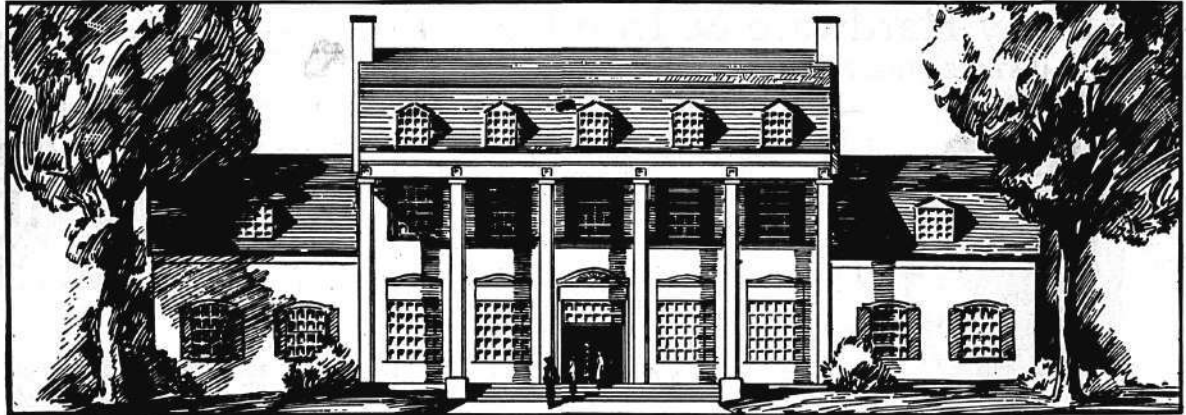




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OFFICIAL MAGAZINE OF THE ASSOCIATION OF STATE CIVIL SERVICE EMPLOYEES OF THE STATE OF NEW YORK



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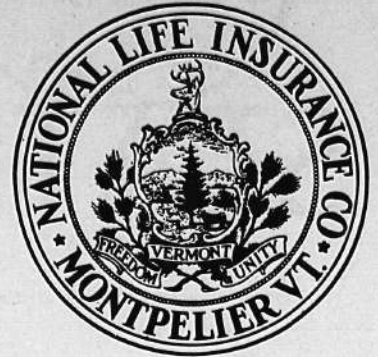
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ASSOCIATION INSIGNIA CONTEST

For some time the officers of this Association have been considering the adoption of an official insignia for the Association, which would be used on all documents, literature and stationery. The question is now presented to the members themselves and their advice sought as to an appropriate insignia.

RULES

1. This contest is open to all members of the Association, and more than one entry will be accepted from any employee.
2. Drawings must be in black ink on white paper and must be readily distinguishable.
3. Entries must be received at Association Headquarters before September 15th.
4. Explanations and reasons for insignia will be considered.
5. The winner will be announced in a future issue of this magazine.
6. The decision of the judges will be final.



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THE STATE EMPLOYEE

Official Publication of
The Association of State Civil Service Employees of the State of New York
Room 156, State Capitol, Albany, N. Y.

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VOL. 3.

SEPTEMBER, 1934

NO. 7.

THE STATE EMPLOYEE is published monthly except January, April, July and October. Publication office 2 Norton St., Albany, N. Y. Editorial and executive offices, Room 156, State Capitol, Albany, N. Y.
10c a 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.

Application for advertising rates and space should be sent to the Editor, Room 156, State Capitol, Albany, N. Y.
Letters to the Editor, contributions, news items, applications for membership should be sent to Executive Headquarters, Room 156, State Capitol, Albany, N. Y.

Members of the Association receive THE STATE EMPLOYEE upon payment of membership dues.

Public Cooperation and the Merit System

By HON. RICHARD WELLING,
President, Civil Service Reform
Association

Why for over fifty years has a merit system of examinations for public employees been struggling for recognition? And why have only three out of our forty-eight states made it the corner-stone of government by putting it into their Constitutions where fickle legislatures cannot tamper with it?

The leaders of the Democratic, Republican and Socialist parties are each at the head of many office seekers. But who let them grow up believing that the "public-office" trough was their trough and to the victor belong the spoils? The answer is plain—a public school system which gives a one year anaemic course in Civics and has failed to develop an alert public sentiment against attacks on the Merit System. These Civics courses give the student but a limited grasp of the mechanism and framework of government, perhaps a casual mention of the Civil Service Law, but no real enthusiasm for this law as the backbone of honest government. Why are these potential voters not told how the laws are twisted and turned to suit the tricks of scheming politicians? Why are they not told that the flouting of the Merit System has made the spoils of office the main goal of many elections at the expense of party principles?

Governor Lehman holds the fort against bills to exempt employees from examinations. Judge Seabury has explicitly said, "Laws cannot cure this evil and there is no panacea but public education". This is a terrible indictment of our public schools. Was there any uproar in the public schools and colleges or in the great public that was trained in these schools when certain senators in the New York Legislature disregarded the Merit System and brought in bills exempting from examinations the liquor control officers? Not a ripple. Yet Franklin, Washington, Adams, Jefferson and many others expressly planned a new kind of public school education that should have raised such an uproar. They foresaw that this new democracy must have this perfectly new kind of public school.

