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The

STATE EMPLOYEE



OCTOBER 1945 • VOLUME 14 NO. 5 • 10 CENTS

A Problem in Multiplication



$$\times 26,000,000 = ?$$

Take the case of John Smith, average American:

For over three years now, he's been buying Victory Bonds through the Payroll Savings Plan. He's been putting away a good chunk of his earnings regularly — week in, week out. Forgetting about it.

He's accumulating money — maybe for the first time in his life. He's building up a reserve. He's taking advantage of higher wages to put himself in a solid financial position.

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The kind of future that America will have — that you and your family will have — is in your hands.

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Hang onto your War and Victory Bonds!

BUY ALL THE BONDS YOU CAN ...
KEEP ALL THE BONDS YOU BUY

**YOU WILL HELP YOUR NATION AND YOURSELF BY CONTINUING
IN THE PAYROLL PLAN**

THE STATE EMPLOYEE

Official Publication of
The Association of State Civil Service Employees of the State of New York, Inc.

VOL. 14, Number 5

OCTOBER, 1945

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This Month's Cover

YANKEE DOODLE "WISHING WELL" Fort Crailo, Rensselaer

At this hour of victory, it seems particularly appropriate to place on our cover a picture of the historic Yankee Doodle well at Old Fort Crailo, Rensselaer.

In 1758 during its occupation by the British Forces of Fort Crailo, Army Surgeon Richard Shuckburg, while sitting at this well, was influenced by the motley appearances of the newly arrived American recruits from the country, in composing the verses to the song "Yankee Doodle."

Fort Crailo is one of the oldest structures of its kind in the United States, originally being the Manor House of the Van Rensselaer Family. It was built in 1642.

The well at the Fort, in a new and more modern role, is known as the "Wishing Well." At the bottom of the well, silver coins of various denominations can be seen. These coins, no doubt, were tossed in the well by those who have made wishes

The model in the photograph is Miss Leila Joyce Drezner of the Bureau of Audit and Control in the Unemployment Insurance Division of the labor Department at Albany.

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NOMINATIONS

In accord with the Constitution of the Association, a Nominating Committee was chosen by the Executive Committee ninety days prior to October 16th, 1945, the date of the Annual Meeting. This Nominating Committee was composed of John A. Cromie, Department of Taxation and Finance, Chairman; Beulah Bailey Thull, Department of Audit and Control; and, Christopher J. Fee, Department of Labor. The Nominating Committee, after consideration of all recommendations made by members in the various departments of State government, presents the following candidates, together with those nominated by independent petition:

President..... Frank L. Tolman, Department of Education
 First Vice-President..... Jesse B. McFarland,* Department of Social Welfare
 Second Vice-President..... Leo F. Gurry,* Department of Mental Hygiene
 Third Vice-President..... John F. Powers,* Department of Labor
 Secretary..... Janet Macfarlane,* Department of Mental Hygiene
 Treasurer..... Earl P. Pfannebecker,* Department of Taxation and Finance

Members of the Executive Committee

Agriculture and Markets:

Mildred O. Meskill*
 Christopher B. Degenaar

Audit and Control:

Martin P. Lanahan*

Banking:

Marie I. Hess

Civil Service:

Theodore Becker

Commerce:

Joseph J. Horan*

Conservation:

William M. Foss*

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Leo M. Britt*

Education:

Wayne W. Soper*

Executive:

Charles H. Foster*

Health:

Thomas C. Stowell*
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Harry S. Deevey*

Labor:

Christopher J. Fee

Law:

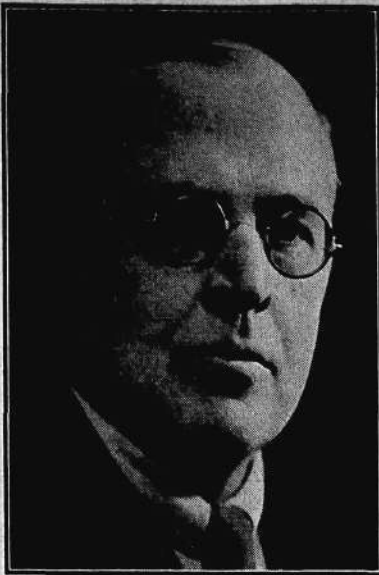
Francis C. Maher*

Mental Hygiene:

Frank O. Osborne*
 Gordon S. Carlile

Public Service:

Richard T. Purcell
 Kenneth A. Valentine



FRANK L. TOLMAN

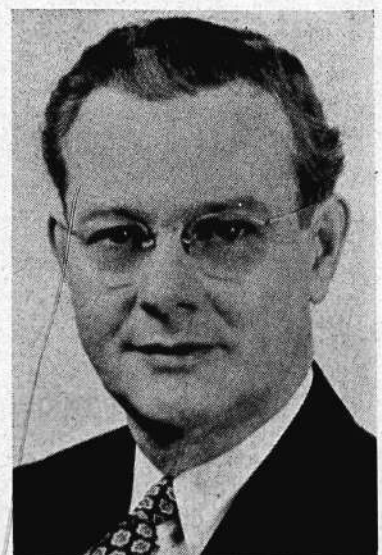
Doctor Tolman entered State service in 1906 as Reference Librarian in the State Education Department. In 1928 he was appointed Director of the Division of Library Extension which in 1937 became the Division of Adult Education and Library Extension. He was a member and secretary of the temporary Standardization Board throughout its existence. Doctor Tolman did the major part of the drafting of the Feld-Hamilton salary schedules now in effect for State employees. He was also responsible for writing the declaration of policy of the State with respect to equal pay for equal work.

SPECIAL REQUEST

The Board of Canvassers especially request that ballots be sent to Association headquarters as far in advance of the meeting as possible, and that all ballots be delivered by 4 P. M. on October 16. The counting of the ballots is a tremendous job and the Committee will appreciate the cooperation of the membership toward making their work easier and assuring that the final results may be available early in the evening session of the Annual Meeting.



JESSE B. MCFARLAND



LEO F. GURRY

FOR THE NEW YEAR

Public Works:
Edward J. Ramer*
Social Welfare:
Jesse B. McFarland*

State:
Isabelle M. O'Hagan*
Taxation and Finance:
John A. Cromie*

*Incumbent

RULES GOVERNING ELECTION

The following provisions of the Constitution of the Association govern as to the election of officers and the canvassing of the ballots:

Section 3. Officers and members of the Executive Committee shall be elected by ballot at the Annual Meeting which will be deemed to continue from nine o'clock A. M. to eight o'clock P. M., on the third Tuesday of each October. When the meeting is not actually convened, the headquarters of the Association shall be open to receive properly prepared ballots either by mail or in person from any eligible member of the Association. Ballots with the names of all duly nominated candidates printed thereon shall be distributed in the official magazine or otherwise made available to members at all offices or locations designated by the Executive Committee, at least ten days prior to the Annual Meeting date. The ballots or the envelopes in which ballots are enclosed by the member shall be marked "Ballot," and such envelope or ballots shall also bear the signature of the member and the name of the department in which he is employed.

Section 4. The Executive Committee shall appoint a Board of Canvassers of at least three members of the Association to determine the validity of nominating petitions and to count the ballots. The persons receiving the greatest number of votes for the respective offices or positions shall be duly elected for the ensuing year. Any person whose name is printed on the ballot may be present during the canvass of the ballots. In case of a tie vote, a new ballot shall be taken under rules established by the Executive Committee.

STATEMENT

By my request, my name is not on the list of candidates for election reported by the Nominating Committee of our Association.

My official duties as financial officer of the Department of Health preclude the possibility of my continuing as an officer.

CLIFFORD C. SHORO,
President.

(See Editorial, "A Personal Message")

BALLOT ON PAGE 32



JOHN F. POWERS



EARL P. PFANNEBECKER



JANET B. MACFARLANE

"ABSOLUTE PREFERENCE" DEATH TO MERIT SYSTEM

by H. ELIOT KAPLAN

NOT since the "Black Act" of 1887 when the despoilers of the civil service sought to wreck the merit system in New York have we been threatened with virtual abandonment of a career public service. The proposed constitutional amendment to be submitted to the voters this Fall granting to all veterans preferences in appointment, promotion and retention would, if adopted, prove a great stumbling block to any person including those already in the civil service who aspires to make civil service his career. It would practically nullify the many hard fought successes of the earlier advocates of the merit system, among whom can be counted Theodore Roosevelt, Carl Schurz, George William Curtis, Dorman B. Eaton, Grover Cleveland and Charles W. Eliot.

Are these exaggerated statements? Let's analyze briefly the growth of the merit system in New York, and the prospects if the proposed Downey-Sherman amendment (as it is called) should be approved by the voters.

New York State was the first in the Union to adopt a state merit system law in 1883, shortly after the adoption of the Federal Civil Service Act. It was sponsored by Theodore Roosevelt, who was then an Assemblyman from New York City, and signed by Governor Cleveland. It was bipartisan sponsorship. It was soon under attack by the patronage politicians who rammed through a fake civil service "reorganization" under the so-called "Black Act," named after its sponsor, Senator Black. This fake law lasted only two years, after which it was superseded by the "White Act," named after its proponent, Senator White. This is virtually the present civil service law. Because of the many abortive, but threatening, attempts at attrition of the law through the legislature making one exception from the law after another, the Constitutional Convention of 1894 under the leadership of Elihu Root and Joseph

H. Choate adopted a constitutional amendment, approved by the people, providing that all appointments and promotions in the civil service be made after competitive examinations wherever practicable. This has been the corner-stone of our present career system. Charles Evans Hughes once referred to this constitutional provision as the most important improvement in government since the Bill of Rights.

H. Eliot Kaplan, the author of this article, is Chairman of the Executive Committee on Veteran Preference, sponsored by civic, business and professional organizations. He is also an officer of the Civil Service Reform Association and has been for years an outstanding authority on Civil Service matters.

Since then the competitive system of selection on a basis solely of merit and fitness has been extended until it has embraced even the highest administrative, scientific and technical positions throughout the state and municipal services. While the system as administered has been far from perfection, and there has been occasional backsliding, progress has been made in many directions, so that we are far nearer a real career system than ever before.

We have long abandoned the notion that our civil service is a haven for mediocre political ne'er-do-wells. We have begun to view it as the "People's Service," entrance to which is restricted to those who have demonstrated their fitness and ability. We have been made to realize that the complexities of government require the best talent the people can attract to its service. It has taken us over sixty-five years of education and political cleansing to bring this partly to fruition. Are we now to throw all this to the winds through adopting a misguided means of showing our gratitude to those who deserve much from us?

No one would deny to those who

made sacrifices in the war special consideration toward their rehabilitation, no matter what the financial costs. There are, however, right ways of rewarding and recompensing veterans, and there are wrong ways. The proposed veteran preference amendment is not only a wrong way of repaying our debt of gratitude to our veterans, but the poorest means available to us in that it is not only unfair to civilians, but discriminatory among the veterans themselves.

Just what would it do? To every veteran it would grant (1) absolute preference in appointment; (2) absolute preference in promotion; (3) preference in retention regardless of seniority. The only limitation is that a disabled veteran would have preference in appointment and promotion over all other veterans; but under the poorly drafted proposal, non-disabled veterans, strangely enough, would have priority in retention over the disabled veteran.

Can any one honestly claim that his proposal is a well-thought out plan of aiding veterans to gain useful employment without impairing the public service beyond reason; or gives any fair apportionment of the privileges veterans ought to share among themselves; or gives any consideration to widows of veterans, or their children; or younger generation, which would be virtually shut out of competition for public positions? Was any serious thought given to any more reasonable proposal which would be fairer to all? The record speaks for itself. The Downey-Sherman proposal, now to be voted on, was rushed through the Legislature in 1944 on a "take it or leave it" basis. It was an election year and no politician could be ex-

The Downey-Sherman Amendment is Unfair to the Career System, the Youth of the State, the American Tradition of Fair-Play and, WORST OF ALL, TO THE VETERAN HIMSELF!

pected to do more than give it his blessing—especially as it still had to be approved by a succeeding legislature. The next year's argument of its sponsors was a cry not to change the proposal even by dotting an "i" or crossing a "t," since any amendment would defer its adoption until 1947. The fact that the proposal was poorly drafted and needed essential amendments appeared to the legislature of little importance in the light of pressure from those sponsoring the proposal. Actually no great harm would have resulted from any delay, except perhaps to those veterans already in the civil service to whom the amendment would give opportunities for promotion or priority in retention. The disabled veterans are already provided for adequately under existing law.

properly so. Most states and municipalities provide for a ten-point credit added to earned examination ratings in the case of disabled veterans, and five points in the case of non-disabled veterans. This credit is generally confined to original entrance examinations, on the theory that the veteran might need such advantage to enable him to get an opportunity for employment in the public service but that once he has been given that advantage his advancement in the service should rest on merit, in competition with all others. That is only common sense, and in our democratic tradition of fair play and no favor.

To go beyond such reasonable means of helping the veteran obtain employment in the public service will prove a disservice to the veterans themselves. The more indefensible

elective or appointive jobs to veterans, without regard to party affiliation? Fantastic to be sure; but is this any more so than their giving the privilege to veterans in appointments and promotions in the competitive class?

Has anybody ever thought of who "pays" for absolute veteran preference? Those of us who are not in the civil service or who never contemplate entering that service give up nothing ourselves to grant preference to veterans. We merely ask those seeking a career in the civil service, who would have to compete with the veteran, to make a sacrifice. Those are the real scapegoats of the politicians who themselves are required to make no similar sacrifice for the veteran. It's always easy to reward veterans at the expense of the other fellow. No one can complain if every citizen had to make an equal sacrifice for veterans, but absolute civil service preference does not do this. Can you imagine all our legislators unselfishly stepping out of their jobs and gracefully handing them over to veterans exclusively? Or turning over to veterans, regardless of their politics, all jobs exempt from the competitive service?

