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NEW JERSEY DEPARTMENT OF INSTITUTIONS AND AGENCIES



ANNUAL REPORT
FISCAL YEAR 1973



**NEW JERSEY DEPARTMENT
OF
INSTITUTIONS AND AGENCIES**

ANNUAL REPORT

FISCAL YEAR 1973

July 1, 1972 — June 30, 1973

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

Letter of Transmittal

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

I submit herewith the Annual Report of the Department of Institutions and Agencies for the fiscal year 1973, ending June 30, 1973.

It has been a privilege to serve in this challenging capacity. Your compassion for the disadvantaged, your efforts in their behalf, and your understanding of the problems inherent in the administration of the State's programs for the alleviation of human misery, have been a very real source of inspiration to me and to the members of my staff.

Robert L. Clifford
Commissioner

STATE BOARD OF INSTITUTIONAL TRUSTEES

Governor William T. Cahill, *Ex Officio*
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Robert L. Clifford, Commissioner, *Ex-Officio*
James A. Cowan, M.D., Commissioner, Department of Health, *Ex-Officio*

BUREAU OF ACCOUNTS

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

Accounting Section

Requisitions	8,299
U.A. and P.A. Schedules	16,446
Certificates of Debit & Credit	3,136
Excess Request Forms	264
Contracts	316
Contract Change Orders	600
Final Acceptance of Contracts	131
Motor Fuel Exemption Certificates	360
Transfers and Amended Work Programs	3,409
Payments	13,233
Postage Requisitions	227
Compensation Award Invoices	4,576
Compensation Award Analyses and Letters of Award	193
Employee and Inmate Personal Property Losses	370

Budget Section

The budget staff aided in the preparation of and processed approximately 250 budgets. All CS-21's submitted to this office were recorded, reflecting the availability of funds before being forwarded to the Department of Civil Service for processing. Fiscal Note worksheets and applications for non-State funds were edited and audited for processing. This section is also responsible for the disbursement of petty cash for the staff and operating Divisions within the Department. During the past year, approximately 1000 reimbursement payments were made from this fund.

Audit Section

The audit field crew completed five audits in correctional institutions, two in institutions for the mentally retarded, one psychiatric hospital, and the New Jersey Hospital for Chest Diseases at Glen Gardner.

BUREAU OF COLLECTIONS AND ADJUSTMENTS

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

Total collections for the year ending June 30, 1973, amounted to \$82,242,169.73 which is an increase of approximately \$15 million over 1972. Revenue in most categories increased; however, the most significant increases, were in the Medical Assistance (M.A.) Program and the Medical Assistance to the Aged Program (M.A.A.). The main reason for these increases is the result of the program for patients through which those under the age of 21 are now being paid for through the M.A. Program. Actually there are several different programs that can be called Medicaid; however, we have indicated in our report that the Medicaid Program involves both the in and out treatment in the Medical-Surgical Program as well as the out-patient psychiatric. The M.A. and M.A.A. Programs cover persons 65 and over, and persons under the age of 21. Billings in the Medical-Surgical Program are not entirely up-to-date; however, progress is being made in keeping these billings current. Most of the institutions now have the added personnel requested in these programs; however, in some institutions, there is a turnover which results in work getting behind.

In excess of \$8 million in adjustments was received in the M.A. Program, representing the difference in the interim rate and the actual cost which is computed at the end of the fiscal year. Last year, the adjustment was only \$4 million, which accounts for the large increase in this year's revenue. The Hospital Service Plan of New Jersey (H.S.P.) pays the State an interim rate at the end of the year. The Department computes costs and forwards reports to H.S.P. for audit and adjustments. The adjustments result in a check or a voucher to the Department in the event the interim rate was too high.

The adjustment has not yet been billed for fiscal year 1972, and it is assumed the reason for this is the price freeze. With reference to the price freeze, the Bureau is still communicating with the Price Stabilization Board in Washington regarding the 1972 rates. These negotiations have been going on for about a year and a half without any decision regarding the appeal for an exception in the increased rates. An appearance was made before the State Advisory Board who recommended that the rates for 1972 be accepted; however, a formal decision has not been received. Several contributors for patients in the institutions have refused to pay for services based on the 1972 rates until such time that a certificate of exception is received. The Hospital Service Plan of New Jersey has also refused to honor the 1972 rates until a decision has been reached and is currently paying for all hospitalization in the mental hospitals based on the 1971 rates. If and when the exception is approved, an adjustment will be received from Blue Cross.

During the past fiscal year, the Office of Fiscal Affairs conducted a program analysis of the Bureau of Collections and Adjustments. This analysis took several months, and many hours were spent consulting with representatives of the Office of Fiscal Affairs. Volume I of the report has been received and answered. There were very few critical comments in the report. Several recommendations were made, and many of them have been implemented. Some recommendations will require extensive study before any decision will be made. The main criticism in the report reflected the amount of effort spent on the accounts receivables; and in

connection with this, a recommendation was made for more field workers to keep abreast of the accounts receivables. A decision was made to employ a Supervisor of Patients' Accounts in the Bureau to do necessary field work and to act as a training specialist for the other Supervisors of Patients' Accounts. One of the men from the Division of Mental Retardation operations was transferred into the Central Office for this purpose. Hopefully, with his assistance, an up-dated procedures manual can be developed, and standard operating procedures for all of the Supervisors of Patients' Accounts will be established. The volume of work dealing with the many federal programs is very time-consuming, which cuts down the efficiency of the Supervisors of Patients' Accounts in all of the institutions even though personnel have been added for these programs. Most of the supervision and direction is handled by the Supervisors of Patients' Accounts.

As a result of another recommendation made by the Office of Fiscal Affairs, the reporting system to the institutions and from the institutions was changed, and more meaningful reports are now developed. This was necessary inasmuch as most of the revenue is received in the Central Office; however, revenue for private patients and recoveries is still received in the institution. The new reports will take this matter into consideration eliminating any duplication, and verification of revenue can be made from transmittal reports at the institutions and in the Central Office.

Medicare receipts declined approximately \$1/4 million, and a major factor in this decline is the failure of many institutions to submit needed medical information to the fiscal intermediary in a reasonable period of time.

The Social Security Program in the institutions continues to grow, and a little more than \$3 1/2 million was received for patients. The program is designed to protect the patients' interests and obtain all potential benefits for the patients' support. Most of the patients who receive Social Security have rehabilitation funds, thereby eliminating their going on welfare, at least for a period of time. It is obvious that the patient is best served when the institution is the representative payee; however, more and more patients are being declared capable of handling their own funds, and they can do what they want with their checks — even have them sent to another state for deposit or to a relative who in many cases is disinterested. In connection with the Social Security Program, in excess of \$800,000 was turned over to the counties toward their share of maintaining these patients.

Re-hearings are continuing as a result of the formula and schedule to determine responsible relatives' ability to contribute for patients' support. A few complaints are still received; most of them are from persons in the upper income level. Because of increased county workloads, only a few of the counties are able to keep up with the re-hearings which are supposed to be held annually.

Due to the many liens that are now filed, there is an increased number of compromises submitted resulting, of course, in additional revenue. A new procedure is being developed by the Office of the Budget Director and, apparently, all compromises and cancellations will have to be approved by that office prior to being submitted to the Commissioner's office.

During the past fiscal year, in excess of 15,000 Court Orders were processed in the office of the Supervisors of Patients' Accounts. In addition to the Court Orders, approximately 100,000 forms were completed, mostly dealing with the new federal programs.

Attached hereto is the revenue report for the fiscal year ending June 30, 1973, showing collections in all categories for each institution. It should be noted that the net revenue after refunds still exceeded \$80 million.

	1973	1972	1973 Increase Or Decrease Over 1972
Non-Indigent and State Contributing	\$ 2,529,371.51	\$ 2,727,222.73	\$ -197,851.22
Recoveries	4,295,026.96	4,018,442.71	276,584.25
County Regular	38,573,755.07	33,817,398.39	4,756,356.68
Social Security	3,518,708.39	3,507,383.42	11,324.97
Hospitalization Insurance	1,576,509.28	1,393,213.43	183,295.85
Medicare	1,689,638.25	1,932,654.91	-243,016.66
M.A.A.	26,703,115.77	20,040,570.22	6,662,545.55
Medicaid	8,451,262.17	6,343,751.30	2,107,510.87

BUREAU OF DATA PROCESSING

In accordance with the provisions of Administrative Order 4:01, the Bureau provided regularly scheduled data processing service during fiscal year 1972-73 for the various Departmental components, County Welfare Boards, and County Food Stamp Offices.

In addition to the regularly scheduled ADP (Automatic Data Processing) applications, the Bureau received and processed many special requests for retrieval of information from our historical Master Record files. Other requests to expand existing systems and to implement new applications were responded to within the limitation of current resources.

In February of 1973, the Bureau was advised that its I.B.M. 1401 computer would be replaced with an I.B.M. 360/40 computer system in July of 1973. To accomplish a smooth conversion from second to third generation computer system environment, a Data Processing Consultant was appointed.

Under his direction, existing ADP applications are being converted for processing under the new system concept. The Bureau will be reorganized and specific functional sections established. Additional personnel have been interviewed and appointed to newly-created positions, and a new building has been selected for relocation of the Bureau's operations.

The Bureau plans to move its operations to the new site on or about September 1, 1973. At that time, existing ADP applications will be processed on the new equipment along with a gradual phase-in of ADP applications that are presently being processed for the Department by other State data processing installations.

New ADP systems planned, or those currently being developed within the various Departmental components, will be absorbed and scheduled for programming, testing and project application during the 1973-74 fiscal period.

BUREAU OF DIETARY, LAUNDRY AND HOUSEHOLD SERVICES

The primary responsibility of the Bureau of Dietary, Laundry and Household Services, as stated in Departmental Administrative Orders, is to assist the operating divisions in meeting their objectives and to offer guidance from its expertise in the stated areas of its functioning. This report presents both summary and evaluation of the degree of success in the food service, household, and clothing programs of the institutions. It further notes some aspects of these basic services that appear to need greater emphasis and understanding if the quality of care and rehabilitation that the operating standards either state or imply are to be achieved. It needs to be stated that until priority is given in budget, in program, and in day by day administrative support of the basic services of bed, board and laundry, the charge of institutional dehumanization remains valid.

Food Service

Budgeted food allowances averaged 81 cents per person per day until March 1, 1973, when the average was raised to 84 cents. This increase did not take into account the severe price increases in meats that occurred nationally in March, since contracts had been awarded on the basis of bids submitted in February. However, prices rose, continually throughout the year, on many food items other than meats, making it difficult to maintain normal menu patterns and to fulfill the standard requirements of the basic ration. When the severe increases in meat prices were reflected in the bids received for May and June, meat consumption had to be reduced by most institutions. During this period, meat prices averaged ten percent higher than in March and April, with specific increases ten per cent higher than in March and April, with specific increases as much as 54.5 per cent. Total food consumption was as follows:

	Pounds	Cost
Meats, Fowl, Fsh, Eggs	5,195,229	\$2,460,809.04
Milk & Milk Products	10,654,246	928,806.34
Breads & Cereals	2,984,049	323,778.92
Fats & Oils	375,285	74,948.18
Sugars & Syrups	1,877,987	266,065.24
Vegetables	10,722,245	1,050,453.29
Fruits	3,608,039	539,460.60
Miscellaneous	1,205,117	388,523.67
TOTALS:	36,622,197	\$6,032,845.28

These quantities were supplemented by the following Federal Food Commodities:

Dry Milk	:	1,002,994 pounds	\$601,796
Flour and Cereals	:	1,615,398 pounds	200,001
Fats and Oils	:	900,108 pounds	297,035
Legumes	:	60,779 pounds	12,155
			\$1,110,987

Participation in the Federal Special Milk Program by institutions with juvenile populations resulted in reimbursement of a total of \$87,318.68.

Challenges regarding the nutritional adequacy of the institutional diets were raised, including some criticism from within the Department. The austerity of the institutional food programs is easily misinterpreted as inadequacy when compared to the abundant selection and free consumption of food that is practiced by society in general. Little recognition is given to the

expertise of dietitians and food managers in our institutions who provide meals, within severe budgetary limitations, that are both nutritious and fairly well accepted by patients, residents and inmates. The following table shows a comparison of the division of the food dollar, as expended for our institutional diets, compared to the divisions of the food dollar that resulted in good versus poor diets, according to a survey made by the United States Department of Agriculture of expenditures made by families with moderate income:

	USDA Good Diet	USDA Poor Diet	Our Diets
Meats, Poultry, Fish, Eggs, Legumes	38%	45%	41%
Milk Products	14%	10%	15%
Fruits and Vegetables	21%	14%	26%
Sugars, Fats, Beverages, Seasonings	15%	20%	12%
Flour, Cereals, and Baked Goods	12%	11%	6%

It is the higher percentages of expenditures for milk products and fruits and vegetables and lower percentages for sugars, fats, beverages and seasonings that contribute the greater nutrient values to the "good diet." The low cost of bread in our diets, resulting from the use of flour and other ingredients received through the Federal Food Commodities Program, accounts for the low percentage expended in the Flour and Cereals category and allows greater expenditures for meats, milk products, and fruits and vegetables. The distribution of our food expenditures is shown to be nutritionally sound, and an adequate quantity is insured by a basic ration of specified ounces daily related to the recommendations of the Food and Nutrition Board of the National Academy of Sciences. The austerity of our food programs is found in the lack of choice in menu items, the inability to provide variety or many of the higher cost foods enjoyed by most people, and the necessity for rigid meal scheduling and service, within the limitations of time, staff and traditional programming.

With the union contract in effect this year, an appreciable number of grievance actions were filed relating to questions of food service responsibilities assigned to personnel in nursing services in psychiatric hospitals and cottage life programs in institutions for the retarded. Interpretations resulting from these grievance hearings have determined that food service is a part of patient care and that duties related to feeding patients and residents are appropriate.

Some questions of institutional food service standards and qualifications of food service department heads have been raised by nutritionists from the State Health Department on Medicare survey teams. These nutritionists are placing emphasis on the requirement for professional dietitians in all institutions and are placing increasing emphasis on the provision of therapeutic diets and on dietary programs that meet, more closely, the standards of general hospitals. Similar emphasis is being placed on the provision of therapeutic diets in correctional institutions, due to inmate complaints and increasing concern by citizen groups. It appears essential to determine the extent to which our State institutions can or should comply with such idealistic standards and to develop budget requests accordingly. However, to accept standards that cannot be met, but by which the institutions will be evaluated, places unfair pressure and criticism on the people trying to meet them.

Household Services

Annual housekeeping inspections made in most institutions reveal much variation in quality and procedures, since housekeeping is performed as duties integrated with Cottage Life or as a nursing department responsibility. Without organized housekeeping departments, modern and effective methods and techniques are difficult to introduce and control. There appears to be a need for much more emphasis on the development of a living environment that provides both comfort and reassurance to disturbed and helpless people and that is conducive to rehabilitation. More separate housekeeping work details, under the supervision of qualified housekeeping supervisors, are needed to provide the environmental quality that is a component of modern institutional standards.

Laundry Service

The change in emphasis from work programs to education in the prisons has so reduced the inmate manpower assigned to the regional and consolidated laundries that both production and quality of service have steadily deteriorated throughout the year. Unwillingness of inmates to meet workload requirements resulted in a number of crisis situations, particularly difficult for the mental hospitals and institutions for the retarded, where clean linens and clothing requirements are critical. Overtime and extra shifts were necessary to handle the backlogs that developed, and some commercial laundry service was utilized. However, commercial laundries are not staffed to handle an extra workload as great as ours and only limited quantities can be sent out on an emergency basis.

New equipment is being purchased that will process, automatically, fabrics that do not require pressing. It is anticipated that manpower requirements will be reduced and, also, that more attractive fabrics can be used for institutional clothing. If appropriate standards of laundry service are not achieved, with the help of this equipment, it is essential that alternate methods of providing adequate service be adopted, even if costs must be increased.

Total production in institutional laundries was as follows:

Trenton Hospital	4,222,214 lbs.
Ancora	4,927,222 lbs.
Woodbine	3,264,868 lbs.
Glen Gardner	725,395 lbs.
Rahway Regional Laundry	11,037,960 lbs. (clean weight)
Bordentown	3,238,114 lbs.
TOTAL:	<hr/> 27,415,973 lbs. <hr/>

BUREAU OF FACILITIES, CONSTRUCTION AND MAINTENANCE

General

In order to more accurately describe the function of the Bureau, the name was changed from "Bureau of Maintenance Operations" to "Bureau of Facilities, Construction and Maintenance".

The staff continued to lend assistance to the various institutions within the areas of the Bureau's assigned responsibilities, namely: review of construction plans and specifications, preparation of cost estimates, on-site inspections of construction projects, trouble-shooting and

emergency repairs on electrical and mechanical equipment, advice on the review of budgets, instruction in the operation of new equipment, review of bids, award of contracts, approval of payments, approval and processing of detailed applications, etc.

An arrangement was completed for Assistance in Maintenance for the Ocean, Highfields and Warren Residential Group Centers, the Training Schools for Boys at Jamesburg and Skillman, and the Clinton Correctional Institution for Women, under a "Big Brother" system. It is hoped that the same type of arrangement can be instituted for the Day Training Centers. A similar informal arrangement is already in existence for the Group Care Homes.

The Fourth Annual Engineers Meeting was held at Johnstone Training and Research Center, on February 7, 1973, and the topic for discussion was presented by Mr. Louis E. Benson, Director, Technical Services, Polyastics Corporation.

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:	\$ 1,749,474.15
1968 BOND ISSUE projects:	<u>13,293,117.00</u>
GRAND TOTAL:	\$ 15,042,591.15

BUREAU OF FARM OPERATIONS

The excessive rainfall made for good growth for most crops during 1973; however, it caused problems in getting the alfalfa and corn harvested and also caused some of the potato acreage to rot.

Milk production dropped because the milking herd inventory dropped as a result of heavy culling during the year.

Pork consumption is down due to the decrease in patient population at the mental hospitals. Another factor was the rejection of the use of pork by the Muslim population at the prisons and correctional institutions.

BUREAU OF GENERAL SERVICES

Total printing costs, including labor and materials, were \$70,904 as compared to \$64,998 in 1972.

The increase in the total printing cost resulted almost entirely from salary increments, rather than from rising costs of materials. The latter costs were relatively stable most of the year because of contractual agreements with vendors. In the later months, the pattern of stability appeared to be breaking up as a result of the Federal Government's Phase 3 and Phase 4 Programs. A warning signal was the steady climb in prices for the various grades of printing paper.

Photocopying costs were \$19,383 in 1973, as compared to \$16,246 in 1972, an increase of \$3,137.

BUREAU OF PLANNING & PROGRAMMING

During 1972-73 fiscal year the Bureau of Planning and Programming undertook the following activities:

- (1) The Bureau assisted in the coordination and preparation of the annual departmental Capital Improvement Program. The Budget included over 250 projects valued in excess of \$387,000,000. Also recommended was the assignment of miscellaneous capital funds to various needed projects in each division. This included 25 projects valued at \$2,300,000.
- (2) Primary long-range planning activity included the initiation of a long range Master Plan Program for the Division of Correction and Parole. This planning work will take at least two years.
- (3) Building Evaluation Studies for Woodbine State School and Neuro-Psychiatric Institute were completed.
- (4) Numerous requests for the sale or acquisition of land by the Department were revised. Two notable acquisitions evaluated at this time were the Community Correctional Unit in Newark and the Youth and Family Service facility at Mantoloking. These were two new State institutions.
- (5) Two of the five Veteran Administration Construction Grant Projects were completed during last year and were audited by the Federal Government.
- (6) Coordinated with the Department of Transportation was a maintenance repaving program. A total of 17 institutions received an estimated \$150,000 worth of resurfacing. This work was financed by the Department of Transportation.

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 appropriate interested groups. These were all prepared on a current basis, with the exception of the Summary Statistical Report of the Department. This report continued to be produced approximately three months late due to the tardiness of the data from the Division of Welfare.

Annual statistical information of a social and diagnostic nature was compiled and made available to persons working in the areas with which the data were concerned. Special studies and tabulations covered the following subjects:

Children in psychiatric hospitals.

Voluntary and committed admissions to psychiatric hospitals.

A survey of over-time compensation scheduling for employees.

The length of stay of psychiatric admissions by service classification.

The municipality of residence and the community service area of psychiatric admissions.

A study of escapees.

Activities in cooperation with the National Institute of Mental Health included two annual inventories covering all mental health facilities in New Jersey and psychiatric facilities for children, a sample survey of admissions to psychiatric hospitals which was edited and submitted

through the Bureau, a special tabulation of psychiatric admissions by municipality of residence for use in planning the location of community mental health centers, and a detailed survey of veterans in psychiatric hospitals including such items as age, length of hospital stay and mental disorder.

New reporting procedures were initiated for the reporting of persons served in psychiatric hospitals on the monthly report of population movement, and for the reporting of the Day Training Program of the Division of Mental Retardation.

The instruction manual for correctional institutions was revised and re-issued, and a staff member attended a meeting at Yardville to assist in resolving reporting problems. Instruction was provided to new reporting personnel of the psychiatric hospitals at Greystone Park and Trenton, of the Group Homes for Children, and of the Division of Youth and Family Services. Other assistance in form design and data presentation was given to the Commission for the Blind.

Staff members attended departmental meetings relating to data processing requirements and procedures, to Medicaid billing, and to the community mental health clinic reporting program. Inter-departmental meetings were attended in the interests of the establishment of a state-wide statistical system, and the establishment of a state-wide inventory of handicapped persons.

The tabulation by manual rather than by computer method was continued on both a monthly and annual basis for the county hospitals for chest diseases and for the services provided by the Bureau of Veterans' Services.

Complete edits of the computer records of the inpatients of the Diagnostic Center and of the Hospital for Chest Diseases at Glen Gardner were made.

Staff members attended in-service training programs as follows:

Gregg Refresher.

Civil Defense.

Phase II of Management Development Institute.

Effective Listening for Supervisory Personnel.

Management Development Seminar.

Data Processing for Managers.

Hayes Management Lecture.

During the year, the Bureau was transferred from the Division of Community and Professional Services to the Division of Business Management.

BUREAU OF TRANSPORTATION

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

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

**DEPARTMENT OF INSTITUTIONS AND AGENCIES
ESTIMATED EXPENDITURES FOR YEAR ENDING JUNE 30, 1973**

Administration General

Central Administration	3,422,948
Interest on Bonds	6,609,350
Division of Medical Assistance and Health Services	10,836,434
Division of Public Welfare	3,844,362
Division of Youth and Family Services	13,926,309
State Parole Board	202,625
Division of Correction and Parole	3,409,417
Division of Mental Retardation	6,903,225
Division of Mental Health and Hospitals	1,846,785
Total Administration General	<u>\$51,001,455</u>
Public Welfare Agencies	
Commission for the Blind and Visually Impaired	<u>4,541,021</u>

Institutions

Division of Community & Professional Services

Menlo Park Soldiers Home	1,487,575
Vineland Soldiers Home	1,879,449
N.J. Hospital for Chest Diseases, Glen Gardner	2,705,624
Total	<u>6,072,648</u>

Division of Correction & Parole

State Prison — Trenton	7,525,728
State Prison — Rahway	4,789,653
State Prison — Leesburg	3,939,635
Youth Correctional Institution, Bordentown	4,036,704
Youth Reception & Corr. Center, Yardville	4,518,631
Correctional Inst. for Women, Clinton	2,599,459
Youth Correctional Institution, Annandale	3,525,214
Training School for Boys, Skillman	1,609,626
Training School for Boys, Jamesburg	2,860,798
Training School for Girls, Trenton	1,315,628
Residential Group Center — Highfields	78,285
Residential Group Center — Warren	84,727
Residential Group Center — Ocean	86,872
Residential Group Center — Turrell	141,286
Total	<u>37,112,246</u>

Division of Mental Retardation

Vineland State School	9,267,735
North Jersey Training School at Totowa	5,229,938
Woodbine State School	5,202,802
New Lisbon State School	5,109,827
Woodbridge State School	7,080,886
Hunterdon State School	5,529,094
E.R. Johnstone Training & Research Ctr.	3,349,152
Total	<u>40,769,434</u>

Division of Mental Health and Hospitals

Greystone Park Psychiatric Hospital	18,249,363	
Trenton Psychiatric Hospital	16,230,911	
Marlboro Psychiatric Hospital	12,970,691	
Ancora Psychiatric Hospital	10,475,740	
N.J. Neuro-Psychiatric Institute	7,423,742	
Arthur Brisbane Child Ctr. at Allaire	902,462	
Diagnostic Center at Menlo Park	1,822,400	
Total	<u>68,075,309</u>	
Total Institutions		<u>152,029,637</u>

State Aid

Division of Business Management

Veterans Services	346,532	
County Tuberculosis Hospitals	26,090	
Total	<u>372,622</u>	

Division of Medical Assistance & Health Services 270,895,649

Division of Public Welfare

Old Age Assistance	7,169,368	
General Assistance	16,189,370	
Disability Assistance	10,396,107	
Dependent Children Assistance	123,270,418	
Blind Assistance	375,093	
Families of the Working Poor	14,693,000	
Total	<u>172,093,356</u>	

Division of Youth and Family Services

Child Care 15,308,645

Division of Mental Health and Hospitals

Community Mental Hospitals	13,103,340	
Community Mental Health Services	4,112,413	
Total	<u>17,215,753</u>	
Total State Aid		<u>475,886,025</u>
Total Institutions and Agencies		<u>683,458,138</u>

Division of Community and Professional Services

WILLIAM J. KEENAN, Director

Through a high and varied degree of specialization, the Division offers on-going administrative support to all the divisions within the Department and the Commissioner's office.

In addition, the Division is charged with supervising the New Jersey Hospital for Chest Diseases plus the supervision of the State's fast growing veterans institutions and programs.

In the next fiscal period the Division will propose the establishment of a Bureau of Operations. This unit will be responsible for establishing standards and conducting inspections and audits of the Division's institutions in the program areas of medical and dental care, food service, maintenance, housekeeping, education, recreation, rehabilitation, fire prevention, safety and civil defense.

The Division has achieved a number of significant steps in the furtherance of its objectives. However, it should be noted that the growth and expansion of this Division have caused a significantly increased management role at the Director's level. The need for a Deputy Director and several additional staff personnel at this level is critical and should be given immediate attention.

This report is divided into three categories:

- I. Department support services.
- II. Veterans institutions and programs.
- III. Community support services.

I. Department Support Services

BUREAU OF PUBLIC INFORMATION

The Bureau of Public Information, which serves as the information arm of the Department, has carried out the following activities in acquainting the lay public, legislators, schools, colleges, professionals in our areas of concern, and the news media, of the Department's functions, services, programs, and special events.

During the reporting period, in addition to oral releases, the handling of emergency situations, providing the press with background information for feature stories, and arranging radio and TV programs, the Bureau issued 96 official, written press releases.

Among numerous features for which the Bureau either made arrangements for on-the-spot coverage or provided background information were several articles covering various aspects of our prison system; special programs at our psychiatric hospitals in the area of mental health; several TV filmings of programs at our schools for the retarded; the publication of the book, *Voices from the Big House*, by Rahway inmates; inmate graduation exercises; the services of volunteer groups at our institutions; the Cellblock Theatre program at Yardville; a CBS telecast on the training of our correction officers; a film taken by CBS and NBC of the inmate music group, "The Escorts;" and the filming of a program at the Rahway Sex Offender Unit by "The People" crew from CBS. Bureau staff have also made a number of institutional visits to explore further feature-story possibilities.

In addition to arrangement of press conferences for Departmental officials and tours of institutions for legislators, associations, and professional groups, the Bureau processed 241 requests from the press, radio and television for prison interviews.

With the changes to occur in the adult categories relating to Public Assistance programs in New Jersey beginning January 1974, the Bureau has been working with Federal officials developing informational material to explain the new changes to persons receiving some form of public assistance.

The reporting of untoward incidents at our institutions takes an inordinate amount of staff time, both day and night, and during weekends. For example, in attempting to clock the number of calls from the news media on one incident alone, before losing count, in a matter of one hour, there were 32 calls to and from the Bureau. On an average day, calls from the press, and/or requests from legislators, organizations, students, teachers, and libraries for information concerning the Department's programs and services, number from 30 to 40. This is in addition to written requests received in the daily mail.

Among the special services rendered by the Bureau is the updating of legislative directories, the directory of the Department of State, the Lawyer's Diary and Manual, and bulletins of social service organizations.

Other functions carried out are the maintenance of a daily clipping service; the compilation of the Departmental monthly reports; their summarizing for the Office of the Governor; publication and distribution of the Departmental Annual Report; the provision of speakers at meetings on topics in the areas of the Department's concern; photographic services of special events, together with the provision of prints, the provision of ID photos at our institutions, and making arrangements for the ID photos for the staff of the Division of Youth and Family Services.

BUREAU OF PERSONNEL SERVICES & EMPLOYEE RELATIONS

In compliance with the intent and purpose of the Equal Employment Opportunity Act of 1972, this Bureau produced a Departmental Affirmative Action Plan which requires additional efforts to recruit, employ, and promote qualified individuals, particularly women and members of minority groups. The Plan was disseminated to all divisions, institutions, and agencies. Within the framework provided by this Plan each division and its components will, in turn, produce its own individual plan, and at the present time the Bureau is working on the development of workshops at the executive and institutional level to provide training in this regard.

Recruitment Section

The recruitment office during the year continued its efforts to locate additional sources of personnel to fill vacancies in titles for which it is difficult to recruit.

As in the past, titles in the nursing service continued to be a problem, and considerable time, money, and effort were directed toward the recruitment of licensed practical nurses, registered nurses and institutional attendants. The recruitment drive for nurses involved attendance and participation as an exhibitor at nursing conventions and meetings. Also, visitations were made to numerous schools of nursing to meet and discuss with students the benefits of a career in State service. It is hoped that this program, in combination with our usual methods of recruitment, will produce greater numbers of nursing applicants.

For a two-month period, at the request of the Hunterdon State School, the central recruitment office assisted in the recruitment of institutional attendants. With the use of advertising, both newspaper and radio, it was possible to reduce the number of attendant vacancies from 27 in April to seven in June.

During the fiscal year the recruitment office assumed the function of fingerprinting new employees in the Central Office.

For the first time since the 1969-1970 fiscal year, there was an increase in the Department turnover figure. However, the turnover rate for institutional attendants in the Divisions of Mental Health and Hospitals, and Mental Retardation, was lower than during the previous year. The end of the fiscal year showed 1109 vacant positions, which was 39 less than shown at the end of the previous fiscal year.

Job applicant interviews in the recruitment section totalled 768, a decrease from the 862 figure of the previous year.

Employee Relations Section

During the fiscal year, a collective bargaining agreement was negotiated by the State and Local No. 195, American Federation of Technical Engineers, AFL-CIO, and Local No. 518, New Jersey State Motor Vehicle Employees Union, for the Inspection and Security Unit. As the result of an election held by the Public Employment Relations Commission, the New Jersey Civil Service Association and the New Jersey Employees Association were certified as the majority representatives for employees in the Administrative and Clerical Services Unit. The State has not completed the negotiations with the Patrolmen's Benevolent Association for the Law Enforcement Unit.

A total of 297 grievances were referred to the fourth step of the Grievance Procedure, an increase of 94 over the previous fiscal year. Of the grievances which reached the fourth step, 215 were considered at hearings, an increase of 152 over the number of fourth step hearings held during the previous fiscal year. Of the grievances which were received at the fourth step, 43 concerned alleged violations of contractual articles.

The Bureau initiated the practice of issuing Employee Relations Informational Bulletins, of which nine were issued during the fiscal year. One of the Bulletins contained summaries of the most important decisions at the fourth step level on contractual grievances. Such summaries will continue to be issued.

The Employee Services section continued to maintain constant contact with departmental components with regard to the Grievance Procedure, contract interpretation and administration, and handled individual complaints and problems from employee organizations and employees.

Central Office Personnel Section

The procedures involved in the present promotion system were refined within established Civil Service guidelines. This included publication of a detailed promotional procedures pamphlet which was distributed to all institutions and members of the Central Office personnel staff. It further included streamlining and expediting the scheduling of examinations. A system of frequent feedback to the Department of Civil Service was also initiated in order to accomplish this goal. A total of 54 examinations was announced or scheduled since the current promotional system commenced.

Monitorship of the E.P.E.I.S. (Employee Performance, Evaluation and Improvement System) program was continued, including that of supervisors' rating forms, to ensure compliance with the system.

Efforts were continued to make the Central Office personnel section responsive to the needs of employees as well as supervisors. This included providing technical advice to supervisors as well as counselling and advice to individual employees.

The publication of a Central Office Information Bulletin entitled "Personnel Notes" was commenced and it has been distributed on a monthly basis.

Considerable staff expansion in the Central Office occurred during this period, particularly in the Division of Correction and Parole. One hundred new positions have been established as a result of newly authorized federal grants in that Division.

It was not possible to develop an orientation program for new employees because of the continuing heavy workload caused by the promotional system, additional projects, staff expansion throughout the Central Office, and the shortage of personnel staff.

Classification Section

During the fiscal year, a total of 172 reclassifications were approved through the reclassification program. This included those reclassifications that were approved at the departmental level as well as those submitted to the Department of Civil Service. In addition to this total there were other reclassifications that were approved as automatic clerical reclassifications. It is noted that the total of 172 reclassifications is about 40% increase over the total for last year.

A total of 55 new title requests was submitted to the Department of Civil Service. Included in this total was a Youth Worker series, as well as many other titles for the Division of Youth and Family Services, and titles for the new School District.

During the past fiscal year, the major emphasis generated by the State Coordinator of the Emergency Employment Act Program has been to strongly encourage employees in this program to obtain permanent status through the Civil Service examination process, where applicable. Due to a cut in federal funding the State Coordinator advised in July of 1972 that vacant positions under Phase I and Phase II of the program could no longer be filled, and in September, further advice was received that vacant positions in the Welfare Demonstration Program could no longer be filled. In addition, it was directed that as many employees as possible be transferred from the Emergency Employment Act programs to other budgeted positions as these became vacant. At the present time, as a result of transfers, promotions, and resignations, there are only 85 employees still in Emergency Employment Act positions.

Training Section

During the course of the fiscal year 1972-1973, a total of 65 management training programs was conducted; this included 20 basic, week-long programs at the Executive, Middle Management, and First-line supervisory levels and 45 two-day follow-up programs, also at all levels. Because of the high demand by departmental components for inclusion of their supervisors in the Management Development System, two basic programs at the level of middle management and two at the first-line supervisory level were added to the original schedule to accommodate this need.

In its role as a central service agency to departmental components, the primary thrust of the staff's activities revolved around the assessment of departmental training needs, the implementation of training that was directly related to these needs, and the evaluation of the impact of this training. To this end, the following programs were initiated:

A NEEDS ASSESSMENT SECTION was incorporated in the basic programs at all levels.

The "F" SERIES FOLLOW-UP PROGRAM, Participants' Own Operating Case Problems, was refined and offered to all levels of management.

Increasing emphasis was placed on GROUP INVOLVEMENT in the programs, and the "WORKSHOP" technique of instruction was encouraged.

An extensive EVALUATION of the impact of the Department's Management Development System was conducted on-site with managers at all levels who had attended the training programs.

LABOR RELATIONS sessions were offered in the programs, and a MOCK GRIEVANCE HEARING was incorporated in the Executive Seminar.

A department-wide audit of E.P.E.I.S. was undertaken. On-site training sessions, designed to assist managers in writing and reviewing job standards and effectively applying the system, were conducted by Central Training Office staff.

RETIREMENT PLANNING sessions were conducted both centrally and on-site for employees contemplating or eligible for retirement.

Departmental components who expressed a desire for assistance in developing and implementing ON-SITE TRAINING were aided by staff members.

An AFFIRMATIVE ACTION PLAN, with the goal of assisting minority group members in upgrading their skills and advancing their career positions was developed.

CHIEF PSYCHOLOGY CONSULTANT

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

During this year, a Director of Training in Psychology was appointed, which provided an opportunity for further expansion of the Psychology Junior Fellowship Program (clinical internship) as well as upgrading of quality of training. Trainees numbered 23, being placed in 16 different facilities including five community settings. Application for accreditation by the American Psychological Association moved forward so that a site visit is planned for the Fall of 1973 of five of our training placements. These facilities include Trenton Psychiatric Hospital, New Jersey Diagnostic Center, New Jersey Neuro-Psychiatric Institute, Marlboro Psychiatric Hospital and the Somerset County Mental Health Center. A descriptive brochure was revised for the training program and received wide distribution. A Training Committee continues to review this program in order to maintain the highest standards. Eighteen colloquia for trainees, and three supervisor-trainee workshops were conducted, in order to have an exchange of ideas concerning supervisory issues and problems. In addition, special training in the area of projective techniques was offered by one of our Principal Clinical Psychologists at Marlboro Psychiatric Hospital, as well as by the Chief Psychology Consultant.

Planning for the Summer School Psychology Externship Program was also under way with an anticipated 17 trainees involved in this program coming to the Department from such colleges as Seton Hall, Jersey City State College, Newark State College, and Rutgers University. This program would provide intensive training in diagnostic skills at Marlboro Psychiatric Hospital, New Jersey Neuro-Psychiatric Institute, New Jersey Diagnostic Center and Edward R. Johnstone Training and Research Center.

Inservice training for the psychological staff, particularly for those of the Master's level, has been seen as a vital necessity during this year with the increasing difficulty of such individuals gaining admission to graduate schools for doctoral training. The Consultant conducted ongoing seminars and workshops in order to review current research and literature in the area of clinical psychology so as to acquaint staff with the most up-to-date diagnostic and therapeutic advances.

CHIEF DENTAL CONSULTANT

Progress and beginning are words which keynote dentistry 1972-1973. Progress towards the general goal of total, reasonable dentistry, based on community standards, has been significant as existing programs have been improved and enlarged. At the same time there has been the beginning toward new dimensions in dentistry.

Progress is reflected in the volume and scope of dentistry within the inpatient and the outpatient functions of dentistry, realizing about a 10 percent increase. This gain has been brought about through systems improvement as well as modernization of the dental facility, renovation and replacement of old equipment. There has been little recurrent cost increase. Within the Division of Correction and Parole, there has been a greater level of dental rehabilitation through internal systems improvement placing a higher priority on dentistry. This has been augmented by full use of the New Jersey State Prison, Trenton, operating room in the accomplishment of oral surgery under general anesthesia. The New Jersey State Dental Laboratory has been a production and educational standout within that Division and in its function as the dental laboratory for the Department. The Division of Mental Retardation has advanced significantly in the development of their program of dentistry under general anesthesia. Continuing education in the management of the handicapped, especially in the use of pharmacological agents to augment dental care, has also produced good advance. Dental services within the treatment facilities of the Division of Mental Health and Hospitals have increased the tempo of their dental care delivery in that patients requiring dental rehabilitation move through those facilities more quickly than in the past. Dentistry for the child and teenager is on the increase in this Division using dentistry under general anesthesia and providing orthodontic care. The Division of Medical Assistance and Health Services has handled the increase smoothly, using systems developed at the inception which have become a model for the nation.

The beginnings in dentistry touch all divisions. The Division of Youth and Family Services has seen its facilities open with a dental program based in the community. The Division of Medical Assistance and Health Services is in the process of developing a surveillance system, which initially has been successful and will probably serve as a model for the nation. The inpatient facilities of the Department are beginning to use the Medicaid function of this Division, expanding dentistry using federal dollars. The Division of Mental Retardation has begun to centralize its advanced dental therapy at the Vineland State School Hospital. This economizes and optimizes staff function. The Division of Mental Health and Hospitals has begun

to take a special look at the behavioral pattern of people receiving dental care, the understanding of which will be of great value to their population and to patients in general. The Division of Correction and Parole has begun to emphasize dental education and prevention, which is the major thrust in dentistry throughout the nation today.

