

About the Set

Essential Primary Source titles are part of a ten-volume set of books in the Social Issues Primary Sources Collection designed to provide primary source documents on leading social issues of the nineteenth, twentieth, and twenty-first centuries. International in scope, each volume is devoted to one topic and will contain approximately 150 to 175 documents that will include and discuss speeches, legislation, magazine and newspaper articles, memoirs, letters, interviews, novels, essays, songs, and works of art essential to understanding the complexity of the topic.

Each entry will include standard subheads: key facts about the author; an introduction placing the piece in context; the full or excerpted document; a discussion of the significance of the document and related events; and a listing of further resources (books, periodicals, Web sites, and audio and visual media).

Each volume will contain a topic-specific introduction, topic-specific chronology of major events, an

index especially prepared to coordinate with the volume topic, and approximately 150 images.

Volumes are intended to be sold individually or as a set.

THE ESSENTIAL PRIMARY SOURCE SERIES

- *Terrorism: Essential Primary Sources*
- *Medicine, Health, and Bioethics: Essential Primary Sources*
- *Environmental Issues: Essential Primary Sources*
- *Crime and Punishment: Essential Primary Sources*
- *Gender Issues and Sexuality: Essential Primary Sources*
- *Human and Civil Rights: Essential Primary Sources*
- *Government, Politics, and Protest: Essential Primary Sources*
- *Social Policy: Essential Primary Sources*
- *Immigration and Multiculturalism: Essential Primary Sources*
- *Family in Society: Essential Primary Sources*

Introduction

Social policy decisions shape societies and influence social justice and social change. Accordingly, the resources and readings contained in *Social Policy: Essential Primary Sources* include treatments of traditional social policy issues involving civil rights, children, education, housing, health, and welfare policy. In addition, the selected primary sources also provide insight into the development and implementation of policies involving language, disabilities, and other emerging social issues. Although placing emphasis on social policy issues as they have evolved in the United States and Europe, *Social Policy: Essential Primary Sources* is broadly international in scope, and contains readings related to an increasingly global society.

Covering the development and implementation of social policy since the nineteenth century, *Social Policy: Essential Primary Sources* is designed to help younger students and readers understand and evaluate the means by which governments and groups shape and implement social policy. In recognition of the fact that there are varying academic perspectives on the definition, nature, and role of social policy (as well as differing approaches to measuring the effectiveness of policy) the editors have chosen primary sources that provide more general overviews of policy issues rather than detailed political or sociological analysis. The guiding selection criteria were aimed toward the inclusion of primary sources that would be empower critical consideration and discussion of both the nature of policy and the ethical dimensions of policy

(e.g. equality issues) rather than providing detailed and often highly mathematical analysis of policy efficiency that, in turn, would demand readers apply more advanced mathematical skills to critically evaluate.

As with other volumes in this series, there was insufficient space to fully portray all facets of issues, and such completeness is not implied. In an effort toward balance, the experts and writers contributing to *Social Policy: Essential Primary Sources* reflect a diversity of cultures, backgrounds, and opinions. In addition, the editors specifically encourage readers to frame and understand the significance of the primary sources offered in light of their own social experience. Such exercises sharpen critical thinking and often provide insight into the diversity of analysis and opinion.

Lastly, the editors intend that *Social Policy: Essential Primary Sources* spur interest and further reading toward understanding the root causes of inequalities, especially how economic inequalities impact both the power to shape policy—and the quality of life for citizens living under those policies. Toward this goal, the editors have also attempted to include a number of resources that reflect the marginalization of various groups in the making of social policy.

K. Lee Lerner, Brenda Wilmoth Lerner, & Adrienne Wilmoth Lerner, editors
London, U.K., and Jacksonville, Florida
August, 2006

About the Entry

The primary source is the centerpiece and main focus of each entry in *Social Policy: Essential Primary Sources*. In keeping with the philosophy that much of the benefit from using primary sources derives from the reader's own process of inquiry, the contextual material surrounding each entry provides access and ease of use, as well as giving the reader a springboard for delving into the primary source. Rubrics identify each section and enable the reader to navigate entries with ease.

