



Washington State
Department of Social
& Health Services

Transforming lives



WASHINGTON STATE BASIC INCOME FEASIBILITY STUDY

A DSHS Report to the Legislature
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Contact:

Lori Pfingst, Senior Director
DSHS | Office of the Secretary
lori.pfingst@dshs.wa.gov

ACKNOWLEDGEMENTS

STEERING COMMITTEE

Vania Beard • **Stephaine Courtney** • **Bryan Dunncan & Ganesha Gold Buffalo** (Lavender Rights Project) • **Matthew Farley** • **Damon Grady** • **Shawna Hawk** (Media Island International) • **Victoria Hilt & Shereese Rhodes** (Poverty Reduction Work Group) • **Carmen Pacheco-Jones** (Health & Justice Recovery Alliance) • **HoJin Parks** • **Hailey Ockinga & Jeremy Williams** (Beyond These Walls)

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TECHNICAL TEAM

David Mancuso, Bridget Pavelle, Taylor Danielson & Barb Lucenko (DSHS | Research & Data Analysis Division) • **Shane Riddle** (DSHS | Economic Services Administration) • **Jennie Romich** (University of Washington West Coast Poverty Center) • **Rich Pannkuk & Seth Nathan** (DSHS | Facilities, Finance & Analytics Administration)

NATIONAL & STATE ORGANIZATIONAL CONSULTANTS

Katie Clarkin, Kat Yang, Jennifer Hernandez, Kristina Meza, Julianna Vignalats & Michael Billingsley (California Department of Social Services) • **Sarah Berger Gonzalez & Matthew Morton** (Chapin Hall) • **Anthony Barrows & Nicole Russo** (ideas42) • **Stephen Nuñez & Halah Ahmad** (Jain Family Institute) • **Lael Duncan** (Okanogan County Community Action Council) • **Jacob DuMez** (San Francisco Office of Financial Empowerment) • **Katherine Anne Magnuson** (University of Wisconsin-Madison) • **Jennie Romich** (West Coast Poverty Center) • **Babs Roberts, Erik Peterson, Nicholas Swiatkowski, Sarah Garcia, Mark Dillon, Susan Kavanaugh, Mary C Anderson, Sarah K Peterson & Alejandra Palomino, Sophia Pippin, Anita Maguire, Jennifer Malloy** (DSHS | CSD) • **Samantha Smithingell, Annie Vandenberg, Teresa Blanchett, Deborah Doyle** (DSHS | DPI) • **Brady Rosnagle** (DSHS | ESA) • **Anmarie Aylward, Debra Trickler & Julia Weese** (DSHS | DFFR) • **Rebecca Stillings** (Commerce) • **Jennifer Dellinger & Deana Rad** (SBCTC) • **Mark Westenhaver** (HCA) • **Rene Toolson & Kathy Tan** (DCYF)

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WRITING TEAM

Lori Pfingst, Lindsay Morgan Tracy (DSHS | Office of the Secretary) & **Megan Matthews** (Office of Equity)

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INTRODUCTION

THE RE-EMERGENCE OF BASIC INCOME

Basic income – an unrestricted and unconditional cash benefit – is gaining traction in the U.S. There are nearly 100 pilots operating across the nation today, the vast majority led by community-based organizations and local governments. Evidence from the earliest pilots is persuasive, strongly suggesting that providing direct cash to individuals and families experiencing economic hardship has significant, positive effects on financial stability, health and well-being, quality time with family, and gains in education and employment.

While the recent focus and momentum on basic income is new, the concept is not. The rationale for basic income dates back to political philosophers of the late 18th century and the concept has been a topic among economists for the past 100 years. In the 1960s, Martin Luther King, Jr., the Black Panther Party, and feminists argued for basic income as a cornerstone of economic justice policy, and the Nixon Administration conducted experiments on a version of basic income – negative income tax – during the 1970s.¹ The latter half of the 20th century saw most basic income pilots occur in other countries.² Recent trends in social and economic conditions have reignited interest in basic income in the U.S., which now leads the world in pilots and research.

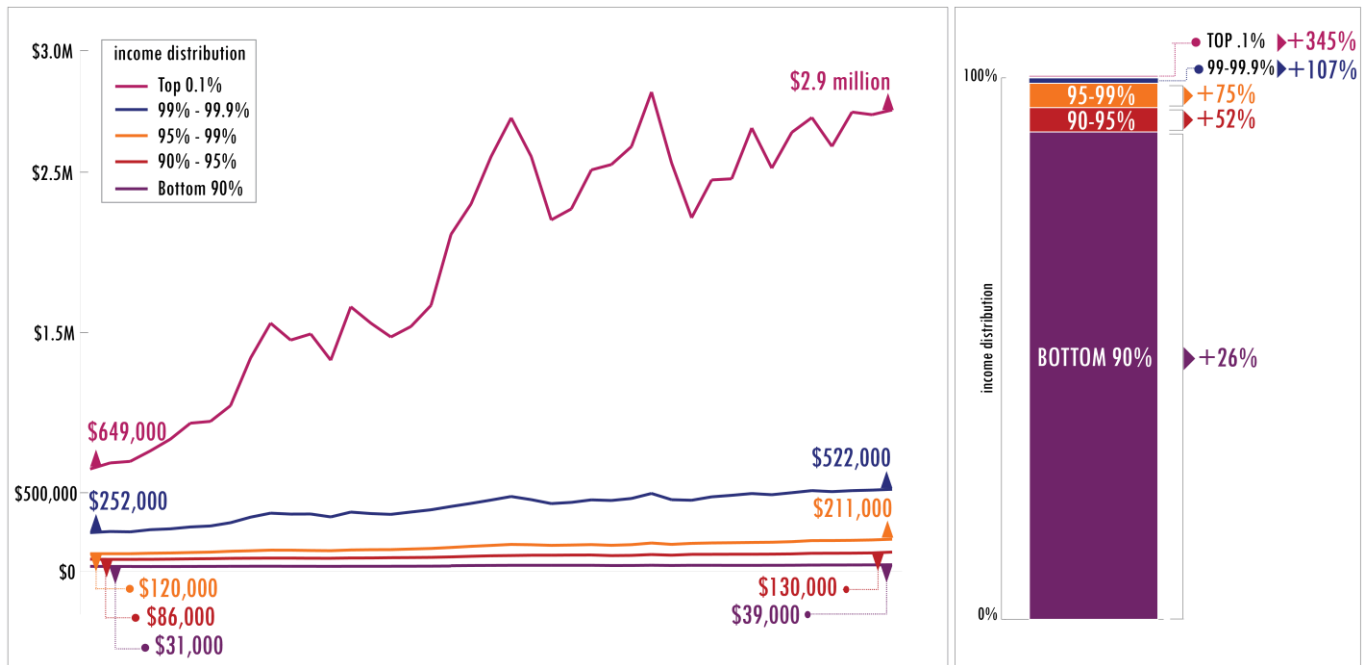
BASIC INCOME & A REIMAGINED SAFETY NET

The emerging evidence and momentum on basic income suggests its time has come. Social and economic conditions of the 21st century have increased uncertainty for Washingtonians, making it harder for families to make ends meet and plan for the future. These conditions are not unique to Washington state – income and wealth inequality are at historic highs,³ accelerated trends in automation and artificial intelligence will continue to disrupt work,⁴ and the wages of low- and middle-income workers have largely been stagnant for 40 years.⁵

The COVID-19 pandemic exacerbated these trends and deepened long-standing racial and social inequality, but people from all racial backgrounds and geographic areas have fallen behind. Income inequality remained relatively low in the decades following World War II, but began to accelerate in 1979 (**Figure 1**). Growth in inflation-adjusted average wages for families in the bottom 90% of the income distribution have grown just 26% during that time. Families in the top 10% of the income distribution have experienced more significant gains, but the majority of inequality is being driven by gains among the top 0.1%, whose average income grew 345%. In 2019, average wages of the bottom 90% combined were \$39,000, while those in the top 0.1% were \$2.9 million.

The period since 1979 has also been accompanied by changing family expenses, rising cost-of-living, and income instability.⁶ Today, the majority of families with children have all available parents working, making child care a necessity. Child care, especially for young children, can easily consume one-quarter or more of a family's budget.⁷ The cost of owning or renting a home has skyrocketed, making rents increasingly unaffordable across Washington state and driving the homelessness crisis, and the recent rise in inflation has led to increased costs for utilities, food, and gas.⁸

Figure 1. Increase in Average Wages of Households across Income Distribution, U.S. (\$2019), 1979-2019



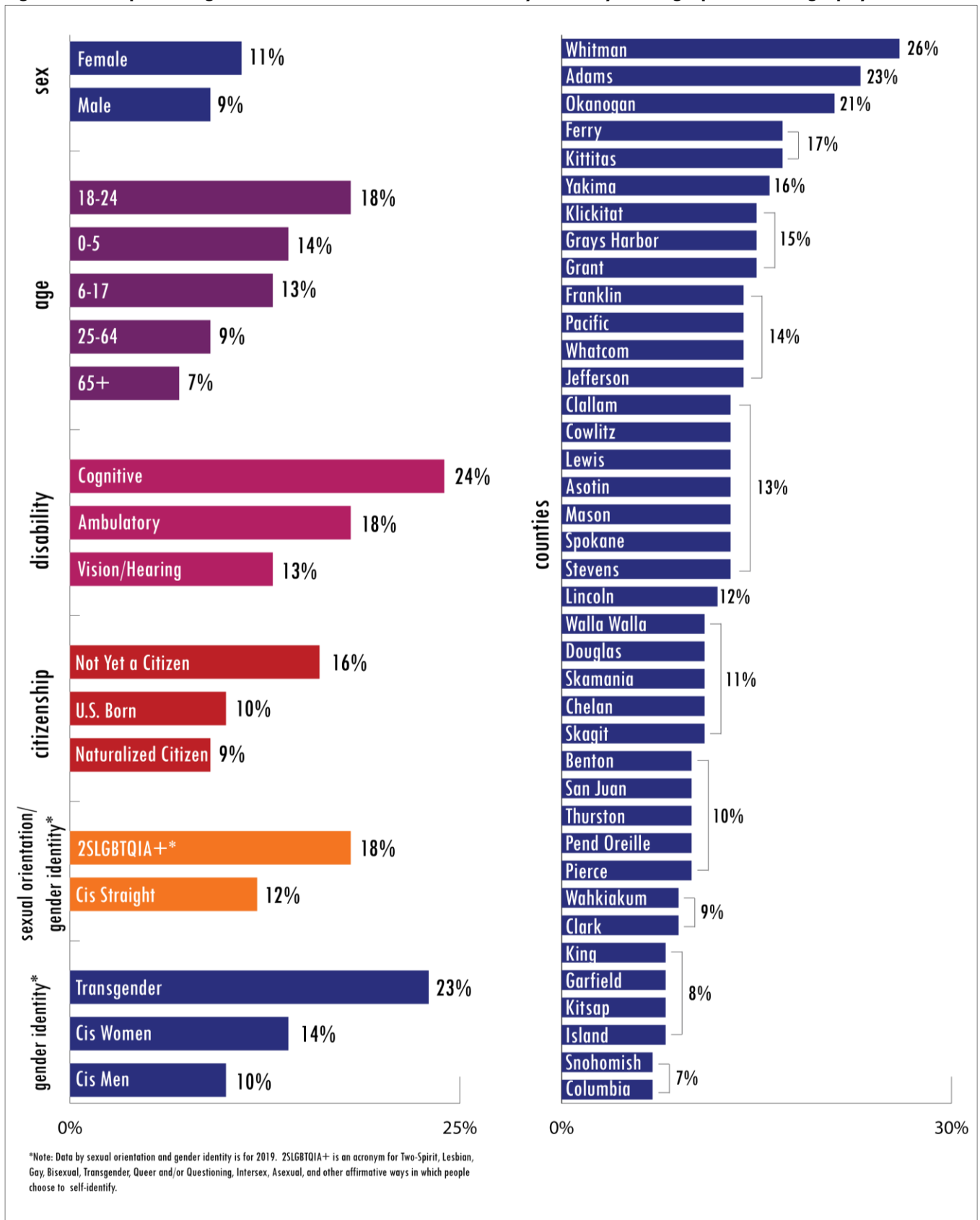
Source: Economic Policy Institute, State of Working America Data Library, “Wages for Top 1.0%, 0.1%, and Bottom 90%” 2022

These conditions have made it harder for Washingtonians from all walks of life to make ends meet and get ahead, but the undue burden falls on people and communities historically excluded from social and economic well-being. Poverty remains stubbornly high in Washington state (Figures 2a & 2b). As the largest single racial category, white people have the largest number of people experiencing poverty, but the rate of poverty is highest among Indigenous, Black, and Brown Washingtonians. In addition, rural communities, 2SLGBTQIA+¹ people, immigrants and refugees, people with disabilities, women, and children and youth experience disproportionately high rates of economic hardship.

Decades of divestment in health and human service programs – historically underwritten by inherently unjust and exclusionary policies and rules – have hindered the ability of existing public assistance programs to overcome the challenges of systemic poverty.⁹ Experiences vary depending on family size and region, but public assistance falls far short of meeting most families’ foundational needs. In King County, for example, a family of three receiving cash, food, child care, and medical assistance will experience sizable resource gaps even as their employment income increases, eventually hitting a sizable “cliff” that undermines their progress and incentivizes staying on public assistance (Figure 3). The current state of our human service systems exacerbates what brain science refers to as a “scarcity mindset.” Programs impose significant financial, temporal, and cognitive costs that tax a person’s mental bandwidth to such an extent that it affects their ability to problem solve and plan.¹⁰

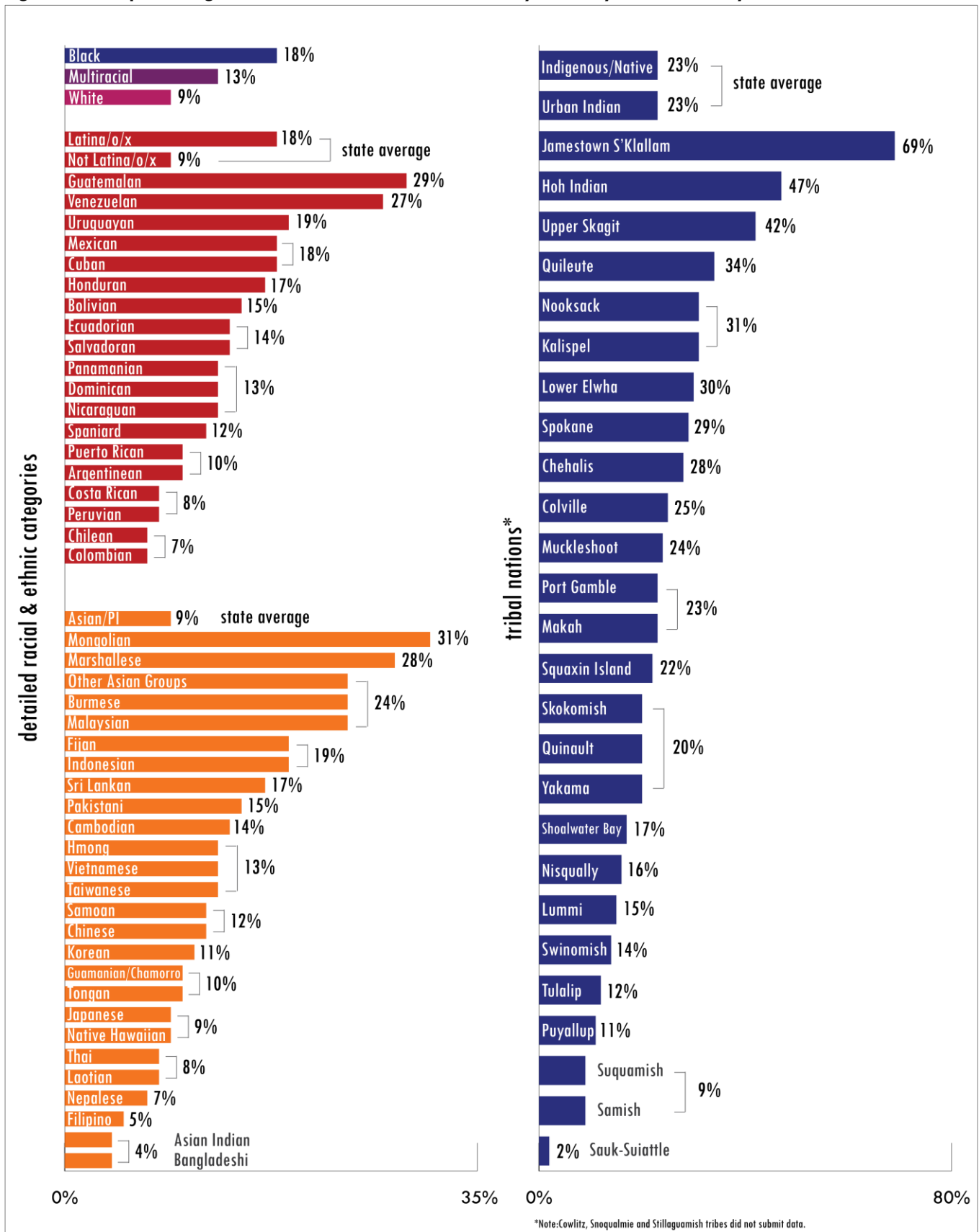
¹ 2SLGBTQIA+ is an acronym for Two-Spirit, Lesbian, Gay, Bisexual, Transgender, Queer and/or Questioning, Intersex, Asexual, and other affirmative ways in which people choose to self-identify.

