

aided, that ADC payments be permitted to supplement unemployment insurance benefits when these are not sufficient to meet basic needs, and that mothers of dependent children be encouraged to work only when it will be in the best interests of their children to do so.

As this law now stands, it shows a hostility toward needy people that the board cannot believe to be a reflection of the American conscience.

3. INCOME MAINTENANCE

The board has given much thought to the various proposals designed, in effect, to replace the present system of public assistance with a new form of income maintenance. These new proposals are intended to separate the provision of social services to such persons, and to provide a more dignified system of delivery of the funds required for food, clothing, shelter, and other basic human needs.

In recent months most of the discussion of such a major change has focused on the proposal of a negative income tax and on the proposal of family or children's allowances. There are, however, other methods of approaching the same goals, including some form of income insurance which would be based upon a vast enlargement of the insurance aspects of the Federal social security system.

Any such change in the basic method of providing essential income to Americans in need would obviously have to be made by the Federal Government. It would be impractical for a single State—even as large as State as New York—to undertake such a change on its own.

The board believes that these proposals deserve earnest, serious, and prompt consideration by all citizens and by the Congress. However, it urges that any such consideration should keep in mind the following reservations:

1. That it would be a disservice to the inhabitants of the State of New York if a nationwide system of income maintenance were to be adopted that, while benefiting needy persons in other parts of the country, worked to the disadvantage of the affected persons living in New York State. This State has one of the highest levels of public assistance in the country, in the various categories of assistance, and, in some categories, the highest of any State. This is not a matter of generosity on the part of the State's taxpayers, but only a clearer recognition of the responsibility one citizen has to another in a civilized society. It would be a tragedy if, in the effort to improve the condition of the poor throughout the country, the condition of the poor in New York State were to be made worse.

2. That there must be safeguards against the use of a major change in the form of income maintenance as an unintentional device to reduce the effectiveness of those social programs which are intended to assist people toward the dignity and self-respect that comes from self-support.

No form of income maintenance can take the place of reinforcement of existing programs and the creation of needed new programs for employment opportunity, decent housing, improved health care, educational opportunity, and elimination of discrimination.

3. That we must guard against the creation of a permanent underclass of Americans whose chief characteristic will be their depend-