



# TANF Findings for Washington State

## *Risks and Outcomes for Adults and Children*

Prepared for

**Legislative-Executive WorkFirst Oversight Task Force**

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## PART 1

# Adults on TANF in Washington State

## *Risks and Outcomes for Leavers, Cyclers and Stayers*

SELECTED FROM RDA REPORT NUMBER 11.158  
Available electronically at: <http://www.dshs.wa.gov/rda/>



# Analyses to support discussions for TANF redesign

## Study Questions

### PART 1

**How do adult leavers, cyclers and stayers differ based on information available in the DSHS Integrated Client Database:**

- Individual and family demographics?
- Employment and wage progression?
- Physical health and behavioral risk factors that pose barriers to work?
- Homelessness, involvement with Children's Administration, and involvement with the criminal justice system?

### PART 2

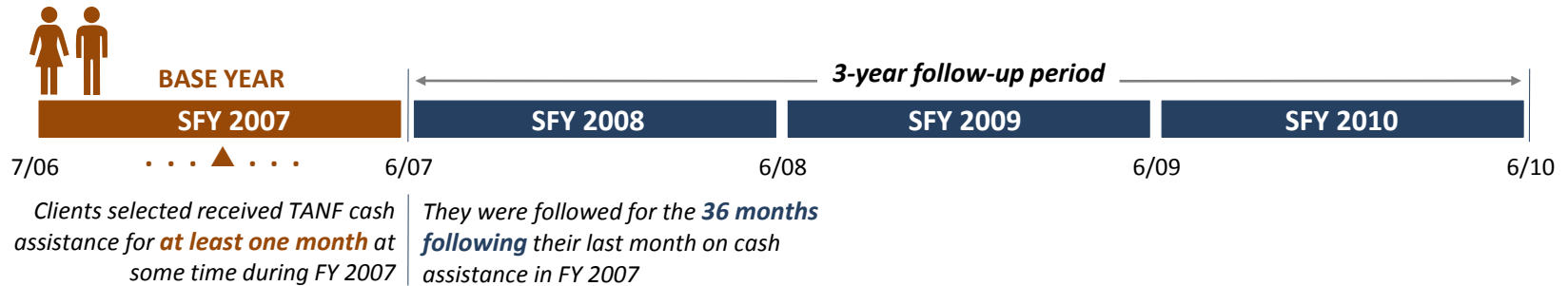
**How do children on child-only cases compare to other children on TANF in terms of:**

- Individual and family characteristics?
- Health and safety risk indicators for the child?
- Multi-system involvement for the child and for the family?



# A look at adult TANF clients who leave, cycle, or stay

## Study period:

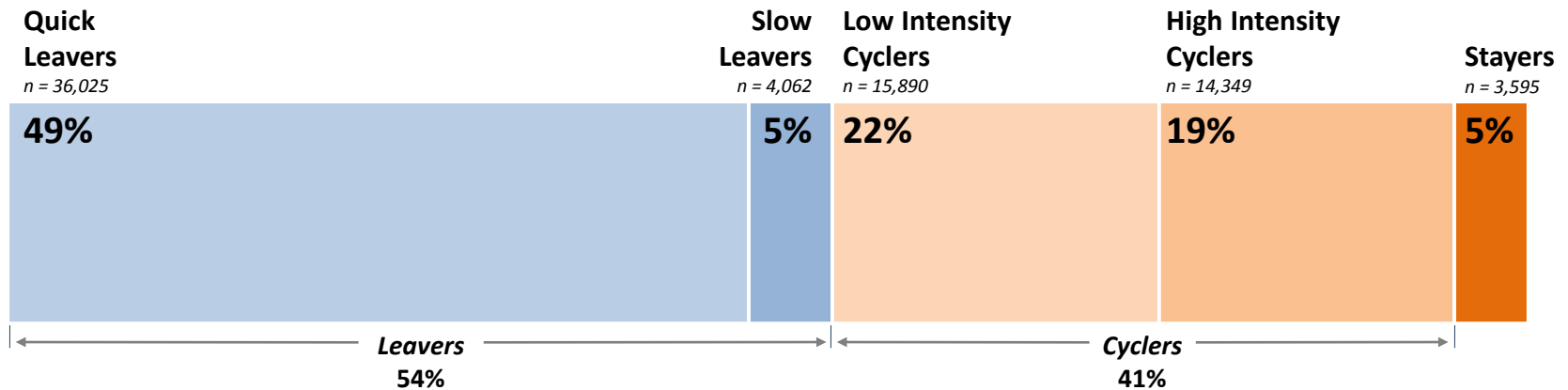


## Five types of adult TANF clients:

- ❶ **Quick leavers:** Left within 1 year of their last month on TANF in FY 2007 and did not return
- ❷ **Slow leavers:** Took more than 1 year to leave following their last month on TANF in FY 2007 and did not return
- ❸ **Low intensity cyclers:** Left and returned at least once, with no more than 12 months on TANF over the 36 month follow-up
- ❹ **High intensity cyclers:** Left and returned at least once, with more than 12 months on TANF over the 36 month follow-up
- ❺ **Stayers:** Continued on the caseload with no break longer than 1 month