It has been disingenuously urged that the Downey-Sherman proposal goes no farther than the Federal civil service preference act, and that the voters of New York are asked to do no more than is done by the Federal government. The Federal act gives no absolute preference to non-disabled veterans. It gives them only a five-point credit added to their examination ratings. Non-disabled veterans do not go to the head of the eligible list regardless of their ratings, ahead of all civilians, as they would do under the Downey-Sherman proposal. Furthermore, the Federal act does not grant any preference of any kind in promotions. It confines whatever privilege is granted to veterans to original entrance examinations. The Federal act does not grant absolute preference even to disabled veterans in positions in the professional, scientific and technical services paying more than \$3,000. The Downey-Sherman proposal would give absolute preference to all veterans in these highly skilled places. The National American Legion and Veterans of Foreign Wars, as well as the Disabled Amer-

(Continued on page 24)

THE WICKS-MITCHELL Bill introduced in the 1945 Legislature provides:

1. A five-point preference credit to veterans and a ten-point credit to disabled veterans, to be granted only in examinations for original appointment and only after they obtain a passing mark. (This is the practice in most states which grant preference to veterans in civil service.)
2. A "disabled" veteran is defined as one who is entitled to compensation payments for war disability. (This definition is essential as a matter of protection to the public service and as a matter of fairness among veterans. One veteran should not be given a preference over another unless he has a disability at least substantial enough to be compensable.)
3. Preference in retention in case of abolition of positions solely to disabled veterans — this to be in effect only for five years after the end of the war.

AREN'T THESE PROPOSALS FAIRER THAN THE DOWNEY-SHERMAN AMENDMENT?

There is no need for breaking down the merit system in order to give veterans special privileges in the civil service. There is no need for providing a virtual monopoly of the public service for veterans, to the exclusion of civilians. There is no need for discriminating among veterans themselves. Nowhere in the nation is there such a sweeping preference as would be provided by the Downey-Sherman proposal. Generally the preferences accorded to veterans in the civil service consists of some plan which would place the veteran on a fair basis of competing with civilians; some plan which would make up for the loss of time and experience due to military service; some plan to give the returning veteran an edge on the civilian—and

the preferences granted, the more they monopolize the public service, and the unfairer the preferences prove to be among veterans themselves, the more resentment there will be after the flush of war excitement and war emotions subside. The politician, of course, is quick to seize on any scheme sponsored by any veteran bloc. He rarely gives much thought to its ultimate consequences; especially when the politician has to give up nothing himself. The same politician who votes for veteran preferences in competitive positions (over which he has no control anyway) never gives any preference to veterans in jobs which can be filled without examination. Did you ever know any politician who openly voted to grant absolute preference in

Merit System Loses Ardent Champion

Col. William Gorham Rice, former State Civil Service Commissioner and pioneer in the establishment of the merit system in public service, died September 10 at his home in Albany. He would have been 89 years old December 23.

His passing marked the end of a distinguished career in public life that started in 1875 when he was named assistant paymaster general on the staff of Governor Samuel J. Tilden. Later he served as secretary to Governor Grover Cleveland and when the latter was elected President of the United States he appointed Colonel Rice as United States Civil Service Commissioner to succeed Theodore Roosevelt.

When he became head of the new federal Civil Service Department, the merit system was in its infancy. The theory of "to the victor belongs the spoils" and the rich federal patronage handouts were still paramount in most politicians' minds. There were numerous attempts to sabotage the civil service plan and to make it unworkable.

But President Cleveland had made a wise choice in his Civil Service Commissioner. Colonel Rice was an entirely different breed of politician. A man of great erudition and foresight, he was above the pettiness of party politics—although the rough and ready politicians of that bygone day were to learn that he was an equal match for them.

Colonel Rice's primary aim in the conduct of civil service was that appointments should be made only as the result of competitive civil service examinations. The Federal Civil Service system today is a testimonial to the success of his early purposes.

Colonel Rice returned to State service in 1915 when he was appointed head of the Civil Service Commission by the late Governor Whitman. The calibre of his work in New York State was so high that he was reappointed in succession by the late Governor Alfred E. Smith in 1919 and 1925 and by the late President Franklin D. Roosevelt when he was governor in 1931. The State Legislature passed a special act to permit him to continue in service after he had passed the constitutional age limit of 70 years.

During his long public career he maintained an interest in culture and was a recognized authority on carillons. He was noted as an author of several books, notably, "Carillons of Belgium and Holland," "The Carillon in Literature" and "Carillon Music and Singing Towers of the Old World and the New." His interest in carillon music made him an intimate of European royalty and at one time entertained Queen Wilhelmina of Holland at his former Albany home, Washington Avenue and Dove Street. It was then known as the Rice Mansion and has since become the headquarters of the American Humane Association.

His influence and enthusiasm for the singing towers of Europe were largely responsible for the installation of present carillon in the Albany City Hall. The bells used frequently in the Capital City to celebrate special events tolled a program of hymns on September 13 as the funeral cortege left nearby St. Peter's Church. The solemn reverberations continued to follow the procession to the grave in Albany Rural Cemetery.

Portrait by Walter Voes. It hangs in the Albany Institute of History and Art, in which Colonel Rice was always keenly interested.



Harold J. Fisher Award Goes to Dr. F. L. Tolman

State employees throughout the State feel a distinct pleasure with the public recognition of the splendid talents and unselfish public labors of Dr. Frank L. Tolman. The formal recognition came in presentation to Dr. Tolman by Governor Thomas E. Dewey of the first Harold J. Fisher Memorial Award established by The Civil Service Leader. With President Clifford C. Shoro of the Association looking on in complete approval, Governor Dewey made the presentation in these words:

"As Governor of the State of New York, I am happy to present the first Harold J. Fisher Memorial Award, sponsored by the Civil Service Leader, to Doctor Frank L. Tolman, Di-

rector of Adult Education and Library Extension Division of the New York State Department of Education.

"It is eminently fitting that the award to be presented each year in the memory of Harold J. Fisher, former President of the Association of State Civil Service Employees, to a State employee whose work and contributions to the State are deemed most meritorious, has been given this year to Doctor Tolman.

"Doctor Tolman has been a loyal, conscientious and valuable member of the State Service for the past thirty-nine years. He first entered State service in 1906, as State Reference Librarian. For twenty years he serv-

ed in that position and was instrumental in building up the State Library into one of the great reference libraries of our country. Under his supervision the Library Extension Division of the Department of Education was made available to literally every person in every city, town and hamlet of our State.

"One of his outstanding contributions in the field of public personnel administration was the drafting of the schedules of the original Feld-Hamilton Law. As Secretary of the Temporary Salary Standardization Board, his broad knowledge of economics and State employment have been of tremendous benefit to the

(Continued on page 26)



Plans For Strengthening Retirement System

by CHARLES C. DUBUAR

The original report of our Pension Committee contained nine recommendations for liberalization of our Retirement System and was published in full in the November, 1944, and January, 1945, issues of *The State Employee*. While it may be disappointing to employees that the Legislature in 1945 acted on only two bills, one increasing the ordinary death benefit and the other reducing the interest rate on loans to borrowers from the Retirement System, it should be realized that the proposals represent our ultimate objectives which may involve a long range program. Both of the bills were vetoed. The task of the Association is to convince the Legislature and the state administration of the merits of the proposals.

During the early part of 1945 the committee, which included Mr. Shoro, Mr. McDonough and Mr. DeGraff of the Association and Mr. Hollenberg of the New York City office of the Insurance Department, met on two occasions with Mr. Kennigott and others of the Retirement System. Mr. Kennigott was most courteous and indicated that he was perfectly willing to listen to anything which we might have to offer. However, the meetings were not productive of any direct results. The general position of the Comptroller is that a cost is necessarily entailed in each proposal and that the Legislature must decide as to the merits in each case and make provision for the additional funds involved. This is understandable in view of the fact that the Comptroller acts in the capacity of a trustee of the retirement monies.

During 1944 the total contributions by the State and participating municipalities to the Retirement System amounted to approximately 12½ millions which represented approximately 6½ per cent of the total salaries of members. About one-half of this sum was on account of prior member service towards which the member had not been required to contribute. It happens that there are four other large state and municipal

ity pension systems in New York and it is of interest to note that the contributions by the employer in the same year varied from 7.3% to 13.3% of total salaries. Studies show that in the case of our own Retirement System, if the State and participating municipalities were willing to contribute a more reasonable percentage of salaries, certain liberalizations could be added with safety to the Retirement System.

Mr. Dubuar is Chief Actuary in the Insurance Department. He has been 22 years in State service, all of them in the same Department, which he entered as Assistant Actuary.

The comments which follow touch only briefly on the 9 recommendations since these were covered at considerable length in the original report.

Minimum Pensions

This proposal is of vital importance to the great majority of employees. Its purpose is to provide a certain minimum pension according to length of service, irrespective of final average salary. At the present time, a female employee with 30 or 35 years of service and with a final average salary of, say, \$2000 would receive a total retirement allowance between \$70 and \$80 monthly and such retirement allowance would be further reduced if Options 1, 2, 3 or 4 were elected. It is a real question whether it is not in the best interests of the State as an employer to provide somewhat more than a bare subsistence allowance. The Congress of the United States, in the Federal Civil Service Retirement Act, adopted the principle that lower paid employees are entitled to receive proportionately more than higher paid employees. The formula for the calculation of the minimum pension, as recommended for our Retirement System, is generally similar to that in use by the Federal System so that there is ample precedent for our proposal.

During the year 1944 there were 570 retirements from the System on

account of service. It may be of interest to members of the Association to know how the 570 retirements were distributed according to final average salary, years of service, and retirement age.

This experience covered only one year, which was a war year. However, it showed that:

(1) Nearly one-half of the members retiring on account of service had a final salary of \$2,000 or less. Almost 60% had a final average salary of \$2,200 or less.

(2) Approximately 43% of the members retiring on account of service had served for 26 years or more. Almost 60% had served for 21 years or more.

(3) 43% of the retirements on account of service occurred at age 70 or above. Almost two-thirds of the 570 retirements occurred at age 66 or above.

Even though the 1944 experience may not be truly representative of normal years, it is quite evident that employees tend to postpone retiring even though they are eligible to retire. The adoption of a program for minimum pensions would permit lower paid employees to retire earlier than at present, because of the larger grants allowed, and this would open up opportunity for the promotion of younger employees.

Increase in Ordinary Death Benefit

At the present time, the Retirement System provides for an ordinary death benefit in the event of death while in active service equal to one month's final average salary for each year of service not exceeding six years. The Committee had suggested two possible scales of death benefits increasing according to length of service. However, a bill was introduced at the 1945 session of the Legislature to provide substantially the same maximum benefits as under the New York City Employees' Retirement System, namely, an ordinary death benefit equal to twelve months salary for service exceeding ten years. Our Association supported the bill and, while it was

passed by the Legislature, it was disapproved by the Governor.

During 1944 there were 525 employees who died in active service and whose beneficiaries became entitled to the ordinary death benefit. Over 70% of such deaths occurred at age of 50 or above, and over 60% of the members at the time of death had service of ten years or more. It is quite clear that the proposed liberalization in the ordinary death benefit would apply to the great majority of deceased members. As the situation now stands, our Retirement System is deficient on this point as compared to the New York City Employees' Retirement System or to the scale of life insurance benefits generally provided under group life policies issued to employers by insurance companies.

Optional Retirement at Age 55

At the present time, members desiring to retire at age 55 on the basis of 1/60 of final average salary must pay the entire additional cost over and above the normal pension provided by the State. The recommendation of the Committee was that the extra cost be shared approximately equally between the member and the State as in the case of the New York City Employees' Retirement System. The constant trend in industry is to shorten the span of productive employment, which raises the question as to the adequacy of the retirement allowance available to the member in the event he seeks earlier retirement. However, this question can be answered by requiring the member and the State to contribute on a higher basis.

Separation Benefits

There has been some misunderstanding by members of the Retirement System as to the volume of actual voluntary terminations from service. The withdrawal rate is quite low for employees once they have served some minimum period of years such as five years and where they have reached an age of 40 years or more. However, while the experience tends to show that there is a good continuity of service in such cases, it is true that our Retirement System is deficient in failing to protect withdrawing employees, having in mind that the Retirement System for Federal Employees provides a separation benefit and that all per-

sons coming under the Social Security Act take with them their pension credit on transfer to another employer.

Reduction in the Interest Rate on Loans from the Retirement System

The original recommendation of the committee was that the maximum loan interest rate, as provided by law, be reduced from 6% to 5%. It was very gratifying, therefore, to find the Comptroller being equally interested in affording relief to borrowers and to learn of his decision to recommend a loan rate of 4% to members entering prior to July 1, 1943, and 3% to members entering thereafter. The distinction between the two classes of members arises from the higher contributions paid by the latter class. A bill to effect a change in the loan interest rate to 4% was therefore introduced and passed at the 1945 session of the Legislature but was disapproved by the Governor with the statement, however, that he would not object to a bill which left the decision as to the loan interest rate with the Comptroller. Accordingly, there seems every reason to believe that a bill along such lines will be enacted next year, in which the loan interest rate could be reduced to 4%. It is expected that any such reduction will apply not only to new loans but also to the remaining payments under existing loans. This would mean that some interest adjustment would be in order as regards the remaining payments under old loans, probably by shortening the period of loan repayments rather than by changing the amount of each loan repayment.

Privilege of Employees to Make Additional Contributions Insurance of Loans of Borrowers from the Retirement System

These proposals are supplemental privileges which have been urged for our Retirement System. However, as noted from the report of the Pension Committee, certain limitations and restrictions appear advisable.

Retirement After 25 Years

The principle has long been established in various police and firemen pension systems that, due to the risk and hazard of the occupation and the fact that the employees are subject to constant severe physical strain, retirement benefits should be made

available after 25 years of service. Since 1939 our own Retirement System provided that members of the State Police may retire after 25 years at approximately one-half of final average salary, and such members have been required to make higher contributions since that time. It has been urged by certain classes of employees (institutional employees, prison guards, game protectors, etc.) that their occupation is equally hazardous so that they should be entitled to the same privilege of retiring after 25 years of service. Naturally this would entail additional contributions on their part. It is not possible at this time to indicate or approximate what such additional contributions might be.