Figure 2a: People Living Below 100% of the Federal Poverty Level by Demographics & Geography, WA, 2020



Source: DSHS | EMAPS analysis of 2016-2020 American Community Survey PUMS data; data for sexual orientation and gender identity is from the UCLA School of Law Williams Institute (2019) [LGBTQ Poverty in the States](#).

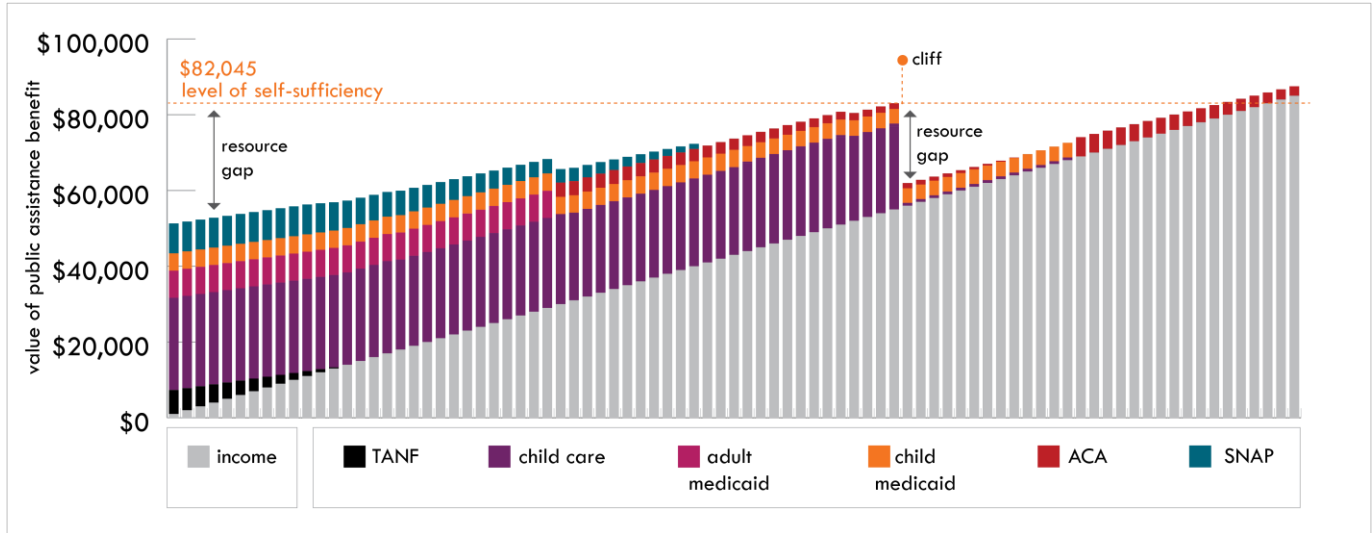
Figure 2b: People Living Below 100% of the Federal Poverty Level by Race, Ethnicity & Tribal Nation, WA 2020



*Note: Cowlitz, Snoqualmie and Stillaguamish tribes did not submit data.

Source: DSHS | EMAPS analysis of 2016-2020 American Community Survey PUMS data and "My Tribal Area" data

**Figure 3. Gaps & Cliffs in Select* Public Assistance Programs
Family of Three – One Adult, Two Children (ages 2 and 6), King County, 2021**



Source: Ilin, Elias and Ellyn Terry. 2021. 'The Policy Rules Database.' Federal Reserve Bank of Atlanta. Available at www.frbatlanta.org/economic-mobility-and-resilience/advancing-careers-for-low-income-families/policy-rules-database.aspx. *Section 8 not included due to limited availability; not all people eligible receive these benefits due to limitations in funding or access (child care deserts).

The difficulty in getting ahead for households in the bottom 90% of the income distribution and stubborn growth in racial and geographic inequality has accelerated the consideration of basic income in a reimagined safety net for the 21st century. To date, nearly 100 pilots have been introduced in the U.S., the vast majority in the last three years (see **Appendix A** for full list of pilots), including five underway or in consideration in Washington state (**Table 1**).

Table 1. Washington State Pilots

PILOT	DESCRIPTION	AMOUNT	STATUS
Growing Resilience in Tacoma (GRIT)	GRIT is a collaborative effort by the City of Tacoma, United Way of Pierce County, and Mayors for a Guaranteed Income designed to demonstrate that a modest, no strings attached cash investment can improve economic stability, housing security, mental health and well-being, and reduce poverty. Launched in December 2021, the pilot will serve 110 Asset-Limited, Income-Constrained, Employed (ALICE) families with incomes between 100-200% of the federal poverty level.	\$500/month for 12 months	In progress
King County Guaranteed Basic Income Pilot	The King County GBI pilot program was initiated by King County Councilmember Girmay Zahilay in collaboration with two community based community-based organizations – Rainier Beach Action Coalition and Urban Family. Launched in March 2021, the program served 10 households and assessed well-being.	\$1,000/month for 12 months	Completed
Perigee Fund	Hummingbird Indigenous Family Services is designing a no-strings attached GBI pilot program, Hummingbird Nest Egg, centering families who identify as Native American, Alaskan Native, Pacific Islander, Native Hawaiian from over 300+ tribes represented in Seattle, WA. Utilizing community rooted and partnered participatory practice, this pilot is being developed alongside community members from the centered population and leaders from the Seattle Indian Health Board, Urban Indian Health Institute, Cowlitz Behavioral Health, Pacific Islander Health Board, and other members of the Native American Women’s Dialogue on Infant Mortality. Urban Indian Health Institute is the evaluation partner for the pilot.	TBD	In progress; anticipated July 2022
Cities of Seattle & Olympia	Leadership in Seattle and Olympia are considering basic income pilots.	TBD	Under consideration

STABILITY, HOPE & BELONGING: THE CASE FOR BASIC INCOME

“[The resources] gave me the opportunity to be able to do what I wanted to do for my child. It made me feel whole as a mother.” – Magnolia Mother’s Trust participant

The bulk of empirical evidence on basic income is relatively new, but inclusive of pilots in the U.S. and other countries that date back to the 1970s.¹¹ In addition, there is evidence on other types of direct cash (e.g., tax credits) that lend support to the idea of basic income and cash transfers in general. **Table 2** summarizes existing research, followed by detailed outcomes from three recent and well-known pilots in the U.S. – [Magnolia Mother’s Trust](#), [Stockton Economic Empowerment Demonstration](#) (SEED), and [Baby’s First Years](#) – as well as the recently completed local pilot in south King County, WA (**Table 3**).

Table 2. Summary of Basic Income Research

(👍 = positive outcome | 🟡 = mixed outcome)

ISSUE	GENERAL FINDINGS	DETAILS
Poverty	👍	Strong evidence for measurable decreases in poverty; notably people with disabilities often choose not to participate in pilots for fear of losing SSI and other disability benefits ¹²
Household Spending	👍	Strong evidence that families use direct cash resources to meet basic needs, such as food, rent, clothing, utilities, transportation, and educational expenses; having extra money can also allow families to save money by buying in bulk, taking advantage of sales, and avoiding late payments associated with debt (e.g., credit cards, payday loans) ¹³
Assets & Wealth	🟡	Little evidence that additional resources increase savings, investments, or access to credit ¹⁴
Work Participation	🟡	Some evidence that work participation increases and resources provide enough flexibility for adults to find better employment with more work hours and higher earnings; little evidence showing decreases in work participation ¹⁵
Caregiving	👍	Some evidence suggesting that resources from direct cash provide flexibility to spend more time on caregiving responsibilities ¹⁶
Education	👍	Strong evidence on short-term educational outcomes; long-term effects unknown due to time-limited duration of pilots ¹⁷
<i>Enrollment & attendance (child)</i>	👍	Strong evidence that school enrollment and attendance increase ¹⁸
<i>Enrollment & attendance (adult)</i>	👍	Some evidence that direct cash allows adults to continue or start education programs, which could increase future job opportunities and earnings ¹⁹
<i>Achievement (child)</i>	👍	Some evidence suggesting test scores improve ²⁰
Health	👍	Strong evidence that additional resources reduce chronic stress associated with improved physical and mental health ²¹
<i>Mental health</i>	👍	Strong evidence for improved mental health, but sometimes paired with fear of stigma for receiving benefit ²²
<i>Unplanned pregnancy</i>	👍	Strong evidence in reductions for unplanned pregnancy ²³
<i>Low birthweight</i>	👍	Strong evidence in reductions in low birth weight ²⁴
<i>Food security</i>	👍	Strong evidence, with increases in dietary diversity ²⁵
Child Development	👍	Early evidence to suggest that basic income positively affects brain development in babies; ²⁶ reduced financial volatility associated with positive child development ²⁷

The weight of the evidence suggests that basic income measurably and meaningfully improves the social and economic well-being of recipients. There is generally strong evidence on the stabilizing effects of direct cash, with recipients spending the majority of resources on basic needs, such as food, rent, clothing, utilities, and transportation. As a result, recipients of basic income in several pilots also report health and education gains, although longer-term gains typically cannot be assessed given the time-limited duration of pilots.

Importantly, research shows basic income pilots do not decrease motivation to work or increased spending on “temptation goods”, such as drugs and alcohol.²⁸ On the contrary, evidence suggests that work participation and quality of time spent with family increases. In general, the research shows direct cash alleviates the stress associated with the experience of economic hardship, supporting foundational needs, higher quality of life, and an increase in feelings of hope and belonging.

“I can breathe and do homework with [my children].” – SEED participant

“Before SEED came along, I was paying a lot of bills and didn’t know how I was gonna eat...it’s like being able to breathe. – SEED participant

“You have time. More time to use your imagination, decorate, take time with cleaning, try out recipes, watch a nice movie with someone, call your loved ones and give them encouragement. Everyone needs encouragement.” – SEED participant

Table 3. Summary of Findings from Select U.S. Pilots

(↑ = increase | ↓ = decrease)

U.S. PILOT	HOW MUCH/HOW LONG	FINDINGS
Magnolia Mother’s Trust ²⁹	\$1,000/month for 12 months	<ul style="list-style-type: none"> ↑ in paying bills on time ↑ in emergency savings ↑ in having enough money for food ↑ in health and life insurance; ↓ in medical debt ↑ in having enough gas in car ↑ In ability to purchase clothes, shoes, and school supplies for kids
Stockton Economic Empowerment Demonstration ³⁰	\$500/month for 24 months	<ul style="list-style-type: none"> ↑ in full time employment ↓ in income volatility ↓ in depression and anxiety ↑ in self-determination, choice, goal-setting, and risk-taking
Baby’s First Years ³¹	\$333/month for 40 months	<ul style="list-style-type: none"> ↑ brain activity, neuroplasticity, and environmental adaptation
King County Guaranteed Basic Income Pilot ³²	\$1,000/month for 12 months	<ul style="list-style-type: none"> ↑ in spending on basic needs, school supplies, diapers ↑ in food security and nutrition ↑ mental health

BASIC INCOME IN WASHINGTON STATE

As early adopters of basic income approaches, community-based organizations and local governments are generating valuable evidence that can be scaled into state-level initiatives. Furthermore, the proliferation of pilots suggests basic income will gain prominence as a public policy issue and states are uniquely positioned to incubate approaches that build off of local wisdom and expertise.

Washington state is especially well-positioned. Legislators have expressed interest in basic income, introducing bills in the [2020](#) and [2022](#) legislative sessions. Piloting a state basic income program is also aligned with the recently submitted [Blueprint for a Just & Equitable Future: Washington's 10-Year Plan to Dismantle Poverty](#) (10-year plan). The 10-year plan, submitted to Governor Inslee in January 2021, was developed in collaboration with a diverse group of public-private partners and a Steering Committee of people experiencing poverty. Through a review of existing research and stories shared by people served by existing public assistance programs, the plan relies on evidence suggesting that unrestricted and unconditional cash assistance is an effective strategy for poverty reduction, especially if combined with less onerous eligibility requirements in current public assistance programs.³³ The 10-year plan specifically recommends increasing unrestricted cash through a basic income pilot to build a more seamless continuum of care across health and human service programs (recommendation 6D) and preparing for continued disruptions in employment due to accelerated use of automation and artificial intelligence (recommendation 8D).

Governor Inslee and the Legislature honored these recommendations when they directed DSHS to conduct a basic income feasibility study via budget proviso in the [2021-23 budget \(Box 1\)](#).³⁴

STUDY COMPONENTS

To fulfill the requirements of the budget proviso, the remainder of this study explores a vision for basic income and recommendations for a state pilot. **Part I** provides a shared language for basic income, an overview of the project team, and discusses the process and principles used to inform the study. **Part II** offers a long-term vision for a basic income in Washington state and major considerations for a pilot and fully realized program. **Part III** provides strategies for how to protect or “hold harmless” public assistance benefits pilot participants may currently be receiving. **Part IV** suggests a pilot design, including: target universe and pilot sample, the amount and duration of direct cash, initial cost of pilot, and how to evaluate the pilot for a cost-benefit analysis. **Part V** recommends steps for the state to build toward a pilot. **Part VI** discusses additional opportunities to consider, but out of scope for this study, including ways to enhance a basic income and how to pay for it.

Box 1. Basic Income Feasibility Study Proviso

\$77,000 of the general fund—state appropriation is provided solely for the department to conduct a study, jointly with the poverty reduction work group, on the **feasibility of implementing a universal basic income pilot program**. The study must include **research** of other universal basic income programs, **recommendations for a pilot** in Washington state, **a cost-benefit analysis**, **operational costs**, and an **implementation plan** that includes a strategy to ensure pilot participants who voluntarily quit a public assistance program to enroll in the universal basic income pilot will not experience gaps in service upon completion of the pilot. The department shall submit recommendations required by this section to the governor and appropriate legislative committees no later than **June 1, 2022**.

PART I. BASIC INCOME DEFINITIONS & CONSIDERATIONS

KEY TERMS & DEFINITIONS

Definitions vary, but basic income is generally defined as an unrestricted and unconditional cash transfer given to individuals or households on a periodic basis. For the purposes of this study, the following terms, definitions, and concepts will be used to build shared understanding for a basic income approach in Washington state:

- **Cash transfer** refers to a benefit paid in cash directly to an individual or household.
- **Unrestricted** means a person has the freedom to spend the cash benefit however they may choose.
- **Unconditional** means the cash payment is provided with no requirements to remain eligible.
- **Periodic** means the cash payment is given on a recurring basis, as opposed to a one-time payment.
- A **Universal Basic Income** (UBI) approach provides an unconditional and unrestricted cash payment to every individual and is **not targeted** to a specific population.
- A **Guaranteed Basic Income** (GBI) approach provides an unconditional and unrestricted cash payment to a **targeted** population.

AN EQUITY-DRIVEN APPROACH

The promise of basic income is its ability to fulfill unmet foundational needs and strengthen the economic floor so no Washingtonian falls through the cracks. People and communities historically excluded from social and economic well-being – including Black, Indigenous, and Brown Washingtonians, women, children and youth, seniors, rural residents, 2SLGBTQIA+ people, immigrants and refugees, and people with disabilities – carry an undue burden of economic hardship and, therefore, should experience disproportionate benefits from a basic income program.

The project team created to develop the study was intentionally cultivated to bring a diversity of expertise and experiences. **Table 4** shows the composition of the project team and how members self-identify, and a discussion of principles and considerations the team used to ensure an equity-driven approach follows.

Project Team. Three groups make up the project team:

- A **Strategic Team** of state agency and community leaders formed to convene the Steering Committee and discuss an initial approach to study development;
- A **Steering Committee** of people and communities historically excluded from well-being, for whom basic income would benefit the most; and
- A **Technical Working Group** of agency staff to conduct research and analysis in support of the study recommendations.

