

NEW YORK
OCT 29 1947
STATE LIBRARY

MERIT

*A magazine devoted to the civil service merit system
in New York State*

HOW DO YOU
LIKE IT

See Page 139

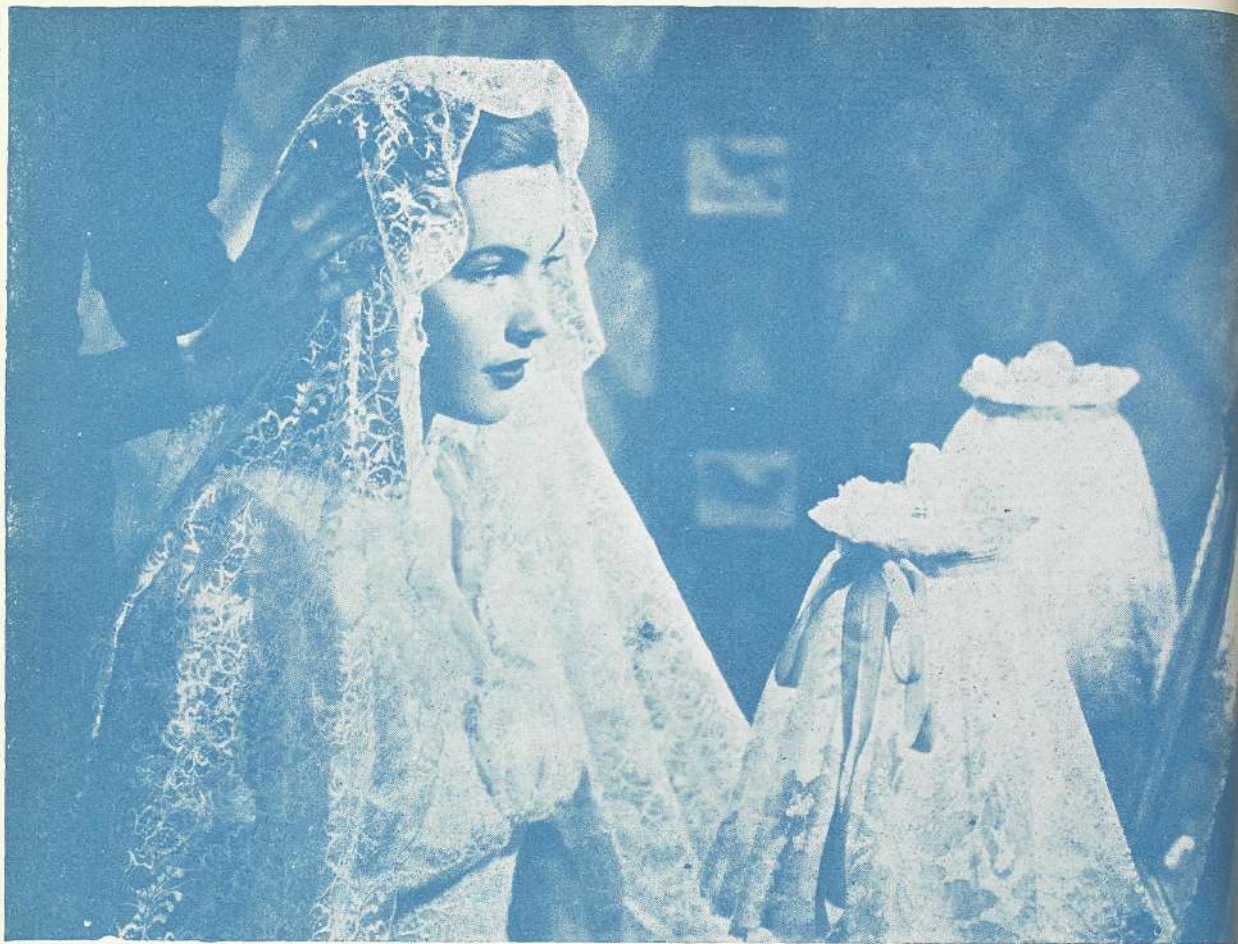
Special - WATCH FOR THE
ANNUAL MEETING NUMBER

(Out September 15)

JULY - AUGUST

Vol. 16 - No. 5

10c a Copy



What every bride shouldn't know:

WHAT it feels like to be poor . . .

What it feels like when your first-born needs an expensive doctor—and you can't afford it . . .

What it's like wanting a home of your own . . . and never quite getting it . . .

What it's like having your kids grow up not knowing whether they'll ever get to college . . .

What it's like to see your friends able to travel abroad—but never you . . .

What it's like to have to keep telling yourself, "He may not have money, but he's my Joe."

There is no cure-all for all these things.

But the closest thing to it for most of us is something so simple you almost forget it's there.

It is the Payroll Savings Plan. Or—for people not on payrolls—the new Bond-a-Month Plan at your bank.

Each is a plan for buying U. S. Savings Bonds automatically.

Either one of these plans helps you—as does no other system we know of—to save money regularly, automatically, and surely, for the things you want.

So if you're a newlywed or know one, here's a bit of friendly advice to take or give:

Get on the Payroll Savings Plan where you work or the **Bond-a-Month Plan** where you bank.

It's one of the finest things you can do to start married life right.

Save the easy, automatic way...with U. S. Savings Bonds

Contributed by this magazine

in co-operation with the Magazine Publishers of America as a public service.



MERIT

Official Publication of
The Civil Service Employees Association, Inc.

Vol. 16, Number 5

July-August

10c a Copy

THE ASSOCIATION

President - - - -	Frank L. Tolman
1st Vice-President -	Jesse B. McFarland
2nd Vice-President - -	John F. Powers
3rd Vice-President -	Clarence W. F. Stott
Treasurer - - - -	Earl P. Pfannebecker
Secretary - - - - -	Janet Macfarlane
Counsel - - - - -	John T. DeGraff
Exec. Rep. - - - -	William F. McDonough
Exec. Secretary - - -	Joseph D. Lochner
Field Reps. - - - -	Laurence J. Hollister Charles R. Culyer

THE MAGAZINE

Editor-in-Chief - -	Thomas C. Stowell
Managing Editor - -	Joseph D. Lochner
Advertising Mgr. -	Patrick P. DeMurio
Art Editors - - - -	Roger Stonehouse Nicolas Apgar
Photographer - - - -	W. P. Kennedy
Editorial Board — Mr. Stowell, Chairman; Theodore Becker, John Daniels, Clif- ford M. Hodge, Joseph J. Horan, William Livingston, Wayne W. Soper, A. Ranger Tyler.	



This Month's Cover

HOW DO YOU LIKE IT?

We earnestly solicit expression of opinion from our readers as to the decision of your Editorial Board in selecting MERIT as the name for our magazine—just comments on the name this time—general ideas later!

Let us have your frank opinion. Address Editor, MERIT, Room 156, State Capitol, Albany 1, N. Y.

Let's hear what you think. Every letter will be published in MERIT.

In This Issue

Articles

Handbook on State Jobs by Personnel Council.....	140
Write a Parody—Get a Bond.....	147
Division of Veterans' Affairs Experiment in Humanities.....	148
Report on Proposed D.P.U.I. Salary Scales.....	150
Reform Association at Work for Merit System.....	152

<i>Editorials</i>	155
-------------------------	-----

<i>What's Doing in the Chapters</i>	156
---	-----

<i>The Letter Box</i>	159
-----------------------------	-----

MERIT is published monthly except with the combination of the May-June and July-August issues. Publication office, 2 Norton St., Albany, N. Y. Editorial and executive offices, Room 156, State Capitol, Albany, N. Y. 10c single copy, 1.00 per year. Entered as Second-class matter, July 19, 1934, at the Post Office at Albany, N. Y., under the act of March 3, 1879. Letters to the Editor, contributions, news items, applications for memberships and application for advertising rates should be sent to Executive Headquarters, Room 156, State Capitol, Albany, N. Y.

HANDBOOK ON STATE JOBS

EDITOR'S NOTE:

Of interest to all State employees is the information contained in a handbook just issued by the State Personnel Council. The handbook, "You and Your State Job", interprets the laws and rules relating to the State worker and his job. It contains information relative to appointments, changes in civil service status, employee relations, service record ratings, and all the other matters of special interest to employees.

The Association is informed that this handbook has been distributed to all state agencies with the request that the agency reproduce the material in the handbook and add to it any rules pertaining to employees established by the agency and distribute the complete material to employees. Since the handbook itself will have very limited distribution, and it may be some time before all State agencies reproduce it for distribution, a portion of the book is printed herein.

INTRODUCTION

When you became a State employee you enrolled yourself as a public servant. You work not for a man nor a company, but for the people of your State. You are paid for your work in money which comes from the people. The objective toward which you work is the improvement of the society in which you live, through better government.

This is true whether you are a file clerk or a commissioner.

In taking the oath of office, you have promised your best efforts and your loyalty to your State and to the 14 million people who live in its cities, its towns and villages. In return, certain compensations are yours.

There is a kind of dignity in your work which arises from the nature of its objective. There are satisfactions to be found in it which cannot be attained through making mouse-traps, selling dresses or repairing automobiles. This kind of compensation is not tangible; it does not fatten your pocketbook and it cannot be exchanged for shelter and food and clothing. Nevertheless it is important. It is valued by those in public service who see in their jobs something more than just another way to make a living.

When you entered the State service you sought an opportunity to make a career for yourself in government work, a living wage with as-

urance of increasing your income at regular intervals, reasonable security and good working conditions. These are compensations of a more practical sort. They have been achieved for you by people like yourself—the people for whom and with whom you work—over a long period. Many of your rights are guaranteed by law and are not subject to the whims of any person under whom you happen to work. They can be changed only by law.

The State of New York has led the way as an employer in many respects. It is written into the laws of the State that you shall not be handicapped by discrimination on account of your race, national origin, creed or color, your political opinions, or, except where the conditions of employment or the duties to be performed require special limitations, by your age, sex or physical disabilities. Policies relating to hours of work, vacations and sick leave are liberal. The Retirement System, which guarantees security for the years when you no longer can work, is one of outstanding merit.

These laws which protect you and the rules and regulations under which you work are necessarily complex. You are a member of a large body of workers—one of the largest in the nation. It is impossible to achieve efficiency and harmony among so large a group without laws and rules, just as it is impossible to

have order within a city, a state or a nation without laws.

The object of this handbook is to interpret for you the more important laws and rules which directly affect you and your job, so that when you want the answer to a question you will be able to find it quickly and easily.

YOUR PLACE IN THE STATE GOVERNMENT

The functions of State government has grown steadily more complex since the July day in 1777 when George Clinton stood on an up-turned barrel in front of the Kingston Courthouse to take his oath of office as the first governor of New York State. Earlier in the same year the State Constitution had been adopted. These events, which took place between battles in the War of the Revolution, marked a forward step in government.

As New York grew into the most populous, the busiest and wealthiest State in the Union, its governmental structure expanded correspondingly to embrace the diverse activities of its citizens. The Legislature and the Judiciary gradually evolved without too many growing pains into the bodies we have today. It was in the administrative arm of government that expansion was most notable: by 1925 the work of administering the affairs of the State had been spread over a maze of 187 governmental branches. This cumbersome network of departments, bureaus, and commissions was simplified by a constitutional amendment approved by popular vote, which consolidated administrative functions into 18 major departments. In 1944 a 19th department was added.

Despite this simplification it is not easy, if you are a new employee of the State, to get acquainted with the many activities of its government, nor is it easy to understand all phases of the laws which affect you as a civil servant. This handbook will help you by giving you the information you need about the organization within which you work, by outlining and explaining policies and proced-

BY PERSONNEL COUNCIL

ures which you should be familiar, and by defining your obligations and your rights. In short, it will fill in the background.

Administrative Departments

The 19 State departments are:

Department of Agriculture and Markets
Department of Audit and Control
Banking Department
Department of Civil Service
Department of Commerce
Department of Conservation
Department of Correction
Department of Education
Executive Department
Department of Health
Insurance Department
Department of Labor
Department of Law
Department of Mental Hygiene
Department of Public Service
Department of Public Works
Department of Social Welfare
Department of State
Department of Taxation and Finance

All of them have offices in Albany and district offices elsewhere in the State.

