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The
**WELFARE
REPORTER**

**50th ANNIVERSARY
1918-1968**

"Today's Hope for Tomorrow"

Volume XIX - No. 2
APRIL 1968

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ANNUAL REPORT • 1967

The **WELFARE REPORTER**

*Department Publication
Institutions and Agencies*

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G. Thomson Durand, 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 1967
in compliance with Title 30:4-126 and Title 52:14-18 of
the Revised Statutes.

Sincerely your,
LLOYD W. McCORKIE
Commissioner

Division of Mental Health and Hospitals

V. Terrell Davis, M.D., Director

As the Department of Institutions and Agencies formulates plans to celebrate its 50th Anniversary in 1968, commemorating a half century of successful service to the State in the areas of social, correctional and mental health needs, the Division of Mental Health and Hospitals, an integral part of the Department, will also review a record of more than 100 years of service to the mentally ill of New Jersey. In addition to the 50th Anniversary for the Department, the year 1968 also marks the 120th Anniversary of Trenton State Hospital, the 70th Anniversary of the New Jersey Neuro-Psychiatric Institute (formerly the Skillman Village for Epileptics), and falls short by only eight years of the 100th Anniversary of Greystone Park State Hospital.

Progress on the mental health front, which has been surging ahead at an increasing rate in recent years, is still accelerating in all areas in New Jersey: improvements in patient care; advances in research; earlier return of patients to the community; rehabilitation of the mentally ill to the fullest degree possible; extension of the family-care concept; more adequate facilities for inpatient care; improvements in programs of care for children; constructive programs for the drug addict, the alcoholic, the sex-offender; and great strides in community interaction on local levels.

Changes over the last decade and half are startling indeed, but in reviewing the early history of the State's first mental hospital (Trenton State Hospital), it is even more surprising to find that the care of the mentally ill seems in some ways to be turning full circle, with increasing emphasis on community responsibility, a returning emphasis on the concept of smaller, airy and attractive facilities, and on an early return of patients to the community goals which were set down in the original planning for Trenton State Hospital in the mid 1840's. ⁽¹⁾

Promising as the picture may be in certain areas, much still remains to be done. Some goals have been achieved, others are partly complete, while still others are pending for a variety of reasons—from a shortage of valuable professional staff to lack of funds for the implementation of certain projects. A ten-year comparison in New Jersey of the fiscal year of 1956-57 with that of 1966-67 reveals a tremendous growth in the utilization of existing services and a corresponding, if paradoxical, decline in the number of patients in hospital residence. The following figures vividly illustrate the new trend of the last decade, a trend which is expected to continue. ⁽²⁾

COMPARISON OF FISCAL YEARS 1957 - 1967

Patients resident in State Mental Hospitals	6/30/57	15,161
Patients resident in State Mental Hospitals	6/30/67	11,512
		<hr/> 3,649 decrease
Patients admitted in 1957 (includes readmissions)		5,911
Patients admitted in 1967 (includes readmissions)		10,594
		<hr/> 4,693 increase

Changes During the Past Fiscal Year:

Patients resident in State Mental Hospitals July 1, 1966	12,284
Patients resident in State Mental Hospitals June 30, 1967	11,512
	<hr/> 772 decrease

The decline is continuing, and reflects a trend which is nation-wide, for statistics demonstrate that the population in all state mental hospitals has been decreasing steadily since 1956, the year when the use of tranquilizing drugs first became widespread. In 1966 the number of patients in the nation's mental hospitals had declined to 422,000, a number actually below the level of 20 years ago when approximately 460,000 patients were hospitalized. This decrease from a high of almost 560,000 patients in 1955 is even more startling when the steady increase in population is considered. ⁽³⁾

This does not mean that the state hospital is on the way out. Indeed, yearly figures show a continuing rise in admissions. However, state hospitals are adapting to changes in the pattern of psychiatric care in many ways in addition to sectionalization. They are participating actively in community mental health center planning, for one, and are embarking on more research. They are also continuing their accepted role as hospitals for the care of those suffering from organic brain injury or disease, and for the residual group of patients, such as the schizophrenics who not respond well to drug therapy, and the geriatric patients.

These two latter groups comprise a major portion of the psychiatric hospital population today, yet they do may anticipate an improvement in their condition in the future. Major work in schizophrenia is being done at the Bureau of Research in Neurology and Psychiatry at the New Jersey Neuro-Psychiatric Institute, and much of this research is already showing promising results among schizophrenics. In addition, the Division has designed a new psychiatric-geriatric unit to provide specialized care for feeble or physically-incapacitated patients who do not require residential care in a psychiatric setting. These units will be constructed adjacent to general hospitals which will provide appropriate medical and surgical care when needed. Planning for such a unit is well advanced in cooperation with Bergen Pines County Hospital, and other possible locations are being explored.

As background to the tremendous surge of activity in mental health, it is enlightening to note some significant changes in the last two decades re-

flected in statistics on the nation's psychiatric hospitals. (4) Trends in utilization for non-federal psychiatric hospitals showed that the highest year for per cent of occupancy was 1948 with 99%. The lowest was in 1965 when it was 88.6%, but by 1966 it had increased to 91% to equal the 1946 rate which was also 91%. This was in spite of the fact that admissions in 1946 were 202,000 and in 1966 had risen to 451,000, or more than double the 1946 number.

Pinpointing a continuing problem of need for staff were the figures for number of psychiatric personnel. In 1946 there were 99,000 psychiatric personnel, or 19 per 100 census. This was in contrast to the 1946 figure for *all* hospitals which was 830,000 or 73 per 100 census. By 1966 the personnel figure for psychiatric hospitals had risen to 274,000, or 47 per 100 census, yet the figures for all hospitals had grown to 2,106,000, or 151 per 100 census.

Sectionalization

On the State level, there was marked progress toward achievement of the Division's goals for the past year. Sectionalization of the large psychiatric hospitals into smaller semi-autonomous units is a major current goal of the Division. These units under assistant medical directors actually reflect recommendations which were made more than a century ago by the Association of Medical Superintendents of American Institutions for the Insane, precursor of the American Psychiatric Association. This pioneer group felt that a "lunatic asylum," as such institutions were uncompromisingly labeled then, should not exceed 250 beds (5) in order to provide the maximum of beneficial care for those "unfortunately deprived of their reason."

Sectionalization of the State's hospitals continued at a steady pace despite physical difficulties inherent in the older institutions. Sectionalization is a complex procedure which involves programming, establishment of procedures, the development of staffing patterns, a reassignment of authorized staff, regrouping of patients, and structural modifications in buildings. Yet, by the end of the fiscal year sectionalization was virtually complete at Ancora State Hospital, and Marlboro State Hospital had reached a second phase of reorganization to bring the classification of Sections into line with the Division's policies. Trenton State Hospital was nearing completion although regionalization remains a problem. Greystone Park State Hospital, the largest of the State's institutions, had made significant strides in its programming as well. With the Legislature's authorization of additional positions for psychiatrists and physician-specialists to head up these new sections, it was possible to make important advances. Major patient-care sections planned in psychiatric hospitals include child psychiatry, adult psychiatry, geriatrics and medical and surgical sections. Training sections are also provided.

The resident population in the four hospitals all showed a decrease during the year. Greystone Park State Hospital had 4,558 in residence on July 1, 1966 but had fallen to 4,367 by June 30, 1967. Trenton State Hospital had decreased from 3,083 to 3,044. Marlboro State Hospital showed the greatest

decrease of 294, from 1,791 residents on July 1, 1966 to 1,497 on June 30, 1967. Ancora State Hospital also showed a remarkable decrease of 253 patients from 1,923 to 1,670. New Jersey Neuro-Psychiatric Institute showed little fluctuation, remaining at the 840 mark with an additional two patients in residence at the end of the fiscal year. Of the resident total of 11,512, 438 patients were on temporary visit, learning to readapt to normal community living. This was in contrast to only 235 last year.

A major development in psychiatric education during the year was an increase in psychiatric residents as a result of salary increases which became operative in September 1966. There are now 39 psychiatric residents currently in training as against 33 a year ago. In addition, all of our teaching centers have now qualified for Federal support under the General Practitioner Training Program, administered by the National Institute of Mental Health. Because of current limitations in available monies, one program has not yet been funded, but at the remaining four institutions there are presently ten Federal stipends available, each in the amount of \$12,000 annually. During fiscal 1967 there were 52 budgeted positions for psychiatric residents distributed among the State's five training centers and 41 residents in training. During the year seven of the ten who completed their training in our program accepted staff appointments. Exclusive of psychiatric residents, 2,963 received an organized course of instruction during the year. These were distributed as follows:

Psychology Interns or Fellows	11
Trainees in School Psychology	2
Social Work Students	5
Medical Students	13
Trainees in Pastoral Counselling	143
Graduate Nurses	339
Undergraduate Affiliate Nurses	747
Practical Nurses	459
Hospital Attendants (Levels I, II and III)	1,205
Undergraduate Occupational Therapy Trainees	30
Recreational Therapy Aides	9
TOTAL	2,963

Administrative Appointments

Among important events of the year was the appointment of three psychiatrists to crucial administrative positions. Martin H. Weinberg, M.D., became Medical Director of Trenton State Hospital on January 1, 1967; Evelyn P. Ivey, M.D., assumed the post of Medical Director of the Arthur Brisbane Child Treatment Center at Allaire in mid-January, and Robert E. Adams, M.D., became Deputy Director of the Division in February.

The generally high quality of patient care in the hospitals continued to

be evidenced by the reaccreditation of Trenton State Hospital and Marlboro State Hospital in December 1966 by the Joint Commission on Accreditation of Hospitals. In May 1967 Greystone Park State Hospital was also reaccredited by the Commission. Ancora State Hospital, which is also currently accredited, is scheduled for reinspection in 1968.

In addition, all four psychiatric hospitals have their residency program for three years approved by the Council on Medical Education of the American Medical Association, and New Jersey Neuro-Psychiatric Institute is approved for the three years plus an additional year in child psychiatry. A recent graduate of this program, Carlos Burlingham, M.D., became Director of Children's Service at the Institute in May 1967, thereby strengthening the children's program considerably.

Special Sections

There was continuing activity and material progress in the development of children's sections at the other hospitals in accordance with the State Board of Control's Directive of 1963. Ancora State Hospital opened its new children's section in February 1967 and Greystone Park opened its in May 1967. By the end of the fiscal year Trenton State Hospital was ready to embark on a remodeling of the Forst building and the construction of a free-stand building for its children's section. Marlboro's children's section, which had already been established, opened a cottage as a residence for girls. It also reported that the Bureau of Children's Services had cooperated greatly, thus facilitating more discharges from the section.

Another unit of the Division went into operation in May as well, the inpatient Sex-Offender Treatment Section, a separate building within the walls of Rahway State Prison. The Diagnostic Center at Menlo Park provides clinical services for the inmates of this unit. By way of note, the Diagnostic Center reported that the past fiscal year showed a 15% decrease in number of sex offenders referred by the courts who were examined at the Center, the lowest number since 1951.

New Services

Two programs of significance to various communities were developed during the last year, a Suicide Prevention Telephone Service at Ancora State Hospital, which is believed to be the first mental hospital in the nation to set up such a program, and a Crisis Intervention Telephone Service at Marlboro State Hospital, a joint enterprise of Marlboro and Middlesex County agencies. Ancora also initiated a seven day-a-week visiting schedule and Trenton State Hospital increased its visiting days from two to four days a week.

The Arthur Brisbane Child Treatment Center, under the leadership of Dr. Ivey, the new Director, has developed new screening procedures de-

signed to facilitate the entrance of patients and establish a continuum of care with the cooperation of outside agencies. New goals for the Center were also set up and approved by the board of Managers.

Drug Program

The Drug Addiction Treatment Program was experiencing a difficult transitional year. The first full fiscal year of operation had revealed many needs, especially for funds, since the program had been operating modestly on a Federal Hospital Improvement Grant. In addition, the inpatient facilities were inadequate, with security precautions practically non-existent. Sophisticated laboratory equipment for chromatography, a method of testing the urine for drug content, was found to be a necessary adjunct to supervision of patients in treatment and in after-care programs, and will be in operation in the next fiscal year.

Difficulties were experienced in attempting to coordinate all phases and it was found necessary to separate the operation of the program into the roles of a general coordinator of the overall program, a clinical psychiatrist in charge of the inpatient unit, and an experienced law enforcement individual to handle the delicate liaison with courts and other law enforcement officials, under the terms of Chapter 226 of Public Law 1964, which originally set up the program. Reorganization of this program had not been completed by the end of the fiscal year, but guidelines had been established for a more effective program.

Meanwhile, the Division of Mental Health and Hospitals, as the delegated authority for the Drug Addiction Program in the State, cooperated with the new Department of Community Affairs in their efforts to secure Office of Economic Opportunity funds for Community Action Programs in Hudson, Essex, Middlesex and Monmouth counties, in excess of one million dollars for rehabilitation of drug addicts.

By the end of the fiscal year an aftercare clinic for drug abusers, in Morris County and a State-operated one in Newark, were scheduled to open. Narcotics aftercare clinics already exist in Middlesex, Bergen, and Union counties. These clinics are part of the long-range objectives outlined in Chapter 226 of the Laws of 1964.

Staff Shortages

A major problem, one which has plagued all operating units of the Division, not only this year but in other years as well, is the matter of staff shortages. This exists on all levels from the clinical psychiatrist to the food service worker. Last year some institutions experienced serious operational problems because of such shortages. Emergency action in the way of salary adjustments, additional advertising and stepped-up recruitment helped to some degree.

The program of the Rutgers School of Social Work, developed in co-operation with the Division, was suspended by Rutgers pending the development of an accelerated 16-month graduate program, expected to be operative by the Fall of the 1968. The move affected students from the Division's operating units, and alternative plans are being explored.

Recruitment problems are expected to continue but the Division hopes, through appropriate exhibits at professional meetings and the preparation of special brochures, to attract qualified people. This effort will be contingent, of course, on adequate funds for making salaries more attractive and competitive with business and industry and other agencies.

The problem of turnover is more than one of curtailment of important services to patients. It is also a financial problem of staggering proportions. National studies in the past have put the cost of separating and replacing an employee at \$300. This figure is probably conservative today, but the implications of such unavoidable costs are graphically illustrated by the turnover in the institutional attendant category alone, one of the difficult areas of recruitment. The following table shows the institutional attendant turnover at the various psychiatric hospitals during the past five fiscal years:

INSTITUTIONAL ATTENDANT TURNOVER FISCAL YEARS 1962 - 63 — 1966 - 67					
INSTITUTION	1962-63	1963-64	1964-65	1965-66	1966-67
Ancora	28.40%	23.46%	26.70%	33.00%	49.60%
Greystone Park	56.65%	53.94%	54.56%	50.00%	52.37%
Marlboro	43.18%	43.67%	47.30%	60.80%	57.55%
Neuro-Psychiatric	19.66%	16.30%	22.60%	31.30%	42.56%
Trenton	34.70%	27.30%	40.40%	45.50%	45.15%

During the year legislature of considerable importance to the Division was passed. One bill facilitated the transfer of bond monies which had originally been earmarked for a new neuropsychiatric institute, at the present New Jersey Neuro-Psychiatric Institute location, to the Rutgers School of Medicine for the construction of facilities which would include needed elements of a community mental health center serving citizens in the area. Present programs at New Jersey Neuro-Psychiatric Institute are expected to continue, while the institute at Rutgers will be particularly valuable in training scarce psychiatric personnel.

Community Mental Health Services

Assembly bill #600, which was signed by the Governor on June 12th, has far-reaching implications for the field of mental health in New Jersey and the Division in particular. The bill, which amends the Community Men-

tal Health Services Act of 1957, will enable the State to make use of Federal funds in the construction of Community Mental Health Centers throughout the various counties and will make it possible to carry out the proposed plans more expeditiously. It also strengthens the role of the County Mental Health Boards in their development of community mental health services.

Of prime importance is the provision for a Community Mental Health Board of 15 members which will consist of ten appointed by the State Board of Control for the Governor's approval. Of these, seven will be from among citizens of the State who have demonstrated their interest in mental health services, two from a group recommended by the State Association of Freeholders, and one recommended by the State League of Municipalities. This group will serve three years. The remaining five, who will serve one-year terms, will be chosen by the State Board of Control from the Board of Managers of the four State psychiatric hospitals and the New Jersey Neuro-Psychiatric Institute. The new Board will regularly review all programs of the department dealing with community mental health and make appropriate recommendations to the State Board of Control concerning policies and procedures.

State action in the area of community mental health services was further strengthened by the formation of a Bureau of Special Community Mental Health Services, which will be primarily responsible for the development of community mental health centers construction and staffing throughout the State. The first State Plan for Construction of Community Mental Health Centers had been prepared for the fiscal year of 1964-65 and was used in the same from during fiscal year 1965-66. During the past year the plan was revised by the Bureau of Special Community Mental Health Services and incorporates information which has become available since the plan was first issued. The revised plan has been presented to the State Board of Control for approval.

Fiscal 1967 was marked by two major conferences conducted by the Division which were significant in furthering the development of community mental health centers. The Fifth Biennial Conference of County Mental Health Boards was held in Newark in September 1966 and was especially designed to orient the Boards to new Federal and State programs in mental health. Those attending also included County Freeholders and professional advisory committees appointed by the County Mental Health Boards in accordance with New Jersey statutes.

In late November 1966 a special meeting for community mental health leaders from various counties was held at Asbury Park, with representatives from other States which had already developed community mental health centers, as well as Federal representatives from the National Institute of Mental Health (NIMH) on hand to advise and assist the participants in planning their individual programs.

By the end of the fiscal year four construction grant applications for community mental health centers had been approved by both Federal and State governments: two in Essex County—The Newark Mental Health Center and the Mount Carmel Guild Multi-Service Center in Newark; and two

in Middlesex County—The Raritan Bay Community Mental Health Center at Perth Amboy and the Rutgers Medical School Mental Health Center at New Brunswick. A staffing grant for Hackensack Community Mental Health Center, Bergen County, was also approved.

