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The **WELFARE REPORTER**

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ANNUAL REPORT

1960

APRIL, 1961

N.J. INSTITUTIONS AND AGENCIES

The
**WELFARE
REPORTER**

*Official Publication
of the State Department of Institutions & Agencies*

STATE BOARD OF CONTROL

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**THE
ANNUAL
REPORT
1960**

Volume XII, Number 2, April, 1961

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Richard M. Mack Jr., Managing Editor

Office of Publication, 135 West Hanover Street, Trenton 25, New Jersey

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

Dear Mr. Wescott:

The 1960 Annual Report is in the tradition of those that have gone before it, both as an accounting and a faithful mirror of events as they happened during a twelvemonth.

The past year has not been without its share of hopes and disappointments, of successes and failures.

On the threshold of a new decade, we are confronted with two seemingly insurmountable problems: continuing inflation and growth of population.

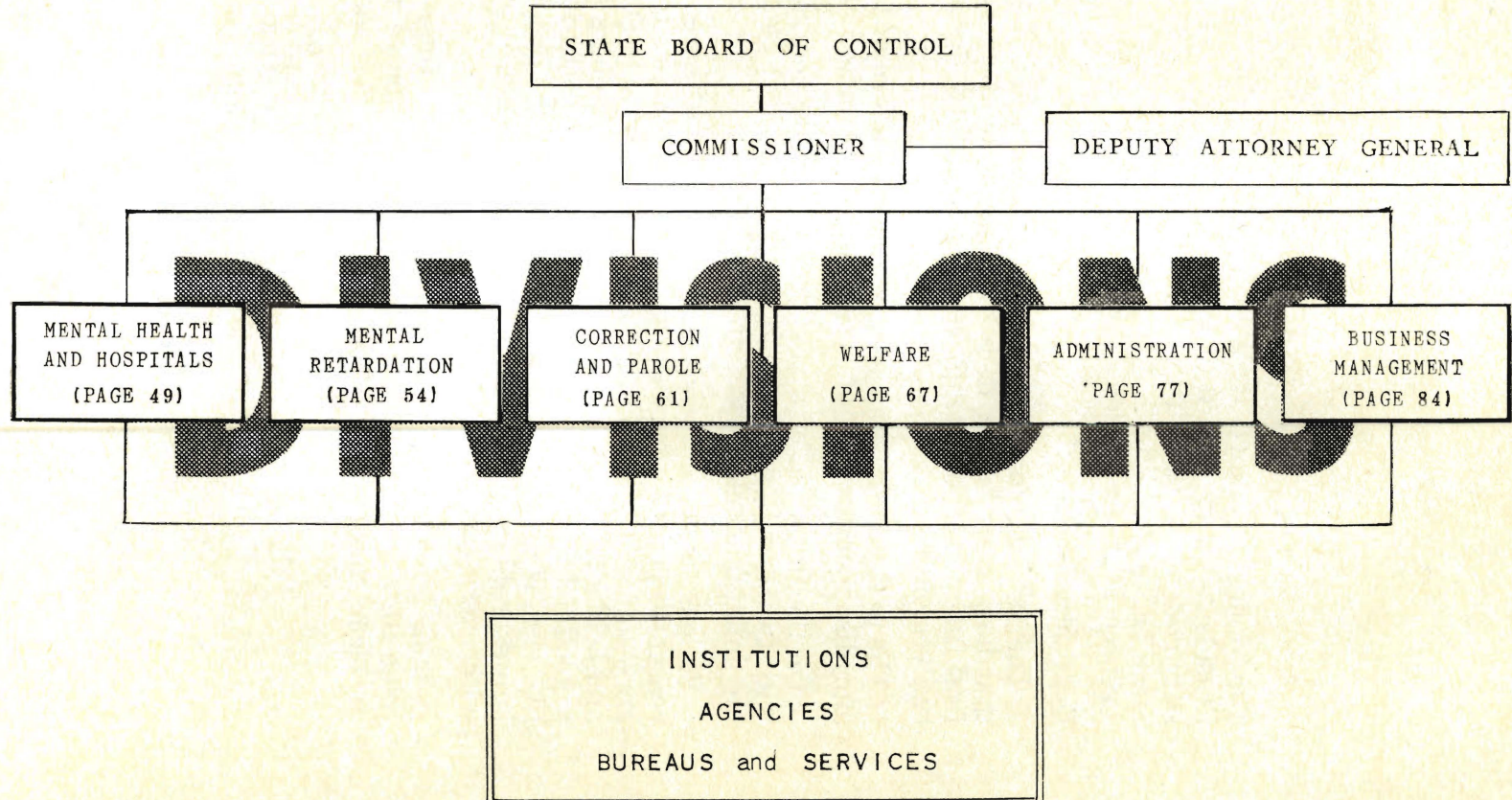
So long as these phenomena persist—and there is no reason to believe that they will not in the years to follow—our salary ranges will prove inadequate to attract and hold staff of quality and in sufficient numbers to do a good job. The demand upon our State institutions, likewise, is proportionate to the growth of the people. It is inexorable and makes new construction more urgent with every passing day.

Time is running out. If we are not to fail those who come to us for help, we must have a solution of these problems and such a solution cannot come too soon.

Respectfully yours,

/s/ JOHN W. TRAMBURG
Commissioner

SIMPLIFIED ORGANIZATION CHART
DEPARTMENT OF INSTITUTIONS AND AGENCIES



Division of Mental Health and Hospitals

A review of the level of patient care and patient services being provided during the past fiscal year furnishes ample evidence to support the statement that good programming is good business. It also amply supports the belief that adequate and unswerving attention to programming for meeting the needs of patients serves the best interests of the taxpayer.

A decrease in the overall patient population resident in institutions, continued in spite of a continuing increase in the number of individuals admitted to institutions who require more intensive nursing and personal services.

Carefully planned requests for appropriations to improve the home-like atmosphere and surroundings in the hospital wards have resulted in approval of the expenditure of funds to purchase necessary equipment which, in turn, has stimulated industry and initiative on the part of personnel. The outcome has been a continuing transformation of these large institutions which is truly remarkable.

Along with the transformation in physical appearance of the hospital, there has been an equally remarkable transformation in activity of patients and in their orientation toward movement out of the institution rather than toward further regression into illness. All of the institutions have been active in developing rehabilitation units and remotivation programs. The former are units which attempt to provide within the hospital setting a program of activities geared to help the patient to better adapt himself to the community environment upon discharge. The latter are designed, through specialized group activity under the guidance of ward personnel and psychiatric technicians to kindle within the patient motivation toward his return to a constructive position in society.

There has been a continuing increase in the effective services of volunteers in all of the institutions. The assistance and encouragement of local mental health associations and other community groups have been most gratifying.

A marked step towards the integration of a mental hospital program with community health and welfare services has been made through the establishment of out-patient departments at each of the mental hospitals. As these departments are developed and expanded, they will provide pre-admission consultation services to medical referral sources as well as to welfare and social agencies. Through their contact with these agencies, they will facilitate an early return of the individual to the community.

Consultants in the professional fields of psychiatric social work, psychology, psychiatric nursing, and special services in the office of the Division of Mental Health and Hospitals have stimulated and facilitated program development in these patient care areas.

In addition, Departmental consultants in the fields of food service, maintenance, and budget and accounting have facilitated a program of sound planning.

As a result of close interdivisional cooperation and leadership by the Commissioner, the program for utilizing work details from the correctional institutions to provide basic personal services at the several institutions has continued to develop. These services have been primarily in the areas of laundry operation, farm operation and maintenance of buildings and grounds. The further extension of this program has resulted in marked improvement in the laundry services, particularly for patients in all of the institutions, and has resulted in a striking improvement in the overall maintenance of buildings and grounds. In spite of some early anxieties, the program has operated most effectively and the presence of prisoners at the institutions has presented no operational problems.

A planned program of building maintenance is starting to yield dividends. The initial costs proved an economy as the number of personnel necessary for routine housekeeping decreased and the physical surroundings for both patients and personnel improved allowing the latter to get on with the major job of patient care and treatment.

Each of the hospitals meets, and is now operating in accordance with, the standards of the Joint Commission on Accreditation of Hospitals. Reorganization of the medical and

dental staffs along lines recommended by the Commission has resulted in more active participation in the basic professional responsibilities on the care of the patients.

The most pressing problem this year, as it has been in the past and may well be for some years to come, is that of obtaining professionally qualified personnel in sufficient numbers. A planned program to meet this need involves training. New Jersey has a greater than average obligation, due to its failure heretofore to establish professional educational institutions for the training of physicians, clinical psychologists, psychiatric social workers and occupational therapists. All five mental hospitals in New Jersey are now accredited for three full years of required psychiatric residency training for physicians. A training program in clinical psychology has been set up and has been approved by the American Psychological Association. This is the first such program in a State department of mental health to be approved in this manner. All other clinical psychology programs approved for training have been in connection with universities. In conjunction with the Rutgers University School of Social Work, the Division has received a grant for the establishment of a training program in social work at the State Hospital at Trenton. The Trenton Hospital was chosen because of its proximity both to the Central Office consultant in psychiatric social work and to Rutgers University. The nursing program has been extended: each of the hospitals is now assisting psychiatric technicians to obtain necessary training to qualify as registered nurses. Psychiatric nurse residency programs have been developed. Students in music therapy from the Connecticut College for Women will now affiliate with the New Jersey Neuro-Psychiatric Institute for training in occupational therapy. A program of summer clerkships for medical students from seven eastern medical schools was arranged to begin at the end of this fiscal year. A grant was received from the National Institute of Mental Health to underwrite the cost of sending three medical directors to a special program newly developed at the University of Chicago in administrative development for mental hospital administrators. Arrangements are being worked out between various state colleges and the several institutions providing facilities for children which will enable teachers in training to receive experience working with emotionally disturbed children.

