

882 - Public Assistance Policy and Management

Fall, 2009

Prof. Maria Cancian

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This seminar provides a focused introduction to public assistance policy in the United States. We will discuss basic conceptual issues related to the design and evaluation of public assistance policy, and students will have an opportunity to apply their policy analysis skills to a social policy issue of their choice. However, for most of the seminar we will focus on family policy, broadly defined. Topic areas will include Welfare, Child Support, Child Welfare/Child Protective Services, and income support for the elderly.

We will consider how public policy responds to, and shapes, expectations regarding the relative responsibilities of government and individuals/families. On what basis do public institutions provide assistance or otherwise intervene to alter available resources, especially for children and the elderly? How has policy evolved to increase or reduce public (as opposed to private or family) responsibility? What accounts for policies that by design or practice disproportionately target low income families?

Assignments and Grading

Seminar participants are expected to:

- complete assigned readings prior to the seminar meeting
- write six one page critiques of the readings (not in the same week as a seminar paper/presentation)
- write two short papers (5-8 pages, double spaced) in weeks 6, 8, 10 and/or 12
- prepare a final presentation to be made in weeks 14 or 15
- write a final paper (details below) on your presentation topic, due in week 15.

Note that you have a writing assignment due almost every week, since critiques may not be written in the same week you submit a short paper or make a final presentation, nor in Week 1 or Week 13-15.

Final grades will be based on the 2 seminar papers (20% each, 40% total), critiques and seminar participation (20% total), and final presentation and paper (15% and 25%; 40% total).

Seminar papers Participants are expected write a paper for two of the four topics covered in weeks 5-12. Details on the topics and format will be discussed in class. Seminar papers generally will not require additional readings or outside research. The papers will be due 24 hours prior to the second meeting on the topic (i.e. on Monday at 10 AM in weeks 6, 8, 10 and/or 12) and should be sent by e-mail to the instructors (mcancian@wisc.edu and yychung@wisc.edu). You may choose to write a paper in any two of the four assigned weeks. Papers delivered up to 24 hours late will lose 10 percent; no papers will be accepted after the seminar meeting. If experience suggests that circumstances sometimes compromise your ability to complete assignments on schedule you are strongly encouraged to plan on writing papers earlier in the semester—so you have the flexibility to delay if necessary.

Reading critiques should be a single page, about half devoted to *integrative* summary comments, and about half to critical responses or questions. These critiques should be completed by 10 am Monday, and sent by e-mail to the instructors (mcancian@wisc.edu and yychung@wisc.edu). Critiques will not be graded, but will count for full, partial, or no credit. The first two critiques will be returned to you in class; for later weeks you will receive an e-mail no later than the day of class if the critique did not earn full credit.

Final presentation and paper The last two meetings of the course will be devoted to presentations on topics and/or theoretical frameworks that were not previously covered in detail. Suggested topics include health care, child care, marriage, or an analysis of an earlier topic from a new perspective—for example, using an international/comparative analysis, or introducing and applying a novel theoretical perspective. Students are welcome to work individually or in groups to prepare the presentation and/or paper. An individually written final paper should be about 10 pages. The parameters for group projects should be negotiated with the instructor in advance. Proposals for the final presentation and paper topic are due no later than in class on 11/17.

Provisions for cancelled classes and absences

The University has asked all instructors to make provisions for the possibility that a flu pandemic or other circumstances may interfere with seminar meetings or with an individual student's or instructor's participation. If the University is closed, or there are other factors that interfere with our meeting in person, please check your e-mail for more information. If seminar cannot be held in person we will likely "meet" by phone. Most class papers/assignments are turned in electronically and so will not be affected by a disruption of class meetings.

If you do not feel well you are encouraged to stay home and not attend class (see: <http://flu.wisc.edu/2009/05/01/what-if-i-have-to-miss-class-due-to-illness/> for more information on related University policy). Given the flexible due dates for almost all written assignments, most students should not require special accommodation for a brief illness, but please contact the instructor as soon as possible if you will miss class or if an illness will interfere with completing written work.

