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NEW JERSEY DEPARTMENT OF INSTITUTION AND AGENCIES

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ANNUAL REPORT

FISCAL YEAR 1975



**NEW JERSEY DEPARTMENT
OF
INSTITUTIONS AND AGENCIES**

ANNUAL REPORT

FISCAL YEAR 1975

July 1, 1974 — June 30, 1975

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

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To the Honorable Brendan T. Byrne
Governor of the State of New Jersey
and the Members of the New Jersey
State Legislature

I submit herewith the Annual Report of the Department of Institutions
and Agencies for the fiscal year 1975, ending June 30, 1975.

Ann Klein
Commissioner

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TABLE OF CONTENTS

OFFICE OF THE COMMISSIONER

Commission for the Blind and Visually Impaired	1
Garden State School District	3
Bureau of Personnel Services and Employee Relations	5
Office of Public Information	7
Chief Dental Consultant	7
Chief Medical Consultant	8
Chief Psychology Consultant	8
Office of the Ombudsman	9
Office of Special Services	10

DIVISIONS

Business Management	10
1975 Expenditures	14
Correction and Parole	17
Medical Assistance and Health Services	23
Mental Health and Hospitals	27
Mental Retardation	33
Public Welfare	40
Veterans Programs and Special Services	58
Youth and Family Services	58

COMMISSION FOR THE BLIND AND VISUALLY IMPAIRED

The Commission's goals and objectives are to meet the comprehensive needs of blind and visually-impaired individuals; to reach more of the elderly and the poor; to reach more of the multiply-disabled blind and the disadvantaged, and to integrate and develop necessary services to meet these needs. These include vocational training and job placement, the education of blind and near-blind children throughout the State, home teaching and special services to elderly homebound individuals and prevention of blindness.

It is estimated that there are approximately two blind people per thousand of population in New Jersey, or an estimated 15,000 blind people. At least twice this number need substantial assistance either in education, on-the-job, or in certain aspects of their lifestyle. The National Society for the Prevention of Blindness estimated some years ago that about 1,200 people lose their sight annually in New Jersey. However, in the past year, 2,600 new cases were referred to the agency. While not all of these individuals classify as blind, all have substantial vision problems. The agency register on June 30, 1974 reflects a known total of 13,516.

The character of the blind population is changing. At least half the population coming to the agency for service has substantial handicaps, in addition to blindness, which require more intensive evaluation work-ups and specialized attention; the utilization of a wide array of training facilities; longer periods of adjustment services to overcome the severity of handicaps; highly trained staff with ongoing in-service training programs; more selective employment placements; and the development of a Residential Rehabilitation Center for specialized training.

In the agency's Education Department there were 566 new referrals for the year and 272 closures. The number continuing on the register and at school in this unit as of June 30, 1975 was 1,735. The classification of these children at year end by school needs is as follows:

Preschool	—	157
Local School Placement (Elementary and Secondary)	—	818
Special Programs for Multiply-Handicapped	—	134
Special (Separate) Classes in Public Schools	—	81
Residential Schools and Training Centers	—	127
Multi-Handicapped Children at Home	—	6

College and University	—	121
In State Institutions	—	291
TOTAL	—	1,735

The major causes of blindness in the preschool population are: cataracts, optic atrophy, retinal affections, retrolental fibroplasia, glaucoma, microphthalmos and myopia.

Parent seminars and workshops for training parents in developing daily living skills for their children were expanded to include the South Jersey area. More children are going to nursery schools.

Some new innovations to the department this year included: participation by braille reading students in the state assessment tests usually given to public school students to determine their level of achievement in math and reading; the achievement testing program was expanded with more students being tested in both braille and print; larger numbers of students took College Boards this year than in previous years with increasing numbers being tested in high schools. Training conferences were conducted for public school teachers with blind children in their classrooms to provide some direction in coping with the everyday needs of the blind children. A survey was in process during the year to determine the number of blind and deaf-blind residents under age 20 at each state institution. Appropriate educational services will be planned. In addition, at the suggestion of Commissioner Ann Klein, the Commission is planning to extend its specialized training services to blind adults in state institutions.

There has been a change in the college program policy which now permits any student interested in attending college such an opportunity if approved by a Review Team. This is a one year experimental program. The client must carry a full college schedule and must attain passing grades to continue.

The Commission continued to operate classes for preschool deaf-blind children at Glassboro State College, in Cranford and Teaneck. A summer program was provided for 19 of the deaf-blind children and included parental participation.

Two hundred fifty-eight children spent a total of 408 camper weeks at Camp Marcella. The first two weeks were geared to programs for the most severely multi-handicapped children who require one-to-one supervision and who would otherwise have been unable to attend. In addition to the summer program, special week end programs were conducted during the fall and winter season to provide young adults with experience in group activities.

In cooperation with the agency's Vocational Rehabilitation Department, Education staff sponsored

two summer evaluation and training programs. Thirty college-bound high school juniors and seniors spent four weeks at Drew University in Madison 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 preparing for college life.

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

In the Textbooks and Materials Center 6,044 braille volumes, 1,638 reels of recorded material, and 1,459 large-type volumes were distributed to students attending schools throughout the State.

The Eye Health Department helps conserve the vision of New Jersey citizens through vision screening programs, as well as through direct assistance to individuals requiring surgery and treatment as follows:

1. Case Service—The number of individuals served totaled 1,106. Sight was restored or improved for 162 individuals.
2. Preschool Vision Detection Program for Amblyopia—In its 10th year, 237 community-wide detection programs were conducted. 23,573 children were screened. 1,638 required follow-up for complete eye examinations or treatment.
3. Glaucoma Control Program—The 20th state-wide detection program was conducted in cooperation with the Medical Society of New Jersey at 97 hospitals. 11,447 adults were examined at no cost; 489 glaucoma suspects were identified and referred to the Commission for follow-up.
4. The Traveling Eye Unit provided 214 days and 12 evenings of service and 7,161 examinations. Among the vulnerable population groups reached were: 10 special centers for the handicapped; 16 nursing homes; 3 institutions; 10 health departments; 15 senior citizen centers; and 18 migrant locations.
5. Community Health Vision Screening Programs—A total of 626 hours of service was provided by staff ophthalmologists resulting in 3,129 disadvantaged individuals being examined and appropriately followed. Programs were conducted at various workshops, correctional institutions, learning disabilities and low income centers, drug abuse centers, mental retardation centers, and senior citizens nutrition centers.

The Home Service Department serves newly-blinded adults and elderly homebound individuals through an array of services which include training in personal adjustment, braille and communication skills, handwork for leisure or occupation, and assistance with personal, family, and social problems. Working with clients chiefly in their home setting, workers reached a total of 2,927 clients.

Nine hundred twenty-eight Talking Book Machines were provided to blind residents in the State who thus are able to listen to recorded books. The total number now in use statewide is 6,351.

The main thrust of this department is to seek out and meet the needs of the elderly or homebound blind population. Where appropriate, clients are counseled concerning low-cost meals in food service programs in the various communities; the opportunity to socialize with others in group activities; the availability of transportation; and ways of overcoming the isolation that blindness can cause.

A Radio Information Center was instituted this year in Philadelphia and provides specialized radio reader service to individuals in the Philadelphia area and the southern portion of New Jersey. The service includes reading of newspapers, magazines, and special interest material on a sub-carrier radio channel which requires a special radio provided by the Commission.

In-service training programs have been conducted for staff at nursing homes and residential centers for the elderly which include sessions concerning useful methods of assisting blind persons and teaching blind individuals to become self-reliant.

A grant was received from the Division of Aging for training and utilizing Instructor Assistants for blind and visually-handicapped elderly people. The grant provides for the recruitment of 19 older citizens to serve as Senior Aides providing ancillary services to clients under supervision.

In the Vocational Rehabilitation Department a total of 3,669 clients were served; 280 individuals were placed in competitive employment and 106 were rehabilitated as homemakers for a total of 386. Aggregate annual earnings for those placed in employment amounted to \$1,289,340. Earnings for the same group at the time of referral were \$329,732. The downturn in the economy has hit New Jersey particularly hard so that we have had a considerable amount of unemployment in the State and this has reduced job placements substantially.

A staff Counselor has been assigned as the contact individual in the implementation of the federal Affirmative Action program with industry. A number of professional and nonprofessional employment opportunities have been expanded, particularly in the State through the co-operation of the New Jersey

Department of Civil Service for providing a reader for a blind person to take an examination and not ruling out individuals who cannot drive but leaving this for the Appointing Authority to determine.

Three hundred thirty-one multi-handicapped blind adults were served by the agency's Multi-Handicapped Unit of which 48 were placed in employment. At the Johnstone Training Center a special co-operative project with the Division of Mental Retardation served 40 retarded blind clients who can benefit from vocational training.

The Department operated a summer employment experience program for high school and college students who lack work experience and, therefore, have difficulties in breaking into the job market. In spite of the economy, it was possible to place 72 young people in appropriate work activity.

Currently, the Commission operates a day Rehabilitation Center in Newark which served 105 clients during the year for a total of 4,992 client days. Fifty three per cent of these individuals were in special programs requiring more intensive professional time because of severe added handicapping conditions including diabetes, hearing loss, cardiovascular involvements, orthopedic, mental retardation and emotional disorders.

To prepare blind people for the independence of competitive employment, specialized Mobility and Orientation training was extended to 661 clients. This is a critical element in successful job placement.

In the Vending Stand Program 56 vending stands were in operation at year end. Despite the poor economy average annual earnings for operators increased to \$12,108 from \$11,772 last year. Gross sales for the year amounted to \$2,684,738 with a total net income to operators of \$636,143. The Randolph-Sheppard Act which was amended in 1973 has opened up employment and income opportunities for blind individuals on federal properties not previously available.

The Trust Fund Beneficiary Rehabilitation Program's major function is to attempt to rehabilitate disabled Social Security Disability recipients back into employment. Gains have been made in the organization and operation of this program by earlier identification and verification of eligible clients and by continuous follow-up. Statistically, there were 1,555 beneficiaries referred for service with 146 rehabilitated.

The agency operates three Contract Workshops—in Newark, Somerset and Camden. The shops provide short-term evaluation as well as extended employment for less able clients. Minimum wage or better is paid at the workshops and every effort is made to graduate clients into competitive industry. For the year, the following is of interest: Gross Sales

—\$419,650; Number of Blind People Employed—92; Total Wages to Blind People—\$131,776.

The Commission's Supervisor of Facilities and Workshops works closely with the federal government, state Rehabilitation Commission and other agencies on problems of statewide planning for facilities and on programs designed to meet the needs of the Vocational Rehabilitation Department. As an official agent, the Commission must approve and supervise federal grant requests to other rehabilitation facilities in the State that work with blind people. During the year \$103,187 was authorized. All of these grants are matched by the federal government on an 80-20 or 90-10 basis. These included:

1. A grant for developing New Careers for the blind.
2. A grant for Providing Rehabilitation Services to Older Blind Clients.
3. A grant for a satellite Home Industries sewing unit to expand employment opportunities for blind people using facilities at Camp Happiness, the New Jersey Blind Men's Association in Leonardo, New Jersey.
4. A grant for a satellite Home Industries sewing unit to expand employment opportunities for blind people using facilities at Diamond Spring Lodge, the New Jersey Foundation for the Blind in Denville, New Jersey.

Total sales through the Home Industries and Craft Program amounted to \$174,786, a \$34,020 increase over 1974. About 258 consignors benefited from this program and received earnings of \$57,523. In the department's marketing program of selected articles to be sold through commercial sales outlets, sales increased in 1975 to \$34,803.

The Supervisor of Volunteers' principal role is to co-ordinate the activities of volunteers associated with the agency; arrange for recruitment, training, evaluation and awards programs. The annual Awards Day and Luncheons were held to give recognition to volunteers for their many hours of service to the Commission in its various programs. To accommodate volunteers in the North Jersey and South Jersey areas two separate luncheons were held—one in Denville and one in Cherry Hill. Two hundred thirty-three volunteer organizations and 3,768 volunteers provided 38,049 hours of service to the agency.

GARDEN STATE SCHOOL DISTRICT

Throughout the year, the Garden State School District has offered a variety of Academic, Vocational, Post-Secondary Counseling, Avocational and Support services to the correctional population.

These programs are funded by a variety of sources: Title I, State Law Enforcement Planning Agency (SLEPA), Division of Vocational Education, Comprehensive Employment Training Act (C.E.T.A.) and Department of Education, as well as our own state funds.

I. Federal Funds

A. Title I—Monies are being used at the following correctional institutions:

1. Annandale—Youth Correctional Institution
2. Jamesburg—Training School for Boys
3. Skillman—Training School for Boys
4. Yardville—Youth Reception & Correction Center

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

- Division of Mental Retardation—3,239
- Division of Mental Health and Hospitals—654
- Division of Youth and Family Services—1,385
- New Jersey Commission for the Blind—70
- New Jersey Hospital for Chest Diseases—12

Title I programs included classroom instruction in reading and math at all levels, remedial reading instruction and academic support services.

B. SLEPA Programs—During the fiscal year, SLEPA funds were used to institute a Library Services Program. This program allows for a full time Library Coordinator at each of the correctional institutional libraries, law libraries and media centers.

C. C.E.T.A. awarded over \$1 million dollars to the School District and has provided a wealth of vocational training programs for the correctional institutions.

D. Division of Vocational Education has provided for programs at the Training School—Jamesburg, the Training School—Skillman, Vineland Residential Center and Ewing Residential Center. Programs offered were in Homemaking, Introduction to Vocations and Consumer Education. The total amount was \$24,247.

E. Department of Education—ABE/GED Funds were administered to six correctional institutions as well as three institutions in the Division of Mental Health and Hospitals. The total amount used for funding Basic Education and High School Equivalency programs was \$149,000.

II. Fiscal Year Program Improvements

A. The Training School for Boys and Girls at Jamesburg—a program for motivating positive behavior for the Jamesburg population has been funded by SLEPA. This Personal Improvement Project should enable both boys and girls to be more strongly induced toward good attitudes and decision making.

B. The Yardville Food Service Program has taken over the cafeteria at the Training School for Girls, Trenton. Yardville inmates operate the unit and provide daily meals for state workers.

C. Satellite Tracking System—All satellite units are now involved in a structured program of assessing, counseling and programming each inmate. This system has offered each inmate the opportunity for personal evaluation in terms of academic and/or vocational training, the opportunity for appropriate program placement and also allows for bi-monthly follow-up and re-assessment sessions.

D. Continuous Assessment Plan—The C.A.P. program is still in the initial stages of implementation at Leesburg, Rahway, Trenton, Annandale and Bordentown. This program provides for individual assessment of each inmate, a pre-vocational placement period for appropriate program selection, periodic counseling and continuous follow-up or reassessment.

E. Clinton Educational Evaluation—The Clinton educational program was evaluated in terms of its impact on inmates.

First a sample study of inmate characteristics and needs was compiled. Educational staff, inmates and administrators were interviewed in terms of the present program and need for modification.

On the basis of this, several new components were implemented, including inmate educational aides, who act as advisors and program assistants to the Supervisor of Education. Also, a tracking program was implemented to motivate inmates to school attendance. The orientation program was changed and made provision for inmates to “sample” classes before actually enrolling. Some programs were revamped and inmates input into the school’s activities was increased.

F. I.L.A.—The I.L.A. program has been evaluated during this fiscal year. Although there are still some mechanical problems in existence, I.L.A. appears to be a viable approach to basic education in math and reading.

G. Higher Education—A special project, funded by C.E.T.A., was conducted this year. Three consultants worked with a team of 15 Annandale inmates to bolster their academic skills for college. These inmates were selected on the basis that they desired college courses, but had low achievement scores. The

consultants worked with these inmates in remedial and college preparatory areas, while, at the same time, enabled the inmates to receive up to nine credits each through Thomas Edison College.

H. L.I.F.S.—The “Law In a Free Society” program was introduced this year and will be fully implemented at Annandale and Skillman in September. This program is designed to instill understanding and positive attitudes regarding all aspects of the Law.

K. Black Studies—A formal Black Studies program was written by Garden State School District staff this year. This program has two primary components: Black Studies—Basic Education and Black Studies—Cultural Enrichment. The Cultural Enrichment component has been utilized by institutions since May of 1975. However, the Basic Education component has just been completed and will be disseminated for implementation in September.

L. In-Service Training was provided for every member of the educational staff during the last fiscal year. Three training sessions were sponsored by the School District and each offered a variety of workshops.

III. Program Overviews and Statistics for Specific Programs

A. General Education Development—(G.E.D.) Program—During the 74-75 school year, more than 1,000 inmates were involved in the General Education Development Program. Of this number, 702 inmates took the GED test. The average passing rate for the eight institutions involved was 49.7 per cent. The highest passing rate was 71 per cent earned by Trenton State Prison.

This 49.7 per cent figure very closely approximates the average percentage of passing scores in GED programs offered in the various communities.

B. Individualized Learning for Adults (I.L.A.) Program—I.L.A. is offered at Yardville, Annandale, Bordentown, Rahway, Trenton State Prison, Leesburg, and satellite units of Trenton, Leesburg and Bordentown.

The average length of a students’ stay within the I.L.A. program was 5.4 months. The average increase in reading skills was 8.3 months, as measured by standardized Achievement tests. The average math increase was 7.6 months.

IV. Program Overview and Statistics by Program Categories

A. Academic Education—Throughout the fiscal year, academic education was offered to more than 4,000 inmates. Approximately 35 per cent of this population is now reading on or above the seventh

grade level. Moreover, the average achievement grade increase for this period was approximately eleven months.

B. Post Secondary Education—In this academic year, 31 inmates received Associate Degrees from various community colleges. The total number of students involved in college programs was 576. Of this group, four students attended graduate school, 67 attended four-year colleges and 505 attended community colleges.

C. Vocational Education—Programs in vocational education were offered to more than 3,500 inmates. Certificates of Achievement were awarded nearly 70 per cent of the group completing these courses.

D. Support Services—Support services including counseling, library services, avocational opportunities, physical education, music and, art were offered to over 4,000 inmates, at various periods throughout the year.

E. Job Placement—Within the reformatories and prisons, 899 inmates sought job placement services, during the fiscal year. Job Placement Personnel conducted 4,824 job interviews and sought out or developed 1,128 individual jobs. There were more than 1,375 job referrals.

BUREAU OF PERSONNEL SERVICES & EMPLOYEE RELATIONS

Computerized Personnel Reports and Position Control

While the development last year of computerized reports has greatly facilitated more positive management control of departmental employment situations, the present system is still not adequate to meet the growing demands for data and information retrieval.

The Bureau has been working with other departmental components in developing a RAMIS system as a pilot project at the Vineland State School and the Bureau which will undoubtedly prove to be a better solution to the question of a rapid and accurate informational system once it is operational.

Employee Relations Section

The Employee Relations Section processed 480 grievances which were appealed to the fourth step, an increase of fifty per cent over last year.

Eighteen “Employee Relations Informational Bulletins” were issued as official sources of information and guidance for the institutions and agencies on matters related to Unit Agreements and grievance processing.

The section has also continued to assist the Department of Civil Service in various projects and meetings concerning the grievance procedures and increased its contact with the Office of Employee Relations as the issues and problems presented have become more complex and of significant importance.

Recruitment Section

In accordance with the Department's Affirmative Action Plan, the Central Recruitment Office has given priority consideration to meeting the objectives of the program.

Numerous contacts were made in person and through the mail to Community Action Programs, City and County Welfare Departments, C.O.R.E. Groups, multi-skill centers, the NAACP, Spanish speaking groups, urban leagues, colleges, high schools, vocational trade schools, and all other available sources through which minority group members could be reached.

In addition, the Central Recruitment Section staff made field trips to community based organizations such as YMCA's and Model Cities Agencies, where presentations were made, material distributed, and applications accepted from interested persons.

The Office was also able to establish a working relationship with the Division of Civil Rights as a further effort in developing new sources for reaching minority and women's groups.

The fiscal year showed a decrease in the Department turnover figure from 23.17 per cent the previous year to 19.18 per cent. Institutional Attendant turnover showed a dramatic decrease from 47.06 per cent to 30.00 per cent this past year. Job applicant interviews totaled 718, a decline from the 768 figure for the previous year. Seventy-one promotional examinations were announced with 471 eligibles being notified of the examinations.

Classification and Operations Section

Consistent with the growth of the Department and the expansion of personnel services, the workload of this section has increased significantly in the areas of classification and operations. A total of 53 new title requests was submitted to the Department of Civil Service.

During the past year a total of 180 reclassifications were approved through the departmental reclassification program; 11 reclassification requests were disapproved.

Emergency Employment Act (E.E.A.)

The previous EEA program that had been in existence for almost three years ended on June 30,

1974. However, on July 12, 1974 we received an additional \$1.3 million dollars for EEA positions. This amount eventually funded a total of 111 positions which, at the highest point, were filled on an 84 per cent basis, but because of financial problems in the overall state EEA program, these positions were phased out on May 9, 1975.

Comprehensive Employment Training Act – (C.E.T.A.)

Under this program the federal government provided funds to the counties and municipalities through the state government. This program was divided into two phases – CETA II and CETA VI. A maximum salary of \$10,000 per year was allowed and all applicants had to be unemployed a specific length of time and had to reside in a particular county or municipality in order to be eligible for employment.

Under CETA II the Department received a total of 258 positions; at its highest point approximately 88 per cent of these positions were filled. On June 30, 1975, a total of 171 positions out of a possible 256 positions were filled. However, it is noted that these vacancies were due to the fact that the federal government has yet to finalize the CETA II Plan for the fiscal year 1975-76 and we were required by the state CETA Coordinator to freeze all CETA vacancies since April 12, 1975.

Under CETA VI this department received a total of 119 positions; at its highest point approximately 93 per cent of these positions were filled. On June 30, 1975, a total of 86 positions out of a possible 119 were filled. However, this was due to the fact that we were required by the State CETA Coordinator to freeze all CETA vacancies pending final determination on the funding of all CETA Programs by the Federal Government.

The above CETA positions were located in the areas of nursing, cottage life, correctional, day care, maintenance, clerical, housekeeping and other titles.

During the past fiscal year the Bureau has been involved in the layoff process within the Department. This has included preparing the general notices, assisting in the general orientation of the employees to be affected, participating or conducting the general layoffs, and coordinating the layoff function with the employee organizations and the Department of Civil Service.

Central Office Personnel Section

A system of frequent coordination and feedback to the Department of Civil Service concerning the promotional system was continued. A total of

82 promotional examinations were announced during this period.

A considerable staff expansion occurred during most of this period in federally funded grant projects. In the Division of Mental Retardation 96 additional new positions were established and provided initial staffing in order to expand the Adult Day Services Program. A new Bureau of Guardianship also in the Division of Mental Retardation was established and staffed with 24 positions.

Work was commenced on the development of an orientation program and publication of an employee handbook.

In coordination with the Mercer County Heart Association the section arranged for hypertension tests for 200 Central Office employees.

The section assisted the Department of Transportation in the registration of Central Office employees for car pools.

A group blood program was developed in coordination with the Mercer County Blood Bank, including the drafting of by-laws and coordination with supervisors.

A continuing monitorship of the E.P.E.I.S. program was continued, including that of supervisor's rating forms, to ensure compliance with the system.

Training Section

Management Development

As part of the Department's Continuing System of Management Development, 1,315 Departmental managers/supervisors participated in a total of 67 Management Development Institute Training Programs.

This year's executive seminar proved to be the most successful thus far conducted by this Department.

Program Accreditation

The Management Development basic program was accredited by Thomas Edison College and of the departmental managers and supervisors who took the Thomas Edison College test after completing the basic, week-long program, 73 per cent are now eligible to obtain three college credits. Plans are underway for accreditation of follow-up programs, with the development of tests that will be administered for an estimated six to nine additional college level credits.

Programs designed to meet the immediate and specific training needs of departmental personnel included: Grievance Handling Workshops, labor relations training sessions, pre-retirement counseling sessions, and a communications seminar.

OFFICE OF PUBLIC INFORMATION

Increased activity and added responsibilities accrued to the Office of Public Information during the year because of the economic and budget crises in the state which necessitated several changes in the department, its divisions and facilities.

A new press secretary, James Stabile, was named by Commissioner Klein, replacing former office director Kenn Munn who transferred to the Division of Medical Assistance, and Health Services.

In its function of providing the media, legislators, other agencies of government and the general public with news and information regarding the department and all of its operations, the Office of Public Information helped to arrange for and conduct 47 special events including news conferences, meetings and seminars. The office arranged for numerous radio and television appearances by the Commissioner and other officials and provided on-the-scene personnel to answer news questions at incidents involving the prisons and other facilities. Public Information staffers handled about 65 incoming telephone calls daily from all sources and made at least twice that number in researching answers and reporting requested information. Press releases totaled 99. There were 339 incidents recorded and distributed in writing to the Commissioner, Deputy Commissioners and Division Directors. Special activities of note were the arranging for tours of the psychiatric hospitals and various penal institutions for the Commissioner and the Governor and the opening of a new Reception Center for adult and youthful offenders at the Youth Reception and Correction Center, Yardville.

A daily press clipping service was maintained and staffers were available 24 hours a day, 365 days a year, to answer media inquiries on important events. Photographic services were provided to the divisions and agencies by the staff photographer and photo ID's were taken for official use. The office maintained updated departmental directories and compiled and summarized the monthly reports and the Annual Report. Assistance was also provided to the several divisions when requested for the writing of press releases, radio copy and copy for brochures and booklets.

CHIEF DENTAL CONSULTANT

The achievements of the dental program are:

The New Jersey State Dental Laboratory has improved the quality of its product, reduced the time required for completion of a prosthesis and has

added crown and bridge dentistry to its clinical and educational capability.

A dental laboratory education program was started at the Youth Correction and Reception Center, Yardville, with the recommendation that this be the educational center for dental laboratory technology.

A major portion of the dentistry provided through the Division of Rehabilitation of the Department of Labor and Industry, which has application within the Division of Correction and Parole, has been eliminated. However, the improved function of the New Jersey State Dental Laboratory has to a large extent filled this void with minimal cost to the Department and increased experience for the prisoner dental laboratory technicians.

Standards for dentistry for the Department were developed and matched to future budget considerations.

Community dentistry has been little affected by the nation's overall fiscal problems, which especially affect recruitment, equipment and supply. The general well-being of dentistry within the community is also reflected positively in the Department in that there has been an increased number of volunteers augmenting our salaried staff, especially dental hygienists.

The Dental Extern Program involving New Jersey's dental schools has had more senior dental student participants, involved more institutions, improved its clinical and education efficacy without increased expense.

The Director of Dentistry has developed a list of dentists who treat handicapped patients in the state of New Jersey. This listing is the first in the nation and will be prototyped for use by other states.

A prototype dental program was developed for small, independent institutions for the mentally retarded.

There has been an affiliation established with the New Jersey Dental School and the Woodbridge State School such that New Jersey's undergraduate dentists will have clinical competency in dentistry for the handicapped when they complete their dental education.

