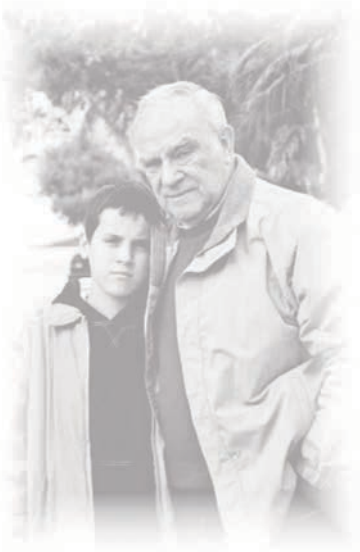

INTERGENERATIONAL

POVERTY IN UTAH 2012

CONTENTS

I.BACKGROUND 6

II. DEFINITIONS 6

III. SYSTEM TO TRACK 7

IV.BASELINE RESULTS..... 10

V. CONCLUSION..... 28

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EXECUTIVE SUMMARY

The Utah Intergenerational Poverty Mitigation Act (Senate Bill 37 of the 2012 Legislative Session; Utah Code 35A-8-101, 35A-8-102, and 35A-8-201) requires the Department of Workforce Services (DWS) to "establish and maintain a system to track intergenerational poverty related data to identify at-risk children and other groups, identify trends, and to assist case workers, social scientists, and government officials in the study and development of plans and programs to help individuals and families break the cycle of poverty." The act establishes an annual report due not later than September 30 of each year to the governor, the Legislative Management Committee, and the Legislature's Economic Development and Workforce Services Interim Committee.

This paper is the first of the annual reports required by the law. Using public assistance (PA) databases and other sources, the boxes on page 5 paints a picture of intergenerational poverty in Utah.

The body of this report provides characteristic information among intergenerational PA adults and children. Adults with intergenerational public assistance are compared with the population of adults in public assistance that are not intergenerational.

These observations will be used to help identify plans and programs designed to break the cycle of poverty. It is noteworthy that this information represents most of those in pov-

erty; however, there are other significant groups not characterized in this report.

Some of the groups unspoken for in these results are:

- Older generations (those over age 40) who were recipients as children (the historical data does not go back far enough to capture their childhood participation).
- Those that moved away from Utah since childhood and continue to receive PA and current recipients that moved to Utah from other places and received assistance as children (the PA database is for Utah only).
- Intergenerational people in poverty that do not receive public assistance (the historical data is limited to public assistance only and does not access data from other community organizations such as churches and local charities).
- Those individuals that cannot be identified as intergenerational due to lack of current household relationships with parents that received PA as children (e.g., absent parents whose children are in foster care, incarcerated or institutionalized parents, and deceased parents) prevent identifying multiple generations of PA.

Access to interstate public assistance data, exchanges of information with private non-profits and faith-based organizations, and collaboration between Utah state agencies to match PA records with other public records such as corrections, juvenile justice, foster care, and public education would significantly enhance future analyses of those experiencing intergenerational poverty in Utah.

Characteristics of Intergenerational Public Assistance Recipients Presented in the Report:

Adults

- Age and gender
- Marital status
- Number of children
- County of residence
- Education level
- Homelessness
- Legal issues
- Disability status
- English language proficiency
- Employment history
- Program types of assistance

Children

- Age and gender
- Relationship to intergenerational adults
- School status
- Disability
- Teen pregnancy
- Multiple households
- Program types of assistance

FINDINGS:
INTERGENERATIONAL POVERTY IN UTAH

- The more impoverished a person is during childhood, the more likely that person is to receive public assistance (PA) as an adult.
- The longer adults experienced poverty as children, the longer they are likely to be in poverty as adults.
- In Utah, more than 70 percent of all people living in poverty receive some form of PA including financial aid, Child Care subsidies, Food Stamps, and/or Medicaid.
- Children in Temporary Assistance to Needy Families (TANF) have the highest retention in PA when they are adults.
- Almost 36,000 children receiving PA between 1989 and 2008 are now adults receiving PA. These "second generation" adults are ages 21 to 40 and represent 1 in every 24 Utahns of the same age group.
- Two-thirds of these second generation adults have children of their own. That is, there are currently 50,000 children in the "third generation" receiving PA whose parents were also children with PA.
- One in every 20 intergenerational teen girls (ages 13 to 17) was pregnant during SFY12 expecting the "fourth generation" of PA recipients.
- Most intergenerational adults are unmarried females with children. Females are almost twice as likely to be intergenerational PA recipients as males. About 70 percent of all intergenerational mothers have at least two children.
- One third of intergenerational adults have less than a high school diploma or GED completion. Most of the remaining population have no post-secondary education.
- Most intergenerational adults have some work history—but with low incomes. This is likely because their occupations pay less and/or they do not work as many hours.
- Every county has a share of intergenerational PA recipients.

I. BACKGROUND

The number of Utahns in poverty has increased in recent years. The Census Bureau estimates that 13.2 percent of all Utahns now live in poverty. The percentage of children in Utah growing up in poverty is 15.7 percent – almost one in every six children. National research finds that "individuals who grow up in poor families are much more likely to be poor in early adulthood. Moreover, the chances of being poor in early adulthood increase sharply as the time spent living in poverty during childhood increases."[1] This statement describes intergenerational poverty – especially when those adults have children of their own.

Recently, lawmakers in Utah acted to establish a system to track intergenerational poverty. An annual report is required as part of the new law. This document is the first annual report.

II. DEFINITIONS

The following statements are extracted from the act and define terms used in this report.

