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**ANNUAL
REPORT**

Fiscal Year
1972

NEW JERSEY DEPARTMENT OF INSTITUTIONS AND AGENCIES



**NEW JERSEY DEPARTMENT
OF
INSTITUTIONS AND AGENCIES**

ANNUAL REPORT

FISCAL YEAR 1972
July 1, 1971 – June 30, 1972

William T. Cahill, *Governor*
Robert L. Clifford, *Commissioner*

Letter of Transmittal

To the Honorable William T. Cahill,
Governor of the State of New Jersey,
and the Members of the New Jersey
State Legislature:

I submit herewith the Annual Report of the Department of Institutions and Agencies for the fiscal year 1972, ending June 30, 1972.

The report reflects the activities of the Department during the administration of my predecessor, Honorable Lloyd W. McCorkle, who served as Commissioner until August 31, 1971, and of Honorable Maurice G. Kott, who was Acting Commissioner from September 1971 until the time I took office in February of 1972.

Your understanding, cooperation and support have been a source of strength and encouragement in these times of social unrest which have necessarily compounded the problems of the thirty-one institutions and the agencies of the Department, concerned with alleviating the problems of the disadvantaged citizens of New Jersey. I feel sure that the innovative programs instituted in the Department toward more humane treatment for the people entrusted to our care will provide a better life for them.

Robert L. Clifford
Commissioner

STATE BOARD OF INSTITUTIONAL TRUSTEES

Governor William T. Cahill, *Ex Officio*

John J. Magovern, Jr., *Chairman*

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Robert L. Clifford, Commissioner, *Ex-Officio*

James A. Cowan, M.D., Commissioner, Department of Health, *Ex-Officio*

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Division of Business Management

JOSEPH L. GRODECK, Director

CAPITAL — CONSTRUCTION

The coordination of Capital Construction Programs of all operating and service divisions of the Department is under the direction of the office of the Deputy Director of the Division of Business Management. This includes the responsibility for the preparation of the Capital Improvement Program, accountability for the various bond issue construction programs, and departmental liaison with the State House Commission, Special Joint Legislative Committee and the Division of Building and Construction in the Department of the Treasury on all matters dealing with capital construction.

The 1973-1977 long range Capital Improvement's Program included requests for 189 major capital projects. In total the department requested a sum of \$322,240,000 for capital construction over the next five years. The degree of urgency for these facilities is evidenced by the fact that 43% of the total request for the first year of the program was for fiscal 1973. The requests by Division in the Department for 1973-77 Capital Improvement Program were as follows:

<u>Division</u>	<u>Request in (\$000)</u>	<u>Percentage</u>
Business Management	\$ 18,905	5.9
Community & Professional Services	6,967	2.1
Public Welfare, Bureau of Children's Services	21,166	6.6
Correction & Parole	93,446	29.0
Mental Retardation	93,008	28.9
Mental Health & Hospitals	61,754	19.2
Redemption of Bonds	26,994	8.3
	<u>\$322,240</u>	<u>100.0</u>

During the past fiscal year extensive efforts were made to implement construction projects assigned under 1968 Bond Issue. Those projects awarded from the bond issue and other supplemental sources are:

Greystone Park Psychiatric Hospital

Repairs to Main and Abell Buildings	\$ 1,221,092
Repairs to Dormitory	693,439
Fire Alarm System	1,103,534
Site Utilities	1,800,530
Reconstruction of Children's Buildings	924,543

Training School for Boys, Jamesburg

Renovate Vocational Training School	\$ 169,522
Renovation of School Building	266,242
New Guidance Unit	1,165,500
Replacement of Inmate Housing	748,490

Correctional Institution for Women, Clinton	
Multi-Purpose Building	\$ 1,175,642
Two New Cottages	1,305,519
State Prison, Trenton	
Underground Steam Conduit	\$ 26,632
Center Cellar and Boiler House Basement Ventilation	19,694
State Prison, Leesburg	
Air Conditioning Control Center	\$ 4,831
Vineland State School	
New Cottage	\$ 980,337
Ancora Psychiatric Hospital	
New elevators and dormitory alterations	\$ 342,056
Marlboro Psychiatric Hospital	
Fire Protection Facilities	\$ 1,009,216
Training School for Girls, Trenton	
Repair Underground Steam Line	\$ 220,097
New Jersey Home for Disabled Soldiers, Vineland	
New Kitchen Facility	\$ 707,086
Emergency Reception & Child Care Facility	\$ 973,717
Youth Correctional Institution, Annandale	
Renovation of Cottages	\$ 793,403
Hunterdon State School	
Four Cottages	\$ 3,414,570
North Jersey Training School, Totowa	
Renovate Primary Distribution System	\$ 211,600
Various Institutions	
Institutional Employee Housing, General Plumbing, electrical site work	\$ 447,160
Community Day Care Centers for the Retarded	
Atlantic County	\$ 453,477
Gloucester County	447,752
Monmouth County	608,892
Morris County	667,090
Union County	622,985
Revise Roofing Specifications	1,008
	<hr/>
	\$22,525,656

Other related duties of the Office of the Deputy Director include the implementation of the scan telephone network, the leasing of field and district offices, and the processing of insurance documents and settling of claims relating to institutional facilities.

BUREAU OF ACCOUNTS

The Bureau of Accounts provides accounting, budgeting and auditing services to the various institutions, agencies and other sub-divisions of the Department. In addition it maintains complete fiscal records for all Central Office Divisions. The Bureau acts as a departmental distribution center for all payroll checks and savings bonds. It is also concerned with the auditing and processing of compensation awards for the Department. During this period, the following fiscal transactions were processed:

Requisitions	9,200
U.A. & P.A. Schedules	12,528
Certificates of Debit & Credit	3,121
Excess Request Forms	379
Contract Change Orders	429
Contracts	321
Final Acceptance of Contracts	126
Motor Fuel Exemption Certificates	370
Transfers & Amended Work Programs	3,129
Payments	17,356
Postage Requisitions	210
Compensation Award Invoices	3,610
Compensation Award Analyses and letters of Awards	143

The budget staff processed 239 budgets and compiled the annual report for Medicare reimbursable costs applicable to eligible patients in our Mental Hospitals and Glen Gardner Sanatorium for Chest Diseases. External auditing Services were resumed during the fiscal year, as anticipated in our last annual report.

BUREAU OF COLLECTIONS AND ADJUSTMENTS

During the past fiscal year the Bureau of Collections and Adjustments continued in its efforts to collect the cost of maintaining patients in State mental hospitals and the schools for the retarded. Efforts were also continued to protect the patients' interests by filing for Social Security benefits, Veterans Administration benefits, Railroad Retirement benefits, Medicare benefits, and any other assets to which the patients and students were entitled and where there was no one on the outside willing or interested in handling their affairs.

Total collections for the year ending June 30, 1972, amounted to \$67,551,259.79. This is more than \$10 million over what was anticipated and a \$17 million increase over total collections for the last fiscal year. All categories of collections, with the exception of one

(hospitalization insurance), were increased this past year; however, the most significant increase was in the M.A. Program (Medical Assistance) where the increase amounted to \$7 million. Total collections for the past fiscal year in the M. A. Program amounted to \$20 million. The main reason for this increase was the fact that payments in the Program were several months behind, and actually the 1971 receipts accounted for only an eight-month period whereas the receipts for the past fiscal year took into consideration a 13-month period. The Bureau is still a little behind in the Program insofar as receipts are concerned, and payments from April through June 30 totaling more than \$5 million were not received until July of this year, therefore were not included in the \$20 million mentioned previously. Four million dollars were received through the M. A. Program as an adjustment representing the difference in the interim rate and the actual cost which is computed at the end of each fiscal year. Our cost figures are submitted to the Hospital Service Plan of New Jersey which then adjusts our Medicare rate since we are operating on an interim rate basis. The Division of Public Welfare has been allowed to accept our Medicare rate as the M. A. rate; therefore, when an adjustment is made, the higher rate is reflected and necessitates retroactive billing for all patient days during that year for M. A. patients.

Another significant factor in the increased revenue was participation in the new Medicaid Program which permits charges for patients under the age of 65 who receive services in the medical-surgical units of our institutions. Charges are also made on a daily basis for services rendered in so-called out-patient services which are the ancillary services provided in our institutions. The total collections in this Program amount to \$6,343,751.30. This Program did not get underway until October of 1971. Charges for in-patient services were allowable retroactively to April 1, 1971, and out-patient charges were allowable back to June 1, 1971. Additional personnel were secured in each institution to facilitate the handling of this Program.

Collections for non-indigent, state contributing and recoveries totaled nearly \$7 million, which is more than \$1/2 million over 1971 collections. This is in spite of the fact that the Supervisors of Patients Accounts at the various institutions spent considerable time with the new federal programs and eliminated a considerable portion of their very necessary field work with the counties and fiduciaries regarding accounts receivables.

Collections from counties increased \$3 1/2 million, and this increase is largely due to the increased rate even though most of the mental hospitals have fewer patients. The rate increase is also responsible for the increase in the other areas of collections, but not nearly so as with the county collections.

Medicare receipts increased approximately \$300,000; however, it is felt that we are still not receiving our potential in this Program. There are far too many denials as a result of Level of Care.

Our Social Security Program at the various institutions is designed to protect the patient's interests and obtain all potential benefits available to the patient and at the same time provide money from this source for the patient's support. Total receipts for patients in the Social Security Program during the past fiscal year exceeded \$3 1/2 million; and in addition to the revenue received, it provided many patients with rehabilitation funds upon their release from the hospitals.

Legislation passed in 1970 required that the State Treasurer promulgate a formula or schedule to be used in determining the ability of legally responsible relatives to contribute toward patient support. This office was designated by the State Treasurer to develop the formula, and with the assistance of the counties and the New Jersey Association for Retarded Children, the formula was put into effect on July 1, 1971. There have been appeals and

complaints, however, the formula is deemed equitable and reasonable and has been well received by the various interested persons. Shortly after this Program was initiated, this Bureau was requested to begin work on a formula and schedule in the area of mental health. Through the same type of effort, this was developed and went into effect on July 1, 1972. The mental health formula is much more complex than the one for mental retardation, and it is expected that more time will be required to effectuate a smooth operation. Counties have added workloads in their offices, and no doubt the same problem will arise in our institutions. Experience was gained with the use of the formula for mental retardation, and it was found necessary to more definitely define extraordinary expenses as allowable deductions. One deduction allowable was all medical expenses in excess of 6% of adjusted gross income, and another deduction allowed was up to \$2,800 per year per child for educational expenses above high school. This new regulation applies to both the formula for mental health and mental retardation. The Chief of the Bureau attended the Annual Conference of the State Association of Chosen Freeholders and discussed in detail with county officials the regulations and procedures regarding the new formula. It was well received, and cooperation was assured us in the completion of this program.

During the year the office of the Supervisors of Patients' Accounts processed in excess of 13,000 Court Orders and filed approximately 900 liens against the assets of patients and responsible relatives. These liens protect the interest of the state and county and ultimately result in recoveries being made by the settlement of estates and the submission of compromises on behalf of patients. Compromises are rarely made when an heir will be enriched; however, they are frequently made when it involves the rehabilitation and re-location of a patient.

In order to obtain revenue in the federal programs and all collection activities, the completion of many forms is necessary. During the past year, the offices of the Supervisors of Patients' Accounts at the institutions processed more than 65,000 forms. The liens filed, Court Orders processed, and forms completed require constant consultations with this office for direction. All compromises and settlements of estates are processed by the institutions through this office, and recommendations are then made to the Commissioner for disposition.

Listed below is a summary showing collections in the various categories for the fiscal year ending June 30, 1972, as compared with the previous year.

	<u>1972</u>	<u>1971</u>	<u>1972 Increase or Decrease Over 1971</u>
Non-Indigent and State Contributing	\$2,727,222.73	\$2,562,987.73	\$ 164,235.00
Recoveries	4,018,442.71	3,698,644.68	319,798.03
County Regular	33,817,398.39	30,332,368.14	3,485,030.25
Social Security	3,507,383.42	3,147,082.07	360,301.35
Hospitalization Insurance	1,393,213.43	1,484,591.33	- 91,377.90
Medicare	1,932,654.91	1,685,438.16	247,216.75
Veterans Administ. Funds	266,632.46	242,316.60	24,315.86
M.A.A.	20,040,570.22	13,203,962.87	6,836,607.35
Medicaid	6,343,751.30	- - -	6,343,751.30

BUREAU OF DIETARY, LAUNDRY AND HOUSEHOLD SERVICES

Perhaps the most positive action, during the past year, regarding basic services in State Institutions has been the increased amount of interest in them. Although this interest has come, in the most notable instances, from negative points of view, and has appeared as criticism spoken without authority, challenges of traditional practices and philosophies without the offer of reasonable alternatives, and accusations of indifference and inhumanity which cannot be justified when intentions are recognized, it has served to focus attention and direct some thought toward the quality of service and the practices that have become so routine as to be accepted without question for reasons established in the past, but which need to be evaluated for their relevancy to the needs of today.

Dietary Service

Basic nutrition continues to be supplied on limited food budgets in spite of the continual rise in the cost of food. Variety and flexibility in menu planning are, however, increasingly difficult. Sources of supply have reflected some of the problems in the market, as with Federal embargoes of large shipments of fish in order to determine safe mercury levels. Menu substitutions for fish were needed frequently over an extended period of time.

Maintaining quality standards of food purchased through competitive bidding, in view of increasing complexities of technology in processing, manufacturing and packaging of food and of rapid changes to meet new consumer needs and environmental problems, offers a challenge that is increasingly difficult to meet without large expenditures for laboratories and personnel to continually evaluate items available on the market as well as to insure the quality of those delivered against the specifications. The centralization of much of the receiving of food items in the new Distribution Center, which was opened in February 1972 by the Division of Purchase and Property, provides a physical arrangement with the potential for more adequate quality control in the receiving of deliveries.

Approximately \$6,382,900.00 was spent during 1972 to purchase 40,429,640 pounds of food for approximately 21,050 patients, residents and inmates.

An investigation was made by this Bureau of vegetable protein food products, now becoming increasingly available in the institutional market as alternates to animal proteins. With the approval by the USDA of these manufactured foods as substitutes for part of the natural meats served in the School Lunch Program, a national market has been created of sufficient size to lower the cost and to motivate the development of a variety of flavors and textures that are readily acceptable to average consumers. These products have been served successfully in a number of our institutional dietary programs and have the potential for increasing menu variety for protein foods at equal or lower costs than the standard meat items.

In March 1972, the food service standards for the institutions in the Division of Correction and Parole were changed to accommodate the Black Muslim dietary laws, with the requirements that lard will no longer be used in any manner for food preparation and that an alternate meat choice will be provided whenever pork or pork products are served as the meat portion of the meal. To accommodate this change, the specifications for some meat products containing pork, such as frankfurters and luncheon meats, were changed to contain all beef for correctional institutions.

The new consolidated bakery at Leesburg Prison opened in November 1971 with limited production for Leesburg only. In January 1972, production of bread for Vineland State School

was added to the production schedule, and by the end of the fiscal year, 17 institutions in the southern and central regions of the State were receiving regular deliveries of bread. As soon as a stable manpower allocation can be established and some specialized equipment becomes operational, pastries, cakes and other desserts will be added to the institutional production schedules.

Although the workload of the Bureau increased substantially, due in part to the amount of assistance given to the bureau of Children's Services and the Division of Correction and Parole in planning new institutions, investigation and evaluation continued of new products, new equipment, new food service systems, and new management techniques. Much attention was given to evaluating institutional menus to determine the feasibility of centralized planning. The standardization and consolidation of food orders that would result appears to be an advantage, and the benefit to institutions that have inadequate staffs of trained food service managers and dietitians is an important consideration. With increasing numbers of institutions, it is correspondingly difficult for the Bureau to provide sufficient assistance to food service departments on an individual basis. The diversity of institutional programs and population groups is one point against a centrally planned menu. Other management alternatives need further consideration before a sound recommendation regarding centralized menu planning can be made.

Household and Clothing Service

Large quantities of furniture were received as donations from Montclair and Glassboro State Colleges as a result of remodeling programs. A bank in New York donated a large number of desks, chairs and cabinets, which were distributed to various institutions. A considerable amount of Federal surplus clothing and equipment was received, also, during the year, and the J.C. Penney Company donated 42 gross of knitted underwear.

Laundry Services

Shortages of inmate manpower created problems in all laundries, but the situation at the Rahway Regional Laundry has steadily deteriorated and remains critical. This laundry frequently operates with less than half of the required work force.

A total of 27,625,348 pounds of laundry was processed for the Department in laundries at Rahway Prison, Bordentown Correctional Institution, Ancora Psychiatric Hospital, Trenton Psychiatric Hospital, Trenton Prison, Woodbine State School, Johnstone Training and Research Center, and Glen Gardner Hospital for Chest Diseases. Of this total, 10,320,985 pounds represents the workload at the Rahway Regional Laundry, although not the full amount. During the November rioting by inmates, the Rahway workload had to be reassigned, on a temporary basis, to Glen Gardner, utilizing inmates assigned from the Women's Correctional Institution at Clinton; to the Bordentown laundry, utilizing an additional work shift; and to a commercial laundry. On several other occasions during the year, the backlog became so great, due to insufficient inmate manpower, that laundry usually processed at Rahway had to be sent to a commercial plant.

The mending room at the Rahway laundry was closed for some time, following the November incident, and the Yardville Clothing Shop was utilized. Although the Rahway mending room is again functioning on a limited basis, a large amount of mending continues to be handled at Yardville.

BUREAU OF FARM OPERATIONS

The excessive rainfall that was experienced during the spring and summer of 1972 caused a decline in field crops, fruits and vegetables. In addition to the weather conditions, the phasing out of the Neuro-Psychiatric Institute and Jamesburg farm operations further reduced production.

Milk production dropped because the milking herd inventory dropped thirty head during the year. The phasing out of the dairy at the Neuro-Psychiatric Institute and Jamesburg resulted in the cows that were good producers being transferred to other institutions. Good cows were used to replace poor producers at other institutions that were culled and slaughtered.

Pork production is down due to the patient population decreasing at the mental hospitals. Another factor is the Muslim population at the prisons and correctional institutions rejecting the use of pork.

Poultry production dropped due to the phasing out of the poultry farm at Clinton. The lone poultry flock presently at New Lisbon is doing well.

BUREAU OF GENERAL SERVICES

Composite printing costs for materials were \$26,251 in 1972, compared to \$22,821 in 1971.

Printing production measured in terms of job orders was less than last year, 4,519 as compared to 5,201 in 1971. Yet, this figure could be misleading; first, because individual job orders tended to be larger, and second, because of the doubled capacity of an 11 x 17 press which was in full use for the first time. Much of the Department's forms work turned down by State Use Industries was done on this press in considerable volume. It is worth noting that overtime was reduced by 440 hours at an average cost of \$5.56 1/2 an hour. Only contract paper prices were the same as last year; all other prices (and wages) were up.

Xerox copying cost came to \$16,246 as against \$12,783 the year before.

BUREAU OF FACILITIES, CONSTRUCTION AND MAINTENANCE

The Bureau, acting as coordinator with The Division of Building and Construction, Department of the Treasury, processed plans and specifications and award of contracts, as follows:

Budgeted Line Items and Major Capital:	\$ 1,851,768.40
1968 BOND ISSUE projects:	15,494,520.00
GRAND TOTAL:	\$17,346,288.40

The staff continued to lend assistance to the various institutions within the areas of our assigned responsibilities, namely: review of construction plans and specifications, preparation of cost estimates, on-site inspections of construction projects, trouble shooting and emergency repairs on electrical and mechanical equipment, advice on and review of Budgets, instruction in the operation of new equipment, review of bids, award of contracts, approval of payments, approval and processing of Detailed Applications, etc.

The Third Annual Engineers Meeting was held at Johnstone Training and Research Center, on January 20, 1972, and the topics for discussion were Painting and Corrosion Control, Lubrication and Lighting.

BUREAU OF PLANNING & PROGRAMMING

The Bureau of Planning & Programming has been recently established to assist the Deputy Director of Business Management in scheduling and planning new capital facilities. Assignments of the Bureau are described in greater detail below:

Capital Improvement Program: The staff of the Bureau supervises the annual submission of the Department's Capital Improvement Program. One of the major concerns of the Bureau is the establishment of priorities in the capital program. The total request was \$322,240,000.

Roads and Approaches: The Department of Transportation has agreed to put greater emphasis on maintaining the institutional road system. During the next year a major repaving program will begin at practically all institutions. Also, coordinative efforts were started to establish a clear working relationship between the Division of Building & Construction and the Department of Transportation in respect to the new institution roadways. Roadway projects that were completed during last fiscal year were parking lots at Ancora and Rahway and a storm sewer at Bordentown. Projects underway are a new roadway at Jamesburg and guardrails at Glen Gardner. Numerous road projects are in the planning stage.

Veterans Administration: Federal grants were approved for a New Kitchen Facility at Vineland (\$364,825) and a Nursing Home at Menlo Park (\$927,793). Both projects are now under construction.

Land Review: The Bureau Chief was appointed Land Review Officer for the Department. In this capacity all proposed State land transactions are reviewed for the Department prior to transfer of title. During the last year numerous such reviews were made of State and Federal properties.

Long Range Planning: A federal grant was received through the Department of Community Affairs to start a long range facilities planning study for the Division of Correction and Parole. Work commenced and preliminary surveys have been completed. It is anticipated that recommendations for capital facilities can be developed that will be integrated with the long range planning process of the Division.

Institution Planning Studies: A Building Evaluation Study was completed for North Jersey Training School, Totowa. In addition a Building and Evaluation Study for NPI and a Master Plan for Trenton Psychiatric Hospital continue. Both studies are expected to be completed early in this fiscal year.

Inter-Governmental Liasion: The Bureau has been called upon to meet with officials of various levels of government to determine specific building programs of the department.

BUREAU OF TRANSPORTATION

Records were maintained covering monthly and daily rentals and mileages for assigned cars and those secured on a daily basis from the Central Motor Pool.

The Division of Business Management represented the Department in a survey and vehicle usage study conducted by the Department of the Treasury.

During the fiscal year, through the courtesy of the State agency for Federal Surplus Property, the Department of Institutions and Agencies received automotive and farm equipment which was distributed to the various institutions.

DEPARTMENT OF INSTITUTIONS AND AGENCIES ANNUAL REPORT EXPENDITURES FOR YEAR ENDING JUNE 30, 1972

Administration General

Central Administration	\$ 2,968,701	
Interest on Bonds	5,929,470	
Division of Medical Assistance and Health Services	10,416,104	
Public Welfare	3,690,019	
State Parole Board	89,729	
Division of Correction & Parole	2,873,868	
Division of Mental Retardation	5,996,292	
Division of Mental Health & Hospitals	941,913	
Total Administration General	32,906,096	
Public Welfare Agencies		
Commission for the Blind	4,147,692	
Bureau of Children's Services	19,260,798	
Total Agencies	23,408,490	

Institutions

Division of Community & Professional Services

Menlo Park Soldiers Home	1,291,429	
Vineland Soldiers Home	1,573,755	
N.J. Hospital for Chest Diseases, Glen Gardner	2,570,495	
Total	5,435,679	

Division of Correction & Parole

State Prison - Trenton	5,408,568
State Prison - Rahway	4,457,025
State Prison - Leesburg	3,123,693
Youth Correctional Institution, Bordentown	3,698,862
Youth Reception & Corr. Center, Yardville	4,275,173
Correctional Inst. for Women, Clinton	2,412,763
Youth Correctional Institution, Annandale	3,148,462
Training School for Boys, Skillman	1,588,475
Training School for Boys, Jamesburg	2,888,972
Training School for Girls, Trenton	1,299,685
Residential Group Center - Highfields	75,413
Residential Group Center - Warren	80,891
Residential Group Center - Ocean	85,865
Residential Group Center - Turrell	109,274
Total	<u>32,653,121</u>

Division of Mental Retardation

Vineland State School	8,346,246
North Jersey Training School at Totowa	4,963,776
Woodbine State School	4,925,216
New Lisbon State School	4,745,523
Woodbridge State School	6,560,987
Hunterdon State School	5,266,679
E.R. Johnstone Training & Research Ctr.	3,117,478
Total	<u>37,925,905</u>

Division of Mental Health and Hospitals

Greystone Park Psychiatric Hospital	18,035,687
Trenton Psychiatric Hospital	15,692,378
Marlboro Psychiatric Hospital	12,470,034
Ancora Psychiatric Hospital	10,020,122
N.J. Neuro-Psychiatric Institute	7,213,966
Arthur Brisbane Child Ctr. at Allaire	882,715
Diagnostic Center at Menlo Park	1,806,296
Total	<u>66,121,198</u>

Total Institutions

142,135,903

State Aid

Division of Business Management

Veterans Services	345,749
County Tuberculosis Hospitals	52,210
Total	<u>397,959</u>

Division of Medical Assistance & Health Services

229,824,916

Division of Public Welfare

Old Age Assistance	8,024,370
General Assistance	15,792,641
Disability Assistance	7,962,319
Dependent Children Assistance	118,105,229
Blind Assistance	528,655
Families of the Working Poor	11,008,224
Child Care	17,023,044
Total	<u>178,444,482</u>

Division of Mental Health & Hospitals

County Mental Hospitals	13,539,011
Community Mental Health Services	3,760,747
Total	<u>17,299,758</u>

Total State Aid 425,967,115

Total Institutions and Agencies 624,417,604

Division of Community and Professional Services

WILLIAM J. KENNAN, Director

OVERVIEW

Fiscal Year 1971-72 witnessed the formation of the Veterans Affairs Council, which was created by Public Law of 1971, chapter 344.

The Council consists of the former Boards of Managers of Menlo Park Soldiers Home and Vineland Soldiers Home and has the advisory responsibility to oversee our State's Veterans' Facilities.

The construction of new facilities and expansion of services at our Soldiers Homes and the new hospital for Chest Diseases at Glen Gardner, will find this Division's personnel complement growing from approximately 800 people to 1000.

In the area of Veterans Services, it is hoped to see the creation of the Veterans Mental Hospital as mandated by Assembly Bill No. 2410.

The year 1971-72 has seen the upgrading and improvement of management techniques throughout the Division and especially at our institutions.

The recently created Office of Volunteer Services has been assigned to this Division.

COMPONENTS OF THE DIVISION

The Division of Community and Professional Services now has coordinating functions for 12 component units, including four institutions, five bureaus, five consultant services, and some services previously under the jurisdiction of the former Division of Legal Affairs. The units are:

1. New Jersey Hospital for Chest Diseases, Glen Gardner
2. New Jersey Home for Disabled Soldiers, Menlo Park
3. New Jersey Memorial Home for Disabled Soldiers, Sailors, Marines, and Their Wives and Widows; Vineland
4. New Jersey Fireman's Home, Boonton
5. Chief Educational Consultant
6. Chief Medical Consultant
7. Chief Psychology Consultant
8. Chief Dental Consultant
9. Bureau of Data Processing
10. Bureau of Personnel Services and Employee Relations
11. Bureau of Public Information
12. Bureau of Statistical Analysis and Social Research
13. Bureau of Veterans Services
14. Office of Volunteer Services

The duties of the former Division of Legal Affairs which this Division has assumed cover the securing of four-way investigations for the appointment of Special Policemen at the various institutions, the processing of payment to employees and inmates for loss of or damage to personal property, and the handling of legislation.

NEW JERSEY HOSPITAL FOR CHEST DISEASES GLEN GARDNER

The Hospital continues to be fully accredited by the Joint Commission on Accreditation of Hospitals and by the Bureau of Community Institutions of the New Jersey State Department of Health. In accordance with the current Statutes, the Hospital continues to admit "patients afflicted with pulmonary diseases, requiring prolonged hospitalization, who reside in the State of New Jersey."

Despite the fact that two wards were closed with a resulting loss of 58 beds for most of the year because of renovations, 608 patients were admitted during the 1972 fiscal year, 434 of whom were male patients and 174 were female patients. The ratio of male to female was 2 1/2:1 (3:1). On July 1st., 1971, 173 patients were in residence in the hospital, and the number of patients under treatment, during the year, totaled 781.

Of those patients admitted during this period, 172 represented cases of reactivation of tuberculosis. Of this number, 130 had been discharged from this facility or other tuberculosis sanatoria with consent, and 42 had discharged themselves against medical advice. This confirms the continuing trend of an increased number of reactivated cases attributed, mainly, to some social handicaps of many tuberculosis patients: i.e. indigency, alcoholism, drug addiction, etc. These patients often do not continue the prescribed treatment after discharge from the hospital.

During the fiscal year 1972, 3350 patients were examined and/or treated in our Diagnostic and Therapeutic Clinics. Of this number, 1517 patients visited the Clinic for the first time, and ten of these were advised to be hospitalized, and, subsequently, five of this group were admitted.

In addition, the Hospital has continued medical services to the Warren Residential Group Center. Those persons admitted to that facility were examined here routinely (admission physical and dental examinations, chest x-ray, prophylactic immunizations, V.D.R.L. and urine examinations).

The average length of residence of all patients discharged was 102 days. This represents continuation of shortened hospitalization for tuberculosis patients.

Patients were admitted from all 21 counties in the State.

NEW JERSEY HOME FOR DISABLED SOLDIERS, MENLO PARK

Once again the institution program for domiciliary and nursing care for veterans proved very successful during the past fiscal year. The efficiency of the care given to disabled veterans, including a physio-therapy program, more than matched that furnished in the Veterans Administration domiciliaries and private nursing homes.

Phase I, the 100 bed nursing unit is in full operation.

Construction on Phase II, the second 100 bed nursing care unit began on March 16, 1972. The target date for completion is July 1973.

During the past fiscal year, there were 86 admissions including the 100 bed nursing home unit, 24 discharges and 50 deaths. On July 1, 1971, there was a total of 255 patients and on June 30, 1972, a total of 265 including four female veterans.

At the present time, the Institution receives from the Veterans Administration \$5.00 per diem for nursing home care patients and \$3.50 per diem for those veterans housed in the

domiciliary unit. The per capita cost for the last quarter ending June 30, 1972, ran \$19.25 for the nursing home care units and \$11.04 for the domiciliary unit. During the year the sum of \$236,585.00 for those veterans receiving nursing home care was received and \$145,593.00 for veterans receiving domiciliary care. These two total \$482,178.00. This amount went directly to the State Treasurer in revenue from the Veterans Administration and represented 30% of the total amount expended from our state appropriation of \$1,305,164.01.

The majority of applications for admission received during the past fiscal year were for nursing home care. On June 30, 1972, there were 73 applications for admission to the nursing home care units, and 35 for the domiciliary section.

At the beginning of the fiscal year, July 1, 1971, there were 130 employees on the payroll and at the close of the year 145. Seventy-nine employees were hired, but 64 were dismissed, resigned or retired.

Main vacancies were in patient care.

We cannot compete salary wise with hospitals and nursing homes in the area who all pay a shift differential for the 3 to 11 and 11 to 7 shifts.

Fifteen inmates from the Rahway and Marlboro prison camps are detailed to housekeeping in the main building and nursing home care unit.

NEW JERSEY MEMORIAL HOME VINELAND, N.J.

The New Jersey Memorial Home for Disabled Soldiers, Sailors, Marines and their Wives and Widows and Gold Star Mothers, pursuant to 30:6A-13, provides nursing and domiciliary care for those veterans of every war and armed conflict since 1898.

Phase III the third 100 bed nursing care facility should be completed and ready for occupancy January 1973.

Construction on the new kitchen began March 1st, 1972. However, due to concrete truck drivers strike the project was held up. It is expected to be completed January 1973.

The Occupational Therapy Program has been expanded to members in the second nursing facility and the domiciliary members residing in the Main Building. A second employee has been hired for this section. Arrangements have been made with the City of Vineland Library to offer its Mobile Library materials on a scheduled basis to all nursing care members of the Institution.

Medical, dental and psychiatric care in the Infirmary and Nursing Care Facilities continues to improve with a full time General Practitioner on the Medical Staff as well as a part time physician, a part time dentist, psychiatrist, podiatrist and ophthalmologist. Two Licensed Practical Nurses completed their Registered Nurse Training, one employee was a scholarship participant and the second a self supported student. One employee completed her first year of Registered Nurse Training and will start her second year in September 1972. One employee on scholarship will commence Registered Nurse Training in September 1972 attending Atlantic Community College.

