and the Children's Bureau developed a working agreement to avoid duplicating efforts. The PHS would focus on health problems and human growth and development, while the Children's Bureau would focus on improving maternal child health and welfare, and crippled children's services.

In January, 1963, the Children's Bureau was moved from the Social Security Administration to the newly created Welfare Administration, which also included the Bureau of Family Services, the Office of Juvenile Delinquency and Youth Development, and Cuban Refugee Program. This move reflected a growing emphasis on coordination between child welfare services and the Aid to Families with Dependent Children's program administered by the Bureau of Family Services.

"I wonder if there is any time that our children seem more precious to us than the years when they move from childhood into youth, when the world is opening before them, and they and we are dreaming big dreams of what the future will hold for them." Chief Katherine B. Oettinger, Fifth District Parent-Teachers Association, Lovell, Kentucky, March 12, 1962.

In 1964, President Lyndon B. Johnson signed the Economic Opportunity Act, a keystone of his war on poverty. Its anti-poverty provisions included several new work opportunity programs, as well as education and other support for poor families, including migrant workers. The law also highlighted the president's priority to prevent juvenile delinquency, building on work begun

during the Kennedy Administration. The law established programs for youth such as Job Corps, Neighborhood Youth Corps, and VISTA, emphasizing proactive attention to the needs of youth.

Within the Children's Bureau a Youth Services Unit developed in 1966 was charged with identifying the needs of youth transitioning to adulthood and stimulating new approaches to dealing with them. One early program of this unit focused specifically on the needs of young parents, ages 14 to 19. Although these programs placed a greater emphasis on prevention, the Children's Bureau also continued to study ways to improve the effectiveness of juvenile court systems in treating offenders.

In 1965 the bureau designed and improved local, state, and federal reporting plans for juvenile courts. The bureau continued to consult states on juvenile delinquency, and examined state facilities and programs for juvenile offenders in 1967. The bureau released a revised version of groundbreaking standards with juvenile and family courts that year, which emphasized the importance of due process for youth offenders.

The needs of young children were also of great concern to the president, convinced by the creation of the Head Start Program in the summer of 1965. In April, 1968, the president named a federal panel on early childhood to coordinate the efforts of all federally funded early childhood programs, and help develop plans for the most effective use of those funds. To that end, the panel created the Community-Coordinated Child Care Program, 4-C, to encourage similar coordination at the local level.

In addition to participating on this federal panel, Children's Bureau staff published a newsletter, *Day Care Notes*, beginning in April, 1969, to inform the public of the panel's activities. Two new health care projects during this time provided additional resources to address the health care needs of infants and young children in low income areas.

The maternity and infant care projects were established in April, 1964, to reduce high maternal and infant mortality rates in target areas, particularly in crowded urban ghettos. By June 30, 1968, 53 such projects were funding regular prenatal appointments, nutritional counseling, transportation assistance, homemaker assistance, and hospital births for low income mothers. Target cities experienced significant decreases in infant mortality rates which prompted Congress to authorize the projects to continue through June 30th, 1972.

In addition, in March, 1966, the Children's Bureau provided a grant to the Chicago Board of Health to establish the first federally-funded comprehensive health service for preschool and school-aged children of low income families. By June 30, 1968, the bureau had funded 58 similar projects providing comprehensive healthcare to 220-thousand low income children. Services included screening, diagnostic, and preventive medical and dental services.

Research during this period was conducted also by the Children's Bureau staff, or funded through grants on a wide variety of health-related topics, including the impact of premature births, children with emotional disturbances, mental retardation, neurological defects of infancy, and childhood hunger and malnutrition.

Some of the bureau's published studies in the mid and late 1960s included vision screening of the preschool child; parent and family education for low-income families; the practice of nurse

midwifery in the United States; prevention of iron deficiency anemia in infants and children of preschool age; recommended guidelines for PKU programs; and multi-service programs for pregnant schoolgirls.

While the programs developing in the mid-1960s enhanced the Children's Bureau's work on behalf of children by providing critical supports for struggling families, they also created increased demand for professional social workers, already in short supply. The Children's Bureau continued to offer assistance in the form of training grants, as well as research grants that explored various methods of organizing and using professional and paraprofessional staff.

For example, in 1966 the Children's Bureau created and distributed a process for state child welfare agencies to evaluate their intake processes to improve services. During this time the Children's Bureau also continued to expand its research and training for workers by exchanging information with other nations.

The International Health Research Act of 1960 expanded the Children's Bureau's ability to conduct research and training activities in foreign countries. The bureau often arranged for maternal and child health, or child welfare specialists from other countries to attend training or observe programs in the United States. The bureau also performed international health and child development research projects in countries such as Israel, Pakistan, India, Egypt, Poland, and Yugoslavia.

The 1950s post-World War II baby boom resulted in a 1960s concern about population explosion and interest in family planning. While the topic of family planning had been traditionally off limits, the increased interest shifted the Children's Bureau's position on the issue. Consistent with the efforts of other federal agencies and national organizations such as the American Medical Association, the American Public Health Association, and the National Academy of Sciences, the bureau funded research and demonstration grants, supported professional staff training, and offered matching funds to state maternal and child health programs to increase access to family planning strategies.

By 1968, nearly all states were providing some form of family planning services, bringing family planning assistance to more than 420,000 women. In the meantime, family planning had become a deep personal interest of Chief Oettinger. In April, 1968, President Johnson appointed Oettinger to be the new Deputy Assistant Secretary for Population and Family Planning. Pardo Frederick DelliQuadri was appointed as her replacement as Chief of the Children's Bureau. DelliQuadri's term was brief; he left the bureau in 1969 in anticipation of a significant reorganization.

