

THE
ACADEMY
FOR PROFESSIONAL EXCELLENCE

SAN DIEGO STATE UNIVERSITY SCHOOL OF SOCIAL WORK

SACHS Review of the Research:
Innovative Approaches to Reducing Poverty

Prepared by: Karissa Hughes, MSW

February 2017



INSPIRING INNOVATIVE SOLUTIONS
IN HEALTH AND HUMAN SERVICES

Table of Contents

Executive Summary	3
1 Background	4
1.1 Current Poverty Statistics.....	4
1.2 Concentrated Poverty Neighborhoods	6
1.3 Existing Safety Net/Public Assistance Programs.....	8
1.4 Defining Situational Versus Intergenerational Poverty	10
1.5 Impacts of Poverty on Children	10
1.6 Understanding Poverty as a Complex Problem.....	13
2 Latest Trends/Recommendations to Address Poverty	15
2.1 Adopting a Holistic Approach.....	15
2.2 Mobility from Poverty-Building Blocks and Effective Strategies	18
2.3 United Way-Shaping Interventions for Reducing Poverty	20
2.4 Employment, Wages and Savings.....	22
2.5 Links Between Behavioral Health/Trauma/Stress and Poverty	23
2.6 Federal Initiatives.....	25
2.7 Recommendations for California to Reduce Poverty.....	27
3 Focus on Early Childhood Development to Reduce Poverty.....	29
3.1 Research Evidence	29
3.2 Summary of Recommendations from Evidence-Based, Early Childhood Education Initiatives.....	30
3.3 National Examples	30
4 Two-generation Approaches to Reduce Poverty	32
4.1 What is a Two-generation Approach?.....	33
4.2 Core Components for Two-generation Approaches.....	35
4.3 Elements of Success for Two-generation Approaches.....	35
4.4 Applications and Considerations for Leaders of Two-generation Approaches	38
4.5 Utah State-Leader of an Intergenerational Approach to Poverty.....	39
4.6 Colorado State- Childcare Reform Bills	42
4.7 Washington State-Basic Food Employment and Training Program (BFET).....	43
4.8 Boston, Massachusetts-EMPath’s Intergenerational Model	44
4.9 Milwaukee, Wisconsin-Project GAIN	45
5 Evidence-based Social Programs Across Service Populations	46
5.1 Prenatal / Early Childhood	46
5.2 K-12 Education	47

5.3	Postsecondary Education.....	48
5.4	Teen Pregnancy Prevention.....	48
5.5	Crime/Violence Prevention.....	48
5.6	Housing/Homelessness.....	49
5.7	Employment and Welfare.....	49
5.8	Substance Abuse Prevention/Treatment.....	49
5.9	Mental Health.....	50
5.10	Health Care Financing and Delivery	50
6	At-a Glance: Examples of Additional Innovative Poverty Programs/Strategies Implemented in Other States	50
6.1	Texas-College Tuition Exemption for Foster Youth.....	50
6.1	Ohio-The Strive Partnership (Academic Success).....	51
6.2	Maryland-The RISE Program (Self-Employment)	51
6.3	Boston, Massachusetts-EMPath Programs (Various)	52
6.4	Boston, Massachusetts-Roca (Coaching).....	54
7	Place-conscious Strategies to Reduce Poverty	54
7.1	Understanding Place-conscious Strategies.....	54
7.2	Examples of Place-conscious Strategies	55
7.3	Federal Efforts to Support Rural Communities.....	57
7.4	Inclusive Local Sharing Economy	58
7.5	Financial Support and Strategies for Place-Conscious Efforts	59
8	Additional Resources.....	62
9	Appendices	63
	Appendix A: Evidence-Based Policies, Procedures and Programs to Meet State of Utah’s Intergenerational Welfare Reform Commission Goals	63

Executive Summary

The purpose of this report is to provide a compilation of research findings, recommendations, innovative strategies and evidence-based solutions that hold promise in improving outcomes and meeting the multiple needs of low-income individuals and families living in poverty. Currently across the nation there is purposeful planning being done to understand and address poverty at multiple levels.

The report begins with a summary of the current statistics on poverty, unique challenges of concentrated poverty neighborhoods, the impacts of existing public assistance programs, a description of the differences between situational poverty and intergenerational poverty, and the long-lasting impacts poverty has on children.

Next, the report consolidates the latest trends and recommendations from subject matter experts and researchers to most effectively address poverty. A common theme emerging is that poverty is more than simply a lack of economic resources and cannot be addressed by one single intervention to address one single risk factor or causal mechanism. The factors that lead to and sustain poverty are a complex network of interdependent challenges in areas that include education, work (employment and wages), housing, food and well-being (emotional, mental and physical health). Such complexities require a holistic, multi-faceted, collaborative approach.

Based on the convergence of evidence from economics, neuroscience, and child development establishing the high economic return of investing in early childhood development programs recommendations and examples of promising programs and strategies to address the developmental needs of children in at-risk families are also referenced throughout this report.

Additionally for families living in entrenched poverty, the direct investment of financial resources does not address the foundational challenges these families confront when living in poverty generation after generation. In contrast absolute mobility from poverty occurs when a person or family's situation improves in absolute terms: their income rises, their life becomes more stable, and they gain a greater sense of dignity or control.¹ Research included in this report supports that delivering services through a flexible, family-centered, two-generation lens (serving both children and their parents intentionally and simultaneously) while also modifying policies to remove barriers to self-sufficiency can help families make the lasting transition away from public assistance program reliance to self-sufficiency. This report includes information on promising two-generation programs (e.g. The InterGen Project in Utah; Economic Mobility Pathways-EMPath in Massachusetts) that address individuals and families most basic needs while also working to address issues associated with their long-term well-being and stability.

Next, a summary of successful programs (as evidenced by rigorous studies) gathered by the *Coalition for Evidence-Based Policy* to consider when exploring strategies/programs to reduce poverty and increase self-sufficiency across service populations are included.

Lastly, place-conscious strategies and programs to target resources to communities of concentrated poverty are discussed. These programs recognize that place matters for economic mobility and influences the trajectory of the residents within the neighborhood by strengthening programs to improve community development, promoting collaboration and collective responsibility among service providers and engaging residents in neighborhood affairs.

¹ Ellwood, D., Bogle, M., Acs, G., Mikelson, K., & Popkin, S. (2016). *Creating Mobility from Poverty: An Overview of Strategies*. US Partnership on Mobility from Poverty. Retrieved from <http://www.urban.org/sites/default/files/alfresco/publication-pdfs/2000906-Creating-Mobility-from-Poverty-An-Overview-of-Strategies.pdf>

1 Background

1.1 Current Poverty Statistics

- According to the United States Census Bureau (2016), 43.1 million people (13.5 percent) currently live in poverty, including 14.5 million children (20 percent) under the age of 18,² and almost 40 percent of American children spend at least one year living in poverty before they turn 18.³
- More than one in five U.S. children live in families with incomes below the federal poverty line (FPL), while 44 percent live in low-income families (under 200 percent of the FPL).⁴
- An estimated 42.2 million Americans live in food-insecure households, of which 13 million are children.⁵
- Adults and children living in poverty experience significant levels of homelessness. Nearly 65,000 families with over 120,000 children live in shelters or are unsheltered⁶ and in the course of a year at least 253,000 school children are unsheltered or live in homeless facilities. Another 1,107,000 have no permanent place to live.⁷
- Data also shows a link between poverty and child abuse. Neglect is the most common type of child maltreatment investigated in the United States with 75% of all child maltreatment reports for neglect. This type of maltreatment is most associated with poverty.⁸
 - There is also a “strong, inverse correlation” when looking at income. Meaning the higher the income the less likely one is to have child welfare involvement. This inverse correlation is even stronger when one stratifies based on Neglect.
 - This data indicates that child welfare prevention efforts and treatment also need to focus on providing more economic supports.
- In terms of how geography contributes to poverty, poverty has been on the rise in all of geographic areas since 2000, however there are some differences that should be noted.⁹
 - Rural areas of the United States have higher poverty rates than urban areas - in 2015, the rural poverty rate was 17.5 percent, while the urban rate was 14.3 percent. Over

² Proctor, B., Semega, J., & Kollar, M. (2016). *United States Census Bureau, Income and Poverty in the United States: 2015*. p. 60-256.

³ Ratcliffe, C. (2015). *Child Poverty and Adult Success*. Urban Institute: Washington, DC.

⁴ Jiang, Y., Ekono, M., & Skinner, C. (2016). *Basic Facts about Low-Income Children: Children under 18 Years, 2014*, National Center for Children in Poverty. Retrieved from http://www.nccp.org/publications/pub_1145.html

⁵ Proctor, B., Semega, J., & Kollar, M. (2016). *United States Census Bureau, Income and Poverty in the United States: 2015*. Report Number: p. 60-256.

⁶ U.S. Department of Housing and Urban Development. (2015). *2015 Annual Homeless Assessment Report to Congress: Part 1 - PIT Estimates of Homelessness in the U.S.* Retrieved from <https://www.hudexchange.info/resource/4832/2015-ahar-part-1-pit-estimates-of-homelessness/>

⁷ Retrieved from <http://eddataexpress.ed.gov/data-elements.cfm/gid/62>

⁸ Wildeman, C., & Slack, K. (2016, February 10). *Who's Involved in the Child Welfare System and Why?* [Webinar]. University of Wisconsin, Institute for Research on Poverty. Retrieved from <http://www.irp.wisc.edu/publications/media/webinars.htm>

⁹ Rood, S. and McGroder, S. (2017). *Promoting Place-Based Strategies to Address Poverty: Exploring the Governor's Role*. Washington, D.C.: National Governors Association. Retrieved from <https://www.nga.org/files/live/sites/NGA/files/pdf/2017/1701PlaceBasedStrategiesPoverty.pdf>

- six million Americans in rural areas live in poverty, including about 1.5 million children.¹⁰
- 2016 research found the largest growth in concentrated poverty (between 2000 to 2014) actually occurred in the suburbs.¹¹ Then the next largest rate of growth in concentrated poverty occurred in smaller metropolitan areas. While not as significant the concentrated poverty rate in rural areas did also increase between 2000 and 2014—from 4.5 to 7.1 percent.¹²
 - As a result of these conditions and trends, impoverished communities in rural areas, suburbs and inner cities all have difficulty meeting the needs of their residents.
 - Adults living below the poverty line are significantly more likely to be in fair or poor health. Nearly one-quarter (23 percent) of all adults living below poverty report fair or poor health, compared with seven percent of adults whose income is four times or more above the federal poverty level who report fair or poor health.¹³
 - Women and children in single-mother families have disproportionately high rates of poverty. Of families headed by a single mother, over 28% are living in poverty.¹⁴
 - While it is important to consider the opportunities and needs of all low-income parents, four factors make the case for a particular focus on women and mothers:
 - For poor women without work, our work-based safety net is of limited assistance. Investing in ways to improve the work prospects of poor single mothers, through the TANF program and other publicly funded workforce programs, is an important goal.¹⁵
 - A body of research demonstrates the connection between maternal education and child outcomes.¹⁶
 - More and more American women are primary breadwinners, bringing home the majority of the family's earnings, or co-breadwinners, bringing home at least a quarter of the family's earnings.¹⁷

¹⁰ Greenberg, M. (2016, Dec. 8). *Addressing and Combating Rural Child Poverty* [Transcript]. 2016 Rural Action Caucus Symposium. Retrieved from Administration for Children & Families Website:

<https://www.acf.hhs.gov/speeches/2016/addressing-and-combating-rural-child-poverty>

¹¹ Kneebone, E., & Holmes, N. (2016, March 31). *U.S. concentrated poverty in the wake of the Great Recession*.

Retrieved from <https://www.brookings.edu/research/u-s-concentrated-poverty-in-the-wake-of-the-great-recession/>

¹² Ibid; in smaller metropolitan areas, the share of poor residents in high-poverty and extremely poor neighborhoods grew at a rate of almost 8 percent during the 2000-2014 time period; in 2000, the rate of growth in concentrated poverty in rural (nonmetro) areas was around 5 percent, but by 2014 the rate had increased to 7 percent.

¹³ Schiller, J., Lucas, J., & Peregoy, J. (2012). Summary Health Statistics for U.S. Adults: National Health Interview Survey, 2011. *Vital and Health Statistics, 10* (256): Table 21. Retrieved from

http://www.cdc.gov/nchs/data/series/sr_10/sr10_256.pdf

¹⁴ Proctor, B., Semega, J., & Kollar, M. (2016). *United States Census Bureau, Income and Poverty in the United States: 2015*. p. 60-256.

¹⁵ Loprest, P. (2015). *Welfare and Poverty in America*. Urban Institute. Retrieved from

<http://www.urban.org/sites/default/files/alfresco/publication-pdfs/2000502-Welfare-and-Poverty-in-America.pdf>

¹⁶ See, for example, Magnuson, K. (2003). *The Effect of Increases in Welfare Mothers' Education on their Young Children's Academic and Behavioral Outcomes*. University of Wisconsin, Institute for Research on Poverty Discussion Paper, 1274-03.

- There is strong potential to build on lessons learned from international findings about the high return on investing in women.¹⁸
- Parents and children of color also have disproportionately high rates of poverty, reinforced by structural barriers such as labor market discrimination and lack of access to educational and economic opportunities.
 - Children of color are more likely to live in low-income families: Approximately six in ten African-American, Hispanic and Native American children live in low-income families, compared to three in ten Caucasian and Asian children.¹⁹
 - African-American children are twice as likely to live in high poverty neighborhoods and to live in single-parent families.²⁰
 - A study from the Brookings Institution showed that the majority of African-American children raised in families in the bottom 20 percent of family income did not escape that income category as adults. (More than three-quarters of comparably defined poor white children escaped).²¹
 - Looking at gender and race together reveals some of the populations that are most vulnerable to being poor or low-income: more than 80 percent of children in black and Hispanic single-mother families are low-income.²²

1.2 Concentrated Poverty Neighborhoods

- Research has shown that when poor people live in areas where poverty is prevalent, they face barriers beyond their individual circumstances. Concentrated poverty²³ contributes to poor housing and health conditions, higher crime and school dropout rates, as well as employment dislocations. As a result, economic conditions in very poor areas can create limited opportunities for poor residents that become self-perpetuating.²⁴

¹⁷ Shriver, M. & Center for American Progress. (2009). *The Shriver Report-A Woman's Nation Changes Everything*. (2009). Retrieved from <https://www.americanprogress.org/issues/women/reports/2009/10/16/6789/the-shriver-report/>

¹⁸ See, for example, Lawson, S. (2008). *Goldman Sachs Global Economics Paper No. 164. Women Hold Up Half the Sky*. Retrieved from <http://www.goldmansachs.com/our-thinking/investing-in-women/bios-pdfs/women-half-sky-pdf.pdf>

¹⁹ Schiller, J., Lucas, J., & Peregoy, J. (2012). Summary Health Statistics for U.S. Adults: National Health Interview Survey, 2011. *Vital and Health Statistics, 10* (256): Table 21. Retrieved from http://www.cdc.gov/nchs/data/series/sr_10/sr10_256.pdf

²⁰ American Public Human Services Association (APHSA). (2017). *Creating a Modern and Responsive Health and Human Services System*. p. 7. Retrieved from http://aphsa.org/content/dam/aphsa/pdfs/What%27s%20New/APHSA_CreatingModernResponsiveHHSsystem_TransitionDocument_FINAL.pdf

²¹ Ellwood, D., Bogle, M., Acs, G., Mikelson, K., & Popkin, S. (2016). *Creating Mobility from Poverty: An Overview of Strategies*. US Partnership on Mobility from Poverty. Retrieved from <http://www.urban.org/sites/default/files/alfresco/publication-pdfs/2000906-Creating-Mobility-from-Poverty-An-Overview-of-Strategies.pdf>

²² Redd, Z., et al. (2011). *Two Generations in Poverty. Status and Trends among Parents and Children in the United States, 2000-2010*. Child Trends Research Brief, Publication 2011-25. Retrieved from <http://www.aspeninstitute.org/policy-work/Ascend/publications>

²³ By definition “concentrated poverty” is any location where 20 percent or more of the residents have income below the federal poverty line.

²⁴ Ibid.

- Virtually all concentrated-poverty neighborhoods in the United States are majority minority, meaning that the majority of their residents come from minority populations. Families in such neighborhoods can get stuck in these same distressed communities for generations, unable to move up the economic ladder.²⁵
- Impoverished communities face somewhat different challenges depending on whether they are urban, suburban or rural. Therefore there is a need for the place-conscious solutions to be tailored specifically to the characteristics of the locations being addressed. Local place-based solutions can be critical public policy levers when addressing poverty.²⁶
- As aforementioned in Section 1.1 over six million Americans in rural areas live in poverty, including about 1.5 million children. And in many of these communities, high rates of poverty have persisted for generations: over 300 rural counties have had poverty rates of over 20 percent in every Census since 1980.²⁷
 - Children in rural areas, especially minorities, are more likely to be poor and live in persistent poverty areas than are other children. And, the percentage of children living in families in deep poverty (defined as family income below half the federal poverty level) is three percentage points higher in rural areas.²⁸
 - Lack of opportunity for rural families is often compounded by other challenges, including distance from health and early learning programs, lack of access to public transportation, lack of child care, and higher rates of drug and substance abuse, among others.²⁹
 - Rural counties face a multitude of barriers as they work to reduce poverty in their communities.³⁰
 - There are also a number of barriers that transcend the various levels of government. Over 24 percent of rural county leaders indicated that they face issues including a lack of commitment from public and private sector leaders, leadership capacity, and the will to address poverty in their community.
 - Rural counties are also faced with limited resources and authority; this includes both a lack of funding and limited statutory authority or functional authority to address critical factors impacting poverty.

²⁵ Chetty, R., & Hendren, N. (2015). "The Impacts of Neighborhoods on Intergenerational Mobility: Childhood Exposure Effects and County-Level Estimates." Working paper. Cambridge, MA: Harvard University. http://www.equality-of-opportunity.org/images/nbhds_paper.pdf.

²⁶ Rood, S. and McGroder, S. (2017). *Promoting Place-Based Strategies to Address Poverty: Exploring the Governor's Role*. Washington, D.C.: National Governors Association. Retrieved from <https://www.nga.org/files/live/sites/NGA/files/pdf/2017/1701PlaceBasedStrategiesPoverty.pdf>

²⁷ Greenberg, M. (2016, Dec. 8). *Addressing and Combating Rural Child Poverty* [Transcript]. 2016 Rural Action Caucus Symposium. Retrieved from Administration for Children & Families Website: <https://www.acf.hhs.gov/speeches/2016/addressing-and-combating-rural-child-poverty>

²⁸ Ibid.

²⁹ Ibid.

³⁰ National Association of Counties (NACo). (2016). *Poverty in Rural Counties*. Washington, DC. Retrieved from <http://www.naco.org/sites/default/files/documents/Report%20on%20Poverty%20in%20Rural%20Counties%20-%20NACo%20Report.pdf>

- Therefore along with addressing the needs of families, a focus is needed on strengthening the communities in which children grow up and reducing the likelihood that a child's zip code will limit their opportunities to succeed.
- Investing in the built environment improves health and well-being and also attracts jobs, stimulates construction and local economies, increases property values, and reduces crime rates.³¹

1.3 Existing Safety Net/Public Assistance Programs

- In the United States and presumably nearly every developed nation, the bulk of resources designed to combat poverty and enhance mobility fall into three broad categories.³²
 - 1) Safety-net/public assistance programs;
 - 2) Education; and
 - 3) Health care insurance and services.
- It is critical to maintain the existing safety net/public assistance programs including the Earned Income Tax Credit (EITC), Supplemental Nutrition Assistance Program (SNAP), Special Supplemental Nutrition Program Women, Infants, and Children (WIC), subsidized child care, housing voucher programs, as well as public or subsidized health insurance and other programs lift millions of people out of poverty. Careful analysis of the impact of these programs on poverty rates (including all government benefits and using the supplemental poverty rate measure that accounts for government benefits and taxes) shows that poverty would be more than twice what it is without these public safety net programs.³³
 - Public supports including the federal Earned Income Tax Credit, food assistance, and unemployment insurance, among others, lifts nearly five million Californians out of poverty annually (2009-2012).³⁴
 - University of California at Davis economist Hilary Hoynes and her colleagues find that “access to food stamps in utero and in early childhood leads to significant reductions in metabolic syndrome conditions (obesity, high blood pressure, heart disease, and diabetes) in adulthood and, for women, leads to increases in economic

³¹ Pastor M, Morello-Frosch R. (2014). Integrating public health and community development to tackle neighborhood distress and promote well-being. *Health Aff (Millwood)*, 33(11):1890-1896.

