



# THE STATE EMPLOYEE

Volume 2

May and June, 1933

Number 4-5



AN HISTORIC CARTOON

Th. NAST

"The Merit System of making appointments in public work is in its essence as democratic and American as the common school system itself."

Theodore Roosevelt

"The Civil Service System is abundantly justified by the fact that it leads in the direction of good government."

Grover Cleveland

1883

1933

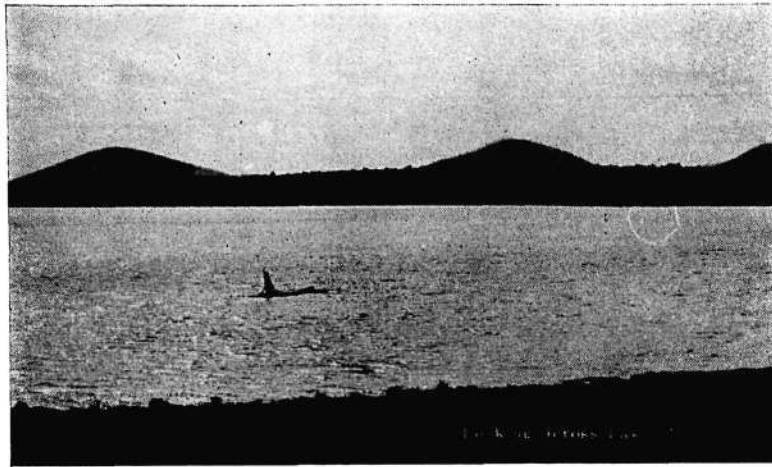
Fifty Years of Civil Service in New York State

# SUMMER CAMP FOR STATE EMPLOYEES

Last year a most successful camp for State employees was conducted by the State Employees Recreational Club, Inc., on Meacham Lake in Franklin County. It will be good news to all State employees that Hon. Lithgow Osborne, Commissioner of Conservation, has consented to the conduct of the camp in the same location again this year. Lake Meacham is one of the most beautiful of the Adirondack lakes; it is about two and one-half miles long and a mile wide, with a sandy beach on the north end where the camp is located. This camp site is right in the heart of an out-of-door paradise.

## Accommodations for All

Accommodations on the property include nine cottages and rooms in other buildings. The camps are well constructed and substantially furnished—good beds and good mattresses. There are fire places in some and all are provided with stoves. Altogether about 70 people can be cared for at one time. These buildings are supplied with pure drinking water and with ample bath facilities. There is an excellent beach and a clearing of about 15 acres which furnishes space for all outdoor sports.



LOOKING ACROSS LAKE MEACHAM

## Sports for Whole Family

Tennis, baseball, quoits, swimming, boating, fishing and other sports may be enjoyed at the camp. There are good golf courses within easy reach. Mountain trails through wild country gives one a real opportunity to get acquainted with nature. Guides are available for hiking trips. There is fine fishing in the lake—lake trout, brook trout, perch and other species. The camp is well supplied with boats. Head waters of the St. Regis river and many other nearby streams afford fine trout fishing also.

### Cottages

The cottage accommodations will permit of family groups. It is necessary for persons using the camp to bring their own bedding and towels. If you fail to bring sufficient supplies, additional blankets, towels and linen will be available at a nominal rental through the Canteen. Of course, you will be able to purchase cigarettes, tobacco, candy and the other little necessities at the same place.

### Convenient Location

Lake Meacham is about one-quarter mile off the main road from Paul Smith's to Malone. It is about 12 miles from Paul Smith's, about 25 miles from Saranac Lake and about 200 miles from Albany. There is no regular bus service to the camp. Incoming and outgoing parties may arrange for special bus transportation through the Club. Reasonable taxi charges are in effect from Lake Clear Junction (on N. Y. C. R. R.) or Paul Smith's.

### Mail It Today!

Please fill out the application form below and mail at once to the State Employees Recreational Club, Inc., Box 48, Capitol, Albany. If you are not already a member of the Club be sure to remit with each application for all adults who are State employees and not members \$2.00, which is the membership fee entitling such person to all membership rights and privileges. In addition to membership fee a deposit of \$2.00 for each adult must accompany the application. State employees, their families and friends are invited. Reserva-

### Food Aplenty

Food is served to all persons at the camp in a community dining room maintained by the Club. Wholesome, substantial camp fare is the general rule. The maximum charge at the camp this year will be \$12.00 per week, which is the rate for adults. The rate for children not yet 10 years of age will be \$6.00 per week and from 10 to 14 years inclusive \$8.00.

tions will be made in order of receipt. Camp will open July 1, 1933. Camp weeks will begin at noon Sundays.

## APPLICATION FOR RESERVATIONS AT STATE EMPLOYEES' RECREATIONAL CLUB, INC., CAMP

Reserve accommodations for: Adults.....

Children.....; ages (children).....

.....single; .....married;  
Number Number

.....weeks beginning.....  
Number Date

Enclose \$2.00 deposit for each adult for whom reservation is made. Names and addresses of persons for whom reservations are desired.

.....  
.....  
.....

Signed .....

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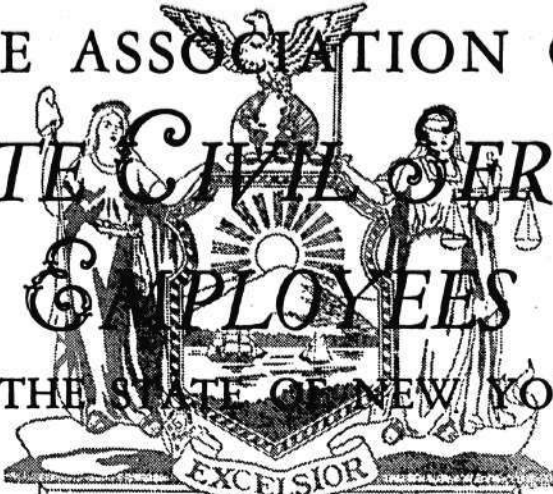
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*Headquarters*  
ROOM 156  
STATE CAPITOL  
ALBANY, N. Y.

