WHERE THE TAX DOLLAR IS SPENT

State Civil Service employees probably more than any other group of citizens have the opportunity to know the facts concerning matters relating to governmental activities. Special committees, officers and members of this Association generally understand the need for economy and efficiency in state, national, and local governments, and they have given grave thought and material aid individually and collectively toward the intelligent savings that are being made in all lines of State endeavor at this time. State employees know the business side of government and that as possible revenues decrease in industry and business, revenues available for government also decrease. It is vitally essential that the economy in government be of a character and extent to assure to all citizens the services which only their government can render.

The above drawing shows the relatively small part of each dollar paid by the taxpayer in taxes of all kinds which goes for State expenditures. No part of real estate tax goes to the support of the State government. Various groups of apparently misinformed persons have been spreading much misleading propaganda concerning State expenditures and have conveyed an entirely incorrect impression as to State costs.

The amount of the New York State tax dollar which actually goes for State salaries is, of course only a small part of 7¾c, which covers all State government costs.

It seems apparent now that sound judgment based upon the real facts of the situation will rule in all economy measures taken.

Employees are urged by this Association to continue their loyal efforts everywhere throughout the service to cooperate in executive, legislative and administrative measures to effect the maximum of economies consistent with honest and efficient service.
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SAFEGUARDING PUBLIC SERVICE

Dr. Frank L. Tolman
Chairman, Special Committee on Civil Service and
Salaries

(Address delivered at Annual Meeting of Association)

There are two aspects of the activities carried on by this Committee. I should like first to say a little in reference to the activities of the Committee in relation to the classification plan. I want to start in at the point where the bill was vetoed by the Governor and where the Association determined to see if it was not possible to have the classification work continued.

It was very largely, of course, through the interest of Budget Commissioner Graves that the classification plan was not entirely dropped. He secured the consent of the Governor to have the classification work taken over as a joint proposition by the Budget Bureau and by the State Civil Service Commission.

Our committee established contacts with both the Budget Bureau and the Civil Service Commission and tried to take up the work exactly where we had dropped it. The main problem was the allocation of people to positions. We were particularly anxious that every employee should have full opportunity to file with the Commission any request for a re-study of his position. We were received most cordially by the Civil Service Commission; and while they were very anxious to have the classification proceed as rapidly as possible, they consented to our suggestion that a general distribution of reclassification forms be made and that all requests for a re-allocation be reviewed as rapidly as possible.

I think it important that every civil service employee should know, in reference to classification, that it is never a closed operation, that a re-study of positions and a re-study of allocations is always in order, and that it is never too late to request a re-study of a position when there is any fundamental change in the general nature of that position, or whenever it is felt that the position has been wrongly described; so that with a permanent classification force, the process of study of positions will go on indefinitely until the entire service is working on a satisfactory plan.

One of the most satisfactory results is the fact that the Civil Service and the classification unit thereof takes this very point of view, that the classification is a continuing process and that a study of positions will proceed constantly in order to keep the entire service in balance. The Committee, of course, in this connection, is expecting to make a rather careful study, both of groups of positions, lines of promotion, particular types of positions, and also of the allocation of people to positions in the various departments, and expects to present to the classification unit the result of such study in connection with the determination of the grades of the different positions.

I think we may sum up, then, simply by assuring you that so far as classification is concerned the situation is very satisfactory. Studies are being made and the work is proceeding, and contact between the various units and the civil service employees is satisfactory.

The other problem that is before the Committee is that of salaries. The Committee feels that this is a very critical and important piece of work and present conditions make that work extremely arduous. You all know that public employment at the present time is being subjected to an attack, which is made up of several different elements. There are a great many honest farmers and honest business men and women who were very hard hit by the depression and who really believe that government is costing too much and that taxes must be reduced. Also, there are many large industrial groups in the State of New York that are peculiarly active at this time in reference to governmental activities. It would be interesting to learn the motive behind the organized attack on state government on the part of industry. Is it perhaps to break down the control of abuses of power
that has been built up for the common protection and welfare of the people over a period of twenty years by the votes and mandates of the citizens of the State?

If we had a simple situation to meet, it would be comparatively easy to handle it, but when we have a complex situation in which government is attacked, not on its merits, but possibly from some ulterior motive, the situation is much more difficult to handle.