The Dental Hygiene Program of the Camden County College has affiliated with a number of the institutions in southern Jersey such that the dental hygienist will have competency in the care of the handicapped.

A provision of restorative dentistry under general anesthesia for those who are not able to accept dental care under local anesthesia has advanced in all divisions.

Major oral surgery, including care of oral facial deformities, infections, neoplasms, trauma, and pre-prosthetic reconstruction as well as dento-alveolar

surgery has increased in all divisions.

There has been the development of the use of premedication as a cost-saving simplification and clinical alternative to general anesthesia.

CHIEF MEDICAL CONSULTANT

The Chief Medical Consultant and the Assistant Chief Medical Consultant of the Department of Institutions and Agencies act as the medical ombudsmen of the Department. Many individual medical and administrative problems are referred for consultation and resolution throughout the year from varied sources within the Department, other branches of state government and the general public. The physicians in this office serve in consultative and advisory functions.

Within the Department itself the attendance at various meetings and conferences requires a significant amount of time. Many other meetings are sponsored by outside organizations in which the Department has a specific interest. This liaison activity is particularly intense with the Department of Health.

During the past year the changed status of the New Jersey Hospital for Chest Diseases required a considerable amount of time, both as to the decision to close the institution and to project possible uses for the institution. Closing of the institution created personnel problems, which this office helped to resolve, both to the benefit of the Department and the institutional physicians. There are some lingering problems relative to the pharmacy and future use of this institution which still require time.

In the Division of Mental Retardation the changed status of the New Jersey Neuro-Psychiatric Institute has involved this office. The Assistant Chief Medical Consultant has continued in close liaison with all the institutions of this Division. Specific medical problems have been resolved as they arose. A continuing study of pharmacy services under contract has been closely followed. This activity has the support of the Medical Consultants as a prototype for all of our institutions. The Medical Consultants are convinced that this type of pharmacy service may well render far superior pharmaceutical care at a modest increase in cost. It will also help to bring our pharmacies into compliance with pharmaceutical laws and regulations.

CHIEF PSYCHOLOGY CONSULTANT

The Chief Psychology Consultant assumed responsibility for the provision of consultative services

across all operating divisions, evaluation of psychological programs, review of budget requests and personnel appointments, liaison activity with professional associations within and outside of the State as well as development and maintenance of appropriate standards of training and service at all levels within the Department in the area of Clinical Psychology. In addition, an ongoing In-Service Training Program was conducted for staff and overall supervision of the Psychology Junior Fellowship Training Program for Psychology Interns was assumed by the Consultant.

During this year, the Consultant was appointed a visiting Clinical Professor at the newly established Graduate School of Applied and Professional Psychology at Rutgers University solidifying the liaison between an Ongoing Graduate Training Program and the Department. A scholarship program approved by the Commissioner was established with staff members to attend GSAPP on a one day a week basis while being paid full time in return for a commitment to work for the Department upon the completion of the Doctorate in Psychology for one full year with appointment at the Senior Clinical Psychologist title. Six individuals from the Department were accepted to the GSAPP Program for 1974-1975 and one candidate for the 1975-76 year. This will no doubt provide the Department with highly trained Psychologists at the Doctorate level who will be able to develop innovative programs as well as offer improved direct Clinical Services. The first graduates from this program are expected by July of 1976.

The Department has formulated very specific standards for psychological services for both the Division of Mental Health and Hospitals and the Division of Correction and Parole. These standards clearly outline the requirements for the maintenance of direct psychological services at a level comparable anywhere in the nation. The implementation of these standards will be one of the major goals for this coming fiscal year. The standards as developed were the result of several meetings of the committee of Directors of Psychology from the various Psychiatric State Hospitals as well as correctional facilities and for the most part follow the guidelines of the Joint Commission on Accreditation for Hospitals as well as the American Psychological Associations Standards for providers of Psychological Services.

In an effort to increase direct services, the Consultant developed a program in cooperation with the New Jersey Psychological Association to solicit volunteer psychologists to participate at various levels in institutional programs. This particular effort, approved by the Commissioner, has not at this date resulted in any specific project but this too

will be one of the major goals for the coming fiscal year. The New Jersey Psychological Association has established a special ad hoc committee in order to implement this commitment.

A committee was established among the various Directors of Psychology within the Division of Mental Retardation to respond to a request by the Acting Chief of the Bureau of Guardianship Services relative to a review of the determination of mental deficiency of residents within State schools. This committee presented an initial report in an effort to further clarify the "Rights" of residents affected by such a clinical determination. Ongoing discussions will be maintained during the next fiscal year with an expectation of revising particular circulars related to this area within the Division of Mental Retardation. In line with the same issue, several In-Service Staff Training Programs were conducted; one having to do with "Patients' Rights" and other current topics of interest such as Behavior Therapy, Family Therapy and Clinical Administrative Strategies. A 16-hour seminar program was conducted for selected staff supervisors in the area of Psychotherapy in an effort to upgrade the supervision provided our Psychology trainees as well as to expand the skills of staff in this area.

The Consultant participated as a member of the Executive Board of the New Jersey Psychological Association as well as being appointed to the Board of Psychological Examiners by Governor Byrne as the Government Representative. The Board of Psychological Examiners has the responsibility for licensing Psychologists in private practice and of implementing the "Practicing Psychology Licensing Act" of 1966.

OFFICE OF THE OMBUDSMAN

The area of the Office of the Ombudsman contacts continues to expand. During the year, there was a marked increase in the number of contacts made by this office. Last year there was a total of 1,180 interviews, compared to this year's total of 1,920 interviews. Weekly visits to all of the major prisons have been continued. Other units are visited upon requests by those housed there.

Contacts continue to be made through referrals, letters to the Commissioner's Office and personal contacts. Some of the increase in interviews can be attributed to the reduction of staff in the Inmate Advocacy Section of the Public Advocate Department. Letters directed to that unit in many instances are now being forwarded to this office for interviews and follow up. To date we have been successful in absorbing this additional task. Monthly contacts for

the fiscal year are as follows:

July	1974	127
Aug.	1974	103
Sept.	1974	131
Oct.	1974	204
Nov.	1974	168
Dec.	1974	145
Jan.	1975	169
Feb.	1975	172
March	1975	182
April	1975	159
May	1975	178
June	1975	182
Total		1,920

On September 30, 1974 Mr. John Steinline, formerly Trade Instructor at the New Jersey State Prison, Rahway, joined the staff.

During this fiscal year this office was involved in the resolution of an incident at the Youth Correctional Institution, Bordentown, and subsequent negotiations. The incident was resolved without injury and only minor property damage.

On December 20, 1974 upon the Direction of the Commissioner the office became involved at an incident at the State Prison, Rahway. This incident involved 58 Muslims who assembled in the Officers Dining Room and refused to leave. This incident began at approximately 9 a.m., December 20, 1974. Negotiations by all concerned were continued throughout the night. This situation was peacefully resolved without injury or destruction of property.

At the request of the Superintendent and the inmates involved, representatives from this office sat as observers on the Court Line. This involved three days of hearings.

OFFICE OF SPECIAL SERVICES

During Fiscal 1975 the Office of Special Services went into the field to visit Special Service staff people on an average of six times per month. More than 75 per cent of our institutions were visited in order to view programs and provide resources. Most institutions were visited on several occasions.

The Director participated in numerous meetings with community groups interested in providing services to institutionalized persons. The Director also had 16 speaking engagements during the year, focusing on the concerns of the Department.

The Office of Special Services represents the first commitment on the part of the Department to provide coordination of Chaplaincy Services. Over the year, the Director, working with the executive committee of the New Jersey State Institutional Chaplains Association, visited with our full-time staff chaplains, participated in worship services, and generally served as an advocate for Chaplaincy. Correctional Chaplains began meeting regularly for the first time to discuss their peculiar problems and we were able to generate interest and participation from chaplains who had never before been involved.

A Chaplaincy Consulting Committee was established, made up of professionals in the field and representatives of Divisions utilizing Chaplaincy Services within the Department. This group has provided the Office with support and guidance, as well as an effective liaison with the Divisions.

Voluntarism within our correctional facilities has been experiencing difficulties, and there are few correctional institutions with volunteer coordinators. To respond to this need, a Volunteer Training Task Force was established. This group, including volunteers, inmates, and custody personnel, works on the development of training programs for volunteers in corrections.

DIVISION OF BUSINESS MANAGEMENT

JOSEPH L. GRODECK, Director
OFFICE OF THE DEPUTY DIRECTOR

Through the Office of the Deputy Director, capital construction programs of all operating and service divisions of the Department are coordinated. Responsibilities include the preparation of the capital improvements program, accountability for the various bond issue construction programs, and departmental liaison with the State House Commission, Special Joint Legislative Committee and

the Division of Building and Construction, in the Department of the Treasury, on all matters dealing with capital construction.

The 1976-80 Long Range Capital Improvements Program included requests for 270 major capital projects. In total, the Department requested the sum of \$466,515,000 over the five year period. The degree of urgency for these facilities is evident from

the fact that 36.5 per cent of the total request was for the first year of the program, fiscal 1976. The requests by Division in the Department for 1976-80 Capital Improvements Program were as follows:

Division	Request in (\$000)	Percentages
Business Management	33,179	7.11
Comm. for the Blind & Visually Imp.	5,076	1.09
Correction and Parole	171,709	36.81
Mental Retardation	92,765	19.88
Mental Health & Hospitals	163,786	35.11
	\$466,515	100.00

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

Day Care Center for the Retarded Hudson County	\$997,699
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BUREAU OF ACCOUNTS

The Bureau of Accounts provided accounting, budgeting and auditing services to the various institutions, agencies and other offices comprising the Department of Institutions and Agencies. In addition, it maintains complete fiscal records for all Central Office Divisions. The Bureau acts as a departmental distribution center for all payroll checks and savings bonds. It is also engaged in the auditing and processing of compensation awards for the entire Department. During this period of fiscal year 1975, the following statistical data portrays the various type of transactions processed in the areas indicated:

Accounting Section

Requisitions	9,208
UA and PA Schedules	14,302
Certificates of Debit and Credit	5,186
Change-Cancel Obligations	2,298
Contracts	265
Contract Change Orders	340
Final Acceptance of Contracts	129
Motor Fuel Exemption Certificates	334
Transfers and Amended Work Programs	3,944
Payments	17,994
Postage Requisitions	192
Payrolls	1,829
Compensation Award Invoices	6,466
Compensation Award Analysis and Letters of Award	235

Budget Section

The budget staff assisted all institutions and agencies in the preparation and processing of approximately 375 state operating, state aid and federal budgets. Fiscal note worksheets and applications for non-State funds were edited and audited for the Departmental fiscal officer. All CS 21's were submitted to this office for verification as to availability of funds. This office is also responsible for the accountability and disbursement of petty cash funds for the several staff and operating divisions within the Department. In addition the staff is frequently called upon to complete budgetary projects of a varying nature for the Director of Business Management and the Office of the Commissioner.

Audit Section

Two audits were completed in correctional institutions, two in psychiatric hospitals and two in veterans facilities. The scope of audit was expanded to include an evaluation of fire insurance coverage to make certain that all existing structures and contents are adequately insured. In addition, this section cooperated with the Office of Fiscal Affairs, Division of State Auditing, in a joint effort to see that all agreed-upon recommendations were adhered to, within a reasonable period of time. During fiscal year 1975, nine institutional and one agency post audit conferences were held with OFA and appropriate Departmental representatives.

BUREAU OF COLLECTIONS AND ADJUSTMENTS

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

Total collections for the year ending June 30, 1975 amounted to \$88,253,297.69, approximately \$270,000 less than last year. The 1974 collections included retroactive adjustments totaling \$11,700,000 and for 1975 there were no retroactive adjustments included in the collection figure.

If we had received the 1974 retroactive adjustment, total collections would have been approximately \$6,000,000 more than the preceding year. Receipts from the counties increased approximately \$5,000,000 and most of it is attributable to the increased rates. Collections from private patients

remained about the same; however, recoveries were nearly \$1,500,000 higher. The Medicaid Medical-Surgical program brought in \$9,226,000 of which more than \$7,400,000 represented collections in the schools for the retarded. This increased approximately \$500,000 over last year.

The Chief of the Bureau of Collections and Adjustments continues to attend the County Adjusters' monthly meetings and new legislation as well as new programs are discussed. Attendance at these meetings is important so that we can maintain a good relationship with the counties, secure court orders and collections. The Chief Justice of the State Supreme Court issued a directive during the year mandating the counties to review all commitments to determine whether or not the patient continues to need psychiatric care. These reviews and hearings are very time consuming and in some counties court orders are delinquent thereby affecting collections until the orders are entered.

The Social Security program at the institutions continues to grow. During the past fiscal year we received for patients almost \$5,000,000 of which more than \$1,000,000 was paid to the counties as recoveries. The Social Security program has provided many patients with funds when they leave the hospital.

BUREAU OF DATA PROCESSING

Throughout fiscal year 1975 the Bureau provided regularly scheduled data processing support to the work programs of the various Departmental components, County Welfare Boards and County Food Stamp Offices. Major data processing program applications were:

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

One of the major new systems in development and design stage is the State of Oklahoma Income Maintenance System transferred from that state, and begin converted to comply with the management and fiscal accountability standard established for the administration of public welfare services in New Jersey.

The Mercer County Welfare Board expressed keen interest in the computer concept of the Income Maintenance System and was therefore selected to serve as a pilot test county for that project.

Parallel computer runs of the system will be compared to the manual output of Mercer County for accuracy, establishment of eligibility and all other major requirements.

During December 1974 there was transferred to the Bureau an I.B.M. 360/30 Computer system previously located in the Department of Labor and Industry. Excellent utilization has been made of the additional facilities, with some part of the monthly rental recovered through charges to other state Departments for jobs processed.

BUREAU OF DIETARY, LAUNDRY AND HOUSEHOLD SERVICES

Food Service

Under the shadow of the State's fiscal crisis, the skill of dietitians and food managers was seriously challenged by the need to provide adequate, well-balanced meals at an average daily cost of one dollar per person per day. This allowance provided little more than basic dietary essentials, and, coupled with increasing pressure from the Treasury Department to accept only low cost food items, in the hope of achieving further cost reductions, complaints about institutional meals increased.

The cost of feeding the basic ration increased 9.68 per cent over last year.

Over 5,000 juveniles were eligible for participation in the Child Nutrition Programs. Reimbursements totaled approximately \$312,000 and included reimbursement rates of \$.093 for breakfast, \$.117 for lunch and \$.05 per half pint for additional milk. Food commodities were also received and included canned, fresh and frozen meats; frozen vegetables; flour and cereal products; fats, oils; cheese; orange juice; peanut butter; and dry beans.

Household Services

The need for more complete clothing specifications prompted several meetings with institutional personnel, buyers, clothing manufacturers' representatives, and the Supervisor of Household Services from this Bureau. Clothing requirements were reviewed, and detailed specifications were developed

for knitted underwear and polo shirts. Further study is being conducted by the Purchase Bureau to determine if there will be any savings from bulk buying and stocking of these items in the Distribution Center.

Donations received from various sources included 3,900 children's slacks and 15,000 men's dress and sport shirts. All were new or in good condition and were allocated to institutions that could use the sizes available.

Bedside cabinets, in fair condition, overbed tables, and a large quantity of dish destaining compound were obtained from the Department of Defense surplus stock.

Laundry Service

Problems with laundry service continued, and complaints were received on lack of proper finishing of garments, losses of clothing and linens, and failure to complete laundering as scheduled. Various meetings were held in an effort to solve the problem, which appears to be related to inadequate man hours from inmate work details.

The drying tunnels, purchased for Ancora and Trenton Psychiatric Hospital laundries, have been disappointing, due to the continued purchase of cottons, rather than treated fabrics and synthetics, for which they are designed.

The Leesburg inmate detail, working at the Ancora Psychiatric Hospital laundry, moved into living quarters on the hospital grounds. This arrangement allows more flexibility in work schedules and eliminates the travel time previously required to transport the detail between the two institutions.

BUREAU OF FACILITIES, CONSTRUCTION AND MAINTENANCE

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

The 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	\$2,078,035
1968 BOND ISSUE projects	\$ 902,202
Grand Total	\$2,980,237

BUREAU OF FARM OPERATIONS

The hay barn at Annandale, along with its contents of 26,000 bales of hay and a considerable amount of equipment, was destroyed by fire on August 19. Annandale also lost approximately 29 tons of bedding hay in a fire in their machinery shed on September 1. The storage end of Barn #3 at Leesburg was damaged by fire on June 10, resulting in the loss of approximately five tons of straw.

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

Our Annual Farm and Dairy Meeting was held this year at the E. R. Johnstone Training and Research Center in Bordentown. A group of specialists from Rutgers University presented a series of informative talks and discussions on timely farm topics.

BUREAU OF OFFICE SERVICES

Workloads have increased substantially over the past fiscal year in printing and copying. The composition, graphic arts, supply units and mail center were extremely busy, requiring overtime work in order to keep up with the pace.

In January a new automatic printing system machine was received and, in spite of this addition, the workload is still increasing.

Inflationary costs have again skyrocketed this year along with many shortages or substitutions.

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. Annual statistical information of a social and diagnostic nature were compiled and distributed to Department personnel and other interested parties. Special studies and tabulations covered the following subjects:

1. The total number of patients in each of the schools for the mentally retarded, state psychiatric hospitals, county psychiatric hospitals, and correctional institutions, between the ages of 6 and 29.
2. Data on first and readmissions to state and county psychiatric hospitals by county of residence, selected mental disorders, sex and broad age groups for a specified number of fiscal years.

(Continued on page 16)

DEPARTMENT OF INSTITUTIONS AND AGENCIES
ANNUAL REPORT
Estimated Expenditures for Year Ending June 30, 1975

Administration General

Central Administration	4,254,710	
Interest on Bonds	6,725,242	
Division of Veterans Programs	736,297	
Division of Medical Assistance and Health Services	208,451,138	
Division of Public Welfare	5,079,067	
Division of Youth and Family Services	21,031,969	
State Parole	219,708	
Division of Correction and Parole	4,941,711	
Division of Mental Retardation	10,179,608	
Division of Mental Health and Hospitals	<u>3,708,360</u>	
Total Administration General		265,327,810

Public Welfare Agencies

Commission for Blind & Visually Impaired		4,972,979
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INSTITUTIONS

Division of Veterans Programs

Menlo Soldiers Home	2,076,988	
Vineland Soldiers Home	2,687,176	
N.J. Hospital for Chest Diseases, Glen Gardner	<u>3,220,941</u>	
Total		7,985,105

Division of Correction and Parole

State Prison — Trenton	9,195,521	
State Prison — Rahway	6,648,804	
State Prison — Leesburg	5,496,749	
Youth Correctional Institution, Bordentown	5,246,856	
Youth Reception and Correction Center, Yardville	5,858,565	
Correctional Institution for Women, Clinton	3,235,332	
Youth Correctional Institution, Annandale	4,241,224	
Training School for Boys, Skillman	1,931,830	
Training School for Boys, Jamesburg	3,543,441	
Residential Group Center — Highfields	90,209	
Residential Group Center — Warren	104,550	
Residential Group Center — Ocean	100,860	
Residential Group Center — Turell	<u>108,839</u>	
Total		45,802,780

Division of Mental Retardation

Vineland State School	12,597,124	
North Jersey Training School at Totowa	6,670,406	
Woodbine State School	7,374,696	
New Lisbon State School	6,602,566	
Woodbridge State School	8,742,473	
Hunterdon State School	7,620,369	
E. R. Johnstone Training and Research Center	<u>4,166,228</u>	
Total		53,773,862

Division of Mental Health and Hospitals

Greystone Park Psychiatric Hospital	21,871,611	
Trenton Psychiatric Hospital	19,638,129	
Marlboro Psychiatric Hospital	15,083,524	
Ancora Psychiatric Hospital	12,370,236	
N.J. Neuro-Psychiatric Institute	8,540,635	
A. Brisbane Child Center at Allaire	1,030,051	
Diagnostic Center at Menlo Park	<u>2,352,505</u>	
Total		80,886,691

Total Institutions

188,448,438

STATE AID**Central Administration**

County Tuberculosis Hospitals	14,475	
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Division of Public Welfare

Old Age Assistance	214,748	
General Assistance	24,371,770	
Dependent Children Assistance	150,992,432	
Families of the Working Poor	13,751,539	
Assistance to Supplemental Security Income Recipients	<u>19,638,804</u>	
Total		208,969,293

Division of Youth and Family Services

Child Care	17,588,847	
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Division of Mental Health and Hospitals

County Mental Hospitals	14,113,180	
Community Mental Health Services	<u>6,299,300</u>	
Total		20,412,480

Total State Aid

246,985,095

Total Institutions and Agencies

705,734,322

(Continued from page 13)

3. Publication of booklets "Admissions to State Hospitals During Calendar Year 1972, and Calendar Year 1973, Length of Stay by Service Unit."
4. Average daily population and resident population figures for state and county hospitals, schools for the retarded, soldiers homes, and Glen Gardner by fiscal year.
5. The compilation of special forms dealing with space inventory and projections for space requirement for this Bureau as part of a survey undertaken by the Department of the Treasury.
6. Publication of a booklet listing mental health and hospital computer tabulations and the complete description of each report.
7. The number and percentage of patients at state and county psychiatric hospitals who have been on the books of an institution for six months and longer and twelve months and longer.
8. Compilation of statistics on voluntary vs. committed admissions to Greystone Psychiatric Hospital for fiscal years 1969 through 1974.
9. Publication of a booklet listing computer tabulations and descriptions of mentally retarded data.
10. Figures on admissions to Bordentown Reformatory and Annandale Reformatory by month for calendar years 1956 through 1968.
11. A list of High and Low resident "in institution" counts for all correctional institutions for fiscal years 1970 through 1974.
12. Preparation of tables for all the hospitals for chest diseases covering fiscal years 1965 through 1974—the tables listed average daily resident population and total admissions.
13. Tabulations on first admissions (including transfers) from the Bureau of Field Services and Bureau of Day Training for the schools for the mentally retarded—admissions covered clients who have not been in a school for the mentally retarded. (Data was listed by age and county of commitment.)

14. Publication of the booklet "First and Readmissions State and County Psychiatric Hospitals by County, Municipality of Residence and Service Area, Fiscal Year Ending June 30, 1974."
15. Tables were prepared for patients, clients and inmates under 18 years of age. Data for state and county psychiatric hospitals covered resident population, first and readmissions. Data for the schools for the mentally retarded covered resident population and first admissions and the correctional institutions covered admissions and resident population. (Time period covered fiscal years 1970 through 1974.)

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

Questionnaires were completed for the federal Bureau of the Census and covered information on juvenile detention and correctional facilities, and population movement statistics for persons convicted of a felony as an adult or juvenile offender.

Arrangements were made with the Bureau of Data Processing to develop a new coding system for "Family Care" rates. The coding system was devised to handle patients in licensed homes versus non-licensed homes.

Several meetings were held throughout the year with personnel from the Department of Law and Public Safety and the Correctional Information System regarding the eventual transfer of correction and parole computer tabulations from the Department of Institutions and Agencies to the Department of Law and Public Safety. A by-product of these meetings led to the publication of a manual for editing correctional admission notice reports.

Staff members attended meetings with members from the Division of Mental Health and Hospitals and the Bureau of Data Processing regarding the feasibility of converting the present system of mental health and hospitals' data processing reports to a new system entitled "Multi-State Information System."

DIVISION OF CORRECTION AND PAROLE

WILLIAM H. FAUVER, *Director*

Progress was made within the division this year in bringing about significant changes to provide new and improved services for persons committed to its care. In steps taken toward the eventual closing of the Trenton Prison, which is a major goal of the division, the Prison Reception Unit at Trenton Prison was closed and relocated at the Yardville Reception and Correction Center. In addition, several antiquated housing wings were closed and inmates were transferred to other institutions.

The first small group of 12 males arrived at Clinton at the beginning of the year. This move to a mixed male and female population makes New Jersey the fourth jurisdiction to experiment with such a plan. Similar programs are underway at State Prisons in Massachusetts and Minnesota and at a federal institution in Texas.

In a similar move, the Training School for Girls was closed and 27 girls and 5 cottage officers were transferred to the Training School at Jamesburg early in the year, making it coeducational after 108 years as a male institution.

In the first quarter of the year, a satellite unit of the Leesburg Prison was opened at Ancora Psychiatric Hospital to house 90 residents in full minimum security status.

INSTITUTION POPULATIONS

On June 30, 1975, there were 108 fewer prison residents, 149 more youth correctional residents, 75 more women, and 13 fewer residents in the training schools than there were on June 30, 1974. Among 6,211 residents on June 30, 1975, 53 per cent were in prisons, 37 per cent were in youth correctional institutions, 4 per cent were in the Institution for Women and 6 per cent were in the training schools.

Prisons

Prison admissions in 1975 increase slightly over 1974 from 1,721 to 1,821, a 6 per cent increase. Prison releases increased from 1,282 to 1,347, a 5 per cent increase. The average daily population decreased by 8 per cent, from 3,402 in 1974 to 3,134 in 1975. Compared to five years ago, 1975 prison admissions represented a 41 per cent increase.

Youth Correctional Institutions

Youth correctional admissions were down by 6 per cent from 3,058 in 1974 to 2,860 in 1975. Parole releases decreased from 2,964 to 2,378 in 1975, a 20

per cent decrease. There was a 1 per cent drop in the average daily population from 2,120 in 1974 to 2,098 in 1975. Compared to five years ago, admissions in 1975 have increased by 306, or 12 per cent, and releases have increased by 166, or 8 per cent.

Correctional Institution for Women

Admissions to the Correctional Institution for Women increased from 241 in fiscal 1974 to 305 in 1975, a 26 per cent increase. Some of this increase reflects the unit which was established for male transfers from the prison. However, continuing population increase seems likely as a result of both the increasing number of minimum-maximum terms and the significant number of women receiving consecutive sentences.

Compared to five years ago, 1975 admissions to Clinton increased by 115, or 60 per cent. The average daily population increased by 11 per cent from 184 in 1974 to 204 in 1975. Parole releases decreased from 199 to 174 in 1975, a 13 per cent decrease.

Training Schools

Admission to training schools decreased by 20 per cent, from 428 in 1974 to 341 in 1975, and releases to parole decreased by 25 per cent, from 352 in 1974 to 265 in 1975. The average daily population decreased by 13 per cent, from 398 in 1974 to 345 in 1975.

At the beginning of 1975, the Training School for Girls, Trenton, was phased out and the female residents were moved to the Training School at Jamesburg. Admission of female residents decreased from 64 in fiscal 1974 to 46 in fiscal 1975, a 28 per cent decrease.

Admissions of male residents at Jamesburg decreased from 263 in fiscal 1974 to 224 in fiscal 1975, a 15 per cent decrease. There was also a decline in admissions at Skillman from 101 in fiscal 1974 to 71 in fiscal 1975, a 30 per cent decline.

Inmate Behavior and Morale

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

In the youth correctional institution complex, inmates maintained a generally high level of good behavior during the year despite overcrowding at Bordentown in the last quarter of the year.