- "**Poverty** means the state of a person who lacks a usual or socially acceptable amount of money or material possessions as demonstrated by the person's income level being at or below the United States poverty level as defined by the most recently revised poverty income guidelines published by the United States Department of Health and Human Services in the Federal Register."
- "**Cycle of poverty** or **poverty cycle** means the set of factors or events by which the long-term poverty of a person is likely to continue and be experienced by each child of the person when the child becomes an adult unless there is outside intervention."
- "**Intergenerational poverty** means poverty in which two or more successive generations of a family continue in the cycle of poverty and government dependence. Intergenerational poverty does not include situational poverty."
- "**Situational poverty** means temporary poverty that is generally traceable to a specific incident or time period within the lifetime of a person; and is not continued to the next generation."

[1] Refer to http://www.nccp.org/publications/pub_909.html (November 2009).

III. SYSTEM TO TRACK INTERGENERATIONAL POVERTY IN UTAH

The Utah Department of Workforce Services (DWS) administers public assistance programs including financial assistance, Food Stamps (the Supplemental Nutrition Assistance Program, SNAP), and Medicaid. Additionally, DWS processes Unemployment Insurance (UI) claims, manages job training programs, and operates the public labor exchange which helps job seekers to find employment.

These many services are transacted in multiple database systems. Raw data from each system is combined in a data warehouse where research and analyses are performed.

DWS does not have information for all individuals in poverty; however, most adults and children in poverty are served by one or more public assistance (PA) programs (this is substantiated later in the paper). Accordingly, data for individuals served by the agency may be examined to observe trends and patterns among those with continued attachment to public assistance through multiple generations.

a. Methodology

The methodology for identifying intergenerational attachment to public assistance begins with observing all adults ages 21 to 40 served by DWS during state fiscal year (SFY) 2012 (ending June 30, 2012) and looking at their history of public assistance to observe if the same individuals were recipients as children. Children are defined as those ages 17 or younger. If an adult on assistance in the current year also received assistance as a child, that adult is identified as an "intergenerational recipient." Households are identified by case numbers. The adult must also belong to a household that is separate from the one of which he was a member as a child.

Data for public assistance programs is available back to 1989; therefore, adults older than age 40 in SFY2012 cannot be assessed for intergenerational attachment to PA. Adults 41 and older would have been over age 17 in 1989.

> Many adults ages 18 to 20 continue to live with parents/guardians; therefore, individuals ages 18 to 20 are excluded from the analysis.

A distinction is made between intergenerational recipients that experience situational poverty and those with persistent attachment to public assistance. Looking at the distribution of the total number of months of assistance received by intergenerational recipients, it was determined that those with fewer than 12 total months of assistance since age 21 or 12 total months as children are "situational." That is, only those with 12 or more total months of assistance since age 21 and 12 or more total months as children are included in the analysis. Months of assistance do not have to be consecutive.

Emphasis in this paper is given to the children of intergenerational recipients. Once intergenerational adults are identified, the chil-

dren associated with those households are observed for analysis.

There are a few limitations with this methodology. One is that the data warehouse contains data for Utah benefits only; therefore, those that may have experienced public assistance as children in other states are not included. Another limitation is that childhood data only goes back to 1989; therefore, many adults are excluded from the definition of intergenerational recipients because 12 or more total months of assistance cannot be observed. Other limitations are based on populations not served by DWS such as those served by food pantries, churches and faith-based organizations, community non-profits, and other government agencies including Corrections, Health, and Human Services.

b. Sources of Information

1. The DWS data warehouse contains data from the following data systems:
   - **PACMIS** – Public Assistance Case Management Information System. This is the primary database used to administer public assistance in Utah between July 1988 and June 2010. Data prior to January 1989 is incomplete because the PACMIS system was being implemented and contains only partial records. PACMIS data for all adults and children includes program types (financial, Food Stamps, and Medicaid), benefits paid by month, client ages, gender, marital status, disability (ADA), geography, and language preference/proficiency.
   - **eREP** – Utah's electronic Resource and Eligibility Product. This system replaced PACMIS in July 2010. It contains all of the same data elements as the PACMIS system.
   - **UWORKS** – Utah Works is a case management system containing information about homelessness, legal issues, veterans' status, disability affecting employment, and education level.
   - **Wage file** – All employers covered by the unemployment insurance program report quarterly earnings for each employee. This information is useful when matched with intergenerational recipients to learn about employment history and attachment to the labor force.

2. U.S. Department of Health and Human Services (DHHS) poverty guidelines. The most recently revised poverty income guidelines were published in the Federal Register Volume 77, Number 17, dated Thursday, January 26, 2012. Results are presented later in the paper. In describing the source of information for poverty guidelines, the FR states, "Section 673(2) of the Omnibus Budget Reconciliation Act (OBRA) of 1981 (42 U.S.C. 9902(2)) requires the Secretary of the Department of Health and Human Services to update the poverty guidelines at least annually, adjusting them on the basis of the Consumer Price Index for All Urban Consumers (CPI-U). The poverty guidelines are used as an eligibility criterion by the Community Services Block Grant program and a number of other Federal programs. The (DHHS) poverty guidelines … are a simplified version of the poverty thresholds that the Census Bureau uses to prepare its estimates of the number of individuals and families in poverty … As required by law, this update is accomplished by increasing the latest published Census Bureau poverty thresholds by the relevant percentage change in the Consumer Price Index for All Urban Consumers (CPI-U). The guidelines in this 2012 notice reflect the 3.2 percent price increase between calendar years 2010 and 2011. After this inflation adjustment, the guidelines are rounded and adjusted to standardize the differences between family sizes. The same calculation procedure was used this year as in previous years."
3. U.S. Census Bureau, *2010 American Community Survey* – Percentage of Children 0 to 17 Years in Poverty in the Past 12 Months by Selected Race Groups and Hispanic Origin, by State and Puerto Rico.
4. National Center for Children in Poverty (NCCP), Columbia University, *Childhood and Intergenerational Poverty: The Long-Term Consequences of Growing Up Poor* (November, 2009).

c. System Functions

The Utah Intergenerational Poverty Mitigation Act (Senate Bill 37 of the 2012 Legislative Session) defines the functions that must be performed by the tracking system. The following requirements are identified in the law.