Under this condition, the Committee has thought that the employees have a very evident straightforward program that it ought to adhere to. The Committee felt that they should say to every taxpayers' association as well as to individuals, that the employees of the state were possibly more interested in efficient and economical administration of government than any other group in the state; that the employees stand for every possible economy and every possible form of cooperation, and that they feel that they have their own contributions to make to real efficiency of government. The Committee felt, however, that it must also insist that this depression should not be the pretext under which the entire structure of government should be broken down under a masked attack. It is felt that the civil service employees know better than anyone else that our state government has been built up during a long period of years in an effort to bring real benefits to all the people of the state, and that we, as employees, ought to make it our business to point out the actual benefits of government to all the people, particularly at this time.

The Committee offers to sit around a table with any interested group of citizens or officials and lay all the facts on the table in reference to employees' salaries.

Of course, taking that standpoint, the most important function of the Committee is to get full information about the salaries that are paid by the state to all classes of workers and how these compare with salaries paid in other governmental units and in private industries; so that we are collecting as full information as we can about public employment, about comparative salaries, and about compulsory schedules in the laws.

So far as we have gone, we have reached some very important conclusions. We find, for instance, that a very fair way of determining the salary load is to determine what relation the appropriation for salaries has to the operating expenses of government. We have collected information in reference to the comparative salary load for state government, town government, federal government, county government, city government and school districts. Personal salaries are 37% of New York State's operating budget. This 37% should be compared with 70% for salaries by the Federal Government, 43% expended for salaries by counties, 56% by towns and cities and 81% by public school systems. As far as the burden of salaries in proportion to the operating costs of government is concerned, the State of New York is operating at about half the usual cost of personnel. That does not look as if state salaries were unduly high.

We have been interested also in comparing the salaries paid to the state employees with those paid to other government groups and units. We find that the state official is paid less than the federal official, the city official, the county official or the town official. The differential usually runs between $200 to $300, so that among all governmental groups the state employees are receiving the lowest salaries. They tell us that this may be true but that the rest of the people have not been receiving much money for the last two or three years and that at present we are the favored class. We have tried to collect information to see how the government employee, from 1914 or from 1892 to the present, compares with the present time in similar salaries paid to workers in industry. We have charted some graphs which show that, taking 1892 as a basis, the salaried employee in private industry has gained just about 60% more than the federal employee and 70-80% more than the state employee. We are now far under the general salary level of persons in similar positions in private industry.

I believe that with these facts we can sit down with our Counsel, with the Governor's Advisory Committee, with the Budget officials, or with any group, and ask them to take toward state employees exactly the same attitude that a big private manufacturer or industrial leader takes toward his employees, and on the basis of justice determine what the fair salary range is for state employees.

I think the state employees have now an opportunity to capitalize the present interest in government. It is true that many people are now interested in government for the first time and not in a very disinterested way; but more people are talking about government and more are open to conversation about government than ever before. I believe that we ought to capitalize the present interest in government, that we ought to insist that the only way to get things permanently better is to work out a better plan of administration than we have at the present time. We ought always to insist, in reference to compensation, that the fundamental difficulty is just what it was shown by the Legislative Committee to be; that it is hodgepodge, worked out by eighteen or more different units without any principles of fairness; that the budget does not give justice to the employee; that it is not satisfactory to the employer; and that the real scientific method of determining salaries must be on the basis of the work performed. So we hope to stress the fact that it is not fair and that it is not good public policy to work out any system of horizontal cuts or graduated cuts; but that the only right thing to do is to work out a really sound, fair system of compensation, based on the duties and responsibilities of the various positions. We are going to try to bring about a salary plan for the state just as soon as possible that will be based on the classification of all state positions.

I want to say for the Committee that we welcome all kinds of salary data and all kinds of information that will be useful to us in our contacts with the various bodies that determine salary scales for the state.

I think that we may be very greatly heartened by what took place yesterday in Buffalo, and what took place today in Albany. The Republican platform stands for a continuation of the classification service; it stands for the determination of a fair salary schedule, based on the duties and responsibilities of the various positions; it stands for representation of the employees on the Civil Service Commission. The Republican attitude has been to adopt officially the essentials of our contention that salaries must be based, not
on an arbitrary cutting; but on a sound study of duties and positions.

