Intergenerational Poverty in Washington State
Definitions, Data, and Opportunities

Taskforce on WorkFirst & Poverty Reduction
1:00 – 4:00
November 26, 2018

Babs Roberts, Director
Community Services Division | Economic Services Administration

Lori Pfingst, Senior Director
Economic Services Administration
<table>
<thead>
<tr>
<th>TIME</th>
<th>AGENDA ITEM</th>
</tr>
</thead>
<tbody>
<tr>
<td>1:00 - 1:15</td>
<td>Welcome &amp; Introductions</td>
</tr>
<tr>
<td>1:15 - 1:45</td>
<td>Taskforce Business</td>
</tr>
<tr>
<td>1:45 – 2:00</td>
<td>TANF Spending</td>
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<tr>
<td>2:00 - 2:45</td>
<td>Intergenerational Poverty</td>
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<tr>
<td>2:45 - 3:30</td>
<td>Federal Landscape</td>
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<tr>
<td>3:30 - 4:00</td>
<td>Public Comment</td>
</tr>
</tbody>
</table>
Goals

• Finalize Taskforce structure
  › Co-chair selection
  › Advisory Committee proposal

• Deepen understanding of intergenerational poverty
  › Review definitions of intergenerational poverty
  › Develop common understanding of data and research
  › Discuss opportunities to accelerate solutions for poverty reduction

• Discuss poverty reduction goals in context of federal policy landscape
TASKFORCE BUSINESS

Co-Chair Selection
Meeting Schedule
Open Meetings Act
Alignment with Governor Inslee’s Workgroup
Governor’s Poverty Reduction Workgroup (Taskforce Advisory Committee)

“Use data, research, and the voice of those affected to examine the root causes of poverty in communities across the state, how poverty manifests itself in the lives of our citizens, the effects of intergenerational poverty and how we, as a state, can aid individuals and families in exiting poverty.”
-Governor’s Directive, November 2017

Prepares recommendations for Governor Inslee
Serves in an advisory capacity to Taskforce on situational and intergenerational poverty

10-year strategic plan to reduce poverty due December 1, 2019
Areas of focus:
Early education; post-secondary success; economic stability, assets, & wealth; health and well-being; and social capital

Legislative-Executive Taskforce on WorkFirst and Poverty Reduction

“Policy and program development to address intergenerational poverty and to develop specific strategies to provide families the support they need to overcome a history of poverty.”
-HB 1482, Signed into law March 2018

Vets recommendations from Governor’s workgroup
Develops legislation when appropriate and needed

5-year strategic plan to reduce poverty due December 1, 2019
Areas of focus:
WorkFirst program; poverty and its relationship to outcomes related to education, health care, employment, child welfare, and other related areas
TANF Block Grant & Related State Spending
Washington State SFY 2008 - SFY 2018

$1 billion

<table>
<thead>
<tr>
<th>Year</th>
<th>Federal</th>
<th>State</th>
</tr>
</thead>
<tbody>
<tr>
<td>2008</td>
<td>$846M</td>
<td>$342M</td>
</tr>
<tr>
<td>2009</td>
<td>$925M</td>
<td>$242M</td>
</tr>
<tr>
<td>2010</td>
<td>$982M</td>
<td>$331M</td>
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<tr>
<td>2011</td>
<td>$918M</td>
<td>$321M</td>
</tr>
<tr>
<td>2012</td>
<td>$684M</td>
<td>$175M</td>
</tr>
<tr>
<td>2013</td>
<td>$645M</td>
<td>$185M</td>
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<td>2014</td>
<td>$669M</td>
<td>$165M</td>
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<tr>
<td>2015</td>
<td>$685M</td>
<td>$154M</td>
</tr>
<tr>
<td>2016</td>
<td>$697M</td>
<td>$175M</td>
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<tr>
<td>2017</td>
<td>$716M</td>
<td>$198M</td>
</tr>
<tr>
<td>2018</td>
<td>$700M</td>
<td>$164M</td>
</tr>
</tbody>
</table>

Source: DSHS|ESA Division of Finance & Financial Recovery analysis of state spending data
TANF/WorkFirst Spending Plan & Trends
Washington State, SFY 2008 to 2018

**CURRENT SPENDING PLAN**

- **Child Care Subsidy**: 46% ($325M)
- **Cash Assistance**: 19% ($130M)
- **Admin Costs**: 17% ($117M)
- **WorkFirst Services**: 8% ($58M)
- **Tribal TANF**: 5% ($36M)
- **Child Welfare Services**: 5% ($34M)

**10-YEAR TREND**

- Child Care: 46%
- Cash Assistance: 36%
- Admin: 32%
- WorkFirst: 13%
- Child Welfare: 10%
- Tribal: 5%

INTERGENERATIONAL POVERTY

Data
Definitions
Eligibility for Programs
Children Experiencing Poverty by Age & Degree of Severity

