

LABOR AND EMPLOYMENT RESEARCH FUND 2007

FACULTY RESEARCH AND DATA GENERATION GRANTS

Lora Bartlett, Education, UC Santa Cruz

The Global Migration of Teachers: Implications of overseas trained teachers as a California labor market supply solution

California's teacher workforce is changing. Increasingly, Californian public schools are looking overseas for teachers to meet labor shortage areas. While shortages exist in certain subject areas – math, science and special education – they are also concentrated in certain demographic areas. Low-income communities draw disproportionately on the global market to ensure an adequate supply of teachers to meet the highly qualified teacher policy requirements. These schools have traded a historic reliance on under-qualified teachers (emergency credentialed, out of field, intern etc) for fully qualified teachers recruited from overseas to meet demand. The issue of how high poverty school districts are increasingly using overseas labor to meet the teacher quality requirements of No Child Left Behind needs to be examined. It has thus far been a hidden and unexamined trend. The issue has implications for both educational and immigration policy. This research will document and analyze public school employment of overseas trained teachers (OTTs), the experiences of the low-income schools heavily served by OTTs, and the effectiveness of OTTs in the classroom and with students. To do so it will employ a multi-level nested case study design built around the twelve largest California public school district employers, conduct detailed case studies in three school site and interview overseas trained teachers. Taken together these three levels of data collection and analysis will permit at in depth documentation of the explanations and implications of overseas trained teachers in the public schools. It will make visible the pros and cons of the this practice as a means to fulfill highly qualified teacher requirements and lead to recommendations for either the policy facilitation or restriction of global migration as a teacher labor market solution in California and throughout the US.

Scott Cummings, Law School, UC Los Angeles

Law in the Struggle for Economic Justice: The Los Angeles Experience

The primary objective of this study is to understand how lawyers in Los Angeles have contributed to community-labor campaigns to improve conditions for the city's working poor. It will do this through case studies that examine the relationship between lawyers and the network of community-labor alliances in LA, which have formed around two key goals: (1) promoting immigrant worker rights across a range of service industries; and (2) advancing local worker-friendly policies in connection with city-sponsored development projects. A Labor and Employment Research Fund grant would be used over the course of the next calendar year to work on the following two case studies: (1) the campaign to reform sweatshop practices in the Los Angeles garment industry; and (2) the campaign to enact a living wage law that would cover airport-area hotels. To gather data for the case studies, we will conduct structured interviews with key actors in the legal, labor, and community arenas involved in the campaigns. The information from these interviews will be used in connection with other sources of data gathered from public records and legal documents to produce the case studies. From a practical standpoint, this research will be

useful to lawyers and labor organizers interested in understanding the benefits and the tradeoffs of combining legal and organizing strategies, and will be relevant to future decisions to structure multi-disciplinary workers rights and economic development campaigns. From a scholarly standpoint, the project will add to an important debate within the legal literature by examining the complementarities and tensions between public interest lawyering and labor organizing; it will also be relevant as a study of efforts to build alliances between labor and community groups, and experiment with new labor organizing strategies in immigrant communities.

William Dow, School of Public Health, UC Berkeley

Employer-Level Effects of an Employer Health Spending Mandate: Post-Implementation
San Francisco's Health Care Security Ordinance (SF-HCSO) has received national attention as the most far-reaching local health reform in the country, consisting of a health spending mandate on employers and the creation of a low-cost health access plan by the county. While several states have passed "pay-or-play" proposals in the last several decades, none has actually been implemented. The San Francisco policy offers an important opportunity to study the impact of a broad-based health spending requirement across a variety of metrics, including employer health benefit decisions and employee take-up. The specific aims of this project are to: • Document how employers adjust health benefit offerings in response to a pay-or-play mandate, and analyze the determinants of differential responses. • Document changing employee health insurance benefits coverage uptake across firms with varying work-force composition. • Estimate effects of the mandate on wage and employment patterns in affected firms. This project is the second stage of a larger research agenda on the effects of the SF-HCSO. We have contracted a survey firm to interview benefits managers in 1,000 Bay Area firms in Fall 2007, to get baseline measures just prior to implementation of the pay-or-play provision. The currently proposed LERF grant would help enable a follow-up panel survey of the same employers after the January 2008 implementation date, in order to distinguish and evaluate responses to the ordinance. The analytic design will use multiple control groups, including employers in cities outside San Francisco, as well as employers in San Francisco who are either unaffected by the mandate or who are affected in heterogeneous ways. This research will be published in peer-reviewed, academic journals and in policy briefs to be distributed to media and policy makers in San Francisco and California and other cities and states considering similar health care reforms.