1. The system to track intergenerational poverty gathers and tracks available local, state, and national data on:
   a. Official poverty rates
   b. Child poverty rates
   c. Years spent by individuals in childhood poverty
   d. Years spent by individuals in adult poverty
   e. Related poverty information

Once intergenerational adults are identified, the children associated with those households are observed for analysis.

2. The purpose of the tracking system is to:
   a. Identify groups that have a high risk of experiencing intergenerational poverty
   b. Identify incidents, patterns, and trends that explain or contribute to intergenerational poverty
   c. Assist case workers, social scientists, and government officials in the study and development of effective and efficient plans and programs to help individuals and families in the state to break the cycle of poverty

This inaugural report primarily provides information on items 1, 2a, and 2b above. Limited observations are offered to assist case workers, social scientists, and government officials. These third parties are those that will identify and implement plans and programs to help break the cycle of poverty.

IV. BASELINE RESULTS

a. Official Poverty Rates, Child Poverty Rates, and Years in Poverty

1. **Poverty Guidelines** – The 2012 Poverty Guidelines for the 48 contiguous states and the District of Columbia are:

Persons in family/ household	Poverty guideline $
1	11,170
2	15,130
3	19,090
4	23,050
5	27,010
6	30,970
7	34,930
8	38,890
For families/households with more than 8 persons, add $3,960 for each additional person.	

As cited by DHHS in the Federal Register, these guidelines are summarized from Census Bureau data for poverty thresholds which are used to determine the number of people in each state living in poverty.

2. **Poverty rates** – The thresholds used by the Census Bureau establish poverty rates in each state. The Federal poverty rate for all individuals in 2010 (the most current data available) is estimated to be 15.1 percent nationally.[1] The poverty rate in Utah for the same period is estimated to be 13.2 percent. The percentage of children 0 to 17 years of age in poverty in 2010 nationally was 21.6 percent. The same measure in Utah in 2010 shows 15.7 percent.[2]
3. **Length of time in poverty** – The National Center for Children in Poverty (NCCP), a research center at Columbia University that "promotes the interests of children in low-income families," conducted research on Intergenerational Poverty and published general information about the years spent in poverty among children and adults.

This research concludes that the longer adults experienced poverty as children, the longer they are likely to be in poverty as adults.

[1] Refer to http://www.census.gov/newsroom/releases/pdf/2010_Report.pdf (2010 data).
[2] Refer to http://www.census.gov/prod/2011pubs/acsbr10-05.pdf (2010 data).

Exposure to poverty during childhood and the probability of being poor at ages 20, 24, 30 and 35*					
% of years living in poverty during childhood (birth to age 15)		Proportion poor at age 20	Proportion poor at age 25	Proportion poor at age 30	Proportion poor at age 35
0%	(0 years)	4.1%	5.3%	4.3%	0.6%
1% to 100%	(at least 1 year)	20.8%	20.1%	13.6%	13.3%
1% to 50%	(1 to 7 years)	12.4%	13.6%	7.3%	8.1%
51% to 100%	(8 to 14 years)	46.0%	40.0%	33.6%	45.3%

*Poverty status at more advance ages is only observed for the increasingly restricted sample of individuals who reached the age specified.

b. Intergenerational Public Assistance in Utah - Adults

Census Data and DWS Data for July 2010		All individuals	Ages 21 to 40	Ages 0 to 17
State Population	Individuals	2,763,885	842,482	871,027
Estimate of Poverty	Poverty Rate	13.2%	see note 1	15.7%
	Individuals in Poverty	364,833	111,208	136,751
Food Stamps (FS) Population	FS Individuals	257,822	73,022	133,439
	Estimated FS Participation among those in Poverty	70.7%	65.7%	97.6%
DWS Data for SFY2012		All individuals	Ages 21 to 40	Ages 0 to 17
All Public Assistance (see note 2)	Total PA Individuals	383,031	92,138	215,106
Intergenerational Public Assistance	Intergenerational PA Individuals	see note 3	35,778	50,079
	Percent of all PA		38.8%	23.3%
	Percent of Poverty		32.2%	36.6%
	Percent of Total Population		4.2%	5.7%

Note 1: The overall poverty rate is used to estimate the number of those in poverty ages 21 to 40
Note 2: All PA includes programs for which eligibility criteria is not limited to 100 percent of poverty
Note 3: Due to limited historical data, intergenerational PA is not available for the all individuals

Applying the methodology discussed in section III.a., there were 35,778 (32.2% of all poverty) intergenerational adult recipients of public assistance (PA) during SFY2012. This was calculated by taking the total population of adults in public assistance and matching these with the historical file to search for benefits when the same individuals were children. Only those with assistance as adults and children were examined further for situational attachment (having fewer than 12 months of public assistance since age 21 and less than 12 months before age 18). Those whose public assistance was situational were removed and the remaining records are identified as intergenerational PA recipients.

In the table above, there were 842,482 total people in Utah ages 21 to 40 in 2010 and 871,027 individuals ages 0 to 17. For convenience, this paper refers to those 21 to 40 as adults and to those 0 to 17 as children. Among adults ages 21 to 40, 111,208 lived in poverty. This is based on the Census Bureau estimate of all people living in poverty in Utah at 13.2 percent in 2010. The census estimate of the number of children in poverty was 15.7 percent resulting in approximately 136,751 poor children. The table shows the counts of all individuals, adults, and children with Food Stamps in addition to those with any type(s)

of public assistance in July 2010. There were 92,138 public assistance adults ages 21 to 40 served by DWS and 215,106 public assistance children.