Members are examined by the institution's part-time salaried dentist, and dental services were provided to those members examined. The services of Ophthalmologists, Psychiatrists and Podiatrists were provided to members when required. A full time general practitioner has joined the Medical Staff and is now functioning as the Senior Medical Officer of the

Institution. Two licensed practical nurses completed their Registered Nurses Training, one employee was a scholarship participant and the second a self supported student. One employee completed her first year of registered nurse training and will start her second year in September 1972. One employee on scholarship will commence Registered Nurse Training in September attending Atlantic County Community College. In all medical divisions every effort is made to improve nursing care procedures by having staff meetings with nurses and attendants twice a month. In addition, In-Service Training by the Assistant Superintendent was instituted on ways to improve management and training on the use of the new system for performance descriptions and standards.

The services of a representative from the Bureau of Veteran Services and a representative from the Social Security Administration have continued to assist members with their VA Claims and Social Security problems at no cost to the State. The Veterans Administration Inspection was again completed on a two-day basis, institutional Fiscal Records, facilities, admission records, discharge and occupancy was completed.

CHIEF EDUCATIONAL CONSULTANT

The goals of the Office of Educational Services are to assure that educational services shall be provided in accordance with acceptable professional standards for patients, residents and inmates who can profit from such experiences; to evaluate the effectiveness of educational services in the Department and assure that their quality is maintained or improved; and to provide effective grants management.

In fiscal year 1972 the Office of Educational Services was responsible for the following federal grants:

<u>FEDERAL GRANT</u>	<u>NUMBER OF INSTITUTIONS TO WHICH ALLOCATED</u>	<u>TOTAL</u>
E.S.E.A. Title I		
Public Law 89-313	20	\$2,739,345
Public Law 89-750	6	602,577
E.S.E.A., Title II	21	7,918
Adult Basic Education, Title III	6	65,500
Library Services & Construction Act		
Title I	1	2,400
High School Equivalency	12	100,004
TOTAL	66	\$3,517,744

The Office of Educational Services operates at no direct cost to the taxpayers of the State of New Jersey; i.e., the State appropriates no funds for its operation.

In fiscal year 1966, the first fiscal year in which Federal funds for education were allocated to the Department, the State's taxpayers received from the Federal government a return of only \$872,300 for educational services to Institutions and Agencies. In the past six years the

taxpayers' return has increased 303% to \$3,517,744. The average annual rate of growth over the base year in return of tax dollars to New Jersey since 1966 has been 50%, a growth rate that will stand comparison with any other State enterprise.

Another index of cost-effectiveness is the ratio of administrative costs to total program dollars expended. When the Office of Educational Services was established in fiscal year 1967, it spent 6% of its total program dollars on central administration. By fiscal year 1972, however, when total program dollars had increased by 303%, central office administrative costs had actually *decreased* to 3%.

In fiscal year 1966, the Office of Educational Services funded 157 new educational staff positions in the institutions. By fiscal year 1972, the number of such positions had increased by 116% to 339.

In fiscal year 1972, \$164,000 was reallocated to six institutions and central office components from unexpended 1971 Title I funds.

All required expenditure, statistical, and program reports for each federal grant were submitted to the appropriate Department of Education component.

Fields audits of federal grant financial records were conducted at a majority of institutions and central office components.

The Office of Educational Services evaluates program effectiveness by conducting regular field inspections to measure the degree to which institutional education programs are meeting their Division standards. These standards were developed jointly by the Office of Educational Services and the Divisions. They are continuously reviewed jointly and revised when necessary.

During the past year the Education Department Evaluative Instrument for the Division of Mental Health and Hospitals was developed by the Office of Educational Services. This evaluation tool measures compliance with the Educational Standards for that Division (Standard Procedure 71-7) which were jointly developed by the Office of Educational Services and the Division.

Each unit in the operating Divisions was evaluated during the year.

In addition to program evaluation by Office of Educational Services' staff, outside educational specialists in the Department of Education and other relevant agencies were invited to complement the office's general evaluation methods and procedures and to provide their additional expertise in special sub-fields of education.

The Office of Educational Services continues to handle all aspects of professional certification for education personnel. During the year, 285 teacher's, supervisor's and administrator's certificates were processed by this office.

A major activity of this Office is total responsibility for the administration of the High School Equivalency program in units of the Department. During the year 862 GED examinations were administered and processed.

A program modification was approved by the Director, Division of Community & Professional Services, which assigns one of the staff Consultants for Curriculum and Instruction to serve the Division of Welfare. Educational assistance is now provided to the three residential facilities under the auspices of the Bureau of Children's Services. Liaison is also provided around educational matters between the Department and BCS (Bureau of Children's Services) children enrolled in the public schools.

During the year staff provided direct services to each facility such as: implementing supplemental education programs; reviewing and evaluating educational procedures as they

are developed; recommending procedures for program development in consultation with Division Directors and institutional administrators; identifying educational problems requiring administrative attention in the operating units and reporting them to Division Directors; assisting in the coordination of education programs in the operating units; assisting in the implementation of educational programming; and assisting in coordinating education programs among the operating units.

In addition to their basic backgrounds in special education, administration and supervision, the staff members have extensive knowledge and experience in the area of learning disabilities. This allowed them to assist administrators and teachers directly in dealing with the learning problems of the pupils.

Operating Divisions and Bureau's referred to the Educational Consultant significant educational problems, needs and programs as they occurred. The Bureau of Personnel Services and Employee Relations referred all Civil Service forms relevant to appointment, promotion or change in personnel status in the area of education for comments and recommendations; and the Division of Business Management referred all budgetary requests in the area of education for the same purposes.

CHIEF MEDICAL CONSULTANT

During the past year, the Chief Medical Consultant completed official visits and inspections to all of the institutions of the Division of Correction and Parole and to all of the institutions of the Division of Mental Retardation. Each of these inspections contained recommendations for the improvement of the medical-surgical care within the institution. The Chief Medical Consultant also visited in an official capacity the psychiatric hospitals. There were, in addition, many unofficial visits to the hospitals, the State schools for the retarded, and the prisons.

The Chief Medical Consultant is also actively involved in the recruitment of physicians by advertising, by correspondence, and by individual contact. This office also investigated and approved the CS 21 forms (Request for Personnel Action) for positions in medical and paramedical areas of the various institutions. This office continued to investigate and approve the medical budgets of all the institutions and was also involved in the approval of subsequent purchase requisitions.

The Chief Medical Consultant visited the New Jersey Hospital for Chest Diseases, Glen Gardner, on a monthly basis and cooperated closely with the Department of Health on the surveillance programs of departmental institutions for tuberculosis.

The Chief Medical Consultant reviewed proposed legislation affecting the medical aspects of the Department of Institutions and Agencies.

At varying times during the year, the Chief Medical Consultant reviewed protocols received from various institutions relative to research within their walls.

During the past year, the Chief Medical Consultant reviewed the surgical load within the State psychiatric hospitals and reported on the advisability of continuing them in operation.

The Chief Medical Consultant also served on several grievance committees. In conjunction with the Personnel Department, job specifications for medical and paramedical positions were reviewed and recommendations made.

At the request of the Director of the Division of Correction and Parole, the Chief Medical Consultant reviewed the personnel needs of the medical-surgical and dental areas within the institutions under his jurisdiction.

CHIEF PSYCHOLOGY CONSULTANT

All areas of responsibility as outlined in Administrative Order 4:04 for the Chief Psychology Consultant within the Department have been assumed during this period including the provision of consultative services and reporting on the psychological services evaluation of psychological programs, review of budget requests and personnel appointments, liaison activity with the professional associations within the State and agencies outside the State, development and maintenance of appropriate standards of training at all levels in the area of psychology and the development of recruitment programs.

The Conjoint Training Program with Rutgers University's graduate Department of Clinical Psychology was greatly curtailed from last year due to the number of available graduate students. One student participated at the Neuro-Psychiatric Institute and another at the Yardville Youth Reception and Correction Center. The students involved had an opportunity to directly observe patients and inmates and did engage in some psychotherapeutic and psycho-diagnostic activity under the direct supervision of a clinical faculty member of Rutgers University. The Consultant was appointed adjunct Professor of Psychology as well as one of the Principal Clinical Psychologists at Marlboro Psychiatric Hospital where a third student was later placed. These joint appointments tended to solidify the relationship between the Department of Institutions and Agencies and the Rutgers Clinical Psychology Training Program in order to further a joint effort in establishing very practical goals for the university's graduate students.

The summer school psychology Externship Program completed its fourth year, involving Montclair State College, Jersey City State College, University of Alabama, and Fairleigh Dickinson University. This program was able to provide training for 18 trainees on a two month full-time basis. Institutions involved include the Greystone Park Psychiatric Hospital, Marlboro Psychiatric Hospital, the New Jersey Diagnostic Center, the New Jersey Neuro-Psychiatric Institute and Woodbridge State School. No stipend was provided for these trainees but rather this fulfilled their obligation to gain field experience in order to be certified as a school psychologist within the State of New Jersey. The Consultant acted as coordinator between the University Program Directors and the Directors of Psychology at the various institutions.

A second course in Behavior Modification Techniques and Theory but at an advanced level was introduced this year whereby the clinical faculty at Rutgers University, without cost to the State, provided 16 hours of lecture. This course was attended by approximately eight Staff Psychologists from different institutions. Those attending represented Greystone Park Psychiatric Hospital, Trenton Psychiatric Hospital, New Jersey Neuro-Psychiatric Institute, New Lisbon State School and the Training School for Boys at Skillman. Six of the clinical faculty at the Rutgers University participated in teaching this course. Staff were nominated by their institutional superintendent to be permitted to attend these programs and were encouraged to bring to these sessions very specific cases which could be assisted by the behavioral techniques discussed. It is planned that a similar type of course will be offered by the Rutgers faculty in the future, but dealing with another area of psychotherapeutic approach such as the psychoanalytic or irrational emotive therapies.

The relationship between the Rutgers Graduate Clinical Psychology Department and the Department of Institutions and Agencies has improved tremendously over the past year and there is a joint mutual coordination of training efforts in providing much improved patient services.

CHIEF DENTAL CONSULTANT

Dentistry has been placed in a new priority and viewed from a new prospective by the average person. Previously higher priority health matters have been solved or are insured against freeing health dollars for dentistry. With these dollars people realistically expect to preserve the function and beauty of their teeth for a lifetime. Community dentistry is tooling up for this increase. Institutions and Agencies dentistry must similarly grow to stay consistent with its goal of matching community dentistry.

To do this the current general goals should be made absolute and budget increases in personnel, equipment and facility added to meet the absolutes. In general terms, the absolutes for all patients in Institutions and Agencies should be:

- a. Intake examination including scaling and polishing of teeth, X-rays and treatment planning.
- b. Resolution of emergencies as they occur including pain, infection neoplasm, trauma, etc.
- c. Removal of decay replaced by fillings wherein the nerve of the tooth is not involved.
- d. Replacement of missing teeth with removable dentures.
- e. Root canal treatment, gum care, crowns, fixed bridges and orthodontia provided in exceptional circumstances as finances allow.
- f. Dentistry will be accomplished under no local anesthesia or general anesthesia depending on clinical norms.
- g. The dental examination including scaling and polishing of teeth, X-rays when indicated, treatment plan and its accomplishment will be repeated annually.

Optimum dental dollar value should be sought through improved patient delivery and in sharing of all aspects of dentistry between all units of the Department. Optimum facility, equipment and auxiliary personnel should be matched to quantity and quality productive general and specialist dentists and auxiliaries. In order to best accomplish this, all aspects of dentistry should be transferred to the Office of the Director of Dentistry.

BUREAU OF DATA PROCESSING

The Bureau of Data Processing throughout fiscal year 1971-1972 managed its operations in accordance with Departmental policies and procedures outlined in Administrative Order 4:01. Data Processing services were provided in support of the many Departmental work programs and extended into the areas of Public Welfare, Mental Health and Hospitals, Research and Statistics, Institutional Patient Billing, Children's Services, Business Management, County Welfare Boards and County Food Stamp Offices.

During the year, the Bureau's Data Processing Analyst and Programming staff maintained a normal schedule of Systems and Computer Program reviews, with revisions and

expansions of existing ADP (Automatic Data Processing) applications implemented wherever possible in response to requests by the various users of our services. The Mental Health Clinic system and the County Welfare Board Assistance Register Accounting System were completely revised and a decrease in throughput time for both applications has been realized.

Continuing concern is expressed with respect to the management of the Food Stamp Program. The release of specific phases of that program to the Department of Labor and Industry for processing through their computer and distribution system has not brought about the effectiveness anticipated. The Food Stamp application was initially designed for processing through a 1401 computer system. To process the same application on a system of third generation design creates processing and conversion problems that discount the more effective processing capabilities inherent in a third generation computer system.

It is the technical opinion of the agencies involved in the management of the Food Stamp Program that a total revision of the application is in order. The revision of the system will reduce the number of existing processing steps and, in addition, will incorporate the new Federal regulations covering Variable Purchase Option and Food Stamp Public Assistance Withholding.

During the conversion period estimated to be at a minimum of six months, this Bureau is committed to withdraw from the Department of Labor and Industry those troublesome phases of data management for processing through our computer system. It is anticipated by that arrangement the operational phases of applications remaining with Labor and Industry will run more smoothly.

The normal growth of data processing services provided the various Departmental components over the past several years has placed heavy demands upon the Bureau's resources. With only a minimal upgrade of equipment in 1968 and the establishment of two additional positions of Key Punch machine operators, the Bureau staff has maintained a dedicated effort throughout the year to keep pace with its total data processing commitments.

The Food Stamp, State Buy In and Bendex systems, by reason of limited equipment capabilities, presently require additional data processing support of equipment facilities located in the Department of Labor and Industry and Treasury. An exchange of input/output data records and documents between the agencies takes place monthly and requires a coordinated effort of both management and operations staff for effective program control. The fragmentation of program applications seems destined to become more extensive as other users' requirements expand into areas unmanageable through our existing computer system.

Plans to upgrade the present system and related resources to manage in house the Departmental data processing workload have been deferred by reason of recommendations outlined in the Governor's Management Study covering an overall State data processing plan. Recommendations that the data processing activities of the smaller installations, such as ours, be reassigned to the larger State data centers are being considered.

BUREAU OF PERSONNEL AND EMPLOYEE RELATIONS

This past fiscal year saw a further increase in the workload and responsibilities of the Bureau resulting from implementation of the decentralized promotional examination and reclassification functions previously performed by the Department of Civil Service, coordination and training involving the Employee Performance Evaluation Improvement System, responsibility for coordination of the Emergency Employment Act, increased

Employee Relations Activity involving the negotiation of agreements with AFSCME and AFTE for the Health Care and Rehabilitation and Maintenance and Crafts Units, new federal programs, augmented training and development programs, workshops, and seminars, the beginning and end of the Incentive Bonus Program, development of title classification for new and expanded programs, and frequent field trips and visits to components involving an operational overview.

A great deal of time and energy was expended in preparing for the implementation and coordination of the decentralized promotional examination procedure and decentralized reclassification procedure. The Bureau, with the cooperation of the Department of Civil Service, conducted orientation and training sessions and follow-up workshops, developed guidelines and directives, and provided technical advice and assistance to the various components. The Decentralized Program, which was terminated in June 1972, as a result of a decision by the Appellate Division of the Superior Court, could not continue on a permanent basis; however, a modified form of the program will undoubtedly be implemented.

Emergency Employment Act (EEA)

Under this new federal program a total of 292 positions were created under Phase I which affected 33 different institutions and agencies. Initially, the institutions and agencies upon instructions from the Department of Treasury had to freeze existing budgeted positions in order to create similar EEA positions. Later on, additional positions were created from balances in Phase I without freezing vacant budgeted positions.

Phase 2 was an experiment by the Federal Government to grant a certain county with a large number of federal positions to see how it would affect the unemployment situation in that county. Mercer County was selected by the Federal and State government, and a total of 95 positions were created in seven different institutions and agencies.

The third phase of the EEA Program was a Welfare Demonstration Project for the cities of Camden, Newark and Patterson. Under this program they attempted to employ on a volunteer basis women receiving welfare under the Aid to Dependent Children Program. A total of 60 positions were received under this program.

An additional 42 positions were received in the Bureau of Children's Services and the Division of Welfare to assist with the administration of the EEA Programs throughout the state.

The grand total of positions approved under the EEA Program was 489 positions. As of August 18, 1972, we had a total of 122 vacant positions under Phase I & II due to funding problems. Initially, all of these positions were filled at one time. However, resignations, terminations and transfers to regular budgeted positions caused this turnover. On July 24, 1972, we were told by the State Coordinator of EEA that we could not fill any more EEA positions under Phase I & II until the Federal Funding to the state for the next year was determined. Since September 6, 1972, we have been unable to fill any vacant positions under the Welfare Demonstration Project.

Employee Relations

During the past fiscal year contracts were negotiated with the American Federation of State, County and Municipal Employees with regard to the Health Care and Rehabilitation Unit and with the American Federation of Technical Engineers for the Crafts, Operations, Maintenance and Service Units. The Patrolmans Benevolent Association won the right to be the exclusive majority representative for the Law Enforcement Unit and AFTE and the N.J.

State Motor Vehicles Employees Union for the Inspection of Security Units. Contract negotiations have commenced with the latter two units.

During the past fiscal year the Recruitment Office was increasingly active in areas that offered potential sources of personnel despite the Wage and Salary Freeze.

The Central Training Office in conjunction with the Department of Civil Service, Division of Manpower Development and Training, coordinated or operated training for Department personnel in various skills areas. Included were courses in stenography, typing, written communications, dictation, etc. Approximately 269 employees took part, accounting for over 5,500 student hours.

A series of one-day sessions around the provisions of the AFSCME and AFTE employee contracts were held for top level Department managers with the State Coordinator of Employee Relations taking part. The objectives of these sessions were to provide an orientation to and amplification clarification of the provisions of the contracts and develop guidelines designed to insure that all institutional managers and supervisors of employees in the respective bargaining units are properly oriented to the contracts' provisions.

BUREAU OF PUBLIC INFORMATION

The Bureau of Public Information carried out the following activities in meeting the directives of Administrative Order 1:20 to serve as the information arm of the Department by acquainting the lay public, legislators, schools, colleges, professionals in our areas of concern, and the press, of the Department's functions, services, programs, and special events.

During the reporting period, in addition to verbal releases, the handling of emergency situations, and providing the press, radio and television with background information for feature stories and arranging for radio and T.V. interviews, the Bureau issued 60 official written press releases.

Emergency Situations

The reporting of emergency situations and the answering of press inquiries concerning them have occupied the major portion of staff time, in many cases, on a seven-day and night basis. While there have been incidents at some of our psychiatric and retardation facilities, the greatest number of problems occurred at our correctional facilities, including the disturbance at Rahway Prison, disturbances at Trenton State Prison, the murder of a guard at that institution, several incidents at the Vroom Building, a number of escapes, job action and/or sit-outs by correction guards and other institutional personnel; suicides; fires; bomb threats; and other events.

Feature Stories

A number of newspapers have carried feature stories covering the Department's programs of services to the disadvantaged citizens of New Jersey. These included articles on volunteer services of citizens at institutions; special programs for vocational training of inmates; rehabilitation and therapy; activities in work release, arts, crafts, music and the theatre; special Olympics for the retarded; open-house programs; and special events at Institutions such as Circus performances for residents; field trips for residents of retardation facilities and other recreational activities.

Considerable press, radio and TV coverage was given to Governor Cahill's program for physical examinations at Trenton and Rahway State Prisons conducted by the National Guard. There has been a sharp increase in the coverage by radio and television.

The first general press conference of the Commissioner was held in June, at which releases were distributed covering proposed penal and parole reforms and the establishment of guidelines for news media prison reporting. As a result of these procedures, a number of tours of prisons by news media representatives have been arranged, and requests for such on-the-spot reporting are on the rise.

Services to Other Agencies

Cooperation with citizens' groups and other agencies of government included the provision of speakers for their meetings; joint conferences on common problems; representation at their meetings; the raising of funds for financing a plane to transport Special Olympics participants to California; meeting with the Governor's staff to coordinate and establish guidelines for press coverage; the provision of literature displays for organizational conferences; and an exhibit at the Trenton State Fair.

Departmental Publications

THE WELFARE REPORTER, the Department's official educational quarterly magazine has been published and distributed through January 1972, with publication suspended pending a decision as to its continuance.

The Department's Information Pamphlet has been updated and is ready for printing, pending review and approval of the Commissioner.

Literature and Information Requests

Over 200 written requests for information and/or literature have been received and answered during the reporting period, in addition to telephone requests which number on the average of five a day.

Other Services

Responsibility for compiling and summarizing the Departmental monthly reports rests with the Bureau, as well as the maintenance of a clipping service. The Annual Report of the Department for fiscal year 1971 was edited and prepared for publication, in accordance with Administrative Order 1:20.

Photographic Services

Plus his regular duties of taking, developing and printing I.D. photos for institutions, the staff photographer's coverage included the following special events: for the Division of Correction and Parole, a program at Rutgers Graduate School of Business Administration, a number of training classes, the joint Correction and Parole SLEPA Institutes, and the Staff Basketball Game at Skillman; for the Bureau of Veterans Services in the Division of Community and Professional Services, the presentation of awards from the U.S. Department of Labor to Bureau personnel; for the Division of Public Welfare, the Proclamation signing by Governor Cahill citing the New Jersey Children's Home Society and New Jersey's Foster Parents; and for the Division of Mental Retardation, the Special Olympics for the Retarded at Johnstone.

BUREAU OF STATISTICAL ANALYSIS AND SOCIAL RESEARCH

The Bureau continued to process the routine population movement of all institutions and prepare annual tabulations for use by administrators, federal agencies and other interested parties. These data were also provided to the Bureau of Accounts for preparation of annual budgets.

As usual, patient-characteristics were compiled for state and county psychiatric hospitals, schools for the retarded, and county hospitals for chest diseases. This information was also distributed to administrators, planners, federal and local agencies working in the respective fields. It has also become routine to produce a tabulation of psychiatric admissions by community service area and municipality of residence.

Ten-year trend tables for the state psychiatric hospitals covering population movement and characteristics of population and admissions were compiled.

Three special studies relating to psychiatric hospitals were completed. A study of voluntary and committed admissions provided characteristics of these patients. A second study concerned the length of stay of admissions to the state psychiatric hospitals by service classification. A third study provided data related to children under 21 years of age.

To aid in the long range planning to meet veterans' needs, the number of veterans in the state psychiatric hospitals was tabulated according to mental disorder, age, and billing status.

Preparation of Medicaid forms for those persons in the infirmary units of the schools for the retarded continued from the previous year. These forms were prepared for the five months, April through August. Vouchers were checked to verify that the proper counties were receiving refund credit.

At the request of the Bureau of Children's Services, forms were designed and a daily reporting program was initiated for the Children's Residential Center at Denville. This format will be used for additional Centers as they are opened.

Instruction manuals were written and distributed for the homes for veterans and the Hospital for Chest Diseases at Glen Gardner. This puts into written form, for the first time, the reporting instructions for these institutions.

An edit and revision of data of homes for veterans was completed and a similar edit concerning the Hospital for Chest Diseases at Glen Gardner is nearing completion. This will ensure accuracy when these records are transferred to computer tape. It will also allow for retrieval of the data upon request.

Requests for data from many agencies, state departments, and divisions within the department, were filled and consultation was provided in several areas.

BUREAU OF VETERANS SERVICES

The two greatest problems confronting the returning Viet Nam veteran are in the areas of drug abuse and employment. Only recently, the Department of Defense has begun a review of discharges for those veterans who were discharged because of drug problems.

In this area, the Bureau of Veterans Services has had preliminary conferences with various State and Federal Officials about establishing a new facility for the treatment of veterans with psychiatric disabilities.

During the past fiscal year, the New Jersey State Pension paid to blind veterans was increased from \$500 to \$750. At the present time there is a bill pending in the State Legislature to increase the New Jersey Pension to other disabled veterans.

In addition, the Bureau has submitted a fiscal note on a State G. I. Bill for veterans.

Another new program that involves the Bureau of Veterans Services is investigational procedure required for persons who are applying for admission to our two soldiers homes at Menlo Park and Vineland. In the past year, two Service Officers were assigned to Menlo Park to complete social background investigation forms for those persons who are currently patients at the home. In addition, the bureau conducts social background investigations for all persons who are applying for admission to the home for the first time. In fiscal 1972, over 209 of these social background investigations were conducted. While statistics become the guideline for the amount of work done, they cannot begin to show the amount of work involved in one particular case.

VOLUNTEER SERVICES CONSULTANT

This office will seek to coordinate all volunteer effort by matching specific public needs with private capabilities. Through careful liaison with all institutions, it will initiate public requests for citizen assistance in specific areas, and it will receive and evaluate offers of service.

Division of Correction and Parole

Albert C. Wagner, Director

OVERVIEW

Progress was made this fiscal year in bringing about significant changes within the Division to provide new and improved services for persons committed to its care. The Division's first community-based correctional facility completed a year of operation successfully, and efforts to locate sites for two additional Community Treatment Centers in metropolitan areas of the State continued throughout the latter half of the fiscal period. Locations were actively being sought for two Community Service Centers to house work releasees and provide for certain parolees and offenders on furlough. The Division's training capabilities were expanded by the establishment and staffing of a Correction Officers' Training School. The first comprehensive training, work-study effort in correctional education in the State was made possible by the award of a Federal grant to implement the first year of the 1972-1974 Teacher Corps Correctional Education Program. The work release program provided expanded opportunities of employment, education and vocational training in the community for inmates. A Lawyer-Volunteer project enlisted the activities of more than 200 attorneys in the State to work as parole aides. Inmates' wages increased, and a system of job classification and performance incentives was incorporated into the inmate work program. Telephone calls were encouraged among Prison inmates to increase communication with families and the community. Division Standards were revised to eliminate censorship of inmate correspondence and to ensure due process for inmates charged with disciplinary infractions.

POPULATION PRESSURES

Prisons

The average daily population of the Prison Complex was 3326, four per cent higher than the fiscal 1971 figure and ten per cent higher than the average prison population during the preceding five years. Population increases held within these limits despite the 11 per cent increase in admissions from 1586 during fiscal 1971 to 1764 during fiscal 1972 and the 24 per cent increase in fiscal 1972 admissions over the annual average of 1426 received during the preceding five years.

From June 30, 1971 to June 30, 1972, a four per cent reduction from 1368 to 1310 inmates at Trenton and a 14 per cent reduction from 1124 to 968 inmates at Rahway was achieved by filling the remaining 190 beds provided in the second-phase construction at the new Leesburg medium security unit, by moving the first 35 of an expected larger group of inmates to the new Prison Readjustment Unit located at the Trenton Psychiatric Hospital, and by increasing total prison parole releases 39 per cent from 752 during fiscal 1971 to 1042 during fiscal 1972. The overcrowding in the severely overcrowded and antiquated prisons at Trenton and Rahway was thus somewhat relieved.

Youth Correctional Institutions

The average daily population of the Youth Correctional Institutions increased one-third from 1676 during fiscal 1967 to 2234 during fiscal 1971. The average daily population decreased two per cent from 2234 in 1971 to 2182 in 1972 despite a ten per cent increase in commitments

from the community. There was a 39 per cent increase in parole releases from fiscal 1971 to fiscal 1972. In addition, the number of parolees returned for technical violation of parole showed a five per cent reduction from fiscal 1971 to fiscal 1972 despite the drastic increase during the year in youth offenders under parole supervision from 4071 in June 1971 to 5030 in June 1972. The reduction in technical parole returns was accompanied by a 35 per cent increase in commitments of parolees for new offenses.

The 7927 persons on parole from Division institutions on June 30, 1972, 63 per cent of whom were released from the Youth Correctional Institutions, represented an increase of 40 per cent or 2250 parolees within a three-year period.

Correctional Institution for Women and Training Schools

At the Correctional Institution for Women, the average daily population dropped from 284 to 264 from fiscal 1971 to fiscal 1972 as the admissions increase from 237 to 249 was overbalanced by an increase in departures of 202 to 271.

From fiscal 1971 to fiscal 1972, Training School admissions dropped eight per cent from 646 to 593, and the average daily population dropped four per cent from 553 to 531. At the Training School for Girls, the average daily population increased from 102 in fiscal 1971 to 104 in fiscal 1972. Fourteen more girls were admitted and one more girl was released in fiscal 1971 compared to fiscal 1972. At the Training School for Boys, Jamesburg, the average daily population dropped from 289 in fiscal 1971 to 278 in fiscal 1972 as admissions decreased from 427 to 386 and departures increased from 386 to 410. At the Training School for Boys, Skillman, the average daily population decreased from 162 during fiscal 1971 to 149 during fiscal 1972 as admissions increased from 101 to 103 and departures decreased from 115 to 102.

INMATE BEHAVIOR AND MORALE

The State Prison, Rahway, reported good staff-inmate communications despite the uneasy tone of the institution in the aftermath of the disturbance on November 24, 1971. Morale was reportedly somewhat unstable at Rahway following an inmate work stoppage during the week of June 26, 1972, but the peaceful strike ended with the inmates returning to work. At the State Prison, Trenton, continuation and expansion of vocational training, school and recreation programs, group counselling, work release, telephone calls, and Alcoholics Anonymous contributed to a satisfactory level of inmate morale despite overcrowding, lack of sufficient professional personnel and inadequate facilities. The social climate at the State Prison, Leesburg was reportedly positive during the fiscal year, with inmates enjoying a variety of special events. live entertainment, family picnics and films. The expanded Furlough and Work Release programs at Leesburg contributed greatly to the level of inmate morale.

The Youth Correctional Institution, Bordentown, witnessed increased inmate demands and expectations in the areas of rehabilitation, rights and privileges, living conditions, rate of pay, clothing, correspondence and visits. The furlough and work release programs affected inmate morale in a positive way as did the availability of a day and evening vocational training program at the Mercer County Skill Center. The Youth Correctional Institution, Annandale, reported good communication between staff and the inmate population throughout the year. Staff showed a greater willingness to listen and be helpful to the more disturbed and angry type of offender being received at Annandale. At the Youth Reception and Correction Center, the furlough program greatly improved inmate morale with an increase from 21 furloughs last fiscal year to 419 this fiscal year. The work release program and community trips contributed

also to the high morale of the inmate population. At the Correctional Institution for Women, untoward incidents were reportedly at a minimum during the fiscal year and the general tone of the institution was good. Changes were made in the student government system at Clinton to bring it into compliance with the Division Standards.

The Training School for Boys, Jamesburg, reported satisfactory behavior and high morale among residents despite an increase in the number of disturbed residents being received there who appeared to be capable of carrying out their suicidal threats. Cottage socials, dances, off-grounds trips, picnics, hikes, scouting and tours of places of interest contributed to the high morale of the resident population. At the Training School for Boys, Skillman, positive and effective staff-child relationships continued throughout the year as more personal responsibility and freedom of movement were accorded residents. A minimal number of runaway episodes was attributed to the extensive furlough program at Skillman. The Training School for Girls reported an increasing number of drug users being committed to the institution, many of whom have had previous experience in community drug treatment centers. Concern was expressed for residents with serious emotional problems who continued to be transferred to the Trenton Psychiatric Hospital with a diagnosis of psychosis. Within the past year 40 such transfers were made.

PROGRESS IN CONSTRUCTION

At the end of the fiscal year construction was nearly completed on a new gymnasium at the Youth Correctional Institution, Bordentown. The gym is expected to open early in the new fiscal year and will fulfill a long recognized need for an adequate indoor recreational facility. The Bordentown institution had been unable to offer a full range of recreational and sports activities particularly during the winter months and in inclement weather.

At the Correctional Institution for Women, plans and specifications were reviewed for the new Multi-Purpose Building, which has been under construction since September, 1971. The Multi-Purpose Building will contain classrooms, vocational training space, and a combination auditorium-gymnasium. Originally scheduled for completion in March 1973, Clinton's Multi-Purpose Building may be ready for opening early in the new fiscal year.

The new classroom and professional office building at the State Prison, Trenton was completed and occupied at the end of the fiscal year. The new facility provides a full program of education for all inmates, including literacy training, elementary and high school classes, social education, trade-related classes, and increased availability of college level courses.