Research

Research and publication of work in progress continue within the Division. Early in fiscal 1967 the Bureau of Research in Neurology and Psychiatry reported striking results in its studies on the effect of nicotinic acid, niacinamide, adenine, adenosine, NAD and ascorbic acid on Quantitative EEGs. These findings indicate a rationale for use of niacin and other substances in treatment of schizophrenia. As a follow up to this research the NIMH approved Marlboro State Hospital's request for a four-year grant award for a research project on niacin in the treatment of schizophrenia.

The Bureau of Research also provided the material for a special scientific session, "Promising Developments in the Differential Diagnosis and Evaluation of Schizophrenic Reaction." The session was held at the 201st Annual Meeting of the Medical Society of New Jersey at Atlantic City in May 1967, with Dr. Paul Haun, the Division's Director of Psychiatric Education, as moderator.

Topics covered included: Neuropharmacological Studies at the Bureau of Research, discussed by Carl C. Pfeiffer, M.D., who is Chief of the Bureau's Neuropharmacology Section; Techniques of Evaluation of New Drugs for Schizophrenia, discussed by Arthur A. Sugarman, M.D., Chief of the Bureau's Investigative Psychiatry Section; the Quantitative Electroencephalogram and Drug Action, discussed by Leonide Goldstein, D.Sc., the Bureau's Senior Scientist-Psychopharmacologist; and The Scientific Exploration of the Worlds of the Mentally Ill, discussed by A. Moneim El-Meligi, Ph.D., visiting Professor of Psychology at Rutgers and Consultant to the New Jersey Neuro-Psychiatric Institute.

During the year, New Jersey Neuro-Psychiatric Institute began the telemetering of electroencephalograms being done at the EEG laboratory. Patients' brain waves are transmitted by radio with the use of a small amplifier and FM transmitter (approximately the size and weight of a pack of matches) fixed to the forehead by doubled-sided adhesive tape. Brain waves can be recorded from patients while sitting, standing or walking, within a radius of 50 to 100 feet. Application of this technique will include obtaining EEGs from children or uncooperative adults who are unwilling to lie quietly for recording. It will also be used for the recording of epileptic activity during or between seizures.

Ancora State Hospital received a Public Health Service Grant for treatment and rehabilitation of geriatric patients. It has been awarded for a period of five years beginning January 1, 1967. The program is expected to develop a more highly therapeutic climate for geriatric patients. Such an intensified program, it was felt, should ultimately result in shorter hospitalization and reduced operational costs.

At Trenton State Hospital and at the Somerset County Regional Mental Health Center studies were made of diurnal changes in the EGGs.

Professional Accomplishments

Professional activity continues on a very productive level. Numerous papers by staff members in the Bureau of Research in Neurology and Psychiatry were published or are in the process of publication.

The Director of the Division was named a member of the Psychiatric Advisory Committee to the Hospital Administration Services Program of the American Hospital Association. He also served as a member of a task force along with members from the Department of Health, to develop a New Jersey proposal for Comprehensive Health Planning to be supported under PL 89 - 749, familiarly known as the Partnership in Health bill.

Paul Haun, M.D., Director of Psychiatric Education, contributed a chapter to the volume, *Leisure in Mental Health: A Psychiatric Viewpoint*, published by the American Psychiatric Association, and also contributed a chapter to *Current Psychiatric Therapies*, Volume 7, Grune & Stratton, on "Recreation in Medical and Psychiatric Therapy." Dr. Haun continues as a member of the Professional Advisory Committee of the National Association for Crippled Children and Adults, and is chairman of the American Psychiatric Association's Ad Hoc Committee in liaison with the American Institute of Architects. He is also a member of the Manpower Utilization Committee of the Northeast States Government Conference.

Other distinctions accorded members of the Division during the year included the appointment of Dr. Humphry Osmond, Director of Bureau of Research in Neurology and Psychiatry, as a member of the Royal College of Physicians. Also Dr. Evelyn Ivey was elected president of the American College of Psychiatrists, and Dr. Robert E. Adams was elected Secretary-Treasurer of the Central New Jersey Chapter, District Branch of the American Psychiatric Association. Dr. Martin H. Weinberg has just completed a term as president of the New Jersey District Branch of the American Psychiatric Association.

Goals

With an active and highly productive year behind it, the Division of Mental Health and Hospitals began to move into further long-range planning, especially in certain vulnerable areas. This is in keeping with its responsibility for State policies, planning, development and evaluation of mental health programs, including the integration, revision and coordination of on-going programs as well as the orderly development of new and expanded services. Some other major goals are educational ones: the acceleration of career training opportunities for attendants, psychiatric technicians, licensed practical nurses, registered nurses and candidates for a bachelor's degree in nursing. Coincident with this will be the development of refresher training and recruitment programs for registered nurses and expansion of the registered nurse training scholarship program. The emphasis on career

development will also lead to full utilization of educational leave for in-service training for career development, to relieve shortages and scarce professional manpower. The projected educational programs include training in administration for such personnel as nursing supervisors and psychiatrists, and those in business administration.

Other long-range objectives include a plan to coordinate use of student positions to improve patient care at the hospitals, and at the same time to utilize this opportunity for potential recruitment. Adjuncts to teaching, such as close-circuit TV, for in-service training and staff improvement at all the major facilities are planned as well.

Other plans call for the setting of standards in housekeeping and in preventive maintenance. The establishment of a realistic program of compensation for working patients, especially the implementation of provisions of an institutional-aide program employing former patients in a sheltered workshop-type of situation would also be an important goal.

In addition, the Division will seek to improve its ability for grants management and their administration: also, to increase its capability for providing leadership in mental health education throughout the State. A vital part of all planning for the future will be the development of a realistic long-range capital construction program for comprehensive mental health facilities in the State. Some of these plans and objectives of the Division have been discussed earlier in this report.

It is apparent that the Division is actively at work on many fronts in its efforts to care for the citizens of the State who suffer from emotional or mental illness. Yet, in the field of mental health one can never write "finis" to a script which involves the human potential to such an extensive degree.

The past ten years have seen the development of such exciting and productive approaches to mental illness that it might well be termed the first decade of a new concept of mental health care. With diligent use of all resources available, it is possible that the second decade may be more dramatic than the first.

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Division of Mental Retardation

Maurice G. Kott, Ph. D., Director

The Division of Mental Retardation is responsible for the administration and operation of the six existing residential facilities for the retarded in the State, as well as the determination of future construction needs; the provision of purchase of residential care; the direction of activity centers for adults and day care for children; service programs including placement in foster homes, boarding homes for shelter care, field services through its regional offices to both the retarded person and his family; diagnostic, clinical and social services; classification and evaluation directed at determining service and program requirements; research in the prevention of mental retardation; and the development of new and effective methods of treatment and training.

Goals

In reviewing its activities for the past year and analyzing existing needs in the light of the responsibilities with which it is charged, the Division has set the following goals for the ensuing year:

- I Development and implementation of:
 - A. Adequate clinical and social services provided within the Division, directed toward the specific disabilities of retarded persons and intended to prevent the secondary effects of retardation.
 - B. Adequate methods and facilities for retarded persons.
 1. For less than 24 hours a day care to supplement support provided by families in the community by way of
 - a. Day care services for children
 - b. Activity centers for adults
 2. For 24-hour-a-day care where the retarded person cannot live with his family or independently in the community by way of
 - a. Foster homes
 - b. Boarding homes for sheltered care
 - c. Group residential facilities (special institutions).
- II The development of central or fixed points for life consultation for the retarded, including assistance and protection for the retarded person and the guidance of his family.
- III The maintenance of plant so that programs may be efficient, and the use of appropriate economy so that the resources of the State, the Department, and the Division shall be utilized for the mentally retarded to the maximal extent possible.
- IV The integration of Division programs and services so that each retarded person receives the service he requires without interruption and at optimal times in his development. The coordination and cooperation of various units within the Division shall be achieved by a central classification unit and the administrative and review authority of the Director, formalized through mental retardation circulars.

- V Systematic, long-range planning, undertaken by the Division Central Office staff, to assure meeting of future needs.
- VI Research and development so that new and effective methods of treatment and training become part of Division programs.
- VII Staff training to assure the attainment of Divisional goals.
- VIII The development of programs of education to increase public awareness and to provide information to professional organizations.
- IX Collaboration with other public and private agencies so that programs for the retarded may be comprehensive and services effective.

Attainment

Additional resources made available to the Division for Fiscal Year 1967, in combination with those which had been made available in previous years, enabled the attainment of a considerable portion of the goals previously cited.

Residential Facilities

The average resident population of New Jersey's six institutions increased from 5988 to 6334 within this year, while the year end population grew from 6493 to 6640. The net difference fails, however, to reveal the extent of new cases admitted to residence this fiscal year. Six hundred and two were admitted, 55 of which had been in residence in State facilities other than for the retarded. In all, 7095 persons were served by institutions for the mentally retarded. The major portion of admissions included severely handicapped children or severely emotionally disturbed adolescents, extending the impact of such cases upon the residential facilities in terms of their need for augmented care, protective and medical services. Notable strides in educational services took place at Woodbine; new strategies of training were introduced at Vineland; a new hospital service was developed at New Lisbon; services to the emotionally disturbed retarded and those with behavior problems were expanded at Johnstone; new thrusts in staff development, physical therapy and fundamental self-care training of residents were to be found at Woodbridge; and techniques of physical therapy and speech training were refined at Totowa. To a great extent these marked improvements were functions of the manifestly successful Federally funded "hospital improvement programs" at all New Jersey's institutions for the retarded, and by the availability of more than \$400,000 of Federal Title I funds for improvement of educational and training services. The demonstration phase of projects funded by such Federal sources is about over. Requests for State support of a portion of these ventures will increase in future years, corresponding to anticipated reduction in federal funding.

Fiscal year 1967 has been a year notable in regard to the beginning of construction for Hunterdon State School, reflecting potential for future service rather than an actual service accomplishment in the past fiscal year. In

the same sense, pre-planning for Somerset State School (including site acquisition, the development of a construction program and initial architectural work), as well as the availability of planning funds to develop the Blind Unit of Johnstone Training and Research Center, a site plan and planning for cottage replacements at Vineland State School and for an infirmary at the Almond Road Colony of Vineland State School, utility planning at Totowa, and plans for the long required administration building and site development at Woodbine, are all harbingers of increased service capacity to meet the needs of New Jersey's handicapped citizens.

Further expansion of facilities for 24 hour care will be a concern of the Division so long as New Jersey's population continues to grow and so long as services are improved, so that citizens will be less and less reluctant to call upon the State's programs to help with family difficulties. Data, which developed after Hunterdon State School was planned, affirmatively suggest that this facility cannot be the last that New Jersey builds. A systematic program for construction of new institutions and renovation of older facilities is required. With the 834 beds available at Hunterdon State School, New Jersey will not be able to eliminate the overcrowding at its other facilities, unless there is a real commitment to additional construction. By the time Hunterdon is filled, moreover, more than 1,000 persons will be waiting for space in public institutions, even considering the effect of the 40-bed Johnstone Center blind unit anticipated from 1968 construction funds, and the 470 who should be accommodated by the end of 1968 under the Purchase-of-Care program. These latter cases are not included in the 1970 year-end waiting-list estimate.

The contemplation of another facility for the mentally retarded (for instance at Lyons—the probable site of Somerset State School) should not divert attention from the need for appropriations to complete the four additional cottages at Hunterdon and from the appropriations required to bring existing institutions into a state of readiness for a high quality of service at those facilities. A comprehensive survey of capital construction requirements throughout the Division of Mental Retardation, completed this past year, suggests a financial need in excess of 80 millions, including approximately 26 million for the anticipated Somerset construction and 17 million to complete the construction of community facilities, including day care centers, activity centers, and small group homes in the community. The overcrowding at Woodbine will be eliminated to some extent by the transfer of approximately 200 cases from Woodbine Colony to the Hunterdon State School. The fact remains, however, that severe overcrowding at Woodbine and Vineland State School has been recognized for more than 15 years and the Division has had, as part of its overall plan, a commitment to reduce that overcrowding. Recognition of this condition by the Association for Retarded Children led to the conclusion in their most recent annual report that: "Overcrowding is still the biggest problem facing the Division of Mental Retardation." It is to be noted that among all of our overcrowded institutions, Woodbine is the most severely beset, with an average of only 39 square feet per bed. Vineland has 44 square feet per bed; New Lisbon Colony, 48 square feet per bed; and the North Jersey Training School 58 square

feet per bed. The standard recommended by the American Association on Mental Deficiency is 70 to 80 square feet per resident bed.

Further, the decision on future Woodbine transfers to Hunterdon was influenced by the State Board of Control policy and the recommendation in New Jersey's Comprehensive Plan to Combat Mental Retardation to limit facilities for the mentally retarded to 1,000 beds. Funds are presently on the horizon for reducing the overcrowding at Vineland State School. Reduction of the over-all size of the 1950-bed Vineland State School to the State Board of Control standard is possible by division of that facility into two institutions, each of less than 1,000 beds, an administrative issue presently being considered by a Central Office-State School Committee. No such relief by way of appropriation for renovation or new construction nor administrative contrivance to reduce over-all size was on the horizon for Woodbine Colony. As a consequence, the commitment to transfer 200 cases to the Hunterdon State School was undertaken.

Increased staff to serve the handicapped and augmented services have resulted in marked increase in per capita costs of residential services. The annual per capita cost at Woodbridge State School, for instance, has soared to a point not anticipated a generation, nor even a decade, ago. To provide similar care, protection and training to the 98% severely handicapped at the Almond Road Colony, an almost equal number at Woodbridge, the 75% at Vineland (up 47% in the last 15 years), the older men at New Lisbon Colony, and the acting-out, aggressive and disturbed girls and boys at Totowa and Johnstone, it takes staff in proportions not conceived of in the past. The additional expenditures also reflect contemporary public morality about institutions. New Jersey citizens will not countenance the mere warehousing of handicapped people.

Rising costs, however, are not attributable exclusively to improved care for residence. Institutionalization requires the provision of almost all of those necessary aspects of everyday life provided by private enterprise and local and State government to individuals who live in the community. In institutions, employees are needed for support-service categories, including dietary, building maintenance, cleaning, laundry, security, power, grounds, all of whom do not ordinarily give direct care to patients, and all in areas affected by extra institutional inflationary factors. Such inflationary factors are revealed by comparison of rate increases in general hospitals over the past ten years. When the amount of staff required for administrative and non-direct care portions of the employee complement, i.e., support-service categories, is deducted from the total number of employees, the number of care employees left (even in an institution with the greatest ratio of staff to residents, "1:1.29," at Woodbridge State School) is barely sufficient to provide direct care and treatment services. Residents are present in the Institution 720 hours each thirty-day month while the average full-time employee is available for only 172 hours of service per month, provided he is not ill or on vacation.

An additional factor in the large increase in per capita residential costs may be significant. There may be a difference between "cheapness" and

"economy," if the latter term includes the concept of "efficiency." To maintain a facility for a full capacity of the same mildly retarded for years resulted in "cheap" costs—it was, however, far from economical. Training, with a resultant acceleration in bed turnover so that more persons may be served, costs more in any one year but is "economical." To utilize older methods of treatment was "cheaper" but to preserve more lives by more costly techniques is "economical."

Purchase of Care

This program, initiated in the fiscal year 1965, provided the opportunity for emergency placement in private facilities for 684 mentally retarded children for whom space could not be found in State institutions. It is difficult to tell just where New Jersey would have been, with particular regard to its waiting list, without the Purchase-of-Care-Program.

At the close of Fiscal 1967, 344 urgent cases were in placement in non-State facilities with support from this program. By the end of Fiscal Year 1968 this program should serve 470 cases. The per capita rate for 1967 averaged \$7.86 per day, excluding such extraordinary costs not reflected in our contracts with the private facilities providing placement. Much of the excess, however, was in the area of direct medical treatment to the cases on placement. During fiscal 1967, 142 cases had special medical needs at a total cost of \$6,491.23.

Because of higher rates of most of the private facilities serving our clients, it was necessary to request an increase in the maximum per capita rate. The State House Commission has approved a new ceiling of \$3,600.

This requested appropriation reflects not only the new rate ceiling but the apparent need for placing a greater number of children by way of this program, if it is wished to maintain New Jersey's potential level of service at a level proportionate to the current year. Space is at a premium in the public facilities and no reduction of case levels, even in the instance of overcrowding, seems possible. Further, it begins to appear as if the new Hunterdon facility will not become available before November 1968. Most of the 739 cases on the waiting list as of June 30th need placement right now. At least 900 additional cases, moreover, will come on the waiting list before Hunterdon is filled. It is on this basis that funds are requested for fiscal 1969 to increase the number up to 700.

Acceleration of this program will become a necessity as new urgent cases are added to those deferred in the past as not yet urgent. The latter will undoubtedly become urgent while they remain on the waiting list. One positive aspect of the Purchase-of-Care program is that in conjunction with the development of institutional facilities over the past two years, particularly Woodbridge State School, the anticipated period of waiting for service is held in some sort of control. A study of the waiting list, supported by Federal funds, and considering all persons who were on the waiting list on the first of January 1965, reveals that by the first of July 1967 only 90 of the original 1,528 waiting list cases are still awaiting service by the Division.

All others are in residence in a public institution, in a private facility by way of the Purchase-of-Care program, or have determined that they do not desire this service. Further, of the 90 cases waiting from January 1, 1965, still unserved by the Division of Mental Retardation, some are in correctional institutions or mental hospitals in New Jersey; only 54 are still in the community. This is "economy" in terms of time awaiting service, particularly for the 344 who might still be unserved without the funds for Purchase of Care. Finally, on this point of costs of service, the appropriation permitting such special residential services was not all new money for a new service. About 150 of the first cases placed on Purchase of Care three years ago were in placement paid for by the Bureau of Children's Services or by local or county welfare offices. These agencies, moreover, would have been carrying larger numbers in placement by 1967 in the absence of such a specific appropriation to the Division of Mental Retardation.