Are these counts a reasonable proxy for all individuals in poverty in Utah?

One reason to look at the Food Stamps (FS) population is to compare a point-in-time group of individuals whose net income and household size meet both the eligibility requirements for the programs as well as the Census Bureau definition of poverty. Observing FS recipients whose eligibility for the program is limited to the federal poverty guidelines, DWS served more than 70 percent of all estimated individuals living in poverty in July 2010. Through the year, thousands of FS recipients move between other PA programs at times losing eligibility for Food Stamps; therefore, the methodology includes individuals accessing all means-tested public assistance programs. Using data for all PA adult recipients that also received assistance as children reasonably describes the scope and traits of the intergenerational poverty population in Utah.

The next section shows characteristics for 35,778 intergenerational adults. All characteristics are compared with non-intergenerational public assistance adults of the same age group. In both groups, no one is situational. That is, all recipients have received PA for 12 or more months since age 21. The comparison group labeled "other PA" includes 59,195 adults. In all tables, each person is counted only once.

Where multiple values are possible, such as education for which a person has both a HS diploma and a postsecondary credential, only one value is selected as noted in each section. This simplifies the report and allows direct comparisons of unduplicated counts.

Characteristics of Intergenerational Public Assistance (PA) Adults

1. **Age and gender** – At first glance, it appears that the intergenerational population tends to be younger than other PA recipients; however, this cannot (yet) be substantiated since the data is skewed by fewer childhood years to observe since 1989 for older recipients than for younger ones. Several years must be added before making a full comparison. Regardless of age, females always have more incidents of intergenerational public assistance than males.

Age in June 2011	Intergenerational PA Recipients				Non-Intergenerational
	Female	Male	Total	% of Total	Compare other PA
21-24	6,857	3,468	10,325	28.9%	7.7%
25-29	7,886	4,540	12,426	34.7%	24.5%
30-34	5,511	3,320	8,831	24.7%	33.4%
35-40	2,627	1,569	4,196	11.7%	34.4%
Grand Total	22,881	12,897	35,778	100%	100%

2. **Marital status** – The data shows that intergenerational recipients are more likely to be unmarried than others receiving public assistance. But since the cohort of intergenerational adults includes a disproportionate number of individuals in their early twenties, it may be that many have not yet married. As additional years are added to the research, the ratios of intergenerational recipients in marriage and divorce may increase. This table includes only the most current status.

Most Current Marital Status	Intergenerational PA Recipients				Non-Intergenerational
	Female	Male	Total	% of Total	Compare other PA
Never Married	11,925	8,248	20,173	56.4%	30.7%
Married	5,788	3,294	9,082	25.4%	47.5%
Divorced	2,537	704	3,241	9.1%	13.4%
Separated < 1 Yr	1,549	325	1,874	5.2%	4.7%
Separated > 1 Yr	685	160	845	2.4%	2.2%
Legally Separated	244	88	332	0.9%	0.8%
Common Law	65	59	124	0.3%	0.2%
Widowed	88	19	107	0.3%	0.5%
Grand Total	22,881	12,897	35,778	100%	100%

3. **Count of children in the household** – The following table shows the count of children in each household in the first column only. The counts in the next two columns are the number of intergenerational adults (male and female) in households with the corresponding number of children. For example, there are 639 adult males in households with four children. There are more adults without children than is found in the general PA adult population; however, this is likely due to the observation that proportionately more intergenerational adults are in their early twenties and have not yet had children. Household sizes do not appear significantly different among intergenerational recipients. The children of intergenerational households are the focus of the next section.

	Intergenerational PA Recipients				Non-Intergenerational
Count of Children in Household	Female	Male	Total	% of Total	Compare other PA
0	4,248	7,404	11,652	32.6%	22.3%
1	5,675	1,504	7,179	20.1%	16.1%
2	5,973	1,792	7,765	21.7%	23.3%
3	3,953	1,199	5,152	14.4%	18.3%
4	1,900	639	2,539	7.1%	11.6%
5	689	226	915	2.6%	5.0%
6	266	89	355	1.0%	1.9%
7	78	23	101	0.3%	0.8%
8 or more children	99	21	120	0.3%	0.5%
Grand Total	22,881	12,897	35,778	100%	100%

4. **County of residence** – Using the current or last known address, the following table shows location by county. Generally, intergenerational recipients live in the same places as other PA recipients – and these are the same counties where other Utahns reside. The most notable exceptions are Weber County which has significantly more intergenerational PA and Utah County which has comparatively less.

Resident County	Intergenerational PA Recipients				Non-Intergenerational	Compare total state population
	Female	Male	Total	% of Total	Compare other PA	
Beaver	53	25	78	0.2%	0.2%	0.2%
Box Elder	396	206	602	1.7%	1.8%	1.8%
Cache	644	383	1,027	2.9%	4.7%	4.1%
Carbon	448	278	726	2.0%	0.9%	0.8%
Daggett	5	2	7	0.0%	0.0%	0.0%
Davis	1,788	921	2,709	7.6%	9.4%	11.1%
Duchesne	297	110	407	1.1%	0.5%	0.7%
Emery	92	54	146	0.4%	0.4%	0.4%
Garfield	21	19	40	0.1%	0.2%	0.2%
Grand	155	58	213	0.6%	0.4%	0.3%
Iron	503	339	842	2.4%	2.8%	1.7%
Juab	99	48	147	0.4%	0.4%	0.4%
Kane	50	27	77	0.2%	0.3%	0.3%
Millard	107	73	180	0.5%	0.5%	0.5%
Morgan	11	6	17	0.0%	0.2%	0.3%
Piute	10	8	18	0.1%	0.1%	0.1%
Rich	7	1	8	0.0%	0.1%	0.1%
Salt Lake	8,877	5,280	14,157	39.6%	35.1%	37.3%
San Juan	526	340	866	2.4%	0.7%	0.5%
Sanpete	305	161	466	1.3%	1.0%	1.0%
Sevier	299	159	458	1.3%	0.9%	0.8%
Summit	49	33	82	0.2%	0.4%	1.3%
Tooele	534	289	823	2.3%	2.3%	2.1%