Dana Frank, History, UC Santa Cruz

The AFL-CIO's Cold War in Honduras

This project examines the AFL-CIO's intervention in the Honduran labor movement, 1950-1980, as part of a larger book-length work on the history and politics of U.S. labor and international solidarity since the 1870s, with a focus on Latin America. During the Cold War the AFL-CIO spent approximately four million dollars in U.S. State Department funds (plus additional funds from other sources) manipulating the labor movement of Honduras. This study examines Honduras as a case study of the federation's larger work in Latin America. Honduras was the first site of massive AFL-CIO work in the hemisphere, and the site of its greatest success in creating U.S.-controlled, anti-Communist unions in close cooperation with the State Department and CIA. I am

examining both the U.S. and Honduran ends of this story, from rank-and-file workers' knowledge or ignorance of AFL-CIO projects to the most complex of leadership strategies and contestations in both nations and beyond. In contrast to the previous literature, I am interviewing dozens of Hondurans in order to understand how they understood and responded to AFL-CIO projects and expenditures. I am utilizing a wide range of print sources as well, including the recently opened records of the International Affairs Division of the AFL-CIO, the records of the U.S. State Department, and records in several Honduran archives and libraries. This project will serve as the centerpiece chapter in a collection of articles I am writing on the history and contemporary politics of U.S. labor and international solidarity, for which I have signed a contract with The New Press.

Miriam Golden, Political Science, UC Los Angeles

Update and Expansion of Dataset on Unions, Employers, Collective Bargaining and Industrial Relations

This project involves operation during 2008 of the Working Group on Wealth and Power in the Post-Industrial Era, a group comprising faculty and graduate students from multiple institutions in the disciplines of political science, economics, and sociology. The premise that has driven the ongoing activity of this working group is that there are two major forces affecting the economics, politics and social organizations in the United States and around the globe. One force is globalization, or more accurately, the liberalizations in Mexico, China and many other less developed countries. These liberalizations have added enormously to the effective global supply of unskilled workers. With the ongoing commitment to more-or-less free trade by the US and most other developed countries, this has created a persistent gravitational force that is pulling mundane manufacturing jobs out of the high-wage nations. The other force is technical change, brought on by the personal computer and the internet, which have dramatically altered the nature of knowledge work, transferring many of the tasks in intellectual services to either personal computers or to low-wage foreign providers. The Working Group meets annually to investigate the social, economic and political consequences of these transformations, with special attention to problems of redistribution and inequality in the developed world, and well as issues of changing global inequality. The group is scheduled to meet in January 2008 at UCLA. Approximately ten papers will be presented by scholars from across the US, and another ten in a pre-meeting session by graduate students from UC institutions. All papers will be posted on the group's website.

Terence Huwe, Institute for Research on Labor and Employment, UC Berkeley

"Digitization of the California Labor Federation, AFL-CIO, Proceedings and Papers, Phase II"

This proposed research will enable the second phase of the creation of a digital repository of twentieth century labor resources, which fan outward from the proceedings of the California Labor Federation, AFL-CIO (CalFed). The project will continue the digitization of CalFed's full run of proceedings, constitutions, legislative voting records and other internal documents, and enable the inclusion of CalFed's weekly newsletter (later California AFL-CIO News). This collection will in turn will be matched with digitized files from the Institute for Research on Labor and Employment Library's

(IRLEL's) Non-Book Collection—which is a well-indexed, high quality collection of reports, theses, government documents and union publications, all of which are organized by industry and topic. The resulting archive will be accessible to all researchers with Internet access. The proceedings of the CalFed will be an anchor around which related materials, many of them primary in nature, will fall into order. CalFed's publications are currently being scanned and 49 digital files have been returned, as of October 1, 2007. IRLEL's Non Book Collection has been analyzed and cross-referenced with the chronological record as recorded in the proceedings, and materials are currently being selected for scanning. Digital files will be available for downloading by December 2007. An interactive Web archive will be developed in winter 2008, and a Finding Aid will be developed concurrently. The Finding Aid will enable broad searching of the collection, providing a high quality user experience. Phase II will complete all scanning and much if not all of the digital file preparation that follows the scanning process. The resulting Web archive will become an ongoing digital collection that is hosted at IRLEL. Maintenance and further development of the archive will become part of the staff's portfolio of responsibilities.

