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The
**WELFARE
REPORTER**

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ANNUAL REPORT

NEW JERSEY DEPARTMENT OF INSTITUTIONS AND AGENCIES

The **WELFARE REPORTER**

*Departmental Publication
Institutions and Agencies*

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Leonard D. Dileo, Managing Editor

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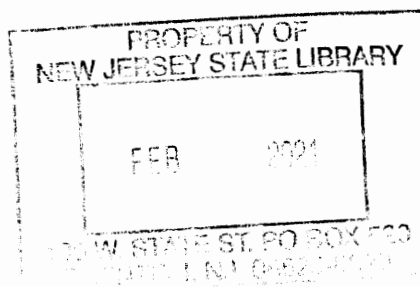
The Honorable Lloyd B. Wescott, President
State Board of Control
Department of Institutions and Agencies
Trenton, New Jersey 08625

Dear Mr. Wescott:

It is my pleasure to submit the Annual Report of the
Department of Institutions and Agencies for the year 1964
in compliance with Title 30:4-126 and Title 52:14-18 of
the Revised Statutes.

Sincerely yours

LLOYD W. McCORKLE
Commissioner



Division of Mental Health and Hospitals

V. Terrell Davis, M.D., Director

The fiscal year just ended may well be the most significant year in the battle against mental illness in this century. At the national level, Congress enacted legislation providing federal funds for the construction of community mental health centers and centers for the retarded. This legislation was designed in part to implement the bold recommendations of President Kennedy's historic message to the nation on mental health of February 3, 1963. These bills were signed by President Kennedy on October 31, just a few weeks before his assassination.

The regulations for the implementation of this federal legislation were issued by the Secretary of Health, Education and Welfare in May, 1964 and provide a blueprint for a revolutionary new concept of services for the mentally ill, embodying the principles of comprehensiveness, continuity of care, and community location.

The federal government had also made possible the initiation of a two-year intensive program of comprehensive planning for community mental health centers, and Congress appropriated federal

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monies for in-service training grants up to \$25,000, available to each existing state facility for the mentally ill or the mentally retarded, as well as for a program of hospital improvement grants of up to \$100,000 a year for ten years, for each existing state facility for the mentally ill or the mentally retarded.

After three years of disappointment in the failure of the legislature to enact bills which had been introduced to implement the recommendations of the New Jersey State Commission on Mental Health which made its report in 1961, the Department decided that it would be wise to approach the problem from a different angle and to develop amendments to Title 30 which would embrace those recommendations of the Legislative Commission which did not involve changes in the existing complex formulas for the financing of mental health services.

Although there continues to be a slight decrease in the total resident patients in State institutions, this decrease could have been greater with better staff coverage. Total first admissions to all State hospitals in the 1964 fiscal year were 8,786, an increase of 211, or two and one-half percent over a total of 8,575 in the 1963 fiscal year. These figures and an even greater increase in discharges do not sufficiently highlight the fact that the proportion of patients remaining in the hospital who require more extensive personal services, nursing and other professional care has increased significantly.

PUBLIC INFORMATION

Continuing efforts must be expended in interpreting developments within the

patient care programs to State officials, legislators, and the public. As the Division improves the treatment of the mentally ill in residential settings, patients remain a shorter period of time. As the Division improves facilities for the treatment of patients on an outpatient basis or in facilities other than mental hospitals, only the sicker patients will require residential care. Both of these factors lead to an increase in the cost of caring for the individuals in residential care.

There are some significant differences between the mental hospitals and the non-medical institutions in the Department which are sometimes overlooked:

1. Mental institutions are hospitals and must have medical staff if they are to function. The administration of these hospitals must, therefore, be oriented to developing a climate which will attract competent physicians and which will make it possible for them to utilize their talents most effectively.
2. Unlike the institutions for the retarded, existing legislation provides for no control over admissions to mental hospitals.
3. In many respects mental hospitals are "end of the line facilities" taking everything that other institutions cannot handle, including institutions for the retarded, the community, and correctional institutions.
4. The rate of discharge of patients from mental hospitals depends on the effectiveness of medical care and the resulting improvement in the patient, rather than upon any

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specific sentence or administrative decision.

5. In addition to their primary medical function, mental hospitals also serve a social function of providing protection to the community.

THE IMPORTANCE OF STAFF IN PATIENT CARE

The following goals developed by the new director of nurses at Trenton State Hospital were reported by the superintendent as the goals of nursing his service for 1964. These goals represent the spirit of patient care which the Division has been fostering.

1. To improve the care of patients through improved work performance of nursing staff on all levels.
2. To improve work performance through improved communication, teaching and supervision on all levels.
3. To improve morale among employees by reducing causes for grievances.
4. To reduce causes for grievances by teaching basic principles of human relationships to nursing personnel on all levels.
5. To motivate personnel to strive for job satisfaction through pride of accomplishment in work well done.
6. To help employees to gain job satisfaction through instruction at their level of learning.
7. To find ways and means of rewarding outstanding work performance.
8. To teach better observation and reporting.

9. To teach "safety through prevention."

10. To improve rapport with other disciplines of the hospital through interest and cooperation in their goals for the welfare of patients.

11. By means of these objectives, to improve the image of state hospital nursing personnel and their care of patients; thereby increasing recruitment power.

MANPOWER

If there were sufficient numbers of individuals, if these individuals had the proper variety of professional and non-professional qualifications and talents, if they were organized to be able to apply these talents to the mentally ill in an efficient manner, and if in so doing they could receive a sense of personal satisfaction, the problem of obtaining the necessary funding to pay for their services would be simplified. The bulk of the federal and State activities in the mental health field during the current fiscal year has in one way or another related to the general manpower problem.

The community mental health center concept itself is a concept which has considerable appeal in view of its potential for the more efficient mobilization of existing professional manpower, and in the establishment of administrative structures within which professional personnel can obtain personal professional satisfaction while administering to the needs of the mentally ill.

The concern of the federal government with encouraging comprehensive planning and with the development of in-

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service training programs, as well as organizational and administrative developments within the Division, are calculated to improve manpower utilization.

There is a need for continuing review of administrative practices within State government to identify outmoded concepts and practices which are working against the development of efficient programs, and policies which on the surface appear to be in the public interest but which actually are wasteful of State resources.

URGENT NEED FOR SELECTED RANGE REVISION

Some modification of current salary structures must be devised which will make it possible to recruit in greater numbers available qualified psychiatrists, nurses with psychiatric hospital experience and competence, and male psychiatric technicians or practical nurses.

Conferences with representatives of the NAACP about questions of discrimination in the hiring, promotion and housing of employees at Ancora, and with representatives of AFL-CIO Local 1636, of Ancora, and the regional representatives of that union about departmental grievance procedures and other personnel matters, highlighted the need for review and strengthening of administrative practices within the Department and for the development of further guidelines pertaining to staff and administrative relations within the Department.

IN-SERVICE TRAINING

The announcement by the Public Health Service of the special in-service

training grant program, made possible by additional federal mental health monies, was in recognition of the fact that throughout the country there are some 200,000 non-professional patient care personnel. About fifty to sixty per cent of these individuals are new on the job each year. It was pointed out that anything which could decrease rate of turnover of these non-professional personnel would be a very real saving in terms of the investment of personnel time and energies in the simple orientation that is necessary for every new employee.

In order to explore this total problem further, a regional in-service training conference was sponsored by the Department of Health, Education and Welfare, Regional Office II, of New York. Twenty-two individuals from New Jersey participated.

Three of the institutions within the Division were successful in their applications for in-service training grants during this fiscal year.

The State Hospital at Marlboro was awarded a one-year federal grant under the Manpower Development and Training Act to train forty psychiatric technicians. Under this grant, preference will be given to men applicants, but women also will be considered. Participants will be screened by both the State Employment Service and Marlboro.

TRAINING OF PROFESSIONAL PERSONNEL

Within the fiscal year there have been thirty-three residents in training in the five accredited institutions. Of those who completed their three years of specialty training, it is noteworthy that all nine

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have accepted staff positions or have continued into a fourth year of specialized training in child psychiatry. None of this year's graduates has left State service. This fact provides further indication that resident training remains the most effective means for the recruitment of qualified specialists to staff positions. During the past five fiscal years, fifty physicians have graduated from the program, forty-five accepting full or part-time appointments in one or another of State training centers.

Salaries paid psychiatric residents throughout the nation were surveyed again. Among the thirty-five State hospital programs on which reports were available, only two paid third-year scales lower than those offered in New Jersey. Ten representative eastern and mid-southern states, chosen because of their geographical contiguity to New Jersey, are currently paying salaries significantly in excess. The present New Jersey scale was first established in 1956 with no prior recommendation for its modification.

Experience during the past year with the Federal training grant, Resident Preceptorship by Private Psychiatrists, has been excellent. Five well-qualified physicians have made a total of 176 preceptorial visits. The directors of training stated that the increased emphasis on professional counsel and guidance made possible by these visits has significantly strengthened their residency training programs. By request the Federal authorities extended the termination date of the grant one year.

The State's residential psychiatric facilities are being increasingly used as training placements for social work

students. The increase in the number of trainees so assigned is apparent:

<i>Social Work Training Placements</i>				
Fiscal Year	1960-61	1961-62	1962-63	1963-64
No. of Students	3	7	6	10

There has also been an increase in the number of State employees who have entered the Graduate School of Social Work at Rutgers, the State University, either to obtain their master's degree or for advanced social work study.

The following tabulation reflects the experience for the past three years:

<i>State Employees Entering the Graduate School of Social Work</i>			
Fiscal Year	1961-62	1962-63	1963-64
No. of Employees	4	6	9

In the psychology training program, a variety of placements have been used, including community clinics, correctional institutions, school for the mentally retarded, State psychiatric hospitals, and the New Jersey Diagnostic Center. The number of appointments has varied somewhat from year to year:

<i>Appointments to the Psychology Training Program</i>			
Fiscal Year	1961-62	1962-63	1963-64
No. of Students	11	8	10

Of the eleven appointees in the 1961-62 series, all successfully completed their period of study. Three members of this group accepted staff appointments in the Department. Of the eight appointees in the 1962-63 series, all successfully completed their period of study. Two

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members of this group accepted staff appointments in the Department. None of the ten trainees appointed in fiscal year 1963 had concluded his training at the end of the fiscal year.

Hospital-based training in graduate and undergraduate occupational therapy continues to be emphasized. Active programs have also been maintained for medical students, trainees in pastoral counselling and for music therapy students.

By far the largest Department program in number of trainees is, of course, that conducted within the nursing services of the State's five adult psychiatric residential institutions. Certain of these serve particular groups; for example, Greystone Park provides a psychiatric training experience for graduates of professional nursing schools outside of New Jersey which do not require a psychiatric affiliation. These individuals can then qualify for licensing by New Jersey as registered nurses. The scope of the training and an indication of the size of the undertaking for fiscal year 1964 is apparent from the following tabulation:

program would permit 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.

Affiliate student nurse programs have been arranged to help meet the increased training requirements of student nurses being educated in New Jersey nursing schools.

The professional student load has increased significantly in the past year. Expansion of current facilities which will include faculty is necessary at the four State hospitals now conducting these programs. The Division is recommending as a top priority under the capital construction program the construction of student nurses' quarters and an educational building at Greystone Park. This is partly in recognition of the high importance now attached to the expansion and improved staffing of the psychiatric nurse affiliation training program in the State hospitals. There can be no compromise with the importance of

*Number of Trainees in Organized Courses of Instruction
1964 Fiscal Year*

Personnel Category	Ancora	Greystone Park	Marlboro	Neuro-Psychiatric Institute	Trenton	Totals
Graduate Nurses	0	42	0	0	0	42
Undergraduate Affiliate Nurses	97	363	138	0	195	793
Practical Nurses	192	42	71	0	143	448
Psychiatric Aides	153	277	288	75	99	892
TOTALS	442	724	497	75	437	2,175

An alternate program of career extension for the psychiatric technician program is currently under study. This

every student nurse trained in a New Jersey hospital receiving a psychiatric affiliation. With the increasing number

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of student nurses, it is necessary to increase the facilities for such affiliation. Up to the present time, the Division has attempted to accommodate the steady increase through expansion of the load in each of the hospitals without additional personnel or classroom facilities. It has exceeded the limit of capacity to accommodate in this area any further, and a serious crisis in this regard will confront the Division if it is not successful in obtaining additional instructors as well as additional dormitory and classroom space. Gleystone Park seems to be the most appropriate place at the moment.

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.

Annual institutes were conducted for nurse administrators (directors of nursing and assistant directors), educators, supervisors and head nurses. These were in-service training experiences centered on active kinds of operational and patient care problem areas. Special consultants and Central Office staff planned and conducted these programs. This effort has paid identifiable dividends in local improvement and there is a need to continue and intensify this aspect of the over-all program.

