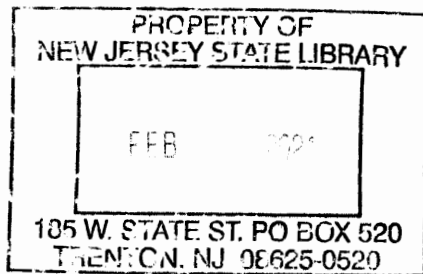


The
**WELFARE
REPORTER**

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**ANNUAL REPORT
1966**



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

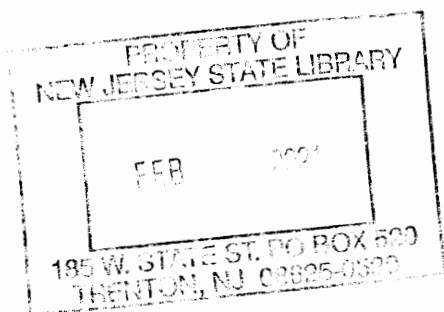
Dear Mr. Wescott:

It is my pleasure to submit the ANNUAL REPORT of the
Department of Institutions and Agencies for the year 1966
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



For the past decade progress in the care of the mentally and emotionally ill has been one which could, with little exaggeration, be called revolutionary. There has been no comparable period in the history of psychiatric illness where the forces of medicine, government, and an informed public have combined so effectively to meet this difficult problem. Last year the significance of the fragmented progress made in the preceding ten years was revealed, as tangible results began to appear in New Jersey as elsewhere.

Although there have been brief periods of reforms in the past which might be termed revolutionary, they were merely islands in a vast sea of public apathy and governmental indifference. But today every town in America has a stake in the care of its own mentally ill citizens. And whether he knows it or not, every individual has now, or will have before long, resources for immediate care for himself or members of his family if mental illness should strike. This advance can be attributed to enlightened legislation and continuing developments in the field of psychiatric medicine, backed by cooperative action on all governmental levels.

New Jersey is no exception to the national picture. In many respects, the State has been in the forefront of mental health reform for years. Its own Community Mental Health Services Act of 1957 which provides matching money on a formula basis to local governments for the provision of community mental health clinics antedates the historic federal Community Mental Health and Mental Retardation Centers bill of 1963 by almost six years. In fact, on a state level, New Jersey was preceded in such foresighted action by only three other states: New York in 1954 and Connecticut and Indiana in 1955.* By the end of the last fiscal year, 54 community mental health clinics had been developed throughout the State under provisions of the 1957 law.

**What Are the Facts About Mental Illness in the United States?*, compiled in 1966 by the National Committee Against Mental Illness, Inc., p. 40. California, Minnesota and Vermont inaugurated similar legislation in 1957 as well.

Progress continues along many fronts. Emphasis on the development of community mental health centers, which calls for initiative in planning on the local level, makes total involvement of individuals within the community essential. It has been the continuing responsibility of the Division of Mental Health and Hospitals, as the designated State mental health authority, to foster and advise these local groups. This is only a part of the Division's complex role involving the operation of State psychiatric facilities, stimulating the development of non-State operated diagnostic and treatment facilities, and the coordination and planning of all possible resources to provide the most effective utilization of manpower and financial resources currently available.

A national study of the last ten years in the field of mental health has revealed some impressive figures.* At the end of 1955 there were 558,922 resident patients in state and county mental hospitals in the United States. During that same year there were 178,000 admissions to such facilities and 126,500 net releases. However, by the end of 1965 forty states, New Jersey among them, showed decreases in patient populations. There were 83,161 *fewer* patients in the same hospitals although admissions had soared to 314,443. The downward trend in resident population not only continued during the ten-year period, but accelerated in the final five years. The key to all this was the 126 per cent increase in number of patients discharged each year: from 126,000 in 1955 to 287,000 in 1965.

Statistically speaking, New Jersey ranks 25th, among the forty states showing a downward trend. The decline was 12.7 per cent, from 22,262 in 1955 to 19,428 in 1965, despite an admission increase of 3,043 in 1965 over 1955 to 19,428 in 1965. This includes both State and county mental hospitals. In State psychiatric hospitals alone the resident population decreased from 15,734 in 1955 to 13,068 in 1965, despite an admission increase of 3,043 in 1965 over 1955.

By now it is an accepted fact that new insights into the nature of mental illness, resulting in the open hospital concept, the development of new drugs, especially of tranquilizers, and new techniques in psychiatric care have been major factors in the nation-wide decrease.

During the last fiscal year in New Jersey the number of resident patients in State psychiatric hospitals dropped from 13,019 as of June 30, 1965 to 12,284 on June 30, 1966, although admissions had increased to 9,961 in contrast to the 8,554 figure for the preceding year.

A shortage of personnel continues to be a major problem as it has in the past. One of the startling statistics to come from a nation-wide study made by the National Institute of Mental Health was the revelation that there are twenty-one state mental hospitals in the United States which are without a single psychiatrist. Another study** also revealed that in two-thirds of all the counties in the United States there were no psychiatrists at all. In a comparison of figures with New Jersey's closest neighbors in the Northeastern and Middle Atlantic bloc of states, New Jersey ranked *below* the national average. Figures for 1965 showed the following:

*Ibid. Pp. 19-22.

***Fifteen Indices*, An aid in reviewing state and local mental health and hospital programs. The Joint Information Service of the American Psychiatric Association and the National Association for Mental Health. February 1966. Pp. 18-19.

National Average , 7.8 Psychiatrists per 100,000 Population.

Connecticut	12.3
Delaware	9.1
Maryland	13.9
Massachusetts	14.6
NEW JERSEY	7.4
New York	18.1
Pennsylvania	8.1

While shortages admittedly exist in New Jersey and pose a constant problem, the quality of psychiatric service in its State hospitals is well attested to by the fact that with a total of five approved training centers for psychiatric residents, it is the only state operating more than a single public mental hospital which has all five fully accredited by the Council on Medical Education of the American Medical Association for three years of residency training. In addition, its psychiatric hospitals are fully accredited by the Joint Commission on Accreditation of Hospitals.

The fiscal year of 1965 - 66 in New Jersey reflected the ferment going on throughout the country. Planning for Community Mental Health Centers accelerated, with an outline of proposed service areas nearing completion. Medicare was about to make its debut (July 1, 1966) with inevitable repercussions expected on State hospitals caring for patients 65 years of age or older.

The Drug Addiction Program completed its first year of operation under the revised statutes. Plans were progressing for a State-sponsored Community Mental Health Center in Newark; the Diagnostic Center at Menlo Park was scheduled for major renovation plus new construction; new construction was also under way at Greystone Park State Hospital, and a variety of other programs designed to improve patient care were begun.

During the past year a Sectionalization Program for the various psychiatric hospitals was given major priority in an outline of goals of the Division of Mental Health and Hospitals, approved by the State Board of Control on February 23, 1966. In order to expedite this vital program a brief description of its meaning and importance was prepared for inclusion in the 1968 Fiscal Year Budget. Progress along these lines is continuing at all State hospitals.

The statement points out in part that "Sectionalization is the term used for a significantly different type of administrative organization of a large mental hospital which has been developed because convincing evidence at Ancora, Marlboro and Trenton State Hospitals, as well as at hospitals in Kansas, Iowa and elsewhere, has shown that this type of organization contributes to a better patient-doctor relationship. . . .

"The traditional medical goal is that each patient should have a physician individually responsible for his care. The span of medical knowledge and of individual competence makes it clearly impossible for a Medical Director administering a 3,000 - bed institution to serve as personal physician for each of its patients. Sectionalization distributes certain of his responsibilities among a group of Section Chiefs functioning as Assistant Medical Directors who are supported by competent, well-qualified personnel in nursing, social work, and psychology. . . .

"Clinical sections will be semi-autonomous collections of nursing units under the direction of a medical chief. Each has responsibility for the care and treatment of a specified group of patients while in hospital, and in addition will provide mental health services to the community and to its sick prior to and following hospitalization. . . . "an Assistant Medical Director will have the authority to carry out his treatment responsibilities while exercising direct supervision over the activities of the allied staff members who participate in the care and treatment of the patients assigned to them. Although sections will be semi-autonomous, there will be a rational pooling of common resources and support services including accounting, budgeting, personnel, purchasing, food, laundry, housekeeping, utilities, pharmacy, maintenance, transportation, etc .

Division of the larger hospitals into smaller sections was expected to develop along the following lines:

1. Psychiatric sections which will be the core of the residential program in the Division.
2. Geriatric sections which will provide therapeutic care for all older residents in State mental hospitals.
3. Children's sections which will be 75 - bed units providing for the care and treatment of specified types of psychiatric disabilities in children under the age of 17.
4. Medical-Surgical sections which will provide services comparable to the range of services provided by an accredited community general 100 - bed hospital, plus an infirmary service.

Sections 1) and 3) will be directed by clinical psychiatrists, while Sections 2) and 4) will be headed by physician specialists.

The last fiscal year was also marked by the completion of the "Report of Planning,"—*Comprehensive Mental Health Services in New Jersey, 1963 - 1965*. This two - year study directed by Evelyn P. Ivey, M.D. under a federal grant was prepared for submission to the Office of the Surgeon General and distributed to key persons, libraries and various agencies within the State late in December 1965. The State Plan designates areas by counties and lists them in order of priority of the need for services. This priority was developed from indices of need which were used in the preparation of the final document. In order to maintain eligibility for federal aid in the construction and staffing of community mental health centers, continuing effort must be made by the Division to establish further indices of need for those community mental health center service areas still to be developed.

As the fiscal year drew to a close the Bureau of Community Mental

Health Services had almost completed its classification of the State into approximately 50 service areas for Community Mental Health Centers. Some variation in the areas is anticipated as special problems arise, but the core of a State-wide program has been firmly established. Emphasis in the plan was placed on the development of imaginative programs of services under competent professional direction, rather than on construction of additional psychiatric beds.

Recruitment of vital professional personnel—psychiatrists, psychologists, social workers and psychiatrically trained nursing personnel—continued to be a major problem in all areas of the Division. In addition, lack of certain categories of workers, i.e., male attendants and food service workers, reached crucial proportions during the year and is continuing. The Division made a number of studies and recommendations for salary improvements on the professional level. Salary increases were sought for the male attendant group, and a study of the food service problem was begun with the hope that such a survey could subsequently provide guidelines for the various hospitals.

With Medicare scheduled to go into effect immediately after the close of the fiscal year, plans had already been made to acquaint the various hospitals with the necessary forms and the type of reporting expected. An increase in admissions of geriatric patients was anticipated, and it was felt that there would be a corresponding need for clerical and other personnel to aid in processing the information required by the federal government.

The Mental Health Act of 1965 became effective August 25, 1965. Guidelines for the understanding and interpretation of the New Jersey Statutes pertaining to the care of the mentally ill were prepared by a committee of physicians and made available to the various hospitals. Among the new provisions of the law are: 1) Simplified procedures to encourage voluntary entrance to and prompt discharge from a mental hospital; 2) Enforced confinement to be utilized only in accordance with due process of law upon evidence that the patient's behavior threatens his own safety or the safety and property of others; 3) patient participation in planning for his own treatment and elective opportunities to continue with outpatient care after discharge from the hospital; 4) Increased responsibility for the physician who knows most about an individual case in contrast to a system based largely on administrative control.

Psychiatric Education

Three of the State's psychiatric hospitals were surveyed by representatives of the Council on Medical Education of the American Medical Association and reaccruited for another three-year period. Accreditation committees were also appointed at all training centers, whose responsibility it is to keep informed of the requirements of the Joint Commission on Accreditation of Hospitals, as well as other accrediting bodies.

General practitioner grants from the National Institute of Mental Health were renewed in the residency programs at Marlboro State Hospital, Trenton State Hospital and the New Jersey Neuro-Psychiatric Institute. The latter two have had their quota increased from two to three.

A strong faculty was recruited for the Centralized Residency Training Program, which will increase its sessions from 18 to 19. In addition to this

increase of 3½ hours in instructional time, the training has been strengthened by significant improvements in coordination of the centralized program.

The Divisional Guide, "Medical Staff Appointments," was updated and reissued to reflect current salary ranges and qualifications. In recognition of the importance of the Psychiatric Residency Training Program in staff requirement, recommendations for a more realistic salary scale were favorably received by the Commissioner and the State Board of Control, and representations were made to the Salary Adjustment Committee for the following levels:*

Resident Psychiatrist	1st year	\$9,000
Resident Psychiatrist	2nd year	10,000
Resident Psychiatrist	3rd year	11,000
Resident Psychiatrist	4th year	12,000

The new levels should be helpful in meeting the competition of the neighboring states of New York and Pennsylvania, whose salary scales have made recruitment difficult within New Jersey.

Arrangements were made with the Post Graduate Center for Mental Health in New York City for an affiliation to supplement the educational experience of the residents. A twelve-session program began in the fall of 1966. Second and third residents were given an opportunity to participate in these three-hour seminars held on Saturdays. These sessions consisted of three types of exercise: one in group therapy, two in individual therapy—one conducted by a qualified psychiatrist and observed by the student, and the other consisting of an interview and use of therapeutic techniques conducted by the student himself.

During the fiscal year 1965 - 1966 there were 42 budgeted training positions among the State's five training centers. There were 33 residents in training, twelve of them graduates of American medical schools. During the year, two of the four residents who completed their training accepted staff appointments. An additional four interrupted or terminated their training to take appointments on the Medical Staffs of the various hospitals.

Exclusive of psychiatric residents, 2,676 persons received courses of instruction during the year. These are distributed as follows:

Career R.N. Training	28
Psychological Interns or Fellows	10
Social Work Students	8
Medical Students	83
Trainees in Pastoral Counseling	112
Graduate Nurses	190
Undergraduate Affiliate Nurses	829
Practical Nurses	390
Hospital Attendants	1,002
Graduate Occupational Therapists	4
Undergraduate Occupational Therapy Trainees	20
Total	2,676

*Editor's Note: These are now in effect.

Drug Addiction Treatment Unit

The Drug Addiction Treatment Unit at New Jersey Neuro-Psychiatric Institute completed its first full year of operation under Chapter 226, P.L. 1964, which declares it to be "the public policy of this State that the human suffering and social and economic loss caused by drug addiction are matters of grave concern to the people of the State, and it is imperative that a comprehensive program be established and implemented through the facilities of the State, the several counties, the federal government and local and private agencies to prevent drug addiction and to provide diagnosis, treatment, care and rehabilitation for drug addicts, to the end that these individuals may be restored to good health and again become useful citizens in the community."

During the year ending June 30, 1966 the Residential Drug Addiction Treatment Unit had admitted 409 patients from 16 of New Jersey's 21 counties. Of the 409, 184 or 55 per cent were voluntary patients. During the same period 403 patients were discharged from the Unit. Of these, 187 were court-referred and 216 were self-referred. Of the court-referred patients, 125 or 57 per cent received regular discharges; 25 or 13 per cent left against medical advice; 24 or 12 per cent were discharged administratively. In addition, 12 patients were discharged without classification and one patient was transferred.

As a commentary on the need for such a New Jersey-centered residential treatment unit, the Supervisor of Nurses on this Unit, upon a visit to the Public Health Service Hospital in Lexington, Ky., learned that 142 patients from New Jersey had been admitted during the first six months of 1965, but during the second six months only 16 were admitted from this State.