ENTRY STRUCTURE

- Primary Source/Entry Title, Subtitle, Primary Source Type
- Key Facts—essential information about the primary source, including creator, date, source citation, and notes about the creator.
- Introduction—historical background and contributing factors for the primary source.
- Primary Source—in text, text facsimile, or image format; full or excerpted.
- Significance—importance and impact of the primary source related events.
- Further Resources—books, periodicals, websites, and audio and visual material.

NAVIGATING AN ENTRY

Entry elements are numbered and reproduced here, with an explanation of the data contained in these elements explained immediately thereafter according to the corresponding numeral.

Primary Source/Entry Title, Subtitle, Primary Source Type

[1] **Katrina**

[2] Our System for Fixing Broken Lives is Broken

[3] **Position statement**

[1] **Primary Source/Entry Title:** The entry title is usually the primary source title. In some cases where long titles must be shortened, or more generalized topic titles are needed for clarity primary source titles are generally depicted as subtitles. Entry titles appear as catchwords at the top outer margin of each page.

[2] **Subtitle:** Some entries contain subtitles.

[3] **Primary Source Type:** The type of primary source is listed just below the title. When assigning source types, great weight was given to how the author of the primary source categorized the source.

Key Facts

[4] **By:** Brian A. Gallagher

[5] **Date:** September 12, 2005

[6] **Source:** Gallagher, Brian A. "Katrina: Our System for Fixing Broken Lives is Broken." United Way of America, September 12, 2005.

[7] **About the Author:** *About the Author:* Brian A. Gallagher is the President and Chief Executive Officer of the United Way of America. The United Way is one

of the largest charity and assistance-providing organizations in the United States, and includes a national network of volunteers, caregivers, and smaller charity providers.

[4] **Author, Artist, or Organization:** The name of the author, artist, or organization responsible for the creation of the primary source begins the Key Facts section.

[5] **Date of Origin:** The date of origin of the primary source appears in this field, and may differ from the date of publication in the source citation below it; for example, speeches are often delivered before they are published.

[6] **Source Citation:** The source citation is a full bibliographic citation, giving original publication data as well as reprint and/or online availability.

[7] **About the Author:** A brief bio of the author or originator of the primary source gives birth and death dates and a quick overview of the person's work.. This rubric has been customized in some cases. If the primary source written document, the term "author" appears; however, if the primary source is a work of art, the term "artist" is used, showing the person's direct relationship to the primary source. For primary sources created by a group, "organization" may have been used instead of "author." Other terms may also be used to describe the creator or originator of the primary source. If an author is anonymous or unknown, a brief "About the Publication" sketch may appear.

Introduction Essay

[8] INTRODUCTION

When Hurricane Katrina struck the Gulf Coast of the United States in the late summer of 2005, the result was one of the most widespread and costly natural disasters in the history of the country. Most directly affecting the states of Louisiana, Alabama, and Mississippi, the storm and the massive floods that came afterward left many thousands of people homeless and billions of dollars worth of damage. Approximately 1,600 people died directly as a result of the storm or from conditions caused by the storm.

Even while the winds and rain that battered the Gulf Coast area were less powerful than forecasters had initially predicted, the storm itself did cause many homes and large buildings to be destroyed. However, the more costly damages resulting from Katrina came from the flooding of the city of New Orleans. The city, which is uniquely located below sea level, is heavily dependent on a system of pumps and levees that

keep water from pouring into the city from the various large bodies of water that sit on both sides. As a result of the massive amount of rain that Katrina dumped on the area in a very small amount of time, the system—which was not designed to handle such large amounts of rain and wind—failed in several places, flooding more than eighty percent of the city of New Orleans and some of the surrounding suburbs.

In the days following the hurricane, many thousands of New Orleans residents who had been unable to evacuate prior to the storm were stranded in the city. Delivery of supplies to the affected areas and transportation of the residents out of the city took a period of several days. During that period, a great deal of unrest and looting took place throughout the New Orleans area and authorities on occasion were forced to retreat from rescue situations because they were being fired upon. In the days, weeks, and months following the hurricane, the alleged slow response of authorities become a focus of much discussion. Critics of the government response, particularly that of the Federal Emergency Management Agency (FEMA), which is charged with coordinating rescue and recovery efforts following large disasters of this type that take place in the United States, claimed that the government was not prepared for this type of disaster and failed to properly respond, resulting in further damage and loss of life.

