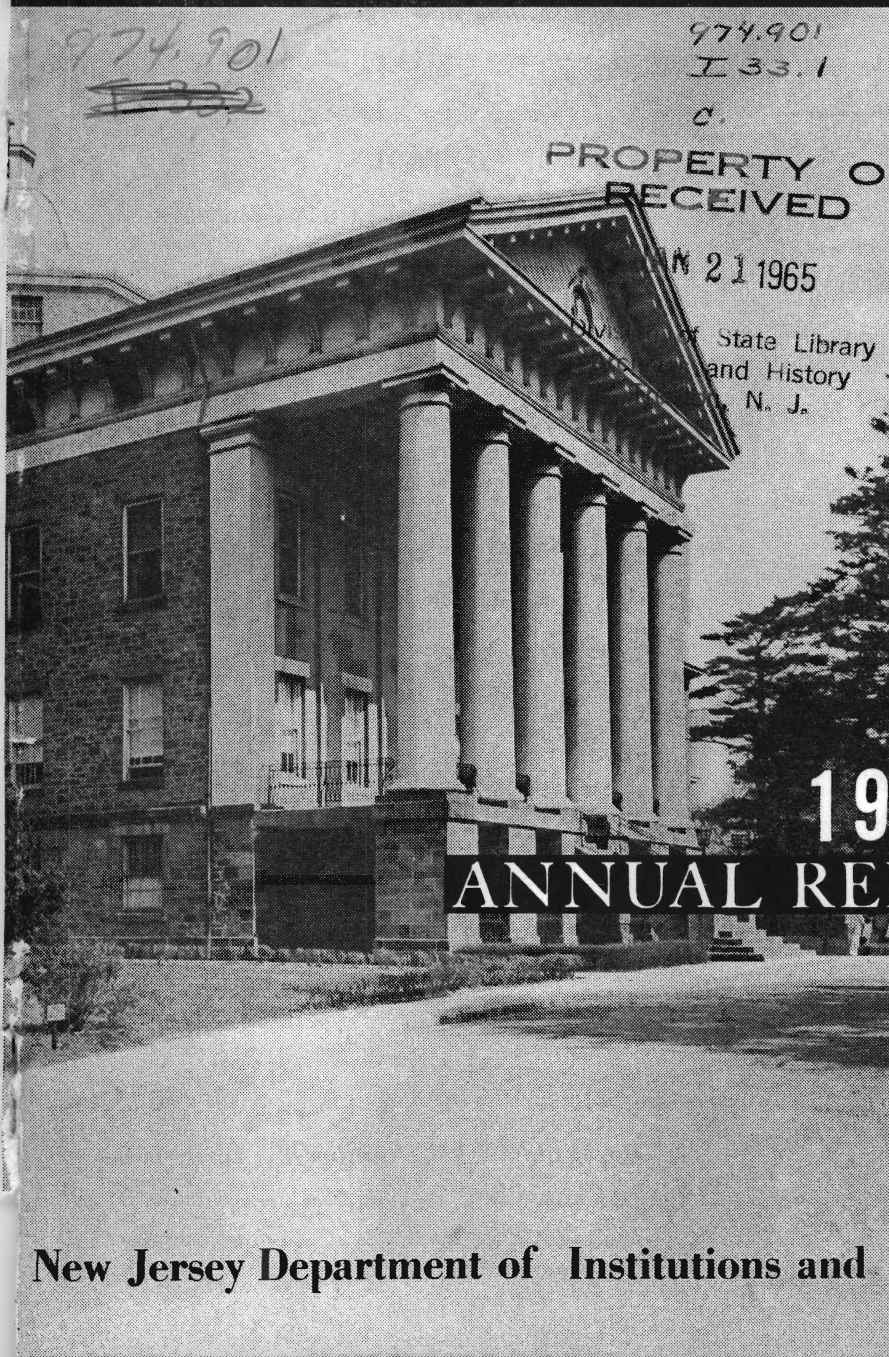


The

WELFARE REPORTER



1963
ANNUAL REPORT

New Jersey Department of Institutions and Agencies

The **WELFARE REPORTER**

*Departmental Publication
Institutions and Agencies*

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November 30, 1963

The Honorable Lloyd B. Wescott, President
State Board of Control
Department of Institutions and Agencies
Trenton, New Jersey 08625

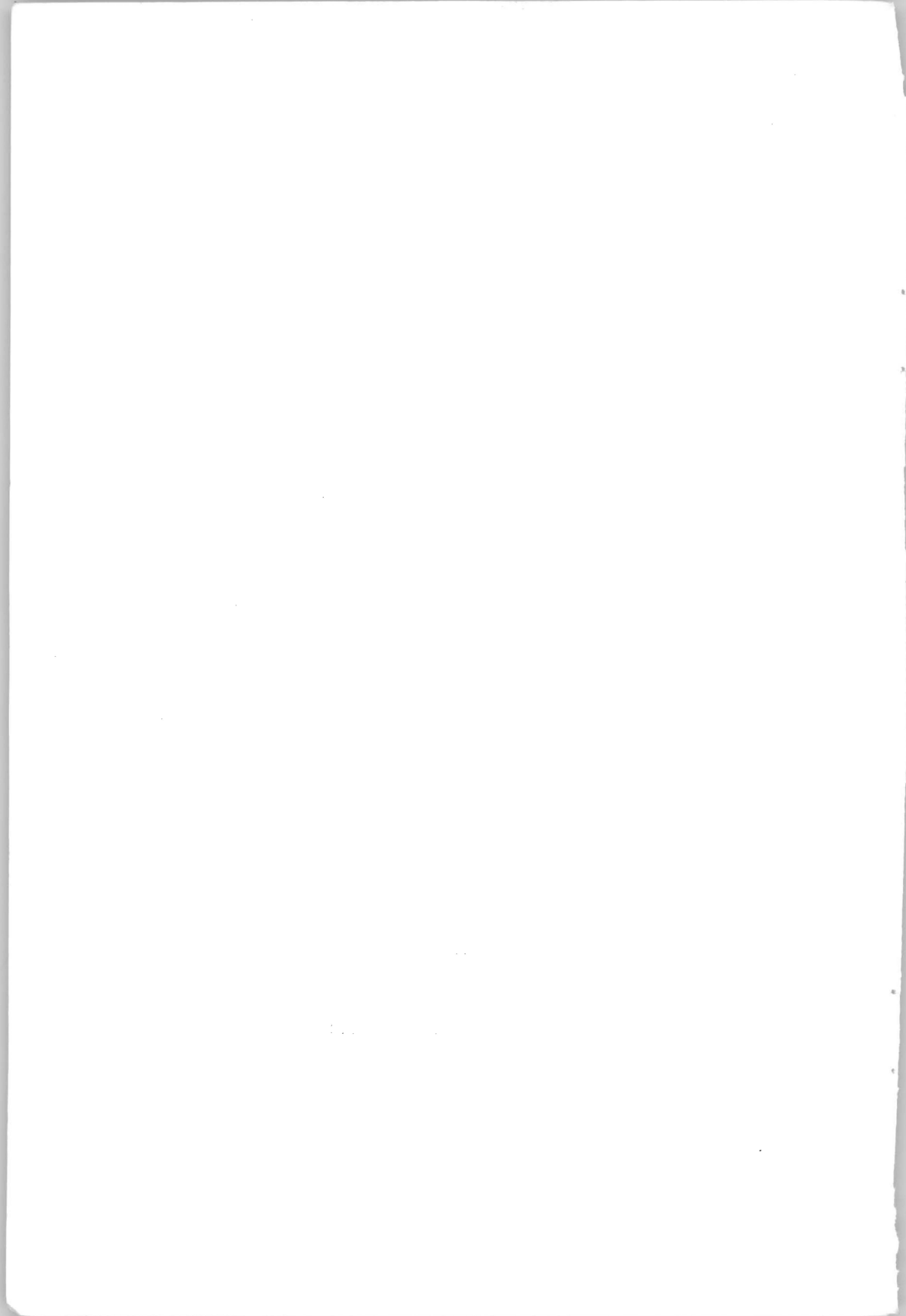
Dear Mr. Wescott:

The 1963 Annual Report, which it is my pleasure to submit at this time, is the legacy of my predecessor, the late John W. Tramburg, who died in office on January 14, 1963.

His accomplishments during the eight and one-half years he served as Commissioner of this Department were many. Their lasting quality will be his memorial. It is a pity that he did not live to see the results of the successful bond issue referendum he fought so hard to win at the close of his life. Although I served as Acting Commissioner from the time he died until May 22 and as Commissioner from May 22 to the end of the fiscal year, the achievements listed in this Annual Report belong to him.

Sincerely yours

LLOYD W. McCORKLE
Commissioner



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Mental Health and Hospitals

Mental Hospitals: *Although admissions to State and county hospitals during 1963 increased 3 per cent over 1962 (1963 — 10,866; 1962 — 10,531) the resident population on June 30, 1963 was 2 per cent below June 30, 1962 (1963 — 20,772; 1962 — 21,227).*

Mental Health Clinics: *With 44 clinics reporting the total patients on books increased 17 per cent over 1962 (1963 — 19,381; 1962 — 16,540). Increased service was also reflected in interviews with or about patients which rose by 12 per cent (1963 — 155,257; 1962 — 139,022).*

Hospitals for Chest Diseases: *A reporting change during 1963 invalidated some comparisons with 1962 data. 1963 admissions to hospitals numbered 2,572 of whom 1,800 were tuberculous, a decrease of 7 per cent (1962 tuberculous admissions — 1,935). The resident population on June 30, 1963 was 1,460 of whom 1,068 were tuberculous (1962 tuberculous population — 1,102).*

On July 1, 1962, there were a total of 21,150 patients in State and county mental hospitals in New Jersey; on June 30, 1963, the total had been reduced to 20,694.

During the year there was a total of 8,364 admissions to state mental hospitals and 748 transfers. In addition, there were 2,085 admissions to county mental hospitals and 30 transfers.

It has been estimated that there was a 31 per cent increase in the

total number of admissions to State hospitals between fiscal 1959 and fiscal 1963. During these years, budgeted positions in the mental hospitals were increased from 6,407 to 6,479 or approximately one per cent.

These figures indicate that mentally ill patients in New Jersey are having to spend a shorter period of time in mental hospitals because of more efficient and effective treatment methods. As a result, significant progress was made in reducing overcrowded conditions in our mental hospitals without the need for additional capital construction.

Two factors, more than others, have contributed to the decrease in total number of hospitalized patients. Recruitment for professional staff has improved and there are fewer vacancies in these positions, which means that there have been more professional staff to care for patients. Emphasis on in-service training and internal organization of professional services has resulted in a decreased rate of turn-over of personnel for morale reasons. This, too, has contributed to the efficiency of the program.

The second factor represents the results from the development of out-patient departments in state mental hospitals. Figures, particularly for Ancora State Hospital, indicate that in counties where the out-patient programs have been most effective, there has been a significant decrease in admissions.

It is difficult at the present time to appraise the significance of the community mental health services program in terms of its overall effect on the caseloads in mental hospitals, but it is significant to note that more and more of the community mental health clinics being supported by State grant-in-aid funds are providing services to both adults and children with serious and significant mental illnesses who otherwise might require care in a government mental hospital. All of this, in turn, has contributed to a climate in the State which has been conducive to attracting specialists in psychiatry and encouraging general practitioners and other physicians to provide needed medical care for individuals with mental illnesses.

The President's Mental Health Message and Planning

On February 5, 1963, President Kennedy delivered a message to the Congress calling for an all-out program to combat mental illness throughout the country with joint participation by Federal, state and local governments and non-governmental health and welfare agencies.

In all respects, the President's proposals gave increased depth and impetus to the direction in which mental health programming in New Jersey has been moving. It emphasized planning for comprehensive mental health

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services which would provide continuity of care and would bring the care of the mentally ill and the mentally retarded back into the mainstream of medical practice and into the mainstream of social and welfare agencies in the community.

It is anticipated that for the first time there will be a joint partnership between government and non-governmental agencies in planning comprehensively for the development of those services which will best meet the needs of all of the people; which will take advantage of the fact that government can provide some services best for all the people, but will also recognize the fact that private enterprise, particularly in the field of medicine, has provided the high level of medical care to which we are accustomed in this country. The increasing possibilities for sources of funds other than direct State tax dollars to cover the cost of medical care for mental illness are encouraging. The necessity of almost exclusive dependence on the State tax dollar over the last century has been a significant factor in the second-rate level of care in hospitals for the mentally ill. By contrast, private mental hospitals and psychiatric units in general hospitals, as well as facilities in some Federal hospitals where staffing has not been curtailed, have demonstrated that when patients are able to get necessary psychiatric treatment, their period of hospitalization is significantly shorter and the amount of social deterioration can be substantially reduced, if not eliminated.