Community Mental Health activities have progressed to the point where twenty of the twenty-one counties have appointed County Mental Health Boards. These County Mental Health Boards are becoming familiar with the mental health needs and resources in their areas and are reaching the point where they can carry out the intent of legislation which was enacted to develop sound planning for community mental health facilities in each county. In the meantime, the community clinics supported under the mental health program, designed primarily to support psychiatric services for children, have increased to thirty-seven operating as of July 1, 1960, with five additional clinics scheduled for opening some time after September 1, 1960. This increase of clinic services is possible only as a result of an increase in the number of professional personnel in the community clinic field coming into New Jersey.

The culmination of prior planning saw the establishment of a separate Division of Mental Retardation within the Department. This will allow the staff of the Division of Mental Health and Hospitals to concentrate on the development of facilities for the care of the mentally ill and emotionally disturbed, while assuring continuing supportive and consultative relationship between the staffs of both Divisions.

Similar supportive and coordinated activity has resulted in the establishment of a program for the follow-up of released tuberculous patients and for providing institutional care for recalcitrant tuberculous patients, jointly through the cooperative efforts of the Department of Institutions and Agencies and the Department of Education are currently implementing the mental health program of schools being administrated by the Department of Education.

A program of psychiatric consultation to correctional institutions and institutions for the retarded has been organized in the Division of Mental Health and Hospitals. Psychiatrists on the staff of institutions for the mentally ill will serve non-working days in their regularly assigned institution as consultants to patients or inmates of institutions in the Division of Mental Retardation and the Division of Correction.

There has been difficulty in establishing a sound program for residential facilities for children because of lack of sufficient scientific and professional knowledge in this area. The Division is attempting to expedite such a program through the activities of its long-range Capital Construction Committee and through improvement of the professional staff providing specialized services to children. Studies have indicated that there is a need for additional residential facilities, but that in the vast majority of instances this need has resulted from a breakdown in community resources. In an increasing number of instances in which a suitable foster home placement or a boarding school placement would be preferable to the residential treatment placement recommended for some of these individuals. As a result of shortages it has been necessary to admit children to each of our mental hospitals in addition to those admitted to the Diagnostic Center, the Arthur Brisbane Child Treatment Unit, and the Children's Unit at the New Jersey Neuro-Psychiatric Institute. The Board of Control has determined, therefore, that on an interim basis and until further programming could be implemented, each of the mental hospitals shall provide a program of care for the children committed to that institution to include segregated sleeping areas and a program of activities and education geared to the capacities and needs of the children.

A second area in which program planning is progressing is in the provision of facilities for individuals over sixty-five who are currently being admitted to mental hospitals. It is believed that the major need for additional beds in the mental hospitals in the immediate future will arise out of the increasing numbers of individuals in this age category. A significant number of these individuals primarily require intensive medical and nursing care in a psychiatric setting. The possibility of establishing small units in communities adjacent to general medical and surgical facilities to provide for these individuals is now being explored.

A final area in which planning must continue is that concerned with the lack of adequate psychiatric treatment facilities in communities as well as the inaccessibility of facilities because of the cost. Until more professional resources are available and until there is greater agreement as to when, where and how psychotherapy should be provided for adults, a program of psychotherapy for adults financed out of tax funds must move slowly.

Division of Mental Retardation

Although the average daily resident population in the five institutions for the retarded remained relatively unchanged from last year, additions to the waiting list resulted in an increased total case load during 1960. The active waiting list increased from 681 to 808 because institutions were unable to admit many new cases. Delay in admission, despite pernicious overcrowding and increased Field Service activities with the pre-and post-institutional cases, meant continued hardship for an increasing number of New Jersey families. The conversion of two cottages at the North Jersey Training School and some shift in cottage classification at Vineland State School, New Lisbon, and Woodbine may provide a modicum of help; no real relief is available, however, in the absence of new major construction.

It should be noted that the increase in case load, and particularly waiting list, developed in the face of a consistent discharge policy. In the past three years, almost 600 persons have been discharged upon apparently successful community adjustment. It is questionable whether this process of making admission possible by discharging residents will be available in the future to the same extent as it has in the past. The largest portion of cases discharged were mildly retarded young adults and they have been replaced in institutions by young and more handicapped residents. At the North Jersey Training School, for instance, two-thirds of the sixty-six new admissions are nursery, school age or custodial type residents. Even at Woodbine Colony, long the institution receiving the least capable child, the trend is noticeable. Woodbine's resident median I.Q. dropped from 23 in 1952 to 19 in 1957 and to 18 in 1960. Release of young and severely retarded cases to the community will be more difficult and will follow only upon some years of residence. Fewer residents, available for community placement, mean fewer cases coming off the waiting list.

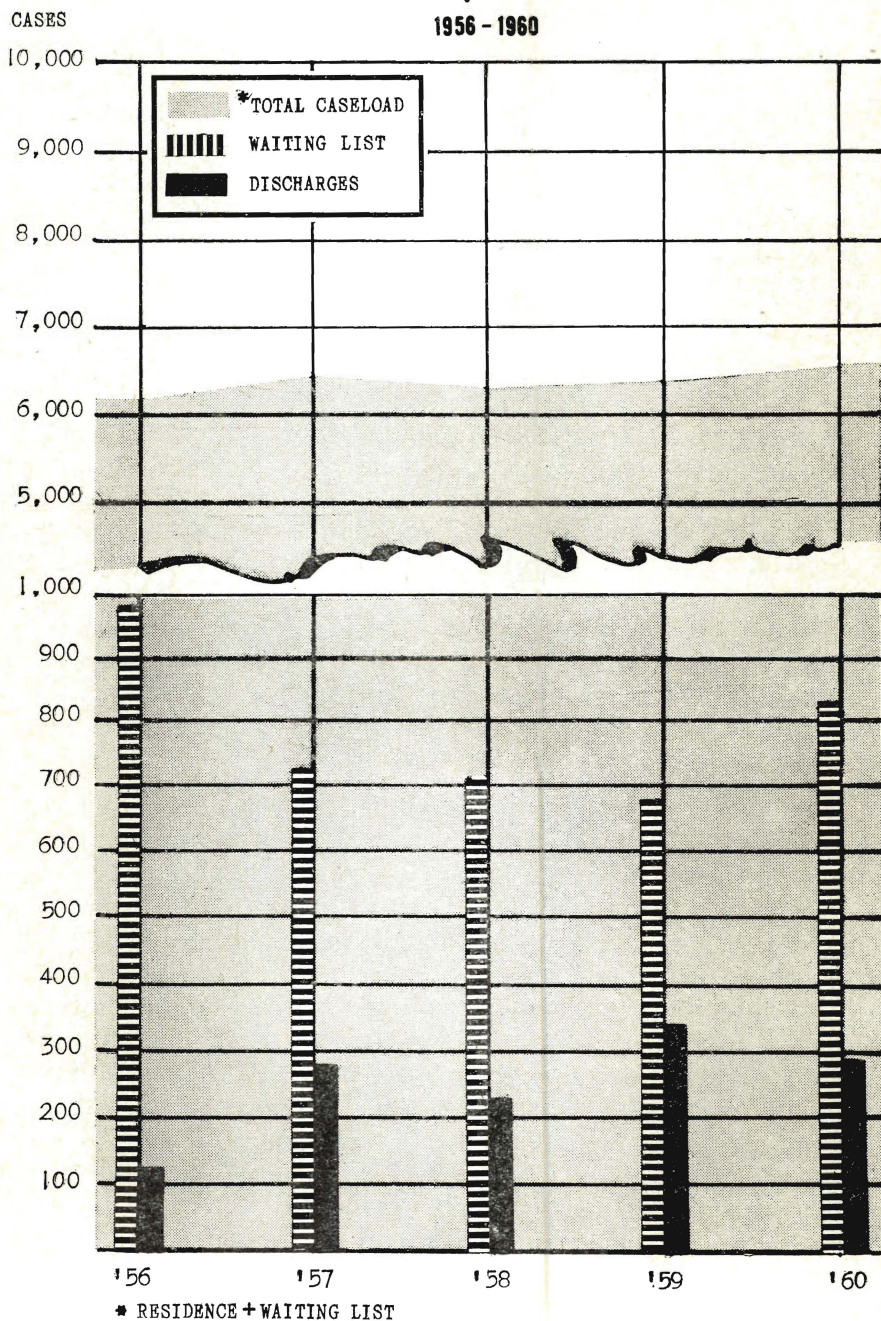
The depletion of the mildly retarded residents, potentially capable of community placement, has many other ramifications. On the one hand reduction of numbers in this group has increased expenses at the institutions when it proved necessary to develop thirty new care positions this year to replace capable residents. On the other hand, it has had influence upon the very character of the internal programs of every institution. At all institutions, other than the Johnstone Training and Research Center, a cottage training program with emphasis on self-help and self-care has tended somewhat to replace the central school program with its emphasis on academic and pre-vocational skills.

Ventures in appropriate curriculum development have been taking place at all institutions and successful shifts are gradually happening. Many clinical problems, however, remain without resolution. Speech correction services are at best minimal; psychological staffs are too small to provide regular restudy of the developing young child; and medical services remain sparse. Although the elective surgical program at the Vineland State School provided service to seventy-four residents of the southern institutions, many remain untreated. Further, no real elective surgical program has been available at the North Jersey Training School. Physical medicine and therapy at no institution approaches the need, since both budgeted positions and recruits are hard to secure.