Class Schedule

Week 1 (9/8) Chronology and terminology: U.S. social policy since 1930

- Readings:
 - Dolgoff, R. and Feldstein, D. 2009. Chapter 7, “Examining a Social Welfare Program within the Context of Social Justice: Structural Components, Alternative Program Characteristics, and Evaluation” in *Understanding Social Welfare: A Search for Social Justice* (8th). Pp. 133-159.
 - Scholz, J. K., R. Moffitt, and B. Cowan. 2009. Chapter 8, “Trends in Income Support.” in *Changing Poverty*. Edited by Maria Cancian and Sheldon Danziger. Pp. 203-241.
 - Grogger, J. & L. A. Karoly. 2005. Chapter 2, “Background” in *Welfare Reform: Effects of a Decade of Change*. Harvard University Press. Pp. 11-42.
- Assignment options:
 - No reading critiques this week

Week 2 (9/15) Microeconomic analysis of social policy

- Readings:
 - Grogger, J. & L. A. Karoly. 2005. Chapter 3 “An Economic Model” in *Welfare Reform : Effects of a Decade of Change*. Harvard University Press. Pp. 43-56.
 - Lang, K. 2007. “Why do policy analysts disagree?” and more (Pp. 10-19) in *Poverty and Discrimination*. Princeton University Press.
 - Jennifer L. Romich. 2006. Difficult Calculations: Low-Income Workers and Marginal Tax Rates. *Social Service Review* 80:1, 27-66.
 - Blank, R. 2003. Poverty, Policy and Ethics: Can An Economist be Both Critical and Caring?

Optional readings: (The content is required, but the readings are only required if this is unfamiliar material).

- Lang, K. 2007. “A Quick Guide to Statistics” (Pp. 19-28) in *Poverty and Discrimination*. Princeton University Press.
- Ehrenberg, R. & R. Smith. 2006. (9th edition). Chapter 6, “Supply of Labor to the Economy: The Decision to Work.” in *Modern Labor Economics*. Pp. 165-205.
- Assignment options:
 - Reading critiques (due 10 a.m. Monday)

Week 3 (9/22) Power: class, race, gender and social policy

- Readings:
 - Wright, E.O. 1994. Chapter 2, “The Class Analysis of Poverty” in *Interrogating Inequality*. Pp. 32-50 (Pp. 39-45 optional)
 - Fineman, Martha Albertson. 2004. *The Autonomy Myth: A Theory of Dependency*. P. 31-54 and 228-240.
 - Collins, Jane and Vitoria Meyers. 2009. *Both Hands Tied*. “‘Stealing from Kids to Work:’ Women’s Perspectives on the Care Dilemma” and “From Family Wage to Solitary Wage Bargain” 137-161; “Welfare and Economic Citizenship” 198-206.
 - K. Edin and G. Jencks. 1995. “Do Poor Women Have a Right to Bear Children.” In *American Prospect*, Winter 1995, 43-52.
 - Mead, L. 1992. Chapter 10, “The Wider Meaning of Dependency” in L. M. Mead, ed. *The New Politics of Poverty*. New York: Basic Books. Pp. 210-239.

Optional reading:

- Wax, Amy L. 2009. "Basic Income or Caretaker Benefits?," *Basic Income Studies*: Vol. 4 : Iss. 1, Article 3, available at: <http://www.bepress.com/cgi/viewcontent.cgi?article=1118&context=bis>. (Note: not included in reader)
- Assignment options:
 - Reading critiques (due 10 a.m. Monday)

Week 4 (9/29) Power and Politics (Yiyoon Chung Guest Lecturer):

- Readings:
 - Piven, F. P. and Richard Cloward. 1997. Chapter 9, "The Historical Sources of the Contemporary Relief Debate." *The Breaking of the American Social Compact*. New York: The New Press. Pp. 173-211.
 - Lieberman, R.C. 1998. Chapter 1, "Race, Institutions, and Welfare in American Political Development" (pp.1-22). In *Shifting the color line: Race and the American welfare state*, Harvard University Press.
 - Soss, J. 2005. Chapter 11, "Making Clients and Citizens: Welfare Policy as a Source of Status, Belief, and Action." In Anne Schneider and Helen Ingram, eds. *Deserving and Entitled: Social Constructions and Public Policy*. State University of New York Press. Pp.291-328.
 - Hayward. 2000. Chapter 2, "De-facing Power" in *De-facing Power*. Cambridge University Press. Pp. 11-39.
- Assignment options:
 - Reading critiques (due 10 a.m. Monday)