Aftercare clinics handled by local agencies are an important part of the Drug Addiction Program, and three such clinics had been approved by the end of the fiscal year: one in Bergen County (at Bergen Pines Hospital), one in Union County in Elizabeth, and one in Essex County (Newark).

Bureau of Research in Neurology and Psychiatry

Research by the Bureau's staff members continued at a high level. Emphasis was placed on schizophrenia research, as it has been in the past. Continuing studies, including the Experiential World Inventory Test, the Quantitative Electroencephalogram, the Nicotinic Acid Treatment (Vitamin B₃), and the Mauve Factor and Schizophrenic Antigen Antibody Response, give encouragement in the management of this widespread disease which afflicts an estimated 60,000 persons in the State of New Jersey alone.

Other studies were undertaken in such problem areas as drug addiction, alcoholism, and delinquency.

Within the last year members of the Bureau published more than 70 articles and one book. Many of these publications appeared in journals of international repute, and ranged from neurophysiology to the study of experiential worlds, and from psychopharmacology to socio-architecture.

The work of the Bureau continues to receive recognition, as evidenced by grants-in-aid which have been received from various sources, both federal and non-federal, in excess of \$500,000. Research staff members have responded to many demands for lectures on the Bureau's work and have spoken at numerous universities and institutions throughout the United States.

Highlights of the Year

All hospitals were active in the development of new programs. Ancora State Hospital's Sectionalization and Regionalization Program was proving most successful. During the year Ancora also set up a Suicide Prevention Service, the first such service to be set up by a state mental hospital in the United States. Later in the year Marlboro State Hospital followed suit by setting up a similar program. Both programs have proven their value in numerous instances.

The New Jersey Neuro-Psychiatric Institute experienced a substantial increase in admissions, which was attributed to the opening of the Drug Addiction Treatment Unit and the expansion of service in the Somerset County Mental Health Center. Admissions totalled 1,141 as opposed to 676 the previous year, while discharges totalled 1,138 compared with 669 the previous year.

In November 1965 a full-time Volunteer Services Department was inaugurated at Trenton State Hospital which assumed responsibility for volunteer activities within the hospital as well as for community relations and constructive publicity for the hospital. The Neuro-Psychiatric Institute was also able to begin search for a Coordinator of its Volunteer program, thanks to a gift of funds from the NJNPI Association which will underwrite the cost of such a program for its first year.

The manuals for patient classification and development of ward staffing patterns, known as the No - 1 and No - 2 Forms, proved to be increasingly useful to the nursing departments in the various hospitals. By reviewing their patient-care programs, the staff are finding problems or defects which can be corrected. These manuals were copyrighted in 1966.

Also copyrighted and distributed to all institutions within the Department of Institutions and Agencies were a number of revised manuals for Sanitarians prepared by the Environmental Sanitation Working Committee. This is a continuing program and other revised manuals will be issued during the current fiscal year. The following titles were completed in 1966: *Administrative, Control of Rodents and Other Animal Pests, Food Service Sanitation, A Guide for Sanitary Maintenance, and Milk Sanitation.*

The Divisional Director testified before Senator Lister Hill's Committee on Labor and Welfare on March 17, 1966 on behalf of the National Association of State Mental Health Program Directors concerning Congressional bill S. 3008 which proposed a revision in the traditional formula grant-in-aid program for health services to the states by the federal government.

Alfred M. Hicks, M.D., retired from the Arthur Brisbane Child Treatment Center in November 1965, leaving the post of Medical Director and Chief Executive Officer vacant. Psychiatric coverage was provided meanwhile on a part-time basis by Richard Apffel, M.D. of Newark.

A Bureau of Psychiatric Nursing was activated in May 1966, through the reclassification of the psychiatric nursing consultant position and the authorization of an Assistant Chief. The work of the Bureau is defined as the supervision, implementation, planning, and coordinating of psychiatric nursing services within the Division of Mental Health and Hospitals.

It will be responsible for the supervision of the affiliate programs for student nurses throughout the State, and will provide the necessary liaison with the vocational educational schools in the State and the appropriate divisions within the Department of Education.

The Bureau will also provide supervision, guidance, and consultation for the nursing care programs in various psychiatric hospitals to ensure efficient operation and utilization of scarce manpower, and will provide continuing supervision and development of career training programs for psychiatric attendants and psychiatric technicians.

Study was begun on a proposal for the construction of the new psychiatric institute on the campus of Rutgers University, to be operated jointly by the Department of Institutions and Agencies and the Rutgers Medical School. The School would operate a model Community Mental Health Center for the training of medical students and other personnel.

Architects' plans were completed for the projected mental health center in Newark and negotiations were underway with the City of Newark for urban renewal property adjacent to Newark City Hospital. Approval of the State's plan was received by the federal government. Meanwhile, Middlesex County was progressing on a plan for a community mental health center in the Perth Amboy area with the assistance of medical staff from Marlboro State Hospital.

Ancora State Hospital, the only psychiatric hospital in the Division which was scheduled for a survey by the Joint Commission on Accreditation of Hospitals during the fiscal year, was surveyed and received full accreditation for another three years.

Federal education funds became available when the Division's applications were approved for an average of \$279 per patient for specialized educational programs in each of the hospitals for all patients under the age of 21.

Fifteen mental health films in the New Jersey State Museum's collection of special films averaged at least one showing a week for a total of 691 performances which reached an estimated audience of 42,200 people.

Division of Mental Retardation

Maurice G. Kott, Ph. D., Director

During the past year Central Office and institutional personnel of the Division of Mental Retardation reviewed Statutes and State Board of Control policy and established the following goals for the Division and its component institutions and bureaus:

- I Prevention, treatment and amelioration of mental retardation in cases referred to the Division of Mental Retardation by the development and implementation of:
 - A. Adequate clinical and social services provided within the Division, directed toward the specific disabilities of retarded persons and intended to prevent the secondary effects of retardation.
 - B. Adequate methods and facilities for retarded persons.
 - 1. For less than 24 hours a day care to supplement support provided by families in the community by way of
 - a. Day care services for children
 - b. Activity centers for adults
 - 2. For twenty-four hours a day care where the retarded person cannot live with his family or independently in the community by way of
 - a. Foster homes
 - b. Boarding homes for sheltered care
 - c. Group residential facilities (special institutions)

- II The development of central or fixed points for life consultation for the retarded, including assistance and protection for the retarded person and the guidance of his family.
- III The maintenance of plant so that programs may be efficient, and the use of appropriate economy so that the resources of the State, the Department, and the Division shall be utilized for the mentally retarded to the maximal extent possible.
- IV The integration of Division programs and services so that each retarded person receives what service he requires without interruption and at optimal times in his development. The coordination and cooperation of various units within the Division shall be achieved by a central classification unit and the administrative and review authority of the Director, formalized through mental retardation circulars.
- V Systematic, long range planning, undertaken by the Division Central Office staff, to assure meeting of future needs.
- VI Research and development so that new and effective methods of treatment and training become part of Division programs.
- VII Staff training to assure the attainment of Divisional goals.
- VIII The development of programs of education to increase public awareness and to provide information to professional organizations.
- IX Collaboration with other public and private agencies so that programs for the retarded may be comprehensive and services effective.

Resources that have been made available to the Division and the component institutions have enabled reasonable achievement of the goals enumerated above. During the past fiscal year the institutions within the Division, providing service to the largest number of retarded in any program with the exception of "Special Education" by way of Boards of Education, showed an increase in resident population of 491 over the number resident in institutions at the end of Fiscal 1965. While most of the increase is reflected in the increased population at Woodbridge State School, which began this fiscal year with a population of 394 and ended the year with a population of 994, the extent of service to new cases in other facilities was also considerable. The 550 new cases at the Woodbridge State School or the 491 new cases throughout the system of institutions, moreover, tells only part of the year's story. Significant service to citizens of New Jersey was involved in the transfer of 508 individuals among the institutions for the retarded to provide better care or to place children closer to their parents. The number of transfers added to the number of new admissions indicates that the residential facilities within this Division processed on the average approximately 20 new cases, every week.

The admission rate to Woodbridge State School may be of particular interest in regard to the haste with which it was intended to admit to Woodbridge State School because of the extended list of those waiting space in public facilities. The original goal was to admit 15 new cases per week to Woodbridge. Staff had some doubts as to whether this rate could be main-

tained. Experience in fact disclosed that the average of 10 per week were all the new admissions that could be accommodated without placing in jeopardy those cases who were being admitted to Woodbridge State School.

The movement of 20 new cases per week into institutions may not seem like a large number. It is a large number, considering the need to mobilize resources to provide information to parents and family, to collect, process and store clothing and personal effects, to transport cases throughout the State of New Jersey, to examine and establish regimens of treatment and training and to open case records. These movements and admissions, further, took place without any special staff provided to undertake such an admission and transfer program; it was accomplished by persons who maintained administrative, care, supply and social service programs for 6,000 other residents.

Additional staff, however, was made available to the Division of Mental Retardation to the extent of 233 positions during the Fiscal Year 1966. Total staff complement within this Division has attained 3,496 positions providing a ratio of 1 staff to each of two persons who are being served in the institutions. This ratio is relatively favorable, when compared to the average United States ratio reflected in Federal statistics for the Fiscal Year 1965. The national average is 1 to 2.2 residents. In addition to the actual employee staff available to the institutions, moreover, other personnel, not reflected in the staff-resident ratio, is available to enrich programs. Federal support by the Hospital Improvement Program, the In-Service Training Program, and Title I of the United States Elementary and Secondary Act of 1965 have made available approximately 100 additional staff throughout the six institutions. To some extent, staff by way of Hospital Improvement and the In-Service Training grants are available to institutions in most other states. Staff by way of funds from Title I of the Elementary and Secondary Education Act of 1965 exist, however, to a greater extent in New Jersey than in most other states. A recent report from the Research Utilization Branch of the National Institutes of Mental Health indicates that throughout the United States 7,300 children have been brought under this program during the last fiscal year; New Jersey had enrolled over 3,300 children in charitable institutions under support of this program. It may be significant also if one considers resources available in the Division of Mental Retardation that a considerable number of staff positions, not needed in New Jersey because of the availability of minimum custody prisoners, are filled by staff in other states. The services of minimum custody prisoners made available to institutions for the mentally retarded from the Division of Correction are of inestimable value as they provide food and laundry service and serve on grounds and maintenance details. To the extent that such minimum custody prisoners have been available to carry out such activities, the superintendents of institutions for the mentally retarded in New Jersey have been able to devote a larger portion of their staff to the care, custody, and training of the residents of institutions.

The 1965 average maintenance expenditure for persons in institutions for the mentally retarded in New Jersey was \$177 per month in contrast to the

national average of \$190.88 per month. The difference seems chiefly a function of salary levels available to recruit staff in the State.

An increase in the gross number resident in institutions, the extent of transfer activity and enumeration of new positions to improve programs for care and training among institutions, tells only part of the story for the Fiscal Year 1966. At New Lisbon Colony there has been a "reshuffling" of the population in order to better classify the residents of that facility. This reclassification program was made possible by the opening of 12 new cottages, available by the end of the previous fiscal year. The Readjustment Unit at the Johnstone Training and Research Center was opened in May 1966. Eighteen young men were transferred to that Unit after full review of their records to determine presence of real need for intense confinement and to assure protection of their constitutional rights. The North Jersey Training School transferred its severely retarded children to the Woodbridge State School and enabled the use of an additional cottage at that facility for the moderately handicapped girl who can be better cared for in that facility. The North Jersey Training School, further, undertook a special program for the moderate-severe handicapped girl which involved mobilizing the resources of the institution around work activities, with manifest success. The Vineland State School, operating in its first fiscal year under a new superintendent, extended its care and activity program as a result of available State and Federal funds. Of particular significance, has been the improvement of standards of care at the Almond Road Colony at that institution. The issue of whether Almond Road Colony should be developed as an institution, separate from or satellite to the main institution at Vineland, remains open. A Committee is presently undertaking a survey and is to report on this matter during Fiscal Year 1967. Woodbine State Colony, with support from new appropriations and by way of the Hospital Improvement Program, and a Foster Grand-parent Program operated in relationship with the local CAP and Title I funds, has made training in self-help and awareness of social environment more significant to its severely handicapped resident. A beginning physical therapy program in the Nursery at the North Jersey Training School has convinced its staff that treatment and training with some aspirations of attainment of high level of adaptive behavior is possible, even in severely handicapped children who previously were the subject of a program essentially limited to excellent medical care and life protection. The activity-recreation type program undertaken at Woodbridge State School, as at Woodbine and Totowa, resulted in an increase in the activity level of children who were previously non- or semi-ambulant. It seems to the staff of the Division that there has been a spirit going through cottage life staffs at the present time, as a result of program improvement made possible, particularly by way of Federal grants and experience in re-motivation training at Essex County Overbrook Hospital, that has elevated former limited objectives in the training of severely and profoundly retarded residents.

This year's admissions program and release of mildly retarded resulted in the population of the institutions generally containing more severely handicapped persons, continuing the trend which has been manifest for the past

decade. Some acceleration in this trend is anticipated as the provisions of Chapter 59 of the Laws of 1965 become fully operant. Under this Statute adult mentally retarded persons who are not considered incompetent can exercise an option to leave the institution without further training. Undoubtedly some of these mildly retarded young adults will leave and their place will be taken by younger and more handicapped children. Continuation of this trend may have serious consequences for the institutional aide, sub-employee program presently existing in many of the institutions. Each institution with such a program seriously doubts having sufficient mildly retarded persons with the capacity for some kind of unsheltered, relatively competitive employment to be trained as institutional aides. The alternatives are quite clear: the aide program will have to be terminated or revised to provide sheltered employment positions for more handicapped individuals who may not be capable of competitive employment in the future. If the program has to be terminated, the Division will see it "go" with combined sadness and pride. It has been truly good in the sense that 260 mentally retarded young men and women have been provided such training and have gone on to full employment with the State or in private industry.

The major credit for the relatively high quality of programming in the institutions for the retarded must fall to the Governor and the legislature who have provided funds to mount a reasonable standard of care, treatment and training. Some credit must also accrue to Federal grants programs which have enabled innovation and improvement in institutional programs as a result of gifts presented to the institutions by way of Benevolent Committee of the New Jersey Association for Retarded Children, as well as many other organizations and private individuals. During the last year institutions in this Division received in excess of \$85,000 worth of gifts. These donations reflect the sincere interest of citizens in our facilities and empathy for the children who are manifestations of the charitable nature of New Jersey's citizens providing opportunities for expression not available in their support of these programs by way of tax payments.

Despite the relatively large number of persons admitted to Woodbridge and the other residential facilities within this Division, the waiting list has grown by approximately fifty (50) cases per month. The following causes seem as of potential significance in the growth of the waiting list:

1. The population increase, beyond earlier anticipation,
2. Increased community opportunities for care and other kinds of services, resulting in case disclosure and disposition by way of institutional placement for cases not known previously,
3. General improved public feeling about institutions for the retarded,
4. The opening of Woodbridge State School, both as a modern attractive facility and one located relatively close to the major

population centers of New Jersey so that families seek placement for their children with the feeling that it will be easy to visit them.