Although the Fathers explicitly put citizenship first, the teachers forthwith started off on the wrong foot and have been unable to change step since. They fell into the old rut of European standards, syntax, cube root, and other frills, and the political bosses have had their own way. The Founders planned that we should be wise to the tricks of politicians and be posted on current events. As Jefferson said: "To know what is

going on, and to make, each, his part go on right."

Is there any mystery about the technique to be used by the schools in fitting future voters to do their part when they come to vote? Since Catherine Beecher and Bronson Alcott over 100 years ago had some form of student government and merit examinations, throwing responsibility on young folk as fast as their shoulders proved equal to it, substituting for teacher's favorites or teacher's pets tried and true student officers, these great principles of character development needed in a democracy, though undisputed, have been more honored in the breach than in the observance. As former Superintendent William McAndrew says:

"Now, more than a century and a half after the promulgation of the principles of democracy, they have not got into the schoolmaster's blood. He is still fussing with pretty things, good enough in their way, such as the gentlemen and scholars of the days of Queen Anne used to put their tune to."

Student cooperation and practice in the Merit System have no place under an old-fashioned martinet whose old-fashioned discipline

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Public Cooperation and the Merit System

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crushes the individual. When the older countries are taken as the model for both courses of study and discipline, we continue at cross purposes with the plans of the Founders and the inevitable follows, an indifferent and uninformed electorate.

Under some form of pupil cooperation the students should learn to elect their leaders and give merit system examinations to their administrative officers. As Walter Millard and the National Municipal League lay it down, administrative officers should not be elected but should be chosen on a merit examination basis, and of course this should begin in the schools.

Forty years ago or more Dr. William McAndrew required a large High School class in Civics to report daily on current events appearing in the press. This precisely fulfilled Jefferson's requirement to know what is going on, especially in local politics. A program of pupil cooperation is only half-hearted when this newspaper reading is omitted. Under the direction of an alert teacher, after several years study of current events, the pupils get a definite idea of what is going on in city, state and nation, with a fine ambition to clean up any political mess.

Until the depression came and the taxpayer's pocket nerve was hard hit, politicians continued in power in many places because they gave jobs and favors with a lavish hand. They used the public money to pay pet jobholders, and defied the law which says all positions (except a very few that are policy forming) must be filled by competitive examinations.

Growing bolder during this public indifference, the spoilsmen have now started a national Civil Service Repeal Association. Here is what they say:

"This association affords the avenue for a return to the old order of individual merit, in the making of appointments . . . Civil Service Commissions are costly and increase the cost of government. Such commissions should be abolished because they do not offer to the logical (sic!) candidate the means of appointment to the position he de-

sires and which, it is known, he can fill efficiently.

"Civil Service prevents executives in public offices from appointing persons to deputyships who have helped (sic!) the political party in power.

"Civil Service examinations are costly and do not bring harmony (sic!) to any form of government, in addition to the high cost. Instead, it brings discord and unrest by failing to give to those persons qualified a position in some department of governmental activity.

"The Civil Service Repeal Association has been formed and will conduct a vigorous campaign for legal repeal (under Initiative and Referendum laws) of Civil Service laws throughout the country, starting in the State in which the association has its headquarters—Ohio."

Gentle reader, can you beat it!

It is quite true that the public often distrusts examinations, and why not if as the late Judge Ordway said the Commissioners are appointed and removed by the Governor or Mayor, and the Commissioners' duty is to enforce the law against the very Governor or Mayor who appointed them? Judge Ordway believed that some day even the Commissioners themselves must be subject to competitive examinations.

The politicians, of course, find fault with examinations for as far as the law has any teeth in it, it obstructs their spoils system. Under the spoils system, no person need think of applying for any position unless he has good political backing, and (though no appointing officer will admit it) the place often goes to the man who has the strongest pull. The Merit System is, therefore, strangled between an apathetic or skeptical public and a group of greedy politicians.

To meet this general distrust or apathy about examinations to determine merit, I must as a former Civil Service Commissioner testify that the questions asked bear directly on the work to be done and really test the qualities needed for the place to be filled. The Public Works, Health, Police and all other Departments are consulted to make sure of this. The applicant's character is also carefully checked up and all his former employers closely questioned: "Why did he leave? Do you want him back?", so that we know whether he is a man we can trust. When necessary, practical tests are added to the written examin-

ations. A highway engineer after giving proof of technical knowledge must build a section of a street under the supervision of expert engineers.

So also in promotion examinations for those already in the service, a service rating or efficiency record is marked by an employee's immediate superior, and in his final rating this indicates his personal qualities which may not appear on the examination paper. Thus a nimble witted "pen and ink" man who stands high on the mere answering of questions may find his rating much lowered because he lacks the essential personal qualities, cooperation, initiative, etc. If the public understood this, it would do much to inspire confidence.

When New York City took on the big job of building the Catskill Aqueduct (an engineering feat in the class of the Panama Canal), the cost ran into many millions and hundreds of engineers and rod men had to be employed; too vital a job for political favorites. Examinations to determine merit were so carefully planned and well carried out that one of the ablest engineers in the country said his firm would not have known how to get as fine a set of men by the usual methods of selection.

Before there was a Merit System of examinations any decrepit old man if he voted the straight ticket might get a place as garbage collector, and if his heart or lungs gave way, or he happened to lack an arm or a leg, he might still be a garbage collector for he could be trusted to vote according to orders.