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

Research

It would be remiss to speak about the extent of service in New Jersey without some gesture in recognition of research undertakings in the residential facilities. In 1967, 17 significant research projects were undertaken, supported by, in the main, \$180,000 of Federal funds, and ranging from investigation of the vocational interests of the mentally retarded to a study of the physiological effects of aging in Monogoloid children. Three of the projects were undertaken in conjunction with other research organizations; the University of Pennsylvania, the White Laboratories, and New Jersey's College of Medicine and Surgery.

New Bureaus

The Division of Mental Retardation, itself, was strengthened by the creation of two Bureaus—The Bureau of Field Services and the Bureau of Day Training—and by the creation of a fourth Regional Office of the Bureau of Field Services to serve the northwest counties of the State, extending

the process of decentralization and fixing responsibility at the point of service. The establishment of this office gave evidence once again to the fact that demand for service is associated with the development of opportunities to partake of services. With the opening of the office in Hackettstown, there was a spurt in requests for services as the State program had a new visibility. Local citizens and agencies acted on the premise that an office in a nearby community afforded an opportunity for information exchange, exploration, and direct service, not available when the nearest Field Services' Regional Office was located 40 miles away.

Field Services

After thirteen years of growth, Field Services emerges as a social agency which gives service to all of the residential and non-residential components of the Division and to a wide segment of the community. There has been considerable trust placed in the program as evidenced by the range of assignments given to Field Services. But comments from many sectors of the State suggest the hope that Field Services could do more to meet the needs of the mentally retarded and their families. Within the staff of the Bureau there is a growing conviction that we need to do what we already have been charged to do in a more adequate and professional way. Both external and internal pressures are converging and the question: "How are we going to make the most of the resources at our disposal?" is most timely.

The personnel of the Bureau of Field Services are increasingly aware that a more sophisticated level of job performance is expected of them, both by the general public and by the hierarchy of the Division and the Department of Institutions and Agencies.

Guardianship

The greatest achievements of the Bureau of Field Services in the past Fiscal Year were associated with Division activities to implement Chapter 59 of P.L. 1965. The Bureau "tooled up" for guardianship services, extension of its post-institutional responsibilities, operation of the Family Care program, and, in general, to serve as the "fixed point of referral," established as one of the Divisional Goals. Of greatest significance for this Bureau's immediate future was the assignment of more than 400 cases for "guardianship" in addition to the 2191 other cases carried by the Field Services' staff and the assignment of the function of determination of "eligibility" for Divisional Services to the Regional Offices. These offices are not quite yet in a place where a New Jersey citizen can get all mental retardation services in one stop; perhaps they will never be, with operating programs appropriately supplied by other State Departments, but they are getting there!

Homemaker Program

The Homemaker program begun last year has not been a notable success. Staff turnover in Field Services' Regional offices, lack of understanding by family and referring agencies who had crossed the "point of no return," committed only to securing residential services, and the shortage of homemakers all contributed delay in establishing on a wide basis

what is believed to be a significant service to the retarded person and his family. This program will be pursued more diligently in the next fiscal year.

Day Care

The experiences that the Bureau of Day Care and Training staff have had in this, the fourth year, of that program suggest an abandonment of the concept of "care" and emphasis on "training." The number of children served had risen by year end to 331 over the 275 served in the previous year and the Center's programs were somewhat strengthened by grants to meet, partially, the costs of transportation. Fiscal Year 1967 saw the last year of operation exclusively through grants to components of the New Jersey Association for Retarded Children.

Prior to this Program, the children presently included in Day Care would have been excluded from public school and all other formally organized programs. During this four-year period, the Day Care enrollment has risen from 19 to 331 children and, concurrent with the Program growth, the number of Day Care Centers has risen from one to 28. Great steps have been made in the areas of providing the children with programs that specifically meet their social, emotional and physical needs. Each year sees children who previously were unable to feed themselves, untoilet trained and poorly coordinated, grow and become semi-independent individuals.

Funds appropriated in previous years have not provided transportation for all Day Care children, nor enabled the operation of programs on a 12-month basis, with the exception of one county. It is anticipated that the six centers presently under construction, plus an additional four centers, will be completed prior to the end of the 1967-68 Fiscal Year.

Experience in operating token transportation for the Program has indicated that transportation is important if the Day Care Program is to reach the maximum number of children in need of this service. In addition to transportation, operation of the Day Care Program on a 12-month, as opposed to a 10-month basis, is an absolute necessity. The past four years' experience has proven that children who are denied service during the summer months regress greatly. It is believed moreover that the present Day Care caseload represents less than one-half the children in the State in need of service. Therefore, it will be necessary for the Program to be expanded so that room for an additional 125 children may be developed. (Limitations of physical space now available are such that it will be impossible to accommodate more than 125 additional children during the year.)

Contracts have been awarded to build six State-operated centers which should be completed in the Spring of 1968. Plans for four more centers are completed and funds for their construction are available. Work has begun, moreover, on a curriculum, staff manuals, and projects which would extend this kind of a service to the young adults who may be the most disadvantaged segment of the retarded population. They are not in school or a residential facility; they do not go to Day Care Centers; they are not served by the Rehabilitation Commission nor in a sheltered workshop; they cannot work. Such are the Division's next target population.

Planning Training and Information

Considerable progress has been made in revising Divisional Circulars, particularly those relating to implementation of the major changes introduced in Chapter 59. Much remains to be done in this area especially in relation to concepts not explicitly stated in the revision of the statutes, but which are nevertheless important derivatives of that legislation. The recently completed revision of Departmental Administrative Orders has also required systematic review directed towards divisional documents which relate these Administrative Orders to the sometimes unique problems encountered in operation of programs for the mentally retarded.

Establishing procedures which feed-back information on implementation of both Division Circulars and Administrative Orders has been initiated, but a great deal of work still remains.

The development of specific procedures is proceeding at a relatively slow pace pending the completion of a divisional plan for reporting as concisely and directly as possible. A major step in this direction has been the standardization of monthly reporting by the institutional components of the Division.

Bureau of Operations

During the current Fiscal Year 1967-68, the Division of Mental Retardation, with the cooperation and assistance of the Departments of Treasury and Civil Service, created a Bureau of Operations to carry out the specific responsibilities of Administrative Order 1:42 requiring this Division to establish and promulgate programs, operational standards and controls. Consistent with these charges, the Bureau has identified the following goals for Fiscal Year 1968-69:

1. Review of Cottage Life and related institutional procedures.
2. Survey of institutional programs to determine their application and attainment of institutional goals.
3. Audit and evaluation of Bureau and institutional operations to determine their compliance with Administrative Orders 1:42, 1:44, and related Division Circulars dealing with communications, guardianship, reclassification schedules, and any other area designated by the Division Director which lends itself to audit and evaluation.
4. Review and evaluate appropriateness of nursing care practices in cottage and hospital areas of institutions.
5. Develop a protocol and forms required to carry out the inspection function assigned to the Division of Mental Retardation, in accordance with Administrative Order 1:15. This new function will require collaboration with the Bureau of Community Institutions to develop standards, procedures, and forms to effect annual inspection of the Department of Institutions and Agencies' public facilities for the retarded. Formal reports of findings and recommendations will be sub-

mitted to the State Board of Control for approval as required by the subject Administrative Order.

6. Evaluate the recreation, physiotherapy, education, and other institutional programs as they impinge on the general welfare of the resident population.

Much of the foregoing was accomplished with Federal grants. New Jersey has the largest Planning and Implementation Grant, and it has been the recipient of many special demonstration and research grants. It is at least fourth in number of children served under Title I projects awards; third in Hospital Improvement Grants; seventh in Hospital Inservice Training Awards; and fifth in the Foster Grandparent Program Awards. Acknowledgement for program support is also due to other Divisions in the Department of Institutions and Agencies, ranging from training for supervisory staff by the Bureau of Personnel Services to the extremely significant support from the Division of Corrections whose prisoners contribute so much to the food and laundry services at residential facilities for the retarded.

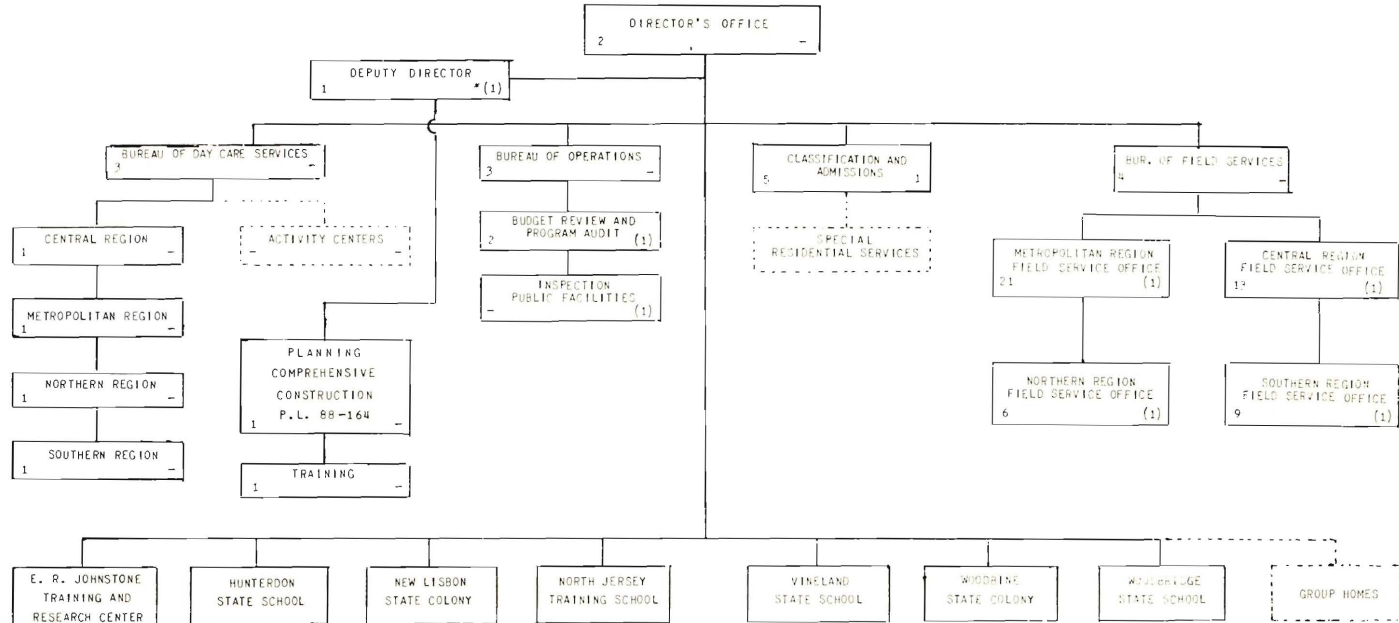
Other needs and persistent deficits remain to be met, however. Recruitment of professional staff and male attendants has been a continual problem and employee turnover, a sore. Construction is years behind where it should be. Relationships with the public and services to families are impeded by the State system of maintenance collections. Real "inspection" of public and private facilities it yet to come. Staff training is still primitive; and attempts at training the retarded, despite the great strides made recently, are still feeble.

While the Division of Mental Retardation is presently in a position to speak somewhat distinctly about needs in the area of cottage life, and while past considerable fiscal support from the Executive and Legislature has enabled New Jersey to improve such care services, the same sort of systematic analysis is required in other aspects of institutional management. What is now most required is the development of a well-conceived, integrated and professionally implemented program of education and training for the retarded. It has been demonstrated that resident competency can be developed to deal with the very real problem of existence in the world despite the magnitude of the intellectual deficit that a resident may display. To some extent, of course, dealing with the world means different things for different levels of retardation. Each handicapped person, however, can be trained so that some need not be confined in institutions for long periods and all can be made more competent to some extent. Even those who may have to remain in institutions for long periods or their entire life, will be easier to care for and happier. To realize such aspirations depends upon the recruitment of additional professional staff trained in special education, so that New Jersey can eventually serve every retarded person who comes to the Division—because he can be best served by the Division. We are aware that the public has become less tolerant of a double set of standards in favor of "us" as representatives of the sovereign State. The institutional superintendents and the Division Central Office staff, consequently, intend to address themselves intensively to this problem in Fiscal Year 1968.

DIVISION OF MENTAL RETARDATION

TABLE OF ORGANIZATION

Budgeted 67-68 and Proposed 68-69



* NOTE: ALL NUMBERS IN () REPRESENT POSITIONS REQUESTED F.Y. 68-69

SUMMARY: BUDGETED POSITIONS: 85**

POSITIONS REQUESTED: 8

** INC. 8 POS. ASSIGNED TO CENTRAL STENO. POOL, FILES, ACCOUNTING, I.D. AND GOV. COMMITTEE ON LIFETIME DISABILITY

(Wm. O. 10/67)

B.K.

Division of Correction and Parole

Albert C. Wagner, Director

This fiscal year has seen continued efforts to provide new and improved services to individuals committed to the care of the staff and facilities of the Division of Correction and Parole. There have been many problems but the progress made is an encouragement to those involved in the process. Recognition of needs in the field of correction, which was undoubtedly stimulated by the report on the President's Commission on Law Enforcement and Administration of Justice, as well as the public's often abrupt confrontation with problems of deprived and underprivileged persons has given some impetus to attracting educators, students, and social agencies to this field where previously there was limited concern. This is also encouraging to the correctional worker.

Population Pressure Continues

Court commitments during this period decreased by 6% as compared to last year, which had a 6% increase over the previous period. Greatest changes came in the two juvenile institutions which had a large decrease in commitments this period after a high increase the previous period; at Bordentown it was just the reverse. The commitments to the prison continued, like last year, to be high, while at Annandale and Clinton they continued to decrease slightly. The total number committed was 3565 in addition to 984 other admissions, including parole violators and transfers.

There was a total of 3523 parole releases during this period, an increase of 7% over last period. The State Home for Boys was the only institution which had a substantial decrease in parole releases. The total average daily population showed less than 1% increase although five of the eight individual institutions had increases.

There was a larger number of escapes this period as compared to the previous period. This increase was due almost entirely to the increase in runaways from the State Home for Boys, although the 1966-1967 figure for this institution was lower than the figure reported in 1962-1963 and 1963-1964. Leesburg had 14 escapes, the most it has had for at least six years, while Rahway had none, which is the lowest that institution has had for at least six years.

In spite of population changes, the problem of high population remains critical in most all of the institutions, with resulting curtailment of effective programs and services in overcrowded facilities. Some of the hope for relief lies in expanding physical plants.

Construction Progress

Progress in construction activities this past fiscal year has been both disappointing and rewarding. For the reformatory complex the opening of the Youth Reception and Correction Center at Yardville, for which construction started in January 1964, continues to be delayed by a variety of construction problems. Although employment of basic staff for this facility, writing of procedures and developing of programs have been progressing satisfactorily, this has given no relief to the severely crowded conditions at the Bordentown and Annandale Reformatories through transfers to this new facility. There are hopes for occupying the facility in November 1967.

For the State Home for Boys, construction of the Training School for Boys, Skillman, started in February and has been progressing with only minor delays. This facility for 200 boys will provide a highly specialized program for the very young boy, 8-13 years of age, who is committed by the State's Juvenile Courts. By the end of this reporting period the framework has been erected for two buildings, and the foundations prepared for six other buildings. Although the building program calls for completion in March 1968, there are indications this will be delayed. This facility when available will permit the State Home for Boys at Jamesburg to program more adequately for the boys in the 14-16 year-old group.

Construction was begun in August on the work camp for 60 boys from the State Home for Boys. This project, located in the Wharton Forest in Burlington County, has made excellent progress and should open in early fall 1967. This facility is designed to provide a special program of work and education for the older, more sophisticated juvenile offender presently housed at Jamesburg.

The State Home for Boys, through generous gifts of the State Lions Club and the Turrell Fund, also received a new enclosure for its swimming pool, permitting the pool to be usable beyond the summer months.

At the Reformatory for Women, funds originally available for five new buildings now will purchase only three new housing units. Plans for these three units and for a fourth for which funds are available in the 1967-1968 budget, are near completion. This institution is also receiving a central food facility which is presently partially constructed. This facility will feed not only the girls at the reformatory but also the residents of the Hunterdon State School, which is also being constructed on the grounds of the reformatory. The food service facility will be staffed by the reformatory and will provide employment and training for selected inmates.

In April, a work training unit at the Vineland State School for 40 girls from the Reformatory for Women was staffed and opened. This unit will not only relieve overcrowding and provide training, but will also provide care services to residents at the Vineland Colony. In addition to this unit, a pre-parole residence—the Carpenter House—was renovated through private funds and opened for a limited number of women who will participate in work and recreation in the community.

For the Prison Complex, the first phase construction of the Leesburg Prison was started in May and will provide 336 beds of an eventual 500-bed medium security institution. It will relieve, but not eliminate, the existing overcrowding at the Trenton and Rahway Prisons.

Renovations which have affected services in the Prison Complex include the renovation of a wing at Trenton Prison to provide adequate space for the housing of inmates under sentence of death. There is a real possibility further expansion for these inmates will be required because of the increasing infrequency of their sentences being carried out.

The Trenton Prison also has other extremely inadequate physical facil-

ities, particularly in medical and educational services, which has limited development of adequate programs in these areas. It is felt that this also contributed to the difficulty in hiring qualified personnel to offer these services.

At Rahway Prison, renovation of an old building provided the institution with a new inter-faith chapel and center for chaplaincy services which was consecrated in June. Rahway Prison also opened a new unit to service sex offenders who are regarded as amenable to psychiatric treatment. This new unit is located in what was formerly a State Use industrial building which was renovated for use by the unit and is in addition to the special unit opened last year for diagnostic evaluation of committed sex offenders. Both these units for sex offenders are regarded as temporary, to be replaced by a new adult diagnostic center for which planning funds are currently available.

Personnel Changes and Problems of Recruitment

During the fiscal year, two new superintendents were approved by the Board of Control, Dr. Ira Mintz at the Bordentown Reformatory on November 1, 1966, and Miss Ann Woods of the Turrell Residential Group Center on May 9, 1966. The advancement of salary ranges for the uniformed staff greatly improved the morale and recruitment of this category of correctional employees but at the same time had the effect of demoralizing other correctional employees.