A practical nurse title was established during the 1964 fiscal year, which will facilitate the employment of more personnel with this level of skill.

LIAISON FUNCTIONS

In May, 1960 a vocational rehabilitation project on a pilot basis was initiated at the Trenton State Hospital in conjunction with the New Jersey Rehabilitation Commission. This project has established a basic pattern for the use of vocational rehabilitation counsellors working jointly with the professional staff of mental hospitals in promoting the vocational and socio-economic adjustment of patients returned to the community. (Plans are developing to extend this program to Greystone Park, Marlboro, and Ancora State Hospitals.)

An experimental State-wide program of follow-up services for released mental patients by official and non-official public health agencies offering services to former patients is in operation. This involvement of community agencies in service to the mentally ill patient is resulting in a better program as well as fuller community understanding and support. The procedure for public health nurse follow-up of the patient in the community is being studied for possible application of principles of this program to community clinics or mental health clinics on a selective basis. Constructive and encouraging interest is growing in public health nursing agencies and in the collaboration in the care of the mentally ill.

A goal toward which considerable effort has been and will continue to be expended is that of interdivisional cooperation. Two areas of specific interest are after care program with the Division of Public Welfare and services for emotionally disturbed children with the

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Bureau of Children's Services. By maintaining ongoing collaborative relationships, it is anticipated that more effective and expeditious approaches to these problems will be developed. An N.I.M.H. Technical Assistance Project (TAP) workshop was also held to discuss mutually shared concerns with the Bureau of Children's Services and the community clinics. This type of workshop has resulted in a more cooperative and effective relationship among all agencies involved. Follow-up contacts resulting from this meeting will continue to be made.

THE PLANNING OPERATION

A major focus of the two-year planning operation which commenced at the beginning of this fiscal year with financial assistance from federal appropriations was to develop more effective utilization of existing facilities and professional personnel (with particular emphasis on finding ways of increasing the significance of the contributions of private practitioners.)

Careful analysis of existing practices in this State as well as in other areas throughout the country had indicated repeatedly that services were fragmented, there was lack of coordination of existing services, patients or their families had to shop from one facility to the other, hoping to find an agency that could provide necessary services, and there was lack of meaningful and pertinent communication between the professionals in government-operated facilities and non-government operated facilities closer to the patient and his home community.

There was also ample evidence that

special interest groups tended to see only a part of the total problem and worked for the development of partial services without being aware that the new services that they were developing could not be even reasonably effective without the concomitant development of a continuum of services for the growing and developing individual.

Finally, there was ample evidence that professionals in the mental health field as well as influential citizens interested in civic activity were often working at cross purposes and neutralizing each other's efforts because of a lack of coordination of thinking, planning and programming.

The extent to which the regional State mental hospitals have anticipated the planning operation and initiated closer collaboration with community facilities has been most encouraging. The superintendent at Trenton State Hospital communicated with judges and referring physicians, advising them of the limitations of his facilities for children and thus secured their interest and cooperation in facilitating the development of his program of services for children as well as providing better screening for children for admission.

The superintendent at Ancora State Hospital arranged meetings with hospital administrators and chiefs of medical staffs of general hospitals in his catchment area, with a resulting decrease in referrals of patients from general hospitals for whom Ancora's facilities were not the most appropriate.

The superintendent at Marlboro State Hospital notified practicing physicians in the area served by the hospital of the development of half-way house pro-

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grams and out-patient facilities in the several counties served by that hospital.

The staff of the Somerset County Regional Mental Health Center at the Neuro-Psychiatric Institute has developed patterns for close collaboration with other health and welfare agencies in Somerset County.

Trenton State Hospital has developed working arrangements with Hunterdon Medical Center for the screening of patients and the after-care of patients from Hunterdon County by the psychiatric section of the Hunterdon Medical Center.

The superintendent at Greystone Park State Hospital arranged for a meeting of neighboring hospital administrators at Greystone Park to explore mutual problems.

The planning operation has given added significance to the 1957 legislation establishing county mental health boards in that it has made the county mental health boards the basic unit of the county mental health planning committees and has made it possible for the county mental health boards, in fact, to have the resources to develop a coordinated plan for mental health services for the people of the county to include a complete range of comprehensive services rather than out-patient psychiatric clinics.

The approval by the Legislature of and increase of the per capita authorization under the community mental health services legislation from twenty cents to twenty-five cents per capita enabled the Division to recommend that the regulations for the allocation of these monies be amended, eliminating

the restriction of these services to services for children and related adults.

HOSPITAL BED CAPACITY

In accordance with Division efforts to develop realistic rated capacities for its institutions so that it can begin to have information on the acceptability of the living conditions of the patients in them, working drawing of all of the patient-occupied areas in all of the institutions are being corrected.

A program of accelerated patient classification has been undertaken in order better to compare the population of the various mental hospitals and to standardize staffing patterns.

DEFINITIONS

Medical and Surgical

To include patients of *any age* and of *any psychiatric diagnosis* whose somatic disorder requires the type of professional care available in a general hospital accredited by the Joint Commission. The classification is divided into two components:

- A. *Acute* —
Patients whose disorder requires maximal attention from the medical and nursing staffs.
- B. *Infirm* —
Convalescent, chronically ill and permanently disabled patients, ambulant and non-ambulant, who require intensive nursing care under the close and continuing supervision of a physician.

Geriatric

To include patients (not in need of specialized psychiatric treatment) who have reached their sixty-fifth birthday;

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who under staff supervision are capable of considerable self-care and who are either ambulant or able to spend their day in a wheelchair. Disability in this classification of patients will be definitely less than for those on either component of the medical and surgical service. Disorders will be of mild to moderate severity and will include, but will not be limited to confusion, continuous or episodic; general enfeeblement; and permanent physical disability.

Children

The group of seventy-five patients up to the age of seventeen as defined in Board of Control policy who are not suffering from a disorder requiring transfer to, and treatment on, the medical and surgical service. Children in the latter group should be classified as medical and surgical patients.

(Note: At this point in programming it is necessary that the children's service be clearly indentified and that recommendations for its staffing continue to stem from consistent principles. Institutionalized patients *in excess* of the authorized seventy-five who are under the age of 17 should, at this time, be classified in one of the following categories:)

Acute Psychiatric (Intensive Treatment and admissions.

Patients of *any age* who do not require transfer to and treatment on the medical surgical, geriatric or children's service who (a) have been in hospital during the current admission for less than sixty days; or who (b) in the opinion of the professional staff will profit by continuous intensive psychiatric treatment.

Extended Care

To include all patients of *any age* not appropriately classified as medical and surgical; geriatric; or children, who have been in hospital during the current admission for *more* than 60 days, and who in the opinion of the professional staff will NOT profit by intensive psychiatric treatment. The group should be divided into two components: self-care and closed sections.

Children's Facilities

One of the most pressing needs in the State program continues to be residential facilities for mentally ill children. The plan for services for mentally ill children adopted by the Board of Control has begun to be implemented. Special children's units are being developed in each State mental hospital. The institutions' budget requests reflect the needs of these units to develop appropriate programs in the next few years in moving toward the implementation of the proposed services for mentally ill children.

Community Clinic Evaluation

The Community Mental Health Services Act has proven to be most effective in bringing skilled professional persons to communities and mobilizing citizens' interest and active participation in the organization and support for local mental health services. Local groups have looked increasingly to the Bureau of Community Mental Health Services for guidance and leadership in program matters as well as information on efficient and economic methods of operation.

At least one psychiatric service is currently operational in each of the twenty-

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one counties. Now that each county has a functioning county mental health board, the difficult task of planning for future programs at the local level can be facilitated in conjunction with the current Office of Planning.

The outpatient departments of the State hospitals are contributing importantly in offering services in this critical phase of program. Additionally, as a result of special project grants, several programs offering services to the released hospital patient are being explored in the hope of bettering the services to adults in the community.

There is community interest in the development of day care facilities for children and for the aging. Out of Federal community mental health monies, grants are being made available to several day care programs to explore the contribution of these types of programs.

Research

Research is necessary in many phases of the Division's operation, but provision has also been made for intense and specialized research of mental illness through the Bureau of Research in Neurology and Psychiatry. The Bureau's budget for the 1966 fiscal year is \$980,000 of which \$519,506 is requested in State funds and the balance anticipated from private and Federal groups. The \$980,000 is approximately 1.2 per cent of the estimated \$79,500,000 cost of tax-supported mental health services in New Jersey in fiscal year 1965. The work of the Bureau has received recognition from private and Federal groups in the amount of approximately \$457,000 during the 1965 fiscal year to supplement the State ap-

proportion and approximately \$460,000 is expected in 1966 fiscal year.

A LOOK TO TOMORROW

When Governor Hughes proposed the budget for fiscal year 1965, he included 110 new positions for the Division out of 190 positions which had been recommended by the Department. With these new positions, the Division hopes to come closer to its goal of achieving a sound program of services for children in each of the mental hospitals and improving the level of medical/surgical care for the many patients in the hospitals who require this specialized medical care and treatment.

Each of the State hospitals is moving in the direction of administrative reorganization along horizontal administrative decentralization rather than the traditional vertical pyramid. The obvious and practically universally accepted rationale for the horizontal decentralized administration is that it brings the physician who is in charge of the clinical unit back into direct contact with patients for whose care he is responsible.

Movement in this direction is not going to be maximally effective until we are able to revise our bureaucratic concepts and think in terms of the establishment of a cluster of medical facilities, each with its own medical director and each medical director with his own complement of personnel who with him make up the team which provides the care for the patients.

In addition to such revolutionary organizational changes, we must also anticipate significant changes in the financing of mental health services. There are strong indications that in the

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very near future practically all individuals will have some type of coverage for the cost of necessary medical care for mental illness which make it possible for psychiatric services to be provided by private practitioners, in the beds of general hospitals, in the facilities of mental health centers operated by the State government, in the facilities of mental health centers operated in conjunction with general hospitals, as well as in private psychiatric hospitals.

There are existing factors which support this possibility. During this year

regulations of the Department of Health, Education and Welfare permitted the utilization of public assistance monies to provide sheltered care for individuals on convalescent leave from mental hospitals. The AFL-CIO has been exploring the possibility of providing coverage for mental illness in comprehensive health care programs which these unions are negotiating with automobile companies. The extent of coverage for mental illness under Blue Cross and Blue Shield programs and other major medical programs is increasing in significant strides.

Division of Mental Retardation

Maurice G. Kott, Ph.D., Director

The programs at New Jersey's colonies, schools and the Johnstone Center have become more complex than ever conceived by originators of the concepts of residential services for the retarded. These institutions are no longer isolated as they once were. Interaction with the community, parents, family and voluntary associations is frequent and from both the social service and public relations aspect, an extremely time-consuming task. The requirements for education and training are far beyond those expressed during the heyday of Vineland Training School's formulations around special education. Endeavors now range from the language development and speech stimulation programs at North Jersey Training School and the sensory training endeavors at Vineland State School and Woodbine State Colony, both for the very young and most handicapped, through vocational education and pre-placement training at New Lisbon Colony and North Jersey Training School for the older, formerly thought-to-be custodial cases to the active rehabilitation programs at the Johnstone

Center and in the "aide" programs at Totowa, Vineland and Woodbine. In any one day, more than 3,100 residents of these institutions have some experience with educational personnel on the staffs. The institutions, moreover, are always seeking ways to increase this number. Whatever separated the custodial from the trainable in the past, no longer exists, and new conceptualizations require the extension of education or training activities to all.

These "new ideas" in training occur in the face of apparent reduction in intellectual capacity of those admitted to institutions. This trend has had effect on the character of medical and nursing services as more precise evaluation and treatment of the physical needs of the child have been required. Staff size has grown to meet these needs. Albeit not hospitals in the classic sense, the medical, especially pediatric, aspects of the residential services has been emphasized. In recent years, there has been an increase in medical staff at New Lisbon, Totowa, Vineland and Woodbine. The number of consultants required to treat and prescribe for those in the care of these institutions has mounted. It is, however, not simply a matter of the number of consultants. New types have been found necessary; a number of years ago, for instance, no consultative services in physical medicine were available. Now, physiatrists are used at Woodbine, Vineland and Totowa. Nursing complements, however, have remained precariously small as recruitment at the State salary level apparently presents insurmountable difficulties.

