



UTAH'S EIGHTH ANNUAL REPORT

ON INTERGENERATIONAL POVERTY, WELFARE DEPENDENCY
AND THE USE OF PUBLIC ASSISTANCE • 2019

UTAH INTERGENERATIONAL WELFARE REFORM COMMISSION ANNUAL REPORT





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ABOUT THIS REPORT

The Eighth Annual Report on Intergenerational Poverty, Welfare Dependency and Public Assistance provides the first analysis of the progress of those families who were initially identified as experiencing intergenerational poverty when the initiative began in 2012.¹ This year's report looks exclusively at this first cohort and evaluates outcomes achieved through 2017 to better understand whether Utah's strong economy influenced outcomes for these families. The new analysis, conducted by all four state agencies that comprise the Intergenerational Welfare Reform Commission (Commission) allows a deeper understanding of the influences on these families that may be limiting their ability to emerge from the cycle of poverty, as well as the effectiveness of some statewide programs on child outcomes. In addition to the new analysis, this report continues to provide a roadmap for Utah across public, private, faith-based and community sectors to ensure Utah's commitment to provide opportunity to all of its residents are intentionally focused on common goals through analysis of comprehensive data.

This year's report includes four distinct parts that together, reflect the scope and breadth of this data-driven initiative, including use of research, multi-stakeholder collaboration, county-level initiatives and state-led efforts. The four parts of this report include:

PART I: Reflection on Seven Years of Utah's Intergenerational Poverty Initiative

PART II: Leading at the Local Level

PART III: Status of Individuals Experiencing Intergenerational Poverty in 2018

PART IV: Intergenerational Welfare Reform Commission Report and Activities in the Past 12 Months

In addition to the new analysis, Part II of the report reviews the state's Intergenerational Poverty Plan Implementation Pilot Program. This program, established by the Utah Legislature, provided funding to seven Utah counties that each established county plans to reduce intergenerational poverty. At time of publication, the counties have been implementing their plans for seven months.

The data analysis concludes with Part III, which includes the results of performance measures across the four areas of child well-being for individuals experiencing intergenerational poverty in 2018. Although the analysis is similar to that of previous annual reports, a modification has been made in the methodology for identifying individuals

experiencing intergenerational poverty to ensure that the definition more accurately reflects those individuals truly living in poverty.

Since 2012, the individuals identified as experiencing intergenerational poverty included individuals participating in four public assistance programs, including cash assistance, child care subsidies, Medicaid or the Children's Health Insurance Program (CHIP) or the Supplemental Nutritional Assistance Program (SNAP). Recognizing that receipt of child care assistance is primarily a work support program afforded to low-income working adults to offset the costs of child care and income eligibility is higher than the federal poverty measure, participation in this public assistance program was removed in the 2018 analysis as an element of intergenerational poverty. Similarly, children

receiving health insurance coverage through CHIP was also removed given the high income threshold for eligibility in this program. Although it was determined that participation in neither program was a sufficient proxy for poverty and therefore participation did not result in an individual being identified as experiencing intergenerational poverty, the research continues to evaluate rates of participation in both programs among the intergenerational poverty population. Due to these changes in the criteria that places an individual in intergenerational poverty, the indicators evaluated in 2018 are not compared to the same indicators reported in previous years.

The previous seven annual reports are available to provide additional context and research for each of the areas of child well-being.²



This year's report includes four distinct parts that together, reflect the scope and breadth of this data-driven initiative, including use of research, multi-stakeholder collaboration, county-level initiatives and state-led efforts.

EXECUTIVE SUMMARY

Utah continues to be recognized as a national leader in promoting the well-being of its children. In its 2019 KIDS COUNT Databook, the Annie E. Casey Foundation ranked the well-being of Utah's children seventh in the nation.³ This ranking represents significant progress for Utah's children since 2014 when the state was ranked 11th nationwide. As the overall well-being for Utah's children improves, so have indicators of well-being for Utah children experiencing intergenerational poverty.

This report demonstrates that since 2012, when the Intergenerational Poverty Initiative began there have been several gains:

- Intergenerational poverty decreased among those first identified as experiencing intergenerational poverty;
- More students experiencing intergenerational poverty are graduating from high school;
- Adults first identified as experiencing intergenerational poverty in 2012 are experiencing higher rates of year round employment and increasing wages; and
- Counties with high rates of children experiencing intergenerational poverty are leveraging innovation and resources to improve outcomes through plans designed to reduce intergenerational poverty.

Although these gains are leading to pathways to opportunity for Utah children growing up in intergenerational poverty, many challenges remain, including those critical to meeting the primary goal of

the Welfare Reform Commission to *measurably reduce the number of Utah families in the cycle of poverty:*

- Academic achievement gaps reveal themselves in kindergarten and continue through high school among students experiencing intergenerational poverty, possibly influencing low rates of enrollment and completion in post-secondary education and training programs;
- Adults experiencing intergenerational poverty lack sufficient education to become full participants in the labor force;
- Adults remaining in intergenerational poverty are unable to maintain consistent employment thereby limiting their ability to earn sufficient wages to meet the basic needs of their children;
- Families experience higher rates of exposure to the child welfare system, juvenile justice system and have greater health care needs; and
- Many families experiencing intergenerational poverty are not having their health care needs met, including dental and behavioral needs.

With seven years of data, across multiple governmental systems, Utah is able to see measurable progress and remaining challenges for children experiencing intergenerational poverty. The data contained in this report allows the Commission to focus on areas of greatest need while continuing to evaluate progress towards the goals contained within its five- and 10-year plan, *Utah's Plan for a Stronger Future*.

As the overall well-being for Utah's children improves, so have indicators of well-being for Utah children experiencing intergenerational poverty.



AREAS OF CHILD WELL-BEING LEADING TO SUCCESS IN ADULTHOOD



EDUCATION

- **5-Year Goal:** Align systems assisting w/educational outcomes to ensure efforts are focused in schools disproportionately impacted by intergenerational poverty. These systems include all levels of government, local schools, communities, businesses and non-profits.
- **10-Year Goal:** Children at risk of remaining in poverty as they become adults graduate from high school at a rate equal to the statewide rate.



FAMILY ECONOMIC STABILITY

- **5-Year Goal:** Children at risk of remaining in poverty are living in stable families, able to meet their basic needs.
- **10-Year Goal:** Children at risk of remaining in poverty are living in families that are self-sufficient/reliant.



HEALTH

- **5-Year Goal:** Children experiencing intergenerational poverty have access to quality physical health, mental health and dental care, regardless of where their family resides in Utah.
- **10-Year Goal:** Children experiencing intergenerational poverty are receiving physical, mental and dental care at the same rates as the statewide rates in each of those areas, regardless of where their family resides in Utah.



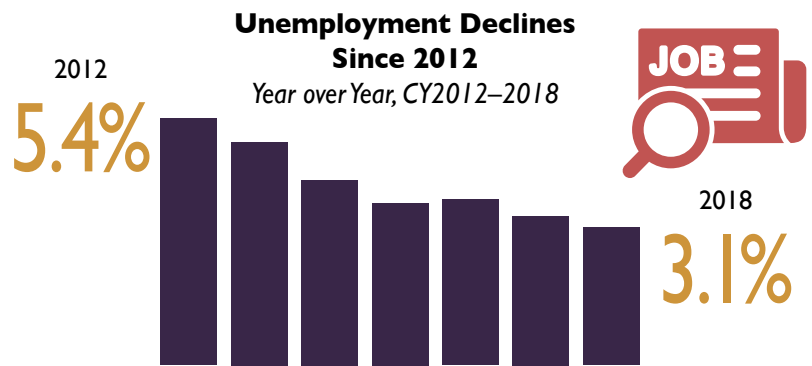
EARLY CHILDHOOD DEVELOPMENT

- **5-Year Goal:** Align all systems involved in early childhood development to ensure Utah has the capacity to prepare children at risk of remaining in poverty for kindergarten.
- **10-Year Goal:** Children at risk of remaining in poverty, as they become adults are emotionally, cognitively and developmentally prepared for kindergarten.

INTRODUCTION

In 2012 when the Intergenerational Poverty Initiative began, Utah's economy was significantly different than in 2018, the year evaluated in this report. At that time, Utah was emerging from the Great Recession; unemployment was 5.4 percent; and the job growth rate was 3.3.

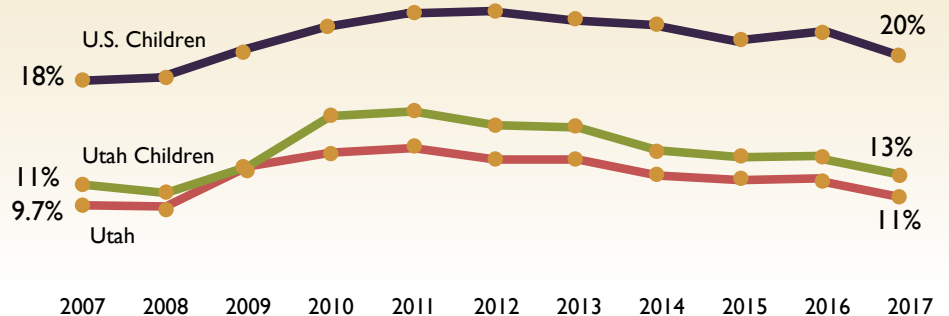
Utah's economic picture has significantly changed in the years between 2012 and 2018.



The improvement in the economy between 2012 and 2018 generated a significant decrease in the state's poverty rate. In fact, Utah is recognized nationally as making dramatic progress in reducing its child poverty rate, which is lower than the national child poverty rate.



Utah Poverty Continues to Decline
Federal Poverty, 2007–2017



The economic growth that took place between 2012 and 2018 reduced unemployment and poverty rates in Utah and also appear to have contributed to the gains made by the individuals first identified as experiencing intergenerational poverty in 2012. Among those individuals, there has been a decrease in the number of individuals experiencing intergenerational poverty.

The decrease in poverty and continuing economic growth provides much to celebrate. However, the resources needed to provide for a family and meet their basic needs grew between 2012 and 2018 and remains significantly greater than the amount identified by the federal poverty guidelines.



2018 Federal Poverty Guidelines

Persons in family/ household	2018 Federal Poverty Guideline
1	\$12,140
2	\$16,460
3	\$20,780
4	\$25,100
5	\$29,420
6	\$33,740
7	\$38,060
8	\$42,380

In 2018, the federal poverty guideline amount for a family of three, the average size intergenerational poverty family, was \$20,780. This amount is insufficient to meet the basic needs of a family this size, which is \$61,360.⁴ The gap between these amounts, approximately \$41,000, is partially closed through receipt of public assistance, but even those resources decreases the gap by only \$19,500 per year.⁵ The ability to obtain employment that offers a wage to make up the remaining \$21,500 is a challenge for families within the intergenerational poverty population.

The federal poverty guideline amount for a family of three, the average size intergenerational poverty family, was \$20,780.

2018 Use of Public Assistance for IGP Families



\$3,984

Supplemental Nutrition Assistance Program (SNAP)

\$4,787

Financial Assistance



2018 Use of Work Support Program for IGP Families

\$10,678

Child Care Subsidies to Support Employment



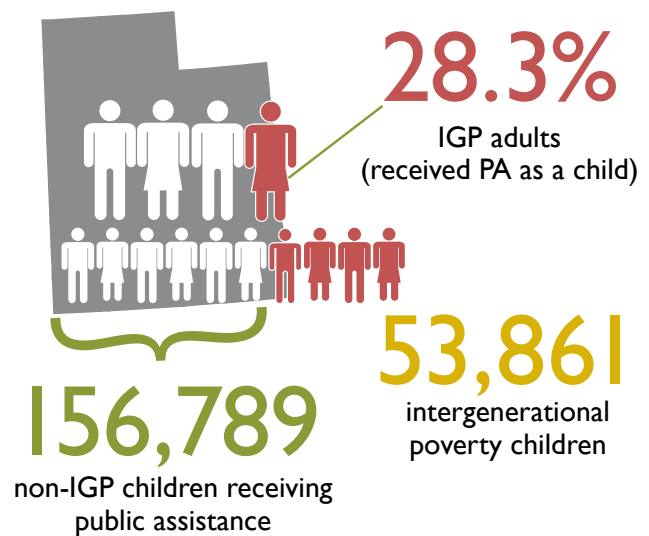


The income gap and other factors analyzed throughout this report are limiting families' ability to emerge from a multi-generational cycle of poverty. In 2018, there were 39,487 Utah adults living in this cycle.

Among Utah children between the ages of 0-17 years old, six percent met the definition of intergenerational poverty in 2018. When including children receiving public assistance services for at least 12 months but whose parents did not receive public assistance for at least 12 months as children that rate increases to 23 percent of Utah's child population. Both categories of children, when combined, are considered at risk of remaining in poverty as adults given that a child growing up in poverty is more likely to remain poor in early and middle adulthood than children who were never poor.⁶

Building on the progress made since the start of the Intergenerational Poverty Initiative and the ongoing desire to meet its goals, members of the Intergenerational Welfare Reform Commission have sufficient data available to conduct richer analysis of the children and their parents in the seven years since the initiative began.

Utah Adults Receiving Public Assistance (PA)





A statewide approach to addressing the needs of families experiencing intergenerational poverty is crucial.

PART I: REFLECTION ON SEVEN YEARS OF UTAH'S INTERGENERATIONAL POVERTY INITIATIVE

Although it is clear that Utah's economic growth has generated an increase in overall prosperity for Utah families over the last six years, it remains unclear whether children experiencing intergenerational poverty are living in families also benefiting from the shifting economic tide that began at the time the Intergenerational Poverty Mitigation Act was adopted in 2012. To determine if the positive changes were also experienced by families in intergenerational poverty, for the first time since Utah's Intergenerational Poverty Initiative launched in 2012, agencies participating in the effort to reduce intergenerational poverty completed detailed analyses to evaluate progress among families over the last six years in specific areas.⁷ Appendix B.I.—Commission Agency Studies.

Research Methodology

The agency studies include an analysis of the 2012 group of individuals, children and adults, identified as

experiencing intergenerational poverty compared to a reference group of adults receiving public assistance but who did not meet the definition of intergenerational poverty.⁸

In 2012, applying the original definition of intergenerational poverty, 30,503 adults and 44,261 children were identified as experiencing intergenerational poverty, with women representing two-thirds of the cohort. Perhaps unsurprising given Utah's overall demographics, this group was primarily white and non-Hispanic.

Three of Utah's most populous counties have the highest percentage of children experiencing poverty — Salt Lake, Weber, and Utah — while San Juan County had the highest rate of adults experiencing IGP with nearly 13 percent of the county population in 2017. A statewide approach to addressing the needs of families experiencing intergenerational poverty is crucial because local communities can customize the services needed in their area and promote job attainment in high demand careers in that area. Utah's county-level grant projects are beginning to address those local needs.



IGP ADULT

A 21-41 year-old who utilized public assistance for 12+ months as an adult **AND** 12+ months as a child.



REFERENCE ADULT

A 21-41 year-old who utilized public assistance for less than 12 months as an adult **OR** who utilized public assistance for 12+ months as an adult but less than 12 months as a child.



IGP CHILD

A child 18 years of age or younger having received at least one month of public assistance with an IGP Adult parent or adult caregiver.

Results

Between 2012 and 2017, the group of adults experiencing intergenerational poverty decreased by 24 percent. The decrease was even greater among children experiencing intergenerational poverty. Among that group there was a 42 percent decrease of children experiencing intergenerational poverty first identified in 2012.

Fortunately, the additional research reveals that families identified in the intergenerational poverty cohort in 2012, have in fact benefited from the economy. There has been an increase in both employment and wages, as some families have exited the cycle of poverty. Despite these positive gains, the additional research demonstrates that there are foundational challenges remaining for children experiencing intergenerational poverty. These challenges include increased exposure to toxic stress and trauma beginning in early childhood. This increased exposure is reflected by high rates of abuse and neglect in the child population. Although it is unclear that this exposure of trauma and toxic stress is leading to risky behaviors such as drug use and teen pregnancy, research demonstrates that children experiencing intergenerational poverty have higher levels of engagement in the juvenile justice system and higher rates of health challenges.

In addition to the role that trauma and toxic stress play in keeping individuals in poverty, the other significant foundational challenges identified in the research are ongoing struggles with educational outcomes and low levels of educational attainment. Given the role of education in providing a springboard to financial stability, these challenges need to be addressed for Utah to reduce its rate of families experiencing intergenerational poverty.

Employment and Wages

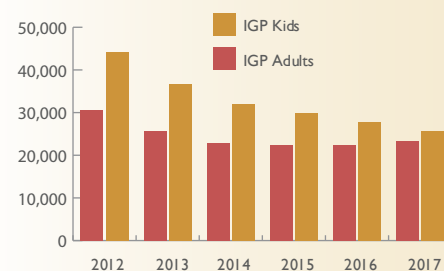
The Intergenerational Welfare Reform Commission's Five- and 10-year Plan reflects the importance of employment and wages in measuring progress toward the Commission's goal of ensuring families are self-reliant and able to meet the basic needs of their children. Given the importance of understanding the impact of positive economic trends on children in poverty, the Utah Department of Workforce Services (Workforce Services) evaluated the levels of employment and wages over time for the 2012 cohort of adults experiencing intergenerational poverty.