At the State Home for Boys, the low morale of the Cottage Officer was and is of great concern due largely to a salary range lower than that of Correction officers. This has contributed to the fact that the 60% of the Cottage Officers are temporary and, therefore, mostly inexperienced. The Bordentown Reformatory has felt the impact of the transfer of personnel to the Yardville facility which necessitated the expending of more energies on the training of new and promoted staff and on recruitment.

Professional staff continues to be difficult to obtain in all of the institutions; and at the Bordentown Reformatory, the employment of professional staff reached a new low. This has resulted in more use of consultants which, in some instances, undermined the full-time staff because of resulting salary inequities. Of 23 budgeted psychologist positions in the Division, only three were filled by full-time psychologists and only four trained social workers were employed out of a total of 15 social-work positions. There was some discussion regarding the practicality of establishing an Officer-Counselor category to provide more counseling services due to the continuing shortages of professional staff, as well as to more deeply involve officers in the rehabilitation process of offenders.

Staff Development Program Operating on Broad Level

The Division continues in its efforts to provide staff development and training programs. The one-day Orientation Program for New Employees was offered to 374 new employees in 35 different job categories during the year, as compared to 237 employees who attended this program last fiscal year. The four-day Training Programs, including one for executives and two

for supervisors, were offered to 78 persons. The two six-day training Programs for correction officers were offered to 70 persons. A total of 37 days was devoted toward Divisional training and orientation programs representing 808 employee work days. Four employees, three from institutions and one from parole, participated in the Extended Study Program for Training of Social Workers and were on leave, with pay, during the period. The Division has recently received approval by the Office of Law Enforcement Assistance, United States Department of Justice, to develop in cooperation with Rutgers University, in-service training programs for correctional staff. The sum of \$15,000.00 is available for the first year. The Division is hopeful that, under the Federal Higher Education Act, more staff training and development programs will be made available.

The Handbook on Information and Rules for Officers and Employees of New Jersey Correctional Institutions was updated and distributed to all employees in the Division. The Division of Employment Security of the Department of Labor and Industry, prepared and distributed a booklet on the *Correction Officer* as one of its Job Guide Series as an aid in the recruitment of this category of employees. A committee was also appointed within the Division to study recruitment and promotion of persons in the several components of the Division who have management potential.

Institutions also offered in-service training of staff. One such effort to be noted was an all-day seminar in group counselling held at the Annandale Reformatory for officers and instructors from both the Annandale and Bordentown Reformatories.

Federally Funded Programs Made Available

In addition to the project noted above under staff development, there have been several other federally funded projects approved for inmate education and training. Under Title II of the Elementary Secondary Education Act, a total of \$2,335.00, was allocated to State Home for Boys, State Home for Girls, Reformatory for Women, Annandale and Bordentown Reformatories for library resources and library activities. Under a Public Law Amendment (89-10) to Title I of this same education act, a total of \$60,447.00 was allocated to State Home for Boys, State Home for Girls and the Turrell and Highfields Group Centers. With these funds the institutions were able to provide summer education and cultural enrichment programs which would otherwise have been impossible to provide. A continuation of this program was requested, and funds of \$103,875.00 have been approved for the next fiscal year. Under Title III of the Adult Education Act of 1966, a total of \$56,000.00 was allocated to Trenton and Rahway Prisons, Annandale and Bordentown Reformatories, and the Reformatory for Women, for Basic Adult Education programs.

Under the Manpower Development and Training Act a total of \$109,720.00 was approved for a pre-occupational training program at Annandale Reformatory which is proving to be most successful. This was the largest single grant received and applied to only this one institution. At the State Home for Boys a pilot program in Distributive Education has been approved. The proposed amount for this program totals \$29,945.00.

The Rehabilitation Commission project at the Bordentown and Annandale Reformatories which started in September resulted in well over \$10,000.00 worth of prosthetic rehabilitation services for eligible inmates from Essex County. There are plans to expand these services in the coming months.

The Department of Labor and Industry, Division of Employment Security projects, at the Reformatory for Women and Annandale Reformatory, have shown gratifying results and attempts are being made to have these projects expanded to other facilities. The Division of Employment Security provides services to the institutions, including counselling, aptitude testing, test interpretation and job referral for inmates just prior to their release.

Education and Treatment Services

All of the institutions report increased interest on the part of inmates in participating in educational and training programs. Much of this has been stimulated by the above-mentioned special programs and this interest is reflected in the desire of administration and boards to improve and expand these services. All institutions continued to offer educational services, and many this past year increased their efforts in this regard. The educational programs at the reformatories and the two State Homes were evaluated by the State Department of Education and recommendations made. It is worth noting that the Rahway Prison, for the first time, held an Achievement Night for inmates which included an Inmate Variety Show. Inmates were permitted to invite two approved visitors each and the evening was highly successful.

Both Trenton and Rahway Prisons now have adequate law libraries for use of inmates. Although the one in Trenton opened too recently to evaluate the program, 246 men have used it since March. At Rahway, a large number of inmates are reported to be using this library and have expressed much appreciation for this new service.

For psychological, social work and counselling services all institutions report increased use of consultants because of inability to recruit sufficient full-time professional staff to provide adequate services. The kinds and amounts of services in these areas are in direct ratio to the available staff.

There are also indications that whatever professional staff is available is increasingly being used to supervise untrained staff in performing certain services, particularly in the areas of counselling. At the Bordentown and Annandale Reformatories the major effort was placed in group counselling.

For psychiatric services the use of consultants provides for evaluation or emergency services only. The psychiatric consultants are not able to provide the psychiatric treatment actually needed. The number of transfers for correctional institutions to mental hospitals was 20% higher in this year than in the previous year and exceeded by a substantial margin the rate of institutional population growth.

Medical Services Little Changed

There have been no marked changes in medical services during this fiscal period, although the Trenton Prison and State Home for Boys reported increased numbers of men and boys being seen by the medical staff. The Trenton Prison had one death from medical causes and at the State Home for Boys a new admission was ill when admitted and was transferred immediately to the community hospital where he died shortly thereafter. The hospital at Trenton Prison did not regain accreditation because of the poor inadequate facilities. Transfers from the correctional institutions for medical reasons were down significantly from the previous year. Most institutions reported improved dental services. The Rahway Prison experienced difficulties in obtaining dentures but anticipates an alleviation of this problem when its new dental laboratory opens early in 1968. Both Bordentown and Annandale Reformatories were greatly helped in this respect because of the project with the Rehabilitation Commission.

Religious, Recreation, Care Services

The religious services in all institutions continue to be adequate with several of the institutions reporting an increase in community support through services of religious groups and community clergy.

Recreational services are also reported to be improving with some expanding facilities and programs. The Reformatory for Women will have to postpone the acquisition of a multi-purpose building because of lack of funds, and this will continue to handicap the provision of certain recreational, as well as educational, activities. Recreational activities are increasingly recognized as contributing to the rehabilitation of offenders as indicated by the provision for these activities in all of the new facilities under construction.

In the care services, such as food service, laundry, and maintenance, there have been few changes. Maintenance problems, due to old, outdated and often overtaxed structures, continue to present many and constant difficulties. The inmate population, being younger, unskilled and somewhat more disturbed, is less able to assist in providing maintenance services. Inadequate maintenance of the laundry equipment at Bordentown Reformatory has affected the services of that operation. Clothing problems are also rather general and in some institutions are considered to be critical. Food services are generally considered to be adequate with concerted efforts to offer appetizing meals and pleasant surroundings.

Work Opportunities Limited

The Trenton Prison continues to lack sufficient inmate job opportunities. The State Use Industries provide the majority of skilled work opportunities for inmates; this is becoming more difficult as the inmates confined there are often the chronic nonadjuster, the mental deficient or short-term inmate. Other facilities, particularly those with youthful offenders, find the majority of inmates to be unskilled and not work-oriented. The training programs such as those at Annandale not only provide training for inmates involved in them, but also permit work assignments to function with fewer, more

realistic numbers of inmates. Many work assignments are still overloaded in an attempt to cut down the number of inmates on idle status.

Farm production last fiscal year was generally down due primarily to drought conditions. Dairy production, however, was better this year than the previous year.

Community Residence Program Expanded

The nine satellite facilities of the Division have provided more man-days of work at institutions for the mentally ill, mentally retarded and soldiers' homes than in any prior period. Educational and counselling services have been intensified and experiments were undertaken to reduce substantially the censorship of mail and to permit inmates to make telephone calls to their homes under certain circumstances.

The Robert Bruce House in Newark, a half-way house for youthful male offenders, continues to provide a service for that needy group of release offenders who have little internal strength and no family support or community plans. This project will be taken over by the State in 1967-1968, after being supported for five years by a National Institute of Mental Health Grant.

A community residence at the Trenton YWCA was opened in March for ten girls from the State Home for Girls. The program is designed to offer training in community living to the girls before returning to their own communities when paroled. The Carpenter House for Women, the State's third community center, is mentioned previously in this report.

Work Release, Furloughs and Community Contacts

Provisions are being sought to obtain statutory authority to grant "work release" privileges to selected inmates. This would permit inmates to work at regular jobs in the communities toward the end of their confinement. The plan incorporates many of the provisions embodied in the program of the United States Bureau of Prisons.

Also being prepared for necessary legislation is a change in statute which limits payments to inmates at time of release to twenty-five dollars.

The State Home for Boys expanded its furlough program during the year and grant about 1,000 such releases. The Division is making efforts to expand these services for inmates in other institutions, along with the above-mentioned "work release" program. The State Home for Girls has extended its program of community contacts through home visits for "Top Teens," and visits to community churches, museums and shopping, theater and field trips.

Residential Group Centers Program

The programs at the four Residential Group Centers at Highfields, Warren, Ocean and Turrell continue with little change. A total of 251 boys and girls were admitted as compared to 262 youths last year; a total of 184

youths successfully completed the program while 63 did not, compared to 189 who successfully completed the program last, while 72 did not. Each group center completed six groups during this fiscal year. Each group also continues to have a large number of visitors and persons observing programs, particularly at Highfields and Turrell. The staff turnover at Turrell was exceptionally high with four of their six positions, including the Superintendent and Assistant Superintendent, being filled by new persons. The work programs continue to function smoothly with a minimum of problems. This fiscal year quarterly reports on the Group Centers were submitted to the Board of Control and will continue to be submitted quarterly.

Developments in Bureau of Parole

This fiscal year saw a 9% increase in cases under supervision: on June 30, 1966 there were 4978 cases under supervision compared to 5430 cases on June 30, 1967. For the past five years the average percentage increase each year was 4.3%. Thus, the caseload growth for the year was more than double the average yearly growth.

Two pilot projects involving specialized caseloads were started during this period. One involved narcotics addicts with a control group to be used for comparison purposes. The other project involved cases which require intensive supervision because of their potentially explosive and seriously assaultive nature. The results of these projects will be evaluated to see if such efforts should be expanded and if so, additional parole officers will have to be provided as any such special caseload must be kept lower than the present average caseload of 65-70.

The Bureau has also begun programs in some of the district offices in group counselling and in night supervision. The results of those programs are also being evaluated.

The Central office function of the Bureau has been reorganized to provide closer supervision of local operations and caseload management. This started in December 1966 and has already provided much more efficient operations particularly in the process of communication and decision making.

Training programs continued throughout this period through the efforts of the Division and Civil Service, as well as the Bureau itself. There were only two vacancies in the professional staff at the end of this fiscal year as compared to nine at the beginning of the year.

Bureau of State Use Operations

The 26 State Use Shops, accommodating 36 different industries in six correctional institutions, continue to operate as previously, providing a total of 885 jobs for inmates during the period. Inmate turnover rates in these shops continue to pose a serious training problem as 2477 inmates were assigned during the year to fill the 885 jobs. This averages 3.3 inmates for each job, up 10% from last year.

Preliminary estimates indicate sales volume will be about the same as last year with 73.5% of these sales to the Department of Institutions and Agencies. This compares to last year's figure of 74%. Total wages paid to inmates was \$59,183.20, down 1.5% from last year. The operating expenses were up .2% from last year while net profit was up 23% from last year.

Administrative Plan Implemented

This was the first full fiscal year of operations for the Division's Bureau of Programs and the primary focus has been in implementing Administrative Order 1:42 covering "Organization and Function." The previously devised Administrative Plan has been refined and a master index completed. Two program areas, "Discipline," and "Clothing," have been developed, with program descriptions, standards, reports and audits. These materials have been distributed to institutions in Administrative Plan Manuals. Incorporating Administrative Orders and Penal and Correctional Circulars into the Administrative Plan format has also been started.

Divisional Inspections of Local Institutions

Division staff inspected 202 municipal lockups during this fiscal year. Of these lockups 67 were rated as excellent, 58 as satisfactory, 33 in need of improvement, 17 in serious condition, 23 were abandoned, and new plans for 4 lockups which had been abandoned the previous year were inspected. There were 14 trips and interviews made regarding Governor and departmental referral in addition to other special assignments in covering grievances, construction planning and other consultant assignments. An inspection of the Vroom Building at Trenton State Hospital was also made at that Institution's request.

Division transportation officers returned 38 parole violators and seven escapees from 20 other states, as well as 21 from various New Jersey counties, to four different institutions. These transportation officers also assisted correctional institutions in escorting a total of 63 inmates to courts.

Other Division Activities

In January 1967 the first of the monthly reports of population movements was distributed to components of the Division. Separate reports were developed for each group of operational units and separate tables in each report include admissions, departures, escapes, transfers and daily population. This material is detailed in character with graphs and tables, focus being placed on their significance for institutional management.

Six issues of "New Jersey Corrections" were published this fiscal year. There are 2500 copies per issue distributed to all employees of the Division as well as to an outside mailing of approximately 450. This newsletter continues to give the highlights of the Division's activities and is regarded as an effective means of keeping employees informed of current developments.

Division of Public Welfare

Irving J. Engelman, Director

Old Age Assistance: Additions to case load rose 2.8 percent above 1966 (1967—3,170; 1966—3,084) while the year-end number of recipients increased 4.7 percent (1967—14,615; 1966—13,964).

Disability Assistance: Additions decreased 4.0 percent from 1966 (1967—2,649; 1966—2,760) and the number of recipients on June 30, 1967 was 5.2 percent above the previous year (1967—9,513; 1966—9,045).

Assistance for Dependent Children: Cases added to rolls increased 19.2 percent (1967—11,533; 1966—9,674). The year-end number of recipients (adults and children) was 14.4 percent above the previous year (1967—135,025; 1966—118,066).

Blind Assistance: Additions were 14.1 percent above 1966 (1967—154; 1966—135). The number of recipients at the end of the year increased 0.9 percent (1967—911; 1966—903).

Medical Assistance for the Aged: Cases added to rolls increased 10.6 percent (1967—7,950; 1966—7,187). The year-end number of recipients was 20.4 percent above the previous year (1967—7,681; 1966—6,381).

General Assistance: Additions to case load increased 8.2 percent (1967—39,524; 1966—36,534) and the year-end number of recipients increased 23.3 percent (1967—33,692; 1966—27,335).

Child Welfare: The combined care, guardianship, protective services, and adoption investigation programs showed an increase in additions (unduplicated) of 7.1 percent (1967—6,150; 1966—5,740). The year-end case load for these programs was 14.3 percent above the previous year (1967—17,026; 1966—14,900).

Cuban Refugee Assistance: The combined financial assistance, medical care and related social services showed an increase in average monthly case load from 619 in 1966 to 1,126 for 1967, representing 1,554 and 2,877 persons respectively.

The overriding goal of the Division of Public Welfare has been to achieve progressive movement toward a more integrated, comprehensive, simplified, constructive and acceptable structure of public social services for New Jersey residents. This structure of public social services is not limited to those programs which are designed primarily to provide financial assistance to, or for, economically needy individuals and families only. It contemplates, rather, a broad array of services to provide individualized constructive help to persons and families affected by a variety of social maladjustments, whether or not financial dependency is involved. During the last fiscal year, the Division made observable progress toward that goal. However, precise measurements of successes and failures cannot be explicit within short-term perspectives.

The Division accomplished some major elements in its planned reorganization. The former Bureau of Assistance no longer exists as a separate organizational entity. A Bureau of Business Services and a Bureau of Institutional Services were established. The structured bureaus within the Division now are: Business Services; Medical Affairs; Children's Services; Institutional

Services; and the Commission for the Blind. A Bureau of Social Services and a Bureau of Local Operations are in the process of being activated. The existing professional staff which will be redeployed between these two Bureaus presently reports to the Director through four Supervising Field Representatives. In addition, the following major functions are presently attached directly to the Office of the Division Director: public information, personnel, home economics consultation, civil defense, charitable incorporations, fair hearings, work experience and training programs, food stamp program, home-maker services planning, staff development, and special demonstration projects. During the current and succeeding fiscal years, additional depth in management staff must be developed to provide better distribution of the spans of command over these functions.

Bureau of Institutional Services

Initiated on an emergency basis as a special project staff, this Bureau was activated to execute the plan whereby the program of Medical Assistance for the Aged was extended to include eligible patients 65 years of age and over in public hospitals for mental diseases and tuberculosis. As planned, this extension became operational as of January 1, 1967. It is now planned that this Bureau will become more directly involved in the coordination of public assistance and mental health services thereby facilitating the return of significant numbers of institutional patients to community living.

In addition to headquarters staff, four area offices were established which worked closely with the four major State hospitals in assuming financial responsibility and sharing in planning for patients. Staffing progressed even better than expected, with two offices being fully staffed at year's end and two others adding staff steadily. Ninety-six of the 154 positions authorized had been filled. Staff had already participated in a number of placements in the community and were joining the normal work program of the Institutions.

During the first six months of operation the Bureau was able to process applications for the majority of patients potentially eligible for the program who were already in the hospitals. Approximately 3,700 cases had been processed, which reflected program payments to the hospitals, for the period, of about \$4.7 million, earning Federal participation of about 50%. The program currently involves five State and one county institution. During the next few months one other State institution for tubercular patients and one county institution for the same group will be covered.

Bureau of Medical Affairs

As charged by statute, this Bureau continued to conduct a continuing survey of facilities furnishing health services and to maintain a roster of such facilities approved for use in the public assistance welfare service programs. The resource file currently contains information on 1,020 health

and welfare agencies and facilities. This file will become increasingly useful as a central source of information by both governmental and voluntary agencies, private practitioners, students, etc. It is anticipated that, as such information can be made more readily retrievable, it will provide a catalogue from which valuable analyses of community resources can be readily made.

