

June 2, 2017



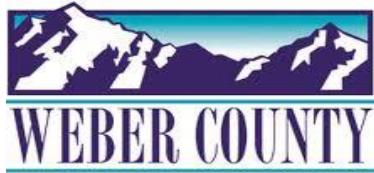
WEBER COUNTY PLAN

A Child-Centric Approach to Intergenerational Poverty

Submitted jointly by the:

**Weber County Welfare Reform Commission &
Intergenerational Poverty Advisory Committee**

2380 Washington Blvd, Suite 360, Ogden, UT 84401



Letter of Submittal

Utah Intergenerational Welfare Reform Commission
c/o Department of Workforce Services
140 East 300 South
Salt Lake City, Utah 84145
June 1, 2017

Honorable Lt. Governor Spencer J. Cox and members of the Utah Intergenerational Welfare Reform Commission:

Weber County's three Commissioners, in collaboration with County Department heads and interested community members, are committed to supporting the Utah Intergenerational Welfare Reform Commission's overall goal of "reducing families in the cycle of poverty, thereby improving their quality of life and helping them become economically stable." Catalyzed by Lieutenant Governor Spencer J. Cox's May 3, 2016 Weber County Address on Intergenerational Poverty, the Commissioners have worked during the past year to form alliances and to put in place the organizational framework to effectively address the issues of intergenerational poverty by forming the Weber County Welfare Reform Commission and the Weber County Intergenerational Poverty Advisory Committee.

The Weber County Welfare Reform Commission and Intergenerational Poverty Advisory Committee are pleased to submit this county plan to the Utah Intergenerational Welfare Reform Commission. This plan contains an overview of Weber County's poverty demographics, a summary of work done to date, and a needs assessment. In addition, the plan reflects ideas for continued local action to address intergenerational poverty in the county and a statement of the collective commitment to take action in helping affected families, especially children, break the cycle of dependency and develop the power of self-determination. This noble result can only be achieved through concerted community collaboration and with the accomplishment of the short and long-term actions described in this report.

Respectfully submitted,

Commissioner James Ebert
Chair, Weber County Welfare Commissioner

Marlin K. Jensen
Chair, Weber County Intergenerational Advisory Committee

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Introduction

In Weber County's fifteen cities and its unincorporated areas, lives a diverse population of nearly 250,000 people with a median age of 32. Manufacturing, construction, and professional business services are the County's largest industries. Natural and recreational resources and other positive economic indicators abound. Nevertheless, there are areas in the County, particularly within Ogden City, where low-income and impoverished families predominate. Ten percent (10%) of children in Weber County are living in intergenerational poverty (IGP). Moreover, an additional twenty-eight percent (28%) of Weber County children are at-risk of remaining in poverty as adults. The IGP children, nearly 7,000 strong, deserve the best efforts of the entire community to help them break the cycle of poverty in which they are trapped.

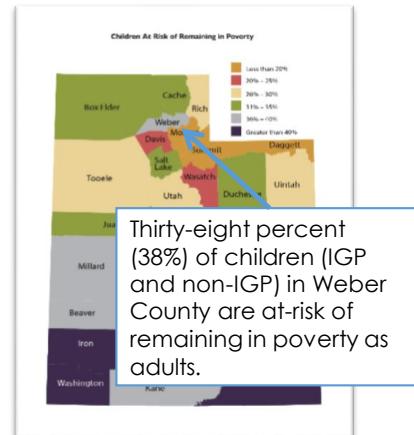


Figure 1. Children at Risk of Remaining in Poverty as adults

The vision of Weber County's leaders is to alleviate IGP in ways not just measured by prosperity and health, but also by closing what has been called the "dignity gap," by creating a community wherein every person is a valued participant. A culture of IGP breeds hopelessness, retards the development of resiliency, fails to engender dignity and lacks crucial positive adult-child relationships. It leaves successive generations in a state of unhealthy dependency. Weber County's leaders and interested community members are committed to helping affected families, especially children, break the cycle of dependency and develop the power of self-determination. This noble result can only be achieved through concerted community collaboration and action.