It is in the particular area of cottage employee recruitment that institution administration has had its greatest problems. While recruitment of attendants has been difficult at New Lisbon Colony in past years, this year saw similar difficulties develop at the North Jersey Training School and Vineland State School. In some institutions, vacancy rates run so high that authorization given for the recruitment of personnel upon the release of "working" residents is of little import in assuring continuation of present standards of care. Two approaches to the problem have been considered. One has been the implementation of formal attendant training to increase the efficiency and skill of the persons recruited at the cottage level. Following upon a workshop initiated by the State and sponsored by New Jersey and the American Association on Mental Deficiency which was attended by United States and Canadian experts, a committee

CASELOAD, WAITING LIST, DISCHARGES

Institutions for the Retarded



from our five institutions is developing a curriculum for training cottage personnel. The other approach to the problem of cottage staffing must relate to the primary factor which affects recruitment of all personnel—salaries. In this regard a formal proposal of revision of cottage life titles and salaries has been submitted through the Bureau of Personnel to the Civil Service Commission. These suggestions or some other revisions to salary structure are necessary if enough personnel is to be trained.

Despite many problems and obstacles, accomplishments this year have been real and of varied character:

1. Cottage supervision at all institutions has improved and, as a result has insured greater consonance between Boards of Managers and Superintendents' intentions and attendants' functioning.
2. A sheltered work program, providing on-the-job training and gradual release from supervision, was instituted. Eighty-seven institutional aide positions have been approved (most of which are filled) providing good experience for graduates for the institutions, as well as care and support services for the remaining residents.
3. Committees have discussed capital construction and release policies. The recommendations of the Committee on Capital Construction include the development of two new 1,000-bed institutions, a 150-bed unit for the defective delinquent, an evaluation center, infirmary, and research building to complete the program at the Johnstone Center, and replacement of deteriorated dormitory structures at New Lisbon Colony. The Committee on Release has suggested to local Boards of Managers a socially constructive set of relationships among institutions, residents and family.
4. Institutions and Central Office bureaus have agreed to adopt the new terminology proposed by the American Association on Mental Deficiency. This adoption will provide for more consistent classification and communication on cases. This terminology along with "population movement forms" of the Bureau of Social Research will afford better population control and inventory and provide a basis for broad research.

5. Leadership training in the form of one week of intensive study by representatives of institutions continued in this, its third year.
6. Field Services, despite shortages of staff and supervisory personnel, increased its case load and scope of services.
7. Research has continued in relation to clinical operations at various institutions. At Johnstone Center, particularly, studies of the perceptual, learning, and cognitive disabilities of mental retardates were undertaken. Some investigations in applied areas also are being pursued; substantial grants from Federal sources made possible staff expansion to investigate the use of self instructional devices or teaching machines and ways of rehabilitation of the retarded.
8. The State Board of Control established a Division of Mental Retardation, as recommended by the Commissioner and the Alexander Commission, thus recognizing the size and nature of the Department's program for the retarded.

Appreciation should be expressed to other Divisions of the Department for their assistance to the institutions for the retarded. The Division of Correction and its institutions are extremely helpful in providing essential manpower for maintenance and laundry work. Without this service physical plants would be even less adequate and the problems of resident care increased. The Division of Mental Health and Hospitals has offered not only psychiatric care but has provided medical and surgical services beyond that which could be made available at some of the facilities for the retarded. The Division of Welfare, particularly the Bureau of Assistance, worked along with Field Services in securing the community adjustment of residents on placement. A substantial number of post-institutional cases were transferred to forms of the assistance program. Business Management and Administration have been helpful in those frequently hard-to-define ways that are so important in dissolving frustrations.

Some aspirations remain for future fulfillment:

1. New construction to reduce overcrowding and eliminate waiting lists.
2. Higher salary levels to improve recruitment and to achieve staff integration and stability.
3. Expanded training, clinical and medical programs to provide better services to the retarded.
4. Modernization of existing older institutions so that maintenance will not represent the most important problem confronting the administration of an institution.
5. Operational research and development activities to create new effective and economical concepts of resident care and handling.

TOTAL COMMITMENTS *and* RELEASES

• CORRECTIONAL INSTITUTIONS •

1954 - 1960



Division of Correction and Parole

Two correctional problems consumed a major portion of the Division's energies during the past fiscal year: overcrowding and the related problem of inmate idleness.

The resident population in State penal and correctional institutions on June 30, 1960, was 4,285—up 118 over June 30, 1959. The two State training schools had a resident population of 853 on June 30, 1960—up 115 from the same date in 1959. While these increases on superficial examination seem slight, an increase of one inmate to an already crowded institution creates problems for all departments of the institution out of proportion to the numerical increase. The increase is not evenly distributed to all institutions, nor does it fall evenly on any one institution throughout the year. To illustrate: the population at the Annandale Reformatory ranged from a low of 562 in January to a high of 656 in May. The average daily population for the year was 616 as compared with 599 the preceeding year.

At the Bordentown Reformatory admissions have grown from an average of 525 in the three prior years to 619 in fiscal 1959-60. Relying on an accelerated total psychotherapeutic push program the Bordentown institution has during the past twelve years reduced the average length of stay from thirty-three months to fifteen months with a range of stay from six to thirty months. The institution doubts if it could achieve the objectives of its program if the average stay goes much lower; yet, on June 30, 1960, there were 757 men in an institution built for 525 and normally rated at 600.

The worst consequences of overcrowding are reflected in the limitation of alternatives available to administrators for the resolution of problems.

An example and more dramatic consequence of overcrowding developed at Annandale during March. Because of interpersonal tensions in one of the cottages at that institution, it was necessary for the administration to take action in an increasingly tense situation. Twelve inmates considered by the Annandale authorities as ring leaders were transferred to Bor-

dentown. It was necessary for already-crowded Bordentown to transfer five of its inmates to the State Prison and three to Annandale. In the case of both the Bordentown Reformatory and the State Prison unstable, aggressive inmates were added to already overcrowded facilities.

At about the same time the resident population of the State Prison rose to the point where it was necessary, after consultation with the medical director, to close the Rahway T. B. Unit and transfer active T. B. cases to a segregated ward in the hospital at the State Prison. This enabled the Prison administration to utilize the former T. B. Unit as a dormitory for fifty minimum security inmates assigned to an outside work detail.

The cause of population pressures on the State correctional resources is not difficult to trace. Although New Jersey's population has increased by fifty per cent since 1940, the State has not constructed any major correctional institutions during this time. It is also easy to understand why much of the current pressure is on training schools and reformatories since the teenage population in New Jersey has increased markedly in the last ten years—and the end of this increase is not in sight. In 1940, for instance, 59,000 infants were born in New Jersey and in 1959 this number had risen to 130,000.

In response to the challenge of population pressures the Department of Institutions and Agencies has made several important contributions to the development of correctional alternatives to large physical plants housing hundreds of offenders and during the past fiscal year several advances were made within this broad policy. In October, 1959 a camp was established on the grounds of the Neuro-Psychiatric Institute where fifty-five Bordentown inmates are now assigned to various types of work. A short time later a project similar to the Jones Farm, a Prison work camp on the grounds of the Trenton State Hospital, was authorized at the Marlboro State Hospital for 120 adult inmates from the Rahway branch of the State Prison.

In June, 1960 the Warren Residential Group Center, patterned after the Highfields Project, was officially opened for delinquent boys. This Residential Group Center is now available to the juvenile courts of the State for the disposition of selected juvenile cases aged sixteen-eighteen years where there is reason

to believe that short-term exposure to an extensive group-oriented program can be an effective correctional experience.

The construction of the Turrell Residential Group Center for Delinquent Girls on the grounds of the Arthur Brisbane Child Treatment Center was completed with funds made available to the Department from the Turrell Fund. It is anticipated this facility will soon be available to the juvenile courts of New Jersey for the disposition of selected youthful female offenders.

The Department also developed, with interested persons from Essex County, a proposal for a community rehabilitation unit patterned after the Highfields project. This proposal was presented to a large private foundation with a request that a grant of \$150,000 be made available to the Department to pay the project's operating costs for three-and-a-half years.

Although New Jersey can take pride in its efforts to develop smaller, diversified units for offenders, there remain a number of knotty correctional problems related to increased population pressures. To come to grips with these problems, the President of the State Board of Control appointed three committees consisting of lay members of correctional institution boards of managers and professional Department personnel to study the State's future correctional needs. Two committees were established to study the future needs for male penal and correctional institutions and one to study the future needs for female correctional institutions.

The committee to study the future needs for adult male offenders committed to the State Prison completed its report and its recommendations were adopted by the State Board of Control. The committee and the State Board considered three questions:

- (1) Should any existing structures be eliminated?
- (2) Do current needs require the immediate development of new institutions?
- (3) What should be done in regard to deteriorating structures?

On the basis of its study the committee made the following recommendations:

The present physical plants for the housing of adult offenders be retained.

Construction of a 500-inmate unit for medium security at Leesburg.

Demolish #4-Wing at the Trenton State Prison and construct a new hospital on this site.

Make necessary alterations at Rahway to provide maximum security housing.

The reports and recommendations of the other two committees have not been completed but there seems to be agreement that the continued development of small residential units deserves serious consideration because: (a) treatment effectiveness seems to be enhanced in small units; (b) a variety of small units serving specialized offender groups makes it possible to implement the concept of correctional classification.

The problem of inmate idleness remains one of the most serious problems correctional administrators face. At the close of last fiscal year more than 300 employable inmates were idle at the Trenton Prison and its Rahway branch and at least 300 idle men at Bordentown Reformatory. Correctional administrators and the Bureau of State Use Industries are more than ever faced with the difficult task of providing additional work opportunities for inmates who can not be classified for minimum custody work assignments. The Department has made considerable progress in developing meaningful work experience for inmates who can be classified for outside work assignments. The advantages of an integrated Department like the New Jersey Department of Institutions and Agencies are apparent in the considerable ease with which it has been able to develop varied work projects for inmates classified for minimum security assignments. The resourcefulness and skill of institutional classification committees are reflected in the inmates so assigned (twenty-seven per cent at the Prison and Rahway and thirty per cent at the Bordentown Reformatory) and the low number of "walkaways" or escapes (none from Bordentown and thirteen from the Prison, Rahway and Leesburg) in the last fiscal year.