[8] **Introduction:** The introduction is a brief essay on the contributing factors and historical context of the primary source. Intended to promote understanding and equip the reader with essential facts to understand the context of the primary source.

To maintain ease of reference to the primary source, spellings of names and places are used in accord with their use in the primary source. According names and places may have different spellings in different articles. Whenever possible, alternative spellings are provided to provide clarity.

To the greatest extent possible we have attempted to use Arabic names instead of their Latinized versions. Where required for clarity we have included Latinized names in parentheses after the Arabic version. Alas, we could not retain some diacritical marks (e.g. bars over vowels, dots under consonants). Because there is no generally accepted rule or consensus regarding the format of translated Arabic names, we have adopted the straightforward, and we hope sensitive, policy of using names as they are used or cited in their region of origin.

Primary Source

[9]

PRIMARY SOURCE

The unrivaled impact of Hurricane Katrina is measured not only in dollars and cents, but in human lives. Untold thousands are feared dead, and hundreds of thousands have been displaced from their homes or have lost all of their earthly possessions.

Therefore, while contributing to the various relief funds is an essential element of our response to this national tragedy, money alone doesn't fix broken lives. What is needed is a human-based response that outlives the news media's attention to the Gulf States and addresses the less obvious, but no less significant challenges created by the devastation.

If the Oklahoma City bombing and the September 11th terrorist attacks are any indication, two things will surely occur in the aftermath of Hurricane Katrina. First, our emergency response preparedness will be dissected. Second, the American people will respond with characteristic generosity to meet the immediate needs of those affected. Each response is important, but each is ultimately predictable and insufficient.

The assessment of our emergency response capabilities will likely be politicized and polarized, yielding changes only at the margins. And while the immediate response from people shows our immense capacity to care, it will not change the desperate conditions in which hundreds of thousands of people in the Gulf States, and millions of Americans elsewhere, live each day.

What America needs to do now—not only in response to Hurricane Katrina, but in addressing the long-standing challenges facing communities nationwide—is to think and act beyond the traditional stimulus-response formula to serving those in need. Hurricane Katrina has arrested the nation's attention, while leading to a spike in fund raising for numerous charities. Yet, if a similar tragedy were to befall New Orleans in ten years, would the human anguish still fracture along the same racial and socioeconomic lines?

The current delivery system for relief and social services is heroic but clearly inadequate. A new system, based on the principles described below, constitutes America's best course of action for having a long-term, positive impact on those in need.

Adopt a human-based approach. Contrary to the system-or institution-based approach, which often results in bureaucratic gridlock because agencies require clients to conform to their individual intake and service systems, the human-based approach caters to the needs of the

affected person. The customer-first principle is a hallmark of successful companies, but remains a stubborn challenge for public and private agencies.

Operate from a master plan. Community leaders need to develop a comprehensive plan to serve all Gulf State evacuees in any community that has accepted them. The elements of this plan will cover a broad scope of services ranging from crisis counseling, housing and daycare to cash assistance, education and job training. This same comprehensive approach is no less valid for communities seeking to eradicate teen pregnancy, drug use or illiteracy.

Integrate the delivery of services. Hurricane Katrina offers a compelling microcosm of the need for a single source of information regarding relief services. 2-1-1, a toll-free phone number that citizens can use to access essential services and volunteer opportunities, exists in Louisiana and now serves as the state's primary clearing house for requests for assistance and has accepted thousands of calls. Conversely, Mississippi, which lacks a 2-1-1 system, doesn't have a coordinated, statewide means of managing such requests. With 2-1-1 operating in less than half of the country, Congress should enact legislation and provide funding to establish an integrated nationwide 2-1-1 network that would allow service providers to seamlessly help those in need—regardless of where they are physically located.

Stay committed to a community's long-term needs. In the last few months, when is the last time you encountered a news article about the rebuilding efforts in those Southeast Asian countries affected by the last year's tsunami, despite the fact that these efforts will take years to complete? We need to resist the temptation to shape programs and deploy resources based on the day's headline and remember that mental health counselors were getting new requests for service seven years after the bombing in Oklahoma City. This points to the need for agencies to set long-term goals and make the necessary commitments to achieve them.