At the close of the fiscal year word came from the Department of Health, Education and Welfare that the Division's proposal of a *Plan for Planning Comprehensive Mental Health Services for New Jersey* in the course of the next two years had been approved, and that \$103,700 would be available during fiscal year 1964 to assist in this activity.

Community Mental Health Services

The key feature of the President's mental health program envisions the development of what are called community mental health centers. Although these have not been specifically defined, in concept they envision a medical facility readily available to the large groups of population which will provide a continuum of services including in-patient, out-patient, day care, foster home, consultation and referral facilities.

In varying degrees existing State hospitals in New Jersey have been moving in this direction. A developing series of community mental health clinics and their increasing collaboration in professional services with general hospitals, as well as with the State and county mental hospitals, has set the groundwork for additional resources which will contribute to the ultimate program of community health services in New Jersey.

The New Jersey Neuro-Psychiatric Institute has already developed a program to serve as a regional mental health center for Somerset County. Experiences in this facility will show ways and means of strengthening psychiatric services in the other counties throughout the State and this information will be helpful to the Division as it proceeds with intensive planning over the next few years.

The Institute has also pioneered in the establishment of a self-care unit for long-term patients. In addition to providing a program of care which makes less demand for paid staff, the Institute has already observed beneficial effects to the patients who have been able to participate in this self-care program.

At Ancora State Hospital, the decentralized program with four separate clinical units has continued to be an effective way of making maximum utilization of staff personnel. There was an increase of 900 patients in their out-patient department program during the past year. Further progress in ultimate rehabilitation will be developed as a result of the assignment of a rehabilitation counselor from the Office of Vocational Rehabilitation to the staff of the hospital. This project, which was first pioneered at Trenton State Hospital and will, in the next fiscal year, be extended to Greystone Park State Hospital, will mean that vocational rehabilitation programs are available and functioning for patients in all of the state mental hospitals.

An additional innovation at Ancora has been the development of the concept of "the seven day hospital." Contrary to previous practice in most State mental hospitals, patients are now worked up, both from the point of view of history and laboratory studies, as effectively and quickly if they are admitted on Friday evening as they would be if they were admitted on Monday evening.

Children's Facilities

Census figures indicate nearly a forty per cent increase in the number of children, age five to nineteen, in New Jersey from 1950 to 1960. This fact, plus more careful differentiation between mental retardation and mental illness, accounts for the increasing demands upon the mental hospitals for the admission of children. In response to this demand and after careful studies, the Board of Control in March, 1962 adopted a policy establishing units for a maximum of seventy-five children in each of the State mental hospitals. It was intended that these units would be primarily for adolescents and pre-adolescents with serious mental illnesses who were not likely candidates for the ordinary intensive psychiatric residential treatment facilities.

Mental Health and Hospitals

In addition to these units, the Board of Control proposed a program calling for the development of small (twenty to thirty and no bigger than sixty-bed) residential treatment units in the communities, operated in conjunction with existing children's psychiatric facilities.

It was necessary to make adjustments to the retirements of Dr. Georges Lussier of the Arthur Brisbane Child Treatment Center, Dr. Berkeley Gordon of Marlboro State Hospital, and Dr. Harold Magee, of Trenton State Hospital.

Dr. Alfred Hicks is now carrying on the program at Brisbane in the tradition which Dr. Lussier established; Dr. Robert P. Nenno is implementing and expanding the plans for the reorganization of Marlboro on the basis of four intensive treatment units which were begun prior to Dr. Gordon's retirement. He has also been successful in recruiting physicians specializing in surgery, internal medicine and psychiatry as chief of these services. At the close of the fiscal year there had been a decrease of more than 200 patients in the resident population of the hospital.

(Dr. James Goynes, assisting medical director at Trenton State Hospital, took over upon the retirement of Dr. Magee, July 31, 1963.)

Dr. Humphry Osmond assumed direction of the program in the Bureau of Research in Neurology and Psychiatry, which was established by Dr. Joseph Tobin, January 25, 1963.

Training

Much of the progress that the Division has been able to make in recent years has indirectly resulted from that proportion of its resources which were invested in training programs to make it possible to have more qualified personnel. All of the State mental hospitals are currently approved for at least three years of authorized psychiatric residency training and there are a total of forty-six resident positions currently budgeted. During the year, seven residents completed three years of training required of candidates for certification by the American Board of Psychiatry and Neurology. Four of these accepted staff appointments, and three elected to continue their residency in the State system looking toward qualification in child psychiatry.

There has been excellent response to the fourth year of advanced residency training offered by the New Jersey Neuro-Psychiatric Institute. This additional year, in conjunction with an especially oriented third year, meets the final training requirements for dual specialization in child as well as clinical Psychiatry. One resident has successfully completed the program. The residency training program continues to be the State's best source of qualified psychiatric staff.

Heightened public and governmental interest in mental health education has emphasized the need for training personnel at each psychiatric facility to assume a leadership role in at least four significant areas:

1. Maintenance of high educational standards in the resident training program and further improvement in its breadth and effectiveness.
2. Organization and programming of educational exercises of interest to the medical staff.
3. Broad supervisory functions in the administration of all professional training programs conducted at the facility. Psychiatry, nursing, social work, psychology, dietetics and occupational therapy are examples.
4. Organizational, administrative and educational functions in the psychiatric orientation of non-clinical staff and in the establishment of ongoing counseling programs for maintenance, food service, clerical, and other personnel in comparable categories.

The Division has been in an unenviable situation for many years with respect to the licensure of physicians. For the past six years, it has vigorously encouraged all physicians under its administration to obtain medical licensure in New Jersey. The requirements established by the Joint Commission on Accreditation of Hospitals were supportive of its efforts, and for approximately three years, all physicians in hospital staff appointments have been licensed in some state or have held a certificate from the Educational Council for Foreign Medical Graduates.

During the past year, the Division introduced amending legislation with the full endorsement of the New Jersey State Board of Medical Examiners which, in effect, legalized the institutional practice of medicine by physicians unlicensed in New Jersey who held State and county positions.

The Bill, Assembly No. 243, introduced on January 21, 1963, is now law. Twenty-eight physicians are affected and the law runs until 1969. Although such full licensure for the staff is not at present a requirement for accreditation of the hospital for training purposes, attainment of this goal will make the institutions even more desirable as training centers and more attractive to prospective medical staff members.

Hospital-based training in the supportive medical disciplines of nursing, social work, occupational therapy, and psychology continue to be emphasized. In addition, active programs have been maintained for medical students, trainees in pastoral counseling and in music therapy, practical nurses and hospital attendants. The value of these programs in the recruit-

Mental Health and Hospitals

ment of qualified staff, and in broadening public understanding of the complex issues in mental illness and health warrant continuing and extended support.

Four of the State mental hospitals are now participating in the program which offers opportunity for selected psychiatric technicians to gain a professional nursing education. This program, begun in 1956 on a demonstration basis, currently provides a unique career opportunity and significantly assists hospitals in staffing positions in the professional nurse services.

An alternative program of career extension for the psychiatric technician program is currently under study. This program would provide select psychiatric technicians who do not qualify for professional nurse training to gain practical nurse qualifications for licensure. When implemented, this program would add a desirable dimension of quality to ongoing programs of training for patient care personnel.

A sequence of training for the psychiatric technician has been planned which is expected to encourage more candidates to enter the program and so to provide more trained staff in the attendant technician categories.

The brief program of psychiatric orientation and training of public health nurses provided by the State hospitals has become a needed ongoing program to facilitate more effective participation in community mental health and patient follow-up in the community by the public health nurse.

National attention has been directed to the psychiatric nurse resident program conducted on a pilot basis at Greystone Park. An application for a Mental Health Project Grant request has been filed with the Federal government to extend the program to all five State mental hospitals.

The training of professional personnel will continue to be a significant part of the community clinic program. In the past, two of the clinics were approved by the Sub-Specialty Board of Child Psychiatry for resident training in child psychiatry. Selected residents in psychiatry in the State institutions presently take part of their program in cooperating community clinics. Internships in psychology and field instruction for social workers are offered as part of the community clinic program. The Division will continue to encourage training for these disciplines in community clinics wherever appropriate.

The program for Psychology Junior Fellows sponsored by the Department was accredited by the American Psychological Association's Education and Training Board. With the appointment of a director of psychology training, financed by a three-year NIMH training grant in July, 1961, there was an expansion of the number of participating community clinics. The

Division is currently assessing the role and function of the director of psychology training to the State program and supporting the Neuro-Psychiatric Institute proposal to NIMH for continuation of the grant for one year.

Another type of professional training is involved in the award of a grant for the development of a neurological consultation service from the U. S. Public Health Service to the Neuro-Psychiatric Institute through the New Jersey Department of Health. It is the general intention to expand the program of the Convulsive Disorders Consultation Service so that a neurological consultation service can be made available to practicing physicians in different parts of the State of New Jersey to whom patients can be referred who have neurological problems and who are not able to avail themselves of appropriate and specialized neurological consultation facilities.

Research

The Bureau of Research in Neurology and Psychiatry has made significant although subtle contributions to the development of patient care programs in New Jersey. It is difficult to explain adequately and dramatically the value of and the need for an active ongoing research program such as that which has been developed.

The Personnel of the Bureau of Research now totals eighty-five, an increase of eighteen over fiscal year 1962. A notable change in the Bureau during the past year is the addition of a full-time, psychiatrically-trained director to coordinate the research effort, not only between the basic sciences and behavioral sciences, but also between the Bureau and the Institute. With the coming of Dr. Osmond definite increases in the behavioral science research effort have been evident. Under his directorship the Clinical Investigative Unit (Driscoll North) has undertaken sociological studies of group interaction of the ward patients and also a study of the motivation of the attendants on the ward in comparison with other attendants employed by the Institute. In collaboration with Dr. Frances Cheek, the pioneering studies of the LSD effect in alcoholism (Osmond 1954) has been continued at the Earle Alcoholic Unit. Statistically reliable studies involving groups of thirty-two patients each are being used to validate the psychedelic effect of LSD. This study should be completed by the end of this calendar year.

Under the chairmanship of Dr. Carl C. Pfeiffer, the Clinical Investigative Committee has met monthly in order to supervise the clinical investigative programs undertaken by the Bureau of Research and the Institute.

At present, fifty-eight research projects are being actively pursued. Eighteen research grants helped finance these activities and twenty-two actual publications are available in reprint form as a result of the year's effort.

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Communication

The extreme acceleration of general popular and professional interest in mental health programming which was brought to a peak by the President's Mental Health Message has highlighted the need for more clarification and definition of mental health terms. There is considerable activity at the national level in this connection. The National Association of State Mental Health Program Directors has established an executive office in Washington, D. C., and appointed an executive director whose primary function will be that of helping to pass factual information among the different states in order that there be more awareness of discrepancies in clarification and definition of terms and that comparative observations may be more truly comparative. Joint committees of the American Medical Association, the National Association for Mental Health, the National Institute of Mental Health, the American Psychiatric Association, the American Public Health Association and others are working on the problem of clarification of terms and definitions.

Tuberculosis Facilities

Early in the fiscal year the Freeholders of Hudson County decided to curtail the operations of the Pollack Hospital as a hospital in Hudson County for the care of tuberculosis and subsequently transferred the tuberculosis patients to the Sanatorium at Glen Gardner. With some emergency additions to the staff, Glen Gardner was able to accommodate a significant increase in the number of patients. Commissioner Kandle, of the Department of Health and Commissioner Tramburg earlier had authorized a study by a non-governmental committee of the total problem of the hospital care of tuberculous patients in New Jersey. This committee's report, which in essence recommends a single system of government-operated, regional, in-patient facilities for the care of the tuberculous patient in conjunction with adequate out-patient examination and treatment clinics, has been submitted. Although such a program has considerable merit, from both the practical and medical point of view, the significant problems in coordination of services which now exist at both the county and the State level will need to be worked out before any such program can be implemented.

Retardation

Mental Retardation: Admissions during 1963 were less than in 1962 (1963 — 278; 1962 — 364) but the resident population on June 30 showed virtually no change (1963 — 5,693; 1962 — 5,670). The need for additional facilities is evidenced by the 29.4 per cent increase on the waiting list (1963 — 1,150; 1962 — 889).

The Division of Mental Retardation, in compliance with responsibilities assigned by the Commissioner of Institutions and Agencies, has continued in its traditional relationship with the five public institutions providing training and care for the retarded. The Division has undertaken community services with regard to admissions, family care, post-institutional programs and Day Care, and conducted and participated in general public and professional programs of information on the problem of mental retardation.