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

At the Correctional Institution for Women, inmate discipline and morale was at a positively high level.

Personnel Activities

As part of the continuing effort of the division to upgrade and improve the correctional system, a Supervising Superintendent, Prisons, and a Supervising Superintendent, Youth Correctional Institutions, were appointed. The appointments provide more efficient day-to-day overall supervision of the correctional institutions with the goal of producing uniform policies within the complexes wherever possible.

New Superintendents were appointed at the State Prison, Trenton; the Yardville Reception and Correction Center; the Training School, Jamesburg; the Community Treatment Center, Plainfield; and the Essex Community Service Center, Newark. New Assistant Superintendents assumed duties at Youth Correctional Institutions, Yardville and Annandale, and State Prisons, Trenton and Leesburg. A civilian director assumed responsibility for the Vroom Readjustment Unit and a Chief of the Bureau of State Use Industries was appointed. A former Chief Executive Officer assumed duties in the Division Central Office.

Staff Development Programs

The Correction Officers Training Academy continued to provide meaningful training and staff development programs for the professional and personal growth of employees in state and county correctional positions during the year.

The division training unit provided the basic and advanced (refresher) training of cottage and juvenile officers; initial training experience for all new employees in the division; training in key subject areas such as human relations, minority group awareness and Spanish language and culture; specialized training in such areas as the investigation of the crime scene and handling of evidence, inmate rights and the rights of correctional personnel; specialized training for institutional training officers in instructional techniques and media technology; a wide range of basic and advanced management programs for supervisors and executives; consultation

for county government in the development and assessment of their county corrections training programs; training resources and guidance to all operating units, and the audit of training activities in these same units. During the year, 1,116 correctional personnel were trained by the division in various programs throughout the state.

For the past three years, the bulk of program funds for the training of state and county correctional personnel has been provided by the federal government, via the State Law Enforcement Planning Agency (SLEPA). During fiscal 1975 the State of New Jersey assumed the cost of training personnel who work in state institutions under the Division of Correction and Parole and SLEPA continued to fund county correctional training.

At the beginning of the fiscal year, major training sites were located at Jamesburg, Skillman and the Public Service Institute, Princeton, for in-residency programs. Midway through the fiscal period, all training operations were centralized at what was formerly the school building at the Training School for Girls, Trenton. An official Correction Officers Training Academy was established. Other facilities throughout the state are utilized for weapons training, graduation and specialized course offerings. Field trips are made to observe the courts and parole functions.

A formal evaluation of the division training unit was conducted by Synectics, a Trenton-based consultant group. The evaluators rated the training program as successful and classified New Jersey as being among the leaders in the country in correctional training. In addition, there were audits by Touche Ross, Inc., and by SLEPA. The division training program received highly favorable ratings in both instances. The program was submitted to the national office of LEAA by SLEPA for consideration as an exemplary project.

The Division Training Advisory Council, composed of training officers from the various division correctional institutions, was established and met on a regular basis during the year. The purpose of the council is to consult and make recommendations to the Director of Training and the Division Director on planning, coordination and evaluation of division level training programs. In addition, the council is working toward a consistent approach to training at the institution level.

Treatment Services

In July, 1974, the Special Offenders Groups Treatment Project, or Special Offenders Services (SOS), consolidated the Correctional Drug Programs Support Services, Therapeutic Community in State

Prison, Leesburg, and Direct Treatment Services, into a united effort. To this end, the project received a grant of \$366,798. Later in the year the project was further provided with a grant-in-aid contract for \$110,000 to establish a Community Preparation and Referral Project.

During the fiscal year 1974-1975 a major thrust of SOS was to integrate the staff and activities of the former small SLEPA funded projects with each other and with other state funded aspects of institutional treatment into one rehabilitation effort. Staff was organized under the management of each institution in an attempt to meet institutional treatment requirements as well as the requirements of its own grant. It was felt that reorganization would avoid a fragmented treatment effort and thus result in an increase in treatment services to a greater number of inmates. The staff-inmate ratio as of June 30, 1975 was 1:67, an improvement over the previous staff-inmate ratio of 1:164.

Additional steps taken to improve the deliverance of treatment services include the reassignment of staff to work stations in housing areas rather than in centrally located offices; and the inclusion of SOS staff as equal members on institutional classification committees, adjustment committees, and institutional policymaking bodies.

The Special Offenders Services programs include:

1. Orientation for Newly Received Inmates of the Prison Complex
2. Family Counseling
3. Treatment of Moderately and Mildly Disturbed Inmates
4. Emergency and Crisis Counseling
5. Substance Abuse Treatment Services
6. Pre-release Program

All 510 offenders received into the new Prison Reception Unit at the Youth Reception and Correction Center received a basic orientation to the prison system. Additionally, 644 orientation contacts were made with inmates received into the three state prisons.

The objective of the Family Counseling project is to achieve an active caseload of 30 inmates and their families. During the year 3,411 contacts were made with inmates concerning problems with their families or other significant persons in their lives. In addition, Rahway and Trenton Prisons have assigned staff members to work on weekends so as to have interviews with family members who come to visit the prisons at that time.

With regard to the treatment of moderately and mildly disturbed inmates, there were two significant developments. The treatment team at Leesburg developed a unit program for the special offender group called "Solidarity House." An average of 64

inmates have been participating in this therapeutic environment. In addition, there are eight therapy groups for inmates operating in the three prisons.

Preventive intervention in crisis situations is being provided at the prisons by making counseling staff available a minimum of 12 hours a day.

Substantial continuing coordination with the Division of Narcotic and Drug Abuse Control has been necessary and helpful in establishing a comprehensive substance abuse treatment service delivery system for the 185 inmates who participated in the Alpha-Meta Substance Abuse Program at Leesburg State Prison.

A grant of \$110,000 was awarded to the division by the Division of Narcotic and Drug Abuse Control to administer and develop a Community Preparation and Referral Project. The purpose of the project is to identify and select substance abusers in institutions who can appropriately be placed in alternative community treatment programs. Staff has been assigned to the three prisons with the initial objective of selecting inmates to participate in the program.

Pre-release and furlough programs have been coordinated under the team leader at Rahway Prison, while at Trenton Prison pre-release, furlough, and work release programs are being coordinated by the team leader. In these two institutions, 592 contacts were made concerning furloughs, 241 regarding work release, and 1,437 regarding parole.

The inmate furlough program inaugurated in fiscal 1971 has continued to grow. There were 13,478 unescorted furloughs granted from prisons, youth correctional institutions, the Correctional Institution for Women and Newark House in fiscal 1975 compared to 8,352 unescorted furloughs granted in fiscal 1974 by the same institutions, an increase of 38 per cent. Only 147 inmates, or 1 per cent, violated the rules for furloughs. The prisons, youth correctional institutions, and the Correctional Institution for Women granted 5,422 escorted furloughs during the year. Only 46, or 1 per cent, violated the rules for furloughs.

The monthly average number of inmates participating in the work release program during 1975 was 291. A total of 1,236 inmates participated in the program during the year. These figures represent decreases of 19 per cent and 17 per cent respectively from figures for 1974. The drop in work release participation was due to a decrease in available jobs and coincided with the recession experienced in the national economy during the year.

Residential Group Centers

The four residential group centers at Highfields, Warren, Ocean and Turrell admitted a total of 218

boys and girls during fiscal 1975, compared to 204 during fiscal 1974. There was an increase of 27 admissions to male group centers, while Turrell experienced a decrease of six admissions.

Nineteen juvenile courts made use of the program during the year and there was an increase in the use of the program by 12 counties.

One hundred and seventy-four residents were released from male group centers. Of this total, 15 residents, or 27 per cent, failed to complete the program and 109, or 73 per cent, were returned to probationary status. At Turrell, 29, or 64 per cent, completed the program and 16, or 36 per cent, failed or were unsuitable because of medical or psychiatric reasons.

A study of 66 residents who were released on probationary status has resulted in the following evaluation: After 12 months in the community, 49 per cent of the returnees did not appear before the court again, 33 per cent were arrested on one occasion, and 18 per cent appeared before the court on two occasions. Of the 66 cases, only seven, or 11 per cent, were committed to a youth correctional institution.

The average resident of a residential group center has been involved in an offense against another person, is from an urban area, has completed the ninth grade, comes from a one parent family wherein the breadwinner is in a blue collar occupation, and is 16.6 years of age. The ethnic identity remains equally

represented in the residential group center population.

BUREAU OF PAROLE

The SLEPA grant providing for specialized caseload supervision of narcotic-related caseloads was phased out due to lack of state funding to continue with this project. However, SLEPA approval was granted for a Community Resource Specialist Project. The project, totaling approximately \$70,000, will provide for the development of all existing community resources within each of the nine district offices to provide a maximum of assistance and benefit to parolees. The grant arranges for money to purchase basic emergency services as well as for the purchase of educational and vocational services.

SLEPA assistance continues for the Volunteers in Parole program composed of over 200 lawyers who assume supervision of selected parolees on a one-to-one basis as well as for a limited program to provide reorientation services for those persons released from institutions at the expiration of sentence without a parole provision.

Caseloads continue with a consistent decline in number; however, the increases in institutional population will be reflected in fiscal year 1976 by an anticipated sharp rise in parole releases.

Caseloads

Year Ending	Cases Under Supervision in New Jersey	Numerical Changes	Percentage Change Over Fiscal Year
6-30-70	5,762	411	7.7%
6-30-71	6,190	428	7.4%
6-30-72	7,323	1,133	18.3%
6-30-73	8,161	838	11.4%
6-30-74	8,025	-136	-1.7%
6-30-75	7,378	-647	-8.1%

A compilation of the earnings of 11,186 parolees under supervision during calendar year 1974 showed earnings of \$20,659,073, an increase of \$594,492 over 1973.

As the result of a directive from the Commissioner, approval was given for the supervision of parolees by parole officers of either sex.

A Hot-Line telephone service was created at the Parole Resource Office and Orientation Facility (PROOF) in Jersey City, permitting phone calls to

be made at any hour of the day or night, seven days a week, to the facility by parolees anywhere in the state and by law enforcement agencies in need of information or advice.

BUREAU OF STATE USE INDUSTRIES

State Use Industries operated 20 separate shops accommodating 23 different types of industries in seven institutions. The shops were staffed by State

Use personnel who supervised an inmate work force for 506 full time jobs. The average rate of turnover for all industries in the prison and youth correctional complexes and the Correctional Institution for Women was 4.5 inmates per job per year, down from last year's figure of 5.5.

Total wages paid to inmates were \$107,987 compared to last year's \$106,614. Total equipment purchased during the year amounted to \$47,929. Sales volume was \$3,386,433 or approximately 23 per cent more than last year's \$2,752,384. Distribution of sales was 47 per cent to the Department of Institutions and Agencies, 37 per cent to other state departments, and 16 per cent to counties and municipalities.

For the past year, State Use Industries has been developing an experimental pilot project in the printing industry at Trenton Prison. The objective of the project is to stabilize this work assignment and minimize turnover. A key motivational provision of the project is the substitution of the hourly rate of pay for the regular daily wage scale. This project is being expanded to the remaining State Use Industries at the Trenton Prison beginning in July 1975.

BUREAU OF PROGRAMS

The Bureau of Programs promulgated a total of 170 new and revised pages of division standards and administrative memoranda during the past fiscal year.

New standards and administrative memoranda promulgated to the division institutions during the fiscal year were developed in 18 areas: *Inmates Rights and Responsibilities, Access to Courts, Access to Legal Services, Access to Legal Materials; Payment of Fines by Parolees; New Jersey Conflicts of Interest Law; Policy re: Compensatory Time Off For Employees in the "NL" Category; Inmates' Personal Savings Accounts; Volunteers in Parole Program; Distribution of Money and Personal Belongings of Deceased Inmates; Time Off Benefits for Physicians; Use of Polygraph With Juveniles; Unescorted and Escorted Furloughs for Training Schools for Juveniles; Representation of State Employees When Accused of Disorderly Persons or Criminal Charges for Acts Occurring Within Their Scope of Employment; Patient Profile Record System for Prescribed Drugs; Operational Unit Psychological Services Programs; and Unescorted Furloughs General Statements.*

A total of 31 revisions were made in 25 areas during the fiscal year. The *Discipline and Furlough Standards* were completely revised and were increased in length by 36 and 18 pages respectively. Standards revised and promulgated include: *Inmate Discipline*

Programs, Publication of Rules; Adjustment Team or Unit, On-the-Spot Corrections, Adjustment Committee or Hearing Officer, Detention Program, Administrative Segregation, Administrative Segregation-Special Restriction of Privileges; Inmate Wages; Medical Care: Payments for Expenses in Civil Act Suits; Procedures for Adult Extradition; Reporting Violations of Criminal Statutes; Employment of Non-Licensed Physicians; Apprehension of Arsonists; Distribution of Money and Personal Belongings of Deceased Inmates; Disposition of Grievances; Grievance Procedure Steps; Unescorted Furloughs, Escorted Furloughs Emergency Communication; and the Administrative Plan Program Code was updated.

The New Jersey Supreme Court has essentially endorsed and established as law the current policies and procedures contained in the division's revised *Standards on Discipline.*

Work is proceeding on the development of new Standards in the areas of: *Religion; Classification; Study Release; Security Searches in Institutions; Frisking Inmates.* Revision of Standards is being made in the following areas: *Work Release; Correspondence, Visits and Telephones; Food Service; Two Way Transfers, Jurisdictional Transfers; Duration of Sentences.*

BUREAU OF OPERATIONS

During the year, the Bureau of Operations completed its primary task of inspecting the following types of facilities:

State institutions	10
County jails	27
Juvenile detention facilities	18
Residential group centers	4
Community treatment centers	3
Service centers	2
Municipal lockups	290

The areas examined during the course of inspections included inmate rights, health, treatment, safety, training, education and rehabilitative programs. Evaluations were made of detention equipment, security procedures and devices, sanitation, housekeeping, emergency procedures, discipline, staffing patterns, training and personal appearance of officers.

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, discipline, food service, housekeeping and sanitation, personal hygiene, correspondence and visits, work release, recreation and leisure time activities, and

maintenance. 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 with the requirement that immediate corrective action be taken when practicable.

During the final quarter of the year, the Intra-State Transportation Project was instituted to coordinate the transportation of inmates to court from the Youth Reception and Correction Center, Yardville, the Youth Correctional Institution, Bordentown, and Trenton State Prison. A Bureau of Operations representative contacts each institution daily a list of the writs for the following day is obtained. Trips to common counties are combined to make more efficient use of manpower and vehicles. In the first three months of operation, the project resulted in savings in the amount of \$13,587.

As a result of a meeting between representatives of the bureau and the Director of Toll Collection, New Jersey Turnpike, free passage is now permitted to all state correction vehicles bearing the proper markings. This change permits the rapid uninterrupted transportation of inmates, by the most direct route, to the 21 county courts.

The bureau drafted and prepared minimum standards for the operation and maintenance of county jails. These standards were reviewed by representatives of the New Jersey Sheriffs' Association and the New Jersey County Jail Wardens' Association.

In accordance with Chapter 372, Public Laws of 1968, the bureau provided consultative services to all 21 counties of New Jersey. Nineteen counties have implemented work release programs. A total of 1,173 inmates participated in the County Work Release Program resulting in a total earnings of \$1,170,809. The County Work Release Program has proven to be a success and every effort is being made to encourage participation in the program by all of the counties in New Jersey.

BUREAU OF COMMUNITY SERVICES

Union Community Treatment Center

A total of 44 referrals for placement in the Union Center were made by the court during the year, of which 22 were accepted for residential services.

Residents participate in group counseling three times weekly and informal individual counseling twice weekly. During the year, a total of 160 individual, 87 group, and 46 family counseling sessions were held. A total of 105 individual and 40 group-tutorial sessions were held during the past year.

Recreational activities included swimming and basketball at the YMCA, horseback riding, roller

skating, bowling, pocket billiards, ping-pong, plays, and movies. A video taping program has been implemented by staff in an effort to encourage the residents to become involved in the technical aspects of audio-visual aids and mass media. Several residents have become enthused and wish to continue their involvement in this area.

Paterson Community Treatment Center

During the year, a total of 15 residents and 63 non-residents participated in the Paterson Center program. Twenty-six resident referrals were made by the court, of which 17 were accepted.

A school setting was established in the facility under the auspices of the Board of Education, for juveniles who could not otherwise maintain themselves in a public school classroom setting. Throughout the school year, 16 juveniles were enrolled, three of whom graduated with elementary school diplomas.

Educational and recreational services were provided for local residents on a drop-in basis. Some 25 juveniles participated in various activities throughout the year.

A staff training program, using a consultant from Paterson's Clinic for Mental Health Services, was approved by SLEPA in May. The training sessions began in June.

Camden Community Treatment Center

During fiscal 1975, a total of 73 youths had service contacts with the center. This total represents 51 new admissions received from the court during the year, and 22 graduates of the program participating on a non-residential basis. Of the 51 new admissions, 31 successfully completed the program while seven were returned to the court for failure to adjust to the program. Eighteen past participants in the program dropped in voluntarily for services.

During the year, staff conducted 233 group counseling sessions and numerous individual counseling sessions on a daily basis. Residents attended off-Broadway plays, participated in karate, attended family-staff recreational outings and participated in the National Explorer Scout Olympics.

Newark House Community Service Center

During the last year, a total of 260 men were interviewed for the program with 112 being accepted for residency. Eighty-two men have been released on parole or at the expiration of their sentences and 15 were returned to their parent institutions for a variety of reasons.

Fifty-six men were employed through the efforts of the vocational counselor and 64 had secured employment (through their own efforts) prior to

coming to the center.

There have been approximately 100 group counseling sessions and over 1,000 individual counseling sessions. One aspect of the program which has proven to be most rewarding has been the open visit policy. Family counseling sessions have been held on a regular basis. These sessions help families to understand their problems and develop a closer relationship with the resident.

OTHER DIVISION ACTIVITIES

A new program designated "Yardfields," designed along the lines of the successful "Highfields" project, became operational during the year with four Mercer

County probationers at Knight Farm, West Trenton. The non-residential training and skills center accepts youngsters between the ages of 14 and 16 in need of help and supervision. Yardfields operates with the cooperation of the Mercer County Juvenile Court, the Mercer County Probation Department and the Yardville Correction Center. The average length of stay in the program is four months.

A new Inmate Legal Services program was established at Rahway State Prison by the Correctional Reform Committee of the New Jersey State Bar Association. Under this program, attorneys provide free legal representation to indigent inmates in any matters not handled by the Office of the Public Defender, the Office of Inmate Advocacy or Office of Equal Opportunity projects.

DIVISION OF MEDICAL ASSISTANCE AND HEALTH SERVICES

GERALD J. REILLY, Director

OVERVIEW

The fiscal year began with the implementation of a budget that realistically reflected the needs of the division in its administration of the Medicaid program. Program progress included the conditional approval by the federal government of the ambitious \$54 million Newark Comprehensive Health Services Plan, the addition of a new Social Services Unit to provide placement and ombudsman services on behalf of nursing home patients and optimism that the various problems inherent in the Supplemental Security Income and the federally mandated Early and Periodic Screening, Diagnosis and Treatment (EPSDT) programs would find resolution in the year to come.

By mid-fiscal year, this picture changed considerably with the announcement of a \$52 million reduction in the next fiscal year's Medicaid budget. Throughout the latter part of the year, intensive efforts were made to determine the most feasible and effective methods for reducing program costs, with particular emphasis on high-volume hospital services and increased attention to the availability of other insurance coverage and patients' own resources, as well as ongoing surveillance to recover any improper payments.

While the division was concentrating on its cost-cutting efforts, effects of investigations of nursing homes and laboratory services in New York spilled

over into New Jersey. Before the year was over, the Medicaid program was investigated by the State Commission of Investigation, the Department of the Public Advocate, the Department of the Treasury and the State Senate (Fay Commission), among others. As a result, division personnel were inundated by requests for information needed by the various investigating teams and by the news media as well.

At the close of the fiscal year many aged Medicaid recipients lost their medical benefits as a direct result of Social Security payment increases enacted by Congress which placed the income of these persons over the eligibility standard. The division received a barrage of complaints from many quarters, mainly from recipients expressing outrage and frustration over what they considered arbitrary denial of their essential medical benefits. Steps were taken to bring this problem to the attention of state and federal legislators, and by year's end a bill (S. 2031) had been introduced in the U.S. Senate to protect medical benefits when new Social Security increases are enacted.

Despite these and other problems, significant progress was made in certain areas during the year: The N.J. State Health Services Corporation was formed to manage the Newark Comprehensive Health Services Plan; the EPSDT program made significant strides with computerization of reports,

improved liaison with other affected agencies and in continuing to meet various federal compliance issues; and progress was made in efforts to computerize the nursing home cost study report system.

Staff Development and Training

Newly appointed staff were provided with induction training, with the majority of the 121 new people assuming positions of Social Worker and Regional Staff Nurse. All staff in management positions continue to participate in the Department Development Series. Thirty-three attended. In addition, arrangements were made for seven Bureau Chiefs to attend the Basic or Follow-up Executive Seminar.

This past year, enhancing the preparation of staff in the Bureau of Long Term Care was an important focus. Training programs included working with confused and disoriented elderly patients in nursing home; training techniques that would be instituted by nursing home staff to deal with incontinence; discharge planning; alternative care through use of community resources; and understanding the needs of the dying patient.

Training Division staff and Direct Services staff for implementation of the Child Health Screening Program (EPSDT) was also given priority. Program supervisors and social services staff of northern and middle counties were reached through a system of two way closed-circuit television (MRC-TV) beamed from the World Trade Center in New York to Newark, New Brunswick, Linden and Hackensack.

Following institution of the sub-system to implement the EPSDT Program, a Training Specialist was appointed to continue preparation of Outreach Workers assigned by County Welfare Boards to carry out specified tasks in support of the EPSDT sub-system.

ADMINISTRATIVE SERVICES BUREAU OF CLAIMS AND ACCOUNTS

The bureau held orientation sessions with 54 individual nursing facilities which were experiencing problems with their Medicaid billing procedures. This service is provided to existing facilities on request, but is automatically given to each new facility entering the program.

As of November, 1974, the Audit Section was separated from the bureau in a reorganization of the division, and the report of this section follows below.

The bureau continued to prepare the monthly statement of receipts and disbursements, and includes the statement for the fiscal year.

AUDIT SECTION

Bureau auditors completed 63 nursing facility audits during the fiscal year which resulted in recoveries totaling \$710,500. There were also 30 audits initiated during the year which were in various stages of completion by year's end. It was estimated that recoveries in all would total \$1 million with inclusion of pending audits.

During the second half of the year, the Audit Section for the first time participated in Legal Action Committee meetings for the purpose of referring questionable nursing facility audit reports to the Attorney General's office through the committee for possible civil or criminal action. One such referral during the year resulted in an indictment of the owners of a nursing facility and their accountant as well.

All 230 participating nursing facilities received cost studies by mail for the purpose of reporting essential data to the division to establish their per diem rates. By the end of the year, rates had been established for 219 facilities. In cooperation with the Data Processing Coordinator, the Audit Section instituted a program of coding informational and financial data from the cost studies into a computer. The subsequent printouts will provide auditors with assistance in statistical analysis as well as evaluations of facilities reporting high costs.

BUREAU OF HEALTH STATISTICS AND ECONOMICS

During the year, the Bureau of Health Statistics and Economics continued to prepare various required reports, including statistics for the Monthly Statistical Report and required federal statistical reports.

The bureau also prepared studies, including *Selected Aspects of a Medically Needy Program in New Jersey for FY 1976 and FY 1977*; a cost benefit analysis of Medicaid's quality control procedures, and an analysis of the effect of maintenance of effort regulations. In addition, bureau staff assisted in the development of division budget estimates, reviewed several proposed senate bills with emphasis on the fiscal impact on Medicaid, and prepared numerous studies for division staff and other public, as well as private, agencies.

During fiscal year 1975 the total number of persons on the Medicaid eligibility file increased by 55,637, or 9.7 per cent, to a total of 629,009. The addition of 21,800 persons to the FADC rolls accounted for 39 per cent of that increase. The SSI related categories (OAA, DA and AB) increased by 26,600 persons.

Expenditures during fiscal year 1975 totaled \$379,046, of which 24.7 per cent was for hospital inpatient services, 9.0 per cent for mental hospitals,

and 30.4 per cent for nursing facility services. Nearly 40 per cent of Medicaid expenditures were for OAA eligibles who comprise approximately 10 per cent of all Medicaid eligibles.

An average of 274,939 persons received medical services each month. Utilization ratios were highest for the CR, OAA and MAA categories; 74.8 per cent for CR, 65.1 per cent for MAA, and 61.8 per cent for OAA. The utilization ratio for all eligibles was 45.1 per cent.

Average monthly expenditures per eligible and per recipient were \$51.95 and \$115.09, respectively. Average monthly expenditure per recipient was lowest in the child-related categories; \$65.89 per AFDC recipient and \$62.13 per AFWP recipient.

The following table presents data reflecting eligibility, expenditures, and utilization.

DATA PROCESSING SECTION

A system was developed in the latter part of 1974 in conjunction with Blue Cross and the Division of Public Welfare to extend the eligibility of certain working poor families for a period of four months to conform to federal regulations.

Also, in a related area, microfiche of the SSI population has been designed, produced and distributed on a regular basis to the Local Medical Assistance Units and the county welfare boards.

Because of increased emphasis on the EPSDT Program during the past 12 months, a great amount of time was spent in meetings among staff members, Prudential and the federal government. Policies were developed that led to a completely automated EPSDT system by Prudential, which was implemented in February 1975. This system is constantly being reviewed and updated to incorporate the latest changes and innovations available.

A revised system of Medicaid quality control testing was developed in conjunction with public welfare and federal officials through which eligibility will be checked by randomly picking paid medical claims. This operation was previously performed by sampling the Medicaid eligibility file.

MEDICAL SECTION BUREAU OF PROFESSIONAL AND TECHNICAL SERVICES

During the fiscal year, no additional provider groups were added to the program. The last addition, Chiropractic Services, which was implemented on January 1, 1974, has functioned well and has become an established program service with participation of about 50 per cent of the state-licensed chiropractic physicians.

A major policy change in the podiatry program

was initiated with the removal of the requirement for prior authorization for podiatry services with the exception of arch supports and molded shoes.

In the dental section, a policy was adopted whereby dentures would not be replaced within a three-year period. This policy change resulted in a reduction of dental dollars spent for dentures from 34 per cent to about 26 per cent of total dental expenditures.

The pharmacy section was closely involved in initiating a pilot project at the Vineland State School utilizing the "unit dose system," and preliminary reports were most favorable. The N.J. Pharmaceutical Association-Medicaid Peer Review Committee continued to meet monthly. As a result of the committee's activities, many pharmacy providers servicing nursing facility patients who did not comply with program regulations were brought into compliance. In addition, \$30,000 was recovered in certain overcharges realized as a result of non-compliance.

The vision care section continued to render prior authorization for non-routine requests and to maintain ongoing utilization review of approved claims. Inquiries were made during the year to recipients to determine the authenticity of such requests as submitted by providers and also to elicit the recipients' evaluation of services received.