Week 5 (10/6) Welfare Part 1: History and current policies

- Readings:
 - Review Grogger and Kroly (2005) from Week 1.
 - Soss, Joe, Sanford F. Schram, Thomas P. Vartanian and Erin O'Brien. 2001. "Setting the Terms of Relief: Explaining State Policy Choices in the Devolution Revolution" *American Journal of Political Science*, Vol. 45, No. 2 (Apr., 2001), pp. 378-395
 - Chase-Lansdale, P. L. & L. Pittman. 2002. Welfare Reform and Parenting: Reasonable Expectations. *Future of Children*, Vol. 12(1), 169-185. (Winter/Spring2002): Impact of Welfare Reform on Children. Issue editor: Margie K. Shields. The David and Lucile Packard Foundation, Los Altos, CA
 - P. Morris, L. Gennetian, and G. Duncan. 2005. "Effects of Welfare and Employment Policies on Young Children," MDRC Policy Brief, April 2005, available at: <http://www.mdrc.org/publications/407/full.pdf>
 - Journal of Public Policy and Management Point/Counterpoint, "Welfare Reform After 10 Years," Spring 2007. Short articles and responses by Mead and Parrott/Sherman

Optional reading:

- 2008 Greenbook, Section 7. Temporary Assistance for Needy Families (TANF), available at: <http://waysandmeans.house.gov/media/pdf/110/tanf.pdf>. (Note: not included in reader)
- Assignment options:
 - Reading critiques (due 10 a.m. Monday)

Week 6 (10/13) Welfare Part 2: Alternative analyses and implications for policy

- Readings:
 - O'Connor, A. 2001. *Poverty Knowledge*. Chapter 9, "The Poverty Research Industry," pp.213-41. Chapter 10, "Dependency, the "Underclass," and a New Liberal Consensus" . (pp.242-83), and Chapter 11, "The End of Welfare and the Case for a New Poverty Knowledge" (pp.284-95).
 - Murray, C. 1984. Chapter 12, pp. 154-166, and Chapter 15, pp.196-204. in *Losing Ground: American Social Policy 1950-1980*,
 - Sparks, H. 2003. Chapter 7, "Queens, Teens, and Model Mothers: Race, Gender and the Discourse of Welfare Reform." S.F. Schram, J. Soss, and R. Fording, eds. 2003. *Race and the Politics of Welfare Reform*. Ann Arbor, MI: University of Michigan Press. pp.171-195.
 - Beem, Christopher, 2005. Chapter 7, "Restoring the Civic Value of Care in a Post-Welfare Reform Society." in Mead, Lawrence M. and Christopher Beem (eds.). *Welfare Reform and Political Theory*. New York, NY: Russell Sage Foundation.
- Assignment options:
 - Seminar paper (due 10 a.m. Monday)
 - Reading critiques (due 10 a.m. Monday)

Week 7 (10/20) Paternity and Child Support Part 1: History and current policies

- Readings:
 - Cancian, Maria, Daniel R. Meyer and Eunhee Han. 2009 "Child Support: Responsible Fatherhood and the Quid Pro Quo." Conference Paper.
 - Horn, W. and Sawhill, I. 2002. Chapter 16, "Fathers, Marriage, and Welfare Reform" (pp.421-441) in Blank, R. and Haskins, R. (eds.). *The New World of Welfare*. Washington, DC: Brookings Institution Press.
 - Pate, D. 2002. "The Life Circumstances of African American Fathers with Children on W-2: An Ethnographic Inquiry." *Focus*, Vol.22, No.2, pp.25-30. Available: <http://www.irp.wisc.edu/publications/focus/pdfs/foc222.pdf#page=25>
- Optional reading:

2008 Greenbook, Section 8. Child Support Enforcement Program, available at: <http://waysandmeans.house.gov/media/pdf/110/cse.pdf>. (Note: not included in reader)
- Assignment options:
 - Reading critiques (due 10 a.m. Monday)

Week 8 (10/27) Paternity and Child Support Part 2: Alternative analyses and implications for policy

- Readings:
 - Chung, Yiyoon. 2009. Child Support as Labor Regulation. Forthcoming, the *Journal of Sociology & Social Welfare*. (Note: not included in reader)
 - Mink, G. 1998. Chapter 3 "Disdained Mothers, Unequal Citizens: Paternity Establishment, Child Support, and the Stratification of Rights," pp.69-101. *Welfare's end*
 - Mead, L. M. (2007). "Toward a mandatory work policy for men." *Future of Children* **17**(2): 43-72.
- Assignment options:
 - Seminar paper (due 10 a.m. Monday)
 - Reading critiques (due 10 a.m. Monday)