David Levine, Haas School of Business, UC Berkeley

Experimental Evidence on the Effect of Cal-OSHA Inspections

The proposed study will use the randomized nature of some Cal-OSHA inspections to provide the best estimates of the causal effects of Cal-OSHA inspections on workers and employers. To do this we will merge data from OSHA's information system on inspections, Dun and Bradstreet (D&B) data on sales and employment, and Workers' Compensation Insurance Rating Bureau (WCIRB) data on injury rates and payroll. This randomized controlled trial of the effect of OSHA inspections will provide the best estimates of the causal effects of Cal-OSHA inspections on injury rates and workers compensation costs. Importantly we will also examine additional outcomes of interest to employers that few have studied: workplace survival and sales. Finally, we will examine outcomes of importance to employees – employment and payroll – that (to our knowledge) have not been studied previously. The sample size of randomized inspections will be large enough to analyze additional questions of importance of policy-makers such as the sectors and types of workplaces (e.g., small versus large) where inspections are most beneficial and where they have the largest costs. Our results will also help Cal-OSHA improve how it targets random inspections, pointing out which inspections (by industry, employer size, worker characteristics, etc.) had the largest benefits to workers. More broadly, these results will be of substantial interest to policy-makers, industry, and the working people of California.

Francesca Mazzolari, Economics, UC Irvine

Winners and Losers from Immigration: The Impact of Immigrants' Consumption

During the last few decades the United States has experienced a remarkable surge in immigration. This phenomenon has been paralleled by a highly controversial debate on the effects of immigration on the employment and wages of U.S. natives. Economic theory can be readily used to justify concerns over the effects of immigrant inflows on outcomes for natives that compete for similar jobs with immigrants, and a large body of research as well as extensive public debate has focused on this issue. However,

immigration can also lead to gains for U.S. workers, and these potential gains have received much less attention. As one example, immigration might raise the productivity of native workers who have different skills or work in different occupations than immigrants. The most recent empirical literature in economics has indeed shown that immigrant workers often serve as complements to native workers rather than as their direct competitors for jobs. As a result, many native workers benefit because they are able to specialize in more productive work. The proposed research addresses an alternative source of gains for U.S. workers. In particular, what is often ignored in both research and the policy debate is that immigrants do not bring to the United States only their labor supply, but also their consumption demand. The goal of this research is to estimate to what extent immigrants raise the demand for U.S. workers through their consumption and the induced rise in product demand. The proportion of goods and services consumed by recent immigrants might be too small to affect the product demand curve for nationally-traded goods, and goods that are traded nationally may also be traded internationally, so it is not clear that immigration necessarily shifts out the demand for these goods. However, many goods and especially services are produced and consumed locally (i.e. non-traded), and immigrant influxes in a local economy can significantly shift the demand for these goods, thus contributing to local business and job creation. Assessing this largely neglected source of benefits from immigration could add valuable information to the public debate over immigration. Besides exploiting the traded versus non-traded status of different industries, we will explore other ways to disentangle the effects of immigration arising from product demand shifts from those arising from labor supply shifts, and reverse causality whereby employment growth leads to immigrant influxes. For example, immigration influxes will be calculated both as changes in the immigrant workforce and changes in the total immigrant population (including children and the elderly). While the former have been the traditional explanatory variable in studies of immigration-induced labor-supply shocks, the latter is the measure that should more comprehensively capture shifts due to changes in product demand. Moreover, the analysis of consumption expenditure data will inform us as to which goods and services might be expected to be more heavily consumed by immigrants (also depending on their socio-demographic characteristics), and so which sectors should be more affected.