# THE ASSOCIATION OF STATE CIVIL SERVICE EMPLOYEES OF THE STATE OF NEW YORK



"This Association is organized to extend and uphold the principle of merit and fitness in public employment, to maintain and promote efficiency in public service, and to advance generally the interests of the Civil Service employees of the State of New York."

ESTABLISHED 1910

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## Association Honors Fiftieth Birthday of Civil Service

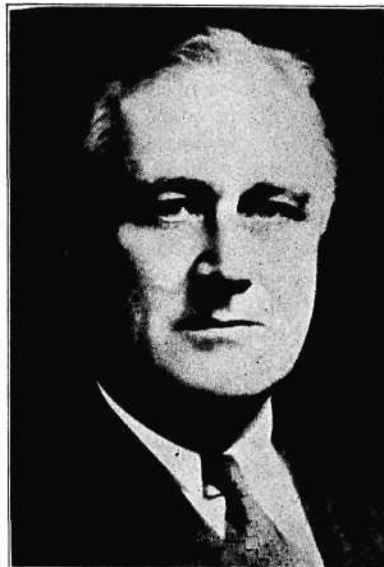
### Gov. Lehman Attends

The Civil Service System—ranking among the fundamental necessities of good government—was honored by the Association of State Civil Service Employees at a dinner held at the Hotel DeWitt Clinton, Albany, on May 4th, commemorating the fiftieth anniversary of the first civil service act adopted by the State of New York.

Governor Lehman, leaving an important conference, attended the dinner and made a brief address. He recalled the dinner of the Association in 1929, one of the first he attended in Albany as Lieutenant Governor, at which time he encouraged employees to support their Association, and said that he was pleased that the Association which then numbered only several hundred had grown into an organization of many thousands. Said Governor Lehman:

"You have made my task more enjoyable and much easier during the five years I have spent in Albany, and I wish the Association of Civil Service Employees continued success and growth in the future for the good of the State of New York."

Miss Beulah Bailey, Vice-President of the Association, acted as toastmistress and Chairman of the Committee on Dinner Arrangements, and was highly complimented for a splendid anniversary program and a highly successful social affair.



President FRANKLIN D. ROOSEVELT



Governor HERBERT H. LEHMAN

### Lieut. Gov. Bray Speaks

Lieutenant-Governor Bray, also attended the dinner. He spoke upon the value of the experienced worker to the maintenance of good government. The Lieutenant Governor said:

"The civil service system supplies the great need for that continuity in service of experienced workers so essential in times of political change. It is upon the rank and file of workers well trained in the intricate duties of public service that the officers of government depend largely for the success of their policies. I trust that the time will come when state employees will receive the compensation which is justly due them for the high character of work performed for the public welfare."

Col. William Gorham Rice, President of the State Civil Service Commission, Hon. Mark Graves, President of the State Tax Commission, and W. F. McDonough, President of the Association addressed the dinner guests.

Brief remarks were also made by Dr. Frederick W. Parsons, Commissioner of Mental Hygiene, Hon. Lithgow Osborne, Commissioner of Conservation, Assistant Commissioner of Agriculture, C. P. Norgord, Deputy Commissioner of Labor, William J. Picard, and Miss Grace Reavy, Deputy Secretary of State.

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REALIZATION OF THE PLEASURES OF MY PAST ASSOCIATION WITH YOU ON THE OCCASION OF YOUR ANNUAL DINNERS SHARPENS THE DISAPPOINTMENT THIS YEAR BECAUSE OF MY INABILITY TO BE WITH YOU AGAIN STOP IN YOUR CELEBRATION OF FIFTY YEARS OF CIVIL SERVICE IN NEW YORK STATE I FIND MY PART LIMITED OF NECESSITY TO THIS VERY UNSATISFACTORY WAY OF GIVING YOU A MESSAGE OF CORDIAL GREETINGS AND SINCEREST BEST WISHES TO MY FORMER ASSOCIATES IN ALBANY.

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## Fifty Years of the Merit System

**JUDGE SAMUEL H. ORDWAY**  
President, Civil Service Reform  
Association

It was but natural that the reform in the civil service in this country should have had its origin in New York State. The spoils system really originated under Aaron Burr, "the original and arch intriguer of our politics," as Dorman B. Eaton often referred to him. It was in the State of New York and under Burr's advice in the early part of the nineteenth century that the first steps were taken for the use of federal patronage for partisan purposes. For the guidance of his political friends Burr in the Statesman's Manual laid down the code, "that the people at elections were to be managed by the same rules or discipline as the soldiers of an army; that a few leaders were to think for the masses and the latter were to obey implicitly their leaders." The first of Burr's fundamental maxims was "politics is a game the prizes of which are offices and contracts."

This "Burrian philosophy" was exploited to a high degree during the 70 years from 1810 to 1880, and reached its zenith with the corrupt administration of the Tweed ring.

It was when the State of New York was emerging from this political mire of "Tweedism" that one of the most important contributions toward recovery of decency in government was made through the organization of the Civil Service Reform Association of New York, in 1877.

The first few years of the Association's existence were indeed critical. The civil service reformers were scoffed at and treated none too kindly by the press. But in spite of

constant discouragement, the Association, capitalizing the tragic assassination of President Garfield by a disappointed office-seeker, forced through the legislature under the able leadership of Theodore Roosevelt and Governor Grover Cleveland the first state civil service law.

This law, signed May 4, 1883, was drafted by the Civil Service Reform Association and was similar in most respects to the basic provisions of the first federal civil service law which had been adopted only four months earlier.

The original law remained substantially the same for about ten years, but in the course of that decade its purposes had become almost nullified by bad administration. An investigation of the civil service system instigated by the Civil Service Reform Association in 1894 resulted in the adoption by the state constitutional convention of that year of an amendment embodying the competitive system of selection of public employees as a fundamental principle of governmental administration.

