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The WELFARE REPORTER

April, 1963

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ANNUAL REPORT 1962

Institutions and Agencies

The
**WELFARE
REPORTER**

Departmental Publication
Institutions and Agencies

STATE BOARD OF CONTROL

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4	1962 Statistics in Brief
6	Mental Health and Hospitals
14	Retardation
21	Correction and Parole
37	Welfare
48	Administration
52	Business Management
56	Bureau of Legal Affairs
57	1962 Expenditures

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November 30, 1962

*The Honorable Lloyd B. Wescott
President, State Board of Control
Department of Institutions and Agencies
Trenton 25, New Jersey*

Dear Mr. Wescott:

The period covered in this Annual Report was one of quiet accomplishment.

Our problems remain, but they do not seem as insurmountable as a year or two ago. With monies from the bond issue and the cigarette tax, we are making progress in the construction of buildings to reduce institutional overcrowding and waiting lists. We have improved the quality of our staffing for the care of patients; our list of job vacancies in our hospitals and training schools, particularly, has been much reduced, thanks to better salary schedules in the lower wage brackets. We are making progress, too, in the strengthening and tightening of our administrative functions. Our public image, for the time being at least, is more favorable.

Our efforts during the last year may appear unimpressive, like laying the foundation for the structure that will rise upon it. We have been laying foundations in 1962 which we hope will give us the flexibility and scope we will need to accommodate the future, whatever it may hold.

Respectfully yours

JOHN W. TRAMBURG
Commissioner

1962 Statistics

Mental Hospitals: Admissions increased by 3.1 per cent from 1961 (1962, 10,361; 1961, 10,051). Resident populations show a nominal decrease. (June 30, 1962, 21,227; June 30, 1961, 21,346 or a decrease of 0.6 per cent)

Mental Health Clinics: Patients on books during the year increased by 25.7 per cent (1962, 16,136; 1961, 13,365). Interviews with or about patients increased by 21 per cent. (1962, 139,022; 1961, 115,000)

Chest Disease Hospitals: Admissions increased by 9.4 per cent (1962, 4,066; 1961, 3,717). Tuberculosis admissions including observation (1962, 1,935; 1961, 1,772). Resident populations increased by 1.9 per cent. (June 30, 1962, 1,698 including 1,102 TB patients; June 30, 1961, 1,666 including 1,214 TB patients)

Mental Retardation: Admissions increased by 21.3 per cent from 1961 (1962, 364; 1961, 300). Resident populations remain virtually constant but exclude 20 wards of Totowa "boarded" at the Neuro-Psychiatric Institute.

Correction: Commitments increased by 5.6 per cent from 1961 (1962, 3,612; 1961, 3,421). Prison commitments decreased, reformatory commitments increased moderately. Sharp increases occurred at both training schools and at the Reformatory for Women. Resident Populations increased by 4.9 per cent (June 30, 1962, 5,705; June 30, 1961, 5,439). The burden is especially heavy in the teen age groups. Except for the necessity to house overflow from Bordentown, the Prison system population would not have increased.

Parole: Parole releases increased by 10.0 per cent from 1962 (1962, 2,815; 1961, 2,559). Persons on parole from New Jersey institutions at end of year increased proportionately. (Discrepancies between data in this Bureau and in the Parole Bureau are being analyzed and final figures will be entered in a later memorandum.)

In Brief

General Assistance: Additions to caseload dropped by 5.3 per cent from 1961 (1962, 34,510; 1961, 36,438). Year end caseload was 15.4 per cent below June 30, 1961 figures (1962, 25,650; 1961, 30,312).

Aid to Dependent Children: Additions to rolls in 1962 were 8.1 per cent below 1961 (1962, 7,582; 1961, 8,251—these figures being cases involving one or more children). Total caseloads (adult and children) as of June 30, 1962 were 14.7 per cent above 1961 (1962, 76,718; 1961, 66,890).

Old Age Assistance: Additions to rolls in 1962 were 12.2 per cent under those for 1961 (1962, 3,564; 1961, 4,059). End of year case loads decreased by 1.3 per cent (1962, 18,707; 1961, 18,952).

Disability Assistance: Additions to rolls in 1962 were 18.3 per cent under 1961 (1962, 2,262; 1961, 2,768). End of year caseloads, however, increased by 2.8 per cent (June 30, 1962, 7,615; 1961, 7,406).

Blind Assistance: Statistics in this field show little change from 1961 (Additions: 1962, 189; 1961, 187—June 1962 assistance cases: 930, 1961, 927).

Child Welfare: Intake increased by 27.7 per cent in 1962 over 1961 (Additions to rosters of care and guardianship programs). (1962, 2,047; 1961, 1,603). End of year caseloads were up by 7.3 per cent (June 1962, 7,655; 1961, 7,135). Administrative reorganization in the State Board of Child Welfare may have affected this activity.

Soldiers Homes: No significant trends are indicated in statistics of these small institutions (Admissions—1962, 56; 1961, 61. Population: June 30, 1962, 248; 1961, 257).

Mental Health and Hospitals

PASSAGE of the \$40 million institutional bond issue assured the forward movement of the Department capital construction program and gave impetus to projects at Greystone Park and Trenton State Hospitals for the fireproofing and remodeling of existing buildings.

The adoption by the Legislature of a program of prepaid Blue Cross-Blue Shield and catastrophic health insurance for State employees made it possible to eliminate the employees' infirmaries in the mental hospitals.

An inter-Departmental Medical Advisory Committee on Alcoholism was appointed by Commissioner Tranburg and Commissioner Kandle of the Department of Health.

A series of manuals on various topics of institutional sanitation has been prepared by a committee of sanitarians with the administrative guidance of the assistant division director.

Liaison was established between Division consultants and regional personnel of the Veterans Administration for the purpose of improving the referral of patients from one facility to the other.

A program of public health nurse follow-up of patients recently discharged from mental hospitals has been established and its development is being watched with interest.

As the result of the work of a special committee on hospital medical records, modifications in basic forms, and particularly in the method of statistical reporting, have been made effective.

A group of about twenty children from the waiting list for institutions for the retarded have been admitted, as a result of the selective transfer of patients from institutions for the retarded, to a special unit at the New Jersey Neuro-Psychiatric Institute.

It was decided by the Chief Justice that the appointment of judges to the Diagnostic Center Board of Managers might constitute a conflict of interest and, therefore, in order to provide liaison with the Diagnostic Center, a special judicial committee of four judges has been appointed by the Chief Justice to consult with the staff of the Diagnostic Center and meet periodically with the Commissioner, the director of the Division of Mental Health and Hospitals, the director of the Division of Correction and Parole, and the medical director of the Diagnostic Center.

Mental Health and Hospitals

NIMH Grants

NIMH grants were received for projects in the Division of Correction and Parole and in the Division of Mental Retardation, as well as in facilities and programs of the Division of Mental Health and Hospitals. Of particular significance were grants for a psychology training project and for the development of a psychiatric-geriatric nursing facility in connection with community general hospitals. In addition, a grant made possible the attendance of the medical administrative officers at a Training Institute at the University of Chicago. A grant to support the teaching of medical students in the mental hospitals' summer clerkship had to be returned because of our inability to enroll a sufficient number of medical students.

Institutional Activities

The Diagnostic Center began a project to evaluate the ultimate disposition of the original admissions to the Diagnostic Center over ten years ago. This is part of a general trend within the Division to encourage the current evaluation of ongoing programs.

Special interest was expressed during the year in the development at the institutions of remotivation programs, resocialization activities, social group work, decentralization of services with the establishment of intensive treatment units, and the improvement of in-service and career training programs.

There was a gratifying extension of the out-patient department activities, with service offered to increasing numbers of patients recently discharged from the hospital and to increasing numbers of individuals who have never been hospitalized. There continued to be an increased number of admissions, however, with a total of 8,311 in the four mental hospitals.

Community Activities

In addition to increased County Mental Health Board activity, there has been action in several larger counties aimed at the establishment of community units to facilitate the re-entry of patients from mental hospitals into the community. We are pleased to see the degree of initiative and originality being expressed by these local groups and we are particularly gratified with the assistance which this will give to the over-all State program.

Problems Under Study and Action

The bills proposed by the Legislative Commission on Mental Health have failed of passage in the Legislature because of a question as to the traditional 50-50 sharing of costs between the State and local governments. We hope that the Governor and the legislators will be able to resolve this question during the coming fiscal year.

1962 ANNUAL REPORT

The program of care for sex offenders under the special legislation for sex offenders requires further study, and we look forward to some changes which will improve the program significantly.

During the year the State Board of Medical Examiners passed a regulation which denied reciprocity without written examination to graduates of foreign medical schools. We are currently looking in the direction of amendments to the Medical Practices Act which can be supported by the State Board of Medical Examiners and the State Medical Society to relieve the serious problem of licensure for physicians whose practice is confined to State and county institutions.

At the close of the fiscal year a program for the revision of medical salaries, which had been submitted to the Department of Civil Service early in the fiscal year, was still awaiting action. Although there was a significant improvement in the total level of patient care as a result of raising the minimum range of patient care personnel positions from \$2,640 to \$3,000, it will be necessary to have increased range revisions in some of our key professional positions including social workers, pharmacists, occupational therapists, and nurses, in addition to physicians, if we are to maintain an adequate level of care.

Ongoing Programs

A State Master Plan

Much of the energies of Divisional personnel have been devoted to the development of a comprehensive mental health program. A preliminary draft of the *Master Plan for Mental Health Services for New Jersey* was presented to the public, and warm interest has already been shown in its provisions. The draft is currently under study by professional groups throughout the State who will make recommendations to the Department.

Children's Facilities

The most pressing need in the State is with our children's facilities. A plan for proposed services for mentally ill children has been adopted by the Board of Control. It emphasizes the need for development of both residential and non-residential facilities on a regional basis, but calls for special children's facilities in each State mental hospital as a part of the total program. The institutions' budget requests will reflect the needs for these facilities which we hope to implement fully within the next three to four years. A Child Psychiatry Advisory Committee has been established.

The Mental Health Center

The New Jersey Mental Health Center within the Division of Mental Health and Hospitals is serving a vital role in the development of a com-

Mental Health and Hospitals

prehensive program for children's facilities. It is also serving as a specialized clinical resource for the management, diagnosis, referral and placement of these disturbed children whose needs are not met by existing facilities. A very important service has been provided in assisting in the psychiatric screening of patients from the waiting list for the institutions for the retarded to the Children's Unit of the Neuro-Psychiatric Institute. The State Board of Child Welfare has used these clinical facilities to assist in the resolution of complex and difficult problems with which they have had to deal. The Center also assists in the planning and demonstration of new approaches at the county level.

Geriatrics

With the assistance of a grant from the National Institute of Mental Health, we are exploring the field of care for mentally ill individuals over sixty-five years of age. This project is progressing satisfactorily and it is expected that a structure for the basic requirements for a community-centered psychiatric-geriatric facility will be completed in the next fiscal year. Such a facility may offer much to reduce the number of admissions of this type of patient to the State and county mental hospitals. The development of the Patient Survey Form within this project has gained wide attention and its application within the State has been valuable in the determination of clinical program needs and staff requirements.

Consultants

In our general statement for fiscal 1963, we will urge that the Central Office position of Consultant in Special Services be formally recognized. Need for the services of a qualified consultant in this area takes on new urgency with the rapid expansion throughout the State of community programs in the field of psychiatry. Not only is it psychiatrically desirable that special services be augmented and properly coordinated at each hospital, but specialized and imaginative professional leadership is essential if community involvement in this area is to be genuinely effective. Our consultant, whose temporary position has been underwritten from salary balances, has been obliged to resign because of lack of funds. We are again requesting the establishment of a permanent position of Consultant in Special Services within the Division.

Our staff consultants have been receiving increased requests for services to other divisions.

Community Clinic Evaluation

The Community Mental Health Services Act has proven to be most effective in bringing skilled professional persons to communities and mobilizing citizens' interest and active participation in the organization of services. These local groups have looked increasingly to the community mental health consultant for guidance and leadership for evaluation of

1962 ANNUAL REPORT

programs and for comparison of costs and methods of operation. If we are to see that public monies are expended with maximum effectiveness and are to provide the leadership at the State level which the Act implies, we need the establishment of a regular position of Assistant Community Mental Health Consultant. This position has been supported during the past year with Federal mental health funds.

With the appointment of a County Mental Health Board in Cape May County, we now have every county covered. In many counties the mental health boards are working seriously at planning mental health services for the county and are finding that it is a rewarding although difficult assignment.

Limitation of funds available under the twenty cents per capita appropriation necessitated a significant restriction in the allocation of matching monies to community mental health projects. The Board of Control has recommended an additional five cents per capita appropriation to strengthen those services for children and related adults. We have been moving slowly in the expansion of community psychiatric services for adults in anticipation of further clarification of the manner in which necessary and effective services can be provided. Private practitioners are increasing their services. We are expanding State hospital out-patient activities as rapidly as staff limitations will permit. We have encouraged special community projects for adults with grants of Federal mental health funds.