Create a \$10 billion Human Development Fund. We will pour billions of dollars into rebuilding the physical infrastructure of New Orleans and the Gulf Coast, but let's also invest billions in rebuilding human lives through the creation of mixed income housing communities and neighborhoods; the creation of jobs that pay enough to sustain a family; and the placement of services like grocery stores in all neighborhoods. Let's create family development accounts for college and home ownership; neighborhood redevelopment accounts that provide incentives to establish small businesses in challenged areas; and quality early education and education support

services that includes the building of YMCA's attached to public schools to better serve kids and their families.

While the human cost of Hurricane Katrina is ultimately incalculable, what is acutely apparent is that rebuilding the Gulf States will require a historic concentration of diverse resources spread across many years. Successfully managing an effort of such scale will require a measure of precision, coordination and commitment that our current delivery system simply cannot accommodate. With the wellbeing of hundreds of thousands of people hanging in the balance, isn't it time that America forged a new and better way of serving those in need?

[9] Primary Source: The majority of primary sources are reproduced as plain text. The primary source may appear excerpted or in full, and may appear as text, text facsimile (photographic reproduction of the original text), image, or graphic display (such as a table, chart, or graph).

The font and leading of the primary sources are distinct from that of the context—to provide a visual clue to the change, as well as to facilitate ease of reading. As needed, the original formatting of the text is preserved in order to more accurately represent the original (screenplays, for example). In order to respect the integrity of the primary sources, content some readers may consider sensitive (for example, the use of slang, ethnic or racial slurs, etc.) is retained when deemed to be integral to understanding the source and the context of its creation.

Primary source images (whether photographs, text facsimiles, or graphic displays) are bordered with a distinctive double rule. Most images have brief captions.

The term “narrative break” appears where there is a significant amount of elided (omitted) material with the text provided (for example, excerpts from a work's first and fifth chapters, selections from a journal article abstract and summary, or dialogue from two acts of a play).

Significance Essay

[10] SIGNIFICANCE

Following the storm, a great deal of public and media attention focused on the many allegations that the response of the government authorities had been inadequate and as a result thousands of people were left without basic supplies, many of whom were in desperate conditions.

The response of many individuals such as Gallagher was to seek ways to ensure that when future disasters struck the United States, the relevant authorities would be far better prepared. Much attention had been placed on questions regarding why the United States, which is one of the world's most wealthy and developed countries, failed to produce a rescue plan and access stranded people in a shorter amount of time. Some critics, as shown in this statement, asserted that the government response was caught up in bureaucracy, slowing down rescue efforts. The suggestion for a more human-based approach would present a big change for government agencies, which are usually built on a bureaucratic model. Also on September 12, 2005, Mike Brown resigned as director of the Federal Emergency Management Agency. He was replaced by R. David Paulison, a career firefighter and head of FEMA's emergency preparedness force.

The United Way's statement was designed to show that helping the people of the Gulf Coast most directly affected by Hurricane Katrina would require longer-term solutions beyond just rebuilding the damaged areas. By focusing on the years and decades ahead, the United Way is working to allow residents of one of the nation's poorest regions an opportunity to build a higher quality of life.

[10] Significance: The significance discusses the importance and impact of the primary source and the event it describes.

[11] FURTHER RESOURCES

[11] Further Resources: A brief list of resources categorized as Books, Periodicals, Web sites, and Audio and Visual Media provides a stepping stone to further study.

Books

Brinkley, Douglas. *The Great Deluge: Hurricane Katrina, New Orleans, and the Mississippi Gulf Coast*. New York: William Morrow, 2006.

Childs, John Brown, ed. *Hurricane Katrina: Response and Responsibilities*. Santa Cruz, Calif.: New Pacific Press, 2006.

Periodicals

Horne, Jed. “Help Us, Please.” *Times Picayune* (September 2, 2005).

Web sites

The United Way. “A Recap of United Way's Efforts to Assist During 2005.” <<http://national.unitedway.org/hs06/hs05.cfm>> (accessed June 8, 2006).

SECONDARY SOURCE CITATION FORMATS (HOW TO CITE ARTICLES AND SOURCES)

Alternative forms of citations exist and examples of how to cite articles from this book are provided below:

APA Style**Books:**

Steinbeck, John. (1870). *The Grapes of Wrath*. New York: Viking. Excerpted in K. Lee Lerner and Brenda Wilmoth Lerner, eds., (2006) *Social Policy: Essential Primary Sources*, Farmington Hills, Mich.: Thomson Gale.