Three of these departments have elected executives. They are the Executive Department, headed by the Governor; the Department of Audit and Control, headed by the Comptroller, and the Department of Law, headed by the Attorney-General. Most other department heads are appointed by the Governor with the advice and consent of the Senate. A few are selected by bodies such as the Board of Regents, which chooses the Commissioner of Education, and the Board of Social Welfare which elects the Commissioner of Social Welfare.

Each department is broken into separate units or divisions, each with its own specific functions, and divisions are broken into still smaller units usually known as bureaus. Under the jurisdiction of certain departments are institutions, such as the hospitals maintained by the Department of Mental Hygiene, staffed by employees of the State. Each division, bureau or institution is an organization within an organization.

It is obviously impractical to at-

tempt here a description of the organization and functions of each of the 19 departments. It may be helpful, however, to sketch the structure of one department.* A good example for this purpose is the Conservation Department, some of whose work is familiar to everyone. Its organization is relatively simple.

The work of the Conservation Department is spread among six divisions, each of which has its own executive officer who is responsible to the Conservation Commissioner, and lesser officials and other staff members. These divisions concern themselves respectively with lands and forests, fish and game, water power and control, parks, finance, and the Saratoga Reservation.

To break things down still further, let us see what work is done by one division. The Division of Lands and Forests deals with the improvement and protection of the forests, administration of all laws relative to tree culture, reforestation, and control of pests and diseases. It has charge of the State's nurseries which annually produce millions of young trees for reforestation projects. Its work also includes protection against forest fires and the replanting of abandoned farm lands.

The work of other departments is similarly distributed among their divisions and bureaus. No two departments are alike in organization, because the work of each is different.

The State Civil Service

The diverse activities of the 19 State departments are carried on by a staff of approximately 55,000 persons working in various parts of the State. This staff includes men and women of different races and religious faiths, of different ages and different capabilities. There are experts and novices, permanent employees and temporary workers. There are physicians and lawyers, educators, parole officers, hospital attendants, statisticians, clerks and stenographers, writers, engineers, la-

*A handbook of this sort, designed for use by employees of a particular department or division, presumably would include a description of its own organization and functions in place of the example given here.

borers—and workers in many other categories far too numerous to list here. Some have international reputations and some are just beginning their careers. Each one is a part of the State Civil Service.

The State Civil Service Law, which contains provisions for the appointment and promotion of State employees and many other matters affecting their work which you will find described in this handbook, is administered by the State Department of Civil Service. This department is headed by the Civil Service Commission which consists of three members appointed by the Governor. It includes the Examinations Division, which prepares, conducts and rates examinations; the Administration Division which maintains roster records of Civil Service employees, certifies eligibles for positions and approves payrolls; the Classification and Salary Standardization Boards whose work is outlined later in this handbook. There are certain circumstances under which the Civil Service Department acts as the final authority in matters which may directly concern you as a State employee. These will be explained fully.

Classes of Civil Service. All positions in the Civil Service of New York State fall into two groups: (1) the unclassified service, and (2) the classified service. The unclassified service includes all elective officers, persons appointed by the Governor (with the exception of those in the executive offices), election officers, department heads, superintendents, principals and teachers in the public schools, and some others. The classified service includes all positions not included in the unclassified service. The classified service is divided into three classes: (1) competitive, (2) non-competitive, and (3) exempt. Most State employees fall within one of these categories in the classified service.

The **competitive class** includes all positions for which it is practicable to hold examinations in which a number of persons may compete for a position. Employees in this class have tenure, promotion rights and preferred list rights in the event of abolition of position.

The **non-competitive class** includes positions for which examinations on a competitive basis are not practicable. A candidate for a position in this class may be given some suitable test—written or oral or any other kind which is appropriate—to demonstrate his qualifications.

The **exempt class** includes positions for which examinations are not practicable. In this group are deputies and secretaries of principal executive officers as prescribed by law (for example, the Governor's secretary or assistant), certain court clerks, unskilled laborers and certain skilled laborers who are not included in the competitive and non-competitive classes.

The kind of classification described above is **jurisdictional classification**. Positions are also classified according to duties—for example, as clerks, supervisors, motor vehicle inspectors, tax examiners. The latter kind of classification is explored more fully later in this book.

HOW CIVIL SERVICE APPOINTMENTS ARE MADE

You probably understand something of the procedure by which you yourself were appointed to your position. But it is fairly obvious that appointments to positions in other classes might be made differently. For the sake of clarifying what may otherwise seem to you a bewildering system, the procedure in each case is outlined briefly here.

Permanent Competitive Appointments

An appointment to a **competitive position** is made from a list of persons whose eligibility for the position has been demonstrated by an examination in which they competed. The Civil Service Law and Rules require that one of the persons among the three standing highest on the list in question, who have been canvassed and have indicated they are willing to accept the appointment, shall be chosen. When fewer than three names appear on a list, or less than three persons indicate willingness to accept appointment and there are no veterans on the list, the appointing authority may either appoint from the list or request that a new examination be conducted.

Veterans' Preference. An amendment to the constitution, passed by popular vote in 1945, gives prefer-

ential position on eligible lists first to honorably discharged disabled war veterans and next to other honorably discharged war veterans without regard to their standing on the list. The names of other candidates follow those of veterans in order of their rating. All disabled veterans must be appointed before non-disabled veterans and non-veterans. All non-disabled veterans must be appointed before non-veterans. The rule of appointment of "one out of three" applies alike to each of these categories respectively.

Probationary Period. All appointments to competitive positions which are made from open competitive lists are for a probationary period which is, in most cases, three months. If the probationer completes his trial term satisfactorily and is retained, his appointment becomes permanent. If his performance or conduct is not satisfactory, his employment may be terminated at the end of the probationary period. If the appointing officer wishes to dismiss a probationer before the end of his trial period, the regular removal procedure must be followed.

Permanent Non-competitive and Exempt Appointments

Appointments to **non-competitive positions** need not be made from certified lists. The appointing authority nominates a candidate who fills out an application blank. The Civil Service Commission accepts or rejects the candidate on the basis of qualifying information contained in his application and any additional qualifying test which may be deemed necessary.

Appointments to **exempt positions** may be made by the appointing officer without approval by the Civil Service Commission of the qualifications of the appointee. Certain forms must be filed with the Commission, however, so that information for its official roster may be complete.

Emergency and Temporary Appointments

From time to time emergencies arise which make it necessary to add temporary personnel, to fill vacancies before eligible lists have been compiled, or to secure substitutes for employees on leave. There are definite rules and procedures to be fol-

lowed in making different types of temporary appointments.

Provisional appointments are made when no appropriate eligible list is available and there are urgent reasons for filling a vacancy in the competitive class. The appointing officer may nominate a candidate, and if he is found qualified by the Civil Service Commission after non-competitive examination, the Commission will approve his provisional appointment.

As soon as an eligible list is available, a permanent appointment is made to a position held by a provisional appointee. The regular civil service procedure of appointing from one of the three highest on the list, with due regard for veterans' preference, is followed in making the permanent appointment. The fact that an employee has held a provisional appointment to the position does not guarantee that he will be appointed permanently, even though he may stand among the three highest on the list.

Provisional appointments do not continue for longer than 20 days after the establishment of an eligible list. This 20-day period is allowed so that work will not be interrupted while the list is canvassed and the permanent appointment is made.

Temporary appointments of several types may be made to fit varying circumstances. In some cases a position may be filled for as short a time as 20 days pending the canvass of an eligible list. Any person may be selected by the appointing authority for such a 20-day appointment. A **one-month appointment** may be made from an appropriate eligible list without regard to the standing on the list of the person selected. Temporary appointments not to exceed one year in duration may be made to fill the position of an employee on leave of absence, or for not more than six months if the position itself is temporary in nature. Persons chosen for one-year or six-month appointments must be among the highest three on appropriate eligible lists who are willing to accept such appointments.

Substitute appointments, known as Rule VIII-12 appointments, may be made to fill vacancies left by permanent employees on military leave of absence. As far as practicable, such appointments are made from ap-

appropriate eligible lists. When no suitable list exists, an appointee may qualify through non-competitive examination. A substitute appointee is entitled to the same salary increments as a permanent employee. If he has left a permanent position in the State service to accept a substitute appointment, he is granted a leave of absence from his permanent position and he continues to have the same rights and privileges that were his in his former position with reference to promotion, transfer, reinstatement or retention in the service.

Changes in Status

The law provides that employees in the competitive class have certain clearly defined rights with respect to promotion or transfer, and to reinstatement following resignation or in case of demotion or layoff because of curtailment of funds or activities. Procedures followed in these events are closely related to those followed in making original appointments and are therefore described in this section.

Promotion. Vacancies in the competitive class above the lowest grade are filled as far as possible by promotion. This is a cardinal principle in the State service and one of its most attractive features. Appointments to higher grade positions are made from an open competitive list only when the Civil Service Commission finds it impracticable to establish a promotion list.

You must have certain qualifications in order to be eligible for a promotion examination. You must have filled continuously for at least six months (in most cases the requirement is one year) a position which naturally prepares you to perform the duties of the higher position. For example, a stenographer is obviously eligible in this respect for a promotion examination for senior stenographer. You must also meet the minimum requirements in education, previous experience, etc., set forth in the announcement of the promotion examination.

Promotion in a given department is usually limited to promotion units within that department. When more than three persons are eligible for any promotion, a competitive promotion examination is announced and notices are posted conspicuously in the office or institution where the

promotion is to be made. If three or fewer eligibles file applications, none of whom are veterans, a competitive examination is not required when the person to be promoted has qualified in an examination of equivalent character, or when the promotion is merely an increase in salary without any change in duties. Service record ratings, seniority, and training and experience, are usually the other elements of a promotion examination.

Appointments from promotion lists are made in the same manner as original appointments. In case of promotion, as well as in original appointments, preference is given first to honorably discharged disabled war veterans, then to other honorably discharged war veterans. No probationary period is required for promoted employees.

Some employees have only a foggy notion of how promotion units are set up and how promotions are made from promotion lists. Since promotion is an event to which all employees look forward, it is important for each one to understand the steps which precede it. Let us, therefore, try to clarify the points which are sometimes misunderstood.

When a promotion examination is given, an entire department may be the promotion unit, or the department may be broken up into several promotion units. Sometimes a department-wide examination is given with the proviso that preference in promotion is to be given to eligibles in the promotion units where vacancies occur. This means that a promotion list will be set up in each promotion unit, and that there will also be a general promotion list. Names on these lists, of course, are arranged in order of their standing, with due regard for veterans' preference. Everyone who passes the examination will have a place on his own promotion unit eligible list, and also on the general promotion list. A veteran is entitled to veterans' preference on the eligible list for his own promotion unit, and also on the general promotion list. He is not entitled to veterans' preference on any other promotion unit eligible list. Promotions in Unit A must be made from the Unit A promotion list, in Unit B from the Unit B promotion list, and so on. These unit promotion lists must be used until

they are exhausted. **Only when a promotion unit eligible list is exhausted may the general promotion list be used.** (A list is exhausted when it contains fewer than three eligibles, none of whom are veterans.)

Transfer. It happens occasionally that an employee wishes to be transferred to another department or to another division in his department. Sometimes this may be arranged. For example, you may hold a job in the competitive class in the Department of Health and wish to transfer to the Department of Education because you are more interested in the work done by that department. You learn of a vacancy in a position similar to yours. This vacancy ordinarily would be filled by promotion, but in this case we will assume that there is no promotion list and no promotional field is available. Only under these circumstances could your transfer be considered. If the appointing officers in both departments consent to the transfer, your move may be approved by the Civil Service Commission.

There are other requirements which must be met in order for the transfer to be effected. You must have completed your probationary period satisfactorily. You may not be transferred to a position for which the requirements are essentially different from those required for original entrance to the position you already hold. The position which you seek must be in the same or a lower grade.

Reinstatement. If you have held a competitive position and have resigned, you may, at the discretion of the appointing officer, be reinstated to that vacancy within one year without examination, or to a position to which you would have been eligible for transfer.