While past annual report statements have addressed themselves to the acute need for expansion of the State's residential facilities, a number of trends of service character have developed in the past few years. Attention perhaps should be focused on these at this time. It is not that New Jersey does not still need "plant expansion." Rather, with the anticipated completion in 1964 of Woodbridge State School, the cottage replacement program at New Lisbon Colony and the plans for development of other facilities via funds anticipated from the Bond Issue, the most urgent needs for expansion and overcoming obsolescence will be met. In this document, consequently, attention will be directed to service achievements and deficiencies.

Perhaps foremost among the concerns of the Department and its institutions for the retarded has been the issue of an adequate level of institutional

care for persons in residence. To this end, surveys have been undertaken to determine the minimum number of care positions required, new titles with higher salaries and higher entrance requirements have been developed, and increased efficiency of existing staff has been pursued. Not all of these aspects have been implemented to the fullest, but the achievements may be reflected by certain historical data and the events of the past year. For instance, in ten years both the annual per capita (based on maintenance) and the number of employees have doubled. In the same period the ratio of employees to residents has dropped from 1:43 to 1:2.4 and the total annual expenditure for institutional services has increased from 4.8 to 10.5 millions of dollars.

	Average Daily Resident Population	Annual Maintenance Expenditures (in thousands)	Total Annual Appropriation Expended (in thousands)	Annual per Capita (based on maintenance)	Budgeted Positions	Ratio Employees to Residents (average daily population)
1949	4,147	2,730	2,875	658	820	1: 5.1
1954	4,574	4,527	4,762	990	1,069	1: 4.3
1959	5,588	7,678	8,108	1,377	1,707	1: 3.2
1960	5,572	8,269	8,550	1,482	1,804	1: 3.1
1961	5,535	8,742	8,839	1,566	1,840	1: 3.0
1962	5,461	9,378	9,625	1,717	1,918	1: 2.9
1963	5,518	10,227	10,518	1,796	2,014	1: 2.4
1964*	5,695*		11,300*		2,147*	

*Actual figures not available until 6/30/64, therefore only appropriated figures given as indicated in Governor's 1965 Budget Message.

The raising of entrance salaries to the attendant series from \$2520 in 1959 to \$3063 this year has had a beneficial effect. The creation of the Cottage Training Technician series of titles permits the recruitment of better-educated young persons to work with the handicapped. The series, moreover, presents an attractive opportunity to new employees who may have the aspiration of career service in helping the handicapped. Of primary importance to the institutions, however, has been the development of the supervisory cottage-life titles which affords administration to maintain adequate direction and control over care programs. These provide greater assurance that the principles applied in the care of a child are those of the Board of Managers and superintendent, rather than those randomly invoked by the individual cottage employed.

Retardation

All institutions for the retarded, and indeed the Field Services section of the Division, undertake some form of staff training. Some training is formalized and worthy of the name "program." The new manual on attendant training, completed this past year with support from Federal funds, is a guide available to these institutions for increasing the efficiency of the large percentage of total employees that cottage and care positions represent.

Care personnel alone do not meet all the needs of the residents of institutions. For a program to be significant, there must, as well, be intimate collaboration of a variety of professionals of many disciplines. Residential programs have been somewhat handicapped by the necessary relegation of such positions to a lower order of priority below those positions associated with the care needs of the residents. All institutions have effected some improvements in medical, educational, and recreational programs. The full potential of such programs, however, has been delayed and will remain so until increased funds for these areas are appropriated. This problem, moreover, has in some sense been aggravated by the increased number of severely handicapped persons in institutions. Surveys about two years apart—the most recent one completed in April, 1963—show that the number of severe retardates in residential populations have increased to 52.5 per cent (increased by about 2.4 per cent or 150 persons). The waiting list portends that the trend will continue; at least 850 of the 1,150 cases on the waiting list need the degree and kind of services associated with severe handicapping conditions. Such persons are harder to care for, need more training, have more physical disabilities, and place a greater strain on the staffs.

The increase of severely retarded reflects upon the liberal release policy in effect in the institutions. In recognition of both civil rights and human potential, and to assure economic utilization of available facilities, many residents who might be in the community without continuing supervision have been discharged. Many others who can be domiciled in the community but not discharged are in family care institutions. The extent of these practices can be illustrated by comparing the three years 1953-1955 with 1961-1963. In the former period the average annual number discharged was 85 while in the latter, 252.

Credit for these significant changes in kind of population service levels and population movement should be shared by institutional and Field Services' staffs. The following chronology indicates the significant changes in the Field Program:

1955-56 Post institutional supervision was assigned to the program. This was the only area of service for the first year of the program. Caseloads were small. Service was exclusively oriented to place-

ment and supervision of individuals released from the residential facilities. Caseloads in this area of service increased each year to fiscal 1958. Subsequently they have decreased with the exception of the family care caseload which continues to increase each year as more monies are made available and more acceptable sheltered boarding homes are found in the community.

- 1956-57 Assignments of home and community reports on behalf of individuals in State residential facilities. The institutions have long recognized the value and need of socio-familial and developmental information regarding residents so that intramural and extramural programming could be realistically developed to meet the needs of the individual and his family. Prior to 1956-57, the information available within the institutions was primarily the admitting information, often many years old, or current information if families had remained in close communication with the institutions or their residents. So inadequate was the case record material in this area for the majority of residents that the institutions have requested each year 1,000 or more community investigations to be conducted by the Field Program.

- 1957-58 Assignment by the Central Office to provide a socio-familial and developmental report for all cases on the waiting list and, also, to provide an annual follow-up field review of all such cases. Caseloads have increased in this area of service from a monthly average caseload of 185 in fiscal 1958 to an average monthly caseload of 811 in fiscal 1963. Moreover, the rate of assignment of new cases to the waiting list has shown steady acceleration from 224 new cases assigned in 57-58 to 625 cases assigned in 62-63.

- 1960-61 Assignment of the intake function. Intake function requires (1) the assembling of comprehensive socio-psycho-familial and developmental information in order for the Central Office to make a determination of eligibility for services of the Division; (2) dissemination of information regarding the commitment process and (3) interim programming in distress cases pending commitment and admission. The average monthly caseload in this area of service has increased from 220 in 61-62 to 704 in 62-63. New cases embarking on the intake process increased from 675 in 61-62 to 1,097 in 62-63.

The future seems to portend more services to more cases. Institutional expansion is inevitable; the character of the facilities may change as more

Retardation

severe cases come in for care. The kind of specialization that separated Totowa from Vineland may not be wise. Geographical admissions or specialized function relating to level of adaptive behavior in combination with medical and social care seem the choice. All case loads will rise, however, and community programs not yet undertaken or just begun (as Day Care) will be undertaken. Where will it stop?—When the State provides sufficient and varied programs that the retarded are trained to the level of their capacity, when care is at such a level that citizens can be proud of the way the Division discharges this responsibility, and when families who need the assistance of public programs can call upon them without waiting for such service.

Interdepartmental Committee on Lifetime Disability

Many agencies, public and private, and many professional groups in New Jersey have long addressed themselves to the problems of persons with lifetime disabilities. The State's record over the years is one of which it can be proud. Programs for such handicapped citizens exist in the State Departments of Health, Education, Institutions and Agencies, and Labor and Industry. Various other executive departments have less immediate responsibility, but are involved in providing constructive services for handicapped persons. Further, New Jersey courts are frequently called upon to aid families and community agencies in resolving the problems created by retarded or otherwise persistently disabled individuals in the home or community. State funds in excess of twenty million dollars are expended annually in education, health, welfare, and rehabilitation programs.

In order to effect the required multiple, yet coordinated, attack on lifetime handicapping conditions and to effect truly comprehensive programming for persons with lifetime disabilities, the New Jersey Interdepartmental Committee on Lifetime Disability was created June 26.

The objects and purposes of the Interdepartmental Committee on Lifetime Disability:

1. To share the resources of staff, information, and experience, in order to plan more effectively and economically a dynamic Statewide program to meet the needs of citizens of New Jersey with lifetime disability.
2. To achieve continuous cooperation among the State departments now serving those with lifetime disabilities so that overlapping may be avoided and gaps in existing services closed.
3. To assemble a body of information concerning the incidence and prevalence of lifetime disabilities in New Jersey as a common basis

for action and to review the most adequate practices in providing medical diagnosis, treatment and allied therapeutic services, nursing and welfare services, education, vocational habilitation, and employment opportunities for the citizen with lifetime disability.

4. To encourage cooperation and communication between and among State, county, municipal and voluntary and private agencies.
5. To cooperate in recruiting and training the specialized personnel required to teach, train and treat the handicapped.
6. To encourage and support pertinent research.
7. To consider the interrelationships between State agencies and the Federal programs related to lifetime disability in order that the most effective use be made of Federal resources available to the State.

The Commissioners of Education, Health, Institutions and Agencies, and Labor and Industry, the Secretary of State, and a representative of the Governor's office were designated as permanent members of the Committee. The Committee will elect its own chairman on a rotating basis. The Attorney General, President of the Civil Service Commission, Commissioner of Conservation and Economic Development and the Treasurer will serve on the Committee at the call of its chairman when matters pertinent to their official concern arise.

The director of the Division of Mental Retardation will act as secretary to the Committee. Minutes of Committee meetings will be submitted to the Governor.

In addition to the Interdepartmental Committee on Lifetime Disability, a Governor's Advisory Council on Lifetime Disability with broad representation of lay and professional citizens will be appointed. This Council is to collaborate with the Interdepartmental Committee on matters of common concern and especially on planning which requires coordination among public, voluntary, and professional efforts. The Council will meet at the call of its chairman and, in addition to consulting with the Interdepartmental Committee, will report directly to the Governor from time to time.

The Interdepartmental Committee on Lifetime Disability, in consultation with the Advisory Council, will explore the problems of chronic handicapping conditions originating in early life, such as mental retardation, blindness, brain injury and cerebral palsy as they affect citizens of the State. It will undertake to devise integrated, coordinated programs to help

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the person with lifetime disabilities become as self-sufficient as his abilities permit, and to create through a variety of educational efforts a climate of public understanding of these problems.

Specific issues will be investigated by a number of "working parties" organized by the Committee and composed of representatives of various State agencies with direct operating responsibilities designated by the appropriate Commissioners, together with any other consultants who may have particular competence in the area under study. Reports on conclusions of these working parties will be reviewed by the Interdepartmental Committee on Lifetime Disability at least twice a year.

Correction and Parole

Correction: Court commitments were down 2 per cent from the high level of 1962 (1963 — 3,540; 1962 — 3,612) although total intake including returns for various reasons caused the resident population to remain almost constant (1963 — 5,681; 1962 — 5,705; — 0.4 per cent). The increased use of work camps alleviated overcrowding to some degree.

Parole: Releases to parole increased by 7.4 per cent over 1962 (1963 — 3,023; 1962 — 2,815) although the number on parole on June 30 decreased 2 per cent from the previous year (1963 — 4,684; 1962 — 4,788).

New Jersey faces an ever-mounting problem in meeting its legal and moral responsibility to provide safe custody and rehabilitative care to persons confined in its penal and correctional institutions. This responsibility is a difficult one to discharge at best, but even more so in the face of rising inmate populations and the inadequacy of physical plant. This aspect of the problem is not new; it has persisted since the early part of the last decade.

The last major correctional facility to be built in New Jersey was at Bordentown in 1937. Since that time the general State population has increased by more than half. There has been a corresponding increase in commitments to penal and correctional institutions which has placed a heavier burden on their already overtaxed facilities. With no alternative to accepting commitments from the courts, the result has been serious overcrowding and a resultant impact on inmates, personnel and program.

Compounding the problem brought on by overcrowding is that of growing obsolescence of physical plant. It occurs to some degree through deterioration, but largely because custodial facilities, built decades ago, do not permit easy implementation of programs designed to take fullest advantage of the classification concept and the unfolding knowledge and techniques of the social sciences.

Where competing needs and demands for public funds must be balanced, there is frequently a natural and understandable wish to gloss over correctional problems. The consequences, however, can be and usually are unfortunate.

The public has a vital interest in sound correctional programs. Almost all convicted offenders sooner or later return to free society. The public has a right to expect that released offenders will be able to assume the responsibilities of that society. Whether this does in fact occur depends, at least in part, on the effectiveness of the State's correctional programs. New Jersey, in the absence of a capital building program, has resorted to two expedients:

1. Reduced the average time an offender is held prior to release.
2. Placed more offenders in minimum custody classification.

