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Vol. 8

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Number 8

Taxes Here and Elsewhere

No nation in the world gets as much for its tax dollar as does the United States. No one pays as reluctantly as does the average American. Neither does anyone know less nor shout louder about taxes, how they are levied and what service is paid for by the levy.

The European nations, with imperative need for vast revenues to prosecute the war, have all imposed higher levies and new taxes in an attempt to finance at least a portion of the cost from current income.

In September Great Britain adopted income tax rates representing an all-time high, exceeding even the taxes imposed in 1918. The standard income tax rate has been raised to 35 per cent with a further increase to 37.5 per cent effective beginning April 1, 1940. At the same time exemptions have been lowered to \$400 for single persons and \$700 for married persons with no children.

In addition to national taxes the English subject also pays local taxes assessed by municipalities and counties which are known as rates. As an example, the local rate on real estate is 53.6 per cent of its fair annual rental value.

Figured in United States currency, the Englishman who earns \$480 annually, and is unmarried, will pay a little more than \$3 in income tax. A married couple earning \$1,000 will pay approximately \$28.60. This is but a single levy, the income tax. Reliable figures show the British income averages \$420 a year with the total tax paid by the average earner amounting to \$115.

The surtax ranges from six and one-half per cent on incomes of \$8,000 up to approximately fifty per cent on incomes of above \$120,000. This is in addition to the principal income tax of 37.5 per cent. The

total income tax on salaries of \$400,000 a year will amount to about eighty per cent.

England has the income tax, the surtax, the super tax and estate duties. The latter has recently been increased by ten per cent. A universal excess profits tax of sixty per cent has been substituted by Sir John Simon, the chancellor of the exchequer, for the existing tax on armaments only. There is indication that by the end of the year the government may conscript wealth by gathering in unearned war profits such as those produced by the increase in real estate values.

If, contemplating all these taxes, John Bull gets thirsty, he must pay an additional indirect tax of a penny on a pint of beer or \$18 on a barrel. It will cost him about thirty-one cents additional to take a quart of whiskey home and there is a new tax of seven cents on an ounce of tobacco. Sugar has been taxed an extra two cents a pound and an equal tax on molasses and glucose. The new tax on gasoline raises the cost of that fuel thirteen cents.

The ratio of tax collection to national income was 24.4 per cent in England in normal times. On a per capita basis this amounted to 19.37 pounds.

Wage earners in England are paid about half the amount the same position pays in the United States. This is particularly so in the lower income brackets. A London typist receives \$10 weekly; a stenographer from \$12 to \$15. While a New York patrolman starts at \$2,000, a London Bobby begins at half as much.

In Great Britain income is the basis of taxation. There are no important levies directed at principal in normal times. Persons are taxed rather than things. The chief source

is income. The land and property revenues are derived from the income of that land or property. The total tax revenue is from two main levies—national and local taxes.

Many an American tourist has basked in the glorious sunshine of Italy, marveling that scenery could be as beautiful as is any corner of that land, be it the high Alps or the low Campagna or the coast. It may be that he hears from a native how wonderful it is to live under a beneficent dictator who makes the trains run on time and has removed all beggars from the streets.

Well, Italy is beautiful. There is no doubt about it, but what about the beneficence? Every room occupied as a residence is taxed \$10 annually. You look out of a bay window taxed \$5 a year and see an ordinary passenger car such as infests our own roads. The tax on license plates for that car amounts to approximately \$60.

If there is a piano in the house it is taxed \$4.46 a year and the billiard table nets the government \$11.39. Pet dogs are taxed \$13.37 but watch dogs cost in taxes each year from \$1.34 to \$4.46. Servants are a luxury, for a tax must be paid by the employer from \$2.22 to \$17.82 according to sex and number of servants.

The tailor must pay a local tax on his tape measure, the grocer on his scales and there is an annual repair tax on houses whether the owner can afford to repair them or not. Marriage is no exemption. There is a tax on family income (maximum 8 per cent) and bachelors pay for not having families from \$6.24 to \$4.46, according to age, the tax being levied as soon as one reaches the age of twenty-five years. Finally there is a

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Taxes

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complementary tax of fifty per cent of income.

All these nuisance taxes are in effect despite Italy's not yet having entered the war. The government, however, has deemed it essential to force on the people two new taxes to meet the cost of military expenditures.

A two per cent general income tax has been levied. There is also a one-half per cent ordinary levy on net capital. The income tax is to be effective in the latter part of this year. It replaces a sales tax that ranged from one-half of one per cent to twelve per cent, depending upon the amount and nature of the transaction.

The capital tax becomes effective July 1, 1940. This will affect persons in every agricultural, financial, commercial and industrial venture. It includes real estate and all forms of capital investment.

This is the third capital levy enacted by the Italian government. In 1936 there was a ten per cent tax placed on all real estate to meet the financial expense of the slaughter of the Ethiopians. In October, 1937, a ten per cent tax was levied on all joint stock companies.

Taxes last year absorbed one-quarter of the German national income, according to the annual economic survey of the Reichskredit gesellschaft. Adherents of a religious faith unpopular with the dictator have been forced to pay twenty per cent of their fortunes because a Polish Jew killed a minor German official. Last month the levy was increased to twenty-five per cent.

Germany has also levied a surtax of fifty per cent on all incomes over 2,400 marks. All taxes on alcoholic beverages and tobacco have been increased. The ratio of tax collection to national income in the Reich was 22.7 per cent in 1935-36, the latest year in which reliable information was given out by German authorities.

There are ten principal taxes in the Third Reich today and a number of lesser levies and obligatory contributions. The ten are:

The income tax, the tax on wealth, the inheritance tax, the citizens' tax, the corporation tax, the sales turnover tax, the tax on all trades, the capital turnover tax, the tax on real

estate, and the special tax on bachelors. These taxes were reported reliably on February 14, 1936.

Since Germany is struggling under a dictatorship, accurate information of government finances and loans is not made public as in democratic nations. More than two years ago neutral foreign observers in Berlin estimated the secret debt of the government at twenty-five billion marks.

During the past lustrum or longer, German finances have been war finances due to the extreme emphasis upon military preparations, munitions and armament expenditures. During all this period the government has pursued a policy of taxing heavily and borrowing heavily.

German finances, according to Otto D. Tolischus, writing in the New York Times, are next to armaments about the most carefully guarded secret in the Reich.

"Even the American commission has apparently been unable to pry loose any official information about the financial status of that Reich," Mr. Tolischus states.

There are indications that even if the government desired to make known the amount of its secret debt it would be unable so to do. Two years ago it was known that the debt was increasing at the rate of a billion marks a month.

Large sums of money have been obtained through the flight tax on emigrees and the confiscation of Jewish property as well as from the seizure of Austrian and Czech gold.

The income tax rates for bachelors, spinsters and childless couples were increased this past February. Taxes, compulsory social insurance and social welfare contributions, it is estimated, now amount to thirty-eight per cent of the national income.

A new financial plan to solve financial difficulties of Germany was announced in March. This consisted of the issue of billions of marks worth of non-interest bearing tax certificates which may be utilized in lieu of money by both governmental and private enterprises up to forty per cent of their obligations.