If you leave a position in the competitive class for appointment to a position in the exempt or non-competitive class or in the unclassified service, and have served continuously in this position since the date of your separation from the competitive position, you may be restored to a position in the competitive class similar to the one you formerly held.

Demotion. Demotion may result either from disciplinary action or from the abolition of a position.

Under the Civil Service Law, an

employee who is found incompetent or guilty of misconduct may be demoted. The procedure is described fully under the heading **Disciplinary Action**.

When a position is abolished for reasons of economy or because activities have been curtailed, the employee holding the position may be demoted. Such demotions are made in the inverse order of appointment, with due regard for veterans' preference in retention. The name of a demoted employee is placed on a preferred list for appointment to a position similar to the one he formerly held.

Layoffs. When a position is abolished for reasons of economy or because activities have been curtailed, it may be necessary to lay off an employee. The employee laid off must be the one who has the least seniority in competitive State service among those in his department occupying a position of the same title and grade. Disabled veterans have preference in retention over non-disabled veterans and non-veterans; non-disabled veterans have preference in retention over non-veterans. When a veteran must be laid off, he is entitled by law to be transferred to another position in the State service which he is fitted to fill, or, in other words, a similar position, if a vacancy in such a position exists. The same provision for transfer applies to exempt volunteer firemen.

Seniority is calculated from the date of original appointment to a competitive class position, and the service from that date must be continuous to be counted. Resignation followed by reinstatement in one year does not break continuity of service.

When your employment in a competitive position is terminated through abolition of your position, your name is placed on a preferred list for any similar position. This list will be used in filling similar positions before any other list. Your eligibility for reinstatement from this list will continue for four years from the date of your separation from the service.

PERSONNEL MATTERS

The personnel policies of your State government are designed to further your aspirations toward a successful career in the public ser-

vice to promote your progress as rapidly as opportunity and your own ability permit, to provide pleasant working conditions, and to adjust quickly and satisfactorily any difficulties which may arise in connection with your job.

You will find administrators and supervisors ready to listen to your suggestions and to assist in solving your work problems. You should appreciate, however, the complexities and the legal limitations within which administrative personnel must function in so large an organization. You have every right to expect justice and consideration; so have they.

Employee Relations

There is in all divisions of the State service a genuine desire to foster cordial employee relations. Only where a spirit of friendly cooperation exists can there be the pleasant atmosphere which leads to maximum accomplishment, both individually and collectively. If you and all of your fellow-workers keep this in mind, the State service will move a little farther toward its objective: to give the highest possible return to the taxpayer for the money which he invests in his State government.

The Supervisor and the Worker. An important relationship exists between the supervisor and the workers under him. It is vital to the success of the work in which they are engaged that both should understand fully their obligations and responsibilities. A flourishing worker-supervisor relationship is an essential part of the efficient and productive organization which should exist in all State offices. The establishment and nature of this relationship requires patience, understanding and good-will from both worker and supervisor.

If you are a supervisor, you are responsible for getting a job done through the collective efforts of the workers assigned to you. To accomplish this, you delegate to each one the task which will utilize best his education, training and experience.

The new employee presents a special responsibility. It is part of your job to orient him, to acquaint him with his surroundings, to explain the job to be done, the method of doing it and the standards to be met. You will evaluate his perfor-

mance, point out his mistakes and help him to improve his work, and you will try to give him unfailingly the friendly and objective consideration to which he is entitled. It will be up to you to decide at the close of a probationary period whether a worker is satisfactory and will be kept on, or unsatisfactory, in which case he will be reassigned or transferred, or his employment will be terminated.

You will serve as a channel of communication, representing the worker in dealing with those on a higher level of authority than yourself, and representing your superior officers in dealing with the worker. You will seek to keep this channel open for a free flow between both levels.

Finally, you will make every effort to establish such a relationship with the employees who work under you that they will feel free to come to you for advice and help about any phase of their work or, if necessary, about problems relating to their health, finances and family affairs.

The worker under the supervisor has his responsibilities too. You in this group must recognize your obligation to apply all your training and experience to the tasks assigned you, and to cooperate with others who work with you. You must take the initiative in calling the attention of your supervisor to areas where you need further instruction or lack complete understanding, and you will, of course, accept his corrections and help gracefully. You are expected to do your work willingly and well, in accordance with prescribed methods and standards.

Merit Awards. The New York State Employees' Merit Award Board was established in the Department of Civil Service under a law enacted in 1946. This board encourages and rewards unusual and meritorious suggestions and accomplishments by State employees for the purpose of promoting efficiency and economy in the State government. Awards may be cash, salary increment, a medal or insignia, or a certificate. Any employee or group of employees of the State is eligible for an award, and may submit suggestions at any time. Any person having knowledge of an unusual accomplishment may submit recommendations to the Merit Award Board.

If you wish to apply for a merit award, submit your application in writing to the New York State Employees' Merit Award Board, The Governor Alfred E. Smith State Office Building, Albany 1, N. Y. Sign your name, and indicate the department or institution in which you are employed, the title of your position and your mailing address. If you are submitting a suggestion, be specific in explaining the anticipated results of your suggestion. For example, if you suggest a time-saving procedure, indicate how much time will be saved, by how many employees, and why your method is more effective than the existing one; if you suggest a form revision, submit the suggested form together with a copy of the original one.

The Merit Award Board will acknowledge your communication. An identification number will be substituted for your name before your application is considered. You will be notified whether or not your application has been approved. If it is not approved, you will be told of the reasons. If it is approved, your award will be delivered promptly.

Grievances. A basic pattern for handling employee grievances has been established throughout the departments of State government to facilitate prompt and amicable adjustment. Employee problems, or grievances, are handled as far as possible through supervisory channels; that is, through direct lines of authority which are designated within the department by the department head. When an employee fails to secure a satisfactory adjustment of his grievance through supervisory channels, he may present his case to the State Personnel Council.

The Personnel Council, which operates within the Department of Civil Service, is composed of three members appointed by the Governor, one of whom is recommended by the Civil Service Commission and another by the Director of the Budget.

An appeal to the Personnel Council should be made in writing. The Council will then undertake a full and impartial review of all the facts and recommend suitable action.

Adherence to this basic formula for dealing with employee problems will accomplish the following aims:

1. To enhance the efficiency of State service by the maintenance of a

just and friendly relationship between employees and administrative officers,

2. To encourage understanding and appreciation by administrative officers of the problems and aspirations of employees and, likewise, by employees, of the administrative, legal and budgetary limitations under which administrative officers operate, and
3. To establish in each department or agency effective machinery whereby suggestions, problems, situations or complaints may be presented by individual employees or groups of employees with proper and equitable consideration and action to follow.

Employee Organizations. You may want to join an employee organization and you may not. Nobody has the right to interfere with your free choice or to discriminate against you in any way because you do or do not join such a group. It is no concern of your supervisor or any other officer whether or not you join an organization or if you do so, which one you join.

Political Activity. The dignity and integrity of public service would be destroyed if employees were subject to political pressure in order to obtain or keep their jobs, to win promotions or avoid demotions. For this reason the law specifically states restrictions on certain kinds of political activity which apply alike to all employees of the State.

You are expected to comply fully with the following provision of the Civil Service Law:

"No person in the civil service of the State . . . is under any obligation to contribute to any political fund or to render any political service, and no person shall be removed or otherwise prejudiced for refusing to do so. No person in the said civil service shall discharge or promote or reduce, or in any manner change the official rank or compensation of any other person in said service, or promise or threaten to do for giving or withholding or neglecting to make any contribution of money or service or any other valuable thing for any political purpose. No person in said service shall use his official authority or influence to coerce the political action of any person or body, or to interfere with any election."

Restrictions on political activity are further stated in the Federal Hatch Act, which applies to many State employees. Violation of this act may be cause for dismissal or criminal proceedings or both. You

should take particular note of the following section:

"No officer or employee of any State or local agency whose principal employment is in connection with any activity which is financed in whole or in part by loans or grants made by the United States or by any Federal agency shall (1) use his official authority or influence for the purpose of interfering with an election or a nomination for office, or affecting the result thereof, or (2) directly or indirectly coerce, attempt to coerce, command or advise any other such officer or employee to pay, lend, or contribute any part of his salary or compensation or anything else of value to any party, committee, organization, agency or persons for political purposes. No such officer or employee shall take any active part in political management or in political campaigns. . . ."

Gratuities. No State employee may accept gratuities. You are paid for doing your job, which is to serve the public by doing your work as well as you can. If someone wishes to reward you for some special courtesy or assistance, you must decline to accept any gift as graciously as possible. No one who understands the provisions of the law in this respect would wish to jeopardize your security in your job by pressing upon you an unwelcome gift. If a gratuity is sent to you by mail or messenger or is otherwise inadvertently accepted by you, it must be returned. Failure to do so may cause embarrassment and the loss of your position.

Confidential Information. At the time of your appointment you are required to take a constitutional oath. It should be understood that your oath implies your willingness to keep confidential all information which is entrusted to you as an employee of the State. You occupy a position of trust, and you must not divulge information contained in the records and files of your office except to other regular employees who may reasonably need such information in connection with their duties.

Public Information. If you are approached for information for publication, don't be tempted to sound off yourself. An impulsive statement from you, particularly if it happens to be inaccurate or poorly timed, may cause embarrassment to your department and will certainly cause trouble for you. Refer the request to the bureau or section or person in your department who is authorized to distribute information to the press.

Disciplinary Action

Until October, 1941, when the Civil Service Law was amended, State employees in the permanent competitive class who were found guilty of misconduct or incompetence were dismissed from the service. The law now provides for disciplinary measures of varying severity, in accordance with the seriousness of the employee's offense. Additional protection was given to employees through their right of appeal either to the courts or to the State Civil Service Commission. The special rights of war veterans and exempt volunteer firemen were left unchanged.

Naturally you want to have some idea of what infractions are considered punishable, what types of disciplinary action may be taken, and how the whole matter is handled from beginning to end.

Punishable Offenses. You may expect disciplinary action if you can not or do not do your work satisfactorily or if you fail to accomplish a reasonable amount of work. You may bring trouble on yourself by insubordination or by failure to cooperate with fellow-workers or to take constructive criticism from your supervisor, by repeatedly asking other workers for guidance in doing the tasks assigned to you, or shifting responsibility for your own errors to other employees. Reporting for work under the influence of alcohol is, of course, taboo. So are excessive absence or tardiness. Other offenses are giving out confidential information, falsifying reports and records, accepting gratuities, or handling relations with the public in a manner which arouses justifiable criticism. There are still other possible breaches of conduct which are regarded as deserving of punishment, but those enumerated are enough to suggest to you what kind of behavior is not acceptable. Where departmental rules have been established, it is expected that employees will comply fully with them. Failure to do so may result in charges being preferred.

Penalties. Disciplinary action depends on the gravity of the offense. Anyone of the following penalties, and only one, may be imposed:

1. Dismissal from the service
2. Demotion in grade and title
3. Suspension without pay for a

period not exceeding two months

4. A fine not to exceed \$50 to be deducted from salary
5. Reprimand

Employees accused of minor offenses usually are given a chance to explain and warned not to repeat them. Records of such incidents are kept, and they are referred to and considered if it becomes necessary to take disciplinary measures later.

Charges. Let us suppose that an imaginary employee, whom we shall call Mary B, has been troublesome in a number of ways. She was tardy in reporting for work nine times during one month. She habitually wastes time and seldom finishes an assignment on time. On one occasion, when numerous errors were called to her attention and corrected by her supervisor, she was rude in replying, flounced out of the office and remained away from her desk for an hour. Her supervisor spoke to her about these incidents when they occurred and warned her to be more careful in the future.

Later Miss B commits another offense. Her supervisor is convinced that formal disciplinary action is the only alternative. The supervisor prepares a charge, including accurate factual accounts of acts of misconduct or incompetence and a statement of the previous warning.