Some detailed analysis of the waiting list is available as a result of a present study supported by a special Federal grant. The presence of cases seeking residential placement as "insurance" on the assumption that this need will be manifested at some time in the future has always been an imponderable. Tentative analysis suggests that of the 1525 cases on the waiting list as of January, 1965, 1168 cases were closed: 50% were actually admitted to institutions; almost 4% were removed from the waiting list by way of death, movement out of the State, or some other event not associated with the process of admission to an institution for the retarded; and in 23%, or approximately 300 cases, the family did not desire admission when an opportunity became available to them. Such cases have been placed on "stand-by" status and not included in the waiting list reported at the end of Fiscal 1966. As a consequence, it will be apparent that the 1057 on the waiting list as of the end of Fiscal 1966 all are actually in need of residential placement. Even such a reduced number is a matter of serious concern to us since the opening of Hunterdon State School is approximately two years off and only 300 cases can be accommodated by way of the present Purchase of Care Program.

The screening of the waiting list was a major activity undertaken by Field Services during the last year. Caseworkers made available in the last budget, moreover, enabled the regional offices to enrich the intake process. Instead of exclusive dependence upon correspondence as in the past, now each applicant family is offered an interview wherein their problems are identified and available resources are pinpointed. The immediate availability of a caseworker is of great significance to families when they may be at a breaking point in regard to feelings about their family problems or certainly have higher feelings of emotion. This year, as the cumbersome and distasteful commitment process is no longer used and voluntary applications are available, the contact with the caseworker has real meaning. It is frequently disclosed that parents do not necessarily or exclusively want institutionalization for their retarded child in many cases. In the absence of knowledge of other community resources they have little to select from. The interview enables a delineation of alternatives and the caseworker engages the parents in a process of exploration. It is more time consuming but meets the multiple and complex needs of the retarded and their families. The traditional community services rendered by the Regional Offices of the Bureau of Field Services over the past ten years have been joined by new programs undertaken and integrated with residential services. A group living home was established in Middlesex County providing work opportunities for the mentally retarded persons at Woodbridge State School. The Bureau of Field Services, in cooperation with Douglass College and other community groups, developed institutional volunteer programs. This Bureau, further, participated most closely with the Rutgers School for Social Work in providing field work replacement for 10 students in Bureau Regional Offices.

It would be remiss not to point out that one of the significant events of Fiscal 1966 was the publication of New Jersey's Plan to Combat Mental Retardation. This document, which has received considerable public attention and professional and editorial acclaim, offers a blueprint for expanded, improved and new services to the mentally retarded citizen of the State of New Jersey. It does, however, point out some existing program defects requiring correction if those who are presently being served are to be served well. Perhaps the most pernicious or persistent of the defects involves the inadequacy of residential services for the mentally retarded. There is a need to expand capacity to meet the needs reflected by the present waiting list and to anticipate acceleration requests for this service. There is a need to reduce overcrowding, particularly in Vineland State School and Woodbine State Colony, and to replace outmoded structures presently in use at these two institutions so that residents there have the opportunities and comfort possible at Woodbridge and to be made available at Hunterdon State School. There is a need to correct serious deficiencies which still exist in institutional staffs. Utilizing the American Association on Mental Deficiency standards, relatively less rigorous than standards established by this Division, present number of care personnel must be augmented by at least 1000. Further, in regard to the residential facilities, increases are required in education and training personnel, in ancillary medical staff including physical therapists, in social work services to provide adequate guardianship and protective services, and in maintenance staff to undertake both preventive and operational maintenance. Increases in available Day Care opportunities and full community social services, including guardianship throughout the entire state and expanded liaison and cooperation with homemaker service, visiting nurses, and family counselling, are required.

The matter of adequate salary level is associated to the issue of adequate staffs in institutions and in community services for the retarded rendered by this Division. At the close of the Fiscal Year almost 300 of the positions appropriated for institutions were vacant, and the average monthly turnover rate indicates that the residential facilities lose 40% of their staff each year. The problem of recruitment and turnover is somewhat related to the organization of occupations and professions in New Jersey with particular reference to the need for a greater number of employees in service activities. Recruitment and retention of State employees hinges on administration action required to equalize or make more attractive the State salary structure and provide favorable working conditions for staff.

One final consideration for the future, in part arising out of our developing experiences, is the issue of decentralization of Divisional activities. The root or essential component of the concept of decentralization is the aspiration that services can be concentrated in smaller functional units with maximum effects. In relatively large units communication difficulties impede the possibility of clear appreciation of State, Department or Divisional goals. Procedures to insure employee conformity are required. The procedures, in turn, result in rigidity which may reduce the essential beneficial quality of relation-

ship between a staff member and the resident or client to whom he is giving service. Smaller decentralized units permit function despite communication defects because there can be more face-to-face contacts among staff. A greater degree of integration of service personnel with other aspects of the institution or the community is also possible, permitting more significant interlocking of service between the Division and other Departmental and extra Departmental services. With mutual understanding and shared objectives a small group or small staff in relatively circumscribed geographical areas has more receptivity of and more sympathy toward the problems of each other than when staffs are relatively large and administered from a distance. The gestures toward further service by way of regionalization of the Bureau of Field Services and regional supervision in the Bureau of Day Care and Training Services suggests that the Division of Mental Retardation must give serious consideration to actual further extension of authority to Regional staff to resolve the problems of intake and selections among alternative services.

Some practical obstacles or difficulties occur with consideration of the possibility of decentralization when the location of the residential facilities of the State are considered. Thirty-one hundred of New Jersey's beds for the mentally retarded are located in the Southern Region where the smallest proportion of New Jersey's population lives. A Committee is now studying the question of regionalization of institutional service and should conclude its task this Fiscal Year.

Some decentralization exists, to be sure, within the institutions. Specialty programs developed at New Lisbon, at the North Jersey Training School, particularly in the Nursery, at Johnstone Training and Research Center with its Yepsen, Tramburg and Seguin Units providing service to the trainable and educable, the research-evaluation activities, and the readjustment program. Similar influences have been at work at Woodbridge, Vineland and Woodbine where Hospital Annex type programs have developed. At Vineland, moreover, large size and local geography have resulted in a kind of decentralization as the Almond Road Colony is situated four miles away from the Main institution.

The advantages of decentralization, either on a regional basis or by some form of that unit system within the institution, require certain budgetary assistance. Such a system, whether it is one of decentralized geographical units or units within the institution, depends upon the availability of individuals who are capable of and trained for responsible leadership. Management staff with responsibility and accountability for local administration are required. Personnel with time to study the local or unit problems, to outline solutions and collect staff to implement solutions are necessary. One additional probable effect of decentralization would be an increase in service staff. It is not that effective decentralization requires much more staff, although it does some few at the management level. It is that decentralization results in a focusing on services in a particular area or to a particular group of individuals. As a

consequence, staff shortages in a region or for a particular service unit of an institution become more apparent than before decentralization took place. In regard to the need for any additional management and service staff which would be required following decentralization, it may be fitting to return to what began this report—the goals of the Division—perhaps to be summarized as our expression of the public obligation to make New Jersey a better place in which the handicapped can live.

Bureau of Field Services

At the end of fiscal year 1965 - 66, Field Services had a total caseload of 2211; this represents a decline in the caseload of 643 cases or 22% compared to the total at the end of the previous year. In terms of total workload, the regional offices have indicated that the last fiscal year was, in fact, a busier year and that it took special projects and efforts to reduce the caseload.

Fiscal 1965 - 66 was a year of change. The most significant changes accompanied the revisions of Title 30. New procedures and forms served to enrich the intake process. The emphasis was on meeting the family initially to discuss their requests and problems, as compared to working with them in the early phases of application largely by correspondence. While only 76 more families applied to us at the community level for services (1239 for Fiscal 1965 and 1315 for Fiscal 1966), the increase in number is a feeble representation of the improved and more personalized service we are now offering. Every applicant is given an opportunity for a screening interview, and many families are taking advantage of this, usually by way of an office interview a short time after their "call for help." Workers are spending more time in explaining what goes into the process of determination of eligibility; families seem better informed of what is required; nearly all cases were handled on a voluntary application basis as opposed to court ordered commitments; clients were added to the waiting list more quickly; feedback from a number of the applicant families underscores their feeling that their requests were handled efficiently and supportively.

Field Services invested considerable effort in two special project areas. One involved an audit of the active waiting list, and the other a closer follow-up with the community referrals, i.e., those cases in the process of application for services.

Guardianship

Guardianship is a new area of service assigned by the Division Director to the Bureau of Field Services. This service was created in implementation of Title 30 of the Revised Statutes (1965).

WORKLOAD DATA
DIVISION OF MENTAL RETARDATION
Fiscal Year Ending June 30

	1965 Actual	1966 Actual	1967 Estimated	1968 Estimated
<i>Workload Data</i>				
Waiting List July 1	1370	1423	1063	1323
Community	1268	1324	975	1225
Transfer	102	99	88	98
Added to Waiting List	655	748	990	990
Community	630	724	960	960
Transfer	25	24	30	30
Removed from Waiting List	602	1108	730	625
Community	574	1073	710	615
Transfer	28	35	20	10
Waiting List June 30	1423	1063*	1323	1688
Community	1008	676	875	870
Transfer	99	88	98	118
Purchase of Care	316	299	350	700

* Does not Include Standby List of 351

WORKLOAD
Field Services
Comparative Workload Data During The Fiscal Year 1965 - 66

	1965	1966	1965	1966	1965	1966	1965	1966	1965	1966
Workload Data	Post-Institutional		Waiting List Requiring F.S.		Community Referrals		Community Investigation		Total Caseload	
July 1	328	341	1157	1272	925	1030	169	211	2579	2854
Added	262	227	1115	933	1239	1315	589	473	3205	2948
Removed	249	233	1000	1347	1134	1457	547	554	2930	3591
June 30	341	335	1272	858**	1030	888	211	130	2854	2211

** Includes 296 Purchase of Care cases

It can be estimated that as high as 85 or 90% of the institutional population of the mentally retarded, who are above age 21, will not have a legal guardian appointed to act on their behalf. By default or unavailability of family or next of kin Field Services shall render services, similar to guardianship of the person, for several thousand clients. If the caseload equals the potential of 4000, and if only two contacts per year are anticipated 4 new workers will have to undertake 200 contacts each month to provide this service.

Current procedures require, moreover, informing families of institutionalized clients of the changes in the law and the need for guardians. Field Services shall be doing the follow-up with the families or next of kin who do not respond to the initial communication from the institution.

Follow-up services, expansion of communication and assumption of the guardianship role will place heavy demands on the staffs of the regional offices. The regional office nearest each of the institutions will provide workers for guardianship service for persons remaining in each institution. This request for one new worker for each of the four regional Field Service's offices may prove to be quite modest and, if so, additional staff will be requested in future budgets.

State Program for Handicapped

In June 1963, Governor Hughes appointed an Interdepartmental Committee on Lifetime Disability to extend and coordinate State level public programs for the handicapped. The Division of Mental Retardation was designated as secretariat for this Committee.

Divisional personnel is involved in this activity but the need for professional consultants to undertake studies and prepare reports and recommendations exists. Close relationship between the consultants and the secretariat will facilitate the project by having a Committee "staff" in one administrative unit.

Day Care Centers

During the past three fiscal years, the Division of Mental Retardation, in conjunction with the N.J.A.R.C., has established Day Care Centers throughout the State of New Jersey. The fiscal year 1965 - 1966 brought with it the expansion of Day Care to encompass some 284 children who were either severely or profoundly retarded. All of these children are between the ages of 4½ and 21 years and have been previously excluded from programs offered by the public schools or by any private agencies.

The experience of the past three years has confirmed our predictions of the value of this Program. The broad range of experiences offered these children has enabled them to grow emotionally, socially, and intellectually. Many of them previously were unable to perform such simple tasks as self-feeding, dressing, bowel and bladder control, and participation in group or individual play. This program has enabled them to increase their ability to undertake such tasks. Each year, moreover, children "graduate" from Day Care Centers and are accepted in public schools, (approximately 45 children have gone from the Day Care Centers to public schools in the past three years). The improvement brought about by the Program offered in the Day Care Center is a result of activities specifically designed to meet the needs of the individual child.

The funds appropriated for the fiscal year 1966 - 67 will enable the State of New Jersey to purchase services from the eighteen (18) N.J.A.R.C. Units, anticipating a caseload of 350 children. The present appropriation, however, does not permit the provision of transportation for all of the children participating in the Program, (approximately 50% of the children are being transported), as it had been proposed in the Division of Mental Retardation's budget request. The reduced funds made available, moreover, necessitated a reduction in the number of children that could be accommodated, as well as limiting transportation to and from the Centers. Further, it was impossible to negotiate contracts for 12 month operation, except in one county.

During the '68 fiscal year, the State of New Jersey will be operating five centers (located in the Counties of Passaic, Mercer, Camden, Cumberland, and Somerset). which are to be completed in the '67 fiscal year, and will open four additional centers in the Counties of Warren, Morris, Burlington, and Middlesex.

The Division of Mental Retardation plans during the '67 - '68 fiscal year to purchase Day Care service for approximately 370 children. The State owned facilities will provide programming for an additional 250. Thus reducing the estimated number of children in need of but not receiving services to approximately 100. Since the agencies from which the State is purchasing Day Care services will not be able to expand their services to accommodate more than 270 children, it will be necessary to forego the inclusion of the remaining 100 children until additional State facilities are constructed. The funds requested for the '68 fiscal year will make it possible to operate Day Care on a 12 month basis and will enable the inclusion of transportation for most of the children enrolled in the program.

Purchase of Residential Care

This program initiated in Fiscal 1965 provided the opportunity for emergency placement in private facilities for 577 mentally retarded children

for whom space could not be found in State institutions. At the end of Fiscal 1966, 299 were in such placement.

Last year it was speculated that the Purchase of Care Program would be required for an extended period and that future costs would rise. It is difficult to not make such a prediction at the present time. All aspects of inflation have their effect on this kind of a program as it does on each aspect of our lives. It is difficult, however, to make any set of predictions in regard to the gross number that will ultimately or permanently be incorporated in this program. To some extent, it depends upon the availability of capital appropriations to construct additional facilities for the mentally retarded. At one time, this Division had some confidence that given two new 1000-bed facilities by 1972, the State needs would be cared for until 1975. The history of New Jersey's population growth and case load levels in the past two years has shown this prediction to be overly optimistic. Even with the opening of Hunterdon in 1968, New Jersey will have a balance of approximately 1000 children needing and not being cared for in any residential program except those in the Purchase of Care Program. Unless there are funds for new construction, this Purchase of Care Program will have to grow or cases will be stockpiled on the waiting list.

Division of Correction and Parole

Albert C. Wagner, Director

The Division of Correction and Parole consists of the following units: State Prison Complex with institutions at Trenton, Rahway, and Leesburg; the Reformatory Complex with institutions at Bordentown and Annandale; the Reformatory for Women, Clinton; State Home for Girls, Trenton; State Home for Boys, Jamesburg; and the Highfields, Warren, Ocean, and Turrell Residential Group Centers. Eight satellite units operated by parent institutions are included in the Division responsibility as well as the Bureau of Parole and Bureau of State Use Industries.

In addition to the operational units, the Division is responsible for the inspection of all state and county correctional institutions, jails, local lockups, and juvenile detention homes, as well as custodial escort and transportation for the return of escapees and parole violators. Division staff plans and conducts training programs, research projects, and coordinates programs assisted by federal funds.

Significant progress was realized by the Division in the current fiscal year in the areas of program enrichment, staff training, expanding facilities, and planning. In the face of burgeoning correctional commitments, the prime challenge presented to the Division continued to be one of developing programs that have an immediate impact and long-range validity and value.

