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### **Title**

A Research Agenda: Impacts of Welfare Reform on Asian Americans and Pacific Islanders (AAPIs)

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## **A Research Agenda:**

# Impacts of Welfare Reform on Asian Americans and Pacific Islanders (AAPIs)

*Based on Proceedings from Research Symposium on the  
Impacts of Welfare Reform on Asian Americans and Pacific  
Islanders*

*Paul Ong with Hiroshi Ishikawa*

*Ralph and Goldy Lewis Center for Regional Policy Studies*

*Departments of Asian American Studies, Social Welfare, and  
Urban Planning*

*June, 2006*

## Research Symposium: Impacts of Welfare Reform on AAPIs

*Co-sponsored by*

*UCLA Ralph and Goldy Lewis Center for Regional  
Policy Studies*

*UC Center Sacramento*

*UCLA Department of Social Welfare*

*UCLA Asian American Studies Center (AAPI Nexus and  
UC AAPI Policy Initiative)*

*Thursday, June 29, 2006, 1 to 4pm*

*Convened by Paul Ong and Ailee Moon*

*Presenters, Discussants and Moderators:*

*Mr. Dennis G. Arguelles, A3PCON; Dr. Rikki Baum, UC Office of  
the President; Professor Evelyn Blumenberg, UCLA; Professor  
Julian Chow, UC Berkeley; Professor Gary Dymski, UC Center  
Sacramento; Mr. Ben de Guzman, LEAP; Dr. Manuel Moreno,  
L.A. County; Dr. Julie Park, USC; Mr. Paul Smilanick, Calif.  
Dep't of Social Services; Ms. Diane Michiko Ujiiye, APIs CAN;  
Professor Grace Yoo, San Francisco State University*

*Symposium Staff:*

*Margaret Johnson, Norman Wong, Tanzila Ahmed,  
Hiroshi Ishikawa, and Yumi Sakugawa*

## Table of Contents

<b>EXECUTIVE SUMMARY .....</b>	<b>1</b>
<b>BACKGROUND .....</b>	<b>2</b>
<b>SCHEDULE OF EVENTS JUNE 29<sup>TH</sup>, 2006 .....</b>	<b>7</b>
<b>RESEARCH PRESENTATION ABSTRACTS .....</b>	<b>8</b>
<b>FUTURE RESEARCH NEEDS .....</b>	<b>11</b>
<b>RECOMMENDATIONS AND KEY ACTION ITEMS .....</b>	<b>14</b>
<b>CONCLUSION .....</b>	<b>16</b>
<b>APPENDIX A: SPONSORING AND PARTICIPATING ORGANIZATIONS .....</b>	<b>17</b>
<b>APPENDIX B: BIOGRAPHIES OF PANELISTS .....</b>	<b>20</b>
<b>APPENDIX C: LIST OF ATTENDEES .....</b>	<b>24</b>
<b>APPENDIX D: ANNOTATED BIBLIOGRAPHY .....</b>	<b>26</b>

## **EXECUTIVE SUMMARY**

This document summarizes the proceedings from a research symposium held on June 29<sup>th</sup>, 2006, on the impact of Welfare Reform on Asian American and Pacific Islanders (AAPIs). This population has not received adequate attention in most welfare studies, despite the severity of the problem facing some ethnic subgroups. The symposium's goals are to review existing research, identify future research needs, and to develop a strategy to implement a research agenda. Included in this document are background information, abstracts of the papers presented during the symposium, recommendations for future research, biographical information and an annotated bibliography of selective publications.

The two AAPI groups with the highest welfare utilization rates are Pacific Islanders and Southeast Asians, and the limited available research has focused on the latter. Most adult SE Asians are political refugees, and the literature and symposium presentations identify a myriad of cultural, educational, linguistic and institutional barriers that hinder their ability to find meaningful employment. A disproportionate number of recipients from this population have not been able to meet the work requirements imposed by the 1996 welfare reform. Most mainstream governmental agencies are either ill equipped to handle the needs of these populations or have other priorities. Community-based organizations are better equipped to provide culturally appropriate services, but have limited resources. Preliminary analyses presented at the symposium show that SE Asians are disproportionately overrepresented among those who have reached the 5-year time limit on welfare assistance. While many are working, they do not earn enough to achieve economic self-sufficiency.

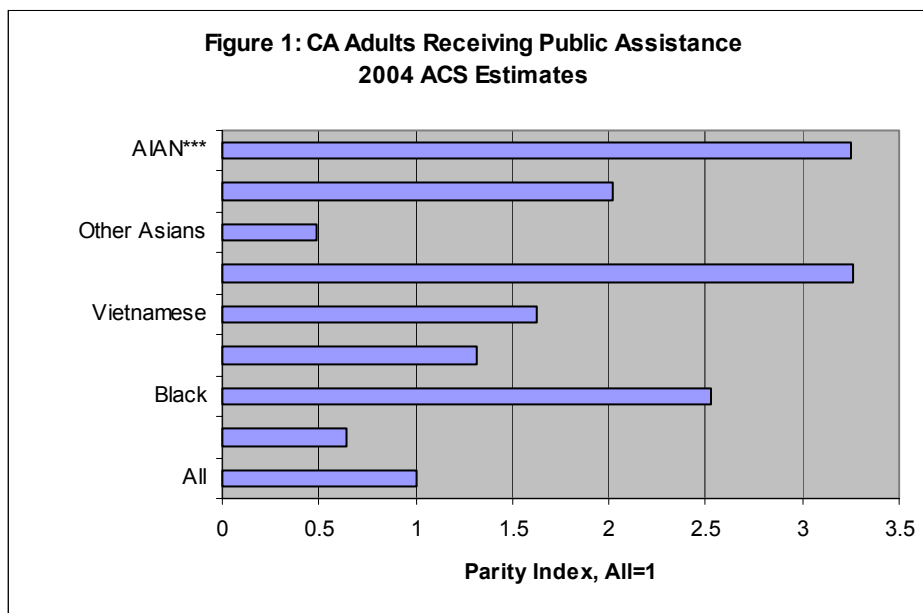
The symposium participants identified the following as priority research topics for the next three years: research that disaggregates the analysis by ethnicity; tracking of post-time-limit employment outcomes for AAPI adults; examination of the challenges associated with diminished federal funding; research of neighborhood effects for those within and outside ethnic enclaves; program evaluation and assessments to identify effective approaches and practices; a comprehensive inventory of existing research; and research on Pacific Islander communities.

To implement a three-year research agenda, the participants discussed several approaches. One model is based on the LEAP-UCLA Policy Project, which has produced a half-dozen book-length policy reports on the AAPI community. That effort solicited the following: input from community leaders; formation of a partnership with a national network of university-based researchers; produced extensive policy reports written in a style that is accessible to a general audience; disseminated the findings through press conferences and community forums; and connected with those directly engaged with the policy issues. There is a need to participate in and influence larger welfare research projects to insure AAPI representation, and to support AAPI specific research.

## BACKGROUND

Paul Ong  
with Hiroshi Ishikawa

Despite the economic progress made by Asian Americans and Pacific Islanders (AAPIs) as a whole, the picture is much more complex beneath the surface. This is an extremely heterogeneous population comprised of dozens of ethnic groups, each with its own history, culture, language and position within American society. Economic diversity takes many forms, but one important one is the degree of utilization of welfare programs. Figure 1 illustrates the enormous differences among the estimated rates at which adults in California receive public assistance in 2004.<sup>1</sup> The rates are normalized where a parity value of less than one means lower utilization and a parity value of greater than one means higher utilization. What is most striking are the extraordinary high rates for Southeast (SE) Asians, especially for the group comprised of Cambodians, Hmongs and Laotians. Pacific Islanders and Vietnamese also have higher than average rates, while all other Asians have a lower than average rate. While some of these estimates are only rough approximations because of small sample sizes, the rates are consistent with other analyses that show that many AAPI ethnic groups have utilization rates that are among the highest.



<sup>1</sup> The statistics are tabulated by the author from the Public Use Micro Sample of the 2004 American Community Survey. The sample size for some groups is relatively small: N = 362 for “Other SE Asians”, N = 236 for Pacific Islanders, and N = 192 for Native Americans and Alaskan Natives.

The welfare program with the most number of Asians is the program for families with children. In California, this program is known as CalWORKs. Figure 1 provides the racial composition of the population on CalWORKs.<sup>2</sup> Non-Hispanic (NH) whites and Asians are underrepresented relative to their share of the total population. Blacks, Latinos, Pacific Islanders and American Indians (the latter two not depicted in the graph because of their small size) are over represented relative to their share of the total population. The overall statistics for Asians, however, obscures the ethnic diversity within this population.

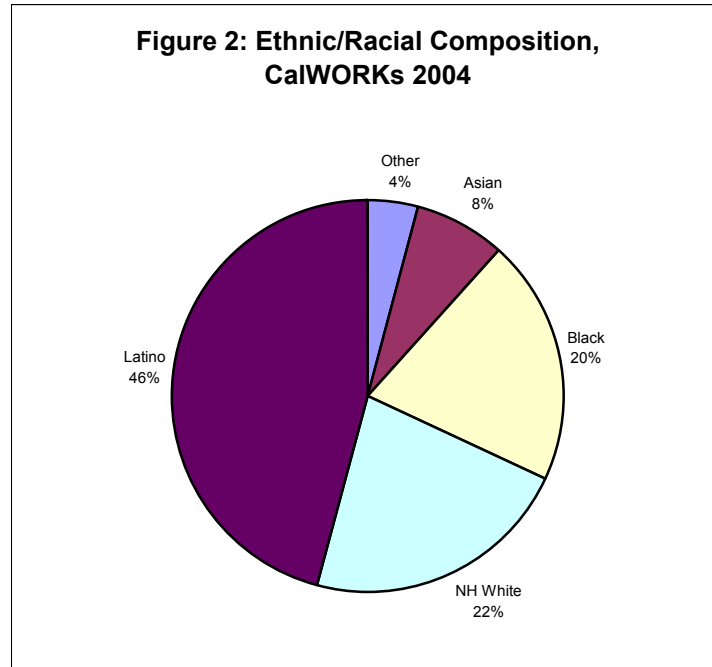


Figure 3 provides some information on the ethnic composition of Asians on CalWORKs. The data come from information on the primary language of the head of households.<sup>3</sup> While SE Asians comprise only about a sixth of the total Asian population, they make up over three-quarters of those on CalWORKs. Because of this overrepresentation, utilization of CalWORKs is disproportionately higher among SE Asians than for most other groups.