A notice and statement of charges are delivered to Miss B, by either registered mail or personal service, and she is given a reasonable number of days within which to submit her answer to the charges in writing. She may be suspended without pay for not longer than 30 days pending the determination of the charges against her. Following her answer, there may be an informal conference or hearing during which the supervisor and other personnel directly concerned may be questioned to determine the truth or falsity of the charges. This step, however, is not obligatory. In any case the matter will be considered carefully before Miss B is given notice in writing of the decision of her department head or whatever officer has the power of appointment and dismissal. A complete record of the proceedings will be filed with the State Civil Service Commission as well as in Miss B's own department.

Appeals. If the penalty imposed

on Miss B should be dismissal, demotion or suspension without pay for more than 10 days, and she feels her punishment is not merited, she may appeal either to the State Civil Service Commission within 20 days after notice of the penalty is received, or to the courts. If the penalty is a lesser one she may contest the disciplinary action in the courts, but the law says she may not take her case to the Civil Service Commission. Court appeals must be made within four months after receiving notice of the penalty.

Suppose Miss B has been demoted and elects to appeal to the Civil Service Commission. Following receipt of her appeal in writing, this body will set a time and place for a hearing and designate someone to hear the appeal. If Miss B so requests, she may be represented by counsel. The department is also represented at the appeal hearing. Following the hearing, the Civil Service Commission may affirm or modify the previous decision of Miss B's department head. It may also permit her transfer to a similar position elsewhere if this seems advisable.

Veterans and Exempt Volunteer Firemen. Employees in these groups may not be dismissed from the service without a hearing upon stated charges, regardless of whether they are in the competitive class or in subordinate positions in the exempt or non-competitive classes, and they are guaranteed by law the right to a court review of the entire proceedings and charges.

Preserve the seven

preceding pages -

They give valuable

information on

YOU AND YOUR

STATE JOB

Write a Parody - Get a Bond

Everyone who has attended one of the annual banquets of the Association knows that there is much poetic and musical talent in the Association. Adaptation of popular songs to civil service themes, parodies, characterization of Association people—all set to well known tunes—have been a source of much good fun.

At the Annual Meeting of delegates, it is planned to have a short song fest following the Dinner on October 6th. This will not be a show but an Association Sing by the assembled delegates under able leadership of Association Maestros.

We want a number of new and original songs on Association themes.

A \$25 Government Savings Bond will be awarded for the best original contribution submitted to Association Headquarters, Room 156, State Capitol, Albany 1, on or before September 27.

(Sample — Remember this?)

Tune: "Song of the Vagabonds"

We all are working for New York State,
The State that's best of the 48.
(That's best of the 48)
From top to bottom we're one great team,
As public servants we're on the beam.
(As servants we're on the beam)
We must keep New York State great!
Added glory bring—the State with everything—
As we keep New York State great!
For our State, our loyalty we'll show—
Onward Civil Service banners go.
We are all one-minded—let's stick behind it—
And keep old New York State great!

Tune: "Oklahoma" and "Oh, What a Beautiful Morning"

First Chorus

Civil Service,
It's for this we use our brain and brawn,
Whether Governor or Junior Clerk,
It's our interest from dawn to dawn.
Civil Service,
We are each a part of government,
Whether great or small we give our all,
That New York State will be magnificent.
You know we all work for the State,
And the State that we work for is great,
And when we say! Excelsior!
We're only saying
We're doing fine, Civil Service, Civil Service,
Hurrah!

Duet:

Oh, what a beautiful ending.
Oh, what a beautiful way;
We've got a glorious feeling
Everything's going our way.
It's a bright golden day for the workers.
It's a bright golden day for the workers,
The raise is as high as a grasshopper's eye,
It'll never pay off, folks, in champagne or rye.
Oh, what a beautiful future,
Oh, what a beautiful raise.
We've got a glorious feeling
Everything's going our way.

Division of Veterans' Affairs Experiment in Humanities

This article was prepared especially for our magazine in the Division of Veterans' Affairs, a branch of the Executive Department. It is an interesting exposition, not only of accomplishments of the Division, but also of the motivating philosophy behind New York State's efforts in behalf of returned veterans.

The New York State Division of Veterans' Affairs represents the greatest experiment in the field of human relations ever undertaken by any people to assist in the readjustment of returning veterans.

The first consideration and goal of the Division is personal and sympathetic service to returned servicemen and women and their dependents.

Realizing that the welfare of New York's veterans, over a million and a half in number, should not be at the mercy of the cold and clammy hand of bureaucracy, our far-sighted Governor, Thomas E. Dewey, recommended to the 1945 Legislature that a separate Division of the Executive Department be established to have sole operation of all matters concerning veterans and to carry its services to the communities in which the veterans live. The Legislature, upon Governor Dewey's recommendation, enacted a law (Chap. 763, L. 1945) whereby, within a very few miles of each veteran's home, there would be available competent counseling service by men and women who were really interested in the welfare of the veteran.

Edward J. Neary of Westbury, Long Island, former district attorney of Nassau County, and a disabled veteran of World War I, was named to head the Division. Mr. Neary has demonstrated his interest in veteran matters for 25 years and is a Past Commander of the American Legion, Department of New York.

The Veterans' Affairs Commission, named by Governor Dewey to

assist Director Neary in the formulation of policies affecting veterans and in the coordination of all State departments relating to veterans' affairs, is composed of the following members:

The Adjutant General—Brig. Gen. Ames T. Brown, Chairman
Commissioner of Agriculture and Markets—C. Chester DuMond
Director of the Budget—John E. Burton

President, Civil Service Commission—J. Edward Conway

Commissioner of Commerce—Martin P. Catherwood

Commissioner of Education—Dr. Francis T. Spaulding

Commissioner of Health—Dr. Edward S. Godfrey, Jr.

Industrial Commissioner—Edward Corsi

Commissioner of Mental Hygiene—Dr. Frederick MacCurdy

Commissioner of Social Welfare—Robert T. Lansdale

Past Commander of V. F. W.—Jacob Latona, Buffalo

Past Commander American Legion—Wm. N. Lewis, Floral Park

Past Commander D. A. V.—Thomas Savage, Rome

Federal legislation regarding veterans and rulings by Federal departments related to On-the-Job Training, education, and similar matters have been affected by the recommendations of this Commission.

Incorporated into the Division, as a direct, close-at-home contact with the veterans are the directors of the local county and city veterans service agencies. There are over eighty of these agencies. Many of these directors have, like Mr. Neary, been active in serving veterans over the past two decades.

To insure that all parts of the State would provide competent service which would measure up to the standard demanded by Governor Dewey and Director Neary, financial assistance is available to all counties and cities establishing and operating veterans service agencies.

Much of the active work of the Division of Veterans' Affairs is accomplished through these veterans service agencies, which tie into this magnificent program the power and services of the State with the county and city governments. These various agencies are open to service every problem which the veteran may bring up for advice and counsel. Staffed by local people—all veterans themselves—knowing the industrial, educational, social and spiritual values of the community, these local agencies are effectively assisting the veteran in his conversion to civilian status.

As further insurance that all veterans would have available to them needed information as to their rights, privileges and benefits available under Federal, State and local laws, the Division has employed nearly 200 State veteran counselors. After an intensive schooling these individuals have returned to their home counties, where they are contacting the returning servicemen and women and are assisting them in all ways possible.

With the exception of where a few larger counties have a great territorial expense, the apportionment of counselors has been on a basis of population. Appointments have included both sexes, without qualification as to race, religion or political affiliation. Every counselor appointed has demonstrated interest in the welfare of veterans. Many of them have been active members of veterans organizations; others are just out of service with outstanding service records.

Close supervision over the activities of the local service agencies and the State veterans counselors is provided by division of the State into three areas: The Metropolitan Area including the counties in Greater New York and Nassau, Suffolk, and Westchester; Eastern New York Area, all counties from New York City to the Canadian border, east of the western boundary of Oswego, Onondaga, Cortland and Broome

Counties; Western New York Area, all counties west of the western boundary of Oswego, Onondaga, Cortland and Broome Counties.

Since the Division of Veterans' Affairs has been in operation, more than a million requests for service and assistance have been handled by the local service agencies and the State counselors. Services rendered have included setting up of On-the-Job and Apprentice Training programs, assisting veterans to enter educational institutions, helping to obtain pensions and other benefits authorized for veterans and their dependents.

Some veterans require only the answer to a single inquiry; others present problems entailing considerable effort, investigation and correspondence, together with assistance in making out required reports, securing affidavits, and other details.

The State's Veterans' Rest Camp at Mt. McGregor in Saratoga County, which was opened in November, 1945, has to date been utilized as a place of rest and recuperation by nearly 1500 veterans. The camp has, along with other details of the New York State Division of Veterans' Affairs, been extolled by federal representatives, who have visited all parts of the nation, as a model for other states.

The tract on which the Rest Camp is located consists of 1607 acres. The sanatorium property of 1187 acres is located on the top and the wooded southerly slopes of Mount McGregor, with stucco buildings designed for use as dining halls, kitchens, sleeping quarters, administration, etc. The balance of the estate, in the valley consists of a modern dairy and poultry farm of 420 acres with barns and accessory buildings.

The Camp is not a hospital and cannot accommodate bed patients. Also, veterans suffering from contagious or communicable, mental or venereal diseases are not admitted. For veterans not fully recovered from battle wounds, experiences as a prisoner of war, or the effects of illness or operation since discharge, a stay at the camp has proven definitely beneficial, with improvement in health and a gain in weight.

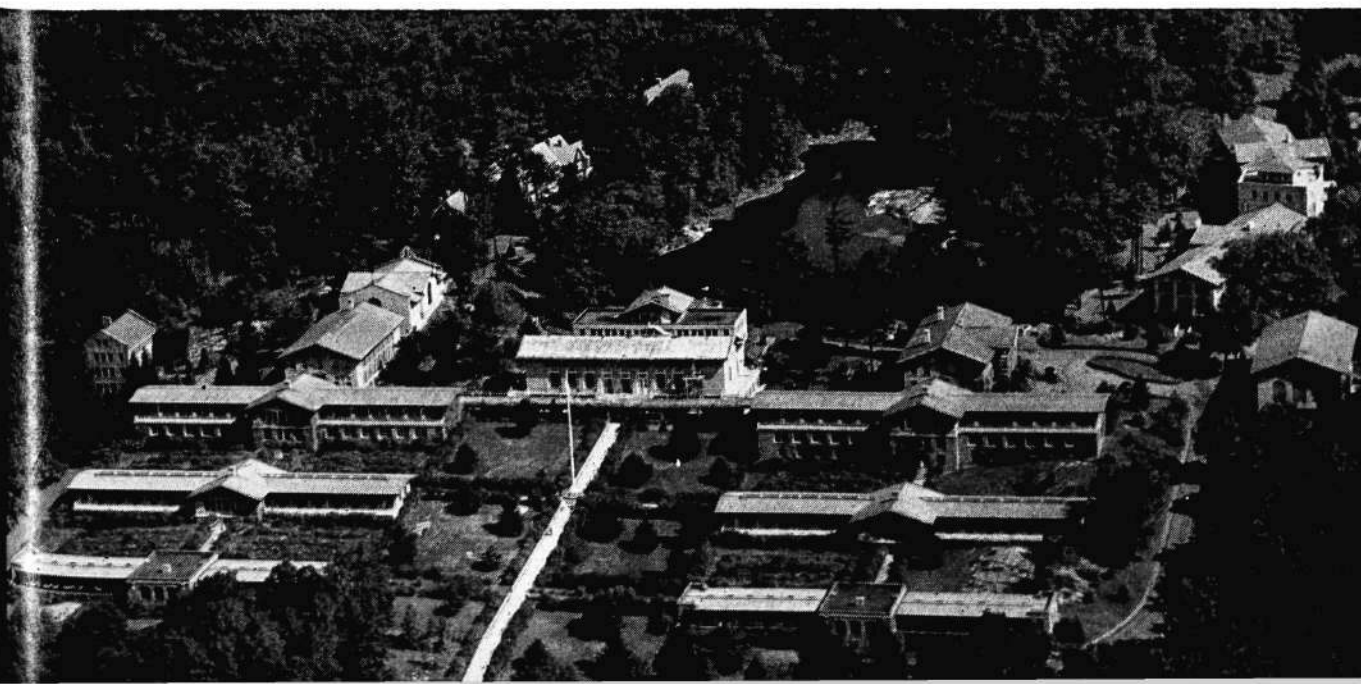
Veterans are admitted to the camp on the recommendation of local veterans counselors and their family physician, for a period not to exceed ninety days in a calendar year. The average veteran stays about sixty days, and returns to his home community, following participation in the restful regular regime, regulated work and exercise at the camp, to

more successfully participate in normal civilian activities.

