

UTAH'S SECOND ANNUAL REPORT
ON INTERGENERATIONAL POVERTY, WELFARE DEPENDENCY
AND THE USE OF PUBLIC ASSISTANCE

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Executive Summary

To meet the legislative obligation of maintaining a tracking system in support of legislative efforts to end intergenerational poverty in Utah, the Department of Workforce Services (DWS) has updated its measures for welfare dependency and intergenerational use of public assistance. Beyond replicating the measures established in the first report issued one year ago, DWS strives to also offer data and analysis to address the themes presented by policymakers represented by the Intergenerational Welfare Reform Commission and the Intergenerational Poverty Advisory Committee. As such, this report also offers detailed analysis on labor force attachment, public assistance (PA) programs from the Division of Child and Family Services (DCFS) and lifetime use of public assistance, as these topics relate to the challenge of long-term dependence on public assistance.

Important findings from this report include:

- The number of individuals in the intergenerational PA cohort increased from 35,778 in SFY 2012 to 36,449 in SFY2013. The percentage of non-situational public assistance recipients who meet the intergenerational PA threshold has also increased from 23.7 percent to 24.4 percent.
- Differences in numbers of intergenerational PA individuals from one year to the next do not directly measure changes in the overall magnitude of the issue. Inflows and outflows occur as time passes and the window of observation widens.
- Of the 5,308 individuals who left the intergenerational PA cohort, 578 of the cases were closed because income exceeded program limits; 1,878 individuals showed an increase in wages after their public assistance case closed.
- Intergenerational public assistance recipients were employed more often over the last 12 years than non-intergenerational public assistance recipients in the same

age range and who received public assistance during FY 2013.

- The quarterly wages of intergenerational public assistance recipients were 24 percent lower on average than non-intergenerational public assistance recipients over the last 12 years, an average difference of \$1,100 per quarter.
- The mean number of lifetime years spent on public assistance by the intergenerational PA group is 11.9 and due to limitations in the data, it is reasonable to expect that without intervention the average will increase as time passes.
- The attachment to public assistance extends beyond DWS administered programs. In each of the measures observed through the databases of DCFS, the intergenerational PA cohort showed higher rates of contact with the agency. This includes foster care services, physical health diagnoses, mental health diagnoses, and abuse, neglect and dependency cases.

These findings and other work from the Committee and Commission suggest that more research should be done in the realm of mental health events and the differences in outcomes of early childhood educational services for the children of adults experiencing intergenerational poverty.



I. Background

Over the last year, efforts in the state of Utah to address intergenerational poverty have gained considerable momentum. The first report on intergenerational welfare dependency was released in October of 2012, and offered a method for capturing the scope of intergenerational poverty utilizing Department of Workforce Services' (DWS) data pertaining to public assistance programs administered by the agency. From that data, a demographic analysis was constructed to aid those charged with developing policies to break the cycle of welfare dependency. Since that report was published, new developments have come to fruition, new questions have been posed, and experts from various backgrounds have offered their insights to the discussion. In February of 2013, the Utah legislature created the Intergenerational Welfare Reform Commission and the Intergenerational Poverty Advisory Committee, groups that are tasked to recommend changes to program and policy to aid those caught in the cycle of poverty in our state (See Appendix B for more information.) Working alongside the Committee and Commission, DWS has identified ways in which data on intergenerational welfare dependency can be further analyzed in support of the two groups' efforts. Therefore, the latest version of the report on intergenerational welfare dependency will seek to accomplish two goals. The first is, in accordance with the legislation establishing the report, to maintain the tracking system for intergenerational poverty related data. The second goal is to provide in-depth analysis of key components of the tracking system that specifically relate to issues being discussed by the Committee and Commission including labor force attachment, issues of mental health, and the intensity of welfare dependency.

II. Methodological Updates

In order to conserve space, many of the foundational concepts that provide the construct of the study will be referred to here, but not described in detail. Instead, visit http://jobs.utah.gov/wi/pubs/Poverty_Report_web.pdf to read complete explanations in the 2012 Annual Report.

Maintaining an effective and genuine "tracking system" requires that methodology and data sources change as little as possible from one year to the next. As such, the measure of poverty will again be tied to an individual's use of public assistance. Four types of programs administered by DWS will be used in the evaluation of public assistance use:

- Supplemental Nutritional Assistance Program (SNAP, or Food Stamps)
- Child care subsidies
- All DWS medical assistance, including Medicaid, Medicare cost sharing, Children's Health Insurance Program (CHIP), Primary Care Network (PCN) and Utah's Premium Partnership (UPP)
- Financial assistance, including General Assistance (GA) and Temporary Assistance for Needy Families (TANF)

In accordance with the legislation establishing this report, our two main goals are:

- **To maintain the tracking system for intergenerational poverty related data**
- **To provide an in-depth analysis of issues being discussed by the Committee and Commission including labor force attachment, issues of mental health, and the intensity of welfare dependency**

The concept of intergenerational poverty implies a systemic problem stemming from an individual's long-time experience with poverty, and how those experiences carry over from childhood to adulthood. As such, those whose use of public assistance may be situationally-driven and not systemic are excluded from the population identified through the data as being part of the group experiencing intergenerational poverty. The threshold chosen is 12 months and individuals who receive more than 12 months of public assistance will be differentiated from the total population of public assistance recipients with the connotation "non-situational". Individuals whose adult experience met the non-situational threshold and can also be found in DWS records as a non-situational child are identified as exhibiting intergenerational public assistance (PA) dependency.

Due to limitations with historical data, the analysis is restricted to adults age 21 to 41 during state fiscal year 2013. The bottom end of the age range is set at an age where it is believed that an individual will be less transient and more likely to have completed their transition from a dependent residing in a guardian's household to an independent individual with a separate household. The upper end of the age range is exogenously imposed by the fact that DWS public assistance data is not available prior to 1989.

III. Measuring Poverty, Welfare Dependency, and Intergenerational Public Assistance Use

To measure the effectiveness of public assistance cases as a proxy for the population of impoverished individuals in Utah, comparisons are made between the count data within the DWS system and measures of poverty published by the Census Bureau. The U.S. Department of Health and Human Services' 2013 Poverty Guidelines are as follows:

Table 1

Persons in family/ household	Poverty guideline
1	\$11,490
2	15,510
3	19,530
4	23,550
5	27,570
6	31,590
7	35,610
8	39,630
<i>For families/households with more than 8 persons, add \$4,020 for each additional person</i>	

Using these standards, The U.S. Census Bureau has estimated that that the poverty rate in Utah for July 2011 (most recent data available) is 13.6 percent; approximately 383,000 Utahns lived in poverty in 2011. The food stamp program is used as the point-in-time measure for which to compare the DWS public assistance population to Census population estimates.

Table 2

Census Data and DWS Data for July 2011		All Individuals	Ages 21–41	Ages 0–17
State Population	Individuals	2,814,347	887,937	880,290
Estimate of Poverty	Poverty Rate	13.6	see note 1	16.2
	Individuals in Poverty	382,751	120,759	142,607
Food Stamps (FS) Population	FS Individuals	275,536	80,528	141,041
	Estimated FS Participation among those in Poverty	72.0%	66.7%	98.9%

(1) Poverty rates for all individuals and children (ages 0-17) are explicitly given in Census Poverty reports. The Poverty rate for individuals ages 21-41 is derived from American Community Survey data (2011 PUMS).

Overall, in July of 2011 approximately 72 percent of Utahns living in poverty were receiving food stamps. Utah’s impoverished children (ages 0-17) are fully represented in the food stamp data (99 percent), but only 59 percent of the adults age 21 to 41 were receiving food stamp benefits in July 2011. Generally speaking, DWS data can speak to three-fourths of Utahns in poverty. Knowing this, plus the other limitations of the methodology (lack of data prior to 1989, lack of data from other states, and lack of data from public assistance programs outside of DWS) helps to give the proper caveats to the use of DWS data in the tracking of intergenerational poverty in Utah.

Table 3

DWS Public Assistance (PA) Data for SFY2013		All Individuals	Ages 21–41	Ages 0–17
All Public Assistance	Total PA Individuals	533,802	149,639	288,818
Intergenerational Public Assistance	Non-Situational PA Adults		112,703	
	Intergenerational PA Users		36,449	52,426
	Percent of all PA Users		24.4%	18.2%
	Percent of Poverty		26.8%	36.8%
	Percent of Total Population		4.1%	6.0%

During state fiscal year 2013, 533,802 individuals received public assistance in the form of Food Stamps, Child Care, Medical Assistance, Financial Assistance, or any combination of those programs. Of the 149,639 public assistance recipients who were between 21 and 41 years of age, 75 percent received at least 12 months of assistance (i.e. were considered non-situational). The number of non-situational adults that also appear in DWS records as a child receiving at least 12 months of assistance measured 36,449, roughly 24 percent of all adult public assistance recipients.

[Demographic details of the intergenerational and non-intergenerational public assistance users such as race, marital status, age, gender and county of residence are given in Appendix A of this report.]