During the year, a Child Health Advisory Committee was created to advise, counsel and recommend ways and means to provide needed services to the under 21 Medicaid population through providers and provider groups. Membership on the committee includes medical and osteopathic representation for pediatricians, family physicians and general practitioners in private, group or clinic practice and with hospital and teaching affiliations.

A Hospital Technical Advisory Committee has also been reactivated. As the need becomes apparent, other technical advisory committees will be set up to assume their functions related to the health services program.

BUREAU OF CHILD HEALTH SERVICES

The major emphasis of the Bureau of Child Health Services was on continued refinement and implementation of the Early and Periodic Screening, Diagnosis and Treatment (EPSDT) program. As a result of a successful audit by the Department of Health, Education and Welfare, New Jersey's program was found in compliance with federal requirements.

An EPSDT Advisory Committee consisting of providers, consumers and involved agency representatives was established. The committee's purpose

is to provide advice and information to the division to assist in making policy and administrative decisions regarding the EPSDT program.

The committee is composed of 20 public members representing five providers, five Medicaid consumers, five child advocate agencies, and five other individuals who have professional and line experience relative to child welfare. Six additional members represent state and county agencies which are related to the EPSDT program.

Among the significant accomplishments of the EPSDT program during the year was the development of a complete computer subsystem for statistical reporting, tracking and monitoring the children screened, referred and receiving services as a result of referral. As a result of this system, 108,000 apparent underutilizer children were identified and contacted through appropriate social service agency offices at the field or local level.

In addition, the bureau staff continued to work closely with staffs of other state agencies in an effort to resolve problems of mutual concern and to reduce fragmentation of services. Of particular note is the cooperative effort with the state Department of Education, Division of Curriculum and Instruction, in which a school health survey was initiated to determine the qualitative aspects of school health programs and whether they are equivalent to EPSDT requirements. At year's end the survey was in progress.

BUREAU OF LONG TERM CARE

The Bureau of Long Term Care average patient caseload increased from 15,000 to 16,800 during the year. Staff made 45,600 assessments of level of care required by nursing facility patients. Of these, about 12 per cent required skilled nursing care, 60 per cent required intermediate care-medical, and 25 per cent intermediate care—non-medical.

The other 3 per cent includes another five levels of care recommended by the Medical Review Team—in a general hospital, in a mental hospital, in an institution for the mentally retarded, in a rehabilitation center, and at home or other place of residence with or without home health care services or other support services necessary for alternate care outside a long term care facility.

Periodic medical review visits numbered 262, and off-hour visits began at the end of the fiscal year to evaluate the quality of care at unannounced times during evenings and weekends.

Bureau staff, in conjunction with medical consultants, continued to participate in in-service programs for various nursing facilities in an effort to upgrade and improve patient care. There were over

50 such programs on restorative nursing care, including bowel-and-bladder retraining, reality orientation and remotivation as well as sessions to improve nursing records and documentation.

BUREAU OF MENTAL HEALTH SERVICES

During the year a system of modified prior authorizations for reimbursement for inpatient psychiatric treatment was instituted. Requests for prior authorizations for courses of outpatient psychotherapy increased by 51.4 per cent over fiscal year 1974 to 3,832. Of these, 3,357 (87.6 per cent) were by private practitioners and 475 (12.4 per cent) were by clinics. The clinics represented a 5 per cent increase.

At the end of the fiscal year, active providers of Medicaid mental health services numbered 439 private psychiatrists, 379 psychologists and 52 clinics.

MEDICAL CARE ADMINISTRATION

As a direct result of the Department of Health, Education and Welfare's enforcement of Life Safety Code standards, five nursing facility providers were dropped from the Medicaid program during the year because they could not meet the physical requirements. This resulted in the loss of 191 beds for Medicaid patients and worsened a growing Medicaid bed shortage in the state. By year's end, reports indicated that the shortage was critical and was manifested by long waiting periods for placements and dislocation of patients from their areas of residence to those areas where beds were available. The bed shortage was attributable mainly to economic factors centering on the Medicaid per diem reimbursements.

Other activities of note centered on program innovations such as development of a partial hospitalization program, revised rates for independent outpatient mental health clinics, review of Medicaid participation in public and private facilities for the mentally retarded and other program revisions to meet changing demands and concepts.

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

Liaison continued with other agencies in the ongoing effort to resolve issues of mutual concern through meetings with the Social Security Administration staff, among others, to overcome programming anomalies in the Supplemental Security Income (SSI) program.

BUREAU OF LOCAL ADMINISTRATION

The Local Medical Assistance Units (LMAUs) throughout the state continued to serve as the focal points for recipients and providers. This year, the LMAUs saw heavy increases in their workloads and the volume of direct contacts with recipients and providers growing out of the SSI program; the expansion into social services, including nursing facility placement and ombudsman functions with the creation of the Social Services Unit; continued involvement in the establishment of EPSDT resource files and enlisting provider participation in EPSDT, and increased public information activity.

The bureau was confronted with many new problems brought about by the job freeze, the critical shortage of nursing facility beds, SSI problems including numerous complaints received locally and centrally from those whose eligibility was terminated due to Social Security increases, in addition to the continuing responsibility for issuing SSI-Medicaid Eligibility cards.

BUREAU OF MEDICAL CARE SURVEILLANCE

During the year the bureau registered 1,076 cases for investigation and completed 950. Recoveries totaled \$1,333,902, more than \$200,000 above last year's figure. During fiscal 1975, the Division of Legal Action Committee referred 21 potential fraud cases to the Attorney General's office for processing. Nine providers were suspended from the program for submitting false and improper claims.

The bureau continued its efforts to discover pro-

viders with questionable billing patterns, with special emphasis on high volume practices. Reviews and audits were conducted of physicians, group practices, recipient overutilization, hospital services and contractor performance. In addition, the bureau, in conjunction with the staff of the State Commission of Investigation, focused attention on irregularities in independent laboratory services that resulted in revised administrative controls.

During the year 620 letters were issued to various county welfare boards relating to questionable eligibility situations involving recipients' employment, residency and other health insurance matters. The volume of these communications increased by nearly 70 per cent in this reporting period.

The contractors (Prudential Insurance Company and Blue Cross) reported that due to their claims processing system of identifying recipients with medical insurance, a savings of \$8,213,588 was realized, representing an increase of about 60 per cent over last year. Contractors also reported a total savings of \$2,781,409 through the claims review system. This figure is more than double the amount reported last year.

PROCEDURES DEVELOPMENT AND COMMUNICATIONS UNIT

In addition to preparing and distributing numerous division communications this year, the unit developed the 170-page Physicians' Fee Schedule, an updated bilingual Medicaid informational flier and an inventory of all computer printouts for use of staff.

DIVISION OF MENTAL HEALTH AND HOSPITALS

MICHAEL ROTOV, M.D., *Director*

INTRODUCTION

While the next fiscal year is expected to produce significant and exciting changes in the mental health system of the state of New Jersey, the past fiscal year was a year-long defensive battle for the division which underwent one of the most virulent public attacks in its often stormy existence; it also lost two of its institutions—the Neuro-Psychiatric Institute and the Diagnostic Center at Menlo Park, fought a battle for accreditation of several of its hospitals by the Joint Commission on Accreditation of Hospitals, and had to curtail some of its other programs to cope with the overall fiscal crisis that beset the state.

In spite of the many drawbacks and problems

faced during the year, there were positive benefits accruing to patients from various sources. For one, the transfer of the Neuro-Psychiatric Institute to the Division of Mental Retardation was expected to have a beneficial effect by allowing the shift of retardates currently in the state hospital system to the Institute for specialized treatment, thus freeing the psychiatric staff of the hospitals for more intensive therapeutic work with the mental patients.

Another milestone was the passage of a strongly-worded Patients' Bill of Rights which reinforced the Mental Health Act of 1965 which had been a landmark bill a decade ago when it first outlined

patients' rights and eradicated from the archaic laws of the state the offensive terminology of "insane" and "lunatic." The 1975 Patients' Bill of Rights now spells out in considerable detail the fact that the individual patient is entitled to those civil rights guaranteed him by the federal and state constitutions.

In addition, the New Jersey Supreme Court ordered a judicial review of all involuntarily committed patients at the various hospitals. An arduous and time-consuming job, it brought to public attention a variety of factors: that prolonged hospitalization can lead to institutionalization of the patient thus reinforcing the need for rehabilitative and normalization programs to prepare the patient for return to the community. It also highlighted the fact that some community resources are not yet fully mobilized to cope with all variations of severe psychotic disorder. Judicial review will continue on an ongoing basis and this should foster greater understanding in the long run of the severe problems which must be coped with and eventually should help to educate the public to the need for constructive and responsible reform.

There was slow but steady progress in improving interaction with community agencies and resources. Greystone Park Psychiatric Hospital has been working with community link-up groups and cooperating with community mental health centers and agencies in its catchment area for several years, and this year, with an infusion of funds from Title XX of the Social Security Act, began to develop highly constructive cooperative programs leading to discharge of selected patients to community living situations.

There are signs now that significant changes are pending for the neglected area of mental health. Social and political factors are at work which are expected to revitalize the system and enable it to carry out its larger mandate as mental health authority for the state of New Jersey.

In December 1974, Commissioner Klein and Dr. Rotov outlined their objectives for improvement of patient care in the psychiatric hospitals. It was noted that patients for far too long have been at the very bottom of an authoritarian structure which had ostensibly been created for their special benefit. Important though adequate funding may be, improvements in the structure were not only possible without additional funds, the Commissioner pointed out, but also imperative if the therapeutic milieu were to be improved.

The changes recommended encompassed the following points:

... Amplification of the team concept, bringing all personnel into the treatment plan with full participation and no distinction, and including the patient in

the planning process.

... Major improvement in the status of the patient, ensuring more personal dignity, better environmental conditions, and breaking down the rigid barriers which have kept the patient in a subservient role.

... Provision of a more open hospital system by seeking liaison with local authorities and community agencies so that the public will have a better opportunity to observe the hospital, and thus be aware of the problems they face and the efforts they are making to solve them.

Also, during the past year, a patients' advocate, or ombudsman, was appointed. While her efforts were viewed defensively at first on some levels, the sensitivity and awareness displayed brought a new perspective which resulted in gains for all the hospitals.

General

At the close of the fiscal year the smallest of the division's five psychiatric hospitals, the Neuro-Psychiatric Institute, which had just received accreditation by the Joint Commission on Accreditation of Hospitals for the first time in its history, was transferred to the Division of Mental Retardation. In late 1974, the Commissioner decided on a change in view of the high percentage of retardates already in residence at NPI and the pressing need for a facility within the Division of Mental Retardation to which other psychiatric hospitals could transfer the mentally retarded who had been committed to the mental hospital system.

The transfer is expected to have dual benefits: the mentally retarded will now have programs designed to meet their specific handicaps, while the hospitals will be able to devote more time to the mentally ill who are their prime responsibility.

The division also lost another institution, the Diagnostic Center at Menlo Park, which had been serving the courts of the state for more than twenty-five years as a referral source for children and adolescents. The move was dictated by the severe fiscal crisis in which the state found itself as the end of the fiscal year approached. In view of the fact that psychiatric evaluation of troubled children is being handled more and more at the county or community level, it was felt at the current time that the Diagnostic Center could more easily be sacrificed than any of the other programs.

One of the great disappointments of the year was the failure of Greystone Park Psychiatric Hospital and Trenton Psychiatric Hospital to receive accreditation by the Joint Commission on Accreditation of Hospitals. Appeals were made and resurveys held for both with no success, despite extraordinary efforts by the hospitals working with division staff and other

members of the Department, along with additional funding to correct some of the deficiencies. Ancora Psychiatric Hospital, which was also surveyed, received provisional accreditation and will be re-surveyed in the next calendar year.

Several vulnerable areas have contributed to the hospitals' difficulties and are related to funding. The hospitals' physical plants in general are antiquated and lack such modern amenities as provisions for privacy. An even more serious problem is the inability to meet structural requirements of the Life Safety Code. Another difficulty cited by surveyors is the lack of adequate staff to provide the quality of program deemed essential by the accrediting agency.

Community Mental Health Services

During the fiscal year, the two state community mental health bureaus were reorganized into a single Office of Community Mental Health Services, in order to develop, expand and coordinate new and existing community mental health projects to facilitate the deinstitutionalization of patients in state and county psychiatric hospitals. Through the cooperative efforts of participating agencies, county mental health boards and county mental health administrators, the fiscal year 1976 Community Mental Health Services Act Program was designed to include 74 participating agencies receiving state support for 239 programs of service involving \$7.5-million of state monies. This includes eleven new basic elements of service and three new aftercare projects. The goal of funding all five basic elements of service, as well as aftercare services has thus been reached.

The state's 23rd community mental health center became operative under the sponsorship of Beth Israel Hospital in Newark. Known as the Community Mental Health Center, South Newark and Irvington, its operations now provide the entire city of Newark with a mental health program in each of its three service areas.

The state's 23 operating centers provided service to 40,600 during the 1975 fiscal year.

In their efforts to develop more effective evaluation instruments for center programs, the central office of the National Institute of Mental Health has repeatedly called upon New Jersey's assistance in development of a more meaningful system. One of the office's assistant coordinators participated in a national committee to design such a system and is now serving as a consultant for both the central and regional offices of NIMH, as well as handling direct inquiries from other states.

County mental health boards in Atlantic and Morris Counties have received approval from their Boards of Freeholders for the appointment of County

Mental Health Administrators. This brings the total of 15 mental health administrators in New Jersey's most populous counties, areas with the highest risk factors in regard to mental illness.

Following four regional workshops involving projects participating in the state Grant-in-Aid Program, a significant change in procedure of payment to recipients was devised at the Department's central office. Beginning with the new fiscal year each project is eligible to receive advance payments of their state allocations.

Working with the state Health Department, the Office of Community Mental Health Services was able to establish a less cumbersome procedure for granting approval to mental health projects for Certificates of Need which are required for all new construction and major changes.

In brief summary, at the end of the 1975 fiscal year, New Jersey had approval of 41 community mental health center grants, 18 construction grants and 23 staffing grants. These 41 grants have been made to 20 service areas where need is most critical and these centers now serve 41 per cent of the state's population.

Other significant factors include the following:

.... Of the five top areas most in need, four have centers in operation.

.... Nine of the 16 areas designated by the National Institute of Mental Health as poverty areas have operating centers. In addition, these nine centers have received a total of 18 staffing and/or construction grants.

.... The state has been awarded \$44-million in grants to community mental health at the end of 1974. The current 23 centers over a period of eight years (the grant period) will have brought \$95-million to the state.

.... New Jersey itself has contributed \$32-million to community mental health services in the period of 1964-1974. In terms of construction funds, the state exceeds the federal contribution by 19 per cent, having contributed over \$11-million in contrast to the federal contribution of \$7-million.

.... Of the eight federally designated Model Cities in New Jersey, seven are currently served by community mental health centers.

DEVELOPMENTS UNDER TITLE XX

During the fiscal year, the New Jersey Comprehensive Social Services Plan for 1976 was developed in accordance with the requirements of the recently enacted amendments to the Social Security Act, the Social Service Amendments of 1974, Service Programs for Individuals and Families: Title XX. The primary purpose of the planning was to identify all social services provided or supervised by the state,

showing funding sources, numbers and types of persons served, and specific mechanisms of delivery in order to provide a much needed perspective on the existing delivery system and permit planning for expansion of services.

Priority is given in the plan to community-based services covering the following objectives:

1. Alternatives to institutional living.
2. Services to prevent and treat neglect, abuse and exploitation of children.
3. Services for the aged.
4. Development of day care for children.
5. Family planning.

In the division, these priorities were met by the granting of contracts to community agencies for the development of transitional residences and halfway houses. These would treat not only patients discharged from psychiatric hospitals, but also persons within the community in an effort to avert hospitalization or readmission, as the case might be.

By the end of the fiscal year, three contracts has been signed in Bergen County, and negotiations were under way with approximately 45 additional agencies in other counties. A summary of the programs now under way appears below:

CENTRAL BERGEN CMHC — Project Haven

Residential Component—Two fully supervised transitional residences have been opened, each housing four clients. A third residence for four additional clients was scheduled to open in August. Leases for two other residences were expected to be signed by September. Five geriatric patients from Greystone Park Psychiatric Hospital have been placed in nursing homes and are receiving outreach services four days a week.

Day Component—A day center has been opened and 35 clients were enrolled in day activity programs five days a week. This included 10 clients from Greystone Park, 12 from Bergen Pines County Hospital and 13 Day center staff also provide day activities to nursing home residents in the program four days a week.

HACKENSACK HOSPITAL CMHC — Project Advance

Residential Component—As of the end of the fiscal year, a lease on a 20-resident halfway house was

expected to be signed by August. Ten clients from Greystone Park were scheduled to move into this facility. In addition, four Greystone Park patients have been placed in other community facilities, one had returned home, and three have been placed on boarding home care. Hackensack is expected to assume responsibility for the residence and Friendship House will provide vocational rehabilitation.

Day Component—Renovations on the day care center were completed and five clients were returned to community living from Greystone Park. They are attending programs both at Hackensack Hospital and/or Friendship House on a daily basis.

COMMUNITY CENTER FOR MENTAL HEALTH, Dumont — Project Link-Up

Residential Component—As anticipated, the foster home care concept has been the most difficult to implement. At the end of the fiscal year, two clients had been placed, with six additional placements pending.

Day Component—Day center staff have been helping to prepare clients at Greystone Park for community living, where several activities of daily living groups have been under way. When a halfway house becomes available, 10 clients are scheduled to be transferred from Greystone Park.

A contract was also signed with St. Clare's Hospital, Denville, to provide services in Morris County. An estimated 80 clients were expected to be handled through this contract, with some programs scheduled to begin in July.

Other contracts were under negotiation in Burlington, Middlesex, Essex, Passaic, Camden, Cumberland, Somerset, Union, Mercer, Ocean, Monmouth and Hudson Counties, with contracts in these counties expected to be signed during the months of September, October and November.

Hospital Activities

Since 1955, the psychiatric hospital population has been declining steadily and dramatically throughout the nation, although admission rates have been climbing sharply. The development of useful drugs and community facilities made it possible to return more patients to the community and the hospitals again were able to develop therapeutic programs.

RESIDENT PATIENTS TREATED*

Fiscal Year 1970-1975

	1970	1971	1972	1973	1974	Preliminary 1975
Greystone	5,997	5,294	4,795	4,100	3,757	3,273
Trenton	4,425	4,319	4,497	4,540	4,277	4,050
Marlboro	4,199	4,261	4,422	4,333	4,376	4,523
Ancora	4,605	4,863	4,760	4,449	4,354	4,449
N.P.I.	2,584	2,466	2,561	2,493	2,453	1,793
TOTAL	21,810	21,203	21,035	19,915	19,217	18,088
	%	%	%	%	%	%
Greystone	27.5	25.0	22.8	20.6	19.6	18.1
Trenton	20.3	20.4	21.4	22.8	22.2	22.4
Marlboro	19.3	20.1	21.0	21.8	22.8	25.0
Ancora	21.1	22.9	22.6	22.3	22.6	24.6
N.P.I.	11.8	11.6	12.2	12.5	12.8	9.9
TOTAL	100%	100%	100%	100%	100%	100%

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

Public concern during the past year also centered around the transfer of long-term forensic patients to the civil sections of the various hospitals in accordance with a federal court decision. Complicating the transfer was the occasional elopement of a patient under the more open system of the civil sections, which brought official expressions of anxiety from people and communities in the hospital areas. Marlboro Psychiatric Hospital in particular found strong public reaction to the increasing number of patients wandering away and instituted a grounds pass system which cut down the number of escapes and reassured the communities.

A somewhat similar problem beset Ancora Psychiatric Hospital when it was decided that minimum security inmates from Leesburg who worked in the hospital laundry should be housed in a former patient building which had been empty for some time. Again public feeling ran high but the issue was finally resolved and the Leesburg prisoners have caused no problems either for the hospital or the community. The inmates have shown great interest and concern for the patients and drew on their limited personal funds for a Christmas party in the children's section.

All hospitals reported feeling the drastic effects of inflation on their budgets. A cutback in federal surpluses on which the hospitals had relied for augmenting their food budgets, meant the rise in prices was felt even more acutely. For example, the elimination of flour as a surplus product means that

the state must purchase flour for bread. Ancora Psychiatric Hospital reported that the price of bread supplied by the Leesburg bakery had risen from .0625¢ to .25¢ (and was expected to go higher.) This increase alone was expected to add \$13,000 per year to Ancora's food costs. Other hospitals experienced similar problems. At Greystone Park, the Food Service Department had to discontinue refreshments for patients' programs, such as coffee breaks in occupational therapy programs. Rising fuel oil costs for heating have also caused problems.

Both Marlboro and Ancora instituted special language courses and other programs during the year in order to orient foreign-born physicians to the varied aspects of American culture. Rutgers University has been of help in providing teachers for language courses and courses in American history.

The Arthur Brisbane Child Treatment Center was finally able to implement a program where the children could spend a full day in school programs rather than just a few morning hours. In order to meet the requirements of the Life Safety Code, children were transferred from the second floor of the main building to the newer cottages. This has increased the population in the cottages from 16 to 21 which has necessitated program adjustment to cope with the overcrowding.

New Programs

Among new programs instituted during the year was an Alcoholism Program at Marlboro, which

includes both inpatient and outpatient services and family counseling. Ancora also initiated a clinical pastoral educational program.

Greystone Park received a special grant from the College of Medicine and Dentistry—Rutgers Medical School for the development of a Patient Education Program. This has proven very successful and is attracting national attention.

The Division was instrumental in gaining a \$14,500 grant from HEW for the Behavioral Modification Program at the Neuro-Psychiatric Institute, awarded for a special training program for those who work with the elderly. This came at an opportune time with more emphasis now being placed on making mental health services for the elderly more readily available at the community level.

There was overall improvement at the hospitals in the way of more attractive furnishings, bedspreads, curtains, lamps, bedside cabinets, pictures, murals and the like in a concerted effort to diminish the institutional atmosphere. Work is continuing in all hospitals to make the surroundings as homelike as possible for the patients.

The six county psychiatric hospitals were all visited at least semi-annually and are progressing well in their development of viable patient treatment programs. Of particular note is the innovation by Evergreen Park (Burlington) to purchase care from a professional psychiatric team to facilitate its programs.

A psychiatric day treatment center, financed by the Division on Aging, has been established by Cumberland County Hospital. This program's aim is to prevent hospitalization and institutionalization of our elderly citizens. The surrounding counties have all shown an interest in this program and a desire to establish similar projects.

The largest psychiatric hospital in the state, the Essex County Hospital Center, has developed varied patient-oriented programs. Among the latest was the patient educational and vocational program and the greatly expanded rehabilitation project. This is primarily the function of PEER (Professional Education, Evaluation and Research) a hospital-based committee responsible for development, review and implementation of newer trends in psychiatric care. Essex County Hospital Center is fully accredited by the Joint Commission on Accreditation of Hospitals.

Other Major Developments

A major undertaking during the year was the assessment of the physical plants of the various hospitals so as to develop realistic and acceptable rated bed capacities for the fiscal 1977 budget cycle. The Department provided the institutions with a working draft of proposed capacities for fiscal years

1976, 1977 and 1980. The long-range goal of the Department is to reduce the hospitals to 750 beds each by 1980.

Efficient utilization of space has become an important issue. The population in all of our major institutions has been drastically reduced in the last ten years, yet, there are hospital areas which continue to be overcrowded. In some instances, buildings have been vacated because it was felt uneconomical to spend a great deal of money on what was essentially an obsolete physical plant. Renovations of some other buildings have been successful in providing more adequate housing for patients.

Projections on rated bed capacity are based on factors which are expected to influence inpatient census in the years to come. In addition to availability of community mental health centers, and the development of other pertinent community services, consideration must be given to changes in density in the general population which could alter the need for mental health services in a given area.

Also under way during the year was an extensive exploration of a Management Information System which would be able to process information and provide as promptly as possible the vast amount of data concerning mental health systems in the state.

Education and Training

A major source of professional staff members for the division's hospitals has been the Psychiatric Residency Training Program and the other educational programs within the division and Department. Like most of the division's other programs, training plans suffered from the financial pinch felt by all state agencies. In addition, a frustrating factor continues to be the lack of competitive salary ranges in comparison with neighboring states, making recruitment of qualified professionals increasingly difficult.

During the past fiscal year, there were 35 psychiatric residents in training at the three accredited centers located at Ancora, Marlboro and Trenton Psychiatric Hospitals. Seven residents completed three years of training and of these, three accepted staff positions at their training centers. Based on the information available, this is the first time that the percentage of residents remaining in state service was less than 50 per cent. This was to be expected, however, when comparisons were made with starting salaries offered by the neighboring states of New York, Pennsylvania and Maryland which were found to be much higher (\$27,000 to \$30,000), along with additional fringe benefits of housing, monetary compensation for night duty, etc. A request has been made to Civil Service to raise the beginning salary of \$20,030 for a Clinical Psychiatrist IV who has com-

pleted three years of psychiatric training in an effort to attract not only graduates of the state hospitals but also other qualified psychiatrists, particularly American medical graduates.

The recruitment of qualified residents continues to be an arduous task. The vital issues remain unchanged and revolve around the lack of additional budgeted positions, the lack of housing, the lack of additional stipends for housing, limited funds budgeted for educational training and equipment, and the limited number of educational leaves granted for medical conferences. Nevertheless the residency program continues to be one of the best sources of

recruitment for qualified psychiatrists. As of June 30, 1975, 54 or 64 per cent of the 84 clinical psychiatrist positions within the Division's hospitals were filled by graduates of the state residency program. In addition, the division Director, the former Assistant Director of Community Mental Health Services and the Director of Psychiatric Education are also alumni of the program.

In the Professional Development Program, one new applicant was approved from the division. Two students are currently enrolled in graduate study and seven students were graduated during the year.

DIVISION OF MENTAL RETARDATION

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

The work of the division expanded considerably in fiscal 1975. All components of the division reported increased caseloads compared to the previous year. Persons in residential functional services increased by 23 (7,953 as compared to 7,930); in all, 9,874 cases were served. At the end of the year there were 1,361 children and adults in the day training program, an increase of 354 over last year. The Bureau of Field Services served 8,698 cases during the year, an increase of 1,009. The establishment of the Bureau of Guardianship in April, 1975, prompted the transfer of 4,700 of those cases from the Bureau of Field Services, leaving it with a year end caseload of 3,998.

The year was clouded with extant and anticipated budget problems. Meager appropriations were eroded by lessened anticipated state revenues, while inflation further reduced the real dollars available. The net effect in other than fiscal terms was reduced levels of care in institutions and day centers, non-admission of some children to day training, and generally adverse effect on programming and staff morale. For some institutions it has been a few years since there was any opportunity for program innovation in the presence of more difficult populations and greater public expectancies.