Conscious of the complexity of intergenerational poverty and related human development issues, Weber County's approach to the alleviation of IGP is child-centric and data-driven. The IGP children in Weber County comprise approximately 12% of all IGP children in Utah; even worse, 72% of IGP youth ages 10-17 in Weber County have involvement with the Juvenile Justice System. This sobering evidence warrants turning a focused lens in Weber County on the well-being of IGP children and the state of their home environment, undertaking an effort to align systems and programs in the four areas designated by the Department of Workforce Services (DWS) for child well-being: 1.) early childhood development, 2.) health and wellness, 3.) educational achievement, and 4.) family economic stability.

Weber County's IGP Organizational Structure

Weber County Welfare Reform Commission

To achieve its IGP goals, Weber County Commissioners in late 2016 established the Weber County Welfare Reform Commission (WRC). Composed of executive leadership from public health, workforce services, school districts, human services and juvenile court (Appendix A), and chaired by Commissioner James Ebert, WRC is designed to be a sustainable component of Weber County government. It is the mission of WRC to provide leadership in tackling selected community social issues and economic challenges in the years to come. These may include diversity, immigrants, underemployment and workforce development.

The initial focus of WRC is intergenerational poverty. In this effort, the WRC is building on the work of the Utah Department of Workforce Services (DWS) and using its county-level data to provide baselines and a better understanding of the state of IGP child's well-being, the vulnerability of their parents and the level of stability of their families. The WRC will lead out in developing effective policies, needed systems changes, evidence-based programming and continued evaluation of the four areas of child well-being. The engagement and collaboration of other community stakeholders is key to leveraging existing resources for greater impact.

Weber County Intergenerational Poverty Advisory Committee

As a necessary companion to the WRC, the Weber County Commissioners have also established an Intergenerational Poverty Advisory Committee (IGP AC). This body includes diverse county-wide representation from non-profit entities, local advocacy groups, faith-based organizations, and representatives from each of the WRC government agencies and the business and private sectors (Appendix B). The IGP AC is the primary work group tasked with identifying root causes of the poverty cycle, collecting data and developing data sharing solutions, mapping existing resources, providing a voice to IGP families, aligning metrics, mobilizing funding to scale initiatives and recommending sustainable long-term strategies to the WRC.

Working cooperatively, the WRC and IGP AC can leverage the expertise of their respective members related to the four areas of child well-being, and can, as required, innovate, intervene and implement research at individual and population levels.

Strategic Planning Overview

For the past twelve months, pursuant to the Seven Step Community Planning Grant directive of DWS, Weber County Commissioners have overseen the completion of six of the seven steps outlined (Appendix C). The completion of these steps and the development of the Weber County Plan have defined the scope of work for the WRC and IGP AC over the next twelve months and will generate improved outcomes for Weber County's IGP children. The Plan will be a driving force in mobilizing resources and connecting IGP issues to broader economic development strategies. It will also continue to move Weber County forward toward its ultimate goal of creating the necessary conditions for children in poverty to progress in all areas of child well-being.

Timeline	Steps
May 2016	1. Formed the Welfare Reform Commission and IGP Advisory Committee
May 2016	2. WRC and IGP AC begin work to understand IGP in Weber County
January 2017	3. IGP AC begins to conduct a needs assessment
March 2017	4. IGP AC begins making a "logical" plan
April 2017	5. The IGP AC begins creating a Weber County IGP Plan
May 2017	6. The IGP AC finalizes the Weber County Plan Submission
June 17-2018	7. The IGP AC works with the WRC to convert the Plan into Action

Figure 2. The Weber County Welfare Reform Commission

Needs Assessment

The IGP AC, using 1.) the State of Utah's local data and IGP figures for Weber County, 2.) the Weber County Health Department Community Health Assessment, 3.) review of high level data from partner surveys, and 4.) information gathered from focus groups made up of subject matter experts, sought to determine the current status of IGP within the county. As a result of this effort, the IGP AC established a plan to complete the necessary analysis, including asset mapping, setting county goals and priorities, defining measurements of progress and success, and targeting the IGP population. The IGP AC formed subcommittees organized by the four areas of child well-being in order to focus in more detail on this analysis.