Beginnings in dentistry affecting the entire Department are in education and law. In the realm of education there has been involvement with New Jersey's and neighboring states' dental educational institutions, whereby undergraduate and graduate training programs are based in the dental treatment facilities of the Department. This places New Jersey's institutional dentistry on a university level and provides the universities a base of extraordinary clinical and social dental pathology, the management of which as it occurs in the community is incumbent upon New Jersey's dental health team. Probably the most significant beginning influencing all this is New Jersey's Dental Practice Act, the revision of which is imminent. With a sound program reflecting progress and with the success of beginnings, dentistry of the Department demonstrates by doing its leadership role in New Jersey's dentistry.

CHIEF MEDICAL CONSULTANT

Fiscal Year 1973 brought a continuation of some old problems and the introduction of a significant number of new problems and challenges in the health care and general medical-surgical activities of the Department.

The office of the Chief Medical Consultant received an ever increasing heavy volume of routine and special demands for consultative service on medical affairs of all types, originating within and without the Department. Prominent among day-to-day problems were those involving physician procurement, measures to cut costs, review of preliminary budgets, preventive medical and isolation measures, assistance with planning of medical facilities, referral of individuals to public, private or governmental facilities.

A considerable portion of the Chief Medical Consultant's time is devoted to representing the Commissioner of the Department on various committees, as well as the Director of the Division, and serving on numerous intradepartmental conferences and committees. These meetings include the State Health Planning Council, its Family Planning Committee and its Hill-Burton Committee; the Regional Medical Program; the Tuberculosis Advisory Council of the Department of Health; the Interdepartmental Committee on Drug Abuse; and the Nursing Home Administrators Licensing Board. Other committee meetings include grievances, construction plans, and a variety of others.

In physician recruitment, as well as for other paramedical personnel, an unfavorable differential between the New Jersey state salaries and the level of the private sector, and also that of the Federal and adjoining states continues. Recruitment is especially difficult in the prison system and in rural areas.

The new rules and regulations of the State Board of Pharmacy have created numerous problems for individual institutional pharmacies.

The increasingly numerous inspections by various teams — the Joint Committees on Accreditation, Medicare-Medicaid inspections, and licensing bureaus have required additional personnel in pharmacies, administration and medical-surgical areas.

In the Division of Community and Professional Services, the Chief Medical Consultant attended most of the meetings of the Board of Managers of the New Jersey Hospital for Chest Diseases.

In the Division of Mental Retardation, inspections were made and reports filed on all institutions. The Chief Medical Consultant met with the Division Director on the policy of drug and vaccine evaluations.

In the Division of Correction and Parole, continued involvement with the findings from previous studies and surveys was an important aspect of the duties of the Chief Medical Consultant. Revision of the Standards of the Division to bring them into conformity with the A.O. 5:07, 5:08, and 5:10 was accomplished.

In the Division of Mental Health and Hospitals, much time was spent on plans for a new medical-surgical unit at Greystone Park Psychiatric Hospital.

Activities spanning all divisions were review of protocols, evaluation of pharmacy positions and pharmacies, evaluation of institutional laboratory services, plus other less significant generalized informal studies.

CHIEF VOLUNTEER SERVICES CONSULTANT

The Office of Voluntary Services was established in September 1972 to coordinate all the volunteer activities within the 31 state institutions.

Upon assuming the office of Volunteer Consultant, a study was made to determine the direction this office should follow to accomplish the goal set forth. After several months of visiting the institutions, meeting with the Director of Volunteers in each institution and discussing the immediate as well as long range problems and plans, it was determined that the best function of the Office of Voluntary Services was to launch a program of Public Relations and Education for the general public on the work and rehabilitative projects being conducted within the institutions on a continuing day-by-day program.

Last December, an exhibition of prison art was shown in the rotunda of the State House to launch this effort. It received a great deal of attention, and was publicized in the *Star Ledger* and local papers. As a result of the exhibit, two paintings were sold for inmates. Exhibits were held in May for the New Jersey Association of Corrections, the Eastern Regional Lutheran Conference in Wildwood and a week long exhibit on the mall of the Woodbridge Shopping Center. This particular exhibit resulted in over \$1000 in sales for different institutions and artists. The Monmouth Museum is holding a month long exhibit in September 1973. The main purpose of these exhibits is to inform and educate the public. This goal has been accomplished far beyond expectations, and a very nice side benefit is selling the products for the inmates and residents.

A joint meeting of the Directors of Volunteers of all institutions was held in May. This was the first time a meeting of this kind had ever been held. The directors felt it was most beneficial and, hopefully a meeting of this kind can be made at least an annual affair or if possible, semi-annually.

Contacts were made with other departments of state government: Education, Labor and Industry, and Community Affairs. These departments were most helpful in sharing resources for contacts of volunteer agencies and individuals and helping set up programs.

The director of the Office of Voluntary Services compiled a training manual for the directors of volunteers in the institutions. This was to be used only as a guide in expanding the training program for new volunteers.

Long range plans are being made for more exhibits of all kinds to be held in many parts of the State through shopping centers, libraries, banks, museums and any other means of informing the public of our projects within the institutions. These exhibits also help to engender interest in volunteering in different localities.

New volunteer programs have been established in the Menlo Park Soldiers Home, Rahway State Prison and Trenton State Prison. These programs are still very new and small but they have been received with great enthusiasm and interest and, with continuing encouragement, should progress nicely.

With the help of the Personnel Division, the title of Volunteer Services Assistant has been divided into two areas. A title of Director of Volunteers has been established with pertinent qualifications as well as keeping the title Volunteer Services Assistant. At this time, all that is needed is final approval of the Commissioner of the Department of Institutions and Agencies and the Department of Civil Service.

The volunteer program has made great strides during its first year, particularly in the Penal institutions. Volunteers within the Penal System have shown the Volunteer Program has given the inmates more confidence that the administration is truly seeking to find a successful method of rehabilitation.

With all the institutions' limited budgets, volunteers contribute through many hours of time services which could not be effected by any method. The most important service which volunteers give the inmates or residents is a close personal contact by someone from the community who truly cares for them as human beings. The Volunteer Program has made great strides and has a very bright future.

II. Veterans Institutions and Programs

BUREAU OF VETERANS SERVICES

Despite the upturn in the economy of the country one of the most pressing problems of the Viet Nam veteran is employment. In spite of the many efforts being made on behalf of the Viet Nam veteran by agencies of the State Government, Federal Government and private industry, the unemployment rate among Viet Nam veterans remains at approximately seven percent.

Education among the Viet Nam veterans is not what it should be. As of March 31, 1973, there were approximately 187,000 Viet Nam veterans who were eligible for educational benefits. Only 25,314 of these veterans are taking advantage of their educational opportunities. This Bureau feels that the passage of Assembly Bill 999 may help this situation. It is felt that the Viet Nam veteran is not taking full advantage of his educational opportunities due to the fact that the Federal Government is not paying the veteran what he feels is due him. The Federal Government pays a single veteran, going to a higher institution of learning full time, approximately \$220 per month. Out of these monies he must pay his tuition costs, books and, of course, some personal expenses. The passage of Assembly Bill 999 gives the veteran an additional \$500 per year, which assuredly would be most welcome to him.

Although great strides have been made in the drug abuse problem of the returning Viet Nam veteran, there is much that remains to be done. The Veterans Administration now has 32 drug dependent treatment units operating. State and municipal governments have increased their expenditures in this field, but it is still not enough. We at the State level must proceed with present innovative programs to relieve the Viet Nam veteran of this appalling burden.

While we are extremely concerned with the plight of the young Viet Nam veteran, we cannot and should not forget those veterans of other wars. The veterans of World War I and World War II are now in need of maximum medical and hospitalization benefits. The average age of the World War I veteran is now 77.5 years. From these facts, it is obvious that these men will need more medical hospital benefits than their young counterparts, the veterans of Viet Nam. The average age of the World War II veteran is now 52.6 years. He is beginning to require maximum medical hospital benefits.

The present veteran population of New Jersey is 1,103,000. This includes veterans of all wars. Obviously there are a variety of social and medical problems in such a large number of people. The Viet Nam veteran with his problem of employment and the World War II veteran with his need for increased medical benefits, provide our Service Officers with a great variety of problems. The need for the Bureau of Veterans Services to expand its facilities and increase its personnel is obvious from the large veteran population. We need additional offices to service Hunterdon, Morris, Ocean and Burlington Counties. Location of new offices may be determined after an analysis has been made of the veteran population of specified areas. As this office has done in the past, we will enlist the aid of municipal and county governments in locating new office space. Many times we secure free office space. If New Jersey is to continue to offer its veterans the best possible service available, we must have an increase in both our Service Officers and Clerical Staff. We must be mindful of the fact that no other State or Federal Agency exists in New Jersey which has the responsibility and opportunity of providing services to veterans and their dependents, as this Bureau does, through the operation of its 17 Field Offices.

More and more, other agencies are requesting assistance in the operation of their veteran-related programs. At the present time we are cooperating with the State Department of Higher Education, the State Department of Civil Service, the State Police Department, and the State Department of Labor. Obviously, these "extra" activities and an increase in normal workload justify our additional personnel requests.

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 293 war orphans in receipt of the \$500 annual grant aggregating \$2,000 per student extending over a four year period. This represents an outlay of \$146,500 per annum.

New Jersey State Pension for Disabled Veterans

In addition to the War Orphan benefit, New Jersey also pays a pension to certain categories of seriously disabled veterans. These are listed below:

CATEGORY	NUMBER OF SUCH VETERANS	TOTAL OF ANNUAL AWARDS
Blind	72	\$ 53,939.30
Paraplegic	128	64,732.38
Hemiplegic	30	15,540.52
Amputee	60	31,637.99
Osteochondritis	13	6,328.28
Quadriplegic	7	3,499.44
Multiple Sclerosis	100	48,698.46
		<hr/>
		\$224,376.37

In the past fiscal year of 1972-1973, this Bureau serviced 53,077 veterans and their dependents. 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 \$15,001,920.68 coming into this State:

FIELD OFFICES	NUMBER OF CONTACTS	MONETARY AWARD CASES	MONIES SECURED
Asbury Park	12,638	1,461	\$1,657,241.46
Atlantic City	20,049	1,126	1,453,558.63
Bridgeton	10,624	712	789,749.04
Camden		3	750.00
Elizabeth	15,660	1,808	1,690,451.54
Hackensack	19,171	1,777	1,775,222.95
Jersey City	10,402	1,203	1,270,612.04
New Brunswick	6,765	522	569,693.52
Newton	3,637	182	264,608.35
Paterson	22,383	1,186	1,155,794.96
Phillipsburg	10,468	410	406,756.78
Plainfield	6,061	540	539,426.63
Somerville	3,107	333	366,994.82
Trenton	30,771	2,025	1,808,316.40
Woodbury	7,504	766	759,610.95
Woodbridge	3,507	507	509,327.33
State Prison		1	880.81
Newark Liaison		8	3,305.28
Totals	182,747	14,570	\$15,001,920.68

NEW JERSEY HOME FOR DISABLED SOLDIERS, MENLO PARK

The efficiency of the care given at this institution to disabled veterans, including a physiotherapy program, more than matched that furnished in the Veterans Administration domiciliaries and private nursing homes.

Phase I of the 100 bed nursing unit is in full operation. Construction on Phase II, our second 100 bed nursing care unit, began on March 16, 1972. The target date for completion was July, 1973 but, due to strike, poor weather and fire prevention items, it has been delayed until December 1973.

During the past fiscal year, there were 78 admissions to the Home, including its 100 bed nursing home unit; 26 discharges and 30 deaths. On July 1, 1972, we had a total of 265 patients and on June 30, 1973, a total of 287, including three female veterans.

At the present time, we receive from the Veterans Administration \$5.00 per diem for nursing home care patients, and \$3.50 per diem for those veterans housed in our domiciliary unit. Our per capita cost for the last quarter, ending June 30, 1973, ran \$17.45 for the nursing home care units and \$9.86 for the domiciliary unit. During the year we received the sum of \$285,295.00 for those veterans receiving nursing home care and \$139,080.00 for veterans receiving domiciliary care. These two total \$424,375.00. This amount went directly to the State Treasurer in revenue from the Veterans Administration.

In addition to the above revenue, the sum of \$88,587.00 was turned in to the State Treasurer representing maintenance payments by veterans. This was for the period of February 1, 1973 through June 30, 1973.

The majority of applications for admission received during the past fiscal year were for nursing home care, and on June 30, 1973, there were 87 applications for admission to the nursing home care units, and 36 for the domiciliary section.

As the beginning of the fiscal year, July 1, 1972, 141 employees were on the payroll and at the close of the year, 151. Ninety-three employees were hired but 83 were dismissed, resigned or retired. Main vacancies were in patient care.

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

Food service functioned satisfactorily with the help of 12 inmates from the Rahway Prison who serve as waiters, diswashers and pantrymen. Approximately 400 meals are served daily at noon, including the new nursing home unit, which is serviced from the main kitchen. Food is well prepared and wholesome.

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

A daily record is maintained on HR-2 drugs. These records in turn are given to our Pharmacist for inventory purposes.

A separate narcotic book is kept, as well as a perpetual inventory, and narcotics are stored under triple lock and key system. In addition, a perpetual inventory control on all drugs is maintained, with a bookkeeping machine card on each item to keep a record of price and usage.

Social activities, such as bingo parties, entertainments, picnic suppers and coffee hours, were sponsored during the fiscal year by the American Legion, Veterans of World War I, Veterans of Foreign Wars, Disabled American Veterans and their auxiliaries, Elks, B'nai Brith and many other individual citizen groups. Without these groups, the residents would not have any social activities and needed contact with home town groups and friends.

NEW JERSEY MEMORIAL HOME, VINELAND, NEW JERSEY

The New Jersey Memorial Home for Disabled Soldiers, Sailors, Marines and their Wives and Widows and Gold Star Mothers, pursuant to 30:6AA 1-14, 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 95 percent completed. It was not completed as originally anticipated because of late delivery of essential materials for supplies and labor disputes during the past year. The anticipated completion now is January 1974.

The construction of the new kitchen facility is 95 percent completed. It was not completed as originally anticipated due to several labor disputes this past year. It is now anticipated completion will be January 1974.

Occupational Therapy Program

This program has contributed to the general welfare of the members by offering them a variety of selected activities in which they are able and willing to participate. A Therapy Aide was hired, which made possible the expansion of the program to the second nursing care facility where it is now functioning on a regular basis. Occupational Therapy Rooms are in all nursing care facilities and in the domiciliary building of this Institution.

Physical Therapy Program

This program has been expanded by the employment of another Therapy Aide, which has increased our physical therapy services in the two nursing facilities.

Medical Care

The Home continues to improve medical, dental and psychiatric care in the Infirmary and the nursing care facilities. The full-time Medical Director has been of great medical assistance in providing complete medical care to all of the patients and residents on a twenty-four hour basis. This full-time doctor has been most successful in the operation and coordination of the medical care program at this institution, as well as establishing a more efficient program with medical consultants and contract specialists at the Institution in the area of dental and psychiatric services, podiatry and cardiology.

Medical Education

One Licensed Practical Nurse completed the Registered Nurse Program and is now taking her State Board examination for certification. One student is in her second year of nurses training, and one will start with the September semester at Cumberland County Community College. These students are attending college under the New Jersey State Scholarship Program.

Administration

Member records are continually reviewed for the purpose of up-dating personal information. It is imperative that the following information be kept current: Veterans and Social Security entitlements, verification of next of kin of member who may be contacted in event of an emergency, burial arrangements, insurance policies, savings and checking accounts, safety deposit boxes, etc.

All safety policies are under continuous review and revision, and directives are issued to insure that maximum precautionary measures are taken for the protection of members and employees.

Training programs offered by the Department of Institutions and Agencies are utilized, as well as those associated with community colleges, the State University at Rutgers and In-Service training programs, in order to update the education level of our staff and employees and to provide better care of members and patients. The Superintendent, Occupational Therapist, Director of Activities and Chief Nurse attended and completed a 36-hour course, held by the Rutgers University Extension Institution at Clemonton, New Jersey. The establishment of formalized In-Service Training Programs in each department of the Institution is in process. Assistance in this area has been rendered by the State Education Consultant, Department of Institutions and Agencies, as well as the Education Consultant from the Veterans Administration Hospital in Wilmington, Delaware. It is anticipated that these programs will be in full operation during the coming year.

The Institution again received its New Jersey License from the Department of Health to operate as a Government Nursing Care Facility for the Aged.

A capital budget has been submitted, and the following projects, in order of priority, were included: Garage and Maintenance Shop \$355,000; Institution exterior lighting \$90,000; renovate Infirmary Building to a 50-bed nursing care facility \$818,000; replace north end (Main Building) elevator \$60,000; replace Main Building Roof and Cornices \$66,000; replace Domiciliary \$5,330,000. Most of these projects would be funded on a State and Federal Matching Fund Basis.

The Institution in the past year has had 94 contacts with members of the New Jersey Congressional delegation concerning applications for, and waiting list of, prospective members.

Food Service Department

The menu has been changed when required to meet the desires of the members, and food preparation has improved greatly. The Menu Board meets quarterly. There is 80 percent less food waste in the hospital area and dining rooms. Special diets were put into operation on hospital trays and also on tables in the dining rooms; these diets consist of diabetic, ulcer, low sodium and salt free. By putting these diets in service, tremendous improvement in food service in the hospital and dining room has been made.

Recreation, Special Services and Public Relations

The Public Relations Program continues to grow with the addition of new slides and materials to stimulate organizations toward support of our welfare programs. Scheduled tours of the facility numbered 33, and included were 11 prospective members. Entertainment programs for members included the following: 108 movies, six picnics, five concerts, 67 Bingo games, eight Ward Parties, 13 Variety Shows, and four off-grounds activities which included two trips to the Garden State Art Center, one trip to the VFW (Veterans of Foreign Wars) Convention in Wildwood, and a trip to the American Legion Convention in Wildwood, for a total of 211 activity programs. During the year, volunteers served approximately 3455 hours. Members of our home served 11,300 hours in many areas of supportive services such as the engraving section, dining room areas, canteen operation, library area, gardening, reception area, elevator operation, entertainment, recreation, maintenance, grounds-keeping and housekeeping. There were 30 Protestant Services, 11 Catholic Services, 28 Prayer meetings and nine Hymn sings. Two stereo-phonographs were provided for music appreciation and reading rooms in nursing facilities #1 and #2.

Medical Division

Annual Physical Examinations are now being performed on all members who are then re-evaluated, in order to determine whether or not they are to continue in their present status.

The "Tine Test" for the determination of tuberculosis is now being performed on all new members and employees. All positive reactors are X-Rayed, and sputum examinations are then performed. This procedure prevents the spreading of this disease and enables the taking of proper steps immediately.

Veterans Administration Medical Records from the East Orange Veterans Administration Hospital, Philadelphia Veterans Administration Hospital and all other facilities, if possible, on all members are now being transferred to the Wilmington Veterans Administration Hospital, in order that members can be transferred to this facility for follow-up or emergency care.

Areas in the rear of facilities #1 and #2 have been equipped and are now in use for storage of oxygen tanks, thus eliminating the transporting of same from the Infirmary building to each of these buildings. Our ambulances have been fully equipped with oxygen for availability when needed for the transporting of patients to and from other facilities. A full time Physio-Therapy Department is now operating with one full-time therapist and one full-time aide.

Under the Occupational Therapy Program an average 20 percent of the general membership have participated in the Arts and Crafts section of the program which offers an extensive variety of items to be created in ceramics, plaster, leather, plastic, wool, wood, tiling and decorating. Educational films are still an important part of the program. One hundred and eighty films were shown in Facility #1, and 140 in Facility #2; average members participation was over 60 percent. The services of the Public Library of Vineland were secured for our Institution. The Mobile Unit of the Library visits the Institution once a week to distribute reading material to the patients of the two facilities. An informal discussion club was formed among the members of Facility #1 and discussion sessions were held on a weekly basis on many subjects of human interest. The Home Newspaper is now published by the O.T. (Occupational Therapy) Program on a monthly basis. The Occupational Therapist attended a 36 hour work shop on "Activities with Meaning" conducted by Rutgers University. During the year the O.T. (Occupational Therapy) Program benefited from the weekly services of four Volunteer Workers of the American Legion Auxiliary from Mays Landing, New Jersey. During the year the O.T. (Occupational Therapy) Program benefited from the weekly services of four Volunteer Workers of the American Legion Auxiliary from Mays Landing, New Jersey.

Veteran Services

The services of a representative from the Bureau of Veterans Services and a representative from the Social Security Administration have continued to assist members with their VA Claims and Social Security problems at no cost to the State. The Veterans Administration Inspection was again completed on a two-day basis; institutional Fiscal Records, Facilities, Admission Records, Discharge and Occupancy were completed.

SUMMARY OF VETERANS INSTITUTIONS AND PROGRAMS

During the past few years, we have seen a tremendous increase in the area of service for the veterans of all wars who reside in New Jersey. Our veterans nursing care facilities have increased their patient capacity by 400 beds, and the State will have a total capacity of approximately 902 beds at its two institutions located in Edison and Vineland, New Jersey.

The facilities and health care programs at these two institutions have been increased and expanded to cover every facet of modern nursing care available.

Recent legislation calling for the formation of veterans council, which combined the two Boards of Managers from Menlo Park Soldiers Home and Vineland Soldiers Home into one body, has been in effect for the past year. This new board concerns itself with advising on the care and well-being of the veterans housed in our two State facilities.

The year 1973 saw the enactment of a maintenance payment program which was mandated by legislation. It has been in effect since February. It is the first time in the history of the State that veterans are contributing towards the cost of their care and maintenance. It is estimated that by Fiscal 1974-75 the income from these maintenance payments will be approximately \$800,000.00 or higher per annum.

The State Bureau of Veterans Services has increased its staff to handle the returning Viet Nam veterans. They have 16 field offices and are expected to expand this to 18 in the near future. The Bureau handled over 185,820 requests for assistance during fiscal year 1972-73, and this figure is continuously rising.

The State of New Jersey has, in the past few years, accomplished and incorporated into law many pieces of legislation which have benefited and will continue to benefit all New Jersey veterans who have served honorably in the United States armed forces. Among the legislative bills passed and signed into law are:

Chapter 329, 1971, which provided an increase from \$500 to \$750 annually for New Jersey blinded veterans, and Chapter 166, 1972, which provided the Vietnam-era veteran with the same civil service preference benefits, similar pension and annuity fund and federal tax deduction benefits as are provided for World War I, World War II and Korean veterans.

It should be noted that President Nixon, on August 2, 1973, signed Senate Bill No. 59 into law which became P.L. 93-82. This new law significantly reduces the cost of veteran care for the State. It increases domiciliary care from \$3.50 to \$4.50 per day and nursing care from \$5.00 to \$6.00 per day. Hospital care from \$7.50 to \$10.00 per day.

P.L. 93-82 amended federal participation in remodeling programs for existing facilities (i.e. Domiciliary, Nursing, Hospital) from 50 percent to 65 percent, plus the same increase for new construction of nursing care facilities.

In addition, the legislation authorized an expanded rated bed capacity from 1 1/2 nursing beds per 1000 to 2 1/2 per 1000. This new rating would give New Jersey a capacity of approximately 2400-2500 beds.

The division has for a number of months been exploring the feasibility of a third facility, which will be used for mentally ill veterans (mandated by A-2410).

P.L. 93-82 should be a significant aid in assisting the division in reaching the goal of a third facility.

III. Community Support Services

NEW JERSEY HOSPITAL FOR CHEST DISEASES AT GLEN GARDNER

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

The 100-bed Infirmary, practically completed, should be ready for patient occupancy in the early part of the coming fiscal year. At that time, our present official capacity of 255 beds will be increased to 275 beds as recommended in 1967 by the "Sommer's Committee" which was responsible for having our programs accepted by the various governmental departments and agencies involved. The new figure of 275 will enable us to abandon three beds in each of the four ambulatory wards attached to the Administration Building (each retained at the previous 29-bed capacity even after modernization) to provide space for a medical office which was never available in the past.

The recently established Security Department now has a staff of three officers. Added transportation, new offices on the third floor of the Administration Building, better radio communications, etc., have resulted in improvement in the efficiency of this Department. Although the use of alcoholic beverages by both patients and visitors and other infractions of hospital regulations have not shown further appreciable reduction, it is our impression the Security Department has been a good deterrent for major episodes of this type on the hospital grounds.

We have been granted a new position of Personnel Assistant in the administrative area of the hospital, which was filled during the last few months of the fiscal year and, already, has proven to be a major asset to the institution.

Despite the fact that some wards were closed for most of the year because of renovations, 580 patients were admitted during the 1973 fiscal year, 438 of whom were male patients and 142 were female patients. The ratio of male to female was 3:1. On July 1, 1972, 163 patients were in residence in the hospital and the number of patients under treatment, during the year, totaled 743.

Of those patients admitted during this period, 205 represented cases of reactivation of tuberculosis. Of this number, 140 had been discharged from this facility or other tuberculosis sanatoria with consent, and 37 had discharged themselves against medical advice. This is a continuation of a trend attributed, mainly, to some social handicaps of many tuberculosis patients: i.e. — indigency, alcoholism, drug addiction, etc. The fact that these patients frequently interrupt their treatment after they are discharged from a hospital, is the single most important cause of reactivation of their disease.

Approximately 39 % of those patients admitted during the year were fifty years of age or over.

The average length of residence of all patients discharged was 107 days.

The average daily occupancy was 176, and the total patient days was 64,405.

Patients were admitted from all 21 counties in the State.

Of the 40 non-tuberculous cases admitted, five were afflicted with bronchogenic carcinoma.

531 patients were discharged during the year and 86 (16 percent) discharged themselves against medical advice.

There were 54 deaths during the year, one of whom expired within twenty-four hours following admission. During the year, one autopsy was performed.

There were 15 surgical procedures performed during the year, three of which were major thoracic operations. This is the last fiscal year during which major surgical procedures will be performed in our hospital. Starting July 1, 1973, these operations (elective thoracic or acute non-thoracic surgical conditions) will be performed at the Raritan Valley Hospital which is connected with the Rutgers Medical School. Diagnostic techniques (endoscopies, biopsies, etc.) will continue to be performed here.

Twenty-four patients were referred to outside consultants for specialized examinations and/or treatment.

Chiropody Clinics were held on six occasions, and 86 patients were examined and treated.

Sixty patients were referred to an ophthalmologist.

During the fiscal year 1973, 3173 patients were examined and/or treated in our Diagnostic and Therapeutic Clinics. Of this number, 1335 patients visited the clinic for the first time, and 13 of these were advised to be hospitalized and, subsequently, ten of this group were admitted.

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

A total of 7741 x-rays were taken. Approximately 40 percent of this total were out-patients and residents or employees of other State institutions located nearby.

Clinical-Pathological Conferences were conducted on two occasions only by visiting pathologists from the Hunterdon Medical Center because of the decline in the surgical procedures performed and in the autopsies. However, an agreement has been reached with the pathologists to maintain, in the future, a schedule of at least four conferences a year, where interesting cases belonging to their teaching file will be discussed with our Medical Staff. Eighty-two histological examinations (67 patients) were referred to the pathology department of the Hunterdon Medical Center.

Twenty-seven medical films were shown to the Medical and Nursing Staffs. Medical-Journal Club was held on 28 occasions. Medical consultants from the Hunterdon Medical Center conducted conferences on seven occasions, and Radiological Conferences were held, also, on two occasions by the Radiologist of the Warren Hospital.

Teaching sessions, on the nursing and attendant levels, dealing with the diagnosis and treatment of pulmonary diseases, were continued on a monthly basis throughout the year, and this type of teaching was also offered to Schools of Nursing in general hospitals throughout the State and was accepted, as in the past, by several. In the Fall of 1972, the ninth consecutive Symposium on Tuberculosis was offered to instructors of nurses, State and County Public Health Nurses and to other professionals in the various Tuberculosis and Health Associations and Clinics in the entire State. The program was so well received that it was necessary to hold two additional sessions weeks later to accommodate all of the applicants (more than 500).

Teaching for patients presented by various medical and non-medical Staff members continued and included periodic lectures by the Medical Director. Patients whose pulmonary tuberculosis was complicated by diabetes were instructed about the disease insofar as diet and the self-administration of insulin are concerned.

The Patient Services Department continued the program of Adult Basic Education under federally granted funds, and many of the patients with total or partial illiteracy and some non-English-speaking patients have benefited from this program.

Goals

The completion of the program of expansion and renovation of our hospital adds further importance to our goals. The new infirmary building (private rooms, temperature and humidity control, piped-in oxygen) will allow admission of more patients with other chronic respiratory diseases (emphysema, chronic bronchitis, etc.) in case the future incidence of tuberculosis declines. This implies more staffing and additional equipment. Inhalation Therapists are needed, and the Department of Civil Service has created such a title. Unfortunately, so far, our request for one Therapist was denied.

The pharmaceutical services, still based on "floor stock," will have to change into a "personalized system" based on a "patient profile" that, officially, has to be implemented by October 1, 1973. The establishment of this system will improve accountability of drugs and insure proper distribution. This system entails new equipment and additional personnel which was not approved during the last fiscal year.

It is well established that chronic alcoholism and drug abuse are frequent complications of tuberculosis. The creation of special facilities where these cases could not only be "restrained" but also "treated" with the availability of services of psychiatrists and psychologists, social workers, occupational therapists, etc., also continues to be a goal rather than an achievement. The opposite goal, regular use of alcoholic beverages for some patients (geriatrics, bed-ridden)

for whom alcohol could be the best drug for many physical and mental frustrations (incontinency, apathy, lack of any "bright moments" to break the daily routine) also has not yet been implemented because many laws and regulations are involved.

A remunerative work program for patients (some relatively simple, unskilled, assembly-type of job) to keep them busy most of the time and insure some welcomed income has not been organized yet. With the change of staff of the Patient Services Department presently underway, we hope that the promised additional help (occupational therapist) will make this goal an achievement in the near future.

In the process of this "re-staffing" (due to the retirement of two employees who worked for many years under different titles and very efficiently performed a multitude of different activities), we will soon have the services of a Social Worker (another position denied by the recent Budget) whose salary will be paid for at least one year by the New Jersey Lung Association (formerly the New Jersey TB-RD Association) to whom we would like to express our gratitude for their generosity and understanding of our problem.

Some funds of the 1968 Bond Issue were intended for the construction of a "Multi-Purpose Building" to accommodate most non-medical activities: library, occupational therapy, commissary, recreational activities (pool table, ping pong) and offer suitable areas where patients could visit with relatives and friends or, on scheduled times, among themselves. Because of the increased construction cost of the Infirmary unit, it was necessary to abandon the Multi-Purpose building. However, the "Old Infirmary" will offer, especially on the second floor, space for these activities. Of course some physical changes will be necessary but can be accomplished mostly by our own Maintenance Department if special funds will be provided by the Department.

With funds received as the result of a substantial bequest, we will establish an out-door recreational area (shuffleboard, miniature golf, and other outdoor games) suitable to our patients including those who suffer from a certain degree of respiratory insufficiency.

The organization of a volunteer auxiliary group, such as usually is available in general hospitals, still remains a goal. The public at large, including persons both from the medical and nursing professions, is still unduly afraid of tuberculosis, and it will require additional time before this attitude may change.

Since our hospital will be the major, if not the only one in the State for chest diseases, affiliation with a medical school (such as the one at Rutgers University) will offer medical students, interns and residents the benefit of a unique clinical experience. This affiliation will reach the maximum reciprocal benefit in a few years when "Rutgers" will have the first group of physicians completely trained at that school and, eventually, may revive some interest in tuberculosis and other chest diseases in young doctors. (For many years, our hospital has been staffed predominantly by foreign medical school graduates.)

A detail of inmates continues to be assigned to this institution for work on the grounds, from the Youth Correctional Institution at Annandale. Since we have assumed all the laundry work for both the Womens Correctional Institution and the Youth Correctional Institution, a second detail of inmates has been assigned, also from the Annandale institution, for work in the laundry area. As in the past, we appreciate the services they have performed in both areas.

We wish, also, to express our appreciation to the members of our Board of Trustees for their continuing interest and support of our programs and for their time and efforts expended in our behalf; to the State Board of Institutional Trustees for their continued interest; and to the Staff of our Central Office for its valued assistance.

Division of Correction and Parole

ALBERT C. WAGNER, *Director

OVERVIEW

Efforts during the fiscal year have brought about some significant changes within the Division to provide new and improved services for persons committed to its care. The Discipline Program was modified for inmates in administrative segregation to include the abolition of restricted diets as a disciplinary measure and the establishment of a correspondence program identical to that of the general population. Inmates in the State Prisons have been provided with a list of essential procedures by which disciplinary infractions are handled, including how a charge is written up, what happens at the disciplinary hearing and how an inmate may defend himself. Cells of the former Death House were completely renovated at Trenton Prison to provide an attractive area for contact visitors for the first time in the history of that institution. A guarantee of inmate rights now requires that a court authorization be obtained prior to any television interview which identifies a juvenile resident and that no list of names of juvenile residents so interviewed may be released to media representatives. Programs and procedures to meet the requirements of the Federal Constitution in regard to basic rights included the expansion of inmate law libraries and the inauguration of parole revocation hearings. Correspondence Standards were revised to require incoming mail from a judge or a clerk of the court to be handled the same as mail from an attorney, namely to be opened in the inmate's presence; and to require the institutions to forward mail at the inmate's request for inmates released on parole or at expiration of maximum term. The Correction Officers Training School and programs of direct treatment in the institutions were expanded during the fiscal year. Revised Work Release and Furlough Standards were promulgated, and a site for the Division's first Community Service Center was located in a metropolitan area of the State.

POPULATION PRESSURES

On June 30, 1973, there were 482 more Prison residents, 462 more Youth Correctional residents, and 194 fewer Women, Boys, and Girls, compared to June 30, 1968. Among the 6368 residents on June 30, 1973, 54 percent were in the Prisons, 36 percent were in Youth Correctional Institutions, and ten percent were in institutions for Women, Boys, and Girls.

In the Prison Complex, sharp increases in parole releases held prison population constant during Fiscal 1973. The continuing pressure of admissions is expected to lead to significant increases in prison residents during Fiscal 1974. In the Youth Correctional Institutions, while there was an interruption during Fiscal 1973 in the continually increasing wave of Youth Correctional admissions, it was also apparent that further reductions in length of stay were unlikely. Moderate increases in Youth Correctional residents are expected during Fiscal 1974. The gradual reduction in Women, Boys, Girls resident in Division institutions continued during Fiscal 1973 despite the continued increases in Women admitted.

* In May of 1973, Mr. Wagner was succeeded as Division Director by William H. Fauver.

Prison Complex

Prison admissions of 1879 for Fiscal 1973 indicate a 39 percent increase over the 1358 received five years earlier in Fiscal 1968. This increase was due almost entirely to a 51 percent increase in commitments from the community. In this same time period, resident population was held to a 16.5 percent increase (from 2925 on June 30, 1968 to 3407 on June 30, 1973) by a 55 percent increase in parole releases.

The continuing increases in admissions represent not only increases in crime, apprehension and conviction of offenders but also the fact that the average age of persons born during the baby boom of the late forties is now 25, or the age at which offenders are admitted to the Prisons in volume. Past sharp increases in Youth Correctional admissions, as reported below, foreshadow sharp increases in Prison admissions and highlight the necessity of bringing impressive programming resources to bear in dealing with the Prison population problem.

While Fiscal 1973 admissions increased 6.5 percent over the 1765 offenders received during Fiscal 1972, departures increased even faster from 1619 in Fiscal 1972 to 1781 in Fiscal 1973, a 10 percent increase which included a 17 percent increase in parole releases. This was successful in holding resident population to an increase of only 18 inmates over the June 30, 1972 population of 3389.

The drop of 144 in average Rahway residents from Fiscal 1972 to Fiscal 1973 reflected the transfer out of some inmates and the clearing of some cell areas to allow reconstruction following the November, 1971 disturbance. With Leesburg near its maximum capacity of 800 throughout Fiscal 1973 and Trenton Prison still at an overcrowded level of 1450, and with roughly 100 beds being reconstructed at Rahway which are not expected during Fiscal 1974, the reserve bed capacity in the Prisons is very low.

Prison population levels have been held in check by reducing length of stay. For the future, there is a limit to continuous sharp increases in parole releases as the supply of relatively more easy to release offenders is exhausted. Other new Division programs such as work release and early release of offenders to Community Service Centers, while impressive in their rehabilitative potential, affect only the later part of institution stays and cannot be seen as absorbing a large proportion of the expected increase in admissions. As a result, significant increases in Prison Complex population are expected.

Youth Correctional Institutions

During Fiscal 1968, 1912 inmates were admitted to the Youth Correctional Complex. In the five years since then, Youth Correctional admissions have shown an average annual increase of 12 percent. The 3285 admissions to the Youth Correctional Institutions during Fiscal 1973 represent an 8 percent drop from Fiscal 1972 in the number of offenders received, and may indicate a moderation in admissions increases.

During Fiscal 1968 when Yardville Youth Reception and Correction Center opened, there was an average of 1640 inmates resident in the Youth Correctional Institutions. In the five years since then, Youth Correctional population has shown an average annual increase of 127 offenders or 7 percent per year. During the past year, there was an increase of 93 resident offenders. Yardville Youth Reception and Correction Center has absorbed the bulk of this increase by Fiscal 1971 when an average of 779 inmates were resident. The average for Fiscal 1973 was 809.

Over the five years from Fiscal 1968 to 1973, there was an average annual reduction of 21 inmates at Bordentown and an average annual increase of 27 inmates at Annandale. These changes resulted in a combined population during Fiscal 1973 of 1466 inmates (776 at Bordentown and 690 at Annandale) or 2 percent more than the 1438 resident during Fiscal 1968.

With Youth Correctional Institutions now at the level of overcrowding which led to the building of Yardville, release policies will continue to be affected by the level of admissions being received. It should be noted, however, that Annandale Resident population is still significantly lower than the gross overcrowding which occurred during 1966.

Women, Boys, and Girls

In Fiscal 1973, there was a continued increase in Women's admissions from 249 received in Fiscal 1972 to 266 received in Fiscal 1973. During this time as admissions increased seven percent, resident population decreased 23 percent as an effect of the continuing liberalization of length of stay policy. Since 1970 both Training School admissions and residents have shown gradual reductions. This trend can be expected to continue as alternatives to institutionalization for juveniles are found in the community.

At the Training School for Girls, average daily population dropped from 104 in Fiscal 1972 to 90 in Fiscal 1973. One more girl was admitted and six fewer were released in Fiscal 1973 as compared to Fiscal 1972. At the Training School for Boys at Jamesburg, average daily population dropped from 278 in Fiscal 1972 to 247 in Fiscal 1973 as admissions decreased from 410 to 341. At the Training School for Boys at Skillman, average daily population dropped from 149 in Fiscal 1972 to 129 in Fiscal 1973 as admissions decreased from 103 to 100 and departures increased from 102 to 124.

INMATE BEHAVIOR AND MORALE

The State Prison, Rahway, reported that the general tone of the institution was somewhat uneasy during the fiscal period primarily because of the uncertainty of parole reform legislation and unsatisfactory action on certain inmate demands. The uneasiness was manifested by peaceful protest through an inmate work stoppage which continued for ten days and ended with all men reporting back to work. The social climate at the State Prison, Leesburg, was positive during the fiscal year, with inmates enjoying a variety of special events, family picnics, live entertainment and films. The expanded Furlough and Work Release programs at Leesburg continued to contribute greatly to the level of inmate morale. At the State Prison, Trenton, continuation and expansion of vocational training, school and recreational programs, group counselling, work release, telephone calls, and alcoholics anonymous contributed to a satisfactory level of inmate morale despite overcrowdedness, lack of sufficient professional personnel and inadequate facilities.

