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**NEW JERSEY DEPARTMENT  
OF  
INSTITUTIONS AND AGENCIES**

***ANNUAL REPORT***

FISCAL YEAR 1976

July 1, 1975 — June 30, 1976

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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 of 1976, ending June 30, 1976.

Ann Klein  
Commissioner

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DEPARTMENT OF HUMAN SERVICES  
ANNUAL REPORT  
Expenditures for Year Ending June 30, 1976

**Administration General**

Central Administration	3,997,624	
Interest on Bonds	9,602,125	
Division of Veterans Programs	641,849	
Division of Medical Assistance and Health Services	221,936,674	
Division of Public Welfare	3,476,893	
Division of Youth and Family Services	11,842,241	
Division of Mental Retardation	10,322,332	
Division of Mental Health and Hospitals	4,973,675	
Total Administration General		266,775,413

**Public Welfare Agencies**

Commission for the Blind and Visually Impaired		3,342,032
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**INSTITUTIONS**

**Division of Veterans Programs**

Menlo Soldiers Home	1,590,710	
Vineland Soldiers Home	2,324,331	
Total		3,915,041

**Division of Mental Retardation**

Vineland State School	13,214,070	
North Jersey Training School of Totowa	6,917,557	
Woodbine State School	7,495,505	
New Lisbon State School	6,850,598	
Woodbridge State School	9,223,763	
Hunterdon State School	8,433,867	
E.R. Johnstone Training and Research Center	4,169,739	
Total		56,305,099

**Division of Mental Health and Hospitals**

Greystone Psychiatric Hospital	21,559,677	
Trenton Psychiatric Hospital	19,334,603	
Marlboro Psychiatric Hospital	15,232,314	
Ancora Psychiatric Hospital	12,615,244	
Neuro-Psychiatric Hospital	8,474,465	
A. Brisbane Child Center at Allaire	1,026,795	
Glen Gardner Geriatric Center	947,073	

Total		79,190,171
Total Institutions		139,410,311

**STATE AID**

**Division of Mental Health and Hospitals**

Community Services		32,752,018
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**Division of Public Welfare**

Income Maintenance		211,919,297
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**Division of Youth and Family Services**

Residential Services	19,848,878	
Less Federal Aid Receivable	1,356,730	
Total		18,492,148

Total State Aid		263,163,463
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TOTAL DEPARTMENT OF HUMAN SERVICES		672,691,219
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# MANAGEMENT AND BUDGET

In fiscal 1976, the Division of Business Management was reorganized. The Division *per se* was abolished, and its component units reorganized under the Deputy Commissioner for Management and Planning. At that time the Office of Management and Budget was created. Various functions of the former Division were assigned to Management and Budget, including the Bureaus of Accounts, Collections and Adjustments. New offices of Budget Planning, Capital Planning, and Program Evaluation and Research were established. Other sections of the Division of Business Management were assigned to units reporting to the Deputy Commissioner for Management and Planning as follows: Institutional Support Services, responsible for the Bureaus of Facilities Construction and Maintenance, Dietary, Laundry, and Household Services, Office Services, and Farm Operations; and Data Processing responsible for the Bureau of Data Processing.

This reorganization was part of an effort begun by the Department of Institutions and Agencies in fiscal 1975 to improve management services for the Department. With expenditures of \$400 million in fiscal 1976, and Department Management and General Support Services expenditures of \$4 million in Fiscal 1976 only one percent of total expenditures were for management services.

The Department's fiscal year 1976 budget included provision for the following management activities:

- developing effective management planning and a program evaluation staff capability at the central Department level;
- enhancing computer capabilities and initiating development of a Management Information System;
- reducing error rates in welfare determinations and enhancing quality control for both Welfare and Medicaid operations;
- eliminating unnecessary overtime expenditures; and
- re-examining the management structure to assure that responsibility is clearly defined, and that appropriate resources are provided to support the requirements of that responsibility.

The activities of Management and Budget were under the direction of Herbert Horowitz. This office included the Bureaus of Accounts, and Collections and Adjustments; and the Offices of Budget Planning, Capital Planning, and Program Evaluation and Research.

## Bureau of Accounts

The Bureau of Accounts provided accounting services to the various institutions, agencies, and other offices comprising the Department of Human Services. In addition, it maintained complete fiscal records for all Central Office Divisions. The Bureau acted as a Departmental distribution center for all payroll checks and savings bonds. It also processed compensation awards, for work related injuries, for the entire Department. During this period of fiscal year 1976, the following statistical data portrays the various type of transactions processed in the areas indicated:

Accounting Section	
Requisitions	\$ 9,587
UA & PA Schedules	21,666
Certificates of Debit and Credit	5,287
Charge-Cancel Obligations	3,734
Contracts	664
Contract Change Orders	166
Motor Fuel Exemption Certificates	322
Transfers & Amended Work Programs	4,159
Payments	19,380
Postage Requisitions	240
Payrolls	1,849
Compensation Award Invoices	6,647
Compensation Award Analysis and Letters of Award	549

## Bureau of Collections and Adjustments

During the past fiscal year the Bureau of Collections and Adjustments continued 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' interest 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, 1976 amounted to \$88,253,297.69. Recoveries increased to nearly \$6 million and most of the recoveries were the direct result of filing liens against assets of patients.

A new position of Coordinating Supervisor of Patients' Accounts was added to the Bureau and is being used primarily for training purposes. However, eventually the position will be used for handling

special cases in the field along with continuing in the training aspect.

The Chief of the Bureau of Collections and Adjustments attended the monthly meeting of the County Adjuster's Association and discussed problems as well as new regulations and law changes by both the State and Federal governments.

#### **Office of Capital Planning**

The Office of Capital Planning is responsible for planning and overseeing the construction projects throughout the State's institution system. During fiscal year 1976, Capital Planning provided services to the Divisions of Mental Health and Hospitals, Mental Retardation, Veterans Services, and Correction and Parole.

The activities of the Capital Planning Unit were as follows:

- prepared the annual capital budget for fiscal years 1977 through 1984;
- developed and instituted a facilities construction review and approval procedure, a major management tool which coordinates major policy issues and problems in the Department's construction program;
- developed a facility grant review and approval procedure for all Department contracts;
- developed a Bond Issue proposal which was submitted to the newly formed Capital Planning and Budgeting Commission (Cahill Commission). This resulted in the 1976 Bond Issue of \$80 million for capital construction through the Department;
- prepared a configuration study for all Mental Health facilities within the Department based upon an estimated population of 750 which was

used as the basis for implementation of Life Safety projects at the various institutions; and

- coordinated the application and implementation of several Economic Development Administration Title X construction grants amounting to \$1.2 million for the Divisions of Correction and Parole and Mental Retardation.

#### **Office of Program Evaluation and Research**

This unit did not become fully operational in fiscal 1976.

#### **Bureau of Statistical Analysis and Social Research**

This Bureau will become part of the Office of Program Evaluation and Research; in fiscal 1976 the Bureau continued fiscal 75 activities: 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 was compiled and distributed to Department personnel and other interested parties. Special studies and tabulations were also prepared on request.

#### **Office of Budget Planning**

In fiscal 1976 the Budget Planning Office began developing its role in the budget planning process. A new Assistant Director was hired and other additional staff were brought in. Guidelines were issued on budgeting for inflation, planning level parameters were established and policy issues were identified. Computerization of the fiscal data was designed though not implemented in that budget cycle.

## **INSTITUTIONAL SUPPORT SERVICES**

**CANTWELL WALSH, Director**

This is the first Annual Report for Institutional Support Services as such. The Bureaus and Offices of Support Services were formerly a part of the Division of Business Management which was abolished June 1975. The former Deputy Director of Business Management was appointed as Director of Institutional Support Services. After having served the State of New Jersey and the Department of Institutions and Agencies for forty six years the Director retired as of June 30, 1976.

During the year the Director continued to serve as coordinator of Capital Construction Projects for the Department and as a member of the Capital Facili-

ties Approval Unit.

In cooperation with the Office of Capital Planning and the Bureau of Accounts, Priority Capital Projects were established by the transfer of available funds from the capital accounts of the Department.

### **SPECIAL SERVICES**

#### **Telecommunications**

Telephone requirements and costs increased steadily during the year. Surveys were made at many of the large installations in an attempt to reduce costs. New installations were also reviewed for

economics as well as service requirements. The expansion of current programs and new programs offset any savings that may have been realized in telephone reductions. Expenditures for all programs in 1975-76 exceeded two million dollars.

Two-way radio equipment has also been expanded throughout the Institutions; being used primarily to improve security.

#### **Space Leasing Requirements**

The Department's requirements for space continued to rise during the year.

The primary objective in the area of office space is consolidation of operations. Youth and Family Services consolidation of Administrative Offices is near completion and steps have been initiated to consolidate the Central Office Administrative Units.

#### **Insurance**

The rising cost of insurance along with high deductibles has resulted in the State becoming self-insured in many areas of insurance. In most policies, including Fire, deductibles have been increased in order to hold down insurance costs. Miscellaneous insurance coverages were reviewed during the year. Swimming Pool and Miscellaneous Camera Equipment Coverage were discontinued due to high premiums and deductibles.

#### **Bureau of Facilities, Construction and Maintenance**

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

The Bureau, acting as coordinator with the Division of Building and Construction, Department of the Treasury, processed plans, specifications and award of contracts in the amount of \$4,444,520.

#### **Bureau of Dietary, Laundry and Household Services**

There was a Departmental change in organization that placed the Bureau of Dietary, Laundry and Household Services under a new section, Institutional Support Services.

The Bureau provided surveillance over food, clothing, household and laundry services in eighty-four institutions and programs throughout the

Department, with a limited staff of: one Assistant Chief, one Supervisor of Household Services, four Supervising Dietitians, one Secretarial Assistant III, and one Senior Clerk Typist.

#### **Food Service**

The experimental food production program conducted by the Bureau, known as CapKold, continued throughout the year. The CapKold process is basically pasteurization of prepared foods in conjunction with sterile packaging, followed by rapid chilling to 28° Fahrenheit. The products are convenience foods, ready to heat and serve. As the result of a favorable cost projection, the decision was made to continue it on a limited basis in order to collect actual cost data. The Adult Diagnostic and Treatment Center was chosen for the continuation of the program. Mutual benefit resulted since this institution was built as a satellite unit and opened without a preparation kitchen.

Efforts to inaugurate a computerized menu planning and food service management system began with the selection of New Lisbon State School to pilot the program. A Supervising Dietitian from the Bureau was assigned to this project, and coding of food items and recipes has begun. The system is expected to provide advance costing of menus and the machine generation of food orders, daily requisitions, food cost accountability and nutritional data. It will reduce much of the burden of manual preparation of food orders and of food cost and consumption reports, and will provide information relating to food usage, food requirements, cost analyses, and details of nutrition not now available.

Approximately 4,063 juveniles in our residential institutions participated in the School Nutrition Programs.

A total of \$310,639.33 in reimbursements, and food commodities valued at \$116,201, were received to supplement the food programs for these children.

Purchases of food from budgeted funds totaled \$9,075,773. Approximately 37,800,000 pounds of food were purchased for approximately 20,950 institutional patients, residents and inmates.

#### **Laundry Service**

A Departmental committee was formed to study laundry and clothing problems. A report of the findings and recommendations was published and distributed to all institutional and Central Office administrators. The recommendations were related to improving the laundry operations and the accountability and handling of clothing and linens by the institutions and were directed toward the quality of clothing worn by patients and residents.

Laundry service provided to the institutions by four consolidated laundries was as follows:

Ancora	—	5,374,905 lbs.
Bordentown	—	2,622,306 lbs.
Rahway	—	8,202,669 lbs.
Trenton Hospital	—	3,256,876 lbs.

Institutional laundries processed for themselves:

Johnstone	—	137,473 lbs.
Woodbine	—	3,713,813 lbs.
Trenton Prison	—	283,232 lbs.
In Wards and Cottages	—	446,500 lbs.
Total Laundry Processed	—	24,037,774 lbs.

### **Clothing**

The Bureau directed its efforts toward a review of clothing needs and the development of specifications. In cooperation with the Purchase Bureau, new specifications were developed for various items of underclothing.

### **Household Services**

Recreational equipment was received from the Alcoholic Beverage Control Agency. Pool tables, television sets, tape players, record players, beverage coolers, and a pinball machine were distributed to various institutions, according to need.

Housekeeping inspections made in most institutions reveal much variation in quality and procedures, since housekeeping is performed as duties integrated with Cottage Life or as a Nursing Department responsibility.

### **Bureau of Farm Operations**

Production, in general, was slightly lower in comparison to that of previous years, with an increase in pork and beef and a decrease in milk. This was partially due to an insufficient number of inmates assigned to farm details, along with difficulty in recruiting qualified, experienced personnel.

A storage shed at the New Lisbon State School, along with its contents of hay and bales of sta-dry bedding, was destroyed by fire on September 25, 1975.

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

The Annual Farm and Dairy Meeting was held this year at the Edward 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. The meeting was well attended by our farm personnel and proved to be very interesting and beneficial.

Routine duties included visiting and inspecting the various institutional farms, reviewing surplus farm equipment and transferring it to other areas where needed, and arranging for the sale of surplus commodities produced on the farms to other institutions that could use them.

### **Bureau of Office Services**

The Bureau of Office Services is charged with the responsibility of providing the Central Office divisions with the following services:

- Printing, copying and graphic arts
- Word processing (stenography and transcription)
- Mail and delivery
- Office supplies
- Filing

Temporary help as required by offices outside the stenographic pool

A major concern has been that of meeting the insatiable demands for printing by the Division of Youth and Family Services and certain units of the Office of the Commissioner while keeping down the backlog of work and the resultant buildup of overtime. The better part of the year was spent in justifying the rental of an expensive copy system to the Division of Purchase and Property.

The moving of several units from the vicinity of the Central Office to other locations in Trenton have had a particular impact on the Bureau's operations. It lost thirteen positions to the Division of Correction and Parole when that Division was moved to the grounds of the former State Home for Girls. In effect, the Bureau surrendered its filing function and nearly one half the stenographic pool. Other results of the decentralization have been the lengthening of mail and delivery routes as the offices became more spread out and their number increased, and a significant decline in the use of the Bureau's copiers as these offices have acquired copiers of their own.

Prices continued to reflect nation-wide inflationary pressures. While the cost of basic paper was more or less stable within a narrow range, due to the State's vast purchasing power, the cost of almost everything else was up; most noticeably, postal rates.

Each year Stenographic Services recruits and trains student assistants from nearby high schools in the fundamentals of business procedure thereby creating a potential job-bank of stenographers who are gradually requisitioned by the other bureaus and divisions to fill vacancies that occur over the year. Secretarial coverage is also provided on a daily and weekly basis in the absence of secretaries due to illness or vacation schedules.

The Transfer function section of Stenographic Services is responsible for the issuance of Orders of

Transfer to be signed by Commissioner Klein covering the transfer of inmates or residents from one institution to another or to outside private hospitals for medical or psychiatric reasons or for reclassification or jurisdictional purposes. A monthly count is kept and reported to the Director of Correction and Parole and to the Office of the Deputy Commissioner.

#### **Vehicular Operations**

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

During the year a total of 216 accidents and losses

were reported by the Department, including the Divisions and Institutions.

The Department's Divisions and Institutions received 79 replacement vehicles and 17 additional vehicles.

The new Fleet Policy Holder, Pennsylvania Manufacturers Association, was contracted this fiscal year.

#### **Institutional Environmental Services**

The Institutional Environmental Services group was formed April 1, 1976. After bringing the group up to authorized strength with the hiring and training of four additional Sanitarians, a program of intensive inspections of all institutions was initiated.

## **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 were 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.

The Central office underwent a reorganization which was more in keeping with the programmatic needs of the School District. The reorganization gives program responsibility to two Program Administrators. One is responsible for Career Development and Placement Programs; the other is responsible for Academic and Support Services. Program Development Assistants were realigned so that their areas of responsibilities coincided with those of the Program Development Administrators.

The reorganization also revised the administrative structure of the School District by realigning the responsibility of the Assistant Superintendent for Program Planning and Development, who now serves as a staff person to the Superintendent for Facilities Planning, Federal Liaison and Special Programs. This realignment has resulted in having only one Assistant Superintendent for Administration, whose responsibility encompasses administrative, management and fiscal operations of the School District under the Superintendent of Schools.

### **I. Fiscal**

#### **A. Federal Program Audits**

CETA and SLEPA Programs were audited by the funding agency and Public Law 89-313 was audited

by the Department of Health, Education and Welfare, Bureau of Education for the Handicapped. The Title I audit, which took one year to complete covered the fiscal years 1967 through 1974. During this period of time, funds allocated totalled \$17,000,000.00

The audit was an exceptionally good one, with fiscal exceptions, which are being discussed with BEH personnel for possible elimination, totalling less than one-half of one percent. The School District was commended both by the State Department of Education and the Bureau for Education of the Handicapped for its effective administrative controls over the entire program.

The SLEPA audit, included programs for fiscal 75-76, as well as programs for previous years. Only a few minor points were in need of correction, and the general consensus was that the audit revealed good grant administration.

#### **B. Fiscal Status for Fiscal Year 1976-77**

During the 1975-76 school year, the Garden State School District had a total appropriation of 9.5 million dollars. The amount of 3.1 million dollars was received from the State appropriation; the balance from Federal sources.

## **II. In Service Training**

#### **A. Garden State School District Conferences:**

Two major in-service training programs were conducted for all staff of the School District. Approximately 400 correctional educators attended each session, held at Mercer County Community College.

#### **B. Supervisor of Education Training**

A five day training program was held for the correctional supervisors of education. This program was offered by Norbert Donnelly, of *Analysis for Results Achievement*.



### **C. Kepner-Tregoe Training Program**

The two program administrators of the Garden State School District Central Office, Patricia Holliday and Robert Walton, attended a three weekend training series at the Henry Chauncey Conference Center.

### **D. Additional Training**

Besides the two Garden State School District Conferences held for all institutional and Central Office staff, many people attended other conventions during the year. They are as follows:

The New Jersey Education Association (NJEA) Conference, Correctional Education Convention (CEA), Association for Children with Learning Disabilities (ACLD) Convention, Adult Continuing Education Conference, and the LEEP Conference (Law Enforcement Education Program).

## **III. Experimental Programs**

### **A. Law in a Free Society — (LIFS)**

A program designed to inform students by all aspects of the Law and their individual roles, has been implemented at Annandale and Skillman Training School. It is indicated that this is a good program for Annandale and it may be expanded to other reformatory settings.

### **B. Continuous Assessment Program — (CAP)**

A model for a program of individual student assessment, program planning and periodic counseling was implemented at each of the prisons and reformatories.

### **C. Job Matching Program**

This program has been implemented at Annandale, with a goal of assessing vocational students and matching their abilities to job training. This program utilizes a rather complicated computerized approach, but is highly specific and direct.

## **IV. Federal Programs**

**SLEPA**—All SLEPA funded programs were thoroughly evaluated during the last fiscal year. The evaluation results revealed that, while the majority of the programs were meeting goals and objectives, a few were not. Therefore, certain programs were not deemed worthy of continuation. In-House Skills at Annandale ended in June of 1976 and the Evening Vocational Program for Leesburg Farm was also terminated in June.

Generally, the SLEPA Evaluation was well received by SLEPA staff, and this kind of effort will be continued in the future. This was one of the most

extensive evaluations performed by the School District.

Several new programs have been designed for SLEPA, during the last fiscal year.

Project Learned has enabled Learning Disability Specialists to service our correctional population.

Project Skill (Skillman Kids in a Learning Laboratory) has been submitted and will create a total Learning Center Approach for these training school students.

Project TEAMS (Total Education and Assessment Model) has also been written and will create a sound educational program at the Skillman Satellite of Bordentown.

Research and Evaluation Unit grant is now being designed for the purpose of establishing a mechanism by which the Garden State School District central office can more effectively evaluate and re-design programs.

### **Bureau of Adult Continuing Education**

Adult Basic Education and General Educational Development programs receive a portion of funding from the Bureau of Adult Continuing Education. These programs are designed with emphasis on raising reading and math levels, and providing students the opportunity to receive a high school diploma.

Within the Learning Centers of the correctional institutions basic education achievement is stressed. The results this year have indicated that one year's academic improvement in math and reading was achieved after 6 months in the Learning Center. At present there are 950 students involved in the Adult Basic Education Program.

In the General Education Development (GED) courses, approximately 1,000 inmates have taken part in classes. Of this group, more than 63 percent have successfully completed the examination and received High School Equivalency status.

### **TITLE I**

Title I programs have been underway in Corrections, as well as Mental Health, Mental Retardation, D.Y.F.S. and the Commission for the Blind.

Public Law 89-313 which provides funds to all divisions other than corrections, provided services to approximately 4.5 thousand residents. Title I programs ranged from basic life skill training to academic education. Several experimental programs were also sponsored. New Lisbon State School has developed a reading program for the severely and profoundly retarded children. At Woodbridge State School, a Title I grant has enabled three teachers to run classrooms, in a local public school which are

attended by retarded children from Woodbridge. Vineland Residential Center has a similar program designed to integrate its children with the community school population.

#### **Comprehensive Education Training Act—(CETA)**

Approximately \$1,600,000.00 was received for CETA programs during the last year and a half period. CETA has allowed for many new vocational training projects as well as many vital support services.

Vocational programs were offered to approximately 1,500 inmates and instructed to entry level criterion for various job clusters. Job placement is an integral part of the CETA programs.

#### **Miscellaneous Federal Programs**

During the 1975-76 school year, the Garden State School District was the recipient of additional federal funds from various agencies.

Small grant awards were given by the Department of Vocational Education to three Residential Centers and Yardville Reception and Correction Center. These grants provided vocational training in Food Service and Cooperative Education as well as Consumer Education.

Approximately \$7,000 was received out of TITLE IV-B for test supplies to be used in the Continuous Assessment Program (CAP) at the prisons and reformatories.

#### **V. Higher Education Program**

The Higher Education Program, within the correctional institutions, makes college courses available to qualified inmates. The total college enrollment for the 75-76 year has been 500.

Two students received Masters of Arts Degrees in May of 1976.

Five students have received Turrell Scholarships for college studies after their release.

During the 1975 school year, 51 students have received Associate degrees from Mercer County Community College. Five students received Associate degrees from Cumberland County Community College. Two students graduated from Burlington County College with Associate degrees. One Bachelor

of Arts degree was awarded by Trenton State along with one Master of Arts degree. A second Master of Arts was awarded by Rutgers at Newark.

#### **VI. Library Services**

In the area of Library Services, several new programs have been initiated.

Grants were obtained from the State Library for Woodbridge Public Library. One grant has provided a program on Saturdays and Sundays for those children visiting inmates at Rahway State Prison. A second grant has enabled Cumberland County Library to begin a program for Spanish enrichment at Leesburg Prison and Farm.

Bookmobile services have been established for:

1. Annandale through Hunterdon County Library.
2. Leesburg Satellite at Ancora through the Camden County Library.
3. Bordentown satellite at New Lisbon through the Burlington County Library.
4. Annandale satellites at Stokes and High Point through the Sussex County Library.

Monies were given to institutions, from the Garden State School District, to upgrade library collections at main facilities and to provide for basic collections at the satellite units.

#### **VII. Construction Projects**

The School District has been involved in a large number of construction projects within the prisons and reformatories. The projects include construction at: Leesburg Prison, Leesburg Farm, Rahway State Prison, Trenton State Prison, Youth Correctional Institution-Annandale, Youth Correctional Institution-Bordentown, Youth Reception and Correction Center-Yardville and the Training School for Boys and Girls in Jamesburg.

#### **VIII. Legislation**

The Garden State School District has cooperated with the Department of Education in assisting in the writing of proposed legislation in regard to educational programs offered in the JINS and Detention Centers. The School District also had input into the setting up of selected community-based centers.

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

## **Computerized Personnel Reports and Position Control**

Now that the process involving the monthly personnel updates has become an established part of Bureau operations, consideration can be given to the next important step—improving and refining the current system of computerized services. There has been some discussion between Bureau and Data Center personnel concerning enhancements or revisions to the system which will increase its efficiency and ensure that the computerized reports meet the needs of those who use them.

Development of the RAMIS system has been temporarily suspended while consideration is given to other systems which may prove to meet more effectively the overall needs of the Bureau.

## **Classification and Operations Section**

During the past fiscal year a total of 158 reclassifications were approved through the departmental reclassification program; 2 reclassification requests were disapproved. In addition to these figures 9 reclassification requests were recalled by the initiating agency for various reasons.

A total of 33 new titles were approved by the Department of Civil Service for this department. There are an additional number of new titles pending in Civil Service.

A total of 45 titles were re-evaluated upward. Most of these titles were Superintendents, Social Work and allied titles and Central Office Maintenance titles.

## **Comprehensive Employment Training Act—(C.E.T.A.)**

Under this program the Federal Government provides 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 percent of these positions were filled. On June 30, 1976 a total of 29 positions out of a possible 43 positions were filled.

However, it is noted that we have been unable to fill CETA vacancies since April 12, 1975. Also, many of the counties and municipalities have withdrawn

funds for previous positions due to cutbacks in their funding and the uncertainty of the program at the federal level.

Under CETA VI this department received a total of 159 positions; at its highest point approximately 93 percent of these positions were filled. On June 30, 1976 a total of 85 positions out of a possible 159 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, day care, maintenance, clerical, housekeeping and other titles.

## **Recruitment Section**

The Department's critical fiscal situation in no way lessened the overall work load of the Recruitment Office. If anything, the work load increased especially in the clerical section due to the numerous layoffs and the take over of Civil Service lists in the unclassified service.

While overall recruitment was less intensive than in previous years, there were numerous requests from the institutions and agencies to assist them in recruiting professional staff and other hard to fill vacancies.

During the year, 56 promotional examinations were announced with 380 eligibles being notified.

Certifications were also made from the Deputy Keeper, Correction Captain, Correction Lieutenant, and Correction Sergeant Promotional lists. A total of 46 certifications were sent during the 1975-76 Fiscal Year.

In accordance with the goals of Affirmative Action, the Affirmative Action Recruiter visited a total of 16 high schools, colleges and community organizations contacting 447 people of whom 291 were females and 94 were minorities.

During this past year, the Affirmative Action Recruiter also worked very closely with the Department's Equal Employment Opportunity Officer. She attended several Affirmative Action meetings on behalf of the Recruitment Office. Upon the request of the E.E.O.P. Officer, she was sent to the Division of Public Welfare for approximately two weeks. There she reviewed and evaluated 21 Affirmative Action Plans submitted by each County within the State.

From June 1975 to July 1976, Recruitment Office

Staff visited a combination of 95 high schools, technical and vocational high schools, nursing schools, community organizations, senior colleges, junior colleges, and professional groups contacting a total of 5,801 persons relative to employment with the State of New Jersey in general and the Department of Institutions and Agencies in particular.

During the year, 869 job applicants were interviewed, a considerable increase over the previous year's figure of 718.

A total of 1,105 applications for employment were received; 780 of those were summer applications.

From a turnover figure of 19.18 percent during 1974-75, there was a decline to 18.9 percent this past year. Institutional Attendant Turnover showed an increase from 23.10 percent during 1974-75 to 25.27 percent this past year.

#### **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 eighty-three promotional examinations were announced during this period.

The Central Office Personnel Section moved from 135 West Hanover Street to 163 West Hanover Street, providing better working facilities and enabling better services to be provided.

A sharp increase in the number of grievances processed was noted. The total increase was approximately ten fold.

A change in the organizational structure of the Division of Mental Health and Hospitals involving ten new titles, reclassification actions, and an expansion in the number of positions was commenced. Likewise, a reorganization within the Bureau of Day Care Training, Division of Mental Retardation involving new titles and an expansion of positions was commenced.

Development of a group blood program in coordination with the Mercer County Blood Bank was completed, and 7 Bloodmobiles took initial donations for the program.

In coordination with Rutgers Medical College, free medical testing for all males regarding heart attack prevention between the ages of 35 and 57 was arranged.

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

The publication of a Central Office Information Bulletin, entitled Personnel Notes, was continued and distributed on a monthly basis.

Work was commenced on a program to inoculate all employees with the swine flu vaccine.

Total number of new titles and title variants re-

quested were 39; total number of personnel reclassification actions processed were 43; total number of salary adjustment requests submitted were 16.

#### **Employee Relations Section**

Although the employee relations functions have been performed by an organizational unit of The Bureau of Personnel Services and Employee Relations for several years, it was not until this fiscal year that the Employee Relations Section was formally created and subsequently relocated at 163 West Hanover Street to appropriately sized quarters. Two professional positions were added to the Section to function as Regional Employee Relations Coordinators—Hearing Officers. The institutions and agencies in the Department were each assigned a staff member of the Section as a permanent Regional Employee Relations Coordinator to enhance communications and coordination between those institutions and agencies and this office. Through the efforts of the Section, many grievances have been withdrawn by the union or resolved outside of a formal hearing.

