

UTAH'S THIRD ANNUAL REPORT

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

AND

UTAH INTERGENERATIONAL WELFARE REFORM COMMISSION
ANNUAL REPORT

2014



Department of Workforce Services (DWS)



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Department of Workforce Services (DWS)



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- Utah Juvenile Courts
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EXECUTIVE SUMMARY

In accordance with the requirements of the Intergenerational Poverty Mitigation Act, the Utah Department of Workforce Services presents *Utah's Third Annual Report on Intergenerational Poverty, Welfare Dependency and the Use of Public Assistance*. The primary data source to track intergenerational poverty is the administrative records from The Department of Workforce Services (DWS), a state agency that administers several public assistance programs for lower income families across the state.

The most significant development in the 2014 report is the inclusion of data from the other four agencies providing services to children and their families: Department of Health (DOH), Department of Human Services (“DHS”), Utah State Office of Education (USOE) and Utah Juvenile Courts.¹ Together, DWS and these agencies engaged in extensive data-sharing to begin understanding the challenges confronting children either living in intergenerational poverty or at risk of continued poverty into and through adulthood.

This *Third Annual Report* responds to the requirements of the Intergenerational Poverty Mitigation Act which creates a sense of urgency to rescue Utah children from the cycle of poverty before becoming adults.² As such, this report provides the research and data necessary to ensure the Intergenerational Welfare Reform Commission (“Commission”) and the Intergenerational Poverty Advisory Committee (“Advisory Committee”) meet their obligations of developing evidence-based and data-driven policies and programs to decrease “the incidence of intergenerational poverty among the state’s children and increasing the number of the state’s children who escape the poverty cycle and welfare dependency.”³ Without providing specific policy and program recommendations, this report assists the Commission and Advisory Committee in fulfilling this requirement by utilizing the data to establish general recommendations within those areas with the most pressing need to rescue children from the cycle of poverty.

This report devotes much analysis to the lives of those Utah children at risk of remaining in the cycle of poverty as adults to better understand the challenges and obstacles they encounter. Although the focus of the report is on these children, it acknowledges the valuable role parents play in raising children and as a result, also includes data on parents.

Important findings from this *Third Annual Report* include the following:

- 52,073 children are already experiencing intergenerational poverty with an additional 236,056 kids at risk of remaining in poverty as adults. Combined, these children are 33 percent of Utah’s child population.
- 89 percent of the children experiencing intergenerational poverty are 12 years old or younger.
- The majority of the children have risk factors present in their lives that when coupled with economic hardship jeopardizes their well-being. The most prevalent of these risk factors include living in single-parent households and households in which the parent(s) lacked employment in the past twelve months.

- All of these children’s education-related indicators evaluated register well below the state averages, including low proficiency scores on third grade language arts and eighth grade math assessments.
- More than 90 percent of the children included in the report received health care coverage through either Medicaid or the Children’s Health Insurance Program (CHIP). This coverage ensured that the majority of these children saw a physician in 2013 but only 45% of the children in intergenerational poverty saw a dentist.
- Instances of abuse and neglect occur with greater frequency among families experiencing intergenerational poverty (“IGP”) than the Utah population at large. Nearly 28 percent of the adults in the intergenerational poverty cohort were victims of abuse and neglect as children and 26 percent of their children have been victims of abuse and neglect. Moreover, 38 percent of the IGP adults who were victims of abuse and neglect as children have been perpetrators of abuse and neglect of children.

Although the data presented in this report reveals characteristics of the families experiencing intergenerational poverty, as well as children at risk of entering the cycle of poverty, caution must be exercised when interpreting the findings in the report. Given the limitations of the data tracking system and initial challenges with matching data across state agencies, this report presents different levels of correlation between the indicators included and intergenerational poverty. There is no capacity to establish causation. However, as the data tracking system continues to develop and coordination among the agencies becomes more robust, future reports may allow more conclusions to be made from the data.



SECTION 1: BACKGROUND

Utah has emerged from the Great Recession and is experiencing tremendous economic growth. Recently, Governor Gary R. Herbert met his goal of creating 100,000 jobs in 1,000 days and the unemployment rate is 3.5 percent, one of the lowest in the nation.⁴ Despite this economic growth, nearly 13 percent of Utahns are living in poverty.⁵

Although Utah's poverty rate is significantly lower than the national average, the Utah Legislature recognized that there are high societal and economic costs of allowing generations of families to remain in poverty. This jeopardizes not only their future but the state's future in lost human capital, should it fail to implement programs and policies designed to end the cycle of poverty for Utah children.⁶ It is in this context that the Utah Legislature passed the Intergenerational Poverty Mitigation Act ("Act") in 2012 and subsequently expanded it in 2013.⁷ Utah is the only state in the nation examining this subset of poverty and one of only a handful of states making a concerted effort to reduce poverty.⁸

Under the Act, DWS created a tracking system to gain greater understanding of the populations of impoverished children most at risk of remaining in poverty as adults. Under this charge, DWS established a definition of intergenerational poverty by evaluating attachment to public assistance programs providing financial assistance, medical assistance, Food Stamps and child care subsidies. Although this definition does not encompass all Utahns who experienced poverty as children and remain in poverty as adults, it likely accounts for a large segment of that population.⁹

Throughout this report, these individuals are referred to as the "intergenerational poverty (IGP) adult cohort." Frequently, this cohort will be compared to adults utilizing public assistance for whom there is no record indicating they participated in public assistance programs as children. Those adults are referred to as the

"public assistance, non-intergenerational poverty adult cohort," or "PA, non-IGP adult cohort."

In addition to tracking the adults in the IGP adult cohort, the Act requires the identification of groups of children that "have a high risk of experiencing intergenerational poverty."¹⁰ In this year's report, two cohorts of children are identified to better understand the characteristics of children in jeopardy of remaining in the cycle of poverty into adulthood. DWS is tracking two groups of children: (1) children of those adults in the intergenerational poverty adult cohort, and (2) children currently receiving public assistance. These children will be referred to as the "intergenerational poverty (IGP) child cohort" and the "at-risk child cohort," respectively.

Including data on both groups of children is supported by research conducted by Professor Benjamin Gibbs at Brigham Young University. This research suggests that children receiving public assistance for even one month are equally likely to become members of the intergenerational poverty cohort as adults.¹¹ This suggests that there is more to intergenerational poverty than exposure to public assistance but that public assistance may be a proxy for life-long financial instability. Analyzing this group of children in addition to the intergenerational poverty child cohort allows for policy and program recommendations to reach all children in jeopardy of remaining in poverty as adults, not simply those children who are already second, or even third generation in poverty.

Although still in the early stages of understanding the factors causing families to utilize public assistance for multiple generations, this third report begins to reveal trends among adults currently receiving public assistance benefits who received benefits as children. It also analyzes data related to the lives of those children at risk of remaining in poverty into adulthood. The report is designed to assist those responsible for reducing intergenerational poverty through the creation of

evidence-based and data driven policies and programs addressing poverty. To that end, the report provides a detailed look at areas in a child's life influencing self-sufficiency and success into and throughout adulthood. These areas include education, health, child welfare, family structure and stability and interactions with the juvenile justice system.

THE GOALS OF THE THIRD ANNUAL REPORT ON INTERGENERATIONAL POVERTY

include the following:

- (1) Utilize the DWS databases to identify those children most at risk of experiencing intergenerational poverty;
- (2) Reveal any patterns among the intergenerational poverty cohort and those most at risk of experiencing intergenerational poverty as adults;
- (3) Report data that has been matched across relevant state agencies to gain greater understanding of the challenges and barriers confronting children at risk of remaining in poverty, as well as the breadth and scope of services these children are receiving across agencies; and
- (4) Assist the Commission and Advisory Committee in establishing policy and program recommendations by providing general recommendations in areas of pressing need to end the cycle of poverty for Utah children.



SECTION 2:

UNDERSTANDING POVERTY AND INTERGENERATIONAL POVERTY IN UTAH

Children growing up in poverty experience challenges to healthy development both in the short and long term, demonstrating impairments in cognitive, behavioral and social development. This often leads to poor outcomes such as failing to graduate from high school, teen pregnancy, poor health and difficulty obtaining secure employment.¹² The younger a child is when his or her family is impoverished, the greater the likelihood of poor outcomes for that child.¹³

Although the set of challenges confronting these children is reason enough to reduce the number of children living in poverty, there are impacts beyond the children themselves. Poverty is an economic issue impacting communities throughout Utah. When children are under-educated or developmentally unprepared to learn or adapt, the economic progress of the larger community is impacted. Poverty imposes direct and significant costs on a state's economy. These increased costs include health care for the uninsured, shelters for the homeless, public assistance programs, bad debt and decreases in tax revenues. One estimate places the annual cost to the public of child poverty at \$500 billion—or three percent of the nation's Gross Domestic Product (GDP).¹⁴

The relationship between financial challenges and poverty is clear, however, this is only one of many factors leading to poverty. Many programs addressing poverty fail to address the underlying causes contributing to it. The Intergenerational Poverty Mitigation Act, through research and analysis, is designed to evaluate governmental policies and programs in an effort to ensure positive outcomes for children experiencing poverty.

Defining and Measuring Poverty

Typically, one is in poverty if he or she meets the federal poverty guidelines. In 2014, a family of four earning less than \$23,850 is identified as living in poverty.¹⁵ These guidelines are established each year and provide an annual income threshold, below which an individual or family is considered to be living in poverty. These people are unable to provide adequate levels of food, housing, clothing, health care and education for themselves and their children. In 2012, nearly 330,000 (13 percent) Utahns were living in poverty.

Currently, the poverty statistics are based on the original poverty measure created in 1960. Although it is recalculated annually, the measurement has not been revised since it was established. It is based on the cost to purchase basic foods and multiplied by three. The multiplier is set at three because when originally established, food costs were equal to roughly one-third of a family's household budget.

“When such poverty befalls families rearing children—the citizens of the future—the social consequences reach far beyond the present deprivation.”

