CHAPTER 17
SOCIAL WELFARE POLICY

Chapter Goals and Learning Objectives

Intended to improve the quality of life for all segments of society, especially the less fortunate, social welfare policies involve a broad and varied range of government programs. These policies and programs are designed to provide people with protection against want and deprivation, to enhance their health and physical well-being, to provide educational and employment opportunities, and otherwise to enable them to lead more satisfactory, productive, and meaningful lives. These social policies are meant to benefit all members of society, but especially the less fortunate. Social welfare policy focuses on issues such as public education, income security, medical care, sanitation and disease prevention, public housing, employment training, children's protective services, and improvements in human nutrition. The idea behind these policies is that these services are so worthy to society as a whole that they should be provided by the government regardless of the ability of the recipients to pay. The question of where the line should be drawn between government and individual responsibility for these services and goods is the essence and scope of social welfare policy development.

This chapter is designed to give you a basic understanding of the broad range of programs called social welfare. The main topic headings of the chapter are:

- The Policy-Making Process
- The Roots of Social Welfare Policy
- Social Welfare Policies Today

In each section, there are certain facts and ideas that you should strive to understand. Many are in boldface type and appear in both the narrative and in the glossary at the end of the book. Other ideas, dates, facts, events, people, etc. are more difficult to pull out of the narrative. (Keep in mind that studying for objective-style tests [multiple choice, T/F] is different than studying for essay tests. See the Study Guide section on test taking for hints on study skills.)

In general, after you finish reading and studying this chapter, you should understand the following:

- the nature of the policy-making process, including a model of the process
- the history of social welfare policy and how the government’s commitment grew in the twentieth century
- social welfare policies today, including income security, health care, and public education
Chapter Outline and Key Points

In this section, you are provided with a basic outline of the chapter and key words/points you should know. Use this outline to develop a complete outline of the material. Write the definitions or further explanations for the terms. Use the space provided in this workbook or rewrite that material in your notebook. This will help you study and remember the material in preparation for your tests, assignments, and papers.

**The Policy-Making Process**

public policy—

**Theories of Public Policy**

elites—

masses—

bureaucratic theory—

interest group theory—

pluralist perspective—

**A Model of the Policy-Making Process**

policy-making process model (Fig. 17.1)—

a process of sequential steps—

**Problem Recognition and Definition**

a necessary criterion—

effects of perceptions on government—

definitions of the problem—

public policies seen as problems or causes of other problems—

**Agenda Setting**

defining agendas—

agenda—
systemic agenda—
governmental or institutional agenda—
getting on the congressional agenda—
agenda setting—
securing agenda setting by:
  - crisis, disaster, extraordinary event—
  - policy entrepreneurs—
  - political changes—
agenda setting as a competitive process—

**Policy Formulation**

policy formulation—
routine formulation—
analogous formulation—
creative formulation—

**Policy Adoption**

policy adoption—
what’s needed to achieve policy adoption—
congressional policy adoption consequences:

1) 
2) 
3) 

unilateral presidential decision-making—
veto threat—
Budgeting

budgetary process—

effect of refusal to fund or inadequate funding—

policy and program review—

Policy Implementation

policy implementation—

authorized techniques by administrative agencies to implement public policies within their jurisdictions:

authoritative techniques—

incentive techniques—

capacity techniques—

hortatory techniques—

Policy Evaluation

policy evaluation—

possible players in policy evaluation—

role of evaluation research and studies—

The Roots of Social Welfare Policy

product of twentieth century—

attitude of Americans in early history of country—

changes in nineteenth century—

Coxey’s Army—

effect of social changes here and abroad—

Great Depression of 1930s—
Income Security

market crash of 1929—
Republican “hands off” economic policy—
election of Franklin D. Roosevelt in 1932—
CWA and FERA—
WPA—
Social Security Act of 1935—
three major component of 1935 Social Security Act:
1)
2)
3)
“sacred trust” rather than welfare—
critics of Social Security—
unemployment and Social Security—
perceived two basic flows of 1935 Social Security Act—
expansion of Social Security—