# Distribution of leavers, cyclers, stayers

SFY 2007 • TOTAL POPULATION = 73,921

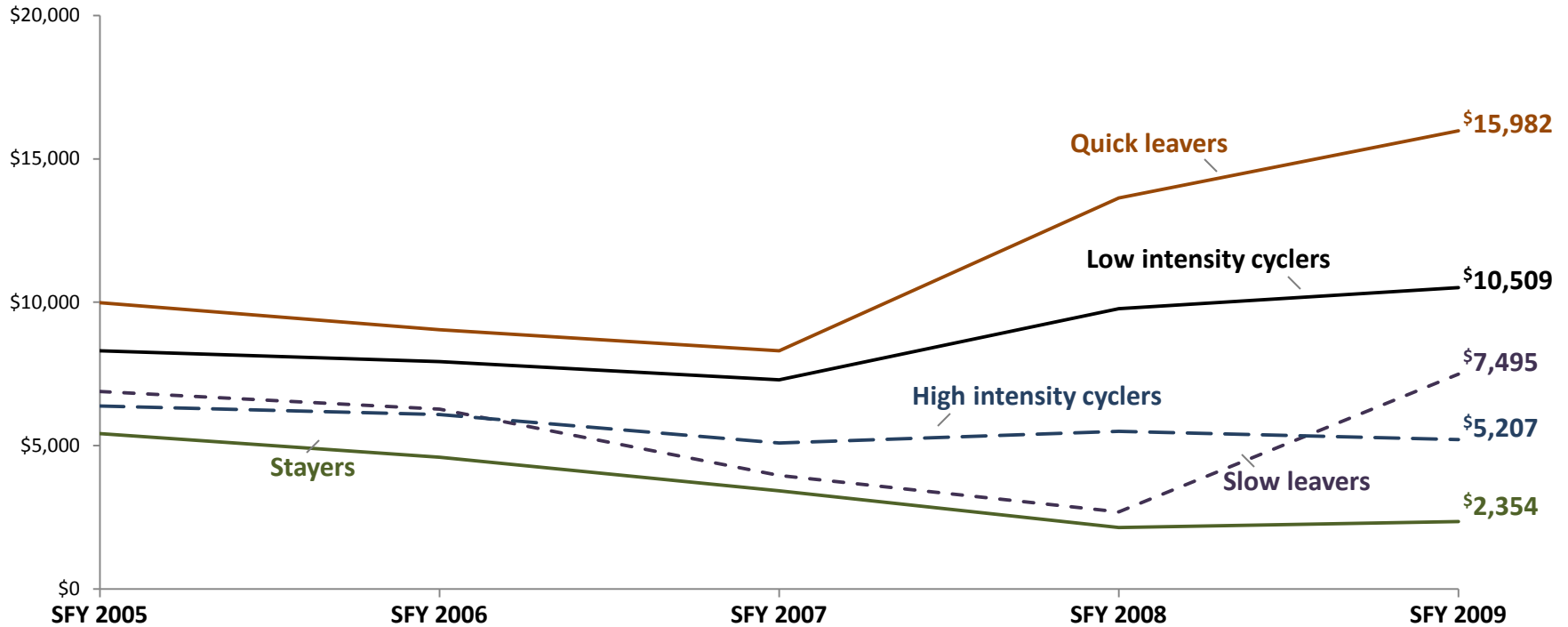


## Highlights:

- 1 Quick Leavers represent half of the population of FY 2007 adult TANF recipients, even though the follow-up period includes the most severe economic downturn since the Great Depression
- 2 Only 5 percent of FY 2007 adult TANF recipients stayed persistently on TANF through FY 2010
- 3 More than half of cyclers were in the low-intensity group that spent no more than 12 months on TANF in the 36 month follow-up period

# Average earnings for those who work

## AVERAGE ANNUAL EMPLOYMENT SECURITY DEPARTMENT REPORTED EARNINGS AMONG CLIENTS WITH EARNINGS

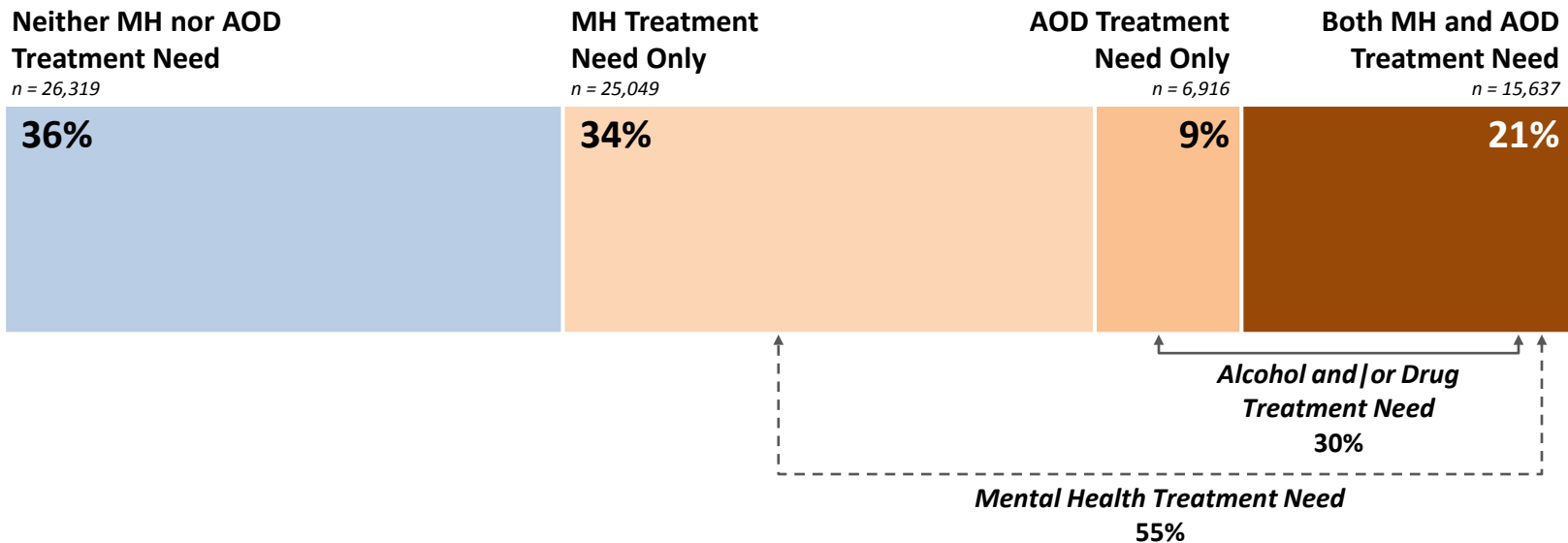


For employed clients only	Leaver, quick	Leaver, slow	Cycler, low intensity	Cycler, high intensity	Stayers
Mean earnings recorded in ESD wage database in SFY 2005	\$9,985	\$6,889	\$8,309	\$6,385	\$5,423
... in SFY 2006	\$9,037	\$6,276	\$7,932	\$6,080	\$4,597
... in SFY 2007	\$8,305	\$3,960	\$7,296	\$5,092	\$3,426
... in SFY 2008	\$13,633	\$2,692	\$9,780	\$5,502	\$2,139
... in SFY 2009	\$15,982	\$7,495	\$10,509	\$5,207	\$2,354