—Mollie Orshansky, Creator of the Official Poverty Measure

**2014 Poverty Guidelines for the United States
(excludes Alaska and Hawaii)**

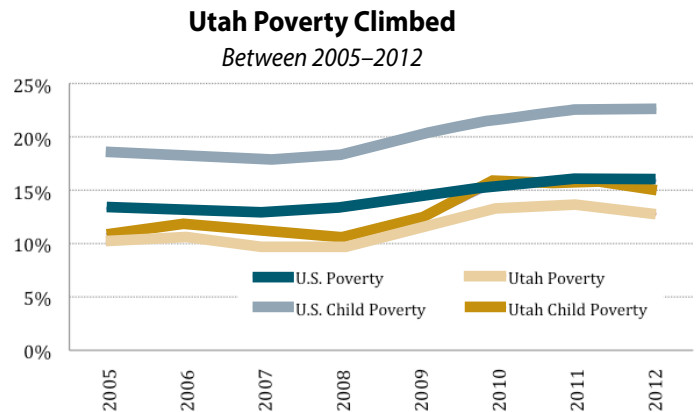
Persons in family/ household	Poverty guideline
1	\$11,670
2	\$15,730
3	\$19,790
4	\$23,850
5	\$27,910
6	\$31,970
7	\$36,030
8	\$40,090
For families/households with more than 8 persons, add \$4,060 for each additional person	

There is much criticism of the national poverty measure: (1) food costs are now equal to one-seventh of a family’s household budget; (2) other household expenses are not included in the measure; and (3) other sources of income such as other resources or benefits are not included in the measure.¹⁶ Although an inadequate and imprecise measure of a family’s ability to meet the basic needs of its members, it is the one most widely utilized in determining whether individuals are living in poverty.

The federal poverty measure also fails to account for variations in the cost-of-living based on geography. Even within a state, there is great variation in the cost of living. For example, in Salt Lake City, a family of four requires an income of approximately \$59,785 to meet the basic needs of a secure yet modest living standard which includes housing, food, transportation, child care, health care and other common monthly expenses.¹⁷ This amount is higher than in some rural communities throughout the state but it demonstrates the inadequacy of the federal poverty measure which fails to reflect the true costs associated with meeting a family’s basic needs.

As has been the case nationwide, poverty in Utah grew dramatically since 2005. In fact, during the Great Recession, poverty in Utah rose much more sharply than

There are more Utah children living in poverty than live in Provo, Utah’s third largest city.



Source: U.S. Census Bureau, 2012 ACS 1-year estimates.

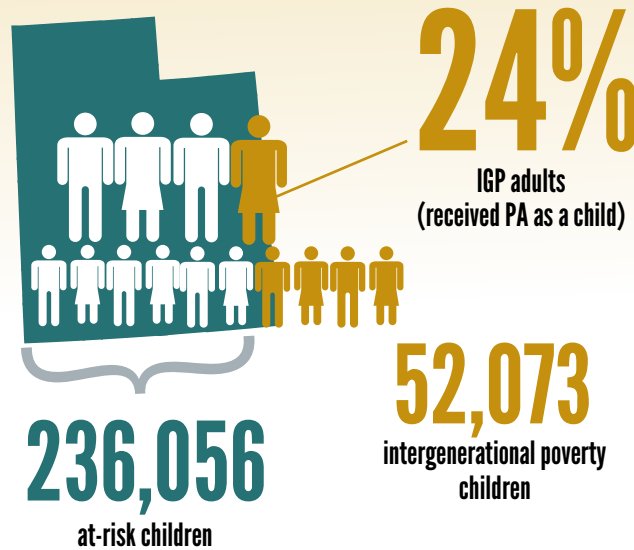
the national rate, increasing 40 percent compared to 20 percent nationally. Similarly, between 2008 and 2011, Utah’s child poverty rate increased 51 percent while the national rate increased 24 percent. This rise in poverty occurred as unemployment rates increased sharply during the same period.

Child poverty is declining slightly in Utah. Between 2011 and 2012, there were 18,446 fewer children living in poverty.¹⁸ Although the decline is encouraging, those children who remain in poverty are more likely to remain there into adulthood.¹⁹

Defining and Measuring Intergenerational Poverty in Utah

The Intergenerational Poverty Mitigation Act as passed by the Utah Legislature, established DWS as the agency responsible for establishing and maintaining a system to track intergenerational poverty. This group—a subset of all those in poverty—is distinct from those who experience poverty in the wake of changes in life circumstances such as job loss, death of a spouse or

Utah Adults Receiving Public Assistance (PA)



divorce.²⁰ Although the legislation provided some guidance on the definition of intergenerational poverty, the DWS database captures data only for those Utahns served by one or more public assistance programs anytime from 1989 to the present. As a result, the definition of intergenerational poverty was developed based on available data and incorporates those limitations. The above diagram illustrates the groups tracked by DWS.

The focus of the Intergenerational Poverty Mitigation Act (“Act”) is understanding the children in jeopardy of remaining in, or entering the cycle of, poverty into adulthood to allow implementation of interventions that will provide them with the opportunity to break the cycle. Although children are a focus of the Act, it is critical not only to understand their lives but also their parents. After all, children are not poor. Rather, it is the families and households in which they live that are poor. To recognize this reality, throughout this report data relating to factors controlled by parents directly influencing outcomes for children are analyzed.

Characteristics of Adults With An Intergenerational Public Assistance History

In the past three years since DWS began tracking intergenerational poverty in 2012, there has been little change in the size of the adult cohort. As in previous reports, the adults living in intergenerational poverty comprise nearly one-quarter of those receiving public assistance. The remaining 76 percent of those receiving



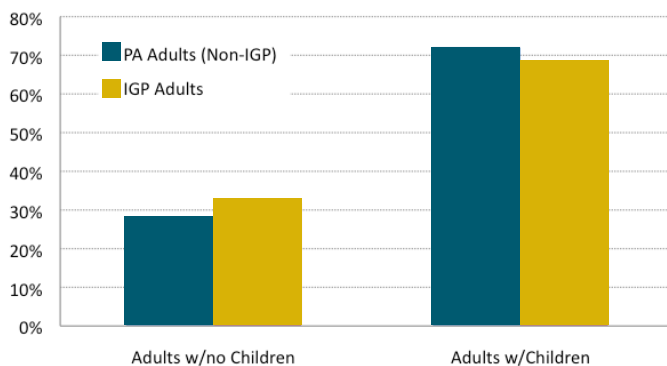
public assistance find themselves in that economic situation primarily due to situational circumstances such as a loss of a job, an illness or other temporary hardships. These adults are experiencing “situational poverty.”²¹ There is an assumption that individuals receiving public assistance who are not experiencing intergenerational poverty are experiencing situational poverty but there may be other explanations as to why they are not included in the intergenerational poverty cohort, including growing up outside of Utah.

In 2013, there were 149,053 adults between the ages of 21 and 42 receiving public assistance benefits. Of that, 35,816 met the definition of intergenerational poverty.²²

Public Assistance, Cohort Comparison			
	2012	2013	2014
Total PA	151,170	149,639	149,053
IGP Adults	35,778	36,449	35,816
Non-IGP PA	115,392	113,190	113,237

The majority of the adults receiving public assistance have children. This is not surprising given that most of the public assistance programs evaluated to establish the intergenerational poverty cohort require the presence of dependents in the home.

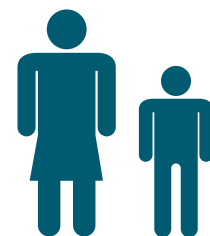
Majority of PA Adults Have Children



Also as a result of eligibility requirements, it is not surprising the IGP adult cohort is overwhelmingly female as the majority of dependents reside with their mothers. In contrast, Utah Census poverty figures reveal a more equal distribution between men and women living in poverty between the ages of 21 and 42 years old. The disparity between women and men which appears in the intergenerational poverty cohort but not in the overall poverty numbers is something to consider when establishing policies, programs and procedures to address intergenerational poverty. Although there are significantly fewer men participating in the programs evaluated in the data tracking system, there are likely many more men experiencing intergenerational poverty who are not appearing in the data.

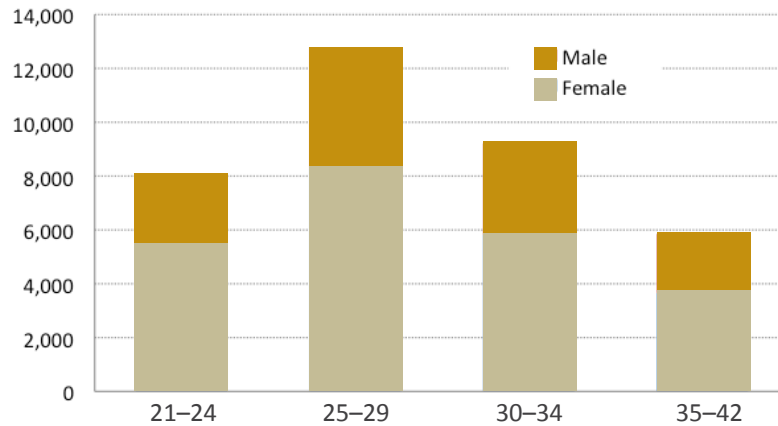


65%
of IGP are women



35%
of IGP are men

Majority of IGP Adults are Below 35 Years of Age



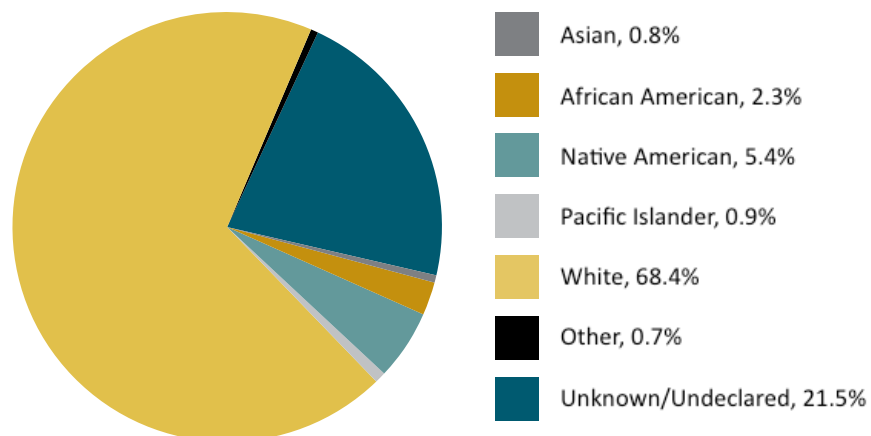
Not only are the majority of the members of the IGP adult cohort primarily women, they are primarily under age 35.

The data reveals that some racial minorities are disproportionately represented in the IGP adult cohort. For example, African Americans represent 1.1 percent of the Utah population but 2.3 percent of the IGP adult cohort. Similarly, Native Americans represent 1.1 percent of the Utah population but 5.4 percent of the IGP adult cohort. However, race data is only collected when it is identified by individuals. This is also true of ethnicity data which includes the categories of Hispanic and non-Hispanic white individuals. As a result, the ethnicity data is not included below but is provided in Appendix B.8. As noted on page ten, 24 percent of those receiving public assistance in Utah

received it as children for at least twelve months. This figure fails to account for adults currently receiving public assistance who grew up outside of Utah. In fact, research conducted by the University of Utah revealed that a large share of those receiving public assistance, specifically financial assistance, spent part or all of their childhoods in other states.²³ Therefore, it is likely that there is a larger share of current public assistance customers who were attached to public assistance as children but are not captured in the DWS database.