As the result of five new agreements, disciplinary and grievance procedures have changed drastically to include arbitration as well as the right of appeal to Civil Service. The Section promulgated extensive guidelines for the implementation of those disciplinary processes and conducted department-wide training. In addition, the Section aided in the preparation for, and participated in, the first disciplinary arbitration case which was awarded in favor of the Department.

The Employee Relations Section processed 573 grievances which were appealed to the fourth step, an increase of twenty percent over last year.

#### **Training Section**

##### **Management Development System**

As part of the Department's continuing system of management development, a total of 56 management seminars were offered during the 1975-76 training year; 1,077 managers and supervisors, representing all components within the Department, participated in these programs.

At the first-line supervisory level, 469 employees participated in seven basic, week-long courses and 18 two-day, follow-up seminars; 588 middle managers took part in nine basic, week-long sessions and 21 two day, follow-ups; and 20 top managers attended the Executive Seminar.

There were two significant additions to the program curriculum of the basic, week-long course. The first was the incorporation of a written communications session in the first-line programs. The second

addition, incorporated into the basic programs at both the first-line and middle management levels was a session on Affirmative Action.

Pre and post-test scores from tests administered at the beginning and conclusion of each basic, week-long course reflected a significant increase in knowledge and skills on the part of program participants.

The central training office program catalogue was distributed to all components, listing all of the courses that constitute the Management Development System and describing program objectives, course descriptions, and attendant program details; in addition, information on interdepartmental and other training opportunities was included.

A significant revision in the procedure for scheduling trainees for follow-up programs was initiated. The new procedure permits the trainee, together with the Appointing Authority, to select that program which meets the immediate training needs of the sending agency most effectively (the previous system required the trainee to follow a fixed sequence of courses). The new system is designed to be more effective in meeting the immediate training needs of both the individual and the organizational unit, while still maintaining a systematic approach to management development.

A series of visits to institutions and other Department components took place, marking the first phase of a department-wide assessment of training needs and an evaluation of the impact of the department's training programs. In conjunction with these visits, and under the direction of the Department's Training Advisory Committee, an inventory of departmental training resources was compiled.

### **Programs**

A series of programs were offered as adjuncts to the Management Development System. The sessions focused on issues, concepts, practices, and/or skills that were timely and cogent to the operations of the Department. In addition, a series of programs relating to issues of particular concern to women were conducted.

Sessions designed to orient key Department personnel to provisions in the new Health Care and Rehabilitative Services Agreement were attended by 108 individuals. Instruction was provided primarily by the Bureau of Personnel Services. Upon completion of the program, participants became responsible for training other managers within their components.

Two Retirement Planning Sessions were conducted for 35 Central Office employees who are eligible for retirement. Sessions included discussions on Social Security; Pension and Health Benefits; and the Psychological Aspects of Retirement.

In response to requests from Department components that indicated a need to develop Spanish-speaking skills among selected employees, a staff member conducted, at no cost to the sending agencies, a conversational Spanish course. Twenty-five Department employees participated in the course; similar programs are planned for the future.

Four department-sponsored clerical skills programs were conducted in cooperation with the Department of Civil Service. As the courses were offered at no cost to the sending agencies, they proved to be particularly helpful to those components who had been unable to permit their clerical personnel to take part in interdepartmental (i.e., Civil Service) programs because they lacked sufficient training funds. A total of 50 employees participated in these programs.

Approximately 2300 women employed by the Department attended tips for women sessions. These programs were offered, at no cost, in cooperation with the Division of Civil Rights. The objective is to develop an awareness of precautionary measures to be used in avoiding assault.

Staff assisted the Neuro-Psychiatric Institute in planning and operating two programs for 43 Mental Health personnel who were to take Civil Service examinations that would qualify them for titles specific to Mental Retardation.

### **Affirmative Action Training**

Staff met with the Department's Affirmative Action Officer to plan specific types of **Affirmative Action Training** for women and minority employees in the Department.

To ensure the development of effective program curricula, female participants who attended Management Development System programs were interviewed to assess training needs. Approximately 50 female supervisors and managers were interviewed.

Two, two-day women's awareness seminars were conducted on a pilot basis. These programs had as their objective the development of an awareness of capabilities, potential, career opportunities, and goal achievement.

Managers from the Department attended a lecture on women in the work force, which was co-sponsored by the New Jersey Department of Civil Service and the State Employee Development and Training Council.

### **Employee Performance Evaluation and Improvement System**

Six performance evaluation reports were compiled (based on the individual reports submitted by all Departmental components) and submitted to the Department of Civil Service.

### **Committee Memberships**

Staff chaired or participated in a number of committees, councils, task forces, etc. with the objective of enhancing training services. Among the committee memberships were:

- The Department's Training Advisory Committee
- The State Employee Development and Training Council
- The Nursing Scholarship Committee
- Training Officers and Employee Relations Coordinators
- The NJ Chapter of the American Society for Training and Development

## **OFFICE OF PUBLIC INFORMATION**

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 35 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 an average of 30-40 incoming telephone calls daily from all sources and made at least twice that number in researching answers and reporting requested information. Over 100 press releases were distributed. There were 131 incidents recorded and distributed in writing to the Commissioner and Division Directors.

Special activities of note were the arranging for tours of psychiatric hospitals and penal institutions

for the Commissioner and the Governor and the opening of a new residential treatment center in Cedar Grove and the Bergen County Child Abuse Office. Also the Office coordinated a "60 Minutes" CBS-TV filming on out-of-state placement of children as well as filming at the Ewing Residential Center.

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. Also, "A Citizen's Guide to the Institutions and Agencies Budget" was prepared and assistance was 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 in the field of Dentistry reflect progress especially within the preventative and restorative phases.

Activity with New Jersey's two dental schools as well as dental auxiliary education aspects of New Jersey's community colleges has increased providing a greater academic influence on out-clinical dentistry while preparing people in the dental field to better treat the mentally, physically ill and socially handicapped people. The Dental Externship Program with the theme of *Dental Learning Beyond Curriculum* has expanded in numbers and extended from the summer throughout the year. Additional programs involving honors students have been started. The prototype of an affiliation involving a pediatric dental residency has been developed.

The Purchase of Care Dental Program of the Division of Mental Retardation has been more active. Dentists are finding good success in the use of pharmacological adjuncts as well as the accomplishment of dentistry under general anesthesia in the hospitals.

The oral-surgical functions of the Director of Dentistry were extended through the use of a consultant. The restorative aspect of oral surgery was begun and the increased volume of fractures and other advanced oral pathologies have been better handled. Closing of some institutional operating rooms has necessitated more use of community hospitals.

There was new emphasis in the area of oral hygiene especially within the Division of Mental Hospitals. Each institution developed and implemented a specific program.

Plans were developed for complete renovation and partial re-equipping of the dental facility at the New Jersey State Prison, Rahway. This institution now receives the heaviest clinical load of the adult correctional institutions.

The New Jersey State Dental Laboratory at the New Jersey State Prison, Rahway, has continued its outstanding quality and volume performance. It has become affiliated with Edison College in order that the prisoner technicians can receive an arts degree.

Standards for the administration for general anesthesia have been developed in conjunction with the New Jersey State Board of Dentistry, which will have a bearing on dentistry for the in-patients as well as Medicaid.

There has been greater use of dental auxiliaries, including the dental hygienists and dental assistants. By so doing dentistry within the Department has maintained its viability during this period of fiscal austerity.

## **CHIEF MEDICAL CONSULTANT**

The Chief Medical Consultant and the Assistant Chief Medical Consultant act as the medical ombudsman 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.

"Fiscal Year 1969 saw considerable increase in demands and needs for consultative service in medical and surgical affairs of institutions throughout the State, both within and outside the Department." The annual report for Fiscal Year 1976 reiterates the same comments and continues noting difficulty in recruitment, additional controls in handling of depressant and stimulant drugs, institutional influenza epidemics, the changing status of tuberculosis hospitals, and numerous meetings and special consultations.

The loss of the Assistant Chief Medical Consultant

during the last eight months of the fiscal year seriously impaired the functioning of this office, particularly in the area of inspections and reports. All inspections that were regularly scheduled were completed by the Chief Medical Consultant. Renewed emphasis was placed on inspections of the correctional institutional medical facilities.

In general, the health needs of resident, patient, and inmate institutional populations were well provided for. There was a general high degree of cleanliness, nutritious food and adequate clothing. Unfortunately in the correctional population, a few inmates demand an excessive amount of medical personnel time and energy to the disadvantage of the population as a whole.

Of the numerous meetings attended, which require up to half the working hours of some months, the most instructive was the First Annual Health Conference on Health Care in Correctional Facilities. The health problems of New Jersey correctional institutions are the same nationwide.

## **CHIEF PSYCHOLOGY CONSULTANT**

This year was a most eventful one for psychological services with the Department inasmuch as it initiated the centralization of our Psychology Junior Fellowship training program (clinical internship). The result of this was the establishment of 13 funded positions at the central office level whereby full accountability for time keeping, payroll, training program, placement assignments, etc., was assigned to the Chief Psychology Consultant's office. The net result was a highly improved system of communication and clearer guidelines relative to the structure of the program. This complete changeover resulted in no increase in central office staff although a significant increase in workload.

A great deal of concern was stimulated due to the closing of New Jersey Diagnostic Center which for the first time in memory created a "bumping" situation whereby certain staff psychologists were most concerned about the continuation of their employment. However, through some very hasty planning the Department fortunately lost none of its skilled clinical staff. Fortunately, two new institutions ini-

tiated their psychological services this year, the Children's Diagnostic and Reception Center at Avenel and the Adult Diagnostic and Treatment Center at Rahway which absorbed those psychologists bumped out of their previous positions.

Several professional staff development programs were conducted which included an eight week seminar of two hours each week on group psychotherapy, an all day meeting on the topics of rational emotive therapy and ethical bias in psychological testing and in addition an all day workshop on enhancement therapy.

A very thorough survey of the psychological service at Marlboro Psychiatric Hospital was completed this year with the report being forwarded to the Director of the Division of Mental Health and Hospitals. Focus particularly on the normalization process and levels of functioning were reflected in this review as well as the development of a specialized treatment unit for the acutely disturbed. Standards for psychological services were developed for this division and utilized in this survey.



The Consultant was asked to serve on a Task Force to study the Furlough Program within the Division of Correction and Parole resulting in a report forwarded to the Director of that Division and Commissioner Klein. The Chairman for this Task Force was directly appointed by Governor Byrne in his effort to renovate the existing program.

The Consultant continued to serve as a Visiting Clinical Professor at the Graduate School of Applied and Professional Psychology at Rutgers University, Secretary of the Board of Psychological Examiners appointed by Governor Byrne and a member of the Mental Health Committee of the New Jersey Psychological Association. The Consultant continued to maintain ongoing relationships with a variety of professional organizations within the State as well as with the American Psychological Association, attending appropriate meetings and conventions. The Consultant appeared on two television programs on Channel 12 related to "Privacy" and "Emotional disturbance; how to detect it and what to do about it."

The Consultant continued to coordinate the Graduate Study Program whereby staff members who were admitted to the Graduate School of Applied and Professional Psychology could attend on a one day a week basis while paid on a full-time basis by their particular institutional facility. During its first year of operation, the G.S.A.P.P. accepted six staff members for doctoral work, one staff member during the second year and with the third year approaching two additional staff members were admitted to this university training program. Contractual agreement with the staff members involved would require a one year commitment upon completion of the Doctoral degree in Psychology thereby upgrading the qualifications of our staff while at the same time providing further incentive for maintenance of staff morale and recruitment. One staff member has already completed her Doctorate degree and has been appointed as a Senior Clinical Psychologist at Greystone Park Psychiatric Hospital assuming responsibility as a supervisor within the internship program.

Recruitment continues at a high level although a "freeze" on staff positions greatly hampered the hiring of many qualified psychologists toward the middle of the fiscal year.

The Consultant served as chairman of a committee to develop a psychological screening interview for the Division of Mental Health and Hospitals which resulted in a committee comprised of the Chief of the Bureau of Psychiatric Nursing Care, the personnel officer at Trenton Psychiatric Hospital and a hospital technician at the same facility. The committee over a period of several months completed a draft of the screening interview and subsequently submitted it to the Division for consideration.

A great deal of effort and energy was devoted to the presentation of the Psychology Junior Fellowship Training Program for accreditation by the American Psychological Association. This accreditation involved the presentation of the new Consortium Model involving three psychiatric state hospitals and two community facilities, one a mental health center and the other a county hospital. Visitors from the American Psychological Association met with the Consultant and the various staff involved over a three day period to review this ongoing training program.

The Consultant attended the annual convention of the American Psychological Association in Chicago and was elected President of the Council of Psychologists, Directors, Administrators and Consultants for territorial, federal and state mental health programs to assume office in May of next year. This organization is a national one meeting on a twice a year basis and participating in ongoing national issues relative to psychological services across the country. In addition the Consultant was asked to present a paper at the APA Convention in Washington, D.C. in September of 1976 relative to psychological assessment.

This year saw the initiation of training at Greystone Park Psychiatric Hospital (Section II), the Woodbridge State School, the Children's Diagnostic and Reception Center in Avenel as well as the Mental Health Clinic in Gloucester County and Riverview Hospital.



## OFFICE OF THE OMBUDSMAN

The Office of the Ombudsman contacts continue to expand. There was an increase in the contacts made by this office during the fiscal year. Last year there was a total of 1920 interviews as compared to this year's total of 2052. We continued to visit the major prisons on a weekly basis. The other correction units were visited when requested by the individuals housed there. Monthly contacts for the fiscal year 1975-76 are listed below:

July 1975	153
Aug. 1975	70
Sept. 1975	150
Oct. 1975	125
Nov. 1975	169
Dec. 1975	156
Jan. 1976	123
Feb. 1976	121
March 1976	177
April 1976	154
May 1976	165
June 1976	214
Personal interviews in Central Office and Telephone Resolutions	275
Total	2052

During the month of October this office along with other members designated by the Commissioner were engaged in a study of the current furlough program. The committee visited all of the main units and the satellite units. Upon completion of the project, a report was submitted to the Commissioner with specific recommendations.

On October 16, 1975 this office was involved with the disturbance at Trenton Prison. Subsequent visits were made at audit institutional searches.

During February both Ombudsmen were at the Trenton Prison to audit the movement of properties no longer permitted within the institution. This operation encountered very little difficulty. During the month of January interviews were somewhat limited due to the tragic incident at Trenton Prison.

An attempted escape resulted in the death of one inmate and four others seriously wounded. The interviews continue to cover all areas, personal as well as administrative.

## OFFICE OF SPECIAL SERVICES

During the Fiscal 1976 the Office of Special Services experienced several changes and entered several new territories. An assistant Coordinator was brought into the staff in the Fall of 1976 and assumed primary responsibility for community involvement activities within the Divisions of Mental Health and Mental Retardation. This expanded the ability of the Office to provide on-site consultation to the several institutions involved. Within Fiscal 1976 every institution within the Department was visited; most of those institutions were visited on several occasions. During these visits, Special Services staff persons were visited, as well as other persons in the institution.

The Chaplaincy Consulting Committee, created last year, continued to work actively in the area of institutional chaplaincy services. During the year the Civil Service job specifications for the title Chaplain were revised to more accurately reflect the ecumenical and administrative nature of the position. The Committee also began the task of interviewing candidates for vacant positions within the Department.

The work with the New Jersey State Institutional Chaplains Association continued, and at the end of the year the organization restructured its procedures to meet the needs of institutional Chaplains more efficiently. The Correctional Chaplains and the Mental Health Chaplains now meet regularly. During the year, the Office of Special Services was involved in a lawsuit involving First Amendment Freedom of Religion rights in one of our correctional facilities. This experience was used to educate the Correctional Chaplains in the area of inmate religious rights and to provide for more effective administration within the Chaplains office.

The Director, working closely with the administration at Trenton State Prison, developed and operated a Volunteer Training Program for persons volunteering at that institution. This represents, to the best of our knowledge, the first time there has been an active training effort directed toward correctional volunteers. The Office also worked with the Bureau of Programs, Division of Correction and Parole, in the development of Division Standards on Volunteers.

The Assistant Director has been appointed to the

Consultant Network for the National Center for Voluntary Action in Washington, D.C. N.C.V.A. is a forerunner in the area of voluntary action and this position will provide many opportunities for professional growth.

This Office initiated recognition for both departmental volunteers and coordinators during National Volunteer Week. A letter from the Commissioner was sent to each facility with a volunteer program.

Response from the institutions was extremely good as it was the first direct-line communication from Central Office.

Toward the close of the Fiscal Year, the Office of Special Services was relocated to the grounds of the former Training School for Girls, in Trenton. This location provides easier access for the community persons and organizations working with the Office.

# COMMISSION FOR THE BLIND AND VISUALLY IMPAIRED

JOSEPH KOHN, *Director*

The Commission is a comprehensive agency serving blind and visually-impaired individuals. Its service programs include vocational training and job placement; a state-wide education program for blind and near-blind children using itinerant teachers; home teaching and special services to elderly home-bound individuals; and a prevention of blindness program. Its basic goal is to serve every blind or near-blind person referred for service as well as to make every effort to reach more of the elderly and poor, the severely disabled blind and the disadvantaged; and to integrate and develop necessary services to meet these needs.

The agency, by law, maintains a register of all blind and visually-impaired individuals estimated at 15,000 blind people (one-half per 1,000) in New Jersey. At least twice this number need substantial assistance either in education, in 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. In the past year 3,296 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, 1975 reflects a known total of 14,852.

The character of the blind population is changing. A major portion of the individuals coming to the agency for service have substantial handicaps, in addition to blindness, and 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 495 new referrals for the year and 399 closures. The number continuing on the register and at school in this unit as of June 30, 1976, was 1,645. The classification of these children at year end by school needs is as follows:

Preschool	154
Local School Placement (Elementary and Secondary)	808
Special Programs for Multiply-Handicapped	134

Special (Separate) Classes in Public Schools	68
Residential Schools and Training Centers	100
Multi-Handicapped Children at Home	12
College and University	105
In State Institutions	264
<b>TOTAL</b>	<b>1,645</b>

In comparison with previous years, the number of closures was unusually high in this program. This was the result of a review of institutional cases which were found to be over the age of 21 and, therefore, no longer eligible for services. In addition, a number of clients were found to have sufficient vision to function well independently.

The major causes of blindness in the **preschool** population are: cataracts, optic atrophy, retrolental fibroplasia, central nervous system affections, albinism, and retinal affections.

Some new innovations to the department this year included: an achievement test program for all children in local school programs; development of a goals-oriented program of services to students; a program of monitoring case services with an initial review of 25 cases.

An intensive study was conducted by this unit of individuals in institutions for the mentally retarded to seek out blind and deaf-blind children. As a result of the study, funds have been secured from Title VI-C to expand and centralize the Commission's program of services to the deaf-blind population at the Woodbridge State School. The children who had been in other facilities of the Division of Mental Retardation have been relocated to the Woodbridge State School.

In co-operation with the agency's Vocational Rehabilitation Department the Education Department conducted summer programs in specialized preparation areas for 30 college-bound students at Drew University. Students lived on campus, were counseled by instructors and given training in special areas of need such as Freshman composition, mathematics, preparation of term papers, selection of courses, mobility, activities of daily living, etc.

An evaluation and training program for 21 non-college bound students was conducted at the Commission's Rehabilitation Center as a method of preparing these high school students for suitable employment. 22 multi-handicapped children

attended a six week vocationally oriented program at Perkins School for the Blind.

The Commission continued to operate classes for preschool deaf-blind children at Glassboro State College, in Cranford and in Teaneck. A summer program was provided for 23 of the deaf-blind children and included parental participation.

Two hundred forty children spent a total of 383 camper weeks at Camp Marcella. The first two weeks were geared to programs for the most severely multi-handicapped children who required one-to-one supervision and who would otherwise have been unable to attend. This year seven of the deaf-blind children were integrated with regular campers. In addition to the summer program, special week-end programs were conducted during the fall and winter season to provide personal experiences for young adults in areas of group activities i.e. winter sports, personal grooming, preparation of meals, group association, etc.

In the Textbooks and Materials Center 7,733 braille volumes, 1,280 reels of recorded material, and 1,641 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 1,275. Sight was restored or improved for 197 individuals.
2. *Preschool Vision Detection Program for Amblyopia*—In its 11th year, 251 community-wide detection programs were conducted. 23,408 children were screened. 1,645 required follow-up for complete eye examinations or treatment.
3. *Glaucoma Control Program*—The 21st State-wide detection program was conducted in cooperation with the Medical Society of New Jersey at 91 hospitals. 10,522 adults were examined at no cost; 581 Glaucoma suspects were identified and referred to the Commission for follow-up.
4. *The Traveling Eye Unit* provided 218 days and 12 evenings of service and 7,054 examinations. Among the vulnerable population groups reached were: 8 special centers for the handicapped; 13 nursing homes; 2 institutions; 20 health departments; 20 senior citizen centers; 11 migrant locations; 6 community centers; 2 housing projects and 3 drug programs. Despite the fiscal crisis, this unit has increased its services and will continue to do so in the coming year.
5. *Community Health Vision Screening Programs*—A total of 623 hours of service was provided by

staff ophthalmologists resulting in 3,920 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 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 3,519 clients.

One thousand thirteen 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 6,810.

The major thrust of this unit is to seek out and meet the needs of the elderly or homebound blind population. To accomplish this, staff are involved in various community programs that visually-handicapped individuals may be integrated into.

A Social Service grant was allotted to the Commission under Title XX of the Social Security Act Amendments and a Purchase of Service Agreement entered into between the Commission and the Division of Youth and Family Services. This grant was utilized to improve and expand the homemaker training program provided by the Home Service section and made it possible to reach greater numbers of visually-handicapped individuals and deliver more immediate, regular and intensive homemaking instruction to newly-blinded and visually-impaired residents of New Jersey. Further, with the implementation of this grant, additional staff was recruited to enable the unit to reach its goals of serving those in institutions, the elderly isolated, those on public welfare programs, increase instruction visits, etc. As a result, service was provided to 680 individuals.

A Para-Professional Training Project was developed enabling the unit to recruit several older citizens who were assigned to provide ancillary services to clients including escort services and participation in senior citizen services and day care programs, thereby eliminating isolation for these individuals. This was made possible through a grant from the Division on Aging. As a result, these clients were provided with opportunities for socialization, transportation, and guide service for professional appointments, services of an interpreter, mobility training, and instruction in crafts and homemaking.

The Department of Housing and Urban Develop-

ment (HUD) established a rent assistance program to improve and lower the costs of housing for elderly and handicapped individuals. HUD also allows for rent adjustment funds for visually-handicapped heads of households forced to pay an extraordinary portion of their limited income for nonsubsidized rental housing. Several Commission clients have been assisted in completing applications and are currently receiving up to 75 percent of rental funds.

Surveys were conducted at the various State mental institutions to identify the blind population at these facilities. This was in accordance with directive from the Commissioner of the Department of Institutions and Agencies and was geared towards provision of appropriate services to the blind residents which would lead eventually to a goal of deinstitutionalization. With special funding through a grant from Title XX of the Social Security Act, additional staff was recruited in the Home Service section to provide individualized services to develop independent skills which included mobility instruction, personal hygiene, and self-care.

A Radio Information Center for the Blind was established in 1974 in Philadelphia and New Jersey residents were invited to participate. This service provides specialized services to individuals in the Philadelphia area and the southern portion of New Jersey and includes reading of newspapers, magazines, and special interest material on a sub-carrier radio channel with a special radio provided by the Commission. To date 115 of these units are currently in use and 57 of this number are utilized by blind individuals over the age of 60 years.

In the vocational rehabilitation department a total of 3,559 clients were served; 269 individuals were placed in competitive employment and 101 were rehabilitated as homemakers for a total of 370. Aggregate annual earnings for those placed in employment amounted to \$1,291,108. Earnings for the same group at the time of referral were \$261,786. The continuing downturn in the economy has hit New Jersey particularly hard and this has reduced job placements substantially.

The summer developmental experience program has proven to be beneficial in assisting students who have difficulties in breaking into the job market. The program is in its fifth (5th) year and is designed to provide blind high school and college students with actual work and life experiences which they are frequently unable to secure because of their blindness and which are generally available to their sighted peers. Seventy-two young clients were placed in appropriate work activity in diverse areas including rehabilitation facilities, hospital settings, day camps, pharmacies, etc. Thirty-one additional individuals secured their own positions in equally

varied areas. A major portion of the success of this program is due to the efforts of the Rehabilitation Counselor assigned to the program who was able to arrange for placements through contacts with CETA, Manpower, and community programs in municipalities and counties throughout the State.

Five hundred ninety-two multi-handicapped blind adults were served by the agency's Multi-Handicapped Unit of which 43 were placed in employment. The Hayes Unit at the Johnstone Training Center, a special co-operative project with the State Division of Mental Retardation served 31 retarded blind clients who can benefit from vocational training. Of this number eight (8) individuals were placed in sheltered workshop employment.

Currently, the Commission operates a day Rehabilitation Center in Newark which served 90 clients during the year for a total of 3,750 client days. Fifty-two percent of these individuals were in special programs requiring more intensive professional time because of severe added handicapping conditions including diabetes, emotional disorders, cardiovascular involvements, orthopedic, and cerebral palsy.

To prepare blind people for the independence of competitive employment, specialized Mobility and Orientation training was extended to 747 clients. This is a critical element in successful job placement.

In the Vending Stand Program 54 vending stands were in operation at year end. This program provides the most lucrative source of employment for blind individuals in New Jersey. Average annual earnings for operators increased to \$12,300 from \$12,108 last year. Gross sales for the year amounted to \$2,829,007 with a total net income to operators of \$647,914. In accordance with the amended Randolph-Sheppard Act of 1973 and as mandated, a committee of vending stand operators was appointed by an ad hoc committee of their peers.

In the Trust Fund Beneficiary Rehabilitation Program disincentives continue and include the problem of higher cash benefits through the Trust Fund than low level employment income for so many low ability people as well as feelings of security with a pension and not with employment. 1,275 beneficiaries were referred for service. Of this number 305 were assigned to the Trust Fund program with 47 rehabilitated.

A Consumer Advisory Committee was appointed of representatives of the blind community throughout the State. The composition of this Committee is mandated by the Rehabilitation Act of 1973.

The agency operates three contract workshops—one in Newark, one in Somerset, and one in Westmont. 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—\$369,020; Number of Blind People Employed—84; Total Wages to Blind People—\$128,553.

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 \$86,501 was authorized. All of these grants are matched by the Federal government on a 90-10 basis:

1. The second year of a grant for developing New Careers for the blind.
2. The second year of a grant for providing Rehabilitation Services to Older Blind Clients.
3. The second year of 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. The second year of 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.

The agency, in co-operation with the Social Security Administration, ran two (2) specialized training programs for Teleservice Representatives. All graduates of the program which covered New York and New Jersey have been employed by the Social Security Administration at excellent starting salaries. To date there are 23 individuals employed as Teleservice Representatives.

Total sales through the Home Industries and Craft Program amounted to \$191,134, a \$16,348 increase over 1975. About 285 consignors benefited from this program and received earnings of \$63,731. In the department's marketing program of selected articles to be sold through commercial sales outlets, sales to chains increased in 1976 to \$49,476.

The Supervisor of Volunteers' principle role is to co-ordinate the activities of volunteers associated with the agency; arrange for recruitment, training, evaluation, and awards programs. Annual Statewide 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 Point Pleasant. Two hundred twenty-one volunteer organizations and 3,483 volunteers provided 34,367 hours of service to the agency.

# 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. The Adult Diagnostic and Treatment Center, Avenel (A.D.T.C.) became operational in September following the transfer of the initial group of staff from the Diagnostic Center, Menlo Park. In February, the residents were transferred from the State Prison, Rahway to the Adult Diagnostic and Treatment Center. These two major moves established the basic programs at the Adult Diagnostic and Treatment Center, i.e., Outpatient Diagnostic Service (Statute 30:4A-1 to 17), and Inpatient Treatment Services, (Statute 2A:164-3 to 13). As of March 1, the Commissioner designated the Adult Diagnostic and Treatment Center as an autonomous institution within the Division of Correction and Parole (out of the Division of Mental Health and Hospitals) and Ira Mintz, Ph.D. as Superintendent.

A new Community Service Center, which is funded primarily through Title XX of the Federal Social Security Act, became operational during June. The Service Center, which is located in the City of Camden, has two program components designed to provide services to two distinct client populations. The pre-release program affords approximately 20-25 adult inmates within six months of parole the opportunity to reside in a transitional house in the community, obtain a full or part-time job and receive a wide range of social services to aid them in preparing for their eventual return to the community. The alternate care component provides counseling and other social services to twenty young adult offenders as an alternative to institutionalization.

