

MAINE STATE LEGISLATURE

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REPORT TO
THE LEGISLATIVE RESEARCH COMMITTEE
SUBCOMMITTEE ON PERSONNEL
(102nd. Legislature)

DEPARTMENT OF MENTAL HEALTH
AND CORRECTIONS
WALTER F. ULMER, COMMISSIONER
October 6, 1965

COMMENTS FROM: WALTER F. ULMER, COMMISSIONER
DEPARTMENT OF MENTAL HEALTH AND CORRECTIONS

To: The Honorable Louis Jalbert, Chairman, and
Members of the Legislative Research Committee

I would like, for the Department and for myself, to express appreciation to the Committee for prompt recognition of what appears to be a very serious statewide personnel problem.

Indeed the cooperation of all, the Department of Personnel, the MSEA, and other individuals, has been outstanding. All of us recognize the problem. All are hopeful for an effective solution.

I need not emphasize to you the vital need for qualified personnel for the operation of any department, but more especially for our hospitals and other institutions. Of the 2,100 employees of this Department, it is estimated that over 45% are engaged in direct patient care. Hence the urgency to recognize the serious implications of a shortage in manpower.

Our ill children and adults are the first to feel the real impact of employee shortages. We cannot close the doors. We must operate. Manpower is our most essential ingredient.

For more than several months we have surveyed with concern the indications which seemed to indicate a very serious problem in recruitment for our psychiatric aide and similar direct patient care classifications. Also, recruitment for our professional staff has continued to be a serious problem--and is yet unsolved. We recognize many of the factors contributing to a high turnover rate and a dearth of suitable job candidates: (1) the fact that the Federal Government has recently increased pay scales; (2) neighboring states are offering a higher pay scale than we; (3) a serious shortage in the overall labor market as indicated in the problem of procurement of apple pickers, woodsmen, and potato pickers; and (4) of course the very serious situation in Viet Nam demanding more and more manpower.

The future, unfortunately, does not look any more promising. To successfully recruit, we must be in a favorable position to compete in a scarce labor market.

What is the present status of our personnel complement and what are our immediate and urgent needs?

We have prepared and made available to your Committee for any future study certain "personnel statistics" comparing the turnover in each of our institutions. I have also supplied your Committee with remarks from each of our institutional administrators concerning personnel problems. These remarks have not been fully evaluated having just received them yesterday.

While we are feeling a definite "slow down" in number of qualified applications and a high turnover rate in many of our institutions, we have not as yet, as indicated in these Superintendents' Reports, reached a state of "extreme emergency" excepting in one or possibly two institutions. But it is felt that we must take positive steps before extreme situations exist and/or are extended to other institutions.

The essential needs will not be easily or quickly resolved. Wage adjustments, however commensurate with those paid in other states, by the Federal Government and in industry, will be a major constructive factor. I strongly suggest that the consulting firm on personnel give careful study to the very real need for salary adjustments. Particular emphasis must be given to those in the psychiatric aide, correctional officer, house parent, and related classifications. Fortunately we have many dedicated career employees. Some people would not perform the duties of these classifications whatever the wages.

I am not unmindful of the fact that through the combined effort of the Chief Executive and the last session of the Legislature recognition was given to the need for increased services to the mentally ill and to those in our other institutions. We were authorized 84 new positions including funds for six additional physicians--none of the physician vacancies are filled. Also progress was certainly indicated by the authorization of the salary increase effective in January.

We are taking such action immediately as we are able--extended overtime with prompt payment, intensified recruitment, continued evaluation of personnel statistics, longer work hours, effective utilization of present manpower--but these are ineffective measures. They do not tend to make a permanent solution.

We will continue to work closely with the Chief Executive, the legislative committees, the Personnel Department, and others. We are hopeful for prompt and effective recommendations from those professionals who are capable of surveying and evaluating the many factors which influence the overall personnel problem.

We are optimistic that a satisfactory solution will be forthcoming but certainly a realistic pay scale is one of the major ingredients for success. Manpower needs are great in Maine. The supply is limited. We must be in a position to compete successfully.

October 6, 1965



STATE OF MAINE
DEPARTMENT OF MENTAL HEALTH AND CORRECTIONS
AUGUSTA, MAINE

To: Legislative Research Committee

From: William E. Schumacher, M.D.
Director, Bureau of Mental Health

Date: October 6, 1965

The most critical factor in the mental health program in every state is the employment of personnel. No less than 75% of operating budgets is expended for personal services, and the key to any program is the procurement and retention of personnel of quality.

The first group of employees which is of concern to the mental health program of the Department of Mental Health and Corrections is the group of unskilled and semi-skilled personnel. It is essential to employ persons of both sexes who have an ability to learn, to benefit from experience and to show work characteristics which make them effective and stable employees. Needless to say, the procurement of this type of unskilled and semi-skilled employees is the goal of every business, and we are in competition with industry for the superior person who can carry out the responsibilities of his job in an effective and a mature way, and who will remain at his job for a long enough period to warrant training him in the specific skills which he will need to do his work effectively. Since we are dealing with people whose emotional problems have caused their need for care, we cannot meet the demand for service through the efforts of people who are the rejects of all other industry and business. It is therefore necessary that our pay scales and our conditions of employment place us in a competitive field with industry to obtain the services of the best quality of employee.

The jobs that these people do are not always the most rewarding and they are constantly beset with problems and adverse working conditions such as nightshift work and a certain loss of prestige which must be overcome in order to provide the high morale necessary for recruitment and for retention.

The second group of employees which is of concern to the programs of the Department is the professionally and technically trained. Maine does not produce its own physicians, psychologists, social workers and there are not enough nurses produced to meet the demand for nursing services throughout the State. In the recruiting for these technical and professional fields we are not only in competition with other states who suffer the same shortages which we experience; we are also in competition with private practice and with private agencies whose employment practices are liberal enough and whose pay scales are high enough to attract people away from public service. The whole problem of shortages of such people as the professionals mentioned above and other specialists such as business managers, farm supervisors, pharmacists, and other technical and professional people cannot be solved by pirating from other states since each state subsequently provides enough incentives to win employees away from adjacent states. The only solution is to make public service and service within public programs as attractive as private practice

and work for private agencies and industry. In the market place for this type of employee we are not in competition with local agencies and business. We are in national competition and with the movability of people today we must recognize that distant areas provide us with as much competition as the local vicinity.

In addition to such matters as pay, vacations and other conditions of employment, we must also look to certain community factors which play a very strong role in the procurement of employees. Maine, because of its distance from urban centers, does not provide available graduate level education in any of the professional and technical fields. Many communities in Maine offer poor quality public education and the public higher education in this State is an expensive proposition when compared to such states as California. Many communities offer few cultural advantages and living costs in the State of Maine tend to be higher than elsewhere. Finally, in the professional areas we are faced with one of the most frustrating problems in that good quality programs attract good quality employees. In the absence of good quality employees, it is difficult to develop good quality programs and, therefore, recruiting becomes difficult. With recruiting difficult, the hours of work are increased and the quality of program suffers. Consequently, our better trained, energetic and capable people who wish professional stimulation in their work leave for positions where this is possible.

The solutions to these problems are not simple. Obviously it is possible with high enough wage scales to stimulate enough interest in employment to be able to pick and choose from among candidates for employment. We have all too often learned this lesson after we have lost someone because of low pay and then subsequently had to seek higher pay levels in order to fill the same position. When this occurs we have taken a step backward in that we have lost the original skilled and desirable employee and it is only by this loss that we have been able to convince others of the necessity of increased salary. We can ill-afford to repeat this lesson as often as we have in the past. We must be prepared to meet the demands which our recruiting efforts have indicated exist and to constantly modify our system to these demands prior to the occurrence of crises.

WES/pka

STATE OF MAINE

Inter-Departmental Memorandum Date October 4, 1965

To Walter F. Ulmer, Commissioner

Dept. Mental Health & Corrections

From John C. Patterson, M.D., Supt.