Those adults who are in intergenerational poverty and included in the DWS database spent on average, six years of their childhood in families receiving public assistance. Most of those years were spent on Medicaid or Food Stamps.

Race of IGP Adults



Average Lifetime Years of Assistance of IGP Adults (G2)			
Program	Child (<18) Years	Adult (>=18) Years	Total Lifetime Years
Financial	3.4	1.5	4.9
Food Stamps	4.8	4.9	9.8
Medical	5.5	4.7	10.2
Child Care Subsidy	1.3	1.8	3.1
Total Average Years	6.1	6.3	12.3

These adults are still primarily receiving benefits through Food Stamps and Medicaid, although a very small percentage of public assistance customers are receiving child care subsidies.

Public Assistance as an Adult CY2013	Adults	
	IGP	PA, Non-IGP
Financial	6%	4%
Food Stamps	87%	79%
Child Care	12%	7%
Medical	66%	59%

There is a larger share of adults in the IGP adult cohort receiving child care subsidies than adults in the PA, non-IGP adult cohort. This is not surprising given that more intergenerational poverty adults participate in the Family Employment Program (FEP), one of the programs connected to child care subsidies.²⁴ According to DWS research, child care subsidies are shown to contribute more to an individual's continued employment or meeting FEP work participation requirements than any other intervention provided through FEP.²⁵

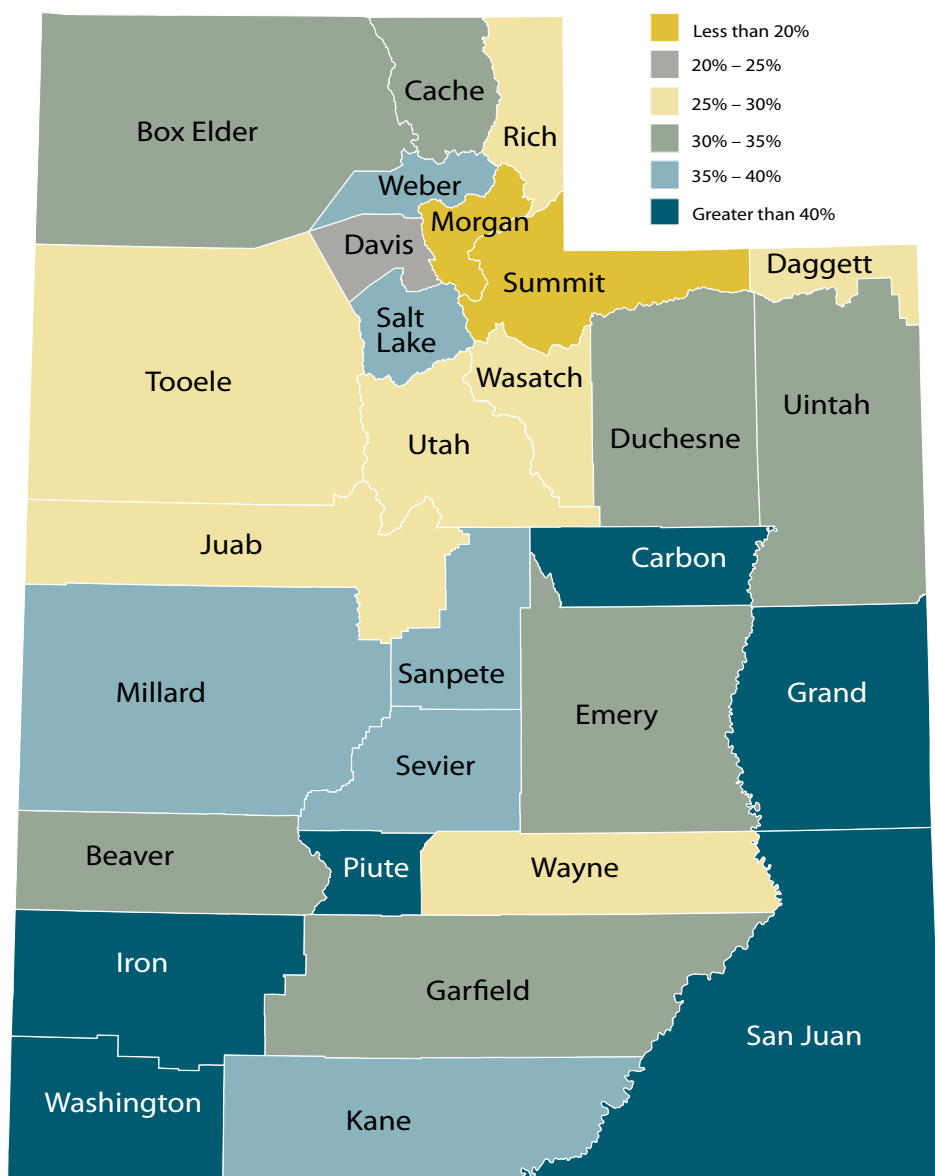
For additional information on the IGP adult cohort, see Appendix B: Additional Data on the IGP and PA, Non-IGP Adult Cohorts.



Characteristics of Children in Jeopardy of Remaining in Poverty

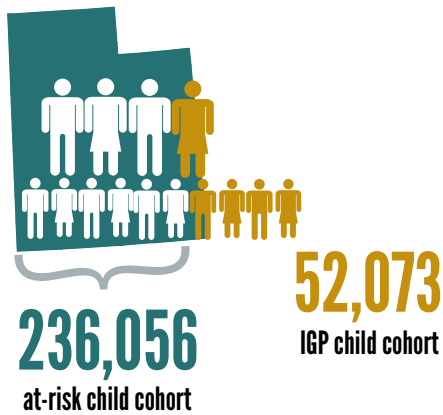
Although most Utah children live along the Wasatch Front, children in jeopardy of remaining in poverty are not clustered in any one particular region in the state. As the map below illustrates, these children reside in every county in Utah. As a result, the causes and solutions to that poverty are as distinct as the counties themselves and it is within those counties that solutions will be developed.

IGP & "At Risk" Children by County²⁶

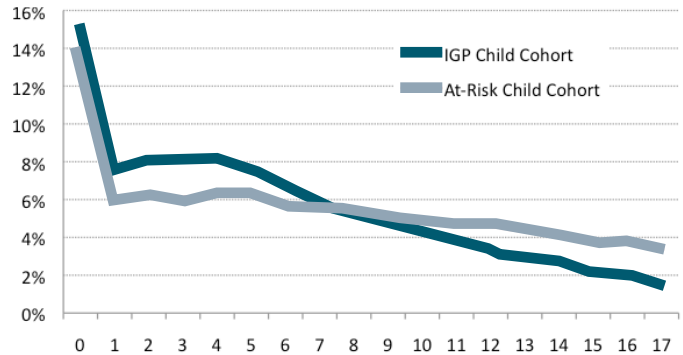


Included on the Intergenerational Poverty Advisory Committee are members representing rural communities to ensure the needs of those living in poverty in rural areas are met. See Appendix A.2.

Children in Jeopardy of Remaining in Poverty



Children in Jeopardy of Remaining in Poverty by Age



Although the intergenerational poverty child cohort is only six percent of Utah’s child population, the children in the IGP child cohort when added to the children in the at-risk child cohort comprise 33 percent of Utah’s child population.²⁷

Since DWS began tracking intergenerational poverty, the child cohort has fluctuated slightly. Overall, it has increased by nearly 1,000 children. A portion of this increase is likely attributable to the increase in the size of the adult cohort. Each year, the system tracks an increasing number of adults due to its limitation of only having records back to 1989. In the first report, data was only available for adults forty years old and younger. In this report, data includes adults up to age 42. As a result, the adult cohort increases in number which results in a corresponding increase in the IGP child cohort.

may be attributable to two factors, among others: (1) young families are more likely to experience economic hardship; and (2) adults between 21 and 42 years old are likely to have young children. As policymakers develop programs and solutions to reduce the cycle of poverty among Utah children, this age distribution will be informative. Research consistently demonstrates the importance of implementing intervention as early as possible for children.²⁸

Children and Public Assistance Utilization

Similar to the adult cohorts, children in both the intergenerational poverty and at-risk cohorts are primarily receiving public assistance through Food Stamps, Medicaid and the Children’s Health Insurance Program (CHIP).

IGP Child Cohort, 2012-2014	2012	2013	2014
IGP Child Cohort	51,079	52,426	52,073

89 percent of the IGP child cohort are 12 years old or younger and 47 percent are four years old or younger.

Unlike the adult intergenerational poverty adult cohort which has a higher percentage of females, the child cohort is equally distributed among girls and boys. Although gender is equally divided, there is not an equal distribution by age. In fact, 89 percent of the children in the IGP child cohort and 81 percent of the children in the at-risk child cohort are under twelve years old. This



Public Assistance for Children in CY 2013	Intergenerational Poverty Child Cohort		At-Risk Child Cohort	
	Type of Program	Count	Ratio	Count
Financial	5,146	9.9%	12,747	5.0%
Child Care Subsidies	9,393	18.0%	17,215	6.8%
Food Stamps	48,371	92.9%	145,229	57.4%
Medical	48,725	93.6%	235,754	93.2%

It is not merely the case that receiving public assistance as a child predicts adult attachment to these programs. Rather, poverty in adulthood is correlated with time spent in poverty as a child.²⁹ For adults who were poor as children, there is a greater likelihood that they will remain poor in early and middle adulthood than those who were never poor. The National Center for Children in Poverty (NCCP) has found that of the children living in poverty for eight or more years between the ages of zero to fifteen, approximately 45 percent will still be poor when they are 35 years old.³⁰ In Utah, this is a significant issue given that those young adults are also more likely to begin families of their own.³¹ If these young adults have children while experiencing poverty, they risk passing that station in life onto their children and continuing the cycle of poverty if interventions for their children are not implemented.



In determining the probability that children in the intergenerational poverty child cohort or the at-risk child cohort will remain in poverty as adults, it is necessary to evaluate those children in each respective cohort between the ages of fifteen and seventeen. The data system does not include any children over seventeen and since the probability of poverty is determined by evaluating time in poverty as a child between the ages of zero and fifteen, data cannot be analyzed for any children less than fifteen years old.