Other State benefits obtainable through the State veterans counselors include a four-year war-service scholarship of \$350 a year, available to even veterans with less than 90 days of service; employment service; and unemployment insurance for veterans who are willing to work, but for whom no jobs can be found. Veterans going into business for themselves are helped with advice from the State Department of Commerce and, if financial success is not immediate, they are eligible to draw for 52 weeks the difference between their net earnings and \$100 per month.

Other State aids include a \$500 per year pension to all blinded war veterans; vocational training in various subjects, tuition free, at State operated schools at Elmira and Troy.

To effect the conversion of the New York State veterans from military to civilian status, it is necessary that the employees of the New York State Division of Veterans' Affairs have special qualifying abilities. That they do possess these qualifications is demonstrated by the accomplishments set forth above, by which the gratitude of the people of New York State to its veterans is expressed in concrete fashion.



REPORTS ON PROPOSED

Christopher J. Fee, member of the State Executive Committee of the Association, was named delegate of the Association to a conference called by Milton O. Loysen, Executive Director of the Division of Placement and Unemployment Insurance of the State Labor Department. His report to the Executive Committee is printed herewith in full.

I attended the meeting Thursday night, July 17, at 5:30 p.m. at the office of the New York Chapter. Present were Michael L. Porta, President of the New York Chapter, Miss Marie Doyle, and Messrs. Teitelbaum, Muller and Corum. Also present was Mr. Hopkins from Buffalo. We discussed the various titles concerning which the Joint Committee protested that the proposed reallocation did not grant a sufficient increase in salary.

Inasmuch as Mr. Corum was to speak in behalf of the interviewers both Mr. Hopkins and I asked him to explain exactly what he had in mind. This he did at some length and the main objection is that the Division proposes to create a junior interviewer grade as well as an interviewer grade. At the present time, there are two grades of interviewers, limited function and full function, and the salary in both grades is \$2280 to \$2880. Under the Division's proposal the junior grade would be \$2400 to \$3000 and the interviewer grade, \$3120 to \$3780. The junior interviewer would assume the functions now being handled by the limited function interviewer and interviewer would be a full function grade. You will note that in any event, a raise of at least \$120 will be granted.

However, there was strenuous objection to this proposal as it was felt that all those who are now working as interviewers, either limited or full function, were qualified for the full function title. It was felt that the junior title meant a "demotion" for some of these people. Mr. Hopkins argued that if there were sufficient items to take care of all permanent personnel now in the interviewer class and if the junior interviewer group is filled by open competitive examination, there could be no protest. However, the feeling of those now in the grade is that the junior interviewer title is being placed there so that some of them will be forced into it rather than into interviewer.

It was also stated that a promotion examination will be held to fill

the new interviewer title. If it is true that all persons now working under that title are already qualified, it is difficult to understand why a promotion examination is required. This apparently is a question that must be settled by the Civil Service Commission. As to the feeling concerning the junior title, I do not believe it is the intention of the Division to place persons now qualified for the other title in the lower grade. I think, on the contrary, that the Division's statement that it wishes to fill the junior grade by open competitive examination is entirely true.

We then discussed the claims examiners and about the only argument there is that they want more money. This is also true of the payroll examiner group.

At the meeting, we also went into the question of the Joint Committee. It appears that each one of these groups in the Joint Committee had protested the Division's proposal for the various groups and that they had also separately interviewed either the Executive Director or the Personnel Director or someone else representing the Division. It was then decided that it would be better if they got together and presented a joint argument. There may be considerable truth in this but the fact remains that the New York City Chapter of the Association took it upon itself to represent all the employees of the Division; whereas, many of the employees are in Albany and other Upstate cities. The New York Chapter did not understand how it could bring all these different groups together. I, therefore, suggested that

in the future particularly with regard to D.P.U.I. business, they consult with me and that we can form a joint committee of D.P.U.I. workers throughout the state.

There was considerable complaint that the Association Office in Albany failed to answer inquiries. I am submitting to you, separately, a copy of a letter given to me in New York. It is claimed that Mr. Holt-Harris has taken no action regarding this case. While I do not believe that the Association Office deliberately holds up any business or fails to answer letters, it is probably true that in the rush of other business, some details may not be acted upon promptly. I suggested again that it might be advisable to let me know about such cases and perhaps I could be of assistance. I think that closer cooperation with the New York Chapter on the part of the Association officers and the Executive Secretary and Council would probably be to the advantage of all concerned. This group represents such a large proportion of our membership that we should not let it proceed without being informed of its actions and assisting it in every way.

After hearing all the arguments, I wasn't very much impressed by the Joint Committee, even before I had seen it in action. For instance, the American Legion has a post, the Albert J. Herrin Post, which is made up exclusively of employees of the Division. However, it is difficult to understand why the American Legion steps into employee affairs. Then there is a group called the Payroll Examiners' Association. I found out that this group has only between 20 to 40 per cent of the examiners in the Metropolitan Area. Its representatives are not very well thought of by most of the examiners and, therefore, they will not join the group. Then we have an Unemployment Insurance Claims Examiners' Association and a Managers' Association. I don't know much about the proportion of employees they represent and it is quite possible that some good purpose is served by their existence. However, it does seem to me that there are too many pressure groups within the Division, all

D. P. U. I. SALARY SCALES

working for their own title. I don't think we can do anything about that, but, if we form a stronger Association group throughout the Division, probably we can do away with some of these other groups.

At this meeting, of course, there were only Association members and we had no opportunity to talk with representatives of any of the other groups including the United Public Workers. The meeting broke up about 8 o'clock and it was decided that we would meet about 2 o'clock prior to the conference with Mr. Loysen which was to take place at 2:30. We also learned that there was to be a meeting with Mr. Brockway, who is the Director of the Employment Service, at 10 o'clock in the morning. This meeting was with regard to the laying off of the personnel of the Employment Service. Neither Mr. Hopkins nor I attended the meeting as we had not been invited by Mr. Brockway and were entirely unfamiliar with the situation. In fact, before leaving Albany, I had noticed on my desk a bulletin regarding the order in which the employees would be laid off but, upon reaching New York, I heard that the Albert J. Herrin Post had immediately protested that veterans must have preference. This seems to be in accordance with the Law and the Division should have considered that before issuing a bulletin. I discussed this with Mr. Hopkins and we did not wish to attend the meeting as there did not seem to be very much we could do. It was just as well under the circumstances which developed in the afternoon that we did not attend the meeting.

MEETING HELD 2:30 p.m., July 18.

Thursday morning, I visited our office at 2 Park Avenue and learned that the representative of the Payroll Examiners' Association had sent wires to the Executive Director, the Civil Service Commission, and, possibly, to others protesting the fact that payroll examiners had been loaned to the Claims Bureau for several months because of a shortage of funds, necessitating laying off temporary employees in the Claims

Bureau. The contention of the Payroll Examiners' Association was that this was out of title work and "illegal." I know that this would prejudice the payroll examiners' case in the eyes of the Executive Director and everyone else connected with the Division. While it was true that payroll examiner did have to do some out of title work, it was because of an emergency within the Division and it seemed far better that they should do this work then that they should be furloughed without pay. This was the alternative to loaning them to the Claims Bureau.

As you will recall, I stated that the Payroll Examiners' Association did not comprise more than 20 to 40 per cent of the examiners in the Metropolitan Area and no examiners from the Upstate Area. Therefore, the sending of such telegrams was not representative of the sentiment of the majority of the examiners. We in Albany, while not pleased with the reduction in our staff, knew the circumstances and would cooperate at any time when such an emergency existed in the history of the Division. There have been numerous instances when we were short of funds and we have had to do various types of work rather than sticking strictly to the duties prescribed under our titles. As Mr. Loysen stated we were employed by the Division and if we were needed in different bureaus, we would be expected to work in them. I was asked by other examiners in the New York Office to see Mr. Loysen before the meeting and explain their attitude.

Before going into Mr. Loysen's office, I met the Assistant Director of the Tax and Wage Records Bureau who told me the same story and suggested that I explain that this was only a minority group. I also wished to see Mr. Loysen as the representatives of the United Public Workers objected to having "outsiders" at the conference. It seems that they wished to bring in some of their organizers or part-time staff and that the other members of the Joint Committee refused to have anybody present except employees of the Division.

Neither Mr. Hopkins nor I con-

sidered ourselves "outsiders." We had been with the Division practically since it was formed. I, therefore, asked Mr. Loysen if he wished me to be present at the meeting and he said, "Yes," and that he was also glad to have Mr. Hopkins. I explained the payroll examiner situation and he was pleased to learn that this group did not represent all the examiners. I asked him what the chances were for the Division's proposed allocations to be accepted by the Salary Board and Budget and he stated he believed the chances were good. However, as the Division's aim was to make the entrance salary for the professional and semi-professional group \$2400 to \$3000, he did not think that the Salary Board or the Budget could permit the next step to be \$3120 to \$3780. This was the salary which the Joint Committee was asking for interviewers, claims examiners and payroll examiners, which is the lowest grade in each group at present.

Under the proposal of the Division, there would be a junior grade created and the three groups listed would start at \$2880. It did not seem logical, therefore, that the next step should be \$3120. I stated that while I felt that the payroll examiner grade, based on ads in the paper, should be about \$3000, still it would be wiser to get \$2880 than to have our whole plan destroyed by asking for an excessive amount of money for these three grades. The ads that I refer to were all for compensation auditors in private firms. They ranged from \$3000 upward. However, this may be only temporary and later on, the opening salary for such jobs may be less. We had already submitted several of these ads ourselves, showing the job to pay \$2800 to \$3000.

The meeting started with Mr. Loysen presiding and present for the Division were Mr. Brockway of the Employment Service, Mr. Smith, Personnel Director, and Mr. Bass, Assistant Director of the Tax and Wage Records Bureau. The Albert J. Herrin Post representative was the first speaker and he merely endorsed whatever action the Joint Committee

(Continued on page 161)

REFORM ASSOCIATION AT

Sometimes it seems to public employees that they stand alone in their Association in seeking to promote the merit system. They know that good civil government is dependent upon the merit system for its efficiency. They know that public service will never rise higher than the integrity and ability of the men and women who perform the tasks of government. They would like to have all citizens anxious about government personnel. Despite a serious degree of indifference to the merit system on the part of the general public, there is a substantial and forceful group dedicated to the maintenance and promotion of that system. This group consists of the members of The Civil Service Reform Association, organized in 1877. It is to this organization that we owe the early successful efforts to establish the merit system. It is to this group that we owe the continuance of a healthy and constructive public criticism of personnel administration on all levels of government.

The present officers and leaders of The Civil Service Reform Association include the following prominent citizens:

President: Charles Burlingham

Vice Presidents: Charles C. Burlingham, Richard S. Childs, Herbert H. Lehman, George McAneny, Mrs. Douglas M. Moffat, Samuel H. Ordway, Jr., Allen Wardwell.

Executive Committee: Mason H. Bigelow, Chairman; Frances O. Affeld, Jr., Louis G. Bissell, Adrian P. Burke, Ralph M. Carson, William C. Chanler, John K. Clark, Charles Whitney Dall, Lewis L. Delafield, Jr., Albert de Roode, William Dean Embree, Walter Frank, John T. DeGraff, Albert Hirst, Mrs. Mary B. Horton, Nicholas Kelley, Howard C. Kelly, John C. McCook, Robert G. Page, Thomas M. Peters, George H. Richards, George Roberts, Eustace Seligman, Theodore Skinner, Kenneth M. Spence, Lyman Beecher Stowe, Samuel Thorne, Eliot Tuckerman, Bethuel M. Webster, Roger H. Williams, Mrs. Robert Winternitz.