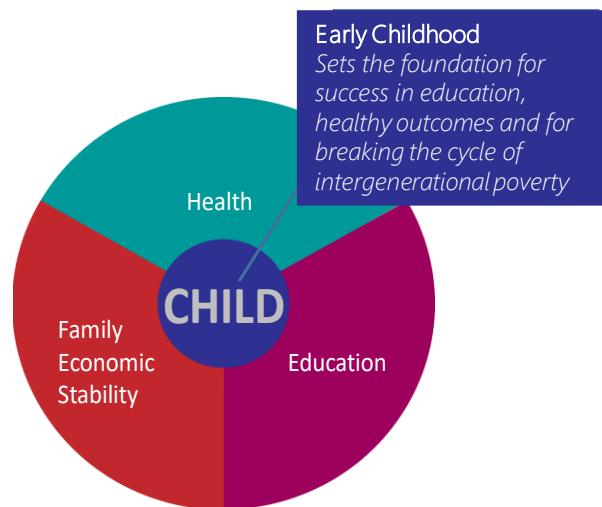


Figure 3. The Four areas of child well-being.

Within each of the four areas of child well-being (see Figure 3), subcommittee findings were consistent. There are multiple programs working in silos. The reasons for the fragmentation, beyond underfunding, include a lack of common metrics, data collection, data sharing platforms and reporting. Most fundamental to the IGP efforts moving forward, is the need for a strategy to share the identity of IGP children among service agencies.

The IGP AC also began an asset-mapping process to identify stakeholders and current programs available in Weber County that can play a role in the lives of IGP children. Very early in the mapping process, the IGP AC recognized the challenging nature of this task and decided to defer further effort until its goals are prioritized. However, based on the IGP AC's initial work, it was apparent that when multiple services are needed and provided by numerous agencies to IGP children and their families, the agencies' efforts are often disconnected, transactional and frequently underfunded or burdened by restrictive funding requirements. This results in gaps and less effective results for IGP families.

Logic Modeling and Priorities

The IGP AC proceeded with goal setting on the assumption that Weber County could identify the IGP child. As a result of the analysis, the subcommittees identified twelve goals drawn from three priorities within the four areas of child well-being (Appendix D). The three priority areas are:

- I. Children have a healthy start in their lives
- II. Improve educational results as IGP children reach key benchmarks in their development
- III. Parents/Guardians are on a path to self-sufficiency, building assets for their children's future

The IGP AC goals were refined and connected to the State's five- and 10-Year Goals through the DWS-required logic modeling process (Appendix E). Only by aligning to the state's five- and 10-

year goals, can Weber County leverage the local level data provided by DWS and evaluate progress based on the positive effects of current programs. Once a strategy for sharing the identity of IGP children can be developed, the logic model outcomes will be a structure for bringing everyone together to tackle the IGP problem in Weber County.

Plan for Progress

The complex personal and social problems of IGP can be solved only by interdisciplinary expertise and cross-sector coalitions engaging all community stakeholders. In the year ahead, the IGP AC will work as directed by the WRC to address the challenges of intergenerational poverty in Weber County by convening additional policy leaders and subject matter experts in research, program design, evaluation and community engagement. In order to provide a voice to IGP families, the IGP AC will continue to perform an on-going needs assessment and identify best practices to address IGP. The following goals and activities constitute the plan and vision for both the WRC and IGP AC work ahead.