Under the new plan a thirty per cent surtax on increases in individual and corporation incomes was decreed. This, in addition to existing burdensome surtaxes. Because of a protest the new surtax payable this

and next year was lowered from thirty to fifteen per cent.

France, the most democratic of the nations of the European continent, for years placed a tax on each window in a house. While rent is comparatively cheap in the republic, every one who rents property is required to pay 15 per cent of the rent as tax. Property is not taxed on its assessed valuation but on the annual value of income.

In Paris gasoline costs sixty-five cents a gallon.

Considerable revenue is also obtained from government-owned monopolies such as matches and salt. The ratio of tax collection to national income is 27.4 per cent.

Special war taxes were decreed in Paris in April. These included a one per cent sales tax on every thing except bread, milk and newspapers; a ten per cent tax on luxuries; a twenty per cent tax on liquors, wines and aperitifs. War profits were limited to ten per cent. A tax of fifty per cent was placed on profits of from six to ten per cent obtained from public orders; there was a tax of eighty per cent on profits of from ten to twenty per cent. Profits of more than twenty per cent were confiscated. In May all direct and indirect state taxes were raised eight per cent.

On September first, a new decree was issued limiting all industrial and commercial profits similar to the applications to national defense contracts made earlier. The tax scale for profits has been vastly increased. The French government now takes twenty-five per cent of profits above two per cent; fifty per cent of profits up to six per cent; seventy-five per cent of profits up to eight per cent and all profits over eight per cent.

The two per cent extraordinary national contribution in effect since the first of this year on all incomes was raised last month to fifteen per cent on wages, salaries and pensions of all men between the ages of eighteen and forty-nine years not belonging to any military organization. This tax applies also to commercial, industrial and agricultural profits accruing in the same category. This is additional to the ordinary general income tax.

There are seven principal classes of income taxes in France. These are:

The industrial profits tax, the agricultural profits tax, the tax on in-

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Governor Blocks State Fund Exemption

Governor Lehman has again shown his sincere determination to uphold sound Civil Service principles by refusing to approve a resolution of the Civil Service Commission, which would have transferred nine top-salary administrative posts in the State Insurance Fund from the competitive to the exempt class. Last May, the Civil Service Commission adopted a resolution reclassifying these positions, which pay from \$4,500 to \$9,000, to the exempt class, and sent the resolution to the Governor for approval. The Association promptly filed a memorandum with the Governor opposing the resolution, and requesting that it be disapproved. It was pointed out that when the State Insurance Fund was reorganized in 1938, the Legislature specifically exempted certain key, policy-forming positions. The Association contended that those were the only positions that should properly be exempted from the Civil Service Law, and contended that the nine positions in question, which had heretofore been in the competitive class for a long period of time, should remain in the competitive class.

The Association commends Governor Lehman for his continued insistence that Civil Service principles be maintained. By his action in this case, as in many other similar cases, Governor Lehman has deservedly earned the title of a "Civil Service" Governor. The Civil Service clause in the constitution requiring positions to be filled by promotion, if practicable, would become meaningless if the top jobs were continually exempted. It is only by constant vigilance, by courageous insistence upon the observance of the spirit, as well as the letter of the law, by the extension of the competitive class to all except policy-forming positions, that our goal of making the Civil Service truly a "career service" can be achieved.

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Service for Service Sake

William F. McDonough, Assistant Director of the Division of Milk Control of the Department of Agriculture and Markets, was appointed a member of the State Civil Service Classification Board by the State Civil Service Commission, effective November 1, 1939. This Board was established by Chapter 498 of the Laws of 1938. The other members of the Board are Charles L. Campbell, of the Civil Service Department, and



WM. F. McDONOUGH

Arthur J. Maloy, of the Budget Division. The duties of the Classification Board include the classification or reclassification of positions in the classified service of the State. The recommendations of the Board as to re-classifications or changes of titles of positions are filed with the Governor for inclusion in the next succeeding budget.

The Classification Board is a vital part of the career service law. Upon its accurate evaluation of the duties and responsibilities of the various positions and its fair attention to investigations of needs of the service and of complaints and grievances with respect to classifications of positions depends the effectiveness of a fundamental purpose of the Feld-Hamilton law, namely, "to provide equal pay for equal work."

Mr. McDonough entered State service through competitive examination in 1909 and ascended the competitive promotion ladder to vari-

ous positions of responsibility in the Department of Agriculture and Markets. In 1930 elected President of the Association of State Civil Service Employees, he reorganized that body and initiated a militant fight for the upbuilding of the civil service system in New York State Government. The Association grew in membership from 600 in the first year of his leadership to 12,000 in 1934, when he relinquished the presidency. From 1930 until 1934 he edited the employees' magazine now known as "The State Employee" and is still a member of the editorial staff. Responding to vigorous importunings by the Association which he had welded into a dynamic public service group, governors and legislatures rallied to the support of the merit system and there followed intelligent and constructive surveys of the State service, a general classification of positions, more adequate salary scales, the abolition of the twelve hour day in State hospitals and prisons and many other reforms culminating in the famous career service law. Mr. McDonough has been a consistent advocate of the extension of the merit plan to include all non-elective offices in the State service. His work as an organizer was recognized by succeeding Governors.

Mr. McDonough served in the First Cavalry on the Mexican Border in 1916 and in the 27th Division Machine Gun Battalion in France during the World War and was cited for special service. He is a member of the American Legion, the New York State Agricultural Society, the Grange and other organizations. He was recently appointed by the United States Secretary of Agriculture Wallace as member of the New York State Farm Security Advisory Committee.

No single individual has given more of his time and energy and personal resources to advancing the merit system in New York State employment than has Mr. McDonough.

The position as member of the Classification Board carries no salary.

New Members of Executive Committee



WAYNE W. SOPER

Wayne W. Soper, elected at the Annual Meeting to represent the Department of Education, is a native of Nebraska. Under the circumstances and in common with every other boy in his state just before the turn of the century, Wayne early became an admirer of that silver-tongued orator, William Jennings Bryan.

As an educator, Wayne has no comment on the Scopes trial, but he says regarding Bryan's idea of the free coinage of silver and other pecuniary ideas, present talk of the commodity dollar, stabilization and the abandonment of the gold standard, perhaps the Great Commoner's views were not so dreadful after all.

If it had not been for the World War Wayne would have been a banker instead of an educator (acting chief of the bureau of statistical service) and incidentally a member of the Executive Committee. While he was soldiering with the field artillery in Kentucky and Oklahoma his uncle's bank was sold. With several years' experience in public schools and a master's degree from the wild and woolly, Wayne earned a doctor's degree at Columbia. He has been here in Albany for a decade.

Edward J. Ramer, elected to the Executive Committee at the Annual Meeting, represents the Public Works Department. He is a civil engineer engaged in the design of highway bridges.

Born in New York City where he was educated in the public schools and at Cooper Union, Mr. Ramer was employed by the State during the period from 1914 to 1916 on the New York City subways. For the decade following he was in Pennsylvania in various capacities.

As a federal employee he spent 1917 and 1918 in designing ships. From 1919 to 1924 he did the same work for the Sun Shipbuilding Company. He was with the City of Philadelphia working on subways from 1924 to 1927. In February of the latter year he took up the position he now holds.