In October, a satellite unit of the Youth Reception and Correction Center, Yardville became operational at the Training School for Boys and Girls, Jamesburg. The Unit is modeled on the successful Yardville Program of Intensive Education (P.I.E. Program).

The Division received a \$54,854 grant from S.L.E.P.A. which established a pilot program for two full time disciplinary hearing officers at the Rahway Prison and provided training and consultative services to members of institutional adjustment committees at the other State correctional institutions. The training sessions and consultative services, which were provided by members of the New Jersey State Bar Association's Correctional Reform Committee, were designed to familiarize adjustment committee members with court decisions and statutory changes that impact on the manner in which disciplinary hearings are conducted.

The Division received funding for two programs designed to strengthen the ties between inmates and their families during incarceration. Funded through Title XX of the Federal Social Security Act, the programs are based at the Correctional Institution for Women at Clinton, and the Training School for Boys at Skillman. The program at Clinton provides for the continuation, and appropriate reconstruction, of mother-child relationships through regularly scheduled visits, group counseling, parenthood training sessions and individual counseling of inmates. The Skillman program provides group counseling sessions for the parents of participating residents to establish direct communication between the institution and the home, to facilitate the youth's rehabilitative process and to strengthen his family relationships.

## INSTITUTION POPULATIONS

On June 30, 1976, as compared to June 30, 1975, there were 129 more prison complex inmates, 20 more youth correctional inmates, 5 more women, and 95 more training school residents. Among 6,440 inmates resident on June 30, 1976, 54 percent were prisoners, 36 percent were youth correctional inmates, 7 percent were training school residents, and 3 percent were women.

### **The Prisons at Trenton, Rahway and Leesburg**

The average daily population of the Prison Complex increased 3 percent from 3,224 in fiscal 1975 to 3,306 in fiscal 1976 despite a 7 percent decrease in admissions from 1,821 to 1,697. The reduction in admissions was accompanied by a decrease of 23 percent in releases from 1,347 during fiscal 1975 to 1,037 during fiscal 1976, resulting in an increase in the average daily populations. Fiscal 1976 prison admissions are 7 percent higher than they were five years ago.

### **The Youth Correctional Institutions at Yardville, Bordentown and Annandale**

The average daily population of the Youth Correctional Institutions increased by 4 percent from 2,131 during fiscal 1975 to 2,221 during fiscal 1976. Admissions increased by 1 percent from 2,860 in fiscal 1975 to 2,887 and parole releases increased by 4 percent from 2,378 to 2,474. Fiscal 1976 youth correctional admissions are 11 percent lower than they were five years ago.

### **The Correctional Institution for Women — Clinton**

From fiscal 1975 to fiscal 1976, admissions of women and men at Clinton increased by 14 percent from 305 to 348, and the average daily population increased by 33 percent from 216 to 287.

### **The Training Schools at Jamesburg and Skillman**

From fiscal 1975 to fiscal 1976, Training School admissions increased by 45 percent from 341 to 497, and the average daily population increased by 19 percent from 344 to 410. At Jamesburg there was a 52 percent increase from 224 to 340 boys admitted and a 39 percent increase from 46 to 64 girls admitted during the year. Admissions at Skillman increased by 31 percent from 71 in fiscal 1975 to 93 in fiscal 1976.

## **INMATE BEHAVIOR AND MORALE**

At the State Prison, Trenton, there were two major incidents that took place during the year, both of which have had many serious ramifications and have had a profound effect upon the operation of the institution. Differences between two inmate groups at the institution resulted in a confrontation in October during which one inmate was killed and ten inmates were injured. The second incident took place in January which involved inmates with hand guns. During the emergency, one inmate was killed and an inmate and three correction officers were injured. Inmate morale at the State Prison, Rahway, reportedly fluctuated between mild highs and lows. Wednesday night visits and inmate banquets have had a positive effect. In addition, inmates feel that the administration is willing to listen and is receptive to new ideas and programs. Morale, however, was lowered by the curtailed furlough program. The State Prison, Leesburg, reported that inmate morale continued to be good. The number of letters received and sent and the number of visitors to the institution contributed immensely to inmate morale.

The changes in the furlough and work release programs affected the inmate populations of the Youth Correctional Institutions in a negative way. Despite these changes, each institution within the complex maintained a generally high level of morale during the year with inmates responding in a very cooperative manner under the circumstances.

Due to the restrictions placed on furloughs, work release and community-based activities, the Correctional Institution for Women, Clinton had to rely on volunteer and community agencies to provide community contacts, and attempts have been made to provide more activities. The importance of maintaining family ties is being met by a liberal visiting schedule and telephone privileges. Mail and package handling has been improved and federal Title XX

funds are used to provide the necessary parent/child contact and counseling.

The large population increase at the Training School for Boys and Girls, Jamesburg has created additional burdens on staff and institutional resources. Despite the large increase in population, resident morale is reported to have been generally good throughout the year. Reportedly, good lines of communication have been established between staff and residents at Jamesburg. The closing of the Diagnostic Center at Menlo Park and final closing of the Training School for Girls, Trenton, resulted in a very rapid turnover of one-third of the staff at the Training School for Boys, Skillman. Although there was considerable testing of the new staff during the bumping-in phase, the residents were able to be supervised without curtailing the freedom of movement that has been a particular characteristic of the Training School for Boys, Skillman.

## **Staff Development Programs**

The Correction Officers Training Academy continued to provide meaningful and valuable training and staff development programs for the professional and personal growth of employees in state and county corrections. The division training unit continued to offer training programs for new and experienced State correction officers from the prison and youth complexes as well as programs for cottage and juvenile officers and parole personnel throughout the State. Training programs were conducted for county jails, workhouses, penitentiaries and juvenile detention centers in the twenty-one counties. The Training Academy also provided consultation for county governments in the development and assessment of their correction programming, provided training resources and guidance to operating units and audited the training activities of these units.

Training programs for executive, middle management, and line personnel in both state and county institutions were also offered. A large portion of the various training programs were, as in the past, provided for treatment or non-custodial staff personnel. This includes personnel from the social worker, counseling and educational ranks. Specialized offerings were also continued and a number of new programs were added, including, Behavior Modification and Self-Control, Suicide Prevention, Head Farmers, and Interpersonal Communications Skills Seminars.

During Fiscal 1976, three regional county training programs were implemented. Each regionalized basic training segment took place in the three established north, central and southern training locations. The programs were quite successful and will continue to be provided during fiscal year 1977.

The training unit continued its working relation-



ship with the Training Advisory Council which was set up to counsel, consult and make recommendations to the Director of Training and Division Director on matters concerning the planning, execution, coordination and evaluation of centralized Division level training programs, in addition to working toward developing consistency in training at the institutional level.

The Office of Special Offender Services, within the Bureau of Programs, managed two federally funded treatment projects: Special Offender Groups Treatment Programs (SLEPA Grant E-29-74) and Community Treatment Services (Department of Health, Grant-In-Aid Contract R-128).

The Special Offender Group Treatment Programs (SOGTP) Project had as its goal to continue to develop a treatment service delivery system that is sensitive to institutional needs and the needs of special offender types such as substance abusers, recalcitrants, geriatrics, and emotionally disturbed offenders housed in the prison complex. Toward this goal, the project provided 30 positions to the prison complex, according to the following breakdown: Central Management unit—4; Leesburg Team—11; Trenton Team—6; Rahway Team—8; Prison Reception Unit—1. The Project worked toward the following five objectives:

1. Individualized Rehabilitation Plans
2. Housing Unit Treatment
3. Treatment of Recalcitrant Inmates
4. Substance Abuse Treatment Services
5. Treatment of Moderately and Mildly Disturbed Inmates

The Special Offender Treatment Services Project also developed and implemented a reporting mechanism to record all treatment and social service contacts by State and project funded staff in the prison complex. During the year there were 85,968 such contacts.

The Community Treatment Services Project is funded by a grant-in-aid contract with the New Jersey State Department of Health. The goal of this project is to provide assessment and referral to community treatment services to incarcerated substance abusers. Toward this goal, during the past year, the project provided nine positions: Central Management Unit—2; Field Representatives assigned to the prison complex—7. These staff persons worked toward achieving the following objectives:

1. Provision of Information About Substance Abuse Treatment in Prisons and in the Community
2. Preparation of Assessments for Releasing Authorities
3. Arranging for Community Treatment

In addition, the Special Offender Group Treatment

Services Unit participated in monthly meetings of the Inter-divisional Planning Committee, with staff of the Division of Narcotic and Drug Abuse Control. This committee serves as a vehicle for monitoring jointly sponsored programs, such as Community Treatment Services, and for communication and program planning in areas of mutual concern.

In January, the Division furlough program was suspended to enable an intensive review and the development of a better management system. Administrative Memoranda containing substantial and significant revisions of the procedures governing the operation of the unescorted and escorted furlough and work release programs were developed and became effective in March. The revisions were designed to improve the management and controls of the programs and to provide for the increased safety of the citizens in the communities to which inmates are released on furlough or work release.

There were 9,341 unescorted furloughs and 3,944 escorted furloughs granted in fiscal 1976 compared to 13,478 unescorted furloughs and 5,422 escorted furloughs in fiscal 1975. These figures represent decreases of 31 percent and 27 percent respectively from figures for fiscal 1975, which were due to revisions in the furlough procedures. The number of unescorted furloughs dropped from an average of 1,402 per month for the first six months of fiscal 1976 to 68 per month during the last two months of the fiscal year, and escorted furloughs dropped from an average of 611 per month in the first six months of the year to 14 per month in May and June 1976.

Despite relatively stable trends in work release activity between fiscal 1975 and fiscal 1976, average monthly assignments to the work release program declined during the year. This decline was primarily the result of changes in the work release procedures. As a result of these revised procedures, the number of assignments dropped from an average of 93 per month for the first nine months of fiscal 1976 to 37 per month for the months of May and June 1976. Likewise, there was a similarly sharp reduction in the number of program participants during this same period with monthly averages dropping from 296 during the first nine months of fiscal 1976 to 187 on June 30, 1976.

The monthly average number of inmates participating in the work release program during fiscal 1976 was 281 which reflected a 3 percent drop from the fiscal 1975 monthly average of 291. There was a total of 1,248 inmates who participated in the work release program during fiscal 1976 compared to 1236 during fiscal 1975.

## **RESIDENTIAL GROUP CENTERS**

The four residential group centers at Highfields,

Warren, Ocean and Turrell admitted a total of 220 boys and girls this fiscal year as compared to 218 the previous year. There were 177 admissions to the male group centers, the same as last year, while Turrell experienced an increase of two admissions. There were 373 referral inquiries received at the centers for boys during the fiscal year, an increase of 6 over the previous year. At the end of the fiscal period 25 youngsters were awaiting referral to the centers for boys. At Turrell, the number of girls successfully completing the program decreased from 29, or 64 percent, in 1975 to 16, or 40 percent, in 1976. There was a significant increase in the number of runaways from Turrell, particularly in those who failed to return from furlough and those who escaped within twenty-four hours of arrival at the center.

A post program study of the 48 residents who successfully completed the program at Warren during fiscal 1975 revealed that 26, or 54 percent, were arrest free during the first 12 months after release, 17, or 35 percent, had one court appearance following release, 5, or 11 percent, had two or more court appearances and 44, or 92 percent, did not require further institutional correctional handling. A similar study of the 28 girls successfully completing the program at Turrell during the same period resulted in the following evaluation: After 12 months in the community, 26, or 93 percent, were not arrested, 2, or 7 percent, had one arrest and none were committed to a correctional institution.

### **BUREAU OF PAROLE**

As of June 30, 1976, the number of cases under supervision in New Jersey reached 7,560, an increase of 44 cases during the month, and an increase of 101 cases over the caseload of a year ago. In addition to the cases under supervision in New Jersey, 482 cases are being supervised in other states for New Jersey, plus 137 Central Office Special File cases, making a total of 8,179 cases for which the Bureau has responsibility.

The reduction in staff as the result of budgetary cutbacks has resulted in an increase of the ratio between parole officers and parolees to 1:64 from the previously acceptable 1:54 ratio approved by budget authorities. National standards advise a ratio of one parole officer to 30 to 40 parolees. The initiating of the process of team supervision in each district office and the increased use of the volunteer program are two efforts directed toward the increased caseload problem.

During the calendar year 1975, 10,540 parolees under supervision in New Jersey earned \$17,169,322. This was a decrease in the prior year's earnings of approximately 3½ million dollars, resulting from a

combination of two factors—a decrease in the number of parolees supervised during the calendar year and an increase in unemployment rates during the year.

The Community Resources Specialist Project, providing for one senior parole officer in each of the nine district offices, continued to be funded by SLEPA during the year. This position supervises the locating, indexing and cataloging of all existing community resources, and in channeling them directly to the field parole officers.

The Bureau has been assigned the responsibility for conducting community investigations of proposed inmate furloughs and the implementation of a follow-up check system of furloughees. This has resulted in the designation of nine parole officers as furlough coordinators, five clerical personnel for supportive services, and a Bureau coordinator to supervise the process.

The Parole Resource Office and Orientation Facility in Jersey City was designated to provide a Hotline telephone service to provide contact on a 24-hour-a-day, 7-day-a-week basis for use by furloughees and/or any parolee, for any agency in the correctional system, or for any person in the community in need of the service.

### **BUREAU OF STATE USE INDUSTRIES**

State Use Industries operated 23 industries in 20 separate shops at seven institutions. The shops were staffed by State Use personnel who supervised the inmate work force in 535 average full time jobs during the fiscal year. The average turnover rate for all industries in the Prison and Youth Correctional Institution Complexes and the Correctional Institution for Women was approximately 5 inmates per job annually, up from last year's figure of 4.5.

The Bureau's activities during the year produced a sales volume of \$3,811,943. This is about 12 1/2 percent more than last year's figure of \$3,386,432. While net return cannot be determined until the accounting process is completed, it is anticipated that the industries will have earned a profit for the fiscal year. Distribution of sales was 51 percent to the Department of Institutions and Agencies, 37 percent to other state departments and 12 percent to counties and municipalities. Total expenditures during the year amounted to \$28,859 and contributed to the continued modernization of the industries.

The Bureau was responsible for the manufacture of the special Bicentennial license plates. The public demand was so great that the Bureau required assistance from several of the workshops for the occupationally handicapped. Upon completion of this special project, 726,900 license plates were delivered.

The experimental inmate hourly wage program

was expanded to all industries at the Trenton Prison. In addition, the program was introduced at Clinton in November and Leesburg during December. The main objective of this program is to stabilize the work details and minimize turnover. The program is oriented toward inmates serving long sentences. A new job category of Inmate Instructor Assistant has been developed for qualified inmates. Training is at management levels and gradually requires the inmate to accept responsibility for operating the industry in the instructor's absence.

### BUREAU OF PROGRAMS

The Bureau of Programs promulgated a total of 177 new and revised pages of division standards and administrative memoranda during the past fiscal year.

New standards and administrative memoranda were promulgated to the Division institutions in 13 areas, including: *Reporting of Employment Connected Accident, Injury or Occupational Disease; Demolition of Institutional Structures; Reporting Loss of Funds; Religion; Utilization of Civilian Employees on Escape Duty; The Classification Process; Criteria For Minimum Custody Eligibility; Intensified Security Units; Management Control Unit; Suspension of Visiting Program Under Emergency Conditions; Work Release; and Furloughs.*

During the past fiscal year revisions were made in 13 areas. The Standards concerning *Correspondence, Visits and Telephones*, were completely revised and increased from 17 to 27 pages. The subject Index was also revised and increased from 49 to 65 pages. The Standards which were revised and promulgated included: *Adjustment Committee or Hearing Officer; Escorted Furloughs; Inmate Wages; The Operational Unit Armory; Criteria for Minimum Custody Eligibility; Regulations in Fine Payments; Correspondence; Visits; Telephones; Publications; and the Subject Index.*

Work is proceeding on the development of new Standards in the areas of: *Institutional Sanitarian Services; Procedures for Sealing Records; Conduct of Departmental Hearings; Marking of Law Enforcement Unit Vehicles; Reporting of Nurses Suspected of Drug or Narcotic Abuse; Transportation for Eloped Mental Patients; Hold Harmless Agreement; Notaries Public; Volunteers; Study Release; Security Searches and Inspections; Entrance and Exit Procedures; Counts; Weapons Qualifications for Correction Officers; Classification; Inmate Grievances; Transfers to Institutions in Other States; and Tear Gas.*

Standards which are being revised include: *Sanitation; Food Service; Housing Assignment Priorities; Reporting Violations of the Criminal Statutes; Griev-*

*ances; Correspondence and Visits; Confidentiality of Inmate Records; Criteria for Minimum Custody Eligibility, Prison Complex; Photographing and Interviewing Inmates; Officers Uniforms; Visits for Inmates in Outside Hospitals; and the Discipline Program.*

Administrative Memoranda are under development in the areas of: *Unescorted Furloughs; Escorted Furloughs; Community Release Agreements; and Work Release.*

### BUREAU OF OPERATIONS

During the year, the following program areas were audited at the state correctional institutions to determine the extent to which program operations were in compliance with division standards, education; clothing; food service; housekeeping; sanitation; maintenance; personal hygiene; correspondence and visits; discipline; dental care; and recreation and leisure time activities. General inspections were also conducted on the physical plant of all institutions. In general, compliance with standards of care and treatment by the institutions was found to be good. Deviations from standards were brought to the attention of the respective administrations and means sought to remedy them.

On site inspections of physical plants and operational procedures of all of the 360 correctional and detention facilities in the State were made by the Division staff and included 10 state institutions, 4 residential group centers, 27 adult county detention facilities, 296 municipal lockups, 18 county juvenile detention facilities, 3 community treatment centers, and 2 community service centers. Areas covered in those inspections were inmate rights, health, treatment, safety, training, education, and rehabilitation programs. Evaluations were made of detention equipment, security devices, sanitation, housekeeping, discipline, staffing patterns, and in-service training.

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

There were over 700 special assignments completed by Bureau staff in fiscal year 1976. These included major and minor investigations, development of, and follow through on interrogatories for the Attorney General's Office, answering correspondence

for the Director, Commissioner, Governor and Administrative Office of the Courts. The Bureau also completed the two Semi-Annual Compliance Reports and the Annual Cumulative Report.

The Intra-State Transportation Project coordinates the transportation of inmates from the Youth Reception and Correction Center, Yardville, the Youth Correctional Institution, Bordentown, and the Trenton State Prison to and from courts in the several counties. In the first full year of operation, the project resulted in savings in excess of \$47,000.

The bureau distributed 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 of the counties with County work release programs. Nineteen of the twenty-one counties have implemented the Work Release Program, while the remaining two counties have been seriously considering taking similar action. Monmouth County is in the final stages of implementation.

### **BUREAU OF COMMUNITY SERVICES**

The Bureau of Community Services operates three Community Treatment Centers which are located in Camden, Plainfield and Paterson. Adolescents between the ages of 14 and 16 are referred by the juvenile courts for short-term remedial treatment as a condition of probation. A total of 55 youths were accepted for residential services at the Camden Center during the year. The Plainfield Center accepted 40 new residents and the Paterson Center received 35 resident referrals, of which 29 were accepted.

The Bureau also operates two community programs for adult offenders at the Community Service Centers in Newark and Camden. These Centers provide services to enhance the opportunities for successful re-entry of released offenders into the community. The Newark Center received 95 residents during the year as the Camden Center admitted a total of 13 residents.

A significant highlight of Bureau activities during the past year was the final operationalizing of the Camden Community Service Center in June. A stabilization process still remains in terms of programs and implementation of other established objectives. A very active cooperation on the part of Criminal Justice personnel in Camden County as well as manifest community acceptance gives promise of continued progress.

### **OTHER DIVISION ACTIVITIES**

The Division Office moved from the State Office

Building on Hanover Street to the former State Home for Girls in June.

Albert Elias, former Administrator of the Youth Correctional Complex, assumed a position in the Division Office assisting the Deputy Director in April. Alan Hoffman, former Superintendent of the Trenton Prison replaced Mr. Elias as Administrator of the Youth Correctional Complex.

New Superintendents were appointed at the Adult Diagnostic and Treatment Center; the State Prison, Trenton; the Youth Correctional Institution, Bordentown; and the Paterson Community Treatment Center. New Assistant Superintendents were appointed at the Youth Correctional Institution, Bordentown and the Newark Community Service Center.

Chief Justice Hughes and 240 trial judges visited six State correctional institutions in September and October. The judges generally felt that the visits were interesting and informative and contributed to a better system. These visits were coordinated by the Deputy Directory and the Administrative Office of the Courts.

A meeting, chaired by Chief Justice Hughes, was held in November to discuss plans for expediting communication and sharing information between the probation offices and units of the Division. In attendance were the Director, the Deputy Director, the Prison Complex and Youth Correctional Complex Administrators and the Superintendents of Yardville and Trenton Prison, along with staff from the Administrative Office of the Courts, and the twenty-one chiefs of County Probation Offices.

The Commissioner and the Director testified at the Senate hearings on the furlough program in February. The Director also attended and testified at the State Commission of Investigation hearings on community release programs that were held in May and June.

The Division, for the first time in the State's history, prepared a comprehensive profile of offenders in State correctional institutions. The statistical information was prepared as part of a preliminary report on the upcoming Correctional Master Plan for New Jersey Corrections. The data was examined in detail and the information will play a major role in the formation of the final master plan to update and modernize the system.

The building which houses the Yardville satellite unit at Jamesburg was completely renovated by the Construction Trades Program, a new program implemented at Yardville during the year. The Construction Trades Program also completed projects in Chesterfield Township and Bordentown Township and presently working in rehabilitating inner city houses in Trenton.

# DIVISION OF MEDICAL ASSISTANCE & HEALTH SERVICES

GERALD J. REILLY, *Director*

## OVERVIEW

Fiscal year 1976 was a year of crisis and challenge for the Division that administers Medicaid, a federal-state program that provides for the medical needs of New Jersey's eligible poor people.

The year opened with a \$52-million budget deficit created by an increasing eligible population, rising costs for medical care and a shortage of state appropriations. Although programs were curtailed, most people continued to receive essential health services. In March 1976, the Legislature passed a supplemental appropriation that restored some of the cutbacks.

It was also a year in which Medicaid cooperated with some 11 separate investigations of the program along with numerous press inquiries. In addition, a chronic shortage of 1,200 nursing home beds for Medicaid patients presented a persistent problem in the midst of this turmoil. The Division was given responsibility for a new \$2.5-million totally State-funded Pharmaceutical Assistance to the Aged program designed to help elderly people not eligible for Medicaid to meet part of their prescription (legend) drug and insulin costs.

The investigation spotlight focused on Medicaid throughout the nation, and contributed to the climate of inquiry that developed in New Jersey. New Jersey's wide-ranging efforts to control fraud and abuse received praise from national researchers. Senator Frank E. Moss, Chairman of the Sub-committee on Long Term Care, which investigated fraud and abuse by Medicaid and Medicare laboratories in several states, singled out New Jersey in February for reacting quickly to the disclosures at a State Commission of Investigation probe in June 1975. Senator Moss said that New Jersey enacted and implemented "the most modern and comprehensive clinical laboratory law in the nation."

This was followed by an announcement in March 1976 by Health, Education and Welfare Secretary David Mathews that a new federal effort would begin to help states combat Medicaid abuse and singled out New Jersey, California and Michigan for having efficient systems. Mathews said these state systems were "functioning so well that HEW is adopting many of their successful techniques for national application."

By year's end, it was learned that Medicaid's new

1976-77 budget contained enough additional funds to avoid any further program cutbacks.

## Office of Administrative and Fiscal Affairs

During the year, the office established a new system to provide staff with State vehicles. A mini-motor pool, which totals 40 vehicles, was established to supplement the permanently assigned vehicles. This fleet serves the requirements of the Division's field personnel.

This office coordinated the awarding of a contract with the Division of Purchase and Property to implement a unit dose pharmaceutical program for the entire institutional population at Vineland.

A substantial amount of time and effort was expended in budget preparation as well as in response to the severe fiscal crisis with which the Division dealt in fiscal year 1976.

## Staff Development and Training

During the past year, 12 orientation sessions were conducted for a total of 88 newly appointed staff. A majority were appointed to social worker, regional staff nurse and auditor positions. Eight training sessions were held for 74 employees to introduce them to the Employee Performance Evaluation and Improvement System (EPEIS). In addition, a training model was developed for use by supervisors to assist them in follow-through on the program.

A total of \$1,407 was disbursed to 16 Division staff for tuition aid prorated on the basis of 50 percent of an approved request plus the registration fee. In addition, five executive level staff attended the five-day Basic Executive Seminar program.

Three two-day workshops on "Sensory Training", "Reality Orientation" and "Remotivation" were co-sponsored with the Frederic D. Zeman Center for Instruction, Jewish Home and Hospital for the Aged, New York City. The program was held in three different areas in New Jersey, drawing a total of 257 participants: 60 Division staff and 197 persons representing 76 long term care facilities.

EPSDT Program training continued as a priority. *A Training Guide For Outreach and Support Services Staff* was developed. In addition, a sound on-slide program, transparencies and worker handbook for use as a visual aid in parent education became the "training package" for state-wide use.

## **BUREAU OF CLAIMS AND ACCOUNTS**

The Bureau held orientation programs in billing procedures for 35 individual Long Term Care Facilities. The Bureau also assumed responsibility for administering the new Pharmaceutical Assistance to the Aged program. This is a 100 percent State-funded program that assists eligible persons over 65 who are not covered by Medicaid or any other insurance program that pays all of their drug costs. The program pays for 80 percent of the costs of prescription (legend) drugs and insulin that exceed a deductible amount based on income. Single persons with incomes less than \$9,000 and married couples with income less than \$12,000 may qualify. The Bureau implemented the program, including drafting rules and regulations, designing an application/claim form and establishing a computer program for payments.

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

The bureau prepared numerous operating reports and tables, including statistics for the Monthly Statistical Report, Monthly Report of Cuban Refugees receiving medical care, the monthly EPSDT report and the required federal reports.

The bureau also prepared studies including: An Analysis of Inter-County Nursing Bed Utilization; A Study of the Fiscal Impact of a Medically Needy Program for Fiscal Years 1976 and 1977; Periodic Medical Review Study on Out-of-State Inpatient Hospital Recipients.

Other projects worked on during the year included imputed rental and nursing facility costs, calculations on the maintenance of effort program and the development of a statistical base and nominative rules for hospital appeals on reduced Medicaid reimbursements. Various special studies were completed for Division staff as well as other public and private agencies.

Total Medicaid eligibility increased by almost 20,000 individuals (0.5%) during the second half of fiscal 1976, and averaged approximately 639,081 individuals per month, from July 1975 through June 1976.

At the same time the number of recipients increased by 2.7% (46,977) individuals. The largest increase occurred in the AFDC category, where recipients increased by 31,385 in the last six months. During fiscal 1976 the average number of recipients was approximately 290,973 per month.

Total payments for this twelve-month period were \$405,970,851. Of this amount, 38.8% (\$157,705,411) was paid for OAA recipients while 38.9% was for services utilized by AFDC recipients.

## **DATA PROCESSING SECTION**

An on-line terminal was installed in the Data Processing Section during the year. The service of getting direct recipient eligibility status inquiries is being utilized with success by the counties, staff and many other groups.

A Nursing Home Cost Study Project to set rates based on average reasonable costs throughout the industry was planned, programmed and implemented. A computer system to evaluate each cost study and set norms by location and bed capacity of the facilities and generate rates based on reasonable cost was completed. This system proved invaluable in setting nursing home rates on a reasonable cost basis.

During the year revisions were made to the Federal Reporting EPSDT, SSI and Family Planning Systems as a result of innovative ideas and federal regulations. Also, changes were made to the surgical procedure coding at Prudential and the Scanner system at Blue Cross.

## **OFFICE OF PROGRAM INTEGRITY ADMINISTRATION**

### **BUREAU OF AUDITS**

The Bureau auditors completed 38 audits of Long Term Care Facilities. This resulted in recoveries totaling \$597,150. There were also 70 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 \$1.5 million with inclusion of pending audits.

The Bureau continued to participate in Legal Action Committee meetings for the purpose of referring questionable Long Term Care Facility audit reports to the Attorney General's office through the committee for possible civil or criminal action. Two such referrals during the year resulted in indictments of the owners of the nursing facilities and the Bureau has referred approximately 18 additional cases to the Attorney General's office for further investigation.

A total of 227 Long Term Care Facilities received cost studies for the purpose of reporting essential data to the Division for establishing their respective per diem reimbursement rates. At year's end, rates had been established for 221 facilities.