Goals	Timeline	Responsible
Develop a strategy for sharing the identity of IGP children	Q1	WRC/IGP AC
Develop a strategy for data sharing among agencies	Q1-Q3	WRC
Continue needs assessment and best practices search	Q1-Q3	IGP AC
Complete an asset map for selected IGP goals	Q2	IGP AC
Set benchmarks for selected IGP goals	Q2	IGP AC
Create a funding and resource plan	Q4	WRC
Develop and implement IGP program pilot	Q4	WRC

Figure 4. WRC and IGP AC 2017-18 IGP Strategic Plan Goals

Appendix A – Weber County Welfare Commission

Weber County Welfare Reform Commission Membership	
James Ebert	Weber County Commissioner, Welfare Reform Commission Chair
Brian Bennion	Executive Director, Weber-Morgan Health Department
Sandy Coroles	Superintendent, Ogden City School District
Kevin Eastman	Chief Executive Officer, Weber Human Services
Travis Erickson	Trial Court Executive, Second District Juvenile Court
Marlin Jensen	Intergenerational Poverty Advisory Committee Chair
Debbie Sparks	Economic Service Area Director, Department of Workforce Services
Dr. Jeff Stephens	Superintendent, Weber County School District

Appendix B – Weber County Intergenerational Poverty Advisory Committee

Weber County Intergenerational Poverty Advisory Committee Membership	
Marlin Jensen	IGP Advisory Committee Chair
Judy Kasten Bell	People Helping People
Maresha Bosgieter	Catholic Community Services Northern- Development Director
Melonie Brown	Regional Director, DCFS
Gina Butters	Weber County School District Administrator
Pat Condon	Retired Military
Chris Dallin	Intermountain Health Care Director, PR/Business Development
Jesse Garcia	Ogden-Weber Community Action
Dr. Rick Hawks	Dr. Rick Hawks, Private Corporation
William Heersink	Professor of Intercultural Studies at Salt Lake Theological Seminary
Judge Michelle Heward	Weber County Juvenile Court-2nd District
Teresa Hunsaker	USU Extension
Robert Hunter	Ogden United Way President/CEO
Tim Jackson	United Way of Northern Utah
Steven Jensen	2nd District Juvenile Court Administrator
Michelle Jenson	Director of Compliance, Weber Human Services
Tonia Jones	Department of Workforce Services
Nolan Karras	Chairman & CEO, The Karras Company, Inc.
Brenda Marsteller Kowalewski	Associate Provost: High Impact Programs & Faculty Development, WSU
Carrie Maxson	Ogden City School District Administrator
Michael Monson	Retired Teacher
Jill Oberhdorfer	Ogden Weber Community Action Partnership/Head Start
Brook Olson	Retired Dentist
Jeralyn Perkins	Weber-Morgan Health Department
Steven Petersen	The Church of Jesus Christ of Latter-Day Saints
Yesenia Quintana	Data Analyst, WSU
Don Salazar	Hispanic Chamber of Commerce
Betty Sawyer	WSU Transition Programs and Partnerships Coordinator
Chris Swaner	Cottages of Hope/Sparkpoint

Appendix C – 7 Steps for the Community Planning Grants Process



Appendix D – IGP Goals and Measurements

Weber County Intergenerational Poverty 2017-18 Goals

Goals Outcomes Indicators

I. Children Have a Healthy Start in their lives.

A. Increase Mental Health Screening and Treatment

1. Number and percent of IGP children who are screened for mental health issues and who receive culturally competent treatment as necessary.

B. Increase Substance Use Screening and Treatment

1. Number and percent of IGP children who are screened for substance abuse and who receive culturally competent treatment as necessary.

C. Decrease the rate of IGP Teen Pregnancies

1. Number of IGP teens served at clinics that provide reproductive health services
2. Number of teen pregnancies.

D. Optimal Health: All children will have optimum health

1. Number and percent of IGP children zero to five (0-5) years old who have a place where they usually go, other than emergency rooms, when they are sick
2. Number and percent who go to their well-child check
3. Number and percent who went to the dentist in the past year.