As a result, determining the probability of the intergenerational poverty and at-risk child cohorts was determined by looking at the length of time 29,607 children, between the ages of fifteen and seventeen, received Food Stamps or cash assistance while they were between the ages of zero and fifteen.³² Only participation in these two public assistance programs was analyzed since eligibility for those programs is most closely aligned with federal poverty measures.

Years Receiving Food Stamps or Cash Assistance during childhood (birth to 15)	IGP Children N=3,034		At-Risk Children N=26,573	
	Count	% of Total	Count	% of Total
0% (0 years)	13	0%	1,773	7%
1% to 50% (1-7 years)	665	22%	12,127	46%
51%-100% (8-14 years)	2,356	78%	12,673	48%

The analysis reveals a strong attachment to public assistance among intergenerational poverty children. More than three-quarters of the children in the IGP child cohort spent a significant portion of their childhood receiving public assistance programs. Although children in the at-risk child cohort spent less time on public assistance, there is still significant attachment to these programs.

In all, 15,029 Utah children spent at least eight to fourteen years of their first fifteen years of life in families receiving Food Stamps or Cash Assistance in Utah. Applying the NCCP analysis, it is estimated that 7,844 of these children will still be in poverty at age 35. This is one-quarter of the fifteen to seventeen year olds included in the analysis. It is difficult to determine whether a similar trend will persist among the younger members of the child cohorts. Only future analysis will reveal whether this level of attachment to public assistance is occurring among the younger children.

This attachment to public assistance by this subset of the IGP child cohort is not unlike the IGP adults who also spent more than a year in families receiving public assistance when they were children as shown on page 12 showing the average number of years these adults have been attached to public assistance in Utah both as adults and as children, by program type.

Characteristics of the Intergenerational Poverty Adult and Child Cohorts

The baseline data provided for both the IGP adult cohort and the IGP child cohort reveals the predominant characteristics of each group. Box 1 provides the typical profile of each cohort.

Box 1

Characteristics of Adults Experiencing Intergenerational Poverty

- Young adults between 21 and 34 years old
- Caucasian
- Female
- Single
- At least one child 12 years old or younger
- Resides in Salt Lake, Utah or Weber County
- Received Food Stamps or Medicaid in Utah for at least 6 years as a child
- Currently receiving Food Stamps and/or Medicaid for herself and children
- Lacks education beyond high school diploma or GED
- Some work experience, primarily in low wage, service-sector jobs

Characteristics of Children Experiencing Intergenerational Poverty

- 12 years old or younger
- Caucasian
- Lives with one parent
- At least one other child residing in the home
- Received public assistance in Utah for at least one year
- Likely receiving medical benefits and/or Food Stamps
- Resides in Salt Lake, Utah or Weber County



SECTION 3:

ADDITIONAL RISK FACTORS IMPACTING CHILD WELL-BEING

A commitment to “measurably reducing the incidence of children . . . who remain in the cycle of poverty and welfare dependency” requires an evaluation beyond attachment to public assistance programs.³³ Many children receiving public assistance through their parents are experiencing multiple challenges threatening their future success, which in turn threatens the vitality of Utah’s economy.

According to the NCCP, there are several factors placing a child at risk for poor health, educational and developmental outcomes.³⁴ These factors are listed in Box 2. When present in a child’s life, these risk factors jeopardize child well-being more profoundly when coupled with economic hardship. In this report, attachment to public assistance indicates economic hardship.³⁵ Several additional risk factors are not included on the NCCP list. These factors will be explored later in this report and relate to education, health, child abuse and neglect and interactions with the juvenile justice system.

The majority of Utah children in jeopardy of remaining in poverty as adults have one or two of these NCCP risks present in their lives. The most prevalent of

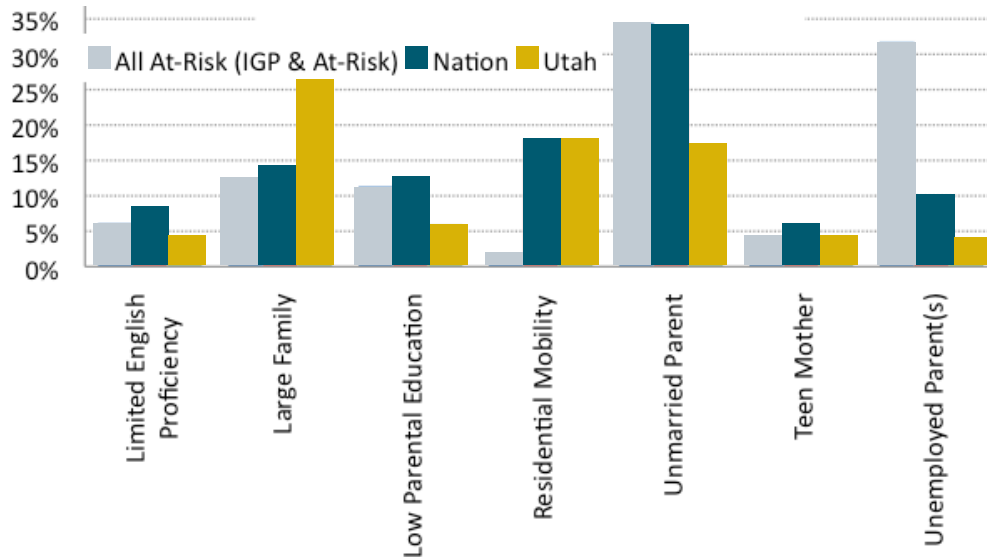
Box 2

Risk Factors of Child Well-Being

- Households without English speakers
- Families with four or more children
- Parents lacking high school diploma or equivalent
- Children who have moved one or more times in 12 months
- Unmarried parent
- Teen mother
- Parents had no employment in previous year

Risk Factors Experienced by Utah Children

Children 0–9 Years of Age



Source: Utah Department of Workforce Services, National Center for Children in Poverty.

these risks are living in single-parent households and households in which parent(s) lacked employment in the past twelve months.

Surprisingly, there is limited presence of the risks of households without English speakers and teen mothers.³⁶ It is unclear whether these risks really are limited among the intergenerational poverty child and at-risk child cohorts or if the factors are absent due to limitations of the data. As with much of the data included in this report, these limitations caution against drawing direct correlations between the risk factors. Rather, the risk factors are provided to establish a more comprehensive picture of the barriers children in poverty are confronting so that policies and programs can be established with those barriers in mind.

The figure above provides an overview of the NCCP risk factors present in Utah children in the IGP child cohort and at-risk child cohort, between the ages of zero and nine. For purposes of this analysis, the IGP children and the at-risk children are combined and referred collectively as “at-risk.” This table compares these children to all Utah children, as well as children nationally.

It is important to note that one risk, by itself, may not present challenges for children. However, children with three or more risks are more vulnerable than children only experiencing one risk.³⁷

The majority of children in both the IGP child and at-risk child cohorts are experiencing at least one risk. Fortunately, only 10 percent (5,200 children) from the IGP child cohort are experiencing three or more risk factors.

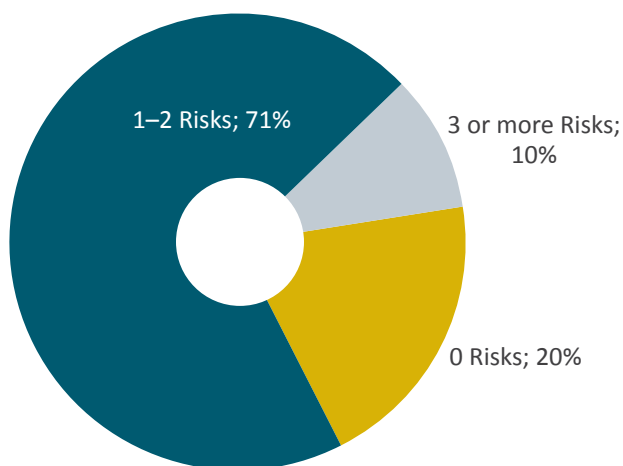
Among children in the at-risk child cohort there are far fewer children with three risks and one-third have no risks. The following provides further analysis on the risk factors relating to family structure, parental educational attainment and parental employment, family mobility and teen parents.

Family Structure

There are two risk factors related to family structure that are correlated with poor outcomes for children: (1) growing up in single-parent households and (2) growing up in a family with four or more children (i.e. large family). In both of these instances, the likelihood the family will struggle financially increases. When a child grows up in a

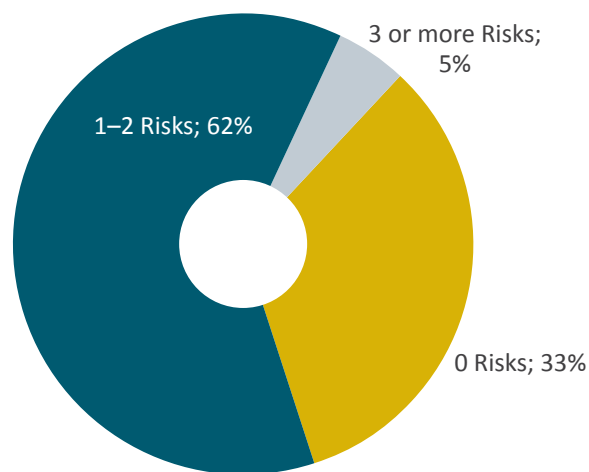
Risk Frequency: Utah IGP Children

IGP Child Cohort, 0–9 Years of Age



Risk Frequency: Utah “At-Risk” Children

At-Risk Child Cohort, 0–9 Years of Age



family unable to provide for basic economic needs, that child is at increased risk of living in a household where parents are experiencing anxiety, depression, substance abuse and domestic violence.³⁸ In these circumstances, parenting is often compromised which may lead to poor outcomes for their children including dropping out of school, teen pregnancy, poor health and lack of secure employment.