Dept. Augusta State Hospital

Subject Personnel recruitment problems

I have had many urgent recruitment problems in my nearly three year period as Superintendent of this institution. One of the major and continuing one is the relatively low level of income for our psychiatric aide group. In view of the important functions they must observe, the diligence and skills they must apply, I have constantly been of the opinion that they have been underrated in relative income status. The problem of the psychiatric aide is not only one of income but one of hours worked. It is obvious that we have needed for some time more positions and any reductions of working time would make this increase in positions mandatory. As desirable as many increased benefits to employees are they can cause problems; one of the problems we have to face is the granting of more leave time to our employees with longer periods of service. We have had no new positions created to compensate for these desirable extra leave periods and, as a result, overtime, compensatory time or simply uncompensated work must be used to make up the deficit in personnel time created by this benefit.

When the current pay raises were first considered I was asked to give an opinion and at that time I emphasized strongly that all employees in this hospital should at least attain a 10% pay raise. We have had serious problems since then because some were omitted. In addition, I recommended, and still do, strongly that a basic 40 hour week for all personnel is of primary consideration.

There are certain other positions in our hospital, most of them individual ones, which, in my opinion, are rated relatively too low as far as income is concerned. I believe that a firm review of this should be planned on an inter-departmental basis and this would be preferably to specific planning by us as one institution.

These situations have been the basis of repeated comments and reports from this hospital. We are much too dependent for our continued good function on the dedication of many of our employees. I still believe this remains our greatest problem as an institution and can only be solved by increasing the income and other employment benefits, including our reductions in working hours and preferably along the lines that I have just mentioned.

The only significant change in our current personnel picture is a progressive lack of male applicants over the summer months that has continued. We are sending last minute complete data on our personnel picture to Mr. Allen, under separate cover. Please advise me if I can give you any other comments on this matter.

JCP:d

cc: Dr. Schumacher - Mr. Allen - Mr. Emerson - Mr. Lasselle

STATE OF MAINE

Inter-Departmental Memorandum Date Oct 4, 1965

To Mr. W. Allen, Dept. Pers. Officer

Dept. Mental Health & Corrections

From R. Emerson, Pers. Officer

Dept. A. S. H.

Subject Turnover Percentages - ASH

Following is the information which you requested by activity:

Labor Turnover formula: $\frac{\text{Number of Terminations}}{\text{Average work force}} \times 100 = \text{L.T.}$

<u>Activity</u>	<u>Employees</u>	<u>FY 61-62</u>	<u>FY 62-63</u>	<u>FY 63-64</u>	<u>FY 64-65</u>	<u>Jul, Aug, Sept 65</u>
11	29	20%	51%	51%	26%	-
16	42	14%	2%	16%	10%	-
21	31	6%	3%	16%	6%	3%
26	31	3%	32%	22%	23%	6%
32	45	15%	13%	11%	24% - * 11%	2%
43	25	8%	13%	-	16%	4%
44	400	31%	31%	35%	42% - * 32%	12%
45	3	-	-	60%	25% - * None	25%
47	24	33%	9%	15%	43%	24%
Farm	16	12%	6%	12%	25%	-
Entire Hosp. 646		25%	26%	29%	34% - * 26%	10%

* - this figure excludes summer project workers

The above figures or percentages for the months of July, August and September do not represent very much to me since a three months period is too short a time to judge a labor turnover rate, in my opinion.

I feel that you need at least a full year in order to complete the four seasons and the employment cycle as it actually occurs each year. (I mean by this if you picked a 3 months period at random it could well be at a time when you have many people leaving such as in the early spring or summer when school is closing, or in the winter when very few people tend to leave employment- these two extremes would certainly throw your turnover rate off, but figured throughout the year presents no problem).

I feel that the attached list showing the number of separations for these 3 months period actually is more indicative of the situation-up to some extent in separations and slightly down in new employees, which results in a general shortage.

New Employees

	<u>Jan</u>	<u>Feb</u>	<u>Mar</u>	<u>Apr</u>	<u>May</u>	<u>Jun</u>	<u>Jul</u>	<u>Aug</u>	<u>Sep</u>	<u>Oct</u>	<u>Nov</u>	<u>Dec</u>
1965 -	14	3	14	16	13	37	14	15	19			
1964 -	17	12	14	18	18	20	41	16	25	15	13	19
1963 -	23	7	12	14	13	13	20	17	17	10	13	17
1962 -	8	7	13	16	8	22	17	12	14	12	18	7
1961 -	14	11	14	13	7	15	16	16	19	16	14	10
Average new employees:	15	8	13	15	12	21	21	15	19	13	15	13

Separations

	<u>Jan</u>	<u>Feb</u>	<u>Mar</u>	<u>Apr</u>	<u>May</u>	<u>Jun</u>	<u>Jul</u>	<u>Aug</u>	<u>Sep</u>	<u>Oct</u>	<u>Nov</u>	<u>Dec</u>
1965 -	12	8	14	12	25	15	16	18	29			
1964 -	12	13	13	16	20	14	13	19	48	23	17	13
1963 -	15	7	12	18	12	12	16	16	20	15	14	20
1962 -	4	6	19	14	11	15	15	17	25	11	8	13
1961 -	10	12	10	14	19	23	9	20	26	12	13	4
Average Separations:	11	9	14	15	17	16	14	14	24	12	10	10

STATE OF MAINE

Inter-Departmental Memorandum Date August 30, 1965

To H. A. Pooler, M.D., Superintendent

Dept. Bangor State Hospital

From Warren W. Randall, Personnel Officer

Dept. " " "

Subject Recruitment situation at Bangor State Hospital

Since about the first of May we have not had either the quantity or quality of applicants seeking psychiatric aide work. Prior to this time we averaged from approximately forty to seventy applicants per week. This has dropped off to approximately one third these figures, sometimes less. Many of these people would be either physically or emotionally unsuited for psychiatric aide work. Some due to criminal records, etc. would be unsuited for state employment.

While recruitment is more difficult and we have at times been down from previous weeks there is not now and never has been a 'critical' situation. Summer is always a difficult time inasmuch as many persons, especially married women, do not wish to work until fall or after school has re-opened. In the case of married men salary may be a factor. The number of applicants usually increases from September on.

In verifying references on a former employee seeking employment in a New Hampshire factory the personnel representative indicated that they are having a problem in obtaining qualified employees who are also willing to work.

Below are statistical figures from 1964 and 1965 for comparison purposes:

Separations

<u>1964</u>			<u>1965</u>		
Month	Total Hospital	Nursing Service	Month	Total Hospital	Nursing Service
May	10	8	May	20	16
June	9	6	June	14	12
July	11	8	July	27	21
August	19	13	August	11	7
	<u>49</u>	<u>35</u>		<u>72</u>	<u>56</u>

There were 23 more separations, total hospital, in this period 1965 over 1964. There were 21 more in nursing service during this period.

With a greater turnover in this period and fewer acceptable applicants plus the granting of additional 21 persons (16 Nursing Service) we have not been able to maintain or fill our additional employee allocation headcount in May through August of 1965 as well as in 1964.

BANGOR STATE HOSPITAL
BANGOR, MAINE

Labor Turnover by Activity by numbers and percentages for Fiscal Years 1962-63, 1963-64 and 1964-65:

<u>Activity</u>	<u>Authorized Amount</u>	<u>1962-63 Fiscal Year</u>	<u>% Rate</u>	<u>1963-64 Fiscal Year</u>	<u>% Rate</u>	<u>1964-65 Fiscal Year</u>	<u>% Rate</u>
11	22	12	54%	1	5%	4	18%
16	39	12	30%	7	18%	1	.03%
21	23	4	17%	6	26%	3	13%
26	18	3	16%	11	61%	3	17%
32	38	21	55%	7	18%	9	24%
43	14	2	15%	1	.07%	1	.07%
44	232	132	56%	127	55%	123	53%
47	14	3	21%	8	57%	5	36%
51	<u>3</u>	<u>1</u>	<u>33%</u>	<u>1</u>	<u>33%</u>	<u>0</u>	<u>--</u>
Total	403	190	47%	169	42%	149	37%

DESIGNATION OF ACTIVITIES

11 - Administration

16 - Dietary

21 - Laundry

26 - Housekeeping

32 - Plant Operations and Maintenance

43 - Education-Recreation-Occupational Therapy

44 - Nursing-Medical-Custodial

45 - Laboratories

47 - Other Professional Services

51 - Farm

P.H. & T.C.