Health Care

how governments in the U.S. had been active in health care—
National Marine Service (established in 1789)—
national health insurance proposed with Social Security Act of 1935—
opposition of AMA—
Harry Truman proposed national health insurance in 1945—
opposition to President Truman’s national health insurance plan—
later national health care plans proposed—

**Public Education**

exclusive province of state and local governments until twentieth century—

Tenth Amendment—

Northwest Ordinance of 1785—

history of public education in U.S.—

G.I. Bill in 1945—

Cold War and Sputnik—

Lyndon Johnson’s Great Society—

reliance on local property taxes—

Pell Grants—

equalization formulas—

**Social Welfare Policies Today**

**Income Security Programs**

nonmeans-based program—

means-tested program—

social insurance: nonmeans-tested programs—

old age, survivors, and disability insurance—

Social Security tax—

unearned income—

Trustees of the Social Security Trust Fund 2002 report—

G.W. Bush and privatization

G.W. Bush’s “Commission to Strengthen Social Security”—
how the report of the “Commission to Strengthen Social Security” disappointed privatization proponents:

1) 

2) 

3) 

the politics of Social Security “reform”—

unemployment insurance—

how Social Security unemployment insurance works—

social insurance: means-tested programs—

supplemental security income (SSI)—

family and child support—

Aid to Families with Dependent Children (ADFC)—

Family and Child Support Act of 1988—

welfare reform of 1996—

key provisions of the Personal Responsibility and Work Opportunity Reconciliation Act of 1996:

1) 

2) 

3) 

4) 

5) 

6) 

7)
Earned Income Tax Credit (EITC)—

intent and objectives of EITC:

1)  
2)  
3)  

initial purpose of food stamp program (1939-1943)—
later food stamp program—
nationwide food stamp program in 1974—
food stamp program since 1977—
calls for food stamp program reforms in mid-1990s—
the effectiveness of income security programs—
entitlement programs—

Health Care

health care for veterans and Indians—
National Institution of Health—
Medicare—
Medicare Part A—
Medicare Part B—
Medicaid—
what Medicaid covers that Medicare doesn’t—
how Medicaid funded—
medically indigent—
AIDS funding—
the cost of health care—
percentage of federal outlay on health care—
factors that contribute to the high and rising costs of health care:

1) 
2) 
3) 
4) 
5) 

public education—
federal aid to education—
Goals 2000—
“No Child left Behind”—
Individuals with Disabilities Education Act—
inequality in spending among school districts—
voucher plans—
charter schools—

Research Ideas and Possible Paper Topics

1) Go to the Web site of the House of Representatives or call your local representative's office. Find out what social welfare laws are on the agenda for this session of Congress. Choose one and follow it over the course of the semester. Pay attention to partisan issues, which interest groups get involved and how, which members of Congress sponsor the bill, and how this bill fits the policy process you have learned about in this chapter.

2) Go to the library or the Internet and find out what the official poverty level is in your state and county and the demographics of poor people and people who receive federal assistance. How was it determined, and how appropriate is this figure today? Can a family of four really live on it? In addition, do some
additional research about the policies designed to help the poor. Discuss what the country and your state is doing for the poor. Is it enough? Why or why not?

3) Do some research on President Bush’s plan to privatize Social Security. Based on what you have learned about the policy process, discuss what was successful and unsuccessful about his plan. What tactics and strategies did he use to promote this policy? How effective were they? What tactics and strategies have been used by the opponents of privatization to what success?

4) Over the past several years, many of the responsibilities for social welfare policies have been delegated to the states. Choose three states and find out what they are doing regarding social welfare. Are the states different or similar in their approach? Why?

5) Interview your grandparents or older people in your neighborhood about the impact of the GI Bill on their lives and education. Find out whether their parents ever went to college and whether they think they would have been able to go without the GI Bill. You may also want to ask them about what they learned in high school and college, including asking them if they still have their old textbooks. Use that information to evaluate the current state of education in the country. Do they have different ideas than you do? Why do you think that might be?