A side-by-side comparison of the 2012 and 2013 intergenerational PA cohorts such as that shown in Table 4 seems to indicate a slight drop in the use of public assistance overall, but an increase in the number of those who meet the threshold of intergenerational public assistance use and the number of children on cases where the adult has been identified as exhibiting intergenerational welfare dependency.

Table 4

Cohort Comparison	SFY 2012	SFY 2013
Total PA Individuals	551,317	533,802
Total PA, Ages 0-17	292,090	288,818
Total PA, Ages 21-40/41	151,170	149,639
Total Non-situational PA Users, Ages 21-40/41	119,129	112,703
Intergenerational PA Users, Ages 21-40/41	35,778 (23.7% of all PA Adults)	36,449 (24.4% of all PA Adults)
Intergenerational Children, Ages 0-17	51,079	52,426

However, the comparison from one cohort year to the next is not as straightforward as the table implies. As each year passes, forces are at play that move people in and out of the population of intergenerational welfare dependency, some of which indicate true circumstantial changes and others which are simply a result of how the cohort is designed. One force is strictly driven by the data and methodology. When a year passes, the window from which to observe the childhood experiences with public assistance widens, increasing the possibility of finding childhood welfare dependency in today's adult population. Individuals can also enter the cohort for one of two other reasons: either someone is an adult and collects their 12th month of public assistance during the year or they age in (i.e. turn 21) and have 12 months of public assistance as an adult. Exiting the cohort of intergenerational PA users occurs when the individual who was identified as part of the 2012 cohort collects no public assistance from DWS in the 2013 fiscal year.

A closer look at the flow of individuals from 2012 to 2013 shows that 5,978 new individuals entered the cohort of intergenerational PA. Roughly 3.5 percent of them aged into the cohort, while the other 5,766 were individuals who had not met the 12 month threshold in 2012 but collected public assistance in fiscal year 2013 and met the threshold during that time.

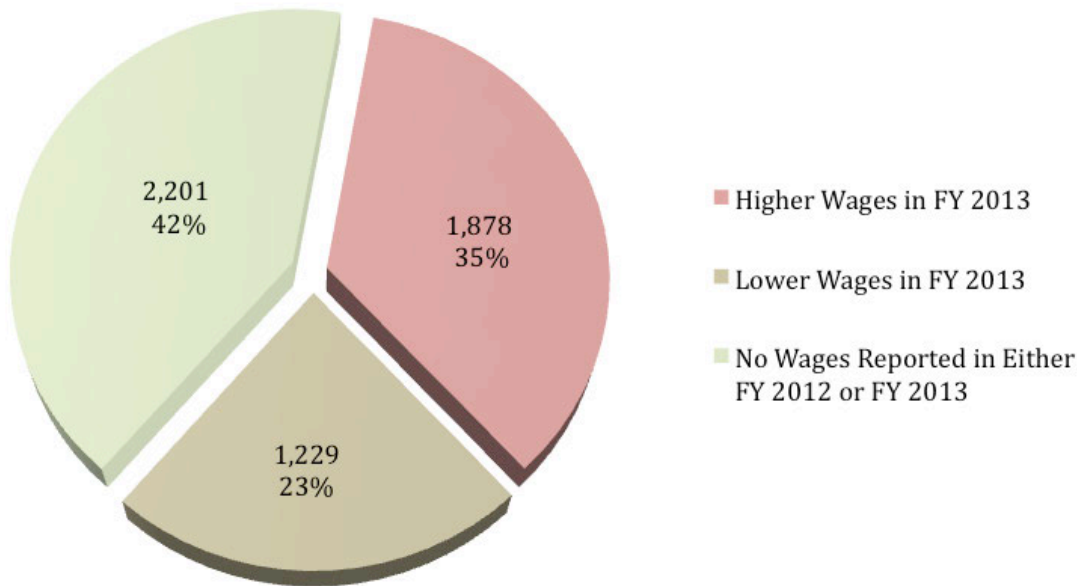
There were also 5,308 individuals who were in the 2012 cohort but not in the 2013 cohort. As part of the record-keeping process DWS, when possible, archives explanations for the closure of public assistance cases. For the 5,308 individuals no longer part of the intergenerational welfare dependency cohort, the most common recorded reasons for closure are listed in Table 5.

It is difficult to conclude from most of the closure reasons whether or not the public assistance case was closed because the circumstance of the individual improved and the cycle of poverty was potentially broken. Of the closure reasons shown, only "income exceeds limits" connotes a definitely positive closure of a case.

Table 5

Program Closure Reasons of Individuals in FY 2012 Intergenerational Welfare Dependent Cohort but not in FY 2013	
Program Case Closure Reason	Number of Cases Closed
Review not submitted	1,819
Failed to provide info	809
Income exceeds limits	578
Customer Moved Out of State	458
Customer Request	167
Pregnancy Terminated	137
Fails Utah residency	89
No eligible household members	65
Invalid Living Arrangement	63
Spenddown Exceeds Need or Not Paid	60
Administrative	56
Unable to Locate	52
Not Eligible	48
Death	44

Figure 1
Wage Comparison of Individuals Who Were
Intergenerational PA in FY 2012
but not in FY 2013



Additionally, over 1,200 closures occurred within this group where the reason for closure was unknown. Notable also is the fact that case closure should not suggest finality for the individuals in terms of public assistance usage. As of when this report was published, 253 of the 5,308 individuals who had left the cohort of intergenerational welfare dependency had since returned to the DWS roles.

Considering closure reasons on cases may help explain the movement in and out of public assistance programs. However, a program in closure for failure to provide forms, verifications, or recertification does not necessarily imply the individuals have not improved their financial situation. Looking at a comparison of wages for this cohort between state fiscal year 2012 and state fiscal year 2013 provides further insight. The data shows that 42 percent of the individuals who left the intergenerational PA cohort had no wages reported in either year. Higher average quarterly wages were observed for 35 percent of that cohort in fiscal year 2013, and 23 percent showed lower average quarterly wages.

IV. Patterns of Employment for Intergenerational and Non-Intergenerational Public Assistance Users

Employment stability is an important characteristic of working age adults because it improves the probability of becoming rapidly reemployed after a job separation and it leads to higher average wages over time. Examining all of the intergenerational PA recipients from January 2001 to June 2013 who were 21 or older in the quarter under consideration, shows an overall employment rate of 47.9 percent of all possible quarters in which they could have been employed. In comparison, the labor force participation rate for the Utah population between the ages of 21 and 41 is approximately 81 percent (2011, ACS PUMS).

An interesting difference between intergenerational and non-intergenerational PA recipients is that the percent employed over all quarters between January

Table 6

Employment and Wages by PA Status and Gender									
	Intergenerational PA Recipients			Non-Intergenerational PA Recipients			All Workers in Utah, 2011		
	Male	Female	Total	Male	Female	Total	Male	Female	Total
Percent Employed	49.1%	47.2%	47.9%	50.2%	41.8%	45.2%	84.7%	65.6%	74.9%
Average Quarterly Wage of the Employed	\$3,659	\$2,961	\$3,225	\$5,119	\$3,544	\$4,257	\$8,831	\$5,569	\$7,428

2001 and June 2013 is higher for those identified as intergenerational PA recipients (47.9 percent) as compared to the non-intergenerational PA group (45.2 percent). Looking at this difference by gender, the employment percentage for intergenerational men is just slightly lower than for non-intergenerational men, but for women the difference is significant: intergenerational PA women were employed 47.2 percent of all possible quarters since the beginning of 2001, while non-intergenerational PA women were employed for 41.8 percent of these quarters. These facts show that intergenerational PA adults are no less likely to be employed than non-intergenerational PA recipients.

Another approach to understanding employment stability is to examine cohorts of individuals over time. This type of approach produces a clearer picture of historical employment stability and illustrates the strong positive relationship between work experience and wages. Two cohorts, one intergenerational and the other non-intergenerational, were defined as all individuals who were at least 21 years old as of January 1, 2001. The intergenerational cohort is a subset of 7,987 taken from the total of 36,449 and the non-intergenerational cohort is a subset of 45,130 taken from 112,703. In both of these cohorts, every individual could have been employed for up to 48 quarters between January 2001 and December 2012.

Over the 12 years from January 2001 to December 2012, the intergenerational PA recipient cohort was employed for 45.6 percent of all quarters within that period. In comparison, the non-intergenerational PA cohort was

only employed for 43.6 percent of the quarters over the same period. By looking at the percent employed within the two cohorts over time, it is immediately apparent that the Great Recession had a far more detrimental impact on intergenerational PA recipients than non-intergenerational PA recipients. From the beginning of 2001 through the first quarter of 2009, a larger percent of the intergenerational cohort was employed as compared to the non-intergenerational cohort. As the recession worsened in the middle of 2009, the employment percentage of intergenerational PA recipients dropped below that of the non-intergenerational group. While the employment percentage for the non-intergenerational cohort has recovered to its 12-year average, the intergenerational cohort is presently six percentage points below its 12-year average.

