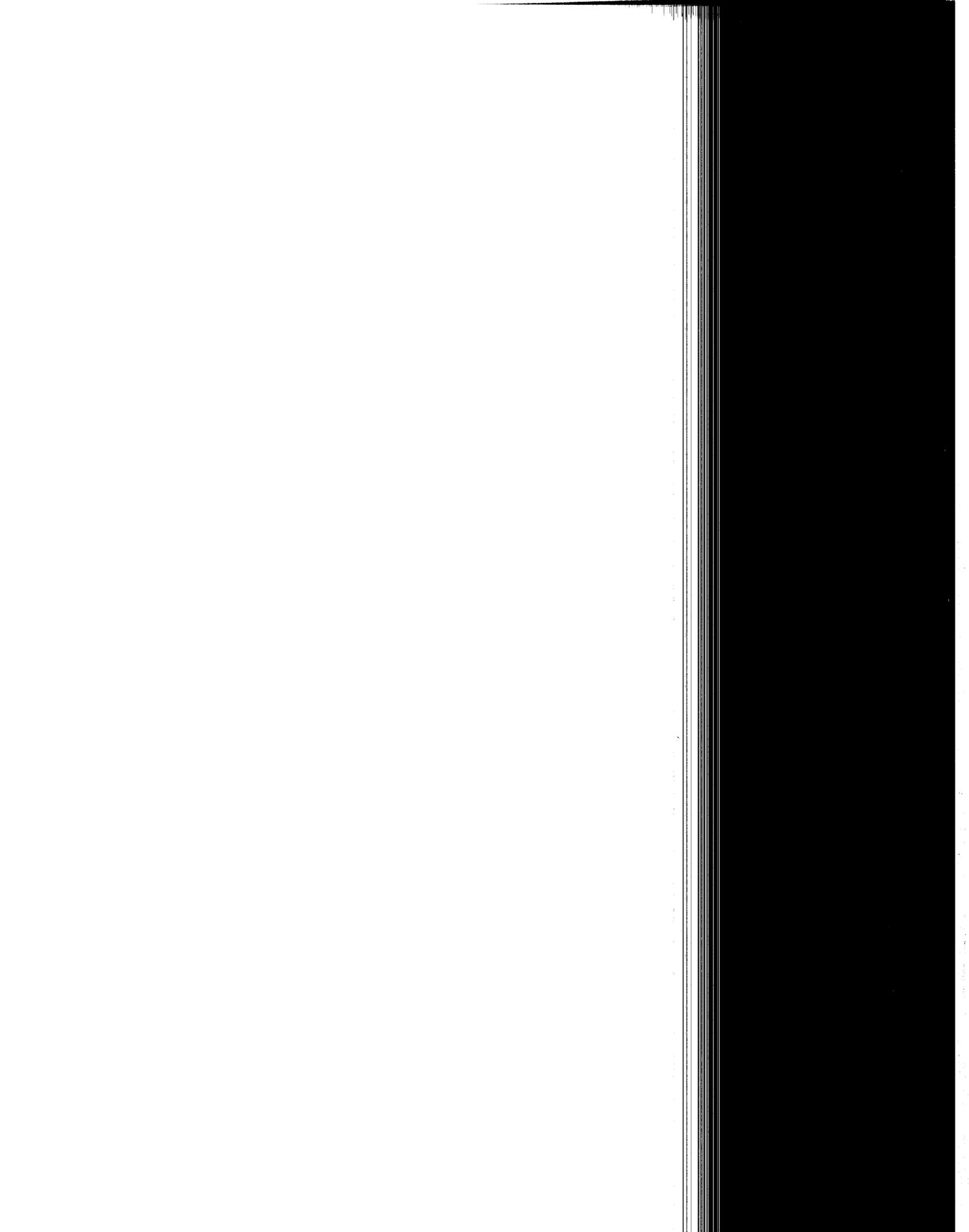


**NEW JERSEY DEPARTMENT OF INSTITUTIONS AND AGENCIES**



**ANNUAL REPORT**  
**FISCAL YEAR 1974**



**NEW JERSEY DEPARTMENT  
OF  
INSTITUTIONS AND AGENCIES**

*ANNUAL REPORT*

FISCAL YEAR 1974

July 1, 1973 — June 30, 1974

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Brendan T. Byrne, *Governor*  
Ann Klein, *Commissioner*

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**Letter of Transmittal**

**To the Honorable Brendan T. Byrne  
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 1974, ending June 30, 1974.

The report reflects the activities of the Department during the administration of my predecessor, Honorable Robert L. Clifford, who served as Commissioner until September, 1973, and of Honorable Maurice G. Kott, who was Acting Commissioner from that time until I took office in January 1974.

**Ann Klein  
Commissioner**

# STATE BOARD OF INSTITUTIONAL TRUSTEES

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Joanne E. Finley, M.D., Commissioner, Department of Health, *Ex-Officio*

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# COMMISSION FOR THE BLIND AND VISUALLY IMPAIRED

The goals and objectives of the Commission are to meet the comprehensive needs of blind and near-blind individuals and to develop necessary services to meet these needs. Included in the services of the agency are the education of blind and visually-impaired children throughout the State; home teaching and special services to elderly homebound blind individuals, vocational training and job placement, and programs to prevent blindness. At least half the population coming to the agency for service has substantial handicaps in addition to blindness which require more intensive evaluation and specialized attention; the utilization of a wide array of training facilities; longer periods of adjustment services to overcome the severity of handicaps; highly trained staff with ongoing in-service training programs; more selective employment placements. It is estimated that there are approximately two blind people per thousand of population in New Jersey, or an estimated 15,000 blind people in the State. The agency's register on June 30, 1973, lists a known total of 12,600.

In the agency's Education Service there were 255 new referrals for the year and 247 closures. The number continuing on the register and at school in this Unit as of June 30, 1974, was 1,713. The classification of these children at year end by school needs is as follows:

Preschool	—	144
Local School Placement (Elementary and Secondary)	—	785
Special Programs for Multiply-Handicapped	—	142
Special (Separate) Classes in Public Schools	—	104
Residential Schools and Training Centers	—	103
Multi-Handicapped Children at Home	—	26
College and University	—	135
In State Institutions	—	274
<b>TOTAL</b>	—	<b>1,713</b>

The greatest single cause of blindness in the preschool population in our caseload is now optic atrophy. Preschool services were expanded during the year to include mobility instruction and workshops for training parents in developing daily living skills for their children.

The Commission continued to operate classes for preschool deaf-blind children at Bloomfield College and Glassboro State College, in Cranford and in Teaneck. A three-week summer program was provided for 30 of the deaf-blind children.

Two hundred fifty-one children spent a total of 402 camper weeks at Camp Marcella. The first two weeks were geared to programs for the most severely multi-

handicapped children, who require one-to-one supervision.

In cooperation with the agency's Vocational Rehabilitation Department, education staff sponsored two summer evaluation and training programs. Thirty-two college-bound high school juniors and seniors spent four weeks on campus at Drew University in Madison where their interests, aptitudes and skills were evaluated in preparation for college life.

Fourteen vocational students were enrolled at the Commission's Rehabilitation Training Center where the major emphasis was on personal adjustment, job tryout, aptitude testing, vocational guidance and the acquisition of practical self-care and work skills.

The Eye Health Service helps to prevent blindness and conserve the vision of New Jersey citizens through community-wide vision screening programs and demonstrations, as well as through direct assistance to individuals requiring surgery and treatment as follows:

1. Case Service—The number of individuals served totaled 875. Sight was restored or improved for 154 individuals.
2. Preschool Vision Detection Program for Amblyopia—In its ninth year, 91 community-wide detection programs were conducted, in which 23,600 children were screened. 1,506 required follow-up for complete eye examinations or treatment.
3. Glaucoma Control Program—The 19th Statewide detection program was conducted in cooperation with the Medical Society of New Jersey at 90 hospitals. 10,883 adults were examined at no cost; 579 glaucoma suspects were identified and referred to the Commission for follow-up.
4. The Traveling Eye Unit provided 231 days and eight evenings of service, and 7,075 examinations. Among the vulnerable population groups reached were: 18 special centers for the handicapped; 14 migrant locations; 16 nursing homes; six institutions; ten health departments; 16 senior citizen centers, and 16 health centers.
5. Community Health Vision Screening Programs—A total of 358 hours of service was provided by staff ophthalmologists, resulting in 1,535 individuals being examined and appropriately followed. Programs were conducted at various workshops, health fairs, correctional institutions, learning disabilities and mental retardation centers.

The Home Service Program serves newly-blinded adults and elderly homebound individuals through an array of services which include training in personal adjustment, braille and communication skills, handwork for leisure

or occupation, and assistance with personal, family, and social problems. Working with clients chiefly in their home setting, workers reached a total of 2,444 clients.

Nine hundred twenty-four Talking Book Machines were provided to blind residents in the State. The total number now in use Statewide is 6,236.

An increasing number of aged visually-handicapped persons are being housed in care facilities. Staff of the facilities working with the visually handicapped are encouraged to aid the individual in developing skills which will allow him to function independently. Stress is placed on assisting local staff to understand and carry on programming after the Commission worker terminates services. Administrators of care facilities have been encouraged to include in-service training plans, lectures and demonstration sessions devoted to inform staff on ways to assist visually-handicapped residents in adjusting to institutional life and caring for their own needs.

This year, a group project was conducted at a State psychiatric hospital on activities of daily living, resulting in the transfer of two clients back into community living.

In the Vocational Rehabilitation Service a total of 3,349 clients was served; 356 individuals were placed in suitable employment and 175 were rehabilitated as homemakers for a total of 531. Aggregate earnings for those placed in employment amounted to \$1,485,936. Earnings for the same group at the time of referral were \$430,000.

Three hundred thirty-one multi-handicapped blind adults were served by the agency's Multi-Handicapped Unit. At the Johnstone Training Center, a special cooperative project with the Division of Mental Retardation served 38 retarded blind clients, of whom ten were placed in employment.

The department operated a summer employment program for high school and college students who lack work experience. Eighty-one young people were placed in appropriate employment. The community acceptance of this program has been excellent. The Commission has subsidized half the cost of employment for completely inexperienced people and has found employers willing to pay the full cost in the case of clients with previous experience.

Currently, the Commission operates a day rehabilitation center in Newark which served 101 clients during the year for a total of 4,070 man days. Of these individuals 48 were in special programs requiring more intensive professional time because of severe conditions such as diabetes, hypertension, epilepsy, neurological and psychiatric involvements and mental retardation. The development of a residential rehabilitation center is considered essential to replace the present day center in order to better meet the needs of the increasing number of severely disabled clients.

Specialized mobility and orientation training was extended to 444 clients. This is a critical element in successful job placement.

In the Vending Stand Program, 54 vending stands were in operation at year end. Average annual earnings for operators increased to \$11,847 as against \$10,752 last year. Gross sales for the year amounted to \$2,396,694, with a total of net income to operators of \$639,740. Much time has been spent in upgrading existing stands. However, the program suffers from severe construction delays because of the limitations in State purchase procedures.

This year saw the inception of the Trust Fund Beneficiary Rehabilitation Program, which is 100 per cent Federally supported and provides for the retraining and re-employment of any blind Disability Insurance beneficiary.

The Supplemental Security Income Program became effective on January 1, 1974, providing cash benefits to the needy aged, blind, and totally disabled. The Commission placed 229 blind individuals in productive situations.

A special training program for Social Security Information Representatives was successfully conducted in cooperation with the Social Security Administration which resulted in the employment of nine blind people in professional Federal positions—seven at the Jersey City Tele-service Center and two New York residents at the Jamaica, New York, Center.

An Optacon Training Program was instituted this past year. The Optacon is a reading instrument which converts print to tactual letters and enables a totally blind individual to read personal letters, memoranda and books. Since it is a valuable tool for employment, the Commission makes it available in selective situations.

The agency operates three Contract Workshops—one in Newark, one in Somerset and one in the Camden area. The shops provide short-term evaluation as well as extended employment for less able clients. Minimum wage or better is paid at the workshops and every effort is made to graduate clients into competitive industry. For the year, the following is of interest: Gross Sales, \$385,279.; Number of Blind People Employed, 102; Total Wages to Blind People, \$126,023.

The Commission's Planning and Evaluation Specialist works closely with the Federal government, State Rehabilitation Commission and other agencies on problems of Statewide 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 grant requests to other rehabilitation facilities in the State that work with blind people. During the year, \$309,000 was authorized to other agencies, \$89,300 to special programs operated by the Commission, for a total of \$398,300. All of these grants are matched by the Federal Government on an 80-20 or 90-10 basis. These included:

1. The second year of a Manpower Development Program to expand work opportunities for homebound individuals.

2. The second year of an Expansion Grant to rehabilitate Public Assistance clients.
3. The third year of an Expansion Grant for providing rehabilitation services to Spanish-speaking clients at the Commission's Rehabilitation Center.
4. An Expansion Grant for the purchase of a highly automated piece of specialized packaging equipment for the Somerset Contract Shop to expand work opportunities for individuals employed at the Shop.
5. The fourth year of a "Third Party" grant for developing a Vocational Rehabilitation Program under the Commission's supervision for mentally retarded blind youngsters at the Hayes Unit of the Johnstone Training Center.
6. The third year of a training services grant to Mount Carmel Guild for specific job training for less able blind people in locksmithing, building maintenance and certain clerical operations. This included stipends for trainees.

Total sales through the Home Industries and Craft Program amounted to \$140,766, an \$11,860 increase over 1973. About 238 consignors benefited from this program and earned \$50,230. In the department's marketing program of selected articles to be sold through commercial sales outlets, sales to chains increased in 1974 to \$25,559.

The Supervisor of Volunteers' principal role is to coordinate the activities of volunteers associated with the agency and to arrange for recruitment, training, evaluation and awards programs. The second Statewide Awards Day and Luncheon was held to give recognition to volunteers for their many hours of service to the Commission in its various programs. One hundred ninety-two volunteer organizations and 3,295 volunteers provided 20,477 hours of service.

## **GARDEN STATE SCHOOL DISTRICT**

The Garden State School District offers programs in the areas of Academic, Vocational, Post-Secondary, Counseling, Avocational and Support Services to its clientele. These programs are the result of funding from such sources as State Law Enforcement Planning Agency (SLEPA), Titles I and III of Elementary and Secondary Education Act, Manpower Development and Training Act, Library Services and Construction Act and State funds. As a result, over 4,300 program slots were made available to the clientele, exclusive of support services activities such as Release, Library and Placement.

First achieved this year was the initiation of a co-educational program at Clinton Farms, where Annandale trainees are enrolled in several vocational training programs.

With the cooperation of the Division of Correction and

Parole, women are now a vital part of the educational staffs of the adult institutions.

A further positive innovation during this year was the development of a School District "Achievement Certificate" awarded to course or program graduates.

The Garden State School District provides considerable educational support service to the other operating divisions through Federal programs. The largest source of these funds is the Elementary and Secondary Education Act of 1965, Title I, as amended by Public Law 89-313. These funds provided supplemental education programs during this fiscal year for 5,991 school-aged children in other Divisions as follows:

- Division of Mental Retardation — 3,239.
- Division of Mental Health & Hospitals — 654.
- Division of Youth & Family Services — 1,385.
- New Jersey Commission for the Blind — 701.
- New Jersey Hospital for Chest Diseases — 12.

Examples of programs which are funded by Title I include behavior modification, social-cultural enrichment, activities of daily living, vocational training, recreational and leisure time activities, classroom instruction and social adjustment.

## **Post Secondary**

In the past year, over 475 inmates were enrolled in college programs sponsored by Mercer County Community College, Somerset County College, Burlington County College, Cumberland County College, Brookdale College, Glassboro State College, Trenton State College and Livingston College. Twelve men also attended college off-campus in baccalaureate and graduate studies programs on an experimental basis. A major event of the year was the graduation of 27 men with Associate degrees on the campus of Mercer County Community College.

Another area of accomplishment was the para-professional teachers' program which was initially funded by the SLEPA Comprehensive Manpower program. In this project 28 inmates of the Yardville Youth Correction and Reception Center are being employed as para-professional teacher-aides at the Training School for Boys at Jamesburg and the Johnstone Training and Research Center while taking aide training at Mercer County Community College.

## **Academic**

Over the course of the year, learning centers were established at Yardville, Annandale and Bordentown for those individuals enrolled in academic programs who demonstrated specific scholastic problems. As a result of this approach and the regular secondary programs, 697 persons took the General Educational Development Test with a 59.3 per cent passing rate. Adult Education, as well as

High School Equivalency (HSE) programs, were established at all the prisons and youth correctional institutions, with HSE programs also at the State hospitals.

English-as-a-Second Language courses are now in effect at the adult institutions.

### **Vocational**

A major achievement of the year was the offering of a vocational training program at every correctional institution. Several innovative programs were initiated during the year. First, an on-the-job skills training program utilizing institutional craftsmen as the trainers was started at Annandale. A cooperative venture in training was started at Trenton in the State Use Print Shop with inmates employed and paid on a sliding scale based on the level of skills. A third innovation was the purchase of two trailers equipped to train in the demand skills of Auto Service and Small Engine Repair. Another innovation was the utilization of inmates trained in the construction crafts to accomplish planned construction projects in the institutions.

Five hundred thirty-one persons received apprentice training through the Food Services program, of whom 265 of those released, secured employment in this industry.

### **Support Services**

During the year, for the first time, Library Services were made available at every correctional institution, except the Training School for Girls.

Also, in an effort to achieve the maximum in professional expertise, four staff training conference workshops were conducted.

### **Placement**

A mutual decision was reached during the year by the concerned Divisions of the Department that it would be beneficial for all if the School District also became active in developing placement programs. The establishment of positive relations with the business community was recognized as a paramount need. In view of this, one positive step was achieved with the establishing of the first Joint Business Advisory Committee between Clinton Farms and the Youth Correctional Institution, Annandale.

## **HIGHLIGHTS OF EDUCATIONAL ACCOMPLISHMENTS BY SPECIFIC CORRECTIONAL INSTITUTION**

### **Correctional Institution for Women**

In the early part of this year, we celebrated the opening of Edna Mahan Hall, the \$1.5 million school building. Also, we saw the successful involvement of 30 men from Youth Correctional Institute, Annandale, in programs at Clinton. The college program was also expanded.

### **Training School for Boys, Skillman**

For the first time, on a pilot basis, a Learning Disabilities Specialist was employed on a full-time basis for the school year.

### **Training School for Boys, Jamesburg**

A new vocational school was opened offering training in Metal Trades, Woodworking, Electrical Repair, Graphic Arts, Mechanical Drawing, Auto Services and Food Services.

### **Youth Reception and Correction Center, Yardville**

First place prizes were awarded to the school's entries in General Vocational Programs and Food Service Program categories at the New Jersey Vocation and Arts Association Convention at Asbury Park, New Jersey. These entries were in competition with others from high schools and vocational-technical schools from all over the State.

A new training program in cabinet making has begun.

### **Youth Correctional Institution, Bordentown**

A vocational school offering training in carpentry, welding, sheet metal, painting/finishing trades, Food Services and Power House Operation was opened.

A Learning Center was opened at the New Lisbon State School to service the Bordentown inmates housed there.

### **Youth Correctional Institution, Annandale**

A 10-track on-the-job training program using the craftsmen as trainers was started. The craft related training will be run in Power House Operation, Carpentry, Plumbing, Electricity, Masonry, Landscape Gardening, Painting, Food Services and Building Maintenance.

### **State Prison, Leesburg**

The new vocational building became fully operational this year, offering training in Welding, Office Machine Repair, Refrigeration and Air Conditioning, and Construction Trades. Additionally, programs were started in Automotive Repair, Horticulture/Landscaping and Medical-Surgical Technician training as a result of receipt of additional funding.

### **State Prison, Rahway**

The serious need for additional space for educational programs was eased by the acquisition and installation of two trailers for counseling purposes, the renovation of the third floor, State Use Area, for college programs and an addition to the vocational school building. This was all accomplished by trainees in vocational training programs.

Extension of Educational Services was accomplished with the commencement of a full-time program at Marlboro Camp, including College Level Courses.

## **State Prison, Trenton**

In addition to full implementation and opening of the Vocational Building offering courses in Electronics, Auto Body Repair, Graphic Arts, Air Conditioning and Refrigeration, Building Maintenance and Food Services, a cooperative program of advanced training was started in the Print Shop.

Another important step was achieved at six of the adult institutions with incorporation of an individually based linguistics and mathematics skills system which was introduced on an experimental basis. The system permits an academic remedial program for each inmate.

## **BUREAU OF PERSONNEL SERVICES & EMPLOYEE RELATIONS**

### **Computerized Personnel Reports**

During fiscal year 1974 the Bureau of Personnel Services and Employee Relations developed four computerized personnel reports in addition to the previously established Seniority Status Report of Employees. The new reports facilitate more positive management control of the departmental employment positions. Efforts in this area have been made possible through the cooperation and technical expertise of the Bureau of Data Processing using tape data provided separately by the Department of Civil Service and the Department of the Treasury.

Three position listings were created specifically so that all the most pertinent employee and position data by payroll are readily available on a monthly basis and in a concise form to those responsible for overseeing personnel actions. One report is a Sequential Position Listing by position number which serves as a position locator. The second is an Organizational Outline by Unit which replaces the organizational outline prepared manually each year by the institutions. The third is a Position List by Title Group.

The most recent data processing project has generated a Position Distribution by Title. This listing indicates where and how positions of a particular title are used.

### **Affirmative Action**

In accordance with the Departmental Affirmative Action Plan, this bureau held two workshops with the Divisional Affirmative Action Advisors to initiate promulgation of individual divisional plans.

The bureau also completed and submitted to the Deputy Attorney General an interrogatory in the case of New Jersey Women on Employment V. State of New Jersey.

### **Employee Relations Section**

During the past fiscal year there has been an increase in the demand for the services of the Employee Services Section.

Three hundred and nineteen grievances were processed at the fourth step. Of the grievances referred, 228 were designated as non-contractual and the remainder (91) concerned alleged violations of collective bargaining agreements. Two hundred and forty fourth step hearings were held.

Thirty five non-contractual grievances were appealed for review to the Department of Civil Service and the section assisted the representatives of that Department in those reviews.

### **Recruitment Section**

The recruitment objectives outlined in the Department's Affirmative Action Plan placed high on the agenda of the Recruitment Section during the past fiscal year. These efforts involved additional contacts and closer liaison with minority groups, welfare, rehabilitation and other agencies concerned with the disadvantaged and hard core unemployed. Numerous meetings were held with representatives of these minority groups to inform them of job opportunities available in the Department and considerable advertising was done in newspapers serving black and Spanish speaking people.

Efforts were made to relieve the continued shortage of registered nurses and staff members visited numerous schools of nursing and represented the Department at nursing conferences and conventions.

Job applicants interviewed by the Recruitment Section totaled 932, an increase of 164 over the previous year. There was a decrease in the Department turnover figure for the 1974 fiscal year, from a turnover rate of 25.27 percent during 1972-73 to 23.17 percent this year.

Sixty-three promotional examinations were announced during the past fiscal year and 1,463 eligibles were notified.

### **Classification Section**

During the past fiscal year 174 reclassifications were approved by the Departmental and Joint Reclassification Committees, not including clerical and other automatic reclassifications.

A total of 51 new title requests was submitted to the Department of Civil Service. This total includes new Bureau Chief titles for the Division of Youth and Family Services, the reorganization of the Division of Public Welfare and a new Social Worker series. In addition, upward salary revisions were successfully completed for the Personnel Officer and Business Manager series.

During the past fiscal year, the Bureau coordinated layoffs at the New Jersey Neuro-Psychiatric Institute and the Training School for Girls in accordance with new Civil Service regulations regarding lateral displacement and demotional rights of employees.

### **Central Office Personnel Section**

The procedures involved in the present promotion system were further refined within established Civil Service guidelines. A system of frequent coordination and feedback to the Department of Civil Service was also established. A total of 51 examinations were announced or scheduled during this period.

The fiscal year saw the expansion of the staff in the Office of the Commissioner and the staff of the Federally funded grant projects in the Divisions of Correction and Parole and Mental Retardation. Ninety-six additional new positions are in the process of being established in the Division of Mental Retardation in order to expand the Adult Day Services Program.

### **Training Section**

In its role as the central training agency for all of the Department's components, the primary thrust of the Training Office this past year was developing and implementing programs to meet the needs of the Department and its employees.

## **OFFICE OF PUBLIC INFORMATION**

The Office of Public Information is charged with the responsibility of acquainting the news media, legislators, other agencies of government, professionals in our areas of concern and the public, with material on the Department's programs and services.

During the fiscal year, in addition to the handling of emergency situations, providing the news media with background information for feature stories, programs and special events and making arrangements for press conferences, radio and TV programs, 118 press releases were issued.

Among the special events for which arrangements were made for press, radio and TV coverage were the hearing conducted by Senator Garrett W. Hagedorn (R-Bergen) on inmate complaints regarding parole procedures; the donation of a \$250,000 home in Mantoloking for use as a residential center for children; graduation exercises at various correctional institutions; Foster Family Week, and the New Jersey Juvenile Conference at Rutgers University dealing with the implementation of the JINS (Juveniles in Need of Supervision) program. A number of institutional tours were conducted for both the press and members of the Legislature.

Special press conferences were held on such matters as a tour of Trenton State Prison by Governor Byrne and Commissioner Klein on the occasion of the closing of Wing 5; special events at our institutions, and the proclamation of Governor Byrne for the food stamp program. In this connection, 500,000 flyers were printed and more than 100,000 distributed to various New Jersey food market

chains. Television and radio spots were produced and a special "hot line" number set up in Central Office to answer questions from the public.

One hundred sixty-eight requests from representatives of the news media to interview inmates in our correctional institutions or to film programs were cleared during the year.

Staff members are available to answer questions of the news media on a 24-hour-per day basis.

In addition to providing the press with statistics and other information for use in news coverage, the office answered an average of 60 telephone queries per day.

A daily clipping service is maintained, exhibits are arranged for public display, photographic services are provided for Departmental and institutional events, ID photos are supplied, speakers for public meetings are provided and cooperation with other agencies of government in joint ventures is maintained, including the updating of listings for the Department in various State directories and participation in fund-raising campaigns such as the March of Dimes and the Delaware Valley United Fund.

The Office of Public Information is also responsible for compiling and summarizing the Departmental monthly reports, for the publication of the annual report and for informational pamphlets, brochures, and notices of special events and regulations concerning the Department.

## **BUREAU OF VETERANS SERVICES**

The Bureau of Veterans Services assists veterans and their dependents in obtaining federal benefits, such as pension, and compensation, in addition to administering the New Jersey War Orphan's Fund and the New Jersey Disabled Veterans Pension Programs.

The Bureau also conducted 654 Social Background Investigations for the two State veterans facilities at Menlo Park and Vineland. Educational claims for the fiscal year have decreased by approximately 3,000, due to the revision of the educational forms and the procedures for handling these forms by the Veterans Administration. In addition, many schools have their own veterans' representatives who assist these veterans in making out their applications.

At the same time, the applications for veterans and widows pensions have increased by approximately 2,000. This indicates that more and more World War II veterans are reaching an age when they are no longer able to continue gainful employment. The average age of the World War II veteran is now 54.4 years. He also represents 50 percent of the total of the New Jersey veterans population. He needs more assistance in medical and hospitalization matters.

With the New Jersey unemployment rate at approximately 8 percent, the Vietnam veteran is one of the hardest hit in this area. He does not have years of experience to

offer to his employer. The Bureau has offered assistance to the New Jersey Department of Labor and Industry to help this particular situation.

**MONIES RECEIVED BY VETERANS AND DEPENDENTS ACCORDING TO COUNTIES**

JULY 1973 TO JUNE 1974

ATLANTIC COUNTY	\$ 1,565,732.20
BERGEN COUNTY	1,001,712.02
BURLINGTON COUNTY	156,970.66
CAMDEN COUNTY	239,481.28
CAPE MAY COUNTY	135,459.95
CUMBERLAND COUNTY	785,744.35
ESSEX COUNTY	1,049,858.01
GLOUCESTER COUNTY	751,643.87
HUDSON COUNTY	1,298,558.43
HUNTERDON COUNTY	585,524.87
MERCER COUNTY	1,907,617.64
MIDDLESEX COUNTY	1,424,777.99
MONMOUTH COUNTY	1,441,848.96
MORRIS COUNTY	748,009.13

OCEAN COUNTY	894,293.78
PASSAIC COUNTY	1,221,440.21
SALEM COUNTY	485,425.35
SOMERSET COUNTY	651,924.54
SUSSEX COUNTY	655,102.66
UNION COUNTY	1,336,983.78
WARREN COUNTY	3,164,960.57
OUT OF STATE	109,393.30
<b>TOTAL</b>	<b>\$19,020,235.86</b>

In the past fiscal year, on behalf of veterans and their dependents, the Bureau of Veterans Services filed 9,415 new claims and 3,347 reopened claims, counseled 29,625 veterans or dependents and had 15,145 walk-in veterans and dependents—a total of 57,532 veterans and dependents.

The Bureau of Veterans Services also filed 6,249 Powers of Attorney as required by law.