Periodicals:

Green, William. (1926). "The Need for Safety from the Worker's Point of View." *Annals of the American Academy of Political and Social Science* 123, 4–5. Excerpted in K. Lee Lerner and Brenda Wilmoth Lerner, eds., (2006) *Social Policy: Essential Primary Sources*, Farmington Hills, Mich.: Thomson Gale.

Web sites:

United States Department of Labor. "The Family and Medical Leave Act of 1993." Retrieved from <http://www.dol.gov/esa/regs/statutes/whd/fmla.htm>. Excerpted in K. Lee Lerner and Brenda Wilmoth Lerner, eds., (2006) *Social Policy: Essential Primary Sources*, Farmington Hills, Mich.: Thomson Gale.

Chicago Style**Books:**

Steinbeck, John. *The Grapes of Wrath*. New York: Viking, 1939. Excerpted in K. Lee Lerner and Brenda Wilmoth Lerner, eds., *Social Policy: Essential Primary Sources*, Farmington Hills, Mich.: Thomson Gale, 2006.

Periodicals:

Green, William. "The Need for Safety from the Worker's Point of View." *Annals of the American Academy of Political and Social Science* 123 (1926): 4–5. Excerpted in K. Lee Lerner and Brenda Wilmoth Lerner, eds., *Social Policy: Essential Primary Sources*, Farmington Hills, Mich.: Thomson Gale, 2006.

Web sites:

United States Department of Labor. "The Family and Medical Leave Act of 1993." <<http://www.dol.gov/esa/regs/statutes/whd/fmla.htm>> (accessed May 31, 2006). Excerpted in K. Lee Lerner and Brenda Wilmoth

Lerner, eds., *Social Policy: Essential Primary Sources*, Farmington Hills, Mich.: Thomson Gale, 2006.

MLA Style**Books:**

Steinbeck, John. *The Grapes of Wrath*, New York: Viking, 1939. Excerpted in K. Lee Lerner and Brenda Wilmoth Lerner, eds., *Social Policy: Essential Primary Sources*, Farmington Hills, Mich.: Thomson Gale, 2006.

Periodicals:

Green, William. "The Need for Safety from the Worker's Point of View." *Annals of the American Academy of Political and Social Science*, 123, 1926: 4–5. Excerpted in K. Lee Lerner and Brenda Wilmoth Lerner, eds., *Social Policy: Essential Primary Sources*, Farmington Hills, Mich.: Thomson Gale, 2006.

Web sites:

"The Family and Medical Leave Act of 1993." *United States Department of Labor*. 31 May, 2006. <<http://www.dol.gov/esa/regs/statutes/whd/fmla.htm>> Excerpted in K. Lee Lerner and Brenda Wilmoth Lerner, eds., *Social Policy: Essential Primary Sources*, Farmington Hills, Mich.: Thomson Gale, 2006.

Turabian Style**Books:**

Steinbeck, John. *The Grapes of Wrath* (New York: Viking, 1939). Excerpted in K. Lee Lerner and Brenda Wilmoth Lerner, eds., *Social Policy: Essential Primary Sources* (Farmington Hills, Mich.: Thomson Gale, 2006).

Periodicals:

Green, William. "The Need for Safety from the Worker's Point of View." *Annals of the American Academy of Political and Social Science* 123 (1926): 4–5. Excerpted in K. Lee Lerner and Brenda Wilmoth Lerner, eds., *Social Policy: Essential Primary Sources* (Farmington Hills, Mich.: Thomson Gale, 2006).

Web sites:

United States Department of Labor. "The Family and Medical Leave Act of 1993." available from <http://www.dol.gov/esa/regs/statutes/whd/fmla.htm>; accessed 31 May, 2006. Excerpted in K. Lee Lerner and Brenda Wilmoth Lerner, eds., *Social Policy: Essential Primary Sources* (Farmington Hills, Mich.: Thomson Gale, 2006).

Using Primary Sources

The definition of what constitutes a primary source is often the subject of scholarly debate and interpretation. Although primary sources come from a wide spectrum of resources, they are united by the fact that they individually provide insight into the historical *milieu* (context and environment) during which they were produced. Primary sources include materials such as newspaper articles, press dispatches, autobiographies, essays, letters, diaries, speeches, song lyrics, posters, works of art—and in the twenty-first century, web logs—that offer direct, first-hand insight or witness to events of their day.