Only three years after the adoption of this amendment to the constitution, Governor Black, in his first message to the state legislature in 1897, made it quite clear that he was utterly unsympathetic with the Civil Service Law, referring to the system built up by his predecessors in contemptuous terms and stating that the "civil service would work better with less starch." He promised that legislation which would make the civil service system "more practical" and which would permit appointing officers to select any person on the list regardless of standing would meet with his approval.

It was not very long after that the legislature gave him what he asked for, a measure known as the Black Civil Service Act. And it was black indeed. It provided that not more than 50 percent might be allotted in any examination held by the Civil Service Commission for "merit," and that the rest of the examination of applicants representing "fitness" should be held by the appointing officer. All eligible lists then existing were abolished and the new system of examinations put into operation immediately. The new law was so abused, however, that the next year, 1898, the act was amended to exempt cities from its operation, and by 1899 virtually the whole Black act had been repealed. A new law, general in its application throughout the state and much superior to any statute theretofore adopted in any part of

the country, was enacted. This law, like the original civil service law of 1884, was drafted by the Association, and passed the legislature largely due to the Association's activities and the sympathetic cooperation of Governor Theodore Roosevelt. This bill, introduced by Senator White, has been commonly referred to as "the White law," in contrast to the law it had replaced.

Since the enactment of the White law there have been comparatively few fundamental changes in the Civil Service Law of our state. From year to year attacks have been made upon it in the state legislature, but most of the measures which would seriously impair the law have fortunately not reached the statute books. However, considerable room for improvement of the present civil service law remains. None but the most violent partisan who makes patronage his means of retaining political control doubts the practical value of the merit system in our government serv-

Continued on Page 12

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**Col. William Gorham Rice,  
President of the State Civil  
Service Commission, Speaks  
at 50th Anniversary Dinner**

It is a pleasure to talk with the Association of State Civil Service employees. I do not know of any audience I like so well to address. Many faces here are familiar. I wish I knew everyone by name, but by your good works I do know you all.



Hon. WM. GORHAM RICE

What you would most like from me, I am told, is a few words concerning the days when the first civil service law was signed. An eventful half century indeed it has been since that time. Grover Cleveland then was Governor, a civil service reform Governor, for civil service reform was a basic issue in the campaign in which he was elected—elected by a majority of 192,000—a majority unprecedented until then in the history of the State of New York.

The entire clerical force of the Executive Department in 1833 was but six persons. Here are their names and salaries:  
Daniel B. Lamont, Secretary...\$4,000  
Goodwin Brown, Pardon Clerk 1,800  
William Gorham Rice, Assistant Secretary..... 1,500  
Thomas Newcomb, Notary Clerk ..... 1,500  
Irving F. Cragin, Stenographer 1,500  
Charles A. Earle, Messenger... 1,200

It was on May 4, 1883, that Governor Cleveland signed at Albany the first civil service reform law to be enacted in any state. And it is the fiftieth anniversary of his signing that law that your Association is happily celebrating tonight. Mr. Cleveland named for the Presidency

of the Commission created by that law, Andrew Dickson White, then President of Cornell University, subsequently Ambassador of the United States to Germany and to Russia. Mr. White, however, found himself unable to accept the honor and the Governor filled the vacancy by selecting John Jay, a distinguished resident of New York City. As Associate Members, the Governor selected Augustus Schoonmaker of Kingston, who had been Attorney General, and Henry Richmond, of Buffalo, prominent in civic affairs there. All four of these appointees had themselves at some time been mentioned as candidates for Governor of the State of New York. Such was the standard Governor Cleveland set. And here it is interesting to note that when Theodore Roosevelt was Governor, he chose for President of the Civil Service Commission, Cuthbert W. Pound, now Chief Judge of the Court of Appeals. Likewise Governor Whitman appointed Judge Samuel H. Ordway, now President of the Civil Service Reform Association.

In 1893, by President Cleveland's appointment, I became United States Civil Service Commissioner at Washington. The greatest extensions of the competitive merit system ever made in the Federal service soon thereafter took place. When I asked Mr. Cleveland's advice about an article I was preparing for the "North American Review," he wrote me:

"If I were writing an article on Civil Service Reform I think I should make its strong points:

"1st. A contrast between its fairness to applicants and its benefit to the Public Service, and the selections made through political preference and influence.

"2nd. An insistence that the system is abundantly justified when it can be demonstrated that it leads in the direction of good government aside from any other consideration based upon sentiment or moral speculation.

While vindication of the system must necessarily condemn practices opposed to it, I would not cheaply and to tiresome iteration, harp on Spoils, Spoils System, and Spoils-men." \* \* \*

Former Governor Alfred E. Smith, in an editorial in the New Outlook for March, 1933, has written:

"It was Cleveland who fought for and established the merit system of civil service. The civil service merit system is far from a perfect instrument of government but on the whole it has worked well."

Governor Smith, it is to be remembered, was for eight years Governor of the State of New York. I

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count it a particular honor that twice I received successive appointment as Civil Service Commissioner from him.

In the Outlook article, Governor Smith has also said that appointing officers should be permitted to "pick out for exceptional treatment on an entirely non-political basis key positions in each department to be filled by the head of the department entirely on his own discretion, with full responsibility for appointing the kind of people who will make the administration of the department a success."

Most decidedly I desire to emphasize the constructive features of the merit system and to pay a tribute to

the rank and file of the employees of the State who are playing so important a part in advancing the general welfare.

(President Rice in his address gave a score of interesting examples of letters received by Governor Cleveland in the presidential campaign of 1884, letters from young and old, letters gay and letters pathetic, and told of Governor Cleveland's method of work.)