³² Bogle, M., Acs, G., Loprest, P., Mikelson, K., & Popkin, S. (2016). *Building Blocks and Strategies for Helping Americans Move Out of Poverty*. Washington, DC: Urban Institute. Retrieved from <http://www.urban.org/sites/default/files/publication/83641/2000905-Building-Blocks-and-Strategies-for-Helping-Americans-Move-Out-of-Poverty.pdf>

³³ Sherman, A. & Danilo T. (2015). *Safety Net More Effective Against Poverty than Previously Thought*. Center for Budget and Policy Priorities. Retrieved from <http://www.cbpp.org/research/poverty-and-inequality/safety-net-more-effective-against-poverty-than-previously-thought> ; Also see: *Various Supports for Low-Income Families Reduce Poverty and Have Long-Term Positive Effects On Families and Children* <http://www.cbpp.org/research/various-supports-for-low-income-families-reduce-poverty-and-have-long-term-positive-effects>

³⁴ Center on Budget and Policy Priorities, based on the US Census Bureau's Supplemental Poverty Measure

- self-sufficiency (increases in educational attainment, earnings, and income, and decreases in welfare participation).³⁵
- Other researchers also found signs of reduced stress (such as less inflammation and lower diastolic blood pressure) among mothers targeted by the 1993 expansion of the Earned Income Tax Credit; this expansion was also followed by a significant improvements in self-reported health status for the affected mothers.³⁶
 - Social Security benefits also play a vital role in reducing poverty in every state. Without Social Security, 22.1 million more Americans would be poor, according to the latest available Census data. Although most of those whom Social Security keeps out of poverty are elderly, nearly a third are under age 65, including 1.1 million children.³⁷
 - Receipt of public assistance (TANF, Food Stamps) and loss of welfare benefits through sanctions are also predictive of CPS involvement.³⁸
 - To further assist families, starting January 1, 2017 more California children will receive cash aid via the California Work Opportunity and Responsibility to Kids (CalWORKs) program. Under the Maximum Family Grant (MFG) rule, children born into a family that was already receiving aid in the CalWORKs program before the baby was born were denied cash aid. However, a repeal of the CalWORKs Maximum Aid Payment (MFG) rule - due to the enactment of AB 1603 - was signed by the Governor on June 27, 2016. Effective January 1, 2017, Children with MFG status are no longer excluded by law, and their needs must be included in the cash aid grant³⁹.
 - While a number of federally funded public programs appear to meet the basic and immediate needs for food, healthcare, and shelter for a large number of children and families, many more needy children are not served due to issues of eligibility and access. Simply because a program is provided does not necessarily mean resources are equitably distributed or available (as research about inequitable distribution of resources in poverty neighborhoods suggests).⁴⁰

³⁵ Hoynes, H., Whitmore Schanzenbach, D., and Almond, D. (2012). *Long Run Impacts of Childhood Access to the Safety Net*. National Bureau of Economic Research Working Paper 18535. Retrieved from www.nber.org/papers/w18535

³⁶ Evans, W., & Garthwaite, C. (2010). *Giving Mom a Break: The Impact of Higher EITC Payments on Maternal Health*. National Bureau of Economic Research Working Paper 16296. Retrieved from www.nber.org/papers/w16296.

³⁷ Romig, K., & Sherman, A. (2016). *Social Security Keeps 22 Million Americans Out of Poverty: A State-By-State Analysis*. The Urban Institute. Retrieved from <http://www.cbpp.org/research/social-security/social-security-keeps-22-million-americans-out-of-poverty-a-state-by-state>

³⁸ Wildeman, C., & Slack, K. (2016, February 10). *Who's Involved in the Child Welfare System and Why?* [Webinar]. University of Wisconsin, Institute for Research on Poverty. Retrieved from <http://www.irp.wisc.edu/publications/media/webinars.htm>

³⁹ California Department of Social Services. (2016). *All County Letter (ACL) NO. 16-66*. Retrieved from <http://www.cdss.ca.gov/lettersnotices/EntRes/getinfo/acl/2016/16-66.pdf>

⁴⁰ Anthony, E., King, B., & Austin, M. (2011). Reducing child poverty by promoting child well-being: Identifying best practices in a time of great need. *Children and Youth Services Review*, 33(10), 1999-2009.

- Other barriers to access of publicly-funded programs include stigma, language and cultural barriers, limited awareness or access to services, cumbersome application procedures, and inadequate information about the availability of services.⁴¹

1.4 Defining Situational Versus Intergenerational Poverty⁴²

- In the past five years of research and data analysis, significant differences between “situational poverty” and “intergenerational poverty” have started to emerge. Understanding the difference is key in figuring out the correct approach and how best to work with families most in need.
 - The State of Utah’s Intergenerational Poverty Mitigation Act (IGPA) is based on the premise that not all poverty is the same. As a result, Utah’s efforts lies in distinguishing between situational poverty and intergenerational poverty.
 - Based on research, Utah has concluded that the public safety net is effectively meeting the needs of families experiencing situational poverty. They define *situational poverty* as poverty that does not continue to the next generation, is generally traceable to a specific incident (e.g. job loss, illness, loss of loved one, divorce) and is typically time limited. It has been determined that the majority of families receiving public assistance are situational as they receive aid for brief periods of time and then successfully return to self-reliance.
 - In contrast, Utah found that 25 percent of the adults receiving public assistance also received it as children. For those adults, *intergenerational poverty* or poverty includes a web of complex and interrelated challenges limiting their ability to be self-reliant such as low educational attainment, exposure to adverse childhood experiences and, in some cases, involvement with the criminal justice system. Those considered “intergenerational” receive benefits more long term, as a child and now as an adult.
 - This important and unique distinction illustrates a clear understanding that for families experiencing entrenched poverty generation after generation, the safety net alone cannot provide lasting, comprehensive support on the pathway to self-reliance. In some instances, the system may be limiting opportunity, discouraging employment and prohibiting personal responsibility.⁴³

1.5 Impacts of Poverty on Children

- From the prenatal period through the first years of life, the brain undergoes its most rapid development, and early experiences determine whether its architecture is sturdy or fragile. During early sensitive periods of development, the brain’s circuitry is most open to the

⁴¹ Ibid.

⁴² Utah Intergenerational Welfare Reform Commission. (2016). *Fact Sheet: What is Intergenerational Poverty?* Retrieved from <http://jobs.utah.gov/edo/intergenerational/whatisigp.pdf> ; Utah Intergenerational Welfare Reform Commission. (2016). *Utah’s Fifth Annual Report on Intergenerational Poverty, Welfare Dependency and the Use of Public Assistance.* Retrieved from <http://jobs.utah.gov/edo/intergenerational/igp16.pdf>

⁴³ Ibid.

influence of external experiences. Healthy emotional and cognitive development is shaped by responsive, dependable interaction with adults, while chronic or extreme adversity can interrupt normal brain development.⁴⁴

- Overall, growing up in poverty limits opportunities for children to reach their full potential and can have lifelong consequences. Low-income children caught up in their parents' economic struggles experience the impact through unmet needs, low-quality schools, and unstable circumstances. It has been established that children in poverty often experience trauma that results from growing up in high-stress environments.
 - Poor children typically fare worse on a range of outcomes in childhood as well as in adulthood—compared to their wealthier peers. And poor children who live in concentrated poverty face even greater challenges, given the resource-poor communities in which they live.⁴⁵
 - Research suggests that child well-being is best represented by comprehensive measures that include the following four domains: health/physical, intellectual/cognitive, educational/ academic, and social/emotional.⁴⁶
 - Across many research studies, poverty is associated with a range of negative outcomes for children in the realms of physical health, language and cognitive development, school readiness, academic achievement and educational attainment, as well as their mental, emotional, and behavioral health.
 - Interrelated issues from the toxic stress experienced by children, including antisocial behavior, delinquency, risky behaviors are common.⁴⁷
- Adults who experienced poverty as children are more likely to be poor as young adults (with lower workforce participation, economic security and earnings) when they themselves begin having children, thereby perpetuating another generation of poverty.⁴⁸
- When one examines mechanisms through which poverty affects children and their families, factors at three levels need to be considered: individual or child-level factors (such as quality of nutritional intake); relational factors (such as quality of family or peer relationships); and institutional factors or features of parents' and children's broader contexts (such as child care, schools, parental work, and neighborhoods) (see *Figure 1*).

⁴⁴ Center on the Developing Child (2007). *The Impact of Early Adversity on Child Development* (InBrief). Retrieved from www.developingchild.harvard.edu

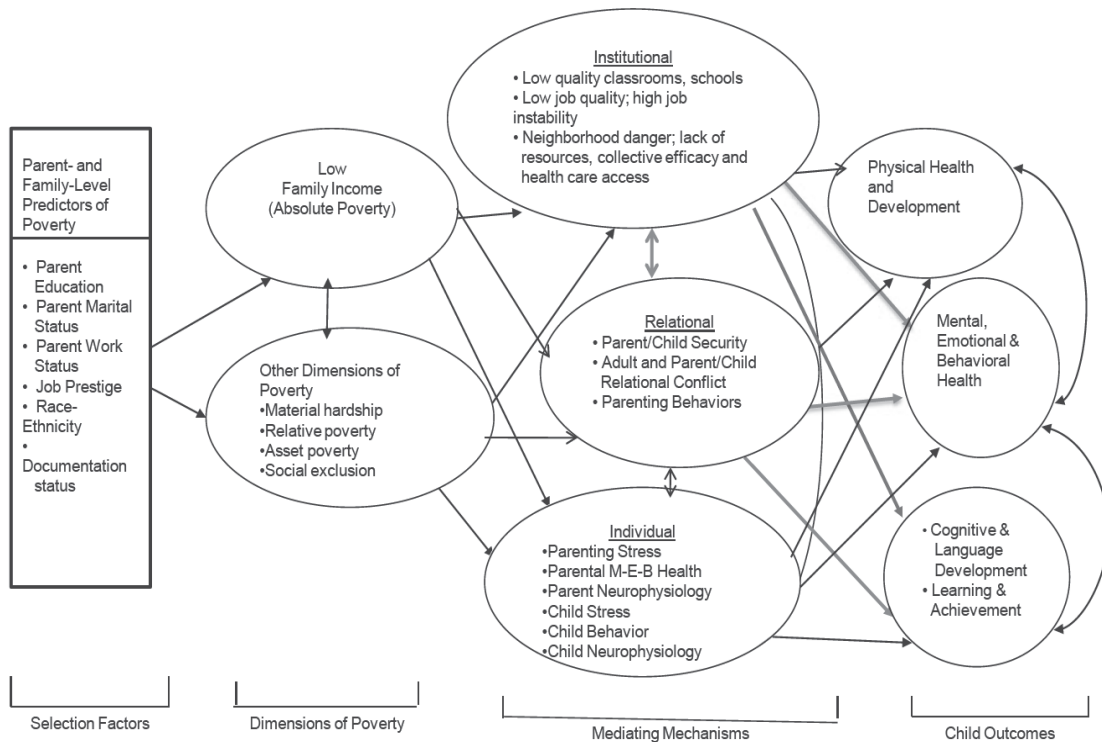
⁴⁵ By definition “concentrated poverty” is any location where 20 percent or more of the residents have income below the federal poverty line.; Rood, S. & McGroder, S. (2017). *Promoting Place-Based Strategies to Address Poverty: Exploring the Governor’s Role*. Washington, D.C.: National Governors Association. Retrieved from <https://www.nga.org/files/live/sites/NGA/files/pdf/2017/1701PlaceBasedStrategiesPoverty.pdf>

⁴⁶ Lou, C., Anthony, E., Stone, S., Vu, C., & Austin, M. (2008). *Assessing Child and Youth Well-Being: Implications for Child Welfare Practice*. *Journal of Evidence-Based Social Work*, 5(1/2), 91-133.

⁴⁷ Yoshikawa, H., Aber, J., & Beardslee, W. (2013). The effects of poverty on the mental, emotional, and behavioral health of children and youth: Implications for prevention. *American Psychologist*, 67(4), 272-284.

⁴⁸ Chetty, R., (2015). *The Impacts of Neighborhoods on Economic Opportunity: New Evidence and Policy Lessons* [PowerPoint slides]. Retrieved from <http://www.brookings.edu/~media/events/2015/06/01-raj-chetty-presentation/rajchettyv2.pdf>.

Figure 1:⁴⁹
Conceptual Framework for Effects of Poverty on Child and Youth Mental, Emotional, and Behavioral Health



- In addition to severe social consequences for individuals and families, childhood poverty also has consequences for society as a whole. Economists estimate that childhood poverty costs the United States about \$500 billion each year, or the equivalent of 4 percent of gross domestic product.⁵⁰
- Research finds that challenges that emerge from childhood poverty can be mitigated when clearly identified and addressed through evidence-based practices.⁵¹
 - Many sectors are targeting early childhood, a pivotal age to shift life trajectories, giving children tools for success in education and careers and breaking the cycle of poverty while also preventing illness, behavioral disorders, substance abuse, and violent crime.⁵²

⁴⁹ Yoshikawa, H., Aber, J., & Beardslee, W. (2013). The effects of poverty on the mental, emotional, and behavioral health of children and youth: Implications for prevention. *American Psychologist*, 67(4), 272-284.

⁵⁰ Holzer, H. J., Schanzenback, D. W., Duncan, G. J., & Ludwig, J. (n.d.). *The Economic Costs of Poverty in the United States: Subsequent Effects of Children Growing Up Poor*. Retrieved from http://www.npc.umich.edu/publications/u/working_paper07-04.pdf.

⁵¹ The Pew Charitable Trust and MacArthur Foundation. (2014). *Evidence-Based Policymaking: A guide for effective government*. Retrieved from

<http://www.pewtrusts.org/~media/assets/2014/11/evidencebasedpolicymakingaguideforeffectivegovernment.pdf>

⁵² Woolf, S. & Purnell, J. (2016). The good life: Working together to promote opportunity and improve population health and well-being. *JAMA*, 315(16), 1706.

- A continuum of early childhood programs and services is fundamental to addressing the opportunity gap and improving the prospects of low income children.⁵³
- *Promoting Early Interventions to Prevent the Consequences of Early Adversity*⁵⁴
 - Context: Dr. Jack Shonkoff, who directs Harvard’s Center on the Developing Child, and other researchers have shown that when children live in very stressful situations (e.g. in dangerous neighborhoods, in families that have real difficulty putting food on the table, or with parents who cannot cope with their daily lives) they may experience what he calls “toxic stress.” This stress creates damaging neurological impacts that negatively affect the way a child’s brain works and that impede children’s ability to succeed in school and develop the social and emotional skills to function well as adults.
 - The impact of early adversity on children’s development can be summarized as follows:⁵⁵
 - *Early experiences influence the developing brain*
 - *Chronic stress can be toxic to developing brains*
 - *Significant early adversity can lead to lifelong problems*
 - *Early intervention can prevent the consequences of early adversity*
 - *Stable, caring relationships are essential for healthy development*
 - Research shows that later interventions are likely to be less successful—and in some cases are ineffective. For example, when the same children who experienced extreme neglect were placed in responsive foster care families before age two, their IQs increased more substantially and their brain activity and attachment relationships were more likely to become normal than if they were placed after the age of two. While there is no “magic age” for intervention, it is clear that, in most cases, intervening as early as possible is significantly more effective than waiting.⁵⁶

1.6 Understanding Poverty as a Complex Problem

- Poverty is a complex, multi-faceted social problem that has been the focus of decades of work by community leaders, academics, activists, advocates, government programs and

⁵³ Louisiana Child Poverty Prevention Council. (2010). *Connecting Business to Innovative Strategies for Poverty Reduction: Economic Benefits of Early Childhood Investment*. Pew Charitable Trusts, LSU School of Social Work. Retrieved from https://www.purdue.edu/hhs/hdfs/fii/wp-content/uploads/2015/07/s_lafis02report.pdf

⁵⁴ Greenberg, M. (2014, Jan. 27). *Addressing Child Poverty* [Transcript]. National Head Start Association’s Winter Leadership Meeting. Retrieved from Administration for Children & Families: <https://www.acf.hhs.gov/speeches/2014/national-head-start-associations-winter-leadership-meeting>

⁵⁵ Center on the Developing Child (2007). *The Impact of Early Adversity on Child Development* (InBrief). Retrieved from www.developingchild.harvard.edu

⁵⁶ Greenberg, M. (2014, Jan. 27). *Addressing Child Poverty* [Transcript]. National Head Start Association’s Winter Leadership Meeting. Retrieved from Administration for Children & Families: <https://www.acf.hhs.gov/speeches/2014/national-head-start-associations-winter-leadership-meeting>

philanthropists, among others. In shaping interventions and policies and targeting resources, communities are trying to learn from both the successes and failures that've come before.⁵⁷

- The factors that lead to and sustain poverty - a complex network of challenges in areas that include education, work (employment and wage), housing, food and well-being (emotional, mental and physical health) are clearly interdependent. Research is increasingly indicating that to move individuals and families forward we must address their most basic needs while also working to address issues associated with long-term well-being and stability.⁵⁸
- Babcock & Ruiz De Luzuriaga (2016) outlined how the stresses of poverty affect families at three interacting levels:⁵⁹
 - *The Outcomes Level:* Poverty affects families' educational, career, health, and financial outcomes. These effects are intergenerational: parents' and their children's outcomes impact each other.
 - *The Inner-Self Level:* Poverty affects families' development of specific skills and mindsets necessary for navigating the complex path out of poverty: namely, self-regulation skills and the sense of self. These effects are also intergenerational: these skills and mindsets are developed in the context of the family, and each family member's skills and mindsets can impact others in the family.
 - *The Family Level:* Poverty affects families' relationships, communication, and alignment (but not bonds). Poverty can be isolating for individuals, making it more difficult for them to consider themselves in the context of their families.
- To further describe the multiple layers needed to reduce poverty, research by Austin, et al. (2006) on promising programs for low-income families living in poverty neighborhoods revealed three key themes:⁶⁰
 - 1) *Earnings and asset development programs are used to increase the economic self-sufficiency of low-income families.*
 - Programs to increase the earnings and assets of low-income families include employment programs, such as place-based strategies that target employment services to an entire neighborhood, linking low-income parents to "good jobs," and the use of work incentives and supports; as well as asset development programs, including promoting banking and savings accounts, promoting low-income car and home ownership, and linking families to the Earned Income Tax Credit (EITC).

⁵⁷ Pryor, D., Rosenberg, E. (2014). *Reducing Poverty in Rochester: An International Scan of Options to Consider*. (2014). Center for Governmental Research, Rochester. Retrieved from United Way of Greater Rochester. <https://www.uwrochester.org/UnitedWayOfRochester/media/Our-WorkResults/Documents/United-Way-Reducing-Poverty-in-Rochester.pdf>

⁵⁸ United Way of the Greater Triangle. (2016). *Poverty In The Triangle: A Complex Problem in a Growing Community*. Retrieved from <http://www.innovateunited.org/wp-content/uploads/2016/11/2016-2017-Poverty.pdf>

⁵⁹ Babcock, E. & Ruiz De Luzuriaga, N. (2016). *Families Disrupting the Cycle of Poverty: Coaching with an Intergenerational Lens*. Boston: Economic Mobility Pathways. Retrieved from <https://www.empathways.org/our-work/programs/intergen>

⁶⁰ Austin, M., Lemon, K., & Leer, E., (2006). Promising Practices for Meeting the Multiple Needs of Low-Income Families in Poverty Neighborhoods. *Journal of Health & Social Policy*, 21:1, 95-117

2) *Family strengthening programs are used to improve health and educational outcomes, as well as link families to needed support and benefit services.*

- Programs that strengthen families include the promotion of healthy child and family development through home visitation programs, parenting education programs, and programs implemented through California’s First Five; as well as early childhood educational programs to increase school readiness; and strategies to facilitate the receipt of support services including outreach including outreach efforts and streamlining eligibility procedures.