Population Trends

The scope of the ever-increasing challenge to the Division may be seen in the volume of correctional commitments. In 1964 - 65, there was an increase of 3% in the number of commitments from the court and in the current year the overall increase totaled 5% over last year. This was significantly reflected at the State Home for Girls where court admissions were up 19%, State Home for Boys 17%, and State Prison up 8%. The institutional population, 5,987 at the end of the current year, marking a 4% increase, with State Home for Boys up 12%, State Prison up 8%, and the male reformatories up 4%.

The situation is regarded as critical at Annandale and dangerous at Bordentown. Generously estimated, capacity at the latter institution has been set at 700, including the two off-grounds resident details at New Lisbon and the Neuro-Psychiatric Institute. From an average of 872 during the last six months of 1965, the population at Bordentown rose to a high of 929 during April, 1966 and during the first week of May to 952. Dormitories are seriously overcrowded and beds have been set up in corridors of virtually all floors of the cell-housing wings.

The implications of overcrowding are readily discernible as one views its effect on administration and program. Good classification in housing units is impossible. Individualization of treatment is difficult and in some instances does not exist. There is inadequate work in inmate occupations and particularly disturbing is the fact that supervision in crowded housing units is insufficient. Overall figures indicate a slight reduction in inmate time spent in custody but this pattern is not uniform throughout the system.

Not only are more individuals being committed to correctional institutions, but there is also a change in the characteristics of those sentenced. With increased probation services, those who must be segregated from the free community are usually multiple, hard-core offenders. Institutions attest to receiving an increasing proportion of those who have acted out in serious offenses against the person, individuals who are seriously disturbed emotionally. The proportion of non-white inmates continues high and moves slowly upward resulting in a social environment more and more reflective of class and racial struggles present in the free community. There are increased tensions between groups, more gang activity, more preying of strong on weak. The populations are generally getting younger in age, particularly at the State Home for Girls and Reformatory for Women where 50% of the population is under 21 years of age. Another factor of note is the increasing proportion of drug users and addicts committed with attendant problems of security and control.

The morale of the inmates was generally good. There were no riots or general disturbances. There has, however, been an increasing incidence in assaults on officers reflecting the tensions generated due to overcrowding and the admission of more and more emotionally disturbed problem cases.

In spite of the growing correctional population, escapes and runaways during the current year totaled 161, the lowest figure in the last five years. Elopements from the State Home for Boys accounted for the majority of this total with 94, although this is the lowest figure for that institution since the fiscal year 1961 - 62.

A series of escapes and assaults at the Reformatory for Women resulted in initiating those corrective measures that could be taken within the limitations of their facilities.

Transfers between correctional institutions and to the State Hospital were down 7% as compared with last year. This is significant in view of the

increasing population and reflects a tendency for institutions to exert every effort to handle their own problem cases.

Staffing Trends

The problem of population pressures has been compounded by the difficulty in filling professional staff positions. Psychologists and social workers are virtually impossible to recruit. This is serious when it is considered that much of the institutional program relies on such professionals for direction and implementation. The scramble for some kind of professional staffing is emphasized by the 50% increase in a year's time in the use of one-day-a-week psychological consultants. The Trenton State Prison, Rahway Prison, Annandale and Clinton Reformatory and State Home for Girls have no full-time psychologist. The State Home for Boys has only one. Filling these positions with qualified personnel is all but impossible since salaries are competitive.

Staff turnover at the basic operational levels, already too high, has increased from 23.6% in 1964 - 1965 to 24.1% of staff in 1965 - 66. State Home for Boys had a 35% turnover in staff, Rahway Prison 30%, followed closely by Bordentown Reformatory and State Home for Girls. When institutional personnel turnover is 25% and over in one year, when a large proportion of correction officer staff is temporary and new recruits bring no related experience to the job, administrators are confronted with an inordinately difficult task in maintaining a stable and effective program.

The high turnover rate prompted the formation of a committee to determine causative factors. Exit interviews conducted at the State Home for Boys and Rahway Prison concluded that efforts to stem this trend should include a better selection process for new employees, greater promotional opportunities, and better organized on-the-job training. It was anticipated that an increase in the pay scale for correction officers, effective July 1, 1966, would help to stabilize turnover in this position and provide a greater base for initial selection.

Direct Treatment Programs

In view of the lack of professional staff, psychological consultants are used on a day and half-day basis for routine admission interviewing. Individual therapy on a professional level in which some institutions have prided themselves is now virtually non-existent. Group therapy is no longer a major program in any institution. Some bright spots in the direct treatment area include an expanded group counseling program at the male reformatories, an activity that requires professional direction. A student social work unit from Rutgers University Graduate School of Social Work was established at the State Home for Girls with the Graduate School providing the supervisor for these students who were in training for the profession of social work.

Negotiations with the Division of Vocational Rehabilitation of the Department of Labor and Industry resulted in the development of a project for

special services to selected parolees from Annandale and Bordentown Reformatories who reside in Essex County. The project was approved for Federal funding and provides for specialized workers resident in the institutions for identification and intramural work with inmates, as well as a vocational rehabilitation counselor in the community with a caseload limited to parolees from the reformatories. If the project proves successful, it is hoped that it will be extended to most of the institutions comprising the Division, as well as provide coverage in the 21 counties. Criteria for the selection of clients have been worked out carefully and are so defined as to make vocational rehabilitation services available not only to the physically and mentally handicapped, but also to selected categories of the emotionally disturbed.

Work Opportunities

There was no lack of work opportunity at the Rahway Prison, particularly because of operation of the regional laundry. All other institutions have problems in providing meaningful work opportunities for inmates, especially at the State Prison, Bordentown Reformatory and Clinton Reformatory. New Jersey exceeds practically all states in the percentage of minimum custody inmates. With the operation of eight satellites and Leesburg Prison Farm, there are some 950 working in full minimum custody away from the main institutions. The work program at the satellite camps is useful employment and represents considerable saving for the State. Without expanding work camp facilities, the inmate employment program would be in dire straits.

The development of a work release program received attention during the year with the appointment of a committee consisting of four institutional superintendents and three representatives of the Boards of Managers, under the Chairmanship of the Deputy Director, to work up a detailed proposal. Division staff developed a summary of the literature on this subject and experience to date. Among the provisions decided upon and regarded as essential to a sound released program were full time employment at normal work opportunity in the community to enable work releases to engage in vocational training and educational programs in the community, and to meet the costs of rehabilitation and support of dependents. It is planned to incorporate work plan provisions for furloughs to seek employment and for other constructive purpose.

Education Programming

More inmates have been reached in the education program this year than ever before and this is true in almost all units comprising the Division. The extension of institutional education programs was aided this year through federal grants. Cooperating with the State Department of Education, Annandale, Bordentown, and Clinton Reformatories and Trenton and Rahway Prisons supplemented and expanded basic adults education courses designed to teach basic reading and writing skills to functional illiterates. A total of \$61,820.05 of federal funds was allocated to this program under the provisions of Title

II B, Economic Opportunity Act, 1964. Library resources were also expanded with the assistance of federal funding under the provisions of the Elementary and Secondary Education Act of 1965 at Annandale, Bordentown, and Clinton Reformatories, the State Home for Boys and the State Home for Girls.

The number of inmates receiving high school equivalency certificates as a result of the General Education Development Program was higher than ever. Annandale Reformatory, for example, had 100 successful applicants this year as compared with 28 the year before.

There are expectations that the educational programs will move forward in those institutions where a considerable proportion return to school on release. The population at State Home for Girls, for instance, is younger, requiring an emphasis on quality education. Liaison with Trenton State College and the State Home has resulted in 24 seniors and two instructors of the Special Education Department engaging in a project of testing and education diagnosis of a group of the inmates. It is hoped that this relationship will continue to develop.

Chaplaincy Services

Improvement in religious programs has been noted in several of the institutions. Students from Princeton Theological Seminary have been holding group discussions with girls at State Home for Girls each Saturday morning and all Protestant and Catholic admissions are interviewed by their respective chaplains. The chaplains at Annandale also interview all new admissions and are devoting more time to religious counseling. A unique program was initiated at the Reformatory for Women where a group of five Hunterdon County clergymen extended group and individual counseling to the inmates under the supervision of a psychologist from the Hunterdon Medical Center.

Medical Services

There were no unusual medical incidents during the year and no epidemics. The physician at the State Home for Girls retired and two local physicians are servicing this institution. A new physician has been assigned to the Reformatory for Women and certain changes in policy have resulted in improved services. Although all dental needs are not being met, the overall picture indicates a creditable job is being done.

Staff Developing Programs

The Division devoted special attention during the current year to its staff development and training programs. An orientation class for new employees of the Division was initiated in December, 1965. Designed to present a broad picture of the organizational structure and the contributions each member makes toward meeting the Division's overall objectives, the monthly, one-day sessions were attended by a total of 237 new employees. An Officers' Training

School was conducted in two classes March 1-8 and April 12-19, with a total of 72 officers in attendance from all of the institutions of the Division. The material presented and the discussions ranged from the organization of the Department of Institutions and Agencies and criminal jurisprudence in New Jersey to custody and discipline. Three supervisory development training programs were held at Princeton Inn for supervisory personnel consisting of a four-day supervisory development program for Sergeants and Head Cottage Officers; a supervisory program for Assistant Superintendents and Deputy Keepers; and an executive development seminar held for Superintendents and Division staff.

Three Division employees attended Rutgers School of Social Work as part of the Department's Extended Study Program. Assisted with State funds, the successful candidates will earn Master of Social Work degrees. Two more Division staff members have been approved for participation in this program during the next school year.

Various operational units held in-service training for their staff but additional funds for overtime pay is necessary to expand this function.

Sex Offenders

A reception and classification center for sex offenders established at Rahway Prison in January, 1965, continued to function. The renovation of a building in the Rahway compound has begun and upon completion will accommodate sex offender commitments requiring moderate supervision now housed in mental hospitals. This is intended as a temporary arrangement pending construction of a new specialized facility for this group of offenders. A minimum custody unit for sex offenders was established at Leesburg Farm in March, 1965, and functioned without serious problems during the year.

Strengthening Administrative Effectiveness

A number of efforts were extended during the year to strengthen administrative and supervisory effectiveness. Among those at the operational level were the reallocation of duties of top staff and development of procedural manuals at State Home for Girls; revision of classification procedures at Annandale Reformatory resulting in more frequent reviews and better case supervision; development of a comprehensive manual of policies and procedures at Warren Residential Group Center; and initiation of studies at Bordentown Reformatory to streamline classification procedures.

On the Division level, initial steps were taken to implement Administrative Order 1:42 which places responsibility for operation of the institutions and agencies comprising the Division on the Division Director. The plan which evolved fixed responsibility at Division staff level in two areas: (1) planning and review and (2) program operations. The first steps in the planning area were taken when all operational units of the Division prepared descriptions of present functioning covering most areas of program operations. This round

of efforts aimed at a definition of the group of offenders presently served in each institution, agency or satellite; the program elements presently integrated in each unit; and the values thought to be served by these program elements for groups of offenders described. This step was taken with the thought that such a candid picture of present functioning would provide a good basis for deciding which group of offenders is inadequately served, which program elements should have priority for further development and which goals and functions of each operational unit should be expanded or reconsidered and modified. At the end of the fiscal year, the operational units of the Division had submitted their program descriptions providing a basis for review by Division staff and activity toward development of master plans for all component units of the Division.

New Construction

On September 8, 1965, a new satellite unit of Annandale Reformatory was opened at Stokes State Forest. This facility is designed to accommodate a selected group of about 50 youths who are considered to be less delinquently oriented than the general population, therefore having a greater potential for a positive response to a concentrated and more individualized rehabilitative effort. Those selected are exposed to a synthesized program of treatment, work and recreational experiences in group undertakings which cannot be achieved in a large institution. The opening of the Stokes Forest unit is representative of a trend in recent years toward the formation of relatively small residential centers administered by a parent institution and located close to inmate employment sources. Institutions in the Division operated eight such camps during the year, resulting in partial relief from overcrowding in the parent institutions, providing a greater base for inmate classification, and increasing the opportunities for meaningful work experiences.

Three new cottage units were opened at the State Home for Boys, each with a capacity of 40 residents. Two of these are used as normal housing facilities and one is used as a special treatment unit for the seriously disturbed boy. The latter cottage contains a gymnasium, classrooms, work and feeding areas, enabling the complete isolation of its residents from the general populations thus allowing for a concentrated specialized treatment program from undesirable reciprocal influences between this group and the general population.

The Youth Reception and Correction Center, Yardville, proceeded toward completion with occupancy expected during the summer of 1967. Some of the beneficial results occurring from this project will be to eliminate overcrowding at Annandale and Bordentown Reformatories, allow for more effective programming, reduce transfers from the reformatory system to the State Prison, and drain off into the reformatory complex the older, more aggressive and least hopeful from the State Home for Boys. Working parties from the reformatories have developed plans for opening and occupancy of the new institution, including preparation of a statement of objectives and outlines of plans for basic func-

tioning. Recruitment of certain key personnel is proceeding according to plan and no serious problems are anticipated except in the area of professional staff.

Construction was begun on a new satellite unit for Clinton Reformatory for Women to be located at the Vineland State School and proceeded at a satisfactory pace, with occupancy of the building expected about December, 1966. Architects and engineers have also been developing plans for two special purpose buildings at Clinton, one for maximum security and one for the psychologically disturbed, two cottages for normal housing and a multi-purpose building to provide classrooms and badly needed indoor physical activity space.

In other projects the Division cooperated with the Bureau of Construction and the architects on plans for the first phase construction of the Leesburg medium security prison. Drawings and specifications for the new Training School for Boys, Skillman, were under preparation, and preliminary cost estimates, although not complete for all of the mechanical trades, indicate construction cost to be within available funds. Contracts for construction of a new satellite camp for the State Home for Boys to be located in the Wharton Tract were signed by the Division of Purchase and Property on June 21.

With the approval of the State Board of Control, plans progressed for a community residence program for Clinton Reformatory. The Turrell Fund contributed \$15,000 toward the renovation of a State owned Carpenter House in downtown Clinton. When renovations are complete, it is planned to use the residence for eight or ten women who will reside in the house and work in nearby communities. Most of those to be selected for the program will be nearing the end of their confinement although some cases of special need may be selected for relatively long residence. Work in the community will include, in addition to domestic work, such employment as waitress, supermarket check-out, and various forms of clerical work. Except when actually at work, the women will be under the immediate supervision of resident employees. The project is expected to be substantially self-supporting, the participants making contributions at the rate of 50 % their earnings.

Division Operational Activities

Division staff inspected 12 county and 16 state correctional facilities, as well as 171 local lockups. Consultations with architects and county and municipal officials regarding new construction of lockups and detention facilities totaled thirty-one. Fifty-six parole violators and three escapees were returned to New Jersey by transportation officers from various jurisdictions throughout the United States with approximately 60,000 miles of travel accounting for this function. Transportation officers also returned 20 parole violators from county jails to their respective state institutions and assisted correctional institutions by making 116 escort trips to courts. A number of investigations were made as the result of referrals from the office of the Governor and the Department.

Five issues of a publication entitled, "New Jersey Corrections," were printed and distributed to the Division's employees containing news of program

and activities in the various operational units, as well as promotions and appointments.