Optional Retirement After 35 Years

The normal retirement age under our Retirement System is 60. However, in three other large state or municipal pension systems in New York, a privilege exists of retirement after 35 years of service. This gives recognition to the fact that employees after such a long period, particularly female employees, may find it necessary or desirable to retire. It is conservatively estimated that the increased cost to the State would be proportionately small as compared to the other proposals.

HOW VETERANS SHOULD PROTECT THEIR INSURANCE

State employees returning from military duty to active State service can have their Group Life Insurance Policy, obtained through the Association of State Civil Service Employees, which was in force when they entered military service, reinstated without medical examination.

All that it is necessary to do is to make application to the Association within 90 days of return to State service.

Any New York State employee whose accident and sickness policy in the Group Plan of the Association was in force when he entered military service may have his policy reinstated by applying, in writing, within thirty days of release from military service. Address the Association of State Civil Service Employees, Room 156, State Capitol, Albany 1, N. Y.

Annual Meeting Vital to Civil Service Employees

Delegates to Meet In Albany Oct. 16

TUESDAY, October 16, 1945—the date of the Annual Meeting of the Association—is of outstanding interest to every employee of the State of New York. The history of State employment policies and practices has been written very largely in the resolutions adopted at meetings of Association delegates throughout the years.

It is at the Annual Meeting of the Association that the needs of State service in the field of personnel administration are evaluated and assessed in the light of the experiences of thousands of employees. To the solution of current and future needs, the meeting brings expert analysis and thought. The aim of the Association—to bring the highest type of service to the people of the State—dominates all deliberations.

It has long since become obvious to the great majority of State employees that they need well coordinated machinery to bring their problems to the attention of citizens, and of executive, legislative and administrative authorities. The Association through its officers, committees, headquarters staff, counsel, and publications, supplies the means to accomplish this purpose.

At the Annual Meeting, all Association facilities are focused upon complete discussion, careful diagnosis, and definite decision as to a course of action to be followed with reference to every condition or problem of State employment.

The Annual Meeting will be held at the De Witt Clinton Hotel, with morning, afternoon and evening sessions devoted to reports of officers and committees, election of officers, and delegate action on the program for the new Association year.

OUR FUTURE PROGRAM

SOME OF THE OUTSTANDING MATTERS WHICH WILL BE ACTED UPON AT THE ANNUAL MEETING INCLUDE:

- Basic and emergency salary adjustments to assure an adequate wage.
- Extension of competitive classification.
- Point credit for veterans and assurance of extension of all Civil Service rights to State Employees returning from armed services.
- Liberalization of Retirement System.
- Equal pay for women in public service.
- Prison guard classification and salary allocation for employees of Dannemora and Matteawan.
- Protection of State Employees in cases of unjust dismissal.
- Mandatory legislation requiring Civil Service Commission to fix hours and leaves.
- Unemployment insurance for State workers.
- Extension of Feld-Hamilton coverage.
- Clarification of the scope of the newly created Personnel Council.
- Prompt hearings and decisions by Classification and Salary Boards.
- Publication and distribution among officers and employees promptly of Civil Service laws, rules and job specifications with lines of promotion affecting all of State service.
- Time and one-half for overtime.
- A provision that all employees of institutions may take meals and reside where they wish.
- Adjustment of hours for State Police permitting greater enjoyment of home life.
- Professional status for nurses and others through amendment to Career Law.
- Constant attention to safeguarding Merit System and proper representation of employees before Executive, Legislative and Administrative branches.

FRANKLIN ROOSEVELT AND THE PUBLIC SERVICE

by LEONARD D. WHITE

A Frank Appraisal of the Contributions of the Late President to the Promotion of the Merit System.

Eleven Presidents have come and gone from the White House since Congress enacted the Civil Service Law of 1883. All of them extended the coverage of the merit system and most of them strengthened its provisions. The complex and varied form of the public service of 1945 is the composite product of Democratic and Republican Presidents alike, all of whom realized the disastrous consequences of its domination by patronage and partisanship.

No President made greater contributions to the public service than Franklin D. Roosevelt. To him the country owes the greatest extension of the merit system ever made by any President, and even more to him is due the realization—only partial as yet—of the true functions and full purpose of personnel management in a vast public service irrevocably vested with substantial power.

I

Franklin Roosevelt became a member of the New York Civil Service Reform Association in 1907 at the age of twenty-five, and remained a member until his inauguration as President. From 1913 to 1920 he was assistant secretary of the navy, where he acquired the remarkable familiarity with federal agencies and administrative methods which was to astonish so many after 1933. In 1920 he campaigned for the Vice Presidency; in 1929 he was elected Governor of New York, where he served until he went to Washington. His interest in a better public service, sometimes apparently submerged under the pressure of events, was constant, and flowered in four

extraordinary years of constructive effort from 1937 to 1940.

In 1922 he wrote Harry Marsh, then secretary of the National Civil Service Reform League, "It is time to do more than stand by; it is time for constructive action to secure improved conditions." This call for action prefaced an ingenious proposal to put the merit system on a politically accepted foundation. He continued:¹

Leonard D. White is Professor of Public Administration, University of Chicago. During the period 1934 to 1937 he was a member of the United States Civil Service Commission, and later served as a member of the President's Committee on Civil Service Improvement.

"I should like to see one of the great parties come forward with a challenge to the other party offering to enter into a compact to uphold and maintain the civil service; to recognize that while a few positions at the top—policy making positions—must, of necessity, be filled by party men, the overwhelming majority of government employees should be something more than party workers; that they would consistently strive so to conduct the national Civil Service Commission that party politics would in no way enter into either the original appointments or into promotions or demotions of those in the service. As a matter of practical fact, a very few years of agreement of this sort would find the civil service employees of the United States representative of all parties in an entirely fair manner; it would relieve them of the necessity which unfortunately so many of them now labor under, of having to be political sycophants with every change of administration; and it would raise the whole efficiency level of the government service.

Where laws have failed, unofficial agreements are often successful."

In 1934 the President still had this program in his mind, but the problem of timing such a self-denying ordinance baffled even this master of timing:

The civil service record of Governor Roosevelt (1929-1933) was not impressive. His declarations of faith were clear and unswerving, but in the process of engineering the compromises by which politics and administration are geared together into effective policy he sometimes disappointed the advocates of the merit system. Thus he approved a bill giving the municipal court judges of New York City additional patronage positions, although he recognized the proposal as a "patronage grab." He vetoed a bill providing for a division of classification in the Civil Service Commission, but at the same time reaffirmed his belief in the principle of job classification. Some thought the veto was in response to pressure from political organizations that preferred not to have professional control of salary schedules. He himself, however, called attention to the "extraordinary autocratic powers" vested in an individual "to be appointed in a most extraordinary manner." In his veto message he also struck a prophetic note which, although discordant with the temper of the decade 1920-30 (dominated by the technicians), is widely accepted today when he added, "If we are to have a civil service czar, it is my belief that I would rather have a man trained in the efficiency of large affairs, than a professional 'efficiency expert'."

The civil service record of Roosevelt as governor is certainly not one of retrogression, rather one that displayed less energy and creativeness than might have been expected. In a state which has had governors with such admirable civil service

¹ Roosevelt to Marsh, June 19, 1932; letter in files of the National Civil Service League.

achievements as Cleveland and Hughes, Smith and Lehman, even a good over-all performance shines somewhat dimly by comparison.

II

It was as President of the United States that Franklin Roosevelt made his great contribution to the public service. Here, too, there were early disappointments. It is not difficult to identify three broad periods of civil service evolution from 1933 to 1945. The first of these, from 1933 to 1937, was on the whole a period of civil service doldrums; the high winds blew strongly in the direction of economic and social reform, and administrative improvement was neglected. The second period, from 1937 to 1940, was one of magnificent achievement. The third period, from 1940 to 1945, was one of readjustment to the conditions of crisis and war, forced into being while the promise of the second was still in large measure to be fulfilled.

The momentous years of the first term were unsuited to civil service advance, but it is questionable whether they were necessarily years of civil service neglect. They were years of new programs, emergency action, new and strange official agencies, new national contacts with citizens and local governments; they were also years of unemployment, privation, and misery; and, even more, they were the first years of Democratic control of the federal government since 1920. The pressure for jobs from partisans and jobless was tremendous.

It is, therefore, not remarkable that Congress exempted most of the New Deal agencies from the requirements of the Civil Service Act. The justification is political, not administrative. The United States Civil Service Commission was in truth a Cinderella; deprived of adequate appropriations, it was swamped with hundreds of thousands of applicants for examinations for whom few jobs were available, while Mr. Emil Hurja developed an efficient employment agency under the auspices of the Democratic National Committee. Some 300,000 politically sponsored workers thus made their

way into the federal agencies concerned with the new programs. Furthermore, Congress required senatorial confirmation of all W. P. A. appointees to positions paying \$5,000 or more, and exerted much pressure to extend this rule elsewhere.

In 1935 the situation had become so disturbing that the Civil Service Assembly of the United States and Canada addressed the President in a resolution declaring:²

"It is a matter of serious regret on the part of all those people who hope for continued improvement in public personnel administration that so many positions have been exempted from provisions of the Civil Service Laws either by legislative enactment or by executive order . . . the explanation that an emergency exists is no longer a valid reason for excepting these positions from the classified service; and . . . the continued exclusion of such positions is a concession to the exponents of the spoils system and a neglect of governmental efficiency."

The President replied at once, pointing to a number of extensions of the merit system and renewing his assurance that the merit system would be further extended.

* * *

The turn of the civil service tide was clearly foreshadowed by the civil service provisions of the Social Security Act in 1935, but the undercurrent of presidential interest in the improvement of the federal service was evident from the beginning of his administration. In 1933, as an outgrowth of President Hoover's Research Committee on Social Trends, there was established the Commission of Inquiry on Public Service Personnel. Franklin Roosevelt endorsed the inquiry as a subject of "major significance in the life and welfare of the American people."³ In 1934 the President invited me to become a member of the United States Civil Service Commission. In a memorable half-hour conversation he dwelt upon the integrity of the British civil service, but also upon its class structure and its relative rigidity. He wanted, he said, an American civil service as competent and as trustworthy as the British, but one with more imagination, more flexibility, and more responsiveness to public opinion. Probably no American President has ever been as familiar with the virtues

and vices of other great public services by reason of personal contact and experience as Roosevelt.

The turn of the tide could also be seen in an unexpected quarter. The New Deal agencies, largely staffed through the agency of Mr. Hurja, began to give evidence of an awareness of the fundamental tasks of personnel management which was often conspicuously absent from the old-line agencies. It is significant that at a time when the U. S. Civil Service Commission had never held an examination for personnel officer, and when the Commission, like most other agencies had no personnel office other than that of chief clerk (Dr. W. W. Stockberger in the Department of Agriculture excepted), the Farm Credit Administration, the Home Owners Loan Corporation, the Agricultural Adjustment Administration, and other New Deal agencies were setting up personnel offices staffed with an alert group of industrial personnel men who saw much more in their task than merely keeping employment records. These men brought a fresh and invaluable contribution to the federal service; their concept of personnel work has become standard in the federal service, although not always fully realized in practice.

* * *

In these same years of merit system relapse there was also another sign of a new era ahead, the organization of the Tennessee Valley Authority and the invention of new patterns of personnel work therein. The organic T. V. A. act excluded the Authority from the jurisdiction of the U. S. Civil Service Commission but directed that in making appointments and promotions "no political test or qualification shall be permitted or given consideration, but all such appointments and promotions shall be given and made on the basis of merit and efficiency." Public skepticism of the value of this declaration was shared by at least one important member of the Senate. A powerful attempt was made without delay to assimilate the T. V. A. patronage to that belonging by political custom to the senators of the states touched by the T. V. A., notably Tennessee. The courage and determination of the personnel director of T. V. A. and

(Continued on page 25)

² Civil Service Assembly, "News Letter," I, No. 7 (December, 1935), p. 2.

³ "Better Government Personnel" (1935), p. vi.

Editorials

TO OUR READERS

We hope you like the changes that have been made in this issue of "The State Employee." For some time this magazine has had an Editorial Board, which, except for infrequent occasions, has been at least semi-moribund. Your Editorial Board feels it has an opportunity and a real responsibility, and has been studying the magazine, its purposes, aims and ideals, and has found many indications that the magazine needs many things—including a **functioning** Editorial Board! So we're beginning to function in earnest with this issue.

This is not intended to be an indication of a "clean sweep," a "new deal." Such an attitude would indicate that existing conditions were bad and needed a vigorously wielded new broom. On the contrary, your Editorial Board believes that "The State Employee" already is one of the best magazines of its kind. Its editors, its Joe Lochners and its Bill McDonoughs, have done splendid work under trying circumstances. But we want to make "The State Employee" a magazine that will be absolutely "tops" in its specialized field and also a publication that will be an example of outstanding general magazine technique.

So with this issue we're inaugurating a few changes, and we intend to keep on until we have a magazine which we feel will represent adequately an organization of the size, scope, influence and potentialities of The State Association of Civil Service Employees.

First, by vote of the Executive Committee in meeting September 5, "The State Employee" will hereafter, or as soon as technical arrangements can be completed, be a monthly magazine, coming to you regularly on a certain date twelve times a year. Here are some of the other changes inaugurated with this issue and planned for the future:

1. We propose to have a distinctive cover title, a "trademark" which will, at first glance, identify this magazine among your other magazines—and we hope to make you want to look for that identifying title and choose this magazine to read at once when the postman delivers it to you.

2. We are establishing an index with this issue.

3. With this issue we are also inaugurating an attempt to organize the contents of our magazine so that you may find quickly for first reading anything in which you may be especially interested. Here are the general divisions into which the contents will be separated—for the present:

- (a) Feature Articles.
- (b) Editorials.
- (c) What's Doing in the Departments.
- (d) What's Doing in the Institutions.
- (e) Association Affairs.
- (f) Civil Service Notes.
- (g) The Letter Box.
- (h) New State Publications.