Poverty among children living in single-parent families is significantly higher than in two-parent households. There may be several reasons these families struggle financially including limited educational attainment, presence of only one income-earner and a desire for a parent to remain home raising a child while that child is young. Whatever the reason, 35 percent of Utah single-parent families are living in poverty.³⁹ In contrast, only 8 percent of married-couple families are living in poverty.⁴⁰

Among those children living in families receiving public assistance, there is an even greater proportion living in single-parent households. Nearly 62 percent of children in the intergenerational poverty cohort are living in single-parent households; nearly 50 percent of children in the at-risk cohort are living in single-parent households. These single-parent households

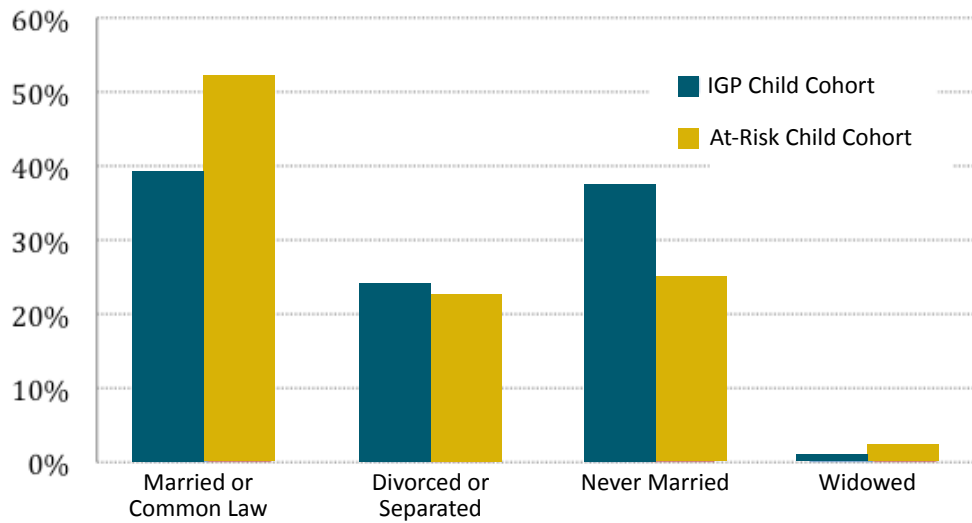
include families in which parents are divorced, legally separated, never married or widowed. The figure to the right provides the percentage of children in the intergenerational poverty cohort and at-risk cohort by family structure.

Similarly, the poverty rate among large families is higher than for smaller families, particularly among single-parent households. Nearly 50 percent of single-parent families with three or four children are living in poverty. Fortunately, this risk factor is not as pronounced among the intergenerational poverty child or at-risk child cohorts. The majority of children, 54 percent, are living with only one or two other children present in the household.

35 percent of Utah families with a single mother are living in poverty. Nearly 62 percent of the intergenerational poverty cohort children are living in single-parent homes.

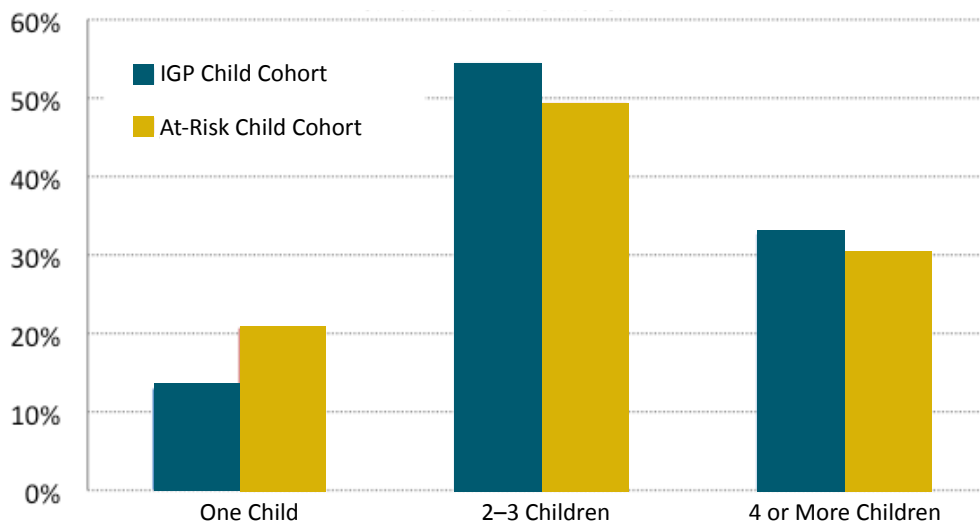


Children in Households by Marital Status of Adults



Number of Children Present in the Home

IGP and At-Risk Children

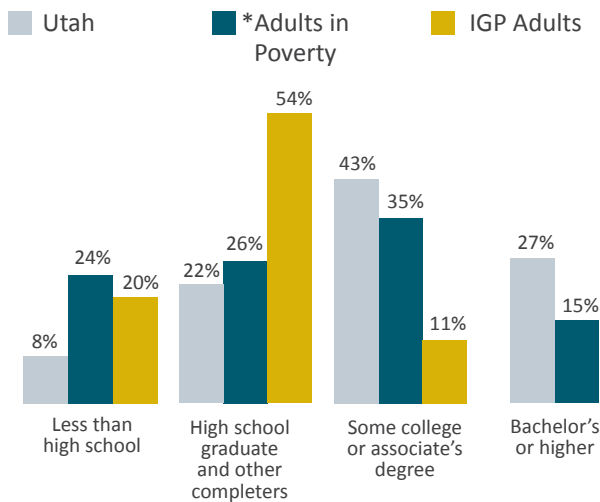


Parental Educational Attainment and Employment

The level of education a parent achieves has significant bearing on several components in a child's life. A parent's level of education directly impacts attachment to the labor force, wages and lifetime earnings.⁴¹ Additionally, there is a correlation between the level of parental educational and the level of education their children attain.⁴²

In Utah, among the adults living in poverty, 50 percent have a high school diploma or less. In contrast, only 15 percent of those living in poverty have a bachelor's degree or higher. In light of this data, it is not surprising to see that nearly three-quarters of the intergenerational poverty adults lack an education beyond high school.

Lower Educational Attainment for IGP Adults



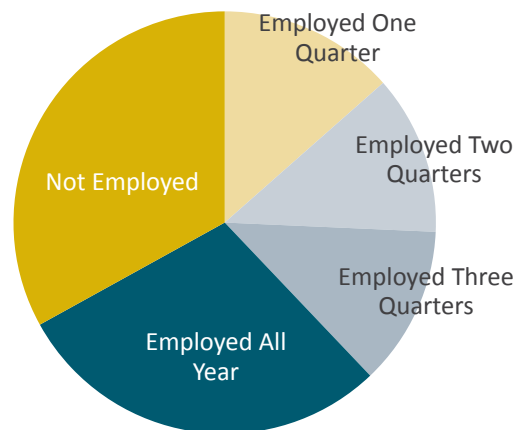
Source: DWS, U.S. Census Bureau. *All Adults, 25 years old and over.

67 percent of the adults living in intergenerational poverty worked in 2013.

The limited educational attainment of the intergenerational poverty adults may partially explain why they struggle with attachment to the labor force. Those with limited education experience unemployment at much higher rates than those with education beyond high school.⁴³ This is concerning given that employment stability increases lifetime earnings and also improves the probability of obtaining employment quickly after job loss.

There is a perception that those living in poverty do not work. This perception is refuted by statewide data and data of those living in intergenerational poverty. In fact, the majority of Utah families living in poverty have at least one spouse working full-time or part-time.⁴⁴ Moreover, 90 percent of all public assistance recipients have some work history.⁴⁵ In 2013, the majority of adults in the IGP adult cohort had some employment, although only 29 percent worked the entire year. Although sporadic, it demonstrates a willingness, desire and need to obtain employment among these individuals. However, it also raises two primary questions: (1) Why is the attachment to the labor force so tenuous?; and (2) Why is it that, despite employment, these individuals and their children remain reliant on public assistance?

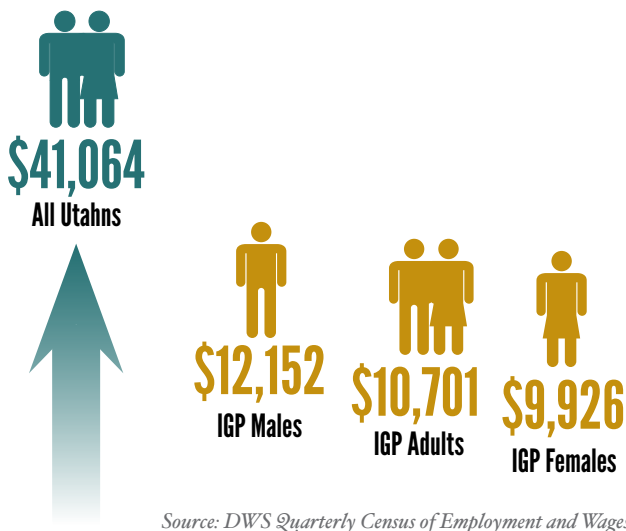
67% of IGP Adults Worked in 2013 Adults in IGP Adult Cohort on DWS Case



The second of those questions relates to the average wages received by these families. The data itself provides several reasons the wages are so low: low educational attainment, sporadic attachment to the labor force, and employment in low-wage job sectors, as discussed in the 2013 annual report.⁴⁶ In 2013, the wages of the intergenerational poverty adults were substantially less than the Utah average annual wage. Statewide, the average annual wage is nearly four times that of the \$10,701 earned annually by the average adult in the IGP adult cohort.

Wages Insufficient to Meet Children's Needs

Average Annual Wages, 2013



Family Mobility

An important factor in healthy child development is stable housing. When children live in stable housing they develop social relationships with peers, cultivate a sense of community and most importantly, experience stability in their educational environment. In contrast, frequent moves inevitably disrupt a child's life and can be a source of stress for the entire family. Children who move frequently experience lower rates of academic achievement and higher dropout rates.⁴⁷

41 percent of children experiencing intergenerational poverty moved at least once in 2013.





Although stable housing is important, there are instances when a move is beneficial to the family such as moving away from neighborhoods experiencing high rates of crime, obtaining a new job or adding a new member to the family. The data provided does not distinguish

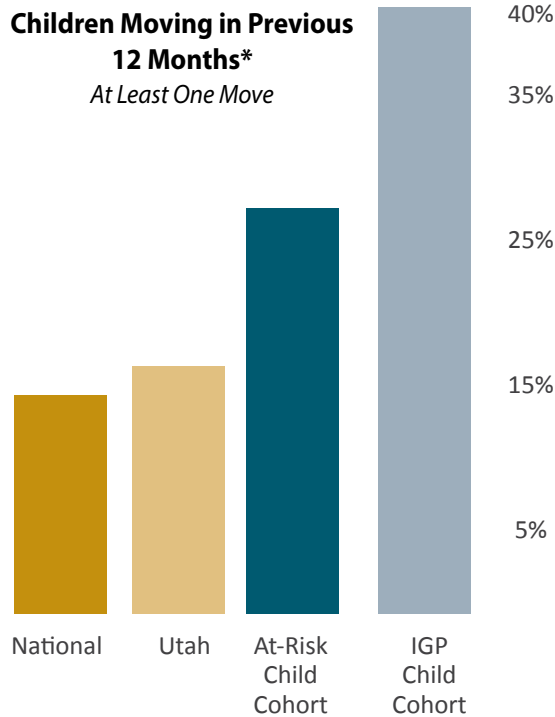
between negative and positive reasons for moving. Families who move at least one time in a twelve month period tend to be disproportionately poor and headed by a single-parent. The data included on page 19, which included mobility among children between the ages of zero and nine, seems to indicate mobility is not a problem among children experiencing intergenerational poverty. However, when the risk factor is analyzed for all children, zero to 17 years old, 41 percent moved at least once in 2013, significantly higher the Utah mobility rate of 17 percent.