We are finding community interest in the development of day care facilities for children and for the aging. We believe that an increase of matching funds under the Community Mental Health Services Act from twenty cents to thirty cents per capita would more effectively support community mental health services.

Research

Research is necessary in many phases of the Division's operation, but we have also made provision for intense and specialized research in the field of mental illness through the Bureau of Research in Neurology and Psychiatry. A supplementary statement describing the progress of the Bureau in regard to its projected structure and the actual conduct of scientific research is available. The total request of \$429,813 in State funds for the 1964 fiscal year will be approximately one-half of one per cent of the \$74,000,000 cost of tax-supported mental health services in New Jersey anticipated in fiscal year 1963. The work of the Bureau will receive recognition from private and Federal groups in the amount of approximately \$380,000 during the 1963 fiscal year to supplement the State appropriation. The current appropriation is \$325,000.

Training

The value of the New Jersey Psychiatric Residency Program in staff recruitment was again demonstrated during the past year. Ten well-trained

Mental Health and Hospitals

and able psychiatrists, all graduates of the program, accepted staff positions in our psychiatric facilities. Each of these physicians, after fulfilling the requirement of two additional years of psychiatric experience, will be eligible for examination and certification by the American Board of Psychiatry and Neurology. No comparable source of qualified psychiatrists is available to us. The familiarity of our graduates with the operation of mental health services within the State allows them to assume staff responsibilities without the expenditure of time and effort otherwise required for their orientation.

With the establishment of qualifications for the sub-specialty in child psychiatry by the American Board of Psychiatry and Neurology, guide lines were set up for the organization of an accredited program. An affiliation agreement has been entered into between the New Jersey Neuro-Psychiatric Institute and the Union County Psychiatric Clinic in Plainfield, New Jersey, and proposals detailing the contemplated plan submitted to the American Board of Psychiatry and Neurology for their consideration. Approval was received from the Board in December, 1961, making it possible for us to offer a fourth year of approved residency training to applicants wishing to qualify in the sub-specialty of child psychiatry. We have made recommendations to the appropriate Civil Service authorities for the establishment of a new title: Resident Psychiatrist (fourth year), at the single annual compensation rate of \$8,000. Several residents already in training with us have indicated their desire to pursue this area of study.

Qualifications established by the Division as to licensure and ECFMG certification for appointment to the residency program anticipated the rulings of the several national accrediting bodies by a comfortable margin. At present graduates of foreign medical schools who lack the ECFMG certificate may no longer enter the United States for continuation of their training. Our screening of resident applicants is thus considerably simplified.

Comparable qualifications have more recently been established for all new staff appointments in line with the requirements of the Joint Commission on Accreditation of Hospitals. There has been a gratifying increase in the number of physicians, some of whom have held positions in the Department for many years, who have secured a medical license. At the present time only twenty physicians throughout the State hospital system are covered by the ECFMG certificate alone.

We continue to feel that our resident salaries are competitive and recommend no change. Since the attractiveness of our residencies is directly related to their professional excellence, we have applied for a Federal grant, which, if favorably acted upon, will permit us to augment the number of preceptors responsible for supervision of the resident's clinical training. In fiscal 1963 we will urge greater latitude in the procurement of educational aids and in providing honoraria for distinguished educators in psychiatry, as well as in the development of seminars and educational workshops, all calculated to enhance the professional soundness of the program. The desirability of these measures is again emphasized.

1962 ANNUAL REPORT

Each hospital conducting a residency training program periodically reviews its educational resources and, on the advice of its Resident Selection Committee, announces the number of residents which it can effectively train. Appropriate requests are then made at the annual budget hearing directed toward bringing to the desired level the quota of numbered positions earmarked for the exclusive appointment of residents.

Hospital-based training in the supportive medical disciplines of nursing, social work, occupational therapy, and psychology continues to be emphasized. In addition, active programs have been maintained for medical students, trainees in pastoral counselling and in music therapy, practical nurses and hospital attendants. The value of these programs in the recruitment of qualified staff, and in broadening public understanding of the complex issues in mental illness and health warrants continuing and extended support.

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

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

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

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

A Practical Nurse title is in the process of being established and will facilitate the employment of more nursing personnel with this level of skill.

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

Psychological services in State institutions have been strengthened by the development of qualified volunteer personnel and by continuing in-

Mental Health and Hospitals

service training and consultation. The program for psychology junior fellows was accredited by the American Psychological Association's Education and Training Board. With the appointment of a director of psychology training, financed by a three-year NIMH Training Grant in July, 1961, the program was expanded to include community clinics as well as the Rutgers School of Education. We are currently assessing the many contributions of the director of psychology training to the State program and exploring possibilities for continued grant support in subsequent years.

Liaison Functions

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

Through the action of joint committees of the Division of Aging, Department of Health, Department of Education, and Department of Labor and Industry, a more effective approach is being developed in those programs where overlapping administrative responsibility exists. An example of such close inter-Departmental relationships and joint committee deliberations is in the implementation of A-125 between the Department of Education and the Division of Mental Health and Hospitals. Ongoing contact and discussions are in process to work out mutually shared problems and overlapping activities.

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

A goal toward which considerable effort has been and will continue to be expended is that of inter-Divisional cooperation. Two areas of specific interest are After-Care Programs with the Division of Welfare, and services for emotionally disturbed children with the State Board of Child Welfare. By maintaining ongoing collaborative relationships, we anticipate that more effective and expeditious approaches to these problems will be developed.

Retardation

Data provided in Table I show a comparison of the levels of institutional admission and classification and Field Services activities for the past four fiscal years.

Previous statements have been prepared with respect to construction needs and some of the apparent requirements for institutional programs are being planned for with funds available from the 1961 Bond Issue. Under architectural consideration at the present time are: the Woodbridge State School, the Readjustment Unit at Johnstone Center, the Evaluation Center-Research Building at Johnstone Center and cottage replacement at New Lisbon Colony.

It does appear at this time as if there may be enough funds to complete the listed projects with the possible exception of the cottage replacement at New Lisbon. In this instance an engineering survey is not complete and its results will be of influence in determining whether new cottages can be built without first spending considerable funds for utility and other support services and determining where cottages can be placed.

Assuming that the projects under architectural planning at the present time can be built with the funds available, the past long-range considerations for institutional construction in the Division of Mental Retardation suggest that the additional construction noted in Table II will be required by 1970.

Table I
Population Data
Year Ending June 30

	1959	1960	1961	1962
<i>Institutional Caseload</i>	5702	5716	5667	5669
<i>Community Waiting List</i>	536	651	699	788
<i>Transfer Waiting List</i>	74	75	91	101
<i>Total Waiting List</i>	610	726	790	898
<i>Waiting List Cases Closed</i>	210	137	108	168
<i>Admissions from Community</i>	332	206	251	259
<i>Discharged</i>	335	295	222	302
<i>Field Services General Caseload</i>	768	855	909	1214
<i>Field Services Family Care Load</i>	24	40	54	69
<i>Total Caseload</i>	792	895	963	1283

Retardation

Table III assumes a relatively constant institutional resident population until the opening of Woodbridge State School in 1964 or 1965. Then and until Woodbridge is filled to capacity, the waiting list is sharply reduced. Thereafter, the institutional resident population remains somewhat stable and the waiting list grows until in 1968 when (it is hoped) the second new institution becomes available and virtually eliminates the waiting list and overcrowding at Vineland State School and Woodbine State Colony. The effect of the second new institution upon the waiting list continues until 1971, and then, the waiting list starts to rise again.

The program of additional construction required by 1970 is predicated upon present New Jersey and national experience that suggests a need of 1.2 beds in institutions for the retarded per 1,000 general population. It is anticipated that in future years, the institutional waiting list caseload will appear in the relationships revealed in Table III.

Table II
Estimated Capital Needs to Fiscal Year 1970

New Colony for Mentally Retarded	\$18,000,000
New Lisbon:	
Staff Housing	
Administration Building	
Chapel and Auditorium	
Warehouse	3,700,000
Expansion of Power Plant	
Expansion of Electrical and Steam Lines	
Vineland State School:	
Hospital	
Administrative Building	
All Purpose Building—Colony	7,600,000
Alterations and Improvements to Existing Facilities	
Superintendent's Cottage	
Totowa:	
Replacement of Steam and Electrical Lines	475,000
Woodbine:	
Administration Building	
New Cottages (2)	2,400,000
Renovations to Existing Facilities	
Warehouse and Paint Shop	
Total	\$32,175,000

1962 ANNUAL REPORT

Table III
State Population and Institutional Bed Needs
(Estimates)

State Population Year in Millions		A. Resident in Mental Retardation Institutions	B. On Waiting Lists	Total A+B
1962	6.3	5670	890	6560
1963	6.4	5670	996	6666
1964	6.6	5800	981	6781
1965	6.7	6400	516	6916
1966	6.8	6650	401	7051
1967	7.0	6650	536	7186
1968	7.1	6800	521	7321
1969	7.2	7400	56	7456
1970	7.4	7550	41	7591
1971	7.5	7650	76	7726
1972	7.6	7650	211	7861

There are suggestions that the demand for institutional services will accelerate in the future. In at least one state, the institutional population has grown approximately three times faster than the general population. In addition, the admission of young, more severely retarded children to institutional facilities will result in occupancy of the available number of beds for longer periods. The following factors seem to suggest an accelerated rate of need for services for the retarded in New Jersey.

1. Increasing urbanization of the State with a differential incidence rate in favor of urban areas. (1950: 81 per cent; 1960: 82.6 per cent urban).
2. The growth of primary family group size. The proportion of two, three, and four-child families has increased since World War II. Parents have less time and fewer resources to care for the retarded child. (1950: 3.54; 1960: 3.56 members per family).
3. Changes in style of family living. The suburban father and absence of an extended family (grandparents, maiden aunts) intensify the problem of care. (1950: 3.39; 1960: 3.27 per household).
4. More mothers have become a permanent part of the labor force. In the decade 1950-1960 there was an eighty-three per cent increase in number of working mothers with children under six years. The difficulties of securing substitute (domestic) care have also increased. (1950: 24.8 per cent; 1960: 31.7 per cent married in female labor force).

Retardation

5. The number of unwed mothers apparently has increased. Since these mothers may receive the least pre-natal care, this trend has great implications for the incidence of retardation. (1938: 41,200 white and 46,800 non-white; 1958: 74,600 white and 134,000 non-white estimated illegitimate births).
6. Prematurity and neonatal death rates have been reduced with the result that a greater number of handicapped children are living to mid-childhood, adolescence and maturity. The life expectancy of the retarded has so increased that a British study shows the number of Mongoloid children in the population quadrupled in the last three decades.
7. It is anticipated that automation will have great effect upon the labor force. Economists and labor specialists anticipate an increase in the permanently unemployed. Under such circumstances, retarded persons will be further disadvantaged in competition for employment and more will require "welfare."

It is doubted, as a consequence of the above social factors and anticipated population increase in New Jersey, whether the planned second new institution will be the last new facility for the retarded that New Jersey citizens will have to build and maintain. That community programs substituting for institutional care are necessary is evident. That such programs are more than substitutes for institutional care, however, has been evident for some time. They provide opportunities for constructive programming for some retarded not cared for at present as well as preferential programs for others whose parents at present may select institutionalization because no other alternative is available. That such non-residential programs are constructive alternatives to, and appropriate expansions upon, a good institutional program has been demonstrated in some other states.

Any consideration of non-institutional programs should begin with an understanding of the history, current role and present function of Field Services. This organic part of the Division began to provide services in 1955 by affording post-institutional supervision to the cases on extended visit from the residential facilities for the retarded. In the intervening years, its program has expanded to include Family Care supervision and intake of new cases for whom residential placement is sought. While gestures have been made in the direction of parent "education," family counselling and foster home placement, full implementation of these important aspects of a State service to the retarded await further staff expansion. Such expansion is a worthwhile way of maximizing the alternatives available to families with a retarded child.

Full public responsibility for the retarded, as should be undertaken by the Division of Mental Retardation, will include the following non-institutional modes of community programs:

1962 ANNUAL REPORT

- A. Case finding, diagnosis, and intensive counselling.
- B. Parent education, family counselling and referral services.
- C. Day care programs.
- D. Intermediate residential facilities.
- E. Adequate public information and community planning agencies.

These programs are complex and difficult to mount, particularly all at once. It is consequently proposed that in the next fiscal year gestures be made to implement a portion of one aspect as a forerunner of implementation at full scale. Requests for staff and funds for other aspects of these community programs will await our experience with the first aspect and, in some instances, developments in the residential facilities. For instance, the "casefinding, diagnosis and intensive counselling" portion of Division community services may in a very real sense be related to the operations of the residential evaluation center to be developed on the Johnstone grounds. The need for intermediate residential facilities, e.g., group care homes in the community, is intense and meeting it would serve in a most direct manner to relieve continued pressure for congregate institutional services. This aspect of a community service must have the support of other parallel operations in the community to be meaningful. Work opportunity in competitive or sheltered employment is perhaps the paramount support requirement. The New Jersey Rehabilitation Commission is presently studying a broad program of community work for handicapped individuals and our request for implementation of intermediate residential facilities will be deferred until the possibilities of an integrated living and work program can be assured.