Construction is almost completed on the new medium security unit at the State Prison, Leesburg. The new unit will provide an additional 164 beds to the already existing 336 beds provided last fiscal year on completion of the first-phase construction. A total of 500 medium security beds will thus be available to ease appreciably the pressure of admissions to the State Prison, Trenton.

Replacement of the deadlocks in 1-Wing at the State Prison, Rahway, was completed during the fiscal year, with improvements made also in cell door operation and the master locking bar. The 4-Wing locking system was replaced, and extensive repairs and security work were made in the institution auditorium.

PERSONNEL ACTIVITIES

Towards the end of the fiscal period a new Superintendent was appointed to the State Prison, Leesburg. A Project Director was selected for the Division's new Correction Officer's Training School. A Coordinator for Community-Based Programs was added to the Division staff and Project Directors for three Community Treatment Centers and two Community Service Centers in the counties of Union, Essex, Bergen and Camden. A Senior Operations Analyst was appointed in the Division to advise and consult with the counties on work release and to audit operating county work release programs.

A Chief for the Division's new Bureau of Educational Services was appointed during the fiscal year. This Bureau has responsibility for the Division's educational programs. The Division has appointed also a Director of the Correctional Planning, Budgeting and Research Project. Funded by the State Law Enforcement Planning Agency, the Project provides for additional staff resources and computer capability and focuses on the specific statistical description of each of a wide variety of offender subgroups.

Turnover rate for the Division was 18.12 percent in contrast to 20.90 percent in fiscal 1970-1971. The State Prison, Rahway, was high in fiscal 1971 with a 29.26 percent turnover for officer personnel. The Youth Reception and Correction Center was low with only a 10.50 percent turnover rate.

STAFF DEVELOPMENT PROGRAMS

Staff development programs continued throughout the fiscal year to enhance various programs and to upgrade the competence of Division personnel. The monthly one-day Orientation Program reached a total of 270 new employees. The State Law Enforcement Planning Agency awarded the Division \$320,000 which will be matched by \$40,000 from State budget allocation for Division Training and \$106,666 for a variety of "in-kind services". The funding meets a long-recognized training need in the Division.

The new Correction Officers' Training School completed training of 118 newly hired Officers by the end of the fiscal year when the sixth class of 20 men graduated. Training of the first group of experienced line Officers ended also for 18 men from the Prison and Youth Correctional Institution complexes. A part of the federally funded State Law Enforcement Planning Agency project, the Officers' School, is expected to reach all Correction Officers hired in the calendar year 1972 as well as experienced line Officers and county personnel. The curriculum is comprised of 50 different subjects within the broad categories of custody and security, the history and philosophy of corrections, the nature of inmate supervision and the correction officer's role in the care and rehabilitation of the offender. Instruction in the topic areas was provided by the school staff, personnel from other components of the Division, the State Police and universities. The three-week school employed over 35 instructors.

Prior to receipt of the grant for the federally funded State Law Enforcement Planning Agency training project, 23 line officers from the ten major operational units completed a six-day school concerned largely with the treatment of the offender, the philosophy of corrections and the goals of the Division. Efforts were made also to upgrade training staff and coordinate institution training officers.

The group counselling workshop series had 66 participants in the three basic series of four one-day workshops, and 11 persons successfully completed four one-day workshops for

advanced group counsellors. In addition to these, 172 Division personnel participated in training programs sponsored by the Department of Institutions and Agencies.

The Division was allocated 24 positions under Phase II of the Federal Emergency Employment Act in addition to positions regularly budgeted. In consultation with the Bureau of Personnel, the 24 positions were allocated by title and by operational unit. The Division had filled six positions under Phase I, and by the middle of the fiscal year all positions under Phase II were filled.

Discussions were held during the fiscal year with representatives of the Warden's Association and with the Sheriff's Association with respect to Division planning to assist in the training of county personnel charged with custodial responsibility over persons held in county correctional facilities. Sample curriculum guides with a rating scale for each offering were distributed among the representatives. Demographic data on county custodial employees were requested for use as one of the base lines for the creation of a training model for county correctional personnel.

Eighteen employees from seven of the Division's operational units were awarded undergraduate and graduate degrees at the end of the fiscal year. Four other Division employees completed the masters degree program in social work at the Rutgers University Graduate School of Social Work. Since the Department's 16-month Professional Development Program began, 19 Division employees have earned graduate degrees in social work.

TREATMENT SERVICES

The Training Schools for Boys experienced excellent results in their direct treatment programs. The Behavior Modification Program initiated last fiscal year at Jamesburg continued to be highly successful in treating residents with serious adjustments problems in the institution. Psychological services at Skillman were coordinated this fiscal year to provide a more concise clinical assessment for each new admission with follow-ups as required by staff.

The Youth Correctional Institution, Annandale, reported excellent progress in specialized counselling projects. Co-educational group counselling with the Correctional Institution for Women and groups led by institution chaplains and outside voluntary drug organizations all continued to function satisfactorily at Annandale. At the Youth Correctional Institution, Bordentown, a grant by the State Law Enforcement Planning Agency enhanced the institution's drug treatment efforts with the Discovery House program, in which the extensive needs of inmate addicts were served. The Youth Reception and Correction Center continued to expand and improve the quality of its direct treatment services, particularly in the area of social work. Important services within the treatment programs at the Yardville institution were provided by social workers as members of the Supportive Education Team and as supervisors in the Alcoholics Anonymous program.

At the Correctional Institution for Women, full-time social workers maintained contact with outside agencies for referral of releasees and assistance for dependants of inmates. Individual and group therapy continued to be available to Clinton inmates as well as diagnostic interviews and psychological testing services. The Training School for Girls made advances in the treatment service area during the fiscal year. Psychiatric consultation services were expanded, and each cottage group of residents was assigned a social worker.

At the State Prison, Rahway, group counselling activities continued throughout the year with ten groups of inmates participating, and psychological and psychiatric services were

provided by part-time consultants. Budgetary requests were made for full-time psychologists, psychiatrists and social workers. At the State Prison, Leesburg, a new program for drug offenders, called Exodus House, was added to the roster of social services at that institution, and the number of counselling groups increased from two to five during the fiscal year. At the State Prison, Trenton, a drug program entitled *New Directions* was begun early in the fiscal period and had a membership of 34 and a waiting list of 45 inmates at the end of the fiscal year. Group counselling continued to be a significant part of the Prison's treatment efforts with an increase in the number of counsellors and inmates taking part in the program.

EDUCATIONAL, VOCATIONAL AND PRE-RELEASE PROGRAMS

The Urban Education Corps, State Department of Education, and the Division of Community Services, Montclair State College, working in cooperation with the Division of Correction and Parole, were awarded a \$490,000 federal grant to implement the first year of the 1972-1974 New Jersey Teacher Corps Correctional Education Program. The Teacher Corps program will be the first comprehensive training, work-study effort in correctional education conducted in the State. Its primary concern will be the quality of education afforded citizens on probation, in institutions, on parole and following discharge. Six teaching teams will be placed at State and county correctional institutions, working under the supervision of a team leader who will be designated as an Adjunct Professor at Montclair State College and a professional staff member of each participating institution. The program will involve 42 Corps members comprised of 36 teacher interns and six team leaders. Their major task will be to create new educational opportunities and alternatives for some 500 young adult and adult offenders, ex-offenders and parolees. The total effect will emphasize the need to make education an exciting learning experience for the client groups and to erase the fear and hostility which education often poses for the correctional population.

The Prison Education Network began as a full scale operation in September of the fiscal year. The project, developed by Trenton Prison staff and the Mercer Community College, and funded by a \$250,000 grant from the State Educational Opportunity Fund and State Department of Higher Education, provided inmates at the Trenton, Rahway and Leesburg Prisons with six courses each semester. Utilizing automated slide projectors, amplified telephone hookups and electronic blackboards, the program reached 250 inmates at the three institutions simultaneously and will permit the earning of Associate of Arts degrees in Business Administration, Accounting, Community Service and Liberal Arts. A portion of the specialized equipment enables the institutions to record lectures on audio-visual tape which then permits each institution to establish permanent course libraries for inmates to review lectures and for the institutions to repeat courses for other groups of inmates. The college program provides for faculty and two educational counsellors who travel to the institutions to counsel and tutor students. Response from inmates was excellent with more than 400 applications received. It is anticipated that the program will be expanded during next fiscal year to include additional inmates.

Thirty former inmates of the Youth Reception and Correction Center were placed in apprenticeship occupations with auto dealers throughout the State during the fiscal year. The National Alliance of Businessmen developed the contract which involved an \$80,000 grant to the New Jersey Automobile Dealers Association. The youngsters were enrolled in apprenticeship programs of auto mechanics and auto body repair and completed up to 700 hours of their training while at the Yardville institution. Their on-the-job training continued

under the National-Alliance-of-Businessmen jobs program, in which the United States Department of Labor reimbursed the individual auto dealers for extraordinary costs incurred in training the apprenticeship trainees, while the dealers paid \$2.30 an hour wages and benefit costs of the trainees. The New Jersey Automobile Dealers Association was the sponsoring agency and administered the program.

The Youth Correctional Institution, Bordentown and the Trenton Prison Minimum Security Unit at West Trenton participated in a work release program to place 40 inmates in vocational training at a community facility, the Mercer Manpower Training Skills Center in Trenton. Funding for the program was provided by a grant under the Manpower Development Training Act. Training is provided in the vocational areas of offset printing, auto body repair, welding and diesel mechanics. The aim of the program is to provide trainees with entry-level skills in those trades. A maximum of 60 inmates can be placed in the program. The Division received a grant from the State Law Enforcement Planning Agency to defray the cost of a full-time Correction Officer to supervise and transport the trainees from the two institutions, and the Division was able to provide a 44-passenger bus through the State Prison, Trenton.

At the Youth Correctional Institution, Annandale, funds totaling \$163,232, under the Manpower Development Training Act, were provided for vocational training in pre-occupational welding, carpentry, plumbing, gas station attendant and building service maintenance. A program of continuing vocational counselling accounted for the very high degree of success of students involved in the Manpower Development Training Programs. College level courses were begun at Annandale during the year in conjunction with Somerset County College. Off-grounds courses at the College began also under the work-study release program. New Jersey High School equivalency certificates were earned this year by 49 residents, and 17 students received Hunterdon County eighth-grade diplomas. Upon completion of the driver education program, 30 New Jersey driver licenses and certificates of achievement were awarded at the annual commencement exercises.

At the Correctional Institution for Women, Federal funds provided additional staff and materials for a full range of educational programs throughout the year. The College Level Examination Program began during the year, and for the first time inmates were enrolled in Somerset County College courses. College level courses continued to be offered also by Trenton State College. In cooperation with William Paterson College, the Clinton institution was able to provide student teaching experience for art students. This highly successful program provided leisure-time activities for inmates in the individual living units while providing the student-teachers themselves with a correctional experience as well. Two addict inmates presented classes in drug education in local school systems under the supervision of a social worker. The Correctional Institution for Women continued to be funded also in five skill areas under the Manpower Development Training Act, including Nurse's Aide, Electronics Assembly, Quantity Food Service, Pre-Vocational and Clerical Skills. A Business Advisory Council was established with representatives from several large companies to assist in the job placement of inmates.

At the Training School for Boys, Skillman, emphasis continued to be placed on maximizing individual instruction and involving youth and adult volunteers in the academic program throughout the year as tutors or teacher aides. Thirty adult volunteers and 12 high school and college students participated in the academic program. A language development program was instituted within the primary classes under the direction of the Speech Therapist. Learning disability specialists were employed also during the year through use of Title I funds. At the Training School for Boys, Jamesburg, funds in the amount of \$116,000 were made available to the Wilson School under the Elementary and Secondary Education Act. The School received \$300 for library books under Title II and \$10,819 under the Vocational

Education Act for Distributive Education. The institution received \$4,929 for a post-secondary course in Food Service. Title I funds were provided also for 15 additional school positions and two positions which were federally funded through the Department of Vocational Education. At the Training School for Girls, \$40,840 in funds were received under Title I of the Elementary and Secondary Education Act for additional school staff. Title II funds in the amount of \$200 were used for additional reference books and library supplies. Fifty-five students were involved in the Distributive Education Program during the school year, 18 of whom were involved also in work in the community. The Social, Emotional Aspects of Living program, initiated last fiscal year, continued to receive numerous requests for the program and curriculum. The Social, Emotional Learning and Living Skill Appraisal rating form for students was accepted for publication by *Adolescent* magazine.

Legislation was introduced towards the end of the fiscal year to establish a State School District for Institutions. The proposal authorizes the establishment of a school district in the Department of Institutions and Agencies to be administered by a Superintendent of Schools under supervision and control of the Department. The bill, S 1013, specifies that the Superintendent shall be appointed by the Commissioner, Department of Institutions and Agencies with the approval of the Commissioner, Department of Education, and places responsibility in the Superintendent for the general administrative and supervisory operations of the State School District. For the purpose of implementing the act, \$1,100,000 has been provided.

Inmates of the Prison and Youth Correctional Institution Complexes and the Correctional Institution for Women completed 2,823 furloughs during the fiscal year. The program permitted inmates in minimum security status to receive furloughs for job finding, registering in training programs and release preparation, family visits and for compassionate reasons including visits to seriously ill relatives or to attend funerals and graduations of children. Changes in the Division's Standards and policy statements regarding furloughs permit inmates in the work release program to have one furlough per month during their possible six months in the program. Inmates in minimum security status who are within three months of their parole or maximum release dates may have one furlough per month during this period of time. Also, inmates in minimum security status are permitted furloughs when they appear in court on civilian matters. With the change in Standards, it is anticipated that the number of furloughs will increase. Untoward incidents including escapes have been minimal thus far in the program.

The work release program continued to grow despite severe unemployment in several institutional locations. Towards the end of the fiscal year on May 31, 318 inmates were going daily into the community to 106 different job or training sites in contrast to the 216 who were in the program on the same day last fiscal year. The Division has moved to liberalize its policies with respect to the work release program, and during the year changes in selection criteria made virtually all minimum security inmates, within six months of their parole or maximum release date eligible for work release. Inmates were permitted to hold driving jobs and use their own cars to drive to and from work. Despite the dearth of jobs, institutional staff members have continued to work toward expansion of the program. Inmates of Annandale and Yardville minimum security satellite units have been encouraged to take part in the program. Work releasees from the Prison and Youth Correctional Complexes are now residing at the Bureau of Parole's P.R.O.O.F. (Parole Resource Office and Orientation Facility) in Jersey City to work in that area.

Fiscal year statistics on inmates who have completed the program show they have earned more than one million dollars or \$1,066,893. These inmates have also paid more than \$150,000 in income taxes and Social Security, and almost \$250,000 in maintenance fees to the

institutions. They have also contributed more than \$56,000 to their families and paid nearly \$20,000 on debts and fines. Significantly, these inmates have saved, for their release, more than \$273,000 with a number of them having more than \$1,000 each on release. Additionally, these inmates have spent \$342,201 for transportation, lunches, union dues, work and release clothes, inmate canteen and furloughs.

Consultations were held by the Division at the end of the fiscal year with county officials in an effort to encourage favorable response to the establishment of a program of work release for sentenced offenders in their facilities. Further discussions are anticipated before these counties move affirmatively. Fourteen counties have passed resolutions to establish the work release program — 12 have operating programs, one will shortly have one while one other will move once it resolves to its satisfaction anticipated problems in operations. In six of the 12 operating counties, there was almost total separation of work releasees from the rest of the inmate population, while five others had partial separation.

OTHER INSTITUTIONAL PROGRAMS

Recreation programs at the institutions continued to be active, some with interesting highlights. The Youth Correctional Institution, Bordentown, became a member of the Delaware Valley Football Club mid-way in the fiscal year. The Philadelphia Hoboes, a skillful group of softball players adept at comedy, engaged the Leesburg Minimum Unit in play with resulting antics that left the inmates in a laughing mood. At the Training School for Boys, Skillman, the third year of participation by residents in the Montgomery Township Boys' Baseball League was completed successfully. The League's Awards Night was held at Skillman at the end of the season. The Youth Reception and Correction Center employees basketball team took first place in the Second Annual Institutional Basketball Tournament for Division employees.

Inmates of the Rahway and Leesburg Prisons made contributions to two charities during the fiscal year. Rahway inmates collected \$297.77 for donation to the work of the Association for Sickle Cell Anemia. The Jaycee Chapter at Leesburg contributed \$50 to a fund for a Cumberland County child who was seriously injured and crippled as a result of a lawn mower accident.

Inmates in the adult Prisons made 12,704 telephone calls to family and friends during the fiscal year. The telephone program reflects the Division's philosophy that institutions are under the necessity of providing inmates with maximum opportunities for interaction with the community people and ideas to which they will be restored. Telephone calls help encourage inmates to retain contact with their families, build morale and encourage the kinds of associations which will benefit them when they return to the community. In addition to permitting inmates to telephone families when deaths, critical illnesses and accidents occur, inmates are permitted to telephone when they are not receiving letters and visits, and for other reasons approved by supervisory officers.

A unique pilot program of physical examinations, believed to be the first of its kind in the nation and aimed at improving medical and dental treatment for inmates in State correctional institutions, was inaugurated over a two-day period at the State Prison, Trenton. National Guard units composed of 20 physicians, four dentists and close to 100 enlisted medical technicians conducted the examinations. More than 50 percent of the inmates in the Trenton Prison participated in the program on a voluntary basis. Following the positive response to this

program from the inmates at Trenton, the National Guard medical personnel began examinations on 90 per cent of Rahway Prison's inmates over a three-day period late in the fiscal year.

Religious services were an active element among the institutional programs, and services were conducted regularly with very few problems.

An incentive plan for inmate wages began in the final month of the fiscal year with pay for skilled jobs at above average performance set at \$1.00 per day. Jobs for inmates, including those who attend school or half-day therapy groups, are classified at unskilled, semi-skilled and skilled levels, and pay is given according to level and on-the-job performance. The new incentive pay scale ranges from 65 cents per day for inmates working below average in unskilled jobs to \$1.00 per day for those working above average in skilled jobs. The previous average wage was 45 cents per day. The new wage scale is designed to provide minimum funds for purchase, at inmate stores or canteens, personal items needed by inmates but not provided by the State, and to develop or reactivate good work habits. Also, the new scale provides encouragement to quantitative and qualitative production on the job, to compensate for the comparatively fewer inmates available for work as increased programs of treatment counselling and education make increased demands on inmate time, and provide a modicum of funds for the offender's use upon release from the institution.

Under a grant from the State Law Enforcement Planning Agency, a two-year experimental program has been initiated at Clinton consisting of a Cottage Treatment Team geared to deal with "relatively non-delinquent juveniles". The team's goals are: to provide regular, frequent and consistent evaluation of residents every seven weeks; make recommendations to the Classification Committee regarding parole, furloughs, work release and community residence placement; reduce professional and para-professional schisms and provide supervised staff training in the study of human behavior.

Discussions were held at the end of the fiscal period regarding the potential use of the facilities at Camp Kilmer's Residential Manpower Centers as a training center for inmates from either the State Prison, Rahway, or the Training School for Boys, Jamesburg. Both institutions will be exploring this training potential and the feasibility of developing a training program in one or more of the following areas: graphic arts, tile setting, automotive repairs, auto body work, truck driving and building service work.

A Prison satellite unit to house inmates who present serious behavior problems was recently established in a wing of the Vroom Building on the grounds of the Trenton Psychiatric Hospital. This unit, identified as the Prison Readjustment Unit, is a separate entity directly under the control of the Trenton Prison and operated by staff from the Prison. At the end of the fiscal year, the first small group of prisoners was moved from the Trenton Prison to this unit. Others who present serious management problems because of their aggressive, acting-out behavior will be transferred into this unit gradually. The new unit was made necessary in order to isolate certain incorrigibles from the general Prison population. The program planned for this unit will be conducted with the goal that the inmates held at this facility can be rehabilitated to the point at which they can rejoin the general Prison population. The unit contains 80 of the newest cells in the building, all of which have been refurbished. The inmates will have access to indoor and outdoor recreation with their own recreation yard. There will be no opportunity for inmates and patients commingling in any part of this program. Currently two teachers are providing educational services to the inmates of the unit, and a social worker

is working on a daily basis with these men. Plans are well underway to add additional social workers to the staff as well as psychologists, in order to provide individual and group treatment services to the men in this unit. Work opportunities are also being developed in order that these inmates will be able to get regular work credits and regular inmate wages which they did not receive while they were housed in the Administrative Segregation unit of the Trenton Prison.

RESIDENTIAL GROUP CENTER PROGRAM

The four Residential Group Centers at Highfields, Warren, Ocean and Turrell admitted a total of 244 boys and girls this fiscal year as compared to 227 the previous year. The average daily populations and referrals were up slightly from those reported last year. There were 328 referral inquiries received at the Centers for boys during the fiscal year, an increase of 54 over the previous fiscal year. At the end of the fiscal period 32 referrals were awaiting referral to the Centers for boys. At Turrell, the number of girls successfully completing the program increased slightly over last fiscal year, the reasons for failure being fairly equally distributed among medical and psychiatric conditions and unauthorized absences.

Boys from the Ocean Residential Group Center participated in training sessions for municipal police and state troopers at the State Police Training Academy in Sea Girt, New Jersey. Up to four boys at a time participated with groups of 20 police officers, both recruits and supervisory personnel, discussing the police officers' roles from the officers' and boys' perspectives.

Group treatment and work programs continued with no unusual problems. The Assistant Superintendent's position at Highfields remained vacant, but the Assistant Superintendent's position at Turrell was filled. The vacancy left at Ocean by the appointment of Vincent J. Regan as Superintendent of the Leesburg Prison was filled by John R. Schmidt at the end of the fiscal period with the effective date set for early in the new fiscal year.

The number of visitors to the Centers continued to be high. Visitors came from many parts of the world and from a variety of professional backgrounds. The Centers also continued to provide training in group interaction for personnel of public and private agencies from this State and other states.

BUREAU OF PAROLE

At the end of the fiscal year, the Bureau of Parole was responsible for 7323 parolees, an increase of 1133 cases or 18.3 per cent over the caseload of a year ago. In addition to the cases under supervision in New Jersey, 432 cases were supervised in other states for New Jersey, making a grand total of 7755 cases for which the Bureau was responsible. Of the 7323 parolees, 404 were female, resulting in an average caseload per female officer of 40, and an average caseload for each male officer of 68 parolees.

Mid-point in the fiscal period, a Lawyer-Volunteer project was initiated. Sponsored jointly by the Bureau of Parole and the New Jersey State Bar Association, with assistance from the American Bar Association, the one-year project was funded by the State Law Enforcement Planning Agency. The project seeks to provide assistance, drawn from the ranks of lawyers in New Jersey, to the overburdened parole system and staff. The lawyers, volunteered from the

membership of the New Jersey State Bar Association, are being utilized primarily as aides assigned, in most cases, to individual offenders and operate under the professional supervision of a full-time, experienced Parole Officer. The project introduced the citizen volunteer movement into the field of parole supervision, where the volunteer movement, as yet, has not held significant development. The lawyers are provided with a direct clinical experience in parole supervision and exposure to the issues, problems and dilemmas existing in this area. The lawyers have the opportunity also to develop an awareness of the needs of parolees and the problems in providing them effective parole services. Emphasis in the program is placed primarily on the one-to-one relationship developed between the lawyer-counsellor and the parolee and not on the traditional lawyer-client relationship.

Specialized caseloads continued to provide excellent indications that supervision by trained and experienced parole officers of caseloads made up of homogeneous types of offenders should be augmented. Several proposals were submitted in this regard to the United States Department of Health, Education and Welfare and to the State Law Enforcement Planning Agency for approval.

The Parole Resource Office and Orientation Facility provided services to 98 men during the fiscal year. In addition, seven work releasees from the Youth Reception and Correction Center and the State Prison, Rahway used the facility for residential purposes rather than returning to their institution of commitment each evening and weekend. Six of the seven work-releasees completed their stays successfully.

It was determined at the end of the fiscal year that 1202 parolees were accepted in Economic Opportunity Act programs as a result of referrals to various agencies including Job Corps, Neighborhood Youth Corps and Manpower Development and Training. This represents an increase of 56 cases or five per cent over last fiscal year. During the calendar year 1971, 9801 parolees under supervision in New Jersey earned \$12,616,325, an increase over the previous year's earnings of \$624,000. Fifty-four percent of the parolees under supervision were classified as "employed". This figure represented an decrease of five per cent over the previous years and reflected the higher unemployment rate of the general population in the country as a whole.

The James Kerney Foundation established a fund of approximately \$2,000 to provide assistance for State Prison parolees in the Trenton area. A parolee is hired on a part-time hourly basis as a para-professional with particular emphasis on creating and improving avenues of communication between parole officers and selected parolees.

BUREAU OF STATE USE INDUSTRIES

State Use Industries operated 24 separate shops accommodating 28 different types of industries located in seven institutions. A total of 57 instructors, ten Correction Officers and other operating personnel were employed in these jobs during the fiscal year. The shops furnished full-time jobs for 767 inmates from the Prison and Youth Correctional Institution complexes, the Correctional Institution for Women and for six residents of the Edward R. Johnstone Training Center. The average turnover rate for all industries in both groups of institutions was 3.9 inmates per job, up slightly from last year's figure of 3.7. The total wages paid were \$108,710.26, up 1.0 per cent from last year's \$107,534.20.

For the third consecutive year, productivity in most areas has not increased in proportion to costs of operations. Total equipment purchases during the year amounted to \$84,868. This capital expenditure was used for continued modernization of industries and expenses incidental to the construction of the new auto tag shop. Preliminary estimates indicate sales volume will be \$2,411,285 or approximately ten per cent less than last year's \$2,671,781.

BUREAU OF PROGRAMS

Administrative Plan materials released by the Division early in the fiscal year included a revised *Operational Unit Codes* sheet, a revised *Subject Index*, a revised *Index of Reports* and a new *Index of Administrative Orders* designed to assist the user in locating the contents of the Department's Administrative Orders within the Division's Administrative Plan. Division Standards on Inmate Wages were promulgated late in the fiscal period to establish a wage range based on skill level. The Furlough Standards were revised to permit furloughs for inmates on work release, to complete pre-release arrangements and for minimum custody inmates to appear in court on civil matters.

Revisions were made in Division Standards in the Discipline, Correspondence and Work Release programs and in Food Service. Changes were made in the Discipline program to provide due process to inmates given disciplinary charges and in the Correspondence program to eliminate the long standing practice of mail censorship. Modifications were made in the Work Release Standards to broaden the selection criteria for the program. Food Service Standards were changed to eliminate use of lard in cooking and to ensure that institutions provide an alternate meat selection when pork is served. The change was made to permit inmates to observe religious dietary laws.

Other comprehensive Standards or policy statements completed and released to the Administrative Plan Manual during the year included Interstate Compacts and Agreements, Payments for Expenses Involved in Civil Action Writs and Central Control Program.

BUREAU OF OPERATIONS

This marked the fourth fiscal year of work of the Bureau of Operations. During the year just ended, program areas of Correspondence and Visits, Recreation and Leisure Time Activities, Safety, Fire Prevention and Civil Defense, Education, Food Service, Medical Care, Dental Care, Maintenance and Housekeeping were field audited.

On-site inspections of physical plants and operational procedures made by Division staff included eight State institutions, four residential group centers, all 21 County Jails, all 261 municipal lockups, and all 14 county juvenile detention facilities.

There were more than 50 individual consultations furnished the 21 counties; these consultations covered a wide area of service and information ranging from review of blue prints, suggestions on site locations for new construction, advice and information on renovating existing facilities to aid in the writing and amending of programs for inmate employment, recreation, academic and vocational training. Statistics were compiled for use in improvement of Correctional and Police service in the Impact Program. The consultations have contributed to the planning, construction, expansion and improvements of eight county facilities.

The Bureau of Operations functioned as a distribution point and clearing house during the past year for enrollees in the Federal Bureau of Prisons' Courses for Jail Officers and Administrators, receiving and distributing 317 sets of reference books, grading 156 final examinations and requesting certificates of completion for each successful applicant.

The sum of \$39,675 was obtained from the State Law Enforcement Planning Agency to expand services to the counties in the areas of rehabilitative methods, staff development, academic and vocational training, inspections, construction and renovations. A project specialist and a clerk have been employed with recruitment for a senior inspector to complete the Bureau staff.

OTHER DIVISION ACTIVITIES

Funds in the amount of \$50,000 from the State budget and \$72,348 from a State Law Enforcement Planning grant are enabling the Division to purchase additional uniforms for Correction Officers and protective equipment for personnel. The \$50,000 for uniforms was allocated on an as needed basis to the Prisons, Youth Correctional Institutions and the Correctional Institution for Women in an attempt to bring operational units up to compliance with Division Standards regarding Officers' Uniforms. Funds for protective equipment are being used to purchase equipment such as helmets, face shields, protective vests and body shields as well as certain security hardware. The new equipment, previously in short supply at the Prisons, Youth Correctional Institutions and the Correctional Institution for Women, will be used to protect officers and other employees from physical harm.

The Division has been advised by the Division of Public Welfare that inmates and parolees may be declared eligible for public assistance according to the provisions of Title IV-A of the Federal Social Security Act and that the costs of those social services provided to the offenders by the State would be eligible for 75 percent reimbursement by the Federal government. Adults and children who have been recipients of public assistance within two years preceding the request for service, those who are likely to become recipients of public assistance within five years and those who are actual recipients of such assistance are eligible under this program. A survey is being conducted in the Division to determine the extent and cost of broad range of social services currently being delivered to inmates and parolees and to determine the proportion of offenders considered eligible to receive public assistance according to Federal guidelines. Social services are broadly defined by the Federal government to include: 1) intake, diagnostic, evaluation, classification and referral services; 2) social casework and counselling services; 3) special education, vocational education, training and counselling services; 4) short-term intensive treatment services; 5) services to remove barriers to self-support, and 6) services to remove barriers to utilization of other services.

A meeting was held at the Department of Education during the latter part of the fiscal year to discuss the Thomas A. Edison College external degree program. Attending the meeting were representatives of the college, the State Department of Education, Supervisors of Educational Programs of the Prisons, Youth Correctional Institutions and the Training Schools, as well as a Division office representative. The external degree program will enable individuals to complete part or all of the work toward an associate or baccalaureate degree without formal attendance at a campus. A person will be able to gain a degree on the basis of 1) previously earned college credits, 2) any valid off-campus learning experience that can be documented, and 3) successfully completed proficiency examinations. Advice was provided the institution representative regarding inmate participation in the external degree program.

The Division's new Correctional Planning Budgeting and Research Project, funded by the State Law Enforcement Planning Agency, developed computer programs to provide data on population movement and trend tables. The first program tabulates individual movement reports submitted by the institutions into monthly, quarterly and annual population movement worksheets which are both printed out and stored in the computer. The second program gives the Division the capacity to select any desired movement data from the computer-stored worksheets to be included in monthly, quarterly or annual population movement trend tables. Trend tables for each complex of institutions, each major institution and each institutional unit will be available on an ongoing basis and increase the volume and relevancy of available information concerning population movements in component units of the Division.

The Deputy Director attended a meeting of the Advisory Council in New Jersey for the Systems Training and Analysis of Requirements for Criminal Justice Systems Participants. The project is funded by the Law Enforcement Assistance Administration and is operating in four states: California, Texas, Michigan and New Jersey. A survey by questionnaire of Role Perception for Operational Criminal Justice Personnel was completed with 860 persons in New Jersey. Representative responses were secured from: 1) municipal and State Police; 2) courts (all levels); 3) prosecutors; 4) public defenders; 5) parole; 6) probation; 7) state correctional facilities. The Project is designed to improve the performance of operational criminal justice personnel through better identification of their roles, functions, objectives, knowledge and skill requirements and through the development of education and training programs based on the findings of the research.

The Division Director was re-elected to the Board of Directors of the American Correctional Association for the year 1971-1972 and attended a meeting of the Overall Planning Committee on revision of the Association's Manual of Correctional Standards. The Division Director was elected also to the Board of Directors of the National Conference of Public Youth Agencies.

