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ANNUAL REPORT

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The
**WELFARE
REPORTER**

NEW JERSEY DEPARTMENT OF INSTITUTIONS AND AGENCIES

The
**WELFARE
REPORTER**

*Departmental Publication
Institutions and Agencies*

STATE BOARD OF CONTROL

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Leonard D. Dileo, Managing Editor

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THE HONORABLE LLOYD B. WESCOTT, *President*
State Board of Control
Department of Institutions and Agencies
Trenton, New Jersey 08625

Dear Mr. Wescott:

It is my pleasure to submit the ANNUAL REPORT of the Department of Institutions and Agencies for the year 1965 in compliance with Title 30:4-126 and Title 52:14-18 of the Revised Statutes.

Sincerely yours,
LLOYD W. McCORKLE
Commissioner

Division of Mental Health and Hospitals

V. Terrell Davis, M.D., Director

THE DIVISION OF MENTAL HEALTH and Hospitals is charged with the responsibility for overall policies, planning and program development and evaluation in the field of Mental Health including the integration, revisions, and coordination of ongoing programs as well as the orderly development of new and expanded services.

Budget statements from the hospitals for Fiscal Year 1966 reflect our increasing concern with the need for additional staff to preclude a deterioration in the level of patient care. Although there continues to be slight decrease in total resident patients this decrease could have been greater with better staff coverage. One troublesome aspect of the recruitment problem is the inability of the appointing authority to make a firm salary offer acceptable to certain candidates in every title series who present superior qualifications and whose appointment would be definitely advantageous to the State.

Total first admissions to all State hospitals in the 1964 fiscal year were 8,786, an increase of 211 or 2.5 per cent from a total of 8,575 in 1963 fiscal year.

A significant result of this increased admission load and the even greater increase in discharges has been an increase in the proportion of patients in the hospital who require more extensive personal services, nursing and other professional care. We must have additional staff if we are to continue to meet this challenge and are obliged to search for methods by which candidates whose skills were developed elsewhere may receive salaries commensurate with their abilities.

Mental Health and Hospitals

Census figures indicate nearly 40 per cent increase in the number of children age 5-19 in New Jersey from 1950 to 1960. This fact plus more careful differentiation between mental retardation and mental illness account for the increasing demands upon mental hospitals for the admission of children.

Gratifying progress has been made in the development of plans for caring for 75 children in each of the State hospitals. We believe that these programs can be implemented in the coming year if the additional requested budgeted positions for these services can be granted. These children's units will provide both short term and long term care.

Hospital Bed Capacity

In accordance with our efforts to develop realistic rated capacities for our institutions so that we can begin to have information on the acceptability of the living conditions of the patients therein, we have obtained working drawings of all of the patient-occupied areas in all of the institutions and are proceeding to have these corrected.

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

As a beginning, the following classes have been defined and the number of hours of nursing care designated as follows:

		hrs. daily care from nursing staff					
Medical-Surgical, Acute	3						
Medical-Surgical, Infirm	2 1/2	"	"	"	"	"	"
Geriatric	1 1/2	"	"	"	"	"	"
Children	3	"	"	"	"	"	"
Acute Psychiatric (Intensive Treatment and Admission)	2	"	"	"	"	"	"
Extended Care (Self-Care)	1/2	"	"	"	"	"	"
Extended Care (Closed Section)	1	"	"	"	"	"	"

Children's Facilities

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

The Mental Health Center

The State Board of Control approved the reassignment of services of

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the New Jersey Mental Health Center within the Division at their meeting held on January 22, 1964. The transfer became effective at the start of the 1965 fiscal year with the following changes accounting for the difference in the present situation and that which existed in July of 1958.

1. In the implementation of the proposed program of Children's Services each of the State hospitals has developed professional staff which has begun to deal with the consultation and referral problems in the area which it serves.

2. Increasing emphasis has been placed upon the importance of comprehensiveness and continuity of care, which is possible only when one professional team is responsible for all phases of inpatient, outpatient, and day care services to a specific group of patients. The transfer of the referral and consultative functions which the Mental Health Center has been handling to the staffs of the regional mental hospitals children's services is in this direction.

3. The major portion of the referrals which the Mental Health Center was recently handling was coming from the area served by the Trenton State Hospital.

4. The lack of opportunity for continuity of care by the staff of the Mental Health Center prevented our utilizing to the full effectiveness the skills of this team, which, as in 1958, still carries accreditation by the American Association of Psychiatric Clinics for Children.

5. Transfer of staff from the Mental Health Center to the Children's Unit of Trenton State Hospital will relieve the problem of recruiting professional staff for that unit as well as relieve the pressure on the budget for the appropriation of new positions.

6. Remarkable progress in the change of role and functions in the community mental health clinics has significantly diminished the value of a State operated training and demonstration facility in community mental health.

7. Our experience suggests that more effective use of staff will be accomplished if we separate the direct service responsibilities of the child psychiatry team at the Mental Health Center from State level administrative and planning functions.

8. We have in the Children's Services at Trenton State Hospital an appropriate placement for the professional staff of a mental health center in 1964, which we did not have for the professional staff of the Trenton area Mental Hygiene Bureau in 1958. We can effect this transfer function in 1964 with full anticipation that maximum use will be made of the limited resources of qualified professional child psychiatry staff.

Geriatrics

With a grant from the National Institute of Mental Health, we explored

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the care for mentally ill individuals over 65 years of age. A suggested plan which included the basic components, both physically and staff wise, for a desirable community psychiatric geriatric facility was developed. Such a facility may reduce the number of admissions of this type of patient to the State and county mental hospitals as well as provide a better level of programs in the community. The development of the Patient Survey Form within the State has been valuable in the determination of program needs and staff requirements.

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

We are finding community interest in the development of day care facilities for children and for the aging. Out of Federal community mental health monies we are making grants available to several day care programs to explore the contributions of these types of programs.

Research

Research is necessary in many phases of the Division's operation, but we have also made provision for intense and specialized research 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 project structure and the actual conduct of scientific research is attached in support of Account 770-101. The Bureau's budget for the 1966 fiscal year is \$980,000 of which \$519,506 is requested in State funds and the balance anticipated from private and Federal groups. The \$980,000 is approximately 1.2 per cent of the estimated \$79,500,000 cost of tax-supported mental health services in New Jersey in fiscal year 1965. The work of the Bureau has received recognition from private and Federal groups in the amount of approximately \$457,000 during the 1965 fiscal year to supplement the State appropriation and approximately \$460,000 is expected in 1966 fiscal year.

Training

During the year two of our residency training programs have been resurveyed by a representative of the Council on Medical Education of the American Medical Association, Marlboro on June 11 and Ancora on June 12. Reviews of this nature are customarily held at three year intervals in order to assure the accrediting body that all aspects of training are being conducted in a satisfactory manner. We anticipate that the residency training programs at the Neuro-Psychiatric Institute and at Trenton State Hospital will be reviewed during the summer or early fall of 1964.

Within the fiscal year there have been thirty-three residents in training in our five accredited institutions. Of those it is noteworthy that all nine have accepted staff positions or have continued into a fourth year of specialized

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

The Council on Medical Education has authorized an increase in the number of training positions for psychiatric residents at Greystone Park, and State budgetary approval has been granted to increase the positions at the Neuro-Psychiatric Institute to the number previously authorized by the Council. The current situation is tabulated below:

Training Center	Authorized by Council	Currently Budgeted
Ancora	15	15
Greystone Park	12	7
Marlboro	9	9
Neuro-Psychiatric Institute	12	12
Trenton	9	9

Interest remains high in the fourth year of advanced residency training offered by the Neuro-Psychiatric Institute. In conjunction with a specially oriented third year, this additional period of training qualifies the successful participant for dual specialization in Child as well as Clinical Psychiatry. The first graduate of the program to obtain his entire training under institute auspices completed his studies on June 30, 1964, and has accepted a part-time staff appointment at the Institute.

Maintenance of accreditation, the continuing refinement of existing programs and the extension of training to significant new areas require much effort and for several years have placed unduly heavy responsibilities on the Directors of Training. It is clear that many new developments in education are to be anticipated in consequence of the mounting emphasis accorded mental illness and health by the American Medical Association, Federal and State governments, and public opinion. In the last year's General Statement we indicated our support for forthcoming budgetary requests for an Assistant Director of Training at each of the five facilities where programs in psychiatric training are conducted. We again urge approval of these positions. Appointees would be expected to have completed three years of accredited training in psychiatry and neurology; to be eligible for certification by the American Board of Psychiatry and Neurology on completion of two experience years subsequent to their formal training; to be in possession of a State license for the practice of medicine or to have all necessary academic requirements for examination by the New Jersey Board of Medical Examiners, and in the

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opinion of the institution's Credential's Committee to be well qualified for responsibilities in professional training activities under the supervision of the Director of Training.

Our experience during the past year with the Federal training grant "Resident Preceptorship by Private Psychiatrists" has been excellent. Five well qualified physicians have made a total of one hundred and seventy-six preceptorial visits. The Directors of Training state that the increased emphasis on professional counsel and guidance made possible by these visits has significantly strengthened their residency training programs. At our request the Federal authorities extended by one year the termination date of the grant.

The State's residential psychiatric facilities are being increasingly used as training placements for social work students. The increase in the number of trainees so assigned is apparent in the tabulation below:

Social Work Training Placements

Fiscal Year:	1960-61	1961-62	1962-63	1963-64
No. of Students	3	7	6	10

There has also been an increase in the number of State employees who have entered the Graduate School of Social Work at Rutgers, The State University, either to obtain their Master's Degree or for advanced social work study. The following tabulation reflects our experience for the past three years:

State Employees Entering the Graduate School of Social Work

Fiscal Year:	1961-62	1962-63	1963-64
No. of Employees	4	6	9

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

Appointments to the Psychology Training Program

Fiscal Year:	1961-62	1962-63	1963-64
No. of Students	11	8	10

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

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

Personnel Category	Ancora	Grey- stone Park	Marl- boro	N. P. I.	Trenton	Totals
Graduate Nurses	0	42	0	0	0	42
Undergraduate						
Affiliate Nurses	97	363	138	0	195	793
Practical Nurses	192	42	71	0	143	448
Psychiatric Aides	153	277	288	75	99	892
Totals	442	724	497	75	437	2175

An alternate program of career extension for the Psychiatric Technician program is currently under study. This program would permit select Psychiatric Technicians who do not qualify for professional Nurse Training to gain Practical Nurse qualifications for licensure. When implemented, this program would add a desirable dimension of quality to our ongoing programs of training for patient care personnel.

Liaison Functions

Because of the increased interrelationships between community psychiatric services and State hospitals an increased awareness of the need to coordinate these types of programs becomes apparent. *Four Regional Coordinators* supported by Federal funds are coordinating planning activities within the designated regions in consultation with the medical director and the Board of Managers of the regional mental hospital. It is anticipated that these new positions would serve to effectuate a closer liaison between the broad community psychiatric services, including psychiatric units in general hospitals and our total State programs which are intrinsically related to these activities. It is intended that these field coordinators will divide their time between the Central Office, the field units mentioned above, and the State mental hospitals. Since the 1964 fiscal year the Department has deferred recommending approval for State support of these positions while Federal funds are available.