The aspect of community programming proposed for beginning in fiscal year 1964 is day care services for the retarded. At least 500 and perhaps as many as 2,500 New Jersey residents over the age of five are not eligible for trainable or educable classes or sheltered workshops and are presently in homes without any welfare or training programs available to them. At any one moment, the intensity of the need for this service varies from case to case but no matter how mild it may be, such activity in association with other persons will be of benefit to the child or adult involved, will support the family in its resolute efforts to maintain the child at home and will be of value to parents in providing them relief from the minute-to-minute care of the handicapped child. The consequences of not meeting this need include increased stress within the family as the burdens of care accumulate with time, and the accelerated, inexorable march of these cases towards the congregate institution. No public resources are available in New Jersey to meet the need; only in some few instances have voluntary groups attempted experimental programs. These have been incomplete, albeit to the limits of the voluntary groups, and with a fragile foundation of support by contribution. The gestures of the voluntary group should be expanded to

Retardation

provide for all those in New Jersey who require this service and complemented by the other public services for the retarded.

There is evidence from the programs in other states, particularly in the East from Massachusetts and Delaware, that a day care program is of value to the direct recipient of the service and to his family. Its success, of course, depends upon a competent staff with experience in the operations of such a program. With this in mind, it is intended to begin the program with a limited staff attached to the Division of Mental Retardation and in an area where the voluntary experimental program can be expanded to provide all aspects of the service. In subsequent years, this experience can be capitalized upon to provide full service of this character in all areas of New Jersey on a feasible, practical and economical basis.

1962 Achievements

All institutions have improved their programs substantially in the past year. The superintendents have expressed their satisfaction with the manner of cottage life supervision now in force. They anticipate better and more staffing at the cottage level with the titles and ranges newly adopted by the Department of Civil Service. The institutional aide program is flourishing and early aspirations seem realized. Young adult residents are being provided a sheltered work experience on a salaried basis and are making substantial contributions to the economy of the institution. As of July 31, 1962, there were eighty-four aides in the four institutions participating in the programs and forty-six aides living in the community.

Training has gone forward and its success has been manifest by the number of successful releases (and admissions) to the institutions. Each retarded person leaving the institution represents not only an attempt to place a handicapped person on a self-sufficient basis; it represents a bed made available for some person on the waiting list. In the past four years, with no expansion in number of beds, 1,048 such admissions have taken place while 1,152 former residents have been discharged—almost 20 percent of the institutional population has “turned over.” This real achievement reflects staff attempts to improve existing training programs and extend programs to citizens not previously cared for. Thus the Vineland School has expanded the number of children in classes; Johnstone Center began a unit for blind children; the North Jersey Training School is teaching self-help and self-care in its “converted cottages” and Woodbine has expanded its physical therapy and medical care programs.

The standards and appearance of residents’ clothing also improved. One of the most significant gains in the past year has been in the area of medical service. Not only has the quality of resident medical care improved and the Vineland elective surgical program expanded, but also a formal affiliation with the Seton Hall School of Medicine establishes a basis for

1962 ANNUAL REPORT

future amicable and profitable relations with this and other medical schools. The recruitment of nurses, however, still is a great problem.

Research at Johnstone, Woodbine and Vineland has continued under both State auspices and Federal grants. The Attendant Training Project has developed a curriculum and is planning for an experimental test of its efficacy in subsequent years.

New Lisbon Colony has been through stormy days; all connected with this institution whether in the Central Office, in other institutions, or on the Colony staff are determined that the quality of programming at this facility will develop to be of the highest order.



WOODBIDGE STATE SCHOOL
ARCHITECT: Vincent G. Kling

Correction and Parole

The significant events of the past fiscal year can be summarized under our response to the problems of overcrowding and under-employment. The seemingly chronic problem of overcrowding has in the past several years become increasingly critical and acute as the following table demonstrates.

	<i>Buildings Designed for Population of</i>	<i>Population June 30 1962</i>	<i>1961</i>
TOTAL		5705	5439
Prison Total		2794	2777
<i>State Prison</i>	1230	1201	1293
<i>Rahway</i>	1019	1036	1060
<i>Leesburg</i>	352	312	294
<i>Jones Farm</i>	125	119	130
<i>Marlboro Camp</i>	125	126	
<i>Bordentown Reformatory</i>	600	855¹	796¹
<i>Annandale Reformatory</i>	518	717³	717²
<i>Clinton Reformatory</i>	169	345	314
<i>State Home for Boys</i>	500	680⁴	590
<i>State Home for Girls</i>	285	257	211
Residential Group Centers:			
<i>Highfields</i>	20	20	13
<i>Warren</i>	20	20	16
<i>Turrell</i>	18	17	5

1. Includes 55 beds at Bordentown Unit at the Neuro-Psychiatric Institute.

2. Includes 50 beds at the High Point Camp.

3. Includes 50 beds at the High Point Camp and 40 beds at Knight Farm.

4. Down from the June high of 719.

The annual reports of the institutions relate the foregoing tables to the operation and management of correctional institutions and its impact on the lives of the people who work and live in them. For instance, Jamesburg states:

In one word, we've been overcrowded. Too many boys in a dormitory setting. Young, compulsive, impulsive, hyperactive—a mystery even to them-

1962 ANNUAL REPORT

selves. Some fearful and naive, others aggressive and delinquency-saturated. With no rooms available, protection has been difficult. With one officer to sixty-seventy boys, needing care, understanding, guidance and a host of small attentions, this can be an overwhelming challenge.

If you have ever attempted to supervise four or five active boys, you might imagine the scope of the task when multiplied many times. We have been the understandable victim of worried communities, harassed judges and population bulges.

The increase of numbers can be appreciated with some random monthly averages of the last few years. They reveal figures of 379 in 9/56, 423 in 12/57, 496 in 11/58, 502 in 12/59, 543 in 10/60, 589 in 6/61 and 690 in 6/62. On June 13, 1962, we had 719 boys. Beds, clothing and space must be provided for these boys. Even when furloughed, their place must be maintained.

With the above, we have had no increase in brick and mortar. You can recall the disasters of 1956. Headlines screamed and Jamesburg was staggering. We have had a rather busy time to avoid anything similar.

Annandale commenting on the same problem reports:

Overcrowding reached a critical point in July and August, 1961 and continues to be a serious problem. Population figures ranged between a low of 646 (September 30, 1961) and a high of 741 (July 24, 1961). The daily average for the year was 691, an increase of 10.91 per cent over the 623 average for fiscal 1960-1961; and the population on June 30, 1962 was exactly the same as that of June 30, 1961 — 717.

The rated capacity of the permanent facilities (the institution and High Point Camp) is 518. Late in June, 1961, a section of the Industrial Building was renovated to provide temporary facilities for an additional fifty beds and on January 29, 1962, we moved into the barracks at the Knight Farm in West Trenton with a capacity of forty boys.

Thus the capacity, including these additional temporary accommodations, was 568 for seven months of the year, and 608 for the remaining five months. In spite of these additional make-shift facilities, the institutional population has been from 13.81 to 28.35 per cent above total capacity. The average overcrowding for the year was 18.18 per cent and on June 30, 1962, was 18.19 per cent or 33.4 per cent above permanent housing facilities.

The situation has presented many serious problems and has necessitated numerous changes and adjustments in programming—especially with regard to cottage life.

Bordentown, where this problem has been very acute, reports as follows:

Severe overcrowding was the institution's most serious problem during the year just ended. Admissions, including 592 directly from the courts, reached

Correction and Parole

an all time high of 794. Although there was a slight reduction in average institutional stay, population stood at a high of 855 at the end of the year.

Beds have been placed in the corridors of all housing wings except two close custody floors, some of them double decked. Sanitary facilities are grossly inadequate and tension has mounted as offenders are required to live in such cramped quarters. Even more important is the fact that an even smaller proportion of the population can be exposed to the direct treatment program and the number of young men who do not have productive employment grows constantly larger.

The above pressures did not develop overnight and previous Division reports have outlined the Department's policy of developing small inexpensive camps and work units for an increased number of inmates classified as minimum custody. Units like the one at Marlboro (Plate I) for 125 Rahway inmates have demonstrated their ability to contribute to the effectiveness of our training programs and provide relief from the steady population pressures in the entire correctional system. In addition to the human and social values involved, these units have made both direct and indirect contributions to the New Jersey taxpayer. For instance, the National Prisoner Statistics published by the United States Bureau of Prisons, Department of Justice, records New Jersey as having 4,269 adult offenders incarcerated in State correctional institutions, while a sister state with a much larger population has 17,141 prisoners. Because of the development of low-cost camp units, New Jersey was able to manage its adult prison population with 735 correctional employees while the other state recorded a total of 3,598 employees. If this figure were corrected to exclude the juveniles in the Annandale population, the difference would be even more marked.

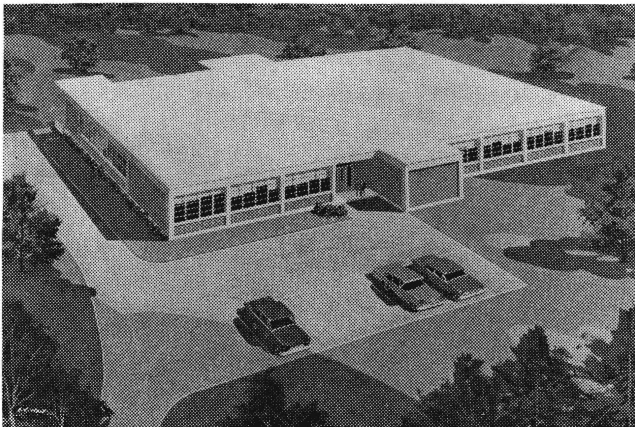


PLATE I
DORMITORY BUILDING, MARLBORO
ARCHITECTS: Kramer, Hirsch and Carchidi

1962 ANNUAL REPORT

While a large portion of whatever credit there may be in this comparison is due to New Jersey's excellent court and probation system, in part it reflects the Department's efforts to manage its correctional population within a diversified security system. The further implementation of this policy will provide, in the immediate future (the next twelve months), significant relief in two areas: (1) Rahway Pre-Parole Camp—seventy-five beds (Plate II); and (2) Bordentown Unit at New Lisbon—seventy-five beds (Plate III). The Rahway Camp opened in August, 1962 and, optimistically, the New Lisbon Unit will be activated early next year. At Rahway and Bordentown the opening of these units will aggravate the historic problem of providing work opportunities for medium and maximum security inmates. With the activation of the seventy-five-bed Pre-Parole Camp at Rahway, twenty per cent of the stable, older, fully employed inmates of eighteen months ago will be removed from their population (seventy-five Pre-Parole Camp, 125 Marlboro Camp; total population 1,030). These more trustworthy, minimum security inmates are replaced by younger, more aggressive, restless inmates who confront the management of that institution with more serious problems. This is complicated by the fact that we have not been able to develop 200 additional inside work assignments for that institution. Although we have made some progress at Rahway (additions to clothing industry, expanded maintenance program), we cannot anticipate a significant impact on the employment problems at either Bordentown or Rahway until the two bond issue projects—the Industrial Unit at Bordentown and the Rahway Laundry—are completed.

The development of these programs has brought us closer to the achievement of several important correctional objectives:

1. By placing the offender in a situation where he can make a substantial contribution to the welfare of sick or handicapped persons, he is motivated to help others less fortunate than himself.
2. It removes the offender from the negative effects of continuous institutionalization.
3. It enables correctional administration to provide inmates with realistic work opportunities where they can develop work habits likely to improve their chances of succeeding in community work situations.
4. These programs provide the inmate with a more normal route back to identification with law-abiding citizens than is true in a completely correctional setting.

