

U.S. SOCIAL WELFARE POLICY (UEP 240)

FALL 2010

Mondays 1:30-4:30, 97 Talbot Classroom

Preliminary Syllabus

Instructor: Laurie Goldman, Ph.D

(617) 627-5053, laurie.goldman@tufts.edu

72 Professors Row, 2nd Floor

Office Hours: By arrangement.

Course Objectives: How can people and their families get what they need to get by and get ahead in today's economy? This course explores this question by examining how well current policies are doing and what needs fixing. It engages debates about the underlying causes of poverty, inequality, and social exclusion and examines the imprint of current and previous policies and longstanding dynamics of gender, race, and class on policy designs, their implementation, and outcomes. It also looks at innovative strategies public and nonprofit organizations, employers, and community groups are pursuing to craft a 21st century social welfare system.

The current economic crisis is an opportune time to enter these debates. Slow economic growth and widespread unemployment expose the limitations of policies based on principles of the free-market and the conviction that hard work is enough to achieve the "American dream."

As social problems, policy resources, and their institutional legacies influence people and their communities in multiple dimensions, the substantive knowledge and analytic tools developed in the course are useful for students pursuing careers as analysts, program designers, advocates, and activists across policy and planning domains.

Focus of the Course: The course begins with an introduction to trends in poverty and inequality and sets the historical and conceptual context for contemporary social welfare policies.

Subsequent units focus on three dominant approaches to intervention, each of which emphasizes the centrality of work in U.S. social welfare policy:

- **Direct Assistance:** Providing what families need to supplement work.
- **Work Incentives and Requirements:** Promoting work as family support.
- **Workforce Development:** Preparing workers for the jobs of today and tomorrow.

It concludes with consideration of prospects for preserving keystone policies and the potential for institutional reforms.

This course focuses on policies and programs that target non-elderly adults. To some degree, we will talk about the effect of such policies on children and elderly people, since they are key participants in families' lives. While access to quality affordable housing and health care are certainly important social welfare issues, covering them is beyond the feasible scope of a single course. Students will have a chance to explore additional interests through class assignments.

Course Format and Responsibilities: The course operates as a seminar. Students are expected to participate actively in class discussion of the readings, mini-lectures, and student presentations.

In addition to short, weekly reflections on the readings, students will choose a specific policy issue to investigate in greater depth. The three written assignments include: (1) a critique of an article (2) an analytic essay about a policy debate that elaborates the critique and (3) a proposal for further research or action. Additional ungraded (yet required) assignments will allow students to present and get feedback on their ideas.

Reading Assignments: There is one required book: Katherine Newman’s *Chutes and Ladders: Navigating the Low-Wage Labor Market*, Russell Sage and Harvard University Press (2004). This book is widely available from numerous booksellers. (Check www.bookfinders.com to purchase on-line from new and used bookstores.) Unless otherwise indicated, all other readings will be available on the course Blackboard site or for download from Tisch Library article databases or other web-sites.

Writing Assignments and Participation Requirements*:

Assignment	Due Date	% of Grade
Weekly reflections on the readings (no more than 500 words)	By 11:00 am the day of class.	10%
Analysis of one article (5 pages)	Friday 10/22	20%
Critical essay about a policy debate (10-15 pages)	Friday 11/19	30%
Proposal for research or action (10-15 pages)	Wed. 12/17	30%
<i>Class participation:</i> Active listening, discussing, engaging fellow students in discussion, and short presentations.	Throughout.	10%

* Detailed guidelines for written assignments and oral presentations will be provided.

Competencies Cultivated:

Substantive policy knowledge:

- The characteristics of poverty and inequality and the core policies for addressing them
- Roles and interactions across levels of government and policy domains and among actors in government, private, and nonprofit sectors and civil society
- History, theory, and the process of policy making, including how ideas, beliefs, and evidence influence this process.
- Administrative, legal, and political aspects of policy implementation and program delivery
- How race, class, and gender influence policy designs, their implementation, and outcomes

Skills Developed

- Critical policy analysis and framing new questions
- Critique of arguments, evidence, and conceptual frameworks
- Identifying and synthesizing relevant literature
- Effective writing, speaking, and active listening

PRELIMINARY SCHEDULE OF TOPICS, READINGS, AND ASSIGNMENTS

Part 1 Framing the Inquiry

Session 1 – Sept. 13: Introduction to the Course

Enduring Poverty and Inequality, the Current Economic Crisis, and Prospects for 21st Century Social Welfare Policy

- Review of the course
- A look at who's thriving and who's suffering in today's economy.