3) *Neighborhood strengthening programs are used to improve community development, collaboration among service providers and promote resident involvement in neighborhood affairs.*

- Programs that strengthen neighborhoods include community development corporations (defined as neighborhood-based nonprofit business ventures) that most often focus on improving housing options in low-income neighborhoods.
 - Comprehensive community initiatives are long-term strategies to increase collaboration, planning and coordination of funding among community-based organizations in low-income communities.
 - Community organizing strategies are used to increase resident involvement in community planning, decision-making, and advocacy in order to bring resources into a neighborhood.
- The reality of poverty also varies in important ways by geography (urban, suburban, rural), race/ ethnicity, linguistic community and a myriad of other demographic factors. The effects of antipoverty and preventive interventions, can depend on the fit of the interventions with the perceived needs and goals of particular families⁶¹ and communities.⁶²
 - Antipoverty and preventive intervention strategies are best conceived and implemented in ways that acknowledge and account for variation in such needs, goals, and preferences.⁶³

2 Latest Trends/Recommendations to Address Poverty

2.1 Adopting a Holistic Approach

- In 2014, Mark Greenberg, Acting ACF Assistant Secretary of the U.S. Department of Health & Services -Administration for for Children and Families (ACF) outlined why the complex, multi-faceted issue of poverty requires a holistic approach:⁶⁴

⁶¹ Berg, J., Morris, P., & Aber, J. L. (2011). *Two-year impacts of Opportunity NYC by families’ likelihood of earning rewards*. Evanston, IL: Society for Research on Educational Effectiveness. Retrieved from <http://www.eric.ed.gov/PDFS/ED517882.pdf>

⁶² Yoshikawa, H., Gassman-Pines, A., Morris, P. A., Gennetian, L. A., & Godfrey, E. B. (2010). Racial/ethnic differences in effects of welfare policies on early school readiness and later achievement. *Applied Developmental Science, 14*, 137–153

⁶³ Yoshikawa, H., Aber, J., & Beardslee, W. (2013). The effects of poverty on the mental, emotional, and behavioral health of children and youth: Implications for prevention. *American Psychologist, 67*(4), 272-284.

There is an array of experiences, systems, and network of relationships that shape the lives of children and their families. The impacts of even the most effective programs are affected when young children grow up in conditions of parental unemployment or deep poverty; when conditions in the home are chaotic or dysfunctional; when schools are ineffective or worse; when neighborhoods and communities are lacking in jobs and opportunities, or plagued by violence. Accordingly, any strategy to improve outcomes for children has to focus on the capacities of parents and the conditions of communities.

The goals of reducing poverty and promoting opportunity and mobility aren't about a single program or set of programs; it's more fundamentally about a coordinated effort across what we do-early childhood programs and systems, employment, training and workforce efforts; supports for work; asset-building strategies; efforts to improve outcomes for foster care youth, runaway and homeless youth and other disconnected youth; expanded opportunities for refugees and other immigrants; domestic violence services and supports, and more.

- Austin, et al. (2006) analysis of promising strategies for low-income families living in poverty neighborhoods suggests that holistic approaches that utilize both family and neighborhood level interventions hold more promise for addressing the needs of families living in low-income neighborhoods than narrowly targeted micro-level programs. Specifically, the authors review of the promising practices for meeting the multiple needs of low-income families living in poverty neighborhoods reveals four main themes:⁶⁵

1) The challenges facing low-income families living in poverty neighborhoods is multifaceted.

- The parent who needs living wage work is often the same parent who needs services to promote healthy child development and resides in a neighborhood that needs more resident involvement, community collaboration and economic development. Promising practices to address the multiple and complex challenges facing poor families and poor neighborhoods are increasingly using a more holistic approach that brings together various levels of intervention.

2) Integrated family and neighborhood strengthening practices represent innovative strategies to address the multifaceted issues facing low-income families living in high-poverty neighborhoods.

- The Annie E. Casey Foundation's *Making Connections* (MC) Initiative and the *Harlem Children's Zone* (HCZ) are two programs that currently implement the following integrated approaches: a) earnings and asset

⁶⁴ Greenberg, M. (2014, Jan. 27). *Addressing Child Poverty* [Transcript]. National Head Start Association's Winter Leadership Meeting. Retrieved from Administration for Children & Families: <https://www.acf.hhs.gov/speeches/2014/national-head-start-associations-winter-leadership-meeting>

⁶⁵ Austin, M., Lemon, K., & Leer, E., (2006). Promising Practices for Meeting the Multiple Needs of Low-Income Families in Poverty Neighborhoods. *Journal of Health & Social Policy*, 21:1, 95-117.; Austin M.J., Chow J., Hastings J., Taylor S., Johnson M., Lemon K. and Leer E. (2004). *Serving Low-income Families in Poverty Neighborhoods Using Promising Programs and Practices: Building a Foundation for Redesigning Public and Nonprofit Social Services*. Retrieved from <http://cssr.berkeley.edu/pdfs/lowIncomeFam.pdf>

development, b) family strengthening, c) neighborhood strengthening and d) an emphasis on collaboration, capacity-building and producing tangible results.

3) *The organizational structure, challenges and successes of the MC and HCZ provide insight into the nature of integrated family and neighborhood approaches.*

- For example, the organizational structure of MC sites tends to be characterized by a loose and flexible structure and many sites are hosted by local organizations with an emphasis on collaborative committees with strong resident participation. Challenges facing integrated approaches are related to keeping residents engaged in the process, forming and maintaining collaborations with partners, dealing with certain characteristics of the community, and handling the expectations of the funding sources. Overall, the major success reported by staff included the development of resident leaders to direct the course of programs.

4) *A framework for the design of an integrated family and neighborhood program includes the following features:*

- *Internal processes* include reformulating service models, organizational strategies, and a responsive organizational structure,
 - *Neighborhood processes* include targeting the neighborhood and the scope of service, and assessing neighborhood characteristics,
 - *External processes* include structured and strategic partnerships, community buy-in, community leadership development, and tracking outputs and outcomes.
- This framework can assist social service agencies in moving their services toward a more integrated family and neighborhood approach for all low-income families, not just welfare-to-work participants.

- *Urban Institute Study-New York City*⁶⁶

- Further evidence to support recommendation for a holistic approach, three New York City (NYC) organizations—the Federation of Protestant Welfare Agencies, Catholic Charities Archdiocese of New York, and United Jewish Appeal -Federation of New York—jointly selected a set of policies and contracted with the Urban Institute to test their effects on rates of poverty individually and combined.
 - The set included three policies directly tied to employment and earnings, three in-kind benefits, and a new tax credit for nonworkers.
- Analysis showed the effects of some individual policies were substantial, while the largest effect came from combining the policies.
 - The findings showed a combination of policies could reduce the poverty rate of New York City residents from 21.4 percent to 6.7 percent.

⁶⁶ Giannarelli, L., Wheaton, L. and Morton, J. (2015). *How Much Could Policy Changes Reduce Poverty in New York City?* Urban Institute. Retrieved from <http://www.urban.org/sites/default/files/publication/43706/2000136-How-Much-Could-Policy-Changes-Reduce-Poverty-in-New-York-City.pdf>

- To come to this conclusion the project used the *TRIM3 (Transfer Income Model version 3) microsimulation model*, which has been used for similar antipoverty effectiveness analyses for national organizations (e.g. Center for American Progress, Children’s Defense Fund), state-level nonprofit organizations, and state-level poverty commissions and NYC data from the American Community Survey to analyze the potential effects of the following seven policies:
 - transitional jobs
 - earnings supplements
 - a higher minimum wage
 - increased benefits from SNAP (food stamps)
 - more housing vouchers
 - guaranteed child care subsidies, and
 - a tax credit for seniors and people with disabilities
- The Transitional Jobs policy had the biggest individual impact, reducing poverty from 21.4 to 15.9 percent.

2.2 Mobility from Poverty-Building Blocks and Effective Strategies⁶⁷

- Research shows that the odds of moving up the economic ladder differ considerably based on family, race, neighborhood, and other factors.
- The number and diversity of programmatic interventions to help those in poverty and increase their mobility is almost overwhelming. There is no generally accepted way of classifying the many diverse programs to help people move up from poverty. However in August 2016, the *United States Partnership on Mobility from Poverty* developed a framework that combines elements of who, or what, or where an activity is targeted and its core strategic method. The breakdown of their alternative strategies to promote economic mobility is as follows:⁶⁸
 - 1) *Fundamental “building blocks” for promoting mobility*
 - These programs aim to improve or meet fundamental needs or building blocks, such as health, housing, or education, which can support or lead to mobility. Examples include early childhood development programs, efforts to reform schools, and employment and training programs.
 - Virtually all successful programs have multiple elements (e.g., making child care available in employment and training programs for parents), but the pieces are typically woven around a primary goal or track.
 - 2) *Initiatives generating comprehensive personal or family mobility pathways*

⁶⁷ Ellwood, D., Bogle, M., Acs, G., Mikelson, K., & Popkin, S. (2016). *Creating Mobility from Poverty: An Overview of Strategies*. US Partnership on Mobility from Poverty. Retrieved from <http://www.urban.org/sites/default/files/alfresco/publication-pdfs/2000906-Creating-Mobility-from-Poverty-An-Overview-of-Strategies.pdf>

⁶⁸ Ibid.

- These programs tend to focus primarily on a specific individual or family and determine what combination of services, training, and support they need to succeed.
 - A navigator, advocate, or coach may help the person or family assess their needs, set goals, and connect to available services.
- 3) *Place-conscious strategies to create neighborhoods of choice and opportunity*
- These programs recognize that place (typically neighborhoods) matters for economic mobility and influences the trajectory of the residents within the neighborhood, and so they strive to improve neighborhoods of concentrated poverty, or make conditions in the neighborhood matter less by expanding families' access to amenities and opportunities outside it, or enabling families to move to and succeed in other neighborhoods.
- 4) *Regional, cross-sectoral, jointly accountable partnerships*
- These efforts bring together community leaders and service delivery organizations from across multiple sectors to collaborate on and hold themselves accountable for setting joint goals and achieving significant results.
 - “Collective impact” initiatives, which have proliferated dramatically in recent years, are one expression of this type of goal-oriented partnership. These programs are distinguished, not by shared delivery, but by collective responsibility for ambitious, population-level outcomes.
 - In collective impact efforts, community leaders from different sectors mobilize with little or no additional funding to take the following measures: adopt a common agenda around solving a specific and often complex social problem such as place-based poverty; agree upon outcomes desired; develop a shared measurement system; conduct mutually reinforcing activities; and engage in continuous communication with the support of a backbone organization in the community to better meet community residents' needs.⁶⁹
- 4) *Large-scale economic, political, and institutional changes*
- These efforts aim for systemic changes—such as antidiscrimination or desegregation policies, major criminal-justice reforms, and attempts to reform major economic or social sectors—which many argue are needed to genuinely increase mobility.
 - Political empowerment is another element often cited as essential for creating conditions for effective transformations to mobility structures.
- 5) *Accountability, informational, and managerial innovations*
- These strategies aim to improve data systems and administration to evaluate and improve mobility programs.

⁶⁹ Kania, J., & Kramer, M. (2011). Collective Impact. *Stanford Social Innovation Review*.

- One of the greatest challenges in designing, managing, and judging mobility initiatives is the lack of timely and relevant data that can track successes and failures. Governments and the plethora of service providers often have massive amounts of data on usage, outcomes, risks, and interventions that are hard to access or pool.
- Vastly improved, readily available performance and outcome measures could spur innovation, accountability, and learning.
- There are many variations on these themes, and many programs have elements that might place them in several categories. Authors offer this framework as a way to open discussion, consider key features, and gather insights about alternative strategies.
- The following list gives a sense of the wide range of fundamental building block programs. Some focus on individuals (e.g., parenting skills); others focus on institutions (e.g., school reform):
 - Family formation and stability
 - Parenting skills
 - High-quality child care and early learning
 - Elementary and secondary education
 - Postsecondary education
 - Employment and training
 - Wages, wage supplements, and work supports
 - Cash or near-cash safety net
 - Asset formation and access to capital
 - Health and mental health
 - Safety and justice
 - Housing
 - Community building and social capital

2.3 United Way-Shaping Interventions for Reducing Poverty⁷⁰

- Center for Governmental Research (CGR) was engaged by the United Way of Greater Rochester to research successful approaches to reducing poverty and their potential applicability to the nine-county Rochester region of New York.
- CGR scanned the relevant literature, reviewing more than two dozen studies from a variety of sources, interviewed several local and national experts, and analyzed data on regional poverty with a focus on subgroups within the low-income population.
 - While the review focused primarily upon evidence-based or promising anti-poverty interventions- based on credible research, CGR also researched programs that have either been included in local discussions or represent interesting and innovative approaches to poverty, although not yet evaluated.

⁷⁰ Pryor, D., Rosenberg, E. (2014). *Reducing Poverty in Rochester: An International Scan of Options to Consider*. (2014). Center for Governmental Research, Rochester. Retrieved from United Way of Greater Rochester. <https://www.uwrochester.org/UnitedWayOfRochester/media/Our-WorkResults/Documents/United-Way-Reducing-Poverty-in-Rochester.pdf>

- In the research community, some of the latest thinking about what works in reducing poverty suggests that efforts should be multi-generational (two-generational), “place-conscious” but not strictly “place-based,” and should target specific populations.
- In CGR’s review of the poverty literature on evidence-based and other promising approaches, six approaches stand out as most successful or promising:
 - 1) *Broad-based tax and programmatic support for families*: The United Kingdom provides the strongest modern example of how to substantively reduce poverty in a broad swath of society. An effort began in 1999 to dedicate 1% of gross domestic product toward efforts to reduce child poverty. Over the next several years, the British significantly increased the minimum wage, and tax credits for people with children, for those with low incomes and for child care; and expanded paid maternity leave, preschool and home-visiting and other programs for disadvantaged families with young children. Despite a deep economic recession, child poverty rates dropped from 26.1% in 1998 to 10.6% in 2010.
 - 2) *Child care subsidies*: Several studies of the effects of child care subsidies have shown they provide a critical support allowing low-income parents to maintain employment and raise their economic status. Compared to mothers on waiting lists, mothers receiving subsidies were more likely to be employed, spent half as much of their income on child care, and were less likely to be very poor. Children receiving subsidies were more likely to be placed in a formal licensed child care program and have more stable care during their early years.
 - 3) *Income supplements*: A study of Cherokee Indians receiving casino profits of \$6,000 per person annually found the extra income had significant, positive impacts on the mental health and behavior of children, particularly children who were very young when the payments began. This group was one-third less likely to develop substance abuse and psychiatric problems in adulthood. Minor crimes by youth declined, and graduation rates improved. The researchers believe the payments improved parenting by removing the stress on families of living hand-to-mouth.
 - 4) *Sectoral job training*: Programs evaluated in Milwaukee, Boston, and New York City that provided targeted job training to participants directly related to the needs of one or more local employers for workers were found to significantly increase employment and earnings.
 - 5) *College aid application assistance*: H&R Block, a national tax preparation company, developed an intervention to assist low- or moderate-income customers who had a family member at or near college age. The company developed software that used the family’s tax return data to fill out most responses on the Free Application for Federal Student Aid form. A tax preparation professional would then conduct a ten-minute interview to answer the remaining questions on the form. Compared to a control group, people receiving the assistance were significantly more likely to attend and persist in college.
 - 6) *Expanding the availability of affordable housing in the broader community*: A 2010 study of student performance in Montgomery County, Maryland suggests that

the county's requirement to include low-cost housing (rental or owned) in every new housing development has had a substantial, though long-term, impact on the performance of low-income students in school. After seven years in a low-poverty school⁷¹, low-income students have closed 50% of the achievement gap with their more affluent peers.

- In addition, two approaches to remaking government attempt to better respond to the challenge of poverty.
 - The *New York City Center for Economic Opportunity's philosophy of experimenting with and evaluating a number of different anti-poverty approaches* has launched a number of successful programs, as well as failures. The process is credited with encouraging innovation, cross-agency cooperation and evidence-based decisions about which programs to implement.
 - In addition, the *No Wrong Door approach* adopted by many states and localities seeks to better coordinate and streamline human services systems so that they are more client-centered.

2.4 Employment, Wages and Savings⁷²

- The number of available jobs is not the only concern: the quality of those jobs also matters for promoting mobility from poverty. The share of jobs considered middle-skill (those requiring more than a high school education but less than a four-year college degree) and paying near the average hourly wage is declining,⁷³ and technology and globalization are often to blame.⁷⁴
 - Jobs that can be automated or effectively performed by workers in countries with developing economies are at particular risk. A shortage of middle-skill jobs could pose serious challenges for workers trying to climb up from the bottom rungs of the economic ladder.
- For many Americans, working does not seem to offer a guaranteed stepping stone to a better future. In their book, *\$2.00 a Day: Living on Almost Nothing in America*, Edin & Shaefer (2015) document that a combination of low wages and employers that offer only irregular and unpredictable hours can make it nearly impossible for low-wage workers to dependably earn enough to support their families, and no ladder seems to exist for such workers to climb

71 Low-poverty schools are defined as public schools where 25.0 percent or less of the students are eligible for Free and Reduced-Price Lunch.

72 Ellwood, D., Bogle, M., Acs, G., Mikelson, K., & Popkin, S. (2016). *Creating Mobility from Poverty: An Overview of Strategies*. US Partnership on Mobility from Poverty. Retrieved from <http://www.urban.org/sites/default/files/alfresco/publication-pdfs/2000906-Creating-Mobility-from-Poverty-An-Overview-of-Strategies.pdf>

73 Canon, M., & Marifian, E. (2013). *Job Polarization Leaves Middle-Skilled Workers Out in the Cold*. St. Louis, MO: Federal Reserve Bank of St. Louis.
https://www.stlouisfed.org/~media/Files/PDFs/publications/pub_assets/pdf/re/2013/a/employment.pdf

74 Ellwood, D., Bogle, M., Acs, G., Mikelson, K., & Popkin, S. (2016). *Creating Mobility from Poverty: An Overview of Strategies*. US Partnership on Mobility from Poverty. Retrieved from <http://www.urban.org/sites/default/files/alfresco/publication-pdfs/2000906-Creating-Mobility-from-Poverty-An-Overview-of-Strategies.pdf>

up. For work to be a road out of poverty, new opportunities for higher-skill, higher-paying jobs with more value added are needed.

- In addition, it makes sense to better integrate TANF work programs with the broader public workforce system to provide the best workforce interventions to those in need.⁷⁵
- Promising policies to also actively encourage low-income families to save and promote asset-building may include promoting emergency savings with incentives linked to savings at tax time and offering matched savings such as universal children's savings accounts.⁷⁶
 - Research shows that low-income families can save and build assets over time.
 - By more efficiently and equitably promoting saving and asset building, more people will have the tools to protect their families and provide stability when economic difficulties hit and to invest in themselves and their children.