In addition to the inmates employed in the maintenance and service departments of the correctional institutions, the

Bureau of State Use Industries has responsibility for furnishing industrial-type employment and training opportunities. The State Use Industries furnish 887 full-time jobs in five of the State penal and correctional institutions. This means approximately twenty-three per cent of the inmate population at these institutions work in the State Use Industries which follow a basic policy of diversification to minimize competition with any one segment of private industry and free labor. The work in State Use Industries is planned to give useful training as an aid in the rehabilitation of the offender and to enable him to earn some portion of the cost of his maintenance.

Within the resources available to the Bureau, inmates are employed in industrial-type work with modern tools and wherever possible the work is in line with employment opportunities which may be available to the inmate on release.

In the past fiscal year the Bureau of State Use Industries made a capital investment of more than \$85,000 to increase and improve job facilities; at least \$100,000 is committed for this purpose for fiscal year 1960-61. In the immediate future additions will be made to the woodworking shop at Rahway and the bed and machine shops at that institution will be expanded.

In spite of these expenditures, new shop construction is urgently needed at the Bordentown Reformatory and the Rahway branch of the Prison to improve the programs at both of these institutions. The improvement of industrial opportunities for inmates assigned inside the walls continue to be a major problem confronting correction and its resolution will require support and assistance from many persons.

One of the most significant developments in New Jersey has been a trend toward reduction in the rate of inmates returned to correctional institutions for violation of parole regulations. This rate has decreased from 19.7 per cent in 1955 to 11.8 per cent in 1960. If the returns for violations had been the same in 1960 as in 1955, it would have been necessary for the State of New Jersey to construct beds for 546 additional inmates for this purpose alone.

Parolees in New Jersey during the calendar year 1959 had reported earnings of \$6,022,059. This significant contribution

by parolees to the economy of our State has additional social values if compared with the cost of maintaining them in an institution and maintaining their families while they are confined.

Parole, like probation, has been a significant contribution to the administration of criminal justice and the implementation of this idea depends on cooperation with law enforcement agencies, social agencies, employers, labor unions, community leaders, etc. In this respect the Department has been fortunate in the cooperation and support of large numbers of New Jersey citizens.

Through the State Board of Control the Division has responsibility for inspection of county and municipal correctional facilities. In the past fiscal year it was possible for the first time in more than ten years to make a complete inspection of all municipal lockups in New Jersey. The addition of a field representative position enabled the Department to perform a statutory obligation which could not be fulfilled in the past because of personnel shortages.

Also, in the past year, by working with interested county groups, it was possible to develop standards for personnel employed in county correctional facilities and to develop a uniform set of requirements and titles which was approved by the Civil Service Commission for application throughout the State.

Division of Welfare

BUREAU OF ASSISTANCE

Under new legislation effective January 1, 1960,* the Bureau assumed full responsibility for the program of Assistance for Dependent Children which replaced the program of Home Life Assistance administered by the State Board of Child Welfare for almost 50 years. The new program was started with an immediate load of 12,858 cases, including 33,585 children. Undertaking these new responsibilities necessarily affected progress in the development of other programs.

Two general purposes were intended by the new statutes and its implementation—to achieve greater consistency with the broad aspects of the Federal Social Security Act, and to effect closer coordination of the several categorical assistance programs in meeting the needs of family units. Consequently, the work previously begun for codifying a Manual of Administration was broadened to provide for integration of the children's program. Material was drafted and processed to cover all basic areas of policy and procedure related to ADC. At the same time, revisions were effected which represented initial steps toward assistance budgeting on a family unit basis.

Interpretation of these new and revised policies to both county and municipal welfare offices involved an inordinate amount of the time of the Bureau field staff but this had its benefits in better understanding of fundamental objectives and in better identification of goals for more effective service.

Assumption of the ADC program provided an additional incentive for staff training, carried on through the joint efforts of the Bureau and the welfare boards with extensive cooperation by the Rutgers University School of Social Work.

A State-wide Committee on Training was organized to initiate the establishment of a comprehensive plan for training and staff development. In addition, a committee of county welfare

*Chapter 86, P.L. 1959.

NEW JERSEY'S WELFARE CASELOAD

AS OF JUNE 30, 1960

<i>Aid to Dependent Children</i>	<i>51,318</i>
<i>General Assistance</i>	<i>25,700</i>
<i>Old Age Assistance</i>	<i>18,915</i>
<i>Child Welfare Services</i>	<i>7,014</i>
<i>Services to the Blind</i>	<i>6,934*</i>
<i>Disability Assistance</i>	<i>6,814</i>
<hr/>	
<i>Total Caseload</i>	<i>116,695</i>

*INCLUDES 934 PERSONS GIVEN FINANCIAL ASSISTANCE PLUS THE NUMBER OF OTHER PEOPLE IN THE VARIOUS SERVICE PROGRAMS OF THE NEW JERSEY COMMISSION FOR THE BLIND

board supervisors was brought together for advice on training methods.

In recognition of the problems incident to grants of assistance for clients who had received recent service in the mental hospitals or through the Family Care program, cooperative action was taken with the Division of Mental Health and Hospitals toward meeting these special needs. Round-table discussions of selected cases were arranged, involving the staff of the Trenton State Hospital and supervisors and case workers of certain county welfare boards. Consideration was given to a pattern of conferences with community agencies serving parents of children who were to be discharged from institutions. The Bureau undertook a complete revision of its policies and procedures in order to give effect to these cooperative efforts.

OLD AGE ASSISTANCE

The case load continued a downward trend by showing a net decline of 163 cases for the year. It is anticipated that this moderately declining pattern will persist. Conversely, expenditures for the year showed an increase of somewhat more than \$546,000 as the net result of several factors. The cost of maintaining recipients in medical institutions increased more than \$598,000, traceable in part to a seven per cent increase in this segment of case load. This was tempered by a decrease of approximately \$124,000 in the cost of assistance for other cases. However, there was an increased expenditure of nearly \$73,000 for burials, resulting from higher allowances authorized by Chapter 128, P. L. 1959, which became effective July 1, 1959.

DISABILITY ASSISTANCE

There was an addition of 811 persons to the case load, this being an increase of more than thirteen per cent. Intake for the latter months, with an upward trend in the number of pending applications, indicates that this increase will continue.

The cost of maintaining clients in medical institutions increased by \$116,000. Assistance paid for other cases, including 793 of the total increased load, showed an added cost of \$762,000. The new allowances resulted in additional expenditures for burials of \$14,000.

ASSISTANCE FOR DEPENDENT CHILDREN

This program, which continued to operate during the first six months under State Board of Child Welfare (Home Life Assistance), and during the last six months under the new pattern of direct administration by County Welfare Boards with supervision by the Bureau of Assistance, showed continuing increases in all factors such as applications registered, total case load, numbers of adult and child recipients, and cost of assistance granted. Expenditures rose by \$6,168,800, while the number of recipients in June, 1960, was higher by 15,750 when compared with June, 1959.

Changes in eligibility requirements, some established by administrative action effective July 1, 1959 before the statutory changes became effective, and others by legislation effective January 1, 1960, accounted for a considerable portion of the increase. By the end of the year the number of applications registered appear to be leveling off, but the number of applications still pending indicates a continuing trend of higher case load and cost.

GENERAL ASSISTANCE

The peak case load occurred in January, when 3,140 cases were opened. The next two months were relatively static but the subsequent months showed a continuing decline with the number of cases opened in June dropping to 2,212, approximately the same number of cases opened in June of the previous year.

The transfer of cases to the ADC program was responsible in large measure for the decrease of more than 2,000 cases in the General Assistance case load.

Expenditures for the year decreased about thirteen per cent below those of the previous year.

The 143,700 unemployed workers in June of 1960, representing six per cent of the total labor force in the State, reflected a reduction of nearly 10,000 in the number of unemployed as compared with the previous year in the same month. Unemployment, however, continues to be a problem and any downturn in the general economy will probably result in immediate increases in program activity.

BOARD OF CHILD WELFARE

Major changes in the activities of the State Board of Child Welfare during the fiscal year, as in the Bureau of Assistance, resulted from the transfer of the administration of the Home Life Assistance (Assistance for Dependent Children) program to the county welfare boards.

In order to provide more adequate services to the children with special problems who continue to be the direct responsibility of the State Board of Child Welfare, administrative organization was partially revised: The Division of Field Operations was provided with additional trained personnel to meet the continuing demands of children for increased qualitative services. The problem of recruiting, however, continued to be serious. Not only was there a normal staff turnover of about forty-two per cent, but additional resignations were received from competent staff members whose positions were to be eliminated as a result of the transfer of the Assistance for Dependent Children program. Those permanent employees whose positions were abolished but who were eligible for retention were placed in comparable positions in the State service. During the six-month period preceeding transfer, the average weighted case load increased from 135 to 148. In addition, financial and statistical operations increased considerably. These severe handicaps notwithstanding, the work was completed on schedule.

Increased emphasis was placed on staff development and during the year forty social caseworkers reported to Central Office for orientation.

There was a slight increase in the number of children placed for adoption over any one of the previous four fiscal years adoption cases closed. During the year, however, 229 new adoption applications were received.

During the period covered by this report the volume of total psychological tests decreased to 512 from 685 for the previous year. Tests made by State Board of Child Welfare psychologists increased from 187 to 217. There were 112 therapeutic sessions and psychiatric interviews provided through established clinics and 172 by private practitioners.