What has an office holder's politics to do with his work? There is no Republican way of cleaning streets; no Democratic way of putting out a fire. There is only one best way and that is to give the job to the man who has proven he can do it.

Many times have I addressed clubs and groups on the Merit System and when I ask: "Are there any questions?", up go sev-

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Budgeting and the Civil Service

By HON. ABRAHAM S. WEBER,
Director of Budget, State of
New York

To the great mass of civil service employees the Division of the Budget is probably contemplated only as the medium through which their annual rates of compensation are increased or provision is made for their promotion in State service.

Of course, this view does not portray fully the diversity and extent of the "Budget's" field of duty. Personal service admittedly is a major factor in the construction of the annual State Budget. And I use, advisedly the term "construction." Developing the ensuing year's fiscal program requires a step by step approach, making certain that the foundation of each step is financially firm and in the best interest of the public good before proceeding. There are many other important functions of the State that require the keenest consideration. The administration of State institutions, State-aid to the localities for education, roads, public health activities, and social welfare work; capital outlays and debt service combine to make the State's fiscal affairs a weighty task. A partial glimpse at the intricacy of the whole picture is afforded when one notes that State-aid to localities for education alone involves the disbursement of more than \$100,000,000 annually. This is a vastly greater sum than the total expenditure for salaries of all State employees which sum is, in round numbers, about \$50,000,000 annually. Likewise, the other functions of State government require the allotment of huge sums of public money.

All of these large amounts needed for the conduct of State activities must be analyzed separately and thoroughly. Constant consideration of the value to the State of any activity, not only in dollars and cents, but in the building of public health, morale and general well being, financial and otherwise, must be kept foremost in mind when allocations are made for the next fiscal period. Invariably some departments of the State government feel they should have increased appropriations, despite severe shrinkages in State revenues in times like the present. Consequently,

the Director of the Budget must carefully weigh each item against the rest before recommending any distribution of State moneys.

Hearings as to appropriations for all purposes for the fiscal year to begin on the following July first are conducted in the fall of the year in the offices of the Director of the Budget. Administrative officials of each department attend with prepared data to substantiate their requests for funds. Present at such hearings are also representatives of the Legislature and members of the budget staff. The Governor directs this work except when the press of State duties will not permit. All requests are carefully analyzed and explanations of the nature of the work for which funds are desired are submitted. After the hearings, the estimates are again checked and revised if deemed advisable. Further contact with the departments is effected whenever there appears to be a reasonable doubt as to the need of providing funds for a specific purpose. Always the intention of the Executive is to provide adequately for necessary State functions and to eliminate all needless requests.

In January the Executive Budget is submitted to the Legislature for its consideration. If passed, the budget becomes law without the Governor's signature. Any additions to the Budget must have the Governor's approval.

A prevalent misconception conveys the idea that changes in salaries always originate in the Division of the Budget. So far as increases and promotions are concerned, the initiative may be taken by the executive officers of the various subdivisions of the State government. These officers should logically be considered as best qualified to render judgment on the ability and value of their subordinates.

The Director of the Budget may, if he agrees with the recommendation of the Department head, raise the salary of any position. If there has been a decided change in duties warranting an increase beyond the normal salary range of the position,

there should be a reclassification by title of the position. The Civil Service Law states that "No person shall be employed under any title not appropriate to the duties to be performed."

In a perfect system there should be close cooperation between the Department of Civil Service and the Budget as to personnel classification and salaries. All through the year the Classification unit in the Civil Service Department is engaged in examining into the fitness of existing titles and proposed changes in title. The Budget Director may avail himself of these findings and expert opinion in considering requests involving changes of this character. Available funds and the general policy in effect at the time are the guiding criteria affecting the Budget Director's decision. Investigation to confirm the desirability and justice of changes in salaries of employees is naturally part of the routine procedure.

Increases in salary and promotions involving increases in salary are based as nearly as possible on merit and past service and in the light of additional responsibility. In this connection, the testimony of the administrative officers is readily sought and highly valued. Certain indices of potential value are found through such media as service ratings, personal service histories, and comparisons of the latest duties of the person involved with his past record. In all cases, the object is to stimulate the morale and efficiency of the service by extending just benefits for services rendered.

It is, of course, most unfortunate that the trend of economic conditions during the past several years should have been such as to necessitate disturbing the regular course of increments and salary adjustments which State employees had been accustomed to anticipate as reflecting reward for faithful service and as inspiration for increased effort and self-betterment in the future. At present it is extremely difficult to foretell what the situation will be even a few

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Jobs

The having of a job is a startlingly important thing. It is actually in our present political, social and economic state, the foundation stone of government. Several days or weeks without income derived from a job creates destructive fear for a family man, dread anxiety for his wife, and malnutrition and deprivation of the happiness and the environment which is the natural right of childhood and youth. Jobs must be permanent—or to put it in another way—a man must work at least twenty-five years, steadily, in order to round out a moderately successful family plan.

There are apparently no detailed figures as to just what percent of the people work for wages or salaries—those who depend upon jobs. Of the total population, it must be that at least 75 to 80 percent are dependent upon pay-rolls.