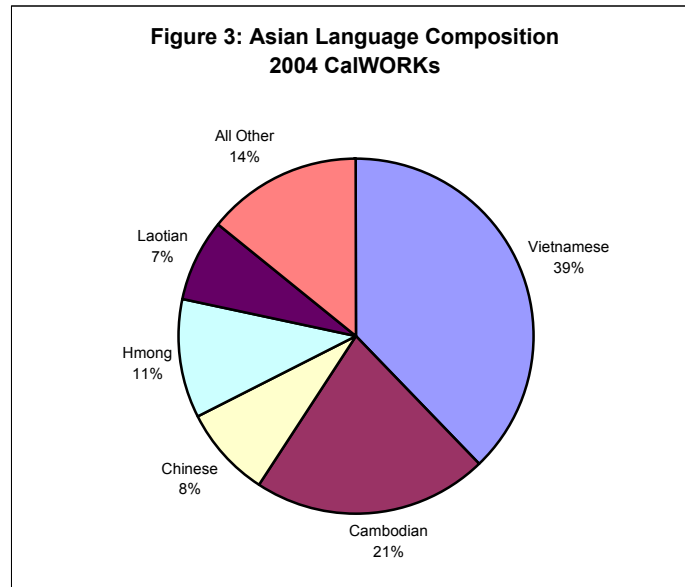
The overrepresentation of some AAPI ethnic groups on welfare is the product of many factors. Many do not have the marketable skills that enable them find meaningful and stable employment. They are immigrants, a majority being refugees, who have limited education and English language skills. Many are scarred physically and mentally by war-

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<sup>2</sup> The data come from CalWORKs Applicant Characteristics Survey, and the data are retabulated by collapsing race and Hispanic categories. Asians, Blacks, Pacific Islanders and American Indians include individuals regardless Hispanic origins. NH whites are those who are white and not of Hispanic origins. Latinos include Hispanic whites and Hispanics not of a specific racial group.

<sup>3</sup> The data come from CalWORKs Applicant Characteristics Survey. The "All Other Languages" category includes Arabic, Farsi, Hebrew, Korean, Mien, Samoan, Tagalog, Thai and Turkish.

related trauma, and are from families that are separated by thousands of miles. There are also institutional failures: an unsuccessful resettlement program; neglect during the implementation of welfare reform after 1996; and weak, under-funded, community organizations. One of the most unfortunate consequences of these factors is the fact that AAPIs, and SE Asians in particular, are disproportionately over represented among those adversely affected by welfare-to-work requirements, especially time limits.



While both Pacific Islanders and SE Asians are populations of great concern, most of the available research (albeit still very sparse) focuses on SE Asians. This literature emphasizes the legacy of a failed refugee resettlement program after the end of the Vietnam War, which espoused promoting economic self-sufficiency but channeled many into the welfare system. (Ong and Blumenberg, 1994) In turn, very little to no research focuses on Pacific Islander poverty, despite the high representation of Pacific Islanders amongst the Nation's poor on public assistance.

In the early 1990s, SE Asians in California had the highest welfare dependency rates of any ethnic group, but differed from the general welfare population in that they tend to be less educated, limited English proficient and foreign-born. (Ong and Blumenberg, 1994) During the 1980s and into the early 1990s, the number of SE Asians on welfare grew more rapidly than any other ethnic group. One unique feature of SE Asians on welfare was their much higher likelihood to be a two-parent case. Moreover, Southeast Asians were more likely to remain welfare dependent, relying on a strategy of combining employment and welfare (AFDC assistance) to survive. The existing welfare structure makes it difficult for them to leave welfare.

Much of the poverty among SE Asians have been concentrated in ethnic enclaves that can be found throughout California, including in Central-Valley cities such as Stockton and Fresno. However, many of the largest neighborhoods are in Southern California. The largest Cambodian community is in Long Beach, which was established in the late 1970s.



According to a survey conducted in the early 1990s (Ong, et al., 1993 and 1999), over two-fifths lived below the poverty line, about half of the adult residents were not in the labor force and a high proportion of the households were on public assistance. These economic outcomes were due in part to the low human capital among all SE Asian refugees, but the problem was made worse by a weak enclave economy. Economic hardship was further exacerbated by a lack of affordable decent housing.

The problems facing AAPIs on welfare became more pronounced with the passage of two different acts, the 1996 Personal Responsibility and Work Opportunity Reconciliation Act, and the Illegal Immigration Reform and Immigrant Responsibility Act. Welfare reform radically changed the welfare system from an income transfer program to a transition-to-work program. Recipients are expected to achieve economic self-sufficiency through employment. The acts imposed new work requirements and established a 5-year lifetime limit on benefits, and made legal immigrants ineligible for federal cash assistance, food stamps and Medicaid. The new welfare program was named Temporary Aid to Needy Families (TANF), and California's version was called CalWORKs.

Some of the services needed by AAPIs on welfare to achieve these new transition-to-work program goals include: AAPI oriented cultural and linguistic services; specific services for socio-psychological issues (e.g. post-war trauma for SE Asian refugees); adequate transportation services; and programs linking welfare strategies to economic and housing strategies. (Vargas, Marcos. 2000) However, many of these service needs were a low priority when implementing CalWORKs. A RAND study found that many of the county welfare districts (CWDs) have struggled with implementing mandatory services, some of which specifically impact the AAPI community, including: communicating requirements and rules to non-English speakers; identifying and providing mental health services; and encouraging participation rates among two-parent families (Ebener and Klerman, 2001).

Community-based organizations (CBOs) attempted to address the flaws in welfare reform and fill in the gaps in services for AAPI welfare recipients. AAPI community-based organizations played a critical role in anticipation of, and in response to, federal immigrant welfare reform. Prior to the passage of the immigrant reform law of 1996, many AAPI CBOs played an active role in mobilizing and informing the community. One study looked at how national Asian American organizations defined and influenced the 1996 federal welfare reform and immigrant debate. (Yoo, 2003) Over half of thirty-one organizations interviewed were actively involved in fighting the bill. This number increased to three fourths after the passage of the bill. Furthermore, organizations that had previously not worked together began forming coalitions. Many of these organizations and coalitions engaged in grass roots campaigns. Despite these efforts, the organizations felt they were hindered by resource limitations, along with generational and class factions.

In response to the welfare reform of 1996, CBOs have also taken a greater role in service provision issues. One survey of forty-eight Los Angeles-based AAPI CBOs found that they wanted to play a critical role in the implementation of welfare reform in AAPI

communities (Vargas, 2000). These organizations possess the following: (1) a track record extending back two to three decades in community services, community development and advocacy; (2) extensive programmatic experiences and a strong commitment to providing culturally and linguistically appropriate services to AAPI communities; (3) the multiple service approach appropriate for addressing the comprehensive needs of welfare recipients; (4) committed staff and volunteers, institutional credibility and respect amongst the AAPI community; (5) a local neighborhood/ethnic enclave focus; (6) an increasing development of Asian and inter/multiethnic collaborative efforts; and (7) an extensive AAPI community network for the purpose of outreach and education. Despite these advantages, most CBOs have not had the resources to adequately meet the needs of AAPIs on welfare.

Because of the unique and extensive needs of AAPI welfare recipients and the lack of adequate services, this group has been less successful in completely transitioning from welfare to meaningful employment. One of the consequences is that AAPIs, and SE Asians in particular, are overrepresented among those hitting the 5-year time limits. An analysis of data from twelve California counties representing nearly 80 percent of the state's TANF caseload estimated that limited-English-proficient recipients were disproportionately represented among those recipients likely to reach the 5-year time limit (Crow, Anderson, et al., 2006). In Alameda County (Oakland), about a sixth of adult TANF recipients speak an Asian language as their primary language. At the same time, Asian speakers comprise over half of the adults projected to lose assistance in Alameda County due to time limits. In Los Angeles County, less than a tenth of adult TANF recipients speak Cambodian, Chinese, Korean, or Vietnamese, but a majority of the adults projected to lose assistance because of the time limit speak one of these languages as their primary language.

An analysis by California's Department of Social Services finds that SE Asians are disproportionately represented in the CalWORKs Safety Net Program, which provides cash aid to children of adults who exceeded the 5 years of CalWORKs eligibility (Smilanick, 2006, symposium presentation). For example, Vietnamese speakers comprised 7.7 percent of Safety Net cases compared to 1.7 percent of the over-all CalWORKs caseload. One positive finding is that Asian adults in two-parent households had the highest employment rates and reported earnings. In the first quarter of 2004, about two-thirds of these families received a mean earnings of \$3,076 and median earnings of \$2,835 for those three months. Unfortunately, these amounts are not sufficient to lift the families out of poverty.