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

During the fiscal year, the Bureau registered 1,149 cases for investigation and 975 investigations were completed. During this period, the Bureau recovered a total of \$1,497,864. Of this figure, \$1,408,740 represents recovery from third party liability, recipient resources and other insurance programs and \$89,124

was reimbursement from providers for charges inappropriately made to the program. During the fiscal year, a total of 26 cases involving potential fraud were referred through the Legal Action Committee to the Attorney General's office for review.

The contractors (Prudential Insurance Company and Blue Cross of New Jersey) reported that due to their claims processing system of identifying recipients with medical insurance, a savings of \$8,292,015 was realized. Contractors also reported a total savings of \$4,987,766 through the claims review system. This figure is almost double the amount reported last year.

### **OFFICE OF MEDICAL CARE ADMINISTRATION**

The cutbacks in program services adopted in January 1976, had major impact on the activities on the section. The technical aspects of notifying providers and recipients and coordinating the termination of payments for eliminated services were added to the responsibilities of the Procedures Development and Communications Unit. Until services were restored in March 1976, through the supplementary appropriation, much time and attention were devoted by staff to answering widespread complaints from providers, provider organizations and recipients.

The critical shortage of Medicaid beds in nursing facilities throughout the state continued unrelieved. This was exacerbated by termination of six skilled nursing facilities from program participation as a result of Life Safety Code requirements and other factors, accounting for 369 beds.

At the same time, eight new skilled nursing and intermediate care facilities were enrolled as new providers, and they represented 977 Medicaid beds. The waiting list for placements, however, continued high, and at the end of the fiscal year about 1,200 persons in the community, hospitals and other facilities were awaiting placements or transfers. One factor responsible for the bed shortage in New Jersey, as cited by representatives of the Medicaid's Long Term Care Committee, which met on a regular basis during the year, has been predominantly economic. The per diem Medicaid rates were not considered sufficient incentive for increasing the number of available Medicaid beds. However, there also existed, in our opinion, a real shortage of facility beds in the State which could, in fact, have been attributed to the two-year moratorium on new bed construction. This moratorium has since been lifted by the Health Department but it created a bed backlog.

Of significant accomplishment was the revision of the Independent Laboratory Manual which imposed additional requirements on laboratory providers for

the purpose of curtailing and eliminating fraud and abuse in the submission of laboratory claims. The revision also required laboratories to submit lists of tests performed on premise along with a copy of fee and discount schedules. These changes were coupled with a 40 percent reduction in the laboratory fee schedule.

For the first time in the history of the State Medicaid program, a State Supervisor was appointed to oversee the operation of a large nursing home, which had nearly a 100 percent census of Medicaid patients. The appointment was made as a result of a Consent Judgment filed with the State Superior Court, which was followed by a U.S. District Court order to continue the operation of the facility with Federal funding.

Other accomplishments of the section were preliminary plans to develop a Medical Day Care Program for the elderly within federal guidelines, participation in the transfer of funding and administrative responsibilities from Title XX (Social Services) to Title XIX (Medicaid) of both the EPSDT and family planning programs; coordination of a special EPSDT seminar with Prudential Insurance Company attended by high level federal officials as well as state and county officials and a provider organization representative; and the coordination of a new Medicaid Only Manual.

### **BUREAU OF LOCAL ADMINISTRATION**

The 16 Local Medical Assistance Units continued to interact with local providers, recipients, provider organizations and community agencies and organizations.

The LMAU's continued to issue a monthly average of 1,300 Supplemental Security Income (SSI) Medicaid Eligibility Cards.

The Social Services Unit is now a viable component of the Division with 36 social workers trained and assigned to perform services on behalf of nursing facility patients. During the year the Social Services Unit placed or transferred a total of 1,992 persons in 221 nursing facilities, while confronted with the reality of the above-mentioned bed shortages. In addition, the Unit also participated in plans to implement requirements for social services to be provided by nursing facilities.

The Retroactive Eligibility Unit—created to meet federal regulations requiring retroactive payments of medical expenses incurred by eligible recipients prior to application—sharply increased its workload. The Unit approved 3,190 applications for retroactive payments, which represented a 128 percent increase over the previous year's total, and authorized provider payments of more than \$2 million, an 87 percent increase.



## **PROCEDURES DEVELOPMENT AND COMMUNICATIONS**

In addition to disseminating numerous Newsletters and other communications to providers of various services, the Unit not only notified providers and recipients of program cutbacks but also was responsible for communicating the news of the restoration of services.

The Unit continued to maintain responsibility for various provider manuals, and of special note, during the year assisted in the development of a physicians' fee schedule as well as revisions in the home health services program to encourage use of these services as alternate care to long term care.

## **OFFICE OF THE MEDICAL DIRECTOR**

### **BUREAU OF PROFESSIONAL AND TECHNICAL SERVICES**

In conjunction with the Bureau's Long Term Care Section, the Bureau has continued through the Medical Evaluation Team and Periodic Medical Review process to provide utilization review through prior authorization of levels of care of nursing home patients and also to perform medical review on an ongoing basis.

In addition, a selected group of physicians in conjunction with the Bureau of Long Term Care performed a pilot study of the new Long Term Care Program of Assessment and Periodic Medical Review.

Field staff physicians were involved in a decubiti (bedsore) program pilot study in an attempt to bring to the attention of hospitals that they were discharging patients with significant decubiti to nursing homes. The study resulted in significant improvement.

The Pharmacy Section noted that the Vineland State School Pilot Project on the unit dose dispensing system has progressed very well. This year there was introduced a per diem rate of 50 cents per patient per day for a full unit dose medication delivery system. The pilot program is being extended to Glen Gardner on the same basis.

In July of 1975, the New Jersey Medicaid Formulary was established in an effort to effect future savings to the program. It was estimated if full compliance occurred, that a savings of \$1.5 million could be realized. However, due to present state laws which do not permit unilateral substitution, the formulary was a permissive one. Compliance, therefore, has been disappointing. In response to a consent order entered into by the Division due to a suit by the National Association of Pharmaceutical Manufacturers, the Medicaid Formulary Committee established a subcommittee which is in the process of evaluating

all products in the formulary and will evaluate future selections as well.

In July 1975, the Federal Department of Health, Education and Welfare (HEW) published regulations establishing the maximum allowable cost MAC for reimbursement for drugs to pharmacy providers. This applied to select multi-source drugs. For all other drugs the states are to establish estimated acquisition costs (EAC). Original date of implementation was April 26, 1976 which was then changed to August 26, 1976. The method proposed by New Jersey is based on the Division's existing average wholesale price formula.

Beginning in August of 1975, the pharmaceutical dispensing fee was cut by 25 cents due to the existing fiscal crisis. During the period in which all non-mandated services were cut, pharmacy was retained. A 25 cent co-pay was introduced, but was later dropped with the restoration of non-mandated services.

In this fiscal year, 5,333,863 prescription claims were paid by the contractors accounting for \$25,899,057. The average prescription price was \$4.79.

The section's problems with provider relations were increased due to the budgetary cuts that were effected during this budget year. Payments to dentists for services provided recipients was \$18,216,036, a decrease of \$750,000, apparently due to the 10 percent across-the-board cut that involved all professional fees. The cutoff of adult dental services from January 15, 1976 through March 8, 1976, added to the other noted revisions, resulted in savings despite an increase of 7,000 more dental recipients over the preceding year.

The Podiatric Section noted an increase in the number of on-site visits and the average number of recipients seen was 1,623 per month. The total number of participating podiatrists remains at 449.

A total of 92,984 eye examinations were performed at a cost of \$1,766,154 and 84,838 optical appliances dispensed at a cost of \$2,226,216 for a total expenditure of \$3,992,370. In fiscal year 1974-75, there had been 97,691 eye examinations at a cost of \$1,903,048 with 96,169 optical appliances dispensed at a cost of \$2,664,009, for a total expenditure of \$4,567,057. This reflects a decrease in total cost for this year though there was an increase in the number of recipients from 605,559 to 634,880 as well as an increase in the number of eye examinations and optical appliances dispensed.

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

Major activity of the Bureau centered around refinement of the EPSDT Program, transfer of Medicaid Family Planning Services from Title XX to Title XIX, exploration of school health services delivered



to Medicaid children and improving services to all Medicaid eligible children.

The Bureau also assisted in the development of a grant application for Title X Economic Development Funds for outreach and the development of a State-wide Social Service Program in which the Bureau Chief directly supervises 21 local EPSDT social service units in the county welfare agencies, utilizing the maximum Federal funding share of 75 percent.

Cooperating with the Division of Youth and Family Services, the Bureau staff trains, educates and monitors EPSDT activity. The computer sub-system has been streamlined to issue monthly notification of apparent under-utilizers on eligibility anniversary dates to equalize the workload of the EPSDT Units. All 382,000 recipients under the age of 21 were notified of the EPSDT Program. Of the 84,364 apparent under-utilizers and new eligibles who were offered screening, 44,000 accepted and received screening. In this group 34.4 percent were referred for further diagnosis/treatment. Of the percent of referrals, dental accounted for 13 percent, vision for 9.5 percent, and hearing for 4 percent.

A school health survey was completed Statewide and the results submitted to the Department of Education. As a result of the survey findings, a pilot project was developed with the Union City Board of Education whereby the Board, operating as an independent clinic, will make available to all children in the school district health services equivalent to the State's EPSDT requirements, according to the Department of Health standards.

The Bureau also conducted a fact-finding survey to determine the scope of family planning services in each county throughout the State, accepted supervision of the transfer of Medicaid Family Planning Services to Title XIX and assumed responsibility for the education, training and monitoring of State-wide Family Planning Units in each of the county welfare agencies.

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

During this fiscal year the Long Term Care Facility (LTCF) caseload increased from 16,830 to 17,256 patients. There were 46,921 assessments of levels of care required by nursing facility patients. The levels of care continue to be quite constant with skilled nursing care at 12 percent or slightly under (dropping to under 10 percent only in June 1976), 60 percent intermediate care medical and 25 percent intermediate

care non-medical. The remainder fall into five levels of care represented by general hospitals, mental hospitals, institutions for the mentally retarded, rehabilitation centers, and private residences with or without home health care or other support services.

Bureau staff also participated in 244 periodic medical reviews and 67 off-hour visits.

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

Requests for prior authorizations for courses of outpatient psycho-therapy increased by 48 percent over fiscal 1975 to 5,672. Of these, 3,250 (57.3 percent) were by private practicing psychiatrists, 817 (14.4 percent) were by private psychologists and 731 (12.9 percent) were by clinics. The clinics represented a 53.9 percent increase.

Partial hospitalization requests, reported here separately for the first time, were 874.

During this fiscal year claims were paid to 435 private practicing psychiatrists and 240 private practicing psychologists. Both of these numbers represent a decline from the previous year.

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

The major research projects undertaken by the Bureau included amending fiscal intermediary contracts as required by Federal regulations; reviewing agreements with other social agencies including county welfare boards; developing legislation that would create an additional level of care between nursing and boarding homes; and reviewing the Federal Privacy Act for its application to this Division.

The most significant legislation that came under close scrutiny was the Medicare-Medicaid Reform Act (S-3205) introduced by Senator Talmadge in the U.S. Senate. If enacted, S-3205 would have considerable impact on the administrative aspects of the Medicaid program.

During the period the Bureau received a considerable increase in the number of hearings requested by both recipients and providers: 143 appeals were filed by Medicaid recipients, the majority of whom were contesting a denial of nursing home care; 85 cases were resolved either administratively or through hearings; and the remaining 58 are in various stages of completion. Of the 54 provider cases that were heard, 44 involved the issue of "medical necessity" for in-patient hospitalization.

# DIVISION OF MENTAL HEALTH AND HOSPITALS

MICHAEL ROTOV, M.D., *Director*

## INTRODUCTION

A key word for describing the activities of the Division of Mental Health and Hospitals for fiscal 1976 would have to be "reorganization." During the past year the Division has completed its work on a major reassessment of the State's mental health resources and needs and has kept a clear view on ways of devising strategies for a more effective system to provide appropriate services to New Jersey citizens. A long awaited report from the Mental Health Planning Committee was presented to Commissioner Klein, Department of Institutions and Agencies, and Commissioner Finley, Department of Health, and it incorporated numerous recommendations which will substantially revise the system of delivery of services.

Within the next fiscal year the Division envisions tremendous progress according to these recommendations and the ground work for these changes has been made during the past year's planning process. The Division focused on the possibilities of *community* centers where a better informed public could deal with people having emotional problems in their earliest stages thereby preventing any institutionalization. In addition, work on the plans did not overlook those individuals already living in hospitals or those about to re-enter the community. Emphasis was given to the aspects of rehabilitation, and on elaborating the concept of "growth and health."

The Mental Health Plan involves a new proposed regional structure. Success will be contingent on changing the present Division organization to a decentralized system of delivery of services with operating authority chiefly in the regions.

Planning for the regions has been designed to be in accord with the overall guidelines of the Health Planning Resources Development Act (P.L. 93-641) with the new regions coinciding with the five Health Systems Agencies (HSA's) already adopted by the state.

The entire plan has as its basic premise the principle of an integrated, single system of services in which all communities will participate.

Fiscal Year 1976, therefore, has brought the Division closer to the reality of implementing the concept of NORMALIZATION. The Master Plan advocates an approach to the treatment of mentally ill, with emphasis on environment, treatment and staff attitudes in producing as near to normal a life as possible for patients.

## HIGHLIGHTS

All hospitals were actively engaged in defining levels of function for their patients in order to have a factual basis for reorganizing these sections. Interdisciplinary teams visited state hospitals in other states in order to acquaint themselves with the various hospital structures. Transitional wards were established at Ancora and Trenton Psychiatric Hospitals.

An agreement went into effect with the Department of Psychiatry of Rutgers Medical School for affiliation of state hospital psychiatrists with the Rutgers Community Mental Health Center in order to bring the state hospital staff up to date on the modern treatment of the mentally ill in the community.

Two members of Trenton Psychiatric Hospital's Medical Staff were certified by the American Board of Psychiatry and Neurology. Trenton Psychiatric Hospital remained unaccredited during the fiscal year and the State of New Jersey is now in litigation in regard to this issue. Marlboro Psychiatric Hospital lost its accreditation and appealed that decision. Both Ancora and Greystone Park received one year accreditation. Marlboro's children's unit received a two-year accreditation. The Residency Training Programs at two hospitals were recently reviewed. Trenton's training program received full accreditation, while Marlboro's was put on probation.

Several hundred institutional staff members have participated in intensive three-day Normalization workshops conducted by Dr. Wolf Wolfensberger. Hospitals are upgrading their environment through purchases in regular hospital accounts and through Humanization Funds. The hospital environment in the various institutions already shows significant improvement.

A total of \$2,800,000 was appropriated for the Life Safety Programs in the institutions to aid the hospitals in upgrading their physical plants to meet accreditation standards.

Roy Ettlinger has been appointed Chief Executive Officer at Marlboro Psychiatric Hospital.

During the fiscal year 296 patients were transferred to the Division of Mental Retardation as a result of the shift of the Neuro-Psychiatric Institute to that Division.

Significant revisions were made of the rules and

regulations governing state grants-in-aid, which are expected to provide greater flexibility in delivery of care and provision of alternative programs. Replacing the narrower limitation of the original text is the concept of "Transitional Services" which includes such services as "pre-screening, patient pre-discharge planning and programming, advocacy, diagnostic, medication, transitional housing, day activities and functional education, placement and other related services, which are intended to prevent unnecessary institutionalization and return inappropriately institutionalized persons to their proper communities."

The system of per capita allocation was also revised to indicate how the present dollar per capita should be utilized by agencies: a minimum of 15 cents is to be utilized for transitional services as defined in New Jersey Administrative Code 10:37-6.3, but the agency may utilize more than the 15 cent minimum by allocating portions of the remaining 85 cents for this purpose. The agency may also use a portion of the 85 cents of the per capita for the five recognized elements of community mental health services, i.e. inpatient, outpatient and emergency services, partial hospitalization and consultation and education.

Contracts were negotiated with a number of community agencies throughout the state and transitional services programs were in operation in almost all counties.

In July 1975 Trenton Psychiatric Hospital was informed that it had failed to receive accreditation by the Joint Commission on Accreditation of Hospitals.

Most of the standards, including such areas as medical staff, mental health workers, emergency services, dental services, and professional library services were found to be in substantial compliance. However, the more critical categories such as patient treatment, environment, governing body and management, medical records, and patient safety were found to be in only partial compliance.

A validation survey was conducted on April 16, 1976 by representatives of the New Jersey Department of Health and the United States Department of Health, Education, and Welfare. This survey was prompted by the adverse publicity given by the newspapers concerning non-accreditation of state hospital facilities in New Jersey. By the end of the calendar year 1975, federal funding such as Medicare and Medicaid was discontinued to Trenton Psychiatric Hospital.

The Judicial Review Hearings, in process now well over a year, continued to be heard during this fiscal year at the County Court, as well as on hospital grounds, by some counties. Hearings not held on hospital grounds required staff, both non-profession-

al and professional, to be away from patient care activities for a considerable amount of time for such court appearances. A frequently recurring problem was posed by the circumstances surrounding patients who may no longer have been in need of hospitalization, but were obliged to remain due to the lack of alternative placement facilities.

At Trenton two hundred modules consisting of a bed, wardrobe-dresser and divider panel have been erected in the adult psychiatric residential sections.

Some hospital sections have designated certain areas in which patients are given attention appropriate to that level of function. These range from those patients who appear to be functioning on a lower level to those whose adjustment appears to have been satisfactory enough to benefit from assistance in preparation for and in anticipation of the return to the community.

Greystone Park Psychiatric Hospital has the first non-medical Section Chief. Greystone has also made the most progress in developing programs based on levels of functioning. The census at the institutions continues to drop with the development of community programs. A specialized alcoholism program has been established at Marlboro. The Division has contracted with a private agency to accept referrals of alcoholics from Ancora. A specialized Geriatric program has also been designed for Glen Gardner.

The past fiscal year saw many improvements for Greystone Park Psychiatric Hospital. The hospital regained its accreditation. Gradually, the bad press of past years gave way to more positive stories. Population was reduced markedly, exceeding the most optimistic projections.

The energies of the hospital were devoted to correction of accreditation deficiencies, humanization of patient environment, and the implementation of the philosophy of normalization was the most significant and far-reaching development of the year.

The development and implementation of a self-medication program will prove to cast a long shadow to the future. It is hoped that this development will do much to reduce repeat admission of patients. Expansion of Consumer Health Education is another development that will help the patient to stay in the community.

Section II of Greystone now has a non-medical chief whose leadership ability is being devoted to that Section. Initial changes are now taking place, and there is new hope for that section.

Section V is doing well with its new chief, Dr. Edward Miller, whose record of accomplishment in Abell Building represents the best model of teamwork at Greystone.

At Ancora Psychiatric Hospital, several worthwhile projects were initiated. During the year, \$150,000.00

was made available to the Humanization Fund, half of which came from the state and the other half from the hospital welfare fund. From these funds were procured the services of an architect and an interior decorator. The Engineer-in-charge devised a method of modernizing our hospital beds and was awarded \$5,000.00 for this by the State Suggestion Committee. All corridors in all patient-occupied areas are being painted in accordance with the interior decorator's plans. Walls in the Children's and Adolescents' unit are being torn down to convert two rooms into one bedroom to comply with accreditation standards on space occupancy. A sum of \$300,000.00 was also made available for plans to extend the Life Safety and Fire Protection requirements to four other active psychiatric buildings.

In the area of normalization, strides were made in terms of establishing a Transitional Unit with requisite appurtenances; and reassignment of patients according to level of functioning was effected. Delaware House provided representatives to help expedite placement of patients in the community. Patient government is encouraged; community meetings are held regularly; while Team Conferences provide greater insight into patient needs and facilitate a multi-disciplinary approach to diagnostic evaluations and treatment plans.

At Marlboro Psychiatric Hospital, the Alcoholism Treatment Program has expanded its services and has added inpatient services for women. Now known as the New Hope Unit, the program works in close cooperation with community agencies and such groups as AA. Arrangements have been made with Perth Amboy Hospital to bring referrals from their Detoxification Unit directly to Marlboro for screening in an effort to get more prompt care for people who are often lost to the program by delays in screening.

The Children's Unit at Marlboro was recently accredited by the Joint Commission on Accreditation of Hospitals for a period of two years. The unit is in need of a full-time psychiatrist and efforts to recruit a suitable physician will continue.

Although recent developments indicate that local Community Mental Health Centers in Monmouth

County and in Middlesex County will provide after-care services for patients discharged from Marlboro Psychiatric Hospital the hospital will still have to provide such services in Union County and in Ocean County. Indeed provisions for better staffing of these clinics must be considered in order to deliver the necessary services and in order to comply with Standards of the Joint Commission on Accreditation of Hospitals. The plan is therefore to maintain services in these aftercare clinics until they can be taken over by Community Mental Health Center.

The Arthur Brisbane Child Treatment Center, originally established in 1946 to accept children and adolescents from the then only children's unit in the State Hospital system (Marlboro), has undergone many changes in policy and program to adapt to the changing needs of New Jersey's pre-adolescent mentally ill. The goal is to provide residential psychiatric treatment to children from the twenty-one counties of New Jersey who are severely emotionally disturbed and often academically and socially retarded. With an emphasis on milieu therapy, appropriate pharmacotherapy and encouragement of growth and development to the child's maximum potential are provided. A team consisting of a psychiatrist, psychologist, social worker, pediatrician, nurse, educator and cottage life personnel all contribute to the development and implementation of individualized treatment plans for children.

The two fiscal crises that Brisbane faced in the last year seriously interfered with program. The threat of closing twice within 10 months interfered with referrals and admissions, which made it impossible to achieve the objective of maintaining capacity. Furthermore, admissions were also frozen because of problems in complying with the Life Safety Code. Also, the crucial financial situation interfered with the treatment of children, relationships with the community and recruitment and retention of staff. Despite all this, however, the staff achieved a solidarity of purpose and cooperative effort in continuing treatment of the children and emphasizing the reasons Brisbane should be reinstated in the State Budget.

# DIVISION OF MENTAL RETARDATION

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

In recent years, the Division has been relatively static with all aspects of service, other than residential, held at about the same case load as in the immediate past year. Some change in residential case load, however, followed upon the opening of new cottages at Hunterdon State School and the transformation of the Neuro-Psychiatric Institute to a facility for the developmentally disabled. These changes resulting in about 650 cases being transferred from State Psychiatric Hospitals and about 200 admissions from the waiting list were somewhat compensated for by reduced capacity at two state schools undergoing renovation. Any aspirations for substantial reduction in the community waiting list next fiscal year disappeared with a relative restriction in Purchase of Care funding and constraints in development of community alternatives to institutions because of limited Title XX funding. Within the institutions, also, little change is to be observed; to some extent, nevertheless, the state employment picture "helped" with recruitment and insured greater staff stability. Day Training for children and adults, Social, Protective and Guardianship Services also remained at about former levels. A substantial increase in placements in sheltered boarding homes followed the processing of more than 1,000 applications for SSI.

In a sense, the fact that case loads have not risen substantially as the result of community social and training effort and that no serious incident developed in institutions or day centers is a tribute to Division staff which has tried to manage despite limited resources, inflationary factors, developing labor tensions, and continuous upset in regard to budgets, appropriations, and state revenues.

## **RESIDENTIAL FUNCTIONAL SERVICES**

At the end of the year there were 7,840 persons in residence in New Jersey's public institutions for the mentally retarded. The increase can be accounted for primarily by the fact that the Neuro-Psychiatric Institute was designated as a school for the mentally retarded and its population is now counted among the numbers of persons receiving residential functional services. The overall increase is a little in excess of 600 residents in functional services in public institutions over last year. Highlights of the residential programs of the eight institutions are summarized below.

### **General Residential Care**

A self-help training and behavior modification pro-

gram for extremely aggressive adults has been established at the Vineland State School. In addition a project which started approximately 18 months ago was continued during the fiscal year to reduce the number of residents who somewhat routinely require restraint jackets. As of this date the number of residents requiring restraint jackets has been reduced from 148 to 3. This dramatic improvement in the most critical area is the result of a great deal of hard work on the part of the resident living staff in terms of changing attitudes of cottage personnel, improving resident programs and continually working to get the best population mix in each cottage.

Two resident dining rooms at the colony were combined to serve cafeteria style when the central food service was reopened after the completion of renovations. The cafeteria is a "first" for colony residents. In an attempt to maintain liaison with the community for as many residents as possible the Vineland State School initiated a new off campus shopping program in which small groups of residents under proper supervision are taken each week into town to spend their wages or spending money. In addition a community guest status program was developed as an aid in evaluating and preparing individual residents for return to the community. The program provides a community living experience that helps residents understand and assess family care. It also provides school staff with an indication of each resident's ability to handle community living. As an added benefit the program was also used to provide a week's vacation for many of the residents who have no outside family or community contacts. During the fiscal year 94 residents of the institution participated in the community guest status program.

At the Woodbine State School, some changes were brought about in the evaluation techniques used by the school. Individual cottage program committees have been established to document existing programs and suggest and implement new ones. Each cottage committee includes a member of the professional staff as a resource person. Other members of each committee include an assistant supervisor of resident living as a chairperson and three members of the cottage staff. This is being done in an attempt to personalize the programs for each resident on a cottage basis.

Another noteworthy happening is the development of a program in the old hospital which will house 62 of the most capable residents in a community orientation program. The goal of the program is to develop

and prepare each of the residents for semi-independent community placement within five years.

At the New Lisbon State School, a new television rental installation and maintenance system was implemented in which 30 new solid state color television sets were installed in 21 buildings.

A new fire alarm system was installed in seven cottages. After which all cottages and buildings were placed on an automatic alarm system.

The Johnstone Training and Research Center reports that \$15,000 worth of furniture and improvements to the independent living apartments were provided.

By way of a significant and happy event 250 students and 150 staff members from Johnstone attended an Achievement Day celebration exercise at Great Adventure.

The Behavior Modification Program at Woodbridge has trained large numbers of residents and has had a major positive impact on their self-sufficiency level and behavior. Specialized training for deaf-blind residents was initiated through the acquisition of grand funds allowing for establishment and expansion of one to one training for multiply-handicapped residents. A telecommunications project has been established in cooperation with the City University of New York. The purpose of this program was to teach self-help skills to residents through the use of innovative equipment.

Two very innovative programs at the Woodbridge State School are the development of a trailer training park and a resident-operated store. Three house trailers were acquired from the federal government and are used as a living area for 12 residents to accommodate them in a transitional living arrangement for ultimate community placement. The Woodbridge State School proudly reports that as a result of careful and diligent social service efforts, the successful family care placement of 12 residents took place during the year.

At the Hunterdon State School six residents who were under five years of age were admitted because renovations at the Totowa Nursery temporarily precluded their admission to that unit. At the close of the fiscal year 16 cottages and 2 hospital wards were opened at Hunterdon and available to permanent residents and the school had a rated capacity of 911.

The staff of the Neuro-Psychiatric Institute had an extremely busy year because of the transition of the whole institution from a psychiatric hospital to a school for the mentally retarded. The resident living service was gradually organized throughout the year and by March, eight cottages had been reorganized and the last of the 13 cottages was included at the end of the fiscal year when the Somerset County

Psychiatric Service was phased out.

Three hundred residents participated in the hand-in-hand outing at the Middlesex County Community College. One resident celebrated his 100th birthday on March 14, complete with a party, cake and greetings from President Ford and Governor Byrne. A major portion of the workload at the institute consisted of population movement—the movement of new admissions into the institute, transfers within the school, and numerous transfers out of the institute. The most hectic time was from February to April when 62 patients were transferred to psychiatric hospitals, 24 patients were placed in the community or discharged, 255 residents were transferred within the Institute, 250 outpatients were transferred to the Somerset County Guidance Center, 19 residents were placed on family care, 182 residents were transferred to the institute from psychiatric hospitals and other training schools, and 2 residents were placed on community placement.

A unit of 26 autistic children was formed in Kay Building at the Institute. The basement area was renovated into a bright, cheerful play area.

Achievement in the schools for the retarded is frequently measured in such finite terms as getting one resident to begin speech, transferring seven non-ambulant residents into a unit so that they can be with other persons, who although ambulant, more nearly meet the social skills of the handicapped persons, having enough soap and household supplies to go around, adding a personal touch by way of curtains, new furniture, new TV sets to make the living areas more homelike. These are the accomplishments of the dedicated staffs in the eight institutions for the mentally retarded.

### **Education and Recreation**

At the Vineland State School about 275 residents of the main campus were on vocational work schedules and over 200 attended vocational classes. Eight hundred residents received varied and comprehensive programs of recreation on a weekly basis. At the colony, 100 residents participated in an ongoing program of ecumenical tours of the churches in the city of Vineland.

At the North Jersey Training School, staff was able to implement a library grant and revised the curriculum manual. The Behavior Modification Program, in which the teaching staff and selected students worked within the school classes, was successful in reducing the acting-out behavior of several residents and increasing the attention span of those residents.