Activity	Present 6/30 1964	Semi	Accessories			Mont	Separations			Present 6/30 1965	Av. # of Employees Maintained	Diff. 6/30/65 6/30/64 Emp. Present	Rate of turnover by Activity fiscal year 1964 - 1965
			Fr. Lv. of ab.	Trans.	Totals		On Lv. of ab.	Trans.	Totals				
11	25	11	1	1	16	11	1	1	13	28	27	+3	11%
16	10	9	1		10	7	2		9	39	30	+1	18%
21	21	7			7	8			8	23	23	-1	15%
26	10	20	2		10	27	3	1	31	39	30	-1	71%
32	17	11	2	4	17	15	1	2	18	46	47	-1	30%
43	35	25	10	6	31	11	12	3	26	41	43	+5	26%
44	106	105	8	2	105	121	10	2	133	104	106	+2	10%
45	6	5		1	6	6			6	8	9		67%
47	31	11		2	13	5	1	3	9	35	32	+4	16%
Totals	555	285	24	16	265	221	30	12	253	567	563	+12	37%

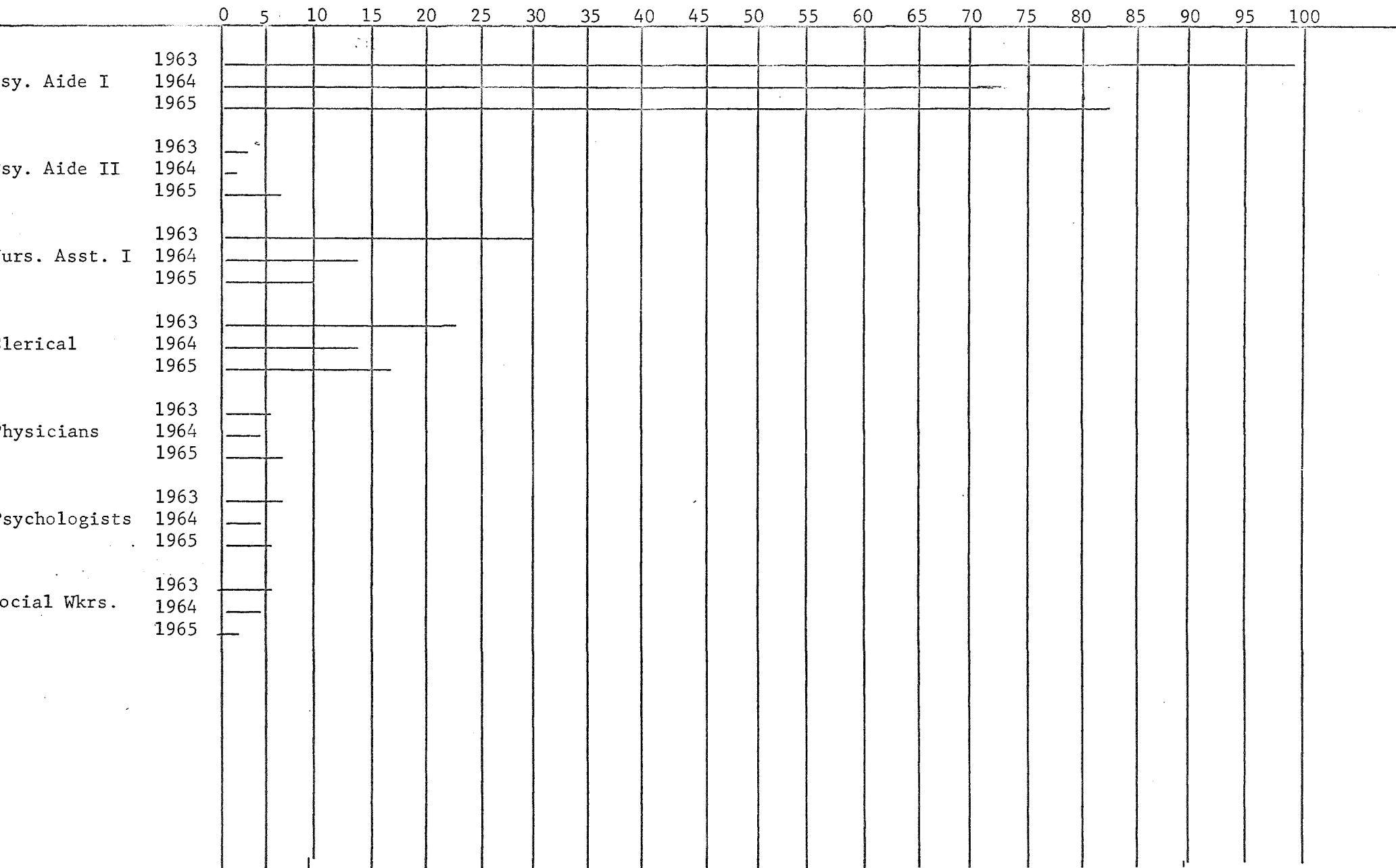
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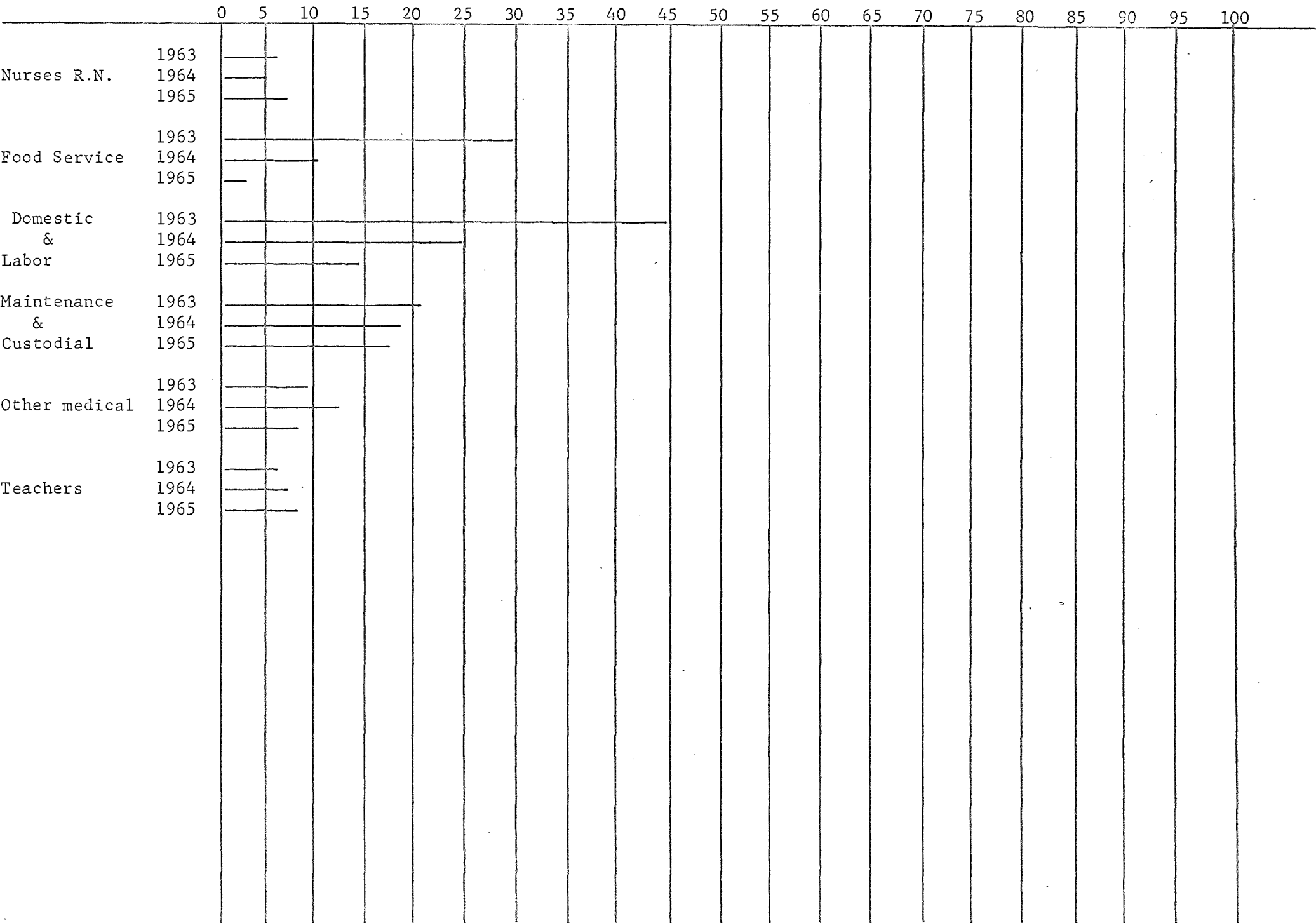
Activity	Present 6/30 1963	Comp.	Accessories		Totals	Rent	Expenditures		Totals	Present 6/30 1964	Av. # of Employees Maintained	Diff. 6/30/64 6/30/63 Emp. Present	Rate of those leaving by activity for fiscal year 1963 - 1964
			Pr. Inv. of ab.	Trans.			On Inv. of ab.	Trans.					
11	24	8		2	30	8		1	9	25	25	01	30%
16	13	13			26	13		1	25	32	32	-2	7%
21	22	1	2	1	6	2	2		4	24	25	-2	8%
26	17	31	1	1	32	32	1		33	40	40		7%
32	15	7	3	2	30	34	3		37	47	50	-2	2%
43	21	13	8	3	25	30	8	1	32	36	40	-5	26%
44	305	244	24		573	518	27	2	547	525	544	-21	3%
45	10	2			2	4			4	0	9	-2	44%
47	21	29	1	1	32	9	2	1	32	32	30		3%
Total	744	382	22	19	827	761	33	6	820	555	564	-9	1%