In cottage life areas, continued great improvements are to be noted. Central

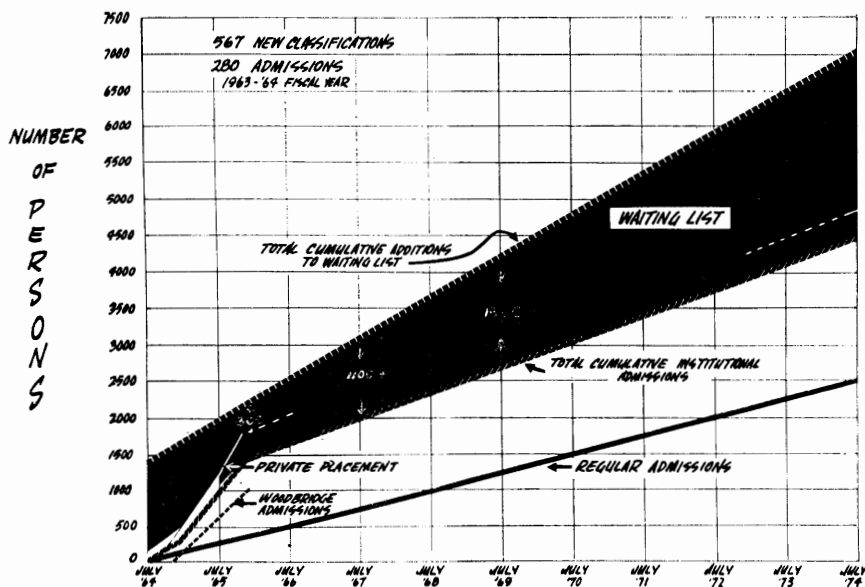
supervision closely related to philosophy of the Board of Managers and superintendent, new titles with requirements for increased skill and with higher salaries, larger staffs, and improved techniques have had beneficial effects. Data, affirming the high activity level of supervision and frequent review of institutional procedures, indicate how diligently accidents, other difficulties, staff behavior and even transfers between cottages are pursued. Quite related to this area has been the increased emphasis on inservice training as programs, with varying degrees of formality yet all worthy of the term "formal," exist in each residential facility.

Perhaps the most significant commentary on the present quality of the institutional programs is the acceleration of the waiting list, beyond that anticipated from New Jersey's population growth. In the past, it was anticipated that the waiting list would grow at the rate of 135 cases per year; information now available suggests that 150-160 *per annum* would be more correct. From the numbers and remarks coming to the attention of Central Office personnel, it is apparent more of the public wants these high quality residential services for their children.

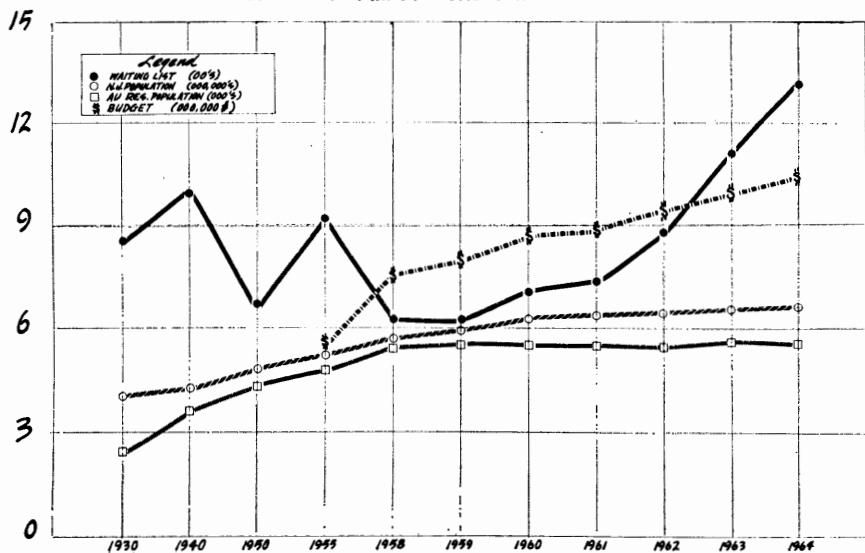
The manifest improvements are, of course, the result of gubernatorial and legislative understanding manifest in greatly increased appropriations. In five years there has been an increase of approximately three millions in appropriations. This growth of about thirty-five percent took place in the face of a practically constant average resident population. It would be both remiss and ungracious not to recognize the support

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INSTITUTIONAL ADMISSIONS and WAITING LIST GROWTH 1964-1974 BASED UPON DATA IN 1963-1964 F.Y.



MENTAL RETARDATION FACILITIES POPULATION and FISCAL DATA



of the New Jersey Association for Retarded Children and other voluntary groups whose benevolent contributions were the source of many institutional improvements. Swimming pools and other facilities might otherwise have still been unavailable to the residents of the institutions for the retarded. The New Jersey Association for Retarded Children, moreover, with its stimulating activity via employee awards and visits from its Residential Care Committee has fostered a partnership with Departmental personnel and institutional boards and superintendents that has had beneficent program effects.

Not everything has "been bright" in New Jersey's institutional program this past year. Needs have persisted. Maintenance occupies a disproportionate amount of time and, unfortunately, sometimes controls policy decisions. Old buildings at Vineland and Woodbine are in dire need of remodeling; almost everywhere the absence of sufficient maintenance staff and shops have their negative effects. Overcrowding, particularly at Vineland State School, is a pernicious problem. Despite staff growth, additional needs in cottage life, recreation, and professional support services remain. According to one standard, institutions are short about 1,500 employees in the cottage life area. And, finally, although our present institutions have accommodated 260 new cases on the average during each of the past five years, despite the almost immediate availability of Woodbridge State School, and in the face of increased community services and a program of purchasing care at private facilities, more than 300 cases will be waiting for service in New Jersey's public institutions for the retar-

ded within two years and more than 1,000 by 1968.

The long waiting list and its apparently uncontrollable persistence creates administrative difficulties, as well as evident hardship to families involved. Staff productivity is limited and new kinds of service delayed as Central Office and Field Service personnel have to devote much time to answering countless questions from innumerable sources, all asking "when admission will be possible." The staff labors to develop alternates to institutional residence with the recognition that the alternatives are a function of lack of physical space, rather than knowledge or resolution of case needs. And when a vacancy occurs, one case is selected from so many urgent ones that neither staff nor family can be convinced a really appropriate decision is being made.

The non-institutional endeavors of the Division of Mental Retardation continue to grow in case load and scope. The activity level of Field Services' personnel continue on higher and higher. In three years, the general case load has more than doubled and close involvement in the new purchase of care program has been added to intake functions, post-institutional and family care supervision, and direct service to the residential facilities. The purchase of care in private residential facilities, moreover, will become more and more involved. It will have to be continued, for without it, previous statements about the magnitude of the waiting list would be short by at least 300 cases and an equivalent number of cases would be without service. It is, however, another

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example of the erosive effects of the lack of needed space in public facilities. Decisions as to which case shall be selected for this program, special provisions for transportation, negotiation with private institutions and special accounting and payment apparatus have their impact on families and Division staff.

The initial effects of the Day Care program have been of the most positive character. During the first year of the Day Care program's operation, the Division of Mental Retardation, in conjunction with the New Jersey Association for Retarded Children, operated five day care centers. These day care centers provided services for 102 severely retarded children between the ages of four and a half and twenty-one. Prior to the initiation of this service, no formal organized program was available for such children who were excluded from public school.

It is estimated that there may be as many as 1,200 children in the State of New Jersey who qualify for, and are in need of, day care services. Experience gained in the past year has indicated that with proper programming and training specifically designed to meet the social and physical needs of these severely retarded children, growth heretofor unexpected can be achieved. A broad range of experiences are available to the day care child in the day care center. Children are taught to feed themselves, and eat table food, receive toilet training, play with other children, and participate in physical activities which aid in development of muscle tone and coordination. Many of the day care children who entered the day care

program as late as January, 1964 have shown marked improvement in their habits. Some are now able to feed themselves, have weaned from baby or junior foods, and have been toilet trained. Participation in group activities has promoted socialization in these children beyond what they would have normally experienced. In addition, the parents of these children have recognized the behavioral changes and have expressed their intense interest in this type of program.

With the day care funds appropriated for the fiscal year 1964-65, agreement has been reached with eight county units of the New Jersey Association for Retarded Children (Essex, Union, Burlington, Gloucester, Bergen-Passaic, Morris, Warren and Monmouth) to provide day care services for 152 children. The programs will be operated on a ten-month basis at a total cost of \$75,000. Further expansion of the first five programs operated under the 1963-64 fiscal year appropriation is not anticipated, although there is an ever-increasing demand for this service. The 1964-65 fiscal year appropriation will make it possible to provide limited day care services in three additional counties, thus enabling the State to provide partial day care coverage in nine of the twenty-one New Jersey counties.

The Division of Mental Retardation has received eighteen requests from New Jersey Association for Retarded Children Units, representing all twenty-one of the New Jersey counties, urging funds for the development of day care programs. Information received from these organizations indicates that there are at least 553 children who have been already

Retardation

identified as needing day care services.

It will be noted about Day Care Programs that no reference is made to "activity" services for the older retardate who has left the day center because of age. Such community developments, along with terminal workshops and specialized clinical services, for instance, will have to await the future. This future is hopefully being charted via a just-received federal grant to underwrite the costs of comprehensive planning to combat mental retardation in New Jer-

sey. Its base is the achievement of this and other executive departments and its *modus vivendi* the Governor's Interdepartmental Committee and his Advisory Council on Lifetime Disability. These groups have, in the past year, attended to New Jersey's achievements, noted some of its deficiencies, and have encouraged the staff of the entire Division of Mental Retardation to await the time when present achievements are extended to a point that all can be unequivocally proud of the quantity, nature and level of services in the State.



Arial view WOODBRIDGE STATE SCHOOL

Division of Correction and Parole

Albert C. Wagner, Director

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The major problems encountered in the field of correction in the past fiscal year were contrasted by the significant events and accomplishments which evidence continued diversification and improvement of New Jersey's correctional institutions and programs. Severe overcrowding and its concomitant problems, the receipt of an increased number of disturbed younger inmates to our correctional institutions, a lack of sufficient employment opportunities for inmates, and increased staff turnover at most institutions were major problems. Significant accomplishments were establishment of a single Board of Managers for the reformatory complex, beginning of new construction on the Youth Reception and correction Center at Yardville, and progress in programming a new 200-bed institution for boys thirteen years of age and under. Two new correctional facilities were opened—the Ocean Residential Group Center at Forked River and the Bordentown Unit at New Lisbon. Progress was also made in the continued construction of several new facilities: two cottages and a

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treatment unit at the State Home for Boys; an industrial building at Bordentown Reformatory; a laundry at Rahway Prison Farm, and a camp for Annandale boys at Stokes State Forest, and toward the beginning of new construction on the following facilities: a reformatory unit at Vineland; a food service building at Clinton Reformatory and a camp for Jamesburg boys at the Wharton Tract. Minimum custody work camps and work details at institutions for the retarded and mentally ill continued to provide constructive work experiences for a large number of inmates. In spite of severe overcrowding and the problems it created, there were no serious general disturbances nor were there an increase in escapes overall.

Court commitments to the correctional institutions in New Jersey for 1964 were 3,689 a four per cent increase over the previous year. The six-year period since 1958 has seen a twenty-five per cent increase in court commitments.

Especially critical was overcrowding at Jamesburg, Annandale, Bordentown, and Clinton. From the annual reports of these institutions:

(JAMESBURG)

"Overcrowding has reduced our program from an organized, professional methodology to one of frequent crises, frustration and a tendency to deal only with the most obvious.—We no longer have a sum of beds in a cottage but, rather, one large bed.—The created problem falls with most emphasis on the inability to deal with the individual."

(ANNANDALE)

"Continued overcrowding not geared to existing facilities and budgeted

staff was the most serious problem and concern. Nine hundred ninety-eight admissions compared to 926 last year created additional problems in housing; an increase of 1,069 more disciplinary reports were issued for infractions of rules; escapes increased almost four times over the last fiscal year, and inmate and staff morale reached a very low point. Grossly inadequate sanitary facilities were compounded over last year."

(BORDENTOWN)

"As in previous years the most serious problem we encountered was overpopulation. It is no surprise, therefore, that a rather severe strain has been placed on our physical facilities as well as on the staff in order to provide adequately for the large number of inmates."

(CLINTON)

"The Department has rated Clinton's inmate capacity as 252. On June 30, 1964 the girls and women numbered 383, and the infants 9; for a total population of 392. The highest census during the year was a total of 421. Such overcrowding presents many problems, particularly in regard to adequate supervision in the five large, two-story cottages with complex floor plans. The other major problem now is finding enough work opportunities which provide good vocational training for the juveniles."

A problem of major concern in the past year was the receipt of an increasing number of disturbed younger inmates, especially noticeable at the State Home for Girls and Clinton. Closely related to this problem is the admixture

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of population at Jamesburg, where extreme contrasts in chronological age, seriousness of offense, social and psychological differences, and delinquency maturation make it increasingly difficult to provide safe custody, adequate classification and treatment for younger offenders.

At the State Home for Girls there has been a trend toward admission of more girls with behavioral and emotional problems. Girls not only turn hostility toward themselves but manifest aggressive-assaultive behavior toward others. It was reported that the emotionally disturbed girls who are often the younger group, attempt suicide and show severe withdrawal tendencies; others have alcoholic problems.