Extensive consultations were held with State Law Enforcement Planning Agency staff members regarding ten proposals submitted by the Division for funding under the Law Enforcement Assistance Administration program. Revised budgets were prepared and submitted during the year on several of the proposals in consideration of anticipated starting dates while a third proposal was redrafted to bring it into conformity with those agencies' guidelines. All proposals were approved: Volunteers in Education and Rehabilitation of Youth; Jail and Detention Improvements; Program Planning, Budgeting and Research for Juvenile Offenders; two Community Treatment Centers; two Community Service Centers; Treatment and Rehabilitation of Drug Dependent Inmates; Coordination of Community-Based Programs; and Expansion of Training.

A Division staff study completed in the first half of the fiscal year compared crime and confinement rates for New Jersey vs. a number of other States. Listed in ascending order of the number of persons committed per 100,000 population, the States studied were Pennsylvania, New Jersey, New York, Michigan, Ohio, Indiana and California (selection based on an earlier 1960 report). The study revealed that New Jersey is average in crime rate but confines the second lowest number of inmates per 100,000 population among the seven States listed. New Jersey confines 40 per cent fewer offenders than Pennsylvania (the State with the lowest crime and confinement rates) and a third fewer than California (the State with the highest crime and confinement rates). In terms of trends, crime rates nearly tripled for both New Jersey and the combined comparison States from 1960 to 1970. New Jersey, starting at a low level of confinement, remained essentially unchanged in confinement rates while the other States, starting at a higher level, experienced an 11 per cent reduction. In 1970, however, the confinement rates in the other States were still 50 per cent higher than New Jersey.

The Division has made arrangements with the Bureau of Data Processing for development of a comprehensive computer record for each offender, allowing for greatly increased simplicity in reporting characteristics of admissions, residents, and departures in relation to such issues as length of institution stay and post-institutional experience. A file of the characteristics records of all offenders resident on June 30, 1971, was developed during the year, and records for all admissions thereafter, as well as departure records, will be added to the offender study record file.

The Community Treatment Center, Camden, admitted its first cases early in the fiscal year when eight referrals from the Camden County Juvenile Court were accepted. By the

middle of the year, the Center was accommodating 20 juveniles in its program, 15 in residence and five non-residents. As community awareness of the Center's program grew throughout the year, family participation was noted in the increasing interest by parents in the welfare of their children. Volunteers assisted also in providing transportation to a variety of recreational activities in the community. Progress is currently underway on the development of two additional Community Treatment Centers in metropolitan areas of the State. Two Community Service Centers are also being developed to house 50 men each, most of whom will be minimum security Prison and Youth Correctional Complex inmates working or attending educational or vocational training programs in the community. The Service Centers will provide also short term residential services and other assistance to inmates released on parole and at expiration of maximum sentence.

The Division Research Specialist attended a meeting in New Orleans of a study group composed of representatives from the Manpower Development and Training Program and the American Correctional Association whose function was to develop grant guidelines for a major demonstration of comprehensive vocational programming in five States. Attending the meeting were State correctional administrators, parole board members and correctional planners. At the federal level, the project contemplates a coordinated effort by the Department of Health, Education and Welfare, by the Law Enforcement Assistance Administration and the Department of Labor. The focus is on institutional training programs, vocational counselling, work release, community correction centers, comprehensive job finding and related intervention efforts.

The Robert Bruce House was phased out of operation towards the end of the fiscal year. The administration of this half-way house was transferred from the Youth Reception and Correction Center to the Bureau of Parole. The Bureau is looking to re-establish the operation shortly in an urban public housing facility. The major problem at the Robert Bruce House was the inadequate physical plant.

The Division transportation officers completed 106 out-of-state trips to return escapees and parole violators from all of the 50 States.

Division of Medical Assistance and Health Services

WILLIAM J. JONES, *Director*

OVERVIEW

During fiscal year 1972, Medicaid payments continued to rise because of increased expenditures for the most costly services (hospital and nursing home), rising numbers of eligible persons and an increased utilization of services. To reduce the incidence of medically unnecessary services, steps were taken to strengthen the utilization review program at various levels, including the creation of the new Bureau of Utilization Review, which through peer reviews continued to assure that recipients received quality care. In addition the Director was this year empowered with the authority to suspend or decertify providers found not in compliance with Program regulations or standards.

The development of the Health Services Program was characterized mainly by an increasingly sophisticated approach in the administration and continuing evaluation of the Program's operations and effects. As the result of increased access to computer information, the Division was able to develop and complete both its calendar 1970 and 1971 Annual Reports. A Medicaid Seminar was arranged for State legislators and others, where Division representatives presented a comprehensive summary of various important facets of the Program's operations.

The Division also produced an in-depth pharmaceutical services study, the first in a series of statistically detailed studies of various Program services. This study, released to the press, generated a considerable amount of publicity, including a three-part series in one newspaper covering the effects of the Medicaid pharmacy program.

One of the most significant efforts of the Program this year was the development of a Manual of Standards for Skilled Nursing Homes, which will serve as the single manual for Medicaid, Medicare and the Health Department's licensing agency. For the first time, not only physical/environmental requirements but also the quality of patient care and treatment will be coordinated and standardized for all State-licensed and Medicare-Medicaid certified nursing homes.

Two significant and far-reaching proposals were submitted to the Department of Health, Education and Welfare: The first was a request seeking a waiver of Medicaid eligibility requirements for Newark's medically indigent who would receive reimbursed services at four hospitals in the city under a three-year demonstration project; the second proposed a method of utilizing Medicaid procedures to conduct a single utilization review covering Medicare and Medicaid-reimbursed long-term care facilities.

Efforts were initiated during this period to implement federal enabling legislation to permit Medicaid payment for Intermediate Care Facilities (ICF's), which have been a County Welfare Board responsibility. The effects of establishing ICF's would be a reduction of costs and more appropriate placements for patients in need of intermediate rather than skilled nursing care.

During the year, the Institutional Population Program was adopted, adding about 12,000 eligible residents of State Schools for the Retarded and State Psychiatric Hospitals to Medicaid rolls. Under the program, medical-surgical and outpatient care received in certain units of these institutions could be billed to and paid by Medicaid for eligible residents, who could obtain services in the community, when needed.

STAFF DEVELOPMENT AND TRAINING

All phases of the Employee Performance Evaluation and Improvement System were completed, and arrangements were made with the Bell Telephone Company for several orientation sessions in the SCAN system.

Staff Development and Training continued to arrange for display exhibit space at various professional conventions and other public events, and to provide public relations materials. This year a practical new Medicaid display was constructed and designed for adaptability to specific provider groups or the public in general. The display was used in several conventions and meetings and received favorable comment.

The Health Education Consultant participated in orientation sessions involving caseworkers and supervisors of the Division of Public Welfare, Bureau of Children's Services; developed an in-service education program for County Welfare Board services staff; and was actively involved in the planning and development of procedures implementing the agreement with the Rehabilitation Commission. In addition, arrangements were made for staff participation in various Departmental orientation and training programs.

ADMINISTRATIVE SERVICES

During the year the Program underwent its first comprehensive audit which was conducted by Arthur Young and Company. The audit included the claims-payment process and other program aspects involving the Contractors and the Bureau of Claims and Accounts. Many of the recommendations of the auditing firm were adopted, including the refinement of procedures for approving and enrolling providers in the Program.

The division relocated its Central Office and the Mercer County Local Medical Assistance Unit in new quarters at 324 East State Street, Trenton.

Bureau of Claims and Accounts

The Bureau continued to process claims for skilled nursing homes as well as State and County Hospitals, and to administer buy-in premiums under Medicare.

A computerized nursing home billing system, instituted a year ago, has resulted in more efficient billing and payment processes for both the provider and the Bureau.

Bureau auditors completed 28 nursing-home audits in which the recovery for a single nursing home totaled approximately \$95,000. Total recoveries amounted to a quarter of a million dollars, approximately \$8,000 per facility.

The Contractors (Hospital Service Plan of New Jersey and Prudential Insurance Company) completed a total of 77 hospital and home health agency audits by the end of the fiscal year, with a net amount recovered totaling \$348,162.00.

Bureau of Health Statistics and Economics

During the year, the Bureau of Health Statistics and Economics prepared numerous operating reports, including tables required for the Progress Report to the State Board of Institutional Trustees, the Monthly Statistical Report, Monthly Report of Cuban Refugees Receiving Medical Care, Monthly Report of Recipients of Family Planning Services, and required Federal statistical reports.

The Bureau also prepared studies including: possible loss of Federal matching under provisions of HR-1 (Social Security Amendments); estimate of losses incurred by three Newark hospitals for care of medically indigent patients; comparison of New Jersey Health Services Program statistics with those of California Medi-Cal; utilization and cost studies of optometric services; a study to determine the extent of medical vendor payments on behalf of persons whose eligibility has been terminated retroactively, and others.

Eligibles

During the first six-months of fiscal year 1972 (July-December 1971), the total number of persons on the eligibility file increased by 8.8% to a December total of 524,489. The caseload increased between 1 and 2% each month through December.

The last two months of 1972 fiscal year were marked by a significant decline in the rate of increase in Program eligibles. Total June eligibles numbered 552,303, an increase of 4.6% over January, about half the 8.8% rate for the first six months. For the AFDC category, the rate of increase was roughly 6% for the two six-month periods. The combined percentage of AFDC and AFWP cases to the total eligibles remained unchanged (81%) over the two periods. Persons receiving care averaged 194,250 monthly, about 37% of those eligible for services.

For the 12-month period, medical vendor payments totalled \$225,600,000, of which 25.6% was for general hospital inpatient care, 9.5% for mental hospitals, and 30.3% for nursing homes. Deferred payments, State Mental Hospital rate adjustments, and payments for those AFDC recipients whose eligibility had expired prior to Fiscal 1972 added \$10.8 million, for a combined total of approximately \$236,400,000, for the year.

A. Old Age Assistance (OAA)

During the 12 months, the number of OAA eligibles averaged 34,664 per month. Of this number, approximately 65.7% received health-care services. Payments totalled \$92,967,081, or 39% of all medical payments. Monthly payments per eligible were \$223, per recipient were \$340.

B. Disability Assistance (DA)

A monthly average of 14,850 persons in the DA program received medical care at a total cost of \$30,117,483. This was 50% of the DA covered persons and amounted to \$85 per eligible, or \$169 per recipient per month, and accounted for 12.9% of total medical-care expenditures.

C. Assistance to Families with Dependent Children (AFDC)

A monthly average of 376,721 persons were eligible for AFDC. Total payments were \$82,470,082, or 34.9% of all medical payments. Average monthly payments were \$18 per eligible and \$53 per recipient. The Program made payments for those whose eligibility had expired prior to Fiscal 1972 to cover services rendered during the previous fiscal year. These deferred payments were \$2,406,076, or 1.0% of total Medicaid payments.

D. Assistance to Families of the Working Poor (AFWP)

A monthly average of 47,192 persons were eligible for AFWP. Of this number, 81% were in the Federally matchable segment. Total payments were \$7,952,081, or 3.4% of all medical payments. Average monthly payments per eligible were \$14, and per recipient, \$49.

E. Assistance for the Blind (AB)

A monthly average of 573 AB persons received medical services. This represented 50% of the 1,148 eligible persons, averaging \$66 per eligible, or \$133 per recipient per month. Expenditures for AB were \$914,946, or 0.4% of total medical payments.

F. Bureau of Children's Services (BCS)

Of a monthly average of 18,904 eligibles, an average of 5,314 (28%) received Medicaid services each month. Monthly payments averaged \$23 per eligible and \$83 per recipient of care. Total payments were \$5,300,453, or 2.3% of total medical payments.

G. Medical Assistance for the Aged (MAA)

A monthly average of 2,035 persons were eligible. Of this number, 79% received medical care each month. Monthly payments averaged \$368 per eligible and \$469 per recipient. Total payments were \$8,985,310, or 3.8% of total medical payments.

H. Cuban Refugees (CR)

The Program claims-processing system is used for this 100% Federally funded program. Persons eligible averaged 12,646 per month and \$5,269,654 in vendor payments were made in their behalf.

MEDICAL SECTION

During the reporting period, health resources rosters were officially established in all local offices to assist recipients and social service agencies in obtaining information on Medicaid-approved providers.

Significant operational changes were made in the medical, dental and pharmaceutical sections with the elimination of per session consultants in favor of full and half-time budgeted professional staff positions, to take effect at the start of fiscal year 1973.

With the transfer early in the year of all technical advisory committees to the jurisdiction of the Medical Assistance Advisory Council, it was necessary to establish renewed liaison with various professional groups working as informal *ad hoc* committees in some instances. Such groups provide valuable first-hand information and expertise in the practical aspects of the Program's grass-roots operations and consist mainly of representatives of various professional associations.

Interaction with other Federal, State and local governmental agencies continued in efforts to coordinate health services at these levels. Of particular note is a formal agreement (and implementation) with the Rehabilitation Commission establishing referral procedures of Medicaid patients for vocational rehabilitation services.

Bureau of Child Health Services

Priorities realized this year included the development of child-screening programs, (where these services were not readily available), with a goal of placing every Medicaid-eligible child under 21 in contact with the health care system. To this end, community service agencies in direct contact with recipients were encouraged to inform clients of the availability of services. Because New Jersey has provided the wide range of child screening services since the inception of Medicaid, the State's Program was used in the development of federal guidelines for other States.

The Bureau continued to maintain close liaison with the Bureau of Children's Services and to provide medical reviews and consultations as requested. In addition, steps were taken in cooperation with the Department of Education during the year to develop medical standards for day-care programs. Planning centered on two demonstration projects in Trenton and Newark.

Bureau of Long Term Care

Nursing home patients continued to receive assessments of their required levels of care by nursing staff, followed by review of each case by the Medical Evaluation Team. It should be noted that the major points of direct contact by this Division's representatives and recipients continue to occur mainly through on-site assessment visits. During the year, staff nurses conducted a total of 33,079 assessments, averaging 2,757 per month. In addition, nurses were instrumental in recognizing patients' needs for other kinds of service, e.g., rehabilitation, eye-glasses, and making appropriate recommendations.

A nursing home complaint reporting system was initiated, so that complaints from various sources concerning patient care and treatment could be appropriately channeled and corrective actions taken as necessary.

Bureau of Professional and Technical Services

Regularly scheduled meetings were initiated with representatives of the Medical Society of New Jersey, and plans were adopted to improve communications and implement peer-review procedure.

Professional staff consultants continued to maintain liaison with professional organizations to clarify Program policies and procedures. This year, with the creation of a Medicaid display, consultant staff participated in the Medicaid booth set up during several important professional conventions.

Arrangements were made to reduce the number of dental, medical and pharmaceutical consultants in local offices and redistribute their time in each office. In the dental sector, this change was facilitated by revisions in procedures designed to reduce workloads in local offices.

The medical staff this year developed a procedure-code index for physician providers which facilitates billing and assures uniform reimbursement to the individual physician for specific procedures.

Bureau of Mental Health Services

The staff psychiatric consultant continued to review authorization requests for psychiatric services and to improve the mental health services program.

MEDICAL CARE ADMINISTRATION

Several procedures revolving around nursing home services were developed and implemented including the issuance of a directory of Medicaid-approved nursing homes and mechanisms for updating the listings; the standardization of decertification procedures in cooperation with the Department of Health; and renewals of participation applications by skilled nursing homes.

Procedures Development and Communications, during the year, consolidated systems for dissemination of informational materials to assure appropriate distribution and also worked with the Contractors in the preparation of materials mailed to provider groups. The Unit drafted and distributed Manual revisions, various Bulletins, inter-office directives, institutional provider directories, and special reports, and maintained centralized records and reference materials.

The Contractors Advisory Committee conducted bi-weekly meetings through which major policy and procedural changes involving billings and reimbursement were developed during the year. In addition, these meetings also served as the vehicle for coordinating Medicaid activities between the two Contractors – Hospital Service Plan of New Jersey (Blue Cross) and Prudential Insurance Company.

The Contractors continued to conduct hospital claims review and, during the fiscal year, denied nearly one million dollars worth of medically unnecessary inpatient hospital claims. Such denials were based on established criteria for non-reimbursable services, which have been documented and published for the hospital administrators.

Bureau of Local Administration

Local Administrators during the year continued to develop closer ties to County Welfare Boards through on-going orientation programs arranged for caseworkers and supervisors and the encouragement of caseworker participation in Medical Evaluation Team conferences. In addition, Local Administrators continued to meet with various provider groups in efforts to inform them about Medicaid.

In this connection, joint meetings with nursing-home administrators and representatives of Local Medical Assistance Units and County Welfare Boards were held, resolving various problems involving procedural requirements.

The Bureau was closely involved in developing plans for referrals of Medicaid patients to the Rehabilitation Commission and also in the preparation of a Manual of Administration for the Local unit offices.

Bureau of Medical Care Surveillance

Investigations of various reports of abuses or irregularities continued by the Bureau, and during the year there were 1,966 cases registered and 734 placed under investigation. Investigations revealed instances of apparently fraudulent claims, of which some 18 to date were referred to the Attorney General for prosecution.

The Bureau was responsible for recoveries from various sources, which during this fiscal year totaled \$226,161.70. Successful recoveries were due in large measure to a tightening up of methods of identifying cases in which there was third-party liability and other health insurance resources.

Division of Mental Health and Hospitals

V. JACK BITTNER, *Acting Director*

Despite a well-documented record of progressive activity in many areas, the Division of Mental Health and Hospitals closed its past fiscal year with the same deficiencies with which it began, i.e., continuing lack of psychiatric leadership and urgently needed supportive staff, and only limited progress on certain long-standing objectives. At the close of the year, the Division was still lacking a psychiatrically trained Director after more than three years. Also, its attempts to upgrade the Neuro-Psychiatric Institute (NPI) to make it eligible for approval by the Joint Commission on Accreditation of Hospitals failed to receive necessary support, and Greystone Park Psychiatric Hospital, while progressing commendably on its program of renovation of facilities and revitalization of programs, continued to receive unfavorable commentary in the press.

While at first glance the Division seemed firmly locked into a status quo position, there was considerable activity on the part of the various components of the Division. Resourceful and imaginative developments in programming within the hospitals themselves, accelerating programs of community mental health services, increased cooperation with other related agencies, and renewed emphasis on educational and training programs all combined to produce a modest but satisfying year. While no dramatic changes could be recorded, certain improvements were noted and enhancement of programs was made possible through cooperative efforts of dedicated staff at all levels.

Ancora Psychiatric Hospital was again accredited by the Joint Commission on Accreditation of Hospitals and enjoys a happy history of full accreditation since it was first surveyed in the late 1950's. The other three large hospitals are also accredited by the Joint Commission, and the upgrading of NPI to make it eligible for accreditation is a top priority for the Division next year.

In respect to last year's activities, because of the continuing lack of a psychiatrically-trained Director, the Division relied heavily on the counsel and collective support of the Medical Directors of the various hospitals. It also received the advice and aid of the Director of Psychiatric Education, the only psychiatrist at the Central Office level, whose assistance has been widely sought for other matters within the overall Department, thus reducing further the availability of psychiatric consultancy for Division affairs.

This made it difficult to plan creatively or constructively for the future, and the Division instead devoted its energies to maintaining programs at the highest level of efficiency possible within limiting conditions in order to provide services essential to the needs of New Jersey citizens. The fact that the Division has been able to improve and enhance services generally in spite of its inability to expand programs is a tribute to the sound basis of its long-standing objectives.

Many new factors have entered into consideration since the Division actively formulated its current long-range goals back in 1966. While details may vary from year to year, the overall objective of the Division remains the same as it has throughout its history — improvement of patient care and the utilization of all feasible therapeutic methods for achieving this goal.

While admissions have been increasing steadily in the nation's psychiatric hospitals, the inpatient population has been decreasing steadily as well for the past 16 years, reflecting a change to more active treatment methods. While the decrease was especially dramatic in the

years following 1955 and the introduction of psychotropic drugs, a study of the past five years in New Jersey's hospitals indicates that the trend is stabilizing as demonstrated in the following chart.

RESIDENT PATIENTS SERVED IN STATE PSYCHIATRIC INSTITUTIONS
Fiscal Year 1968-1972
(Resident Patients Treated in the Five Psychiatric Hospitals)

	<u>1968</u>	<u>1969</u>	<u>1970</u>	<u>1971</u>	<u>1972</u>
Greystone	6,346	6,168	5,997	5,294	4,795
Trenton	5,377	4,776	4,425	4,319	4,497
Marlboro	4,414	4,066	4,199	4,261	4,422
Ancora	4,556	4,430	4,605	4,863	4,760
NPI	2,046	2,379	2,584	2,466	2,561
TOTAL	22,739	21,819	21,810	21,203	21,035
			PERCENT		
Greystone	27.9	28.3	27.5	25.0	22.8
Trenton	23.7	21.9	20.3	20.4	21.4
Marlboro	19.4	18.6	19.3	20.1	21.0
Ancora	20.0	20.3	21.1	22.9	22.6
NPI	9.0	10.9	11.8	11.6	12.2
TOTAL	100%	100%	100%	100%	100%

Persons Served: Patients resident or on temporary visit first of year plus all admissions and transfers during the year.

It is important to keep in mind when assessing the activities of the Division as reflected in the above chart, and in the following summary, that the Division is a revenue-producing operation. It is not merely a passive recipient of State allocated funds, but in itself generates a substantial amount of income for the State Treasury. Last year approximately 60 million dollars were spent on the operation of the State psychiatric hospitals. Of this amount, 40 million dollars were received in the way of revenue of all kinds from a variety of sources.

The past fiscal year was marked by realignment of resources, re-evaluation of goals and a more determined emphasis on community-centered care. Treatment of the patient at literally the home-town level is increasingly recognized as a major overall goal in mental health care, and New Jersey has managed to keep pace with progressive developments elsewhere. Community Mental Health Center programs are well under way, and additional elements of service have been made possible at the community level through State aid.

As a potential target population for its services, the Division of Mental Health and Hospitals has a frighteningly large proportion of the more than seven million residents of this State. National studies estimate that an average of one out of every ten persons will suffer some degree of emotional or mental disturbance, ranging from mild to severe, and most of them could benefit markedly from prompt treatment. This means that the target population for the Division's services is well in excess of 1/2 million people and will increase in direct proportion to population pressures.

As in any illness, preventive measures are of great significance, not only in alleviation of suffering but also in matters as prosaic as reduction of cost. The moderately depressed patient receiving outpatient care at a community mental health center is far less likely to need

hospitalization with the significantly higher expenses entailed in residential care. The untreated patient, on the other hand, may become seriously ill, and his eventual hospitalization can have a detrimental effect of a reverberatory kind: lengthy hospitalization, loss of income, families unable to carry financial burdens, complicated societal problems and so forth — until the situation may indeed become a landslide to disaster.

To cope with problems of such severity, the Division has been placing emphasis on particular programs which have wide support of the public and of government itself. A major ongoing objective has been the development, with State aid, of comprehensive community mental health services for all citizens of the State. Emphasis is on the development of local mental health programs which include effective contractual relationships with the State psychiatric hospitals. It is felt that mental health problems can be dealt with more effectively at the local level wherever possible, near to the patient's home, through locally operated programs of county mental hospitals, community mental health centers, county mental health clinics, etc., all working in close partnership with the State psychiatric hospitals. The three resources—State, county, and community—are essential to a healthy and active system of mental health care. It is the responsibility of the counties and the community mental health centers to provide or make available comprehensive, coordinated mental health care for all residents of the county or community.

Continuity of care, a vital factor in patient treatment, has consistently been reflected in the Division's goals. The past fiscal year again demonstrated progress along lines broadly stated as:

1. Community-oriented programming.
2. Expansion and enhancement of services at the State psychiatric hospitals.
3. Cooperation with other agencies in programming.
4. Educational and training programs.

COMMUNITY-ORIENTED PROGRAMMING

Progress continued on the Division's programs for community mental health centers, and 14 centers were in operation as of September 1972. At the end of the fiscal year 18 service areas had been approved for Community Health Center Staffing and/or Construction Grants. The majority of these are already in operation or are under construction. All of these approved centers are expected to be operative within the next year and will serve 39% of the State's population, particularly in crucial poverty areas.

As of June 30, 1972, New Jersey has had a total of 34 grants approved including 14 Construction Grants, 16 Staffing Grants, and four Initiation and Development Grants. Of special note is the fact that during the period July 1, 1971, to June 30, 1972, all Community Mental Health Center grants submitted to National Institute of Mental Health (NIMH) by New Jersey were approved. These included Hunterdon Medical Center, Community Mental Health Center, Elizabeth Hospital Community Mental Health Center, and Children's Psychiatric Center. These are all in operation now.

Approved but awaiting funding are the New Jersey College of Medicine and Dentistry — Rutgers Medical School Mental Health Center, Monmouth Medical Center Community Mental Health Center, Christ Hospital Community Mental Health Center (Jersey City), and the Community Center for Mental Health, Inc. (Dumont). Ten of the approved centers are in service areas designated by the Federal government as poverty areas.

Of the 14 approved Construction Grants, ten have been completed, one is under construction, and the three remaining projects have gone to bid and will begin construction by the fall of 1972. These include Jersey Shore Community Mental Health Center, the Psychiatric Clinic for Gloucester County Community Mental Health Center, and New Jersey College of Medicine and Dentistry – Newark. South Amboy Hospital Community Mental Health Center is currently under construction.

It is important to note that in the five years of activity since its inception in 1967, the Division's Bureau of Special Community Mental Health Services, now called the Bureau for Development and Evaluation of Mental Health Programs, has submitted Mental Health Center grants making available to the State federal funds totaling \$79,428,544. Of this amount \$72,889,009 represents total federal staffing funds available to approved centers for an eight-year grant period. Federal funds of \$6,341,885 were also allocated for construction projects. In addition four Initiation and Development Grants totaling \$197,650 were approved.

Other Community Mental Health Center developments included the redelineation of service areas for Atlantic County and Cape May County. The Cape May County service area originally contained eight southern communities from Atlantic County. These were relinquished to allow Atlantic County to accept a grant award for an Initiation and Development Grant for study of the entire county.

In other developments, Part F of the Community Mental Health Centers Act, Children's Mental Health Centers, provided nationally a federal allocation of ten million dollars. Two grants were awarded to Region II, and one of these was awarded to the Children's Psychiatric Center of Eatontown.

Although the element of aftercare, originally one of the major elements of service, was later subordinated by amendments to the Community Mental Health Centers Act, Federal policy continues to expect this service to be provided by Centers. It has been the Division philosophy and policy to insure that every Center application submitted also included a contractual agreement with the State psychiatric hospital serving its area. Every operating Center therefore has an established liaison procedure with its respective State psychiatric hospital. During the year Greystone Park Psychiatric Hospital held a symposium to discuss Aftercare Programs for representatives from all approved Centers, whether funded as yet or not.

During the past year, the Division's Bureau of Community Mental Health Services expanded its activity to include 105 elements of service provided by 63 agencies as follows:

Program	Number	State Aid
Outpatient	52	\$2,819,960
Partial Hospitalization	18	345,849
Emergency Services	18	262,519
Consultation & Education	17	120,266
	<u>105</u>	<u>\$3,548,594</u>

As the result of extensive monitoring and supervision of each agency's activities and continuing consultation of programming difficulties, a system of effective psychiatric elements of service is now operating in all 21 counties of the State.

The focus of effort in this area has been on the "new elements of service" (partial hospitalization, emergency services, and consultation and education) in order to stabilize those programs which have only recently begun operation.

EXPANSION AND ENHANCEMENT OF SERVICES AT THE STATE PSYCHIATRIC HOSPITALS

Hospital resident population continued to decline and admissions to soar in the familiar pattern of recent years. The reduction of hospital population is misleading, however, since the responsibility of treating and processing a heavy caseload of patients is an arduous and time-consuming one. Again, the most striking reduction was at Greystone Park where the average inpatient population fell from 3080 to 2616, although number of patients actually treated remained high (see chart).

Behavior Modification and Reinforcement Therapy Programs were in action in all hospitals and were producing excellent results. Although these are not new techniques, there has been widespread increase of their usage in the nation, and New Jersey State psychiatric hospitals have kept pace with these encouraging developments in therapy. The results in our hospitals have ranged from good to outstanding.

Increasing use of the invaluable services offered by volunteers was apparent at all hospitals. Volunteers have long been providing special additional services in general hospitals, services which would otherwise be unavailable. Patients in the State psychiatric hospitals are beginning to enjoy these additional amenities to an increasing degree.

At Greystone Park an enthusiastic group of students from the area, calling themselves Brightstones, painted dingy wards and helped accelerate the ongoing program of renovation. At New Jersey Neuro-Psychiatric Institute volunteer programs were expanded considerably to incorporate them in vital activities of the Institute. Volunteers replaced the receptionist at the visitors' entrance and a system of coverage was developed for volunteers to assist in case of severe emergency or disaster, or in temporary cases of acute personnel shortage.

Both Greystone Park and Marlboro auxiliaries celebrated 25th anniversaries of volunteer activities on behalf of patients.

INSTITUTIONAL HIGHLIGHTS

Trenton Psychiatric Hospital

The clinical psychiatric sections at Trenton Psychiatric Hospital cited closer relationships with community agencies in the Trenton area, and some sections reported increases in placement in Family Care Programs with appropriate follow up provided. The hospital also received a renewal of its Federal grant for the Geriatric Day Care Center, which is developing well. There were increased educational activities throughout the hospital. These were characterized by section initiative and were designed and developed as well as carried out by the sections themselves with little or no involvement of the training section.

The first building of the Children's Hospital complex was completed and became a special unit for adolescents. Despite certain continuing structural problems which plagued the unit, the transfer had a marked therapeutic effect on the children, increasing their sense of responsibility and cooperation.

The Forensic Psychiatry section experienced problems during the year as reverberation of the difficulties encountered by the Division of Correction and Parole. In the summer of 1972 a portion of the Vroom Building was assigned to the Division of Correction and Parole for

housing their maximum security patients who do not need psychiatric care but are in need of closer surveillance. Problems which have arisen in this new arrangement are currently in the process of being dealt with.

A court order suspending admissions to Hudson County Meadowview Hospital placed a heavy additional burden on Trenton, since Hudson County is in its catchment area, and it is the only other public mental hospital able to provide for those who might otherwise have been admitted to Meadowview.

Greystone Park Psychiatric Hospital

Greystone Park Psychiatric Hospital's long ordeal in the press continued, although substantial improvements had been made and reconstruction and remodeling were progressing at a satisfactory rate. The hospital also reported that all sections had behavior modification and reinforcement therapy programs underway. New employee housing was nearing completion and should help in recruitment of staff. Admission of patients from Essex County ceased, and 87 Essex County patients whose transfer would not impose hardships on the patients or their families were transferred to Marlboro Psychiatric Hospital.

Progress on the renovation program remained steady. The Main and Abell Buildings have been completed, and other projects are in various stages of completion or have had bids awarded. They include the Dormitory Building, a fire alarm system, site utilities for heating, plumbing and electrical supply, generators, Units A and B, and the Children's Building. Projects still to be awarded include elevators for the Main and Abell Buildings, a Boiler House, the Clinic Building, and new roofing.

Marlboro Psychiatric Hospital

During the year Marlboro took over as part of its catchment area all of Essex County except for the city of Newark, thus enabling Greystone Park to reduce its patient population. This now means that Marlboro is serving a catchment area of approximately 2,410,000 people in highly populous areas containing vulnerable poverty sections where there is a high risk potential for mental illness.

The hospital's excellent outpatient programs continued successfully. The Day Clinics have continued to operate on a five-day basis in Red Bank and Middlesex County. The Bridgeway Clinic in Union County has moved to new quarters, thus providing more adequate office and patient care space for this very active Aftercare Clinic. The hospital is also involved with the Raritan Bay Mental Health Center program and provides personnel to help staff Precare and Aftercare programs associated with the Community Mental Health Center and Middlesex County.

Behavior Modification Programs are proving successful in the Children's Unit, particularly one designed specially for non-verbal children. There is also a Behavior Modification Program designed for adolescent patients.

Services for geriatric patients were also enhanced, with many elderly patients being successfully placed in the community. Plans were completed for a proposed geriatric community clinic. This clinic is expected to open in the near future and will serve the needs of both Monmouth and Ocean Counties.

Of special significance is the progress in the rehabilitation of geriatric patients through Marlboro's Department of Physical Medicine. Facilities are now being provided for retraining of patients in activities of daily living. The service made available by this unusual program are being extended to other hospitals within the Division which have patients who might benefit

from this special treatment program. They will be accommodated to the extent the program will permit.