Week 9 (11/3) Child Welfare Part 1: History and current policies

- Readings:
 - Allen, M. and M. Bissell. 2004. "Safety and Stability for Foster Children: The Policy Context." *Future of Children*, v14 n1 Pp. 49-73, available at: http://www.eric.ed.gov/ERICWebPortal/custom/portlets/recordDetails/detailmini.jsp?_nfpb=true&_ERICExtSearch_SearchValue_0=EJ795823&ERICExtSearch_SearchType_0=no&accno=EJ795823
 - Reich, Jennifer. 2005. Chapter 1, "Introduction" (p. 1-25); Chapter 9, "Conclusion" (p. 255-273). in *Fixing Families: Parents, Power, and the Child Welfare System*. New York: Routledge.
 - Beem, Christopher. 2007. "Child welfare and the civic minimum" *Children and Youth Services Review*. 29:618–636.

Optional Reading:

2004 Greenbook, Section 11. Child Protection, Foster Care, and Adoption Assistance, available http://frwebgate.access.gpo.gov/cgi-bin/getdoc.cgi?dbname=108_green_book&docid=f:wm006_11.pdf. (Note: not included in reader)

- Assignment options:
 - Reading critiques (due 10 a.m. Monday)

Week 10 (11/10) Child Welfare Part 2: Alternative analyses and implications for policy

- Readings:
 - Park, Hwa-Ok. Grandmothers raising grandchildren: Family well-being and economic assistance." *Focus* Vol. 24, No. 1, Fall 2005 (<http://www.irp.wisc.edu/publications/focus/pdfs/foc241d.pdf>)
 - Testa, Mark. Chapter 6, "New Permanency Strategies for Children in Foster Care" in Duncan Lindsey and Aron Shlonsky, Ed. *Child Welfare Research*. New York: Oxford University Press. Pp. 108-124.
- Assignment options:
 - Seminar paper (due 10 a.m. Monday)
 - Reading critiques (due 10 a.m. Monday)

Week 11 (11/17) Social Security Part 1: History and current policies

- Readings:
 - Review Lieberman, R.C. 1998. Chapter 1, "Race, Institutions, and Welfare in American Political Development" in *Shifting the Color Line* pp.1-22.
 - Orszag, P. R. and P. A. Diamond. "Reforming Social Security: A Balanced Plan" December 2003 <http://www.brookings.edu/comm/policybriefs/pb126.htm>

Optional Reading:

- Online booklet "Social Security—Understanding the Benefits," for a comprehensive explanation of all the Social Security programs. Available: <http://www.ssa.gov/pubs/10024.pdf>. (Note: not included in reader)
- 2008 Greenbook, Section 1. Social Security, available at: <http://waysandmeans.house.gov/media/pdf/111/ssgb.pdf>. (Note: not included in reader)
- Final Report of the President's Commission. 2001. "Strengthening Social Security and Creating Personal Wealth for all Americans." (pages 1-24), available at: http://govinfo.library.unt.edu/csss/reports/Final_report.pdf. (Note: not included in reader)

- Assignment options:
 - Reading critiques (due 10 a.m. Monday)
- Assignment:
 - *Proposal for final paper due in class*

Week 12 (11/24) Social Security Part 2: Alternative analyses and implications for policy

- Readings:
 - Kessler-Harris, A. 2001. Part of Chapter 3, “Questions of Equity.” in *In Pursuit of Equity*. Oxford University Press. Pp. 130-141.
 - Brown, D. 2003. “Social Security and Marriage in Black and White.” *Ohio State Law Journal*. Vol. 65: 111. Pp. 111-143.
 - Steuerle, C.E. and M. Favreault. 2002. “Social Security for Yesterday's Family?” *Urban Institute Policy Briefs/Straight Talk*
http://www.urban.org/UploadedPDF/310598_Straight35.pdf
 - Sung, Sirin, 2003 “Women Reconciling Paid and Unpaid Work in a Confucian Welfare State: The Case of South Korea.” *Social Policy and Administration*. 37(4): 342-360.
- Assignment options:
 - Seminar paper (due 10 a.m. Monday)
 - Reading critiques (due 10 a.m. Monday)

Week 13 (12/1) Catch up and review

- Assignment options: No reading critiques this week

Week 14 (12/8) Student presentations; Topics/Readings TBA

- Assignment options: No reading critiques this week

Week 15 (12/15) Student presentations; Topics/Readings TBA

- Assignment options: No reading critiques this week
- Assignment: Final paper due in class