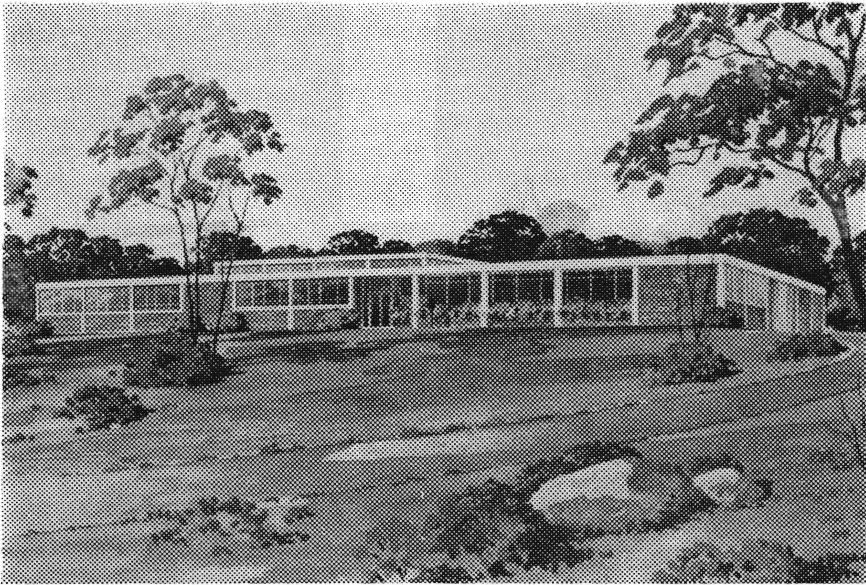
The breaking point in the reduction of average time served has been reached. Already it is recognized that the problem of overcrowding has resulted in the release of offenders who have not had the opportunity to derive maximum benefits from the program, in the hope that shortened exposure to the correctional program would somehow "take." There is now reason to believe that, for some at least, this expectation did not materialize.

Some part of the reduction in average length of stay is attributable to program developments around identifying and classifying individuals who are able to profit from helping services—both group and individual. The larger part of this reduction in length of stay, however, stems from the need to adjust it to the pressure of the rising tide of new commitments.

Within the past eight years the Division has developed a number of relatively small minimum custody units. This program has been accelerated and in the past five years it has established units for an increasing number of inmates on the grounds of other State institutions and permitted an increasing number of inmates to be placed in minimum-custody status. Several additional facilities for housing minimum custody status inmates are being planned while another, the Bordentown Reformatory Unit at New Lisbon, is nearly finished. Upon completion of the proposed camps (Annapdale Work Camp, State Home for Boys Work Camp and the Reformatory for Women Work Camp, in addition to the one at New Lisbon), the satura-

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tion point will have been reached—at least until the program has been analyzed on the basis of experience. Should internal discipline in the camps break down or escapes increase significantly, the implications would have far-reaching effects on programs and for capital construction needs in correction.



SECOND ANNANDALE WORK CAMP

ARCHITECT: Neil S. Greydanus

Inmates assigned to minimum custody facilities and to minimum custody assignments are involved in a variety of housekeeping functions, maintenance activities, farming operations and special assignments. The expansion of the minimum custody program has had a salutary impact by providing meaningful work experience for an increasing number of inmates. The problem of providing meaningful work experience for many in the prison population not assigned to minimum custody status still remains great.

A substantial improvement in the reformatory picture will happen when the proposed Yardville Reception and Classification Center is completed. Plans for this facility were fairly well developed by June 30, 1963. The Yardville Reception and Classification Center will make available 904 beds for persons committed to the reformatories and will provide the resources for improved classification of the most difficult cases.

Early in fiscal year 1964, Bordentown Reformatory will open its

camp for seventy-five reformatory inmates on the grounds of the State Colony at New Lisbon. A large number of these inmates will help care for patients; a smaller number will be assigned to work on projects in and around the Lebanon State Forest under the work supervision of the State Department of Conservation and Economic Development.

In addition to the Yardville Classification and Reception Center and the Bordentown Camp at New Lisbon, an additional work camp for Annandale Reformatory has been approved and is now on the drawing boards. This camp will be located a few miles away from the Annandale Camp at High Point Park and will house fifty inmates who will be assigned to work on projects selected by the conservation department.

After January, 1964, one Board of Managers will be responsible for the entire reformatory program to be conducted at the Yardville Classification and Reception Center, Bordentown Reformatory (including work camps at the Neuro-Psychiatric Institute and State Colony at New Lisbon) and Annandale Reformatory (including High Point Park Camp, Knight Farm and the new camp now being planned). The creation of one board for these related institutions will provide the opportunity to develop an integrated reformatory program with wider classification opportunities for all persons sentenced to a reformatory term.

The Division has been granted approval to proceed with developing a work camp where fifty inmates from the State Home for Boys at Jamesburg can be housed. Consultations have been held with the Department of Conservation and Economic Development on a suitable site, the choice of which will be made early in fiscal year 1964. A work program for this camp will be developed with the cooperation of the conservation department. This camp will, in a small way, relieve the population pressure at Jamesburg. It is apparent, however, that a substantial amount of additional housing for male juvenile commitments will need to be provided if population pressure at Jamesburg is to be lessened.

The Department has organized a committee to study the needs and problems of juveniles under twelve committed to the State training schools. It is anticipated that the study group will consider the alternatives: non-correctionally oriented facilities, both public and private, or a special State-operated facility programmed to meet the needs of this age group.

Still another work camp, this one for females presently housed at the Reformatory for Women at Clinton, is being planned and will be located on the grounds of the Vineland State School. Forty Clinton girls will be housed here and will be assigned to work as needed in the State school.

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A comparison of the number of inmates housed against the rated capacity of the State Prison System would tend to demonstrate that housing for offenders committed to the prison is adequate. This is misleading in the reality of obsolescence and overcrowding. A prison wing built in 1835 houses approximately 350 inmates. As many as four inmates presently sleep in the cells of this wing—cells designed to house an inmate each.

Numerous committees have studied the Trenton State Prison. Some have recommended that it be demolished and a new maximum security prison developed. Because of the high cost of replacement, the most recent recommendation anticipates salvaging a part for 700 inmates and developing a 500-bed medium security prison at Leesburg.

Bureau of Parole

The Bureau of Parole has been facing a continuing problem of heavy turnover in professional staff. At the close of the fiscal year 1963, twenty-six per cent of the staff was temporary. Frequent changes in personnel have compelled the Bureau of Parole to step up recruitment and to carry on extensive training at all levels.

Case loads in the Bureau of Parole have been maintained at averages of sixty to seventy male cases. The female caseloads are less in most instances and sometimes substantially so. In addition to caseloads (cases assigned for supervision), parole officers are assigned non-case load investigations—usually to secure additional data for social histories or to develop parole plans for persons who may or may not be approved for parole subsequent to the assigned pre-parole investigation.

Various ways have been used to maintain and improve the quality of case servicing, among them (1) on-the-job training of new parole officers under the supervision of the district supervisor and senior parole officer in each district office, (2) an orientation program having formal instruction of at least one week in the theory, policy and practices of parole administration in New Jersey and, (3) nine one-day in-service training programs, during which new developments in parole and allied fields are explored and an opportunity for critical evaluation by all staff is encouraged.

The many-faceted training programs have afforded administrative personnel in the Bureau an opportunity to observe and evaluate professional staff members.

At the close of the fiscal year there were 4,432 cases under supervision in New Jersey, forty-nine less cases than the year before. The reduction in case load occurred despite the fact that more than 3,000 persons

were placed on parole during the year. This was due to a liberal discharge of persons from parole supervision in advance of the established maximum term where such persons had given evidence of ability to adjust satisfactorily in the free community. The initial result (895 parolees were so discharged) was to clean out a number of cases from the books. Had these cases been retained, the case count would have required an additional thirteen parole officers together with stenographic staff.

Staff members are urged to develop and strengthen community support for parole. Emphasis has been placed on inter-agency visits and conferences with other agencies in the community, both public and private.

It is anticipated that the increase in professional salaries in the coming fiscal year will stabilize turnover and lessen the need for new recruitment. Should this occur, the continuity of staff which this presages should result in an even better level of performance.

Special Classification Review Board

A total of 409 examinations at the Diagnostic Center resulted in 136 referrals under the New Jersey Sex Offender Statutes. As a result of these referrals, seventy-five persons were committed to institutions and the remaining sixty-one were referred to the Court for other disposition.

Of those in custody in New Jersey institutions under the Sex Offender Statutes, three were recalled by the Courts, twenty were released at the expiration of the service of their maximum sentences, one died in the institution and twenty-seven were released on parole during the year. A report of the changes in institutional populations follows:

<i>In Custody and on the Register July 1, 1962</i>	<i>Added</i>	<i>Removed</i>	<i>In Custody and on the Register June 30, 1963</i>
254	75	51	278

The Special Classification Review Board held twelve meetings during the year. Since the law provides that each case be reviewed every six months, the Board reviewed a total of 502 cases. This represents an increase of thirty cases as compared with the same period a year ago.

In addition to those cases routinely reviewed, the Board was called upon to consider the transfer of six cases following recommendation of institutional staff that a different institution would more adequately meet the needs of these inmates. Results of the Board's review were made known

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to those making the recommendation and to the director of the Division of Mental Health and Hospitals for what action he deemed necessary.

Of the total of seventy-two cases referred to the New Jersey State Parole Board with a recommendation for favorable parole consideration, thirty-five cases were approved for parole and thirty-seven were denied. Of the thirty-five cases approved for parole, twenty-seven were released during the reported year and eight in the year following.

At the beginning of the year there were seventy-five sex offenders under parole supervision. During the year nineteen of these were discharged from supervision upon completion of the service of their maximum sentences, two died and six were returned as parole violators.

The total number of sex offenders under supervision during the year was 129.

Bureau of State Use Industries

In the effort to provide more work and upgrade training facilities, approximately \$71,000 in capital investment was made this year and employment increased five per cent (from 986 to 1,034) for the second consecutive year.

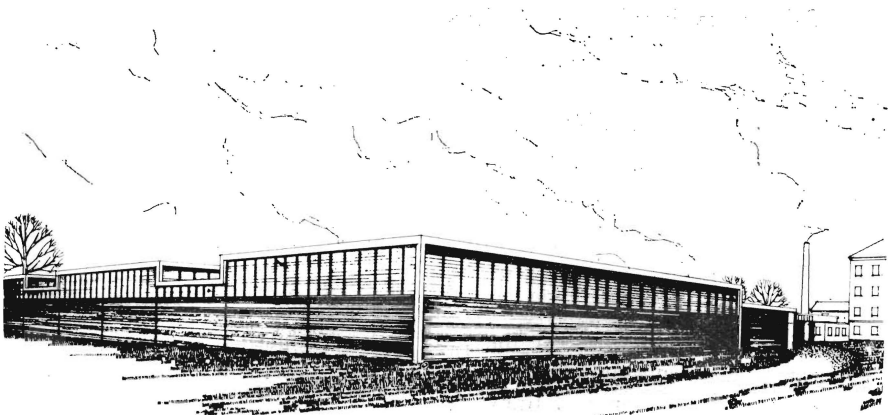
Improvement and expansion of shop facilities followed the modified long-range plan adopted in the 1962 fiscal year.

On June 24, ground was broken for the Industrial Building at Bordentown Reformatory which is being built with 1961 bond issue funds to create approximately 100 badly-needed jobs. Rahway Clothing Shop No. 2 was built and placed in operation in the Fall of 1962 with an increase of approximately forty jobs. Rahway Miscellaneous Manufacturing Shop was built and commenced operation in the early months of 1963 with a further increase at that institution of approximately twenty jobs.

Planning is under way for shops to employ about 140 inmates in the new Yardville Youth Reception and Correction Center.

Exterminating services which had been furnished at day rates to the institutions on a planned schedule since 1946 were discontinued upon the retirement of the incumbent after suitable advance notice to the using agencies.

The shops furnished 1,034 full time jobs, 919 of which were in the penal and correctional institutions (about twenty-three per cent of the population); employment is up five per cent from last year. One hundred fifteen patients were kept occupied in the brush and weaving shop of the Vroom Building at the Trenton State Hospital.



NEW INDUSTRIAL BUILDING AT BORDENTOWN REFORMATORY
ARCHITECT: Richard J. Chorlton

Average annual output in sales per penal and correctional job was \$2,202.

The turnover rate in the several shops was still very high but showed a favorable trend; 2,065 inmates were assigned to fill the 919 full time jobs; this is an average of 2.2 inmates for each job; down slightly from the 2.3 figure of last year.