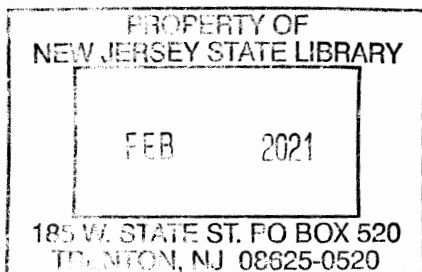
Mental Health and Hospitals

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 interdepartmental 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.

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

Division of Mental Retardation

Maurice G. Kott, Ph. D., Director



Mental Retardation

PERHAPS THE MAJOR event of the Fiscal Year 1965 was the opening of Woodbridge State School to receive new admissions on January 4, 1965 and its formal dedication by Governor Hughes on May 8, 1965. This institution, to which reference was first made in the Department planning documents of 1958, became possible under funds available from the 1960 bond issue. In the approximately six months of Fiscal Year '65 that Woodbridge was open, it accepted an average of 15.8 children per week, despite an embargo for medical reasons in March 1965. A population of 394 was attained by June 30, 1965. If the rate of admissions during the Fiscal Year 1965 and which is being experienced during the summer of 1965 can be continued, Woodbridge should be filled to its 1,000 capacity by March 1966.

Despite the opening of Woodbridge and the almost 400 admissions for that facility, the list of cases awaiting bed space grew in the Fiscal Year 1965 from 1,360 to 1,465. Considering changes in resident population in all institutions for the retarded, as well as the growth of the waiting list, it becomes apparent that there has been an increase in the number of cases (395) receiving and waiting service by institutions of the Department. Of considerable significance, in regard those New Jersey citizens who require institutional services, has been the development of the Purchase of Care program. By the end of the Fiscal Year, 316 children were in residence at private facilities with the costs of such private placement met by a special appropriation made available to the Division of Mental Retardation for the first time this past Fiscal Year. 406 such cases had been admitted during the year, with 90 transferred to State facilities, withdrawn by their parents, or dying in private facilities. The average per diem cost for direct care in private facilities was about \$7.00 (about \$212 a month). Some supplemental cost around the medical needs of these children when they required treatment not provided for in the contracts with the private facilities were met by the State of New Jersey. The Division urges continuation of this program so that there may be an avenue available to care for urgent cases that come to attention seeking institutionalization and particularly in view of the apparent continuation of the large waiting list.

Research was an endeavor to which all institutions gave considerable attention during the last fiscal year, despite their primary emphasis on service. Undertaking, like New Lisbon's study of the relationship between mongolism and leukemia, Vineland's investigation of PKU family constellations, the North Jersey Training School's study of the metabolism of mongoloids, Woodbine's investigation into the relationship between personality, intelligence and achievement, and Johnstone's studies in perception memory and abstraction, suggest optimism in regard future knowledge about etiology or cause of and service programs to ameliorate the condition of retardation. A Central Office study of the waiting list cohort, attendant upon the opening of Woodbridge, should be of considerable significance to New Jersey and other states confronted with the planning of new facilities. This investigation should reveal the factors which result in admission to an institution as well as disclose with considerable

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precision the size of the cohort that a new facility can actually accommodate when one adjusts for the families that withdraw children from the waiting list, families that "pass by" opportunities for admission to a new facility, and deaths in the new institution.

A considerable number of research endeavors of the Institutions are supported by federal grants. Of additional and particular significance in regard institutional programs is the extension of the mental health grant program, under the supervision of the National Institute of Mental Health, called "The Hospital Improvement Program." This new funding program recognizes the continuing role of the institution and provides opportunities for program innovation, trials of new methods, and ultimate improvement of services in a residential facility. This opportunity for grants has been taken advantage of by every institution in the Division, with the exception of Woodbridge which because of its newness is not yet in a position clearly to define areas for improvement. Grants to undertake improvement and training in language skills, recreation, physical therapy, habilitation, and dormitory services, have been received by the other State facilities. Preliminary reports on many of these projects indicate their positive significance to our programs of care and training. Some of the grants have but another two years to run and, as a consequence, budgetary implementation by the State of New Jersey to maintain these levels of improved programming will be required by Fiscal Year 1968.

Of considerable significance is yet another federal funding program. During the past year opportunities for receiving federal grants for in-service training for ward staff as the primary mediators of treatment, care, and education of the retarded have become available. Approximately \$85,000 has been received by the Johnstone Center, Vineland State School, Woodbine State Colony, and Woodbridge State School. These funds have made possible the formalization of past gestures in in-service training undertaken at all of the State facilities for the mentally retarded. The North Jersey Training School and New Lisbon Colony are presently developing applications for a federal grant in this area.

In addition to the specific programs undertaken by way of federal funding, the Division has maintained an inter-institutional committee on in-service training. Of considerable significance this year has been the attention paid to remotivation training, with the significant assistance of the staff of Overbrook (Essex County) Hospital. Remotivation seems to be a technique which may have considerable implication for all the facilities for the retarded. Institution staffs, that have visited and studied the Overbrook program, have begun the application of these techniques in the cottages and on the wards. Before leaving the matter of training, it is important to indicate that our cooperative gestures with local institutions of higher learning have continued. The Seton Hall Medical School, for instance, has sent residents in pediatrics to the North Jersey Training School and has developed a cooperative program with Woodbridge State School. Student training in conjunction with the School of Social Work at Rutgers has been extended and the cooperative relationships with some of the State colleges have continued.

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One of the most significant events of the past fiscal year has been the enactment of Chapter 59, Public Laws of 1965. This series of amendments to Title 30 bear the implication of easy access to residential facilities, a release system which is not gauged to concepts that seemed to be more related to parole than release from a training institution, and the establishment of a system of "guardianship" for incompetent individuals. Under this new statute there will always be a private or public figure available to adult incompetents who have come to the attention of this Department, to help make those essential life decisions that an adult incompetent cannot make for himself.

During Fiscal Year 1964, State funds were made available to six counties for the Day Care program. In Fiscal Year 1965, the program was extended to nine counties including, Bergen, Burlington, Essex, Gloucester, Monmouth, Morris, Union and Warren. Under this program 160 children of school age, who were excluded from public school attendance because they were not trainable nor educable, have been attending care and training centers under the auspices of the Association for Retarded Children and as a result of grants made available through the Division of Mental Retardation. The appropriation available during Fiscal Year 1966 will enable expansion of the program to cover twenty counties in the State. It is recognized, however, that this program will be limited so long as it depends upon the physical structures available to the New Jersey Association for Retarded Children. Because of this limitation, the Division of Mental Retardation is hastening to complete the construction of day care and training centers with funds available by way of the 1964 Bond Issue and federal matching for construction of mental retardation facilities. Perhaps an indication of the paucity of present opportunity for this class of children can best be made by comparing the 160 children who were served last year with the potential 720 children who require this service throughout the State. The present program, however, is not only deficient in terms of the gross number of children accommodated, it is deficient also in regard the absence of funds to make transportation to the day care training centers possible for families who themselves cannot meet the cost of transportation. As a consequence, it can be anticipated that with the opening of day care centers, constructed under State auspices and operated by the Division of Mental Retardation, the expense of this program will increase, both with regard to the number of children involved and the cost per child because of the expense of publicly supported transportation.

Last year under federal legislation New Jersey received a primary planning grant of \$30,000 and a supplementary grant of \$33,425 to develop a comprehensive plan to combat mental retardation. A planning staff has been engaged and meetings have been held with a broad spectrum of professional organization to develop a blueprint which will meet citizens' future needs in this area. The technique of the planning staff has been to gather data, review programs, determine what expansion is necessary in present programs and what techniques should be undertaken to improve present programs. The planning staff has also addressed itself to the issue of program innovation in service

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areas, not presently met by State, local government, or voluntary agencies. One part of the problem is the anticipated population growth in the State, as New Jersey's population expands from the estimated 6.6 million in 1965 to the estimated 8.1 million in 1975 (a 24 per cent increase). Perhaps a greater significance than gross population growth, since mental retardation is a condition which affects primarily children, is the anticipated growth in child population. For example, for 1965 it was estimated that 1.7 million of New Jersey's residents fall into the 5-18 year group and by 1975 this same group should number 2.3 million (an increase of 35 per cent).

Reference was made previously to available federal funds for mental retardation construction. The Department was designated as the State agency to develop and administer a construction plan. The New Jersey State Plan for construction of mental retardation facilities was approved by the Surgeon General in August 1965 and contains the elements of regionalization as well as establishing priorities among types of construction. Four regions were developed: *Metropolitan* (including Bergen, Essex, Hudson, Passaic and Union counties); *Northern* (including Sussex, Morris, Warren, Hunterdon and Somerset counties); *Central* (including Middlesex, Mercer, Monmouth, Burlington and Ocean counties), and *Southern* (including Camden, Gloucester, Salem, Cumberland, Atlantic and Cape May counties). An inventory of existing services suggests that there is little or no significant difference among regions in regard to available services—the need is great in all areas. In so far as priority of types of construction, the Department with advice of a well informed and judicious Advisory Council, established the following order:

1. Day training and custodial centers;
2. Sheltered work training centers;
3. Pre-school centers;
4. Residential training and custodial centers;
5. Diagnostic centers; and
6. Treatment centers.

Although the foregoing suggests a year of achievement and program improvement, certain problems remain. Our institution staffs are far short of optimal size, particularly as the burden of care increases with the continued growth of numbers of the more handicapped and older population in the institutions. A large number of our medical problems remain and will continue with us until the present Neuro-Psychiatric Institute becomes available as a medical treatment center for the residential population of the institutions for the retarded.

In addition to staff deficiencies, however, defects and deficits in plants persist to impede our efforts to provide a completely appropriate program for New Jersey's handicapped citizens. The good "spirit" which exists at Woodbridge because of its new construction and at New Lisbon because of the

Mental Retardation

Cottage replacement program can be developed at Vineland State School and at Woodbine Colony. Approximately \$25 million may be required to bring these and other institutions up to the standard. Further, a nagging concern persists about long-range planning for the gross number of retarded persons in the State would require residential placement. At one time it was the estimate of the Division of Mental Retardation that Hunterdon State School, in addition to existing facilities, would take care of New Jersey's needs for beds until 1972. Both population growth estimates and waiting list statistics suggest that we may again be crucially short of residential facilities by 1970. If this is the case, expansion by way of construction of new residential facilities should be undertaken no later than 1968.

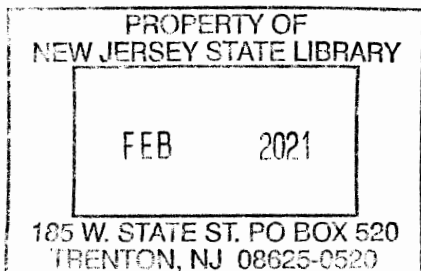
For the community, extension of the day care program, as well as the development of a parallel activity and health program for older retardates who are not capable of sheltered work experience, is required. The estimated caseload for this latter service is at least two to three times the estimated caseload for day care centers for school aged children. As in the instance of the day care centers, construction funds will undoubtedly be required to erect structures to house these health and activity programs for the older, more handicapped retardates.

The Field Service program has expanded, despite difficulties with their recruitment of social work staff. The possibility of Field Services' Regional Offices as a coordinating integrating agency has not fully been capitalized upon. This function, along with the development of a system of appropriate guardian-like activities, awaits development.

Finally, but of great importance, the ability of the Central Office of the Division of Mental Retardation to maintain appropriate supervision over institutional and community programs has been reduced in direct proportion to past program expansion. The lack of staff for planning, budget preparation, training and audit of institution and field programs is acutely felt.