2.5 Links Between Behavioral Health/Trauma/Stress and Poverty

- In a 2010 review of 115 studies that spanned 33 countries across the developed and developing worlds, nearly 80 percent of the studies showed that poverty comes with higher rates of mental illness. Among people living in poverty, those studies also found, mental illnesses were more severe, lasted longer and had worse outcomes.⁷⁷
 - So far, the strongest evidence suggests that poverty can lead to mental illness, especially disorders like depression.⁷⁸
 - Stress is considered to be a leading contender in how poverty can impact mental illness. Research studies have found higher levels of the stress hormone cortisol in people living in poverty.
 - In a 2009 study of Mexican households that received cash grants, young children had lower cortisol levels compared to young children from families that didn't get extra money.⁷⁹
 - Another study documented that a young adult's working memory (measured at age 17) "deteriorated in direct relation to the number of years the child had lived in poverty (from birth through age 13)." The study found that "such deterioration occurred only among poverty-stricken children with chronically elevated physiological stress (measured between ages 9 and 13)." That is, the mechanism by which early childhood poverty affected memory appears to be related to the stress that "usually accompanies poverty."⁸⁰

⁷⁵ Loprest, P. (2015). *Welfare and Poverty in America*. Urban Institute. Retrieved from

<http://www.urban.org/sites/default/files/alfresco/publication-pdfs/2000502-Welfare-and-Poverty-in-America.pdf>

⁷⁶ Ibid.

⁷⁷ Lund, C., Breen, A., Flisher, A. J., Kakuma, R., Corrigall, J., Joska, J. A., Patel, V. (2010). Poverty and common mental disorders in low and middle income countries: A systematic review. *Social Science & Medicine* (1982), 71(3), 517–528. <https://doi.org/10.1016/j.socscimed.2010.04.027>

⁷⁸ Ibid.

⁷⁹ Fernald, L., & Gunnar, M. (2009). Poverty-alleviation program participation and salivary cortisol in very low-income children. *Social Science & Medicine*, 68(12), 2180-2189.

⁸⁰ Evans, G., Brooks-Gunn, J. & Klebanov, P. (2011). Stressing Out the Poor: Chronic Physiological Stress and the Income-Achievement Gap. *Pathways*, Winter 2011. Retrieved from http://www.stanford.edu/group/scspi/_media/pdf/pathways/winter_2011/PathwaysWinter11.pdf

- Recent research published by the *National Bureau of Economic Research* also found connections between swings in income around the time of a pregnancy. Temporary spells of low income during pregnancy appear to increase the maternal stress hormone cortisol. High cortisol level during pregnancy was associated with negative child outcomes — specifically, “a year less of schooling, a five point lower verbal IQ score, and a 48 percent increase in the number of chronic [health] conditions” for the exposed children, compared to siblings who were born at times when the family had lower stress (and, usually, higher income).⁸¹
 - Mental illness may, in some cases, also lead people down a road to poverty, because of disability, stigma or the need to spend extra money on health care.⁸²
 - Research documents a correlation between mental health/trauma and poverty conditions, pointing to the need to strengthen mental health/trauma/substance abuse interventions in the community, particularly targeted to low-income families.⁸³
- The causal negative effect of family poverty, and to a lesser extent, neighborhood poverty, on child and youth mental, emotional, and behavioral health is also well established.⁸⁴
 - The effect of poverty is independent of associated factors such as levels of parental education or race/ethnicity.⁸⁵
 - Thus, a better understanding of the mechanisms of effect by which poverty impacts children's mental, emotional, and behavioral health is valuable in designing effective preventive interventions for those in poverty.⁸⁶
 - Therefore desired outcomes and dimensions to be assessed in antipoverty efforts should include a focus on assessing parent well-being *and* child mental, emotional, and behavioral health.⁸⁷
 - Research has shown that fostering emotional well-being from the earliest stages build a foundation for overall health and well-being.⁸⁸ Positive social and emotional support, from family members, community groups, case managers, and coworkers, can be a powerful factor in the success of families

⁸¹ Aizer, A., Stroud, L., Buka, S. (2012), “Maternal Stress and Child Outcomes: Evidence from Siblings,” *National Bureau of Economic Research Working Paper 18422*. Retrieved from www.nber.org/papers/w18422.pdf

⁸² Lund, C., Breen, A., Flisher, A. J., Kakuma, R., Corrigall, J., Joska, J. A., Patel, V. (2010). Poverty and common mental disorders in low and middle income countries: A systematic review. *Social Science & Medicine* (1982), 71(3), 517–528. <https://doi.org/10.1016/j.socscimed.2010.04.027>

⁸³ Pryor, D., Rosenberg, E. (2014). *Reducing Poverty in Rochester: An International Scan of Options to Consider*. (2014). Center for Governmental Research, Rochester. Retrieved from United Way of Greater Rochester. <https://www.uwrochester.org/UnitedWayOfRochester/media/Our-WorkResults/Documents/United-Way-Reducing-Poverty-in-Rochester.pdf>

⁸⁴ Yoshikawa, H., Aber, J., & Beardslee, W. (2013). The effects of poverty on the mental, emotional, and behavioral health of children and youth: Implications for prevention. *American Psychologist*, 67(4), 272-284.

⁸⁵ Ibid.

⁸⁶ Ibid.

⁸⁷ Ibid.

⁸⁸ National Prevention Council. (2010). National prevention strategy: Mental and emotional well-being. Retrieved from www.surgeongeneral.gov/nationalpreventioncouncil ; .Centers for Disease Control. (n.d.) *Adverse childhood experiences study*. Retrieved from <http://www.cdc.gov/violenceprevention/acestudy/>

- in poverty.⁸⁹ Identifying and treating mental health disorders early on can lead to an increase in recovery and diminish the personal and societal costs.⁹⁰
- Preventing and treating chronic disease and injury can also have positive results for individuals and society. Economic supports which may include housing, transportation, child care subsidies and more can provide access to necessities that are vital to health (physical and mental), skill-building and education which have long-term impacts for the entire family.
 - In terms of strategies to best break the cycle, while cash-transfer programs have shown promising improvements to mental health, studies have yet to determine whether those improvements persist in the long-term. Data is also lacking on whether mental-health interventions can make a true dent in poverty rates or why some people remain resilient even in extremely challenging circumstances.⁹¹
 - An effort called PRIME,⁹² a multinational consortium that aims to implement treatment programs for mental disorders in low-resource settings, is currently in progress and may offer more insight into strategies. One project involves tracking efforts to improve access to mental health services in five countries, including Ethiopia, South Africa and Uganda, with preliminary results expected within the next year.

2.6 Federal Initiatives

- *Policy Implications: Early Interventions to Prevent the Consequences of Early Adversity*⁹³
 - As aforementioned in Section 1.4, the basic principles of neuroscience indicate that providing supportive and positive conditions for early childhood development is more effective and less costly than attempting to address the consequences of early adversity later.
 - Policies and programs that identify and support children and families who are most at risk for experiencing toxic stress as early as possible will reduce or avoid the need for costlier and less effective remediation and support programs down the road.

⁸⁹ National Human Services Assembly. (2013). *Breaking the cycle of poverty in young families: Two-generation strategies for working with disconnected young parents and their children*. Retrieved from http://nationalassembly.org/Knowledge/documents/NHSAFull_Report2GenOSOWFamilies.pdf ; K-3 North Carolina Assessment Think Tank. (2013). Assessment for learning and development in K-3. Retrieved from: <http://www.dpi.state.nc.us/docs/earlylearning/k3-assessment.pdf>

⁹⁰ National Alliance on Mental Illness. (2013). *Mental illness facts and numbers*. Retrieved from http://www.nami.org/factsheets/mentalillness_factsheet.pdf

⁹¹ Sohn, E., (2016, October 30). *Can Poverty Lead to Mental Illness?* In T. Gross (Producer), Fresh air. Philadelphia, PA: National Public Radio. Retrieved from <http://www.npr.org/sections/goatsandsoda/2016/10/30/499777541/can-poverty-lead-to-mental-illness>

⁹² <http://www.prime.uct.ac.za/background/about-prime>

⁹³ Greenberg, M. (2014, Jan. 27). *Addressing Child Poverty* [Transcript]. National Head Start Association's Winter Leadership Meeting. Retrieved from Administration for Children & Families: <https://www.acf.hhs.gov/speeches/2014/national-head-start-associations-winter-leadership-meeting> ; Center on the Developing Child (2007). *The Impact of Early Adversity on Child Development* (InBrief). Retrieved from www.developingchild.harvard.edu

- From pregnancy through early childhood, all of the environments in which children live and learn, and the quality of their relationships with adults and caregivers have a significant impact on their cognitive, emotional, and social development. A wide range of policies, including those directed toward early care and education, child protective services, adult mental health, family economic supports, and many other areas, can promote the safe, supportive environments and stable, caring relationships that children need.
 - The U.S. Department of Health & Human Services (HHS)-Administration for Children and Families (ACF) has spurred the expansion of *evidence-based home visiting programs*, worked to improve the *quality of child care* and address child well-being in the child welfare system, increased participation in *Early Head Start*, and worked to strengthen the effectiveness of *Head Start* through research, technical assistance, stronger coordination with other early childhood programs, and requiring competition for the first time in the history of the program. The HHS and the Department of Education have also worked together on the *Race to the Top Early Learning Challenge* to raise the quality of early childhood education programs, establishing higher standards across programs and providing critical links with health, nutrition, mental health, and family supports.⁹⁴
- *Generational Poverty*⁹⁵
 - In January 2017, the American Public Human Services Association (APHSA) released *Creating a Modern and Responsive Health and Human Services System* which recommends to Federal leaders that breaking the cycle of generational poverty is one of its six main catalysts/opportunities to drive system transformation within the nation's Health and Human Services system.
 - The adoption of two-generation/whole-family approaches as well as fostering partnerships with the private, university, and philanthropic sectors can generate solutions for better population-based health and well-being and break the cycle of generational poverty.⁹⁶

⁹⁴Greenberg, M. (2016, Dec. 8). *Addressing and Combating Rural Child Poverty* [Transcript]. 2016 Rural Action Caucus Symposium. Retrieved from Administration for Children & Families Website:

<https://www.acf.hhs.gov/speeches/2016/addressing-and-combating-rural-child-poverty>

⁹⁵ American Public Human Services Association (APHSA). (2017). *Creating a Modern and Responsive Health and Human Services System-A Report to Federal Policymakers on the Evolution and Transformation of the Nation's HHS System: Guiding Principles, Policy Priorities, and Helpful Tools*. p. 7. Retrieved from http://aphsa.org/content/dam/aphsa/pdfs/What%27s%20New/APHSA_CreatingModernResponsiveHHSsystem_TransitionDocument_FINAL.pdf

⁹⁶ Ibid.

- *Analysis of Temporary Assistance for Needy Families (TANF)*⁹⁷
 - In February 2017, the Congressional Research Service released a new report titled, *Temporary Assistance for Needy Families (TANF): The Work Participation Standard and Engagement in Welfare-to-Work Activities*.
 - The report contains a broad sweeping summary and questions from the Congressional Research Service's (CRS) perspective about what the components of TANF policy have and have not achieved.
 - It also discusses the pros and cons of moving away from Work Participation Rate (WPR) as a performance measure and toward outcome measures related to employment.
 - The report also covers issues such as state flexibility, the caseload reduction credit, excess Maintenance of Effort (MOE), the increase in the child to poverty ratio even as caseloads have declined, the renewed focus that many urge on education, training and skill development, and others.
 - Also of note, the report details how most research on successful welfare-to-work programs is now quite dated and argues that there is much to learn about effective interventions for those TANF participants that are typically the hardest to serve.
 - In particular if policymakers wish to increase engagement of non-employed recipients, a number of questions would be raised—including whether TANF's flexibility with the performance standards structure provides sufficient incentives to increase engagement, or whether other program models, such as a separate program dedicated to work activities for assistance recipients, should be considered.

2.7 Recommendations for California to Reduce Poverty

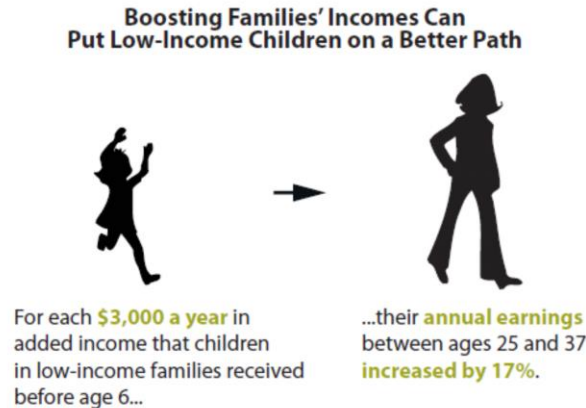
- In line with research citing the importance of a holistic approach, the *California Budget & Policy Center* (2015) emphasizes that reducing poverty in the state of California will require a sustained and broad-based effort and provides the following recommendations.⁹⁸
 - To reduce poverty, California will need to address the various obstacles that prevent people from moving up the economic ladder, including low-wage jobs, insufficient access to affordable child care, and an inadequate safety net.
 - Boosting wages and incomes must be central to any poverty-reduction effort.
 - Most families living in poverty have jobs. The problem is their jobs don't pay enough.

⁹⁷ Falk, G. (2017). *Temporary Assistance for Needy Families (TANF): The Work Participation Standard and Engagement in Welfare-to-Work Activities*. Washington, D.C: Congressional Research Service. Retrieved from http://www.aphsa.org/content/dam/NASTA/PDF/CRS-RPT_R44751_2017-02-01.pdf

⁹⁸ Anderson, A. (2015). *Strategies to Reduce Poverty in California* [PowerPoint slides]. California Budget & Policy Center. Retrieved from http://calbudgetcenter.org/wp-content/uploads/Strategies-to-Reduce-Poverty_Presentation_06252015.pdf

- Increasing families' incomes improves children's outcomes (see Figure 2 below). Low-income children tend to perform better in school and may even earn more as adults when their families' incomes are raised.

Figure 2⁹⁹



- Reducing poverty will also require greater investments in core public supports. These investments should include increasing access to high-quality, affordable child care and strengthening the CalWORKs welfare-to-work program.
- Increasing access to affordable child care is a smart investment.
 - Child care is one of the most expensive items in many families' budgets.
 - Without access to subsidized child care, the typical single mother faces difficult choices about where to leave her children so she can keep her job.
 - This strategy could allow parents to work and earn more, and could contribute to a stronger future for the next generation. Low-income children who receive high-quality care perform better academically.
- CalWORKs is another critical public support that state policymakers should seek to strengthen.
 - CalWORKs does not provide enough support on its own to lift families with children out of deep poverty.
 - Even CalWORKs and CalFresh food assistance combined still fails to lift families out of poverty.
 - Strengthening CalWORKs by increasing grants and restoring annual cost-of-living increases could help lift families with children out of poverty and deep poverty.
- Furthermore, The *California Budget & Policy Center* recommends a broad-based effort to reduce poverty in California should also include:
 - Increasing participation in CalFresh, which provides vital food assistance to low-income Californians, but reaches only about two-thirds of those who are eligible.

⁹⁹ Duncan, G., Ziol-Guest, K., & Kalil, A. (2010). Early Childhood Poverty and Adult Attainment, Behavior and Health. *Child Development* 81:1, pp. 306-325.

- Reversing the recession-era cuts to SSI/SSP grants, which help over one million low-income seniors and people with disabilities pay for basic living expenses.
- Increasing the affordability of housing through policies that boost the supply of affordable housing over the long-term as well as provide immediate relief to families who are struggling with skyrocketing rents.

3 Focus on Early Childhood Development to Reduce Poverty

3.1 Research Evidence¹⁰⁰

- There is a convergence of evidence from economics, neuroscience, and child development establishing the high economic return of investing in early childhood programs.
 - The basic principles of neuroscience indicate that early preventive intervention will be more efficient and produce more favorable outcomes than remediation later in life.
 - Several longitudinal evaluations all reach essentially the same conclusion: The return on early childhood development (ECD) programs that focus on at-risk families far exceeds the return compared with investments in the public and even private sector that are funded such as economic development.
 - Cost-benefit analyses of the nation’s longest-running evidenced-based ECD programs such as the *Perry Preschool* program, the *Abecedarian Project*, the *Chicago Child-Parent Centers (CPC)*, and the *Elmira Prenatal/Early Infancy Project* showed returns ranging from \$3 to \$17 for every dollar invested. This suggests an annual rate of return, adjusted for inflation, of between seven and 18 percent.¹⁰¹
 - ECD programs can also reduce the need for special education resources by as much as one-third. Research further demonstrates that individuals who receive quality early childhood education are more likely to finish school. The long-term benefits of early childhood education include increased employment opportunities and earnings over the course of a lifetime. Research shows that there is about a 14 percent increase in employment and as much as a 60 percent increase in adult employment earnings for individuals who participate in quality early education programs.¹⁰²
 - By investing in early childhood education, governments—in partnership with private firms and non-profit foundations—can reap high economic returns that are low-risk and long-lived.
- A balanced approach to emotional, social, cognitive, and language development best prepares all children for success in school and later in the workplace and community.

¹⁰⁰ Louisiana Child Poverty Prevention Council. (2010). *Connecting Business to Innovative Strategies for Poverty Reduction: Economic Benefits of Early Childhood Investment*. Pew Charitable Trusts, LSU School of Social Work. Retrieved from https://www.purdue.edu/hhs/hdfs/fii/wp-content/uploads/2015/07/s_lafis02report.pdf

¹⁰¹ Ibid

¹⁰² Bartik, T. (2010). *Economic Development Benefits of Early Childhood Programs*. Kalamazoo, MI: W.E. Upjohn Institute for Employment Research

- Supportive relationships and positive learning experiences begin at home but can also be provided through a range of services with proven effectiveness factors. Babies' brains require stable, caring, interactive relationships with adults-any way or any place they can be provided will benefit healthy brain development.
- Science clearly demonstrates that, in situations where toxic stress is likely, intervening as early as possible is critical to achieving the best outcomes. For children experiencing toxic stress, specialized early interventions are needed to target the cause of the stress and protect the child from its consequences.
- Successful ECD programs currently in place in various states are beneficial not only to the children they serve but to their parents as well, launching families into a life-long commitment to their children's education.

3.2 Summary of Recommendations from Evidence-Based, Early Childhood Education Initiatives¹⁰³

- Establish public/private partnerships; seek private sector funding to be used with public funds to support solutions to end poverty.
- Promote the benefits of partnerships among all stakeholders – business, philanthropic, non-profit, faith-based, education, social service and health care.
- Engage, support, and leverage the business voice. Educate the business community on the benefits of making investments in early childhood. Make the business case – show the business community that investments in early childhood can yield high returns in terms of the future workforce and decreased parent absenteeism.
- Create, support and strengthen partnerships across all sectors, including the faith-based community and the non-profit sector, to develop and sustain solutions to poverty.
- Invest in family strengthening programs, especially parenting and responsible fatherhood.
- Promote compliance with the federal mandate that schools have a wellness policy to bring attention to the issue of school nutrition and improving food in our schools.
- Address issues of teen pregnancy and pre-term births.
- Offer comprehensive support structures for positive youth development.

3.3 National Examples¹⁰⁴

- Please refer to Section 5.1 and 5.2 of this report for prenatal/early childhood and k-12 education programs with a strong evidence-base.
- *Home visitation programs* (e.g. Nurse-Family Partnership (NFP) provide in-home visits, support for families, and parent training. In particular *Nurse-Family Partnership (NFP)* a nationally-recognized best practice program designed to serve first-time mothers who are below 200 percent of the poverty level, beginning in pregnancy and continuing until the baby reaches two years of age. The program provides in-home visits from registered nurses.

¹⁰³ Louisiana Child Poverty Prevention Council. (2010). *Connecting Business to Innovative Strategies for Poverty Reduction: Economic Benefits of Early Childhood Investment*. Pew Charitable Trusts, LSU School of Social Work. Retrieved from https://www.purdue.edu/hhs/hdfs/fii/wp-content/uploads/2015/07/s_lafis02report.pdf

¹⁰⁴ Ibid.