In August of 1959 the State Board of Child Welfare initiated a Group Care Home Project on an experimental basis

to meet the needs of children between the ages of eight and twelve who were unable to make adequate adjustment either in their own homes or in the agency's regular boarding homes. This was made possible by a grant of \$120,000 from the Turrell Fund of East Orange. Casework services were made available to each child in the Group Care situation. The families of the children were also encouraged to participate in the planning through casework services. Later in the year a second Group Care Home was opened and attention was directed towards the establishment of two additional projects in the Southern part of the state.

Excluding the Home Life Assistance Program, during the fiscal year an average of 6,988 children were under care, of whom 2,165 were free and 4,823 were boarding. The total cost was \$4,007,808.57 and the per capita cost was \$830.98.

The State paid \$1,875,074.56 of this cost, the counties paid \$1,873,878.65, and collections from parents, probation offices, benefits and trust accounts amounted to \$258,859.36.

COMMISSION FOR THE BLIND

In the Eye Health Service program, aimed at the prevention of blindness and the conservation of vision, there were 140 blind citizens who had their sight restored and an additional 168 who had considerable vision restored or improved.

Some 3,000 school children had their eyes examined through visits to public and private schools of the Motorized Eye Health Unit. Similar examinations were provided to hundreds of residents of State institutions.

Sharing in the public information aspects of the program, approximately 700 educators, social workers and hospital personnel attended the Commission's Eye Health Symposium. Staff members reached approximately 1,300 key persons through lectures to schools of nursing, P.T.A. groups, clubwomen and public and private agencies.

With the Commission, the State Medical Society again conducted an Eye Health Week through which some 4,000 citizens received free diagnostic eye examinations in local hospitals. Three hundred of these individuals were referred to the Commission for further follow-up.

The Glaucoma Control Services supervised some 2,000 individuals to insure their continuous eye care. The Diabetic Control Service had some 600 clients. Because of the increasing number of diabetics affected with sight difficulty, the Commission and the State Department of Health held joint discussions with medical and hospital personnel to have diabetics routinely screened by ophthalmologists.

Perhaps the year's outstanding achievement was the placement of 177 blind persons into employment with total annual earnings projected at approximately \$375,000. Important to note is that the aggregate earnings of the group substantially exceeds the total State and Federal expenditure for the operation of this program for a single year.

The Rehabilitation Center had more than 3,000 student days of training for some seventy individuals. A higher percentage of double-handicapped individuals was reached and now this number is about thirty per cent of the total served. A study of the training program showed that seventy-five per cent of the individuals attending the Center in the previous fiscal year had been placed into employment.

Gross earnings in the vending stand programs reached approximately \$750,000 with forty-nine stands employing fifty-five operators. The net income of the program reached about \$130,000.

A total of \$154,800 was realized from gross sales of articles made at home by blind people. After deducting the cost of raw materials, \$67,350 was returned to the homebound workers as income.

Some 1,800 clients were visited by the Home Teaching Department. The recruitment of a supervisor enabled the staff to further develop a number of staff in-service training programs, to develop techniques for better maintaining the Commission register, and for the development of more community facilities in group programs for blind people.

In the Blind Assistance program, the average monthly grant per person reached \$85.65 at the end of the fiscal year, an increase of ninety-three cents over the previous year. With 934

recipients of this type of aid, the total money payments for the yearly period reached \$948,483, an increase of about \$51,000 over the 1959 fiscal year.

As of June 30, 1960, there were 1,308 youngsters registered with the Educational Service. Significant in the education case-load was the fact that pre-school numbers did not decrease despite the arrest in the number of retrolental cases.

Demands on the Library Service showed a constant growth in both volume and diversity of books and materials needed to educate blind children. In the fiscal year library shipments to schools and students numbered some 1,000 more than the 8,900 made in the previous year.

HOME ECONOMICS CONSULTANT

Cost studies for all items within the basic requirements were completed. Also completed was a study of operating costs in approved boarding homes to determine the adequacy of the public assistance allowance for boarding home living with and without personal service.

To determine the adequacy of the public assistance allowances for clients living in charitable and non-profit homes for the aged and infirm, a cost study of the operating costs in such institutions was initiated.

CIVIL DEFENSE WELFARE SERVICES

During this year applications were submitted for the Department to the Office of Civil and Defense Mobilization, Region I, for matching funds. The application was for one project, but was rejected for several others. One project has been conditionally approved.

The first New Jersey Governor's Conference for Civil Defense and Disaster Control was held this year, and part of the program included welfare services with particular reference to food—to create interest in food preparation under emergency conditions.

Several mass feeding courses were held throughout the State. Feeding people in a mock disaster was demonstrated at the Burlington County evacuation exercise.

DIVISIONAL GOALS

The increased responsibilities and activities which during the year affected all units within the Division of Welfare have highlighted basic goals which must be pursued for effective administration of the public assistance programs and related welfare sources.

1. Staff recruitment and development.

The revised program of Assistance for Dependent Children has re-emphasized the prime necessity of achieving more effective staff recruitment and development. Inherent in this new legislation is a challenge to provide services in all programs which will promote the interests of both the clients and the tax-paying public.

The fundamental resources for meeting this challenge lies in staff adequate in number and competent in experience and training so that each grant of assistance will be an investment in constructive and productive living. All aspects of personnel policy and practice must be reviewed and revitalized to enhance recruitment and retention of qualified staff, and to stimulate and support professional competence and conscience.

2. Health services.

In far too many cases the cause of dependency may be traced to health conditions which have not been detected or corrected. Adequate service and good business sense both demand a comprehensive plan for health care so that as far as possible this cause of dependency may be overcome in the present and prevented in the future.

Guide lines are provided by the recommendations of the New Jersey Commission to Study the Administration of Public Medical Care which still await consideration and implementation. Action is particularly required in the area of hospitalization where the present pattern of responsibility and financing negates clarity and uniformity.

3. Ancillary statutes.

Recommendations with respect to laws directly related to the public welfare structure have been included in the report of the Alexander Study Commission. In addition, however, there

are processes and services incident to public welfare activities which are dependent upon ancillary statutory provisions.

Of general concern is the evaluation and enforcement of relative responsibility as a resource for the support of dependent persons. There is an increasing problem of establishing paternity for the illegitimate child, with need for clarification of the rights and benefits flowing from that relationship. Numerous socio-legal problems are encountered in the area of improper or inadequate parental care. The long-standing laws on these subjects require study and revision in order to provide the substance and procedure for sound social planning.

4. Program interpretation.

The past year has shown examples of continuing criticism of the concepts and costs of public assistance. Much of this arises from lack of knowledge or misunderstanding which encourages prejudice colloquially defined as "being down on something you are not up on."

It is sometimes forgotten that the governmental philosophy underlying public welfare activities is the promotion and protection of the general welfare through support and rehabilitation of the less fortunate. This is the objective which must be sought, and this is the story which must be told, so that the general public may be informed partners in this enterprise.

Division of Administration

THE BUREAU OF COMMUNITY INSTITUTIONS

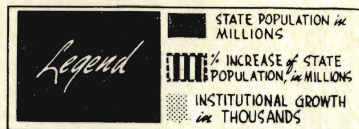
Responsibilities of the Bureau have continued to increase, especially in the nursing home field. Ten new facilities were opened during the fiscal year, bearing out a trend toward larger institutions. There was again a marked increase in nursing home beds; a total of 6,112 was reached, an increase of seventeen per cent.

Three new hospitals opened during the year and several applications for others are now on file. The new sponsors of hospitals generally represent proprietary interests. This is a trend which is contradictory to past experience, when a number of proprietary institutions either closed their doors or changed over to non-profit status.

Counties are showing an increasing awareness of the need for providing care for chronically ill persons, particularly those in the assistance categories. While only one new county institution was approved during the year, there are now a number of inquiries about the possibility of erecting new facilities for chronic care or converting existing institutions to that purpose.

