

Although New York State, in commenting on the research results, noted that in 11.2 percent of the sample cases eligibility could not be determined, it should be noted that the "eligibility not determined" cases are not analyzed in either the State or national estimates with which we are comparing our results.

It must be noted further that there are no strictly comparable figures in the City, State and national statistics. However, I think the present figures present suggest the validity of this kind of approach.

While continuing to perfect and analyze the declaration system, the next step is to pursue the second aspect of the demonstration. That is, to create a real separation of eligibility determination and social service functions. The present requirement that case workers spend 90 percent of their time investigating client statements may be shown by the demonstrations to be unnecessary. We hope in the second year of the experiment to truly free and train caseworkers to deliver the kind of rehabilitative and supportive services to which we have been giving lip service for many years.

To create a true separation of the two functions, however, will require a new look at staffing patterns in the Department of Welfare.

It should be apparent that the tasks of investigating and helping are incompatible. For the same worker to one day perform as a vigilant guardian of the public purse—conveying the conviction that the client must prove his worthiness for aid—and on the next day seek the kind of confidence and trust that is necessary for any helping relationship is to trap the welfare worker forever between Scylla and Charybdis.

There is no rational excuse, either, for requiring college graduates to perform the essentially clerical task of eligibility determination. In fact, it could be much more efficiently performed by a machine.

Assigning clerks to the critical tasks would therefore free the college graduate to perform according to his skills.

In addition, the welfare worker's job must be analyzed in terms of the type and difficulty of functions, broken down into components and assigned to personnel prepared to do each job. Persons with lesser educational qualifications could certainly relate to the simpler cases and persons with advanced training and degrees are certainly required to help the most difficult cases. Our present demand that any college graduate be prepared to meet all needs is clearly unreasonable. New York State is moving toward more flexibility in requirements for caseworkers and I commend such a change to you for your consideration.

In addition to the major and fundamental changes I have discussed, there are other areas in which I think we are also ready to move ahead.

These areas include the involvement of public assistance recipients in a meaningful way in the program, and in the decentralization and integration services, especially in the large cities.

In New York City, we have made a small beginning in these areas. In most of our 37 welfare centers, we have established Client Advisory Groups that meet monthly with the center administrators to discuss problems, and make suggestions for new programs. The groups publish their own monthly newspaper and have contributed substantially to change. For example, the use of welfare recipients as case aides in the welfare centers was first suggested by the client groups. With funds made available by the Scheuer Amendment to the Economic Opportunity Act, we now have about 400 persons from the poverty population working as aides in the centers, receiving training and high school equivalency aid and earning \$4,250 a year.

We have also prepared a booklet detailing clients' entitlements under the law and are pursuing a more aggressive policy, under a recent change in State regulations, in supplying information about and referrals to family-planning resources in the neighborhoods.

In an effort to bring all the Department's services closer to the recipients' own neighborhoods, we have established five "satellite" welfare centers in areas where the client population is far removed from their major center. In these neighborhood centers, all the services of the department—not just income maintenance—are offered. These services include child welfare, homemaker, Medical Assistance, job counseling and referral, and family counseling programs.

The future

Convinced as I am that institutional social change occurs but slowly in this country, and in calculated stages, I would suggest that the revisions I have outlined for the present system be pursued immediately, while at the same time opening serious discussion of entirely new programs.