Clinton continues to receive an increasing number of juvenile delinquents and narcotic addicts. Many of the younger disturbed inmates at Clinton establish a pattern of running away and continue to pose the problem of providing safe custody.

As in previous years a lack of sufficient employment opportunities, resulting in idleness and overmanned work details, continued to be a serious problem at most institutions. The State Prison and Rahway lacked work for all inmates. Overcrowding continued to overpopulate many of the existing work details at Annandale creating supervisory problems. At Bordentown all details were overmanned and at Clinton a major concern was idleness, especially among juveniles who needed constructive employment programs.

While there was an upward trend in staff turnover at most institutions during the past year, the most significant in-

crease was at Jamesburg (1963-25.4; 1964-36.4). The cottage officer there receives less pay than the correction officer at other institutions, which makes it increasingly difficult to secure qualified cottage officers who will remain in the correctional field. At Annandale difficulty was experienced in attracting competent clerical, accounting and professional staff. At Bordentown most of the turnover occurred in the officer category. The State Prison could not recruit psychologists, senior laboratory technicians, and a cutter and knitter for State Use industries. At Rahway there were numerous terminations of employment in an effort to upgrade the officer cadre; correction officer turnover was consequently, higher than the previous year. It was reportedly impossible to fill the positions of assistant social work supervisor and director of recreation at Clinton because of low salary ranges.

As a result of Chapter 65, P.L. 1963, a single Board of Managers was established for the male reformatory complex, effective January 1, 1964. The new Board, which is composed of members of the former Annandale and Bordentown Boards, will also become responsible for the program to be conducted at the new Youth Reception and Correction Center at Yardville, tentatively scheduled to be opened in mid-1966.

Construction was begun on this unique institution which will provide for central reception and classification of all reformatory commitments and a special treatment unit for seriously disturbed inmates of the reformatory population. The new Reception Center will make provision for 518 residents who

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will be divided into small groups of eighteen to twenty-four for training and treatment purposes. The design of the Youth Center is modern and when completed should present an attractive exterior and a functional interior.

The planning and programming of a new institution for approximately 200 boys age thirteen and under will provide the latest treatment and training methods for the youngest members of New Jersey's correctional system and will help relieve the severe pressures of overcrowding at Jamesburg.

On October 15, 1963 the new Ocean Residential Group Center was dedicated at Forked River. The new Center, like New Jersey's residential group centers at Highfields, Warren and Turrell, provides short-term treatment for selected youthful offenders who enter the program as a condition of their probation. Boys at Ocean are employed under the direction of the Department of Conservation and Economic Development in pheasant breeding and rearing. The core of the program at the Center is the guided group interaction sessions which are held five nights a week.

The new Bordentown Reformatory unit on the grounds of the State Colony, at New Lisbon, was opened in July, 1964. Men residing at the unit will work in the kitchen and participate in treatment and recreational programs. When ready for parole, they are released directly to the community.

During the past fiscal year progress was made in the construction of several new facilities. On the grounds at Jamesburg, two new cottages and a treatment unit will relieve presently overcrowded cottages and provide for wider differ-

ential treatment of the young offender. Construction of the new Industrial Building at Bordentown Reformatory will provide employment opportunities and vocational training for a large number of inmates. The past fiscal year saw the near completion of the new laundry at Rahway. Opening of the laundry will reduce the problem of insufficient job opportunities at that institution. Construction work proceeded satisfactorily in the latter part of the past year on the Annandale Camp in Stokes State Forest. This camp should be ready for occupancy early in 1965 and will house approximately sixty boys, providing some relief from overcrowding and overmanned details at Annandale.

The Division also moved toward the beginning of construction on several new facilities. Preliminary architectural plans for a work camp for Clinton inmates to be located at Vineland State School, were completed. Work on plans and specifications proceeded for a new food service building at Clinton. New sketches were received for a new camp for boys from Jamesburg at Wharton Tract near Tabernacle. The aforementioned projects evidence the Division's continued efforts to provide more and better work opportunities and services within New Jersey's correctional system.

The minimum custody work camps and details to institutions for the mentally retarded and mentally ill continued to provide meaningful work experiences for inmates who can be classified for minimum custody assignments: Knight Farm in West Trenton, and the camp at High Point State Park, satellite program of Bordentown; Jones Farm, Marlboro Camp, and Rahway Camp—

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minimum custody programs for the adult offender. At Leesburg inmates were assigned to the State Hospital at Ancora, the State Colony at Woodbine, the Vineland State School, and the Soldiers' Home.

During the past year there were several developments and achievements in treatment and educational programs. At the State Home, girls who are returned to the institution as parole violators live together and hold group discussions regarding their problems and reasons for return. Two educational courses were added to prepare girls for nursery school work and a home nursing course was expanded. Student government at Clinton continued to be a constructive instrument for promoting inmate morale, self respect, discipline, and responsibility. Staff participate in meetings with the inmates to discuss cottage problems. Improvement committees composed of inmates meet with new admissions, promote recreational activities, and concern themselves with manners, dress, conduct, and general cottage conditions. Group counseling programs were extended to the satellite units of Annandale and Bordentown Reformatories. In attempts to reach soon-to-be released young offenders through discussions of relevant problems. At Bordentown a streamlined reading program for slow learners functioned very satisfactorily during the past year. A computer mathematics program was also initiated with the help of RCA engineers from the Space Unit at Hightstown. A bright spot of the total curricular offering at Annandale was the developmental reading program in which two groups participated with encouraging results.

There was no increase in overall

escapes from the correctional institutions. Runaways did increase at the State Home for Boys ('62-'63 - 98; '63-'64 - 120). During the first half of '63-'64, however, there were 81 escapes and during the second half, 39 - a downward trend. Serious problems occurred at Annandale where more than 1,069 disciplinary reports were issued and escapes increased almost four times over the year. Although disciplinary infractions increased at Bordentown, there were no serious disturbances, and of three men who escaped from minimum custody details, all were apprehended within a matter of hours. There were no escapes from the State Prison but there were sixteen escapes from the Prison complex. The Prison complex includes the Prison, Rahway and Leesburg Prison Farms, and the satellite units of these institutions.

In spite of the problems of finding qualified food service personnel and the need for more modern equipment, the food service departments in the institutions did an exceptional job of feeding inmates and personnel. At Rahway the medical department was given additional duties with the opening of a T.B. unit to serve the entire division.

Evaluative research studies undertaken at Warren and Turrell indicated that seventy-nine per cent of the boys released from Warren and seventy-three per cent of the girls released from Turrell in the '62-'63 fiscal year made an average or better overall adjustment following their release, according to their probation officers.

Interest in New Jersey's residential group centers was indicated by the

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number of professional persons who resided in or visited them during the year, including psychologists from Norway, Switzerland and Sweden.

The Robert Bruce House, located one mile from the heart of Newark continued to provide food, a stable residence, professional treatment, vocational counseling, and aid in seeking employment to parole placement cases from Bordentown. The parole placement case is a parolee who is usually paroled from an institution with a small sum of money, on his own, and usually with no friends or relatives to whom he can turn for aid. He may be an inadequate person, having a spotty employment history and beset by a host of emotional problems. The Robert Bruce House program was formulated in the hope that it would aid placement cases make an adequate community adjustment. The House is being operated with funds received from the Federal Government through the National Institute of Mental Health. A final and comprehensive research design and methodology will be carried out under the direction of the research committee which is composed of outstanding professionals in the field who have no direct affiliation with the House.

During the past year a research specialist was added to the Division staff. In the six month period from January 3, 1964 to June 30, 1964 three research reports were completed and three initiated. The three completed studies helped in planning the proposed new 200-bed institution for younger delinquents, clarified the effects of paroling hard-to-place boys from Jamesburg, and described the differences between research and practitioner perspectives which limit the application of research

results. The three studies initiated were designed (1) to show the degree of risk of selected parolees so that correctional and parole programs can be more realistically evaluated, (2) to indicate the kinds of parole supervision approach most effective with certain parolees, and (3) to point out to county detention facility planners the range of admission, programming, and staffing practices presently in use in New Jersey.

During the past year the Bureau of Parole supervised a total of 7,736 parolees, an increase of four per cent over the previous year. The six-year period since 1958 has seen a twelve per cent increase in parolees supervised. In the past few years male caseloads in the Bureau of Parole have remained relatively constant, usually averaging between sixty-seventy cases per officer. Female caseloads have remained smaller than male caseloads, but because of a wider distribution of their cases, female parole officers continue to cover larger geographical areas to service their cases. Problems of major concern to the Bureau during the past year were an increase in the number of arrests, missing cases, a lack of employment opportunities and effective training programs, especially for the younger parolee, and an increase of narcotic addiction particularly in the northern section of the State. At the end of the fiscal year, excessive staff turnover, which has persisted as a problem in the Bureau for several years, was a serious concern. Twenty-six per cent of the parole staff was in temporary status. Multiple resignations and illnesses combined to cause problems related to case coverage and reporting.

A management training program for

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supervisory personnel was added and the planning of a '64-'65 conference leadership program for district parole supervisors begun. Increased emphasis was put on the treatment aspect of supervision which aims toward the recognition and resolution of parole problems through the use of available community resources. During the fiscal year, parolees earned \$6,715,209.

Since the creation of the New Jersey sex offender program in April, 1949, a total of 1,479 offenders were classified within the purview of the Statutes. Of these 1,041 were committed to mental or correctional institutions and 421 were paroled. As a result of a recent re-evaluation of the program a more intense classification procedure and a more diversified custodial and treatment program is being developed for all sex offenders.

The Bureau of State Use Industries continued to furnish employment at productive occupations for the inmates. The twenty-six operating shops of the Bureau provided 1,053 full time jobs in the past year, two per cent more jobs than the '62-'63 fiscal year. The average annual output in sales per penal and correctional job was \$2,460, up about ten per cent from the previous year. More than sixty new jobs will become available in the '64-'65 year when the Industrial Building at Bordentown is opened. The operating goal of the Bureau of State Use Industries is to give

prisoners modern training in line with employment opportunities are continually being sought and work is kept as diversified and challenging as possible.

While the major problems of the past fiscal year were serious and in some cases critical, the significant events and accomplishments, many having impetus in previous years, evidenced a continuing trend toward diversification and improvement of New Jersey's correctional institutions and programs. The problem of overcrowding at the correctional institutions was being met by the planning, programming, and construction of new facilities. The receipt of an increased number of disturbed younger inmates at several institutions was being offset by the development and use of new treatment techniques and educational programs. The problems of insufficient work and overcrowded details were being reduced by planning and building of new industrial facilities and satellite work units, and the available and planned employment opportunities of the Bureau of State Use Industries. Finally, the trends toward increased use of small satellite work units and camps, the placing of wider emphasis on research, the broader use of residential treatment centers, the expansion of the Division's training programs and those of the Bureau of Parole to include all levels of personnel, were signs of vitality in the past year for corrections in New Jersey.

Division of Public Welfare

Irving J. Engelman, Director

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July 1, 1963 was a multi-facted birthday of new beginnings for the Division of Public Welfare and its component units and programs. On or as of that date the following major "firsts" occurred:

- the newly created Board of Public Welfare officially came into being
- the reorganized Bureau of Children's Services officially emerged from its chrysalis
- the newly authorized program of Protective Services for children became officially operative
- complete integration of the Blind Assistance program with all other Federally-aided public assistance programs, to be administered by the County Welfare Boards under supervision by the Bureau of Assistance, became officially effective
- State financial participation in the Blind Assistance program, on a direct matching basis with the counties, was initiated
- the newly-established program of Medical Assistance for the Aged,

New Jersey's implementation of the Federal "Kerr-Mills" provisions, became officially operative

- hospitalization insurance for all Old Age Assistance recipients, under a group-type contract written by Blue Cross specifically for that program, went into effect
- a new major bureau within the Division—the Bureau of Medical Affairs—officially assumed a place on the organization chart, but remained unstaffed except for a token cadre previously in existence.

The year of activity that followed was characterized by aspiration and accomplishment on the one hand, and fault and frustration on the other, a not surprising accompaniment of any new operation.

BUREAU OF ASSISTANCE

The continuously increasing dimensions, in numbers and costs, of the broad array of public assistance programs, have been summarized on prior pages of this report. Since in New Jersey all of such programs are locally administered, by county welfare boards or municipal welfare departments, the Bureau of Assistance functions as the unit of the Welfare Division immediately responsible for exercising administrative supervision, review, control, and substantial financing of such local operations. During this fiscal year, the Bureau's activities were principally related to implementation of new programs and services mandated by new legislation and requirements at both the Federal and State levels.