Enrico Moretti, Economics, Berkeley

The Effect of Manufacturing Clusters on Jobs, Worker Productivity and Wages

Economic activity is spatially concentrated. In this project, I propose to study the causes and consequences for workers, firms and local governments of industrial clusters. Economists have long speculated that the spatial concentration of economic activity may be explained by productivity advantages enjoyed by firms when they locate near other firms. The mere existence of clusters of economic activity of the type exemplified by Silicon Valley has long been used to support the notion of such agglomeration spillovers. Why would firms that produce nationally tradable goods be willing to locate in areas characterized by high labor and land costs if this type of locations did not provide significant productivity advantages? In this project, I will address the following questions: (1) How large are productivity spillovers in practice and what do these spillovers imply for local labor demand, local labor productivity and local wages? To answer this question I will quantify agglomeration spillovers by estimating how labor

productivity and wages of incumbent manufacturing plant in a county varies when a new plant opens exogenously in that county. To do so, I will estimate production functions and wage equations using plant-level data from the Annual Survey of Manufacturers. My preliminary findings indicate that the opening of a new plant in a county is associated with significant productivity gains for the incumbent establishments, and significant wage increases for incumbent workers. (2) What do these spillovers imply for local governments? To answer this question I will assess whether it is optimal for local governments that seek to attract jobs by offering incentives to large manufacturing plants to locate in their jurisdiction. I will also investigate how large should these incentives be and what is their distributional impact for households. (3) What mechanisms can explain these spillovers? I will test whether the spillovers between two establishments that are in the same county and are economically close are larger than the spillovers between two establishments that are in the same county but are economically distant. I will perform this test using four alternative definitions of economic proximity in order to identify the transmission channels of the spillover.

Kim Voss, Sociology, UC Berkeley

Worker Identities in a New Era of Immigration

Workers around the globe currently face a wide array of different yet interlinked challenges related to social, political, technological, and economic transformations. At the same time, these challenges are changing the ways in which workers organize collectively and express grievances. Scholars in recent years have produced an impressive array of new research in an attempt to grapple with the questions these transformations raise. Building on this, a new generation of scholars here at UC Berkeley is looking to expand the horizons of this research in promising new directions. We propose to encourage and develop these scholars through the formation of the Labor Transformations Working Group. Our proposed working group has three main objectives. First, we intend to bring together young, developing labor scholars from a variety of academic disciplines to study and discuss the latest labor-related research. Second, we want to provide a forum for critiquing and improving each other's own work. Third, we would like to provide working group participants with the opportunity to meet with the leading labor scholars whose work we are studying.

Carol Zabin, Institute for Research on Labor and Employment, UC Berkeley

Organizing in the Home- and Community-Based Care Industries

In recent years, unions have organized several hundred thousand members in the "care industries," defined here as health, education, and human services. Unionization has been most successful in privatized but publicly funded services. Tens of thousands of workers providing in-home services for the elderly and physically disabled and more recently family daycare providers have become unionized in California, Illinois, Washington and Oregon, and efforts in other states are on-going. New attempts to aggregate workers employed by small community-based provider agencies are being tested in these service sectors as well as in services for people with developmental disabilities. Analysis of these efforts is important because they illustrate the role of unions in helping to overcome the endemic problems of attracting and retaining qualified workers, problems which are widely recognized to undermine the quality of these services. This research will

document these unionization efforts through a case study of homecare, child care, and services for people with developmental disabilities (DD). The research will include interviews with union leaders and strategists SEIU and AFSCME at the national level and site visits to interview stakeholders involved in the campaigns. The analysis will focus on the interrelationship between union strategies, the industry structure and political contexts in which the campaigns occur, and outcomes for workers and consumers. While each sector is embedded in a particular context that provides both opportunities and challenges for organizing, there are also common issues that inform these union strategies. The influence of strategy and context on the degree of success of the organizing campaigns will be analyzed in order to tease out lessons that can inform future efforts of this kind and articulate the challenges facing policy makers, unions, and consumers in their efforts to create “care” services that are accessible, high quality, and provide good jobs for workers.