# Alternate prism: Grouping clients based on behavioral health risks

IDENTIFIED USING POOLED FY 2005 TO FY 2009 RISK INDICATORS



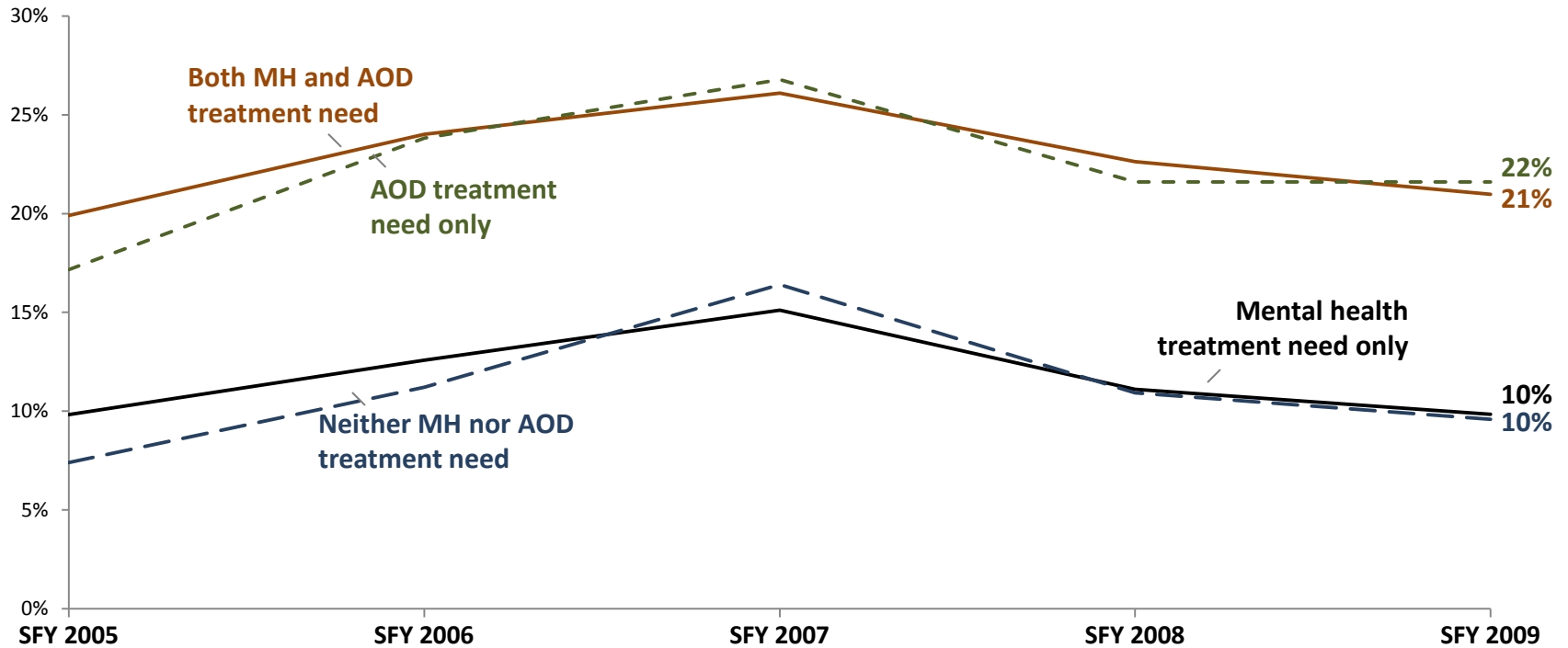
## Highlights:

- ❶ 30 percent of clients have an identified alcohol/drug treatment need at some time over the FY 2005 to FY 2009 time period
- ❷ 55 percent of clients have an identified mental health need at some time over the period
- ❸ 21 percent have both alcohol/drug and mental health needs identified over the period



# Homelessness: Alcohol/drug problems are the key driver

PERCENT WITH SPELL OF HOMELESSNESS IN FISCAL YEAR BASED ON ACES LIVING ARRANGEMENT CODES



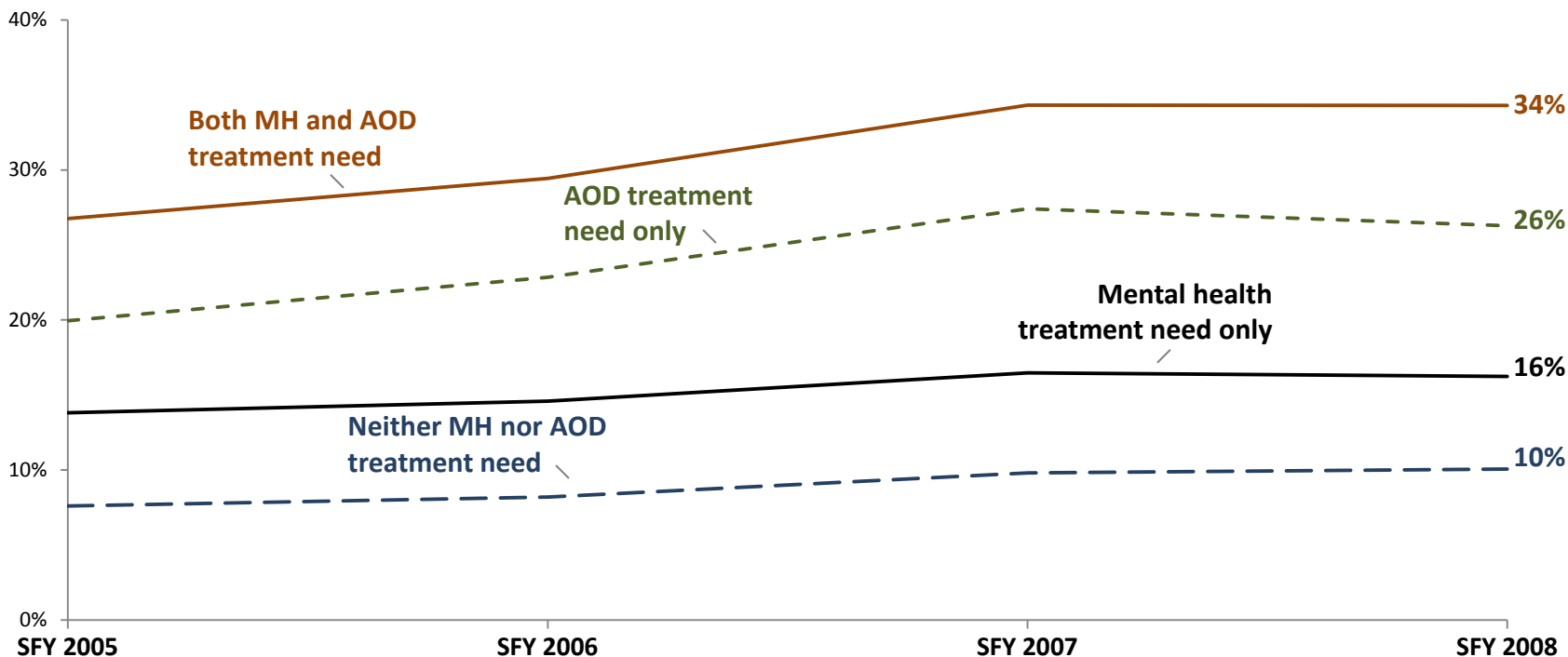
Living Arrangement (Homeless or in Shelter)	Neither MH nor AOD Treatment Need <i>n = 26,319</i>	MH Treatment Need Only <i>n = 25,049</i>	AOD Treatment Need Only <i>n = 6,916</i>	Both MH and AOD Treatment Need <i>n = 15,637</i>
Any spell of homelessness in SFY 2005	7%	10%	17%	20%
... in SFY 2006	11%	13%	24%	24%
... in SFY 2007	16%	15%	27%	26%
... in SFY 2008	11%	11%	22%	23%
... in SFY 2009	10%	10%	22%	21%