Bureau Activities

The Bureau of State Use operated 26 shops during the year. These accommodate 36 different types of industries in six institutions. During the year members of the Central Office staff made 568 institutional visits and special field contracts, and the Field Representative made 238 calls to the using agencies throughout the State, plus public relations duties on State Use exhibits at six conventions and meetings.

Bureau of Parole

The Bureau of Parole supervised a total of 8,454 parolees during the last year, an increase of 2% over the previous year and an increase of 19% over the caseload five years ago. New commitments and return for technical violations totaled 14.5% of the cases supervised throughout the year as compared to 13.5% last year. Discharges prior to maximum increased by 66 to a total of 751. Missing cases increased to 6.6% of the caseload, up from 2.1% last year. The significant advance in this area may be partially attributed to the high staff turnover rates in the position of parole officer. The lure of higher salaries has drawn off approximately 25% of parole officer staff.

Six hundred and twenty seven parolees participated in Office of Economic Opportunity Programs since August, 1965. Parolee earnings totaled \$8,423,727 as compared to \$7,303,958 the previous year.

The Bureau expanded training programs with selected groups of parole officers attending a drug addiction training program, alcoholic study program, and guided group counseling classes. Two staff members participated in the Department's extended study program attending Rutgers school of Social Work. Monthly in-service training sessions were held for all professional staff.

Residential Group Centers and Half-Way House

The four Residential Group Centers, three for boys and one for girls, at Highfields, Warren, Ocean, and Turrell admitted a total of 262 youths 16 and 17 years of age who entered the program as a condition of their probation. A total of 189 completed the Residential Group Program during the year and 72 were released for other planning.

Robert Bruce House, New Jersey's half-way house, entered into the fourth year of operation during the past fiscal year. A total of 71 parolees were admitted to the program during the year. An examination of the methods of job placements indicates that approximately one-half the residents secured employment through their own efforts, and the remainder through the efforts of staff and employment agencies. Over two-thirds of the men attended eleven or more group sessions at the institution, and an equal proportion attended nine or more group sessions at the Robert Bruce House itself.

The Research Advisory Council held several meetings during the year to assist with the half-way house design. At the same time, a Director of Research was hired to carry out the design to completion. The design involves a comparison of the following groups: (1) men who volunteered to go to Bruce House; (2) placement cases who do not volunteer to go to Bruce House who come from the Northern seven-county area; (3) non-placement cases from the same area who are released from Bordentown; (4) placement cases who are released to the Camden area.

Conclusions

The effects of overpopulation tend to influence all aspects of institutional management, necessitating constant re-evaluation of program elements to insure that objectives are being met efficiently and effectively. Custody and control objectives must be met in spite of the constant abrasive factor of cramped facilities. Meaningful work experiences, classification functions, professional services, education, recreation, and all rehabilitative services require imagination and perseverance to overcome the overwhelming tide of correctional admissions. Progress has been made by the Division in developing correctional services that meet the needs of today and anticipate the needs of the future. There is much work yet to be done.

Division of Public Welfare
Irving J. Engelman, Director

Old Age Assistance: Additions to case load rose 2.2 per cent above 1965 (1966 – 3,084; 1965 – 3,018) while the year-end number of recipients increased slightly (1966 – 13,964; 1965 – 13,939).

Disability Assistance: Additions increased 6.5 per cent from 1965 (1966 – 2,760; 1965 – 2,591) and the number of recipients on June 30, 1966 was 2.7 per cent above the previous year (1966 – 9,045; 1965 – 8,806).

Assistance for Dependent Children: Cases added to rolls increased 3.1 per cent (1966 – 9,674; 1965 – 9,384). The year-end number of recipients (adults and children) was 7.6 per cent above the previous year (1966 – 118,066; 1965 – 109,682).

Blind Assistance: Additions were 5.5 per cent above 1965 (1966 – 135; 1965 – 128). The number of recipients at the end of the year decreased 2.1 percent (1966 – 903; 1965 – 922).

Medical Assistance for the Aged: Cases added to rolls increased 14.9 per cent (1966 – 7,187; 1965 – 6,254). The year end number of recipients was 18.1 per cent above the previous year (1966 – 6,381; 1965 – 5,402).

General Assistance: Additions to case load fell 3.2 per cent below the previous year (1966 – 36,534; 1965 – 37,746) and the year-end number of recipients decreased 8.7 per cent (1966 – 27,335; 1965 – 29,947).

Child Welfare: The combined care, guardianship, protective services,

and adoption investigation programs showed an increase in additions (unduplicated) of 16.3 per cent (1966 - 5,740; 1965 - 4,934). The year-end case load for these programs was 17.4 per cent above the previous year (1966 - 14,900; 1965 - 12,694).

The New Jersey Division of Public Welfare, established in 1950, embraces activities of the Bureau of Children's Services, the Commission for the Blind, the Bureau of Assistance, and the Bureau of Medical Affairs. Major programs administered or supervised by the Division through these major units and other staff elements include: six public assistance programs for financially needy persons and families; a comprehensive array of child welfare services; a variety of special service programs for the blind; Civil Defense welfare activity; special Work Experience and Training Projects under Title V of the Economic Opportunity Act; the Cuban Refugee program; service for the Federal Government in assisting American citizens repatriated from abroad; the Food Stamp program; the review and approval of applications for the establishment of charitable and eleemosynary corporations; and other related activities.

Public Assistance Programs

The public assistance programs include Old Age Assistance, Assistance to the Permanently and Totally Disabled, Assistance to the Needy Blind, Assistance for Families with Dependent Children, and Medical Assistance for the Aged, all of which are directly administered by County Welfare Boards under direct State supervision, with major financing from both federal and State funds; and General Public Assistance, commonly called General Relief or Municipal Aid, which is directly administered by individual municipalities under a limited degree of State supervision that is associated with the distribution of State matching funds to some municipalities.

The quantitative dimensions which characterized these programs during the last year are summarized on pages 44, 45 and 46.

A primary and continuing goal of the Division of Public Welfare has been to achieve progressive movement toward a more integrated, comprehensive, simplified and acceptable structure of public social services for needy New Jersey residents. This concept of public social services relates to the broad array of programs operated under public auspices to provide individualized constructive help to persons and families affected by major social maladjustment; it is not limited to those programs which traditionally have been structured primarily to provide financial assistance to or for economically-needy individuals and families only.

During the fiscal year the Division indeed made progress toward that goal. However, finite measurements of successes and failures cannot be made meaningfully within short-term perspectives. During each of the last three years the activities of the Division of Public Welfare have been significantly affected

by changes in federal legislation. This was even more greatly accentuated this year by Congressional enactment of extensive and novel amendments and additions to the Social Security Act. Thus, the difficulties of effectively deploying staff, already too thin for the administration of the ongoing programs, were aggravated by the need to cope with the additional detail of planning to meet new responsibilities.

Medicare and Social Security Act Amendments

The most widely known of the Social Security amendments was the establishment of Title 18, commonly referred to as Medicare. Although this new program is federally administered, it imposed on the Division the necessity of designing and effecting extensive adaptations in the programs of Old Age Assistance and Medical Assistance for the Aged to gain the advantage of federal insurance benefits which will replace some public assistance expenditures.

Other provisions of the Social Security amendments increased Old Age, Survivors and Disability benefits retroactively to January 1, 1965. Since New Jersey has always had a relatively high proportion of persons receiving both Social Security benefits and public assistance simultaneously, the adjustment of assistance payments for such recipients necessitated extensive administrative activity on the part of the Bureau of Assistance and the County Welfare Boards.

Earlier changes in federal law had authorized federal matching of Aid to Dependent Children payments with respect to children who were between 18 and 21 but still attending school. Studies indicated that keeping the 18-year age limit in New Jersey law was prejudicial to boys and girls who had not finished high school, and was potentially limiting the future earning capacity of those who could benefit from further education and training. It was also learned that some young people in assistance families, although qualified, could not benefit from the State scholarship system because of inability to finance basic maintenance costs. Administrative recommendations based on these findings resulted in legislative extension of the ADC program to include children between the ages of 18 and 21 if attending school, which became effective July 1, 1966.

Social Services

During the year the Bureau of Assistance was required to participate in arranging and conducting a federal review of social services in selected counties to determine how effectively federal and state policy has been interpreted to, and was being administered by, the county welfare boards. Staff members of the Bureau supplemented the federal representatives on the review team. The result of the review served to identify areas of policy and procedure which required further clarification and interpretation in order to achieve more effective services for assistance recipients. A basic finding was that the Bureau was inadequately staffed, (both quantitatively and qualitatively,) to be able to fulfill effectively its responsibilities for supervision and consultation.

Civil Rights

As a result of Congressional enactment of Title VI of the Civil Rights Act of 1964, the Department of Health, Education and Welfare developed, and imposed on State agencies, extensive administrative procedures and reporting and enforcement requirements relating to compliance with the federal statutes by the vendors and providers of different classes of services paid from public assistance funds. A large portion of staff time and effort of the Bureau had to be diverted to planning for these activities.

Food Stamp Program

During this fiscal period also, the U.S. Department of Agriculture, for the first time, offered New Jersey the opportunity to begin a Food Stamp Program in a single county on a demonstration basis. Although there was no direct commitment of State Funds, a substantial amount of staff time was required for planning and implementation of the demonstration effort in Mercer County. In addition, prior to the end of the fiscal period, the U.S. Department of Agriculture had authorized extension of the program to four additional counties, and authorizations for further extensions are anticipated.

Work Experience and Training Projects (Title V of the Economic Opportunity Act)

During this fiscal year, all previously established Title V projects were continued and federal funding for an additional year was secured in each case. Title V provides funds for work-experience projects designed especially to help unemployed fathers, heads of families and other needy persons to attain and retain employment or secure the capability for self-support and personal independence. At the end of this period there were five funded projects, one of which had just become activated June 1, 1966. Four hundred ex-trainees had already moved into full employment with an annual earning potential of \$1,454,550.

Dimensions of Public Assistance Programs

Old Age Assistance

During the 1966 fiscal year, the number of recipients averaged 14,158 per month, representing an increase of 0.7 per cent when compared with the monthly average of 14,063 during 1965. Net expenditures of \$14,723,540 during 1966 were about 6.7 per cent greater than the net expenditures of \$13,795,671 for the preceding year. The average monthly grant increased about 6.1 per cent, from \$83.21 in 1965 to \$88.31 in 1966.

Disability Assistance

During the report year an average of 9,111 cases received Disability As-

sistance each month. This was about 3.3 per cent more than the monthly average of 8,816 recipient cases in the preceding year.

Net assistance expenditures amounted to \$10,746,831, or about 7.8 per cent more than the net expenditures of \$9,964,959 in the preceding fiscal year. The average monthly grant of \$101.99 during the report year represented a 5.1 per cent increase over the average of \$97.06 for the preceding year.

Assistance for Dependent Children

An average of 28,610 cases including 116,727 persons received assistance each month in 1966 as compared with an average of 26,421 cases and 106,137 persons in 1965, the increase in cases being about 8.3 per cent and in persons about 10.0 per cent.

Net assistance expenditures during the report year were \$66,638,774, reflecting an increase of 12.1 per cent when compared with the net expenditures of \$59,461,855 in 1965. The average monthly grant per case of \$202.89 during the report year was 3.7 per cent higher than the average grant of \$195.71 in the preceding year. The average monthly grant per person was \$49.73, this being 2.1 per cent higher than the corresponding figure, \$48.72 in the preceding year.

Assistance for the Blind

During the report year, an average of 922 cases received assistance each month, a slight decrease from the average of 947 in the preceding fiscal year. Net assistance expenditures of 992,987 in 1966 were about 2.8 per cent greater than the net expenditures of 966,256 in the preceding year. The average monthly assistance grant increased about 5.2 per cent, from \$87.09 in 1965 to \$91.62 in 1966.

Medical Assistance for the Aged

The average monthly number of cases receiving assistance in the report year was about 11.1 per cent greater than the average for the preceding year —5,325 in 1965 and 5,917 in 1966. Net assistance expenditures of \$17,348,526 for the report year reflected an increase of 13.7 per cent when compared with the net expenditures of \$15,261,569 during the preceding year. The average monthly grant per case during 1966 was \$250.45 or 2.5 per cent more than the average of \$244.42 in the preceding year.

General Assistance

During the report year an average of 9,683 cases, including 30,654 persons, received assistance each month, as compared with an average of 10,288

cases and 33,701 persons per month in the preceding year. The figures reflect a decrease of 5.9 per cent in the number of cases and decrease of 9.0 per cent in the number of persons. Total assistance commitments decreased by more than 7.1 per cent—from \$15,053,209 in 1965 to \$13,980,053 in the report year. The average monthly assistance grant per case increased about 0.2 per cent—from \$95.64 in 1965 to \$95.86 in 1966.

Child Welfare Services

Adoptions

During this fiscal year the Bureau of Children's Services placed the largest number of children ever placed for adoption in a single fiscal year in its 67 years of operation. Two hundred and seventy-six children were placed for adoption, representing an increase of 102 children compared with the previous year. During the summer of 1965 four students who were between their first and second year of training at graduate schools of social work were enlisted in a project to augment regular staff in processing children for adoption. This project was sufficiently successful to warrant plans for repeating the arrangement in the summer of 1966. Of the 276 children placed for adoption, 213 were white and 63 were Negro. Recruitment of Negro adoption homes is a constant problem since there are many Negro children needing placement in the face of a severe shortage of available Negro homes. The number of homes for white children has also been falling nationwide.

Another form of adoption activity results from appointments by the court to provide investigations and supervision in cases of independent placements. This year the agency completed 1451 investigations involving 1775 children, compared with 1367 investigations involving 1725 children in the previous year; and total of 844 such children were under continuing supervision during the year prior to consummation of adoption. In addition, 1472 new requests relating to 1837 children were received from the courts this year.

Because of the rising costs involved in providing this service for the courts, it was necessary to re-evaluate the schedule of fees to be charged the adopting parents. The following new schedule was developed to become effective with the beginning of the new fiscal year:

	Previous Fee	New Fee
Preliminary Investigation	\$30.00	\$60.00
Preliminary Report to Court	10.00	25.00
Monthly Charge for Supervision	6.50 per child	13.00 per child
Final Report to Court	10.00	25.00

The Inter-Agency Services Unit recertified all approved adoption agencies which are qualified to place children for adoption in New Jersey for a one-year period starting March 1, 1966. One additional out-of-state agency, the Adoption Service of Westchester, Inc., in White Plains, New York, was certified in July 1965 and was subsequently recertified. This brings the total of licensed adoption agencies to 42, of which 19 are New Jersey agencies and 23 are out-of-state agencies.

Health Services

In August 1965 the Health Services Unit of the Bureau of Children's Services was discontinued and the Bureau of Medical Affairs assumed responsibility for the functions previously exercised by the unit in relation to health problems of the children served. In addition arrangements were made to provide hospital service for children under care by purchasing Blue Cross coverage. This went into effect on February 1, 1966, and within the first five months improved relationships with hospitals and more effective and prompt hospital services for children were already evident. At the same time, however, there is evidence that this arrangement has generated new and aggravated dissatisfactions on the part of many doctors and dentists, who also now seek guaranteed payments at higher fee levels.