### Web sites

**The Social Security Administration (SSA)** Web site has information rules, regulations, and policies of the federal government on social security, both active and proposed. It offers information for citizens, scholars, and recipients. The Web site also offers historical perspectives on social security and its funding.

www.ssa.gov

**The Social Security Network** was a project started in 1997 as a resource for information and research on the Social Security program and the debate about its future by The Century Foundation. Its panel of researchers and scholar publish original research and other information about Social Security on its Web site.

http://www.socsec.org

The **U.S. Department of Education** “mission is to ensure equal access to education and to promote educational excellence for all Americans.” The Education Department’s Web site provides information about its offices, programs, information and assistance services, as well as funding opportunities, education statistics and publications.

www.ed.gov

**GPO Access** offers the full text of many Government Printing Office publications on the web, including the Federal Register, the Congressional Record, congressional bills,
United States Code, Economic Indicators and GAO Reports. You can use this site to track legislation and laws pertaining to social policy and other issues.
http://www.gpoaccess.gov/index.html

The **Concord Coalition** is a nonpartisan, grassroots organization dedicated to eliminating federal budget deficits and ensuring Social Security, Medicare, and Medicaid are secure for all generations; founded by Senators Paul Tsongas (D) and Warren Rudman (R). The Coalition Website offers information about the debt and deficit, as well as some social policy issues. It also offers email newsletters, grassroots initiatives, statistics, and more.
http://www.concordcoalition.org

**Northwestern University** hosts a Web site about its **Poverty, Race and Inequality Program**, which features information about social welfare programs and policy.
http://www.northwestern.edu/ipr/research/socialwelfare.html

The **Cato Institute** is a libertarian think tank promoting free market ideas. Their Web site offers a variety of articles and links including information on Social Security and welfare.
www.cato.org

The **American Enterprise Institute** is a conservative think tank that addresses a variety of issues including social welfare policy. Their Web site offers information on their calendar of events, a variety of articles, and links.
www.aei.org

The **Brookings Institution** is the oldest think tank in America and has a moderate to liberal reputation. Their research and publications range across all public policy areas including social welfare policy. Their Web site offers policy briefings, articles, books, *The Brookings Review*, discussion groups, and links.
www.brook.edu

The **Children's Defense Fund** Web site has many articles and links of interest to advocates for issues affecting children and families. They offer a listserv and publications.
www.childrensdefense.org

The **Institution for Research on Poverty** of the University of Wisconsin studies social inequity and poverty. The IRP develops and tests social policy alternatives. Reports are available on this website.
www.ssc.wisc.edu/irp

The **Center on Budget and Policy Priorities** is a nonprofit research and policy institute devoted to studying governmental policies and programs, particularly those affecting low- and moderate-income people.
www.cbpp.org
MULTIPLE CHOICE QUESTIONS

1) All public issues that are viewed as requiring governmental attention are referred to as the
a. systemic agenda.
  b. governmental agenda.
  c. institutional agenda.
  d. defining agenda.

2) Among those who might set the policy agenda for Congress are
a. interest groups.
  b. political changes or events.
  c. individual private citizens.
  d. All of the above.

3) The crafting of appropriate and acceptable proposed courses of action to ameliorate or resolve public problems is called
a. agenda setting.
  b. policy formulation.
  c. policy implementation.
  d. problem resolution.

4) In order for a policy to be adopted, it must
a. be the subject of negotiation, bargaining, and compromise.
  b. clear the House Rules Committee.
  c. win a series of majority votes in subcommittee and committee.
  d. all of the above.

5) Providing people with information, education, resources, and training as a technique of policy implementation is called a(n) _______ technique.
 a. hortatory
 b. incentive
 c. capacity
 d. authoritative

6) The process of determining whether a course of action is achieving its intended goals is called
a. policy evaluation.
  b. problem recognition.
  c. policy implementation.
  d. policy adoption.
7) Social insurance programs that provide cash assistance to qualified beneficiaries regardless of their income or means are called
a. security assistance programs.
b. grant-in-aid programs.
c. nonmeans-based programs.
d. means-based programs.