Further insights are gained by examining differences in employment stability by gender. For men in both of the cohorts, the distributions of individuals across the 13 categories denoting the length of employment over the 12 year period are remarkably uniform. Only for those men who have worked between 45 and 48 quarters is there a considerable difference between groups, with 11.2 percent of non-intergenerational men being employed more than 11 years as compared to 8.2 percent of intergenerational men. Women in the two cohorts generally exhibit declining percentages as the number of quarters of employment increases. The one major difference that stands out is that 14.5 percent of non-intergenerational women have no record of formal employment, while only 7.0 percent of intergenerational women have no formal work experience.

Figure 2
Percent Employed Among 21 to 30 Year old PA Cohorts (Seasonally Adjusted)

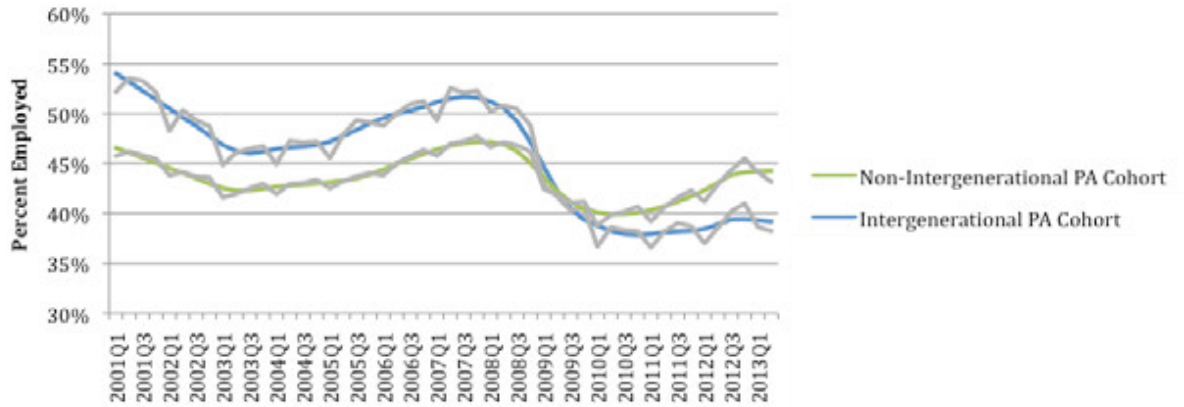


Table 7

Education Level	Intergenerational PA Recipients				Non-Intergenerational Compare to other PA	Statewide Adults 21-41
	Female	Male	Total	% of Total		
1	20	10	30	0.1%	0.2%	0.0%
2	26	24	50	0.1%	0.2%	0.2%
3	57	32	89	0.2%	0.3%	0.0%
4	34	24	58	0.2%	0.2%	0.1%
5	8	1	9	0.0%	0.1%	0.1%
6	17	4	21	0.1%	0.2%	0.9%
7	45	16	61	0.2%	0.1%	0.3%
8	156	49	205	0.6%	0.4%	0.4%
9	491	190	681	1.9%	1.0%	0.9%
10	1,165	473	1,638	4.5%	2.3%	1.4%
11	2,153	1,194	3,347	9.2%	4.8%	2.6%
12	857	521	1,378	3.8%	2.8%	1.6%
HS Diploma	8,728	4,872	13,600	37.3%	35.7%	20.2%
GED	3,621	2,087	5,708	15.7%	10.5%	3.2%
Cert. Attendance/Completion	347	233	580	1.6%	1.2%	n/a
13	40	19	59	0.2%	0.3%	7.9%
14 or 15	31	10	41	0.1%	0.4%	23.3%
Post-Secondary Degree/Certificate	1,222	536	1,758	4.8%	6.1%	n/a
Associate	1,604	596	2,200	6.0%	8.5%	10.9%
Bachelor	55	64	119	0.3%	1.9%	19.2%
Grad. Study or Degree	24	22	46	0.1%	0.6%	6.3%
None or Unknown	2,709	2,062	4,771	13.1%	22.3%	0.5%
Grand Total	23,410	13,039	36,449	100.0%	100.0%	100.0%

V. Wages for Intergenerational and Non-Intergenerational Public Assistance Users

Education is a major determinant of potential earnings. Table 7 compares the educational attainment of the intergenerational and non-intergenerational PA recipients to the total state population. In all of the post-secondary degree areas (Associate, Bachelor, and Graduate Study) the percentages for the overall Utah population are much higher than those in the two PA cohorts, sometimes even ten times greater, and clearly the intergenerational PA cohort faces the greatest challenges with educational attainment levels even lower than the non-intergenerational cohort.

Although a higher percent of intergenerational PA recipients are employed as compared to non-intergenerational PA recipients, they earn much lower

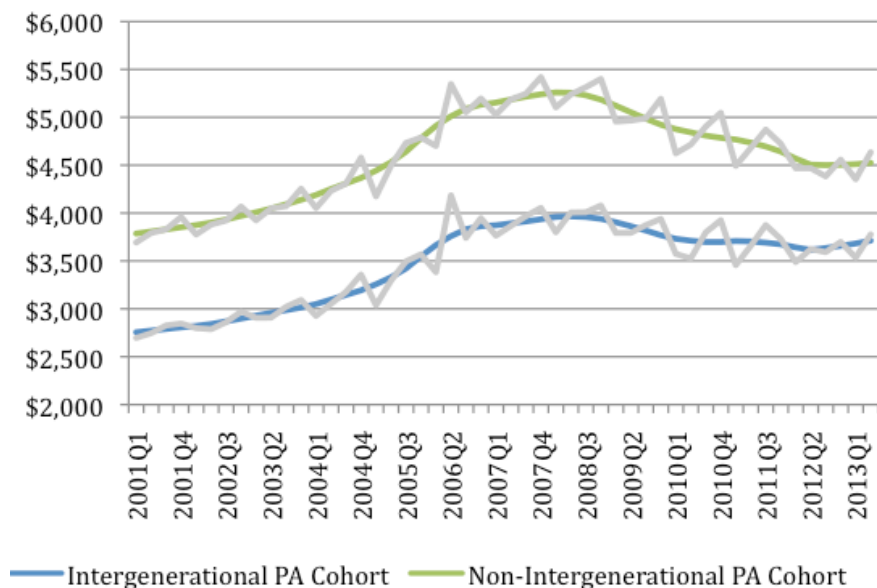
wages on average. Focusing only on PA recipients who were between 21 and 30 years of age between January 2001 and June 2013, the intergenerational PA recipients earned an average quarterly wage of \$3,225, while the non-intergenerational PA recipients earned an average of \$4,257 per quarter. Looking at wages by gender, both intergenerational men and women earned less than their non-intergenerational counterparts.

The difference in wages between these two groups is better understood by considering the wage histories of the two previously-defined cohorts. For both PA cohorts, average quarterly wages increased from the beginning of 2001 through the first half of 2008 and then declined under the force of the recession. However, wages for the intergenerational PA cohort were far below the non-intergenerational PA cohort for every quarter from January 2001 through June 2013. On average, the intergenerational PA cohort earned \$1,100 less per quarter than the non-intergenerational PA cohort over this period. Although this amount may seem small, both

Table 8
Stability of Employment and Wages for the PA Cohorts by Gender

Total Quarters of Employment	Intergenerational PA Recipients				Non-Intergenerational PA Recipients			
	Male		Female		Male		Female	
	Percent	Average	Percent	Average Quarterly Wage	Percent	Average Quarterly Wage	Percent	Average Quarterly Wage
None	6.9%		7.0%		8.0%		14.5%	
1 to 4	7.5%	\$1,379	9.0%	\$1,102	8.3%	\$2,531	10.7%	\$1,729
5 to 8	7.6%	\$1,717	8.8%	\$1,455	7.3%	\$3,163	8.4%	\$2,140
9 to 12	7.6%	\$2,096	8.4%	\$1,644	7.1%	\$3,578	7.9%	\$2,383
13 to 16	6.4%	\$2,212	8.6%	\$1,823	7.0%	\$4,014	7.5%	\$2,704
17 to 20	8.0%	\$2,868	8.3%	\$2,112	6.8%	\$4,216	7.1%	\$2,885
21 to 24	8.2%	\$3,024	7.6%	\$2,531	6.8%	\$4,615	6.8%	\$3,141
25 to 28	7.6%	\$3,329	8.1%	\$2,715	7.1%	\$4,790	6.6%	\$3,413
29 to 32	8.0%	\$3,950	7.2%	\$3,031	7.4%	\$5,197	6.5%	\$3,527
33 to 36	8.9%	\$4,058	6.9%	\$3,065	7.4%	\$5,533	6.1%	\$3,811
37 to 40	7.6%	\$4,511	7.2%	\$3,545	7.6%	\$6,022	5.5%	\$4,102
41 to 44	7.3%	\$4,873	5.8%	\$3,948	8.0%	\$6,435	5.3%	\$4,375
45 to 48	8.2%	\$5,648	7.2%	\$4,235	11.2%	\$7,036	7.2%	\$4,672

Figure 3
Average Quarterly Wages of the Employed
in the 21 to 30 Year Old PA Cohorts (Seasonally Adjusted)



PA cohorts have low average quarterly earnings and the \$1,100 difference means intergenerational PA recipients earn 24 percent less than the non-intergenerational PA recipients.