Despite the above recitation of present unmet needs, recognition of past achievements should be heartening. In 1955 the ratio of institutional employees to residents was 1:4.1; in 1965, 1:2.1. In 1955 the Division of Mental Retardation had available appropriations of \$3.0 millions; in 1965, \$13.2 millions. Finally, in 1955 the State program was primarily carried out in four residential institutions. In 1965 there are seven such facilities and the Department's present programs include the Purchase of Care for emergent cases, social services provided by way of regional offices in various sections of New Jersey, and encouraging beginnings of the day care program. Past growth may be but the prologue to future expansion of services required by New Jersey's retarded citizens.

Division of Correction and Parole
Albert C. Wagner, Director



Correction and Parole

THE DIVISION OF CORRECTION and Parole is responsible for the State Home for Boys and the State Home for Girls; the Reformatories at Annandale, Bordentown, and Clinton; the New Jersey State Prison at Trenton; the Prison Branches at Rahway and Leesburg; and the Residential Group Centers: Highfields, Warren, Ocean and Turrell. The Bureau of Parole and the Bureau of State Use Industries are operating units with the Division. Inspection of county and municipal institutions is a further responsibility of the Division.

"Severe overcrowding" continued to be a major problem during the past year. Total admissions to the correctional institutions in New Jersey for 1965 were 4,729, a three per cent increase over the previous year and an eight per cent increase over 1963. The New Jersey Reformatory at Bordentown had the highest increase with nine per cent and the State Home for Girls was next with eight per cent. The receipt of an increased number of emotionally unstable inmates who are hostile and many who have histories of suicide attempts, personnel turnover as high as 35 per cent in one institution, staff vacancies that are difficult to fill—for example, psychologists and professional social workers, overmanned work groups and the increase in the number of court and other trips that taxed personnel and transportation, were other major problems during the year.

Important accomplishments were the completion of the Regional Laundry at Rahway Prison Farm, completion of the Industrial Building at Bordentown, and the opening of the Rahway Unit at Menlo Park Soldiers' Home. These facilities provide employment for approximately 222 inmates. Other achievements of the past year were the near completion of the new Annandale Unit at Stokes State Forest and the near completion of three new cottages at the State Home for Boys, including a special treatment unit. Progress continues on the construction of the Youth Reception and Correction Center at Yardville. Upon completion this will reduce overcrowding at Annandale and Bordentown, reduce transfers to the Prison, and will drain off the older and more aggressive boys from Jamesburg.

The passage of the Departmental Bond Issue last November provides funds for a new medium security prison at Leesburg, six new buildings for Clinton. The State Home for Boys reports that "homogeneity in cottages is age and under. Final drawings are about complete and will be ready for bids this coming year. Construction will soon start on the Clinton Unit at Vineland and the Forestry Camp for boys from Jamesburg in the Wharton Tract. Constructive work experience for a large number of inmates has been provided by minimum custody units and work details which travel and work off-grounds. Another significant event during the past year was the Division's participation in the sex offender program. A Diagnostic Center Unit was established at Rahway as were facilities to house certain sex offenders at Leesburg. The Robert Bruce House continues to provide a stable community residence for those who qualify. Boys eighteen years of age or older who fulfilled the admission criteria from Annandale were also included in this program. The establishment of an Advisory Council for this house was another development.

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The formal education programs in the Division reached more individuals than ever before. The training program for staff included correction officers, middle management personnel, and for the first time, an executive development program for top management. In spite of severe overcrowding there were no general disturbances and actually a decrease in escapes from the institutions.

Problems in More Detail

Overcrowding continues to be the outstanding major problems at the State Home for Boys, State Home for Girls, Annandale, Bordentown, and Clinton, and the construction of a specialized institution for boys 13 years of practically impossible. We pray for the realization of our new smaller institution and the increased expansion tolerance through the activation of Yardville. We attempt to treat the individual presenting problems but the effectiveness of our approach is greatly offset through the individual's loss of identification in the crowded dormitory group." The annual report of the State Home for Girls states "we will have a definite need for new housing and a need for an increase in all other services which are contingent upon an increased population. Review of a recent study indicates that in the past five years the number of annual admissions has increased by 21 per cent. During the past year 261 individual cases were processed through this institution with the attendant need for increases in all services." The New Jersey Reformatory at Annandale reports that "ten hundred fifty admissions as compared to 998 last year represents an increase of 52 more or the equivalent of an additional housing unit. No additional housing was added, instead those 52 were forced into existing over-populated cottages already faced with inadequate bathing and toilet facilities. Over-population in the total institution created many situations of over-manned work details which further created supervisory and custody problems." The annual report of the New Jersey Reformatory at Bordentown states "over-population continues to pose the most serious problem in the institution. This creates a strain on the staff and the inmates. At the end of the fiscal year Bordentown had 143 per cent occupancy. On the last day of the month, June 30, 1965, the count was 857." The Jersey Reformatory for Women at Clinton reports that "the steady increase in population leads to serious overcrowding which presents many problems, particularly in regard to adequate supervision in the five large, two-story cottages with complex floor plans." The average daily population increased from 310 in 1961 to 390 in 1965. The rated capacity is 252. The Prison complex reports many major concerns. "The lack of sufficient inmate job opportunities continues to be a problem, although the opening of the Regional Laundry at Rahway has helped the overall situation. Exploration of possible expansion of the Braille Program may also result in some job opportunities for certain persons unemployable. Lack of classroom space at the prison in Trenton is another continuing acute problem. The influx of 'post-conviction relief' cases has taxed the officer manpower, clerical help and transportation to the extreme with no relief in sight. The lack of psychological staff and inability to recruit qualified professional people to fill vacancies is a matter of continuing

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concern. Personnel turnover at Rahway (31.7 per cent) continues high."

Staff turnover continues to be a problem in many of the institutions. Bordentown had a turnover of 35 per cent, Rahway, 31.7 per cent; Jamesburg, 30.6 per cent; the State Home for Girls, 26.2 per cent; Annandale, 19.7 per cent; Trenton Prison, 14.8 per cent—same as last year; Clinton, 14.7 per cent; and Leesburg, 8.3 per cent. Recently an Exit Interview Committee was appointed to make a study of why employees leave. In most of the institutions extreme difficulty was experienced in recruiting psychologists and professional social workers. In all institutions the problems of transporting inmates to and from courts, county jails, funerals, medical facilities and other state institutions created hardships because of the tremendous increase in these activities during the past year.

A trend noted at the State Home for Girls is an increasingly younger age population. The majority of girls who are admitted will have to return to school in the community; this means the education programs must be expanded to meet these needs. There also has been an increase in the number of girls who have attempted suicide at a community level and who continue to make threats of suicide in the institution. The girls require close surveillance and psychiatric care causing serious administrative problems. The number of pregnant girls admitted to the institution during this past year almost doubled the previous year. A study of these girls shows they are not "hard core" delinquents but rather community rejects. A trend at Clinton has been an increase of known drug users admitted to the institution. There were eighty-nine in the population at the end of the fiscal year. Experience over the years with these addicted inmates convinces the administration that they are a polluting influence on others, especially impressionable juveniles.

During the past year there was a decrease in escapes from the correctional institutions. Annandale had eight compared to thirty-two the previous year. There were no escapes from the Trenton Prison but there were nine escapes from the prison complex—one from Rahway Prison Farm, four from the Rahway Farm, four from the Rahway Camp, one from the Rahway Unit at Menlo Park, and three from Leesburg. This is seven less than the previous year. Jamesburg had two escapes more than last year.

Another development of importance was the establishment of the Inter-Institutional Staff Committee, the purpose of which is to develop and review programs and procedures as they affect the various facilities in the reformatory complex. Classification procedures and forms used were analyzed and changes made. As a result of this committee's recommendations, Annandale now paroles boys to the Robert Bruce House. During the past year Rahway established a more adequate educational program based upon individual needs and interests. For the first time in New Jersey Prison history, college board examinations were given and successfully passed by the candidates at the Prison. One student upon release was admitted to Trenton Junior College with the stipulation that if he maintains a B average or better, he will receive

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free tuition for the coming year, 1966. The "Braille Program" has become an important adjunct to the Educational Department at this institution.

Meaningful work experience for inmates who can be classified for minimum custody assignments is provided by the satellite units. The Rahway Unit at the Menlo Park Soldiers Home was activated on April 19, 1965 when 25 men occupied redecorated facilities in one of the wings at the Soldiers Home. These men are engaged in food services, housekeeping, and grounds maintenance. Approximately 500 inmates live, work and participate in the programs of seven separate satellite units. In addition to these, at least a dozen small groups of inmates commute daily to work on projects in the state forests and noncorrectional institutions. A unique program of boys working on local private farms started in May 1965 with 25 boys from the State Home for Boys. These boys are under the supervision of institutional personnel.

One of the many programs in New Jersey's correctional system is the farm operation where inmates have opportunity for productive work experiences. The institutions at Jamesburg, Annandale, Bordentown, Rahway and Leesburg participated in this program during the past fiscal year. On July 1, 1965, the farm operation of Rahway was phased out with the herd being transferred to Marlboro State Hospital.

The new Regional Laundry at Rahway Prison Farm was opened at the beginning of the past fiscal year. Work opportunities for the inmate population were thereby considerably increased. The laundry operates on a six-day basis and employees 123 inmates. From August 3, 1964 to June 4, 1965, 1,905.4 tons of laundry were processed for various institutions. The new Industrial Building at Bordentown was also completed. This building houses screen and sheet metal industries as well as a metal furniture shop. Approximately 74 inmates are employed here and this will be increased later. The Woodbridge State School presently employs 41 inmates from Rahway in service work, and the Rahway Unit at the Soldiers' Home at Menlo Park is utilizing 25 inmates.

The new Annandale Unit at Stokes State Forest will be occupied by some 52 young men assigned from the parent institution who will spend the major portion of their stay there. A program of treatment, work, and recreational experience in group undertakings has been scheduled. It is expected that the program will commence in September and the building will be functioning at peak capacity by November, 1965. The three new cottages at the State Home for Boys, including a special treatment unit, are nearing completion and it is hoped that they will be ready for beneficial occupancy in November. The special treatment unit is a self-contained building for 40 psychologically disturbed youngsters. It is anticipated that a specialized treatment team will have responsibility for the cottage, giving this group the specific care such boys require, at the same time relieving other program areas and enabling staff to develop more effective programs for the remaining population. At the

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end of the fiscal year progress continues on the Youth Reception and Correction Center at Yardville. The structure is estimated to be 38 per cent complete. Upon completion this facility will provide reception facilities for 300 youthful offenders and an "in-patient" area for 600. This will become the headquarters for the reformatory complex and all male reformatory commitments will be made to the new reception facilities. The housing units are small, each with 18 or 24 individuals, and each with its own group therapy room as well as a conventional dayroom. A separate self-contained treatment unit for 60 of the most seriously disturbed will be provided. The new Center will eliminate present overcrowding in the reformatories and will provide New Jersey with an opportunity to develop one of the most progressive programs known for the youthful offender. This facility is expected to be completed during the winter of 1966-67.