ACTIVITIES RELATED TO FEDERAL LEGISLATION

Additional administrative cost matching, on a 75 per cent rather than a 50 per cent basis, had been provided under the Public Welfare Amendments of 1962 for extension of social services. These funds were and continue to be available not as a stimulant, but only as an increased matching for demonstrated expenditure and accomplishment. Consequently, to utilize the "75 per cent matching," and in certain respects to continue eligible for any matching for administration of the specific program of Assistance for Dependent Children, the county welfare boards had to initiate actions toward meeting Federal standards and requirements. These included completion of social studies on all ADC cases and on adult cases having defined social problems; establishing records of services given which would be auditable; increasing home visits in service cases to a minimum of four times a year; and progressively increasing quantity and quality of staff consistent with Federal standards and service needs.

In order that the county agencies might move effectively toward attaining these objectives, the Bureau of Assistance was called upon to assume intensified responsibilities of leadership and supervision, not only in relation to the new administrative areas but also in seeking to assure maintenance of previous standards of performance. Increased liaison had to be maintained with Federal representatives to obtain interpretation and clarification of changing policies; regulations and instructions had to be formulated for local guidance and direction; and field contacts had to be expanded to

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provide consultation to county welfare board administrators and staffs.

Regrettably, the Bureau was not able to discharge its full responsibilities since no additions to professional field staff were made available. It was only through the added effort of existing staff, and the cooperation of the local agencies, that a reasonably adequate degree of progress was made toward implementing the social service requirements.

As an additional administrative responsibility, the Federal Department of Health, Education and Welfare directed that each state allocate staff to initiate and conduct a continuing eligibility review known as Quality Control of Case Actions. Although a previous nationwide review of ADC eligibility had shown a creditable standing for New Jersey, the conduct of the prescribed Quality Control program was made a condition of Federal financial matching. The breadth and depth of the review required by Federal directives made it impossible for this responsibility to be exercised by the Bureau's existing staff. New temporary staff was approved to the extent necessary to accomplish the minimum requirements, and intensive programs of training and supervision were instituted. The achievement attained during this initial stage was rated excellent, but as of the next fiscal year, the full review requirements must be undertaken. The Federal conditions for financial matching attribute to Quality Control a top priority, so that if additional staff is not made available for this activity, then unfortunately the other vital field services of the Bureau must be contracted.

ACTIVITIES RELATED TO STATE LEGISLATION

Beginning July, 1963, the Bureau assumed the supervisory responsibility for the program of Assistance for the Blind previously exercised by the Commission for the Blind. Although the county welfare boards had previously provided local administration of this program on behalf of the Commission, it became incumbent upon the Bureau to integrate these activities in a manner consistent with the other programs of categorical assistance. Although the Blind Assistance program is comparatively small in volume, it did require establishment of social and financial records and controls as a new program entity. Reciprocal agreements with other states had to be reviewed and reconfirmed. In addition, since the Commission for the Blind continues as a resource to provide services other than financial assistance, policies and procedures were developed to govern the provision of these supplementary services to persons receiving Assistance for the Blind.

Implementation of the program of Medical Assistance for the Aged, which also became effective July 1, 1963 demanded extensive time and effort on the part of the Bureau. Although initial policy and procedural materials had been developed, and preliminary training sessions held, this was a totally new program having many aspects of eligibility and service divergent from, and in contrast with, other programs of assistance. The program also involved content and third party relationships, particularly in the area of hospitalization, for which no precedent could be drawn from prior experience. In order to attain ef-

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fective and uniform administration of this program, the Bureau was required to provide continuing interpretation and consultation to the county welfare boards.

Close contact with these agencies was also required to evaluate the adequacy of policies and procedures in relation to actual administrative experience. Special efforts were made to have staff respond to requests from various groups to discuss the scope and purpose of the program so as to promote community understanding. Although a number of problem areas have become identified that will require subsequent solution, a reasonably sound administrative base was achieved for future accomplishment.

DIMENSIONS OF PROGRAM ACTIVITIES

Old Age Assistance

At the close of fiscal year 1963, 4,271 cases requiring nursing home care were certified to the MAA program. Excluding these cases from the June, 1963 recipients, the case load at the close of the current fiscal year would continue the moderate downward trend by consisting of 250 fewer cases.

Compared with the preceding fiscal year, there were fewer approved applications and closings during 1964; however, cases closed still outnumbered those approved, accounting for the case load decrease.

Net expenditures reflected a decrease traceable mainly to the certification of all nursing home cases to the MAA program. The moderately declining pattern in case load is expected to continue in the subsequent fiscal year.

Disability Assistance

The case load on June 30, 1964 represents an increase of about five 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 five per cent over the experience of fiscal year 1963. The rising trend in case load and expenditures is expected to continue at a moderate pace.

Assistance for Dependent Children

The persons aided in this program continue to increase as eleven per cent more recipients were included in assistance grants during June, 1964 than in the same month last year.

Net expenditures during 1964 have increased about fourteen per cent over the expenditures in the preceding fiscal year.

Assistance expenditures and persons aided are expected to increase during fiscal year 1965; the rate of increase, however, is not expected to equal the current experience.

Assistance for the Blind

The largest number of recipients in the case load occurred in June, 1964 when 957 persons received assistance under the program.

Expenditures during the fiscal year totaled \$928,715 for an average monthly assistance cost of \$77,393.

Medical Assistance for the Aged

During the first month of program operation the recipient case load of 4,294 consisted entirely of cases certified from other categorical assistance programs.

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The peak month for recipients and expenditures occurred during April, 1964 when the respective totals were 5,157 cases and \$1,277,380.

General Assistance

The peak increase in this program occurred in January when 4,431 cases were opened; February showed a decrease of 683 cases, with the number of cases opened in May dropping to 2,699.

Expenditures for the year reflect an increase of \$1,140,868 or more than eight per cent when compared with the expenditures for fiscal year 1963.

Summary

The activities of the past year particularly accentuated the magnitude of the leadership and service role which the State supervising agency must assume if the increasing variety of public assistance programs are to serve the community effectively, and if there is to be adequate accountability for the qualitative as well as the quantitative aspects of program operations. Full credit is gratefully given to the county and municipal agencies for their initiative and cooperation, but the State agency must not only be capable of immediate response to local administrative problems but also sufficiently aware of on-going operations so as to anticipate need for corrective action. Full and deeply grateful credit is given also to those staff members of the Bureau whose dedication and zeal have enabled the administrative vehicle to maintain some forward momentum even with insufficient motive power. The fact must be faced, however, that the existing staff complement and structure of the Bureau is not sufficient to be charged with responsibility for fulfilling the State's supervisory role in

its true dimensions. There are too many people being served and too many dollars being spent for State agency activity to be limited to housekeeping for today without planning for tomorrow.

BUREAU OF CHILDREN'S SERVICES

With the reorganization of the Division of Public Welfare that became effective July 1, 1963, the Bureau of Children's Services became reconstituted as an integral unit within the Division, operating without a separate Board of Managers. However, the new Board of Public Welfare established a Committee on Services to Children to exercise a direct interest in, and relationship to, the programs and activities of the Bureau.

During this year the program of Protective Services was initiated with one worker in each district office specializing on such cases. A total of 254 situations, involving 827 children, were accepted for service during the year. As of July 1, 1964, a total of 624 children were under care in the program.

During this year Chapter 30, P.L. 1964 made further provisions in the interest of protecting children from abuse. It requires physicians and hospitals to report to county prosecutors observed cases of certain physical abuses of children, and provides that when such reports are received by the prosecutors, a complaint may be filed with the Bureau of Children's Services for appropriate action under the laws governing the Bureau's protective service program.

Another program innovation authorized arrangements for private institutional placement of mentally retarded chil-

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dren unable to be admitted to State institutions, but no longer able to remain at home or elsewhere in the community. As of July 1, 1964, a total of 49 children were in private institutions for the retarded under the supervision of the Bureau.

Another new policy established during the year relates to continuing payments to a foster parent when a child is absent from home on a temporary basis, involving hospitalization or vacation. Full board is paid for the first fourteen days of absence only and reduced payments may be approved at specified periods not to exceed three months beginning with the fifteenth day of absence. The same policy was established for institutions but was limited to the first fourteen days only. This is in the interests of preserving bed space for a child who must be out of the home temporarily.

Policy was revised to permit payments for medical, dental, psychological and psychiatric services, and clothing for certain children in the Care and Protective Services programs, even while living in their own homes, when the services are not available to them in the community on a free basis or the cost cannot be met by the parents. Payment for homemaker services was also authorized for children under supervision.

Extensive staff relocations and functional reassignments, implementing the recommendations for administrative reorganization originally charted in the survey made by Laurin Hyde Associates, were completed. Present indications are that this reorganization has already improved and will continue to improve efficiency of operations.

A Day Care Services Unit was innovated; a staff member to head the Unit was appointed as of September 16, 1963; and, with the continuing and active guidance of the Day Care Advisory Committee, development of this new service has been progressing. As of the end of the fiscal year, fourteen children were in day care.

Dr. Renee Zindwer, medical administrative officer of Child Health Services in the Division of Public Welfare, was assigned to the Bureau's Health Services Unit in April, 1964, and she is working to strengthen the health program of the agency. The staff of the Health Services Unit was also augmented by a psychological consultant on a part-time basis.

A Fiscal Review Committee, chaired by the business manager, was established to review and make recommendations with regard to accident settlements involving children under the Bureau's jurisdiction, and with regard to the disposition of estates and trust funds. The Adoption Review Committee, chaired by the assistant chief, makes determinations and final recommendations regarding guardian's consents to adoption.

During the year a special Case Review Project was undertaken in order to identify and evaluate certain major elements affecting the welfare of all children under supervision in their own homes or in foster homes. A caseworker other than the one normally serving each child visited the home and prepared a report in specially prescribed form. The Bureau is now working on plans, based on the Project findings, to provide the best possible service to each of the children visited. The Project involved a total of 8,215 visits during the month of June, 1964.

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A three-day institute was organized and conducted, in conjunction with the Division of Mental Health, to improve mutuality of understanding and improve operating relationships between the Bureau of Children's Services and the various mental hygiene clinics.

An opportunity was afforded by Columbia University School of Social Work to provide six staff members with scholarships to attend a one week institute on protective services. Those who attended the institute subsequently disseminated the information by a panel presentation at a supervisor's meeting, and, in addition, a workshop was sponsored by the Staff Development Services Unit for all protective services workers in the State.

During the year the Bureau published, for wide distribution, a pamphlet entitled *To Help a Child*, which describes the current programs and services of the Bureau of Children's Services. A pamphlet entitled *The Adoption Home Study* was also released, summarizing an institute previously conducted for the Bureau's staff by Miss Helen Fradkin of the Columbia University School of Social Work. The complete content of the July, 1964 edition of THE WELFARE REPORTER was prepared by the staff of the Bureau of Children's Services to commemorate the sixty-fifth anniversary of the agency's founding.

During the fiscal year the Trenton District Office was split by creating a new office in Somerville to serve Hunterdon and Somerset Counties. The continuing Trenton District Office, which now serves Mercer County only, moved to new quarters in August, 1963. In February, 1964,

the Paterson District Office was moved to a new building, and in April the Newton District Office moved to a new building, at the same time assuming responsibility for serving children in Warren County in addition to Sussex County. The Morristown District Office, continuing at its former location, is now responsible for Morris County only.

For the third successive year the Bureau participated with the Rutgers Graduate School of Social Work in a program of seasonal assistantships for trainees in the field of social work. Students who have completed two to three year of college are recruited for this program and oriented to the field. Twenty-four such college students were utilized as case aides in the district offices last summer. Some of these young people are being successfully recruited as members of the regular case work staff upon college graduation.

There was continuing emphasis to encourage graduate training of the social work staff members through educational leave. Eleven staff members were granted educational leave for first year full-time study, fourteen for second year full-time study, and five will be attending the extended-study plan at Rutgers, making a total of thirty persons attending graduate schools of social work in the coming fiscal year.

The Bureau continued intensive efforts to effect adoption placements for children under supervision whose rehabilitation with natural parents could not be contemplated. A total of 168 children were placed during the fiscal year, of whom 68 were adopted by their foster parents, while 100 went into homes se-

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lected for them from among new adoptive applicants. Of the children adopted by foster parents, 45 were white and 23 were Negro; 47 were Protestant and 21 were Catholic; there were 33 boys and 35 girls. Of the 100 children placed in homes newly selected, 84 were white and 16 were Negro; 61 were Protestant, 37 Catholic and 2 Jewish; 52 were boys and 48 girls.

Concerted efforts to recruit more Negro adoptive homes were continued. In the Hackensack District Office, an extensive campaign continued throughout the fiscal year. This program, called SEARCH, has been successful in locating homes for some children who were very much in need of adoption placement.

The Bureau is required to make adoption investigations and supervise placements upon appointment by the courts in cases of "independent placements," that is, those which have been made without prior involvement of an approved adoption agency. This year the Bureau completed 1,303 investigations involving 1,552 children. A total of 902 such children were under continuing supervision during the year, prior to consummation of adoption. During the year, 1,381 new requests for 1,683 children were received from the courts.