Despite the state budget picture, some innovation was made possible by federal opportunities, particularly social services funding. This year the state appropriation for day training and protective services was used for matching in these areas. The adult activity day program grew from 336 to 555 by year's end. The same process permitted the creation of the Bureau of Guardianship, split off from the Field Services Bureau. This new part of the division

organization has staff to deal exclusively with adult retarded who are incompetent and who are absent any private guardian.

Although involving no greater overall funding, one decision last year should have great significance for a large number of retarded persons served by the Department. Stimulated by the Commissioner's concern for the chronic retarded population in the various psychiatric hospitals, plans were made for the transfer of the Neuro-Psychiatric Institute from the Division of Mental Health to the Division of Mental Retardation. With this new facility a number of Mental Health patients who are retarded but not psychotic, equal to the Institute's capacity, are to be transferred to DMR.

RESIDENTIAL FUNCTIONAL SERVICES

At the end of the year 7,218 persons were in residence in New Jersey's public institutions for the retarded. No substantial change from the previous year was noted despite the fact that 783 persons were admitted to these institutions. Highlights of the residential programs for the seven institutions are summarized below in an attempt to draw a picture of the residential program of the division.

General Residential Care

At Vineland the residential living department in conjunction with the in-service training program developed a resident developmental program. A new form was developed which guides employees who are working in training a resident. This form also allows monthly evaluations of the residents and

alterations in the program based on the residents' needs.

The Vineland State School was enthusiastic in their use of the guest status vacations in Family Care and other community home situations which were developed the previous fiscal year. This permits residents of the Vineland State School to go on vacation in the community in order to provide a change from the institution environment for a short period of time. It also permits selected residents to be tried in a community setting to determine their ability to adjust to a full-time community placement. During the present year 82 residents were placed on guest status vocation.

Over a thousand residents enjoyed the Hoxie Brothers Circus which gave two performances at the Vineland State School. Good rapport with volunteer groups and with sponsoring parents groups continued during the year with the residents of Vineland being the recipient of numerous donations.

At the North Jersey Training School all the residents were screened to assess their disabilities and prescriptive program needs were defined. Implementation of these unit programs involved less than five per cent of the cottage population and was on a trial basis. It could not be sustained due to the lack of staff which was compounded by the payroll freeze.

The camp program at North Jersey was expanded so that it now includes 20 per cent of the residents who have no families. One nursery child was also included in the camp program.

At the Woodbine State School, the resident living department after several months of planning developed an intensive training program for residents in one cottage. This training program is designed to establish and refine elements of the Resident Living Training Manual in self-help skills. This program was limited to residents without severe physical limitations who needed training in the self-help skills. The training group consists of 14 residents ranging in age from 5 to 17 with an IQ range of 12 to 31. Experimental forms were prepared on which to record in sequential steps the various levels of achievement in each of the various self-help skills: toileting, tooth brushing, face washing, combing of hair, self-feeding, and dressing. The residents were given intensive training for a maximum of 15 minutes per day in each of the above skill areas. Positive reinforcement was given in the form of treats and verbal praise. The residents are assigned to groups of not more than four for the purposes of training. By the end of two months not only had the level of competence in each of the skill areas been noticeably increased, but the elements of the sequential steps were identified and the instrument

now in tentative form is ready for use in other cottages.

The family visiting program was initiated to further strengthen family relationships. At least once each month a group of residents were transported by station wagon or mini-bus to an area of the state to visit family members who are not able to travel to the Woodbine State School.

The New Lisbon State School continues its program to personalize the care received by residents. Several additional cottages were provided with washers and dryers in order to launder the personal clothing of the residents. In addition the cottage interior beautification program at various units continued so that to date 217 residents have been provided with personal lounge chairs.

Three house trailers were acquired to provide the beginnings of the Woodbridge State School trailer court in which to begin a preface to community living. Trailers will accommodate two to four residents in home living arrangements simulating a more normal life style. Completion of air conditioning in all of the cottage units became a reality at the Woodbridge State School with all cottages cooled in time for the 1975 summer season.

Education and Recreation

The Vineland State School initiated a student exchange program at the beginning of the 1974 school year. A plan was worked out with the City of Vineland school system to enroll two residents in special classes at the Vineland Senior High School with the city school system providing busing and tuition costs. In exchange the Vineland State School accepted two special class students from the community into the institution's educational program. Of particular interest is the fact that one community student was a male, thereby making the Vineland State School Educational Program co-educational for the first time in its history since 1888. By the close of the fiscal year plans were completed for a cooperative program enabling Vineland State School residents to be included in the Sheltered Workshop Program at the American Institute for Mental Studies which is in close proximity to the Vineland campus. The residents are in a rehabilitation program for training and receive compensation for their productive work.

At the North Jersey Training School the Cooperative Work Study and Instructional Program initiated the previous year with the Passaic County Vocational School had to be terminated due to lack of funds to pay students, and a Sheltered Workshop Program was able to be maintained for only six months. In addition, the Behavior Modification Program,

federally funded, was not continued due to fiscal renegotiations, recruitment and payroll problems. However, some success was realized in implementing the Fair Labor Standards Act in that the working resident's work week was reduced, hourly rates were established, and work activity center certificates were filed.

At the Woodbine State School, community resources were used more extensively this year. In November 1974 referral was made through the Bureau of Vocational Rehabilitation for 13 residents to be enrolled at the Jersey Cape Diagnostic Training and Opportunity Center. In January, seven residents were accepted into the program in order to further evaluate their potential for community placement.

Woodbine has reactivated its scouting program. Over the years the recruitment of volunteers had become very difficult. The designation of scouting activities as an integral part of the Recreation Department Program has made it possible to offer the benefits of scouting to 151 residents. Many of these men did not participate previously.

At the New Lisbon State School, the recreation program featured the following: 280 residents have their own personal bicycles and ride regularly; 108 residents individually trained for the 1975 Special Olympics; and a selected group of wheelchair residents participate in bowling and limited sports.

At the Johnstone Training and Research Center the Souder vs. Brennan decision had especially strong impact. This decision provided in effect that residents who perform any kind of services which benefit the economy of an institution must be paid the prevailing minimum wage. Because funds had not been provided during the fiscal year to accommodate the payment of resident wages under this decision, administrations everywhere were forced to curtail programs in order not to overspend or violate the law. At Johnstone the administration was forced to suspend evening school in an effort to economize in the salary account, thereby accruing some funds which would permit the School to pay a minimal part of the residents' wage at the prevailing rate. The funds made available for this purpose would in no way have remunerated the residents as specified by the recent legislation. The impact of the Souder vs. Brennan decision was so severe in the months of November and December that the Superintendent suspended all vocational assignments of students until further notice in an effort to cut back on projected monetary deficits which could result in reduction of the employee work force.

At the Woodbridge State School the Community School 22 Program involving daily attendance of 70 residents in three community classrooms was reserved for younger male and female residents, with

the older, more mature residents now trained for wider living and earning experiences through a special "pre-employment testing and training program." Emphasis on appropriate work behaviors, social interaction, use of money and community resources was directed to this maturing segment of the Woodbridge population.

At the Hunterdon State School the education department changed its name to the Adaptive Learning Center in order to better describe its function. The Department also revised its structure and programming in order to reach a larger number of eligible residents and to make education an integral part of the cottage program. A teacher/consultant program, for instance, was inaugurated whereby teachers were assigned to specific cottages on a full-time basis to provide academic programming as well as consultation to the unit staff.

Health Services

At the Vineland State School in a cooperative effort with Medicaid and Automatic Pharmaceutical Services, a pilot program establishing a unit dose medication distribution system was initiated. As a result, bulk medications in the cottages and the pharmacy have been totally abolished. The A.P.A. system brought about the establishment of a workable drug medication profile for the entire resident population.

The annual bloodmobile visit was again most successful with a total of 233 pints of blood collected from the Vineland State School employees. That level of collection insured total blood coverage for the next calendar year for the resident population as well as for employees and their families.

The North Jersey Training School has hired a part-time medical records librarian to reorganize the medical records system and to establish diagnostic classification categories. To date, all residents in both the main campus and nursery have a completely reorganized medical record file in chronological order, and diagnostic categories are currently being completed.

For the past eight years a research project originally planned to study Downs Syndrome by the Philadelphia Cancer Institute has used the New Lisbon laboratory for studies of the New Lisbon patient population with participation from parents and family members. This study has led to the isolation of a virus believed to cause hepatitis. This research is a very exciting medical breakthrough because the hepatitis virus, if one exists, has eluded medical researchers for many years.

At the Woodbridge State School, a pharmacology course was presented to all cottage supervisors. In addition, the "Syndrome of the Month" lecture

series was presented by the staff physician to all Woodbridge staff. In this lecture series, a specific syndrome in mental retardation is discussed with the employees.

General Institutional Administration

The major problem facing all the institutions for the mentally retarded was the fiscal problem which required a curtailment of vital residential services. Every institution was forced to cut back services and maintain a hiring freeze in most positions, including direct care positions.

In March 1975, the Vineland State School was selected by the Commissioner's staff and the division to engage in a pilot project to computerize personnel data to determine if computerization would prove to be an effective management tool at the local and higher levels within the Department. In cooperation with the Commissioner's staff, the initial data input based on the work unit organization chart for the Vineland State School was submitted to the Commissioner's staff on March 20, 1975. That data, combined with Civil Service and Treasury print-outs was entered into the HAMIS computer base by staff from the Commissioner's office. During the month of June 1975, a Trendata Computer Terminal was installed at the Vineland State School. Some updating of the initial data put in the computer in March had to be accomplished, and some reports are now forthcoming from the computer.

Vineland affiliations with area colleges and universities were expanded. Summer programs on the Vineland campus for graduate credits were again conducted by the Glassboro State College. Psychology interns from Stockton State College worked as psychology interns in various programs; an affiliation in nurses' training was established with Cumberland County College. In addition, an affiliation was established with Camden County College for dental hygienist interns and with Gloucester County College for speech therapy interns.

At the North Jersey Training School, accomplishments for the year included completion of the street lighting system, improvements to the storm drain system, and approval of plans for implementation of the Life Safety Code requirements in September 1975. In addition, the swimming pool was renovated and through the efforts of the Rahway Prison detail.

Like Vineland, the Woodbine State School also experienced great frustration because of the slow rate of accomplishment displayed in the cottage renovation project. The contract was awarded with the understanding that it would be completed in one calendar year. The renovation was scheduled for three phases, each involving the movement of many

residents and staff in order to clear buildings for the convenience of the contractors and safety and comfort of the residents. The first phase is not even complete and this has necessitated the delay of many other programs until the three phases of renovation are complete. The administration is quite discouraged with the slowness of the renovation, since a completion date of a year had been promised.

During the course of the year and in response to the statewide fiscal crisis, the Woodbridge State School was involved in an energy savings campaign manifested by the combining of the hospital male and female wards and other energy conservation moves directed towards conserving existent supplies of fuel for heating and lighting.

The Woodbridge resident living department is developing a Licensed Practical Nurse program leading ultimately to a training affiliation with the Middlesex County College.

At the Hunterdon State School the porch section of nine cottages was converted for use on a twelve month period by the installation of baseboard heating.

PURCHASE OF CARE

The caseload in private facilities was 659 at the end of the fiscal year, an increase of 29 from the last year. There were 99 regular admissions and 24 guest admissions to the Purchase of Care program.

The program delivers residential care to clients in 59 private, licensed facilities in New Jersey and 13 other states plus Nova Scotia. The largest group of clients are in placement in Pennsylvania where new placements were curtailed this year as a result of an impasse over paying the intermediate school districts for the cost of public education in that state.

The private facilities are rather selective, especially when other states are more active in deinstitutionalization efforts from state institutions and are also willing to pay higher rates for private care than New Jersey. Yet good working relationships prevail between our staff and the private facilities we use, and New Jersey has a better than average reputation for being interested in clients in private care, being available, being responsive, and being fairly reliable in paying bills. These factors make us competitive, although we pay less.

FAMILY CARE

The Family Care Program was enhanced by a grant which was operational for nearly three-quarters of the fiscal year. Although it did not succeed in accelerating the placement of clients out of state schools, it has helped in the development of new sponsors. New Family Care sponsors did emerge but

not from the target group of middle-class families that had been desired. This group did not respond. The main response came from the black community.

One innovation that worked well in fiscal 1975 was guest placement of residents of state schools in Family Care homes. Largely this program gave the residents a vacation in the community, or otherwise served to give a resident trial placement in Family Care, helping familiarize the client with a community, family experience, and expanding on the client's freedom of choice in more consciously being a party to a future decision about placement.

The fiscal year started with 83 clients in the program and 96 others were placed in the program during the year. At the end of the year, 75 clients were in placement. During the year a number of clients were released from official Family Care status to a financial arrangement where the Social Security supplemental income paid for their care.

An innovation in the program this year was the establishment of case aides in each of the regional offices. The goal of the Family Care aides is to improve the quality of life in the Family Care homes and as an adjunct to this service the aides have been engaged in visiting, escort services, and recreational and social programs for the clients.

DAY TRAINING

During fiscal 1975 the Bureau of Day Training expanded its services to additional children and adults who were in need of a community based program. During the year 1,577 clients were served in the program; 997 children were served in the Bureau of Day Training. Twelve per cent of the children discharged from the program were returned to public school.

The Morris County Day Training Center in Grey-stone Park was opened. Children admitted to the Morris County Center were previously served under a purchase agreement with the Morris County Association for Retarded Children. The center has a capacity of 90 clients. The Ocean County Day Training Center with a capacity for 45 clients was opened and children were transferred from the Ocean County Association for Retarded Children unit's operation, where the division had previously purchased services, to the new state operated center. In spring of 1975 land was acquired in Bergen County for the purpose of building a Bergen County Day Training Center. In addition, construction began on the Hudson County Day Training Center in May of 1975, but it is anticipated that the center will not be available for operation until fiscal 1977.

In September 1974, the bureau and Rutgers were

engaged in a mutual effort to establish a Staff/Parent/Child Day Care and Home Stimulation Program operating out of the Union County Day Training Center. This project was funded by the Department of Health, Education and Welfare Social and Rehabilitation Service. This project has proved to be an overwhelming success for both staff and parents will be expanded during the next year to serve four additional centers in the state system. This training project focuses on staff training for the development of parent/child home stimulation.

In June 1975 the Second Annual Workshop sponsored by the bureau was held, the subject of which was "Toward an Understanding of the Mentally Retarded Child with a Behavior Problem." Over 100 persons participated in this workshop which was funded under a Title I project.

The majority of new admissions to bureau services were adult clients served in the adult activities program. This service expansion was due to the recent \$2.1 million of Title IV funds made available under the Social Security Act which allows for 75 per cent reimbursement of the cost for serving eligible adult retarded persons enrolled in the services of the division. Adult activity services are now available in 18 of the 21 counties. The only areas not receiving service at year's end are Atlantic, Cumberland, and Salem Counties. There are 22 adult activity centers presently in existence. Ten of these centers are State operated, and twelve centers are operated by the county units of the New Jersey Association for Retarded Children but funded by the Division of Mental Retardation. Along with the quantitative increase came the opportunity for qualitatively increasing services. The adult activities program increased its enrollment from 336 clients to 555 clients at the end of fiscal 1975. During the year a total of 580 clients were served.

SOCIAL SERVICES

The size of the Bureau of Field Services grew by 33 positions this year, the largest increase in personnel ever in the bureau's history. However, the real impact in contribution of these new staff remained to be realized since so much of the staff is new and some positions had not been cleared for hiring at the end of the fiscal year.

In the middle of the fiscal year a rather new phenomenon developed. Judges began reviewing the commitments of patients in state and county psychiatric hospitals and began identifying patients for transfer to the Division of Mental Retardation. Communications have not been easy as the judges expect to issue orders and have those orders carried out. The unfamiliarity of the judges and court

personnel with the application process for determination of eligibility and the waiting list for the Division of Mental Retardation caused some difficulties in communication.

DIVISION MANAGEMENT AND GENERAL SUPPORT

Budgetary Issues

Fiscal 1975 began on a somewhat optimistic note when it was learned that the Governor's recommendations for staffing of various components of the division had been approved resulting in an additional 123 budgeted positions.

The advantages anticipated from this additional staffing were short lived as a consequence of reduced state revenues and resulted in the imposition of a payroll freeze early in the fiscal year. Alternative plans for the retrenchment of various residential programs were developed. Serious consideration was given to closing cottages and possibly one or two entire institutions. Fortunately, as a result of savings accrued by maintaining a high number of vacant positions and a favorable winter climate, such drastic measures did not have to be initiated.

Inspections

Annual inspection of the schools for the mentally retarded were undertaken within the schedule projected for the fiscal year. In accordance with the division's biennial plan to alternately emphasize division standards and prescriptive programming for individual residents, the latest evaluations were based on the latter. A comparison of data collected this year with the prescriptive program evaluation undertaken in fiscal 1973 disclosed that more programs are being prescribed and properly implemented. Furthermore, a greater number of residents are being included in specialized programs than in prior years. The increase in educational-vocational programming provides substantial evidence of division staff efforts to move away from traditional custodial care arrangements and to emphasize more therapeutically designed programs for a greater portion of the resident population.

In accordance with an agreement reached between this division and the Department of Health, we undertook full responsibility for inspection of private New Jersey residential facilities for the mentally retarded. The nine private licensed institutions for mentally retarded persons in New Jersey were inspected accordingly with the assistances of the state Fire Marshal's office. In eight of these facilities, life/safety conditions and habilitative programs were found to be satisfactory; therefore, full licensing was recommended. The ninth institution was granted a

provisional license pending correction of sanitary and fire safety deficiencies. In addition to inspecting these units, separate visits were made to two other facilities who have indicated interest in becoming licensed as facilities for the mentally retarded. Appropriate recommendations were submitted to the Department of Health.

Division Standards

The initial draft of revised standards for private residential facilities operating in New Jersey initiated during the last fiscal year, has been completed and was recently published.

The new document is considerably more comprehensive and incorporates a numerical system similar to that used in division standards for public institutions to facilitate identification of the various criteria by means of a numerical index. In addition, pertinent documents for licensing application and current legislation governing the licensing and operation of such facilities has been made part of the final document.

Personnel Matters

With the advent of three additional federal grants and the expansion of two others, a total of 167 new non-institutional positions were established during fiscal year 1975. Of this number, 104 involving primarily Day Care Technicians and Day Care Aides were established for the Adult Activities Program, 56 were developed for the expansion of social services including the new Bureau of Guardianship, four were requested for the Home Care Training grant and the remainder were to expand the Foster Grandparent and developmental disabilities grants.

An estimated 18 job specifications were reviewed at the request of the Department of Civil Service ranging from professional to nonprofessional classified titles. In most instances, minor modifications were suggested but there were some major changes recommended with respect to education, experience requirements and examples of work. Four new job specifications were submitted and subsequently approved by the Department of Civil Service.

Federal Funding

Three new federal grants were made available to the division in fiscal 1975, namely: Expansion of Social Services, \$950,000; Adult Activities, \$2,005,826, and Homemaker Services \$75,000. Each of these federal allocations requires 25 per cent state matching.

Miscellaneous Activities

Bureau of Operations staff were involved in several special projects during the course of the year. An

evaluation of staffing requirements to utilize Section "A" of the Yepsen Unit was undertaken. A compilation of division standards aimed at preventing excessive use of chemotherapeutic drugs was completed. Responses to several extensive legal questionnaires submitted by attorneys representing mentally retarded persons housed in private residential institutions were assembled. Comprehensive reviews of impending federal and state legislation dealing with the rights of the mentally retarded and their impact on the division's programs were undertaken. Appropriate reports of findings and recommendations were prepared in each instance.

Detailed procedures for implementation of a working resident wage program designed to comply with federal regulations were developed with the appropriate state authorities. The plan could not be initiated, however, because retroactive funding from December 1, 1974 was suspended pending approval of an appropriation for fiscal year 1975.

Considerable staff time was devoted to finding office space for the new Bureau of Guardianship Services and for the relocation of two Field Service offices. Suitable locations were for Guardianship and Field Service staff; however, physical relocation of the East Orange Field Services offices cannot be considered until expiration of the present lease in October 1975.

Foster Grandparents

The Foster Grandparents program will enter its tenth anniversary year. Although the New Jersey Foster Grandparent Program was not among the first groups founded in 1965, all programs are participating in the national celebration. The Foster Grandparent Program has been widely acclaimed for its help to the handicapped children who are the recipients of the tender loving care of the grandparents. New Jersey's Foster Grandparents have been featured in newspaper and magazine articles, on television, and in the book of Senator Charles H.

Percy, Growing Old in the Country of the Young.

Development Disabilities

The entire Developmental Disabilities Services Act allocation to the state was \$777,902. The greatest portion of this amount, \$501,090 (64 per cent), was obligated for service grant programs. In addition, \$252,387 (33 per cent) was obligated for planning and \$24,425 (3 per cent) was expended for administration.

Thirty-five service projects involving a total expenditure of \$1,135,817 were awarded in fiscal 1975 to service an estimated 8,664 developmentally disabled persons. Of this amount \$501,090 (44 per cent) was allocated by the New Jersey Developmental Disabilities Council to the service grant programs. An additional \$119,259 (11 per cent) in state appropriated funds was also available as an aid in matching \$515,468 (45 per cent) in local funds provided by private sponsors.

Three planning projects have been sponsored by the Council to coordinate the efficient use of established programs and to direct new resources into proper places.

Another plan has been completed which defines the numbers and locations by county of developmentally disabled New Jerseyans who are candidates for work activities. These are people who fall between those eligible for sheltered workshop programs and those eligible for adult activities programs. The largest population and the population currently being served are compared and alternatives for serving a greater percentage of the target population are discussed.

Currently nearing completion is a study designed to maximize the accessibility of transportation services appropriate for the developmentally disabled. The product of this study will be a manual which delineates implementation plans, funding sources and related information to guide agencies in development of innovative transportation systems.

DIVISION OF PUBLIC WELFARE

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G. THOMAS RITI, *Director, Division of Public Welfare*

*Term expired on June 30, 1975

The basic purpose of the Division of Public Welfare is to establish, maintain and supervise an orderly, uniform and efficient public assistance system which ensures the provision of financial assistance and related services, based on adequate standards of need, to all eligible individuals and families who reside in New Jersey and which assists such individuals and families to regain self-sufficiency.

Such financial assistance system includes, but is not limited to, Food Stamps and medical services as are appropriate. The public assistance programs are the last recourse provided by New Jersey government for those individuals and families who are unable, for a variety of reasons, to maintain themselves.

HIGHLIGHTS

Quality Control Findings in AFDC

Results of the division's ongoing quality control review of county welfare board administration of a sample of the AFDC program show that for the review period July 1 through December 31, 1974, 20.8 per cent of the cases were overpaid; 7.0 per cent were underpaid; and 4.0 per cent were ineligible to receive payments. For the review period January 1 through June 30, 1975, cases with overpayment errors were reduced to 16.2 per cent; cases with underpayment errors increased to 7.4 per cent; and ineligible cases were reduced to 3.0 per cent.

The division continues to be unsuccessful in its attempts to interest the State of New Jersey in developing a roster of employed persons, preferably within the Department of Labor and Industry, so that, at the least, public welfare rolls can be matched against such roster in order to prevent costly errors in

overpayments and payments to ineligibles in the public assistance programs.

Inter-Divisional Cooperation

Since many directives of the various divisions involved in the supervision of the operations of the county welfare boards, i.e., the Division of Medical Assistance and Health Services, the Division of Youth and Family Services, and the Division of Public Welfare, often affected procedures or policies of another division(s) particularly at the county welfare board level, it was decided to establish an inter-divisional committee to coordinate those activities of the various divisions that directly involved the welfare boards.

The committee is composed of members of top administrative staff from each division. Its responsibilities include identification of mutual problems that must be resolved by the division directors, preparation and scheduling for meetings among the directors, consultation with respect to preparation of directives for the county welfare boards, serving as representative of the division at meetings of the County Welfare Board Directors Association with directors of the other divisions, alerting the other divisions of changes in federal policy or state policy which might affect their operations, and in general, doing whatever possible to ensure that information and directives provided to the county welfare boards do not conflict or cause confusion.

As a result of the formation of this Committee, there appears to have been a significant improvement with respect to the quality of communication being directed toward the welfare boards and an improvement in the operation of county welfare

board staff particularly where functions of staff are directly affected by policy and procedures issued by two or more divisions.

Conference of County Welfare Board Members

The Third Annual Conference of the State Board of Public Welfare and County Welfare Board Members focused on the vital role the county welfare board members assume in exercising their legislative mandates. The impact of this conference was such that consideration is being given to having smaller regional ones at varying times throughout the year so board members may keep abreast of new developments in public welfare. The program dealt with "current issues" as well as a portion showing the participants as the public views them.

Medical Affairs

Medical social work staff participated in the orientation of income maintenance workers at the request of county welfare board training staff, relative to preparation of the Medical-Social Information Form (PA-6 and PA-6A), and methods of obtaining pertinent medical data. It is planned to continue this training on a regular basis for county welfare boards.

New Policy Manuals

In May 1975, the division's Manual of Administration was replaced by a new Public Assistance Manual, along with a revised Assistance Standards Handbook. These provide regulations and policy relevant to the Aid to Families with Dependent Children (AFDC) and Assistance to Families of the Working Poor (AFWP) programs administered by the county welfare boards. A Manual Policy Committee, composed of representatives of state and local welfare staff, as well as welfare clients and legal services attorneys, makes frequent recommendations regarding policy and procedures contained in these documents.

Winterization Program

A program to provide insulation and other minimal requirements for winterizing homes owned by low-income families is under development by the division. Staff is working closely with other local, state and federal agencies regarding funding and operational plans.

Indochinese Refugee Program

Subsequent to enactment of federal legislation in May 1975, public assistance is now being provided to Vietnamese and Cambodian refugees through the county welfare boards. While these refugees are

sponsored by a variety of individuals and organizations, the need for financial and medical assistance is met by the state, with 100 per cent reimbursement of costs by the federal government.

Fair Hearings

In each of the fiscal years since 1972, the number of requests received from recipients of public assistance for state review of actions or inactions by county welfare boards, has significantly increased over the previous year.

A comparison of the total requests received in fiscal 1975 (3,261) with the number received in 1972 (1,957), reveals a 66% increase in hearing requests, or in actual numbers, an average of 108 more requests per month in 1975 than in 1972.

While the consistent yearly increases can be attributed to a wide variety of factors including regulatory changes, the economy, increased assistance rolls, etc., it also suggests an increased awareness on the part of consumers regarding their right to appeal adverse actions by the county welfare boards. The Bureau of Administrative Review and Appeals has been able to gear up for the increased workload and has been able to maintain substantial compliance with the requirement that final administrative action be completed on all fair hearing requests within a 90 day period.

Personnel Regulations for County Welfare Boards

The Compensation and Classification Plan and the Time and Leave regulations embodied in Ruling 11, which are mandatory and binding upon the county welfare boards, were revised for the first time in many years. The new clarified document has permitted all but one county welfare board to complete negotiations on labor contracts which have been stalled for many years. It is anticipated that annual revisions will be made to the ruling for easier interpretation and implementation by the county welfare boards.