Session 2 – Sept. 20 The Centrality of Work in US Social Welfare Policy: Historical Perspectives and Philosophical Debates

Newman and Jacobs (2010) "Dissent and the New Deal"

Ellwood, D. (1988) "Poor Support", pp. 14-44

Wilson, W.J. (1997). "The American Belief System Concerning Poverty and Welfare." In *When Work Disappears*. Knopf, pp. 149-82

Scholz and Levine (2001) "The Evolution of Anti-Poverty Policies in Recent Decades" in *Understanding Poverty*

Part 2 Providing What People Need To Supplement Work: *Direct Assistance*

Session 3 – Sept. 27

Types of Assistance, Who Receives It, and Measuring How Much It Helps or "Caught By the Safety Net? Caught In the Safety Net?"

The Safety Net and Who Receives It:

Burt and Nightingale (2010) "U.S. Social Policy and the Social Safety Net in Historical Perspective" pp. 1-30

Newman and Chen (2007) "The Missing Class" (p. 1-9)

Cauthen, "Improving Work Supports" <http://www.sharedprosperity.org/bp198/bp198.pdf>

Measuring How Much It Helps

Acs and Nichols (2010) "America Insecure: Changes in the Economic Security of American Families" Low-Income Working Paper 16. The Urban Institute

Burtless and Smeeding (2001). "The Level, Trends, and Composition of Poverty" in *Understanding Poverty*, pp. 27-68. (Focus on the graphs)

The Politics of Benefits: (Note: We will discuss these readings in the following session.)

Schram (1995) "Home Economists as the Real Economists" In *Worlds of Welfare*. pp. 77-97.

Mettler and Soss (2004) "The Consequences of Public Policy for Democratic Citizenship: Bridging Policy Studies and Mass Politics"

Session 4 – Oct. 4 The Eroding Corporate Provider

Newman (2006) *Chutes and Ladders*. Chapters 1 and 3.

Rose and Winship (2009) “Ups and Downs: does the American Economy Still Promote Upward Mobility?” Economic Mobility Project.

Levy and Temin (2007) “Inequality and Institutions in 20th Century America.” NBER Working Paper No. 3106

Osterman, Kochan, Locke and Piore (2001) “Reframing the Debate” In *Working in America: A Blueprint for the New Labor Market*. MIT Press. (Optional)

Part 3 Promoting Work as Family Support: *Work Incentives and Requirements*

Session 5 – Oct. 11 New Paternalism (vs. Maternalism)

Mead (1997) “The Rise of Paternalism” In *The New Paternalism: Supervisory Approaches to Poverty*

Pavetti (2001) “Welfare Policy in Transition: Redefining the Social Contract for Poor Citizen Families with Children and for Immigrants.” In *Understanding Poverty*.

White, L. (2002) “Closing the Care Gap that Welfare Reform Left Behind” in Albelda and Withorn (Eds) *Welfare Reform, Poverty, and Beyond: Lost Ground*

Orloff (200) “Explaining US Welfare Reform: Power, Gender, Race and the US Policy Legacy,” *Critical Social Policy*.

Hasenfeld (2010) “Organizational Responses to Social Policy: The Case of Welfare Reform” *Administration in Social Work*, 34: 148-67.

Session 6 – Oct. 18 Work-First – and What’s Next?

Newman (2006) *Chutes and Ladders*. Chapter 7 & 8

Loprest and Zedlewski (2006) “The Changing Role of Welfare in the Lives of Low-Income Families with Children” The Urban Institute.