Here are the people who by reason of their wants buy or are unable to buy the goods and services of the manufacturer, the merchant, the banker, the doctor, the lawyer and so on. Whether we believe that social well-being generally depends upon economic prosperity or whether we credit this wholly to religious and moral strength, we must admit that a fair food, fuel and clothing supply is a necessity for all, and we cannot well leave out of the necessities, medical care. Professional services are rated highly by sensible people and those who dispense them when asking even a very nominal money return ask something beyond the power of a jobless family provider to give. All of the ills of the human body are common to the jobless as well as the employed.

It is not at this time a question of a "chicken for every pot". It is a question of stable work for every home maker. A job that he does not need to be in constant worry about; one so stable that he can plan well for his home and children.

Upon the owners and developers of the natural resources of the Nation upon the tradesmen, and upon the professional groups who are the makers of jobs rests the

problem of the stabilizing of jobs and through this the stabilizing of our government itself. We have not "good" government when we have a large percentage who are in want of necessities. Other nations are now in process of improving this age-old fact.

The making of jobs and their stabilization is a scientific matter. We cannot afford to throw men out of work because of temperament or temper, family quarrels, ruthless economic selfishness born of speculation and gambling or other forms of employer dyspepsia. The employer who risks madly in order to "corner" a market, and thus jeopardizes the stability of income of even a few heads of families is a public enemy far more to be feared than the late Dillinger.

The jobless able and honest man in need for parents, wife, children, self or dependents is the greatest liability society knows. The criminal can be put away, the mentally and physically unfit can be provided for, but the healthy, eager, ambitious young or middleaged man who has responsibilities but cannot find the means of meeting them because he lacks a job, is by human and natural forces led into social and political revolts that are dangerous and destructive.

Life at its worst is a struggle. At its best it is an adventure, where working together, not separately in cut-throat, selfish competition of unholy ways, we may build a degree of peace and contentment and happiness worthy of intelligent human beings.

It is not time for the whole range of employing interests to pool all of the resources of intellect and power, to congregate all there may be of scientific facts and learning pertinent to stabilization of jobs, and finally set up a gigantic, constructive, social-economic corporation, if you will, that will assure jobs and homes on business-like principles, and through these governments enthused with confidence, and with progressive ideals, just laws and ennobling institutions? Such planning cannot fail to endure and prosper becoming a great reservoir



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Can we not have this as the result of spontaneous patriotism? If not, we shall certainly have it by partizan-fettered political entities, and thereby advances will be hesitating and slow. Every day the job stabilization plan is delayed adds to avoidable human misery.

Forward with Civil Service

The glory of an organization as of an individual is to lead humanity a little further along the road toward peace and happiness. This is not accomplished by feeding the fires of selfishness; it is brought about only by sacrifice and effort of a high order. The civil service system is at once a shield and a weapon against the fundamental ills that beset government. Mankind is wise or foolish; moral or wicked; or, indifferent. The foolish, immoral, indifferent element in society, do no building. They exist for their day parasitically upon the accomplishment of the faithful wise and moral workers. The decadence of liberty and of progress begins with the ascendancy to control of the self-seeker—the charlatan in politics, economics or sociology. Against special privilege, unfair advantage, political, religious and racial intolerance, the civil service system takes its stand; on behalf of clean, efficient, progressive government it battles continuously.

The civil servant stands side by side with the military servant in sacred responsibility and duty to uphold and advance his government. He is a part of the administration under which he serves. He does not sacrifice his birthright or liberty. He does not forego his franchise as a citizen, but he exercises it in common with all other citizens. He is neither above nor below those whom he serves. There is no one set apart in America with any divine right to rule; we rise and fall together.

That we have come to troublous times, seems not appreciated by some who profess leadership and is wholly ignored by others. Has any organized group in times like these, and especially if they be workers in the public service, a call to anything but serious counsel and wise deliberation when dealing with political problems.

It is never open season for politics in civil service. This Association, truly representative of civil service ideals and purposes, and constantly alert and active in promoting good working conditions and adequate compensation for salaried workers

in public and private fields, because it recognizes these things as politically, socially and economically wise and necessary, resents deeply as it disavows completely the action of civil service groups recently assembled at Rochester.

The resolution passed at that meeting attacking the Governor of the State because of an official act in signing the New York City Economy Bill passed by the Legislature, which act he believed was in the interest of public welfare, was indefensible from every angle.

The city and county employees themselves have often rallied in important ways to help State workers in these matters, and this Association has always fought unselfishly for city and county workers whenever opportunity has offered. While this Association opposed the Economy bill it felt that some of the issues involved were vital to the ultimate stability of the civil service system in New York City and the final agreement of the Legislature, Governor and the Mayor was the result of more careful consideration than had ever been given any public employee problem in this country at any time. The Rochester resolution and the action of the convention in passing it were a reflection upon the high standing and the good reputation for faithful and loyal service to State and Nation which have always rested with organized civil service employees. It must be understood that State civil service employees, and reports indicate the same for the rank and file of city and county civil service employees, did not concur in the resolution nor the political animosities and ambitions which apparently inspired it.