- *Positive Parenting Programs* (e.g. *Parenting Education Networks* and *Triple P Program*) presents a model - an instruction manual of sorts - for parents struggling with the obstacles of raising children.
- *Quality child care* gives parents the opportunity to work while their children are kept in a safe, stable and educational environment.
 - Evidence shows that parents who have reliable childcare rely less on public assistance. Parents that have *reliable childcare* have increased capacity to stay actively and continually employed.
 - Through *Early Head Start-Child Care partnerships* more children are served in high quality settings, and child care centers are provided with support needed to meet high standards of quality. Early Head Start Performance Standards also increase providers' training, education and pay. In addition, the *Early Head Start-Child Care partnerships* provide comprehensive services to benefit children by enhancing learning, health, and development, including multiple screenings; higher health, safety, and nutrition standards; increased professional development opportunities for teachers; and increased parent engagement opportunities.
- *Pre-Kindergarten (Pre-K) programs* provide educational and learning environments for children as a transition to elementary education.
- *Promising Early Childhood Development Collaboratives*¹⁰⁵
 - In addition to the promise of *First 5 California*,¹⁰⁶ *The Alabama Partnership for Children* (APC) and *The Minnesota Early Learning Foundation* (MELF) are public/private partnerships to enhance the quality of life and quality of learning in infancy and early childhood.
 - APC is a 501(c)3 non-profit organization created to develop, design and implement a unified approach for improving outcomes of children from birth to age five in Alabama. Governed by a 26 member board of directors this partnership is a distinct initiative guided by prominent business leaders to develop and strengthen systems, forge strategies and increase public awareness for all early childhood programs in Alabama and improve the lives of children from birth to age five in Alabama.
 - MELF's mission is to recommend cost-effective strategies for preparing children to succeed in school. The MELF is focused on evaluating non-traditional, market-driven approaches to improving both the quality of early learning programs, and access to those programs. MELF works to create a more effective market for early learning programs, exploring various approaches to empower parents with the information and resources necessary to participate in that market.
 - Pew Charitable Trusts in Washington, D.C. manages *The Partnership for America's Economic Success*, a resource for involving and engaging business leaders in making the case for investments in early childhood. The Partnership for America's Economic

¹⁰⁵ Ibid.

¹⁰⁶ State of California First 5 California: <http://www.cfcf.ca.gov/>

Success is a coalition of economists, policy experts and advocates mobilizing business leaders to improve tomorrow's economy through smart policy investments in young children today.

4 Two-generation Approaches to Reduce Poverty¹⁰⁷

- As introduced in Section 1.3 of this report, an understanding of the significant differences between “situational poverty” and “intergenerational poverty” have emerged over the past five years as well as an emphasis on the importance of working from an intergenerational lens.
 - Poverty scholars have long referred to the lasting effects of child poverty as the intergenerational transmission of economic disadvantage or the “cycle of poverty,” whereby poverty appears to be passed across generations. Children’s life chances, and perhaps those of their future children, are constrained by their parents’ economic fortunes.¹⁰⁸
 - When youth are out of the education system, lack early work experience, and cannot find employment, the likelihood is diminished that they will have the means to support themselves and the needs of their children.¹⁰⁹ Too often, this traps their families in a cycle of poverty for generations.
 - The intergenerational transmission of significant economic insecurity and its adverse effects on educational achievement and lifelong health are difficult to overcome.¹¹⁰
 - Adults who experienced poverty as children are more likely to be poor as young adults when they themselves begin having children, thereby perpetuating intergenerational poverty.¹¹¹

¹⁰⁷ National Human Services Assembly. (2013). *Breaking the Cycle of Poverty in Young Families: Two-Generation Strategies for Working with Disconnected Young Parents & Their Children*. Retrieved from: http://www.nassembly.org/Uploads2/Resources/NHSAFull_Report2GenOSOWFamilies.pdf; Also see <http://urban.org/publications/412126.html> ;

¹⁰⁸ Institute for Research on Poverty (IRP) at the University of Wisconsin–Madison: <http://www.irp.wisc.edu/research/intergenerationaltransmission.htm>

¹⁰⁹ The Annie E. Casey Foundation. (2012). *Youth and Work: Restoring Teen and Young Adult Connection to Opportunity*. Kids Count Policy Report. Retrieved from <http://www.aecf.org/m/resourcedoc/AECF-YouthAndWork-2012-Full.pdf>

¹¹⁰ Babcock, E. & Ruiz De Luzuriaga, N. (2016). *Families Disrupting the Cycle of Poverty: Coaching with an Intergenerational Lens*. Boston: Economic Mobility Pathways. Retrieved from <https://www.empathways.org/our-work/programs/intergen>

¹¹¹ Chetty, R., (2015). *The Impacts of Neighborhoods on Economic Opportunity: New Evidence and Policy Lessons* [PowerPoint slides]. Retrieved from <http://www.brookings.edu/~media/events/2015/06/01-raj-chetty-presentation/rajchettyv2.pdf>.

4.1 What is a Two-generation Approach?¹¹²

- One of the most promising opportunities to break the intergenerational poverty cycle is a *two-generation approach*. The framework draws on the history of efforts to address the needs of both children and parents while capitalizing on the implications of what recent scientific studies have proven: The development of children and parents is inextricably linked.¹¹³
- A simple working definition for two-generation approaches is as follows: *Two-generation approaches focus on creating opportunities for and addressing needs of both vulnerable parents and children together.*¹¹⁴
 - Two-generation programs seek to integrate parent-focused service provision (e.g. vocational, educational, parent-training, health coaching) with high-quality child-focused programming (e.g. childcare, home visiting, child health, adolescent mentoring).¹¹⁵
 - While two-generation strategies for reducing poverty are not a new idea, their effective implementation remains an enduring challenge across a multitude of policies and delivery systems.¹¹⁶
 - Research shows significant success when organizations confront the complex needs of families living in poverty utilizing two-generation strategies.¹¹⁷
- Most of these program models seek to coordinate services focused on the needs of children with those that are focused on the needs of their parents. In some cases this involves greater attention to inter-agency communication, planning, and data sharing. In other cases, it simply means the co-location of services.
 - Two-generation approaches create programs that seek to better understand the strategies for helping parents cope with stress, trauma, depression, and seeking to better understand how programs can better implement two-generational strategies that strengthen parental capacities as well as serve children.¹¹⁸
 - *The Aspen Institute* has identified three main types of two-generation approaches (see *Figure 3* below).

¹¹² Aspen Institute. (2012). *Two Generations, One Future: Moving Parents and Children Beyond Poverty Together. Ascend Report*. Retrieved from <https://assets.aspeninstitute.org/content/uploads/files/content/docs/ascend/Ascend-Report-022012.pdf>

¹¹³ National Human Services Assembly. (2015). *Breaking the Cycle of Poverty in Young Families: Two-Generation Strategies for Working with Disconnected Young Parents & Their Children*. Available from: http://www.nassembly.org/Uploads2/Resources/NHSAFull_Report2GenOSOWFamilies.pdf

¹¹⁴ Aspen Institute. (2012). *Two Generations, One Future: Moving Parents and Children Beyond Poverty Together. Ascend Report*. Retrieved from <https://assets.aspeninstitute.org/content/uploads/files/content/docs/ascend/Ascend-Report-022012.pdf>

¹¹⁵ Ibid.

¹¹⁶ Babcock, E. & Ruiz De Luzuriaga, N. (2016). *Families Disrupting the Cycle of Poverty: Coaching with an Intergenerational Lens*. Boston: Economic Mobility Pathways. Retrieved from <https://www.empathways.org/our-work/programs/intergen>

¹¹⁷ Ibid.

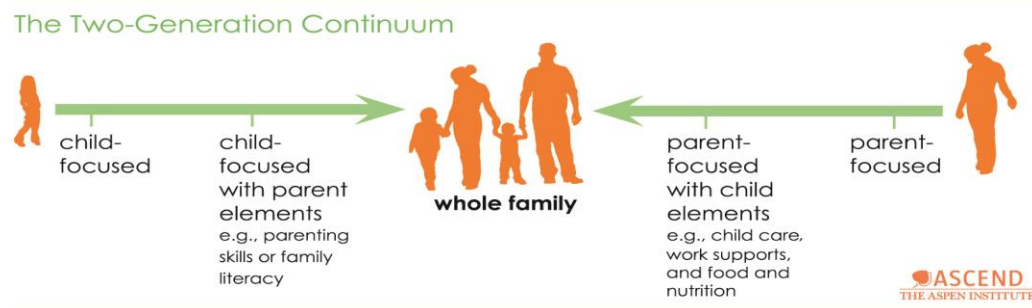
¹¹⁸ Greenberg, M. (2014, Jan. 27). *Addressing Child Poverty* [Transcript]. National Head Start Association's Winter Leadership Meeting. Retrieved from Administration for Children & Families: <https://www.acf.hhs.gov/speeches/2014/national-head-start-associations-winter-leadership-meeting>

1) *Whole-Family Approaches* take a holistic view of the family, focus equally and intentionally on services and opportunities for the parent and the child.

2) *Parent-Child Approaches* focus first or primarily on the parent, but are moving toward a two-generation approach and also include services and opportunities for children.

3) *Child-Parent Approaches* focus first or primarily on the child, but are moving toward a two-generation approach and also include services and opportunities for the parent.

Figure 3¹¹⁹:



- *Evidence For Two-generational Approaches*
 - Prior research has demonstrated that a two-generation approach can disrupt the cycle of poverty.¹²⁰
 - The Aspen Institute's¹²¹ review found promising evidence that all three types of two-generation approaches (Whole-Family, Parent-Child and Child-Parent) can effectively reconnect young families to opportunity.¹²²
 - A separate 2013 Urban Institute review of evaluated interventions to improve the wellbeing of disconnected mothers (of any age) and their children identified two-generation strategies as a promising approach.¹²³

¹¹⁹ Aspen Institute. (2012). *Two Generations, One Future: Moving Parents and Children Beyond Poverty Together*. Ascend Report. Retrieved from <https://assets.aspeninstitute.org/content/uploads/files/content/docs/ascend/Ascend-Report-022012.pdf>

¹²⁰ Ibid.; Golden O, McDaniel M, Loprest P, & Stanczyk A. (2013). *Disconnected Mothers and the Well-Being of Children: A Research Report*. Washington, DC: The Urban Institute.

¹²¹ Ascend at the Aspen Institute was launched with catalytic support from a core circle of investors with the mission to serve as a hub for breakthrough ideas and proven strategies that move parents, especially women, and their children beyond poverty toward educational success and economic security.

¹²² Aspen Institute. (2012). *Two Generations, One Future: Moving Parents and Children Beyond Poverty Together*. Retrieved from <https://assets.aspeninstitute.org/content/uploads/files/content/docs/ascend/Ascend-Report-022012.pdf>

¹²³ Ibid.; Golden O, McDaniel M, Loprest P, & Stanczyk A. (2013). *Disconnected Mothers and the Well-Being of Children: A Research Report*. Washington, DC: The Urban Institute.

4.2 Core Components for Two-generation Approaches¹²⁴

- Core components identified for two-generation approaches: *Education + Economic Supports + Social Capital*.¹²⁵
 - *Education* is at the core: Parents' level of educational attainment—particularly postsecondary education—is a strong predictor of economic mobility. Education that includes skill development linked to high-demand jobs with opportunities for advancement is key. At the same time, the return on investment for early childhood education for at-risk children is significant over a lifetime.
 - *Economic supports* provide a scaffold: These include housing, transportation, financial education and asset-building, tax credits, child care subsidies, student financial aid, health insurance, and food assistance. They provide an important scaffold for families as they work to build the skills that lead to better jobs and longer-term financial stability.
 - *Social capital* builds on resilience: This manifests itself as peer support; contact with family, friends, and neighbors; participation in community and faith-based organizations; school and workplace contacts; leadership and empowerment programs; use of case managers or career coaches; and other social networks such as cohort models and learning communities. Such support appears to be a powerful success factor in programs that help move families beyond poverty. Social Capital builds on the strength and resilience of families, bolstering the aspirations parents have for their children.

4.3 Elements of Success for Two-generation Approaches¹²⁶

- High-quality, two-generation programming uses a whole-family approach. Programs simultaneously promote individual's workforce readiness, the person's capabilities as head of household and as parent, the child(ren)'s wellbeing, and the family's stability.
- Eight elements of success emerge from a cross-case analysis of the two-generation programs. Many of these promising practices are echoed in the literature and expert opinion. These elements are interrelated but also distinct. The elements fall into two categories: program design and services.
 - **Program Design:**
 - 1) *Multi-Faceted*
 - The featured programs use a combination of preventive services and interventions to provide young parents with the tools to raise their children in a positive environment.

¹²⁴ Aspen Institute. (2012). *Two Generations, One Future: Moving Parents and Children Beyond Poverty Together*. Retrieved from <https://assets.aspeninstitute.org/content/uploads/files/content/docs/ascend/Ascend-Report-022012.pdf>

¹²⁵ Ibid.

¹²⁶ National Human Services Assembly. (2013). *Breaking the Cycle of Poverty in Young Families: Two-Generation Strategies for Working with Disconnected Young Parents & Their Children*. Retrieved from http://www.nasassembly.org/Uploads2/Resources/NHSAFull_Report2GenOSOWFamilies.pdf

- Weaving together diverse resources for individual families means case managers must know and be able to navigate the myriad systems that families may encounter.

2) Intensive

- Because of the complex situation of young families, reconnecting them to opportunity is an intensive process. Program staff must work with individual families to create and implement specialized plans.
- Group-oriented services (such as job training, parenting classes) can complement individualized services.

3) Longer-Term

- Giving young families a strong start tends to require services over a 6–24 month period or longer. Many young parents are still developing the capacity to nurture children and get and keep jobs that can support a family.
- Programs offer young parents the time, resources, and supportive environment to develop brain maturity, education and workforce credentials, and parenting know-how.
- Also, some young parents benefit from behavioral health interventions to overcome barriers, such as trauma, depression, or substance abuse.

4) Collaborative

- All of the programs cultivate working partnerships with other sources of support for children, young people, and families. Organizational partners include government agencies, employers, many other service providers, and civic groups (such as faith-based institutions, play groups).
- Case managers also facilitate partnerships with individuals in the community who care about young families' success. These collaborations are absolutely essential to strengthening young families.
- Further, the programs use these partnerships to connect with potential clients, easily refer families to other community resources, train staff, and, sometimes, fund services.

○ **Service Delivery:**

4) Positive Youth Development

- Effective two-generation programs apply the fundamentals of positive youth development theory. In practice, this means that programs pair young people with a caring, knowledgeable adult whom they trust and create a positive program culture.

- Providers identify and build on youths' strengths and encourage young people to provide input and take ownership of their decisions and their lives. Flexible program structures enable case managers to creatively tailor services to the unique situation of each young family.

5) Baby Boosts

- Successful programs deliberately promote children's healthy development through multiple services.
- Case managers assure children receive well-child health care, are monitored for developmental delays, and obtain necessary treatment.
- Securing early childhood education and care helps both children and parents.
- Other services develop parents' abilities to effectively parent through education about stages of child development and practices to raise their children in a nurturing environment.

6) Family Development

- Quality two-generation programs attend to the family as a whole. In the short-term, programs stabilize family life by connecting them with governmental and nonprofit programs for stable housing, food, health care, and services.
- Providers help young parents develop a family "mindset" and build skills for managing a household.

6) Social Connections

- All families need positive social and emotional support from family members, peers, neighbors, and community groups who care about them. Such two-generation programs deliberately strengthen young parents' existing ties to caring people and supportive adults.
- Some also build relationships between young families and natural helpers in the community who informally look after the family, especially after they graduate from the programs.
- To expand their network, programs also encourage young parents to become involved in their community, such as by joining faith-based communities or taking children to weekly library programs. Several programs nurture young parents' relationships with peers who share their experiences of working to develop a better life. This type of peer network further reduces social isolation and makes programs fun.

- The *University of Wisconsin–Madison’s Institute for Research on Poverty (IRP)*-¹²⁷
 - The *University of Wisconsin–Madison’s Institute for Research on Poverty (IRP)* launched a major research initiative (Promising Programs to Reduce Intergenerational Transmission of Poverty) in late 2013 designed to enhance understanding of programs and policies that seem most effective at reducing the intergenerational transmission of disadvantage.
 - It is one of three such integrated research projects that extend over three-year periods with a range of activities that are focused on topics related to the three themes identified by IRP as key trends in poverty and policy: Economic Self-Sufficiency, Family Change and Poverty, and the Intergenerational Transmission of Poverty.
 - IRP’s Promising Programs to Reduce Intergenerational Transmission of Poverty research initiative is designed to advance research informing understanding of the intergenerational transmission of poverty, focusing on the extent to which poverty and inequality affect the life changes of children and youth, the social and biological processes that explain the intergenerational transmission of poverty, and the policies and programs that are successful in reducing it.
 - For more information visit:
<http://www.irk.wisc.edu/research/intergenerationaltransmission.htm>

4.4 Applications and Considerations for Leaders of Two-generation Approaches¹²⁸

- Two-generation approaches can be applied to programs, policies, systems, and research.¹²⁹
 - *Programs* - for example: a partnership between a postsecondary institution and early childhood education program with coordination of services to meet the needs of both parents and children together.
 - *Policies* - for example: the Higher Education Act (e.g., using changes in Pell Grants to better take into account the financial needs of students who are parents); Head Start (e.g., developing programming that goes beyond parent engagement to create educational and workforce opportunities for parents); and Temporary Assistance for Needy Families (e.g., using resources to provide postsecondary education for parents linked to high-wage jobs, in coordination with high-quality early care and education for their children).
 - *Systems* – for example: formal (e.g., a municipal public housing authority, a statewide community college system) or informal (e.g., the patchwork of early childhood education funding streams that exists in many states). These systems may be loosely configured or more integrated depending upon the state or community.

¹²⁷ For more information: <http://www.irk.wisc.edu/research/intergenerationaltransmission.htm>

¹²⁸ Aspen Institute. (2012). *Two Generations, One Future: Moving Parents and Children Beyond Poverty Together*. Retrieved from <https://assets.aspeninstitute.org/content/uploads/files/content/docs/ascend/Ascend-Report-022012.pdf>;

¹²⁹ Ibid.

- *Research* -evaluate the impact of programs to build an evidence base showing what works best for whom, and to inform development of effective policies, programs, and system change.
- *Considerations for program leaders:*¹³⁰
 - Does your program focus on educational success for children, for their parents, or for both?
 - If you focus on children’s education, how do you engage parents about their own educational success? What would be your next best step to do so?
 - If you focus on parents’ educational success, how do you engage them about their children’s educational success? What would be your next best step to do so?
 - What economic and social supports do you provide for both parents and children within the context of their educational success?
- *Organizational issues* identified by two-generation service providers and policy advocates that must be addressed to achieve full potential on behalf of parents and their children. These human service capacity building opportunities include:¹³¹
 - Helping local organizations expand their programming by securing and administering government grants with technical assistance.
 - Demonstrating program success by improving data collection and analysis, program evaluation, and shared metrics.
 - Identifying and strengthening communication and collaboration with traditional and non-traditional stakeholders, such as government, human services organizations, educational institutions, and the private sector
- *Opportunities at the state and local level to create policy* that supports two-generation strategies¹³²
 - Promulgating policies and appropriations standards that allow for more braided or blended funding opportunities.
 - Reducing or eliminating legislative and regulatory barriers that limit the flexibility of federal programs, such as Supplemental Nutrition Assistance Program (SNAP), Temporary Assistance to Need Families (TANF), Childcare Development Fund, and community block grants.

4.5 Utah State-Leader of an Intergenerational Approach to Poverty¹³³

- Since its passage in 2012, the Intergenerational Poverty Mitigation Act (IGPA) elevated Utah as a national leader in efforts to end the cycle of poverty for families.¹³⁴ The state takes a unique

¹³⁰ Ibid.

¹³¹ National Human Services Assembly. (2013). *Breaking the Cycle of Poverty in Young Families: Two-Generation Strategies for Working with Disconnected Young Parents & Their Children*. Available from: http://www.nassembly.org/Uploads2/Resources/NHSAFull_Report2GenOSOWFamilies.pdf

¹³² Ibid.

¹³³ Utah Intergenerational Welfare Reform Commission. (2016). *Utah’s Fifth Annual Report on Intergenerational Poverty, Welfare Dependency and the Use of Public Assistance*. Retrieved from <http://jobs.utah.gov/edo/intergenerational/igp16.pdf> ; Utah’s Intergenerational Poverty Initiative Website: <http://jobs.utah.gov/edo/intergenerational/>

¹³⁴ Utah Code §35A-9-101.

two-generation approach, placing the family in the center and focusing on the needs of parents and their children intentionally and simultaneously.