Resident County	Intergenerational PA Recipients				Non-Intergenerational	Compare total state population
Uintah	422	132	554	1.5%	0.8%	1.2%
Utah	2,765	1,579	4,344	12.1%	18.9%	18.7%
Wasatch	92	33	125	0.3%	0.5%	0.9%
Washington	1,131	592	1,723	4.8%	6.8%	5.0%
Wayne	17	5	22	0.1%	0.1%	0.1%
Weber	3,072	1,703	4,775	13.3%	8.8%	8.4%
Undetermined	106	33	139	0.4%	1.0%	0.0%
Grand Total	**22,881**	**12,897**	**35,778**	**100.0%**	**100.0%**	**100.0%**

In looking at the relative sizes of counties, Carbon and San Juan have at least 50 percent more intergenerational public assistance than their share of the general population. Grand, Iron, Salt Lake, Sevier, and Weber Counties each have disproportionately more intergenerational PA than their respective shares of the general population. Cache, Davis, Summit, Utah, and Wasatch Counties have somewhat fewer intergenerational recipients than the general population. These figures correlate with the Census Bureau estimates of poverty for each county.

The remaining characteristics come from the case management system which does not include data for all recipients. Among those records in the case management system, DWS has more information for intergenerational adults than for other PA recipients because case management is more common among those with long-term attachment to public assistance. There are more "unknown" values for the general PA population than for the intergenerational group.

5. **Education level** – Results show much less high school completion among intergenerational adults. More than 15 percent indicate education levels between grades 1 and 11 while the general PA population has 5 percent. Ratios are similar for HS diplomas; however, the intergenerational group has more GED's. This is an indication of earlier dropouts. Generally, intergenerational recipients have fewer post-secondary completions. There are more unknown counts among all PA because there are fewer case management records for that population. For each person, their "highest" education completion is tallied in the order shown in the table below – lowest to highest.

Results show much less high school completion among intergenerational adults as shown in the table on the following page.

Education Level	Intergenerational PA Recipients				Non-Intergenerational
	Female	Male	Total	% of Total	Compare other PA
1	8	4	12	0.0%	0.1%
2	14	11	25	0.1%	0.1%
3	35	19	54	0.2%	0.1%
4	14	11	25	0.1%	0.1%
5	5	1	6	0.0%	0.1%
6	18	2	20	0.1%	0.1%
7	41	14	55	0.2%	0.1%
8	131	49	180	0.5%	0.2%
9	432	160	592	1.7%	0.5%
10	1,070	397	1,467	4.1%	1.1%
11	2,007	958	2,965	8.3%	2.4%
12	592	368	960	2.7%	1.5%
HS Diploma	8,370	4,621	12,991	36.3%	38.0%
GED	3,441	2,031	5,472	15.3%	8.3%
Certificate Attendance/Completion	337	241	578	1.6%	1.3%
13	22	14	36	0.1%	0.1%
14	8	3	11	0.0%	0.1%
Post-Secondary Degree/Certificate	1,113	435	1,548	4.3%	7.0%
Associate	1,430	526	1,956	5.5%	10.9%
15	3	2	5	0.0%	0.1%
Bachelor	56	56	112	0.3%	2.5%
Grad Study or Degree	18	23	41	0.1%	0.8%
None or Unknown	3,716	2,951	6,667	18.6%	24.3%
Grand Total	22,881	12,897	35,778	100.0%	100.0%

6. **Homelessness** – While the total counts are relatively small, intergenerational adults are more than twice as likely to be homeless than other PA recipients. This analysis does not explore any history of homelessness (which is not in the database). So, many more people in both groups may have some history of homelessness. These counts are based on the most current address data.

Possible Homelessness	Intergenerational PA Recipients				Non-Intergenerational
	Female	Male	Total	% of Total	Compare other PA
Not likely	22,536	12,368	34,904	97.6%	98.9%
Likely	345	529	874	2.4%	1.1%
Grand Total	22,881	12,897	35,778	100.0%	100.0%

7. **Legal issues** – Intergenerational recipients are twice as likely as other PA adults to have legal issues including felonies and misdemeanors. In this analysis, only the most serious legal issue is counted. That is, if a person has both a felony and a misdemeanor in the record, the person is counted on the row with felony convictions.

Legal Issues	Intergenerational PA Recipients				Non-Intergenerational
	Female	Male	Total	% of Total	Compare other PA
Felony Conviction	1,273	1,099	2,372	6.6%	3.4%
Misdemeanor	2,821	1,455	4,276	12.0%	5.5%
None	17,070	8,700	25,770	72.0%	76.4%
Unknown	1,717	1,643	3,360	9.4%	14.7%
Grand Total	22,881	12,897	35,778	100.0%	100.0%

8. **Disability** – For this report, two definitions of disability are considered. The first is a self-declared indicator in the case management system for any disability. The Americans with Disabilities Act (ADA) enforces specific accommodations upon federally funded agencies serving people with disabilities. This indicator helps to identify individuals who may need some accommodation(s) in order to be served. The second indicator is one that helps case management to know if the disability impedes or may impede employment.