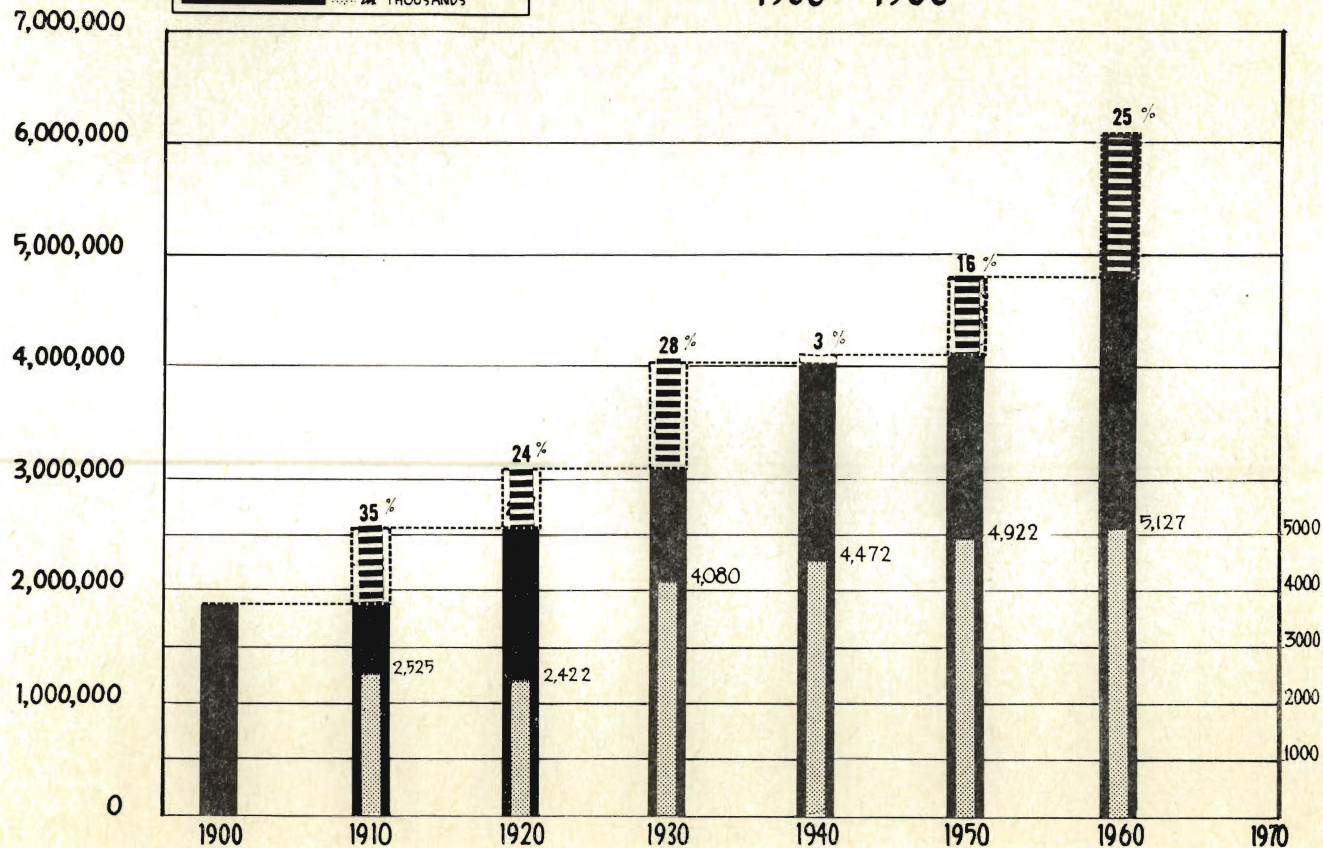
The program covering boarding homes for sheltered care has been further developed. The number of beds in such facilities is now 3,645, an increase of seven per cent in the past year. Major emphasis has been placed upon more rigid enforcement and action against boarding homes which have accepted two or more "patients" and have, therefore, been in violation of the Nursing Home Act. In many instances, fines have been assessed for such violations, and there have been continuous efforts to restrict boarding homes to the care of those persons who are strictly in the boarder category.

Liaison with Homes for the Aged has continued. There are now sixty-five such facilities with more than 3,000 beds. More than half of the Homes for the Aged now operate infirmaries, and beds in such quarters total 1,140. The trend toward erection of infirmary units (or conversion of existing areas to that purpose) reflects growing awareness that the most acute need today



NEW JERSEY *is a* GROWING STATE

1900 - 1960



is for accommodation of the chronically ill, rather than homes for relatively able-bodied persons.

The Bureau has continued its supervisory relationships with twenty-one residential school infirmaries, twelve institutions for the mentally retarded, six private mental hospitals, seven governmental general hospitals, and three maternity homes.

During the year, grants of Federal (Hill-Burton) funds were made to the City of Irvington for a Public Health Center and to Essex County Mental Hospital for renovating its reception building. In addition, grants were made to the Muhlenberg Hospital at Plainfield, Elizabeth General Hospital, St. Elizabeth Hospital at Elizabeth, and to Memorial Osteopathic Hospital which is erecting a new institution at Union.

A grant for equipment was made to the Fitkin Memorial Hospital at Neptune.

A grant was also made to Morris County for the complete conversion of a former tuberculosis sanitarium to a facility for chronic care. Approximately \$100,000 was made available to two hospitals for diagnostic and treatment units (x-ray and laboratory departments) as were grants for rehabilitation services to the Morristown Memorial Hospital and to the Kessler Institute for Rehabilitation at West Orange.

A noteworthy development is the growing interest on the part of counties to provide for the chronically ill. It is anticipated that there will soon be several applications for the construction of modern nursing home facilities by such governmental units. This is in sharp contrast to the situation a year or two ago when it was difficult to find eligible sponsors for such projects.

The following plans drawn up and submitted by the Bureau of Personnel, reached various stages of development during the year:

A plan for the gradual elimination of full maintenance for medical directors and superintendents (approved and put into effect).

A plan for the reclassification of positions in the cottage life departments of the institutions for the retarded (pending).

A revised plan to establish a disciplined correction officer service in the adult male correctional institutions (implemented and pending).

Also a revised plan for the improvement of educational standards and the establishment of uniform titles and salaries for Departmental social workers in the various Divisions (implemented and pending).

The training of selected psychiatric technicians to become registered nurses, a program inaugurated at Marlboro State Hospital, was extended to the Trenton State Hospital and will be extended to the other State hospitals.

THE BUREAU OF PERSONNEL

Under the Departmental Grievance Procedure, there were thirty-eight grievances which reached the second step or above during the past fiscal year. Of these, twenty were settled at the second step, thirteen at the third step and seventeen at final step, or Central Office level. Five grievances are pending.

There was practically no change from the end of the previous fiscal year in the number of vacant positions throughout the department. As of July 1, 1959, there were 635 vacancies with 186 employees in other titles tied into these vacancies.

As a result of the transfer of the Home Life Assistance Program, 184 positions in the State Board of Child Welfare were abolished. All of the affected incumbents who were interested received employment in either a county or another state agency.

THE BUREAU OF PUBLIC INFORMATION

The Bureau of Public Information was able to provide the Central Office with a wider range of services than it has enjoyed for some time, an accomplishment attributable to the reorganization of the Bureau about a year ago, more balanced staffing and a sense of purpose and direction resulting from a policy both well-defined and enforced by administrative order.

The Bureau's most notable contribution has been in the field of graphic arts. The several Divisions were quick to capitalize on the talents of the illustrator who replaced the photographer on the Bureau staff. A flow of statistical charts, designs for

printed pieces, ideas for exhibits, drawings and lettering, among other things, attest to his industry during the year.

By a circumstance of history, rather than design, the Bureau was to publish three special issues of *THE WELFARE REPORTER*. One commemorated fifty years of services to the blind in New Jersey; one State psychological services departmentally-related; a third was a mid-century review of mental deficiency. The Bureau was also engaged in the production and distribution of "Design for the Future . . . Social Welfare in New Jersey," a condensed report of the Governor's Commission to Study the Department of Institutions and Agencies.

The public information officer was strengthened in his belief that only by the free exchange of ideas and information with similarly identified persons could the Department obtain the greatest benefit from his services. Out of a more aggressive attendance at public relations meetings have come a surer understanding of the medium and a closer liaison with counterparts in other organizations.

The Bureau reinstituted a news scanning and clipping service which had been allowed to lapse. Emphasis has been on rapid delivery of news and editorial items to the Commissioner's office and the interested Divisions before the items have become old beyond importance and interest.

Another development was the transfer of all addressing materials to the Johnstone Training and Research Center, at once relieving a space shortage at Trenton and creating a work-training opportunity for the retarded students at Johnstone.

The Bureau also handled some 500 requests for Departmental materials since such letters have been routed to it for answer.

THE BUREAU OF SOCIAL RESEARCH

The transitional status of the Bureau of Social Research as reported for 1959 continued throughout the 1960 fiscal year. Delays in the implementation of plans for the centralized billing of mental hospital patients necessitated the continued curtailment of this Bureau's normal operations. The new system of data

processing, designed by the Bureau's Methods Section, became operative in June, 1960, a step which should assure not only a return to the normal operations of the Bureau, but refinement of services available to the operating Divisions and Bureaus within the Department.

Despite these limitations, the Bureau produced useful and interesting statistical materials during the year. The statement, which appears elsewhere in this Report represents one such item. The Bureau continued its generally successful project of preparing short-term (as well as long-term) projections of the caseloads of the various units of the Department. Changes in the administration of the Aid to Dependent Children program necessitated a modification of the estimates for this program and for General Assistance during the year, but even with these modifications, the Aid to Dependent Children caseload substantially exceeded this Bureau's estimate. 1961 and 1962 estimates have been modified on the basis of 1960 experience, but in the assistance field the Bureau has little confidence in its estimates: a Bureau comparison of New Jersey's assistance caseloads reveals that the incidence of most forms of assistance in New Jersey is substantially under the level observed in neighboring and comparable states. In other fields, the Bureau's predictions are rarely more than two per cent above or below the actual experience of the Department's program operations.

The Bureau also prepared the first year's findings of the Mental Health Clinic Statistics Program which deals with clinic activities during fiscal 1959. A one-page digest of these findings, entitled *Highlights of Mental Health Clinic Statistics—Fiscal Year Ending June 30, 1959*, may be found in another section of the Department report. Operationally, these data have been compiled in close association with the Bureau of Community Mental Health Services.