- Utah’s focus on a two-generation approach has not been achieved through the establishment of expensive new programs. Rather, the Act requires Utah to utilize research and implement data-driven policies to inform its decision-making, ensuring families striving for better opportunities for themselves and their children realize their potential. Passage of IGPA resulted in formation of an Intergenerational Welfare Reform Commission which aligns the major state offices and agencies that work most closely with the children and youth experiencing intergenerational poverty.¹³⁵ Legislation was passed requiring the Utah Department of Workforce Services to do the research and build an annual report identifying key indicators and data.
 - As a result, Utah established its own definition of intergenerational poverty and a methodology for identifying and studying individuals meeting that definition. Utah utilizes enrollment in public assistance programs as basis for determining whether an individual is a member of a family “in which two or more successive generations of a family continue in the cycle of poverty and government dependence¹³⁶ as measured through utilization of public assistance for at least 12 months as an adult and at least 12 months as a child.”¹³⁷
 - The four public assistance programs included by Utah in identifying families entrenched in intergenerational poverty include: Food Stamps (SNAP); Child Care Subsidies; Cash Assistance Programs; and Medicaid and/or CHIP.
 - Understanding the families who are experiencing intergenerational versus situational poverty (see Section 1.3) is key in determining how to best to work with families most in need.
- Utah also developed a better understanding of the children at risk of remaining in poverty as adults. This understanding has evolved through a detailed analysis of indicators within four areas of child well-being. The analysis across multiple areas recognizes the interrelated nature of the domains and the contribution each plays in disentangling poverty’s impact on limiting opportunity for children. The priority for Utah is to focus on the children caught in the cycle of poverty and determine the key indicators for child well-being as determined by the data. The four focus areas of child well-being leading to success in adulthood include:

¹³⁵ Commission members include executive directors of the Department of Workforce Services, Department of Health, and Department of Human Services, along with the superintendent of the State Office of Education and administrator of Juvenile Court. Since 2012 critical data collected across these agencies is only made possible with the appropriate state agencies building the right memorandum of understandings (MOU) to protect privacy of individuals. These MOUs allow for the data to tell the correct story. The data is now guiding the work and helping elected officials make better decisions in addressing poverty, both at the state and local level.

¹³⁶ Note: Participation in these programs does not necessarily reveal dependence on public assistance. In fact, many argue that child care subsidies and access to health insurance are work supports and not welfare programs. However, in the absence of identifying individuals by other methods, Utah utilizes enrollment in these programs as a proxy for poverty.

¹³⁷ Utah Code §35A-9-102

1) *Early childhood development* – Children experiencing poverty and other stresses during this time are more likely to experience developmental setbacks that follow them throughout their life. Indicators of child well-being in early childhood development include: Access to health care beginning in infancy; access to quality child care; preschool participation; and kindergarten readiness.

2) *Education*- Indicators of educational success such as attendance, language arts and math proficiency, and graduation rates tend to suffer among children living in intergenerational poverty. Indicators of child well-being in education include: Kindergarten participation; absence rates; 3rd grade language arts proficiency; 8th grade math proficiency; AP participation; ACT scores; graduation rates.

3) *Family economic stability*- Underemployment is prevalent among families experiencing intergenerational poverty, which contributes to their challenges. Indicators of child well-being in family economic stability include: adult educational attainment; adult employment; wage levels; and housing stability.

4) *Health*- Children living in intergenerational poverty are not receiving the health care, dental care and mental health care needed to ensure healthy development. Indicators of child well-being in the health category include: access to health care, including physical, mental and dental health; rates of abuse and neglect; and participation in nutrition programs.

5) *Other Contributing Factors*- Other factors that contribute to intergenerational poverty include homelessness and juvenile justice system involvement.

- In line with Utah’s intergenerational approach below are brief summaries of specific examples of programs/strategies to break the cycle of poverty.¹³⁸
 - *High-Quality Preschool in Rural Utah* – In 2016, the Utah Legislature approved an appropriation of \$11 million dollars from Temporary Assistance for Needy Families (TANF) to expand access to high-quality preschool for low-income children. As a result of these funds, an additional 375 children in rural counties with high rates of children at risk of remaining in poverty, including Iron, Sevier and Washington, will be served in high-quality preschools.
 - *Home Visitation Services* – TANF resources were targeted to provide home visitation services involving the Central Utah Health Department and several rural counties targeted by the Intergenerational Welfare Reform Commission. The state’s evidence-based home visitation models include Nurse Family Partnership (NFP) and Parents as Teachers, which are designed for parents with young children to obtain strong parenting skills that promote children’s healthy development.
 - *Piute School District* – Piute School District established five professional learning communities (PLC) to address student learning gaps, utilizing data, and ongoing communication. Piute School District also partners with Snow College to provide students with access to college advisors. This approach is allowing Piute School

¹³⁸ Utah Intergenerational Welfare Reform Commission. (2016). *Intergenerational Poverty 2016 Promising Practices*. Retrieved from <http://jobs.utah.gov/edo/intergenerational/igppromise.pdf>

District to increase its graduation rates and increase postsecondary enrollments among its students.

- *Adult Education in San Juan County* – San Juan School District partnered with Utah State University Eastern-Blanding to administer an adult education program at a college campus. The program connects students to supportive services such as onsite child care, tutoring, financial aid resources, counseling and developmental courses. In 2015, the Native American students, who made up 70 percent of the program, comprised 78 percent of the graduates.
- *Promoting Self-Reliance in Weber County* – The SparkPoint Center helps low-income families escape poverty and achieve long-term financial stability. SparkPoint participants, many of whom experience intergenerational poverty, have opened individual bank accounts, increased credit scores and increased monthly income through employment.
- *Promoting Positive Community Outcomes in Carbon County* – Carbon County, in partnership with the Utah Division of Substance and Mental Health, formed the CARE Coalition to provide a safe environment for youth. Although in its infancy, the CARE Coalition is well on its way to developing a comprehensive community needs assessment and strategic plan to reduce intergenerational poverty.
- *School-Based Behavioral Health* – The availability of School-Based Behavioral Health (SBBH) is important to the health development of children exposed to toxic stress and adverse childhood experiences. The timing of providing mental health services to students is critically important, given that the onset of half of all lifetime mental illnesses takes place by age 14. In 2015, the Intergenerational Welfare Reform Commission began evaluating whether schools with high rates of students in intergenerational poverty participated in the SBBH program.
- For information on additional evidence-based policies, procedures and programs the state of Utah has implemented to improve outcomes for vulnerable families experiencing intergenerational poverty across the four domains of child well-being (Early Childhood Development; Education; Family Economic Stability; and Health) please refer to Appendix A and *Utah's Fifth Annual Report on Intergenerational Poverty, Welfare Dependency and the Use of Public Assistance* (2016) available online.

4.6 Colorado State- Childcare Reform Bills¹³⁹

- In May 2014, Colorado lawmakers demonstrated bipartisan support for low-income working families by passing a suite of significant childcare reform bills and budget items totaling nearly \$22 million. These bills are intended to advance two-generation efforts throughout the state by increasing access to the state childcare assistance program (CCCAP), decreasing red tape, and promoting higher-quality services.
 - Highlights of these bills include:

¹³⁹ National Human Services Assembly. (2013). *Breaking the Cycle of Poverty in Young Families: Two-Generation Strategies for Working with Disconnected Young Parents & Their Children*. Available from: http://www.nasassembly.org/Uploads2/Resources/NHSAFull_Report2GenOSOWFamilies.pdf

- HB14-1317: This bill makes significant changes to CCCAP in order to help parents find and retain high-quality and affordable childcare, support families in climbing the ladder to prosperity, and cut red tape for small business childcare providers who want to serve working families.
- HB14-1072: This legislation would create a new state childcare expenses tax credit that ensures those earning less than \$25,000 are able to claim a credit, which includes the CCCAP parent copayment.
- SB14-003: This bill creates a pilot program to address the “cliff effect” that occurs when working parents in CCCAP receive a minor increase in income that makes them ineligible for childcare assistance, yet their income is not enough to cover the full cost of care.

4.7 Washington State-Basic Food Employment and Training Program (BFET)¹⁴⁰

- The state of Washington has been cited for their innovative two-generation programming through their *Basic Food Employment and Training Program* (BFET).
 - BFET is funded through the Supplemental Nutrition Assistance Program Education and Training (SNAP E&T), an offshoot of the Supplemental Nutrition Assistance Program (SNAP) administered by the United States Department of Agriculture.
 - BFET was created with the mission of providing low-income adults and families with access to employment and training, and as such, supports students participating in career and technical training.
 - One such training program is the Integrated Basic Education and Skills Training Program (I-BEST), a nationally recognized model that boosts students’ literacy and work skills to move them quickly through school and into jobs, thus facilitating economic sustainability.
 - BFET funds provide access to assessments, case management, job readiness and training, job search assistance, job placement, and reimbursements for services such as transportation, childcare, housing, and clothing.
 - The BFET program was originally piloted with one community college and four community-based organizations as a partnership between the Washington State Board for Community and Technical Colleges, the Department of Social and Health Services, and the Annie E. Casey Foundation. Based on the success of that pilot and additional collaborative efforts, the BFET program is now offered by all 34 of the state’s community and technical colleges, with the participation of over 30 community-based organizations.
 - Since 2011, the program has secured \$56 million in federal funding and has served over 45,000 individuals, many of them participants in integrated pathways programs who would have otherwise been unable to afford tuition and other costs. Moreover, 74% of participants have obtained employment with a median hourly wage of about \$11 per hour, according to data collected by Washington’s Employment Security Office.

¹⁴⁰ Ibid.

4.8 Boston, Massachusetts-EMPath's Intergenerational Model¹⁴¹

- In Boston, Massachusetts EMPATH (Economic Mobility Pathways) has developed its own intergenerational model, referred to as Intergenerational Mobility (Intergen) Project.¹⁴² *The Intergen Project* was designed with support from the *Frontiers of Innovation* at the *Center on the Developing Child at Harvard University*.
- EMPATH bases its approach to helping families overcome poverty on its Bridge to Self-Sufficiency®- theory of change model. This is a theory of change that takes a comprehensive, multi-faceted approach to fostering economic mobility and self-sufficiency.
- The Intergen Project is testing the compelling hypothesis that the key to achieving breakthrough outcomes for children facing significant economic and social adversity is to support the adults who care for them to transform their own lives. The approach is that families will move faster toward economic stability and educational attainment when they set and achieve individual and family-level goals together. In addition, the Intergen Project team expects that shared goal-setting will increase family cohesion and organization.
- Rather than trying to connect programs that work on parenting skills with services that target job training, the Intergen Project is pioneering an integrated strategy focused on strengthening the core capabilities (such as self-regulation and executive function skills) that are foundational to both.
 - This highly innovative model is informed by credible scientific knowledge about how these capacities are built, how adversity disrupts their underlying neuro-circuitry, and how effective scaffolding, coaching, and practice can get them back on track.
 - It is grounded in a deep understanding of how children develop in an environment of relationships and how the ability of parents to meet their own life goals is inextricably intertwined with the well-being of their children.
- In order to disrupt the intergenerational effects of poverty, EMPATH has **developed a building blocks model for working with whole families in a way that addresses three interacting levels**:
 - *The Outcomes Level* - Families' educational, career, health, and financial outcomes.
 - *The Inner-Self Level* - Families' development of specific skills and mindsets necessary for navigating the complex path out of poverty: namely, self-regulation skills and the sense of self.
 - *The Family Level* - Poverty affects families' relationships, communication, and alignment (but not bonds).
- Integrating years of experience working with low-income individuals with the foremost academic research on what moves people forward, and engaging the families themselves in the co-design of the tools and process the following three programs have been developed that provide the basis for work with:

¹⁴¹ Babcock, E. & Ruiz De Luzuriaga, N. (2016). *Families Disrupting the Cycle of Poverty: Coaching with an Intergenerational Lens*. Boston: Economic Mobility Pathways. Retrieved from <https://www.empathways.org/our-work/programs/intergen>

¹⁴² Ibid.

- Each adult in the family (the Bridge to Self-Sufficiency®¹⁴³),
- Each child in the family (the Child Bridge to a Brighter Future™), and
- The family as a whole (the Family Carpool Lane Tool™).

The Intergen Project framework includes at least a yearlong series of structured meetings that incorporates assessment, goal-setting, coaching, and incentives for each individual in the family, as well as for the family as a whole. This suite of tools has been used with families at EMPATH, and initial findings are promising although only a limited number of families have been involved with the project thus far.

4.9 Milwaukee, Wisconsin-Project GAIN¹⁴⁴

- Milwaukee, Wisconsin's two-generation approach *Project GAIN (Getting Access to Income Now)* is designed to assist families at risk for child maltreatment in accessing economic resources, reducing financial stressors, and increasing income stability for the children and adults in the home. Project GAIN was initiated as a means to seek to prevent child abuse and neglect solely by providing families with economic supports.
 - The focal population for the GAIN intervention is Milwaukee families reported to and investigated by child protective services (CPS) who do not receive ongoing services (i.e., cases closed following an investigation). Rates of re-report among families deflected from CPS are estimated between 25-20% and many of these families will eventually have CPS cases opened.
 - Project GAIN is a voluntary program, and staff members have found that the majority of clients who are located, decide to participate, and are highly motivated to engage in this planning.
- GAIN services include three "pillars":
 - 1) *A comprehensive eligibility assessment* for an array of public and private economic supports, and assistance accessing these resources
 - 2) *Financial counseling* - collaborative work with a GAIN financial support specialist (referred to as a "Financial Advocate") as part of the case constellation for eight to ten weeks to identify financial goals and steps to achieve them, and improve financial decision-making, and
 - 3) *Access to one-time emergency cash supplements* to alleviate immediate financial stressors that can spiral people into deeper poverty (e.g. funds for car repairs, healthcare expenses)
- The combination of these three "pillars" are predicted to increase family economic stability and income level, which in turn are predicted to improve overall family functioning (e.g., reduced parenting stress and mental health challenges, improved parenting skills and self-efficacy). The intention is that families will experience declines in the risk of child maltreatment and improved self-sufficiency because of increased resources for basic needs and/or indirect changes in family functioning.

¹⁴³ For more information on the *Bridge to Self-Sufficiency*® refer to: <https://www.empathways.org/our-work/our-approach/bridge-to-self-sufficiency>

¹⁴⁴ Wisconsin.Gov. Child Abuse and Neglect Prevention Board. (n.d.). *Project GAIN*. Retrieved from <https://preventionboard.wi.gov/Pages/OurWork/ProjectGAIN.aspx>

- The GAIN specialists focus mostly on high need issues, including challenges with rent, energy bills, or employment. Most (70%) clients receive some sort of monetary benefit, with an average of \$680 per client over the duration of their participation in the program.
- Preliminary findings of Project GAIN, using only administrative data, show a significant reduction in child maltreatment recurrence, which is measured as substantiated CPS reports, among participant subgroups of treatment versus control group families.

5 Evidence-based Social Programs Across Service Populations¹⁴⁵

Background: A summary of successful programs (via rigorous studies) by the *Coalition for Evidence-Based Policy* for consideration when exploring strategies/programs to reduce poverty and increase self-sufficiency across service populations are included below. The *Coalition for Evidence-Based Policy* focuses on the results of well-conducted randomized controlled trials (RCTs), which are widely regarded as the strongest method of evaluating program effectiveness. A brief reference to supporting evidence of each program's impact is also included. Please note, programs identified as having the most credible evidence of effectiveness, based on careful review in consultation with outside experts, are categorized as "Top Tier" or "Near Top Tier." The other listed programs have been found promising but not yet Top Tier or Near Top Tier due to study limitations (such as only short-term follow-up) that underscore the need for additional testing prior to larger-scale implementation.

5.1 Prenatal / Early Childhood

- **Top Tier** Nurse-Family Partnership (A nurse home visitation program for low-income, pregnant women): Randomized controlled trials show major impact on life outcomes of the mothers and their children.
- **Near Top Tier** Child FIRST (A home visitation program for low-income families with young children at risk of emotional, behavioral, or developmental problems, or child maltreatment): Randomized controlled trial shows a sizable reduction in child maltreatment cases, and improvement in child conduct and language development.
- **Near Top Tier** Triple P System (A system of parenting programs for families with children age 0-8): Randomized controlled trial of the full system as implemented county-wide shows sizable reductions in child maltreatment and foster care placements.
- Abecedarian Project (High-quality child care/preschool for children from disadvantaged backgrounds): Randomized controlled trial found major impacts on educational and life outcomes; we note, however, that it was a relatively small study that included a departure from random assignment, somewhat reducing confidence in the findings.
- Perry Preschool Project (High-quality preschool for children from disadvantaged backgrounds): Randomized controlled trial shows major impact on educational and life

¹⁴⁵ Source: <http://evidencebasedprograms.org/about/full-list-of-programs>

outcomes; we note, however, that this was a demonstration project, and it is not yet known if the results can be replicated on a broader scale in typical classroom settings.

5.2 K-12 Education

- **Top Tier** Career Academies (Small learning communities in low-income high schools, offering academic and career/technical courses as well as workplace opportunities): Randomized controlled trial shows a sizable positive impact on earnings of participants eight years after their scheduled high school graduation.
- **Top Tier** Success for All (A school-wide reform program, primarily for high-poverty elementary schools, with a strong emphasis on reading instruction): Randomized controlled trial shows positive impact in raising school-wide reading achievement in grades K-2.
- **Near Top Tier** Annual Book Fairs in High-Poverty Elementary Schools (Book fairs providing summer reading over three consecutive years, starting at the end of first or second grade): Randomized controlled trial shows a sizable increase in students' reading achievement.
- **Near Top Tier** First Grade Classroom Prevention Program (Program that combines a classroom management strategy – the Good Behavior Game – with an enhanced academic curriculum): Randomized controlled trial shows a sizable reduction in substance use, and sizable increases in high school graduation and college enrollment rates.
- **Near Top Tier** New York City's Small Schools of Choice (Small public high schools created citywide in mostly high-poverty communities to replace large, low-performing high schools): Randomized controlled trial shows a sizable increase in the rates of four-year high school graduation and receipt of a New York State Regents diploma.
- **Near Top Tier** Promise Academy Charter Middle School (A charter middle school in New York City, serving mainly low-income, minority students): Randomized controlled trial shows a sizable increase in math and English language arts achievement over a three year period.
- Check and Connect (Dropout prevention program for high school students with learning, emotional, and/or behavioral disabilities): Randomized controlled trials show a sizable decrease in students' dropout rates, and increase in attendance and academic credits earned.
- Montreal Prevention Program (Delinquency prevention program for disruptive elementary school boys): Randomized controlled trial shows a sizable increase in high school graduation rates, and decrease in criminal behavior, in early adulthood.
- SMART – Start Making a Reader Today (Volunteer reading tutoring program for at-risk readers in early elementary school): Randomized controlled trial shows this low-cost intervention has sizable positive impact on students' reading ability.
- Tutoring with the Lindamood Phonemic Sequencing reading curriculum (An intervention for at-risk readers in grades K-2): Randomized controlled trial shows sizable positive impacts on reading ability for students with poor phonological processing (e.g., letter naming, and awareness of the sounds within words).

5.3 Postsecondary Education

- **Top Tier** H&R Block College Financial Aid Application Assistance (Streamlined personal assistance with the application process for low and moderate income students): Multi-site randomized controlled trial shows a sizable increase in college attendance and persistence.
- InsideTrack College Coaching (Mentoring program for college students): Randomized controlled trial shows an increase in college persistence and likelihood of college graduation.

5.4 Teen Pregnancy Prevention

- **Top Tier** Carrera Adolescent Pregnancy Prevention Program (A comprehensive, year-round youth development program for economically disadvantaged teens): Multi-site randomized controlled trial shows sizable reductions in teen pregnancy and births, and increases in high school graduation and college enrollment.
- Health Care Program for First-Time Adolescent Mothers and their Infants: Randomized controlled trial shows a sizable reduction in subsequent teen pregnancies and increase in rate of child immunizations.