Many activities in which other members of the Association engage find Mr. Ramer lending his time and aid. He has been a director of the New York State Association of Highway Engineers since 1937. He is also treasurer of the State Employees Federal Credit Union from its start in 1935.



EDWARD J. RAMER



WILLIAM HUNT

William Hunt was elected a member of the Executive Committee at the Annual Meeting. He is an assistant accountant in the Public Service Commission.

Born in Mechanicville and educated in the public schools of that city, Mr. Hunt, upon graduation from the Troy Business College, was employed in the First National Bank of Mechanicville until the World War, when he entered the Army.

During the greater part of 1917 and 1918 he was training with the infantry at Camp Meade, Md. Scheduled to sail for France with many thousand others about the middle of November of the latter year, the signing of the Armistice spoiled his chances for a conducted trip to Europe.

Entering State service in 1919, Mr. Hunt was a bookkeeper in the Woman's Relief Corps Home at Oxford for about a year. In 1920 he took the position he now holds.

He was appointed by the Executive Committee to serve the unexpired term on the Executive Committee caused by the passing of George E. Kehoe.

Sick Leave For Employees

Health is a prime requisite of every worker. Employment practices that promote and protect health have been and are an important concern of every employer and of every workers' organization. But in spite of everything, sickness and accidents take their annual toll of working hours.

For many years this Association has sought to have established uniformly fair sick leave rules applicable to all State workers. In August, 1933, Association leaders were encouraged that their efforts had borne fruit. Rules for sick leave effective July 1, 1933, were adopted by a committee appointed by the Governor from his cabinet. It was the understanding of the Association that the fair provisions of the adopted rules would apply to all State employees. In the following months, however, it was apparent that the rules adopted by the Governor's committee were not being observed in the case of thousands of State workers located principally in State institutions. The rules were put in effect in the departmental services quite generally and with common commendation and are being observed in the case of probably 50% of the entire service.

Is not an institutional worker entitled to equal consideration with a departmental employee in this matter of a fair minimum sick leave? Certainly he is subject to the same ills and serves the same employer.

The Ehrlich Bill, Assembly Introductory 1893, Print 2953, which was passed by both houses in the last session of the Legislature, and which directed the head of each department to establish reasonable sick leave rules for institutional employees, was vetoed by the Governor. In vetoing this bill, Governor Lehman said, "To begin with, no law is necessary to empower the head of a department to adopt an administrative rule for sick leave. Departments now have adequate power."

This is a reasonable position. The Governor's statement permits of no argument pro or con on the part of the department heads in charge of the departments and institutions involved. Of course there are practical problems as to finances and work

schedules to be evolved and the Association knows that there are, but with the clear cut statement of the head of all State departments, the Governor, the matter should be solved very quickly. Six years have elapsed since constructive action was taken by the way of adoption of minimum sick leave rules for departmental employees. It is felt that institution heads should not in reason or fairness delay longer as regards institution workers.

In accord with the Governor's assertion the Association adopted the following resolution at its annual meeting on October 3, 1939:

"Whereas, minimum sick leaves are a recognized necessary part of any efficient employment system, and are adhered to by most State departments, and

"Whereas, no uniform sick leave is accorded employees of the Mental Hygiene institution, many of such employees being "Docked" for time off due to sickness, even when no replacement is made, and the salary is therefore returned to the State, and

"Whereas, at the recent annual meeting of the Association of the employees of the Department of Mental Hygiene, a resolution was adopted that a committee representing that organization confer with the Commissioner of Mental Hygiene, Dr. William Tiffany, concerning the establishment of fair and uniform minimum sick leave rules for employees of Mental Hygiene institution.

"Therefore, be it resolved, that the President is hereby authorized to appoint a State-wide committee representing Mental Hygiene Association committee and officials of the Mental Hygiene Department so that any necessary steps to assure the establishment of such rules for these employees will be taken promptly."

The Association will make every possible effort to see to it that discussions concerning this subject are had promptly between Department heads and the institution employees affected. It is hoped that some fair sick leave procedure may be established at an early time.

In the veto message referred to, Governor Lehman states further:

"I do not favor mandatory legislation applicable to only a portion of the employees of the State. Furthermore, this bill makes no provision for any equitable adjustments by reason of special benefits now conferred upon certain employees. For instance, some institutional employees are given both free medical hospital service and maintenance during periods of illness. This bill would undoubtedly increase the cost of government."

It goes without saying that this Association frowns upon any and all special privileges for particular groups of employees. The bill was expected to accord to Mental Hygiene employees minimum sick leave similar to that now applying to the remainder of the State service.

It is true that certain Mental Hygiene employees receive free medical and hospitalization treatment. No doubt such employees will wish this service considered when sick leave rules are formulated. It must be noted in formulating rules that in many cases, probably the great majority, the employee is not so ill that his disability necessitates hospitalization. Serious common colds furnish a case in point. The fact that some employees receive medical and hospital service should not mean that employees who may have much less loss of time should be denied any sick leave whatever and actually lose their pay for day or days lost. In considering this question the cost to the institution of rendering medical service to employees can not well be compared with the cost of the same service if purchased from a private hospital.

The employee becomes simply one of the state's wards; served by his fellow workers without added cost and without added equipment. Under present conditions an employee who has served faithfully for as long as ten or fifteen years, may suffer a deduction from his pay check if he is ill for even one day. In only a minimum of cases has it been found necessary to hire to take the place of those ill; other workers cheerfully bear their fellow employees' duties at such times. Sometimes an employee's work can accumulate until

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EDITORIAL PAGE

THE STATE EMPLOYEE

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Extension of Competitive Class

The merit system is slowly but certainly attaining to its rightful place in our democratic government. To those who understand its nature and therefore its possibilities, the strange thing is that its complete adoption as the promoter of, and the safeguard of efficient government has been so long delayed. Truly, as Theodore Roosevelt once proclaimed, it ranks with education itself in importance to our national existence.

We may charge the fact of its rejection thus far to the grave shortcomings of human wisdom that prevailed when other builders found that the stone they rejected had become the cornerstone of the hoped for structure. Our citizens up to 1930 were busy with developing material resources which they deemed more vital than political resources. But when the relationship of government to daily bread and security became more obvious, interest in the quality of government became a concern of each citizen. Also the quantity of government has lately intruded upon our political consciousness. The old suspicion of government bureaucrats has grown with increased government personnel.

Some time ago the mayor of a small village in Norway visited America and was interviewed by

the press. He said that his town had no jails, no police and no fire department. When asked what was done when a house caught fire he said, "The neighbors try as hard as they can to extinguish the fire. If unsuccessful the house burns down." That is typical of common first indifference to government. But after some panics, some depressions, some political betrayals, the attitude changes perceptibly. Now, in the United States there is a real demand for quality government. And, at this point, the people recognize that quality government is an impossibility without quality personnel.

What good the Declaration of Independence without Washington and the rugged efficient personnel of a continental army? What good the Constitution or basic laws, from those of the tiniest political subdivision to the National Capitol itself, without merit and fitness in the human beings who alone can give life to any statute? The quality of government personnel has come actually to be a matter of patriotism, for it is a form of treason to entrust a public activity to incompetent public servants; it is sabotage of liberty, whether by commission or omission, to be careless of the integrity and the capability of those who work for the government whether in an armory or an office.