All approved adoption agencies were recertified this year. This includes a total of nineteen agencies within the State and twenty-one outside the State. One new out-of-State agency was approved.

During the year, four adoptions were consummated involving children refer-

red by International Social Service, coming in from overseas to be adopted by couples in the United States.

The Group Care Unit made intensive efforts to recruit new foster home facilities and was successful in setting up seventeen shelter homes, two residences for adolescent children, and three infant study homes. Three group care homes, for boys and girls with special behavior problems, are now serving a total of twenty children. There has been excellent cooperation from newspapers and some radio stations in publicizing the need for such facilities. A goal to establish two shelter homes for each of the fifteen district offices during the coming fiscal year has been set. The need for shelter homes has increased with the assumption of responsibilities in the Protective Services program.

At the close of the year, there were 10,082 children under the Bureau's supervision. Of this number, 3,437 were on a free basis; board was being paid for 6,645. This is an increase over the previous year when 2,408 children were free and 5,596 were boarding. In the month of May, 1964, the total cost for board, medical and dental care, clothing, and other for the children amounted to \$481,186.35.

Cash collections received for the support of children during 1963-64 amounted to \$423,377.71, as compared with \$409,530.14 in 1962-63 and \$358,739.69 in 1961-62. This represents an increase of \$13,847.57 or 3.4 per cent as compared with 1962-63 and an increase of \$64,638.02 or 15.3 per cent over 1961-62:

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	<i>Parents</i>	<i>Trust Accts. & Others</i>	<i>Prob.</i>	<i>U. S. Treasury</i>	<i>Total</i>
1963-64	97,368.94	28,768.18	68,790.08	228,450.51	423,377.71
1962-63	92,035.41	27,152.77	61,923.28	228,418.68	409,530.14
Increase over					
1962-63	5,333.53	1,615.41	6,866.80	31.83	13,847.57
1961-62	97,671.54	14,683.12	59,345.69	187,039.34	358,789.79
Increase or					
Decrease over					
1961-62	302.60	14,085.06	9,444.39	41,411.17	64,638.02

A new system for keeping control of support payments from legally liable relatives of children for whom the Bureau is paying maintenance costs was put into effect. The system involves centralized accounting and billing rather than having each district office responsible for its own records of support payments.

During the fiscal year a great deal of progress was made in issuance of major manual releases. The Administrative Services manual was completed which involved sections on BCS Organization, Office Management, Communications, Travel and Cars, Public Relations, Community Organization, Social Service Exchanges, Orientation, Staff Development, Case Records and Recording, and Fiscal Activities. The Children's Services manual was issued to include the following:

The Children's Services manual was issued to include the following:

- Services to Children in Their Own Homes
 - Homemaker Services
 - Day Care Services

- Services to Children in Foster Family Care
 - Considerations for Foster Family Care
 - Selection and Development of Foster Homes
 - Foster Family Care
 - Group Care and Specialized Foster Care Services

- Services to Children in Institutions
 - Principles and Values of Institutional Care
 - Role of BCS in Providing Institutional Care
 - Institutional Resources

Adoption Complaint Investigations

Specialized Services

A special committee was established, composed of private agency executives as well as Bureau staff members, to assist in the development of rules and regulations governing the purchase of service by the Bureau from private institutions and agencies. Although the work of this committee will continue into the next fiscal year, a tangible accomplishment was the formulation of standards for the kinds of institutional services which will be subject to purchase. By June, 1964, these standards had been approved by the State Board of Control and were being processed for filing with the Secretary of State.

COMMISSION FOR THE BLIND

The transfer of responsibility to the Bureau of Assistance and the County Welfare Boards for full administration of the Blind Assistance program, which became effective July 1, 1963, served to relieve staff time previously required for that program and enabled the Commission better to cope with the increased case load and program improvements in other areas of activity.

Eye Health Service

The Eye Health Service is directed to prevention of blindness and conserva-

tion of vision through a program of public information on eye health safety and a program of direct case services to individuals requiring eye surgery or treatment.

In case services, the total number served was 1,987, an increase of 264 over the year before. Of this number, 313 individuals had their sight restored or improved.

The Commission's glaucoma program includes maintenance of a State-wide register of glaucoma patients; follow-up arrangements for persons who are neglecting regular treatment; and, in co-operation with the State Medical Society and hospitals throughout the State, conduct of a free annual screening program to detect the condition and bring the patient under treatment as soon as possible. This year, physicians saw some 8,000 persons during the detection week and found and referred 468 Glaucoma patients to the Commission for follow-up. One hundred thirty-three additional cases were referred from hospital eye clinics. At year's end there were 2,473 patients on the Glaucoma Register and 311 had been actively served.

The mobile eye examination unit, which visits schools and certain other institutions throughout the State on invitation, conducted 2,840 examinations during an eight-month period. This was less than the year before because the mobile unit, now eighteen years old, broke down completely and is to be replaced.

There were extensive activities in the public information aspects of sight conservation. The professional staff gave twenty-nine lectures to schools of nursing, service clubs and P.T.A.'s. Nearly

2,800 individuals in sixty-nine showings saw the Commission film "New Worlds of Vision." An eye information symposium, the eighth in a series, was held at the Mutual Benefit Life Insurance Company in Newark, with more than 400 school teachers and administrators from Essex and Hudson Counties in attendance. Through the Rutgers University Pharmaceutical Extension Division, literature on eye health was distributed in local pharmacies.

Vocational Rehabilitation Service

During the year, 170 new employment placements were made, nearly twenty per cent more than the year before. Based on reviews conducted with the help of the Federal service, a number of program improvements were instituted. The backlog or waiting list was screened and reduced, as was the number of clients with completed training but waiting for employment. A new case folder, filing and recording system was developed. The increase in the number of multiply-handicapped clients (now forty per cent of the rehabilitation caseload) will affect the nature and expansion of training programs at the Adult Training Center and at the Contract Shops.

New vending stands were erected in each of the new State buildings in Trenton and a number of the older stands were modernized and refurbished. Forty-eight vending stands were in operation during the year. Gross sales amounted to \$881,731 with net income to operators of \$161,351, about a five per cent decrease from 1963.

The work of processing O.A.S.I. referrals for vocational rehabilitation was improved through in-service training and a better working understanding with the

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district and regional offices of B.O.A.-S.I. *Home Industries*

The Rehabilitation Training Center extended training to 66 clients for a total of 4,170 student days, a small increase over the previous year. Multiply-handicapped clients enrolled at the Center increased from thirty-one per cent in 1963 to forty-two per cent this year. The Division of Public Welfare made available a home economist on special assignment, who developed a very successful project in industrial sewing machine instruction for students in the Home Economics course. Audiometric testing is now available at the Center and is extended to every student because of the high incidence of hearing loss found among blind clients. Limitations in space at the Center continue to be a problem.

Mobility and adjustment training was expanded in order to reach more homebound individuals. The number of instructors was increased to three; the number served increased from forty-one clients to seventy-nine and involved some 2,500 hours of intensive personal instruction.

The Contract Shop program for marginal workers continued to grow. Gross sales increased to \$203,000, about thirty per cent more than 1963. The number of blind persons employed increased from seventy-four to 108 with earnings growing to \$104,000, also a thirty per cent increase. Federal minimum hourly wages or better continue to be paid to employees and, aside from some house-keeping and material items, all rent, utilities and operational costs are met through program proceeds.

This service is concerned with the processing and selling of articles made at home by blind persons trained in a variety of handicrafts. Gross sales totaled \$204,000, somewhat less than the year before. However, income to blind workers increased slightly to \$91,000. Proposed legislation, now under consideration, will require the licensing of individuals and groups selling "blind-made" articles.

Social Service and Home Teaching

The Home Service program serves homebound blind adults who are either newly blinded or are in need of services such as personal adjustment, handwork training for therapy or occupation, training in the use of special devices, or assistance with personal, family and social problems related to or growing out of the individual's loss of sight. Approximately 1,400 homebound clients were visited by staff to meet a variety of teaching, adjustment and social service needs. Workers traveled more than 82,000 miles and made 4,884 client calls in providing these services. The close of the year saw approximately 2,200 Talking Book machines in use by blind clients and this number continues to grow.

Education Service

On June 30, 1964 there were 1,506 youngsters registered with the Education Service, a net gain for the year of sixty-four. By school needs, these were classified as follows:

Pre-school	155
Special classes for blind and partially seeing in public schools	205
Regular elementary classes	616
Regular secondary classes	153
Boarding schools for the blind	122
Higher education	58
Multiply-handicapped—	
not in school or institution	73
Retarded—in institution, unclassified	124
	<hr/> 1,506

During the year there were 246 new referrals bringing the year's registration to 1,688, the highest ever. Closed during the year were 182 clients.

The pre-school caseload was reduced from 165 in 1963 to 155. Interestingly, ten years ago sixty per cent of the pre-school group had become blind because of retrolental fibroplasia; this year the incidence of retrolental cases was only sixteen per cent. There is now, however, a noticeable increase in several heretofore rare causes of blindness, related, perhaps, to increasing numbers of children with multiple disabilities.

The number of children attending regular elementary classes was at a peak of 616. One out of every four was totally blind; the remainder had varying degrees of useful vision so as to be able in many instances to use print rather than Braille. Of the 616, one-third received itinerant teaching services and supplementary instruction from Commission staff, and the remaining two-thirds received educational evaluation, counseling as needed, special textbooks or other educational materials.

In the special classes for blind children or for partially seeing ones, found in some larger cities, the number continues

to go down. This is due to changes in school law and changes in school philosophy concerning pupil classification. Two hundred five children were in this category.

A ten-year analysis indicates that the number of pupils enrolled in regular secondary school classes continues to increase each year. In 1964 there was a five per cent increase to 153.

The residential school population shows the greatest increase by percentage. In 1964, 122 students, the highest number to date, were enrolled in residential and treatment centers. Significantly, seventy per cent of these were retrolental cases and nearly all suffered from retardation, emotional disturbance, and other serious disabilities or maladjustments in addition to blindness.

There were 118 clients under age twenty-one in State institutions and seventy-three seriously disabled blind children at home and not in any program. Specialized facilities could help many in this group but are not available. Considering the increasing trend (now nearly fifty per cent of the education load) of multi-handicapped children, the number who will become institutionalized will continue to increase.

At the Educational Materials and Textbook Center the shipments of specialized materials increased twenty-five per cent to 25,017 when compared to 1963. Last year there had been a twenty-nine per cent increase. These materials and textbooks are vital for the blind youngster seeking to participate under competitive conditions with sighted students in public school classes. Without adequate learning tools, promptly supplied, the blind child is seriously disadvantaged.

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Delays in making these specialized materials available continue to impede the service because of personnel shortage in the Library Center.

Camp Marcella continued during the summer months to extend specialized

educational training, remedial instruction and adjustment services to selected blind youngsters as an extension of the educational program. Four hundred seventy-three camper weeks were made available.

General Assistance: Additions to case load rose 1.5 per cent above the previous year (1964 - 38,620; 1963 - 38,051) and the year-end number of recipients was 4.6 per cent above June 30, 1963 (1964 - 29,977; 1963 - 28,670).

Assistance for Dependent Children: Cases added to rolls decreased 0.3 per cent (1964 - 8,206; 1963 - 8,227). The year-end number of recipients (adults and children) was 11.2 per cent above the previous year (1964 - 100,186; 1963 - 90,111).

Old Age Assistance: Additions during 1964 were 29.0 per cent below 1963 (1964 - 2,716; 1963 - 3,826) while the year-end number of recipients was down 24.5 per cent (1964 - 13,948; 1963 - 18,469) primarily due to the new MAA program.

Medical Assistance for the Aged: This new program became effective July 1, 1963 with 4,294 recipient cases certified from other assistance programs: From OAA - 4,271; from AB - 22; from DA - 1. Other additions to case load for the year totalled 4,909 for a grand total of 9,203. Recipients at the end of the year increased 18.6 per cent to 5,092.

Disability Assistance: Additions decreased 9.4 per cent from 1963 (1964 - 2,215; 1963 - 2,444) and the number of recipients on June 30, 1964 was 5.0 per cent above the previous year (1964 - 8,390; 1963 - 7,988).

Blind Assistance: Both additions and recipients at the end of the year show little change (Additions 1964 - 133; 1963 - 163) (Recipients on June 30, 1964 - 957; 1963 - 950).

Child Welfare: The combined care, guardianship and protective services programs showed increases of 61.5 per cent (1964 - 3,906; 1963 - 2,418). The year-end case load for the three programs was 21.4 per cent above the previous year (1964 - 10,167; 1963 - 8,377). The protective services program was instituted in July, 1963 and is reflected only in the 1964 fiscal year figures.