Discovery House, the rehabilitation program for drug addicts, has been progressing satisfactorily and during the past year began to admit female patients to the program.

Ancora Psychiatric Hospital

Although the geriatric program's federal grant expired, the rehabilitation program was continued on a limited basis. During its last grant year, the program reported 70% of the elderly patients had either been discharged or placed in an alternate care facility. Outpatient clinics were again active, and the Atlantic City Clinic was relocated, making it more accessible for aftercare treatment. A Burlington County Aftercare Clinic in Mount Holly now provides individual and group therapies and counseling once a week with a full professional staff available.

New Jersey Neuro-Psychiatric Institute (NPI)

At New Jersey Neuro-Psychiatric Institute the year was marked by the development of unusual new programs in behavior modification for alcoholics, drug addicts and mentally ill adolescents in the Regional Mental Health Center. These have proven so successful that the specially designed manuals are being reproduced in quantity to permit acceleration of the program. The Behavior Modification Program for Drug Addicts was especially successful, and a five-week seminar was set up for indoctrination of workers in various drug addiction programs at the local level throughout the State. In the first seminar 55 attended. An ongoing program of seminars has now been developed which will provide special certification for those who attend.

NPI has also developed a cooperative program with New Jersey College of Medicine and Dentistry – Rutgers Medical School. Students from the Rutgers School came to the Institute for experience in interviewing technique under supervision of a tutor. During the next year, in addition to medical students, resident physicians from the Medical School will also come to the Institute for experience in the Children's Residential Treatment Service.

Arthur Brisbane Child Treatment Center

With the completion of its Multi-Purpose Building, Arthur Brisbane Child Treatment Center took a major step forward in its long-standing goal of an enriched and intensified education program for the children. The new facility will make possible the adoption of a team-teaching approach which was impossible in the previous inadequate facilities.

Brisbane's goal to improve programs for individual children was partly achieved. Intensive study and discussion of each child led to formulation of specific guidelines for each child, and emphasis was placed on activities designed to develop the child's inner controls and strengthen his self-esteem. Limited progress was made on the investigation of organic etiological factors in the children, but more detailed prenatal histories were taken preliminary to further study.

Diagnostic Center at Menlo Park

The Sex Offender Program continued to show excellent results, and the pioneering use of specially designed reinforcement therapy (R.O.A.R.E.* technique) began to draw national attention. A five million dollar construction program for an Adult Diagnostic and Treatment Unit for such offenders went out to bid at the end of the fiscal year.

The Center also devoted considerable attention to implementation of the Employee Performance Evaluation and Improvement System. With the assistance of the Central Office staff a through-going study was made of staff performances, job functions and general goals, with a view to improving the overall function of the Center.

* Re-education of Attitudes and Repressed Emotions.

COOPERATION WITH OTHER AGENCIES IN PROGRAMMING

During the past year the Division cooperated effectively with Bergen Pines County Hospital in reaching an agreement for the Hospital's Department of Psychiatry to be approved as a county mental hospital. Bergen Pines' psychiatric service is an excellent one, and with its designation as a county psychiatric unit, it will now be able to increase its services to Bergen County patients, thus relieving some of the burden on Greystone Park Psychiatric Hospital and also, more importantly, allowing patients to be treated close to their home communities.

Camden County Psychiatric Hospital was also approved for supplemental funding of its community mental health service. This expansion of the Camden hospital's services to the community has been underwritten by the County's Board of Freeholders. The Division's Bureau for Development and Evaluation of Mental Health Programs worked with the hospital in insuring that planning conformed with federal requirements and State standards. This means the hospital will be in a favorable position when it is ready to apply for a federal grant.

The Bureau of Community Mental Health Services administers a special grant program which makes funds available to community agencies. These grants enable mental health and other community agencies to create and explore innovative techniques in the treatment and prevention of mental illness. Projects which reach out to high risk populations are of special interest. Priority is given to projects which could eventually become elements of a comprehensive mental health center program.

Eighteen special grants were awarded in 1971, ranging in amounts from \$5,807 to \$15,000. The projects were located in 12 of the State's 21 counties. The scope of mental health services offered by the projects was quite varied, e.g., post-hospital day care, training of special personnel, students and parents, and research.

A program of auditing community mental health center projects was instituted during the year, and significant progress was made in insuring that funds are being utilized for their intended purposes. A manual is being prepared to provide guidelines for the various agencies. Program reviews of clinic programs also continued on a regular basis.

EDUCATION AND TRAINING PROGRAMS

The Departmental Nursing Scholarship Program has graduated its third group of professional nurses, a total of 26. Many of them have done well enough to be on the dean's list of their respective colleges. At the end of the fiscal year a total of 91 nurses had graduated from this program, and 80 of this number are still employed within the institutions.

The Practical Nurse Scholarship Program, begun late in 1970, has become a popular vehicle for upgrading the skills of those employees unable to gain professional nursing status. The utilization of vocational schools is a plus factor in that there is no duplication of services. Twenty-two Licensed Practical Nurses have already been graduated, and 48 more are expected to complete their courses between September 1972 and September 1973.

The past fiscal year has seen the development of two in-service education programs for graduate nurses. Greystone Park Psychiatric Hospital and Marlboro Psychiatric Hospital have taken the lead in providing this service to all graduates. The addition of a clinical experience with rotation to all services within the hospital is particularly needed for the graduates of the two-year associate degree programs who need to assume more responsibility, and to develop confidence, leadership ability and clinical expertise.

In the Psychiatric Residency Training Program, seven physicians completed their third year of training, and five of these have stayed to join the medical staff of their respective hospitals.

A glance at the records shows that 54% of the psychiatrists in the Division's hospitals are products of the Residency Training Program, an indication of its value to the Department in this difficult area of recruitment.

Staff development and inservice training continue to be emphasized at all levels. A total of 2,266 persons, exclusive of resident physicians, received training in the Division's programs. In addition, executive officers attended special labor and management courses at the Central Office level.

Breakdown of Staff Training
(Does not include Resident Psychiatrists)

Psychological Interns or Fellows	18
Trainees in School Psychology	6
Graduate Social Workers	12
Undergraduate Social Workers	11
Trainees in Pastoral Counseling	68
Graduate Nurses	129
Undergraduate Affiliate Nurses	1,080
Practical Nurses	227
Psychiatric Aides — Hospital Attendants	696
Graduate Occupational Therapists	10
Undergraduate Occupation Trainees	8
Musical Therapist Trainee	1
	2,266

The Bureau of Community Mental Health Services and the Bureau for Development and Evaluation of Mental Health Programs also provided special sessions for community and county groups, for county mental health administrators and county mental health boards.

The year was also marked by extensive labor activity. Negotiations for contracts with AFSCME and AFTE had the effect of crystalizing certain employee attitudes and resulted in a great increase in grievances, especially those continuing to the fourth step level. This put a tremendous burden on limited staff who were asked to serve on hearing boards. The close involvement with the problems of day-to-day activity at the institutional level was revealing and has helped to develop new perspectives on the respective roles of labor and management.

The impact of union activity (PBA, AFTE and AFSCME) has also resulted in greater preoccupation with personnel matters within the Division's components than ever before. A threatened job action, a potential strike, a major grievance, or a matter of recognition of a bargaining agency may consume an inordinate amount of administrative time, both during and after official hours of work. New problems have been posed, with the administrative officer devoting more time to development of workable relationships with union groups. Skilled labor relations staffs are needed to help the administrator deal with new and complex problems.

CONCLUSION

The Division's long-range goals remain constant, since they are factors which keep our hospitals alert and receptive to constructive change. The welfare of the patient, whether inpatient or outpatient, remains our chief concern. All planning is designed to provide effective therapeutic treatment and needed continuity of care. Our long-range goals include the development of programs of preventive medicine in the area of mental health as well.

Division of Mental Retardation

MAURICE G. KOTT, Ph.D., Director

At the end of Fiscal 1972, all components of the Division reported increased case loads as compared to the previous year end. Persons in residential functional services increased by 123 (7953 compared to 7830), in all 8489 cases were served. The Bureau of Field Services year end case load included 507 additional cases (6222 in contrast to 5715 on June 30, 1970). Enrollment in Day Care increased by 59 (777 compared to 718 on June 30, 1970).

At year end an accounting should involve, however, more than summary statistics. In areas of service both what happened to citizens who were to be served and the degree to which objectives were attained are significant. The ensuing text indicates the Division's objectives for the year and its activities in behalf of New Jersey's retarded citizens. At the end of last year, the following objectives were promulgated:

1. The development of sufficient facilities or purchase arrangements to meet the needs of persons awaiting long-term service by the Division.
2. The reconstruction and staffing of present facilities to accommodate residents in the manner and style of a positive home life, with appropriate motivation and training reinforcement so that each resident's potential for progress is realized. The environment should be warm, stimulating, and predicated upon theories of growth and development rather than economic considerations.
3. Structured intake to residential facilities, resulting in clear commitment by both family and staff on the solution of particular emotional, social and/or medical problems, following which the resident will be returned to his family or to community life.
4. Regionalization of services enabling improved coordination of 24-hour and less than 24-hour a day programs, fixed points available for consultation to those with lifetime disabilities and for assistance and protection of the developmentally disabled. Day training for children too handicapped for the public schools and for adults incapable of sheltered work should be available to the extent required.
5. Direct support to families with retarded and other developmentally disabled members so that the handicapped person can remain in the community with the benefits that flow from familial relations. Parents should be recognized and developed as a strong resource.
6. Support for non-official or voluntary agencies so that they may continue in their traditional roles and expand to provide additional services in the community in supplementation of direct service by public agencies.

RESIDENTIAL FUNCTIONAL SERVICES

At year end, 7263 persons were in residence in New Jersey's public institutions for the retarded, approximately 70 above last year's census. The year end population was distributed: at Vineland State School, 1892; North Jersey Training School, 1025; Woodbine State School, 983; New Lisbon State School, 1224; Johnstone Training and Research Center, 397; Woodbridge State School, 1000; Hunterdon State School, 742. No substantial change from last year was evident, despite the fact that in the course of this year, 424 persons were admitted to service. The residential population is essentially unchanged from the past year with more than half adult, approximately 75% in the severe to profound range and slightly more than half

male. The population is essentially unchanged, also, with regard to the severity of the requirements for care and services to the disturbed and emotionally upset. A large number of the residents manifest the kinds of acting-out behavior that represent a continual problem to limited staff. Large numbers must be cared for as if they were infants including dressing and bathing. Staff increments to meet the requirements of increased care have not been made available in recent years. As a matter of fact, the problem of dealing with the acting out or the severely retarded resident has become particularly acute at New Lisbon State School and the North Jersey Training School where the severity of population needs have increased and where the staff requirements have not been recognized by appropriation. At New Lisbon, for instance, from where in the past two years approximately 100 residents have been transferred to the Johnstone Training and Research Center to fill vacancies at that institution, these moderately retarded adolescents were replaced by more severely handicapped persons. Yet in the past three years, no additional cottage life positions were made available. The effect of such transfers on the Johnstone Center was also recognizable. The admission criteria for that Center have been lowered to accommodate more handicapped persons, and a large number of its residents are now involved with staff in a ratio that was formerly established for individuals requiring supervision rather than care. The North Jersey Training School, further, with the continual replacement of its formerly moderate and mild population by young women in the severe and emotionally disturbed category has received only ten resident living positions in the last three years. As a matter of fact, the only new positions granted to the Division for resident care in the current fiscal year were to enable occupancy of new cottages at Vineland State School, Woodbine State School and Hunterdon State School.

Staff Shortages

Staff shortages do exist in all residential facilities to a significant degree. The extent to which the respective institutions fail to attain the minimum Division requirements by program element is summarized in the following table:

Inst.	Resident Care			Habilitation		Health Services	
	Supv.	Non-Supv.	Teachers	Psychologists	Social Workers	Nurses	Physicians
New Lisbon	68	181	9	5	5	1	1
Woodbridge	0	128	0	2	2	0	0
N.J.T.S.	59	200	8	4	3	6	2
Woodbine	0	288	10	2	3	0	2
V.S.S.	75	371	22	4	5	47	2
J.T.R.C.	0	23	0	1	0	0	0
H.S.S.	7	102	16	3	2	3	0
TOTALS	209	1293	65	21	20	57	7

The problem of staff shortage is compounded because of turnover, the need to grant compensatory time in lieu of cash for overtime and tying in to cottage life positions as a source of funds for other positions required on an emergency basis. Cottage life staffs are the largest resource of positions and salary available to any institution. When not utilized as a source of funds for other program elements, this source, moreover, is the basis of funds to enable the reclassification of care positions to higher levels (e.g. training technicians and supervisors in resident care) in recognition of the need for increased competence and to implement a career ladder in resident care. As cottage life personnel qualify for promotion, institutions have to leave basic care positions open to provide funds for upward reclassification. The dilemma is

clear; if the institution does not promote, then morale suffers and turnover can increase. If it elects to promote then it must keep positions vacant, care suffers and morale then suffers.

The manner of payment for overtime by compensatory time is a vicious circle. In the absence of cash premium for overtime, compensatory time is granted at the rate of 1 1/2 hours for each hour worked. Such payment compounds the problem by increasing the amount of time off that the working staff accrues while others are on comp time which generates the need for additional positions to provide additional coverage.

Employee turnover in the State Schools for the retarded, although down from last year (F.Y. '72—31%; F.Y. '71—34%; F.Y. '70—45%) still remains a pernicious problem. The manifestation of reduced rate also appears at the cottage life level (down to 55.5% in F.Y. '72 from 63.4% F.Y. '71) yet one institution experienced 110.3% this year. In the presence of relatively high employment, such persistently high turnover rates reflect both the character of requirements to provide care to difficult residents and the negative effects of staff shortages.

Behavior Modification

Confronted with the severe problems presented by increasingly handicapped and acting out residents and with staff shortages, all the state schools have attempted innovations in programs to provide better service to their residents. At Vineland, for instance, another behavior modification program has been initiated to deal directly with acting out and disruptive behavior. Formerly, such girls and women were placed in a unit where liberty was restricted and custodial control enhanced. Special staff was assigned (borrowed incidentally from the regular cottage life complement) to undertake behavior modification techniques specifically prescribed for each resident by the staff psychiatrist and psychology department. A full token economy system was initiated and changes were made in the usual cottage routine to facilitate training. Dramatic improvement has been noted on each participating resident. The present issue involves the extent to which this program can be implemented out of the special unit and in the general cottages. Although this particular program has been accompanied by a public relations endeavor so that other departments and particularly resident care staff throughout the institution, would know of program intentions and achievement, staff training opportunities and resources are limited. Incidentally, the manifest success of this program is suggested by the selection of this institution by Temple University as a facility for specialized clinical internships in behavior modification.

Specialized Training

A second program at Vineland (at the Almond Road Colony) involved 22 hyperactive residents with an average chronological age of seven, who had been considered both untrainable and uncontrollable. Intensive staff assignment enabled specialized training in self-grooming, feeding, mobility and dressing. The entire group has improved to a significant degree in social skills. The purpose of this program is to prepare such residents in self-help and social skills with the ultimate objective of community placement. This program has demonstrated that even minimum additional staffing can have positive effects on the growth and development of such children.

Yepsen Unit

At the Johnstone Training and Research Center's Yepsen Unit, acting out and hostile and aggressive young men, with a prognosis for long-term institutionalization, were provided reality-tempered, persuasive information through audio tapes, prescriptive education geared to the level at which the subject can attain some degree of success, and the systematic availability of alternative social outlets for aggression. This experimental program has been

instrumental in effecting a change in both the attitudes and the behavior of these young men. Further investigation will be needed to confirm these findings and facilitate more reliable predictions.

Mobility Program for the Blind

At Johnstone, moreover, in the Hayes Unit for Blind children, a special mobility program prepared 18 clients to travel in the community. Prior to training, all 18 were limited to travel solely within a known environment, such as their home or their residential cottage at the Center. Presently, the 18 students can travel independently upon the streets of any normal community. This innovation suggests that past prejudices that totally blind retarded persons did not have the ability to be taught techniques for independent travel is truly a bias, and that potential for release from the institution for such children is realizable.

Public School Attendance

At Woodbridge an education enrichment program, developed in conjunction with a neighboring township, enables 20 trainable residents to attend public schools. A State School teacher with certification requirements and experience consistent with that found in the community was assigned to the project. Children were transported on a daily basis to the community school where they participated in the trainable program for other handicapped children who did not reside in an institution. Parents were informed of the selection of their child for this program and were provided an opportunity for classroom visitation. Semi-annual progress reports were given to the parents in the manner of report cards. The involvement of these parents in the school PTA is being investigated.

Special Section at Woodbine

The endeavors for the retarded with problems in the sensory area were manifest at Woodbine State School where a special residential situation is being created for the profoundly blind retarded in order to provide training in the most fundamental adaptive behavior and self-help skills. Woodbine has also opened a snack and lunch facility to provide shopping and lunch experiences for the residents similar to that which they might experience in the community, as well as a convenience for families and other visitors.

N.J.A.R.C.

The support of the Association for Retarded Children (N.J.A.R.C.) and the various parents organizations associated with the State Schools must be acknowledged. In a concrete sense, such groups by grants and gifts to State School Welfare funds made available in excess of \$185,000 above and beyond State appropriations for the comfort of the residents.

Waiting Lists

As last year, during 1972, the waiting list for residential placement continued to shrink, down to 507 from 660 at the end of the previous fiscal year. A number of factors account for this phenomenon. Among these the most significant seem to be (1) admissions to residential care in public institutions equalled 403 and to Purchase of Care 156; (2) a conscious effort was sustained throughout the year to reduce "down time" in institution beds by taking earliest advantage of opportunities for admission; (3) movement to the standby waiting list continued as a result of aggressive case work in the Bureau of Field Services. One hundred thirty-one cases were deleted from the active waiting list and placed on standby, while only 72 standby cases became active. Acceptance of such status by families results from social work interpretation that only cases actually requiring immediate placement may remain on the waiting list in conjunction with assurance that as a case became urgent it would be "taken care

of." Further, in regard to the movement of cases to the standby list, the increased availability of community resources in a number of situations reduced the urgency of need for residential care. As a matter of fact, a large percent on the active waiting list are involved in some community activity, including 125 placed in Division operated or sponsored Day Training activities. While intake for the purposes of determining eligibility for functional service continues an average level for the past three years (Fiscal '72-1131), active screening by the staff of the Bureau of Field Services resulted in the elimination of many inappropriate cases, while other cases were directed to satisfactory or desirable alternatives to residential service.

Of unknown influence with respect to the waiting list is the burgeoning of the "respite care" program, known in New Jersey as "guest placement". In Fiscal 1972, 47 such cases were admitted to State Schools, in contrast to eight in 1971. The number anticipated in Fiscal 1973 will clearly exceed 1972 case load, probably by the first three months of the new fiscal year. The conception of respite care has been well received by parents, particularly to enable family relief and frequently on the occasion of the hospitalization of a parent. Although no family refused to accept the return of our "guest" to its home at the end of the agreed period, further analysis of the case and family circumstances during the period of respite care resulted in the regular admission of seven "guests."

A problem still remains in regard to the distribution of cases awaiting admission. Wide variation by State School exists. The largest number of cases waiting are for Woodbine, Hunterdon, and Woodbridge State Schools. It is probable that the Hunterdon waiting list can be cared for with the new construction scheduled for that institution. The kinds of cases waiting for Woodbine and Woodbridge State Schools, however, remain a problem since physical size and staff at other institutions foreclose enlarged capacity or conversion to serve the severely handicapped in the manner that the population changes have taken place in these institutions in the past.

PURCHASE OF CARE

The Purchase of Care program has continued to be of great significance in meeting the needs of persons who require residential services and for whom there is no space at the various State facilities. At year end, the census in this form of residential functional service attained 591, up 51 from last year. Two innovations testify to the flexibility of this program. Sixteen children have been transferred from the Totowa Nursery to Purchase of Care facilities. The children are apparently adjusted and now have available training opportunities more appropriate to their potential. A group home sponsored by the Bergen-Passaic Unit of Retarded Children has been accepted as a provider of service under the Purchase of Care Program. Admissions have been from New Lisbon and Johnstone, as well as some community clients. Full payment on behalf of these persons is continued until the clients are employed, when room and board charges to offset State payment to the group home is required. Several individuals have left the home and are no longer on the rolls of this Division for residential services. A small waiting list for group homes already exists testifying to the need to duplicate this form of service in other regions of the State.

The Purchase of Care program has been improved this year by way of additional staff funded by Title I of the Elementary and Secondary Educational Act. These personnel enable the Division to certify to a good level of performance of the staffs of private facilities on a case by case basis.

The feedback from families with children in the Purchase of Care facilities continues to be affirmative. The most frequent criticism is the distance for visiting. The number of requests for transfer to public facilities in New Jersey, however, is small in terms of the total population served.

FAMILY CARE

The Family Care caseload level remains at about the average of the past few years. Significant in this aspect of residential service, however, is the increase in the number of clients admitted directly from the community to a family care situation (20 of 60 admissions). Such placement provides for the accommodation of a case that required domiciliary care without prior placement in the larger institution. The advantages are two-fold: less disruption in the life of the individual and placement at approximately one-third of the cost of residence in a State School.

DAY TRAINING

During the last fiscal year the services of the Bureau of Day Care and Training have extended to an average of 678 children and 102 adults, and 190 new children were admitted to the 12 State-operated day centers and 15 purchase locations. Construction has begun on six centers to be completed by June 1973. In the course of the year, 55 children enrolled in Day Training entered residential services; 35 were admitted to the public schools; and 42 others were removed for a variety of reasons including physical disabilities, family withdrawal, and removal from the State.

A recent court decision in Pennsylvania clarifying the obligation of school districts to provide education for handicapped children has been a matter of discussion by the Association for Retarded Children, the Department of Education and the Department of Institutions and Agencies. Agreement has been achieved that the Division day training program provides a service to children, neither educable nor trainable, commensurate with their needs. Present procedures require that a public school, when relieved of providing an education program for such extremely retarded children, reports the names to the Division of Mental Retardation, and families are invited to enroll their child for day training. The other aspects of the Pennsylvania decision appear well covered by the present New Jersey law and rules and regulations.

In pursuit of the apparent obligation of the Day Training program to provide educational services for all children who have been excused from public school attendance and the random growth of this service to adults, a master plan is being developed. Estimates, derived from both waiting lists (91 children and 62 adults) and projections on known population, indicate that at the present time as many as 1200 children and 2000 adults require this service. Of this total estimated population, less than 30% are receiving service now in day care or adult centers. With the continual growth of the school-age population of the State of New Jersey and with the increased possibility that supportive services such as day training will result in families not selecting the option of residential services, it is estimated that by 1980, 2000 children should be served in this program. For the present, prime concern is to provide service for children and adults presently enrolled in day training and on the waiting list in locations operated by the State or purchase arrangements with private organizations, such as the New Jersey Association

for Retarded Children. The purchase of day training service from community organizations in five New Jersey Counties (Essex, Bergen, Hudson, Sussex, and Hunterdon) is contemplated at least through Fiscal 1974. In future years, the option of continuing the purchase of services until sufficient State centers are constructed will be evaluated. The State operation alternative will require increased level of expenditures, in major part growing out of the intention to provide such service on a 12-month basis, as opposed to ten-month purchase arrangements. State operations will, moreover, provide uniform day training services throughout the State. Leasing, if construction is not feasible, will in essence provide equal service to families who reside in counties in which construction has been delayed because of difficulties in site acquisition or the lack of capital funds.

It is presently anticipated that six additional day centers will be available by November 1973 (Morris, Monmouth, Union, Ocean, Atlantic and Gloucester). Facilities should be available in Bergen and Hudson Counties in mid-1974 and in Essex, Sussex and Hunterdon by mid-1975. The aspirations for next fiscal year include the expansion of the Day Program for children to 830 and the adult activities program to 220. Some problem will exist with respect to the counties where State-operated facilities and a waiting list exist (Passaic, Camden, Burlington and Middlesex). The Bureau of Day Training has been exploring the possibility of the development of modular or portable construction to be attached to the existing State-operated facilities. The Bureau of Day Training is exploring, also, the possibility of locating day centers in public facilities, including schools, which may not be totally utilized. Further possibilities include the purchase of small or individual houses or pre-fabricated units, which will allow the possibility of building relocation in the event of population shift.

In addition to expansion of facilities to accommodate the Day Training demands and the obvious staff requirements attendant upon such expansion, the Bureau of Day Training's program aimed at counselling parents will require additional resources. The purpose of this activity is to familiarize the parent with the intention and activities in which his child participates. Such familiarity enables the parent to continue day training activities at home. The second program conception to be implemented involves extensive use of volunteers including Foster Grandparents to enable prescription programming not presently carried out by staff. Special training will be conducted for the express purpose of familiarizing volunteers with the philosophy and techniques of the service for the severely and profoundly retarded.

In order to maintain the quality of the service, additional professional staff is required. Included among the necessary staff increments are additional physical therapists, occupational therapists, speech and hearing specialists, psychologists and consultants in pediatrics and ophthalmology. Additionally the Bureau plans to develop a specialized training program for Day Training personnel which will provide a promotional sequence for the employee as well as an assurance of more staff proficiency. Finally for the future, the expansion of this service from its present scope for the retarded to a service for all individuals with developmental disabilities is required. All children who cannot be accommodated in the public schools or adults who are not capable of participating in sheltered employment in extended workshops need an opportunity to grow, an environment in which they can mature and a situation which defends against deterioration.

FIELD SERVICES

The activities of the Bureau of Field Services reached a peak in Fiscal 1972. That Bureau is responsible for an aspect of Divisional activity reported above under "residential services," including handling of the waiting list and admissions program, for the administration of the

Purchase of Care Program, for the Family Care activities, and for transfers among institutions. In addition to these significant activities, the staff of the Bureau of Field Services accommodated an increased caseload in community supervision (236 additions) and an increased guardianship caseload (667 new referrals). The Bureau's social services activities with the day training case load resulted in improved communications between families and Day Training Center staff, with the result that many families now see day training as a viable alternative to resident care. The focus of the relationship between the family and the Field Service and Day Training staffs is in terms of group work. Of particular significance is that one of the current groups is of Spanish speaking peoples in the metropolitan area where the influx of Cuban and Puerto Rican families has been large.

Movement among institutions continues to be active and time consuming. The level of this activity increased during the past Fiscal year as 568 Commissioner's Orders of Transfer were issued primarily for clients leaving residential services for community hospitals, a reflection of both improved and more medical services, as a result of the Medicaid opportunity.

Despite the reductions in the waiting list, the increased number of admissions and transfers indicates that the work of the admission staff has intensified -- more functional services, more admission and more transfers result in more record keeping. It is becoming increasingly burdensome to keep accurate statistical records of the thousands of clients. The Division awaits the long promised expansion of electronic data processing and computer services.

The total caseload of the Bureau of Field Services at the end of Fiscal '72 was 6222, an increase of 507 from the previous year end. Significance of caseload size is not revealed, however, by the fact that 8702 cases were served throughout the fiscal year. Some part of the increase is a function of the guardianship service caseload of 3481 at the end of Fiscal '72, 502 greater than the previous year. This Bureau has the average highest caseload in the Department, 166 per worker (the guardianship caseload is in excess of 400 per worker). It is a tribute to the staff that they complete their work with continued enthusiasm for helping the mentally retarded and their families. The beginning of the new Fiscal year holds some special promise to the possible availability of Social Security funds to reimburse New Jersey for social services. Additional staff is anticipated, and it is contemplated that present social services will be expanded to the other categories of the developmentally disabled, as has been provided in the past to the retarded.

DIVISION MANAGEMENT AND GENERAL SUPPORT

Construction

The funds remaining from the 1968 Bond Issue will enable the completion of four additional cottages at Hunterdon State School, four additional cottages at Vineland State School, and four additional cottages at Woodbine State School. The residual funds for anticipated renovation at Vineland and Woodbine will be insufficient to have a significant impact on the older cottages at those institutions. Little has been done, however, toward the actual commitment of these funds for renovation, since completion of the cottages under construction is essential to enable internal shifts in population so that space is free for renovation, and because of the complexity of the engineering problems at old institutions.

The capital improvement program for the Division reflects a need for \$91,065,000. Of this total, \$39 million are for a new state institution, for the development of group homes, and for Day Training Centers (for adults). The remainder, in the main, is to bring existing institutions

to the standard of newer ones and to replace structures in many instances which have been "on the line" since the older institutions were opened. The requirements by institution are:

Vineland State School	\$ 18,688,000
North Jersey Training School	9,317,000
Woodbine State School	11,819,000
New Lisbon State School	4,562,000
Woodbridge State School	2,515,000
Hunterdon State School	271,000
Johnstone Training & Research Center	4,626,000

Reference was made, above, to the development of a new residential facility. In view of the manifest success and anticipated continuation of the purchase of residential care, of the decrease of those waiting residential services, and of the diminished birth rate, it seems probable that a new State School will not be required in the immediate future to substantially expand the numbers in residential care in public institutions. A new institution is required, however, to reduce the population in most of the existing facilities and to enable reconstruction and staffing of all facilities to accommodate residents in the manner and style of a positive home life. Half of the present institutions are too large or too crowded or too old to be warm or stimulating, and to enable programs predicated on theories of growth and development. An additional institution will permit, also, more systematic regionalization of services and coordination of 24-hour and less than 24-hour day programs.

Foster Grandparents

The Foster Grandparent Program made significant strides in Fiscal Year 1972. New Jersey was able to acquire 50 more foster grandparent positions in the last month of the year, which positions will be available throughout 1973. This raises the total of foster grandparents in New Jersey to approximately 290 paid from the Federal appropriation and 40 volunteers with support for their expenses from the existing State appropriation. The program of this Division has 170 paid foster grandparents in five of our institutions, and the Atlantic-Cape May anti-poverty agency has an additional 120 foster grandparents, the majority of whom work at Woodbine State School.

The Divisional program has received national recognition this year through the appearance of one of our foster grandparents before the U.S. Senate Special sub-Committee on Human Resources. The Project Director appeared as a speaker to the White House Conference on Aging. He was also elected Vice-President of the National Association of Foster Grandparent Program Project Directors.

The demand for additional foster grandparents in all areas of the Division is increasing as the result of the continued success of the one-to-one relationship of foster grandparent to child. Our Bureau of Field Services has been utilizing volunteer foster grandparents in the homes of families with retarded children awaiting institutional assignment. In some cases, the presence of the foster grandparent has effected the removal of the child from the institutional waiting list and enabled the family to better sustain the child in its home.

So frequently the emphasis in the Foster Grandparents Program is expressed in terms of the benefits that the grandchildren receive. One of the significant by-products of the interaction between the grandparent and the grandchild is the effect on the Foster Grandparent.

Such effect is manifested in terms of the low turnover in Foster Grandparents (less than .05% per month). Attendance remains phenomenally high with a large percentage of the Foster Grandparents having no unpaid absenteeism. This attendance figure is significant in two ways.

First, the Foster Grandparents accumulate a large number of sick and vacation days over the year and do not take nor apparently require sick or vacation time. Second, the general health of the Foster Grandparent population seems to improve. Most have built up immunity to colds and flus that can be an almost epidemic problem in the close confines of a residential facility. This state of health can be attributed to better nutrition, better mental attitudes, and generally better physical conditions due to exercise, fresh air, and the relationship with foster children. This is one program that renders real benefits to the providers of service!

The Bureau of Day Care Services has identified that the availability of foster grandparents in Day Training Centers can help a difficult child mature through the one-to-one relationship. At present, the Federal legislation prohibits the use of foster grandparents outside of an institutional setting, but a pending change in this law may permit us to be more flexible with the Federal funds; increased State appropriation will permit such service without regard to Federal Statute.

Operations

Fiscal Year 1971-72 marked the second anniversary of the Division of Mental Retardation's experience with programmed budgeting. During the past year the Division's Bureau of Management Operations maintained a close liaison with the Department of Treasury's Division of Budget and Accounting staff to achieve mutually acceptable performance evaluation data and to simplify presentation of formal budget submittals. To this end, Bureau staff revised the Division program structure, refined performance evaluation data and simplified the cost allocation methods among the various program elements. Division resources and services provided to New Jersey's mentally retarded were subsequently categorized within a program structure comprised of the following sub-categories and elements:

Residential Functional Services (State Institutions)

- Resident Care
- Habilitation
- Health Services
- Support Services
- Institutional Administration
- Research

Residential Functional Services (Purchased)

- Non-residential Services
 - Field Services
 - Guardianship
 - Day Training Services

Management and General Support

Uniform application of this program structure, development of consistent performance evaluation data and implementation of standardized cost allocations have been instituted among all of the State institutions and other components of the Division.