5.5 Crime/Violence Prevention

- **Top Tier** Treatment Foster Care Oregon (A foster care intervention for severely delinquent youths): Randomized controlled trials show sizable reductions in youths' criminal activity and (for girls) teen pregnancy.
- **Near Top Tier** Parent Management Training – the Oregon Model (PMTO; a parent training program for recently-separated, single mothers with boys aged 6-10): Randomized controlled trial shows sizable decrease in criminal activity of the boys over nine years.
- Amity Prison Therapeutic Community (Provides counseling/decision-making skills to inmates with drug problems, to prepare them for re-entry into the community): Randomized controlled trial shows reduction in reincarceration rate, and increase in average time to reincarceration.
- Hawaii's Opportunity Probation with Enforcement – HOPE (High-intensity supervision program for probationers at risk of a probation violation): Randomized controlled trial shows a sizable reduction in likelihood of re-arrest.
- Multisystemic Therapy for Juvenile Offenders (A treatment targeting multiple factors linked to anti-social juvenile behavior): Randomized controlled trials show sizable decrease in criminal behavior by juvenile offenders, but effectiveness may depend critically (i) on close adherence to the intervention's key features and (ii) population/setting in which it is implemented.
- Philadelphia Low-Intensity Community Supervision Program (for low-risk criminal offenders on probation or parole): Randomized controlled trial shows no increase in crime compared to the usual, more-intensive supervision. This suggests the program may be a viable way to reduce costs in the criminal justice system.

5.6 Housing/Homelessness

- **Top Tier** Critical Time Intervention (A case management program to prevent recurrent homelessness in people with severe mental illness): Randomized controlled trials show a sizable decrease in rates and duration of homelessness.

5.7 Employment and Welfare

- **Near Top Tier** Nevada's Reemployment and Eligibility Assessment Program (a program for Unemployment Insurance (UI) claimants, providing review of their UI eligibility and personalized reemployment services): Randomized controlled trial shows a sizable increase in earnings and net savings to the taxpayer.
- Canadian Self-Sufficiency Project (Earnings supplements for long-term welfare recipients who find full-time work and leave welfare): Randomized controlled trials show sizable increase in participants' employment rates, job earnings, and family income; and reductions in poverty and welfare dependency.
- Los Angeles Jobs-First Greater Avenues for Independence (GAIN) Program (to quickly move welfare recipients into the workforce): Randomized controlled trial shows sizable increase in employment rates and job earnings, reduction in welfare dependency, and savings to the government.
- Minnesota Family Investment Program (Earnings supplements for welfare recipients who find work): Randomized controlled trial shows a sizable increase in employment and earnings, and reduction in poverty rates, for single-parent, long-term welfare recipients (but not other welfare recipients).
- Per Scholas Job Training Program ("Sectoral" – i.e., industry-specific – job training for unemployed, disadvantaged workers): Randomized controlled trial shows a sizable increase in employment and earnings.
- Portland Job Opportunities and Basic Skills (JOBS) Program (to quickly move welfare recipients into the workforce): Randomized controlled trial shows sizable increase in employment rates and job earnings, reduction in welfare dependency, and savings to the government.
- Riverside Greater Avenues for Independence (GAIN) Program (to quickly move welfare recipients into the workforce): Randomized controlled trial shows sizable increase in employment rates and job earnings, reduction in welfare dependency, and savings to the government, especially for single parents.
- Wisconsin Regional Training Partnership ("Sectoral" – i.e., industry-specific – job training for unemployed, disadvantaged workers): Randomized controlled trial shows a sizable increase in earnings.

5.8 Substance Abuse Prevention/Treatment

- **Top Tier** LifeSkills Training (Middle school substance abuse prevention curriculum): Randomized controlled trials show sizable decrease in students' substance abuse over five to six years.

- **Near Top Tier** PROSPER (Partnership between universities and community teams to implement evidence-based programs for youth substance abuse prevention): Randomized controlled trial shows community-wide reductions in substance use over 6.5 years.
- Big Brothers Big Sisters (Volunteer mentoring program for disadvantaged youth, ages 6-18): Randomized controlled trial shows sizable decrease in youths' drug and alcohol use and violent behavior.
- Pregnant Woman's Self-Help Guide to Quit Smoking (A low-cost smoking cessation program for pregnant smokers): Randomized controlled trials show a sizable increase in the quit rate during the last four to five months of pregnancy.
- Recovery Coaches (Program for substance-abusing parents who have temporarily lost custody of their children): Randomized controlled trial shows an increase in family reunifications, reduction in active foster care cases, and net savings to the state.

5.9 Mental Health

- Group Cognitive Behavioral Therapy (Depression prevention program for youth at elevated risk of serious depression): Randomized controlled trials show sizable effect in preventing clinical depression.

5.10 Health Care Financing and Delivery

- **Top Tier** Transitional Care Model (A nurse-led hospital discharge and home follow-up program for chronically ill older adults): Randomized controlled trials show major reductions in rehospitalizations and health care costs.
- Care Transitions Program (Low-cost hospital discharge and home follow-up program for elderly patients): Randomized controlled trials show sizable reductions in rehospitalizations and health care costs.

6 At-a Glance: Examples of Additional Innovative Poverty Programs/Strategies Implemented in Other States

6.1 Texas-College Tuition Exemption for Foster Youth¹⁴⁶

- In Texas, most former foster children can attend college free of charge. It's one of the state's many tuition exemption programs, which are also extended to some veterans and their families, blind and deaf students and seniors.
 - The exemption is available to all former foster care children who have taken one college course before the age of 25. The state estimates roughly 11,000 people between the ages of 18 and 25 are eligible for a free college education under this program.
- In 2015, *The Dallas News* found nearly 4,700 former foster children attended Texas colleges and universities using the tuition exemption.
 - There is more good news when you look at four-year colleges and universities. Experts generally agree it's harder for many former foster children to excel at one of

¹⁴⁶ McGaughy, L. (2016, December 27). CPS silver lining: More former foster kids are going to college for free. *Dallas News*. Retrieved from <http://www.dallasnews.com>

these schools without first starting at a community college. But the number of former foster children attending schools like Texas A&M University, the University of Texas at Austin and University of Texas at Dallas was at an all-time high in 2015. One in 3 former foster children attending college using the tuition exemption attended a four-year university that year.

6.1 Ohio-The Strive Partnership (Academic Success)¹⁴⁷

- The *Strive Partnership* in Greater Cincinnati, or Strive, one of the oldest and most successful collective impact initiatives in the country, focuses on improving academic success for students in Greater Cincinnati and northern Kentucky.
- Strive provides a framework for building a cradle-to-career civic infrastructure with individual partners playing different roles. Strive is a prime example of a regional, cross-sectoral partnership with divergent actors willing to work in tandem, not only to achieve collective impact but also to assume collective responsibility and accountability.
- The program claims credit for real improvements (in the range of 10 percent) in test scores, high school graduation rates, and college attendance.
- The success of Strive has given rise to the StriveTogether Cradle to Career Network of 64 community partnerships in 32 states and Washington, DC.

6.2 Maryland-The RISE Program (Self-Employment)¹⁴⁸

- The *RISE (Reach Independence through Self-Employment) Program* is an initiative of the Maryland State Department of Education's Division of Rehabilitation Services (DORS). Launched in 1997, its mission is to present self-employment as a realistic and viable vocational option to individuals with significant disabilities who are eligible to receive DORS services.
- RISE Program staff work with individuals and their families, rehabilitation professionals, and the business community to facilitate and encourage the successful launch and operation of consumer-owned ventures.
 - The RISE Program offers consumers the resources they need to pursue self-employment. Through the RISE Program, program participants explore the realities of self-employment and business ownership. After examining the pros and cons of business ownership, they make their own choice about whether or not to proceed to the next step.
 - Participants in the RISE Program may apply for one-time investment, not typically exceeding \$15,000. As part of a business plan, they need to list the goods and services needed to start or expand their business. If approved, DORS will purchase the approved goods and services through their procurement system.

¹⁴⁷ Ellwood, D., Bogle, M., Acs, G., Mikelson, K., & Popkin, S. (2016). *Creating Mobility from Poverty: An Overview of Strategies*. US Partnership on Mobility from Poverty. Retrieved from <http://www.urban.org/sites/default/files/alfresco/publication-pdfs/2000906-Creating-Mobility-from-Poverty-An-Overview-of-Strategies.pdf>

¹⁴⁸ PDG Rehabilitation Services. (2017). *RISE Program*. Retrieved from <http://www.pdgrehab.com/rise/>

- For those individuals with a business plan and a needed product or service, self-employment is yet another avenue toward economic independence.
- This approach has enabled scores of individuals with physical, psychiatric, or cognitive disabilities to become successful business owners throughout the State of Maryland.
- Maryland's RISE Program has dramatically increased the success rate of new business start-ups through a systematic approach to training and individualized technical assistance that reduces the risk and the guesswork that leads to business failure.

6.3 Boston, Massachusetts-EMPath Programs (Various)¹⁴⁹

- Based in Boston, Massachusetts, EMPATH (Economic Mobility Pathways) (as aforementioned in Section 3.8 of this report) bases its approach to helping families overcome poverty on its Bridge to Self-Sufficiency®¹⁵⁰ theory of change model. This model uses a comprehensive, multi-faceted approach to fostering economic mobility. It posits that an individual must attain explicitly defined objectives in five areas—family stability, well-being, education and training, financial management, and employment and career management—in order to achieve economic self-sufficiency. EMPATH has the following innovative short-term and long-term programs to aid families in poverty.
 - Participants are typically engaged in the following short-term EMPATH programs for 8-24 months.
 - 1) *Mobility Mentoring® Center*-The Boston Mobility Mentoring® Center is located at EMPATH's downtown office. Staff members with special expertise in career management, financial literacy, higher education, and other skills help low-income families set and attain individualized goals that will help them get moving along the pathway to economic independence.
 - Individuals receive free assessments, one-on-one counseling, and referrals to community resources that will help them and their families.
 - 2) *Hastings House*-58 beds in Brighton shelter for mothers and their children, and women in third trimester of pregnancy. (Funded by DHCD)
 - 3) *Stabilization*-Families transition out of shelter into housing subsidized by MRVP & BHA/LHA. (Funded by DHCD)
 - 4) *STEPS - Scattered Sites in the Community*- 56 apartments in Boston communities for single or two parent households with children. (Funded by DHCD)
 - 5) *Horizons*-Transitional living for domestic violence survivors in an undisclosed location. (Funded by Massachusetts Department of Children & Families)
 - 6) *Hosmer Co-Sheltering*-Thirty-four families (mother and one child under age 6) are housed two-families per unit. (Funded by DHCD)

¹⁴⁹ Retrieved from *Economic Mobility Pathways (EMPATH)* Website: <https://www.empathways.org/our-work/programs/long-term>; <https://www.empathways.org/our-work/programs/short-term>

¹⁵⁰ For more information on the *Bridge to Self-Sufficiency Model* see <https://www.empathways.org/our-work/our-approach/bridge-to-self-sufficiency>

- Participants are typically engaged in the following more holistic long-term EMPATH programs for five years:
 - 1) *Career Family Opportunity (CFO)*: An intensive program for 50 participants with a matched savings goal of \$10,000 and a career-track job goal.
 - CFO takes a comprehensive and personalized look at each participant. Program participants map out their individual education, career, and financial goals. Along the way, the program provides ongoing support and financial incentives and connects participants to the resources and professional help they need.
 - The early results attained by CFO participants inspired EMPATH to expand Mobility Mentoring® within their other programs, and explore ways to scale the model nationally. Mobility Mentoring® tools and frameworks were adapted to accommodate the diverse needs of families seeking exit strategies from poverty. (See info on Mobility Mentoring® below under EMPATH short term programs.)
 - 2) *Mass LEAP - Learning, Education, and Asset Program*: An intensive program for 60 Department of Housing and Community Development (DHCD)-housed individuals in greater Boston. (Funded by DHCD)
 - An \$8.1 million project to create a five year program to provide holistic services to lead low-income individuals to economic independence. With this new funding, families now have access to Mobility Mentoring® services, including coaching for financial, educations, and career services.
 - As one of the largest providers, EMPATH is currently partnering with housing authorities in Braintree, Quincy, Watertown, and the Metropolitan Boston Housing Partnership.
 - 3) *Abbot MRVP Pilot Program*: Permanent housing is secured by a project-based MRVP voucher with the goal of helping formerly homeless families gain their footing and build economically stable and secure lives in their own homes within five years. (Funded by DHCD)
 - The multi-unit Abbot House is an innovative supportive housing model for 11 young families, each with their own apartment. Abbot House families create a community network—sharing resources, trading information, offering suggestions, and celebrating successes. Children at Abbot House can take part in play groups and other activities as well as receive individual academic tutoring.

6.4 Boston, Massachusetts-Roca (Coaching)¹⁵¹

- Based in Boston, Massachusetts, Roca serves ex-offenders and high-risk youth. The program lasts four years and builds intense “transformational relationships” with a youth worker and crew supervisors.
 - Roca’s theory of change is that young people, when re-engaged through positive and intensive relationships, can change their behaviors and develop life, education, and employment skills to disrupt the cycles of poverty and incarceration.
 - Similar to EMPATH’s Mobility Mentoring®, Roca has deeply engaged, long-term coaches, and builds off a strong base in brain science and psychology to help clients gain greater control over their lives. Roca uses cognitive behavioral therapy to help clients manage their lives (and their emotions) more effectively.
 - Roca’s coaches rouse participants from bed to get them to a job site, talk through emotional regulation skills, help them obtain vocational training, place them in jobs, and help them keep those jobs so they can advance.

7 Place-conscious Strategies to Reduce Poverty

7.1 Understanding Place-conscious Strategies¹⁵²

- Place-conscious strategies include any effort to enhance the livability and quality of life in a given community. An important purpose of place-conscious strategies is to develop local solutions to poverty and inequality by addressing community-level problems and poor or fragmented service provisions that lead to gaps or duplication of effort.
- Margery Turner of the Urban notes¹⁵³ a place-conscious perspective argues for simultaneously pursuing three complementary strategies and for doing so over a long period because evidence shows that “dosage” matters:
 - 1) *Invest in the most urgent needs of neighborhoods with high concentrations of poverty.*
 - Key factors include crime and violence, public school quality, environmental factors affecting health, and access to jobs. Sometimes, economic mobility may mean connecting residents of low-income neighborhoods to opportunity-enhancing assets in other neighborhoods (such as schools, public transit, and jobs) so that where they live actually matters less.
 - 2) *Prevent displacement out of revitalizing neighborhoods.*
 - When neighborhood investments start to pay off and a previously distressed neighborhood begins to attract higher-income residents, a place-conscious

¹⁵¹ Ellwood, D., Bogle, M., Acs, G., Mikelson, K., & Popkin, S. (2016). *Creating Mobility from Poverty: An Overview of Strategies*. US Partnership on Mobility from Poverty. Retrieved from <http://www.urban.org/sites/default/files/alfresco/publication-pdfs/2000906-Creating-Mobility-from-Poverty-An-Overview-of-Strategies.pdf>

¹⁵² Rood, S. & McGroder, S. (2017). *Promoting Place-Based Strategies to Address Poverty: Exploring the Governor’s Role*. Washington, D.C.: National Governors Association. Retrieved from <https://www.nga.org/files/live/sites/NGA/files/pdf/2017/1701PlaceBasedStrategiesPoverty.pdf>

¹⁵³ Austin Turner, M. (2016). “Place-Conscious Strategies for Expanding Economic Mobility” (unpublished manuscript, February 2016), Microsoft Word file. Washington, DC: Urban Institute.

approach should preserve affordable housing and minimize displacement to ensure that many of the original residents can afford to stay.

- 3) *Help struggling families move to high-opportunity neighborhoods if they want to.*
 - Staying in a distressed neighborhood, even if it is in the process of revitalization, may not always be in a family’s best interest. Helping residents of a distressed neighborhood who want to move to gain and sustain access to safe neighborhoods with good schools and other opportunity-enhancing amenities should be part of a larger vision for expanding choice and promoting economic mobility. Place-conscious strategies look beyond the neighborhoods where low-income families are currently concentrated and work to eliminate barriers that block families, especially families of color, from finding affordable places to live in high-opportunity neighborhoods.

7.2 Examples of Place-conscious Strategies

- Place-conscious strategies can take various forms depending on the need or problem being addressed. As a result of telehealth, for example, a rural family can access a world-class specialist from their small-town clinic; and with evidence-based home visiting, a young mother without reliable transportation can benefit from the advice and support of a nurse without even leaving home. Examples of the various categories of place-conscious strategies are included below:¹⁵⁴
 - *Efforts to address safe, affordable housing and physical capital* are typically spearheaded by public and private community development leaders, such as those in nonprofit community-based organizations and community development corporations. Urban areas experiencing population growth may need affordable and low-income housing, whereas—in terms of their physical capital and infrastructure needs—rural areas typically struggle with access to broadband and transportation.
 - *Improving the commerce of an area*—including attracting businesses to a community or incubating new businesses—is the focus of economic development leaders in state and local agencies and public-private partnerships. These place-conscious efforts may also focus on making the community livable and attractive to prospective businesses and employees by investing in cultural and recreational places and activities.
 - *Place-conscious workforce development efforts* focus on building the skills of community residents—especially residents experiencing unemployment, layoffs, the exodus of a long-time employer or even a dramatically changing economic base due to a natural disaster or a shifting economy. These types of place-conscious efforts are typically spearheaded by professionals from workforce boards, local governments, forward-thinking businesses or a collaboration of leaders from these sources.
 - For example, in Michigan—*Michigan Community Ventures*—promotes economic development and employment in the state’s most distressed urban

¹⁵⁴ Rood, S. & McGroder, S. (2017). *Promoting Place-Based Strategies to Address Poverty: Exploring the Governor’s Role*. Washington, D.C.: National Governors Association. Retrieved from <https://www.nga.org/files/live/sites/NGA/files/pdf/2017/1701PlaceBasedStrategiesPoverty.pdf>

areas by helping structurally unemployed individuals pursue career opportunities at Michigan companies through skills training, child care, transportation and other services. The Community Ventures model brings together previously disengaged community assets, simultaneously aligning and addressing multiple needs. The initiative has engaged employers for buy-in on hiring and training disadvantaged workers and has also leveraged its corporate partners to help transport the workers to jobs.¹⁵⁵

- Public health officials advocate place-conscious strategies as a means of *addressing the social determinants of health*—that is, the economic conditions and environmental factors, such as poverty, that affect the physical and mental health of residents.
- Place-conscious strategies have also been adopted by *educators and community activists concerned about the quality of education* received by children in low-resource schools and communities.¹⁵⁶
 - The highly regarded *Harlem Children’s Zone* (HCZ), which supports children’s education from birth to high school and beyond, was the model for the Obama Administration’s Promise Neighborhoods initiative (see Section 7.4 below).
 - In the HCZ place-conscious interventions provide comprehensive programs and services throughout childhood to families in low-income urban neighborhoods. The HCZ, for example, begins with “Baby College,” which provides parenting education and services to new and expectant parents, and continues through the College Success Office, which supports adolescents as they prepare for college and career decisions. Preschool and after-school enrichment programs, charter schools, as well as health, fitness, and nutrition initiatives are also provided. By engaging an entire community, this place-based initiative seeks to transform the culture of economically disadvantaged communities. A number of large U.S. cities initiating their own programs styled after the HCZ.
 - Citywide, place-conscious education initiatives also exist, such as the *Kalamazoo Promise*, which offers graduates of Kalamazoo public high schools scholarships to Michigan state colleges and universities.
- Additionally place-conscious efforts aimed at addressing family poverty focus on meeting the basic needs of low-income parents and their children in a community. Often framed as whole-family or two-generation efforts (discussed in Section 4 of this report), these efforts are typically spearheaded by human services leaders. The *Community Action Project of Tulsa County*, for example, implements place-based

¹⁵⁵ Michigan Community Ventures <http://www.mitalent.org/community-ventures>

¹⁵⁶ Rood, S. and McGroder, S. (2017). *Promoting Place-Based Strategies to Address Poverty: Exploring the Governor’s Role*. Washington, D.C.: National Governors Association. Retrieved from <https://www.nga.org/files/live/sites/NGA/files/pdf/2017/1701PlaceBasedStrategiesPoverty.pdf>

strategies for combatting intergenerational poverty in order to create a web of support that nurtures the child academically, emotionally, physically and socially.¹⁵⁷

7.3 Federal Efforts to Support Rural Communities

- During his presidency President Obama supported programs and strategies to better serve rural kids and families via place-conscious strategies.¹⁵⁸
 - In 2010, President Obama launched the White House Neighborhood Revitalization Initiative in an effort to transform distressed neighborhoods.¹⁵⁹
 - Further, through efforts like the *Promise Zones Initiative*, the Administration engaged in place-conscious efforts that support community-driven approaches to improve quality of life and upward mobility.
 - The Administration for Children and Families (ACF) launched the Promise Zones Initiative to align existing federal place-conscious initiatives and revitalize high-poverty communities across the country by incentivizing private investment, improving affordable housing, expanding educational opportunities, reducing violence, assisting local leaders in navigating federal programs, and cutting through red tape. This initiative includes:
 - *Choice Neighborhood* grants help selected communities replace traditional public housing with upgraded mixed-income housing and bring jobs to the community;¹⁶⁰
 - *Promise Zone* designation confers ten years of federal support for high-poverty communities to create jobs, increase economic activity, improve educational outcomes, increase access to affordable housing, reduce serious and violent crime and other locally-defined priorities;¹⁶¹
 - *Promise Neighborhood* grants involve sites implementing cradle-to-career solutions focused on the early years of children on up to college and employment to improve the educational and developmental outcomes of children and youth in distressed communities;¹⁶²
 - *Building Neighborhood Capacity* grants seek to build knowledge, skills, relationships and processes that residents, local organizations and public and private partners need to work collaboratively to

¹⁵⁷ Communities. (n.d.). Retrieved from <http://captulsa.org/families/communities/>

¹⁵⁸ USDA Office of Communications. (2015). *Fact Sheet: 10 Communities Named Rural IMPACT Demo. Sites*

¹⁵⁹ Neighborhood Revitalization Initiative
<https://www.whitehouse.gov/administration/eop/oua/initiatives/neighborhood-revitalization>.