Other "departments" will be added as desirable. In the meantime, just a word on those we have already set up:

(Continued on page 23)

A Personal Message

Editorials, per se, are accepted by readers as to the expression of policy of the publisher of the publication in which they appear on a subject of special concern.

I am taking the liberty of transmitting to you state employee readers of this publication a personal message.

On May 10, 1944, I was chosen by the Executive Committee to complete the term of our late President Harold J. Fisher. On October 17, 1944, you elected me to serve as your President for another year.

During this period of a year and four months, I have tried to carry out, with the assistance and encouragement of our officers and our office staff, the program as formed by you in the resolutions adopted at our annual meetings.

A very large measure of success has been attained, especially during the legislative session of 1945, the groundwork for which was laid in conferences and discussions during the months preceding that session. Cooperation with the Executive, Administrative and Legislative branches of State Government was brought to a very high level of accomplishment. Without that close cooperation much would not have been done that was done.

Many objectives remain unattained. Some are in the process of satisfactory completion and some have met with failure. We cannot expect to be completely successful in everything we attempt. That is not humanly possible, neither is it expected.

Elsewhere in this issue the report of the Nominating Committee is printed. By my request, my name is not on that list. My official duties as financial officer of the Department of Health preclude the possibility of my continuing as an officer of our Association.

And so I extend my sincere thanks to you who elected me as your president and gave me your full support in my efforts to discharge the duties of this high office.

CLIFFORD C. SHORO.

What's Doing in the Departments

Psychology Will Help Reduce Delinquency

There would be little juvenile delinquency with its aftermath of adult anti-social manifestations, if all the children were given a fair chance to develop naturally in surroundings of normal wholesomeness, and if the known means to health were available to youth in all its stages.

Some of the more prevalent mental and emotional factors in juvenile delinquency were described at an Albany institute recently by Dr. Donald W. Cohen, chief child guidance psychiatrist, State Department of Mental Hygiene. He emphasized the importance in dealing with the delinquent of determining, and of overcoming or modifying, the psychological influences which motivate his behavior. Among the causes which may contribute to delinquency, he mentioned overprotection and pampering in the home, physical and mental inferiority, broken homes, low economic status, delinquent parents, and lack of community facilities for wholesome recreation. In meeting the responsibility of creating a society in

which such forces are absent or reduced to a minimum, education is of primary importance, according to Doctor Cohen. He said in part:

"Education of parents and teachers in the basic principles of mental hygiene in proper child care and training is necessary if parents and teachers are to create in the child's home and school, havens of security where the child may gradually develop his own inherent potentialities to their fullest degree and learn to face life and its difficult, complex realities. Our economic structure must be such that every child will have his physical needs met on a decent level, and where physical defects which can be corrected or modified will receive the proper attention and care. Suitable

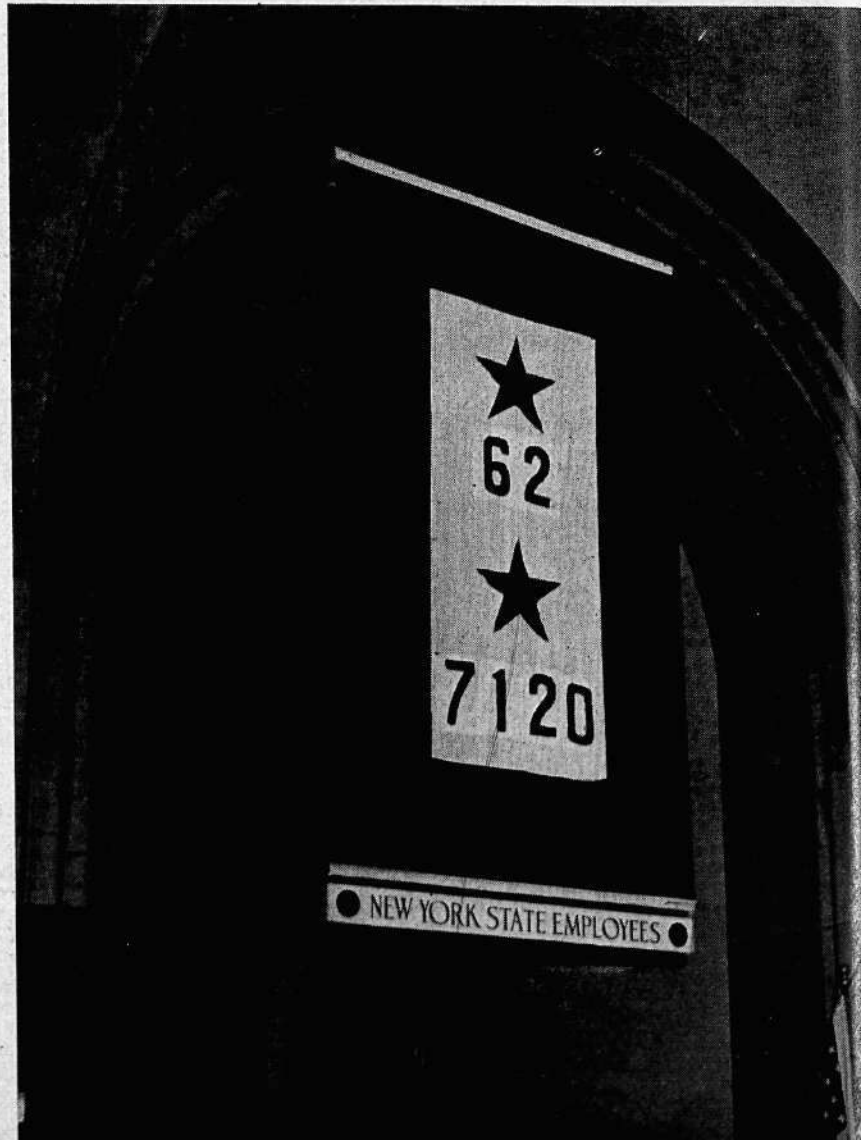
(Continued on page 25)

IT HANGS IN
THE CAPITOL



SHE TOPS THEM ALL

Miss Muriel A. Dudley, State Department of Agriculture and Markets, topped all salesmen and saleswomen in the Albany County Seventh War Loan Campaign. Miss Dudley obtained over 369 pledges. She was designated County General, a position she also earned during the Sixth War Loan.



First Allocations of New Salary Board

Dr. Newton J. T. Bigelow, chairman, has announced the following allocations of new titles and reallocations of existing titles since the new Salary Standardization Board was appointed by Governor Thomas E. Dewey on May 28, last:

Title	Service & Grade	Salary Range	Increment
Administrative Supervisor of title			
Abstracts	3-6	\$4,000 plus	—
Assistant Architectural Specifications			
Writer	7-3	3120-3870	\$150
Assistant Director of Correction			
Reception Center	11-5	5200-6450	250
Assistant Director of Tuberculosis			
Hospital	7-5b	6200-7700	300
Assistant Interviewer from 5-1a	5-1b	1500-2000	100
Assistant Soils Engineer	7-3	3120-3870	150
Assistant to the Blind	5-1a	1200-1700	100
Associate Business Consultant	2-7	5100 plus	—
Associate Claims Engineer	7-5	5200-6450	250
Associate Soils Engineer	7-5	5200-6450	250
Business Consultant	2-5	3000-3750	150
Director of Personnel and Office			
Administration	11-5	5200-6450	250
Director of Reconstruction Home	7-6c	8000-10,000	400
Director of Salary Standardization	7-6	6700-8200	300
Director of Tuberculosis Hospital	7-6c	8000-10,000	400
Director of Unemployment Insurance			
Accounts	10b-6	6250-7750	300
Industrial Research Consultant	7-5a	5500-6750	250
News Photographer	8b-3	2600-3225	125
Principal Thoracic Surgeon from 7-6	7-6a	7000-8500	300
Salary Standardization Board Assistant	7-2a	2760-3360	120
Senior Engineering Geologist	7-4	4000-5000	200
Senior Foreign Trade Consultant	2-6	3900-4900	200
Senior Soils Engineer	7-4	4000-5000	200
Senior State Publicity Agent	8b-4	3225-3975	150
Senior Supervisor of Welfare Institutions	5-4	3120-3870	150
Senior Tuberculosis Physician	7-4	4000-5000	200
Supervising Physical Therapy Technician	2-4	2400-3000	120
Supervising Tuberculosis Physician	7-4b	5000-6000	200
Supervising Tuberculosis Roentgenologist	7-4b	5000-6000	200
Tuberculosis Physician	7-2a	2760-3360	120
Welfare Training Consultant	5-6	4000-5000	200

STATE SALARY

STANDARDIZATION BOARD

Seated, left to right, Arthur Sullivan, M.D., Harlem Valley State Hospital; Newton J. Bigelow, M.D., Deputy Commissioner Mental Hygiene Dept., chairman; T. Harlow Andrews, D.P.U.I.

Standing: Louis A. Liuzzi, Jr., Secretary to Board; Milton Musicuss, Civil Service Dept.; Everett N. Mulvey, State Division of Budget.



What's Doing in the Institutions

Governor Dewey Visits Napanoch

Governor Thomas E. Dewey paid an official visit to the Napanoch Institution for Mental Defectives recently, accompanied by Senator Arthur H. Wicks and County Judge John M. Cashin. He inspected the buildings of the institution and the grounds and complimented Superintendent Thomas J. Hanlon and the personnel for the fine work being done and the creditable condition in which he had found things on his inspection trip.

The Governor and his party then enjoyed a clambake which was served on the institution grounds, along the banks of the Rondout Creek. Among those present from Kingston who joined the Governor for the occasion were Supreme Court Justice Roscoe V. Elsworth, Surrogate John B. Sterley, County Clerk Robert A. Snyder, County Attorney Frederick Stang, Samuel Stern, Herbert E. Thomas, Charles R. O'Connor, Attorney Frank Cempochiaro and Ed Vanderlyn of the Ulster County Ration Board staff. Other notables visiting the institution and attending the clambake included Colonel Bernard Lentz, Commandant of the Second Service Command, Rehabilitation Center at Fort Slocum, Major William H. Burke, Assistant Commandant, Training Officer Captain Johnson; Edward J. Donovan and Thomas B. Bergan, Deputy Commissioners of Correction.

The Governor spoke briefly of the unusual type of institution at Napanoch, the work of rehabilitation that was being done there and the way activities were carried on in the institution shops and on the institution farm.

WESTFIELD EMPLOYEES GREET MADAM CHIANG

Employees working in the Administration Building and elsewhere on the grounds of the Reformatory and prison were thrilled at the sight of Madam Chiang Kai-Shek who came to visit Miss Henrietta Addition, the Superintendent of Westfield, on Wednesday, June 13th, and later saw her make a tour of the grounds.

Madam Chiang Kai-Shek wore a sleek, black and gold brocaded gown, made in Chinese fashion—long, with the sides slit up to a little below the knee. All agreed that she was as lovely and charming, if not more so, than her pictures or news-reels show, and those who were fortunate enough to meet or be near her, felt it was a memorable occasion.

Visits were made to the school where the three R's are brushed up, as well as Regents obtained, and where music appreciation and Social studies are part of the curriculum, and to the hospital and nursery, with the babies the featured attraction. There was a brief look into one of the cottages where the girls were catching up on their personal ironing and beauty culture after their community chores. On the prison grounds one of the newer wards was visited, and Madam Chiang Kai-Shek expressed appreciation of the individuality with which each room was decorated.



Bottom Row: Captain Johnson, Major William H. Burke, Governor Thomas E. Dewey, Thomas J. Hanlon, Superintendent; Colonel Bernard Lentz.

Second Row: Ben Slutsky, Senator Arthur H. Wicks, Edward J. Donovan, Deputy Commissioner of Correction; Ross Tappan.

Third Row: Thomas B. Bergan, Deputy Commissioner of Correction; Judge John M. Cashin, Louis P. Brown.

Fourth Row: Governor's Aides: Sergeant Cappbasar, Lieutenant Steeley and Trooper Appleton.

Fifth Row: Guards Erhardt Rosenberger, Alden Van Vliet and Louis Shore; Ralph Lynam, Robert Wager, Assistant Superintendent.

Rehabilitation at Woodbourne

By Fred Peterson

In the heart of the Catskill Mountains, nestled among foliage covered hills, close by the Neversink River, a tributary of the Delaware, is located one of the newer State Institutions, the Woodbourne Institution for Defective Delinquents. Under the jurisdiction of the Department of Correction, it was opened officially in November, 1935. As the name indicates, it houses prisoners of sub-normal intelligence, partly due to inherent tendencies or acquired characteristics, such as organic nervous diseases, etc. It is operated similar to a State Prison with additional facilities for treatment of mental defectives. Although security is of primary importance, the program for rehabilitation of inmates has proven itself of greatest value.

All the buildings are modern and attractive in appearance. The Administration Courtyard is designed along the lines of Spanish Architecture. There are 268 individual cells in the cell blocks surrounding this yard; each cell has its own water closet and wash stand.

The Dormitory Buildings, with facilities for 475 inmates, surround the Recreation Yard. Walls connect the dormitories with the Shop buildings. From both the cell and dormitory windows a sweeping view can be had of pine covered hills and green valleys. This gives the pris-

oner a mental stimulus and removes some of the depression common to a prison.

Under the guidance of Dr. V. C. Branham, Superintendent, and an eminent Psychiatrist, emphasis is put on rehabilitation rather than punishment. A well rounded program of occupational therapy and vocational training complements an academic schedule to bring out the best in the men. Many of them left school before the third grade. Although mentally defective, many are able to make definite progress in elementary subjects. That great patience is required can easily be understood when it is considered that the average intelligence quotient is well below 65. In the school building is also located the Arts and Crafts Department. The results here are encouraging. The lowest intelligence grade, some with a mental age of only 6, are taught handiwork of many different types. Here will be found one or two of them weaving floor mats of a rather intricate design, making corn brooms which are used in maintenance work, repairing mattresses, and making brushes. A substantial number of prayer beads were made up here for distribution to soldiers and sailors all over the Globe.