The action at Rochester is but another warning for civil service employees to hold fast to the principles of civil service and not to follow selfish leadership into the marshes of political partisanship and intolerance. With National and State governments beset with the gravest problems of any time in their history, it is not good form to make a banquet of destructive criticism; with want and misery on every

side and thousands unemployed, it is time to join in helpful study and constructive counsel. Surely, there is no wisdom or justice in unsavory criticism of a Governor who by every act has defended and elevated the merit system in public employment. There is no indication or proof that the interests of salaried workers have been neglected by Governor Lehman in the performance of his duties, fiscal or otherwise, during the gravest crisis through which the State has ever passed. Many improvements are needed in personnel administration and all recognize this, but these must be sought in orderly, intelligent ways.

Organized civil service bodies may not maintain within themselves the germs of political, religious or racial prejudices, if they are to remain true to their high purposes. The servant is not greater than the master. But when he is one with the master as a citizen himself and truly alive to the problems that both face, he cannot fail to justify the righteousness of his cause and thus in the sunshine of open and fair counsel and combat attain ends which will contribute to the common good of all.

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Institutional Work Survey

The study of the working conditions in State institutions, having for its purpose the elimination of the long day—the twelve hour and longer working day—of employees of such institutions, is now under way. The Legislative Committee met at Albany on July 11, 1934, for the purpose of outlining its procedure. It is expected to visit every institution in the State.

On July 10th, at a conference with Senator Michael J. Kernan, of Utica, chairman of the Legislative Committee, and Assemblyman Harold C. Ostertag, of Wyoming County, vice Chairman, President W. F. McDonough of the Association, discussed the importance of the survey, and left with Chairman Kernan and Vice Chairman Ostertag, the following statement containing suggestions and ideas which it is hoped will be helpful to successful accomplishment by the Committee. While the matter of shortening the hours of service is of first importance in the survey, this proposal is so closely related to all of the other factors connected with institutional work, that related questions must also be given consideration.

Conferences with Chairman Kernan have since been held by President McDonough and President Colesanti of the Hospital Employees group.

Employees in State institutions can have faith in this survey. They must support the Legislative Committee. They can point out any matters for improvement, or any ways of improvement. They are free to write to Senator Michael J. Kernan, State Capitol, Albany, N. Y., or to this Association. We will gladly turn over petitions, letters wires or any communications that are received, to the Committee and ask for their consideration.

The outline of suggestions presented to the Committee follows:

"This Association has urged for many years that the long day in state service be abolished, that fair and adequate wages be paid to

workers, and that insofar as the state can aid that good home and social conditions be made possible to its servants.

"It is estimated that about eight thousand institutional employees work twelve hours out of each twenty-four. The wages paid to a very large number of these employees is low even for a maximum eight hour day.

"Your committee is faced with one of the most important tasks delegated to any Legislative Committee ever appointed, in that you are to deal with questions of vital importance to salaried people as a whole, within and without public service, and you are also to deal with social and moral questions involving the relationship of the State as an employer to matters involving living conditions of its employees.

"We beg to suggest to your Committee that the whole institutional service be carefully surveyed to obtain the physical facts concerning each group within the institutional service, and finally a complete picture of conditions, and we submit herewith a proposed form of such census which would give in detail the necessary information upon which to base estimates of costs attaching to a revision of working hours, of health and pension safeguards, and of living and home conditions.

"We submit that in considering the reduction in number of hours the following facts be studied carefully:

a. That present trends as to hours of work in industry and private employment generally, are by reason of the grave economic considerations all toward a lower than eight hour maximum, and, therefore, that there should be no arbitrary holding to this maximum and that in any cases where groups of institutional employees work less than eight hours such should not be disturbed unless to bring to a lower maximum to meet conditions elsewhere.

b. That the wage question,

where considered, be studied in the light of living costs and the low scales now prevailing, and that consideration be given to adjustment upward; and that the question be considered as to whether higher scales would not be more economical and more uniformly just than commutation allowances. Also the moratorium on salaries now in effect with reference to statutory increases and time service allowance should be considered with reference to recommendation for prompt restoration of former or better than former scales.

c. That the question of uniform sick leaves and health vacations consistent with good health policies now in effect in some departmental services and private services be studied and fair recommendations along this line made.

d. That the question of proper classification of work and titles be noted at all institutions and that a practice frequently complained of whereby persons are employed under titles which do not describe their work or permit honest recognition of faithful workers within a class be recommended for change to a plan which will recognize efficiency ratings based upon a just plan that will not destroy wage scales and which will promote initiative and good work. The adoption of a plan of rewarding efficiency with promotion is strongly recommended.

e. That the matter of according to employees of institutions a competitive civil service status based upon qualifying examinations or a reasonable term of good and faithful service, be studied. There is abundant promise of better employment practices both as to selection, promotions, wages, and retirement in the sound policies of competitive civil service law and rules than under the non-competitive classification which applies now to so many institutional groups.

Continued on Page 10

Institutional Work Survey

Continued from Page 9

f. The question of employment of temporary relief, or "work-for-board" employees should be noted. This plan seems wholly unsound from the standpoint of a wise state policy or as an example to private employers. It is capable of much abuse. If the State has work to do it must in justice to maintenance of decent living conditions and living wage scales generally, arrange its budget so as to employ sufficient workers and reward them with fair scales of pay.

g. The matter of handling and preparation of food is recommended for study. The cost per capita for food at institutions is kept at a very low figure. It is vital to the health of workers that they be supplied with good food or with the wages which will permit obtaining such food. The right preparation of food served to workers in institutions is of as much importance as the quantity of food itself. This matter should be given careful attention if the State is to provide the food and have responsibility for its preparation.