# Children's Administration: Behavioral health problems are key drivers

## PERCENT RECEIVING CHILDREN'S ADMINISTRATION SERVICES IN FISCAL YEAR

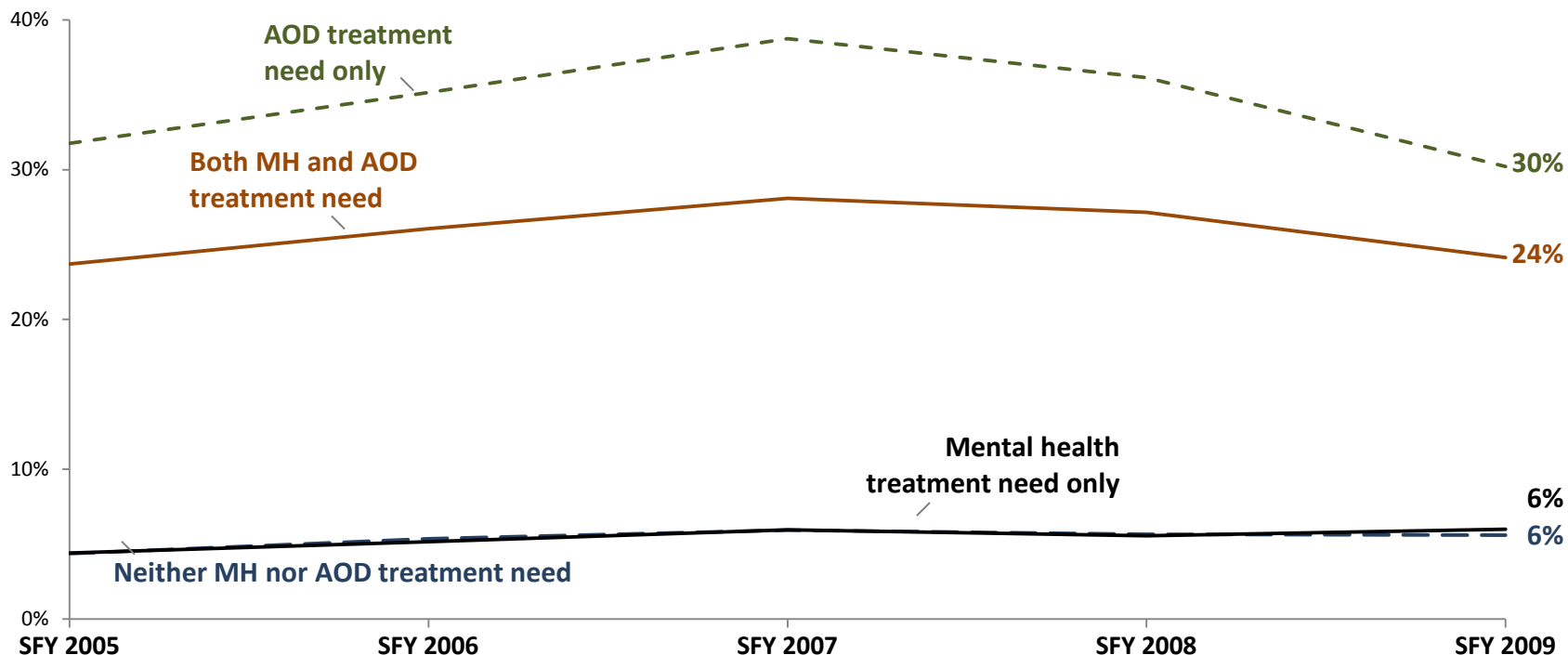


Children's Administration Service Utilization	Neither MH nor AOD Treatment Need <i>n</i> = 26,319	MH Treatment Need Only <i>n</i> = 25,049	AOD Treatment Need Only <i>n</i> = 6,916	Both MH and AOD Treatment Need <i>n</i> = 15,637
Received Children's Admin services in SFY 2005	8%	14%	20%	27%
... in SFY 2006	8%	15%	23%	29%
... in SFY 2007	10%	16%	27%	34%
... in SFY 2008	10%	16%	26%	34%



# Criminal justice involvement: Alcohol/drug problems are the key driver

PERCENT WITH ARREST RECORDED IN WASHINGTON STATE PATROL DATABASE BY FISCAL YEAR



Identified in Washington State Patrol database	Neither MH nor AOD Treatment Need <i>n = 26,319</i>	MH Treatment Need Only <i>n = 25,049</i>	AOD Treatment Need Only <i>n = 6,916</i>	Both MH and AOD Treatment Need <i>n = 15,637</i>
Arrested in SFY 2005	4%	4%	32%	24%
... in SFY 2006	5%	5%	35%	26%
... in SFY 2007	6%	6%	39%	28%
... in SFY 2008	6%	6%	36%	27%
... in SFY 2009	6%	6%	30%	24%



# Outcomes

## Homelessness

- All groups show a decline in the likelihood of a spell of homelessness from FY 2007 to 2009
- Cyclers are more likely to have experienced homelessness in the FY 2008 to FY 2009 time period
- Alcohol/drug problems are a key determinant of whether a TANF adult experiences a spell of homelessness
  - Persons with alcohol/drug problems are about *twice as likely* as persons without alcohol/drug problems to experience a spell of homelessness in a given fiscal year
- Mental health needs alone, in the absence of co-occurring alcohol/drug problems, are not associated with a significant increase in the risk of homelessness among adult TANF recipients



# Outcomes

## Use of child welfare services

- **High-intensity cyclers and stayers tend to be slightly more involved with Children's Administration relative to the other groups**
- **Behavioral health factors are a key determinant of whether a family is involved with Children's Administration**
  - Alcohol/drug problems have about twice the impact on risk of involvement with Children's Administration services, relative to the presence of mental health risk
- **Individuals with co-occurring mental illness and substance abuse problems are more than three times as likely to be involved with Children's Administration in a given year, relative to those for whom neither problem has been identified**

## Criminal justice involvement

- **Cyclers are more likely to get arrested in a given fiscal year than leavers or stayers**
  - For some clients, incarceration may be the cause of the break in TANF enrollment
- **Alcohol/drug problems are the key driver of arrest risk**
- **Mental health needs are not associated with increased risk of arrest**
  - Clients with co-occurring disorders are actually less likely to be arrested than clients with alcohol/drug problems alone





## PART 2

# Children on TANF in Washington State

## *The Well-Being of Children and Caregivers*

SELECTED FROM RDA REPORT NUMBER 11.159  
Available electronically at: <http://www.dshs.wa.gov/rda/>



# Analyses to support discussions for TANF redesign

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### PART 2

**How do children on child-only cases compare to other children on TANF in terms of:**

- Individual and family characteristics?
- Health and safety risk indicators for the child?
- Multi-system involvement for the child and for the family?