In one corner of this Department is located the Print Shop where most

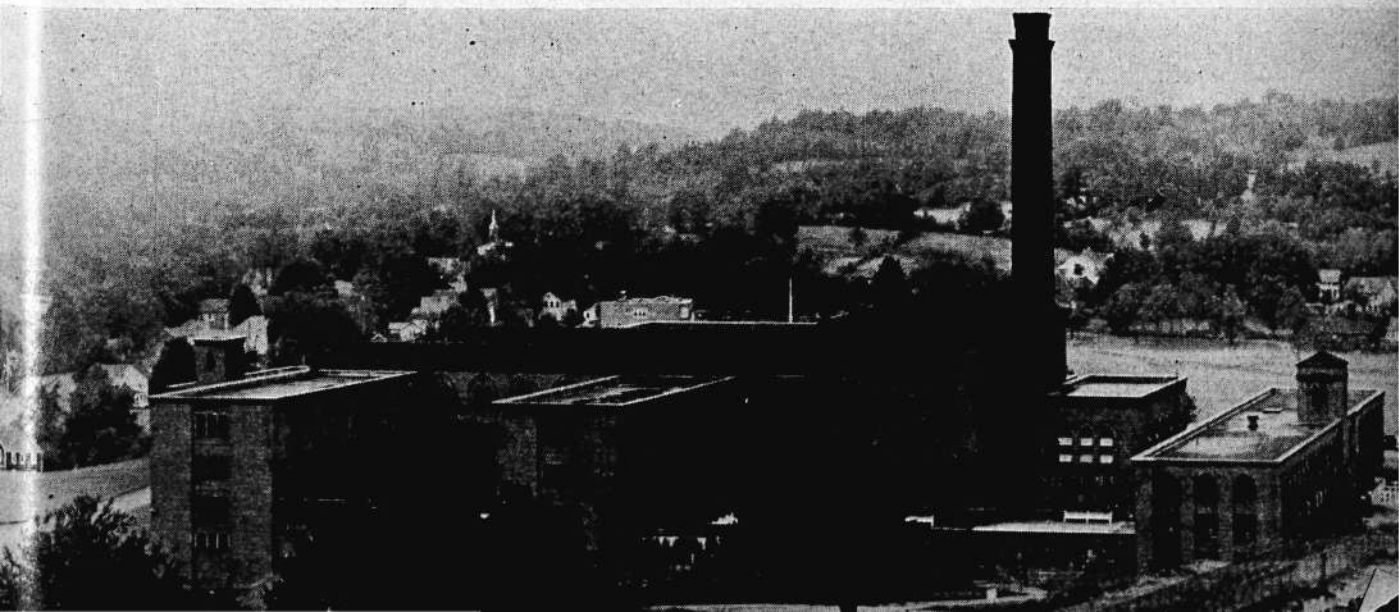
of the printed forms in use at the Institution are made up.

Sports activities are encouraged and the inmates go in for these activities with much vim and vigor. Our boxing bouts have been attended by such celebrities as Joe Louis, Jim Braddock, Barney Ross, Billy Conn, and others. On one occasion, Jack Dempsey, the Manassa Mauler, himself refereed a bout between two colored boys. The basketball teams are of good quality and they have met and beaten many outside high school teams. Baseball is played with visiting teams on the outside recreation field.

Fred Peterson has been in State service since 1935, when he became Clerk at Woodbourne. He was subsequently promoted to Storekeeper, Senior Stores Clerk, and later to Institution Steward, the position he now occupies.

Under these activities should also be mentioned that during the Winter months movies are shown. This particular diversion is one of the most gratifying to the prisoners. A movie will be discussed days before it is to be shown and laughed over for days afterwards. They look forward to movie night with anticipation.

It may appear that prison life is easy to take, but, let it not be forgotten that, through it all, iron-clad discipline rules at all times. No talking during meals or when lined up; the iron bars are still there as a reminder. The gas towers in the mess hall and auditorium are always ready, and isolation cells often house offenders who may have attempted attack or



actually attacked some employee, or tried escape.

The Prison Guard is a most important individual in modern penology. He must be firm, but understanding. He must be a good listener, willing to give advice when sought. He must know that more important than to punish is the idea of preparing his charges to again become respected members of their communities.

Woodbourne Institution is a transfer prison, that is, no direct commitments are made by courts. In brief, it works this way. The court sentences a prisoner to serve a term in State Prison. If, on arrival in such prison the convict is found to be a mental defective by the Prison Psychiatrist, or Psychologist, he may then be transferred to Woodbourne for treatment and specialized education. In certain cases, the Court itself may appoint a Psychiatrist to examine a prisoner. If he is found to be a defective delinquent, he will be committed to the Napanoch Institution, a receiving prison for mental defectives, on a so-called indefinite sentence. No term is fixed. He remains in prison until he is considered fit to return to Society. From Napanoch a prisoner may be transferred to Woodbourne by direction of the Commissioner of Correction.

After a prisoner has served his minimum sentence, or, if on indefinite sentence, at the discretion of the Superintendent, he will appear before the Institution Parole Board for consideration of release on parole. His case is studied most carefully by this Board, consisting of several Institution officials. They forward their recommendations to the Commissioner of Correction, who then may order his release on parole. Once on parole he is under supervision of the State Parole Board and subject to regular surveillance. If he violates his parole he is brought back to Woodbourne for further treatment.

On his release, the prisoner is granted the privilege of selecting a suit of clothes. These suits are all made in the Institution Tailor Shop, known as the State Shop. He is fitted out from hat to shoes. The purpose of this is, of course, in line with the whole policy of the Department of Correction, to give him a lift — to give him a new start in life, in the

hope that he will tread the straight and narrow path.

In the Institution great stress is put on personal appearance and cleanliness. Baths, three times a week, are compulsory. Shoes that shine like mirrors are common. It all helps to gain self-confidence to re-establish himself on discharge from the Institution.

The prison hospital is one of the most important functions in an Institution of this type. It is a known fact that mental defectives are generally also handicapped physically. A great number of epileptics are among the population. They naturally require more medical attention. Social diseases are also common. Immediately upon arrival at the Institution the inmate is given a complete physical examination. In case of social and other contagious diseases, he is detained in the hospital for treatment. Recently an inmate arrived ravaged by serious social disease. He did not respond to Sulfadiazine, but an injection of 100,000 units of Penicillin cured him within twenty-four hours. The total cost was one dollar. In mentioning this latter case, it should be understood that this particular inmate was not a transfer case from another State Prison, but a prisoner returned for violation of parole. The hospital is completely equipped with operating room, X-Ray equipment, and a special ward for contagious diseases.

The Psychologist maintains an office in the hospital to be in close touch with the Head Physician and the inmate is given a mental examination by that official shortly after having completed his physical examination.

The kitchen should be considered one of the most important activities in any prison. It can at least be said truthfully that good feeding averts trouble. With that in mind, plain but wholesome food is prepared with particular attention to dietary values with regard to calories and vitamins. The kitchen crew are considered magicians indeed, as they perform this feat at a total cost to the State of twenty-seven cents per day per inmate for three square meals. That the food is healthful and palatable can be testified to by the Sullivan County Grand Jury, which, during its tour of inspection, sampled from the same menu prepared for the inmates.

The service is cafeteria style and the entire population is fed within thirty to forty minutes. In the kitchen and mess hall cleanliness reigns supreme. Good table manners are observed at all times.

In connection with the kitchen should also be mentioned the Institution Cannery. It is small, but efficiently operated. Ten thousand number ten cans of varied vegetables are canned annually. In addition, twenty barrels of sauerkraut, thirty barrels of pickles and approximately twenty barrels of salt corn are canned and stored away for use during winter months.

Along food lines there is also the Institution Farm. During the last fiscal year almost twenty-nine thousand dollar's worth of produce was supplied for the kitchen table. This accounted for eleven cents of the per capita cost mentioned under kitchen. Not only is the farm run at a profit to the Institution, but it is also a valuable adjunct to the vocational training program. Almost fifty inmates are engaged in this activity. Under proper supervision and guidance, they take care of the dairy, the piggery, the hennery, and the truck garden. Twenty-five milk cows supply all milk needed in the Institution. The milk is pasteurized before serving. One thousand chickens supply eggs. Surplus is transferred to other Institutions. The piggery supplies approximately 35,000 pounds of pork annually. The farm is located on the lowlands along the river. Visitors stop their cars to admire the symmetry of the rows of vegetables in the truck garden.

In addition to farm work, several outside squads are engaged on construction projects. With institution inmate labor were built two large sized stone buildings, presently used as garages, capacity eight trucks, and a horse barn containing twelve stalls and a hayloft. Construction of a new Institution piggery is in progress at the present time. It is readily seen that many trades can be taught on these projects. Vocational Instructors hold classes regularly, outlining trade information in connection with the various occupations to supplement practical experience gained.

With many inmates working outside the prison under supervision, proper care must be taken to select dependable men. Escapes are few

and far between, testifying to the soundness of the plan.

Lawns with multi-colored flower beds—a welcome sight to visitors, as well as inmates—are also taken care of by the prisoners.

Visits by inmates' families are encouraged and much good work is done by the Prison Chaplains in this connection. They correspond frequently with relatives requesting them to write and, if possible, visit their less fortunate kin in an effort to maintain the family ties. Another voluntary function assumed by the Chaplains is the matter of obtaining employment for prisoners due to be released. They not only maintain correspondence with prospective employers, but also make personal calls on various business establishments.

An informal attitude, consistent with proper decorum is maintained in the visiting room. The officers in charge do not eavesdrop on conversations; their main interest being to maintain proper deportment. Of course, sharp vigilance is exercised to make sure that no articles are transferred during the visit. As further reassurance a "frisk" is made of the inmate on entering and leaving the visiting cage. The visitors are treated with courtesy and consideration by all officers coming in contact with them.

Many packages are received, particularly so before any national or religious holiday. They contain, for the greater part, food and items of clothing. There are, of course, certain regulations in this connection. Although an inmate may wear a light gray shirt and socks of any color, he must at all times be dressed in prison gray trousers. They are allowed to wear sweaters, but these, too, must be gray. All packages are carefully checked for contraband before being turned over to the recipient. In this case, as always in the prison, security is the main thing.

In the shop building, in addition to ordinary maintenance work and repairs, emphasis is put on vocational guidance. As a matter of fact, vocational guidance is a guiding principle throughout the Institution. For instance, in the storeroom, also located in the shop building, inmates are taught how to weigh, pack and distribute merchandise as well as the duties of a receiving clerk.

In the so-called State Shop clothing and footwear is manufactured. All clothing used both for Institutional and parole purposes are made here. Repair work is also done. Shoes are manufactured for both parole and Institutional use. One Instructor is present in the shoe shop and one in the tailor shop. They supervise the work done entirely by the inmates.

Institution Laundry is also operated by inmates under the supervision of one civilian Instructor. There are, of course, prison guards present in all these locations to insure discipline.

The woodworking shop makes and repairs furniture, such as desks, chairs, and tables, etc. The machine shop, the plumbing shop and the electrical shop are all performing maintenance work throughout the Institution.

Lastly should be mentioned the Commissary. A well-balanced stock of merchandise, such as candy, cigarettes, tooth paste, etc. is maintained. Inmates may make purchases twice a month from their personal funds. Cash is of course not handled. Instead, accounts are credited and debited. With whatever small profit is derived from this function, movies are rented and prizes are given at athletic events. At Christmas time candies, cigarettes and nuts are purchased for the entire population out of the Commissary profits.

Institutional employee relationship at Woodbourne has always been

of the highest order. The administration has been open to suggestions and willing to listen to grievances. A fine esprit de corps has been created since Mr. Earl J. Fox took over as President of the local Chapter. Chapter activities consist of monthly meetings. Before the War occasional dances and social gatherings were held.

The uniformed personnel works in close cooperation with the civilian force to protect and keep in good condition State property and to aid and rehabilitate the inmates.

An interesting occurrence took place recently during a softball game in Liberty, New York, at which time the prison guards played a local team. It seems that a couple of inmates out on parole and working in Liberty went down to see the ball game and they cheered the guards lustily like old "alma mater" friends.

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Association Affairs

THE ROAD AHEAD

By WILLIAM F. McDONOUGH

The aims of organized workers ought to be made plain to everyone, everywhere. As we see them, they are not difficult to understand or to appreciate.

First of all, the American workers want a sound, stable, progressive government — a government that believes equally in defending life and liberty and in promoting peace and prosperity. Since workers constitute the great majority of the citizenry, they are largely responsible for the establishment and support of such a government. They may not morally shirk this responsibility.

To realize peace and prosperity, we well know that countless conditions must be dealt with involving new and old problems. The war has caused the idea of "one world" to be commonly accepted. Therefore, we have not only our domestic needs to satisfy but we have to plan for and extend our understanding to the international facts of life.

Our Association has sought with a high degree of success to unite State workers into an efficient, progressive workers' organization. We have purposely refrained from active affiliation with other groups, industrial or of the public services. This has not made us less helpful or less interested in the efforts of other groups to solve their problems honestly. We feel we are one with them and that our independent strength, vision and success have helped them. We too have been helped by the greater unity of employees elsewhere. Since the funda-

mental needs of all who work for salaries or wages are alike, we stand firmly with the honestly organized workers of America under whatever name they appear. To plead that we must sacrifice our form of organization in order to be helpful to honestly organized workers everywhere, is a fallacious doctrine wholly at variance with present facts and with past experience. All who labor are bound together by the strongest of bonds

"Bill" McDonough is Executive Representative of our Association, a position he has filled ably since his retirement from the Department of Agriculture and Markets after more than 30 years of State Service, all in the same Department. He is a veteran of the First World War, with Silver Star.

known to mankind — the bonds of common goals.

What are some of the goals as they apply equally to all workers? They fall quite readily into categories which may be stated something like this:

Security of employment.
Adequacy of income.
Disability and old-age security.