The Democratic platform stands for the preservation of the classified civil service; it stands for the general improvement of the classified service; and it stands also for the integrity of the pension system, which of course is something in which we are vitally interested.

So we have from both parties a recognition of the fact that what we are standing for is essentially fair, essentially right, essentially scientific, and the two great parties both pledge themselves to give us that kind of treatment.

**SUPPORT OR ABOLISH THE MERIT PLAN**

Following long experience with disgraceful abuse of appointing power whereby the positions of civil servants were haggled for by political and private barterers to satisfy a lust for personal or partisan self-seeking or roguery, the people adopted many years ago the “merit system” or “civil service system.” To make it the more sacred and inviolate the people of New York State wrote the foundation tenet of the system in their constitution.

In principle, the “merit system” means a square deal for the taxpayer, who should come first, for the members of all political parties, and for the employees of the State.

In practice, the State Department of Civil Service has the important function of applying the “merit system” in the selecting of, and also in supplying and arranging uniform codes of control for, the rank and file of the men and women employees needed to perform the work of the people required under our constitutional provisions and under legislative and executive mandates. It is essential, of course, that the most intelligent, efficient and fair means known to society be applied in selecting public servants. Those who do the work of the people should possess every high attribute of character prized by a free and sovereign people and should be imbued with the sacred trust especially imposed in them by virtue of the fact that their every act in public service is done beyond the direct vision or the control of the millions of men, women and children who have employed them. Inferior work or a shirking of work on the part of public servants is not only economic thievery from the people, but a deceitful betrayal of their confidence and trust. These things in public service in time of peace are traitorous acts which should merit as severe condemnation and penalty as they do in time of war. To those who love honor, a betrayal of public trust by an individual or a group of individuals, by whatever means, is as serious a crime against society as is ever committed.

It is sheer ignorance of the laws of economic and social welfare not to recognize the fairness and practicability of the “merit system” in the selection and control of public employees. With this system, the people can obtain from their own ranks with equal opportunity for all to qualify, those best fitted by training and experience in each particular line of public endeavor. At the same time the political party is assured of equal representation under a fair system, as it is obvious that no political party has within its membership a monopoly of the virtues of high character and fitness. Loyal, devoted party men and women of all political parties become, under the full operation of the civil service system, the servants of the people and at the same time bring support and honor to their respective parties through unselfish intelligent service and sacrifice for their State. The employees receive that encouragement of stability of employment and uniformity of fair treatment necessary to the greatest economy and efficiency in any personnel administrative system. Just as the control measures adopted by governments to protect the people as a whole tend also effectively to protect the honest merchant and manufacturer by prevention of frauds on the part of dishonest and corrupt competitors, so honesty in administration of the State’s employment system protects the political parties from the curse of reprisals and the disruption of their own ranks through wholesale dismissals as parties win or lose in power.

Lincoln, Cleveland, and countless other leaders of public betterment, condemned the partisanship, prejudice and wastefulness inherent in a public service that was the plaything of politics, personal selfishness, racial rancor or religious bigotry.

There is apparent today in this State a seemingly well organized attempt to discredit and destroy the “merit system”—the civil service system—which system, despite many faults and weaknesses, has stood during the years as the only check upon waste and inefficiency and the only promise of honest public personnel administration. The present activities which threaten the merit system are an open invitation to economic, political, racial and religious turmoil, approaching in seriousness the disruption of governmental efficiency itself. The time has come for public attention to financial and statutory support of the Civil Service Department. This Department must be financed, manned and equipped to function freely, nonpartisanly, intelligently, and economically. Without such functioning, the term “civil service,” associated always with high efficiency and economy in government, becomes a lie and an abomination to every citizen and taxpayer.

The Civil Service Department is in certain major considerations the most important department in state government today. The honest and efficient carrying on of functions of every other department wherever located throughout the State is largely dependent upon this department. It spends less money than any other department of State government. It spends less than similar agencies in many other states with smaller personnel to look after, and even less than some municipalities doing like work.