On September 17, 1969, Secretary of the Department of Health, Education, and Welfare, Robert H. Fuchs, announced that the Children's Bureau was being moved from the Social and Rehabilitation Service to a new Office of Child Development, OCD, within the Health, Education, and Welfare's Office of the Secretary. The newly formed OCD had three bureaus: the Children's Bureau, the Head Start Bureau, and the Bureau of Program Development and Resources. According to the official announcement, the Children's Bureau retained authority to perform the functions assigned to it by Congress when the bureau was created in 1912. In

actuality, however, many of the bureau's responsibilities were assigned to other areas of the federal government, never to be regained.

All health programs, including Maternal and Child Health Services, Crippled Children's Services, Maternity and Infant Care Projects and Health Research were permanently relocated, after decades of debate, to the Public Health Service, within the Health Services and Mental Health Administration.

Today these programs still exist within the Department of Health and Human Services, Juvenile Delinquency Services, Child Welfare Services under Title IV of the Social Security Act; and services to families in the AFDC Program were retained by the Social and Rehabilitation Service within a new unit, the Community Services Administration, or CSA.

As a result of these changes, the bureau was left to administer research and demonstration grants, but no direct service programs. The position of the Chief of Children's Bureau, vacant since DelliQuadri's departure in 1969, also ceased to exist in its current form. The Director of OCD would hereafter also hold the title of Chief of the Bureau. When the new director, Dr. Edward Zigler, was appointed in 1970, he was quick to address concerns about the changes. Despite the loss of many of the bureau's former programs, Zigler promised the bureau would retain key responsibilities such as advocacy for disadvantaged children; standard settings for services; technical assistance to states; drafting models for state legislation; and recommending federal legislation involving children's services.

Zigler appointed pediatrician Fredrick Chapman Green to be Associate Chief, the role now responsible for the bureau's day to day operations in August, 1971.

By 1972, the new Children's Bureau had been reorganized into three major subdivisions representing the new scope of its responsibilities -- The Division of Research and Evaluation; the Division of Public Education; and the National Center for Child Advocacy. The Center, in turn, was made up of three subdivisions. A Children's Concern Center to address questions and ideas received from the public; a Secretariat to collect information about children and children's programs; and a Division for Vulnerable Children.

After extensive planning efforts, it was decided in 1970 that for the first time there would be two separate White House Conferences: one on children, another on youth. At the seventh White House Conference on Children held in December, 1970, attendees identified sixteen overriding concerns for child wellbeing. The top three concerns called for comprehensive family-oriented child development programs; strategies to eliminate racism affecting all children; and a guaranteed basic family income adequate for children's needs.

Attendees also created 25 specific recommendations and encouraged more federal attention to children's issues during the establishment of a federally-funded Child Advocacy Agency and a cabinet post dedicated to the needs of children.

Regional follow-up meetings were held in five cities, and the Children's Bureau Conference follow-up office worked with advisors and representatives to determine the best approach to implement the recommendations.

A separate White House Conference on Youth was planned and conducted largely by the youth delegates themselves. In April, 1971, 915 youth met along with 473 adults to discuss ten areas of concern. These included foreign relations, environment, race and minority group relations, drugs, education, the draft, poverty, legal rights and justice, and other important issues including the economy and employment values, and values in ethics and culture. After four days of discussions, a follow-up committee was elected to meet with federal officials to present recommendations to the president and issue a final report to the delegates. Although White House conferences on specific issues pertaining to children and youth have been held since that time, these conferences were the last to be conducted in the tradition of the original 1909 White House Conference on the Care of Dependent Children.

One benefit of the Children's Bureau's reorganization in 1969 and 1970 was an enhanced focus on the critical areas of foster care and adoption. These needs had been growing throughout the 1960s as the number of children receiving child welfare services each month grew by 50 percent between 1961 and '67. The composition of children in foster care also was changing.

Although the impact of the War on Poverty meant fewer families were breaking up due to poverty alone, a larger percentage of children entering foster care were now doing so for reasons that resulted in greater emotional disturbances such as parental instability, substance abuse, and child abuse and neglect. These changes in children and families required changes in how child welfare agencies did business.

Between 1969 and 1973, professionals and researchers explored early principles such as family-centered casework, family reunification, and children living with relatives and other guardians. Along with these changes came a growing recognition that foster parents were critical partners in the work of providing support for struggling families. Foster parents began to form advocacy groups, and the Children's Bureau offered support for this movement by publishing a list of Rights of Foster Parents. These rights were the key topic of discussion at the first bureau-sponsored National Conference of Foster Parents held in May, 1971. The conference was attended by 850 foster parents and social workers from 47 states.

One unanimous resolution from the Foster Parents Conference was the initiation of an annual National Action for Foster Children Week, which was proclaimed by President Nixon in April of 1972. The week's activities served to raise awareness of the needs of foster children; support the recruitment of foster parents; and assess resources and services available to support foster children and their families.

Building on that momentum, the Children's Bureau collaborated with the national voluntary organizations and established a federal steering committee to work with communities and groups seeking to improve services to foster children and their families. The bureau also provided grants to fund a second National Conference of Foster Parents held in May, 1972, and support the development of educational opportunities for foster parents, and the establishment of a National Foster Parent Information Exchange.

The second National Action for Foster Children Week in April, 1973, was followed by the convening of a Congress of foster parents and concerned citizens to develop a Bill of Rights for Foster Children. The group met during the third National Foster Parents Association Conference

to pledge their support for the ten articles. The Children's Bureau Associate Chief, Dr. Frederick Green, presided over the conference.

Now here's Pam Day, who I remind you is the Co-Director of the Child Welfare Information Gateway. Pam?

Pam Day: [00:31:44] Carl, these events provided the foundation for later efforts to expand visibility of foster care and the needs of children and youth in care including what is now known as National Foster Care Month.