Listed below are the contacts, monies secured for the veteran as a result of these contacts and the total monetary award cases. The monetary benefits obtained for these veterans and their dependents resulted in a total of \$19,020,235.86 coming into this State:

Field Office	Number of Contacts	Monetary Award Cases	Monies Secured
Asbury Park	21,979	1,815	\$ 2,142,314.72
Atlantic City	35,635	1,343	593,432.68
Bridgeton	11,332	721	747,024.28
Camden		4	1,000.00
Elizabeth	31,551	2,165	2,023,320.25
Hackensack	37,020	1,735	1,767,348.01
Jersey City	25,039	1,747	1,776,023.55
New Brunswick	16,179	677	779,747.21
Newton	4,547	187	222,303.74
Paterson	33,915	1,400	1,601,977.78
Phillipsburg	11,682	478	466,383.07
Plainfield	9,682	637	695,384.67
Somerville	3,953	402	397,172.18
Trenton	46,560	2,374	3,077,119.88
Woodbury	12,755	982	1,206,206.55
Woodbridge	7,999	467	451,202.18
State Prison		1	504.60
Newark Liaison		79	71,790.51
<b>Totals</b>	<b>309,828</b>	<b>17,213</b>	<b>\$19,020,235.86</b>

## **War Orphans**

This is a benefit paid to sons and daughters of veterans who have either died in service or have died of their service-connected disabilities or service-connected diseases. At the present time, there are 210 war orphans in receipt of the \$500 annual grant. Each student is paid \$2,000 over a four-year period. A total of \$105,000 was paid to war orphans in the past year.

## **Pensions for the Disabled Veterans**

New Jersey also pays a pension to certain categories of seriously disabled veterans. There are 73 blind veterans who receive a \$750 annual grant, for a total of \$54,750 per annum. Other categories for which the State of New Jersey grants a pension include paraplegic, hemiplegic, double amputee, osteochondritis, quadriplegic and multiple sclerosis. There are 341 disabled veterans in receipt of the \$500 annual grant, representing a total of \$170,500.

## **CHIEF DENTAL CONSULTANT**

The achievements of the dental program are as follows:

The New Jersey State Dental Laboratory at the New Jersey State Prison, Rahway, continues to reduce the cost and to provide more prostheses for the patients of the Department, while also providing education to prisoners. The New Jersey State Dental Laboratory operates at a profit with monies returning to its own revolving fund. Since its inception, many prisoners have been released to employment in community dental laboratories and two have opened their own dental laboratories.

The dental facilities of the Department have provided a number of educational functions to dentists, dental students and dental auxiliaries in the State of New Jersey. The Practical Program, Problem Patient is an example. It provided through federal funds an expert clinician so that graduate dentists and their dental assistants could come into our institutions for the mentally retarded to receive clinical experience in dentistry for the handicapped.

Other areas in which the Department of Institutions and Agencies' dental facilities are involved in educational programs are a dental externship program involving Fairleigh Dickinson University School of Dentistry and the New Jersey College of Medicine and Dentistry; the School of Dental Medicine, University of Pennsylvania, and the Camden County Community College.

A dental facility-dental program evaluation system which has been applied successfully within the Division of Mental Retardation is scheduled for application throughout the Department. It objectively measures the quality and quantity of dentistry as related to the given program at an institution.

Other achievements within the Divisions include:

Mental Retardation has made operational the dental

aspects of their central hospital program at Vineland State School, while other institutions have expanded their own programs of dentistry under general anesthesia. However, clinical backlog remains at some institutions because of staff and facility shortages.

Mental Health and Hospitals continues a program including general dentistry as well as oral surgery under general anesthesia. This Division is facing a problem in providing dentistry for a relatively short-stay population.

Correction and Parole has added two dentist positions which are beginning to be effective in making a dent in the monumental backlog of dentistry. Oral surgery under general anesthesia in the New Jersey State Prison, Trenton, Hospital operating room, is also an important part of backlog reduction. There exists now a great need for increased dental facility space which would more effectively use positions and equipment.

Medical Assistance and Health Services has seen an increased call for dentistry from the population it serves. It is especially noteworthy that this Division's functions in dentistry have been accomplished with reduced paperwork and increased community dentist acceptance. It is also noteworthy that regularly budgeted dental programs functioning within the treatment facilities have returned an estimated \$250,000 to the State Treasury using Medicaid systems.

Youth and Family Services has developed an effective dental program through the use of community dentists near its residential facilities. The Division has been able to select quality community dental practitioners and, to a large extent, to obtain funding through the Medicaid systems.

A look at the overall program in dentistry points to the need for an effective effort in the area of dental prevention. Within the Department of Institutions and Agencies, this would mean leadership by the existing dental staff, teaching and motivating patients and those who care for them in preventive techniques.

## **CHIEF MEDICAL CONSULTANT**

During the past fiscal year the Chief Medical Consultant and Assistant Chief Medical Consultant continued to serve in a variety of capacities—consultative, inspectional, and advisory—to all of the Divisions within the Department. The Assistant Chief Medical Consultant continued to devote a substantial part of his time to the Division of Medical Assistance and Health Services.

Close liaison continues between this office and the various subdivisions of the Department of Health which have valid activities within Institutions and Agencies institutions—inspection teams, tuberculosis surveillance, epidemiologic investigations and studies and other health care areas.

DEPARTMENT OF INSTITUTIONS AND AGENCIES

Fiscal Year  
REPORT FOR June 30, 1974

VETERAN'S SERVICES

	All Offices	Asbury Park	Atlantic City	Bridge- ton	Eliza- beth	Hacken- sack	Jersey City	New Brunswick	Newton	Pater- son	Phillips- burg	Plain- field	Somer- ville	Trenton	Wood- bury	Wood- bridge
<b>P 22 Secured</b>																
Yes	6249	741	434	224	603	539	970	199	123	481	201	224	124	914	251	221
No	8272	63	1019	858	597	677	265	631	196	876	666	180	110	1110	916	108
On File	46767	3656	5115	1937	4234	6449	2857	1642	924	6780	3096	1422	742	5434	1640	839
<b>Status of Contact</b>																
(Total Walk Ins)	57532	4457	6483	2392	5389	7601	3977	2467	766	7796	2290	1814	969	7266	2740	1125
New Claim	9415	821	380	328	1100	814	1329	414	252	806	479	439	263	1390	291	309
Reopened Claim	3347	39	82	29	245	296	341	371	110	419	313	101	65	784	103	49
Counseling	29625	1670	4693	1327	2069	4742	1320	1054	217	5117	1015	720	290	3692	1377	322
Walk In Contact Only	15145	1927	1328	708	1975	1749	987	628	187	1454	483	554	351	1400	969	445
Award	3218	3	22	574	6	3	16	5	470	252	1642	2	1	153	29	40
Denial	538		63	53	39	61	99		7	89	31	10	6	39	38	3
<b>Reason for Contact (Fed.)</b>																
Aid & Attendance	1071	8	298	4	77	16	30	66	33	190	122	22	19	160	23	3
Headstone	1132	95	19	4	192	169	83	8	59	139	153	46	44	92	20	9
Armed Forces	1432	12	165	144	125	96	128	47	52	181	157	26	12	222	57	8
Re-employment	77		2	1	6	1	3	10		7	18			22	2	5
Education	13034	591	891	1131	830	2132	811	590	232	1759	745	268	199	1391	1117	347
Hospitalization	1073	7	128	36	67	25	247	13	7	298	42	15	1	152	25	10
Insurance	1776	219	182	48	136	246	135	72	22	326	74	59	25	157	46	29
Loans	1557	8	96	160	54	38	47	65	43	450	194	41	7	2	123	27
Out-Patient Treatment	1429	34	111	57	90	127	75	25	71	306	160	48	31	194	39	61
Burial Allowance	3962	1006	82	34	873	352	198	76	109	213	285	166	105	374	33	56
Veterans Comp.	3570	208	492	222	181	381	197	127	133	465	391	91	34	389	178	81
Dep't. Parent Comp.	215	3	65	10	24	16	20	3		45	2	4	7	10	3	3
Dep't. Child Comp.	96	7	5	1	9	3	3	3	4	22	2	8	1	26	2	
Widows Comp.	431	92	63	12	22	24	7	38	28	34	19	14	6	52	10	10
Dep't. Child Pension	3833	397	195	135	435	718	273	122	94	560	201	153	88	228	144	90
Widows Pension	13203	1205	1611	415	1310	2007	910	636	188	1750	759	483	247	967	494	221
Veterans Pension	10483	565	2073	530	792	1272	880	567	159	1156	599	333	142	753	461	201
<b>Reason for Contact (State)</b>																
Multiple Sclerosis	26				1				2	3	2			17		1
Hemiplegia	17													15		
Osteochondritis	4											1		3		
Paraplegic	22				1	1				7				13		
Blind	21				1					1				19		
Amputee	29									3				26		
Civil Service Cases	110			4	3		10		2	48		1	1	41		
Re-employment	59						16		3	15	10	2	1	10	2	
N. J. War Orphan	1439	1			6	5	4	1		38		4	2	1375	1	2
Other	533		22	23	186	34			2	106	28	19	2	105	6	
Soldiers Home Investigation	654	2	68	48	13		15	3		15		22	2	441	21	4

The Assistant Chief Medical Consultant has carried the burden of inspections in the Division of Mental Retardation. This office has fostered and encouraged bi-monthly meetings of the Medical Directors of the seven schools for the retarded.

The medical problems of the institutions of the Divisions of Correction and Parole continue unresolved. Recruitment of physicians in particular, but of medical personnel in general, is most difficult.

During the latter months of each year, review of the medical budgets for each of the institutions consumes a considerable amount of time, especially when additional substantiation for requests is required.

Investigations and resolution of many medical care complaints from within and from without the Department require an increasing amount of staff time.

### **CHIEF PSYCHOLOGY CONSULTANT**

The Chief Psychology Consultant has assumed responsibility for the provision of consultative services, reporting of psychological services, evaluation of psychological programs, review of budget requests and personnel appointments, liaison activity with professional associations within and outside of the State and development and maintenance of appropriate standards of training at all levels within the area of psychology, as well as the development of in-service training programs.

During the past year the Consultant actively participated in the development of a Graduate School of Applied and Professional Psychology (GSAPP) at Rutgers University after considerable discussions with the New Jersey College of Medicine and Dentistry as well as representatives of the Organizing Council for a Professional School of Psychology.

After much negotiation, the GSAPP agreed to admit a certain number of Staff Psychologists from the Department of Institutions and Agencies as part-time students in pursuit of their Doctoral degree in Psychology (Psy.D.). Six employees were admitted to GSAPP for the fall of 1974 and in an effort to support this type of training a proposal was submitted to the Commissioner and subsequently approved for full-time employees to be paid on a full-time basis while attending GSAPP one day a week during a period of two to two and-a-half years in pursuit of their advanced graduate training. In addition, the Consultant was appointed a clinical professor at this new professional school and will act as a resource person to the faculty.

During this year, a revised brochure for staff recruitment was published, as well as two separate versions of the Staff Directory for use within the Department.

Bimonthly meetings of the Directors of Psychology were

held in order to provide an exchange of information between the various institutional psychology programs as well as to provide an opportunity for on-going staff training. Four in-service training programs were held for all psychology staff and included programs on drug addiction, alcohol addiction, the utilization bio-energetic therapy, professional issues as viewed by the American Psychological Association's Office of Professional Affairs and a program dealing with the curricula of the Rutgers Graduate School of Applied and Professional Psychology.

Completion of inspections for each of the seven facilities within the Division of Mental Retardation was accomplished during this year, with reports on each of these visits submitted to the Administrator of Management Operations within that Division.

For the third year, the Consultant, with the assistance of the Director of Training in Psychology, developed a program for School Psychology Externs for training during the summer months at a variety of institutions. This experience is a necessary one in order for a school psychologist to receive certification by the State to function within the public school system in the area of special services.

During this year, the Director of Training responded to 228 inquiries concerning clinical internship, of which 89 were processed, and one out of every four applicants accepted. Eighteen facilities were utilized for training during this year, of which five were community clinics or hospitals. Twenty-four interns graduated during this fiscal year, with better than half assuming positions within the Department at a staff level.

### **OFFICE OF THE OMBUDSMAN**

Initially, this office was to operate within the prison complex and their satellite units. However, with the transferring of prison inmates to the Youth Correctional Institution Complex as well as the Correctional Institution for Women, Clinton, the area of contact was greatly increased. Our services were also called upon by inmates assigned to the Youth Complex and Clinton.

Contacts were made through many channels: inmate requests, letters to the Commissioner's Office, staff referrals, and calls or letters from friends, families and interested citizens.

During the fiscal year, 1180 interviews were conducted by this office. The interviews covered a vast number of problems ranging from personal to administrative procedures.

Each institution and satellite unit was visited on a weekly basis with the following exceptions: Leesburg visited on a bi-weekly basis; Clinton, Yardville and Bordentown as requested by inmates or as the need arises.

Monthly contacts are listed below:

July 1973	26
August	Vac.
September	58
October	71
November	108
December	68
January 1974	118
February	89
March	159
April	169
May	177
June	137
	1180

### OFFICE OF VOLUNTARY SERVICES

During the fiscal year the major thrust of the office was to evaluate existing departmental programs, to plan for the future of the office and to establish goals in the volun-

tary service sector. Due to budgetary limitations there was no staff or secretarial help available. The Foster Grandparent staff provided some logistical and all of the clerical help to the office through May 1974.

Several meetings were held during the year with Volunteer Service Directors from the various Divisions of the Department. It was determined that most institutions had someone serving in the position of Volunteer Coordinator, but that only eight institutions in the Department had persons serving in the Civil Service title. All others had people serving out of title or as part-time help. It was also determined that the level of volunteerism in the Department was below expectations.

Commissioner Klein expressed her commitment to the principle of voluntary services and pledged the resources of her office toward the goal of providing volunteers for every resident of the Department's institutions who could benefit from this service.

It was decided to expand the scope of the responsibilities of this office to include Chaplains and Adjunctive Services in the institutions. The Office of Voluntary Services became the Office of Special Services in June 1974. The position of Director was unfilled as of that date.

## DIVISION OF BUSINESS MANAGEMENT

JOSEPH L. GRODECK, *Director*

### OFFICE OF THE DEPUTY DIRECTOR

Through the Office of the Deputy Director, Capital Construction Programs of all operating and service divisions of the Department are coordinated. Responsibilities include the preparation of the Capital Improvements 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 1975-1979 Long Range Capital Improvements Program included requests for 291 major capital projects. In total, the Department requested a sum of \$482,041,000 for capital construction over the next five years. The degree of urgency for these facilities is evident from the fact that 25 percent of the total request was for the first year of the program fiscal 1975. The requests by Division in the Department for the 1975-79 Capital Improvements Program were as follows:

Division	Request in (\$000)	Percentages
Business Management	\$ 27,839	5.8
Commission for the Blind and Visually Impaired	5,000	1.0
Correction and Parole	164,703	34.2
Mental Retardation	110,533	22.9
Mental Health and Hospitals	138,643	28.7
Youth and Family Services	1,190	.3
Redemption of Bonds	34,133	7.1
	\$482,041	100.0%

During the past fiscal year progress was made to imple-

ment construction projects assigned under 1968 Bond Issue. Those projects awarded from the bond issue and other supplemental sources were:

**Greystone Park Psychiatric Hospital**

Elevator Repairs Main Building North (Tier 3)	\$ 17,041.00
Medical Surgical Building	4,995,186.00
Utilities Extension and Related Work	485,238.00
Roof Repairs	714,957.00
Engine Generator Plant-Medical Surgical Building	59,696.00

**Vineland State School**

Pre-Purchase Generator-Electrical Distribution	\$ 47,254
Renovation of Cottages (Colony)	922,957

**Rahway State Prison**

Conversion of Prison Dormitories to Individual Cells, Wing 2	\$2,111,611
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**N.J. Hospital for Chest Diseases, Glen Gardner**

Guard Rails and Curbs at Existing Parking Lot for 100-Bed Infirmary	16,015
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**Woodbine State School**

Renovation of Cottages	\$1,218,695
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**BUREAU OF ACCOUNTS**

The Bureau of Accounts provides accounting, budgeting and auditing services to the various institutions, agencies and other offices of the Department of Institutions and Agencies. 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 also is concerned with the auditing and processing of compensation awards for the Department. During this period the following statistical data reflects various fiscal type transactions processed in the areas indicated:

**Accounting Section**

Requisitions	10,165
U.A. and P.A. Schedules	17,777
Certificates of Debit and Credit	4,272
Excess Request Forms	240
Contracts	193
Contract Change Orders	324

Final Acceptance of Contracts	159
Motor Fuel Exemption Certificates	399
Transfers and Amended Work Programs	3,028
Payments	12,626
Postage Requisitions	173
Payrolls	1,813
Compensation Award Invoices	5,533
Compensation Award Analysis and Letters of Award	180
Employee and Inmate Personal Property Losses	243
Cancellations	103

**Budget Section**

The budget staff aided in the preparation and processing of approximately 350 budgets. All CS 21's submitted to this office were recorded, before forwarding to the Department of Civil Service for further action. Fiscal Note worksheets and applications for non-State funds were edited and audited for processing. This section is also responsible for the accountability and disbursement of petty cash funds for the staff and operating Divisions within the Department. During the past year, approximately 1,356 reimbursement payments were made from this fund.

From time to time this group is called upon to complete budgetary projects of a varying nature for the Director of Business Management and the Office of the Commissioner.

**Audit Section**

Three audits were completed in correctional institutions, one in a school for the retarded, one in a psychiatric hospital and three in Youth and Family Services residential centers. The scope of audit was expanded to include an evaluation of appropriation inventory record keeping. In June 1972, this unit was assigned to act in a liaison capacity with the Office of Fiscal Affairs (O.F.A.), Division of State Auditing. During fiscal year 1974, seven pre-audit conferences were held with O.F.A. and officials of institutions and agencies of this Department. Fourteen post-audit conferences were held with O.F.A., Division of Business Management personnel, and officials of the institution or agency audited. Audit findings and recommendations pertaining to ten institutions or agencies were reviewed.

**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 patient's 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.

Total collections for the year ending June 30, 1974, amounted to \$88,520,414.60, an increase of approximately \$6 million over 1973. The actual amount collected was substantially more than anticipated revenue. The most significant increase was in the Medicare program from which we received \$1 million more than in 1973. The Medicaid program continues to be a major factor in revenue and nearly \$31 million was received in this program. Another \$8 million was received in the Medical-Surgical Medicaid Program which involves both mental health and the schools for the retarded.

As in previous years, the adjustments representing the difference between the interim rate and the actual cost were considerable. The adjustment amount was \$11,700,000.

Negotiations are continuing with the Cost of Living Council with reference to our 1972, 1973, and 1974 rates. It appears, however, that a determination will be made in the near future and hopefully the rates we have been using for these years will be approved.

In connection with the price freeze that began in 1972 we have just received word from the Hospital Service Plan that our 1972, 1973 and 1974 rates for Blue Cross patients will be honored. As soon as the rates are presented to the Department of Insurance for approval, an extension of our contract will be made.

## **BUREAU OF DATA PROCESSING**

Throughout fiscal year 1974 the Bureau provided regularly scheduled data processing support to the work programs of the various Departmental components, County Welfare Boards, and County Food Stamp Offices. Major data processing program applications were:

- A. Institutional Patient Billing
- B. Daily Population Movement Reportings
- C. Hospital Admissions Records
- D. Service Unit and Location Changes Reporting
- E. Foster Mother Board Payments
- F. Vendor Payments Youth and Family Services
- G. Youth and Family Services County Billing and Child Ledger Accounts
- H. Public Welfare Assistance Registers
- I. Quality Control System Welfare and Food Stamp
- J. Bendex and State Buy-In
- K. Medical Surgical and Contributory Billing
- L. Mental Health Clinics Reporting System
- M. Blind Commission Reporting System
- N. Personnel Reporting System
- O. Correction & Parole (Maintenance Reporting)
- P. Food Stamp Program (all applications)

## **Q. Other minor systems.**

With the installation of the I.B.M. 360/40 computer, the Bureau initiated the first phases to improve its ability to respond more effectively to the Department's overall data processing requirements. Existing systems were converted to run under Disc Operating Systems concepts, and for new applications accepted, systems were designed for processing under full "Operating System Cobol" concepts.

Systems Analyst, Programmers and Operations personnel received extensive in-house training through "Audio Visual" tape courses, in addition to classroom study courses given at I.B.M. Educational Training Centers in New York and Philadelphia. The Bureau's professional staff has successfully advanced their knowledge in the understanding of third generation computer systems data management and systems concepts.

There has also been installed an in-house system of work Standards and Disciplines. The Standards Manual covers specific procedures from job initial concepts, through systems requirements, design, programming, manpower loading, input, testing, acceptance, operations and distribution. A job account system is in final completion stage so that an equitable charge back billing to users may be presented at quarter year periods.

Of increasing concern at year end was the major new systems of a mandatory nature that must be implemented over the next fiscal year period. Those systems are Income Maintenance, Quality Control, Social Service Delivery Systems and redesigning of the Food Stamp Program that continues to expand in caseload.

The Bureau has under study and evaluation an Information Management System that is operational in the State of Oklahoma. That system embraces in modular format the new system described and, if found compatible, will be transferred in whole or in part for operations in our data center.

## **BUREAU OF DIETARY, LAUNDRY AND HOUSEHOLD SERVICES**

The primary responsibility of the Bureau of Dietary, Laundry and Household Services is to assist the operating divisions in meeting their objectives and to offer guidance from its expertise in the stated areas of its functioning.

### **Food Service**

For food service operations, the year began in the midst of spiraling food costs and an unpredictable market. During July and August meat deliveries had to be accepted on the basis of the items that suppliers had available, and price adjustments, above those contracted for, were subsequently made to suppliers, since costs rose above bid prices. In addition, many standard items were not available for long periods of time, requiring continual menu substitutions, and control of menus and of costs were nearly

impossible during the first six months. During the second half of the fiscal year the institutions struggled to adjust menus and costs to end the year within budgeted allocations that averaged 89 cents for three meals per person per day, while the average cost of feeding the standard ration rose by approximately 39 percent. Diets were supplemented with federal food commodities, mainly bread, some cereals, fats, oils and some very limited amounts of lentils and split peas.

A positive factor during the year was the eligibility of all but the adult correctional institutions for participation in the School Nutrition Programs, administered by the Department of Education. Approximately 5,400 juveniles, enrolled in academic or other training programs throughout the Department, were eligible. Based upon reimbursement rates of 8½ cents for breakfast, 10½ cents for lunch and 2 cents per half pint for additional milk, a total of \$207,527.21 was received. Additional food commodities were also received through this program, including various meats, frozen and canned fruits and vegetables, fruit juices, potato flakes, and butter.

Probably the most traumatic experience during the year was the inspection program of institutional kitchens, that was begun by the Department of Health, under newly legislated authority to enforce the State Sanitary Code in all retail food establishments, including institutional kitchens. A Departmental task force, composed of supervising dietitians from this Bureau and Departmental sanitarians, attempted to estimate the requirements of each institution for full compliance with the Sanitary Code and their recommendations have been used as guidelines in presenting subsequent budget requests.

Since October 1, 1973, the Bureau, in cooperation with the Cryovac Division of W. R. Grace & Company and the Groen Division of Dover Corporation, has been engaged in a food processing program in the Hill Kitchen at Greystone Park Psychiatric Hospital. The system, known as "Cap-Kold" was pioneered by the above-named companies. In field testing at Greystone Park, a principle of mechanical action used in a non-related field was applied and the result was radical reductions in chilling and reheating times for processed food.

### **Household Services**

The energy crisis and subsequent lowering of institutional thermostats at night, to conserve fuel oil, necessitated the purchase of 5,200 additional blankets.

During October a two-day Seminar on General Asepsis was presented for both housekeeping and food service personnel. Twenty-four institutions sent representatives. Greystone Park and Ancora Psychiatric Hospitals were hosts for the presentation of the programs. Assistance was given, also, to the New Jersey Association of Nursing Homes for the Aging, in the presentation of two seminars

for housekeeping personnel in nursing homes.

Union employee grievances are raising questions over who should do the housekeeping and cleaning in the institutions. The tradition of assigning these responsibilities to the nursing department or cottage life personnel is being challenged and new definitions of patient care responsibilities are being discussed.

### **Laundry Services**

Probably the most serious problem in basic services was the failure of the laundry program to meet the needs of the institutions. Started at a time when the need for work assignments was critical in the correctional institutions, the program of consolidated laundry services, dependent upon inmate manpower, was developed. With the change in emphasis in correctional institutions from work assignments to academic and vocational training programs, the manpower available for laundries has been so insufficient that production schedules are not dependable and the quality of work is unacceptable. Unpressed clothing must be worn by mental patients and other institutional residents, and damage, shortages, and improper sorting of laundered items are a way of life for the institutions being serviced.

In July 1973, the laundry at Woodbine State School began to replace the inmate work detail with employees. Some difficulty was experienced in the transition, due to personnel shortages and to the extreme summer heat. However, by October, this laundry was functioning smoothly, although it was necessary to supplement the employee work force with institutional aides.

During the year, a new machine was purchased and installed in the Ancora Laundry, that will handle large numbers of garments in a drying tunnel. The full benefits of this equipment will not be realized, however, until the replacement of untreated cotton clothing with treated or synthetic fabrics can be effected.

## **BUREAU OF FACILITIES CONSTRUCTION AND MAINTENANCE**

In fiscal year 1974 the staff continued to lend assistance to the various institutions within the areas of our assigned responsibilities: 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 Encumbrance Requests.

The energy crisis necessitated the institution of extraordinary conservation measures and monitoring procedures. We also became very involved in coordinating pur-

chases of fuel. We are continuing to investigate alternate methods of fuel conservation.

The Fifth Annual Engineers meeting was held at Johnstone Training and Research Center on January 24, 1974, and the topic for discussion was presented by Seymour Rubenstein of the Department of Labor and Industry. The topic was the Occupational Safety and Health Act (OSHA) Code requirements and engineer's responsibility.

### **Construction**

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 .....	\$ 4,020,504.00
1968 Bond Issue Projects .....	9,851,167.00
GRAND TOTAL .....	\$13,871,671.00

### **BUREAU OF FARM OPERATIONS**

The Bureau of Farm Operations experienced many changes during the past fiscal year. After more than 32 years of dedicated and conscientious service to the Department, Mr. Warren Leming retired from his position as Bureau Chief on January 1, 1974.

Production in general was slightly lower in comparison to previous years. The drastic inflation of feed, seed, and fertilizer costs, along with our difficulty and sometimes inability to recruit qualified, experienced personnel, contributed to the drop in production.

Our institution dairy workers have cooperated once again with the University of Pennsylvania in their Leukemia Research Program with dairy animals.

### **BUREAU OF OFFICE SERVICES**

Workloads increased in all units of the Bureau as a result of the creation of new programs and the expansion of on-going ones.

Unaudited figures for 1974 will later confirm increases in the amount and cost of printing and copying. The composition, graphic arts and supply units were extremely busy. Paralleling this activity was the rise in overtime to keep up with the work.

Inflation not only sent the price of postage, paper and related printing supplies and stationery items skyrocketing, but also induced shortages. The State has, of necessity, had to change from No. 1 Grade sulfite to No. 4, an inferior paper. Mill brands fluctuate with the pricing from order to order. First class postage rose 25 percent, paper 50 percent and printing supplies about 35 percent.

In midyear, Central Printing Control ordered the Division of Public Welfare to abandon mimeographing and to

change over to offset. Moreover, it ordered the printing operation moved to the Bureau, not operated independently. Through this arrangement, the Bureau acquired a second 11 x 17 press and an additional operator to man it.

The demand for so much new printing and the complexities of the incoming printing requests themselves dictate a re-examination of the present operation with a view to speeding it up. The solution appears to lie with computerization.

### **BUREAU OF PLANNING AND PROGRAMMING**

During fiscal year 1974, the Bureau of Planning and Programming undertook the following activities:

1. The Bureau assisted in the preparation of the Department's Capital Improvement Program for fiscal year 1974. Requests for 291 projects totalling \$482,041,000 were included in the budget.

The Bureau is presently coordinating the 1975 capital budget submission, which includes preparation of policy memos, personal communication with the chief executives and business managers of the institutions and review and evaluation of prepared budgets.

In addition, the Bureau is preparing a manual defining the process whereby institutions will receive approval for new capital programs from a departmental policy-making unit before including them in the capital budget.