ADA Disability (Self-declared)	Intergenerational PA Recipients				Non-Intergenerational
	Female	Male	Total	% of Total	Compare other PA
No	18,674	9,449	28,123	78.6%	74.0%
Yes	2,172	1,597	3,769	10.5%	9.2%
Unknown	2,035	1,851	3,886	10.9%	16.8%
Grand Total	22,881	12,897	35,778	100.0%	100.0%

Disability that impedes employment	Intergenerational PA Recipients				Non-Intergenerational
	Female	Male	Total	% of Total	Compare other PA
No	20,191	10,635	30,826	86.2%	81.5%
Yes	973	619	1,592	4.4%	3.7%
Unknown	1,717	1,643	3,360	9.4%	14.7%
Grand Total	22,881	12,897	35,778	100.0%	100.0%

9. **English proficiency** – DWS inquires among all public assistance recipients about their ability to speak English. Some accommodation is made to properly serve individuals that do not speak English. Limited English proficiency may be a barrier to employment. According to the data, more intergenerational recipients speak English proficiently than the general PA population. This makes sense given that all intergenerational adults were children on assistance and probably grew up in Utah.

Limited English Proficiency	Intergenerational PA Recipients				Non-Intergenerational
	Female	Male	Total	% of Total	Compare other PA
No	20,987	11,187	32,174	89.9%	82.7%
Yes	177	67	244	0.7%	2.5%
Unknown	1,717	1,643	3,360	9.4%	14.7%
Grand Total	22,881	12,897	35,778	100.0%	100.0%

10. Employment history – More than 90 percent of all public assistance recipients have some work history. This is determined by matching PA records with the quarterly employer-reported wage file. Among intergenerational recipients, employment experience appears to be less than for other PA adults; however, a disproportionate number are in their twenties and thus have not had the opportunity to earn wages for as many quarters as older PA adults. Average earnings are the sum for all persons with earned income during each quarter divided by the count of those employees. Regardless of the number of quarters with work history, the data shows that intergenerational adults earn less than other PA recipients.

Total Quarters Employed	Intergenerational			Other non-intergenerational PA recipients		
	Average Earnings $	Count of Recipients	Ratio	Average Earnings $	Count of Recipients	Ratio
None or unknown		2,180	6.1%		4,415	7.5%
1-4	919	3,067	8.6%	1,499	5,173	8.7%
5-8	1,202	3,395	9.5%	2,196	5,371	9.1%
9-12	1,429	3,769	10.5%	2,463	5,382	9.1%
13-16	1,712	3,940	11.0%	2,711	5,333	9.0%
17-20	1,982	3,881	10.8%	2,932	5,234	8.8%
21-24	2,252	3,815	10.7%	3,138	5,161	8.7%
25-28	2,569	3,151	8.8%	3,326	5,098	8.6%
29-32	2,866	2,713	7.6%	3,661	4,706	7.9%
33-36	3,185	2,219	6.2%	3,973	4,325	7.3%
37-40	3,580	1,664	4.7%	4,360	3,728	6.3%
41-44	3,977	1,335	3.7%	4,779	3,247	5.5%
45-48	4,451	649	1.8%	5,099	2,022	3.4%
Grand Total	2,155	35,778	100.0%	3,145	59,195	100.0%

11. Types of public assistance programs between childhood and adulthood – Financial (or cash) assistance includes Temporary Assistance to Needy Families (TANF), Refugee Assistance, and General Assistance. To qualify, adults must have children in the home and/or have a medically documented disability. These are the only cash programs in Utah's public assistance programs. Child Care subsidies to providers support employment (and/or career preparation such as job searching or training) only and are paid directly to child care providers. Food Stamps are electronic benefits redeemable only for food to authorized merchants. Medicaid is a series of programs for which recipients visit health care providers who are reimbursed for services through the Utah Department of Health.

    Eligibility requirements for all programs are not the same. There are some Medicaid programs for which households qualify at levels above 100 percent of the poverty guidelines. Medicaid is included in the analysis because many participants move between programs based on income situations and changes in household composition. For example, adults with joint custody of children will increase or decrease their household size depending on when the child is reported as a family member. Eligibility criteria for Food Stamps are generally more restrictive than for Medicaid. Qualification for Child care subsidies may be more or less restrictive than Food Stamps depending on other criteria. Financial or cash assistance is the most restrictive. That is, those eligible for TANF or General Assistance are the poorest of the poor.

    Most public assistance recipients are eligible for more than one program at the same time. The following table shows the distinct counts of individuals by program during state fiscal year 2012. Each adult is counted only once for each program for which they received assistance. Notice that the sum of counts by program exceeds the unduplicated count of individuals in the grand total. Food Stamps and Medicaid combinations are the most common. Relatively few PA recipients qualify for financial assistance. Nevertheless, almost twice the percentage of intergenerational PA adults (8.0 percent = 2,862 / 35,778) receives financial assistance as non-intergenerational recipients (4.8 percent = 2,852 / 59,195). Ratios for other PA programs are similar between the two groups.

Public Assistance as an adult in SFY 2012	Intergenerational		Non-Intergenerational	
Type of Program	Count of Individuals	Ratio	Count of Individuals	Ratio
Financial	2,862	8.0%	2,852	4.8%
Child Care Subsidies	4,271	11.9%	5,626	9.5%
Food Stamps	31,608	88.3%	49,353	83.4%
Medicaid	22,981	64.2%	37,780	63.8%
Grand Total	35,778	100.0%	59,195	100.0%

What types of programs did adults participate in as children?