Alexandre Mas, Haas School of Business, UC Berkeley

Project Title: The Impact of Unions on Firm Economic Performance

This study examines the effect of unionization events on the equity value of firms using a new dataset of National Labor Relations Board (NLRB) elections that we are currently in the process of digitizing. This dataset will give us access to information on unionization events dating back to 1961. For the sub-sample of publicly traded firms in the NLRB dataset, we will examine how their price reacts to the election outcome. We will employ both a regression discontinuity and event study design. One of our goals is to attempt to understand why some previous studies have found significant effects of unionization, while others have not. We hypothesize that the stock market effect of unionization is heterogeneous, and depends on the degree of support among the workers. Under this hypothesis, union victories with more worker support--as measured by union vote share in the NLRB election--have a larger effect on a firm’s market value than union victories with less worker support. This study will contribute to our understanding of what unions do in practice.

Juan-Vicente Palerm, Anthropology, UC Santa Barbara

Agriculture, Farm Labor, and Rural Communities in California in the 21st Century

Over the last thirty years, California agriculture has exhibited a general trend in production intensification. High-value specialty crops have steadily replaced low-value extensive field crops. The shift has been caused by shifting markets, changing consumer demands, suburbanization pressures, and processes of globalization. While most field crops are highly mechanized, specialty crops have high requisites for manual labor associated with most phases of production. A critical outcome has been a constant and rising demand in the numbers of farm laborers. Together with the labor demands are social, economic, and political factors such as immigration and migration processes, settlement in rural communities, and the lack of resources available for new and established residents in rural sectors. In order to comprehend these ongoing developments and their associated effects, and to facilitate informed decisions about relevant policy issues, it is useful to have an accurate representation of California’s agricultural industry and rural regions. We propose to contribute to this body of knowledge by creating a database, available to the public via the Internet, that combines agricultural,

demographic, and labor employment data into a single searchable source linked to rural California communities through Geographic Information Systems (GIS) technology. Eventually, we intend to integrate existing and ongoing ethnographic research data into the database. This long-term project seeks only seed funding for the initial creation and launching of the database, with further development and expansion coming from a successive series of granting sources to be identified in the future. This project will also receive support and funding from the Center for Chicano Studies and the Office of the Dean of Social Sciences, both at the University of California, Santa Barbara and the UC MEXUS-CONACYT grant award.

Frank Higbie, History, UC Los Angeles

Working Class Readers, Libraries, and Networks of Self-Education

This project explores working class practices of self-education and the creation of worker and trade union libraries in during the first half of the twentieth century. It is part of a book-length study of self-educated workers, the institutions that supported their quest for knowledge, and the cultural symbol of the working class intellectual in the United States. Funding from LERF will support the hiring of a graduate student researcher, as well as summer salary and one course release for the Principal Investigator. The PI will use funds from another source to support travel to archives in northern California, and other states.

FACULTY PLANNING GRANTS

Linda Delp, Labor Occupational Safety and Health, Los Angeles

Long-term Care Workforce Issues for the Next Decade

How carework is defined, what is deemed wage labor and who decides are all critical policy issues put on the public agenda again last June when the U.S. Supreme Court upheld a 1974 administrative ruling that classified home care workers as elder companions outside the Fair Labor Standards Act. This decision, rooted in class, racial and gendered ideologies, in essence relegates this largely female and ethnically diverse sector of the workforce to poverty wages, excluding them from the most basic labor rights afforded other workers. It also highlights the relevance of research and policy initiatives to improve job conditions for this growing sector of the workforce, situated between the public and private spheres of work in the non-traditional setting of the home. This project will expand the capacity of the California Home Care Research Working Group to address the implications of this decision and to influence other policy initiatives at the state and national level. The Working Group is a multi-disciplinary, multi-campus network of researchers, labor and consumer advocates and representatives from government agencies working to improve job conditions for the more than 300,000 home care providers in this growing sector of the workforce. In the coming year, we will compile research and analyze policy changes that determine how paid home care work is defined; we will compare California's unique model of employment relations that allows for worker unionization with other consumer-directed models of care nationwide; and we will disseminate results through networks of worker and consumer advocacy groups and in the academic arena – in California, nationally and internationally. We will also maintain an updated website at UC Berkeley and continue to distribute the policy brief developed in 2007.