In a positive trend, between 2012 and 2017, both employment and wages increased among adults first identified in the intergenerational poverty cohort. The number of adults experiencing intergenerational poverty from the 2012 cohort who earned wages year-round increased from 34 percent to 43 percent between 2012 and 2018.

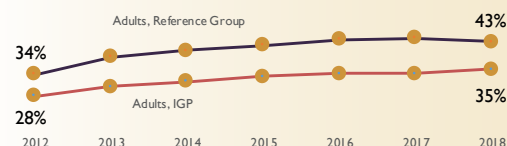


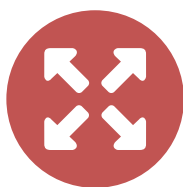
Intergenerational Poverty Declines Since 2012

2012 Cohort, CY2012–CY2017

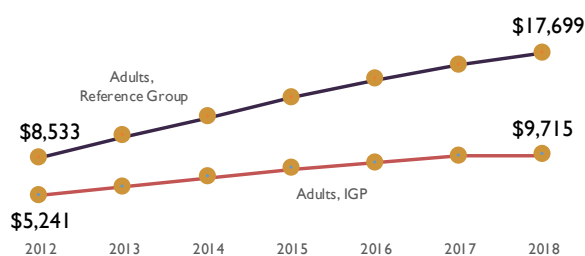


Year-Round Employment Increased Adults, IGP and Reference Group, 2012–2018





Wage Growth During Economic Expansion Adults, IGP and Reference Group, 2012–2018



The increase in year-round employment did correspond to an increase in annual wages. Despite these positive trends, which correlate with economic growth, the wage gains were modest. Although adults identified as intergenerational poverty in 2012 experienced a wage increase of 85 percent between 2012 and 2018, the average annual income for these adults was \$9,715 in 2018, while those in the reference group earned an average of \$17,699.

Despite the positive trend, the wage increases amount to an insignificant change given the increasing cost of living in Utah over the past several years. Families earning slightly less than \$10,000 per year will still struggle to meet the needs of their children. As a result, additional efforts to advance opportunities in jobs that provide a livable, meaningful wage allowing adults to support themselves and their families should be considered.

Adult Educational Attainment Outcomes



Although there has been positive growth in year-round employment and wages since 2012, a factor limiting growth in both areas may be the levels of educational attainment among adults in the cycle of poverty. As a result of the economy changing and employers increasingly seeking employees with preferably some post-secondary education or training, analysis of the engagement of adults experiencing intergenerational

poverty with Utah's post-secondary system occurs annually.

Since the start of the Intergenerational Poverty Initiative, the adult population remaining in intergenerational poverty largely lacks education beyond high school. Generally, between 67 percent and 71 percent of the adults within the intergenerational poverty population lack an education beyond high school.⁹ As is discussed later in this report, this may be due to the improving economy pulling in those with higher levels of educational attainment into the labor force and leaving those lacking that level of education to continue to struggle to meet the needs of their families through limited attachment to the labor force and low wages.

In evaluating post-secondary education and training and its relationship with the likelihood of remaining in the cycle of poverty, the Utah System of Higher Education (USHE) and Workforce Services compared the outcomes of individuals identified as intergenerational poverty in 2012 to their intergenerational poverty status in 2018.¹⁰ The differences in those outcomes between those in the intergenerational poverty group and those in the reference group are significant, although the research does validate that the likelihood of being identified as intergenerational poverty in 2018 decreases with increasing levels of educational attainment.

Increasingly, workforce development has been focused on aligning the skills and education of potential employees with the needs of employers. In other words, ensuring that adults are receiving training and education in areas for which there is high demand allows individuals to obtain employment because the employer need aligns with the skills of the candidate. When people obtain training or education in areas in which there is limited demand, these individuals are at greater risk for unemployment or underemployment. The following provides an overview of the degree types obtained by both the adults experiencing intergenerational poverty and the adults from the reference group.

	Top 3 USHE Earned Degree Types	Top 3 UTEC Earned Degree Types
IGP ADULTS 	<ol style="list-style-type: none"> 1. Liberal Arts and Sciences 2. General studies and humanities, health professions and related support 3. Business, management, marketing and related support 	<ol style="list-style-type: none"> 1. Health professions and related support 2. Business management, marketing and related support 3. Personal and culinary services
REFERENCE ADULTS 	<ol style="list-style-type: none"> 1. Health professions and related support 2. Liberal arts and sciences, general studies and humanities 3. Business, management, marketing and related support 	<ol style="list-style-type: none"> 1. Health professions and related support 2. Personal and culinary services 3. Precision production



There is a positive relationship between increased post-secondary education and exiting intergenerational poverty.

In addition to the degree types earned among the adults experiencing intergenerational poverty, additional findings from the post-secondary education analysis include the following:

- Adults experiencing intergenerational poverty are less likely to enroll in post-secondary education compared to the reference group.
- Adults identified as intergenerational poverty in 2013 and enrolled at a post-secondary institution were 7.2 percent less likely to be included in the group of individuals identified as intergenerational poverty in 2018.
- There is a positive relationship between increased levels of post-secondary educational attainment and exiting intergenerational poverty.
- Women identified as experiencing intergenerational poverty are less likely to benefit from post-secondary educational participation than men in terms of likelihood of continuing in the cycle of poverty.
- Obtaining a post-secondary certificate did not reduce the probability of experiencing intergenerational poverty.



It is important that adults experiencing intergenerational poverty have the opportunity to obtain post-secondary education or training.

It is clear that the national research demonstrating the positive relationship between higher levels of educational attainment and economic stability are reflected in Utah. Given this relationship, it is important that adults experiencing intergenerational poverty have the opportunity to first obtain their high school diploma and then be supported in successfully obtaining post-secondary education or training. The partnership between

Workforce Services and USHE presents an opportunity to develop recruitment strategies for these adult learners and ensure that individuals working with the adults experiencing intergenerational poverty utilize resources and information available to encourage participation in these educational pathways to economic stability.



EDUCATION

The ability for an adult to achieve higher levels of education are partially dependent on educational outcomes during elementary and secondary school. The data in education reveals that although the graduation rate among youth experiencing intergenerational poverty is improving, concerns remain regarding academic proficiency rates among these students. Since 2014, when the Intergenerational Welfare Reform Commission first evaluated the academic indicators for students, these students struggled to demonstrate proficiency in all benchmarks relative to both their peers utilizing public assistance and all students statewide.¹¹

In Utah, programs that are effective in closing achievement gaps for students at risk of academic failure have received expanded investments by the Utah Legislature. One of the programs that is effective in Utah, as well as nationally, is expanding the school day for kindergarten students. Strikingly, 40 percent of Utah kids are starting kindergarten at-risk for academic failure. As a result, there continues to be significant expansion of Utah's optional extended day kindergarten (OEDK) program. See Appendix C.1.— Schools with 10 Percent or More IGP.

Although kindergarten is not mandatory for Utah students, an overwhelming majority of kindergarten-age

students participate. Among those students, an increasing number of Utah families are utilizing OEK. However, despite the increasing participation rates in OEK statewide, only 24 percent of Utah students compared to 80 percent of students nationally participate in full-day kindergarten.

Utah’s OEK program is demonstrating that it is effective in improving the numeracy and literacy proficiency rates among students. An impressive 70 percent of kindergartners at risk of academic failure showed improvements in numeracy and literacy. An additional quarter of students participating in Utah’s OEK program maintained their performance.¹²

Given the positive growth occurring among students participating in OEK, the Utah State Board of Education (USBE) evaluated the program’s effectiveness specifically among students experiencing intergenerational poverty enrolled in OEK in 2012. It evaluated whether the gains occurring during the kindergarten year continued in subsequent years among these students. Unfortunately, the outcomes reveal that among the 2012 participants in OEK, gains were not sustained by third grade. In fact, among 2012 students who participated in OEK, third grade literacy proficiency rates were lower than students experiencing intergenerational poverty who attended half-day kindergarten.¹³

Since 2012, USBE and local education agencies (LEA) throughout the state have focused on improving the quality of instruction in OEK programs. It is likely these improvements are responsible for generating the positive outcomes for students at risk of academic failure. As a result, USBE will evaluate whether those improvements are leading to the sustainability of the gains made in OEK. It will evaluate additional groups of children who participated in OEK and also experience intergenerational poverty in later years to determine whether third grade proficiency rates improved with participation in OEK.

Utah is committed to ensuring that all children are prepared for school and have equal opportunity to succeed. The Utah Education Roadmap recognizes the importance of early childhood learning in improving academic outcomes and recommends expansion of OEK as a means to achieve that goal.¹⁴

Toxic Stress and Trauma

In addition to the foundational challenges reflected in educational outcomes, the experiences of children identified as intergenerational poverty often include exposure to trauma and toxic stress. Similarly, the parents of these children reported high rates of exposure to adverse childhood experiences. These experiences have an

At-Risk Students with Extended Day Perform Better

Literacy Performance from Entry to Exit



70%

of students enrolled in extended day moved up



27%

of students enrolled in extended day maintained



2%

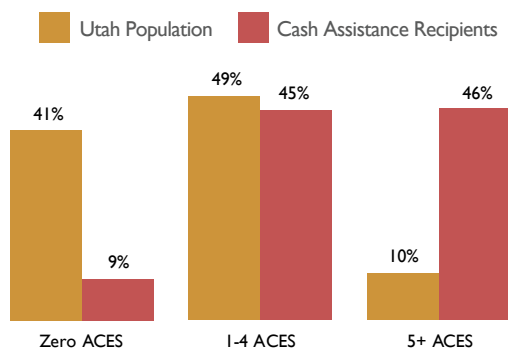
of students enrolled in extended day moved down

52% of students not receiving intervention moved up

42% of students not receiving intervention maintained

7% of students not receiving intervention moved down

Greater ACES Among Cash Assistance Recipients Sample participants in FEP



impact on brain development in young children, increase risky behaviors among youth, and jeopardize long-term health outcomes in adulthood.¹⁵ These adverse childhood experiences (ACES) often have long-term health impacts and increase the need for behavioral health services.¹⁶ The Department of Human Services analyzed both involvement with its Division of Child and Family Services (DCFS) and Division of Juvenile Justice Services (JJS) to evaluate exposure to trauma and increased rates of risky behavior among youth.

One indicator that children experiencing intergenerational poverty are exposed to trauma is the high rate of abuse and neglect among these children. These rates are reflected in the child population but also among their parents as children.¹⁷ These high rates led the Department of Human Services (DHS), Division of Child and Family Services (DCFS) to further analyze the rates among the individuals experiencing intergenerational poverty in 2012 and compare that to the individuals in the reference group. In addition to understanding the data, DCFS attempted to determine whether the higher incidence of abuse and neglect were simply due to the increased receipt of public services among the intergenerational poverty population. The ability to answer this question is important to understand whether the higher rates of abuse and neglect are due to unique experiences of this population; whether simply being in poverty is driving these high rates of neglect; or whether

these incidences are simply more readily identified among this population of Utahns.

First, DCFS concluded that the increased rates of involvement with the child welfare system are not due to greater involvement of public services but rather that involvement leads to higher reports of abuse and neglect to DCFS. The additional findings by DCFS include the following:

- Among families experiencing intergenerational poverty identified in 2012, there were elevated numbers of contact with the child welfare system.¹⁸
- Children experiencing intergenerational poverty were more likely to experience neglect rather than abuse and at a much higher rate than all children in Utah.
- Adults and children experiencing intergenerational poverty were found more likely to interact with DCFS as perpetrators or victims, respectively.

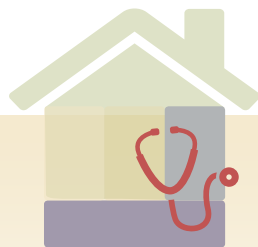
In addition to greater rates of exposure to child neglect, youth experiencing intergenerational poverty engage in greater rates of risky behavior, as evidenced by the involvement in Utah's juvenile justice system. In previous reports, it was revealed that youth in intergenerational poverty had greater involvement with the juvenile justice system but the level of involvement relative to the overall population was unclear. As a result, JJS in partnership

with the Utah Juvenile Courts, conducted further analysis of youth who turned 12 years old between July 1, 2011 and June 30, 2012, also identified as intergenerational poverty in 2012 and engaged in the juvenile justice system. The analysis revealed the following:¹⁹

- Youth experiencing intergenerational poverty were more likely than other Utah youth of the same age to have contact with Utah's juvenile justice system; half of the youth identified as intergenerational poverty in 2012 had contact with Utah's juvenile justice system.
- Among youth in the juvenile justice system, youth identified as intergenerational poverty were charged with more serious offenses and demonstrated a higher risk to reoffend than other youth involved in the system.
- Youth experiencing intergenerational poverty connected to the juvenile justice system were more likely to receive a disposition from the juvenile courts to be removed from parental custody or be placed on supervision.

- Youth experiencing intergenerational poverty and involved in the juvenile justice system were more likely to remain in the cycle of poverty in 2018.

These rates of exposure to childhood trauma and stress through increased rates of abuse and neglect, as well as greater involvement in the juvenile justice system, provides an opportunity for increased understanding of the experiences of families in multi-generational poverty that may be contributing to higher rates of child neglect. While further research may shed light on the reasons behind increased contacts with the child welfare system and the juvenile justice system, the results present an immediate opportunity to support families experiencing intergenerational poverty through innovative pathways to mitigate negative experiences and identify the services required to reduce the need for child welfare interventions. The prevention of abuse and neglect is a critical first step to ensuring that children grow up in safe, stable households.



HEALTH

As discussed, increasing rates of trauma and toxic stress leads to long-term negative health outcomes requiring higher use of the public health system. Although the majority of children experiencing intergenerational poverty have access to health care through public health insurance, the health needs of these children and their parents are not being met. As a result, additional research conducted by both the Utah Department of Health (DOH) and the Utah Department of Human Services, Division of Substance Abuse and Mental Health (DSAMH) analyzed physical and behavioral health utilization and challenges.

The following provides an overview of the findings from both studies:



Increasing rates of trauma and toxic stress leads to long-term negative health outcomes requiring higher use of the public health system.

- Adults identified within the intergenerational poverty population in 2012 had higher average risk scores, indicating greater expected health expenditures and may necessitate more frequent medical visits.²⁰
- Expenditures on health care services are different for those experiencing intergenerational poverty based on gender with women having higher monthly health expenditures than men.



- Although 9.9 percent of the individuals experiencing intergenerational poverty received behavioral health treatment through local authorities in 2012, only 1.4 percent received treatment for substance use disorders. Substance use treatment completion rates were similar for those experiencing intergenerational poverty and the broader population receiving treatment through DSAMH.
- Adults identified as intergenerational poverty on Medicaid appear to use the behavioral health system for similar services and for the same length of time as the overall, low-income Medicaid population.²¹

Adults need reliable, affordable access to physical and behavioral health care to maintain healthy lives in which they can work and care for their children. The overall trends reported by health agencies show that adults experiencing intergenerational poverty may have similar health patterns as the general Medicaid population but there are some key indicators that highlight the need for further analysis and targeted services.

Together, the agency findings add significant depth to Utah's understanding of the experiences of families in intergenerational poverty, while also providing a complicated story. Although this report is focused on those living in circumstances of intergenerational poverty there are similarities to the overall population

of individuals living in poverty. There are several areas where the lives of families in intergenerational poverty have improved over the last six years, and some areas where there is significant room for improvement. While some families have transitioned out of this cycle of poverty through increased earnings and attachment to the workforce, not enough were able to do so during a period of robust economic growth. That is an issue worthy of further review and could inform research questions and policy for the future.

The agency findings also leave many gaps and provide opportunities for future research to include additional longitudinal analyses to better understand the 2012 intergenerational poverty cohort and to include more recent cohorts as well. Research should include an expansion of this year's analyses, a review of outcomes for later cohorts, and additional indicators of well-being. Additionally, disaggregating the data further by geography provides an opportunity to understand any locally-established policy and programmatic innovations that may be working well and could be adopted in other areas, as well as reveal gaps in services and resource deserts where agencies may need to devote additional attention to better serve families. The next part of this report attempts to provide this opportunity by evaluating progress made by counties that are implementing plans to reduce intergenerational poverty.