Use of data, research & stories. There is a growing body of research evaluating basic income pilots dating back to the 1970s. Until recently, most of what was known about basic income was through international pilots, but the proliferation of local pilots in the U.S. is beginning to generate valuable evidence for the field. The project team has reviewed existing research, including the early evidence emerging from local pilots, and incorporated those learnings into the recommendations in this study.

While evidence thus far strongly suggests basic income has strong, positive benefits for children, adults, and families, important questions remain in scaling local wisdom to a state-level approach. To fill in gaps in understanding and ensure a basic income vision and pilot that reflects the unique people and communities of Washington, stories of people with lived experience are also considered essential data and given equal value as sources of information to inform the study.

Table 4. Project Team Composition & Self-Identification

CATEGORY	SELF-IDENTITY	#	CATEGORY	SELF-IDENTITY	#
Gender	female	12	Native Status	tribal indian	1
	male	6		urban indian	1
	transgender woman	2		non-native	20
	transgender man	1	Disability Status	no disability	18
	non-binary, queer	1		neurological condition	1
Sexual Orientation	gay or lesbian	4		behavioral illness	2
	heterosexual	13		limited mobility	1
	queer	3		hearing impaired	1
	bisexual	1	visually impaired	1	
	pansexual	1	Generation	baby boomer	1
Race & Ethnicity	black	6		gen x	14
	white	5		millennial	7
	Latina/o/x	3	Housing Status	stably housed	15
	asian	2		experience w/ housing instability	7
	vietnamese	1	Citizenship	U.S. born	18
	samona pacific-islander	1		naturalized citizen	3
	alaska native-tingit	1	Region	urban	10
	mexican american	1		suburban	10
	american indian/white	1		rural	2
	mexican american/white	1			

Principles & considerations. Local initiatives show that approaches to basic income can take many different forms. To support an equity-driven approach to basic income in Washington state, the Project Team discussed a number of considerations and tradeoffs to be mindful of in developing the recommendations in this study:

- **Avoid zero-sum thinking.** Targeted investments in those furthest from opportunity yield universal gains. When people experiencing the greatest hardship are able to stabilize, the benefits extend to all Washingtonians through improved family, school, and community outcomes.
- **Learn from local, design for state.** Local basic income initiatives have considerable flexibility in their approach and design. Pilots tend to be relatively small, specific to a population or region, and vary considerably in the size of cash benefit and overall approach. States should incorporate local learnings, while being intentional about how a state program can be inclusive of the diverse needs and conditions of all of their communities.
- **Prioritize simplicity.** Existing public assistance programs in Washington state impose significant financial, temporal, and cognitive costs that tax a person’s mental bandwidth to such an extent that it affects their ability to problem solve and plan.³⁵ The unrestricted and unconditional nature of direct cash should reduce the “time tax” and free up people’s bandwidth to focus on long-term progress.
- **Provide adequate resources for the program to succeed.** Investment in the infrastructure to support a pilot or program cannot be shortchanged. Resourcing state agencies and community partners to ease the administrative burden on the people served and provide a supportive, positive experience will maximize the effects of the benefit and outcomes.
- **Avoid replicating systems of oppression when upholding program integrity.** Upholding program integrity is important for ensuring public assistance benefits reach the people they are intended to serve in the most secure, effective, and efficient way possible. However, the burdens of program integrity too often fall on the people served and exacerbate oppressive requirements in accessing and maintaining benefits, ultimately compromising outcomes. Onerous measures should be avoided to maximize the benefits of a basic income.

PART II. A BASIC INCOME VISION FOR WASHINGTON

After careful review of existing research, analysis of poverty data, and thoughtful engagement with people experiencing economic hardship, the Project Team concludes that a basic income program has the potential to make a meaningful and measurable difference in the well-being of Washingtonians. While additional research is needed to shape state basic income approaches, enough evidence and examples exist to support basic income as a promising addition to the state’s existing portfolio of health and human services. This study, therefore, focuses on outlining a vision for a basic income program that reflects the values and priorities of Washingtonians, and makes specific recommendations for how to pilot toward that vision.

VISION FOR A BASIC INCOME

The Project Team, guided by the Steering Committee, envisions a state basic income program that creates conditions for Washingtonians from all backgrounds and communities to reach their full potential. **Figure 4** describes the basics of the vision, which prioritizes human dignity and belonging, racial equality and freedom from oppressive systems, and creating a stable economic floor.

Given the extent of economic hardship in Washington and the relatively new innovation of state-level basic income initiatives, a program to fully realize this vision will take time. This study outlines the major considerations to inform a pilot in Washington state that can build toward a fully-realized program, providing policymakers with specific recommendations and next steps to begin implementation.

Figure 4. Proposed Vision for Basic Income in Washington State



STATE-LEVEL BASIC INCOME STRATEGIES

A number of questions must be answered to design and develop a pilot that could inform a fully realized state basic income program, including:

- What is the long-term vision for a basic income program?
- Who will benefit from the program?
- How much should be provided, how often, and for how long?
- How will the benefit be administered and by who?
- Can the impact of basic income resources on public assistance benefits be mitigated?
- How will the program be paid for?

Answers to these questions are necessary to shape the long-term vision for a program, which a pilot can then be designed around. This section outlines strategic options for Washington to consider in a program vision and provide answers to the above questions for a program pilot design. Parts III and IV provide in-depth answers to questions related to protecting existing benefits and specific considerations for designing a pilot.

Two Main Ways to Structure Basic Income. There are two general approaches to basic income programs – universal or guaranteed/targeted. **Table 5** summarizes the two approaches and provides examples of each.

Table 5. Ways to Structure Basic Income

	UNIVERSAL BASIC INCOME	GUARANTEED/TARGETED BASIC INCOME
Who receives?	All individuals, regardless of income level or work status.	A specific population, typically based on income level and/or other characteristics.
Unconditional?	<input checked="" type="checkbox"/> Yes	<input checked="" type="checkbox"/> Yes
Unrestricted?	<input checked="" type="checkbox"/> Yes	<input checked="" type="checkbox"/> Yes
Recurring?	<input checked="" type="checkbox"/> Yes	<input checked="" type="checkbox"/> Yes
Examples (see Appendix A)	Alaska Permanent Dividend Fund Tribal Nation Per Capita Payments	Mayoral Guaranteed Income Pilots Community-Based Pilots

Universal basic income (UBI) programs – in which all members of a community receive an unconditional, unrestrictive, and recurring cash benefit regardless of their income level or work status – are exceedingly rare. The two closest examples of such programs in the U.S. are the Alaska Permanent Dividend Fund and the per capita payments provided to tribal communities.

There are reasonable arguments in support of a UBI model. For example, it is the most efficient model to administer with few requirements to qualify, and, as a result, the benefit would be less stigmatized than means-tested assistance programs. Without significant support from the federal government, however, state governments would have a challenging time resourcing and sustaining a UBI program for all residents, limiting the feasibility of the approach.

A guaranteed or targeted basic income (GBI), however, is very feasible at the state level. All of the basic income pilots in the U.S. are a variation of GBI and the recent Child Tax Credit issued by the federal government during the COVID-19 pandemic is lifted up as a type of basic income model. In general, GBI models can target the populations they serve in two main ways: front-end targeting through some type of means-testing, or back-end targeting through the tax system.³⁶ The Shriver Law Center³⁷ recommends states choose one of three strategies to set up a GBI pilot or program:

- Expand or create a state tax credit.
- Create a public wealth fund.
- Create a new program infrastructure.

A state *pilot* is not dependent on choosing a strategic approach for a basic income *program*. However, policymakers should be mindful of the pros, cons, and tradeoffs of each strategy and how the pilot evaluation can inform strategic direction for a fully realized program. **Table 6** summarizes the key similarities and differences between each approach.

Table 6. Strategies for State Guaranteed Basic Income Programs

(☑ = Positive Outcome ☹ = Moderate Outcome ☒ = Negative Outcome)

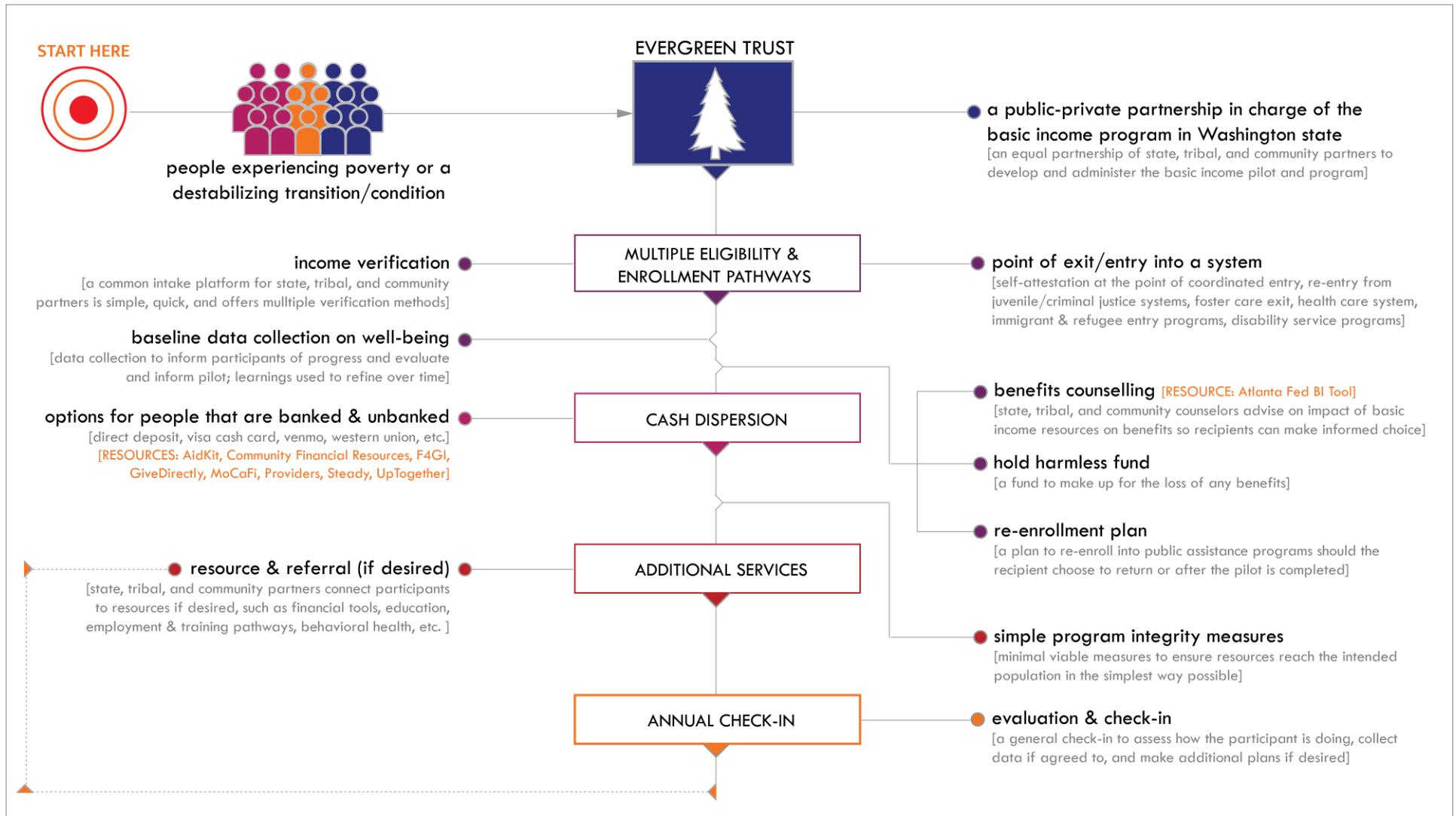
	STRATEGY 1	STRATEGY 2	STRATEGY 3
	Expand or create a tax credit. A tax credit issued periodically.	Create a public wealth fund. An invested public sovereign wealth fund that issues dividends.	Create a new program infrastructure. A new program to issue benefit.
Unrestrictive?	☑ Flexibility	☑ Flexibility	☑ Flexibility
Unconditional?	☑ No strings attached	☑ No strings attached	☑ No strings attached
Recurring?	☑ Possible annual lump sum or monthly or quarterly	☑ Possible annual lump sum or monthly or quarterly	☑ Likely monthly or quarterly
Impact on public benefits?	☑ Benefits not affected	☒ Benefits will be affected to varying degrees without hold harmless strategies in place	☒ Benefits will be affected to varying degrees without hold harmless strategies in place
Administrative cost/burden?	☹ Administrative costs are minimal to moderate ; burden is mostly on government	☹ Administrative costs are minimal to moderate ; burden is mostly on government	☒ Administrative costs are moderate to high ; burden is mostly on people served
Stigma?	☹ Stigma less likely	☒ Stigma more likely	☒ Stigma more likely

BASIC INCOME PILOT CONSIDERATIONS

All of these strategies are feasible at the state level and have the potential to positively impact the well-being of Washingtonians. While political will and available funding are important factors for strategic approach, the choice of strategy should, first and foremost, be based on maximizing the benefits of basic income for the people receiving it.

The Project Team outlines basic suggestions and considerations for conducting a basic income pilot to inform an eventual, fully scaled program in Washington state (**Figure 5**). The suggested framework and pilot design reflect the Steering Committee’s vision for the program and commitment to an equity-driven approach.

Figure 5. Suggested Basic Framework for Administering Basic Income



A targeted universalism framework. The burden of economic hardship is not shared equally. Our nation’s history of unjust, oppressive, and exclusionary laws and policies have culminated in a disproportionate burden of these experiences falling on Indigenous, Black, and Brown Washingtonians. However, children, adults, and families from all walks of life – no matter their identity, background, or neighborhood – have been harmed by injustice and inequality. In a fully realized guaranteed basic income program, any individual or family experiencing economic hardship should benefit – the long-term promise of basic income policy is to create an economic floor that no Washingtonians can fall through. This inclusive model, however, will take time.

By targeting our initial efforts to build a basic income program on people and communities historically excluded from well-being, Washington is better positioned to reap universal gains and build shared prosperity. To make progress toward a fully realized program, the Project Team recommends using a targeted universalism framework (**Box 2**) to develop a basic income pilot for Washington state, the learnings from which can be used to refine and build toward a fully realized basic income program over time. This approach begins with a focus on the people and communities who stand to benefit the most from basic income so the long-term universal goals are met.

Target universe. Consistent with a targeted universalistic approach, the Project Team recommends an initial pilot include Washingtonians experiencing the greatest economic hardship and youth (age 16-24) and adults (age 25-64) experiencing one or more major life transitions or conditions associated with high economic stability, including:

- | | |
|--|--|
| <ul style="list-style-type: none">● Pregnancy● Homeless● Recent immigrant, refugee, or asylee● Exit from the foster care system● Exit from the juvenile justice system | <ul style="list-style-type: none">● Exit from the criminal justice system● Exiting a violent relationship● Work-limiting disability● Behavioral illness |
|--|--|

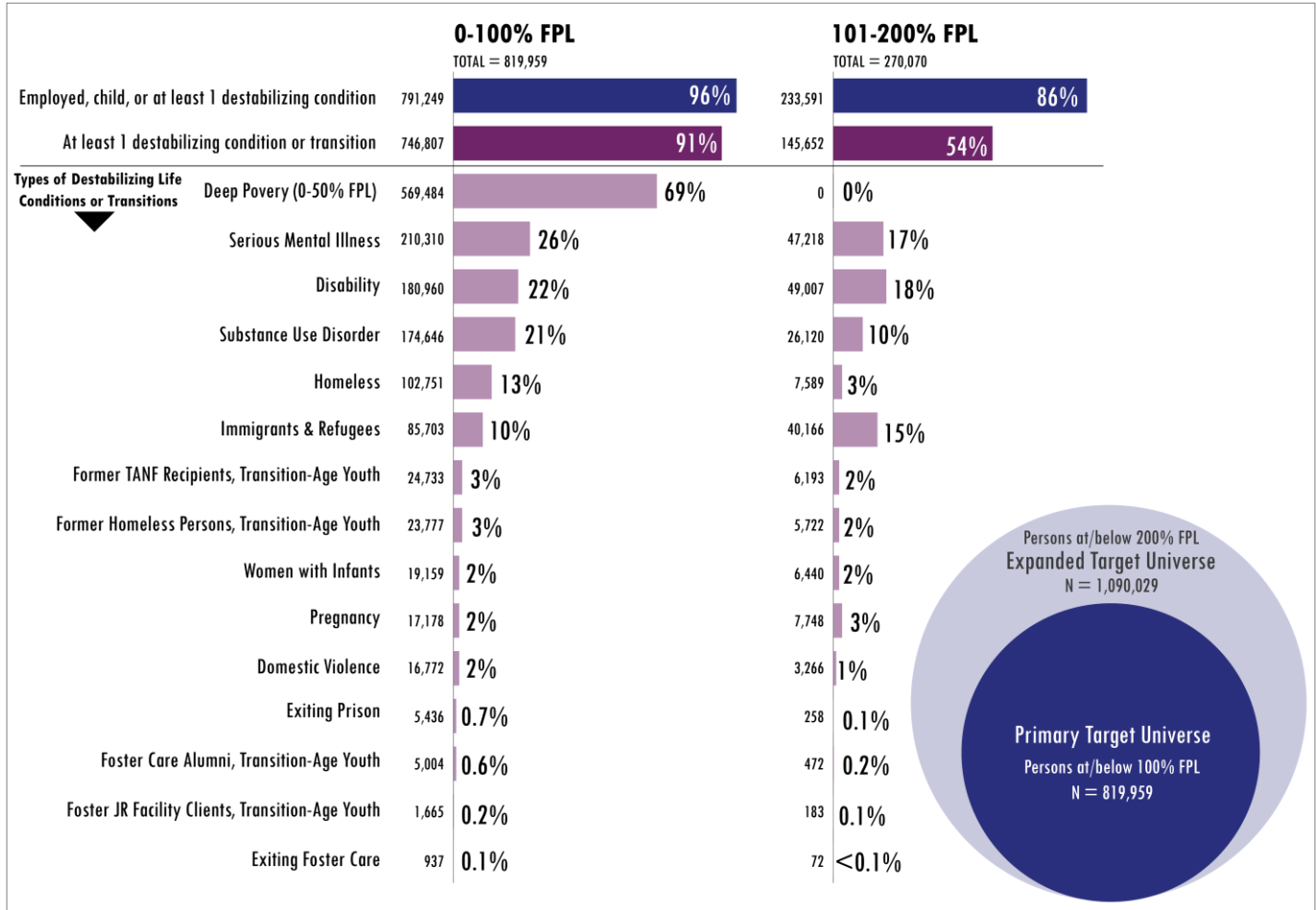
There are nearly 1.1 million Washingtonians in the target universe. The target universe includes two distinct groups: (1) a primary target group of people living in poverty (<100% FPL), the vast majority (91%) of whom are experiencing at least one destabilizing condition or transition; and (2) an expanded target group of people with low incomes (100%-200%FPL), the majority (54%)with at least one destabilizing condition or transition and employed. **Figure 6** illustrates the representation of the two groups and each priority population in the target universe (see **Appendix B** for detailed tables).