Public Assistance as an Adult in SFY12		Type of Program as a Child							
		Financial		Child Care		Food Stamps		Medicaid	
Type of Program	Total	Count	Ratio	Count	Ratio	Count	Ratio	Count	Ratio
Financial	2,862	2,177	76.1%	421	14.7%	2,707	94.6%	2,768	96.7%
Child Care Subsidies	4,271	3,022	70.8%	633	14.8%	4,047	94.8%	4,081	95.6%
Food Stamps	31,608	21,677	68.6%	3,315	10.5%	29,410	93.0%	30,345	96.0%
Medicaid	22,981	14,434	62.8%	2,279	9.9%	20,472	89.1%	22,140	96.3%

In contrast to the previous table which shows ratios as a percent of the grand total, the table above shows ratios as a percent of the total for each program. For instance, 76.1 percent (2,177 / 2,862) of all financial recipients received financial assistance as a child.

Ratios for Child Care are much less, in part, because the Child Care program was not initiated in Utah until the early-1990s. Therefore, Child Care subsidies are not examined in the analysis in this section.

Do some program types have greater correlations with intergenerational PA attachment than others?

To answer this question, another dataset was extracted from the PA historical records. All children ages 17 or younger that participated in public assistance anytime during calendar years 1989, 1990, or 1991 were examined to see how many received benefits as adults – at any time since their 21st birthday.

- 30 percent of all individuals that participated in public assistance as children also participate in public assistance as adults.
- 36 percent of children in financial (AFDC) households participated in public assistance as adults. TANF was not established until 1996.
- 29 percent of children in Food Stamps went on to participate in public assistance as adults.
- 14 percent of children in medical assistance households receive public assistance as adults.
- The Child Care program was not evaluated since it was not established until after 1991.

These findings confirm that the more impoverished a person is during childhood (as revealed by his eligibility for more restrictive PA programs), the more likely that person is to receive public assistance as an adult.

c. Intergenerational Public Assistance in Utah – Children

In the previous section, information was presented for 35,778 intergenerational adults. These adults are the "second generation" of PA recipients in this observation since they were also recipients as children. Of course, their parents, the first generation, were also recipients.

Among these adults, 24,126 individuals had children in their households. In these households were 51,079 children. These children constitute the "third generation" observed in the PA historical data.

DWS does not collect as much information about children because they are dependent household members whose qualification for public assistance is generally determined by the eligibility of those adults with whom they reside. Consequently, data gathered for children is typically limited to gender, age, disability status (if necessary to establish eligibility), relationship status to the primary applicant (usually a parent), and for some programs, school status (attending or not attending grades 1 through 12).

Characteristics of Intergenerational PA Children

1. **Age and gender** – Children in this group tend to be younger, in part, because their parents are younger. This also explains the relatively large number of those whose gender is unknown. Unknown gender is almost always attributed to newborns whose records have not yet been updated to reveal their sex.

Age of Child	Female	Male	Newborn	Total	Ratio
0	3,897	4,078	858	8,833	17.3%
1	2,004	2,212	2	4,218	8.3%
2	2,231	2,211		4,442	8.7%
3	2,094	2,185		4,279	8.4%
4	2,022	2,079		4,101	8.0%
5	1,699	1,845		3,544	6.9%
6	1,471	1,654		3,125	6.1%
7	1,375	1,530		2,905	5.7%
8	1,266	1,334		2,600	5.1%
9	1,091	1,120		2,211	4.3%
10	1,049	1,066		2,115	4.1%
11	870	926		1,796	3.5%
12	804	847		1,651	3.2%
13	679	718		1,397	2.7%
14	558	647		1,205	2.4%
15	510	524		1,034	2.0%
16	400	474		874	1.7%
17	371	378		749	1.5%
Grand Total	24,391	25,828	860	51,079	100.0%

2. **Relationships to the primary applicant** – Most children in households of intergenerational adults are sons or daughters including children whose gender has not been designated in the system ("newborn"). Among the remaining five percent of children are step sons and step daughters, grandchildren, nieces, nephews, siblings, cousins, and other non-relative children. Most non-relative children are the children of other adults that share the household.

Relationship to Adult	Female	Male	Newborn	Total	Ratio
Son		24,428		24,428	47.8%
Daughter	23,208			23,208	45.4%
Newborn son or daughter (gender has not been reported)			835	835	1.6%
Grandchildren, step-children, nieces and nephews, siblings, cousins, or other non-related children	1,183	1,400	25	2,608	5.1%
Grand Total	24,391	25,828	860	51,079	100.0%

3. **School status** – Many children are preschool age and are tallied with the unknown group. Children with a "not in school" status are generally school-aged children that are not attending. Half time school is generally for those in kindergarten.

School Status	Female	Male	Newborn	Total	Ratio
Board of Education Certificate	3	10		13	0.0%
Full Time	9,180	9,797		18,977	37.2%
Half Time	508	504		1,012	2.0%
Less Than Half Time	26	26		52	0.1%
Not in School	305	316		621	1.2%
Unknown	14,369	15,175	860	30,404	59.5%
Grand Total	24,391	25,828	860	51,079	100.0%

4. **Disability** – Indicators of disability among children are generally captured in the system when the child qualifies for a disability Medicaid program. Many disabilities are not diagnosed until children are older.

Disability Indicated	Female	Male	Newborn	Total	Ratio
Yes	386	727		1,113	2.2%
None Indicated or Unknown	24,005	25,101	860	49,966	97.8%
Grand Total	24,391	25,828	860	51,079	100.0%

5. **Teen Pregnancy** – In the table that describes age and gender, there were 2,518 teenaged females ages 13 to 17. Among these, 122 (4.8 percent or almost one in every 20 intergenerational girls) were pregnant sometime during state fiscal year 2012. In as much as these children are the third generation of PA recipients, their babies will be the fourth generation.

Age of Intergenerational Pregnant Female Teen in June 2012	Total
13	4
14	5
15	20
16	37
17	56
Grand Total	122

6. **Multiple households** – Eleven percent of all children spend some time during the year in more than one intergenerational household. While the numbers are relatively few, there were 92 children in three or more intergenerational households.