For a select number of offenders, these units are a humane and logical treatment choice but there remain many inmates whose presenting problems and the welfare of the community require other, more secure alternatives. Also, the successful operation of these units depends in no small measure on the support they receive from the more secure institutions which function as a "backstop." In correction, it must always be remembered that behind the pleasant and open camp at Marlboro is the more security-conscious, closed,

Correction and Parole

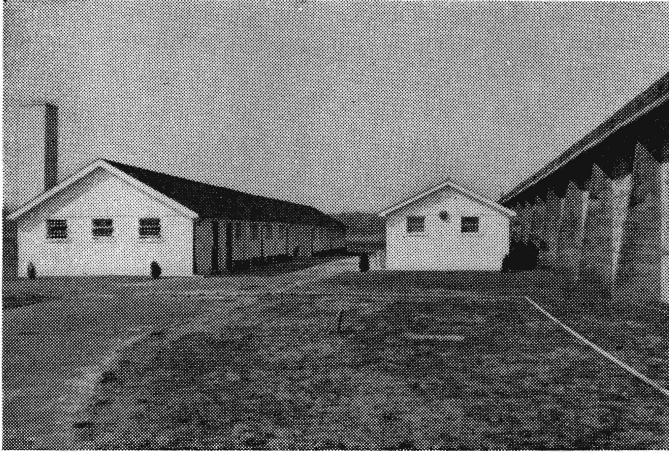


PLATE II
RAHWAY PRE-PAROLE CAMP
These buildings have been constructed

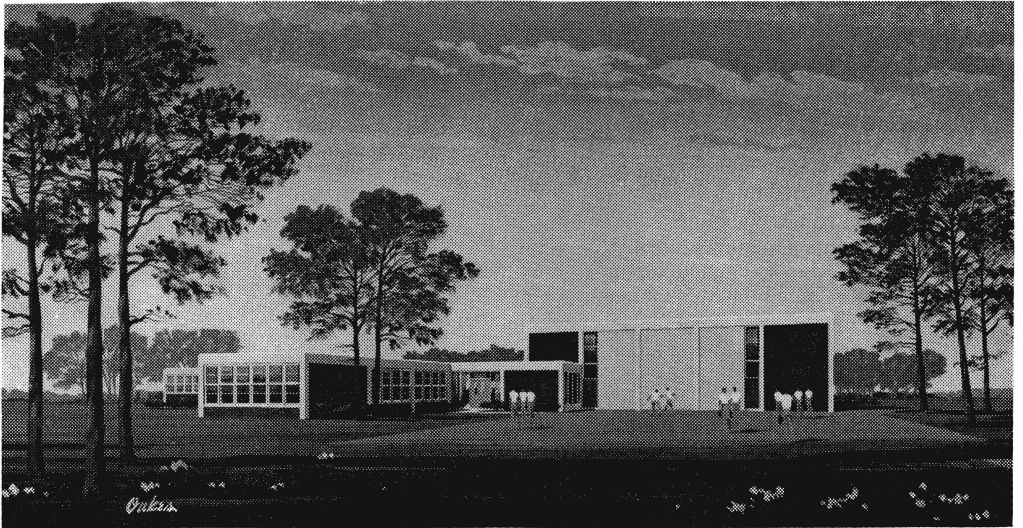


PLATE III
DORMITORY BUILDING, NEW LISBON
ARCHITECTS: Kramer, Hirsch and Carchidi

1962 ANNUAL REPORT

less pleasant, Prison. Both are indispensable to any correctional program that aims at protecting society while providing opportunities for each offender to achieve his potential usefulness as a good citizen.

Small units like the Knight Farm, while they provide some relief from an intolerable situation do not, as Annandale experience shows, decisively resolve the problem. (See Chart I.) It must be remembered the last major correctional institution constructed in New Jersey was in 1937, although the State population has increased fifty per cent since that time.

In recognition of the obligation to provide secure treatment and training facilities, the Division presented several important capital construction projects to the voters as a part of the 1961 Bond Issue. The passage of the Departmental Bond Issue by the voters in November will make it possible to implement many of the recommendations of the study committees appointed to develop long-range plans for New Jersey correction. The recommendations of these study committees were reported in the annual report of the Division for 1960-1961. The two most important projects under construction are the proposed 500-bed medium security prison at Leesburg (Plate IV) and the proposed youth reception and correction center at Yardville (Plate V). It was unfortunate that it was not possible to allocate funds for the completion of the youth reception and correction center. At present it is planned to complete this project in two phases.

Fortunately, prior to the passage of the Bond Issue, program committees of the Department were at work on programs for both of these institutions. Their programs have been completed and the architects have presented preliminary designs for consideration. It is noteworthy that the new medium security prison won the New Jersey Architects' Award. The same design also received an Award from the magazine *Progressive Architecture*.

Other important projects under way as a result of passage of the Bond Issue are the Ocean County Residential Group Center (Plate VI), a fifty-bed camp for Annandale, and renovations to the State Training School for Boys at Jamesburg.

During the past fiscal year a committee was established to develop Department long-range plans for female correction. The activity of this committee was stimulated by the developments at Clinton Farms during the year. Clinton Farms, as a result of a shifting inmate population, has become responsible for an increasing number of aggressive and hostile girls. On several occasions it was necessary, because of the lack of secure physical resources at the institution, to transfer girls temporarily to secure county units. It is anticipated that this committee will make recommendations to the State Board of Control during the next fiscal year. When it makes its report, New Jersey will have completed its long-range plans for both male and female correction.

A grant to the Bordentown Reformatory from the National Institute

Correction and Parole

NEW JERSEY REFORMATORY, ANNANDALE

POPULATION CURVE

(Showing average population by month)

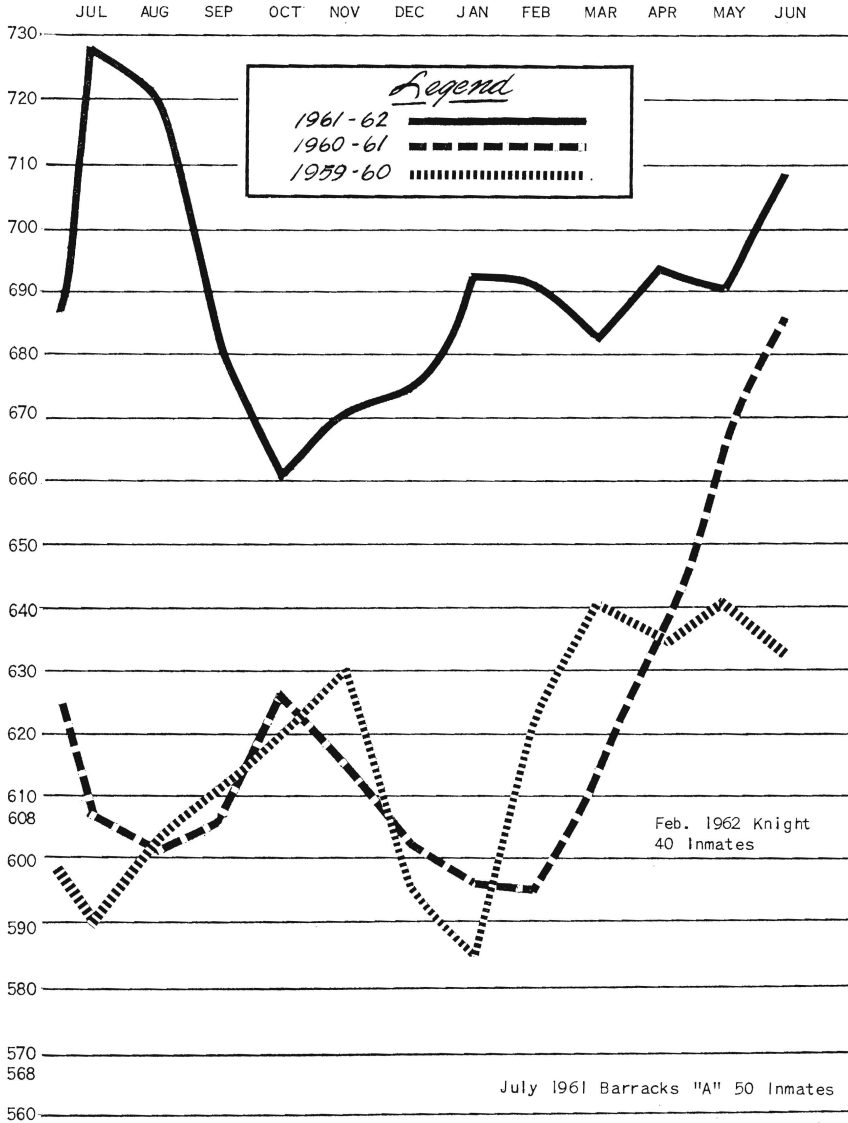


CHART I

1962 ANNUAL REPORT

of Mental Health enabled that institution to open a community "half-way house." This unit, located in Newark and appropriately called the Robert Bruce House, aims at improving an ex-inmate's community adjustment by providing an intimate, intensive, living experience for selected individuals in the community.

Residence in the Robert Bruce House is part of the resident's parole plan and is designed (1) to aid the parolee to make a total realistic adjustment in community living; (2) to establish and support the independence necessary for self-support; (3) to develop an orientation toward self-questioning that will lead to a more adequate adjustment with his fellow men; and (4) to aid in the development of attitudes necessary for full time, continuous, productive employment.

In order to be eligible for inclusion in the community resident house project, the prospective parolee must possess the following qualifications:

1. He shall have been a resident or committed to the Reformatory from the general area where the House is located.
2. He must enter the program voluntarily and only after agreeing that he will actively engage in the treatment program of the House, continuing the therapeutic process begun at the Reformatory.
3. While at the Reformatory he shall have been in some phase of the treatment program which may include group therapy, group counselling, or individual attention.
4. He must be employable and willing to seek employment actively with the aid of the resident house staff. Once he has secured employment, he is expected to maintain a good work record.

The House provides a "base of operations," i.e. a stable home address, telephone service and counselling aid in each man's search for a job. The prevailing atmosphere encourages utilization of existing social agencies, employment services and other community resources, in addition to the services offered by the staff to resolve personal, social or economic conflicts encountered by the resident. Through the use of the group therapy process and the general psychological climate described briefly above, it is hoped that residents will gain personality strength through the emotional realization that other men in the residence are encountering similar difficulties and that these difficulties are not dissimilar to those which must be faced by all men everywhere. It is further hoped that such total involvement in the "human situation" will lead to the establishment of feelings of identification with others, and enable the men to share meaningful emotional relationships with people, the basic ingredients of which were beyond their grasp in their heretofore impoverished environment. Emphasis is on early return to the community and in general no man is expected to remain in residence for more than four months.

Correction and Parole

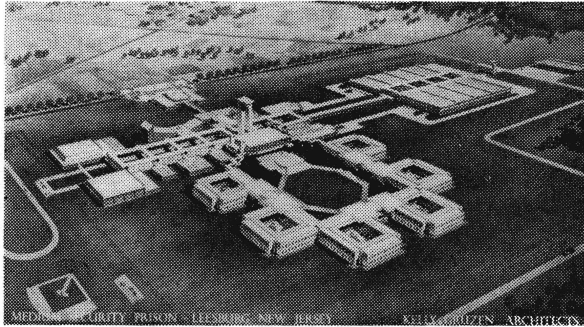


PLATE IV
MEDIUM SECURITY PRISON, LEESBURG
ARCHITECTS: Kelly and Gruzen

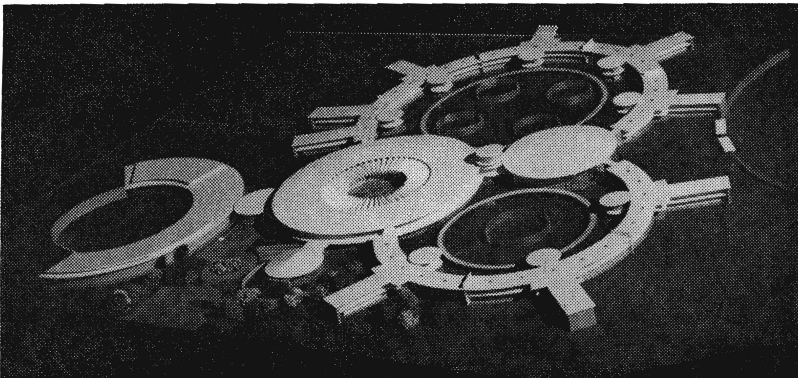


PLATE V
YOUTH RECEPTION AND CORRECTION CENTER, YARDVILLE
ARCHITECTS: Alfred Clauss with Kramer, Hirsch and Carchidi

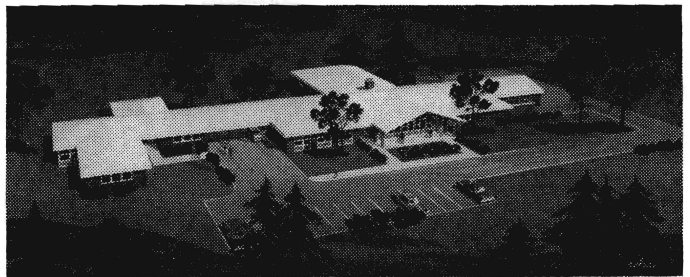


PLATE VI
RESIDENTIAL GROUP CENTER, FORKED RIVER
ARCHITECTS: Kramer, Hirsch and Carchidi

1962 ANNUAL REPORT

The Robert Bruce House is sponsored by the National Institute of Mental Health in cooperation with the Bordentown Reformatory. The project includes a carefully worked out research design which has as its object to determine whether or not the program as outlined will result in a significant reduction in the rate of recidivism of residents as compared to a control group not receiving these services.

Bureau of Parole

Parole selection in New Jersey is the responsibility of the State Parole Board and the Boards of Managers of the reformatories and training schools. Supervision of parolees paroled by these authorities is the responsibility of the Bureau of Parole. In addition, the Bureau supervises parolees from out-of-state institutions who reside in New Jersey and administers the several interstate parole compacts.

Aside from furnishing information and submitting reports to the several paroling authorities, the Bureau takes no part in selecting those persons who are to be paroled from the various institutions.