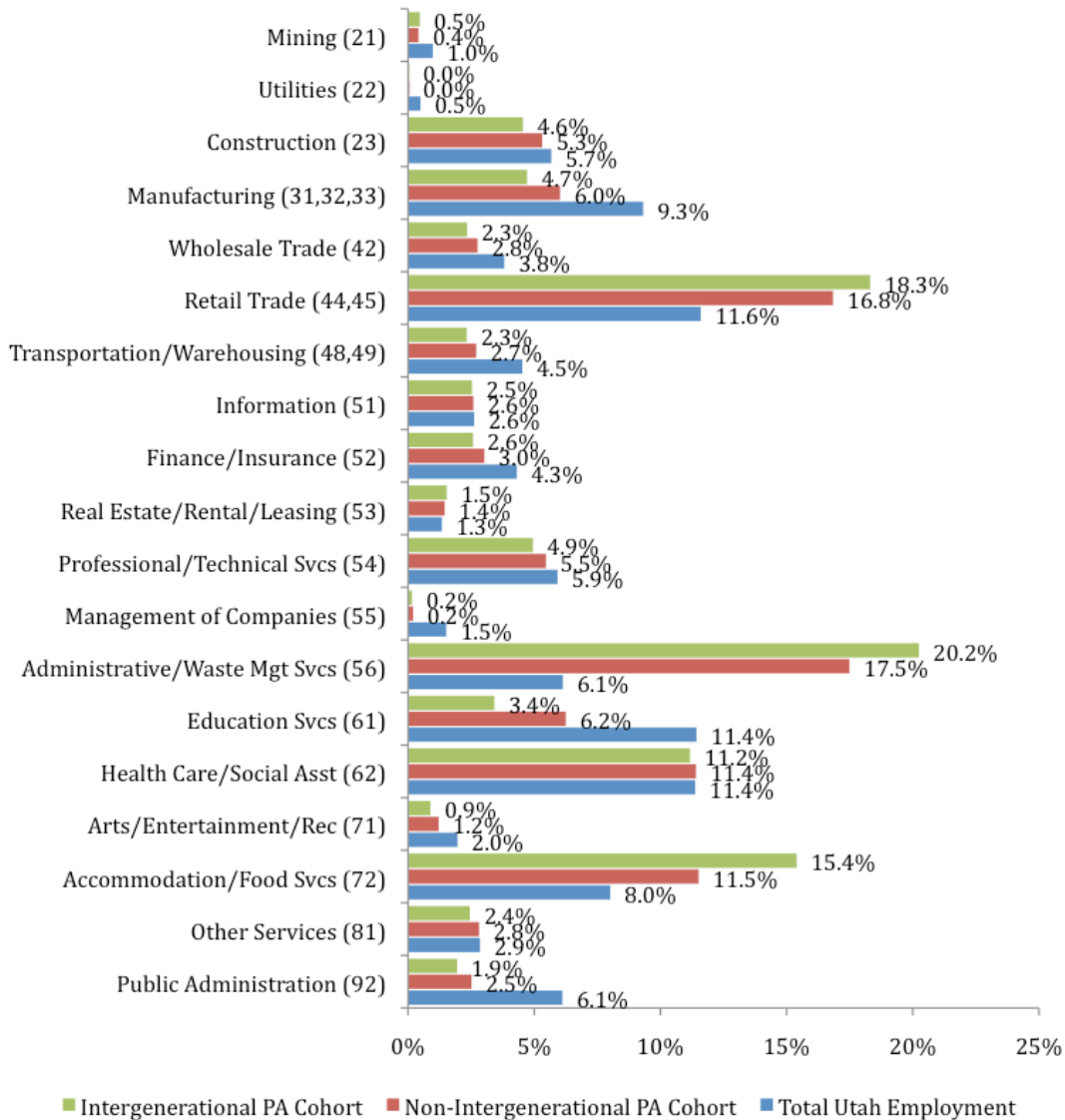
A consistent attachment to the labor force not only improves the probability of rapid reemployment after a job separation, but it also leads to higher average quarterly wages. Table 8 shows that for all PA recipients in the two cohorts, regardless of gender, the more quarters an individual has worked over the 12 year period under consideration, the higher the average quarterly wage the individual receives. The positive relationship between quarters worked and average wages is likely attributable to increases in both experience and tenure. Even though wages steadily increase with greater attachment to the labor force irrespective of PA type or gender, there are considerable wage differences by PA type and gender at any fixed level of employment. At every level of employment over the 12 year period considered, intergenerational men earn more than intergenerational women, a relationship that also holds true for men and women within the non-intergenerational PA cohort. One interesting fact involves the comparison

of wages between intergenerational men and non-intergenerational women. Looking at those with seven or fewer years of formal employment over the 12 year period, non-intergenerational women earn higher average quarterly wages than intergenerational men. Once formal work experience extends beyond seven years, intergenerational men earn more per quarter than non-intergenerational women.

VI. Industry of Employment

While great insights could be gained by examining the types of jobs worked by PA recipients, DWS does not have reliable occupational information on these individuals. Nevertheless, looking at the distribution of PA recipients across industries does help to explain patterns of employment and wages. For a large number of industry sectors, the shares of intergenerational and non-intergenerational PA recipients working in these industries do not differ greatly from the shares of all workers in Utah. However, in three sectors the percentages of PA recipients are considerably different from the statewide percentages.

Figure 4
Industry Employment as a Percent of Group's Total Employment



More than 20 percent of the employed intergenerational PA recipients during FY 2013 were in the administrative/waste management services sector. This sector includes the employment services industry, which accounted for roughly 70 percent of individuals in this industry. Another 13 percent were in the business support services industry working in telemarketing bureaus and other contact centers. The administrative/waste management sector has

one of the highest turnover rates among Utah's industries, which is consistent with the relatively high degree of job instability exhibited by the intergenerational PA group. Furthermore, the 2012 average annual wage in this sector is only about 72 percent of the average for all industries in Utah.

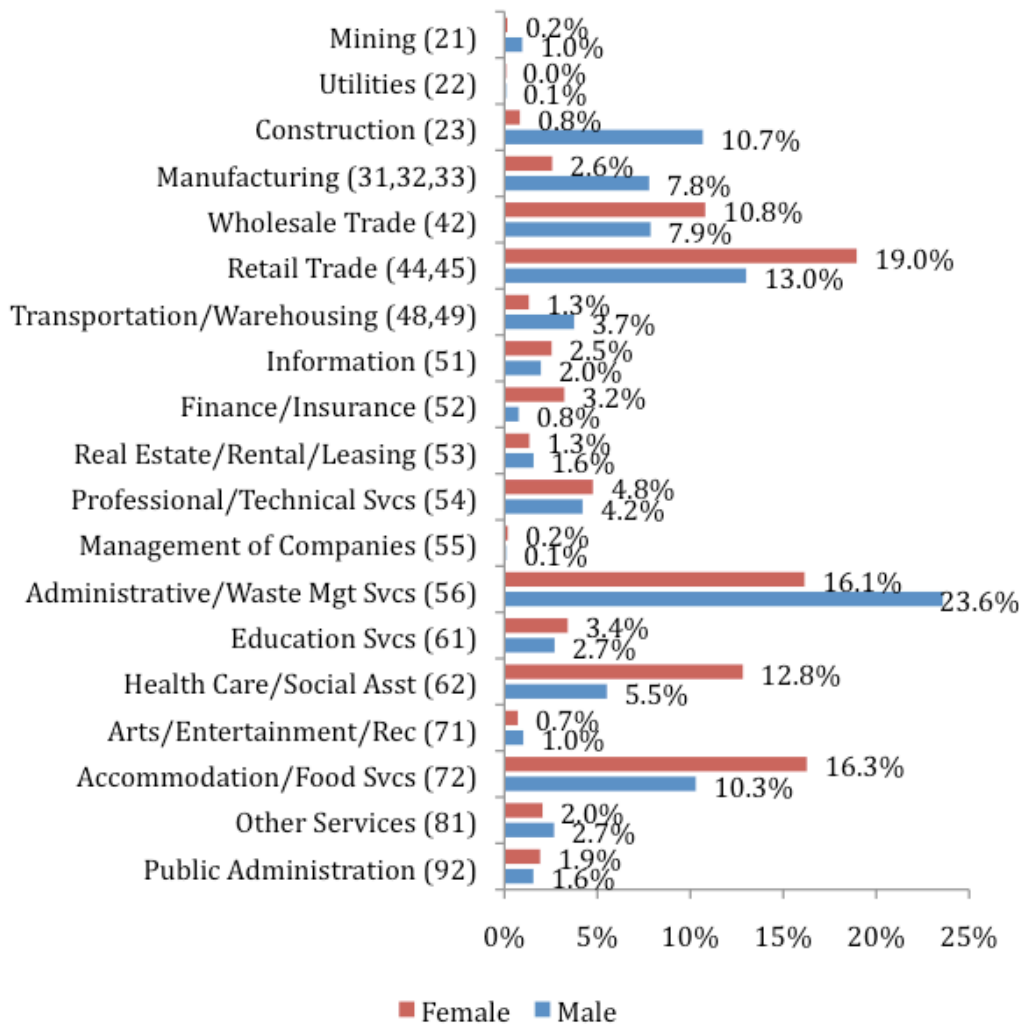
Retail trade is another sector where a disproportionately high percentage of intergenerational PA recipients

worked as compared to the statewide percentage. Just over 18 percent of the cohort worked in retail trade, with approximately 54 percent of these individuals working in grocery stores or gasoline stations. While turnover in this sector is just slightly higher than average, the wages are among the lowest sector-wide wages in the state at just 67 percent of the average for all industries.