Division of Administration

Lloyd W. McCorkle, Ph.D., Acting Director

**BUREAU OF
COMMUNITY INSTITUTIONS**
Inspection and Licensure Program

The responsibilities of the Bureau in its inspection and licensing or approval programs have continued to increase, especially in the nursing home and hospital programs which have accelerated at a relatively rapid pace. This trend has been pronounced for the past several years and presents every indication of continuing. The forecast for the future is based upon actual beds under construction and proposals in the consideration stage.

The increase in the Bureau's work load has placed additional demands upon field representatives and clerical personnel to the point where additional staff will be required to maintain high and acceptable standards of inspection procedures and to provide educational consultation services to operators and other interested parties.

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Nursing Homes

The number of nursing homes during the year increased by five, but total capacities were up 553 beds to a new high of 8,032. In addition, plans for several hundred additional beds have been approved and many of these will be opening within the next few months.

The rate of increase in nursing home beds has averaged about 700 per year over the previous five years, and this trend will undoubtedly continue.

The inspection staff has had to be spread more thinly. It has been necessary to curtail visits, particularly to certain institutions under Full License. The Bureau has advocated two visits a year, particularly since problems can be noted and resolved at the time of interim visits. Restriction of visits has a tendency to magnify problems and the educational effect of the inspection program becomes diminished.

Hospitals

While the number of community hospitals during the year increased by only two new institutions to 110, there has been an increase of 457 beds put into actual use. Other programs for expansion of hospitals (both Hill-Burton and non-Hill-Burton) have been approved and many additional beds are now under construction.

Public Medical Institutions

The county and municipal chronic disease facilities subject to approval by the Bureau increased by one institution to twenty-two when Atlantic County opened an annex to its medical facility already approved. This new facility, plus approval of additional beds in other public

medical institutions, resulted in an increase of 195 beds which brought the total number of beds under approval to 3,045.

Homes for Aged and Infirmaries

The number of homes for the aged approved by the Bureau grew from sixty-seven to seventy-four, some of the increase being the result of reclassification of beds formerly in the boarding home category. Beds in residential areas of such homes increased by 132 to 3,272, and the number of infirmary beds increased by 192 to 1,538.

Other Licensed or Approved Facilities

Other related facilities subject to inspection and either approval or licensure remained relatively static during the year. The situation was true of residential school infirmaries, governmental general hospitals, private institutions for the mentally retarded, and boarding homes for sheltered care.

Other Facilities

Considerable time was spent in reviewing and commenting on proposed new legislation. In anticipation of passage, it was necessary to consider major changes in procedures, development of application forms, etc., which would be required at the time of signing.

Hill-Burton Program

During the twelve-month period ending June 30, 1964, a total of \$4,486,181 in Hill-Burton funds was granted to nine hospitals and related medical facilities. These included the Hunterdon Medical Center at Flemington, Pascack Valley

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Hospital at Westwood, Holy Name hospital at Teaneck, Underwood Hospital at Woodbury, and the Hospital Unit at the Woodbridge State School.

Grants were recommended for nursing home construction at the McCutchen Nursing Home in North Plainfield and the Meadow Lakes Nursing Home in Hightstown. The Elizabeth General Hospital and the Hospital Center at Orange received grants for diagnostic and treatment units.

Aside from developing applications for the projects mentioned, staff assisted numerous other sponsors with applications for which grants were not recommended because of limited funds. In addition, 165 conferences were held with other potential applicants. Approximately sixty field inspections were made which resulted in the certification of more than \$5.7 million in Federal installment payments to various projects approved in previous years.

The original Hill-Burton program and amendments expired on June 30, 1964. New legislation cited as "Hospital and Medical Facilities Amendments of 1964" is now being considered. Because many new areas of activity are proposed in this legislation, the "State Plan" for 1964-65 will require numerous changes. It is the Bureau's understanding that Federal authorities will conduct regional meetings as soon as legislation is approved to acquaint each State agency with new Federal requirements.

The most notable change in the Hill-Burton program will probably be in the area of modernization of existing facilities, heretofore not possible under federal regulations. The new act may pro-

vide for the elimination of a separate category of funds for Chronic Disease and Nursing Homes, and these two categories may be combined into a single category of "Long-Term Care." It is also proposed that the states be permitted to utilize a portion of the Federal grant for administrative purposes, a proposal which reflects awareness by the Federal authorities of the increasing complexity of the program and the added work load being thrust upon state Hill-Burton agencies.

Expanded areas of activity in the Hill-Burton program will obviously increase the work load of the Bureau. Moreover, with future projects and proposals, such as hospital modernization, this trend will continue in the foreseeable future as the Hill-Burton program expands.

Accelerated Public Works Program

In addition to the Hill-Burton program, the Accelerated Public Works program, which began in the previous fiscal year, was continued. Over a two-year period, a total of fifteen projects was approved for grants. All are presently in various stages of construction and their completion is anticipated within the next fiscal year.

During the year, eight medical facilities received over \$4.5 million in Federal funds under this program.

As in the inspection and licensure program and the Hill-Burton program, considerable additional time was expended by the staff in developing these eight applications and in considering fifteen other applications which did not receive federal grants because of limited funds.

BUREAU OF METHODS AND PLANNING

Installation of a computer oriented data processing system in September, 1963 permitted the release of unit record IBM installations and integration of certain staff. It achieved, among other things:

- a. pooling of systems and planning knowledge;
- b. more efficient use of equipments, personnel and space.

At the time the computer was installed twenty programs had been completed for the major machine applications: for example, patient billing, movement of population, and audit of County Welfare Board activities. At the close of the fiscal year, the 1401 Program Library included fifty-eight written programs. Programs have been prepared for all Divisions in the Department and for the Bureau of Children's Services and the Blind Commission. Programs have also been prepared for the Administrative Office of the Courts.

System planning and management direction indicate that the data processing system is achieving a reasonable level of utilization. As the level of optimum utilization of the system is approached it will be necessary to extend the hours of work or advance to a second shift.

At the present time the Bureau is meeting normal delivery schedules for the major monthly and quarterly assignments. Plans are also being advanced to accomplish preparation of NIMH reports by late summer. Present plans contemplate upgrading key-punch equipment user at the Bordentown Reformatory and for some improvement in unit operations.

During the fiscal year the Bureau, in cooperation with the Bureau of Social Research, has devoted a large measure of staff time and effort to review, reorganize, and improve the IBM files on admissions and resident population of the several institutions. Upon completion of this project it will be possible to retrieve important statistics relating to age, sex, diagnosis, length of stay and other data for patients in the several institutions. Also improved was the data processing covering movement of population and delivery of monthly inventory of patients and inmates for the several institutions.

In summary, what is reported as the accomplishments during the past fiscal year, provide the experience, technical knowledge, and management direction to obtain the more important goals in the future. The future goals include optimum utilization of equipment, more efficient use of technical and other staff, and system improvement.

BUREAU OF PERSONNEL SERVICES AND EMPLOYEE RELATIONS

A proposal submitted by the Department to revise the requirements of high level teaching positions was approved by the Department of Civil Service. It provided advantages to both the Department and to incumbent teaching personnel by:

1. Insuring that incumbents are properly certified and experienced to meet the special education needs of the various programs of our facilities.
2. Amplifying, clarifying, and enhancing the standards prescribed for these positions.

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3. Broadening the experience base to permit recruitment of qualified individuals from being among the public school systems of the State.
4. Providing a more definite basis for promotion of incumbent personnel.

A new classification of Medical Technologist was created by the Civil Service Commission and is being implemented at the various institutions.

The number of vacant positions throughout the Department at the end of the fiscal year showed an increase from the end of the last. On July 1, 1963 there were 469 vacant positions, and on July 1, 1964 there were 575 vacant positions.

Employee turnover again showed a decrease and was 26.83 per cent as compared to 27.79 per cent for the previous fiscal year.

Under the Departmental Grievance Procedure there were 87 grievances submitted by employees which reached the second step or above in the procedure. Of these, 26 were settled at the second step, 44 at the third step, and 12 at the fourth step, or Central Office level. One grievance, a performance rating appeal, went further, and was heard by the Department of Civil Service. Four grievances were still pending disposition at the end of the fiscal year.

BUREAU OF PUBLIC INFORMATION

The demands placed on the Bureau by recurring bond issue campaigns have altered the basic function somewhat from handling information exclusively to including the promotion of special needs.

An example is the Department's participation in the unsuccessful 1963 bond issue campaign to raise \$750 million for the construction of roads, schools and institutions. As in 1961 when the Department's own \$40 million bond issue was at stake, the Bureau carried the burden of support.

Such efforts require their own techniques and the practice of a special kind of public relations. When understanding of a weighted point of view must be immediate, pictures become more important than words.

Employment of an editor who happens to be a professional photographer added depth to this pictorial dimension in support of an illustrator who was already a member of the Bureau staff.

Thus in the year just ended, the Bureau shared in all the devices of vote-getting — preparing and distributing printed materials, mounting exhibits, handling press arrangements for institutional tours, groundbreakings and dedications, and making information available.

With the Governor in attendance, members of the communications industry visited representative institutions in the central part of the State and attended ceremonies at the Menlo Park Soldier's Home, New Lisbon Colony, Johnstone Training and Research Center, and the Ocean Residential Group Center. These events were staged to dramatize overcrowding and the need for more buildings while demonstrating the progress of construction with funds from the 1961 bond issue.

The Commissioner appointed the public information officer an instructor in

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the State Civil Defense Adult Education Program and the Departmental representative of the Governor's Committee on Duplicating and Printing Practices and Procedures. The public information officer taught a section of the course to other State employees an average of three hours, once a month. As a working member of the Governor's Committee, he is helping bring about economies in Departmental printing through the correct use of people and machines and the central purchase of materials.

A new activity in the Bureau was the production of engrossed resolutions for retiring superintendents. The Bureau for the first time also accepted photographic assignments conditional on fast delivery of prints.

BUREAU OF SOCIAL RESEARCH

During 1964 the major activity of the Bureau has been to re-establish data collection systems which had fallen into disorder. A great deal of time has been spent in writing reporting manuals to cover the major reporting systems. Manuals have been written for the mental hospitals' statistical and research reporting systems, for the out-patient mental health clinic reporting system, and for the reporting of the Division of Mental Retardation. In addition, a manual for a revised correctional reporting system has recently been completed in the rough.

With the exception of in-patient mental hospitals, all of the systems required major revision both as to types of items collected and collection format. The general policy has been first to devise a complete system for which a manual was then prepared; second, to send the man-

ual to the facilities covered by its reporting; and finally, to revise the manual on the basis of comments and criticism received from people within the facilities.

Having revised the manuals, meetings were then held with the Bureau of Methods and Planning to find ways of updating the machine records. This space-work will be extremely helpful in future activities of the Department. It is still too early to have done any major analyses of these data. There has been, however, a substantial increase in numbers of requests received by the Bureau from institutions and individuals both within and outside of the Department. By using high-speed electronic data processing retrieval, the Bureau has begun to fulfill the promise of increased efficiency.

Particular mention should be made of the revised out-patient clinic reporting system. The Bureau feels that it is one of its most exciting innovations. The system is too complex to be described in this report. It should be noted, however, that clinics no longer submit data with no expectation of being able to receive information back. Data processing has become a two-way street. Information in its raw form is sent to the Bureau weekly and the clinics receive valuable administrative reports every quarter. In addition, a new method of recording use of staff time has been introduced. It is now possible to gain some understanding of the ways in which different professional staff members allocate their time in the out-patient clinics.

The information collected by the data exchange system promises to be extremely helpful in analyzing the efficiency of clinic operation. In time, for example, it will become possible to isolate points at

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which program appears to have broken down for patients of a particular socioeconomic or ethnic group or to highlight such administration problems as build-up of waiting lists or inequity in proportion of treatment time to application time. Clinic administrators appear to be very enthusiastic about the kinds of information which are being made available to them in the quarterly reports.

It will require another six months or a year before it can be determined whether all of the major reporting systems have been re-established and revised. The Bureau should then be able to handle many more inquiries than it has been able to do up to now. The greatest problem still remains the ratio of analysis personnel to reporting personnel. The entire staff is involved in editing and maintaining the various reporting systems. If the Department is to exploit these data, it must employ people who understand their respective fields well enough so that they can begin to ask meaningful and pertinent programmatic questions of the system.

In order to undertake special studies and to enable the Bureau to hire compe-

tent professional staff, it has begun to apply for research grants to the National Institute of Mental Health. The Bureau has received a grant of \$120,000 to study a cohort of some 1,500 mentally retarded people who are currently on a waiting list and who will be offered admission to a new institution for the retarded. It plans to interview the relative who is responsible for the people on the list who refuse institutionalization in an attempt to learn the reasons for the refusals. It will also follow for two and one-half years all those who enter the institutions. Analysis of the institutional cohort will give information about expectancies of serious illness, death, release, and withdrawal. In this way, the usefulness of the institution as an aspect of total services for the retarded will become more clear.