To discharge its responsibility, the Bureau maintains eight district offices strategically located throughout the State, and six institutional parole offices, one in each of the penal and correctional institutions. The entire operation is supervised from the Central Office in Trenton. Each of these offices is staffed according to the demands of the situation. Caseloads in field offices are maintained at an average of between sixty and seventy cases per male officer. In addition to supervision, each parole officer completes all investigations, involving cases under his supervision or having their origins in the area in which he works. During the fiscal year ending June 30, 1962, the Bureau of Parole supervised a total of 7,321 cases. The number of cases under supervision at the end of the year was 263 more than at the beginning. This is consistent with the experience of the past several years in which the caseload of the Bureau has increased. This increase may be, in part, a result of greater numbers of commitments to already overcrowded institutions, resulting in accelerated paroles which are the alternative to a consistently worsening situation which can be relieved only by building additional institutions.

During the past fiscal year, the total number of arrests of parolees was 3,292 as compared with 3,068 in the previous year. These arrests represent an increase of 7.6 per cent during the year. This increase may reasonably be attributed to the accelerated paroles made necessary by increasing commitments and shortened institutional stays.

Not only has the work load of the Bureau grown during the past several years, but its duties and responsibilities have increased correspondingly. Society generally is becoming more complex and parole as a part of that society is also increasing in its complexity. In both of its major functions,

Correction and Parole

the protection of society and the rehabilitation of the parolee, the Bureau has made advances. There is no specialization within parole services in New Jersey and parole officers must supervise parolees from all correctional institutions and parolees of all ages. Satisfactory techniques have been developed to meet these requirements and the program of the parole system in the State has responded to meet the demands made upon it.

Special Classification Review Board

During the year 137 persons were convicted of offenses which brought them within the scope of the New Jersey Sex Offender Statutes and as a result they were referred to the Diagnostic Center for examination. Of these, sixty-seven were committed to State institutions for treatment and seventy were disposed of otherwise by the courts as provided by law.

The Special Classification Review Board held twelve meetings during the year and reviewed a total of 472 cases. Of these, sixty were referred to the State Parole Board for parole consideration. The Parole Board denied parole to twenty-six and acted favorably in thirty-four cases.

In addition to referring to the Parole Board, the Special Classification Review Board, after study of four cases, recommended transfer from the institution of original commitment to another where the program more adequately met the needs of these individuals.

Of the total number of sex offenders serving time in all New Jersey institutions, twenty-five were discharged upon completion of the service of their maximum sentences; three were recalled by the court and placed on probation; one person was recalled and resentenced as a penal commitment; and one patient died while serving his sentence.

Among those on parole, nineteen were discharged upon completion of the service of their maximum sentences, seven were returned as parole violators, and one was recommitted on a new sex offense.

The total on parole at the beginning of the year was sixty-eight and at the end of the year seventy-five.

A proposal to place the responsibility for release of persons committed under the special sex offender registration in the Special Classification Review Board has been approved by the Department and submitted for legislative action.

Bureau of State Use

The mission of this Bureau is to furnish employment and productive occupations for the inmates of penal and correctional institutions. The work is planned to give useful, up-to-date training to aid in the rehabilitation of the individual, to keep him busy while in custody and to make him earn some portion of the cost of his confinement.

NEW JERSEY STATE LIBRARY

1962 ANNUAL REPORT

The Bureau conducts all operations normal to any manufacturing enterprise including such business functions as billing, cost accounting, engineering, sales, delivery and the like. Goods are produced which are for sale to all New Jersey tax-supported institutions or agencies at the State, county and municipal level and the market is limited by law to these customers. While shop buildings and major repairs of the same are usually furnished by the institutions, necessary supervision, technical assistance, staff services, machinery, supplies, maintenance materials, heat, light, power, transportation and other operating expenses, including salaries, are furnished by the Bureau from a revolving fund and not from direct appropriation.

In its operations, the Bureau continues to apply in all possible cases the principle that prisoners should be given training on tools of modern type and this training should be in line with employment opportunities which may be available to the inmate upon release.

When the industrial organization was established many years ago, a basic policy of diversification was adopted to minimize competition with any one segment of private industry and free labor. New employment opportunities are still being sought which are in line with this goal.

The shops furnished 986 full-time jobs; 871 of which were in the penal and correctional institutions (about twenty-one per cent of the population); employment figures are up eight per cent from last year. One hundred fifteen patients were kept occupied in the brush and weaving shop of the Vroom Building at the Trenton State Hospital.

Average annual output in sales per penal and correctional job was \$2,233.

The turnover rate in the several shops was still very high but showed a favorable trend; 1,990 inmates were assigned to supply the 871 full-time jobs; this is an average of 2.3 inmates for each job, down slightly from the 2.45 figure of last year.

Turnover rates for the several institutions are as follows:

	<i>Average Jobs</i>	<i>Inmates Assigned During Year</i>	<i>Average Inmates Per Job</i>
<i>Prison</i>	338	553	1.6
<i>Rahway</i>	266	545	2.0
<i>Bordentown</i>	89	311	3.5
<i>Annandale</i>	135	360	2.7
<i>Clinton</i>	43	221	5.1
<i>TOTAL</i>	871	1990	2.3

Sales were approximately \$1,980,000; net income approximately \$20,000 or 1.02 per cent of sales. This reflects a drop in gross income due primarily

Correction and Parole

to the fact that auto tag sales were at the lowest level (\$175,000) since 1946. Total sales for the other industries showed a small increase but not enough to offset the drop in Tag Shop operations and a less than normal canning season.

Sales were distributed as follows:	%
Department of Institutions and Agencies	77.1
Other State departments	15.6
Counties and municipalities	7.3

The last item is up from six per cent last year to a total of about \$150,000. Although this represents an increase of nearly \$30,000, this figure is still much below our present goal of \$400,000. Efforts to develop this market continue.

The year was marked by substantial progress in the additional employment of prisoners.

1. A new industrial building was authorized from Bond Issue funds for construction at Bordentown Reformatory. The facility, with 24,000 square feet for shops and 3,548 square feet for sally ports and access areas, is in the process of design at the close of this fiscal year. Two shops will be built at a cost of about \$560,000 for buildings and \$110,000 for equipment. The facility will employ 100 additional men under five salaried instructors; shop #1 is for a salvage and repair operation and shop #2 is for a metal furniture plant. The projects were both approved by the State House Commission and represent production capacity which will enable the Bureau to reach certain markets previously beyond our means.

Inmate training in metal working and machine operations will be made available in these shops, which should be especially valuable in light of today's increased demand for mechanical skills.

2. At the proposed 500-man Leesburg Medium Security Prison, a shop facility for a clothing plant to employ seventy-five to ninety inmates was designed and incorporated in the building.

3. Vocational-Industrial facilities are being planned for a proposed New Reformatory and Reception Center.

Working with the State Use Advisory Council and its sub-committee on industrial organization, a long-range inmate industrial employment plan was developed during the year. This was presented to a joint meeting of the State Board of Control, the Council and officials of the Division of Correction and Parole on January 23, 1962, and accepted.

A condensation of the proposals shows:

New or relocated facilities to employ 490 inmates including 335 new jobs and 155 in relocated shops. This will include 64,400 square feet of new

1962 ANNUAL REPORT

space and reconditioning of 21,500 square feet of existing space, all accomplished by the use of State funds.

Capital investment for equipment to tool up the new shops is estimated at \$237,500 industry funds and \$57,000 State funds.

The average job will require 175 square feet of space and \$590 worth of equipment.

Industry construction during the year centered mainly around Rahway where employment for at least 150 maximum custody-type inmates was required by the summer of 1962.

The State Use Advisory Council, in its meeting of October 23, 1961, instructed the Bureau to find jobs at Rahway at the earliest possible moment, utilizing the resources of its revolving fund to the utmost without undue question as to the fiscal soundness of the undertaking. After some study, additional clothing manufacturing facilities were installed; a carton-making plant was built; and a special service operation for State Highway Department signs was set up. All these provided approximately sixty-two more jobs at a total expense of nearly \$30,000.

Orders for furniture and equipment for the Education Bond Issue construction were obtained, and plans formulated to prepare to meet the demand for equipment for the Institutions Bond Issue construction. The added work has already helped and eventually will provide approximately forty more jobs in existing shops for several years to come.

Bureau of Correction

During the past year a total of 1,084 requests for transfers between correctional institutions and from correctional institutions to medical-surgical and/or psychiatric facilities were approved. These transfers occurred in three main categories:

1. Two-way transfers for psychiatric, diagnostic or medical-surgical evaluation and treatment numbered 391.
2. Reclassification transfers to provide that type of correctional program for inmates best fitting their classification and needs numbered 354.
3. Jurisdictional transfers occasioned by recommitment to other institutions of persons on parole numbered 339.

In consultation with a representative from the State Department of Education, procedures relating to providing opportunities to inmates of correctional institutions to take high school equivalency tests (G. E. D.) were updated.

The procedures relative to the book-matching plan were reviewed with representatives of the State Library and a revised set of procedures was issued.

Correction and Parole

The educational program for inmates at the State Prison and its branches was reviewed and a report with recommendations was submitted to the Prison Board of Managers.

Procedures and program of the Office of Individual Treatment at the Prison were surveyed at the request of the Prison Board of Managers and a report with recommendations was submitted to the principal keeper and the Prison Board of Managers.

The Bureau and a special Bordentown Reformatory committee reviewed the proposal for a half-way house (later named the Robert Bruce House) financed under NIMH funds, helped define the objectives and scope of the programs, and participated in the selection of the resident director and his assistant.

Several conferences were held with the Morris County Freeholders relative to the staffing needs and program for the new County Juvenile Shelter.

In response to a request from the President's Committee on Juvenile Delinquency and Youth Crime, the Bureau submitted a report on New Jersey's programs and activities on services for youth.

Throughout the year consultations were held with our penal and correctional institutions on a variety of problems, some of which have been detailed above. The following bear specific identification:

1. Problems relating to Center Cottage at Clinton.
2. Site selection for the new Annandale Camp.
3. Program development and site selection for the proposed Jamesburg camp.

In accordance with revised statutes 30:1-15, 16, and 17, all county correctional facilities were inspected during the year and a report in each instance was made to the proper county authorities.

Each of our State penal and correctional facilities was inspected, together with the camps and outside work details attached thereto, and reports submitted to the Board of Managers of each institution.

During the year 218 municipal lockups were inspected and reports submitted in each instance to the proper municipal authorities. These 218 comprise all of the known and reported operating lockups.

During the year 68,446 persons were reported to have been lodged in these lockups. Of these, three were reported to have committed suicide while in confinement in the lockup.

One hundred twenty-four of these lockups were found to be well constructed, having complete facilities and fully meeting Departmental criteria. Some deficiencies were found in the remaining lockups.

1962 ANNUAL REPORT

A review of admission procedures and records found 212 to be complete and adequate; of the remaining six, three had inadequate search procedures, while the other three kept no record of those confined.

The Bureau's inspections and reports have given impetus to improvement programs in twenty-two municipalities and in new lockup construction in twelve municipalities.

The transportation section of the Bureau returned parole violators and escapees from thirteen states. In addition, parole violators and escapees were transported back to State institutions from most of our counties and finally, our transportation officers provided assistance to our State institutions on fifty-nine occasions when inmates in our institutions were returned to the local courts on writs for a variety of reasons.

Welfare

REALISM requires recognition of a current general attitude that public assistance is an accepted way of life for certain families and individuals. Public opinion has accentuated this by assuming that all of these people wish to rely on government for their support.

Social welfare programs must be accepted as a basic element of our society unless we are willing to abandon our heritage of concern for the misfortune of others. The challenge is to respond to the overlying concern with the increase in public expenditures required to support these programs. The answer can only be found within these needy persons, and public welfare must have the ability to provide the services which will evaluate and stimulate their capacities to achieve social and economic independence.

The activities of the past year have shown increasing emphasis on this factor of services. Of greater importance, however, are the major administrative goals towards which these activities have been directed:

1. To establish a pattern of welfare services which will identify the needs and potential capacities of each individual receiving public assistance, formulate a plan of action by which he might move toward self-support and self-care, and help him to help himself toward that objective.

Action was taken to formulate a Services Planning Committee, with membership being drawn from representatives of the Bureau of Assistance, County Welfare Boards, and the State Board of Child Welfare. Initially, this committee has been concerned with development of material on services in the program of Assistance for Dependent Children, but its objective will be to develop standards and policies for all public assistance programs.

Material was issued to the County Welfare Boards as a basis for projects in the ADC program whereby more intensive services could be given through assignment of special caseloads limited in number. Two counties were able to initiate such projects, and their reports have been very promising in that the families have shown positive response to the increased interest, understanding and helpfulness.

Cooperation was extended to the Rutgers School of Social Work in conducting a student research project to measure the family stability of ADC cases. It is hoped that the techniques being tested will prove adaptable to uses by the public assistance agencies.

1962 ANNUAL REPORT

2. To establish a comprehensive plan for health care, with adequate professional direction and consultation, whereby services may be provided at uniform and reasonable rates for detection and correction of physical and mental handicaps which contribute to dependency.

In cooperation with the Division of Welfare, draft materials were issued to, and considered with, the County Welfare Boards with the objective of attaining more effective local organization for health care and better recording of individual health services. Specific attention was also given to a plan for pharmaceutical services.