Treasurer: Roger H. Williams.

Executive Secretary: H. Eliot Kaplan.

We are printing herewith the 1947 Annual Report of the Civil Service Reform Association, indicating its progressive attitude toward the merit system.

Transition to Peace-time Service

The Association has had an active year of continued vigilance in keeping the merit system in New York on high standards of effectiveness. Its accomplishments have been many and most of them have been made public during the year. We therefore confine this report to making a number of specific recommendations for improvement of administration of the civil service which we think immediately essential.

Unlike the Federal service, the civil services of the State and its municipalities have expanded materially during the past year. Many of the activities which had to be curtailed during the war because of lack of manpower, funds and materials, have been resumed. Public payrolls have increased substantially, approaching more closely than at any time in the past salary levels in

private industry. Transition to a peace-time footing has been relatively slow, although the civil service commissions have lately accelerated their pace in replacing war-duration temporary appointees with competitively selected permanent employees. The New York City Civil Service Commission has scheduled over 200 examinations, both promotion and open competitive, to

be held during 1947. It hopes to terminate by June 30, 1948, the practice of authorizing war-duration appointments. The State Civil Service Commission, however, appears to have taken advantage of the technicality that war has not been officially declared at an end, and continues authorization of such temporary appointments on an indefinite basis. Both Commissions have been handicapped by lack of sufficient examiners with which to meet fully their present burdens. Neither Commission has sufficient trained and experienced personnel to meet the needs of operating departments for competent personnel. The sooner the civil service is placed on a permanent, stabilized basis, the better will be the service to the public through enhanced morale. Retention of thousands of employees on a temporary basis is unfair to the employees. Economical administration of the public service is impossible with so many temporary employees uncertain as to their continuance in the service. Furthermore, the tendency often is to find some means of continuing favored incumbents in their positions even where other more qualified persons might be available. Many qualified candidates, particularly for the more responsible positions, are discouraged from competing for appointment where they find temporary incumbents, many of whom have served a long time. The assumption is prevalent that the incumbent will somehow be favored and competition might prove futile.

We urge that sufficient examiners be made available to the civil service commissions so that examinations may be held more expeditiously and the service on a more stable and permanent basis. This should not necessitate adding large numbers of examiners to the permanent staffs of the commissions. The present situation can be met by the use of outside examining experts and temporary assistants. Judicious expenditure of funds in this direction will prove a good investment by the State and its municipalities.

Public Employee Relationships

The Association believes that strikes by public employees are in-

WORK FOR MERIT SYSTEM

tolerable in a democracy. However, denial to public employees of privileges accorded to employees in private enterprise carries with it a collateral duty on the part of the state to provide adequate procedures for handling grievances of public employees. The Condon-Wadlin law, which we opposed because we feared the proposal would prove to be much too harsh, rigid and unworkable in its application, makes no such provision. We suggest that the Governor appoint a special committee of highly qualified, disinterested citizens to make a study of the subject and recommend such supplementary legislation, procedures and practices as will enable public employees to make full presentation of grievances, with provisions for rectifying unsound or unfair conditions.

Veteran Preference

As was to be expected, the new veteran preferences adopted by amendment to the Constitution in 1945 have already proved a serious handicap in attracting highly qualified talent to the civil service. They are already impairing the morale of the service, particularly because of their application to promotions. Both disabled and non-disabled veterans are now granted preference in promotions over non-veterans regardless of higher examination ratings attained by non-veterans. Non-veterans find their chances of promotion slim, if not hopeless, and are discouraged from competing.

It is not the non-veteran alone who finds himself at a decided disadvantage. War veterans have found to their dismay that they have had to yield opportunities for appointment and promotion to veteran colleagues who have sought priority preference as "disabled" veterans on spurious claims of "0% disability." Most of these claims are for infirmities which either do not exist or are so slight as to be patiently non-disabling. Because of the poor draftsmanship of the veteran preference amendment of 1945, veterans who have been certified by the U. S. Veterans' Administration as "0% disabled" because of "flat feet", "vari-

cose veins", "pyorrhea", "dental conditions", "allergic to wearing wool socks", and other trivial ailments, have been granted the same preferences in appointment and promotion as are accorded physically handicapped veterans. It was clearly not the intention of the voters of the State to place really disabled veterans in the disadvantageous position of competing with nominally "disabled" veterans. Nor was it the intention to give nominally disabled veterans priority over their fellow veterans, many of whom made greater sacrifices in the war. For these reasons the Association has instituted a proceeding in the courts to exclude from priority preferences over other veterans alleged "disabled" veterans rated as "0% disabled" by the U. S. Veterans' Administration. In fairness to the Veterans' Administration we point out that its disability ratings are not made for civil service preference purposes, but solely for purposes of compensating veterans who have become handicapped in some degree by war disabilities. Unfortunately, preferences under the New York law are based on the certification of disability by the Veterans' Administration, which is not concerned directly with the granting of civil service preferences.

Exceptions from Competition

The number of positions in the State service which have been excepted from competitive examination continues upward. It is now at the highest point in over twenty years, totaling approximately 1025, more than twice the total of such exceptions in the New York City service. The record of the State Commission in authorizing exceptions from competition is regrettable.

We believe that exception from competition of positions other than those required to formulate political policies of administration, such as department heads and their principal deputies, if ever defensible, is no longer. Experience has demonstrated that competition on a basis of proved qualifications for every position is practicable, in one form or another.

Aside from establishing a real career service for those in the public service, the people are entitled to retain for their own benefit the experience and training gained by their civil servants. Most exemptions from competition are sought on one pretext or another primarily for the advantage of political machine patronage. The pressure on the civil service commissions, most of the members of which are representative of one or another political party, has proved too great even for the best-intentioned commissioners to resist. Department heads find it difficult and sometimes impossible to avoid compromises with political organization leaders desirous of building and maintaining their political machines through rewarding their partisan followers. While the use of public places for patronage has long been on the wane, the spoils system is even now far from obsolete and at the present time appears to threaten a revival.

In most jurisdictions operating under a modernized merit system exemptions for competitive examination are relatively rare and are specifically enumerated in the civil service statute, leaving the personnel agency no authority to exempt positions from competition. Such authority is the exception, not the rule. Yet New York, where the civil service merit system was first established, has lagged far behind most other states by permitting unwarranted exceptions from competition. We recommend that the civil service commissions be divested of authority to except positions from competition; that exceptions be restricted by statute to policy-determining positions of the rank of department head and a principal deputy, and to other rare classes of positions where competitive examination is manifestly impracticable.

The adoption of this recommendation will relieve the operating departments and the civil service commissions of political pressure and embarrassment. It will expedite the transaction of the commissions' business and permit it to give much needed attention to improving the methods and practices of the per-

sonnel agencies. It will do much to enhance confidence in the integrity of the New York merit system.

Attorney Positions in the Civil Service

An outstanding example of unwarranted exception from competition is the long-continued practice of wholesale exemption of positions of legal assistants in the public law departments. Practically all of the assistants (97) in the State Law Department, large numbers of them in the District Attorneys' offices, and over 85 such appointees in the office of the New York City Law Department, are selected without competitive examination. Most of the appointments are made largely for political considerations, and often the appointees' qualifications are inadequate. With every change of administration the public suffers the loss of those trained by experience gained at public expense. It is often compelled to waste valuable time and large sums of the taxpayers' money in the training of new appointees. In many jurisdictions, notably California, Connecticut, Wisconsin, Milwaukee, Los Angeles, Michigan and Minnesota, practically all legal assistants in the public law departments are appointed after competitive examination. With the larger reservoir of talent available in the State of New York, there is even less reason for excepting such positions from competition. It is hopeless, without a competitive system of selection based solely on merit and fitness, to expect to build up a corps of trained public law assistants free from political influences.

Secretaries to Justices

It is gratifying that the bar associations have taken a more militant stand in regard to the appointment of secretaries to judges in the New York courts. The lack of qualifications of many of the judges' clerks and secretaries, nearly all of whom are selected presumably on a political basis, is notorious. Many of them are not lawyers, nor have they adequate qualifications for their positions. It is common knowledge that much of the work which should be done by qualified judges' secretaries or clerks is performed by other court attaches competitively selected. Requirement that judges' secretaries be lawyers, as insisted upon by the

bar associations, is not an adequate solution of the problem. It is not enough that they be required to be lawyers. It is imperative, if we are to be assured of better qualified personnel, that the appointees' records and qualifications at least be approved by the civil service commissions after non-competitive tests. This practice will leave the judges free to make their own selections, but will give the public some assurance that the appointees are reasonably qualified, even if they are not among the best qualified available talent. Competitive tests would give greater assurance that the work of the judges' secretaries would be more objective and freer from outside influences.

Modernization of Records

The State Civil Service Commission has made considerable progress in modernizing its routine methods and procedures by installing mechanical equipment for more expeditious handling of its clerical operations. The New York City Commission is far behind other personnel agencies in the use of modernized equipment for record keeping and clerical operations. We again urge upon the City Commission the selection of a specialist in methods and procedures to bring the Commission's records up to present-day standards and to install mechanized processes which will speed up routine operations. To accomplish this the Commission must have the sympathetic cooperation of the Budget Director. Unfortunately, the budget office has not shown full appreciation of the Commission's needs in this regard.

The physical quarters of the Municipal Commission at its present location are unworthy of the City. The hundreds of thousands of persons who have occasion to appear at the Commission's office are unfavorably impressed with its shabby, overcrowded appearance. Furniture and equipment are in poor repair and much of it needs to be replaced. It would add to the prestige of the agency, and improve the efficiency and morale of its staff, if more suitable quarters were found for the Commission and its physical plant modernized.

Appeals from Examination Ratings

Errors in rating examination papers may sometimes occur, and an

examiner may occasionally act arbitrarily or capriciously. In such cases correction of errors or improper action of examiners may and should be a responsibility of the personnel agency. The best safeguard against manifest errors or patently capricious conduct is the proper selection of qualified, trained examiners, and more careful attention to their assignments. We deplore the tendency of the civil service commissions to substitute their no better considered judgment or wisdom for the more expert discretion of qualified examiners. Even the substitution of one expert examiner's judgment for that of another is of doubtful wisdom when applied to one candidate's examination to the exclusion of all other competitors in the test. Obviously, standards of rating may differ between one examiner and another. We recommend that no appeals from examination ratings be granted unless it is clearly shown that a manifest error was made in rating a candidate. Otherwise, the basis of competition may be materially distorted or actually defeated. Most examination papers are rated without disclosure to the examiners of the candidates' identity. On appeals candidates' identities are revealed. It will avoid suspicion of impropriety in re-ratings if they are permitted only in cases of clearly shown error. Adoption of this practice will materially reduce appeals from ratings, some of which are sought either in hope of bringing pressure to bear on the personnel agency or of deferring discharge of temporary appointees anxious to hold on to their positions.

Investigation of Candidates' Qualifications

The New York City Commission has long followed the practice of investigating candidates for appointment to City positions. Many candidates have been excluded from City employment because of poor character records or because of deliberate falsification of experience records. In the State service, however, little attention has been given to this phase of the Commission's responsibility in determining the fitness of candidates. Occasional inquiries have been made as to candidates for special positions, such as patrolmen, correction officers, etc. Generally, however, the State Commission has

(Continued on page 162)

Search for Merit Begins

The Civil Service Employees Association takes a particular interest in the Harold J. Fisher Awards, instituted in honor of our beloved former President of the Association.

The Committee on Awards consists of prominent members of the Civil Service Reform Association; Charles Burlingham, Chairman; Howard C. Kelly and H. Eliot Kaplan. Mr. Burlingham is President of the Civil Service Reform Association, Mr. Kaplan is Executive Secretary of the organization, and Mr. Kelly is a member of its Executive Committee.

Mr. Kaplan has started the search for the outstanding State Employee of 1947 by sending the following letter to all Department Heads:

"This Committee has been established to choose the recipient of an annual award made available by The Civil Service Leader for outstanding service to the State performed by a State employee.