Administrative Planning

Because of changing conditions in the community, practices and procedures require periodic re-evaluations in order to promote more efficient methods of operation consistent with the best interests of the children served. Four staff committees were appointed this year to make recommendations to administration concerning various program segments. One committee studied adoption procedures and developed recommendations which were implemented. Another committee directed its attention to the simplification of clerical procedures, and another to the clothing needs of children. The fourth committee, concerned with emergency reception and care facilities, visited an emergency shelter for children in Pennsylvania and developed recommendations which have been turned over to architects chosen to plan an emergency shelter. Such a facility is urgently needed since there are many children for whom the agency must assume responsibility with little or no notice, and there is a dearth of facilities for immediate placement of youngsters.

Staff Development

During this year the Staff Development Services Unit carried out an orientation program involving 189 new caseworkers as compared with 127 the previous fiscal year. The Unit also conducted supervisory orientation workshops for 28 new members of supervisory staff. In-service training meetings were conducted for 252 caseworkers and 62 members of the supervisory staff.

A total of 18 persons were granted educational leave to pursue graduate study for the 1965 - 66 fiscal year. Eight staff members returned to the agency from educational leave after having secured a Master's Degree in Social Work. Fourteen new candidates have been approved for educational leave during the forthcoming year to attend graduate school on a first year basis.

Financed by a Federal grant, the Rutgers School of Social Work offered a program of institutes to groups of staff members from public and private child-caring agencies in New Jersey. Nine members of the BCS (Bureau of Children's Services) supervisory staff attended the institutes in Supervision and Administration, and twenty caseworkers participated in the institutes in Protective Services and Services to Children in Their Own Homes. There was no cost to the BCS for these institutes.

The Rutgers School of Social Work also continued with the project of maintaining a student training unit in the New Brunswick district office, and a second unit for group workers was established in the same office. In addition, the school placed three students in Community Organization in the Bureau's Central Office.

A new project, established in conjunction with Douglass College, afforded students in their Junior and Senior years pursuing courses related to Social Work the opportunity of volunteering their services to the Bureau for one-half to one day of work per week during one school term. These student trainees were enabled to see various institutions, to attend juvenile court hearings and to participate in meetings in the community. They were also given specific tasks similar to those given seasonal assistants during the summer. This project involved a total of 17 trainees who were assigned to eight district offices. Two of these trainees subsequently sought employment with the Bureau and are members of the casework staff.

Day Care

The staff continued to make increased use of day-care services as a way of preserving homes and preventing increasing numbers of children from coming into foster care. At the beginning of the fiscal year there were 82 children receiving care in day-care centers and 30 in family day-care homes. Most recent figures indicate 182 children receiving care in day-care centers and 79 youngsters in family day-care homes. During July and August of 1965, 213 children attended day camp, thus assuring care during the summer months for many children, particularly those with working mothers who would be alone when school is not in session.

During the summer of 1965, six day-care centers for migrant children were established with the use of funds from the Office of Economic Opportunity. At the end of the summer, four of these centers were closed while two at Port Norris were continued through the winter. Trailers were utilized to house the children and sites were selected where there were many children of

migrants who would not receive appropriate care otherwise. The capacity of these facilities was 120 children between the ages of 1 and 3 years. Many of the children blossomed while receiving good care and training. During part of the summer an epidemic of illness broke out which necessitated keeping one trailer open on a 24-hour basis with help from the State Department of Health. Medical and nursing service and the efforts of the staff finally resulted in restoring these children to health and prevented more serious consequences of an epidemic which might have gone through the entire migrant camp and into the surrounding community. A proposal was submitted to the Office of Economic Opportunity designed to serve a larger number of children during the 1966 summer, but, unfortunately, was not funded. The two centers at Port Norris continued to operate on a month-to-month basis until the Tri-County Community Action Program of South Jersey assumed responsibility for the project. The use of trailers as day-care centers for children of migrants represented an innovation in this State.

The Bureau assisted the Hackensack Day Care Center in getting under way by assigning two persons to work as teachers in the facility. This demonstration was made possible by Federal funds, and the Bureau's responsibility for this activity terminated as of June 30, 1966. The center, which was approved to serve 20 children, had a waiting list that numbered more than 75 children at the last count. The center demonstrated the possibilities of such a program for meeting the needs of children in the Bergen County area. As a result, several centers are now in the planning stage in nearby communities.

Other Services

The Group Care Services Unit continued in its efforts to provide appropriate group care for youngsters unable to benefit from the traditional foster home. There are presently 29 homes in operation of which two are group homes, 23 are shelter homes, two are infant adoption study homes, and two are infant shelter homes. It has been increasingly difficult to recruit additional homes, despite a variety of publicity methods developed by the Unit.

During this year, the Bureau arranged placements for 241 parolees released from the State Home for Boys and the State Home for Girls.

During this year a total of 467 requests for service from other agencies within the United States and outside of the country were handled. A major portion of these requests involved interstate placement of children with relatives and interstate adoption. Inquiries from abroad come through International Social Service and usually involve requests for references on couples adopting children abroad.

The Inter-Agency Services Unit completed the negotiation of agreements for purchase of care from selected institutions for children. Criteria for evaluation were developed, as was a financial form to be used by the institutions as a basis for determination of the fees to be paid. Currently there are agreements with 24 child-caring institutions in this State. The Facilities File Note-

book, a directory of children's institutions within the State, was completed and distributed to all district offices. A complete listing of institutions was also prepared.

This year the Bureau was represented in 82 contested court cases involving children served by the Bureau, in comparison with 71 court appearances in the previous fiscal year. This does not include out of court settlements of cases involving accidents sustained by children under the agency's supervision.

Factors Affecting Program Size and Costs

During the fiscal year the number of children under agency supervision increased by 2,206, representing an increase of 17.4 per cent over the previous fiscal year, as shown in the following table:

<i>Program Classification</i>	July '65	July '64	Inc. or	
	June '66	June '65	Dec.	% Change
Care	9,997	8,154	1,843	+ 22.6
Guardianship	3,140	3,043	97	+ 3.2
Protective Services	1,397	1,103	294	+ 26.7
Adoption Complaint				
Investigations	365	393	- 28	- 7.1
Total	14,899	12,693	2,206	+ 17.4

The total costs of maintenance that were incurred in providing for these children, and distribution of such costs by source of funds and object of expenditure, are detailed by county in the Table on page 51.

The 1965 - 66 appropriation provided for a new district office in Woodbury, to cover Gloucester County and remove that workload from the Bridgeton district office. Additional space was provided during the fiscal year for the Camden, Hackensack, Mount Holly, Somerville, and Trenton district offices. Planning was initiated and appropriations were provided for the Elizabeth and New Brunswick district offices.

The 1965 amendments to the Social Security Act increased the agency's responsibility to file applications on behalf of certain children under supervision. These amendments made benefits newly available to certain illegitimate children, and children over 18 who continue their education. Such new awards, together with the 7 per cent across-the-board raise in benefits and the Bureau's expanding caseload, resulted in an increase in the amount of U.S. Treasurer's receipts from \$247,626.55 in the fiscal year 1964 - 65 to \$288,467.93 (16.5 per cent) in the fiscal year 1965 - 66. The following schedule shows a comparison of total collections for the two fiscal years, including amounts received directly from parents and through probation departments as well as receipts from the U.S. Treasurer.

BUREAU OF CHILDREN'S SERVICES
Cost of Maintenance – Child Care 1965 - 66

<i>COUNTIES</i>	AVERAGE NUMBER OF CHILDREN UNDER CARE			<i>Per Capita Cost Per</i>		DISTRIBUTION OF COST		
	<i>Total</i>	<i>Free</i>	<i>Boarding</i>	<i>Boarding Child</i>	<i>Total Cost</i>	<i>State</i>	<i>County</i>	<i>Collections</i>
Atlantic	469	175	294	\$ 971.67	\$285,671.26	\$136,174.33	\$134,417.08	\$15,079.85
Bergen	569	289	280	1,163.02	325,644.78	144,657.54	143,958.48	37,028.76
Burlington	758	377	381	1,017.22	387,562.44	185,923.02	183,990.92	17,648.50
Camden	1,244	490	754	979.21	738,326.94	351,308.02	350,750.52	36,268.40
Cape May	60	19	41	1,092.62	44,797.57	19,977.04	19,876.41	4,944.12
Cumberland	306	87	219	946.97	207,387.06	100,994.16	100,434.16	5,958.74
Essex	2,385	988	1,397	979.88	1,368,893.22	663,566.89	651,593.89	53,732.44
Gloucester	284	93	191	989.76	189,043.73	83,776.70	83,422.70	21,844.33
Hudson	698	239	459	1,021.65	468,938.88	224,727.63	222,277.07	21,934.18
Hunterdon	295	170	125	1,032.83	129,103.48	60,194.78	59,053.98	9,854.72
Mercer	939	322	617	998.89	616,313.33	288,530.26	287,412.26	40,370.81
Middlesex	812	297	515	976.61	502,952.10	231,390.76	230,506.00	41,055.34
Monmouth	787	281	506	978.05	494,891.49	233,945.48	233,225.73	27,720.28
Morris	514	208	306	1,034.56	316,574.86	136,143.03	135,757.02	44,674.81
Ocean	330	167	163	1,006.06	163,988.36	74,136.91	73,894.42	15,957.03
Passaic	983	480	503	1,006.97	506,505.42	235,231.15	233,333.04	37,941.23
Salem	171	41	130	951.81	123,735.10	57,545.74	57,294.60	8,894.76
Somerset	338	179	159	991.32	157,619.46	72,470.63	72,297.53	12,851.30
Sussex	313	185	128	1,062.48	135,997.48	64,849.61	62,886.02	8,261.85
Union	725	236	489	987.81	483,041.27	218,962.40	217,973.30	46,105.57
Warren	318	132	186	1,024.92	190,635.00	87,606.43	86,526.07	16,502.50
State of N. J.								
Shelter Homes	—	—	—	—	39,490.09	39,490.09	—	—
Blue Cross Ins.	—	—	—	—	112,547.34	112,547.34	—	—
Out-Of-State Ag.	78	78	—	—	—	—	—	—
Adop. Comp. Inv.	402	402	—	—	—	—	—	—
Totals	13,778	5,935	7,843	\$1,018.70	\$7,989,660.66	\$3,824,149.94	\$3,640,881.20	\$524,629.52
				\$ 834.50	\$6,544,949.85			
				128.21	1,005,532.42			
				48.22	378,236.28			
				7.77	60,942.11			
Totals				\$1,018.70	\$7,989,660.66			

Trust Accounts					
	Parents	and Others	Probation	U.S. Treasury	Total
1965-66	\$114,322.28	\$30,615.27	\$91,224.04	\$288,467.93	\$524,620.52
1964-65	108,547.31	23,499.63	80,084.17	247,626.55	459,757.66
Increase	5,774.97	7,115.64	\$11,139.87	40,841.38	64,871.86
Percentage	5.3%	30.3%	13.9%	16.5%	14.1%

During the year, there was significant increase in the utilization of services, to improve situations of children and avoid unnecessary removal from their natural homes. On occasion, homemaker services have been utilized in foster homes to prevent removal of children during periods when the foster mother is temporarily hospitalized or temporarily incapacitated. Expenditures for homemaker services during the fiscal year 1964 - 65 amounted to \$21,183.83, while for the year covered by this report they totaled \$35,630.37, an increase of \$14,446.54 (68.2%).

Services For The Blind

Eye Health Service

The function of the Eye Health Service is to help conserve vision and prevent blindness through a program of eye health information and safety as well as through direct case services and counsel to individuals requiring eye surgery or treatment.

In the case service sphere, the total number served was 1,554, a slight decrease over the previous year. Sight was restored or improved in 201 cases.

Because of the high incidence of amblyopia affecting children (4% in the general population), the Commission, in collaboration with the State Department of Health, the Medical Society of New Jersey, and other interested groups, developed a detection program for this condition. Two pilot studies were begun in Englewood and in New Brunswick. These will be followed by screening programs to be established in other communities. Attention is also being given to the need for additional treatment clinics attached to hospitals.

During the year a new brochure describing the Commission's services, "Hope Is A Better Companion Than Fear," was printed and widely distributed.

The glaucoma control program again included an annual statewide Glaucoma Detection Week, held in cooperation with the Medical Society of New Jersey and conducted in 72 cooperating hospitals. During this period nearly 11,000 persons were screened with 532 glaucoma suspects being referred to the Commission for follow-up. The Glaucoma Registry showed 2,758 cases at year's end.

The Diabetic Registry maintained, in cooperation with the State Department of Health, a cumulative list of 825 cases.

The Traveling Eye Unit which extends service mainly to school children for early detection of serious eye disorders, operated for 169 days and its staff made 4,984 examinations.

The annual Eye Symposium was again held at Rutgers, The State University, New Brunswick. This is designed to alert and educate school personnel in methods of conserving sight.

The Model Reporting Area for Blindness Statistics, National Institute of Health project, in which the New Jersey Commission is participating, issued a brochure which was mailed to almost 500 ophthalmologists and others.

Education Service

On June 30, 1966 there were 1,557 clients registered with the Education Service, this representing a net increase of 40 cases over the previous year. The classification of these clients by school needs was as follows:

Preschool	—	152
Special Classes	—	199
Regular Elementary Classes	—	597
Regular Secondary Classes	—	197
Boarding and Residential Centers	—	142
College and University	—	56
Multiple - handicapped		
(not in school or institution)	—	51
Retarded (in institutions)	—	161
Unclassified (recent referrals)	—	2
TOTAL	—	1,557

Significant factors in the education program included the following:

Preschool Service

Sixty-five clients in this group were under three years of age. A large percentage of this "under three" group have multiple-handicaps as a result of the maternal rubella syndrome.

Analysis of School Placements

An analysis of school placements during the last 25 years discloses the following interesting observations:

1. The number of children in educational placement, from kindergarten through college, has increased from 456 to 1231.
2. Twenty-five years ago it was common practice to teach Braille on the basis of visual acuity rather than on factors related to readiness and ability to read.

3. In 1946, infectious diseases at birth (ophthalmia neonatorum) represented the largest group of secondary school students to be registered. In 1961, the first large group of Retrolental Fibroplasia children entered secondary school.
4. The peak of the preschool load, which extended from 1948 to 1958, began to show in the secondary school caseload in 1963.
5. Of the 142 children attending residential schools and treatment centers only 20 do not have a multiple-handicap.

Instructional Materials and Textbook Center

Shipments of school materials numbered 38,992, an increase of 34% over 1965. Because tape recorders are now available on quota from the American Printing House, tape recording shipments increased by 80% in the past year, and 300% in the past two years. There was also a slight increase in the number of disc recordings and professional literature which were mailed. The center depends upon a corps of 600 volunteers who braille new textbooks not available elsewhere and also prepare books on discs and tapes.

Summer Educational and Recreational Programs

Programs carried on at Camp Marcella and at the Adult Training Center during the Summer of 1965 included the following:

1. The usual school camp program which extended for eight weeks.
2. A program with special emphasis on daily living skills, educational counseling, and mobility instruction for slow learning or multiple-handicapped students and one for college-bound Juniors and Seniors at both facilities.
3. A program for severely multiple-handicapped children who lived in a cottage with their prospective teacher prior to the opening of a new class for these children.

Home Teaching and Social Services

The Home Service program makes available to newly-blinded individuals and homebound adults an array of services which include personal adjustment, training in communication skills, handwork training for leisure-time or occupation, and assistance with personal, family and social problems related to or growing out of the individual's loss of sight. Workers traveled 109,636 miles and made 5,856 client calls in providing these services to clients, chiefly in their own homes.