Turnover rates for the several institutions are as follows:

	<i>Average Jobs</i>	<i>Inmates Assigned During Year</i>	<i>Average Inmates Per Job</i>
<i>Prison</i>	<i>351</i>	<i>592</i>	<i>1.7</i>
<i>Rahway</i>	<i>292</i>	<i>572</i>	<i>1.95</i>
<i>Bordentown</i>	<i>91</i>	<i>395</i>	<i>4.3</i>
<i>Annandale</i>	<i>138</i>	<i>353</i>	<i>2.5</i>
<i>Clinton</i>	<i>47</i>	<i>153</i>	<i>3.2</i>
<i>Total</i>	<i>919</i>	<i>2,065</i>	<i>2.2</i>

Sales were approximately \$2,047,000; up slightly from last year. Net income was approximately \$30,000 or 1.47 per cent of sales. The rise in gross income, although small, is largely due to the fact that auto tag sales increased somewhat because of the rising rate of replacement of the aluminum plates which are going off cars at nearly twenty per cent of the general issue. Total sales for the other industries also showed a small increase.

Correction and Parole

Sales were distributed as follows:

a. Department of Institutions and Agencies	75.6%
b. Other State Departments	18.2
c. Counties and Municipalities	6.2

Total sales to counties and municipalities showed a drop to \$130,000 from \$150,000 last year because sales of snow fence were down.

Inmate wages paid remained the same. Total wages paid to inmates was \$54,149 or 2.69 per cent of gross sales.

Average daily wages at the Prison and Rahway remained at 30.5 cents with more than two-thirds of the jobs under evaluation. Average working hours remained substantially unchanged from previous years, being 25.5 per week at the Prison and Rahway, thirty-five at Clinton and Annandale, and thirty-five at Bordentown (up from thirty-four).

During the year the State Board of Control increased the membership of the State Use Advisory Council to twelve and provided for staggered terms of office.

Inspection and Consultative Function

Each of the county jails, workhouses and penitentiaries was inspected during the year and a report in each instance was made to the proper county authorities. These inspections included facilities for housing of Juveniles in those counties where juveniles were detained or confined in segregated areas of county jails. Separate juvenile facilities in Atlantic, Camden, Mercer, Middlesex, Monmouth, Morris and Passaic counties were also inspected and reported on.

In addition, 216 municipal lockups were inspected and reports submitted to the proper municipal authorities.

The following State penal and correctional facilities were inspected and reports submitted to the State Board of Control and to the respective Boards of Managers: Leesburg, Bordentown, Annandale, State Home for Boys, and State Home for Girls.

Besides inspecting these larger facilities, periodic visitations were made to the several camps and outside work details maintained throughout the State.

Consultations were held with the several counties and municipalities relating to new construction, alteration of present plant, and various administrative procedures and problems, as well as with wardens of certain county jails to provide custodial alterations, when required, for acting out inmates in the State penal and correctional facilities.

Highlights

1, Implementation of a policy permitting the discharge from parole supervision of juvenile offenders (except for homicide cases). Under this policy, the Bureau of Parole regularly reviews such cases and, in those instances where parolees have demonstrated ability to adjust satisfactorily in the free community, makes recommendations to the respective Boards of Managers of the paroling institutions that such persons be discharged from parole.

2, The development of the "B" case program which provided the opportunity of transferring selected inmates from Bordentown Reformatory to satellite facilities of the State Prison (specifically to Jones Farm and to Rahway Prison Farm) for domiciliary purposes during periods of severe overcrowding at the Bordentown Reformatory.

3, First Annual Awards Dinner on December 17, 1962 of the Division of Correction and Parole recognizing the outstanding contribution and meritorious service of one person from each correctional institution and agency. The late Commissioner and Governor Hughes attended.

4, Conference in Newark in October, 1962 under the auspices of the Department on "Problems in Employment Confronting Negroes in New Jersey."

5, Inspections in March, 1963 (of the Reformatory at Bordentown, the State Home for Boys and the Reformatory at Annandale) by Governor Hughes, members of the State Board of Control, members of the respective Boards of Managers and the Commissioner.

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NEW JERSEY STATE LIBRARY

General Assistance: Additions to case load rose 10.3 per cent above the previous year (1963 — 38,051; 1962 — 34,510) and the year-end number of recipients was 14.8 per cent above June 30, 1962 (1963 — 29,200; 1962 — 25,444).

Aid to Dependent Children: Cases added to rolls increased 8.5 per cent (1963 — 8,227; 1962 — 7,582). The year-end number of recipients (adults and children) was 17.5 per cent above the previous year (1963 — 90,111; 1962 — 76,718).

Old Age Assistance: Additions during 1963 were 7.4 per cent above 1962 (1963 — 3,826; 1962 — 3,564) while the year-end number of recipients was down slightly, — 1.3 per cent (1963 — 18,469; 1962 — 18,706).

Disability Assistance: Additions rose 8 per cent above 1962 (1963 — 2,444; 1962 — 2,262) and the number of recipients on June 30, 1963 was 4.9 per cent above the previous year (1963 — 7,988; 1962 — 7,612).

Blind Assistance: Both additions and recipients at the end of the year show little change (Additions 1963 — 163; 1962 — 189) (Recipients on June 30, 1963 — 950; 1962 — 930).

Child Welfare: The combined care and guardianship programs showed increased additions of 18.1 per cent (1963 — 2,418; 1962 — 2,047). The year-end caseload for both programs was 9.4 per cent above the previous year (1963 — 8,377; 1962 — 7,655).

“Not since the passage of the Social Security Act in 1935 have there been so many changes affecting the administration of public welfare.” This statement, in one form or another, was the central theme of oral and written

expression throughout the nation, and is without question descriptive of activity in New Jersey during the past year.

The changes stemmed from major legislative enactments at both the Federal and State levels. The Public Welfare Amendments of 1962, enacted by the Congress, involved significant impact on all units and programs within the Division of Public Welfare. The "welfare reorganization bill" (Chapter 197 of the Laws of 1962 enacted by the New Jersey Legislature) involved parallel and complementary impacts. At the same time, the enactment of Chapter 222 of the Laws of 1962, establishing a new program of Medical Assistance for the Aged, magnified for all staff members, both State and local, administrative and operational burdens, already onerous because of increasing case loads, increasing costs, and an increasingly skeptical and resistive climate of public opinion.

Planning for the implementation of the new Federal and State legislation preempted administrative activity throughout the year. The new paths of action and program patterns it initiated will have cumulative effects on public welfare administration and accomplishments for many years to come.

Bureau of Assistance

The Public Welfare Amendments of 1962 effected extensive revisions to the Federal Social Security Act for the purpose of providing new methods of coping with present social and economic conditions. The amendments of primary and immediate consequence were those directed at extension of social services for assistance recipients.

Social services have always been deemed an integral part of assistance administration in New Jersey, but the 1962 amendments have now made provision for a minimum standard of such services. If this standard is accepted, and its implementation demonstrated, a state becomes entitled to receive seventy-five per cent (rather than fifty per cent) Federal matching of those portions of administrative costs which can be identified as incurred for social services and staff training. Development of policies and procedures for increased social services was completed during the past year. These contemplate a change in program emphasis whereby reducing social and financial dependency through responsiveness to individual problems will be the basic goal. If this is to be attained, however, the future must show continuing progress toward reduced caseloads, training opportunities for agency staff, adequate consultant and supervisory direction of local agency activity, increased community resources, and public understanding and support of programs which may rehabilitate our less advantaged citizens.

Two other immediately effective provisions of the 1962 amendments

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made available Federal matching funds for assistance granted to an incapacitated parent or to meet certain medical costs of an adult member of an ADC family. Since the New Jersey program had already recognized these needs, action was completed to qualify for the additional Federal funds.

As an incident to adopting the 1962 amendments the Congress required that a special review be made of eligibility determinations in the ADC program. This activity extended from February through April, during which time it required the full attention of the entire field staff of the Bureau of Assistance as well as fourteen additional persons loaned by the county welfare boards. Of greater significance, however, is that new regulations call for a continuing review of similar content in order to qualify for Federal funds. This requirement means that New Jersey must provide additional professional and clerical staff to be engaged solely in this activity.

Chapter 197, Laws of 1962, transferred responsibility for the Blind Assistance program from the Commission for the Blind to the Bureau of Assistance effective July 1, 1963. Although this was an established program, considerable preparatory effort was required to incorporate the new with the previous administrative activity. This was accomplished in a manner which achieved a maximum degree of uniformity in policies and procedures applicable to all programs.

Chapter 222, Laws of 1962, established a completely new program of Medical Assistance for the Aged. Approved on January 14, 1963, and effective July 1, 1963, less than six months was available for meeting with representatives of various State and local agencies and organizations to develop basic principles and standards; writing and promulgating an administrative manual; drafting and printing required forms; effecting preliminary clearances with Federal and State authorities; conducting training sessions for county welfare boards; determining staff needs for necessary recruitment and orientation; and issuing interpretive material. This effort could not have been accomplished without the excellent cooperation afforded by the county welfare boards, the Hospital Service Plan of New Jersey and other health care organizations.

The magnitude of operational activity during the year, in respect to each of the on-going public assistance programs, is reflected in the following summary:

Old Age Assistance

The recipient caseload, continuing the moderate downward trend, consisted of 237 fewer cases in June, 1963 than during the same month of the preceding fiscal year. The increase in the number of cases in medical

institutions was more than absorbed by the reduction in the number of cases residing in other living arrangements.

Compared with the preceding fiscal year, there were more approved applications and fewer closings (excluding certifications to MAA) during 1963; however, cases closed still outnumbered those approved, accounting for the caseload decrease.

Net expenditures reflected an increase traceable mainly to the larger number of cases residing in medical institutions.

At the close of the fiscal year, all approved medical institution cases were certified to the Medical Assistance for the Aged program reducing the active caseload to 14,200 cases.

The moderately declining pattern in caseload is expected to continue in the subsequent fiscal year.

Disability Assistance

The caseload on June 30, 1963 represents an increase of about six per cent over the number of active cases at the close of the preceding fiscal year.

Average monthly assistance expenditures reflect an increase of about four per cent over the experience of fiscal year 1962.

The rising trend in caseload and expenditures is expected to continue at a moderate pace.

Assistance for Dependent Children

The persons aided in this program continued to increase as seventeen per cent more recipients were included in assistance grants during June, 1963 than in the same month last year.

Net expenditures during 1963 have increased more than sixteen per cent over the expenditures in the preceding fiscal year.

Assistance expenditures and persons aided are expected to increase during fiscal year 1964; however, the rate of increase is not expected to equal the current experience.

General Assistance

The peak increase in this program occurred in January when 4,611 cases were opened; February showed a decrease of 716 cases, with the number of cases opened in June dropping to 2,730.

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Expenditures for the year reflect an increase of \$1,049,423 or more than eight per cent when compared with the expenditures for fiscal year 1962.

Bureau of Children's Services

This year was preoccupied with major planning for progress in the structure and array of services for children. Legislative changes embodied in Chapter 197, P.L. 1962 were to become effective on July 1, 1963. Subsequent to the passage of the legislation, extensive preparatory activity was undertaken. The name of the agency was changed from the Board of Child Welfare to the Bureau of Children's Services. The Board of Managers ceased to function at the end of the fiscal year, when the agency came under the jurisdiction of the new Board of Public Welfare.

The most significant program feature of the revised law is the authorization for the Bureau to render protective services. If parents refuse to permit investigation which is necessary to protect a child from cruelty or abuse, the court may be requested to intervene and order such investigation. If, after investigation, it appears that the child requires care and supervision under public authority but the parent refuses to apply for service, the court may again be asked to intervene and to place such child under agency supervision for a period of no more than six months unless the agency requests an extension. The Bureau of Children's Services may take action to have a child committed to guardianship if the situation requires. In addition, the Bureau is authorized to purchase services from non-public agencies and to develop rules and regulations affecting those agencies from whom services are purchased.

In November, 1962 a Standards and Procedures Section was established to exercise responsibility for developing manual material relating to new programs and to revise old manual material. Material on protective services was prepared after consulting with a staff committee assigned to work on this subject. A pamphlet entitled *The Silent Voices Heard* was released to interested community organizations and agencies in order to define the services which would be rendered after July 1, 1963. In order to prepare staff for this new responsibility, meetings were held to explain agency policies to them and a training session with agency executives from a neighboring state, who had been engaged in protective services over a period of time, was set up for all supervisory personnel.