New Construction Planned

The Departmental Bond Issue that was adopted by the voters in November, 1964 provides \$6,000,000 for construction of the first phase of a new institution at Leesburg which is expected eventually to replace a section of the Trenton Prison. The architects are moving ahead rapidly on development of final drawings and specifications of this medium security prison. Under the same bond issue, \$3,000,000 is allotted the Reformatory for Women at Clinton. A total of six new buildings are to be erected: a new central kitchen and dining room; a multi-purpose building, including classrooms, gymnasium, auditorium and other meeting rooms; two open cottages; a maximum custody building; and a building for the psychologically disturbed. This will relieve the severe overcrowding of this institution and provide staff with the physical plant to contain and train the relatively large proportion of hard-core delinquents sent to this institution in recent years. Of equal importance with the foregoing and in some respects of even greater significance is inclusion in the bond issue of \$4,000,000 for construction of a specialized institution for boys 13 years of age and under. At the end of the fiscal year a second set of schematic drawings had been received from the architects for this new training school for boys at Skillman. These were reviewed by the planning committee and are regarded as an excellent arrangement of buildings and facilities to carry out the functions and programs proposed for this institution. Cottages will be small, housing not more than 16 boys in a unit. Although a clinical staff will be provided, including a psychiatrist, psychologists, and trained group and social case workers, treatment is seen as the responsibility of all staff members and not a single department or section. The program will be "home-based," with boys leaving the cottages each morning for school and returning in late afternoon. The educational curriculum will be remedial in character and organized to prepare boys for re-entry into the public school system. Classes will be small, not to exceed 12 boys per teacher. Bids were received during June 1965, on the Clinton Unit at the Vineland State School and were substantially in excess of the architect's estimate. The plans will be redrawn and resubmitted for bid. This unit will house 40 women who will be engaged in patient care and housekeeping. Another project is about ready for

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bid, a forestry camp for 60 boys from the State Home for Boys on the Wharton Tract in South Jersey.

Developments in Other Areas

Plans for the Division's participation in the Sex Offender Program were completed in the late fall of 1964. A section of 20 cells in "1" Wing at Rahway was set aside for occupancy by December 15. Necessary procedures for the admission of sex offenders at Rahway were completed, including medical examination, photographing, finger printing, issue of a new series of registration numbers, provision of institutional clothing, and other incidentals. Responsibility for transportation of these inmates to other facilities when approved for transfer by the Special Classification Review Board was placed on the Rahway staff also. No. 2 Barracks at Leesburg was designated to house sex offenders sent to that institution on recommendation of the above mentioned Board. The first sex offender was received at Rahway from the courts on January 14, 1965. On March 15, 1965 Leesburg received its first group. At the end of the fiscal year a total of 57 cases had been received at the Diagnostic Center Unit for Special Sex offenders at Rahway; 23 were in residence at Leesburg.

The four Residential Group Centers, three for boys and one for girls, at Highfields, Warren, Ocean, and Turrell continue to provide short-term treatment for selected 16 and 17 year old offenders who enter the program as a condition of their probation. The program which usually lasts four months is composed of three major areas: community contact, a work program, and guided group interaction sessions.

During the past year 73 residents were admitted to the Robert Bruce House, New Jersey's only half-way house. Some modifications were made relative to admission criteria during the year. The decision was made to include in the project, parolees who resided in severely disrupted homes and who, in the judgment of the Classification Committee, would make a poor community adjustment if returned to the same home situation. An Advisory Council consisting of 13 prominent citizens in the five county area was established and meets monthly. Recently, the project became a member of the newly organized National Half-Way Association.

All state correctional institutions, county jails, workhouses, penitentiaries, and all juvenile detention facilities in the state were inspected. A total of 165 municipal lockups were also inspected, representing all of the lockups in 17 of the 21 counties. Many consultations were held regarding the remodeling of existing institutions and construction of new facilities. A total of 72 persons were returned to New Jersey as parole violators or escapees from out-of-state.

Substantial research efforts during the year were directed toward the development of correctional treatment programs. One report reviewed the trends in the kind of offender committed to the Reformatory for Women and

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concluded that separate units for symptomatic and antisocial behavior problems were needed. A second report reviewed experimental programs concerned with mobilizing the treatment efforts of line staff and a plan was submitted to accomplish this goal at the proposed new institution for New Jersey's youngest group of delinquent boys. The sponsorship of a study designed to gauge the effectiveness of continuous group treatment of neurotic delinquents from institution to community by a correctional-psychotherapeutic team was transferred to another agency after initial development. The National Institute of Mental Health offered encouragement for a purposed major study of the effectiveness of different parole officer-parolee combinations. At the end of the year proposals for a staff inservice training method using research results as a catalyst for group discussions and a proposed study of the correctional effects of cosmetic surgery were under consideration.

The Bureau of State Use Industries continues to furnish employment in productive occupations for the inmates. Twenty-six shops were operated during the year, accommodating 36 types of industries in 6 institutions. The shops furnished 1001 full time jobs, slightly less than last year. The average annual output in sales per correctional job was about \$2507, up approximately 2 per cent from the previous year. Substantial investment in new tools and equipment was made during the year and increased emphasis was given to providing work for the younger reformatory type inmate. Plans were completed for the shop that will be located at the new Leesburg medium security institution. During the past year a quality assurance program was developed and a Quality Steering Committee organized. A Quality Assurance Conference involving all Bureau personnel was held at Rutgers on January 15, 1965 and follow-up meetings of this conference were held during the year.

The Bureau of Parole supervised a total of 8,264 parolees during the past year, an increase of almost seven per cent over the previous year, and an increase of fourteen per cent over the caseload six years ago. The average male caseload has increased to more than seventy cases per officer. There are 73 parole officer positions and 46 per cent were either filled with temporary appointees, trainees, or were vacant at the end of the fiscal year. The number of arrests involving parolees increased by almost 10 per cent during the year and maintained the continual upward climb of the past five years. However, the percentage of missing cases decreased to a small degree. Problems in securing employment, especially for younger parolees, persisted. In an effort to meet this problem, many referrals were made to programs developed under the Economic Opportunity Act, such as the Job Corps, Neighborhood Youth Corps, Rural Youth Development, and the Manpower Development and Training Program. Approximately 20 per cent of the referrals were accepted. One of the parole districts has initiated group counselling with parolees. The first group met several times and is composed of parolees from the caseload of the Parole Officer conducting the group. Sessions are held once a week in the evening at the District Office. During the calendar year of 1964 parolees earned \$7,303,958.

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The developments and events described above give evidence of continuing improvement of New Jersey's correctional institutions. Overcrowding was being met by the planning, programming, and construction of new facilities. The broadening and intensifying of institutional programs of individual and group psychotherapy, education, and counselling are regarded as significant. Extended use of satellite units, renewed use of research, and the expansion of training programs to include all levels of personnel serve as specific examples of the continuing vitality of Division programming and augers well for important improvements to come in the period immediately ahead.

Division of Public Welfare

Irving J. Engelman, Director

OLD AGE ASSISTANCE: Additions to case load rose 11.1 per cent above 1964 (1965 — 3,018; 1964 — 2,716) while the year-end number of recipients was down slightly (1965 — 13,939; 1964 — 13,948).

DISABILITY ASSISTANCE: Additions increased 17 per cent from 1964 (1965 — 2591; 1964 — 2,215) and the number of recipients on June 30, 1965 was 5 per cent above the previous year (1965 — 8,806; 1964 — 8,390).

ASSISTANCE FOR DEPENDENT CHILDREN: Cases added to rolls increased 14.4 per cent (1965 — 9,384; 1964 — 8,206). The year-end number of recipients (adults and children) was 9.5 per cent above the previous year (1965 — 109,682; 1964 — 100,186).

BLIND ASSISTANCE: Additions were 3.8 per cent below 1964 (1965 — 128; 1964 — 133). The number of recipients at end of year decreased 3.7 per cent (1965 — 922; 1964 — 957).

MEDICAL ASSISTANCE FOR THE AGED: This new program became effective July 1, 1963 with 4,294 recipient cases certified from other assistance programs: From OAA — 4,271; from AB — 22; from DA — 1. Other additions to case load for the year totalled 4,909 for a grand total of 9,203. Exclusive of cases transferred from other programs on July 1, 1963, additions to case load increased 27.4 per cent (1965 — 6,254; 1964 — 4,909). Recipients at the end of the year increased 6.1 per cent (1965 — 5,402; 1964 — 5,092).

GENERAL ASSISTANCE: Additions to case load fell 2.3 per cent below the previous year (1965 — 37,746; 1964 — 38,620) and the year-end number of recipients was about the same as the previous year (1965 — 29,947; 1964 — 29,977).

CHILD WELFARE: The combined care, guardianship and protective services programs showed increases of 44.9 per cent (1965 — 5,659; 1964 — 3,906). The year-end case load for the three programs was 24.8 per cent above the previous year (1965 — 12,693; 1964 — 10,167).

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The year ended June 1965 should desirably have been a period devoted intensively to the consolidation and refinement of the many organizational and program changes that had been initiated during the preceding year and which had directly affected all units and elements within the Division of Public Welfare. Unfortunately, the course of events was characterized by continuing growth of case loads and costs in virtually all programs; continuing staff expansion of major proportions at the local and direct operating levels without equivalent expansion at the management and planning levels; and continuing pressures, originating principally at the national level, for sudden and dramatic program innovations. In this climate of activity, program operations continued to be crisis-oriented.

The quantitative dimensions of the major programs are summarized on the page preceding. More detailed development of these data, and qualitative observations, are included in the accounts of the several major Divisional Units which follow.

As the year ended, the Division was heavily engaged in the first stages of implementation of special projects funded under the Federal Economic Opportunity Act, and in pre-planning for the major program changes which it was then evident were likely to occur as a result of the Social Security Amendments of 1965 pending before the Congress.

Bureau of Assistance

Last year's annual report had specially identified selected program elements, arising from state legislation and from federal legislation and administrative regulations, which had a major impact on activity of the Bureau of Assistance. These same elements continued to be of primary significance during the year just ended.

The second year of operation of the program of Medical Assistance for the Aged showed this program becoming more stabilized as part of the overall pattern of categorical assistance administration. Unfortunately, whatever progress was made in achieving improved understandings and relationships with health agencies was principally a product of the resolution of problems on a case by case basis, since state staff was not available in sufficient numbers to implement interpretations with and through the county welfare boards on a comprehensive on-going basis. As anticipated, special attention had to be given to hospitalization because of the lack of any previous administrative experience in this area of service. Problems of lack of uniformity were encountered in prompt handling of applications, determination of eligibility as affected by type of hospital accommodations, evaluation of financial resources, and duration of eligibility for hospital care. Some of these issues were overcome or substantially ameliorated through policies and procedures developed, through the liaison and guidance provided by the Bureau of Medical Affairs, in cooperation with the county welfare boards, the New Jersey Hospital Association and the Hospital Service Plan of New Jersey.

In administering the specifically-structured Quality Control Unit, an activity imposed by federal regulation at a time when other staffing needs

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were of primary concern, effort was directed toward securing significant benefits for the Bureau as a product of the required federal reporting. Advantage was taken, during a period when federal procedures were in course of revision, to utilize this unit for studies of special significance to the Bureau. It appears that significant benefits can be realized if the field services staff is adequate for the required follow-up activity. However, the lack of direct appropriations for Quality Control staff made it necessary to divert funds from other authorized staff positions in order to qualify for federal matching.

In order to maintain eligibility for 75 per cent federal matching of the costs of providing social services, and those costs identifiable for staff training, the Bureau was required to exercise special supervision of local agency effort in meeting stated deadlines for completion and reporting of social studies. In order to accomplish this it was necessary to reassign a qualified staff member to coordinate the additional work load and provide field consultation to the county welfare boards. The increasing importance of social services for applicants and recipients in all assistance programs, over and above the potential of additional federal financial participation, calls for the establishment of an on-going staff section to provide consultation and supervision for this area of administration. This would better assure the provision of needed services, a concerted effort toward social and financial rehabilitation, and a complete and accurate accounting of the services provided, in the kind of array that is required to support claims for 75 per cent federal matching.