The next few years will be critical in determining if AAPIs on welfare will be able to achieve a successful transition to meaningful employment, the major goal of welfare reform. The record to date leaves much to be desired. Clearly, there is a need for more resources and services that are culturally appropriate, and a need to focus on the groups most adversely affected, SE Asians and Pacific Islanders. Applied research can play a useful role in identifying the barriers and the most effective strategies. To be effective, the research should be done in partnership with community organizations and public agencies.

## **SCHEDULE OF EVENTS JUNE 29<sup>TH</sup>, 2006**

Thursday, June 29, 2006, 1 to 4 pm  
3333 Public Policy Building, UCLA  
UC Center Sacramento, 1130 K Street (Remote)

11:30 am to 12:45 pm: Pre-symposium lunch meeting for panelists to organize the panels

1 to 1:10 pm: Symposium Starts, Welcome – Professor Ong

1:10 to 4 pm: UC Center Sacramento Moderator – Professor Gary Dymski

1:10 to 2:30 pm: Presentation of current and recent research

Moderator – Professor Moon, UCLA

Overview – Dr. Park, USC, Trajectory of AAPI and SE Asian Poverty

Transportation – Professor Blumenberg, UCLA and U Hawai'i

Survey Results from L.A. and Fresno Counties (Presented by Paul Ong)

CBOs – Professor Yoo, S.F. State, Impacts on and Responses of CBOs

Time limits – Professor Chow, UC Berkeley, SE Asian Overrepresentation

Time-limit population – Dr. Manuel Moreno, L.A. County, Findings from L.A.

After time limits – Mr. Smilanick, Calif. Dep't of Social Services

2:30 to 2:45 pm: Break

2:45 to 3:30 pm: Discussion on what new research is needed

Moderator, Dennis Arguelles, A3PCON and Chinatown Service Center

Insights from other research projects and proposals (Dr. Baum)

Insights from CBOs, (Diane Ujiye: Presented by Dennis Arguelles and Jason Tajima)

Insights from CBOs, policy analysts, practitioners and legislative staff (audience)

3:30 to 3:50 pm: Discussion on possible next steps to implement a research agenda

Moderator, Ben de Guzman, LEAP

Audience Input

3:50 to 4 pm: Wrap up

Moderators, Professor Ong and Professor Moon

Followed by informal reception

## RESEARCH PRESENTATION ABSTRACTS

The first session of the symposium included presentations on recent and current research relevant to understanding the impacts of welfare reform on AAPIs in general, and on Southeast Asians in particular. The panel of six presenters included researchers from both the academic and public sector. Collectively, the panelists provided background information on AAPI poverty, major barriers to transitioning to work, the role of community-based organizations (CBOs), the population reaching time limits, and outcomes for those after time limits. Professor Ailee Moon of UCLA's Department of Social Welfare moderated the session. Below are abstracts of the six presentations.

### **Dr. Julie Park: Trajectory of AAPI and SE Asian Poverty**

This research focuses on the dynamics of poverty in the Southeast Asian population. Southeast Asians have been among the fastest growing groups in the past two decades within the U.S. Asian population, and have challenged conventional thinking about Asians as a homogeneous, "model minority" group. Beyond a static snapshot of poverty rates, the double cohort method will be used for a nuanced, longitudinal analysis based on the 1990 and 2000 census. This method allows for the examination of poverty trajectories of immigrant arrival cohorts, along with birth cohorts nested within them, to gain insights about what happens as immigrants age and their duration in the U.S. increases. Within the Southeast Asian group there are different ethnic groups, as well as distinct waves of migration to the U.S., that warrant separate analysis. Furthermore, this approach allows for the examination of poverty for the 1.5 generation as they come of age.

### **Professor Evelyn Blumenberg (Presented by Dr. Paul Ong): Transportation Issues**

This study uses survey data from two California counties, Los Angeles and Fresno, to examine the travel patterns and barriers for welfare recipients across racial and ethnic groups, focusing specifically on Southeast Asians. While the findings show that Southeast Asians are more—not less—reliant on automobiles for their travel than other racial and ethnic groups, Southeast Asian families nonetheless encounter transportation difficulties. The study finds that (1) some Southeast Asian families do not have automobiles, (2) two-thirds of auto-owning Southeast Asian respondents owned vehicles that were over ten years old, and (3) 61 percent had trouble maintaining their vehicles. Thus, policies must facilitate access to reliable vehicles, transit agencies must devote greater attention to language assistance, and a better understanding of Southeast Asian travel patterns and barriers is needed to better evaluate existing programs and transportation needs.

**Grace J. Yoo: The Role of CBOs**

The welfare reform law of August 1996, signed by President Bill Clinton, put an end to immigrants' eligibility to federal means tested entitlements. The rollbacks on welfare have been the most drastic for older, low-income Asian immigrants who are on Supplemental Security Income. The presentation was based on Dr. Yoo's research and other studies on AAPI service organizations, and focused on both political and direct service aspects. The central questions are how did these national organizations characterize and affect the 1996 federal welfare reform and immigrant debate, and what are their perceptions of the needs of their clients. The CBOs had some success but also face limitations on their ability to service AAPI welfare recipients.

**Julian Chow: Time Limits**

The passage of welfare reform in 1996 imposed new work requirements and sanctions, including a five-year time limit on receiving public assistance. Because of difficulties in transitioning to meaningful employment, Asian immigrants and refugees face obstacles transitioning from welfare to work; consequently, they make up a majority of those timed out in the San Francisco Bay Area. Findings from three focus groups with Asian welfare recipients indicate that existing welfare-to-work programs do not meet the unique needs of this population. Their barriers for achieving self-sufficiency are not adequately addressed by welfare reform's "work first" approach. Instead, findings suggest that welfare-to-work program strategies for this population should incorporate culturally competent support services, human capital development, and strength-based approaches. As more Asian immigrant families lose cash assistance as a result of reaching the five-year time limit, the need to improve welfare-to-work programs and policies for this population has become increasingly urgent.

**Dr. Manuel Moreno: Findings from L.A. County**

The implementation of welfare reform has intensified scholarly and policy-driven interest in the utilization of welfare, and the impact of welfare reform on families and children receiving cash assistance. The presentation focused on key findings on AAPIs from a 2004 cohort study, which surveyed the first group of California Work Opportunity and Responsibility to Kids (CalWORKs) program participants in Los Angeles County to reach their-five year limits on cash assistance. In addition, the presentation examined the dynamics of welfare cases and the composition of child only cases for AAPI welfare participants relative to other ethnic groups between 2002 and 2005. The presentation also focused on recent participation trends in the Los Angeles County welfare-to-work program, examined sanction/noncompliance rates, and entry and exits patterns among AAPIs and other ethnic groups.

**Paul Smilanick: After Time Limits**

The presentation discussed findings from an analysis that focused on the California's CalWORKs Safety Net Program, which provides cash aid to children of adults who exceeded the 60 months (5 years) of CalWORKs eligibility. The Safety Net caseload has grown from 5,340 cases in January 2003 (when CalWORKs adults first began to time out) to 35,670 as of December 2004. The analysis used statewide administrative data sources to examine socio-demographic characteristics and employment outcomes of adults in Safety Net Cases, and compared their outcomes with those for the general

CalWORKs population. The key findings include the following: Southeast Asians (Cambodians, Laotians and Vietnamese) are over-represented among Safety Net cases relative to their share of all CalWORKs cases; Vietnamese speakers comprised 7.7 percent of Safety Net cases compared to 1.7 percent of the over-all caseload; employment and earnings varied by race and ethnicity within the Safety Net population; and Asian adults in two-parent households had the highest employment rates and reported earnings. In the first quarter of 2004, about two-thirds of these families received mean earnings \$3,076 and median earnings of \$2,835.

## **FUTURE RESEARCH NEEDS**

Compiled by Paul Ong and Hiroshi Ishikawa

The second session of the symposium focused on future research needs over the next three years, as seen by the various stakeholders. CBOs, advocacy representatives and legislative staff were asked to provide suggestions based on their unique perspectives. Dennis Arguelles of AP3CON and the Chinatown Service Center moderated the session, Rikki Baum, Director of UCOP's Welfare Reform Project, provided a summary of lessons learned from other (mostly non-AAPI) research projects, and Diane Ujiye, Director of APIs-CAN, discussed CBO efforts and issues. The list below of key discussion items and recommendations for future research were based on both pre-symposium correspondence and input from the symposium audience.

### **Leadoff Presentations:**

#### **Dennis Arguelles: Informal Survey of A3PCON Organizational Members**

There are two major research concerns. (1) There is a need to contextualize welfare research in a larger economic context, particularly increasing economic inequality ("The Rich are getting richer and the Poor are getting poorer"). The working poor are falling further behind. The problem is being exacerbated by increased waiting lists for affordable housing, lack of subsidized childcare, etc. (2) The research must address "The Model Minority Hypothesis." This stereotype has a lasting and dampening impact on formulating sound policies. It is important for research to examine the validity of this hypothesis and to make the findings widely known to legislators, the public, etc. Past research has shown that this myth is false, but updated research is needed.

#### **Dr. Rikki Baum: Insights from Other Research Projects and Proposals**

(1) What cash-assistance (CalWORKs) issues are California policymakers currently concerned about (for all recipients, including AAAPIs)? (2) What does this mean for evaluation/research? More rigorous research (preferably random assignment experiments) is needed, disaggregating whenever possible, to test the efficacy of interventions (or what social workers like to call "best practices"). Disaggregation requires over sampling of some groups in surveys. (3) What is the best way to frame any of these studies? From the standpoint of public policy, it is important to study a class of affected people (all poor people struggling to make the transition from welfare to work, say), disaggregated by subpopulations (by one-parent v. two-parent households, or by ethnicity, for example) for the purposes of analyses, rather than studying only one group (e.g. Latinos or AAAPIs).