A vendor payment plan for health services was initiated, having as its objectives a better relationship with the providers of these services, and a better analysis and control of expenditures. Revised rates were established for physicians' services, visiting nurse services, and nursing home care. A new plan for payment for pharmaceuticals was also developed.

A study and an evaluation were made of reports submitted to the medical review teams for eligibility determination in the programs of Disability Assistance and Assistance for Dependent Children. The results will be used to develop methods whereby delays in processing applications for such assistance may be minimized.

3. To establish a comprehensive plan for staff recruitment and development, relating to all classes of positions, whereby the State and local agencies will have personnel adequate in numbers and competent in experience and training.

Since an effective plan for welfare services is wholly dependent upon the availability of personnel to implement it, a close relationship was established between the new Services Planning Committee and the existing Committee on Training. As a result, revisions were made to strengthen the policies and procedures on staff development.

A centralized orientation course was initiated for caseworkers of the County Welfare Boards. Although this was developed and will be scheduled primarily for persons recently appointed, latitude as to period of employment was permitted in the early sessions.

Planning was initiated with representatives of the Municipal Welfare Employees Association looking toward in-service training sessions for casework personnel of municipal welfare departments.

4. To develop cooperative relationships with other State and local agencies for mutual understanding of respective responsibilities, whereby procedures may be established for referral and action in appropriate case situations.

The Bureau of Assistance and the State Board of Child Welfare developed a Statement of Understanding interpreting the scope and content of their

Welfare

respective programs. This statement will provide the basis for coordinating the activities of district offices, County Welfare Boards and municipal departments of welfare in providing services for children and their families.

Meetings were held with representatives of the Rehabilitation Commission to review the content and operation of the existing agreement on cooperative action. As a result, plans were developed for an institute on rehabilitation to promote better understanding and service.

Revisions were made in policy and procedure relative to desertion, fraudulent receipt of assistance, and filiation. This material clarifies the responsibilities of local assistance agencies and will provide a means for more effective relationships with law enforcement authorities.

5. To promote in a positive manner better public understanding and appreciation of the functions and objectives of public assistance administration.

Based upon the ADC Characteristics Study conducted in New Jersey for the Department of Health, Education and Welfare, findings of particular interest to the public were included in the monthly reports. Action was initiated to use these findings for development of an interpretative brochure on the ADC program.

Developments of national interest stimulated many local inquiries on work relief activities. Accordingly, a statement was issued to municipal departments of welfare reviewing and interpreting the State statutes and policies relevant to such programs.

Special emphasis was given to keeping local agencies informed of developments relative to new Federal policies and legislative proposals, and their potential effect on assistance programs in New Jersey. As opportunity was afforded, similar information was given to professional and lay groups throughout the State, since action taken at the Federal level will doubtless be the most important program factor during the coming year.

II

Program Trends

Bureau of Assistance

OLD AGE ASSISTANCE. The recipient caseload, continuing the downward trend, consisted of 246 fewer cases in June, 1962 than at the close of the preceding fiscal year. During the current year, seven per cent fewer applications were registered and twelve per cent fewer applications were approved; the cases closed, however, increased five per cent. Assistance expenditures were made during eleven months only, due to a change in payment date. Inflation of actual expenditures, on an average basis, to include a twelve-month period

1962 ANNUAL REPORT

would reflect an increase of about one per cent over the assistance granted in the preceding year.

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

DISABILITY ASSISTANCE. An increase of about three per cent in recipient caseload was experienced during the current fiscal year. Expansion of actual assistance expenditures (made during eleven months only) to include a twelve-month period indicates an increase of approximately three per cent would have occurred during fiscal year 1962.

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

ASSISTANCE FOR DEPENDENT CHILDREN. The persons aided in this program continue to increase as fifteen per cent more recipients were included in assistance grants during June, 1962 than in the same month last year. The rate of increase, however, has slackened considerably; nine per cent fewer applications were approved while twenty-two per cent more cases were closed. Assistance expenditures during 1962 have increased more than twenty-three per cent over the expenditures in the preceding fiscal year.

Assistance expenditures and persons aided are expected to increase during fiscal year 1963; however, the rate of increase is not expected to exceed the current experience.

GENERAL ASSISTANCE. The peak increase in this program occurred in January when 3,953 cases were opened; February showed a decrease of 658 cases with the number of cases opened in June dropping to 2,499.

Expenditures for the year reflect a decrease of \$222,490 or about two per cent when compared with expenditures for fiscal year 1961.

Board of Child Welfare

The year was notable for the action taken by the State Board of Child Welfare to begin implementation of the recommendations of the Program and Management Survey conducted by Laurin Hyde Associates. Illustrative of the influence of the survey is the concentrated activity to revitalize the agency's manual of policies and procedures by a complete reorganization and revision of its contents. Several sections have already been released and put into effect. At the same time, proposals have been projected for the extension and expansion of child welfare services in New Jersey representing the agency's commitment to the provision of a broad-based network of services for children in need.

After many years of operation, the Division of Clothing was discontinued effective May 31, 1962, abolishing the distribution of clothing from a central warehouse. In its place, a cash allowance system providing for quarterly payments for the purchase of clothing was inaugurated.

Welfare

The general reclassification plan of all social work positions at the beginning of the year brought into focus more equitable and realistic salary ranges, contributing to a stabilizing effect on staff as well as assisting the program of staff recruitment. Of importance also was the additional allocation of fourteen social work positions which permitted a further reduction in case load, thereby benefiting the agency's service programs.

There has been steady progress in the formal training of social work staff through the educational leave program. During this year thirty-three staff members were involved in various stages of professional education at the graduate level, fourteen of whom received their master's degree in social work and returned to full-time employment with the agency before the end of the fiscal year. For the next year thirty-three staff members were granted leave for study at the graduate level.

Staff development was pursued by other means as well during the year. Eighty-two beginning caseworkers participated in the agency's orientation program in addition to thirteen newly-appointed supervisory staff members. Moreover, work has continued on the Supervisor's Guide for the Training of Child Welfare Staff, with additional plans under way for strengthening the in-service training program of the agency.

Emphasis on adoption planning for children under the supervision of the agency met with significant results. Some 165 children were placed for adoption this year in contrast to 130 children placed the previous year. This represents the highest number of adoptive placements made in the history of the agency and reflects intensive activity on the part of staff. Of special significance is the fact that of the 165 children placed for adoption this year, forty-one were Negro, compared to twenty-seven Negro children placed the previous year. Contributing to this increase is the continuing campaign for Negro adoptive homes initiated in all district offices of the agency.

One form of adoption activity engaged in by the State Board of Child Welfare but not often recognized is that of being appointed by the court to conduct social investigations and supervise placements as "Next Friend" in cases of independent placements, that is, adoptive placements made without the prior involvement of an approved adoption agency. This year the agency completed 1,289 such investigations involving 1,520 children. A total of 906 children were under the supervision of the agency as "Next Friend" during the year prior to consummation of adoption.

The agency's intercountry adoption program is becoming an integrated feature of the State Board of Child Welfare's services, involving in ever-increasing volume extensive time and effort on the part of district offices in their attempts to meet the increasing demand for service on the part of New Jersey residents interested in the adoption of foreign-born children. In effect less than two years, the newness of the program has required careful scrutiny of every phase of operation and has resulted in several modifications

1962 ANNUAL REPORT

of policy and procedure to bring the program in line with agency policy regarding local adoptions and with accepted standards of sound adoption practice. Foremost among the revisions was the change from considering these adoptions as independent placements to regarding them as approved adoption agency placements.

A new system of reporting statistical activity in connection with adoptions in New Jersey was put into operation this year. All agencies who were certified the previous year to place children for adoption in this State were requested to report. This system will provide a more complete picture of adoption activity in New Jersey for the use of the U. S. Children's Bureau, the Department of Institutions and Agencies, and the State Board of Child Welfare.

Seventeen agencies in New Jersey were certified as approved adoption agencies, while eighteen out-of-state agencies were certified. Two out-of-state agencies did not apply for recertification.

The Federal program on behalf of Cuban refugee children has had its impact on New Jersey with certain voluntary agencies in the State agreeing to accept some of these children for care. While the State Board of Child Welfare has not been involved in the direct placement of Cuban children, the agency has served in a coordinating and advisory capacity to the Florida State Department of Public Welfare, acting as agent for the Federal Department of Health, Education and Welfare.

Through the cooperation of the Division of Mental Health and Hospitals, the agency has secured regular psychiatric consultative services from the New Jersey Mental Health Center.

Three group care homes, launched through a grant from the Turrell Fund in 1959, continue to demonstrate their effectiveness in the treatment of boys and girls with special behavioral problems. The oldest of these homes, the Red Bank Group Care Home, opened in June, 1960, and continued operating for two years with funds from the Turrell Fund. In June, 1962, the Turrell Fund discontinued its grant, by plan, and the Home was absorbed into the agency's budget to be financed by State funds. The program of group care homes needs expansion to meet a mounting need for this type of resource.

A total of 686 formal psychological examinations were administered during this year, representing a considerable increase over the previous year, which saw 556 examinations given.

The number of discharges from the Guardianship Program and terminations under the Care Program rose slightly during the year in comparison to the previous year. This reflects the agency's philosophy that children should be released from supervision as soon as a sound social plan elsewhere can be developed for them. Out of conviction that this is one of the fundamental objectives of a sound child welfare agency every effort will be made to increase these numbers in succeeding years.

Welfare

During the fiscal year an average of 7,383 children were under care, exclusive of those children under the agency's supervision as "Next Friend." Of this number 2,207 were free and 5,176 were boarding. This is an increase over the preceding year when an average of 7,055 were under care, with 2,164 free and 4,891 boarding. The total cost was \$5,082,812.93 and the per capita cost was \$982. The State paid \$2,362,036.62, and the counties paid exactly the same amount. Collections of all types amounted to \$358,739.69. This is an increase of \$45,121.62 over the preceding year and reflects the emphasis the agency has given to improved collection procedures. In addition, new procedures have been instituted with the Federal Social Security Administration to assure the agency of receiving social security benefits on behalf of all eligible children.

Commission for the Blind

In the case services sphere, the Eye Health Service program began the year with 328 active cases, to which were added 664 new cases for a total of 992—about the same number as the previous year. Of this number, 289 individuals had their sight restored or improved.

Because of the severity of visual loss resulting from glaucoma, which cannot be cured but can be arrested through continuous treatment, the Commission maintains a State-wide register of glaucoma patients with follow-up arrangements for those who are delinquent in their treatment visits. There were 2,409 glaucoma clients on the register during the fiscal year. The State Medical Society, in cooperation with hospitals throughout the State and the Commission, conducts a free annual screening program to detect glaucoma. This year, the Medical Society referred to the Commission 409 positive glaucoma patients who required follow-up and evaluation of treatment needs.

The motorized Eye Health Unit visited public and parochial schools to examine the eyes of children on a preventative basis. During the year 3,312 students were examined in Hudson and Passaic Counties as well as the North Jersey Training School for Girls, Johnstone Training and Research Center and Donnelly Memorial Hospital in Trenton.

There was extensive activity in the public information aspects of sight conservation. The staff gave thirty demonstration lectures and seventy-two movie showings to nursing groups, hospitals, schools, clubs, church and community groups, attended by more than 1,400 individuals.

Initiated was a new color film of the Commission's activities to be called "New Worlds of Vision." A new booklet setting forth in one place all of the services of the Commission was developed and printed. As part of the Commission's Fiftieth Anniversary celebration these were distributed to professional agencies and hundreds of doctors, hospitals, nurses, schools and community groups. Through the New Jersey Bell Telephone Company some two million people received an enclosure with their telephone bill urging them to cooperate in the glaucoma detection program. In cooperation with the

1962 ANNUAL REPORT

State Department of Health a new study of the Commission caseload to identify blindness caused by diabetes was initiated.

VOCATIONAL REHABILITATION SERVICE. There were 143 new employment opportunities developed for blind people, about nine per cent less than last year. Employment openings for blind people continue to be found and opportunities for placement are available; however, the decrease in placements comes about by reason of the increase in multiply-handicapped blind people and by the fact that there were two counselor vacancies during most of the year. More competitive salaries for counselors in adjacent states may be a factor.

The placement of 143 blind people in employment is nonetheless an outstanding achievement and represents several thousand counselling contacts with the client, employers, training and medical institutions, and trained specialists of various kinds. The annual earnings projected for the individuals placed in employment totaled more than \$325,000. While this is less than the previous year, it reflects a substantial reduction in dependency.

The Commission's Rehabilitation Training Center extended training to sixty-eight clients for a total of 3,335 student days, a small increase over the previous year. The trend in service to more severely disabled individuals is continuing. This year twenty-five per cent of the trainees were multiply-handicapped. Additional space at the Center is required and this may become available in fiscal 1963.

Fifty-one vending stand locations employing fifty-seven operators were in use during the year. Gross sales amounted to \$892,000 with net income to operators of \$172,500—a ten per cent increase over the previous year.