8) The poverty line for an urban family of four in 2003 was ______ per year.
a. $8,990  
b. $18,810  
c. $27,649  
d. $36,136

9) The federal educational aid that paid for college for many World War II veterans was provided by
a. Great Society programs. 
b. Pell Grants. 
c. the National Guard. 
d. the GI Bill.

10) Unemployment insurance is funded through a
a. payroll tax paid by individuals. 
b. payroll tax paid by employers. 
c. general revenue funds. 
d. state tax on employers.

11) The Earned Income Tax Credit was designed to help
a. the middle class. 
b. very poor families without work. 
c. working poor people. 
d. all of the above.

12) The average food stamp recipient in 2003 received approximately ______ of food stamps per month.
a. $970  
b. $730  
c. $411  
d. $84

13) Which of the following programs pays for long-term nursing home care?
a. Medicaid  
b. Medicare Part A  
c. Medicare Part B  
d. All of the above.
14) In 2003, the federal government provided _______ percent of public school funding.
   a. 7
   b. 27
   c. 47
   d. 57

15) Most school revenues come from
   a. the federal budget.
   b. the U.S. Department of Education.
   c. state and local property taxes.
   d. income taxes.

TRUE/FALSE QUESTIONS

1) Critics of Social Security have labeled it as “a sacred trust.”

2) The national government has provided at least some form of health care for some citizens since 1798.

3) National health insurance was first considered during the Clinton Administration in the 1990s.

4) Responsibility for public education has historically been vested in the hands of the local community.

5) Social Security is a pension program that collects contributions from workers, invests them, and then returns them with interest to beneficiaries.

6) Eligible individuals are entitled to Social Security benefits regardless of how much unearned income they receive.

7) The biggest shift in social policy since the Great Depression came in the form of a new welfare reform bill in 1996.

8) The initial federal food stamp program was primarily an effort to expand domestic markets for farm commodities.

9) Most education funding comes from the national government.

10) Opponents of voucher programs argue that such programs would undermine public education by taking money away from public schools to give to private schools.
COMPARE AND CONTRAST

the phases of policy formation: problem recognition, agenda setting, formulation, policy adoption, budgeting, policy implementation, policy evaluation

systemic agenda, government agenda, and congressional agenda

means-tested and nonmeans-tested programs

Social Security and Supplemental Security Income (SSI)

Social Security and privatization agendas

extitlement programs and regular budget items

Medicare and Medicaid

vouchers and charter schools

ESSAY AND SHORT ANSWER QUESTIONS

1) Define and characterize public policy and social welfare policy?

2) What is a policy problem, and how is it identified?

3) What is an entitlement program? Give examples.

4) What is the historical role of government in education policy?

5) Compare and contrast voucher plans and charter schools. How does each proposal affect public schools?

6) Fully explain the stages of the policy process.

7) What are the techniques of policy implementation? Discuss how each one works using examples.

8) Discuss policies designed to increase income security.

9) What policies has the U.S. followed regarding health care? Which ones have been enacted, and which ones have been defeated and why?

10) What is the national government's role in education? Be sure to discuss the various reform proposals on this issue.
ANSWERS TO STUDY EXERCISES

Multiple Choice Answers

1) a p. 616
2) d p. 618
3) b p. 618
4) d p. 619
5) c p. 621
6) a p. 622
7) c p. 630
8) b p. 630
9) d p. 630
10) b p. 633
11) c p. 638
12) d p. 638
13) a p. 640
14) a p. 644
15) c p. 645

True/False Answers

1) F p. 626
2) T p. 627
3) F p. 627
4) T p. 629
5) F p. 631
6) T p. 631
7) T p. 636
8) T p. 638
9) F p. 645
10) T p. 646