PART II: LEADING AT THE LOCAL LEVEL

The Intergenerational Poverty Initiative leverages resources and data not only from state governmental systems but also county and local governments. Utah recognizes that its ability to meet the goal of measurably reducing the incidence of intergenerational poverty requires the involvement of local communities. As a result, in 2018, the Utah Legislature established the Intergenerational Poverty Plan Implementation Pilot Program (Pilot Program).²² The Pilot Program appropriated funding to reduce intergenerational poverty through the implementation of plans developed by several Utah counties. The funding, appropriated in 2018 and 2019, was distributed through two grants administered by Workforce Services.²³

These grants require the following:

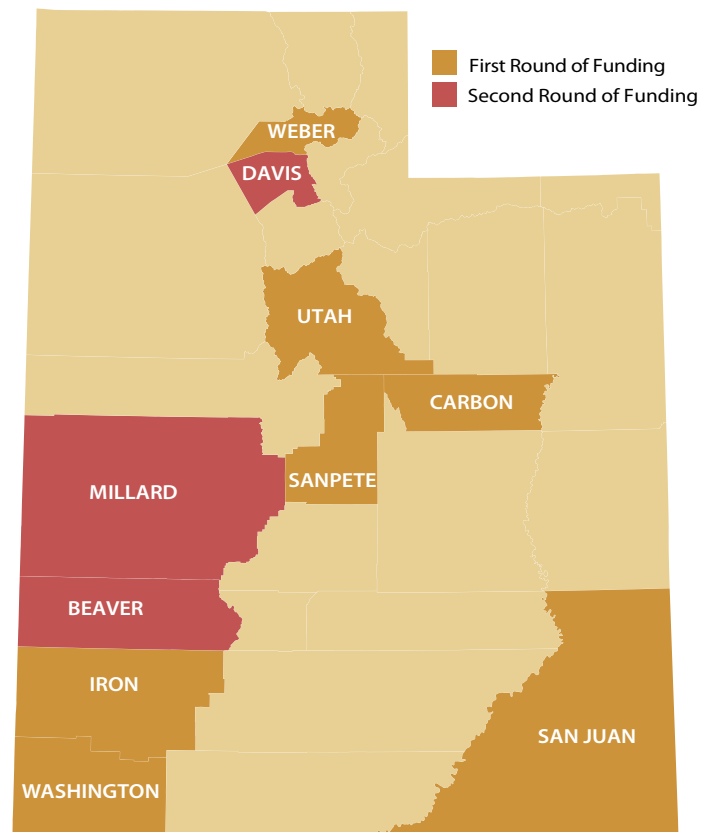
- Assistance to allow counties to implement their plans to reduce the number of families in their counties experiencing intergenerational poverty.



The Pilot Program appropriated funding to reduce intergenerational poverty through the implementation of plans developed by several Utah counties.

- Bring together cross-agency representatives, as well as cross-system representatives, to implement the plan, thereby minimizing silos of service delivery and developing a coordinated system within the community to address the needs of families.
- Leverage the efforts of the community to ensure progress toward the Intergenerational Welfare Reform Commission goals without duplication of services.
- Utilize data to measure progress toward improving outcomes for children experiencing intergenerational poverty.

In the first year of implementation, eight counties received funding and an additional three counties received funding in July 2019 after the Legislature provided a second appropriation to the Pilot Program. One county, Kane, withdrew from the pilot program before it began implementing its plan.



Budget and Expenditures

In total, the Utah Legislature appropriated \$1,408,870 to the Pilot Program.²⁴ As allowed by law, Workforce Services awarded grants based on the size of the county, with smaller class counties receiving \$75,000 and larger class counties receiving \$150,000. This distribution allowed Workforce Services to award funds to a greater number of counties, although it also caused several counties’ budgets to be reduced from their original requested amounts.

In the first grant, the total budget for these agreements was \$825,000, the entire amount of which was accounted for in the county budgets. The grants were scheduled to begin on September 1, 2018 and expire by September 30, 2019 but due to unexpected delays in executing the agreements, each were extended through December 31, 2019 with one exception—San Juan County elected not to extend the contract term.

By June 30, 2019, the counties expended \$355,710 of the contracted amount. Given the extension, each county expects to expend the balance by the end of the contract term.

Pilot Programs are required to report the number of people served at the county level, as summarized in the table below. It is important to note that counties typically report on the number of families served and do not specify the number of children within those families (see table below).

Outcomes for Children

Through these investments, the counties that are coordinating systems to reduce intergenerational poverty have already made short-term gains for families living in their communities.



Pilot Programs
Number of Families Served*

	Young Children (under 6)	School Age Children	Adults	Families
Carbon		11	77	31
Iron		30		
Utah		53	22	49
Sanpete	37			28
San Juan				60
Washington			178	
Weber				41
TOTALS	37	94	277	209

*Where there is no number, information was not reported.

Iron County Addresses Behavioral Health Challenges to Improve Student Outcomes

One of the challenges identified by Iron County was the impact unaddressed behavioral health needs has on academic outcomes for middle school students experiencing intergenerational poverty. This challenge is consistent with the data and research regarding the impacts of trauma and toxic stress on children living in poverty.

In an effort to mitigate the impact behavioral health has on its students, Iron County used Pilot Program funding to hire a social worker to serve children in poverty. In addition to providing services through a social worker, the Pilot Program also provided the school with consultation establishing a trauma-informed school environment. This led the school to establish a safe and quiet space for students to visit when their behavior escalates and causes disruptions in the classroom.

As a result of these interventions, the academic outcomes improved for a student who suffers from severe anxiety and stress. These conditions impacted the student's behavior in the classroom which often led to lengthy visits to the principal to allow time for the student to calm down, which in turn led to missing valuable classroom instruction. Unfortunately, the student's inability to manage his behavior in school impacted his grades and he was failing all of his classes. The social worker began working with the student to support him in managing his behavior.

The social worker taught the student a healthier approach to addressing his stress and anxiety by utilizing the safe space to calm himself down. As a result of these two coordinated interventions, the student became more engaged in school, re-connected with peers and increased his grades from "F" grades to primarily "C" and "B" grades.

Sanpete County Early Childhood Liaison Ensures Provides Stability for Family

Sanpete County identified young children experiencing intergenerational poverty as the target population of its plan to reduce intergenerational poverty among its

In an effort to mitigate the impact behavioral health has on its students, Iron County hired a social worker to serve children in poverty.



children. Its plan focuses on preparing young children for kindergarten through participation in high-quality preschool services and supporting the needs of families through access to an early childhood liaison. Through this work, Sanpete County increased its preschool enrollment of children identified as intergenerational poverty from one student to 37 students.

Sanpete understands that it is not enough to simply enroll children in preschool. It is also necessary to ensure that the children participating in the preschool program return to homes in which the parents are able to support their healthy development. For one Sanpete County family, a single father raising two preschool-age children, the involvement of the children's non-custodial mother was jeopardizing their development. Through multiple house visits, Sanpete County's early childhood liaison was

able to identify the negative impact on the children each time they returned from a visit with their mother. These visits were not only impacting the children but the entire family.

Through the consent of the family, the liaison coordinated counseling services for them with Central Utah Counseling Center. As a result of this coordinated effort, the children are now in a safe and stable environment and both children are participating in full-day preschool through the Head Start program.

Weber County Coordinates Services to Increase Family Economic Stability

Although most counties developed plans to reduce intergenerational poverty focusing on one of the goals established by the Intergenerational Welfare Reform Commission, Weber County established goals in all areas of child well-being. The high rates of poverty throughout the county, especially within the city of Ogden, convinced the Weber County Commission that it needed to serve families experiencing intergenerational poverty with a comprehensive, family-focused approach.

Wendy, a single mother of four who had been a victim of domestic violence, began participating in Weber County's Integrated Community Action Now (ICAN) Pilot Program when Weber County received its Intergenerational Poverty Plan Implementation Pilot Program grant in early 2019. At that time, Wendy did not have secure employment, lacked consistent transportation and did not have her own home.

Through ICAN, Wendy was assigned a resource integration coach to receive job skills training and coaching on stabilizing her family. Eventually, the coach helped Wendy apply for employment with the Ogden office of the Internal Revenue Service (IRS). When Wendy did not receive an interview, her coach contacted the IRS to obtain more information regarding their rejection of Wendy's application. Through the involvement of the coach, it was discovered that the IRS lost Wendy's application; she was interviewed and eventually hired. Wendy's employment has led to increased financial security for her and her family. This has allowed her to meet the basic needs of her children, including a safe place to live and a new car to provide reliable transportation to and from work and school.²⁵

Mentoring Builds Hope in Utah County

In many counties, the plans included the establishment of mentoring programs to improve family outcomes. In Utah, Carbon, Davis and Washington counties, the Circles mentoring program is being utilized to increase family self-reliance and economic stability.

Circles connects participants whose incomes fall below 150 percent of the federal poverty line with local volunteers to develop a strategy to get out of poverty. Success is defined as a family reaching income equal to at least 200 percent of the federal poverty line. Individuals with alcohol or drug addiction, criminal history, or mental health issues need to be in recovery six months before starting the program.



In many counties, the plans included the establishment of mentoring programs to improve family outcomes.

Utah County commissioned an evaluation of its Circles program. In partnership with researchers at Brigham Young University, Utah County studied whether participation in Circles improves participants' outlook on life within six months, predicting that a family is more likely to be successful when they have a positive outlook.²⁶

According to participants in the Circles program, they had a significantly more positive outlook on life than the comparison group, which did not participate in Circles. Although it is too early to evaluate whether monthly incomes are improving due to participation in Circles, the

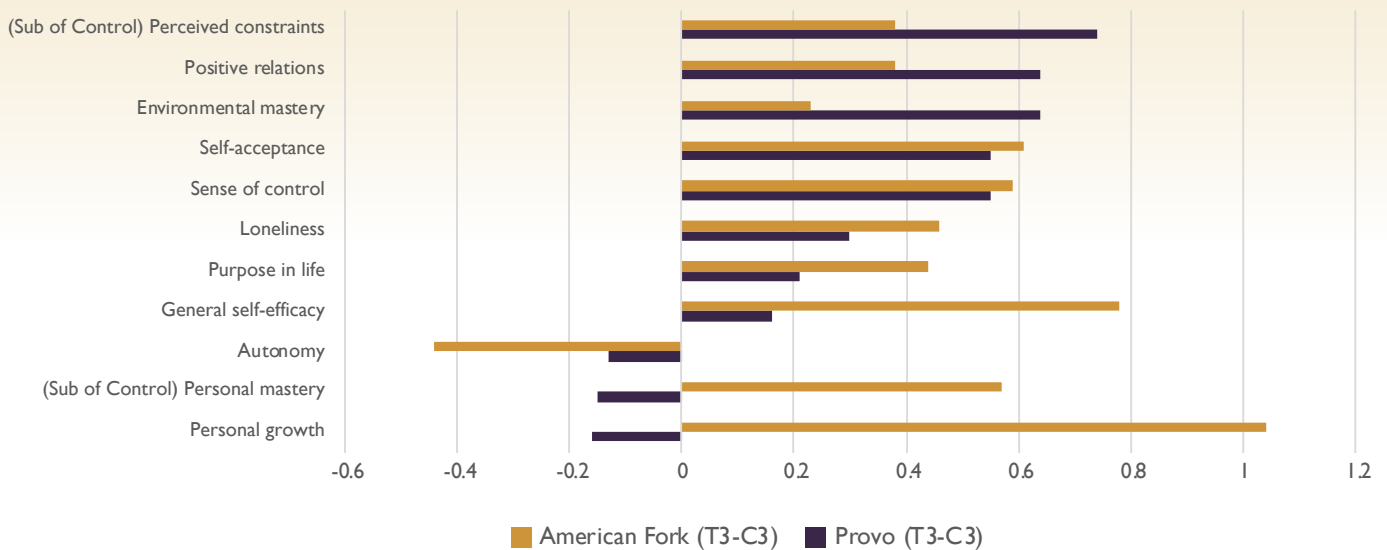
program is making a difference with regard to shaping a person's outlook on life, a critical first step toward long-term change for program participants.

The stories of lives changing as a result of the investment made by the Utah Legislature in innovative strategies being implemented by Utah counties are just a sample of the short-term outcomes being achieved throughout the state among the seven counties that received funding in early 2019.

Participants in the Circles program had a significantly more positive outlook on life than the comparison group.



Does the Circles Program Improve Participant's Outlook on Life After One Year?



The success of the county efforts, as described above, is measured in relation to the Commission’s five- and 10-year goals. The following identifies each of the five- and 10-year goals identified by the Commission and indicates which counties are focusing on each of these eight goals:

		Beaver	Carbon	Davis	Iron	Millard	San Juan	Sanpete	Utah	Washington	Weber
Early Childhood Development	5-Year: Align all systems involved in early childhood development to ensure Utah has the capacity to prepare children at risk of remaining in poverty for kindergarten.							✓	✓		✓
	10-Year: Children at risk of remaining in poverty as they become adults are emotionally, cognitively and developmentally prepared for kindergarten.							✓	✓		✓
Education	5-Year: Align systems assisting with educational outcomes to ensure efforts are focused in schools disproportionately impacted by intergenerational poverty. These systems include all levels of government, local schools, communities, business and nonprofits.	✓	✓	✓	✓	✓	✓		✓		✓
	10-Year: Children at risk of remaining in poverty as they become adults graduate from high school at the rate equal to the statewide rate.	✓		✓	✓	✓	✓		✓		✓
Family Economic Stability	5-Year: Children at risk of remaining in poverty are living in stable families, able to meet their basic needs (i.e. food, housing, health, safety and transportation).		✓	✓			✓			✓	✓
	10-Year: Children at risk of remaining in poverty are living in families that are self-sufficient.		✓	✓			✓			✓	✓
Health	5-Year: Children experiencing intergenerational poverty have access to quality physical health, mental health and dental care, regardless of where their family resides in Utah.	✓				✓					✓
	10-Year: Children experiencing intergenerational poverty are receiving physical, mental and dental care at the same rates as the statewide	✓				✓					✓

Of course, reducing intergenerational poverty is a long-term effort. It will be difficult to know whether the innovative approaches established by counties are improving outcomes for children such that their likelihood of emerging from poverty will increase during the brief funding period. However, each of the counties participating in the Pilot Program are required to report

quarterly on short-term outcomes through performance measures identified by each county. The table below provides a summary of each of the county's plans, strategies implemented and early outcomes reported as of July 30, 2019.

County	Target Population	Goals	Outcomes
CARBON	Families with children between the ages of 7-17 years old, focusing on 7th grade students	Increase family stability	5 families participating in Circles obtained employment
			56 families completed financial education
			15 families are making progress on plans to increase family protective factors
		Increase student engagement in schools	2 graduating seniors completed FIND with an IT A+ Certificate; 9 juniors continue participation in SY 19
		Increase job skills for students and parents	19 (90%) obtained a certificate in cut and sewing manufacturing and employed by the manufacturer that provided the training
IRON	Children between the ages of 11 and 14 years old	Increase school engagement	GPA for students seeing the social worker decreased from 2.11 to 1.88 from second to third quarter of SY2018
		Students will establish college and career readiness plans	GPA for students participating in the afterschool program increased from 2.1 to 2.24 from the first to third quarter of SY 2018
			Average days a student was absent in a quarter decreased from 8.14 to 6.42 from the first quarter to the third quarter of SY18
			Decrease in behavioral incidence from 7 to 2 from the first quarter to the third quarter of SY2018



County	Target Population	Goals	Outcomes
SAN JUAN	Families experiencing intergenerational poverty	Increase family stability	All families received a behavioral health evaluation and 7 continue to receive behavioral health services 8 had employment; 2/4 families participating in education or training program successfully completed the program.
	Children experiencing intergenerational poverty between the ages of 0 and 8 years old	Increase early literacy among young children experiencing IGP	Increased knowledge regarding early literacy among home visiting participants from 57% to 68%.
SANPETE	Families with children between the ages of 3 and 5 years old	Increase kindergarten readiness of IGP students	
		Ensure families are able to meet the basic needs of their children	
UTAH	Families with children, 0-17 years old, and living in the South Franklin neighborhood of Provo.	Decrease cases of child abuse and neglect	20 families are engaged in activities to increase family stability
		Increase school engagement	53 students were connected with a mentor
			57% of students developed career readiness skills
		Increase social capital through community engagement	
Improve coordination of services for families experiencing IGP			
WASHINGTON	Adults in the Court Supportive Services Justice Reinvestment Initiative who are low-level offenders experiencing IGP and lack an education beyond high school	Increase employment among adults	28 adults, 16%, were referred to higher education or training.
			14% of adults referred to higher education or training graduated from their programs and gained employment
		Increase family stability	

County	Target Population	Goals	Outcomes
WEBER	35 families in Weber County experiencing intergenerational poverty	Increase the health and well being of children experiencing IGP	Decrease in rates of chronic absenteeism from 70% to 52%
			3 percent decrease to 46% of families not in affordable housing
		Decrease the barriers to family economic stability for adults experiencing intergenerational poverty	46% of adults have year round employment, an increase from 28%
			Decrease in homelessness from 18% to 3%

In addition to the short-term outcomes reported by the counties receiving the first round of funding, Workforce Services expects to obtain short-term outcomes from the three counties receiving funding from the second award in 2019 through 2020.