New Offices of the Division

The Central Office of the Division of Public Welfare was moved on May 27, 1975 from 129 East Hanover Street, Trenton, to 3525 Quakerbridge Road, Hamilton Township. All units of the division are now located at Quakerbridge Road except:

Fiscal staff for the Food Stamp Section, which is located at 1478 Prospect Street, Trenton, and Area Offices Nos. 1, 2 and 4 of the Institutional Services Section and the Bureau of Quality Control which are located in Paterson, Marlboro and Hamonton, respectively.

Food Stamp Outreach

The results of Food Stamp "outreach" efforts surpassed expectations. The increase in food stamp staff at the county level has increased 63 per cent during the fiscal year, while the number of outreach sites has increased 70 per cent as a result not only of the outreach efforts, but also the lagging economy. These increases in staffing and outreach sites have given support required to handle the dramatic increase in the number of persons participating in the program which escalated from 404,000 to 530,000 persons in eight months.

Food Stamp Bank Contracts

In order to improve the service to food stamp recipients by increasing the number of food stamp sales outlets and the number of days and hours of sale, a revised standard food stamp bank contract has been developed. The new contract requires that food stamps be sold at all bank branches, during all business hours, and on all business days. In return, the new contracts allow for an increase in the transaction fee from \$.45 to a maximum of \$1.00.

In addition, a revision of the New Jersey Food Stamp Plan of Operation allows for the sale of food stamps by non-banks. A non-bank food stamp sales contract has been developed and an extensive campaign to enlist non-banks as food stamps sales outlets is underway.

New Training Method

The "Overview" of the Public Assistance Manual and the Assistance Standards Handbook celebrates the first televised training program developed by the division and the initiation of "modular" training. The subsequent distribution of training modules on Budgeting, Eligibility and Interviewing provides the 21 county welfare income maintenance trainers with standardized substantive content, procedural process, teaching guidelines and evaluative testing instruments. Continued usage should effect greater standardization in the statewide training effort and results in more equitable distribution of public assistance to clients.

Transfer of Patients from Institutions

In fiscal 1975, the four area offices within the Institutional Services Section of the Bureau of Local Operations coordinated the referral for assistance and placement of 479 patients from state and county institutions for the mentally ill and retarded to boarding homes, nursing homes and intermediate care facilities.

The volume of referrals to the bureau increased significantly. For the following reasons, it is expected that this trend will continue to accelerate:

1. Judicial hearings coordinated by the Public Advocate's Office have resulted in court-ordered institutional discharges.
2. The New Jersey Neuro-Psychiatric Institute is being converted to a facility solely for the mentally retarded. All patients presently in that institution who are not so diagnosed will require transfer to another institution or community placement.
3. The Glen Gardner Hospital for Chest Diseases is closing in October 1975 and alternate living arrangements for patients in that institution must be found.
4. The Community Mental Health Center Program (Title VI) initiatives have, and will, result in additional referrals of patients selected for placement in Title VI supported facilities.

Study of the Impact of State Supplementation of SSI Payments for Domiciliary Care on SSI Recipients in Care

The research firm of Booz, Allen and Hamilton Inc. received a contract from the Department of Health, Education and Welfare to study the impact of state supplementation of SSI payments for domiciliary care on SSI recipients in such care. The primary source of data for this study was a survey of 140 domiciliary care facilities in seven states including New Jersey. The major findings of the study were as follows:

1. Domiciliary care facilities providing care to SSI recipients in the seven study states are typically "for-profit" facilities that have been in operation for at least 10 years and have from 1 to 40 beds;
2. The majority of SSI recipients in domiciliary care are white females who have never been married;
3. In six of the seven study states the majority of SSI recipients in domiciliary care are blind or disabled;
4. Cost for administration, all salaries, facility operation and maintenance, and board account for 85 per cent of domiciliary care costs;
5. Expenditures for recreation/rehabilitation services are a minor portion of total care costs (about 2 per cent of total cost for an average expenditure of \$0.20 per day per resident);
6. Higher SSI payment levels appear to result in better quality care;
7. Increasing SSI supplementation levels result in increased availability of domiciliary care to SSI recipients.

Supplemental Security Income Program

After a year and a half of federal administration of the SSI program, the State of New Jersey and SSI recipients living in the state are still experiencing major problems with the program. Despite numerous federal/state projects to correct overpayments and underpayments, many recipients are still not receiving proper payments. In addition to the hardships caused by many recipients receiving underpayments, many recipients have suffered tremendously due to non-receipt of their checks. These conditions have existed due to the Social Security Administration's inability to process changes of address and other circumstances in a reasonable amount of time or to resolve involved case situations in a reasonable manner. Also, the state has been unable to recoup a large amount of money paid out through the SSI/General Assistance Interim Payment System because many of the forms prepared to generate repayments to the state have been lost by Social Security district offices.

The state still does not receive adequate fiscal data as to how state supplementation payments are being handled. Thus, it is difficult to determine if these payments are being properly made.

It has not been possible to "pass on" Social Security increases to SSI recipients because of federal regulations that would result in the state paying for a major portion of the "pass on."

Although some of the management problems of the SSI program have been corrected or reduced, there are still many problems that must be addressed to insure timely and proper payments to SSI recipients and adequate fiscal accountability to the state.

Child Support—Title IV-D

A new Child Support and Paternity unit was established to provide effective paternity determinations and child support services to Aid to Families with Dependent Children and non-public assistance clients. Thus far, the unit has entered into arrangements with the Administrative Office of the Courts, which supervises probation departments, to provide enforcement and collection services for child support payments.

FINANCIAL DEPENDENCY IN NEW JERSEY

Supplemental Security Income

The Old Age Assistance, Disability Assistance and Blind Assistance programs were discontinued on January 1, 1974, when the federally-administered Supplemental Security Income program (SSI) was implemented. Because the SSI program was in

effect for only the last half of fiscal year 1974, comparison of data for complete fiscal years 1974 and 1975 is not meaningful. Comparison of data for the last half of fiscal year 1975 with last half of fiscal year 1974 indicates that both average monthly cases and recipients increased by 54.4 per cent. The number of cases receiving assistance in the last month of the fiscal year (June) increased 34.9 per cent over the number assisted in June 1974: 1975 cases—77,280; 1974 cases \$57,287. The number of persons assisted also increased 34.9 per cent: 1975 persons—78,826; 1974 persons—58,412. The 78,826 persons assisted in June 1975 is broken down into Aged, Disabled, and Blind segments as follows:

Segment	Number of Persons
Aged	40,083
Disabled	37,738
Blind	1,005
TOTAL	78,826

Assistance to Families with Dependent Children

The number of cases added to the rolls increased by 11.5 per cent: 1975—47,892; 1974—42,940. The June 1975 number of recipients (adults and children) was 5.5 per cent more than during the previous June: 1975—446,034; 1974—422,937.

Assistance to Families of the Working Poor

The number of cases added to the rolls increased 30 per cent: 1975—13,250; 1974—10,196. The number of recipients (adults and children) during June 1975 was 11.9 per cent more than during June 1974: 1975—34,362; 1974—30,718.

State Medical Assistance for the Aged

The number of persons added to the caseload decreased by 14.7 per cent: 1975—1,208; 1974—1,417. However, the number of cases eligible to receive medical care at the end of the fiscal year increased 51.4 per cent: 1975—106; 1974—70.

General Assistance

The number of cases added to the rolls increased 38.5 per cent: 1975—36,268; 1974—26,177. The June 1975 number of recipients increased 35.5 per cent over the number during June 1974: 1975—19,672; 1974—14,520.

Cuban Refugee Assistance

The number of cases added to the rolls decreased by 30.2 per cent: 1975—517; 1974—741. The number of recipients during June 1975 was only 0.7 per cent higher than the June 1974 number: 1975—3,389; 1974—3,367.

Food Stamp Program

The following statistics indicate Food Stamp Program activity for fiscal years 1973, 1974 and 1975:

FOOD STAMP PROGRAM

	FISCAL YEAR		
	1975	1974	1973
NOTE: Months of May and June 1975 are estimates.			
Average Number of Hslds. Participating Monthly			
Categorical	82,000	75,491	65,596
Other Low Income	67,000	35,371	32,136
Total	149,000	110,862	97,732
Percent Increase Over Previous Year	+34.2%	+13.4%	+10.4%
Percent of Authorized Hslds. Participating			
Categorical	87.0%	85.9%	82.0%
Other Low Income	89.9%	89.8%	89.9%
Total	88.3%	87.1%	84.5%
Average Number of Persons Participating Monthly			
Categorical	308,000	264,778	235,547
Other Low Income	192,000	105,439	100,458
Total	500,000	370,217	336,005
Percent Increase Over Previous Year	+35.1%	+10.2%	+6.2%
Total Annual Value of Bonus Coupons			
Categorical	\$ 71,085,000	\$ 48,479,806	\$ 30,604,447
Other Low Income	55,022,000	23,739,238	18,237,980
Total	126,107,000	72,219,044	48,842,427
Percent Increase Over Previous Year	+74.6%	+47.9%	+29.1%
Total Annual Value of Coupons Purchased			
Categorical	\$136,350,000	\$100,021,443	\$ 75,583,276
Other Low Income	87,414,000	40,017,414	32,633,660
Total	223,769,000	140,038,857	108,216,936
Percent Increase Over Previous Year	+59.8%	+29.4%	+15.3%
Average Monthly Value of Bonus Coupons Per Person Participating			
Categorical	\$19.25	\$15.26	\$10.83
Other Low Income	23.87	18.76	15.13
Total	21.02	16.26	12.11
Percent Increase Over Previous Year	+29.3%	+29.3%	+21.6%
Average Monthly Value of Coupons Purchased Per Person Participating			
Categorical	\$36.92	\$31.48	\$26.74
Other Low Income	37.92	31.63	27.07
Total	37.31	31.52	26.84
Percent Increase Over Previous Year	+18.4%	+17.4%	+8.6%

FISCAL AND MANAGEMENT OPERATIONS

BUREAU OF BUSINESS SERVICES

As part of a reorganization of the fiscal and management activities within the division, the Bureau of Business Services is charged with fiscal responsibility for all aspects of the accounting, internal auditing, and field auditing processes related to county welfare board activities; accounting and field auditing of the General Assistance program administered by the municipal welfare departments; and the Food Stamp Program in all counties of New Jersey.

The Bureau has been engaged in extensive planning for implementation of the child support and paternity provisions of Title IV-D of the Social Security Act which is to become effective on August 1, 1975. This required the establishment of a new account structure and reporting techniques inde-

pendent of other county welfare board activities. Systematic procedures were developed to provide for an "extra payment" to clients, "incentive" payments to counties and other states, and control of arrearages and prepayments. Additional staff will be required for reviewing and auditing reports, examining the allocation of funds, and periodic field auditing of the fiscal accounts and records of both the Child Support and Paternity Units within the respective county welfare boards and the county probation offices.

Food Stamp Program Section

The Food Stamp Program continued to reflect sizeable increases in activity as is noted in the following comparisons for the month of January for each of the past three fiscal years:

MONTH OF JANUARY

	1973	1974	1975
Participation:			
Households	97,783	108,735	149,771
Persons	334,098	360,878	505,615
Coupon Allotment:			
Bonus Coupons	\$4,089,424	\$ 6,718,165	\$10,829,032
Total Coupons	\$9,021,355	\$12,333,436	\$18,995,072

These statistics reflect increases in the number of households participating of 11.2 per cent between 1973 and 1974 and 37.7% between 1974 and 1975. The total value of bonus coupons increased 64.2 per cent for the same respective months.

Extensive planning in collaboration with other Divisional units resulted in the implementation of the following innovative procedures designed to increase program participation by eligible households:

1. Immediate manual issuance of Authorization to Purchase cards (ATPs) at the time of the initial determination of eligibility to permit households to participate upon approval of an application.
2. Extension of the sales period for issuing agencies from the first 20 days to 31 days to enable eligible households to purchase food coupons at any time during the calendar month.

Field Auditing Unit – County Welfare Boards

The field auditing staff audited the fiscal activities of 13 county welfare boards for calendar year 1973

and five for calendar 1974. In addition, cash audits were conducted in three counties during the fiscal year.

BUREAU OF MANAGEMENT SERVICES

The Bureau of Management Services was established in November of 1974 as part of a reorganization of the Fiscal and Management functions of the Division. It was done to functionalize each bureau to react and be responsive to the growing needs of the Division. The responsibilities of the Bureau include the evaluation, planning and development of Division policies and practices related to State and county budgeting, research, and statistics in the welfare field, purchasing and supplies, general services and other related activities.

The Bureau established a computer terminal to access the federal Quality Control Data Analysis System for the reporting of quality control findings. This system provides a mechanism for rapid input and output of data for analysis by research and statistics staff to monitor and develop means of improvement as a basis for corrective action decisions.

The Bureau's research and statistics section was expanded to strengthen its capabilities as a service unit to the division and other state agencies. A major accomplishment in this area was the completion of the Education Act Study, in cooperation with the New Jersey Department of Education. (Under Title I of the Elementary and Secondary Education Act, distribution of funds for school districts is based upon the number of deprived children residing in each municipality.) The section coordinated data collection with the county welfare boards and transmitted requested reports to the appropriate federal and State agencies.

This section made intensive analysis of all public assistance statistics, within the Division with emphasis on AFDC caseload and error characteristics. Assistance in sampling methods and selection was provided to other administrative units in the Division for surveys, demonstration projects, and proposed expanded quality control monitoring.

The Bureau has streamlined and expedited the processing of fair hearing decisions with the installation of a Magnetic Tape Selectric Typewriting (MTST) section. Further expansion of this concept into a "Work Processing Unit" would further enhance this Division's communications network among other State and local agencies.

Research is underway to place special emphasis on the revision of the present Ruling 12 (accounting manual) utilized by county welfare board, standardization of staffing requirements for county income maintenance staff and forms control and procedures related to changes in regulations and policy.

INCOME MAINTENANCE OPERATIONS

POLICY AND STANDARDS DEVELOPMENT SECTION

The objectives of this section are to coordinate circular letters and other policy publications related to public assistance income maintenance programs; prepare and maintain a Public Assistance Manual and Assistance Standards Handbook, consolidating and clarifying manuals currently in use; provide interpretation of income maintenance policies and regulations for other units of the division; and compile, at regular intervals, cost of living data related to public assistance allowance standards.

With the addition of two staff members, the first three of these objectives has generally been achieved. All circular letters and policy publications relating to income maintenance programs either originate, or are edited by this Section.

CHILD SUPPORT AND PATERNITY UNIT

The basic objective of the Child Support and Paternity Unit is to establish within the State of New Jersey effective paternity determination and Child Support Services to Assistance for Dependent Children and Non-Public Assistance clients. In order to provide these services the unit must establish a service to locate absent parents and enter into cooperative agreements with appropriate courts and law enforcement officials to assist in administering the plan.

Thus far this unit has entered into arrangements with the Administrative Office of the Courts, which supervises the Probation Departments, to provide enforcement and collection services for child support payments to Assistance for Dependent Children clients and non-public assistance clients. The New Jersey Supreme Court has approved a plan to effectuate these services and late in September a retroactive contract will be executed to formalize the agreement.

It appears at this point that a state Parent Locator Service will be operated by the state Child Support and Paternity Unit. It will link the 21 counties in New Jersey, with other states and the federal Parent Locator Service. Local Parent Locator Services will operate within Child Support and Paternity Units in the county welfare boards. These county units will have additional responsibilities as defined in the recently issued "Appendix D" of the Public Assistance Manual. Generally, they include distribution of extra payments to recipients of AFDC, making incentive payments to county welfare boards and securing court orders for support, establishing paternity, and acting as a liaison with probation departments.

New Jersey is to receive 75 per cent federal matching for "the total amounts expended in the operation of the plan" beginning August 1, 1975. However, the State of New Jersey must provide the additional 25 per cent funding. Lack of available state and county money has created delays in implementing the programs. Although initially this program may be costly to establish, Congress designed PL-93-647 as a fiscal bill, i.e. one to save money.

BUREAU OF LOCAL OPERATIONS

Institutional Services Section

The goals of this section are to: increase area office efficiency in the processing of applications for Medical Assistance in the several state and two county psychiatric institutions; streamline the processing of applications for Medical-Surgical Assistance at the state psychiatric hospitals and at the state schools for the retarded; assist in the

revision of operational agreements and other documents; increase the number of referrals and patients placed in alternate care arrangements and standardize area office operational procedures.

Considerable progress was made in increasing the efficiency of application processing for both Medical Assistance and Medical-Surgical Assistance processing through the hiring of adequate staff and through training and close supervision. Progress, though minimal, has also been made in the revision and updating of several internal documents as well as an agreement between the Divisions of Mental Health and Hospitals and Public Welfare regarding the use of Family Care. The volume of referrals received has increased due mainly to the Institutional Services Section's involvement regarding the placement of patients in transitional residences and through participation in judicial proceedings regarding the release of certain Essex County patients.

Field Services Section

The objectives of this section are to improve the effectiveness of field representatives in dealing with county welfare boards and municipal welfare agencies. The attainment of these objectives has been somewhat hampered due to lack of staff. Though slow, progress is noted, however, now that sufficient numbers of staff have been hired and ongoing training initiated. Such training continues by attendance at in-service sessions and graduate classes in local colleges. Also, the transfer of certain duties of this section, with respect to the preparation of correspondence addressed to the Governor and/or Commissioner to other units within the division was effective. As a result, field representatives have been able to devote more time to field work, thus increasing personal contact between the division and county welfare boards.

Survey Unit

The primary objective of the Survey Unit has been to conduct detailed studies and reviews of operations of public assistance agencies both on the county and municipal level. These intensive reviews are aimed at generating sufficient data upon which revisions of policy may be formulated, or corrective action may be taken if the policy has not been applied correctly. Secondarily, these studies were to provide the basis for audit exceptions or other actions to recover misspent assistance payments. Finally, the unit was to become thoroughly knowledgeable with policy and survey techniques so they could conduct concurrent reviews of different programs or aspects of one program.

The unit has completed all assigned review

activity and submitted reports on each study. These reports have formed the basis of one recommendation for a legislative change in the AFWP program requirements.

Work Incentive (WIN) Program

The primary objective of this unit was to increase monitoring of WIN Program activities in order to improve the administrative efficiency of county welfare board Income Maintenance Units.

Progress toward this objective has been realized in that detailed reviews of WIN Program activities were completed in the four counties with the highest percent of WIN-related errors. Problem areas were identified and recommendations made with respect to implementation of corrective procedures.

Food Stamp Unit

The objectives of this unit were to encourage the county food stamp offices to focus their attention on effective and extensive outreach activities, to increase the number of staff of this unit and of the county welfare board food stamp units, the development of additional food stamp issuance outlets other than banks, the coordination of supervisory meetings with county food stamp supervisors for the purpose of clarifying new and existing food stamp regulations, and for stressing the importance of workable corrective action with the aim of improving the efficiency and effectiveness of the program.

The Food Stamp Program has grown at a rate far greater than anticipated during the planning of the statewide outreach campaign, which commenced at the beginning of the fiscal year. During the first eight months of the fiscal year, the number of persons participating in the Food Stamp Program increased from 404,000 to 530,000. The annual bonus value of food stamps for New Jersey increased during that same period from \$91 million to \$130 million.

There has been only a slight increase in the number of bank outlets for food stamp sales and reviewing and screening of interested non-banking sites is still taking place. Contacts are also being made with municipal governments and various state agencies to ascertain their interest and willingness in becoming food stamp sales outlets.

Administrative Legal Services Unit

The objectives of this unit were to increase the number of staff, dissipate the backlog of correspondence on property and resources and compromise settlements and develop a monitoring system designed to better follow recovery activities in the county welfare boards.

The addition of staff to the unit has had a salutary effect on production. The backlog of mail on property and resource matters has been cleared and correspondence remains on a current basis. Although a new system to monitor recovery activities has not yet been fully developed, a review and follow-up of the welfare board minutes has provided some progress toward closer monitoring. The reassignment of some of the duties of this unit to other units within the Division was effected when the Bureau of Quality Control took over responsibility for fraud control activity. The parent locator service has not yet taken over the task of locating absent parents and that function remains with the unit.

BUREAU OF QUALITY CONTROL

The objective of this Bureau is to complete the review of all cases assigned to it in a timely and accurate manner. In this area, training was established for new reviewers. In addition, supervisory training, in order to emphasize the necessary skills, was conducted for all unit supervisors. More appropriate titles are being established in order to provide better line and staff operations.

AFDC Section

The objective of this section was to complete, for each six month review period, approximately 1200 cases as mandated by the federal government, as well as an additional 1200 cases which serve to increase the reliability of findings appropriate to each local agency. These reviews must not only be completed within the specified time frames mandated by the U.S. Department of Health, Education and Welfare, but must be of a quality sufficient to ensure reliable findings. Reviews for the period July 1 through December 31, 1974 were completed by staff within the specified time period, and were accurate enough so that decisions on these cases as a result of protest by either the federal monitors or the county welfare boards had to be revised in only 4 per cent of the sample. The section is currently completing reviews for the January through June 1975 review period, a process which is expected to be equally successful.

Food Stamp Section

Due to staff shortage mandated by fiscal constraints, the section was unable to complete the 1200 active case sample and 800 negative case sample for the review period July through December 1974. Staff reassignments, however, have alleviated this situation for the review period January through June 1975 and assigned reviews are expected to be completed by the federal deadline.

SSI Unit

This unit was created during the fiscal year to monitor the activities of the federal Quality Assurance Reviewers in the SSI program, in order to determine the accuracy of their findings with respect to those cases which received a state supplementary payment. This activity was authorized through a contract between New Jersey and the federal government, allowing the staff of the Social Security Administration to administer not only those cases eligible for the federally funded part of the SSI program, but also cases receiving SSI in which a portion of the assistance received was a state supplementary payment.

Social Security Administration notified the unit they plan to review approximately 1200 SSI cases in New Jersey. A unit consisting of one supervisor and four reviewers has been established, and underwent training furnished by the Social Security Administration. The unit is now operational, and is presently arranging, in cooperation with the Bureau of Supplemental Security Income, to identify those cases subject to the division's monitoring.

Medicaid Only Unit

The division was advised by the Department of Health, Education and Welfare that effective July 1, 1975 New Jersey must initiate a quality control review of the assorted cases receiving "Medical Assistance Only" payments. It was determined that New Jersey would be responsible for the review of 375 Medicaid Only cases for each six-month review period, and that these review periods would run from October 1 through March 31; and April 1 through September 30 of each calendar year. However, the division was mandated to perform reviews for the months of July, August and September 1975. This period will serve as a test period in order to identify and correct any administrative and/or procedural difficulties in this type of review.

In cooperation with other components of this division, the sample selection and reporting systems were designed, and necessary staff, consisting of a unit supervisor and nine reviewers were hired. These individuals are currently undergoing an intensive orientation program, which should conclude August 15, 1975, at which time the cases to be sampled for the review month of July will be assigned.

General Assistance Unit

The division mandated that ongoing Quality Control reviews be conducted in the General Assistance program, administered by the municipalities. Although occasional reviews had been conducted by the Bureau of Local Operations, there had never been an ongoing review of cases receiving General

Assistance. It was determined that review activity would consist of two stages; the first would involve a desk audit of all cases in the 21 largest municipalities receiving General Assistance in the month of December 1974. Activity in 19 of the 21 municipalities has been completed. A summary of findings was transmitted to the Municipal Welfare Directors, as well as the director of the Division of Public Welfare. Activity in the remaining two municipalities is expected to be completed within the next month.

The second stage consists of performing essentially the same type of review now conducted in the AFDC and food stamp cases i.e., a review of a selected number of cases by means of a perusal of the case record at the municipality, home visits with the client as well as contacts with collateral sources (e.g. banks, Social Security Administration, etc.) in order to verify such eligibility.

Assistance Investigations Unit

The objectives of this newly formed unit were to improve assistance investigations by collaborating in the development of a training program, an improved reporting system for county welfare board investigators and to conduct investigation of alleged improprieties on the part of clients or staff of the county welfare boards as well as the Division of Public Welfare.

Progress towards these objectives has been positive in that the Assistance Investigations Unit is currently engaged in consultation with the Training Unit in regard to establishing training programs for county welfare board investigators, implementing an improved reporting system of assistance investigations, and conducting investigations of allegation of improprieties within the Division of Public Welfare and the local agencies.

BUREAU OF MEDICAL AFFAIRS

The medical eligibility determinations and re-determinations required by regulations in the programs of Assistance to Families with Dependent Children (i.e. AFDC Incapacity) and "Medicaid Only" continues to be the prime responsibility of the Bureau.

The AFDC Incapacity program was revised during the year in accordance with federal regulations and a new definition and interpretation of "incapacity" became effective May 1, 1975.

During Fiscal Year 1975, 193 Medical Review Teams evaluated 6,760 cases. There were 5,174 AFDC-Incapacity cases reviewed compared with 4,676 during the previous fiscal year. "Medicaid Only" cases totalling 1,586 were reviewed. One hundred eighty-five (185) fair hearings based on the

medical eligibility factor were held; 9 "Medicaid Only" and 176 AFDC-Incapacity.

In April 1975, the bureau assumed responsibility for determining appropriate charges for health services authorized providers by municipal welfare departments in order to determine that maximum allowances were not in excess of the medicaid rate.

The Bureau continues to provide medical and medical-social consultation services to county and municipal welfare departments and division staff.

The Bureau continues to review, evaluate, and provide appropriate recommendations relevant to inquiries on health care and medical social services requested in specific cases.

The Bureau's primary objective is to determine medical eligibility for the AFDC-Incapacity and "Medicaid Only" programs utilizing existing staff, and to provide medical and medical-social consultant services on health and related matters to local welfare offices and division staff.

BUREAU OF ADMINISTRATIVE REVIEW AND APPEALS

During fiscal 1975, the Fair Hearing Unit of the Office of the Director was upgraded to bureau status with ancillary functions including the handling of requests for information and review of certificates for incorporation under NJSA 15:1. These activities were additional to monitoring notices of adverse actions issued by county welfare boards. The expanded function has enabled a better coordinated system for handling complaints and information requests as well as a mechanism for determining the incidence and nature of complaints received in the division.

Fair Hearing Section

Fair Hearing appeals from all programs totaled 3,261, representing an increase of 18 per cent over fiscal year 1974. Assistance was continued unreduced, at least until the fair hearing, on 854 (26 per cent) of the total. The increase was largely attributable to a significant rise in food stamp appeals which accounted for 26 per cent (854) of all hearing requests.

Despite an approximate 18 per cent increase in the number of hearing requests, substantial compliance was attained with the 90-day disposition requirement on fair hearing decisions. Also, a system for timely publication of fair hearing summaries was developed.

Information and Complaint Section

This section has been assigned the responsibility for responding to all written complaints and requests for information received in the division. How-

ever, during the initial phase of operations, activities have been limited to the handling of referrals from the Governor, Commissioner and direct requests for information from other agencies, federal and state legislative representatives and the United States Department of Health, Education and Welfare. During the initial five months of operations, such requests averaged 47 monthly, all involving input from municipal or county public assistance departments and/or federal or private social welfare agencies.