New York State, thanks to three influences, has become a veritable merit system laboratory. The influences are: First, the statesmanship of Governor Lehman which includes a genuine respect for the merit plan and an appreciation of its value to State Government; second, the State civil service employees bound together in a wholly unselfish organization devoted to assuring a public service that will be increasingly competent, has thrown thirty thousand citizens in dynamic militancy upon the side of enforcement of Article V, Section 6 of the State Constitution, which establishes the merit system as a definite right of all citizens; third, the people themselves are speaking out individually and through vigorous organizations such as the Civil

Service Reform Association and the League of Women Voters on behalf of honest, able public servants.

It should not be assumed from all this that New York State has always been mindful of the worth of the merit system. The first civil service law was passed in this State in 1883. An even super-laissez faire attitude seems to have prevailed throughout many, many years and it was not until 1930 when a \$100,000 survey was voted by the Legislature to take hit and miss and chaos out of the classification of positions and out of the salaries paid State workers that the trek toward an effective civil service system really began. There followed in quick succession the classification of jobs upon the basis of duties and responsibilities, abolition of the twelve hour day from State institutional service, the outlawing of the seven day week, and most vital of all to future development of the merit system, the career service law of 1937.

Now with appropriateness comes Governor Lehman's demand that the Constitution be followed in spirit and in letter and that 15,000 workers heretofore classified under the strange title of "non-competitive" be placed where they belong in the competitive class. Under this proposal of the Governor submitted to a Committee of eleven, the present workers in all such positions will be blanketed into their jobs as competitive class workers and in the future when these workers retire, resign or die their places will be filled from lists regularly established by the Civil Service Commission by means of appropriate competitive examinations.

Our Front Cover Turkey

The Thanksgiving bird so proudly "strutting his stuff" on this month's cover comes to us through the courtesy of J. C. Allen and Sons of West Lafayette, Indiana. The Allens are the country's leading specialists in the photography of rural life. Almost innumerable pictures from their cameras have appeared in farm journals, children's books and other publications.

Civil Service Fees

Civil Service examinations fees will net the State approximately \$75,000 a year.

This calculation is based on the number of candidates making application for the first open series of tests given since amendment of the Civil Service Law made it mandatory to charge fees.

There are expected to be from six to eight series of examinations annually. The series just completed brought to the coffers of the State \$18,000. About one-third of the candidates were rejected.

For convenience of persons desiring to file applications a room has been set aside on the first floor of the State Office Building at Albany. Fees are collected when applications are filed. The office, once occupied by the Mortgage Commission, is in charge of Harry Fox, account clerk, formerly of the Department of Audit and Control, transferred from the Comptroller's office.

The amendment which authorized charging for taking examinations also provided a schedule of fees, charges ranging from fifty cents to \$5. Cost of test is based on the minimum salary at which the position starts.

The schedule is as follows:

- Salary less than \$1,200, fee 50c
- From \$1,200 to \$2,000, fee \$1.
- \$2,000 to \$3,000, fee \$2.
- \$3,000 to \$4,000, fee \$3.
- \$4,000 to \$5,000, fee \$4.
- Above \$5,000, fee \$5.

Promotion examinations are affected the same as open examinations by the amendment to the Civil Service Law. This form of examination will bring in very little revenue in proportion to the open tests, it is conjectured. This is based on the relatively few promotion examinations in comparison with the open examinations.

Records of two years prove this. In 1938 there were 32,550 persons taking open examinations. The number taking promotion examinations that year was 2,365. In 1937 when clerks examinations were given there were 150,520 open tests and 3,638 promotions.

Proponents of the amendment in the Legislature declared charging for examinations would raise money and

keep out unqualified candidates. The first series of open examinations has not justified the elimination of the unqualified as the ratio of two to one has remained the same, one-third of the candidates having been rejected in the tests for which a fee was charged.

Indications are that remedial legislation will be sought at the next session of the Legislature, several problems already having arisen.

Candidates who make application for examinations and are rejected clamor for return of their fees. It involves much more bookkeeping to return this money than to collect it. At present funds are turned over to the Comptroller and he has to return the fees to unqualified candidates. It was proposed originally that the Civil Service Commission keep a separate account and return the money themselves.

Another problem is that of persons desiring to take two examinations that are scheduled at the same time. One examination of necessity must be postponed and persons having made application to take it demand their fee be returned and are loathe to make a second application when one has already been made and fee paid.

It is also hinted in some quarters that municipalities, operating under the same statute, will announce a multiplicity of examinations when available lists have not been exhausted, merely for the sake of adding money to their treasuries.

Utica Appointment

Miss Lena A. Kranz, R.N., principal of the school of nursing at Utica State Hospital, has been named a member of the committee on nursing of the Department of Mental Hygiene. She fills the vacancy caused by the retirement of Miss Helen V. Clune, R.N., principal of the St. Lawrence State Hospital school of nursing.

Nurse students met last month in Dixhurst to name their association officers for 1940. Leaders chosen were: President, Mary A. Vaccaro; Vice President, Irilla Blair and Secretary-Treasurer, Margaret Brown.

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Conception of Parole

The following article is the first of a series on New York State Government. The next article of this series, which will appear in the December issue, will deal with the State Department of Agriculture and Markets. The series is in charge of our Editorial Board Member, A. K. Getman, of the State Education Department.

JOSEPH J. CANAVAN

Chairman, State Board of Parole

Parole is an added protection to the public against crime. This is the modern conception of parole which New York State has made a vital part of its crime fighting program.

New York State's Parole Division is dedicated to what criminologists regard as one of the most serious and in general most neglected phases of public safety—the handling of the return of prisoners to re-settlement in the community.

Under our system of law, all but a handful of those sentenced to prison are guaranteed a return to the community by a limited sentence. In most parts of the country today—and in practically all sections of the country ten years ago—little attempt is made by the government to extend its supervision and direction of prisoners beyond prison gates. The outcome of this policy was that thousands yearly left prison with a few dollars in their pockets and the brand of criminal to handicap their efforts at obtaining honest work. The rate of repetition of crime among ex-prisoners, looking at the country as a whole, is even today one of the most shocking, though least publicized phases of the entire crime picture.

With the object of reducing crime among convicted adult felons, New York State in 1930 not only revised the parole law but appropriated funds so that real supervision and help might be given those in prison who showed potentiality of abandoning criminal ways provided they were given direction and aid on their release.