THE SOLDIERS' HOMES

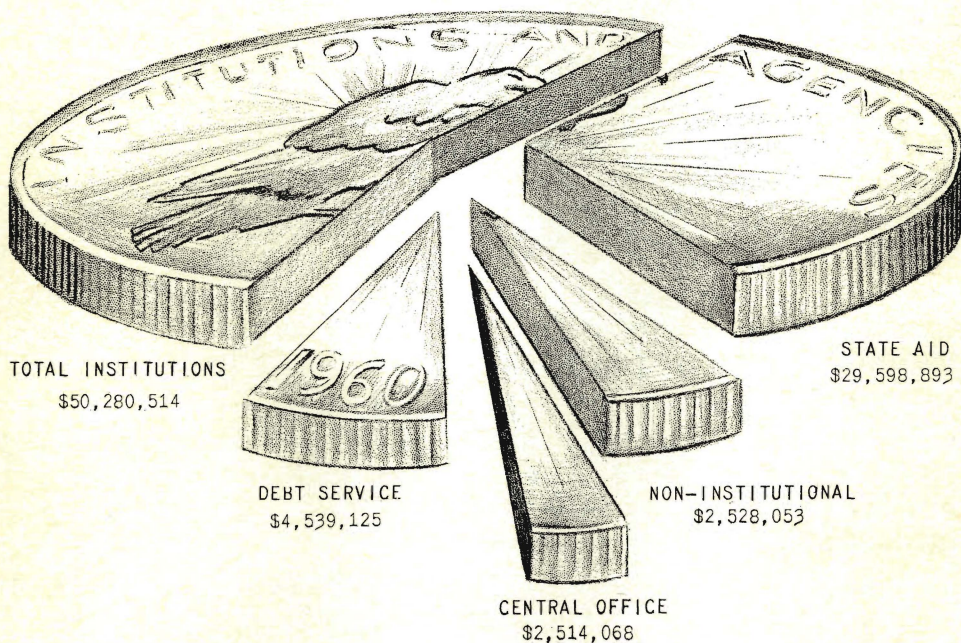
The need for nursing services at the two Soldiers' Homes at Menlo Park and Vineland continued to mount, principally because of the advancing ages of resident patients, but also because many applicants for admission presented disabilities that would require almost constant nursing and attendant care.

Waiting lists of veterans desiring admission to the Homes also grew.

Among the facilities the Department sorely needs in the immediate future is an infirmary at the Menlo Park Soldiers' Home, estimated to cost \$1,750,000.

DOLLAR ANALYSIS of 1960 BUDGET

\$89,460,653.



Division of Business Management

BUREAU OF ACCOUNTS

All Divisions of the Department were supplied with accounting, budgeting and auditing services, including the processing of 31,658 accounting items. In addition, the Bureau processed 60 budgets and eight institutional audits.

BUREAU OF MAINTENANCE

The Bureau completed 160 construction projects during the fiscal year, thus reducing the backlog to a normal status. Construction contracts awarded amounted to \$1,726,037.62. The staff provided assistance in the preparation of estimates for a proposed 1,000-patient hospital for the mentally retarded, a prison hospital, and a 500-inmate medium security prison with laundry and dry cleaning facilities.

BUREAU OF DIETARY, LAUNDRY AND HOUSEHOLD SERVICES

The preparation of a standard recipe file occupied a great amount of time in the Bureau during the fiscal year. In addition, the Bureau adopted the New Jersey Diet Manual, which was prepared by the New Jersey Dietetic Association and endorsed by the Medical Society of New Jersey.

A study and nutritional analysis of the diet at the Totowa Nursery revealed many deficiencies, and to correct this situation the Bureau developed new menus which would be nutritionally adequate.

Participation in the Federal Special Milk Program by the 13 institutions housing young children and teenagers resulted in reimbursements amounting to \$180,438.78, which monies were turned over to the State Treasurer.

Patients and inmates in the various institutions consumed, during the fiscal year, 40,909,540 pounds of foodstuffs with a total dollar value of \$4,545,145.99. During this period approximately 28,000,000 pounds of laundry were processed at the various institutional laundries.

FIRE MARSHAL AND SAFETY DIRECTOR

Actual fire loss for the fiscal year amounted to \$20,120.94,

a drop of \$36,465.08 below the loss of \$56,586.82 experienced in the previous fiscal year. The actual loss represented about one-fifth of one per cent of the total insurance in force, \$103,671,200.

Particular note is made that there were no deaths or serious injuries from fire among the patient and institutional employee population.

Institutional fire prevention services conducted a total of 3,465 individual fire prevention inspections and violations and hazards uncovered received immediate remedial action. As a direct result of these fire prevention measures the Bureau continued to receive reductions in fire insurance rates.

BUREAU OF FARM OPERATIONS

The value of food production increased \$16,979 over the previous year but total farm production decreased by \$7,534. The contributing factors to the differential were: A decrease of \$36,918 in field crops; a decrease of \$1,743 in fruits and vegetables; increases in dairy products, pork products and poultry products, respectively of \$22,746, \$6,664 and \$1,718.

The average annual milk production per cow in the institution herds was 10,456 pounds, again substantially higher than the national average of 6,438 per cow and the New Jersey average of 8,440 per cow.

All in all, the 1959-60 year turned out to be one of the better than average farm production years, resulting from two successive years of better than average weather conditions.

BUREAU OF MAINTENANCE COLLECTION

The total amount collected by the Bureau during the fiscal year reached \$17,685,899.59, reflecting substantial higher recoveries in non-indigent and State contributing accounts.

In the non-indigent and State Contributing collections the sum rose to \$2,426,685.86.

BUREAU OF TRANSPORTATION

The Bureau added to its car pool a number of compact type cars to effect economies in operational costs and also acquired a

number of buses from the Federal Surplus Property Bureau to fill transportation requirements for several institutions and the State Prison inmate details.

Garage foremen from several institutions were assigned to attend classes of instruction on maintenance of new cars, with the classes conducted by car manufacturing firms. The Bureau experienced some difficulty with car manufacturers relating to guarantees and warranties on new vehicles.

Bureau of Legal Affairs

During the year the Bureau recovered some \$108,000 in back maintenance, one delinquency being nearly thirty years old and having built up \$10,000 worth of interest in the meantime. The bureau obtained payment of penalties amounting to \$1,575 for violations of the Nursing Home Act and processed nineteen legislative bills of Departmental interest.*

Copies of the article "The Legal Effect of Criminal Sentences in New Jersey," by the chief were reproduced and distributed at the request of the Chief Justice.

The chief continued to act as amicus curiae in habeas corpus applications filed throughout the State and represented the Department in the disposition of eleven claims filed against it. He instituted legal proceedings to remand twenty-nine prisoners from the Vroom Building of the Trenton State Hospital to the several county jails.

**Chapter 37. Permits the State Parole Board to rescind a revocation of parole.*

Chapter 38. Clarifies the existing provisions respecting the time within which the State Parole Board must consider the case of a delinquent parolee and either revoke or restore parole.

Chapter 48. Authorizes the State Parole Board on a discretionary basis to discharge parolees who have given evidence of two years' satisfactory adjustment on parole.

Chapter 49. Clarifies the State Parole Board statute on the matter of requiring an individual to pay a fine on an installment basis while on parole.

Chapter 116. Authorizes the sale of surplus lands at Greystone Park State Hospital to St. Paul Episcopal Church in Morris Plains.

An unusual suit was that brought by a former patient against the superintendent and clinical director of Greystone Park and the Commissioner.** The patient sought payment for work allegedly performed as part of the treatment program in and around the hospital and damages for unlawful detention. The Court dismissed the suit finding that (a) any work performed was part of the rehabilitative program of the institution; (b) that the defendants involved were public officers who were carrying out a public duty under a public statute and as such were exempt from personal liability; and (c) R.S. 30:4-16 provides special statutory exemption from such liability.

The chief instituted a test case to ascertain whether County Courts may impose institutional sentences upon reformatory inmates with a fixed minimum term less than the maximum provided by law, contrary to practice of sixty years' standing in New Jersey. Briefs were filed and oral argument is pending.

** *Ruby Anderson, v. Crandall, Harquail and Tramburg, Superior Court, Law Division, Essex County. Docket (L-16482-58)*

New Jersey Citizens Committee on Children and Youth

To provide for New Jersey's participation in the 1960 White House Conference, Governor Robert B. Meyner two years ago appointed an 86-member committee, having a lay woman as chairman and composed of men, women and youth drawn from diverse backgrounds and all areas of the State. The Department of Institutions and Agencies, together with five other State departments, developed the New Jersey plan and directed its program. Because the Committee's activity was centered in the Department of Institutions and Agencies Mrs. Pauline Thyfault was assigned to the task of helping in the work as executive secretary to the chairman.

Administrative and program sub-committees carried out specific aspects of the work and conducted studies in the areas of (1) family; (2) health; (3) education; (4) religious, cultural and other environmental influences; (5) juvenile justice; and (6) economic opportunities. The Research Sub-committee developed basic factual materials for use by the study groups and

County Committees. The Youth Participation Sub-committee prepared and conducted a poll of value judgments of New Jersey youth.

A cooperating committee was organized in each of the twenty-one counties. These County Committees followed the state pattern to some degree, studied local conditions affecting children and youth, and reported to the State Committee. This material was worked into the six divisions by the Study Sub-committees.

Finally the Editorial Sub-committee received all these materials and compiled the State report entitled New Jersey Children in a Changing World. This report was summarized for general distribution.

Some 200 citizens of New Jersey attended the Golden Anniversary Conference which was held in Washington March 27 through April 2, 1960. These delegates as well as the State committee, county committees, other organizations and individuals recommended that a permanent State-wide committee be created to continue the work begun by the White House Conference Committee, and to provide a means for State-wide communication and coordination among New Jersey groups serving children and youth.

The New Jersey Citizens Committee on Children and Youth has been created as a result of these recommendations. Mrs. Paul E. Rauschenbach of Paterson is chairman. The general goals of the committee are to identify children's needs, periodically review programs, and stimulate increasing coordination among New Jersey's voluntary and governmental agencies serving children and youth. Mrs. Thyfault will continue as the executive secretary, and the office of the earlier committee will remain the headquarters for the new committee.

1960 Statistics in Brief

(As of August 22, 1960)

Mental Hospital Admissions increased from 9,028 in 1959 to 9,375 in 1960. Resident populations declined slowly from 21,546 on June 30, 1959 to 21,325 on the same date in 1960.

Hospitals for Chest Diseases admitted slightly more patients (3,683) in 1960 than in 1959 (3,602) but the resident population continues its long decline. (1,711 on June 30, 1960; 1,781 on June 30, 1959.)

