

and as such called for an united approach. I do not believe that during this period we lost our fundamental adherence to State administration, and I believe that later events bear this out—that is to say, in our administration of public assistance, we have throughout this Country a system which can best be described as one of state administration (or local administration—state supervised). Added to this basic system has been Federal activity limited to financial participation, plus the setting of minimum standards of administration and the introduction of a positive Federal leadership which is different from specific Federal Control.

I do not wish to spend a disproportionate amount of time upon the past, but it appears to me to be important to review the background out of which our present administration grows. You will recall that after the few months of the CWA program in the winter of 1933 and 1934, the Country returned to a program of work relief and direct relief which continued until 1935, when the President announced his plan for, and the Congress enacted, two major pieces of Federal legislation; the Emergency Relief Appropriation Act of 1935, creating the Works Progress Administration, and the Social Security Act. By the end of 1936, therefore, we had established, by Congressional enactment, a four-sided foundation for our program of security and relief, namely:

1. A program of social insurance—against unemployment and old age.
2. A program of public assistance for the aged, the blind, and dependent children.
3. A program of progressive public services in the fields of public health, maternal and child welfare, and vocational rehabilitation.
4. A program of work for a portion of the needy unemployed which program included the National Youth Administration and the CCC.

Provision for those in the general relief population was left out of this coverage. States rapidly followed with legislation enabling them to take advantage of the Federal offer of participation, until today all 48 states, the District of Columbia, Alaska and Hawaii are now granting old age assistance, 42 jurisdictions grant aid to dependent children; and 43, public assistance to the needy blind. The history of this period can be read in the many changes in the names of already existing state welfare departments, in the creation of new departments, in the items which began to appear in state budgets for the first time.

So much for the events leading up to the present day administration of relief and public assistance. I have organized the content of what I have to say around two major topics: first, an evaluation of administration as well as Federal-State, and State-local, relationships; and secondly, a discussion of what I regard to be unmet needs and directions for the future.

In examining the Federal legislation under which we operate the first primary observation that can be made is that there are but two distinct types of administration provided. One is that of direct Federal administration—the WPA, the NYA, the CCC, Old Age Insurance, Farm Security, are of this nature. While the WPA calls for some local sponsorship and financial contribution, it is nonetheless a Federally administered program. The other is a system of Federal-State cooperative programs, namely, unemployment compensation, old age assistance, aid to dependent children, and mothers' and children's health services.

There is a third type of program which has almost disappeared, but which is still mentioned here as a possibility. I refer to the occasional advocacy of