#### **Diane Michiko Ujiye (Presented by Dennis Arguelles and Jason Tajima): Insights from Community-Based Organizations**

(1) TANF re-authorization will impose new and more rigid standards in terms of higher targets for employment. Many of the new rules will disadvantage California, including

possible reduction in fiscal resources. There is a need to understand how these changes will affect AAPIs. (2) Key lessons learned from AAPI CBOs, including an A3PCON pilot project, which provided supportive services screening and case management (CalWORKs). There is a need to assess to what degree CBOs are capable of delivering needed services and their access to resources to provide the services.

### **Recommendations for Future Research**

- **Research on Employment Outcomes for AAPIs After Leaving Public Assistance**

There is a need for information on adults who leave TANF before the time limits, who are sanctioned, and who have been timed out. Data is needed to examine trends and prevalence rates. Given the centrality of employment in welfare reform (and its reauthorization), research should examine employment rates, and for those who work, their wages, benefits, stability and opportunities for advancement. For those who remain unemployed or under employed, what are their other sources of income, including benefits from the safety net program and participation in the EITC (Earned Income Tax Credit) program. What are the strategies used by families, and in particular, which parents work and do older children also work?

- **Evaluate Programs to Identify Effective Programs and Practices**

There will be a critical need to determine what programs and practices are effective and cost efficient. Most past and recent studies do not provide answers, and half of the few existing studies predate welfare reform. The “gold standard” is random experimental design. Evaluation studies should determine the relative effectiveness across populations. For example, it may be that an English-language training program is more effective for one non-English speaking group but not for another. Another issue is why there is an underutilization of some services, such as the vocational skills programs. There is also a need to evaluate how cultural and linguistic factors can affect programmatic effectiveness, which can shed some light on what constitute culturally and linguistically appropriate services. There is a need to assess the capacity of state and local agencies to deliver such services, and whether or not AAPI-oriented organizations are better able to deliver the services.

- **Assess the Impacts of TANF Regulations and Work Requirements on AAPIs**

How are the new TANF changes and the released regulations going to benefit or penalize AAPIs that are receiving TANF? What will be the impacts on immigrants, those with limited English proficiency, and timed-off child-only (safety net) cases? How will the more restrictive, newly enacted federal Work Participation Requirements and changes in the definition of what constitutes “work” for TANF affect AAPIs, especially two-parent families? How will California attempt to meet the higher work participation requirements that are attached to the new reauthorization requirements?

- **Research on Outcomes Beyond Employment**

There is a need to examine other factors that can affect the wellbeing of AAPIs. Few have looked at childcare issues in the AAPI community. Research should determine the need for childcare services by AAPIs and the supply of childcare services for AAPIs, and



to determine whether the current system is capable of responding to demands. There is also a sense that housing has emerged as a major barrier and problem among AAPIs. Key questions are to what extent has homelessness, rent burdens, overcrowding and substandard housing increased. Given the war-related background of many AAPIs on public assistance, there is a need to study mental-health issues. Finally, there is a need to examine changes in access to health care.

- **Examine the Impacts of Welfare Reform on CBOs**

API community-based organizations are and will be experiencing an increased demand for services as welfare-dependent families exhaust their benefits. At the same time, it is likely that federal support for workforce development, housing assistance and other anti-poverty programs will continue to decline. There is a need to examine how CBOs will respond to these changes. What are the impacts of these changes on the type and range of services? How will providing services to TANF-related clients affect services to other clients?

- **Examine the Broader Causes of Poverty Among Disadvantaged AAPIs**

Welfare dependency is tied to the broader problem of poverty, which includes those living just above the official poverty line. Research is needed to determine the role of nativity (including the mode of entry for immigrants – refugees, undocumented, etc.), human capital (education abroad and in the U.S.), ethnic economies and enclaves, length of residence in the U.S., spatial mobility (housing and movement into non-ethnic neighborhoods), family structure, and the evolving structure of the economy and labor market.

- **More Research on Pacific Islanders**

Despite Census and other demographic data that indicate that poverty is a real problem in the Pacific Islander community, little to no research exists on the topic. There is a lack of social science research on the Pacific Islander community across the board.

## **RECOMMENDATIONS AND KEY ACTION ITEMS**

Compiled by Paul Ong and Hiroshi Ishikawa

The third session of the symposium focused on developing a set of recommendations for what is needed to implement a three-year research agenda, based on the prior discussion. Ben de Guzman of LEAP (Leadership Education for Asian Pacifics) moderated the session and initiated the discussion by presenting a summary of the research policy project conducted jointly with UCLA's Asian American Studies Center. The list below of key discussion items and recommendations for future actions is based on both pre-symposium correspondence and input from the symposium audience.

### **Leadoff Presentation**

#### **Ben de Guzman and Paul Ong: The LEAP-UCLA Policy Project**

One model for obtaining research is based on the LEAP-UCLA Policy Project, which produced a half-dozen book-length policy reports on the AAPI community. The following are key elements of that project. (1) The research has to be collaborative. (2) The issues and priorities have to come from community leaders, and also from community forums that offer others an opportunity to provide input. (3) The research must be solid and credible, which was accomplished primarily by having the analysis done by a national network of university-based researchers. This, then, required a community-university partnership. (4) Selection of a particular project is based on pragmatic considerations, especially on what funds can be raised. This is why it is important to have a list of options. (5) The research project should focus on problems, their causes and solutions. Sometimes, this means looking at current practices, particularly the effective ones. (6) The writing must be accessible to a general audience, which means minimizing technical and academic jargon. (7) The primary products are the book-length policy reports. The books give the project credibility and a sense of seriousness. (8) The findings must be widely disseminated. This means holding press conferences, both nationally and regionally. This also requires having a short version of the book highlighting the major conclusions and recommendations. These briefs are sent to community leaders, elected officials and their staff, and other stakeholders. (9) Finally, community forums are held, which is key to connecting with those directly engaged with the policy issues.

### **Recommendations for Future Actions**

#### **• Need to Adopt a Two-Prong Approach**

There is a need to participate in and influence larger welfare research projects to ensure AAPI representation. This means that it is necessary to gain a place at the table for AAPIs to contribute to the design and implementation of major research projects that cover the general welfare population. This also includes participating in both national and state organizations for welfare researchers. It is also desirable to participate in research projects on related issues, such as housing and childcare. At the same time, there is a

need to support AAPI specific research. Such research can help AAPI-serving organizations to improve their programs and services. This will require working with AAPI-oriented research units, both within and outside the university.

- **Create a Research Community**

This can start by compiling a comprehensive database on current and on-going research on AAPIs, researchers and experts in the field, and relevant publications. The database should be made readily accessible to scholars, community-organizations, decision makers, and other interested parties. There is a need to periodically bring the community of researchers and other stakeholder together to review, discuss and plan research projects.

- **Multiple Collaborative Effort Among Community, Government and Research Stakeholders**

This should be a combined effort between different organizations that support AAPI-related research, including government agencies, CBOs, advocacy groups (legal and other types), private employers, and academics. For instance, the County of Los Angeles could serve as a resource in understanding policy since they receive instructions from the state, and as a resource for providing data since their programs (including CalWORKs) directly serve families.

- **Information, Resources and Costs Must Be Shared Across Agencies**

Agencies need to contribute financially to studies since they all need the datasets. Agencies must also be supportive of other agencies' efforts. Too often, people not involved in putting together a study are overly critical of it.

- **Need One or Two Agencies to Take the Lead**

Need to have at least one or two AAPI-based organizations step up and take the lead. They need to produce public goods for the effort at large.

## **CONCLUSION**

AAPIs, in particular Pacific Islanders and Southeast Asians, have been less able to transition from welfare to economic self-sufficiency. The available research has identified a myriad of barriers. While many AAPIs have found employment under welfare reform, many AAPI ethnic groups are still struggling financially. They are overrepresented among those who have exhausted their “lifetime” benefits. A majority work but are not able to earn enough to escape poverty. The next few years will be critical in determining the fate of these AAPI adults and their children. Clearly, there is a need for more resources and services that are culturally appropriate for the ethnic groups most adversely affected. Applied research can play a useful role in identifying the barriers and the most effective strategies. To be effective, the research should be done in partnership with community organizations and public agencies.

## **APPENDIX A: SPONSORING AND PARTICIPATING ORGANIZATIONS**

### **SPONSORING ORGANIZATIONS**

#### **UCLA Ralph and Goldy Lewis Center for Regional Policy Studies**

The Ralph and Goldy Lewis Center for Regional Policy Studies was established to promote the study, understanding and solution of regional policy issues, with special reference to Southern California, including problems of the environment, urban design, housing, community and neighborhood dynamics, transportation, economic development and welfare reform. It is a focus of interdisciplinary activities, involving numerous faculty members and graduate students from many schools and departments at UCLA. It also fosters links with researchers at other California universities and research institutes on issues of relevance to regional policy. The Center was founded in 1988 with a \$5 million endowment from Ralph and Goldy Lewis, and the Center receives additional support from other private donors, foundations and research grants from public agencies.

#### **UC Center Sacramento**

The University of California Center Sacramento (UCCS) Scholar Intern Program is a visionary opportunity for UC students to have professional experiences and skill-building opportunities while they live, intern, and conduct research in California's capital. UCCS is dedicated to providing students from all majors and each UC campus with an opportunity to participate in internships tailored to their goals.