The third largest share of intergenerational PA recipients worked in the accommodation and food services sector. While only 8.0 percent of total statewide employment

is found in this sector, 15.4 percent of employed intergenerational PA recipients worked in this sector in FY 2013. Approximately 77 percent of the individuals working in this sector were employed at restaurants and other eating places, while 17 percent worked in the traveler accommodation industry. Like the administrative/waste management services sector, the sector-level turnover is among the highest in the state. This sector has the lowest wages in Utah, just below 38 percent of the average for all industries.

Figure 5
Industry Employment as a Percent
of Intergenerational PA Employment by Gender



Industry employment for intergenerational PA recipients also differs from total statewide employment with respect to the distributions of men and women across industries. Consistent with the analysis of the distribution of all intergenerational PA recipients across industries above, the main differences by gender occur within the administrative/waste management services, retail trade, and accommodation and food services sectors.

At 23.6 percent, the largest share of male intergenerational PA recipients is in the administrative/waste management services sector. Most of these men are in the employment services industry. This percentage is just over 6.3 times the share for total statewide employment. In the accommodation and food services sector, the percent of intergenerational men is approximately 2.7 times higher than the percent for total employment. Construction and retail trade are two other sectors where the percentages of male intergenerational PA recipients are at least twice as high as the statewide percentages.

As for the industry employment of women, two sectors that have traditionally hired large shares of women are education and health care. Together these industries account for roughly 32 percent of all employment of women in the state. However, only about 16 percent of female intergenerational PA recipients work in these two sectors. Like the intergenerational men, intergenerational women are more highly concentrated in the three aforementioned sectors. In the administrative/waste management services sector, the percent of intergenerational women is roughly 2.7 times higher than the statewide percentage for all women. At 19 percent,

retail trade accounts for the second largest share of intergenerational women, which is 1.4 times larger than the corresponding statewide share. And the third largest percentage of intergenerational women is found in the accommodation and food services sector. Whereas 9.5 percent of total female employment in the state is found in this sector, 16.3 percent of intergenerational women work in accommodation and food services.

VII. Lifetime Public Assistance Experience of the Intergenerational PA Cohort

Examining labor market outcomes for public assistance users sheds some light on income sources for some of Utah's most impoverished individuals and widens the perspective for evaluating the broader issue of intergenerational poverty. Another dimension to intergenerational poverty is the intensity under which circumstances of poverty are experienced over an individual's lifetime. There is admittedly no clear definition of "welfare dependency". For the purposes of the legislatively mandated tracking system, twelve months of public assistance in the form of food stamps, child care, medical assistance or financial assistance is the chosen threshold. Each of these programs has different means tests and different lifetime limits; receiving assistance from one program or another will therefore signify to observers different levels of dependency, although there is no clear consensus on the scale of intensity.

Table 9

Public Assistance as an adult in SFY 2013 Type of Program	Intergenerational PA Recipients						Non-Intergenerational PA Recipients
	Female	% of Total	Male	% of Total	Total	% of Total	Compare other PA
Financial	1,990	8.5%	341	2.6%	2,331	6.4%	4.5%
Food Stamps	20,710	88.5%	11,333	86.9%	32,043	87.9%	81.2%
Child Care	3,894	16.6%	307	2.4%	4,201	11.5%	8.2%
Medical	16,874	72.1%	6,621	50.8%	23,495	64.5%	60.4%

Table 10

Average Lifetime Years of Public Assistance of Intergenerational PA Recipients			
Program	Child (<18) Years	Adult (>=18) Years	Total Lifetime Years
Financial	3.4	1.5	4.9
Food Stamps	4.8	4.6	9.3
Medical	5.3	4.4	9.8
Child Care	1.2	1.8	2.9
Total Average Years	6.0	5.9	11.9

Table 11

IGP Adults (G2) Average Lifetime Public Assistance Usage in Years			
Child: <18 years old		Adult: >= 18 years old	
Age as of June 2013	Distinct Child Months	Distinct Adult Months	Total Years
21	9.5	3.3	12.8
22	8.3	3.3	11.7
23	8.1	3.6	11.7
24	7.8	3.8	11.6
25	7.5	4.3	11.8
26	7.0	4.6	11.6
27	6.5	5.0	11.5
28	6.3	5.3	11.6
29	5.8	5.8	11.6
30	5.6	6.2	11.8
31	5.3	6.7	12.0
32	4.9	7.0	11.9
33	4.8	7.5	12.3
34	4.3	7.8	12.0
35	3.9	8.5	12.4
36	3.5	9.2	12.7
37	3.1	9.5	12.6
38	2.7	10.1	12.8
39	2.3	10.8	13.0
40	1.8	12.0	13.8
41	1.3	12.8	14.1

Table 9 shows program usage for both the intergenerational and non-intergenerational PA groups. Food stamps and medical assistance are the most commonly used programs and generally have less stringent eligibility criteria. Females receive benefits from each of the programs at much higher rates than men, mainly because programs are often designed to support families and many females using DWS services are single heads of households caring for children. (See Appendix A for statistics on marital status and number of children in the household.) Without a clear difference between the intergenerational and non-intergenerational PA recipients, it is difficult to conclude whether there is a link between the use of various programs and intergenerational poverty.

In contrast, analysis of lifetime use of public assistance seems to shed some light on the intensity of dependency for those identified in the intergenerational cohort.

To analyze the use of public assistance beyond the 12-month threshold, Table 10 gives a more complete picture of intergenerational PA cohort by measuring full lifetime experience. The average total lifetime years of public assistance use for the cohort is just under 12. The longest lifetime years are observed in the programs for which eligibility is less stringent (food stamps and medical), and of the four programs, only financial (specifically TANF) has lifetime limits. Child care is exogenously truncated because the program did not exist until the early 1990s. It is also important to restate at this point that both data truncation and the age of the

Table 12

IGP Adults (G2) Average Lifetime Program Involvement in Years by Program												
Child: <18 years old Adult: >=18 years old												
Age as of June 2013	Financial			Food Stamps			Medical			Child Care Subsidy		
	Child Years	Adult Years	Total Years	Child Years	Adult Years	Total Years	Child Years	Adult Years	Total Years	Child Years	Adult Years	Total Years
21	3.5	0.8	4.3	6.8	2.5	9.3	9.0	2.7	11.7	1.6	0.9	2.5
22	3.7	0.8	4.4	6.0	2.7	8.7	7.8	2.5	10.3	1.4	1.1	2.5
23	3.9	0.8	4.8	6.1	2.8	8.9	7.4	2.7	10.1	1.4	1.2	2.6
24	4.0	0.9	4.9	5.9	2.9	8.8	7.2	2.8	10.0	1.3	1.3	2.5
25	4.1	0.9	5.0	5.9	3.3	9.2	6.8	3.2	10.0	1.2	1.3	2.5
26	4.0	1.0	5.0	5.5	3.6	9.1	6.3	3.3	9.7	1.1	1.5	2.6
27	3.8	1.1	4.9	5.2	3.8	9.0	5.8	3.7	9.5	1.0	1.7	2.7
28	3.9	1.3	5.2	5.0	4.1	9.1	5.5	4.0	9.5	0.9	1.8	2.7
29	3.6	1.3	4.9	4.8	4.4	9.2	5.1	4.3	9.4	0.8	1.8	2.7
30	3.5	1.3	4.8	4.7	4.7	9.3	4.8	4.8	9.5	0.6	2.0	2.6
31	3.4	1.4	4.8	4.5	5.2	9.7	4.5	5.0	9.5	0.5	2.2	2.7
32	3.3	1.5	4.8	4.1	5.3	9.4	4.2	5.3	9.5	0.3	2.0	2.3
33	3.2	1.6	4.8	4.0	5.8	9.8	4.0	5.7	9.7	0.2	2.1	2.3
34	2.8	1.7	4.5	3.7	6.0	9.7	3.5	5.9	9.4	-	2.1	2.1
35	2.7	1.9	4.6	3.3	6.8	10.2	3.3	6.4	9.7	-	2.2	2.2
36	2.3	2.2	4.4	3.0	7.3	10.3	2.9	7.1	10.0	-	2.3	2.3
37	2.2	2.3	4.5	2.7	7.6	10.3	2.5	7.0	9.5	-	2.2	2.2
38	1.8	2.4	4.3	2.3	8.0	10.3	2.3	7.5	9.8	-	1.9	1.9
39	1.7	2.8	4.4	2.0	8.7	10.7	1.9	8.1	10.0	-	2.0	2.0
40	1.3	3.3	4.5	1.6	9.8	11.3	1.5	9.0	10.5	-	1.8	1.8
41	1.0	3.6	4.6	1.2	10.5	11.7	1.2	9.9	11.1	-	1.5	1.5

individual play a role in the total number of years that can be observed for any one individual.