"The Association respectfully urges that if possible all of the institutions of the State be visited by the Legislative Committee or one of its members, that such visits be conducted so as to observe the natural conditions both as to work, working hours, environment of workers, while at work, environment of workers while at meals, environment of workers as to surroundings, living quarters, opportunities for recreation, study, self improvement, family life, etc.

"The Association recommends that employees be questioned directly and officially by the Committee and also privately and that they be made to understand and feel that they are free to criticize and to suggest as to conditions with the thought of improving any that are not satisfactory. The constructive criticism of employees should be a part of the Committee's report.

"The Association suggests that Superintendents and Stewards be consulted as to all points pertinent to a complete study of the employment practices and needs of institutions, and that their recommendations be obtained as to hours of service, wages, food, sick and vacation leaves, commutation, living quarters within institutions, family life and like important questions, and that their opinions on these subjects be published as a part of the Legislative Committee's report together with the opinions of employees in all groups.

"We earnestly recommend a prompt carrying on of the survey and a gathering of facts which will permit a favorable preliminary report to the Governor in October as called for in the Legislative resolution.

"It is suggested that your Committee obtain the services of a person now attached to an institution or formerly attached to an institution, as an employee in one of the largest groups, who thoroughly understand the workings of an institution to be present at hearings or visits to institutions and to point out and advise regarding all details."

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Organization Strengthened

The State Employee, the official press organ of State employees, will now be sent regularly direct to members. Thus the policies and activities of the Association will be outlined and discussed and the facts come as a personal report to each member rather than by the way of the general distribution which has prevailed in the past. This arrangement has been made possible through important additions to the equipment and facilities of the Association Headquarters in the State Capitol at Albany.

Gradually but certainly the Association has by reason of its progressive and constructive attention to improvement and up-building of public personnel taken its place among the leading worthwhile organizations in the Nation. The united support of State employees will aid it in its great program.

Organization Helps Again

The organization and promotion of the State Employees' Recreational Club, Inc., by this Association was a happy event. The Recreational Club, through its progressive and unselfish leadership has supplied this year a vacation center at The Orchard House, on beautiful Lake George which center has attracted State employees from all parts of the State.

Vacations are economic necessities. The worker needs rest and rehabilitation in order that he may conserve his health and his earning power that is dependent thereon, and the State is interested in vacation and sound hours of employment because of the economic loss everywhere noted where health and energy factors as they relate to quality and quantity of work are not considered. The Association hereby gives a "big hand" to the Recreational Club, Inc. for its fine and successful third season of promoting good health and good morale in State service.

Budgeting and the Civil Service

Continued from Page 5

months ahead, to say nothing of a year hence. The hope of all is that improvement in business conditions will be accelerated at an early date and that the State will soon regain the income status of more prosperous times. When this time does come, it seems proper to expect that a well developed compensation plan, comprehensive enough to do full justice to public workers, may be evolved.

Primary consideration in the case of new positions is given, first, to the need for creating such positions. Inquiry is made to discover the reasons for contemplated increases in personnel. Sometimes new services are mandatory through newly enacted legislation. Often, changed conditions in some special phase of industry or agriculture make it advisable for the State to add to its personnel to safeguard the interests of its citizens. If it is determined that the State would be served by adding the new duties, then the question of increases in personnel arises. Should the added functions be too many for the existing staff to handle without detracting from other duties, the only alternative is to recommend inclusion in the Budget of an adequate number of additional employees to take care of the increased work. The aim of the Budgeting officials is to cooperate fully with the Civil Service Department in assuring a highly efficient personnel and compensation scales to reward such a type of service.

Compensation of the new positions is fixed in accordance with past established procedure in similar cases for like work as well as scales applying in private employment. Where the positions created call for particular training and duties not readily comparable with others in the State service, the annual salary is determined after intensive investigation of the duties of the position has been made and expert advice both within and without the department has been secured.

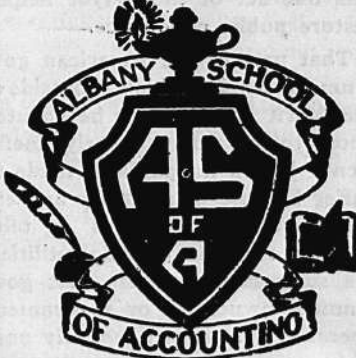
Recognizing that selection and appointment under Civil Service are closely related to budgeting for per-

sonnel, it is proper to point out that before his ascendancy to the governorship, Governor Lehman wrote an article for the Atlantic Monthly of November, 1932, wherein he clearly epitomized the principles upon which Civil Service stands. He said: "I favor the operation of civil service because I realize that it provides conditions that are infinitely better than those we should have were it eliminated. If there were no civil service we should return to the old principles of 'To the victor belong the spoils.' With every change in administration there would undoubtedly come an almost complete change in departmental personnel. We should, obviously, have a purely political government rather than one based upon efficiency and permanent organization. It would lead to corruption. It would be unfair to a great body of loyal and hardworking public servants, and it would inevitably break down morale and efficiency."