Security of Employment

Work for all is the great challenge of civilization. It is by work for all that we attain civilization for all. Security of one's job means social security for self and for family, and on a broader level for the community, the State and the Nation. In civil

(Continued on page 26)

Western N. Y. Chapter Members Discuss Employee Problems



Leaders and Guest Speaker at Conference at Albion State Training School, June 30

Representatives of Association Chapters in Western New York met at Albion State Training School on June 30 for general discussion of employee problems. Leaders of the conference and guest speakers.

Seated—Frederick Milliman, President, Gowanda State Hospital Chapter; Robert R. Hopkins, President, Buffalo Chapter; Charles R. Campbell, Administrative Director of Civil Service, Albany. Standing—Christopher J. Fee, State Labor Department Member Association Executive Committee, Albany; Thelma Pottel, Secretary, Buffalo Chapter; Louise Gerry, State Commissioner of Civil Service, Albany; Lawrence Law, President, Attica Prison Chapter.

NEW PERSONNEL COUNCIL HAILED BY EMPLOYEES

The Association was the first to applaud Governor Dewey's recognition of the need for an agency within State service which would coordinate employment practices throughout the various State offices and institutions. Such an agency is now a reality in the Personnel Council. The members of the Council as appointed by the Governor are: Miss Mary G. Krone, Director of Miscellaneous Tax Bureau, Department of Taxation and Finance, Chairman; Charles L. Campbell, Administrative Director, Department of Civil Service; and, Charles H. Foster, Senior Budget Examiner, Division of the Budget. Mr. Foster is a member of the Executive Committee of the Association.

The Personnel Council was given an appropriation of \$35,000 to carry on its work. The members of the Council as employees of the State do not receive compensation from the Council.

The Personnel Council's primary functions are advisory and educational. The Council will serve as a clearing house for ideas and problems of State personnel officers. It will act to clarify matters relating to personnel policy. It is to aid in the development of procedures. It will see to it that complete and accurate information is disseminated to individual employees throughout the service. The Personnel Council is not an agency of appeal as to classification or salary allocation. These functions are performed by the Salary Standardization Board and the Classification Board. However, if any personnel administration mechanism fails or lags, the Personnel Council as an over-all authority can be brought into play.

In creating the Council, the Governor stated:

"In my message to the Legislature on January 3, 1945, pointed out that the Civil Service Commission has been making steady progress in personnel work, but that many employee problems both individual and group are handled separately in the

departments with no opportunity to maintain a constant policy.

"I proposed to establish by administrative action a Personnel Council as the first step towards the development of greater uniformity. That Council I have now appointed consisting of three members, one of whom was recommended by the Director of the Budget and one by the Civil Service Commission.

"The function of this Council is primarily educational. Policy determinations and administrative rulings made in Albany are often of immediate personal interest to a large number of the State's employees from one end of the State to the other. Interpretations by departmental officers and supervisors sometimes vary, resulting in dissimilar treatment that naturally creates a certain amount of dissatisfaction, if not unwarranted discrimination. Reliable information widely disseminated and properly understood will permit settlement within the operating departments of differences that arise from faulty interpretation of state policies and procedures.

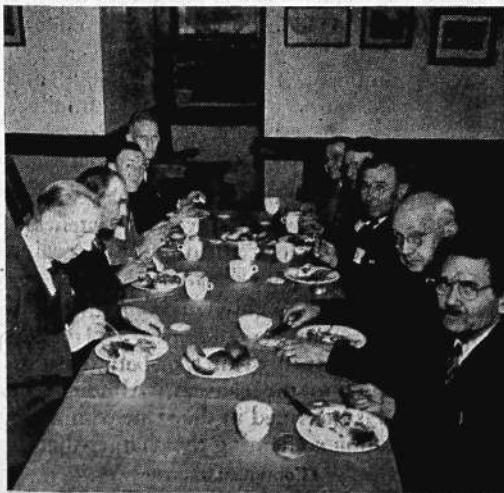
(Continued on page 26)



Hollister Joins Association Staff

Laurence J. Hollister, Executive Secretary of the Binghamton Chapter of the Association of State Civil Service Employees, and a staff attendant at the Binghamton State Hospital, has been appointed a Field Representative of the Association of State Civil Service Employees.

Mr. Hollister will assist in carrying out the broad program of activities fostered by the Association for the improvement of State service and the welfare of State employees. It is expected that he will keep in close touch with the local chapters of the Association, maintaining valuable liaison between the headquarters of the Association in Albany and departmental agencies and institutions in the various parts of the State. (Continued on page 31)



Some of the many members of the Cornell Chapter of the Association who enjoyed a dinner meeting addressed by Assemblyman Stanley C. Shaw, William F. McDonough, Charles A. Carlisle, Jr., and Fred W. Horton, President of the Chapter.



Civil Service Notes

Removal Approved On Old Charge

How far back in time can an appointing officer go in preferring charges of misconduct to justify the removal of a competitive class employee? There apparently is no limit, if a recent determination of the highest court in the State is any criterion.

The Court of Appeals has reversed a lower court order requiring the reinstatement of a competitive class State employee removed on two charges respectively four and seven years old.

Fact in the Case

"The charges against petitioner," in the words of the Supreme Court Justice whose reinstatement order was upset in the higher courts, "are for alleged delinquencies which happened seven years ago. When condensed they are substantially that petitioner on twelve different days during the months of July and August, 1939, charged \$1 for dinner money to which he was not entitled, and also on five different occasions in 1936. It is also claimed that he submitted a false report in 1936 and 1939 that he worked in the field until 8 p. m., when, as a matter of fact, he was engaged in teaching at the College of the City of New York from 6:30 or 6:40 p. m. Further, that petitioner in 1936 violated office regulations in that when required on certain occasions to take reports from 5 p. m. to 8 p. m., he was teaching at the college.

The Supreme Court, in addition to finding the charges insubstantial, and the failure to grant a hearing improper, had the following comment to make regarding the age of the charges:

"The accusations against petitioner give rise to suspicion that the real reason for his discharge has not been given. The acts of wrongdoing charged are stale, musty and vapid, and in criminal and civil actions would be barred by the Statute of

by Theodore Becker

Department of Civil Service

"In the last analysis, it is not what the law says but what the court says it says that controls. Court decisions, therefore, play an important role in the determination of the legal rights of present and prospective civil service employees under the Civil Service Law. Herewith are accounts of recent court cases of special interest in the field of civil service."

Limitations. The charges are of a petty character. They involve an alleged misappropriation of \$15 by petitioner for dinners which the respondents at this late date say he should not have charged the State. Moreover, in my opinion, the respondents are guilty of laches. Justice delayed is justice denied."

Significance of Decision

The decision of the Court of Appeals, opposing the line of reasoning just quoted, is significant, for it apparently condones dismissal from service on old charges, even in cases where no opportunity is afforded by law for a hearing at which witnesses might be cross-examined by the employee under charges and evidence introduced on his own behalf. For, regardless of the nature of the charges, competitive class employee (unless they be war veterans or exempt volunteer firemen) cannot demand a hearing on the charges.

On this point the overruled Justice had stated:

"Petitioner not only did not have any day in court, but his earnest plea for a hearing passed by unheard and unheeded. While it is true he was not strictly entitled to such hearing by law, nevertheless, since the result of sustaining charges would be to brand him as a petty thief, ordinary decency, if not law, would prompt any unbiased person to at least permit an accused to confront in open hearing the witnesses against him." (Lanzer v. Moran.)

Veteran Reinstated Despite Charges

Unlike other competitive class employees, World War I and II veterans, or exempt volunteer firemen, cannot be removed on charges unless they are first given a hearing upon due notice and upon stated charges of incompetency or misconduct, at which hearing they are entitled to representation by counsel.

But it is not enough to serve a veteran with charges and to advise him that if he is an honorably discharged veteran he is entitled to make an oral explanation and to be represented by counsel. It must, in addition, be made clear that if he is found guilty of the charges he may be removed. In the absence of notice that removal on the basis of the charges is contemplated, the removal proceeding is invalid.

The Appellate Division of the Supreme Court so held in a case involving a New York City employee. The same principle would apply in State service.

Removed after Long Service

The employee, a World War I veteran, after more than twenty-five years of service, during which no charges or complaints had been made against him, was served with charges involving an attempt to leave 45 minutes early on a Saturday afternoon; with replying to a department official "in a rude and insolent manner"; with being under the influence of liquor; with acting "in a loud and boisterous manner"; and with failure to appear before or to report to the official two days later, as ordered.

In addition, the employee was charged with excessive latenesses that took place during the preceding three or four years.

The employee was notified to make answer and give explanation orally or in writing, or both, with respect to the charges. Although he was informed in the same communication containing the charges that, if

(Continued on page 24)

Editorials

(Continued from page 13)

Feature Articles: We want to make these outstanding in interest to those in State employment; we want to add to their interest and value by having as many of them as possible signed articles—and, of course, on subjects of vital moment to State Employees.

Editorials: They speak—or should speak—for themselves. Like this one.

What's Doing in the Departments: We want to print the happenings in the various offices which aren't reported or are covered only inadequately elsewhere. At the next meeting of the Executive Committee I intend to present a plan to make Department Representatives responsible for developing this department.

What's Doing in the Institutions: The same principles apply here as in the departments.

Association Affairs: Matter of moment to all Association members.

Civil Service Notes: Ted Becker is already giving us most valuable service in this field.

The Letter Box: The success or failure of this department depends upon you—our reader. Give us your ideas on anything in which you are especially interested. Write us what you think of anything going on—or that ought to be going on—of interest to State Employees. Right away write any ideas you may have on this issue and our ideas and plans—and your own ideas.

New State Publications: We have published from time to time excellent book reviews from the Education Department—reviews of fiction and non-fiction books of

general interest. But we are inaugurating a new policy now. After all, reviews of such books are available in many book review sections in the daily, weekly, monthly, trade, professional, and special publications. So now we're going to abandon such reviews entirely and devote our attention to the publications of the various State Departments which in the past have received scant, if any, attention.

4. We are going to try to arrange our illustrations more attractively—in a more up-to-date manner.

5. We plan to develop our art work along up-to-date lines. We are even working on a cartoon or so-called "comic strip" idea—of fundamental interest, of course, to State Employees.

Now, there is one policy to which I want to call your particular attention. You may, or may not, have noticed that nowhere in this new arrangement is there any mention of news—we do not head our department "News" of offices, institutions, civil service. "The Leader" gives us now up-to-the-minute news service. "The State Employee" will try to give interpretation to matters of interest to Civil Service Employees. Who are we to compete with the dailies and weeklies in New York State—undoubtedly the most adequately covered state in the Union as to news?

Well, there you have it. That's what we're trying to do. But you'll have to help us, with your suggestions, your ideas—yes, and your encouragement if you think we're on the right track. Please realize that this issue isn't set up as a final product—it's just a start. Are we on the right track? Are these ideas what you want? What else would you like? Let's hear from you.

THOMAS C. STOWELL
Chairman, Editorial Board

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Civil Service Notes

(Continued from page 22)

an honorably discharged veteran, he might be represented by counsel, still he appeared as a witness without such representation.

No Word About Removal

The court decided that the employee apparently had no idea that his removal was sought and that he did not appreciate the fact that if found guilty he would be deprived of his pension rights.

So far as the lateness charges were concerned, the court pointed out that neither the present appointing officer nor his predecessor had complained or warned the employee of tardiness. The employee cited the fact that had the charges pertaining to his lateness been preferred against him, under the rules and regulations for employees of the department, they should have been referred to the so-called Personnel Board, and that the practice of the department for years has been to recommend deductions



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in salary in cases of excessive and inexcusable lateness. The court concluded, therefore, that there was nothing in the charges to put the employee on notice that he would possibly be dismissed.

Law Requires Notice

The Court stated:

"Section 22, sub-division 2 of the Civil Service Law reads as follows:

"The person whose removal is sought shall have written notice of such proposed removal and of the reasons therefor and shall be furnished with a copy of any charges preferred against him and shall be allowed a reasonable time for answering the same in writing."

"We are of the opinion that the notice which was served upon the petitioner did not comply with the provisions of the law. There is nothing in it which might lead one to believe that the petitioner was one 'whose removal is sought.' The penalty imposed would seem to be drastic.

"The failure of the commissioner (the removing officer) to comply with the provisions of Section 22 of the Civil Service Law is such as to render the proceeding invalid."

Accordingly, the Court annulled the removal and reinstated the employee.

Not a Mere Technicality

It may seem that the employee was reinstated on a technicality. However, he actually was deprived of a very substantial right when, as the Court found, he was not notified that his removal was sought. The type of defense that the employee may have put up had he known his job and pension were in jeopardy may have been considerably stronger and may have led to a different result or to a less severe penalty imposed by the hearing official.

DEATH TO MERIT SYSTEM

(Continued from page 5)

ican Veterans, approved the wisdom of the Federal limitations on veteran preference. Strikingly enough, the State American Legion of Rhode Island opposed attempts by the Rhode Island Legislature to grant absolute preferences to veterans in their state

service, preferring the ten and five point credit system as fairer to all.

Those who recognize the utter unfairness of the Downey-Sherman proposal need not feel that disapproving it at the polls will deprive the veterans of just treatment. Neither should their disapproval be viewed as "anti-veteran." On the contrary, in opposing the proposal they will be preventing gross discrimination among veterans themselves as well as protecting the public service from a hastily, ill-conceived amendment which is entirely unnecessary of adoption now. As has been pointed out, disabled veterans are already cared for adequately under the present constitution. Without interference with this constitutional preference already accorded to disabled veterans, the legislature could without constitutional change, it is believed, provide for a five-point credit for non-disabled veterans to be added to their earned ratings in examinations. The credit to non-disabled veterans could be granted for their unique experience in the armed forces, since although the constitution precludes the granting of any absolute preference to any other group than disabled veterans, it does not preclude the granting of reasonable credits in examinations on plausible grounds.

The voters of the State must decide whether their long-range desire for an effective and economically administered civil service is paramount to a shortsighted policy of wrecking the civil service through misguided means of aiding war veterans.