#### **UCLA Department of Social Welfare**

Established in 1947, the UCLA Department of Social Welfare draws students and faculty from diverse ethnic, cultural, and educational backgrounds, attracting them to UCLA's rich and varied resources and opportunities. Recent reviews by the Council of Social Work Education and the University of California have described the Department as "among the handful of top-flight programs of graduate social work education in the United States," and have lauded the "scholarly reputation and productivity" of its faculty and the richness and effectiveness of its field program. The Social Welfare faculty are active in research in areas as varied as approaches to welfare reform, diagnosis of mental illness, understanding teen pregnancy, prevention of domestic violence, HIV prevention, social services in the schools, independent living for people with disabilities, and social supports for the elderly, among others.

**UCLA Asian American Studies Center (*AAPI Nexus* and UC AAPI Policy Initiative)**

Since its founding in 1969, the Center has established partnerships, collaborations, and exchanges with hundreds of public and private institutions across the nation and around the world, and has played a critical role in developing Southern California's infrastructure of social service agencies, civil rights organizations, museums, historical societies, media and cultural groups, and business associations that serve and represent the Asian American and Pacific Islander population. *AAPI Nexus* is a national journal that publishes articles on the policies and professional practices relevant to the diverse and growing Asian Pacific American community. The UC AAPI Policy Initiative was established in 2004 to promote applied and policy research on eight campuses within the UC system.

**PARTICIPATING ORGANIZATIONS (For information only. Information based on statements at each organization's web site and other sources. No endorsement implied.)**

**A3PCON** - The Asian Pacific Policy & Planning Council was established in 1976 and is currently a coalition of 28 Asian and Pacific Islander American (APIA) health, human service, educational, cultural and policy agencies, and individuals who advocate for the rights and services of the APIA community in Southern California, primarily in Los Angeles County. A3PCON has a Welfare Reform Task Force.

**APIsCAN** – The Asian Pacific Islander California Action Network (APIsCAN), is a statewide collaborative network of Asian and Pacific Islander American health, human service, education, and immigrant rights organizations. APIs CAN is the lead APIA organizer for the Preschool Opportunity for All movement in California and has provided leadership to ensure that English Language Learners needs are addressed as preschool policies are developed. APIs CAN continues to support and reinforce other health, mental health, substance abuse, human service, and immigrant rights advocacy efforts with community leaders and stakeholders throughout the state.

**California Department of Social Services** – The Department's stated mission "is to serve, aid, and protect needy and vulnerable children and adults in ways that strengthen and preserve families, encourage personal responsibility, and foster independence." Its units include the CalWORKs Program, Children and Family Services Division, Refugee Programs Branch, and Welfare to Work Division. Analytical work is conducted by the Research and Development Division.

**County of Los Angeles Chief Administrative Office** - The Office was established by ordinance in 1938 to assist the Board of Supervisors to handle the County's administrative details. Among its responsibilities is the task of developing and making recommendations to promote cost-efficient programs to better serve the public, the Board and County departments. In recent years, the Office has conducted a number of evaluations of welfare reform programs.

**LEAP** - Since its founding in 1982, Leadership Education for Asian Pacifics, Inc. (LEAP) has been intent on “growing leaders” within the Asian Pacific American (APA) communities across the country. A national, nonprofit organization, LEAP works to achieve its mission by: Developing people, because leaders are made, not born; Informing society, because leaders know the issues; and Empowering communities, because leaders are grounded in strong, vibrant communities.

**Los Angeles County Office of Education** - The Los Angeles County Office of Education (LACOE) is a key partner with DPSS in delivery of the GAIN and GROW W2W programs countywide. Recently, LACOE assumed responsibility for delivery of the Orientation & Motivation, as well as Job Services components for non-English and non-Spanish language-proficient GAIN participants. I am our program manager for these "NENS" services for both the threshold and non-threshold language groups in L.A.

**U.C. Welfare Policy Research Project** - The Welfare Policy Research Project U.C. President’s Office was established in 1997 by state legislation and supports the following activities: a research grants program to support applied welfare policy research sought by state and local officials; supported the establishment of the California Census Research Data Center at UC Berkeley and UCLA; created and maintains a searchable welfare research database for the State of California; sponsors and organizes policymaker forums on research findings; and provides technical assistance to state and local officials seeking information on welfare-related questions.

## **APPENDIX B: BIOGRAPHIES OF PANELISTS**

### **Dennis Arguelles, M.A.**

Dennis Arguelles is the Director of Workforce and Community Economic Development for the Chinatown Service Center. He is the past Executive Director and current President of the Asian Pacific Policy and Planning Council (A3PCON), a coalition of over 40 Asian and Pacific Islander community-based organizations in the greater Los Angeles area. He previously served as the Assistant Director of the UCLA Asian American Studies Center and as Director of Construction and Environmental Services for the Pacific Asian Consortium in Employment. He is co-editor of *The New Face of Asian Pacific America: Numbers, Diversity and Change in the 21st Century*, a joint publication of the UCLA Asian American Studies Center and AsianWeek. He is a graduate of UCLA (undergraduate and graduate) and received his M.A. in Urban Planning, where his research focused on poverty in Asian American Communities.

### **Rikki Baum, Ph.D.**

Dr. Rikki Baum implemented and is presently directing the Welfare Policy Research Project (WPRP), created by state law in 1997. WPRP is housed in the Office of Research of the UC Office of the President. Prior to joining UC, Dr. Baum devoted much of her career to public service, serving as a legislative aide to Senator Alan Cranston (D-CA), as a senior legislative assistant to Senator Daniel Patrick Moynihan (D-NY), and as chief of staff to Congressman Sander Levin (D-MI). While working for Senator Moynihan, she drafted and managed the welfare legislation that was enacted into law as the Family Support Act of 1988. Dr. Baum completed her doctorate at UC Berkeley's School of Social Welfare and joined the faculty of the University of Wisconsin at Madison, between stints on Capitol Hill.

### **Evelyn Blumenberg, Ph.D.**

Evelyn Blumenberg is an Assistant Professor of Urban Planning in the School of Public Policy and Social Research at the University of California, Los Angeles. Professor Blumenberg's research examines the effects of urban structure – the spatial location of residents, employment, services and public space – on economic outcomes for low-wage workers, and on the role of planning and policy in shaping the spatial structure cities. Her current research examines the role of transportation in facilitating the welfare-to-work transition; how public agencies have responded to major policy shifts and, in particular, the institutional obstacles to inter-agency collaboration; and the relationship between the privatization of public space and democratic action. Professor Blumenberg has a bachelor's degree in political science from the University of California, Berkeley, and a master's degree and Ph.D. in Urban Planning from the University of California, Los Angeles.

### **Julian Chow, Ph.D.**

Professor Julian Chow received his Master's and Ph.D. in Social Welfare from Case Western Reserve University. Specializing in community analysis, he is interested in



studying urban poverty and improving community practice and social service provision. His research interests include the study of cultural competent social and mental health services delivery in immigrant and ethnic communities. Most recently, he was the recipient of the Emerging Scholar Award from the Association for Community Organization and Social Administration, which recognizes young faculty for outstanding scholarly potential.

**Ben de Guzman**

Ben de Guzman is the Program Manager for Leadership Education for Asian Pacifics, Inc. (LEAP), a national community-based organization founded in 1982 to develop, strengthen and expand the leadership roles played by Asian Pacific Americans within their own communities as well as in mainstream institutions. He oversees community leadership training and development programs for the organization. A nationally recognized speaker and trainer on issues of concern in Asian Pacific American communities, Ben has over ten years of experience in working on issues of community engagement and advocacy. Before LEAP, Ben was at the Asian American Justice Center (formerly the National Asian Pacific American Legal Consortium), where he managed the community outreach and education programs, helped connect local communities to national level Beltway policy discussions and established a long-term strategic plan for their Community Partners Network. He is also active in volunteer-based organizations serving Asian Pacific American, Filipino American and lesbian/ gay/ bisexual/ transgender communities.

**Ailee Moon, Ph.D.**

Dr. Ailee Moon is an Associate Professor with the UCLA School of Public Affairs, Department of Social Welfare. She also serves as the director of the Department's Ph.D. program. She earned her Ph.D. in Social Welfare at the University of California. Dr. Moon's areas of research interest include social welfare policy, program evaluation, and gerontology. As a principal investigator on a five-year inter-university consortium research project funded by the California Department of Social Services, she recently completed an evaluation study of the implementation of family preservation and support programs in California. Dr. Moon is also active in gerontological research, particularly, in the areas of elder abuse, mental health, and service utilization.

**Manuel Moreno, Ph.D.**

Manuel H. Moreno is Director of Research and Evaluation Services at the County of Los Angeles Chief Administrative Office where he directs research to evaluate County administered social programs for families and children. Since 1998 he has been Principal Investigator of the CalWORKs Performance Monitoring and Evaluation Project, a long-term evaluation of the CalWORKs program and its impact on families, children and communities in Los Angeles County. He is the author of several studies evaluating the implementation and impact of welfare reform in Los Angeles County. He has conducted several public policy studies for the Board of Supervisors, and is currently working on an evaluation of the impact of CalWORKs sanctions on families and an evaluation of housing rental subsidies for homeless participants in the County's General Relief program. He received his doctorate in Sociology from the University of California at Los Angeles.

**Paul Ong, Ph.D.**

Dr. Ong is a Professor of Urban Planning, Social Welfare and Asian American Studies; and the former Director of the Ralph and Goldy Lewis Center for Regional Policy Studies. Professor Ong has done research on the labor market status of minorities and immigrants, displaced high-tech workers, work and welfare and transportation access. He is currently engaged in several projects, including studies on the effects of neighborhood economies on welfare and work, community economic development in minority communities, and the labor market for healthcare workers. Dr. Ong has served as an advisor to the U.S. Bureau of the Census, and to the California Department of Social Services and the state Department of Employment Development, as well as the Wellness Foundation and the South Coast Air Quality Management District.