Aided by a sympathetic and understanding Governor and Legislature, the New York State Division of Parole has been a pioneer in making parole a tool of the public—not a tool of the criminal. New York State today finds the principles of its

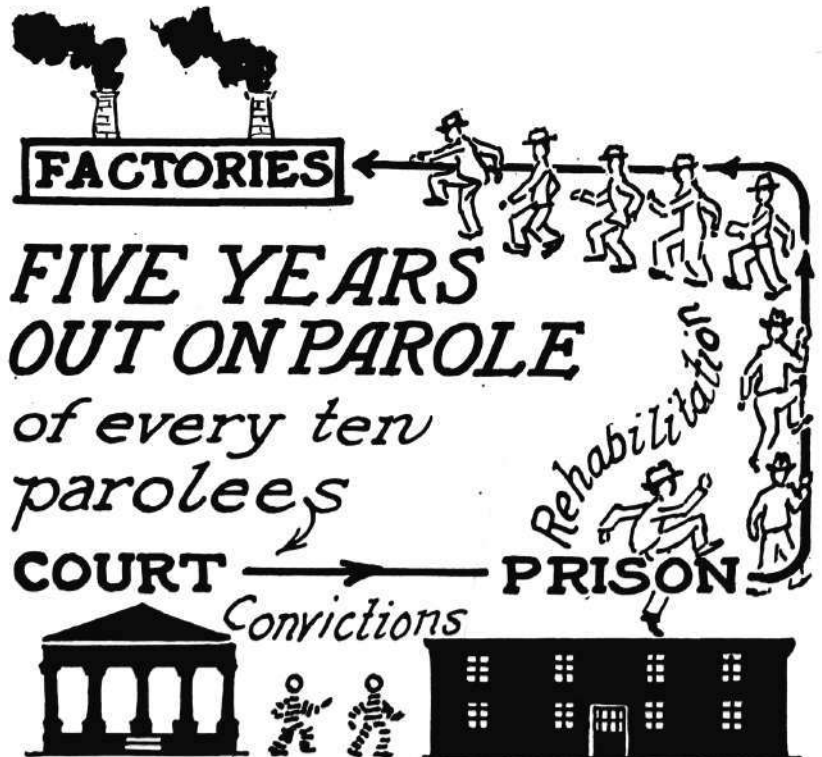
system being followed by other progressive States.

Parole in New York State is not pardon. Parole in New York State is not clemency to the deserving. Parole in New York State is a system by which the government can maintain legal supervision and custody of the prisoner after he has served a prison term. Since the constitutional rights of all those convicted insure their being completely free men after the maximum of the term granted by the judge, and indeterminate or elastic sentence is now given by the courts in this State. After serving the legal minimum ordered by the judge—and only after serving that legal minimum—prisoners are eligible for possible parole selection and readjustment to the community. Parolees are not free

from parole supervision and the obligations it entails until the end of the judge's maximum sentence.

Under the jurisdiction of the New York State Parole Board come two types of prisoners; those given indeterminate sentences who may be selected for parole, and a small minority who under now obsolete laws were given flat sentences of predetermined length. The latter group may not become parolees but are under supervision for the period they may have earned off their sentences by legislative provisions for good behavior in prison. These definite sentence men must be released, whatever the Parole Board's judgment of their character, at the preordained date, if they agree to sign parole conditions. On breaking their parole conditions, their freedom may be re-

8 Out of 10 Parolees Are Rehabilitated



in New York State

voked for the period they earned off their sentences for good behavior.

In the past five years, released to original parole supervision were:

	Parolees	Definite Sentence Prisoners
1934	2,257	819
1935	1,679	558
1936	1,606	438
1937	1,335	391
1938	1,402	390

The total number of parolees and definite sentence prisoners under supervision as of September 1, 1939, was 8,129.

New York State's parole system has jurisdiction over the release of prisoners on parole from the seven state prisons: Attica, Auburn, Clinton, Great Meadow, Sing Sing, Wallkill, the Women's Prison at Westfield State Farm and the Elmira Re-

formatory, as well as the normal prisoners transferred to the Woodbourne Institution for Defective Delinquents.

How Are Parolees Selected?

For parole to serve all the people of the State and not a prisoner who may have more influence than another, New York's parole law eliminates pull and insures impartiality. No one may apply for parole. All in prison legally eligible for parole are considered.

No device has yet been invented to predict human behavior. In the absence of this prediction machine, parole selection in this State is based on a thorough investigation of the history and behavior of parolees, both before prison and in prison. Prisoners' previous criminal records are studied, with their family history, and

any medical or psychological factors in their past which may have effect on their behavior in the future. In the pre-parole investigations are incorporated also the reports of the various prison officials, the warden's, the director of industries', the chaplain's, and others who have observed their behavior during confinement.

When the prisoner has served the legal minimum of his sentence, the time set by the judge less the statutory deductions for good behavior in prison, he appears before all three members of the Board. Their unanimous decision is necessary for his selection to parole.

There is only one basis for parole being given, the "reasonable probability that if released the prisoner will live and remain at liberty without violating the law, and that his release is not incompatible with the welfare of society". It is a specific provision of the New York State law that no prisoner be released merely as a reward for good conduct or efficient performance of duties assigned in prison. Parole in New York State is not a right of the prisoner. It is a right reserved and jealously guarded for the public.

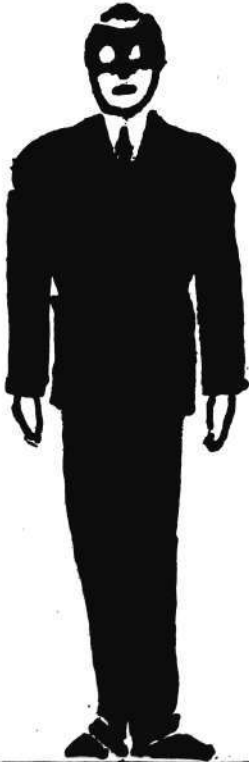
Since the "reasonable probability of remaining at liberty without violating the law" depends to a large extent on the conditions to which the prisoner is to return, the prospective home and employment of the parolee are of outstanding importance in consideration of a parole.

The law specifically requires that no prisoner be given a parole without a verified work offer awaiting him. Organized in a year of depression and functioning in years of continued abnormal unemployment, the parole system has found lack of suitable work one of the outstanding reasons for refusal of paroles. This cause for denial of parole has ranked next only to the previous criminal record of the prisoners, the seriousness of the offense, and statutory reasons.

As the parole organization has gained in experience and as the staff has been increased, allowing for more thorough pre-parole investiga-

(Continued on page 156)

Felony Convictions Among Parolees Have Decreased



211 in 1934



120 in 1938

Retired From Executive Committee



DR. H. M. POLLOCK

Dr. Horatio M. Pollock's membership on the Executive Committee expired with the close of the fiscal year of the Association at the Annual Meeting. He was a member of the committee for seventeen years. During that time he occupied several important offices including that of president.

A native of Schoharie County he was educated in schools of that village and Union and Leipsig universities, holding degrees from the two latter institutions.

A teacher in Albany public and High schools and in the State College for Teachers and at Union College, he entered State service in 1900 as senior examiner, State Civil Service Commission. In 1911 he became statistician and editor, New York State Hospital Commission, which position he held until in 1927 he was made director of the statistical bureau of the Department of Mental Hygiene.

In March of this year Dr. Pollock was appointed by President Roosevelt United States representative to the Pan American Neuro Psychiatric Conference at Lima, Peru. Governor Lehman named Dr. Pollock to represent him at the fiftieth anniversary, last September, of the Delaware State Hospital, Farmhurst.



BURTON D. McCORMICK

Because his duties as chief of the bureau of instructional supervision in the Division of Elementary Education take him away from the office a large part of the time, Burton D. McCormick desired to be relieved as representative of his department on the Executive Committee. He served in that capacity for two years.