Subsequently, Governor Lehman in his official capacity has many times publicly defended the rights and principles of the Civil Service System. In acting on bills passed by the Legislature of 1934, the Governor upheld the principles which he has so clearly enunciated by refusing to approve exceptions to the Civil Service Law in the appointment of employees of the Alcoholic Beverage Control Board. He also refused to jeopardize the welfare of certain civil service employees by refraining from approving a bill that would have permitted the employment of outside architects on State construction work. The Governor went a step further and approved a bill providing for reduction (when reduction was necessary) in class, rank or salary grade only in the inverse order of original appointment. This support of civil service is helpful in budgeting as well as in administration of the State's activities.

Obviously, the pleasing thing for any Governor to do would be to raise salaries. The condition of the State treasury is of course not of his making so far as capacity to pay taxes is concerned. The budget must

under the law show a balance between income and expenditure. When income lags there must be increased thought to economies which would not be necessary in periods of great business activity. The Governor has emphasized many times, and the great mass of employees readily understand, that economic and social welfare of salaried groups demand that stability of employment and wise retirement provisions be recognized as of first importance in dealing with personal service matters and these are budget considerations that have been a constant care of the Governor and the Division of the Budget. Reduction in personnel and in salaries has been followed only as a last resort, while the retirement system has been safeguarded at all times.



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Public Cooperation and the Merit System

Continued from Page 4

eral hands and one man says: "I came out top of the list, the commissioner called me up for a talk and that's the last I heard of it till I learned that the third on the list got the job. I was baffled. How could I believe the Merit System was on the level?"

To restore confidence in the face of these hard facts I give you Mayor Gaynor's rule. It had become a custom for a department head to select any one of the three highest on the list, but the top man was so often passed over because, because, because!!!, that Mayor Gaynor required every one of his 23 department heads to write him a letter telling why he passed over No. 1 on the list. During his entire four year term of office he received not more than a dozen such letters. Think how this one act of the Mayor helped restore public confidence.

That part of the American government service which is outside of the Merit System may be counted upon to be comparatively inefficient. When the public is made to suffer because of arbitrary and excessive charges for gas or telephones or other public utilities, the suggestion is made that government ownership or government operation will afford the only possible relief. But one recoils from a remedy that inevitably calls to mind the inefficiency and expense of government work that is not under the Merit System. We must have an organized public opinion demanding that the spoils system shall give way to the Merit System before we extend government ownership or operation.

What can voters do to bring about more efficiency in public office? They can unite to put in office men and women who are pledged to the Merit System and they can work to get the law imbedded in state constitutions where successive legislatures cannot tamper with it. There is nothing gloomy in the outlook. We simply have never fairly understood and squarely faced the situation.

Better Training A First Consideration

The Association is proud of its initiation and promotion of the policy of aiding State workers to increase their efficiency and to keep abreast of advances in education and science and the development of State activities.

It sees in this project alone sufficient merit to justify support of organized efforts on the part of public workers.

More and more in the present and immediate future will the people turn to control of their nation's resources and the carrying on of services essential to society. This is the only course left to the people to circumvent selfishness in human nature when this seeks to become predominant, and still preserve and promote the genius and the nobility and the dignity of that same human nature.

The Association's present \$400 educational fund is being spent in a study of ways and means of offering to institutional workers the opportunities and advantages which will be helpful to them in their work and in their lives generally. It is a big problem. It will require help on the part of State workers as a whole and a degree of effort and patience upon the part of the individuals at the institutions who entire this plan directly. No investments pay such large or satisfactory dividends as those made in practical and cultural training.

The Association's Committee on Education is tireless in its efforts and boundless in its vision and unselfish devotion to the betterment of State service.

Investment of the State Retirement System

by FRANKLIN B. HOLMES,
Director.

As of March 1 of each year the entire list of securities of the New York State Employees' Retirement System is published in the report of the Insurance Department.

The Comptroller by law has charge of the investments for the Retirement System. This is as provided in Section 57 of the law.

The entire fund and every transaction in detail is under the supervision of the State Insurance Department. This is also provided for by law. The State Insurance Department examines into the actuarial soundness of the System and reports to the Comptroller relative to the same.

The State by law can invest its own money only in federal, state, county, city, town, village, water districts, school districts, etc., bonds. By law the Retirement System funds can be invested in only the same securities.

To date the Retirement System has not lost one cent of its investments.

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Is the Laborer Worthy of His Hire

The coming months will bring much needed attention to stabilization of employment in industry and business. Already strikes and arbitration have emphasized the importance of the question of work and wages. If the matter of stabilization of employment at wage scales bearing a direct relation to the living costs attaching to a decent standard of living for all, is attacked unselfishly it can and will be solved.

Will public workers be considered as entitled with other groups of wage earners to stability of employment and adequate wages? The answer rests with the workers themselves. If they organize intelligently and completely they will receive every consideration that other workers do. If they rely upon political pull, personal, religious or racial favoritism and go it the lone wolf way, they will find themselves as they have in the past the unfortunate victims of an inefficient system of classification, compensation and promotion.

This Association calls again to the attention of state workers the fact that the department of Civil Service and the Division of the Budget are not equipped to function, and are not functioning in a way to assure sound or just treatment of salary scales.

In arranging the State budget so as to provide for the carrying on of State activities just as in planning for sound private enterprise, the question of just and adequate wages for the men and women who do the work comes by divine and patriotic right first. The ills of the depression are wholly due to a disregard for the human element in business, in industry, in agriculture and in public service.