Among the children in the intergenerational poverty cohort, 41 percent moved at least once in 2013. This is significantly higher than mobility rates among the children in the at-risk child cohort and the Utah mobility rate.

Teen Pregnancy

Another risk factor for poor outcomes among children is being the child of a teen parent. Not only does teen childbearing negatively impact the mother but has long-term implications for a newborn. Children of teen parents are more likely to be born preterm and at low birth weight, potentially leading to long-term health implications for the child.⁴⁸ Moreover, children of teen parents are more likely to: live in families experiencing economic hardship, drop out of high school, and become teen parents themselves.

Teen pregnancy not only impacts the teen mother and child's long-term outcomes but also imposes a high cost to the state. Although Utah has the sixth lowest teen pregnancy rate in the nation, in 2010, teen childbearing in Utah cost taxpayers at least \$71 million despite a 42 percent decline in teen pregnancies between 1991 and 2010.⁴⁹ In national statistics, teen pregnancy rates are reported as the number of pregnancies per 1,000 girls between the ages of fifteen and nineteen. Due to current limitations in the intergenerational poverty data tracking system, the pregnancy rate among teens experiencing intergenerational poverty only includes pregnancies among girls between the ages of thirteen and seventeen. Thus, it is difficult to compare national, state and intergenerational poverty teen pregnancy rates. However, pregnancy among the teens in the IGP child cohort has been tracked since 2012.



Source: DWS. U.S. Census Bureau, 2012 ACS, 1-year estimates.
*The Utah and National figures are based on moves in the 12 months prior to the 2012 Census. The IGP child and at-risk child cohorts are moves in CY2013.

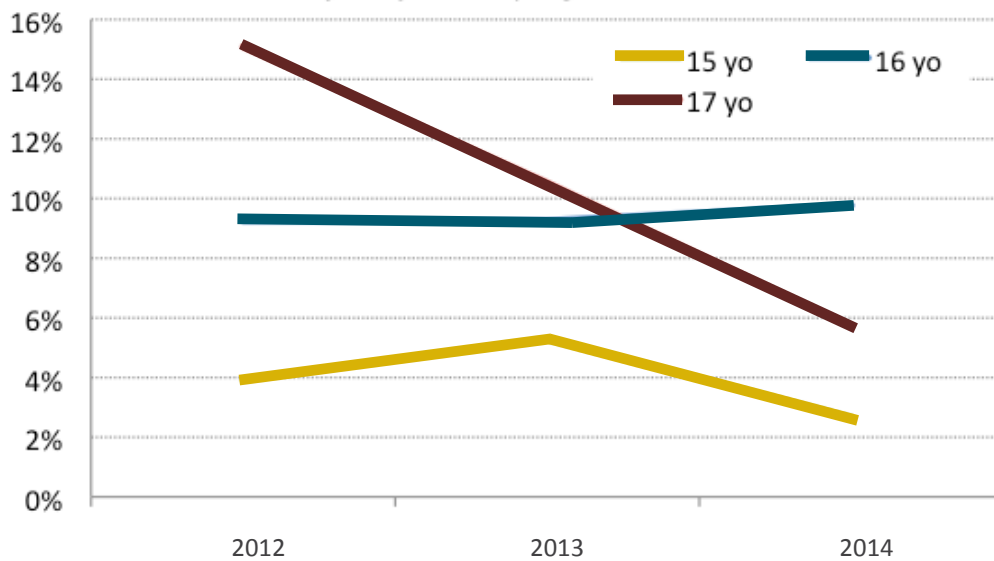
Teen Pregnancy of IGP Females by Age	2012 N=2,518	2013 N=2,790	2014 N=2,821
13	4	1	1
14	5	5	8
15	20	28	14
16	37	44	47
17	56	38	21
Total	122	116	91
Teen Pregnancy as a share of IGP female teens, ages 13-17 years old	4.8%	4.2%	3.2%

As policies and programs are developed to ensure all Utah children are provided the opportunity to become contributing members of the state's economy into adulthood, the data establishing the risk factors prevalent in the lives of children in the IGP child cohort, as well as the at-risk child cohort should be considered. Understanding these risk factors and developing strategies to mitigate them will help meet the goals of the Intergenerational Poverty Mitigation Act.



As with the state's teen pregnancy rate, there has been a decrease in the number of teen pregnancies among teens in the IGP child cohort. When IGP teen pregnancy figures are disaggregated by age it is clear that a decrease in pregnancies is occurring among the older teens with only a slight increase among 16 year olds between 2012 and 2014.

Teen Pregnancy on Decline
% of IGP Females Pregnant, 2013



SECTION 4:

UTAH AGENCIES SERVING CHILDREN IN INTERGENERATIONAL POVERTY AND AT-RISK CHILDREN

The Intergenerational Poverty Mitigation Act recognizes that there are many factors influencing a child's well-being and there is no single factor that, if addressed, will end the cycle of poverty. As such, the Act requires the five state agencies providing services to children serve on the Intergenerational Poverty Welfare Reform Commission. These agencies are expected to share and analyze data regarding intergenerational poverty with particular emphasis on data regarding children in jeopardy of remaining in the cycle of poverty as adults.⁵⁰

As a result of this collaborative effort, the following analysis provides further insight into the children impacted by intergenerational poverty. The analysis begins with an evaluation of academic outcomes for these children given the important role education plays in a child's ability to be self-reliant as an adult. Oftentimes, parents of these children are unable to supplement or support the formal education of their children, exacerbating academic deficits. While not providing an explanation for the academic outcomes for children living in poverty, the data does reveal significant academic challenges confronting children in both cohorts, from poor school attendance to low test scores.

Education is not the only area that plays a critical role in improving the odds for low-income children. The well-being of all children depends on their ability, and the ability of their parents, to remain healthy. Healthy parents are able to maintain employment, ensure economic stability and properly care for their children. Similarly, healthy children are able to attend school consistently and remain engaged in learning throughout

their education. Fortunately, the overwhelming majority of children in both child cohorts and the majority of the IGP adult cohort members are enrolled in public health insurance programs. This connection to public health insurance allows insight into the health care utilization of these families for both physical and mental health care.

Additional aspects of children's lives warrant analysis due to the potential impact on child well-being. These aspects include instances of child abuse and neglect, as well as interactions with the juvenile justice system. Both of these issues have devastating impacts on child emotional and social development and a child's ability to succeed academically. Of course, such difficulties make it even more challenging for these children to emerge from poverty. Moreover, in the case of the juvenile justice systems, early engagement in criminal conduct and subsequent interactions with the criminal justice system often leads to adult criminal conduct with possible incarceration.

The additional data provided by the various state agencies reveals multiple challenges for these children and demonstrate that they are not simply confronting economic hardship but obstacles difficult to overcome without intervention across systems, communities and families.

Education

Obtaining a quality education increases employment opportunities, increases lifetime earnings and supports economic stability for parents and their children. Recently, the Great Recession demonstrated the importance of an



Education then, beyond all other devices of human origin, is a great equalizer of the conditions of men—the balance wheel of the social machinery.

—Horace Mann

education beyond high school. Those individuals with even a high school diploma had higher median earnings and lower rates of unemployment than their peers who dropped out of high school.⁵¹

It is no longer the case that an individual with limited education can obtain employment in a low skill job, work hard every day and meet the family's basic needs. Today, employers are seeking candidates with a level of skill and education to meet the demands of an ever-increasing, technology-based economy. This changing economic landscape has caused policymakers nationwide, including Governor Herbert, to commit to increasing the number of children who graduate from post-secondary education or obtain a trade certificate or degree. Specifically, he has rallied educators and lawmakers around the goal of 66 percent of all Utahns possessing a trade certificate or post-secondary by 2020. This goal is particularly important for low-income children who will be left behind as adults if academic outcomes in key areas do not improve.

Early Childhood Development

A child's development begins in infancy. There is increased recognition that important brain development occurs within the first three years of a child's life.⁵²

Because most of this early learning takes place in the home, children raised in struggling and stressful home environments are more likely to experience poor academic outcomes beginning in infancy. As early as eighteen months of age, children in low-income homes are being exposed to significantly fewer vocabulary words, setting them on an academic path many steps behind their more affluent peers upon entry into their formal academic careers.⁵³ Unfortunately, these children tend to remain behind throughout their school years, often leading to frustration and higher dropout rates. This growing academic achievement gap has led to increased interest in early childhood education as a key, cost-effective intervention in closing the gap.⁵⁴

Utah has several programs across multiple state agencies that provide services to parents and children to help ensure healthy early child development, including preparing Utah children for school. These programs include evidence-based home visitation and parenting skills classes, early intervention services to address developmental delays and subsidies for child care services. There is also a newly implemented high-quality early education program to improve quality in early learning programs and provide funding for a limited number of low-income, three and four year olds.⁵⁵

Although many programs are in place, the need far exceeds the available resources.

These programs target low-income families for services, including families experiencing intergenerational poverty. However, the data systems currently utilized by state agencies providing these services are not able to match enrollment with the DWS database. Fortunately, state agencies are working on establishing a new data bridge across agencies and services addressing the needs of young children. The early childhood data bridge will have the capability of matching information from the intergenerational poverty data with data on services for young children. Establishing this data bridge should be a priority of the Commission for 2015 so that relevant information is available for future reports.

Elementary Education

In Utah, kindergarten is optional and enrollment in full day kindergarten is limited. According to USOE, students participating in full day kindergarten have improved academic outcomes throughout the school

year relative to their peers who did not participate in full day kindergarten.⁵⁶ Despite these positive outcomes, only 6,656 (13 percent) kindergartners participated in full day kindergarten in 2012. Among those participating, 745 were from the IGP child cohort and 1,894 were from the at-risk child cohort.