More details on the pilot sample and design follow in Part IV.

Box 2. What is Targeted Universalism?

Targeted universalism is a policy approach that identifies a collective aspiration all Washingtonians would benefit from - in this case, reducing persistent and systemic poverty and inequality - and then targets initial strategies to support people and communities furthest away from the goal. This approach ensures progress for all groups, while honoring the fact that people are situated differently with respect to the goal. Targeted universal approaches often serve excluded groups historically excluded from progress and well-being, while also improving outcomes for people typically served by programs and policies. For more information about targeted universalism, visit the [Othering & Belonging Institute](#) at the University of California – Berkeley.

Figure 6. Target Universe: Low Income Washingtonians Age 16-64 by Poverty Level and Type of Destabilizing Condition or Transition, December 2020



Source: DSHS Research and Data Analysis Division, Integrated Client Databases.

Note: Because data is based on persons enrolled in food and/or medical assistance in CY 2020, count of total persons below 200% FPL may be underestimated. Rates of destabilizing life conditions or transitions may be underestimated because not all such conditions or conditions are recorded in administrative data (e.g., mental illness status not known for client enrolled in food but not medical assistance).

Public-private collaboration. The Project Team recommends a public-private collaboration, called the **Evergreen Trust**,² to administer basic income. The Evergreen Trust should be co-led by representatives from state and tribal governments and community organizations, and accomplish the following:

- Provide a collaborative space for the state, tribal nations, and community partners to work together in all phases of design, development, outreach, eligibility and enrollment, and the provision of additional services if desired;
- Uphold a targeted universalism approach and ensure benefits reach the priority populations;
- Manage public and private resources to maximize the impact of a basic income benefit for recipients; and
- Support the network of community-based organizations that possess the knowledge and expertise to best serve their residents.

Eligibility & enrollment pathways. There should be no wrong door to receive basic income and pathways should be customized to accommodate individual or family circumstance. In addition, people served must be trusted throughout the process of becoming enrolled. Two main pathways can be employed:

² The name “Evergreen Trust” was selected by a group of community stakeholders and advocates as part of the development of [HB 2009 – Creating the Evergreen Basic Income Trust](#) – during the 2022 legislative session. The Project Team retained the name to honor their efforts.

- **Income verification** through a common platform with multiple methods for state, tribal, and local partners to enroll people experiencing deep poverty; and
- **Self-attestation at point of exit/entry** for people entering transitional systems (e.g., coordinated entry for housing, health care, immigrant/refugee assistance, child welfare, juvenile or criminal justice systems).

Baseline data & story collection. Establishing a baseline understanding of people participating in the program pilot is needed to inform a fully realized program over time. The approach to data collection and knowledge building should be grounded in research justice principles (see Part IV), in which people and communities historically harmed by data collection are partners in the design of the measures, tools, and methods used for an evaluation. In addition, participants in the pilot should have access to the data being collected on them.

Benefits counseling, hold harmless funds, and re-enrollment options. Basic income is not meant to supplant existing public assistance benefits – ideally, it would build off them to create a stronger and more stable economic floor. Actions must be taken to protect benefits, however, as many of the rules and regulations guiding current programs would count resources from a basic income against eligibility and benefit levels, diminishing impact and doing potential harm.

Pilots underway have pursued an array of strategies to protect benefits. Part III provides an in-depth analysis of possibilities for states to pursue with specific actions to take – in general, benefit programs controlled by state and local governments and community organizations are the easiest to protect, while those controlled by the federal government are harder to protect. To prepare for the likelihood that not all benefits will be protected, states should also do the following:

- **Provide benefits counselling to participants**, so they are informed of whether and how their benefits are affected.
- **Establish a hold harmless fund** to offset any loss of benefits that cannot be protected.
- **Make re-enrollment options clear** in case participants prefer to return to benefits at any time during the pilot. .

Cash dispersion method. Cash should be administered in the simplest and safest way possible. The chosen method should accommodate both banked and unbanked individuals, with a variety of options for participants to choose from. Existing state processes (e.g., EBT) should be considered along with alternative options, such as: direct deposit to banks or credit unions, pre-paid cards, cash transfer applications (e.g., Venmo, Zelle, PayPal), and trusted, non-predatory third-party services, such as Western Union. The Project Team recommends choosing a cash dispersion platform currently in existence (**Appendix C**), and prioritize a platform that gives pilot participants the greatest options and flexibility.

Referrals to additional services. The unconditional and unrestricted features of basic income are what make it such a promising option for people experiencing poverty. However, the program pilot can also be a bridge to other services that can help participants plan for the future they want for themselves and their family, should they desire them. The Evergreen Trust can act as a connector to these services. Notably, the recommended target universe for Washington state’s pilot includes people who have or are experiencing significant trauma and may have a greater desire for additional services compared to participants in local pilots.

Annual check-in & evaluation. Pilot participants can check-in annually. The purpose for the check-in should benefit pilot participants and not be a condition to continue in the pilot. Follow-up data can be gathered during this time, providing participants give their consent.

PART III. PROTECTING EXISTING PUBLIC ASSISTANCE BENEFITS

An ideal state basic income pilot/program should build off existing public assistance programs so Washingtonians can achieve stability and self-determination as quickly as possible.³⁸ Protecting benefits, however, is no small feat – the jumbled maze of programs providing cash, food, housing, medical, and child care assistance is guided by complex federal and state regulations that make giving direct cash while holding existing benefits harmless a challenge. Furthermore, protecting benefits under a fully realized basic income program may require different strategies than those for a research or demonstration pilot. This section outlines the major obstacles to protecting benefits in general, strategies that the state can pursue to hold benefits harmless for the purposes of a basic income pilot, and additional considerations and action steps should the state move toward a fully realized basic income program.

The Project Team recommends the state start immediately to protect as many benefits as possible for the purposes of a basic income pilot and an eventual program, and implement strategies to offset the loss of any benefits through mitigation strategies.

HOW BASIC INCOME AFFECTS PUBLIC ASSISTANCE BENEFITS

Direct cash from a basic income will affect eligibility and assistance levels for most major public assistance programs under current federal and state rules. The degree of impact is dependent on the unique circumstances of the individual or family, such as their current income and assets, the type of benefits they are receiving, the size of the family and age of children, and the county of residence. Additional resources through basic income would affect an individual or family's public assistance benefits in three main ways:

- Counting basic income as a resource that moves an individual or family over an eligibility threshold, making them lose the benefit(s);
- Reaching a point where an individual or family accumulates an asset – such as a vehicle or modest savings – that violates an asset-test within a program, making them lose the benefit; or
- Reducing the amount of assistance due to the additional resources provided by basic income.

A state basic income is not intended to replace existing public assistance benefits, but build off of them. If total resources are diminished, it undermines the economic stability and self-determination of Washingtonians. Fortunately, lessons from local pilots show that states have multiple options to pursue to protect or hold benefits harmless when receiving basic income.

PATHWAYS TO PROTECTING BENEFITS

Many, if not most, benefits can be protected through a variety of strategies if the political will among federal and state agency leaders and legislators exists to do so. For benefits that can't be protected, options exist to let Washingtonians make an informed choice about participating in a basic income pilot program. States can pursue the following protection and mitigation strategies.³⁹

Protection Strategies

- **Change program rules to exempt basic income from eligibility and assistance determination.** As allowable by federal law, state and local agencies in Washington can change program rules to protect benefits from direct cash provided by basic income during a pilot or new program (**Table 7**).

Table 7. Strategies and Action Steps to Protect Public Assistance Benefits during Pilot

MAJOR PUBLIC ASSISTANCE PROGRAMS	FUNDING SOURCE			STRATEGY TO PROTECT	LEAD AGENCY/ ACTION STEP
	Federal	State/Tribal	Blended		
CASH ASSISTANCE					
Temporary Assistance for Needy Families (TANF)			•	Federal law does not prohibit; state rules can be changed to protect other means-tested cash assistance IF basic income is provided by an agency other than DSHS and is aligned with the state need standard	DSHS: See 45 CFR 233.20(a)(3)(vii) and WAC 388-450-0055 ; Modify WAC 388-450-0015 to exclude basic income resources; see language from Illinois SB 1735 ; precedent in CA
State Family Assistance (SFA)		•			
Refugee Cash Assistance (RCA)	•				
FOOD ASSISTANCE					
Basic Food: Supplemental Nutrition Assistance Program (SNAP)/Food Assistance Program (FAP)	•			(1) Exemption for demonstration project w/ public-private funds	DSHS: Contact USDA FNS for confirmation: precedent set in CA
				(2) Categorical eligibility for Basic Food with TANF (see TANF strategy)	DSHS: Update Basic Food State Plan to establish categorical eligibility with TANF; see 7 CFR 273.9(c)(19) ; precedent in IL, CA, & NY
Food Assistance Program (FAP)		•		Same as Basic Food	Same as Basic Food
Free & Reduced Price Lunch (FRPL)		•		Establish categorical eligibility for FRPL with TANF, Basic Food, FDIPIR	OSPI: Confirm w/ USDA NSLP; see 7 CFR 245.6(b)(7)
Women, Infants, & Children (WIC)	•			Establish categorical eligibility for WIC with Basic Food, TANF, or Medicaid	DOH: Confirm w/ USDA FNS; see 7 CFR 246.7(vi)
CHILD CARE SUBSIDY					
Working Connections Child Care (WCCC)			•	Federal law does not prohibit; state rules can be changed to protect child care subsidy	DCYF: Modify WAC 110-15-0070 to exclude basic income resources; see language from Illinois SB 1735 ; or LEGISLATURE: In legislation for Basic Income Program, protect basic income resources; see language from Illinois SB 1735
Head Start (HS) & Tribal Head Start (THS)	•				
Early Childhood Education Assistance Program (ECEAP)		•			
HOUSING & UTILITY ASSISTANCE					
Public Housing - Section 8 Voucher	•			Federal law delegates authority to local housing authorities, which have discretion on protecting benefits from basic income resources	COMMERCE: Work with Regional Public Housing Authorities to make policy changes to exempt basic income resources for participants; see QHWRA of 1998
Low Income Heating & Electric Assistance	•			Federal law does not prohibit; state rules can be changed to protect LIHEAP	LEGISLATURE: In legislation for Basic Income Program, protect basic income resources; see language from Illinois SB 1735
DISABILITY BENEFITS					
Aged, Blind, or Disabled (ABD)		•		State program; state rules can be changed to protect ABD	DSHS: Modify WAC 388-450-0015 to exclude basic income resources; see language from Illinois SB 1735 ; or LEGISLATURE: In legislation for Basic Income Program, exclude basic income resources; see language from Illinois SB 1735
Social Security Disability Insurance (SSDI)	•			No impact; eligibility not based on income	N/A
Supplemental Security Income (SSI)	•			Exemption for non-countable unearned income assistance based on need IF it is wholly funded with public \$ by a state or one of its political subdivisions	DSHS DDS: Confirm no impact; see 20 CFR 416.1124
MEDICAL ASSISTANCE					
Apple Health - MAGI Medicaid			•	No impact	HCA: Confirm no impact; see WAC 182-509-0320
SSI-Related/Classic - Non-MAGI Medicaid			•	Federal law does not prohibit; state rules can be changed to protect non-MAGI Medicaid	HCA: Modify WACs 388-450-0055 and 388-450-0015 to exclude basic income resources; see language from Illinois SB 1735 or LEGISLATURE: In legislation for Basic Income Program, exclude basic income resources; see language from Illinois SB 1735

- › At the state level, agencies have flexibility to change Washington Administrative Code (WAC) as long as the changes continue to reflect the intent of laws (RCW – Revised Code of Washington) they support and funding is provided to accommodate the change.
- › States can also partner with county and city jurisdictions to protect public assistance administered locally.
- **Collaborate with federal partners to waive basic income from eligibility and assistance determination.** Local pilots have worked with state agencies to apply for federal waivers, establishing precedent for some programs.
 - › Washington can use examples set by the state of [California](#) and [Baby’s First Years](#) to apply for waivers to protect benefits during the pilot and in anticipation of a scaled program.
- **Work with the Governor, legislators, and agency leaders on legislation to protect benefits.** Protecting benefits has utility beyond the purpose of basic income. The issue arises anytime additional cash or cash-like resources might be given to Washingtonians experiencing poverty, warranting a systemic approach to benefit protection.³
 - › For state-funded benefits, Washington can pass legislation specifically for the purposes of protecting state-funded benefits, similar to what Illinois accomplished with [SB 1735](#).
 - › For federal benefits, state agencies can work with the Governor’s policy office in Washington, DC, Washington state’s Congressional delegation, and federal agency partners on legislation to protect benefits for a reimagined safety net. The Federal Council on Economic Mobility may also provide opportunities to engage federal partners.
- **Create a hold harmless fund to offset any loss of benefits.** When benefits cannot be protected, resources can be set aside in a separate fund to offset the loss, similar to what the [Stockton Economic Empowerment Demonstration](#) project did during their pilot.

Mitigation Strategies

Even when the value of additional resources cannot be maximized due to a loss of other benefits, participants may still experience a net gain in resources depending on the mix of benefits they receive and find value in the flexibility basic income provides. When benefits cannot be protected, individuals and families have the right to make an informed choice about whether to participate in a basic income pilot or program. Two strategies can be employed to ensure informed consent:

- **Provide benefits counselling to participants and ensure informed consent.** Field workers in state agencies and community organizations can inform people about the anticipated impact of basic income on benefits they are receiving and walk through the tradeoffs of participation.
 - › Counselors can be deployed in-person or online in both state agencies and community organizations to meet Washingtonians where they feel most comfortable and in spaces they trust.
 - › The [Atlanta Federal Reserve](#) has a counseling tool – the Guaranteed Income Dashboard – to assist local pilots with benefits counseling, including a [Washington state-specific tool](#) that can be used to support a state pilot.
- **Develop re-enrollment plans.** Participation in a basic income program is voluntary. Participants should not experience gaps in eligibility or re-enrollment for benefits they may have lost, and pathways to re-enrollment should be easy, efficient, and clearly communicated.

³ For example, benefit protection came up in two recent bills – the diaper subsidy bill and the stipend bill for people with lived experience.