**Julie Park, Ph.D.**

Julie Park, Ph.D. is the Associate Director of Population Dynamics Research Group in the School of Policy, Planning, and Development at the University of Southern California. Her areas of research include immigration, race, demography, children, and urban studies. She has been involved in research projects for the National Institute of Health, John Randolph and Dora Haynes Foundation, Fannie Mae Foundation, Los Angeles County Metropolitan Transportation Authority, the California Department of Housing and Community Development, and the USC Center for Urban Education. For the past two years, Julie has been the Director of the annual USC Demographic Workshop. She received her sociology doctorate in 2003 at USC and her dissertation is entitled, "The Socioeconomic Progress of Southeast Asian Immigrants across the United States." Julie also received a Masters in Sociology and in Urban Planning from USC and a BA from UC Davis.

**Paul Smilanick**

Paul Smilanick has been Research Program Specialist at the California Department of Social Services (CDSS) since 1994, specializing in research and outcome measurement using statewide administrative data from multiple State Agencies. He has produced research papers on TANF/CalWORKs employment outcomes of current and former recipients, welfare attrition and recidivism and regional analysis. Prior to working at CDSS Paul was at the Employment Development Department at the Labor Market Information Division where he specialist California labor market research and forecasting. Paul attended the California State University, Sacramento (CSUS), where he earned a BA in Economics and received graduate training in Labor Economics.

**Diane Michiko Ujiye**

Diane Michiko Ujiye is the Director of the Asian Pacific Islander California Action Network (APIsCAN), and as a member of the California Commission on Asian and Pacific Islander American Affairs, she helped establish its statewide Asian Pacific Islander Problem Gambling Task Force. Ms. Ujiye has over twenty years of experience in adolescent substance abuse prevention and treatment, gang intervention, HIV/AIDS prevention and training, and tobacco control. In 1999, she was recognized as one of the top 100 "Most Influential People" by the Los Angeles Times. Ms. Ujiye is also appointed to the Citizen's Oversight Committee of the California Highway Patrol (CHP). She continues to serve as a Board member for the Asian Pacific Policy and Planning

Council of Los Angeles and formerly served as the Vice President of Planning, the Chair of the Drug, Alcohol, and Tobacco Committee, and as a member of the Welfare Reform Task Force.

**Grace Yoo, MPH, Ph.D.**

Grace J. Yoo is an associate professor at San Francisco State University in the Asian American Studies Department. She has been a principal investigator on several research projects examining immigrants, welfare reform and health care access. Prior to her work at San Francisco State University, she was a research associate for the Asian Pacific Islander American Health Forum and a community organizer for the National Asian Pacific Center on Aging. She is a trained as a medical sociologist with research interests in immigrant health; Asian American women's health; women of color and breast cancer survivorship; aging, social support and health. She received her Ph.D. (1999) in medical sociology from the University of California, San Francisco and her Masters of Science in Public Health from Loma Linda University (1993). Professor Yoo is also involved in film documentation and is the producer of "Stories untold: Memories of Korean War survivors" (Sul Gi Kim, director), which documents the stories and memories of older Koreans who survived the Korean War.

## **APPENDIX C: LIST OF ATTENDEES**

### **Legislative Attendees**

- Pam Cheuh - Asian Pacific Islander Legislative Caucus
- Candice Chung – Carol Liu’s Office
- Christine Griffith – Assembly Budget Committee
- Jessica Gunderson – Office of Assembly Member Karen Bass, 47<sup>th</sup> District
- Jack Hailey – Senate Human Service Committee
- Connie Lee – Senator Kevin Murray’s Office
- Yang Lee – Office of Assembly Member Loni Hancock
- Tam Ma – Office of Senator Sheila J Kuehl
- Casey McKeever – Assembly Human Services Committee
- Julie Salley-Gray – Assembly Appropriations Committee
- Sarah Takahama - Office of Assembly Member Karen Bass, 47<sup>th</sup> District
- Cirian Villavicencio – Asian Pacific Islander Legislative Caucus

### **Agency Attendees**

- Sweetie Chap - Los Angeles County Office of Education, GAIN
- William Devore – CA Department of Social Services, Employment Bureau
- Henry Felder – LA County Department of Public Social Services
- Henry Huen – Los Angeles County Office of Education, Job Search Specialist
- Rick Jenkins - CDSS CalWORKSs Data Unit
- Pam Kian - CDSS CalWORKSs Data Unit
- Jimmy Kim – Los Angeles County Office of Education, GAIN
- Bing Lau – LA County Department of Mental Help
- David McElwain – Los Angeles County Office of Education, GAIN
- Vance Martin – Bureau of Workforce Services, Department of Public Social Services
- Manuel Moreno - County of Los Angeles Chief Administrative Office
- Kathi Nakashima - CDSS CalWORKSs Data Unit
- Paul Smilanick – CA Department of Social Services
- Nick Smiley – CDSS CalWORKSs Data Unit
- Jason Tajima – Los Angeles County, Department of Public Social Services

## **Community-Based Attendees**

- Yolanda Arias – Legal Aid Foundation of Los Angeles
- Dennis Arguelles – AP3CON/ Chinatown Service Center
- David Dinh – Chinatown Service Center
- Ben de Guzman – Leadership Education for Asian Pacifics (LEAP)
- Dan Ichinose – Asian Pacific American Legal Center (APALC)
- Vanessa Lee – Legal Aid Foundation of Los Angeles
- Le Nguyen – Indochinese Youth Community Center
- Yolanda Arias – Legal Aid Foundation of Los Angeles
- Kate Meiss – Neighborhood Legal Services of LA County
- Richard Speigleman – Speigleman Norris Associates
- Diane Ujiye - Asian and Pacific Islanders California Action Network (APIsCAN)

## **Academic Attendees**

- Rikki Baum – UCOP’s Welfare Policy Research Project
- Evelyn Blumberg – University of California Los Angeles, Professor
- Janice Cho – MSW
- Julian Chow – School of Social Welfare at the University of California, Berkeley, Professor
- Gary Dympsi – UCOP’s Welfare Policy Research Project
- Aurora Jackson – UCLA School of Public Affairs, Department of Social Welfare, Professor
- Dimpal Jain – University of California, Los Angeles, Student
- Dennis Kao – University of Southern California, Student
- Julie Park – School of Policy, Planning and Development at the University of Southern California, Professor
- Ellen Reese – University of California, Riverside, Professor
- Grace Yoo – San Francisco State University, Professor

## APPENDIX D: ANNOTATED BIBLIOGRAPHY

Hiroshi Ishikawa and Paul Ong

Though little research exists in the field of welfare reform for Asian Americans and Pacific Islanders, there are several useful sources, reports and studies. The publications are organized into four sections: General Welfare References, General Studies On Welfare Reform, Immigrant And Limited English Proficiency Populations, And Asian And Southeast Asians.

### GENERAL WELFARE REFERENCES

The following contains general references relevant to welfare.

- California Department of Social Services. Various years. **CalWORKs Applicant Characteristics Survey**. California Department of Social Services: Research and Development Division (CalWORKs and Food Stamps Data Systems Design Taskforce). <http://www.dss.cahwnet.gov/research/res/pdf/CalWkapplicantFFY99.pdf> (FFY 1999 study).

This report presents data on various social and economic characteristics of families who received cash or services from the CalWORKs program at least one of the months during the time period of analysis. For some reports, results are based on information obtained from a survey conducted by the California Department of Social Services. In addition to selected characteristics from the survey process, this publication includes data from various other sources that are identified on individual pages. The report contains tables that report statistics by ethnic/race categories and primary language.

- Committee on Ways and Means, US House of Representatives. **Green Book. 1994, 1996, 1998, 2000, and 2004**. Copies can be found at <http://aspe.hhs.gov/2000gb/> and <http://waysandmeans.house.gov/Documents.asp>.

Description of Federal programs related to welfare. The 2000 version includes a useful appendix called "Monitoring the Effects of Pre- and Post-TANF Welfare Reform Initiatives" that describes welfare reform research to date. The 2004 version includes appendices entitled "Appendix J- Welfare Benefits For Noncitizens" and "Appendix L-Assessing The Effects Of Welfare Reform Initiatives,"

- U.S., Bureau of the Census. **American Community Survey**. Washington, DC. <http://www.census.gov/acs/www/index.html>

The American Community Survey (ACS) is a national and on-going survey to collect demographic, social, housing and economic information on the general population. The ACS replaces the decennial long-form survey, which was conducted at the same time as the decennial census. On an annual basis, the ACS samples roughly 2.5% of the population. Statistics are published annually for larger geographic units (states, larger counties and cities), and the sample size is sufficient to generate information on many AAPI groups. The 2004 reports include profiles for Asian Indians, Chinese, Filipinos, Japanese, Koreans and Vietnamese. The profiles include estimates of households with cash public assistance income and the mean amount. The information can be downloaded from the Bureau's American Fact Finder web site: [http://factfinder.census.gov/home/saff/main.html?\\_lang=en](http://factfinder.census.gov/home/saff/main.html?_lang=en)

### **GENERAL STUDIES ON WELFARE REFORM**

The following publications provide useful analyses of Welfare Reform

- Sofya Bagdasaryan, with Ruth Matthias, Paul Ong, and Douglas Houston. 2005 **CalWORKs Sanction Policies in Four Counties: Practices, Attitudes, and Knowledge** get at <http://lewis.spa.ucla.edu/publications/projectreports.cfm>

The study looked at how counties and county workers were administering the CalWORKs sanctions programs, including how familiar county workers were with the sanction rules and how well these rules were communicated to recipients. Data was compiled from California Department of Social Services monthly activity reports. Key findings include: almost all case managers oppose switching to full-family sanctions from the partial-family sanctions California now employs; welfare agencies are making reasonable efforts to reach out to recipients and provide them with services aimed at preventing and/or curing sanctions; recipients possess limited knowledge of, and sometimes misunderstand, sanction policies and procedures; and there are gaps in case manager knowledge of sanction policies.