Steven Pitts, Institute for Research on Labor and Employment, UC Berkeley

Exploring the Impact of the Green Economy on California's Workforce

The labor force ramifications of California's growing green economy have yet to be fully researched or discussed among key stakeholders, including business, labor, community groups, and policy-makers. New companies are being created to manufacture green products and offer green services desired by consumers, and new government policies on greenhouse gases will provide additional momentum to change, but what the green economy could mean for California's labor market is largely unexamined. Questions include: what policies will promote the creation of high-quality green economy jobs; what skills will be needed by workers to perform these new jobs; what types of training and apprenticeship programs will be needed to prepare workers for these jobs; how to ensure that low-income people, people of color, immigrants, and others who face barriers to employment can gain access to the new jobs; and how labor unions can become partners in development, promotion and implementation of the green economy. There are also communication and coordination gaps where local initiatives are underway. . To begin to address the research, technical assistance, and communication needs in the development of a green labor market, the UC Berkeley CLRE proposes to host a conference for fifty academics, labor unions, union contractors, green businesses, workforce development specialists, and community groups from around California. This conference will be held in conjunction with the California Labor Federation's Workforce and Economic Development Conference in June 2008. We also propose to provide a "green economy" track for the conference. Project Objectives 1. Identify opportunities and challenges from existing research. 2. Showcase successful environmental/labor collaborations in the field. 3. Identify technical assistance and communication gaps. 4. Develop a research agenda. 5. Create a network of labor unions, academics, environmental justice groups, community organizations, green businesses and contractors on "green economy issues," for future information-sharing, collaboration and policy work.

John Rogers, Grad School of Education, Los Angeles

More Justice for Janitors: The Potential Role of Low-Wage Sector Unions in Educational Reform

We seek funding to convene labor and community leaders and scholars in the areas of labor studies and educational politics for a one-day conference on the potential role of low-wage sector unions in promoting educational reform. This conference will enable us to share findings from our research (supported by the Labor Employment Research Fund in 2007) on the emerging efforts of SEIU Local 1877 to participate in efforts to improve local schools and how engagement in educational reform can help build unions in the low wage sector. The proposed conference aims to forge deeper understandings about the possibilities of and challenges to low-wage sector unions participating in educational reform. It seeks to draw on the expertise of labor and community leaders to inform 1877 and other low-wage sector unions about strategies for developing the knowledge and skills of workers relative to organizing in education and to inform the policy and research community more generally about the role of unions in educational reform. In addition to reporting the findings of our research we will invite representatives from labor and

community groups as well as scholars in the fields of labor studies and education to report on strategies for developing the capacity of workers, parents, and youth to (1) participate powerfully in civic affairs such as educational reform and (2) the potential benefits to labor unions of helping their members to engage in non-workplace issues of critical importance to them. Participants will be prompted to think about: a) What knowledge, skills, and understandings (relative to labor and labor history, civic engagement, organizing, educational reform, and parent/youth engagement) they seek to develop in their members or students. b) What activities, practices, and structures facilitate the development of greater organizing and political sophistication on the part of workers, parents, youth.

Edward Telles, Sociology, UC Los Angeles

Conference on the State of Black-Brown Relations: Challenges for Inter-Racial Organizing in Los Angeles

Given the growing interaction in the labor market and elsewhere between blacks and Latinos in Los Angeles and the growing tensions as well as needs for collaborative organizing, we propose a conference to address these issues, for the first time. Specifically, we propose to organize a two-day conference on the state of black-brown relations and discuss their implications for inter-racial organizing in Los Angeles. We would bring together leading scholars to present research on the topic including those that study race and ethnicity in Latin America and ongoing research on black and latino relations in the United States. We would also invite labor and community activists representing the region's ethnic diversity to discuss these and related issues regarding their communities. Moreover, the conference will seek to spark a conversation on these issues and develop a roadmap for collaborative and productive labor and community organizing. We seek to produce material for media dissemination as well as a book manuscript from the presentations and a summary of the discussion. We request \$20,000 from the Labor and Employment Research Fund to help underwrite conference and related expenses.