To mitigate the problems of temporal data limitations, Table 11 breaks out the lifetime public assistance use by age. Those in the younger ranges of the cohort will have a larger portion of their childhood public assistance experience potentially captured in the DWS data, but minimal years as an adult. On the other hand, the older individuals have more observable adulthood years, but the view of their potential childhood experiences only reaches back to 1989. Those aged 29 or 30 have roughly the same number of observable years in both adulthood and childhood. And while at this point in their lifetimes the child years of public assistance and the adult years are roughly the same, as time passes the potential to increase

adult years grows. Assuming all else constant, the tracking system for intergenerational public assistance will show an increase in the average lifetime years as time passes.

DWS public assistance programs will manifest differently over an individual's lifetime due to the nature of eligibility requirements. Breaking the lifetime public assistance usage out by program type (Table 12) shows more clearly some of the very nuances already described. Another such issue arises in the observation of financial assistance years by age. Lifetime limits on financial assistance will limit the amount of adult years, but because a child can be associated with different adult cases over their span of time as a minor, it is possible for child years to rise above the lifetime limits.

Table 13

Foster Care Service Episodes (January 1, 1996 - September 1, 2013)			
Cohort	Individuals	Individuals Served in Foster Care	Percent
Intergenerational PA Cohort	36,449	3,122	8.57%
Non-Intergenerational PA Cohort	113,190	983	0.87%
Total Utah Child Population	880,290	31,537	3.58%

Table 14

CPS Substantiated/Supported Victims by Allegation Group (January 1, 1991 - September 1, 2013)							
	36,449 Intergenerational PA			113,190 Non-Intergenerational PA			All Utah CPS Cases
Allegation Group	Victims	% of IGPA	% of All Utah Victims	Victims	% of Non IGPA	% of All Utah Victims	Victims
Child Endangerment	476	1.31%	2.21%	344	0.30%	1.60%	21,535
Domestic Violence Related Abuse	1,381	3.79%	2.75%	927	0.82%	1.85%	50,143
Medical Neglect	261	0.72%	13.43%	79	0.07%	4.06%	1,944
Neglect or Deprivation of Necessities	2,189	6.01%	7.40%	774	0.68%	2.61%	29,601
Non-Supervision	1,221	3.35%	6.24%	458	0.40%	2.34%	19,553
Other	1,843	5.06%	10.66%	568	0.50%	3.28%	17,293
Physical Abuse	3,013	8.27%	7.88%	1,485	1.31%	3.88%	38,237
Psychological or Emotional Abuse or Neglect	2,738	7.51%	9.71%	1,097	0.97%	3.89%	28,201
Sexual Abuse	4,102	11.25%	9.46%	2,111	1.87%	4.87%	43,342
Total Victims	9,674	26.54%	5.81%	4,975	4.40%	2.99%	166,575

VIII. Childhood Experience With DCFS

In an effort to understand the various dynamics of welfare dependency, it is also beneficial to look at the childhood experience of intergenerational public assistance adult recipients and compare that experience to other non-intergenerational public assistance adult recipients. After identifying state fiscal year 2013 non-situational

public assistance recipients and the population of intergenerational PA, this cohort data was provided to the Division of Child and Family Services (DCFS) to more closely examine their childhood interactions with public sector social assistance. DCFS administers foster care services, child protective services, and among their clients tracks physical and mental health diagnoses. The 149,639 adult public assistance cohort (ages 21– 41) was matched with DCFS data to identify instance where the cohort of intergenerational and non-intergenerational

Table 15

Health Diagnoses for Foster Children Served by DCFS (January 1, 2001 - September 1, 2013)						
Condition Category	Intergenerational PA Recipients			Non-Intergenerational PA Recipients		
	Count of Diagnoses	Percent of Total Diagnoses	Percent of Total Foster Children Diagnoses	Count of Diagnoses	Percent of Total Diagnoses	Percent of Total Foster Children Diagnoses
Abuse/Neglect	57	0.16%	5.52%	40	0.04%	3.88%
Autoimmune Disorders/Birth Defects/Congenital Abnormalities	37	0.10%	6.50%	18	0.02%	3.16%
Cardiovascular	78	0.21%	6.98%	42	0.04%	3.76%
Communicable Diseases	77	0.21%	16.92%	27	0.02%	5.93%
EENT	1,024	2.81%	8.34%	387	0.34%	3.15%
Endocrine	79	0.22%	14.82%	36	0.03%	6.75%
Gastrointestinal	366	1.00%	8.33%	137	0.12%	3.12%
Gastrourinary	328	0.90%	11.41%	128	0.11%	4.45%
General	996	2.73%	5.88%	480	0.42%	2.83%
Growth/Development/Nutrition	265	0.73%	9.46%	115	0.10%	4.10%
Hematological	107	0.29%	9.95%	33	0.03%	3.07%
Integumentary	819	2.25%	8.67%	334	0.30%	3.54%
Mental health	819	2.25%	9.48%	353	0.31%	4.09%
Musculoskeletal	406	1.11%	11.04%	213	0.19%	5.79%
Neurological	291	0.80%	13.07%	114	0.10%	5.12%
OB/GYN	492	1.35%	25.06%	148	0.13%	7.54%
Oral/Dental	1,406	3.86%	8.82%	573	0.51%	3.60%
Pulmonary	558	1.53%	6.70%	226	0.20%	2.71%
Substance Abuse	168	0.46%	11.20%	81	0.07%	5.40%
Total Distinct Children With Diagnosis	1,650	4.53%	7.51%	638	0.56%	2.90%

Table 16

Children Served by DCFS with an Axis I Mental Health Diagnosis (Jan. 1, 2001 - Sept. 1, 2013)							
Axis I Mental Health Diagnosis	Intergenerational PA Recipients			Non-Intergenerational PA Recipients			
	Count	% of Total IGPA Cohort	% of Total DCFS Children Served	Non-IGPA	% of Total Non-IGPA Cohort	% of Total DCFS Children Served	Total DCFS Children Served
Diagnosis Present	1,570	2.47%	9.86%	604	0.53%	3.80%	15,915
Total	63,449			113,190			23,016

Table 17

Children Served by DCFS with an Axis II Mental Health Diagnosis (January 1, 2001 - September 1, 2013)				
Axis II Mental Health Diagnosis	IGPA	Percent	Non-IGPA	Percent
Diagnosis Present	502	1.38%	150	0.13%
No Diagnosis	35,947	98.62%	113,040	99.87%
Grand Total	36,449	100.00%	113,190	100.00%

PA had also received services from DCFS. It cannot be said with certainty that the resulting counts include all individuals served by DCFS as children; however, the difference in match rates among intergenerational and non-intergenerational individuals paints an interesting picture. While the resulting data cannot be determined to be a causal factor of welfare dependency, they certainly suggest a correlation of services provided by DCFS and intergenerational public assistance usage at DWS.

Table 13 shows those intergenerational public assistance recipients and the non-intergenerational public assistance cohort who had foster care service episodes between January 1, 1996 and September 1, 2013. (Please note the limitations of the timeframe of this data that not all of the adults in the cohort could be tracked back to their childhood experience.) The episodes of foster care in the Intergenerational PA population were 8 times higher than those who were non-intergenerational public assistance users. It is important to note that children are placed into foster care as a result of abuse, neglect, dependency or delinquency.

Child Protective services data is also available through DCFS and shows the number of substantiated/supported child victims by each allegation group between January 1991 and September 2013. (Please note that the number of victims could be the same individuals and so is duplicative and will not necessarily add up to the total number of victims.) Of the 36,449 intergenerational public assistance recipients submitted, 9,674 or 26.5 percent of them were substantiated child victims with CPS, while of the 113,190 non-intergenerational public assistance recipients 4,975 or 4.4 percent were substantiated victims.

DCFS also tracks physical and mental health diagnoses for foster children served within their agency. Table 15 shows

those diagnoses between January 1, 2001 and September 1, 2013. (Note that because children may have more than one condition, the sum of the children with the condition will be duplicative and not add up to the total distinct children with a diagnosis.) Health diagnoses occurred over eight times more often for the intergenerational PA cohort than for the non-intergenerational PA group.