In order to bring agency services closer to clientele in outlying districts of the State, plans were made for the establishment of three new district offices. An office in Mount Holly was opened on March 29, 1963, absorbing case load previously included in the Camden District Office. An office in

Somerville will open shortly, thereby dividing the former Trenton District Office into two parts. The Sussex Branch Office will be separated from the Morristown District Office and become the Newton District Office, absorbing the Warren County as well as the Sussex County case load. Because of space limitations and other problems, the Atlantic City District Office moved to new quarters and arrangements were made for the Paterson District Office to move. The Jersey City Office underwent extensive repairs and now occupies smaller quarters. New quarters were acquired for the Division of Finance and some additional central office personnel.

As indicated in the last Annual Report, the plan for monetary allowances for clothing for all children on a boarding basis, replacing the operation of a clothing warehouse, went into effect with the first quarter of the 1962-63 fiscal year. This program completed a full year of operation and is running smoothly. Per capita cost for 1961-62 had been \$162.48 and for the 1962-63 fiscal year it was \$122.72, representing a savings of approximately twenty-five per cent. The new system has provided foster parents with an opportunity to shop with the children and to have them make selections in local shops in the same manner as the foster parents' own children.

Reclassification of twenty-four clerical positions in district offices was accomplished, resulting in assignments of titles and salary ranges more commensurate with the duties performed.

Certain key positions in the central office in professional social work categories, together with supervisory positions in the three largest district offices, were reclassified from Supervisor III to Supervisor II. This should help to stabilize staff and decrease staff turnover.

The joint venture with the Rutgers Graduate School of Social Work in a program of seasonal assistants, who are actually trainees in the field of social work, was continued for the second year. Persons who have completed two to three years of college are recruited for this purpose and oriented to the field. Twenty-four such college students participated last summer. Their response was encouraging and the agency is benefiting from the subsequent recruitment of some of these people as members of regular staff upon college graduation.

The Bureau has continued to emphasize graduate training of social work staff members through the educational leave program. This year thirty-three staff members were involved in various stages of professional education at the graduate level. Of this group, nine staff members completed work for a Master's Degree in Social Work and returned to the agency full-time. Staff development meetings were held on the subject of growth and behavior of

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children. Ninety-five beginning case workers participated in the agency's orientation program in addition to eight newly appointed supervisory staff members.

Emphasis on adoption planning for children under supervision of the Bureau has met with outstanding results. For this fiscal year, a total of 205 children were placed for adoption, topping the previous record of 165 during the fiscal year 1961-62 and representing a twenty-four per cent increase over the previous year.

Special emphasis was placed upon securing Negro adoptive homes. With the aid of an adoption consultant specially assigned to this activity, campaigns were undertaken by the district offices which involved work with community committees, spot announcements on the radio, pamphlets for distribution, posters in vehicles for public transportation, talks to community groups, and exhibits in places where recruiting might be done for appropriate adoptive parents. These techniques had excellent results. The Bureau succeeded in placing sixty-seven Negro children this year in contrast to forty-one during the 1961-62 fiscal year, and twenty-seven during the prior fiscal year. This is the first time that the percentage of Negro children to the total number of children placed has reached thirty-three per cent. Since placement of Negro children is a nationwide problem, the Bureau is pleased with its achievement and looks forward to the continuation of these intensive recruiting techniques.

It had noteworthy success in placing groups of two and three siblings for whom homes are hard to find since the average family is interested in only one child at a time. Homes were found for a total of ten white Protestant siblings, five white Catholic siblings, and two Negro Protestant siblings.

Of the total number of children placed, 159 were Protestant, forty-four Catholic and two Jewish.

One form of adoption activity for which the agency is responsible results from appointments by the courts to conduct social investigations and supervise placements as "next friend" in cases where prior independent placements have been made without the involvement of an approved adoption agency. This year the Bureau completed 1,254 such investigations involving 1,491 children. A total of 487 children were under its supervision during the year in this status prior to consummation of adoption. In addition, 1,274 new requests for 1,500 children were received from the courts during the year.

The Bureau continued to provide service in relation to inter-country adoptions, working with the Immigration and Naturalization Service. Federal alien orphan legislation requires that before the Immigration and Naturaliza-

tion Service approves a petition for an "eligible orphan" to come to this country for subsequent adoption, the pre-adoption requirements of the state where the prospective adoptive parents reside must be met. During the past year the Bureau developed a set of requirements governing this activity and filed them with the Secretary of State.

It had been hoped that new Federal legislation would eliminate proxy adoptions. However, an interpretation by the Immigration and Naturalization Service, to the effect that the petition may be approved if the state law permits readoption after the child comes to this country, leaves a continuing loophole whereby proxy adoptions are occurring. There is nothing in New Jersey laws prohibiting readoptions of a child here, and pre-adoption requirements are not applicable in cases where a child was adopted overseas.

All approved adoption agencies were re-certified this year, and five new ones (three of which are out-of-State) were added.

The Bureau constructed an exhibit, including photographs of children and foster parents, to depict the kind of services it provides. This was displayed at the 1963 Eastern Regional Child Welfare League Conference in Atlantic City, and will be displayed at future conferences, including the New Jersey Welfare Council Conference scheduled for the fall of 1963.

The Bureau sponsored a session at the New Jersey Welfare Council Conference in 1962 and co-sponsored another session with the New Jersey Association of Children's Institutions. These sessions were planned to fulfill requirements for such meetings prescribed in Chapter 138, P.L. 1951. Both meetings were filled to capacity.

During this year three group care homes serving twenty boys and girls were in operation. The function of such group homes is to provide intensive care for children with behavioral problems with which the traditional foster-home is unable to cope, with the hope that they will be able to achieve successful community adjustment after a period of residence in such group homes. The improvement in the behavior of children who had this experience, and their successful return to homes of foster parents and relatives, has indicated the desirability of continuing efforts to expand this program.

The Bureau succeeded this year in establishing a number of special shelter homes. Such facilities are a helpful resource at any time, but their establishment during this year was essential in preparation for undertaking the protective services program. Seven shelter homes with a total capacity of thirty-two children were opened during this period to provide emergency care to children of all ages. In addition, the Bureau has a residence for

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adolescent girls who need such a facility, and an infant adoption study home. Because of the gap between sufficient placement facilities and the increasing number of children coming under care, this aspect of program planning must continue to have emphasis.

During this fiscal year a monthly average of 8,004 children were under care, exclusive of those children under the agency's supervision as "next friend." Of this number, 2,408 were free and 5,596 were boarding. This is an increase over the preceding year when an average of 2,207 children were free and 5,176 were boarding. The total cost was \$5,304,201.26 and the per capita cost was \$947.86. The State paid \$2,463,780.61 and the counties paid \$2,430,890.51.

Collections of all types amounted to \$409,530.14, an increase of \$50,790.45 over the preceding year, reflecting the continued emphasis given to improving collection procedures. Cash collections for the previous fiscal year received for support of children had totaled \$358,740, representing seven per cent of the total cost of maintenance of these children, while the figure for this year increased to 7.7 per cent of the total cost of their maintenance.

Commission for the Blind

The Commission, through program activities referred to as Eye Health Service, seeks to prevent blindness and to conserve the vision of New Jersey citizens. These activities include a program of public information and direct case services to individuals requiring eye surgery or preventive treatment. The year began with 392 active cases to which were added 637 new cases for a total of 1,029—thirty-seven cases more than the previous year. Of this number, 304 individuals had their sight restored or improved.

The Commission maintains a State-wide register of glaucoma patients. Follow-up arrangements are provided for those individuals who neglect regular treatment. There were 2,538 glaucoma clients on this register during the fiscal year and 694 were followed closely. The State Medical Society, in cooperation with the Commission and hospitals throughout the State, conducts a free annual screening program to detect glaucoma. This year physicians saw more than 7,700 patients during the week of detection; found and referred 527 positive glaucoma patients to the Commission for follow-up.

The Motorized Eye Health Unit visits public and parochial schools throughout the State to diagnose serious eye problems of local school children. During the year 3,402 students were examined in Burlington, Essex and Passaic Counties as well as inmates of the Bordentown Reformatory, Johnstone Research Center and Ivy Haven.

There was extensive activity during the year in the public information aspects of sight conservation and prevention of blindness. The staff gave twenty-two demonstration lectures and forty-one movie showings to nursing groups, schools, clubs, church and community groups. In cooperation with the New Jersey Medical Society, eye symposia were conducted in Atlantic City, Paterson and Trenton with more than 1,000 principals, teachers, and nurses in attendance. Exhibits and informative literature were made available at the Lions Clubs Annual Conference in Atlantic City and the Welfare Council Conference in Asbury Park.

Under its Vocational Rehabilitation program, the Commission developed 145 new employment opportunities for blind people during the year, about the same as last year, despite a poor labor market in the State. Greater success in placements was also impeded by reason of an increase in multiply-handicapped blind persons requiring service and by the fact that there were two counselor vacancies during a good part of the year because satisfactory recruitment was not possible. Higher salaries for counselors, especially in adjoining states, is a factor. The lack of an adequate supply of trained personnel to draw upon is also a factor. Despite continued effort, a qualified vending stand supervisor has not been found.

The placement of 145 blind people in employment is nonetheless an outstanding achievement and represents several thousand counseling contacts with the client, employers, training and medical institutions, and trained specialists of various kinds. The annual earnings projected for the individuals placed in employment totaled somewhat more than \$352,700. This is an increase of \$27,000 over the previous year and reflects a substantial reduction in dependency.

The Rehabilitation Training Center extended training to seventy-nine clients for a total of 4,020 student days, a twenty per cent increase over the previous year. The trend in service to more severely disabled individuals is continuing. This year thirty-one per cent of the trainees were multiply-handicapped. Additional space at the Center was made possible through internal renovation and partition changes which obviated the need temporarily to find larger quarters.

During this year the program of mobility and adjustment training was extended from the Training Center into the field in order to better prepare homebound individuals to undertake training and vocational rehabilitation. One trainer was able to serve forty-one clients (ages sixteen to sixty-nine) supplying some 430 lessons and concentrating on developing the highest physical and emotional independence of the individual with a particular emphasis on the techniques of independent cane travel.

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Forty-nine vending stand locations employing fifty blind persons were in operation during the year. Gross sales amounted to \$924,700 with net income to operators of \$186,150—about a ten per cent increase over the previous year.

The Contract Shop program had an excellent year. Gross sales increased to \$147,500 as against \$124,000 the previous year. The number of blind people employed increased ten per cent from sixty-six to seventy-four. Total wages paid to blind people was \$73,000 as against \$71,600 a year ago. The Federal minimum hourly wage or better continued to be paid. The program, however, still showed a net gain for the year which will be used for capital improvements. It is interesting to note that fifteen per cent of the blind people employed reached a level of work competence which enabled them to move out into other employment in the regular labor market.

The Home Industries Service is concerned with the processing and selling of articles made in the home by blind people who are trained in a variety of handicrafts. During the year a total of \$215,600 was realized from gross sales, a ten per cent increase over the previous year. After deducting the cost of raw materials, approximately \$88,600 was returned to the homebound workers as income. There continues to be serious competition from out-of-State groups which are selling merchandise falsely represented to the public as blind-made. This competition gets stronger each year as these sales groups are forced out of other states which have laws that affect this type of misleading sales program into New Jersey where there is no strong control in law.

The Home Service program serves homebound blind adults who are either newly-trained or are in need of services involving personal adjustment, handwork training for therapy or occupation, training in the use of special devices, and assistance with personal, family and social problems related to or growing out of the individual's loss of sight. The service combines instruction with a strong social service point of view. Somewhat more than 1,800 homebound clients were visited to meet a variety of teaching, adjustment and social service needs. The teachers traveled 81,677 miles and made 4,400 client calls in providing these services. The close of the year saw just over 2,000 Talking Book machines in use by blind clients. Approximately 200 more clients are awaiting machines. Deliveries have been delayed because of a change-over in machine models from one speed to two speed machines.

In cooperation with the Vocational Rehabilitation Administration and the Essex County Red Cross Chapter, the Commission arranged for a one-week specialized training program for volunteers who can assist the home

teacher with certain areas of client need. Eight volunteers were successfully trained and are functioning well.

Various staff members participated in a pioneer conference with the Division of Aging on the subject of "Vision and Added Years" which was very successful and attended by more than 200 professionally-oriented individuals in a variety of fields. The proceedings are being published.

Various cooperative undertakings and meetings were held with other community and professional agencies. One, in particular, is of interest. A visit to the Ivy Haven Nursing Home to plan for the personal needs of blind residents resulted in the agency's Mobile Eye Unit doing a complete examination and screening of each resident, resulting in recommendations for surgery for eleven individuals and the assignment of a staff team to develop service plans for blind residents.