# A look at children on child-only TANF cases

## Study period:



## Five types of child-only TANF clients:

- ① **Kinship:** Child-only cases in which the head of household is a relative caregiver of the child
- ② **Legal Guardian:** Child-only cases in which the child is living with a legal guardian
- ③ **Disabled Parent:** Child-only cases in which the head of household is a disabled parent
- ④ **Undocumented Parent:** Child-only cases in which the head of household is an undocumented immigrant
- ⑤ **Disqualified:** Disqualified parents have been prohibited from receiving TANF benefits under federal law because of fleeing a felony conviction, a probation or parole violation, or fraudulent receipt of public assistance.

## In this analysis . . .

- ▶ **“All other TANF children”** refers to children receiving TANF because a parent with whom they live is a TANF recipient

# Why the interest in children on child-only TANF cases?

- Child-only cases make up roughly 40 percent of the overall TANF caseload
- As shown below, for the June 2007 cohort of TANF children the median length of stay on TANF from July 2007 to June 2009 tends to be much higher for child-only cases
- Children with disabled parents or kinship caregivers have the highest length of stay
- Although they tend to spend more time on TANF, child-only cases may never meet with a DSHS case manager—by contrast, other TANF cases typically meet with case managers on a frequent basis

TANF CHILDREN	Child-Only Cases					Others
Months on TANF, July 2007 to June 2009	Kinship <i>n = 14,244</i>	Legal Guardian <i>n = 1,013</i>	Disabled Parent <i>n = 7,415</i>	Undocumented Parent <i>n = 9,372</i>	Disqualified <i>n = 269</i>	All Other TANF Children <i>50,528</i>
Mean number of months	18	15	18	16	15	13
Median number of months	24	18	24	19	17	12