An additional service rendered by the unit in cooperation with the Filing and Registration section was the preparation and mailing of 3,749 letters to advise clients sixty-five years of age and over of the importance of the Medicare legislation. Several staff members pursued various in-service training courses pertaining to social work and home teaching skills; two clients interested in social work careers had a ten-week period of orientation as part of a program of vocational information; and in cooperation with the Association for Careers in Social Work, a college Senior was employed for a ten-week period and received training as a case aide.

Home Industries

This service handles the processing and selling of handcraft articles made by homebound blind people. Gross sales of \$174,870 represented a stabilization from the downward trend of the fiscal years 1963 - 1965. Of this amount, \$57,000 was returned as earnings to blind craft workers.

Vocational Rehabilitation Service

During the year, 199 new employment placements were made, a 16% increase over the prior year. On an annual basis, the earnings of these individuals amounted to \$544,960.

Amended Federal legislation, which was implemented in New Jersey during the second half of the year, initiated an expanded and liberalized program. More seriously disabled clients are now eligible. The ratio of federal matching for vocational rehabilitation services was increased for the entire year. This facilitated the creation of a number of new positions and other developments designed to accelerate the rehabilitation program and maximize benefits from the improved Federal matching. (Plans were completed for a new home for the Adult Training Center.) A specialized staff unit was established to develop rehabilitation and employment opportunities for the multi-handicapped.

The *Contract Workshop* program for older noncompetitive blind workers continued to grow. Gross sales amounted \$225,000. Minimum hourly wages or better are paid and 89 blind workers received \$100,150 in wages. Averages do not tell the story since a number of workers receiving Social Security chose not to work more than a few months a year. This year the paid vacation program was implemented and a large majority of the employees were granted from one to five days of paid vacation. During the year, the New Brunswick shop was requested by Squibb's to take over all repair and replacement work for the electric toothbrush. This was begun in the Spring and is proving a very successful contract.

The *Vending Stand* program made considerable progress with the number of stands increasing from 46 to 50. A number of older stands are being rebuilt and refurbished. One feature of the program is a new training program for prospective operators and the development of a list of trained candidates for filling new stand sites. Gross sales for all units amounted to \$1,034,000 with net income to operators exceeding \$204,000.

The *Adult Rehabilitation Center* extended training to 67 clients for a total of 3,770 student days. In 1965 there had been 4,230 student days of instruction to 79 individuals. Of the total caseload, 27 had health or other disabilities additional to blindness, resulting in increased attention to factors of personal adjustment, mobility, individual differences and needs. The number of totally blind clients showed a 12% increase, therefore, necessitating a great deal more attention in the areas of mobility and communication skills.

Civil Defense Activities

Primary emphasis during the fiscal year was assisting institutions to update their plans for Fall-Out Shelter utilization in the event of emergency. The Shelter Utilization Plan of the New Jersey State Hospital at Ancora was found to be excellent and plans were made to submit the Ancora plan to all State institutions for their consideration and use.

There was considerable New Jersey Shelter Committee activity. Meetings were held monthly in the various county Civil Defense Offices with major emphasis on the Community Shelter Program.

The Morris County Civil Defense Coordinator submitted material outlining plans for Emergency Welfare Centers, to become operative after the shelter period, which would provide the five basic services outlined by the Federal Office of Emergency Planning—shelter, clothing, feeding, registration, and social services. Expansion of this concept is of prime importance. Procedure for the inauguration of mass feeding courses using the new Red Cross manual was coordinated with the Red Cross Civil Defense representative.

Participation on the Governor's Task Force for Economic Stabilization produced results. Plans were submitted to the Office of Emergency Planning by twelve task force groups with the objectives of maintaining the economy and control operations for survival. These plans were to be tested at a later date in "Exercise Rebound" at the Trenton Armory.

Charitable Incorporations

The processing of non-profit and charitable incorporations under New Jersey Statute Title 15 is a responsibility of the Commissioner of the Department of Institution and Agencies. The processing is conducted by the Division of Public Welfare. The Director of the Division is responsible for reviewing all the legal documents relating to such incorporations. This includes securing evaluations and comments from other state agencies that would have an interest in the service program to be undertaken by the proposed corporation and eliciting information from local sources, where appropriate, concerning the incorporations and their objectives. There has been a marked increase in the volume of this activity, as indicated by the following data:

	1965	1966
Applications Received	351	426
Incorporations Approved	85	113
Found Not Subject to Approval	249	248
Disapproved, Withdrawn or Discontinued	27	48
Total Dispositions	362	409

Division of Community and Professional Services

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

Bureau of Community Institutions

The pressures resulting from activities related to proposals for the opening of new institutions continued during the year, but the pace was retarded by the tight money market which existed during the last half of the year. Although two new field representative positions and one clerical position were added during the year, staff in several areas was spread more thinly as the inspection and licensing program grew in size and complexity.

At the end of the calendar year, the Bureau had responsibility for licensing or approving the following institutions:

98 General Hospitals	19,853 beds - 2,873 bassinets
8 Governmental Hospitals	1,810 beds - 84 bassinets
17 Special Hospitals	1,141 beds -
23 Public Medical Institutions	3,085 beds -
3 Maternity Homes	87 beds - 18 bassinets
17 Residential School Infirmaries	256 beds -
4 Private Mental Hospitals	365 beds -
220 Nursing Homes	11,661 beds -
11 Private Institutions for the Mentally Retarded	659 beds -
250 Boarding Homes for Sheltered Care	4,311 beds -
75 Homes for the Aged	5,000 beds -

Nursing Homes

Nationwide publicity regarding estimates of "need" for nursing home beds, the mortgage insurance program of the Federal Housing Administration, and publicity regarding Medicare have been factors in stimulating proposals for such facilities. In the last year alone, 13 new nursing homes have opened but the increase is best reflected by the number of beds which grew from about 9,800 to 11,661, an increase of 16 per cent. This increased load has been alleviated by the assignment of the two new field representative positions to this program. The program is now covered by five field representatives who visit 220 homes (plus 11 private institutions for the mentally retarded), an average of 46 per worker. Although the ratio of field workers to licensed facilities has improved since the preceding year, the size of the average nursing home has continued to increase, which has resulted in more complex operational problems, thus requiring the additional attention of staff.

Hospitals

This category includes general, governmental, special, and private mental hospitals. While the number of these facilities remained practically static during the year, the number of beds increased as the facilities expanded to meet the growing demands for hospital care. Considerable time was spent by staff in reviewing architectural plans for the expanded facilities and in numerous consultations regarding specialized problems which required considerable research and conferences with experts in the particular fields.

Public Medical Institutions

Since these "nursing homes" are operated by county governments, as is the case with hospital facilities, their number has not materially increased, although the number of beds have increased with expanded county programs of providing for the needs of indigent patients within geographical boundaries. The trend in this area is very similar to that experienced in nursing homes and has required much staff time in consultations and discussions with various governmental officials.

Homes for the Aged

This group of institutions consists of both residential and nursing units, with an increase of 603 beds in the residential sections and 124 beds in the nursing units during the year. Although the number of the nursing units tend to be small when compared with nursing homes, three new units were opened during the year, while a number of existing units were renovated with increased bed capacities. Two facilities transferred to new locations and two others closed voluntarily.

Boarding Homes for Sheltered Care

These institutions represent the largest single category in number for which the Bureau has responsibility, although the total bed capacity is considerably smaller than several other categories of institutions. At the close of the year there were 250 boarding homes with a total capacity of 4311 beds. This represented an increase of nine new homes with an additional 386 beds. The increase was experienced even though seven homes closed voluntarily and another eight homes were considered to be exempt from the provisions of the approval statute.

Other Licensed and Approved Facilities

In other institutions subject to license or approval (maternity homes, residential school infirmaries, private institutions for the mentally retarded), the number of facilities remained fairly constant without any significant increase or decrease.

Violations of the Statute

During the year, 14 nursing home violations were reported and money penalties amounting to \$1350.00, made payable to the State of New Jersey, were collected. A total of 29 violations of the boarding home statute were reported and money penalties amounting to \$1100.00 were collected for the violations. This action was taken through the cooperation of the Bureau of Legal Affairs of the Department.

Other Activities

Special obligations of the Bureau which entailed much staff time were the development of material and data for eight new regulations which were recommended by the Hospital Licensing Board and adopted by the State Board of Control. These regulations are as follows:

Regulation to Permit Artificial Lighting and Ventilation for Nurseries, Recovery Rooms, and Intensive Care Units in Hospitals.

Standards for Formula Rooms and Formula Preparation.

Revised Fire Protection Standards for Existing Approved Boarding Homes for Sheltered Care.

Minimum Weekly Nursing Hours Required for Nursing Homes, Public Medical Institutions and Nursing Units of Homes for Aged.

Regulation to Permit Carpeting in Licensed and Approved Facilities.

Regulations for Special Hospital Classification.

Regulation on Extended Care Units for Manual of Standards for Private Hospitals.

Regulation on Extended Care Units for Manual of Standards for Long-Term Care Facilities.

Other time-consuming activities resulted from meetings held with Associations and groups representing the various types of facilities under license or approval, including the New Jersey Hospital Association, New Jersey Nursing Home Association, New Jersey Association of Homes for the Aged, New Jersey Association of Boarding Homes for Sheltered Care, Inc., and the Sheltered Care Boarding Home Owners of New Jersey, Inc. In addition, a number of meetings were held with representatives of the Health Facilities Planning Council for New Jersey and the Office of Certification of Health Facilities with which the Bureau developed constructive working relationships.

Summary

As the number, size, and complexity of the institutions for which the Bureau has responsibility for inspection, licensure and approval continue to grow, it is evident that if staff is to maintain high standards for the health, welfare and safety of the individuals cared for in these institutions, additional personnel must be provided to meet not only increased caseloads, but also the more complex and technical problems which are referred to staff for solution.

Bureau of Methods and Planning

During the past fiscal year the Bureau of Methods and Planning has improved and expanded the data processing service provided to all divisions of the Department. At year-end, the program library included a total of 210 computer programs; this represents an increase of about 80 programs when compared with the same time one year ago.

Insofar as practical, many of the Departmental requests for data processing have been installed or scheduled for installation. In a large measure, the Departmental system has accomplished the initial goals, and the data banks are becoming more important to the respective divisions.

Controlled growth of the data processing system and computer routines has resulted in overall economy of management. The continued growth and expansion in the computer routines have advanced the need for more technical staff and machine capabilities.

In addition to the anticipated growth and expansion in Departmental utilization, the need for more machine capabilities has been accelerated with the enactment of the 1965 Amendments to the Social Security Act (especially the problems of Medicare). Some of the Medicare routines already

installed as a result of the Social Security Amendments demonstrate the immediate need for more computer capabilities. The Departmental request for upgrading and improving the data processing system has been approved by the Budget Bureau. The new system which will meet the needs of the Department for the next two or three years includes an IBM 1401, 8k, tape-oriented system.

Some of the major accomplishments of the Bureau for the past year include:

1. Centralized billing for patient care for the several State institutions.
2. Food Stamp Plan procedures for Mercer County; several other counties have applied for this program.
3. Departmental management and supervision of the hospitals' claims under Medicare.
4. Computerized administration and accountability for the SMI Buy-In eligible public assistance recipients (e.g., Medicare Part B).
5. General improvement in supervision and management of the several machine procedures and in file maintenance.
6. In cooperation with the Bureau of Social Research, the data banks for the penal and correctional institutions are being carefully organized. Monthly reports for the penal and correctional institutions are being generated covering movement and census reporting.

Short Range Goals

To continue to improve and keep up-to-date the data bank; to seek optimum utilization of personnel and hardware; to promote staff training and experience; and to ensure technical competence and know-how to accomplish Departmental goals.

To install a Personnel Data Bank and the systematic procedures for the Bureau of Children's Services.

To make ready for the conversion from the present data system to the more powerful tape-oriented system.

Long Range Goals

During the next year the Department will acquire a more powerful data processing system; this will require prudent administrative and technical direction to achieve effective and efficient use of data processing. During the next 15 - 18 months the growth and development of the data processing system will be established for computer usage for the next several years.

This Department is charged with responsibility for many diversified human problems and programs; it is reasonable to believe that the deliberate and controlled computer utilization in this Department will outrun the production requirements in many of the Departments. While there will be a trend toward time-sharing for the computer systems, it is contemplated that the wide range of Department programs will require for many years a Department-based data processing system.

Bureau of Personnel Services and Employee Relations

During the past fiscal year approximately 350 supervisors of various disciplines completed the one-week Management Development Institute conducted by this Bureau at Trenton State Hospital. As an adjunct to the basic program plans were completed for the distribution of a monthly newsletter devoted principally to the latest techniques, and concepts, or supervision to, all participants. Plans were also completed for the implementation of follow-up sessions for those who have completed the basic program.

Approval was received, during the last fiscal year, from the Bureau of the Budget and the Department of Civil Service for the full implementation of this Department's Professional Development Program for social workers. This program was developed in conjunction with the Rutgers School of Social Work and allows us to send a number of persons to the school's three-year extended study plan culminating in the Master's Degree in social work.

Increased hiring rates approved for the titles of Food Service Worker and Institutional Attendant for the North Jersey institutions at Greystone Park and Totowa enabled these institutions to drastically reduce their vacancies in these categories of titles.

During the fiscal year 1965 - 1966 there were 83 grievances submitted by employees under the Department grievance procedure which reached the second step or above in the procedure. Of these 36 were settled at the second step, 27 at the third step, and 19 at the fourth step or Central Office level. One grievance was still pending disposition at the end of the fiscal year.

Bureau of Public Information

With the establishment of the new Bureau of General Services in the Division of Business Management in April, the Bureau of Public Information has been able to concentrate its attention to projecting the image of the Department and its services through greater use of the available media of communications. This shift in emphasis has been reflected in excellent press and radio coverage, in addition to some television exposure, for Departmental programs.

Further, in an effort to correlate Departmental functions with the interests of the community, the Bureau steered the campaigns for State Employees' March of Dimes Committee and the DVUF Drive. Cooperative activities with other State departments have also been broadened, and the Department was represented at the New Jersey State Fair and various State-wide professional conferences, both by personnel and through exhibits covering available services of the various Divisions. Examples of paintings, sculpture and other art works done by inmates at correctional institutions displayed in banks and other public places have played a role in the fostering of community interest in our rehabilitation program.

Press tours of institutions have been arranged; feature stories were prepared on special events; preparations were made for a number of conferences,

both state-wide and national in such areas as Drug Addiction, Crime and Delinquency, Mental Health, Mental Retardation and Welfare.

With the projection of regionalization of services, particularly in the fields of mental health and retardation, the Bureau looks forward to establishing closer liaison with community and social organizations toward gaining wider acceptance of this concept.

Increased public awareness of the Department's services is reflected in the number of inquiries concerning descriptive literature and requests to be added to the mailing list for *The Welfare Reporter*.

The prospectus for 1968 presents a more diverse and far-reaching spectrum of activities calling for an enlarged staff to carry out the projected intensified program.

Bureau of Social Research and Statistical Analysis

During fiscal year 1966 the Bureau participated in activity concerning most of the areas of Departmental jurisdiction.

Two major revisions in the reporting of mental health data were completed. One was the revision of the Summary Hospital Record form to include additional data on admissions to mental hospitals, particularly the municipality of residence of the patient. The other was the revision of the Daily Population Movement Report to include the admission status of the patient, and the service unit of the hospital to which he was admitted. An additional form reporting the transfer of patients from one service unit of a hospital to another was added to the daily reporting program.