**JOHN J. SHEA**  
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## 1933 Legislative Session

For the friends of civil service, the legislative session of 1933 furnished principally a battle ground for the preservation of the present unsatisfactory compensation scales from complete demoralization; constructive civil service legislation was not forthcoming. President Roosevelt, as Governor, considered the State's personal service compensation plan as "chaotic;" Governor Lehman has referred to it as a "more or less haphazard method of compensation and promotion;" ex-Assemblyman Hutchinson, for many years chairman of the Assembly Ways and Means Committee, said that the State employees had their salaries fixed "by guess or 'by God;'" former Director of the Budget Graves frequently deplored the lack of any scientific basis for the salary scales; Lieutenant Governor Bray, a few evenings ago said he hoped the day would come when State employees would be rewarded according to their important public services, and every man familiar with State service has honestly decried the lack of equality and justice inherent in present compensation scales.

Despite all this excellent testimony, the Legislature of 1933 failed to accept the Nunan-Cornaire bill which would have resulted in adoption of a decent compensation plan for State workers. The Cornaire bill passed the Assembly, but the Nunan bill was not acted upon by the Senate Civil Service Committee. If it was not for the action of Governor Roosevelt in 1932 in directing the State Civil Service Commission to put a classification plan into effect, the good response of that Commission and the splendid work of Director of the Budget Graves in incorporating the plan and the titles in the annual budget bill, the taxpayers expenditure of a hundred thousand dollars in 1930-31 would have been wholly lost. Governor Lehman has expressed his interest in improvement of the civil service system on a number of occasions and



CHARLES J. TOBIN, Association Counsel

it is confidently expected that he will take the necessary executive action to see to it that the vitally essential classification - compensation plan is properly developed during the present year.

The maximum eight hour day laws for State workers failed; the bill to assure fair attention in any necessary demotion of State workers failed; the fifty-five year retirement bill failed; the one day rest in seven bill failed.

The Legislature passed a number of bills giving special gratuities to individuals. All of these were disapproved by the Governor with the exception of Senate Introductory No. 594 appropriating \$7,000 to the estate of Judge Devendorf and Assembly Introductory No. 828 providing special benefit for the estate of the late Claude Dawes of the Department of Law. These two bills are believed by the State Pension Commission and by this Association to be at variance with constitutional provisions. They accord to individuals benefits from the State Treasury

which are not accorded to all. All such special legislation is heartily condemned as a reflection upon the State Retirement System.

The State's contribution to the retirement system which was permitted to lapse in 1932 was not provided for by the 1933 legislature. This appropriation is needed by the System to place it upon a wholly sound basis.

Mandatory salary increases carried in various chapters of the Law were set aside by special act. Last year when this action was taken the positions drawing salaries below \$1500 were exempted. Some of those effected this year are receiving a cash salary of only \$54 per month. Economy at the expense of these low salaried workers does not appeal as proper or necessary, and this action by the Legislature is especially deplored.

These comments upon the 1933 session  
*Continued on Page 7*

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**1933 Legislative Session**

*Continued from page 6*

sion are not pleasing to make. They indicate plainly the need for enlisting public support for the maintenance of public service upon an efficient and economical basis and for just attention to State employee problems. To this end the Association will take up a definite program looking toward the adoption of those outstanding civil service reforms which were first visioned fifty years ago.

Your Counsel, Charles J. Tobin, was constantly active throughout the entire period from November, 1932, on, and represented the Association in many conferences with the Governor, legislative leaders, department heads and citizen committees. It was largely due to his untiring efforts and those of the Association's legislative committee and special salary committee that the radical attempts to reduce salaries and stop many lines of public work with serious consequences to employees were prevented. There were scores of bills dealing with matters which touched closely upon employee welfare and constant watchfulness was necessary. The special committee representing the State Hospital group, composed of C. C. Colesanti, Middletown State Hospital; John Livingstone, Hudson River State Hospital; H. Redmond, St. Lawrence State Hospital; Fred Slaper, Buffalo State Hospital, and Guy Campbell, Rockland State Hospital was very helpful. The ready response of the over a hundred special representatives of large groups of Association members throughout the State to every call for action demonstrated more clearly than ever the power and influence of the State employee group as an organized body

**Central Islip to Have New Recreation Center**

Employees of the Central Islip State Hospital are looking forward to the early opening of a new recreation center. Already the organized employees have formed an athletic association.

The many members of this Association at Central Islip, in common with the thousands of members of the Association at institutions throughout the State, are among the most enthusiastic workers for improvement of local employee conditions and the advancement of the ideals of good public service.

**Making Life Worth While**

May every soul that touches mine—  
Be it the slightest contact—  
Get therefrom some good;  
Some little grace; one kindly thought;  
One aspiration yet unfelt;  
One bit of courage  
For the darkening sky;  
One gleam of faith  
To brave the thickening ills of life;  
One glimpse of brighter skies  
Beyond the gathering mists—  
To make this life worth while  
And heaven a surer heritage.

—George Eliot

to advance State service welfare. This is a very important reason for a continuance of organization efforts until all State employees are lined up solidly and loyally in a single State employee group of twenty thousand strong. This can be easily accomplished by earnest effort on the part of all State civil service employees.

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Established 1929

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### Retirement Measure Disapproved

Senate Bill, Introductory No. 1815, providing retirement allowance on basis of age 60 years in the case of discontinued service after 20 years to all classes of employees was disapproved by the Governor with the following message:

"This bill would allow the exceptional and extremely costly benefit added last year for those in the competitive class to be paid to a member of the Retirement System in any class, that is, the unclassified service and in the exempt, competitive, non-competitive and labor class of the classified service.

"It is readily seen that even the addition of the amendment of last year through which a member in the competitive class receives the same retirement allowance as though he were age sixty was an extremely costly benefit. To further liberalize the Retirement System by providing that even elective officers in the counties, cities, towns and villages of the state, together with elective officers in the state and those in the unclassified service and in the exempt and non-competitive and labor classes of the classified service would be most expensive."