- Evelyn Blumenberg, Douglas Miller, Mark Garrett, Lisa Schweitzer, Karen Kitsis, Michael Manville and Bravishwar Mallavarapu. 2003. **California Transportation Needs Assessment: The Transportation Barriers and Needs of Welfare Recipients and Low-Wage Workers**

The purpose of the report is to aid policymakers, planners and administrators in using available funds to effectively plan for the transportation needs of welfare recipients and other low-income adults in California. The conclusions and policy outcomes are drawn from the existing literature, the demographics and travel patterns of welfare recipients and the poor in California, the geographic location of low-income adults in relation to employment opportunities and public services, availability of transportation modes across California, and existing transportation programs for the poor.

- Patricia A. Ebener and Jacob Alex Klerman. 2001. **Welfare Reform in California: Results of the 1999 All-County Implementation Survey**. Santa Monica, CA: RAND. <http://www.rand.org/>

This report provides the results of the 1998 All-County Implementation Survey (ACIS) conducted as part of RAND's statewide evaluation of CalWORKs. It summarizes the responses of all 58 California counties to questions about experiences with implementing CalWORKs. Overall, the responses to the 1999 ACIS indicate that California counties continue to explore a variety of approaches to CalWORKs program implementation. The implementation challenges most frequently noted were use of post employment/job retention services, improving computer systems, and obtaining compliance with required CalWORKs activities.

- Shannon McConville and Paul Ong. 2003. **Access to Employment -Based Insurance Among Welfare Recipients in Los Angeles County: Offering, Eligibility and Participation**. Los Angeles, CA: The Ralph and Goldy Lewis Center for Regional Policy Studies, and the UCLA School of Public Affairs. May 31. Available at <http://lewis.spa.ucla.edu/publications/projectreports.cfm>

This report combines analysis of firm-level insurance data with welfare and employment information to explore the availability of employment-based insurance for welfare recipients who are transitioning into the labor market in Los Angeles County. Key findings include: nearly 80 percent of current and former welfare recipients find employment at firms that offer employment-based insurance (EBI); job tenure and previous work experience significantly affect eligibility for EBI among recent welfare recipients; education levels, welfare usage, previous work experience, and job tenure all significantly impact whether welfare recipients participate in EBI; and nearly half of welfare recipients who are eligible but choose not to participate in EBI report that the costs is too high.

- Jean Norris and Richard Speigman. 2005. **Assessing Barriers to Work Among CalWORKs Participants in San Joaquin County: Final Report**. Berkeley, CA: California Policy Research Center

The study interviews 398 San Joaquin CalWORKs recipients at length about potential barriers to employment; poor health, family responsibilities, lack of transportation and "human capital" deficits. The study found that not only were there barriers to employment, but that the prevalence of barriers declined very little over time.



- Paul M. Ong and Douglas Houston. 2005 **CalWORKs Sanction Patterns in Four Counties: An Analysis of Administrative Data**. Berkeley, CA: California Policy Research Center get at <http://lewis.spa.ucla.edu/publications/projectreports.cfm>

This technical report examines factors predicting whether welfare recipients received a sanction in 1999 (Year 1), and tests the relationships between being sanctioned and key outcomes (welfare usage, employment, and earnings) in 2000 (Year 2). The study examined a sample of single-parent recipients in Alameda, Fresno, Kern and San Diego counties, who were citizens living with citizen children or immigrants eligible for TANF assistance, who received CalWORKs, and who were required to participate in welfare-to-work activities in early 1999. Some key findings include: speaking a primary language other than English surprisingly decreased the likelihood of being sanctioned; having young children decreased the likelihood of being sanctioned; the number of months a recipient was in sanction status in Year 1 correlated positively with the total number of months on aid in Year 2, but the increase was small; and recipients who were sanctioned in Year 1 generally had lower employment and earnings levels in Year 2 than those who were not sanctioned in Year 1.

- Paul Ong, Douglas Houston, John Horton and Linda L. Shaw. 2001. **Los Angeles County CalWORKs Transportation Needs Assessment**. Los Angeles, CA: The Ralph and Goldy Lewis Center for Regional Policy Studies, and the UCLA School of Public Affairs. May.  
Available at <http://lewis.spa.ucla.edu/publications/workingpapers.cfm>

The analysis contained in this report is the product of a number of on going research projects at the Ralph and Goldy Lewis Center for Regional Policy Studies that help assess and evaluate the impact of welfare reform on the ability of recipients to transition from welfare towards self-sufficiency. This needs assessment describes a number of common transportation experiences and difficulties faced by recipients as they transition to work, including: job search and work activities require recipients to travel more; job search and work activities require recipients to travel more; welfare recipients are more likely to use public transit more than the general population; and the availability and reliability of public transit varies greatly from one neighborhood to another.

### **IMMIGRANT AND LIMITED ENGLISH PROFICIENCY POPULATIONS**

The following references focus on the impact of welfare and welfare reform on immigrant and limited English proficiency populations.

- Henry E. Brady, Michael S. Clune, Laurel Elms, Anita K. Mathur, Kamran Nayeri, Jon Stiles, et al. 2002. **California's Immigrant Households and Public-Assistance Participation in the 1990s**. Berkeley, CA: California Policy Research Center.

The three-year study, conducted by the California Policy Research Center, draws on the Census Bureau's Current Population Survey (CPS) and Surveys of Income and Program Participation (SIPP) from several years to describe the characteristics of native and immigrant households, their participation in major public-assistance programs, and changes in these characteristics and participation over time. The first-year results find that declines in public-assistance participation are steeper for immigrants than natives and that the immigrant proportion of public-assistance participants is constant (i.e. the decline in participation is offset by growth in population size).

- Randolph Capps, Fix, Michael Fix & Leighton Ku. 2002. **How Are Immigrants Faring After Welfare Reform? Preliminary Evidence from Los Angeles and New York City.** Washington, DC: The Urban Institute.

The report conducted by the Urban Institute uses data collected from a survey of 3,447 immigrants in Los Angeles County and New York City conducted by the Survey Research Center of UCLA; augmented by follow-up in person interviews, an analysis of Census Current Population Survey (CPS) of native-born citizens in Los Angeles and New York City, and an analysis of the Urban Institute's National Survey of America's Families (NSAF). Findings include: relatively high levels of food stamp participation by refugees in New York City, even when controlling for poverty; limited English proficient families are more likely to participate in food stamps than English proficient families; and declines in food stamp participation have more to do with economic well-being than with welfare reform and other policy changes.

- Sarah E. Crow, Jacquelyn Anderson, Yasuyo Abe, Johannes M. Bos, Sarah K. Cowan, Sara Edel, et al. 2006. **Working Against the Clock: The Implementation of Welfare Time Limits in California.** Berkeley, CA: California Policy Research Center

To assess the early implementation of the CalWORKs time limit, from June through December 2003, the California Policy Research Center's Welfare Policy Research Project surveyed and interviewed welfare department staff and conducted focus groups with CalWORKs recipients nearing their time limits in six focus counties (Alameda, Los Angeles, Orange, Riverside, Sacramento, and Tulare). The study includes findings specifically concerning limited English and Southeast Asian Participants. Findings included: despite training, county workers could not identify all reasons for granting exemptions to the time limit; recipients in focus groups understood that there was a time limit, but were confused about exemption and extension policies; and county workers did not often grant extensions beyond the 60-month time limit.

- Shawn Fremstad. 2003. **Immigrants, Persons with Limited Proficiency in English, and the TANF Program: What do we Know?** Washington, DC: Center on Budget and Policy Priorities. March 18.

Dr. Shawn Fremstad reviews available research on immigrants, limited-English proficient persons, and the TANF program to look at restrictions on immigrant eligibility, immigrant participation trends, and how immigrants have fared under TANF. Findings include: immigrants who receive TANF have low levels of education and skills and LEP; immigrant TANF recipients appear to have lower employment levels and earnings than U.S.-born TANF recipients; some studies find that immigrants are less likely to leave welfare than other persons and more likely to be terminated due to TANF time limits; relatively little is known about immigrants' experience with TANF sanctions; there is some evidence that welfare-to-work programs can increase the employment and earnings of immigrants and LEP persons, but employment and earnings levels remain low relative to other participants; and language and other access barriers may limit the extent to which immigrants are able to participate meaningfully in welfare-to-work programs. Thus, the study suggests that language-appropriate services be provided to LEP recipients, that overall language proficiency be improved, and that further research is needed.

- Karen C. Tumlin and Wendy Zimmermann. 2003. **Immigrants and TANF: A Look at Immigrant Welfare Recipients in Three Cities.** Washington D.C.: The Urban Institute.

This paper examines immigrant participation in welfare, employment patterns and barriers among immigrant welfare recipients, and opportunities for and limits to enrollment in English as a Second Language (ESL) and other training programs while on the welfare rolls. Key findings include: despite declining use of welfare nationally, immigrants and limited English speakers still make up a significant share of those on the welfare rolls; many immigrants remaining on the rolls have significant barriers to work, including lower education levels and less work history than natives; immigrants on TANF are less likely to be working than natives and more likely to be working in occupations that provide little opportunity for speaking English, gaining skills, and achieving self-sufficiency; many job-training programs have English language requirements, which limit access for immigrants who do not speak English well; and proposed TANF reforms increasing the number of required hours of work and limiting the types of activities that count as work will make it even more difficult for immigrant and limited-English-speaking welfare recipients to receive language or vocational training

#### **ASIAN AND SOUTHEAST ASIANS**

The following references focus specifically on the impact of welfare and welfare reform on Asian and Southeast Asian communities.