The Commission's Contract Shop program had an excellent year. Gross sales increased to \$124,000 as against \$45,000 the previous year. The number of blind people employed increased twenty-five per cent. Total wages paid to blind people was \$71,600 as against \$41,000 a year ago. The Federal minimum hourly wage or better continued to be paid. The program, however, still showed a net gain for the year, which will be used for capital improvements. It is interesting to note that fifteen per cent of the blind people employed reached a level of work competence which enabled them to move out into other employment in the regular labor market.

HOME INDUSTRIES. This service is concerned with the processing and selling of articles made in the home by blind people who are trained in a variety of handcrafts. Every article accepted for sale must pass rigid inspection for salability and quality. During the year \$193,300 was realized from gross sales, a small decrease over the previous year. This was due to the competition from out-of-State groups which are selling merchandise to the public as blind-made but which often are not. This competition gets stronger each year as these sales groups are forced out of other states which have laws that affect this type of misleading sales program into New Jersey where there is no strong control in law.

Welfare

After deducting the cost of raw materials, better than \$82,400 was returned to the homebound worker as income, thereby substantially improving the individual's personal circumstances and his role in family and community life. Through its sales program and through its contact with hundreds of volunteers and the general public, the Home Industries unit is able to bring to communities and to individuals throughout the State information concerning Commission services to blind people which results in measurable numbers of new referrals and inquiries.

SOCIAL SERVICE AND HOME TEACHING. The Home Teaching program serves homebound blind adults who are either newly-blinded or are in need of services involving personal adjustment, handwork training for therapy or occupation, training in the use of special devices, and assistance with personal, family and social problems related to or growing out of the individual's loss of sight. The service combines instruction with a strong social service point of view. Somewhat more than 1,700 clients were visited by the Home Services section to meet a variety of needs, and approximately 400—the same as last year—received intensive instructional services. Case work services were provided to 280 persons by a team consisting of the supervisor, a staff social worker, and a field work student-trainee from Rutgers University. The close of the year saw about 1,900 Talking Book machines in use.

In keeping with a recent study of home teaching functions jointly sponsored by the American Foundation for the Blind and the Federal Office of Vocational Rehabilitation, a number of changes in this program and its approach have come about or are in process.

1. The departmental name has been changed to Home Service Unit in order to more closely reflect its multi-service function.
2. The over-all caseload registered in this department has been culled and reviewed during the past two years and is now complete. The register with non-active cases deleted has moved from 4,000 cases to a realistic 1,866.
3. The Home Service Unit has been accepted by the Rutgers School of Social Work as a suitable field work placement for social workers.
4. The social case work function will be limited, in general, to staff with specialized training in this area.
5. A home-finding registry will be developed for general agency use because of the large need for this in all programs.
6. The Unit is sponsoring a training course for volunteers based upon American Red Cross standards. These volunteers are needed to meet special transportation, shopping and reading needs of older blind people.
7. An instructional outline is being developed to improve and standard-

1962 ANNUAL REPORT

ize teaching methods and materials in homemaking and some of the major crafts. This is needed now and should be very helpful when "Independent Living" legislation is passed by the Federal government for State implementation.

BLIND ASSISTANCE. There were 930 recipients of Aid to the Needy Blind as of June 30, 1962. This represents a minor increase of five cases over the previous year. The average monthly grant in June, 1962 amounted to \$88.79, just forty-four cents higher than the average grant in June of 1961. Total money payments to clients during the year amounted to \$969,000, approximately \$10,000 less than a year ago.

It is apparent that the total number of recipients of Aid to the Blind has been going down slowly due chiefly to the increased numbers of blind people eligible for Disability benefits. The only reason for the small total increase this year was due to the addition of thirty-five assistance recipients when St. Joseph's Home for the Blind in Jersey City was certified as a boarding facility. Because of reduced supplementing grants to Social Security recipients who must continue on assistance, the average grant in Blind Assistance is not materially moving upward in keeping with improved State standards. Additional clerical staff is required in order to implement the "direct vendor payment plan" for medical care now in effect for other categories of assistance in the State.

Despite liberalization of earned income exemption of \$85 per month in the program in April, there has been no measurable effect on caseload to date.

EDUCATION SERVICE. On June 30, 1962, there were 1,424 youngsters registered with the Education Service.

There were 211 new referrals, making the year's registration a total of 1,620, the highest it has ever been. Closed during the year were 196 clients. Certain facts about the education caseload should be noted.

There are fewer children over-all in the pre-school category than at any time since 1950. This is due to the sharp fall-off in retrolental fibroplasia cases. There are, however, still twenty-five such cases in the pre-school load and a decided increase in the number of babies with unusual congenital defects affecting the eyes and fourteen pre-school cases of retinoblastoma (a type of retinal cancer) which is more than all of such cases in the entire agency register for individuals who are school age and over.

Children attending elementary public school classes continue to be the largest individual group in the education caseload—581, about the same number as last year.

There was an increase in the number of children attending special classes for the blind due to the fact that the Newark Board of Education and the Catholic Diocese of Newark each established a special class for multiply-handicapped blind children. Also the City of Camden converted a special class to serve the blind.

Welfare

The number of children in secondary schools is larger than a year ago reflecting movement of the larger elementary school population of some years ago.

The number of students in programs of higher education has increased by twenty-five per cent. It may be expected that this increase reflects a trend which will continue for the next eight or nine years. It is similar to the educational trend among the sighted school population.

The number of children in boarding schools for the blind has increased chiefly due to the development of a special project for serving mentally retarded blind children at Johnstone. Ten children were tried out initially. Because of the success achieved, this number will probably be increased to twenty. Part of the cost of the project is being borne by the Commission.

During the past two and a half years the education staff has carried on an intensive program for the best possible refraction of children with residual sight, using special lenses, etc. This has resulted: (1) in an increase in the number of large print readers and fewer braille readers; and (2) an increased number of closures. This may have some effect on the number and kind of library shipments to schools and students, resulting in a substantial increase in shipment of other than braille materials and fewer braille materials.

Administration

Bureau of Community Institutions

HOSPITALS. The past year witnessed a further increase in community facilities. Two new hospitals (Rancocas Valley Hospital at Levittown and Community Memorial Hospital at Toms River) opened. In addition, the Annex of the Mount Carmel Hospital at Paterson, a special facility for female alcoholics, was approved, bringing the total licensed hospitals to 108. Their total capacity approximates 18,000 adult beds.

The greatest achievement of the year in the hospital field has been the adoption of stringent requirements for new hospitals and the approval of an application form calling for all pertinent data regarding their proposed operation. The new regulations assure approval of only those facilities willing to provide basic services to the community and they have, in effect, prevented the establishment of small, inefficient units unable or unwilling to provide such community needs. Agencies of many other states have expressed real interest in these regulations, and experts agree that such requirements will insure provision of only those facilities which will operate at high level.

There remains further need to control, through legislation or voluntary effort, the development of additional hospitals in New Jersey. While the "State Plan" developed for Hill-Burton purposes has provided certain guidelines, some agency, governmental or voluntary, should make thorough studies of hospital needs and draw up long-range plans for their development. Several meetings have been held on this subject by the New Jersey Hospital Association, but to date little tangible progress has been noted.

HILL-BURTON ACTIVITIES. Effective use has been made of the Federal monies allotted to New Jersey for construction of hospitals and related medical facilities. Allotments given to several sponsors in various areas of the State have permitted expansion of hospitals and provision of new psychiatric and chronic units, as well as nursing home facilities and diagnostic and treatment centers. Other allotments have been utilized for construction of rehabilitation centers.

The need for a complete overhaul and re-evaluation of hospital requirements and those of related medical facilities is obvious. To now, stress has been placed upon providing additional beds. The occupancy rates of our institutions, particularly hospitals, are generally not excessive, and re-study of the whole plan might well indicate the desirability of replacing outmoded facilities and upgrading existing hospitals without necessarily adding to their

Administration

capacities. Because of staff limitations, a comprehensive study of the type indicated is not possible, but effort should be concentrated in having some group, possibly the New Jersey Hospital Association, take the lead in sponsoring such a study.

NURSING HOMES. A year ago there were 172 approved nursing homes having 6,256 beds. As of July 1, 1962, there were 182 nursing homes with a bed complement of 7,130, the increase in beds being about fifteen per cent. In addition, several new nursing homes were under construction.

Innumerable conferences have been held with individuals or groups seeking guaranteed mortgages from the Federal Housing Administration which has undertaken a program to guarantee financing of proprietary nursing homes. Many applicants appear interested only in profits, and much time and effort were expended to discourage persons who appeared to be mere speculators. This required a tremendous volume of time on the part of staff. Fortunately, the Federal Housing Administration has approved a limited number of such applications, and it appears that this agency is exercising reasonably good judgment in giving mortgage guarantees principally to individuals or groups with some experience in the nursing home field.

OTHER ACTIVITIES. The Bureau continued its inspection and approval program of homes for the aged, governmental "medical institutions," institutions for the mentally retarded, residential school infirmaries, governmental general hospitals, and a few other miscellaneous institutions.

It also continued supervision of boarding homes for sheltered care which on July 1 numbered 287 and had a total capacity approximating 3,700.

SPECIAL PROJECTS. Staff participated in meetings on the pilot study for utilization of maternity beds presently being conducted in five hospitals in the State.

It also participated with the Department of Health in a Nursing Activities Study designed to stimulate hospitals to study proper utilization of their nursing personnel. One year of the study was complete in August, 1962, and funds from the U. S. Public Health Service will permit the project to proceed for another year. Recognizing the actual numerical shortage of nurses, this study is intended to assist the hospitals in the best possible use of staff available to provide safe care for patients. Nine hospitals have participated. Reaction has been good and implementation has actually been started in several of the hospitals.

Bureau of Personnel Services and Employee Relations

During the past fiscal year the institutions for the mentally retarded began instituting the new cottage titles. Through Civil Service examinations, forty persons qualified for the title of Cottage Training Technician and seventeen qualified for the title Head Cottage Training Supervisor. More persons will be given the opportunity to qualify through further Civil Service examinations.

1962 ANNUAL REPORT

The new Departmental Performance Rating form, developed by a committee appointed by the Commissioner, went into effect for the rating period ending September 30, 1961. Generally this form provides the rater with more flexibility in rating the performance of an employee.

The number of vacant positions throughout the Department is practically the same as at the end of the previous fiscal year. On July 1, 1961, there were 532 vacancies and on July 1, 1962, there were 550 vacancies. Employee turnover, however, dropped to 28.02 per cent from 32.07 per cent for the previous fiscal year.

Under the Departmental Grievance Procedure there were sixty-nine grievances submitted by employees which reached the second step or above during the past fiscal year. Of these eighteen were settled at the second step twenty-eight at the third step and sixteen at the fourth step or Central Office level. Seven grievances were pending.

Bureau of Public Information

Passage of the \$40 million institutional bond issue climaxed several hectic months of campaign activity in the Bureau. The Bureau's normal operations during the remaining months of the year suffer comparison.

Press relations continued at a high level.

Another development during the year was the emergence of the State Fair Exhibit Coordinating Committee organized at the Governor's request to improve the quality of the several departmental exhibits in the State Exhibit Building. While the Bureau is customarily a working partner on many committees, this is the first instance that it has served on a continuing committee over a longer period of time. Representatives of the Bureau attended frequent meetings and made important contributions to the Committee's work.

Other highlights of the Bureau's operations in 1962:

1. The Bureau began a file on institutional construction and established liaison with the Bureau of Construction and the architects thus far engaged for publicity of the projects. Eventually, the Bureau will edit a Progress Report.
2. With the cooperation of the Division of Mental Retardation, the Bureau photographed buildings at all major institutions to bring its picture files up to date.
3. The editorial board of *The Welfare Reporter* reviewed policy and made decisions affecting clearance and circulation.
4. The Bureau gave staff services to the dedication of Essexfields (September 28), the 60th Annual Conference of the New Jersey Welfare Council (October 24-27), the Conference on Problems Confronting the Negro in Urban New Jersey (April 5), and the Conference on Manpower and Psychology (June 13-15).

Administration

Bureau of Statistical Analysis and Social Research

The Bureau produced, during 1962, a series of memoranda and reports analyzing institutional admission and resident population data from 1950 through 1960 in the light of the changing population of the State. A similar process was applied to the welfare field. These studies have been used in both long-range and short-term planning. Their implications are discussed in the reports of the Divisions, or other operating units concerned and need not be enlarged upon here. The Bureau has also made comparisons of New Jersey's experience in mental health, correction and welfare with that of other states, which enable the Department to identify the trends New Jersey shares with its neighbors and those in which more or less unique features can be identified.

Another phase of the Bureau's work, also in cooperation with other arms of the Department, has been to study methods of simplifying and clarifying the maintenance of records and the preparation of reports. New techniques for reporting population movement transactions were devised in the Spring of 1962 which became operative experimentally at the State mental hospitals in April and which will be extended to other institutions early in the 1963 fiscal year if experience proves their merit.