2. The Bureau undertook the inventory of both administrative offices in Trenton and field offices for the Governor's Space Study. Estimates of future needs for each Division were made.
3. Work programs for a Correctional Master Plan and a Mental Health Master Plan were completed and applications for \$115,000 in federal funds for the correctional plan were submitted. These grants have been approved and the work will begin as soon as staff has been assembled. Work on the mental health plan which is supported totally by State funds has begun.
4. The Bureau Chief met with staff at the Division of Building and Construction, the State Fire Marshal, architects and institutional personnel on several occasions to discuss fire safety deficiencies and to establish costs for correcting them.  
New and revised applications for Veterans Administration funds to correct life safety deficiencies in nursing units at the Homes for Veterans in Menlo Park and Vineland were submitted. Federal grants will total \$157,640.
5. The search for sites for day care centers in Hudson and Bergen Counties continues. Meetings were held with the Hackensack Meadowlands Commission on several occasions to discuss problems surrounding

*(Continued on Page 18)*

**DEPARTMENT OF INSTITUTIONS AND AGENCIES**  
**Estimated Expenditures for Year Ending June 30, 1974**

**Administration General**

Central Administration	4,910,112	
Interest on Bonds	6,918,448	
Division of Medical Assistance and Health Services	180,639,187	
Division of Public Welfare	4,451,321	
Division of Youth and Family Services	4,403,922	
State Parole Board	247,407	
Division of Correction and Parole	3,744,530	
Division of Mental Retardation	8,586,458	
Division of Mental Health & Hospitals	<u>3,108,241</u>	
Total Administration General		217,009,626

**Public Welfare Agencies**

Commission for Blind & Visually Impaired		4,403,922
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**Institutions**

**Division of Business Management**

Menlo Soldiers Home	1,961,503	
Vineland Soldiers Home	2,298,491	
N.J. Hospital for Chest Diseases, Glen Gardner	<u>3,073,718</u>	
Total		7,333,712

**Division of Correction and Parole**

State Prison, Trenton	8,741,247	
State Prison, Rahway	5,719,172	
State Prison, Leesburg	4,513,119	
Youth Correctional Institution — Bordentown	4,422,832	
Youth Reception and Correction Center, Yardville	4,998,953	
Correctional Institution for Women, Clinton	2,827,625	
Youth Correctional Institution, Annandale	3,919,582	
Training School for Boys, Skillman	1,760,738	
Training School for Boys, Jamesburg	3,301,535	
Training School for Girls, Trenton	1,208,133	
Residential Group Center — Highfields	79,480	
Residential Group Center — Warren	89,249	
Residential Group Center — Ocean	91,373	
Residential Group Center — Turrell	<u>97,376</u>	
Total		41,770,414

**Division of Mental Retardation**

Vineland State School	11,325,237	
North Jersey Training School at Totowa	6,049,696	

Woodbine State School	6,533,878	
New Lisbon State School	5,930,362	
Woodbridge State School	8,015,208	
Hunterdon State School	6,692,691	
E. R. Johnstone Training and Research Center	<u>3,662,421</u>	
Total		48,209,493
<b>Division of Mental Health and Hospitals</b>		
Greystone Park Psychiatric Hospital	20,118,256	
Trenton Psychiatric Hospital	17,851,958	
Marlboro Psychiatric Hospital	14,085,611	
Ancora Psychiatric Hospital	11,627,853	
N.J. Neuro-Psychiatric Institute	8,041,379	
Arthur Brisbane Child Treatment Center at Allaire	961,580	
Diagnostic Center at Menlo Park	<u>1,933,768</u>	
Total		74,620,405
<b>Total Institutions</b>		171,934,024
<b>State Aid</b>		
<b>Division of Business Management</b>		
County Tuberculosis Hospitals	17,376	
<b>Division of Public Welfare</b>		
Old Age Assistance	2,948,424	
General Assistance	16,366,976	
Disability Assistance	5,055,607	
Dependent Children Assistance	127,841,730	
Blind Assistance	164,908	
Families of the Working Poor	9,886,461	
Assistance to Supplemental Security Income Recipients	<u>8,086,323</u>	
Total	170,350,429	
<b>Division of Youth and Family Services</b>		
Child Care	13,512,978	
<b>Division of Mental Health and Hospitals</b>		
County Mental Hospitals	15,683,378	
Community Mental Health Services	<u>3,743,040</u>	
Total	19,426,418	
Total State Aid		203,307,201
Total Institutions and Agencies		596,654,773

(Continued from Page 15)

the establishment of a center in the Meadowlands district.

6. The Bureau Chief attended a number of meetings concerning plans and designs for administrative segregation units. Preliminary drawings were reviewed with Superintendent Hatrak at Rahway. This project is awaiting a decision by Commissioner Klein.

### **BUREAU OF STATISTICAL ANALYSIS AND SOCIAL RESEARCH**

Tabulations of routine monthly, quarterly and annual statistical data covering all activities processed by the Bureau were prepared and distributed to Department administrators, national agencies and other groups. Annual statistical information of a social and diagnostic nature were compiled and distributed to Department personnel and other interested parties. Special studies and tabulations cover the following subjects:

1. Publication of a booklet listing research projects and experiments conducted within the scope of the Department.
2. First admissions and resident population for the schools for the retarded by age and county.
3. First admissions and readmissions to state and county psychiatric hospitals by age, sex, hospital, mental disorder and service area.
4. Average resident population for patients in the state and county psychiatric hospitals and schools for the retarded.
5. Comparison study between New Jersey diagnostic hospitals and national trends for resident population and admissions.
6. I.Q.'s for patients at the seven schools for the retarded.
7. Average population in TB hospitals.
8. Admissions to all correctional and juvenile institutions dating back to the 1900's.
9. Resident population and number on parole for the correctional institutions.

10. Inmate visits to New Jersey general hospitals from the prison and youth complexes.
11. Population moves and average population for the New Jersey Diagnostic Center, Menlo Park.

The following surveys were processed through the Bureau:

1. A survey from the Johns Hopkins University School of Hygiene was sent via the Division of Mental Health and Hospitals to all state and county psychiatric hospitals. The purpose of the survey was to validate self-reported information on 26 selected cases.
2. The results of a cluster sampling of "100 Admissions" was tabulated from questionnaires sent to the five state psychiatric hospitals. Tabulations were completed on request of the Division of Mental Health and Hospitals.
3. The Bureau lent assistance in a survey conducted by the Garden State School District dealing with data on select prison inmates who had attended college courses.

Activities in cooperation with the National Institute of Mental Health included the processing of inventories covering statistics on state and county psychiatric hospitals, private psychiatric hospitals and general hospitals with separate psychiatric units.

Two questionnaires for the Federal Bureau of the Census were completed and covered information on juvenile detention and correction facilities and on population movements for persons convicted of a felony as an adult or as a juvenile offender.

The Bureau designed a form for the reporting of outpatient services of the several psychiatric hospitals and redesigned the Monthly Population Movement Summary report to include Diagnostic Center population statistics.

Staff members from the Bureau gave instructions on reporting forms and procedures to employees of Bergen Pines, Meadowview Hospital, Trenton State Prison and Newark House.

# INSTITUTIONS

## New Jersey Hospital for Chest Diseases

### At Glen Gardner

This year saw the completion of the program of expansion and modernization this administration undertook some years ago with the financial support of funds from the 1968 Bond Issue.

The newly constructed 100-bed Infirmary was opened for operation (two of three floors) on December 15, 1973. At that time, our official capacity was increased from 255 to 275 beds.

Four hundred eighty-six patients from throughout New Jersey were admitted during fiscal year 1974 and 33 of those admitted were non-tuberculosis cases. In July 1973, 212 patients were in residence and the number of patients under treatment during the year totaled 698.

Of those patients admitted during this period, 169 represented cases of reactivation of tuberculosis. Of this number, 118 had been discharged from this facility or other tuberculosis sanatoria, with consent, and 32 had discharged themselves against medical advice. The interruption of treatment of tuberculosis is the single most important cause for the reactivation of this disease. Two facts contribute to this reactivation: Patients who discharge themselves against medical advice and, even more important, patients who, although they receive a regular discharge, fail to keep their periodic appointments with the local chest clinic to which they have been referred and, therefore, interrupt their own chemotherapy and control of their condition. The average length of residence of all patients discharged was 145 days. The average daily occupancy was 204 and the total patient days was 74,364.

Four hundred ninety-three patients were discharged during the year. There were 49 deaths, three of whom expired within 24 hours following admission. During the year, three autopsies were performed.

Thirty-two patients were referred to outside consultants for specialized examination and/or treatment and two of these were admitted to general hospitals. Chiropody clinics were held on six occasions and 115 patients were examined and treated. Sixty-four patients were referred to an ophthalmologist. Clinical-pathological conferences were conducted on four occasions and 118 histological specimens (77 patients) were referred to the pathology department of Hunterdon Medical Center.

During fiscal year 1974, 2906 patients were examined and/or treated in our diagnostic and therapeutic clinic. Of this number, 1108 patients visited the clinic for the first time.

In addition, medical services to the Warren Residential Group Center continued. Those persons admitted to that facility were examined here.

## NEW JERSEY MEMORIAL HOME, VINELAND

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

### Construction

The 100-bed Nursing Facility, Phase III, is completed to where we have been granted beneficial occupancy. However, work on several punch-list items remains to be finished.

### Occupational Therapy Program

Over 20 percent of the population participated during the past year in the Arts and Crafts Section of the Occupational Therapy Program, decorating ceramic wares, making and decorating plaster items, doing woodwork and assembling leather goods.

An Occupational Therapy room is made available in each building, equipped with the required furniture and equipment. Educational films were shown twice a week in the two Nursing Facilities and feature films were shown twice monthly.

The Mobile Unit of the Public Library of Vineland visited the institution on numerous occasions throughout the year to distribute reading material to the veterans.

The Occupational Therapy Program has been given the responsibility of publishing the monthly home newspaper, The Memorial Home News. The veterans have participated in the following phases of the publication — original writing, home reporting, stapling, assembling and circulation.

### Physical Therapy Program

This program has been expanded by the employment of aides and this has increased our physical therapy services in the two nursing care facilities.

### Medical Care

The Home continues to improve medical, dental and psychiatric care in the Infirmary and all nursing care facilities. The two full-time and part-time medical doctors provide medical care to all patients and residents on a 24-hour basis. These two doctors have been successful in establishing an effective rapport with the Department's medical consultants and contract specialists in the areas of dentistry, psychiatry, podiatry and cardiology.

We continue to give annual physical examinations to all our members in order to determine whether they should continue in their present status. The Tine tests for the determination of tuberculosis are performed on all new members and employees. All positive reactors are X-rayed and Sputum examinations are then performed.

New equipment received through donations of veterans organizations were: Two blood pressure machines, two hand resuscitators, four medication time racks, one ambulance resuscitator, one air shield, six Bowles stethoscopes, 30 wheelchairs, six bath lifts and 12 patient lifts.

A part-time pharmacist who has full responsibility for distributing medication has been employed during the past year.

**Medical Education**

Two employees are attending the Licensed Practical Nurse program at college and four are attending the Graduate Nurse Program at college under the New Jersey State Scholarship Program.

**Administration**

We continually review the member records for the purpose of updating personal information. It is imperative that the following information be kept current: Veterans and Social Security entitlements, verification of next of kin who may be contacted in the event of emergency, insurance, savings and checking accounts and safety deposit boxes.

We continue to review and revise all safety policies and directives to ensure that maximum precautionary measures are taken for the protection of our members and employees.

We continue to take advantage of the training programs offered by the Department as well as those associated with community colleges and Rutgers and In-Service Training programs in order to provide better care for members and patients.

The Superintendent attended an executive seminar, the Assistant Superintendent, the Maintenance Chief and the Supervising Housekeeper attended basic management seminars and two individuals from the business office attended Management III seminars. One attended a seminar on the preparation and processing of CS-21's.

Our institution again received a license from the New Jersey Department of Health as a Government Nursing Care Facility for the Aged.

A capital budget has been submitted and the following projects in order of priority were submitted: Garage and Maintenance Shop, \$394,875; Institution Exterior Lighting, \$110,000; Renovation of Infirmary Building, \$1.2 million; Replace Domiciliary, \$6,142,500.

The institution in the past year had 72 contacts with members of the New Jersey Congressional delegation con-

cerning applications for, and waiting list of, prospective members.

**Business Management Division**

Every effort is being made to improve the procedures in the business management field in accordance with policies received from the Director of the Division of Business Management. We are still taking advantage of classes given by the Training Division of the Department. In October, the Office of Fiscal Affairs conducted a financial audit of the Institution. The following Revenue was collected in Fiscal Year 1974:

Maintenance Collection .....	\$263,746
Per Diem Collection from	
Federal Gov't .....	\$504,867
Total .....	\$768,613

As a result of this, monthly reviews by the Business Office are made of the Maintenance Payments and a more accurate collection procedure has developed. The overtime procedures were reviewed and with the cooperation of all supervisors a drop in overtime expenditure was noted in this fiscal year. This procedure must be refined and further cuts in overtime can be anticipated. The Business Manager will continue to review operating procedure to develop a more efficient system.

**Recreation and Special Services**

During the year the superintendent and/or members of his staff conducted 14 tours of the facility. Entertainment programs for the members included the following: Four picnics, eight concerts, 33 Bingo games, eight ward parties and eight variety shows.

Volunteers served approximately 3,265 hours. Members of the homes served many hours in many areas of supportive services such as the engraving section, dining room areas, canteen operation, library area, gardening, reception areas, elevator operation, entertainment, recreation, maintenance and groundskeeping.

There were 30 Protestant services, 11 Catholic services, 28 prayer meetings and 9 hymn sings.

**Veterans Services**

A representative from the Bureau of Veterans Services and a representative from the Social Security Administration assisted the members during the past year with their VA claims and Social Security problems at no cost to the state. The Veterans Administration inspection was again completed, with a complete examination of institutional fiscal records, facilities, admission records, discharges and occupancy levels.

## **N.J. HOME FOR DISABLED SOLDIERS, MENLO PARK**

During the fiscal year period emphasis was placed on improved nursing care programs. More specific details of those accomplishments are as follows:

- I. The establishment and placement of qualified key personnel to perform the indicated functions:
  - A. A director of Nursing Services to develop nursing objectives, standards of nursing, a nursing procedures manual, and to conduct a review of these with all nursing personnel regularly. This employee is well underway in these and other programs of orientation, in-service training, as well as supervision of shift supervisors of nurses.
  - B. Two shift supervisors of nursing services were appointed to supervise off-hour nursing personnel and to respond to minor problems in the absence of the day-time administration. There has been a significant improvement in night-time and holiday nursing care as a result of these appointments.
  - C. A licensed pharmacy and pharmacist began operation in compliance with Department of Health regulations and the Board of Pharmacy. The pharmacist also provides in-service consultation to the nursing staff in the use of medicine and

drugs and their application to patients.

- D. A full-time dietician established a dietary program and dietary formulary. In conjunction with the physician, the dietician is monitoring patient menus, formulating special diets and recording the results for nutritional and medical evaluation.
  - E. An occupational/recreation therapy program began in arts and crafts and entertainment for the patients. Three permanent positions were filled to get these programs underway. The programs have shown a significant effect on improved patient morale and participation.
  - F. Many additional supporting services were accomplished in the area of institutional attendants (nurses aides) and food service improvements.
- II. New construction—Pending the addition and completion of a number of 101 Life Safety Code features, the new 100-bed Nursing Care Unit is expected to be fully completed by December 31, 1974. The building has been assigned to this institution under beneficial occupancy.
  - III. Reconstruction—An appropriation of \$5,000 has been approved for a professional survey of Building No. 1, the original Soldiers Home, to determine its most effective use in the future.

## **DIVISION OF COMMUNITY AND PROFESSIONAL SERVICES**

**WILLIAM J. KEENAN, Director**

The Division of Community and Professional Services was disbanded in April 1974, at which time its components, listed below, were transferred to other sections throughout the Department. Their activities are reported under their present respective headings.

The three institutions formerly under the jurisdiction of this Division were assigned to the Division of Business Management, as follows:

New Jersey Home for Disabled Soldiers,  
Menlo Park.

New Jersey Memorial Home for Disabled Soldiers,  
Sailors, Marines and Their Wives and Widows  
and Gold Star Mothers,  
Vineland.

New Jersey Hospital for Chest Diseases at  
Glen Gardner.

Assigned to the Office of the Commissioner were the following:

Bureau of Personnel Services and Employee  
Relations.

Office of Public Information.

Bureau of Veterans Services.

Chief Dental Consultant.

Chief Medical Consultant.

Chief Psychology Consultant.

Chief Volunteer Services Consultant.

# DIVISION OF CORRECTION AND PAROLE

WILLIAM H. FAUVER, *Director*

Progress was made within the Division this fiscal year in bringing about significant changes to provide new and improved services for persons committed to its care. Drug offender treatment services were expanded in the State Prison Complex and a Federally-funded drug treatment program was established at the Correctional Institution for Women, Clinton, the first of its kind in the United States for incarcerated female offenders. Law enforcement and criminal justice courses became increasingly popular among Division correction and juvenile officers, with 19 colleges offering degree programs throughout the State. The Division's second community treatment center opened in an urban area of the state at the end of the fiscal year, and 62 Division standards covering 40 subject areas pertaining to inmate care and welfare were approved for publication in the New Jersey State *Administrative Code*.

## Institution Populations

On June 30, 1974, there were 166 more prison residents, 147 more youth correctional residents, 25 fewer women, and 274 fewer residents in the training schools than there were on June 30, 1969. Among 6,108 residents on June 30, 1974, 55 percent were in the prisons, 36 percent were in youth correctional institutions, 3 percent were in the Institution for Women and 6 percent were in the training schools.

## Prisons

Prison admission declined slightly in 1974 from the peak last year of 1,879 to 1,721, an 8 percent decrease. In 1974, however, there were 226 fewer releases than in 1973. This led to a 4 percent increase in the average daily prison population from 3,281 to 3,402.

Compared to five years ago, 1974 admissions represented an 11 percent increase, while 1974 average daily population represented a 13 percent increase.

As an attempt to relieve overcrowding at Trenton Prison, 175 inmates were moved in the spring to youth correctional facilities for housing. Some relief was also provided by the opening of Newark House in September of 1973.

## Youth Correctional Institutions

Youth Correctional admissions also declined slightly from last year. Admissions were down 7 percent from 3,285 to 3,058 in 1974. Average daily population dropped by the same percentage, decline from 2,275 to 2,120.

Compared to five years ago, admissions in 1974 have

increased by 775, or 34 percent. However, because length of stay was shortened considerably, releases increased by 1,106, or 60 percent over five years ago. Consequently, average daily population is only 11 percent higher at 2,120 than the 1,904 of 1969.

## Correctional Institution for Women

In contrast to the trend of increasing admissions pressure at Clinton over the last six years, there was a decrease of 10 percent in women's admissions from the 266 received in fiscal 1973 to the 239 received in fiscal 1974. They may, however, only be a temporary break in a trend which has increased admissions by 48 percent since 1969.

Average daily population decreased by 17 percent to 184 in 1974 as a result of reductions in length of stay during the early part of the year. This trend was reversed in the later part of the year.

## Training Schools

In fiscal 1974, for the three training schools taken as a whole compared with fiscal 1973, admissions dropped by 18 percent to 428; releases to parole increased by 5 percent, and average daily population decreased to 15 percent to 398.

At the Training School for Girls, admissions declined from 105 in fiscal 1973 to 67 in fiscal 1974, a decrease of 39 percent. This represents a 58 percent drop from the 153 admitted five years ago. Nineteen more girls were released in fiscal 1974 than in fiscal 1973, leaving the Training School for Girls with an average daily population in 1974 of 64, a 29 percent decrease from 1973.

Admissions also decreased at Jamesburg from 317 in fiscal 1973 to 263 in fiscal 1974, a 17 percent decrease. This represents a 57 percent drop from the 605 admitted five years ago. There were three fewer releases in 1974 than the 270 in 1973, leaving Jamesburg with an average daily population in 1974 of 206, a 17 percent decrease from 1973.

## Inmate Behavior and Morale

In the Prison Complex, ongoing work release, group counseling, vocational training, school and recreational programs, telephone calls and direct treatment activities contributed to a satisfactory level of inmate morale despite overcrowding, lack of sufficient professional personnel and inadequate facilities at the State Prison, Trenton.

In the Youth Correctional Institution Complex, inmates maintained generally a high level of good behavior during

the fiscal year with Annandale reporting especially good communication between staff and inmates. At the Correctional Institution for Women, Clinton, the inmate representative process developed into a positively organized and sophisticated function during the fiscal year.

The Training Schools for Boys reported a high level of discipline and morale among inmates at Jamesburg and residents at Skillman, where staff efforts have been aimed at developing more personal responsibility and freedom of movement among residents.

### Progress in Construction

The new Guidance Unit and Inmate Housing Unit at the Training School for Boys, Jamesburg, were both nearing completion at the end of the previous fiscal year. However, construction activities were slowed by delays in delivery of building materials and labor strikes. The estimated completion date for the new Guidance Unit has been set for late September in the next fiscal period. When finished, the Guidance Unit will have a rated capacity of 32 residents while the new Inmate Housing Unit can accommodate up to 39 inmates.

The new multi-purpose Edna Mahan Hall at the Correctional Institution for Women remained open for use during the fiscal year, but full occupancy was impossible due to trouble with the plant's mechanical systems. The structure contains classrooms, vocational training space and a combination auditorium-gymnasium enabling the institution to meet its objectives of providing sufficient space for expanding academic and vocational education programs as well as recreational activities.

### Personnel Activities

At the mid-point of the fiscal period, a testimonial dinner was given in honor of the Chief, Bureau of State Use Industries, John C. Bonnell, who retired after having served in the Division of Correction and Parole since the year 1953. Mr. Bonnell was succeeded by the former Assistant Chief of the Bureau, Mr. Irving Seligman, who at the time of his appointment was serving as the Acting Chief.

New superintendents were appointed at the Correctional Institution for Women and at the State Prisons, Rahway and Leesburg. A Project Director for the Direct Treatment Services and Correctional Drug Programs in the Prison Complex was appointed to develop and coordinate efforts under federal grants providing services to Division inmates. A Project Specialist assumed duties in the Division Central Office to work on individual inmate problems. A new Assistant Superintendent was appointed at the Training School for Boys, Skillman.

Two newly created coordinating positions in the Division Central Office were both filled by former New Jersey

State Prison Chief Executive Officers. The Coordinator of Service Operations serves as liaison to the Division's operating units, supervises the Division training function and develops, reviews and reports on program and fiscal matters. The Coordinator of Youth Programs implements Departmental requirements mandated by Senate Bill #2141 (1973) revising the handling of juveniles in the County Juvenile Courts and works closely with the Division of Youth and Family Services to meet the needs of court adjudicated youths.

Turnover rate for the Division was 19.7 percent in contrast to 22.11 percent in fiscal 1973. The Training School for Girls was high in fiscal 1974 with a 41.2 percent turnover for personnel. The State Prison, Leesburg, was low with only a 7.8 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:

#### Total Persons Trained in All Division Programs During Fiscal Year 1974

Programs	Trained FY 1974
Basic State (including 48 observers) . . . . .	171
Basic County . . . . .	149
Basic Cottage and Juvenile . . . . .	48
Advanced . . . . .	258
Line Supervisory . . . . .	32
Middle Management . . . . .	29
Sub-Executive . . . . .	29
Executive . . . . .	29
Division Orientation for New Employees . . . . .	382
Sub-Total	1,134
<b>Specialized Training</b>	
First Aid* . . . . .	67
Firearms . . . . .	16
Physical Defense (Personal Defense and Physical Restraint) . . . . .	90
Basic Spanish Language and Culture . . . . .	9
Advanced Spanish Language and Culture . . . . .	15
Inmate Rights (Special Seminar) . . . . .	41
Investigation of the Crime Scene . . . . .	—
Instructing Techniques & Training Methodology (Fort Monmouth) . . . . .	17
Training for Training Officers John Jay College . . . . .	—

\*Includes Multi-Media, Advanced, Instructors Course, Cardio-Pulmonary Resuscitation.

Special Language and Culture Course (Spanish) Union County .....	23
Military Transition (Correction Officers) .....	38
Legal Rights of Correctional Personnel .....	26
Total	1,469

Synectics, a Trenton-based consulting organization, has undertaken an evaluation of the Division's Correction Officers Training School. The purpose of the evaluation is to assess past and current training courses and to make recommendations for future improvements. As a part of the study, correction and juvenile officers are asked to complete written questionnaires and participate in discussions with members of the staff team. Information gathered from the questionnaires and discussions are grouped so that no individual may be identified in any way.

Law Enforcement and Criminal Justice degree programs became increasingly popular during the fiscal year among correction and juvenile officers of the Division. Four-year programs were being offered at four New Jersey State Colleges this past fiscal year: Glassboro, Richard Stockton, Trenton and William Paterson. Two-year programs were being offered at county colleges: Atlantic, Bergen, Brookdale, Burlington, Camden, Cumberland, Essex, Gloucester, Mercer, Morris, Ocean, Somerset and Union, as well as Rider College and Rutgers University. The goal of the law enforcement programs is meeting the need to improve the criminal justice system through upgrading the professionalism of personnel employed in the system and developing and motivating a reservoir of new professionals who wish to enter the field.

Beginning with the 20th class of new correction officers during the year, the Division provided recognition for trainees who have demonstrated a high measure of proficiency or excellence in four training categories: Defensive Tactics; Fire Arms Safety and Handling; Academic Achievement; and the Hank Ratajczak Memorial Award for Professional Development.

Military personnel in their last six months of active duty were given special training at Fort Dix during the fiscal year in order to become correction officers upon separation from the service. The program was implemented jointly by the Division's Correction Officers Training School and Mercer County Community College through funds received from the U.S. Department of Labor. Graduates of the program receive 15 academic credits from the college towards an Associate Degree. The program was in operation for two cycles of 12 weeks each with the initial classes containing a total of 42 enrollees. Ten weeks of in-residence training is received, similar to that received by new state correction officers in the Bordentown training unit, and two weeks of intensive on-the-job training in a cooperating correctional institution in the Division. The on-the-job experience was presented at the State Prison, Trenton. Out of 38 trainees who graduated from the

Military Transition Program, 34 have been hired in the institutions.

### Treatment Services

Early in the fiscal year, funds were awarded the Division by the State Law Enforcement Planning Agency (SLEPA) for two drug treatment projects in the prison complex. The State Prison, Leesburg, was approved \$51,870 to continue a program there, and \$27,769 was awarded the State Prison, Trenton, to support a project entitled "Correctional Drug Programs." The program at Leesburg, based in a separate unit for 60-80 inmates and named *Alpha-Meta House*, began its first continuation of funding under a contract with the Narcotic Addicts Rehabilitation Center Organization, Inc. of Atlantic City to provide necessary counseling, therapeutic, casework and legal aide services. The program is based upon the *Synanon* Drug Treatment concept. The Correctional Drug Programs grant has been designed as a start-up project to initiate delivery of drug treatment services and development of plans for a comprehensive drug treatment delivery system for the Prison Complex.

A \$49,586 State Law Enforcement Planning Agency (SLEPA) grant was awarded for a drug program at the Correctional Institution for Women, Clinton. The goal of the program is to provide treatment services to 40 residents in a separate unit providing a therapeutic community setting. Called *Genesis*, it is the first Federally funded program of its kind for incarcerated female drug offenders in the United States. Together with the creation of a resident Professional Services Aides program, direct treatment activities at Clinton have moved through pure crisis intervention work into preventative counseling services unrealized prior to the start of fiscal year 1974. Project staff are trained to develop counseling groups for the maximum security inmates in the general population.

Late in the fiscal period, SLEPA announced the award of \$75,538 to continue the Special Offender Treatment Program at the Correctional Institution for Women. The grant's primary thrust is to support the narcotics treatment program at the women's institution with an adjunct of training officers and inmates as paraprofessional treaters, providing an intensive therapeutic community model of treatment of 30 inmates while offering counseling groups and other drug related services to the general population.

Twenty-two new professional positions were approved by the Legislature to enhance Division-wide medical and dental care during the fiscal year. A more adequate level of care has been achieved during the fiscal year in the institutions' medical and dental programs.

At the Training School for Boys, Skillman, considerable time was spent with attempts to secure funds to expand certain programs, and the procedure for transferring a youngster out of his assigned cottage was changed by for-

mation of a Cottage Placement Committee wherein the institution psychologist plays a greater role in providing consistency in making resident assessments with clinical considerations. At the Training School for Boys, Jamesburg, the behavior modification program was extended to all cottages, the Bodman Youth Clinic produced a booklet entitled *Educational and Treatment Services*, and concrete steps were taken to introduce a therapeutic community program into various cottages.

At the Training School for Girls, the total treatment services staff emphasized realistic, relevant and innovative program approaches. Goals were suited to an alteration of not only the residents' attitudes but also those of parents, teachers, social workers and cottage officers with whom the residents interacted on a daily basis.

Midway through the fiscal period, a reorganized orientation program for newly received inmates was initiated by the direct treatment team at the State Prison, Trenton. The program provides three half-days of instruction and opportunities for inmates to discuss their needs in an individual counseling situation. A family counseling program was initiated to provide counseling services to those inmates who require help in dealing with the crisis of being incarcerated and separated from their families. An interdivisional policy committee, comprised of members of the Division of Narcotic and Drug Abuse Control, Department of Health, and our Division, provided opportunity for interdivisional sharing of program goals and plans so as to effect a coordinated approach to the issue of treatment programs for drug abuse offenders in Division correctional institutions and on parole.

The Bordentown and Jamesburg "Alternative Program" for drug users provided comprehensive treatment services to approximately 40 and 30 inmates, respectively. Success has been reported in referring and maintaining clients in these treatment activities. The State Law Enforcement Planning Agency funded for the third year a drug treatment effort for Youth Reception and Correction Center inmates at a satellite of Yardville, the Wharton Tract Narcotics Treatment Unit. The program provides comprehensive drug treatment services for a group of approximately 45 inmates.