There was continued development of the pharmaceutical, dental and eye-care aspects of the public welfare health plan. When fully implemented, this plan will provide basic structure for a comprehensive medical care program whereby essential health services and supplies will be available and accessible to all eligible persons who are recipients of public assistance or beneficiaries of other welfare service programs. It is expected that this plan will constitute a substantial foundation upon which a Title XIX program will be constructed when implementing legislation is enacted in New Jersey.

The Bureau continued to fulfill its responsibility to directly operate and provide the processes for medical eligibility determinations and redeterminations, as required by law and regulations, in the categorical assistance programs. Two hundred and sixteen review team sessions determined medical eligibility in 9,632 case reviews involving Disability Assistance, Blind Assistance and incapacitated parents in the Assistance for Dependent Children Program. Incidental to such determinations is the identification and referral of persons with apparent potential for physical restoration and vocational rehabilitation. As a special by-product of such determinations in the Blind Assistance program, reporting of persons who are determined to be legally blind is transmitted to the Commission for the Blind to assist that unit of the Division in maintaining its registry of blind persons.

Pharmaceutical consultation was provided to all county welfare boards, the Bureau of Children's Services and its district offices, and to the Title V projects in Newark and Passaic. All 21 County Welfare Boards made operative the standards for Pharmaceutical Services recommended in draft material, and 15 welfare boards became users of the services of local pharmaceutical consultants. During the year several articles concerning welfare drug programs were written by the Bureau's Pharmaceutical Consultant and were published in various professional journals.

All 21 county welfare boards adopted the basic plan for a Dental Service program recommended in draft material and 11 counties appointed qualified dental consultants to assist in the administration of their local Plan. A combined dental authorization and invoice form is now being field-tested in several counties and in selected district offices of the Bureau of Children's Services.

A major effort of the Bureau's section for statistical analysis and research was the development of the preliminary study report on "Cost Estimates for Health Services Under a Title XIX Program in New Jersey." The section is currently engaged in other studies such as hospital utilization in the Old Age Assistance-Medical Assistance for the Aged-program, study of public assistance recipients in nursing homes, hospitalization utilization study in the Bureau of Children's Services, and allied studies associated with

cost and medical service utilization. The section was extensively involved in developing program reporting techniques, in cooperation with the Hospital Service Plan of New Jersey and the Prudential Insurance Company, in the area of medical services provided to public assistance recipients who are also eligible for benefits under Medicare (Part A & B). Another study prepared by the section, "General Assistance Recipients in Locally Financed Programs based upon a Survey of 123 Municipalities (1965)." indicated the probable dimensions of the incidence of poverty in non-participating municipalities which finance general assistance program. Extensive studies, including a review of the Final Report of the Special Committee to study Blue Cross in New Jersey, resulted in specific recommendation to the Board of Public Welfare and the State Board of Control relative to the need to establish an agency to be responsible for medical care economics.

Work Experience and Training Projects (Title V)

During the fiscal year the Division's special staff unit, responsible for the development and supervision of six Title V projects, accounted for funding in the amount of \$5,506,718 from which obligations totalling \$3,418,267 were expended. These expenditures resulted in a further expansion of the opportunities for constructive work experience and training so that they were extended to 2,910 needy heads of households who had a total of 11,301 dependents. Of the 2,910 trainees thus involved, 1,919 came from the rolls of Aid to Families with Dependent Children and 981 from the General Assistance case load.

During the fiscal year, 2,160 trainees were terminated. Of these 737 became employed at average entrance wages of \$293 a month resulting in approximate savings of \$216,000 a month.

It is anticipated that the availability of funding for this kind of activity under Title V will be phasing out rapidly and will need to be supplanted by community work and training programs to be operated by the State Division and local units, on a regular and continuing basis, with the aid of Federal financing only on the regular matching basis.

Budget Standards and Home Economics Consultation

During this period extensive revisions of the regulations, methods, and standards for determining financial eligibility for all the categorical assistance programs were accomplished. In accordance with observed increases in costs of living, all allowances were adjusted upward. A planned orientation program to these revisions was conducted by State staff for the total professional staff in each of the 21 County Welfare Boards. The revisions included increased allowance and modified regulations for both nursing home care and boarding care. Regulations and standards for evaluating the capacity of legally responsible relatives to support were also revised in concepts and methods, giving recognition to changes in costs and standards of living.

Food Stamp Program

Food Stamp Program activity during the fiscal year was marked by tremendous growth and accomplishment. Mercer County, which at the beginning of the year had just begun to operate New Jersey's first Food Stamp program, was joined by Salem, Bergen, Camden, Atlantic, Ocean, Passaic and Union Counties. In July 1966, 937 households, including 3,750 persons in Mercer County, purchased Food Coupons having a total face value of \$75,774, with the increase in money spent for food (bonus feature) totalling \$20,811. By contrast, as year's end, 6,138 households, including 23,522 persons in the eight participating counties, purchased Food Coupons for the month of June having a total face value of \$491,160, with the increase in money spent for food (bonus feature) totalling \$128,319 for the month. This rate of growth is expected to continue in Fiscal Year 1968, with plans already formulated to expand the Food Stamp Program to include Warren, Hudson, Middlesex, Cape May and Cumberland Counties.

Staff Development

With the employment of a full-time Chief Training Officer in January, it was possible to offer a four-week Orientation Program for beginning caseworkers and to develop proposals for Federal financing of three Summer Welfare Experience and Training Demonstration Projects under Title XI, Section 1115, of the Social Security Act.

An assistant to the Training Officer assumed responsibility for the regular repetitive scheduling of the Orientation Program, and also developed and taught selected content of the Program. Participants included beginning caseworkers in the County Welfare Boards, Bureau of Institutional Services, and all other newly employed headquarters staff members of the Division of Public Welfare, including caseworkers from the Commission for the Blind. Courses focused on Medical Problems, Group Services, and Child Health Services were also conducted for professional staff members of the Division, Casework Supervisors of County Welfare Boards, and County Welfare Board Directors and Deputy Directors.

Public Information

Through Federal funding, the Division was enabled to employ a public information officer to create and maintain a climate of better understanding and acceptance of public welfare as an essential and constructive public service. This enabled the development of a system of closer liaison with the mass media, on behalf of the Director and the State Board of Public Welfare, in compiling, disseminating and coordinating all of the information concerned with the Division, its constituent agencies and programs.

Two noteworthy tangible accomplishments should be mentioned. Although the Bureau of Children's Services placed more children for adoption

during this period than ever before, many children remained to be placed, particularly children of minority groups or of mixed racial background. In order to bring this before the public, a half-hour television program on the services and problems of the Bureau was developed with the cooperation of Channel 13 (WNDT-TV). In addition to being shown twice on that station, the film is now being used for training purposes and showings before social and civic groups.

Many persons were coming into county and municipal welfare offices to press complaints and demands generated by misinformation concerning public assistance in New Jersey. The Division believes that the public should be informed, but that the information should be accurate and constructive. To this end, the Division cooperated with the New Jersey Community Action Training Institute in developing the handbook entitled "Public Assistance—Rights and Responsibilities." This publication, a highly condensed presentation in simplified form of the most significant factors and characteristics of New Jersey's public assistance programs, is designed to aid Community Action Program leaders throughout the State in their sincere desire to help low-income or public assistance families throughout New Jersey. This publication has gained national attention and recognition as a pioneering step forward.

Fair Hearings

Use of the Fair Hearing process by categorical assistance applicants and recipients increased significantly this fiscal year, resulting in 39 formal hearings being held on 133 appeals for hearings. Many of the appeals were satisfactorily resolved through informal review subsequent to receipt of hearing appeal and prior to the holding of the administrative hearing. Hearings held this year were more than double the average number of 16 for the past five years, and there is an indication that appeals for fair hearings will accelerate in the immediate future. Among reasons are the greater emphasis by the program itself to inform clients about their legal rights to hearings, and the added stimulus emanating from the community action programs and legal service projects to the poor. Many clients are now represented by community program lawyers in the initiation and filing of appeals and as counsel at the quasi-judicial hearings.

Civil Rights Enforcement

Implementation of the various administrative procedures necessary to ensure compliance with the provisions of Title VI of the Civil Rights Act of 1964 continued, with priority being given to obtaining assurance of compliance from licensed nursing home facilities throughout the State. This procedure involved extensive correspondence with each of the nursing homes, a detailed review of an extensive questionnaire which each home was required to complete, and, when necessary, visits to individual nursing homes. During this period, also, plans were developed to conduct on-site inspection tours of each of these facilities, as required by the procedures mandated by the Federal government.

Civil Defense Activities

During this fiscal year several Institutions were visited to determine their readiness plan in case of disaster.

The New Jersey State Civil Defense organization determined that the New Jersey State Hospital at Ancora was eligible for a State Flag award for the excellence of its Civil Defense and Disaster Control Program. The award is a "first" to a State-owned facility. The Ancora program has been declared an "outstanding example of survival preparedness."

There was a continued effort this year by the State Shelter Committee. Meetings were held with representatives of Civil Defense County organizations in order to "beef up" the program.

Several meetings have been held with representatives of the American Red Cross in order to plan a program for training more instructors in Mass Feeding. Representatives of the Home Economics Department of the New Jersey Public Service have been in attendance to discuss their role in the program.

The National Civil Defense Exercise was held this year with participation of all levels of government. There was a three-day readiness build-up, and the actual exercise included five days of working out problems with the Federal Government that encompassed all services of different agencies on a coordinated basis.

A representative of this Division attended a three-day conference in Washington sponsored by the Office of Civil Defense and the Welfare Administration of the U.S. Department of Health, Education and Welfare. It was held in order to bring together State Directors of Civil Defense and representatives of Emergency Welfare Services for a better understanding of each other's responsibilities and objectives.

A Departmental Civil Defense committee has been formed in compliance with Governor Richard J. Hughes' memorandum to cabinet members.

Plans were completed with the city of Trenton for a Mass Feeding Demonstration to be held in October 1967.

Charitable Incorporations

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

	1966	1967
Applications Received	430	473
Incorporations Approved	111	109
Found Not Subject to Approval	251	298
Disapproved, Withdrawn or Discontinued	45	80
Total Dispositions	407	487
	November 27, 1967	

Statement of Objectives

The Board of Public Welfare, consistent with its obligations as defined in Chapter 197 of the Laws of 1962, formulated a "Statement of Objectives" for the Division of Public Welfare which was adopted by the Board, November 18, 1966 and approved by the Board of Control, December 21, 1966. The Statement is divided into five sections: General Objectives; Program Goals; Organizational Goals; Legislative Goals; and Evaluation.

The varying degrees of progress made during the last year toward the achievement of these objectives are recounted in the preceding and following sections of this report. The Board of Public Welfare will expect to receive, on a continuing basis and with an annual summary, staff reports identifying the amount and kind of further progress made toward the achievement of the objectives.

Public Assistance Programs

The most widely known area of activity within the Division's responsibility is comprised of the public assistance programs. These include Old Age Assistance, Assistance to the Permanently and Totally Disabled, Assistance to the Needy Blind, Assistance for Families with Dependent Children, and Medical Assistance for the Aged. Collectively called Categorical Assistance, these programs are administered by County Welfare Boards under direct State supervision, with major financing from both Federal and State funds. The other major program, General Public Assistance, commonly called General Relief or Municipal Aid, is administered by individual municipalities under a limited degree of State supervision that is associated with the distribution of State matching funds to some municipalities.

Dimensions of Public Assistance Programs

The quantitative dimensions which characterized these programs during the last fiscal year were as follows:

Old Age Assistance

During the 1967 fiscal year, the number of recipients averaged 14,890 per month, representing an increase of 5.2 per cent when compared with the monthly average of 14,158 during 1966. Net expenditures of \$13,001,135 during 1967 were about 11.7 per cent less than the net expenditures of \$14,723,540 for the preceding year. The average monthly grant decreased about 15.4 per cent, from \$88.31 in 1966 to \$74.69 in 1967.

Disability Assistance

During the report year an average of 9,423 cases received Disability Assistance each month. This was about 3.4 per cent more than the monthly average of 9,111 recipient cases in the preceding year.

Net assistance expenditures amounted to \$12,236,332, or about 13.9 per cent more than the net expenditures of \$10,746,813 in the preceding fiscal year. The average monthly grant of \$111.68 during the report year represented a 9.5 per cent increase over the average of \$101.99 for the preceding year.

Assistance for Dependent Children

An average of 31,261 cases including 128,373 persons received assistance each month in 1967 as compared with an average of 28,610 cases and 116,727 persons in 1966, the increase in cases being about 9.3 per cent and in persons about 10.0 per cent.

Net assistance expenditures during the report year were \$78,717,828, reflecting an increase of 18.1 per cent when compared with the net expenditures of \$66,638,774 in 1966. The average monthly grant per case of 219.-03 during the report year was 8.0 per cent higher than the average grant of \$202.89 in the preceding year. The average monthly grant per person was \$53.34, this being 7.3 per cent higher than the corresponding figure, \$49.73, in the preceding year.

Assistance for the Blind

During the report year, an average of 914 cases received assistance each month, a slight decrease from the average of 922 in the preceding fiscal year. Net assistance expenditures of \$1,037,019 in 1967 were about 4.4 per cent greater than the net expenditures of \$992,987 in the preceding year. The average monthly assistance grant increased about 5.5 per cent, from \$91.62 in 1966 to \$96.64 in 1967.

Medical Assistance for the Aged

As of January 1, 1967, the Medical Assistance for the Aged program was expanded to provide assistance to persons receiving care in public mental and tuberculosis hospitals. During the fiscal year payments totalling \$2,162,860 were made on behalf of 1,662 persons receiving such care during the last five months of the fiscal year. The expenditures and recipients resulting from this expansion are included in the following data.

The average monthly number of cases receiving assistance in the report year was about 4.3 per cent greater than the average for the preceding year—5,917 in 1966 and 6,170 in 1967. Net assistance expenditures of \$20,657,322 for the report year reflected an increase of 19.1 per cent when compared with the net expenditures of \$17,348,526 during the preceding year. The average monthly grant per case during 1967 was \$287.68 or 14.9 per cent more than the average of \$250.45 in the preceding year.

General Assistance

During the report year an average of 10,546 cases including 33,190 persons received assistance each month as compared with an average of 9,683 cases and 30,654 persons per month in the preceding year. The figures reflect an increase of 8.9 per cent in the number of cases and an increase of 8.3 per cent in the number of persons. Total assistance commitments increased by more than 15.4 per cent from \$13,980,053 in 1966 to \$16,137,943 in the report year. The average monthly assistance grant per cases increased about 10.1 per cent from \$95.86 in 1966 to \$105.56 in 1967.

Cuban Refugee Assistance

This Federally financed program first became formally structured in 1961. The initial objective was to afford relief to refugees in Florida, but all States were requested to cooperate in the program as these persons were resettled to other areas of the country. The financing of all assistance costs was guaranteed in full from Federal funds, but each State was asked to assume administrative responsibility for making assistance and services available to those persons found eligible according to Federal definition, and to assume the major portion of administrative costs, toward which there is a limited amount of Federal contribution. Although directly administered at the operational level in New Jersey by the County Welfare Boards in those counties where Cuban refugees have resettled, the State Division of Public Welfare has responsibility for supervision of the program.

The average monthly cost per case increased in the reporting year to \$155.38 from 145.46 in the preceding year. The increase in case load was of unprecedented magnitude, rising, in number of persons from 1554 to 2877. The net assistance expenditures increased from \$1,080,466 to \$2,099,540.

Child Welfare Services

Adoptions

During the fiscal year, the Bureau of Children's Services placed the largest number of children ever placed for adoption. A total of 313 children were placed, representing an increase of more than 13 per cent over the number placed during the previous year. There was also an increase of 26 per cent in the number of non-white children placed for adoption during

this period over the previous year. Of the 313 children placed for adoption, 232 were white and 81 were non-white. The Bureau is still very much in need of Negro homes and homes for inter-racial children and must continue efforts to recruit such homes. Of the children placed for adoption, 132 were adopted by foster parents while 181 were adopted by parents who had no previous contact with them.

During the summer of 1966, five students who were between their first and second years of training at graduate schools of social work were enlisted in a project to process children for adoption. This program was repeated because of its success in 1965. The intensive work put into this during the summer months helped to give a good start to this year's adoption work. Because of the initial success of the project, plans were undertaken to repeat this project during the summer of 1967.

Because of the increasing workload of those Central Office personnel engaged in adoptions, and the desire to intensify activities in this field, plans were made to go into effect on July 1, 1967 to split the General Services Unit and create an Adoption Services Unit whose sole responsibility is adoption activity. The remainder of the unit will continue to be known as the General Services Unit and will continue to handle parole liaison, cash collections, closed case summaries, and public institutions and agencies liaison.

A staff committee was appointed to study publicity to recruit adoption homes for the hard-to-place child, and has recently submitted recommendations to be implemented.

An overtime project, conducted during a two-month period in order to clear pending adoption and foster home applications, resulted in 513 foster home applications and 171 adoption home applications being cleared. In the preceding two months of regular activity, this compared with 220 foster home applications and 74 adoption homes cleared.

Another form of adoption activity of this agency is that of being appointed by the court to conduct social investigations and supervise placement as next of friend in cases of independent placements which are made without prior involvement of an approved agency. This year the agency completed 1388 investigations involving 1716 children. A total of 781 children were under agency supervision as next friend during the year prior to consummation of adoption. In addition, 1397 requests for 1763 children were received from the courts this year.

The Inter-Agency Services Unit recertified all approved adoption agencies during this year and an additional three agencies received initial certification—The Women's Christian Alliance in Pennsylvania, Windham Children's Services in New York, and Sister Mary Eugene Foundation, Inc., in New Jersey. This brings the total of licensed adoption agencies to 44, of which 20 are New Jersey agencies and 24 are out-of-state agencies. One agency was denied certification.