### Federal Credit Out

Governor Lehman disapproved the bill to allow credit for Federal service in the State Retirement System. His message on this bill reads:

"This bill would allow certain federal service as a service credit in the New York State Employees' Retirement System. Some of the beneficiaries, by the act itself, would not be called upon to contribute to the New York State Employees' Retirement System for any of the service allowed for. This would inevitably substantially weaken the State Retirement System.

"In justice to the members of the State Retirement System, I cannot approve this bill."

### Exercise and Health

The always tired worker is a victim of poor health whether with or without his own fault. Unfortunate as it really is, there is no place for the physically unfit in any business organization. Chronic sickness prevents profitable employment.

Upon those who have potentially strong bodies but who fail to treat them fairly so that they can respond to every business and social demand, there rests a serious responsibility. It is all too easy to neglect one's health, yet when health is gone, opportunity and income vanish.

The Association is anxious to aid in promoting good health among its members. It fosters the vacation camp and athletic activities generally because these have to do with things that are essentially valuable to state workers. The State Health Department and other agencies stand ready to cooperate. The Association realizes that all too little is being accomplished along health lines. It urges you individually to give attention to your health. It invites you to suggest avenues of cooperative helpfulness.

## Civil Service in New York, Past, Present and Future

by MARK GRAVES  
State Commissioner of Taxation  
and Finance

New York was the first state to set up any formal administrative machinery to assist in the handling of personnel work. In 1883, fifty years ago, New York State and the Federal Government of the United States were neck and neck in the race to establish civil service commissions with authority to handle recruiting for considerable portions of the respective services. Massachusetts passed a similar law in 1884, and became the second state.

These early civil service laws naturally seem today quite elementary. There is no indication in either of the laws passed in 1883 that their authors conceived of personnel administration as anything more than a means of preventing the use of the public service for patronage purposes. It was naively believed that if department heads could be freed from pressure to make appointments for partisan, racial, religious, social, or similar reasons the personnel millennium in some mysterious manner would immediately arrive. Such matters as classification, pay, leaves of absence, service ratings, hours of work, lay-offs, suspension for disciplinary purposes, and removals

for cause must have stared the early legislators in the face. Nevertheless they were overlooked, ignored, or lightly treated.

It should not be inferred, however, that this first step concerned almost entirely with recruiting was of slight importance. It is difficult today to picture the demoralization of the public service that occurred when there was a change in administration. The public business for months came almost to a standstill. The incoming administration was besieged by hordes seeking appointment to this, that, or the other position. With the changes in personnel finally made, the newcomers settled down to learn their work. For at least six months, and generally a year, before the end of the administration to which they owed their appointments, it became incumbent upon them to neglect their public duties to secure the reelection of the party in power. Under such conditions, there could be no high grade public service with a competent, trained, permanent personnel. The early civil service legislation, faulty as it was, did assure a high degree of permanence among the rank and file in the State service, and made possible other forward looking steps.

Continued on Page 13

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# A Civil Service System That Serves

**HOWARD G. E. SMITH,**  
New York State Civil Service  
Commissioner

This year marks the Fiftieth Anniversary in this State of the merit system known as Civil Service. Born—within the memories of living men—out of the political and social upheavels during the mid-nineteenth century—it was the great political creation of that era. The effects of the industrial revolution with its factories and its engines, the marked shift in the population from the country to the city and the increasing cry of the people for greater state regulation of their collective affairs demanded a new instrument of government. An organized civil service was the answer. The barter in public offices which had given rise to so much abuse and had caused so much discontent by its waste and inefficiency had to give way to the present system of professional public administration.

And now in fifty years the civil service has grown to gigantic size. A cursory glance at the statistics impresses one forcibly with the enormity of this social change. In the Federal service in 1880, there was a little more than 100,000 civil servants. In 1928 the national payroll carried over 600,000 names.

The Civil Service of the State of New York has increased in like ratio. The Second Report of the Civil Service Commission in 1885 counted only 3600 persons subject to Civil Service Regulations. Accurate figures as to the number in the employ of the State are not at hand—but this number can be used as a guide, as it probably accounted for the bulk of the personnel. The 49th Annual Report counts more than 33,000 persons in



Hon. HOWARD G. E. SMITH

the employ of the State. New York City shows an even more astounding growth. In 1884 the City of New York employed about 5500 servants, and the City of Brooklyn almost 1500. For the whole area there were only 7000 public servants. In 1932 about 95,000 civil servants were serving the public in that great metropolis. If the school teachers and court employees are added to this figure, the civil service of New York City is larger than the peace time army of the U. S. This rapid increase is not due to official laxity or exploitation. It is the result of the wide extension of the number of activities and services undertaken in behalf of the public. The people have demanded that government assume administration over many of the enterprises which hitherto had been under private control.



Before

Weight.... 230 lbs  
Neck..... 17½ ins.  
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Hips..... 50 ins.  
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It can, then, be truly said that the civil service has become the government. The citizen has become dependent upon the government twenty-four hours of the day. From his simplest needs to his most complex, he relies upon the civil service. In giving police protection, fire protection, health protection, in caring for his social needs, in guarding his drinking water and his milk, in regulating almost every detail of his public and private existence, the civil servant is touching the life of the citizen at a thousand different points.

The general public does not appreciate the value of the civil servant. This is to be regretted and should by proper ways and means be remedied.

Although the essential foundations for good public personnel administration are laid in the constitution of the State, providing for

a merit system, and in the fundamental civil service law, the development of efficient methods and technique for carrying out these mandates has been a matter of slow and painstaking progress. The world war furnished the impetus that speeded up scientific advancement in the field of personnel management. New York State has not lagged in trying out, and when feasible, adopting new methods. Tests of fitness have been used since the beginning. Their development and improvement as an instrument of selection has been constant and commensurate with increased knowledge of the essential facts concerning each position in the service. Many different forms of tests and combinations of tests have been used to fit the particular needs in each instance: written tests, oral tests, practical demonstrations of skill, short ans-

Continued on Page 12

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# Hours of Good Work

In the zealous endeavors to balance the State's budget and to establish true economy, there is need for such moderation as will not react unfavorably upon the means through which the end is sought. If there was overspending in the past ten years in state ventures, this was not due to overpayment of state workers. No business enterprise outside of the sweatshop type can present so great a preponderance of evidence of low salaries as can the State of New York. The rank and file of state civil service workers have been underpaid by millions of dollars annually over a period of at least fifteen years.