PART III: STATUS OF INDIVIDUALS EXPERIENCING INTERGENERATIONAL POVERTY IN 2018

Baseline Data Update

Children experiencing Intergenerational Poverty	53,861
Rate of Utah Children Experiencing Intergenerational Poverty	6%
Utah Children at risk of remaining in poverty as adults	23%
Adults Experiencing Intergenerational Poverty	39,487
Rate of Adults receiving public assistance, experiencing Intergenerational Poverty	28%
Children Experiencing IGP Living in Single Parent Households	62%
Young Adults Experiencing IGP	5,703

The ability of state agencies to obtain additional understanding of the families experiencing intergenerational poverty and the counties to design plans to reduce intergenerational poverty starts with the Intergenerational Poverty Mitigation Act's requirement that all efforts be data driven and research based. Since 2012, data has been analyzed to evaluate whether Utah's effort to measurably reduce intergenerational poverty among Utah children is ensuring these children Utah have the opportunity to be successful throughout childhood and into adulthood.

Beginning with this year's report, individuals experiencing intergenerational poverty does not include individuals who utilize the Children's Health Insurance Program (CHIP) or Child Care Subsidies.

Although both of these programs continue to be analyzed to evaluate the degree to which families utilize public assistance, receipt of those programs no longer places an individual within the cohort of those experiencing intergenerational poverty.

CHILD WELL-BEING

Through years of analysis, Utah has increased its understanding of the children experiencing intergenerational poverty throughout the state. It has gained this understanding through evaluation of indicators within four areas of child well-being: early childhood development, education, family economic stability and health. These areas recognize outcomes at the child level as well as the role that family and community play in the well-being of children. Children thrive in safe communities and stable families. When families lack resources, households are often unstable and parents are under increased stress, impacting supportive and effective parenting as well as health outcomes. The analysis across multiple domains recognizes the interrelated nature of these areas of well-being and the contribution each plays in disentangling poverty's impact on limiting opportunity for children. Each area must be

addressed in a comprehensive manner in order to ensure these children are provided the opportunity to strive for success from their earliest years and into and through adulthood.

The following analyzes the indicators that the Intergenerational Welfare Reform Commission has identified for the children who experienced intergenerational poverty in 2018. Although the data is only for 2018, the indicators continue to provide an opportunity for the Intergenerational Welfare Reform Commission, local governments, businesses and nonprofits to implement changes to program, policy and rule to ensure barriers and challenges to opportunity are removed for children at risk of remaining in poverty as adults.



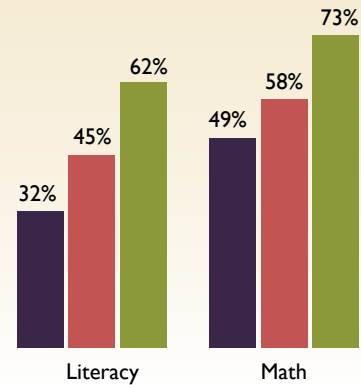
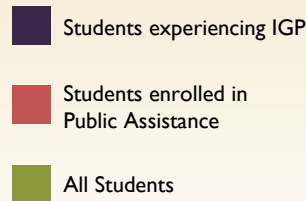
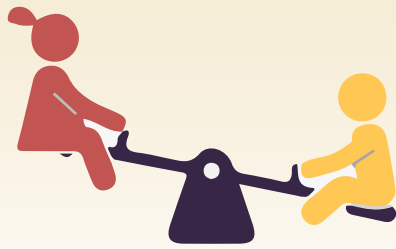
EARLY CHILDHOOD DEVELOPMENT

Key Indicators for Early Childhood Development

Children, IGP, who are ready for kindergarten, numeracy	49%
Children, IGP, who are ready for kindergarten, literacy	32%
Pregnant women, IGP, receive prenatal care	89%
Children, IGP, 0-2 years old, receive preventive health care	78%
Children, IGP, participating in public preschool	30%
Children, IGP, victim of substantiated case of abuse/neglect	21%

The Intergenerational Poverty Initiative has helped increase attention on the importance of investments in early childhood development, which include the areas of comprehensive early development (CED) and early care and education (ECE). These dual areas of early childhood development establish the foundation for outcomes as a child progresses through elementary, secondary and post-secondary education. Moreover, investments in early childhood development provide a significant and long-term return on that early investment.²⁷ Given the important role that early childhood development plays in establishing a foundation for long term success, the Governor's Education Excellence Commission is prioritizing this area of education for the next twelve months and the Utah Legislature established the Governor's Early Childhood Commission, which convenes in October 2019.

Kindergarten Readiness of Utah Students



Kindergarten Readiness

The primary goal in early childhood development, and its lead indicator, is the rate of kindergarten readiness among children experiencing intergenerational poverty. When the Intergenerational Poverty Initiative began, Utah did not have a single, statewide kindergarten readiness assessment statewide. Through the recommendation of the Commission, Utah adopted the Kindergarten Entry and Exit Profile (KEEP), a statewide kindergarten readiness assessment to evaluate whether investments in early childhood are adequately preparing young children for kindergarten. For the first time, this report includes the results of the assessment among children experiencing intergenerational poverty, revealing there is an opportunity to close an academic proficiency gap that emerges beginning in kindergarten.

Comprehensive Early Development

Although the state continues to make investments in high-quality preschool, preparing a child for kindergarten requires more than access to preschool and includes ensuring that children meet developmental milestones and any delays exhibited are addressed as early as possible. As a result of the relationship between comprehensive early development and early care and education, the early childhood system should be well coordinated to ensure families are able to access resources that must converge to support kindergarten preparedness. Among the young children experiencing intergenerational poverty, the system addressing comprehensive early development is

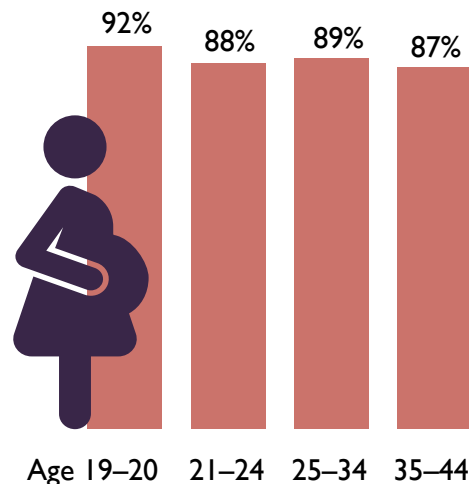
serving these children in some areas but the population seems largely underserved by programs designed to address any developmental delays.

Data Highlights:

- Seventy-nine percent of children, ages 0-5 years old experiencing intergenerational poverty participate in WIC for an average of 18 months.
- Overwhelming majority of pregnant women experiencing intergenerational poverty receive prenatal care but the rate decreases for pregnant women as they age.

Pregnant Women Receiving Prenatal Care

IGP Women, CY2018



Pediatric Preventive Visits
CY2018

87%

Children < 1
year old
IGP

95%

Children < 1
year old
Non-IGP Public
Assistance



74%

Children 1–2
years old
IGP

77%

Children 1–2
years old
Non-IGP Public
Assistance

- Very young children experiencing intergenerational poverty receive preventative medical care but at a rate slightly lower than children receiving public assistance not identified as intergenerational poverty.
- Only 700 children, or 3.5 percent, of the children between 0 and 36 months who are experiencing intergenerational poverty were screened by Baby Watch Early Intervention Program (BWEIP) and of those screened, 94 percent demonstrated a moderate-to-severe developmental delay requiring services from BWEIP.²⁸
- Twenty-one percent of children experiencing intergenerational poverty, compared to approximately 1.2 percent of children statewide, were victims of a substantiated case of child abuse or neglect.
- Utah’s home visiting program served only one percent of children from the intergenerational poverty population through evidence-based home visiting programs that support healthy parenting leading to reduced incidence of child welfare cases.

Early Care and Education

When young children experiencing economic hardship participate in high-quality early care and education programs they are more likely to be ready for kindergarten. In Utah, high-quality preschools have also demonstrated an ability to mitigate developmental delays that often appear to be an indication of a student

requiring special education services, when in fact those delays may be the result of limited access to high-quality early learning opportunities, particularly among children living in low-income households. By addressing these delays early in a high-quality preschool, Utah has avoided costs associated with providing multiple years of special education services. Together, these high-quality, early care

For American business, advancing high-quality childcare is a winning proposition. It’s a wise investment in America’s future—strengthening business today while building the workforce we’ll depend on tomorrow and for decades to come.

—United States Chamber of Commerce, Center for Education and Workforce
Workforce of Today, Workforce of Tomorrow: The Business Case for High-Quality Child Care

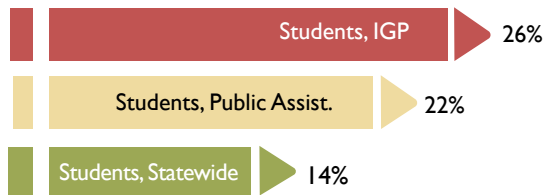


and education programs supplement effective parenting and serve to build a system of important relationships supporting a child's cognitive, behavioral and social development.

Data Highlights

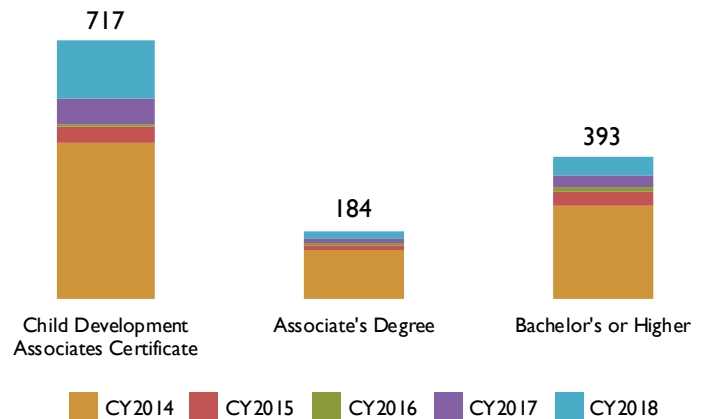
- Students identified as intergenerational poverty are more likely to utilize special education services than all Utah students.

**Students Utilizing Special Education Services
SY2018-19**



- As public preschool expanded to 304 schools statewide, 30 percent of four year-olds experiencing intergenerational poverty (1,105 children) participated in public preschool.
- Private child care programs served 6,850 children, or 29 percent, between the ages of zero to five years old, from the intergenerational poverty cohort covered by child care subsidies.
- Among Utah's 817 licensed child care providers, 87 percent are serving a high rate of children covered by child care subsidies; of these providers, 28 percent are working to improve the quality of their programs and meet the components of quality, as established in Utah's Child Care Quality System.
- Thirty-seven percent of children whose child care costs are offset through a child care subsidy are attending programs working to improve quality across multiple, research-based components of quality.²⁹
- Utah's early childhood workforce has made significant gains in levels of educational attainment to ensure they have the knowledge and skillset to help prepare young children for kindergarten.

**Early Childhood Educators Educational Attainment
CY2014-18**



As a result of a legislative appropriation of \$500,000 in 2016, Utah Office of Child Care supported over 390 Utah early care and education professionals in receiving their Child Development Associate's Credential.

Although the state has made great gains in the domain of early childhood development, ensuring the increasing investments are preparing children experiencing intergenerational poverty for kindergarten is an important next step. Utah will need to be engaged in evaluation of the effectiveness of these investments through rigorous study and the coordination of data. In addition, efforts to establish a more coordinated and aligned early childhood system through the Governor’s Early Childhood

Commission will allow parents to navigate the web of programs that Utah provides to support their young children, while also utilizing government resources in a more efficient and aligned manner. These combined efforts will result in the Commission meeting its five-year goal of establishing a system in early childhood that will prepare children for kindergarten and in turn, make progress toward its 10-year goal of ensuring children are in fact ready for kindergarten.



EDUCATION



Key Indicators for Education

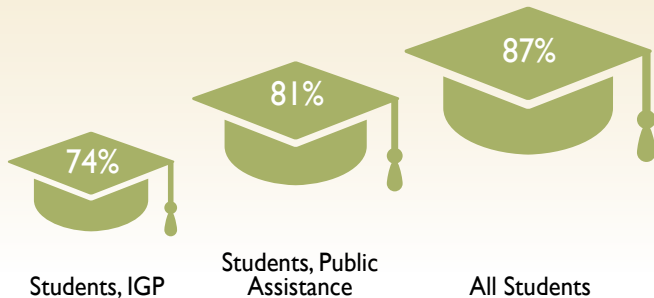
Students, IGP, Graduating from High School	74%
IGP Children, participating in Extended Day Kindergarten	30%
Students, IGP, chronic absentee rates for early grades (K-3)	33%
Third Grade Students, IGP, who are proficient in Language Arts	25%
Eighth Grade Students, IGP, who are proficient in math	19%
Students, IGP, ACT score of 18 or higher	36%

Through alignment and coordination of educational goals for students at risk for academic struggles, systems are working together to improve student outcomes. All of the coordinated efforts to improve educational outcomes recognize the necessity of obtaining an education beyond high school to establish careers in occupations providing wages sufficient to meet the basic needs of families. As a result, the graduation rates of students experiencing intergenerational poverty is the lead indicator for education. The results in only five years of tracking are positive, although a gap between the graduation rates for students identified as intergenerational poverty and students statewide remains.

Through data-driven decision making and evidence-based best practices, all Utah students can have increased opportunities for educational success.

—Governor Gary R. Herbert

13% Gap in Graduation Rates Remain SY2018–19



The effort to close the graduation rate gap begins in early childhood but largely remains the focus of the kindergarten through 12th grade system. As a result, several benchmarks during those years are evaluated to determine whether students experiencing intergenerational poverty are on a pathway to improved academic outcomes.

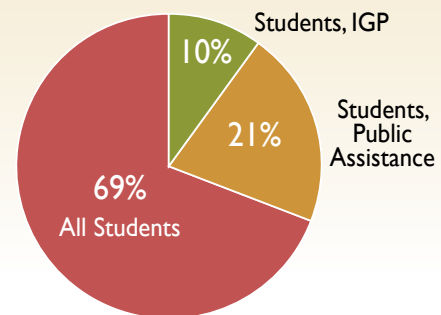
Optional Extended Day Kindergarten Participation

In Utah, the formal education system, overseen by the Utah State Board of Education (USB E), begins in kindergarten, which is optional in Utah and typically provides half-day rather than full-day or extended-day programs. Although optional, quality kindergarten experiences play a critical role in either maintaining gains made by young students in preschool or closing any achievement gaps identified on Utah’s recently implemented, Kindergarten Entry and Exit Profile (KEEP).³⁰

Data Highlights:

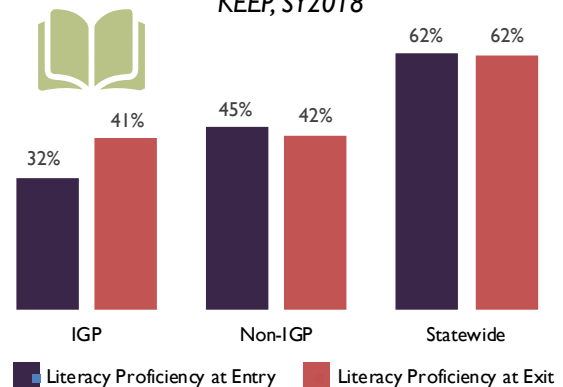
- Seven percent of the kindergarten students in SY 2018 were experiencing intergenerational poverty.
- Thirty percent of the kindergarten students experiencing intergenerational poverty attended optional extended day kindergarten and comprise 10 percent of all students participating in OEK.
- Kindergarten students identified as intergenerational poverty experienced the greatest level of growth

Student Population for Extended Day Kindergarten SY2018

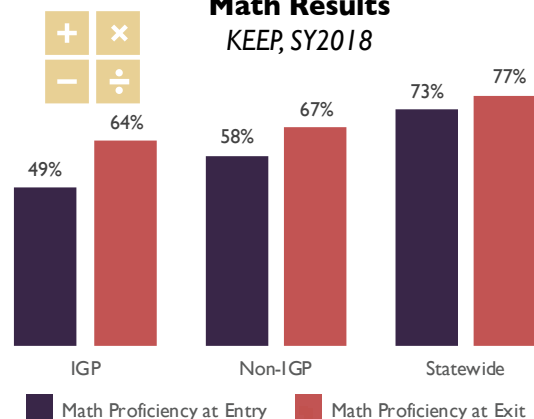


during kindergarten compared to other students who participated in kindergarten, as measured on the KEEP assessment.

Kindergarten Participation Improved Literacy Results KEEP, SY2018



Kindergarten Participation Improved Math Results KEEP, SY2018



Chronic Absenteeism

Students who are chronically absent are at greater risk for academic failure. Chronic absence occurs when a student misses 10 percent or more of the school year, for either excused or unexcused absences. It is difficult to identify a single cause of chronic absenteeism, which may include health issues, lack of transportation or older siblings caring for younger children so a parent can work. There are direct, negative impacts to academic outcomes for students who are chronically absent but chronic absence is also cumulative—a student chronically absent in a year is likely to continue to be chronically absent in future years and more likely to drop out of school. These results are not surprising. Students who are regularly absent from school miss critical instruction, begin falling behind and find it difficult to catch up resulting in increased frustration for the student and eventual academic failure. Unfortunately, students experiencing intergenerational poverty experience high chronic absence rates beginning in kindergarten. These rates are significantly higher than the statewide, student population.