PART IV. PILOT DESIGN & IMPLEMENTATION

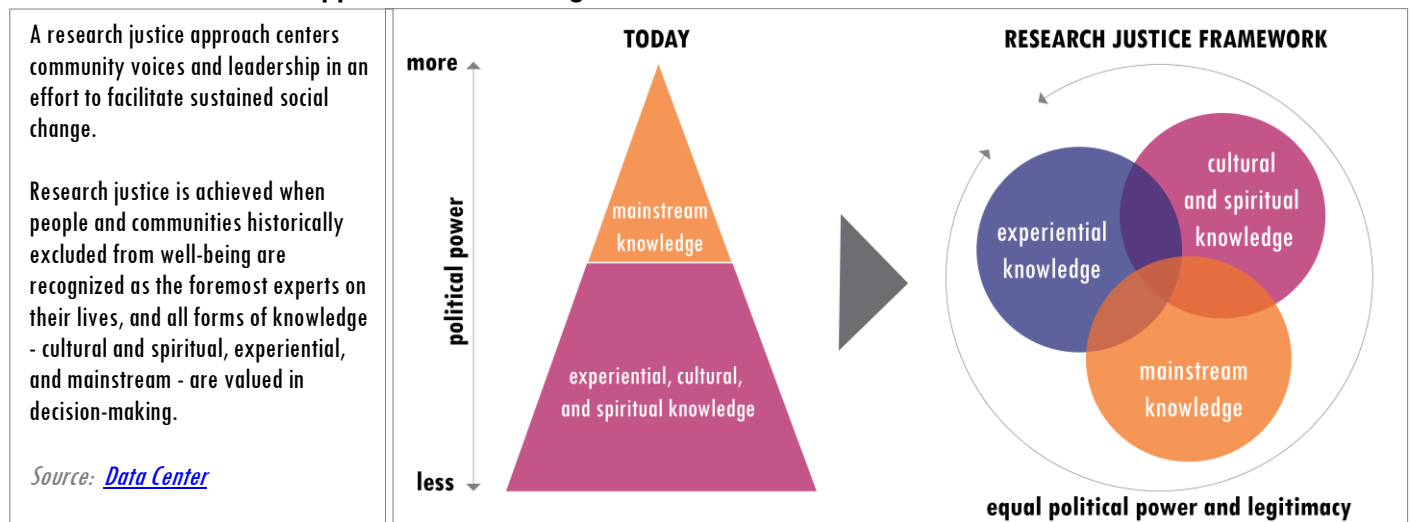
PILOT APPROACH

Pilots are used to test the effectiveness of a planned solution on a small scale. In this case, a pilot can be designed to inform a permanently scaled basic income program in Washington state, while also contributing to the broader research on state-level basic income programs. The Project Team recognizes there are many ways to conduct a pilot and evaluate its findings, and that resources will determine size and scope of the effort. This section outlines initial considerations and recommendations for the pilot and evaluation, which serve as a point of departure for future discussion with the Evergreen Trust, should it be funded.

Research Justice Principles. The Project Team recommends evaluation of the pilot strongly align with Research Justice⁴⁰ principles (**Box 3**). The Research Justice Framework centers communities historically excluded from decision making and recognizes all forms of knowledge – cultural and spiritual, experiential, and mainstream – as having equal value. The goal of Research Justice is for communities most affected by injustice to balance power in knowledge, which is necessary to inform just and equitable solutions. Collaborating with members of the Evergreen Trust can ensure that the pilot and evaluation reflect the vision for basic income in Washington state and that the story emerging from the data and findings benefit the people and communities being served the most.

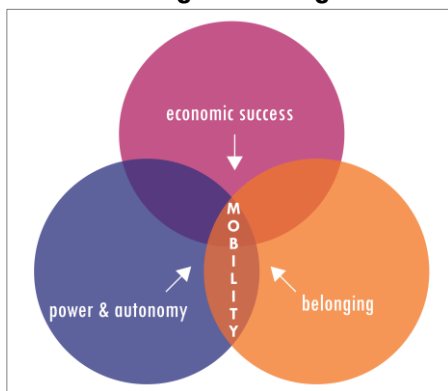
A Framework for Defining Well-Being. Basic income has the potential to enhance economic well-being and much more – it can improve Washingtonians’ self-determination and sense of belonging, which strengthens individual, family, and community well-being. All three of these elements – economic success, power and autonomy, and belonging – are the foundation upon which Washingtonians can achieve sustained economic stability and build toward mobility (**Box 4**).⁴¹

Box 3. Research Justice Approach to Knowledge



The evaluation for the pilot can use these concepts to form a minimal baseline understanding of well-being to assess during the pilot. Many culturally informed, validated survey instruments exist to measure them (**Appendix D**), which can inform quantitative data collection for the evaluation. Additional questions can be developed in collaboration with the Evergreen Trust to capture other dimensions of well-being, as well as qualitative tools to capture lived experiences, cultural and spiritual knowledge, and stories from people participating.

Box 4. Defining Well-Being



Economic success. Economic success may be defined differently across cultures. At a minimum, economic success is the sustained ability to meet foundational needs for yourself and your family.

Power and autonomy. Power is a person's ability to exercise self-determination and influence their own environment and outcomes. Autonomy is a person's ability to act on their own terms, not the terms of others.

Belonging. Belonging is a person's sense of being valued in their community and are included among family, friends, colleagues, neighbors, communities, and society.

Mobility. The ability to move on an upward trajectory.

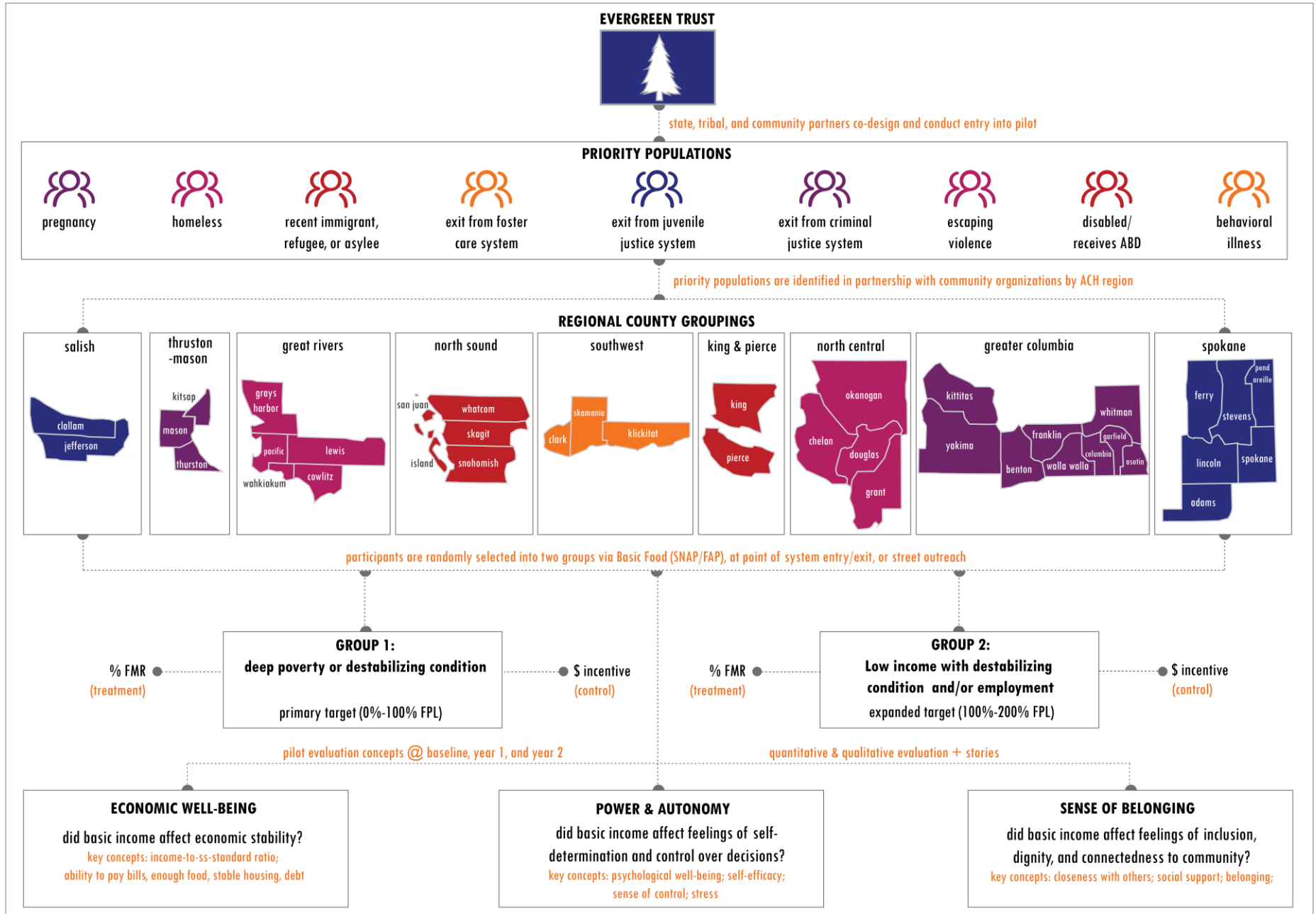
Source: Ellwood, David and Patel, Nisha (January 2018) Restoring the American Dream: What Would It Take to Dramatically Increase Mobility from Poverty? Available at <https://www.mobilitypartnership.org/restoring-american-dream>

Pilot Design. Findings from the pilot can be used to inform a fully realized, scaled basic income program in Washington state. The Project Team recommends the pilot be used to: (1) better understand impact of direct cash on the well-being of Washingtonians by degree of economic hardship; and (2) contribute to research knowledge on amount and duration of direct cash needed to improve well-being.

Figure 7 provides an overview of the Project Team's recommended pilot design. The project Team recommends a 24-month pilot, with the following elements:

- **State, tribal, and community partners in the Evergreen Trust collaborate to recruit Washingtonians randomly into the pilot by region.**
 - › The sample size for each region can be determined according to the share of people experiencing poverty as a total share of poverty in Washington state – for example, 25% of people living in poverty in Washington state reside in King County, so the county receives 25% of the total sample.
 - › Participants can enter via state and tribal systems, and community partners working directly with the priority populations must also play a major role so the pilot reaches the intended audience.
- **Priority populations are placed into one of two groups, each with a control group for evaluation purposes.** The pilot is designed to focus on two distinct groups experiencing economic hardship: (1) those in poverty with a high likelihood of experiencing one or more destabilizing conditions/transitions; and (2) those with low incomes, who may be employed and facing a “benefit cliff” – a sudden and dramatic loss in benefits a person or family experiences due to a slight increase in income.
 - › **Group 1 (Poverty with high likelihood of at least one destabilizing condition/transition).** Youth and adults with incomes at or below 100% of the federal poverty level (FPL); and
 - › **Group 2 (Low income with a destabilizing condition/transition and/or working):** Youth and adults with incomes between 100%-200% of the federal poverty level and working.
 - › Income can be verified in multiple ways via one of several financial tool apps that also distribute cash for banked and unbanked individuals. People experiencing a destabilizing life transition or condition can also be randomly selected at the point of entry to or exit from a system, and through street outreach for people disconnected from services.

Figure 7. Proposed Pilot Design



- **Washingtonians that enter Group 1 or 2 receive a percentage of fair market rent (FMR), with a control group in each priority population identified for comparison purposes.** There are three main reasons for structuring basic income as a percentage of FMR:
 - › It is well-established that the cost of housing is increasingly unaffordable for Washingtonians, especially those experiencing deep poverty or a destabilizing condition or life transition, and is a main driver of the homelessness crisis;
 - › FMR accounts for geographic differences in cost-of-living; and
 - › FMR is updated annually to reflect housing costs over time so that basic income keeps pace with market changes and inflation.
 - › Control groups can receive \$250 to participate in data collection efforts.
- **Participation in the evaluation is voluntary, but pilot participants are encouraged to provide information on well-being at the beginning, middle (year 1), and end (year 2) of the pilot.**
 - › Both quantitative and qualitative data can be collected, as well as stories to capture the experiences of people participating in the pilot.
 - › Participants' individual data can be provided to them as well so they benefit from the data being collected about them. All stories collected should only be shared with full consent of those participating, and participants must have the option to remain anonymous if desired.

Evaluation. A strong evaluation is important to inform a robust cost-benefit analysis. The findings will support the scaling of a future basic income program in Washington state and contribute to the research literature to support other state efforts. While the evaluation should be conducted with individuals participating, survey instruments can be designed to collect quantitative and qualitative data on whole families so the effects of the additional resources on children and families is captured.

Using the aforementioned well-being framework, the Project Team recommends the following questions guide the evaluation, which should be refined with Evergreen Trust partners:

- **How does well-being change for Washingtonians receiving basic income compared to their peers who don't?** Local pilots have shown that participants' well-being improves across multiple domains of health and well-being when receiving basic income. To inform the cost-benefit analysis (see below) and an eventual scaled program, it will be useful to know how much better off Washingtonians receiving basic income are compared to their similarly situated peers that do not receive it. The Project Team recommends the following guiding questions:
 - › Did well-being change for individuals and families in deep poverty (Group 1) compared to control group?
 - › Did did well-being change for individuals and families in poverty (Group 2) compared to control group?
 - › Were there differences in well-being between Group 1 and Group 2?
 - › Were there differences in well-being by priority population and region?
 - › How did participating in the pilot affect their lives? What changed as a result of participation?
- **How much basic income should Washingtonians receive?** Research on basic income has shown that as little as \$333 per month can make a difference in the brain development of infants,⁴² and pilots providing \$1,000 – \$1,500 per month have led to gains in economic stability, health and well-being, and planning for the future.⁴³ There is agreement in the research literature that unconditional and unrestricted cash has a positive net effect on a variety of outcomes, but no consensus on the ideal amount, especially for a state- level effort, and whether there are

diminishing returns at higher amounts.⁴⁴ The Project Team recommends the following guiding questions:

- › Do resources from basic income provide enough to achieve economic stability?
 - › How did participants spend the resources?
 - › Did the resources result in changes in education or employment pathways?
- **How long should Washingtonians receive a basic income?** The time-limited nature of private funding most pilots rely on has limited research on how long basic income should be provided. Pilots range in duration from 1-3 years, with most lasting a year.⁴⁵ These time frames proved long enough for pilot participants to experience changes, but scant research exists on what happens after pilots end. The Project Team recommends the following guiding questions:
 - › Are participants receiving basic income stable enough to plan for the future?
 - › Are participants planning on continuing or re-enrolling in public assistance programs after pilot?
 - › How much longer do participants think they would need basic income to achieve sustained stability?

Initial Cost Estimates. Several variables factor into the initial cost estimates (see **Appendix E** for detailed tables and assumptions). Options by sample size and percent FMR are provided to support decision-making.

- **Pilot duration = 24 months.**
- **Basic income = a percentage of FMR by region.**
 - › Costs are estimated for 75%, 100%, and 120% of regional FMR.
 - › For the purposes of estimating initial pilot costs, lower and upper bounds of costs are provided for each FMR by region.
- **Pilot size by region.**
 - › Costs are provided for three possible sample sizes (n): 5,000; 7,500; and 10,000.
 - › For the purposes of estimating initial pilot costs, the total sample size is distributed according to the percent of people in poverty as a share of the total population in poverty.

Table 8 summarizes the approximate direct and indirect costs for a 24-month pilot at 75%, 100%, and 120% FMR for the three possible samples. Depending on the percent of FMR chosen and sample size, the total cost of administering the pilot is estimated to be between \$65 million – \$244 million.