Dimensions of Program Activities

Old Age Assistance

During the 1965 fiscal year, the number of recipients averaged 14,063 per month, which represents a decrease of slightly more than one per cent when compared with the monthly average of 14,249 during 1964. Net expenditures of \$13,795,671 during 1965 are about five per cent greater than the net expenditures of \$13,196,435 for the preceding year. The average monthly grant increased almost six per cent, from \$78.81 in 1964 to \$83.21 in 1965.

Disability Assistance

During the report year an average of 8.816 cases received Disability Assistance each month. This is about seven per cent more than the monthly average of 8.242 recipient cases in the preceding year.

Net assistance expenditures amounted to \$9,964,959, or about twelve per cent more than the net expenditures of \$8,914,469 in the preceding fiscal year. The average monthly grant of \$97.06 during the report year represents a five per cent increase over the average of \$92.49 for the preceding year.

Assistance for Dependent Children

An average of 26,421 cases including 106,137 persons received assistance each month in 1965 as compared with an average of 24,579 cases and 96,306

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persons in 1964, the increase in cases being more than seven per cent and in persons about ten per cent.

Net assistance expenditures during the report year were \$59,461,855, reflecting an increase of fourteen per cent when compared with the net expenditures of \$52,122,024 in 1964. The average monthly grant per case of \$195.71 during the report year is seven per cent higher than the average grant of \$182.88 in the preceding year.

Assistance for the Blind

During the report year, an average of 947 cases received assistance each month, a slight decrease from the average of 951 in the preceding fiscal year. Net assistance expenditures of \$966,256 in 1965 are about four per cent greater than the net expenditures of \$926,921 in the preceding year. The average monthly assistance grant increased about six percent, from \$82.42 in 1964 to \$87.09 in 1965.

Medical Assistance for the Aged

The average monthly number of cases receiving assistance in the report year is about fourteen per cent greater than the average for the preceding year—4,682 in 1964 and 5,325 in 1965. Net assistance expenditures of \$15,261,569 for the report year reflect an increase of 38 per cent when compared with the net expenditures of \$11,043,001 during the preceding year. The average monthly grant per case during 1965 was \$244.42 or 22 per cent more than the average of \$200.44 in the preceding year.

General Assistance

During the report year an average of 10,288 cases including 33,701 persons received assistance each month as compared with an average of 10,218 cases and 34,515 persons per month in the preceding year. The figures reflect a mixed pattern, with the number of cases having increased almost one per cent but the number of persons having increased more than two per cent. Total assistance commitments increased slightly more than one per cent—from \$14,878,467 in 1964 to \$15,053,209 in the report year. The average monthly assistance grant per case also increased about one per cent—from \$94.43 in 1964 to \$95.64 in 1965.

Conclusions

The experience of the past year continued to accentuate the increasing responsibilities of public assistance administration. A look to the future, which will be greatly affected by the impact of the Social Security Amendments of 1965, again emphasizes the need to plan for further growth in both quantity and quality of program. This can be accomplished only by a comparable growth in quantity and quality of personnel. The county welfare boards have been responding to the demand for increased and skilled staff to reduce case loads and improve case handling. The Bureau of Assistance must show a similar response if "state supervision" is to be realistic and constructive.

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Bureau of Children's Services

During this fiscal year plans were completed to provide much needed day care services for children under four years of age who come to New Jersey with their parents who are migrant workers. The funds were secured from the Office of Economic Opportunity. Trailers for six day-care centers were rented and sites were selected for these facilities. Staff was also employed so that the project could get underway in July 1965. Facilities were readied for 120 children. This marked the first time that the Bureau has set up day-care facilities for children and constitutes a milestone in the history of New Jersey's services for dependent and neglected children.

During February, 1965 the Hackensack Day Care Center opened its doors as a pilot project, dedicated to day-care facilities for youngsters two to five years of age. The Hackensack Day Care Committee was given guidance and consultation in regard to setting up this facility. The Bureau of Children's Services assigned two persons to work as teachers in the facility to assist in this demonstration. Since the opening of the facility there has been increased interest in making this service available in other communities as well. The Hackensack Center is located in a housing project and there are twenty children in attendance. At year's end nine of these children were youngsters under the supervision of the Bureau of Children's Services and for whom the agency made application.

The agency now publishes monthly a leaflet called *Day Care Notes* which calls attention to current and pertinent material in the field of day care. This is circulated to staff and persons in the community who have a particular interest in day care.

The Advisory Committee on Day Care which works with the Bureau met regularly and set up subcommittees dealing with the following areas of work: Administration of Standards; The Migrant Child; Implementation of Standards; Public Relations, and Family Day Care Standards.

Two State conferences for directors of day care centers were held in March and April of 1965. The day care worker assigned to each district office of the Bureau of Children's Services was also invited to attend. In addition, an all-day Institute for the Agency's day care workers was held in March. We were able to borrow from the U. S. Children's Bureau a film, "Children of Change," which has been widely shown, due to its value in developing an understanding of day care services.

In addition to the services in day care centers, the Bureau also developed and utilized services provided by families who offer foster day care, particularly to the infant and also the school child who usually cannot secure services in day care centers. During this fiscal year arrangements were made enabling welfare boards to apply to the local district offices of the Bureau of Children's Services in order to secure day care services for youngsters receiving Assistance

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for Dependent Children. This extension of day care services is welcome since this will serve to reduce the number of children who might otherwise require removal from their homes because of problems which the parents may have. The care which these children receive gives them a good foundation for future growth and development.

The Group Care Services Unit continued to provide another service which has proved to be a great benefit to the children served. The agency has developed 22 shelter foster homes in various parts of the State, three group care homes, three infant study homes, and two infant adoption study homes, making a total of thirty specialized foster homes presently in operation. One of the group care homes in Morristown was opened this year. The Turrell Fund arranged for the Bureau's use of this property which was formerly the site of the Tri-County Children's Center. The three group care homes in operation serve twenty boys and girls. The shelter homes house 100 children on a temporary emergency basis. Efforts are being made to expand these placement facilities to meet the growing needs of the children served by the Bureau. In June 1965 an annual meeting of specialized group care parents from all over the State was held in Trenton. This was an educational program and a get-together for the foster parents. Attempts were made also to involve them in recruiting additional group care homes.

During this fiscal year 174 children were placed for adoption in comparison with 167 youngsters placed during the previous fiscal year. Special efforts were made to recruit homes for the hard-to-place child, including those with physical or emotional handicaps, as well as the inter-racial child. Mrs. Dorothy E. Webb, Supervisor of the Hackensack District Office, was awarded the second annual Ethel H. Wise Special Merit Award from the Columbia University School of Social Work for her leadership in areas furthering the goals of social work. She received the award at the School on April 24, 1965. This distinction was conferred upon Mrs. Webb because of her intensive campaigning in Bergen County for homes for Negro children. She engaged in a project called SEARCH to find more adoptive homes for such hard-to-place children.

Efforts to secure publicity to get homes for children for adoption and for boarding homes continued throughout the year. In September 1964 a group of the administrative and supervisory staff in North Jersey recorded spot announcements which are broadcast regularly over Station WJRZ in that area. Newspaper publicity and advertisements for foster and group parents have been tried. The use of ads in railroad timetables was also undertaken.

One form of adoption activity in which the agency engages is that of being appointed by the court to conduct social investigations and supervise placements as "next friend" in cases of adoption placements made without prior involvement of an approved adoption agency. This year the Bureau completed 1,387 investigations involving 1,725 children. A total of 480 children were under the supervision of the agency as "next friend" during the year prior to consummation of adoption. In addition, 1,391 new requests for 1,691 children were received from the courts.

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A student unit affiliated with Rutgers University was set up in the New Brunswick District Office. This cooperative endeavor with the University is expected to be of significant benefit both to the agency and to the school. The University secured a Federal grant and planned two institutes which involved twenty members of supervisory staff. A committee of University and Bureau personnel arranged for these institutes entitled "Methods of Supervision in Child Welfare" and "Methods of Administration for Supervision of Child Welfare."

This proved a very stimulating experience to members of the Bureau's staff who are utilizing the knowledge gleaned in their daily jobs. The agency also continued for the fourth season its program of employing seasonal assistants in cooperation with the School of Social Work of Rutgers University. This year 24 college students were employed in this program. The experience has been that a number of these young people go on to social work and some of them have joined the staff of the agency following their graduation from college.

During this year 127 caseworkers attended orientation sessions conducted by the Staff Development Services Unit. In addition, 28 supervisory staff members attended orientation following their promotions to these positions. 70 supervisory and administrative staff members attended in-service training meetings, and 264 caseworkers attended such meetings, making a total of 348 staff members who benefitted by the sessions on the topic "Behavior of Parents." These meetings had direct bearing on the Protective Services program in that behavior of the neglectful parents was the focus of these training sessions.

Educational leave for full-time study was granted to 21 persons, of whom eight were first-year students, eleven were second-year students, and two for the third year following their two years of part-time study in the "Extended Study" program at Rutgers. In addition, three staff members were granted permission to do part-time work at Rutgers under the extended study program—one for the first year and two for the second. Therefore, a total of 24 staff members were attending graduate schools of social work through the agency's educational leave program. Ten staff members returned to the agency from educational leave, having secured their Master's Degree in Social Work. After a meeting with the professionally trained caseworkers, the agency embarked upon a new method of assigning specialized caseloads to workers who could be of particular assistance to certain troubled children.

The Staff Development Services Unit continued to publish the monthly *Memo to Foster Parents*. A survey was conducted involving questionnaires being sent to all foster parents to determine topics for future memos. On the basis of 244 replies received, plans were made for future editions of this educational material to the agency's foster parents.

Rules and regulations for the purchase of care of children in private

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institutions were filed with the Secretary of State during this fiscal year. These rules were developed by the Bureau in cooperation with a committee of private agency representatives. The Inter-Agency Services Unit proceeded to implement the rules and regulations through inspections and agreements with institutions for dependent children. During this fiscal year agreements were concluded with twenty such institutions.

Inter-Agency Services Unit recertified all adoption agencies in February 1964.

A new Statement of Understanding with the Division of Mental Retardation was worked out. Procedures were established whereby the Division of Mental Retardation arranges for placements of those children in the community who have been committed to State institutions for the retarded, but who need emergency placement in the interim. In instances where the commitment procedures have not been completed, the Bureau of Children's Services can arrange for care for such children, who later are transferred to the Division of Mental Retardation.

The Bureau planned placements for 220 children who were approved for parole by the State Home for Boys and the State Home for Girls this year.

Mrs. Geraldine L. Thompson contributed funds to the Bureau to provide for scholarships for wards of the agency. The appropriate value of the stocks turned over to the Bureau totaled \$6,500.

The Newark District Office was divided during this fiscal year. All cases within the City of Newark were retained in the former Newark District Office. All Essex County cases other than those in the City of Newark were transferred to a new district office in Orange, which was set up on March 30, 1965. This is the Bureau's 16th district office and will provide improved service to Essex County clients. The Red Bank District Office moved to a new building on July 10, 1964 and the Atlantic City District Office moved to its new quarters on July 17, 1964. This has provided both groups with modern, adequate facilities for the present. The Camden District Office acquired additional space in March 1965 adjoining their present location.