The percentage reductions in state salaries which have been so widely discussed, do not show all of the reductions which must be borne by state workers during the present or the coming fiscal year. And they do not advise of the reductions in va-

cation periods or the lengthening of hours of work. Departments generally are adopting the decision of the Governors' cabinet held sometime ago that vacation periods should be reduced to 16½ working days and that the daily period of work should be lengthened.

In view of all of the facts, although employees must accept the shortened vacation and longer working day schedules, they cannot subscribe to these without a plea for reconsideration on the part of the Governor's cabinet, from whence the official orders came, upon the ground that the rigorous demands made upon an already undermanned service require, from the health and efficiency standpoints, that the daily hours of work should be properly limited and that vacation periods of as great length as possible be allowed, to assure more and better work in every department of state endeavor.

## Self Respect and Loyalty Command

Frank O. Bauer, Treasurer of your Association, reports:

"I am pleased to advise you that I have received up to May 1st, 1933, dues covering 10,092 members for the year 1933."

New York State civil service employees now have in this Association the largest and best functioning organization of its kind in the United States. The comments of the President of the United States, the Governor of the State, and other high public officials, contained on other pages of this magazine, indicate the high esteem in which the Association is held generally.

Animated by the single lofty purpose of maintaining the integrity of the civil service system in the sense that its founders, Grover Cleveland, Theodore Roosevelt and Carl Schurze intended, namely to assure the highest possible type of public servant and the best possible working conditions for that servant, this Association commands the loyal support of every man and woman employed in the civil service of the State.

Working day in and day out upon a program of betterment for State and employee, without bias or discrimination of any sort, and adhering to wholesome, intelligent activities, the growth in membership from approximately five hundred in 1929 to over ten thousand in 1933 is not surprising. The surprising thing is that all state civil service employees have not yet joined. Are you one of those who is still without a membership card?

Take a few minutes to think about the proposition of cooperating with your fellow workers, taking a part in the program of your own Association, and unselfishly advancing the interests of yourself and other employees. It has actually paid millions in dollars in dividends to state em-

## Educational Activities

The Association recognizes as one of the vital things in any program of betterment of State work and State workers that self-improvement is a common and a constant need. To this end it is supporting its educational committee to the fullest extent. The Chairman of that Committee, William C. Smith, has done splendid work in seeking and obtaining cooperation of other agencies engaged in adult educational activities. In the New York City office building alone, upwards of 300 employees have availed themselves of study facilities along a variety of lines since January 1st. Room 900 has been assigned in the New York City office building as a staff library and reading room. Various classes are now in course of formation in the Albany State Office Building. Last fall the various offices and institutions throughout the State were urged to enroll in self study classes.

The opportunities of employees and of the Association to develop educational activities among the workers is unlimited. New information, new lines of work, new outlets for ambition, knock at everybody's door. Are you doing your part? Every adult educational body stands ready to help. As yesterday, as always, your own initiative must assert itself. Make yourself ready for the better days that are ahead.

employees. But the important thing is your support and cooperation. The Association works for all; it merits the membership support of all.

If you have not already joined the Association for 1933, you have a pleasant and profitable duty still before you. Do not put it off further. You need organization, and the organization needs you. Today is the day to join with your fellow workers for better and better accomplishment for all.



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**The American Dream**

It does not seem possible that the people of the United States are hopeful for a return of the often shabby artificial life existent before the depression. What they really wish from present day statesmanship is a treatment of political, economic and social problems in a way that will prevent or control as far as is humanly possible the dishonesty and the unfruitfulness to American life of the transitory, superficial prosperity so widely sought after in the decade before 1930, and the stabilization of business and home opportunities.

James Truslow Adams recalls in a recent article the great dream, wholly American in origin, and much more than a dream because of the faith which our people had in its realization. He describes this dream as—"The belief that it was possible to create and order a society in which, avoiding communistic restrictions upon individual initiative and acquisition, every man and woman would nevertheless have the opportunity of rising to full stature and living the fullest possible life of which they were capable. A dream of more than the mere political equality of one vote to each adult of either sex, of equality before the law, of equality of economic opportunity or even of education. It has been the belief in the genuine worth of each man or woman, the humblest as well as the most exalted, in their possible capacity to benefit by all of these opportunities, a belief in their inherent right to be restricted by no barriers whatever beyond their own natures in their efforts to attain to the fullest expression of themselves."



Lieutenant Governor M. WILLIAM BRAY  
A Guest at Anniversary Dinner

Thoughtful men and women cannot readily put aside the disturbing prophecy that not to exceed two more depressions would have the inevitable consequence of the establishment of communism in this country. We just cannot stand the madly selfish speculation, the snobbishness of great wealth, the get-rich-quick fever, the light regard for moral values. We cannot return, to these things without a recurrence of the disease that will eventually destroy our American dream completely, and all our ideals with it.

**Civil Service Announcements**

Unwritten State Examinations are scheduled as follows by the State Civil Service Department. Candidates must file for these by June 2, 1933:

Assistant Director of Education (Academic), New York State Training School for Boys, Warwick, Department of Social Welfare; salary \$1620 to \$2100 and maintenance.

Head Teacher, Department of Correction. One immediate appointment at Attica State Prison at approximately \$2100.

Teacher, Department of Correction. Two immediate appointments at Elmira Reformatory at \$1800.