The Youth Reception and Correction Center reported a high level of inmate morale during the entire fiscal period. The number of furloughs granted inmates at Yardville increased to 1018 from 419 the previous fiscal year and, along with community trips and the work release program, contributed greatly to the high morale of the population. At the Youth Correctional Institution, Bordentown, the work release and furlough programs more than doubled from the previous fiscal year and, together with the increased institutional activities by citizens from the community, resulted in excellent morale among inmates in the population. The Youth Correctional Institution, Annandale reported generally good inmate behavior and morale throughout

the fiscal year. Staff were reported to be attentive to the more disturbed and angry offenders received at the Annandale institution and demonstrated a personal interest in their individual problems. At the Correctional Institution for Women, inmate behavior and morale was a matter of some concern for the administration and staff halfway through the fiscal period; a brief work stoppage by inmates had upset temporarily the generally good disciplinary tone of the institution, but a committee of staff and inmates initiated a restoration of the work program with few problems left to be resolved at the close of the fiscal year.

The Training School for Girls reported increased aggressive and disruptive behavior among residents this fiscal year, however, a majority of residents were reported to have benefited from programs at the institution. Approximately 75 percent of the girls were reported to be members of the YWCA, and they took part in activities on a daily basis, with increased use of community facilities being reported generally among residents during the fiscal period. The Training School for Boys, Skillman, continued to rely on staff-resident relationships as a primary control technique and the development of more personal responsibility among youngsters. A minimal number of runaway episodes continued to be attributable to the extensive furlough program at Skillman. The Training School for Boys, Jamesburg, reported a high level of discipline and morale among residents. Staff-resident communication was reportedly good, and the excellent behavior displayed by residents on furlough attested to the training in self-discipline which was achieved by residents through the furlough program at Jamesburg.

PROGRESS IN CONSTRUCTION

The new multi-purpose building at the Correctional Institution for Women was opened provisionally during the fiscal year, and full occupancy is expected to take place early in the next fiscal year. The structure contains classrooms, vocational training space, and a combination auditorium-gymnasium enabling the institution to meet its objectives of providing adequate space for expanding academic and vocational education programs as well as recreational activities.

The new Guidance Unit and Inmate Housing Unit at the Training School for Boys, Jamesburg, were both nearing completion at the end of the fiscal year despite some delays in delivery of construction materials and labor strikes. The estimated completion date for the units has undergone several extensions and is presently set for the Fall of 1973. The Guidance Unit has a rated capacity of 32 residents, and the new Housing Unit will accommodate up to 39 inmates.

The Trenton Prison auto tag shop has been converted into a vocational training area where new programs were started in five shops with courses accommodating over 150 inmates at a time in Air Conditioning, Electronics, Graphic Arts, Auto Body Repair and Building Service Maintenance. Planned second-floor dormitory renovation at Rahway Prison was put out for bid during the fiscal year, in which the second-floor dormitory will be made into cells and include changes in the sanitary facilities as well. The planned renovation complements the first-floor dormitory renovation of a year ago and is expected to provide inmates with a greater degree of privacy and the institution with improved custody and better control.

A full range of recreational and sports activities was able to be offered in the new gymnasium at the Youth Correctional Institution, Bordentown, particularly during the winter months and in inclement weather. During the past fiscal year new handball courts were installed, thus increasing the adequacy of the indoor recreational facility.

PERSONNEL ACTIVITIES

Towards the end of the fiscal period, a testimonial dinner was given in honor of Mr. Albert C. Wagner, who retired after having served as Division Director since the year 1963. Mr. Wagner was succeeded by Mr. William H. Fauver who, at the time of his appointment, was serving as Superintendent of the State Prison, Trenton. The Superintendent's position at Trenton Prison was assumed by Mr. Albert D. Gray, Jr., former Executive Director of the Essex County Youth House and staff consultant at Trenton Prison, just prior to his appointment there as Superintendent.

New Superintendents were appointed at the Youth Reception and Correction Center, at the Youth Correctional Institution, Annandale, and at the Residential Group Center, Ocean, during the past fiscal year. Assistant Superintendents were appointed at the State Prison, Rahway and at the Turrell Residential Group Center. A Chief for the Division's new Bureau of Community Programs was appointed at the end of the fiscal year. The Bureau has responsibility for the Division's Treatment and Service Centers which are located in metropolitan areas of the State.

A group of Correction Officers from the State Prisons and the Youth Correctional Institution, Bordentown, participated in a job action early in the fiscal period, the chief element of which was their refusal to accept overtime assignments. This action reportedly had been designed to focus attention on their grievances and demands which included the following: increase in salary level, improvement of their pension program, additional custodial staff, payment for shift differential work, and inclusion of a longevity factor in their salary scale. The demands and grievances were referred to the Bureau of Personnel Services and Employee Relations for an active review of the matter.

Turnover rate for the Division was 22.11 percent in contrast to 18.12 percent in fiscal 1971-1972. The State Prison, Rahway, was high in Fiscal 1973 with a 39.15 percent turnover for officer personnel. The State Prison, Leesburg, was low with only an 8.46 percent turnover rate.

STAFF DEVELOPMENT PROGRAMS

Staff development programs continued throughout the fiscal year to enhance various programs and to upgrade the competence of Division personnel. The group counselling workshop series had 40 participants in the three basic series of four one-day workshops, and ten persons successfully completed four one-day workshops for advanced group counsellors. In addition to the centralized basic and advanced workshops, the Division's Group Counselling Specialist trained, "on-site" in five subscribing institutions, 41 Division personnel in groupcounselling techniques and procedures. The monthly one-day Orientation Program reached a total of 400 new employees.

The Division implemented 12 three-week, in-residence cycles in the basic training program held at the Correction Officers' Training School at the Youth Correctional Institution, Bordentown. In each cycle, 20 men were trained. An average of 22 experienced State Correction Officers per class completed 12 weekly cycles in the advanced training program conducted at the Training School for Boys, Skillman. Juvenile officers and United States Army observers were included in the basic and experienced classes. A basic training program for county correctional personnel and sheriff's officers at the Skillman site was completed with seven three-week, in-residence training cycles, each containing an average of 22 men, with one cycle conducted for females, which included several State Cottage Officers in the program.

The Correction Officers' Training School implemented special classes during Fiscal 1973 in key subject areas. These courses have accommodated both State and county custodial personnel and included the following subject areas: First Line Supervisory Development, Middle Management Development, Institutional Crime Scene Investigation, Spanish Language and Culture, Supervisory Development, and Basic and Advanced First Aid. Other efforts by staff of the Officers' Training School involved the coordination of a program to train the institutional training officers of the Division at John Jay College, New York. In addition, all training officers plus two training assistants undertook physical defense training at the Sea Girt Police Academy followed by two weeks of training in Instructing Techniques and Training Methodology at the United States Army Training Center at Fort Monmouth, New Jersey.

An experimental program to recruit military personnel in their last six months of active duty for training as Correction Officers is being conducted by the Division at Fort Dix, New Jersey in conjunction with Mercer County Community College. In the Military Transition Program, each trainee is scheduled to receive 12 weeks of intensive training with three weeks of on-the-job training as a culminating activity.

Early in the fiscal year, five students in the Criminal Justice Program at Trenton State College completed successfully a ten-week internship with the Division. Three interns were assigned to the State Prison, Trenton, one of whom worked with inmates in the Prison Readjustment Unit at the Vroom Building, on the grounds of the Trenton Psychiatric Hospital. One intern was assigned to the Correctional Institution for Women, and another intern divided her time between the Division Office and the Training School for Girls. The program was initiated with funds from the State Law Enforcement Planning Agency.

Diplomas and awards were presented to 20 Correction and Sheriffs' Officers from 13 counties for completing a formal three week, in-residency training program held on the grounds of the Training School for Boys, Skillman. The program, the first of its kind in New Jersey for county officers, was designed to equip new jail employees with the basic special education necessary for the proper performance of their duties. It is funded jointly by the State Law Enforcement Planning Agency (Federal) and State monies and is part of the over-all training efforts of the Division Officers' Training School. Curriculum content is the product of the cooperative efforts of Division staff and the Wardens' and Sheriffs' Association. Forty-eight subjects were covered, including inmate and officer rights, essential elements of security, ethics, first aid, defensive tactics and firearms. Each member of the class became a qualified first-aider. Instructors for the school were recruited from the Federal Bureau of Investigation, State Police, Division of Correction and Parole, Office of the Public Defender, County Prosecutors' offices, Probation Departments, Sheriffs' Departments, and various county jails and institutions.

Two hundred Division personnel participated in Training Programs sponsored by the Department of Institutions and Agencies in Executive level, Middle Management and First Line Supervisory courses through the Department's central training office.

TREATMENT SERVICES

During the past fiscal year, the Division placed high priority on the development of Drug Rehabilitation Programs in response to the growing number of narcotic addicts among sentenced offenders in New Jersey State correctional institutions. The Division has applied for a \$27,000 grant from the State Law Enforcement Planning Agency to begin expanding its efforts in the area of drug treatment for Trenton and Rahway Prison inmates. The goal is to identify

and develop treatment resources for drug-dependent residents of those institutions. It is a first step planned to be followed by more expanded efforts after needs and plans for treatment are developed. Already existing programs were strengthened during Fiscal 1973 and new programs were initiated.

Operating in conjunction with the Division of Narcotics and Drug Abuse Control, Trenton and Rahway State Prisons have developed a program of individual and group counselling for individuals with a history of drug abuse. Thirty-eight inmates were active in this program at each institution and attended weekly group meetings. The meetings were conducted by two staff members from the Division of Narcotics and Drug Abuse Control. The goals of the program were limited to changing attitudes toward treatment and to motivating individuals to become involved in narcotics programs when released. The program is voluntary, involving two hours a week of group counselling and one additional hour a week of therapy for those who attend the sessions. Presently there are waiting lists at both institutions of those who have requested entry into the program.

Toward the end of the fiscal period, a narcotics program at the State Prison, Leesburg, became operational on receipt of State Law Enforcement Planning Agency funds in the amount of \$34,358. The program is staffed by members of the Narcotic Addict Rehabilitation Center Organization, who provided their services under supervision of the staff at the Leesburg institution. Living in a separate unit, 60 to 80 inmates participated in the therapeutic community program which is called Alpha Meta House. Participation by the inmates was voluntary. The basic philosophy of the program is based on the Synanon Drug Treatment concept. Inmates are classified to the program by the institutional Classification Committee, and the length of time in the program is governed by the length of an individual's sentence. Funding is through the State Law Enforcement Planning Agency.

A new drug treatment program was in operation at both the Youth Correctional Institution, Bordentown, and the Training School for Boys, Jamesburg. Funded by a State Law Enforcement Planning Agency grant, the program utilized seven full time ex-drug addicts at each institution. In addition, five officers at each institution who have been specially trained at Discovery House, a drug rehabilitation program located on the grounds of Marlboro Psychiatric Hospital, were utilized full-time in the program. Termed the Bordentown and Jamesburg Alternative Program, the therapeutic community concept has once again been adapted to a correctional setting. Participants in the program became extensively involved in various types of meetings aimed at instilling alternative life-styles, behaviors and attitudes to replace those which were part of the drug culture. At Bordentown, the program occupied a housing unit of 40 inmates. In addition to those in the housing unit, two groups of eight inmates each were maintained from which full-time participants in the program were chosen. Jamesburg utilized a cottage of 25 residents for the program and maintained a similar orientation group.

At the Youth Reception and Correction Center, two active treatment programs were conducted for narcotics users. Within the medium security facility at the Yardville institution, a 66 bed unit has been set aside for drug treatment. The inmates are involved in a therapeutic community for two hours a week of group therapy with professional psychologists, and almost nightly group counselling, encounter and housing unit meetings. The program is based on the philosophy that, in order for a change to occur, an individual must be a full participant of the change process and must be responsible for it. As much responsibility as is possible in a correctional setting is placed on the inmates themselves for the management of the unit.

At a satellite of the institution, in a full minimum camp, a treatment program is conducted for 45 inmates, based on the Highfields model of guided group interaction and involving almost

nightly group meetings of participants. A work program with the Department of Environmental Protection is designated to lead to eventual work release opportunities for those inmates who progress in the program. In addition to group treatment and work, evening educational and recreational programs with many opportunities for community contact are provided. The program is financed by a State Law Enforcement Planning Agency grant.

During the latter half of Fiscal 1973, the Division was awarded a \$150,000 State Law Enforcement Planning Agency grant to help meet its objective of establishing within the Prison Complex an adequate professional staff of psychiatrists, psychologists, social workers and counsellors. Need for those professionals has been based on providing ongoing treatment services, basic admission and departure case services, adequate emergency psychotherapy and effective continuing services for inmates returning from the State Psychiatric Hospital following treatment there.

The Direct Treatment Team at the State Prison, Trenton, is involved in individual treatment of members of the general population as well as providing services for the work release and furlough programs within the institution. The team has focussed its attention on developing a family therapy program for inmates who are approaching their parole dates. The team has worked also with inmates in the protective custody section of the Prison with the objective of developing strengths within these individuals so that they can be moved to either the general population or transferred to another institution.

The Direct Treatment Team at Leesburg has focussed its attention on the objective of developing an inmate culture that utilizes the pressure of peers to develop a process of group interaction of inmates with members of the institutional staff. The team has been operating a number of pilot groups and devoting its efforts to the development of individual groups in six housing units. In addition, they have undertaken some group activities with inmates at the minimum security unit.

At the Correctional Institution for Women, inmates have been assigned on a voluntary basis to a special housing unit where the goal is to develop a therapeutic drug treatment model. The program was funded by the State Law Enforcement Planning Agency. Residents of Clinton have the additional availability of vocational and educational facilities at the institution.

At the Training School for Boys, Skillman, psychological services continued to be performed by a full-time staff psychologist and consultant. The institutional psychiatrist conducted an experimental sex education class in the school program and engaged two groups of residents in transactional analysis. At the Training School for Girls, the total treatment services staff stressed 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 who interacted daily with residents.

Early in the past fiscal year, a program to enlist volunteer medical help for inmates of the State Prisons at Rahway and Trenton was activated at Rahway. The program was believed to be the first of its kind in the nation. Initiated by the Governor's Office in cooperation with the State Medical Society, the program provided fifteen physicians, podiatrists and optometrists to assist in follow-up care for prisoners found needing further medical attention as a result of New Jersey National Guard physical examinations at the prisons. The National Guard Medical Survey had found that none of the inmates at either institution was in need of emergency treatment although some were found to require additional services such as specialty examinations and diagnostic laboratory work-ups. Twenty-two new professional positions have been approved to enhance medical and dental care at the three Prisons, three Youth Correctional Institutions and the Correctional Institution for Women in the next fiscal year.

EDUCATIONAL, VOCATIONAL AND PRE-RELEASE PROGRAMS

Legislation establishing a school district within the Department of Institutions and Agencies was signed by the Governor in December of the fiscal year and became effective immediately. The legislation permitted the establishment of the Garden State School District for State institutions under a Superintendent of Schools. Phase I includes the correctional institutions in the Department, and Phase II includes the other institutions and agencies in the Department. The legislation provided \$350,000 to the Department during Fiscal 1973 to initiate the program. The major emphasis of the School District during the past fiscal year in academic activities has been through individually prescribed instruction and diagnosis, which included individual improvement programming for each inmate. For more advanced students, heavy emphasis was placed on completing high school equivalency diplomas. Of the 400 enrolled in the college network program, 50 have been scheduled to receive their Associate of Arts degree in the Fall of 1973. A variety of individual tutorial programs in a wide range of subjects have been planned, making use of volunteers. At several separate locations, specialized Spanish-English programs have been planned to be available for inmates unable to speak English. In the vocational area, the major emphasis has been on short-term classroom courses, on-the-job craft training, work release vocational training, study release at area vocational and specialized schools, specialty courses by companies in the institutions, and high intensity mini-vocational courses. New vocational programs were readied to start at Trenton, Rahway and Leesburg Prisons, in which horticulture, medical technology, water treatment and practical nursing numbered among the on-the-job craft-related training areas to be presented. Vocational training programs have been offered also at the Youth Reception and Correction Center and the Youth Correctional Institutions, the Training School for Boys, Jamesburg, and the Correctional Institution for Women.

Enrollment at the end of the fiscal year numbered over 3500 correctional institution students, with an increase of 700 additional students anticipated in the next school year when several new program offerings are scheduled to start. Age characteristics have shown that 11 percent of the students are 15 years of age or below; 29 percent are aged 16 to 20; and 42 percent are 21 to 30 years old. Reading levels have shown that 34 percent of the students read at Grade four or below, and 56 percent read below Grade six. There are 178 State budgeted teaching and supervisory positions and 167 Federally funded teacher and specialized positions in ten school areas and four residential training centers. Program reviews and considerations of program development in academic and vocational education were made on a continuing basis at the Prisons, the Youth Correctional Institutions, the Correctional Institution for Women and the Training School for Boys, Jamesburg.

The New Jersey Correctional Teacher Corps, which was initiated during the last fiscal year, graduated 25 interns this fiscal year. This \$450,000 project was the first comprehensive training, work-study effort in correctional education conducted in the State. Teaching teams, each with a team leader, were assigned to work at Trenton, Rahway, Bordentown, Yardville, Annandale, Clinton, the Essex County Correction Center, Caldwell and the Passaic County Probation Department. Twelve of the first 25 graduating teacher interns elected to remain in New Jersey Correctional Institutions, and the original 25 have been replaced by a new group of interns.

The Prison Education Network under the sponsorship of Mercer County Community College was reviewed during the fiscal year. Recommendations included more vocationally-related courses, more courses covering behavior sciences and more instructional contact as a follow-up to the telewriter-lecture teaching approach. Response from inmates was excellent, with more than 400 applications received. Mercer County Community College has planned to submit a

proposal for a five-year expanded program for the State Prisons at Trenton, Rahway and Leesburg. The College was reaching 366 men at those institutions through the electronic network system at the beginning of the 1972-1973 academic year. This figure increased from the 250 who were enrolled at the end of the previous academic year.

At the Youth Reception and Correction Center, Federal funds totaling \$132,327, under the Elementary and Secondary Education Act, were received for educational programming for adults (Title I), for library books (Title II) and for adult basic education (Title III). Under the Manpower Development and Training Act, funds totaling \$65,798 were received for vocational training in computer programming. Funds in the amount of \$12,406 were received also for use in the high school equivalency program, \$6,300 for the evening apprenticeship program and \$5,760 for the evening vocational program. A total of 1099 students completed at least one academic course offering, of which 79 received high school diplomas and 13 received elementary school certificates. Ninety-three students completed driver education classes and received their operator's license. The number of inmates completing vocational training reached 201 at the end of the fiscal year, and federally-funded apprenticeship programs were established in the areas of culinary arts, auto mechanics and auto body, graphic arts and dry cleaning. Apprenticeship credit was awarded to inmates who completed their training in those areas through the Department of Vocational Education.

At the Youth Correctional Institution, Bordentown, a total of 1087 inmates participated in 108 social education classes while 1817 inmates participated in 23 academic day programs. The evening adult basic education classes accommodated 104 inmates in three groups, while special evening classes in art, music, weightlifting, data processing and chess were held for 300 inmates in 21 classes. A total of 4437 students participated in 215 classes during the fiscal year, which represented a considerable increase over the 4072 enrollments in the previous fiscal year. Certificates and diplomas earned by inmates totaled 332 in number and ranged from elementary school awards to Associate of Arts degrees. The education budget was aided during the fiscal year by \$10,000 in adult basic education funds and \$19,000 in general education development funds. Federal funds in the amount of \$250,000 were expected to be received for converting part of the State Use Industries building to a vocational education facility. A \$30,000 State Law Enforcement Planning Agency grant permitted the implementation of a learning center at the New Lisbon satellite unit.

At the Youth Correctional Institution, Annandale, Manpower Development Training funds totaling \$174,908 continued to provide vocational training in pre-occupational shop, welding, carpentry, plumbing, gas station attendant and building service maintenance areas. A total of 388 residents were assigned to those programs during the year and 357 graduated and qualified for State Department of Vocational Education training certificates. A black seal engineer training program commenced during the fiscal period, affording successful trainees an opportunity to take a test for a State license. Academic classes during the year included literacy training, high school curricula and State Department of Education approved programs in driver training, art, music, learning disabilities, individually prescribed math instruction, programmed instruction and swimming. New Jersey High School Equivalency certificates were earned by 36 residents. Six students became eligible for tenth grade certificates, and seven students qualified for the Hunterdon County eighth-grade diploma.

At the Training School for Boys, Skillman, a fully scheduled, 12-month academic program has continued to provide residents with music, art, industrial arts, library, speech therapy and physical education in addition to the usual curricular academic pursuits. Each youngster is scheduled for 25 class periods averaging five per week in mathematics, language, arts and reading; three periods in social studies and history; three in science; three in health and physical

education; two periods each in art and in industrial arts; one in library skills; and one in music. At the Training School for Boys, Jamesburg, 21 residents received eighth-grade diplomas, and 12 residents received ninth-grade diplomas. Twenty-six residents received particular achievement awards, and one resident received a \$50 award for his art work. Twenty-nine faculty members participated in the 1972 school summer session, from which 22 students were promoted at the end of the summer. The new vocational school, which has been undergoing preparations for its anticipated opening in the coming fiscal year, is able to accommodate upwards of 100 residents. At the Training School for Girls, an allocation of \$40,000 was received under Title I of the Elementary and Secondary Education Act. The student population was tested in basic skills during the 1972-1973 school year and showed a 92 percent improvement over the previous school year. Students demonstrated an 82 percent growth in mathematics and reading skills. Of the 82 percent who improved, 65 percent developed up to one year's achievement while 31 percent made between one and two year's improvement and four percent improved by more than two years.

The work release program which began in June 1969, continued to grow despite moderate unemployment in communities adjacent to several institutional locations. The total number of participants in the program increased from 953 in Fiscal Year 1972 to 1396 in Fiscal Year 1973. This represents an increase of 443 participants, or 46 percent. Recent statistics on inmates who have completed the program show that gross earnings rose from \$660,204 in Fiscal Year 1972 to \$1,125,924 in Fiscal Year 1973, an increase of \$465,720 or approximately 71 percent. Inmates have increased federal income tax payments from \$46,606 to \$110,452, an increase of \$79,428 or approximately 70 percent over the previous fiscal period. They have paid \$257,549 in maintenance fees to the institutions from \$178,121 the previous fiscal year, an increase of 45 percent. They have also contributed increased payments to their families of \$57,753, from \$32,050, an increase of \$25,703 or approximately 80 percent in Fiscal 1973 as compared to Fiscal 1972. The amount of money saved, for their release, rose from \$131,571 to \$248,749, an increase of \$117,177 or approximately 89 percent. The average savings for each inmate in Fiscal 1972 was \$138 and in Fiscal 1973, \$178.

The inmate furlough program inaugurated in June 1971 grew throughout Fiscal Year 1973. A total of 2796 furloughs from the Prisons, Youth Correctional Institutions and the Correctional Institution for Women were granted during the 1971-72 fiscal period. In the 1972-73 fiscal period, a total of 6956 furloughs were granted by the same institutions. This is an increase of approximately 248 percent. Few inmates have violated the trust placed in them for reasons other than being late in returning, only 90 inmates, or 1.29 percent, violated the rules for furloughs. A change was made in both the work release and furlough programs during Fiscal Year 1973. A study of some of the failures in the programs and of regulations governing inmates involved resulted in the condition being established that no inmate with a history of offenses of sexual assault be permitted to participate in either program.

A Volunteers Project started during Fiscal 1973 in the Youth Correctional Institution Complex with a funding allocation through the State Law Enforcement Planning Agency. Even though the Project is in an early stage, monthly progress reports have shown a steady increase in the number of programs evolving and the number of volunteers becoming involved. At Annandale, various officials of the business community have lectured to and answered questions from groups of inmates concerning the opportunities available in industry. At Bordentown, opportunities were made available for Spanish-speaking inmates nearing parole to be assisted by the Puerto Rican Veterans Association in obtaining employment, transportation and housing. At the Youth Reception and Correction Center, approximately 40 students from area colleges participated in volunteer capacities in the education programs at Yardville; Trenton State, Rider and LaSalle Colleges, and Princeton University were represented.

OTHER INSTITUTIONAL PROGRAMS

Recreation programs continued to be active at the institutions, some with interesting sidelights. The Youth Reception and Correction Center varsity basketball and inmate softball teams competed with local township leagues in games scheduled at the institution. The Training School for Boys, Skillman, was invited to participate in the Montgomery Township Boys Baseball League. The invitation marked the successful completion of Skillman's third year with the League and offered every indication of a continuing, effective relationship.

As of March of the fiscal year, scouting has been in existence for 51 years at the Training School for Boys, Jamesburg. Under the leadership of the present Superintendent, the scouting program was expanded in size and in scope. A total of 12 troops are active: five Boy Scout troops for boys aged 11 to 15, and seven Explorer Posts for boys at and above 14 years of age. Three of the Explorer Posts are for Sea Scouts, and one is mainly involved with the Drum and Bugle Corps.

A "Right-to-Read" program was initiated early in the fiscal period at the Youth Correctional Institution, Bordentown by Burlington County Community College for underprivileged potential college students with deficient communication skills. Combined with inmate-learners from the Youth Reception and Correction Center, upwards of 150 inmates were expected to benefit by the program by August of Fiscal Year 1973. Funding is provided for by a \$50,000 Federal grant from the Office of Health, Education and Welfare. The Director of the program is an Associate Dean of Instruction at Burlington County Community College. A graduate of Burlington County Community College is coordinator of the program, and four paid inmate-tutors and several Burlington County Community College professors comprise the teaching team. Designed to offer a developmental and integrated reading and communication skills program required for college success, a total language approach stressing the skills of reading, listening, speaking and writing is employed to ensure success in college level work. Diagnostic and prescriptive techniques are used to develop highly individualized programs for each of the inmate-learners. The primary approach used is a combination of individualized instruction, tutoring, and small group seminars conducted by the full-time Burlington County Community College professors. Inmate learners may earn up to six tuition-free college credits for participation in the program. Another pilot program conducted by the Business Administration Division of the College, and coordinated by a member of the Burlington County Community College staff working co-operatively with a Correction Captain, the institution Work Release Coordinator and Supervisor of Education has been designated to place eligible Bordentown college men in jobs related to and leading to a degree in Business Administration. The "Cooperative-Education" Program is believed to be the first one of its kind in the nation.

The New Jersey State Supreme Court ruled that female offenders were entitled to receive the same sentencing treatment a male offender would have received for the same offense. At the end of the fiscal year, the Court ruled that all female offenders, who at the time of sentencing to the Correctional Institution for Women were 30 years of age or over, would be permitted to request appearance in court for resentencing from an indeterminate term to a minimum-maximum term. The Court ruled that an offender, committed to the Correctional Institution for Women under an indeterminate sentence and who at the time of sentence was under 30 years of age, would be permitted to apply to the court for a determination of whether, if she had been a male, she would have been given a indeterminate sentence of a minimum-maximum sentence. Each inmate at the Clinton institution affected by this judicial ruling has been informed that she may petition the court, provided such petition is filed with the court within 60 days of the receipt of notice from the installation of the resentencing privilege. Sample letter forms to the court were prepared at Clinton and made available for use by inmates. A member of the staff was designated to coordinate the program, and inmates were provided with a listing of county

courts. The Office of the Public Defender has made staff available to advise inmates with respect to filing petitions with the courts.

As part of the New Jersey Comprehensive Manpower-Corrections Program, a Department of Labor grant to the Division has helped to train inmates as cooks, bakers, butchers and supportive food personnel at Trenton, Rahway and Leesburg State Prisons, the Youth Correctional Institution, Bordentown and the Correctional Institution for Women. At a cost of \$59,000 it was estimated that 522 inmates could be trained. The program has been implemented by the Duke Mercier Associates and has the following phases: instruction and training guidance of the Food Service Supervisors at the institutions involved, and on-the-job supervision of the inmate trainees; on-the-job training of the inmate trainees in basic and advanced cooking practices, commercial restaurant and store butchery practices, waiter techniques, and supportive food service personnel training; formal evening classes for inmate-trainees in the theory of Culinary Arts; placement and outside supervision of inmate-trainees on work release programs; placement aid to graduates of food-service training upon release from the institution; and follow-up on food service trainees for at least six months following their release.

Gamblers Anonymous, a program for compulsive gamblers, opened a chapter at the State Prison, Rahway, late in the fiscal year. The chapter, the first one in a maximum security prison in New Jersey, was formed in response to a letter from an inmate who advised he felt help was needed in overcoming a gambling problem. Gamblers Anonymous has 14 other chapters throughout the State.

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

Existing law libraries in the three Prisons, three Youth Correctional Institutions and the Correctional Institution for Women were found to be inadequate in quantity and quality for meeting the needs of inmates. The deficiencies were determined by surveys conducted by the Division of Correction and Parole, a representative of the State Law Library, and a representative of the State Attorney General's office. Subsequently, the Division purchased \$64,000 in law books through a State Law Enforcement Planning Agency grant. The law libraries have been anticipated to open early in the coming fiscal year, and a training program for professional and para-professional librarians in the organization and use of the law libraries has been planned. Steps were taken to insure that an up-to-date law library is maintained at each of the major correctional institutions on an ongoing basis.

The old Death House at the State Prison, Trenton, was completely renovated during the fiscal year to provide a proper setting for a new program of contact visits. The newly decorated visitors' lounge hosted contact visits on weekends at stipulated time periods. Two such visits have been permitted each inmate per month, as well as a non-contact visit, since the beginning of the program. It was the first time in the history of the Trenton institution that contact visits have been permitted. Rules were formulated for conduct and behavior of inmates and visitors to assure the orderly operation of the contact visiting program.

It remained a goal of the Division during the past fiscal year that inmates be permitted to make and receive a reasonable number of telephone calls from persons in the community in order to encourage and maintain family and other relationships which will benefit them when they return to the community. The program has been regarded as a successful one and continued to grow throughout the year. During the typical month of April in the fiscal period, 6650 telephone calls were made and received by inmates in the Prison Complex alone.

Inmate chapters of the State Jaycees were active at the State Prison, Rahway, and at the Youth Reception and Correction Center. At the State Prison, Leesburg, a separate chapter functioned at both the medium and minimum facility. The Youth Correctional Institution,

Annandale, was officially welcomed into the National Jaycee's Organization midway in the fiscal year. The Yardville chapter sponsored a party for over 40 boys from a Children's Home; the inmate-Jaycees provided entertainment, games, food, toys, and sweets from the parent community Jaycee chapter. The Leesburg medium facility chapter hosted a Christmas party for boys from a Home for Boys, and other chapters provided a Santa who presented toys to the institution visitors' children on Christmas Day. Aside from contributions, a major source of revenue for the chapters has been an ongoing service provided for inmates and their visitors, in which commemorative pictures are taken of the visits and sold for a nominal fee.

In conjunction with the local town council, a "hot line" was set up at the Training School for Boys, Jamesburg. The public number of the hot line is available to anybody with personal problems and questions. They may call anonymously, talk to an unidentified person, and receive various kinds of practical counsel. The phone is staffed on a volunteer basis by members of the local community and institution personnel, and is subsidized by the local township. The service provided may include references to various agencies for solutions to problems or merely an opportunity to ventilate concerns. Formal training is offered to "hot-line" counselors.

A satellite unit of the State Prison, Trenton, continued in operation during the past fiscal year in a maximum security wing of the Vroom Building on the grounds of the Trenton Psychiatric Hospital. The facility is a separate entity directly under the control of the Trenton Prison, is operated by staff from the Prison, and houses inmates who present serious behavioral problems or who are unable to adjust to the normal institutional population. Inmates are assigned to the Prison Readjustment Unit by the Institutional Readjustment Committee for an indefinite period of time with release dependent upon good behavior. The professional staff at the Vroom Readjustment Unit consists of a Social Worker, an Intern Psychologist and two Instructor-Counselors. The addition of a Clinical Staff Psychologist and a part-time volunteer Guidance Counsellor will be made early in the next fiscal period to complete the staff. The basic philosophy of treatment at the Prison Readjustment Unit has been to utilize behavior modification techniques, education and counselling to teach self-control. Situational short-term counselling, long-term counselling, basic adult education, high school classes and relaxation training are made available. The program planned at the Unit is conducted with the goal of rehabilitating the inmates at the facility to the point at which they can rejoin the general Prison population.

RESIDENTIAL GROUP CENTERS PROGRAM

The four Residential Group Centers at Highfields, Warren, Ocean and Turrell admitted a total of 245 boys and girls this fiscal year as compared to 244 the previous year. The average daily populations and referrals were up slightly from those of the previous fiscal year. There were 281 referral inquiries received at the Centers for boys during the past fiscal period, a decrease of 47 over the previous fiscal year. At the end of the fiscal period, six referrals were awaiting assignment to the Centers for boys. At Turrell, 69 referrals were received for evaluation during the fiscal year, of which 58 were accepted and placed on the waiting list; three girls were awaiting admission at the end of the fiscal period. The number of girls successfully completing the program decreased slightly over the previous fiscal year, the reasons for failure being fairly 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. Office meetings of staff and residents were reviewed in the group sessions. Residents were fortunate again this year in having a volunteer qualified lifeguard assist them in swimming activities at the outdoor pond on the grounds of the Warren Center.

Group treatment and work programs continued with no unusual problems. The Assistant Superintendent's position at Ocean remained vacant, but the Assistant Superintendent's position at Turrell was filled by the end of the fiscal year. The lengthy vacancy in the Assistant Superintendent's position at Highfields was filled during the third quarter of the fiscal period. 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 for personnel of public and private agencies from New Jersey and other states.

Early in the fiscal year, a fire at the Turrell Center completely destroyed one of the sleeping rooms for residents. Smoke and Water damage extended throughout most of the first floor of the institution. The total program of the Center was relocated temporarily at the Training School for Boys, Jamesburg, and was not resumed at the Center site until the close of Fiscal Year 1973.

BUREAU OF PAROLE

At the end of the fiscal year, the Bureau of Parole was responsible for 8225 offenders, an increase of 902 cases or nine percent over the caseload of a year ago. At that rate of annual increase, a June 30, 1975, caseload of 9770 offenders has been projected. Among the 1165 releasees during Fiscal Year 1970, approximately 400 were discharged at their maximum and thus denied the services traditionally provided for those paroled. These services include aid in locating housing and employment, funds to aid in transition, and counselling. Two Senior Parole Officers, and one Program Supervisor-Analyst, under the direction of a Supervising Parole Officer, have now been providing these services via a grant from the State Law Enforcement Planning Agency.

In the five years from Fiscal 1968 to 1973, institutional admissions, parole releases, and New Jersey parole caseloads have shown average annual increases of 7.4, 9.3, and 9.2 percent, respectively. The greater rate of increase in the use of parole reflects a trend toward greater use of community alternatives to institutionalization. The trend is expected to continue especially for offenders admitted to the State Prison Complex, where the sharpest increases in admission are expected. Continuation of the nine percent annual increase in parole caseloads represents a conservative projection of past parole trends.

The Volunteers in Parole Program had 265 attorney volunteers acting as aides assigned to individual offenders under the professional supervision of full-time, experienced Parole Officers. The program has already assisted 269 parolees in the community, where volunteer attorneys work with the parolees on a one-to-one basis. The lawyer-volunteer program has introduced the citizen volunteer movement into the field of parole supervision, where the volunteer movement has not had significant development. The lawyers are provided with a direct clinical experience in parole supervision and exposure to the issues, problems and dilemmas existing in

this area. The lawyers have the opportunity to develop an awareness of the needs of parolees and the problems in providing them effective parole services. Emphasis in the program is placed primarily on the one-to-one relationship developed between the lawyer-counselor and the parolee and not on the traditional lawyer-client relationship. Newly admitted members of the New Jersey State Bar have been contacted in an effort to determine their interest in the project, with very encouraging results, and training sessions for the new attorney volunteers have been scheduled. A new community resource booklet containing information concerning drug programs, educational opportunities, vocational training and vocational rehabilitation was scheduled to be printed, enabling the volunteers to have much of the information that had been transmitted through training sessions. A fine rapport has been established between the Division of Correction and Parole, the State Bar Association, and the American Bar Association as a result of the program.

While the Federal funding of five specialized Juvenile Recidivist and Narcotic Caseloads, under Title I, will terminate early in the next fiscal year, the State Law Enforcement Planning Agency is expected to provide funding for nine Parole Bureau Narcotic Caseloads for parolees over the age of 18. The caseloads are all planned to be limited to 20 parolees in order to allow for more intensive supervision than possible with larger caseloads. State Law Enforcement Planning Agency approval was received by the Bureau of Parole for two projects (Drug Abuse Specialized Caseloads-Adult, and Reorientation Assistance to Maximum Release Cases), involving the addition of 11 Senior Parole Officers and five clerks at a total cost of both projects of \$267,000.

Final arrangements were made during the fiscal year to enable the Division to establish the second Parole Resource Office and Orientation Facility in a metropolitan area of the State, to open at or shortly following the start of the new fiscal year. The facility replaces the Robert Bruce House which has been closed in the previous fiscal year because of inadequacies in the physical plant.

As a result of the *Morrissey vs Brewer* Supreme Court decision during the past fiscal year, paroling authorities are being required to provide certain "due process" guarantees to offenders. By the middle of the fiscal year, the Bureau of Parole had completed the implementation of procedural changes necessitated by the Court's decision. Guarantees include the requirement of two hearings before parole can be revoked. The first hearing required is a probable cause hearing. The parolee is given prior notice of the inquiry, its purpose, and the alleged violations. He is provided with an opportunity to present relevant information, and he may question adverse informants. In making the decision as to whether there is probable cause to revoke parole, the hearing officer is required to make a written statement as to the reasons for his decision, a copy of which is provided for the parolee. If probable cause is found to exist, notice of that finding, along with a digest of information and evidence upon which the finding was based, is sent to the paroling authority who then schedules a hearing to determine whether or not the inmate's parole will be revoked. At the parole revocation hearing the following due process guarantees must be afforded: written notice of claimed violation of parole, disclosure to the parolee of evidence against him, opportunity to be heard in person and to present witnesses and documentary evidence, the right to confront and cross-examine adverse witnesses (unless for security or for other reasons the hearing officer finds good cause for not allowing this), a "neutral and detached" hearing body, and a written statement advising the parolee as to the evidence relied on and reasons for revoking parole.

BUREAU OF STATE USE INDUSTRIES

State Use Industries operated 22 separate shops accommodating 26 different types of industries located in eight institutions. The shops were staffed by State Use personnel who supervised the inmate work force in 555 average full-time jobs during Fiscal Year 1973. The average turn-over 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 8.3 inmates per job, up sharply from last year's figure of 3.9. Distribution of sales was 59 percent to the Department of Institutions and Agencies, 29 percent to other State Departments and 12 percent to counties and municipalities. The total wages paid to inmates were \$127,704, up 15 percent from last year's \$108,710.

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 \$25,745. This capital expenditure was used for continued modernization of industries and replacement of a truck. Sales volume was \$2,572,525, or approximately seven percent more than last year's \$2,411,284. Fifteen invitations to bid were sent out for 750,000 pounds of galvanized steel, but no responses were received by the Bureau; short supply, increased demand and rising costs were suspected of causing the failure to respond to the Bureau's bidding invitation.

BUREAU OF PROGRAMS

Administrative Plan materials released by the Division during the fiscal year included Standards on *Inmate Handbooks*, which provided for an official document containing the kinds of information an inmate needs to know for a practical understanding of, and successful adjustment to, institutional programs and policies. The Standards provide that the rights and privileges of inmates be explained with reference to sustaining their family life and morale, insuring close ties after release, assisting in their institutional adjustment, giving them encouragement and helping them to keep in touch with the outside world. Institutions are required to furnish each inmate with a copy of the handbook within two days of admission and to update the contents of the handbook every two years. Standards on *Orientation* were released to the Administrative Plan Manual and have as objectives the development and maintenance of an ongoing program whereby offenders are introduced to the philosophy, objectives and goals of the operational unit. The Standards provide that, through orientation, inmates be encouraged to discuss their personal problems and matters pertaining to any aspect of the operational units' programs or services. Inmates are advised of modifications of programs, services, rules and regulations of the operational unit.