During the first and second months of the fiscal year, groups of approximately 30 judges toured the Youth Reception and Correction Center, the Wharton Tract Narcotic Treatment Unit, and both the minimum and medium facilities at Leesburg. The tour was arranged at the request of the Administrative Office of the Courts and served to orient the judges to the objectives and programs of some of the main state institutions.

The Youth Reception and Correction Center, Yardville, has received federal funding through the Manpower Corrections Program to implement a program whereby 20 inmates selected from the inmate population are prepared for para-professional positions in the social services. As

part of the program, the inmates receive a total of 18 credit hours through the Prison Education Network of Mercer County College and, in addition, work four days a week at either the Training School for Boys, Jamesburg, or the Johnstone Training and Research Center, Bordentown, in such capacities as teacher aides or behavior modification aides. The students are paid an incentive wage substantially higher than the normal population and upon completion of the program are placed in para-professional jobs in institutions or community agencies.

Early in the fiscal year, 10 inmates at the State Prison, Trenton, received certificates of graduation from the Division's Food Service Training Program. The Program was conducted under a United States Department of Labor grant by the Duke Mercier Associates. Approximately 200 inmates from the Prison Complex, the Youth Reception and Correction Center, the Youth Correctional Institution, Bordentown, and the Correctional Institution for Women received training as cooks, bakers, and butchers. In addition to the 10 graduates cited above, 69 inmates graduated from programs at Leesburg, Bordentown, Yardville and Clinton. Of the 69, 56 were placed on work release to date, and placements were found for all 69 upon release.

Young men from the Youth Correctional Institution, Annandale, began to be absorbed into the music, medical assistant and Stevens Beauty School training programs at the Correctional Institution for Women during the past fiscal year. Annandale inmates were accompanied by a Correction Officer who remained on duty at Clinton. The program involved 34 Annandale inmates in daytime and evening programs during the fiscal year. Some thought was being given to the involvement of Annandale inmates in the clerical skills program as well as other mutual social, vocational and recreational programs.

The inmate furlough program inaugurated late in fiscal year 1971 has continued to grow. A total of 6,956 furloughs from the prisons, Youth Correctional Institutions and the Correctional Institution for Women were granted during the 1972-73 fiscal period. In the 1973-74 fiscal period, a total of 8,352 furloughs were granted by the same institutions. This is an increase of approximately 20 percent. Only 105 inmates, or 1.25 percent, violated the rules for furloughs.

The Work Release Program, which grew steadily since its beginning in June 1969, had slightly fewer assignments in 1974 than in 1973, down from 1,546 to 1,511. However, because the pool of inmates expecting to be released declined even more quickly, the effectiveness of the program increased from 31 assignments for every 100 anticipated releases in 1973 to 32 assignments for every 100 anticipated releases in 1974.

Among inmates who continued in the program throughout the year, the number successfully completing the program declined slightly from 77 per cent in 1973 to 74 per cent in 1974. This decline in part was caused by the slight

decline in selectivity which occurred with extending the program to a larger proportion of the inmate population.

There were four new offenses and 34 walkaways during 1974 or 2 percent of total terminations or the same percentage as in 1973.

The participation of different firms employing inmates increased a very sharp 21 percent from 113 during fiscal 1973 to 137 during fiscal 1974, while the concentration of inmates at particular work sites was lowered from a Division average of 2.9 inmates per employer during fiscal 1973 to 2.3 in 1974.

Total earnings for inmates participating in the Work Release Program increased 26 percent, from \$1.1 million during fiscal 1973 to \$1.4 million during fiscal 1974, as a result of a 17 percent increase in the average total earned per inmate, up from \$852 to \$993, and an eight percent increase in the number of inmates who held work assignments.

Of the total earned in 1974, \$169,000 was withdrawn from inmates' paychecks for taxes, Social Security, F.I.C.A. and union dues, and \$297,000 was withdrawn for inmates' maintenance within the institution. Of the remaining, \$127,000 was returned to the community to pay for fines, debts and support of dependents, \$522,000 was spent for other prerelease expenses, and \$296,000 remained as funds to be used by inmates upon their release.

These figures, when compared with fiscal 1973, show that the amount of money remaining for post-release use was approximately the same in both years. It should be noted, however, that the amount of money going to meet social obligations (taxes, maintenance, and debts) increased by \$166,000 or 39 percent.

### **Residential Group Centers Program**

The four Residential Group Centers at Highfields, Warren, Ocean and Turrell admitted a total of 204 boys and girls this fiscal year as compared to 245 the previous year. The average daily population and referrals were up slightly from those of the previous fiscal years. There were 352 referral inquiries received at the centers for boys during the past fiscal year, an increase of 68 over the previous year. The number of girls successfully completing the program decreased slightly over the previous fiscal year, with the reasons for failure being equally distributed among medical or psychiatric conditions and unauthorized absences.

Boys from the Warren Residential Group Center participated in a wide variety of informal recreational activities: weekly movie trips, basketball, touch football, softball, weightlifting, ping-pong, fishing, ice skating and swimming. There were no major resident complaints this year and minor complaints were handled either in the

nightly guided group interaction sessions or by daily office conferences with the Superintendent or the Assistant Superintendent. There were no medical discharges this fiscal year.

Group treatment and work programs continued with no unusual problems. An Assistant Superintendent's position at Ocean was filled during the fiscal year, while the Assistant Superintendent's position at Turrell was filled following a brief vacancy. 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 continued also to provide training in group interaction from personnel of public and private agencies from New Jersey and other states.

### **BUREAU OF PAROLE**

A grant of \$61,000 from the State Law Enforcement Planning Agency, matched by \$14,000 from the State, aided in implementing a program to provide community re-entry assistance to inmates being released at the expiration of their maximum sentence. Among the 1,165 releasees during fiscal 1970, approximately 400 were discharged at their maximum and thus denied the services traditionally provided for those going on parole, such as aid in locating housing and employment, funds to aid in transition and counseling. Two Senior Parole Officers and one Program Supervisor-Analyst under the direction of a Supervising Parole officer are providing these services. While the Federal funding of the five specialized Juvenile Recidivist and Narcotic Caseloads under Title I terminated early in the fiscal year, the State Law Enforcement Planning Agency is funding the Parole Bureau for nine Narcotic Caseloads for parolees over the age of 18. The caseloads are limited to 20 parolees who receive intensive supervision.

Other special projects operational during the fiscal year in the Bureau of Parole have included:

- The first New Jersey community-based Parole Resource Office and Orientation Facility is located in a low-income housing complex in Jersey City. The facility operates 24 hours a day, seven days a week. The project is program-oriented to provide treatment not currently available in the average caseload and is also used as a training and orientation center for parole officers. A second Parole Resource Office and Orientation Facility is planned for the Camden area.
- A Federally funded volunteer project is utilizing over 200 lawyers to work with parolees on a one-to-one basis.

- Approval of 21 Federally funded specialized case-loads in Essex County, sponsored by the High

Impact Anti-Crime Program, was anticipated to be forthcoming early in the new fiscal year.

### Caseloads

Year Ending	Cases Under Supervision in New Jersey	Numerical Increases	Percentage Increase Over Prior Year
6-30-69	5351	16	0.3%
6-30-70	5762	411	7.7%
6-30-71	6190	428	7.4%
6-30-72	7323	1133	18.3%
6-30-73	8161	838	11.4%
6-30-74	8025	-136	-1.7%

### BUREAU OF STATE USE INDUSTRIES

State Use Industries operated 21 separate shops accommodating 25 different types of industries in eight institutions. The shops were staffed by State Use personnel who supervised the inmate work force in 513 average full-time jobs during fiscal 1974. The average turnover rate for all industries in the Prison and Youth Correctional Institution Complexes, the Correctional Institution for Women and the Edward R. Johnstone Training Center was 5.5 inmates per job, up from last year's figure of 5.1. Distribution of sales was 54 percent to the Department of Institutions and Agencies, 31 percent to other State Departments and 15 percent to counties and municipalities. The total wages paid to inmates were \$106,614, down 17 percent from last year's \$127,704.

For the fourth consecutive year, productivity in most areas has not increased in proportion to costs of operations. Total equipment purchases during the year amounted to \$52,712. Sales volume was \$2,752,384 or approximately 7 percent more than last year's \$2,572,525. In fiscal 1973, the Bureau lost 159 inmate workers; during fiscal 1974, it lost an additional 149 inmate workers, thus reducing in a span of two years the Bureau's inmate work details by approximately 50 percent.

### BUREAU OF PROGRAMS

The Bureau of Programs promulgated a total of 232 new and revised pages of Division Standards, Administrative Memoranda, and indices during the past fiscal year. Included among these Administrative Plan materials released by the Division were Standards on *Inmate Marriages* for the prison complex and *Discipline* for the Training School for Boys, Skillman. Standards on parole revocation hearings were completely revised and retitled *Probable Cause Hearings on Adult, Juvenile and Inde-*

*terminate Sentences*. Other Standards completed and promulgated to Division institutions during the fiscal year were *One-Way Transfers from the Youth Correction Institution Complex to the Prison Complex, Inmate Responsibility for Personal Property of Substantial Value and Employment of Non-Licensed Physicians*.

Changes took place in the Standards involving: *Transportation of Inmates, Escapees, Parole Violators, Court Trips, Controls for Controlled Drugs, Department Grievance Procedures, Grievance Procedure Steps, Grievance Hearings, Disposition of Unclaimed Bodies, The Maintenance Program, Employees Parking and Search of Vehicles, Correspondence in a Language Other Than English, Emergency Communications and Reports of Unusual Incidents, Reporting Violations of the Criminal Statutes, Work Release and Furloughs, Procedures for Adult Extradition, Photographing and Interviewing of Inmates for Public Media, Escapes and Escape Procedures, Apprehension of Arsonists, Use of Mace* at the Correctional Institution for Women.

Three indices of the Administrative Plan Manual were revised and one was added: *Index of Administrative Orders, Index of Reports, Index of Subject Matter* and a new *Index of Audits*. In addition, the *Administrative Plan Operational Unit Codes* and *Program Codes Sheet* were both updated. An Administrative Memorandum entitled *Energy Conservation Program* was promulgated during the fiscal year.

A substantial amount of Bureau of Programs staff activity has taken place in the development of provisional drafts of Standards in the area of *Inmates Rights and Responsibilities, Access to Courts, Access to Legal Services* and *Access to Legal Materials*. Staff administered the inmate law library grant, wherein activities were focused mainly upon establishing the requisite accounts, assisting in the purchase of the volumes and maintaining

liaison with the institutions.

An executive memorandum was developed by the Bureau of Programs and was issued by the Division Director, specifying regulations by which escorted furloughs may be granted for compassionate, medical, civil court or special activities reasons to inmates who would not be eligible for a usual furlough. The Director's memorandum

permits minimum custody inmates who meet stringent criteria to be escorted into the community by off-duty Division employees and civilians for up to 12 hours.

The following compendium of staff reports and activities comprises the Bureau of Programs output for fiscal 1974 in addition to the aforementioned accomplishments:

**Activities**

Items of correspondence referred by the Director and completed by Bureau staff	232
Grievance hearings conducted	13
Monthly work release reports	8
Monthly furlough reports	12
Staff liaison for Division employees hired under Emergency Employment Act (EEA) —	
monthly reports submitted	12
Requests handled for additional copies of selected Division Standards	85
<i>Annual Report (1973-1974) and Progress Towards Objectives (1973-1974) completed</i>	2
Talks by Bureau Chief on Division's Training effort and talks to outside organizations	25
Talks by Senior Operations Analyst	12
Comments on pieces of proposed legislation	3
Report for Commissioner on "Amelioration of Prison Problem"	1
Quarterly Residential Group Centers Reports completed	4
Inmate Handbooks produced by different operational units evaluated	14
Monthly reports on assaultive incidents within institutions completed	12
Division fund drives (Cancer, DVUF, U.S. Savings Bonds, March of Dimes)	
chaired by Bureau staff	4
Prison Education Network (P.E.N.) college graduation served by Bureau staff member as liaison	1
Departmental Awards Committee monthly meetings attended by Bureau staff	
member as chairman	12
Special reports on furloughs completed	3
Special reports on work release completed	1
Issues of <i>Correction News</i> prepared and completed	4
Issues of Division Monthly Reports prepared and completed	12
Complete new sets of <i>Administrative Plan Manuals</i> for personnel within the Division	
as well as in other New Jersey State Agencies prepared	5
Field Audits of programs in areas of <i>Discipline, Correspondence and Visits, Clothing and Recreation and Leisure Time Activities</i> completed by Bureau staff	41

Midway through the fiscal year, the Division received word from the Department of State's Division of Administrative Procedures that 62 Standards covering 40 subject areas pertaining to inmate care and welfare will be published in Title 10, Volume I, Chapter 35 of the New Jersey State *Administrative Code*.

**BUREAU OF OPERATIONS**

During the past year, the following program areas were audited at the state correctional institutions to determine the extent to which program operations were in compliance with Division Standards: Education; Clothing; Food Service; Housekeeping; Sanitation; Maintenance; Personal Hygiene; Correspondence and Visits; Discipline, Dental Care, and Recreation and Leisure Time Activities. General inspections were also conducted on the physical plant

of all institutions. In general, compliance with Standards of care and treatment by the institutions was found to be good. Deviations from Standards were brought to the attention of the respective administrations and means sought to remedy them.

In addition to the preparation of cumulative reports of audits, on-site inspections of physical plants and operational procedures of all of the 330 correctional and detention facilities in the state were made by the Division staff and included 10 state institutions, four residential group centers, 27 adult county detention facilities, 290 municipal lockups, 17 county juvenile detention facilities, 2 community treatment centers and 1 community service center. Areas covered in those inspections were inmate rights, health, treatment, safety, training, education and rehabilitation programs. Evaluations were made of detention equipment, security devices, sanitation, housekeeping, dis-

cipline, staffing patterns, and in-service training.

Under the direction of the Chief, Bureau of Operations, staff conducted 200 individual consultations, providing review of blueprints, suggestions of site locations for new construction, advice and information on renovating existing facilities, aid in writing and amending programs for inmate employment, recreation and academic and vocational training. Two new county facilities were in the planning stage, and renovations were made to two county facilities and thirty municipal facilities.

The Bureau functioned as a distribution point and clearinghouse during the past year for enrollees in the Federal Bureau of Prisons' Courses for Jail Officers and Administrators, receiving and distributing 440 sets of reference books, grading final examinations and requesting certificates of completion for each successful applicant.

In accordance with Chapter 372, Public Laws of 1968, the Bureau provided consultative services to all of the counties with County Work Release Programs. Nineteen of the twenty-one counties have implemented Work Release Programs, while the remaining two counties have seriously been considering taking similar action.

Correlative duties undertaken by members of the inspection staff included: A survey of overtime in operational units of the Division, efforts to reduce expenditures occasioned by overtime, and the development of a training seminar, together with State Police, for administrative level personnel from operating units to bring about improved communication and a better awareness of the problems and needs of one another.

### **BUREAU OF COMMUNITY SERVICES**

The Bureau of Community Services is charged with implementing plans for the operation of five community based facilities—three community treatment centers and two community service centers located in metropolitan areas of the State. One treatment center is in Camden and has been in operation for three years. A second one opened in Plainfield at the end of fiscal 1974. Arrangements are being made to begin renovations of a third facility in Paterson. All three centers had out-resident programs in operation at the close of the fiscal year. The community treatment centers are designed to function in conjunction with the local courts in high density urban areas to provide an alternative for youths who would otherwise be committed to a correctional institution.

One of the Division's community service centers in Newark became operational early in the fiscal year. A second center had been planned for the Jersey City area but difficulty was encountered in securing a suitable site; the latest plans are to put into operation a program either in Paterson, Elizabeth or Atlantic City. The basic objective of the community service center program is to provide services to enhance the successful re-entry of released offenders to the community.

### **OTHER DIVISION ACTIVITIES**

The Division of Correction and Parole has been provided with \$54,453 in State funds to match an equal share of Federal funds being channeled through the Department of Industry's Division of Vocational Rehabilitation Services in order to furnish amenities at various operational units: (1) medical, psychological and psychiatric evaluation; (2) physical restoration, prostheses, eyeglasses and dentures; (3) corrective surgery; (4) vocational training; and (5) placement and follow-up services upon the inmate's return to the community. Due to funding limitations, vocational rehabilitation program personnel had been available only at the State Prison, Rahway, and the three Youth Correctional Institutions. Field units had been established in major metropolitan areas in close proximity to District Parole Offices. For the purpose of expanding these programs, the agreement reached with the Division of Vocational Rehabilitation Services has enabled the Division to add four counselors at the State Prison, Trenton, the Correctional Institution for Women and the Parole District Office in Trenton. In operation, the program is initially set in motion by a referral to the rehabilitation counselor from the classification committee, or other correctional authorities. An inmate is then evaluated as to his or her vocational rehabilitation needs and the appropriate services are arranged.

Due to the continuing decline in population at the Training School for Girls, since the Gault decision of 1967, the Division of Correction and Parole sought and obtained funding totaling \$20,000 to hire a consultant group which would undertake to answer two major questions. What alternatives are available or could be developed for the Training School for Girls as an institution? What can New Jersey do with girls presently being sentenced to the Training School for Girls by the County Juvenile Courts that would be programmatically effective but less costly? Through the State Law Enforcement Planning Agency, the Division received \$15,000 from the federal Law Enforcement Assistance Administration and \$5,000 from the State Department of Community Affairs. The results of the study are expected in the next fiscal period.

With the continuing State Law Enforcement Planning Agency funding, the expanded Information Systems staff has developed, prepared, and distributed a variety of on-going reports and *ad-hoc* analyses for use in management and policy development. These have included: A study for the Supreme Court of New Jersey on sentence disparity, a series of manuals detailing institutional reporting procedures and 34 reports covering such topics as court trips, parole eligibility, fiscal 1974 Population Report, estimated future releases and the number of girls admitted from each county. They also included over 240 responses to *ad hoc* information requests, as well as the regular monthly Admissions, Releases and Residents report which accompanies the Division monthly report.

In order to provide more timely and useful information for Division management, information systems must be updated and analysis capabilities expanded. During the year, a major effort was expended in revising the work release reporting system to enable it to become a responsive management tool and initial steps were made to revise the reporting of furloughs, escapes and transfers.

In response to LEAA (Law Enforcement Assistance Administration) and State policies, and following the standards published by the National Advisory Committee on Criminal Justice Standards which require that criminal justice records be located in a secure and justice-oriented computer, discussions were begun in April to plan the transfer of the Division's data base and computer programs to the Law and Public Safety computer center. The initial transfer is expected to be completed this fall with additional data analysis programs, now in test status, being implemented as they become ready.

The Division Director was appointed to the Advisory Board of the National Crime Information Center by Federal Bureau of Investigation Director Clarence M. Kelley. The National Crime Information Center is a computerized information system established as a service to all law enforcement agencies—local, state and federal—with the objective of improving the effectiveness of law enforcement through more efficient handling and exchange

of documented police information.

In an effort to reach and inform the management level of area news media, 26 editors and publishers, or their representatives, toured Trenton State Prison and the Youth Reception and Correction Center in the middle of the fiscal year. As an official function of the Senate and Assembly Committees on Institutions, Health, and Welfare, approximately 55 legislative aides toured the same institutions. The Director and Superintendents served as panelists to discuss questions at the close of the tour. Another tour of the Vocational Training area at Trenton was conducted for nine employer groups as well as news media personnel.

Communication continued during the year with representatives of the Federal Bureau of Prisons with regard to the mutual exchange of New Jersey prisoners with those committed to the Federal system. The proposal has been submitted to the Budget Bureau, Department of the Treasury. When a mutually acceptable agreement has been reached between the New Jersey Treasury and the Federal Bureau, it will serve as a model for agreement with other compact signatory states.

The Division transportation officers completed 117 out-of-state trips to return escapees and parole violators from 23 states.

## **DIVISION OF MEDICAL ASSISTANCE AND HEALTH SERVICES**

**WILLIAM J. JONES, *Director***

### **OVERVIEW**

This year, more than ever before, the Division of Medical Assistance and Health Services was confronted by significant challenges to its resources, both administrative and budgetary. One of these challenges resulted from the economic climate—the imposition of Federal price controls on health care services and later removal of these controls during the year and the resultant upward inflationary spiral that at year's end was still rising. As a result of inflation and increased utilization, the Medicaid budget continued to rise. The major challenge to the Division in this connection was to find ways of reducing its multimillion dollar budget wherever possible, while maintaining quality health care.

During the year, the State experienced a substantial savings through the conversion of recipients in long-term care under the 100 percent State-funded Medical Assistance to the Aged (MAA) program to categorical assistance and Medicaid (See report of the Bureau of Health

Statistics and Economics).

One administrative challenge was the establishment and implementation of the Federally administered Supplemental Security Income (SSI) program giving to the Social Security Administration the responsibility for Medicaid eligibility determinations of the adult categories.

Implementation of the necessary computer programs at the federal level and systematic communications of eligibility information were the major hurdles.

Program innovations and their implementation also came under the heading of "new challenges" this year. These included Medicaid recognition for reimbursement purposes of two levels of intermediate nursing care (IV-A, Medical; and IV-B, Non-Medical), following many months of planning and development of new standards. In addition, the program recognized two new groups, psychologists and chiropractors, as eligible providers.

The Division continued to maintain its active role in

forwarding the \$54 million Newark Comprehensive Health Services Plan and by the end of the fiscal year, following numerous alterations in the concepts of the original plan, there was general optimism that the Department of Health, Education and Welfare would give final approval.

Progress was made in the establishment of formal agreements with other agencies, including the county welfare boards and the Commission for the Blind and Visually Impaired, to assure ongoing benefits and services to Medicaid recipients. Official liaison was established with the Office of the Attorney General with the formation of a new committee to review Medicaid referrals of cases for possible criminal action by the Attorney General's office.

The widespread Federal involvement in the administration of the State Medicaid program continued and in some areas expanded, particularly in the Long-Term Care Services program, as a result of new authorities conferred by P.L. 92:603 (Social Security Amendments of 1972). More intensive monitoring and auditing of the program by federal authorities and changes in the authority to decertify nursing facilities and apply waivers at the federal level were manifest this year.

As the result of ongoing surveillance activities, the Division this year recovered over \$1 million from third party and other health insurance sources, in addition to reimbursements from incorrect billings by providers. This represents nearly double the amount recovered in the same period last year.

### **Staff Development and Training**

Eighteen training sessions were held for orientation of a total of 65 newly appointed staff, including medical and nursing professional staff, administrative staff and clerical staff. In addition, five two-hour sessions were held for 29 staff members to prepare them to carry out the Employer, Performance, Evaluation and Improvement System (EPEIS). Follow-up indicates consistent compliance with the concept of mutual agreement regarding definition of job responsibilities and expected performance standards on the part of supervisors and their staffs.

Progress continued toward upgrading clerical skills: 10 clerical staff completed programs offered by Civil Service; 4 completed the Division medical terminology course; and 13 participated in a two-hour session on completion of Travel Forms. In addition, 20 staff members received tuition aid for academic courses during the 1973 fall semester; 14 received aid for the 1974 spring semester; supervisors and Division middle managers continued to participate in the ongoing courses in management offered by the Department of Civil Service, and 2 bureau chiefs participated in the Executive Seminar.

This year the Medicaid exhibit was on display at several annual professional organization conventions including the N.J. State Nurses Association (Cranford), the Medical

Society of New Jersey (Atlantic City) the N.J. Optometric Society and the American Podiatry Society (both at Tamiment, Pa.), in addition to the displays at the Hopewell Community Health Fair sponsored by the League of Women Voters.

## **ADMINISTRATIVE SERVICES**

### **BUREAU OF CLAIMS AND ACCOUNTS**

The Bureau conducted 100 field audits of nursing facilities during the reporting period, with a total recommended recovery of approximately \$580,000. In addition, the Contractors (Blue Cross and Prudential Insurance Company) performed 143 audits of hospitals and/or home health agencies with a net recommended recovery of approximately \$228,000.

During the year, 76 facilities received billing instructional conferences provided by the Bureau. This service continued to be provided to facilities on request as well as on an automatic basis to all new facilities entering the program.

The Medicaid program started reimbursing for patients by level of care as of January 1, 1974, with the inception of the Intermediate Care Facilities (ICF) program. The administrative ceiling for skilled patients was increased from \$23.46 to \$25.62 and a new administrative ceiling was established for Level IV-A and IV-B at \$25.40 and \$21.96 respectively.

### **BUREAU OF HEALTH STATISTICS AND ECONOMICS**

Eligibility for Medicaid decreased during fiscal 1974, to 569,000 persons in June, down 1.5 percent. Only Old Age Assistance (OAA) and Disability Assistance (DA) had increases this year, partly due to the implementation of the SSI program. Part of the increase in OAA also was due to the transfer of approximately 2,400 MAA eligibles to OAA, effective January 1. Assistance to Families with Dependent Children (AFDC), Assistance to Families of the Working Poor (AFWP), and Children's Services had decreases during the year of 2.0 percent, 8.6 percent and 12.3 percent, respectively. Due to a partial phase-out of the Cuban Refugee Program, the eligibility rolls of that category dropped by 45.8 percent, from 6,703 persons in July 1973 to 3,632 in June 1974.

During the year, Medicaid spent \$315.7 million for medical services, \$46.2 million more than last year. The distribution of payments changed very little, with nursing care accounting for 28.3 percent of the total payments; inpatient hospital, 24.4 percent; physician services, 12.7 percent; mental hospital per diems, 12.6 percent; hospital outpatient services, 6.7 percent, and prescribed drugs, 6.6 percent.

The average monthly payment per eligible was \$44.59, 12.7 percent higher than last year. The average monthly utilization ratio (recipients divided by eligibles) was 43.6 percent, an increase of 4.1 percent over last year.

A. *Old Age Assistance*:\* The average monthly number of persons eligible for Medicaid through OAA was 42,326, approximately 7 percent of the total number of eligibles. Payments amounted to \$110 million, for an increase of almost 10 percent over last year. Of the payments for OAA, almost 66 percent was for nursing care, 21 percent for mental institutional care and 4 percent for prescribed drugs. Medicare "B" premium payments came to \$2.8 million. Monthly average payments per recipient and per eligible were \$307.79 and \$216.60 respectively.

B. *Disability Assistance*:\* The DA eligibility rolls averaged 35,573 persons per month during fiscal 1974. Of the \$43.9 million spent for persons in this category, 43.2 percent and 10.7 percent went for hospital services, inpatient and outpatient respectively; 21.9 percent for nursing care; 10.2 percent for physician services; and 7.4 percent for prescribed drugs.

C. *Assistance to Families with Dependent Children*: An average of 169,000 recipients received medical care each month during fiscal 1974, 40 percent of the eligibles in this category. The \$117.6 million spent was distributed 39.6 percent for inpatient hospital services; 25.2 percent for physician services; 11.0 percent for outpatient services; 9.7 percent for dental services and 9.6 percent prescribed drugs. Over 75 percent of all Medicaid dental expenditures were made for persons in this category.

D. *Assistance to Families of the Working Poor*: Eligibility rolls decreased in AFWP this year by 14.2 percent; the average monthly number of eligibles was 37,577 persons. Total payments came to \$8.8 million, an increase of \$600,000. The average monthly payment per eligible was \$19.67, \$3.66 higher than last year.

E. *Assistance for the Blind*:\* This is the smallest category, with only 0.2 percent of the eligibles and 0.4 percent of the expenditures. An average of 639 persons received services each month, a little more than one-half of the eligibles. Nursing care accounted for one-half of the total expenditures and hospital services one-quarter, with physician services and prescribed drugs less than 10 percent each. The average monthly payment per eligible was up \$6.84 to \$79.33.

F. *Children's Services*: An average of 19,442 children were eligible for Medicaid during fiscal 1974. Almost one-third of the total payments (\$10.8 million) went for mental hospital per diems. Other high dollar services were inpatient hospital services, \$3.6 million;

outpatient hospital services, \$1.7 million, and physician services, \$1.1 million. The average payment for an eligible was \$46.15; \$15 million of which was due to the mental hospital per diems.

G. *Medical Assistance for the Aged*: The number of persons eligible for MAA went from 2,642 in July, 1973, to 183 in June 1974, as more than 2,400 persons were transferred to OAA. Of the \$8.5 million spent for persons in this category, \$6.5 million was for payments for nursing care and \$1.5 million for payments for mental hospital per diem care.

H. *Cuban Refugees*: A partial phase-out of this program caused the eligibility rolls to drop. Total expenditures were \$3.3 million, of which \$1.3 million was for hospital services and \$1.0 million for physician services. The average monthly payment per eligible was \$55.53.

## DATA PROCESSING SECTION

The Data Processing Section was actively involved in the initiation of new computer programs to identify eligible children who have not received any Medicaid services, as part of the required data for the Early and Periodic Screening Diagnosis and Treatment (EPSDT) program.

A period of six months of planning (July-December 1973) culminated in the issuance of Medicaid validation cards to the SSI-eligible population. The major departure from standard Medicaid procedures was the federal involvement in Medicaid eligibility decisions and central disbursement (per Blue Cross) of Medicaid eligibility cards.

During the year, systems modifications were effected to incorporate claims processing procedures for the non-Medicaid population of the Division of Youth and Family Services (DYFS); this was expected to facilitate a uniform medical claims payment for DYFS.