Data Highlights:

- Thirty-three percent of kindergarten through third grade students who are experiencing intergenerational poverty compared to only 14 percent of students statewide are chronically absent.

Academic Proficiency

The Intergenerational Poverty Initiative measures academic progress across the continuum of formal education from kindergarten through high school. These benchmarks continue to reveal challenges for students experiencing intergenerational poverty from outcomes on the kindergarten assessment, third grade language arts proficiency, math proficiency and ACT scores. All of the measures allow the state to evaluate its ability to support these children in attaining high school graduation.

Data Highlights:

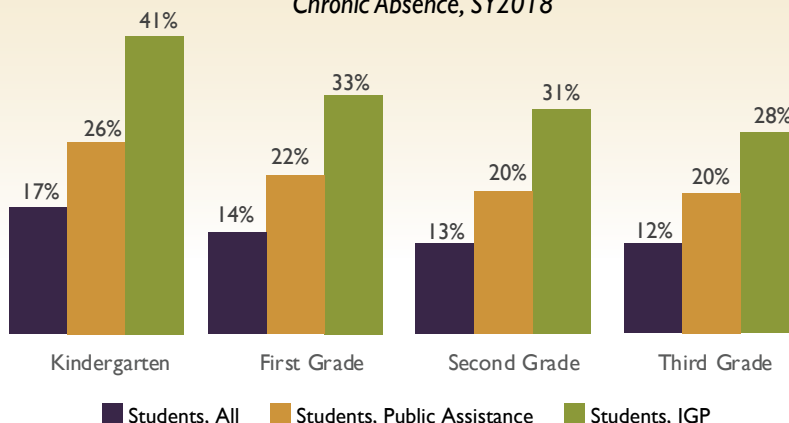
- Only 25 percent of third grade students identified as intergenerational poverty are proficient in language arts compared to 48 percent of all students.
- Only 19 percent of eighth grade students identified as intergenerational poverty are proficient in math compared to 44 percent of all students.

Post-Secondary Preparedness and Participation

One of the most significant areas of improvement for students experiencing intergenerational poverty has been in narrowing the graduation gap between these students and all Utah students. Although the graduation rate is an important benchmark in evaluating whether students identified as experiencing intergenerational poverty will

Children in IGP Struggle with High Absenteeism

Chronic Absence, SY2018



emerge from poverty as adults, this likelihood increases with participation and successful completion in post-secondary education and training.

The measure Utah has identified to determine whether a student is academically prepared for post-secondary education and training is a student's score on the ACT test, which all Utah students are required to take in eleventh grade. It is recognized that a composite score of 18 on the ACT is the minimum score a student must attain to qualify for entry into many universities nationwide.

Data Highlights:

- Among students in 11th grade who are experiencing intergenerational poverty, only 36 percent achieved an ACT composite score of 18 or higher, compared to 63 percent of all Utah students.
- The average ACT composite score among students experiencing intergenerational poverty was 17 compared to 19.9 for all Utah students.
- Among young adults between the ages of 18 and 21 who are experiencing intergenerational poverty, only 36 percent or 1,828 enrolled in post-secondary training and education in SY 2018.



- Only 3 percent of those in post-secondary training and education enrolled in one of Utah's technical colleges.

Despite remaining areas of concern, Utah's efforts to ensure its education system is sufficiently resourced to provide an enriching learning experience for students is benefiting those experiencing intergenerational poverty. The data continues to be leveraged to meet the Commission's five-year goal to align systems and resources to focus on schools disproportionately impacted by intergenerational poverty. As numerous educational initiatives continue to converge around similar goals and benchmarks, progress in other indicators are also expected to continue. In only four years of analysis, this alignment of priorities and goals in education is resulting in significant movement toward the achievement of the Commission's 10-year goal of increasing graduation rates among Utah's intergenerational poverty students.

Despite remaining areas of concern, Utah's efforts to ensure its education system is sufficiently resourced to provide an enriching learning experience for students is benefiting those experiencing intergenerational poverty.

FAMILY ECONOMIC STABILITY



Key Indicators for Family Economic Stability

Families receiving public assistance who are IGP	20%
Adults, IGP, with year-round employment	31%
Adults, IGP, expending 30% of Income on housing	47%
Children, IGP, who are homeless	1%
Children, IGP, moving more than once in 12 months	37%
Children, IGP, enrolled in SNAP	90%

The family in which a child is raised is largely responsible for the child's ultimate success. As a result, the economic health of the family is an important piece of stability for children, as is the community in which a child is raised. Although education plays an important role in establishing the opportunity for a child to emerge from poverty, that child also spends a significant part of their day with their family and is heavily influenced by conditions in the home. In fact, a family's ability to meet the basic needs of their children correlates with

positive child outcomes. This relationship led the Intergenerational Welfare Reform Commission to evaluate indicators of economic stability among children experiencing intergenerational poverty. Unfortunately, few indicators of family economic stability are improving with the economy.

Employment

In order for children to have their basic needs met, the parents raising children must have sustainable employment and sufficient pay. Important indicators of economic stability, unemployment and earnings, are closely correlated with education. Among adults with post-secondary education or training, these individuals are better able to weather economic downturns and take advantage of economic growth, as well as experience an overall increase in lifetime earnings. For children growing up in intergenerational poverty, their parents lack year-round employment and as a result, do not have the resources to meet their basic needs.

Data Highlights:

- Sixty-nine percent of adults remaining in intergenerational poverty lack an education beyond high school.

Only 4% of the adults identified as intergenerational poverty and 9% of adults receiving public assistance possess a post-secondary degree or technical degree.

- Despite Utah experiencing nearly full employment, only 31 percent of the adults experiencing intergenerational poverty earned wages year round during CY 2018.
- Fifty-nine percent of adults had some employment during CY 2018.
- Among adults experiencing intergenerational poverty, the average wage was \$11,940. The average wage for women, the majority of the adults in intergenerational poverty was \$11,500.

Housing Stability:

As reported in previous years, housing stability is critical to the healthy development of children. It helps to establish social relationships, cultivate community and support education. In contrast, when housing is not stable, families face mounting challenges, including frequent moves or homelessness that disrupt daily routines and cause distress for everyone in the family. Fortunately, children within the intergenerational poverty population are not experiencing high rates of homelessness; however, it is clear they are lacking stable and affordable housing.

There is additional analysis on housing and homelessness in the section, “Intergenerational Poverty and Child Homelessness.”



Data Highlights:

- Forty-seven percent of families identified as intergenerational poverty are living in housing that is not affordable, spending more than 30 percent of their income on rent.³¹
- Thirty-seven percent of children experiencing intergenerational poverty moved at least once during CY 2018.
- Only one percent of children experiencing intergenerational poverty utilized homeless services with the majority of those services being focused on preventing long-term homelessness.

Access to Food

One of the basic needs of children to support their healthy development and improve academic outcomes is stable access to food. In past reports, access to food was discussed as an indicator within the health domain of child well-being. Given the Intergenerational Welfare Reform Commission’s goal within family economic stability is to ensure families are self-reliant and able to meet the basic needs of their children, indicators regarding access to food is included within this domain.

Data Highlights:

- In Utah, 14.7 percent, or 135,940 children, experience food insecurity.³²

“A quality education can be the most important tool for helping children and families lift themselves out of a recurring pattern of housing instability.”

—*Institute for Children, Poverty and Homelessness*

- Among children experiencing intergenerational poverty, an overwhelming majority of 90 percent receive access to food through SNAP.
- During SY 2018, the School Breakfast and Lunch Program supported 91 percent of students experiencing intergenerational poverty during the school year.

Intergenerational Poverty and Child Homelessness

“A quality education can be the most important tool for helping children and families lift themselves out of a recurring pattern of housing instability.”

—*Institute for Children, Poverty and Homelessness*

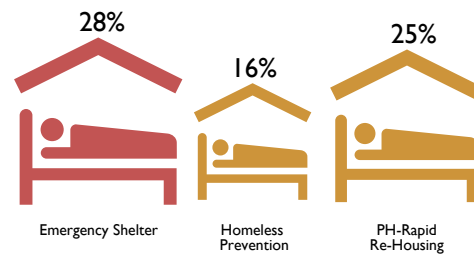
In 2017, the Utah Legislature amended the Intergenerational Poverty Mitigation Act (“Act”) to include evaluation of the intersection between child homelessness and intergenerational poverty.³³ This modification recognizes the research indicating the impact homelessness has on child development and academic outcomes. This issue has gained particular importance in Utah where there are increasing concerns regarding the growing homeless population, including homeless children.

As is the case with intergenerational poverty, homelessness is often intergenerational and ending it requires more than a place to sleep just as ending intergenerational poverty requires more than financial resources. In Utah, there is an increasing need to understand the full impact of homelessness. Among states, Utah is ranked 11th nationally in identifying homeless students.³⁴

Although the Act requires the establishment of goals to reduce child homelessness among children experiencing intergenerational poverty, it is first necessary to evaluate

the data to fully understand the scope and nature of the challenges confronting these children. Even before the Act was amended, previous reports on intergenerational poverty evaluated the intersection between poverty and homelessness.³⁵ Fortunately, homelessness does not seem to be an additional challenge impacting children experiencing intergenerational poverty although homelessness is impacting a substantial number of Utah families. In 2018, only one percent of children experiencing intergenerational poverty were utilizing homeless services. Among these children, many are utilizing services designed to prevent homelessness rather than emergency shelter services.

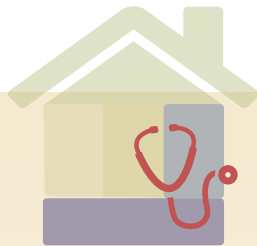
Homeless Prevention Services Keep Children Out of Emergency Shelters *Children, IGP, CY2018*



Given the significant changes to Utah’s homeless services during 2018, it is anticipated that changes across the indicators tracked may show continuing improvement with those increasing investments. The overall status of children experiencing homelessness is analyzed more fully in the annual report on homelessness.³⁶

An important factor in maintaining housing stability is access to affordable housing. When affordable housing is not available, family stability is affected. Housing is affordable when families pay less than 30 percent of their income to housing. When families pay more than that, they are considered cost burdened and likely experiencing difficulties meeting other basic needs such as food, clothing, transportation or medical care. Additionally, families that are cost burdened face instability, which may be reflected in frequent moves and in some cases, homelessness. The challenges confronting families who are cost burdened by housing has generated concern

in Utah, which is experiencing a shortage of 40,000 affordable housing units throughout the state.³⁷ Any efforts to address this shortage will not only benefit those living in poverty but those families on the brink of poverty. Beginning in 2019, the Intergenerational Welfare Reform Commission will have a representative on the Housing Affordability Task Force evaluating the feasibility of establishing strategies to address the housing needs of Utahns.



HEALTH

Key Indicators for Health

Children, IGP, covered by public health insurance	95%
Adults, IGP, covered by public health insurance	72%
Children, IGP, received preventive health care	43%
Adults, IGP, received preventive health care	4%
Children, IGP, receive annual dental care	46%
Children, 10-14 yo, IGP, requiring behavioral health services receive those services	67%
Youth, 15-18 yo, IGP, requiring behavioral health services receive those services	60%

Adults, IGP, requiring behavioral health services receive those services	40%
Adults, IGP, requiring substance use disorder treatment receive treatment	26%

Among those living in poverty, health outcomes are impacted by a variety of factors outside of the health care system and include early exposure to trauma, lack of health care and exposure to risky behaviors, among other factors. These contributing factors to health outcomes are often referred to as “social determinants of health.” The effort to address these social determinants of health requires both access to, and utilization of, health care in addition to services outside of the traditional health care delivery system.³⁸ As reported in Part I of this report, families experiencing intergenerational poverty are at greater risk of poor health and also incur greater health expenses than other populations enrolled in Utah’s public health system. Access to medical care, which includes physical health, oral health and behavioral health, for

all family members increases the odds that parents can maintain employment, children can consistently attend school and parents have the capacity to care for their children.

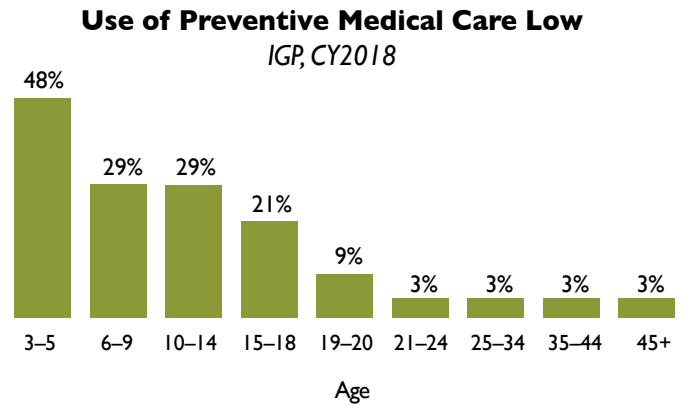
Access to Health Care

Among children who have access to health care through medical insurance, there is an increased likelihood that they will receive regular, preventive health care to address health needs early. Additionally, obtaining health insurance protects families from economic challenges that may emerge from an acute health crisis by absorbing the high costs of care that are often incurred during these situations. However, access to insurance for families experiencing intergenerational poverty does not always lead to families actually receiving preventive care. There may be many factors causing families to not see a medical professional, including lack of medical professionals in a geographic region of the state, lack of transportation and lack of time to schedule medical appointments when parents are working.

Data Highlights:

- Among children meeting the definition of intergenerational poverty, 95 percent have access to medical care through either Medicaid or the Children’s Health Insurance Program (CHIP).
- When parents have access to insurance, children are more likely to receive medical care; however, only 72 percent of the adults experiencing intergenerational poverty are able to access medical care through Medicaid.³⁹
- Several counties in Utah are identified as Health Provider Shortage Areas meaning that there are an insufficient number of health providers in the counties based on the counties’ populations.
- Despite high enrollment in public health insurance, children are not receiving preventive medical care annually, with rates decreasing as children and adults age.

- Only 46 percent of children experiencing intergenerational poverty received preventive dental care in CY 2018.

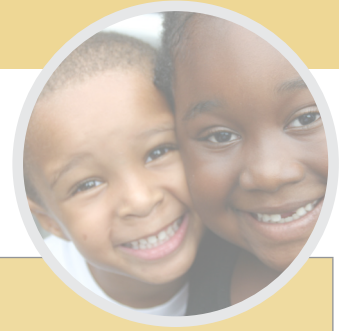


Behavioral Health Care

In addition to exposure to conditions that impacts one’s physical health, poverty often impacts behavioral health. Unfortunately, behavioral health conditions often co-occur with poverty among both children and their parents. When behavioral health conditions are not addressed, additional negative health outcomes follow, as well as economic challenges for the family. As noted in Part I, individuals experiencing intergenerational poverty experience high rates of behavioral health conditions, including substance use disorders.

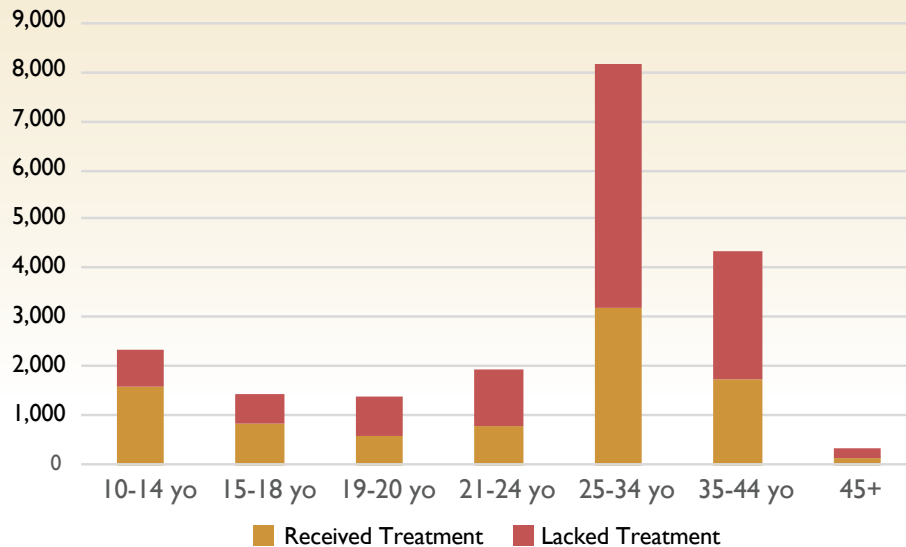
Data Highlights:

- Children and adults experiencing intergenerational poverty have greater rates of behavioral health conditions than the Utah population with 37 percent of adults, and 27 percent of children between the ages of zero to 17 years old with a behavioral health diagnosis.
- Forty-five percent of those between the ages of 10 years old through 46 years old with a behavioral health diagnosis received treatment in CY 2018.
- Nine percent of young adults and 27 percent of adults experiencing intergenerational poverty covered



Health Professional Shortage Areas			
County	Primary Care HPSA	Dental Care HPSA	Mental Health HPSA
Beaver	X	x	x
Box Elder	x		x
Cache	x	x	x
Carbon	x		x
Daggett	x	x	x
Davis		Partial HPSA	x
Duchesne	x	x	x
Emery	x	x	x
Garfield	Partial HPSA	x	x
Grand	Partial HPSA	Partial HPSA	x
Iron	x	x	x
Juab	Partial HPSA	x	x
Kane	x	x	x
Millard	Partial HPSA	x	x
Morgan	Partial HPSA		x
Piute	x	x	x
Rich	x	x	x
Salt Lake	Partial HPSA	Partial HPSA	X
San Juan	Partial HPSA	x	x
Sanpete			x
Sevier	x	x	x
Summit			x
Tooele	x	Partial HPSA	x
Uintah	Partial HPSA	Partial HPSA	x
Utah	x	x	X
Wasatch	Partial HPSA		x
Washington	x	x	x
Wayne	Partial HPSA	Partial HPSA	x
Weber	Partial HPSA	x	x

45% of Those with Behavioral Health Needs Received Treatment
IGP, Medical Diagnosis, CY2018



by public health insurance were diagnosed with a substance use disorder.