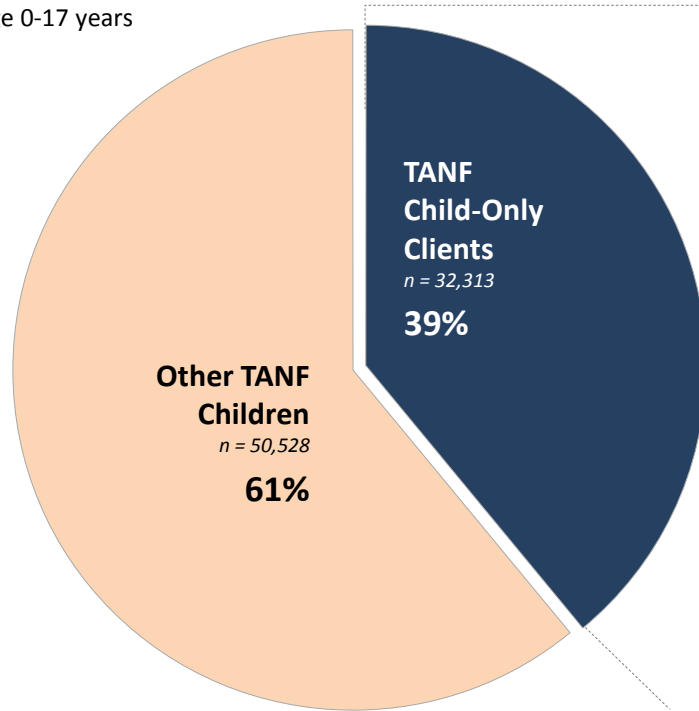


# Children receiving Temporary Assistance for Needy Families

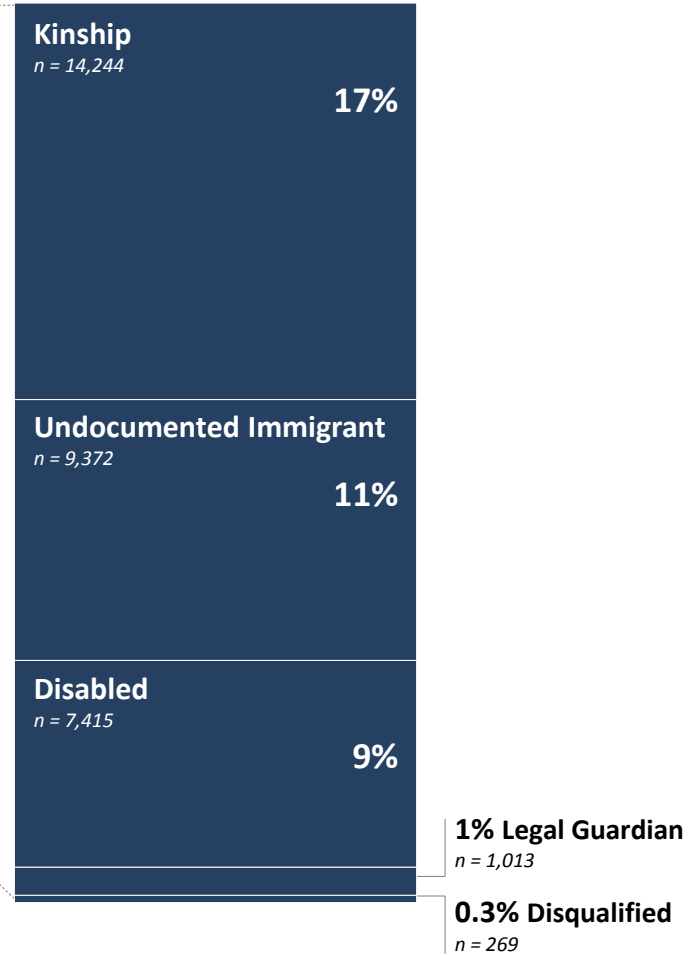
JUNE 2007 • TOTAL POPULATION = 82,841

## All TANF children

Age 0-17 years

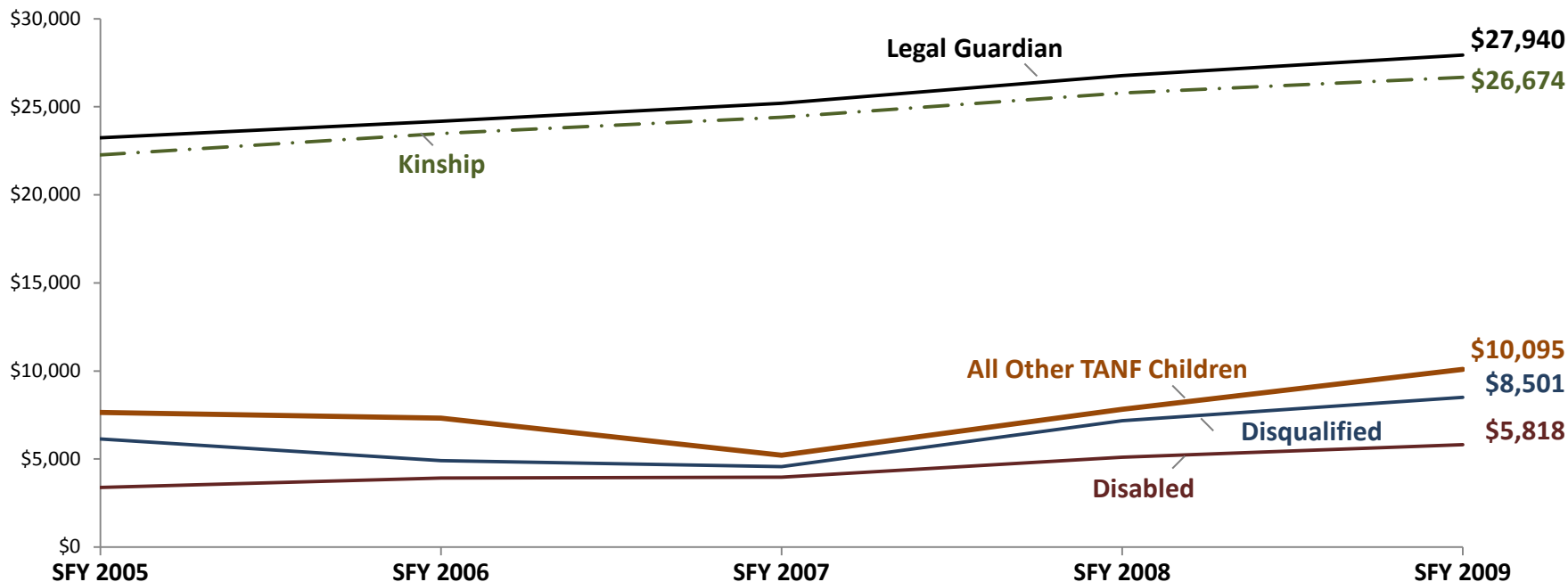


## Child-Only cases



# Average annual earnings among heads of household with earnings

## EMPLOYMENT SECURITY DEPARTMENT UNEMPLOYMENT INSURANCE WAGE DATA



TANF CHILDREN	Child-Only Cases					Others
	Kinship	Legal Guardian	Disabled Parent	Undocumented Parent	Disqualified	All Other TANF Children
Household head's earnings/year among those employed in each SFY						
Reported in ESD UI wage file ... in SFY 2005	\$22,275	\$23,247	\$3,390	n/a	\$6,132	\$7,649
... in SFY 2006	\$23,478	\$24,187	\$3,920	n/a	\$4,915	\$7,326
... in SFY 2007	\$24,412	\$25,198	\$3,965	n/a	\$4,569	\$5,222
... in SFY 2008	\$25,785	\$26,775	\$5,101	n/a	\$7,167	\$7,825
... in SFY 2009	\$26,674	\$27,940	\$5,818	n/a	\$8,501	\$10,095



# Key findings: Financial well-being of heads of household

## Employment

- Approximately two-thirds of legal guardians were employed over the five years from SFY 2005-09 —they had the highest employment rates of any group
- About half of kinship caregivers and other TANF household heads were employed in each year

## Earnings

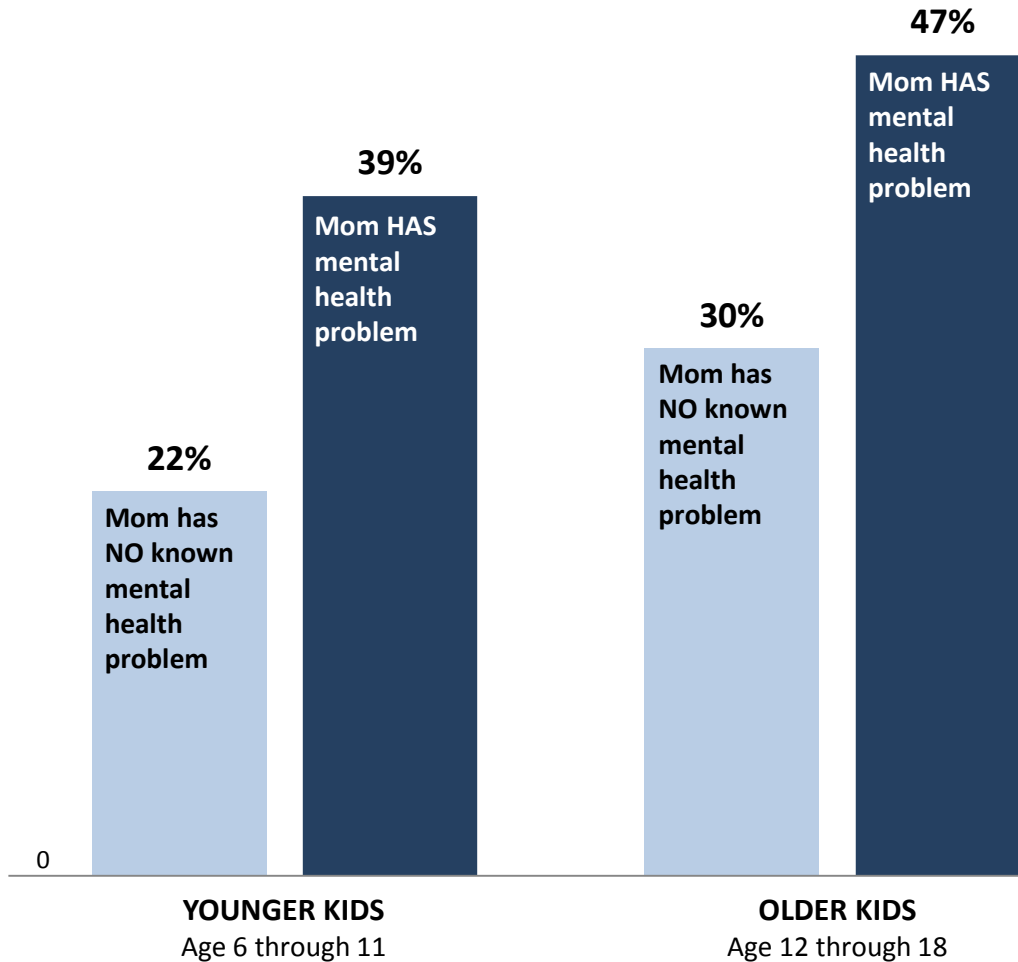
- Among the subset of those employed, kinship and legal guardian household heads had the highest recorded earnings
- Heads of households in disabled parent and other TANF cases have considerably lower earnings than the other groups—this is not surprising given that participation in TANF and SSI have income eligibility limits