## MEDICAL SECTION

### BUREAU OF PROFESSIONAL AND TECHNICAL SERVICES

With the implementation of the new chiropractic program, on January 1, 1974, a chiropractic section, headed by a part-time consultant, was added to the Bureau. Provider participation included about 50 percent of the practicing chiropractors, with a resultant increase in utilization of these services, which have been monitored.

Three physicians were added to the medical consultant staff.

Innovative reimbursement policies were implemented in the medical supplies and equipment services program as

\*These categories (OAA, DA and BA) were combined under the Supplemental Security Income Program on January 1, 1974. However, for reporting purposes, the State is required by the federal government to continue statistical reporting in formats prior to the changeover.

well as pharmaceutical services. New regulations governing termination of rentals of medical equipment when payments equal 120 percent of the purchase price were instituted. In addition, for the first time, pharmacy providers could be reimbursed for prescription drugs on a sliding scale on the basis of their Medicaid dollar volume; pharmacies providing 24-hour service for Medicaid services were allowed an additional dispensing fee of 10 cents.

In the dental program, the dollar limit of routine dentistry was removed so that prior authorization was no longer required for routine dentistry over \$75; however, non-routine services continued to require authorization. In a move estimated to save the program potentially between \$500,000 to \$750,000 per year, a limitation was placed on the number of dentures per dental arch during a three-year period to one per recipient. Another change in the dental program was the institution of provisions allowing for partial payment of dental services not completed due to non-cooperation by the recipient.

In the podiatry program, new regulations were adopted to remove the requirement of prior authorization from all podiatric services with some exceptions.

### **BUREAU OF CHILD HEALTH SERVICES**

The major focus of the Bureau continued to be implementation of the EPSDT program. As a result of a cooperative effort with the Division of Public Welfare, 12,000 non-utilizer children were referred to providers for induction into the system of medical care. In addition, the Bureau conducted a survey of health services in the public schools; data resulting from the survey provided basic information for a pending proposal by this Division to incorporate the school population into New Jersey's EPSDT program.

In further efforts to develop the program, agreements for screening services were developed with a variety of health providers throughout the state. In addition, vigorous efforts were made to publicize the EPSDT program and inform recipients through TV and radio spot announcements, incorporation of screening information in newsletters aimed at recipients and the dissemination of a bilingual flier to all AFDC and AFWP families.

### **BUREAU OF LONG TERM CARE**

During the year, the number of individual nursing patient care assessments performed by the Division's nursing staff to determine needed levels of care increased by approximately 6,000 over the previous year for a total of 40,850 assessments. The Medical Evaluation Team conferences for individual patients also increased to 40,232. The factors responsible for the work load increases were the substantial increase in persons eligible for long term care, the full implementation of the Intermediate Care Facility (ICF) program, changes in the federal regulations requiring more

frequent utilization reviews, a more sophisticated and documented system for Periodic Medical Review and increased requests from long term care facilities for consultation and in-service education to improve patient care.

Under the new Periodic Medical Review (PMR) system, approximately 30,000 individual patient care evaluations of adequacy and appropriateness of care were made by the nursing and medical staff. In addition, approximately 250 PMR team visits were made to separate facilities to discuss the performance of that facility in providing services to Medicaid clients.

An average for the past six months shows that approximately 14 percent of the Medicaid population in long term care facilities requires Skilled Nursing; 61 percent requires Level IV-A Intermediate Care; 24 percent requires Level IV-B Intermediate Care, and the remaining 1 percent requires either no long term care or hospital care.

### **BUREAU OF MENTAL HEALTH SERVICES**

During the year, private psychiatric hospitals were approved for participation in the Program and five facilities became eligible providers. In addition, new regulations covering partial hospitalization for psychiatric services in general hospitals were adopted.

With the approval on January 1, 1974, of psychologists as eligible providers, 40 were actively participating by the end of the reporting period. Overall requests for prior authorizations for psychiatric treatment increased by 42.5 percent over the previous year to 2,531. Of these, 2,342 (92.5 percent) were by private practitioners and 189 (7.5 percent) were by clinics, representing a decrease of 18.2 percent from last year's total.

### **MEDICAL CARE ADMINISTRATION**

The Medical Care Administration office continued to exercise close surveillance of long term care facilities in reference to survey deficiency reports and the receipt of complaints relative to continued program participation of the facilities. Toward this end, certain administrative changes were initiated and a coordinator of complaint activities was established to concentrate on the review, investigation and follow-up of all complaints received in the Division.

An Assistant Chief, Medical Care Administration, position was also established with major responsibility being associated with implementation of the SSI-Medicaid program and coordination of EPSDT administrative functions.

The office continued to receive and process new provider applications of those other than private practitioners and to maintain various provider directories of eligible and approved participating providers.

The Contractors Advisory Committee continued to meet

in biweekly sessions and continued to provide assistance to the Division in meeting policy and administrative goals. In addition, the Long Term Care Committee was formed including representatives of proprietary and non-proprietary nursing facilities and continued to meet in regular sessions to assist the Division in resolving issues relevant to long term care. The representatives of the former Hospital Advisory Committee also continued to meet on an intermittent basis for similar purposes with respect to hospital services.

### **BUREAU OF LOCAL ADMINISTRATION**

In meeting requirements under P.L. 92:603, a new Medicaid Retroactive Eligibility Unit was established for paying claims retroactive to 90 days for applicants who would have been eligible at the time of services except for failure to apply.

The workloads of the Local Medical Assistance Units substantially increased with the adoption of the ICF Program in which the units were responsible for coordinating the transitional phase to the new program, and there was a substantial impact in the local units created by the adoption of the SSI program. This was created by inquiries and complaints by recipients who had not received their Medicaid Eligibility Cards, resulting in a plan to provide temporary Medicaid cards through the local units. Although the total cards issued to date numbered more than 7,000, it was expected that with the stabilization of the SSI system, the number of requests for cards would drop.

In addition, the local units were actively involved in the "outreach program" under the EPSDT program and participated through maintenance of a local provider directory and through mailings of informational fliers.

### **BUREAU OF MEDICAL CARE SURVEILLANCE**

During the year the Bureau registered 1,043 cases for investigation and completed 904. Recoveries totaled \$1,130,214, more than doubling last year's recoveries of \$549,034.63.

As a result of surveillance activity, seven providers were suspended from Medicaid for submitting improper and false claims; one physician fraud case was presented to the Monmouth County Court, resulting in conviction and suspension of the physician's license to practice. Twenty-one providers attended peer review meetings with the Division's medical and surveillance staff in an effort to correct various deficiencies in their practices with reference to Program regulations, and six administrative hearings were held.

During the year, 190 letters were issued to the various county welfare boards relating to questionable eligibility situations involving recipients' employment, residency and other health insurance matters. In other activities, the Bureau continued to monitor high volume providers and this year focused attention on the billing practices of

hospital-based physicians.

The contractors reported that due to their claims processing systems of identifying recipients with other medical insurance, a savings of \$3,406,207 was effected, and the contractors also report a total savings of \$1,241,052 in the hospital claims review system.

### **Procedures Development and Communications Unit**

The unit was instrumental in the development and distribution of many significant program documents including major revisions of eight program manuals and the development of two new provider manuals for chiropractic and psychology services respectively. A Medicaid Facts flier was developed and geared toward recipients of SSI. In addition, the Unit prepared a new Medicaid eligibility card for recipients of SSI and coordinated Program regulations between the staff, contractors, providers and recipients.

### **BUREAU OF UTILIZATION REVIEW**

The Chief of the Bureau in cooperation with the Bureau of Mental Health Services initiated and concluded initial periodic medical reviews of State psychiatric hospitals. To continue ongoing review of psychiatric hospital patients and medical surgical patients in State schools for the retarded a permanent Institutional Population Unit was established consisting mainly of medical and nursing staff.

The Bureau was instrumental in forwarding a comprehensive study of the rising length of the average hospital stay of Medicaid patients in acute general hospitals, re-emphasizing the Division's ongoing mandate to seek methods of reducing costs wherever possible.

### **BUREAU OF RESEARCH AND DEVELOPMENT**

The Bureau continued to monitor progress being made at the nursing facilities on which Life Safety Code hearings were held. Included in the monitoring process was the preparation of letters through the Department granting extensions of time for facilities to correct deficiencies. During the year, the Bureau received more than 100 requests for fair hearings; about 85 required a full written decision, while the remainder were either withdrawn by the appellant or resolved prior to the hearing.

The Bureau was designated to handle all inquiries concerning abortions and continued to receive numerous calls in this regard. Among the other activities of the Bureau this year was involvement in developing various contracts for the Newark Comprehensive Health Services Plan, inter-agency agreements and preparing revisions to Chapter 413 Health Services Act as well as the State Plan Preprint for the Federal Government.

# DIVISION OF MENTAL HEALTH AND HOSPITALS

MARTIN H. WEINBERG, M.D., *Director*

## Introduction

During the past fiscal year, the Division placed increasing emphasis on the development of additional community mental health services, the exercise of full civil rights for patients and on innovative programs to provide a better therapeutic milieu for patient care. These efforts, coupled with modest but significant advances in other areas of concern, added up to another year of steady progress.

The Division began to direct even greater attention to the metamorphosis of the old "State hospital" into a more dynamic type of public psychiatric hospital, with the development of better therapeutic programming and more active working relationships with community mental health activities in all parts of the State.

Contributing to the significant changes in the philosophy of mental health care in the past years have been major technological advances in the whole field of mental health and mental illness, greater awareness of the benefits of crisis intervention, more rapid institution of treatment and an increase in the treatment of patients in resources as close to their home communities as possible. In short, the concept of community psychiatry came into its own, and New Jersey, along with other states, began to move towards a balanced system of services which incorporated a variety of treatment resources, including not only the public psychiatric hospital, but other existing services at all levels—State, county and municipal, with energies directed to improving such services and developing a more effective liaison with these resources.

## HIGHLIGHTS

One of the most important developments of the year was the appointment of a task force to study New Jersey's system of delivery of mental health care. In May, an eighteen member Joint Planning Council was appointed to study the comprehensive mental health needs of the state. The Council has a mandate from Commissioner Klein to serve as a "mechanism for synthesizing the various recommendations flowing out of the numerous elements."

The need for intensive planning to develop a coordinated and integrated mental health delivery system in the State has been recognized for some time. Both State and Federal legislation require that the comprehensive health plan for New Jersey include mental health planning. In addition, there are such questions as the future role and size of the public mental hospital, financing of community-based

mental health operations, alternatives to psychiatric hospitalization and other issues of concern.

Of the eighteen members, five were designated by the Commissioner of the Department of Health (including a representative of the State Health Planning Council), and thirteen were appointed by Commissioner Klein from among consumers and providers of mental health services and from among groups which have demonstrated serious interest in mental health services over the years. A major focus of attention by the Council will be the updating of New Jersey's mental health statutes which have not undergone a major revision since 1965. Certain changes will be necessary to enable the state to comply with recent developments in Federal legislation and major court findings.

One Federal court decision was expected to have an immediate impact on both programs and budgets of the Division's institutions by late 1974 when the court's finding in the case of *Souder vs Brennan* is expected to eliminate the exploitation of patient labor.

Effective December 1974, working patients must be paid the minimum hourly wage now mandatory throughout industry. This is expected to put an end to the practice of "patient peonage" where patients have been employed to perform routine chores or duties at merely token wages under the euphemism of "industrial therapy."

By the summer of 1974, New Jersey had twenty-two community mental health centers in operation which are now serving well over 40 percent of the State population, particularly in heavily populated urban areas which are considered high risk population centers for mental health problems. At the end of the fiscal year, Region II Office of the National Institute of Mental Health (HEW) reported that a total of ten community mental health center grants had been awarded to New Jersey during the preceding year, four for construction and six for staffing. The four construction grants totaled \$893,057, while the staffing grants for six newly funded centers totaled \$2,676,153 for the first year of operation. The total Federal allocation to the State for fiscal year 1973-1974 was \$3,569,210. In addition, the Division participated in the center construction program with funds from the State's 1974 fiscal year budget in the amount of \$780,000.

Ancora Psychiatric Hospital was re-accredited by the Joint Commission on Accreditation of Hospitals during the year. Ancora was the first of the State's psychiatric hospitals to be surveyed under the newly formed Psychiatric

Council of the Joint Commission on Accreditation of Hospitals (JCAH). In 1972, the Joint Commission updated its procedures and inaugurated a special survey program for psychiatric facilities. The organizations joining with the JCAH on the new Accreditation Council for Psychiatric Facilities include: The American Academy of Child Psychiatry, the American Association on Mental Deficiency, the American Psychiatric Association, the National Association of Private Psychiatric Hospitals and the National Association of State Mental Health Program Directors.

In January 1974 legislation was signed doubling the per capita expenditure for community mental health services from fifty cents to one dollar. It is expected that sixty-three participating agencies at the community level will be helped to expand elements of their programs to meet long-felt needs.

During the past year, the newly introduced uniform payroll unit system, developed through experience gained in cost studies of the five psychiatric hospitals and Glen Gardner, now provides an excellent managerial tool and is expected to provide information on an ongoing basis which should make it possible to provide valuable information for fulfilling four major functions: 1) In presentations to budget and Legislative offices, the Division will be able to account for whatever cost breakdowns are needed, from the vantage point of several years of experience. It may make it possible to make some determination as to the cost-benefit ratio of various treatment modalities. 2) The revised system will also allow for a more fair and reasonable rate structure. 3) Will facilitate auditing procedures of the federal government, Blue Cross, Prudential and other third part payers, thus helping the state to determine a fair distribution of costs, and 4) Will enable the Division to identify whether a program is self-supporting or requires subsidization and will allow for a meaningful adjustment of rates for services where needed.

Among research grants during this fiscal year, there were a number of considerable interest to the mental health field. A total of \$1,318,645 went to programs in alcohol studies or projects relating to alcoholism which is now being recognized as the nation's number one public health problem. The largest single grant in this category was to the Rutgers Center for Alcohol Studies. A second largest grant also went to Rutgers, a total of \$397,960 for Psychological Studies of Behavior. Other pertinent research funded included: \$12,145 for a project on the History of Mental Hospitals in the United States to 1900; \$145,162 for a study on Aging and the Use of Community Resources, and \$182,795 for a study of Insurance and Linking the Insured to a Mental Health Care System. Additionally, \$100,000 was provided in the form of a construction grant for the South Amboy Hospital Community Mental Health Center, while three grants totaling \$269,235, designed to support pilot or full scale activities demonstrating the

technical and economic feasibility of new or improved methods of providing mental health care, went to the Atlantic Guidance Center, Mt. Carmel Guild of Newark and the Mercer County Regional Medical Plan.

Before the close of the fiscal year, the Division also researched the potential cost of implementing eight mental health bills then pending in the State Senate and fiscal analyses were sent to the Department's Division of Business Management.

The various bills, which center chiefly on improving quality of care, provision of appropriate legal safeguards for the mentally ill and the assurance of full civil rights for patients were analyzed as follows:

<b>Bill #</b>	<b>Subject</b>
S-1115	Criminal responsibility.
S-1116	Competency of persons to stand trial and right to have legal counsel and psychiatric examination.
S-1117	Civil rights of mentally ill.
S-1118	Establishment of judicial review system for persons confined in institutions beyond thirty-one days.
S-1119	Purchase of care for the mentally ill.
S-1032	Establishment of a mental treatment standards committee and patient treatment review board.
S-1033	Compensation for working patients.
S-1034	Provision of separate hearings for determination of ability to pay for services for the mentally ill and for the commitment of the mentally ill.

The Division's program of fiscal audits of the community mental health centers operated effectively during the past year. Audits have been completed at Youth Consultation Service-Holley Child Care and Development Center, Central Bergen Community Mental Health Center, Fairlawn Mental Health Center and Mount Carmel Guild Multi-Service Center. These audits are designed to provide an evaluation of the adequacy and effectiveness of the controls developed to carry out administrative objectives for the center or affiliate under review. At the end of an audit, each auditor has amassed information that forms the basis for approval and suggestions. The most important findings are discussed with administrative staff of the center in an interview.

During the fiscal year, there were major changes in programs at the Neuro-Psychiatric Institute, when the Bureau of Research in Neurology and Psychiatry was phased out at the end of 1973, ending two decades of distinguished research. The research function in New Jersey has now been taken over the New Jersey College of Medicine and Dentistry at Newark and the Rutgers Medical College.

In June, the Drug Addiction Treatment Unit at the institute phased out its inpatient operations. Treatment of drug addiction the became the responsibility of local clinics. The suspension of this program climaxed almost a decade of involvement in the drug abuse treatment activity of the

State, since the Department of Institutions and Agencies originally carried the entire responsibility for the drug treatment program until it was transferred to the Department of Health by legislation in 1969.

### RESIDENT PATIENTS TREATED\*

Fiscal Year 1968-1974

	1968	1969	1970	1971	1972	1973	1974
Greystone	6346	6168	5997	5294	4795	4100	3757
Trenton	5377	4776	4425	4319	4497	4540	4277
Marlboro	4414	4066	4199	4261	4422	4333	4376
Ancora	4556	4430	4605	4863	4760	4449	4354
N.P.I.	2046	2379	2584	2466	2561	2493	2453
<b>TOTAL</b>	<b>22,739</b>	<b>21,819</b>	<b>21,810</b>	<b>21,203</b>	<b>21,035</b>	<b>19,915</b>	<b>19,217</b>
	%	%	%	%	%	%	%
Greystone	27.9	28.3	27.5	25.0	22.8	20.6	19.6
Trenton	23.7	21.9	20.3	20.4	21.4	22.8	22.2
Marlboro	19.4	18.6	19.3	20.1	21.0	21.8	22.8
Ancora	20.0	20.3	21.1	22.9	22.6	22.3	22.6
N.P.I.	9.0	10.9	11.8	11.6	12.2	12.5	12.8
<b>TOTAL</b>	<b>100%</b>						

\*Resident Patients at Start of F.Y., plus Admissions and Transfers

### Comprehensive Community Mental Health Services

Despite Federal cutbacks and delays in funding, New Jersey is now providing mental health services on the local level to approximately 3,183,500 persons in the State, or 44 percent of the population, through the twenty-two existing Community Mental Health Centers.

During May 1974, four construction grants were approved by the Federal regional office. New Jersey received \$605,213 from 1973 impounded construction funds which had to be allocated by June 30, 1974, as well as \$411,949, which must be allocated before June 30, 1975. The two-year allocations total \$1,017,162, less administrative costs of \$50,858. All four projects were funded for purposes of remodeling and renovation. There is a balance from the two allocations of \$73,247 which will be allocated before June, 1975. All four approved projects also have staffing grants.

Well before the end of the fiscal year, the Office of Community Mental Health Services had developed the final procedures for the distribution of the supplemental per capita money. With approximately \$340,000 available

from fiscal 1974 unexpended funds, county allocations amounting to four and one half cents per capita were computed for a total of \$339,723. A pro-rated schedule for distribution of this money to currently participating outpatient programs was developed, based on county Mental Health Board recommendations originally submitted for the anticipated twenty-five cents per capita increase.

Shortly after the announced increase of State grant-in-aid money, seventy-five applications were received by the Office of Community Mental Health Services requesting support for 189 elements of service in the four programming areas as indicated below:

Program Area	F.Y. 1975 Applica- tions	Currently Operating
Outpatient Services	55	53
Partial Hospitalization	51	23
Emergency Services	39	19
Consultation & Education	44	22
	<u>189</u>	<u>117</u>

Forty applications were received for the 1974 Special Grants Program, and following review by the State Community Mental Health Board and the Division Director, fourteen were approved for a total of \$179,974.

During the year, the National Institute of Mental Health (NIMH) revised its policies in regard to priorities for community mental health center staffing and construction funds. Priority is now being given to projects which will make possible a comprehensive range of mental health services to a population which has not had such services. NIMH plans to place special emphasis on the capacity of such centers to maintain community-oriented mental health programs, as well as ability to capitalize on fiscal initiatives designed to reduce the centers' dependence on Federal staffing grants.

All of the Division's hospitals reported increasing cooperation with community mental health resources in their respective areas and the development or initial planning of link-up programs to ease the individual patient's return to the community. Greystone Park Psychiatric Hospital has been particularly active during the past year in this respect. Section II (the Passaic Unit) altered its discharge staff schedule to accommodate members of the Passaic-Clifton Community Mental Health Center team. Members of this team spend one full day a week at the Hospital and a team from the Paterson Community Mental Health Center was also planning to send a team on the same day. With this cooperative planning, patients were expected to be receiving follow-up care in their communities within a week of discharge. A link-up program was also developed with the West Bergen Community Mental Health Center for services to patients discharged from Section I, the Bergen County Unit. In addition, patients from the Bergen County Unit visited the Hackensack Hospital Community Mental Health Center's Partial Hospitalization Program and outpatient department, as well as the Rehabilitation Workshop in the Occupational Training Center in Morristown to acquaint themselves with services available to them after discharge.

One difficulty experienced by Greystone Park, in its attempt to expand and maintain such link-up programs, has been the problem experienced by some of the community mental health centers in finding personnel to participate in such programs.

Also at Greystone Park, staff of the South Bergen Community Mental Health Center visited the hospital to discuss their program, which can serve twenty patients in their Day Treatment Center.

### **Patient Programs**

With the growing public awareness of problems associated with alcoholism, the Division's institutions are embarking on, or are in the process of planning new programs, for the alcoholic patient. Marlboro Psychiatric Hospital

opened an Alcoholism Recovery Unit in February 1974, with functions as a separate day treatment unit, utilizing educational and group methods for intervention and treatment. The program is supplemental to the basic hospital therapies. By the end of the fiscal year, the unit had doubled its program. The original five-day, two-hour program of educational lectures and discussions has now been increased to include the weekend.

The first year's operation has demonstrated certain difficulties, particularly in the matter of combining alcoholic patients with disturbed mental patients, as well as problems of referral after treatment. A proposal is being made that a joint project be set up with the Department of Health for a twenty-four-hour treatment unit in one of Marlboro's cottages.

At New Jersey Neuro-Psychiatric Institute, the Alcoholism Program is functioning effectively after streamlining its program to four weeks. This program, the oldest one for alcoholics within the Division's institutions, has continued to produce excellent results with this difficult type of patient. In the past fiscal year, a behavior modification program, specially designed for alcoholics, has proven highly successful.

An ancillary behavior modification program, also specially designed, is for the spouses of alcoholics, one of the most resistive and difficult groups to reach. This has proven successful as well and is a promising development in the direction of family therapy. The unique feature of the behavior modification programs at the Institute has been its emphasis on self control. The method has also been used successfully with mentally ill patients, drug addicts, and prisoners.

The other hospitals within the Division are also exploring the possibility of developing special programs for alcoholics.

Other developments in programming for patients include a Patient Education Program at Greystone Park Psychiatric Hospital which has been introduced in several sections of the Hospital. A brochure, "Treatment Through Education," outlines the curriculum. The Patient Education Program is aimed at providing patients with the necessary skills in six basic areas of living: Personal care, daily living, social living, human behavior, leisure time activity and community involvement. With programs of this type, the hospital expects to have patients better prepared for discharge to the community.

At Trenton Psychiatric Hospital, the Geriatric Hospital initiated a weekly group therapy session for patients soon scheduled for discharge. These sessions are conducted by a psychiatrist and a social work supervisor. Such preliminary activity is valuable in view of the lengthy periods of hospitalization some of these patients have experienced. The effectiveness of such an approach is indicated in the fact that the Geriatric Hospital was able to discharge two patients who had been hospitalized continuously for thirty

and thirty-five years, respectively.

Greystone Park also reported good results with the introduction of a behavior modification program. In Section II alone, more than 100 patients participated, while individual treatment programs included another fifty patients and almost 500 patient hours were spent in four therapy groups within a few months of the program's introduction.

At the Neuro-Psychiatric Institute, the nationally recognized behavior modification techniques developed by the Experimental Sociology research staff were extended to the chronic wards where gratifying responses from both staff and patients in this difficult area of treatment point the way to further uses of this promising treatment modality.

At Trenton Psychiatric Hospital, fifteen nurses in the East Hospital section began to conduct weekly group sessions with patients as a result of their weekly seminar on group interaction which was conducted by an instructor from Rutgers University.

Marlboro Psychiatric Hospital started a program for a group of severely retarded patients earlier this year. Nursing personnel received special inservice instruction on the needs of these patients and a member of the Recreational Therapy Department was assigned to work closely with them.

### **Training and Education**

During the past fiscal year, there were thirty-two psychiatric residents in training at the three accredited centers located at Ancora Psychiatric Hospital, Marlboro Psychiatric Hospital and Trenton Psychiatric Hospital. Eight residents completed three years of training, and of these, six accepted staff positions at their training centers. The residency program continued to be one of the best sources of recruitment for qualified psychiatrists. As of June 30, 1974, 54, or 69 percent of the 78 clinical psychiatrist positions within the Division's hospitals were filled by graduates of the State Residency Training Program.

The number of applicants for residency positions compared with the number accepted is large. At one of the hospitals, out of 100 applications filed, 43 were processed, 26 applicants were invited for personal interview, 11 appeared, 7 were offered positions and 3 applicants were finally accepted. The State system, similar to other programs in New Jersey, has had few American graduates applying for positions. The critical shortage of physicians in New Jersey has been well documented. Less than half the graduates of the New Jersey College of Medicine and Dentistry remain in the State for intern or residency training, which means they are ultimately lost to potential State service. Records show that physicians tend to remain in the area where they complete their training.

Recognizing the need to recruit more American medical graduates, the Advisory Council on Graduate Medical

Education was formed in the spring of 1975 with Dr. Stanley S. Bergen, President of the College of Medicine and Dentistry, as chairman. The Assistant Director of Training and Evaluation has represented the Department on this committee and also served as chairman of the *Ad Hoc* Committee on Future Structure of the Advisory Council on Graduate Medical Education, as well as serving on a committee to develop appropriate guidelines for the employment of physicians within the smaller hospitals in New Jersey which do not have training programs approved by the Council on Medical Education of the American Medical Association.

Within the institutions themselves, training and education continued on an active basis. At Greystone Park Psychiatric Hospital, where the Psychiatric Residency Training Program had terminated in 1973, emphasis was placed on in-service programs of a broad variety. A full day Geriatric Seminar was held at the Hospital on October 31, 1973, conducted by the Frederick D. Zeman Center of New York. The lectures and workshops were open to all disciplines in the hospitals, and an invitation went to staff of nursing homes in the area as well. More than 350 attended the seminar.

At Trenton Psychiatric Hospital, the residency training program moved into new quarters which provided badly needed interview rooms and special audiovisual equipment. These can be utilized not only by the psychiatric residents, but also by members of the medical and paramedical staffs in conducting group therapy and remotivation sessions, as well as other types of programs. A program in Outpatient Child Psychiatry was conducted in affiliation with the Community Guidance Center of Mercer County and the residents also attended twenty eight-hour sessions in Psychosomatic Medicine at Temple University Medical Center. Affiliation with Hahnemann Medical College for clinical neurology was also maintained during the year.

At Ancora Psychiatric Hospital, the residency training program also maintained affiliation with Hahnemann Medical College in clinical neurology and in psychosomatic medicine at Temple, as well as affiliation in forensic psychiatry at Trenton Psychiatric Hospital and the Diagnostic Center. The Ancora residents are also affiliated with the Camden County Guidance Center, the Ancora Outpatient Clinic in Camden and at Our Lady of Lourdes Hospital in Camden. This affiliation is Ancora's first program with a community hospital.

Marlboro Psychiatric Hospital found itself at a severe disadvantage in retaining its residents who had completed their training. Higher salaries attracted graduates who chose to go elsewhere rather than remain in state service. Another factor, and one common to all the hospitals, is the lack of adequate housing facilities. Marlboro, as well as the other hospitals, reported that well qualified candidates declined to accept residency appointments because no housing was provided.

In the Professional Development Program, ten applicants from the Division were approved. Ten students are currently enrolled in graduate study and five were graduated during the year. These five have returned to work at their parent institutions.

In other educational activity, the American Psychological Association evaluated Marlboro Psychiatric Hospital, Trenton Psychiatric Hospital, Neuro-Psychiatric Institute, the Diagnostic Center and the Somerset County Guidance Center and gave this consortium a two-year provisional approval for psychology training.

Trenton Psychiatric Hospital now qualifies as a training center for Remotivation Instructors, following attendance by three staff members at a thirty-hour Advanced Remotivation Course required for certification, which was held at Philadelphia State Hospital.

At the Neuro-Psychiatric Institute, the Alcoholism Treatment Unit had students from the Rutgers Center for Alcohol Studies visiting for six days at a time, for observation and learning experiences.

### BREAKDOWN OF STAFF TRAINING (Exclusive of psychiatric residents)

Psychological Intern or Fellow	10
Trainees in School Psychology	2
Graduate Social Workers	0
Undergraduate Social Workers	5
Trainees in Pastoral Counseling	29
Graduate Nurses	241
Undergraduate Affiliate Nurses	563
Practical Nurses	379

Psychiatric Aides—Hospital Attendants	500
Graduate Occupational Therapist	11
Undergraduate Occupational Trainee	15
Medical Students	22
Total	1,777

### SURVEY PROGRAM

The Division continued with its responsibilities for surveying all the inpatient psychiatric facilities in the State. There was closer monitoring of county hospitals and one of them, Atlantic County Hospital for Mental Diseases, relinquished its license when it was unable to comply with standards, particularly the Life Safety Code. All patients were screened by the Ancora medical staff and those still in need of psychiatric care were transferred to Ancora.