Thirty-five additional cars were added to the fleet during this fiscal year since they were seriously needed to provide adequate transportation to enable caseworkers to do their field work. It was necessary to use many personal cars with reimbursement to the owner until the additional State cars were available.

The centralized control of support procedures inaugurated during the last fiscal year continued. This enabled the agency to keep closer check on those who are responsible for support payments. The schedule below shows collections compared with the 1963-64 fiscal year and the increases in amounts received directly from parents and from probation departments. This increase reflects the activities of the Fiscal and Accounting Unit in this phase of the agency's activities.

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	Parents	Trust Accts. and Wkmn's Comp.	Pro- bation	Soc. Sec. and VA Benefits	Total
1964-65	\$108,547.31	\$23,499.63	\$80,084.17	\$247,626.55	\$459,757.66
1963-64	97,368.94	28,768.18	68,790.08	228,450.51	423,377.71
Increase	\$ 11,178.37		\$11,294.19	\$ 19,176.04	\$ 36,379.95
Decrease		\$ 5,268.55			
Net Increase					\$ 36,379.95
Percent of Change	11.5%	- 18.3%	16.4%	8.4%	8.6%

For the fiscal year 1964-65 the total number of children under supervision increased by 2,111. This represents an increase of 19.9 per cent over the last fiscal year. The following chart tabulates the children under supervision by program, showing program increases or decreases and percentages of change

	July 1964 to June 1965	July 1963 to June 1964	Increase or Decrease	Percentage of Change
Care	8,154	6,654	+ 1,500	+ 22.5
Guardianship	3,043	2,889	+ 154	+ 5.3
Protective Services	1,103	624	+ 479	+ 76.8
Adoption Complaint Investigation	393	415	- 22	- 5.4
Total	12,693	10,582	+ 2,111	+ 19.9

The Research and Statistics Unit arranged to assume responsibility for the preparation of reports relating to caseload statistics which was previously a responsibility of the district offices. New forms for recording caseworker activities and contacts were completed with the necessary instructions and became effective January 1, 1965. Minimal visitation requirements by caseworkers to children served by the Bureau were increased to a bimonthly schedule from a quarterly schedule in order to insure closer supervision.

On November 16, 1964 arrangements were made for conferences involving Principal Clerks from all district offices. A guest speaker and film were presented and discussions related to the general administrative responsibilities exercised by clerical supervisors. An institute was held on May 26, 1965 at Rider College. Members of the teaching staff at the college spoke to the group concerning clerical supervision. These training sessions are considered very helpful by the clerical staff in order to assist them in functioning at the highest possible professional level.

Public Welfare

During the fiscal year 1964-65, 33 new Social Worker II positions and 5 Assistant Social Work Supervisor positions were established. In addition, through Day Care funds received from the Federal government, 11 Social Worker IIs and 4 Clerk Transcribers were employed specifically for Day Care activities.

The Health Services Unit worked with the Standards and Procedures Unit toward the release of a new manual revision concerning health services. Reference material concerning recommended immunization schedules and child nutrition were prepared and a survey of the immunization status of children under agency supervision was completed in cooperation with the State Department of Health. Arrangements were made with the New Jersey Safety Council for regular distribution of home and child safety materials to the staffs of the district offices.

A project was undertaken between the Trenton District Office and Dr. Charles Swift of the Mercer County Child Guidance Center, which involved opportunity for training and consultation on serious problem cases. This proved most beneficial to the professional staff of the agency in serving troubled children.

Commission for the Blind

Eye Health Service

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

Direct case services were provided to 1,910 persons, a slight decline from the previous year. Among these, 319 individuals had their sight restored or improved.

The program to control glaucoma, a condition which is controllable and which can result in permanent blindness if not treated promptly and continuously, was operative throughout the year. In cooperation with the State Medical Society, a detection program was conducted in 72 cooperating hospitals which made available to the public a free screening service by eye physicians. In the set-aside period of one week 12,687 individuals were screened with 684 referred to the Commission for Glaucoma follow-up. An additional 203 patients with glaucoma were checked during the year on referral from hospital eye clinics. At the year's end there were 2,671 patients listed in the Glaucoma register.

The Mobile Eye Examination Unit began the year with a new vehicle paid for through privately contributed funds, replacing the well-worn unit which had been in service 18 years. In 132 days of services, 3,492 eye examinations were extended to 2,115 school children by staff ophthalmologists. This makes possible the early detection and treatment of serious eye problems.

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Home Industries

This service is concerned with the processing and selling of handcraft articles made by homebound blind people. Gross sales totaled \$162,530, less than the year before because of a drop-off in wholesale sales due in part to competition from increased numbers of groups or individuals selling out-of-state products. In June new State legislation was implemented (Chapter 290, P. L. 1964) which authorized the Commission to license groups who seek to sell "blind-made" articles and to enforce the maintenance of appropriate standards by such enterprises. This should result in better protection for the public and increased sales volume for the agency. During the year \$67,000 was returned as earnings to blind craft workers. This represents an important source of supplementary income to blind individuals which minimizes dependency and improves the individual's acceptance in family and community life.

Home Teaching and Social Services

The Home Service program serves newly-blinded individuals and homebound adults through an array of services that include personal adjustment, training in communication skills, handwork training for leisure time or occupation, and assistance with personal, family and social problems related to or growing out of the individual's loss of sight. Working with the blind individual chiefly in his home setting, workers traveled 97,000 miles and made 5,010 client calls in providing these services. The close of the year saw approximately 2,400 Talking Book machines in use by blind clients and this number is growing.

Some of the noteworthy activities of the unit may be summarized as follows:

1. Three blind college juniors were given a planned field work placement with the Department as a method of supplying a live job evaluation experience.
2. The need for expanding the qualifications of trained Home Teachers was evaluated with staff and Rutgers University with a view toward developing a graduate training program. In-Service Training provision in specialized areas is continuing. Lectures were attended on diabetic involvements affecting vision; the use of new tools and special aids suited to blind people; refresher lessons in machine sewing; demonstrations and discussions of handcraft items. Two Home Teachers attended a two-day workshop on services to deaf-blind persons. Several staff members completed University courses in specialized areas.
3. The Housing Registry for blind people is continuing and has been particularly well used by community agencies and other departments of the Commission.
4. The successful program of using trained volunteers in the Essex County area is being expanded to other large city areas. Training of volunteers follows a fixed curriculum and is made available in cooperation with the American Red Cross. Recognition of

Public Welfare

volunteers' efforts was extended for the first time formally at a meeting presenting service pins to each individual with a year of service

5. Consultation services were made available by staff to the East Orange Veterans Hospital.
6. In addition, staff members in response to numerous requests discussed the agency's program at meetings of service clubs, church groups, Women's Clubs, professional organizations, etc., thereby stimulating new referrals.
7. About 1,500 users now have the newer two-speed Talking Book machine. To complete the transfer from one-speed units, the department will reach nearly 1,000 additional individuals in the year ahead.
8. A state-wide library service for New Jersey residents housed within the State is under active consideration and development.
9. Also in development is a series of group training meetings for blind mothers of sighted children which will include discussions and lectures on child care problems.

Education Service

On June 30, 1965 there were 1,517 youngsters registered with the Education Service, a net gain of 11 for the year. 223 new referrals were received during the year and 212 were closed. The 1,517 children were classified as follows, by school needs:

Pre-school	131
Special Classes	202
Regular Elementary Classes	633
Regular Secondary Classes	161
Boarding and Residential Centers	129
College and University	61
Multiply-Handicapped (Not in School or Inst.)	56
Retarded (in Institutions)	144
Total	1,517

The pre-school caseload continued the downward trend of the past several years. The majority of these children have substantial handicaps in addition to blindness, many of congenital origin. The number suffering from retrolental fibroplasia decreased markedly; those suffering from retinoblastoma and, in particular, congenital cataracts due to rubella, increased.

The number of children attending regular elementary and secondary school classes in public schools was the highest ever at 633 and 148 respectively. Through individual evaluation, each child's particular reading needs for braille, print or special education materials was met by the professional

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staff. The number of children in residential centers is increasing because of the many more children with multiple handicaps. In addition to the 144 youngsters currently placed in State and private institutions and those children with severe disabilities additional to blindness who participated in public schools classes, there were 56 children with multiple disabilities for whom no program could be provided. It seems probable that 20% of the total education caseload will not be able to participate even in sheltered employment at maturity. Another 30% will probably require sheltered employment or highly supervised job placement. Since most of these children do not live in the populated areas of the State, efforts have been made to help the parents become involved with organizations and agencies that have a particular interest in the child's additional handicap.

Of the 61 students enrolled in higher education, nine were studying at graduate schools. The level of successful job placement upon graduation for this group has been consistently excellent. This reflects the appropriateness of the selection process for those students going to college as well as the staff's concentration on vocational and educational counseling.

At the Commission's Center for educational materials and textbooks, shipments of school materials increased about 20% to 29,182 units when compared to 1964. Last year there had been a 25% increase. This indicates the importance of the special school materials needed to make public school placement of blind youngsters effective. The use of Braille volumes is still increasing but disc recordings have dropped substantially in favor of a sharp increase in the use of tape recordings. The Commission now has equipment for quickly reproducing multiple copies of books on tape from masters. Also on the decrease is the use of "large-print" texts, partly because of a change in point of view as to their need. Regular print held closer to the eye serves the same purpose. This has been demonstrated to be scientifically sound for children with subnormal vision.

Camp Marcella continued to provide specialized educational training, remedial instruction and tutorial services in a recreational setting to selected blind youngsters. 501 camper weeks were made available to 232 youngsters. Increasingly, the camp program is supplementing the gaps which develop in the educational background of the visually handicapped children under the Commission's supervision. For example, all children were checked on reading ability (Braille or print); knowledge and use of recording machines and "play-backs," handwriting, typewriting, hygiene and personal grooming. A remedial teacher for braille and other subjects was available at the camp as was a physical education specialist.

Vocational Rehabilitation Service

During the year 172 new employment placements were made, a slight increase over the prior year. The earnings of these individuals when projected for one year approximated the total cost for providing vocational rehabilitation services in the State. Personnel changes brought to the department a new Supervisor and Assistant Supervisor. A re-evaluation of the vocational

Public Welfare

program was undertaken and is still in process. Initiated this year were the following:

1. A Board-Staff Committee restudied the Commission's Vending Stand program. Meetings were held at administrative and policy levels as well as with representatives of organizations of blind people. Recommendations for program change and expansion have been made and approved by the Board. Implementation will be sought in the new budget and through legislation.
2. The agency developed a number of techniques and controls to improve case recording and thereby quality performance, as well as closer supervision of case movement to improve efficiency.
3. Territories were reassigned in order to increase client coverage.
4. Portable tape recorders were assigned to several blind counselors for field use to overcome recording backlogs. Clerks were given training in typing from tapes.
5. Plans were developed for the employment of a part-time Medical Director to assist in standard-setting, staff training, and liaison with professional organizations in the physical restoration area.
6. Plans were developed for the physical and program expansion of the Adult Rehabilitation Center and the Newark Contract Shop. This would result in doubling the work space of the units and serving or employing more clients.

The Adult Rehabilitation Center extended training to 79 clients for a total of 4,230 student days. In 1964 there had been 4,170 student days of instruction to 66 individuals. Of the total caseload, 36 had additional health or other disability to contend with, resulting in increased attention to factors of personal adjustment, mobility, individual differences and needs.