"We ask your cooperation in selecting the person employed by the State — no matter what class of position he may occupy — who appears to have performed the most outstanding service during the past year. We are searching for a person who may have achieved an exceptional record in his position; who may have made a suggestion which resulted in great benefit to the service; who may have performed exceptional service above and beyond the call of his immediate duties; in short, one whose record, performance and achievements have been so unique and outstanding as to be worthy of special commendation.

"We should appreciate it, therefore, if you would let us have your suggestions or recommendations at an early date, and in any event not later than September 15. Please give us a brief resume of the services performed by the employee or employees recommended. We will, of course, hold the information you give us in strict confidence."

The trophy is donated by the Civil Service Leader but the selection is entirely in the hands of the Committee.

The Next Step Forward

Life is much like a game of chess, consisting of moves and countermoves. The life of your Association is much like the life of an individual; it consists partly of "moves" or working for long-term improvement of the public service and employee welfare, and partly of countermoves or steps required to meet a crisis or new situation or a new administrative strategy.

Sometimes one can combine a move and a countermove in one play. Such combinations win the game.

The Association is now planning a combined move-countermove to meet the challenge of the No-Strike Law and to establish the conference method of employee

participation in personnel management firmly in practice.

The new Special Committee on Labor Relations in Government is charged with the development of a plan to secure to all public employees in the State important natural, economic and political rights, and to make the Civil Service Employees Association a more potent instrument in representing the interests of the public employees in its contacts with the administration and the various public agencies.

To achieve in practice these rights and to secure this position for the Association as the recognized representative of the public employees, the Committee will outline the essential organizational and administrative machinery and procedure which, in its opinion, must be created to make collective negotiation work.

It is expected that the Committee will outline and recommend and that the Association will take all possible steps to secure for every state and local civil service employee —

1. Freedom to exercise his constitutional rights of free speech, free assembly, to organize and to negotiate with his employers through representatives of his own choosing;
2. Adequate and recognized machinery for collective conference and negotiations at all levels and in all areas of administration. This machinery is needed to make the conference method work in actual practice.
3. Procedures and standards of fair public employment practices and employee representation in all matters relating to personnel.
4. A Board or Court at the highest level of government to recommend to administrative bodies to the executive and to the legislative, standards and procedures and to resolve problems that cannot be settled in conference at lower administrative levels. Such a Board must represent equally the interest of management and of the employees. The interest of the public must also be represented.

The Labor Relations in Government Committee is thus entrusted with a difficult task. It must give body to an idea. It must create in the Civil service new instruments of working together by employer and employee, similar to, but different from those that exist in private industry. It must find means to give equal power and authority to both parties, management and labor. It must provide that the safeguards and authority required to place the employees firmly and legally in a position which they now enjoy only occasionally and by courtesy and not as a right.

We wish the Committee every success.

State Employees Underpaid

The state employee, with no savings and using borrowed money to maintain his standard of living, is not unusual. Nor does he need to look far to find the reason.

(Continued on page 160)

What's Doing in the Chapters



Hudson Valley Armory Employees Organize



FRONT ROW (from left to right)—Eugene Fouant, New Rochelle; Burton A. Reichard, Peekskill; Lewis N. Greene, Newburgh; Vernon Budd, Mt. Vernon; Charles H. Outhouse, Peekskill, President; George Fisher, New York City (guest); Robert H. Wolters, Peekskill, Secretary; James J. Andrews, Poughkeepsie. SECOND ROW (from left to right)—Robert B. Minerley, Newburgh, Delegate; Ambrose Van Tassel, Yonkers; Nat Carilli, New Rochelle; Max R. Brozzio, Hudson; Arthur W. McDonald, Mt. Vernon, Treasurer; Edward A. McCoppin, Poughkeepsie; Raymond Powers, Yonkers. BACK ROW (from left to right)—Francis A. MacDonald, (Chairman, Southern Conference); W. B. Millard, Peekskill; Irving F. Conklin, Peekskill; Robert P. Manning, Peekskill; Charles F. Gallo, Mt. Vernon; Clifton Budd, Mt. Vernon; Myron E. Hermance, Hudson; Victor H. Piggott, Middletown; Wilfred S. Bennett, Middletown, Vice President; Thomas R. Lloyd, Poughkeepsie; John G. McGuigan, Yonkers; Joseph J. McCullough, Yonkers; Frank E. Wallace, New York City (guest); John F. Carroll, Newburgh; Charles E. Bryant, Newburgh; Arthur S. Allen, Newburgh; James P. McLaughlin, Peekskill.

The presentation of the Charter to Robert H. Outhouse, President of the Hudson Valley Armory Employees Chapter, at the Peekskill Armory, on Thursday evening, June 19th, by Francis A. MacDonald, Chairman of the Southern Conference, was the achievement of a group of Armory employees who last February decided they wanted a Chapter of their own.

The interested employees circu-

lated a petition for the formation of a Chapter. This petition bearing fifty-five signatures was presented to the Association on February 1st. The petition was referred to the Chairman of the Southern N. Y. Conference by the Board of Directors at the March meeting for approval and recommendation. On April 2nd, 1947 a meeting was held at the Newburgh Armory at which time a Constitution was adopted and Officers

elected as follows: President, Charles H. Outhouse, Peekskill; Vice President, Wilfred S. Bennett, Middletown; Arthur W. McDonald, Treasurer, Mt. Vernon; Secretary, Robert H. Wolters, Peekskill; Delegate, Robert B. Minerly, Newburgh. The Board of Directors voted favorably on the petition for a Charter at its May meeting and the presentation was made on June 19th, 1947.

The Hudson Valley Armory Employee's will never have a large group but what they lack in number they make up for in enthusiasm. On Charter night there was a kitty of \$50.00 made up to start off with something in the Treasury. Much credit for the success of the organization of this Chapter must go to Secretary Robert H. Wolters of Peekskill Armory. Affectionately called "Bob." His efforts were untiring.

The Association is happy to welcome its newest chapter to membership in its ranks and to offer every assistance towards its success.



Geneva Chapter Host to Western Conference

On June 28, at Cayuga Lake Park, the Geneva Chapter acted as host to the Western Conference at its annual meeting. Below, at the right, are Chapter presidents who were present;

at the left is one of the guests, Dr. A. J. Heinicke, Director of the State Agricultural Experiment Station at Geneva.



DR. HEINICKE



The Chapter Presidents (left to right): Norman Schlant, Buffalo; Robert Soper, Newark; Gerald Zugelder, Rochester; Lawrence Law, Attica; Alice Wagner, Albion; Gertrude Hallett, Batavia; Raymond Monroe, Rochester; Michael Brennan, Iroquois; Harry Schwartz, Buffalo; Alvin Hofer, Geneva; William Sullivan, Ithaca; Vito Ferre, Gowanda; Emmett Durr, Ray Brook.

Utica State Hospital Has Annual Field Day

Virginia McDonough pitching a fast one to batter Lloyd Doyle. Bill Sultenfuss is catching.

COMMITTEE FOR FIELD DAY, JULY 12
Left to right: Virginia McDonough, Harold Bessee, Ruby Wrona, John Kauth, Margaret Fenk, Chapter President, and Edward Prendergast, Committee Chairman.

Pitcher Rosemary Schuff taking a quick look at runner on 2nd before pitching to Virginia McDonough.

Game ended in a tie when Umpire Larry Hollister of the Association Staff walked off to get his clambake.



Public Service Motor Vehicle Inspectors Meet



Counsel John T. DeGraff addresses the delegates at annual meeting and election in Albany on May 5.



← President William B. Filkin (now past president) makes a presentation to John S. Frawley for outstanding service to the Chapter.

Chapter members respond to invitation to visit some of the beneficiaries of the Albany Community Chest. At the left President Frank Conley of the Audit and Control Chapter and Helen McGraw and Sara Degnan of the James E. Christian Memorial Health Department Chapter, visit the Brady Maternity Hospital.



(Look also on page 160)



The Letter Box



Albany, N. Y.
July 17, 1947.

Dear Sir:

Congratulations on your "Merit" publication. It appears to be a good presentation of interesting facts and, as such, shows much work and skill on your part.

In perusing the current issue of **Barron's Weekly**, Volume XXVII, No. 28, July 14, 1947, I was interested in an article by F. A. Pearson entitled "High Prices Howl Based on Wrong Premise." It occurred to me that the item might be of possible interest to you and to the publication for its presentation of facts about the salary conditions of white-collar workers. I am thinking of course of the Civil Service Association's campaign for salary increases for State personnel.

Paraphrasing the article broadly and briefly, Mr. Pearson's thesis amounts to this. Industrial and agricultural prices are actually in line: the apparent disequilibrium is actually an equilibrium insofar as the rank and file of farmers, business men and laborers are concerned. However there is a large group in the United States, representing approximately one-fifth of the entire population, for whom the price structure is out of kilter—the white-collar worker whose salary has not risen in proportion to prices. Experience has proven that in a period of inflation the farmer, processor, wholesaler, retailer and labor are reasonably contented: the salaried worker is discontented. In a period of deflation, generally speaking, the white-collar worker's purchasing power rises. For the nation as a whole, then, inflation is to be preferred over deflation. Rather than upsetting the apple cart at this juncture by deflation (when most groups would suffer) the obvious answer is to maintain an equilibrium by advancing white-collar salaries. General deflation would create merely another disequilibrium in the price structure and throw the nation into a depression.

As you can see, this approach is somewhat unorthodox but the argument is, I think, very telling.

Sincerely yours,
Gordon H. Stedman.

Because of lack of space we were forced regretfully to hold the following letter over from previous issues.—ED.

Albany, New York,
March 20, 1947.

Dear Sir:

I just read the attached newspaper article in New York Times relative to "Hobbies" of Chase Bank employees of New York City.

It has occurred to me that it would be a splendid idea to create good spirit if a similar project could be started among our State employees. Surely, we have men

and women in State service who have similar avocations who would be very glad and happy to formally enter a Hobby Show for State employees. It would, I am fully convinced, spread good feeling among the various workers throughout the State, and at the same time afford all of us a glance at the other person's outside interests, and in addition, would draw many "recruits."

Respectfully submitted,
Bettina K. Ellis.

The clipping enclosed was the following article which appeared in the N. Y. TIMES of March 19, 1947, under the heading "Hobby Show Revived":

After an eight-year lapse, the hobby show of the Chase Bank has been revived.

One hundred ninety employees of the bank have entered specimens of their avocations ranging from large oil paintings to tiny dolls. Even Winthrop W. Aldrich, chairman of the board, had an entry—a hand-made model of the clipper ship Flying Cloud.

Neatly arranged on the second floor of the bank building at 46 Cedar Street are ancient sewing machines, a one-inch dictionary, earliest examples of the gramophone, ancient razors, tapestries, hand carved chessmen and merschaum pipes, and model electric trains. Also on display at the show, which opened Monday, are stamp and coin collections, and lamps fashioned from bowling pins. The exhibit will continue through Saturday.

FURNITURE AND GIFTS

American Informal
Rooms

HARRY SIMMONS
CO., INC.

59-61 STATE ST. 7-9 JAMES ST.

Dial 4-2159
Albany, N. Y.

OPEN THURSDAYS TILL 9 O'CLOCK

Editorials

(Continued from page 155)

for his sorry state. The cost of living is going up and state salaries are standing still. Let's review the story.

The last substantial increase in pay for state employees was in April 1946. At that time the cost of living adjustments for the lower paid employees just about balanced the increase in the cost of living. Higher paid employees even then were suffering a large cut in the purchasing power of their salaries. Adequate adjustments were put off with the promise that the Salary Standardization Board would study the relative salaries of State and other employees and a suitable adjustment would then be made.

Everyone now knows the sorry history of that promise. First, the salary study was inadequate and inaccurate and second, such adjustments as have been made have been small and ineffective. The costs of the adjustment are estimated at \$300,000. Meanwhile, the cost of living has gone up so that the value of the dollar has decreased by over one-sixth to 64 real cents in prewar pennies. The state employees have, therefore, thru last year lost about 20 million dollars in purchasing power while the Salary Standardization Board has begun to make adjustments estimated to cost \$300,000.

A review of what has been happening to pay rates in other occupations in recent months will make the case even clearer.