The obligation of all mental hospitals to comply with the Life Safety Code was a major issue during the fiscal year, and after visits by State fire authorities, the survey team met with hospital authorities, consulting and recommending avenues of approach in meeting the Code. The Division finally obtained commitments from county and private facilities for compliance with the Life Safety Code, along with projected target dates for the removal of major hazards.

Two county psychiatric hospitals, Cumberland and Burlington, completed preliminary plans to replace old and outmoded facilities with new units designed in accordance with modern psychiatric requirements.

Each of the State psychiatric hospitals has reviewed the Life Safety Code deficiencies at their respective institutions and has submitted estimated costs to the Division for compliance with the Code.

## DIVISION OF MENTAL RETARDATION

MAURICE G. KOTT, PH.D., *Director*

There was considerable expansion in the work of the Division of Mental Retardation in fiscal 1974. All components of the Division reported increased caseloads compared to the previous year. Persons in residential functional services increased by 43 (7,930 compared to 7,887); in all 8,687 persons were served in residential services. At the end of the year there were 1,108 children and adults in the Day Training Program, which is an increase of 210 over last year. The Bureau of Field Services caseload increased by 761 cases (7,689 compared to 6,928 in Fiscal 1973).

National trends, expressed in court decisions and position statements or volunteer and "social" organizations, have been reflected in New Jersey. Despite the absence of suit, this Division has been instrumental in, or influenced

by public sentiment, around voting rights, sterilization, certification of residential facilities and the function of the State schools. These social issues have been of paramount concern this year: Behavior modification, payment for resident work which makes an economic contribution to the institution and planning for future services.

In regard to behavior modification, a division-wide committee has reviewed the literature and our practices and drafted a "policy statement," presently under review by institution chief executive officers for guidance of division staff. In general, it affirms the use of behavior modification techniques, provides for appropriate cautions and respect for the individual and offers technical and procedural support for on-going activities. With respect to resident-

work, the Division has prepared for the implementation of the *Souder vs. Brennan* doctrine with pleasure. We recognize that this decision and the attendant U.S. Labor Department regulations are in the direction of recognition of resident rights and contributions and clarify the extent to which staff is really required to care for the more handicapped residents of public residential facilities.

About ten years ago, this Division last made plans for the institutions within it. We must reevaluate our former conclusions in respect to need and then determine the extent to which present physical structures can meet (from an engineering point of view) the future needs and provide anticipated services. Despite the reduction in the demand for State school placement, New Jersey does have a population which requires residential services, is most severely handicapped and has been most neglected with respect to community-type activities. We need to know the current status of this group, estimate the number and types that will require service at specific target dates in the future, and determine what educational and training services programs will be required to meet the needs of the group. Some portion of our planning process will involve the collection of data on morbidity, resource supply, and performance quality. We see it essential, however, to concentrate on the educational and social service aspects of treatment to provide for the self-care, social well-being, pre-vocational training and training for independent living.

The results of this planning process will be a blueprint (1) to specify the facilities to be built, adapted or secured in each of the next ten years and the point at which the facilities will be ready for occupancy and (2) to develop a cost projection for—(a) construction and start-up; (b) continued operation and maintenance; (c) supplemental services; and (d) relocation of cases. Since this process may be seen as an undertaking with peaks of activity, an appropriation for the first two years of planning has been requested, with subsequent justification of level of continued funding.

In the interests of brevity the goals and objectives are not being reproduced in the annual report this year. An attempt has been made to report the significant happenings in the components of the Division.

## **RESIDENTIAL FUNCTIONAL SERVICES**

The seven residential institutions of the Division have reported many of the highlights of the residential programs for the year. Some of these will be delineated in an attempt to give a composite picture of the residential program of the Division.

### **General Residential Care**

At the Hunterdon State School, thirteen cottages, the Special Care Unit and three wards of the hospital are occupied. Four additional cottages under construction are

nearing completion, but it is not anticipated that they will be approved for occupancy until the fall of 1974. When the new cottages are delivered, the bed capacity of the Hunterdon State School will increase to 1,000.

At Hunterdon, the Guest Status Program (brief respite care) continued satisfactorily with an added dimension of services relating to guest admission for the purpose of adjusting chemotherapy regimen and diagnostic evaluation. In the area of resident care, the problem of continuing concern is that of the emotionally disturbed resident. Efforts to date to meaningfully reduce or resolve acting-out, aggressive, destructive behavior have been less than satisfactory. Continued staff and consultative attention to the problem will hopefully yield some new directions, approaches or alternatives to better deal with these problems.

At the Woodbridge State School an emphasis on developing more effective approaches and techniques to alleviate resident hyperactivity was manifested by the establishment of the Behavior Care and Control Committee, the recreation department's one-to-one program and a series of lectures presented through the medical department by authorities in the field of behavior management.

At Woodbridge, the Resident Living Department published the fifth annual resident living guide which highlighted resident progress from dependent to semi-dependent to independent status. The annual resident vacation program was expanded to include non-ambulatory residents in day-long vacation experiences. An additional twenty Foster Grandparent positions were received and utilized to provide needed beneficial direct contact with forty Woodbridge State School residents. The acquisition of private guardianship increased because of a reduction in legal fees (by an action initiated by the Woodbridge State School Parents' Association) from 93 in July 1973 to 162 in June 1974.

Cottage beautification has been a priority area in the Seguin Unit at the Johnstone Training and Research Center. The residents as well as the staff have cooperated in making the cottages not only more functional but aesthetically pleasing to all. An intercom communication system has been installed in Rice Cottage with arrangements presently being made to install the system in Gregory and Valentine. The system permits the resident living staff to monitor any area in the cottage from a central control panel. Residents from Gregory, Rice, and Valentine registered and voted in the November elections.

The New Lisbon State School also experienced a cottage interior beautification program at various units. This has taken the form of providing many residents with personal lounge chairs. To date, some 141 new chairs have been placed in nine cottages.

New positions were obtained in the resident care area at

the North Jersey Training School and staffing ratios slightly increased. A combination of more multiply handicapped residents who exhibit behavioral and/or emotional problems who have been admitted recently, and a more severely retarded older population which requires increased personal care services unfortunately negated any appreciable gains in the quality of care and training which could have been anticipated from the new positions. Nevertheless, the added staff did provide for some leisure time in cottage programming for the residents.

One of the major concerns of the Vineland State School Resident Living Department, because of limited staff, has been its inability to provide individual attention to many of those residents who require such attention. In an effort to resolve this program deficit, the concept of the Big Sister Program was introduced. A "Big Sister" is one of the institution's more competent residents who has volunteered to assist in either walking, providing recreation activities and talking to residents who require individual attention.

In some instances it has been found that residents who had been behavior problems become competent individuals when they were assigned as big sisters for less competent residents.

Near the beginning of fiscal 1974, the administration considered and approved a recommendation of professional staff that a Resident Council be established at the Main and one at the Colony. The purpose of the Council is to provide a mechanism for the selection by the residents of their own representatives from each cottage to attend a bi-weekly council meeting. Representatives at the meeting can bring up for discussion any matters relating to their residency at Vineland State School or Colony. The representatives select their own officers and a staff counselor (social worker) attends the meeting. The Council can direct suggestions or recommendations for the administration, request information and present problems of concern. The administration will consider matters presented to it and respond to the Council. The first meeting of the Resident Council was held on October 19, 1973.

A program of Community Guest Status Vacation was developed. This program exists in conjunction with the Bureau of Field Services, Southern Regional Office, and was implemented to benefit those girls in our school who never go on vacations. It is also used as a trial period for possible Family Care candidates. With this program, the residents enjoy a one-week vacation in a Family Care home. Those who seem to be candidates for Family Care often go on a month's visit to better ascertain their future adjustment to community living. Girls who have money pay for this service themselves. The State has given Vineland a special fund to pay for this Community Guest Status Vacation for those residents who have no money of their own.

At the Vineland State Colony, the big event for September was a three day stay at the Port-O-Call Hotel in Ocean

City for thirty-one residents from A, B, D, F and H Cottages. This trip was provided for each resident by her own Social Security funds. It was a first in the sense that it included many residents with multiple handicaps and at the lower I.Q. levels which heretofore would have been presumed to be impossible to take on such an extended community excursion. Contrary to this presumption, the girls proved to be extremely well behaved and well mannered. Much of their good manners and behavior are results of the formal Table Etiquette Training Program at the Colony.

## **Education and Recreation**

The Hunterdon State School Workshop was expanded. A significant number of severely and profoundly retarded residents are now participating in the workshop and the involvement of an even larger number is expected in coming years.

The 1973 annual inspection of Hunterdon's education department by the Garden State School District noted several improvements. The institution was praised for development of a vocational service geared to the abilities of the residents. Especially noteworthy was the fact that the workshop was certified by the United States Department of Labor and that a fair wage was paid to all trainees.

Another highlight was that the education department at Hunterdon has been cooperating with the Employment Orientation Program of the North Hunterdon Regional High School to allow special education students from the high school to spend ten hours a week at the institution working in such areas as clerical, print shop and house-keeping.

Students traveled in another direction also. In a continuing effort to develop and expand community programs, three classrooms in the Woodbridge Township Public School No. 22 were obtained for resident use. All the residents in Cottage 10 at Woodbridge proceeded as a family unit to attend full day school and to dine each day outside of the cottage confines in the food service dining room.

The Woodbridge College and University affiliation program continued to expand with the development of a joint program between Woodbridge and the New Jersey College of Medicine and Dentistry (dental internships) and between Woodbridge and Saint Peter's Hospital, New Brunswick (geriatric counseling services for Woodbridge State School families).

Refinement in the education and training process included the presentation of a special Maximum Care Ward training project, the receipt and implementation of a grant to provide specialized services to the deaf/blind population; expansion of the Special Olympics year round physical training program, with the non-ambulatory population participating and competing for the first time, and expanded pre-vocation and vocational programs involving evaluation, pre-employment training, contract workshop,

can-crushing programs and an experimental car washing employment project conducted in the community.

This fiscal year brought some happy news at the blind unit at the Johnstone Training and Research Center. A year ago, the mobility training program had to be curtailed because of a freeze on teacher positions. During the present year, the freeze was lifted allowing the program to return again to its previous levels of teaching competence. Without the mobility instructor, the residents in the program had been seriously deprived for nearly a year of the mobility training which permits them to walk in unfamiliar areas.

At the North Jersey Training School, a cooperative instructional program with the Passaic Valley High School was implemented in the area of arts and crafts for the junior trainees. In addition, plans for a cooperative work study and vocational program were developed with the Passaic County Technical and Vocational High School. Under this program, selected students would be trained at the institution and in a like manner, Totowa students would attend classes at the Vocational School.

The North Jersey Training School has also developed a pilot sheltered workshop program after discussions with local firms indicated the need for one. Currently, ten residents are engaged in labeling plastic bags and assembling ball point pens. They are individually reimbursed for the quantity produced.

At the Vineland State School, in cooperation with the New Jersey State Police, an instructor began a program on April 17, 1973, for members of the academic classes on traffic, fire safety and community hazards. As an outgrowth of that program during October 1973, a Safety Patrol was formed in the school under the guidance of the New Jersey State Police.

In January 1974, a Shopping Class was begun to prepare residents for unchaperoned downtown shopping privileges. All residents approved for downtown shopping privileges must complete this program before they are permitted to go downtown. The instruction in the class covers such topics as the value of money, how to make change, how to spend money wisely and how to behave appropriately while in the stores.

In May 1974, thirty-three residents from the Main Campus and fourteen residents from Vineland State Colony participated in the regional meet of the Special Olympics of Glassboro State College. The residents collected sixteen first place awards, sixteen second place awards and eleven third place awards. At the State meet of the Special Olympics held at Fort Dix in June, 1974, Vineland residents won a total of ten first place awards, thirteen second place awards and eight third place awards.

## **Health Services**

There have been some significant developments in health services in the institutions of the divisions.

During the month of June, the Vineland Medical Department, through the auspices of Medicaid, initiated a new medicine distribution whereby an Automated Pharmaceutical Service, in cooperation with school pharmacists, will supply and deliver medications directly to the cottages. The system is to provide a unit dose system wherein every resident or patient will receive an individual unit pre-packaged medication. The Automated Pharmaceutical Service is also affiliated with Stanford University in California where a drug interaction review is completed each time medication is prescribed for the resident. The Medication Profile which is required by State Statutes was completed during the month of July 1973 and all procedures related to the recording requirements necessary to maintain the charts in current status are being enforced. The Profile Chart maintained in the resident's medical folder is a compilation of all medication the resident has received, allergies, drug interactions and drug incompatibilities. In August 1973, the Medication Profile was established at the Vineland State Colony Infirmary. During the month of August 1973, a Disease and Operations Index was established by which each discharged diagnosis is coded according to the International Classification of Diseases and Operations involved.

In October 1973, the first plastic surgery for residents with congenital abnormality (squint) was accomplished at the Vineland State School Hospital. The Intensive Care Unit of the new Vineland State School Hospital was opened on March 1, 1974, and is present in full operation. Patients in this area receive highly specialized care around the clock. Every aspect of the patient's condition is closely monitored by a specially trained I.C.U. team and sophisticated equipment.

At the North Jersey Training School, the dental department and resident living department initiated and implemented an oral hygiene training program in the cottages for the younger residents of the School's population. The dental program was also expanded to include prosthetic devices. In addition, a community referral program of full service anesthetic dentistry was accomplished. The North Jersey Training School also instituted daily nurse visitation to a cottage and achieved a modification of the physiotherapy program in the nursery, thereby affording a scheduled maintenance program for the multiply handicapped on the main campus.

At the Hunterdon State School, the hospital pharmacy passed inspection by the State Board of Pharmacy to become a registered pharmacy.

In an effort to improve programming for the emotionally disturbed, the Hunterdon staff established individualized planned programs for the residents.

In order to comply with Medicaid regulations, a program of individual prescriptions was inaugurated at Hunterdon for those residents in the hospital. This system is functioning favorably and met the standards established by Medicaid.

## **GENERAL INSTITUTIONAL ADMINISTRATION**

At the Woodbine State Colony, four new cottages were opened during fiscal 1974, with a capacity of 216 beds. These are all occupied. The occupation of these four cottages has made possible the evacuation of two older cottages for renovation.

At the Vineland State School this year, the four remaining new cottages were opened. One has been designated as a maximum care cottage operated by resident living personnel. The cottage staff has demonstrated through their training effort that even some of the most handicapped individuals within the school can be trained. The staff of the cottage through their efforts have moved many of the residents from a bedridden position to mats on the floor where they receive exercises. Some of the residents have advanced to the point where they make use of wheelchairs. The staff has also made significant advances in the training of residents in self-help skills, particularly in the areas of feeding and toileting.

At the Hunterdon State School, an added plant responsibility was assumed in October when the powerhouse on the property of the Correctional Institution for Women was transferred to Hunterdon's administration. This added to the workload and man-hour requirements of several skilled trades previously not involved in powerhouse maintenance.

## **PURCHASE OF CARE**

The caseload in private facilities was 630 at the end of the fiscal year, an increase of 32 from last year. One hundred twenty-three clients were admitted to the program as contrasted with 108 admissions the previous year. There were 71 transfers from the program and 9 clients were discharged. Within the purchase of care program, 60 transfers were also completed. There were 19 deaths contrasted with 21 in the previous year.

The average rate paid for the fiscal year was \$14.33 compared with an average per diem the previous year of \$13.45. The pressures on the program were significant in several regards. Inflationary trends caused most of the facilities to ask for rate increases. Several facilities refused to accept new referrals from New Jersey because of higher rates paid by neighboring states. The deinstitutionalization efforts of other states made competition for vacancies keener. Pre-admission screening by private facilities was more extensive, causing our staff to make more multiple referrals. There were seven facilities from which we withdrew or which requested removal of our clients.

## **FAMILY CARE**

The efforts of the staff in fiscal 1973, which resulted in 105 placements in family care could not be sustained in fiscal 1974, and the number of clients placed was eighty-three. More work was done, however, in developing outreach to the community around new small homes and in

engaging clients in more recreational programs. The staff of the Bureau of Field Services continued their efforts to take clients for pre-placement interviews, to match clients to homes, to follow up client adjustments, to work cooperatively with sponsors, to continue guardianship services and to take clients to some social activities. It has long been the desire of the Division to engage in training of family care sponsors and during fiscal 1975 it is anticipated that a Hospital Improvement Program grant will help train sponsors and will develop some sponsors into special training sponsors.

## **DAY TRAINING**

During fiscal 1974, the Division of Mental Retardation, Bureau of Day Training Services, opened four additional State constructed Day Training Centers, one in each of the following counties: Monmouth, Atlantic, Gloucester, and Union. During the same period of time, the Day Training enrollment, including adults, rose from 898 to 1,108.

Since the Day Training operation commenced, a significant reduction in the waiting list for institutional services has taken place. Two benefits are a cost saving and the benefit of maintaining these handicapped persons with their families and community. This is felt to have a positive cumulative effect on generating community support and understanding for the problems of these persons.

Even in these severely multiply handicapped, non-ambulant children, there are visible signs of positive change. Increasing numbers of those who were thought of by some as being totally dependent have responded to the stimuli from the outside world, have developed some verbal ability, and have increased their ability to be mobile to the point that they crawl, stand, and even walk.

It is important to mention that some 320 adults' lives and life experiences have been expanded since their introduction into the Adult Training aspects of the Bureau's program. These retarded adults whose physical handicaps or personalities prevented them from inclusion into rehabilitation programs have for the first time found self-satisfaction and the opportunity for personal growth as well as fellowship with others in their same plight in the adult centers.

## **SOCIAL SERVICES**

The Bureau of Field Services is responsible for a wide variety of social services in the Division, including the handling of the waiting list and admissions programs, community supervision program, administration of the Purchase of Care Program, supervision of Family Care activities and provision of Guardianship Services. The Bureau also acts as a source of information for the community at large as an intake source for the determination of eligibility and oversees transfer of clients between service components of the Division.

Fiscal 1974 began with an active caseload of 6,927, and 3,096 cases were added during the year. At the end of the year, 7,689 cases were active which represents a 10 percent increase over the previous year. The pace of intake also quickened during the fiscal year. At the beginning of the year, 557 cases were pending a determination of eligibility; 1,336 cases were newly opened; 677 cases were pending at the end of the fiscal year. The increase in intake activity is largely attributable to applications for adults in the Adult Activity Program.

There were 828 findings of eligibility for functional services, the majority of which were for residential care. It should be noted that the work of the three steps of intake, eligibility determination and admissions consumed the majority of the staff time of the Bureau.

The admission review is depicted in Table I. It should be noted that some of the movement could be interpreted as a temporary transfer as in guest admission; the table is reflective of admissions in the various functional service unit.

**TABLE I  
ADMISSIONS  
FISCAL '74 RSCAP**

<b>State Schools:</b>	
Johnstone	104
New Lisbon	85
Vineland	47
N.J.T.S. (Main)	21
Nursery	49
Woodbridge	26
Woodbine	39
Hunterdon	76
TOTAL	447
<b>Special Residential Services:</b>	
Purchase of Care	123
Family Care	83
TOTAL	206
Bureau of Field Services	321
Bureau of Day Training	316
Guest Placements	107
TOTAL	1,397

The largest number of admissions to residential care was to the Purchase of Care component. The admissions to Hunterdon State School include a large number of residents who have been transferred from other institutions in order to bring them geographically closer to their families.

Because the lack of bed space in State institutions and other residential resources has habitually entailed a lengthy waiting period for clients on the Division's waiting list, a system of urgency ratings has been developed in the Division in the past few years. Under this system, clients rated

as "urgent" by the Bureau of Field Services received consideration for residential placement out of the normal sequence of a chronological waiting list. The past year, 131 cases were determined to be "urgent." Of those, 108 cases were placed in residential services. Twelve cases were eventually removed from the urgency designation and 11 cases pending as "urgent" at the end of the year. The total of 131 declarations of urgency has to be seen within the perspective of the total number of persons on the waiting list within the fiscal year. That total was 927.

The waiting list (which for this purpose does not include the clients in the Purchase of Care Program) at the beginning of the fiscal year was 437 and at the end of the year, 420. There were 440 new additions to the waiting list and 50 cases were reactivated from the stand-by status. There were 70 removals from the waiting list because the cases were closed and 128 removals as a result of placement on stand-by status. While the case of intake is heavy, the number of clients being added to the waiting list for residential care is not accelerating. More clients are being found eligible for community functional services as such services become available.

This year, there were 321 clients assigned to community supervision. Forty-three were assigned from their own homes. During the year, the Bureau worked with 927 clients in this category of community supervision.

The caseload in residential guardianship at the seven State schools was 4,240 persons at the end of the fiscal year (contrasted with a caseload of 3,833 at the beginning of the year). In addition, there are 250 clients in community guardianship for a total of 4,490 clients on the rolls at the end of the fiscal year. There were 616 new assignments to guardianship in fiscal 1974. Roughly one-third of the residential guardianship clients were not seen during fiscal 1974 because of staff shortages.

Special mention should be made of the increased number of admissions to State schools for the mentally retarded from State psychiatric hospitals. This year, there were 38 admissions from 92 referrals, an admission rate of 41 percent which compares favorably with the previous year's rate of 25 percent.

## **DIVISION MANAGEMENT AND GENERAL SUPPORT**

### **Inspections**

During fiscal 1974, the seven schools for the mentally retarded were inspected on the basis of the revised standards for public facilities promulgated on July 1, 1973.

Comparison with the previous inspection based on attainment of standards is somewhat difficult because of the greater number of criteria. The table illustrates the degree that each State School met the standards in fiscal 1974:

Woodbridge State School	90.7%
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North Jersey Training School	85.3%
Woodbine State School	73.7%
Johnstone Training & Research Center	82.4%
New Lisbon State School	79.9%
Vineland State School	80.9%
Hunterdon State School	85.2%

As a consequence of the growing workload imposed on Bureau of Operations' staff, it was impossible to undertake audits of operational procedures during the fiscal year.

The Bureau of Operations continues to fill its responsibility for inspection of private residential facilities for the mentally retarded in New Jersey. This function and the licensing responsibility is, therefore, shared with the State Department of Health which is the final licensing authority.

Nine private residential facilities were inspected; seven were recommended for full licensing and two for provisional license renewal. A tenth facility will no longer require licensing because only two infants were being housed in the home. The operator has given formal notice that she is phasing out her program and will close the home as soon as placements have been found for the two infants.

The nine residential facilities currently available provide a potential in excess of 650 beds for the mentally retarded in New Jersey.

In addition to inspection of private and public residential facilities for the mentally retarded, the Bureau's staff also inspected three community Day Care Centers operated by the Division's Bureau of Day Training Services. The latest evaluation was based on an inspection of the three most recently opened centers. Consequently, many of the deficiencies found were symptomatic of problems encountered with the opening of any new facility. In spite of their newness, however, these Centers were found to have attained 85 percent of the standards established by the Bureau of Day Training Services.

### DIVISION STANDARDS

Bureau staff have completed a draft of revised standards for private residential facilities operating in New Jersey. This goal was achieved with the assistance of Departmental consultants, the State Fire Marshal's office and staff of the New Jersey Department of Health.

The new standards are considerably more comprehensive, place greater emphasis on quality of services and programs and are more informative for operators of private residential facilities and professional persons interested in the nature of programs and services available in such institutions. A major departure from the original format was incorporated in this revision. A numerical system similar to that used in the Division standards for public institutions was adapted to facilitate indexing of the various criteria. In addition, appropriate forms for licens-

ing application and copies of current legislation governing the licensing and operation of such facilities will be made a part of the overall standards.

### FISCAL ISSUES

The appropriations bill for fiscal year 1974 provided for an additional 123 new positions for various components of the Division of Mental Retardation. Of that number, 122 were allocated to State Schools for the mentally retarded and only one for the Division Central Office. The bulk of new positions (71) were appropriated specifically to the North Jersey Training School and New Lisbon State School to improve staffing in the resident living area. The remainder were essentially for new construction at Vineland and Woodbine.

One new federal grant was made available to the Division during the fiscal year. This grant known as "Institutional Reform and Deinstitutionalization" is funded in the amount of \$29,250. Continued funding of existing grants was approved during the year to include the following:

Foster Grandparents	\$390,629
Developmental Disabilities	724,234
Institutional Reform and Deinstitutionalization	29,250
Title I — Purchase of Care	118,693
Total Federal Funds	\$1,262,806

The Medicaid program continues to operate effectively at all seven schools for the mentally retarded and for the Special Residential Services group. During fiscal 1974, the following collections were made:

Vineland State School	\$1,374,379
New Lisbon State School	1,376,294
Woodbine State School	943,202
North Jersey Training School	1,601,006
Johnstone Training and Research Center	159,508
Woodbridge State School	1,006,135
Hunterdon State School	777,982
Sub-total Institutions	\$7,238,506
Special Residential Services	66,260
GRAND TOTAL	\$7,304,766

This total represents an increase of \$909,674 collected over the previous year. This increase is due primarily to an increase in billing rates authorized.

### DEVELOPMENTAL DISABILITIES

Thirty-one service projects involving a total expenditure of \$1,113,000 were awarded in fiscal 1974 to service an estimated 4,750 developmentally disabled persons. The greatest source of funds came from that portion of the total DDSA grant to New Jersey (\$824,234) allocated by the

New Jersey Development Disabilities Council to the service grant program (\$528,000). An additional \$143,000 (13 percent) in State appropriated funds was also available as an aid in matching \$442,000 (40 percent) in local funds provided by private sponsors.

As the designated State Agency, the Division of Mental Retardation administers the service grant program in accordance with the annual State Plan developed by the Developmental Disabilities Council. In addition, in fiscal 1974 the Division had available an experimental system of grant procedures and evaluation techniques developed by the Developmental Disabilities Technical Assistance System in North Carolina under a DDSA grant of national significance.

### **FOSTER GRANDPARENTS**

The Foster Grandparent Program currently operates in the seven schools for the retarded. The Division received an increased grant in the latter part of this fiscal year which will provide an additional 60 foster grandparent positions. This brings the total Federally funded foster grandparents

to 240. The State appropriation provides funds for an additional 56 positions.

The positions are assigned as follows:

Hunterdon	—	30
North Jersey	—	30
Woodbridge	—	70
New Lisbon	—	30
Vineland	—	75
Woodbine*	—	15
E. R. Johnstone	—	15
Newark Community	—	20
Day Training Centers	—	20

Foster Grandparents are assigned to children on a one-to-one basis. Activities, of course, depend on the capacity of the child. The Foster Grandparents are paid \$1.60 per hour, plus \$1.00 per day for travel.

\*Woodbine also has 65 foster grandparents paid by Atlantic Human Resources, which has a separate Foster Grandparent Grant.

# DIVISION OF PUBLIC WELFARE

G. THOMAS RITI, *Director*

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\*Resigned during the fiscal year.

## HIGHLIGHTS

The basic purpose of the Division of Public Welfare is to establish, maintain and supervise an orderly, uniform and effective system of public welfare to ensure the provision of financial assistance and related services to all eligible needy individuals and families residing in New Jersey.

Such financial assistance and related services include, but are not limited to, Food Stamps and medical services as are appropriate. The program is a supplement to any other income or resources available to an individual or family and is made available only in those situations in which sufficient income or resources are not available.

### Development of a Management Information System and Error Reduction Efforts

The Division has continued to invest considerable time and effort assisting local public assistance agencies to develop meaningful and effective management information and reporting systems which will permit timely detection of faulty determinations of eligibility and financial assistance grant computations.

As a result of the Division's study of errors being made by the county welfare boards in the Assistance to Families with Dependent Children (AFDC) program during the period April 1, 1973, through September 30, 1973, which was monitored and accepted by the U.S. Department of Health, Education and Welfare (HEW), it was determined that errors in the program were significantly above the Federal arbitrarily established tolerance levels of 5 percent for overpayments and underpayments and 3 percent for ineligibles. New Jersey's rates were 18.1 percent, 4.4 percent and 4.3 percent, respectively. Although the level of errors found in New Jersey's program was among the

lowest in the nation, the volume and scope of such errors are not acceptable either to the Division or to the U.S. Department of HEW and the Division engaged in a series of activities designed to correct such errors.

In this connection, the Board and the Division of Public Welfare formed a Corrective Action Panel, chaired by the Director of the Division, which included the following representation:

Commissioner, Department of Institutions & Agencies (*Ex Officio*)  
Chairman, Board of Public Welfare  
Member, Board of Public Welfare (Freeholder)  
Director, Division of Budget and Accounting, Department of the Treasury  
Director, Office of Research and Evaluation, Department of Institutions and Agencies  
President, County Welfare Directors' Association  
Director, County Welfare Board  
Chief, Bureau of Local Operations, Division of Public Welfare

The Panel has been charged with responsibility for analyzing the causes of errors and making recommendations to the Director for mandating corrective actions to be taken by the county welfare boards and has met on a monthly basis. Although the error rates for the total sample selected for the last six months of the fiscal year indicated that the overpayment rate rose to 20.8 percent, the underpayment rate rose to 8.5 percent, and the ineligible rate rose to 4.5 percent, the error rate for the sample selected for the last month of the fiscal year indicated that the overpayment rate fell to 16.67 percent, the underpayment error rate fell to 8.33 percent and the ineligible rate fell to 1.47 percent.