Two staff members who specialized in mobility training left for other positions in the Spring and replacements could not be recruited. However, in eight months of service 108 clients were given training tailored to their needs and enabling them to win release from dependence on others within their own capacities.

The Contract Workshop program for older non-competitive blind workers continued to grow. Gross sales amounted to somewhat more than \$206,000. Minimum hourly wages or better are paid and 83 blind workers received \$85,000 in wages. Averages do not tell the story here as a number of workers now on Social Security chose not to work more than a few months a year. This year for the first time a paid vacation plan of up to one week will be extended to employees. The extension of Social Security coverage is under consideration with Federal authorities.

In the Vending Stand program, no increase in the net number of stands occurred. However, two low-grade or marginal stands were closed and a similar number of better paying new ones were opened. Several older stands were modernized. Gross sales for all units amounted to \$901,000, with net income to operators reaching \$165,000.

Division of Administration

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

Administration

Bureau of Community Institutions

Licensing Program

The pressures resulting from activities related to proposals for opening of new institutions have markedly increased during the year and staff is being spread more thinly as the inspection and licensure function has grown in size and complexity.

Nursing Homes

Nationwide publicity regarding estimates of "need" for nursing home beds, the mortgage insurance program of the Federal Housing Administration, and publicity regarding Medicare have been factors stimulating even more proposals for such facilities.

The result is that staff time available for visits to institutions has been reduced as the need for time-consuming conferences with prospective operators has increased, and as more and more new institutions have opened their doors.

In the last year alone, 16 new nursing homes have opened, but the increased load is best reflected by the total number of beds which grew from 8032 to about 9800, an increase of 22 per cent. This increased load has been assumed by just three field representatives who now visit 206 homes, an average of 69 per worker. Adding to the problem of supervision, is the increased size of the average nursing home which results in more complex operational problems. (Homes opening in the last year average 110 beds each, by contrast to the smaller institutions which once typified the nursing home field.)

Hospitals

There are now 124 general, special, and governmental hospitals under licensure or approval, and while the number grows only gradually, the number of beds is on the constant increase.

The standards for new hospitals and those planning expansion (adopted in 1961) have tended to limit the time spent with persons inquiring about the establishment of new facilities, but assignments to the Bureau regarding specialized hospital problems have become more time consuming. Questions such as the advisability of installing carpeting, drug controls, pharmacy standards, improved fire protection, and architectural design of specialized facilities have presented problems which require considerable research and numerous consultations with experts in specialized fields.

Public Medical Institutions

During the year the number of approved institutions increased by two, with new facilities being opened in Essex and Monmouth Counties. In addition, large units were also opened in the existing Bergen Pines facility. As a result,

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the number of beds available for the chronically ill in governmental institutions increased from 3045 to 3222. Much staff time was required in consultation and discussions with officials, particularly in the newly opened facilities which were visited quite frequently.

Homes for Aged and Infirmaries

Beds in the domiciliary sections of homes for aged remained practically static during the year with 3273 such beds being available as of June 30.

However, beds in infirmaries of such institutions increased from 1538 to 1685, an increase of about 10% in a 12-month period.

Other Licensed and Approved Facilities

In other institutions subject to license or approval (residential school infirmaries, governmental hospitals, private institutions for the mentally retarded, and boarding homes for sheltered care) the number of facilities remains fairly constant, but special activities in certain of these fields increased the pressures upon our staff members.

Other Activities

Special obligations of the Bureau which entail much staff time were the development of new application forms for hospitals, nursing homes, and similar institutions required by the provisions of the revised Hospital Licensing Act. In addition, the staff spent much time in study of nurse staffing patterns proposed for nursing homes, public medical institutions, and infirmaries of homes for aged, and another such study involved the advisability of setting up a category of chronic disease hospitals. New standards applicable to physical therapy units in nursing homes treating ex-patients or out-patients were also developed.

Still another difficult task was that of undertaking a complete revision of the standards for boarding homes which later resulted in a marked upgrading of standards for such facilities.

Other time-consuming activities resulted from meetings held with Associations and groups representing the various types of facilities under licensure or approval including the Licensed Nursing Homes Association, the Association of Homes for Aged, and two separate Associations of boarding home operators. In addition, several meetings were held with representatives of the newly formed Health Facilities Planning Council, with which the Department developed a sound and constructive working relationship.

Summary

It is evident that if the Bureau is to maintain the standards of inspection and approval which have been maintained in the past, additional personnel must be provided to meet not only the increased caseloads in practically every

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field of inspection, but also for the increasingly complex problems which are referred to the staff for solution.

Hill-Burton Program

During the fiscal year ending June 30, 1965, a total of \$4,488,906. in federal funds was made available to 19 applicants under the Hill-Burton program. Construction grants were made to:

Hackensack Hospital
Holy Name Hospital at Teaneck
Mountainside Hospital at Montclair
Muhlenberg Hospital at Plainfield
Woodbridge Public Health Center
Clara Maass Memorial Hospital at Belleville
Newton Memorial Hospital
Overlook Hospital at Summit
New Lisbon State Colony
Essex County Hospital at Cedar Grove
J. F. Kennedy Community Hospital at Edison
House of Charity at Woodstown
John E. Runnells Hospital at Berkeley Heights
Bergen Pines Hospital at Paramus
Cooper Hospital at Camden
Atlantic City Hospital
Monmouth Medical Center at Long Branch
Somerset Hospital at Somerville
Memorial General Hospital at Union

The Hospital and Medical Facilities Amendments of 1964 to the Hill-Burton program provided for a separate category of funds for the modernization of existing medical facilities. In conjunction with this program, the Public Health Service developed regulations requiring an evaluation of each hospital. The purpose of this evaluation is to determine the safety of the physical plant, its functional adequacy, and the adequacy of ancillary facilities such as radiology departments, laboratories, etc.

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An inspection team of an architect, nurse consultant and a hospital consultant visited the several hospitals and rated each facility on a point system which will eventually lead to the development of data reflecting the needs of each hospital and the priorities of each service area.

Upon completion of the survey, a qualitative evaluation of each hospital, as well as a quantitative inventory of existing beds will be available for future planning.

Another important step was the adoption by the Department of a recommendation of the Health Facilities Planning Council to reduce from 27 to 12 the number of service areas used for planning purposes. This recommendation was based upon findings of a patient origin study made by the Health Facilities Planning Council with the cooperation of the Department.

The revised service areas will be used in the 1965-66 State Plan.

This year's State Plan will, for the first time, also take into account population projections. Accordingly, the combination of the modernization survey, the redelineation of service areas, population projection and a new formula prescribed by the Public Health Service will undoubtedly have a profound effect upon the priorities of service areas listed in the Plan.

Bureau of Methods and Planning

The departmental data processing system has made important gains during the past year, not only in securing the primary data processing applications, but at the same time by introducing and securing several new machine procedures. During the past year more than fifty machine programs were added to the 1401 Library. At year-end the Program Library includes one hundred twenty-seven programs of which twenty are utility or maintenance programs.

As of the close of the fiscal year the Bureau was providing scheduled data processing services to all Divisions of the Department. At the same time data processing requests have been received from Departmental Officers and Institution Business Managers and Administrators. Monthly reports, a by-product of billing, are provided to the State Auditor resulting in saving of staff time on the part of the institutions and Auditors.

One of the more important heavy volume machine applications added during the past year is the processing of data for the Mental Health Clinics. During the year several special studies were completed for the Division of Public Welfare for the Categorical Assistance programs, the Bureau of Children's Services, and the Blind programs. A study of nursing services was completed for the Division of Mental Health and Hospitals.

In cooperation with the Bureau of Social Research, further progress has been made in cleaning up data files for the Correctional Institutions and the several Institutions for the Mentally Retarded. Most of the reporting

Administration

systems have been improved and data now being added to the data banks are flowing to the system in an orderly manner with a higher level of reliability.

The Bordentown Reformatory Key Punch unit, which is served by inmate personnel, has received careful attention to develop supervisory leadership and the unit effectiveness. The key punch services of the unit have been brought up to a satisfactory level of reliability and productivity. At the present time the Key punch unit is punching the data for the following routines:

- Movement of Population (Monthly) — all institutions
- Institution data forms (Monthly) — all institutions
- Monthly transactions — Bureau Childrens Services
- Quarterly transactions for the Administrative Courts, and
- Special studies

Long Range Goals

To try to foresee and plan for the future needs of the departmental data processing system. To bring up-to-date and keep up-to-date machine capabilities and size and competency of staff.

It is evident that management direction will be necessary for effective planning for upgrading the data processing system. Department Officers have listed many new machine procedures to be considered and at the same time the far reaching effects of Medicare will mandate the need for more machine capability and for more staff.

Collection of data is an important consideration in the cost of management; but using data wisely is necessary to secure economy of management. Proper communications to and from the Commissioner, and the Department Planning and Coordinating Committee, will establish priorities for efficient utilization and for charting the expanded capabilities of the data processing system.

Bureau of Personnel Services and Employee Relations

During the past fiscal year a supervisory development training program was begun for middle-management supervisors in the Division of Mental Health and Hospitals. The program is designed to acquaint the participants with the principles of supervision, and, through the case study discussion method, improve their skills as supervisors. This program will be on a continuing basis.

The number of vacant positions throughout the department increased

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from 575 at the end of the previous fiscal year to 812 at the end of the fiscal year 1965.

Employee turnover also showed an increase, and was 29.02 per cent as compared to 26.83 per cent for the previous fiscal year.

Under the Department Grievance Procedure there were 75 Grievances submitted by employees which reached the second step or above in the procedure. Of these, 30 were settled at the second step, 27 at the third step, and 10 at the fourth step or Central Office level. Eight grievances were still pending disposition at the end of the fiscal year.

Bureau of Public Information

Normal Bureau activity was extended by a succession of events that took place during the year under review, while the Bureau itself appeared to undergo a change in function because of the nature of the assignments thrust upon it.

The failure of the Administration's \$750 million bond issue in 1963 necessitated another attempt to raise funds for institutional construction. The Department went it alone with a \$50 million bond issue campaign which was successful and in which the Bureau, by the very nature of its function, was deeply engaged. Collateral developments, reflecting public interest in institutional problems, were the dedication of the new Woodbridge State School and the unit at the Menlo Park Soldiers' Home—both heavily invested with publicity— and the Go-See Tours of the League of Women Voters.

Demand for services other than public information reached a new peak and shifted emphasis away from the Bureau's primary function. Unquestionably, the sudden and sustained interest in graphic arts is accountable to the presence of an artist-photographer combination on the staff, an interest hardly balanced by a lack of inplant printing facilities. Nevertheless, the Bureau produced more printing than ever before, as well as photographs and exhibits. A survey undertaken by Central Printing Control to determine how the internal printing needs of the Department can best be met with existing personnel and equipment presaged a change in current Bureau operation.

There were other evidences of the Bureau's widening role in its hard work on the campaigns of the March of Dimes and the Kennedy Foundation, and on the Department's social functions.

As the Department undertakes larger and more complex programs, so the burden weighs more heavily on the Bureau which has not been augmented to an equal degree. Nevertheless, it has managed to keep up with what is expected of it, at least for another year.

Bureau of Social Research and Statistical Analysis

The year 1965 saw progress in all areas of the Bureau's data collection program. Revised instruction manuals covering expanded reporting systems were pre-tested and made operative for mental hospitals, mental health clinics, schools for the retarded, and correctional institutions. New procedures were developed as needs arose, such as in the reporting of the Private Placement (Purchase of Care) program, and Waiting List activity for the retarded.