The effort to recruit additional foster homes was aided by the emphasis given to this in the television broadcast on Channel 13 which was arranged by the Welfare Division's Public Information Specialist. The television tape has been purchased by the Agency for use in orientation classes and will be available to staff members who speak to community groups concerning the Bureau of Children's Services.

Plans for a children's emergency shelter were pursued during this fiscal year. Various properties were seen and their desirability assessed. It now appears that property in Newark may be made available. Architects have drawn up preliminary plans but these may need to be modified because of the unavailability of the site originally considered for this shelter. Northern New Jersey is the area of greatest need, according to a survey conducted by the Agency.

Staff Development

The Staff Development Services Unit conducted orientation programs for 255 beginning caseworkers, and other sessions for 30 newly appointed assistant supervisors. Coverage was given on a State-wide basis by the in-service training program on Negro History and Culture. Similar coverage was provided by a series on processing children for adoption for those staff members who had not previously had this training. In addition, an all-day training program was held for district office supervisory and district office clerical supervisory staff; fifty-two staff members participated in this training. There was also an in-service training session for assistant supervisory staff. A State-wide in-service training committee was appointed to assist in formulating a comprehensive training program for the next fiscal year. Fifteen staff members attended institutes at the Columbia University School of Social Work from June 12 through June 26, 1967 while 60 staff members attended courses conducted by Rutgers Graduate School of Social Work, and 27 staff members attended institutes sponsored by Fairleigh Dickinson College. Meetings were held with the staff of the Rutgers Graduate School of Social Work and suggestions were made for the content of the courses which they provided without fee to the agency because of Federal grants.

Six members of the Bureau's staff received their Master's Degree in Social Work in June 1967. There are six approved candidates for educational leave who will be attending school during the forthcoming year on a first-year basis, while 14 will be returning to school after having completed part of their graduate study.

The Staff Development Services Unit has continued to be responsible for the MEMO TO FOSTER PARENTS which is published monthly and is designed to assist foster parents in providing the best possible care to children. This is also used as a recruitment device in order to secure much needed foster homes. Staff members serve on a committee which is responsible for content of the publication.

The Rutgers Graduate School of Social Work continued the project of having two student training units in the New Brunswick district office. One was designed, for students of casework and the other for students of group work. In addition, the School placed two students in community organization in the Day Care Services Unit.

The Bureau continued with a pattern of employing seasonal assistants during the summer months to serve as case aides. Eighteen students were employed in 16 district offices. This has proved a very helpful recruitment device since some of the seasonal assistants have subsequently been employed as caseworkers, and one former seasonal assistant rose to the rank of assistant supervisor in a district office. In addition, a project which was started in 1966 was continued through the cooperation of Dr. Emily Alman of Douglass College. Students in their junior and senior years, pursuing a course regarding the field of social work, were given the opportunity of working with the agency one day a week during the school year. During this year, 11 trainees worked in five district offices. Of this number four were sufficiently interested to serve as seasonal assistants, and another trainee was accepted at a school of social work. These young people were oriented to the field of social work and were also given tasks similar to those assigned to seasonal assistants. This is regarded as a helpful measure in recruiting caseworkers and in community education.

Day Care

The staff is continuing to make increasing use of day-care services which provide one way of preserving homes and preventing an increasing number of children from going into foster care. A total of 792 children were served in day care during this fiscal year, with 210 children placed in day-care foster homes, and 582 in day-care centers. The Advisory Committee on Day Care completed the booklet **RECOMMENDED BASIC STANDARDS FOR FAMILY DAY CARE** which represents a real contribution to the field. In addition, the report on the Migrant Day Care Project, undertaken by the Bureau of Children's Services with the cooperation of the Office of Economic Opportunity during the summer of 1965, was released. The field students working with the Day Care Services Unit helped to organize a forum on day care for the City of Trenton. As a result of this meeting, a day-care group was organized in Trenton and has now secured the cooperation of the Social Service Council of Greater Trenton and United Progress, Inc., which is presently doing a day-care survey of the community. Day-care centers will open in the Fall of 1967 in Jersey City, Hightstown, and Somerville. The sponsors have relied largely on guidance from the Bureau in organizing these centers.

Group Care

The Group Care Services Unit has attempted to implement a broad program of publicity in order to acquaint the public with the needs for placement facilities. Correspondence was undertaken with the mayors of all municipalities in order to publicize the need for homes. In addition, messages

were included on the payroll stubs of State employees on two occasions. Governor Hughes issued a proclamation declaring the week of April 17 as Foster Family Week. This was a joint effort of the Children's Home Society of New Jersey and the Bureau of Children's Services. Newspaper advertisements, feature articles, editorials, and display exhibits have been utilized for recruitment purposes.

The Group Care Services Unit continued in its efforts to provide appropriately specialized group-care homes for youngsters who cannot benefit from the usual foster home. At the present time, there are 31 such homes in operation which include four group care homes, 22 shelter foster homes, three infant adoption study homes, and two infant shelter homes. Because of the success of these facilities in helping children and in meeting agency needs, there is a demand for increasing these resources. The Group Care Services Unit is seeking an aftercare home for children who are ready for discharge from a State hospital for the mentally ill but who cannot go directly into foster care.

During the fiscal year a total of 257 children were paroled to the Bureau of Children's Services. One hundred and forty two of these were from the State Home for Boys and 115 from the State Home for Girls.

General Services

During this year a total of 368 requests for service from other agencies within the United States and outside the country were referred to the Bureau's district offices. Most of these requests involved interstate placement of children with relatives, and interstate adoption service. Inquiries from abroad come through International Social Service and usually involve requests for information on couples desiring to adopt children from abroad. There were 160 requests from International Social Service this year handled by the Bureau.

The Inter-Agency Services Unit inspected 12 institutions which were approved for purchase of care by the Bureau of Children's Services. The maximum allowable board rate for such institutional care was raised to \$200 per month in view of the increased costs of providing services and increased appropriations available. A financial information sheet was developed for completion by those institutions from whom the Bureau purchases care in order that the cost of providing the services can be taken into account in establishing a board rate with the institutions.

The Geraldine L. Thompson Scholarship Fund, created in 1965 through a donation from Mrs. Thompson, now has a total of \$19,396.81. During the past fiscal year, two scholarships totalling \$400 were awarded to wards of the agency who are pursuing higher education.

For the fiscal year, the number of children under Agency supervision increased by 2126, representing an increase of 14.3 per cent over the previous fiscal year. The following is a chart of the children under supervision in the various programs, comparing the previous fiscal year with the present fiscal year.

**BUREAU OF CHILDREN'S SERVICES
COST OF MAINTENANCE – CHILD CARE 1966 - 67**

COUNTIES	AVERAGE NUMBER OF CHILDREN UNDER CARE			Per Capita Cost Per Boarding Child		DISTRIBUTION OF COST		
	Total	Free	Boarding	Boarding	Total Cost	State	County	Collections
Atlantic	499	193	306	\$1,127.05	\$ 344,875.85	\$ 164,826.23	\$ 164,586.58	\$ 15,463.04
Bergen	719	373	346	1,392.72	481,880.75	224,214.70	223,983.86	33,682.19
Burlington	879	479	400	1,213.43	485,373.53	232,051.23	231,236.78	22,085.52
Camden	1,307	506	801	1,131.01	905,937.46	431,317.12	431,175.37	43,444.97
Cape May	62	15	47	1,147.95	53,953.45	24,792.38	24,788.37	4,372.70
Cumberland	432	151	281	1,117.58	314,039.93	151,458.70	151,081.19	11,500.04
Essex	2,861	1,241	1,620	1,143.31	1,852,154.65	898,485.97	893,460.33	60,208.35
Gloucester	385	151	234	1,180.71	276,285.77	126,907.52	126,680.52	22,697.73
Hudson	788	290	498	1,192.42	593,827.08	283,222.78	282,750.53	27,853.77
Hunterdon	337	212	125	1,214.41	151,801.50	71,282.91	70,597.92	9,920.67
Mercer	987	336	651	1,182.03	769,498.37	362,959.43	362,295.94	44,243.00
Middlesex	951	392	559	1,158.95	647,854.86	302,390.32	301,697.17	43,676.37
Monmouth	997	421	576	1,132.16	652,121.29	308,096.87	307,855.77	36,168.65
Morris	607	283	324	1,208.90	391,684.43	179,158.24	178,702.70	33,823.49
Ocean	370	183	187	1,172.61	219,278.69	100,661.92	100,619.67	17,997.10
Passaic	1,283	698	585	1,209.97	707,831.58	335,766.01	334,511.96	37,553.61
Salem	214	65	149	1,110.65	165,486.36	78,431.81	78,277.31	8,777.24
Somerset	415	231	184	1,198.72	220,563.68	104,988.21	104,698.96	10,876.51
Sussex	368	217	151	1,199.48	181,211.84	85,480.67	84,402.46	11,328.71
Union	869	326	543	1,186.98	644,530.00	300,716.70	300,210.05	43,603.25
Warren	338	167	171	1,192.04	203,838.56	92,703.06	92,539.45	18,596.05
State of N.J.								
Shelter Homes	-	-	-	-	37,598.88	37,598.88	-	-
Blue Cross Ins.	-	-	-	-	310,206.82	310,206.82	-	-
Day Care – paid by								
Federal Funds	-	-	-	-	37,170.39	37,170.39	-	-
Out-Of-State Ag.	73	73	-	-	-	-	-	-
Adop. Comp. Inv.	376	376	-	-	-	-	-	-
Totals	16,117	7,379	8,738	\$1,210.19	\$10,574,664.94	\$5,170,548.09	\$4,846,152.89	\$557,963.96
Board				\$ 991.38	\$ 8,662,688.05			
Clothing				135.73	1,186,052.84			
Health				70.95	619,965.73			
Other				12.13	105,958.32			
Totals				\$1,210.19	\$10,574,664.94			

	July '66 June '67	July '65 June '66	Inc. or Dec.	% Change
Care	11,805	9,997	+1,808	+18.1
Guardianship	3,380	3,141	+ 239	+ 7.6
Protective Services	1,486	1,397	+ 89	+ 6.4
Adoption Complaint Investigations	355	365	- 10	- 2.7
TOTAL	17,026	14,900	+2,126	+14.3

Plans were initiated for a new office in Toms River to serve Ocean County, and remove that assignment from the Red Bank district office. Due to delays beyond Agency control, this office did not materialize during the fiscal year but it is anticipated it will open on or about September 30, 1967. The Woodbury office to serve Gloucester County was opened on November 17, 1966, and resulted in a transfer of about one-third of the workload of the Bridgeton district office. The Elizabeth, Trenton, New Brunswick, and Jersey City district offices were provided with sorely needed additional space. The Newark district office moved to another location at 1100 Raymond Boulevard which also provided needed additional space. Appropriations were made to expand the Newton office.

This was the first full fiscal year of operation for the revised report procedure which implements N.J.R.S. 30:4-75.1. This Statute makes it mandatory for the Bureau to report all defaults in support payments to the Bureau of Maintenance Collections within 60 days of their occurrence. The necessary system for meeting this requirement has been established and is being operated by the Fiscal and Accounting Unit.

The following schedule shows collections this year compared with the 1965-66 fiscal year, indicating increases or decreases and percentages of change:

	Parents	Trust Accts. & Others	Probation	U.S. Treas.	Total
1966-67	\$107,457.26	\$17,834.16	\$100,156.80	\$332,530.74	\$557,978.96
1965-66	114,322.28	30,615.27	91,224.04	288,467.93	524,629.52
Increase			\$ 8,932.76	\$44,062.81	33,349.44
Decrease \$	6,865.02	\$12,781.11			
Percentages	-6%	-41.7%	+9.8%	+15.3%	+6.4%

The decline in the amount recovered from trust accounts had been expected because the backlog of funds in these accounts available to be applied against maintenance costs had been previously reduced; nevertheless, total collections again represented the largest amount as compared with any previous year.

The Research and Statistics Unit is maintaining a central registry of child abuse cases, and is cooperating with Brandeis University School of Social Work on a study called Nationwide Epidemiologic Study of Child Abuse.

Services for The Blind

The principal activities of the Commission for the Blind during the year were carried out under the aegis of four major groups of services.

Eye Health Services

The Eye Health Services operate to prevent blindness and to help conserve the vision of New Jersey citizens through community-wide vision screening programs, public information, as well as through direct case service and counsel to individuals requiring eye surgery or treatment.

In the case service sphere, the total number served amounted to 877. Sight was restored or improved in 234 cases.

The amblyopia program, now in its second year, has grown substantially. This year 15 community detection programs, including the first county-wide one (in Camden County), were conducted. Of the 7,721 preschool youngsters screened, 1,081 required follow-up for possible visual defects. During the year, the Sight Conservation Committee of the Medical Society of New Jersey officially transferred the Preschool Vision Screening Program to the Commission for the Blind. The Medical Society continues to support and cooperate in the program. Various news media have given coverage to individual screening programs, as have the Public Information Sections of the Department of Institutions and Agencies and Division of Public Welfare.

In the glaucoma control, the 12th state-wide detection program was conducted in 74 hospitals. The number of individuals examined at no cost was 7,402, with 404 glaucoma suspects referred to the Commission for follow-up. Glaucoma control to be effective requires continuous treatment and follow-up. At year's end there were 2,803 persons on the glaucoma registry. With the assistance of the Commission, the Department of Ophthalmology of the New Jersey College of Medicine has secured a three year Public Health Service grant to study glaucoma intensively. Arrangements have been made with the College to refer to the Commission for follow-up all blind or visually impaired individuals discovered by the study. A mobile examination unit was donated to this program by the Churchill Fund for the New Jersey Blind, and is in operation.

The diabetic registry, maintained in co-operation with the State Department of Health, totals 983 cases.

This year, the Agency's mobile unit provided 144 days of service to 39 public schools and eight parochial schools, as well as to the Johnstone Research Center and the North Jersey Training School. A total of 4,206 school children were examined.

Some of the important public information activities included displays on cataract and glaucoma at the Bergen County Health Fair, as well as one on amblyopia and eye health at the State Lions Club Convention in Atlantic City. During the year staff members presented 24 lectures, participated in two radio broadcasts, and supplied information at various educational conferences.

Education Services

On June 30, 1967, there were 1,675 children registered with the agency for educational services, representing a net increase of 118 children over the previous year.

This was the largest increase in 14 years and was due principally to the Rubella (German Measles) epidemic which occurred in 1964 affecting all sections of the country.

The classification of these children by school needs were as follows:

Preschool	— 156
Local School Placement (Elementary and Secondary)	— 867
Special Classes for Visually Handicapped (Public)	— 201
Residential Schools and Day Centers	— 152
College and University	— 67
Multi-Handicapped (Not in School - Age 7 - 21)	— 43
In Institutions for Mentally Retarded, etc.	— 180
Unclassified	— 9
TOTAL	1,675

The Commission took advantage of the availability of Federal funds and developed a Title I project during the year. This permitted the employment of a full-time person to work with the residential schools and with the attending students and their parents—an area previously not covered adequately. It was also possible in the summer to employ professional staff with special training and experience to give individual evaluation, counseling, and instruction to numbers of blind or near-blind children who are deaf or hard of hearing.

In addition, there were 518 camper weeks available to children staying at Camp Marcella. The usual remedial instruction program was carried forward and four mobility instructors were assigned to work with older campers.

The number of shipments at the Materials and Textbook Center was about the same as last year—principally because of staff problems. There was no librarian for a good part of the year and no unit supervisor for half the time. More than ever the Textbook Center has become the nervehead

for meeting the everyday school needs of children supervised by the Commission. The increase in volume of activity has been facilitated by the use of other services for direct shipping of educational materials, such as Recordings for the Blind in New York which, like the State Library, can fill individual requests. The Commission supplements all of this through the organized effort of nearly 600 volunteer transcribers and braillists. In comparing this year's experience with last year it is notable that the number of braille volumes shipped declined, but large print materials have nearly doubled because of new sources, such as Xerox, and the increased availability of high school texts. While sound records also declined, taped recordings of educational materials increased very substantially, clearly reflecting a trend toward this medium.

Home Teaching and Social Services

The home service programs serve newly-blinded individuals and home-bound 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 the individual's loss of sight. Working with the blind individual chiefly in his home setting, workers traveled 116,880 miles and made 5,132 client calls in providing these services.

This year saw the establishment of a separate New Jersey Library for the Blind and Physically Handicapped. Federal legislation now makes provision for the Talking Book service to be available to individuals who cannot read because of a physical handicap other than blindness, and this service has been added to the Commission's program.

Vocational Rehabilitation Services

During the year 172 employment placements were successfully arranged. On an annual basis, the earnings of these individuals amounted to \$488,000—considerably more than the State's share of the cost of the program.

However, the most important element in the year's performance was expansion. Changes in Federal law made more individuals eligible for service and increased the percentage of Federal financial matching. Staff expansion and reassignment of experienced staff slowed production, but much seed work was done for the years ahead. Some of the highlights of accomplishment were as follows:

A new, well-appointed Rehabilitation Center in Newark, with twice as much space as heretofore, began operations. His Excellency, Governor Richard J. Hughes, the State Board of Control, and other dignitaries attended the impressive dedication.

Arrangements were completed for a new Newark Contract Workshop of 15,000 square feet scheduled for completion in the fall of 1967.

A new District Office in Camden was opened and staffed to better serve the southern portion of the state.

1,518 clients received vocational rehabilitation services—an increase of 28% over the previous year.

A special unit of two Counselors had been assigned in 1966 to develop training and placement outlets for multi-handicapped blind persons, who now number 45% of the agency's caseload. Now a year old, their results are outstanding. Centers throughout the State have agreed to open their facilities to the multi-handicapped.

With planning and financial support from the Commission, the Mount Carmel Guild opened a specialized evaluation and work center for mentally-retarded blind individuals, with an initial capacity of 20 to 30.

The Board, the Director and staff participated very actively on the Governor's Advisory Committee and Task Forces for State-wide Vocational Rehabilitation Planning.