Washington State 2006-2017

- **Young Children** (Birth to 5):
  - Low Income (100%-199% FPL): 18%
  - Poverty (50%-99% FPL): 8%
  - Deep Poverty (9%-49% FPL): 7%

- **School-Age Children** (6 to 17):
  - Low Income (100%-199% FPL): 19%
  - Poverty (50%-99% FPL): 8%
  - Deep Poverty (9%-49% FPL): 7%

- **Young Adults** (18 to 24):
  - Low Income (100%-199% FPL): 19%
  - Poverty (50%-99% FPL): 8%
  - Deep Poverty (9%-49% FPL): 11%

Source: American Community Survey; Table B17001 2006-2017
Children in Lower, Moderate, & Higher Income Households by Race
Washington State 2017

<table>
<thead>
<tr>
<th>Race</th>
<th>Deep Poverty (0%-49% FPL)</th>
<th>Poverty (50%-99% FPL)</th>
<th>Low Income (100%-199% FPL)</th>
<th>Moderate Income (200%-399% FPL)</th>
<th>High Income (400% FPL)</th>
</tr>
</thead>
<tbody>
<tr>
<td>Latinx</td>
<td>13%</td>
<td>18%</td>
<td>33%</td>
<td>25%</td>
<td>11%</td>
</tr>
<tr>
<td>Black</td>
<td>17%</td>
<td>17%</td>
<td>26%</td>
<td>27%</td>
<td>13%</td>
</tr>
<tr>
<td>American Indian</td>
<td>20%</td>
<td>12%</td>
<td>25%</td>
<td>26%</td>
<td>17%</td>
</tr>
<tr>
<td>Multiracial</td>
<td>10%</td>
<td>9%</td>
<td>19%</td>
<td>30%</td>
<td>33%</td>
</tr>
<tr>
<td>Asian/Pacific Islander</td>
<td>7%</td>
<td>7%</td>
<td>17%</td>
<td>29%</td>
<td>39%</td>
</tr>
<tr>
<td>White</td>
<td>7%</td>
<td>6%</td>
<td>17%</td>
<td>33%</td>
<td>37%</td>
</tr>
<tr>
<td>Japanese</td>
<td>13%</td>
<td>2%</td>
<td>10%</td>
<td>32%</td>
<td>44%</td>
</tr>
<tr>
<td>Chinese</td>
<td>8%</td>
<td>2%</td>
<td>13%</td>
<td>19%</td>
<td>58%</td>
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</tbody>
</table>

Source: IPUMS American Communities Survey 2012-2016
### Young Adults in Lower, Moderate, & Higher Income Households by Race

**Washington State 2017**

<table>
<thead>
<tr>
<th></th>
<th>Deep Poverty (0%-49% FPL)</th>
<th>Poverty (50%-99% FPL)</th>
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<tr>
<td>Japanese</td>
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<td>45%</td>
<td>9%</td>
<td>18%</td>
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<td>Chinese</td>
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<td>48%</td>
<td>6%</td>
<td>11%</td>
<td>10%</td>
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<td>Latinx</td>
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<td>16%</td>
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<td>Black</td>
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<td></td>
<td>21%</td>
<td>14%</td>
<td>23%</td>
<td>27%</td>
<td>16%</td>
</tr>
<tr>
<td>American Indian</td>
<td></td>
<td></td>
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<td></td>
</tr>
<tr>
<td></td>
<td>17%</td>
<td>12%</td>
<td>26%</td>
<td>31%</td>
<td>14%</td>
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<tr>
<td>Multiracial</td>
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<td></td>
<td>21%</td>
<td>10%</td>
<td>18%</td>
<td>25%</td>
<td>26%</td>
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<tr>
<td>Asian/Pacific Islander</td>
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<td></td>
<td>23%</td>
<td>7%</td>
<td>18%</td>
<td>27%</td>
<td>25%</td>
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<tr>
<td>White</td>
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<td>19%</td>
<td>9%</td>
<td>18%</td>
<td>26%</td>
<td>29%</td>
</tr>
</tbody>
</table>

**Source:** IPUMS American Communities Survey 2012-2016
Young Adults by Engagement in School, Employment, & Race
Washington State 2017

<table>
<thead>
<tr>
<th>Race</th>
<th>Not Engaged in School or Work</th>
<th>Engaged in School and/or Working</th>
</tr>
</thead>
<tbody>
<tr>
<td>American Indian</td>
<td>33%</td>
<td>67%</td>
</tr>
<tr>
<td>Black</td>
<td>21%</td>
<td>79%</td>
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<tr>
<td>Latinx</td>
<td>20%</td>
<td>80%</td>
</tr>
<tr>
<td>Multiracial</td>
<td>16%</td>
<td>84%</td>
</tr>
<tr>
<td>White</td>
<td>15%</td>
<td>85%</td>
</tr>
<tr>
<td>Asian/Pacific Islander</td>
<td>11%</td>
<td>89%</td>
</tr>
<tr>
<td>Japanese</td>
<td>4%</td>
<td>96%</td>
</tr>
<tr>
<td>Chinese</td>
<td>4%</td>
<td>96%</td>
</tr>
</tbody>
</table>

Source: IPUMS American Communities Survey 2012-2016
What is a 2GEN approach?