There is no two ways about this question—either the civil service should be boldly and openly discarded as a State policy and we should revert to political barter and inefficiency in the matter of public employment, or there should be forthcoming from executive and legislative budgeting authorities enough funds to properly carry on the necessary personnel administration work; and the public should insist upon fair and economical attention by way of needed strengthening of civil service laws.

Let’s stop pussy-footing and quibbling about Civil Service. On one hand is the abolition of the merit system and consequent free play to every force of selfish-
ness and corruption known to bad social, political, racial, and religious practice; on the other hand, there is assurance to the State of a decent, honest, clean, efficient, economical body of public servants. The people pay their money—theirs is the responsibility of a choice. The duty of civil service employees everywhere is plainly one of informing citizens, individually and in their organizations, of the present threat to public service.

Failure on your part to act now means that a good share of responsibility for whatever of evil results from apathy and neglect will rest with you.

SAVE THE RETIREMENT SYSTEM

You will recall that not long ago a trooper was shot to death on the Albany Post Road.

Perhaps you will also recall the account of the two children who were buried in a city sand bank. A lone assistant at the sand bank shoveled the children out and saved their lives. The shoveler died immediately thereafter from over-exertion.

Again it may come to your mind that a dam that impounded millions of gallons of water, on account of a sudden, unexpected pressure—was about to break and let the water down over an inhabited valley. Had the dam broken many persons would have been drowned. One man stuck to his post but lost his life.

We could go on and cite a hundred cases. The trooper, and the shoveler, and the man at the dam left widows and children. All died in the performance of duty and in the protection of others, or in an effort to save others. As long as these widows remain unmarried, or as long as their children are under 18 years of age, the State promised those who were killed in the performance of duty that it would pay to the widow one-half the salary that the man earned. This was more than a promise, for the reason that the men who were killed, on becoming employees of the State, were obliged by law to become members of the New York State Employee's Retirement System.

In 1921 there were 25,000 employees of the State. The Legislature at that time passed legislation and stated to the 25,000 employees in effect that "If you desire to become a member of the retirement system we have established, we will give you credit for the service rendered to January 1st, 1921 free of charge. We also agree to pay half towards any retirement allowance due on account of service rendered after January 1st, 1921 if you will pay the other half."

Subsequently the Legislature saw fit to add additional benefits to the Retirement System, one being the killed in the performance of duty benefit, and the Legislature agreed to pay the total cost of any benefit on account of killed in the performance of duty.

Membership for those in the service January 1st, 1921 was permissive. For those entering the service after January 1st, 1921, membership was compulsory.

The Legislature in 1920 to pay the cost for service allowed that was rendered prior to January 1st, 1921, in thirty installments. The payments on this account were termed "Deficiency Contribution to the Pension Accumulation Fund." When the killed in the performance of duty benefit was added to the Retirement System, the Legislature agreed to pay these benefits, too, from the Pension Accumulation Fund. Each year since January 1st, 1921, up to and including the fiscal year 1931-32 the State has made its proper contribution to the Retirement System.

Provision was not made in State appropriations for 1932-33 to carry on the State Retirement plan for superannuated employees along the lines established in 1921. The proposal was made that instead of supplying the financial aid as required under this plan the employees be compelled to contribute an additional sum from their salaries equal to approximately $1,500,000, this being a large amount of the State's obligated joint contribution to the Fund. The legislation providing for this additional charge against employees did not become a law. The proposals which would have changed the State's support of the Retirement Fund did not extend to other pension systems in which the State is financially interested such as the Teachers' Retirement Fund, the Prison employees' Retirement System, or the State Hospital Pension plan. Naturally those Civil Service employees affected became anxious immediately concerning the stability of their fund, and employees in the other systems sensed at once that the radical change of policy under which promised State aid would be withdrawn for one fund might well extend later to the other funds and the stability of the economical and social sound cooperative old age security plan for public workers would be undermined and eventually ruined. Such a policy meant also that employees who entered the Service since 1921 would be compelled without any credit for free service prior to 1921, to pay toward the Retirement allowance granted by the State to those who had already retired. Any tampering with the fundamentals of the State Retirement System—which is really an insurance system and based upon fixed and definite actuarial considerations—threatens the pensions of widows and orphans as well as the many aged persons who through years of faithful service and by means of substantial contributions from their salaries made their plans for unproductive years. The pension accruing to the average worker after 60 years of service would amount to only a few hundred dollars a year and in some instances scarcely equal the old age security payments granted to any dependent citizen without the contributions required from State workers who participate in the jointly supported Retirement Plan.