Activity	Present 6/30 1962	Comp	Accessories		Totals	Went	Separations		Totals	Present 6/30 1963	Av. # of Employees Maintained	Diff. 6/30/63 Emp. Present	Rate of those leaving by Activity for fiscal year 1962 - 1963
			Fr. Lv. of ab.	Trans.			On Lv. of ab.	Trans.					
11	23	7	1		8	9	1	2	12	24	27	-4	22%
14	29	21		1	22	21			21	40	39	+1	5%
21	22	3		1	4	4			4	22	22		10%
26	41	23	3	1	32	23	5		33	40	39	-1	17%
22	45	10	1	1	12	11	1		12	45	44	-1	2%
43	25	30	15	1	36	8	12		20	21	37	+6	22%
44	200	259	15		274	249	15	5	259	253	238	-15	19%
45	9	4		1	5	4			4	10	9	-1	11%
47	32	9		2	11	12			12	31	32	+1	3%
Totals	563	452	25	8	494	415	25	7	437	513	352	-161	14%

PINELAND HOSPITAL & TRAINING CENTER

NUMBER OF EMPLOYEES SEPARATED BY CLASSIFICATION
1963 - 1964 - 1965 - (1965 to Oct. 1st)





Commissioner Ulmer

STATEMENT TO THE RESEARCH COMMITTEE OF THE 102nd LEGISLATURE

BY

Peter W. Bowman, M. D., Superintendent

of

Pineland Hospital and Training Center

October 6, 1965

Mr. Chairman

Ladies and Gentlemen:

It is with distress that I have to present to you a grave problem because you have treated the Hospital that I represent with consideration and you were equally considerate in voting a pay increase to most State employees.

It is disturbing to me to report to you to-day, a deterioration in patient care and treatment, and of morale, that neither you nor I could anticipate this past winter when I was able to report to you recognition, progress, and accomplishments at Pineland Hospital and Training Center.

It is a vast change that has taken place within the past few months or even weeks, unpredictably to most, including myself, and unexpectedly, by probably all of us.

In order to save time, I wish to state briefly the following:

Pineland Hospital and Training Center has not had the services of a Clinical Director in the Mental Retardation Section since June 10, 1964. Dr. Edward Blumberg, of age 70, assumed the duties of an Acting Director. He retired this past month, at the age of 71, and has left the State of Maine. I was unable to persuade two of

my doctors to act in his stead, temporarily, and I have, therefore, assumed the Acting Clinical Directorship, myself, as of September 27.

At this point, there existed five vacancies on the Medical Staff besides the one of Clinical Director.

On my third day as Acting Clinical Director, I was confronted with information indicating that one recently employed member of the remaining Medical Staff had conducted his practice in a manner that had become offensive to the Nursing Service and the Medical Staff, and embarrassing to all. Based on the evidence, I discharged this man immediately with the full support of the remaining Medical Staff, whose workload increased even more.

I am not qualified nor able to carry out the duties of Medical Superintendent and of Clinical Director simultaneously and in neither can I do justice to your expectations.

Pineland Hospital and Training Center, for the past six weeks, and to-day, is operating a pharmacy, including narcotics, without the service of a registered, qualified pharmacist. The State Personnel Department has informed me that they do not know of any qualified pharmacist that we could employ. The State Personnel Department has consistently refused to reclassify the salary of the pharmacist to keep us in competition. Drugs are being dispensed by a Registered Nurse. I am not certain who will be liable for any error of judgment, skill, or knowledge, that can easily occur. In my opinion, this situation is intolerable.

We have not had a Director of Occupational Therapy Services since 1963.

Our Director of Physical Therapy Services resigned in June of 1965, and this position is vacant also.

In the Psychology Department, we have two vacancies and have had these vacancies for many months. A third psychologist has been notified by the Armed Forces to appear for active duty within the next few days or weeks.

In the first three months of this fiscal year, from July 1 through September 30, we lost 54 employees in the Nursing Service, including R. N's., Nursing Assistants, and Psychiatric Aides. If one projects this figure on a 12 months' basis, this reflects a turnover rate of 76%.

The corresponding figures pro-rated on a 12-months' basis are:

Administration:	68%
Medical:	160%
Physical Therapy:	132%
Dental - X-ray - Pharmacy -	
Medical Photography Service	100%
Psychology Service:	200%
Education:	124%
Occupational Therapy:	80%
Medical Records:	88%
Clerical Pool:	56%
Housekeeping:	72%
All Others:	52%

Our pathologist, Dr. Jose Galindo, certified in his specialty, competent and well-liked, has informed me that he has currently three job offers from New York State, under consideration, offering a starting salary of \$10,000.00 higher than we are allowed to pay him.

You will understand that this profound instability has created grave problems that I am unable to control. I cannot even convince myself that my morale should be better than it is. However, I seem to be working in two jobs against the odds and have been unable to

take a long-needed vacation.

These, then, are the sad facts.

When one attempts to analyze the situation, one is tempted to single Pineland out, blame the type of work, and the location of the Hospital, as the two major factors.

It is true that the patient population, during the last eleven years, has gone through a profound change and practically all patients now at Pineland Hospital and Training Center require either this Hospital and its facilities or other modified facilities that are not yet available in the State of Maine. Most patients are severely and profoundly retarded, a majority suffering from additional impairments such as cerebral palsy, paralysis, visual and auditory defects, and others.

I must, therefore, state candidly that the work requirements of every individual member of the non-professional and professional staffs serving patients directly or even indirectly have substantially increased without corresponding recognition in payment or fringe benefits. Only recently the differential pay proposal for night employees, whose lot is one of lonesome and awesome responsibility, has been turned down.

The other factor that I have alluded to in my early years at Pineland, namely, isolation, is not true in the sense that it was 10 years ago. The Maine Turnpike, on one side, and Interstate Highway 95, on the other, have brought Pineland Hospital and Training Center into much easier commuting distance to Portland, Lewiston, and Brunswick, than a traveler would encounter commuting between Queens and Brooklyn. Pineland can be reached from the

Portland Municipal and the Lewiston-Auburn Airports in half the time that it takes a resident of White Plains, N. Y., to reach the LaGuardia Airport. Even the Orono campus has become accessible. The remaining factors of isolation, however, are available housing and adequate schools for the people in the low income bracket as well as for all of us. I am confident that this problem will be solved, also, within the next few years.