The Education Service, June 30, 1963, had 1,442 youngsters under active registration. By school needs, these were classified as follows:

Pre-school	165
Regular Elementary Classes	581
Special Classes for Blind and Partially Seeing in Public Schools	209
Regular Secondary School Classes	145
Boarding Schools for Blind	105
Higher Education	52
Retarded, Not in School or Institution	66
Retarded, In Institution, Unclassified	119
TOTAL	1,442

During the year, there were 202 new referrals making the year's registration a total of 1,626, the highest it has ever been. Closed during the year were 184 cases. Certain facts about the education caseload should be noted.

An increase of thirty-two in the number of pre-school children—the highest since 1958—reversed a recent downward trend in this group. Of the 202 new referrals to the department, fifty-six were infants or pre-school children. The incidence of unusual congenital defects including multiple ocular defects has increased substantially.

While the number of children attending regular elementary classes remains the same, the number attending the large city special classes reserved for children with eye problems has diminished measurably due, it is believed, to population shifts to suburban communities.

The number attending public secondary schools has again increased to

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a total of 145. It is expected that this trend will continue for the next six to eight years as the large number of infants blinded by retrolental fibroplasia moves through the secondary program. It is important to note that there continues to be new referrals of cases with retrolental fibroplasia despite existing knowledge of its cause and control.

The number of children attending residential schools and treatment centers for the blind decreased slightly. Twenty of these children are receiving specialized attention and training at the Johnstone Training Center unit for the blind. The remainder, numbering eighty-five, all have some type of special problem involving environmental deprivation or retardation in mental or emotional development.

It is anticipated that the opening of the new Woodbridge State School for the retarded with a cottage for fifty blind children may substantially relieve the problem of lack of facilities for the sixty-six not now in school. Since over forty per cent of the children registered with the Commission have retarded development due to mental retardation, emotional disturbance or neurologic impairment, the continuing lack of adequate facilities for these groups is a problem of major proportions.

Service in providing educational materials and textbooks to students continued to expand and improve through the acquisition of books both by purchase and by preparation by a large number of volunteers. 9,264 Braille volumes and 10,811 other materials including recordings, school equipment, texts and large print items for a total of more than 20,000 items were shipped during the year. This is a twenty-nine per cent increase over the year before and will continue to grow.

Camp Marcella continued during the summer months to extend specialized educational training, remedial instruction and adjustment services to selected blind children as an extension of the Commission's educational program. A new winterized building is being constructed at private cost which will make it possible to furnish additional diagnostic and training programs through the year.

At the close of the fiscal year, pursuant to Chapter 197 of the laws of 1962, the Commission terminated its responsibility for direct supervision of the administration of the Blind Assistance program by county welfare boards. This responsibility will hereafter be exercised by the Bureau of Assistance.

There were 960 recipients of Blind Assistance as of June 30, 1963, a small increase of thirty cases over the previous year. The average monthly grant in June, 1963 amounted to \$86.07 which was \$2.72 less than the average grant in June, 1962. Total money payments to clients during the year amounted to \$929,000, approximately \$40,000 less than a year ago.

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NEW JERSEY STATE LIBRARY

Soldiers' Homes: Both admissions and resident population on June 30 for the two homes rose slightly but not significantly (Admissions 1963 — 89; 1962 — 56) (Resident population 1963 — 261; 1962 — 248).

Bureau of Community Institutions

Hospitals

The number of hospital beds has continued to increase and the current figure of 18,382 adult beds represents an increase of 386 beds during the year. In addition, two hospitals are presently under construction and plans have been approved for a third. The total increase represented by these three facilities will be another 260 beds. One small hospital, Orthopedic at Trenton, closed a fifty-one bed unit during the year after merging with Mercer Hospital.

Although the number of new hospitals actually under construction is small, existing hospitals continue to expand. Many are adding wings and extending services to provide more nearly complete and well-rounded facilities. Particularly noteworthy was the replacement by Saint Elizabeth Hospital in Elizabeth of an extremely old wing of frame construction, which represented one of the most hazardous situations in the State.

During the year there have been many inquiries regarding requirements to open new hospitals. While a number of these have come from well-intentioned individuals or community groups, other persons represented proprietary interest where profit seemed to be the motivating factor.

The new hospital standards adopted by the State Board of Control in 1961 and the new application form put into effect at that time have been of inestimable value to the staff in dealing with such groups and individuals. By reviewing both the new regulations and the data called for in the application, some community groups have been made aware of the many ramifications of hospital operation, and if after studying this material they continue with their proposals, the Bureau is usually assured that their planning is along sound lines.

The Hill-Burton Program

During the calendar year ending June 30, 1963, Hill-Burton funds were provided to a number of hospitals including: Monmouth Medical Center, the Riverview Hospital at Red Bank, the proposed Raritan Valley Hospital, the Millville Hospital, Point Pleasant Hospital, and the Community Memorial Hospital at Toms River. Funds were provided to assist in the construction of the State Health Department's laboratory, and a grant was also made to this Department to assist in the construction and equipping of the Hospital-Evaluation and Research Building at the Johnstone Training and Research Center at Bordentown.

Other facilities receiving grants in the nursing home category were the McCutchen Home at North Plainfield, the Runnells Hospital of Union County, and the large nursing home unit approved for Bergen Pines Hospital operated by the County of Bergen.

The total amount of Hill-Burton funds available was \$4,304,362. Except for a small balance of approximately \$42,000 in the rehabilitation category, all such funds were allocated.

Federal Accelerated Public Works Program

The Federal Accelerated Public Works Program, designed to stimulate construction of public facilities, including hospitals and medical facilities, in certain areas of relatively high unemployment, resulted in approval of seven projects in the fiscal year 1963. The total amount of Federal aid was \$1,956,251.

(Subsequently, an additional \$4,268,647 of Federal funds was granted to eight additional facilities after the end of the fiscal year, but prior to the preparation of this report.)

As contrasted with the Hill-Burton program, where the Federal participation is thirty-five per cent of the total cost of the project, the Accelerated Public Works Program provides fifty per cent of the cost from Federal sources.

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Nursing Homes

There has been a great deal of activity on the part of persons interested in constructing nursing homes, this interest having continued at a high rate for the last two or three years.

While a number of proposals are for construction of nursing homes with conventional financing, the fact that the Federal Housing Administration now has a program to insure mortgages for such facilities has stimulated much interest in this field. The FHA is continuing to process applications which represent several hundred beds and almost 1,000 are under construction at the moment, either with conventional financing or with insured mortgages.

Many applicants ask for advice of the Department as to where nursing homes should be built and the size which it considers practical, but only general information can be given on such inquiries. Another noticeable trend is the increase in the number of out-of-State individuals or corporations who are seeking to build nursing homes.

Still another trend is toward institutions of large size and those incorporating extremely modern design. While such homes represent a great advance as far as physical appearance and safety are concerned, it is evident that the increased construction costs have forced rates to a comparatively high level which many applicants can hardly afford.

In this connection, statistics collected for the year 1962 indicate that, on an average, there were approximately 700 vacancies daily in the nursing homes, which represent a vacancy rate of about nine per cent. It cannot be assumed, however, that these vacant beds are available to public assistance clients, since numerous homes do not accept such patients or accept them only in limited numbers.

Homes for Aged

As of June 30, 1963, there were sixty-six homes for the aged under approval, most of which were operated by fraternal or religious organizations. On that date, there were 3,140 beds for domiciliary guests.

There has been considerable activity on the part of these homes in expanding their infirmary facilities. As of June 30, forty of these homes for the aged operated licensed infirmaries with a total capacity of 1,346, an increase of 410 beds over the last five years. This evidence of interest on the part of homes for the aged in providing facilities comparable to those of nursing homes has been encouraging.

Public Medical Institutions

At the end of the fiscal year, the Department had under approval twenty-one county or municipally-operated public medical institutions with a capacity of 2,850.

A Hill-Burton grant was given to Bergen Pines for the erection of a 400-bed facility, and other counties now have plans to expand the capacity of their institutions. Like the infirmaries of homes for the aged, these facilities also provide care to patients who are in need of continuous nursing care.

Boarding Homes

The Department also had 277 boarding homes for sheltered care under its approval program, the total capacity being about 3,700 beds, a slight increase over the figure of a year ago.

Special Projects

The joint project of this Department, the Department of Health, and the Division of Aging for instruction of nursing personnel in restorative services has continued. Each year about ten to twelve additional homes avail themselves of this service, which tends to improve the quality of nursing care in these facilities. This project is also open to governmental medical institutions and to the personnel of infirmaries of homes for the aged.

The Department has also continued to work with the Department of Health in a study of nursing activities in hospitals, the purpose of this program being to stimulate better utilization of nursing personnel. Considerable progress has been made in this direction.

Staffing Pattern

The increased volume of work arising from both the growth in the number of institutions under licensure and approval and the great amount of time required in preparing and processing applications under the Accelerated Public Works Program has placed extra and heavy responsibilities upon staff.

Bureau of Methods and Planning

The Bureau was established October 1 and directed to examine and evaluate the Department's data processing units and certain existing and proposed machine applications.

A comprehensive study showed that two of the units were overloaded, even as two additional programs were being enacted, and a more adequate system was essential for efficient operation. The Budget Bureau approved

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the recommendation that an IBM 4K 1401 Data Processing System be installed in February.

The Department then made plans for integration and housing of the new system. Planning, programming and testing were continued through the close of the fiscal year. Installation and conversion to the new system were accomplished in September, 1963.

Among other advantages the new data processing system will permit:

Pooling of systems and planning knowledge

More efficient use of machines and personnel

Savings in space requirements

A more orderly and business-like operation by coordinating and consolidating techniques requiring special skills.

Bureau of Personnel Services and Employee Relations

During the past year a new series of medical titles was approved by the Civil Service Commission for Departmental use. Generally, they provide the opportunity for psychiatrists and physicians to advance in grade and salary as they gain experience and professional accreditation.

The new classification of Practical Nurse was created by the Civil Service Commission, and is being implemented at the various institutions.

The number of vacant positions throughout the Department showed a decrease from the previous fiscal year. On July 1, 1962 there were 550 vacant positions and on July 1, 1963 there were 469 vacant positions. Employee turnover remained about the same, and was 27.79 per cent as compared to 28.02 per cent.

Under the Departmental Grievance Procedure there were eighty-four grievances submitted by employees which reached the second step or above. Of these eighteen were settled at the second step, thirty-eight at the third step, and twenty at the fourth step or Central Office level. Eight grievances were still pending at the end of the fiscal year.

Bureau of Public Information

1963-64 was the kind of eventful year that produces a close working relationship with the press.

Most of the Bureau's work resulted from executive and legislative concern over the Department's continuing institutional needs, particularly in the fields of retardation and correction. The near-term outlook has reached such critical dimension as to have brought on the personal involvement of

the Governor himself. Press coverage of this development was extensive, even before the signing of the \$750 million bond issue referendum into law by the Governor on June 4 and the campaign that followed. There were tours of institutions, discussions over radio and television, press conferences and other public declarations, all of which made news headlines. Besides furnishing remarkably detailed background information, the Bureau was called upon to supplement it with photographs, statistical charts and other visual validation.

Some major news events stand out in this relationship between the Department and the press: the death of the late Commissioner, John W. Tramburg; the belated handling of the escape attempt at the State Prison; publication of the third part of the Report by the Senate Welfare Investigating Committee dealing with the Aid to Dependent Children Program; unrest at the Rahway Prison Farm and the State Prison; and the new Medical Aid to the Aged Program.

The Department in September engaged a professional librarian to organize a Central Office library and assigned her temporarily to the Bureau. Much of her first year was spent collecting and cataloguing books, pamphlets and other loose materials. This phase completed, the library went over to a service basis in an established location.

Circulation and production costs of THE WELFARE REPORTER remained constant, but the cost of mailing went up because of increased rates for second-class mail. An article in the October issue by Henri Yaker on the Black Muslims was widely reported in the newspapers and brought many requests for copies by persons outside the regular mailing list. The unexpected resignation of the editor created problems, not the least being that of filling the vacated position with an adequate replacement.

The public information officer attended two conferences, both historically significant as being the first of their kind. One was the annual meeting of the National Association of State Psychiatric Information Specialists (Chicago), and the other a meeting of welfare information personnel summoned by the Welfare Administration of the Department of Health, Education and Welfare (Washington).

Other highlights (Bureau participation, arrangements, or coverage): television programs — 8; press tours — 5; conferences — 2.