Other comprehensive Standards or policy statements completed and promulgated to Division institutions during the fiscal year include *Rules for Personnel*, which deal with the procedures for implementing regulations affecting employees, Departmental and institutional employee handbooks, and executive and supervisory staff meetings. *Hair Styling, Beards and Mustaches* Standards were distributed to permit inmates to wear neatly trimmed beards, mustaches, sideburns, and other hair styles. Standards on *Representation of State Employees in Civil Suits Arising Out of the Performance of Their Duties* were sent to all operational units of the Division, setting forth the procedures to be followed in each law suit that is referred to the Attorney General's office for defense of a State employee where an inmate claims damage for personal injury from the State employee. *Accessibility to Inmates by Mass Media Representatives* was promulgated, implementing the Commissioner's news release issued at the end of the previous fiscal year.

Changes were made in *The Discipline Program Area* including revisions in *Behavior Modification Measures*. A section entitled *Serious Disciplinary Infraction* was added to stipulate the essential condition of placing an inmate in Administrative Segregation, namely a recent precipitating incident involving the inmate in the commission of a disciplinary infraction. *Television Interviews of Juveniles* was added to the Manual to establish the requirements for court authorization prior to any television interview which identifies a juvenile resident of a Division institution. *Photographing and Interviewing of Inmates for Public Media* was revised to include the Consent to Photograph or Interview form. *Emergency Situations* was revised to include the policy and procedure for referring inquiries from newsmen to the Bureau of Public Information on a 24-hour-a-day basis about trouble in the institutions. *Incoming Published Materials* was modified to clarify institutional policy with regard to setting guidelines for approving or restricting publications according to the diverse interests of the inmate population. Other changes were made in the *Correspondence and Visits Standards*, *General Outline of Armory Standards*, *Standardization of Weapons*, *Officers' Uniforms*, *Specifications for Non-Issued Items*, *Report of Uniformed Correctional Personnel Overtime* and *Sickbed and Funeral Visits*. In addition, the *Subject Index* of the Administrative Plan Manual was updated to include all revisions and additions made between July 1, 1971 and June 30, 1972.

Bureau of Programs staff administered the inmate law library grant which was awarded the Division late in the fiscal period (described earlier in this report). Staff activities have been mainly focussed on establishing the necessary accounts, assisting in the purchasing of the volumes and maintaining liaison with the institutions.

BUREAU OF OPERATIONS

This marked the fifth fiscal year of work for the Bureau of Operations. During the year just ended, 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 the 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 made by the Division staff included ten State institutions, four residential group centers, 27 county jails, 286 municipal lockups, and 17 county juvenile detention facilities. Under the direction of the Chief, Bureau of Operations, staff conducted 105 individual consultations, providing review of blueprints, suggestions on site locations for new construction, advice and information on renovating existing facilities, and aid in writing and amending programs for inmate employment, recreation, and academic and vocational training. Construction was underway on 18 new municipal facilities; eight new municipal facilities and two new county facilities were in the planning stage; and renovations were made to four county facilities and six municipal facilities.

As another function of the Bureau of Operations, all correctional and detention facilities in the State were inspected during Fiscal 1973. In addition, there was a total of 286 municipal lockup inspections, and 38 county correctional facilities inspected. Areas covered in those inspections were inmate rights, health, treatment, safety, training, and rehabilitation programs.

Evaluations were made of detention equipment, security devices, sanitation, housekeeping, discipline, staffing patterns and in-service training.

The Bureau of Operations functioned as a distribution point and clearing house during the past year for enrollees in the Federal Bureau of Prisons' Courses for Jail Officers and Administrators, receiving and distributing 443 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 Division of Correction and Parole provided consultative services to all of the counties, and conducted audits in those counties with county work release programs. With the Division's technical assistance, the Board of Chosen Freeholders in six additional counties passed resolutions to establish the program. Eighteen of the 21 counties have implemented the work release program while the other three counties have been seriously considering taking similar action. Through consultative services provided by the Bureau of Operations, administrative problems were resolved in several of the county programs. The result has been an increase of about 94 percent in the number of inmates placed in outside employment during their incarceration by action of the municipal and county courts throughout the State. A total of approximately 680 inmates participated as compared to the 350 inmates in the previous fiscal year. In addition, earnings of inmates have increased by about 98 percent to aid them in meeting their crucial financial needs after release and to aid the county in reducing the cost of their incarceration through maintenance fees. A total of approximately \$481,493 was earned by these inmates as compared to \$243,575 in Fiscal Year 1972.

OTHER DIVISION ACTIVITIES

Approximately \$4,500,000 has been awarded over several years by various Federal agencies to support Division of Correction and Parole projects. In an attempt to draw together those activities into one centrally coordinated effort, the Division secured \$35,579 in the past fiscal year through a State Law Enforcement Planning Agency grant establishing the position of Correctional Services Project Coordinator. The responsibility of the Division for Federal grants has included the supervision and the coordination of over 36 separate projects and the management of the funds and personnel of those programs. The Division has had responsibility for evaluating the effectiveness of the project's administrative procedures and operations, and developing plans for implementing improvements. The activities of the various projects have placed substantial demands on the time and resources of Division office staff already overburdened with demands on management skills in a time of change. The Coordinator's duties include providing technical advice to Division personnel on project design and funding application procedures. He consults with other Division personnel in identifying need areas and provides technical assistance in the planning, designing, implementation, operation, evaluation, modification and continuation of the Division's activities in the area of program planning and development.

An in-depth study of custodial staff needs was undertaken by the Division in order to provide for increased physical safety of inmates and staff in the institutions. The results of the study are reflected in budget requests for Fiscal Year 1975. The Division has continued to ask for funds to support fully adequate complements of Correction Officers and correction supervisory personnel. A study has been made, also, into the Division's responsibility to provide custody for offenders housed in the Prison Readjustment Unit on the grounds of the Trenton Psychiatric Hospital. The study examined the need for change in the present program and facility, and it

was recommended that consideration be given to long-range planning for the type of offender identified as needing a more secure level of custodial management. The findings of the study have begun to be implemented in Fiscal 1973.

The Division of Correction and Parole has been approved by the State Law Enforcement Planning Agency to receive a \$15,000 grant, supplemented by a \$5,000 contribution from the Department of Community Affairs, to hire a consultant group to study the following questions: "What alternatives are available or could be developed for the Training School for Girls as an institution, and what can New Jersey do with girls being sentenced to the Training School for Girls by the County Juvenile Courts that would be programmatically effective but less costly?"

With continuing State Law Enforcement Planning Authority funding, the Correctional Information Systems staff has developed, prepared, and distributed a variety of on-going and *ad hoc* analyses for use in management and policy development. These have included population reports, including a 1982 population projection, a report of Admissions, Departures, Residents and Paroles for Calendar Year 1972, and a monthly population report distributed with the Division monthly report; a series of reports concerning Community Catchment Areas and Area of Residence; and budget reports including the Governor's Budget Revision, and a series of reports concerning Special Services and their costs within Division institutions. In addition, a number of reports were developed from offender characteristics and length of stay records. These included length of stay reports and reports concerning offense, age, IQ, and skill level of admissions. The offender characteristics and length of stay records are the basic input data for the Offender Correctional Profiles which has been expected to be produced in part during Fiscal 1973.

Former Division Director Albert C. Wagner was elected to the Board of the National Conference of Public Youth Agencies during the fiscal year. The Board consists of 12 experts in the field of corrections throughout the United States. Mr. Wagner was honored also by a plaque given in recognition of his long-time support and interest in the work of the Correctional Education Association.

To upgrade certain aspects of security and control, the Division requested a complete telecommunications survey of all the major correctional institutions in the State. Conducted under the auspices of the Bureau of Telecommunications Management of the Division of Data Processing and Telecommunication, the first such survey was completed at the State Prison, Rahway. The appraisal included recommendations and cost estimates on expanding or improving the telephonic equipment and stations, the paging system, control centers, the public address system, and radio equipment. A video monitoring system was proposed.

State Law Enforcement Planning Agency funds were received for the purpose of installing a new emergency communications system, on a pilot basis, in certain sections of the State Prison, Trenton. The system utilizes a pen-sized device carried by a Correction Officer, which, in an emergency, may be used to transmit an ultrasonic signal to receivers placed at intervals in the walls of the institution. The receivers are connected to a panel at the Control Center which sounds an alarm and indicates visually the area in which the emergency is occurring. The Control Center can then quickly summon appropriate help to the area. Present means of summoning appropriate help in emergency situations, which are occurring with increasing frequency in Division institutions, are in most cases slow and difficult to activate and occasionally have the unintended consequence of alerting other inmates to the situation. A thorough evaluation of the system has been planned to determine the feasibility of installing the system throughout the Trenton Prison and in other facilities of the Division.

The Governor signed legislation making New Jersey signatory to a compact which permits its member states to enter into contractual, reciprocal arrangements between themselves and the Federal Government for the incarceration of offenders from a sending state by transfer to a receiving state. The legislation permits the member states, under mutually satisfactory conditions, opportunity to house a convicted offender in the offender's home state and to transfer some offenders to states which provide correctional services and/or programs not then available in the sending state. The Division's participation in the compact became effective on the last day of April in the fiscal year, making New Jersey the thirteenth state to adopt this program.

The Division was advised during the fiscal year by the Rehabilitation Commission, New Jersey State Department of Labor, that its request to the United States Department of Labor for federal funds to match monies available in the budget of the Division would be made available to expand the present level of services provided by the State Rehabilitation Commission to public offenders in State correctional institutions or on parole. In addition, the Commission has applied for a grant of \$100,000 from the United States Department of Labor to provide rehabilitation services to public offenders throughout the State. Collaborative arrangements between the Division and the Rehabilitation Commission have been planned to take place next fiscal year to determine where personnel and services made available through the additional funding will be located in units of the Division.

Early in the fiscal year, the Division promulgated regulations for the Remission of Time from Sentences of Prisoners in County Penal Institutions during periods when the Prisoners are Engaged in Productive Occupations. Chapter 115, Public Laws of 1972, retroactive to July 1 of the past fiscal year, mandates the Department of Institutions and Agencies to prepare and enforce regulations for the operation of this Act. The Act provides that sentenced prisoners in county correctional institutions, who are employed in productive occupations, shall receive compensation for such employment in the form of cash or remission of time from sentence or both. Remission of time from sentence is not to exceed one day for each five days in productive occupation. The Board of Freeholders, in each instance, is to determine whether it will implement a program of cash payments or remission of time or both. The Board of Freeholders is to file a schedule with the Division outlining how it plans to implement the Act. The Division is obligated to audit the county program not less than once annually.

There has been a growing commitment throughout the country toward the establishment of more community-based programs in corrections as an alternative to incarceration and as a means of facilitating the transition and re-integration of the offender back into the community following his release from an institution. Over the past three years the Division has been creating a system of community-based treatment programs to meet this commitment. During the past fiscal year, efforts in this area have been united with the creation of the Bureau of Community Services and the appointment of a Chief of that Bureau. The Division has developed plans for the operation of five community-based centers: three Community Treatment Centers to house juveniles who have not as yet been transferred to correctional institutions, and two Community Service Centers to house adults and juveniles, who are three or four months short of parole, in a community/work release situation. Federal funds have been secured through the Law Enforcement Assistance Administration to implement these plans.

The Community Treatment Centers are designed to operate 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. Housing 20 youngsters, each center includes guided group interaction, tutorial education programs, and recreation in its program activities. Involvement in existing community resources as well as involvement of parents and family members, working as paid aides on an as-needed, part-time basis, comprises a major portion of the

programming. Training of parents and family members relative to their roles as staff aides, commensurate with the training in the same setting of the delinquent being served, may hopefully lead to the development of a more positively oriented relationship between members of the family and toward the larger community. Close liaison is established and maintained with the local school system, and special tutorial and educational programs are established in each Community Treatment Center in coordination with the regular school program. Plans have also been made to utilize the involvement of program graduates on a part-time basis on weekends in order to provide positive models for present members of the program. One of the Community Treatment Centers is housed in Camden and has been in successful operation for almost three years, during which 113 residents and over 20 non-residents were involved in the program. Two other juvenile centers have been planned for other metropolitan areas of the State. It is anticipated that both sites will be ready to begin formal operation by the Fall of 1973.

The purpose of the Community Service Centers is to provide the opportunity for upwards of 50 released offenders at each Center to re-enter the community aided by involvement in a program of individual and group counselling and related services, together with a vocational training and placement program. The objective is to encourage the residents to develop secure family and community relationships so that they may successfully cope with the problems confronting released offenders. The expectation is that the transition period between living in a controlled setting in the institution and returning to full individual freedom in the community under parole supervision will be between four to six months. Counselling at the Community Service Centers may involve referral to outside resources such as the Family Service Agencies. Pre-release counselling and pre-parole preparation will be given each resident prior to release from the Center. Major efforts will be made to re-establish relations with family and relatives in those instances where these relationships may be atrophied. A crisis intervention program will be maintained on a seven-day a week, 24-hour a day basis for parolees, ex-inmates and their families. Parolees who have graduated from the program will receive intensive supervision from the center. After searching in the immediate Newark area for nearly a year, a suitable site was found to house one of the Community Service Centers. Purchase arrangements were finalized in the last month of the fiscal year, and the Center is expected to become operational early in the new fiscal year with an initial admission of residents on a full-time basis. Three potential sites have been identified in another metropolitan area of the State, and active negotiations have been carried on to secure one of those sites for use as the second Service Center.

The Division Transportation Officers completed 91 out-of-state trips to return 87 parole violators and 11 escapees for a total of 98 inmates returned. Inmates were returned from 19 different states. In conjunction with the above, one parole violator was returned from Washington, D.C., and a parole violator and escapee were returned from Puerto Rico on two different trips. This makes a grand total of 94 trips returning 101 inmates.

Division of Medical Assistance and Health Services

WILLIAM J. JONES, *Director*

OVERVIEW

This was the year of high federal visibility in the operation and administration of the New Jersey Health Services Program as a result of various programs, regulations, guidelines and laws requiring some degree of direct federal intervention and involvement. Most far-reaching and significant of these were the 1972 Amendments to the Social Security Act, or P.L. 92:603. Because of the complexity and diversity of this legislation, the Division's staff concentrated a considerable amount of time during the early months of calendar 1972 to interpreting and evaluating the effects of certain provisions in the law on the future of the Medicaid Program.

Other areas of federal involvement occurred with respect to the nursing services program, including federal audits of the program, requirements to be met in the Periodic (annual) Medical Review of all recipients in long-term care facilities, enforcement of Life Safety Code requirements and nursing home participation renewal agreements required semi-annually. New Jersey's Medicaid Program, incidentally, was found by federal authorities to be one of just a few in the nation in compliance with federal nursing home standards.

Federal involvement was also apparent in the moves to forward the Early and Periodic Screening, Diagnosis and Treatment program (EPSDT). Regional interpretations of federal EPSDT guidelines resulted in ever-increasing demands on the Division's resources. Nevertheless, steps continued to be taken to assure compliance, with particular emphasis on outreach to assure that children receive required services and on developing statistical reporting systems compatible with federal requirements.

Clearly of major significance to the State of New Jersey was the approval in October, 1972, by the Department of Health, Education and Welfare of a \$54 million demonstration project to provide health care services to the non-covered indigent population of Newark, under a special waiver of Medicaid eligibility to cover a period of approximately three years. To forward the project and formulate policies, a Board of Trustees was formed, including members representing the State, the City of Newark, local providers and local consumers.

During the year, progress was made in the publication of various studies-in-depth of Medicaid services, and these studies received widespread public attention. The studies included Medicaid's pharmacy services, hospital services and nursing home services and constituted part of a continuing series of examinations of the services provided by Medicaid. In addition, the Division's third Annual Report covering calendar year 1972 was also published and widely disseminated.

As a result of surveillance activities in reclaiming monies from third-party liability and other coverage, as well as improper provider payments, provider audit recoveries and continued denials of medically unnecessary hospital claims under the hospital claims review system, the Division this year was responsible for recovering or saving the State of New Jersey more than \$3 million dollars in all.

This year, for the first time, procedures were adopted requiring all new institutional and pharmacy providers to apply to the Central Office for approval as eligible providers. This change introduced a new element of review and control procedures to the Program, which heretofore had not existed, and enabled the Program to exercise some degree of authority in deciding on the suitability of providers of Medicaid services.

STAFF DEVELOPMENT & TRAINING

All newly appointed staff (49) were provided with induction training in the Employee Evaluation System (EPEIS). Special training programs prepared clerical staff (9) in the use of the MCST system of automated typing and medical terminology. In addition, the following workshops were held: "The Care of the Aged Institutionalized Patient," "Concerns about Improving Nursing Home Care," and a special Seminar on the Social Security Amendments of 1972.

In the interest of provider relations, the Medicaid exhibit was on display at the meetings of the following professional organizations: N.J. Optometric Association, N.J. Pharmaceutical Association, N.J. Dental Association and the N.J. Podiatry Association. Consumer relations were enhanced through a series of regular informative items on Medicaid that were provided for use in Newsletters published by various County Welfare Boards.

In cooperation with the New Brunswick District Office, Division of Youth and Family Services, a series of five sessions on Child Health and Community Health Care were conducted.

ADMINISTRATIVE SERVICES

Bureau of Claims and Accounts

The Bureau auditors completed 65 nursing home audits in which recommended recoveries amounted to slightly over a million dollars, approximately \$16,000 per facility.

The Contractors (Hospital Service Plan of New Jersey and Prudential Insurance Company) completed a total of 222 hospital and home health agency audits by the end of the fiscal year, with a net recommended recovery totaling \$926,036.00.

Bureau of Health Statistics & Economics

During the year, the Bureau of Health Statistics and Economics continued to prepare various required statistical report packages, including statistics for the Monthly Progress Report to the State Board of Institutional Trustees, the Monthly Statistical Report, Monthly Report of Cuban Refugees receiving Medical Care, and required Federal statistical reports.

The Bureau also prepared studies including: Nursing Home Services Report, which included an examination of fees paid compared with quality of care; Study of the impact of P.L. 92:603 (Social Security Amendments of 1972); Revision of Inpatient Hospital Utilization Review Report; Study of Medicaid utilization in Newark and the potential impact of the Newark Waiver Project as a model health care delivery system; analysis of out-of-state hospital utilization and cost studies of several services, including physicians' and dental services; in addition to numerous special studies prepared for Division staff and for other public as well as private agencies.

UTILIZATION STATISTICS

During the first six months of fiscal year 1973 (July-December 1972), the total numbers of persons on the eligibility file increased by 2.9 percent to a December total of 567,004. The case-load increased less than 1 percent each month through December.

The month of May, 1973, was marked by a decline in Program eligibles. Total June eligibles numbered 577,980, an increase of 1.8 percent over January, about two-thirds the 2.9 percent rate for the first six months. For the AFDC (Assistance to Families with Dependent Children) category, the rate of increase was roughly 8 percent for the two six-month periods. The combined percentage of AFDC and AFWP (Assistance to Families of the Working Poor) cases to the total eligibles remained unchanged, 81 percent over the two periods. Persons receiving care averaged 224,285 monthly, about 40 percent of those eligible for services.

For the 12-month period, medical vendor payments totaled \$269,500,000, of which 25.0 percent was for general hospital inpatient care, 12.0 percent for mental hospitals and 28.3 percent for nursing homes.

Below is a chart reflecting utilization rates and payments.

**DEPARTMENT OF INSTITUTIONS AND AGENCIES
DIVISION OF MEDICAL ASSISTANCE AND HEALTH SERVICES**

**New Jersey Health Services Program
Fiscal Year 1973
Report**

	Monthly Average Eligibles	Percent of Total	Monthly Average Recipients	Utilization Ratio	Payments	Percent of Total Payments	Payments Per Eligible	Payments Per Recipient
OAA	37,693	6.6	26,489	70.3%	\$100,111,184	37.2	\$221.33	\$314.95
DA	33,685	5.9	19,969	59.3%	38,867,772	14.4	96.15	162.20
ADC	419,085	73.8	149,428	35.7%	97,905,135	36.3	19.47	54.60
AFWP	42,919	7.6	13,834	32.2%	8,247,568	3.1	16.01	49.68
AB	1,168	0.2	627	53.7%	1,016,056	0.4	72.49	135.04
DYFS (BCS)	20,352	3.6	6,402	31.5%	7,275,274	2.7	29.79	94.70
MAA	2,398	0.4	2,213	92.3%	11,316,000	4.2	393.24	426.12
CR	10,252	1.8	5,451	53.2%	4,711,948	1.7	37.30	72.03
TOTAL	567,551	100.0	224,413	39.5	\$269,450,937	100.0	\$39.56	\$100.06

OAA	OLD AGE ASSISTANCE
DA	DISABILITY ASSISTANCE
ADC	ASSISTANCE TO FAMILIES WITH DEPENDENT CHILDREN
AFWP	ASSISTANCE TO FAMILIES OF THE WORKING POOR
AB	ASSISTANCE TO THE BLIND
DYFS	DIVISION OF YOUTH AND FAMILY SERVICES (BUREAU OF CHILDREN'S SERVICES)
MAA	MEDICAL ASSISTANCE TO THE AGED
CR	CUBAN REFUGEES

MEDICAL SECTION

Bureau of Professional and Technical Services

During the reporting period, continued meetings were held with officials of the State's organized medical community, with the result that a partnership has been established and is effectively functioning between the Division and physicians to fulfill and implement the policies, regulations, guidelines and philosophy of the Health Services Program. In addition, the establishment of ongoing working relationships with utilization review committees involving various professional disciplines has served as a valuable method of resolving problems of mutual interest and concern.

Refined and updated mechanisms for Periodic Medical Review and Utilization Review for all Medicaid patients in long-term care facilities and mental institutions were implemented to assure that appropriate care, consistent with the patient's needs, was rendered. The field staff completed its Periodic Medical Review in Skilled Nursing Facilities, and this continued as an ongoing procedure.

During the year, the dental services program was completely restructured to effect greater administrative and cost efficiency, utilizing past experience to make the dental services delivery system more beneficial to recipients, providers and the Program.

Bureau of Child Health Services

The primary goal of the Child Health Program was to identify all Medicaid-eligible children up to the age of twenty-one not under regular health care and to introduce them into the mainstream of medicine for early identification and treatment before unrecognized conditions become chronic and their treatment costly. Through the Division's data processing system, all apparent non-utilizers of services during the past calendar year were identified. This information was transmitted to the Division of Public Welfare and the Division of Youth and Family Services for use in assisting families willing to avail themselves of ongoing health care services.

Providers and recipients received informational data, prepared by the Division, encouraging the utilization of child-screening services; and in developing the public information program, the Division arranged for the telecasting of public service films prepared by the Department of Health, Education and Welfare, and adapted to the State of New Jersey.

Bureau of Long Term Care

The nursing staff of the Division has continued to assess Medicaid-eligible nursing home patients as to their required level of care at periodic intervals. Such assessments are reviewed in each case by the Medical Evaluation Team, and decisions are made as to the level of care required. Similarly, assessments are made of new applicants for nursing home care, and review is made by the Medical Evaluation Team.

During the past year, the staff nurses made 34,618 assessments, an increase of 1,539 over the previous year's total of 33,079, thus bringing the average per month to nearly 2,885. In addition to the assessments, frequent observations of the progress of these patients are made by the nursing staff, which have often been instrumental in obtaining better care.

Participation in Periodic Medical Review has also been an activity of the staff of the Bureau.

Bureau of Mental Health Services

The Chief, Bureau of Mental Health Services, continued to review authorization requests for psychiatric services and to participate in revising procedures in the delivery of mental health services. The Bureau this year assumed responsibility for Periodic Medical Review of Medicaid patients in State Institutions.

MEDICAL CARE ADMINISTRATION

Participation of Medicaid-approved Skilled Nursing Facilities (SNF) was affected by new provisions under P.L. 92:603 making the State Department of Health responsible for the certification of these facilities, a responsibility formerly under the jurisdiction of the Department of Institutions and Agencies. In addition, rigid enforcement of the national Life Safety Code for SNF's resulted in numerous formal hearings. While many facilities either voluntarily or involuntarily terminated their participation because of compliance issues, numerous facilities took action to upgrade their facilities to meet the Life Safety requirements following hearings.

The Procedures Development and Communications Unit, in addition to preparing and distributing numerous Division communications, this year compiled new approved provider directories, including lists of opticians, hearing aid dealers, special hospitals, laboratories, ambulance-invalid coach carriers, and independent clinics.

The Contractors Advisory Committee continued to meet bi-weekly to formulate and implement various policies and procedures related to the two Medicaid Contractors. The Contractors continued to conduct hospital claims reviews, and denied a total of \$746,000 in claims determined to be medically unnecessary.

Bureau of Local Administration

Through its grass-roots Local Medical Assistance Units, the Bureau of Local Administration continued to serve as the primary point of liaison between the Division and providers, eligible persons, agencies, and the general public. By demonstrating the Program's interest in resolution of problems and maintaining face-to-face communication, many providers who might otherwise have ended their participation in the Program have remained to provide service to the eligible population.

Much time was spent developing and implementing uniform procedures for various covered services, with particular emphasis on the nursing home authorization procedure, because of the significant relative and absolute financial outlay of Division expenditure for this type of services.

Bureau of Medical Care Surveillance

During the fiscal year 1973, the Bureau registered 1,196 cases for investigation and completed 785. Recoveries totaled \$581,180, with the major share from third party and other health insurance sources.

Cooperation with the Attorney General's office was greatly enhanced with the establishment of the new Law Enforcement Bureau established to handle Medicaid fraud cases. The effectiveness of the new Bureau was apparent in four grand jury indictments obtained by the Attorney General's staff in Medicaid fraud cases, as well as the successful prosecution of a fraud case against a physician. During the year, ten providers were suspended from the Program, and of these, six were suspended for filing false claims while four were suspended because of conviction and indictment on other criminal charges.

HEARING SERVICES

The Hearing Services Section was organized this year to handle hearing requests and provide legal advice to the Division. One of the most significant areas of impact by this Section was the effect on upgrading of skilled nursing facilities resulting from Life Safety Code Hearings. During the year, 45 such hearings were conducted.

The staff drew up regulations for Fair Hearing Procedures for publication in the *New Jersey Register*, and was also responsible for reviewing and commenting on proposed legislation affecting the Division. Staff also assumed responsibility for developing various provider contracts and inter-agency agreements.

Division of Mental Health and Hospitals

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

INTRODUCTION

The Division's responsibilities in today's complex society are major considerations in view of the vast technological revolution of the past half century which has radically altered the average citizen's life style. These changes have brought social disorientation and a sense of rootlessness to our society, which in turn have had an inevitable impact on the emotional balance and psychic health of today's population.

Social critics have long pointed to the stultifying, depersonalizing effects of complex modern living. The mental health field, probably more than others, is particularly aware of this by-product of modern civilization and must be prepared to throw all available talents and resources into the struggle to keep man sufficiently stable to enjoy the enormous fruits of the complicated technology he has helped to develop.

It is this perennial and ever-growing process of adjustment to stresses of modern day living which gives direction to the Division in its efforts to provide mental health services for the citizens of New Jersey at all levels — community, county and state, and it is around the need for services that the Division has developed its programs.

The Division's general objectives remain consistent with national concepts in respect to enlightened care for the mentally ill, with each aspect of government — federal, state, county, and community — working towards a general goal which can best be termed as comprehensive community mental health services for all, i.e., the full spectrum of effective care made available to each patient as close to his home as possible, whether the need is for active inpatient treatment, emergency service, outpatient care, partial hospitalization, effective aftercare programs, or consultation and education.

HIGHLIGHTS OF THE YEAR

The Division marked two significant anniversaries during the year, the 125th anniversary of Trenton Psychiatric Hospital and the 75th anniversary of the founding of the Neuro-Psychiatric Institute. Trenton Psychiatric Hospital was the first state mental hospital to be founded through the efforts of Dorothea Lynde Dix. Features of the celebration were an historical exhibit of Dix memorabilia, the presentation of her letters to the American Psychiatric Association, and the presentation, to distinguished guests, of gilded copies of the key to her personal apartment in old Center Main. As part of its celebration, Trenton opened its new Children's Hospital and conducted a round of festive activities which received excellent coverage by press, radio and television.

The Neuro-Psychiatric Institute also held special programs and an Open House during May to mark the 75th year since the Institute was founded as the Skillman Village for Epileptics. In 1953 it was renamed to incorporate its modern activities which include the provision of special services for the entire State, including a Drug Abuse Treatment Program, Alcoholism Treatment Program, and a program for the severely disturbed and autistic children. A state-wide Neurological Consultation Service is still part of the Institute's continuing program to provide diagnostic services.

TRENDS IN PATIENT CARE

In respect to inpatient services, New Jersey continues to reflect national trends in mental health care, with increased admissions (but lower resident population), plus accelerated discharges, reflecting the fact that mental health care today is far from static.

The average daily population of our five psychiatric hospitals has been declining steadily and in 1973 was 7,004 as compared to a decade ago when it was 13,703, a decline of almost 49 per cent. During the past fiscal year, admissions totalled 12,740. A better indication of scope of services, however, is indicated by the number of patients served during a given year. In the 1972 fiscal year 21,506 patients were treated on an inpatient basis, while in 1973 the number was 20,462, (including family care patients) a decrease of approximately five per cent, which presumably reflects greater use of community-based resources. In addition to inpatient services, approximately 7,000 patients were seen in the hospitals' outpatient clinics.

RESIDENT PATIENTS SERVED IN STATE PSYCHIATRIC INSTITUTIONS Fiscal Year 1969-73

(Resident Patients Treated in the Five Psychiatric Hospitals)

	1969	1970	1971	1972	1973
Greystone	6,168	5,997	5,294	4,795	4,100
Trenton	4,776	4,425	4,319	4,497	4,540
Marlboro	4,066	4,199	4,261	4,422	4,333
Ancora	4,430	4,605	4,863	4,760	4,449
NPI	2,379	2,584	2,466	2,561	2,493
TOTAL	21,819	21,810	21,203	21,035	19,915
	PERCENT				
Greystone	28.3	27.5	25.0	22.8	20.6
Trenton	21.9	20.3	20.4	21.4	22.8
Marlboro	18.6	19.3	20.1	21.0	21.8
Ancora	20.3	21.1	22.9	22.6	22.3
NPI	10.9	11.8	11.6	12.2	12.5
	100%	100%	100%	100%	100%

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

Certain long-standing problems continue to be common to all hospitals, or became more acute because of outside factors. The rise in food prices compounded the difficulties of providing with limited funds an adequate diet for patients. The various dietary departments were hard-pressed to find alternatives in their efforts to offset the sky-rocketing costs of food, particularly meats.

Perhaps inevitably, the continuing inadequacies in provision of proper housekeeping services triggered widespread unfavorable publicity for several hospitals culminating in a "battle of the kitchens" in the press when the Health Department found some hospital kitchens unsanitary and ordered them closed for correction of deficiencies. Corrective action was taken promptly, but many problems still remain since full corrective measures are contingent on approval of funds for improvement.

PROGRESS IN STATE HOSPITAL PROGRAMMING

All hospitals continued to expand programs in behavior modification and reinforcement therapies. These programs have been very effective this year with excellent support by nursing personnel and the augmentation of the program by use of volunteers. Neuro-Psychiatric Institute has been particularly successful in the number and scope of activity of volunteers in such programs.

A program utilizing services of 22 student volunteers from Stockton State College, in a remotivation therapy effort with chronic patients, was developed at Ancora Psychiatric Hospital which not only benefited the patients but also gave Ancora an opportunity to show the more positive side of the hospital to the community.

There was also greater expansion of programming and services to the community among the hospitals. At Trenton Psychiatric Hospital, the Geriatric Day Care Center is functioning effectively in providing services for Mercer County residents within traveling distance of the hospital. At Greystone Park Psychiatric Hospital, a community link-up program to aid in discharge and aftercare programs was expanded in Bergen and Passaic Counties and begun in Morris County. Ancora had two resident psychiatrists in successful affiliation with Camden County Guidance Center. Ancora also added a psychologist and social worker to the Camden Outpatient Clinic, thus providing better services to the community. Marlboro Psychiatric Hospital opened a Geriatric Outpatient Clinic at the Red Bank Bridgeway House.

INSTITUTIONAL HIGHLIGHTS

Ancora Psychiatric Hospital

Activity in patient care during the past fiscal year was centered around changes in program to enhance the chances for speedier return of the patient to the community. Heavy emphasis was placed on milieu therapy, particularly by the conversion of large dormitories into smaller rooms, in an effort to increase patient privacy, and the addition of attractive furnishings to provide a more home-like atmosphere.

An increase in the supplement to patient recreational activities was made available from the Patients' Welfare Account, which enabled the hospital to expand recreational activities designed to promote social interaction.

The Cumberland County Clinic was discontinued when the Cumberland County Community Mental Health Center received staff funding and became operational. The Burlington County aftercare clinic was increased to a weekly program providing both individual and group therapy.

Greystone Park Psychiatric Hospital

Patients in all sections were classified into five levels according to severity of illness and potential for response to therapy. There was greater use of resocialization activities and personnel from all levels, as well as volunteers, participate in enhancing these programs.

Improved housekeeping was made possible with the development of building maintenance crews. Renovation of Units A, B and K under the Master Plan was begun, and the contract for the medical-surgical building was awarded.

Patient census continued to decline and at the end of the 1973 fiscal year was 2,127, a dramatic reduction from the total of 5,582 patients the hospital had on its books at the end of the 1964 fiscal year.

Greystone Park also made highly effective use of behavior modification programming, extending it to all areas of the hospital. It further enhanced the use of such techniques by sending staff to NPI (Neuro-Psychiatric Institute) for special training in innovative and highly successful programs developed there by the Experimental Sociology Section.

In the Bergen County Unit an effective "link-up" program was developed with the Dumont Community Mental Health Center Clinic and the Central Bergen Community Mental Health Center. A social worker from the Dumont clinic visits the hospital weekly to begin planning with staff and family members for individual patients' subsequent release. In addition, the Central Bergen Community Mental Health Center's Day Hospital is currently caring for a number of former patients. The Center is also in the process of developing a Halfway House for discharged patients. The Passaic County Unit has also developed effective community liaison with the Community Mental Health Center of Paterson.

Greystone Park's Geriatric Unit had a most successful year, with all disciplines joining in development of a Five-Level Rehabilitation Program designed to retrain, re-educate, rehabilitate and reintegrate geriatric patients. A systematic improvement of the patient environment helped to enhance the program.

Marlboro Psychiatric Hospital

Involvement with community clinics remained strong during the year. There were 2,562 patients in active treatment in Marlboro's outpatient clinics in Middlesex, Monmouth, Ocean and Union Counties. In addition, the Geriatric Unit initiated a special clinic at the Red Bank Bridgeway House for aftercare of discharged patients.

The Department of Physical Medicine instituted a valuable program for physical rehabilitation of geriatric patients. All who could benefit from this specialized service received treatment on a regular basis.

The special Alcoholic Recovery Unit which opened in February had treated a total of 227 patients by June 30, 1973. This program is supplemental to regular therapeutic programs. Patients are counseled, and planning is made for discharge. Families are contacted and participate in the program as well.

Discovery House, the narcotic rehabilitation project, has been in operation for 3½ years, and since early 1972, 82 former patients have been placed in industry and service-oriented positions or in technical positions. Discovery House also operates outreach clinics in surrounding communities.

Like the other hospitals, Marlboro was embarking on major plans to improve the hospital environment in order to provide privacy and more attractive surroundings.

During the past year a collaborative relationship was developed with the Monmouth County Welfare Board with a caseworker from the Welfare Board visiting the hospital on a regular basis to help determine what services the Board could provide.

Marlboro's Department of Psychology has been playing an increasingly active role in community mental health services in a number of ways: by deploying staff to aftercare facilities operated by the hospital; by supporting active community mental health centers in some back-up services; and assisting in planning expansion of community services in the future. They provide pre-care services by participating actively in crisis intervention work.

New Jersey Neuro-Psychiatric Institute

The Neuro-Psychiatric Institute's major goal of accreditation by the Joint Commission on Accreditation of Hospitals remains unachieved as yet, but progress has been made in readying the Institute for such a step. The first two stages of upgrading patient care and treatment are virtually complete. The phasing out of the Bureau of Research in Neurology and Psychiatry enabled the Institute to reorganize and upgrade its staffing patterns to meet minimum standards for accreditation.

The phasing out was planned and negotiated with painstaking care to avoid hardship, insofar as possible, and provide the research scientists ample opportunity for transfer of their talents and programs to other areas. This delicate project was accomplished with a minimum of friction and difficulty. The final research section, that of Neuropharmacology, was scheduled to terminate in October 1973.

The Psychology Departments of the Institute, Marlboro Psychiatric Hospital, the Diagnostic Center, Trenton Psychiatric Hospital and Somerset Guidance Clinic are seeking joint accreditation by the American Psychological Association.

The Music Therapy social gatherings, now in their third year, have proven popular and have doubled in size. Dance therapy was introduced during the year. These programs are proving useful in developing social interaction.

The women's Alcoholism Unit doubled its capacity from 12 to 24 beds.

Trenton Psychiatric Hospital

During the year, the residency training program was revised to provide a program of long-term follow up on patients by assigning the resident physician to spend a longer period on inpatient adult services. In keeping with the growing emphasis on community services, Community Mental Health Psychiatry and a Preceptorship in Administrative Psychiatry were added to the program.

A major development of the year was the completion of the Children's Complex which now permits the hospital to provide good therapeutic care to disturbed children in an attractive, well equipped, home-like setting.

Early in the fiscal year, the hospital realigned its section catchment areas because of markedly increased admissions from Hudson County. The Annex Hospital was assigned Hudson County patients exclusively.

The social service staff of the Children's Unit arranged for office space in Newark and Jersey City to enable them to interview families of patients more readily.

A Superior Court Order in *Dixon vs. Cahill* manifested New Jersey's implementation of the federal Superior Court decision in *Jackson vs. Indiana* concerning competency to stand trial and a bar to indefinite retention in a psychiatric facility on a criminal charge. This resulted in the transfer-out of a number of patients who have been held in the Vroom Building for long periods.

The Geriatric Day Care Center was functioning well and was expanded to a seven-day operation for inpatient participants in order to provide uninterrupted milieu therapy.

Attention was focused on Trenton Hospital, following Dr. Weinberg's transfer to the post of Division Director, by the appointment of Dr. Inge Rudloff Plante, the first woman director named to head a major psychiatric hospital in the State.

During the year a special occupational therapist was added to the Geriatric Unit in order to make such programs available to patients confined to the wards because of physical handicaps.

Arthur Brisbane Child Treatment Center

During the past year, the treatment program was intensified. Each child received psychiatric, psychological, social services, medical and educational evaluations leading to specific treatment plans, with periodic review of progress.

Many children showed considerable improvement in physical fitness in that, by the end of the fiscal year, 45 per cent had passed the Presidential Physical Fitness Test as opposed to only 15 per cent the previous Fall.

Development of a volunteer program got under way with the advice and assistance of Marlboro's Volunteer Services Director. A Boy Scout Cub Pack was formed with the aid of the District Scout Executive of Monmouth Council of Boy Scouts and the assistance of volunteer den mothers.

The children did well in physical education and sports, winning some trophies in interschool competition within the community.

Diagnostic Center at Menlo Park

During the past year, the Diagnostic Center offered psychiatric services to 1,760 patients, 529 of whom were seen for inpatient services for periods of 30 to 90 days, and the balance seen on an outpatient basis. Special efforts were made to reduce the lengthy waiting list for outpatient services so as to provide prompt service. This has resulted in a more effective operation with appointments now being given with satisfactory promptness.

Construction of the Adult Treatment and Diagnostic Center (at Rahway) is 15 to 25 percent complete as of September 1973. A 1975 fiscal year Budget request of \$1.8 million was prepared to supplement the Diagnostic Center budget.

Most of the Center has been redecorated to provide a brighter, more cheerful setting. Badly needed repairs to the electrical, plumbing and heating systems have been completed, and most of the living areas and offices have been air-conditioned. Roadways have been improved, the grounds beautified and appropriate signs installed.