Carl: [00:32:01] The need for permanent families was growing, at least as quickly as the need for foster families. During this period the emphasis in adoption policy was placed on finding parents for many children awaiting families. As a result, increased attention was given to the growing number of "hard to place" children, including those from minority groups, older children, children with disabilities, and sibling groups.

Agencies also began to expand their thinking about adoption in order to meet those children's needs by considering possibilities such as cross-cultural, trans-racial, single parent, and subsidized adoptions.

So, Pam, this was the change in the thinking about children and adoptions?

Pam: [00:32:47] Yes. Up until this time, children with disabilities, racial minorities, and sibling groups who could not return to their families generally remained with foster care until they emancipated. Adoption had simply not been considered an option for them.

Carl: [00:33:04] In 1970, the Children's Bureau initiated a multi-year nationwide recruitment effort that helped develop adoption resources for African American children and children of mixed racial background. They began by conducting interviews with 100 adoptive parents, agency representatives, and African American organizations in five cities to explore what might be done to enhance recruitment efforts including trans-racial and subsidized adoptions.

By 1973, 22 states had passed laws to provide subsidies to families who were well prepared in all ways except financially to meet a child's needs. Many more states were consulting with Children's Bureau staff and developing their guidelines. In addition, the Children's Bureau provided a grant to Illinois to support evaluation of the impact of the adoption subsidy program on adoption of children from minority groups.

The following quote from an article in CB's periodical *Children Today* from 1972 gives a sense of CB's perspective on adoption at the time.

Pam: [00:34:19] "One of the major changes in the area of adoption has been an attitude towards it. When adoption first became an accepted practice, it was seen as a service for couples who did not have children. Today, it is seen as a service for children who do not have parents. Whereas once only healthy white infants were placed with healthy white families, agencies now consider most children for adoption placement. We have seen a tremendous growth in placement in older children, handicapped children, and non-white children. The caucus of subsidized adoption and increased recruitment have brought the possibility of adoption to people who had never before

considered it. More realistic standards on the part of agencies have also encouraged many couples who earlier might have been intimidated by agency requirements to come forward as adoptive parents." Joseph Reed and Maxine Phillips in child welfare since 1912; *Children Today*, 1972.

Carl: [00:35:23] Meanwhile, concern about child abuse and neglect, which by this time represented one of the most common reasons children entered foster care and required adoption services, continued to grow. The medical community began to recognize the concern in July, 1962, when pediatrician, Dr. C. Henry Kempe and his colleagues published a paper titled "The Battered Child Syndrome." However, the Children's Bureau was aware of this emerging issue even before Kempe's article was published.

Two meetings in 1962 provided the draft basis for a model statute to address apparent increases in physical child abuse. In 1963 the bureau was distributing suggested legislative language or law requiring doctors and hospitals to report suspected abuse. Thanks in part to the bureau's leadership on the issue, all states had enacted child abuse supporting laws by the end of 1967.

In addition to reporting, the Children's Bureau emphasized prevention by providing research and demonstration grants as early as 1966 to explore the causes of child abuse and what steps might be taken on a national level to prevent further cases. In 1973 the Office of Child Development (OCD) was designated by Secretary of HEW Casper Weinberger to be the lead agency to conduct interdepartmental efforts to prevent child abuse and neglect. That year OCD awarded two grants totaling nearly \$100,000 to collect information about the problems and survey current local child protection efforts, including a clearinghouse established by the Children's Division of the American Humane Association to gather such information and design a voluntary uniform reporting system for the states.

President Nixon signed the Child Abuse Prevention and Treatment Act (CAPTA) on January 31st, 1974, in response to growing public concern about child abuse and neglect. CAPTA provided unprecedented financial assistance to help states develop child abuse and neglect identification and prevention programs. To access this funding the states had to meet certain requirements including stronger laws governing the reporting of alleged child abuse and neglect, as well as standards relating to investigation, and cooperation among law enforcement, the courts, and social service agencies.

In CAPTA's first year, Federal Fiscal Year 1975, sixteen states qualified for grants, totaling nearly \$750,000. CAPTA also authorized funding for continued federal research into child abuse and neglect incidents, prevention, and treatment.

CAPTA established the National Center on Child Abuse and Neglect (NCCAN) within the Children's Bureau to administer state grants and provide technical assistance to help states qualify. NCCAN also administered discretionary grants, identified areas of focus for research and demonstration programs, created training materials for workers in the field, and collected and disseminated information through its National Clearinghouse on Child Abuse and Neglect information.

An advisory board including representatives of all federal agencies responsible for child abuse programs was established to assist the program coordination and advise on standards for prevention and treatment projects. In June, 1974, Congress appropriated 4.5 million dollars to support the center's first year activities. NCCAN's first director, Douglas J. Besharov, J.D., was appointed the following year.

One of NCCAN's first priorities was to help states enhance their reporting laws by addressing issues such as confidentiality and reporter immunity, and revising the model child abuse and neglect reporting law. Other grants during the center's first two years funded demonstrations of services to abused children and their families, including programs to address the needs of specific populations such as military, rural migrant and Native American families, and research into underlying causes of abuse and neglect. NCCAN also helped the newly-founded Parents Anonymous, established in 1970, develop additional chapters around the country.

In 1976, NCCAN developed its first campaign to raise public awareness and generate referrals for families at risk of child abuse and neglect. The campaign included television and radio public service announcements (PSA's), newspaper ads, posters, and a handbook for communities. The materials emphasized advanced planning to ensure that communities were prepared to follow up effectively on resulting reports and requests for help.

During the mid-1970's, a series of news reports and state studies created wider public concern for the plight of children adrift in foster care who remained there simply for lack of a better plan. The sheer growth and the number of children in foster care also caused alarm, as the numbers grew from 177-thousand in 1961, to 503-thousand in 1978. Many factors were believed to contribute to this increase, including growing awareness and reporting of abuse and neglect, and fewer adoptive placements.