- Among those diagnosed with a substance use disorder, 26 percent received treatment for the disorder through the public health insurance system.
- An additional 5,207 individuals experiencing intergenerational poverty received behavioral health treatment through Utah’s local mental health authorities, including 2,698 individuals receiving treatment for substance use disorders.
- In SY 2018, through a partnership between the Utah State Board of Education and the Department of Human Services, 304 schools provided students with access to a school based behavioral health specialist.⁴⁰





PART IV: UTAH INTERGENERATIONAL WELFARE REFORM COMMISSION REPORT

Pursuant to Utah Code §35A-9-305, the following is the Utah Intergenerational Welfare Reform Commission Annual Report 2019. The Intergenerational Welfare Reform Commission (Commission) is chaired by the Utah Lieutenant Governor and includes the executive directors of the Utah Department of Health, the Utah Department of Human Services and the Utah Department of Workforce Services. In addition to these members, the Commission includes the Utah State Board of Education (USBE), state superintendent of public instruction, the state juvenile court administrator and the chair of the Intergenerational Poverty Advisory Committee.

As required by statute, this annual report describes the Commission's activities from October 2018 through September 2019. These dates correspond to the federal fiscal year (FFY) and is referred to as FFY 2019.

This 2019 Annual Report will meet the following reporting requirements:

- Describe how the commission fulfilled its statutory purposes and duties during FFY 2019;
- Describe policies, procedures and programs that have been implemented or modified to help break the cycle of poverty and end welfare dependency for children in the state affected by intergenerational poverty; and
- Update on the Commission's progress to advance the goals outlined in its five- and 10-year plan, *Utah's Plan for a Stronger Future*.

2017-2018 Activities Advancing the Commission's Goals

In 2015, the Intergenerational Welfare Reform Commission established Utah's Plan for a Stronger Future, its five- and 10-year plan to reduce the number of Utah families in the cycle of poverty, thus improving their quality of life and helping them become economically stable. In January 2017, that plan was revised and released at the start of the 2017 General Session of the Utah Legislature. The revised plan incorporated two important components not included in the

2015 plan: indicators to measure progress toward the goals, and data-driven and researched recommendations that may be implemented across multiple sectors and systems, leading to improved outcomes for children.

Since release of the Fifth Annual Report on Intergenerational Poverty, the Commission has engaged in two primary activities to ensure progress toward meeting its goals: (1) continue supporting locally-led initiatives to address intergenerational poverty; and (2) implementing recommendations contained in the five- and 10-year plan. These primary activities were in addition to the Commission's responsibilities of meeting the requirements of the Act, coordination to support families experiencing intergenerational poverty and evaluation of legislative proposals purporting to align with the Commission's goals. The following describes those activities.

County Engagement

In the previous 12 months, the Commission continued its work to support 15 counties working intentionally to reduce intergenerational poverty. This county-centered approach recognizes that reducing intergenerational poverty is not solely the role of state government. Rather, local communities, familiar with local challenges and resources, are best positioned to leverage community strengths to ensure all areas of child wellbeing are addressed. This work, led by Workforce Services, began in 2016 when the Department partnered with an initial 13 counties to address intergenerational poverty at the county level. The following summarizes the county engagement activities that took place over the past year:

- Developed and implemented the Intergenerational Poverty Plan Implementation Pilot Program with 10 counties, as summarized in Part II of this annual report.
- Developed a pilot program in Sanpete County that included the development and use of a common Release of Information Form that all Commission agencies are utilizing to coordinate services for families experiencing intergenerational poverty with young children.
- Supported the Intergenerational Poverty County Subcommittee, membership of which includes the county commissioners of all counties working to reduce intergenerational poverty in their communities.
- Coordinated the intergenerational poverty county efforts with the Housing Affordability Task Force by appointing a county representative to a work group evaluating housing vouchers.

Trauma-Informed Practice: Resilient Utah

The annual reports on intergenerational poverty consistently highlight the correlation between childhood trauma and toxic stress and the occurrence of intergenerational poverty. Through this research, the Commission established the Resilient Utah Subcommittee in an effort to support the state in understanding trauma. The subcommittee completed its work over a two year period. The following summarizes the activities of the Resilient Utah Subcommittee over the past year:

- Survey instrument was developed and distributed statewide to behavioral health practitioners to assess the extent to which they are utilizing evidence-based, trauma-informed practices. The survey revealed that there was a need for assistance with training, resources and implementation strategies for trauma-informed practices.
- A proposal was developed to establish a statewide center responsible for developing a sustainable statewide public-private collaborative to establish trauma-informed approaches. The proposal includes reducing duplication of efforts in trauma-informed care through the designation of a center that would establish consistent foundational principles for integrating a trauma-informed approach into operational functions of agencies, organizations and citizens.

Commission Implementation of Data-Driven Programs, Policies and Procedures

Although counties play a role in addressing the impacts of intergenerational poverty, the state continues to meet its obligations established through the Intergenerational Poverty Mitigation Act (IGPA). As Commission-agency leaders understand the issue of intergenerational poverty and data sharing continues to improve, more ways have emerged to support customers served across multiple agencies. Throughout the past 12 months, Commission agencies continued implementing several data-driven recommendations outlined in its five- and 10-year plan that will influence the indicators measured to track progress.

The following provides a description of the strategies employed to influence the outcomes for families experiencing intergenerational poverty, maintaining focus on only those strategies that will advance the Commission’s five and 10-year plan:

2019 Intergenerational Welfare Reform Commission: Progress Summary on Recommendation Implementation

DEPARTMENT OF WORKFORCE SERVICES				
Area of Child Well-Being	Indicator being Influenced	Recommendation	Completed	Progress in Previous 12 Months
Early Childhood Development (ECD)	(1)Child care providers serving > 10 percent subsidy participate in programs to improve quality (2)Young children experiencing IGP participate in preschool (3) Children experiencing IGP are kindergarten ready	Increase capacity of high-quality preschool	Yes (ongoing)	Office of Child Care (OCC) administered Utah's state funded preschool program to both increase the capacity for high quality programs to serve children who are low-income, including those in the Intergenerational Poverty (IGP) category, as well as fund preschool programs to become high quality. In SFY 19, the program served 1,110 children identified as low-income with at least one of 10 enumerated risk factors.
		Establish a true quality rating and improvement system for child care programs	Yes (ongoing)	OCC began implementation of its Child Care Quality System (CCQS) that will be partially implemented for licensed child care centers on October 1, 2019. OCC will expand the program to licensed family child care programs throughout 2019 and 2020.
		Utilize the established Child Care Quality System to provide greater child care subsidy payments to high-quality child care providers	Yes (ongoing)	As part of the CCQS design, implementation of an enhanced subsidy payment will be provided to child care programs that are defined "High Quality," or "High Quality Plus." Implementation of the pay differential will begin October 2019.
		Create statewide, preschool readiness developmental assessment	Yes	Beginning fall 2019, Utah State Board of Education will implement the "Preschool Entry and Exit Profile" that was adopted in 2018 during the General Session.

DEPARTMENT OF WORKFORCE SERVICES

Area of Child Well-Being	Indicator being Influenced	Recommendation	Completed	Progress in Previous 12 Months
Family Economic Stability (FES)	(1) IGP young adults participating in post-secondary education (2) IGP adults with year-round employment (3) IGP adults employed in occupations with wages sufficient to meet basic needs of families (4) Families living at or above 200 percent Federal Poverty Line (4) Families receiving public assistance who experience intergenerational poverty	Connect youth to employment	Yes (ongoing)	(1) Work-based learning programs implemented in Nebo, Provo and Washington school districts as part of local plans to address intergenerational poverty. (2) Provide career counseling to individuals through use of UWorks tools. (3) Increase partnerships between workforce development, schools and counselors to address career opportunities for youth.
		Increase job skills through career pathways	Yes (ongoing)	(1) Talent Ready Utah grants to promote programs providing unemployed and underemployed adults opportunities to receive training and certification in high-demand occupations. (2)"Invest in You Too" program for single-women focused on a public-private partnership with Salt Lake Community College, Department of Workforce Services and medical manufacturers to provide training and later employment in the medical manufacturing industry.
		Ensure education and job training meet work requirements	Yes	Child care is provided to parents pursuing education while working.
		Promote Work Opportunity Tax Credit for employment of individuals experiencing intergenerational poverty	Yes	Educated staff working with the "Choose to Work" program on the credit. Training is available upon request. Additional information can be found at jobs.utah.gov/employer/business/wotc.html .
		Increase uptake in the federal Earned Income Tax Credit (EITC)	Yes	(1) All employment centers providing information on the EITC during the TY2016 and individuals were notified of the availability of the EITC. (2) Commission supported legislation that would increase uptake of the federal EITC through an incentive which established a 529 college savings account.
		Provide a match for EITC recipients	Yes	Commission supported efforts to establish 529 accounts for qualified individuals experiencing intergenerational poverty, an amount equal to a percent of the federal EITC.

DEPARTMENT OF WORKFORCE SERVICES

Area of Child Well-Being	Indicator being Influenced	Recommendation	Completed	Progress in Previous 12 Months
Family Economic Stability (FES) Continued		Encourage participation in financial coaching courses	Yes	The Temporary Assistance for Needy Families (TANF) program currently pays for multiple providers around the state to provide financial coaching workshops. A current project collaboration with the Consumer Financial Protection Bureau titled "Your Money Your Goals" is being introduced/trained to a select group of Workforce Services employment counselors. The idea is to give employment counselors a toolbox of resources to help in conversations with clients and to refer to external resources when needed.
All		Families served through a two-generational lens	Yes	Developed and implemented a pilot project in Sanpete County to coordinate services for families with children who are preschool age. This included developing and implementing a Release of Information consent form so that the family can be served by all state agencies in an effort to better coordinate services. Services include enrollment in high-quality preschool, job training, education and health services.
All		Support evidence-based decision making	Yes	(1) Workforce Services partnered with Brigham Young University and the Circles program to evaluate the effectiveness of the mentoring program on participants' outlook on life. (2) Workforce Services worked toward establishing outcome-based contracting through the utilization of Results Based Accountability.

DEPARTMENT OF HUMAN SERVICES

Area of Child Well-Being	Indicator being Influenced	Recommendation	Completed	Progress in Previous 12 Months
FES	(1) IGP adults with year-round employment (2) IGP adults employed in occupations with wages sufficient to meet basic needs of families (3) Families receiving public assistance who experience intergenerational poverty	Policies to support non-custodial parents	Yes	Department of Human Services (DHS) follows the guidance from the Office of Child Support Enforcement (OCSE) with regard to child support payments. Although DHS does establish policies that treat both parents equally, it may modify support orders for incarcerated parents based on their current ability to pay resulting in less debt accrual, more formal employment, more child support payments and less need for enforcement after incarceration. In 2017, DHS and the Office of Recovery Services proposed a legislative change that would allow it to modify support orders on the basis of incarceration. That law was adopted and is being implemented. Among adults experiencing IGP, 17 percent have been involved with Utah Department of Corrections.
Health	(1) Schools serving high percentages of children experiencing IGP provide access to behavioral health specialists (2) Children 10 and older experiencing IGP who require behavioral health services receive those services	Ensure school based behavior health is available in schools	Yes (ongoing)	During SFY2019 School Based Behavioral Health access and availability increased to 33 school districts and to 350 schools (67 of the schools have high rates of IGP). These services are also available in 23 charter schools. During SFY2019, School Based Behavioral Health services were provided to 3,163 students through Mental Health Early Intervention funding and TANF funding.

DEPARTMENT OF HUMAN SERVICES

Area of Child Well-Being	Indicator being Influenced	Recommendation	Completed	Progress in Previous 12 Months
All		Families served through a two-generational lens	Yes (ongoing)	<p>System of Care uses evidence based, "Wraparound to Fidelity" to serve children, youth and families statewide. This approach is proven to have more sustainable outcomes and lessen repeat government involvement. Five regional advisory councils provide oversight and address policy and regulatory issues, gaps in service, funding concerns, youth and family voice, and workforce development in each of the system of care regions.</p> <p>Partnerships with local area authorities and contracted services allow for faster response, access and efficiency. For example, Stabilization and Mobile Response began September 2017 in five Southwest Utah counties through Southwest Behavioral Health, and started in six Northern Region counties in January 2018, administered by Davis Behavioral Health. A highly skilled team is dispatched to de-escalate immediate crises and stabilize the child and family with in-home services for up to eight weeks. The impact is a stronger family unit and prevention of conflicts that lead to more costly consequences like law enforcement involvement, state custody, out-of-home placement, runaway/homelessness, declining grades, disrupted foster placement, loss of job and thoughts about suicide.</p>

DEPARTMENT OF HUMAN SERVICES

Area of Child Well-Being	Indicator being Influenced	Recommendation	Completed	Progress in Previous 12 Months
All		Support evidence-based decision making	Yes (ongoing)	<p>Evidenced-based programs are a requirement of a transformative federal reform bill, Family First Prevention Services Act 2018. DHS is working with federal agencies, lawmakers, providers and partner agencies to identify opportunities for services under these new guidelines.</p> <p>The new Office of Quality and Design will monitor the use of evidenced-based outcomes and performance in new service design and contract compliance as of July 1, 2018. Performance based contracting will include outcomes from evidenced-based programming.</p> <p>Evidence-based and performance-based contracts are required in legislation for Juvenile Justice Reform. System of Care is now statewide as a practice and is a nationally recognized evidenced-based approach to service delivery. Division of Child and Family Services (DCFS) in-home service approach, HomeWorks, is being reviewed by University of Utah researchers for evidenced results. The Utah Family and Child Evaluation Tool (UFACET) is based on Praed Foundation assessments and uses structured decision making that will be the universal DHS assessment for youth by SFY2020. DCFS caseworkers also use evidenced based assessments like the Colombia Suicide Risk and SDM Safety and Risk Assessment with families and children to make decisions on the right services and care. Checklists for youth transitioning out of DCFS custody to adulthood have evidenced milestone checklists and all children under five are evaluated with standardized developmental milestone assessments. Evidence-based programs are required in many provider service contracts with all person-serving agencies.</p>

DEPARTMENT OF HEALTH

Area of Child Well-Being	Indicator being Influenced	Recommendation	Completed	Progress in Previous 12 Months
ECD	<p>(1) Children 0-5 who are IGP receive home visiting services</p> <p>(2) IGP children assessed with moderate-to-severe developmental delay participate in Baby Watch Early Intervention (BWEI)</p> <p>(3) IGP children who experience substantiated case of abuse and/or neglect</p> <p>(4) Parents have the knowledge and skills to promote healthy development of their young children</p>	Continued expansion of evidence-based home visitation programs to targeted populations and regions of the state	No	<p>Although federal funds for home visiting were reduced significantly which limited the expansion of evidence-based home visiting services, the Utah Department of Health (DOH) received funds to serve at-risk individuals. These individuals include first-time mothers. The new funding is being used to prevent pending closure on existing home visiting programs due to the loss of federal funding, including TANF. The state funds will maintain home visiting programs in urban and rural areas of the state, serving an estimated 110 families and include the following partners:</p> <p>(1) Salt Lake County Health Department \$300,000 (NFP Evidence Model)</p> <p>(2) Central Utah Public Health \$150,000 (PAT Evidence Model)</p> <p>(3) San Juan County Health Department \$50,000 (PAT Evidence Model)</p>
Health	IGP children receive physical, behavioral and dental care at the same rates as the statewide rates in each of those areas, regardless of where their family resides in Utah	Analyze health provider shortage areas	Yes	<p>DOH continued to support access to health care throughout the state. Through its work to designate 13 frontier counties as Governor's Certified Shortage Areas, San Juan Hospital built a clinic in Blanding which benefitted from the designation. This work is expanding to other rural hospitals.</p> <p>DOH Office of Primary Care and Rural Health worked to recruit medical professional into rural communities. During the 2019 General Session, DOH supported additional funding for its Healthcare Workforce Financial Assistance Loan Repayment Program to assist physicians working rural communities. The funding was not included in the final budget.</p>
All		Families served through a two-generational lens	Yes (ongoing)	Both the Women, Infants and Children nutrition program and the Parents As Teachers Home Visiting program are considered by DOH to be family-focused, two generational programs as they work with both the adults and children to achieve outcomes.
All		Support evidence-based decision making	Yes (ongoing)	DOH uses evidence-based programs and practices in its adoption of programs. Most grant programs, particularly federal, will only provide resources to evidence-based practices and programs.