The Recreation Department was expanded and enhanced, thus providing more opportunities for patients and adding a new dimension of information in the diagnostic evaluation of the individual patient.

A Supervisor of Cottage Life was appointed, thus permitting this aspect of care to function independently of the Nursing Department.

COMPREHENSIVE COMMUNITY MENTAL HEALTH SERVICES

At the end of the fiscal year, prospects for New Jersey's Community Mental Health Center Plan seemed brighter with the possibility that all of the staffing grants which had been approved but not funded would receive their funds. Award of these pending grants was contingent on a court ruling following an injunction brought in a suit by the National Council of Community Mental Health Centers. As of September 1973, five of the eight had already received notification of their staffing grant awards.

The five newly-funded centers include: Rutgers Medical School Community Mental Health Center, \$983,037; the Community Center for Mental Health — Dumont, \$572,998; Mount Carmel Guild Children's Community Mental Health Center, \$484,657; Gloucester County Psychiatric Clinic Community Mental Health Center, \$374,096; and Jersey Shore Medical Center Community Mental Health Center, \$598,847. These recent grants total \$3,013,635.

Still awaiting funds are: Riverview Hospital Community Mental Health Center, Monmouth Medical Center Community Mental Health Center, and Christ Hospital Community Mental Health Center.

New Jersey has shown significant progress in community mental health center planning despite difficulties in funding. During the past fiscal year two community mental health centers became operative, the Elizabeth Community Mental Health Center in July, 1972, with a federal award of \$338,621; the Children's Psychiatric Center Mental Health Center in October, 1972, with a federal award of \$354,906. The funding of these two centers, added to the 11 previously opened, resulted in 13 centers operating currently. During 1972-1973, four additional centers' staffing applications were approved for \$1,948,973 in federal monies. These were Gloucester County Psychiatric Clinic Community Mental Health Center, Riverview Hospital Community Mental Health Center, Jersey Shore Medical Center Community Mental Health Center, and Mount Carmel Guild Children's Mental Health Center. These four approved grants bring the total of approved federal staffing grants in New Jersey to twenty.

At the end of the fiscal year, 20 staffing grants, 14 construction grants, and four initiation and development grants have been approved for New Jersey, making a total of 38 grants. Of the 14 construction grants awarded, 11 are completed, two are under construction (Jersey Shore Medical Center Community Mental Health Center and South Amboy Memorial Hospital Community Mental Health Center), and one has broken ground (the College of Medicine and Dentistry of New Jersey, Martland Community Mental Health Center). The 38 approved grants, when in operation, will serve heavily populated areas containing nearly 40 percent of the State's population.

The Division carried the initiative in the development of mutually acceptable protocols for use by the Department of Higher Education and the Department of Institutions and Agencies in respect to the activities of the community mental health centers operated by the two medical schools. The protocols reaffirm the Division's responsibility for program, and the school's responsibility for academic matters.

In its effort to develop greater involvement on a programmatic level, program reviews were conducted of all operating community mental health centers within the State, a total of 20 last year.

The medical records audit review was also initiated during the year. The audit is conducted by the National Institute of Mental Health's Psychiatric Consultant and staff of the Bureau of Development and Evaluation of Mental Health Services. They reviewed the medical records of the centers' inpatient psychiatric units, which included the psychiatric unit at Bergen Pines County Hospital. To date, there have been seven medical record audit reviews conducted. After the review, each center receives a report with a specified period of time in which to reply to the recommendations.

New Jersey was the first state in the region and one of the first in the country to implement its standards of maintenance and operation for community mental health centers. There have been numerous inquiries from other states concerning the review process, and visitors from other states have reviewed the procedure. Additionally, the Region II Office of NIMH (National Institute of Mental Health) has asked the Bureau to develop a discussion panel on the review process for the NIMH meeting of the ten regions.

The past year also saw further progress in developing closer coordination with the Department of Health staff responsible for the drug abuse and alcoholism programs. Staff members sit on the Inter-Departmental Drug Abuse Review Committee which makes recommendations for approval on applications for State or federal funds.

In accordance with NIMH requirements, New Jersey's 49 service areas were re-ranked according to percentage of families and unrelated individuals below the poverty level, according to the 1970 census. This resulted in eight primary and eight secondary poverty areas being approved by the federal Region II office. It is heartening to note that of these designated areas, ten of the 16 have an approved grant under the Community Mental Health Center Act.

New Jersey's allocation for fiscal year 1972 federal appropriations for the Centers' program was \$332,711. These funds were allocated to the Jersey Shore Medical Center Community Mental Health Center and the South Amboy Memorial Hospital Community Mental Health Center, which brought both of these projects to a full 40 percent federal share of eligible construction costs.

Since the inception of the Mental Health Centers program, 20 community mental health staffing grants had been approved as of July 1, 1973, making available to the State \$86,688,809 in federal staffing dollars. A total of 14 construction grants were submitted and approved, making available to the State \$6,657,960 federal dollars in addition to \$10,313,102 from State bond issues.

Comprehensive mental health services were expanded by the efforts of the Bureau of Community Mental Health Services during the year, in its efforts to develop effective new elements of services. Ten additional programs were produced and included five partial hospitalization programs, three emergency services, and two consultation and education programs. The resulting overall community program for fiscal year 1974 now includes 117 elements of service provided by 63 agencies as follows:

Program	Number	State Aid
Outpatient	53	\$2,661,643
Partial Hospitalization	23	474,170
Emergency	19	327,078
Consultation and Education	22	144,178
Total	117	\$3,607,069

The passage of S-1262, which has passed both Houses of the Legislature and is awaiting the Governor's signature, will expand the per capita funding under the New Jersey Community Mental Health Services Act to \$1 and will double State support to current participating agencies and to new agencies. Programming activity will focus on development of long needed aftercare components for existing outpatient and partial hospitalization programs, as well as the expansion or development of emergency, partial hospitalization, and consultation and education programs, as well as the expansion or development of emergency, partial hospitalization, and consultation and education programs to serve high risk populations.

During the year, 55 special grant applications were extensively reviewed, and 14 new or innovative projects, totalling \$182,134, were approved, including 10 new grants and four renewals. New projects included Mental Health Day Care Centers, Emergency and Preventive Programs.

The County Mental Health Administrator Program was expanded to include nine administrators (Bergen, Essex, Mercer, Middlesex, Monmouth, Passaic, Warren and now Burlington and Union Counties). Serving primarily the more populous counties, these personnel are collectively involved in mental health planning and program development for approximately two-thirds of the State's population and 47 of the 63 agencies participating in State Community Mental Health Services Act monies.

EDUCATION AND TRAINING PROGRAMS

The past year was an arduous and in many respects a disappointing one for the Psychiatric Residency Training Program. The goal of recruitment of resident physicians of superior quality to fill the positions authorized by the Council on Medical Education of the American Medical Association suffered several major setbacks. In June, 1973, the Greystone Park Residency Program was closed because of lack of approval, thus reducing the number of resident positions available. During the later part of the fiscal year, however, the Department supported the funding of three temporary residency positions for Trenton Psychiatric Hospital.

New Jersey's disturbing experience in respect to recruitment is not unique. The pool of potential psychiatric residents in the nation is low, particularly for American graduates. This factor has led to the formation of a task force to study the problem of recruitment of adequate numbers of American-trained interns and residents to fill New Jersey's graduate educational training programs, with the president of the New Jersey College of Medicine and Dentistry as chairman.

However, the residency program has provided a major benefit in the recruitment of trained psychiatrists for the medical staff of the State facilities. As of June 30, 1973, there were 90 psychiatrists within the five psychiatric hospitals of the Central Office. Of these, 58, or 65 percent, have been graduates of the State's residency program.

In the Professional Development Program, 12 applicants from the Division were approved. Six students are currently enrolled in graduate study, and their programs will terminate in January of 1974. Seven students have graduated during the past year. Of these, six have returned to work at the parent institution. The Training Advisory Committee also revised the Professional Development Program protocol and agreement forms during the year and distributed them to the institutions.

Inservice training and education programs were conducted by all of the hospitals in a variety of disciplines. Of particular importance are the growing ties between the New Jersey College of Medicine and Dentistry and the State psychiatric hospitals. At the request of the Rutgers Medical School Department of Psychiatry, all training centers reviewed their programs to determine what areas could best be utilized for elective training in psychiatry for fourth-year medical students. During this past fiscal year, these students participated in a program at Marlboro Psychiatric Hospital. Medical students from Rutgers have also participated in programs at the Neuro-Psychiatric Institute, and Greystone Park is negotiating with the psychiatric faculty of the New Jersey College of Medicine and Dentistry at Newark.

The Departmental Nursing Scholarship Program II has graduated a total of 36 students during the past fiscal year; 25 from the Division of Mental Health and Hospitals; eight from the Division of Mental Retardation; and three from the Division of Community and Professional Services. A total of 126 students have graduated from this program which is now in its fourth year. The Psychiatric Technician-Practical Nurse Equivalency Program was phased out as of May 1973. Eligible candidates are encouraged to enter the Departmental Nursing Scholarship Program.

More than 400 nurses, including many from the Department's institutions, attended a National League of Nursing Program, "Preventing Institutionalization in Long Term Health Care Facilities," which was sponsored by Greystone Park Psychiatric Hospital.

BREAKDOWN OF STAFF TRAINING

Exclusive of psychiatric residents, 2,155 individuals received an organized course of instruction during the year. These were distributed as follows:

Psychological Intern or Fellow	18
Trainees in School Psychology	11
Graduate Social Workers	17
Undergraduate Social Workers	8
Trainees in Pastoral Counseling	43
Graduate Nurses	282
Undergraduate Affiliate Nurses	824
Practical Nurses	283
Psychiatric Aides — Hospital Attendants	627
Graduate Occupational Therapist	14
Undergraduate Occupational Trainee	6
Musical Therapist Trainees	0
Medical Students	20
Mental Health Information Interns	2
Total	<u>2,155</u>

COUNTY

In other developments during the past year, Bergen Pines County Hospital's Division of Psychiatry was approved as a county mental hospital, thus assuring availability of prompt care for Bergen County patients in a facility closer to their home communities.

An in-depth study was made by staff members of the entire Bergen Pines psychiatric operation, with a narrative description of treatment services provided, followed by detailed fiscal information and proposed procedures for reporting. The techniques developed in the preparation of this study will be useful in streamlining procedures and reporting mechanisms in other county institutions.

Camden County Psychiatric Hospital expanded its services to the community through the development of a more comprehensive community mental health program, including the opening of a clinic in the high-risk area of Camden. This program was underwritten by the Camden Board of Freeholders. Both of these projects were realized through the consultation and active assistance of staff of the Division of Mental Health and Hospitals.

In addition, Essex County Hospital Center is in the process of improving its quality of patient care by means of a hospital staff development grant.

The Division's special consultant on supportive services also aided Essex County Hospital Center by survey and recommendations regarding the hospital's housekeeping and dietary services as well as environmental health.

SURVEY PROGRAM

The Psychiatric Hospital Survey Program continued to be in a state of flux during the past fiscal year. In spite of staffing difficulties, seven State facilities, five county and four private psychiatric facilities were visited. Recommendations were forwarded to the Department of

Health recommending the renewal of temporary permits to the county units and full license to the private hospitals.

Guidelines were prepared for the Department of Health to facilitate the licensing procedure of psychiatric hospitals. A new format of reporting on the follow-up visits to institutions was also developed, giving particular emphasis to program development and evaluation.

During the year the four major hospitals were scheduled for inspection by the Joint Commission on Accreditation of Hospitals. Greystone Park Psychiatric Hospital, Marlboro Psychiatric Hospital and Trenton Psychiatric Hospital* were all scheduled for summer visits and were to be surveyed under the newly developed standards for psychiatric facilities. Ancora Psychiatric Hospital anticipated a survey late in the calendar year.

* By October 1973 all three hospitals had received word of reaccreditation.

Division of Mental Retardation

MAURICE G. KOTT, Ph.D., Director

The work of the Division of Mental Retardation expanded appreciably during Fiscal 1973. Most components of the Division reported increased case loads as compared to the previous year's end. Persons in residential functional service decreased by 66 (7,887 compared to 7,953); in all, 9,291 cases were served. The Bureau of Day Training provided service to 1,059 persons. At the end of the year, there were 898 children and adults in Day Training programs, which is an increase of 121 over last year. The Bureau of Field Services caseload increased by 706 cases (6,928 compared to 6,222 in Fiscal 1972).

A year-end accounting should involve more than summary statistics. The ensuing narrative indicates the Division's goals and objectives on behalf of New Jersey's mentally retarded citizens and their families. In areas of service, both as to what happened to citizens who were eligible for service and the degree to which objectives were attained are significant. The goals of the Division for Fiscal 1973 were:

- I. Prevention, treatment and amelioration of mental retardation in cases referred to the Division of Mental Retardation by the development and implementation of:
 - A. Adequate clinical and social services provided within the Division, directed toward the specific disabilities of retarded persons and intended to prevent the secondary effects of retardation.
 - B. Adequate methods and facilities for retarded persons.
 1. For less than 24 hours a day care to supplement support provided by families in the community by way of:
 - a. Day Care services for children;
 - b. Activity Centers for adults.
 2. For 24 hours a day care where the retarded person cannot live with his family or independently in the community by way of:
 - a. Foster homes;
 - b. Boarding homes for sheltered care;
 - c. Group residential facilities (special institutions).
- II. The development of central or fixed points for life consultation for the retarded, including assistance and protection for the retarded person and the guidance of his family.
- III. The maintenance of plants so that programs may be efficient, and the use of appropriate economy so that the resources of the State, the Department, and the Division shall be utilized for the mentally retarded to the maximal extent possible.
- IV. The integration of Division programs and services so that each retarded person receives the service he requires without interruption and at optimal times in his development. The coordination and cooperation of various units within the Division shall be achieved by a central classification unit and the administrative and review authority of the Director, formalized through mental retardation circulars.

- V. Systematic, long-range planning, undertaken by the Division Central Office staff, to assure meeting of future needs.
- VI. Research and development so that new and effective methods of treatment and training become part of Division programs.
- VII. Staff training to assure the attainment of Divisional goals.
- VIII. The development of programs of education to increase public awareness and to provide information to professional organizations.
- IX. Collaboration with other public and private agencies so that programs for the retarded may be comprehensive and services effective.

While Division goals have remained unchanged for a number of years, changes in task conceptions and technology have enabled refinement of objectives. Such refinement is reflected in the accomplishments of past years and in planning for the future structure and services of the Division of Mental Retardation. Residential services, for example, have expanded from the classic concept of the institutional care to include "purchase of care" in private facilities, in foster homes like the Family Care program, and in group homes for specialized domiciliary arrangements. Residential services now involve "guest status" for temporary care predicated upon some family need with the contemplation of return to the community upon expiration of the agreed time period or dissolution of the critical need. Short-term institutional placements to treat special medical or dental problems for which treatment is not available in the community, for reasons that usually relate to the retarded person's multiple handicaps, have also been offered.

Community services offered through the Bureau of Field Services have also increased, and future changes are contemplated which arise from redefinition of the scope and intensity of staff activities and the changing demands of the citizens who desire service. Family demands for better, more responsive services, for normalization and for alternative ways to meet their needs, plus the new values and aspirations associated with employee organization, are reflected in the following Division objectives:

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

6. Support for non-official or voluntary agencies so that they may continue in their traditional roles and expand to provide additional services in the community in supplementation of direct services by public agencies.

RESIDENTIAL FUNCTIONAL SERVICES

At the end of the year, 7,207 persons were in residence in New Jersey's public institutions for the retarded, approximately 56 below last year's census. The year-end population was distributed: at Vineland State School — 1,871; North Jersey Training School — 1,042; Woodbine State School — 992; New Lisbon State School — 1,240; Johnstone Training and Research Center — 327; Woodbridge State School — 998; Hunterdon State School — 737. No substantial change from last year was evident, despite the fact that in the course of this year, 461 persons were admitted to service. The residential population is essentially unchanged from the past year with more than half adults, approximately 75%, in the severe to profound range, and slightly more than half, male. The population remains unchanged with regard to the severity of the requirements for care and services to the emotionally disturbed retardate. A large number of the residents manifest the kinds of acting-out behavior which present continual problems to limited staff. Large numbers must be cared for as if they were infants because they lack self-help skills in feeding, dressing and bathing.

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

Institution	Resident Care and Habilitation						
	Supv.	Non-Supv.	Teachers	Psychologists	Social Workers	R.N.	M.D.
*H.S.S.	20	183	27	3	2	3	
J.T.R.C.	6	31		1		1	
N. Lis.	53	225		5	5	1	
N.J.T.S.	59	216	4	4	3	3	1
V.S.S.	94	340	11	4	5	31	
Woodbine	3	223	4	2	3		1
Woodbridge		161			2		
Totals	235	1,379	46	19	20	39	2

*Based on population of 1,000.

The problem of staff shortage is compounded because of turnover, the granting of compensatory time because funds are not available for cash overtime, and the use of resident living positions as a source of funds for other positions on an emergency basis. The resident living positions are also used as a basis of funds to enable the reclassification of case positions to higher levels. As care personnel qualify for promotion, institutions must leave basic care positions open to provide funds for upward classification.

Despite the severe problems presented by increasingly handicapped and emotionally disturbed residents and with staff shortages, all the State schools have attempted innovations in programs to provide better service to their residents. This fiscal year probably witnessed the most dramatic and significant changes at Vineland State School which occurred during any

one-year period in the history of the institution. The capital construction program in the planning and construction stages during the last several years was brought to a completion during this period. The new modern 100-bed hospital, with its additional 25-bed surgical unit, together with six new modern 54-bed cottages, were occupied and became operational during this period. Three of the older cottages, the Children's Unit, Pond, and Jenkinson, were completely vacated in anticipation of a major renovation program. Resident population was reclassified and a large number of residents were reassigned to the new cottages and older cottages to achieve improved classification. One of the new cottages, Reeves, was established as a new admission cottage for all new admissions entering the institution, as well as a training cottage for all new cottage personnel hired for the main institution. This new concept enabled the staff to evaluate new residents during a reasonable period after admission for probable cottage and program assignment. Training of new employees in this unit provides improved supervision and training, thereby reducing turnover for newer employees. By the close of the year, these new concepts were proven to be a significant step forward.

The opening of the new hospital brought with it a reorganization of the Department of Medical Service to improve supervision and control as well as to increase efficiency. Moves of all patients and ancillary services from the old hospital to the new hospital were achieved smoothly without loss of service or inconvenience to the patient. In cooperation with other components of the Division, an elective surgical procedure was developed and implemented to provide surgical services to all the other New Jersey institutions for the mentally retarded. This was accompanied by concerted effort to recruit surgeons, anesthesiologists, inhalation therapists, intensive care nurses, and similar ancillary personnel. A program of intensive training for physicians and nurses was undertaken to acquaint them with the latest information available in their field. For example, a medical symposium was conducted by Dr. Richard McClosky, Professor of Medicine, from the Albert Einstein Medical Center, in November, and in March another symposium was conducted by Dr. Albert Brest, renowned cardiologist and Professor of Medicine from Jefferson Medical College. Another significant accomplishment was the beginning of a program of oral surgery for Vineland residents as well as residents from other institutions performed by recognized community oral surgeons.

Significant changes were made to recognize the civil rights of residents. Special education training programs were conducted for residents enabling them to exercise their civil rights of voting in a municipal election, and 30 residents voted in the November 3, 1972, election. Former censorship of mail and packages for residents was eliminated and a program started enabling residents to place telephone calls to their parents and other family members.

Program changes were implemented shifting emphasis to meet the needs of a changing, more handicapped population. Such programs as "table etiquette" designed to teach severely retarded residents table manners, proper use of a knife, fork, spoon and napkin achieved dramatic results.

At both Vineland and the North Jersey Training School, new programs have been developed for residents with emotional and behavioral problems. At the North Jersey Training School, special classes for emotionally disturbed residents have been arranged. These special classes are located in the first-floor day room of a cottage. Because the area is rather large and through the use of room dividers, the children in the program are taught in small groups of four students. In addition, because the attention span is rather limited, the class sessions are limited to an hour and fifteen minutes each. The children are thus afforded individual attention and sufficient intervals and instruction so that they can participate meaningfully in the program. Although the total results of the program have not been evaluated at the present time, one of the immediately perceivable results is that transfer to a State psychiatric hospital has not been

necessary for any of the students participating in the program. Previously, about one-third of the enrolled students had a history of mental hospitalization, and, despite the fact that the children are disturbed, their adjustment has improved so that rehospitalization has not been necessary. The program for the emotionally disturbed at the Vineland State School is more formalized in the sense that Vineland was able to assign a special building for the program. The former security unit was closed and in its place a separate unit was established as a pilot program for behavior modification and other training techniques. At the institution, a new section of mental health was established combining the functions of staff psychiatrists and psychiatric nurses.

During Fiscal Year 1973, Woodbine State School realized the completion of several very important projects. The new 100-bed infirmary unit is now operational and provides 56,178 square feet of floor space to adequately accommodate nursing care and other paramedical services. The renovation of the electrical system and the extension of the utilities have been sorely needed and now provide much more adequate service. Four new cottages were nearly completed during this year, but not occupied.

The addition of the "Galley" has been significant in the enrichment of the lives of many of its Woodbine residents. It not only provides snack-type food at reasonable cost to our residents but also a pleasant place to go during their leisure time. The addition of direct-care personnel and the recruitment of 3-1/2 physician positions has also increased the quality of care, training and treatment.

New Lisbon has been able to devote some attention to making the cottage life programs more homelike. Two cottages were changed from feeding at a central dining room to having food service in the cottages. All cottages underwent an interior beautification program, and the operation of the New Lisbon clothing center was expanded. New Lisbon also devoted attention to its emotionally disturbed residents by changing its cottage program so that the old Elm Cottage has been converted into the new Behavior Adjustment Center. Health services were augmented by the increased use of general hospitals for medical cases and emergency and elective surgery. Much of this has been made possible by Medicaid funding. The New Lisbon residents enjoyed an increased number of community functions including co-ed events and social events in the surrounding communities, including attendance at major league sporting events. New Lisbon also established a permanent summer camp program and arranged for the erection of camp buildings on the site. In the central dining room, four electric griddles were installed with the capacity to serve a continuous line of residents such items as fried eggs, steaks and chops directly from the griddle to the resident's tray. This innovation has eliminated the need for advanced frying of these items plus the inefficient need of shuttling cooked products from the kitchen to the serving line.

The Johnstone Training and Research Center is an institution with a diverse population with individualized programming needs. During the past year, the institution met 96.2% of its program goals for students. The Research Department at Johnstone received one of the very few National Institute of Health Federal Research Grants that were awarded last year. The grant will be for the next three years in collaboration with the Research and Demonstration Center for the Handicapped Children of Teachers College of Columbia University. The grant signifies the accomplishments of the Research Department and the high respect for which it is held by its peers. The experimental program in the Yepsen Unit for acting-out and hostile, aggressive young men who have a prognosis for long term institutionalization, has achieved some heartening results. In the last year, about 80% of the young men enrolled in this program have exhibited a change in attitude and behavior which has enabled them to return to either the community or open institutions for the retarded. The Johnstone Half-Way House for males in Trenton closed its doors for the last time. The Half-Way House, which was originally designed

to provide domicile for a maximum of eight young men to help them adjust to community living, eventually succumbed to some of the difficulties of the inner city. The location became a detriment to the young men who were staying there, rather than an asset in helping them prepare for community life. As a replacement, the Half-Way House operated by the Bergen-Passaic unit of the New Jersey Association for Retarded Children, is being used to assist young men who are being released from Johnstone. The female population of Johnstone is presently enjoying the benefits of a half-way house which is on the grounds of Johnstone. A grant request for a half-way house for females was not awarded by the Developmental Disabilities Committee this year, but the institution has been asked to resubmit the grant request for the next fiscal year.

In the Hayes Unit for the Blind at Johnstone, the team treatment approach to rehabilitating students has been re-established, and the program of crafts work training is continuing. Many craft products have been made by the blind students. The students continue to travel all over the campus using canes and other mobility means; but there is disheartening news regarding the special mobility program which prepared 18 students to travel in the community. As described in last year's annual report, "Prior to training, all 18 were limited to travel solely within a known environment such as their home or their residential cottage at the Center. Presently the 18 students can travel independently upon the streets of any normal community. This innovation suggests that past prejudices that totally blind retarded persons did not have the ability to be taught techniques for independent travel is truly a bias, and that potential for release from the institution for such children is realizable." Since January of 1973, this program has been essentially curtailed because of a staff shortage. Due to the salary level freeze, Johnstone does not have an instructor to carry out this very innovative program.

While on the subject of innovative programs, mention should be made of the program departures at the Woodbridge State School which houses 1,000 severely and profoundly retarded persons. A group of these residents went on an extended vacation outside the United States; they visited Canada for eight days. The school also established "mini-vacations" for non-ambulatory residents. Because they were seeking to expand opportunities for their residents and to develop community ties, Woodbridge started a program whereby 53 residents attend the local public schools. Seven residents were placed in the community and family care homes. The psychological section established evening classes in behavior modification techniques for parents so that they can use these techniques when their children are home on vacations. The Woodbridge Medical Department has established a diagnostic screening program; it does chromosome studies on rare syndromes. Counselling with parents was established as a result of this screening.

At the Hunterdon State School, the past year has evidenced development and refinement in several areas. A Work Activities Center, which is a modified sheltered workshop for lower functioning residents, was started; the speech and hearing program has undergone further refinement and development; the recreation program has added a developing program of arts and crafts to be carried out in the cottages; with assistance from the Department's Dental Consultant, more oral surgery under general anesthesia has been accomplished; the orthopedic residency program has progressed satisfactorily with more surgical procedures accomplished to improve orthopedic conditions; the problem of intestinal parasites has been brought under good control; guest status service increased, and an effort is being undertaken to determine what the institution can do to better cope with the emotionally disturbed residents.

The year at Hunterdon witnessed some innovations related to guest placements and some major modifications in the overall admissions process itself. In the former area, guests were placed, for the first time, for such specific clinical purposes as modification or stabilization of chemotherapy programs to assist in the continued retention of such individuals in the community, or for diagnosis.

The program for the blind and visually impaired at Hunterdon attempted to provide the best educational program that could be provided for any child but with special adaptations for the visually handicapped. The program includes:

- a. Auditory Training and Stimulation.
- b. Tactile and Kinaesthetic Skills.
- c. Peripatetikos and Mobility Training.
- d. Academic Skills including Braille.

During the early months of the fiscal year, it was thought that the reduction in the number of intake clients would have contributed to a further appreciable decline in the number of persons awaiting residential care. The picture changed as more referrals were received from the Division of Mental Health and Hospitals and from interstate compact sources. The fiscal year ended with 463 clients on the community waiting list. This is 27 less than at the end of the previous fiscal year. Once again, there are few children under the age of five for whom we have not been able to provide direct service. Referrals of infants and children under the age of five are declining, and this decline caused a review of the mission of the Nursery Unit at the North Jersey Training School. The classification scheme of that unit has been changed so that children over the age of five are now being admitted so long as they fit the crib and bed size requirement. It is the perception of staff that the applicants for the waiting list average several years older than the population served in the past. In addition, many more applicants have significant emotional problems or have been diagnosed as being in remission from psychotic episodes. The referral of mildly retarded, teen-aged, educable clients is also less evident and is underscored by the facts that we had vacancies in almost all units of Johnstone, and admissions to Johnstone in fiscal 1973 were only half as many as in the previous year (94 compared to 187). There is also a further reduction in the number of nonambulatory persons on the community waiting list. Any adequate analysis of the waiting list for residential care must increasingly take into account that there are more functional services, and requests for transfer to residential care are not counted as additions to the active waiting list. The demand for residential care is still greater than the Division's capacity to accommodate. Although there is progress in the management of the waiting list and gradual reduction in the average waiting time prior to admission, toward the end of the fiscal year the average waiting time is 30 months. Toward the end of the fiscal year, the impact of "Willowbrook" was beginning to be felt in that an increase of referrals through the Interstate Compact Office of New York was noted. We were advised that some 150 potential clients having families in New Jersey are at Willowbrook. It is expected that the waiting for residential care will increase during the next fiscal year. Presently there are 557 cases pending a determination of eligibility whereas at the end of the last fiscal year there were 409. The most significant increases in intake are expected to come from the Division of Mental Health and Hospitals and the Interstate Compact, especially in New York State.

The guest placement program continues to be an effective method of helping families with short interval care of retardates. The conception of respite care, which we call guest placement, has been well received by parents particularly to enable families relief for vacations and frequently on occasion of the hospitalization of a parent. From its conception in 1971, the program has grown from eight cases in that year, to 47 cases in fiscal 1972, to 89 guest admissions in fiscal 1973. Although no family refused to accept the return of our guest to its home at the end of the agreed period, further analysis of the case and family circumstances during the period of guest placement resulted in the regular admission of three guests. There was planning with ten other families for guest placement, but the parents cancelled before the time of placement. Even for short-term placements some families have conflicts in their capacity to separate from the child, to trust the child's care to others, and so on.

PURCHASE OF CARE

The Purchase of Care program has continued to be of great significance in meeting the needs of persons who require residential service and for whom there is no space in the various State facilities. At the end of the year, the census in this form of residential functional service attained 598, up seven from the previous year. Although the number of students enrolled in the program did not appreciably change over the year, circumstances and changing situations required greater than usual activity on the part of the Purchase-of-Care staff. In Pennsylvania, where nearly half the Purchase-of-Care clients have been in residence, inspection teams enforced various codes with vigor, resulting in the closing of four facilities. It was necessary for us to arrange the prompt transfer of all of our clients from these facilities. In addition, following inspection made by our own staff to private facilities, decisions were made to discontinue the use of three private facilities. The "Pennsylvania Decision" to educate handicapped children in the state, posed threats to the financial arrangements of payment for educational costs of our New Jersey clients. There was considerable confusion, various school districts made different decisions, and we largely escaped financial challenges to pay for the educational programs provided for some of our clients. The issue is still pending, however, and may revive during fiscal 1974. At times, relationships were strained with some of the facilities which asked for rate increases. After much telephoning, correspondence and general efforts at clarification about wage-price freezes, for most of the year, no one seemed to be able to state whether the rate increases would be limited to five percent. In the interim, there were delays in the placement of some clients and several refusals by private facilities to accept clients without rate increases. The inflationary trends of the economy are hitting the private facilities, and pressures have mounted for a rate increase over the current maximum of \$5,500 which was established in January 1972. Presently the staff has recommended a new ceiling of \$6,000. The impact of these variables was that much staff time was devoted to the transfer of 51 clients within the Purchase-of-Care program and 46 of the clients to State Schools. There were 108 new admissions to the program, with six coming from the Nursery Unit by way of transfer. Nine new facilities were found and evaluated for use by the staff. The average rate of \$13.40 a day paid for all inclusive costs of Purchase-of-Care is just over one dollar a day more than the daily cost of the previous year, \$12.28. The program continues to appeal to many parents and remains economically feasible for the State, being below the average cost of the State Schools. The special residential service arrangement of the Division has been a valuable entity, serving more new admissions this year than any State School, and the figure is doubled when admissions to family care are included (108 admissions to private care and 106 to family care).

FAMILY CARE

Although special residential services provide the least expensive residential program to the Division, the accelerated efforts of Family Care demonstrated that there are clients at the State Schools and sponsors of the community to meet many of their needs. The past year was a year of considerable activity in the Family Care program. Specifically, the Family Care program was enlarged 40% above last year, and much more emphasis was placed on meeting the social and recreational needs of the client. There were 106 admissions to the program this year as contrasted with 60 the previous year. In all, 214 clients were involved in the program in fiscal 1973. Because the staff arranged prompt enrollment for categorical assistance, many clients were released from the Family Care program. They were not discharged from the services of the Division, however, since they were retained on the rolls of the Bureau of Field Services and are being provided with guardianship services from the Division. However, this prompt release of clients (92 this year as contrasted to 27 the previous year) resulted in a reduction in the number of clients enrolled in the program as of June 30th (81 as contrasted with 108 the previous year).

DAY TRAINING

During the 1973 fiscal year, the Bureau of Day Care provided service to a total of 1,059 persons. In the same period of time, there were 38 children released from the program to attend public schools, 13 were discharged to their home for care there, 28 were admitted to the State Schools or to the Purchase-of-Care program, and 78 left the program for reasons either unspecified or unknown. There were 296 admissions to the program. At the end of the fiscal year, there was a total enrollment of 898 children and adults in both the State and privately operated day care services sponsored by the Bureau of Day Care, Department of Institutions and Agencies, This is in contrast to a total enrollment of 768 who were in the program at the beginning of the fiscal year.

At the beginning of the 1973 fiscal year, there were 61 children on the waiting list; at the close of the fiscal year, 85 children and 34 adults were on the waiting list. There were two prime reasons for not having absorbed all of those who were on the waiting list. First, the State-constructed Day Care Centers which were to have been completed during the months of April, May, and June were not completed. The capacity of the existing rented facilities did not permit the expansion of the program to incorporate all of those children who were on the waiting list.

Leases for satellite facilities were not approved in time to put these satellite units into operation during the fiscal year, thus further decreasing the number of additional admissions to the program as had been expected when preparing the 1973 budget.

On July 1, 1972, the Bureau was operating or sponsoring the operation of 26 Day Care centers or satellite operations. By the end of the fiscal year, 34 centers or satellite centers were in operation. The enrollment in the Adult Activities Program had increased from 96 to 205. The Bureau had hoped to expand its services so as to be able to accommodate all children and adults in the State of New Jersey who required services. Due to those factors mentioned, the Bureau fell short of meeting its goal for the program for 1973 in terms of the inclusion of the entire Day Care waiting list in the program. The obligation of the Bureau of Day Training to provide educational services for all children who have been excused from public school attendance as being not trainable or educable has been enunciated in an agreement with the Association for Retarded Children, the Department of Education, and the Department of Institutions and Agencies. The Division's plans to meet their obligations under this agreement include both the purchase of day training services, until sufficient State services centers are constructed, and the opening of six additional day centers by the end of 1973. New facilities should be available in Bergen and Hudson counties in mid 1974 and in Essex, Sussex and Hunterdon counties by mid 1975.

In the area of development of curriculum, a great deal has been accomplished during the past fiscal year. A task-oriented card system has been developed. This system allows the Day Training Technician to progress from one training task to the next, in a normal sequential, developmental manner. Each of the cards contains a single task, the purpose of the task, the criteria for considering the task as learned, and then leads to the next order of skill development. This card system dovetails with the prescriptive programming approach ascribed to over the past eight years, and it is thought to be a realistic, logical approach to skill development with the severely or profoundly retarded child.

SOCIAL SERVICES

The activities of the Bureau of Field Services accelerated during Fiscal 1973. That Bureau is responsible for an aspect of Divisional activity reported under "residential services," including the handling of the waiting list and admissions programs, the administration of the

Purchase-of-Care program, for Family Care activities, and for transfers among the institutions. In addition to these significant activities, the staff of the Bureau of Field Services accommodated an increased caseload in community supervision (361 additions) and an increased guardianship caseload (733 new referrals). The guardianship caseload at the end of the year was 4,343 clients. The Bureau declared 298 clients eligible for Day Training programs and processed 1,274 applications for the determination of the eligibility for Divisional services. Functional services offered by the Division have expanded appreciably in the past decade so that a family's sole alternative is no longer institutional care for a retarded child. Day Training continues to be a viable alternative to institutional care, and programs under the supervision of the Bureau of Field Services which include Family Care, Purchase of Care and the community supervision programs enable the Division to provide services commensurate with the needs of the retarded person.

Movement among institutions continues to be active and time consuming; the requisite transfer functions were unusually busy with 521 inter-divisional transfers and 542 intra-divisional transfers being processed by the Bureau of Field Services. The Bureau also arranged 315 discharges from functional service during the year and processed 79 interstate compact referrals. The Bureau received 24 referrals from the Division of Correction and Parole and 79 referrals from the State psychiatric hospitals.

As the social service arm of the Division, the Bureau had 31,793 telephone contacts with clients, their families, and community sources; 11,327 letters were written; there were 10,304 field visits to clients and their families; and there were 1,824 office visits by clients or persons acting on their behalf. It is a tribute to the staff that they complete their work with continued enthusiasm while helping the mentally retarded and their families.

DIVISION MANAGEMENT AND GENERAL SUPPORT

Foster Grandparents

The Foster Grandparent Program reached a high of 182 Foster Grandparents in Fiscal Year 1973. This was made possible by the increase in the Grant made at the end of Fiscal Year 1972. In addition, 130 foster grandparents, functioning through the Atlantic Human Resources Foster Grandparent Program, are associated with the Woodbine State School and Ancora Psychiatric Hospital. The program applied for another increase of \$150,000 in Fiscal Year 1973 to provide for an additional 60 foster grandparent positions. To date, the additional funding has not been granted, but it has not yet been ruled out by the funding agency. The program year for foster grandparents runs from June 1 through May 31st, and the additional positions were requested for program year 1974. A new Advisory Committee was established for the Foster Grandparent Program of the Division of Mental Retardation and the program of Atlantic Human Resources. The Committee presently has 19 members representing State and Federal agencies and the public. The Volunteer Foster Grandparent Program continued during Fiscal Year 1973 and also reached a new high for volunteers. Most of the volunteers in this program work five days per week, with the exception of a small program at the North Jersey Training School operated in conjunction with the Bergen County Office on Aging Retired-Senior-Volunteer Program. These volunteers come to the North Jersey Training School once a week. The New Jersey Foster Grandparent Program currently operates in the following locations: Vineland State School, Hunterdon State School, Woodbridge State School, New Lisbon State School, E. R. Johnstone Training and Research Center and North Jersey Training School, with the volunteers working in the Woodbine State School, Vineland State School and Vineland community, the North Jersey Training School, the Newark Board of Education and Newark community, in conjunction with the Bureau of Field Services.

OPERATIONS

Program Budgeting

Further refinement of the Division of Mental Retardation program structure during the last fiscal year disclosed the advantages of resorting to a simplified program structure particularly as it relates to practical application at the operational and administrative levels. The three-year aggregate experience with program budgeting has demonstrated the positive benefits of a more simplified structural outline, particularly since the Budget Bureau has connected accountability for each element to the State-wide appropriation accounting system. Consequently, a revision in the number of elements associated with the Residential Functional Services subcategory was recently implemented, reducing the initial program element structure from six to four elements. This consolidation was realized by joining Resident Care and Habilitation as one segment and combining Institutional Administration with Support Services. The present breakdown under the Residential Functional Services (State institutions) program subcategory, therefore, consists of:

Resident Care and Habilitation,
Health Services,
Support Services,
Research.

The Research element currently applies only to the Johnstone Training and Research Center, although there is a possibility that it may be extended to the Woodbridge and Vineland State Schools in the near future.

Although this simplification of the Division program structure is being applied to institutional budget requests in Fiscal Year 1974-1975, allocation of 1973 expenditures and 1974 appropriations will be made to the six program elements to conform to the 1974 appropriation act currently in effect. Preparation of performance analysis forms, BB4's, will immediately be combined within the three elements, however.

It is conceivable that the number of program elements may be further reduced to two, provided that the anticipated need for separate medical expenditures does not materialize. The program elements would then encompass direct and indirect resident care services only.

Evaluation criteria reflecting viable performance, demand, output and workload indicators were developed in conjunction with members of the Budget Bureau. Cost allocation distributions have been standardized and instituted among all of the State institutions and other components of the Division.

The most difficult problem remaining to be solved involves development of relevant and significant performance data which will indeed be capable of reflecting the true missions of institutional and other Division of Mental Retardation programs. In spite of a three-year experience with PPBS (Planning, Programming, Budgeting System), a valid method capable of ascertaining the direct benefits of services provided to residents in our State Schools, or to clients receiving other functional services, continues to elude the best efforts of Division and Budget Bureau staff. There remains, however, ample evidence to support the impression that the concepts of identifying and measuring major objectives related to an institution's goals, and specific objectives pertaining to goals projected for a resident by a committee of professional staff members, will provide the most practical means of measuring benefits to clients served.