The up-dating of data reported on previous programs was completed as far as possible for all but the correctional institutions. This is in process.

In cooperation with the Bureau of Methods and Planning, programs were developed which will facilitate future data analysis, and the preparation of reports for National agencies.

Personnel employed on Federal grant projects were supervised and advised to a great extent in the Bureau. These comprised the Robert Bruce House project grant, and the grant to develop data on the "Effort of the New Institution on a Waiting List Cohort" in mental retardation.

The Department Library moved to the Trenton State Hospital during the year, and is no longer a function of this Bureau.

Bureau of Legal Affairs
Eugene T. Urbaniak, Chief

Bureau of Legal Affairs

THIS BUREAU HANDLED 117 litigated matters involving the following types of cases: Guardianships, accountings, sale of lands of incompetent, levy of execution, mortgage foreclosure involving institutional liens; friendly judgments, maintenance collection, habeas corpus, negligence, administrative agency appeals, civil rights and post-conviction relief cases involving all of the State courts at every level, the United State District Court, the Third Circuit of Appeals and the United States Supreme Court.

The inmates in confinement continued without diminishment the number of civil rights and post-conviction relief cases filed with the courts and some of the more significant decisions are as follows:

Cooke v. Tramburg — New Jersey Supreme Court denied request of Muslim inmates to congregate on a segregated basis in prison chapel.

State v. LeVien — New Jersey Supreme Court approved claim of department to secure payment of maintenance of State Hospital patient at the Vroom Building.

Gurczynski v. Yeager — Third Circuit Court of Appeals refused to direct the manner in which internal affairs of State institutions shall be administered, absent constitutional deprivation.

Urbano v. State — United States Supreme Court affirmed Circuit Court in upholding prison officials' right to refuse inmates' request to appear in court in personal clothing rather than institutional issue.

Rinaldi v. Yeager — United States District Court affirmed constitutionality of N. J. S. A. 2A:152-17, requiring inmate in confinement to pay cost of transcript if his appeal is unsuccessful.

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Dennis P. Kelly v. State — The same court denied inmate's allegation of wrongful denial of parole and directed summary judgment against plaintiff on allegation that a previous habeas corpus decision was achieved by fraudulent activity of the Attorney General and his Deputies.

Travis v. Pinto — New Jersey Superior Court directed summary judgment for defendant in a suit by an inmate for damages against prison officials on allegation of failure to provide adequate security for the inmate, Supreme Court denied certification on the merits.

Johnson v. State — Achieved the same result as *Travis v. Pinto*.

State v. Sapp — Appellate Division refused to interfere with Commissioner's discretion in transfer of a sex offender to the State Prison.

Hallman v. State — Appellate Division refused bail to a revoked parolee and supported State Parole Board decision to deny bail.

Bauers v. State — Appellate Division denied application for time credits on present sentence represented by time illegally served on a previous sentence which had been vacated by court action.

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

Delinquent maintenance collections amounted to \$156,497.73 and boarding and nursing home penalties amounted to \$1510.00.

Division of Business Management

Joseph L. Grodeck, Director

Bureau of Accounts

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

Applications	8,604
Certificates of Debit and Credit	1,083
Transfers and Amended Work Programs	2,387
Using Agency Schedules	12,354
Notices of Awards	182
Change Orders for Contracts	270
Contract Payments	1,210
Construction Payrolls	69
Final Acceptance on Contracts	112
Excess Request Forms	1,176

The budget staff processed 135 budgets.

Audits were completed at eleven institutions and the auditing staff performed a vehicular survey at the Commission for the Blind.

Business Management

Bureau of Maintenance

The Bureau continued to provide services in a supervisory capacity to the institutions involving maintenance of buildings, utilities, equipment, and power plants. Assistance was provided to the institutions in the preparation of preliminary drawings and cost estimates of alterations and additions to buildings.

With the Bureau of Construction and outside architects and engineers, the Bureau processed plans and specifications and awarding of construction contracts. Construction contracts awarded this year amounted to 87 projects at a total cost of \$5,500,194, and 56 purchase orders in the total amount of \$64,083. Through the year, 127 construction projects were completed and accepted.

During the year construction contracts were awarded for the Hospital-Evaluation-Research Building at Johnstone, and the Hospital and Multi-Purpose Building at New Lisbon. All projects under the 1964 Bond Issue have been assigned to outside architects who are presently processing the planning.

This volume of work entails many hours of our staff, involving program requirements, meetings with architects and engineers, review of plans and specifications, review of bids, award of contracts, attending construction job meetings at the site, review of change orders, approval of payments to contractors, inspecting and approving acceptance of completed structures, inspecting faulty workmanship and materials within the one year guarantee period for any necessary corrections to be made by the contractor.

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

Bureau of Dietary, Laundry, and Household Services

The total amount of food consumed during this period was over 22,000 tons, valued at \$5,179,643, and consisting of:

Item	Tons	Cost
Meats	2,626	1,936,701
Milk and Milk Products	6,831	907,546
Bread and Cereals	1,420	298,661
Fats and Oils	277	90,244
Sugar and Syrups	1,027	222,955
Vegetables	6,799	878,017
Fruits	2,380	501,870
Miscellaneous	584	342,499

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The average budgeted food cost per capita was \$0.5451 compared to \$0.5395 in 1965, an increase of five per cent during the year.

Institutional laundries processed approximately 29,000,000 pounds of laundry compared to 27,000,000 in 1964, increase of two (2) million pounds.

During the year the Bureau activity provided management improvement programs in the following:

- a. Improvement in food procurement policies and procedures through food standards and specifications.
- b. Proper specification to insure procurement of the type and quality desired for efficient food service practices.
- c. Increased utilization of power cleaning equipment, and the use of full-time janitorial teams.
- d. The Supervisor of Household Services attended a seminar in "House-keeping Supervision and Management" covering evaluating and updating housekeeping procedures, special techniques, supplies, and modern equipment.
- e. Development of laundry processing and supervisory standards.

Fire Marshal and Safety Director

During the fiscal year 1965 the reported fire loss amounted to \$141,718. This reported loss is by far the largest since the organization of this office in 1953. This fiscal year there was one major fire with a loss of \$105,000, and three fires with respective losses of \$6,000, \$7,000 and \$22,000. Each of these fires can be directly attributed to incendiary activities among our inmates and patient population, one of the most difficult problems of control this office faces.

	Buildings	Contents
Insured Value	\$175,006,150.00	\$20,213,250.00
Actual Loss		\$141,718

The actual loss reported is approximately .07 per cent of the total insurance in force.

A total of 7,635 individual fire prevention inspections were conducted by the institutional fire prevention services. These inspections provided the vigilance necessary to uncover and correct hazardous conditions and are the basis of our fire prevention program. Minor violations and hazards uncovered by these inspections received immediate remedial action by the institutional staffs. More complex and serious hazards required administration action by this office for correction.

Business Management

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

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

During the period covered by this report twenty-one (21) investigations were conducted of fires of major incendiary or suspicious nature, which occurred on State-owned property. Nine (9) investigations resulted in apprehension of the guilty party or parties.

Bureau of Farm Operations

The total value of all farm products was \$1,577,238, compared to \$1,664,843 in 1963, a decrease of \$87,605.

The field crops turned out very well in spite of the severe draught, but fruits and vegetable were very low. The loss of fruit and vegetable acreage to new building projects is another further reason for low production.

Dairy production showed an increase despite the dry summer. Dairy products amounted to \$873,079, an increase of \$5,121 over 1963.

The pork products amounted to \$103,096, a decrease of \$16,774, caused by killing hogs at a lighter weight than in past years.

The poultry production increased this year to \$103,096 compared to \$90,405 in 1964, a difference of \$12,690.

Bureau of Maintenance Collections

	1965	1964
Non-Indigent and State Contributing	\$2,301,862.23	\$2,194,775.72
Recoveries	1,518,087.67	1,436,613.05
County Regular	20,152,906.32	19,662,206.43
County Excesses	224,843.31	305,450.78
Social Security	1,837,425.42	1,698,587.82
Hospitalization Insurance	537,777.63	590,138.27
Veterans' Administration Funds	224,789.76	214,862.86

Total collections and receipts in the various categories amounted to \$24,197,699, an increase of one-half million dollars over the previous year.

During the year the Bureau turned over to the Counties, consistent with the Social Security program, approximately \$500,000.

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The centralized billing procedures are working efficiently. This year billing will be made directly from the Central Office which saves time and effort on the part of the institutions.

Bureau of Transportation

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

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

Expenditures for Year Ending June 30, 1965

MENTAL HOSPITALS

Greystone Park	\$10,330,418
Trenton	8,441,259
Marlboro	6,694,406
Ancora	5,495,842
Neuro-Psychiatric Institute	3,991,163
TOTAL MENTAL HOSPITALS	34,953,088

OTHER MENTAL FACILITIES

Diagnostic Center	807,045
Brisbane Child Treatment Center	449,601
TOTAL OTHER MENTAL FACILITIES	1,256,646

TUBERCULOSIS HOSPITALS

Glen Gardner	1,468,153
TOTAL MENTAL AND TUBERCULOSIS COSTS	37,677,887

MENTAL RETARDATION INSTITUTIONS

Vineland State School	4,049,345
Woodbine	2,425,821
Totowa	2,254,075
New Lisbon	2,129,383
Johnstone Training Center	1,150,505
Woodbridge	1,042,914
TOTAL MENTAL RETARDATION INSTITUTIONS	13,052,043

CORRECTIONAL INSTITUTIONS

Jamesburg	1,711,549
Annandale	1,798,415
Clinton	1,233,136
Girls Home	935,264
Youth Reception and Correction Center	47,366
Trenton Prison	2,506,573
Rahway	1,833,782
Bordentown	1,853,907
Leesburg	718,511
TOTAL CORRECTIONAL INSTITUTIONS	12,638,503

SOLDIERS' HOMES

Vineland	475,118
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Menlo Park	298,489
TOTAL SOLDIERS' HOMES	773,607
OTHER INSTITUTIONS	
Highfields Group Center	60,156
Warren Group Center	49,332
Turrell Group Center	53,159
Ocean Group Center	49,897
TOTAL OTHER INSTITUTIONS	212,544
TOTAL ALL INSTITUTIONS	64,354,584
CENTRAL OFFICE	
Administration General	962,204
Division of Welfare	790,759
Parole Board	69,953
Division of Correction and Parole	1,092,118
Division of Mental Retardation	998,104
Division of Mental Health	566,424
TOTAL CENTRAL OFFICE	4,479,562
NON-INSTITUTIONAL ITEMS	
Commission for the Blind	1,438,496
Bureau of Children's Services	2,780,515
Debt Service	5,907,445
TOTAL NON-INSTITUTIONAL	10,126,456
STATE AID	
Old Age Assistance	3,760,000
General Assistance	6,395,851
Disability Assistance	2,571,833
Assistance for Dependent Children	16,861,902
Child Care	3,080,500
Medical Assistance for the Aged	4,607,658
Blind Assistance	221,131
County Mental Hospitals	7,163,207
County Tuberculosis Hospitals	222,035
Community Mental Health Services	1,465,390
TOTAL STATE AID	46,349,507
TOTAL INSTITUTIONS AND AGENCIES	\$125,310,109*

*(Does not include Capital Expenditures)