Although only a small portion of the children at risk of remaining in poverty are participating in full day kindergarten, 2,856 children in the IGP child cohort and 9,681 children in the at-risk child cohort enrolled in some type of kindergarten in the 2012 school year.⁵⁷

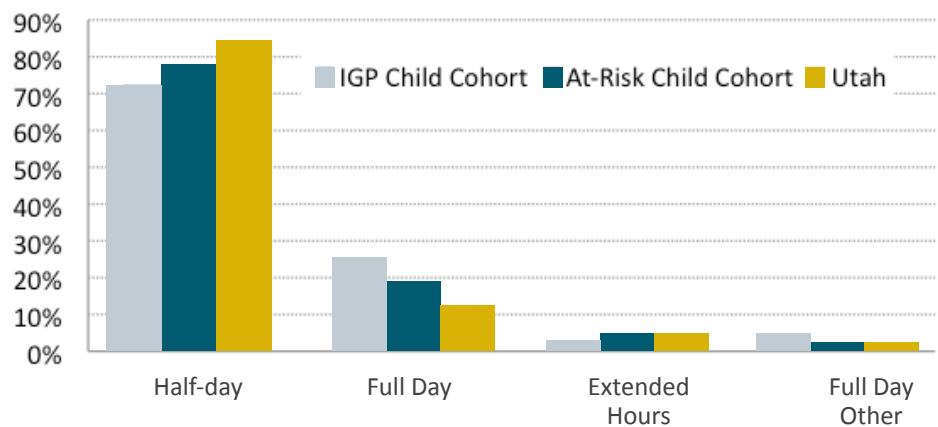
Fortunately, parents in the intergenerational poverty adult cohort are enrolling their children in the full day program, where it is available, at a greater rate than the parents of the children at risk.

Attendance

It is generally believed that attending school on a regular basis is an important predictor of positive academic outcomes, even as early as kindergarten. Children who



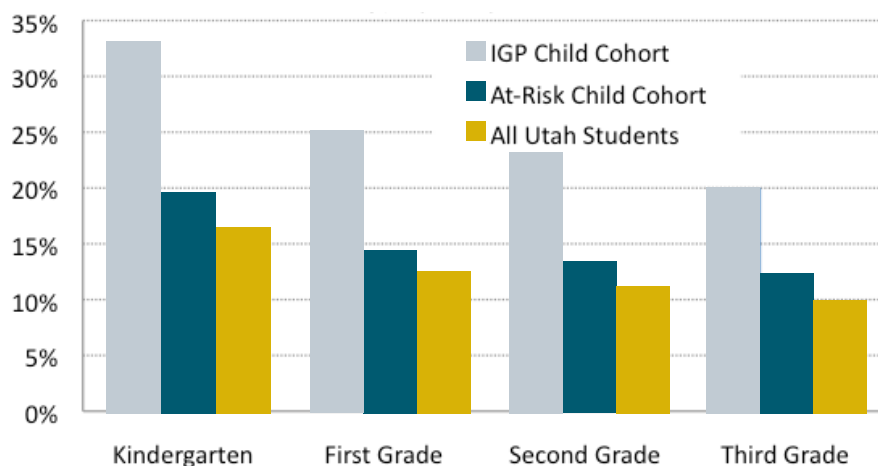
Kindergarten Enrollment by Student Type
SY2012



Source: Utah Data Alliance, Utah State Office of Education.

Chronic Absence Among Students in Lower Grades SY2011–2012

20 percent of third graders from the IGP cohort were chronically absent compared to only 10 percent of all Utah third graders



Source: Utah Data Alliance, Utah Education Policy Center

attend school regularly and consistently perform better on academic achievement exams and are more likely to graduate from high school. Regular attendance in the early years of formal education is particularly important. It is in these early years that foundational skills are developed.

Children who are chronically absent are in jeopardy of falling behind academically. Chronic absence is defined as missing ten percent of the academic year.⁵⁸ In Utah, that equates to eighteen absences. These absences are not necessarily unexcused absences. An absence occurs when a child is not in school for any reason. Unfortunately, there may be several barriers to regular school attendance among children living in poverty. These barriers may include lack of transportation, unsafe routes to school, health and child care issues.

Nearly two-thirds of children who regularly attend school in kindergarten and first grade read on grade level after third grade, compared to only 43 percent of children who miss nine or more days of school both of those years.⁵⁹ Although these negative outcomes can be reversed, they tend to follow these children throughout their academic careers, making it difficult to make up

academic ground that was lost in the early years. In fact, there is a cumulative influence of chronic absence such that with every year of chronic absenteeism, an increasing percentage of students drop out of high school. Data shows that more than half of all Utah children who were chronically absent for two years dropped out of high school.⁶⁰

According to the Utah Education Policy Center, 13.5 percent of Utah public school students were chronically absent during the 2011 school year.⁶¹ In addition, students from low-income homes were 90 percent more likely to be chronically absent. Unfortunately, chronic absence rates among children experiencing intergenerational poverty are significantly higher than both the Utah statewide rates and rates of children in the at-risk child cohort. Reducing chronic absence rates among these children should be a priority and there are ways to reduce these rates with limited resources.

Academic Achievement

An academic achievement gap exists between high-income and low-income children with low-income children performing worse than their more affluent peers.⁶² Children growing up in middle-income

families tend to have parents with greater educational attainment, greater resources to participate in enrichment programs and time available to engage and support their children’s education. All of these factors lead to greater academic achievement even when a child does not attend preschool or does not regularly attend school. The educational support middle- and upper-income children receive at home frequently overcomes obstacles that for a low-income child are detrimental to academic achievement.⁶³

There are two primary benchmarks critical to a child’s future academic success: (1) third grade reading proficiency; and (2) eighth grade math proficiency. Reading is foundational to academic achievement. In the early years children learn to read so that in the later grades they are able to read to learn. Children entering fourth grade unable to read are more likely to drop out of high school.⁶⁴ The importance of this benchmark has led USOE to implement a variety of interventions to ensure students at risk of struggling academically are reading proficiently by third grade.⁶⁵

As a result of USOE’s interventions, third grade proficiency scores have improved since 2005. In 2012, 79 percent of third graders were proficient on the language arts portion of Utah’s assessment test, the Criterion-References Tests (“CRT”) exam.⁶⁶ However,



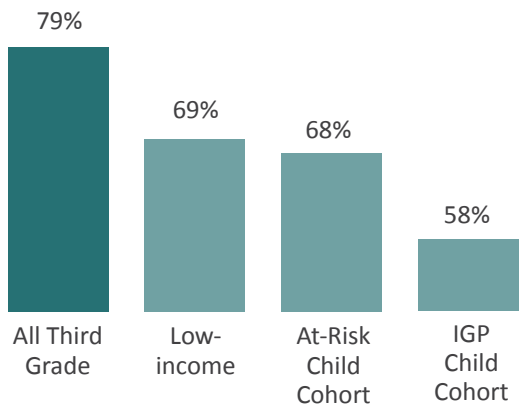
proficiency drops for students who are low-income and continues to decline for children in the intergenerational poverty child cohort.⁶⁷ Trends over time for the IGP child cohort and at-risk child cohort cannot be provided as this is the first time this indicator is being reported.

The second academic benchmark is eighth grade math proficiency. Research has shown that foundational math skills increase graduation rates, college completion rates and provide the skills necessary to be successful in an increasingly technology-based workplace.⁶⁸

In Utah, 77 percent of eighth graders were proficient in math.⁶⁹ As with language arts proficiency, math proficiency decrease among low-income eighth graders

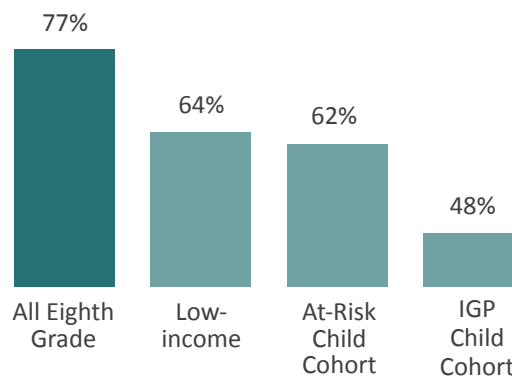
Third Grade Language Arts Proficiency

CRT Scores, 2011–2012



Eighth Grade Math Proficiency

CRT Scores, 2011–2012



Source: Utah Data Alliance, PSD Gateway, Utah State Office of Education.

and continues to decline for children experiencing intergenerational poverty.

ACT Assessment and Advancement Placement Exams

The poor educational outcomes that appear early in the academic careers of children in jeopardy of remaining in poverty may explain troubling data related to outcomes in high school. Both the children experiencing intergenerational poverty and at-risk children are performing below average on the ACT exam, an assessment that measures student college-readiness. Three-quarters of the high school students experiencing intergenerational poverty who took the ACT scored 17 or below on the ACT with an average ACT score of 15.8 out of a 36. In contrast, the statewide average score was 20.7.

Although low ACT scores are not a barrier for entry into post-secondary institutions since many schools do not require ACT scores for admission, the low scores among the students in the IGP child cohort may indicate they are not ready for college-level curriculum. This lack of college readiness make completion of post-secondary education a challenge. At this point, the DWS database is not tracking children experiencing intergenerational poverty beyond 17 years old. Therefore, there is no post-secondary educational enrollment or completion data to report.

Advanced Placement examinations offer the opportunity for high school students to earn college credit while still in high school. AP tests demonstrate academic achievement and help defray the costs associated with attending colleges and universities. Participation in AP courses by intergenerational poverty and at-risk students cannot be reported for confidentiality reasons. However, the data does show that of the 3,645 AP exams administered during the 2012 school year, only 14 were taken by students experiencing intergenerational poverty.

Graduation and Dropout Rates

As noted above, Governor Herbert established the important goal of increasing the number of Utah children who graduate from college or obtain a trade certificate so that 66 percent of all Utahns possess a post-secondary degree or trade certificate by the year

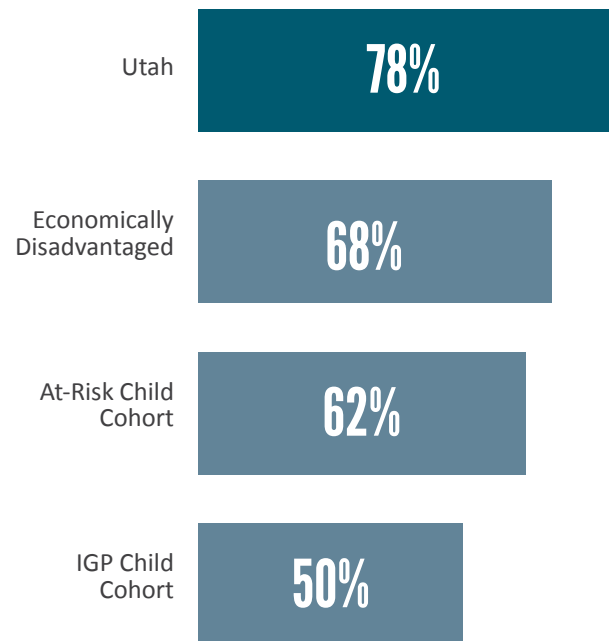
ACT Composite Scores, SY 2011–2012



Source: Utah Data Alliance, ACT Profile Report, Graduating Class 2013.