Inspections

In accordance with the mutual agreement reached between the Department of Health and this Division, the Bureau of Operations undertook full responsibility for inspection of private New Jersey residential facilities for the mentally retarded. This function includes preparing recommendations for licensing. The Bureau of Operations has been supported in this endeavor by the Bureau of Licensure and Evaluation of the Department of Health and has also been assisted by the State Fire Marshal's office which, in every case, has undertaken separate and complete fire and safety inspections of every residential facility. In the instance of two private facilities, renewal of license was recommended for a six month period, subject to review of remedial action taken to offset deficiencies leading to such conditional approval.

During the year, two private facilities closed permanently for financial reasons. Fortunately, the loss of 30 beds resulting from these closings was offset by the opening of the Eastern Christian Children's Retreat. This new institution has a capacity of 85 beds which in effect represents a net gain of 55 beds in private residential facilities in New Jersey. The combined capacity of these ten private institutions currently provides a potential of 661 beds for the mentally retarded.

Annual inspections of the Division's seven public schools for the mentally retarded were undertaken within the schedule projected for Fiscal Year 1973. In accordance with the Division's plan to alternately emphasize Division Standards and prescriptive programming for individual residents, the latest evaluations were predicated on the latter. In every instance, progress was noted in terms of the greater number of residents re-evaluated according to Division Circular #6. Other improvements were evident, such as, a greater number of residents found to be actively engaged in programmed activities and services prescribed by formal classification review committees. Composite data suggest that 72.4% of the populations in our residential facilities were being evaluated according to schedule as compared with 55.4% when such inspection was conducted two years ago. Furthermore, the number of programs prescribed for residents increased by 29%. A reduction of 5% in failures to implement programs prescribed is of at least comparable significance to residents of the Division's seven State institutions.

The direct benefits of prescriptive programming, engendered since the advent of this "inspection" technique, is evident in terms of the overall improvement manifest by the residents in our public institutions. Objective measurements, however, continue to be difficult to devise; but the apparent progress made by many members of institutional populations in the areas of self-help training, improved relations among peer groups, and the ability to participate in many activities outside the confines of institutional grounds, are readily apparent.

In conjunction with the annual inspection, in-depth audits of three major operational procedures were completed at the seven State institutions. The latest audits involved Guardianship, Medical Outpatient Clinic and Release of Resident Procedures.

The continued practice of undertaking such audits during the last five years demonstrates that all institutions have developed very comprehensive and effective operational procedures which are being implemented with considerable success. In most instances, the audits disclosed some deficiencies around various aspects of procedures. In some cases, coordination among operating units and excessive recordkeeping are very evident. In every instance, practical recommendations for improvement were submitted to the various institutions to assist them in effecting essential modifications.

In accordance with the Bureau's established procedures, and, within the time frame allowed, three community Day Care centers operated by the Division's Bureau of Day Training Services, were inspected within the year. This latest evaluation disclosed some improvement in

the operations of the centers. Comparison with a similar review undertaken last year disclosed that 92% of standards developed by Day Care program staff are being met. This finding represents a 5% increase over previous results.

Division Standards

The standards for public institutions initially developed in 1968 were revised for the second time and promulgated effective July 1, 1973. This latest revision incorporated many of the principles and criteria reflected in the standards for residential facilities for the mentally retarded developed by (JACH) the Joint Commission on Accreditation of Hospitals, Accreditation Council for Facilities for the Mentally Retarded. The most readily apparent differences between the latest revision of Division standards and the prior set is in terms of the format utilized. A numerical decimal system, similar to that used by JACH was adapted to facilitate indexing of the various criteria. A questionnaire designed for use in conjunction with the standards was also developed in anticipation of future inspections to be undertaken on the basis of this latest revision.

Fiscal Issues

There has been an increase in the number of federal grants available; however, the funds awarded to New Jersey for Developmental Disabilities during the past year has increased by nearly \$600,000. As a consequence, the total DDSA (Developmental Disabilities Services Act) Funds awarded amount to \$1,279,751 as of June 30, 1973. A small supplementary "De-institutionalization Grant" award of \$29,250 was authorized during the latter part of this fiscal year.

After considerable deliberations with federal government representatives, staff members of the Division of Medical Assistance and Health Services, the Division of Business Management, and personnel from Prudential Insurance Company of America, a set of procedures was finally developed to implement the Medicaid program for Purchase of Care and Family Care clients. Essentially, a distinction is made between individuals residing in New Jersey facilities versus those housed in out-of-state residential facilities. In the instance of the former, billing for medical services under Title XIX is the responsibility of the community provider. Those medical services provided to residents out-of-state continue to be paid for through the Purchase-of-Care appropriation, but such charges are subsequently billed to the Medicaid program by personnel of this Division. The program was instituted with billing retroactive to April 1, 1971. As of June 30, 1973, the sum of \$69,752.46 had been billed to Medicaid, and a total of \$46,395.71 had been collected.

The Medicaid program continues to operate effectively at all seven institutions for the mentally retarded. During the current year, a total of \$6,348,696.06 was collected. A summary of collections at each institution and for special residential services is noted below:

Vineland State School	\$1,166,621.40
North Jersey Training School	1,619,316.49
Woodbine State School	622,486.28
New Lisbon State School	992,151.70
Johnstone Training & Research Center	187,512.60
Woodbridge State School	1,019,609.26
Hunterdon State School	740,998.33
Sub Total	<u>\$6,348,696.06</u>
Special Residential Services	46,395.71
Total	<u>\$6,395,091.77</u>

Employee Relations

Fiscal 1973 was the first year of operations under the AFSCME (American Federation of State, County and Municipal Employees) and AFTE (American Federation of Technical Engineers) Contract.

The number of grievances forwarded to the Bureau for review and Department hearings increased significantly during the Fiscal Year 1973. Prior to transferring the responsibility for grievances review to another component of the Division, approximately 11 grievances per month were being processed through this Bureau.

Routine reviews of job specifications were undertaken at the request of the Department of Civil Service in conjunction with the Bureau of Personnel. An estimated 24 job specifications, involving titles ranging from Director of Nurses to Institutional Attendant, were reviewed with recommendations in some cases for major changes in definition, education and experience requirements or examples of work.

Five new positions to staff ongoing federal grants were established during Fiscal Year 1973. Two were assigned to the Title I Day Care project, two others to DDSA grants, and one to the Foster Grandparents Program. Eighteen additional temporary positions were authorized from State funds to augment the Adult Activities Program.

Division of Public Welfare

***G. THOMAS RITI, Acting Director**

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HIGHLIGHTS

The basic objective of the Board and the Division of Public Welfare is to establish, maintain and supervise an orderly, uniform and effective system of public welfare which ensures the provision of financial assistance and certain related social services only to those citizens of this State who are determined to be in need of such assistance and services and only to the extent of such need as related to adequate basic standards. By its very nature, the program is intended to be and is a supplemental program to any other income or resources available to an individual or family and is to be made available only in those situations in which sufficient income or resources are not available. In other words, the public assistance mechanism is the last resource provided by society for those individuals or families who are unable, for a variety of reasons, to maintain themselves.

Consistent with the above, considerable progress toward objectives was achieved by all constituent units of the Division as follows:

* This report covers the activities of the Division during the administration of Irving J. Engelman, who served as Director of the Division until his resignation in January 1973, of his successor, G. Thomas Riti, who served as Acting Director during the balance of the fiscal year, and of the Honorable Irving T. Spivack, who served as Chairman of the Board of Public Welfare during the fiscal year.

Development of a Management Information System

In our Annual Report for fiscal year 1972, cognizance was taken of the Division's need to focus renewed attention on the task of assisting local public assistance agencies to develop management information and reporting systems which will permit timely detection of adverse trends in the assistance programs, including faulty determinations of eligibility and incorrect allowance computations, and thus permit immediate and positive corrective actions to be taken.

In this connection, the Division has made progress in the development of a plan for systematizing the Income Maintenance Function while at the same time developing an automated Quality Control System which will permit, among others, testing of the Function and testing the use of computers for eligibility determinations. The first phase of this activity, Quality Control Systems Development, has proceeded on schedule and is expected to be implemented during the fall of 1973. The second phase, the Income Maintenance Management Information System Plan, has been developed and the research, design and feasibility studies are currently underway.

Fair Hearing Administration

Considerable progress has been made in the development and implementation of methods for expediting the processing of Fair Hearing appeals while, at the same time, taking cognizance of a 15 percent increase in the volume of such appeals. New methods currently in effect have permitted a 50 percent increase in the number of decisions released during the year while there has been a concurrent gradual increase (to 60 percent by the end of fiscal 1973) in the percentage of decisions released within 60 days from the date of the initial request. The most recent procedure put into effect, which requires that hearings be scheduled within seven days of receipt of the request, should result in a larger percentage of decisions being released within 60 days.

Federal Assumption of the Adult Categorical Assistance Programs

As the result of unexpected federal legislation (P.S. 92-603) enacted during the fiscal year which transferred the adult categories (Old Age Assistance, Aid to the Permanently and Totally Disabled, and Blind Assistance) effective January 1, 1974, to federal administration under a new Title XVI program, a new objective was thrust upon the Division. It thus became necessary for the Division to ensure the effective and orderly transfer of current adult categorical assistance recipients to the federal Supplemental Security Income Program which has progressed on schedule.

In this connection, it also became necessary to set up an internal mechanism to identify those disability assistance and blind assistance cases which would not require medical revaluations by the Social Security Administration.

Centralization of Medical Eligibility Determinations in ADC

Having noted a particular problem related to medical eligibility determinations for ADC (Aid for Dependent Children) related to a lack of uniformity of such determinations as made by County Welfare Boards, revised regulations were promulgated which resulted in centralizing all medical eligibility determinations in the ADC program within the Bureau of Medical Affairs. It is anticipated that this new regulation will permit uniformity of application of medical determinations throughout the State.

Local Agency Program Administration Monitoring

Satisfactory progress has been made in the area of placing emphasis on strict accountability by local assistance agencies with respect to the efficient administration of the public assistance programs with special emphasis placed on Quality Control Reviews and special surveys in an effort to reduce faulty local agency errors in eligibility determinations and grant computations.

With specific reference to Quality Control, our ADC sample has been increased by approximately 300 percent to permit obtaining reliable data for each County Welfare Board on which to base required corrective actions which we anticipate will result in reduced loss of federal financial participation.

With reference to special surveys, the Division completed a 100 percent survey of Medical Assistance to the Aged cases administered by the County Welfare Boards and of General Assistance cases in the 18 largest municipalities of the State. As a result of these surveys, significant State dollar savings were realized for both assistance and Medicaid costs.

In addition, a special survey of most AFWP (Assistance to Families of the Working Poor) cases was conducted to determine whether Unemployment Compensation Benefits were properly recorded in grant computations. Preliminary findings showed that had proper cognizance of such benefits been taken, a savings of over \$1 million per year could have been realized as projected over a one-year period.

Home Service Program

Considerable progress has been made in the expansion of County Welfare Board operated home services programs. Two additional counties (Bergen and Ocean) initiated the program, joining Atlantic, Camden, Cape May, Mercer and Monmouth.

The Home Services Unit of the Camden County Welfare Board was honored by the Social Welfare Association of Camden County.

The New Jersey Home Services Program is used as a model by the Department of HEW (Health, Education and Welfare); the standard of service is far above the minimum national standard; and a 50 percent increase is noted in the number of cases served during the last fiscal year.

Volunteer Services

Further progress has been made in the area of volunteer services. At the county level, there are six part or full-time paid volunteer coordinators. Approximately 600 volunteers, rendering services in such areas as mobile meals, telephone buddies, odd job home repairs and real estate assistance, are now serving throughout the State. Five additional County Welfare Boards have volunteer programs in the planning stages.

Training Programs

Significant progress has been made in the involvement of County Welfare Directors in the area of supervisory training which such Directors are anxious to have continued. Of the 21 County Welfare Directors, 13 participated voluntarily in the training program. In addition, three Deputy Directors, 151 Supervisors and two Chief Clerks participated.

Work Experience and Training Program

During the year, the WIN (Work Incentive and Training Program) was expanded by 1000 training slots which escalated the program level to 4000 participants at any one point in time. In addition, the number of counties participating was increased to 12. These 12 counties contain 92 percent of the State's total ADC population.

It is significant that job placements have increased by 49 percent, and 53 percent of the participants completed the three-month job entry period following job placement. Only 5 percent, rather than 14 percent, are being dropped from the program for refusing to participate; assistance payments were reduced by an average of \$128 per month per case for 1093 cases because of income resulting from WIN participation; and 29 percent of the mandatory registrants have been certified.

Food Stamp Program

Further progress has been made in a significant expansion of the Food Stamp Program in that the annual State-wide bonus rate has grown to approximately \$50,000,000, as compared to \$40,000,000 in the past fiscal year.

Services to the Blind and Visually Impaired

Significant progress has been made by the Commission for the Blind and Visually Impaired in relation to:

Increasing by 10 percent the number of blind persons placed in employment. Earnings for the 524 employment placements approximated \$1.5 million.

Giving blind students an actual work experience (37 participated) in summer camp, industry, etc., which program will be continued in the next fiscal year.

Completion of planning for a residential Rehabilitation Center to evaluate, train and prepare blind persons with multiple physical and health problems for employment.

Local Agency Personnel Administration

The Division formalized the establishment of appropriate titles for use by County Welfare Boards related to the required separation of services from the income maintenance function, pursuant to a number of meetings and discussions between the Personnel Committee of the County Welfare Director's Association, staff members of the Division and staff members of the Department of Civil Service. County Welfare Boards are currently engaged in the process of assigning employees to appropriate titles in accordance with their job functions.

Purchase of Day Care Services

As of January 1, 1973, the Division had contracts with 117 day care centers throughout the State to provide day care services to current, former and potential recipients of ADC and six additional contracts with private organizations for planning and developing day care programs in those areas served by those organizations.

Institutional Services

By January 1, 1973, the Children's Residential Center at Denville was in operation; construction of the centers in Ewing Township and Vineland were substantially completed with applications for admission being received and reviewed; and the contract for construction of the planned center in Cedar Grove has been advertised.

By January 1, 1973, construction of the Emergency Reception and Child Care Center in Woodbridge Township was underway.

Conference of County Welfare Board Members

A conference of County Welfare Board members, sponsored by the Board of Public Welfare and the New Jersey Association of Chosen Freeholders, was held during the fiscal year. The purpose of the conference was to address issues and questions which face public welfare in the immediate future and to offer a challenge to interested County Welfare Board members concerned about fiscal and program accountability in assistance and service programs, relationships between the State and County Boards, and citizen and consumer participation in public welfare programs.

As a direct result of this conference, the Board of Public Welfare plans to hold similar conferences at least once a year.

Major Changes in Service Program Administration

During the fiscal year, the Commissioner of Institutions and Agencies transferred the Bureau of Children's Services and the two federally funded demonstration projects ("Public Welfare Services to Low Income Families and Individuals in a Suburban Area" and "Building Capacity of the Division of Public Welfare of the Department of Institutions and Agencies to Conduct Research and to Evaluate Social Service Programs") to the Division of Youth and Family Services. By the year's end it was anticipated that the Commission for the Blind and Visually Impaired would be transferred to the Commissioner's Office; and the Work Incentive Program, two additional federally funded demonstration projects ("Development of Employment and Educational Alternatives for AFDC Youth 16-18 Years of Age" and "National Service Reform Project"), and the Bureau of Social Services would be transferred to the Division of Youth and Family Services.

These major changes were designed to permit the Board and the Division to concentrate its total efforts on the management of the public assistance programs, the dimensions of which are summarized below.

THE DIMENSIONS OF FINANCIAL DEPENDENCY IN NEW JERSEY

Old Age Assistance

The number of persons added to the case load increased 2.7 percent from the 1972 case load (1973 — 13,564; 1972 — 13,212); the year-end case load increased 7.4 percent (1973 — 37,044; 1972 — 34,486); the year-end number of recipients decreased 4.6 percent (1973 — 19,385; 1972 — 20,329).

Disability Assistance

The number of persons added to the case load increased 11.1 percent from 1972 (1973 — 9,810; 1972 — 8,827) and the number of recipients on June 30, 1973 was 12.4 percent above the previous year (1973 — 20,710; 1972 — 18,423).

Assistance for Dependent Children

The number of cases added to the rolls decreased 5.9 percent (1973 — 43,927; 1972 — 46,702). The year-end number of recipients (adults and children) was 7.4 percent more than the previous year (1973 — 416,098; 1972 — 387,514).

Assistance to the Families of the Working Poor

The number of cases added to the rolls decreased 53.3 percent (1973 — 8,575; 1972 — 18,360). The year-end number of recipients (adults and children) was 25.9 percent less than the previous year (1973 — 30,960; 1972 — 41,791).

Blind Assistance

The number of persons added to the case load was 10.6 percent less than 1972 (1973 — 227; 1972 — 254). The number of recipients at the end of the year decreased 4.1 percent (1973 — 958; 1972 — 999).

State Medical Assistance for the Aged

The number of persons added to the case load increased 13.5 percent (1973 — 2,139; 1972 — 1,884). The number of cases eligible to receive medical care under the program at the end of the year increased 14.6 percent (1973 — 2,463; 1972 — 2,149).

General Assistance

The number of cases added to the rolls decreased 8.8 percent (1973 — 26,038; 1972 — 28,565) and the year-end number of recipients decreased 0.2 percent (1973 — 13,255; 1972 — 13,285).

Cuban Refugee Assistance

The average monthly cases receiving assistance decreased 10.6 percent (1973 — 4,408; 1972 — 4,930). The number of recipients at the end of the year decreased 21.7 percent (1973 — 8,341; 1972 — 10,646).

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, application and case load 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 1971, 1972 and 1973:

	FISCAL YEAR		
	1971	1972	1973
<u>Number of Counties Participating</u>	21	21	21
<u>Average Number of Households Participating Monthly</u>			
Categorical	43,992	55,958	65,596
Other Low Income	26,673	32,583	32,136
Total	<u>70,665</u>	<u>88,541</u>	<u>97,732</u>
<u>Percent of Authorized Households Participating</u>			
Categorical	80.76%	80.65%	82.01%
Other Low Income	91.72%	90.19%	89.92%
Total	<u>84.58%</u>	<u>83.91%</u>	<u>84.45%</u>
<u>Average Number of Persons Participating Monthly</u>			
Categorical	176,170	206,529	235,547
Other Low Income	91,533	109,986	100,458
Total	<u>267,703</u>	<u>316,515</u>	<u>336,005</u>
<u>Total Annual Value of Bonus Coupons</u>			
Categorical	\$17,023,025.	\$20,529,577.	\$30,604,447.
Other Low Income	\$13,742,056.	\$17,294,396.	\$18,237,980.
Total	<u>\$30,765,081.</u>	<u>\$37,823,973.</u>	<u>\$48,842,427.</u>
<u>Total Annual Value of Coupons Purchased</u>			
Categorical	\$51,444,647.	\$61,500,456.	\$ 75,583,276.
Other Low Income	\$26,683,270.	\$32,375,174.	\$ 32,633,660.
Total	<u>\$78,127,917.</u>	<u>\$93,875,630.</u>	<u>\$108,216,936.</u>
<u>Average Monthly Value of Bonus Coupons Per Person Participating</u>			
Categorical	\$ 8.05	\$ 8.28	\$10.83
Other Low Income	\$12.51	\$13.10	\$15.13
Total	<u>\$ 9.58</u>	<u>\$ 9.96</u>	<u>\$12.11</u>
<u>Average Monthly Value of Coupons Purchased Per Person Participating</u>			
Categorical	\$24.33	\$24.82	\$26.74
Other Low Income	\$24.29	\$24.53	\$27.07
Total	<u>\$24.32</u>	<u>\$24.72</u>	<u>\$26.84</u>

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

The average number of households participating monthly increased 25.30% between fiscal years 1971 and 1972, and 10.83% between fiscal years 1972 and 1973. The total annual value of bonus coupons increased 22.94% and 29.13% for the same respective periods.

Approximately 1,020 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 Bureau audited the fiscal activities of 17 County Welfare Boards for calendar 1971; and five County Welfare Boards for calendar 1972. Because of a change in welfare directors, cash audits were performed in the Camden and Middlesex County Welfare Boards. A special audit of time and leave records was conducted at the Hunterdon County Welfare Board.

The tables generated by the Bureau are included as Exhibits at the end of this report.

BUREAU OF LOCAL OPERATIONS

During the fiscal year the Bureau continued to place emphasis upon strict accountability from the local assistance agencies with respect to the administration of the public assistance programs. There has been satisfactory progress toward the achievement of this goal primarily through the activities of the Quality Control Section and the Survey Unit.

Quality Control Section

With respect to Quality Control, two major developments have affected the activities of that section this year. The first is new federal regulations specifying that the findings of the Quality Control review shall be used in calculating future amounts of federal participation in state assistance payments. Toward this end the Federal Department of Health, Education, and Welfare has specified the period April through September 1973 to be a Base Period, the review findings of which are to be used as a standard against which subsequent review periods will be measured in order to determine the effectiveness of methods implemented to reduce eligibility and payment errors in such periods.

Accordingly, all possible effort has been concentrated in producing the best Base Period review possible by working closely with an extensive federal Monitoring program of Bureau activities and by instituting other state mandated administrative measures designed to improve the performance of this section.

The second development has been the State mandate to expand reviewer activity in order to be able to give each county significant and reliable findings in the ADC and AFWP programs. The Bureau will continue to review the Food Stamp program.

For the long term, the Bureau has developed five year goals and objectives as follows:

1. To improve efficiency of the Section as a whole as well as the efficiency of each reviewer.
2. To improve the quality of the analysis of Quality Control findings.
3. To expand the sample frame to provide a valid sample for each county.

In the current year, progress towards those goals has been significant.

With respect to the first two goals, the major effort has been to develop a revised Quality Control program to provide detailed information through data processing which will allow administrative staff to obtain additional and more accurate information about all phases of production and efficiency of the review process. This design is being prepared for implementation by other Division systems and training staff.

The revised program will include the use of innovative and sophisticated statistical analytical processes using an expanded and more detailed data base than that suggested by the federal agency.

With respect to the third goal, the appropriate samples have been drawn since April 1973.

Field Services Section

The establishment of the Survey Unit required close coordination between the Field Representatives of the Field Services Section and the Survey Unit. Field Representatives were involved in follow-up activity as a result of findings by the Survey Unit with respect to the Medical Assistance for the Aged Program in all 21 County Welfare Boards and with respect to a review of the assistance expenditures of the eighteen largest municipalities. In both cases, whenever the local agencies disputed the survey unit findings, the Field Representative reviewed the findings and made the final decision.

Errors in the administration of the Food Stamp Program were also brought to the attention of the Field Services Section. This was done through both the Federal Office of the Inspector General audits and administrative reviews conducted by the United States Department of Agriculture. It was the Field Representative's task to explain those errors with respect to both policy and procedure to the local agencies and arrange for corrective action to be taken. In all instances, replies explaining the corrective action which was taken by the local agency were transmitted to the Department of Agriculture.

Members of this section also served as representatives on both the Financial Assistance Mutual committee and the Manual of Administration advisory committee. In addition, an individual from the supervisory staff also served informally as liaison with the State WIN Unit in coordinating WIN activity.

Institutional Services Section

An objective of the Institutional Services Section to secure Medical-Surgical (Medicaid) and Institutional Assistance (vendor payments of maintenance) coverage for patients at the New Jersey Hospital for Chest Diseases at Glen Gardner has progressed at a very slow rate. A number of administrative and legal obstacles have arisen which have hampered the implementation of this program objective; however, it continues to be the goal of this section to implement the aforementioned objective.

Progress continues to be made towards the expansion of Medical-Surgical coverage to include patients from county psychiatric and tuberculosis hospitals. Additionally, activity with regard to county psychiatric hospitals has also been directed toward including children under the age of 22 in the Institutional Assistance program under Title XIX.

It also continues to be the objective of this section to devote significant energies to the development of professional staff with sufficient expertise to act as a community resource development segment of the section, the purpose of which will be to locate facilities and organizations to be utilized in the alternate care planning for institutionalized cases.

This section has finalized procedures for processing the extension of Institutional Assistance (vendor payments of maintenance) to children under the age of 22 in State psychiatric hospitals. Additionally, this section has begun the use of a Simplified Method for certification of Medical-Surgical coverage for a significant number of certain institutionalized patients and residents, thus overcoming prolonged delays which had existed in this area regarding dispositions concerning Medicaid coverage.

Central Office staff of this section has also made significant strides in taking steps to standardize policy and administrative procedures for the various Area Office Operations. This general improvement of communications between Central and Area Offices permits the former to provide direction where needed and the ability to identify potential problem areas and specific areas of accountability, which has led to the overall improvement of program objective implementation and administrative functioning.

Survey Unit

Objectives proposed for the Survey Unit required that it conduct extensive and detailed investigations of various aspects of public assistance payments and that it compile survey findings and provide direction of the Bureau's activities on the basis of the analysis of this information. Areas examined during the year have included hospitalization payments in General Assistance, the proper determination of eligibility in General Assistance, the classification of cases as Medical Assistance for the Aged, but which should have been Old Age Assistance, and the proper and timely validation in presumptive eligibility grants. The value of the Survey Unit continues to be evidenced by the substantial monies saved the State through an application of its findings and through the possibility it suggests of highlighting those areas needing policy formulation and/or revision and suggesting procedural refinements to increase efficiency and accuracy at the county and municipal level.

Food Stamp Unit

This has been a year of continued growth in the Food Stamp Program. The annual State-wide bonus rate has grown to approximately 50 million dollars annually with a somewhat smaller proportionate increase in the number of persons participating.

Many of the major changes implemented last year have been fairly well assimilated by staff at both the State and county level.

Administrative Legal Services Unit

Review and supervision by this office of the recovery activity by the County Welfare Boards, because of other demands on the limited staff of this unit, has resulted in a decline in the quality and quantity of recovery activity.

The rate of out-of-state requests for location of absent parents seems to be increasing. The unit currently performs no functions in the location of absent parents for in-state agencies and provides no control or review of such activity by the county welfare boards.

The reporting of fraud and fraud control activity at the county level has shown a substantial reduction in the figures reported. There is serious question as to whether this represents an actual reduction. Rather, it is believed that a serious reporting gap exists which may indicate the presence of deficiencies in performance at the county level.

Cuban Refugee Program

New Jersey continues to rank second to New York in the size of this program.

During the early months of 1973 the Department of Health, Education, and Welfare mandated a phase-out of the Cuban Refugee Assistance Program. As a result, 1,785 cases were transferred to appropriate public assistance programs. As of this point in time, however, this phase-out was suspended by that Department. While those cases transferred to the public assistance programs were not required to be returned to the Cuban Refugee Program, no further transfers are currently being made from that program until further instructions are received from the federal agency.

BUREAU OF MEDICAL AFFAIRS

Implementation of the 1972 amendments to the Social Security Act (i.e., Conversion of the Adult Assistance Categories to the Social Security Administration — P.L. 92-602) presages a major change in the functions and responsibilities of the Bureau as of January 1, 1974. In order to assist in a smooth transition related to medical eligibility determination and periodic reevaluation, the Bureau maintained a close liaison with the HEW regional office, Bureau of Disability Insurance, and the Social Security Administration. An internal mechanism was initiated to identify cases not requiring re-examination by the Social Security Administration after transfer of the Adult Categories.

The special medical eligibility determinations and redeterminations required by regulations in the program of Assistance for Dependent Children (i.e., ADC — "Incapacity") will continue to be a prime responsibility of the Bureau after the transfer of the Adult Categories. These regulations were revised during the year and a new definition and interpretation of "incapacity" became effective May 1, 1973. Basically the change centralized within the Bureau all medical eligibility determinations in the ADC Program to eliminate the problems incident to the lack of uniformity when determinations were made by county welfare boards.

Pending establishment of an Intermediate Care Facility program by the Division of Medical Assistance and Health Services, the Bureau accepted responsibility for determining the appropriateness of Intermediate Care Facility placements based upon review of an official certification form submitted by the County Welfare Boards.

The Bureau continued to approve the appropriateness of charges submitted by providers of health services furnished non-medicaid clients of the Bureau of Children's Services for whom that Agency assumes responsibility for such payment.

Twenty-five thousand three-hundred eighty-six (25,386) cases were evaluated during 575 review team sessions in the determination of medical eligibility in the three categorical assistance programs requiring such a determination. Five hundred twenty nine (529) Fair Hearings based upon the medical eligibility factor were scheduled during the year.

The Bureau continued to provide medical and medical-social consultant services to local public welfare agencies, and its role in this area will likely increase with the concentration of future programming on the provision of social services.

OFFICE OF THE COORDINATING DATA PROCESSING ANALYST

This office was created during the fiscal year and its initial thrust was to develop a plan for systematizing the Income Maintenance function in the Division while collaterally developing an automated Quality Control System as a pilot project to:

1. Test Income Maintenance functions.
2. Program fiscal eligibility determinations on the computer.
3. Determine the manpower needs to develop and implement the Income Maintenance System.
4. Outline and define Income Maintenance policies and procedures.

Phase I of this activity, Quality Control Systems Development, is on schedule and is expected to be implemented during the fall of 1973. Phase II, the Income Maintenance Management Information System Plan, has been developed. Research, design and feasibility studies are presently underway, and the direction to be utilized for the systems development has been defined.

Data processing expertise has been rendered to the County Welfare Boards on an "on call" basis, which has assisted the Division in attempting to standardize data element interpretation and processing.

The goals of developing a unified Income Maintenance Management Information System by January 1975 will require the assignment of personnel with an analytical background and the intense effort and commitment of staff members in the Division as well as in the County Welfare Boards.

ADULT CATEGORY CONVERSION TASK FORCE

The major responsibility delegated to the Conversion Task Force, which includes two staff members of two CWB's (County Welfare Boards) who have been assigned on a full-time basis, is to ensure the effective and orderly transfer of current recipients of the Aged, Disabled and Blind categories to the federal Supplemental Security Income program effective January 1, 1974. This prime objective was implemented through two concurrent programs; training county personnel in the necessary conversion procedures (including supervising and monitoring their operations), and being involved in discussions of tangential concern to the implementation of the new federal program.

A tentative date for beginning conversion activities was to have been April 15 when the State Medicaid tape was to have been sent to Baltimore. This tape provided the SSA (Social Security Administration) with essential data elements (name, welfare case number, etc.) which were transferred to Conversion Data Records, the primary Conversion information transmitter. After completing three days of training regarding Conversion and enumeration activities on May 14, 15, and 16, county conversion liaisons staffed and trained their conversion units in anticipation of the turn-around supplemental Conversion Data Records developed from the State's Medicaid tape. These documents arrived at the 21 counties immediately after the close of the fiscal year.

During the coming months, the Conversion Task Force and their counterparts from the Bureau of Supplemental Security Income will be monitoring each county's operation and reviewing cases for their completeness and accuracy. It is estimated that the national target date of September 1, 1973 for completing the turn-around documents will be met.

PERSONNEL UNIT

During the fiscal year the Division formalized the establishment of appropriate titles for use by County Welfare Boards related to the separation of services from the income maintenance function, pursuant to a number of meetings and discussions between the Personnel Committee of the County Welfare Director's Association, staff members of the division of Public Welfare and staff members of the Department of Civil Service. County Welfare Boards are currently engaged in the process of assigning employees to appropriate titles in accordance with their job function.

The Division has published a proposed revision to Ruling No. II covering the classification and compensation plans for County Welfare Boards. It is expected that this revision will act to clarify the position of the State agency with respect to its role in all classification and compensation plans adopted by all County Welfare Boards.

Problems are still being encountered in the area of negotiations between County Welfare Boards and recognized employee groups insofar as State posture is concerned.

FAIR HEARING UNIT

The major objective of the Fair Hearing Unit during fiscal 1973 was the development of methods for expediting the processing of hearing appeals while dealing with an increase in the volume of requests for hearings. The number of requests received during the year totalled 2,240 as compared with 1,957 received the fiscal year immediately preceding.

Hearing decisions released during the year totalled 1,287, an increase approximating 50 percent over the total (674) issued during fiscal 1972. The fact that 30 percent of the decisions were processed within 60 days was a significant improvement on previous reporting periods. However, this accomplishment fell far short of the federal mandate for a 60 day disposition of all fair hearings. In response, a crash effort was undertaken to eliminate the backlog of hearings through the use of staff of various components of the Division as emergency hearing officers.

The elimination of the backlog enabled the development of a procedure whereby hearings could be scheduled within seven days of receipt of the request. The current size of the full-time hearing officer staff enabled approximately two-thirds of all requests to be so scheduled and resulted in a drastic reduction in the time required for rendering a decision.

The percentage of decisions issued within 60 days increased to 53 percent, 58 percent and 60 percent during the final three months (April, May and June) of fiscal 1973.

A system for monitoring county welfare board notices of intent to take adverse actions was established. Since January 1973, the Fair Hearing Unit processed an average 11,000 notices of intent to reduce, terminate, deny or suspend assistance in the federally assisted categories from which 10 percent daily samples were reviewed from each of the 21 county welfare boards. Findings regarding conformity with procedural due process requirements were brought to the attention of county welfare board staffs.

TRAINING UNIT

The additional training made possible through Federal grants has enriched participating staff and strengthened the position of the Training Unit relative to the County Welfare Boards.

The excellence and timeliness of the Supervisory Training Program and of the programs secured through Data Education, Inc. have moved participants into the arena of sophistication, previously undetectable.

The strong support of the Supervisory Program by the Directors and interest of the Directors in additional sessions, expressed at the conclusion of the three sessions on "Systems" is evidence of their growing awareness of the need for an organizational system within which staff can work and live, interact, relate and produce. Only as the system provides for maximum productivity of each sector of the agency will the agency staff be a viable force in the community.

The Training Unit's relationship to State staff was negligible until recently when it was called upon to train Quality Control Reviewers and orient field staff of the Bureau of Local Operations to the details of the W.I.N. II program. Fiscal Year 1974 will probably bring the reverse; with greater training efforts related to State personnel and far less to the County Welfare Boards.

CHARITABLE CORPORATION UNIT

Activities of this Unit have again increased considerably over the preceding fiscal year. As noted in the following chart, which compares activities of the two fiscal years, there has been a 25 percent increase in the number of applications received for processing.

INCORPORATIONS — JULY 1, 1972 — JUNE 30, 1973

Fiscal Year	Applications Received	Approved	Not Subject	Disapproved, Withdrawn or Discontinued	Action Taken (Total)
1972	1690	132	1436	58	1626
1973	2116	215	1659	186	2060

BUREAU OF SOCIAL SERVICES

General

This Bureau completed another fiscal year experiencing the severe staff handicaps of previous years, plus suffering from additional casualties. The Bureau ended the fiscal year with only 50 percent of its budgeted positions filled and 60 percent of its authorized positions, which meant that 13 persons were trying to meet the goals set for 25 available positions and 24 requested positions.

Much has been done, however, in the area of individual unit endeavors as set forth below.

This will be the last annual report for the Bureau of Social Services, as such, under the Division of Public Welfare. The Bureau is scheduled to be transferred to the Division of Youth and Family Services effective August 1, 1973, where it will be dismembered and the separate activities placed under existing functional units.

Home Services Program

The number of counties participating and the number of county staff in the Division's Home Services Program continued to grow during fiscal '73. Bergen and Ocean Counties have both initiated programs, while Atlantic, Camden, Cape May, Mercer and Monmouth Counties have expanded service through the training and employment of more Home Services Aides.

Since this program was the first, and because it has been in existence for five years, the Camden County Home Services Unit deserves special mention. There are still 11 of the first 12 aides in service. Also, this Unit was honored on its fifth birthday by the Social Welfare Association of Camden County because of its conviction that the Home Services Aide is a necessary and integral component of the service arm of the public assistance agency.

The number of Aides in each county has increased, recognizing the needs of our clients in the Old Age and Disability categories. Untold numbers of our older citizens are still in their own homes and in their own communities because the Home Services Aide is there.

The following statistical summary has many variables. The cost of purchased homemaker services in relation to the cost of the CWB home service program is not shown. The reduction in public assistance grants through employment of the Aides who were or are recipients of ADC is not known.

To adequately meet the need for services in the clients' homes, Department of Health, Education and Welfare estimates there should be one aide per 100 active public assistance cases. This fact is significant when reviewing the attached cost survey.

Another factor not included in the survey is the "in kind cost" of state staff: currently a full-time Home Services consultant and use of other State staff as needed.

Yearly Cost Sheet Summary HOME SERVICES PROGRAM New Jersey Division of Public Welfare

Date July 1, 1972 — June 30, 1973

County	No. of Cases Served	No. of Service Hours	Total Cost of Program	Average No. of Hrs. Per Case	Cost Per Case Served	No. of Aides	Average No. of Cases Per Aide	No. of Trainees	Cost of Training Per Trainee
Atlantic	311	7538	\$ 34,061	24	\$110	5	62	7	\$ 90.00
Bergen	144	4964	41,655	35	289	8	18	8	378.00
Camden	1224	58195	244,162	48	199	42	29	10	46.00
Cape May	358	6561	26,802	18	75	6	60	7	357.00
Mercer	179	4461	50,012	25	279	8	22	8	315.00
Monmouth	802	52513	159,512	65	199	30	27	6	218.00
Ocean	43	1067	13,367	24	310	10	4	10	172.00
Totals	3061	135299	\$568,853	239	\$1461	109	222	56	\$1576.00

Two home economists of the Family Economics Unit have been invaluable in providing initial and in-service training in foods and nutrition, money management, and consumer affairs.

The Home Services Consultant continues to devote much of her time promoting Home Services in the counties not yet involved.

Volunteer Service Coordinator

The long range goals and objectives for this program have not been realized but progress is being made as evidenced by the increased interest being shown by the county welfare boards.

Periodic scheduled contacts have been made with all the County Welfare Boards to promote volunteer services and to disseminate information about the programs in other County Welfare Boards.

At the present time there are six part- or full-time paid Volunteer Coordinators at the county level with additional counties utilizing part time service of supervisors. There are approximately 600 volunteers enrolled in the County Welfare Board programs, in rendering services in many areas, including mobile meals, nursing home activities, telephone buddies, recruitment and development of volunteers, odd job home repairs, real estate aides, and others. The volunteers in one CWB are involved in the delivery of 15 different services. Five additional counties have programs in the planning states.

All of the resource materials have been catalogued, bibliographies compiled and resource library greatly expanded this year

Standards and Procedures Unit

The liaison responsibilities between the Division and the Division of Administrative Procedures in the processing of regulations, transmission of State Plan material to HEW, circularizing resource material, maintaining resource files, revising regulations, etc. were achieved.

Housing

Planned goals and objectives in the housing area were not achieved due to lack of Federal program regulations pertinent to the purchase of services and the provision of services.

The past year was spent working diligently with a staff committee on the separation of social service regulations from eligibility regulations in the Manual of Administration. An outline and format for a Social Services Manual was formulated but not completed because of the absence of final Federal program regulations for services.

Training and Staff Development Unit

The Unit has moved forward this year toward meeting set objectives, in spite of the handicap of loss of staff during the year. Work has continued toward the objective of strengthening the role of training and staff development supervisors at the local level through regular meetings in Trenton and in offering consultation for specific local problems.

Attendance at the training supervisors' meeting has been high as those supervisors sought to keep up with changing programs such as WIN II, GOSS (Goal Oriented Social Services), Conversion of the Adult Programs, etc.

The training supervisors helped in training planning at the state level, acting in an advisory capacity and pointing up local problems.

WIN II has been a necessary priority throughout the year because of the major changes resulting from the Talmadge Amendments affecting Income Maintenance, the Separate Administrative Unit, and the State Rehabilitation Agency. During August 1972, a "crash program" for the introduction of the new WIN information System was carried through in three Regional meetings for WIN and training supervisors.

One of the most interesting developments during the past year has been planning with the Rehabilitation Commission for joint training and joint conferences. At a Task Force meeting for the Expansion Grant Project, Region II staff emphasized that rehabilitation of the welfare client had become a high priority with the federal agency. With federal funds from the Expansion Grant, the Rehabilitation Commission, in cooperation with the Division and CWB's, has set up seven joint teams throughout the State and has sponsored three conferences this year which have markedly improved inter-agency relationships.