The Speech Department at Totowa received full accreditation for clinical services by the American Speech and Hearing Association which marks the attainment of this unit's long-term goal.

At the Woodbine State School, the addition of 34 seasonal recreational assistants during July and August of 1975 enabled most of the residents to be in special summer programs. In addition, during the year, the school increased its scouting program so that they now have six troops and over 150 registered boy scouts.

At New Lisbon, individual resident accomplishments are being met partially through programs that include special olympics, athletic teams, scouting, a biking program, camping, swimming, many and varied field trips, arts and crafts, major special event days, and co-educational functions.

At Johnstone the past year was the most successful year in the field of education at the institution since it opened in 1956. A new education program was implemented in the Yepsen Unit and on campus workshop vocational programs blossomed during the year. The Vocational Workshop achieved a full-time contract workshop situation for the entire campus, providing employment, evaluation and training for any and all students who needed the program. In addition to providing the training and evaluation, the program has provided substantial sums of money to go into the personal accounts of the students for their labors in the workshops.

At the Woodbridge State School the opening of the community thrift shop to provide vocational opportunities for selected residents was the vocational highlight of the year. Recreational activities were augmented with a record number of 153 residents attending a residential summer camp. Special olympics participation included more than 100 residents participating year round in preparation for the competition which took place in April, May and June on a county, regional and statewide level. The Statewide Finals were conducted at the Livingston Campus of Rutgers University and featured a two day event which involved the residents of Woodbridge having to stay overnight at University accommodations while they were trying out for the olympics.

At the Hunterdon State School in January there were 207 residents covered by work activity center certification and 31 residents had achieved patient-worker certification. The vocational training program at Hunterdon is developing rapidly.

### **Health Services**

During the last fiscal year the Vineland State School was able to implement a new medication dispensing system known as the unit dose medication system in all of its cottages. The system is designed to eliminate the chance of error in the dispensing of medication and to date has been experiencing excellent results.

The Vineland State School reports that a newly

established system now guarantees an annual dental examination for every resident including completion of all follow-up treatment found to be necessary. The laboratory accomplished two thousand lab tests and in addition performed all necessary blood work for the New Jersey Memorial Homes and Leesburg State Prison. New operative procedures in the operating room enabled the provision of three new services, auxiliary femoral by-pass, transurethral resections, abdominal perineal resections. Five new specialty clinics were established during the year: cardiac, diabetic, follow-up, urology and psychiatry. A training program for affiliated college students majoring in special education and speech correction was established to orient the students to various trends in the field of speech and hearing.

The Woodbine State School reorganized its medical department during the year and arranged with the Vineland State School to provide various specialty consultations and perform elective procedures recommended for the Woodbine residents. At the New Lisbon State School, a significant alteration in the process of recording and dispensing medication within the hospital and cottages was accomplished during the year. This documentation and procedure implementation satisfies all the requirements of the Department of Institutions and Agencies as well as Federal regulations. All of the staff physicians at New Lisbon have attended graduate seminars, the most important of which was an intensive seminar training course in mental retardation at Western Pennsylvania Psychiatric Institute. All the physicians are now certified for the requirements recognized for continuing medical education. The satisfaction of these requirements grants recognition for the next three years.

At the Woodbridge State School, major recognition was extended through the granting of accreditation by the Joint Commission on Accreditation of Hospitals. The accreditation was given for a one-year period in the hospital and is the result of more than five years' effort on the part of the Woodbridge State School with the intent and accomplishment of upgrading the total medical services.

Affiliations to enhance the medical program have increased in number and scope. A physicians' assistant program was conducted in cooperation with the Livingston College at Rutgers University and involved the assignment of physician assistant students to the Woodbridge State School for training and assistance to the medical staff. A Junior Fellowship Program involving the assignment of psychology interns was initiated. National Hospital Week was celebrated by the resident living and medical and educational departments with a week-long presentation of valuable medical and health care programs



related to the fields of general health and mental retardation. The presentations were open to the public and more than 200 persons participated.

A new 16 channel electro-encephalogram was delivered to the Neuro-Psychiatric Institute in April. A total of 31,260 tests were performed in the clinical laboratory during the year. The laboratory received delivery of a new Corning flame photometer, 159 EEG's and 475 EKG's were completed during the year. The X-ray department took 3,959 X-ray exposures. Seventeen hundred and one consultations were done by consultants and staff physicians and the physical medicine department shows a total of 3,350 individual treatments.

The New Jersey Consultation Services for Neurological Diseases developed services for patients from community programs for the mentally retarded. This is an important facet in two respects. Seizure control is achieved so that individuals can remain in community programs and simultaneously these clinics were used as a vehicle for continuing education around neurological problems for the involved community professionals. The biggest dividend was to maintain individuals in their homes and thereby avoid unnecessary institutionalization. A total of 65 clinics were held at NPI during the year with a total of 384 patients seen. Of these 278 were new evaluations—13 more than the previous year. NPI hosted the Annual Neurological Symposium on May 1.

### **General Institutional Administration**

Fiscal problems were a major source of concern to all the institutions during the year. There was a hiring freeze that continued until approximately October and institutional programs were affected thereby.

At the Vineland State School, four union contracts which affected the school operation were negotiated during the year. There were no unfavorable labor incidents during the year and 68 percent of all the grievances filed were satisfactorily resolved at the institution level. At Vineland, three day seminars are offered to area nursing students and Vineland now provides instructional services for six practical nurse education facilities extending from Cape May County to Gloucester County. Two-hundred forty-two students have received 3,864 hours of instructional services in these programs.

Improvements have been made in the food service unit at Totowa by the recruitment of a Senior Dietitian, improvements in special diet control, more diversified menus, and the purchase of precut meats. Continued in-service training of personnel has resulted in more appetizing and nourishing meals.

In order to prepare staff for functional changes in the Neuro-Psychiatric Institute, lectures and discus-

sions were provided to assist employees to identify with the Institute's new operation in serving mentally retarded persons. Numerous in-service training sessions were held with personnel at the Institute. In addition, the chief executive officer and five staff physicians attended a ten day seminar sponsored by the Federal Department of Health, Education, and Welfare on mental retardation at the University of Pittsburgh.

Within the Department of Resident Living, 56 employees attended four classes for basic education. A staff-patient preparation program was formulated and scheduled from October 1975 to March 1976. The program was designed specifically to reduce the impact of relocation stress on patients selected for transfer from Neuro-Psychiatric Institute to other institutions. A two-phase program was instituted whereby staff learned the rationale, mechanics, and effective transfer and formally applied this knowledge during the process of preparing patients for transfer. Continued in-service education programs were scheduled throughout the year. A specially scheduled program on the care and rehabilitation of mentally retarded persons took place. A total of 287 employees attended 79 of these classes. There were 11 additional classes held to serve 305 employees.

During the year NPI had to phase out its Somerset County Unit and the alcohol unit. The Allen Unit at NPI was performing a dual-operation all year, providing acute psychiatric services for Somerset County and receiving emotionally disturbed mentally retarded. Between February and April, 811 persons were moved about in addition to 536 persons being admitted for psychiatric services and services in the alcohol unit. In addition, 372 families were notified by letter of the pending transfers and many families came in for preplacement visits.

### **PURCHASE OF CARE**

At the end of the fiscal year the number of residents in the Purchase of Care program set a new high of 672. There were 140 admissions to the program, which includes group home placements, during the year. With regard to group homes, at the end of the fiscal year there were four homes operating in New Jersey under private auspices. The Division purchased service for 31 clients as of June 30, 1976.

The facilities used for care in private institutions for the mentally retarded are located in New Jersey and in 13 other states plus Nova Scotia. The largest number of clients are still placed in Pennsylvania. The number of clients in New Jersey placements is 127 and that number is expected to increase further in fiscal 1977 as a new facility is expected to open. There has been some modest success in using edu-



cational funding of local school districts in order to place some clients in Purchase of Care and to continue others, especially in Pennsylvania, where a right to education law has been enforced for several years.

### **FAMILY CARE**

It was a banner year for Family Care activities. While 162 clients were placed, which is well above the 95 placed the previous year, the quality of life that the Division staff tried to provide for the clients was improved. Sponsors received training and more support from both caseworkers and the case aides. Because there were more Family Care sponsors available this year the option for better matching of clients with sponsors provided greater flexibility of placement. The Bureau of Field Services were able to eliminate the sponsors whose services were marginal.

There were other highlights in the Family Care program such as 92 clients (who lived in various sheltered care homes over the years) being transferred within the system of homes. There were 172 guest and trial placements of adults in the Family Care homes. Most of the guests were residents of Vineland and they were placed largely at the New Jersey shore for a summer vacation. The attention given clients seemed to go a long way in sustaining them once placement was effected. During the year there were only six returns of clients to state schools from Family Care status.

The Bureau of Field Services worked with nearly 400 clients in sheltered boarding homes although in fiscal 1976 there was an average of 75 clients in the billing status of Family Care. The distribution of clients in licensed homes is nearly 50 percent of the known group although lately in terms of new admissions to Family Care some 60 percent of the clients are being placed in unlicensed homes which are private homes caring for three or fewer residents and approved for use by the Bureau of Field Services personnel.

### **DAY TRAINING**

During the fiscal year 1976, the Bureau of Day Training provided services to 936 children and 648 adults. At the end of the fiscal year there were 1,341 persons enrolled in the Day Training program, 773 of them in children's programs and 568 in the adult activities programs.

#### **Program for Children**

The major priority in the children's program this year was the development of a formal curriculum and

assessment tools which will assist in the adequate evaluation and programming of severely and profoundly retarded children. A gesture language program has been introduced in several of the Day Training Centers throughout the state. The significant increase in the comprehension of language ability of children to communicate needs and feelings has led to less frustration and increased their sociability and independence.

The parent training program was enlarged during the year to include the families of children attending the Ocean, Middlesex, and Passaic Centers. This successful program which began in 1975 was expanded to these additional centers through a Federal Grant awarded to Rutgers University for the sole purpose of training parents of Day Training eligible children.

The construction of the new Hudson County Day Training Center was completed in late spring. The Division terminated its Purchase of Service Agreement with the Hudson County Association for Retarded Children at the end of the fiscal year in anticipation of the opening of the new state operated center.

By the end of the year the Bureau of Day Training successfully accomplished the training of 40 children who were then determined to be eligible for admission to public school.

#### **Program for Adults**

The Adult Activities program operated by the Bureau of Day Training suffered severe financial constraints during fiscal 1976. The inability to acquire additional Title XX funds deterred the expansion of this program as was planned for the year. The waiting list for admissions to adult activities stood at 214 at the end of the fiscal year. Despite the severe financial setback, the Adult Activities program maintained its services for its 568 enrollees. Priority was given this year to the development of a quality program in all centers throughout the state.

Particular attention has been given to the relocation of several Adult Activities programs that were previously housed in church basements or in Day Training Centers. Houses in the community are being rented to replace the church basement facilities and Day Training rooms. It has been determined that clients will readily gain independence when trained in a home environment in the community setting. The use of this program model has reflected its benefit in the fact that 36 clients have been accepted in sheltered workshops and six clients have been placed in competitive employment.

Perhaps the most significant service which has emerged over the past year is that of group counseling for severely and profoundly retarded adults.

The goal of this service is to promote interaction and socialization, helping the retarded adults to express themselves and to communicate with their peers.

The introduction of the work activity certificates into all adult activity centers now allows clients to be paid for work they have completed on handicraft. Payment for job performance is a primary motivator in clients served in the centers.

### **SOCIAL SERVICES**

The fiscal year began with 3,998 clients on the books of the Bureau of Field Services and ended with 3,828. It is notable, however, that 3,170 clients were added during the year, thus, Field Services personnel worked with 7,168 clients and/or families.

Placement to sheltered boarding homes number 162, a 60 percent increase. A record number of new sponsors were recruited and given some planned training in groups as well as individually. Over 100 new sponsors were recruited. 893 clients were added to the waiting list, which is a new high in the number of additions. The number of clients in community supervision was also at its highest level in Bureau history, 934 clients at the end of the fiscal year; 1,939 transfers were processed during the year.

Specific functions of the Bureau of Field Services include intake or the processing of applications for determination of eligibility for the various services of the Division. The year began with 1,001 clients pending a determination of eligibility and 1,658 new applications were processed during the year. At the end of the year there were only 569 applications pending determination of eligibility.

During the year there was a noticeable increase in the number of clients in community supervision with 486 persons being assigned to supervision during the year. The year began with 724 clients already in supervision, establishing a total of 1,210 clients served. At the end of the year there were 934 clients in the program.

The Bureau of Field Services continues to provide intake and admission services to both Day Training and adult activities programs.

### **DIVISION MANAGEMENT AND GENERAL SUPPORT**

#### **Budgetary Issues**

Budget recommendations and a departmental freeze on all vacant positions were imposed at the beginning of the fiscal year. Partial termination to this freeze on recruitment for nursing, direct care and certain other categories of staffing did occur early in the fall of the year. However, institutions were seriously handicapped in their attempts to fill vacancies because of the preemptive exercise of seniority rights

by employees of institutions in the Department which were closed during the year. Fiscal freedom was further restricted as a consequence of rapid cost escalation experienced particularly for fuel oil, other utilities, materials and supplies.

The qualitative impact of the freeze, the uncertainties of the holiday overtime and increment funding were manifested in the numbers of vacant positions throughout the year but particularly through December 1975. Review of Departmental vacancies disclosed a maximum of 589 vacancies for institutions for the mentally retarded during the month of July. The average remained generally above the level of 500 through the end of December. Following the release of increment and holiday overtime monies in late spring, a marked decrease in vacant positions was noted and, by the end of June, the institutions had reduced the aggregate number of vacant positions of 293. It should be noted, however, that many of these were not available for recruitment since they were in fact being used as a source of funding for unappropriated positions.

As a result of the full scale Supplemental Security Income Collection program, a total of \$1,456,494 was collected for clients eligible for these benefits. In accordance with the procedure endorsed by the Social Security Administration and the New Jersey Department of the Treasury, these monies were utilized to maintain the minimum foundation grant for each eligible client in the Purchase of Care and Family Care programs. The remainder, amounting to \$1,271,749 was credited to the Special Residential Services program to offset main tenance cost incurred by clients enrolled.

#### **Inspection – State Institutions**

The sixth series of annual inspections of the State Schools for the mentally retarded was completed during the fiscal year. The Neuro-Psychiatric Institute was not included due to its recent transfer to this Division and the transitional phase from a psychiatric facility to a facility for the developmentally disabled.

#### **Inspection – Private Institutions**

Nine private institutions for the mentally retarded located in New Jersey were inspected during the fiscal year. With only one exception, each of the facilities was recommended for full licensing. A provisional license was recommended for the last pending implementation of various recommendations included in the report submitted to the Department of Health.

#### **Personnel Matters**

Thirteen 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. Five new job specifications were submitted, with three receiving approval and the other two remaining outstanding with the Department of Civil Service at the close of the fiscal year.

The Departmental Nursing Scholarship Program graduated 28 students in the spring of '76. Of that number, 12, or 42.8 percent were from 7 state schools for the mentally retarded. These graduates attended various community colleges and hospital schools of nursing. All of these candidates were promoted to graduate nurse positions available at their respective institutions.

### **Miscellaneous Activities**

The Bureau of Operation's Audit and Review Functions were extended to auditing of contracts for services purchased through the adult activities program and community agencies funded from the Federal Developmental Disabilities Project. Fiscal audits of privately operated adult activities centers did not disclose any significant financial anomalies.

The institutions and Central Office staff of the Bureau of Operations invested considerable time during the year in developing a resident workers' salary and evaluation program designed to comply with Section 519 of Fair Labor Standards Act, following a landmark decision reached by the U.S. District Court of the District of Columbia, in the case of Souder vs. Brennan. A state appropriation in the amount of \$1.4 million was appropriated for this program; however, instructions were received from the Assistant Attorney General to defer further action pending resolution of additional litigation in this regard. Consequently, the Division reinstated the Institutional Aide and Resident Wage program previously in effect.

A review and control procedure governing institutional expenditures for mandated overtime was instituted in fiscal '76. This responsibility was added to the Bureau of Operations functions as a consequence of the Department's new policy recommending appropriations for holiday overtime on a line item basis for each Division. The level of holiday

expenditures is recorded by each component on a monthly basis. This information currently serves as a basis for the allocation of overtime monies and subsequent urgent requests.

### **Foster Grandparents**

The Foster Grandparents program completed a contract for \$120,000 for the Title XX program. It is operating in conjunction with the Bureau of Day Training and provides foster grandparents in ten day training centers. A total reorganization of the Foster Grandparents Program Advisory Council took place during the fiscal year.

The grant for 1976 from ACTION was \$516,170. \$65,000 in state funds was utilized as a match for the Federal grant. The Foster Grandparents program currently has the capacity to employ 300 foster grandparents who serve approximately 550 children.

### **Developmental Disabilities**

The entire Developmental Disabilities Services Act allocation of the state was \$824,234. The greatest portion of this amount, \$543,479 (66 percent) was obligated for service grant programs. In addition, \$263,755 (32 percent) was obligated for planning and \$17,000 was expended for administration.

Thirty-eight service projects involving a total expenditure of \$1,391,378 were awarded to service an estimated 6,662 developmentally disabled persons. Of this amount \$543,479 (39 percent) was allocated by the New Jersey Developmental Disabilities Council to service grant programs. An additional \$200,000 in state appropriated funds was also available as an aid in matching \$647,899 in local funds provided by private sponsors.

Included in the above were two service grants awarded to state schools to establish group homes on the institutional grounds, \$38,000 to Johnstone and \$38,638 to Woodbridge.

As a result of a Title VI-C grant, all residents under 21 years of age in the state schools were screened to determine if they could be classified as deaf-blind. As a result of this screening 90 residents were so identified. Funds were then secured by way of a grant to enlarge the deaf-blind program at Woodbridge State School. Three more classes were added and now 24 residents are enrolled in a special program for the deaf-blind. This appropriation came to \$127,580.

# DIVISION OF PUBLIC WELFARE

G. THOMAS RITI, *Director*

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The basic purpose of the Division of Public Welfare is establishment and supervision of 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.

The programs currently provide assistance to a population of approximately 620,000 eligible individuals which represent over 8 per cent of the entire New Jersey population of approximately 7,434,000 persons.

### HIGHLIGHTS

#### Unemployment and Caseload Size

Throughout the fiscal year 1976, there was a zig-zag pattern of increases and decreases in the caseloads of all programs, including Aid for the Families with Dependent Children (AFDC), Assistance to Families of the Working Poor (AFWP) and General Assistance (GA). The number of persons who exhausted unemployment insurance benefits increased dramatically at the beginning of fiscal 1976. This increase was not, as might have been expected, reflected by an increase in public assistance caseloads later in the year. This seeming paradox was attributed partially to a general upturn in the economy but was also seen as further evidence that no strong corre-

lation exists between the exhaustion of unemployment benefits and an increase in public assistance applicants.

#### Investigations of Possible Fraud

Efforts to combat possible welfare fraud were revised and special training was planned for county welfare fraud investigators. As a result of a grand jury presentment, Division staff and the Bergen County Welfare Agency developed new methods to implement fraud investigations. Many of the problems cited in the presentment had already been eliminated by changes in the Division's procedures and policies.

As a result of stepped-up efforts, investigations of possible fraud increased from 1,084 in fiscal 1975 to over 8,000 for fiscal 1976. Negotiations were initiated with prosecutors' offices to implement Federal financial participation in the investigation of fraud related to child support.

Desk audits in Newark and Jersey City and a check on Federal Supplemental security Income (SSI) payments with State supplementation indicated no major problems with program integrity.

#### Fair Hearings

The total number of State fair hearing requests increased 34.5 per cent (4,386) for fiscal 1976 over fiscal 1975 (3,261 requests), creating some problems in completion within a 90 day period. With the addition of two hearing officers, the situation was improving at year end.

The number of hearing requests reflects the increased awareness of the client to appeal decisions of county welfare agencies. For the first nine months of fiscal 1976, the hearing request increase resulted

from Food Stamp issues; but during the last three months, the most significant factor contributing to the increase in fair hearings was Social Service problems created through Title XX changes.

### **Wage Reporting System**

A program is now operational whereby a list of persons employed by the State (and their salaries) is matched against a list of Public Assistance recipients. This match is done semi-annually and sent to the county welfare agencies for further action. Two such listings were dispatched to counties during the fiscal year 1976.

### **Systems Analysis**

Division plans are for conversion of the 21 county welfare agencies to the Management Information System (CODES), including the Food Stamp and Medicaid Only program, (within the limitation of computer hardware delivery) by fiscal year 1978.

During fiscal 1976, the county welfare agencies began conversion to the Oklahoma Management Information System with initial operations in Mercer County (CODES), including a Centralized Records Management and Control System. The CODES automated fiscal run was successfully reconciled with disbursement records of the Mercer County Welfare Agency's actual disbursement for the period of May 2, 1976 through June 1, 1976.

### **Abolition of County Welfare Boards**

As a result of adoption of the executive form of government, at least two counties, Hudson and Atlantic, indicated plans to abolish the county welfare board. Those two, along with Union and Mercer counties, have adopted the executive form of government.

The abolition of the welfare board does not alter a county's responsibility to provide public assistance in accordance with the rules and regulations established by the Department. However, the change does make the designation of "county welfare board" inappropriate in some instances; therefore, all county administrative units are now referred to as county welfare agencies.

### **County Welfare Agencies**

A six-county operational analysis was completed by Government Studies and Systems of Philadelphia, a private consulting firm for all levels of government. The final reports prepared for each county included recommendations to improve internal work flow and client processing. The recommendations are expected to facilitate service to clients and reduce the work load of the income maintenance worker. The final reports also asked all counties to establish

a Manual of Standard Operating Procedures. Counties studied were Atlantic, Bergen, Essex, Hudson, Middlesex and Camden.

### **Nursing Home Bed Shortage**

The acute shortage of nursing home beds for Medicaid patients continued. Difficulty in locating an available patient bed often involved as many as 60 or 70 calls by an Institutional Services Section (ISS) social worker.

### **Conference of County Welfare Agency Representatives**

The Fourth Annual Conference of the State Board of Public Welfare and County Welfare Agency members was slated to be held concurrently with the Northeast Regional Conference of the American Public Welfare Association (APWA) in Atlantic City in October, 1976. The Division participated extensively in arrangements for the Conference, with Commissioner Ann Klein scheduled to be the Conference's keynote speaker.

### **Social Services**

The feasibility of a transfer of social services from the Institutional Services Section (ISS) of the Bureau of Local Operations (BLO) to the Division of Mental Health and Hospitals was studied. Representatives of ISS and Community Mental Health Centers met to discuss referral transmittal problems.

As a result of the Department's plan for deinstitutionalization, a 35 percent increase was reported in the number of patient placements in alternate care facilities. A 56.8 percent increase in patients referred for public assistance for alternate care was also reported. The number of placements was limited by the availability of placement resources in the communities.

### **Inter-Divisional Cooperation**

An inter-divisional committee of representatives of the Division of Medical Assistance and Health Services, the Division of Youth and Family Services and the Division of Public Welfare was established in 1975. The Committee, which is made up of top administrative staff from each division, coordinates activities of the various divisions which directly involve the county welfare agencies.

### **Paternity and Child Support**

Procedures and agreements were developed for a Parent Locator Service which was implemented in New Jersey in February, 1976. Established under Title IV-D provisions of the Social Security Act, the service was approved by Commissioner Klein, the Governor, and U.S. Department of Health, Educa-

tion and Welfare (HEW). Appropriate revisions of the IV-D manual were initiated.

Support efforts were further strengthened by the State's gaining access to the Federal Parent Locator Service Computer terminal and by efforts to obtain funds from parents participating in work release programs under the Division of Correction and Parole (now the Department of Corrections).

### **Quality Control Findings in AFDC**

Results of the Division's ongoing quality control review of county welfare agency administration through a sample of the AFDC program continued to show improvement. For the review period of July 1 through December 31, 1975, 13 percent of the cases were overpaid; 4.7 percent were underpaid; and 3.8 percent were ineligible to receive payments. For the review period of January 1 through June 30, 1976, cases with overpayment errors were reduced to 12.5 percent; cases with underpayment errors decreased to 4.0 percent; and ineligible cases were reduced to 3.0 percent.

### **General Assistance**

A draft of the new General Assistance Manual was published for comment in June, 1976. This manual incorporates the current budgeting manual and all other program and administrative regulations.

The Division prepared a draft of legislation which would eliminate legal settlement requirements for municipal welfare. This has received support from municipal welfare directors and their association's Board of Governors.

The New Jersey Supreme Court in *Pascucci vs. Vagott* ruled that separate standards for employable and unemployable persons were not acceptable under the State's General Assistance Statutes. The Court said that one standard must be used for a single class of people (all recipients of General Assistance).

A training program was initiated for municipal welfare directors and their staffs. Members of the Local Assistance Boards also took part in the State-wide program, which included five regional sessions of three days each. Division staff led the sessions, with explanations of various areas of responsibility including forms, settlement, budgeting, the medical referral process, interviewing and techniques as well as the appointment, responsibilities and duties of the Local Assistance Boards (LAB).

### **Medical Affairs**

The Division undertook determination of appropriate charges for health services authorized by municipal welfare departments for General Assistance clients. Additionally, the Division assumed respon-

sibility for medical eligibility determinations for deceased welfare clients' unpaid medical bills prior to referral of such claims to the Division of Medical Assistance and Health Services (DMAHS).

### **Food Stamps**

A new Food Stamp Manual, approved by the U.S. Department of Agriculture, was adopted in November, 1975 and became effective January 1, 1976.

Two separate legal actions influenced Food Stamp policy during the year.

A consent order was being formulated as a resolution of a Civil Action Suit (No. 75-1436, *Reyes v. Klein*). The consent order would put all food stamp information in Spanish as well as English, and explain the individual's right to apply for food stamps, the right to a decision on an application within 30 days, and the right to a fair hearing if dissatisfied with a food stamp decision. All General Assistance recipients would be referred to Food Stamp offices. All recipients would be advised of the option to make variable purchases of food stamps in small quantities during the month, and there would be provisions for the emergency issuance of food stamps.

In another legal action, the Division and FRAC (Food Research and Action Center), a citizen advocacy group, successfully obtained an injunction in U.S. District Court against the implementation of new U.S. Department of Agriculture (USDA) Food Stamp regulations. The main objections centered on USDA regulations including (1) a three month retrospective accounting which could delay issuance of stamps for as long as three months for many applicants; (2) drastic cut in income eligibility levels which would eliminate large numbers who currently qualify for food stamps; and (3) a monthly review of each case by food stamp office, which would increase administrative as well as recipient burdens.

### **Medicaid Only Manual**

A new Medicaid Only Manual was finalized following consultation with representatives of the U.S. Department of HEW, Supplementary Security Income (SSI) and the Division of Medical Assistance and Health Services (DMAHS).

### **Supplementary Security Insurance (SSI) Program**

Although some management problems of Supplementary Security Income (SSI) had been corrected or reduced as the program entered its third year, many were still present. The Division continued to have difficulty in obtaining retroactive SSI payments from the federal government for eligible individuals

receiving General Assistance.

As in other years, Social Security increases resulted in Medicaid eligibility problems for some SSI recipients, but the Division worked closely with the Division of Medical Assistance and Health Services (DMAHS) and with the Social Security Administration in order to resolve such problems.

At year end, preliminary accounts indicate a favorable final report on an HEW review of New Jersey medical eligibility determinations based on SSI criteria.

#### **Winterization Program**

Pilot projects were set up in Essex, Monmouth and Ocean counties as part of a program to provide insulation and other minimal essentials for winterizing homes owned by low-income families. Staff is working closely with other local, State and federal agencies to broaden the program.

#### **Indochinese Refugee Program**

Public assistance continued to be provided to Vietnamese and Cambodian refugees through the county welfare agencies. The program has been extended to September 30, 1977. While the refugees are sponsored by a variety of individuals and organizations, financial and medical assistance is provided by the State with 100 per cent reimbursement of costs by the federal government.

#### **Affirmative Action Programs**

An Affirmative Action Program was developed as part of the Division's personnel policy. The Division also reviewed and evaluated proposed Affirmative Action Programs which were expected to be implemented by county welfare agencies by fiscal year 1977.

### **FINANCIAL DEPENDENCY IN NEW JERSEY**

#### **Changes in Public Assistance Programs During Fiscal Years 1974, 1975, and 1976**

With the implementation of the federally administered Supplemental Security Income (SSI) program on January 1, 1974, the Old Age Assistance (OAA), Disability Assistance (DA) and Blind Assistance (BA) programs were discontinued. On that date, Assistance for Supplemental Security Income Recipients (ASSIR) was implemented to provide emergency assistance, burial payments, and State supplemental assistance to SSI recipients.