UTAH STATE OFFICE OF EDUCATION

Area of Child Well-Being	Indicator being Influenced	Recommendation	Completed	Progress in Previous 12 Months
ECD	(1) Child care providers serving > 10 percent subsidy participate in programs to improve quality (2) Young children experiencing IGP participate in preschool (3) Children experiencing IGP are kindergarten ready	Increase capacity of high-quality preschool	Yes (ongoing)	USBE continues to partner with OCC in the administration of the state-funded preschool program.
	Children experiencing IGP are kindergarten ready	Develop statewide, kindergarten readiness assessment	Yes	The Kindergarten Entry and Exit Profile (KEEP) was fully implemented. In 2018, USBE modified the intake form to include the identification of a specific preschool or early learning program a kindergarten student participated in prior to enrollment in kindergarten.
	Children experiencing IGP are kindergarten ready	Develop statewide, preschool readiness developmental assessment	Yes	USBE established a work group to develop the assessment so that it is implemented in SY2019.
Education	(1) Schools with high rates of students experiencing IGP offering Optional Extended Day Kindergarten (OEK) (2) IGP students enrolled in kindergarten participating in OEK (3) Students experiencing IGP graduate from high school (4) Students experiencing IGP are language arts proficient (5) Students experiencing IGP are math proficient	Increase access to optional extended-day kindergarten in schools serving high rates of children at risk of remaining in poverty	Yes	
	(1) Students experiencing IGP graduate from high school (2) Students experiencing IGP are language arts proficient (3) Students experiencing IGP are math proficient	Incorporate Social and Emotional Learning (SEL)	No	No steps have been taken on this initiative at this time.

UTAH STATE OFFICE OF EDUCATION

Area of Child Well-Being	Indicator being Influenced	Recommendation	Completed	Progress in Previous 12 Months
	(1) IGP young adults participating in post-secondary education (2) IGP adults with year-round employment (3) IGP adults employed in occupations with wages sufficient to meet basic needs of families (4) Families receiving public assistance who experience intergenerational poverty	Expose high schools students to post-secondary education and job training opportunities beginning early in their high school career	Yes	
FES	(1) IGP young adults participating in post-secondary education (2) IGP adults with year-round employment (3) IGP adults employed in occupations with wages sufficient to meet basic needs of families (4) Families receiving public assistance who experience intergenerational poverty	Provide incentives to two-year colleges for key outcomes		N/A
	(1) IGP young adults participating in post-secondary education (2) IGP adults with year-round employment (3) IGP adults employed in occupations with wages sufficient to meet basic needs of families (4) Families receiving public assistance who experience intergenerational poverty	Expand scholarship opportunities to students experiencing intergenerational poverty	Yes	College Application Day provides a mechanism for students experiencing IGP to have access to mentoring and assistance in filling out applications, including financial aid. Students living in poverty also receive additional consideration on many scholarship opportunities.
All		Families served through a two-generational lens	No	
All		Support evidence-based decision making	Yes	

2019 Approved Legislation Advancing the Commission's Five- and 10-Year Plan

During the 2019 General Session and the months following, the Commission agencies were involved in evaluating legislation and implementing approved legislation. It is not the goal of the Intergenerational Poverty Initiative to establish a separate network of programs exclusively serving families experiencing intergenerational poverty. Rather, efforts to improve outcomes emerge from a variety of proposals that will influence all Utahns, including those experiencing intergenerational poverty. As a result, many proposals that emerged from the Utah Legislature in 2019 are not prioritizing services exclusively for families experiencing intergenerational poverty, but through implementation will advance outcomes for these families.

EARLY CHILDHOOD DEVELOPMENT

HB 47: Early Childhood Coordination Amendments

The bill established the Governor's Early Childhood Commission. The Commission is designed to allow Utah to enhance the available support for families with young children through the establishment of a coordinated early childhood system. Duties of the commission include: providing accurate and comprehensive information to Utah parents and families; facilitating improved coordination between agencies and community partners; sharing and analyzing information; developing a comprehensive delivery system of services; and identifying opportunities for, and barriers to, the alignment of standards, rules, policies and procedures.

SB 166: School Readiness Amendments

The bill revised components of Utah's high-quality preschool program, including outcome measures that programs will be required to meet to receive funding to serve children who are low-income and possess at least one of 10 enumerated risk factors. The funding will be used to expand the number of children served in high-quality preschools. In addition, the legislation expanded access to Utah's home-based technology program, UPSTART, which supports children in preparing for kindergarten through a curriculum focused on literacy and numeracy proficiency.

EDUCATION

HB 373: School-Based Mental Health Grant Program

The legislation appropriated \$14.2 million to the Utah State Board of Education to establish a grant program for Local Education Agencies (LEA) to provide targeted school-based mental health support, including clinical services and trauma-informed care within the school. USBE will be awarding these grants to 39 of Utah's 41 LEAs providing 90 percent of Utah's students with access to mental health support in school.

OTHER LEGISLATION PROPOSALS: COUNTY INTERGENERATIONAL POVERTY

Additional Funding: Intergenerational Poverty Plan Implementation Pilot

An additional \$408,870 was appropriated to the Intergenerational Poverty Plan Implementation Pilot. This funding resulted in an additional three counties receiving grant funds to implement plans to reduce intergenerational poverty among county residents.

CONCLUSION

Utah has become the national leader in addressing the issue of intergenerational poverty. As a state interested in both ensuring children have opportunity to achieve their dreams and remaining fiscally responsible, Utah has demonstrated that achieving outcomes for those experiencing intergenerational poverty is possible through maintaining a strong commitment to the goals, measuring progress and prioritizing limited resources.

Since 2012, Utah maintains its focus on this issue and continues progress toward achieving its goal of measurably reducing the number of Utah families in the cycle of poverty. As this report reveals, although challenges remain for children and their parents much progress has been made. Most importantly, the number of individuals identified as experiencing intergenerational poverty in 2012 had decreased significantly by 2017.

Among children identified as intergenerational poverty, there have been improvements in each domain of child well-being with greatest progress made in the areas of early childhood development and education, where the graduation gap between students experiencing intergenerational poverty and all students has closed dramatically through the years. There has also been an increased understanding of the challenges confronting these children, providing the Commission with the opportunity to make even greater progress by effectively targeting resources and approaches to those challenges that impede progress toward achieving its five- and 10-year goals. It is clear from the research conducted by the agencies responsible for the Intergenerational Poverty Initiative that there are opportunities to reduce and mitigate the impacts of childhood trauma and modify strategies to improve educational outcomes.

Although significant gains have been made and understanding continues to expand, among those remaining in the cycle of poverty in 2018, challenges remain. Adults responsible for supporting the development of their children continue to face difficulties obtaining employment, despite a thriving economy. These adults may have greater barriers to employment than individuals living in situational poverty who appear to be obtaining employment and exiting the public assistance population. Utah's ongoing efforts to provide skills training to adults with significant barriers to employment and connecting them to careers in high-demand occupations may prove successful with adults experiencing intergenerational poverty.

Among children identified as experiencing intergenerational poverty in 2018, the greatest opportunities appear to be in improving educational and health outcomes. The efforts undertaken by Utah counties through the Intergenerational Poverty Plan Implementation Pilot Program seem to be moving positive outcomes in both of these areas through the coordinated use of behavioral health specialists, family coaches and outcomes-based programming.

Although the ability to meet Utah's goal of measurably reducing intergenerational poverty requires a long-term commitment, there is reason to be optimistic that the goal is achievable given the outcomes contained in this report. By continuing to make progress toward this goal, Utah recognizes the societal and economic costs of allowing generations of children to remain in poverty. A failure to remain focused on the data and research evaluating outcomes for children experiencing poverty potentially jeopardizes not only their future but the state's future in lost human capital. Together, through the use of the data contained throughout this report, Utah and its communities will ensure that these children will have pathways to opportunity rather than pathways to poverty.

ABOUT THE DATA

INTRODUCTION

Unemployment Declines Since 2012: Utah Department of Workforce Services.

Poverty Continues to Decline: U.S. Census Bureau, ACS 1-Year Estimates, 2018.

2018 Use of Public Assistance for IGP Families by Types of Assistance: Utah Department of Workforce Services analysis of the average annual amount of benefit.

Receiving Public Assistance Infographic: Utah Department of Workforce Services, analysis of public assistance participation in CY 2018.

Children At Risk of Remaining in Poverty: Utah Department of Workforce Services. Calculated as a percentage of all Utah children between the ages of 0-17 years old meeting the definition of intergenerational poverty; at-risk children is the total number of children receiving public assistance for at least 12 months in childhood divided by the total 0-17 year old population.

PART I DATA

Intergenerational Poverty Declines Since 2012: Utah Data Research Center, July 2019.

Year-Round Employment Increased: Utah Data Research Center, July 2019.

Wage Growth During Economic Expansion: Utah Data Research Center, July 2019.

At-Risk Students with Extended Day Perform Better: Utah State Board of Education, August 2019.

Greater ACES Among Cash Assistance Recipients: University of Utah, Social Research Institute.

PART II DATA

Does the Circles Program Improve Participants Outlook on Life After 6 Months?: Brigham Young University, August 2019.

PART III DATA

EARLY CHILDHOOD DEVELOPMENT DATA

Kindergarten Readiness of Utah Students: Utah State Board of Education, analysis of Kindergarten Entry and Exit Profile results, SY 2018.

Pregnant Women Receiving Prenatal Care: Utah Department of Health, analysis of Medicaid utilization in CY 2018.

Pediatric Preventive Visits: Utah Department of Health, analysis of Medicaid utilization in CY 2018.

Students Utilizing Special Education Services: Utah State Board of Education, calculated as a rate of all children in the relevant identified group who are identified as requiring special education services.

Early Childhood Educators Educational Attainment: Care About Childcare, Utah State University, CY2014-CY2018.

EDUCATION DATA

13% Gap in Graduation Rates Remain: Utah State Board of Education, SY2018-2019.

Student Population for Extended Day Kindergarten: Utah State Board of Education, SY2018-2019.

Kindergarten Participation Improved Literacy Rates: Utah State Board of Education SY2018-2019, analysis of Kindergarten Entry and Exit Profile results SY2018-2019.

Kindergarten Participation Improved Math Results: Utah State Board of Education, analysis of Kindergarten Entry and Exit Profile results, SY2018-2019.

Children in IGP Struggle with High Absenteeism: Utah State Board of Education, analysis of chronic absence rates among students experiencing intergenerational poverty, SY2018-2019.

FAMILY ECONOMIC STABILITY DATA

Homeless Prevention Services Keep Children Out of Emergency Shelters: Utah Department of Workforce Services, Homeless Management Information System, CY 2018, based on the rate of individuals from the intergenerational poverty populations accessing HMIS services in the year.

HEALTH DATA

Health Provider Shortage Areas: Utah Department of Health, June 2019

Use of Preventive Medical Care Low: Utah Department of Health analysis of Medicaid diagnosis codes, CY 2018.

45% of Those with Behavioral Health Needs Received Treatment: Utah Department of Health, analysis of Medicaid diagnosis codes, CY 2018.

APPENDIX A. I

INTERGENERATIONAL WELFARE REFORM COMMISSION MEMBERS

NAME	TITLE
Spencer Cox, Chair	Lieutenant Governor, State of Utah
Jon Pierpont, Vice Chair	Executive Director, Department of Workforce Services
Joe Miner	Executive Director, Department of Health
Ann Silverberg-Williamson	Executive Director, Department of Human Services
Sydnee Dickson	State Superintendent of Public Instruction, Utah State Board of Education
Neira Siaperas	Juvenile Court Administrator, Utah Courts
H. David Burton	Chair, Intergenerational Poverty Advisory Committee

APPENDIX A.2 INTERGENERATIONAL POVERTY ADVISORY COMMITTEE

REPRESENTATIVE	NAME	ORGANIZATION
Committee Chair	Bishop H. David Burton	
Advocacy Group that Focuses on Childhood Poverty	Jennifer Godfrey	Utah Community Action
Advocacy Group that Focuses on Education	Bill Crim	United Way of Salt Lake
Academic Expert in Childhood Poverty or Education	Benjamin Gibbs	Brigham Young University
Faith-based Organization that Addresses Childhood Poverty or Education	Reverend Steve Klemz	Zion Evangelical Lutheran Church
Local Government Representative	Councilwoman Aimee Winder Newton	Salt Lake County Council
Child Mental Health	Doug Goldsmith	Child Mental Health Provider
Child Health	Roy Neal Davis	Intermountain Health Care
Additional Member Option	William Duncan	Sutherland Institute Center for Family and Society
Additional Member	Laney Benedict	Utah PTA
Additional Member	The Honorable D. Scott Davis	Fourth District Juvenile Court

APPENDIX B. I—COMMISSION AGENCY STUDIES

Utah Department of Health, *Intergenerational Poverty: Examining Healthcare Profiles and Utilization*. July 2019.

Utah Department of Human Services, Division of Child and Family Services, *Intergenerational Poverty: Analysis of 2013 Cohort*. July 2019.

Utah Department of Human Services, Division of Juvenile Justice Services, *Longitudinal Study of Youth Identified in Utah's 2013 IGP Cohort*. July 2019.

Utah Department of Human Services, Division of Substance Abuse and Mental Health, *IGP: Division of Substance Abuse and Mental Health*. July 2019.

Utah Department of Workforce Services, Utah Data Research Center, *2019 Longitudinal Intergenerational Poverty Report*. Kelsey A. Martinez, Ph.D. July 2019.

Utah State Board of Education, *Cohort Study of 2013 Kindergarten Students Affected by Intergenerational Poverty (IGP)*. July 2019.

Utah System of Higher Education, *Inter-Generational Poverty: Impacts of Higher education*. Joseph A. Curtin, Ph.D. May 2019.

APPENDIX C. I—SCHOOLS WHERE 10% OR MORE STUDENTS ARE INTERGENERATIONAL POVERTY

Name of LEA	Name of School	Rate of Students, IGP	Optional Extended Day Kindergarten	Pre-school	After-school Program	School Based Behavioral Health Specialist
San Juan District	Bluff School	45.7%	Y	Y	Y	
San Juan District	Tse'Bii'Nidzizgai School	44.0%	Y	Y	Y	Y
San Juan District	Montezuma Creek School	41.5%	Y	Y	Y	Y
Washington District	Post HS Self-Cont	40.6%		N		
Canyons District	Canyons Transition Academy	36.9%		N		
Granite District	Granite Technical Institute	34.7%		N	Y	
Jordan District	South Valley School	33.6%		N		
San Juan District	Whitehorse High	31.9%		N		Y
Tintic District	West Desert School	30-39%		N		
Weber District	Weber HQ Preschool	30-39%		Y		
Ogden City District	Odyssey School	24.2%	Y	N	Y	Y
Alpine District	Dan W. Peterson	23.9%	N	Y		
Ogden City District	James Madison School	23.8%	Y	Y	Y	Y
Ogden City District	Gramercy School	23.6%	Y	Y	Y	
Duchesne District	Myton School	23.2%	Y	N		
Uintah District	Eagle View School	23.1%	Y	N	Y	
San Juan District	Monument Valley High	23.0%		N	Y	Y
Carbon District	Bruin Point School	22.4%	Y	Y	Y	Y
Canyons District	Jordan Valley School	21.9%	N	Y		
Jordan District	Kauri Sue Hamilton	20.9%	N	N		
Carbon District	Wellington School	20.5%	Y	Y	Y	Y
Pinnacle Canyon Academy	Pinnacle Canyon Academy	20.2%	Y	N		Y
Tintic District	West Desert High School	21-29%		N		
Tintic District	Tintic Preschool	21-29%		Y		
Box Elder District	Snowville School	20-29%	N	N		
Salt Lake District	Children Behavior Therapy Unit	20-29%		N		
Utah Schools for Deaf & Blind	North Region Blind	20-29%		N		
Utah Schools for Deaf & Blind	Kenneth Burdett School	20-29%	Y	Y		