Structural changes in services and funding played a role as large facilities for children with mental retardation and mental illness were shut down in the 1960s and '70s without an increase in family and community-based services. Children's advocates also observed that the way child welfare services were funded at the federal level created challenges, because the government subsidized foster care services for children in state custody, but not services to prevent children from being separated from their families, or to provide for children in adoptive homes.

The bureau funded several studies during the mid to late-1970s in response to concerns about children in foster care; *Foster Care in Five States*, published in 1977, revealed insufficient preventive services for families, neglect of children's needs once in care, and inadequate preparation for foster parents. Another study published the same year reviewed child welfare services in 25 states, and identified numerous workforce issues contributing to the problem, including the lack of professional child welfare leadership and practice, minimal staff development, and heavy workloads.

As a result of these report's recommendations in 1979, the bureau provided grants totaling more than two million dollars to establish a National Child Welfare Training Center at the University of Michigan's School of Social Work, and ten regional training centers. The National Center focused on disseminating best practices and coordinating the regional center's efforts. It also provided a comprehensive review of the current status of educational programs for the child

welfare workforce including in-service programs, as well as collaborations between universities and child welfare agencies.

So, Pam, it seems that this early work really set the stage for CB's provision of T&TA to states and tribes today.

Pam: [00:43:49] Yes. Way back in 1979 this network of centers formed the foundation for the bureau's current T&TA network. While there certainly have been changes over the years, these centers provided support and assistance to child welfare agencies in each of the ten regions.

In addition to the training centers, there also were centers in each region focusing on child abuse and neglect, and on special needs adoption.

Carl: [00:44:16] State and local agencies and private and grassroots organizations also worked to identify creative solutions. The passage of Title XX of the Social Security Act in January, 1975, with its emphasis on state flexibility in community participation in planning for human services encouraged a strong constituency to speak out in support of foster children. This national grassroots movement continued to blossom through Foster Parent Association conferences and annual national actions for Foster Children's Week activities sponsored by the Children's Bureau.

A 1976 bureau publication, *Sharing and Caring*, encouraged citizens to join the effort by forming or becoming involved with local action for foster children committees. Both the understanding of the problems with foster care and potential solutions were grounded in a new found sense of the importance of families to children and their development.

As early as 1974, Children's Bureau central and regional office staff met to discuss ways to reduce the need for and improve the quality of foster care services. The bureau targeted three specific improvements to the child's welfare system: in-home services to strengthen families and prevent out-of-home placement; permanency planning for children in out-of-home care; and removal of barriers to adoption of children with special needs.

In 1977 the Children's Bureau began supporting a National Clearinghouse for home-based services to children and families at the University of Iowa School of Social Work. The clearinghouse was created to facilitate research, and serve as a resource for many public and private agencies that were already shifting toward services to keep children with their families. While earlier home-based services were more limited, these family preservation services were comprehensive intensive service models that provided short-term around-the-clock therapeutic services.

So, Pam, is this model of providing services to families in their own homes something that continues to this day?

Pam: [00:46:45] It is. In fact, this was the first of the National Resource Centers focused on specific child welfare practices that are intended to improve outcomes for children and families. And the National Resource Center for In-Home Services exists at the University of Iowa today.

Carl: [00:47:03] One such program was Homebuilders, started in 1974 in Tacoma, Washington. Homebuilders provided intensive 24-hour a day therapeutic services to families in crisis. After Homebuilders demonstrated initial success, the Children's Bureau provided a grant in 1977 to fund additional therapists and a more formal control group evaluation. This, and future demonstration efforts, prompted extensive development of family preservation services across the country in the coming decade.

The Children's Bureau encouraged the development of innovative permanency practices through research and demonstration grants in 1973. The bureau provided a three-year demonstration grant to the Children's Services Division of the Oregon State Department of Human Resources to support its freeing children for a permanent placement project that year. The project emphasized termination of parental rights in order to expedite adoption for children who had been in foster care longer than one year, and who were believed to be unlikely to return to their homes.

Through strategies such as reduced caseloads and independent counsel for children, more than 60 percent of the 509 children in the program achieved permanency in the first three years, either through reunification or adoption. As a result of the program's success, the Children's Bureau decided to offer additional grants beginning in 1976 for states to replicate the Oregon project, or test other approaches to enhancing permanency. The bureau also awarded six short-term training grants during FY 1978 to develop materials to help foster care workers and supervisors more effectively achieve permanence for children.

So, Pam, it sounds like the concept of permanency really changed at that time.

Pam: [00:49:12] It definitely did, Carl. This introduced the notion of permanency planning, and that children can be returned to their families. What they found through these demonstration grants was not only that children could in fact be provided permanency through adoption, but also that [through] clear practices in working with the courts and being very focused, many children were actually able to be returned home. And that had not even been anticipated.

Carl: [00:49:50] Material focused on two strategies to increase adoptions for children with special needs during the mid-1970s. In 1974, the bureau awarded a grant to the Child Welfare League of America to develop model state laws for subsidized adoption and termination of parental rights, or TPR. The model drew on broad public input, as well as the strength of laws already enacted in 39 states. It was approved in July, 1975, and disseminated to more than 6,000 state directors, committees, voluntary organizations, schools of social work, and others.

The second strategy to increase adoptions was to encourage states to enact the Interstate Compact on the Placement of Children (ICPC), a uniform state law that provides critical protections for children being placed across state lines for the purposes of foster care or adoption. Although the ICPC was drafted in 1950 and first enacted in New York in 1960, little progress had been made in encouraging states to join by the mid-1970s. The Children's Bureau lent its support and provided a grant to the American Public Welfare Association to encourage more states to join.