What, then, is the real problem? First, I would like to make reference to the figures distributed by the Maine Employment Security Commission and also a publication from the New Hampshire Employment Security Commission, printed recently in daily newspapers. The unemployment rate in the Greater Portland Area has been around 3.6%. The unemployment rate in New Hampshire has dropped, in several places, to 1.5%. The increase in population in New Hampshire, during the past 5 years, is given as 10.7%.

Representatives of business and industry will confirm the difficulties that they encounter in trying to fill available positions. It is my considered opinion that the unemployment figure of 3.6% contains a great number of people, possibly a majority of the unemployed listed, who are actually unemployable for reasons of poor health, motivation, or skills, and that, therefore, these people are not available for employment. I have read in a daily newspaper that the State of New Hampshire has, for some time, advertised in other States, job opportunities urging people, now residents of other States, to come and live in New Hampshire. It is my opinion that a similar process fanned by stimulated production and business activities nationwide and also by the unfortunate war in Viet Nam

is now taking place in Maine.

If my interpretation is correct, then, Ladies and Gentlemen, we are facing the beginnings of an evolution in Maine that will require your most serious and continued attention. The only fortunate factor in this momentarily grim picture is the report from the Office of the Director of Taxation that revenues have gone up substantially and it must be assumed that income, also, has gone up.

I sincerely hope that all people who share in the responsibilities of planning and administration will join together to structure our and our children's future with thought and consideration. This will require vision, creativeness, courage, and good will by all.

STATE OF MAINE

INTER-DEPARTMENTAL MEMORANDUM DATE October 1, 1965

To Walter F. Ulmer, Commissioner Dept. Mental Health and Corrections
From Allan L. Robbins, Warden *AR* Dept. Maine State Prison
Subject: Personnel Matters for Legislative Research Committee

I do not feel that personnel matters are critical at the State Prison, but we do have some problems.

I am having a great deal of difficulty in recruiting a Deputy Warden as nearly everyone worth his salt in the Penal field is getting more money than we can offer at top pay. There just isn't any interest from qualified people with experience because of low salary. (This problem is going to be magnified when the Warden's position becomes open for the same reason.)

Generally speaking, the guards are reasonably satisfied with their salary, but it is difficult to recruit good men. We have reached the point where we hire nearly anyone and try to sift the poorer ones out during their probationary period.

We are experiencing difficulty in retaining office help because we cannot compete with H&W ratings of clerks and cannot promote accountants to Accountant II. Our office people are overworked and underpaid. We definitely need two more clerks to rerate the present personnel.

Statistics presented to Legislature prove our being understaffed by any comparison made with any institution within the State and in New England.

We have been used fairly by the Legislature, but we were so far behind other institutions to start with, that we've never been able to catch up. In fact, I don't want as high a ratio of help as other Maine institutions but would like to have assistance in the areas needing attention, some of which are mentioned above.

I regret that I have scheduled a one week vacation for the 1st full week in October (to coincide with my children's school vacation), but will be glad to sit down with anyone anytime to go over prison matters.

Encl - Statement to Committee on Appropriations
and Financial Affairs, Feb 16, 1965
cjc (Please refer to requests and graphs)

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AND CORRECTIONS

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rehabilitatively. Legislatures for the last fifteen years have been good to the Prison, but state grants have kept a step behind the problem.

Please

I can show from verified statistics (see graphs) that if we were attached pages 4 & 5 to numerically meet the standards of the other New England states, we would need 62 more guards and 33 other personnel - a total of 95 more just to come up to their level - and they feel they are understaffed.

Closer to home, my statistics show that if we were to come up to the average personnel ratio in all the other Maine institutions, we would need 115 more employees. Even more impressive is the fact that if we were to equal the other Maine Correctional institutions, we would have to have 138 more employees.

I am not asking for 138 more employees.

The Governor has recognized some need and has recommended 8 more employees.

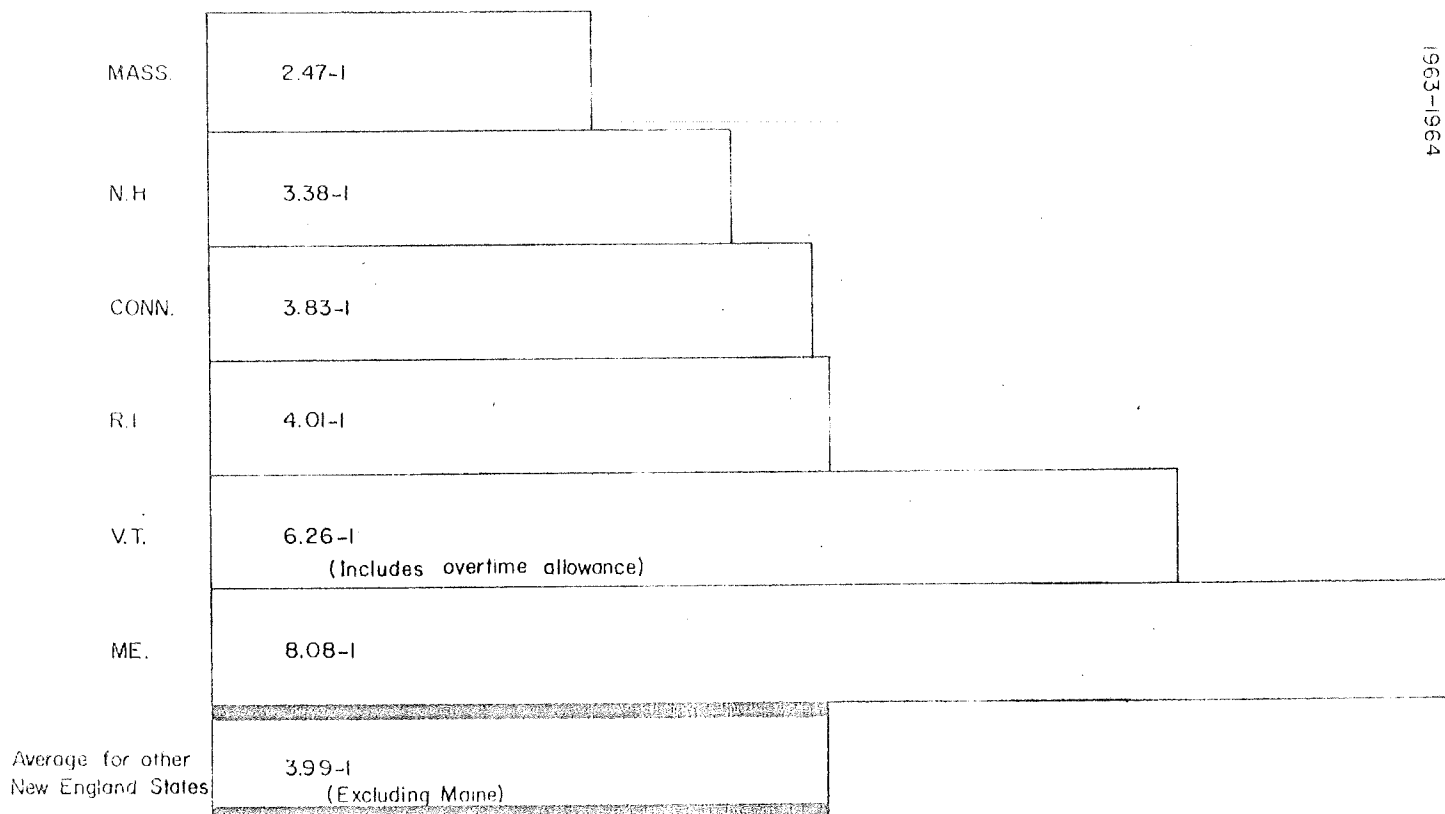
I am not asking for 130, but I am asking for money for promotions, for 5 part time and 18 full time positions in addition to the 8 recommended. My request is a small portion of the number needed to bring up my ratio into a comparable position.