The Two-Generation Continuum

- Child-focused
- Child-focused with parent elements (e.g. early childhood development, parenting skills, family literacy, and health screenings)
- Whole family
- Parent-focused with child elements (e.g. child care and workforce programs, food and nutrition, and supports for student parents)

ASCEND
THE ASPEN INSTITUTE
Why a 2GEN approach?
States pursuing or exploring a 2Gen approach to policy (Republican governor)

States pursuing or exploring a 2Gen approach to policy (Democratic governor)
Intergenerational Poverty in Utah

• **Began in 2012**
  › First state to define intergenerational poverty

• **Successes**
  › Elevated poverty as a concern
  
  › Alignment among stakeholders
  
  › Policy changes aimed at achieving shared results
  
  › Six-point reduction in poverty between 2012 and 2018
SITUATIONAL POVERTY

TIME-LIMITED AND DOES NOT PASS INTO NEXT GENERATION

Often triggered by temporary life events, such as:
- Attending school
- Loss of employment
- Sudden illness
- Divorce
- Death of loved one

INTERGENERATIONAL POVERTY

LONG-TERM AND CONTINUES INTO NEXT GENERATION

May include these same life events, but is often compounded by deeper, systemic causes that can reinforce one another:
- Inequality and “isms”
- Lack of opportunity
- Siloed systems
- Poor outcomes
Limitations of Utah Model

- Definition of situational and intergenerational poverty overly simplifies complexity of issue

- Data only includes people eligible for and accessing benefits

- Data cannot track residents that moved outside of UT

- Any child experiencing poverty is at an elevated risk for poverty as an adult
Intergenerational Poverty in Washington State (Utah Methodology)
Percent of children receiving food assistance in 2000 also receiving food assistance in 2018

Among children receiving food assistance in 2000...

46% are receiving food assistance today
## Eligibility for Select Child & Family Programs

<table>
<thead>
<tr>
<th>Type of Assistance</th>
<th>To qualify, a family of three’s income must be below:</th>
</tr>
</thead>
<tbody>
<tr>
<td>TANF/WorkFirst</td>
<td>33% - 67% FPL ($6,857 - $13,923)*</td>
</tr>
<tr>
<td>Head Start/ECEAP</td>
<td>110% - 130% FPL ($22,858 - $27,014)*</td>
</tr>
<tr>
<td>Free/Reduced Cost Lunch</td>
<td>130% - 185% FPL ($27,014 - $38,443)*</td>
</tr>
<tr>
<td>SNAP, BFET, &amp; Child Care (WCCC)</td>
<td>200% FPL ($41,560)*</td>
</tr>
<tr>
<td>Apple Health: Adult with Dependent Child</td>
<td>47% - 138% FPL ($9,767 - $28,676)*</td>
</tr>
<tr>
<td>Apple Health: Child</td>
<td>216% - 317% FPL ($44,885 - $65,873)*</td>
</tr>
</tbody>
</table>

*Corresponding income for a family of three*
Every $1 invested in reducing child poverty yields $7 in return due to increased economic productivity in adulthood, and decreased costs associated with health, crime, homelessness, and child maltreatment.

FEDERAL LANDSCAPE

TANF Reauthorization
Farm Bill
Public Charge
Census 2020
TANF Reauthorization

• TANF Reauthorization
  › TANF currently funded through December 7, 2018
  › APHSA does not believe bill will move forward
  › No date for consideration has been set

• Two House Bills in Play
  › HR 5861 (Republican bill): Jobs and Opportunities with Benefits and Services (JOBS) for Success Act
  › HR 7010 (Democrat bill): Rise Out of Poverty Act
JOBS for Success Act: Proposed Changes

• Elimination of the Work Participation Rate; replaced by an outcome-based performance accountability system by 2020

• Universal engagement

• Elimination of 3rd party Maintenance of Effort (MOE) by 2023

• Transfer of funds changes

• Eliminates the TANF Contingency Funds

• Requires states to report data to HHS and include reasons for why every adult is not participating
Rise Out of Poverty Act: Proposed Changes

• Makes reducing child poverty a core purpose of TANF, and requires assistance meet a family’s basic economic needs, including child care

• Change in block grant, MOE requirement, & Contingency Fund

• Reduced participation requirements

• Stops TANF clock during a recession

• Option to extend TANF eligibility to children through age 21

• Prohibits testing welfare recipients for use of controlled substances or from sanctioning welfare recipients who test positive for use of controlled substances
Farm Bill

• The current farm bill, “Agricultural Act of 2014” was set to expire on September 30, 2018.