The Contract Workshop program for marginal or noncompetitive blind workers continued to grow. Gross sales amounted \$330,000—a 46 per cent increase over 1966. The total number of blind employees was 90, with total wages in excess of \$117,000. Averages do not tell the story because of turnover and some individuals on Social Security who worked only part of the year. Minimum Federal wages, or better, are paid at the shops. Additional handicapped or sighted people are employed for jobs requiring vision, and for the repair and replacement service required for one contract. The shop program pays its own costs and overhead from income. A new Workshop for the Camden area is in the planning stage.

The Vending Stand Program added three new stands and closed two marginal ones. This left 50 units in operation. New legislation has been submitted for consideration to strengthen the program internally and has been recommended by the Department. In addition, a number of problems arising from operating units in State buildings, where food service requirements may conflict, are in process of being resolved. Gross sales for the year amounted to \$1,200,000, with net income to operators of \$231,000.

During the latter part of the year the home industries programs were incorporated into the Vocational Rehabilitation Services. These programs have been reorganized to direct their energies toward the training and employment of homebound older adults who represent an untapped labor force if properly directed. A new commercial sales program is in development. Homebound individuals are being trained on industrial-type sewing machines to produce standardized children's wear articles for chain and department stores. This will be supplemented by the present program of producing craft articles for local sales.

In 1967 total craft sales amounted to just under \$140,000 with income to clients of \$55,300. This was a drop from the \$175,000 gross of a year ago due principally to the inability of the New Jersey Distributors, Inc., the chief sales' outlet, to recruit enough sales people because of limited applicants for such work at a time of high employment in the State.



Division of Community and Professional Services

Edwin F. Hann, Jr., Director

The Division of Community and Professional Services covers the services and activities of the Medical, Psychology and Educational Consultants to the Department; the Bureau of Statistical Analysis and Social Research; Personnel Relations; Public Information; Methods and Planning; Community Institutions; Medical Facility Construction and Planning, as well as the Departmental Transfer Function. The following provides a review of the services of each of these components for the fiscal year 1966 - 1967.

Medical Consultation

During the past year a number of desired improvements in medical services were stimulated through participation in the Medicare Program in such areas as medical record-keeping, bed utilization, space allowances, and services for patients over 65 years of age. The large mental institutions and the State Sanatorium for Chest Diseases at Glen Gardner, by virtue of Joint Commission accreditation, were automatically certified for this program. Final certification is to be made after inspection by the State agency charged with such responsibility and approval by Federal authorities.

Improvements were also made in the adequacy of facility structures made possible by the Bond issue—notably, completion of a new modern 50-bed hospital building which replaced inadequate facilities at the New Lisbon Colony. A fine new medical evaluation and research unit was completed at the E. R. Johnstone Training and Research Center and a new 25-bed infirmary was projected at the Almond Road Infirmary of Vineland State School. Construction was begun on a new 100-bed geriatric nursing home facility for disabled veterans at the Vineland Soldiers Home, and five additional units of this type were projected.

There were incidental improvements in equipment and facilities at various institutions. While there have been moderate augmentations, considerable problems remain regarding physician and nursing-care staffing. The number of filled budgeted positions do not, in all cases, accurately reflect needs, as these are often limited by prospects of filling.

All State institutions having pharmacies were inspected during the year and were licensed by the State Board of Pharmacy. Steps were taken to insure compliance with the new Federal and State Drug Laws in all institutions.

With a gradual decline in bed requirements for tuberculosis hospitalization throughout the State, several of the county sanatoriums were closed with authorization to transfer further cases from these particular counties to the State Sanatorium for Chest Diseases at Glen Gardner. It was determined through study that the State sanatorium will be required to operate at a capacity of 275 beds for at least 25 years and master plans are under development to maintain and operate this facility for such a period. It is contemplated that operation of the Essex, Hudson, and Camden County tuberculosis institutions will continue for an indefinite period.

Except for a moderately serious outbreak of infectious hepatitis, which involved about 125 patients at the Woodbridge State School, and several

small-sized outbreaks of communicable diseases at a few institutions, there were no unusual problems of communicable disease in the State institutions, during the year. Preventive medicine and sanitation programs were emphasized throughout the State institutions and prophylactic inoculation programs were carried out in full accord with policies recommended by the State Department of Health.

Psychological Consultation

A summary of the year's major achievements includes:

1. Establishment of a Professional Staff Development Program for all psychological personnel within the Department, including three workshops, the first of which consisted of a two-day in-service training session focusing upon the topic of the "Changing Role of the Psychologist in Various Settings." Topics of the other two workshops were "Experimental and New Training Programs in Psychology" and "Advances in Methodology, Research and Treatment of the Psychological Disturbance." Another aspect of this Program was a series of lectures by prominent men in the psychological field on such topics as projective and objective testing and the differing psychotherapeutic techniques in a variety of clinical settings.
2. Establishment of a Post-Doctoral Fellowship Program in conjunction with the New Jersey College of Medicine and Dentistry, with a view to applying for Federal funding in order to expand our opportunities for attracting doctoral people into the Department.
3. Visits to review facilities of various hospitals, colleges, mental health and guidance centers, as well as psychological clinics.
4. Establishment of a Training and Review Committee for psychological training and an associated program of seminars and colloquia.

Staff Recruitment

Steps taken to meet a recruitment crisis stemming from a 55-60% vacancy rate in the area of psychological titles included attendance at conventions of psychological associations for purposes of interviewing candidates; the use of advertisements in professional journals; contact with graduate schools in psychology; and liaison efforts with the New Jersey Psychological Association.

Psychology Meetings

Directors-of-Psychology meetings were held in September at the Diagnostic Center, the Palmer Motor Inn in Princeton in October, Bordentown Reformatory in December, in Trenton Central Office in February 1967, and in April at Trenton State College. In addition, the first Directors-of-Psychology meeting on the topic of supervision was held in May at the New Jersey Neuro-Psychiatric Institute.

Educational Consultation

During the year the position of Chief Educational Consultant was established as a functional title with functions which include administration and supervision of 38 individual grants made available by Titles I and II of the U.S. Elementary and Secondary Education Act of 1965; consultation with Division Directors and institutions around the funds available through these sources; approval of projects for subsequent years; development of plans for evaluation of education programs; and providing liaison with the State Department of Education. In addition, the Chief Educational Consultant serves as approval officer for education personnel, with the associated duty of teacher certification between the Department of Institutions and Agencies and the State Board of Examiners for each of 23 institutions.

An innovation of significant importance regards the fulfillment of the agreement between the State Board of Education and the Department of Institutions and Agencies, whereby the Office of Special Education Services reviews and assesses education programs in residential facilities. Based upon observation of institutional programs, the State Department of Education submits recommendations through the Educational Consultant to the appropriate Division Directors for transmittal to Superintendents and Medical Directors.

In fiscal year 1966, \$872,300 was allocated to the Department under Title I (P.L. 89-313). This amount was sub-allocated to 15 constituent institutions and agencies and to the Central Office. During fiscal year 1967 the Title I request totalled \$762,808, but the allocation was \$670,902, necessitating reduction of each Institution's anticipated grant. However, facilities in the Division of Correction and Parole were deemed eligible for funding under Title I (P.L. 89-750), and \$60,447 was sub-allocated to State Home for Boys, State Home for Girls, Highfields Residential Center, and Turrell Residential Group Center.

During the year grants were awarded under Title II for Library Resources and audio-visual materials totalling \$9,518. Eighteen institutions within the Divisions of Mental Health and Hospitals, Mental Retardation and Correction and Parole were funded as compared to only 11 funded institutions during fiscal year 1966.

Notification was received from the State Department of Education regarding the tentative 1968 Title I allocation, indicating that \$398,875 will be available for Mental Health and Hospitals, Retardation and Public Welfare, and \$103,875 for Correction and Parole. These figures are calculated at \$125 per eligible pupil and unless the actual appropriation is increased, certain institutions within the Divisions of Mental Health and Hospitals and Mental Retardation will not have sufficient funds to carry incumbent staff through June 30, 1968.

The U.S. Office of Education selected New Jersey and New York to present outstanding projects at the first conference to be held in the United

States dealing specifically with programs funded under Title I (P.L.89-313). Facilities within the Department of Institutions and Agencies selected to present their programs included Vineland State School, Woodbridge State School, Trenton State Hospital, and Commission for the Blind. The Woodbridge State School program also was selected by the U.S. Office of Education for presentation at the 45th Annual Convention of the Council for Exceptional Children, and at the Annual Convention of the American Association on Mental Deficiency.

Bureau of Statistical Analysis and Social Research

Revised procedures for preparing monthly summaries of population movement in correctional institutions were completed at the end of this fiscal year. These revisions resulted from cooperative effort with the Bureau of Methods and Planning in adapting statistical reporting programs to the electronic computer. One of our major aims in the ensuing year is to incorporate these revisions in detailed instructions and new manuals.

Despite a current shortage of staff, the Bureau continues to receive and process the daily population movement reports and characteristics reports received from the institutions from which monthly and annual summaries are prepared. However, adequate attention could not be given to analysis of the great mass of data being collected regarding the characteristics of patients and inmates. This represents an unused source of information which could be useful in the evaluation of programs, and in the year which follows greater emphasis will be placed upon analysis of the available data.

To assist in planning and development of Comprehensive Community Mental Health Centers, the Bureau has arranged for the retrieval and tabulation of work load data by Service Areas which represent the Catchment Areas of the proposed centers. Implementation of Federal laws which provide funds for the construction and staffing of these Centers introduced the need for a statistics program to provide data with which to measure the case load and evaluate the effectiveness of this multi-purpose type of psychiatric facility. A proposed statistical structure is in the process of being designed to collect such data.

Two other areas in which this Bureau has been and will undoubtedly continue to be active are providing information for special studies and projecting case load trends for budget purposes.

Bureau of Personnel Services

In response to a request submitted by the Department for increased salaries for certain key categories of professional titles, the Salary Adjustment Commission approved during the past fiscal year increased hiring

rates for psychiatrists, physicians, graduate nurses, psychologists, and trained social workers. In addition, approval was granted to hire psychiatrists, physicians, and graduate nurses up to the sixth step of the respective salary range, after certain experience and training standards have been met.

At the end of the fiscal year there were 951 vacancies in budgeted positions throughout the Department as compared to 797 at the beginning of the fiscal year. However, during this period 595 new budgeted positions were added, resulting in a net gain of 441 employees.

The basic Management Development Training Institute was enlarged and levels of participation refined. Management II was designated primarily for employee management, while Management III, a program designed to meet the needs of first-line supervision, was implemented. Also initiated was the first of a continuing series of follow-ups to the basic Management Institutes, which will be offered to all graduates of the basic management courses.

The first of two speed-reading programs was undertaken, and the first of three safety training programs was offered.

The first comprehensive Executive Development Institute was conducted for which featured instructors were drawn from key executive positions in industry, commerce, government, and graduate schools of management. An Executive Seminar exploring the merits of the concept of management by objectives was attended by top executives of the Department.

During the fiscal year 1966-1967 there were 97 grievances, submitted by employees under the Departmental Grievance Procedure, which reached the second step or above. Of these, 37 were settled at the second step, 39 at the third step, and 14 at the fourth step, or Central Office Level. Seven grievances were still pending disposition at the end of the fiscal year.

Bureau of Public Information

The activities of the Bureau in preparing interpretative materials have been enlarged by the Department's expanded construction program, the ever-increasing demands for departmental services, and the constantly changing concept of these services in response to society's needs.

A number of institutional tours were arranged for reporters and photographers from major newspapers for the purpose of preparing special articles or series of articles covering the Department's facilities and services. In addition, continuous personal contact with the press was maintained through on-the-spot verbal releases.

Among the national and State-wide conferences and meetings at which the Bureau was represented were Governor Hughes' conference of public relations representatives from various State departments; the 65th Annual Conference of the New Jersey Welfare Council in Atlantic City for which four exhibits were prepared; the Eastern Regional Conference of the Child Welfare League of America for which the Bureau assisted in setting up the

public relations program; and the National Public Relations Institute in Chicago. Cooperative publicity with other agencies included such programs as the Civil Defense School for the Department of Education and the Commemoration of the 20th anniversary of Hill-Burton legislation by the State of New Jersey.

Physical arrangements, invitations and publicity were handled for ground breaking ceremonies at the New Nursing Care Facility of the Vineland Home for Disabled Soldiers and the Hunterdon State School, as well as the consecration of the Interfaith Chapel at Rahway Prison Farm. Among the exhibits arranged by the Bureau were displays of art works by inmates of our correctional institutions shown at commercial banks and other public places, an exhibit on amblyopia for the Commission for the Blind, as well as exhibits for the 1966 State Fair.

Three special issues of *The Welfare Reporter* were prepared during the fiscal year. The July 1966 issue covered the 1965 Annual Report; January 1967 was devoted to the Division of Mental Retardation, and April 1967 to the Highfields Program.

Initial meetings have been held to map out plans for celebration of the Department's Golden Jubilee in 1968.

Bureau of Methods and Planning

In accordance with an Executive Order of Governor Richard J. Hughes issued November 1966, a Methods and Planning Committee has been established to control and direct Automated Data Processing activities.

Departmental data processing has been upgraded from a card-oriented to a tape-oriented data processing system, and staff hours for the machine room have been extended to permit daily operations from 8:00 a.m. to 11:00 p.m., plus occasional extra time. During recent months the computer utilization has averaged about 260 hours of charge time per month.

At the close of the fiscal year the Program Library included more than 280 computer programs, representing an increase of about 70 programs during the past fiscal year. The several Medicare programs and Medical-Assistance-for-the-Aged programs were introduced under a crisis-planning schedule by adaptations and additions to existing applications. It is imperative that many of the computer programs be improved and brought up to date to serve more effectively the needs of the Department.

The Departmental system is providing service to all Divisions of the Department, and the continued growth and expansion in Departmental data processing activity have created the need for more technical staff, eventually requiring more machine capabilities. As computer programs are developed, information handling and feedback will be scheduled for delivery as deemed

necessary for administrative and management needs. For the most part, Departmental operations have been carefully controlled to preclude waste of staff time and effort.

Some of the data-processing routines which were installed or improved during the past year are:

1. Conversion of many computer programs from card mode to magnetic tape.
2. Preparation of several computer programs to be used in the Bureau of Children's Services systematic operations.
3. Preparation of several programs for the automated Medical Assistance for the Aged billing and accountability.
4. Enlargement of the Food Stamp Plan application from one County to eight Counties, including a total of 14,000 families or 50,000 persons.
5. Improvement in the patient billing routines for the several State institutions.
6. Installation of a new data bank governing age of patients and service unit reporting for the State institutions.
7. Medicare and Social Security Buy-In programs.

In addition to Departmental activity, machine processing has been provided to other State Departments and certain county welfare boards, compatible with the Governor's Executive Order and State Automated Data Processing operations.

Bureau of Community Institutions

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

98 General Hospitals	19,853 beds – 2,873 bassinets
8 Governmental Hospitals	1,810 beds – 84 bassinets
17 Special Hospitals	1,141 beds
23 Public Medical Institutions	3,085 beds
3 Maternity Homes	87 beds – 18 bassinets
17 Residential School Infirmaries	256 beds
4 Private Mental Hospitals	356 beds
220 Nursing Homes	11,661 beds
11 Private Institutions for the Mentally Retarded	659 beds
250 Boarding Homes for Sheltered Care	4,311 beds
75 Homes for the Aged	5,000 beds

Nursing Homes

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

Hospitals

This category includes general, governmental, special, and private mental hospitals. While the number of these facilities remained practically static during the year, the number of beds increased as the facilities expanded, to meet the growing demands for hospital care. Architectural plans for the expanded facilities have been reviewed, numerous consultations engaged in, and conferences held with experts in particular fields regarding specialized problems.

Public Medical Institutions

Since these homes are operated by county governments, their number has not materially increased, although the number of beds has increased with the expanded county programs of providing for the needs of indigent patients within geographical boundaries. The trend in this area is very similar to that experienced in nursing homes and has required extensive consultation and discussion with various governmental officials.

Homes for the Aged

This group of institutions consists of both residential and nursing units with an increase of 603 beds in the residential sections and 124 beds in the nursing units during the year. Although the size of the nursing units tends to be small when compared with nursing homes, three new units were opened during the year and a number of existing units were renovated and their bed capacity increased.

Boarding Homes for Sheltered Care

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

Other Activities

Special obligations of the Bureau were the development of material and data for new regulations recommended by the Hospital Licensing Board and adopted by the State Board of Control. The subject matter of these regulations included artificial lighting and ventilation for nurseries, recovery rooms and intensive care units in hospitals; standards for formula rooms and formula preparation; revised fire protection standards for boarding homes for sheltered care; minimum weekly nursing hours; special hospital classification; and extended care units for private hospitals and long-term care facilities. A number of conferences were held with representatives of the Health Facilities Planning Council for New Jersey and the Office of Certification of Health Facilities with which the Bureau developed constructive working relationships.

Summary

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

Bureau of Medical Facility Construction and Planning

Allocation of Funds

During the fiscal year ending June 30, 1967, a total of \$6,225,499 was allocated for the construction of hospitals and related medical facilities through the Hill-Burton Program. A breakdown by categories follows:

Hospitals and Public Health Centers	\$2,798,348
Facilities for Long-Term Care	\$1,438,968
Diagnostic and Treatment Centers	\$ 402,145
Rehabilitation Centers	\$ 201,047
Modernization	\$1,384,991

Grants-in-aid were made to the following 13 hospitals and related medical facilities:

Sussex County Public Health Center
West Jersey Hospital, Camden
St. Mary's Hospital, Passaic
John F. Kennedy Memorial Hospital, Stratford
Underwood-Memorial Hospital, Woodbury

NEW JERSEY STATE LIBRARY

St. Michael's Hospital, Newark
Alexian Brothers Hospital, Elizabeth
Atlantic City Hospital, Atlantic City
Riverside Hospital, Boonton
Hamilton Hospital, Trenton
Morris Hall, Lawrenceville
Columbus-Redwood Manor, West Orange
Cerebral Palsy of Essex and West Hudson, Belleville

Determination of Needs and Priorities

Significant changes were made in the 1967 Plan affecting the categories and the determination of need.

In determining the bed need for general hospitals a formula, which took into account such factors as current area-use rate, population projections for 1971 and an optimum occupancy factor were applied. Added priority was also given to areas which, in the execution of the formula, indicated the need to provide the greatest number of additional beds.