II. Educational results improve as children reach key benchmarks in their development.

A. Environment conducive to growth: all IGP children have a safe and healthy environment at childcare/early learning settings or programs

1. Number and percent of IGP children zero through five (0-5) years old participating in high quality childcare/center-based or formal home-based early learning settings or programs: QRIS

B. Children are prepared for Kindergarten from birth

1. Number and percent of zero through five (0-5) year olds who demonstrate age-appropriate functioning at the end of a program across academic domains of early learning as determined by developmentally-appropriate early learning measures: Dynamic Indicators of Basic Early Literacy Skills (DIBELS)
2. Number and percent of IGP children who were screened/number and percent of IGP children who qualify for full day Kindergarten.

C. Student/Parent Engagement: all parents are engaged in their child's education and development; connectedness, feeling of belonging: increase the number and percent of IGP students who demonstrate/report connectedness, sense of belonging

1. For zero through five (0-5) year old IGP children, number and percent of parents or family members who report they read to their children 3 or more times per week
2. Number and percent of parents or family members who report they tell stories to their children 3 or more times per week
3. Number and percent of parents or family members who report that they talk about books to their child 3 or more times per week: OUPN Community Survey/Abridged OUPN Community Survey
4. Number and percent of home visits made to IGP children's homes
5. Number and percent of resources maps distributed and number and percent of families who follow through to access those resources

6. Number and percent of IGP students who participate in school-sponsored extra-curricular activities
7. Percentage of various trainings for staff working with IGP children (ACEs, Cultural Awareness)

D. Increased Attendance Rates

1. Attendance rates for IGP students
2. Tracking of the number of interventions employed for each IGP student (home visitation, parent contact, meetings, class check-ins)

E. Academic Success/IGP children exhibit proficiency and growth and demonstrate college and career readiness

1. Third grade reading proficiency
2. Eighth grade reading proficiency
3. Third grade math proficiency
4. Eighth grade math proficiency
5. Number and percent of IGP students enrolled in AP, honors classes
6. Number and percent of IGP students with a grade level above C, satisfactory or level 3 in core subjects
- 7a: Graduation rates of IGP students
- 7b: Dropout rates of IGP students
8. Number and percent of IGP students participating in college/career week training/activities (5th-12th grades)
9. Number and percent of IGP students completing at least one college application (12th grade)
10. Number and percent of IGP students completing FAFSA (12th grade)

III. Families build assets for their children's future.

A. Parent employment rates

1. Number and percent of IGP children's parents that are employed: DWS

B. Increased Wages

1. Number and percent of IGP children's parents who saw an increase in wages: DWS

C. Stable Housing

1. Number and percent of IGP household with IGP children that spend more than 30% of income on housing

Appendix E – IGP AC Logic Model Outcomes

Priority I: Children have a healthy start in their lives							
	<u>State Goal</u>	<u>Goal 1</u>	<u>Goal II</u>	<u>Owner</u>	<u>Activities</u>	<u>Inputs</u>	<u>Measure</u>
Mental Health Screening / Treatment School Districts Behavior drops	Access Data Analysis	Clear the Wait List for school-based mental health services Faith-based, SEEK, Juvenile Courts	Identify Resources Percent that need help/get help	Weber Human Services	Mental Health Screening/Treatment School Districts Behavior drops	Access Data Analysis	Clear the Wait List for school-based mental health services Faith-based, SEEK, Juvenile Courts
	Access Community buy-in	Community Coalitions (CTC) in each high school addressing risk/protective factors for substance use Citizens, cities, school districts, businesses	Community readiness Reduced risk factors and increase protective factors that lead to substance use	Weber Human Services /Cities/	GPA goes up Screening/Treatment for a Substance Use Disorder School Districts	Access Community buy-in	Community Coalitions (CTC) in each high school addressing risk/protective factors for substance use Citizens, cities, school districts, businesses
	Prevention	Targeted delivery of pregnancy prevention to IGP kids	Identify adequate delivery environment	Weber-Morgan Health Department School Districts Comm. Leaders	Increased knowledge of sexual health resources	School Districts Educators After School Program Parents and community leaders	Increase knowledge amongst IGP kids of how to prevent pregnancy