Mental Health Clinic services continue to grow. With 1960 reports still incomplete, patients on books of reporting clinics already exceed 1959's 10,559 patients and interviews with or about patients already accounted for exceed 1959's 92,641 such interviews.

Schools for Mentally Retarded admitted far fewer persons in 1960 (240) than in 1959 (411) indicating the heightened waiting list problem. Resident populations differed but slightly on June 30 of the two years (5,702 in 1959; 5,729 in 1960).

Correctional Institutions received 3,223 commitments in 1960 as against 1959's 3,010. Resident populations on June 30 increased from 4,927 in 1959 to 5,156 in 1960. Persons under parole supervision on June 30 of these two years were 4,265 on June 30, 1960, a slight increase from June 30, 1959's 4,154.

Diagnostic Center admissions in 1960 (462) were slightly above 1959 admissions (436). Non-resident statistics have not yet been processed.

Aid to Dependent Children was transferred from the State Board of Child Welfare's jurisdiction to a system of county administration under Bureau of Assistance supervision. The number of persons on the rolls of this program (38,823 children and 12,495 adults) on June 30, 1960 is markedly higher than the old program's 1959 case load (26,887 children and 8,680 adults). Data on numbers added to the rolls for the two years are not comparable.

Child Welfare case loads (Care and Custody and Guardianship Programs) for June 30, 1960 are slightly above those for June 30, 1959 (7,014 and 6,838 respectively).

Blind Assistance rolls numbered 934 persons on June 30, 1960 as against 919 on June 30, 1959.

Old Age Assistance rolls continued their decline although at a decelerated rate (18,915 on June 30, 1960; 19,074 on June 30, 1959). Persons added to rolls were substantially fewer in 1960 (3,761) than in 1959 (3,952). This suggests a prolongation of the time the average case is on rolls.

Disability Assistance continues to grow (6,814 on June 30, 1960; 6,014 on June 30, 1959). Additions to rolls numbered 2,507 in 1960, as against 1959's 2,283.

General Assistance decreased markedly from 31,960 on rolls on June 30, 1959 to 25,700 on June 30, 1960. Part, perhaps most, of this decrease is offset by the increase in Aid to Dependent Children but some may reflect improvement in business conditions. The comparative number of "additions" (30,440 in 1960; 32,843 in 1959) is influenced by the same two factors.

Highlights of Mental Health Clinic Statistics

(Fiscal Year Ending June 30, 1959)

(Data received from 27 clinics through the Mental Health Clinic Reporting System for the fiscal year ending June 30, 1959.)

Participating Clinics: The Mental Health Clinic statistics Program deals with the experience of community mental health clinics and their precursor clinics attached to state mental hospitals. For the period covered here, 20 community clinics and 7 state hospital-affiliated clinics participated. (25 oriented to deal with emotional problems, 2 with mental retardation.)

Analysis of Intake: 8,916 applications were handled during the year; 1,034 were *pending* at the start of the year; 7,882 were *received* during the year. 7,719 were *disposed of* (5,921 accepted, 1,063 withdrawn, 735 otherwise disposed of) leaving 1,197 *pending* at the end of the year. (An application usually involves one person, a few applications involve two or more potential patients.)

Census of Open Cases: 10,559 patients were on clinic rosters during the year. This included:

4,111 On books at start of year
 (Plus) 6,448 Added to clinic rosters during the year
 (Minus) 5,296 Terminated their relationship during the year

(Leaving) 5,263 On books at end of year

The Growth of the Patient Roster: The growth of the patient roster is indicated by the rise from the start of the year to the end of the year and at each intervening three months.

	<i>Patients On Books</i>
July 1, 1958.....	4,111
October 1, 1958.....	4,290
January 1, 1959.....	4,494
March 1, 1959.....	4,911
July 1, 1959.....	5,263

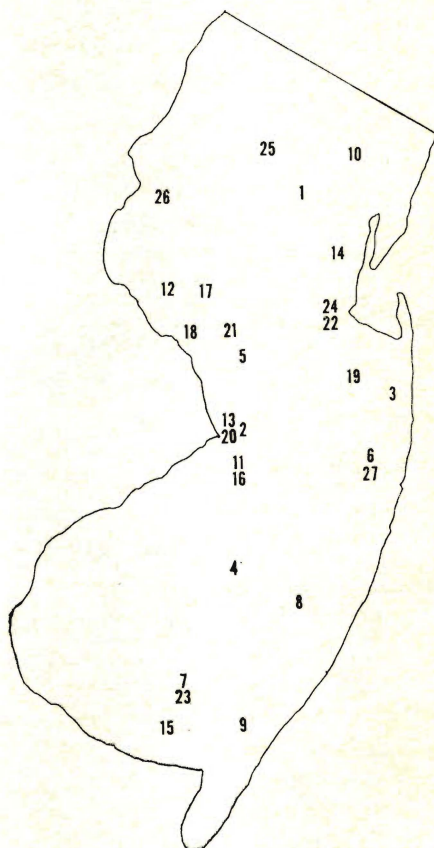
Age and Sex of Patients: 7,204 patients were *children under the age of 18 years*; 3,355 were persons aged 18 years and older. Men and boys numbered 6,469 patients; women and girls numbered 4,090. The age distribution within the two sexes was in opposite directions. 5,219 or 80 per cent of the male patients were under 18 years of age; 2,105 of the female patients or 52 per cent were 18 years of age or older. Boys were largely in the 5-9 and 10-13 age groups; women were largely in the 30-44 age group.

The Volume of Service to Patients: Psychiatrists and other members of the clinic staff conducted 92,641 *interviews with or about patients*. Interviews with *patients* numbered 45,721 (15,449 by psychiatrists; 17,800 by psychologists; 11,390 by psychiatric social workers; and 1,082 by other professional staff personnel). Interviews with *parents* of patients numbered 31,010 (3,430 by psychiatrists; 2,650 by psychologists; 24,875 by psychiatric social workers; and 55 by other professional personnel). Interviews with *spouses* numbered only 1,445 (576 psychiatrists; 237 psychologists; and 632 psychiatric social workers). Interviews with *other interested persons* (teachers, social workers in other agencies, police and court personnel, relatives other than parents or spouses) totaled 14,465 (3,340 by psychiatrists; 4,275 by psychologists; and 6,850 by psychiatric social workers). These figures include both individual and group interviews, chiefly the former.

Services Other Than Care of Patients and Administration: Participating clinics reported a total of 11,387 professional hours of consultation and in-service training in other agencies; mental health education; community planning and research. 2,972 of these hours were spent during evenings and weekends outside of regular office hours.

The Institutions

1. State Hospital for Mental Disease, *Grey-stone Park*
2. State Hospital for Mental Disease, *Trenton*
3. State Hospital for Mental Disease, *Marlboro*
4. State Hospital for Mental Disease, *Ancora*
5. New Jersey Neuro-Psychiatric Institute, *Princeton*
6. Arthur Brisbane Child Treatment Center, *Allaire*
7. Vineland State School, *Vineland*
8. State Colony, *New Lisbon*
9. State Colony, *Woodbine*
10. North Jersey Training School, *Totowa*
11. Edward R. Johnstone Training and Research Center, *Bordentown*
12. New Jersey Sanatorium for Chest Diseases, *Glen Gardner*
13. New Jersey State Prison, *Trenton*
14. New Jersey State Prison Farm, *Rahway*
15. New Jersey State Prison Farm, *Leesburg*
16. New Jersey Reformatory, *Bordentown*
17. New Jersey Reformatory, *Annandale*
18. New Jersey Reformatory for Women, *Clinton*
19. New Jersey State Home for Boys, *Jamesburg*
20. New Jersey State Home for Girls, *Trenton*
21. Highfields Treatment Center, *Hopewell*
22. Diagnostic Center, *Menlo Park*
23. New Jersey Memorial Home for Disabled Soldiers, Sailors, Marines and their Wives and Widows, *Vineland*
24. New Jersey Home for Disabled Soldiers, *Menlo Park*
25. New Jersey Firemen's Home, *Boonton*
26. Warren Treatment Center, *Oxford*
27. Turrell Treatment Center, *Allaire*



EXPENDITURES FOR THE FISCAL YEAR ENDED JUNE 30, 1960

MENTAL HOSPITALS

Greystone Park	\$ 8,880,717
Trenton Hospital	7,069,065
Marlboro	5,355,605
Ancora	4,407,397
Neuro-Psychiatric	3,405,215
Total Mental Hospitals	29,117,999

OTHER MENTAL FACILITIES

Diagnostic Center	637,363
Brisbane Child Treatment Center	352,648
Total Mental Hospital and Services	990,011

TUBERCULOSIS HOSPITAL

Glen Gardner	1,224,848
Total Mental and Tuberculosis Costs	31,332,858

INSTITUTIONS FOR THE MENTALLY RETARDED

Vineland State School	2,868,074
Woodbine	1,705,351
Totowa	1,669,392
New Lisbon	1,595,839
Johnstone Training Center	927,227
Total Mental Retarded Institutions	8,765,883

CORRECTIONAL INSTITUTIONS

Jamesburg	1,330,496
Annandale	1,242,966
Clinton	883,555
Girls Home	754,148
Total Correctional Institutions	4,211,165

PENAL INSTITUTIONS

Trenton Prison	2,112,733
Rahway	1,360,047
Bordentown	1,403,593
Leesburg	496,354
Total Penal Institutions	5,372,727

SOLDIERS HOMES

Vineland	331,315
Menlo Park	187,061
Total Soldiers Homes	518,376

OTHER INSTITUTIONS

Highfields Group Center	49,564
Warren Group Center	22,066
Turrell Group Center	7,875
Total Other Institutions	79,505
Total All Institutions	\$50,280,514