The incoming Legislature and Governor will be called upon to reinforce the State Retirement finances to the extent of providing necessary deficit appropriations required for carrying out the State's pledged policy of 1921. State employees and county, city, town and village employees who participate in the New York State Employees' Retirement System may, without sincere assurance that the obligations required to maintain this system will be made by the State the coming year, have needs to be greatly alarmed. It should be borne in mind that the entire cost of operating the system, including the personnel of the Retirement Bureau, is borne jointly by the State and the employees in proportion to their contribution.

Employees should take up at once with the various candidates to see that they understand the facts of the situation and the need of supplying required appropriations to carry out the State's obligations in this matter. Take this matter up immediately.
CANDIDATES SPEAK ON EMPLOYEE QUESTIONS

The tremendous importance to employees of preserving the integrity and efficiency of the civil service system and otherwise maintaining high morale in state employment, and the destructive and alarming statements being spread throughout the State apparently aimed at the public service and public servants, prompted this Association to address the Democratic and Republican candidates for Governor requesting that they clarify the situation with expressions as to the policies they would pursue when elected, with reference to the preservation and proper support of the civil service system, a fair and adequate compensation plan for all state workers, and the maintenance of the New York State Retirement system unimpaired.

The following replies were received by the Association from the candidates:

Col. William J. Donovan, Republican:
I am glad to reply to your letter about civil service matters and assure you and your organization of my sincere concern for the welfare and protection of those in civil positions. I fully appreciate the part which a well chosen, experienced, and efficient personnel has in the functioning of government, and too much care cannot be given to securing and maintaining such an organization.

“The civil service system, assuring as it does fairness and equality of opportunity for all citizens to qualify to serve the State in civil positions, and capable when intelligently administered of providing properly at all times for the personnel needs of civil government, has become so integral a part of government as to need no argument for its retention and support. The real need is for continued development of this arm of State government along modern lines which will make for maximum efficiency to the State and of justice to the employees, and I am heartily for adequate financial and statutory support of the system and the protection of the service free from partisan or personal control of any sort.

“The matter of economy in government includes all expenditures. My experience and information indicate that public employees are as interested in sound public expenditures as are other citizens. Naturally they feel that reward for efficient service in State work should be adequate and fitted to the duties performed, and in this respect I feel strongly that New York State should have so fair and liberal a compensation plan as to draw the best of service always to the people's work. A fair and adequate compensation plan would be the best guarantee against any wastefulness or inefficiency in State service.

“The wisdom of cooperative pension systems whereby employer and employee jointly provide in years of activity for non-productive years as typified in the New York State Retirement System offers a wise solution of the problem of caring for superannuated or disabled workers and their dependents. Accordingly, I favor the maintenance of the present State Retirement System unimpaired and with such sound improvements as will assure the accomplishment in every way of the ideals and purposes of its founders.”

Col. Herbert H. Lehman, Democrat:
“I know that you are aware of my deep interest in what concerns the civil service and other employees of the State of New York, who render, in my opinion, excellent service to the State. I have repeatedly given public expression to my deep interest in the subject. I believe in the upbuilding of the Civil Service Department. I shall be very glad indeed, when elected Governor, to give careful consideration to the representations of the civil service employees of the State.

“I believe that the State should adopt a sound compensation plan for all of its workers. While we cannot close our eyes at this time to the economic situation confronting the State, I believe that every possible and practical method of economy should be exhausted before we proceed to reduce salaries. In other words, I believe that a salary reduction should be invoked only as a last resort.

“With regard to the Retirement Fund, I think I made my position very clear last winter with regard to the action of the Legislature. I have favored and will continue to favor the strict carrying out of all obligations of the State to its employees.”

PARTY PLATFORMS

The Association accepts as pledges of complete support of adequate salary scales the planks dealing with Civil Service contained in the platforms of the Republican and Democratic parties, which read:

Democratic Platform:
“We pledge our support to a continued strengthening of the merit system; the proper recognition of continuous and faithful service, and the protection of the rights of Civil Service employees under the State Retirement System.”