Wood, Moore and Rangarian (2008) “Two Steps Forward, One Step Back: The Uneven Economic Progress of TANF Recipients” *Social Service Review*

Acs, G. and M. A. Turner (2008) “Making Work Pay Enough: A Decent Standard of Living for Working Families” http://www.urban.org/UploadedPDF/411710_work_pay.pdf

Additional Optional Readings:

Miller, C. et al (2008) *New Hope for the Working Poor Effects After Eight Years for Families and Children*. MDRC report. <http://www.mdrc.org/publications/488/full.pdf>

Thompson, J. and Fitzpatrick, K. (2009) *The Interaction of Metropolitan Cost-of-living & the Federal Earned Income Tax Credit: One Size Fits All?* Political Economy Research Institute at UMass Amherst. <http://www.peri.umass.edu/236/hash/6c91581497/publication/375/>

Session 7 – Oct. 25 Poverty Deconcentration & Place-Based Strategies for Encouraging Work

- Jargowsky 2003 “Stunning Progress, Hidden Problems: The Dramatic Decline of Concentrated Poverty in the 1990s www.brook.edu/es/urban/publications/jargowskypoverty.pdf
- Turner and Rawlings (2005). “Overcoming Concentrated Poverty and Isolation: Ten Lessons for Policy and Practice” (*Policy Briefs*)
http://www.urban.org/UploadedPDF/311204_Poverty_Brief.pdf
- Chapple, K. (2006). Overcoming mismatch - Beyond dispersal, mobility, and development strategies. *Journal of the American Planning Association*, 72(3), 322-336.
- McClure, K. (2008). Deconcentrating Poverty With Housing Programs. *Journal of the American Planning Association*, 74(1), 90-99.

(Each student will focus on one of the following two strategies for deconcentrating poverty and will be responsible for presenting the arguments in favor and against that approach to fellow classmates.)

Mobility through Housing Vouchers: Moving to Opportunity Program (MTO)

Popkin (2008) “New Findings on the Benefits and Limitations of Assisted Housing Mobility”
Skim the other reports from the Urban Institute’s findings from the three cities study of MTO
<http://www.urban.org/projects/mto.cfm>

Place-Based Strategy: JobsPlus

Riccio, J. (2010). “Sustained Earnings Gains for Residents in Public Housing Jobs Program: Seven-Year Findings from the Jobs-Plus Demonstration. MDRC Briefing.
<http://www.mdrc.org/publications/542/policybrief.pdf> (More detailed earlier reports focus on community participation and other specific components of this “saturated place-based approach” to employment promotion.

Part 4 Preparing Workers for the Jobs of Today & Tomorrow: Workforce Development

Session 8 – Nov. 1 The Workforce Development System: Making Connections and Building Skills

- Holzer, “Workforce Development as an Anti-Poverty Strategy”
<http://www.irp.wisc.edu/publications/focus/pdfs/foc262k.pdf>
- Barnow and Nightingale (2007) “An Overview of U.S. Workforce Development Policy in 2005” in *Reshaping the American Workforce in a Changing Economy*. Holzer and Nightingale (Eds), Washington, D.C.: Urban Institute Press, pp. 25-37.
- Stoll, M. et al. (2003). “The Impact of Participation in Employment and Training Programs on the Earnings and Employment of Low-Income Adults: An Evaluation of Massachusetts Workforce Development Programs. Prepared for the Commonwealth Corporation.
[Optional. Focus on their findings.]

Session 9 – Nov. 8 New Strategies for Getting an Education

- Osterman, P (2008) “College For All?” Center for American Progress
<http://www.americanprogress.org/issues/2008/08/pdf/highered1.pdf>
- Soares, L. (2009) “Working Learners: Educating Our Entire Workforce for Success in the 21st Century. Center for American Progress.
http://www.americanprogress.org/issues/2009/06/pdf/working_learners.pdf
- Melendez, E., Falcon, L., Suarez-Boulangger, C., McCormick, L., & Montrichard, A. d. (2004). Community Colleges, Welfare Reform, and Workforce Development. In E. Melendez (Ed.), *Communities and Workforce Development* (pp. 293-329). Kalamazoo, MI: Upjohn Institute for Employment Research.
- Furchtgott-Roth, Jacobson, and Mokher (2009) “Strengthening Community Colleges’ Influence on Economic Mobility.”

Session 10 – Nov. 15 New Strategies for Securing Good Wages and Gratifying Work

These readings will be distributed among students for interactive presentations in class.