Categories of primary sources include:

- Documents containing firsthand accounts of historic events by witnesses and participants. This category includes diary or journal entries, letters, email, newspaper articles, interviews, memoirs, and testimony in legal proceedings.
- Documents or works representing the official views of both government leaders and leaders of terrorist organizations. These include primary sources such as policy statements, speeches, interviews, press releases, government reports, and legislation.
- Works of art, including (but certainly not limited to) photographs, poems, and songs, including advertisements and reviews of those works that help establish an understanding of the cultural milieu (the cultural environment with regard to attitudes and perceptions of events).
- Secondary sources. In some cases, secondary sources or tertiary sources may be treated as primary sources. In some cases articles and sources are created many years after an event. Ordinarily,

a historical retrospective published after the initial event is not be considered a primary source. If, however, a resource contains statement or recollections of participants or witnesses to the original event, the source may be considered primary with regard to those statements and recollections.

ANALYSIS OF PRIMARY SOURCES

The material collected in this volume is not intended to provide a comprehensive overview of a topic or event. Rather, the primary sources are intended to generate interest and lay a foundation for further inquiry and study.

In order to properly analyze a primary source, readers should remain skeptical and develop probing questions about the source. As in reading a chemistry or algebra textbook, historical documents require readers to analyze them carefully and extract specific information. However, readers must also read “beyond the text” to garner larger clues about the social impact of the primary source.

In addition to providing information about their topics, primary sources may also supply a wealth of insight into their creator’s viewpoint. For example, when reading a news article about an outbreak of disease, consider whether the reporter’s words also indicate something about his or her origin, bias (an irrational disposition in favor of someone or something), prejudices (an irrational disposition against someone or something), or intended audience.

Students should remember that primary sources often contain information later proven to be false, or contain viewpoints and terms unacceptable to future generations. It is important to view the primary source

within the historical and social context existing at its creation. If for example, a newspaper article is written within hours or days of an event, later developments may reveal some assertions in the original article as false or misleading.

TEST NEW CONCLUSIONS AND IDEAS

Whatever opinion or working hypothesis the reader forms, it is critical that they then test that hypothesis against other facts and sources related to the incident. For example, it might be wrong to conclude that factual mistakes are deliberate unless evidence can be produced of a pattern and practice of such mistakes with an intent to promote a false idea.

The difference between sound reasoning and preposterous conspiracy theories (or the birth of urban legends) lies in the willingness to test new ideas against other sources, rather than rest on one piece of evidence such as a single primary source that may contain errors. Sound reasoning requires that arguments and assertions guard against argument fallacies that utilize the following:

- false dilemmas (only two choices are given when in fact there are three or more options)
- arguments from ignorance (*argumentum ad ignorantiam*; because something is not known to be true, it is assumed to be false)
- possibilist fallacies (a favorite among conspiracy theorists who attempt to demonstrate that a factual statement is true or false by establishing the possibility of its truth or falsity. An argument

where “it could be” is usually followed by an unearned “therefore, it is.”)

- slippery slope arguments or fallacies (a series of increasingly dramatic consequences is drawn from an initial fact or idea)
- begging the question (the truth of the conclusion is assumed by the premises)
- straw man arguments (the arguer mischaracterizes an argument or theory and then attacks the merits of their own false representations)
- appeals to pity or force (the argument attempts to persuade people to agree by sympathy or force)
- prejudicial language (values or moral judgments are attached to certain arguments or facts)
- personal attacks (*ad hominem*; an attack on a person’s character or circumstances)
- anecdotal or testimonial evidence (stories that are unsupported by impartial or data that is not reproducible)
- *post hoc* (after the fact) fallacies (because one thing follows another, it is held to cause the other)
- the fallacy of the appeal to authority (the argument rests upon the credentials of a person, not the evidence).

Despite the fact that some primary sources can contain false information or lead readers to false conclusions based on the “facts” presented, they remain an invaluable resource regarding past events. Primary sources allow readers and researchers to come as close as possible to understanding the perceptions and context of events and thus, to more fully appreciate how and why misconceptions occur.