- Evelyn Blumenberg. 2005. **Transportation Barriers to Employment: Southeast Asian Welfare Recipients in Los Angeles and Fresno Counties.** Berkeley, CA: University of California Transportation Center.

Dr. Evelyn Blumenberg uses survey data from two California counties, Los Angeles and Fresno, to examine the travel patterns and barriers of welfare recipients across racial and ethnic groups, focusing specifically on Southeast Asians. While the findings show that Southeast Asians are more—not less—reliant on automobiles for their travel than other racial and ethnic groups, Southeast Asian families are not without transportation difficulties. The study finds that (1) some Southeast Asian families do not have automobiles, (2) two-thirds of auto-owning Southeast Asian respondents owned vehicles that were over ten years old, and (3) 61 percent had trouble maintaining their vehicles. Thus, policies must facilitate access to reliable vehicles, transit agencies must devote greater attention to language assistance, and a better understanding of Southeast Asian travel patterns and barriers is needed to better evaluate existing programs and transportation needs.

- Julian Chun-Chung Chow, Kathy Lemon Osterling, and Qingwen Xu. 2005. **The Risk of Timing Out: Welfare-to-Work Services to Asian Immigrants and Refugees.** *AAPI Nexus* 3 (2): 85-104. Summer/Fall. Los Angeles, CA: UCLA Asian American Studies Center.

The authors of this study conducted a qualitative study using three focus groups of Asian welfare recipients in the San Francisco Bay Area. The study found that existing welfare-to-work programs were not meeting the unique needs of this population. Findings suggest that welfare-to-work program strategies for this population should incorporate culturally competent support services, human capital development, and strength-based approaches.

- Minnesota Department of Human Services (DHS). 2001. **Welfare Reform Outcomes of Racial/Ethnic and Immigrant Groups in Minnesota**. DHS-4262-ENG 6-01. St. Paul, MN: Minnesota Department of Human Services.

The second in a series of reports issued by the Minnesota Department of Human Services (DHS) on welfare reform outcomes of racial/ethnic and immigrant groups in Minnesota. This second report examines the length of time cases headed by one and two MFIP-eligible adults have been on assistance since 1993. Of note, in 1998, 41.4% of AAPI caseloads had been on assistance for more than five years, with that percentage increasing in 2000 to 44.3%. Specifically, 61.4% of Cambodian, 51.4% of Laotian, 43.3% of Hmong, and 36.4% of Vietnamese caseloads were had been on assistance at five plus years in 1998. In 2000, the number of five plus year caseloads had changed to 56.8% for Cambodians, 57.7% for Laotians, 51.2% for Hmong and 40.8% for Vietnamese. Overall, the report finds that Asians are on assistance longer than any other group.

- Thomas Moore, Ph.D, and Vicky Selkove. 1999. **The Impact of Welfare Reform on Wisconsin's Hmong Aid Recipients**. Wisconsin: The Institute for Wisconsin's Future: December.

This study looks at individual and family characteristics of Hmong cash recipients, as well as the effectiveness and impacts of the Wisconsin Works (W-2) time limited (i.e. TANF) program on Hmong work skills and well-being in Wisconsin. The study uses a convenience sample of 137 interviews, comprising half of the estimated number of Hmong families enrolled in the W-2 program. Findings of note include: over 55% of respondents indicate that to prepare for unsubsidized employment, they need technical training, apprenticeships, or more education, yet fewer than 10 percent report they received any skills training or English language instruction through W-2 assigned activities; most Hmong aid recipients cannot communicate directly with their W-2 caseworker, 67 percent cannot reach their caseworker by phone, and 87 percent have difficulty understanding written materials they receive from W-2 agencies; and 80 percent of the respondents stated that their lives are worse under W-2, with three out of four saying they have less income and over half saying they have less food. The study also finds that many Hmong W-2 participants are fast approaching the end of their allowable time in W-2's subsidized employment categories and will soon be ineligible for cash assistance.

- Paul Ong (lead author). 1999. **Beyond Asian American Poverty: Community Economic Development Policies and Strategies**. Los Angeles, CA: Leadership Education for Asian Pacifics Public Policy Institute and UCLA Asian American Studies Center.

This book examines the conditions faced by low-income Asians in Los Angeles County, setting the stage for a discussion of approaches to empowerment. According to 1990 Census data, there are over 124,000 Asians living in poverty in Los Angeles County. While most poor Asians are working poor, there is a significant number of mostly Southeast Asian refugees who are unemployed, rely on public assistance and are having difficulty finding work. Part of the problem are low job and English language skills, but there are other issues such as post traumatic stress for many Southeast Asian refugees, as well as the impact of regional economic restructuring. The book presents survey information on three Asian ethnic enclaves in Southern California, Chinatown, Koreatown/Westlake and South Long Beach, and the impact they have on community economic development. These enclaves are comprised primarily of immigrants, and according to the 1990 Census, housed nearly one-quarter of all Asians living in poverty in the country. Ethnic enclaves appeal to recent immigrants due to language, cultural and spatial convenience. The impact on economic development is that low-income Asians in these ethnic enclaves continue to compete for low-wage jobs and limited affordable housing.

- Paul Ong and Evelyn Blumenberg. 1994. **Welfare and Work among Southeast Asians**. *The State of Asian Pacific America*: 113-139. Los Angeles CA: Leadership Education for Asian Pacifics Public Policy Institute and UCLA Asian American Studies Center.

Dr. Paul Ong and Dr. Evelyn Blumenberg use a synthesis of existing materials, unpublished data for California from the Public Use Microdata Samples of the U.S. Census, and specialized administrative data from California's Department of Social Services, to look at welfare dependency amongst Southeast Asians in California, a group traditionally ignored in most welfare studies. Southeast Asians have the highest welfare dependency rates of any ethnic group, but differ from the general welfare population in that it less educated, limited English proficient and foreign-born. The study found that Southeast Asians residing in California experienced a faster average annual growth rate on welfare than any other ethnic group and that there were more Southeast Asians on welfare in California than in any other state. Moreover, Southeast Asians remain welfare dependent. The study found that Southeast Asians rely on a strategy of combining employment and welfare (AFDC assistance) to survive, and that the existing welfare structure makes it difficult for them to leave welfare.

- Julie Park. 2005. **Poverty Trends for Southeast Asians in the United States, 1990 to 2000**. Los Angeles, CA: University of Southern California.

This paper focuses on the dynamics of poverty for the Southeast Asian population. A double cohort method is used for a longitudinal analysis based on the 1990 and 2000 census. The findings show that while there has been progress for Southeast Asians on many socioeconomic fronts, their advancement must be qualified by their exceptionally low socioeconomic status to begin with, thus, even with these improvements, many still live in dire consequences. Moreover, the study shows that while for the most part Southeast Asian immigrants are of lower SES status than the general Asian immigrant population, there has been a slow convergence.

- Marcos Vargas. 2000. **Asian Pacific Islander Community Based Organizations and Welfare Reform.** Los Angeles, CA: University of California at Los Angeles.

Marcos Vargas uses existing literature and an analysis of survey data gathered from forty-eight Los Angeles-based Asian Pacific Islander (API) community based organizations (CBO) to look at CBO efforts under welfare reform to provide welfare-to-work services to API communities. The study found that key challenges for APIs include, the need for cultural and linguistic services, socio-psychological issues, overall service needs being greater than availability, and linkage between API poverty and regional economy. The study also found that API CBOs play a critical role in the implementation of welfare reform in API communities, and that their efforts are facilitated by greater inter-agency coordination.

- Barbara W.K. Yee. 2000. **Health and Health Care of Southeast Asian American Elders: Vietnamese, Cambodian, Hmong and Laotian Elders.** Galveston, TX: University of Texas Medical Branch.  
[www.stanford.edu/group/ethnoger/southeastasian.html](http://www.stanford.edu/group/ethnoger/southeastasian.html)

This is a learning module prepared by Dr. Barbara W.K. Yee, from the Department of Health Promotion and Gerontology, University of Texas Medical Branch. The purpose of this module introduces the learner to issues in geriatric care for elders from Vietnamese, Cambodian, Hmong, and Laotian backgrounds living in the United States. Available information on demographics and health risks are presented with emphasis on the effect of immigration and refugee experiences and traditional cultures on elders' health. Suggestions for assessment and treatment are included, along with information on barriers to care.

- Grace Yoo. 2003. **The Fight to Save Welfare for Low-Income Older Asian Immigrants: The Role of National Asian American Organizations.** *AAPI Nexus* 1 (1): 85-100. Summer/Fall. Los Angeles, CA: UCLA Asian American Studies Center.

Grace Yoo uses a non-random purposive sample of thirty one National Asian American Organizations derived from the Organization of Chinese Americans (OCA) database of national Asian American organizations, and the membership list of the National Council of Asian Pacific Americans, to look at how national Asian American organizations defined and influenced the 1996 federal welfare reform and immigrant debate. The study found that stereotypes of Asian American children abandoning their elderly parents, and thus defying the "Model Minority" stereotype, framed part of the debate. Over half of the agencies interviewed actively fought the 1996 federal welfare reform law, forming coalitions and engaging in grass roots campaigns, but felt that their efforts were hindered by resource limitations and generational and class factions.