DSM-IV organizes psychiatric diagnoses into different dimensions (axes) relating to different aspects of the disorder. Axis I includes all diagnostic categories except mental retardation and personality disorder. Axis II diagnoses identify personality disorders and mental retardation. Table 16 identifies instances of Axis I mental health diagnoses. Note that once again, there is a higher match rate among individuals who are intergenerational and have a diagnosis present.

Finally, DCFS provided data on those from the adult cohort who had a childhood Axis II Mental Health diagnosis. Table 17 shows a comparison of intergenerational and non-intergenerational Axis II diagnoses as children.

In order to research and drive policy decisions, it is important to study the childhood experience of intergenerational public assistance recipients. A caution should be made about determining causality with this data given the limitations on historical data as well as possible interstate movement, and unidentified confounding factors on intergenerational poverty. However, a strong correlation exists between welfare dependency and adverse childhood experiences. As research on intergenerational poverty in Utah grows with the help of the Commission, enhancements should be made to understand those experiencing intergenerational welfare dependency by sharing and exchanging information with other state agencies, private non-profit organizations and other public or private entities.

IX. Conclusion

A tracking system for exhibiting trends in intergenerational poverty must have the staying power to observe trends over generational changes. As such, the goal in the first and now second report is to establish a sound methodology for measuring intergenerational poverty using public assistance data as a proxy. The Commission on Intergenerational Poverty brings together experts whose knowledge will shape the tracking system over time such that what is measured today can be compared to what is measured twenty years from now and will bring to life the trends that define public assistance use, welfare dependency, and intergenerational poverty.

This second report attempts to not only update the data tracking the population moving into and out of welfare dependency in the state, but also to test the methodology and expand the understanding of public assistance use over a lifetime. New analysis presented in this report expands our understanding of poverty in Utah through these findings:

- The number of individuals in the intergenerational PA cohort increased from 35,778 in SFY 2012 to 36,449 in SFY2013. The percentage of non-situational public assistance recipients who meet the intergenerational PA threshold has also increased from 23.7 percent to 24.4 percent.
- Differences in numbers of intergenerational PA individuals from one year to the next do not directly measure changes in the overall magnitude of the issue. Inflows and outflows occur as time passes and the window of observation widens.
- Of the 5,308 individuals who left the intergenerational PA cohort, 578 of the cases were closed because income exceeded program limits; 1,878 individuals showed an increase in wages after their public assistance case closed.
- Intergenerational public assistance recipients were employed more often over the last 12 years than non-intergenerational public assistance recipients in the same age range and who received public assistance during FY 2013.
- The quarterly wages of intergenerational public assistance recipients were 24 percent lower on average than non-intergenerational public assistance recipients over the last 12 years, an average difference of \$1,100 per quarter.
- The mean number of lifetime years spent on public assistance by the intergenerational PA group is 11.9 and due to limitations in the data, it is reasonable to expect that without intervention the average will increase as time passes.
- The attachment to public assistance stretches beyond DWS administered programs. In each of the measures observed through the databases of DCFS, the intergenerational PA cohort shows higher rates of contact with the agency. This includes foster care services, physical health diagnoses, mental health diagnoses, and abuse, neglect and dependency cases.



Appendix A

Demographic Tables

Table A.1 Age and Gender

Age in June 2013	Intergenerational PA Recipients				Non-Intergenerational
	Female	Male	Total	% of Total	Compare other PA
21-24	5,524	2,567	8,091	22.2%	18.3%
25-29	8,502	4,709	13,211	36.2%	27.3%
30-34	5,090	3,652	9,561	26.2%	26.4%
35-41	3,475	2,111	5,586	15.3%	28.1%
Grand Total	23,410	13,039	36,449	100.0%	100.0%

Table A.2 Marital Status

Most Current Marital Status	Intergenerational PA Recipients				Non-Intergenerational	Compare All Utahns
	Female	Male	Total	% of Total	Compare other PA	Ages 21-41 (1)
Never Married	11,585	7,840	19,425	26.3%	39.3%	32.8%
Married	5,956	3,615	9,571	26.3%	40.3%	57.8%
Divorced	2,907	847	3,754	10.3%	11.8%	7.1%
Separated	2,778	662	3,440	9.4%	7.9%	2.1%
Widowed	110	18	128	0.4%	0.5%	0.3%
Common Law	74	57	131	0.4%	0.3%	n/a
Grand Total	23,410	13,039	36,449	100.0%	100.0%	

Source: American Community Survey, 2012, U.S. Census Bureau

Table A.3 Count of Children

Count of Children in Household	Intergenerational PA Recipients				Non-Intergenerational
	Female	Male	Total	% of Total	Compare other PA
0	3,417	6,942	10,359	28.4%	24.9%
1	4,884	1,431	6,315	17.3%	18.7%
2	6,161	1,829	7,990	21.9%	21.7%
3	4,608	1,444	6,052	16.6%	16.6%
4	2,475	812	3,287	9.0%	10.0%
5	1,105	343	1,448	4.0%	4.6%
6	408	136	544	1.5%	1.9%
7	185	58	243	0.7%	0.8%
8 or more children	167	44	211	0.6%	0.8%
Grand Total	23,410	13,039	36,449	100.0%	100.0%

Table A.4 County of Residence

Resident County	Intergenerational PA Recipients				Non-Intergenerational	Compare Total State Population
	Female	Male	Total	% of Total	Compare other PA	
Beaver	50	30	80	0.2%	0.2%	0.2%
Box Elder	439	218	657	1.8%	1.8%	1.8%
Cache	677	382	1,059	2.9%	4.1%	4.1%
Carbon	463	295	758	2.1%	1.2%	0.8%
Daggett	6	3	9	0.0%	0.0%	0.0%
Davis	1,834	974	2,808	7.7%	8.5%	11.1%
Duchesne	254	105	359	1.0%	0.6%	0.7%
Emery	103	60	163	0.4%	0.4%	0.4%
Garfield	32	19	51	0.1%	0.2%	0.2%
Grand	145	74	219	0.6%	0.5%	0.3%
Iron	519	321	840	2.3%	2.5%	1.7%
Juab	104	57	161	0.4%	0.4%	0.4%
Kane	45	23	68	0.2%	0.2%	0.3%
Millard	112	67	179	0.5%	0.4%	0.4%
Morgan	18	7	25	0.1%	0.1%	0.3%
Piute	13	6	19	0.1%	0.1%	0.1%
Rich	5	5	10	0.0%	0.1%	0.1%
Salt Lake	9,059	5,244	14,303	39.2%	37.6%	37.2%
San Juan	533	342	875	2.4%	1.2%	0.5%
Sanpete	309	140	449	1.2%	1.0%	1.0%
Sevier	339	179	518	1.4%	1.0%	0.7%
Summit	53	28	81	0.2%	0.4%	1.3%
Tooele	563	322	885	2.4%	2.3%	2.1%
Uintah	423	134	557	1.5%	1.1%	1.2%
Utah	2,817	1,614	4,431	12.2%	16.5%	18.9%
Wasatch	87	41	128	0.4%	0.5%	0.9%
Washington	1,178	603	1,781	4.9%	6.0%	5.0%
Wayne	14	8	22	0.1%	0.1%	0.1%
Weber	3,114	1,703	4,817	13.2%	10.3%	8.3%
Undetermined	102	35	137	0.4%	0.9%	0.0%
Grand Total	23,410	13,039	36,449	100.0%	100.0%	100.0%

Table A.5 Education Level

Education Level	Intergenerational PA Recipients				Non-Intergenerational
	Female	Male	Total	% of Total	Compare other PA
1	20	10	30	0.1%	0.2%
2	26	24	50	0.1%	1.8%
3	57	32	89	0.2%	4.1%
4	34	24	58	0.2%	1.2%
5	8	1	9	0.0%	0.0%
6	17	4	21	0.1%	8.5%
7	45	16	61	0.2%	0.6%
8	156	49	205	0.6%	0.4%
9	491	190	681	1.9%	0.2%
10	1,165	473	1,638	4.5%	0.5%
11	2,153	1,194	3,347	9.2%	2.5%
12	857	521	1,378	3.8%	0.4%
HS Diploma	8,728	4,872	13,600	37.3%	0.2%
GED	3,621	2,087	5,708	15.7%	0.4%
Certificate Attendance/Completion	347	233	580	1.6%	0.1%
13	40	19	59	0.2%	0.1%
14	23	9	32	0.1%	0.1%
Post-Secondary Degree/Certificate	1,222	536	1,758	4.8%	37.6%
Associate	1,604	596	2,200	6.0%	1.2%
15	8	1	9	0.0%	1.0%
Bachelor	55	64	119	0.3%	1.0%
Grad Study or Degree	24	22	46	0.1%	0.4%
None or Unknown	2,709	2,062	4,771	13.1%	2.3%
Grand Total	23,410	13,039	36,449	100.0%	100.0%

Table A.6 Homelessness

Possible Homelessness	Intergenerational PA Recipients				Non-Intergenerational
	Female	Male	Total	% of Total	Compare other PA
Not Likely	22,815	12,151	34,966	95.9%	97.3%
Likely	595	888	1,483	4.1%	2.7%
Grand Total	23,410	13,039	36,449	100.0%	100.0%