Please understand I am not criticizing others. I am simply trying to show that the Maine State Prison really needs more employees. I realize that you may say the Prison has cells to lock men up in, and that is true, and we presently use them 16 hours a day as we do not have sufficient guards or personnel to keep the inmates at their work longer, or to have them participating in training programs.

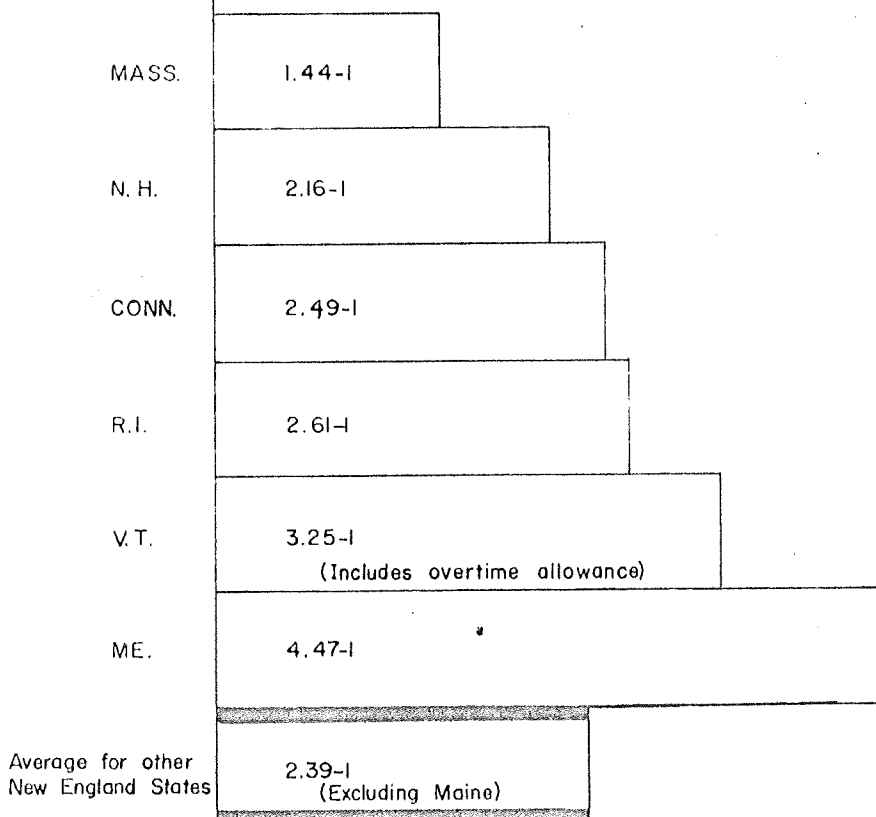
In order to save time I will not explain each position as I believe the indicated titles are self-evident and I do guarantee that each is needed. Although the following are not in order by priority I do wish to particularly point out, however, that the

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NEW ENGLAND STATES PRISONS
INMATE-GUARD RATIO
1963-1964



62.3 MORE GUARDS NEEDED TO BRING MAINE UP TO THE NEW ENGLAND AVERAGE



33.5 PERSONNEL OTHER THAN GUARDS NEEDED TO BRING MAINE UP TO THE NEW ENGLAND AVERAGE
95.8 TOTAL PERSONNEL NEEDED TO BRING MAINE UP TO THE NEW ENGLAND AVERAGE

NEW ENGLAND STATES PRISONS
INMATE-EMPLOYEE RATIO
1963-1964

AVERAGE PATIENT OR INMATE-EMPLOYEE RATIO
ALL MAINE INSTITUTIONS
1963-1964

AVERAGE INMATE-EMPLOYEE RATIO
MAINE CORRECTIONAL INSTITUTIONS
1963-1964

OTHER MAINE INSTITUTIONS

SCHOOL FOR THE DEAF
MILITARY & NAVAL CHILDRENS HOME
AUGUSTA STATE HOSPITAL
BANGOR STATE HOSPITAL
PINELAND HOSPITAL & TRAINING CENTER
BOYS TRAINING CENTER
REFORMATORY FOR MEN
REFORMATORY FOR WOMEN
STEVENS TRAINING CENTER

MAINE STATE PRISON

BOYS TRAINING CENTER
REFORMATORY FOR MEN
REFORMATORY FOR WOMEN
STEVENS TRAINING CENTER

OTHER MAINE
INSTITUTIONS

2.18-1
(Excluding M.S.P.)

MAINE STATE
PRISON

5.38-1

115.7 MORE EMPLOYEES NEEDED TO BRING M.S.P. UP TO OTHER
MAINE INSTITUTIONS AVERAGE

OTHER MAINE
CORRECTIONAL
INSTITUTIONS

1.98-1
(Excluding M.S.P.)

MAINE STATE
PRISON

5.38-1

138.5 MORE EMPLOYEES NEEDED TO BRING M.S.P. UP TO
OTHER MAINE CORRECTIONAL INSTITUTIONS

need for another clerk typist II, a storekeeper, an automotive mechanic and four stationary engineers is extremely acute. We are using inmates to supervise our boilers which is in reality a ridiculous situation that can only be changed by the employment of the requested stationary engineers. All utilities for the institution are in the hands of inmates because we do not have sufficient personnel. The P.A.S. report, as well as every person who has seen the personnel shortage, supports me in this plea for utility and security coverage.

In addition to the new positions, I am hopeful that you will allow me funds to promote existing personnel as is indicated on page 7.

We operate on a semi-military basis, but without adequate supervision. Instead of having many chiefs and few Indians, we have the reverse situation. Military knowledge readily shows this defect. I believe the below listed promotions would greatly increase effectiveness and be well worth the expenditure. The list is attached and I will be happy to answer any questions.

STATE OF MAINE

Inter-Departmental Memorandum Date October 4, 1965

To Walter F. Ulmer, Commissioner

Dept. Mental Health and Corrections

From William H. Hughes, Superintendent

Dept. Boys Training Center

Subject Your memorandum received October 4, 1965 relative to Legislative Research Committee - Personnel Problems.

Although the problem of recruiting and maintaining staff at the Boys Training Center may not be as pronounced as in other departments, the obtainment of qualified staff at the Boys Training Center for at least 18 years has created hardships in that actual recruitment remains within Boys Training Center's staff time, effort and expenditure of funds.

The greatest percentage of turnover these last two years remains within administrative (clerical, fiscal and professional activities), maintenance, education and cottage personnel.

Positions requiring education beyond a Bachelor's Degree are extremely difficult to fill, especially when the position requires experience specific to that of an institutional setting.

Social Services positions are most difficult to fill in that they are located, geographically, throughout the state, require experience and education beyond a Bachelor's Degree.

The Director of Cottage Living position, created in July, 1961, requires a Master's Degree and considerable experience in an institutional setting and has yet to be filled.

The Director of Rehabilitative Services position requires a Doctor's Degree and considerable progressively responsible experience in a male juvenile institutional setting and has never been filled. In that the Director of Rehabilitative Services position remains vacant, the Superintendent in addition to his regular duties has been forced to assume the duties of the position.

Despite intensified state wide recruitment, qualified Cottage Life personnel have been most difficult to obtain. We receive many requests for applications, however few who apply are qualified in terms of experience to perform the duties as required. Those who indicate potential and who are employed require many months of training prior to the time they are capable of performing their duties. In that boys living in a cottage setting are committed from homes that are either physically or psychologically broken, turnover in Cottage Life staff (19.2% this last fiscal year) does not enhance the stability of our Cottage Life program.

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STATE OF MAINE

Inter-Departmental Memorandum Date October 5, 1965

To Walter F. Ulmer, Commissioner

Dept. Mental Health & Corrections

From Pauline I. McCready, Ed. D., Supt.

Dept. Stevens Training Center

Subject Personnel Problems

By and large, I expect that the personnel situation at Stevens Training Center is comparable in many ways to that of other institutions.

1. Professional Staff. There is a nation-wide shortage of professional personnel; social workers; psychologists, group workers; teachers of special education. This effects agencies and institutions all over the country.