The proposed introduction of three new counties into the WIN II program by July 1973 became an additional challenge to the training unit in May. Planning sessions included the State WIN Team, the training supervisors of Bergen and Ocean Counties, and a committee of county training supervisors.

New Jersey has been selected by the federal agency as one of the states to carry through a National Pilot Training Project for Separate Administrative Unit staff.

During the past year, the training supervisor of BSS (Bureau of Social Services) responded to a request by the training supervisor of the Division of Medical Assistance and Health Services for orientation of Medicaid staff in eligibility requirements of public assistance programs.

Family Economics Unit

The Family Economics Unit began and completed fiscal 1973 with a staff of three home economists; however, this was fact only during five months of the year, and some planned activities were necessarily limited. Most objectives were met and foundation laid for future expansion of programs in the three major areas of financial assistance consultation, services and training, and cost-of-living data.

The objective of developing programs with County Welfare Board home economists saw satisfactory progress during fiscal 1973 with three Statewide workshops held. The number of County Welfare Boards employing home economists has remained constant: seven counties with 14 home economists, two of whom function as service workers.

Extensive training was provided for Home Service trainee classes at Atlantic, Camden, Mercer, and Ocean County Welfare Boards, covering consumer education, family money management, home management, and foods and nutrition. Training in money management was also given to social service staff in Camden County.

Units for teaching family-economics-related areas have been developed to include in-depth material on credit, planning expenditures for essential family purchases of all kinds, and on decision-making related to the family's values and priorities.

Eight WIN Day Care Centers received consultation and instruction in organization of food service, food purchasing, and planning well-balanced, rotating menus.

BUREAU OF CHILDREN'S SERVICES

Effective January 1, 1973, the Bureau of Children's Services was transferred from the Division of Public Welfare to the Division of Youth and Family Services. This section of the report, therefore, covers the Bureau of Children's Services activities for the first half of fiscal 1973.

Bureau staff continued working with staff of the Department of Treasury towards the development of a Management Information System and reached the point of having developed informational needs and mock reports for the areas of adoption, day care and institutional care. A pilot of the system was being developed for trial in early 1973.

An amendment to the age of majority law was proposed and passed to permit certain children over age 18 to receive agency services where necessary. Staff were provided with directions for implementing the law as amended.

A pilot project for the utilization of para-professional staff was implemented in seven district offices. Recruitment of staff held up the initiation of this project for several months, and prior to that, supervision and training of the para-professionals needed to be arranged. A system for evaluating the accomplishments of the para-professionals and their help to the social workers was developed.

Foster Parent Associations were active and growing in most counties, and a State-wide Association of Foster Parents was organized. A meeting was held with the President of the State Association and the Bureau Chief to develop ground rules for cooperative action and communication. Agency staff and foster parents had already been elected to office with the National Foster Parents Association. Plans for participation in the Third Annual National Convention of Foster Parents were progressing.

At the request of a member of the Legislature, a proposed bill for the licensing of residential institutions for children was developed and submitted through channels. This bill resulted from a review of licensing laws in other states and a review of New Jersey's problems in this area.

A system for locating appropriate residential care for children through the use of a central computer was developed cooperatively with the Department of Education. This system utilized a computer bank in Buffalo, New York, where selected characteristics on all known residential programs for children were fed in. Limited utilization of this system was available.

In view of the impending legislation which would give greater responsibility to staff in situations involving the abuse of a child, extensive training of staff was planned. A staff committee to identify the training needs and to plan the training was established. As a beginning for this training, a contract with the American Humane Association provided three days of basic training for all professional and supervisory staff, as well as key people from the community.

Various agency staff provided a great deal of consultation with legislative leaders and other interested persons in order to develop a better approach to dealing with the problems of child abuse in New Jersey.

A bill providing for the payment of subsidies to certain persons who adopted "hard-to-place" children was developed and supported by the agency. Rules and regulations, as well as instructions to staff to implement the law were developed and approved within the agency.

As of July 1, 1972 or shortly thereafter, the staff of Day Care 100 was added to the payroll of the Bureau of Children's Services and the Chief of the Bureau assumed responsibility for signing all Day Care 100 contracts which were effective on or after July 1, 1972. The Attorney General's office and Miss Joan Murphy, in particular, were most cooperative in expediting these contracts.

Tentative agreement was reached with the Department of Education to jointly develop a demonstration project involving the educational components of pre-school programs and the coordination of pre-school and early school programs. Staff were working out details of the projects.

As of January 1, 1973, the BCS (Bureau of Children's Services) had contracts with 117 day care centers for the provision of day care services to former, potential and current AFDC recipients and six contracts with organizations to plan and develop day care in their areas. Miss Jennings and her staff met with a great many community groups to develop funds for day care projects.

Through a contract with Jersey City Model Cities the Bureau was operating six day care centers for eligible (poor) residents of the model cities area. Model cities administration was proposing that the scope of our day care services be expanded to include infants. A number of problems regarding the physical facilities and staffing of the centers were being worked on.

The Children's Residential Center at Denville is operating and has had under 30 children in residence. The facility has had difficulty in stabilizing both staff and resident population.

The Children's Residential Centers at Ewing Township and at Vineland are substantially completed and applications for admission are being reviewed.

The contracts for construction of the fourth center at Cedar Grove were advertised.

Construction of the Emergency Reception & Child Care Center was underway and progressing satisfactorily. The anticipated completion date is July 1973.

Several agency group care homes need renovations. Those involving the safety of children have been given first priority. Renovations have been identified and bids have been asked for work on the Plainfield home. Other renovations will be done in cooperation with Department maintenance staff and the Bureau of Construction staff.

Negotiations have continued with Dr. Ringelheim and Mr. Richards Richardson of the Department of Education and Margaret Mitchell, Department of Institutions and Agencies Educational Consultant, to resolve the problems of obtaining Beadleston funds for eligible children who need residential placement.

Preliminary meetings have been held with the administration and staff of the Division of Medical Assistance and Health Services to develop a method for agency staff to receive information regarding medical services provided to agency children and paid for through Medicaid.

A review of the case goal and progress toward case goals for children between the ages of 6 and 12 years was completed as part of the continuing review of service delivery.

During this period a great deal of staff time was utilized to help the administration and staff of the Division of Youth and Family Services understand the mission, methods and philosophy under which the Bureau of Children's Services operated in order to make the assumption of responsibility by that Division as smooth as possible.

COMMISSION FOR THE BLIND AND VISUALLY IMPAIRED

Education Service

During the year 259 children were newly-referred, which when added to those on register, made a total of 1,993 youngsters in service. In the same period 288 children were closed so that as of June 30, 1973, there were 1,705 continuing on the register and at school.

The Education caseload has shown a slight decrease in the total number of children served as a result of the completion of services to a large number of retrolental fibroplasia cases that have reached graduation age. Numbers of students in integrated local school programs remained constant. However, the number in special classes for the visually handicapped in larger cities decreased from 201 in 1969 to 114 by 1973, which is in keeping with our recommendations. Percentagewise, just over 50 percent of the total number of children in the Education caseload have serious additional handicaps, one or more, along with blindness.

The implications of this, for program, are more special facilities for evaluation and for the development of specialized programs for pre-school and school-age youngsters, to minimize the effects of disablement, develop the child's capacities, and prevent high-cost long-term institutionalization. To this end, the Commission continued to operate classes for pre-school deaf-blind children in Cranford, Glassboro State College, and added a third class in Teaneck which received 100 percent Federal support. In addition, a three-week summer program was provided for 30 deaf-blind children in the Commission's Cranford and Glassboro locations following a two-week stay at Camp Marcella. More professional staff have been reassigned to the needs of the multihandicapped, and their efforts have made it possible for some of these children to be absorbed in existing day school specialized programs for the mentally retarded, cerebral palsy, etc. This has enabled the Commission to keep the numbers requiring high cost residential school training at a low relative plateau.

The classification of the 1,705 children continuing in service at year end by school needs is as follows:

Preschool	170
Local School Placement (Elementary and Secondary)	806
Special Programs for the Multi-Handicapped	70
Special (Separate) Classes in Public Schools	114
Residential Schools and Training Centers	119
Multi-Handicapped Children at Home	36
College and University	142
In State Institutions or Not Educable	243
Unclassified	5
TOTAL	<u>1,705</u>

A special olympics for handicapped children held its State meet in West Long Branch. A Commission Education client, who had been specially coached by her gym teacher, placed first in two events in the regional meet and participated in the finals. The agency's State-wide consultant in physical education was an advisor to public schools in the development of physical activities for visually handicapped children.

A staff instructor has initiated a special recreational program for blind and partially-sighted students which is designed to provide greater participation in social areas, as well as experiences for youngsters participating in activities usually available to their sighted peers. Youngsters have participated in roller skating, bowling, swimming, attendance at plays, etc.

Special Federal Grants and Summer Camp

A substantial Title I Federal grant was developed and received this year making it possible to increase staff services; to provide adequate field supervision; and to supervise more adequately children at out-of-State residential centers.

A professional training program was extended to public school teachers, with blind children assigned to their classrooms, which provided useful information and assistance in working with visually handicapped children. This special training was held at six different centers — Ridgewood, Glassboro, Trenton, Union, Morristown and Matawan. Two sections were for teachers of partially sighted children and three for teachers with Braille students.

During the summer, 413 camper weeks were scheduled at Camp Marcella. The first two weeks were geared again to programs for the most severely multi-handicapped children who require one-for-one supervision and who would otherwise have been unable to attend. Remedial instruction was provided campers by Commission instructional staff employed during the summer.

In cooperation with the Vocational Rehabilitation Department, Education staff helped sponsor two summer evaluation and training programs — one for college-bound students and another for noncollege vocational students. Thirty-two college bound high school juniors and seniors spent four weeks on campus at Seton Hall University, where their interests, aptitudes and skills were evaluated. They attended selected classes and were given specialized training in mobility and assistance in the specifics of adjusting to college life. Eighteen students were enrolled at the Commission's Rehabilitation Training Center, where the major emphasis was on vocational aptitude testing, vocational guidance and the acquisition of practical work skills.

George F. Meyer Textbooks and Material Center

The number of shipments from the Textbooks Center amounted to 48,376 units. While Braille and tape utilization decreased slightly, large print materials and specialized equipment increased this year.

Eye Health Service

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

In the case service sphere, the number served totaled 732. This represents a small increase over 1972 despite increased use of Medicare and Medicaid. Sight was restored or improved for 136 individuals.

The Preschool Vision Detection Program for Amblyopia is beginning its eighth year of operation and is much in demand. During the year, 191 community-wide detection programs were conducted preceded by training sessions for volunteers, in co-operation with Parent-Teacher Associations, Nurses, Lions Clubs, Women's Clubs, Junior Leaguers and similar groups. This was an increase of 27 programs or 17 percent more than in 1972. In all, 21,177 children were screened (as against 20,026 last year) using 2,518 volunteers trained by Commission staff, the largest number ever used in the program. These volunteers have made it possible to expand this program without increasing professional staff. Of the children examined, 1,363 were referred for complete eye examinations or treatment.

In the Glaucoma Control Program the 18th State-wide detection program was conducted, in cooperation with the Medical Society of New Jersey, at 86 hospitals. Twelve Thousand, Six Hundred and Fifty-Four (12,654) adults, a slight increase over last year, were examined at these centers at no cost, and 593 Glaucoma suspects were referred to the Commission for individual follow-up. Glaucoma requires continuous follow-up and treatment to prevent serious vision loss. At year's end there were 4,254 on the Glaucoma Registry of the Commission.

The Traveling Eye Unit provided 195 days and ten evenings of service and 6,286 eye examinations. The Mobile Unit screens "vulnerable populations." Among the "pocket of need" groups that were reached were: five centers for the handicapped which included centers and workshops for the mentally retarded, cerebral palsy and multiple sclerosis; seven multi-service agencies serving poverty groups; 16 migrant locations; 16 nursing homes; three correctional institutions; two drug rehabilitation centers; nine health departments; and seven senior citizen centers.

Community Health Vision Screening Programs were instituted this year. Programs conducted at various workshops, health fairs, correctional institutions, learning disabilities centers, special education centers, and mental retardation centers to reach disadvantaged populations. A total of 164 hours of service were provided by staff Ophthalmologists; 978 individuals were examined with appropriate follow-up.

Home Teaching and Home Service

The Home Service program serves newly-blinded adults and elderly homebound individuals through an array of services which include training in personal adjustment, communication skill, hand work for leisure or occupation, and assistance with personal, family and social problems. Working with clients chiefly in their home setting, workers traveled 130,623 miles and made 10,487 client visits. A total of 2,289 clients were served, a slight decrease over last year.

Some trends or major activities should be highlighted:

1. During the year 1,137 Talking Book machines were provided new readers or as replacements. The total number now in use State-wide is 5,926. Of this number, 774 are used by physically handicapped individuals unable to read print and 903 were placed in various institutions. In addition, 219 Cassette players were provided for tape users.
2. The small corps of Instructional Aides developed in Fiscal 1972 continued to assist the Home Teacher because of extremely high caseloads among the eight professional Home Teachers.
3. An Aids and Appliance Stock Room has been centralized and managed by the Home Service Department for all units of the agency. This has considerably reduced delays and paper work. This year, 1,124 items were provided to 597 clients.
4. Departmental staff participated with staff of the agency's Rehabilitation Center in the planning and initiation of an experimental evaluation program for older visually handicapped persons at the Center. The program was designed to include evaluation of the older blind person's medical and training needs with appropriate follow-up.
5. Staff participated in planning meetings concerning the advisability of the establishment of a substation radio program for the blind, which would emanate from Philadelphia and serve listeners within a 50 mile radius of Philadelphia, using special receivers provided to eligible individuals. Individuals in Pennsylvania will receive the service free, and there will be a yearly subscription charge

of \$15.00 for each user. The service will include programs to homemakers, informational programs on legislation, agency and community service programs, sports, recreation, etc.

6. Staff have participated as members of in-service training teams in a number of nursing homes and other care facilities, providing lectures and demonstrations to illustrate appropriate techniques utilized in care for visually handicapped residents. Staff Case Workers and Rehabilitation Teacher have been active in community organizations and programs. As a result, the agency is represented on many health, housing, recreation, senior citizen community planning boards, councils and committees. The primary objective of these activities is the integration of visually handicapped persons into community living and improvement in living standards for visually handicapped persons. Staff have experimented with group instruction with clients on crafts and other leisure-time activities in private homes and institutional centers. A group project is under way with a State psychiatric hospital on activities of daily living with a selected group of patients. It is intended to demonstrate the need for a full-time specialist on the hospital staff to assure that visually handicapped patients are afforded skilled help in developing independence and, therefore, enhancing their chances of successful readjustment.

Vocational Rehabilitation Service

During the year, 524 employment placements were made of which 185 were homemakers. This was a 10 percent increase over the previous year and is the highest of any year for this program. On an annual basis, the aggregate earnings projected for those placed in employment amounted to \$1,414,923. This exceeded by far the State's share of \$560,000 in the cost of the Vocational Rehabilitation program for the year. Earnings for 481 employment placements last year totaled \$1,397,000.

Some Of The Year's Highlights Include:

1. 3,277 clients were served by the department — a 9 percent increase over the year before. During the past five years, the caseload increase has averaged 10 percent to 12 percent per year.
2. The special counseling unit dealing with multi-handicapped blind adults continued the difficult effort to develop new training opportunities throughout the State in special centers for other handicapped individuals that will accept blind people with secondary problems. This still a difficult area. Approximately 346 individuals were served by this unit, with 63 rehabilitated into employment. The special Hayes Unit at the Johnstone Training Center served 39 retarded blind clients during the year with five placed in employment with the help of the Commission.
3. In its third and final Federal grant year the Model Cities program with a staff of four indigenous aides, successfully contacted numerous community agencies in an effort to develop a base line for referrals to the Commission. In addition, the staff aides visited homes in the Inner Cities of Newark, Paterson, Trenton, and Jersey City to find black and Spanish-speaking residents in need of service. One Hundred and Eighty-Six new cases were found and served. Over the three-year period, of the clients referred by this Unit to the Vocational

Rehabilitation section of the agency, 18 were rehabilitated. Although this number is not quite significant, it substantiates the fact that there are number of severely handicapped individuals throughout the State who are not aware of the Commission's services, or reluctant to apply for such services since they do not fully understand that blind and visually impaired individuals are trainable, employable and able to function independently. With State support, program staff have been reassigned in budgeted positions and will continue the program.

4. A summer work experience program was initiated in 1973, designed to offer blind students actual work and life experiences which they are frequently unable to secure because of poor vision but which are generally available to their sighted peers. Thirty-seven youngsters participated in the 1972 program and were placed in employment in summer camps, private industry, offices, social agencies, etc. The program was extremely successful and is being continued in 1973.
5. At the Rehabilitation Center operated by the Commission in Newark, 76 adult clients were served during the year for a total man days of 4,355. Fifty-three of the 76 were in special programs requiring more intensive professional time because of multiple handicaps which in addition to blindness included: diabetes, hypertension, seizure disorders, neurological and psychiatric involvements, mental retardation, etc. Extensive psychotherapeutic counseling and special conferences with families were required to meet the emerging needs of these clients. After more than a year of planning, recommendation was made to the Commissioner of the Department of Institutions and Agencies to include funds in the 1975 Capital Construction Budget for a residential Rehabilitation Center designed to evaluate, train and prepare clients with multiple physical and health problems for employment. A number of specialized training areas not now readily available would be incorporated in the Center. It is to be noted that this would not be a permanent residence but a training and rehabilitation center.
6. An In-Service Training Course in Vocational Rehabilitation for members of agency staff was conducted in cooperation with the Civil Service Training Office for which participants received three credits from Newark State College.
7. The department's High School Counseling Unit served 206 clients who were provided with occupational information, vocational counseling, medical diagnostic evaluations, and appropriate services as required. This included 13 students who were in residential schools.
8. The Mobility Training staff, with all positions filled, extended orientation and mobility training to some 346 clients. This is a "must" service to prepare blind people for the independence of competitive employment.

Vending Stand Program

At year end, there were 56 vending stands in operation. Average annual earnings for operators increased substantially and is now \$10,752 as against \$9,072 last year. Gross sales for the year amounted to \$2,245,000, with total net income to operators of \$602,300.

Contract Workshop Program

This program is for marginal blind workers not, as yet, ready or able to take competitive employment. Gross sales for the year at the three shops increased to \$355,213. The number of blind people employed during the year totaled 85. Total wage payouts to blind people amounted to \$97,428. The Federal minimum wage, or better, is paid and the present average for all blind employees is just over \$1.85 per hour. A reflection of the growth of the shop programs is the inclusion of fringe benefits of vacation time, sick leave, and Social Security to shop employees — all from program income.

The evaluation and training program in the three Workshops served a total of 33 clients, with 22 completing the program. Of the remaining 11, six did not complete the program, four left for medical reasons and one was dismissed. Twenty-two of the 33, were given employment at the Contract Shop, the Home Industries sewing program, or were continued in other training programs.

Planning and Grants

The Commission's planning specialist works closely with the Federal government, the State Rehabilitation Commission, and local agencies, on problems of State-wide planning for facilities and on programs designed to meet the needs of the Vocational Rehabilitation Unit. As an official agent, the Commission must approve and supervise Federal grant requests to other rehabilitation facilities in the State that will work with blind people. During the year, \$110,000 was authorized to other agencies and \$433,094 to special programs operated by the Commission for a total of \$543,094. All of these grants are matched by the Federal government on an 80-20 or 90-10 basis.

These included:

- 1. The first year of a Manpower Development Program to expand work opportunities for homebound individuals.**
- 2. The first year of an Expansion Grant to rehabilitate Public Assistance Vocational Rehabilitation clients.**
- 3. The third and final year of a grant to develop a Model Cities project using black and Spanish-speaking Aides as part of an outreach program to find people with vision problems in the Inner Cities.**
- 4. The second year of an expansion grant for providing rehabilitation services to Spanish-speaking clients at the Commission's Rehabilitation Center.**
- 5. The second year of a large training services grant to the Mount Carmel Guild for specific vocational training for less able blind people in locksmithing, building maintenance and certain clerical operations.**

Home Industries

In 1973, total sales through the Home Industries and craft program amounted to \$128,906 — a \$12,547 decrease over 1972, reflecting a drop-off in department store sales. About 243 consignors benefited from this program and received earnings of \$54,000. Income-wise, this represents an 8 percent over-all increase compared to 1972. Shrinking sales outlets and the increased cost of raw materials have been a considerable problem. The department's marketing program of selected articles to be sold through commercial sales outlets has been a difficult area to break into, and sales to chains decreased in 1973 to \$14,309. The attitudes of uninformed

individuals concerning blindness are major factors to be overcome in the development of suitable sales outlets for the Business Enterprise program. A goal of \$160,000 in sales for 1974 has been set. One of the greatest needs in this program is expansion of the therapeutic program for elderly blind citizens which will also serve to supplement their income. The program is under current study for developing additional handcraft items; additional sales outlets; as well as ways of processing items to and from individuals in isolated areas of the State.

Supervisor of Volunteers

The Supervisor of Volunteers' principal role is to coordinate the activities of volunteers associated with the agency; arrange for recruitment, training, evaluation, and awards programs. Guidelines were set for the selection of volunteers for awards in various categories of volunteer service — braille and taping, transportation, group service for screening programs, service to individuals and one-to-one volunteers. The first State-wide awards day and luncheon was held to give recognition to volunteers for their many hours of service to the Commission in its various programs and also to serve as an educational and informational program; 79 individual volunteers and volunteer organizations received recognition for outstanding service. A post card system was formulated which provides informational statistics on the activities of volunteers. Volunteers were utilized in all of the service programs of the agency at eye screenings, mobile craft bus sales, direct personal services to clients; i.e., friendly visits, transportation, etc. In addition, training sessions were held in braille, tape transcribing and direct personal services.

The effectiveness of the Commission's program is clearly due to the dedication and competency of a highly-motivated staff and Board who committed themselves without stint to the task of serving blind and visually-handicapped people.

WORK EXPERIENCE AND TRAINING UNIT

The purpose of the Work Incentive Program is to provide an opportunity for certain members of ADC families, age 16 and over, to be placed in jobs if they are job-ready or to secure the necessary manpower and social services to prepare them to obtain and remain in jobs in order to attain the goal of self-support. By providing the opportunity toward reaching this goal, the immediate effects are reflected in decreased public assistance costs while the long term effects would help alleviate the chain of dependency and enable persons to enter the mainstream of society.

In October, 1972, with the cooperation of the Department of Labor and with the Governor's approval, the WIN Program was expanded by 500 additional training or work opportunities which raised the program level from 3000 to 3500 participants at any one time. In addition, plans were completed during the last quarter of FY 73 to implement the WIN Program in an additional three counties, effective July 1, 1973, which would raise the program level to 4000 participants at any one time and would encompass a total of 12 counties which contain 92 percent of the total ADC population in New Jersey.

Through the continued effort on expansion of the "Married team" concept (representatives from participating agencies co-located together) now in over half of the current local WIN Projects, and the arrangement/provision of specialized training applicable to WIN Registration

activities by Income Maintenance staff and to social supportive services to WIN participants by the staff of County Welfare Board WIN Separate Administrative Units, there has been a further improvement in the availability of those services (manpower and social supportive) available to more individuals in their endeavors towards self-support as shown in the following statistical highlights.

Statistical Highlights for FY '73

- a) Job placements have **increased** by 49 percent.
- b) Those participants **completing** the three-month job entry period following placement on a job have increased to over 53 percent as compared to 32 percent last year.
- c) Those participants dropping out of the program for refusing to participate now total five percent, as compared to 14 percent last year.
- d) 1093 cases have had reduced assistance payments because of employment obtained through the WIN II Program at an average reduction of \$128 per month per case.
- e) Case reviews to determine registration status totaled 105,000 for the period. Of that total 41,000 persons were registered (28,500 were mandatory registrants and the balance were voluntary registrants).
- f) At present, 29 percent of the mandatory registrants have been certified. (This exceeds the minimum of 15 percent certifications required.)

**PUBLIC WELFARE SERVICES TO LOW INCOME FAMILIES
AND INDIVIDUALS IN A SUBURBAN AREA
(FEDERALLY FUNDED PROJECT)**

Fiscal year 1973 represented the third and final year of this wholly Federally-funded demonstration project designed to demonstrate that social services delivery, unencumbered by responsibility for income maintenance, can effect an improvement in family and individual functioning and a reduction in social and economic dependency. To achieve these goals it was determined that a community based center offered the best possibility for success.

Accordingly, the (CSSC) Community Social Services Center was located in an easily accessible shopping center within the geographical area of Hamilton Township, Mercer County. Agencies offering needs-identified services were invited to participate on an in-house basis; viable relationships with voluntary, public and private agencies were established and new and/or reconstituted social work concepts of case control, group services, time-limited services and innovative staffing patterns, which created new roles for paraprofessionals and professionals, were built into the system.

In-house agency representation included income maintenance personnel from the Mercer County Welfare Board, a unit from the Bureau of Children's Services, and representatives from the New Jersey Rehabilitation Commission and Mercer County Probation Office. A full service family planning clinic with a patient load of 200 per month and sponsored jointly by the Center,

Planned Parenthood Association of Mercer County, and the Hamilton Township Health Department occupied the premises. In addition the CSSC-Pearson Methodist Church sponsored Day Care Center opened in July 1972 providing sorely needs-identified child care services. Funds for the Day Care Center were initially provided (six months) by CSSC with sustaining local funding becoming available in January 1973.

The center, through outreach volunteers and excellent services, became identified as a community resource attracting non-public assistance (30 percent), as well as recipient families. The center provided services or made arrangements for services, for an average caseload which did not exceed 250 families and/or individuals at any one given point in time from January 1, 1971, through March, 1973. On April 1, 1973, the Center's role as an operating agency was gradually reduced to complete closure on May 1, 1973. This was done to permit staff to become heavily involved in providing technical assistance upon request to County Welfare Boards. The process was begun with a 21 County assessment of separation which has now been completed.

To measure the effectiveness and viability of the demonstration, the firm of Booz-Allen Administration Services of Washington, D.C., was hired. Their interim findings derived from clients, CSSC staff, participating agencies, and the case management information system reveal that CSSC services have had a substantial positive impact upon consumers with 38 percent of the clients rated as "able to function independently and will probably not need the resources of CSSC in the future."

Two other pieces of evaluative research seem appropriate to this report. The first is the simple statistical fact that the Mercer County Welfare Board recipient family caseload increased from 4,775 on January 1, 1971 to 5,881 on December 1, 1972 (23 percent), while the CSSC receiving family caseload increased from 426 to 432 (one percent) during the same time frame. And, in fact, the AFDC and AFWP caseloads in Hamilton Township have shown a net decline from September 1972 through November 1972.

The second research project involving a random ten percent sampling of approximately 2000 terminated family cases revealed that CSSC intervention positively resulted in the achievement of self support for six percent of the families with an additional five percent probably achieving self-support or near self-support because of CSSC intervention. These findings are 2½ times better than the recent federal General Accounting Office survey.

On March 19, 1973, the CSSC was transferred into the Division of Youth and Family Services charged with the responsibility to utilize the expertise developed in the project by promoting the transfer of concepts proven to have a positive impact on service delivery into welfare board service operations.

PUBLIC SERVICE CAREERS PROGRAM (FEDERALLY FUNDED PROJECT)

This fiscal year marked the termination of the Public Service Careers Program which started on June 30, 1970, the major purpose of which was to offer employment, train and upgrade disadvantaged community people in the public services.

As indicated in the following chart, a total of 474 entry enrollees and 238 upgrade enrollees, for a total of 712 persons, were enrolled in the project. Five hundred of these enrollees were trained by project staff in the three area offices. Three Hundred and Eighty-One (381) of these

enrollees attended either two-year or four-year colleges under Public Service Careers Program sponsorship. A breakdown of two-year colleges and four-year colleges shows that enrollees attended 18 two-year colleges and 24, four-year colleges, with the exception of four colleges which were located outside of New Jersey. All of the other two-year and four-year colleges were within the State of New Jersey.

The enrollees, who received training from project staff and who received educational upgrading, came from the Bureau of Children's Services (mostly from the Day Care Centers of the Work Incentive Program counties) the Bureau of Local Operations (most of these enrollees were Welfare Aides working in the Quality Control Section) and from all but one of the County Welfare Boards. There were also a considerable number of enrollees from the Community Social Service Center in Hamilton Township, as well as Bureau of Children's Service Jersey City Model City Day Care Centers.

In addition to enrollees attending two-year colleges and four-year colleges, a dozen aides obtained their GED (General Education Department) from seven different GED skill centers.

The following table shows the final totals of para-professionals enrolled in the project as to their characteristics:

**Characteristics of County and State
Personnel Enrolled in Project**

RACE	ENTRY LEVEL	UPGRADE LEVEL	TOTAL
Black	169	99	268
White	278	120	398
Other	27	19	46
AGE			
Under 21	56	6	62
21 to 30	291	91	382
31 to 44	88	79	167
45 and Older	39	61	100
Unknown	---	1	1
FAMILY INCOME			
Under \$3,000	153	2	155
\$3,000 to \$3,999	63	1	64
\$4,000 to \$5,999	150	62	212
\$6,000 to \$7,999	57	20	77
\$8,000 to \$9,840	50	4	54
Over \$9,840	---	149	149
Recipient of Public Assistance	68	23	91
EDUCATION			
College Graduates	89	17	106
Over 60 College Credits	149	68	217
Under 60 College Credits	91	72	163
High School Graduates	87	73	160
Non-High School Graduates	58	8	66
SEX			
Males	51	49	200
Females	323	189	512
	<u>474</u>	<u>238</u>	<u>712</u>

In order to accomplish the objectives of the project, it also became involved in the following:

Through the combined efforts of the Personnel Section of the Division and the New Jersey Department of Civil Service, a Career Ladder for professional and para-professional personnel employed by the County Welfare Boards was developed. This has been accepted and adopted by the New Jersey Department of Civil Service under the heading of "**Standardized Classification and Specifications for County Welfare Boards.**"

The Supervisory Training Model was developed by the project and the Extension Center in Social Welfare, a cooperative activity of the Graduate School of Social Work and the University Extension Division Rutgers — The State University of New Jersey. The implementation of segments of this model led to the training of key executive and other supervisory staff within all components of the Division and the County Welfare Boards.

Admittedly, the project was unable to reach all of the disadvantaged population it had hoped to. It did, however, reach many of the disadvantaged.

PURCHASE OF SERVICE TASK FORCE

The Purchase of Service Task Force, utilizing funds available within the Division, was established in January 1973 by the Commissioner of the Department of Institutions and Agencies and reported directly to his office.

It was charged with the tasks of: 1) developing a system for the purchase of social services pursuant to Titles I (Old Age Assistance), IV-A (Aid to Families with Dependent Children), X (Aid to the Blind), and XIV (Aid to the Permanently and Totally Disabled); and 2) drafting a plan for the utilization of social service funds available to New Jersey.

In order to accomplish these goals within the time frame of one calendar year, Satellite Teams were formed in various state agencies providing social services to serve in advisory and information - providing capacities to the Task Force. By June, first drafts of the model contracts and the contracting procedure had been prepared, distributed to these teams for review, analyzed and revised by the Task Force. In addition, the Satellite Teams had begun the preparation of an assessment of the social service needs for their particular agencies. These assessments were to include both programmatic and fiscal components.

In drafting a plan for the utilization of social service funds available to New Jersey, the Task Force sought to broaden its base of input relevant to the assessment of social service needs. The following agencies and organizations were requested to provide an analysis of service needs per their counties:

- 1) County government via county Freeholders
- 2) Health and Welfare Organizations
- 3) Community Action Programs
- 4) Family Service Agencies
- 5) Welfare Rights Organizations.

Responses thus received were compiled by service and compared with data received from state agencies through the satellite teams. Information received to date points only to felt needs, as hard data were, in many cases, not comparable, or lacking altogether; however, within that context, some statewide ranking of service needs does appear which can serve as a useful tool for comparison with state agencies' social service priorities.

It is anticipated that in September, 1973, the Task Force will present the first draft of its complete report and recommendations to the Commissioner for review and discussion.

To summarize progress toward our objectives, during the first six months of operation the Task Force completed in draft form the following:

- 1) An analysis of relevant State and Federal statutory and regulatory provisions related to the purchase of service.
- 2) An analysis of social service funds currently being expended in New Jersey, with particular emphasis on purchased service expenditures.
- 3) An analysis of Departmental procedures relating to the purchase of services.
- 4) The development of procedures and tools relevant to the contracting process.

In addition, the Task Force reviewed five proposals for social service funds, three of which had previously been submitted to the Division of Public Welfare, and began providing technical assistance in the revision and development of those proposals.

Those activities currently in process are the revisions of 1) through 4) above, the processing of those proposals mentioned above, and the assessment of social service needs. What remains, other than finalizing the above activities, is the development of recommendations regarding social service priorities and expenditures.

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

**COMPARISON OF SELECTED STATISTICS, PUBLIC ASSISTANCE PROGRAMS,
FISCAL YEARS 1971, 1972 and 1973**

	FISCAL YEAR 1973	FISCAL YEAR 1972	FISCAL YEAR 1971	% CHANGE 1973 to 1972	% CHANGE 1972 to 1971
OAA PROGRAM					
Gross Expenditures	\$19,203,406	\$19,209,174	\$17,110,244	- 0.03%	+12.27%
Average Monthly Cases	19,784	19,412	18,319	+ 1.92%	+ 5.97%
Average Monthly Grant Per Case	\$80.89	\$82.46	\$77.83	- 1.90%	+ 5.95%
DA PROGRAM					
Gross Expenditures	\$26,560,904	\$22,055,782	\$18,106,813	+20.43%	+21.81%
Average Monthly Cases	19,787	16,802	14,178	+17.77%	+18.51%
Average Monthly Grant Per Case	\$111.86	\$109.39	\$106.43	+ 2.26%	+ 2.78%
AB PROGRAM					
Gross Expenditures	\$1,153,870	\$1,169,020	\$1,186,240	- 1.30%	- 1.45%
Average Monthly Cases	973	998	984	- 2.51%	+ 1.42%
Average Monthly Grant Per Case	\$98.82	\$97.61	\$100.46	+ 1.24%	- 2.84%
ADC PROGRAM — REGULAR					
Gross Expenditures	\$348,795,499	\$315,264,839	\$265,097,557	+10.64%	+18.92%
Average Monthly Cases	113,887	101,959	87,505	+11.70%	+16.52%
Average Monthly Grant Per Case	\$255.22	\$257.67	\$252.46	- 0.95%	+ 2.06%
Average Monthly Recipients	408,554	372,603	325,431	+ 9.65%	+14.50%
Average Monthly Grant Per Recipient	\$71.14	\$70.51	\$67.88	+ 0.89%	+ 3.87%
AFWP PROGRAM					
Gross Expenditures	\$15,925,454	\$20,105,874		- 20.79%	
Average Monthly Cases	7,120	8,805		- 19.14%	
Average Monthly Grant Per Case	\$186.39	\$190.29		- 2.05%	
Average Monthly Recipients	35,687	44,608		- 20.00%	
Average Monthly Grant Per Recipient	\$37.19	\$37.56		- 0.99%	
ADC PROGRAM-UNEMPLOYMENT OF FATHER AND INSUFFICIENT EMPLOYMENT OF PARENTS SEGMENTS					
Gross Expenditures			\$47,277,664		
Average Monthly Cases			15,022		
Average Monthly Grant Per Case			\$262.27		
Average Monthly Recipients			93,956		
Average Monthly Grant Per Recipient			\$41.93		
GA PROGRAM					
Gross Expenditures	\$22,396,243	\$22,050,591	\$18,357,734	+ 1.57%	+20.12%
Average Monthly Cases	12,111	11,860	10,744	+ 2.12%	+10.39%
Average Monthly Grant Per Case	\$154.10	\$154.94	\$142.39	- 0.54%	+ 8.81%
Average Monthly Recipients	13,525	13,611	12,393	- 0.63%	+ 9.83%
Average Monthly Grant Per Recipient	\$137.99	\$135.00	\$123.44	+ 2.21%	+ 9.36%
TOTAL ALL PROGRAMS					
Gross Expenditures	\$434,035,376	\$399,855,280	\$367,136,252	+ 8.55%	+ 8.91%
Average Monthly Cases	173,662	159,836	146,752	+ 8.65%	+ 8.92%
Average Monthly Grant Per Case	\$208.28	\$208.47	\$208.48	- 0.09%	0.00%
Average Monthly Recipients	498,310	468,034	465,261	+ 6.47%	+ 0.60%
Average Monthly Grant Per Recipient	\$72.58	\$71.19	\$65.76	+ 1.95%	+ 8.26%

PUBLIC WELFARE STATISTICS

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

County	OLD AGE ASSISTANCE			DISABILITY ASSISTANCE		ASSISTANCE FOR DEPENDENT CHILDREN		BLIND ASSISTANCE	
	Estimated Population July 1, 1972	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	181,940	\$1,134,042.	\$6.23	\$1,265,268.	\$6.95	\$15,070,987.	\$82.83	\$ 67,313.	\$0.37
BERGEN	911,405	968,890.	1.06	1,114,990.	1.22	8,850,860.	9.71	45,104.	0.05
BURLINGTON	335,190	490,214.	1.46	757,247.	2.26	6,735,754.	20.10	26,625.	0.08
CAMDEN	474,055	1,385,001.	2.92	1,919,812.	4.05	40,227,299.	84.86	61,645.	0.13
CAPE MAY	62,925	223,061.	3.54	195,047.	3.10	1,966,170.	31.25	20,141.	0.32
CUMBERLAND	128,445	419,270.	3.26	717,295.	5.58	7,242,242.	56.38	41,366.	0.32
ESSEX	940,410	4,446,104.	4.73	6,377,833.	6.78	92,580,254.	98.45	322,867.	0.34
GLOUCESTER	180,460	343,692.	1.90	456,331.	2.53	4,490,361.	24.88	22,651.	0.13
HUDSON	613,250	2,429,096.	3.96	2,361,701.	3.85	37,591,148.	61.30	130,477.	0.21
HUNTERDON	73,100	128,019.	1.75	143,559.	1.96	850,816.	11.64	4,926.	0.07
MERCER	314,985	838,034.	2.66	1,519,590.	4.82	15,589,116.	49.49	67,639.	0.21
MIDDLESEX	601,225	771,104.	1.28	1,369,151.	2.28	16,968,968.	28.22	50,217.	0.08
MONMOUTH	478,260	1,577,758.	3.30	2,682,204.	5.61	20,005,766.	41.83	66,071.	0.14
MORRIS	404,550	289,694.	0.72	411,158.	1.02	3,388,228.	8.38	12,112.	0.03
OCEAN	236,555	468,706.	1.98	572,034.	2.42	7,710,201.	32.59	16,072.	0.07
PASSAIC	469,360	1,124,927.	2.40	1,649,865.	3.52	27,268,576.	58.10	81,835.	0.17
SALEM	63,105	248,795.	3.94	318,432.	5.05	2,383,419.	37.77	11,657.	0.18
SOMERSET	204,225	239,552.	1.17	457,862.	2.24	2,850,263.	13.96	7,626.	0.04
SUSSEX	82,325	240,478.	2.92	262,716.	3.19	1,471,703.	17.88	10,933.	0.13
UNION	551,285	888,985.	1.61	1,145,630.	2.08	12,271,805.	22.26	53,577.	0.10
WARREN	75,930	206,145.	2.71	153,924.	2.03	1,076,026.	14.17	10,556.	0.14
TOTAL	7,382,985	\$18,861,567.	\$2.56	\$25,851,649.	\$3.50	\$326,589,962.	\$44.24	\$1,131,410.	\$0.15
FEDERAL		\$ 9,270,354.	49.15%	\$12,806,832.	49.54%	\$162,239,035.	49.68%	\$ 560,207.	49.51%
STATE		7,191,980.	38.13%	9,781,739.	37.84%	123,268,406.	37.74%	428,403.	37.87%
COUNTY		2,399,233.	12.72%	3,263,078	12.62%	41,082,521.	12.58%	142,800.	12.62%
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.