A native of northern New York, Mr. McCormick is quite partial to that great flat agricultural area and can spin yarn after yarn about the possibilities and probabilities of events had history only been different. A glance at the map shows any number of prominent French names given to locations throughout Jefferson and St. Lawrence counties.

Educated in St. Lawrence University and obtaining his degree of Doctor of Pedagogy at Temple University, Philadelphia, Pennsylvania, Mr. McCormick served as principal and later superintendent of schools in western and northern New York for many years.

Had Mr. McCormick received the appointment, he planned to use his spare time—school commissioners had lots of it in those days—in reading law and finally being admitted to the bar. It was just as well he lost the election, for education would have been without one of its leaders and the Association would also have suffered a loss. Mr. McCormick is perfectly satisfied himself that he continued a schoolman.

Education of another sort occupied several years in our subject's life. As personnel manager of the Chautauqua Mr. McCormick saw and knew many of the country's great and near great. Traveling from New Brunswick to Florida he selected many hundreds of college men to act as superintendents, cashiers and junior play leaders in the great moral, educational and cultural organization that held its popularity for many years when we were less sophisticated than now.

From Taft's house in New Haven, then the Chautauqua headquarters, Mr. McCormick booked that statesman, Warren G. Harding, senators, governors, noted lecturers from England, musical companies and, when occasional slumps came, that great orator, Bryan.

William R. Arnold

Known by all members of the Association for his important work on the Executive Committee for the past sixteen years, William R. Arnold of the Department of Public Works leaves this post with the praises of fellow workers for his leadership in the fight against paring of the budget.

A native of Stillwater where he lived until he was seven, Mr. Arnold passed the rest of his youth in New York City and Boston. It was twenty-seven years ago that he entered State service. He began in the district office of the Public Works Department, originally called the Highway Department. This was later formed into the Department of Public Works by the consolidation of five offices. When the first budget was adopted by the State Mr. Arnold was one of a large group that worked day and night for three weeks to prepare the measure.

Mr. Arnold was cashier and paymaster of the Hudson Valley Railroad for several years and served in a similar capacity for the Boston and Maine and the Delaware and Hudson railroads. Owing to this experience he succeeded Frank W. Brown as head of the freight traffic in the Department of Public Works when the latter official left to go to the Farms and Markets bureau and later to the Solvay Process Company.

New Membership Procedure

After several weeks of intensive work, the clerical staff of Association Headquarters has just completed a new system of membership records for its approximately 30,000 members throughout the State. The new system will provide more accurate and detailed information, and be of a more permanent nature, than membership records maintained in the past. The Association's greatly increased membership, as well as the sponsorship of its life, accident, sickness and hospitalization plans made the change necessary.

In the future it will not be necessary for members to fill out a membership application upon paying their dues. On or about December 1st, duplicate sets of 1940 membership bills will be sent to each Association Representative for each member in the representative's group. One copy will be delivered to the member and one retained for the representative's files. Members may attach their remittance to the bill and return it to their representative, who will receipt the bill, and send the remittance to Association Headquarters. The official membership card will then be prepared promptly and sent to the paid member.

Under the terms of a resolution adopted at the Annual Meeting of the Association October 3rd, "any State employee who joins the Association as a new member will be admitted to membership for the remainder of this year and all of 1940."

It is important that policyholders in the Association's group plans of life and accident and sickness insurance maintain paid up membership.

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Imported Scotch

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Holt's Mountain Queen, 86 Proof, formerly \$3.09.....\$2.89 fifth

TENTH, formerly \$1.79, now \$1.59

Dennison, 8 years, formerly \$3.29, now.....\$3.09 fifth

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189.00	19.00	4.00
250.00	25.00	5.00
300.00	30.00	6.00
500.00	50.00	10.00

*If more convenient, monthly terms arranged

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Taxes

(Continued from page 144)

come from salaries and wages, the tax on income from non-commercial occupations, the general income tax superimposed on the other taxes on various categories of income, including income from securities and investments and all income received from abroad and the tax on income from buildings and lands. This latter is assessed on the basis of arbitrarily estimated income.

The 1938 tax rates were seven per cent on income from salaries and wages and fourteen per cent on the first, second and fourth classes of income taxes. The general income tax rates are graduated from one per cent on the first 10,000 francs of taxable income to forty per cent on taxable income exceeding 1,320,000 francs.

The income level of the average French taxpayer is just above the minimum taxable income. The French equivalent of an American income of \$3,000 a year is about \$1,200.

The base of the French general income tax is that amount which, after deductions, exceeds approximately \$625. The rate of taxation on taxable income up to this salary is practically one per cent.

There are no blanket taxes, but specific levies on specific sources of income. Physicians and other professional men pay a different tax than business men. The French taxpayer is besieged by a horde of small fees and licenses. To purchase and operate an automobile requires an astounding number of permits, fees and licenses. All contracts and legal papers must be on stamped paper bringing a vast sum to the government.

Canada, as well as belligerent nations of Europe, has lost little time in adopting tax measures geared to the terrific cost of war.

Personal income tax rates at the beginning of the war were stepped up from three per cent on the first \$1,000 of taxable income to fifty-six per cent on incomes in excess of \$500,000. Exemptions are \$1,000 and \$2,000 with \$400 allowance for each dependent. There is, in addition, a surtax on investment incomes of persons beginning at two per cent from \$5,000 to \$10,000 up to ten per cent on investment incomes of more than \$300,000.

Added to these are a special five per cent tax on interest and divi-

dends received by individuals. These levies have been increased by the addition of a war surtax equal to twenty per cent of the total income tax already payable. The increase is applicable to this and subsequent years' incomes.

In case this is too complex for the average reader it may be stated briefly thus:

Canada has placed surtaxes of twenty per cent on individual incomes; corporate rates have been boosted from fifteen to twenty per cent; excess profits taxes have been imposed at rates from ten to sixty per cent.

The liquor tax is a source of vast revenue. The tax on spirits has been raised from \$4 to \$7 a gallon; that on beer from twenty-two cents a gallon to thirty cents. Still wines pay a tax raised from seven and one-half cents to fifteen cents a gallon. The tax on champagne has been increased from seventy-five cents to \$1.50 a gallon.

Tobacco is now taxed twenty-five cents a pound, an increase of five cents. Cigarettes weighing more than three pounds per thousand are taxed \$5 per thousand, an increase of twenty-five per cent.

There is soon to be a tax of ten cents a pound on coffee. Tea will bear a levy of from five to ten cents a pound, according to grade.

Comparison of the tax burden and debt of the United States with foreign countries is difficult to make, Tax Commissioner Mark Graves states. It is difficult even to get reliable, recent statistics on tax receipts and debts of the various states of our own country.

"It is much harder to get accurate figures for foreign countries," Commissioner Graves said. "Their financial ways do not correspond with ours. Their fiscal years are usually different. Their taxes may seem low compared with ours because they have large revenues from monopolies. Most important, national income and standards of living vary a great deal. Figures for national income are as scarce as hen's teeth, and are at best, good guesses."

Bearing all this in mind, according to the Commissioner, one cannot but be convinced that the United States does not have the worst taxes in the world. Most striking to him is our freedom from "nuisance taxes" that are found elsewhere.