In 1975, Senator Walter Mondale's Subcommittee on Children and Youth conducted two days of hearings on the adoption of children with special needs, which helped establish the framework

for the first federal legislation in the field of adoption, The Child Abuse Prevention and Treatment and Adoption Reform Act (P.L. 95-266), which was signed into law in April, 1978. Title II of that law authorized the Department of Health, Education and Welfare to establish a national data system promoting quality standards for service, develop a National Adoption Information Exchange, and offered training and technical assistance to state adoption programs. Title II also authorized the department to propose model legislation which called for adoption assistance for all children with special needs, and expanded grounds for termination of parental rights, and it clarified the role of adoption agencies and states in facilitating and supporting such adoptions.

Title II of the law also established the Adoption Opportunities Program with the aim of eliminating obstacles and facilitating adoptions for children with special needs. In FY 1980, the Children's Bureau awarded grants totaling 4.8 million to 16 projects to facilitate adoption of foster children, including children over the age of 12, minorities, and children with disabilities. A large portion of those funds was used to establish 10 regional adoption resource centers to provide technical assistance to states, collect and disseminate resources to state and local agencies, train child welfare workers, and help establish adoptive parent groups.

The Child Welfare League of America received two significant awards from the Adoption Opportunities Program. One, to develop the National Adoption Information Exchange; and the second, to support creation of PSAs to recruit adoptive and foster parents, with the theme: "You can make a difference." All national projects were required to address the needs of minority children in the foster care system, including representation of a diverse group of children in all visual ads and announcements. In addition, four projects were funded exclusively to meet minority children's needs.

Inter-country adoptions had been taking place in significant numbers since the Korean War. Between 1968 and 1975 the number of inter-country adoptions more than doubled, to approximately 3,000 per year. Although these adoptions were completely independent, or overseen by private licensed agencies, the Children's Bureau still had a great interest in how the children were faring.

The highly publicized Orphan Airlift, or Operation Baby-Lift that occurred at the end of the Vietnam War in 1975 brought inter-country adoption to the world's attention. Just before the fall of Saigon, approximately 2,000 infants and young children were quickly evacuated from South Vietnam to the United States under the auspices of the U.S. Agency for International Development, and through the efforts of seven private adoption agencies approved by the Vietnamese government. Supporters said the effort saved many young lives, while critics argued that the children's orphaned status was not clearly established in all cases. Some suggested that the Children's Bureau should oversee similar international adoption efforts in the future. That year, the bureau also published *Tips on the Care and Adjustment of Vietnamese and Other Asian Children in the United States*.

In 1980, the bureau released two more publications to provide information, and encouraged enhanced protection with foreign-born children and their adoptive parents. Inter-country adoption guidelines contained modeled administrative procedures developed by a 22-member advisory committee including agency representations or representatives as well as parent groups.

The bureau's National Directory of Inter-Country Adoptive Services Resources served as an information resource for all those interested and involved in inter-country adoptions. It was the first resource of its kind published in the United States.

The Children's Bureau, in partnership with the Bureau of Indian Affairs, funded the Indian Adoption Program from 1958 to 1967. The Child Welfare League of America administered the project with the cooperation of nearly 50 public and private adoption agencies through which 395 Native American children were placed with white families.

In a time when race matching and adoption was nearly a universal policy, this program was a notable exception. Many child welfare leaders at the time viewed the project as an example of enlightened practice and decreased racial prejudice. On the other hand, Native American activists denounced the project as a genocidal attack against Native communities and cultures. It may be that Indian leaders would rather see their children share the fate of their fellow Indians than lose them in the white world. It is for the Indian people to decide. Researcher, David Fanshel, *Far From the Reservation*.

The Indian Adoption Program was one of the events that motivated activists to urge passage of legislation to protect Native American children's ties to their tribes. Federal policies of placing Indian children in federal boarding schools with the goal of assimilating them into mainstream American society resulted in lost ties between Indian children and their families, cultures, and communities. Too often, state officials, failing to understand the importance of cultural beliefs and the value of the extended family, advocated for the removal of Indian children from their homes in favor of foster care placement.

A 1976 study showed that 25 to 35 percent of Indian children were being removed from their homes by state courts and welfare agencies. The vast majority, 85-percent of these, were placed in non-Indian homes or institutions. In April, 2001, CWLA President and CEO Shay Bilchik expressed the incumbent board of directors' sincere and deep regret for CWLA's role in the Indian Adoption Project.

In response to these alarming trends, Congress passed the Indian Child Welfare Act (ICWA) in 1978. ICWA was designed to protect the best interest of Indian children, and promote the stability and security of Native American tribes and families by granting jurisdiction to the tribe in custody matters involving Indian children. Since the passage of ICWA, the Children's Bureau has worked closely with the Bureau of Indian Affairs and other groups to disseminate information about the law, and to enhance communication between tribal and state child welfare systems.

On February 14th, 1980, John Calhoun was sworn in as the new Commissioner of the Administration on Children, Youth and Families, or ACYF, and Chief of the Children's Bureau. Before his appointment Calhoun has served as Youth Services Director in Massachusetts. He brought with him a strong belief in family-based services, and also advocated the creation of the Office on Domestic Violence. He sought to enhance both citizen involvement and federal cooperation in programs for children and families.

Shortly before Calhoun's appointment in October, 1979, the bureau's parent agency, the U.S. Department of Health, Education, and Welfare, was renamed the U.S. Department of Health and Human Services (HHS) through the Department of Education Organization Act. "Everything I've seen and done over the past 15 years has convinced me that the best way to help children is through families." John Calhoun, that is swearing in.

Around the same time as the adoption reforms of the late 1970s, momentum also was building for significant changes in federal foster care legislation. A General Accounting Office (GAO) report investigating the National Foster Care System was published in 1977 and recommended increasing caseworker visits with foster children and parents, more closely monitoring services provided and children's progress, and the possible expansion of the Aid to Families with Dependent Children.