Republican Platform:
“We favor the continuance of the study of the Civil Service to determine the essential duties and responsibilities of State positions and the formulation of proper standards for admission thereto.

“We favor the determination of a fair and economical salary plan based on equitable payment for the various grades of work.

“We believe that the Civil employees of the state should have representation on the State Civil Service Commission.”
HUMANITY VS. MACHINE

During recent State hearings on economy measures the proposal was made by a professional efficiency group that the hours of service be lengthened and various other experiments inaugurated to check and double-check the time and efficiency factors in State employment.

This Association frankly believes that the lengthening of hours of work, the shortening of health rehabilitating vacation periods, burdensome time checks, and the establishment of purely arbitrary theoretical measurements of personal efficiency, have a psychological effect upon the normal human being that does just the opposite of what such measures are intended to do. In other words, money is not the prime consideration with the great mass of salaried employees anywhere. Healthy interest in what they are doing, ambition to do their particular work well, pride in personal honesty and ability, the inherent instinct to give more than is demanded, the natural scorn for shirking and dishonesty, and the moral urgings of good men and women—these are the things which make for loyalty, industry and honesty among all large bodies of workers. Respect for these normal, natural virtues results in securing the maximum of daily accomplishment.

It is well known that the worker who is checked and spied upon is a liability—the human reaction to such is the destroying of initiative and honesty, and the breeding of deceit and fraud upon the employer even in the performance of common duties.

Of course there may be here and there in State service a dishonest worker. This Association has on every occasion anathematized all such. They are traitors to their State and to their fellow employees.

But surely our executive, legislative and administrative heads with their knowledge of the fundamentals underlying human action will not place millstones of unwise machine experimentation upon State service at a time when the highest of morale, loyalty and efficiency are especially needed to assure the maximum of economy in every position of the service.

To break down employee morale with unreasonable red tape rules and regulations, even infringing upon health needs, is the grossest of wastefulness. There is a place for more orderly arrangement of hours, vacations, sick leaves, etc., which should be solved from within the civil service structure. Is there anything wrong with a policy of consulting employees in constructive planning in such matters?

STATE HOSPITAL EMPLOYEES ASSOCIATION

In line with the enthusiastic support given by the representatives of the State Hospital employees to the policy of closer affiliation with this Association, the President of the State Hospital Employees Association, Fred O. Field, appointed the following committee to be present and to repre-

sent the institutional group at important meetings of this Association:

C. C. Colesanti, Chairman, Middletown State Hospital
John Livingston, Hudson River State Hospital, Pough-keepsie
Guy Campbell, Rockland State Hospital, Orangetburg
H. Redmond, St. Lawrence State Hospital, Ogdensburgh
F. A. Slaper, Buffalo State Hospital

Members of the Committee attended the Annual Meeting of this Association on October 4th. The need for unanimous and undivided activity upon the part of all State workers to preserve the civil service system, to preserve the State's Retirement System, and to safeguard salary scales from unfair manipulation, as well as the abolition of the long day and long week in State work, and the establishment of better social and home conditions, requires united action of all groups wherever situated in State service.

OFFICERS ELECTED FOR NEW YEAR

With their election at the Annual Meeting on October 4th, 1932, the following State employees immediately took office for the year ending with the Annual Meeting on the first Tuesday in October, 1933:

President, William F. McDonough
Vice-President, Beulah Bailey
Recording Secretary, Chester A. Lewis
Financial Secretary, William J. Pierce
Treasurer, Frank O. Bauer

Announcement was also made of the appointment on recommendation of the General Committee of a Counsel to aid in promoting the Association program during the coming year. Charles J. Tobin, a leading attorney of the State, and a nationally recognized tax expert, was chosen to act in this capacity. Mr. Tobin has been active in public affairs for many years and is highly respected in all circles. Speaking briefly at the annual meeting, Mr. Tobin said:

"As you well know we are passing through a critical period—a time when there is a great clamor on the part of many to have the expenses of government reduced regardless of the justice of the reductions. It is obvious that all of the facts should be known before any attempt is made to solve any problem, so that, in the name of justice, that may not be done which would be grave injustice. Your committees are working hard and digging deep to get all of the facts in preparation for intelligent defense of the needs of State employees.

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