The Indochinese program was authorized under the Indochina Migration and Refugee Assistance Act of 1975. Payments under the Indochinese Refugee Assistance Program in New Jersey began in August 1975.

The assistance standards presently in effect for AFDC, AFWP and General Assistance programs were implemented July 1, 1974.

#### **Applications Approved During 1975 and 1976**

In the chart below, the number of cases added to the rolls is the number of applications approved. In every program except General Assistance, fewer applications were approved in FY 1976 than in FY 1975. The number of cases added to the General Assistance rolls, however, increased from 36,268 in FY 1975 to 38,558 in FY 1976.

#### **Applications Approved (Cases Added) During Fiscal Years 1975 and 1976**

<b>Program</b>	<b>1976</b>	<b>1975</b>	<b>% Change</b>
Aid to Families with Dependent Children	44,163	47,892	— 7.8%
Assistance to Families of the Working Poor	11,849	13,250	— 10.6%
General Assistance	38,558	36,268	6.3%
Cuban Refugee Program	482	517	— 6.8%
Indochinese Refugee Program	161	—	—
Total	95,213	97,927	— 2.8%

#### **Recipients, June 1975 and June 1976**

Except for General Assistance and the Indochinese Refugee Program, which was introduced in FY 1976, the number of recipients in June, 1976 was below the number in June 1975. The nearly 17% increase in General Assistance recipients in June, 1976 over June, 1975, however, brings the June, 1976 total for all programs slightly above the level for June, 1975.

## Comparison of Recipients June, 1975 and June, 1976

Program	1976	1975	% Change
Aid to Families with Dependent Children	443,004	446,034	- 0.7%
Assistance to Families of the Working Poor	33,945	34,362	- 1.2%
General Assistance	22,997	19,672	16.9%
Cuban Refugee Program	3,241	3,389	- 4.4%
Indochinese Refugee Program	694	—	—
Total	503,881	503,457	0.1%

### Food Stamp Program

The Food Stamp Program continued to expand in FY 1976, but the rate of growth slowed considerably compared to the rate in FY 1975. The increase in average monthly *households participating* was 14 percent in FY 1976 in contrast to a 33 percent increase from FY 1974 to FY 1975.

In terms of average monthly *persons participating*, the increase was 34 percent in FY 1975. Between FY 1975 and FY 1976, however, average monthly persons participating increased by only 10 per cent.

The increases in number of households and persons utilizing food stamps is also reflected in growth in value of bonus coupons. Annual value of bonus coupons increased 31 percent between FY 1975 and FY 1976. This per cent increase is down from the 74 per cent increase in bonus coupon value between FY 1974 and FY 1975.

## FOOD STAMP PROGRAM

	FISCAL YEAR		
	1976	1975	1974
<b>Average Monthly Number of Households Participating:</b>			
Categorical	89,918	81,448	75,491
Other Low Income	79,458	66,578	35,371
Total	169,376	148,026	110,862
Percent Increase Over Previous Year	+ 14.4%	+ 33.5%	+ 13.4%
<b>Percent Authorized Households Participating:</b>			
Categorical	88.3%	87.0%	85.9%
Other Low Income	86.0%	89.6%	89.8%
Total	87.2%	88.1%	87.1%
<b>Average Number of Persons Participating Monthly:</b>			
Categorical	331,891	306,900	264,778
Other Low Income	215,421	190,495	105,439
Total	547,312	497,395	370,217
Percent Increase Over Previous Year	+ 10.0%	+ 34.4%	+ 10.2%
<b>Total Annual Value of Bonus Coupons:</b>			
Categorical	\$ 94,098,906	\$ 70,980,185	\$ 48,479,806
Other Low Income	69,938,616	54,325,173	23,739,238
Total	\$164,037,522	\$125,305,358	\$ 72,219,044
Percent Increase Over Previous Year	+ 30.9%	+ 73.5%	+ 47.9%
<b>Total Annual Value of Coupons Purchased:</b>			
Categorical	\$165,276,340	\$136,039,723	\$100,021,443
Other Low Income	111,304,626	86,591,529	40,017,414
Total	\$276,580,966	\$222,631,252	\$140,038,857
Percent Increase Over Previous Year	+ 24.2%	+ 59.0%	+ 29.4%



	FISCAL YEAR		
	1976	1975	1974
<b>Average Monthly Value of Bonus Coupons Per Person Participating:</b>			
Categorical	\$23.63	\$19.27	\$15.26
Other Low Income	27.06	23.76	18.76
Total	\$24.98	\$20.99	\$16.26
Percent Increase Over Previous Year	+19.0%	+29.1%	+29.3%

<b>Average Monthly Value of Coupons Purchased Per Person Participating</b>			
Categorical	\$41.50	\$36.94	\$31.48
Other Low Income	43.06	37.88	31.63
Total	\$42.11	\$37.30	\$31.52
Percent Increase Over Previous Year	+12.9%	+18.3%	+17.4%

A. Households utilizing food stamps as a % of households issued authorizations to purchase.

B. Households that received assistance under AFDC, AFWP, Indo-Chinese Refugee and Cuban Refugee Assistance Programs.

C. Includes households with persons that received assistance under GA and SSI programs.

## FISCAL AND MANAGEMENT OPERATIONS

### BUREAU OF BUSINESS SERVICES

The Bureau of Business Services is responsible for the accounting procedures, internal auditing and field auditing processes related to the programs administered by the county welfare agencies, the municipal welfare departments and the State Division.

Implementation of the child support and paternity provisions of Title IV-D of the Social Security Act, which became effective on August 1, 1975 required establishment of a new account structure and reporting techniques independent of other county welfare agency activities. Systematic procedures were developed by the Bureau to provide for an "extra payment" to clients, "incentive" payments to counties and other states, and control of arrearages and prepayments. The Bureau now reviews and audits reports, examines the allocation of funds, and makes periodic field audits of the fiscal accounts and records of the Child Support and Paternity Units within the respective county welfare agencies and the county offices of the adjuster, prosecutor and probation officer.

### Food Stamp Program Section

The Food Stamp Program continued to reflect consistent increases in activity during the fiscal year.

In December 1975, more than a half-million persons (543,731) participated in the program, receiving bonus coupons totalling \$13,213,812.

The Bureau played a major part 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 of each month to the entire month, to enable eligible households to purchase food coupons at any time during the calendar month.

### Field Auditing Unit—County Welfare Agencies

The field auditing staff reviewed the fiscal and management activities of 16 county welfare agencies for calendar year 1974 and two for calendar 1975. In addition, a cash audit was conducted in one county during the fiscal year.

### Accounting Unit—County Welfare Agencies

The introduction of several new programs and activities during fiscal year 1976, such as the Child Support and Paternity Program, EPSDT and Family Planning Services, have introduced a significant number of additional State and local agencies with whom the unit must maintain close working relationships in order to preserve effective operations which conform to the myriad of Federal regulations.

A procedure was implemented to advance estimated Federal shares of administrative costs to the respective county welfare agencies on a monthly basis. This system received very favorable reactions from the local agencies in that they now receive federal matching funds from the U.S. Department of Health, Education and Welfare and the U.S. Department of Agriculture on a more timely basis.

### **Accounting – General Assistance**

A procedure was implemented through which Supplemental Security Income (SSI) applicants are enabled to receive General Assistance while the SSI application is being processed. Upon approval for SSI, the initial benefit award is directed through this unit to the appropriate municipal welfare director, who retains an amount equal to the General Assistance granted and forwards the balance, if any, to the recipient. In fiscal year 1976, the unit received 1,847 awards totalling \$1,341,061, and 2,024 rejection notices.

### **BUREAU OF MANAGEMENT SERVICES**

The Bureau of Management Services is responsible for the preparation of the Annual Division Budget; uses statistical methods in quality control studies for analyzing public assistance program performance, purchasing and supplies, services and equipment; provides accurate financial record keeping and services such as forms control, inventory control, mail delivery and photocopying; and assists section heads in administrative problems as they evolve.

The Research and Statistics Section provided data on public assistance programs to units within the Division, outside governmental agencies and private organizations. It prepared and submitted statistical reports to the U.S. Department of Health, Education and Welfare; performed extensive analysis of quality control programs; selected samples for various information needs; and assisted in preparing budget estimates.

### **INCOME MAINTENANCE OPERATIONS**

#### **POLICY AND STANDARDS DEVELOPMENT SECTION**

The Policy and Standards Development Section assumes responsibility for the development of new policy and revises existing policy directed toward income maintenance programs relating to eligibility determinations, calculation of grants, and evaluation of resources; reviews cost of living trends and develops cost of living figures for New Jersey; revises existing manual material when required, and issues up-to-date manuals, so that staff from the Bureau of Local Operations, the Bureau of Quality Control and the Bureau of Administrative Review and Appeals can supervise and review local income maintenance program administration more consistently, and so that county and municipal welfare agencies can operate under uniform regulations and procedures which are binding upon them.

Circular letters and policy material continued to emanate regularly from this Section, and policy

interpretation, subsequent to appropriate research and consultation, was provided to bureaus and other units of the Division. New policies that were developed included a medical spend-down plan for the Indochinese Refugee Program, Special Medicaid coverage for children under age 21, emergency fair hearings and new regulations with respect to emergency assistance and the WIN program.

The Residential Conservation Energy Unit was responsible for obtaining funding for winterization of client-owned homes of low income elderly persons in Newark, Monmouth, and Ocean Counties. Under contract to the Division, the Community Action agencies (CAPs) in these three areas have utilized CETA (Comprehensive Employment Training Act) manpower to winterize approximately 340 homes at an average cost of \$200 each. Plans to extend such winterization to homes of welfare families throughout the State were dropped due to lack of State funds.

### **BUREAU OF LOCAL OPERATIONS**

The Bureau of Local Operations assumes responsibility for: monitoring local agency procedures and interpreting policy so that efficiency and effectiveness of the county welfare agencies and municipal welfare departments may be maximized; providing eligibility determinations for medical assistance to all appropriate persons in State and county institutions for the mentally ill or retarded; assuring maximum and efficient utilization of the Food Stamp Program for all eligible State citizens; ensuring that property and resource settlements are realized by public assistance agencies; providing adequate public assistance to Indochinese and Cuban refugees and persons repatriated to the State.

#### **Institutional Services Section**

The primary objective of the Institutional Services Section is to provide efficient and prompt case processing for patients admitted to the several State and county psychiatric facilities and for persons admitted to the State schools for the retarded. This goal has not been achieved due to a severe staff shortage, ranging at times as high as 35 percent of the approximately 130 budgeted positions. The positions are now nearly filled, but with some personnel in need of experience.

An equally important objective has been to increase the number of patient placements in alternate care facilities in accordance with the Department's plan for deinstitutionalization. This goal has been partially achieved through the placement of 648 patients in such facilities, which represents an increase of 35 percent over the previous year.

A third objective is to expedite the placement of

patients who have been ordered discharged by the courts. A plan has been developed and implemented through which the Institutional Services Section serves as the central link for purposes of identifying such patients, expediting the referral process, and ensuring conformity with the court's order for discharge. Initially the plan involves the Essex and Mercer County Courts.

Another objective has been to establish an Institutional Assistance (Code 6) program at the Essex County Hospital Center. This objective has been achieved through the enrollment in this program of all eligible persons under the age of 22 at that institution.

### **Field Services Section**

The objective of this Section is to interpret policies, procedures, and regulations of the General Assistance program and the various public assistance programs for the municipal and county welfare agencies, as well as the general public, through field visits, telephone contacts and correspondence.

Reporting to the federal agency regarding its request for specific monthly caseload data pertaining to the Cuban Refugee Program has been current and precise, thus enabling evaluation of the effectiveness of the program. The Indochinese Refugee Program was implemented this year and Bureau workload is being handled in a timely and effective manner.

### **Management Procedures and Liaison Services Unit**

This unit has coordinated Bureau monitoring of a segment of the Food Stamp Program and witnessed an improvement therein this year. Mutual cooperation with the federal representative has elicited completion of a contract for enumeration of AFDC (and Title XIX) recipients and a modification of SSI living arrangements to include certain eligibles in private institutions. The unit continued to provide income and resource information relating to SSI and the Administrative Review and Appeals staff to ensure knowledgeable and equitable response to client inquiries.

### **Work Incentive (WIN) Program Unit**

Through the coordinated effort of the Division of Public Welfare, Division of Youth and Family Services, Division of Employment Services, and the WIN-CWA's, the goal of implementation of the WIN redesign regulations on March 1, 1976 was realized. In order to ensure the efficient adoption of said regulations, training sessions by the Income Maintenance WIN coordinator and representatives of DYFS and Division of Employment Services were conducted to

review all pertinent federal and State regulatory material.

In the nine non-WIN counties where only a small percentage of the AFDC population resides, the unit was successful in exempting WIN registration as an eligibility requirement in AFDC for applicants and recipients. Additionally, negotiations with the U.S. Department of Labor resulted in a 15 per cent increase in the per registrant fee paid to county welfare agencies for performances of the WIN registration function from October 1, 1975 through February 29, 1976.

Negotiations with the Division of Employment Services resulted in that agency's agreement to transfer to this Division the sum of \$100,000 to be distributed to the twelve WIN county welfare agencies to lessen the impact of the WIN redesign regulations upon those welfare agencies.

### **Food Stamp Unit**

The objectives of this unit: (1) to monitor the outreach efforts of the County Food Stamp Offices; (2) to encourage the hiring of adequate State and County Food Stamp personnel with the aim of improving the general effectiveness and efficiency of the program; (3) to procure not only additional banks, but also non-banking sites to serve as food stamp issuance outlets; (4) the establishment of an Efficiency and Effectiveness Unit to review food stamp operational procedures in order to recommend the implementation of workable and realistic corrective actions to reduce known deficiencies; (5) the continued functioning of supervisory meetings with county food stamp supervisors, outreach coordinators, and county fiscal personnel for the purpose of reviewing and clarifying not only new and existing food stamp regulations, but also to correct and rectify existing problems and/or misunderstandings.

During the first six months of the fiscal year, the number of persons participating in the Food Stamp Program decreased from 564,000 to 545,000. However, the annual bonus value of food stamps for New Jersey increased during the same period from \$156 million to \$163 million. Staffing at the local project areas has increased 15 percent during the fiscal year, while the number of Outreach sites has increased 31 percent.

Problems in negotiating with banking outlets to act as food stamp issuance agents remained, and screening of interested non-banking sites continued. At year end, the Borough of Edgewater and the Diocese of Paterson had signed contracts. The accountability and liability factor for possibly lost coupons and cash has caused a number of potential non-banking sites to decline participation in the program.

### **Administrative Legal Services Unit**

In February 1976, the Child Support and Paternity Unit assumed from this Unit the parent location function. Shortly thereafter the Unit was able to eliminate all correspondence backlogs, and work has been maintained on a current basis since that time. The Unit has intensified its monitoring activities on two fronts: (1) all references in minutes of Welfare Board meetings to property matters are carefully followed to conclusion; and (2) it is following notices from the Division of Medical Assistance and Health Services to the county welfare agencies concerning liability settlements.

The Welfare/Medicaid recovery agreement is again in active development and nearing completion. This agreement, when implemented, should result in greater recoveries for both Division of Medical Assistance and Health Services and for the county Welfare agencies.

A revised system for expediting the receipt of copies of Social Security (RSDI) and SSI checks for fraud prosecutions was developed in cooperation with the Social Security District Office in Trenton.

### **BUREAU OF QUALITY CONTROL**

The Bureau of Quality Control is responsible for reviewing the accuracy of eligibility and payment determinations made by the local agencies and for coordinating and supervising through its Assistance Investigations Unit, the activities of the fraud investigators in local agencies.

### **AFDC Section**

The objective of this section was to comply with the mandate of the U.S. Department of Health, Education and Welfare to complete for each six month review period a review of approximately 1200 cases. These reviews must not only be completed within a specified time frame but must also be of a quality sufficient to ensure reliability of the findings. Reviews for the period July 1, 1975 through December 31, 1975 were completed by Bureau staff within the time specified, and were sufficiently accurate that decisions on these cases as a result of protests by either the Federal Monitors or county welfare agencies had to be revised in only 4 percent of the sample. Completion of reviews for the January 1, 1976 through June 30, 1976 review period is expected to be equally successful.

### **Food Stamp Section**

Due to an unanticipated decrease in the Food Stamp population, the sample selected for review was not of sufficient quantity to ensure the completion of 1200 active reviews in the six month period

July 1, 1975 through December 31, 1975. After discussion with representatives of the U.S. Department of Agriculture, corrective action was instituted to ensure that, for the review period January 1, 1976 through June 30, 1976 the mandated number of completions could be attained.

### **SSI Unit**

The objective of the SSI Unit of this Bureau is to complete a percentage of re-reviews on cases completed by the Quality Assurance Specialists of the Social Security Administration in the SSI program in order to ensure the integrity of SSA's determinations. During the past year, re-reviews were completed for two separate review periods; January 1975 through July 1975, and July 1975 through December 1975. In neither period were there many differences between the Unit's findings and that of the Quality Assurance Specialist (six differences out of approximately 180 cases in each review period). As a result of the Unit's efforts, the SSA has revised some procedures in order to strengthen its reviews. Much better documentation in Quality Assurance case records has been noted by the Unit's review staff, with the result that there has been a reduction in the number of cases in which staff must verify a particular item of eligibility due to a lack of documentation on the part of the Quality Assurance Specialist.

### **Medicaid Only Unit**

During the report year, the test period reviews for the months of July, August, and September 1975 were completed. Difficulties encountered in this process were identified and resolved (e.g., amount of oversample needed to compensate for cases not completed due to death, listed in error, etc.). In addition, all reviews for the period October 1, 1975 through March 31, 1976 were completed on time and the Unit started preparation of statistical tables to be submitted by the end of July. It is expected that Corrective Actions will also be planned and implemented as a result of the findings of error and their causes.

### **General Assistance Section**

Approximately 3600 reviews were undertaken by the GA Section in the 21 largest municipalities in the State; the resulting figure will be accurate enough to ensure a 5 percent precision in findings for each municipality. This activity is expected to be concluded sometime in the month of September, when the Section begins review activity in other municipalities which participate in State aid. Statistical tables will show error rates and causes of errors (procedural errors as well as payment errors) for the 21 largest municipalities in order that each municipality may be able to review its error rate and take appropriate

corrective action. In addition, representatives of the Field Services Section of the Bureau of Local Operations will work closely with municipal welfare directors in order to assist them in reducing errors. Plans are to resume review activity in the 21 largest municipalities in approximately one year, at which time this Section will be able to measure the effectiveness of the corrective action process instituted by each municipality.

#### **Assistance Investigations Unit**

The objectives of this Unit are to improve assistance investigations by developing a training program and a reporting system for county welfare agency investigators and conduct investigations of alleged improprieties on the part of clients or staff of the county welfare agencies and the Division of Public Welfare where appropriate.

The Fraud Reporting system implemented in the fall of 1975 has proved its worth by supplying this Division with ongoing information on the status of fraud investigations statewide. The system is presently being computerized to allow more ready access for statistical studies. The Annual Report for fiscal year 1976, prepared for HEW, shows 2420 cases disposed of, with 5919 cases currently pending or under investigation. This is an increase of 28.5 percent over fiscal year 1975, due primarily to a more efficient reporting system.

During fiscal 1976, this Unit conducted 18 investigations into improprieties on the part of State, county, or municipal welfare employees. The most notable cases have been the theft of 175 Authorization to Purchase cards (food stamps) stolen from the Camden County Welfare Agency and 38 ATPs reported missing from the Department's Data Processing Unit. This Unit has been working closely with law enforcement officials in the collection of evidence and questioning of suspects.

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

Medical eligibility determinations are the responsibility of the Bureau of Medical Affairs. This responsibility includes making medical-social determinations and redeterminations utilizing review teams of physician and medical-social worker as required by regulations in the programs of Aid to Families with Dependent Children (Incapacity) and "Medicaid Only" for blind and disabled adults. The Bureau furnishes medical-social consultation services to county and municipal welfare agencies.

During the fiscal year 1976, 155 Medical Review Team sessions were held and 5732 cases were evaluated. Of these, 4136 AFDC-Incapacity cases were reviewed, compared with 5174 cases the previous

fiscal year; 1596 "Medicaid Only" cases were reviewed, essentially the same number as processed last year. All cases are processed on a current basis and there is no backlog.

One hundred thirty-nine fair hearings based on the medical eligibility factor were held (7 "Medicaid Only" and 132 ADC-Incapacity).

Since the Bureau assumed responsibility during the previous fiscal year for determining appropriate charges for health services authorized by municipal welfare departments, the number of requests for such determinations has increased monthly. During the fiscal year 1976, 51 municipalities submitted written requests for a determination of appropriate charges for health care services provided to 609 General Assistance recipients. In addition, an unrecorded number of telephone inquiries from various welfare departments were handled by Bureau staff.

#### **BUREAU OF ADMINISTRATIVE REVIEW AND APPEALS**

Appeals and complaints are handled by the Bureau of Administrative Review and Appeals and encompass those activities relating to formal requests for fair hearings and citizen complaints and information requests. The Bureau is also responsible for reviewing certificates of incorporation for charitable and non-profit corporations and making such determinations as required under Title 15 New Jersey Statutes.

#### **Fair Hearings**

The total number of hearing requests received (4,386) represented an increase of 34.5 percent over the 1975. The year began with a record 503 requests in July 1975 and an average 365.5 requests monthly over the 12 month period. The number of hearing decisions rendered (2,053) represented a 10.3 percent increase over the previous report period.

During the first nine months of the year, food stamp issues consistently comprised the single largest category of hearing requests (approximately one third) but social service issues became the largest category during the final three months. Lack of funds to provide service payments for day care, homemaker service and training expenses accounted for the increase in the service category.

#### **Information and Complaints**

During the first three months of the report period, the Division was assigned responsibility for preparing responses to correspondence requiring the signature of the Governor, Commissioner or the Director. In September 1975, the responsibility for responding to all written requests for information and complaints

received in the Division was assigned to the Bureau. Over the 12 month period, 975 referrals were received, averaging 94 monthly during the last nine months. Complaints concerning unmet financial and/or medical needs and dissatisfaction with food stamp determinations constituted approximately two-thirds of the total correspondence, one-third of which were complaints about the adequacy of benefits received.

#### **Certification and Notice Review**

Prior to January 1976, activities included (1) monitoring adverse notices of actions denying, reducing, terminating and suspending assistance to determine compliance by county welfare boards with official notice requirements and (2) reviewing certificates of incorporation under N.J.S.A. 15:1-15 to determine whether the function of the proposed non-profit and charitable organization required approval by the Department.

Based on more than three years monitoring experience and recorded evidence that county welfare boards were in substantial compliance with official notice requirements, the Court amended the February 25, 1972 order which established the adverse notice review system. Accordingly, this activity was terminated effective December 31, 1975.

A slight reduction occurred in the number of certificates for incorporation. The total number (2,158) was approximately 8 percent less than received during fiscal year 1975. Only 119 of the certificates proposed activities and/or services which required Departmental approval. No specific problem occurred in administering the certificate review function. However, a request for legal advice to the Office of the Attorney General for guidance on the scope of the Department's statutory responsibility was still pending at year end.

#### **PERSONNEL AND STAFF DEVELOPMENT**

Personnel, Staff Development and Training assumes responsibility for Divisional personnel policies (in conjunction with the Department's Bureau of Personnel Services and Employee Relations) and for those of county welfare agencies. Included within that responsibility are affirmative action implementation, salary administration, collective bargaining agreements, fringe benefits, reclassifications, evaluations of existing and new titles, Divisional staff training, and consultation to the county welfare agencies' training staffs.

The goal of combining the Personnel Unit and the Staff Development and Training Unit was accomplished by setting up a section under the title of Office of Personnel and Staff Development.

#### **Personnel Unit**

During the fiscal year of 1976, the personnel office added an Affirmative Action Officer and a Supervising Personnel Assistant to its staff in order to meet the continuously increasing workload.

A comprehensive procedure has been developed and implemented for the processing of county welfare agency personnel actions. The automation of record keeping by the addition of an IBM System #32, or similar equipment, in conjunction with the implementation of the Management Information System, is expected to be accomplished during the next fiscal year.

An Affirmative Action plan has been implemented for the Division and is monitored on a bimonthly basis. Several classifications were upgraded as a result of upward mobility, and others are being analyzed. The Affirmative Action goals are being met. County welfare agencies submit Affirmative Action reports on a bimonthly basis for review and evaluation.

Division staff has experienced a growth rate of 15 per cent during the year. On July 1, 1975 there were 427 employees on the payroll; on June 30, 1976 there were 490. This growth is attributed to an active recruiting effort in order to meet the needs of existing programs and also to the development of the Child Support and Paternity Unit and the Systems Analysis and Development Unit.

#### **Staff Development Unit**

The Staff Development Unit conducted training in corrective action, Quality Control in AFDC, Medicaid Only, SSI, and the Food Stamp Program. A General Assistance program was conducted at five regional centers for municipal welfare board members, directors and staff with approximately 998 participants. Training programs were conducted for Medicaid Special, Enumeration Process, Title IV-D Overview.

Three members of the training staff were assigned as consultants to service county welfare agencies. Staff were also assigned as participant observers for the pilot project at Camden County Welfare Agency and a three-county pilot demonstration project, in addition to training the income maintenance trainers of county welfare agencies. Surveys were conducted to determine training needs.

#### **BUREAU OF CHILD SUPPORT AND PATERNITY**

The Bureau of Child Support and Paternity carries responsibility for monitoring child support enforcement activities, and establishes and refines procedures with county welfare agencies, probation

departments, county prosecutor's offices and county adjusters' offices to better enforce child support obligations; initiates the process for obtaining federal funds for eligible agencies and ensures the use of these federal funds for child support enforcement; operates a Parent Locator Service which interfaces with the Federal Parent Locator Service and assists the counties in their efforts to locate absent parents; interprets federal regulations and advises the county agencies of their responsibilities to ensure compliance with federal regulations; coordinates cooperation with other states in the enforcement of child support and the establishment of paternity; applies to the federal Department of Health, Education and Welfare, when necessary, to enforce child support obligations.

In order to ensure that support enforcement services would be available and eligible for federal financial participation, the unit entered into cooperative agreements with various agencies including the Administrative Office of the Courts, (which supervises the probation departments) the Attorney General's

office, the county prosecutors' offices and the county adjusters' offices. During the period from July 1, 1975 through March 31, 1976, \$4,460,136 in federal funds was dispersed to agencies participating in these agreements. Additionally, almost \$2 million in federal funds was distributed to the county welfare agencies as federal reimbursement for the performance of child support enforcement services.

The State Child Support and Paternity (CSP) Unit has a staff of approximately 25 people and is divided into two sections: the Parent Locator Service (PLS) and the Monitoring Section. The PLS performs an integral role in the CSP program with its goal to locate absent parents who do not support their families. New Jersey was the fourth state in the country to have computer interface with the Federal PLS. Since the inception of the Central (State) PLS in March, 1976, approximately 1,000 absent parents were located by the State Locator. According to a report compiled in April, the county units had located an additional 3,000 absent parents. In fiscal '76, the PLS goal is to locate 10,000 absent parents through State and local units.