FOR THE MONTH OF JUNE, 1973

PER INHABITANT BY COUNTIES FOR THE FISCAL YEAR ENDING JUNE 30, 1973

	ASSISTANCE TO THE FAMILIES THE WORKING POOR		SUB/TOTAL COUNTY WELFARE BOARD ASSISTANCE PROGRAMS		GENERAL ASSISTANCE		TOTAL ALL PROGRAMS	
	1/ Amount Expended	Exp. Per Inhab.	1/ Amount Expended	Exp. Per Inhab.	2/ Amount Expended	Exp. Per Inhab.	Amount Expended	Exp. Per Inhab.
\$ 765,852.	\$4.21	\$ 18,303,462.	\$100.59	\$ 506,525	\$2.78	\$ 18,809,987.	\$103.37	
591,800.	0.65	11,571,644.	12.69	339,748.	0.37	11,911,392.	13.06	
729,738.	2.18	8,739,578.	26.08	154,763.	0.46	8,894,341.	26.54	
3,159,229.	6.66	46,752,986.	98.62	858,114.	1.81	47,611,100.	100.43	
237,621.	3.78	2,642,040.	41.99	25,195.	0.40	2,667,235.	42.39	
619,199.	4.82	9,039,372.	70.36	65,639.	0.51	9,105,011.	70.87	
5,202,440.	5.53	108,929,498.	115.83	13,804,853.	14.68	122,734,351.	130.51	
547,947.	3.04	5,860,982.	32.48	92,848.	0.51	5,953,830.	32.99	
967,736.	1.58	43,480,158.	70.90	3,354,270.	5.47	46,834,428.	76.37	
53,731.	0.74	1,181,051.	16.16	1,004.	0.01	1,182,055.	16.17	
862,953.	2.74	18,877,332.	59.92	676,028.	2.15	19,553,360.	62.07	
1,398,776.	2.33	20,558,216.	34.19	515,139.	0.86	21,073,355.	35.05	
1,294,772.	2.71	25,626,571.	53.59	257,274.	0.54	25,883,845.	54.13	
168,508.	0.42	4,269,700.	10.57	163,318.	0.40	4,433,018.	10.97	
800,394.	3.38	9,567,407.	40.44	140,937.	0.60	9,708,344.	41.04	
1,086,934.	2.32	31,212,137.	66.51	617,046.	1.31	31,829,183.	67.82	
213,704.	3.39	3,176,007.	50.33	15,665.	0.25	3,191,672.	50.58	
279,196.	1.37	3,834,489.	18.78	45,652.	0.22	3,880,141.	19.00	
205,121.	2.49	2,190,951.	26.61	8,716.	0.11	2,199,667.	26.72	
542,401.	0.98	14,902,398.	27.03	727,169.	1.32	15,629,567.	28.35	
147,957.	1.95	1,594,608.	21.00	26,340.	0.35	1,620,948.	21.35	
\$19,875,999.	\$2.69	\$392,310,587.	\$53.14	\$22,396,243.	\$3.03	\$414,706,830.	\$56.17	
\$ —	—	\$184,876,428.	47.13%	—	—	\$184,876,428.	44.58%	
14,906,999.	75.00%	155,577,527.	39.65%	16,280,249.	72.69%	171,857,776.	41.44%	
4,969,000.	25.00%	51,856,632.	13.22%	—	—	51,856,632.	12.51%	
—	—	—	—	6,115,994.	27.31%	6,115,994.	1.47%	

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*

INTRODUCTION

The Division of Youth and Family Services (DYFS) was created in May, 1972, to serve as the first comprehensive social service agency for children and families in New Jersey. It was established in response to a recommendation of Governor William T. Cahill in his 1972 Annual Message to the Legislature.

After an intensive eight-month planning phase, the Division began its major components with a responsibility for some 32,000 children under State supervision. Its areas of responsibility include adoption and foster care placement; protective services for abused, abandoned and neglected children; casework, counseling and tangible services to families in the home; day care services; residential and institutional care; and parole supervision for certain juveniles. The Division's primary goal is to preserve and strengthen the basic family unit by providing a wide range of supportive and reinforcing services designed to encourage and maintain family stability and self-sufficiency.

In keeping with its mandate to create and develop a unified, integrated social services program, the Division adopted an organizational structure that incorporated those agencies or functions of such agencies previously responsible for the provision and delivery of child care services. These include the staffs, powers and responsibilities of the former Bureau of Children's Services (BCS), Bureau of Social Services and the Work Incentive Unit (WIN), all of which were reassigned from the Division of Public Welfare; the Office of Juvenile Justice, the Community Coordinated Child Care (4-C) Committee and the Day Care 100 Program, all formerly in the Department of Community Affairs; and the day care licensing powers and early childhood demonstration programs previously in the Department of Education. By concentrating authority and responsibility for these agencies under a single administrative unit, the Division is able to effect sound, cohesive administrative and fiscal management concepts and approaches at all levels of operation, thus generating a more effective and systematic delivery of social services to clients.

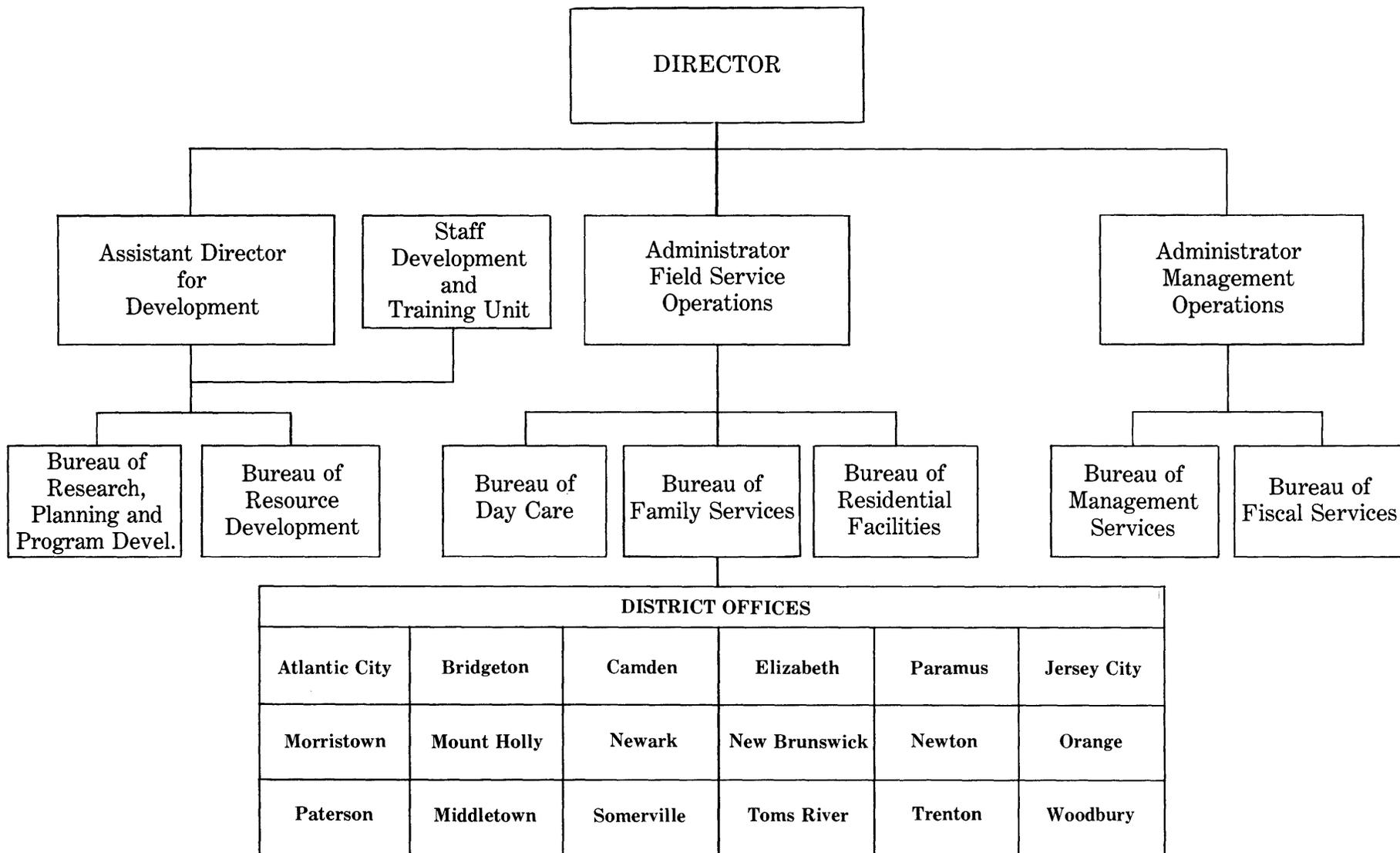
The Division organization is based on a functional arrangement of responsibility, consisting of three major spheres of operation — development, field services and management — each under the supervision of an assistant director. Within these three areas, there are a total of seven bureaus, designed to provide intensive support to the service delivery wing of the Division and strengthen its capacity for solving the problems and meeting the needs of its clients in the most humane, efficient and economical way. A copy of the organizational chart is attached.

Development Operations

The Development Operations area 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 Standards and Procedures Unit, a Staff Development and Training Unit and the Child Care Licensing Unit. The Development Operations Office is also responsible for agency communications and information efforts to both Division staff and the public.

**STATE OF NEW JERSEY
DEPARTMENT OF INSTITUTIONS AND AGENCIES
DIVISION OF YOUTH AND FAMILY SERVICES
CHART OF ORGANIZATION**

CHART OF ORGANIZATION



BUREAU OF RESEARCH, PLANNING AND PROGRAM DEVELOPMENT

The Bureau of Research, Planning and Program Development is responsible for the study, evaluation and development of programs to broaden and improve the delivery of social services. Its role includes the continual analysis of agency and client needs, the study of relevant social service concepts, theories or issues and the completion of research projects by bureau staff or appropriate outside agencies, including schools and universities, to assist the Division in meeting its varied information and program needs.

The Bureau has conducted extensive research into programs and policies developed by other states, and by federal agencies as well. Combined with information gathered from Division staff and professionals from varied social service disciplines outside the agency, the Bureau has developed an informed perspective on the many possibilities for experimentation and program innovation to enhance the scope and quality of services to the client. The result has been a variety of reports and program suggestions, a number of which are presently being implemented. The research includes:

- A survey of the State's protective service system for abused and neglected children which resulted in the identification of numerous deficiencies in carrying out an effective program. As a result, several task forces were created to devise and implement alternative methods and programs to improve the system, including more thorough and effective case identification, evaluation, and planning, a review and analysis of various crisis intervention strategies and the development of a number of new or improved treatment methods. These include family life education, professional therapy, paraprofessional support, homemaker assistance, mother anonymous, and placement resources — all designed to provide the kind of intensive services necessary to resolve child abuse and neglect problem. Included in the planning is the restructuring of the child abuse central registry to provide more concrete, systematized data on the number and characteristics of abusive families, which will result in further modifications in planning and improvements in the delivery of services.

- A survey of the Division's delinquency prevention and control efforts for the purpose of planning and effecting adequate preventin programs, improvements in the parole supervision program, and the review of institutional placements as a means of delinquency rehabilitation. The survey has focused on a needs and resources analysis to determine what types of children require placement and what kinds of facilities are available to them. In carefully reviewing and evaluating placement criteria, plans are developing to improve the quality and services of such institutions, where appropriate, as well as the development of intensive community-based services to maintain delinquent-prone youths in the community when possible, and offer them a range of activities and opportunities to effect their adjustment and rehabilitation without removal from their social environment.

- A survey of Division practices in family planning referrals to determine case worker knowledge of policy practices and resources, and to implement a program to expand the scope of agency involvement.

- A survey of the Division's services to the handicapped (retarded, disturbed, physically handicapped) and its relationship with those agencies charged with these areas of responsibility.

- A survey of children in foster placement, focusing on issues such as age at time of placement, family problem, length of stay, and number of placements, for the purpose of establishing more uniform and equitable guidelines for insuring the long-term stability of children placed.

- A study of the caseworker role in health and medical referrals to aid the Division in assisting clients to obtain better health care. The survey focuses on medical needs and resources in different areas, the development of guidelines for counseling clients in health related functions, and the provision of information to medical authorities about client circumstances that might impair treatment or recovery.

To further aid the field offices staffs in delivering services, a number of internal administrative projects are also being developed by the Bureau. They include:

- A Management Information System (MIS) as a means of gathering, storing and retrieving information regarding clients, their needs, and the means developed by the Division to meet those needs. The system incorporates a case control and child tracking system to facilitate the development and implementation of social service goals.

- A revised Financial Information System to streamline fiscal procedures by converting the manual into an automated system, which should expedite payments to foster parents and other recipients.

- A Medical Information System to provide readily available medical histories on children under supervision to determine their medical needs and whether those needs are appropriately being met.

- An Institute of Human Service Research and Training to identify the training needs of professionals in all social service disciplines and to develop specific, relevant programs to meet those needs.

The Bureau was also instrumental in amending the "Age of Majority" law to permit the Division to continue providing services to persons between the ages of 18 and 21 in certain circumstances, particularly those children remaining in school or in foster homes who otherwise would have been denied continued necessary support and assistance.

The Bureau is also engaged in an extensive project designed to determine the rationale for the location of the Division's 18 District Offices, with a view towards reapportioning the agency's districts so that they are: (1) equal, as nearly as possible, in number of clients under supervision and in number of assigned staff; and (2) located in facilities close to the geographic center of agency clients and employees and accessible transportation modes.

The Bureau's area of responsibility also includes the development of funding sources, both government and private, to enhance the Division's capability to conduct extensive social service research and planning. Through the application of such funding, the Division is able to launch thorough, long-range planning studies and demonstration projects to better insure the feasibility and effectiveness of programs undertaken. Special grants and funds thus far sought or received include:

- A \$440,000 three-year grant from the U.S. Department of Health, Education and Welfare (HEW) for the development of the computerized Management Information System (MIS). The system would seek to improve case management procedures and establish a child tracking system to provide more precise and

accessible information on children under supervision, so that more realistic case goals can be set and accomplished. New Jersey is only the third state in the nation to receive such a grant and the only urbanized and densely populated state to be so chosen; the other two states are Maine and Oklahoma.

- A \$21,000 grant from the State Law Enforcement Planning Agency (SLEPA) to develop minimum statewide guidelines, which since have been drafted, for opening and operating a network of group care homes throughout the State. The homes, to be community-based and sponsored by local governments or non-profit, private groups, would serve from 8 to 12 children who need more than a foster family can offer, but less than the intensive treatment available in a residential facility. SLEPA, with Division approval, has already made several grants of up to \$20,000 each to operate such homes under the guidelines. (Complete details on the results of this effort appear under the Bureau of Residential Facilities.)

- A \$348,000 grant under Title III of the Adult Education Act to a consortium of public and private agencies in the City of Newark, of which the Division is a member. The grant is being used by the consortium to identify, train and hire non-professionals drawn from the Greater Newark community for meaningful paraprofessional jobs with social service and child welfare agencies, including the Division. The program is believed to be the first of its kind in the nation. Other consortium members include the City of Newark, Total Employment and Manpower Program (TEAM), the Leaguers (black service agency), ASPIRA (Hispanic service group), Public Employment Program, the Port Authority of New York and New Jersey and all four institutions of higher learning in Newark.

- Submitted a proposal for a \$95,000 grant under Title III of the Adult Education Act to launch an experimental program in the Division's Gloucester County District Office designed to train foster parents, in cooperation with the local Foster Parent Association. The program seeks to prepare foster parents to meet the needs of the children placed in their care.

- A \$90,000 one-year SLEPA grant for a Residential Treatment Planning Project. The project entails the examination and evaluation of the State's existing residential treatment facilities for delinquent, troubled and disturbed children for the purpose of offering recommendations on improving the scope and quality of such institutions. The project's ultimate objective is to design a statewide Residential Placement System to respond quickly and effectively to the needs of these children. A significant by-product of the project will be a computerized Residential Placement Registry containing information that will facilitate the placement of children into treatment centers best geared to meet their individual needs.

- The extension of a \$468,000 grant from the Department of Health, Education and Welfare (HEW) for the operation of a Service Integration Planning Unit, which was transferred in March, 1973, from the Division of Public Welfare. It is responsible for the planning and development of models of social service delivery systems and to coordinate components of the Division's overall social services system previously managed by separate, uncoordinated agencies and functions. This unit previously developed and operated the Hamilton Township Community Social Services Center (CSSC), a goal-oriented multi-functional service center, and, among other projects, is presently coordinating plans for an

experimental cooperative Integrated Services Project between the Monmouth County Welfare Board and this Division's Monmouth County District Office.

- A proposal for a \$35,000 SLEPA grant for a Parole Demonstration Project in the Division's Hudson County District Office. The project is designed to improve services to children under the Division's parole supervision program by reducing caseload size and improving case management techniques. The approach also includes the innovative feature of initiating casework services upon the child's admission to the correctional institution rather than upon his release, as has traditionally been the procedure. This enables the worker to begin servicing the child and the family before his return to the community to better prepare them for the readjustment process.

- A proposal for a SLEPA grant for some \$100,000 has been prepared to establish a Youth Services Bureau Demonstration Project, which will test the effectiveness of a State agency overseeing a community-based program. The Bureau would serve as a satellite to the Division's local District Office and act as central coordinator of community services for pre-delinquent youths referred by the juvenile justice system and other community sources. The Bureau would be operated by trained professionals and paraprofessionals drawn from the community, and would consist of a community center offering recreational activities, counseling services, and referrals to other appropriate service agencies.

The Bureau of Research, Planning and Program Development also completed a review of several other funding sources for Division programs, including: Allied Services as a source of dollars for initiating a pilot project coordinating social service delivery programs throughout the State; AFDC assistance payments as a source of dollars for funding foster care subsistence costs for AFDC* children in foster placement; and National Institute of Mental Health and Johnson Foundation. Recommendations for their utilization are forthcoming.

Bureau of Resource Development

The Bureau of Resource Development, still in its formative stages, will assist the Division's service delivery staffs by identifying and developing a broad range of resources they can use to meet the needs of clients more efficiently and expeditiously. It will aim to provide a wide spectrum of resources, covering many areas of social service needs — adoptive, foster and emergency shelter homes; housing; employment, health and legal services; recreation and transportation resources; home management assistance; consumer education; family planning counseling; homemaker services; interpreters; and whatever other human, physical or material resources that are needed.

In keeping with this, the Bureau of Resource Development is preparing a comprehensive report on community resources in all communities serving the agency's 18 District Offices to assist caseworkers in tapping existing public and private resources, agencies and helping organizations to meet client and family needs. The result will be a series of "Community Resource Handbooks" that will be continuously updated and distributed to all service delivery (caseworker) staffs, freeing them from the time-consuming task of locating such resources individually.

* Assistance to Families with Dependent Children.

The Bureau also has initiated a detailed study of what other states have done in resource development. To date, information from a number of states has been received and is being evaluated.

By the end of the fiscal year, a number of resources had been developed by the Bureau. These include:

- A \$1,000 donation from Saks Fifth Avenue of Millburn to aid the Bureau in recruiting adoptive homes for "hard-to-place" children.
- A promise from the National Commission on Resources for Youth to offer free consultation on any volunteer project the Division wants to establish using teenagers, and free access to their files of more than 700 such projects underway across the country.
- Negotiations with Upjohn Homemakers, which is interested in supplying the Division with homemaker, housekeeper or health aide assistance. The concern is expanding its service areas and could provide psychological and psychiatric staff, group parents and other services.
- An agreement from the Director of the Office of Youth Services of Kodak for the company's participation in activities for children under our care. He has agreed to work with the Division on developing statewide recreation programs for the District Offices.
- A volunteer corp of interpreters willing to translate Division publications and materials into any language, particularly Spanish. These services will be available through a combination of community groups, including: (a) Squibb Industries, Inc.; (b) Rutgers Community Action; (c) Puerto Rican Congress; and (d) community colleges and universities.
- The free services of 13 professional photographers in the State to take publicity pictures of children available for adoption through the Division.
- The cooperation and assistance of the Department of Higher Education in helping 64 children under Division supervision apply for financial assistance to attend college.
- Agreement from the New Jersey Federation of Woman's Clubs to provide voluntary assistance to the Division in a number of its program areas.
- Agreement with public and private local television stations to utilize their services in developing and disseminating a media campaign for the recruitment of adoptive parents for hard-to-place children.

The Bureau of Resource Development also will be responsible for developing and carrying out the Division's adoption services program. By unifying under the Bureau of Resource Development adoption services which were previously split between that Bureau and the Bureau of Family Services, the Division expects to realize improvements in both the quantity and quality of adoption services.

During the 1972-73 fiscal year, the Bureau, through the efforts of its Adoption Services Center, placed 546 children — an eight percent increase over the the total placed during the previous year. The increase is particularly significant in light of the fact that most other states and agencies reported a downward trend during the same period. The large majority of these — approximately 60 percent — were children for whom placements are unusually difficult to find due to certain factors, such as the age and race of the child, physical or emotional handicapping conditions, unusual medical or therapy needs, or the fact that children are members of a sibling group who should be placed together. Also highly significant is the fact that some 41 percent of the 546 children placed for adoption through the Division's auspices were black; this percentage is well above the 15 percent national average for the placement of black children.

The adoption campaign was significantly augmented by the distribution of a more appealing and enlarged Adoption Resource Exchange (ARE) Bulletin that now features 5"x7" photographs of the children listed. The exchange is a nationwide clearinghouse that seeks to facilitate the adoption of "hard-to-place" children through the country by listing such children, with descriptive summaries, and recruiting families in all states. During the fiscal year, 53 children and 197 prospective adoptive families were registered with the Adoption Resource Exchange.

In addition to the 546 New Jersey children placed for adoption, the Bureau placed 47 children from other states with New Jersey families.

The Bureau was also instrumental in the passage of the Subsidized Adoption Law, which became effective in June. The law permits the Division to provide financial subsidies to certain persons willing to adopt hard-to-place children, but who are unable to do so because of financial limitations. The legislation represents a vital step in enabling the Division to place in the stability and security of permanent homes children who otherwise could have to remain in temporary situations because of their special needs or the financial limitations of interested adoptive parents.

The regulations governing the subsidized adoption program became effective July 20, 1973, following publication in the *New Jersey Register*. They provide definitions of hard-to-place children, eligibility requirements for adoptive parents, and other relevant details regarding operation of the program. The Bureau also prepared a public information program to generate interest in subsidized adoptions aimed at adoption caseworkers, the public, social service, foster parent and other interested public and private agencies. In addition, a training program for Division caseworkers and the Foster Parent Association chapters was conducted in July.

As authorized under State law, the Bureau certified 17 private New Jersey adoption agencies and 21 out-of-state agencies, permitting them to place children for adoption in New Jersey homes. To receive such certification, applicants must meet standards set down in State law and Division regulations designed to insure the quality of adoption placements. As part of this effort, the Bureau also initiated a new, more efficient and quicker method for certifying out-of-state adoption agencies, which eliminates most of the previous red tape. Under the new method, adoptive couples who received their adopted children in another state and who subsequently move to New Jersey may now complete the adoption process through New Jersey courts.

As required by State Law, the Bureau also completed 1,807 Adoption Complaint Investigations at the request of the courts during the fiscal year. Such investigations are made by agency adoption caseworkers whenever an individual resident of New Jersey petitions the court to adopt a child or children who were not placed through the auspices of one of the 39 approved adoption agencies — including the Division. In effect, 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.

Standards and Procedures Unit

The Standards and Procedures Unit, as its primary responsibility during the year, began to devise a new Divisional Manual of Procedures that will ultimately supersede the former Bureau of Children's Services' three-volume Manual. The unit prepared a plan to develop the revisions which permits participation of all levels of staff in the process. Drafts have been completed on the sections on health services, adoption services, foster care services, and grievance procedures. They are presently being reviewed and evaluated.

Staff Development and Training Unit

Efforts were initiated to broaden the staff development and training program of the Division to include:

- Tuition Reimbursement Program;
- Education Leave Programs leading to associate, baccalaureate and master's degrees in a variety of fields relating to social services and child welfare;
- Special Work-Study Programs;
- Special Extension Courses within agency premises in related fields;
- Use of modern technological equipment and approaches to improve in-service training;
- Special seminars and/or courses in specific fields given by experts brought into New Jersey for agency staff.

In keeping with the above, the Division developed a special Work-Study Program in cooperation with the Rutgers University Graduate School of Social Work, under which 30 agency employees will seek to earn an M.S.W. in administration over two years without ever having to leave the agency and without ever losing their regular salaries. Under the proposal, the students attend classes on a part-time basis on certain weekdays, and receive partial credits for field work in various assignments throughout the agency. The program began in September. It is financed through funds from the Department of Education and the U. S. Department of Health, Education and Welfare.

Child Care Licensing Section

A new Child Care Facility Licensing Section was established in July, 1972, following the transfer of statutory authority for licensing certain privately operated child care centers from the Department of Education to this Division. The transfer, brought about by an act of the Legislature, included some \$119,000 in State and Federal funds.

Under State law, the Division is responsible for issuing Certificates of Approval (licenses) to privately operated child care centers and day camps serving children between the ages of 2 and 5 and which charge tuition, board or some form of compensation. Exempted are centers operated by public agencies, aid societies and fraternal and church organizations serving their members only. The certificates are valid for three years from the date of issue.

During fiscal 1972-73, a total of 713 child care centers were operating in New Jersey with valid Certificates of Approval. Of these, 70 centers received their Certificates for the first time and 150 were issued renewals of Certificates that expired during the year. In addition, 23 previously licensed centers whose Certificates expired did not seek renewals and ceased to operate. In a new service, the Section reviewed and approved the plans of seven new centers, to be constructed in the future.

During the year, the Section was totally reorganized and expanded by the formation of a physical inspection staff and an early childhood development staff to perform separate functions under the law. Through the Commissioner of Education and member of his staff, the Director reached programmatic and financial agreements which delineate areas of responsibilities in early childhood programs. The DYFS will provide financial assistance and rely on the staff capabilities in the Department of Education for the development of early childhood education programs. Once programs are developed and found acceptable by both agencies, the DYFS Early Childhood Development staff of the Bureau of Day Care Services will center their services to nursery schools and day care centers around these programs.

The Section also developed an effective evaluation and enforcement system designed to insure that new or existing centers meet provisions of the law, including a new procedure for locating and prosecuting violators. Under the new system, the Division will be able to identify non-complying centers and take steps to prevent them from continuing to operate with violations, and/or without valid certificates of approval. It began to implement this method to decrease an enormous backlog of non-complying centers — a backlog built up when the function rested with the Department of Education.

A special Task Force on Revising State Child Care Center Licensing Standards has been established under the supervision of Dr. Charles R. Kelley of Fairleigh Dickinson University, and is responsible for recommending more comprehensive, stronger and more enforceable regulations governing the licensing of child care centers in New Jersey. It consists of some 30 representatives of public and private agencies involved in various facets of early childhood development, day care, transportation and child care and expects to submit its recommendations by January 1, 1974.

FIELD SERVICES OPERATIONS

This Unit is responsible for the direct provision of social services to agency clients, and monitors the activities of all 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 Facilities.

The unit has identified as its most critical priority the area of child protective services, and working in conjunction with the Bureau of Research, Planning and Program Development, has taken definitive steps towards developing viable programs and mechanisms to deal with the increasingly serious social problem of child abuse, abandonment, and neglect. The developments include:

- A special *Ad Hoc* Law Revision Committee, formed with the approval and assistance of the Commissioner, to review the several laws dealing with child protection and family services and to recommend a single, codified and hopefully, shorter statute within which the new Division would function. The Committee, constituted in September, 1972, was formed when it became evident that the various laws in this area were overlapping, duplicative and even contradictory and vague, making effective enforcement virtually impossible. It consists of some 30 persons, representing a wide range of legal, social work and child welfare professions and disciplines, including members of the New Jersey Bar Association, the Attorney General's Office, Division social work supervisors and

caseworkers and child welfare specialists. The committee's findings and recommendations are presently being collated and are expected to be submitted by the end of the calendar year for review and approval.

- In conjunction with the New Jersey State Police Commission, the Bureau began efforts to develop a comprehensive protective services training program for police throughout the State. The aim is to provide intensive training in identifying and in dealing effectively with the incidences of suspected or real child abuse. The training would be conducted jointly by the Division in cooperation with the training staffs of the Division of State Police and the 14 existing police training academies.
- A comprehensive information packet for all Division supervisors and caseworkers on the provisions of a newly enacted protective custody law which became effective in late May, 1973. The packet provides information on the text of the law, procedures for enforcing it, sample letters in English and Spanish to notify parents of a custody action and other necessary materials. In general, the law authorizes physicians and hospital directors (or their designates) to take into protective custody for a maximum of three court days any child whom they suspect is a victim of abuse. The Division strongly supported the legislation. Similar packets have been distributed to 12,000 doctors, 300 hospitals and other public and private social service, health and medical organizations, as well as law enforcement agencies and all juvenile judges throughout the State. The Division plans to utilize this format as a model for developing guidelines to administer all existing child abuse statutes.
- Developed plans for establishing an Office of Child Abuse Control which began operations in September. This office, located in Ewing Township (Mercer County), provides an emergency child abuse hotline to function on a 24-hour basis and replaced the former telephone answering service. The office is staffed by professional social workers who, in addition to screening emergency referrals, are responsible for revising and managing the Central Child Abuse Registry to make it an effective information and enforcement system, and for developing programs to insure community awareness and cooperation with the program.

BUREAU OF FAMILY SERVICES

The Bureau of Family Services is responsible for the delivery of 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).

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. A survey completed by

district office staff shows a continuing increase in foster parent activity with some 550 foster parents belonging to organizations. The survey also shows that almost all districts have foster parent organizations. Additionally, the Staff Development and Training Unit is evaluating an Education and Training kit assembled by the Foster Parent Coordinating Committee in an effort to develop a divisional plan for education and training of foster parents.

In fiscal 1973, the Bureau of Family Services provided supervisory services to a total of 46,461 children throughout the State. A total of 30,386 were under supervision at the beginning of the year, 16,075 were added to supervision during the year, while 13,385 ceased receiving services. The result was a total of 32,626 children under supervision at the end of the year, representing an increase of 2,240 over last year. Of these, 9,286 are in foster or group care placements, and 2,438 in institutional or residential placement facilities, representing a total of 36 percent of all children under Division supervision in substitute placements of some kind. The remaining children are in their natural homes or the homes of relatives. Of the total number of children under supervision, 3,375 are receiving services under the Division's Protective Services Program.

The Bureau of Family Services received 2,573 foster home applications, 1,071 of which were accepted for use as placement resources. A total of 9,409 foster homes were utilized by the Division this year. At the start of the fiscal year, 7,001 were in use, with 2,408 added to supervision during the year. Some 2,592 were subtracted from supervision, leaving a total of 6,817 foster homes in use by the end of the fiscal year.

The Child Abuse Central Registry received a total of 4,330 suspected child abuse complaints in fiscal 1973, a 32 percent increase over the 3,280 complaints received in fiscal 1972. The Registry was established as a function of the 1971 Child Abuse Reporting Law to provide a means of gathering and storing statistical data on the incidence of child abuse in New Jersey.

The WIN program received 7,722 applications for services this year, of which 4,898 were accepted. A total of 12,281 children came under WIN supervision this year; 7,320 were under supervision at the beginning of the year, with 4,961 added during the year. A total of 4,846 were subtracted, leaving a year-end total of 7,435. Significantly, the WIN program located day care services for 9,028 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.

BUREAU OF DAY CARE SERVICES

The Bureau of Day Care Services is responsible for coordinating the development and expansion of quality day care in the State. To meet more effectively this objective, all functions relating to day care services, most of which were previously fragmented among various Departments in the State, have been consolidated under the single authority of this Division.

By the end of the fiscal year, the Bureau had a total of 13 day care centers under the direct operation of the Division, serving 810 children in 11 cities across the State. In addition, there were 10 Work Incentive Program (WIN) Centers in operation, serving some 515 children. Also, another 9,923 children were receiving services from 142 day care centers operated by local, non-profit agencies through a combination of 25 percent local funds and 75 percent in grants awarded through the Bureau under Title IV-A of the Social Security Act. In total, some 11,248 children were being served in day care centers operated directly by the State or through some public funds.

Another 3,000 children received day care services in their own or a substitute home through the auspices of the Bureau.

During the fiscal year, the Bureau expanded its resources of community-based and operated centers, approving 84 new contracts with community groups to serve approximately 6,300 children. Also, 31 existing contracts were renewed, providing day care for about 1,700 children. These contracts totaled approximately \$6.4 million, 75 percent of which were financed through Title IV-A of the federal Social Security Act, with the remaining 25 percent matched by the State. Other highlights of the Bureau's activities include:

- The development of health services programs for children in day care. So far, some implementation has been realized, including a program of comprehensive health screenings through the Seashore House in Atlantic County, psychological services from Hunterdon Hospital to the Division's Flemington Center, a program for the Wargrove Center in East Orange through the assistance of Beth Israel Hospital in Newark, and a sickle cell anemia screening program at the Division's Jersey City center.
- The expansion of the career development program for professionals and paraprofessionals employed at the centers.
- The development of Parent Advisory Committees to incorporate parents into the decision-making process of all day care centers.
- The award of a one-year grant of \$153,866 to Babyland, Inc., a non-profit group in Newark, to test on an experimental basis a special all-infant day care program in two locations in Newark. It is the first all-infant (from six to eighteen months in age) day care program in New Jersey and the first to be State-funded in the nation.

BUREAU OF RESIDENTIAL FACILITIES

The Bureau of Residential Facilities, which is not fully operational, is responsible for the planning, development and provision of residential treatment facilities 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, two of which were opened in fiscal 1973 — in Vineland, Cumberland County, and Ewing Township, Mercer County. The third, located in Denville, Morris County, opened in February, 1972. Each of these three facilities has a capacity to accommodate 40 adolescents with serious emotional and behavioral problems. The Ewing Center is the only co-educational facility, with the other two operating for male adolescents only. A fourth facility is under construction in Cedar Grove, Essex County, and is slated to be completed in June, 1974. Another facility, in Woodbridge Township, Middlesex County, is expected to open in October, 1973, and will serve as an emergency shelter and diagnostic center for 48 children whose treatment needs have not yet been determined.

The Division has established as one of its high priorities the development of a network of group care homes throughout the State to be community-based and sponsored by local governments or non-profit, private groups. The homes, accommodating 8-10 children with special physical or emotional problems, would serve as a vital placement resource for children who do not require the intense, structured environment of an institutional facility, but, at the same time, cannot function and develop sufficiently in a single family or foster home.

In establishing such homes, the Bureau made use of some \$400,000 in funds from the State Law Enforcement Planning Agency (SLEPA), to provide grants of up to \$30,000 to help launch the homes under the sponsorship of municipal or county governments and under the supervision of local, non-profit corporations. The homes were established under guidelines developed by the Division in cooperation with SLEPA officials.

As a result, nine new group care homes across the State became operational during the fiscal year. They are located in Atlantic City, Atco (Camden County), New Brunswick, Plainfield, Ridgewood (Bergen County), Somerville, Woodbury (Gloucester County) and two in Trenton. The Division plans to promote the establishment of 40 additional homes during fiscal 1974, using additional SLEPA funds appropriated for 1974. Presently, it is anticipated that three more group care homes will be approved by September, 1974.

In addition to the homes under private sponsorship, the Division presently operates three group care homes under its direct jurisdiction, located in Morristown, Plainfield, and Red Bank. The Division also has acquired a six-bedroom, ocean-front home in Mantoloking (Ocean County). The property, valued at approximately \$250,000, was donated to the State by Mr. and Mrs. William Graessle of Mantoloking and Key Biscayne, Florida with the stipulation that it be utilized on behalf of troubled children. The Division has determined to use the facility to accommodate pre-school children with physical or emotional handicaps. Negotiations with the community to reach final agreements are concluding, and it is expected that the home will be ready to open by late fall.

The Bureau of Residential Facilities also includes an Inter-Agency Services Unit to evaluate and monitor the services of residential treatment facilities not directly operated by the Division, but utilized for children under its supervision 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 the local district offices as well as an updated inventory of types and availability of facilities. Special casework units specializing in the placement of children in residential treatment centers have been established in 16 of the 18 District Offices.

MANAGEMENT OPERATIONS

The Management Operations 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 (still in the planning stages and expected to become operational during the fall of 1973) and the Bureau of Fiscal Services.

During fiscal 1973, the Management Operations unit began developing and implementing a number of management assistance projects designed to improve the administration of local district offices and, in this way, upgrade the quality, speed and efficiency of service delivery operations. The steps being taken include: comprehensive management studies of district offices by management specialists hired for this purpose; review of all telephone systems; survey of office equipment and furniture needs; preparation of new, standard agency purchase of service contract forms; review of the motor pool situation, including development of a policy that would permit a mixture of State cars, with full State liability insurance coverage and travel reimbursement, at supervisors' discretion; office space and flow surveys to improve administrative efficiency; review of all agency job titles with a view towards developing additional titles that reflect the worker's specific function and permitting opportunities for advancement up the ranks via true career ladders. A new employee title series has been drafted and has been submitted to the Department for review.

The Management Operations unit also conducted comprehensive research into the currently complex system for meeting the financial costs of placing children in public or private residential facilities, including examination of: the current agency payment maximum of \$4,800 a year per child; the Legally Liable Relative Law; the Turrell Fund's rules and regulations; the

Beadleston Act — how and why it is missing many children who require such funds but are being denied them; and the new Departmental Institutional School District as a means of improving the funding situation. Toward this end, the following steps were taken:

- Secured liability insurance coverage for all foster parent families, with limits set at \$300,000 for personal liability coverage and \$250 for property damage. The policy covers injury to the foster child, injury of another person or damage to property by the child, claims arising from allegations of incidental malpractice or improper operation of a foster home, and claims brought against the State by the child's natural parents, including the loss of affection of a foster child from his parents. The coverage is provided by Walsh and Walsh, Inc., with the total cost paid by the State of New Jersey at no expense whatsoever to the foster parents. The policy became effective as of August 1, 1973.
- Reviewed the system of board payments to foster parents for the purpose of developing a more equitable guidelines for meeting the diverse needs of children in such placements in accordance with age, sex, and other possible factors. An overall increase in the board rate has been implemented with still further modifications being studied to better accommodate the children and the foster parents.

BUREAU OF FISCAL SERVICES

The Bureau of Fiscal Services manages the budgetary and fiscal activities of the Division, supervises the maintenance of Division forms, supplies, and equipment, and administers general office and clerical services. It is also responsible for the disbursement of payments for the Division's broad range of purchases of services, both tangible and social services, as well as the collection of payments which accrue to the Division.

OTHER SIGNIFICANT DEVELOPMENTS:

- Developing good working relationship with the county Welfare Board Directors Association, including attendance by the director and top staff at several CWDA meetings. The aim is to work closely with this agency as we move towards the ultimate total integration of all allied social services under a single umbrella agency. As part of this effort, we have begun to plan with some county welfare boards a variety of experimental projects that would test different approaches. Also established in special Task Force to work with a Committee of county welfare board administrators to review both the Division of Public Welfare Manual of Administration and this Division's Manual of Operations (currently being revised). The aim is to provide for smooth and efficient working relationships between the divisions and their local office counterparts.
- Reaching out to other agencies in efforts to enhance working relationships and develop better mutual understanding. Noteworthy instances are assisting with training of probation department staff and volunteers; providing regular consultation time to county welfare board staff and attending meetings with and providing consultation time for juvenile court judges.
- Began efforts to establish an Advisory Committee on Youth and Family Services that would consist of representatives of the private sector whose areas of interest coincide with the responsibilities of the Division and who would advise the Director on matters of policy and procedure.