Certification and Notice Review Section

Activities assigned to this section include review of certificates for incorporation under NJSA 15:1-15, pertaining to non-profit and charitable organizations and monitoring notices of adverse actions in the Aid to Families with Dependent Children (AFDC) program.

During the reporting period, 2,308 certificates for incorporation were received for purposes of determining whether the proposed organization would engage in the provision of a service that would require approval by the Department. Of the total, only 109 were determined to require such approval. However, the number of new certificates received represented a 13 per cent increase over fiscal 1974 and reflected increasing activity to incorporate on the part of such diverse groups as inmates in correctional institutions, public school teachers and tenants in public and private housing accommodations.

FAMILY AND CHILDREN'S SERVICES CONSULTANT

On January 15, 1975 the Corporation Unit was transferred to the Certificate and Notice Review Section under the new Bureau of Administrative Review and Appeals.

Supplemental Security Income (SSI) coordinating activities have been necessary on a continuous basis. Many projects have been completed to correct erroneous data on the SSI file. The results have been the correction of many overpayments and underpayments, proper reduction of Minimum Income Levels (MILs), and correction of many living arrangement codes.

A massive project is now underway to verify and correct erroneous unearned income amounts and to adjust related MILs to insure correct payments of mandatory state supplements. The project to submit medical records on SSI rollback disability cases was also completed in a timely manner.

A joint federal-state study of the SSI/General Assistance Interim Payment System identified specific problems with the system and steps have

been taken to resolve these problems. Correction of these problems should result in the state and municipalities doubling the amount of repayments now being received as well as quickly identifying GA recipients found ineligible for SSI benefits. A follow-up study has been started to determine if the steps taken to correct these problems have been effective.

The Social Security Administration has agreed to accept persons on Family Care for SSI benefits. Negotiations are underway for inclusion of mentally retarded and/or emotionally disturbed children and adults in private residential facilities for SSI benefits.

The revised Agreement of Cooperation between the Divisions of Vocational Rehabilitation Services, Public Welfare, and Youth and Family Services was completed and approved by the respective division directors. The members of the Agreement Evaluation Committee are contemplating a study to evaluate the operational effectiveness of the revised referral procedures established by the agreement.

An Inter-Divisional Committee has been established among the Divisions of Public Welfare, Youth and Family Services and Medical Assistance and Health Services to coordinate mutual activities as well as discuss and resolve mutual problems. Other liaison activities with these divisions included development of procedures for the Early Periodic Screening, Diagnosis, and Treatment Program (EPSDT) and social service referrals between county welfare boards and Social Security district offices. Much time was spent serving on the Steering Committee (and various subcommittees) for the Annual Social Services Plan required under the new Title XX.

Request for waivers of federal welfare regulations and fiscal procedures were developed for the Supported Work Program. This is a manpower demonstration project co-sponsored by the Office of Newark Studies and the Department of Institutions and Agencies to provide transitional job opportunities for hard-to-employ ex-offenders and AFDC-WIN registrants.

PERSONNEL SECTION

An Affirmative Action Plan has been developed for utilization in the division and by the county welfare boards. This plan shall provide for positive action in all areas of personnel policies and procedures including recruitment, appointments, promotions, training and upward mobility. The plan is subject to review and approval by the Department of Civil Service and the New Jersey Civil Service Commission. It is expected to go into effect during the month of October 1975. The Affirmative Action Program will be monitored bi-monthly to ensure

that it is meeting the goals set forth in the plan.

The division was able to approve most of the contracts that were negotiated with the county welfare boards concerning outstanding agreements prior to January 1, 1975. The issuance of Ruling No. 11 was definitely a contributing factor in facilitating these approvals.

PUBLIC INFORMATION OFFICE

A mandate of the division is to inform the public of its programs and services. A public information officer was added to staff at the end of fiscal 1974 to assist in developing a positive internal and external public information program. Although dispelling myths associated with the public assistance programs is slow in coming about, progress is being made.

An example of effective internal public relations can be the good working relationship between the Department of the Public Advocate and the Division of Public Welfare. This agency developed and conducted with appropriate staff a basic orientation for selected Public Advocate staff concerning public assistance in New Jersey. Liaison persons were established so that effective lines of communication between the two governmental agencies would exist. This has resulted in effective communication and understanding of problems, and is working well.

The public information office also maintains good rapport at the federal level. During the past fiscal year trips were made to New York to work with federal officials in the development of new publications pertinent to the State of New Jersey; one such pamphlet was entitled "Helping the Aged, Blind and Disabled in New Jersey".

TRAINING UNIT

A statistical review of training programs utilized by division staff in which the Training Unit was involved during the past fiscal year show: that 350 persons participated.

The New Jersey Income Maintenance Training Plan

This plan was prepared and sets forth staff development and training plans for all classifications of employees of the Division of Public Welfare and includes regulatory policy and Income Maintenance training plans for the county welfare boards. The Divisions of Public Welfare and Youth and Family Services are now attempting to establish a policy regarding the employment of county welfare board training personnel agreeable to all 21 county welfare boards.

Monitoring of county welfare board training supervisors revealed the majority to have only a cursory interest in training Income Maintenance technicians. With the support of the Corrective Action Panel, the director mandated the appointment of an Income Maintenance Trainer by all 21 county welfare boards. The qualifications of these trainers for purposes of Civil Service is in the process of being developed.

Continuing educational and staff development programs have been provided, and orientation has been scheduled almost monthly for Quality Control Reviewers in the Categorical, Food Stamp and General Assistance programs. The General Orientation program for new employees of the division is being developed.

The Public Assistance Manual and the Assistance Standards Handbook

An audio-visual tape was prepared on the newly adopted Public Assistance Manual and the Assistance Standards Handbook. It was viewed by 252 county welfare board income maintenance administrators and supervisors, approximately 500 other income maintenance staff and by a majority of Division personnel.

Quality Control Training

Unfortunately, the demand for training Quality Control Reviewers has been complicated by the availability of only one Trainer. Forty-three Quality Control Reviewers signed up for a semester's participation in conversational Spanish. The Rutgers instructors constructed the course around the phrases and vocabulary which the Reviewers would be using.

Monthly Meetings with County Welfare Board Training Supervisors

During monthly meetings, the Training Unit staff of the division emphasized aspects of federal regulations; presented and discussed changes in programs and policy; and brought to county staff demonstrations of various visual aids. The most popular demonstration was presented by 3M on the making of transparencies for overhead projection. The Training Unit has used transparencies very successfully in budget training with the quality control reviewers.

Training Modules

The Training Modules developed jointly by Division training staff and the training personnel of Camden County Welfare Board have been rewritten by division training staff for utilization by the statewide training program. These modules

have been distributed to task force groups for review and final approval and adoption.

The Statewide Training Plan

The statewide Training Plan includes material related to the following:

1. Framework and guidelines for the training of Income Maintenance Technicians and Clerks.
2. Staff development plan for county welfare board Investigators.
3. New Jersey State Plan for Income Maintenance Supervisory Training.
4. New Jersey State Plan for the training of county welfare board Income Maintenance Administrators.
5. Staff development plan for county welfare board directors.

6. The recording of staff development criteria and the use of the staff development report.
7. Learning curves for staff development.
8. A staff development program for county welfare board staff development and training units.
9. Role and function of county welfare board staff development and training units.

The Training Library

A larger percentage of budgeted money was spent on training materials this year than in any previous year and predictably more than will be spent in any future year. This larger expenditure relates to the shift in program emphasis within the Division of Public Welfare from social services to management and income maintenance.

APPENDIX I

NEW JERSEY DEPARTMENT OF INSTITUTIONS AND AGENCIES DIVISION OF PUBLIC WELFARE

SELECTED STATISTICS, PUBLIC ASSISTANCE PROGRAMS, FISCAL YEARS 1973, 1974, 1975

PROGRAM	FISCAL YEAR 1975	FISCAL YEAR 1974	FISCAL YEAR 1973	% CHANGE 1975/1974	% CHANGE 1974/1973
SUPPLEMENTAL SECURITY INCOME:					
Gross Expenditures	\$103,518,021	\$40,787,938 (a)	(a)	(a)	(a)
Average Monthly Cases	69,814	48,968			
Average Monthly Grant Per Case	\$ 124	\$ 139			
Average Monthly Recipients	71,204	49,943			
Average Monthly Grant Per Recipient	\$ 121	\$ 136			
ADULT PROGRAMS: OAA, DA, AB					
Gross Expenditures		\$24,377,340 (b)	\$46,918,180	(b)	(b)
Average Monthly Cases (= Recipients)		41,633	40,544		
Average Monthly Grant Per Case		\$ 98	\$ 96		
ASSISTANCE TO FAMILIES WITH DEPENDENT CHILDREN:					
Gross Expenditures	\$422,659,453	\$364,389,291	\$348,795,499	+16.0	+4.5
Average Monthly Cases	128,305	119,789	113,887	+7.1	+5.2
Average Monthly Grant Per Case	\$ 275	\$ 253	\$ 255	+8.3	-0.1
Average Monthly Recipients	439,698	420,437	408,554	+4.6	+2.9
Average Monthly Grant Per Recipient	\$ 80	\$ 72	\$ 71	+10.9	+1.5
ASSISTANCE TO FAMILIES OF THE WORKING POOR:					
Gross Expenditures	\$ 18,745,970	\$14,941,418	\$15,925,454	+25.5	-6.2
Average Monthly Cases	7,442	6,583	7,120	+13.1	-7.5
Average Monthly Grant Per Case	\$ 210	\$ 189	\$ 186	+11.0	+1.5
Average Monthly Recipients	34,709	32,174	35,687	+7.9	-9.8
Average Monthly Grant Per Recipient	\$ 45	\$ 39	\$ 37	+16.3	+4.1

GENERAL ASSISTANCE:

Gross Expenditures	\$ 33,124,669	\$23,493,566	\$22,396,243	+41.0	+4.9
Average Monthly Cases	17,039	12,730	12,111	+33.9	+5.1
Average Monthly Grant Per Case	\$ 162	\$ 154	\$ 154	+ 5.3	-0.2
Average Monthly Recipients	18,294	13,826	13,525	+32.3	+2.2
Average Monthly Grant Per Recipient	\$ 151	\$ 142	\$ 138	+ 6.6	+2.6

CUBAN REFUGEE:

Gross Expenditures	\$ 5,947,505	\$ 8,973,662	\$13,582,384	-33.7	-33.9
Average Monthly Cases	1,339	2,759	4,408	-51.5	-37.4
Average Monthly Grant Per Case	\$ 370	\$ 271	\$ 257	+36.6	+5.6
Average Monthly Recipients	3,373	5,570	9,188	-39.4	-39.4
Average Monthly Grant Per Recipient	\$ 147	\$ 134	\$ 123	+ 9.4	+9.0

TOTAL OF ALL PROGRAMS

Gross Expenditures	\$583,995,618	\$476,963,215	\$447,617,760	+22.4	+6.6
Average Monthly Cases	223,939	187,161	178,070	+19.7	+5.1
Average Monthly Grant Per Case	\$ 217	\$ 212	\$ 209	+ 2.3	+1.4
Average Monthly Recipients	567,278	517,795	507,498	+ 9.6	+2.0
Average Monthly Grant Per Recipient	\$ 86	\$ 77	\$ 74	+11.8	+4.4

(a) State-administered Old Age Assistance, Assistance to the Disabled and Assistance to the Blind programs were discontinued December 31, 1973. On January 1, 1974, the Federally-administered (but Federally and State-financed) Supplementary Security Income programs (SSI) became effective. Because the SSI program was in effect for only the last 6 months of FY 1974 (January thru June, 1974), only the January thru June 1975 figures are comparable with those for FY 1974:

	January-June 1975	January-June 1974	Percent Change
SUPPLEMENTARY SECURITY INCOME:			
Gross Expenditures	\$ 54,967,997	\$40,787,938	+34.8
Average Monthly Cases	75,628	48,968	+54.4
Average Monthly Grant Per Case	\$ 121	\$ 139	-12.7
Average Monthly Recipients	77,133	49,943	+54.4
Average Monthly Grant Per Recipient	\$ 119	\$ 136	-12.7

(b) Because the State-administered adult programs (OAA, AB, DA) were in effect only for the first 6 months of FY 1974, the FY 1974 figures can only be meaningfully compared with the July thru December 1972 figures (first 6 months of FY 1973):

	July-December 1973	July-December 1972	Percent Change
ADULT PROGRAMS (OAA, DA, AB):			
Gross Expenditures	\$ 24,377,344	\$23,133,641	+ 5.4
Average Monthly Cases (= Recipients)	41,633	40,276	+ 3.4
Average Monthly Grant Per Case	\$ 98	\$ 96	+ 1.9

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

COUNTY	ESTIMATED POPULATION JULY 1, 1974	ASSISTANCE FOR 1/ DEPENDENT CHILDREN		ASSISTANCE TO THE 1/ FAMILIES OF THE WORKING POOR	
		AMOUNT EXPENDED 1/	AMOUNT EXP. PER INHAB.	AMOUNT EXPENDED 1/	AMOUNT EXP. PER INHAB.
ATLANTIC	180,545	\$ 18,891,104.	\$104.63	\$ 846,664.	\$4.69
BERGEN	910,695	9,926,844.	10.90	462,498.	0.51
BURLINGTON	324,055	9,814,869.	30.29	769,342.	2.37
CAMDEN	480,800	44,542,119.	92.64	2,720,343.	5.66
CAPE MAY	63,400	2,505,731.	39.52	197,210.	3.11
CUMBERLAND	128,405	9,231,344.	71.89	526,542.	4.10
ESSEX	935,845	111,144,903.	118.76	4,062,555.	4.34
GLOUCESTER	182,430	5,741,596.	31.47	460,287.	2.52
HUDSON	611,640	47,221,417.	77.20	800,096.	1.31
HUNTERDON	73,940	960,575.	12.99	72,222.	0.98
MERCER	320,015	19,717,649.	61.61	678,324.	2.12
MIDDLESEX	607,385	21,358,631.	35.16	1,045,320.	1.72
MONMOUTH	479,905	23,829,384.	49.65	1,237,070.	2.58
MORRIS	403,395	4,419,636.	10.96	349,659.	0.87
OCEAN	257,785	11,535,121.	44.75	1,294,015.	5.02
PASSAIC	471,330	34,555,277.	73.31	712,432.	1.51
SALEM	63,575	2,856,650.	44.93	124,383.	1.96
SOMERSET	205,620	3,415,095.	16.61	177,183.	0.86
SUSSEX	85,245	2,174,449.	25.51	304,215.	3.57
UNION	550,625	16,327,557.	29.65	545,880.	0.99
WARREN	77,045	1,506,326.	19.55	127,032.	1.65
TOTAL	7,413,680	\$401,676,277.	\$54.18	\$17,513,272.	\$2.36
FEDERAL		\$200,069,952.	% OF TOTAL 49.8%	—	% OF TOTAL —
STATE		151,206,884.	37.6%	13,134,954.	75.0%
COUNTY		50,399,441.	12.6%	4,378,318.	25%
MUNICIPAL		—	—	—	—

1/ Net Expenditures and Includes Expenditures for Burials.

2/ Based on Reports Received by State Agencies. Some Municipalities (Principally Small Municipalities not receiving State Aid). Do Not Report Their Assistance Expenditures to the State Agency.

3/ Includes Adjustments for Prior Periods not Included in Gross Expenditures in Appendix I.

APPENDIX II

PER INHABITANT BY COUNTIES FOR THE FISCAL YEAR ENDED JUNE 30, 1975

1/ ASSISTANCE TO ELIGIBLE CUBAN REFUGEES		2/ GENERAL ASSISTANCE		TOTAL ALL PROGRAMS	
1/ AMOUNT EXPENDED	AMOUNT EXP. PER INHAB.	2/ AMOUNT EXPENDED	AMOUNT EXP. PER INHAB.	AMOUNT EXPENDED	AMOUNT EXP. PER INHAB.
\$ 5,634.	\$0.03	\$ 753,247.	\$4.17	\$20,496,649.	\$113.52
216,942.	0.24	482,411.	0.53	11,088,695.	12.18
5,508.	0.02	302,180.	0.93	10,891,899.	33.61
19,795.	0.04	1,293,466.	2.69	48,575,723.	101.03
4,401.	0.07	42,138.	0.67	2,749,480.	43.37
18,470.	0.14	165,118.	1.29	9,941,474.	77.42
1,160,684.	1.24	20,001,494.	21.37	136,369,636.	145.71
- 2,087.	0.00	147,559.	0.81	6,347,355.	34.80
4,226,012.	6.91	5,013,054.	8.20	57,260,579.	93.62
-	-	1,282.	0.02	1,034,079.	13.99
4,325.	0.01	1,269,555.	3.97	21,669,853.	67.71
269,055.	0.44	646,768.	1.07	23,319,774.	38.39
30,024.	0.06	465,510.	0.97	25,561,988.	53.26
19,257.	0.05	130,876.	0.32	4,919,428.	12.20
18,216.	0.07	361,231.	1.40	13,208,583.	51.24
340,756.	0.72	848,548.	1.80	36,457,013.	77.34
-	-	19,252.	0.30	3,000,285.	47.19
15,953.	0.08	101,510.	0.49	3,709,741.	18.04
563.	0.01	19,061.	0.22	2,498,288.	29.31
799,013.	1.45	1,033,245.	1.88	18,705,695.	33.97
321.	0.01	27,164.	0.35	1,660,843.	21.56
3/ \$7,152,842.	\$0.96	\$33,124,669.	\$4.47	\$459,467,060.	\$61.97
\$7,152,842.	% OF TOTAL 100.0%	-	% OF TOTAL -	\$207,222,794.	% OF TOTAL 45.1%
-	-	24,371,770.	73.6%	188,713,608.	41.1%
-	-	-	-	54,777,759.	11.9%
-	-	8,752,899.	26.4%	8,752,899.	1.9%

N. J. Department of Institutions and Agencies
Division of Public Welfare

DIVISION OF VETERANS PROGRAMS AND SPECIAL SERVICES

JOSEPH L. GRODECK, *Director*

The new division has been in operation only since May 20, 1975. The remainder of the year was spent in attempting to organize a staff and moving to suitable quarters. The director has been involved in phasing out the operations of the Division of Business Management; meeting with the many veterans organizations, committees and councils; visiting the 15 veterans district offices throughout the state; and meeting with the medical director and two superintendents of the three institutions assigned to the division.

A good portion of the last month was spent in the pending phasing out of the Hospital for Chest Diseases at Glen Gardner, and preparing projections of existing resources for the eventual utilization for the future. Representatives from the Veterans Administration, along with the director and General Doyle, superintendent of the Vineland Soldiers

Home, visited the site for a survey and inspection of the facilities for use as a veterans facility.

The two existing Soldiers Homes were still unable to make available the newly constructed 100-bed units due to the lack of funds for recruiting personnel as a result of the freeze imposed during the fiscal year.

The Bureau of Veterans Services, upon being advised that their salary appropriation was cut 50 per cent for the coming fiscal year along with having nine positions abolished and one position transferred to the Commissioner's staff, has been active in formulating plans to meet this crisis which will eventually result in closing down various district offices and laying off approximately 15 employees, unless additional monies are transferred into the Bureau of Veterans Services.

DIVISION OF YOUTH AND FAMILY SERVICES

JAMES G. KAGEN, *Director*

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

With responsibility for more than 49,320 children under state supervision, the division provides a variety of social services to them and to their families to meet basic human needs. These services include adoption, foster care and institutional placement; protective services for abused and neglected children; casework, counseling, homemaker services and other tangible services to families in the home; day care services, and supervision for certain juveniles paroled from the state training schools. It also has primary responsibility for Juveniles in Need of Supervision (JINS), young people who have committed juvenile offenses which would not be crimes if committed by adults (truancy, running away from home and the like). Under the state Juvenile Code, these young-

sters must be returned to their own or substitute homes or assigned to non-confining shelters while they await disposition by the juvenile courts.

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

The division is also responsible for licensing privately-operated child care centers. To realize its goal of preserving and strengthening the family unit, the Division pursues nine major policy priorities:

1. To transform the primary goal of DYFS assistance to poorly functioning parents and children from short-term crisis intervention/response to a comprehensive tangible assistance/treatment program yielding permanent or long term solutions to their problems.

2. To expand vastly the number of special treatment programs to serve actual or potential abusing or neglecting parents.
3. To develop community-based treatment resources to which social casework staff can refer poorly functioning parents for problem diagnosis, skill development, tangible assistance or child care beyond the normal capabilities of social casework staff of the division.
4. To rationalize the decision-making process in treating troubled or disturbed children to assure that the most appropriate and least stigmatizing placement and treatment is provided for each child.
5. To develop an adequate supply of specialized residential and community-based treatment facilities and programs and specialized foster and group care homes for severely disturbed or troubled children under DYFS supervision, so as to facilitate the de-institutionalization of children who are able to function in less intensive community based settings.
6. To develop additional state and community day care resources to meet the increased demand for this service and to increase the quality of day care programs through support services, adequate fee and payment schedules, the development of appropriate and realistic standards, and effective program assessment.
7. To improve the accountability of agency activities in terms of operating effectiveness, federal reporting requirements, and contracting requirements with vendor and proprietary agencies from whom DYFS purchases certain social services.
8. To maximize the allocation of resources among social service program elements through the development of an operations research capability.
9. To develop additional, higher quality and specialized foster, family day care and adoptive homes to facilitate the de-institutionalization, adoption or return home of children under DYFS supervision.

During fiscal 1975, the division's caseload and requests for service continued to grow steadily. During this twelve-month period, the caseload of children under supervision rose 22 per cent from 40,347 to 49,320. During the year, 34,311 children were added to supervision, and 25,338 children ceased receiving services. The protective services portion of the caseload grew 81 per cent during the year, from 7,419 to 13,416. Applications for service

rose 19 per cent from 37,463 to 44,703.

The need for increased services for children and families in New Jersey has been growing steadily in recent years, as evidenced by a six-fold increase in the DYFS caseload since 1960. Much of this can be attributed to changes in law, programs, public expectations and interpretations of responsibility. For example, child abuse legislation has mandated a 24-hour phone line, maintenance of a central registry, investigation of all complaints within 72 hours, and action to secure the child's safety. Similarly, the state's new Juvenile Code has resulted in the division's handling a population of youths previously under other supervision.

The division has also changed its approach in services to children and families. Until 1960, its service population was almost exclusively children who required out-of-home placement. The division more recently has made greater efforts to keep a child with his family and to provide necessary supportive services.

In response to the increased need for services, the division has taken action in several areas during fiscal 1975:

- expanded tangible social services;
- created 95 new caseworker positions;
- developed tools to measure and improve services;
- integrated service delivery at the county level to provide more efficient use of scarce resources;
- implemented fiscal controls, audits and procedures to insure proper utilization of available funds; and
- proposed changes in legislation and treatment approaches to benefit clients and services.

SIGNIFICANT ACCOMPLISHMENTS DURING FISCAL 1975

1. To meet the dramatic increase in need for protective services, the division launched several major programs. The Union County Protective Services Demonstration Project, (funded by a federal grant and Title IV-A) is the model for community-based programs throughout the state. The division has signed eleven (and is currently negotiating twenty) protective services contracts that will fit into this statewide network which will service more than 6,000 children in 4,000 families where child abuse and neglect is a serious problem. The Protective Services Resource Institute (funded by a three-year grant of \$1.1 million under the Child Abuse Prevention and Treatment Act) will provide training to professionals and paraprofessionals in the fields of social work, law and law enforcement, medicine and day care.

2. Launched an intensive eight-month campaign to recruit foster and adoption homes for the growing number of children who need them. Posters, brochures, flyers, radio spots, press releases and other forms of publicity all utilize the theme "Why not Join the Family" and focus on children with special needs for whom there is an urgent need for home.

3. In January, the division opened the Emergency Reception and Child Diagnostic Center in Woodbridge. This center provides short-term residential care for children while they undergo psychological and educational testing to determine the most appropriate long-term social services plan for each child. (Shortly after the end of fiscal 1975, a new residential treatment center at Cedar Grove was opened, and the Denville facility was shut down, with the residents of Denville being transferred to Cedar Grove.)

4. To provide services more efficiently, the division has initiated programs for integration of social services offered by the District Offices and County Welfare Boards. A pilot program has begun in Monmouth County utilizing common intake and the provision of services of both agencies from one office and often by one worker. A survey of 580 families receiving services indicated that 160, or 27 per cent, were receiving caseworker services from both the District Office and the County Welfare Board. Consolidation of services to these families is expected to offer economics as well as provide better service. Negotiations are currently in progress to integrate services in Sussex, Middlesex and Atlantic Counties.

5. The Office of Regulatory and Legislative Affairs, headed by an assistant division director, was established in April to provide support to the division's Central and field offices in three major areas requiring legal expertise: operational matters, legislative affairs and contract development.

6. The Task Force on Child Care Licensing has completed the final draft of a proposed new Child Care Licensing bill and regulations. The Task Force held public meetings throughout the state to receive comments and questions. The proposed bill represents a comprehensive overhauling of standards for physical facilities, programs, staff qualifications, health and nutrition. For the first time in New Jersey, the bill would establish a minimum child/supervisor ratio and would extend coverage to children from birth to 16 years of age and to other previously exempt facilities.

7. A new Office of Budget and Fiscal Analysis has been set up to administer the division's annual budgetary process, analyze the budgetary and fiscal impact of all issues, and develop controls which maximize Federal reimbursements vis-a-vis state appropriations. The office has worked on identifica-

tion of children in placement eligible for federal reimbursements under the AFDC foster care and Supplemental Security Income programs.

8. The division and a task force consisting of public and private members, including a representative of the New Jersey Bar Association, completed the first comprehensive revision of the state's adoption law since 1953. The proposed legislation, endorsed by Governor Byrne and introduced in the State Assembly in April, is designed to safeguard the rights of both the child and the family in adoption proceedings.

9. The contract development and administration wing of the division, which became fully operational during the 1975 fiscal year, has negotiated contracts which brought \$79.5 million of federal funds into the state during the year, out of the maximum \$88 million earmarked by the federal government for New Jersey. This is an increase of 57.7 per cent, or \$29 million over last year.

10. During fiscal 1975, the division established an additional 5,663 community day care slots, an increase of 42 per cent and surpassing its goal of 5,550 new slots for the year. The division now provides day care for 33,485 children through its various programs: 19,124 in community day care; 6,718 through individually purchased care; 5,160 in family day care; 1,159 in in-home care; and 1,324 through division-operated centers.

11. The Bureau of Research, Planning and Program Development during fiscal 1975 prepared six proposals that received federal grants totaling \$2,730,000. These projects will provide protective services training, treatment and research; an evaluation of residential institutions; review systems for preventing unnecessary foster care, and an evaluation of New Jersey's development and demonstration of Title XX eligibility levels and fee scales.