The electrical industry is important in New York State. In July 1945, wage rates in this industry were \$1.02. By July 1947, the rate has advanced to \$1.33, an increase of about 30 per cent. This was not an isolated increase. Other major industries in the country were getting similar increases. The hourly rate for the steel industry increased from \$1.14 to \$1.44 and for the coal

industry, from \$1.00 to \$1.63. This period, from July 1945 to July 1947, is a period in which state employees received no substantial increases.

Few figures are available concerning pay changes for professional and white collar workers but the United States News for July 25, 1947 carried some interesting, even though rough, figures on these. According to these figures, the median income of professional workers rose from \$3300 a year in 1945 to \$4000 in 1946, the median income of business managers, including the self-employed, rose from \$3300 to \$3700 and the corresponding increase for clerks and salespersons was from \$2200 to \$2600.

Moreover, the cost of living is still going up so that the plight of the state worker is growing still worse. In January, when the state program for 1947 was announced, the cost of living index was 153.1. By May, it was up to 155.8 and food prices have been advancing since then and many people are starting to pay 15 per cent higher rents. Coal prices and steel prices are also advancing. The state pay scale will in all probability be even more inadequate before the Legislature reconvenes in January.

**CONSULT AN OCCULIST
FOR YOUR EYES**

FREDETTE'S

**Dispensing
Opticians**

Complete Optical Service

DIAL 4-2754

63-A Columbia St., Albany, N. Y.



At the head table for the breakfast on May 4 were (left to right) — Sullivan County Sheriff Harry M. Borden, Lieut. William Steele, Troop C, State Troopers; Mrs. Lloyd E. Whipple, Superintendent Lloyd E. Whipple, City Judge Edmund C. Faulkner of Middletown, principal speaker; Rev. William F. Wilkins, Chaplain; Assistant Superintendent Edward M. Fay, Mrs. Edward M. Fay, Sullivan County Judge Geo. L. Cooke, Sullivan County Clerk Emil Motl.

D. P. U. I. SCALES

(Continued from page 151)

took. As I remarked before, I do not quite understand what an American Legion Post is doing in employee relations. The speaker for the post made that statement, saying that it was odd that the American Legion should take part in such negotiations. I agree.

Al Corum, a member of the Association, spoke for the employment interviewers. He said practically the same thing that we had discussed the previous night. There was a long argument about the method to be used in filling the proposed interviewer grade. In the end, it was decided that this would have to be left to the Civil Service Commission. As far as I could see that was the only thing that could be done in any event.

There were various other speakers who spoke for the claims examiners. The representative of the Managers did not speak as he felt that the ground had been covered by the other speakers. However, there is one point that should be raised regarding managers. The Division proposes that a number of new items be added for senior manager. At present, there is but one item which is now filled. However, the requirements for both jobs are practically the same and it was felt that in the event these new titles were added, it would be merely a reclassification

of some of the managers' jobs. The question was raised as to whether or not it would be necessary for a manager to take a promotion examination to become a senior manager. It was agreed that this would be referred to the Civil Service Commission.

However, the representative of the Payroll Examiners' Association did speak even though he stated he knew Mr. Loysen was well aware of what the examiners want and especially as we had filed a lengthy brief with the Salary Board and Mr. Loysen had been present at the hearing and had spoken twice himself.

The net result of the meeting was that regarding the employment of interviewers, the Civil Service Commission would have to decide whether a new promotion examination would be required. Regarding the allocation of more money to the various titles, Mr. Loysen explained the reluctance of the Salary Board and the Budget to go along with any plan of reallocation until they know whether or not money would be granted by the Social Security Board. As you probably understand, we must submit our budget to the Social Security Board which then makes a grant, usually less than the amount requested. We have felt for a long time that New York State was not receiving a proportionate amount of the tax paid by New York State employers. We felt that we have fully justified our budget and that we were entitled to a larger sum than we were getting. After considerable discussion both in Congress and with the Board, it appears at last that we are to be treated better regarding the grants made to us. However, we have not yet received our grant for the six months' period from July 1, to December 31. We are receiving a monthly allocation based on the previous year. It is expected that somewhere around September 1, we will know the extent of the grant for this period. If it is favorable, as is expected, then the Salary

Board and the Budget may do something about the entire reallocation plan.

The meeting, therefore, closed with the promise of the Division's representatives that they would inform the Joint Committee of any action taken.

I recommend immediate formation of a statewide D.P.U.I. Committee on a permanent basis. This committee should deal with the Executive Director, and Division of Employment Service and Personnel in all issues involving D.P.U.I. personnel. A meeting should be held in Albany as soon as possible inviting representatives from New York and from the Upstate Area to attend. Meetings thereafter should be held as required. As soon as a final determination is made of the present issues, I believe we should drop out of the Joint Committee. The Albert Herron Post, American Legion, in my opinion has no part in employee relations. The Payroll Examiners' Association represents a minority in the Metropolitan Area. The UPW—CIO methods are abhorrent to most Association members. The other groups are made up of those in the same title and can work with the Association framework.

FOR ALL
YOUR
LIFE INSURANCE NEEDS
AND
RETIREMENT INCOME
PLANS
SEE
HAROLD J. FISHER, JR.
NOW WITH THE
PENN MUTUAL
LIFE INSURANCE CO.
90 STATE ST. Tel. 4-6149
ALBANY, N. Y. 2-5927

**AIR
STEAMSHIP
RAIL-HOTEL
RESERVATIONS**

**NOW
IS THE TIME TO MAKE
RESERVATIONS FOR YOUR
SUMMER VACATION**

**LANSING'S TRAVEL
BUREAU**

507 BROADWAY, ALBANY 7, N. Y.
Tel. 3-1253 Tel. 3-1411
H. J. CURTIS W. J. HACKER

ESTABLISHED 1898

"Our Business Is Growing"
UNUSUAL FLORAL ARRANGEMENTS
We Grow Our Own

Danker
FLORIST

REFORM ASSOCIATION

(Continued from page 154)

neglected to investigate the claims of candidates in examinations, often misleading or exaggerated, and to check on the character records of appointees to the State service. The Commission, aware of this shortcoming, made a start in establishing an investigation division in 1944, but appears to have soon virtually abandoned it for unaccountable reasons. We believe it essential that the Commission immediately establish adequate facilities with competent personnel to check on the character and qualification records of candidates for state positions.

Reclassification of New York City Service

The salary structure of the New York City service needs to be restudied with a view to establishing proper relative pay levels on the principle of equal pay for equal work. Classification of positions in the New York City service is still haphazard and outmoded. No comprehensive, scientific survey of the pay schedules or of the duties, functions and responsibilities of positions has ever been made. New York City

is far behind other merit system jurisdictions in its failure to provide for an up-to-date position classification and pay plan. The city administration could make no better investment than by appropriating sufficient funds for an objective survey of the whole salary structure of the City with the object of placing the service on a sound position classification basis. Without such a coordinated plan the work of the Civil Service Commission is seriously handicapped in determining proper qualifications and requirements for appointments and in regulating transfers and promotions. Such a plan would enhance the morale of employees in the service, by assuring them of equitable salary treatment.

Salary Standardization in State Service

Salaries of positions in the competitive and noncompetitive classes in the state service have been standardized and regraded in accordance with new schedules embracing 50 salary grades. It is hoped that this new salary grading plan sponsored by the State Budget Director and approved by the legislature will permit more flexibility in the allocation of positions to their proper salary grades. Supplemental legislation authorizes the Salary Standardization Board to restudy the state salary schedules and to make adjustments therein to bring salaries of state positions substantially up to the levels paid for similar positions in private employment and other public jurisdictions. Unfortunately, positions in the exempt class have not been placed under the jurisdiction of the Salary Standardization Board, so that there is no control by the Board over many positions which are similar to, if not identical with

other positions in the competitive and noncompetitive classes. Often the salary differentials between exempt and other class positions are unwarrantedly wide and violate the fundamental principle underlying the state salary classification law requiring equal pay standards for equal work performed. Heads of departments often seek exemptions from examination in order to obtain for the incumbent a salary higher than might be permissible under the general salary schedules fixed by the State Board. We recommend as a matter of sound administration of the salary structure in the state service that all classes of positions other than those in the unclassified service be placed under the jurisdiction of the State Salary Standardization Board. This will insure equitable treatment to all employees in the service and avoid disparity in salary schedules to the disadvantage of the taxpayers.

THE CAPITOL RESTAURANT

IN THE STATE CAPITOL

Splendid Food

Pleasant Atmosphere

Open Daily from 7 A.M. to 7 P.M.
Saturdays from 7 A.M. to 3 P.M.

Under the management of

PETER GIFTOS

James G. Tebbutt

Marshall W. Tebbutt, Jr.

Tebbutt Funeral Service

Since 1850

176 STATE ST., ALBANY

Opp. State Capitol

FOR A MEAL
TO REMEMBER



LUNCHEON

12 TO 2

DINNER

6 TO 9

IN THE POPULAR
MAIN DINING ROOM

DE WITT CLINTON
Hotel

SICKNESS AND ACCIDENT INSURANCE

LOW COST

BROAD COVERAGE

FAST CLAIM SERVICE

Cash when you need it most

Look at these low Semi - Monthly Rates

PRINCIPAL SUM \$500.00

Classification Employees with Annual Salary of	Monthly Benefit	Regular Coverage	
		Males	Females
Less than \$600.	\$ 30.	\$.45	\$.65
\$ 600. but less than \$1,000.	\$ 50:	\$.75	\$ 1.05
\$1,000. but less than \$1,200	\$ 60.	\$.90	\$ 1.25
\$1,200. but less than \$1,600	\$ 75.	\$ 1.10	\$ 1.55
\$1,600. but less than \$3,500.	\$100.	\$ 1.45	\$ 2.05
\$3,500. but less than \$5,000.	\$125.	\$ 1.80	\$ 2.60
\$5,000. and over	\$150.	\$ 2.20	\$ 3.10

IMPORTANT NOTICE Group Plan Accident and Sickness Insurance

If you are not a member of The Civil Service Employees Association, Inc., join now by paying your dues to a representative or by sending it to the Association, Room 156, State Capitol, Albany, N. Y. Membership is necessary for the continuance of this insurance and dues must be paid within 60 days from the effective date of your policy or it will of necessity be automatically terminated.

A MILLION AND A HALF ALREADY PAID TO STATE
EMPLOYEES

WE GIVE YOU THE BEST FOR LESS

NO MEDICAL EXAMINATION - JUST COMPLETE A
SHORT FORM APPLICATION

Insure Now - AT PRESENT LOW RATES - WRITE

C. A. CARLISLE, JR. TER BUSH & POWELL, INC.
423 State St., Schenectady 5, N. Y.

Note To All State Employees: Whether or not you are insured - if you want any information regarding this insurance - write today for complete data and personal attention

YOU Should Know About

LOW
COST

FREE
INSURANCE

EASY
PAYMENT

AND OTHER FEATURES OF THE ASSOCIATION'S

GROUP LIFE INSURANCE

Free Insurance: Free Insurance, with a minimum of \$250 is issued each State Division member.

Low Cost: Member under 40 years can secure \$1,000 protection semi-monthly. Older members are charged proportionately low rates. The insurance is paid by deductions from salary.

Easy Payment:

New Employees: If you apply within the first three months of State employment NO MEDICAL EXAM is necessary.

Broad Coverage: Pays for death due to any cause. Claims are usually paid within 24 hours. Over \$2,000,000.00 paid to beneficiaries of deceased members.
Claims Paid Promptly:

Take Advantage: The Association used the tremendous purchasing power of its 36,000 members to make this valuable protection available. TAKE ADVANTAGE OF IT TO PROTECT YOUR DEPENDENTS AND LOVED ONES.

SECURE AN APPLICATION FOR THE GROUP LIFE INSURANCE TODAY from your Local Association Chapter or from Association Headquarters, Room 156, State Capitol, Albany, N. Y. FILL IT OUT AND RETURN IT PROMPTLY.

MISS MARY R. CORREY
STATE EDUC. DEPT.
ALBANY, N. Y.

N. Y.
P. M.
MAY 1956
02