As indicated in the Annual Report of this Bureau for the 1961 fiscal year, the complement of equipment at the IBM unit of the Bureau was reduced early in fiscal 1962. This delayed some of the hopes of the Bureau to extend the unit's services into the field of research. On the plus side, however, the unit has gained increased competence in the areas for which it was originally proposed: namely to prepare institutional bills on a centrally standardized basis, and concurrently to produce routine population movement statistics. While it has been possible to produce occasional tabulations of other data, the experience of the year has demonstrated the possibilities inherent in a more comprehensive business machine installation and the unit looks forward to playing an increasingly diversified role in the operations of the Department.

Business Management

Bureau of Accounts

Accounting, budgeting and auditing services were supplied to the institutions, agencies, and other sub-divisions of the Department. The workload comprised 30,940 various financial papers processed. The budget staff processed 119 budgets.

Audits were performed at eight institutions. In addition, the auditing staff completed the following special projects:

1. A survey of mailing procedures in the Central Office.
2. An analysis of financial statements of commissaries at all institutions.
3. Survey of employees in business offices of all institutions.
4. Analysis of procedures for billing counties for maintenance by use of IBM equipment.

Bureau of Maintenance

The Bureau, acting as coordinator with the Bureau of Construction and with outside architects and engineers, accomplished much in processing plans and specifications and the awarding of construction contracts for various institutional budget line items. Construction contracts awarded amounted to a total of \$3,300,956 and there were 103 projects completed. It also handled numerous force account projects. Among these was the Rahway Camp, for which \$25,000 was appropriated. This volume of work entailed many hours of staff time: review of bids, award of contracts, attending construction job meetings at the site, review of change orders, approval of payments to contractors, inspection and approval of completed structures, inspection of faulty workmanship and materials, and having any necessary corrections made within the one-year guarantee period.

Bureau of Dietary, Laundry and Household Services

With the acquisition three years ago of two additional dietitians, in the title of Supervising Dietitian, it was possible for this office to undertake several major projects in food service management and dietetics. These projects were designed to help overcome the present shortage of competent food service personnel and to assist in the formulation of plans and programs for future development in order to keep State institutions abreast of the newer trends in food service management and to meet adequately the demands for progress in this field.

Business Management

The total amount of food consumed during the fiscal year was 20,419 tons, valued at \$4,600,642.

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

The Woodbridge School plans demanded many hours of work to ensure that adequate space, suitable equipment, and relative efficiency of operation are provided, not only for food preparation and food service areas, but also for housekeeping activities throughout the institution, for clothing management, and for personnel staffing in these areas.

The Bureau provided some assistance to the Division of Purchase and Property and the Division of the Budget in their review and evaluation of various types of food service programs for the new State office buildings now under construction.

Fire Marshal and Safety Director

There were no deaths or serious injuries from fire among patient, inmate, resident and institutional employee population during the period covered by this report.

The reported fire loss for the fiscal year 1961-62 amounted to \$20,888.04. Sixty per cent of the loss can be directly attributed to incendiary activities among the inmate and patient population. The mentioned value placed at risk throughout the Department is:

	<i>Buildings</i>	<i>Contents</i>
Insured Value	\$90,000,000.00	\$13,671,200.00
Actual Loss		\$20,884.04

The actual loss reported is approximately one-fifth of one per cent of the total insurance in force.

A total of 6,110 individual fire prevention inspections were conducted by the institutional fire prevention services and progress continues in the modernization of buildings to comply with recommendations made by the Fire Underwriters and this office. There is still an urgent need to provide modern and adequate fire station facilities at the Neuro-Psychiatric Institute, Marlboro State Hospital, New Lisbon Colony, and Ancora State Hospital. During the fiscal year the Department benefited from reductions in fire insurance rates as a result of the fire prevention measures incorporated in its various institutions.

The Fire Marshal's Office also conducted comprehensive safety and fire inspection surveys for the Department of Education, State Capitol, the Division of Motor Vehicles, the Department of Conservation and Economic Development, general and private hospitals, homes for the aged, nursing homes, boarding care homes, county hospitals, the Governor's Mansion at Morven,

1962 ANNUAL REPORT

State parks, a comprehensive resurvey of the State Capitol Building, and the Division of Weights and Measures.

The Departmental accident and safety program organized at the direction of Commissioner Tramburg functioned efficiently, but there was some concern over the ever-increasing cost to the State in compensation awards. The fire marshal met with representatives of the State Claims Bureau to discuss ways and means to combat this rising trend effectively.

Bureau of Farm Operations

The Bureau experienced another very good crop season. Temperatures were above normal July and August, and September was the hottest month of the year. Eight days in September the temperature rose above 90°.

The value of fruits and vegetables in 1962 totalled \$240,546.02. This compares with \$320,986.48 in 1961.

The value of dairy production totalled \$778,837.52 compared with \$741,542.69 in 1961.

The value of pork produced in the piggeries was \$269,491.81. This was \$14,000 more pork than was produced the previous year, yet considerably short of the intended amount.

The value of poultry and egg production in 1962 was \$87,663.72, \$15,000 less than in 1961.

Total food produced on the farms amounted to \$1,322,788.29, \$52,243.36 less than the previous year which, however, was an exceptional one.

The grand total production for 1962 was \$1,615,864.99, compared with \$1,687,612.53 in 1961.

The 1961-62 season turned out to be a fairly productive year for institutional farms. It was a little better than average despite the very hot weather and the loss of considerable land for highway and building programs, a loss which has created new problems of raising enough animal food to support flocks and herds. There is still enough land, however, that can be farmed and there are improvements that can be made to increase current production economically on institutional farms.

Bureau of Maintenance Collections

Receipts from private patients decreased slightly during the year which may partially be due to the slight recession during the year. Many of the county adjusters are not adjudicating cases as private where there are no liquid assets available, and they are depending upon a lien being filed against real property so as not to allow accounts to accumulate if collection appears to be in the distant future. This is reflected in the increase of nearly half a million dollars in recoveries. These recoveries amounted to over one million dollars

Business Management

during the last fiscal year. Comparison figures for the preceding fiscal year are shown opposite this years figures. It will be noted that \$20,022,444.96 was the total amount collected.

	1962	1961
<i>Non-Indigent and</i>		
<i>State Contributing</i>	\$ 1,741,698.06	\$ 1,872,600.13
<i>Recoveries</i>	1,020,728.28	578,025.51
<i>County Excess</i>	250,885.43	243,249.45
<i>County Regular</i>	17,009,133.19	15,876,553.99
<i>Hospitalization Insurance</i>	393,080.85	303,889.47
<i>Social Security</i>	1,436,499.58	926,129.50
<i>Veterans Administration</i>	194,116.24	152,795.01

Bureau of Transportation

During the fiscal year a meeting was held in the office of the principal keeper of the State Prison about the operation of the Prison garage. Because of crowded conditions, it was decided that repair work would be discontinued for all vehicles with the exception of those under the jurisdiction of the Department. The garage, however, would continue to furnish gasoline, oil, washing and lubrication for all State vehicles.

Several new buses were purchased and more buses were reassigned among the institutions for more suitable uses.

Two tractors and trailers were purchased for hauling. One was assigned to the Vineland State School and the other to the Greystone Park State Hospital, and through the State Agency for Federal Surplus Property, the Department received many valuable pieces of equipment and supplies for transportation.

The General Motors Training Center held several classes in connection with various motor operations and repairs, which were made available for institutional mechanics. The mechanics took advantage of these instructions and found them to be both interesting and advantageous.

Bureau of Legal Affairs

The Bureau represented the Department in a number of suits brought against it by complainants lodged in State institutions, among them:

In re Nicholson, 69 N. J. Super. 230 (App. Div. 1961). The Court held that sentences to reformatories cannot be regulated as to the minimum and maximum by the sentencing judge. Such sentences are without minimum or maximum, but the maximum cannot exceed the period prescribed by law for the conviction. This ruling affords the paroling authority ample opportunity to classify the case and parole in accordance with the apparent ability of the inmate to adjust in the community.

Trailor v. New Jersey State Prison. The Appellate Division rejected plaintiff's claim that medical treatment was inadequate at the State Prison and found that it was more than adequate. Medical consultants in every branch of specialized medicine were available to the inmates from local hospital staffs.

Bell v. Tramburg. The Appellate Division again rejected the claim of a sex offender that he had been transferred from the State Hospital at Grey-stone Park to the State Prison as a result of abusive discretion by the Commissioner. The Court found that he had been properly transferred for disciplinary reasons and could not be maintained in minimum security at the hospital.

The Bureau successfully defended against every writ of habeas corpus brought by inmates in its penal and correctional institutions and claims presented to the Sub-Committee on Claims of the Appropriations Committee. Payment was denied in each case.

It prepared twenty-five legislative bills for introduction during the 1962 session. It reported on twenty-six bills for the Attorney General and twenty-eight for the Governor, while rendering numerous opinions for him in connection with enacted legislation.

Litigated maintenance collections totaled \$142,232.93; penalties against nursing homes and boarding houses operating illegally were \$1,560; sale of lands, \$122,900.

1962 Expenditures . . .

1962 ANNUAL REPORT

Expenditures for Year Ending June 30, 1962

Mental Hospitals

<i>Greystone Park</i>	<i>\$ 9,499,540.</i>
<i>Trenton Hospital</i>	<i>7,446,124.</i>
<i>Marlboro</i>	<i>5,749,745.</i>
<i>Ancora</i>	<i>4,882,552.</i>
<i>Neuro-Psychiatric Institute</i>	<i>3,512,007.</i>
Total Mental Hospitals	31,089,968.

Other Mental Facilities

<i>Diagnostic Center</i>	<i>689,950.</i>
<i>Brisbane Child Treatment Center</i>	<i>390,017.</i>
Total Mental Hospital and Services	1,079,967.

Tuberculosis Hospitals

<i>Glen Gardner</i>	<i>1,286,597.</i>
Total Mental and Tuberculosis Costs	33,456,532.

Mental Retardation Institutions

<i>Vineland State School</i>	<i>3,194,765.</i>
<i>Woodbine</i>	<i>1,915,395.</i>
<i>Totowa</i>	<i>1,887,842.</i>
<i>New Lisbon</i>	<i>1,646,859.</i>
<i>Johnstone Training Center</i>	<i>985,096.</i>
Total Mental Retardation Institutions	9,629,957.

Correctional Institutions

<i>Jamesburg</i>	<i>1,413,153.</i>
<i>Annandale</i>	<i>1,442,608.</i>
<i>Clinton</i>	<i>975,113.</i>
<i>Girl's Home</i>	<i>782,945.</i>
Total Correctional Institutions	4,613,819.

Penal Institutions

<i>Trenton Prison</i>	<i>2,260,117.</i>
<i>Rahway</i>	<i>1,525,790.</i>
<i>Bordentown</i>	<i>1,548,310.</i>
<i>Leesburg</i>	<i>632,699.</i>
Total Penal Institutions	5,966,916.

1962 Expenditures

Soldiers' Homes

<i>Vineland</i>	350,725.
<i>Menlo Park</i>	204,427.
Total Soldiers' Homes	555,152.

Other Institutions

<i>Highfields Group Center</i>	44,493.
<i>Warren Group Center</i>	34,416.
<i>Turrell Group Center</i>	44,076.
Total Other Institutions	122,985.
TOTAL ALL INSTITUTIONS	\$54,345,361.

Central Office

<i>Administration General</i>	785,174.
<i>Division of Welfare, Bureau of Assistance</i>	527,123.
<i>Parole Board</i>	61,964.
<i>Division of Correction and Parole</i>	882,745.
<i>Division of Mental Retardation</i>	243,305.
<i>Division of Mental Health</i>	483,649.
<i>N. J. Citizens Committee on Children and Youth</i>	5,758.
Total Central Office	2,989,718.

Non-Institutional Items

<i>Commission for the Blind</i>	1,064,795.
<i>State Board of Child Welfare</i>	1,745,573.
<i>Debt Service</i>	3,990,000.
Total Non-Institutional	6,800,368.

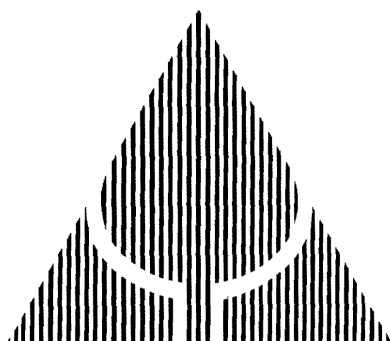
State Aid

<i>Old Age Assistance</i>	5,321,724.
<i>General Assistance</i>	5,748,727.
<i>Disability Assistance</i>	2,181,277.
<i>Assistance for Dependent Children</i>	11,160,711.
<i>Child Care</i>	2,341,741.
<i>County Mental Hospitals</i>	5,432,771.
<i>County Tuberculosis Hospitals</i>	310,150.
<i>Community Mental Health Services</i>	994,114.
Total State Aid	33,491,215.

TOTAL INSTITUTIONS AND AGENCIES **\$97,626,662.***

**Does not include Capital Expenditures*

NJ. STATE DEPT OF HEALTH
89 HADDON AVENUE
HADDONFIELD, NJ



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