New regulations, recently issued by the U.S. Department

of HEW, will provide that the findings from the original base period mentioned above and for the period January 1, 1974, through June 30, 1974, are to be combined so that New Jersey's established base period error rates, subject to possible future federal fiscal sanctions, are 19.6 percent for overpayments and 4.4 percent for ineligible.

The federal government has now recognized that the results of corrective actions may not be expected to produce instantaneous error corrections and, as a consequence, fiscal sanctions against Federal financial participation in erroneous payments are now proposed to be taken only if the State does not reduce its errors by December 31, 1974, by 50 percent of the difference between the new base period error rates and the tolerance levels of 5 percent for overpayments and 3 percent for ineligible.

In this connection, the Division has made considerable progress in its further development of the plan for systematizing the total income maintenance function, to include the development of an automated Quality Control system.

### **Transfer of Certain Service Functions**

During the year, the Bureau of Social Services and the separate administrative unit for WIN (Work Incentive Program), as well as two Federally funded projects (Development of Employment and Educational Alternatives for ADC (Aid for Dependent Children) Youth, 16-18 Years of Age, and the National Service Reform Project), were transferred from the Division of Public Welfare to the Division of Youth and Family Services. In addition, administrative responsibility for the Commission for the Blind and Visually Impaired was transferred to the Office of the Commissioner. As a result of such transfers early in the fiscal year, the Division is now concentrating its efforts on the public assistance programs. The Board of Public Welfare abolished its Advisory Committee on Service Programs.

### **Supplemental Security Income Program (SSI)**

Effective January 1, 1974, the Old Age Assistance, Disability Assistance and Blind Assistance programs were abolished and were replaced by the Federally administered Supplemental Security Income program enacted by the Congress during fiscal year 1973. As a result of negotiations with the Social Security Administration of the Department of HEW, the Federal government has assumed responsibility for the administration, and the costs thereof, of both the optional and mandatory programs of supplemental assistance to New Jersey's needy aged, blind and disabled individuals. Although the conversion was accomplished smoothly and without major difficulty by the county welfare boards, the program, as currently administered by the federal government, is not operating as efficiently as was originally envisioned. It is anticipated, however, that effective administration will be achieved within the next fiscal year.

### **Monitoring of Municipal Welfare Department Activities**

The monitoring of municipal welfare departments has been continued and expanded as the result of the findings of a study of the 18 largest municipalities in which too many errors were discovered. Errors in the application of such rules and regulations ranged from a low of 2.2 percent to over 67 percent.

### **Manuals of Administration**

Major revisions to the manuals of administration, in order to permit better understanding and application of their contents to individual case situations by County Welfare Board personnel, were completed during the fiscal year. The proposed new manuals, after considerable study and review, were published in the *New Jersey Register* late in the fiscal year.

### **Bonus \$ Value of Food Stamps**

The Food Stamp Program has been significantly expanded in that the annual statewide bonus rate by the end of the fiscal year has grown to approximately 100 million dollars, as compared to 50 million dollars in the past fiscal year.

### **Conference of County Welfare Board Members**

A conference of county welfare board members, sponsored by the Board of Public Welfare, was held during the fiscal year. The conference specifically addressed the responsibilities of county welfare board members, with stress on the Quality Control of New Jersey's public assistance programs.

### **Increased Standards for the Public Assistance Programs**

Effective July 1, 1974, the (AFDC) Aid to Families with Dependent Children standards were increased by approximately 10 percent through gubernatorial and legislative action.

### **Assistance Payments and Unemployment Insurance Benefits**

A routine procedure has been instituted, with the full cooperation of the New Jersey Department of Labor and Industry, whereby periodic checks of Unemployment Insurance benefits are made in the Assistance to Families of the Working Poor program. A similar system has been devised and is in the early stages of implementation with respect to Unemployment Insurance benefits being received by recipients of the Aid to Families with Dependent Children (AFDC) program.

## **Agreement with State Department of Education Under Title I of the Elementary and Secondary Education Act**

An agreement was reached between the Division and the Department of Education with respect to funds available under Title I of the Elementary and Secondary Education Act. Due to the fact that Title I funds are made available to individual schools dependent upon the number of disadvantaged persons attending such school, it became necessary to permit identification of certain Aid to Families with Dependent Children (AFDC) by specific address rather than by school district. The Department of Education has agreed to accept a list, by county, of AFDC children together with their addresses. This information will be disseminated to the county superintendent of schools for a future determination for Title I purposes. The safeguarding of such confidential information has been accepted as the responsibility of the Department of Education.

## **THE DIMENSIONS OF FINANCIAL DEPENDENCY IN NEW JERSEY**

(Note: The Old Age Assistance, Disability Assistance, and Blind Assistance programs were discontinued on January 1, 1974 with the implementation of the federally-administered program of Supplemental Security Income. For this reason, the data following for these programs compares calendar years 1973 and 1972 rather than fiscal years 1974 and 1973 as for the other programs.)

### **Old Age Assistance**

The number of persons added to the caseload increased 9.2 percent from the calendar year 1972 caseload (1973—15,042; 1972—13,769); the calendar year-end caseload increased 11.4 percent (1973—40,287; 1972—36,160); the calendar year-end number of recipients increased 5.2 percent (1973—20,484; 1972—19,468).

### **Disability Assistance**

The number of persons added to the caseload decreased 7.8 percent from the calendar year 1972 (1973—9,314; 1972—9,910) and the number of recipients on December 31, 1973, was 11.7 percent above the previous year (1973—22,099; 1972—19,781).

### **Blind Assistance**

The number of persons added to the caseload was 18.4 percent less than the calendar year 1972 (1973—195; 1972—239). The number of recipients at the end of the calendar year decreased 2.1 percent (1973—950; 1972—970).

### **Assistance for Dependent Children**

The number of cases added to the rolls decreased 2.2

percent (1974—42,940; 1973—43,927). The year-end number of recipients (adults and children) was 1.6 percent more than the previous year (1974—422,937; 1973—416,098).

### **Assistance to the Families of the Working Poor**

The number of cases added to the rolls increased 18.9 percent (1974—10,196; 1973—8,575). The year-end number of recipients (adults and children) was 0.8 percent less than the previous year (1974—30,718; 1973—30,960).

### **State Medical Assistance for the Aged**

The number of persons added to the caseload decreased 33.8 percent (1974—1,417; 1973—2,139). The number of cases eligible to receive medical care under the program at the end of the year decreased 97.2 percent (1974—70; 1973—2,463).

### **General Assistance**

The number of cases added to the rolls increased 0.5 percent (1974—26,177; 1973—26,038) and the year-end number of recipients increased 9.5 percent (1974—14,520; 1973—13,255).

### **Cuban Refugee Assistance**

The average monthly cases receiving assistance decreased 37.4 percent (1974—2,759; 1973—4,408). The number of recipients at the end of the year decreased 59.6 percent (1974—3,367; 1973—8,341).

## **BUREAU OF BUSINESS SERVICES**

The Bureau made considerable progress in becoming more current in its month-to-month operating requirements and reports. Both State and federal reporting requirements are being met on a more current basis than in the prior fiscal year.

In reference to long-range objectives, some success is noted in encouraging county welfare boards to strengthen their business offices. Nevertheless, continuing emphasis must be placed on the following:

Implementation of an assistance register (listing of recipients, grants, application activity, etc.) which will facilitate compliance with expanded Federal requirements in the statistical and fiscal areas.

Generation, by computer facilities of the Department, of application and caseload data required for effective utilization of Central Index function.

Issuance of assistance checks to welfare recipients of 21 county welfare boards at State level.

Upgrading and reorganizing staff of the Bureau with the aim of increasing effectiveness and efficiency.

### **Food Stamp Section**

The following statistics reflect Food Stamp Program activity for fiscal years 1972, 1973 and 1974:

**FISCAL YEAR**

	<b>1972</b>	<b>1973</b>	<b>1974</b>
Number of Counties Participating	21	21	21
<b>Average Number of Households Participating Monthly</b>			
Categorical	55,958	65,596	75,491
Other Low Income	32,583	32,136	35,371
Total	88,541	97,732	110,862
<b>Percent of Authorized Households Participating</b>			
Categorical	80.65%	82.01%	85.89%
Other Low Income	90.19%	89.92%	89.83%
Total	83.91%	84.45%	87.11%
<b>Average Number of Persons Participating Monthly</b>			
Categorical	206,529	235,547	264,778
Other Low Income	109,986	100,458	105,439
Total	316,515	336,005	370,217
<b>Total Annual Value of Bonus Coupons</b>			
Categorical	\$20,529,577.	\$30,604,447.	\$48,479,806.
Other Low Income	\$17,294,396.	\$18,237,980.	\$23,739,238.
Total	\$37,823,973.	\$48,842,427.	\$72,219,044.
<b>Total Annual Value of Coupons Purchased</b>			
Categorical	\$61,500,456.	\$ 75,583,276.	\$100,214,443.
Other Low Income	\$32,375,174.	\$ 32,633,660.	\$ 40,017,414.
Total	\$93,875,630.	\$108,216,936.	\$140,038,857.
<b>Average Monthly Value of Bonus Coupons Per Person Participating</b>			
Categorical	\$ 8.28	\$10.83	\$15.26
Other Low Income	\$13.10	\$15.13	\$18.76
Total	\$ 9.96	\$12.11	\$16.26
<b>Average Monthly Value of Coupons Purchased Per Person Participating</b>			
Categorical	\$24.82	\$26.74	\$31.48
Other Low Income	\$24.53	\$27.07	\$31.63
Total	\$24.72	\$26.84	\$31.52

It is apparent from the above figures that Food Stamp Program activity has shown continuous growth throughout the three-year period.

The average monthly number of households participating increased 10.38 percent between fiscal 1972 and 1973 and 13.43 percent fiscal year 1973 and 1974. The total annual

value of bonus coupons increased 29.13 percent and 47.86 percent for the same respective periods.

Approximately 903 audits of banks and bank branches were completed during the year by the auditor assigned to the Food Stamp Program.

### **Field Auditing — County Welfare Boards**

The field auditing staff of the Section audited the fiscal activities of sixteen county welfare boards in calendar 1972 and six county welfare boards in calendar 1973.

**Tables generated by the Section are included as Appendixes I and II.**

### **BUREAU OF LOCAL OPERATIONS**

During the fiscal year, the objectives of the Institutional Services Section of the Bureau of Local Operations have changed considerably due to the implementation of the Supplemental Security Income program and the extension of Institutional assistance to children under the age of 22 in psychiatric hospitals.

#### **Quality Control Section**

In order to increase the efficiency of each reviewer, and thereby the efficiency of the Section, the Bureau arranged, in collaboration with the training unit of the Division, a four-week orientation course for new reviewers with stress on such major areas as: Techniques in interviewing; intensive training in budgeting and completion of proper forms, and a field experience of five days working on "live" cases with an experienced reviewer. In addition, policy memoranda were transmitted to staff as soon as there was further clarification or change in policy either by Federal mandate or administrative edict.

In order to reduce staff turnover and to encourage further efficiency, the Bureau is in the process of establishing two more appropriate titles: Senior Quality Control Reviewer and Quality Control Reviewer, utilizing the senior title to promote the more capable Welfare Aides to the senior position. Supervisory training, in cooperation with the Training Unit, has been arranged for Unit Supervisors. This training places emphasis on increasing supervisory skills.

Improvement in the quality of the analysis of findings has been realized through the acquisition of a statistician whose primary function is to work closely with the section in collecting and analyzing data. The process of collecting and analyzing data from the AFDC cases reviewed for the first six months of 1974 is underway.

The Bureau has increased the sample size in the Aid to Families with Dependent Children (AFDC) caseload from 1200 to approximately 2400 reviews for each review period in order to provide a valid sample for each county welfare board.

#### **Institutional Service Section**

The objectives of this Section were to secure Medical Assistance coverage (Medicaid) and institutional assistance coverage for patients at the N.J. Hospital for Chest Diseases at Glen Gardner and the two county psychiatric

hospitals (Essex County Hospital Center and Bergen Pines); extend the Institutional Assistance (vendor payment of maintenance) Program to cover children under age twenty-two in the two county psychiatric hospitals; prepare a new policy and procedural manual, and reduce the time span between date of discharge and placement in alternate care for patients discharged from State psychiatric hospitals.

Only slight progress was made in the area of securing Medicaid or Medical Assistance coverage for patients at Glen Gardner, Bergen Pines and Essex County Hospital Center. The difficulties with regard to the county institutions involve their inability to meet the provider standards as established under Title XIX of the Social Security Act. With regard to Glen Gardner, serious statutory obstacles exist which bar extension of the program.

Although progress in the area of timely alternate care placements has been comparatively slight, some significant steps were taken which resulted in New Jersey being the first State in the nation to utilize a pre-placement application procedure for prospective Supplemental Security Income recipients.

#### **Field Services Section**

The objectives of this Section were to improve the efficiency of the local agencies in administering the public assistance programs so that needy individuals are aided effectively and equitably; to develop the skills and expertise of the field representatives, and to make the field representative more accessible to local agencies in a more structured and effective manner.

Field Representative expertise and skill has been increased by attendance at in-service training courses, as well as graduate training in public administration, in conjunction with the Division's training unit. Further training sessions in matters of policy and procedure have been held by individual unit supervisors and other administrative personnel.

#### **Survey Unit**

The objectives of this unit were to conduct extensive and detailed investigations involving public assistance payments; to compile survey unit findings in order to identify problem areas on which the bureau may then concentrate its resources, and to increase the number of staff in order to engage in several reviews simultaneously.

Progress toward the objective of conducting extensive and detailed investigations has been positive in that the unit continues to conduct studies and reviews of both the general assistance agencies and the county welfare boards.

#### **Food Stamp Unit**

The objectives of this unit were to encourage continued growth of the Food Stamp Program at its current rate which should produce an increase in the bonus value of food

stamp coupons from the current 48 million dollars to about 200 million dollars in five years; increase the number of staff of the unit; the development of alternate or additional outlets for the purchase of food stamps, and the development of a training program for county personnel involved in the Food Stamp Program.

The Food Stamp Program has continued to grow and is in fact ahead of the rate required to reach the 200 million dollars level by 1979. The annual bonus value of food stamps has already increased from 48 million dollars to 91 million dollars in only eighteen months.

Staff size of the unit has been increased but the workload has increased even faster, particularly because of the emphasis being placed upon "food stamp outreach", with the result that clarity of regulation and adequate responsiveness of administration have not yet been achieved.

There has been a small increase in the number of bank outlets but the need has not been met. Use of post offices has been precluded by edict of the Postal Service because of an internal fraud control problem in that service. To date efforts to use municipal facilities have been unproductive.

#### **Administrative Legal Service Unit**

The objectives of this unit were to increase the number of staff; develop an adequate reporting system for fraud and the establishment of a liaison system with other agencies of the State engaged in fraud activities, and the phasing out of the property and resources responsibilities of the unit.

Unfortunately, lack of necessary staff has prevented any improvement in the activity of this unit. No field visits for the review of records have been made. Correspondence of the unit has fallen behind and is backlogged.

Because of the current heavy workload, no progress has been made toward the development of an adequate reporting system or liaison with other offices involved in fraud control matters.

#### **BUREAU OF MEDICAL AFFAIRS**

During the first eight months of the fiscal year, the priority activity of the Bureau was the processing of the adult categories requiring a medical eligibility determination in order to achieve an orderly transfer and smooth transition of Disability and Blind Assistance cases to the Social Security Administration. The cases were processed by the February 28, 1974, Federal deadline.

Pending the establishment of an Intermediate Care Facility (ICF) program by the Division of Medical Assistance and Health Services on January 1, 1974, the Bureau accepted the responsibility of determining the appropriateness of patients for ICF placement. This was based upon a review of an official certification form submitted by county welfare boards.

The screening of invoices to determine appropriate charges for health services furnished children under the jurisdiction of the Division of Youth and Family Services, but ineligible for Medicaid benefits, was handled by the Bureau since no mechanism for the determination of charges and payment thereof had been established as in the Cuban Refugee program, with the fiscal agents of the Medicaid program.

Effective January 1, 1974, cases requiring medical eligibility determination for the Medicaid Only category were first received by the Bureau. This responsibility resulted from an agreement between the Division of Medical Assistance and Health Services and the Division of Public Welfare. The number of cases in this category increased each month during the second half of the fiscal year.

In order to assist in the timely re-evaluation of AFDC-Incapacity and Medicaid Only cases, the Bureau initiated a recall system whereby county welfare boards are now notified one month in advance of the cases scheduled for review.

By April 1974, appeals awaiting hearings based on medical eligibility factors had decreased to the point where there was no backlog, and processing of cases for Medicaid Only and AFDC-Incapacity was current.

Centralization of all medical determinations required in the AFDC program is now carried out by professional staff of the Bureau in accordance with 1973 Manual of Administration revisions. This eliminated the many problems resulting from non-uniformity in decision making at the local level (i.e. county welfare board) and decreased the number of hearings resulting from inappropriate affirmative initial decisions by local staff.

During the fiscal year, 421 Medical Review Teams evaluated 20,572 cases. This compared with 25,386 cases processed by 575 Review Team sessions during the previous fiscal year. Disability Assistance cases from July 1, 1973 to February 28, 1974 (Federal takeover), totaled 11,984 as compared with 19,745 during the same time period of the previous year. From January 1 to June 30, 1974, there were 608 Medicaid Only cases processed. 4,676 AFDC-Incapacity cases were adjudicated as compared with 4,894 during the previous fiscal year. Six hundred sixty-seven Fair Hearings based upon the medical eligibility factor were scheduled as compared with 529 during the previous fiscal year.

The Bureau continues to provide medical and medical-social consultant services to local assistance agencies and Division staff.

Medical Practitioner and Specialist Consultant fee increases were authorized to maintain parity with the increase authorized for similar services by the Division of Vocational Rehabilitation Services and the Division of Disability Determinations in the Department of Labor and Industry.

The Bureau, in its determination of "incapacity" in the Aid to Families with Dependent Children (AFDC) program, utilizes different criteria than in determining medical eligibility in the Medicaid Only category. In the latter instance, disability criteria mandated by the Social Security Administration in its determination of medical eligibility for Disability Insurance Benefits and for Disability Assistance under the Supplemental Security Income program are utilized. These are far more rigid criteria than were in effect prior to January 1, 1974.

## **STANDARDS AND PROCEDURES UNIT**

Efforts to revise the present Manual of Administration, incorporating the Assistance to Families of the Working Poor (AFWP) Manual and deleting material relating to the now defunct Old Age Assistance, Disability Assistance and Aid to the Blind programs, as well as social services regulations, have continued throughout the year. A target date for adoption and implementation has not yet been established.

The allowance standard for the Aid to Families with Dependent Children (AFDC) program was to be increased 10 percent effective July 1, 1974, (as compared to a cost of living increase of approximately 24 percent since the previous standard was implemented). The AFWP standard, set by law at two-thirds that of AFDC, was raised accordingly.

Changes in State regulations mandated by Federal requirements and by various court actions included: Exclusion of SSI recipients and certain non-contributing household members from the concept of shared household expenses; limitation of AFDC to U.S. citizens and aliens admitted under color of law; continued provision of assistance to recipients convicted of fraud, and removal of the requirements that persons applying for AFDC cooperate in seeking support from absent or deserting parents.

Some degree of coordination of income maintenance policy and standards has been achieved during the year, with publication of manual revisions, circular letters and revised forms clearing through a single office. Lack of staff has, however, hampered the anticipated accomplishment of this objective.

## **FAIR HEARING UNIT**

The major objective of the Fair Hearing Unit during fiscal 1974 was the continuation and further development of methods for expediting the processing of an increased

volume of hearing appeals. The number of requests received during the year totaled 2,655 as compared with 2,240 requests for fiscal 1973 and 1,957 for fiscal 1972.

The number of hearing decisions released during fiscal 1974 (1,448) was more than double the number released in 1972. The fact that approximately 75 percent (1,098) of the decisions were processed within sixty days was a very significant improvement on previous reporting periods. However this accomplishment is still shy of the goal to have *all* hearings brought to final disposition in sixty days.

Utilizing a standard of ninety days, it is observed that during the report year 96 percent (1,391), of all hearing appeals were brought to final disposition (decision released), in that time span.

Efforts to meet the sixty day criteria included the continuation of the following procedures, implemented in fiscal 1973:

The calendaring of 100 percent of all appeals within seven days of receipt of the request;

and

The preparation of the written hearing report within seven days of the hearing proceeding.

The fair hearing process continued to serve as a mechanism for identifying problem areas in program administration. Of particular significance during the period of this report was the sharp increase in appeals from actions terminating Medicaid eligibility as the result of increases in Social Security benefits. Based on data developed from hearings, the Division issued instructions which enabled uniform State-wide determinations on financial eligibility.

The monitoring of notices of adverse actions in the Aid to Families with Dependent Children program, pursuant to the court imposed mandate in *Serritella v. Engelman* (February 1972) resulted in the receipt of 126,634 notices from county welfare boards during fiscal 1974, of which 37,681 were reviewed on a daily sample basis. Findings from the review revealed significant improvement in local agency performance with respect to compliance with notice requirements as prescribed by official regulations.

In summary, the significant advancement during the past year in meeting the unit's goal was due to the continuation of the above procedures and the addition of another position to the full-time hearing officer staff.

## **FAMILY AND CHILDREN'S SERVICES CONSULTANT**

Charitable Corporation activities of this unit for fiscal 1974 are similar to the preceding fiscal year. This is noted in the chart below, which compares activities for the two fiscal years.

## INCORPORATION STATISTICS — FISCAL 1973 and FISCAL 1974

Fiscal Year	Applications Received	Approved	Not Subject	Disapproved, Discontinued, Withdrawn or Miscellaneous	Action Taken (Total)
1973	2116	215	1659	186	2060
1974	2064	181	1840	108	2129

The corporation files are being put on microfilm. Approximately 4400 records, or about 10 percent of the total records, have been microfilmed.

The objective of transferring adult categorical assistance and Totally Disabled, and Blind Assistance) to the Federal Supplemental Security Income Program effective January 1, 1974, was reached in a timely and accurate manner.

However, due to: 1) changes in Federal legislation requiring medical redetermination of many converted disability cases and 2) federal data processing problems, the Conversion Task Force has had to continue its activities to insure that converted recipients receive their proper money payments and Medicaid coverage. Members of this Task Force completed a draft manual of administration for the Medicaid Only Program.

The objective of developing a working liaison relationship with the Division of Youth and Family Services has been accomplished and several inter-divisional problems have been resolved. The Agreement of Cooperation between the Divisions of Public Welfare, Youth and Family Services and Vocational Rehabilitation Services has been revised and will serve as a source document for joint agency training to improve the referral process among these agencies.

Much time was spent serving on the steering committee for revision of the State Social Services Plan for Families and Adults for Federal financial participation.

### SYSTEMS ANALYSIS AND DEVELOPMENT SECTION

Appendix III of this report reflects the major activities of the Coordinating Data Processing Analyst for fiscal year 1974. This synopsis does not include the overall activities required by the unit in its function as liaison to the Bureau of Data Processing. These functions have required, on an average, three and one half man-days per week since November 1973.

It is expected that an increased effort, in terms of technical assistance in the Management Information System (manual as well as automated) development, will be required by the county agencies as a direct result of the corrective action activities of the Division and the agencies. The requirement was met with a high degree of success in the past fiscal reporting year.

### TRAINING UNIT

Subsequent to the development of a Quality Control Training Manual, the Training Unit devoted 134 days to Quality Control training during the fiscal year. The number of hours of training was increased from 70 to 140. These additional hours of training allow more time for practice in budgeting and completing forms; provide opportunity for in-depth understanding of the various concepts, and qualify the training program for 75 percent federal participation in salary costs for the four week period. The hours of training total 9,888 for 152 trainees.

Feedback received recently from the Quality Control Supervisors indicates the training program is preparing the reviewers to perform effectively with minimal errors.

Ruling 11, Part III which establishes staff development and training policy of County Welfare Boards was approved and transmitted to the County Welfare Boards as of January 25, 1974.

The Educational Leave Committee approved the payment of stipends and reimbursement of tuition to three staff members who were matriculating in Graduate Schools of Social Work. In addition, partial tuition was reimbursed to six staff members in the Masters in Public Administration program for a total of twenty-eight credits. Tuition was reimbursed to seven staff members participating in a total of thirty-six credits in the Rutgers Professional Credit Program in Social Work. Tuition was reimbursed to two staff members participating in two non-credit Rutgers Extension courses in Social Work, and tuition was reimbursed to three staff members who are working toward Bachelors Degrees in Data Processing, Business Administration and Social Welfare.

Ten Field Service Supervisors participated in the Supervisory Training Program Phase I.

One hundred eight staff members participated in twenty-eight courses offered through the Department's training unit and the Department of Civil Service. Included in this number were eighteen staff members who participated in the course entitled "Introduction to Data Processing for Managers" and twenty-two who participated in the course "Introduction to Management Information Systems".

There were four new enrollees in the Management II series and twenty-six staff members who participated in the advanced series of management courses offered through the

Training Unit of the Department.

The request for the course on Defensive Driving provided through the Department of Transportation was met. Two hundred thirty-three staff members who drive State cars participated in this program for a total of 1743 training hours.

The Division's training unit was responsible as coordinator and registrar for the Supervisory Training Program, Phase I, for personnel of county welfare boards. One

hundred thirteen county welfare supervisors participated in seven five-day residential programs.

#### **PUBLIC INFORMATION OFFICE**

At the end of the fiscal year, a public information officer was assigned to assist the Division in developing a positive internal and external public information program.

## APPENDIX I

**NEW JERSEY DEPARTMENT OF INSTITUTIONS AND AGENCIES  
DIVISION OF PUBLIC WELFARE  
BUREAU OF BUSINESS SERVICES**

**COMPARISON OF SELECTED STATISTICS, PUBLIC ASSISTANCE PROGRAMS  
FISCAL YEARS 1972, 1973 and 1974**

	FISCAL YEAR 1974	FISCAL YEAR 1973	FISCAL YEAR 1972	% CHANGE 1974 to 1973	% CHANGE 1973 to 1972
<b>OAA PROGRAM</b>					
Gross Expenditures	\$9,541,544	\$19,203,406	\$ 19,209,174	N/V <sup>1/</sup>	- 0.03%
Average Monthly Cases	19,628	19,784	19,412	N/V	+ 1.92%
Average Monthly Grant Per Case	\$81.02	\$80.89	\$82.46	N/V	- 1.90%
<b>DA PROGRAM</b>					
Gross Expenditures	\$14,269,002	\$ 26,560,904	\$ 22,055,782	N/V	+20.43%
Average Monthly Cases	21,069	19,787	16,802	N/V	+17.77%
Average Monthly Grant Per Case	\$112.88	\$111.86	\$109.39	N/V	+ 2.26%
<b>AB PROGRAM</b>					
Gross Expenditures	\$566,795	\$1,153,870	\$1,169,020	N/V	- 1.30%
Average Monthly Grant Per Case	99.42	\$98.82	\$97.61	N/V	+ 1.24%
<b>ADC PROGRAM - REGULAR</b>					
Gross Expenditures	\$364,389,291	\$348,795,499	\$315,264,839	+ 4.47%	+10.64%
Average Monthly Cases	119,789	113,887	101,959	+ 5.18%	+11.70%
Average Monthly Grant Per Case	\$253.49	\$255.22	\$257.67	- 0.07%	- 0.95%
Average Monthly Recipients	420,437	408,554	372,603	+ 2.91%	+ 9.65%
Average Monthly Grant Per Recipient	\$72.22	\$71.14	\$70.51	+ 1.52%	+ 0.89%
<b>AFWP PROGRAM</b>					
Gross Expenditures	\$14,941,418	\$15,925,454	\$20,105,874	- 6.20%	-20.79%
Average Monthly Cases	6,583	7,120	8,805	- 7.54%	-19.14%
Average Monthly Grant Per Case	\$189.15	\$186.39	\$190.29	+ 1.48%	- 2.05%
Average Monthly Recipients	32,174	35,687	44,608	- 9.84%	-20.00%
Average Monthly Grant Per Recipient	\$38.70	\$37.19	\$37.56	+ 4.06%	- 0.99%
<b>CA PROGRAM</b>					
Gross Expenditures	\$23,493,566	\$22,396,243	\$22,050,591	+ 4.90%	+ 1.57%
Average Monthly Cases	12,730	12,111	11,860	+ 5.11%	+ 2.12%
Average Monthly Grant Per Case	\$153.79	\$154.10	\$154.94	- 0.20%	- 0.54%
Average Monthly Recipients	13,826	13,525	13,611	+ 2.23%	- 0.63%
Average Monthly Grant Per Recipient	\$141.60	\$137.99	\$135.00	+ 2.62%	+ 2.21%
<b>TOTAL ALL PROGRAMS</b>					
Gross Expenditures	\$427,201,616	\$434,035,376	\$399,855,280	N/V	+ 8.55%
Average Monthly Cases	180,749	173,662	159,836	N/V	+ 8.65%
Average Monthly Grant Per Case	\$196.96	\$208.28	\$208.47	N/V	- 0.09%
Average Monthly Recipients	508,084	498,310	468,034	N/V	+ 6.47%
Average Monthly Grant Per Recipient	\$70.07	\$72.58	\$71.19	N/V	+ 1.95%

<sup>1/</sup> Because of the termination of the Adult Programs on December 31, 1973, comparisons with the prior year are not valid (N/V).