Number of House-holds	Female	Male	Newborn	Total	Ratio
1	21,742	22,972	780	45,494	89.1%
2	2,605	2,808	80	5,493	10.8%
3	38	43		81	0.2%
4	6	5		11	0.0%
Grand Total	24,391	25,828	860	51,079	100%

7. **Types of public assistance programs among children** – Like adults, most public assistance children are members of households eligible for more than one program at the same time. The following table shows the distinct counts of children by program during state fiscal year 2012. Each child is counted only once for each program for which they received assistance. As observed in the counts for their parents, almost twice the percentage of intergenerational PA children (12.4 percent = 6,312 / 51,079) received financial assistance as non-intergenerational recipients (6.6 percent = 14,527 / 219,833). Ratios for other PA programs show more children receiving Child Care and Food Stamps. This finding indicates that intergenerational children have more multiple program participation than other PA children. Also, proportionately more intergenerational children qualify for programs with more restrictive income guidelines than the comparison group.

Public Assistance for children in SFY 2012	Inter-generational		Non-Intergenerational	
Type of Program	Count of Children	Ratio	Count of Children	Ratio
Financial	6,312	12.4%	14,527	6.6%
Child Care Subsidies	9,424	18.4%	18,012	8.2%
Food Stamps	46,306	90.7%	144,652	65.8%
Medicaid	45,221	88.5%	197,069	89.6%
Grand Total	51,079	100%	219,833	100%

d. Additional Results

All of the characteristics listed above can be cross-tabulated to generate many additional tables. For example, education can be compared with employment and/or disability status for either the intergenerational or compared PA populations. Moreover, additional characteristics such as race/ethnicity or zip codes can be included; however, combinations of data will be monitored to prevent disclosure of identities. Race/ethnicity and zip codes are not provided in this report in order to protect personal information of public assistance recipients. DWS does not release granular data including counts to external users. For additional analyses, please communicate with the analyst whose contact information is given at the end of the report.

It is important to note that the information in this report characterizes most of those in poverty; however, there are other significant groups not represented in this analysist. Some of those groups unspoken for in these results are:

- Older generations (those over age 40) who were recipients as children. Historical PA data does not go back far enough to capture their childhood participation.
- Those that moved away from Utah since childhood and continue to receive PA and current recipients that moved to Utah from other places and received assistance as children. PA database is for Utah only.
- Intergenerational poor people that do not receive public assistance. Historical data is limited to public assistance only and does not access data from other community organizations such as churches and local charities.
- Others that cannot be identified as intergenerational due to lack of current household relationships with parents that received PA as children. Examples of others in this category are absent parents whose children are in foster care, incarcerated or institutionalized parents, and deceased parents. Such situations prevent identifying multiple generations of PA.

Possible remedies to limited data – Access to interstate public assistance data, exchanges of information with private non-profits and faith-based organizations, and collaboration between Utah state agencies to match PA records with other public records such as corrections, juvenile justice, foster care, and public education would significantly enhance future analyses of those experiencing intergenerational poverty in Utah

V. CONCLUSION

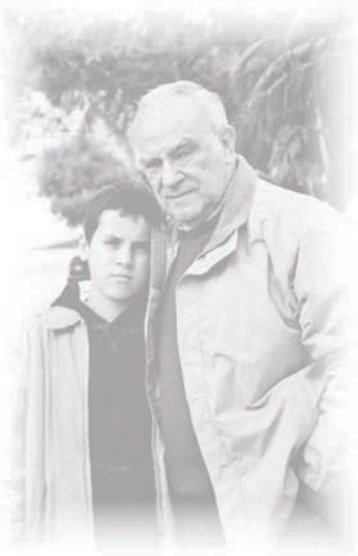
1. Two purposes of the tracking system are to identify groups that have a high risk of experiencing intergenerational poverty and to detect patterns and trends that explain or contribute to intergenerational poverty. Based on data presented in this report, the following observations are offered:

   - The more impoverished a person is during childhood, the more likely that person is to receive public assistance as an adult.
   - The longer adults experienced poverty as children, the longer they are likely to be in poverty as adults.
   - In Utah, more than 70 percent of all people living in poverty receive some form of public assistance including financial aid, Child Care subsidies, Food Stamps, and/or Medicaid.
   - Children in financial programs have the highest retention in public assistance when they are adults.
   - Almost 36,000 children receiving PA benefits between 1989 and 2008 are now adults receiving public assistance benefits. These "second generation" adults are ages 21 to 40 and represent 1 in every 24 Utahns of the same age group.
   - Two-thirds of these adults have children of their own. That is, there are currently 51,000 children in the "third generation" receiving PA benefits whose parents were also children with PA assistance.
   - One in every 20 intergenerational teen girls (ages 13 to 17) is pregnant expecting the "fourth generation" of PA recipients.
   - Most intergenerational adults are unmarried females with children. Females are almost twice as likely to be intergenerational PA recipients as males. About 70 percent of all intergenerational mothers have at least two children.
   - One third of intergenerational adults have less than a high school diploma or GED completion. Most of the remaining population has no post-secondary education.
   - Most intergenerational adults have some work history – but with low incomes. This is likely because their occupations pay less and/or that they do not work as many hours.
   - Every community has a share of intergenerational PA recipients.

2. DWS will continue to work with case workers, social scientists, and government officials in the study and development of effective and efficient plans and programs to help individuals and families to break the cycle of poverty. Specific strategies have not been identified yet. Plans and programs designed to impact intergenerational poverty are scheduled to be part of this annual report in the future.

Questions and comments pertaining to this report should be directed to:

Utah Department of Workforce Services

Workforce Research and Analysis Division

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