Then Governor of California Ronald Reagan and California Representative George Miller requested the GAO report. Legislation was later introduced to address these and other expert's recommendations, but the Bill did not pass the Senate.

In the mean time, CWLA and the Children's Defense Fund (CDF), were forming a large and active alliance of advocacy groups to lend their voices to the National Reform Effort. Two reports, published by CDF and the National Commission on Children in Need with Parents, summarized multiple studies and testimony for more than 400 witnesses in nine regional hearings. The report identified numerous problems with the National Foster Care System and made recommendations to address them.

The problems they cited included foster care drift; and Pam, I wonder if you could explain what they really mean by foster care drift.

Pam: [01:01:58] Right. That was a concern that many children who were remaining in care were being placed in care because of child abuse and neglect most frequently, and were remaining in care for indeterminate periods of time. For example, the Fanshel study that you mentioned, one of Fanshel's studies that was mentioned earlier, they found that in New York City children were placed at a very young age, often in early infancy, and the chief plan was emancipation. There was literally no work done with the parent at all. And that meant the children would remain in care, in sometimes multiple places over many years.

Carl: [01:02:36] So it is a significant concern.

Pam: [01:02:38] It was.

Carl: [01:02:40] The court's reluctance to terminate parental rights, inadequate payments to foster parents, overburdened, underpaid, and often professionally unprepared staff, and the federal funding disincentive to move children out of foster care will prevent their placement, and their first case all contributed to this.

The studies, in addition to news coverage, the vocal support of advocacy groups, spurred both the House and Senate to introduce new bills in 1978 that included many of the same features that were introduced a year earlier. The bills were written in partnership with the Children's Bureau staff and leadership, members of Congress and advocacy organizations, and were passed in 1979

with tremendous bipartisan support. President Carter signed a final bill, the Adoption Assistance and Child Welfare Act, P.L. 96-272, on June 17, 1980.

The Act affected major changes in how child welfare services were funded and administered at the federal level. Funds for foster care originally authorized until Title IV-A of the Social Security Act were now appropriated under a new section, Title IV-E. Foster care funds, formerly open-ended, were kept under the new law. Federal adoption subsidies provided further incentive for states to move children toward permanency and away from long-term reliance on foster care.

Title IV-E also required state plans to guarantee that a reasonable effort would be made to prevent foster care placement, or to return children home as quickly as possible. Responsibility for the administration of Title IV-E funds, which had remained with the Social Security Administration during the bureau's 1969 move, was restored to the bureau. Child welfare services formula grants funded under Title IV-B also sought changes primarily in the form of new conditions on the use of funding increases above 1979 appropriation levels. To access those funds the states were now required to establish certain safeguards. For the first time states were required to provide written case plans for individual children, ensure placement in the least restrictive setting in the child's best interest, and hold case reviews regarding the suitability of those plans every six months. An additional hearing was required after 18 months in care to establish permanency plans for the child's future, and to prevent children from drifting in foster care indefinitely.

Among the law's groundbreaking requirements is providing federal assistance for special needs adoption. The law required states to establish an adoptive assistance program. If mandated, preventive services to keep children with their families mandated permanency placing and gave states financial incentive to focus on serving families. It also required states to conduct an inventory of all children in foster care for six months or longer. It would be difficult to overstate the significance of these changes in the history of the U.S. Child Welfare System. The law both reflected and propelled a shift in thinking from states' reliance on foster care to a focus on permanence for children, achieved either by remaining with or returning to the families of origin through adoption.

So, Pam, this was really a time of significant cultural change in child welfare.

Pam: [01:06:35] Yes, 96-272 truly introduced the term "family" in a significant way in our field and in our work, and an analysis of the law suggests that the term family is mentioned many times in the laws compared to previous laws, where the term family was just barely mentioned. And certainly, I think that what we found was that the law recognized the importance of families for children, certainly first and foremost families of origin; but in any case, a permanent family for each child.

Carl: [01:07:18] Along with the new requirements for states and administration of the new Title IV-E program, the law assigned the Children's Bureau a host of additional responsibilities by imposing greater accountability on federal and state systems alike. For the first time, the bureau was required to report to Congress on foster care placements, and the Title IV-E program to collect and publish data on foster care and adoption, and to conduct regular audits of state programs. Its first responsibility was to publish regulations that would put the legislation into

practice, which it did in close collaboration with national and state welfare authorities, and by gathering public comments.

The bureau found administrators in many states were aware of the challenges of the current foster care system, eager for change, and in agreement with the law's general direction. Many states began to implement its requirements even before the regulations were finalized.

The inauguration of President Ronald Reagan in 1981 brought significant change to the plans for implementing P.L. 96-272. On March 3rd, 1981, just 41 days after Reagan's inauguration, the interim final rule was withdrawn. Two months later a final rule was issued that removed many of the original regulation's more detailed requirements. As a result it would be many years before the child welfare system would reap the full benefits of this landmark legislation. Nonetheless, a 1984 Report to Congress on Early Implementation of the law during the three years that the regulations remained in limbo, found that the number of children in the U.S Foster Care System had been reduced by 50 percent -- from a half million to 250 thousand.

Other changes for the child welfare system also followed Reagan's election. The Federal State Joint Planning Process the Children's Bureau staff had begun to develop in the late 1970s was dropped in favor of a more straightforward administrative review of Title IV-B and Title IV-E programs. The majority of states were found to meet legislative requirements. However, millions of dollars in disallowances were issued during the early years of the program -- 1984 through 1988. These and other changes resulted in a further strain on state resources and increased competition for child welfare funding.