Name of LEA	Name of School	Rate of Students, IGP	Optional Extended Day Kindergarten	Pre-school	After-school Program	School Based Behavioral Health Specialist
Box Elder District	Park Valley Secondary	≤20%		N		
Canyons District	Entrada	≤20%		N	Y	
Canyons District	Goldminer's Daughter	≤20%	N	N		
Garfield District	Boulder School	≤20%		Y		
Kane District	Lake Powell High School	≤20%		N		
San Juan District	La Sal School	≤20%	N	N		
Wayne District	Hanksville School	≤20%	Y	Y		
Nebo District	Bridges Nebo Transition Center	19.9%		Y		
Davis District	Renaissance Academy	19.8%	N	N		
Duchesne District	Con Amore School	19.5%	N	Y		
Salt Lake District	M. Lynn Bennion School	19.3%	Y	Y		
San Juan District	Blanding School	19.2%	Y	Y	Y	
Ogden City District	Bonneville School	18.7%	Y	N	Y	
San Juan District	Albert R. Lyman Middle	18.3%		N	Y	Y
Box Elder District	Mountain View School	17.9%	Y	N		Y
Davis District	Whitesides School	17.7%	Y	Y	Y	
Duchesne District	East School	17.7%	N	Y		
Alpine District	Horizon School	17.5%	Y	Y		
Carbon District	Castle Valley Center	17.3%	Y	Y		
Duchesne District	Centennial School	17.2%	Y	N		Y
Leadership Learning Academy	Leadership Learning Academy - Ogden	16.8%	Y	N		
Granite District	Magna School	16.7%	Y	Y		
Ogden City District	Hillcrest School	16.3%	Y	N	Y	
Emery District	Book Cliff School	16.3%	Y	Y		
Ogden City District	New Bridge School	16.2%	Y	Y	Y	Y
Salt Lake District	Washington School	16.2%	Y	Y	Y	Y
Uintah District	Ashley School	16.2%	Y	N		
Murray District	Parkside School	16.1%	Y	N		Y
Ogden City District	Heritage School	16.0%	Y	N	Y	Y
Ogden City District	Ogden Preschool	15.3%		Y		
Uintah District	Naples School	15.3%	N	N		
Granite District	Jackling School	15.2%	Y	N		
Salt Lake District	Liberty School	15.0%	Y	Y	Y	Y
Vanguard Academy	Vanguard Academy	14.7%		N		
Carbon District	Sally Mauro School	14.7%	Y	Y	Y	Y

Name of LEA	Name of School	Rate of Students, IGP	Optional Extended Day Kindergarten	Pre-school	After-school Program	School Based Behavioral Health Specialist
Davis District	Doxey School	14.6%	Y	Y	Y	
Ogden City District	Mound Fort Junior High	14.6%		N	Y	Y
Granite District	Redwood School	14.5%	Y	Y	Y	
Washington District	Water Canyon School	14.5%	Y	Y		
Alpine District	Summit High	14.2%		N		
Canyons District	East Midvale School	14.1%	Y	Y	Y	Y
Ogden City District	Lincoln School	14.1%	Y	Y	Y	Y
Davis District	Antelope School	13.9%	Y	Y	Y	
Emery District	Cottonwood School	13.9%	N	Y		Y
Sevier District	Salina School	13.8%	Y	Y		Y
Ogden City District	George Washington High	13.8%		N	Y	
Salt Lake District	Parkview School	13.6%	Y	Y	Y	Y
Logan City District	Bridger School	13.6%	Y	Y	Y	Y
Davis District	South Clearfield School	13.5%	Y	Y	Y	Y
Salt Lake District	Franklin School	13.4%	Y	Y	Y	
Granite District	Roosevelt School	13.3%	Y	Y		
Sevier District	Ashman School	13.3%	Y	N		Y
Wallace Stegner Academy	Wallace Stegner Academy	13.2%	Y	N		
Provo District	Independence High	13.2%		N	Y	Y
Davis District	Sunset School	13.1%	Y	Y	Y	
Washington District	Panorama School	12.9%	Y	Y		Y
Salt Lake District	Escalante School	12.9%	Y	Y	Y	Y
Granite District	Granite Connection High	12.8%	N	N		
Ogden City District	Horace Mann School	12.7%	Y	Y		
Davis District	Vae View School	12.7%	Y	Y	Y	Y
Ogden City District	Highland Junior High	12.6%		N	Y	Y
Ogden City District	Polk School	12.5%	Y	N	Y	
Davis District	Holt School	12.4%	Y	Y	Y	Y
Salt Lake District	Edison School	12.2%	Y	Y	Y	Y
Granite District	David Gourley School	12.1%	Y	Y		
Salt Lake District	Mary W. Jackson School	12.0%	Y	Y		
Salt Lake District	Salt Lake Head Start	12.0%		Y		
Davis District	Wasatch School	11.9%	Y	Y	Y	Y
Box Elder District	Dale Young Community High	11.9%		N	Y	
Granite District	Douglas T. Orchard School	11.9%	N	N	Y	
Ogden City District	Thomas O. Smith School	11.8%	Y	Y		Y

Name of LEA	Name of School	Rate of Students, IGP	Optional Extended Day Kindergarten	Pre-school	After-school Program	School Based Behavioral Health Specialist
Grand District	C R Sundwall Center	11.8%		Y		
Granite District	Carl Sandburg School	11.8%	Y	Y		
Weber District	Burch Creek School	11.7%	Y	N	Y	Y
Tooele District	West School	11.7%	N	N		
Granite District	Western Hills School	11.7%	Y	Y		
North Sanpete District	Fountain Green School	11.7%	N	Y		Y
Iron District	Southwest Educational Academy	11.5%		N		
Weber District	Roosevelt School	11.4%	Y	Y		Y
Jordan District	Majestic School	11.4%	Y	N		
Tooele District	Sterling School	11.4%	Y	Y		Y
Uintah District	Lapoint School	11.3%	Y	N		
Canyons District	Midvalley School	11.2%	N	N		
Washington District	Water Canyon High	11.2%		N		
Sevier District	Richfield Preschool	11.2%		Y		
Salt Lake District	Newman School	11.2%	Y	Y	Y	Y
Grand District	Helen M. Knight School	11.2%	N	N	Y	Y
Gateway Preparatory Academy	Gateway Preparatory Academy	11.1%	Y	N		
Granite District	Oquirrh Hills School	11.1%	Y	Y		
Granite District	Lincoln School	11.1%	Y	Y		
Moab Charter School	Moab Charter School	11.1%	N	N	Y	
Weber District	Lakeview School	11.1%	Y	Y		Y
Granite District	South Kearns School	11.1%	Y	Y	Y	
Granite District	Jim Bridger School	11.1%	N	Y		
Jordan District	Heartland School	11.1%	Y	N		
Nebo District	Park School	11.1%	Y	Y	Y	
San Juan District	San Juan High	11.0%		N	Y	
Tooele District	Northlake School	11.0%	Y	Y		Y
Sevier District	Pahvant School	11.0%		N		Y
Garfield District	Antimony School	11-19%	N	N		
Logan City District	Logan Early Childhood Center	11-19%		Y	Y	
Tooele District	Vernon School	11-19%	N	N		
Tooele District	Ibapah School	11-19%	N	N		
Uintah District	Uintah Online School	11-19%		N		
Washington District	LaVerkin School	10.9%	Y	Y		Y
Emery District	Ferron School	10.8%	N	Y		Y

Name of LEA	Name of School	Rate of Students, IGP	Optional Extended Day Kindergarten	Pre-school	After-school Program	School Based Behavioral Health Specialist
Uintah District	Davis School	10.8%	N	N	Y	
Washington District	Heritage School	10.8%	Y	Y		Y
Granite District	Arcadia School	10.7%	Y	Y		
Weber District	North Park School	10.7%	Y	Y		
Ogden City District	Taylor Canyon School	10.6%	Y	N		
Iron District	Cedar East School	10.6%	Y	N	Y	Y
Granite District	West Kearns School	10.6%	Y	Y	Y	
Granite District	Lake Ridge School	10.6%	Y	N		
Nebo District	Barnett School	10.5%	N	Y		
Fast Forward High	Fast Forward High	10.3%		N		
Davis District	Fremont School	10.2%	Y	Y	Y	
Salt Lake District	Riley School	10.2%	Y	Y	Y	Y
Iron District	Cedar North School	10.2%	Y	N	Y	Y
Sevier District	South Sevier Middle	10.1%		N		Y
Salt Lake District	Rose Park School	10.1%	Y	Y	Y	Y
Carbon District	Helper Middle	10.1%		N		Y
South Sanpete District	South Sanpete Education Support Center	10.0%		N		
Granite District	James E. Moss School	10.0%	Y	Y		
Weber District	Roy School	10.0%	Y	N		Y
Endeavor Hall	Endeavor Hall	9.9%	Y	N		
Salt Lake District	Meadowlark School	9.9%	Y	Y		
Weber District	Washington Terrace School	9.9%	Y	N		Y
Washington District	Coral Cliffs School	9.9%	Y	Y	Y	Y
Pacific Heritage Academy	Pacific Heritage Academy	9.9%	N	N		Y
Granite District	Granite Park Jr High	9.8%		N		
Washington District	Legacy School	9.8%	Y	Y		
Sevier District	Monroe School	9.7%	Y	N		Y
Provo District	Amelia Earhart School	9.7%	Y	N	Y	Y
Granite District	Elk Run Elementary	9.7%	Y	Y		
Granite District	Whittier School	9.7%	Y	Y		
Carbon District	Creekview School	9.7%	Y	Y	Y	Y
Granite District	Hunter School	9.6%	Y	Y		
Davis District	Lincoln School	9.6%	Y	Y	Y	Y

ENDNOTES

- 1 The Intergenerational Poverty Mitigation Act (UT CODE §35A-9) was adopted during the 2012 General Session. The first report was released October 1, 2012. The first groups of individuals, adults and children, identified as experiencing intergenerational poverty were established in 2012.
- 2 See annual reports, 2012-2018, <https://jobs.utah.gov/edo/intergenerational/annualreport.html>.
- 3 2019 KIDS COUNT Data Book, State Trends in Child Well-Being, Annie E. Casey Foundation, <https://www.aecf.org/m/resourcedoc/aecf-2019kidscountdatabook-2019.pdf>.
- 4 Living Wage Calculator, Massachusetts Institute of Technology, Department of Urban Studies and Planning, December 30, 2018, <http://livingwage.mit.edu/states/49>.
- 5 The average amount of public assistance a family experiencing intergenerational poverty receives includes funds through Utah's Family Employment Program, SNAP and Child Care. It excludes any expenditures through public health insurance programs.
- 6 Sarah Fass, Kinsey Alden Dinan, Yumiko Aratani, National Center for Children and Poverty, child Poverty and Intergenerational Mobility, December 2009.
- 7 The following Intergenerational Welfare Reform Commission agencies conducted research for this report: Utah Department of Health, Utah Department of Human Services, Utah Department of Workforce Services, Utah Juvenile Courts and the Utah State Board of Education. In addition, research was performed by the Utah System of Higher Education which is not a member of the Welfare Reform Commission.
- 8 2019 Longitudinal Intergenerational Poverty Report; Utah Data Research Center. By Kelsey A. Martinez. July 2019.
- 9 Utah's Sixth Annual Report on Intergenerational Poverty, Welfare Dependency and the Use of Public Assistance, 21. October 1, 2017.
- 10 Inter-Generational Poverty: Impacts of Higher Education; Utah System of Higher Education. By Joseph A. Curtin. May 2019. Utah Department of Workforce Services, Utah Data Research Center, 2019 Longitudinal Intergenerational Poverty Report. Kelsey A. Martinez, Ph.D. July 2019.
- 11 Utah's Third Annual Report on Intergenerational Poverty, Welfare Dependency and the Use of Public Assistance 2014 at 30, <https://jobs.utah.gov/edo/intergenerational/igp14.pdf>.
- 12 Utah State Board of Education, presentation to the Governor's Education Excellence Commission, August 7, 2019.
- 13 Cohort Study of 2013 Kindergarten Students Affected by Intergenerational Poverty (IGP). July 2019
- 14 <https://site.utah.gov/governor/wp-content/uploads/sites/40/2018/12/Utah-Education-Roadmap.pdf>
- 15 Vincent J. Felitti et al., Relationship of Childhood Abuse and Household Dysfunction to Many of the Leading Causes of Death in Adults: The Adverse Childhood Experiences (ACE) Study, 14 Am. J. Prev. Med 245

(1998); Harvard University, Center on the Developing Child, Toxic Stress Derails Healthy Development, <https://developingchild.harvard.edu/resources/toxic-stress-derails-healthy-development/>.

16 <https://www.cdc.gov/violenceprevention/childabuseandneglect/cestudy/index.html>

17 Utah's Sixth Annual Report on Intergenerational Poverty, Welfare Dependency and the Use of Public Assistance 2017 at 29, <https://jobs.utah.gov/edo/intergenerational/igp17.pdf>.

18 Intergenerational Poverty: Analysis of 2013 Cohort; Utah Division of Child and Family Services. July 2019.

19 Longitudinal Study of Youth Identified in Utah's 2013 IGP Cohort. The research analyzed Utah children experiencing intergenerational poverty who reached the age of 12 between July 1, 2011 and June 30, 2012 and followed through their 18th birthdays.

20 Intergenerational Poverty: Examining Healthcare Profiles and Utilization; Utah Department of Health.

21 IGP Report; Division of Substance Abuse and Mental Health; Utah Department of Health.

22 UT CODE §35A-9-5.

23 The Utah Department of Workforces Services awarded the first round of funding in September 2018 and awarded the second round in July 2019. Currently, there are 10 Utah counties implementing plans to reduce intergenerational poverty.

24 The funding for the Intergenerational Poverty Plan Implementation Pilot Program allowed the Utah Department of Workforce Services to use 10 percent of the appropriation for administration of the program. It created a program specialist position to oversee the program and ensure counties are meeting the requirements of the grant.

25 Breaking the Cycle of Intergenerational Poverty in Weber County, KSL-4 News, May 7, 2019, <https://www.abc4.com/news/local-news/breaking-the-cycle-of-intergenerational-poverty-in-weber-county/>.

26 Gibbs, Benjamin G, Oldroyd, James, Sorenson, Isobel, and Soto, Claudia. Evaluating the Circles Program: A Randomized Control Trial (September 18, 2019). Available at SSRN: <https://ssrn.com/abstract=3456199>.

27 Frances Campbell, Gabriella Conti, James J. Heckman, Seong Hyeok Moon, Rodrigo Pinto, Elizabeth Pungello, Yi Pan, Early Childhood Investments Substantially Boost Adult Health, 343 Science 1478-1485 (March 2014).

28 According to National Survey of Children's Health, reported in Zero to Three's State Baby Facts, only 20 percent of Utah's young children that receive a developmental screening have a moderate to severe developmental delay.

29 Beginning October 1, 2019, Utah will implement its Child Care Quality System which will provide a rating for licensed child care programs. Utah's licensed family child care programs will participate in the system beginning in late 2020. As of publication, 28 percent of the child care programs serving a child subsidy population of at least 10 percent is either participating in CCQS or if family child care, working to improve program quality aligning with the criteria established in CCQS.

30 KEEP statewide assessment was first used at the beginning of the 2017-2018 school year. It measures numeracy, literacy and social and emotional development.

- 31 The population analyzed to determine whether families experiencing intergenerational poverty was among those families receiving benefits through the Supplemental Nutrition Assistance Program.
- 32 Feeding America, Map the Meal Gap, Food Insecurity in the United States, <http://map.feedingamerica.org>. Food insecurity is a measure established by the USDA to evaluate lack of access to enough food for an active, healthy life for individuals. It often includes limited access to nutritionally adequate foods. Children experiencing food insecurity are living in families experiencing food insecurity.
- 33 UT CODE §35A-9-303(1)(b), (2)(e)(i)(A).
- 34 Institute for Children, Poverty, and Homelessness (ICPH), Out of the Shadows: A State-by-State Ranking of Accountability for Homeless Students.
- 35 See Utah's Fourth Annual Report on Intergenerational Poverty, Welfare Dependency and the Use of Public Assistance, 2015; Utah's Fifth Annual Report on Intergenerational Poverty, Welfare Dependency and the Use of Public Assistance, 2016, <https://jobs.utah.gov/edo/intergenerational/igpr.html>.
- 36 Utah Department of Workforce Services, State of Utah Annual Report on Homelessness 2019, <https://jobs.utah.gov/housing/scso/documents/homelessness2019.pdf>.
- 37 Utah Department of Workforce Services, State of Utah Affordable Housing Assessment 2017, 62, <https://jobs.utah.gov/housing/publications/documents/affordablehousingreport.pdf>.
- 38 University of Utah, Kem C. Gardner Policy Institute, Social Determinants of Health (August 2018), <http://gardner.utah.edu/wp-content/uploads/Aug2018SymposiumData.pdf>.
- 39 Jennifer E. DeVoe, MD, Carrie J. Tillotson, MPH and Lorraine S. Wallace, PhD, Children's Receipt of Health Care Services and Family Health Insurance Patterns, *Annals of Family Medicine*, September 2009: 406-413.
- 40 In 2019, the Utah Legislature appropriated an additional \$16 million to provide funding for school counselors.



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AND

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2019



utah department of
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UTAH JUVENILE COURTS