Maine, however, has not yet seemed to realize that we are in a seller's market, and it does not compete with the market. Thus, it is far more difficult for Maine to attract and keep professional personnel than the areas where higher salaries prevail.

Even within the State, it is a constant job to compete with federal agencies. For example, the beginning salary for a social worker at Togus is higher than the top salary for a Psychiatric Social Work Supervisor paid by the State of Maine. As a matter of fact, the top salary of a social worker at Togus, working a 40 hour week, is about the same as the top salary of a superintendent of a training center in Maine. This obviously is a ridiculous situation and one that does not make for satisfied staff over a period of time.

Because I am sure that salaries will be discussed by others, and quite rightly, I will not dwell on that subject. It is well known to all of us, and it should be recognized that salary is the initial factor which attracts and keeps professional personnel. Other factors come to light, later, but if a salary is well below that advertised by other organizations, possible applicants will never make the initial application or inquiry.

Once salary rates are such that Maine can compete equally with other states, there are other factors to be considered.

One is vacation. Most organizations today employing professional personnel give a month's annual vacation, and may also give additional time at Christmas, or offer a winter or spring vacation. The two weeks offered by Maine is definitely a deterrent to many people who are accustomed to time enough to travel, rest, or do whatever they wish for a month every year. Persons from a distance hesitate to take a position in Maine, for the vacation time would hardly allow them time to go home.

STATE OF MAINE

Inter-Departmental Memorandum Date October 5, 1965

To Walter F. Ulmer, Commissioner

Dept. Mental Health & Corrections

From Pauline I. McCready, Ed. D., Supt.

Dept. Stevens Training Center

Subject Personnel Problems

Vacation time and holidays should be allowed to accumulate in those instances where it is impossible for a person to take them because of the need of the institution. This should be left to the judgement of the superintendent. Employees at Stevens Training Center lost time two or three years ago because the staff was so limited in number that they could not be spared. I have been able to take only one holiday in the two years I have been at Stevens. Thus, time has accumulated which will be lost if not taken and it cannot be taken and neither can it be paid for. The fact that I am a N/S employee, and have had to work most weekends and evenings, plus holidays and without a vacation, for two years means that I am penalized because of a situation beyond my control. The same is true of others on our staff.

2. Housing. If professional staff prefer to live on the grounds, or if it is considered necessary to the operation of the institution that they live on the grounds, decent housing should be provided.

Stevens has a serious problem in this area. There are three houses, one occupied by the Superintendent (which should be made into a group residence for girls going out to school or to work), one by the Special Officer/Watchman, and one by the Herdsman. There is one apartment, occupied by the Director of Social Service. While this apartment itself is comfortable, its location makes it most undesirable to any staff. It is in a dormitory; its occupant has no privacy whatsoever; the inevitable noise of 25 girls living overhead does not allow rest on time off; the maintenance shop directly underneath is a source of dirt, noise and heat coming up through the floor.

Two efficiency apartments will be constructed on the ground floor of one building (AB) and will be occupied by staff. The second floor and part of the third are now occupied by some of the girls going to school, and two single rooms on the third floor are occupied by two staff members.

Other than that, there are only single rooms on the third floor of three of the old dormitories (Erskine, Baker, Flagg-Dummer). People do not want to live in the dormitories. They have no chance for privacy, they cannot have guests, they cannot get away from the girls, the noise, their work. The rooms^{are} attic-hot in the summer, and not at all comfortable.

STATE OF MAINE

Inter-Departmental Memorandum Date October 5, 1965

To Walter F. Ulmer, Commissioner

Dept. Mental Health & Corrections

From Pauline I. McCready, Ed. D., Supt.

Dept. Stevens Training Center

Subject Personnel Problems

There is no place for married couples, and there is no place for single persons who are accustomed to adequate housing with privacy and an opportunity to entertain and relax when they are off duty.

This lack will always present a problem until it is rectified. It should be recognized that there may be times when not all the staff housing is occupied. It should be available however, and the chances are good that if it is comfortable, away from the dormitories, offering privacy, it will be fully occupied most of the time.

Relative to this is the policy which makes it necessary for an employee to pay rent even though required to live on the grounds. This is one policy which I personally resent very much. The law states that the Superintendent must "be in constant residence", yet I must pay rent. I do not mind living on the grounds, although there are times when it presents problems, but I am constantly irritated by the fact that I am required to pay for this dubious privilege. It would be interesting to know whether the presidents of the various state colleges pay rent, whether the game wardens pay rent for the camps they must live in at times.

In my opinion, if it is considered necessary to the operation of the institution for any given employee to live on the grounds, that employee should be given suitable quarters free of charge. If an employee voluntarily lives on the grounds, it is fair to charge rent.

3. Non-Professional Staff. The only serious problems we have with non-professional staff are (1) housemothers and (2) clerical staff.

(1) Housemothers. We find it difficult to recruit housemothers who have the education (high school) and are in the age range (30-50) which is desirable. Applicants are usually older than is preferred and this presents problems. They usually have some sort of physical ailment or they are susceptible to illness. They are not usually physically strong enough to do the hard work required over a period of time. Furthermore, they are grandmothers rather than the mother-substitutes the girls need. Their patience and tolerance are ordinarily in short supply.

STATE OF MAINE

Inter-Departmental Memorandum Date October 5, 1965

To Walter F. Ulmer, Commissioner

Dept. Mental Health & Corrections

From Pauline I. McCready, Ed. D., Supt.

Dept. Stevens Training Center

Subject Personnel Problems

Until we can recruit couples as house parents, this will probably continue to be a problem. Most women in the age group preferred are married and in the process of raising their own families. Couples cannot be recruited until such time as we have suitable living quarters for them, which will be as new dormitories are constructed.

Even then, we will run into the maintenance charges which are at present so heartily resented by staff. Housemothers are required to pay for the meals they have to eat when on duty, which is an unjust charge. At present they are not required to live on the grounds, so the rent for housing is not a problem; those few now living in single rooms are doing so voluntarily. If we have cottage parents who are required to live in, we will be faced with rent payment. Again, we emphasize that this policy should be changed.

Housemothers have not complained about salary, but they are resentful about the charges for meals when they are on duty and supervising the girls.

(2) Clerical Staff. Clerical salaries are too low. Private business pays more than the State and therefore gets the pick of the new graduates, as well as experienced persons. It is practically impossible to find a Clerk-Typist II and a Clerk-Steno II in this area.

4. Personnel Law. There are many aspects of the personnel law which should be carefully examined, in that they constitute a handicap to the employing institution.

One such procedure is that of the Personnel Department having the responsibility for deciding what classification of a given position is to be permitted the institution. This includes professional and non-professional positions. As it is now, an inexperienced person from the Personnel Department has the privilege of telling a Superintendent that he may have a, for example, Psychiatric Social Worker I when in fact a Psychiatric Social Work Supervisor is what is needed; or the Personnel representative may decide that a Clerk-Typist I will do, when a Clerk-Steno II is the need.

STATE OF MAINE

Inter-Departmental Memorandum Date October 5, 1965

To Walter F. Ulmer, Commissioner

Dept. Mental Health & Corrections

From Pauline I. McCready, Ed. D., Supt.

Dept. Stevens Training Center

Subject Personnel Problems

The Personnel Department employees try to make all institution jobs comparable, an unrealistic and completely fallacious concept. Institutions differ, the work situation differs, and because of this, job needs and expectations differ. Personnel Department employees cannot be expected to understand the needs because they are inexperienced in the actual work of institutions, but they can and should be expected to respect the knowledge and integrity of the superintendents and department heads of institutions. Unfortunately this is not always true; one experiences bureaucratic rigidity and taste for power, both of which are inevitable results of governmental controls of this type in any federal or state organization. I hasten to add that the top echelon of the Personnel Department has always been completely cooperative in my experience. It is the underlings who are sometimes so dogmatic and dictatorial, who lack respect for the knowledge of institutional personnel regarding the needs of individual institutions.