Clarence E. Hodges became Commissioner of ACYF and Chief of the Children's Bureau in 1981. Hodges was formerly the Assistant Director of the Community Services Administration and Director of the Office of Community Action. Hodges' background included experience administering employment and housing assistance programs. He also was active in politics, serving as Staff Assistant to Senator Richard G. Lugar, and running for the U.S House of Representatives himself in 1980.

In 1984, Hodges was succeeded by Dodie Truman Livingston, former Special Assistant to the President, and Director of the Office of Special Presidential Messages. A writer and researcher by trade, Livingston had a strong personal interest in adoption and children's issues.

Many of the Children's Bureau's functions and resources were moved up and out of the bureau during this period. For example, the bureau's highly successful publications department was dismantled. By 1983, many of its popular publications were either eliminated or became the product of other agencies. Nonetheless, program resources such as the adoption opportunities, child welfare research and demonstration, and child welfare services and training grant programs continued to be used to focus attention and advance the field's knowledge and skill in critical areas.

Adoption continued to be an area of concern throughout the 1980s and received bipartisan support. After the first adoption week was established in 1976 by Governor Michael Dukakis of Massachusetts, other states and communities followed suit. In 1984, Congress designated the week of November 19th through 25th the first National Adoption Week. A few years later,

President George H. W. Bush and First Lady Barbara Bush held some of the earliest National Adoption Week events at the White House that featured adoptive families.

Meanwhile, adoption opportunities and grants continued to support demonstration programs to remove barriers to adoption for children with special needs. One focus was on raising the visibility of waiting children through efforts such as computerized national adoption exchange, funded in FY 1983, as well as by encouraging television stations and newspapers to feature children in foster care awaiting adoptive families. Due to a growing awareness of the disproportionate number of minority children in the child welfare system, many of these programs focused specifically on increasing adoption for minority children. For example, the "One Church One Child" program was replicated throughout Illinois in 1982 and '83 in part through support from the Children's Bureau grants.

More general education and training projects included development of a curriculum on special needs adoption and continued support for parent groups, the National Adoption Exchange System and Regional Resources Center. In the 1986 Omnibus Budget Reconciliation Act (P.L. 99-509), Congress called for the establishment of a National Adoption Information Clearinghouse to collect and disseminate information and data on all aspects of infant adoption and adoption of children with special needs. From 1986 to 1989 the bureau founded a consortium of nine states that worked together to create effective strategies to increase adoption for waiting children.

Recognizing that children and families continue to face challenges after adoption is completed, the bureau also began to support training in post-adoption services in 1984. The bureau used child welfare research and demonstration funds through the 1980s to continue to advance knowledge and implementation of effective family-based services. In 1982 the bureau awarded a grant to the University of Iowa's School of Social Work to support a National Resource Center on Family-Based Services, which collected and disseminated materials on effective programs, created a directory of programs, and provided consultation and technical assistance to help states reduce the number of children entering foster care through preventive services.

In 1985 the bureau funded four addition projects to develop material and training to help states interpret and implement the reasonable effort requirements of P.L. 96-272.

The early 1980s saw growing public concern for the plight of abused and neglected children, particularly victims of child sex abuse. In 1980 and 1981 the National Center on Children Abuse and Neglect funded regional institutes to train child protective service workers and other professionals in the treatment of child sexual abuse within families, and it awarded 24 grants for projects addressing sexual abuse and exploitation of children. Meanwhile, state and local child protective systems continued to struggle with the challenges of responding to reports of sexual abuse, including inconsistent definition, inherent difficulties observing and documenting the abuse, and stigma.

In the 1984 Victims of Crime Act, Congress included funding to encourage states to improve their handling of child abuse cases with a particular emphasis on child sexual abuse. This funding was reauthorized in 1986 in the Children's Justice and Assistance Act (P.L. 99-401). In 1988 the Children's Justice Act Program was incorporated into CAPTA.

Today, the Children's Bureau Office on Child Abuse and Neglect, formerly NCCAN, administers the states' grants. NCCAN also awarded billions of dollars in grants aimed at understanding how best to prevent child abuse and neglect in families, supporting efforts ranging from general parent education classes, to targeted services for families in crisis.

In addition to continuing to support the development of Parents Anonymous chapters, the bureau also took an interest in supporting state children's trust funds. Kansas was the first state to pass such legislation in the spring of 1980. By 1984, the number of states with trust funds was up to fifteen. That year, Congress passed the Child Abuse Prevention Federal Challenge Grants, that's Title IV of P.L. 98-473, to encourage more states to follow suit. By 1989, all but three states had passed children's trust fund legislation.

In 1982, Congress resolved that June 6th through 12th should be designated as the first National Child Abuse Prevention Week. The following year, President Reagan proclaimed April to be the first National Child Abuse Prevention Month, a tradition that continues to this day. NCCAN coordinated activities at the federal level including creating and disseminating information and promotional materials.

In 1984, for example, posters, bumper stickers, and buttons displayed the theme: "Kids. You Can't Beat 'Em." Radio and television PSAs meanwhile encouraged viewers to "Take time out; don't take it out on your kid." NCCAN also realized perspectives on child abuse and neglect in the mid-1980s, a collection of articles related to the prevention of child maltreatment. In 1981, NCCAN used the popular Dennis the Menace cartoon character and its comic book for youth about coping with family stress.

Among its other requirements, CAPTA mandated a complete and full study and investigation of the national incidents of child abuse and neglect. The study, referred to as NIS-1, was conducted in 1979 and '80, included data from 26 counties in 10 states, and was published in 1981. A second study, NIS-2, was conducted in 1986-87, and published in 1988. These first two studies concluded that most abused and neglected children were not reported to child protective service agencies. As a result, NIS-3 reported behaviors of school personnel and on CPS agency policies and practices.