# APPENDIX I

## NEW JERSEY DEPARTMENT OF INSTITUTIONS AND AGENCIES DIVISION OF PUBLIC WELFARE

### SELECTED STATISTICS, PUBLIC ASSISTANCE PROGRAMS, FISCAL YEARS 1974, 1975, 1976

PROGRAM	FISCAL YEAR 1976	FISCAL YEAR 1975	FISCAL YEAR 1974	% CHANGE 1976/1975	% CHANGE 1975/1974
<b>ASSISTANCE TO SUPPLEMENTAL SECURITY INCOME RECIPIENTS (A)</b>					
Gross Expenditures (B)	\$ 21,791,410	\$ 25,999,611	\$ 11,088,369 <sup>C</sup>	- 16.2%	(D)
Average Monthly Cases	58,300	56,000	38,700	+ 4.1	
Average Monthly Grant Per Case	\$31	\$39	\$48	- 20.5	
Average Monthly Recipients	63,000	57,500	39,500	+ 9.6	
Average Monthly Grant Per Recipient	\$29	\$38	\$47	- 23.7	
<b>ADULT PROGRAMS: OAA, DA, AB</b>					
Gross Expenditures (B)			24,377,344 <sup>C</sup>		
Average Monthly Cases (= Recipients)			41,633		
Average Monthly Grant Per Case			\$98		
<b>ASSISTANCE TO FAMILIES WITH DEPENDENT CHILDREN:</b>					
Gross Expenditures (B)	\$442,725,038	\$422,608,088	\$364,362,730	+ 4.8%	+ 16.0%
Average Monthly Cases	133,692	128,305	119,789	+ 4.2	+ 7.1
Average Monthly Grant Per Case	\$276	\$274	\$253	+ 0.7	+ 8.3
Average Monthly Recipients	448,045	439,698	420,437	+ 1.9	+ 4.6
Average Monthly Grant Per Recipient	\$ 82	\$ 80	\$ 72	+ 2.5	+ 11.1
<b>ASSISTANCE TO FAMILIES OF THE WORKING POOR:</b>					
Gross Expenditures (B)	\$ 19,863,563	\$ 18,797,333	\$ 14,968,299	+ 5.7%	+ 25.6%
Average Monthly Cases	7,884	7,442	6,583	+ 5.9	+ 13.0
Average Monthly Grant Per Case	\$210	\$210	\$189	- 0.0	+ 11.1
Average Monthly Recipients	35,058	34,709	32,174	+ 1.0	+ 7.9
Average Monthly Grant Per Recipient	\$ 47	\$ 45	\$ 39	+ 4.4	+ 15.4
<b>GENERAL ASSISTANCE:</b>					
Gross Expenditures (E)	\$ 39,191,084	\$ 33,124,669	\$ 23,493,566	+ 18.3%	+ 41.0%
Average Monthly Cases	20,333	17,039	12,730	+ 19.3	+ 33.8
Average Monthly Grant Per Case	\$161	\$162	\$154	- 0.6	+ 5.2
Average Monthly Recipients	21,565	18,294	13,826	+ 17.9	+ 32.3
Average Monthly Grant Per Recipient	\$151	\$151	\$141	+ 0.0	+ 7.1
<b>CUBAN REFUGEE:</b>					
Gross Expenditures (E)	\$ 7,153,514	\$ 7,310,529	\$ 8,973,662	- 2.1%	- 18.5%
Average Monthly Cases	1,292	1,339	2,759	- 3.5	- 51.5
Average Monthly Grant Per Case	\$461	\$454	\$271	+ 1.5	+ 67.5
Average Monthly Recipients	3,297	3,373	5,570	- 2.3	- 39.4
Average Monthly Grant Per Recipient	\$181	\$181	\$134	+ 0.0	+ 35.1
<b>INDO-CHINESE: (F)</b>					
Gross Expenditures (E)	\$ 496,255 (11 mo.)				
Average Monthly Cases	123				
Average Monthly Grant Per Case	\$367				
Average Monthly Recipients	481				
Average Monthly Grant Per Recipients	\$ 94				



**APPENDIX I (Continued)**

**NEW JERSEY DEPARTMENT OF INSTITUTIONS AND AGENCIES  
DIVISION OF PUBLIC WELFARE**

**SELECTED STATISTICS, PUBLIC ASSISTANCE PROGRAMS, FISCAL YEARS 1974, 1975, 1976**

PROGRAM	FISCAL YEAR 1976	FISCAL YEAR 1975	FISCAL YEAR 1974	% CHANGE 1976/1975	% CHANGE 1975/1974
<b>TOTAL OF ALL PROGRAMS:</b>					
Gross Expenditures	\$531,220,864	\$507,840,230	\$447,263,970	+ 4.6%	+ 13.5%
Average Monthly Cases	221,614	210,125	182,027	+ 5.5	+ 15.4
Average Monthly Grant Per Case	\$200	\$201	\$205	- 0.5	- 2.0
Average Monthly Recipients	571,406	553,574	512,573	+ 3.2	+ 8.0
Average Monthly Grant Per Recipient	\$ 77	\$ 76	\$ 73	+ 1.3	+ 4.1

(A) Assistance for SSI Recipients (ASSIR) are state-financed supplemental payments in cases where State standards exceed Federal SSI program standards. Amounts shown are payments under ASSIR program. Federal SSI expenditures were as follows:

SSI PROGRAM	FY 1976	FY 1975	FY 1974 (6 mo.)
Gross Expenditures	\$89,002,322	\$77,720,525	\$29,700,481
Average Monthly Recipients	80,676	71,767	48,863
Average Monthly Grant Per Recipient	\$92	\$90	\$101

The total of Federal SSI expenditures and State supplemental payments under ASSIR are:

COMBINED SSI AND ASSIR PROGRAMS	FY 1976	FY 1975	FY 1974 (6 mo.)
Gross Expenditures	\$110,793,732	\$103,720,136	\$40,788,850
Average Monthly Recipients	80,676	71,767	49,863
Average Monthly Grant Per Recipient	\$114	\$120	\$136

(B) Cash assistance only. Medical assistance is excluded.

(C) State-administered Old Age Assistance, Assistance to the Disabled and Assistance to the Blind programs were discontinued December 31, 1973. For FY 1974 these programs were in effect for the 1st 6 months. On January 1, 1974, the Federally-administered Supplementary Security Income program (SSI) was introduced. For FY 1974 the SSI program was in effect for the last 6 months. (January-June 1974)

(D) The January-June 1974 ASSIR data may be compared with the January-June 1975 figures:

ASSISTANCE TO SSI RECIPIENTS	Jan.-June 1975	Jan.-June 1974	Percent Change
Gross Expenditures	\$14,452,485	\$11,088,369	+ 30.3%
Estimated Average Monthly:			
Cases	59,800	38,700	+ 54.5%
Grant Per Case	\$40	\$48	- 16.7%
Recipients	61,400	39,500	+ 55.4%
Grant Per Recipient	\$39	\$47	- 17.0%

(E) Includes medical assistance.

(F) Authorized under Indo-Chinese Migration and Refugee Assistance Act, 1975 (P.L. 94-23), effective April 29, 1975. Payments under Indo-Chinese Refugee Program in N. J. began in August 1975. Therefore, reported statistics are for the 11-month period, August 1975 - June 1976.

# APPENDIX II

## PUBLIC ASSISTANCE NET ASSISTANCE EXPENDITURES AND EXPENDITURE

COUNTY	RESIDENT POPULATION JULY 1, 1975 (a)	ASSISTANCE FOR DEPENDENT CHILDREN		ASSISTANCE TO THE FAMILIES OF THE WORKING POOR	
		AMOUNT EXPENDED	AMOUNT EXPENDED PER RESIDENT	AMOUNT EXPENDED	AMOUNT EXP. PER RES.
ATLANTIC	179,705	\$ 20,054,157	\$111.59	\$ 885,796	\$4.93
BERGEN	911,795	9,447,813	10.36	329,052	.36
BURLINGTON	326,770	10,638,225	32.56	820,782	2.51
CAMDEN	478,310	45,011,897	92.37	2,723,996	5.59
CAPE MAY	64,295	2,833,710	44.07	212,909	3.31
CUMBERLAND	129,070	9,811,421	76.02	607,544	4.71
ESSEX	931,525	115,100,291	123.56	3,935,355	4.22
GLOUCESTER	183,810	6,727,932	36.60	546,511	2.97
HUDSON	611,105	48,880,134	79.99	1,136,583	1.86
HUNTERDON	74,475	1,046,896	14.05	87,390	1.17
MERCER	320,900	22,039,422	68.68	728,113	2.27
MIDDLESEX	610,255	22,674,423	37.16	1,178,824	1.93
MONMOUTH	480,600	24,274,987	50.51	1,260,785	2.62
MORRIS	405,345	5,329,716	13.15	537,011	1.32
OCEAN	259,120	13,342,225	51.49	1,495,061	5.77
PASSAIC	472,760	35,244,277	74.55	722,352	1.53
SALEM	63,730	2,935,835	46.07	178,902	2.81
SOMERSET	206,495	3,746,950	18.14	171,353	.83
SUSSEX	86,425	2,372,042	27.45	287,781	3.33
UNION	551,120	17,545,147	31.84	566,472	1.03
WARREN	77,310	2,085,867	26.98	177,771	2.30
TOTAL	7,433,920	\$421,143,367	\$56.65	\$18,590,343	\$2.50
			% OF TOTAL		% OF TOT.
FEDERAL		\$215,273,925	51.1%	\$ —	—
STATE		154,402,030	36.7%	13,942,757	75.0%
COUNTY		51,467,412	12.2%	4,647,586	25.0%
MUNICIPAL		—	—	—	—

(A) Net of refunds. Includes expenditures for burials. Excludes medical expenditures.

(B) N. J. Department of Labor and Industry, Office of Business Economics, Population Estimates for New Jersey, July 1, 1975 (issued December 15, 1975).

(C) Based on reports received by state agencies. Municipalities (principally small municipalities) not receiving state aid do not report their assistance expenditures to the state agency.

(D) Authorized under Indo-China Migration & Refugee Assistance Act of 1975 (P.L. 94-23, June 1975). effective April 29, 1975. Payments under Indo-Chinese Refugee Assistance Program in New Jersey began in August 1975. Therefore net expenditures are for the 11 month period August '75 — June '76.

(E) Less than 1/2 cent.

PER RESIDENT, BY PROGRAM AND BY COUNTY – FISCAL YEAR 1976 (A)

	GENERAL ASSISTANCE		CUBAN REFUGEE ASSISTANCE		INDO-CHINESE ASSISTANCE		TOTAL ALL PROGRAMS	
	AMOUNT EXPENDED (c)	AMOUNT EXP. PER RES.	AMOUNT EXPENDED	AMOUNT EXP. PER RES.	AMOUNT EXPENDED (D)	AMOUNT EXP. PER RES.	AMOUNT EXPENDED	AMOUNT EXPENDED PER RESIDENT
	\$ 848,837	\$4.72	\$ —	\$ —	\$ 9,210	\$.05	\$ 21,798,000	\$121.30
	540,842	.59	80,232	.09	27,484	.03	10,425,423	11.43
	371,298	1.14	—	—	17,198	.05	11,847,503	36.26
	1,688,458	3.46	3,060	.01	48,573	.10	49,475,984	101.53
	62,133	.97	—	—	—	—	3,108,752	48.35
	244,892	1.90	14,899	.12	—	—	10,678,756	82.74
	22,645,181	24.31	524,106	.56	29,590	.03	142,234,523	152.69
	177,373	.96	—	—	12,756	.07	7,464,572	40.61
	5,828,565	9.54	2,007,568	3.29	47,888	.08	57,900,738	94.75
	2,523	.03	—	—	3,739	.05	1,140,548	15.31
	2,061,173	6.43	5,930	.02	15,143	.05	24,849,781	77.44
	823,274	1.35	130,310	.21	31,516	.05	24,838,347	40.70
	556,796	1.16	5,165	.01	76,120	.16	26,173,853	54.46
	180,645	.44	2,820	.01	5,985	.01	6,056,177	14.94
	497,468	1.92	11,286	.04	12,354	.05	15,358,394	59.27
	1,104,320	2.34	154,671	.33	14,414	.03	37,240,034	78.77
	22,641	.36	—	—	—	—	3,137,378	49.23
	175,571	.85	9,360	.05	14,639	.07	4,117,873	19.94
	26,102	.30	—	—	1,764	.02	2,687,689	31.10
	1,305,459	2.37	278,608	.51	7,432	.01	19,703,118	35.75
	27,533	.36	103	(E)	354	(E)	2,291,628	29.64
	\$39,191,084	\$5.27	\$3,228,118	\$.43	\$376,159	\$.05	\$482,529,071	\$64.91
		% OF TOT.		% OF TOT.		% OF TOT.		% OF TOTAL
	\$ —	—	\$3,228,118	100.0%	\$376,159	100.0%	\$218,878,202	45.4%
	27,543,743	70.3%	—	—	—	—	195,888,530	40.6%
	—	—	—	—	—	—	56,114,998	11.6%
	11,647,341	29.7%	—	—	—	—	11,647,341	2.4%

N. J. DEPARTMENT OF HUMAN SERVICES,  
DIVISION OF PUBLIC WELFARE

# DIVISION OF VETERANS PROGRAMS AND SPECIAL SERVICES

**JOSEPH L. GRODECK, *Director***

The Division of Veterans Programs and Special Services has been in existence since May 20, 1975 and was created to upgrade and coordinate the services for the State's 1,097,000 veterans and their dependents, along with the Veterans Service Council and the Veterans Facilities Council which act in an advisory capacity. The Division consists of two Soldiers Homes; Glen Gardner which is unoccupied; Boonton Firemen's Home; and the Bureau of Veterans Services which has 16 district offices throughout the State.

The Division provides veterans of the State of New Jersey with the highest level of resident care feasible for the chronically ill, aged and infirmed, in a health care environment which has as many homelike features as possible incorporated within its framework, consistent with the acceptable professional standards for patients and residents as established by the United States Veterans Administration and the New Jersey State Health Department at a reasonable cost.

Veterans are assisted through the Bureau of Veterans Services to secure State and Federal benefits including pensions, insurance, Civil Service veterans preference, State property tax exemptions and financial aid.

A good portion of the Director's time was spent traveling throughout the State and meeting with all the veterans' organizations, the Veterans Service Council, the two Veterans Facilities Councils, visiting the 16 district offices and keeping the legislators and the public informed of the many problems affecting the 1,097,000 veterans of this State.

Fortunately toward the end of the year the Legislative Appropriations Committee supported and passed the Department's resolutions to provide additional funds in order to open the two new veterans nursing units and restore the Bureau of Veterans Services, which was recommended to be completely abolished.

<b>Bureau of Veterans Services</b>	<b>1974</b>	<b>1975</b>	<b>1976</b>
Total Walk-in Contacts	57,532	59,642	53,866
Power of Attorney on File	46,767	47,821	42,026
Telephone Calls Made	80,492	75,907	71,481
Home Visits	869	818	620
New Claims	9,415	8,919	7,173
Claims Re-opened	3,347	3,784	3,720
Interviews:			
Blind	21	37	47
Paraplegic	22	30	31
Hemiplegic	17	13	10
Osteochondritic	4	2	13
Double Amputee	29	31	19
Multiple Sclerotic	26	51	73
War Orphan	1,439	1,138	1,543
Federal Monetary Recoveries	\$19,020,236	24,399,920	30,668,839

On November 21, 1975, fifteen employees were laid off leaving a total of 20 employees to partially cover the 15 district offices and the Trenton office. A reorganization of the remaining dedicated staff was instituted and none of the offices were closed, although

some were cut from being open five days per week to one, two or three days per week.

In spite of a slight decrease in the number of cases handled the federal dollars recovered by the State increased over 6 million dollars.

<b>Menlo Park Soldiers Home</b>	<b>1975</b>	<b>1976</b>
Admissions	66	56
Discharges	25	26
Deaths	38	38
Population 6-30-76		
Male	272	273
Female	3	3
	275	276
Spanish American Veterans	2	1
World War I Veterans	113	113
World War II Veterans	154	155
Korean Veterans	3	2
Vietnam Veterans	1	3
Peacetime	2	2
Waiting List	N/A	259
<b>Vineland Soldiers Home</b>	<b>1975</b>	<b>1976</b>
Admissions	87	93
Discharges	19	22
Deaths	68	65
Population		
Male	268	268
Female	40	37
	308	305
World War I Veterans	124	112
World War II Veterans	128	137
Korean Veterans	7	9
Vietnam Veterans	2	2
Gold Star Mothers	1	1
Wives	2	1
Widows	37	35
Peacetime	7	8
Waiting List	N/A	79

### **Vineland Soldiers Home**

It was necessary during the year to close down the infirmary building and transfer staff and patients to the new unoccupied nursing unit #3 in view of the many fire and life safety code violations. Studies were completed by an engineering firm on the main building and infirmary building and plans are under way to request federal matching funds to remedy the serious violations.

Due to the idleness of the new unit for over a year a move was proposed by some local officials in Vineland to convert the building to a hospital under the Veterans Administration to service all veterans in the South Jersey area. After reviewing costs and meeting with Veterans Administration officers in Washington, the plan was abandoned.

With the additional funds and staffing becoming available in the coming fiscal year plans are under way to recruit personnel and have all available beds occupied during that year.

### **Glen Gardner**

This institution was completely phased out on October 21, 1975 which resulted in laying off 275 employees or transferring them to other institutions. Fifteen employees were retained as a caretaking staff in order to protect and maintain the sizable investment of real estate and buildings.

On January 4, 1976 Raymond Coderoni, Business Manager, passed away suddenly. Mr. Coderoni was an outstanding, dedicated, career employee of the State for many years and his death was a great loss to Glen Gardner, the Division and the Department.

# DIVISION OF YOUTH AND FAMILY SERVICES

**JAMES 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 unit by providing a wide range of supportive and reinforcing services designed to encourage and maintain family stability and self-sufficiency.

At the end of Fiscal 1976, the Division had 53,771 children under direct supervision and was providing contracted services to an additional 62,000 children and adults.

Services provided directly to children and their families by the Division included protective services for abused and neglected children, adoption services, foster and institutional placement, day care services, casework and counseling, and supervision for certain juveniles paroled from the State training schools.

In addition, the Division has primary responsibility for supervising and providing services to Juveniles in Need of Supervision (JINS), and is responsible for issuing Certificates of Approval (licenses) to certain privately operated child care centers, which must be licensed under State law.

Under the auspices of the Department of Human Services, the single State agency responsible for administering Title XX of the federal Social Security Act, the Division directs the day-to-day operations which serve to deliver social services—either directly or through contractual agreements with other State agencies, local and county government and private agencies—to eligible children, families and adults.

During Fiscal 1976, the Division found it necessary for the first time in its history to impose limitations on its services in order to insure that those with the greatest need received services. These cutbacks in services were necessitated by the tremendous increase in caseload, without a corresponding increase in resources. The Division's caseload has nearly doubled in the past five years, from 30,000 to a maximum of 57,000 in Fiscal 1976 before the budget restrictions were imposed.

In spite of the cutbacks, there has been growth in high-priority areas. The Division's severe abuse and neglect caseload has doubled over the past fiscal year and has now reached 19,000 cases. Also, the Division, through its Bureau of Resource Development, placed a total of 495 children in adoptive and foster homes in Fiscal 1976. This represents a 25.3 per cent increase over the previous fiscal year and a reversal of a two-year downward trend.

During Fiscal 1976, a task force was appointed by Governor Byrne to look into the Division's operations and suggest the means for improving fiscal controls and audit procedures and to provide greater accountability of agencies from which the Division purchases certain social services. The task force, headed by former State Budget Director Walter Wechsler, was expected to make recommendations which would result in a major reorganization of certain Division operations, probably toward the end of Fiscal 1977.

With the new budget restrictions, the Division concentrated its efforts in Fiscal 1976 toward the realization of eight major policy priorities:

1. To improve the Division's capacity to provide emergency protection and services to abused and neglected children and expand and establish throughout the state networks of special treatment programs and resources.

2. To develop and make available through maximum use of federal (Title XX), State and local funds, a broad range of effective State and community social services and resources designed to assist poorly functioning families address and resolve their problems.

3. To prevent children from being placed inappropriately or remaining too long in foster care or nonpermanent settings, and to insure that permanent alternative plans can be made for children whose families fail to achieve an adequate home environment within a reasonable period of time.

4. To develop additional and higher quality foster and adoptive homes for children under DYFS supervision needing home placements, and to insure that children needing out-of-home-placement receive a stable, family-like environment.

5. To promote development of an adequate supply of specialized residential and community-based treatment facilities and specialized foster and group homes for severely disturbed children under DYFS supervision.

6. To coordinate and integrate the delivery of social services and to improve the accountability of agency activities in terms of operating effectiveness, federal reporting requirements, and contracting requirements with other agencies.

7. To develop additional day care resources to meet the increased demand for day care services and to improve the quality of day care programs through support services, adequate fee and payment schedules, the development of day care standards and

program monitoring and assessment.

8. To maximize the allocation and use of resources among social service programs.

#### **SIGNIFICANT ACCOMPLISHMENTS DURING FISCAL 1976**

1. Selected by the U.S. Department of Health, Education and Welfare as one of 20 agencies throughout the county to participate in a national child abuse public awareness campaign.

2. In conjunction with the Division of Criminal Justice of the Department of Law and Public Safety, conducted a series of regional training seminars in the investigation and handling of child abuse and neglect cases for police, prosecutors and social workers throughout the state.

3. Conducted extensive child protective services needs assessments in Atlantic, Bergen, Cape May, Mercer and Middlesex Counties and in the City of Newark, to identify problems and gaps in the delivery of social services to abused and neglected children.

4. Launched major programs in Mercer and Bergen Counties to combat abuse and neglect.

5. Developed and implemented a data coding system for the Division's Child Abuse Registry, and computerized the registry.

6. Created a special Case Auditing and Review system to review, through a tracking mechanism, all children in out-of-home placements, to prevent children from being inappropriately placed or from "languishing" in foster care.

7. In response to proposed legislation that would expand the scope of child care licensing requirements to all child care facilities serving more than five children—except schools, residential facilities and foster and group homes—the Division, in conjunction with a 37-member Citizen's Task Force, developed proposed regulations which would implement and establish specific guidelines for all centers under the purview of the proposed legislation.

8. Established an Affirmative Action Office to insure equal employment opportunities for women and minorities at all personnel levels within the Division.

9. Opened new field offices in Cape May, Hunterdon, Monmouth, Ocean and Warren Counties, making social services more available in those areas.

10. Regionalized and expanded the Division's adoption and foster home recruitment and development program.

11. Enabled 274 persons, through the Work Incentive Program (WIN) to be eliminated from public assistance, and another 2,421 persons to need only partial assistance.

12. Implemented a statewide automated day care billing and payments to child care centers for day care services and permits more effective control over day care fiscal procedures.

13. Implemented a direct billing system for residential treatment services, enabling more efficient monitoring of monthly payments for some 1,800 DYFS-supervised children in 130 residential treatment facilities, both within and outside the state.

14. Received the maximum federal (Title XX) funding allocation available to the State.

15. Opened a new residential treatment facility in Cedar Grove, Essex County.

16. Implemented four federally funded social services programs for residents of public housing.

17. Created a new Contract Agency Payment and Technical Assistance Unit within the Bureau of Fiscal Services.

18. Formed Special Response Units (SPRU), consisting of teams of social workers specially trained to respond to after-hours reports of child abuse and neglect.

19. Designed a new contract format and issued a 92-page Manual of Standards for residential treatment centers.

20. Increased the number of licensed day care centers by 273, or 38 per cent, and reduced the number of unlicensed centers from 270 to 40.

#### **OVERVIEW**

During Fiscal 1976 the Division had five major spheres of operation—field services, development, fiscal and management, contract development and administration, and regulatory and legislative. Each area was under the supervision of an assistant director. Within these five areas there were a total of seven bureaus and various offices and units which provided 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 was responsible for the direct provision of social services to agency clients and monitored the activities of all of the Division's service delivery units, including the district offices and their branches, the social service assistance units in the county welfare boards, the regional Foster Home and Adoption Resource Centers, the Office of Child Abuse Control and the residential centers and group homes operated by the Division. It incorporated 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. Early in Fiscal 1976, the Office of Child Abuse Control was incorporated into the Bureau of Family Services, as part of the reorganization of that Bureau.

The Development Operations wing of the Division was responsible for the planning and development of effective, innovative agency policies, programs and resources needed by children and families under the Division's supervision. It included the Bureau of Research, Planning and Program Development and the Child Care Licensing Section.

The Division's internal operations were administered by the Fiscal and Management Operations wing, which was responsible for the planning, development and evaluation of Division policies and practices as they relate to management; fiscal and budgeting functions; and personnel and employee development and training. This wing included the Bureau of Fiscal Services, the Bureau of Management Services, the Office of Budget and Fiscal Analysis, the Office of Personnel and the Office of Human Development Services. During the past fiscal year a new Contract Payment and Technical Assistance Unit was created within the Bureau of Fiscal Services. Also during Fiscal 1976 the Affirmative Action Office was created to provide equal employment opportunities for women and minorities within the Division.

The Contract Development and Administration wing, which included the Bureau of Day Care Services and the Purchase of Service Unit, was responsible for negotiating contracts with public and private provider organizations for services to persons who are eligible under Title 20 of the Federal Social Security Act. The Contract Development and Administration wing also had responsibility for 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 and one social policy analyst, it provided legal support to the Division's central and field offices in operational matters, legislative affairs and contract development.

## **FIELD SERVICE OPERATIONS**

### **Bureau of Family Services**

The Bureau reorganized its central office operations during Fiscal 1976. The Bureau's central office is now divided into two sections, a Program Assistance Section and an Administrative Support Section, each headed by an assistant chief. The reorganization increases and improves central office support for all field service units. The two sections are broken down into a number of smaller units that are assigned responsibility for specific functions.

The Program Assistance Section, which assists district offices and county welfare agencies in providing various social services, contains units for foster care, outreach services, group work support services, protective services, case review and policies and procedures.

The Administrative Support Section, the second arm of the Bureau, consists of the Work Incentive Program-Support Assistance Unit (WIN-SAU) and four newly organized units:

- a Medical Unit, which unifies, coordinates and assists with the implementation of all activities related to the provision of health services;
- a Liaison Unit, which establishes and enhances relationships with all external agencies and related functioning units which are directly related to the Bureau's activity and the provision of social services;
- a Staff Service Unit, which provides linkage with personnel services to respond to the many intricacies inherent in the Bureau's direct and indirect supervision of more than 3,000 staff members;
- a Special Case Handling Unit, which provides an identifiable structure to respond to all operational problems involving external and sometimes internal influences, which naturally develop from routine activities, but requiring other than routine intervention for efficient resolution.

Since August 1, 1973 the Division has been charged with the responsibility for supervising the social service operations of New Jersey's 21 county welfare agencies. This includes working closely with the Social Services Planning Unit of the Department of Human Services in planning the content of service program, establishing service policies and monitoring and evaluating the county service program for effectiveness and compliance with federal and State requirements.

In addition to the recipients of benefits under the Supplemental Security Income (SSI), Aid to Families with Dependent Children (AFDC) and Aid to Families with Dependent Children - Unemployed Father (AFDC-U) programs, individuals with income up to 80 per cent of the State's gross median-income level (adjusted for family size) are eligible for most of the 25 social services provided through Title XX were responsible for delivering services to some 81,350 aged, blind and disabled SSI clients, 135,000 AFDC clients with 319,500 children, 8,500 AFDC-U families with 23,000 children and an undetermined number of financially eligible individuals within the median-income schedule who are not eligible for one of the above programs.

Division initiative in enlisting the cooperation of other State and local agencies have greatly enhanced the success of the social service programs adminis-



tered by the county welfare agencies. This is substantiated in that in addition to the number of individuals under 21 who are receiving ongoing medical care, through the outreach program an average of 3,867 children per month are found and screened. Of this number an average of 1,658 are found to be in need of further treatment and are so referred. The largest number of the referrals, in order, are for dental, visual, hearing problems and lead poisoning.

During Fiscal 1976, through the Work Incentive Program (WIN), the Bureau was able to complete 8,021 certifications of 9,867 requested by the Department of Labor representing an 81 per cent completion rate and 99 per cent of Fiscal 1976 goal (8,072). Certifications are completed following a worker's assessment that 1) necessary supportive services have been arranged/provided to enable an individual to accept training, employment, or other manpower services, or 2) that the individual does not need any supportive services to be ready for employment or training.

During Fiscal 1976, 274 former WIN participants went off public assistance, while 2,421 remained on AFDC at a reduced grant. Initial savings realized were \$308,906 and annual savings for the first year following job placement represents a total savings (based on 80 per cent job retention rate) of \$3,965,497.

On April 1, 1976, State aid and service limitations were put into effect and current cases were reviewed in order to:

- terminate in-home counseling cases where no abuse or serious neglect existed;
- terminate all maintenance to clients 18 years or older by July 1, 1976 (except for children still in high school);
- set clear time-limited goals on all remaining cases geared wherever possible to termination within one year;
- discontinue medical services under Code 65 unless they are provided as a necessary part of the treatment plan for abuse or neglect.

The following restrictions were placed on services:

- Day care will only be provided in cases of severe neglect or abuse cases where day care is part of the treatment plan; foster care or natural family cases where severe physical, emotional or social problems require day care as part of the treatment plan; current non-PRS day care were to be terminated no later than June 30, 1976 if normal attrition for these cases did not occur.

- Homemaker services purchased by the district offices will only be provided to prevent placement of children where parents are temporarily absent or incapacitated, to teach homemaking and child care skills to abusive parents.

- Camp scholarships were provided for summer day or residential programs only in severe neglect or abuse cases which require attendance at camp as part of the treatment plan, or where no other plan was available for children who were in residential placements.

The Office of Child Abuse Control (OCAC) computerized the Central Registry files following a six-month process of coding and programming the file. The registry is the Division's key listing of all reported incidents of abuse and neglect. The new system will aid in identifying and responding to specific child abuse situations and to provide a statistical base for research.

By the end of Fiscal 1976 the registry contained approximately 50,000 names. All but 5,000 of them have been added since 1973, when the Central Registry was revamped. The cases, which are coded under the child's name, include all incidents of abuse and neglect reported to the Division and includes: date of the report, the name of the individual(s) who abused the child, their relationship to the child, the referral source, whether the charge was substantiated, and the type of abuse or neglect. The new file will also include information from the child's master file and the final disposition of the case. The new system will cut down considerably on the time spent searching for a specific file. Every month, OCAC will receive a computer printout with the updated information.