The planned program, budgeting system has not been in effect for a sufficient period of time to ascertain the direct benefits to residents in our State Schools or to clients receiving community services. There is ample evidence, however, to support the impression that the concepts of long-term goals and short-term objectives have become more clearly identified at all levels of administration and functional services.

An amendment to Senate Bill No. 2088 adopted in April, 1971, transferred the

responsibility for licensing and inspection of residential facilities for the mentally retarded to the New Jersey Department of Health. Recognizing the Division of Mental Retardation's administrative responsibility and specialized knowledge of the needs and programs available to the mentally retarded in New Jersey, the Department of Health and the Division of Mental Retardation have mutually agreed to the continued delegation of the inspection function to the Bureau of Management Operations. The licensing authority for private institutions, however, remains with the New Jersey Department of Health. The Bureau discharged its responsibility by inspecting the seven State Schools and three Day Care Centers and eleven private residential facilities for the mentally retarded. Reports of findings and recommendations for license renewal of the private institutions were subsequently submitted to the New Jersey Department of Health. In every instance, the Bureau's recommendations were honored by that Department.

This year's inspection of State Schools for the mentally retarded was based on Division Standards for public residential facilities. A composite of results disclosed that 79.6% of standards had been met. This figure represents an aggregate gain of 10.1% or an increase of 46 additional standards met over the number attained since the previous evaluation undertaken on a similar basis, in Fiscal Year 1970-71. In spite of this significant improvement, the Division's institutions are short 65 teachers, 21 psychologists, 20 social workers, 57 nurses, seven physicians, 209 supervisory and 1,293 non-supervisory resident care positions.

In conjunction with the annual inspection, separate in-depth audits of three major operational procedures were completed at the seven State institutions. The audits revealed that all institutions had developed written procedures which were being followed with a relatively high degree of diligence by operational personnel. In almost every case, however, an apparent need to improve the efficiency of these procedures was noted, and appropriate recommendations were submitted to the institutions to effect such modifications.

The benefits accruing from these annual inspections and procedure audits are readily apparent in terms of the improved efficiency manifested in the delivery of services to residents in State institutions. In all instances, program planning resulting in a greater involvement of residents in the various services available can be documented. Utilization of resources has improved through more effective coordination of staff activities and, as a consequence, efficiency in the utilization of internal and community resources has steadily improved.

The Bureau's involvement in employee relations has increased with intensified union activities among institutional personnel. Within the past year, Bureau staff members have represented the Division in 14 formal Grievance Hearings and 60 Departmental Reviews of grievances submitted by Departmental personnel.

Implementation of the Emergency Employment Act has imposed an additional control function for distribution and control of 183 positions distributed among various components of the Division. Of this number, 46 involve a welfare demonstration project requiring eligibility of participants for categorical assistance by potential candidates.

A total of 12 new positions were developed and established for various State and Federal programs during the past year. In addition, 25 job specifications were reviewed for appropriateness of definition, education and experience requirements in accordance with Department of Civil Service requirements.

Developmental Disabilities Planning and Administration

Fiscal 1972 was the first full year of operations for the Developmental Disabilities Advisory Council. In this period the Council prepared both the 1972 and 1973 DDSA (Developmental Disabilities Services Act) State plans in keeping with the requirements of Federal P.L. 91-517.

The earlier plan was approved by USHEW (U.S. Department of Health, Education and Welfare) and the 1973 plan is presently under review by the Federal Department. The submission and approval of these plans are required in order for New Jersey to receive its formula share under the appropriate law. The Council's planning, however, extends well beyond the formulation of a series of guideposts for local expenditures of Federal monies. The Council has established a major comprehensive task force for the preparation of a major new comprehensive long range plan for the development and coordination of services to the retarded, the epileptic, and the cerebral palsied in New Jersey.

In order to assure integration of services to the developmentally disabled, the Council was instrumental in the creation and encouragement of a committee for the developmentally disabled, a coalition of private agencies representing consumers of services to the handicapped. The committee contains representatives of the New Jersey Association for Retarded Children, the United Cerebral Palsy Associations, the State Epilepsy Foundation, the New Jersey Chapter of the March of Dimes, the Society for Crippled Children and Adults, and the Association for Children with Learning Disabilities. This Committee is to stimulate the development of local projects throughout the State and to bring together these various consumer groups in an effective working relationship.

Towards the end of F.Y. 1971, the Governor designated this Division as the State Agency responsible for administration of the Developmental Disabilities Services and Facilities Construction Act of 1970 (P.L. 91-517). Due to delays at the Federal level both the 1971 allocation (\$305,244) and the 1972 allocation (\$547,134) for a total of \$852,378 were actually distributed during the 1972 F.Y. Ninety-six grant applications requesting a total of \$2.4 million were received and processed. Thirteen projects were approved for funding under the first year's allocation and an additional 20 under the second year's allocation with starting dates of September 1, 1972. During the 1973 F.Y. the Division will therefore be responsible for the supervision of 33 grants involving \$852,378, and will in addition be required to distribute the 1973 funds.

Training

With staff turnover and changes in program conception, training has become more important and correspondingly more active. Components of the Division conducted 298 orientation sessions in which 4,476 employees participated and 979 inservice training sessions in which 3,314 staff participated. Perhaps of particular significance was the fact that 1,065 supervisory employees were involved in inservice training, in part to meet the demands reflected in the new employees evaluation system and new union contracts. Evaluation of staff and relationships with employee organizations have become management and supervisory concerns to a degree never contemplated in past years.

Grants and Federal Funding

Federal funding opportunities continued to diminish, at least in regard to the Hospital Improvement Program this last fiscal year down to approximately 1/7 of the potential afforded by the Federal legislation a few years ago. Nevertheless, components of the Division received during the past fiscal year \$2,316,151 in Federal funds other than by way of Medicaid payments. The single largest component in the total was made available by Title I of the Elementary and Secondary Education Act. That source provided slightly in excess of \$1.6 million enabling the recruitment of 200 training personnel to supplement budgeted staff complements. Not included in the Federal resource indicated above were \$293,971 made available to New Jersey by way of Federal staffing grants. Of this total, three grants to the amount of \$66,770 were funded at State Day Training Centers while \$78,993 were made

available to eight components of the Association for Retarded Children and \$148,208 to eight other community agencies serving the retarded and the disabled. While this Division is neither the administering nor granting agency with respect to the preponderant number of staffing grants, Division staff provides technical assistance so that community agencies could take advantage of the Federal opportunity.

In Fiscal 1972, the Division participated for the first full year in the Medicaid program. Payments of approximately \$4.2 million were made to the State of New Jersey for services to patients in State Schools.

The average payment per patient by institution was:

State School	Average Pmt. Per Patient
North Jersey Training School	\$ 883.37
Hunterdon State School	779.04
Woodbridge State School	639.44
New Lisbon State School	491.80
Woodbine State School	463.23
Vineland State School	356.68
Johnstone Training Center	207.66

The total of payments for the past 15 months, however, do not fall in the same order as the rank of the average paid per resident. To some extent the average payment per patient is a function of the nature of the population and the size of the medical facility at the School. In this regard the Nursery at the North Jersey Training School contributes a large per-patient amount while Vineland State School's total collection reflects the gross size of the portion of the School wherein eligible services are provided, as well as the nature of its population.

This year has seen more attention focused on the residential facility than previously. Some national trends and statistics in comparison to New Jersey seem indicated. There are now 117,000 full time personnel caring for the mentally retarded in U.S. institutions. The ratio of resident patients to personnel has consistently reflected more personnel per patient over the years, and in 1970, as in the previous three years, there were fewer than two resident patients for each full time employee. In 1960 this ratio was three to one.

The maintenance expenditures for the care of patients have also greatly increased. The figure of approximately \$871,000,000 in 1970 is more than three times the amount spent in 1960. The amount spent each day per patient in 1970 (\$11.64) was roughly two-and-a-half times the amount spent in 1960 (\$4.25).

The quality of New Jersey's program may be suggested by data in addition to previous references to failure to meet standards. National statistics for the latest fiscal year available (1970) disclose that New Jersey's daily expenditure per resident was \$11.39 in contrast to the national average of \$12.70. With respect to resident/personnel ratios, New Jersey had one full time employee for each 1.63 residents while the national average was one employee for each 1.60 residents. To attain the national average of two years ago, New Jersey would have required 420 additional full time personnel on the staffs of residential facilities. To put this information in terms of rank order among the states for Fiscal 1969, New Jersey was 32nd in rank for maintenance expenditure and 30th in rank for the number of full time personnel.

Progress toward the objective of attaining standards has been limited and irregular. At the same time, however, citizen demands for the attainment of this objective have accelerated. In

New Jersey, the Association for Retarded Children as well as unaffiliated parents have called to the attention of the State government the persistence of deficits in staff.

It would be remiss to suggest, however, that considerable progress has not been made both by way of appropriation and institutional ingenuity. A ten-year contrast can suggest the degree to which there has been recognition by way of appropriation of the needs of persons who are residents in public institutions.

Inst.	Fiscal Year 1963			Fiscal Year 1973		
	Total No. Positions	Avg. Daily Population	Resident Per Position	Total No. Positions	Avg. Daily Population	Total No. Positions
Vineland	653	1969	1/3.02	1228	1890	1/1.54
Totowa	394	962	1/2.44	610	990	1/1.62
Woodbine	401	1230	1/3.07	694	990	1/1.43
New Lisbon	380	1123	1/2.96	563	1220	1/2.13
Johnstone	186	227	1/1.22	330	250	1/0.76
Woodbridge				812	980	1/1.21
Hunterdon				692	800	1/1.16
TOTALS	2014	5511	1/2.74	4929	7100	1/1.44

The preceding table suggests not only the availability of greater resources to meet the needs of the retarded but discloses the existence of more facilities. The table fails to disclose the development of a system of purchase arrangements available also to meet the needs of persons awaiting long-term service by the Division. The development of Woodbridge, Hunterdon, and the Purchase of Care Program has resulted in 2300 placement opportunities for persons needing residential care and services.

As a matter of fact, with respect to the existence of sufficient facilities and purchase arrangements to meet the needs of persons awaiting long-term residential services by the Division, it seems possible, as suggested previously, that no major institutional construction need be considered at this time for the purpose of increasing residential capacity. While population projections indicate that New Jersey's population by 1990 may attain as much as 10.1 millions, the persistence of both low birth rates and lower number of live births in recent years will have their effect upon demand for residential placement. In addition to the biometric suggestions, the continual pursuit of alternatives to residential placement by way of community care, reinforcement of families, resources to care for handicapped, and the selection of appropriate and feasible alternatives to public institutions may not require new major construction for the purposes of accommodating a larger case load. Residential construction is required, however, in order to relieve overcrowded institutions or to take off the line some cottages and wards which will never represent feasible possibilities for renovation.

The attention given this problem in New Jersey has not as yet achieved the intensity which has developed in a number of State residential facilities for the retarded across the United States. Feature newspaper articles, TV documentaries, and magazine stories have addressed themselves to the decades of public and professional neglect. Understaffed, overcrowded, and inadequately funded facilities have been singled out as offering their residents little more than minimal custodial care. In a half-dozen jurisdictions, a number of suits have been filed in Federal District Courts involving the legal and constitutional rights of the mentally retarded to treatment, free public education, and freedom from involuntary servitude. This recent litigation is not simply a scattered or temporary phenomenon; rather it is part of the broader trend and judicial thinking stressing both a more active role in the courts

and public concern about institutional programs. It seems safe to predict that similar suits are likely to be filed in many parts of the country perhaps including New Jersey. The vulnerability of New Jersey in regard to this kind of legal action stems from the failure to attain minimal standards established by the Division, much less those established by a joint commission on institutional accreditation, which standards incidentally were invoked by the U.S. District court in an Alabama case.

Several basic constitutional issues are being tested in recent litigation including the right to treatment, the right to education, and the right to freedom from involuntary servitude. In regard to the right to treatment, the courts have found that the basic constitutional privilege has been denied mentally retarded residents in public operated institutions and that the lack of public funds is not an adequate excuse for denying this right to retarded residents. In Alabama, New York, Massachusetts, and Georgia, the courts displayed a willingness to take truly extraordinary steps to protect these rights of the residents. In Tennessee the court was petitioned to establish the principle that no resident may be required to perform services for an institutional facility against his will and without just compensation for his labor.

While in New Jersey we have established both a resident wage and institutional aide program that may be progressive in terms of some other State's standards, the fact remains that the resident compensation plan affords the person who makes an economic contribution to the institution a pittance. Moreover, perhaps an invalid distinction is made to exist between those who work and those who are in "training" who still make a contribution to the economy of the institution.

For a number of years now, there has been clear recognition in New Jersey that the institution is not the only, nor in some instances, the most desirable service to the retarded or the developmentally disabled. In this State, the development of the Bureau of Field Services has provided communication on programs and services between the community and the State School. It thus also enables families and the handicapped to use their strengths to live in the community. The development of Day Care and Training has provided a substantial alternative to the institution as well as offering education and training to children and adults who are so handicapped that they cannot utilize more generic resources. It must be considered, however, that only the first tentative steps in the direction of an interlocking system of community and residential services have been taken. Resources to strengthen community and institution outreach efforts and techniques for stimulating closer working relationships between the facilities and the surrounding community must be made available. A major problem exists in the lingering, often subconscious, negative attitude which still exists toward the retarded and otherwise disabled individuals. This attitude is exhibited by many professionals and the public at large. Altering such deeply ingrained preconceptions will not be an easy task. Nonetheless, this Division must play an important role in breaking down attitudinal barriers and establishing a new image for programs and services to the handicapped. For this reason an overall primary objective of the Division is to change public and professional adverse or negative attitudes.

Division of Public Welfare

IRVING J. ENGELMAN, *Director*

HIGHLIGHTS

The Board and the Division of Public Welfare, consistent with its obligations as defined in statute, has throughout the year, continued to face almost insurmountable obstacles in reaching its objectives. Ongoing activities have been continually hampered by intervening crisis situations emanating primarily from a barrage of unanticipated Federal regulations, from adverse court decisions, and last, but not least, from frenetic community pressures for changes which are not always geared toward the best interests of either the persons intended to be served by the programs or of the tax-paying public itself. This becomes further complicated by the Division's inability to consistently "zero in" on specific evaluations of individual program components because of such crisis and, equally important, because of the lack of sufficient staff with specific expertise to assure consistent goal-oriented activities.

In spite of these impediments, however, the Board and the Division of Public Welfare continued on course toward the basic objective of providing assistance and services for those who truly need such assistance and services, while at the same time taking cognizance of the problems being faced by the tax-paying mechanisms which support the programs. In line with this broad objective, and despite the seemingly impossible obstacles which had to be hurdled daily, considerable progress toward selected major objectives was achieved by all constituent units of the Division. Among the most significant were the following:

Introduction of Fixed Standard Allowances

Through the introduction of the concept of fixed standard allowances in all public assistance programs (including General Assistance), the earlier implementation of which had been unfortunately delayed for several years because of mixed public reaction, the Division noted its significant impact upon public assistance expenditures. Implementation began on July 1, 1971 and was accompanied with much fanfare. It has been seriously challenged from many quarters, including recipients of assistance, friends of recipients of assistance, welfare rights organizations and legal services corporations. The latter have challenged the concept in the Federal courts. Although the court had not rendered its final decision prior to the close of this fiscal year, the consolidation of the previous standards into the fixed standard allowance system has been approved by the U.S. Department of Health, Education and Welfare.

As a result of its implementation, the overwhelming majority of recipients of the categorical assistance programs received increased benefits (some in the form of additional payments for excessive shelter costs over a limited period of time to permit a period of adjustment to the consolidated standards), while at the same time we noted a sharp reduction in the rate of escalation in the number of persons who are eligible for public assistance. Expenditures for public assistance were kept well within legislative appropriations and the aggregate dollar escalation and total assistance expenditures were curbed. The implementation of the concept of fixed standard allowances, as described, was such that it soon became apparent that the dollar value assigned, although predicated on a reliable sampling of averages, was nevertheless inadequate to meet the needs of blind, aged and disabled needy individuals. As a consequence, the fixed standard allowance for such single individuals living alone was increased effective September 1, 1971 by approximately 14%. Although this assisted greatly in providing needed income to such people, the constant threat

of further increases in Social Security benefits which, in turn, would result in loss of Medicaid eligibility for many such persons, continued as an unresolved problem.

Assistance to Families of the Working Poor Program

Effective July 1, 1971, the Assistance to Families of the Working Poor program was initiated through legislative mandate. The program replaced two segments of the Assistance for Dependent Children (ADC) program, namely the segments providing assistance to families with underemployed or unemployed fathers. This program introduced an employability concept related to the fact that it serves only families with two able-bodied adults and fixes the standard of assistance at two-thirds of the fixed standard for the categorical assistance programs.

Administration of Eligibility Determinations

The problem faced by the local public assistance agencies, particularly the county welfare boards in relation to their inability to monitor and evaluate adequately the administration of eligibility determinations and the proper computation of public assistance grants, is recognized by the Division. It also takes cognizance of the fact that the problem is due in part to external pressures. Nevertheless, it has accepted its responsibility to monitor expenditures being made by all local agencies and to impose realistic sanctions against improper expenditures of both Federal and State funds. To this end, the Division has strengthened its Quality Control review of local operations. It has also taken cognizance of the fact that inexcusable agency errors, which must be reduced and which currently result in incorrect expenditures, the dollar value of which is estimated at approximately \$26 million per year, is due in large measure to a lack of adequate and meaningful management information and reporting systems. Accordingly, the Division has focused renewed attention on the need for:

1. assisting the local public assistance agencies to develop management information and reporting systems, usable by all levels of staff, which will permit timely detection of adverse trends in the assistance programs which in turn will permit the local agencies, as well as the State Division, to initiate immediate and positive corrective action.
2. placing increased emphasis on the Division's Quality Control program to drastically reduce the incidence of faulty local determinations of eligibility and the amount of assistance to be granted.

Personnel Administration

Considerable attention has been devoted, in conjunction with the New Jersey Department of Civil Service and the County Welfare Boards, to the establishment of new and revised job titles for use by the county welfare boards. Such job titles will:

1. be comparable to the titles used in State service since current titles vary not only between such Boards and the State but also among the county welfare boards themselves. This phenomenon presents undue and unnecessary problems with respect to personnel administration.
2. permit use of less skilled but appropriate staff to perform necessary tasks which historically have been performed by overqualified individuals.
3. pave the way for easier transition from local to State or Federal administration of the public assistance programs.

Emergency Employment Act Welfare Demonstration Project

Considerable progress was made in the development and finalizing of the Emergency Employment Act Welfare Demonstration project proposal which has now been approved and which is operational in three major urban areas (Camden, Newark and Paterson). Specific linkages were developed between the participating agencies in the areas of referring and hiring of EEA (Emergency Employment Act) applicants, in the transfer of monies to and from the EEA wage pool, and in the development of reporting procedures required to reflect program operation and progress.

Work Incentive Program

Considerable progress has been made in redirecting the philosophy and goals of the Work Incentive Program. While the prior emphasis had been directed mainly to training for employment, the new emphasis is on selecting recipients of assistance with the highest employability potential for training and for job placement, on reducing the number of such recipients who are available for training but who are not being trained, on early job placement, and on job retention. During fiscal year 1972, the job retention rate as noted for the 3-9 month follow-up period was 32% of all persons terminated from training programs which is a significant increase over the previous period.

Congregate Child Care Facilities

Continued progress has been made on the acquisition and construction of Units for Hard-to-Place Children which were authorized by the 1968 Bond Issue. One such facility, which is located in Denville, is currently in full operation. Another unit, under construction in Ewing Township, is nearing completion, and it is expected it will be ready for occupancy in January 1973 with children being admitted shortly thereafter. An additional unit, being constructed in Vineland, will be completed by November 1, 1972, so that children may be admitted almost immediately thereafter. Land for the fourth such unit has been acquired from the Essex County Board of Chosen Freeholders, and construction is awaiting advertising for bids.

An Emergency Reception and Child Care unit is being constructed in Woodbridge Township which should be completed by May 1973.

These facilities represent the beginning of a new era in child welfare services for the State of New Jersey. Equally important, they present a unique opportunity for the Department of Institutions and Agencies to provide a comprehensive network of services within its immediate jurisdiction. It also presents the Department with the new challenge of leadership in the field of institutional treatment for children.

Expansion of Coverage of Service Programs

Substantial progress was made in progressive movement toward a more integrated, more comprehensive and more acceptable structure of public welfare services for New Jersey citizens. Inclusion for services purposes, within the clientele served by all constituent units of the Division of Public Welfare (including the county welfare boards and the municipal welfare departments), of all former and potential recipients of any of the public assistance programs is close to being fully accomplished and at little additional cost to the State. In addition, the Division's activities have included negotiations with United Way agencies, other State and local governmental agencies and other private groups, for the purpose of expanding such services as day care, all aimed primarily at reducing the possibility of future dependency upon the public assistance programs. The escalation of this program is totally dependent upon the continued availability of Federal funds.

In this connection, since many such potential recipients of public assistance are served by other State and local public agencies and by private agencies, the availability of Federal funds through the public assistance titles of the Social Security Act is constantly being explored so that services being provided by such agencies may be included within the overall network of professional services available to New Jersey's citizens. We are cognizant, of course, of the Federal administration's continuing desire to curb the rapidly escalating growth of its expenditures for social service programs.

Service Program Administration

The Division recognizes that the rapid but orderly growth of large service programs requires, among others, administrative attention to research, evaluation, meaningful management reporting systems, staff training and experimentation. Accordingly, the Division of Public Welfare is concluding a demonstration project, funded entirely by the U.S. Department of HEW (Health, Education and Welfare) entitled "Public Welfare Services to Low Income Families and Individuals in a Suburban Area," which, as evaluated by an independent evaluation firm (Booz, Allen of Washington, D.C.) indicates that the project has had a "... substantial positive impact upon consumers ..." in the areas of improved family functioning and in the reduction of social and economic dependency.

In addition, the Division of Public Welfare is concluding another project, entitled "Training and Upgrading for Public Service Careers," funded entirely by the U.S. Department of HEW, which dealt successfully with the development and implementation of innovative training programs for para-professional staff and in clarifying the role of such staff in a comprehensive social service delivery system.

Also, the Division of Public Welfare has obtained approval for two additional demonstration projects entitled "Development of Employment and Educational Alternatives for AFDC (Aid to Families with Dependent Children) Youth 16-18 Years of Age" and "Building Capacity of the Division of Public Welfare of the Department of Institutions and Agencies to Conduct Research and to Evaluate Social Service Programs." Both projects are 100% Federally funded. The former project will experiment with new concepts for professional community organization personnel and will be carried out by the Morris County Welfare Board. The latter, responsibility for the implementation of which has been transferred to the Division of Youth and Family Services, will permit development of research and evaluation capabilities as well as a management information system for social service delivery.

Consolidation of Day Care Programs into a Single State Department

As the result of cognizance taken of the fragmentation of day care responsibilities in the State by the Advisory Committee on Service Programs of the Board of Public Welfare, all responsibility for day care programs has been made the responsibility of one Department. The Governor has directed the establishment of a Bureau of Day Care within the Department of Institutions and Agencies to assume total responsibility for all day care activities. The Advisory Committee's concerns with respect to such programs as Day Care 100, administered by the Department of Community Affairs, child care development centers, administered by the Department of Education, and licensing of day care facilities, also administered by the Department of Education, have resulted in their incorporation within the Department of Institutions and Agencies.

The Division has also promulgated standards for day care of infants which now makes possible the use of Federal funds for the purchase of such services.

Child Abuse

A rapid response to child abuse situations has been made possible through the implementation of a State-wide telephone answering service for use during evenings, weekends and holidays.

Services to the Blind and Visually Impaired

Significant progress has been made in relation to:

1. placing blind people in employment. (In fiscal year 1972, 481 blind people were placed in employment with annual earnings of \$1,397,000, which represents an increase of 18% over the number so placed last year with a 30% increase in earnings.)

2. capturing Federal funds for programs. (A substantial 100% Federal grant was received for the education of blind children. As a consequence, nearly 1000 blind children were able to attend regular public school classes with the help of a staff of itinerant teachers and a special textbook center. Moreover, the increase in Federal revenues for the Commission for the Blind and Visually Impaired for fiscal year 1972 was almost as large as the increase in the Commission's entire State budget for 1972.)

3. reaching more blind people in need of service.

4. assisting more persons to prevent blindness. (The Commission conducted 164 community-wide vision screening programs for pre-school children. Just over 20,000 children were screened with the help of 2,434 volunteers.)

Food Stamp Program

Significant expansion of the Food Stamp Program has been achieved. The program now provides additional food purchasing power for over a third of a million people in New Jersey providing bonus coupons at the rate of over \$40 million yearly.

Volunteer Services

The Division of Public Welfare has made significant strides in the promotion, development, organization and administration of volunteer services in each of the county welfare boards. As a consequence of staff activity, all of the 21 county welfare boards have been contacted concerning volunteer services, a promotional folder has been developed to explain and illustrate the use of volunteers in public welfare, a "Handbook for the Volunteer Services Program" was completed and released to all county welfare boards, and a stockpile of resources and informational materials on the use of volunteers has been gathered.

Home Service Program

In addition to the Home Service programs previously established in Camden, Mercer and Monmouth counties, Home Service programs were launched this year in Atlantic and Cape May counties using Federal Emergency Employment Funds. The Bergen County Welfare Board is initiating a Home Service program in the immediate future. Additional staff have been trained and employed by the Camden, Mercer and Monmouth county welfare boards. Ninety-seven recipients of assistance through the ADC program have been employed by the county welfare boards after completion of the training period which has either resulted in self support and removal from the ADC rolls or has resulted in reduced expenditures in the remaining cases.

Consumer Education

Giant strides have been made in the area of consumer education and protection and in the area of money management. A total of 19 Home Economists are now employed in public

welfare in the State. These persons have held over 6000 office consultations with social service staff and clients, made some 2300 visits to recipients of assistance, conducted 389 classes for welfare recipients and held 73 training sessions for staff.

Nutrition Education

Some progress has been made in the area of Nutrition Education for the Elderly in that the Atlantic and Monmouth county welfare boards are endeavoring to initiate a mobile meals program through the State Office on Aging.

Evaluation of Training Programs

Significant progress has been made in a beginning effort to develop methods and techniques for the evaluation of training programs and the cost effectiveness of such programs. Although it has been long-established practice to incorporate training programs within the public assistance titles, and for good cause, little has been done in the past to evaluate the impact of training and the resultant quality of performance by staff. Although the Division does not question the need for such training, it has been and continues to be concerned with whether or not the training envisioned and carried out by professional staff adequately meets the needs of program administration.

THE DIMENSIONS OF FINANCIAL DEPENDENCY IN NEW JERSEY

Old Age Assistance: The number of persons added to the case load increased 2.3 percent from the 1971 case load (1972 — 13,212; 1971 — 12,910); the year-end case load increased 7.9 percent (1972 — 34,486; 1971 — 31,968); the year-end number of recipients increased 6.7 percent (1972 — 20,329; 1971 — 19,056).

Disability Assistance: The number of persons added to the case load increased 27.6 percent from 1971 (1973 — 8,827; 1971 — 6,916) and the number of recipients on June 30, 1972 was 19.1 percent above the previous year (1972 — 18,423; 1971 — 15,467).

Assistance for Dependent Children — All Segments Combined: The number of cases added to the rolls decreased 21.0 percent (1972 — 46,702; 1971 — 59,076). The year-end number of recipients (adults and children) was 13.1 percent less than the previous year (1972 — 387,514; 1971 — 445,988).

“C” Segment Only: The year-end number of recipients (adults and children) was 11.1 percent above the previous year (1972 — 387,514; 1971 — 348,870).

Assistance to the Families of the Working Poor (Implemented July 1, 1971): The number of cases added to the rolls during the first year of operation was 18,360. The year-end numbers of recipient cases and persons were 8,344 and 41,791 respectively.

Blind Assistance: The number of persons added to the case load was 17.6 percent above 1971 (1972 — 254; 1971 — 216). The number of recipients at the end of the year increased 0.3 percent (1972 — 999; 1971 — 996).

State Medical Assistance for the Aged: The number of persons added to the case load increased 30.3 percent (1972 — 1,884; 1971 — 1,446). The number of cases eligible to receive medical care under the program at the end of the year increased 36.5 percent (1972 — 2,149; 1971 — 1,574).

General Assistance: The number of cases added to the rolls decreased 3.0 percent (1972 — 28,565; 1971 — 29,458) and the year-end number of recipients increased 8.4 percent (1972 — 13,285; 1971 — 12,257).

Cuban Refugee Assistance: The average monthly cases receiving assistance increased 27.2 percent (1972 — 4,930; 1971 — 3,875). The number of recipients at the end of the year decreased 8.2 percent (1972 — 10,646; 1971 — 11,601).

Child Welfare: The combined programs of care, guardianship, protective services, adoption investigations, and day care services (including the Work Incentive Program) showed an increase in number of children added to services (unduplicated) of 6.8 percent (1972 — 13,692; 1971 — 12,821). The year-end case load for these programs was 3.4 percent above the previous year (1972 — 30,386; 1971 — 29,387).

BUREAU OF LOCAL OPERATIONS

Field Services

As a result of the implementation of the Fixed Family Allowances and the program of Assistance to the Families of the Working Poor on July 1, 1972, correspondence addressed to the Bureau increased tremendously during the first few months of the year. Although the implementation of the Fixed Family Allowance on a whole resulted in more increased than decreased grants, many decreases, especially among the adult and small family Assistance for Dependent Children cases, were noted. The Assistance to the Families of the Working Poor program, with its standard being 2/3 of the Assistance for Dependent Children standard for similar family sizes, resulted in decreased grants for virtually all cases.

Members of this Section were also involved in many surveys throughout the report year. These included, but were not limited to, investigation of such problem areas in local administration as operational problems involving appropriate coding for the Medicaid Status File, delays in processing Disability Assistance applications, and procedures of municipalities with respect to determining eligibility of individuals for payment of in-patient hospitalization cases.

Both the County Welfare Boards and the Municipal Welfare Departments were provided with revised public assistance applications forms which provided, at the time of initial application, for the reproduction and accumulation of the State level of certain data obtained from the applicant for the purpose of providing significant profiles on public assistance recipients and programs. These data were designed to be forwarded to the Office of Research and Evaluation which was charged with the responsibility for the compilation and evaluation of those data submitted to them by the County Welfare Boards and the Municipal Welfare Departments.

Due to major revisions in the General Assistance Budget Manual, and the requirement that municipalities submit information to the Office of Research and Evaluation, orientation

of the Municipal Welfare Directors occupied a significant portion of the time of staff of the Section.

The Municipal Welfare Departments experienced significant increases in the number of cases involving medical expenses only. This was attributable to Medicaid program ineligibility at the County Welfare Board level and reflected to a great extent the implementation of the Fixed Standard Allowance. That area most significantly affected, particularly because of the high cost factors, involved cases requiring skilled nursing home care.

Institutional Services

The Bureau of Institutional Services was absorbed by this Bureau and became the Institutional Services Section thereof early in the fiscal year. All of that Section's former responsibilities for direct services and medical vendor payments to patients in the psychiatric hospitals were retained.

The Medical/Surgical Assistance Program, or Medicaid, was put into actual operation during the initial months of the year, carrying an average monthly State case load of 15,300 cases in the eligible psychiatric hospitals and institutions for the mentally retarded.

A number of problems arose involving the entire scope of policy and procedure as it pertains to medical/surgical assistance, or Medicaid, at the institutions. Area Offices reviewed their progress periodically, and several meetings were held with representatives from all components of the Department involved in that program.

Administrative Legal Services Unit

The duties and staff of the Administrative Legal Services Unit have diminished considerably. Functions involving legal settlement have been assigned to field staff. The use of the Fixed Family Allowance has eliminated any need to review the special rate arrangements previously in effect for low cost housing projects.