OVERVIEW

The division, which was established in May 1972, has five major spheres of operation—field services; development; fiscal and management; contract development and administration; and regulatory and legislative. Each is under the supervision of an assistant director. Within these five areas there are a total of seven bureaus and various units which provide intensive support and direct client services in an effort to solve the problems and meet the needs of the agency's growing number of clients in the most humane, efficient and economical way.

The Field Services Operations wing of the division is responsible for the direct provision of social services to agency clients and monitors the activities of all of the division's service delivery units, including

the 21 district offices, the social service assistance units in the county welfare boards, the four regional Foster Home and Adoption Resource Centers, the Office of Child Abuse Control and the four residential centers and four group homes operated by the division. It incorporates the Bureau of Family Services, the Bureau of Residential Services, the Case Audit and Review Unit, and the Bureau of Resource Development, which became a part of Field Service Operations during fiscal 1975. Shortly after the close of the fiscal year, the Office of Child Abuse Control became part of the Bureau of Family Services, as part of the reorganization of that bureau.

The Development Operations wing of the division is responsible for the planning and development of effective, innovative agency policies, programs and resources needed by eligible children and families under the division's supervision. It includes the Bureau of Research, Planning and Program Development and the Child Care Licensing Section. The development operations office is also responsible for agency communication and information efforts to both Division staff and the public at large.

The division's internal operations are administered by the Office of Fiscal and Management Operations, which is responsible for the evaluation, planning, and development of division policies as they relate to management; fiscal and budgeting functions; personnel and employee development and training.

The Current Development and Administration wing, which includes the Bureau of Day Care Services and the Purchase of Service Unit, is responsible for negotiating contracts with public and private provider organizations for services to persons who are eligible under Title XX of the federal Social Security Act. It also oversees the operation of 22 division staffed day care centers.

The Office of Regulatory and Legislative Affairs is the newest wing of the division. Established in April 1975, and staffed by attorneys, it provides support to the division's central and field offices in three major areas; operational matters, legislative affairs and contract development.

BUREAU OF FAMILY SERVICES

In fiscal 1975, supervisory services were provided to a total of 74,658 children throughout the state. A total of 40,347 were under supervision at the beginning of the year; 34,311 were added to supervision during the year, while 25,338 ceased receiving services. The result was a total of 49,320 children under supervision at the end of the year, representing an increase of 8,973 or 22 per cent over last year. Of these, 10,117 are in foster or group care placements,

and 2,516 in institutional or residential placement facilities, representing a total of 25 per cent of all children under division supervision in substitute placement of some kind. The remaining children are in their natural home or the home of relatives.

To meet the demands of the increased caseload and requests for service, the division created 95 new caseworker positions during fiscal 1975. The bureau plans in 1976 to use new positions for low-ratio caseloads in severe protective service situations.

Of the total number of children under supervision, 13,416 are receiving services under the division's Protective Services Program, an increase of 81 per cent in this category over fiscal 1974. The Office of Child Abuse Control, now a part of this bureau, is responsible for operating a 24-hour emergency toll-free telephone manned by trained social workers, managing the Child Abuse Central Registry, analysis of statistics, preparing reports, and following up reports of child abuse, neglect and abandonment to insure proper investigation and assignment of abusive parents to follow-up treatment programs. The number is (800) 792-8610.

The bureau continued to work with foster parents and foster parent organizations throughout the state 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. The division has continued to publish the Foster Parents Memo, a newsletter distributed to all division foster parents, in both English and Spanish. The Foster Parents Association hosted a luncheon in May to coincide with the kickoff of the division's eight-month drive for recruitment of additional foster homes, and have helped the division with publicity for this drive. A position has been established in the bureau's central office to work exclusively with the Foster Parents Association to pursue with them the improvement of child care services in New Jersey.

Since August 1, 1973, the division has been charged with the responsibility for supervising the social service operations of New Jersey's twenty-one county welfare boards. This includes planning the content of service programs, establishing service policies and monitoring and evaluating the county service program for effectiveness and compliance with federal and state requirements. To provide services more efficiently, the division has initiated programs for integration of social services offered by the district offices and county welfare boards. A pilot program was begun in fiscal 1975 in Monmouth County utilizing common intake and the provision of services of both agencies from one office and often by one worker. A survey of 580 families receiving services indicated that 160 or 27 per cent were receiving

caseworker services from both the district office and the county welfare board. Consolidating services to these families is expected to offer economies as well as provide better service. Negotiations are currently in progress to integrate services in Sussex, Middlesex and Atlantic Counties as well.

The Work Incentive Program (WIN) is a joint undertaking of the Department of Labor and Industry and the Department of Institutions and Agencies to provide employment and needed child care services for participating Aid to Families with Dependent Children (AFDC) recipients. During fiscal 1975, the WIN program received 10,404 applications for services, of which 8,565 were accepted. A total of 18,856 children came under WIN supervision this year; 10,291 were under supervision at the beginning of the year, with 8,565 added during the year. A total of 8,110 left the program, leaving a year-end total of 10,746 and representing an increase of 4.3 per cent. Significantly, the number of children served increased despite the fact that there was a 7.9 per cent decrease in total applications.

BUREAU OF RESIDENTIAL SERVICES

The Bureau of Residential Services is responsible for providing treatment resources for children generally categorized as delinquent, disturbed, neurologically impaired and, in some cases, retarded or physically handicapped. At present, the primary method of providing these services is through contracts/agreements with a network of approximately 140 privately operated residential treatment facilities, both within New Jersey and out-of-state. The bureau also directly operates three residential centers: in Vineland, Cumberland County; Ewing, Mercer County; and in Cedar Grove, Essex County; as well as four group care homes in Mantoloking, Ocean County; Plainfield, Union County; Red Bank, Monmouth County, and Morristown, Morris County. The bureau's newest facility, an Emergency Reception and Child Diagnostic Center, was opened in January in Woodbridge, Middlesex County.

The bureau is now responsible for the development and implementation of a statewide network of day treatment programs which, when operational, will:

1. Create an alternative to residential placement by keeping the child in his community and having his treatment needs met while living at home or in noninstitutional, community-based settings, such as group homes or special foster homes; and
2. Make possible earlier intervention to prevent subsequent institutionalization.

The day treatment system will be established on purchase of care basis similar to the residential placement system.

In recognition of the need for a network of group care homes throughout the state, the division has helped launch 26 group care homes which are community based and sponsored by local governments or non-profit private groups. Each home accommodates eight to twelve children. In fiscal 1974, the first fifteen homes were established through funds from three sources; \$400,000 in state group home care incentive funds, which are administered by the division, and a purchase of service agreement with approved group homes, under which the division pays a monthly maintenance fee for each child it places in the facilities.

During fiscal 1975, grants from the division's Youth Facilities Incentive Aid Program, which has been expanded to include any non-profit, youth-serving agency, provided \$201,044 in construction or renovation funding for eight group homes, \$154,900 for seven residential treatment centers, \$17,150 for a children's shelter, and \$85,078 for four shelters for Juveniles in Need of Supervision (JINS).

The bureau's Evaluation Unit, which is responsible for the review and appraisal of treatment and residential programs from which the division purchases services and/or in which it places children, completed 26 evaluations of both public and private programs during Fiscal 1975. The Program Development Unit, which has as its primary responsibility to assist in the development, critique and subsequent approval of day and/or residential treatment programs and to assist in the reprogramming of existing resources for the purpose of upgrading and enhancing the quality of treatment services being provided, during fiscal 1975 reviewed 64 proposals for new residential and/or day treatment programs and consulted with 39 agencies from whom the division purchases service, in order to assist in program enhancement.

The Program Review Unit, which regularly monitors all programs in which DYFS places children to insure contractual compliance and serves as liaison between the programs and the division, conducted 136 field visits and investigated six critical incidents of abuse complaints, and developed a census reporting format during fiscal 1975. The Fiscal Unit, which seeks to maintain current program cost data, to insure that proper and equitable payments are being made, reviewed 35 budgets for requested modifications, reviewed 10 budgets of programs seeking approval for DYFS placement, and reviewed the fiscal operations of 50 programs during fiscal 1975.

BUREAU OF RESOURCE DEVELOPMENT

The bureau operates four regional offices, located in Paterson, Newark, Highland Park and Camden.

Under the regional concept, the bureau has now assumed certain functions, such as processing and placement of children for whom adoption is the goal and recruitment and study of foster homes, that were previously under the auspices of the Bureau of Family Services' district offices. The only counties in which these functions have not yet been fully assumed are Monmouth and Hunterdon-Somerset, where the offices presently retain their foster home-finding and adoptive processing functions.

The new organization plan offers consistency in delivery of services and more opportunities for more efficient use of staff time and a more realistic appraisal of staff productivity.

During fiscal 1975, 188 children were referred for adoption placements, which is a 34.5 per cent decrease from the previous year. The total number of children placed in adoptive homes was 395—two per cent lower than last year's total. The decline in agency adoption placements reflects the shift in the type of child available for adoption, from the healthy, white infant to the older child, to children with emotional or physical handicaps and those of a minority group or mixed parentage.

Of the 395 children placed in adoptive homes, 180 were placed in foster homes, accounting for an increase of 25.9 per cent, while 215 were placed in newly selected homes, 17.3 per cent decrease from the previous fiscal year.

Children who are considered "hard-to-place" because of special needs accounted for 34.4 per cent of all placements. A total of 136 such children were adopted, 51 by their foster parents (28.3 per cent of total foster parent adoptions) and 85 through selected homes (62.5 per cent of total selected home adoption).

The increase in adoption of hard-to-place children by their foster parents is due in part to the enactment and implementation of the subsidized adoption program, which went into effect July 25, 1973. During fiscal 1975, 131 homes were receiving adoption subsidies, 104 of which are the child's former foster parents.

This year, increased fees for non-agency adoption complaint investigations conducted by DYFS were implemented and a sliding fee scale was developed. These fees apply when the division is requested by the court to perform investigations or to provide supervision in non-agency adoptions. (Under state law, eligible persons may adopt a child in New Jersey in one of two ways: through one of the fourteen approved adoption agencies in the state or from the child's natural parent or guardian).

Under the new schedule, DYFS fees for conducting a preliminary investigation and report were increased from a flat charge of \$85 to a top figure of \$175. For

supervising the adoptive home after the preliminary hearing, the fee went from \$13 a month to the top figure of \$36 per month. Also, for preparing and submitting the final report to the court, the rate rose from \$25 to a top figure of \$44.

The actual fee to be paid is determined by the application of a sliding scale and could result in a lower payment or no payment at all. The division completes approximately 1,800 adoption complaint investigations and reports annually, which is about 95 per cent of the total for the State.

The bureau regularly registers available children and families with the New Jersey Adoption Resource Exchange, the Delaware Valley Adoption Resource Exchange and the Adoption Resource Exchange of North America. On a selective basis, the division also has reciprocal arrangements with the Massachusetts Resource Exchange and the Texas Exchange and is a charter member of the Delaware Valley Adoption Council.

During the past fiscal year, there were 13 New Jersey children placed in adoption homes through the New Jersey Adoption Resource Exchange. In addition, there were 16 children from other states placed in bureau homes registered on the exchange. A total of 337 homes were listed on the exchange with 130 of the total bureau approved homes and 207, homes registered by other agencies. Placements were made in 17 bureau approved homes, and 29 homes approved by other agencies. In addition, 33 homes approved by other agencies. In addition, 33 homes were removed from the exchange for other reasons during the year. At the end of the year, there were a total of 258 homes listed, 95 of which were bureau approved homes and 163 of which were homes registered by other agencies.

Recruitment of foster and special adoptive homes has been a prime function of the bureau this past year. An intensive eight month campaign to make the public aware of the need for additional temporary and permanent homes was launched in conjunction with National Action for Foster Children Week, and was jointly sponsored by the division and the New Jersey Foster Parents Association (NJFPA).

The campaign was inaugurated on May 18, 1975, which was designated as Foster Care Sunday through arrangements with the New Jersey Council of Churches. On May 21, 1975, a parade of more than 300 persons, including foster parents and children, division staff and interested citizens, marched through the Trenton Commons to the State House carrying local FPA banners and bearing posters with the campaign theme "Why not Join the Family."

In formal ceremonies at the State House, Governor Brendan T. Byrne signed a proclamation designating May 18-24 as New Jersey Action for Foster Children

Week. Commissioner Klein and Mrs. Hattie Talley, president of the New Jersey Foster Parents Association, also signed the proclamation.

In conjunction with and in addition to the eight month campaign, a general pamphlet and pamphlets concerning adoption and foster care were designed, written and printed. Ten copies of a slide show entitled "It's Dark" were produced to be utilized in pre-service training of foster parents and in speaking engagements.

The bureau has also initiated a number of foster care joint programs with local colleges and serves as liaison between the division and the state Foster Parents Association.

The Home Services Unit, which is responsible for implementing supportive services to aid families who find themselves in a crisis situation, has been expanding its services over the past year. New Home services programs were started in Hudson, Passaic, and Cumberland/Salem district offices, with seven home services aides and one supervisor in each office.

Shortly after the end of the fiscal year, the unit was transferred to the Program Assistance Section of the Bureau of Family Services.

Five bureau workers attended a PET (Parent Effectiveness Training) instructor training workshop, and one supervisor attended an advanced effectiveness training workshop to enable the bureau to set up an in-house parenting course which will be available to adoptive and foster parents.

CASE AUDIT AND REVIEW UNIT

The Case Audit and Review Unit developed and introduced into the Camden District Office a system for identifying services and goals for individual cases and for measuring the progress toward accomplishing these goals. Indicators to assess quality of services were also identified. The system was placed into operation from October 1974 through February 1975 and evaluated in the months afterward. Revisions of the system are currently in process.

Other activities during the year included program support to other units, including reviews of proposals, existing and new policies and suggestions for solving situations. The unit also conducted grievance and fact-finding hearings.

BUREAU OF RESEARCH, PLANNING AND PROGRAM DEVELOPMENT

The Bureau of Research, Planning, and Program Development undertakes the study and analysis of social service needs and strategies to strengthen the development and delivery of services by the division. The activities of the bureau include: examining social service issues and needs in reference to existing

division policy; providing information for the formulation of policy through research and literature surveys; developing, modifying, and reevaluating DYFS programs, surveying new and traditional programs in New Jersey and in other states; and attracting federal funds by developing competitive proposals for research and demonstration projects. As well as cooperating with other central and field office units, the bureau undertakes collaborative projects with universities and outside agencies.

In Fiscal 1975, the Bureau of Research, Planning, and Program Development prepared six proposals that received federal grants totaling \$2,730,000, bringing the amount of federal funds awarded to the bureau since its inception in 1973 to \$5,554,720.

In addition to these projects, the bureau has completed or initiated research, planning, and evaluation in a range of subject areas, with emphasis in protective services. "Abuse and Neglect in New Jersey: A Guide for Communities and Provider Agencies," provides a needs assessment and a description of the components of an effective protective service system, forming the basis for the 1976 budget request for protective services and contributing to the formulation of division policy. Other descriptive reports include an analysis of child deaths in New Jersey and studies of the functions of the central registry, the police-caseworker relationship in protective services, and the effects of parental alcohol and drug addiction upon children. The Union County project, begun last year under a federal grant, is being evaluated; a proposal for Hudson County, based upon the Union County model, is being used to plan protective services through purchase of services. Evaluation has begun of the Teaching Homemakers Demonstration Project for seriously dysfunctioning families. The Division of Narcotic and Drug Abuse Control participated in a joint meeting with DYFS to plan improved services to families and children in homes with addicted parents.

Protective service activities include the development of public and professional information on child abuse and neglect. To this end, a manual for staff training was compiled for use by the Resource Training Institute in training paraprofessional and professional workers. A brochure on child abuse and neglect for the general public was written and 50,000 copies distributed throughout the state. A booklet for doctors and other health professionals was also prepared.

In addition to its efforts in protective services, the bureau has begun to explore alternatives in early childhood development programs, to do research into parent education programs, and to study day care and early childhood programs so that a statewide policy can be established.

CHILD CARE LICENSING SECTION

The Child Care Licensing Section is responsible for issuing licenses to private day care centers and nursery schools.

At the end of fiscal 1975, a total of 720 child care centers in New Jersey, out of some 1,000 known to the division, were operating with valid Certificates of Approval. Of these, 633 held regular three-year certificates and 87 held temporary certificates, issued so that minor violations could be corrected. This is an increase of 195 centers licensed during fiscal 1975. This is a 45 per cent increase over the 438 licensed in fiscal 1974. Approximately 55,000 children are being served by licensed child care centers in New Jersey.

During the year, the section's inspectors completed 5,256 physical facility and sanitation inspections and its early childhood development specialists made 1,200 technical assistance visits to child care centers. In addition, the section conducted five all-day workshops for staff of division-operated centers, issued 208 Statements of Group Teacher Qualifications and performed 35 architectural plans examinations for proposed new centers or for alterations of old centers.

During fiscal 1975, the section began a two-stage enforcement effort against centers which were operating without a valid license. Twenty-eight centers had not applied for licensure despite repeated requests by the division. Three continued to operate without an application, requiring referral to the Attorney General's office for legal action. The second stage involved centers which had applied for a license but which were in violation of standards. Numerous hearings are planned beginning in August, 1975, to enforce compliance with the regulations. During the year, five hearings were held regarding the validity of several of the licensing regulations. In all cases, the validity of the regulations was upheld.

As part of this enforcement effort, the Peter Pan Nursery in Millville (Cumberland County), which was operating without a valid license and with a number of violations, was ordered to close down.

In January 1975, the section received funding for a Sanitarian position which was outstationed to the Consumer Health Services Division of the New Jersey Department of Health to provide sanitary inspections of all centers applying for new licenses or renewals of existing licenses. In the first six months of operation, 212 inspections of child care centers were made. The inspections have revealed an enormous need for continued and increased sanitary inspections of child care centers, particularly in urban areas.

COMMUNICATIONS UNIT

The Communications Unit is responsible for all dissemination of information from the division to the public and to the division's child care constituency. During Fiscal 1975, this has included:

- preparation and publication of the monthly publication, FAMILY, the division newspaper, which serves as a link with all division employees as well as constituent agencies throughout the state;
- preparation of press releases and public service announcements for radio and television stations;
- preparation of brochures and booklets;
- liaison with the media, and
- assistance to various component units of the Division.

During fiscal 1975, the major public information thrust has been toward familiarizing people with the growing problem of child abuse and neglect and the division's programs in the area of protective services, and toward informing the public of our need for additional foster and special adoptive homes.

BUREAU OF FISCAL SERVICES

The Bureau of Fiscal Services is responsible for monitoring, authorizing and controlling financial transactions for the division within the framework of the rules and regulations set forth by the Department, the Legislature and the federal government.

During the last fiscal year, the bureau issued and tracked approximately 200,000 checks to foster care parents, institutions and day care providers totaling \$235 million for children under division supervision. The bureau also monitored financial actions for 250 contract day care and social service programs, and developed and implemented a computerized accounting system which improved the division's level of control, accountability and forecasting capability.

BUREAU OF MANAGEMENT SERVICES

The Bureau of Management Services oversees the utilization of space, telephone and communications, vehicles and equipment in all division facilities.

In the area of transportation, the bureau conducted a study of the automotive credit card need of the division's field operations in relation to the availability of state-dispensed gasoline which resulted in a 20 per cent increase in the division's allocation.

A pilot project that placed an on-site vehicle dispatcher at the Hudson District Office was also conducted, which resulted in a 13 per cent increase in utilization at the office. Plans are now being made

to expand the dispatching system to other locations with large numbers of automobiles.

The Management Planning Unit and the Standards and Procedures Unit assist division managers, supervisors and caseworkers by designing, developing, implementing and maintaining computerized and manual information systems.

In fiscal 1975, the units prepared a new Whereabouts of Children Under Supervision report, which enables the division to analyze and identify the actual location of all children under its supervision, and the Review of Children in Placement reports, a comprehensive examination of 12,000 out-of-home children focusing on their placement goals, duration and frequency of placement, legal authority to place and other variables critical to the placement decision.

The units also designed a system, which will be implemented next fiscal year, to accomplish the conversion from manual to automated preparation of 6,000 monthly WIN day care checks, and developed a comprehensive reporting system of day care and social service contract programs, providing information such as modality, source and amount of budgeted funds and expenditures, contractual capacities, census, contract period and several other variables.

OFFICE OF AUDIT SERVICES

The Office of Audit Services, which was established to monitor the external and internal maintenance of the division's fiscal and management operations, conducted a petty cash audit and internal control survey of all district offices, WIN offices, and State-operated day care centers, which was followed by the development of a Petty Cash Manual.

In addition, a proposed budget format and reporting system along with fiscal guidelines were established for divisional social service contracts. Audit specifications were developed for independent audits of day care centers, contracted service programs and residential services.

The office also provided the division with reports and analysis regarding internal control within the division in areas of day care, purchase of contract services, residential centers and fiscal management services.

OFFICE OF BUDGET AND FISCAL ANALYSIS

The Office of Budget and Fiscal Analysis was formed in April, 1975, to provide the analytical resources needed for the solution of fiscal problems. Since then, the office has initiated a review of all children in placement to identify children eligible to receive AFDC-FC aid under the state plan for AFDC-

Foster Care. As a result of this review, 2,500 additional children were identified which will yield to the state \$3,000,000 in new federal revenues annually, in addition to a potential retroactive claim of \$10,000.

A fiscal and operations study was also conducted of division residential placement expenditures that may be eligible for reimbursement as social services under Title IV-A. The study showed that approximately 40 per cent of expenditures can be claimed for long-term placements with full reimbursement for expenditures for short term treatment. As a result, the division's claim for Title IV-A federal financial participation for fiscal 1975 will reflect \$6 million beyond original estimates given in federal reports and the Title XX plan.

The office also conducted successful negotiations with the Social Security Administration which resulted in substantial increases in Supplemental Security Income (SSI) financial support for disabled children in foster care. This, in conjunction with other efforts in expanding the base of the SSI eligible children in the division, will yield approximately \$375,000 annually.

Finally, the office developed a cost center recording mechanism which will aid in advising unit supervisors of their actual expenditures (personnel and nonpersonnel) with the intent that they become part of the budgeting process and become accountable as well as responsible for the expenditure of funds.

OFFICE OF HUMAN DEVELOPMENT SERVICES

The Office of Human Development Services' primary purpose is to increase the job skills needed to improve service delivery, the management system and the individual career development potential of all division staff. The following breakdown of major program areas reflects the broadening scope of both internal and external programs of the office. This expansion was made possible by a 50 per cent increase in operating budget from the previous year to \$60,000 along with an increase of staff and the specialization and reorganization of staff responsibilities.

To increase the availability of formal educational programs for all levels of staff, the office administers an ongoing tuition reimbursement program. During fiscal 1975, participation in the program increased by approximately 30 per cent over the previous year by providing reimbursement for 360 division staff. Two major educationally oriented programs—the Educational Leave and Work Study Program—were continued. The Educational Leave Program provides full-time division employees with

a minimum of two years of state service an opportunity for full-time graduate study in academic disciplines related to their job responsibilities. The Work Study Program (jointly sponsored by DYFS and the Rutgers University Graduate School of Social Work) combines both academic study with supervised on-the-job field work to broaden the managerial knowledge and skills of current employees. Twenty-nine employees received degrees under this program shortly after the end of the fiscal year. Also included in the Work Study Program were intensive management development seminars for 225 middle management and first-line supervisors, conducted in consultation with Graduate School of Social Work faculty.

The office also coordinated staff participation in professional seminars and conferences. Ninety-one division employees participated in specialized skill programs (primarily clerical) conducted by the Department of Civil Service, and 120 staff took part in the Management Development Program conducted by the Department of Institutions and Agencies Central Training Office.

An eight-week Basic Skills Program geared toward newly hired social workers and case aides was developed and implemented statewide. It provides new workers with knowledge and practice in case planning, interviewing, caseload management, community services, internal systems and human growth and development.

OFFICE OF PERSONNEL SERVICES

The purpose of the Office of Personnel Services is to support division program goals by maximizing the personnel resources available to the division. Accomplishments for Fiscal 1975 include the formulation of plans to establish a working Affirmative Action Office which will insure equal opportunity among minorities and women within the division.

PURCHASE OF SERVICE UNIT

The Purchase of Service Unit is responsible for the expansion of general social services, through a purchase of service contract procedure, in an attempt to insure that the State of New Jersey receives its full allotment of \$88 million in federal social services funds available annually under Titles IV-A and VI (now Title XX) of the Social Security Act.

As of June 30, 1975, 31 direct purchase of service contracts were signed in the areas of Homemaker services, Transportation, Family Planning, Adult Day Care, Juveniles in Need of Supervision (JINS), Protective services and special community needs. The contracts totaled \$2,791,940. Another seventy contracts were under negotiation with an anticipated

annual budget of approximately \$7,000,000.

In addition, six inter-Departmental agreements were signed, totaling \$8,011,000 and six inter-divisional agreements totaling \$8,068,000.

BUREAU OF DAY CARE SERVICES

The Bureau of Day Care Services, which is responsible for development and expansion of day care in the state, administers centers directly and contracts with community groups to administer programs.

In fiscal 1975, the division operated directly 22 day care centers serving 1,324 children in 13 cities. 13 of the 22 were WIN centers and 9 were non-WIN. WIN centers were operated by the division through a contract with the Jersey City Department of Human Resources for 480 children in the model cities area.

In addition, the division renewed 190 service contracts and 9 contracts with community coordinated child care groups (4-C groups). One new 4-C contract with Babyland (Essex County) for the training of family day care providers and 15 new service contracts increased the number of children served from 13,461 to 19,124, or 42 per cent. This figure includes 363 infants, 7,600 pre-schoolers, 6,715 school-age children in full year programs and 4,446 in summer programs.

The state substantially increased appropriated funds for contract centers from \$1,000,000 to \$2,490,000 during the past year. The bureau was assigned \$217,042 in Youth Facilities Incentive Aid funds which were matched with \$591,126 in federal funds to assist contract centers with minor renovations to meet licensing standards.

In the latter part of the year, the bureau assumed the responsibility for evaluating day care centers and day camps in which it placed DYFS children on an individual basis and established the rate to be paid by District Offices and County Welfare Boards for care for individual children.

OFFICE OF LEGISLATIVE AND REGULATORY AFFAIRS

The Office of Legislative and Regulatory Affairs, which became operational in April 1975, was set up to provide support to the division's central and field offices in three major areas which require legal expertise: operational matters, legislative affairs and contract development. The office, staffed by attorneys, is not involved in litigation. Instead, it provides in-house guidance on all matters pertaining to the law. Among its duties, it:

- assists the district and regional offices with training and familiarization of personnel with their court-related responsibilities,
- coordinates the division's review, analysis and comment on proposed bills introduced in the state legislature,
- drafts proposed amendments or new legislation and supporting materials,

- conducts staff work to coordinate with groups and persons in and out of government in reviewing and understanding such proposals,
- reviews and helps with the revision of the division's operations manual and,
- provides technical assistance to staff involved in negotiating and monitoring service contracts with local provider agencies.