Table 8. Estimated range of costs for pilot by select percentages of FMR and sample size (n)

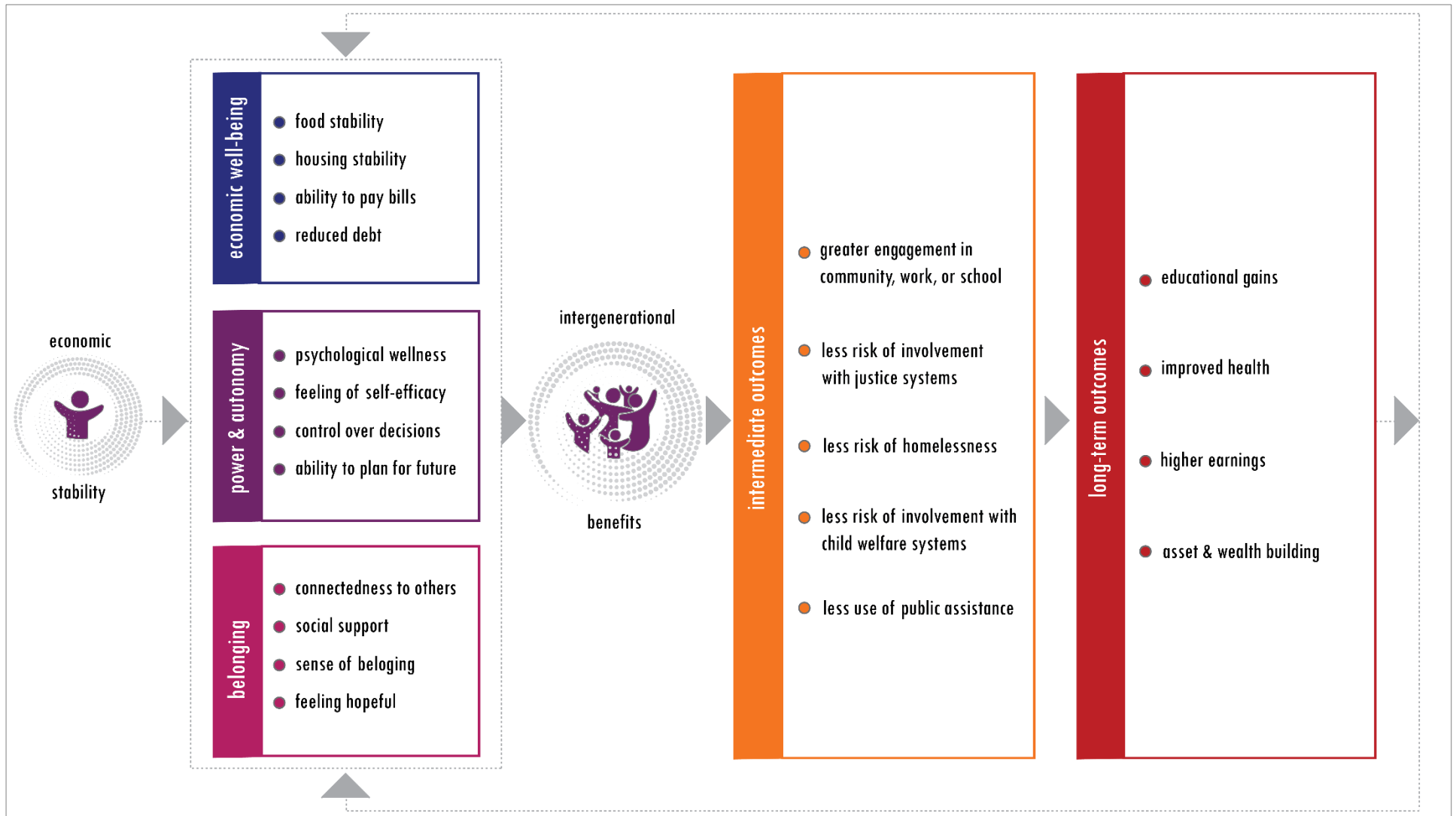
Region	FMR = 75%					
	n=5,000		n=7,500		n=10,000	
	Low	High	Low	High	Low	High
Salish	\$2,264,141	\$3,800,074	\$3,396,212	\$5,700,111	\$4,528,283	\$7,600,148
Thurston-Mason	\$2,333,647	\$2,773,272	\$3,500,471	\$4,159,907	\$4,667,295	\$5,546,543
Great Rivers	\$2,017,489	\$2,442,517	\$3,026,233	\$3,663,776	\$4,034,977	\$4,885,034
North Sound	\$8,053,594	\$13,486,493	\$12,080,391	\$20,229,740	\$16,107,188	\$26,972,986
King	\$22,797,867	\$22,797,867	\$34,196,801	\$34,196,801	\$45,595,735	\$45,595,735
Pierce	\$7,474,786	\$7,474,786	\$11,212,178	\$11,212,178	\$14,949,571	\$14,949,571
Southwest	\$2,984,737	\$5,014,919	\$4,477,105	\$7,522,378	\$5,969,474	\$10,029,837
North Central	\$1,877,526	\$2,404,987	\$2,816,289	\$3,607,480	\$3,755,052	\$4,809,973
Greater Columbia	\$4,877,677	\$7,087,322	\$7,316,515	\$10,630,983	\$9,755,354	\$14,174,644
Spokane	\$3,804,522	\$4,923,930	\$5,706,783	\$7,385,895	\$7,609,044	\$9,847,859
Benefit Amount	\$58,485,986	\$72,206,165	\$87,728,979	\$108,309,248	\$116,971,973	\$144,412,331
Benefit Disbursement Fee - Steady App	\$2,340,000	\$2,888,000	\$3,510,000	\$4,332,000	\$4,678,000	\$5,776,000
Benefit Administration Costs	\$4,521,000	\$4,521,000	\$4,521,000	\$4,521,000	\$4,521,000	\$4,521,000
TOTAL	\$65,346,986	\$79,615,165	\$95,759,979	\$117,162,248	\$126,170,973	\$154,709,331
Region	FMR = 100%					
	n=5,000		n=7,500		n=10,000	
	Low	High	Low	High	Low	High
Salish	\$3,008,965	\$5,056,875	\$4,513,448	\$7,585,313	\$6,017,931	\$10,113,751
Thurston-Mason	3,101,553	3,687,718	4,652,329	5,531,578	6,203,106	7,375,437
Great Rivers	2,679,406	3,246,110	4,019,109	4,869,165	5,358,811	6,492,221
North Sound	10,707,785	17,951,650	16,061,677	26,927,475	21,415,569	35,903,300
King	30,345,868	30,345,868	45,518,802	45,518,802	60,691,736	60,691,736
Pierce	9,943,278	9,943,278	14,914,917	14,914,917	19,886,556	19,886,556
Southwest	\$3,966,374	\$6,673,283	\$5,949,561	\$10,009,924	\$7,932,748	\$13,346,566
North Central	\$2,493,600	\$3,196,881	\$3,740,400	\$4,795,322	\$4,987,200	\$6,393,762
Greater Columbia	\$6,475,232	\$9,421,425	\$9,712,848	\$14,132,137	\$12,950,464	\$18,842,850
Spokane	\$5,050,921	\$6,543,465	\$7,576,382	\$9,815,197	\$10,101,843	\$13,086,929
Benefit Amount	\$77,772,982	\$96,066,554	\$116,659,473	\$144,099,831	\$155,545,964	\$192,133,108
Benefit Disbursement Fee - Steady App	\$3,110,000	\$3,842,000	\$4,666,000	\$5,764,000	\$6,222,000	\$7,686,000
Benefit Administration Costs	\$4,521,000	\$4,521,000	\$4,521,000	\$4,521,000	\$4,521,000	\$4,521,000
TOTAL	\$85,403,982	\$104,429,554	\$125,846,473	\$154,384,831	\$166,288,964	\$204,340,108
Region	FMR = 120%					
	n=5,000		n=7,500		n=10,000	
	Low	High	Low	High	Low	High
Salish	\$3,604,825	\$6,062,316	\$5,407,237	\$9,093,475	\$7,209,649	\$12,124,633
Thurston-Mason	3,715,877	4,419,276	5,573,816	6,628,914	7,431,755	8,838,552
Great Rivers	3,208,939	3,888,985	4,813,409	5,833,477	6,417,879	7,777,970
North Sound	12,831,137	21,523,776	19,246,706	32,285,664	25,662,275	43,047,552
King	36,384,269	36,384,269	54,576,403	54,576,403	72,768,537	72,768,537
Pierce	11,918,072	11,918,072	17,877,108	17,877,108	23,836,143	23,836,143
Southwest	\$4,751,683	\$7,999,974	\$7,127,525	\$11,999,961	\$9,503,367	\$15,999,948
North Central	\$2,986,459	\$3,830,397	\$4,479,689	\$5,745,595	\$5,972,919	\$7,660,793
Greater Columbia	\$7,753,276	\$11,288,707	\$11,629,913	\$16,933,061	\$15,506,551	\$22,577,415
Spokane	\$6,048,041	\$7,839,093	\$9,072,061	\$11,758,639	\$12,096,081	\$15,678,185
Benefit Amount	\$93,202,578	\$115,154,865	\$139,803,867	\$172,732,297	\$186,405,156	\$230,309,729
Benefit Disbursement Fee - Steady App	\$3,728,000	\$4,606,000	\$5,592,000	\$6,910,000	\$7,456,000	\$9,212,000
Benefit Administration Costs	\$4,521,000	\$4,521,000	\$4,521,000	\$4,521,000	\$4,521,000	\$4,521,000
TOTAL	\$101,451,578	\$124,281,865	\$149,916,867	\$184,163,297	\$198,382,156	\$244,042,729

COST-BENEFIT FRAMEWORK & EVALUATION

Initially, the costs of basic income will outweigh benefits. Research suggests, however, that investments in the stabilizing effects of basic income have strong potential to yield a large return over time. The short-term outcomes of many pilots suggest immediate benefits (6 months to 2 years) in the three areas of well-being of interest to this study – economic well-being, power and autonomy, and sense of belonging – all of which are foundational to intermediate- (2 to 5 years) and longer-term benefits (5+ years), such as education and employment gains, reduced risk for homelessness and involvement in the child welfare and justice systems, and improved health and building assets and wealth. A body of research estimating the cost-benefit of reducing child poverty alone shows that every dollar invested yields a \$7 return to society,⁴⁶ with the potential to generate billions of additional dollars to state economies and over \$1 trillion at the federal level.⁴⁷

Figure 8 illustrates a basic conceptual framework to guide development of an evaluation tool for the pilot that can support a robust cost-benefit analysis. Given the limited duration of the pilot, it is likely that only effects in the first three areas can be captured, although the pilot may be long enough to capture some intermediate and long-term effects. The Project Team recommends the evaluation tool be developed in collaboration with the public-private partners of the Evergreen Trust, and use validated and culturally sensitive instruments for people with low incomes.

Figure 8. Basic Income Cost-Benefit Conceptual Framework



Graphic Sources: "Spiral" created by Arthur Bauer @ Noun Project; "Family" created by DewDrops @ Noun Project

PART V. IMPLEMENTATION PLAN

The Project Team recommends the following implementation plan as a guide (**Table 9**), recognizing that additional steps and details will need to be taken as future decisions about the pilot are made.

Table 9: Implementation Plan

STEPS	ACTION ITEM
Decision Phase	
Step 1	<p>Study submitted to Legislature June 2022.</p> <ul style="list-style-type: none"> • Governor’s Office and Legislature consider recommendations and next steps.
Step 2	<p>State agencies act <u>now</u> to protect benefits from direct cash.</p> <ul style="list-style-type: none"> • Agencies work with county and city jurisdictions to partner to protect benefits. • An agency submits request legislation to Governor to protect state-funded benefits. • Agencies work with the Governor’s DC Office, congressional delegation, and federal agency partners on strategies to protect federally-funded benefits.
Implementation Phase (should the state move forward with a pilot)	
Step 3	<p>Build Evergreen Trust.</p> <ul style="list-style-type: none"> • Identify state, tribal, and local partners to build public-private partnership. • Form planning committees to build the public-private partnership, recruit members, and form necessary committees. • Identify community organizations working directly with priority populations. • Co-design decision-making, administrative, IT, and fiscal structures to support pilot.
Step 4	<p>Incorporate a behaviorally-informed, human-centered approach to pilot design.</p> <ul style="list-style-type: none"> • Work in collaboration with community partners to operationalize all aspects of pilot – outreach, eligibility and enrollment, cash dispersion, resource and referral infrastructure, annual check-in, and phase-down of pilot. • Contract with entities as needed to support infrastructure to distribute cash and provide additional services. • Develop program integrity criteria. • Develop and deploy staff trainings to obtain informed consent and administer pilot. • Develop engagement plan to support participants throughout the pilot.
Step 5	<p>Develop evaluation instrument and metrics.</p> <ul style="list-style-type: none"> • Identify evaluation lead (contract as needed). • Co-design evaluation tool with community partners. • Determine incentive type and amount to encourage participation in evaluation. • Develop training protocol for staff on data and story collection. • Plan database and reporting infrastructure.
Step 6	<p>Launch pilot.</p> <ul style="list-style-type: none"> • Begin outreach and recruitment in partnership with state, tribal, and community organizations working with priority populations. • Conduct thorough informed consent process. • Conduct baseline data collection. • Conduct quality checks to ensure resources are reaching participants safely and efficiently.
Monitoring Phase (should the state move forward with a pilot)	
Step 7	<p>Hold regular Evergreen Trust meetings.</p> <ul style="list-style-type: none"> • Discuss progress, challenges, and performance. • Manage finances and uphold fiscal integrity and transparency. • Discuss strategy for scaling pilot into a fully realized program. <p>Prepare for Year 1 annual check-in.</p> <ul style="list-style-type: none"> • Communicate with participants to assess experience and make necessary adjustments. • Collect Year 1 data. • Prepare and release initial findings.

	<ul style="list-style-type: none"> • Develop and share stories (with permission from participants). <p>Develop cost-benefit analysis.</p> <ul style="list-style-type: none"> • Develop and report initial cost-benefit findings. <p>Prepare for Year 2 annual check-in.</p> <ul style="list-style-type: none"> • Communicate with participants to assess experience and prepare for phase-down. • Develop re-enrollment plans for public assistance if needed. • Provide support to assist participants with transition if needed. • Collect Year 2 data. • Prepare and release pilot findings. • Develop and share stories (with permission from participants).
Future Planning Phase	
Step 8	<p>Complete and issue final evaluation and report.</p> <ul style="list-style-type: none"> • Final data, stories, cost benefit analysis. • Recommendations for expanding pilot to make progress toward a fully realized basic income program.

PART VI. ADDITIONAL CONSIDERATIONS

While out of scope for this study, the Project Team offers a few final thoughts for Washington state policymakers to consider as they decide whether and how to invest in a basic income pilot and program.

BUILDING IN FLEXIBILITY

The nationwide momentum on basic income suggests the concept will continue to gain traction politically. As Washington state considers a basic income pilot and potential program, state policies should be written with flexibility in mind, as federal changes could alter the policy landscape. The state pilot should also allow local innovations on basic income to continue, and use future learnings from current local pilots to bring basic income to scale in Washington state.

ENHANCEMENTS TO BASIC INCOME

As previously stated, basic income is not a panacea for ending poverty and building generational well-being, but it could be a powerful foundation for meaningful and measurable change for people and in our communities. A few ideas to further consider:

- **Maximizing intergenerational (“2GEN”) effects.** Other innovative policy ideas – such as Baby Bonds and Child Individual Development Accounts – could be incorporated into a basic income program to further enhance the 2GEN benefits of basic income.
- **Strengthening incentives and bridges to education, training, and employment.** The stabilizing effects of basic income could springboard people into education and skill-building opportunities for living wage career pathways. A basic income program could be leveraged to incentivize additional gains and strengthen bridges to opportunity.
- **A transformation of health and human services.** Should the state embrace basic income, the anticipated return on investment could be used to invest in a modern, integrated continuum of care designed to measurably move Washingtonians out of poverty and support their upward mobility.

FUNDING FOR A BASIC INCOME PILOT & PROGRAM

It is very likely that both public and private resources will be needed to support a basic income pilot. Private, philanthropic resources are especially adept at supporting innovation, while public resources will increasingly be required over time to support scaling a basic income program. State policymakers can pursue philanthropic funding immediately, while also working in collaboration with the Governor and Legislature on the policy and budget changes needed to secure public funds.

CONCLUSION

Economic stability provides the foundation Washingtonians need to reach their full potential in life and maximize their contributions to family, school, jobs, and our communities. Basic income is not a panacea for reducing poverty and inequality, but has the potential to move the state toward a more inclusive and robust economy that generates large returns for all Washingtonians and our collective well-being.