The annual fraud report continues to show a rise in fraud control activity by the County Welfare Boards in response to what appears to be a higher incidence of improper grants.

The number of requests from assistance agencies in other states for whereabouts of absent parents continues at a somewhat increased level. No running count of such inquiries is maintained.

The requests from County Welfare Boards for interpretation in resource matters and the presentations of proposed compromise settlements continue at an undiminished level.

Food Stamp Unit

This has been a year of broad changes in the Food Stamp Program. The 1971 amendments to the Food Stamp Act mandated many innovations in the program, the first result of which was the issuance of a completely revised Food Stamp Manual. Not all of the mandated changes have yet been implemented. The change which has caused the greatest difficulty to date has been the mandated conversion from "flat-rate" issuance for public assistance cases to the net income basis of issuance.

The Food Stamp Program now provides additional food purchasing power for over a third of a million people in New Jersey providing bonus coupons at a rate of over \$40 million yearly.

FOOD STAMP PROGRAM

FISCAL YEAR 1972 (7-1-71 to 6-30-72)	P.A.	N.P.A.	TOTAL
Average Number (Monthly) Persons Participating	206529	109986	316515
Total Annual Volume Sales	\$61,500,456 –	\$32,375,174 –	\$93,875,630 –
Total Annual Bonus	\$20,529,576 –	\$17,294,397 –	\$37,823,973 –

Quality Control

This Section has again been assigned expanded responsibilities. The programs reviewed by the section now include Old Age Assistance, Disability Assistance, Aid to the Blind, Assistance for Dependent Children, Cuban Refugee Assistance, Assistance to Families of the Working Poor, Title XIX: Medical Assistance and the Food Stamp Program, the last under the auspices of the United States Department of Agriculture. The total annual workload is approximately 13,500 cases. Accordingly, the staff has been increased from 44 reviewers to 60 reviewers, with corresponding increases in supervisory personnel.

Experience has shown accurate analysis of the Quality Control findings followed by prompt remedial administrative action by the Bureau has brought the level of ineligibility for program benefits to within one percent of the federal tolerance levels. In addition, payment errors, where eligibility for benefits has existed, has also been reduced. Due to the successful activities of the Quality Control Section, the consistent support of many levels of State administration and the interest and cooperation of local agencies, it is estimated that a total of approximately four million dollars of public assistance funds has already been saved through the reduction of improper assistance payments.

Cuban Refugee Assistance Program

Based on distribution statistics of the Cuban refugees resettled from the Cuban Refugee Center in Miami, New Jersey continues to rank second (58,543 as of May, 1972), to New York which has the highest resettlement volume. New Jersey statistics for June 1972, show that 10,646 persons received assistance in this federally financed program with a gross expenditure of \$1,246,979 for that month. A greater number of refugees being resettled are older, more physically handicapped and less qualified for employment. This is reflected in the increased medical costs of the program in New Jersey, (\$569,243 for the month of June, 1972).

BUREAU OF SOCIAL SERVICES

Training and Staff Development Unit

This past year has seen growth in planned activities for training and staff development in such areas as strengthening the role of training and staff development supervisors at the local level, arranging for training sessions in Trenton and purchasing training expertise from qualified instructors.

Meetings to assess training needs were held with most of the Training and Staff Development Supervisors of the County Welfare Boards. There has been involvement with specific County Welfare Board Directors in Burlington, Gloucester, Ocean, Middlesex, Somerset, Hunterdon, Sussex, and Union Counties in discussion of training needs.

Training staff participated, with Quality Control staff, in meetings with Federal representatives in regard to program goals, content of training sessions and use of individual learning programs. Guidelines provided by federal consultants are currently in use in Quality Control Training.

Newly appointed training supervisors from Burlington, Monmouth, Ocean, Passaic and Somerset counties had an introductory orientation before becoming part of the established group in the early fall. Later in the year, the training supervisor conducted an orientation in supervisory skills for newly appointed training and staff development supervisors from Middlesex, Cumberland, and Hudson Counties.

Gloucester County Welfare Board initiated with the district office of the Bureau of Children's Services a series of 20 sessions of two hours each of a course of instruction for the 18 County staff and 20 participants from the Bureau of Children's Services. The instructors were the staff of the Gloucester County Psychiatric Clinic. The feedback was a greater amount of positive relationships with the County workers and Bureau of Children's Services workers and cooperation in planning with clients. The Division participated in payment for the instruction and evaluation of the meetings which indicated a positive reaction to the session. As the result of training efforts, several Welfare Boards increased their personnel participation in extension courses, graduate training and undergraduate training in community colleges.

Although the need for training at local level appears to be open ended, the Bureau finds there is increasing recognition of training needs by local administration in the present climate of changing programs and goals.

All the Counties participated in the workshops of the Public Service Careers Program. These workshops attempted to help Camden, Mercer and Essex define the role of the welfare aide and social service aide in relation to the role of the caseworker and supervisor. Some of the county aides served as panelists. These workshops were valuable experiences for all involved. An introductory meeting of County and State Training Staff was held prior to the workshops.

The Public Service Careers Program developed a Model for Supervisory Training, utilizing an advisory committee, including staff from this Bureau and from the Bureau of Children's Services as well as Rutgers University and staff of the N.Y. Regional Office of the U.S. Dept. of HEW. A "working committee," in which state and county training staff participated, carried out the recommendations of the advisory committee and Phase I of the Model began in May and June with in-residence sessions at the Continuing Education Center at Rutgers in management skills. Sixteen Counties have sent staff to these meetings. Directors attending the first session were interested in the continuation of the program. This will be a goal of this Bureau for the coming year as the PSC program has been greatly reduced.

The Training Unit cooperated with the Family Economics Unit in training arrangements for 62 auditors who were to become involved with reviews of the revised budgeting system and also cooperated with the Personnel Unit in training staff in the new employee evaluation system.

Family Economics Section

Activities of the Family Economics Section revolved around the Financial Assistance Manual, the Expanded ADC Study, and provision of training in money management,

consumer education, and food and nutrition. Highlighting the year was increased cooperation between State and county welfare home economists.

Services requested from the Family Economics Section during the reporting year of 1971-72 encompassed a variety of areas including:

organization of four workshops for county home economists;

preparation of a comprehensive teaching unit in family money management for use by county home economists;

training sessions in money management, consumer education, food and nutrition for Home Services trainees and other county welfare board staff;

consultations with BCS/WIN Day Care Centers, involving planning kitchen arrangements, food service, and development of nutrition education programs;

preparation and editing of revisions in the Financial Assistance Manual;

revision of the financial eligibility section of the General Assistance Manual;

and supervision and participation in the Expanded ADC Study, consisting of more than four months full time work of the Senior Home Economist and one month's time of another home economist.

Home Services Unit

County participation in the Division of Public Welfare's Home Services program continues to expand.

During this fiscal year 2008 cases were served by CWB (County Welfare Board) Home Services Staff. The average cost of Home Services provided by the County Welfare Boards of the five counties was \$220 per case for fiscal 1971-1972. According to figures submitted by all counties in the State, average cost per case for purchased home-maker service was \$564. Above and beyond the obvious monetary benefit of the Home Services Program, moreover, is the assurance that a well-trained person, oriented to the complex problems of low-income families and thoroughly conversant with other welfare services available, is sent into the client's home.

Volunteer Services Coordinator

The long range goal and objective of the Volunteer Services Program is to promote, develop, organize and administer volunteer services in each of the County Welfare Boards.

This year several counties have expressed an interest in developing and/or expanding volunteer services. Monmouth County Welfare Board has expanded their program by transferring the Volunteer Coordinator to the Welfare Board from the John L. Montgomery Home. Since this change, several programs have developed, such as a Motor Corps, Big Brother, Mobile Meals and Friendly Visitors Programs. The Monmouth County Welfare Board has also developed a staff manual for the volunteer program in that county.

The Morris County Welfare Board appointed an Advisory Committee for their new Volunteer Program and hired a full-time Volunteer Coordinator. Somerset County Welfare Board has appointed a part-time Volunteer Coordinator to work with Friendly Visitor/Big Brother programs. Ocean County Welfare Board's "Clothing Exchange" demonstrated an innovative new approach to volunteers in welfare. Other counties have called in the Volunteer Services Coordinator for serious discussion of program development. In counties such as Atlantic, Cape May, and Passaic, a Volunteer Program seems possible in the near future.

Consultation has also been provided to the Hamilton Township CSSC where a highly successful Big Brother/Tutoring Program was developed.

BUREAU OF MEDICAL AFFAIRS

The prime function of this Bureau continues unchanged from that for which it was originally established a decade ago. It is responsible for processing the special medical eligibility determinations and re-determinations required by law and regulation in specific categorical programs, i.e., the APTD program, "incapacity" in the AFDC program, and the determination of blindness in the Blind Assistance program.

During 513 Review Team sessions, medical evaluations were reviewed, and eligibility was determined in 24,711 cases submitted for the three categorical programs requiring such a determination. This reflects an increase in the number of cases reviewed of 6,588 over the previous fiscal year.

Members of the Review Teams were involved in an increasing number of fair hearings requiring complete and documented medical information. Direct case work service staffs of county welfare boards continued to require more effective orientation to the medical-social aspects of case work, specifically related to gathering appropriate medical information to assist in the determination of health care needs of recipients and their continued medical eligibility for those programs requiring such a determination.

The Bureau continues to approve the appropriateness of all charges submitted by providers of health services furnished non-Medicaid clients of the Bureau of Children's Services for whom the Agency assumes responsibility for payment. Claims are now submitted to the Agency on Medical Assistance claim forms and the payment authorized by the Bureau is coordinated with the Division of Medical Assistance and Health Services so that fees paid are not in excess of those authorized under the State Medicaid program.

The Bureau continues to evaluate medical and social information data in order to make appropriate referrals to the New Jersey Rehabilitation Commission, the Commission for the Blind and Visually Impaired and referrals for examinations by psychiatric diagnostic groups and other appropriate medical specialties.

Medical-social consultants' services are furnished to the Bureau of Social Services, Bureau of Local Operations, Bureau of Children's Services, New Jersey State Commission for the Blind and Visually Impaired and municipal welfare departments to encourage coordination of medical and medical-social planning.

The Bureau reviews, evaluates and recommends with respect to inquiries on health-care or medical-social services requested in specific cases, when inclusion or exclusion of such services is not already clearly identified in established program policy.

WORK INCENTIVE PROGRAM (WIN)

**Summary of Activity
For The Period Of
7/1/71 To 6/30/72**

<u>County</u>	<u>Referrals</u>	<u>Enrollments</u>	<u>Slots Allocated</u>	<u>Slots Filled 6/30/72</u>	<u>Job Placements</u>	<u>Completed 3 Month Job Entry Period</u>
Atlantic	202	184	200	189	146	66
Camden	312	273	300	293	106	72
Essex	524	520	800	871	185	144
Hudson	462	389	500	478	200	100
Mercer	220	186	200	201	76	71
Middlesex	246	191	200	222	84	54
Monmouth	275	224	300	261	114	104
Passaic	381	362	300	422	164	84
Union	219	208	200	219	82	53
TOTALS	2,841	2,537	3,000	3,156	1,157	748

During the year the following number of cases were closed or had a reduced assistance payment due to employment obtained through the WIN Program

<u>Program</u>	<u>Cases Closed Or Reduced</u>		<u>Avg. Mo. Sav./Case</u>
AFDC Mothers	102		\$201
AFDC Fathers	89		249
AFDC Mothers		598	125
AFDC Fathers		66	-172
Total	191	664	
Weighted Average Monthly Savings	\$223	\$130	

**Statistical Comparison
By Percentage
For
First 18 Months Program
FY 1971 - FY 1972**

ACTIVITY	January 1, 1969 to June 30, 1970	FY 1971	FY 1972
1. Percentage of Persons Referred Who Were Enrolled	64	73	89
2. Percentage of Persons Enrolled Who Were Placed In Jobs	23	39	46
3. Percentage of Persons Terminated Whose Last Program Component Was Placement In Employment	42	46	50
4. Percentage of Persons Placed In Jobs Who Were Still Employed At Point Of Termination (Completed 3 to 6 Month Job Entry Period)	52	59	65
5. Percentage of Persons Terminated From Program For The Following Reasons:			
A) Completed 3 to 6 month Job Entry Period	17	25	32
B) Dropout	25	28	15
C) Other Reasons	58	47	53

FAIR HEARING UNIT

The Fair Hearings Unit (FHU) was dramatically affected by two occurrences during fiscal 1972 which precipitated changes in operational procedures and significantly altered the function of the unit with regard to its relationships with local agencies. The first occurrence, an upsurge in hearing requests resultant of program changes effective July 1, 1971, created the need for mobilizing emergency hearing officer personnel and the development of a more expeditious system for processing appeals. The second, an injunction by the Federal District Court, restraining termination or reduction of assistance payments subject to specified criteria, created a new function for the Unit and constituted an additional incentive for recipients of assistance to challenge adverse agency decisions on grant entitlement.

Prior to July 1, 1971, the use of form correspondence was largely limited to acknowledge hearing requests. During the year the utilization of prepared forms was extended to all aspects of correspondence pertaining to an appeal and also for Fair Hearing Decisions involving a single issue appeal. The processing of all fair hearing decisions by the Magnetic Tape Selectric Typewriter (MTST) relieved FHU clerical staff of the magnitude of word processing previously performed in the unit. Prior to the MTST every hearing report involved at least two separate typings (draft and final copy) prior to a decision and a third typing of a stencil preparatory for publication of the Fair Hearing Decision.

Prior to March 1, 1972, the major function of the FHU was to process fair hearings appeals to a timely disposition. A second function of equal importance, determination of entitlement to continued assistance unreduced during the pendency of an appeal, was imposed by the injunction in the case of *Serritella vs Engelman*. Since March 1, 1972, the effective date of the injunction, the FHU has been delegated responsibility for determining continued assistance entitlement in every appeal from an action that would terminate or reduce benefits under categorical public assistance. This new responsibility precipitated proliferation in contacts between the FHU and county welfare boards and a commensurate increase in contacts with individual recipients or legal services organizations.

Lack of sufficient hearing officer and administrative personnel was, and continues, the most serious impediment to prompt and efficient fulfillment of assigned responsibilities. Throughout fiscal 1972 such staff included a chief hearing officer, administrative assistant and one hearing officer. There existed a backlog of 568 appeals, most of which had not been scheduled for hearing. During the six-month period prior to July 1, 1971, a monthly average of 45 hearings had been scheduled with assignment to part-time hearing officer, chief hearing officer, and the administrative assistant, supplementing the one full-time hearing officer whose normal standard of performance consisted of 20 completed hearing assignments monthly.

During the period July 1971 through December 1971, the monthly average for hearings scheduled increased to 95. Mass hearings, involving groups of individuals appealing from actions based on the July 1, 1971, program changes, were scheduled during July, August, and September with staff of the Bureau of Local Operations assigned as hearing officer personnel. During this period there was a concomitant increase in administrative and supervisory tasks that prevented continued participation of the chief hearing officer and the administrative assistant as hearing officers.

The *Serritella* decision triggered an immediate increase in the level of requests which continued unabated throughout the remainder of fiscal 1972. The monthly average of new appeals during the 12-month period prior to March 1, 1972, inclusive of the unprecedented increase in June, July, and August 1971, was 105. During the four-month period subsequent to March 1, 1972, new appeals averaged 202 monthly. The following data indicates the impact of

the Serritella decision which mandated implementation of Federal fair hearing regulations requiring 15 days prior notice of intent to reduce or terminate assistance and, in the event of a request for a fair hearing within the 15-day period, continued assistance unreduced when such action involved an issue of fact and judgement:

	<u>No. Requests</u>	<u>Cont.</u>	<u>Failed to Appear</u>		<u>No. hearings</u>
	<u>Rec'd.</u>		<u>Asst.</u>	<u>abandoned</u>	
March	227	128	4	8	67
April	193	99	15	16	100
May	196	76	10	8	116
June	192	88	16	11	113
Totals	<u>808</u>	<u>391</u>	<u>45</u>	<u>43</u>	<u>396</u>

The foregoing shows that almost half (48%) of all requests received during the four month period involved affirmative determinations for continuing assistance unreduced during the pendency of the appeal. For purposes of the Federal Statistical Report on Fair Hearings, an average payment of \$47 was determined for cases in the adult categories and an average payment of \$242 in the ADC program. Of the 391 appeals involving continued assistance, 293 were from actions in the ADC program and 90 were from actions in the adult categories (Old Age Assistance and Disability Assistance). Applying the average costs per case enables an estimated total cost of \$75,512 for continued assistance up to and through June 30, 1972.

During fiscal 1972 a total of 1,639 appeals were received. Of this total, 1562 were from actions in Federally assisted categorical public assistance programs and the remaining 77 were from the Assistance to Families of the Working Poor program (41), the Food Stamp Program (28) and the Bureau of Children's Services (8). At the beginning of the period 322 appeals were pending resulting in a total 1,957 appeals to be disposed of during fiscal 1972.

A total of 674 hearing decisions were issued of which 382 affirmed the action taken by the local agency and 292 reversed or modified local agency action. A total of 797 appeals were withdrawn or abandoned, usually following corrective action by the local agency. At the end of the reporting period, June 30, 1972, 454 appeals were pending disposition.

CHARITABLE CORPORATION UNIT

During this reporting period a considerable portion of time was devoted to the on-going activity involved in the "take over" of the adult categories, OAA (Old Age Assistance), DA (Disability Assistance) and AB (Assistance for the Blind) by the Social Security Administration in keeping with the basic considerations set forth in H.R. 1. In the latter part of this period activity originating in the office of the SSA has lessened. This office had also been assigned liaison with the Office of Family Benefit Payments, which is now requesting data similar to that used by the SSA for planning purposes.

This Unit acts and performs on the inherent responsibility involved in the discussion of assistance matters with administrative agencies at all governmental levels as well as private

agencies. A considerable effort was directed to changes in the Fair Hearing operation as affected by the notices of intent to terminate or change grants.

This Unit meets with and actively participates in the operation of the Manual of Administration Advisory Committee and the Financial Assistance Manual Committee.

The Charitable Incorporation (Title 15) activity has increased considerably as indicated in the attached table showing comparison with the previous year.

INCORPORATIONS – JULY 1, 1971 – JUNE 30, 1972

Month	Applications Received	Approved	Not Subject	Disapproved Withdrawn or Discontinued	Action Taken (Total)
<u>1971</u>					
July	38	6	48	---	54
August	41	4	31	10	45
September	62	6	49	---	55
October	116	13	97	3	113
November	159	12	96	---	108
December	143	14	104	---	118
<u>1972</u>					
January	161	9	146	---	155
February	165	14	136	---	150
March	219	10	196	---	206
April	211	14	201	31	246
May	167	12	159	---	171
June	208	18	173	14	205
TOTALS	1,690	132	1,436	58	1,626

CHILD WELFARE SERVICES

General

During this fiscal year a new Division of Youth and Family Services was created and the Bureau of Children's Services will, in the near future, be incorporated into that Division and detached from the Division of Public Welfare.

The Bureau received substantial support in the budgeting process during fiscal year 1971-72. In addition to new regularly budgeted positions for district offices, this support has made possible a residential center for adolescent boys, plans for opening another day care center under agency auspices, establish a specialized office to recruit adoption homes for hard-to-

place children, set up a training center in Newark where new ways to train and orient staff will be tested and begin a pilot project for the use of sub-professional staff.

The Children's Residential Center at Denville opened in February. Superintendents have been secured for Ewing Township and Vineland residences which are scheduled to open in the coming fiscal year. A unit is also planned for Cedar Grove in Essex County, and a Children's Reception and Service Center is planned for Woodbridge.

The Adoption Services Center in Highland Park opened in August to recruit and study adoptive homes for waiting children. Their production of 150 homes represents an increase of 60 percent over the number sent by areas covered last year. At present the Center recruits homes for the New Brunswick, Somerville, Middletown, Elizabeth, Morris, Mount Holly, Jersey City, Orange, and Newark District Offices. In addition, the time taken to complete the studies has been reduced on the average by 75 percent.

A Regional Training Center was opened in December in Newark. This unit is at present responsible for training new workers in the areas covered by the Newark, Jersey City, Orange, and the Elizabeth District Offices.

In May 1972, the second annual meeting of the National Association of Foster Parents was held in Denver, Colorado. This meeting provided added impetus to the interest in foster parent organizations, and by the end of the fiscal year, seven such organizations had been formed in six districts. In several other districts, groups of foster parents were in the beginning stages of meeting for the purpose of forming an organization.

In addition to the growth of foster parent organizations, there have been changes in the approach to foster home studies and methods of recruitment of foster parents. Several districts are working actively with groups of foster parents who meet together to discuss common problems they encounter in their role. Some of these groups are led by staff members, while others are led by foster parents who received special training in group leadership.

The *News Notes to Foster Parents*, which heretofore had been written almost solely by agency staff, has changed its focus. In recent issues, articles by foster parents have been appearing. Some foster parents have been asked to serve as panel members at central and district office staff meetings in an effort to improve understanding and communication in the area of foster care.

In the Middletown District Office an association of former foster children was set up for the purpose of having them act as "Big Brother" or "Big Sister" to children presently in foster care. Some of the members of this organization have decided to become foster parents themselves.

During December 1971, an answering service on a 24-hour-a-day seven-days-a-week basis was set up for part of the State. During January 1972, the answering service was extended to the remainder of the State. A representative of each district office is on duty after hours to handle emergency situations which cannot wait until the office opens. There is one statewide number to call when the offices are closed and is toll free. This system served to implement the new child abuse legislation (Chapter 437, Laws of New Jersey 1971) which provides for prompt reporting of incidents of child abuse to the Bureau of Children's Services.

Residential Facilities

The Children's Residential Center at Denville, the first of four agency residential treatment oriented facilities for emotionally disturbed adolescents, ages 13 to 17, became fully operational February 28, 1971, with almost two hundred referrals for boys received by April for the 50 beds available. Construction of another similar unit in Vineland serving 48 adolescent

boys is expected to be completed in September 1972, and the coeducational unit in Ewing Township is scheduled for completion in October 1972. The fourth facility planned for Cedar Grove is still on the drawing boards with construction hopefully beginning by the Fall of 1972, and completion in the latter part of 1973.

These four facilities are designed to serve approximately two hundred adolescents, under the supervision of the Bureau of Children's Services, who need a therapeutic, open residential setting to prepare them within a maximum two-year period for successful return to a family in the community.

Ground was broken in April 1972 for the first agency Emergency and Reception Child Care Center at Woodbridge. When completed in April 1973, this facility will provide short-term shelter type emergency care and diagnostic services for 50 children, ages 6 to 15, for 60 to 90 days, in preparation for other placement plans.

Inter-Agency Services

Adoption Agencies: A total of 40 agencies, 16 in New Jersey and 24 out-of-state, were certified to place children for adoption in New Jersey. One new agency opened in New Jersey. Three out-of-state agencies were deleted from the approved list and two agencies added, one Canadian and the other from New York.

Because of the increasing number of interstate adoption placements and the differences in state adoption laws, a procedure for limited certification of agencies was developed, which enables an out-of-state agency not certified under usual regulations to consent to adoptions in New Jersey courts, with a New Jersey agency providing supervision. Three public agencies were certified under this new procedure.

Inter-Country Matters: A total of 282 reports were sent to other states and countries in response to their requests for such social services in New Jersey. At the end of the fiscal year there were 133 children in New Jersey supervised on behalf of out-of-state agencies, as compared with 118 at the same time last year.

Institutions: As of May 31, 1972, there were 2,504 children in institutions representing about eight percent of the Bureau's caseload.

Inter-Agency Services, which has responsibility for the evaluation and negotiation of purchase of service agreements of 24-hour residential care programs for children under the Bureau's supervision made a total of 168 on-site visits to in and out-of-state institutions. Seventy-eight visits were made to New Jersey facilities, 52 to Pennsylvania, and 38 to programs in other states from which the Bureau purchases services.

There are a total of 49 residential programs operating in New Jersey for which Inter-Agency Services carries some responsibility, including 37 private facilities for the emotionally disturbed or dependent child, six county or municipal children's shelters, and six maternity homes.

During the past year, there has been an increase in private efforts to establish residential programs in New Jersey, particularly for the teenager for whom the need is greatest. During the year, one program closed and nine new programs were approved. This is a net increase of eight private residential programs over the past two years. There are 35 private residential programs pending. This compares with six pending programs at this same time last year. If a substantial number of these programs become operational, this should reduce the need for out-of-state placements.

Institutions — New Developments

Computer Projects: Attempts have been made to work out a computer project to assist in matching individual children with available spaces in appropriate institutions. Involved in this project are the Bureau of Children's Services, the New Jersey Department of Education, The Association for Children With Learning Disabilities of New Jersey, Bureau of Data Processing, Division of TeleCommunications, and the University of Buffalo Research and Development Center.

The information to match children needing residential placement with a special education program has been received from the institutions, coded and stored in the computer, located in Buffalo. A similar sheet has been developed for children needing this type of service. The Division of TeleCommunications has given tentative approval of the project with some restrictions and conditions.

Licensing Law: With the passage of the Health Care Facilities bill in August 1971, the licensure of adult facilities and hospitals was transferred to the Department of Health, leaving little regulation of 24-hour child caring institutions, except the Bureau's inspection and purchase of care procedure. Since this was found to be inadequate in enforcing standards, efforts were made to develop a licensing law for residential facilities. A draft of the law was subsequently circulated and presented to the Division and the Department.

In a survey of 1386 Guardianship children under six years of age, it was found that 256 had not been referred to the Adoption Unit for adoption planning. Case goals were updated for this group of children. Plans indicated a return to their own home for 17.9 percent, adoption for 50.3 percent, institutional care 1.9 percent, long-term foster care 8.5 percent. The goal was indefinite for 21 percent.

A review of 1676 children under six years of age in Care, which is a voluntary program, revealed that return to parents was planned for approximately 31 percent of the children, adoption was the goal for 34 percent, long-term foster care seemed appropriate for 12 percent, goals were indefinite for 17 percent, and 4 percent represent miscellaneous categories, including institutional care for severely retarded, residence in foster home with adolescent mother, and other similar situations. The review was structured to provide for systematic follow up on progress toward reaching the goal or toward establishing a definite goal, if not yet determined. Subsequent reviews of the child over six will be undertaken during the coming fiscal year.

Adoption Services

During the past fiscal year, 505 children were placed in adoptive homes, of whom 168 were adopted by foster families and 337 in homes selected for them. Of this group, 270 were white, 167 were black, 61 were black/white, and 7 were of other racial mixtures. Therefore, 47 percent of all placements were of nonwhite children. Thirty-two black/white children were placed with white parents and 6 black children were placed with white parents. There were 24 children placed with single adoptive parents. Many children placed had special problems. Eighteen children were retarded, three seriously, and 15 in the moderate to mild range. Twenty-five had serious medical problems and another 18 had emotional or behavioral problems.

Four hundred eighty-nine of the children were placed by the Bureau of Children's Services. Sixteen were placed through a Purchase of Care arrangement with the voluntary agencies in New Jersey. Among the children placed, several had serious problems, such as a seven and one-half year old boy who was deaf and neurologically impaired. He was a slow learner and had temper tantrums at school. This child's adoptive mother is a teacher of deaf children and understands him and his special needs. Black triplets found a home, but this took

a year, since many families are not able to take on the responsibility of three active boys of the same age. A three year old child who was brain damaged, had cerebral palsy and a physical problem was also placed.

The total number of children placed for adoption this year has decreased from last year. This reflects several statewide and national trends. There are fewer young children relinquished for adoption placements than ever before, because of the use of birth control devices, the availability of abortion, and a trend for mothers to keep and raise their own children rather than place them. There has been a general decline in the over-all birth rate. Private adoption agencies have shown a 54 percent decrease in such placements since 1968. There has also been a decrease of 23 percent in the number of nonrelated, independent adoptions during this same period. Since 1969, the Bureau of Children's Services has experienced a 20 percent decrease in the number of parents placing their children for adoption. At the same time, the percentage of girls deciding to keep their children rose from 25 percent in 1969 to 50 percent in 1971. As a result, the median age of the child placed by the Bureau of Children's Services has increased as fewer babies are available. The children placed reflect more serious pathology than at any time in the past. The Bureau's focus has been on placing more and more "hard-to-place" children.

In 1969, a national survey showed that only 9 percent of all children placed for adoption were nonwhite or black. This figure rose to 16 percent in 1971. During the fiscal year 1971-72, 47 percent of all children placed by the Bureau were nonwhite. According to a national survey conducted by the Boys' and Girls' Aid Society in Oregon, the Bureau of Children's Services ranks third among public child welfare agencies in the United States in the placement of black children for adoption. New Jersey is preceded by the two more populated states of California and New York.

This year the Adoption Services Unit began an adoption newsletter called "Happiness Is," which features pictures and stories of children waiting for adoption. Four issues featuring 16 children resulted in inquiries for all but one child. Thus far, five of the children have been placed and several of the others are proceeding with prospective parents.

The Adoption Services Center secured television time on Channels 3, 4, 7, 9, 11, 12, 48, and 52, and is arranging for an on-going series of public service announcements on Channel 10. The Adoption Services Center has begun filming a television commercial and has completed an animated cartoon. The Bureau's slide show is shown by the various district offices and adoptive parent groups.

An announcement about the Bureau's Adoption Services Center is regularly flashed on the movie screen of the theaters at several New Jersey Armed Forces bases.

A video film on our need for homes for black children was produced and directed by Channel 52 and is entitled "A Child Is Waiting: The Case For Adoption." This has been released for viewing across the country on the National Educational Television Network.

Adoption Resource Exchange

Nineteen children were placed with other New Jersey agencies, and one agency child was placed through ARENA (Adoption Resource Exchange of North America). The child placed through ARENA was a two year old hydrocephalic white boy. The 20 children placed have a variety of problems, and many of them are nonwhite.

During this fiscal year, 280 homes were registered with the Exchange, bringing the total number of homes registered since the opening of the Exchange to 510. At the end of the fiscal year, 200 homes continued to be actively registered, of which 175 are white, 24 black, and one inter-racial.

During the year, 77 children were registered with the Exchange, bringing the total number of children registered to date to 478. Fifty-three of the 77 children were black, 10 were inter-racial, and 14 were white. As of June 30, 1972, 78 children were actively registered, some of these having homes selected, leaving approximately 65 available for selection.

Work Incentive Program (WIN)

The WIN Program continued in operation in nine New Jersey counties during this fiscal year. During this period the 10 Bureau of Children's Services district offices serving these nine counties processed 6,987 children referred by county welfare boards for day care arrangements. The number of children under supervision in the WIN Program rose from 6,776 to 7,398 during this period. The number of children in paid placements rose from 3,936 to 4,524, with the most striking increase coming in day care center placements, which rose from 647 to 1,267 during this period. Total day care center placements rose from 688 to 1,510, reflecting the opening of our WIN centers and increasing development of other community operated facilities.

In March 1972, the Bureau became aware of our expected participation in a welfare demonstration project under the Emergency Employment Act in Paterson and Newark. It is anticipated that day care will be needed for some 2,500 children when this program is in full operation. Due to problems in funding and the lateness of the Bureau's entry into this program, existing WIN staffs in Paterson and Newark had to assume additional responsibilities until new staff could be employed for this program. The Bureau is currently providing service to 461 children in this program.

Efforts were made to establish more effective communication between all WIN units and Central Office. Regular monthly meetings between representatives of the district offices and the WIN Supervisor in Central Office were instituted.

This fiscal year also saw the development of new approaches to inter-agency cooperation, which is essential to the effective operation of the WIN Program. The most notable example of this inter-agency cooperation was in the development of a team approach to screening prospective enrollees in six of the nine WIN counties. Postive steps were taken during this fiscal year to strengthen and broaden the Bureau's activities program for the children of WIN enrollees. This portion of our program has provided service to an average of seven hundred children per month during this year.

Day Care Services

The following figures apply to day care in the Bureau of Children's Services other than WIN:

Total number of children served in Family Day Care Homes	920
Total number children served in Family Day Care Centers	<u>1,989</u>
Total number in day care	2,909

The use of day care by the Bureau of Children's Services shows a steady increase over the year.