Special Response Units (SPRU) were established in each district office and became operational in January. Their purpose is to strengthen the district office's capacity to provide after-hours emergency coverage and insure that immediate field investigation in all cases of abuse, neglect or abandonment in which a child is determined to be in need of protection. The appointment of staff to these units is additional, compensated, work assignments.

As part of the State's protective services efforts, the Bureau, in conjunction with the New Jersey Department of Law and Public Safety, completed a series of four regional seminars for social workers and law enforcement officers to establish county wide guidelines for dealing with child abuse cases and to coordinate the roles of law enforcement and social service personnel.

An Inter-Agency Agreement of Cooperation between the Division of Youth and Family Services to the Division of Medical Assistance and Health Services (DMAHS) was finalized. The agreement, which specifically lists the responsibilities of each agency in relation to the other, is intended to improve the delivery of health services by recognizing the interdependency of the divisions and establishing communications links.

Following the success of the Monmouth Family Center, which in 1974 was the first attempt to integrate the social services delivery and the staffs of a Division district office and a county welfare agency, three more branches of the center have become operational in Monmouth County.

The Annual Action for Foster Children's day was celebrated on May 11, 1976. Sponsored by the New Jersey State Foster Parents Association, Action for Foster Children's Day featured the theme, "Join the Family that Cares," and was scheduled to coincide with the National Action for Foster Children Week (May 9 through May 15) during which concerned citizens in communities throughout the country called for public support for programs aimed at improving the quality of care for foster children.

A Handbook for Foster Parents was completed. The handbook was developed to aid foster parents in the provision of foster family services.

### **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 in New Jersey and out of state.

During Fiscal 1976 a new system of contracting and monitoring residential placement of children under the Division's supervision was implemented, providing substantial improvement in the care of these children. The system, which was put into effect on a phase-in basis as old agreements were terminated and new contracts were signed, makes use of a new contract format and a new, comprehensive and tougher set of standards for residential facilities. It also includes a thorough annual evaluation of each facility, plus regular program and fiscal monitoring.

During Fiscal 1976, the Bureau also operated 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 Emergency Reception and Child Diagnostic Center in Woodbridge (Middlesex County), which provides short-term residential care for children while they undergo diagnostic testing to determine the most appropriate long-term care for each child, finished its first full year of operation.

Fiscal 1976 was the Bureau's first year of direct supervision of the four DYFS group homes. Some

program restructuring has occurred in the group homes, specifically the implementation of a team concept for utilization in the group home network.

During the year renovations were started on the Morristown Group Home and the Graewil Group Home. Renovations included installing fire alarm systems and fire doors, as well as interior painting and refurbishing. The basement was refloored in the Morristown Group Home, and plexiglass windows were installed in appropriate areas in the Graewil Group Home. New procedures were established during Fiscal 1976 to expedite further renovations in the group homes. Also during the year arrangements were made to utilize the maintenance staff at the Woodbridge center to provide ongoing maintenance at the group homes.

The Program Development Unit is responsible for assisting in the development, evaluation and approval of residential as well as day treatment programs. In addition to giving specialized technical assistance to group homes and larger residential facilities, both State-owned and private, during Fiscal 1976 the Unit completed the following projects funded by the State Law Enforcement Planning Agency (SLEPA):

- 76 day treatment slots were established through the Title XX contracting process.
- The Youth Worker Training Project was successfully implemented by the Unit from February to July during 1976.

The Program Review Unit monitors all residential programs in which DYFS places children to insure contractual compliance and serves as a liaison between the programs and the Division. Representatives of the Program Review Unit made approximately 550 visits to residential programs during Fiscal 1976. During these visits, the Unit has 1) insured program compliance with the Manual of Standards, 2) provided technical assistance to programs, 3) assisted with contract negotiations and modifications, 4) insured implementation of evaluation recommendations, 5) compiled a visiting report to document findings and recommendations, and 6) assisted facilities in resolving difficulties with specific DYFS district offices.

The Program Review Unit has developed and distributed a Residential Placement Guide, which gives descriptive information about DYFS-approved facilities. Also during Fiscal 1976 reporting mechanisms have been developed and implemented to monitor referral and placement practices by DYFS.

The Evaluation Unit 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. During Fiscal 1976 the evaluation process was modified and expanded, and

standardized formats were developed and implemented for each stage of the evaluation process. Forty-nine field visits were completed during Fiscal 1976; 40 exit interviews were held; and 18 final reports were distributed to district offices. Also, eight facilities were closed or had children removed after evaluation, and eight facilities were suspended pending correction of violations.

In Fiscal 1976 Independence Hall, a maternity group home for unmarried pregnant teenagers, began operation in Newark under the auspices of the Division and the United Community Corporation, the city's antipoverty agency. The facility will house 24 young women and up to 36 children (a pregnant teenager who already has one child can be admitted, with her child, into the program). The program also includes a day care center for the infants and toddlers while their mothers are attending classes.

### **Bureau of Resource Development**

The Bureau of Resource Development is responsible for the recruitment of foster and adoptive parents and the processing and placing of children in appropriate adoptive homes. Its duties include handling subsidized adoptions and conducting adoption complaint investigations.

In Fiscal 1976 the four regions of the Bureau were finally established in permanent quarters in Paterson (Northern Region), Newark (Metropolitan Region), Somerset (Central Region) and Hammonton (Southern Region). Each region sponsored an open house during the past year to acquaint interested persons and agencies with the new offices.

Under the regional concept, the Bureau has completed the transfer of all functions previously under the auspices of the Bureau of Family Services but designated for transfer to the Bureau of Resource Development. Another change during the past fiscal year was the transfer of the Home Services Unit from the Bureau of Resource Development to the Bureau of Family Services.

Another regional innovation was the initiation of a group program for applicants requesting older children. To offer further supportive services to parents, a communication "hook up" system was developed that places new adoptive parents of children with special needs in contact with other parents who have adopted a similar child.

Recruitment of foster and special adoptive parents is done by the regions on a grass-roots, community-oriented basis. During the past fiscal year the regions participated in various radio and television programs, including interview shows as well as public service announcements. Articles were published in newspapers, in-house publications and church bulletins. Meetings were held with parents' groups,

government officials and community and social service organizations to dispense materials and information.

During Fiscal 1976 much of the publicity was aimed specifically at black and Hispanic recruitment, since many children need homes which support their own ethnic background. Materials were written in Spanish, and contacts were made with leaders of ethnic church congregations.

Publicity efforts were also directed at finding homes for other children with special needs, children who are older or who have physical or mental handicaps.

A foster and adoption home tracking system was adopted in Fiscal 1976 to help evaluate the Bureau's publicity and recruitment efforts.

As an adjunct to our own recruitment activities this past year, the Bureau assisted the Foster Parents Association in their National Action for Foster Children's Day on May 11.

In Fiscal 1976 the Bureau's caseload rose from 1,095 to 1,635, and it provided services to 2,695 children. A total of 495 children were placed by the Bureau in Fiscal 1976, a 25.3 per cent increase over the previous fiscal year and a reversal of a two-year downward trend.

Of these 495 children, 209 were placed in selected homes, and 286 in foster homes. This reflects a 58.9 per cent increase of foster home over selected home placements. Selected placements decreased by 2.8 per cent.

While most of the Bureau's activities concern securing permanent placements through adoption, permanent homes are also secured by returning children to their natural relatives. During Fiscal 1976, 51 children were returned to relatives (36 babies, 15 older children).

An adoption tracking system was an important development during Fiscal 1976. In addition to monitoring the status of each child under the Bureau's supervision, the system also gives an overview of adoption trends within the regions and a determination of the types of homes which are needed at any given time.

In order to alleviate the burden of financial responsibility which handicapped children's needs would impose upon adoptive parents, the subsidized adoption program has been in effect since July, 1973.

This fiscal year, 151 homes with 194 children were added to those presently receiving subsidies. These numbers reflect an increase of 15.3 percent and 8.4 percent, respectively, over the previous fiscal year. Of these total 124 are foster homes containing 159 children, and 27 are selected homes with 35 children.

Adoption complaint investigations, court-ordered investigations into stepparent or nonagency adop-

tions, increased during Fiscal 1976, from 523 to 869. The Bureau was actively involved in 2,244 situations involving adoption complaint investigations during the year.

The Bureau is active in adoption exchange activity. It operates the New Jersey Adoption Resource Exchange, a statewide service that any adoption agency in New Jersey can use. Outside the state, the Bureau registers waiting children with the Delaware Valley Adoption Resource Exchange and with the Adoption Exchange of North America.

Also newly implemented this past fiscal year was the Adoption Resource Directory. The directory, mailed to agencies within and outside the state, contains pictures and descriptions of children awaiting placement by the Bureau, and is periodically updated to reflect their current status. *The Adoption Newsletter*, an expansion of the Bureau's previous publication, *Happiness Is*, with pictures of children taken from the directory, was sent to regions for recruiting purposes during Fiscal 1976.

This past fiscal year eight Bureau children were placed through adoption exchange, and children were placed with 20 families supervised by the Bureau.

During Fiscal 1976 the certification of adoption agencies was completed. Including DYFS, 14 in-state agencies and 16 out-of-state agencies were approved. These will be included in the Bureau's booklet, "Adoption Agencies Serving New Jersey."

The Revision of the Bureau's Rules and Regulations for Purchase of adoption services from private agencies were printed in the January issue of the New Jersey Register and were subsequently adopted.

During Fiscal 1976 the Bureau approved 758 foster homes. While there are still an insufficient number of foster homes, this number represents an increase in foster home approvals.

A Foster Home Developers Manual was written in Fiscal 1976 for use by both Bureau and district office staff.

A system was initiated this past fiscal year in which all approved foster homes and all homes in use by county are obtainable from a computer readout. Another system, developed at the request of the Foster Parents Association, registers new foster parents on the association's mailing list.

#### **Case Audit and Review Unit**

A Case Management System which identified and tracked case goals, case goal progress and caseworker achievements was developed and tested in two supervisory units of the Camden District Office. Following successful testing a decision to implement the system in the full office was made and implementation began.

An administrative review of the intake function of the Newark District Offices was conducted at the request of the chief of the Bureau of Family Services. Thirty recommendations were made and accepted for implementation.

Technical assistance was provided in the implementation of one of the recommendations. This recommendation calls for the development, implementation and monitoring of intake guidelines for all of the Newark offices.

#### **DEVELOPMENT OPERATIONS**

##### **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.

Evaluation studies provided the bulk of the Bureau's work during Fiscal 1976. Studies span all social services areas and provide varying ways of viewing success, such as cost/benefit impact and behavioral change. Studies are both long- and short-term, ranging from two years or more to as short as one month. During Fiscal 1976 the Bureau evaluated 15 State-funded social service programs, as well as federally funded projects the Bureau administers.

During Fiscal 1976 the Bureau administered four federally funded research, demonstration and evaluation projects.

The Bureau studies federal and State laws, regulations and guidelines to maximize the flow of entitled reimbursement funds and to divert new monies to New Jersey's social services.

Bureau staff have traditionally been considered as prime sources of research expertise and knowledge of new as well as traditional applications of social service programs such as day care, protective services, health planning and juvenile justice. In addition, staff members of the Bureau are experts on federal regulations applicable to DYFS. As such, Division and Department management rely on the staff for technical assistance, problem solving, planning and analysis. Policy papers written by Bureau staff for DYFS management during Fiscal 1976 include papers on day care, foster care, juvenile justice, residential placement, needs assessment, child welfare workers, and Title XX funds.

##### **Child Care Licensing Section**

The Child Care Licensing Section is required by State law to issue licenses to private day care centers and nursery schools which comply with the Division's officially promulgated standards. By agency policy, all Division-operated centers are required to meet

State licensing standards as are some 250 Head Start centers through a cooperative agreement with the U.S. Department of Health, Education and Welfare (HEW).

The regulations and inspections include those relating to fire, health and building safety as well as those revolving around staffing and program content and implementation.

At the end of Fiscal 1976, a total of 993 centers in New Jersey out of some 1,100 known to the Division were operating with valid licenses, issued so that minor violations could be corrected. This is an increase of 273 centers or 38 per cent over the 720 centers licensed in Fiscal 1975. Approximately 64,000 children are now being served by licensed child care centers in New Jersey.

During the year, approximately 3,150 inspections were performed to determine compliance with physical facility safety regulations and with Chapter 12 of the State Sanitary Code for those centers with kitchens or food-processing areas. In addition, approximately 625 visits were made by the Division's early childhood development specialists to offer technical assistance with respect to programs offered by centers. A total of 167 Statements of Group Teacher Qualifications were issued and 25 architectural plans examinations were performed for proposed new centers or for modifications or for alterations of old centers. In addition, the Section conducted nine half-day training workshops for the staffs of public and privately operated licensed child care centers.

During Fiscal 1976, the Section continued its vigorous enforcement effort against unlicensed centers operating in New Jersey. This effort was highly successful and resulted in a reduction in the number of such centers from approximately 270 to 40. The enforcement effort combined informal methods of persuasion as well as the scheduling of over 100 administrative hearings, and the referral of about 15 centers to the Attorney General's office for legal action. It is significant to note that this effort resulted in the licensure rather than the closure of nearly all of these centers, thus expanding the number of approved day care spaces in New Jersey.

### **Communications Unit**

The Communications Unit was responsible in Fiscal 1976 for the dissemination of public information about the Division to the public, to the Division's clients and to the Division's employees, as well as to the constituent agencies and individuals in the child care field. Shortly after the close of the fiscal year, a portion of the Unit's responsibilities—those which can be described as "press-related," were absorbed

by the newly created State Office of Public Communications.

While a portion of the Unit's tasks were press-related (issuing press releases and answering queries from the media), its primary responsibility was that of informing clients, potential clients, and its child care constituency—foster parents, child care center personnel and agencies which provide contract services—of Division programs and policies directly affecting them. In addition, the Division's public information program, implemented by the Communications Unit, has been directed toward making the public aware of the problems of abuse and neglect and the Division's protective services programs, as well as the Division's need for foster and special adoptive homes.

In Fiscal 1976 the public information program included an active speakers' bureau, drawing on Division personnel from all units and coordinated by the Communications Unit.

Public information materials produced by the Unit during the year included:

- a series of brochures and a poster aimed at recruiting foster and special adoptive parents;
- radio and television spot announcements also aimed at recruitment;
- a series of press releases publicizing the need for homes for children with specific needs;
- **FAMILY**, a monthly newspaper sent to 8,000 persons and organizations, as well as to about 2,700 DYFS employees.
- a general brochure-entitled "DYFS—Who It Helps, How It Helps";
- a brochure outlining the Division's services;
- a Spanish-language recruitment poster;
- a revised public information packet on child abuse and neglect;
- a slide show on child abuse and our protective services programs for use with community groups;
- a brochure on how to adopt a child in New Jersey; and
- a revised Adoption Resource Directory, a monthly loose-leaf publication that contains photographs and case histories of children under DYFS supervision with special needs who are available for adoption.

### **FISCAL AND MANAGEMENT OPERATIONS**

#### **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 Fiscal 1976, the Bureau issued and tracked

approximately 150,000 checks to foster care parents, institutions and day care providers totaling \$44,000,000 for children under Division supervision. The Bureau also monitored financial actions for 360 contract day care and social service programs.

Major goals of the Bureau for Fiscal 1976 were to improve the method of reporting collected data to better meet federal claim schedules; to more closely monitor the allowability of cost items relative to budget detail; and to provide a better system of quality control in identifying vendor numbers. To achieve these goals the Bureau reorganized internally into the following units:

- the Federal Claim Reporting Section
- the Fiscal Analysis Unit
- the Federal Restricted Grants Section
- the Budget and Accounting Unit
- the Office of the Adjuster

#### **Contract Payment and Technical Assistance Unit**

During the past fiscal year a new Contract Payment and Technical Assistance Unit was created within the Bureau of Fiscal Services to bolster the fiscal administration of the more than 300 social service programs contracted through the Division.

During Fiscal 1976 the Technical Assistance staff nearly completed visiting all day care centers for the purpose of monitoring compliance with Title XX eligibility requirements. The Contract Payment group handled fiscal services for approximately 240 day care centers and 170 purchase of service slots, processing payments of approximately \$30,000,000 to the former and \$3,000,000 to the latter.

#### **Bureau of Management Services**

The Bureau of Management Services oversees the Division's utilization of space, tele-communications, vehicles, supplies and equipment by all DYFS employees and facilities, and undertakes management projects designed to upgrade the quality, speed and efficiency of administrative and service delivery operation.

Space utilization was improved significantly in Fiscal 1976 with the relocation to improved quarters of several district offices and day care centers. Several new satellite offices were also opened to accommodate the expansion of the Division and improve its effectiveness and accessibility to clients.

Consolidation of nearly all central office operations into one downtown building in Trenton has also served to increase the efficiency and ease of DYFS administrative functions.

During the year, the Bureau successfully established and implemented procedures for tighter control over telephone expenditures which resulted in an actual savings of \$40,000 in six months.

The Bureau of Management Services also installed a word processing center for use by all DYFS central office operation. The center, which is designed to greatly improve communications, is expected to eventually result in a net savings in excess of \$20,000.

During Fiscal 1976 the Bureau of Management Services worked with the Central Motor Pool, making the following improvements: the Newark fleet was increased by 26, 17 of which were new cars and nine were assigned to a DYFS mini-pool; and vehicle users were reeducated concerning the importance of proper preventive maintenance in order to lower downtime of vehicles.

In the area of Office Services, the Bureau has initiated a supply inventory system and has expanded its courier service to include daily delivery to all district offices, residential centers and WIN offices. Our 22 day care centers and outpost offices are also serviced whenever necessary.

#### **Management Planning/Standard and Procedures Unit**

This Unit is charged with designing, developing, implementing and maintaining an efficient computerized informational system. Data processing equipment, both within and outside the Division, is currently used by this Unit to provide the Division with both fiscal and programmatic reporting data, day care vendor checks are also prepared. Liaison and control of data requests with the Department's Bureau of Data Processing is maintained by this Unit.

In Fiscal 1976, the Standards and Procedures Unit designed, developed and maintained the system of reporting the delivery of social services to clients under Title XX of the Social Security Act. Separate subsystems were developed for the county welfare agencies and the district offices. This Unit developed a cost allocation time study which is used to determine the direct costs involved in the delivery of these social services. The reporting system facilitates the preparation of federal reports required by the Department of Health, Education and Welfare to justify the expenditure of approximately \$87 million in Title XX funds. The Unit has been active in the review and preliminary revision efforts of the financial and programmatic transaction system to make the financial portion more efficient and to rationalize the type and volume of data being collected.

#### **Office of Budget and Funding Analysis**

The Office of Budget and Funding Analysis provides financial analysis and planning services with emphasis on analyzing all issues having a budgetary impact on the Division. The Office develops and monitors the budget under the auspices of the Con-

troller of the Division, and seeks to develop additional sources of revenue for operations.

During the past fiscal year, the Office developed and prepared the DYFS budget request for Fiscal 1977. It also took initial steps in the planning and execution of spending plan monitoring.

In order to improve payments processing and statistical reporting, a residential billing system was developed and implemented which permits DYFS to monitor the accuracy of monthly payments for some 1,800 children in 130 residential facilities, thereby reducing overpayments and underpayments. An automated day care billing system was also developed and implemented statewide. This consolidated system permits DYFS to bill and pay both WIN and protective service day care vendors monthly for services provided to children under DYFS supervision.

A grants review system was developed and implemented which provides technical assistance, review and approval of all requests for restricted grants from all sources, government and private. The review system provides a resource to DYFS program managers in their efforts to secure additional funding.

The Office has analyzed federal legislation with a view toward shifting program expenditures to untapped funding sources and has implemented several revenue shifts. These include education and training to Title IV-A, and Early Periodic Screening, Diagnosis and Treatment (EPSDT) and Family Planning to Title XIX. These shifts will enable the Division to reallocate the additional Title XX funds to maintain and/or expand current social service programs under our limit of entitlement.

A plan was developed and implemented to identify training activities and expenditures in Title XX programs, and to provide a reporting mechanism or claiming reimbursement above the Title XX ceiling.

The Office, along with program personnel, enrolled increased numbers of supervised children who were in foster and residential care into the Supplemental Security Income (SSI) and Aid to Families with Dependent Children (AFDC) foster care programs in order to obtain the allowable federal share for these program expenditures.

The County Welfare Agency Social Service Budget Request for 1976 was developed and executed. County welfare agency social service expenditures and reimbursement claims were made and reported back to the county welfare agencies.

The Office has developed and completed several special studies, including studies on the increased use of Legally Responsible Relatives (LRR) funding and problems in the Code 65 Medicaid program. Also, the Office has provided support to program staff and management by developing and implementing a number of automated statistical reports of agency

census data and expenditure analyses.

### **Office of Personnel Services**

In order to provide better service to DYFS employees, the Office of Personnel Services was expanded during this fiscal year into the following units: Placement, Classification, Employee Service, Records, and Payroll and Timekeeping. With this expansion, the professional staff of the Office doubled and significant increases were also made in the clerical support staff.

The Placement Unit was expanded in order to handle the increased load of open competitive certifications, help process promotional applications, handle distribution of contracts and monitor the fingerprinting process.

The Employee Services Unit printed a monthly newsletter, "Personnel Alert," and distributed a pamphlet, "Sick Leave and Health Benefits."

The former Records Unit was split into two separate units: one to handle the processing of all personnel transactions and the other to carry out the other functions related to record keeping.

The Payroll Unit supervises the Special Response Function and Special Services, as well as the implementation of the new Health Maintenance Organization (HMO) and the prescription drug program.

### **Affirmative Action Office**

During Fiscal 1976 the Affirmative Action Office was created to provide equal opportunity for women and minorities in all phases of employment and Division-related activities.

Recruitment efforts by the Office have included the development of a DYFS affirmative action resume bank as well as the development of liaisons with various community organizations.

The Office has established an equal opportunity tag line for all employment postings, "An Affirmative Action/Equal Opportunity Agency." Also, it has established an information gathering and sharing network with affirmative action offices in various private, State and federal agencies. Finally, the Office receives and reviews discrimination complaints.

### **The Office of Human Development Services**

To highlight the human services aspect as well as the expanded role of training within the Division, the Staff Development and Training Unit's name has been changed to the Office of Human Development Services.

The Office administers an ongoing tuition reimbursement program in order to increase the availability of formal educational programs for all levels of Division staff. During Fiscal 1976, reimbursement was provided to 240 Division employees. Two major



educationally oriented programs—the Educational Leave Program 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, representing the first group to complete the program established in the fall of 1973, received their degrees shortly after the beginning 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 the Rutgers Graduate School of Social Work faculty.

Forty-three Division employees participated in specialized skill programs conducted by the Department of Civil Service, and 129 staff members took part in the Management Development Program conducted by the Central Training Office.

An eight-week Social Work Skills Program geared towards newly hired social workers and case aides was continued on a statewide basis. Parent Effectiveness Training, which was also continued this year, is to coordinate and develop program services for 55,000 people statewide (50,000 foster, adoptive and biological parents and 5,000 staff).

To insure continuing responsiveness to the cross section of interests and needs within the Division, the Office continued to provide direct consultation and assistance to all bureaus and training committees, particularly in the development of individual specialized programs and financial issues related to federal funding of training programs. In all, during Fiscal 1976 nearly 3,500 DYFS employees were provided with tens of thousands of hours of training.

## **CONTRACT DEVELOPMENT AND ADMINISTRATION**

### **Purchase of Service Unit**

In the past fiscal year the purchase of Service Unit has significantly expanded the provision of social services through contractual agreements with local public and private provider agencies. As of June 30, 1976, 80 direct purchase of service contracts were signed in the areas of protective services, transportation, family planning, adult day care, youth services, homemaker services, and special community needs. These contracts totaled \$6,991,243, compared to the 31 contracts totaling \$2,791,940 signed during Fiscal 1975.

Because of a decision to terminate three of our four interdepartmental agreements with the Department of Community Affairs (DCA), 31 social service agencies originally under subcontract with DCA were transferred to and successfully renewed within the Purchase of Service Unit. These contracts total \$2,406,132.

As of June 30, 1976 a total of 111 direct service contracts were in existence, with a dollar allocation of \$9,397,375.

In addition to executing direct service contracts, the Unit signed five interdepartmental agreements with other departments of State government. Through these interdepartmental agreements a total of 28 subcontracts have been executed totaling \$3,252,945.

Those served through interdepartmental agreements more than doubled in Fiscal 1976. The number served by direct service contracts increased by more than five times during Fiscal 1976.

In addition to this significant growth and expansion, the Purchase of Service Unit implemented standardized monitoring and reporting procedures, developed a systematic contracting process and began the development of a comprehensive evaluation system.

### **Bureau of Day Care Services**

In its third full year of operation, the Bureau of Day Care Services has continued to provide day care services to eligible children by contracting with 225 community groups to operate day care programs in addition to operating 22 DYFS day care centers.

In Fiscal 1976 staff negotiated new or renewed contracts with 225 organizations to provide 17,601 spaces for day care. This was a decrease of 1,523 spaces from Fiscal 1975 because of a reduced allocation of Title XX money available for day care. Priorities were established and a decision made that the Bureau would no longer contract for summer-only programs but would only contract for services that ran throughout the year, providing the continuity of services that is necessary for most families. Thus, summer programs were decreased, and the 17,601 spaces covered the following:

- 338 infants (a decrease of 25);
- 8,134 preschool age children (an increase of 534);
- 7,358 school-age children for a full year (an increase of 643, including
  - 578 children who need care for anywhere from five to eight hours a day to complement a Kindergarten program); and
  - 1,771 in summer programs (a decrease of 2,675).

For Fiscal 1976, the State provided \$2,325,109 for the contract function. The Bureau also solicits and arranges for donations from non-State sources in



order to claim the federal funds and contract for service.

In Fiscal 1976 the Bureau received \$3,225,369 from private donors and \$2,328,730 from public donors. These monies were then matched with federal Title XX funds.

During Fiscal 1976, the Center Operations Section of the Bureau of Day Care made some innovative changes in the areas of facilities, training, programming and administration. The Flemington and Community Day Care Centers were relocated from church buildings to new and modern day care centers. A new day care center with a capacity of 55 children was opened in Linden, New Jersey. The Long Branch Day Care Center was expanded to serve an additional 60 children.

The Center Operations Section served approximately 2,000 children in our 1,322 spaces. All children received physical examinations. Where indicated, screening tests were given for hearing, vision and speech, as well as for lead poisoning, for a total of 2,406 tests.

#### **The Office of Regulatory and Legislative Affairs**

The Office of Regulatory and Legislative Affairs (ORLA), staffed by attorneys and one social analyst, provides assistance and support to all units of the Division's central and field offices on a wide variety of issues having legal implication. The support activities of ORLA are concentrated in three major areas:

- Legislation.
- Contract Development.
- Operational Matters.

During Fiscal 1976 major activities in the area of legislation included:

- review of approximately 200 pieces of State and federal legislation and preparation of comments on those having significance to Division operations;
- drafting of proposed legislation for introduction in the legislature, ranging from comprehensive law revisions to amendments for specific purposes; and
- coordination with Division staff and interested community groups in the submission of legislation regarding the Interstate Compact on the Placement of Children.

In the area of contract development activities included:

- assistance in preparing and revising contracts for Title XX (Social Security Act) services and keeping abreast of changes in Title XX regulations;
- review of county welfare agency form contracts with individual service providers for compliance with Title XX requirements; and
- review of proposed Title XX regulations and assistance in preparation of Division comments and position papers for submission to the federal Department of Health, Education and Welfare.

Major activities in the area of operational matters included:

- submission of approximately 15 requests for legal advice to the Attorney General on matters affecting Division operations;
- response to approximately 1,000 requests for policy advice received from the various Division bureaus and units, ranging from simple questions to substantial questions requiring significant research efforts and resulting in the preparation of major policy statements;
- preparation or assistance in the preparation of numerous major policy statements on subjects such as family planning services, reporting of child abuse cases to county prosecutors, investigation of child abuse in institutions and confidentiality of drug and alcohol program records;
- revision of Division regulations and procedures in operational areas such as the conduct of administrative hearings and standards for residential facilities;
- substantial assistance in preparation of the Protective Services Manual for field staff use;
- preparation, in cooperation with the Attorney General, of a new protective services litigation manual with uniform litigation forms for use in child abuse and neglect cases requiring court intervention;
- development and assistance in implementation of a litigation specialist system designed to improve Division efficiency and expertise in the preparation and handling of court cases; and
- development of and participation in litigation training with the Attorney General, including one statewide session, with plans for individual sessions in each of the Division's district offices.