• The House and Senate released a compromise bill (H.R. 6157), which allows for SNAP to continue operating at the current-law and funding level. The current compromise bill is set to expire December 7, 2018.

• While a short term compromise was reached – the House and the Senate versions of Farm Bill Reauthorization were very different.
Agricultural Act of 2014: Proposed Changes

- Additional Work Requirements
- Work Requirements Exceptions
- Loss of Employment
- Referrals
Public Charge: Proposed Changes to Definition

CURRENT DEFINITION
An individual may be considered a public charge if he/she is **primarily dependent** on public benefits.

PROPOSED DEFINITION
An individual may be considered a public charge if he/she **receives one or more** public benefits.

When making a public charge determination, the totality of circumstances is taken into consideration, including: age; health; family status; assets, resources, and financial status; and education and skills.
## Public Charge: Proposed Changes to Benefit Rules

<table>
<thead>
<tr>
<th>UNDER CURRENT DEFINITION</th>
<th>UNDER PROPOSED DEFINITION</th>
</tr>
</thead>
<tbody>
<tr>
<td>Supplemental Security Income (SSI)</td>
<td>Medicaid</td>
</tr>
<tr>
<td>Temporary Assistance for Needy Families (TANF)</td>
<td>Medicare Part D</td>
</tr>
<tr>
<td>Federal, state, or local cash benefit programs</td>
<td>Supplemental Nutrition Assistance Program (SNAP)</td>
</tr>
<tr>
<td>Institutionalization for long-term care</td>
<td>Housing Assistance vouchers or Section 8</td>
</tr>
<tr>
<td></td>
<td>Subsidized Housing</td>
</tr>
</tbody>
</table>
### Public Charge: Who is impacted?

<table>
<thead>
<tr>
<th>UNDER CURRENT DEFINITION</th>
<th>UNDER PROPOSED DEFINITION</th>
<th>DOES NOT APPLY TO:</th>
</tr>
</thead>
<tbody>
<tr>
<td>Individuals seeking to legally enter the U.S.</td>
<td>Individuals seeking to legally enter the U.S.</td>
<td>Lawful Permanent Residents applying for citizenship</td>
</tr>
<tr>
<td>Individuals legally in the U.S. and seeking to become a Lawful Permanent Resident (e.g., obtain a “green card”)</td>
<td>Individuals legally in the U.S. and seeking to become a Lawful Permanent Resident (e.g., obtain a “green card”)</td>
<td>Refugees and Asylees</td>
</tr>
<tr>
<td>Individuals seeking an extension of stay (e.g., extending a current visa)</td>
<td></td>
<td>Survivors of domestic violence, trafficking, or other serious crimes.</td>
</tr>
<tr>
<td>Individuals seeking to change visa types (e.g., from a student to employment visa)</td>
<td></td>
<td>Certain Parolees, and several other categories of non-citizens.</td>
</tr>
</tbody>
</table>
Child Care and Development Fund

The CCDF is a federal and state partnership program under the Child Care and Development Block Grant Act (CCDBG) and administered by states, territories, and tribes with funding and support from the Administration for Children and Families’ Office of Child Care.

States use CCDF to provide financial assistance to low-income families to access child care so they can work or attend a job training or educational program.

› The CCDF program helps fund child care assistance for children under age 13.

› In addition, states use the CCDF to invest in quality by building the skills and qualifications of the teacher workforce, supporting child care programs to achieve higher standards, and providing consumer education to help parents select child care that meets their families’ needs.
Family First Prevention Services Act

FFPSA was signed into law as part of the Bipartisan Budget Act on February 9, 2018. This act reforms the federal child welfare financing streams, Title IV-E and Title IV-B of the Social Security Act, to provide services to families who are at risk of entering the child welfare system.

› The bill aims to prevent children from entering foster care by allowing federal reimbursement for mental health services, substance use treatment, and in-home parenting skill training.
› It also seeks to improve the well-being of children already in foster by incentivizing states to reduce placement of children in congregate care.

Higher quality standards (background check) and requirements (accreditation) may impact availability of foster care services
Greater level of accountability may impact accessibility of foster care services
Census 2020: Proposed Changes

• The Decennial Census is used to determine:
  › Federal funding – over $13 Billion in programs and resources
  › Congressional seats and electoral college votes

• In 2020, there is a proposed change to add a question about citizenship status:
  › Currently this question is asked only in the American Community Survey, completed by one in 38 households, and used to assess potential violations of the Voting Rights Act
PUBLIC COMMENT
Questions & Comments?

Babs Roberts
roberba@dshs.wa.gov