Two contributions have made it possible to expand day care services in New Jersey:

1. Standards for Group Care of Infants, prepared under the supervision of the Day Care Services Unit, were adopted by the Department of Institutions and Agencies and made available to the community. The first Bureau of Children's Services center to provide children under two with day care is scheduled to open in September 1972.

2. Guidelines for school-age day care programs were also developed. In addition to the school-age programs in the five WIN centers which service a total of 100 older children, the

Bureau of Children's Services has contracted with 13 existing agencies in specific locations for this type of service to 500 children.

The Bureau of Children's Services is presently operating seven day care centers and seven are scheduled to begin operating within the next two months.

Community Day Care Project

In the summer of 1971, the Division of Public Welfare assigned to the Bureau of Children's Services the responsibility for working with community groups in terms of offering assistance, so that contracts could be signed to provide day care services to children in community day care programs which meet the approved definitions for children who are former, present, or potential recipients of ADC. This function was assumed by the Social Services Section.

No State funds were available for this purpose, and, therefore, it was necessary for staff in the Bureau to work with various groups and organizations to contribute funds for the initial local 25 percent, so that 75 percent matching Title IV-A funds could be encumbered. Thus, contracts could be signed with approved day care programs in the various communities of the State which meet the criteria established by the Department of Institution and Agencies for the purchase of day care.

During this fiscal year, contracts were signed with 46 groups to provide day care services to approximately two thousand children. A number of these contracts reflected an expansion in the number of day care places available to such children in the community.

The initial funding which made these contracts possible came from many sources. The State Department of Education, which had received an appropriation for early childhood development centers, made available \$94,200 in State funds. Three counties made available \$68,500 through their boards of chosen freeholders. Camden County was the largest contributor with \$60,000. The city of Camden also made available \$40,000.

Various Model Cities programs also became interested in contributing money so that day care programs could be provided for the residents of the Model Neighborhood in their particular cities.

Many cities and organizations became involved in Day Care Activities as the report indicates since private funds may be used for the 25 percent local funds if they are donated to the State on an unrestricted basis. The six United Fund organizations responded and made contributions during the year ranging in amounts from \$5,626 to a high of \$116,244. These six funds contributed a total of \$235,010, and there is every indication that they will not only continue these commitments during this fiscal year but will make increased funds available. The funds which have been used in this area in the amounts they have contributed are:

Camden County United Fund	\$116,244
Morris County United Way	50,000
Union County United Fund	45,080
Gloucester County United Fund	10,000
United Fund of Somerset Valley	80,060
Delaware Valley United Fund	5,626

A commitment was received for \$99,019 from the Delaware Valley United Fund which is presently being used for contracts which will become effective within several months.

A number of religious organizations, several foundations and services organizations, such as the various Junior Leagues, have also been responsive and have made funds available.

In addition to the above contracts which actually provide services to children, four

contracts have been made with community organizations responsible for coordinating and developing child care needs.

Group Care Services

During this fiscal year attempts were made to expand the group care home plan by opening more group homes with funds from SLEPA (State Law Enforcement Planning Agency) and the Turrell Fund. At present there are 32 specialized foster homes operating throughout the State with beds for 147 children. Of this group, there are four infant adoption study homes, six infant shelter care homes, six infant study homes, and 16 shelter care homes.

The following group homes are in operation:

Name	Capacity
Morristown group care home	6
Plainfield group care home	8
Harmony group care home	7
Monmouth Junction group care home	6
Red Bank group care home	8

Regular in-service training meetings have been held with workers for group care homes, and our group care parents have been holding meetings with agency staff in attendance.

Adjuster's Office

During this fiscal year the responsibility of the Adjuster's Office has been increased to include a review and determination of all support matters. A series of meetings on support, with participation of the 18 district offices, has been arranged.

During this time the Adjuster's Office settled 43 accident cases, received the funds of six estates, and, in conjunction with overpayments and collection for reimbursement to the Bureau of Children's Services, the Adjuster's Office has received over forty-eight thousand dollars.

Fiscal Administration

Adoption Complaint Investigations: During this fiscal year, a total of 1936 Adoption Complaint Investigations were completed. This represents evaluations made by the agency on children privately placed without agency intervention, at the direction of the court. During this year 378 children were pending on Adoption Complaint Investigation applications, and 355 were added during the year. Requests to study situations of 1852 children were received from the courts during this fiscal year.

Caseload: At the end of this fiscal year the Bureau had 30,386 children under supervision as compared to 29,387 at the end of the prior fiscal year. This represents a 3.4 percent increase in caseload in one year. The following chart provides information over the past five fiscal years:

<u>Program</u>	<u>1967-1968</u>	<u>1968-1969</u>	<u>1969-1970</u>	<u>1970-1971</u>	<u>1971-1972</u>
		(1)	(2)	(30)	
<u>Care</u>	12,584	17,408	22,232	23,214	24,939
<u>Guardianship</u>	3,750	4,084	4,244	4,059	3,288
<u>ACI</u>	388	403	354	376	317
<u>Prot. Serv.</u>	<u>1,604</u>	<u>1,766</u>	<u>1,843</u>	<u>1,738</u>	<u>1,842</u>
<u>Total</u>	18,326	23,661	28,673	29,387	30,386
% Inc. vs. <u>prev. yr.</u>	<u>+7.6</u>	<u>+29.1</u>	<u>+21.2</u>	<u>+2.5</u>	<u>+3.4</u>

Equipment: During this year it was necessary to expend \$60,531 on the purchase of new equipment or replacement of existing equipment.

Collections: The following table represents a comparison of collections during this fiscal year and compares these figures with the collections in the prior fiscal year:

	Parents LLR's	Trusts	Probation	U. S. Treas.	Total
1971-1972	\$168,248.25	\$18,838.21	\$87,189.25	\$707,634.37	\$981,910.08
1970-1971	159,647.93	13,366.69	91,166.15	659,192.89	923,373.66
Increases	8,600.32	5,471.52		48,441.48	58,536.42
Decreases			3,976.90		
Percentages	5.38%	40.93%	4.36%	7.35%	6.34%

Homemaker Services: The following is a comparison of expenditures for homemaker services for fiscal year 1970-71 and the current fiscal year, 1971-72, indicating increases and percentages:

Expenditures for 1971-1972	\$172,083.67
Expenditures for 1970-1971	158,643.62
Increase	\$ 13,440.05
Percentage	+8.47%

Child Abuse Registry: Between January and December 1971 there were 167 children registered under the previous child abuse law.

During the period from January to June 1972, 1,387 children were registered under the provisions of the new law. Of the 1,387 suspected child abuse cases reported to the central registry, 215 children were accepted by the agency for supervision. Sixty-seven of these children were subsequently placed in foster homes.

COMMISSION FOR THE BLIND AND VISUALLY IMPAIRED

Education Service

During the year 219 children were newly-referred, which, when added to those on register, made a total of 1,994 youngsters in service. In the same period 260 children were closed so that as of June 30, 1972, there were 1,734 continuing on the register and at school.

The Education caseload has shown a slight decrease in the total number of children served as a result of the completion of services to a large number of retrolental fibroplasia cases that have reached graduation age. Numbers of students in integrated local school programs remained constant. However, the number in special classes for the visually handicapped in larger cities lessened from 201 in 1969 to 100 by 1972 which is in keeping with our recommendations. Percentagewise, just over 50% of the total number of children in the Education caseload have serious additional handicaps, one or more, along with blindness. This

is particularly true among children born during the German Measles (Rubella) epidemic of 1964-65. In addition to vision loss, such children may have hearing loss, neurological impairment, cardiac and spleen involvements.

The implications of this, for program, are more specialized facilities for the evaluation and for the development of specialized programs for preschool and school age youngsters to minimize the effects of disablement, develop the child's capacities, and prevent high-cost institutionalization. To this end, the Commission continued its classes for preschool deaf-blind children in Cranford and at Glassboro State College. Both have been effective. A third class for the Bergen County area is planned for next year. More professional staff have been reassigned to the needs of the multi-handicapped, and their efforts have made it possible for some of these children to be absorbed in existing specialized programs for the mentally retarded, cerebral palsy, etc. This has enabled the Commission to keep the numbers requiring high cost residential school training at a relative plateau.

The classification of the 1,734 children continuing in service at year end by school needs is as follows:

Preschool	130
Local School Placement (Elementary and Secondary)	842
Special Programs for Multiply Handicapped	97
Special (Separate) Classes in Public Schools	100
Residential Schools and Training Centers	123
Multi-Handicapped Children at Home	33
College and University	155
In State Institutions or Not Educable	247
Unclassified	7
TOTAL	<u>1,734</u>

Special Federal Grants and Summer Camp

A substantial Title I Federal grant was developed making it possible to increase staff services, to provide adequate field supervision, and to supervise more adequately children at out-of-State residential centers. Added to the program were two (2) Field Supervisors, a physical education instructor with years of experience working with the blind to act as a State-wide consultant to develop and improve physical education programs, and a specialist in the area of home economics to serve as a consultant in improving daily living skills for older students. These additions will broaden and improve services to blind children in public school classes as well as alleviate administrative difficulties, particularly in the areas of instructor supervision, efficient case work coverage and reporting.

During the summer, 420 camper weeks were scheduled at Camp Marcella. The first two weeks were geared again to programs for the most severely multi-handicapped children who require one for one supervision and who would otherwise have been unable to attend. Remedial instruction was provided campers by Commission instructional staff employed during the summer. A nature and physical education program was reinstated and expanded. In addition to the program at Camp Marcella, a six (6) week summer program for ten deaf-blind children was provided on a day basis at Camp Union operated by Newark State College.

George F. Meyer Textbooks and Material Center

The number of shipments from the Textbooks Center increased to 51, 558 units. While Braille utilization went down somewhat, tape utilization, and large print materials increased this year. A new display system for educational aids has been effective in bringing to the

attention of Instructors, parents, and teachers items available for use by children. A tape duplication center was established at the Westfield-Mountainside Chapter of the American Red Cross in Westfield using volunteers. A new braille duplication and bindery was opened by the Ocean County Volunteers for the Blind in Toms River, New Jersey.

Eye Health Service

The function of the Eye Health Service is to prevent blindness and to help conserve the vision of New Jersey citizens through community-wide vision screening programs, through public information, as well as through direct assistance and counsel to individuals requiring surgery or treatment.

In the case service sphere, the number served totaled 722. This represents a 12% increase over 1971 despite increased use of Medicare and Medicaid. Sight was restored or improved for 154 individuals.

The Preschool Vision Detection Program for Amblyopia is beginning its seventh year of operation and is much in demand. During the year, 164 community-wide detection programs were conducted preceded by training sessions for volunteers in cooperation with Parent-Teacher Associations, Nurses, Lions Clubs, Women's Clubs, Junior Leagues and similar groups. This was an increase of 35 programs or 27% more than in 1971. In all, 20,026 children were screened (as against 17,133 last year) using 2,434 volunteers trained by Commission staff, the largest number ever used in the program. These volunteers have made it possible to expand this program without increasing professional staff. Of the children examined, 1,246 were referred for complete eye examinations or treatment.

In the Glaucoma Control Program the 17th State-wide detection program was conducted in co-operation with the Medical Society of New Jersey at 86 hospitals. Twelve thousand, four hundred and eighty-one adults (a slight increase over last year) were examined at these centers at no cost, and 520 Glaucoma suspects were referred to the Commission and received individual follow-up. Glaucoma requires continuous follow-up and treatment to prevent serious vision loss. At year's end there were 3,904 on the Glaucoma Registry of the Commission.

The Traveling Eye Unit provided 315 days and 13 evenings of service (up from 231 last year) and 6,257 eye examinations. The Unit screens groups considered most vulnerable. Among these "pocket of need" groups that were reached were: 14 centers for the handicapped; seven multi-service agencies serving poverty groups; 11 migrant locations; three multi-handicapped centers; 14 nursing homes; two correctional institutions; three drug rehabilitation centers; seven health departments; and six senior citizens centers.

Two Eye Symposia were sponsored by the Commission's Eye Health Service section and the Essex County Medical Society at the Eye Institute in Newark — one on "Detecting Glaucoma" and one on "Overcoming Eye Problems in Pediatrics." The third Migrant program in South Jersey was held in co-operation with the State Department of Health and the State Department of Education. This year 2,215 children were screened by nurses in the Migrant Education Department. As a follow-up of the 1969 New Lisbon Colony examination program, a number of eligible patients were scheduled for eye surgery with good results at Newark Eye and Ear Infirmary. Further arrangements for permanent ophthalmological services have been recommended to the Division of Mental Retardation.

Home Teaching and Home Service

The Home Service program serves newly-blinded adults and elderly homebound individuals through an array of services which include training in personal adjustment,

communication skills, handwork for leisure or occupation, and assistance with personal, family, and social problems. Working with clients chiefly in their home setting, workers traveled 129,000 miles and made 5,400 client visits. A total of 2,500 clients were served, a slight increase over last year.

Some trends or major activities should be highlighted:

1. During the year 1,172 Talking Book machines were provided new readers or as replacements. The total number now in use Statewide is 5,391. Of this number, 706 are used by physically handicapped individuals unable to read print, and 846 were placed in various institutions. In addition, 378 Cassette players were provided for tape users.

2. A small corps of Instructional Aides has been developed to assist the Home Teacher because of extremely high caseloads among the seven professional Home Teachers.

3. An Aids and Appliance Stock Room has been centralized and managed by the Home Service Department for all units of the agency. This has considerably reduced delays and paper work. This year 1,205 items were provided to 471 clients.

4. An experimental program was developed in Union County to provide transportation to clients to meet doctors appointments and dental appointments. Volunteers from Junior Women's Clubs and Lions Clubs in Union County were utilized to provide this service. This pilot project was for a five-month period, and 16 volunteers provided 18 days of service each month.

5. A course in volunteer service for the blind was established in Red Bank with the sponsorship of the Monmouth Adult Education Commission which was designed to acquaint the class with the needs, interests and abilities of blind people, to provide information on the Commission's service program and to recruit and train volunteers to serve individual blind persons. Lectures were given on the definition and common causes of blindness, guiding blind persons and the tools and techniques used in teaching blind adults.

6. The report on the study of the aged blind population "Blindness and the Vintage Years" was published following a two (2) year study of the unmet needs and interests of the older blind population of the State. Five basic areas of need were identified: health, housing, income, employment and social participation. Copies of this study were made available to Department representatives, agencies for the blind throughout the country, and to the financial sponsor of the study, The Seeing Eye, Inc., Morristown. A meeting was held with representatives of consumer organizations of the blind in New Jersey to discuss the findings of the survey and to invite recommendations. This proved to be very effective. A major area of expressed concern was the need for improvement of public and private transportation for older blind persons and for more leisure-time activities to overcome the isolation which blindness may impose. The study revealed that 34% of the blind population had a hearing problem requiring medical attention. As a result, diagnostic ear examinations will be provided on an as needed basis to clients of the department.

Vocational Rehabilitation Service

During the year 481 employment placements were made of which 147 were homemakers. This was an 18% increase over the previous year and is the highest of any year for this program. On an annual basis, the aggregate earnings projected for those placed in employment amounted to \$1,397,000. This exceeded by far the State's share of \$460,000 in the cost of the Vocational Rehabilitation program for the year. Earnings for employment placements last year totaled \$1,043,000.

Some of the year's highlights include:

1. 2,963 clients were served by the department — an 11% increase over the year before. During the past four years, the caseload increase has averaged 10% to 12% per year.

2. The special counseling unit dealing with multi-handicapped blind adults continued the difficult effort to develop new training opportunities throughout the State in special centers for other handicapped individuals that will accept blind people with secondary problems. This is still a problem area. Approximately 288 individuals were served by this unit with 45 rehabilitated into employment.

3. The Model Cities program with a staff of four indigenous Aides made good progress in visiting homes and community agencies in the inner cities of Newark, Paterson, Trenton, and Jersey City to find black and Spanish-speaking residents in need of service. Two hundred and seventy-one new cases were found and served.

4. At the Rehabilitation Center operated by the Commission in Newark, 85 clients were served during the year for a total of 5,110 man days. Forty of the 85 were in special programs requiring more intensive professional time because of multiple handicaps which in addition to blindness included: diabetes, hypertension, seizure disorders, neurological and psychiatric involvements, mental retardation, etc. Extensive psychotherapeutic counseling and special conferences with families were required to meet the emerging needs of these clients. The training and program emphasis at the Center is changing to meet the needs of these clients. Positive benefits have resulted from the services of a Spanish-speaking Aide. Future plans for the Center include: change in location; larger physical plant and new concepts in programming to meet changing client requirements; a new and more comprehensive prevocational center to add services for older blind people previously not eligible under Vocational Rehabilitation requirements. The diagnostic evaluation program would consist of medical and psychological examinations as well as vocational tryout, mobility training, socialization, and counseling around individual needs and interests.

5. A production sewing machine unit is in operation in Atlantic City with a complement of eight clients as consignors for the Home Industries Department.

6. The department's High School Counseling Unit served 301 clients who were provided with occupational information, vocational counseling, medical diagnostic evaluations, and appropriate services as required.

7. The Mobility Training staff, with all positions filled, extended orientation and mobility training to some 300 clients. This is a "must" service to prepare blind people for the independence of competitive employment.

Vending Stand Program

At year end, there were 57 vending stands in operation. Average annual earnings for operators increased substantially and is now \$9,072 as against \$7,824 last year. Gross sales for the year amounted to \$1,927,743 with net income to operators of \$481,369.

Contract Workshop Program

This program is for marginal blind workers not, as yet, ready or able to take competitive employment. Gross sales for the year at the three (3) Shops, despite uneven general economic conditions, increased to \$320,700. The number of blind people employed during the year totaled 73. Total wage payouts to blind people amounted to \$79,700. The Federal minimum wage or better is paid, and the present average for all blind employees is just over \$1.85 per hour.

The evaluation and training program at the Newark Shop completed the final year of a three-year project under a Federal grant and made excellent progress. A total of 38 clients were served with 34 completing the program and four continuing. Of the 38, 24 were given employment in competitive industry, at the Contract Shop or were continued in further training programs.

Planning and Grants

The Commission's planning specialist works closely with the Federal government, the State Rehabilitation Commission and local agencies on problems of State-wide planning for facilities and on programs designed to meet the needs of the Vocational Rehabilitation unit. As an official agent, the Commission must approve and supervise Federal grants to other rehabilitation facilities in the State that will work with blind people. During the year \$316,667 was authorized to other agencies and \$86,517 to special programs operated by the Commission for a total of \$403,184. All of these grants are matched by the Federal government on an 80-20 or 90-10 basis. These included:

1. The third and final year continuation of a grant at the Newark Contract Shop for work evaluation.
2. The third and final year continuation of a grant for developing the Atlantic City District Office.
3. The second year of a grant to develop a Model Cities project using black and Spanish-speaking Aides as part of an outreach program to find people with vision problems in the inner cities.
4. The first year of an expansion grant for providing rehabilitation services to Spanish-speaking clients at the Commission's Rehabilitation Center.
5. The second and final year of an Innovation Grant for the sheltered workshop program at Mount Carmel Guild designed to provide equipment needs for specialized training programs for the multi-handicapped blind.
6. The first year of a large training services grant to Mount Carmel Guild for specific vocational training for less able blind people in locksmithing, building maintenance and certain clerical operations.

In addition to the above, special grants were secured from the Fund for the New Jersey Blind for the following programs:

1. A special grant of \$2,000 for the continuation of the Orthoptic-Pleoptic Clinic at Helene Fuld Hospital.
2. A grant of \$7,500 to conduct a research project on diabetic retinopathy to detect early signs of retinal involvement at the Eye Institute of New Jersey.

Home Industries

In 1972, total sales through the Home Industries and craft program amounted to \$141,453 — a \$26,203 increase over 1971. About 160 consignors benefited from this program and received earnings of \$45,000. This represents an 18.2% over-all increase compared to 1971. Shrinking sales outlets and the excessive number and variety of articles made in the home, have been a considerable problem. The department embarked on a policy of broadening its marketing program through mass production of selected articles to be sold through commercial sales outlets. This last has been a difficult area to break into, but sales to chains increased by 36% in

1972 to \$43,450, and we now expect rather rapid growth with larger numbers of homebound blind people able to participate and secure income benefits. A goal of \$200,000 in sales for 1973 has been set.

Supervisor of Volunteers

The recruitment of a Supervisor of Volunteers was effected this year. The principal role is to coordinate the activities of volunteers associated with the agency and to arrange for recruitment, training, evaluation, and awards programs. The entire volunteer program has been improved organizationally as have the services growing out of them.

BUREAU OF CHILDREN'S SERVICES

COST OF MAINTENANCE - CHILD CARE 1971-72

COUNTIES	AVERAGE NUMBER OF CHILDREN UNDER CARE			Per Capita Cost Per Boarding Child	Total Cost	DISTRIBUTION OF COST		
	Total	Free	Boarding			State	County	Collections
Atlantic	1,119	730	389	\$ 1,695.86	\$ 659,690.19	\$ 477,265.08	\$ 159,088.38	\$ 23,336.73
Bergen	1,234	744	490	2,871.90	1,407,234.42	996,545.81	332,164.70	78,523.91
Burlington	1,172	664	508	1,761.92	895,058.28	643,021.30	214,340.46	37,696.52
Camden	2,099	1,175	924	1,683.27	1,555,345.28	1,131,974.67	377,324.84	46,045.77
Cape May	96	30	66	1,682.26	111,029.80	81,614.40	27,204.80	2,210.60
Cumberland	577	178	399	1,517.91	605,647.85	433,505.04	144,499.01	27,643.80
Essex	6,466	4,286	2,180	1,791.99	3,906,551.84	2,833,158.21	944,381.57	129,012.06
Gloucester	497	218	279	1,945.80	542,878.87	380,370.95	126,823.61	35,684.31
Hudson	2,935	2,108	827	2,010.28	1,662,505.69	1,186,962.19	395,654.04	79,889.46
Hunterdon	277	175	102	1,820.58	185,699.24	132,569.01	44,189.65	8,940.58
Mercer	1,682	1,011	671	1,902.82	1,276,792.31	914,260.65	304,753.57	57,778.09
Middlesex	1,877	1,201	676	1,945.07	1,314,870.39	928,513.48	309,499.47	76,857.44
Monmouth	2,143	1,378	765	1,655.92	1,266,783.45	896,493.73	298,831.20	71,458.52
Morris	911	575	336	2,130.52	715,855.18	499,744.05	166,581.31	49,529.82
Ocean	804	477	327	1,753.99	573,556.95	406,308.15	135,434.37	31,814.43
Passaic	2,282	1,607	675	1,972.67	1,331,558.33	958,115.11	319,294.66	54,148.56
Salem	247	89	158	1,523.31	240,683.31	166,786.40	55,595.47	18,301.44
Somerset	630	426	204	1,994.73	406,925.65	278,159.65	92,719.74	36,046.26
Sussex	357	207	150	1,995.23	299,284.78	216,324.13	71,652.29	11,308.36
Union	2,152	1,449	703	2,010.64	1,413,484.42	997,017.25	332,334.71	84,132.46
Warren	312	174	138	1,935.91	267,156.65	184,254.29	61,351.40	21,550.96
State of N. J.								
Shelter Homes	-	-	-	3.59	39,471.00	39,471.00	-	-
Medical-Q Case	-	-	-	.18	25.00	25.00	-	-
Adoptions	-	-	-	.18	2,000.00	2,000.00	-	-
Out-Of-State Ag.	123	123	-	-	-	-	-	-
TOTALS	29,992	19,025	10,967	1,885.66	20,680,088.88	14,784,459.55	4,913,719.25	981,910.08
				Board	\$1,561.37	\$17,196,835.28		
				Clothing	204.50	2,242,826.59		
				Health	9.72	106,619.92		
				Other	110.07	1,133,807.09		
				TOTALS	\$1,885.66	\$20,680,088.88		

PUBLIC WELFARE STATISTICS

AMOUNTS EXPENDED FOR THE PUBLIC ASSISTANCE PROGRAMS, AND THE AMOUNTS EXPENDED

COUNTY	ESTIMATED POPULATION JULY 1, 1971	OLD AGE ASSISTANCE		DISABILITY ASSISTANCE		ASSISTANCE FOR DEPENDENT CHILDREN		BLIND ASSISTANCE	
		1/ AMOUNT EXPENDED	AMOUNT EXP. PER INHAB.	1/ AMOUNT EXPENDED	AMOUNT EXP. PER INHAB.	1/ AMOUNT EXPENDED	AMOUNT EXP. PER INHAB.	1/ AMOUNT EXPENDED	AMOUNT EXP. PER INHAB.
ATLANTIC	180,350	\$ 1,216,710.	\$6.75	\$ 1,172,778.	\$6.50	\$ 14,611,534.	\$81.02	\$ 78,156.	\$0.43
BERGEN	907,960	1,104,479.	1.22	1,057,721.	1.17	9,819,405.	10.81	58,265.	0.06
BURLINGTON	335,895	474,527.	1.41	583,310.	1.74	6,324,598.	18.83	17,253.	0.05
CAMDEN	467,280	1,475,893.	3.16	1,395,929.	2.99	33,631,806.	71.97	68,092.	0.15
CAPE MAY	61,505	226,547.	3.68	195,287.	3.18	1,857,759.	30.21	22,066.	0.36
CUMBERLAND	125,705	445,294.	3.54	616,209.	4.90	6,837,694.	54.40	38,472.	0.31
ESSEX	937,025	4,994,858.	5.33	5,660,445.	6.04	90,192,282.	96.25	361,648.	0.39
GLOUCESTER	177,115	320,750.	1.81	404,417.	2.29	4,426,291.	24.99	20,983.	0.12
HUDSON	611,735	2,359,921.	3.86	2,008,387.	3.28	34,580,070.	56.53	141,725.	0.23
HUNTERDON	71,855	146,724.	2.04	147,672.	2.06	926,249.	12.89	6,297.	0.09
MERCER	311,290	842,865.	2.71	1,255,141.	4.03	15,016,583.	48.24	64,982.	0.21
MIDDLESEX	594,525	799,973.	1.35	1,185,469.	1.99	16,045,743.	26.99	54,994.	0.09
MONMOUTH	472,850	1,675,847.	3.54	2,424,148.	5.13	21,182,710.	44.80	67,996.	0.14
MORRIS	394,305	339,078.	0.86	379,279.	0.96	3,329,707.	8.45	16,500.	0.04
OCEAN	219,455	524,675.	2.39	550,302.	2.51	7,905,767.	36.02	16,742.	0.08
PASSAIC	466,550	1,301,293.	2.79	1,465,853.	3.14	26,509,449.	56.82	77,196.	0.17
SALEM	61,375	252,375.	4.11	291,699.	4.75	2,331,329.	37.99	11,922.	0.20
SOMERSET	202,350	270,759.	1.34	404,937.	2.00	3,040,355.	15.03	9,722.	0.05
SUSSEX	80,080	243,758.	3.04	229,470.	2.87	1,601,480.	20.00	10,192.	0.13
UNION	548,480	953,588.	1.74	1,038,545.	1.89	11,969,937.	21.82	65,257.	0.12
WARREN	75,315	200,321.	2.66	131,552.	1.75	1,053,014.	13.98	8,035.	0.11
TOTAL	7,303,000	\$20,170,235.	\$2.76	\$22,598,550.	\$3.09	\$313,193,762.	\$42.89	\$1,216,495.	\$0.17
FEDERAL		\$ 9,901,208.	49.09%	\$11,159,632.	49.38%	\$155,597,433.	49.68%	\$ 602,912.	49.56%
STATE		7,701,920.	38.18%	8,573,454.	37.94%	118,200,964.	37.74%	460,206.	37.83%
COUNTY		2,567,107.	12.73%	2,865,464.	12.68%	39,395,365.	12.58%	153,377.	12.61%
MUNICIPAL		—	—	—	—	—	—	—	—

1/ Net Expenditures — Includes Burials.

2/ Based on Reports received by State Agencies. Some Municipalities (Principally Small Municipalities) not receiving State Aid do not report their Assistance Expenditures to State Agency.

FOR THE MONTH OF JUNE, 1972

PER INHABITANT BY COUNTIES FOR THE FISCAL YEAR ENDING JUNE 30, 1972

ASSISTANCE TO THE FAMILIES OF THE WORKING POOR		SUB-TOTAL CTY. WELFARE BOARD ASSISTANCE PROGRAMS		GENERAL ASSISTANCE		TOTAL ALL PROGRAMS	
1/ AMOUNT EXPENDED	AMOUNT EXP. PER INHAB.	1/ AMOUNT EXPENDED	AMOUNT EXP. PER INHAB.	2/ AMOUNT EXPENDED	AMOUNT EXP. PER INHAB.	AMOUNT EXPENDED	AMOUNT EXP. PER INHAB.
\$ 515,263.	\$2.86	\$ 17,594,441.	\$ 97.56	\$ 453,707.	\$ 2.51	\$ 18,048,148.	\$100.07
342,968.	0.38	12,382,838.	13.64	307,829.	0.34	12,690,667.	13.98
493,148.	1.47	7,892,836.	23.50	173,348.	0.51	8,066,184.	24.01
1,910,176.	4.09	38,481,896.	82.36	898,500.	1.92	39,380,396.	84.28
122,579.	1.99	2,424,338.	39.42	22,018.	0.35	2,446,256.	39.77
431,719.	3.43	8,369,388.	66.58	72,791.	0.58	8,442,179.	67.16
4,426,755.	4.72	105,635,988.	112.73	13,050,183.	13.93	118,686,171.	126.66
262,576.	1.48	5,435,017.	30.69	83,435.	0.47	5,518,452.	31.16
589,631.	0.96	39,679,735.	64.86	3,675,141.	6.01	43,354,876.	70.87
33,884.	0.47	1,260,826.	17.55	770.	0.01	1,261,596.	17.56
639,555.	2.05	17,819,126.	57.24	637,739.	2.05	18,456,865.	59.29
784,091.	1.32	18,870,270.	31.74	487,685.	0.82	19,357,955.	32.56
771,325.	1.63	26,122,025.	55.24	274,761.	0.58	26,396,786.	55.82
88,214.	0.22	4,152,778.	10.53	148,978.	0.38	4,301,756.	10.91
491,718.	2.24	9,489,204.	43.24	111,192.	0.51	9,600,396.	43.75
724,696.	1.55	30,078,487.	64.47	699,483.	1.50	30,777,970.	65.97
164,091.	2.67	3,051,416.	49.72	15,416.	0.25	3,066,832.	49.97
144,616.	0.71	3,870,389.	19.13	56,001.	0.28	3,926,390.	19.41
140,432.	1.75	2,225,332.	27.79	9,267.	0.12	2,234,599.	27.91
410,571.	0.75	14,437,898.	26.32	847,260.	1.55	15,285,158.	27.87
109,425.	1.45	1,502,347.	19.95	25,087.	0.33	1,527,434.	20.28
\$13,597,433.	\$ 1.86	\$370,776,475.	\$50.77	\$22,050,591.	\$3.02	\$392,827,066.	\$ 53.79
\$ -	-	\$177,261,185.	47.81%	-	-	\$177,261,185.	45.12%
10,198,075.	75.00%	145,134,619.	39.14%	15,901,911.	72.12%	161,036,530.	40.99%
3,399,358.	25.00%	48,380,671.	13.05%	-	-	48,380,671.	12.32%
-	-	-	-	6,148,680.	27.88%	6,148,680.	1.57%

**N.J. DEPARTMENT OF INSTITUTIONS & AGENCIES
DIVISION OF PUBLIC WELFARE
BUREAU OF BUSINESS SERVICES**

Division of Youth and Family Services

FREDERICK A. SCHENCK, *Director*

The Division of Youth and Family Services, created by Administrative Order of Commissioner Clifford on May 1, 1972, is designed to meet the needs of abused, neglected, abandoned and problem children and their families or guardians. The Division, which begins operations January 1, 1973, will serve as the State's first comprehensive social services agency for families and children in need of assistance. It was established in accordance with a major recommendation of Governor William T. Cahill in his 1972 Annual Message to the Legislature.

The new Division concentrates under one roof and under a single authority all existing State agencies — or functions of State agencies — that provide and deliver social services to families and children, including: adoption and foster care services; day care and child development; residential facilities for children in need of out-of-home care; protective services for abused and neglected children; parole supervision for children under 14; and a wide range of social services designed to strengthen and preserve the basic family unit.