For the first time it was possible for the Bureau to furnish data on patients for a calendar year period to the Essex County Overbrook Hospital, thereby fulfilling a promise that data needed by administrators would be available at reasonable intervals from the machine system.

The daily reporting program of the Schools for the Retarded was revised to include the admission status and service unit data. An instruction manual for the reporting of functional services was also prepared and distributed. The Federal Grant Waiting List Cohort was transferred to the Division of Mental Retardation.

The entire reporting system for correctional institutions was revised, with major additions being made to the admission data requirements, and many more items being added to the daily reporting program. Considerable staff time was spent in initiating and editing this system, but the results should justify the effort.

An index of the forms distributed by the Bureau was prepared, together with the manner of duplication and the distribution procedure. This should facilitate both reordering and the maintenance of a reasonable supply.

An index of written instructions for the compilation and distribution of each of the reports prepared by the Bureau was initiated. These instructions should make it possible for new personnel in the Bureau to become acquainted with these reports and their uses more readily than heretofore.

Bureau of Legal Affairs

Eugene T. Urbaniak, Chief

Bureau of Legal Affairs

*This year marked the beginning of a flood of new cases involving petitions for writs of *habeas corpus* by patients confined in the Vroom Building of the Trenton State Hospital wherein they seek their release or a transfer to another institution. Because of the vast number of these cases the Chief Justice of the New Jersey Supreme Court has directed that a Judge of the Chancery Division of the New Jersey Superior Court hold special sessions of the court at the Vroom Building and there conduct the hearings. During this year the Bureau handled 61 such cases before that court.*

The inmates in confinement continued without diminishment of the number of post-conviction relief cases filed with the courts.

This bureau handled 147 litigated matters involving the following type cases: Guardianships, accountings, sales of lands of incompetents, levy of execution, mortgage foreclosure involving institutional liens, friendly judgments, maintenance collections, habeas corpus, negligence, administrative agency involving all of the State courts at every level, the United States District Court, the Third Circuit Court of Appeals and the United States Supreme Court.

Some of the more important decisions are as follows:

Donnelly vs. State Parole Board – Appellate Division upheld Parole Board's granting of a "cell parole" to prisoner who could thereby commence serving another sentence.

Wimbush vs. Sills – Appellate Division upheld action of Parole Board in refusing to parole to federal hospital inmate convicted of possession of narcotics under *N.J.S.A. 30:4-123.43* which applies only to those convicted of narcotic "addiction."

Inman vs. Bureau of Children's Services – Appellate Division affirmed (and Supreme Court denied certification) Judgment of Chancery Division which had ordered foster parents to return a child to its guardian, the Bureau

of Children's Services, so Bureau might transfer custody of child to its natural mother.

In re Delguericco – Obtained court permission to have surgery performed on a Trenton State Hospital patient to save his life where he was incompetent to consent and his relatives refuse to consent.

In re Moore – Obtained court permission to perform electric repressive treatment on a Trenton State Hospital patient who was on a hunger strike threatening his life, who could not consent to same himself and whose relatives would not consent.

Mack vs. State – Obtained dismissal of negligence action against State and officials by mother of a minor Vineland State School patient who had drowned in institution's swimming pool.

State vs. Monaghan – Appellate Division upheld action of Commissioner in transferring sex offender to State Prison.

State vs. Ruth – Obtained denial of application by attorney to have Prison inmate transferred to county jail in another county for convenience of attorney in consulting with inmate.

Miller vs. Pinto – U.S. District Court denied *habeas corpus* petition by parole violator serving balance of sentence on which paroled and who claimed he was detained beyond his maximum.

Taylor vs. Houston – U.S. District Court granted summary Judgment for defendant in Civil Rights action against Jameburg Superintendent by a discharged employee claiming he was improperly dismissed.

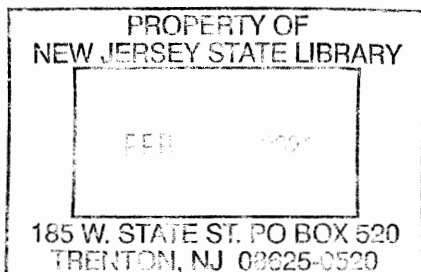
Kelly vs. McCorkle – Third Circuit Court of Appeals denied leave to appeal to Prison inmate whose complaint, alleging misuse of personal funds of inmates, was dismissed.

White vs. Parole Board – U.S. Supreme Court denied leave to file petition for writ of certiorari where District Court denied *habeas corpus* of parole violator claiming he was imprisoned beyond his maximum.

The bureau examined many applications for writs submitted to members of the judiciary; handled extradition matters involving cases wherein New Jersey is the demanding authority and assisted other states which required prisoners seeking asylum here and wherein extradition was contested; cooperated with county prosecutors in handling of legal matters involving inmates or individuals about to be committed to the various penal and correctional institutions; responded to inmates in confinement raising legal questions related to the administration officials of the department; performed other miscellaneous and incidental legal services required for the proper administration of the institutions within the Department for the program of Social Security financed in part by the Federal Government; rendered daily legal advices, less than informal opinions, necessary to permit the heads of the several institutions, agencies, divisions, bureaus and the State Parole Board to function on a daily basis; and prepared material for special subjects dealing with the legal affairs of the Department and the institutions.

Division of Business Management

Joseph L. Grodeck, Director



Bureau of Accounts

Accounting, budgeting and auditing services were supplied to the institutions, agencies and other subdivisions of the Department. During this period the following accounting transactions were completed:

Applications	9,456
Certificates of Debit and Credit	1,000
Change Orders for Contracts	317
Construction Payrolls	75
Contract Payments	1,178
Excess Request Forms	1,336
Final Acceptance on Contracts	126
Notices of Awards	315
Using Agency Schedules	13,630
Transfers and Amended Work Programs	2,731

The budget staff processed 138 budgets.

Audits were completed at eleven institutions and the auditing staff analyzed a commissary operation at Greystone Park. Accounting procedures and forms were reviewed and revised at the Home Industries Section of the New Jersey Commission for the Blind.

Bureau of Maintenance

During the past year the staff provided services in a supervisory capacity to the institutions involving maintenance of buildings, equipment, power plants and utilities. A preventive maintenance inspection schedule has been inaugurated to visit all institutions on a semi-annual basis.

The Bureau, with the Bureau of Construction and outside agencies, architects and engineers, processed plans and specifications and awarding of construction contracts. Construction contracts awarded this year amounted to 81 projects, at a total cost of \$1,917,310. Through the year 57 construction projects were completed and accepted.

All projects under the 1964 Bond Issue have been assigned to outside architects. Plans and specifications were completed for three employee housing and staff residences and five community Day Care Centers. Contractors' bids were received and analyzed and were far in excess of appropriations. Bids were rejected and architects were requested to revise plans for rebidding. Construction costs have risen tremendously and it appears this condition will continue due to inflation and lack of competitive bidding.

Many hours of our staff were involved in program requirements, meeting with architects and engineers, review of plans and specifications, consisting of a total of 116; review of bids, award of contracts, attending construction job meetings at the site, reviewing change orders, approval of payments to contractors, inspecting and approving acceptance of completed structures, and inspecting faulty workmanship and materials within the one-year guarantee period for corrections to be made by the contractor.

As Departmental representatives of the Inter-Department Committee for State Planning, many meetings were attended concerning review of proposed land acquisitions under the Green Acres Bond Issue, Horizon Plan of the State, Open Space, Capital Improvements Programs, Tocks Island National Recreation Area, Population and Economy and Projected Future Planning.

Bureau of Dietary, Laundry, and Household Services

The total amount of food consumed during this period was in excess of 24,000 tons, valued at \$5,313,648, and consisting of:

Item	Tons	Cost
Meat, Fish, Eggs	2,733	\$2,178,608.73
Milk and Milk Products	6,856	903,443.86
Breads and Cereals	1,419	302,757.75
Fats and Oils	272	91,987.76
Sugars and Syrups	1,013	225,655.73
Vegetables	6,760	834,935.56
Fruits	4,581	442,978.03
Miscellaneous	625	333,316.83

The cost of feeding the standard ration during this year was up 4.7%.

The approximate number of meals served to patients and inmates was 26,817,335 at an average raw food cost \$.1974 per meal. Approximately 2,498,970 meals were served to employees and guests of the institutions at an

average raw food cost of \$.2579 per meal. An estimate of labor costs per meal, based upon sampling of representative institutions places this figure at:

- \$.1475 for mental hospitals
- .0275 for correction institutions
- .0788 for institutions for the mentally retarded

There are seven consolidated or regional laundries which use inmate labor and process laundry for several institutions. In addition, there are four institutional laundries in operation to meet their own requirements. A total of 31,889,821 pounds of laundry were processed during the year.

The institutional housekeeping functions include the following areas:

- a. Sleeping and day room areas for 26,553 patients and inmates.
- b. Living quarters for approximately 1,200 residential employees.
- c. Central sewing and mending rooms, 13
- d. Upholstery shops.

The above areas are distributed in numerous buildings throughout the 28 institutions and 8 satellite camps. Additional facilities presently under construction will add 2,500 patients and inmates.

Fire Marshal and Safety Director

During the fiscal year the reported fire losses amounted to \$67,435. The largest single fire loss incurred amounted to more than 75% of the total fire loss during the year. The cause of this fire was directly attributed to defective electrical wiring.

	Buildings	Contents
Insured Value	\$180,234,250	\$18,348,950
Actual Loss	\$67,435	

The actual loss reported is approximately .0003 per cent.

A total of 7,546 individual fire prevention inspections were conducted by the institutional fire prevention services. These inspections provided the vigilance necessary to uncover and correct hazardous conditions and are the basis of our fire prevention program. Minor violations and hazards uncovered by these inspections received immediate remedial action by the institutional staffs. More complex and serious hazards required administration action by this office for correction.

In addition, monthly volunteer fire department training classes were held, fire orientations were conducted for all new employees, monthly unannounced fire drills were held and fire department organizational meetings were conducted.

During the past fiscal year we have continued to receive reductions in our fire insurance rates as a result of the fire prevention measures we have incorporated in our various institutions.

During the period covered by this report 26 investigations were conducted of fires of major incendiary or suspicious nature, which occurred on State-owned property. Ten investigations resulted in apprehension of the guilty party or parties.

Bureau of Maintenance Collections

Collections and Receipts Compared		
	1966	1965
Non-Indigent and State Contributing	\$2,202,200.99	\$2,301,862.23
Recoveries	1,833,851.56	1,518,087.67
County Regular	21,686,330.60	20,152,906.32
County Excesses	174,226.04	224,843.31
Social Security	2,147,816.09	\$1,837,425.42
Hospitalization Insurance	670,557.40	527,777.63
Veterans Administration Funds	225,910.94	224,789.76

Total collections during the year increased approximately \$1,600,000.

The Social Security program at the various institutions continues to be a substantial part of our revenue and during the past fiscal year \$2,147,000 was received from the Social Security Administration for patients in the various institutions. This is an increase of over \$300,000 compared to last year.

Hospitalization insurance, which fell off a little in 1965, shows a marked increase in 1966, of approximately \$140,000. Our collections from insurance companies were nearly \$700,000.

During the year the Bureau started the mailing of county bills for patients in our institutions. To make further use of our electronic data processing equipment, all bills to the various counties for patient support are now mailed directly from the Central Office. Prior to September 1965, each institution sent bills to counties. Payments from the counties are also received in the Central Office and this has saved considerable paper work at the county level, as well as the institutional. Each county now needs only to send one check instead of several checks to each institution.

Bureau of Farm Operations

The high point of the year for the Bureau was the donation of 49 milking cows and 50 head of young stock to the Department by Mr. Mortimer from Westfall Farms. In addition, 99 tons of silage and a large amount of dairy and farm equipment were donated. The appraisal value for the complete donation was \$87,361.

The field crops turned out very well in spite of the severe drought, but

fruits and vegetables were very low. The loss of fruit and vegetable acreage to new building projects is another further reason for low production.

The total value of all farm products was \$1,660,081 compared to \$1,577,238 in 1965, an increase of \$82,843.

Dairy production amounted to \$901,362, an increase of \$28,287.

The pork products amounted to \$234,762, a decrease from the 1965 production of \$245,440. This was partly due to the fact that the piggery at Rahway was closed during the current year. However, we expect to correct this situation and to meet all of the institutions' requirements.

The poultry production amounted to \$91,500, a decrease of \$11,596 reported for 1965. The main reason for this drop in production was due to the closing of operations at Annandale and Greystone Park.

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 it.

Expenditures for Year Ending June 30, 1966

MENTAL HOSPITALS

Psychiatric Institute	\$ 13,476
Greystone Park	11,198,759
Trenton	9,191,131
Marlboro	7,375,584
Ancora	5,895,592
Neuro-Psychiatric Institute	4,257,858

TOTAL MENTAL HOSPITALS	37,932,400
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OTHER MENTAL FACILITIES

Diagnostic Center	881,851
Brisbane Child Treatment Center	505,327

TOTAL OTHER MENTAL FACILITIES	1,387,178
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TUBERCULOSIS HOSPITALS

Glen Gardner	1,610,993
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TOTAL MENTAL AND TUBERCULOSIS COSTS	40,930,571
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MENTAL RETARDATION INSTITUTIONS

Hunterdon	23,261
Vineland	4,401,015
Woodbine	2,697,022
Totowa	2,603,787
New Lisbon	2,527,940
Johnstone	1,379,733
Woodbridge	2,834,471

TOTAL MENTAL RETARDATION INSTITUTIONS	16,467,229
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CORRECTIONAL INSTITUTIONS

Jamesburg	1,953,098
Annandale	1,973,282
Clinton	1,295,559
Girls Home	1,019,093
Youth Reception and Correction Center	174,421
Trenton Prison	2,710,526
Rahway	2,014,752
Bordentown	2,015,892
Leesburg	735,596
Training School for Boys	140
Highfields Group Center	56,040

Warren Group Center	55,739
Turrell Group Center	60,290
Ocean Group Center	56,959
TOTAL CORRECTIONAL INSTITUTIONS	14,121,387
SOLDIERS' HOMES	
Vineland	511,659
Menlo Park	460,041
TOTAL SOLDIERS' HOMES	971,700
TOTAL ALL INSTITUTIONS	72,490,887
CENTRAL OFFICE	
Administration General	1,097,929
Division of Welfare	902,356
Parole Board	75,254
Division of Correction and Parole	1,220,716
Division of Mental Retardation	1,707,641
Division of Mental Health	616,232
TOTAL CENTRAL OFFICE	5,620,128
NON - INSTITUTIONAL ITEMS	
Commission for the Blind	1,654,886
Bureau of Children's Services	3,490,817
Debit Service	7,724,125
TOTAL NON - INSTITUTIONAL	12,869,828
STATE AID	
Drug Addiction—Treatment Services	12,480
Old Age Assistance	4,160,505
General Assistance	6,001,673
Disability Assistance	2,848,451
Assistance for Dependent Children	18,701,451
Child Care	3,825,000
Medical Assistance for the Aged	5,296,495
Blind Assistance	235,293
County Mental Hospitals	7,328,507
County Tuberculosis Hospitals	210,066
Community Mental Health Services	1,496,630
TOTAL STATE AID	50,116,551
TOTAL INSTITUTIONS AND AGENCIES	\$141,097,394