BUY VICTORY BONDS

The pause
that refreshes



FRANKLIN ROOSEVELT

(Continued from page 12)

of the Board of Directors, formed the first essential line of defense. Back of this barricade stood the President, steadfastly supporting the T. V. A. in its downright refusal to violate the law by compromising with patronage seekers. The struggle was a long and bitter one, renewed again and again; but even when patronage was the order of the day in Washington, it was rigorously denied in Knoxville. As events were to show, the President's stand on the T. V. A. was symbolic of the contribution he was to make later to the whole civil service system.

III

The President's Committee on Administrative Management was created on March 20, 1936. Messrs. Louis Brownlow, Charles E. Merriam and Luther Gulick took up again, in broader scale, the task of improving the federal service to which they and their associates had already contributed much in the publications of the Commission of Inquiry on Public Service Personnel. Their report, buttressed by the monograph written by Floyd W. Reeves and Paul T. David, was startling in some respects, but it secured the instant and unqualified approval of the President. The Civil Service Commission was to disappear in favor of a single civil service administrator; the personnel responsibilities of the departments were to be expanded and modernized; a new Council of Personnel Administration was to serve as a common ground for the exchange of ideas and experience; salaries of top career men were to be fixed at from \$12,000 to \$15,000; and the merit system was to be extended upward, outward, and downward to include all but a very small number of policy determining positions.

This report was issued in January, 1937. It became the center of a storm almost equal to that stirred up by the bill enlarging the Supreme Court. It is hard now to believe that a famous columnist, reporting the reorganization measures of 1937, could have wrung from her pen the following impassioned words:

What's Doing in the Departments

(Continued from page 14)

housing and the elimination of slum areas are of paramount importance if children in the low economic strata are to feel secure emotionally. Recreational facilities must be made available in order that an opportunity for healthy, constructive play under supervision is afforded. . . .

"Children from homes where the parents are neglecting their care, training and supervision, and where efforts to improve the undesirable conditions have failed, should be removed from such parents and placed in suitable foster homes or child caring institutions in order that they get the care and attention to which they are entitled, for no single factor contributes more to the development of emotional and mental conflict in a child than his constant exposure to neglect on the part of his parents of his everyday physical and emotional needs. Furthermore, there should be made available to every community, child guidance and mental hygiene clinic resources to which both children and adults possessing serious emotional and mental difficulties can be referred for study and treatment."

"The independence of the states is to become the independence of local soviets, or of prefectures. We are to turn the country into a sort of colonial empire under a high commissioner, and local governments will function by the will and grace of the central executive. . . . We shall be ruled in the first instance by an invisible government of an anonymous secretariat."

The initial success of the campaign of misrepresentation and demagoguery was a genuine source of concern to Democrats, already worried about the anti-democratic movement sweeping over the world. But by 1940 most of what the President recommended had been achieved, in considerable measure with the express consent and approval of Congress. The idea of a single civil service administrator was rejected, although, in 1931, it had also been recommended by President Hoover.

(Continued on page 28)

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LINES

BUY VICTORY BONDS

FISHER AWARD GOES TO DR. TOLMAN

(Continued from page 7)

Board in laying the foundation for an equitable salary plan.

"As Governor of the State of New York, I congratulate Doctor Tolman for his contributions to State Service."

The Civil Service Leader, the outstanding civil service weekly of the United States, established The Harold J. Fisher Memorial Award following the death of the President of the Association of Civil Service Employees in May, 1944.

A distinguished group of citizens chosen by the Civil Service Reform Association, consisting of Charles Burlingham, Howard Kelly and H. Eliot Kaplan of New York City, selected Dr. Tolman as the one most worthy of the first award. The award was announced at the annual meeting of the Civil Service Reform Association on May 23, 1945 in the presence of a notable audience including State Senator Erwin and Assemblyman Lupton. Howard Kelly cited Dr. Tolman's work as Director of the Adult Education and Library Extension Division, and other labors in the field of education since his entry into State service in 1906. The tremendous expansion of library service during the years was noted,

and Dr. Tolman given great credit for his fine contribution to this important service to all of the people.

Dr. Tolman is best known among State employees for his advancement of personnel administration through the adoption of the Feld-Hamilton Career Service Law in 1937, with later amendments, which has established a modern, uniform system of public salary planning based on the principle of equal pay for equal work. Single handed, he wrote all of the schedules in the original law, and outlined the basic machinery for classification and salary allocation finally adopted.

Governor Lehman appointed Dr. Tolman as a member of the first Temporary Salary Standardization Board, and the successful administration of the career law was largely due to Dr. Tolman's broad knowledge of economics and wage scales and his familiarity with all phases of State government.

PERSONNEL COUNCIL

(Continued from page 21)

"It is also essential that a means be provided for the adjustment of differences of opinion as to the effectiveness and practical application of policies affecting employee welfare. Constructive criticisms and suggestions for improvement of our

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personnel management should be fully investigated and, where merited, brought to the Civil Service Commission and the Budget Director as specific recommendations.

"It will be the function of this Council at regular meetings with personnel and departmental fiscal officers to establish the channels through which the foregoing objectives may be attained, the obvious effect of which will be to promote efficiency in the departments and secure in the shortest possible interval of time a sound and equitable solution of employee problems."

The council has an appropriation of \$35,000 which was placed in the State Budget this year on the recommendation of Governor Dewey in anticipation of the creation of the Council. The Council will have a staff to assist it in its duties. This staff will be appointed in the near future.

THE ROAD AHEAD

(Continued from page 20)

service, security of employment may not seem a big problem. A civil service job is most secure when there is scientific attention to the classification of positions, and clear-cut specifications for jobs, so that there is known, definite need for each position and for its continuance. Then, while it is against all merit system laws to recruit workers who are not fitted for their jobs, it is also not to the workers' welfare to be covered into a job which he is unable to fill, through political manipulation or otherwise. The public service which becomes a catch-all for favorites or misfits cannot give hope of security to its employees. Security depends

first upon the actual need for the position and secondly, upon the character and fitness of the individual chosen.

Granted that the civil employee is chosen properly, and there is need for the position, there may arise the local administrator who, for reasons not plain to the worker, dismisses the employee. Of course there would have to be charges. But the present protection afforded the employee from administrative whim or vagary is largely a myth. The Civil Service hearing to which he is entitled may clear him, but this does not mean that he is to be returned to his job. If he elects to go to court in the first place rather than to the Commission, he may wait years for a verdict, and if there is a faint indication that the dismissal was in line of administrative discretion, however unenlightened the exercise of that discretion may be, he is unlikely to get his job back. New safeguards for security against capriciousness or worse are therefore a real need for civil employees at this time. The present law must be amended to provide honest attention to security in such instances. Positions may and should be abolished if the use for which they were created ceases to exist. In such cases, at present, there is no protection for the non-competitive or labor class employee, and the competitive worker may have to wait a long time indeed for replacement through the preferred eligible list provision. The merit system calls for a substantial broadening of the competitive class in State Service. Security for other classes, under such circumstances, calls for unemployment insurance, at least. It is not now provided for civil employees of any class although those in industry do have it.

Adequacy of Income

Under this title we must consider the most elementary needs of the worker and his family — food, clothing, shelter, fuel and the better standards of living which we admire, such as the maximum of healthful conditions, education for all youth, conveniences, leisure, recreation, high contributions to community life. These are all dependent upon adequate income. This is one important reason why the Salary Standardization Board should function con-

tinuously and constructively and that the Board take the initiative in seeing to it that currently fair and adequate basic scales are available and used for the various types of work. Salaries should take into account real wages.

Disability and Old-Age Security

The Federal Social Security Act of 1935, like unemployment insurance, does not apply to public workers. This means that disability and superannuation must be cared for through our State Retirement plan. At present this plan does not provide in any way for the worker who does not meet retirement rules — accidental retirement, disability retirement only after twenty years of service, retirement because of abolition of job only after twenty years of service, or retirement because of age at 55 or 60. The worker who has had any number of years service up to 19 years and 364 days, and who is not accidentally or otherwise physically disabled, may be dismissed or leave the service for another position but may not take any social security rights with him. That he should have vested rights as a result of his own

contributions and the State's contributions, which would become available to him at age of 55 or 60, as a substitute for social security rights which would have been gained in private employment and to supplement such social security payments as may become due him as a worker in private employment after he leaves the State Service, is so obvious that to deny it places the State in an astonishingly bad light from a moral standpoint. No retirement system that does not vest security rights based on service is a just or a complete plan.

The Association is alert to the problems of the public employee and to the need for complete unity with all labor groups of honest aim, while maintaining complete independence of action for itself in the family of organized groups. It feels fully the unselfish spirit of creative labor that would lift society by intelligent evolution to the clean, strong, heights of standards of living consonant with the natural dignity of man. Only the extent of man's faith in that dignity and his willingness to live up to it, can limit the gains he may achieve.



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(Continued from page 25)

Mr. Roosevelt, in a neat tactical move, gained some of the advantages of a single administrator by asking one of his administrative assistants, Mr. William H. McReynolds, to become Liaison Officer for Personnel Management. Congress acquiesced. In 1938 the departments reconstituted their personnel offices, many new personnel directors were brought in, and the scope of departmental personnel work was greatly expanded. Congress hesitated, but was eventually satisfied.

In 1938 the Council of Personnel Administration was reconstituted by executive order, and quickly became an active center for the common consideration of the wide range of activities which now became common property, not merely the interest of the more progressive agencies. The civil service rules were systematically revised and modernized, and the first, second and third class postmasters were brought under the jurisdiction of the Civil Service Commission.

* * *

Amendments to the Social Secur-

ity Act in 1939, recommended by President Roosevelt, extended the protection of the merit system to state public assistance and employment security services jointly supported by federal funds. In the same year the first Hatch Act gave statutory foundation for the long-standing prohibitions against pernicious political activity, and in 1940 the second Hatch Act extended these restrictions to state personnel jointly supported by federal payments.

In 1940 Congress enacted the Ramspeck Act authorizing the President to extend the classified civil service to nearly all federal officials excepting lawyers, the personnel of the T. V. A., and policy-determining officials. The President took early advantage of this authorization in 1941 and by executive order extended the coverage of the Civil Service Act to the point where about 95 per cent of the permanent service was included. These were truly the years when was realized the President's call to action: "It is time to do more than stand by."

In the course of discussion with a small group who were urging these

extensions, Mr. Roosevelt was told that approval of the pending executive order would involve the most far-reaching extension of the civil service made by any President, including Theodore Roosevelt. At the mention of this name, the President broke into a broad grin and his eyes twinkled, as he said with evident relish, "Even more than that, eh?"

The problem of extending the merit system to the attorney positions came up in 1938. The President had approved an executive order covering in these positions so far as he was legally able to do so, but was persuaded by the arguments of some important federal attorneys to delay action pending an investigation. To make the study, the President appointed the Committee on Civil Service Improvement, Mr. Justice Stanley Reed of the Supreme Court being the chairman.

After two years of inquiry and consideration the committee entered a divided report. All concurred in condemning the existing system of discretionary appointment and in supporting a career service for federal attorneys. The difference of opinion arose only over the best way of reaching this end—whether by a separate system or through the Civil Service Commission. The President accepted the former solution and set up by executive order the Board of Legal Examiners. This board made an intelligent and effective beginning toward better selection methods, but congressional hostility (not wholly indigenous) suspended its efforts.

* * *

The gains of these few years, in short, were remarkable. An advanced program of personnel management was introduced into all departments and agencies. Dynamic leadership was forthcoming from the Civil Service Commission and the Council of Personnel Administration. The merit system was made almost universal, even including for a brief moment most of the federal attorneys. Coordination and support were at hand in the Liaison Officer for Personnel Management. Congress was in a friendly mood, enacting legislation of basic importance in 1939 and 1940. An eager spirit of innovation, a willingness to test new ideas on a large scale, a discontent with past achievement,

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and a growing sense of corporate responsibility for steady improvement—all these were in the air. The stimulation and open support of Franklin Roosevelt were the foundation stones on which this edifice rested, although many hands in Congress and in the executive branch worked on the rising structure.

IV

The years from 1940 to 1945 were devoted chiefly to emergency simplification of the civil service system to meet the tremendous demands of defense and war. Although the President was overwhelmed with the consideration of major issues of foreign policy, internal organization for the production of war supplies, and the broad strategy of war itself, he found time to consider and authorize the principal aspects of civil service conversion. He approved the basic War Service Regulations effective March 16, 1942. He integrated the work of the Civil Service Commission with that of the War Manpower Commission. He endorsed the decision of the Civil Service Commission itself to turn over the initial conduct of defense and war civil service matters to the minority member of the Commission, again confirming his preference for a single head of the central personnel office.

By 1944 the problems of peacetime reconversion were peering over the horizon of the near future, especially the nature of the benefits to be granted returning veterans. Here the leadership was taken by Congress, but there was no doubt of the President's intent to deal generously with veterans, including important preferences for employment in the federal government. The ultimate dilemma presented by veterans' preference the President never resolved; the issue was less an administrative than a political one. That he had the courage to find a

solution in due course of time is sufficiently attested by his ringing denunciation of the veterans' bonus bill in his message of May 22, 1935.⁴

Had the President lived to co-operate in the rebuilding of civil service structure after the war, it is possible that he would have directed the work of the Commission into a new frame of reference. The clue is found in a letter of January 1, 1944, from the Commission to the heads of departments, asking them to co-operate in a program of better utilization of personnel. The letter noted that "the President, who is familiar with this program, has requested the Civil Service Commission to advise him from time to time as to the progress being made . . . in each department and agency."⁵ In the enforcement of veterans' preference, the President followed this precedent, requesting the Commission to advise him of any reluctance to grant benefits in government employment. The Commission was obliged to report one such case, whereupon the President became his own enforcing officer—with crushing success. The pattern of staff observation and report, and of executive action, is an interesting one.

In short, the major contribution of the Roosevelt administration to the public service of the crisis period was to continue a single responsible agency to provide leadership, to direct and to coordinate the unparalleled task of recruiting millions of civilian government employees. The second major contribution was to streamline normal procedures to conform to crisis conditions.