APPENDICES

Appendix A – U.S. Pilots

Program Name	Managing Org	Guaranteed Basic Income Type	# of Recipients	Amount
Alaska Permanent Fund Dividend	Alaska Dept. of Revenue	Unconditional	630,937 (2020)	\$1,114 for 2021
Stockton Economic Empowerment Demonstration (SEED)	Reinvent Stockton Foundation	Unconditional	125	\$500
South San Francisco Guaranteed Income Program	City of South San Francisco	Unconditional	160	\$500
Santa Clara UBI Pilot	My Path (w/ Excite Credit Union)	Unconditional	72	\$1,000
Restorative Reentry Fund	Community Works West	Unconditional	25	\$500
Resilient Communities for Every Child	San Diego for Every Child	Unconditional	150	\$500
Preserving Our Diversity (POD) Pilot #2	City of Santa Monica, Housing and Economic Development	Unconditional	248-436	\$1-\$700 for 1-person household; \$1-\$1,306 for 2-person household
Preserving Our Diversity (POD) Pilot #1	City of Santa Monica, Housing and Economic Development	Unconditional	21	\$151-\$813
Oakland Resilient Families	UpTogether, City of Oakland (Mayor Libby Schaaf)	Unconditional	600 families	\$500
NCJWLA Guaranteed Income Project	National Council of Jewish Women Los Angeles	Unconditional	12	\$1,000
MOmentum	Marin Community Foundation	Unconditional	125	\$1,000
Miracle Money	Miracle Messages	Unconditional	14	\$500
Miracle Money LA	Miracle Money	Unconditional	at least 50	\$750
BIG:LEAP (Basic Income Guaranteed: L.A. Economic Assistance Pilot)	City of Los Angeles (Mayor Eric Garcetti)	Unconditional	3,200	\$1,000
Long Beach pilot	City of Long Beach (Mayor Robert Garcia)	Unconditional	500	\$500
YBCA Guaranteed Income Pilot #1	Yerba Buena Center for the Arts	Unconditional	130	\$1,000
YBCA Guaranteed Income Pilot #2	Yerba Buena Center for the Arts	Unconditional	50	\$1,000
Compton Pledge	The Fund for Guaranteed Income, City of Compton (Mayor Aja Brown)	Unconditional	800	\$300, \$450, \$600 average monthly
Abundant Birth Project	Expecting Justice	Unconditional	150	\$1,000
Pilot Study	Y Combinator Research (now Open Research Lab)	Unconditional	fewer than 30	\$1,500, \$50
N/A	City of Mountain View (Councilwoman Margaret Abe-Koga)	Unconditional	166 families	\$500

General Assistance	Merced County Human Services Agency	Conditional		based on individual need
Dream Keeper Fellowship	Human Rights Commission and Office of Economic and Workforce Development	Unconditional	10	\$300-\$500
Operation Peacemaker Fellowship	City of Richmond	Conditional	84	up to \$1,000
Guaranteed Income Demonstration Program (GIDP)	L.A. County Board of Supervisors	Unconditional	150	up to \$1,204
Wells Fargo Universal Basic Income Pilot	Compass Family Services and Wells Fargo Foundation	Conditional	13 families	\$350
Oakland Ceasefire	City of Oakland	Conditional		up to \$350
Direct Investment Program in Sacramento (DIPS)	United Way California Capital Region	Unconditional	100 families	\$300
Universal Basic Income Project	Yolo County		31 families	maximum of \$12,155 for the year
Respond, Recover and Rebuild	Cherokee Nation (Chief Chuck Hosking Jr.)	Unconditional	392,832	\$2,000
Elder Food Security; Disability Food Security; Economic Impact Recovery Program: Dependent; Economic Impact Recovery Program: Adult	Choctaw Nation of Oklahoma (Chief Gary Batton)	Conditional	200,000+	members 55 and older and those ages 18-54 with a disability can receive a \$200 monthly grocery allowance Newborn-17 years: \$700 annually for Internet access and technology, student and childcare assistance for two years. Tribal members 18+ can receive \$1,000 annually for Internet access, technology and living expenses (mortgage, rent, utilities and food)
Denver Basic Income Project	Impact Charitable, City of Denver (Mayor Michael Hancock)	Unconditional	520	varies
Just Income GNV	Community Spring & City of Gainesville (Mayor Lauren Poe)	Unconditional	115	\$1000 first month; then \$600 monthly
Guaranteed Income Pilot Program	City of Evanston & Northwestern University	Unconditional	165	\$500
Evanston Equitable Recovery Fund	UpTogether/FIL-National	Unconditional	25 households	\$300

Guaranteed Basic Income Pilot Project	City of Chicago (Mayor Lori Lightfoot)	Unconditional	5,000	\$500
Chicago Future Fund	EAT Chicago	Unconditional	30	\$500
Every Dollar Counts	Heartland Alliance	Unconditional		\$50 or \$1000
Family Goal Fund	LIFT, Inc.	Unconditional	800+	\$150
Guaranteed Income Validation Effort (GIVE Gary)	City of Gary (Mayor Jerome Prince)	Unconditional	100	\$500
YALift! (Young Adult Louisville Income For Transformation)	Louisville Metro Government	Unconditional	Up to 150 people	\$500
Shreveport Guaranteed Income	City of Shreveport (Mayor Adrian Perkins)	Unconditional	120 single-family households	\$600
Universal Basic Income Pilot	New Orleans (Mayor Cantrell)	Unconditional	125	\$350
The Youth Cash Transfer Study	Rooted School Foundation	Unconditional	10	\$50
Family Health Project	Health Metrics	Unconditional	15 families	\$400
Chelsea Eats	City of Chelsea	Unconditional	Approx 2,000	\$200-\$400
Camp Harbor View Guaranteed Income Pilot	Camp Harbor View & UpTogether	Unconditional	50 families	\$583
Cambridge RISE (Recurring Income for Success and Empowerment)	City of Cambridge (Mayor Sumbul Siddiqui)	Unconditional	130	\$500
Baltimore Guaranteed Income Steering Committee	Baltimore (Mayor Brandon Scott)	Unconditional		
N/A	Lighthouse MI			
People's Prosperity Pilot	City of Saint Paul (Mayor Melvin Carter)	Unconditional	150 families	\$500
Minneapolis Guaranteed Basic Income Pilot	City of Minneapolis (Mayor Jacob Frey)	Unconditional	200 households	\$500
Guaranteed Income for Artists	Springboard for the Arts	Unconditional	25	\$500
Magnolia Mother's Trust *currently in 3rd cohort	Springboard To Opportunities	Unconditional	100	\$1,000
Project 100+	Give Directly	Unconditional	Almost 200,000	\$1,000
Excel	StepUp Durham, City of Durham (Mayor Steve Schewel)	Unconditional	115	\$500
Eastern Band of Cherokee Indians Casino Revenue Fund	Eastern Band of Cherokee Indians (Chief Richard Sneed)	Unconditional		\$3,500-\$6000
Paterson Guaranteed Income Pilot Program	City of Paterson (Mayor Andre Sayegh)	Unconditional	110	\$400
Newark Movement for Economic Equity	City of Newark (Mayor Baraka)	Unconditional	400	\$250 or \$3,000
Community-Led Basic Income Project	Community-Led Basic Income Project	Unconditional		average \$275
N/A	City of Las Cruces	Unconditional		
Santa Fe Learn, Earn, Achieve Program (SF LEAP)	City of Santa Fe (Mayor Alan Webber)	Unconditional	100	\$400
Students Experiencing Homelessness Basic Needs Stipend Pilot	New Mexico Appleseed	Conditional	53	\$500

Albuquerque Public Schools and Las Cruces Public Schools- Students Experiencing Homelessness Pilot	New Mexico Appleseed	Conditional	65	\$500
Zero Babies Homeless	HOMEworks (an initiative of the Samuels Group)	Unconditional	100	\$1,000
Trust Youth Initiative: Direct Cash Transfers to Address Young Adult Homelessness	Point Source Youth	Unconditional	30-40	\$1,250
HudsonUP	City of Hudson (Mayor Kamal Johnson)	Unconditional	75	\$500
Bridge Project	The Monarch Foundation	Unconditional	100	\$500 or \$1,000
N/A	City of Buffalo (Mayor Byron Brown)	Unconditional	1,600	\$500
Project Resilience	Ulster County	Unconditional	100	\$500
Rochester GI Pilot	City of Rochester (Outgoing Mayor Lovely Warren)	Unconditional	175 families (separate group for each year of program)	\$500
Baby's First Years	Columbia, NYU, Univ of Maryland, Univ of Wisconsin Madison, Duke, UC Irvine	Unconditional	1000	\$333 or \$20
Osage ARP Cash Assistance	Osage Nation (Chief Geoffrey Standing Bear)	Unconditional	11,721	up to \$2,000
ACEPGH (Assured Cash Experiment of Pittsburgh)	OnePGH Fund, City of Pittsburgh (Mayor William Peduto)	Unconditional	200	\$500
Philadelphia Guaranteed Income Program	WorkReady, City of Philadelphia	Unconditional	up to 60	\$500
Providence GI Pilot	Amos House, City of Providence (Mayor Jorge Elorza)	Unconditional	110	\$500
CLIMB (Columbia Life Improvement Monetary Boost)	Central Carolina Community Foundation City of Columbia (Mayor Stephen Benjamin)	Unconditional	100	\$500
37208 Demonstration	Moving Nashville Forward (MOVE)	Unconditional	100	\$1,000
Basic Income Project	Open Research Lab (formerly Y Combinator Research)	Unconditional	1,000	\$1,000
N/A	City of Austin (Mayor Steve Adler) UpTogether/FII	Unconditional		\$1,000
Richmond Resilience Initiative (RRI)	City of Richmond (Mayor Levar Stoney)	Unconditional	55 families	\$500
Arlington's Guarantee	Arlington Community Foundation	Unconditional	200 households	\$500
Guaranteed Basic Income Pilot Program	ACT for Alexandria (a community foundation)	Unconditional	150	\$500
Growing Resilience in Tacoma (GRIT)	City of Tacoma (Mayor Victoria Woodards)	Unconditional	110	\$500

Seattle Guaranteed Basic Income Pilot	Perigee Fund	Unconditional	N/A	
Seattle Guaranteed Basic Income program	City of Seattle (Mayor Jenny Durkan)	Unconditional		
Milwaukee Universal Basic Income Program	Alderman Chantia Lewis	Unconditional	50 households	\$500
Madison Guaranteed Income Pilot Program (Madison Forward Fund)	TASC Madison (Mayor Satya Rhodes-Conway)	Unconditional	125	\$500
N/A	City of Wausau (Mayor Katie Rosenberg)	Unconditional		\$500
MotherUp	DC Guaranteed Income Coalition (FKA Mothers Outreach Network)			
Returning Home Career Grant	Rubicon Programs	Unconditional	12+	\$1,000-\$1,500
I.M.P.A.C.T. (Income Mobility Program for Atlanta Community Transformation)	City of Atlanta, GA Urban League of Greater Atlanta	Unconditional	275	\$500
In Her Hands	The GRO Fund	Unconditional	650	\$850/month \$4,300 up front, then \$700/month
West Hollywood Basic Income Pilot	City of West Hollywood (Mayor Lindsey Horvath)	Unconditional	25	\$1,000
	City of Harrisburg (Mayor Eric Papenfuse)	Unconditional	3000	\$300
Creatives Rebuild New York	CRNY/Tides Center	Unconditional	2400	TBD
N/A	California State University System	Conditional	TBD	\$500
Birmingham's Embrace Mothers Pilot	City of Birmingham	Unconditional	110	\$375

*This modified list is updated from the Economic Security Project's Guaranteed Income Community of Practice; January 2022

Appendix B – Priority Population Detailed Tables

Low Income Washingtonians Age 16-64 by Poverty Level and Type of Destabilizing Condition or Transition, December 2020

							↓ Shown in Figure 6 ↓			
	TOTAL 0-200% FPL		0-50% FPL		51-100% FPL		0-100% FPL		101-200% FPL	
	N	COL %	N	COL %	N	COL %	N	COL %	N	COL %
TOTAL PERSONS	1,090,029		569,484		250,475		819,959		270,070	
Destabilizing Life Conditions or Transitions										
Deep Poverty (0-50% FPL)	569,484	52.2%	569,484	100.0%	0	0.0%	569,484	69.5%	0	0.0%
Serious Mental Illness	257,528	23.6%	135,444	23.8%	74,866	29.9%	210,310	25.6%	47,218	17.5%
Disability	229,967	21.1%	68,783	12.1%	112,177	44.8%	180,960	22.1%	49,007	18.1%
Substance Use Disorder	200,766	18.4%	127,219	22.3%	47,427	18.9%	174,646	21.3%	26,120	9.7%
Homeless	110,340	10.1%	86,273	15.1%	16,478	6.6%	102,751	12.5%	7,589	2.8%
Immigrants and Refugees	125,869	11.5%	59,031	10.4%	26,672	10.6%	85,703	10.5%	40,166	14.9%
Former TANF Recipients, Transition-Age Youth	30,926	2.8%	19,253	3.4%	5,480	2.2%	24,733	3.0%	6,193	2.3%
Former Homeless Persons, Transition-Age Youth	29,499	2.7%	18,530	3.3%	5,247	2.1%	23,777	2.9%	5,722	2.1%
Women with Infants	25,599	2.3%	14,782	2.6%	4,377	1.7%	19,159	2.3%	6,440	2.4%
Pregnant Women	24,926	2.3%	13,563	2.4%	3,615	1.4%	17,178	2.1%	7,748	2.9%
Domestic Violence	20,038	1.8%	12,420	2.2%	4,352	1.7%	16,772	2.0%	3,266	1.2%
Exiting Prison	5,694	0.5%	5,025	0.9%	411	0.2%	5,436	0.7%	258	0.1%
Foster Care Alumni, Transition-Age Youth	5,476	0.5%	4,210	0.7%	794	0.3%	5,004	0.6%	472	0.2%
Former JR Facility Clients, Transition-Age Youth	1,848	0.2%	1,472	0.3%	193	0.1%	1,665	0.2%	183	0.1%
Exiting Foster Care	1,009	0.1%	787	0.1%	150	0.1%	937	0.1%	72	0.0%
Count of Destabilizing Life Conditions or Transitions										
At least 1	892,459	81.9%	569,484	100.0%	177,323	70.8%	746,807	91.1%	145,652	53.9%
At least 2	468,413	43.0%	339,235	59.6%	86,198	34.4%	425,433	51.9%	42,980	15.9%
At least 3	194,396	17.8%	152,807	26.8%	31,663	12.6%	184,470	22.5%	9,926	3.7%
At least 4	63,763	5.8%	55,982	9.8%	6,188	2.5%	62,170	7.6%	1,593	0.6%
Other Categories										
Employed	452,273	41.5%	217,505	38.2%	82,245	32.8%	299,750	36.6%	152,523	56.5%
Child	53,786	4.9%	24,375	4.3%	11,131	4.4%	35,506	4.3%	18,280	6.8%
Employed, child, or at least 1 destabilizing life condition or transition	1,024,840	94.0%	569,484	100.0%	221,765	88.5%	791,249	96.5%	233,591	86.5%

NOTE: Because data is based on persons enrolled in food and/or medical assistance in CY 2020, count of total persons below 200% FPL may be underestimated. Rates of destabilizing life conditions or transitions may be underestimated because not all such conditions or conditions are recorded in administrative data (e.g., mental illness status not known for client enrolled in food but not medical assistance).

SOURCE: DSHS Research and Data Analysis Division, Integrated Client Databases.

Technical Notes	
Basic Definitions	
Receiving Food and/or Medical Assistance	Enrolled in Washington's Basic Food assistance program, Medicaid, or Children's Health Insurance Program (CHIP) in December 2020. All persons included in the analysis received assistance in this month.
Income Level	Income is client-reported gross family income used for eligibility processing, as stored in DSHS' Automated Client Eligibility System (ACES) in December 2020. Family incomes are compared to the Federal Poverty Line (FPL) to identify income level.
Age	Age as of December 31, 2020.
Child	Age less than 18.
Transition-Age	Age between 16 and 25.
Employed	Any earnings in the fourth quarter of 2020 based on quarterly data reported by employers to the Employment Security Department or reported by clients and recorded in ACES.
Destabilizing Life Conditions or Transitions	
Deep Poverty	Age 16 to 64 and family income at or below 50% FPL.
Serious Mental Illness	Age 16 to 64 and at least one medical claim or encounter in 2019 or 2020 with diagnoses indicating psychiatric needs classified as high (e.g., schizophrenia), medium (e.g., bipolar disorder), or medium low (e.g., recurrent major depressive disorder), based on the Chronic Illness and Disability Payment System (CDPS), http://cdps.ucsd.edu .
Disability	Age 16 to 64 and at least one of: (1) Enrolled in disability-related Medicaid coverage in December 2020; (2) non-elderly and receiving SSI/WASHCAP in December 2020; (3) receiving SSDI in December 2020; (4) any disability flagged in ACES.
Substance Use Disorder	Age 16 to 64 and at least one indication of substance use treatment need in 2019 or 2020, including a substance-related diagnosis, procedure, prescription, treatment, or arrest recorded in state administrative data.
Homeless	Age 16 to 64 and at least one indication of homelessness in December 2020 from ACES (DSHS), the Electronic Jobs Automated System (eJAS) for WorkFirst participants (DSHS), the Department of Commerce's Homelessness Management Information System, or medical claims and encounter data (ProviderOne; HCA).
Immigrants and Refugees	Age 16 to 64 and indication of immigrant or refugee status in ACES.
Former TANF Recipients, Transition-Age Youth	Age 16 to 25 and had received TANF or State Family Assistance at some point while age 16 or older prior to December 31, 2020, per ACES.
Former Homeless Persons, Transition-Age Youth	Age 16 to 25 and had been homeless at some point while age 16 or older prior to December 31, 2020, per homeless definition above.
Women with Infants	Females age 16 to 64 who had live childbirths recorded in medical claims or encounter data (ProviderOne; HCA) in any month of 2020.
Pregnant Women	Females age 16 to 64 who had an indication of a pregnancy (diagnosis or procedure code) in December 2020 in medical claims or encounter data (ProviderOne; HCA).
Domestic Violence	Age 16 to 64 and indication of domestic violence in ACES and/or FamLink (DCYF). Based on available data, victims of domestic violence cannot be definitively identified; the domestic violence flags may reflect either victim or perpetrator status.
Exiting Prison	Age 16-64 and released from a Department of Corrections facility during the year and had not re-entered prison as of December 31.
Foster Care Alumni, Transition-Age Youth	Age 16-25 and had been in DCYF out-of-home placement at some point while age 16 or older prior to December 31, 2020. Includes those still in care as of December 31 as well as those no longer receiving DCYF services.
Former JR Facility Clients, Transition-Age Youth	Age 16-25 and had been served in a Juvenile Rehabilitation facility operated by DCYF at some point while 16 or older prior to December 31.
Exiting Foster Care	Age 16-22 and discharged from a DCYF out-of-home home child welfare placement during 2020, and had not re-entered out-of-home placement as of December 31. Additionally includes all youth in Extended Foster Care at any point in 2020.