The services which the people have decreed shall be done through State departments and by workers selected through their civil service

system are in their results such as the people would have were the services to be secured by private endeavor. In private employment the workers and their families have suffered and now suffer, frequently, because of an indisposition to determine fairly what the character of work required demands of ability and training, and what living costs are, and failure to fix flexible standards of pay to meet changes in these living costs. This is the duty of the employer consulting the while with his workers. It is the duty of the people as the employer of their State servants, and it therefore becomes the direct concern of the Governor to adopt a wise and just plan of classifying all work and of fixing adequate and fair scales of pay.

No system of rewarding workers is or will be satisfactory where the workers are not represented in discussion of wage scales. It would be a right and progressive step for the Governor to adopt in his budgeting for personnel the plan of consulting employees directly through their organizations as to all personnel administration matters. This should be a policy of the State as clear-cut as any established by it.

This Association has addressed a communication to Governor Lehman asking that he adopt as a policy of his administration the appointment of an employee committee which shall be consulted at all times on all matters relating to personnel administration.

This proposal is made in the earnest belief that it will result in economy, good will and increased efficiency of state functioning.

We ask that local organizations of State employees and individuals throughout the service write Governor Herbert H. Lehman, Executive Chamber, Albany, N. Y., urging this recognition of State employees, and the appointment by him of a committee of employees to serve in this capacity.

Civil Service and Education

State employees are urged to read the article written for this magazine by Richard Welling and to pass it on to their citizen friends. That you may know something of the ability and standing of Mr. Welling, we quote the following from "Who's Who":

Richard (Ward Green) Welling: Born in Rhode Island, 1858; graduated from Harvard with A. B. in 1880; practiced law in New York City since 1883; President of Tenement House Building Company; original member City Reform Club, 1882; organizer of City Club, good government clubs, National Municipal League; Commissioner of Municipal Civil Service, 1910 to 1913; Vice President of Civil Service Reform Association; officer and director in various cultural and reform associations; served in Spanish-American War; in command of Montauk Point Naval Base, 1917-1919, where he successfully applied "discipline by consent"; Fellow (member of) Academy of Political Science, National Education Association, National Social Study Association, etc., Episcopalian. Clubs: Union, Century, City, Harvard National Arts; author of Self-government Miscellanies, 1914.

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Federal Service

The success of the "New Deal" is threatened by the policy of selecting workers at present reported dominant in Federal service. No public work can be successfully or permanently maintained except the employment policy recognizes fully and completely that public servants must be chosen fairly from the whole body of citizens under a free, frank system of selection based solely upon the merit and fitness ascertained as far as practicable by open, competitive examinations. The political, religious, racial or personal yardstick is un-American, undemocratic, uneconomical and unfair. It breeds jealousy, hate, discord, inefficiency and dishonesty. It is as wholly discredited as the lowest vice in the human calendar. It promotes communism, anarchy and revolution just as certainly as any like unjust and selfish policy in dealing with human beings promotes these terrible scourges.

Does President Roosevelt condone this policy? We do not believe it. But the responsibility rests with him. President Abraham Lincoln once said the spoils system was becoming a greater menace than the Rebellion. Nothing is more foreign to the spirit of the New Deal than disregard for the Civil Service system.

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Clean Movies

Every good citizen feels a lively interest in the movement upon the part of churches of all denominations to make it clear that the shameless disregard for public decency and good taste on the part of the makers of moving pictures should cease. They would like to see this campaign carried into the field of magazines and books as well, and doubtless this will occur. In the moving picture and publishing field, the desire to pander to immorality and gaudy cheapness has been strengthened by the money that such ventures always attract. Greed and selfishness have scorned the feelings of mothers and fathers. Only united effort can turn them back. What a sorry spectacle the good people would present if they had no churches or schools or organizations with which to battle collectively for that which is good and worth while and lasting in society!

Read about the Association Insignia Contest on page 2.
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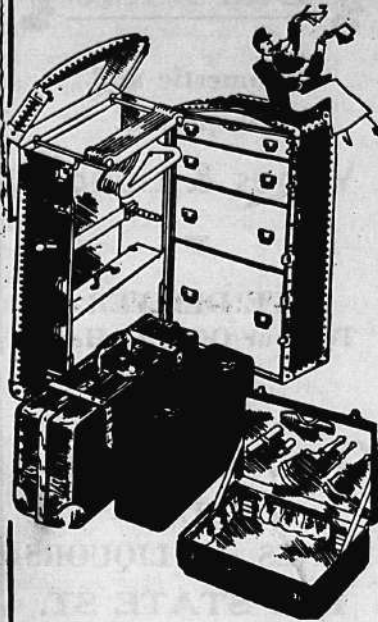
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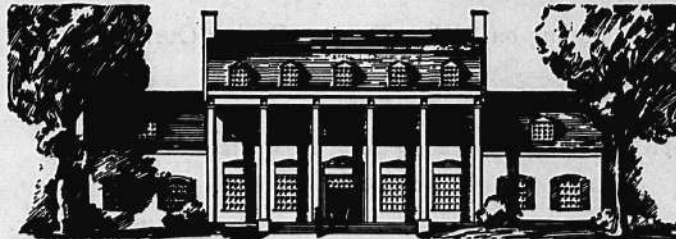
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