The influence of Franklin Roosevelt on the federal civil service after 1933 was thus profound. Emerging from three or four years of superficial neglect, the system was thoroughly overhauled and modernized from 1937 to 1940, and then drastically readjusted to the war crisis. The organization of the personnel system was greatly strengthened; comprehension of the nature of the personnel job was refreshed and en-

larged; the level of performance throughout the public offices responded. The federal service began to attract large numbers of young men and women of talent and energy who saw in government work a challenging career.

V

A further view of Franklin Roosevelt's contribution to the public service comes from analysis of his ideas on a group of contemporary problems. Three deserve notice: his views on a career service, on the extension of the merit system to state services jointly supported by the federal government, and on the role of unions of government employees.

As a young man Roosevelt had traveled and studied abroad. He retained a fluent command of spoken French throughout this life. In his early years he bicycled through Germany and had an unpleasant encounter with the German army, then on maneuvers. He came to know Great Britain intimately and during World War I saw a great deal of British and French naval officers. He was thus thrown into working contact with navy and diplomatic career men, and the civil service of these countries also fell under his inspection. He was impressed with the integrity of the British service and its capacity to maintain a high level of public business. He also was acutely conscious of its historic class structure and what he called its inflexibility.

In this country he knew intimately the navy career system and the diplomatic service; the career lines that had developed over long years in forestry, public health, and engineering, for example, he knew less well. One of his long-range objectives was to develop a career service in all phases of government work, and in his first conversation with me he invited me in general terms to give attention to this problem. The first foundation—permanent, non-partisan employment—he succeeded in fully achieving, in prin-

⁴ "The Public Papers and Addresses of Franklin D. Roosevelt," IV (1938), p. 182.

⁵ U. S. Civil Service Commission, Press Release, January 31, 1944.

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ciple; the junior civil service examiner examination, later transformed into the option in administration of the junior professional assistant examination, was another promising lead; the remarkable development of in-service training facilities during the years from 1933 to 1940 and with even greater volume since, established still another base; the report of the Committee on Civil Service Improvement set out a plan for a career in the specifically administrative positions.

The President watched these and other pieces of a complete career service take shape with satisfaction, but he never formulated a systematic program of his own. In general he wanted a system that would be democratic, with no barriers to the recognition of men and women of capacity. He also wanted a system that would automatically eliminate its own deadwood.

In a conversation on this subject, the President called to my attention the navy "plucking system" and suggested that it might be adapted to the civil service. A naval officer who is three times passed over for promotion is retired from active service. The President was conscious of the fact that in many parts of the federal government there is no promotion system, and that in consequence some rise to relatively high position propelled by no other force than the passage of time. The matter was not pressed further, but in "Government Career Service" I proposed an adaptation of the navy system in connection with the initial training program for a career in general administration.

* * *

The extent to which the authority of the Social Security Board carried into the cooperating state services was left in some ambiguity in the organic act of 1935. The Board was, however, soon forced to discipline certain states which were unwilling to maintain minimum standards: Illinois, Oklahoma, and Ohio in turn. The Ohio delegation in Con-

gress made a bold move to return to this state in the form of a "relief bill" the money which had been withheld by the Social Security Board. Both the House of Representatives and the Senate approved the measure. The fate of the whole grant-in-aid plan and proper personnel standards in the states literally hung in the balance. In a forthright veto message on January 24, 1940, the President said:⁶

"I am withholding my approval . . . because of my belief that an expeditious, effective and non-political administration of the provisions of the Social Security Act is indispensable. . . .

"If this bill were to become law it would at least make it possible for a state agency to violate civil service laws, to give blanket increases to some and deny aid to other needy applicants, to discriminate in the handling of complaints and to maintain a faulty accounting system, all with the belief that if the Social Security Board were to withhold federal funds because of this, the state agency could later go to the Congress of the United States and receive a special appropriation in proportion to the amounts the state had put out.

". . . It would mean that states no longer would be compelled to maintain the standards set up by the Congress, but could violate these standards with impunity and still get their money."

In 1939 the President recommended and Congress approved amendments to the Social Security Act which specifically authorized the board to require "the establishment and maintenance of personnel standards on a merit basis." In the message supporting this delicate matter was one of his deftest paragraphs:⁷

"Much of the success of the Social Security Act is due to the fact that all of the programs contained in this act (with one necessary exception) are administered by the states themselves, but coordinated and partially financed by the federal government. This method has given us flexible administration, and has enabled us to put these programs into operation quickly. However, in some states incompetent and politically dominated personnel has been distinctly harmful. Therefore, I recommend that the states be re-

quired, as a condition for the receipt of Federal funds, to establish and maintain a merit system for the selection of personnel. Such a requirement would represent a protection to the states and citizens thereof rather than an encroachment by the Federal Government, since it would automatically promote efficiency and eliminate the necessity for minute Federal scrutiny of state operations.

The importance of this amendment to the steady improvement of personnel standards in the state and county government cannot be exaggerated. This provision may well be recognized, over the perspective of the years, as one of the two or three principal contributions of Franklin Roosevelt to a better public service.

The views of the President on civil service unions and their role in government were expressed on different occasions, two of which are taken as representative. In an address to state civil service employees in 1931, while governor of New York, he reminded his audience that he helped to organize the National Federation of Federal Employees, was one of its original members, and was still a member "and proud of it." "I say to you frankly and freely, that I hope you will continue to organize always holding fast to your ideals and insisting upon intelligent leadership."⁸ In the same speech he endorsed the concept of government as a model employer.

In 1937 he stated his views on civil service unions more formally in a letter to Luther C. Steward, president of the National Federation of Federal Employees. He wrote:⁹

". . . Organizations of Government employees have a logical place in Government affairs.

"The desire of Government employees for fair and adequate pay, reasonable hours of work, safe and suitable working conditions, development of opportunities for advancement, facilities for fair and impartial consideration and review of grievances and other objectives of a proper employee relations policy, is basically no different from that of employees in private industry. Organization on their part to present their views on such matters is both natural and logical, but meticulous attention should be paid to the special relationships and obligations of public servants to

⁶ "The Public Papers and Addresses of Franklin D. Roosevelt, IX (1941), p. 62.

⁷ "The Public Papers and Addresses of Franklin D. Roosevelt, VIII (1941), p. 79.

⁸ Ms. of speech in the office of the Civil Service Assembly, Chicago.

⁹ "The Public Papers and Addresses of Franklin D. Roosevelt, VI (1941), pp. 324-326.

the public itself and to the Government.

"All Government employees should realize that the process of collective bargaining, as usually understood, cannot be transplanted into the public service. It has its distinct and insurmountable limitations when applied to public personnel management. The very nature and purposes of Government make it impossible for administrative officials to represent fully or to bind the employer in mutual discussions with Government employee organizations. The employer is the whole people, who speak by means of laws enacted by their representatives in Congress. Accordingly, administrative officials and employees alike are governed and guided, and in many instances restricted, by laws which establish policies, procedures, or rules in personnel matters.

"Particularly, I want to emphasize my conviction that militant tactics have no place in the functions of any organization of Government employees. Upon employees in the Federal service rests the obligation to serve the whole people, whose interests and welfare require orderliness and continuity in the conduct of Government activities. This obligation is paramount. Since their own services have to do with the functioning of the Government, a strike of public employees manifests nothing less than an intent on their part to prevent or obstruct the operations of Government until their demands are satisfied. Such action, looking toward the paralysis of Government by those who have sworn to support it, is unthinkable and intolerable. It is therefore, with a feeling of gratification, that I have noted in the constitution of the National Federation of Federal Employees the provision that 'under no circumstances shall this Federation engage in or support strikes against the United States Government.'"

VI

Members of the United States Civil Service Commission, dealing with Franklin Roosevelt in the White House on matters which required his attention, were deeply impressed with his extraordinary grasp of principle and detail. Nothing in the civil service field seemed unfamiliar to him and his capacity to catch the essential point of a complicated situ-

ation and relate it to general policy was impressive. Officials from widely divergent agencies have commented on the same familiarity with their subject matter and problems. This dazzling competence came from long experience and contact with personalities and problems, from his four years of service as governor of New York where similar problems were encountered, and from an amazing sensitivity and memory.

Concern for an intelligent and responsible public service was logically inherent in Franklin Roosevelt's whole concept of the role of government in society. He rejected the theory of the automatically beneficial consequences of the completely free play of economic and social forces. He believed that intelligence could be usefully applied toward creating a better society by conscious will and purpose. He was ready to ask government to intervene where nonintervention meant obvious social distress and human loss. He was willing to have government undertake more for the common good than any of his predecessors.

But if government is to become in some measure an instrumentality of planning and control, rather than merely a policeman and an umpire, it must command the best quality of professional and technical competence. Hence it follows that the public service must be of such a nature, so organized and inspired, that government may take full advantage of the best talent of the nation. Mediocrity in a public service that undertakes the tasks which Franklin Roosevelt believed it must assume is fatal. Policy always ranked first in his mind, but his policy demanded a public service different from and better than that which he found in 1933.

Franklin D. Roosevelt will doubtless be remembered in history as a supreme politician and as the great democratic leader in peace and war who mobilized the enormous potential of the United States in a national attack on depression and a global assault against tyranny. He lacked some qualities which make for great achievements in administration — or he sacrificed some administrative goals to what he considered greater policy objectives. No man in public life can fail to make this type of compromise. Roosevelt played for high political stakes, often against desper-

ate opposition. He achieved his political program in larger measure than falls to most public men.

He also accomplished large administrative reforms. The reorganization of the Executive Office of the President, permitting the easy expansion of defense and war civilian agencies in relation to the chief executive and established organs of administration, was in itself an invaluable asset in the crisis years. The new status of the Bureau of the Budget in the Executive Office of the President and the new conception of budget making were equally great achievements. In the wide field of administrative improvement, the civil service system also marched forward. From Franklin Roosevelt it drew inspiration and support, help for new legislation, long-range plans, sympathetic understanding on current problems, friendly criticism, and a dynamic drive for basic improvement.

HOLLISTER JOINS STAFF

(Continued from page 21)

Mr. Hollister was born in Binghamton on September 29, 1906, and received his education in the public schools of that city. He began employment with the State as an attendant at the Binghamton State Hospital in 1931 and was promoted to Staff Attendant in 1939. Elected Secretary of the Binghamton Chapter in 1940, and Executive Secretary in 1942, he assisted greatly in the upbuilding of chapter strength from 40 in 1940 to 600 at the present time. He has represented his chapter at the last four annual meetings of the Association, and has taken a leading part in promoting the many improvements in State employment fostered by the Association throughout the years.

Mr. Hollister married Annabelle Bisgrove, a registered nurse, in 1929. They have one son, Laurence J. Jr., 15 years of age.

Mr. Hollister directed the Student Club and entertainments for patients at the Binghamton State Hospital for the past five years. He is a member of DeMolay, Moose, and a past president of the Junior Order of United American Mechanics.

OFFICIAL BALLOT MEMBER — EXECUTIVE COMMITTEE

Please vote for Member on Executive Committee to represent the *department in which you are employed*. To vote for regular nominee place check mark in box opposite name. To vote for other than regular nominee, place name of representative desired on blank line provided directly under name of regular nominee.

Check	Member	Department
(Vote for one on'y)		
<input type="checkbox"/>	Mildred O. Meskill	Agriculture and Markets
<input type="checkbox"/>	Christopher B. Degenaar	Agriculture and Markets
.....		
<input type="checkbox"/>	Martin P. Lanahan	Audit and Control
.....		
<input type="checkbox"/>	Marie Hess	Banking
.....		
<input type="checkbox"/>	Theodore Becker	Civil Service
.....		
<input type="checkbox"/>	Joseph J. Horan	Commerce
.....		
<input type="checkbox"/>	William M. Foss	Conservation
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<input type="checkbox"/>	Leo M. Britt	Correction
.....		
<input type="checkbox"/>	Wayne W. Soper	Education
.....		
<input type="checkbox"/>	Charles H. Foster	Executive
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<input type="checkbox"/>	Harry S. Deevey	Insurance

Check	Member	Department
(Vote for one only)		
<input type="checkbox"/>	Thomas C. Stowell	Health
<input type="checkbox"/>	Charlotte Clapper	Health
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<input type="checkbox"/>	Christopher J. Fee	Labor
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<input type="checkbox"/>	Francis C. Maher	Law
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<input type="checkbox"/>	Gordon S. Carlile	Mental Hygiene
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(Vote for one only)		
<input type="checkbox"/>	Kenneth A. Valentine	Public Service
<input type="checkbox"/>	Richard T. Purcell	Public Service
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<input type="checkbox"/>	Jesse B. McFarland	Social Welfare
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<input type="checkbox"/>	Isabelle M. O'Hagan	State
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<input type="checkbox"/>	John A. Cromie	Taxation and Finance

This ballot must be delivered or mailed so as to reach Association Headquarters, Room 156, State Capitol, Albany, N. Y. or the place of the Annual Meeting, before 8 P. M., October 16, 1945.

Name _____

Department _____ Membership Card No. _____

The Association of State Civil Service Employees of the State of New York, Inc.

OFFICIAL BALLOT — OFFICERS — ANNUAL ELECTION — OCTOBER 16, 1945

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<input type="checkbox"/>	For First Vice-President: JESSE B. McFARLAND
	For First Vice-President:
<input type="checkbox"/>	For Second Vice-President: LEO F. GURRY
	For Second Vice-President:
<input type="checkbox"/>	For Third Vice-President: JOHN F. POWERS
	For Third Vice-President:
<input type="checkbox"/>	For Secretary: JANET MACFARLANE
	For Secretary:
<input type="checkbox"/>	For Treasurer: EARL P. PFANNEBECKER
	For Treasurer:

The Constitution of the Association provides that when the Annual Meeting is not actually convened, Association Headquarters will be open to receive properly prepared ballots either by mail or in person from any eligible member of the Association. This ballot therefore must be delivered or mailed so as to reach Association Headquarters, Room 156, State Capitol, Albany, N. Y., or the place of the Annual Meeting, before 8:00 P. M., October 16, 1945.

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