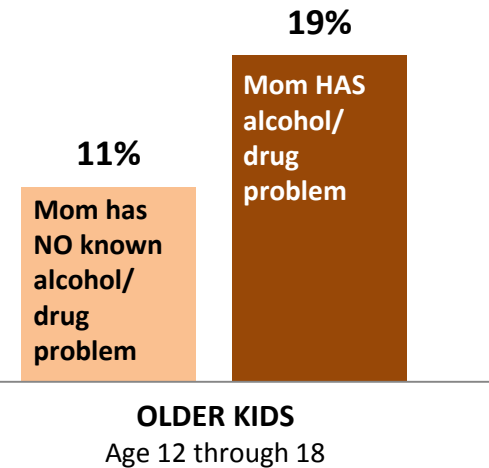
# Maternal behavioral health risk increases child's risk

— Children whose moms have behavioral health problems are more likely to have them as well —

## Percent of Children with Mental Health Need



## Percent of Children with Alcohol/Drug Treatment Need



# Child abuse and neglect increase child behavioral health risks

	TANF CHILDREN					
	Children Ages 0-5*		Children Ages 6-11		Children Ages 12-18	
Risk Indicators (SFY 2005-09)	CPS Investigation	NO CPS Investigation	CPS Investigation	NO CPS Investigation	CPS Investigation	NO CPS Investigation
Overall mental health need flag	18%	8%	42%	24%	52%	32%
<b>Mental Health Diagnosis</b>						
ADHD	7%	3%	15%	8%	15%	7%
Adjustment disorder	4%	1%	11%	5%	12%	6%
Anxiety disorder	8%	3%	18%	9%	23%	12%
Bipolar/mania disorder	1%	0%	4%	2%	8%	4%
Depression	1%	0%	9%	4%	26%	14%
<b>Alcohol and/or Drug Treatment Need</b>						
Yes	5%	2%	1%	1%	20%	11%
<b>Medical service encounters to treat injury</b>						
Cumulative average, FY 2005 – FY 2009	2.9	1.9	3.3	2.3	5.0	3.6

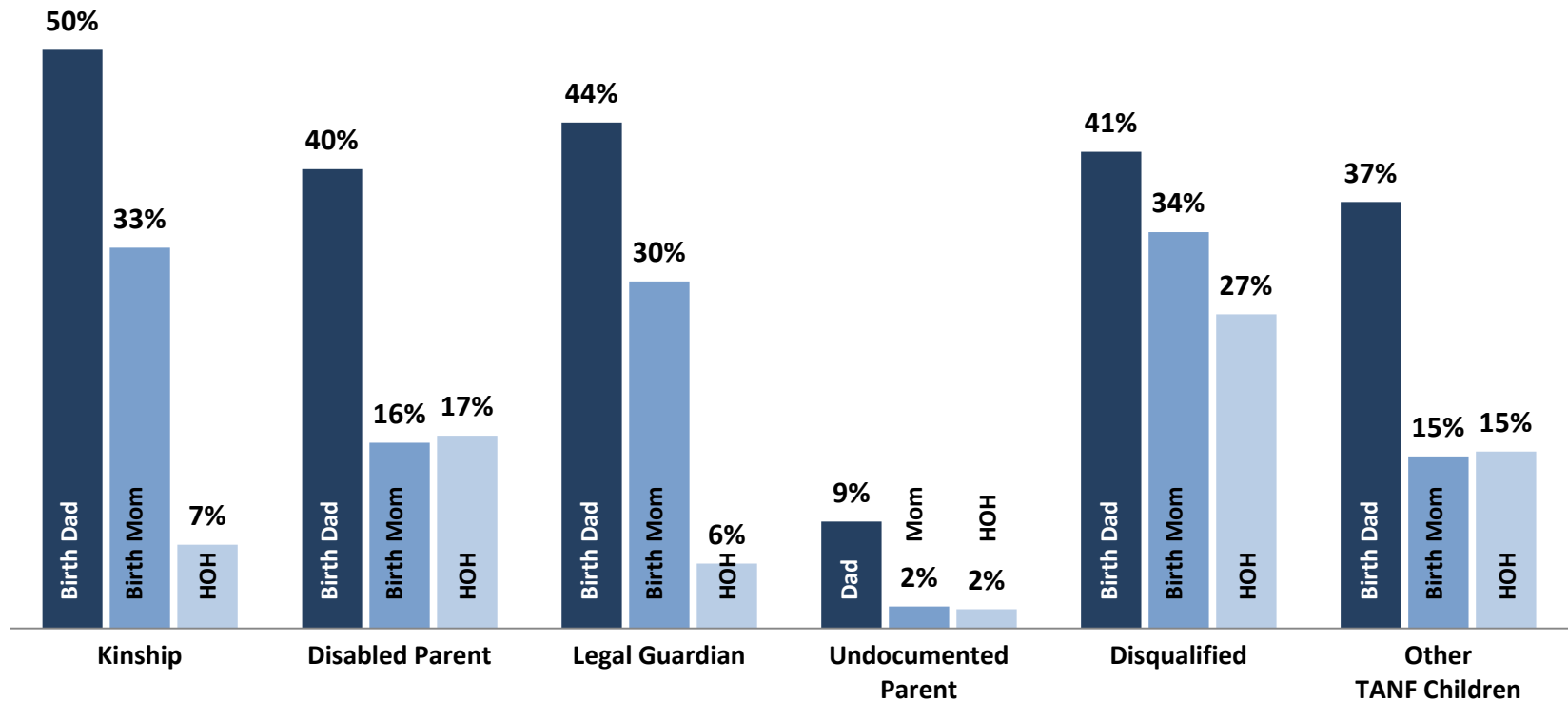
\*Children ages 0-5 with identified need for alcohol and/or drug treatment are most likely substance exposed infants.