Table A.7 Legal Issues

Legal Issues	Intergenerational PA Recipients				Non-Intergenerational
	Female	Male	Total	% of Total	Compare other PA
Felony Conviction	1,276	1,110	2,386	6.5%	3.7%
Misdemeanor	2,842	1,380	4,222	11.6%	6.1%
None	8,377	1,909	10,286	28.2%	19.3%
Unknown	10,915	8,640	19,555	53.7%	70.9%
Grand Total	23,410	13,039	36,449	100.0%	100.0%

Table A.8 ADA Disability

ADA Disability (Self-Declared)	Intergenerational PA Recipients				Non-Intergenerational
	Female	Male	Total	% of Total	Compare other PA
No	19,286	9,905	29,191	80.1%	74.5%
Yes	2,165	1,507	3,672	10.1%	8.0%
Unknown	1,959	1,627	3,586	9.8%	17.5%
Grand Total	23,410	13,039	36,449	100.0%	100.0%

Table A.9 Disability That Impedes Employment

ADA Disability (Self-Declared)	Intergenerational PA Recipients				Non-Intergenerational
	Female	Male	Total	% of Total	Compare other PA
No	20,825	11,028	31,853	87.4%	81.2%
Yes	922	577	1,499	4.1%	3.0%
Unknown	1,663	1,434	3,097	8.5%	15.8%
Grand Total	23,410	13,039	36,449	100.0%	100.0%

Table A.10 English Proficiency

Limited English Proficiency	Intergenerational PA Recipients				Non-Intergenerational
	Female	Male	Total	% of Total	Compare other PA
Yes	152	161	313	0.9%	5.4%
No/Unknown	23,258	12,878	36,136	99.1%	94.6%
Grand Total	23,410	13,039	36,449	100.0%	100.0%

Table A.11 Race

Race	Intergenerational PA Recipients				Non-Intergenerational	Compare Total State Population (1)
	Female	Male	Total	% of Total	Compare other PA	
Asian	208	100	308	0.8%	1.4%	2.2%
Black	569	285	854	2.3%	2.0%	1.1%
Native American	1,334	648	1,982	5.4%	2.7%	1.1%
Pacific Islander	200	137	337	0.9%	1.1%	0.9%
White	17,002	8,527	25,529	70.0%	59.5%	88.1%
Other	143	105	248	0.7%	0.6%	6.6%
Unknown/Undeclared	3,954	3,237	7,191	19.7%	32.6%	n/a
Grand Total	23,410	13,039	36,449	100.0%	100.0%	

Source: American Community Survey, 2012, U.S. Census Bureau

Table A.12 Ethnicity

Ethnicity	Intergenerational PA Recipients				Non-Intergenerational	Compare Total State Population (1)
	Female	Male	Total	% of Total	Compare other PA	
Non-Hispanic	20,069	11,625	31,694	87.0%	89.4%	86.7%
Hispanic	3,341	1,414	4,755	13.0%	10.6%	13.3%
Grand Total	23,410	13,039	36,449	100.0%	100.0%	

Source: American Community Survey, 2012, U.S. Census Bureau

Table A.13 Types of Public Assistance in FY 2013

Public Assistance as an Adult in SFY 2013 Type of Program	Intergenerational PA Recipients						Non-Intergenerational
	Female	% of Total	Male	% of Total	Total	% of Total	Compare other PA
Financial	1,990	8.5%	341	2.6%	2,331	6.4%	4.5%
Food Stamps	20,710	88.5%	11,333	86.9%	32,043	87.9%	81.2%
Child Care	3,894	16.6%	307	2.4%	4,201	11.5%	8.2%
Medical	16,874	72.1%	6,621	50.8%	23,495	64.5%	60.4%

Table A.14 Children - Age and Gender

Age of Child	Female	Male	Total	Ratio
0	3,830	3,947	7,777	14.8%
1	1,925	2,122	4,047	7.7%
2	2,059	2,189	4,248	8.1%
3	2,187	2,198	4,385	8.4%
4	2,071	2,210	4,281	8.2%
5	2,001	2,059	4,060	7.7%
6	1,646	1,786	3,432	6.5%
7	1,442	1,627	3,069	5.9%
8	1,369	1,440	2,809	5.4%
9	1,233	1,309	2,542	4.8%
10	1,064	1,099	2,163	4.1%
11	1,030	1,054	2,084	4.0%
12	858	848	1,706	3.3%
13	753	847	1,600	3.1%
14	671	671	1,342	2.6%
15	530	592	1,122	2.1%
16	475	509	984	1.9%
17	361	414	775	1.5%
Grand Total	25,505	26,921	52,426	100.0%

Table A.15 Children - Relationships to Adult

Relationship to Adult	Female	Male	Total	Ratio
Son	0	26,136	26,148	49.9%
Daughter	24,787	0	24,775	47.3%
Other	718	785	1,503	2.9%
Grand Total	25,505	26,921	52,426	100.0%

Table A.16 Children - School Status

School Status	Female	Male	Total	Ratio
Half-time	582	626	1,208	2.3%
Not in school	255	261	516	1.0%
Less than half-time	53	57	110	0.2%
Board of Education Certificate	5	3	8	0.0%
Unknown	14,508	15,277	29,785	56.8%
Full-time	10,102	10,697	20,799	39.7%
Grand Total	25,505	26,921	52,426	100.0%

Table A.17 Children - Disability

Disability Indicated	Female	Male	Total	Ratio
Yes	380	769	1,149	2.2%
None indicated or Unknown	25,125	26,152	51,277	97.8%
Grand Total	25,505	26,921	52,426	100.0%

Table A.18 Children - Teen Pregnancy

Age of Intergenerational Pregnant Female Teen in June 2013	Total
14	1
15	6
16	31
17	41
18	37
Grand Total	116

Table A.19 Children - Multiple Households

Number of Households	Female	Male	Total	Ratio
1	23,314	24,514	47,828	91.2%
2	1,933	2,121	4,054	7.7%
3	231	263	494	0.9%
4	24	22	46	0.1%
5	3	1	4	0.0%
Grand Total	25,505	26,921	52,426	100.0%

Table A.20 Children - Public Assistance Program Types

Public Assistance for Children in SFY 2013 Type of Program	Intergenerational		Non-Intergenerational	
	Count of Children	Ratio	Count of Children	Ratio
Financial	5,458	10.4%	13,377	5.3%
Child Care Subsidies	9,503	18.1%	17,809	7.0%
Food Stamps	48,586	92.7%	148,747	58.4%
Medical	48,800	93.1%	236,708	93.0%
Grand Total	52,426	100%	254,491	100%



Appendix B: Description of the Intergenerational Welfare Reform Commission and the Intergenerational Poverty Advisory Committee

Intergenerational Poverty and Welfare Dependency

Our goal: End the cycle of poverty and welfare dependency for all Utah children ages 0 -17.

In 2013, the Utah State Legislature passed Senate Bill 53, which created the Utah Intergenerational Welfare Reform Commission and the Intergenerational Poverty Advisory Committee.

The Commission is composed of the executive directors of Department of Workforce Services, Department of Health and Department of Human Services, as well as the State Superintendent of Public Instruction, the State Juvenile Court Administrator and the Chair of the Intergenerational Poverty Advisory Committee.

The Intergenerational Poverty Advisory Committee is composed of ten representatives of community-based, advocacy, academic, local government and faith-based organizations.

The purpose of the intergenerational poverty & welfare dependency initiative is to implement data-driven policies and programs addressing poverty, public assistance, education and health. The goal is to measurably reduce the incidence of children in the state who remain in the cycle of poverty and welfare dependency as they become adults.

To accomplish this task, the Commission will:

- Collaborate in sharing and analyzing data and information with other state agencies and community-based organizations; including academic experts, advocacy groups, nonprofit corporations, local governments and faith-based institutions.
- Establish and facilitate improved cooperation among all levels of state agencies; including case workers.

- Implement data-driven policies and programs.
- Create an ongoing five- and ten-year plan.
- Provide a forum for public comment and participation.

Staff members from the Commission agencies have already begun analyzing policies and data relating to intergenerational poverty and welfare dependency. Their research will provide valuable information to the Advisory Committee. With this information, the Advisory Committee can fulfill its mandate and recommend to the Commission how Utah can effectively address intergenerational poverty & welfare dependency issues.

Key definitions:

- Children: Utahns ages 0-17
- Early childhood: 0 thru 8 years of age
- Youth: 9 thru 17 years of age, or high school graduation [whichever comes first?]
- Poverty: "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."
- Intergenerational poverty: "poverty in which two or more successive generations of a family continue in the cycle of poverty and government dependence."
- Welfare dependency: "adults, ages 21-41, with 12 or more total months of assistance since age 21 and 12 or more total months as children. Months of assistance do not have to be consecutive."



UTAH'S SECOND ANNUAL REPORT

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AND THE USE OF PUBLIC ASSISTANCE

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