Vocational Training

- Holzer, H. and L. Lerman (2007) *America’s Forgotten Middle-Skill Jobs: Education and Training in the Next Decade and Beyond*. A paper written for the Workforce Alliance, Washington, D.C. as part of the Skills2Compete Campaign.
<http://www.skills2compete.org/atf/cf/%7B8E9806BF-4669-4217-AF74-26F62108EA68%7D/ForgottenJobsReport%20Final.pdf>
- Pollin, R., H. et al (2008) *Green Recovery: A Program to Create Good Jobs and Start Building a Low-Carbon Economy*. Report prepared with the Political Economy Research Institute of UMass-Amherst for the Center for American Progress.
http://www.americanprogress.org/issues/2008/09/pdf/green_recovery.pdf

Sector-Based Strategies – Collaborations with Employers

- Conway, M. et al. (2007) *Sectoral Strategies for Low-Income Workers: Lessons from the Field*. A report of the Workforce Strategies Initiative, a project of the Aspen Institute.
<http://www.aspeninstitute.org/sites/default/files/content/docs/07-014.PDF>
Look at the publications and resources on the Commonwealth Corporation website:
<http://www.commcorp.org/sectorstrategy/index.html>. *Focus particularly on the following:*
Heineman, J. et al (2007). “The Qualitative Evaluation of ECCLI.”
<http://www.commcorp.org/researchandevaluation/pdf/ResearchBrief5-02.pdf>

Intermediaries for Temp. Work

- Carre, F. et al (2009). *Brokering Up: The Role of Temporary Staffing in Overcoming Labor Market Barriers*. A report of the Alternative Staffing Demonstration housed at the McCormack Institute’s Center for Social Policy and UMass Boston.
- Finegold, D., Levenson, A., & Van Buren, M. (2003). A Temporary Route to Advancement? The Career Opportunities for Low-Skilled Workers in Temporary Employment. In E. Appelbaum, A. Bernhardt & R. Murnane (Eds.), *Low-Wage America: How Employers Are Reshaping Opportunity in the Workplace* (pp. 317-367). New York: Russell Sage Foundation.

Session 11 – Nov. 22 Debt and Wealth: The Plastic Safety Net and Building Assets*Facts About Wealth and Debt Inequality:*

Shapiro, Meschede, and Sullivan (2010) “The Racial Wealth Gap Increases Fourfold”

<http://iasp.brandeis.edu/pdfs/Racial-Wealth-Gap-Brief.pdf>

“The Color of Debt” – Demos <http://www.demos.org/pubs/TheColorofDebt-FactSheet.pdf>

“Wealth Inequality by the Numbers” Dollars and Sense and United for a Fair Economy.

Draut and Garcia (2009) “The Plastic Safety Net” Demos

Policy Interventions:

Mass. Asset Development Commission (2009) “Asset Development: Removing Barriers, Building Futures” <http://iasp.brandeis.edu/pdfs/adcfinalreport.pdf>

Blank (2008), “Public Policies to Alter the Use of Alternative Financial Services Among Low Income Households,” Brookings Institute.

Additional Reading:

Sheridan, M “IDAs and Asset Building Policy”

<http://csd.wustl.edu/AssetBuilding/Pages/IDAProducts.aspx>

Warren and Taygi (2003) The Two Income Trap: Why Middle-Class Parents are Going Broke.

Oliver and Shapiro (1997) “The Structuring of Racial Inequality in American Life.” In *Black Wealth/White Wealth: A New Perspective on Racial Inequality*.

Session 12 – Nov. 29 Addressing Systemic Discrimination & Creating Opportunities

“A Million Women vs. Wal-Mart”

<http://www.nytimes.com/2010/08/31/opinion/31tue2.html>

The Future of Affirmative Action – a discussion among scholars of inequality in New Democracy Institute <http://aad.english.ucsb.edu/docs/bostonreview.html>

Harper, S., & Reskin, B. (2005). Affirmative action at school and on the job. *Annual Review of Sociology*, 31, 357-379. (Skim)

Bertrand, M., & Mullainathan, S. (2004). Are Emily and Greg more employable than Lakisha and Jamal? A field experiment on labor market discrimination. *American Economic Review*, 94(4), 991-1013. (Skim)

Proposal presentations – 1

Session 13 – Dec. 6 Advocacy Campaigns to Reform and Preserve Policies

Living Wage Campaigns

<http://www.livingwagecampaign.org/index.php?id=1958>

Brenner, M. and Luce, Stephanie (2005). *Living Wage Laws in Practice: The Boston, New Haven and Hartford Experiences*. Political Economy Research Institute at UMass Amherst. http://www.peri.umass.edu/fileadmin/pdf/research_brief/RR8.pdf

Discussion of where we stand with TANF and WIA reauthorization

Materials for this discussion T.B.D.

Proposal presentations -2