Underlying all the activities of the Bureau is the basic feeling that unless analysis, rather than collection, of data becomes the dominant concern of those working in the system, the finest reporting world remains merely a collection of bits of information dutifully punched into cards.

Bureau of Legal Affairs

Eugene T. Urbaniak, Chief

Bureau of Legal Affairs

The Bureau handled 101 legal cases and successfully defended eleven claims before the Subcommittee on Claims of the Appropriations Committee.

It collected \$148,298.11 in delinquent maintenance and \$1,650.00 in penalties for violations of law by boarding and nursing homes.

There was a marked increase in the number of cases filed in the Federal courts by prisoners alleging violation of their civil rights. Some of these were dismissed on motion as being frivolous (e.g., a request by a prisoner that he be permitted to wear his personal clothing [sent to him from his home] while attending court in response to a writ, and a claim by an inmate that a modified diet of bread and water for disciplinary reasons constituted cruel and unusual punishment). The Circuit Court of Appeals sustained the District Court in each case, but approximately six cases are still pending in both the District Court and the Circuit Court of Appeals on other matters regarded as frivolous.

In *Consalo vs. Dr. Goisvold and Ancora State Hospital*, a claim for damages by a former patient who alleged he was injured while receiving treatment at the hospital, was dismissed by the New Jersey Superior Court, as to the hospital.

In *Kisielewski vs. State et al.*, a former inmate of the State Home for Girls sought damages for burns of the body received while working in the kitchen of the institution. The case resulted in a "Cause of Action" judgment against those defendants remaining and against whom the action had not been dismissed by the court at the conclusion of the plaintiff's case.

In *Carnevari vs. State*, a negligence action against the Annandale Reformatory, alleging injury to a truck driver while making a delivery, was withdrawn by the plaintiff, probably because of the favorable result obtained in *Kisielewski vs. State*.

The State of New Jersey secured a money judgment in *State vs. Monaco*, which relates to a claim for maintenance costs against moneys held by the administratrix of a deceased State Hospital patient. The defense against the claim was that moneys paid to the incompetent by the Veterans Administration are exempt from lien.

The New Jersey Supreme Court is considering the case of *Cooke vs. Tramburg*. A group of Black Muslim inmates at the State Prison requested permission to worship on a segregated religious basis in the Prison chapel and have a minister conduct religious services. The court requested implementation of the record to indicate any potential danger if such a segregated group met. This was furnished through the correctional institution superintendents.

The deputy attorney-general attended several State House Commission Meetings and presented and received approval for sales and easements relating to Departmental lands, the value of which was \$198,001.25.

The Bureau also defended many applications for writs of habeas corpus submitted to members of the judiciary; handled extradition matters; responded to inmates in confinement raising legal questions and performed other miscellaneous and incidental legal services required.

Division of Business Management

Joseph L. Grodeck, Director

Business Management

BUREAU OF ACCOUNTS

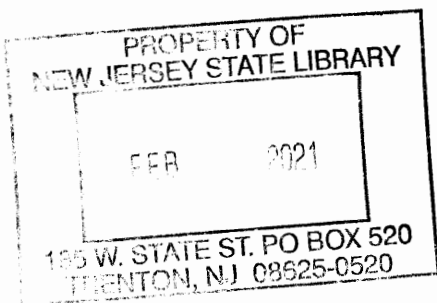
Accounting, budgeting and auditing services were supplied to the institutions, agencies and other subdivisions of the Department. The Bureau completed 8,833 applications, 1,975 certificates of debit and credit, 1,281 transfers and amended work programs, 13,376 using agency schedules, 143 notices of awards, 213 change orders for contracts, 1,115 contract payments, 101 construction payrolls, 112 final acceptance on contracts, and 1,190 excess request forms.

The budget staff processed in excess of 100 budgets.

Audits were completed at nine institutions and the auditing staff performed an inventory survey at the Trenton State Hospital.

BUREAU OF MAINTENANCE

The Bureau, acting as coordinator with the Bureau of Construction and outside architects and engineers, processed plans and specifications and awarded construction contracts for various in-



Business Management

stitutional and budget line items and bond issue projects. Construction contracts awarded amounted to \$23,532,910. One-hundred and four construction projects were completed.

During the year contracts were awarded for the Annandale Work Camp at Stokes Forest; the Readjustment Unit at the Johnstone Training and Research Center; two cottages and a Special Treatment Building at Jamesburg; and cottage replacement at New Lisbon and the Yardville Youth Center.

The volume of work entailed many hours of staff time: ascertaining program requirements, meeting with architects and engineers, reviewing plans, specifications, awarding and change orders, contracts, attending construction job meetings at the site, approving payment to contractors, inspecting and approving acceptance of completed structures, and inspecting faulty workmanship and materials within the one year guarantee period.

In addition, the Bureau Chief represented the Department at meetings of the Inter-departmental Committee for State Planning.

BUREAU OF DIETARY, LAUNDRY AND HOUSEHOLD SERVICES

The total amount of food consumed during the past fiscal year was as follows:

	<i>Tons</i>	<i>Cost</i>
Meats	2,758	\$1,908,797
Milk and Milk Products	7,036	920,067
Bread and Cereals	1,475	306,812
Fats and Oils	261	90,827
Sugar and Syrups	1,035	264,088
Vegetables	7,217	800,570
Fruits	2,493	570,700
Miscellaneous	590	299,762

The average budgeted daily food cost per capita was \$0.5395.

Approximately 27,000,000 pounds of laundry was processed in the institutional laundries during the year.

The chief of the Bureau spoke on the New Jersey Laundry program at the annual meeting of the business managers of the New York State Department of Mental Hygiene, held at Creedmoor State Hospital, New York City.

The New Jersey program is of interest because of its principle of consolidation of a general service and the inter-Divisional cooperation in the utilization of prison inmate labor.

The chief also served on an inter-departmental committee, organized by the State Department of Health, to evaluate the needs and the available resources for vocational training within the State as it relates to food service jobs in schools, hospitals, institutions, and industry. The primary objective is the establishment of permanent job training programs in vocational schools and colleges throughout the State. Such training would keep pace with modern methods and equipment, and technological developments in the food industry.

FIRE MARSHAL AND SAFETY DIRECTOR

The reported fire loss for the fiscal year of 1963-64 amounted to \$43,427.48. Eighty-nine per cent of the fire loss incurred in this fiscal year can be directly attributed to incendiary activities among inmate and patient population, one of the most difficult problems of control this office faces. The mentioned value placed at risk throughout the Department is:

	<i>Building</i>	<i>Contents</i>
Insured Value	\$157,006,150.00	\$16,213,250.00
Actual Loss	\$43,427.48	

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The actual loss reported is approximately 0.0025 per cent of the total insurance in force.

Institutional fire protection service staff responded to 218 fire calls and 471 special calls, such as emergency inhalator service calls to revive patients or employees, stand-bys for storm emergencies, assistance to institutional maintenance and grounds departments, and first aid calls.

A total of 6,830 individual fire prevention inspections were conducted by the institutional fire prevention services.

During the fiscal year, fourteen investigations were conducted of fires of a major incendiary of suspicious nature, which occurred on State-owned property. Seven investigations resulted in apprehension of the guilty party or parties.

BUREAU OF FARM OPERATIONS

The total value of all farm products was \$1,664,843, compared to \$1,692,403, in 1963, a decrease of \$27,560.

The dairies showed an increase in production even though the summer was extremely dry and there was little or no pasture available. Herds had to be fed chopped alfalfa and silage that was put up for winter use. Dairy products amounted to \$867,949 as compared with \$865,958 in 1963. The United States average pounds per cow was 7,545; for the same period the New Jersey average was 9,690 pounds per cow.

The value of pork products in the piggeries amounted to \$262,215. This was a slight drop from \$267,392 in 1963, caused by killing off hogs at a lighter weight than in past years.

The value of poultry and egg production in 1964 was \$90,405, or \$8,940 less than in 1963.

BUREAU OF MAINTENANCE COLLECTIONS

Collections and Receipts Compared

	1964	1963
Non-Indigent and State		
Contributing	\$2,194,775.72	\$1,952,940.79
Recoveries	1,436,613.05	1,098,086.39
County Regular	19,662,206.43	17,736,918.63
County Excesses	305,450.78	220,055.30
Social Security	1,698,587.82	1,595,542.94
Hospitalization Insurance	590,138.27	475,470.21
Veterans Administration Funds	214,862.86	143,805.08

Total collections for the mental hospitals, institutions for the mental retarded, Glen Gardner and the Diagnostic Center amounted to \$23,599,045.95, an excess of two and one-half million dollars over the previous year.

The Social Security program appears to be functioning smoothly. During the year the Bureau turned over to the various Counties, consistent with the Social Security program, in excess of \$500,000.

Billing by the Bureau of Methods and Planning with electronic equipment has facilitated collections. Further refinements are expected to improve this service which includes net billing to counties and direct mailing from the Central Office.

BUREAU OF TRANSPORTATION

Records were maintained covering monthly and daily rentals and mileage charges for personally assigned cars and those secured on a daily basis from the Central Motor Pool.

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

Expenditures for Year Ending June 30, 1964

Mental Hospitals

<i>Greystone Park</i>	<i>\$ 10,316,928</i>
<i>Trenton</i>	<i>8,325,545</i>
<i>Marlboro</i>	<i>6,455,391</i>
<i>Ancora</i>	<i>5,393,071</i>
<i>Neuro-Psychiatric Institute</i>	<i>3,863,644</i>
<i>Total Mental Hospitals</i>	<i>34,354,579</i>

Other Mental Facilities

<i>Diagnostic Center</i>	<i>738,379</i>
<i>Brisbane Child Treatment Center</i>	<i>406,906</i>
<i>Total Other Mental Facilities</i>	<i>1,145,285</i>

Tuberculosis Hospitals

<i>Glen Gardner</i>	<i>1,473,808</i>
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<i>Total Mental and Tuberculosis Costs</i>	<i>36,973,672</i>
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Mental Retardation Institutions

<i>Vineland State School</i>	<i>3,724,174</i>
<i>Woodbine</i>	<i>2,256,607</i>
<i>Totowa</i>	<i>2,193,929</i>
<i>New Lisbon</i>	<i>2,058,147</i>
<i>Johnstone Training Center</i>	<i>1,078,398</i>
<i>Woodbridge</i>	<i>39,244</i>

<i>Total Mental Retardation Institutions</i>	<i>11,350,499</i>
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Correctional Institutions

<i>Jamesburg</i>	<i>1,659,575</i>
<i>Annandale</i>	<i>1,638,359</i>
<i>Clinton</i>	<i>1,204,296</i>
<i>Girls Home</i>	<i>898,925</i>
<i>Youth Reception and Correction Center</i>	<i>21,337</i>
<i>Trenton Prison</i>	<i>2,491,578</i>
<i>Rahway</i>	<i>1,825,973</i>
<i>Bordentown</i>	<i>1,796,699</i>
<i>Leesburg</i>	<i>727,083</i>

<i>Total Correctional Institutions</i>	<i>12,263,825</i>
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Soldiers' Homes

<i>Vineland</i>	422,583
<i>Menlo Park</i>	221,371
<i>Total Soldiers' Homes</i>	643,954

Other Institutions

<i>Highfields Group Center</i>	47,217
<i>Warren Group Center</i>	41,727
<i>Turrell Group Center</i>	49,063
<i>Ocean Group Center</i>	48,493
<i>Total Other Institutions</i>	186,500

TOTAL ALL INSTITUTIONS **61,418,450**

Central Office

<i>Administration General</i>	930,557
<i>Division of Welfare</i>	739,611
<i>Parole Board</i>	70,063
<i>Division of Correction and Parole</i>	1,051,700
<i>Division of Mental Retardation</i>	323,859
<i>Division of Mental Health</i>	605,071
<i>Total Central Office</i>	3,720,861

Non-Institutional Items

<i>Commission for the Blind</i>	1,324,568
<i>Bureau of Children's Services</i>	2,405,656
<i>Debt Service</i>	5,464,985
<i>Total Non-Institutional</i>	9,195,209

State Aid

<i>Old Age Assistance</i>	2,622,718
<i>General Assistance</i>	5,974,197
<i>Disability Assistance</i>	1,871,238
<i>Assistance for Dependant Children</i>	14,102,884
<i>Child Care</i>	2,990,200
<i>Medical Assistance for the Aged</i>	4,059,435
<i>Blind Assistance</i>	242,721
<i>County Mental Hospitals</i>	7,240,098
<i>County Tuberculosis Hospitals</i>	230,864
<i>Community Mental Health Services</i>	1,344,481
<i>Total State Aid</i>	40,678,836

TOTAL INSTITUTIONS AND AGENCIES **\$115,093,356***

***(Does not include Capital Expenditures)**