Bureau of Social Research

The organization of the Bureau was somewhat changed during the past year. It had been responsible for initiating studies, requesting information

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from various institutions, tabulating data from the studies and preparing reports. With the establishment of the Bureau of Methods and Planning, the Bureau of Social Research no longer tabulates data, but depends on the former for this service. It continues, however, to institute studies and remains responsible for the reporting of statistics collected from the Department's programs.

Another result has been the increase in the time spent editing and assuring uniformity of statistical reporting. Toward this end, the Bureau has initiated uniform reporting for hospitals for the mentally ill, training schools for the retarded, and for most of the correctional institutions. It also attempted to establish uniform reporting in the mental health clinics. Principles and procedures were set forth and some preliminary tabulations were furnished to the Mental Health Center, but the form now in use will have to undergo modification. The Bureau hopes to have complete uniform reporting by next year.

The Bureau continued to furnish population data to outside agencies about those people for whom the Department is responsible and collaborated on several studies, among them the National Health Survey's Nursing Home Study and the World Health Organization's Diagnostic Practices Study.

Other typical studies initiated and conducted by the Bureau:

Trends of commitment to correctional institutions (5 years)

Trends of institutional population (25 years)

Overcrowding in correctional institutions

Persons sixty years of age and older and the need for geriatric units.

Douglas H. MacNeil, chief of the Bureau since 1956, died May 4. He had been employed by the Department twenty-five years and was well known for his study of work relief in New Jersey during the 1930's and his community relations activity, particularly with the Governor's Committee on Children and Youth in 1950.

Bureau of Legal Affairs

One of the more important legal matters to come to the attention of the Bureau during the year was the claim, brought by certain State Prison inmates who are adherents of the Black Muslim cult, that they are being denied their constitutional right of freedom of religion. Because the State Supreme Court will hear the case on its own motion, the resulting opinion could very well be significant in the field of constitutional law and the law concerning the rights of prisoners in confinement.

The Bureau prepared and submitted seventeen bills during the present session of the Legislature. At the request of the Governor's Office, it examined forty-five bills and reported on them prior to enactment because of their relationship to the Departmental function.

The continuing program to require legally responsible relatives and patients' estates to bear the cost of maintenance and treatment yielded collections in the amount of \$166,666.43.

Several nursing homes and boarding homes involved in violations of the law were required to pay money penalties amounting to \$625.

The Bureau also prepared and presented material to the State House Commission for sales of surplus institutional lands appraised by the State Highway Department at \$178,702.25.

An article, "Due Process Should Not be a Requirement at a Parole Revocation Hearing," by the Bureau chief was published in the June, 1963 issue of *Federal Probation*.

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Business Management

Bureau of Accounts

Accounting, budgeting and auditing services were supplied to the institutions, agencies and other sub-divisions of the Department. The Bureau completed 10,067 applications; 2,204 certificates of debit and credit; 1,265 transfers and amended work programs; 13,122 purchase orders and using agency schedules; 156 notices of awards; 95 change orders for contracts; 409 contract payments; 106 construction payrolls; and 1,978 excess request forms.

The budget staff processed in excess of 100 budgets.

Audits were performed in sixteen institutions.

Bureau of Dietary and Laundry Services

The amount of new construction within the Department demanded much time and effort of the Bureau in reviewing plans for the new projects. A total of fifteen were reviewed and revised, and the detailed lists of equipment and furnishings evaluated. Eleven of these reviews were completed.

Inmates and patients consumed 41,354,014 pounds of food in the institutions at a total cost of \$4,695,354.

A detailed survey of the need for, and condition of, household items was made in each of the mental hospitals in order to determine budgetary programs for these institutions.

Approximately 25,500,000 pounds of laundry were processed in the laundries during the year.

The inmate work program was initiated in the laundry at Woodbine State Colony with satisfactory results. Resident laundry workers were thereby released to assist in caring for more severely retarded residents within the cottages.

Bureau of Maintenance

The Bureau continued to provide technical services to the institutions involving maintenance of buildings, equipment and utilities. A system of procedures for routine maintenance and record keeping was introduced which has led to a reduction in maintenance costs, fewer replacements and extended life of equipment.

With the Bureau of Construction and outside architects and engineers, the Bureau processed plans and specifications and awarded construction contracts for institutional budget line items totalling \$21,327.53. One hundred thirty-six projects were completed. During the year contracts were awarded for several projects under the 1961 Bond Issue: Woodbridge State School; doctor's staff housing at Trenton State Hospital; a regional laundry at Rahway Prison Farm; an industrial unit at Bordentown Reformatory; and a new infirmary at Menlo Park Soldiers Home.

This Bureau initiated a survey (performed by the Bureau of State and Regional Planning in the State Department of Conservation and Economic Development) of a site location for a second new institution for the mentally retarded. There was research into the site, its accessibility to highways, transportation, water facilities, electric power, sewage, availability of employees and other factors.

The Bureau chief served as Departmental representative on the Inter-departmental Committee for State Planning, created to study future State land needs and capital construction as it related to increasing population.

Fire Marshal and Safety Director

During the year institutional firefighters responded to 249 calls which resulted in \$29,517.25 worth of damage. There were 462 special calls: for inhalator service to revive patients or employees, mutual aid responses to surrounding communities, stand-bys for storm emergencies, assistance to institutional maintenance departments, and first aid calls. There were no deaths or serious injuries from fire to patients, inmates, residents, or institutional employees.

The reported fire loss for the fiscal year amounted to \$29,250.80. Sixty per cent of the loss can be directly attributed to incendiary activities among

Business Management

the inmate and patient population. The value placed at risk throughout the Department is:

<i>Insured Value</i>	<i>Buildings</i>	<i>Contents</i>
<i>Actual Loss</i>	<i>\$157,160,000.</i>	<i>\$16,274,925.</i>
<i>\$29,250.80</i>		

The actual loss reported is approximately .017 per cent of the total insurance in force.

6,200 individual inspections were conducted by the institutional fire prevention services to uncover and correct any hazardous conditions. In addition, the fire marshal's office conducted comprehensive safety and fire inspection surveys for the State Departments of Education, Conservation and Economic Development, Health, Civil Service, and numerous other installations, both governmental and private.

Bureau of Transportation

On February 1, all vehicles assigned to Administration General, Bureau of Children's Services, Bureau of Parole, Bureau of Assistance, Division of Mental Retardation and Division of Mental Health were transferred to the Department of the Treasury with the establishment of a State central motor pool.

Bureau of Maintenance Collection

Recent installation of IBM billing has been of immeasurable help to the Bureau in collecting maintenance costs for patients in State hospitals and training schools for the mentally retarded, even though certain minor problems of adjustment remain.

The Social Security program continued to be a major part of the Bureau's operation and is expanding primarily because of changes in the law. Since 1960, receipts have increased over \$1,000,000. The increase last year was approximately \$200,000.

Collections on non-indigent and State contributing patients increased approximately \$200,000 during the past year and recoveries increased approximately \$80,000.

Collections and Receipts Compared

	1963	1962
<i>Non-Indigent and State Contributing</i>	<i>\$1,952,940.79</i>	<i>1,741,698.06</i>
<i>Recoveries</i>	<i>1,098,086.39</i>	<i>1,020,728.28</i>
<i>County Excess</i>	<i>220,055.30</i>	<i>250,885.43</i>
<i>Hospitalization Insurance</i>	<i>403,993.23</i>	<i>393,080.85</i>
<i>County Regular</i>	<i>17,736,918.63</i>	<i>17,009,133.19</i>
<i>Social Security</i>	<i>1,595,542.94</i>	<i>1,436,499.58</i>
<i>Veterans Administration</i>	<i>210,460.00</i>	<i>194,116.24</i>

Total collections for the mental hospitals, institutions for the retarded, the State Sanatorium for Chest Diseases and the State Diagnostic Center amounted to \$21,008,001.11.

Bureau of Farm Operations

On balance, 1962-63 turned out to be one of the best farm production years in the history of the Department, despite a record-breaking Spring drought and the withdrawal of more land for construction and other uses.

Except for Spring and a short period in July, temperatures and rainfall were nearly normal.

The total value of all farm products was \$1,692,403, compared to \$1,615,864, in 1962, an increase of \$76,539.

Fruit and vegetable production amounted to \$204,846, some \$36,000 less than the year before. The difference, for the most part, is attributable to the abandonment of all truck gardening at some of the institutions.

Dairy production amounted to \$865,958, a record, and compares with \$778,837 in 1962. Pork was off \$2,000 at \$267,392, while poultry production, including eggs, was up \$12,000, at \$99,345. Although higher than the previous year, the latter amount is lower than usual because prices for eggs and poultry meat were also lower.

The total amount of food produced for human consumption, valued at the same prices used in 1962, was \$1,362,034, compared to \$1,322,788, a year before, or an increase of \$39,246.

Almost all farm labor is now being done by inmates from correctional institutions. Between 616 to 727 men, depending on the season, are engaged in this activity. They not only help produce the food consumed at institutions, but also get some training in farming and animal husbandry, not to mention health advantages that accrue from working outdoors.

The addition of an assistant chief of bureau has been valuable in carrying out administrative duties and giving better and more complete supervision to institutional farm operations.

Business Management

Expenditures for Year Ending June 30, 1963

Mental Hospitals	Dollars
<i>Greystone Park</i>	9716975.
<i>Trenton</i>	7749197.
<i>Marlboro</i>	5833069.
<i>Ancora</i>	5007063.
<i>Neuro-Psychiatric Institute</i>	3632145.
Total Mental Hospitals	31938449.
Other Mental Facilities	
<i>Diagnostic Center</i>	709663.
<i>Brisbane Child Treatment Center</i>	412976.
Total Other Mental Facilities	1122639.
Tuberculosis Hospital	
<i>Glen Gardner</i>	1366397.
Total Mental and Tuberculosis Costs	34427485.
Mental Retardation Institutions	
<i>Vineland State School</i>	3352215.
<i>Woodbine</i>	2022171.
<i>Totowa</i>	2027521.
<i>New Lisbon</i>	1839650.
<i>Johnstone Training Center</i>	986502.
<i>Woodbridge</i>	17536.
Total Mental Retardation Institutions	10245595.
Correctional Institutions	
<i>Jamesburg</i>	1539721.
<i>Annandale</i>	1509465.
<i>Clinton</i>	1106980.
<i>Girl's Home</i>	810969.
Total Correctional Institutions	4967135.
Penal Institutions	
<i>Trenton Prison</i>	2280691.
<i>Rahway</i>	1609809.
<i>Bordentown</i>	1596312.
<i>Leesburg</i>	656687.
Total Penal Institutions	6143499.

Soldiers' Homes

<i>Vineland</i>	386593.
<i>Menlo Park</i>	215879.
Total Soldiers' Homes	602472.

Other Institutions

<i>Highfields Group Center</i>	53556.
<i>Warren Group Center</i>	39521.
<i>Turrell Group Center</i>	46537.
Other Institutions Total	139614.

TOTAL ALL INSTITUTIONS **\$56525800.**

Central Office

<i>Administration General</i>	824882.
<i>Division of Welfare, Bureau of Assistance</i>	611631.
<i>Parole Board</i>	65489.
<i>Division of Correction and Parole</i>	936280.
<i>Division of Mental Retardation</i>	260700.
<i>Division of Mental Health</i>	555491.
Total Central Office	3254473.

Non-Institutional Items

<i>Commission for the Blind</i>	1216668.
<i>Bureau of Children's Services</i>	1845239.
<i>Debt Service</i>	4821845.
Total Non-Institutional	7883752.

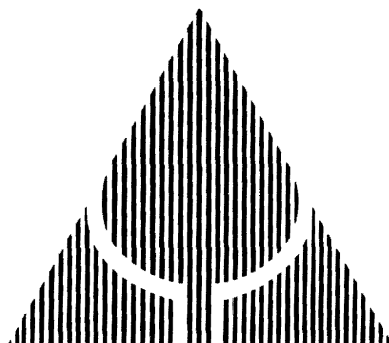
State Aid

<i>Old Age Assistance</i>	6259999.
<i>General Assistance</i>	5618138.
<i>Disability Assistance</i>	2602502.
<i>Assistance for Dependent Children</i>	13187148.
<i>Child Care</i>	2425000.
<i>County Mental Hospitals</i>	5677125.
<i>County Tuberculosis Hospitals</i>	253374.
<i>Community Mental Health Services</i>	1058491.
Total State Aid	37081777.

TOTAL INSTITUTIONS AND AGENCIES **\$104745802.**
(Not including Capital Expenditures)

Business Management

NEW JERSEY STATE LIBRARY



State of New Jersey
1664—1964
For Three Centuries
People—Purpose—Progress