Appendix C – Cash Dispersion Mechanisms and Apps

Disbursement Mechanisms			
	Third-Party Physical Cash/Check (bank, credit union, Western Union, etc.)	E-cash (Direct deposit, pre-paid card, Venmo, etc.)	Physical Cash (distributed by CBO) or government office
Advantages	<ul style="list-style-type: none"> • Mitigates organizations' cash handling risks • Can increase geographic range or number of participants reached • Can mitigate corruption by separating duties • May be convenient for participants if the cash-out partners are located in common marketplaces 	<ul style="list-style-type: none"> • Mitigates organizations' cash handling risks • Anonymity of e-cash can mitigate risks for participants • Participants can access cash on their own schedule • Can mitigate corruption and diversion; provides a digital trail of funds • Often, provides real-time data monitoring • May be linked to larger financial inclusion goals • Can increase scale 	<ul style="list-style-type: none"> • Always an option, provided security allows • No service fee payments to service provider • Eliminates risks associated with working with unknown service provider
Disadvantages	<ul style="list-style-type: none"> • May be expensive • Options in target area may be limited or nonexistent 	<ul style="list-style-type: none"> • Often the most expensive option, unless program will deliver multiple transfers to same group • Often takes the longest to set up • Limited network coverage or nascent MNO environment may impact quality of service or coverage • If technology is new to participants, requires significant training and monitoring 	<ul style="list-style-type: none"> • Distributing org bares all risks associated with disbursing cash • Increases risks of fraud or diversion; without third party, checks and balances are reduced • Places a significant burden on distributing agency staff (high admin costs) • High administrative costs for Finance and Program teams • Limited opportunity for reaching scale

Cash Distribution Partners		
Organization	Website	Sample of who uses them for their basic income work
AidKit	www.aidkit.org	Denver Basic Income Project, Adams County Low Income COVID Positive Aid
Community Financial Resources	www.communityfinancialresources.org	Stockton Economic Empowerment Demonstration, County of Santa Clara Basic Income Program for Young Adults Transitioning Out of Foster Care
The Fund for a Guaranteed Income	www.f4gi.org	The Compton Pledge, Chicago Future Fund
GiveDirectly	www.givedirectly.org	In Her Hands
MoCaFi	www.mocafi.com	Abundant Birth Project, Basic Income Guaranteed: Los Angeles Economic Assistance Pilot
Providers	www.joinpropel.com	GiveDirectly Project 100
Steady	www.steadyapp.com	Mayors for a Guaranteed Income demonstration (including Tacoma's GRIT demonstration)
UpTogether	www.uptogether.org	Oakland Resilient Families, New Mexico state demonstration

*Modified from the Economic Security Project resource on disbursement; January 2022

Appendix D – Validated Survey Instruments

Measures of Mobility Tools and Details				
Themes of Power & Autonomy, Value in the Community and Economic Success				
Theme of Measurement	What they measure	Measurement Tool	Details	How
Power & Autonomy	Agency	Psychological Wellbeing Scale	A six (6) item assessment that measures aspects of wellbeing and happiness: autonomy, environmental mastery, personal growth, positive relations with others, purpose in life and self acceptance.	Respondents rate on how strongly they agree or disagree on a 7-point scale.
	Agency	New General Self-Efficacy Scale	An eight (8) item assessment that measures how much people believe they can achieve their goals, despite difficulties.	Respondents rate on how strongly they agree or disagree on a 5-point scale.
	Agency	Sense of Control Scale	A twelve (12) item survey that measures a person's sense of control over her/his life.	Respondents rate on how strongly they agree or disagree on a 7-point scale.
	Agency	Self-Constraint Scale	A thirty (30) item assessment that measures how people view themselves in relation to others.	Respondents rate on how strongly they agree or disagree on a 7-point scale.
	Coping with Stress	Shift and Persist Scale	A fourteen (14) item assessment that measures two strategies for dealing with stressful situations: shifting, which means accepting stress and getting used to it; and persisting, which means being optimistic and finding purpose in tough times.	Respondents rate on how they deal with stress on a 4-point scale (not at all, a little, some and a lot).
	Coping with Stress	Revised Life Orientation Test	A ten (10) item assessment that measures how optimistic or pessimistic people feel about the future.	Respondents rate on how strongly they agree or disagree on a 5-point scale.
	Hope	Herth Hope Index	A twelve (12) item assessment that measures a person's mental health and wellbeing.	Respondents rate on how strongly they agree or disagree on a 4-point scale.
	Growth Mindset	Growth Mindset Scale	A three (3) item assessment that measures how much people believe that	Respondents rate on how strongly they agree or disagree on a 6-point scale.

			they can get smarter if they work at it.	
	Growth Mindset	"Kind of Person" Implicit Theories Scale	An eight (8) item assessment that measures how much people believe they can change and grow.	Respondents rate on how strongly they agree or disagree on a 6-point scale.
	Health	Health-Related Quality of Life Scale	A fourteen (14) item assessment that measures an overview of a person's health and wellbeing.	Respondents rate on how their health is on a 5-point scale (poor, fair, good, very good or excellent).
	Health	Self-Rated Health	A single item assessment that capture how healthy people this they are.	Respondents rate on how their health is on a 5-point scale (poor, fair, good, very good or excellent).
Being Valued in the Community	Social Connectedness	The Inclusion of Other in the Self Scale	A single item assessment that measures how close the person feels with another person or group.	Respondents rate on how strongly their relationships are on a 7-point scale.
	Social Connectedness	The Social Support Convoy Model, Hierarchical Mapping Technique	This mapping assessment measure the number and strength of respondents' relationships.	Open ended questions with three concentric circles that identify inner circle, middle circle and outer circle as far as closeness to others.
	Social Connectedness	Sense of Social Fit	A seventeen (17) item assessment that measures how much a person feels they belong in a group, such as in school, work, academia.	Respondents rate on how strongly they agree or disagree on a 5-point scale.
	Social Connectedness	Collective Efficacy Scale	A ten (10) item assessment that measures how well communities work together to make things happen: 1) The informal social control section assesses how likely neighbors are to intervene when there is trouble, and 2) The social cohesion and trust section assesses how likely neighbors are to support each other in times of need.	Respondents rate on how likely or unlikely on a 5-point scale.
	Relational Stress	Family Support and Strain Scale	An eight (8) item assessment that measures how much people think their family members help or hinder them.	Respondents rate on how strongly they agree or disagree on a 4-point scale.

	Relational Stress	UCLA Loneliness Scale	A twenty (20) item assessment that measures how often a person feels disconnected from others.	Respondents rate on how often they feel this way on a 4-point scale (Never, rarely, sometimes, and always).
	Social Standing	MacArthur Scale of Subjective Social Status	A single item assessment that measures a person's perceived rank relative to others in their group.	Respondents use a 10-wrung ladder visual to compare themselves to others.
	Social Standing	Perceived Discrimination Scale	A twenty (20) item assessment measures how often people feel that others treat them badly or unfairly for a lifetime discrimination scale and there is a nine (9) item daily discrimination scale to complement the aforementioned scale.	Respondents rate how often they feel this way on a 4-point scale.
	Trauma	Adverse Childhood Experiences Scale	A seventeen (17) item assessment that measures childhood exposure to trauma such as psychological, physical, or sexual abuse, neglect, mental illness, domestic violence, divorce, and having a parent in prison.	Respondents answer 17 yes or no questions.
	Trauma	Survey of Exposure to Community Violence	A twenty-five (25) item assessment that measures how often children have been exposed to violence.	Respondents rate on how often this happens on a 4-point scale (Never, once, a few times and lots of times).
Economic Success	Income and Income Sources	Annual Social and Economic Supplement to the Current Population Survey	This Census survey collects information on employment and demographics. From time to time, additional questions are included such as on subjects like health, education, income, previous work experience.	Census employees interview 54,000 households monthly (each household in interviewed once a month for four consecutive months and again at the corresponding time the following year).
	Income and Income Sources	The Survey of Income and Program Participation (SIPP)	SIPP provides comprehensive information about the income and program participation of individuals and households in the US. SIPP also collects extensive data on	14,000 - 52,000 households are interviewed for 2.5 - 4 years in duration. Interviews take place via visits or telephone.

			many additional factors of economic wellbeing. SIPP also collects extensive information concerning family dynamics, educational attainment, housing expenditures, asset ownership, health insurance, disability, child care, and food security. These data put the income and program reciprocity of individuals and households into the family and social context. Thus, researchers may examine the ways in which these factors interact to influence financial wellbeing and movement into or out of government assistance programs.	
	Earnings	March Current Population Survey (CPS)	Sponsored jointly by the Census and US Bureau of Labor Statistics, CPS collects data for a variety of other studies that keep the nation informed of the economic and social wellbeing of its people and the March CPS contains questions that can ascertain annual earnings.	Monthly, 59,000 households are selected for this voluntary survey given by survey instruments personal visit or telephone interviews.
	Earnings	Current Population Survey Outgoing Rotation Group	Conducted by the Bureau of Labor Statistics, this survey measures labor force participation and employment, and includes questions to compute workers' hourly wages.	Every household that enters the CPS is interviewed each month for 4 months, then ignored for 8 months, then interviewed again for 4 more months. Usual weekly hours/earning questions are asked only at households in their 4th and 8th interview. New households enter each month, so one fourth the households are in an outgoing rotation each month.
	Assets, Debt and Wealth	American Housing Survey	Partnering with the Department of	This survey is given every other year in no

			Housing & Urban Development (HUD), the Census Bureau provides this survey to capture size, home ownership, composition, and quality of the nation's housing stock.	more than 30 metropolitan areas with a sampling size of roughly 115,000 housing units.
	Assets, Debt and Wealth	Survey of Household Economics and Decision Making	The Federal Reserve Board measures the economic wellbeing of US households on topics such as financial wellbeing, credit access and behaviors, savings, retirement, economic fragility, and education and student loans.	Conducted yearly, this online consumer questionnaire has roughly 11,000 respondents.
	Material Hardship	US Household Food Security Survey Module	An eighteen (18) item assessment that measures food security or food insecurity.	Yearly, approximately 40,000 respondents rate their food security/insecurity on a 4-point scale (high food security, marginal food security, low food security and very low food security).
	Material Hardship	National Health Interview Survey	Via the Centers for Disease Control, this annual survey tracks health status, health care access, and being able to afford medical care.	Through personal household interviews, this yearly assessment
	Employment and Job Quality	Current Population Survey Outgoing Rotation Group	Conducted by the Bureau of Labor Statistics, this survey measures labor force participation and employment, and includes questions about employment status, hours worked, employer-sponsored health insurance, pension offers and uptake and paid time off.	Every household that enters the CPS is interviewed each month for 4 months, then ignored for 8 months, then interviewed again for 4 more months. Usual weekly hours/earning questions are asked only at households in their 4th and 8th interview. New households enter each month, so one fourth the households are in an outgoing rotation each month.
Economic Success	Employment and Job Quality	Current Population Survey (CPS)	Sponsored jointly by the Census and US Bureau of Labor Statistics, CPS collects data for a variety of	Monthly, 59,000 households are selected for this voluntary survey given by survey instruments

			other studies that keep the nation informed of the economic and social wellbeing of its people.	personal visit or telephone interviews.
Employment and Job Quality	The Survey of Income and Program Participation (SIPP)		SIPP provides comprehensive information about the income and program participation of individuals and households in the US. SIPP also collects extensive data on many additional factors of economic wellbeing. SIPP also collects extensive information concerning family dynamics, educational attainment, housing expenditures, asset ownership, health insurance, disability, child care, and food security. These data put the income and program reciprocity of individuals and households into the family and social context. Thus, researchers may examine the ways in which these factors interact to influence financial wellbeing and movement into or out of government assistance programs.	14,000 - 52,000 households are interviewed for 2.5 - 4 years in duration. Interviews take place via visits or telephone.
Skills and Human Capital	Current Population Survey (CPS)		Sponsored jointly by the Census and US Bureau of Labor Statistics, CPS collects data for a variety of other studies that keep the nation informed of the economic and social wellbeing of its people including years of schooling attended, completed and highest degree earned.	Monthly, 59,000 households are selected for this voluntary survey given by survey instruments personal visit or telephone interviews.
Skills and Human Capital	National Longitudinal Survey of Youth		The Bureau of Labor Statistics is following the lives of a sample of American youth in various yearly cohorts and they are	There are roughly 8,000 youth in each cohort and the data from respondents is collected by questionnaire.

			interviewed biennially collecting such data as grade point average, educational activities, sexual activity, attitudes, crime and non-cognitive tests.	
	Community-Level Measures	Economic Hardship Index	This tool compares economic conditions between communities and it combines six (6) factors for a wellbeing measurement at the census tract level, such as unemployment, dependency, education, per capita income, housing and poverty.	N/A

*Table created from studies/resources from www.mobilitypartnership.org

Sources/Notes on Cost Variables:

1. Counties are grouped to align with Managed Care Regions (https://www.hca.wa.gov/assets/free-or-low-cost/service_area_map.pdf).
2. Fair Market Rents (FMR) are published by U.S. Department of Housing & Urban Development | Office of Policy Development & Research. Note: 120% FMR is a generally-accepted standard measure of current FMR, as data lags by a year (<https://www.hud.gov/sites/documents/PIH2013-18.PDF>)
3. Population in poverty by county is derived from 2016-2020 American Community Survey Table C17004.
4. Sample sizes chosen to reflect minimal viable sample (n=5,000) to detect effects, followed by sample sizes (n=7,500, n=10,000) that would allow for more robust within/between analyses by demographic and geographic groups. Sample sizes in each region are allocated based on the number of people living under 100% of the federal poverty level (FPL) in the region divided by the total number of people living below 100% FPL in Washington state (e.g., 25% of the population in poverty lives in King County; therefore, 25% of the sample is assigned to King County). "Low" estimates assume 100% of the pilot sample would receive a basic income at the lowest %FMR for the region; "high" estimates assume 100% of the pilot sample would receive a basic income at the highest %FMR for the region. Costs assume control group receives \$250 (10 hours *\$25/hour) to participate in data collection and evaluation for the pilot.
5. Cost estimates reflect different permutations of above variables within a range of "low" to "high" for each regional grouping.

Appendix G – Managed Care Regions & Sample Sizes

Region	Counties Included	Sample Size per Region					
		Treatment			Control		
		5,000	7,500	10,000	5,000	7,500	10,000
Salish	Clallam, Jefferson, Kitsap	119	178	237	119	178	237
Thurston-Mason	Mason, Thurston	120	180	239	120	180	239
Great Rivers	Cowlitz, Grays Harbor, Lewis, Pacific, Wahkiakum	127	190	254	127	190	254
North Sound	Island, San Juan, Skagit, Snohomish, Whatcom	364	546	728	364	546	728
King	King	615	923	1231	615	923	1231
Pierce	Pierce	277	416	554	277	416	554
Southwest	Clark, Klickitat, Skamania	159	239	319	159	239	319
North Central	Chelan, Douglas, Grant, Okanogan	117	176	234	117	176	234
Greater Columbia	Asotin, Benton, Columbia, Franklin, Garfield, Kittitas, Walla Walla, Whitman, Yakima	340	510	680	340	510	680
Spokane	Adams, Ferry, Lincoln, Pend Oreille, Spokane, Stevens	261	392	523	261	392	523

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