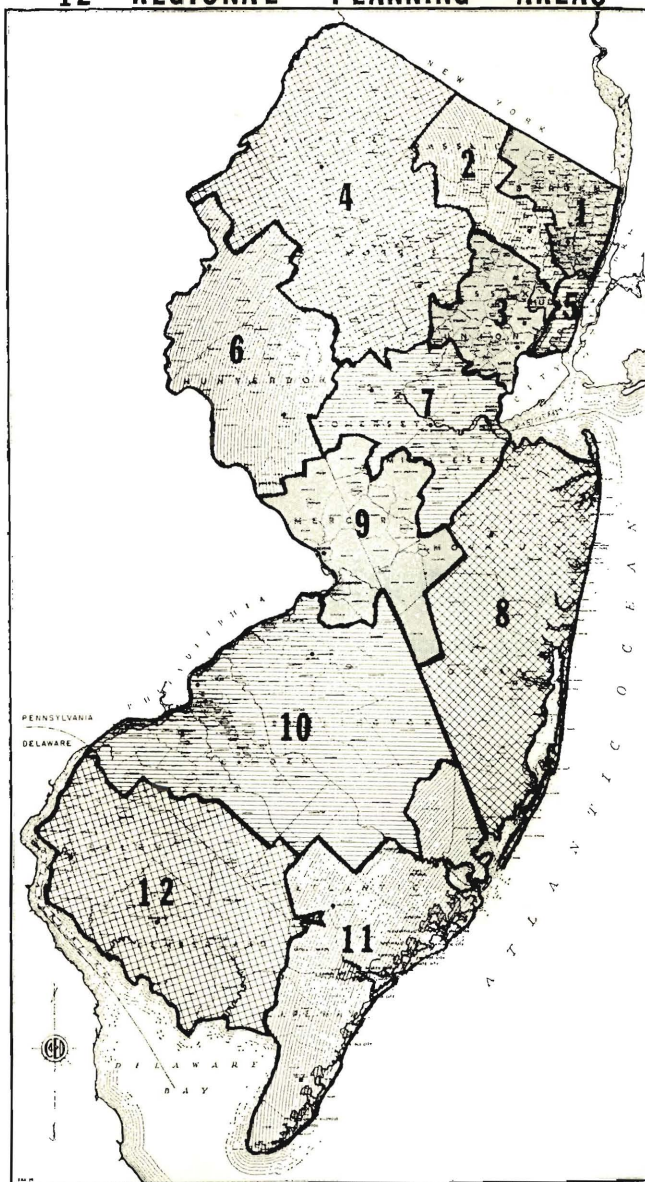
In developing the need for long-term care facilities a formula, taking into account such factors as the current and/or adjusted area-use rate, population projections for persons 65 years and over for 1971, and an optimum occupancy factor were applied. In addition, the need for the various areas of the State was adjusted by the percentage of residents in the area, aged 65 and over, who were potentially eligible to receive assistance under the Medicare program.

Modernization was defined to include alteration, major repair, air-conditioning, remodeling, replacement, and renovation of existing building (including initial equipment); replacement of obsolete, built-in equipment of existing buildings, but not the replacement of a facility or a portion of a facility to an inpatient capacity greater than that of the existing facility.

Priority classifications which governed the allocation of available modernization funds were established in the following order: general hospitals, diagnostic and treatment centers, rehabilitation facilities, long-term care facilities, and all other medical facilities,

During the fiscal year the Hill-Burton Modernization Survey was conducted and updated requiring the surveying of 142 institutions, as well as resurveying of 22 General Hospitals for the purpose of updating the records where new construction or renovations changed the original record of rated bed capacities.

12 REGIONAL PLANNING AREAS



This map shows the results of the patient origin study conducted by the Health Facilities Planning Council for New Jersey, in cooperation with the Department, resulting in the redelineation of planning areas. Used in programming need for general hospitals, diagnostic and treatment center and rehabilitation facilities, the redelineation reduced the number of planning areas from 27 to 12.

Division of Legal Affairs

Eugene T. Urbaniak, Director

The continuing expansion of the Department of Institutions and Agencies has increased the workload in the field of legal affairs, litigation, preparation of statutes, rendering of opinions both written and oral, submission of briefs to the courts, oral arguments; increased the number of guardianship cases and the amount of litigation involving maintenance in the lower courts. The trend of the United States Supreme Court and the Supreme Court of New Jersey, to provide additional opportunities for indigent litigants to pursue litigations in the appellate courts, has increased the trial load in this area. The program of Medical Assistance to the Aged and Medicare has increased legal problems considerably and if Medicaid becomes a fact in New Jersey, a still greater workload will be created.

This Division handled litigated matters involving guardianships accountings, mortgage foreclosures involving institutional liens, friendly judgments, maintenance collections, *habeas corpus*, negligence, administrative agency appeals, civil rights and post-conviction relief cases involving all of the State courts at every level, the United States District Court, the Third Circuit Court of Appeals and the United States Supreme Court.

Court Decisions

Some of the more significant court decisions are as follows:

The Appellate Division of Superior Court declined to order the State Parole Board to disclose to an inmate reasons for denial of parole. ((*Mastriani vs. Parole Board*, 95 N.J. Super. 351 (App. Div., 1967)). In at least a dozen cases the Court declined to interfere with Commissioner's discretion on transfer of inmates between the various institutions.

The New Jersey Supreme Court denied certification on a variety of cases of similar nature and affirmed the Appellate Division.

The United States District Court and the Court of Appeals declined to review the administration of the internal affairs of the several State correction institutions, in the absence of a showing of violation of constitutional rights. The granting of parole on one sentence to permit an inmate to commence another sentence, thus creating "cell parole," was upheld by the courts. It was determined that the Vroom Building at the Trenton State Hospital is not essentially a prison but rather a part of the State Hospital for the confinement and treatment of sex offenders.

Superior Court, sitting specially at the Vroom Building, heard 82 applications of inmates seeking release for the purpose of trial in the county courts, retransfer to other institutions, etc., and appropriations dispositions were indicated.

A challenge by a nursing home to the regulation of the Department fixing a maximum payment for maintenance of a Welfare case was dismissed by the court. (*Newark Gardens Convalescent Sanitarium vs. Essex County Welfare Board.*)

A number of cases naming judges and State officials as defendants by inmates in Civil Rights cases were defended by the Division, and were dismissed by the United States District Court.

The regulation of the Department requiring nursing homes to disclose all sources of payment for maintenance of Welfare patients was affirmed in State court. (*Cliff-House, Inc., vs. Bergen County Welfare Board, et als.*)

The United States District Court in Maryland granted the State's motion to quash a writ of *habeas corpus ad testificandum* which would have required the Warden of the State Prison to testify in Maryland in a libel suit instituted by an inmate against a national publication. (*Urbano vs. Liston*).

All matters of litigation involving the Department and the officials and representatives thereof instituted by inmates and other persons during the year were determined favorably for the defendants.

Legal Advices and Related Services

This Division renders daily legal advice—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; prepares material for special subjects dealing with the legal affairs of the Department and the preparation of articles thereon; defends the Department against claims filed with the Appropriations Committee of the Legislature; prepares articles; examines many applications for writs of *habeas corpus* submitted to members of the judiciary; handles extradition matters involving cases wherein New Jersey is the demanding authority and assists other states which require prisoners seeking asylum here, and wherein extradition is contested; cooperates with county prosecutors in handling of legal matters involving inmates or individuals about to be committed to the various penal and correctional institutions; responds to inmates in confinement who raise legal questions related to the administration officials of the Department; performs other miscellaneous and incidental services required for the proper administration of the institutions within the Department for the program of Social Security Assistance and Medicare, and collection of delinquent maintenance costs for State patients.

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	10,083
Certificates of Debit and Credit	1,374
Transfers and Amended Work Programs	2,691
Using Agency Schedules	13,145
Notices of Awards	308
Change Orders for Contracts	214
Contract Payments	1,045
Construction Payrolls	57
Final Acceptance on Contracts	170
Excess Request Forms	1,277

The budget staff processed 164 budgets and during the fiscal year the audit staff completed nine audits.

Bureau of Maintenance

During the past year the staff provided services in a supervisory capacity to our various institutions involving maintenance and preventive maintenance of buildings, utilities, equipment and power plants, in which good progress is being made with a few exceptions of our older institutions.

The staff was involved in the Reconversion of the Industrial Building to Housing for Sex Offenders at Rahway in the preparation of architectural drawings, reconstruction, purchase of materials, and supervision. The project was completed and occupied May 15, 1967.

Assistance was provided to the various institutions in the preparation of preliminary drawings, cost estimates of alterations and additions to building budget line items and capital construction improvements. Inspections and recommendations were made for correction of electrical violations and difficulties encountered with utilities and plant equipment. Assistance and advice were provided to Departmental Directors and their staffs in the preparation of fire-loss estimates for insurance purposes, preliminary drawings, cost estimates, program requirements of proposed buildings, and review or capital construction requirements.

The Bureau, acting as coordinator with the Bureau of Construction and outside agencies, architects and engineers, processed plans and specifications and construction contract awards. Construction contracts awarded this year amounted to 77 projects at a total cost of \$33,418,610. Through the year, construction of 122 budget line items and five capital constructions were completed and accepted.

Many hours of our staff were involved in program requirements, meetings with architects and engineers, reviews of plans and specifications, consisting of a total of 148; reviews of bids, awards of contracts, attendance at construction job meetings at the site; reviews of change orders, approval of payments to contractors, inspection and approval of acceptance of completed structures; as well as inspection of faulty workmanship and material within the one-year guarantee period for corrections to be made by the contractor.

As departmental representative of the Interdepartmental Committee for State Planning, monthly meetings were attended. Items reviewed and discussed included State Horizon Plan, Population and Economy, Transportation, Capital Improvements Construction Program, Tocks Island Regional Plan, Comprehensive Development plan for Ten Million Population, New Towns and Meadow Lands Development.

Bureau of Dietary, Laundry and Household Services

The total amount of food consumed during this period was in excess of 21,000 tons, valued at \$5,415,203, and consisting of:

Item	Tons	Cost
Meats, Fowl, Fish, Eggs	2,710	\$2,167,888.99
Milk and Milk Products	7,097	935,132.86
Bread and Cereals	1,459	318,714.99
Fats and Oils	337	106,112.58
Sugar and Jellies	982	228,967.79
Vegetables	6,421	841,140.12
Fruits	2,048	420,033.07
Miscellaneous	602	397,212.12

The cost of feeding the standard ration during this year was up 4.75%.

The average budgeted per capita was \$.609. Actual per capita allowances ranged from \$.5460 to \$.98.

There are seven consolidated or regional laundries which use inmate labor and process laundry for several institutions. In addition, there are four institutional laundries in operation to meet their own requirements. A total of 32,836,807 pounds of laundry were processed during the year.

Approximately one-half of the institutions received complete housekeeping inspections, including sleeping and day-room areas for patients, residents and inmates; residential employees' living quarters; central sewing and mending rooms and upholstery shops.

Bureau of Maintenance Collections

Collections and Receipts Compared			
	1967	1966	1967 Increase Over 1966
Non-Indigent and			
State Contributing	\$2,203,923.90	\$2,202,200.99	1,722.91
Recoveries	1,919,144.90	1,833,851.56	85,293.34
County Regular	22,975,698.63	21,686,330.60	1,289,368.03
County Excesses	154,291.47	174,226.04	-20,065.43
Social Security	2,328,691.84	2,147,816.09	80,875.75
Hospitalization			
Insurance	697,870.97	670,557.40	27,313.57
Vet. Administration			
Funds	247,969.53	225,910.94	22,058.59

Total collections during the year increased approximately \$1,486,566.76.

Beginning July 1, 1966 the Medicare program got under way; however, numerous meetings and conferences continued concerning this program. Shortly after Medicare Part "A", we began surveying patient population for participation in Part "B" benefits, and it was agreed that patients in the mental hospitals and schools for the retarded should be protected under this program. This required buying premiums for all those persons who could not pay their own premiums and originally involved 1600 patients. The amendments to the Social Security Act ultimately reduced to about 800 the number of patients for whom we had to pay premiums. The main reason for this decrease was the amendment that provides for benefits for all persons age seventy-two and over who did not previously have social security coverage.

Meetings concerning the M.A.A. (Medical Assistance to the Aged) program began in September and continued periodically so that the program could be started by January 1, 1967. The M.A.A. program did get started, however, in April of 1967 with retroactive effect to January 1, 1967. This program provides that the Welfare Department, through the Federal Government, pay for all persons in the mental hospitals who are age sixty-five and over. This involved numerous patients who were county indigents, resulting in credits to the counties for charges made retroactive to January 1, 1967. We are still in the process of updating the patient population, and anticipate enrolling in the program all new admissions subsequent to September 1, 1967. The M.A.A. program required many meetings with the county adjusters and

county welfare directors, inasmuch as appropriations would have to be changed between the county adjusters' offices and the welfare offices, consistent with the Federal regulations involving this program. Some of these matters have not yet been clarified and each county is handling the matter in the manner best suited to the particular county.

During the past fiscal year there was an increase in the amount of compromises submitted, which resulted from the numerous liens filed by both the institutions' personnel and by the counties. These compromises helped to increase the recovery by some \$85,000 during the year.

Fire Marshal and Safety Director

During the fiscal year the reported fire losses amounted to \$5,647. There were no deaths or serious injuries among our patients, residents, inmates, students or institutional employees during this year.

	Buildings	Contents
Insured Value	\$184,234,250	\$18,648,950
Actual Loss		\$5,647

A total of 7,614 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 administrative action by this office for correction.

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

During the past fiscal year we have continued to receive reductions in our fire insurance rates as a result of the fire-prevention measures we have incorporated in our various institutions. This office continues to supervise the Public and Institutional Property Program recommended by the Governor's Fire Insurance Advisory Council, Bureau of Insurance and Special Services and the Fire Insurance Rating Organization, which has directly resulted in additional reduction of our fire insurance premiums.

During the period covered by this report 22 investigations were conducted of fires of a major incendiary or suspicious nature, which occurred on State-owned property. Eight investigations resulted in apprehension of the guilty party or parties.

Bureau of Farm Operations

The hot, dry summer that was experienced this year caused a decline in field crops and dairy production. The total value of all farm products was \$1,488,515, compared to \$1,660,081, representing a loss of \$171,566 with the greatest loss in field crops.

Dairy production amounted to \$897,207, a decrease of \$4,154.

The pork products amounted to \$216,455, a decrease of \$18,307. This was caused by institutions not using quite as much pork during this period resulting in an inventory of pork products.

Egg production is down because of the fact that another large poultry operation was closed at Trenton Hospital. The poultry operations that are in production are doing very well.

Bureau of General Services

This Bureau was established as the result of Executive Order No. 13, dated January 23, 1964 and a study by Central Printing Control, Department of the Treasury.

The Bureau became official July 1, 1966 and for the first six months, time was spent in organizing the bureau, transferring and hiring personnel, purchasing new equipment, training and work scheduling.

Shortly before the first of January 1967, the Bureau became operative as a production unit. Since then production and services have been on the increase.

Bureau of Transportation

Records were maintained covering monthly and daily rentals and mileage charges for 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.

Expenditures for Year Ending June 30, 1967

MENTAL HOSPITALS

Greystone Park	\$ 12,307,415
Trenton	9,758,529
Marlboro	7,870,990
Ancora	5,885,983
Neuro-Psychiatric Institute	4,450,805
TOTAL MENTAL HOSPITALS	40,273,722

OTHER MENTAL FACILITIES

Diagnostic Center	898,373
Brisbane Child Treatment Center	553,259
TOTAL OTHER MENTAL FACILITIES	1,451,632

TUBERCULOSIS HOSPITALS

Glen Gardner	1,617,526
TOTAL MENTAL AND TUBERCULOSIS COSTS	43,342,880

MENTAL RETARDATION INSTITUTIONS

Vineland State School	4,806,908
Woodbine	2,855,970
Totowa	2,858,743
New Lisbon	2,791,667
Johnstone Training Center	1,817,584
Woodbridge	3,584,131
Hunterdon State School	23,986
TOTAL MENTAL RETARDATION INSTITUTIONS	18,738,989

CORRECTIONAL INSTITUTIONS

Jamesburg	2,112,371
Annandale	2,114,083
Clinton	1,405,795
Girls Home	1,058,227
Youth Reception and Correction Center	501,726
Trenton Prison	2,864,764
Rahway	2,154,032
Bordentown	2,137,103
Leesburg	781,036
Training School for Boys	15,833
TOTAL CORRECTIONAL INSTITUTIONS	15,144,970

SOLDIERS' HOMES

Vineland	599,277
Menlo Park	488,693
TOTAL SOLDIERS' HOMES	1,087,970

OTHER INSTITUTIONS

Highfields Group Center	57,524
Warren Group Center	53,594
Turrell Group Center	59,562
Ocean Group Center	55,711
TOTAL OTHER INSTITUTIONS	226,391

TOTAL ALL INSTITUTIONS 78,541,200

CENTRAL OFFICE

Administration General	1,359,859
Division of Welfare	1,387,616
Parole Board	77,432
Division of Correction and Parole	1,353,231
Division of Mental Retardation	1,827,847
Division of Mental Health	704,857
TOTAL CENTRAL OFFICE	6,710,842

NON - INSTITUTIONAL ITEMS

Commission for the Blind	2,081,627
Bureau of Children's Sevcies	4,247,570
Debt Service	5,692,845
TOTAL NON - INSTITUTIONAL	12,022,042

STATE AID

Old Age Assistance	3,222,587
General Assistance	7,037,777
Disability Assistance	3,420,206
Assistance for Dependent Children	22,623,752
Child Care	5,346,976
Medical Assistance for the Aged	6,945,539
Blind Assistance	228,253
County Mental Hospitals	7,843,782
County Tuberculosis Hospitals	172,753
Community Mental Health Services	1,634,424
TOTAL STATE AID	58,476,049

TOTAL INSTITUTIONS AND AGENCIES \$155,750,133*

*(Does not include Capital Expenditures)