Rules for Sickness

(Continued from page 147)

he returns to work. Moneys appropriated for his services are therefore, when deducted for illness, returned to the State as a saving—insignificant in amount and questionable as to policy. The State of New York does not wish, we may safely assume, to save money through the misfortune of its employees.

It has been stated that institutional employees would take unfair advantage of sick leaves if accorded them. This is unworthy of credence. There are individuals everywhere who take unfair advantage of every situation, but experience has not proven that sick leave privileges where now granted in State service have been abused.

There are means of dismissal present for all dishonorable enough to discredit the service by thievery through false sick leave. There is misfortune enough in illness to make every employer generously fair in dealing with it. In the history of progressive employee attention by the State in recent years it may well be expected that this problem of equitable sick leave for all State Civil workers will be quickly and satisfactorily solved.

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Parole in New York State

(Continued from page 151)

tions, the proportion of granted paroles has decreased.

Those granted their paroles on their first appearance before the Board has decreased from 59.7 per cent in 1934 to 30.5 per cent in 1938.

Denial of parole on first appearance does not mean that these prisoners were necessarily to be kept for their maximum sentences. In many cases the parole was only held over until healthy home surroundings and work for which the parolee was suited could be found. Good resolutions needed the support of well-planned parole programs.

Readjusting to the Community

The supervision of parolees has two main aims, both of which lead to the better protection of society against crime. Always before the Parole Board and the parole officer is the knowledge that permanent safety of the public from a criminal lies only in his readjustment into an honest human being who is working with the community, not against it. Second only to this goal of permanent rehabilitation for the parolee is the early recognition of danger signals in the parolee's behavior and his return to prison if he indicates that he is about to lapse back into crime.

Parolees are the only large group of our criminal population outside of prisons whose movements, whose work, whose home lives and whose leisure time activities are all known to public authorities. They are not free in the sense that the man who has completed his sentence is free. They are only free on condition that they live up to standards of behavior which have been drawn up to protect their good intentions and to increase the public safety.

Accepting the fact that the automobile is today one of the necessary weapons in crime, the parolee is not granted permission to have a license unless it is necessary for his livelihood and he has proved his capacity to live peaceably with his neighbors. If he wishes to marry, the welfare of his prospective wife must also be considered and she must be told the truth about his record. He can not have associates among criminals. He

must accept responsibility for his dependents and in other ways strive to be a good neighbor.

One measure of parole's success has been described as its ability to anticipate danger and to return those who are about to lapse before the actual damage of crime has become a fact. If parole returns only those convicted of new crimes, it does not add much to the protection offered by the police.

Annually around ten per cent of those on parole are found delinquent in their obligations and ordered returned to prison by the State Parole Board. Of this group, as measured by recent years, less than two per cent are actually convicted of new felonies, the degree of crime for which they were originally sentenced, and less than two per cent of misdemeanors, the lesser degree of crime.

The difference between those convicted of new crimes and the total group returned to prison, represent parole's vigilance in plucking off the streets those who are a potential source of danger to the community.

The task of the parole officer is an arduous one. He is in the dual role of social worker and officer of the peace, striving, with understanding and intelligence, to increase the parolee's capacity for self-maintenance, and at the same time always keeping foremost the knowledge that the public must be protected and the parolee disciplined if he threatens to become a source of danger.

After the gigantic task of selecting trained personnel from Civil Service was completed, the Parole Board strove for the reduction of the number of parole cases handled by each officer, so that real help might be given the parolee and real supervision achieved. Since the organization of the Division, appropriations have increased for parole officers so that the number of cases handled by each officer has been reduced from more than 150 in 1931 to less than 100 in 1938.

While most authorities believe that there should be no more than fifty cases for each parole officer, New York State has made strides in individual treatment for the parolee,

which is the keystone of rehabilitation.

Employment

The fundamental importance of employment in preventing a repetition of crime among parolees was recognized by the Legislature in drawing up the present modern parole law. An employment director of the Division was provided to aid persons coming under the supervision of the Board of Parole in securing employment.

While all who are paroled must have verified work before their release, keeping parolees employed in the inevitable turnover and changes of business is essential. Although work is no "cure-all" for crime, without employment the task of rehabilitation is next to impossible.

The Employment Bureau has had not only the positive task of finding suitable work for parolees, but has had to guard against either exploitation of parolees by unscrupulous employers or connivance between employer and prisoner in which the work offered is not made in good faith, but either merely to effect his release or for dishonest purposes.

An Index of Employers was set up in 1936 which shows employers who have offered work and to what extent these jobs have materialized. It gives information regarding the employers who make work offers in good faith and those who do not, or who for some other reasons might be considered undesirable employers.

In this Index are now over 7,000 listed employers of whom about a third have been disapproved and are so recorded. The rest represent individuals and firms, many of whom can be called upon again to cooperate with the Employment Bureau by giving positions to parolees.

Further education is needed on the importance to the public welfare of employing parolees and other men with records who are making an effort to change the course of their lives. If they can not find honest work to live, they will find dishonest work.

In spite of the general condition of unemployment and the prejudice that exists against giving work to

(Continued on page 158)

Local Activities

H. R. S. H. News

Many are the activities of members of the Association in the Hudson River State Hospital. Quite a few of the various business, social and athletic events have more than local importance. Listed here are some of them as reported to The State Employee:

THE HRSH Alumni Association is to present the Starlight Theatre Players of Pawling in a comedy, "Satan's in the Pantry," in the amusement hall of the Hospital, November 20.

Officers of the Alumni Association are: President, Anna M. Leonard; Vice President, Helen Dunbar; Secretary, James Connelly; and Treasurer, Isabelle Gierisch.

The general committee in charge of the event is composed of Edward L. Weaver and Edward Marra, chairman and assistant chairman, respectively, and David Jones, Andrew Morris, Florence Reickert, Anna Smith, Bertha Onley, Pauline Weil, Francis Sheedy, Arthur L. Marx, Leona Ward and Anna M. Leonard.

The Woman's Bowling League of the Hospital, one of six such groups sanctioned by the Poughkeepsie Women's Bowling Association, began the fall season about a month ago with four five-women teams in the Hospital alleys.

Mary Gillespie, women's physical director, is organizer of the league and Gertrude Gilleran is president. Other officers are vice president, Dr. Alma Freeman; secretary, Bessie Byrd; treasurer, Florence Walter; and sergeant-at-arms, Frances Van Tassell.

Bowlers are: P. Bennett, A. Haight, A. Christopher, M. Kelleher, M. Kachele.

Also V. Huddard, C. McDonald, R. Von Anden, H. Murphy, Miss Walter.

Miss Van Tassell, M. Breen, B. Burns, Miss Byrd, Miss Gillespie.

Miss Gilleran, A. Babcock, E. Shelly, Dr. Freeman and M. Campbell.

Orangeburg Elects

On October 20th, the Employees Association of Rockland State Hospital at Orangeburg, N. Y., held its Annual Meeting and election of officers in the Assembly Hall at the institution. The following officers were elected: Swen Munson, President; Irving Scott, Vice-President; Margaret Merritt, Secretary; and Oswald Graf, Treasurer.

A vote was taken on the question of forming a local chapter of the State-wide Civil Service Employees Association, and showed unanimous approval for the proposed chapter. The same vote approved the retention of affiliation with the Association of Employees of the Department of Mental Hygiene of the State of New York.