¹⁶⁰ Choice Neighborhoods:
http://portal.hud.gov/hudportal/HUD?src=/program_offices/public_indian_housing/programs/ph/cn

¹⁶¹ For a current list of US Promise Zone Communities and their current efforts and outcomes refer to HUD Exchanges: Promise Zones: <https://www.hudexchange.info/programs/promise-zones/>

¹⁶² Promise Neighborhoods: <http://www2.ed.gov/programs/promiseneighborhoods/index.html>

achieve improvements in public safety, education, housing and employment.¹⁶³

- In April 2015, the White House Rural Council also launched "Rural Impact," a cross-agency effort to combat poverty and improve upward mobility in rural places and tribal locations.
 - The White House Rural Council and the National Association of Counties collaborated to issue the Rural Impact County Challenge to advance counties' efforts to reduce the number of rural children and families living in poverty. This national initiative challenged local leaders to pass county resolutions identifying rural child poverty as a priority, and develop or refine an actionable plan to deliver impact for high-need rural children and families.¹⁶⁴
 - For example in Placer County, California, the Board of Supervisors prioritized reducing child hunger and is embracing technology as part of the solution to ensuring rural kids and families are connected to the Supplemental Nutrition Assistance Program (SNAP) and other federal nutrition programs. Placer County has piloted a mobile-friendly online system that can be accessed via cellphone—so that internet access and long travel distances to county offices don't keep kids from getting the nutrition they need to learn, grow, and thrive.
- In August 2015, HHS announced a new demonstration project, *Rural Integration Models for Parents and Children to Thrive (IMPACT)* to help communities adopt a two-generation approach to addressing the needs of both vulnerable children and their parents, with the goal of increasing parents' employment and education and improving the health and well-being of their children and families.
 - Rural IMPACT is a 10-site demonstration project to help communities adopt a comprehensive, whole-family framework for addressing child poverty, including facilitating physical co-location of services, universal "no wrong door" intake, referral networks, shared measurement systems, and use of technology to deliver services.

7.4 Inclusive Local Sharing Economy¹⁶⁵

- The sharing economy (a system built around the sharing of resources) offers untapped potential to alleviate urban poverty by creating jobs and reducing costs for low-income families.
- Research argues that cities would be better served leveraging the sharing economy to create new opportunities for the urban poor, and are well positioned to do so.

¹⁶³ Building Neighborhood Capacity Program: https://www.bja.gov/Publications/BNCP_FactSheet.pdf

¹⁶⁴ National Association of Counties. *Rural Impact County Challenge: A National Effort to Combat Rural Child Poverty*. Retrieved from <http://www.naco.org/rural-impact-county-challenge-national-effort-combat-rural-child-poverty>

¹⁶⁵ Greene, S., McGinty, J. (2016). *What if Cities Could Create a Truly Inclusive Local Sharing Economy?* Urban Institute. Retrieved from <http://www.urban.org/research/publication/what-if-cities-could-create-truly-inclusive-local-sharing-economy>

- When we refer to the sharing economy we mean an economic system based on the sharing of underused assets or services, for free or for a fee, directly from individuals. This economy can be supported by online peer-to-peer platforms that bypass traditional middlemen. There are several terms that are often used interchangeably to refer to peer-to-peer–based sharing. When we refer to the sharing economy we mean an economic system based on the sharing of underused assets or services, for free or for a fee, directly from individuals. This economy can be supported by online peer-to-peer platforms that bypass traditional middlemen. There are several terms that are often used interchangeably to refer to peer-to-peer–based sharing of goods and services, including “collaborative consumption,” “peer economy,” and “on-demand economy.”¹⁶⁶
- The sharing economy can lead to more efficient use of resources, drive down costs of expensive assets, supplement incomes, and enhance social interaction. The sharing of goods and services is not new—informal sharing has long been a feature of urban life, particularly among the poor, immigrants and minority groups. But new technologies have formalized sharing, facilitating its monetization and allowing for strangers to engage in commercial sharing of underused goods and services through new marketplaces.
- As the sharing economy continues to expand and disrupt traditional business models across a broad range of industries—from transportation to financial services, from housing to home care—its benefits could accrue to the excluded groups that face the most stubborn barriers to participation in local economies.
- Harnessing the sharing economy to promote economic inclusion in cities cannot rely solely on either regulatory or technological fixes. Underlying inequalities in access to technology and credit, discrimination and distrust, and a host of other deep-rooted factors likely drive the imbalances we currently see in the sharing economy.
 - Recommendations include creating multi-stakeholder inclusive-sharing roundtables to map out the local sharing-economy landscape, commit to understanding and eliminating the structural barriers to participation, and proposing strategies to make the sharing economy work for everyone.

7.5 Financial Support and Strategies for Place-Conscious Efforts¹⁶⁷

- In terms of the resources that states can provide to support place-based efforts, it is useful to distinguish between seed funding, short-term funding, long-term funding and other funding to understand how to blend and braid various funding streams. Leaders can consider flexible approaches—including direct funding and helping communities secure external funding, such as:
 - *Seed funding to test pilot initiatives;*
 - *Glue funding to help close the gaps between disconnected funding streams;*

¹⁶⁶ Botsman, R. (2015). Defining The Sharing Economy: What Is Collaborative Consumption—And What Isn't?" *Co.Exist* (blog) *Fast Company*. Retrieved from <http://www.fastcoexist.com/3046119/defining-the-sharing-economy-what-is-collaborative-consumption-and-what-isnt>.

¹⁶⁷ Rood, S. & McGroder, S. (2017). *Promoting Place-Based Strategies to Address Poverty: Exploring the Governor's Role*. Washington, D.C.: National Governors Association. Retrieved from <https://www.nga.org/files/live/sites/NGA/files/pdf/2017/1701PlaceBasedStrategiesPoverty.pdf>

- *Short-term funding to scale up successful practices;*
- *Longer-term funding to create more sustainable solutions and, therefore, longer-term results; and*
- *Removing barriers to blending and braiding funding*
- Rood & McGroder (2017) highlight the following opportunities that governors can play with regard to place-conscious strategies:
 - Understanding the evolving roles and relationships of the institutional sectors involved in place-conscious efforts and promoting collaboration among them;
 - Creating an environment that allows communities to determine workable strategies and provides leadership models and mentoring for the local players;
 - Promoting collaboration across state agencies and helping to create shared measurement and performance monitoring systems; and
 - Applying flexible and strategic funding approaches as necessary.
- It generally takes local leaders, local funders and other partners seven to ten years to coalesce around place-based initiatives, so the focus must be on long-term results when designing evaluations and interpreting performance metrics.¹⁶⁸ The outcome measures will ideally address economic indicators that are longer-term outcome measures, such as wealth creation and poverty level changes, rather than shorter-term activity measures, such as the number of constituents served on a daily basis.
- *Examples of Creative Uses of Funding Collaboratives to Support Place-based Initiatives:*
 - When Illinois faced an affordable housing crisis in certain metropolitan Chicago communities in the early 2000s, local leaders and advocates pursued an array of tools to address the diverse needs of communities across the region. To support housing development priorities identified, the housing authorities created a flexible pool of operating subsidies to increase the affordability of new housing in regional priority areas, no matter the jurisdiction. This strategy recognized that the localities needing the financing did not necessarily have the local resources. The state provided critical support and leadership, updating its own scoring criteria to reward this innovation and adding flexibility by coordinating the timing of the application and review processes. Through the Illinois *Regional Housing Initiative (RHI)*, the state continues to support this strategy which is now managed by the Chicago Metropolitan Agency for Planning.¹⁶⁹
 - To support affordable housing in Boston, in March 2016 Mayor Martin Walsh announced \$28 million in funding awards to support the creation of affordable housing throughout Boston. The funding, which will preserve or produce 837 housing units, comes from \$21 million of federal and local resources awarded through the Department of Neighborhood Development (DND) and \$7 million of Linkage funds, awarded through Boston's Neighborhood Housing Trust. *The Whittier Choice*

¹⁶⁸ This was the consensus among participants at the 2015 National Governors Association Experts Roundtable.

¹⁶⁹ Ibid.; Based on its success, the RHI strategy, focused on state and local policy goals, was expanded with support from the U.S. Department of Housing and Urban Development from 2011 through 2014. For further details on RHI, see <http://www.cmap.illinois.gov/livability/housing/rhi>

Neighborhoods initiative (CNI) is a collaboration between Preservation of Affordable Housing (POAH), Madison Park Development Corporation and the Boston Housing Authority, to redevelop the Whittier Street Apartments site in Roxbury. The Whittier Choice Neighborhoods initiative proposes to fully redevelop the site (currently home to 200 public housing families) and rebuild over 350 units of mixed-income housing, and commercial space. The new funding will leverage more than \$323 million dollars of public and private investment in the neighborhoods, and will help to create an estimated 500 construction jobs. These developments will also create 125 units for homeless or extremely low-income families.¹⁷⁰

- Michigan's *MIplace* strategy is designed so that when a locality submits a funding application to the state, if multiple state agency criteria align within that application, then the location is prioritized for funding. For example, state affordable housing programs achieve the optimal return on the state's investment by being co-located locally with other state-funded physical capital such as transportation infrastructure. This approach also has the added benefit of incentivizing grassroots decision-making and coordinating broad state planning priorities.¹⁷¹

¹⁷⁰ Whittier Street Apartments: <http://www.poah.org/property/massachusetts/whittier-street-apartments>

¹⁷¹ MIplace <http://www.miplace.org>

8 Additional Resources¹⁷²

- **National Poverty Research Centers**

- *Institute for Research on Poverty (IRP) at the University of Wisconsin-Madison*
<http://www.irk.wisc.edu/index.htm>
- *Center for Poverty Research at the University of California, Davis*
<http://poverty.ucdavis.edu/>
- *Stanford Center on Poverty and Inequality at Stanford University*
<http://inequality.stanford.edu/>

Aber, L., Morris, P., & Raver, C. (2012). Children, families and poverty: Definitions, trends, emerging science and implications for policy. *Social Policy Report a Publication of the Society for Research in Child Development*, 26(3).

American Psychological Association. (n.d.) *Children, youth and families & socioeconomic status*. Retrieved from <http://www.apa.org/pi/ses/resources/publications/factsheet-cyf.aspx>

Ascend at the Aspen Institute. (2014). Two Generations. *One Future: An Anthology from the Ascend Fellowship*. Available from: <http://ascend.aspeninstitute.org/pages/ascend-fellowship-anthology>

Center for High Impact Philanthropy. (2014). *Two generation lens: Helping children by helping families*. Retrieved from www.impact.upenn.edu

Duncan, G & Magnuson, K. (2011). The long reach of early childhood poverty. *Pathways, Winter*. Retrieved from https://web.stanford.edu/group/scspi/_media/pdf/pathways/winter_2011/PathwaysWinter11_Duncan.pdf

Haskins, R., Garfinkel, I. & McLanahan, S. *Introduction: Helping Parents, Helping Children: Two-Generation Mechanisms*, 24(1), Spring. Retrieved from http://futureofchildren.org/publications/journals/journal_details/index.xml?journalid=81

National Low Income Housing Coalition. (2014, August). The affordable rental housing gap persists. *Housing Spotlight*, 4(1). Retrieved from <http://nlihc.org/article/housing-spotlight-volume-4-issue-1>

Schmit, S., Matthews, H. & Golden, O. (2014). *Thriving children, successful parents: A two-generation approach to policy*. Retrieved from <http://www.clasp.org/resources-and-publications/thriving-childrensuccessful-parents-a-two-generation-approach-to-policy>

The National Center for Children in Poverty. (2015). *Basic Facts about Low Income Children*. Available from: http://www.nccp.org/publications/pub_1099.html

¹⁷² These do not include the references included in report's footnotes.

9 Appendices

Appendix A: Evidence-Based Policies, Procedures and Programs to Meet State of Utah’s Intergenerational Welfare Reform Commission Goals¹⁷³

I. Early Childhood Development

POLICY, PROGRAM OR PROCEDURE	PURPOSE	EXPECTED OUTCOME
Supporting Healthy Development of Young Children		
Home Visitation Expansion	Expands access to evidence-based home visitation programs to identified rural counties and target populations impacted by intergenerational poverty	Improve parenting skills, which promote healthy child development, and parent outcomes, which lead to self-reliance
Job-Search Child Care	Allows continuing participation in child care programs among families covered by child care subsidies for up to 60 days upon a job loss	Support the development of healthy relationships between young children and caregivers by providing continuity of care despite the disruptions in employment that may make parents ineligible for child care
Increased Access to High-Quality Preschool		
Intergenerational Poverty Scholarships	Awards scholarships to 4-year-old children experiencing intergenerational poverty to attend high-quality preschool	Increase kindergarten readiness for children experiencing intergenerational poverty
High-Quality School Readiness Grants	Funds grants to public and private preschool programs to improve program quality through adherence to the preschool quality criteria established in Utah Code §53A-1b-105	Increase the number of high-quality preschool programs serving low-income children throughout the state
High-Quality School Readiness Expansion Grants	Funds grants to high-quality public and private preschool programs to expand the capacity of the programs to serve a greater number of low-income 4-year-olds	Increase kindergarten readiness among low-income children
Professional Development of Early Childhood Educators		
Teacher Education Assistance for College and Higher Education (T.E.A.C.H.) Program	Provides 30 grants to child care directors, caregivers and teachers to obtain associate's degrees in early childhood education if they commit to work in communities serving low-income children	Increase the educational attainment of child care workers to ensure child care program quality continues to improve
Child Development Associate Credential	Provides funding for at least 300 scholarships to individuals pursuing or continuing employment in early childhood programs	Increase the educational attainment of child care workers to ensure child care program quality continues to improve

¹⁷³ Utah Intergenerational Welfare Reform Commission. (2016). *Utah’s Fifth Annual Report on Intergenerational Poverty, Welfare Dependency and the Use of Public Assistance*. Retrieved from <http://jobs.utah.gov/edo/intergenerational/igp16.pdf> ;

II. Education

POLICY, PROGRAM OR PROCEDURE	PURPOSE	EXPECTED OUTCOME
Improving Educational Outcomes		
Partnerships for Student Success	Establishes a grant program to evaluate whether establishing community schools in low-performing school districts supports improvements in academic outcomes for children living at or below 185% FPL	Improve educational outcomes for low-income students through the formation of cross-sector partnerships that use data to align and improve efforts focused on student success
Intergenerational Poverty Interventions in Schools	Provides grants to public and private afterschool programs to provide additional academic support and other life skills to children at risk of remaining in poverty as adults	Improve educational outcomes through participation in high-quality afterschool programs
Monthly Education Court Report	Ensures that the juvenile court bench is provided with regular updates on the educational outcomes of children engaged in the juvenile court system	Improve educational outcomes for children engaged in the juvenile court system

III. Family Economic Stability

POLICY, PROGRAM OR PROCEDURE	PURPOSE	EXPECTED OUTCOME
Addressing Basic Needs of Families		
Evidence-Based Homeless Support Services	Releases grants through TANF to implement evidence-based supportive service programs for families experiencing homelessness	
Year-Round Funding for Midvale Family Shelter	Appropriates additional funding to ensure The Road Home's Midvale Family Shelter operates year-round and not only in winter	Provide stability for families with young children while they require emergency shelter services
Increasing Job Skills		
Strategic Workforce Investments	Provides grants to partnerships among school districts, post-secondary education and businesses to develop stackable credential programs in high-demand technical jobs	Increase job training and employment of individuals within high-demand industry clusters
Utah Cluster Acceleration Partnership	Provides funding to post-secondary educational institutions to develop, implement or enhance educational programs responsive to regional and statewide industry needs, as well as provides funding to schools to implement or enhance career pathway programs and connections to post-secondary institutions	Strengthen collaboration between education, industry and economic development to better respond to the needs of regional and statewide designated clusters
Salt Lake Community College (SLCC Promise)	Helps eligible, full-time students at Salt Lake Community College pay for their education by covering the cost of tuition	Remove economic barriers and provide a pathway for SLCC students to complete degrees

*SACHS Review of the Research: Innovative Approaches to Reducing Poverty
February 2017*

POLICY, PROGRAM OR PROCEDURE	PURPOSE	EXPECTED OUTCOME
	and fees when federal grants fall short	
Removing Barriers to Employment		
Job-Search Child Care	Provides 60 days of ongoing child care upon a job loss, allowing the parent to engage in job-search activities	Help the parent return to full employment before the benefit ends
Reducing Cliff Effect for Child Care	Increases child care subsidy copayments slowly as income increases	Remove disincentives for parents to receive additional income, thereby encouraging ongoing employment
Upfront Child Care	Approves eligibility for child care quickly and efficiently	Establish child care subsidies to allow a parent to access child care and accept employment opportunities
Two-Generation Approaches to Case Management	Assesses and addresses the needs of the entire family and removes barriers to employment	Help parents obtain and maintain employment by addressing the needs of the entire family and removing barriers

V. Health

POLICY, PROGRAM OR PROCEDURE	PURPOSE	EXPECTED OUTCOME
Health Access		
Limited Medicaid Expansion	Expands Medicaid to include income eligibility levels up to 60% FPL, bringing in parents with children, chronically homeless, people with mental illness and substance-abuse disorders, and those involved in the criminal justice system	Provide specified populations with access to medical care so they receive preventive care and promptly treat health conditions. As many as 3,000–4,000 adults with children may be eligible for Medicaid.
School-Based Behavioral Health (SBBH) Program	Expands access to the SBBH program in schools with high rates of children experiencing intergenerational poverty	Improve behavioral health conditions among Utah students at risk of remaining in poverty, which will improve school behavior and educational outcomes