County Unwritten Examinations:

Chief of Psychiatric Department, Department of Public Welfare, Westchester County. One appointment expected at \$6480 without maintenance.

Commissioner of Health, Columbia County. Salary \$5000 to \$6000.

Promotion Examinations — State service—Last date for filing May 27:

Master Mechanic, Hudson River State Hospital.

Senior Clerk, Department of State, Albany.

Assistant Stenographer, Department of State, Albany.

Senior Stenographer, Department of State, Albany.

**President McDonough Receives War Decoration**

W. F. McDonough, president of the Association of State Civil Service Employees, has been awarded the decoration of the Silver Star by the War Department. The award is for gallantry in action, based upon citation for initiative and courage in commanding a detached machine gun section of his company during the battle of the Selle River, France, October 17, 1918.

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## A Civil Service System That Serves

Continued from Page 9

wer tests and many other types have been used as occasion demanded and opportunity afforded.

More recently the reclassification of positions on the basis of duties and responsibilities has furnished a recognized, indispensable device based on facts—not guess work or personal opinions. We have learned that the effectiveness of selection, equitable rates of pay, promotions and many other personnel functions depend upon a complete and accurate job analysis, and the Department of Civil Service has set up the machinery to develop, administer and maintain such a classification in all its far reaching influence.

Most recently, critical study has been given by the Department of Civil Service to the problem of efficiency ratings or performance reports. The need for recognizing and determining the relative value to the State of individual employees, has long been known. Efficiency, as well as seniority has always been taken into consideration in promotions and may well be made a factor in pay increases, and other personnel functions. It becomes essential, therefore, to devise a reliable and valid method, as far as it is possible to do so, for evaluating service. This study has just been begun under most auspicious circumstances and with much promise of success.

The Civil Service Commission has always sought to extend the number of positions in the competitive service, as practical means of selection by competitive examination have been developed. It has been the constant aim of the Commission to extend year after year the application of Civil Service Law and the merit system.

The Department of Civil Service may look back with pride on its achievement in the last fifty years, and it may look forward with enthusiasm and courage to what it may hope to achieve in the future. Perhaps some may say progress has been slow. But it must be remembered that the service is tremendous, that mistakes are multiplied and exaggerated accordingly, and are costly. The sheer momentum due to the size of the service requires careful control and watchful guidance. But as long as the spirit of progress obtains in the future as it has in the past, the employees may well look forward to significant improvement in the personnel administration of New York State.

## Fifty Years of the Merit System

Continued from Page 4

ice. No one pretends that the civil service examination system has reached a state of perfection, and that the technique of examination has reached such a point that present testing devices are infallible. It is, however, the best system yet devised for giving reasonable assurance that officials and employees have generally capacity, ability and training. Certainly no one, even the confirmed politician, would care or dare to return to the spoils system as an alternative.

While the general public has begun to realize more fully the real value of the merit system, its full force and effect have not yet pervaded the political organizations. The latter still fail to appreciate the essential imperative need of the sys-

tem, which need was well expressed by Governor Charles E. Hughes in 1907 when he stated:

"If the government is not to be administered as a matter of individual caprice or according to the dictates of a particular officer's judgment, it must be administered in accordance with principles as embodied in a system, which in the long run, and covering a multitude of cases which must be covered, gives us men of capacity."

The present economic situation has made the public conscious of the practical value of the merit system, not only as a means of controlling extravagant expenditures in government, but as a necessity if we are to have proper administration of the complex problems of government. The state and cities can no longer afford the heavy burden of political patronage which has resulted not only in the waste of millions of dollars in personal service costs, but has also sometimes given us blundering leadership and more than occasional maladministration.

Space will not permit detailed illustrations of the business value of the competitive system through abolition of unnecessary positions which have been forced to be filled by competitive examination. The selection of better trained supervisory officials with a proper understanding of governmental problems and social relations has become imperative.

There are, to be sure, many perplexing problems in the administration of the civil service which press for better solution. The many encroachments on the civil service through ill-advised legislation (such as the special privileges accorded to veterans in appointments and reten-

Continued on Page 13

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**Fifty Years of the Merit System**

*Continued from Page 12*

tion in the service), and the present necessity for relieving unemployment, have complicated the problem. The present system of removals of employees from the service, although in the main satisfactory, are nevertheless not wholly adequate; but formal trial with review in the courts, making removal procedure highly technical and "legalistic," will hardly result in safeguarding the rights of employees to the extent that is claimed. Such "protection," like the many ill-conceived proposals of veterans' groups, may result in alienating the public's support of the employees' program, if pushed too far in the wrong direction. The subject of removals is perhaps the most difficult and perplexing problem. No system of removals of public employees can be satisfactory which does not take into account the right of the public, fairness to the head of department and equitable treatment of the employee. Some better and fairer system of removals, reconciling the interests of these three groups, can and will be devised.

There is no doubt that the administration of the Civil Service Law can be considerably improved. Unfortunately the lack of active public support of the civil service commissions, together with intimidation by the political organizations, have prevented the commissions from pressing more constructive improvements in administration. On the other hand, many of the commissions have not been alert enough to avail themselves of the opportunities for constructive effort.

Perhaps one of the most urgent problems that needs immediate attention by the civil service commissions,

now that recruitment demands have been so greatly lessened, is an adequate survey of the service with a view to standardization of positions, with uniform titles descriptive of duties performed, and a more equitable basis of compensation so that persons performing the same duties and charged with the same responsibilities may, so far as practicable, receive equal salaries.

The present time should afford also a good opportunity to the civil service commissions to develop and improve testing technique. Steps might well be taken to correlate such tests with actual performance of persons appointed as a result of them. The method of promotions within the service, transfers from department to department, and service record ratings, which are still faulty, demand constructive thought toward early improvement.

These are some of the more urgent problems confronting us today in the administration of the civil service laws. While progress in the development of the system has been painfully slow, the last fifty years has nevertheless been a period of great progress in the extension of the civil service system. No one in 1880 would have dreamed that in fifty years 95 percent of the civil service in the State of New York would be under the competitive merit system.