Priority II: Improve educational results as IGP children reach key benchmarks in their development							
	<u>State Goal</u>	<u>Goal 1</u>	<u>Goal II</u>	<u>Owner</u>	<u>Activities</u>	<u>Inputs</u>	<u>Measure</u>
Academic Success-Pre-K Readiness	Readiness	Parental Engagement All IGP children enrolled in preschool / childcare	Utilizing existing "hospital to home" programs	United Way	Utilize existing mentor programs	Upstart, Next Gen Kids, PAT, NFP, YMCA, Headstart	Increase in percentage of IGP children ready for kindergarten; increase in child proficiency scores

Safe & Health Environment at home, childcare and school (please also see Family Economic Stability- housing component)	School Attendance	All IGP children are in safe and healthy environments at home, childcare and school	Monitor and review developmental screenings; create quality measures with new federal guidelines	Survey and assess existing resources and needs	United Way	Convene providers to create an asset map and survey of existing resources, evaluate current standards of quality care available	Next Gen Kids, Childcare Resource and Referral (WSU), Help Me Grow, Treehouse, Headstart	QRIS
			Graduation	Buy-in/Support	1:1 advocate/navigator/home visitation	School districts/ Third Party Administrator	Standardized mentor training, research models After-school engagement	Americorp, Latinos in Action, foster parent program
			Increase the # and % of IGP students who demonstrate CCR	Establish K-12 CCR strategy	Convene partners to develop strategy	School districts	Establish effective "hand off" protocol; pre-k screening, mentor-based reading and math interventions, in-home instruction (applications, financial aid) & measurements of CCR	Increase in GPA Decrease in drop-out rate Increase in DIBELS Increase in SAGE
Academic Success/College & Career Readiness	Student/Parent Engagement	All IGP parents/guardians are engaged in their child's education/development	Initiate Parent Leadership Academy, Increase the number and percent of IGP students who demonstrate/ report connectedness	Home visitation by mentors, promote IGP student involvement in school-sponsored extra-curricular activity, trauma-informed care training, parenting classes	Weber and Ogden School Districts, United Way	Sustain Inspire Playgroups, Help Me Grow,	Number/percent of home visits, number and percent increase of IGP children in extra-curricular activities, number of parents seminars/training s	

Outcome III: Parents/Guardians are on a path to self-sufficiency, building assets for their children's future

	<u>State Goal</u>	<u>Goal I</u>	<u>Goal II</u>	<u>Owner</u>	<u>Activities</u>	<u>Inputs</u>	<u>Measure</u>
Career Ability and Success (Increase employment, secondary education enrollment/job training and increase wages)	Self Sufficiency	Increase employment, secondary education enrollment/job training and increase wages, decrease in the cliff effect	Provide mentors, available through the use of mentors, partner with employers to identify skills needed	DWS	target local businesses and employers willing to hire people, do employment engagement forums, Promote Employment Engagement, promote resources and programs	United Way, Sparkpoint Cottages of Hope, PHP, OWATC, Weber State, LSI	Increase employment, secondary education enrollment/job training and increase wages, increase in percentage of parents that are full-time employees with health care benefits
	Self-sufficiency	Increase the number of IPG parents/guardians that complete a money management course	Provide budgeting classes at locations closer to where IGP families live and work such as schools and provide free childcare		Develop curriculum, define "living wage" measurement scale, create assessment tool		
	Safe living environment (part of basic needs of optimal health)	No homeless IPG children,	Form a county coalition to create coordination on IGP housing lists and assessments, identify current inventory, standard of quality for all partners	Weber and Ogden Housing Authority	Form a coalition, create a standard of evaluation for housing and how the use of mentor will fit into the evaluation process	St. Ann's/Lantern House, Ogden City, Homelessness Coordinating Council	
Budgeting/Money Management	Self-sufficiency			DWS		SparkPoint/Cottages of Hope, OWCAP, WSU (Money Management Center), LSI	
Housing	Safe living environment (part of basic needs of optimal health)			Weber and Ogden Housing Authority		Number and percent of IGP household with IGP children that spend more than 30% of income on housing	