# Children with parents ever incarcerated in a DOC facility

WASHINGTON STATE DEPARTMENT OF CORRECTIONS STAYS FROM 1984 TO 2010

- Undocumented parents of children in child-only cases are least likely to have been incarcerated in a DOC facility
- Birth dads have the highest incarceration rate
- Birth moms of children in kinship, legal guardian and disqualified child-only cases are most likely to have a history of incarceration



# Parental incarceration is linked to increased child behavioral health risks

	TANF CHILDREN					
	Children Ages 0-5*		Children Ages 6-11		Children Ages 12-18	
Risk Indicators (SFY 2005-09)	Parent/HOH incarcerated in DOC	Parent/HOH never incarcerated	Parent/HOH incarcerated in DOC	Parent/HOH never incarcerated	Parent/HOH incarcerated in DOC	Parent/HOH never incarcerated
Overall mental health need flag	14%	9%	37%	27%	45%	35%
<b>Mental Health Diagnosis</b>						
ADHD	6%	4%	13%	9%	13%	8%
Adjustment disorder	3%	1%	9%	6%	10%	7%
Anxiety disorder	6%	4%	15%	10%	18%	13%
Bipolar/mania disorder	1%	0%	3%	2%	6%	4%
Depression	1%	0%	7%	5%	21%	16%
<b>Alcohol and/or Drug Treatment Need</b>						
Yes	5%	2%	1%	1%	18%	11%
<b>Medical service encounters to treat injury</b>						
Cumulative average, FY 2005 – FY 2009	2.6	2.0	3.0	2.4	4.7	3.6

\*Children ages 0-5 with identified need for alcohol and/or drug treatment are most likely substance exposed infants.



# Discussion

- **Children in kinship and legal guardian cases** tend to experience relatively favorable economic circumstances, compared to other TANF children
  - However, they are more likely to have experienced child abuse or neglect, to have a parent who has been incarcerated, and to have behavioral health problems
- **Children of undocumented parents** tend to experience relatively favorable circumstances compared to other TANF children, including low rates of child welfare involvement, behavioral health needs, and homelessness
- **Children of disqualified parents** have relatively high parental risk factors, including substance abuse, involvement in CPS and history of incarceration
  - These children are also more likely to be homeless, experience rising rates of treatment for injuries, and have high rates of ED use
- **TANF children with disabled parents** are relatively disadvantaged and these cases may warrant closer attention:
  - Disabled parents have rates of substance abuse that are similar to the typical TANF head of household, but they engage in substance abuse treatment at a much lower rate—this may be in part due to less frequent case management interaction
  - The typical disabled parent spent 40 months on TANF prior to qualifying for disability—there may be opportunities to improve behavioral and physical health care for parents while they are on TANF to slow the progression of chronic disease conditions that result in disability

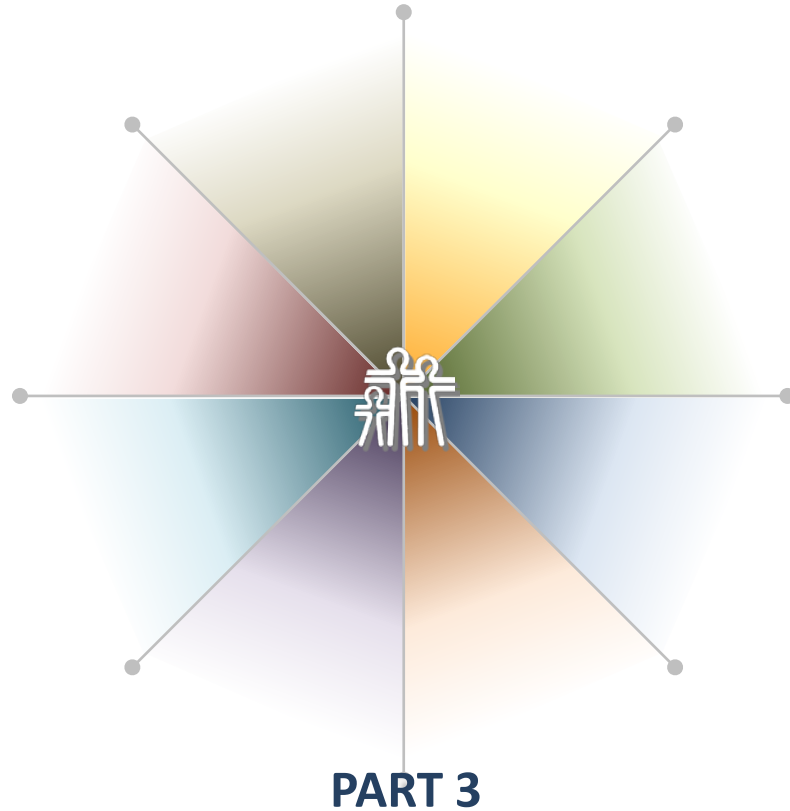




# Discussion

- **Children on TANF experience higher rates of mental illness and substance abuse if:**
  - They've been part of a CPS investigation for abuse or neglect
  - A parent or caregiver has mental illness or substance abuse themselves
  - A parent or caregiver has ever been incarcerated
  
- **Children on TANF are at greater risk of living with non-parental caregivers if:**
  - The child or a birth parent have been part of a CPS investigation
  - A birth parent has an alcohol/drug problem
  - A birth parent has experienced homelessness or been incarcerated





# Predictive Modeling of Quick Exits from TANF to Stable Employment

*A Web-Based Predictive Modeling Tool for WorkFirst Caseworkers*



# Predicting quick exits to persistent employment

## 1. The problem

- Clients who exit TANF quickly have different attributes, strengths, and risk factors than those who cycle or stay
- Caseworkers have a limited amount of time to assess clients' strengths and risk factors that might impact their employability
- Clients don't always reveal important information to their caseworkers
- A "one size fits all" approach to case management doesn't work for many clients, but caseworkers often lack the information they need to connect clients to the right mix of services and activities

## 2. The question

- Based on information that could be accessed at intake from available administrative data and an intake assessment, how accurately can we identify (1) clients who are likely to exit quickly to employment with only minimal supportive intervention (e.g., job search) and (2) clients who are likely to need more intensive support and case management in order to succeed?



# PRISM for TANF (P4T) project: SFY 2012 and beyond

- **What is PRISM for TANF (P4T)?**

- A web-based predictive modeling tool that will leverage data from multiple sources to predict WorkFirst client's "employability" and flag potential barriers to work
- P4T will give ESA caseworkers a powerful tool to obtain supplemental information needed to provide tailored case management and to engage clients in the right activities at the right time

- **SFY 2012 Activities**

- Establish necessary data sharing agreements
- Design and build hardware and software architecture to support secure web application to be delivered through DIS Secure Access Washington
- Make prototype application available for pilot testing by June 30th 2012

- **SFY 2013 and beyond**

- Identify funding for SFY 2013-15
- Train CSO staff in pilot sites to use the P4T application
- Maintain and refine application with feedback from staff
- If piloting is successful, implement state rollout to all CSOs statewide in SFY 2014 and 2015



# Measurement dimensions for predictive modeling