The most recent study, NIS-4, was mandated by the Keeping Children and Families Safe Act of 2003. Data were collected in 2005 and '06 based on nationally representative samples of 122 counties, and the study was published in 2010. The NIS-4 was the first to show an overall decrease in the incidents of child maltreatment since the prior national incident study.

In FY 1983, training and technical assistance resources for states were consolidated in ten ACYF Regional Resource Centers on Children and Youth Services. Centers were responsible for working collaboratively with states and private grassroots organizations to identify resources, match resources to state and local needs, and provide training and technical assistance. The grants reflected a new way of thinking about federal technical assistance centers, as grantees were expected to develop alternative sources of funding to sustain the projects at the end of their two-year grant.

A similar approach was taken in FY 1986 when the Children's Bureau awarded grants to create six new National Resource Centers (NRCs) for child welfare services. As these centers were expected to pay part of the costs for consultative services, these centers addressed child abuse and neglect, clinical child abuse service, family-based service, foster and residential care, legal issues, child welfare program management and administration, youth services, special needs for adoption, and child welfare services to developmentally disabled children.

Meanwhile, child welfare training funds in the mid-1980s were used to address requirements of P.L. 96-272. Priority topics included child welfare and the law, leadership training for the judiciary, and effective child welfare supervision. Other training grants promoted a multidisciplinary approach to the treatment of child abuse and neglect.

By 1986 the child welfare field recognized that it was facing a staffing crisis. Agencies were having tremendous difficulty recruiting and retaining trained competent workers. That year the National Association of Social Workers hosted a symposium titled Professional Social Work Practice in Public Child Welfare with support from CB, and created a taskforce on the subject. In the next several years the Children's Bureau began to use training funds more strategically, encouraging universities and child welfare agencies to collaborate on projects directly responsive to the field's most significant needs.

In 1979 and 1980 the National Center on Child Abuse and Neglect launched a new series of resources for professional workers and others concerned with the prevention, identification, and treatment of child abuse and neglect. Many volumes in the series of 21 publications were addressed to those working in certain professions, such as teaching, nursing, mental health, law enforcement, child protective services and daycare. Others focused on specific topics within the [area] of maltreatment. For example: family violence; child protection in military communities; or sexual abuse and exploitation. All of the user manuals advocated a multidisciplinary approach. The user manual series became a popular and enduring publication series. Some of the titles were revised in the early 1990s; the latest versions were released between 2003 and 2010.

Legislation in 1978 and 1980 required states to submit regular statistical reports to HHS to support the development of a national adoption and foster care data system. The voluntary cooperative information system (VCIS) collected aggregate data from the states and published an annual summary report, but the data's usefulness was limited by several factors including variable definitions and reporting periods among states; lack of timeliness; and incomplete state participation.

In response to concerns about data quality, Congress passed legislation in 1986 (P.L. 99-509) to require the development of a new data collection system. An advisory committee also was formed based on its recommendations. The Secretary of HHS submitted a report to Congress on May 26, 1989, outlining a plan for administering and financing the new system. The resulting Adoption and Foster Care Analysis Reporting System (AFCARS) was implemented on October 1st, 1994. AFCARS aimed to address concern about VCIS through the use of mandatory participation, financial penalties, and common data definition and reporting periods.

In the meantime, a similar evolution was occurring with respective child abuse and child neglect. Although data were collected from 1976 to '88 through the National Child Abuse and Neglect

Reporting Study, the CAPTA amendments of 1988 required the establishment of a new national data collection system on reports of and debts due to child abuse and neglect. This voluntary system came to be known as the National Child Abuse and Neglect Data System (NCANDS). The Children's Bureau worked in partnership with a state advisory group to identify common data elements and data collection approaches, ultimately leaving data definitions up to the states rather than establishing uniform data definitions as AFCARS did.

The Children's Bureau then translated data collected by states to produce national reports. The system was pilot tested in nine states. The first national report of aggregate data, including data from forty-seven states, one territory, and the District of Columbia was published in 1992 using 1990 data. To this day, the Children's Bureau is committed to collecting and analyzing data from states to inform child welfare practice and monitoring trends. These data are critical to supporting CB's efforts to ensure safety, permanency, and wellbeing for all of our nation's children.

Elizabeth: [01:27:18] Thank you, Carl. Our webinar today concludes with the Children's Bureau in the mid-1980s as it put in place policies and practices that have evolved into our present day child welfare system. Our next historical webinar will cover 1987 to the present.

I'd like to again thank our narrator Carl Rochelle, and also Pam Day for their participation in today's webinar, and I think we have just a minute or two available for questions. Operator, if we could go ahead and open up the lines.

Operator: [01:27:44] Thank you. At this time, anyone wishing to ask a question or make a comment, please press Star 1 on your touchtone phone. Please be sure that your telephone is not muted, and kindly record your name when prompted so that your question may be introduced. Once again, if we have anyone wishing to ask a question or make a comment, please press Star 1 at this time. One moment, please.

Elizabeth: [01:28:09] It was a busy time for the Children's Bureau, wasn't it. It was a very full webinar. A busy 25 years.

Carl: [01:28:17] I think I left her two minutes.

Elizabeth: [01:28:26] We have no questions online. Operator, do we have anybody in the queue?

Operator: [01:28:28] I am showing no questions.

Carl: [01:28:32] Then we must have covered it completely. Satisfied all of their questions.

Elizabeth: [01:28:36] Wonderful. Well, thank you again to Carl and to Pam; and most especially, thank you for those of you who participated in today's webinar. I'd like to remind you again that your feedback is very important to us, and when the webinar ends, please take a few minutes to share your comments in the survey that will appear on your screen.

Finally, the slides and the recording of today's presentation will be available on the Children's Bureau Centennial website at <https://cb100.acf.hhs.gov/>, which is shown on your screen right now. Again, thanks to all of you for participating in today's webinar.

[End webinar.]