The sad results of this are: (1) The institutional personnel responsible for employment spend, and waste, endless hours trying to write up job descriptions to fit their needs. They spend time trying to persuade Personnel Department staff that the need is for a certain classification. This costs money and it makes for inefficiency, because of time spent in what should be unnecessary work. (2) Sometimes institutional personnel simply give up and accept whatever will be forthcoming from the Personnel Department. Sometimes this is done because it is too much work to do constant battle, and sometimes because the Personnel Department makes an arbitrary decision. Whichever is the reason, the result is the same. The institution is not able to carry out an efficient operation, nor can it improve its standards of work because the Personnel Department has refused to provide the necessary classifications. (3) The third result is that the restrictive practices are avoided by various means which are learned over a period time by persons in state employment. This is ^{no} secret to anyone well versed in the ways of state government. When this happens, it is obvious that something is wrong in the overall policy. There will always be incidents where a few persons attempt to avoid the stated policies, but when such practices are as widespread as they are in the case of some of the Personnel laws, it is evidence of fundamental error in the overall policy.

STATE OF MAINE

Inter-Departmental Memorandum Date October 5, 1965

To Walter F. Ulmer, Commissioner

Dept. Mental Health & Corrections

From Pauline I. McCready, Ed. D., Supt.

Dept. Stevens Training Center

Subject Personnel Problems

5. Examinations. The procedure of the Personnel Department giving examinations for certain positions, and permitting the employment institution to select from the top three often becomes a farce.

In the case of professional personnel, many simply refuse to take such examinations; when they find that this is a requirement they withdraw. It is recognized that such examinations are in accord with federal government and those states which have Civil Service. Nevertheless, the three persons at the top of the list may be fine when it comes to taking examinations, but inadequate in practice. Examinations give no attention to personality, to feeling, to disposition, to those qualities which are equally important to learned knowledge. There are, again, ways to get around this, but they are time-consuming. They are simply a process of going through motions which make the requirements farcical. One interviews and rejects over and over until one can obtain the right person. By that time, the candidate may well have taken another position.

There is also no recognition of test-provenness; as it were; that is, of the competent person who simply cannot pass a test. This situation is usually found in clerical and business personnel. There should be some way to provide for acceptance of such persons. For example, if a person is given a position provisionally, and works in it satisfactorily for a year, the examination should be waived and permanent status given. We lose good people now and then because of this law, and we cannot afford to lose any good personnel.

At Stevens Training Center there has been some personnel turnover, but this has not been excessive and has not been beyond what would be expected with any change of administration. The staff who have remained at Stevens have, for the most part, proved to be those who are competent, interested in their work, and devoted to the purposes of the institution. Nearly all those who left simply saved us the time and effort required by the Personnel law to dismiss them.

When it is considered that Stevens is so lacking in staff in certain categories, most of which are hard to recruit because of ^{discussed} reasons ^{earlier in} insufficient appropriations, it is believed that a better than adequate job is being done. For that we can thank the members of the staff who work many hours overtime when needed, and who give of themselves beyond what the State has any right to expect.

and also because of

this report

STATE OF MAINE

Inter-Departmental Memorandum Date October 4, 1965

To Walter F. Ulmer, Commissioner Dept. Mental Health and Corrections
From Miss Ward E. Murphy, Superintendent Dept. Reformatory for Women
Subject Legislative Research Committee Hearing on Personnel Problems

Re: Overall Personnel situation at the Reformatory for Women, Skowhegan

This is in response to your memo of October 1st, regarding the Legislative Research Committee Hearing on Personnel Problems, scheduled for Wednesday, October 6th, 1965.

Correctional Staff:

Within our correctional line staff (Reformatory Matron's I;II) we have a minimal turnover, within reasonable recruitment limitations. A serious problem, and a consistent one for this level of employee in all women's correctional facilities known to me, is the age of typical applicants. They are frequently either very young (18 to 24 years of age); often without the maturity and judgement needed to work with socially disturbed, adult female offenders; or, are well into their 50's at the time of initial application, so do not have the tenure potential for long career service.

It is unfortunate that our beginning Reformatory Matron I's (working a 48 hour work week) start at only \$1.53 per hour. I feel that a higher take-home pay would broaden the applicant field. I must add here that salary has not been a problem for those currently applying -- but we lose some good potentials before the application stage.

Promotions are made within ranks, and other than for summer replacements and planned temporary positions, our vacancies are primarily the result of promotion, retirement, and disabilities.

Business Office and Clerical Staff:

Although we seem to have had a considerable amount of staff turn-over in our small clerical force at this institution in the past two years, it again is more circumstance than a personnel problem. With three positions available, we have had eight different women working at various clerical levels. Of the five who are no longer in the office, two are on the correctional force here, and doing an excellent job; one resigned due to pregnancy, one retired after many years of state service, and one moved to the West coast with her family. Recruiting of competent office workers is done from a list offering adequate opportunity for selection.

Recruiting for an Accountant level of work is quite difficult. There are few applicants taking the state examination who are willing to move to Skowhegan to assume the full responsibilities of a Business Manager at an Accountant I pay range. The volume, regularity and quality of work produced soon reflects in internal problems of administration.

Maintenance and Grounds:

I feel our full time, permanent male staff is reasonably stable, with turnover only for very specific reasons (retirement, out of state, return to school, etc.) We are very fortunate to have the quality and variety of useable skills within the squad as we do.

Professional Staff:

Our biggest problem (and headache) here is, that other than myself and Mrs. Hanauer, Asst. Supt., we do not have one full time professional staff member within any of the behavioral sciences. This, of course, has frequently been discussed with you and at various times with members of the legislature. It is one of the major blocking points in our program. Until this is accomplished our treatment of the social offender cannot reach the level that we, as administrators, know is possible today.

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STATE OF MAINE

Inter-Departmental Memorandum Date October 4, 1965

To Walter F. Ulmer, Commissioner

Dept. Mental Health & Corrections

From Merton R. Johnson, Superintendent

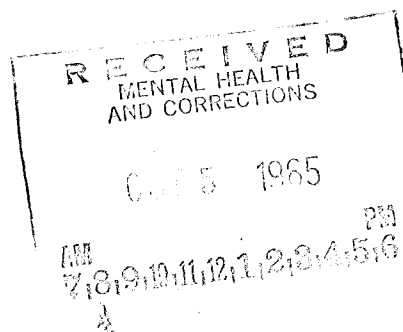
Dept. Reformatory for Men

Subject Personnel Problems

In answer to your memo of October 1, 1965, I do not consider that we have an unusual rate of turnover at the Reformatory for Men.

The salary adjustment approved by the last legislature should prove helpful in procurement of line officers for this institution. However, a retirement plan more in line with that for State Police and Game Wardens should attract a better class of people to correctional work.

MRJ/mm



STATE OF MAINE

Inter-Departmental Memorandum Date October 4, 1965

To Walter F. Hickey, Commissioner

Dept. Mental Health and Corrections

From Joseph P. Youngs, Jr., Superintendent

Dept. Gov. Lester State School for the Deaf

Subject Legislative Research Committee Meeting on Personnel Problems

I regret that preparations for the State Teachers Convention to be held at our school on Thursday and Friday of this week make it impossible for me to attend the Committee Meeting on Wednesday, October 6, as indicated in your memo of October 1.

Personnel problems at the Governor Lester State School for the Deaf may be divided into two categories:

- a) Turnover of semiskilled workers in the lower salary groups.

There is an unusual turnover of employees in the domestic and food service departments. I suppose this is a traditional problem for people in the unskilled and semiskilled categories. However, such a turnover impairs the efficiency of their departments. Perhaps the new salary scale which goes into effect on January 1st may help resolve some of these problems.

- b) I am primarily concerned with the recruitment of the professional members of my staff and anticipate serious difficulty in the next few years as the state teachers salary scales fall behind the national average. It is imperative that the pay scale for teachers of the deaf be upgraded and kept upgraded so that recruitment on the national market can attract the very best teachers. Too often, by the time we go through the process of negotiating a new pay scale we bring our teachers' salaries up to a national average that was in effect two or three years prior to the time. The need for additional professional services seems a higher payroll as we begin to recruit personnel in the specialized areas of audiology and psychology for the deaf. Certainly these services must be considered in any attempt of the Legislative Research Committee to study the personnel problems.

Joseph Y. J.

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