Brooklyn Workers Dance

The first of a series of dances scheduled for the winter season and sponsored by the Association of Brooklyn State Hospital Employees, will be held on Saturday evening, November 25th, 1939, at the hospital Assembly Hall. Admission is by subscription and all State employees are requested to attend. Tickets are available at the hospital. Entertainment and dancing will be the features of the evening's program. Prizes will be awarded. Joseph Walla heads the committee in charge of the affair.

Wassaic Activities

The Wassaic State School Chapter of the ASCSE conducted its annual election of officers November 13. The meeting was held in the recreation rooms.

A Hallowe'en masquerade party was conducted October 30 and was both a large and a successful affair. Miss Grace Odell was chairman of the committee in charge.

The Starlight Players of Pawling presented their comedy, "Satan's in the Pantry," in the school auditorium November 6, for the benefit of the patients' fund. Patients saw the play at an afternoon performance.

Rangwald Brusie is chairman of a committee in charge of a game party to be conducted in the recreation rooms November 20.

Wingdale News

The Harlem Valley State Hospital Credit Union reports assets of \$16,729.09. The credit union has 496 members and loaned last month \$4,921.66. Since its organization it has loaned \$51,981.05.

New bowling alleys in the basement of Building 24 were used for the first time by teams of the hospital when they met Rockland State Hospital teams early in the month.

Dr. John R. Ross, superintendent of the hospital, is chairman of the nominating committee of the Dutchess County Medical Society. New officers are to be elected at the January meeting. Dr. Jesse Godfrey M. Bullows, attending physician at the hospital, was the principal speaker at the meeting of the society when Dr. Ross was named to the committee.

The Employees' Association put on a minstrel show which furnished a pleasant evening for both participants and spectators. R. A. Kinney was chairman of the arrangements committee and was assisted by John O. Martin and Mrs. Thomas Adamiec.

Good Will Dance

The Mechanical Division, Good Will Association of the Tax Department, gave a dinner and dance Wednesday evening, October 18, 1939, at Jack's Restaurant. Many employees of the Department and their friends were in attendance. Mr. Kenneth Clark of the Administration Bureau was the guest speaker. Mr. Aaron Winig, head of the Mechanical Division, also spoke. Entertainment was furnished by a local dance studio with dancing following, music was furnished by James McGaughan of the Motor Vehicle Bureau and his orchestra. The committee in charge of this affair were Martha Zulch, Lillian Himmel, Robert Pauley, and Lawrence Maher.

The Good Will Association expects to have many more such affairs in the future.

Parole

(Continued from page 156)

persons with records, New York State has the record of keeping its employable parolees about eighty per cent employed. The positions occupied by parolees have varied according to their training from farm hands to executives in large corporations.

Re-settlement Cases

With crime no longer a localized problem, men and women of residence in other states and aliens are among those sentenced to New York State prisons. When it appears logical that a prisoner should return to his native state, and it is apparent that he will have a better opportunity to make a successful adjustment there than he would in New York State, he is considered for parole to out-of-state authorities.

This re-settlement is not effectuated, however, without verification that the proposed situation to which he is to go is a satisfactory one and that he will be properly supervised there. The total number of out-of-state cases in a year handled by the State Division of Parole numbers now more than a thousand. Wherever possible, public-salaried probation or parole officers of other states are the custodians. In the minority of cases where such officials can not be obtained to supervise, legally appointed custodians, private social agencies, Departments of Welfare and other responsible agencies are worked with.

Where a parolee from another state has family, legal settlement, and bonafide offers of work in New York State, the Parole Division will in selected instances take them under its supervision. This step is taken only where the paroling state agrees to take action if the parolee will not live up to New York State's parole conditions. At the end of 1938, there were more than 400 parolees under cooperative supervision in New York State from other states.

Alien prisoners, on indeterminate sentences, subject under our United States Code to deportation, may be paroled to immigration authorities for deportation after they serve the minimum of their sentence, if they agree not to fight deportation proceedings. The Parole Board, in cooperation with immigration authorities, handles hundreds of these de-

portation cases a year. When a released prisoner is deported, his parole is not terminated. He is considered on parole until the date of the expiration of his maximum sentence.

Voluntary repatriation of prisoners who are aliens, but whose criminal records do not warrant deportation under United States law, is also an activity of the Division of Parole.

While pardon is not a right of the Parole Division but is the right in this State of the Governor, the Division of Parole, at the request of the Governor, makes investigations of those petitioning for executive clemency. When the Governor grants commutation he does it only in those cases where the receiver of the clemency agrees to submit to parole conditions until the maximum of his sentence.

Parole and the Taxpayer

The lower cost of parole than prison can not be an argument for the parole of persons who do not show potentiality of making good. Furthermore, effective parole work can not be cheap. Increased staff is needed. Actually, for those whom prisons can do no more to correct and who are suited to the treatment of parole, there is a drastic saving to the taxpayer in parole over incarceration. The yearly average cost of keeping a man in prison has been given as around \$550. The average cost of conducting all of the investigations and holding all interviews and selecting parolees for release and maintaining supervision over them was \$61.90 per parolee under supervision in 1938. And this does not take into account the fact that parolees support their families while many prisoner's families become public charges. Nor does it take into account the heavy capital cost of prisons.

Record of Parole in Reducing Crime

Parole, as a newcomer in practised penology, has suffered in public understanding from dearth of reliable statistics in the field. In 1934 the State Division of Parole undertook the task of keeping the record of all released in that year to parole and parole supervision. The records of each group released in every succeeding year have also been maintained separately.

The story of those released in 1934 offers for the first time in any state the continuous history of all the men and women given State parole approximately five years before. Outstanding facts from this record are:

Only nine and four-tenths per cent of all these parolees were convicted of new felonies, the degree of crime for which they were originally sentenced.

Only another eight and one-tenth per cent were convicted of the lesser degree of crime, misdemeanors.

Sixty-four and two tenths per cent were not convicted of any crime, nor did their actions require that they be disciplined by the State Parole Board and be returned to prison. Up to the present then, this sixty-four per cent made good on parole.

As a matter of public safety, a final eighteen and three-tenths per cent were returned to prison by the State Parole Board, either to complete their sentences or to wait until they were better prepared to meet their parole obligations. This eighteen per cent represented parole alertness in detecting a probable lapse into criminal behavior of those under supervision, but these parolees, too, were not convicted of new crimes.

Thus the record of five years shows a total of eighty-two and one-half per cent who were not convicted of any crime of any degree whatsoever while they were on parole.

Since 1934, and the releases of that year, there has been an increase in the number of parole officers, and a consequent increase both in the thoroughness of the case studies of prisoners and in the supervision of parolees when they are free. More adequate financial support has added to the protection value of parole.

In 1935, there were 211 convictions of felonies among men and women on parole. Yearly since then, there has been a decrease in the number of convictions of felonies among parolees until in 1938 there were only 120. This decrease in crime among parolees occurred while statistics of the State Department of Correction showed an increase in the crime rate among the general population.

Parole, like every other agency combatting crime, can not of itself win the battle. As one vital division of the coordinating attack, parole in this State has checked crime at one of its most dangerous points, the prison gate.

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