**PUBLIC WELFARE STATISTICS**  
**AMOUNTS EXPENDED FOR THE PUBLIC ASSISTANCE PROGRAMS, AND THE AMOUNTS EXPENDED**

County	Estimated Population July 1, 1973	3/ OLD AGE ASSISTANCE		3/ DISABILITY ASSISTANCE		ASSISTANCE FOR DEPENDENT CHILDREN		3/ 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	180,820	\$ 517,074.	\$2.86	\$ 690,366.	\$3.82	\$ 16,205,450.	\$89.62	\$ 35,899.	\$0.20
BERGEN	911,480	468,913.	0.51	603,207.	0.66	9,152,058.	10.04	24,644.	0.03
BURLINGTON	325,410	199,715.	0.61	370,927.	1.14	7,590,995.	23.33	12,370.	0.04
CAMDEN	477,850	637,613.	1.33	1,029,227.	2.15	40,145,540.	84.01	27,615.	0.06
CAPE MAY	64,230	107,860.	1.68	99,707.	1.55	2,069,555.	32.22	10,041.	0.16
CUMBERLAND	128,510	214,631.	1.67	369,255.	2.87	7,712,098.	60.01	20,772.	0.16
ESSEX	944,290	2,125,915.	2.25	3,315,616.	3.51	97,545,137.	103.30	152,558.	0.16
GLOUCESTER	181,735	165,613.	0.91	239,840.	1.32	4,679,624.	25.75	12,102.	0.07
HUDSON	612,785	1,272,426.	2.08	1,320,496.	2.15	40,290,054.	65.75	64,101.	0.10
HUNTERDON	74,080	62,959.	0.85	74,183.	1.00	851,384.	11.49	1,854.	0.03
MERCER	314,765	433,817.	1.38	845,138.	2.68	16,578,504.	52.67	34,282.	0.11
MIDDLESEX	604,400	418,501.	0.69	745,110.	1.23	17,946,018.	29.69	28,314.	0.05
MONMOUTH	479,320	820,988.	1.71	1,406,332.	2.93	21,121,788.	44.07	33,727.	0.07
MORRIS	402,370	127,732.	0.32	196,016.	0.49	3,390,557.	8.43	6,433.	0.02
OCEAN	243,165	231,952.	0.95	290,388.	1.19	8,528,871.	35.07	7,228.	0.03
PASSAIC	470,280	563,051.	1.20	887,550.	1.89	29,243,680.	62.18	38,090.	0.09
SALEM	63,540	117,651.	1.85	157,531.	2.48	2,514,876.	39.58	6,881.	0.11
SOMERSET	205,125	109,257.	0.53	226,051.	1.10	3,107,574.	15.15	3,876.	0.02
SUSSEX	84,475	113,120.	1.34	141,426.	1.67	1,696,308.	20.08	4,962.	0.06
UNION	550,605	443,102.	0.80	597,397.	1.08	13,280,691.	24.12	27,778.	0.05
WARREN	77,095	100,590.	1.30	85,429.	1.11	1,125,785.	14.60	5,195.	0.07
TOTAL	7,396,330	\$9,252,480.	\$1.25	\$13,691,192.	\$1.85	\$344,776,547.	\$46.61	\$558,722.	\$0.08
FEDERAL		\$4,320,202.	46.69%	\$ 6,668,310.	48.71%	\$171,197,438.	49.66%	\$272,488.	48.77%
STATE		3,697,937.	39.97%	5,263,556.	38.44%	130,159,838.	37.75%	214,676.	38.42%
COUNTY		1,234,341.	13.34%	1,759,326.	12.85%	43,419,271.	12.59%	71,558.	12.81%
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 the State Agency.

3/ Adult programs terminated December 31, 1973; data shown for period July 1, 1973 — December 31, 1973.

FOR THE MONTH OF JUNE, 1974

APPENDIX II

PER INHABITANT BY COUNTIES FOR THE FISCAL YEAR ENDING JUNE 30, 1974

ASSISTANCE TO THE FAMILIES OF THE WORKING POOR		SUB-TOTAL COUNTY 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.
\$ 595,622.	\$3.29	\$ 18,044,411.	\$99.79	\$ 544,805.	\$3.01	\$ 18,589,216.	\$102.80
446,440.	0.49	10,695,262.	11.73	360,273.	0.40	11,055,535.	12.13
579,821.	1.78	8,753,828.	26.90	168,021.	0.52	8,921,849.	27.42
2,301,156.	4.82	44,141,151.	92.37	827,016.	1.73	44,968,167.	94.10
182,966.	2.85	2,470,129.	38.46	32,511.	0.51	2,502,640.	38.97
459,940.	3.58	8,776,696.	68.29	84,193.	0.66	8,860,889.	68.95
3,732,222.	3.95	106,871,448.	113.17	14,808,028.	15.68	121,679,476.	128.85
322,470.	1.77	5,419,649.	29.82	106,463.	0.59	5,526,112.	30.41
391,972.	0.64	43,339,049.	70.72	3,302,119.	5.39	46,641,168.	76.11
40,243.	0.54	1,030,623.	13.91	1,322.	0.02	1,031,945.	13.93
606,991.	1.93	18,498,732.	58.77	684,271.	2.17	19,183,003.	60.94
873,449.	1.45	20,011,392.	33.11	505,116.	0.84	20,516,508.	33.95
974,485.	2.03	24,357,320.	50.81	290,631.	0.61	24,647,951.	51.42
163,315.	0.41	3,884,053.	9.67	122,384.	0.30	4,006,437.	9.97
622,151.	2.56	9,680,590.	39.80	176,711.	0.73	9,857,301.	40.53
694,190.	1.48	31,426,561.	66.84	658,257.	1.40	32,084,818.	68.24
109,124.	1.72	2,906,063.	45.74	11,856.	0.19	2,917,919.	45.93
170,843.	0.83	3,617,601.	17.63	58,820.	0.29	3,676,421.	17.92
212,028.	2.51	2,167,844.	25.66	10,515.	0.12	2,178,359.	25.78
408,419.	0.74	14,757,387.	26.79	717,104.	1.30	15,474,491.	28.09
88,968.	1.15	1,405,967.	18.23	23,150.	0.30	1,429,117.	18.53
\$13,976,815.	\$1.89	\$382,255,756.	\$51.68	\$23,493,566.	\$3.18	\$405,749,322.	\$54.86
—	—	\$182,458,438.	47.73%	\$ —	—	\$182,458,438.	44.97%
\$10,482,611.	75.00%	149,818,618.	39.19%	16,385,795.	69.75%	166,204,413.	40.96%
3,494,204.	25.00%	49,978,700.	13.08%	—	—	49,978,700.	12.32%
—	—	—	—	7,107,771.	30.25%	7,107,771.	1.75%

N. J. Department of Institutions and Agencies  
 Division of Public Welfare  
 Bureau of Business Services

# DIVISION OF YOUTH AND FAMILY SERVICES

\* **FREDERICK A. SCHENCK, Director**

\*As of July 1, 1974, Mr. Schenck was succeeded as Director of the Division of Youth and Family Services by James G. Kagen.

The Division of Youth and Family Services serves as the State's comprehensive social services agency for children and families in New Jersey. Its primary goal is to preserve and strengthen the family by providing a wide range of supportive and reinforcing services designed to encourage and maintain family stability and self-sufficiency.

With responsibility for more than 40,300 children under State supervision, the Division provides a variety of social services to them and to their families to meet basic human needs. These include adoption, foster care and institutional placement; protective services for abused, abandoned and neglected children; casework, counseling, homemaker services and other tangible services to families in the home; day care services, and supervision for certain juveniles paroled from the State training schools. It also assumed primary responsibility for overseeing the implementation of the new State Juvenile Code, which became effective March 1, 1974. Under the code, Juveniles in Need of Supervision (JINS) must be returned to their own or substitute home or assigned to non-confining shelters while they await disposition by the juvenile courts. The Department of Institutions and Agencies, primarily through the Division, specifies which county facilities may be used as JINS shelters.

The Division has been designated the single State agency for the provision of social services under Titles IV and VI of the federal Social Security Act, and as such, has the responsibility to assure the delivery—either directly or by agreement with other State agencies and divisions, local and county governments and private, voluntary agencies—of social services to eligible children, families and adults.

The Division, which began operations in May, 1972, has three major spheres of operation—development, field services and management—each under the supervision of an assistant director. Within these three areas there are a total of seven bureaus which provide intensive support and direct client services in an effort to solve the problems and meet the needs of the agency's growing number of clients in the most humane, efficient and economical way.

The Division of Youth and Family Services had a total of 56,891 children under supervision in all programs during this fiscal year. There were 32,626 children under supervision at the beginning of the fiscal year; 24,265 children were added to supervision during the year; 16,544 children were removed from supervision during the year, leaving 40,347 children under supervision at the end of the fiscal year, a rise of 23.7 percent over the previous fiscal year.

Federal funds were received during this year to reimburse the State for 75 percent of the cost of those expenditures identified as the administrative portion of the agency's budget. In addition, federal funds were claimed for 75 percent of the State aid budget related to payments for day care services and homemaker services. Funds were also received to reimburse the social services portion of the State expenditures for maintenance costs on behalf of children who qualified for AFDC (Aid to Families with Dependent Children) foster care payments. In addition, the Division also received another \$1,215,564 in federal funds through Title IV-B of the Social Security Act, \$519,494 through Title I of the Elementary and Secondary Education Act and \$690,000 through the State Law Enforcement Planning Agency (SLEPA).

The Field Services operations wing of the Division is responsible for the direct provision of social services to agency clients and monitors the activities of all of the Division's service delivery units, including the 18 district offices, the day care centers directly operated by the Division, and the activities of foster, group care and residential facilities providing services for children under Division supervision. It incorporates the Bureau of Family Services, the Bureau of Day Care Services and the Bureau of Residential Services. For program budgeting purposes, Day Care Services and Residential Services are separate elements and Social Services encompasses the Bureau of Family Services, as well as the Office of Child Abuse Control which became operational in September 1973.

Complete details on specific budgetary programs and areas of responsibility are included in separate descriptions related to five specific budget elements as listed below.

## SOCIAL SERVICES

The Bureau of Family Services delivers most of the social services offered by the Division and includes the casework and related staffs in the Division's 18 district offices. They provide a variety of services to children and families in their homes, including protective services and counseling, as well as providing referral services to other agencies and institutions to meet the varied social service needs of clients. These include medical and health services, therapy and professional counseling, drug programs, homemaker services and other forms of social service assistance. The Bureau also supervises children placed in foster homes and

residential placement settings, provides parole supervision for juveniles under 14 and provides day care resources for mothers enrolled in the Work Incentive Program (WIN).

Of the total number of children under supervision, 7,419 are receiving services under the Division's Protective Services Program, an increase of 119.8 percent in this category over fiscal 1973. The Office of Child Abuse Control (OCAC), established to institute and maintain an available reporting and response system for situations of child abuse, neglect and abandonment became operational in September 1973. The office is responsible for operating a 24-hour emergency toll-free telephone manned by trained social workers, managing the Child Abuse Central Registry, analysis of statistics, preparing reports, coordinating community information and reporting networks, developing programs to insure community awareness of the reporting system and following up reports of child abuse, neglect and abandonment to insure proper investigation.

Since the inception of the office, child abuse referrals received on the hotline have almost doubled, from 94 child abuse referrals in October 1973, to 162 in June 1974. In addition to the increase in abuse referrals, the total number of calls received on the hotline has risen from 743 cases in October 1973, to 1,261 cases in June 1974. Approximately 50 to 55 percent of the abuse calls are physical abuse, 30 percent are neglect, 15 to 20 percent, abandonment, and less than one percent, exploitation.

To help coordinate community information and response, the OCAC is developing information programs aimed at those who have direct involvement with child abuse, such as police, hospitals, prosecutors, schools, courts and agency personnel. In conjunction with the New Jersey Department of Law and Public Safety, and the Division of Criminal Justice, the Division submitted a proposal to the State Law Enforcement Planning Agency (SLEPA) for a comprehensive protective service training program as a means of increasing police awareness of child abuse so that they may be better prepared to identify, investigate and report suspected child abuse to the Division.

In addition, the Division received a \$545,400 grant to develop a three-year comprehensive protective services system in Union County. The grant was the largest of the 11 grants in the country to be approved and will create a model child abuse control program that the Division will test for use ultimately in all counties throughout the State. Some of the innovative components of the system are a 24-hour hotline specifically geared to abusive parents seeking emergency help; a family diagnostic team; lay therapists; teaching homemakers; parent development classes; development of Parents Anonymous groups, and the establishment of a small emergency fund for use in crisis situations.

The Bureau of Family Services continued to reach out to foster parents and foster parent organizations to improve working relations with them in order to enhance the quality of supervisory services both to them and to the children

placed in their homes. Representatives from New Jersey Foster Parent Association groups in 19 counties, its State officers and staff liaisons from the 18 Division district offices have met monthly throughout the year as a coordinating committee. The purpose of this committee is to upgrade constantly the quality of care given to foster children through exchanges of ideas, problems, needs and policies. In April, the first Spanish translation of the monthly Foster Parents Memo, a newsletter distributed to all Division foster parents, was mailed to 350 Spanish-speaking families. The Bureau of Family Services received 2,696 foster home applications, 1,160 of which were accepted for use as placement resources. An average of 5,478 foster homes were utilized by the Division this year.

The Work Incentive Program (WIN) is a joint undertaking of the Department of Labor and the Department of Institutions and Agencies to provide employment and needed child care services for participating Aid to Families with Dependent Children (AFDC) recipients. During fiscal 1974, the WIN program received 11,303 applications for services, of which 8,558 were accepted. A total of 16,060 children came under WIN supervision this year; 7,433 were under supervision at the beginning of the year, with 8,627 added during the year. A total of 5,761 was subtracted, leaving a year-end total of 10,299 and representing an increase of 38.5 percent. Significantly, the WIN program located day care services for 9,376 children, placing New Jersey among the top states in the nation in the number of such placements, allowing a proportionately high number of mothers under the program's supervision to seek productive positions in the labor market.

As required by State law, the Bureau also completed 1,783 Adoption Complaint Investigations at the request of the courts during the fiscal year. Such investigations are made by agency adoption caseworkers whenever a resident of New Jersey petitions the court to adopt a child or children who were not placed through the auspices of one of the 31 State certified adoption agencies—including the Division. In such an investigation, the caseworker examines the prospective adoptive family and reports to the requesting court those pertinent facts and data that would be used by the judge in determining whether to finalize the placement.

## **DAY CARE SERVICES**

The Bureau of Day Care Services is responsible for coordinating the development and expansion of quality day care in the State.

By the end of the fiscal year, the Bureau of Day Care Services had a total of 15 day care centers under the direct operation of the Division, serving 879 children in 11 cities across the State. Twelve of these 15 centers were Work Incentive Program (WIN) centers serving some 709 children, while three non-WIN centers served 170 children in

need of day care. In addition to the 15 centers, the Division, through a contract with Jersey City Model Cities, operates six day care centers in Jersey City. These centers serve 480 children, bringing the total number of children served by Division-operated centers to 1,359 in 21 day care center sites.

During fiscal year 1974, the Division purchased family day care and in-home day care for 1,309 children. Group day care services were purchased from private day care programs for an additional 2,754 children, for a total of 4,063 children.

During the fiscal year, the Division expanded its resources of community-based and-operated centers, approving 190 new and renewed contracts with community groups to serve a total of 13,461 children – representing a 60 percent increase over the number of children served during fiscal 1973. These contracts totaled approximately \$28.7 million, 75 percent of which was financed through Title IV-A of the Federal Social Security Act, with the remaining 25 percent matched by the State, county, municipal and private funds. Other highlights of the bureau's activities include:

- The creation of a "Daily Service Workers" job category to make available substitutes for absent staff within Division operated centers, thus maintaining the optimal staff-child ratio.
- The institution of a volunteer program to involve persons living in the area of Division-operated centers as part of on-going community relations efforts.
- The expansion of career development opportunities for paraprofessionals employed at the centers through tuition reimbursement.

## **RESIDENTIAL SERVICES**

The Bureau of Residential Services became fully operational during this fiscal year. It is responsible for the planning, development and provision of residential treatment facilities and services for children under the Division's supervision who require more intensive treatment and closer supervision than can be provided in their own home or in a foster home.

The bureau operates three residential placement facilities, in Vineland, Cumberland County, in Ewing Township, Mercer County, and in Denville, Morris County. Each of these facilities has a capacity to accommodate 48 adolescents with serious emotional and behavioral problems. The Ewing center is the only coeducational facility, with the others operating for male adolescents only. A fourth facility, under construction in Cedar Grove, Essex County, is expected to be opened early in 1975. Another facility, in Woodbridge, Middlesex County, will soon become operational as an emergency reception and diagnostic residential center for 48 adolescents.

The bureau also operates four group care homes in Mantoloking, Ocean County, Plainfield, Union County, Red Bank, Monmouth County, and Morristown, Morris County, which serve a total of 31 children with physical or emotional problems who do not require the structured environment of an institutional facility but cannot function or develop sufficiently in a single family or foster home.

In recognition of the need for a network of such group homes throughout the State, the Division during fiscal 1974 helped launch 15 group care homes which are community based and sponsored by local governments or non-profit private groups. Each home accommodates eight to 12 children. In fulfilling this high priority effort, the Division pooled funds from three sources: \$400,000 made available by the State Law Enforcement Planning Agency (SLEPA); \$400,000 in State Group Care Home Incentive Aid funds, which are administered by the Division, and a purchase of service agreement with approved group homes, under which the Division pays monthly maintenance payments for each child it places in the facilities.

The Division will continue to expand this program during fiscal 1975, by making available grants from its \$800,000 Youth Facilities Incentive Aid Program, which is being expanded to include any non-profit, youth-serving agency. The grants, of up to \$20,000 each, will help local agencies purchase, place a downpayment on buying, renovating or making capital improvements to day care or youth residential facilities. Emphasis will be placed on the establishment of new group care homes.

The Bureau of Residential Services also includes an Evaluation Unit to assess and monitor the services of residential treatment facilities not directly operated by the Division, but utilized for children who cannot be accommodated by the Division's treatment facilities or other available placement resources. That unit is also responsible for providing advisory and technical assistance to local district offices as well as an updated inventory of types and availability of facilities.

The Division placed approximately 1,400 children in residential programs during fiscal year 1974 for reasons of emotional disturbances, social maladjustment, delinquency, and, in some cases, physical handicap or mental retardation.

## **DEVELOPMENT OPERATIONS**

The Development Operations wing of the Division is responsible for the planning and development of effective, innovative agency policies, programs and resources to assist the Division staff in providing services to the community. This facet of the operation includes the Bureau of Research, Planning and Program Development, the Bureau of Resource Development, a Staff Development and Training Unit and the Child Care Licensing Unit. The Develop-

ment Operations office is also responsible for agency communication and information efforts to both Division staff and the public.

This year, studies were conducted on initial intervention strategies for suspected neglect and abuse cases; the relationship of this Division to 139 other social service agencies; the runaway youth problem, foster care roles, standards, and case review systems; residential placement needs and resources; adequacy of payment rates to contractors, foster homes and placement facilities; costs of service delivery; effect of inflation on operations; correlation of socio-economic characteristics with service needs of Division service population profile; worker activity (time study for allocation of indirect service costs in compliance with federal requirements), and the minimum visitation requirement schedule. A statewide day-care-needs assessment is in progress, with a tentative count of current resources and analysis of census data already completed.

The Division issued guidelines for a comprehensive New Jersey protective services system and a manual of standards for shelters accepting juveniles awaiting in disposition of the court; proposed a methodology for case review of foster children in placement; devised methods to meet recent federal requirements regarding documentation of family planning services, and designed a comprehensive program for early and periodic screening, diagnosis and treatment of eligible New Jersey children.

To aid the field offices staffs in delivering services, a general system design was finalized for the Social Services Management Information System (MIS), which represents a unique combination of automated and manual data elements. The system streamlines reporting requirements and yields greater accuracy. Medical and fiscal subsystems of the MIS are being implemented and pilot tests of the MIS have been conducted in Passaic and Ocean counties and in Newark. Agreement has been reached with the Bureau of Family Services on a time table for statewide implementation of the system. Also, the State plans under Title IV of the Social Security Act for services to families and children and to the aged, blind and disabled under Title VI have been re-written and submitted to the U.S. Department of Health, Education and Welfare (HEW).

Other planning, development and technical assistance activities included coordination of the development of a county-based shelter care network for Juveniles in Need of Supervision (JINS), research on effectiveness of the JINS programming, review of operations of the county welfare boards to assess separation of income maintenance from social services and to develop strategies for integrating the human services network and a proposal for integration of Divisional and welfare board services in Monmouth County. A social services manual is being drafted to establish uniform practice in the 21 county welfare boards and a County Welfare Board Social Services Workshop series has been developed. An in-home homemaker services pro-

gram to offer an alternative to out-of-home placements was designed for pilot testing in three Division district offices in fiscal 1975. This program will train 22 persons who are on public assistance or might otherwise require such assistance to assume full or partial responsibility for maintaining the normal functioning and management of the home and for providing assistance in child or adult care. These 22 para-professionals will serve approximately 300-400 homes during fiscal 1975.

Grants have recently been obtained for a protective services demonstration in Union County, \$545,000; for child welfare training, \$273,021, and for a parole supervision demonstration project for youth in Hudson County, \$35,825. Grants have been submitted for continuation of the 1115 Demonstration Project to build social service evaluation capacity; for a project to develop the public caseworker's role in health delivery; and for foster care research. Proposals also have been drafted for funding parent development centers and for hospital participation in protective services under the Child Abuse Prevention Act of 1973; negotiations are currently under way with local groups in preparation for submitting the proposals.

The Bureau of Resource Development, still in its formative stages during fiscal 1974, is scheduled to become operational during fiscal 1975. The Bureau will be organized this year into specific areas of service, including a Homefinding and Placement Section, a Purchase of Service Section and a Community Resource Section. It will also include a Parent Recruitment Unit and a unit responsible for adoption agency certifications, adoption agency exchange activity, interstate placement of children and other administrative duties.

Under the new organization, the Bureau's functions will include recruitment and study of adoptive, foster and other specialized homes; processing and placing children for adoption, including placements under the subsidized adoption legislation which became effective in July, 1973; supervising and finalizing adoption placements, Adoption Complaint Investigations, formerly under the Bureau of Family Services (see Social Services), and maintaining a pool of information and exchange service on homes available on both a regional and statewide basis.

The Bureau's Purchase of Service Section will negotiate contracts with other organizations for services to persons who are eligible under Title IV-A and VI of the federal Social Security Act and monitoring and evaluating such services, as well as providing technical assistance to vendors and consumer groups.

The Community Resource Development Section will be responsible for a statewide survey of existing resources available for use by our clients and continuous assessment of needs with efforts directed towards encouraging and facilitating the development of new resources for unmet needs. These could include housing; employment; health and legal services; recreation and transportation resources;

home management assistance; consumer education; family planning counseling; interpreters, and whatever other human, physical or material resources are needed. The section will also coordinate volunteer services, provision of a Home Services Aid Program to offer training and consultation to Division and County Welfare Board staff, and liaison services with Medicaid.

Accomplishments of the Bureau of Resource Development during fiscal 1974 include:

- Negotiation by the Purchase of Service Section, which began operations in January, of three interdepartmental agreements to provide special activities for adult mentally retarded (Division of Mental Retardation), services to the aged (Department of Community Affairs), and services to alcohol abusers (Department of Health), and two contracts with outside vendors to provide specialized educational services for children (NAM Educational Services, Trenton) and family planning services (Planned Parenthood of Monmouth County).
- Design of a model for a resource director.
- Establishment of a liaison relationship with the Department of Education and obtaining scholarship aid and other educational advantages for children under our supervision, such as free lunches.
- Completion of study and recommendations on the use of volunteers within the Division.
- Major responsibility for preparation of two grant proposals for funds from the Office of Child Development. One Child Abuse Demonstration Program was approved and funded. The other, a Placement Program for Handicapped Children, was approved but no funds were available.
- Recruitment of 121 emergency foster homes in one month to house Juveniles in Need of Supervision (JINS), youngsters picked up by police for non-criminal offenses.

During the 1974 fiscal year, the Adoption Services Center and Division's 18 district offices placed 403 children for non-subsidized adoption. While the total rate of Division children placed in this type of adoption has decreased by 26.2 percent from the previous year, reflecting a national downward trend, there has been an increase in the placement rate of children who are hard-to-place because of factors such as age and race, physical or emotional handicaps, unusual medical or therapy needs or the fact that children are members of a sibling group who should be placed together.

In addition to the 403 children, 286 out of 327 applications for children under the new subsidized adoption program were approved during the first year of the program's operation. Under the Subsidized Adoption Law, the Division can provide financial subsidies to certain persons willing to adopt hard-to-place children but who are unable

to do so because of financial limitations.

In fiscal 1974, the Staff Development Training Unit continued its efforts to initiate new programs and expand existing ones for the benefit of the Division's employees and clients. The Tuition Reimbursement Program for permanent full-time employees provided \$36,000 in tuition payments for 225 Division employees to take job-related courses at the graduate and undergraduate levels on a part-time basis.

In addition, the Federal government made available for permanent full-time employees provided \$36,000 in tuition payments for 225 Division employees to take job-related courses at the graduate and undergraduate levels on a part-time basis.

In addition, the federal government made available \$273,021 to six colleges to fund specialized training projects for Division employees and clients in the areas of day care, foster care, protective services, casework skills and community relations. These projects will be implemented during fiscal 1975.

The Division's Child Care Licensing Section is responsible for issuing Certificates of Approval (licenses) to privately-operated child care centers serving more than five children between the ages of two and five, charging tuition, fee, board or other form of compensation. Exempted are centers operated by public agencies, aid societies and fraternal and church organizations serving their members only.

At the close of the fiscal year, a total of 711 child care centers in New Jersey, out of some 928, were operating with valid Certificates of Approval, with 558 holding regular three-year certificates and 153 centers holding temporary certificates. In addition, the Child Care Licensing Section provided technical assistance to 209 child care centers, issued 141 group teacher statements of eligibility, informed 406 applicants of ineligibility for the group teacher position and performed 34 architectural plan examinations for proposed child care centers.

Under a unique cooperative agreement with the Office of Child Development, U.S. Department of Health, Education and Welfare (HEW), reached this year, the Section also assumed responsibility for providing on-site inspections and technical assistance to approximately 165 Head Start centers in New Jersey to insure that these centers conform to the "Standards for Approval of Child Care Centers," to which all licensed centers must conform.

The Task Force on Revising State Child Care Licensing Standards, established in July 1973, completed in May 1974, a first draft of a proposed new child care licensing act and regulations, which were distributed to some 2,000 members of New Jersey's child care constituency for review, comment, suggestions and criticisms. With the assistance of a \$2,000 HEW grant, three Community Reaction Sessions were held throughout the State. After consideration of all suggestions and recommendations, a

second draft will be completed and distributed during fiscal 1975 for further comment and criticism, with a second round of public hearings to follow.

## **MANAGEMENT OPERATIONS**

The Division is administered by the Office of Fiscal and Management Operations. This unit is responsible for the evaluation, planning and development of Division policies as they relate to management, fiscal and personnel administration. It incorporates the Bureau of Management Services, which became operational during the fall of 1973, the Bureau of Fiscal Services and a Standards and Procedures Unit.

During the fiscal year, the Office of Fiscal and Management Operations took the following steps to improve ultimately the Division's ability to serve its clients:

- Completed arrangements to move two Division bureaus, four central office units and three district offices to new, more adequate offices. Lease negotiations were carried out for new offices for one district office, one regional office and one day care center. Studies to determine new space needs were conducted for one district office, two day care centers and the Office of Child Abuse Control.
- Improved and negotiated for improvements in six district offices. Installed or improved telephone systems in 10 district offices and two central office locations.
- Cooperated in the completion of a Departmental study of the Division's utilization of state vehicles and secured 50 cars from the Newark Motor Pool to

be available on a permanent daily basis to the Newark District Office.

- Established a fund on a temporary basis for emergency gasoline purchases and advised staff that certain Department of Transportation gasoline pumps were open to the Division on a limited basis.
- Completed computerization of six programs and payments lists, including JINS payments and reports, which provide better accountability and faster payment to shelters housing children under our supervision; appropriation accounting which provides instant analysis of budget versus actual expenditure; cost allocation time study, which provides for faster reporting to the federal government; valid vendor lists, which reduces erroneous payments to vendors; county of charge listing, which maintains better control over county reimbursement for Division expenditure, and a district office payments list, which saves time and manual preparation of disbursement information, makes more money available to each district office and provides better cash control for the Division.
- Standards and Procedures Unit outlined job responsibilities and procedures for the Bureau of Management Services and began working on revision of the Division's Manual of Operations for staff.
- Surveyed all the Division's equipment and furniture needs in central office locations, district offices, day care centers and regional offices.
- Established a perpetual inventory and transfer system for all equipment and furniture in the Division.