How fast we shall travel in the next half century will depend on how much the public is awakened to the real needs of the public service. In accelerating improvement and shaping the state's personnel policy the employees of the state must play a tremendous part. On proper leadership and maintenance of a sane balance of employee relationship to the public and the responsible elective officials will depend in large measure our future progress.

**Civil Service in New York, Past, Present and Future**

*Continued from Page 8*

After its promising early start, New York unfortunately failed to keep up with the personnel procession. As those phases of personnel work concerned with constructive help to department officers were developed, Massachusetts, New Jersey, Maryland, Illinois, Wisconsin, and California, as well as numerous cities and counties, from time to time took advantage of developments which though agitated were not actually adopted in New York. In 1916, an unsuccessful attempt was made to overhaul the personnel system in the State. In succeeding years further attempts were made from time to time. I need hardly recite the efforts in the last three years to rewrite the Civil Service Law, to amend it in important particulars, to get the State service classified on the basis of duties and responsibilities, to relate titles closely to work, to base pay upon duties, and, in general, to plan New York personnel matters on the level of the states which in this respect are most advanced.

I need hardly say that so far success, while not as great as we should like, has been much more than merely appreciable. While all the proposed personnel legislation failed of enactment, advantage has been taken of existing legislation to strengthen the personnel system. Large portions of the State service are now actually classified on the basis of duties and responsibilities. We have made progress in handling such matters as vacations, sick leaves and reductions. In a period of acute economic depression, when most public jurisdictions have made marked reductions in rates of pay, New York State has held practically intact such advances as were made before 1929. Many other steps have been taken to minimize the

demoralizing effects of the depression among those in the State service.

What the future holds for the public service of New York State in the way of personnel progress it is difficult in unsettled times like these to predict. Without posing as a prophet, I believe I may safely say, however, that steps will certainly be taken in the not distant future to put New York State in personnel matters in the front rank. I expect to see our Civil Service Law rewritten or drastically amended so as to write into it the modern, constructive conception of personnel administration. I feel sure that the duties of classification we are now in the process of evolving will be worked out and made a useful tool in handling our personnel work. I find it impossible to believe that our present system of fixing rates of pay for State officers and employees can long continue; I am firmly of the opinion that with the return to normal economic conditions we shall take steps to relate very closely and consistently duties, titles and pay. Marked improvements in our recruiting methods are certain to come about. We shall pay increasing attention to those things affecting officers and employees in the service—transfers, vacations, sick leaves, military leaves, special leaves, hours of work, conditions under which work is done, and the like. Improvements will be made in our methods of handling the various types of separations from the service, including lay-offs, suspensions for disciplinary purposes, removals for cause and retirements under the pension plan. While the economic depression may delay our attempts to put our personnel work on a par with the most advanced of our sister states, it will not indefinitely hold up the rapid progress that we were beginning to make when the depression struck us.

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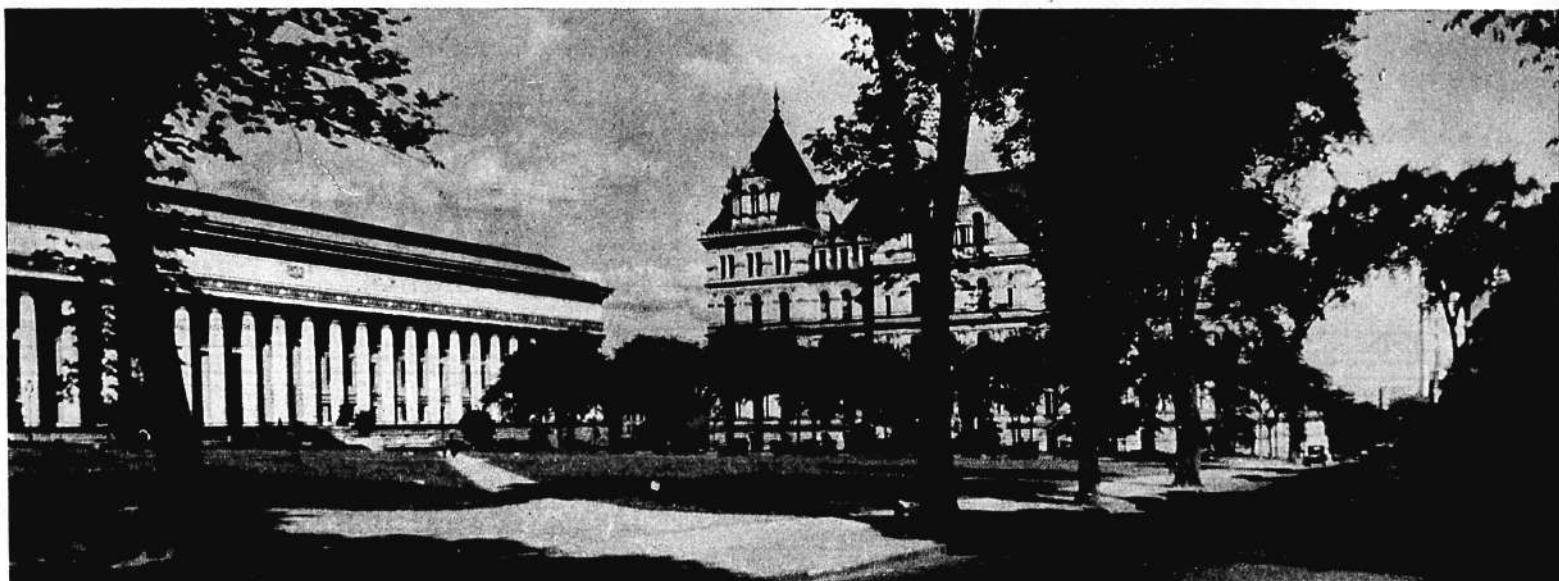
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