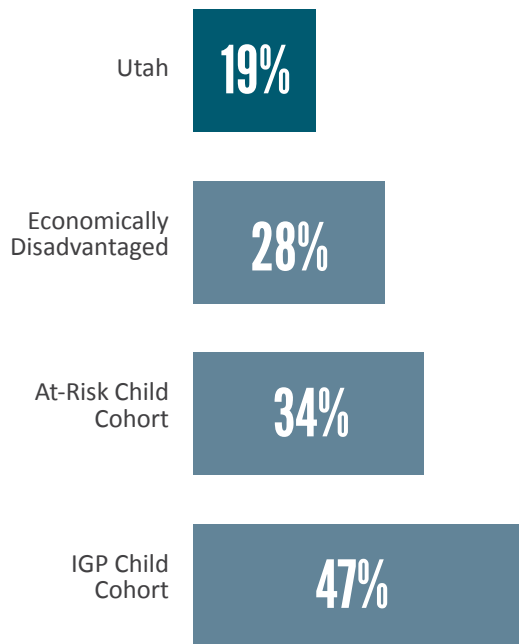


High School Graduation Rates SY2012



Source: Utah Data Alliance, USOE 2012 Cohort Graduation and Dropout Rate Report.

Students Who Dropped Out in SY2012



Source: Utah Data Alliance, USOE 2012 Cohort Graduation and Dropout Rate Report.



2020. One of the prerequisites of meeting this goal is increasing the number of Utah children graduating from high school. The Utah graduation rate has increased over the past several years. In 2013, USOE reported that 81 percent of Utah students graduated from high school.⁷⁰ Since 2009, Utah graduation rates have increased 9 percent.

This report compares graduation data from the 2012 school year, as that is the year for which data is available. In light of the education indicators previously discussed, it is not surprising fewer children in intergenerational poverty are graduating and more are dropping out than Utah students statewide. However, the magnitude of the difference is surprising. In 2012, only half of the students in intergenerational poverty graduated from high school. That was 28 percent less than the percent of all Utah students who graduated last year.

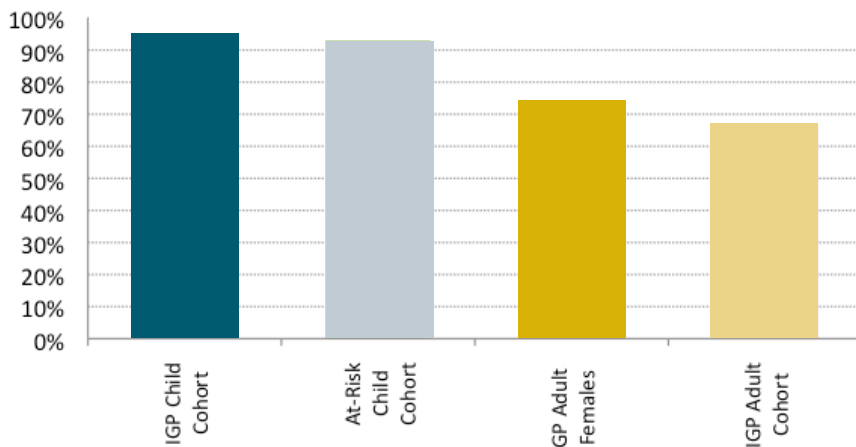
The converse of the low percentage of students graduating from high school is a higher number of

students in intergenerational poverty dropping out of high school. These two indicators significantly impact not only the lives of these students as they attempt to enter the workforce, but also weaken Utah's long-term economic health.

Health

Access to medical care for both physical and mental health treatment for all members of a family increases the odds that parents can maintain employment, children can consistently attend school and parents have the capacity to care for their children. The importance of health care is so well recognized that two public health insurance programs provide most Utah children with access to health care. Medicaid provides health insurance primarily for children, individuals with disabilities, pregnant women and low income seniors. Some very low income adults with dependent children also qualify for Medicaid. The Children's Health Insurance Program (CHIP) provides

Public Health Insurance Largely Covers Vulnerable Children
Medicaid Recipients, CY2013



Children Did Not See A Doctor

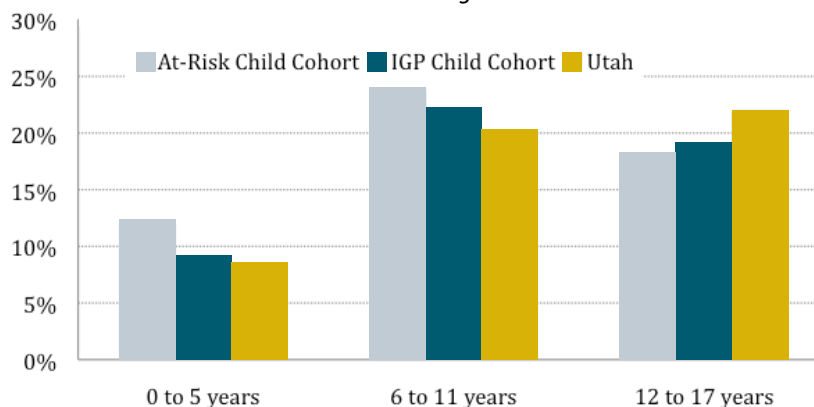
15%
 IGP Child Cohort

17%
 At-Risk Child Cohort

17%
 Utah Child



Children Who Did Not See a Doctor in 2013
IGP and At-Risk Receiving Medical Benefits



Source: Utah Department of Health, 2011/12 National Survey of Children's Health.

health coverage for children between 138 percent and 200 percent of poverty.

It is clear that public health insurance programs provide important coverage for low-income families. Although only two-thirds of the members of the intergenerational poverty adult cohort are covered by Medicaid, almost three-quarters of the IGP women receive Medicaid and their children are largely receiving medical coverage through Medicaid.

Although coverage is available for people experiencing poverty, not all who are enrolled take advantage of the coverage. In analyzing the data provided by the Utah

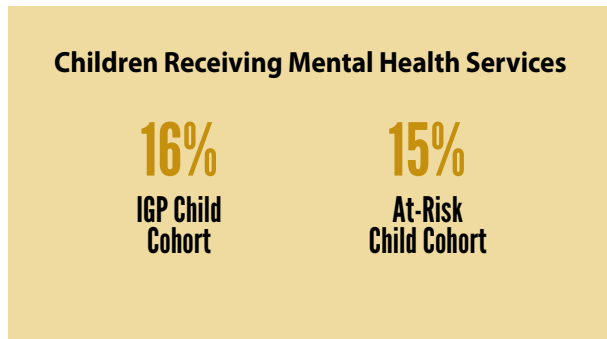
Department of Health, it is possible to determine whether those enrolled in Medicaid or CHIP utilize the health insurance coverage. Fortunately, most children are visiting a doctor at least once during the year. In 2013, only 15 percent of children experiencing intergenerational poverty did not see a physician. According to the most recent National Children's Health Survey, that is slightly lower than the statewide rate of 17 percent.⁷¹

Younger children in the intergenerational poverty and at-risk child cohorts were more likely than older children to have seen a doctor during that same time period.

Children living in poverty are more likely to experience trauma, stress and anxiety leading to negative health outcomes into adulthood.⁷² As a result, ensuring access to quality mental health services is often as important as seeing a physician for physical health care needs. Although there is no statewide comparator for receipt of mental health services among Utah children, the low rate of children in either the IGP child or at-risk child cohorts is concerning given the magnitude of stresses children in poverty typically experience.⁷³

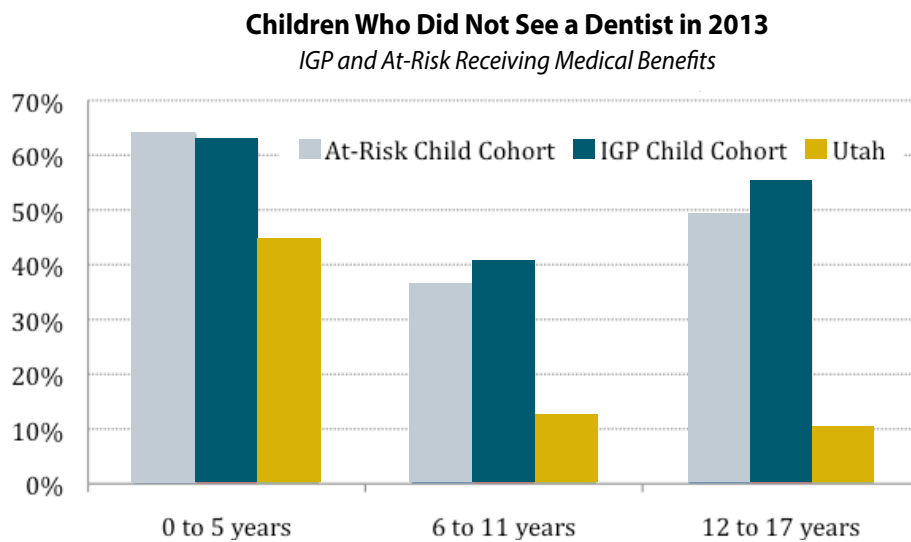
Equally as important as addressing the mental well-being of children is the mental well-being of parents. Parents suffering from untreated mental illness face challenges providing proper care to their children, maintaining employment and can find themselves using alcohol and drugs as a way to cope. In 2013, approximately 35 percent of Utah adults between the ages of 21 and 42 years old receiving Medicaid accessed mental health services. In contrast, 47 percent of the adults in the IGP adult cohort covered by Medicaid received mental health services.

Dental care is often overlooked as a critical component to overall health. Currently, Medicaid does not



provide dental coverage for adults but does so for children. Poor oral health care among children can lead to poor academic performance and poor overall health.⁷⁴ In Utah, 79 percent of children between one and seventeen visited the dentist in 2013. In contrast, only 45 percent of the children experiencing intergenerational poverty visited the dentist during that same time.

Not surprisingly, children between the ages of zero and five are the least likely to have seen the dentist.



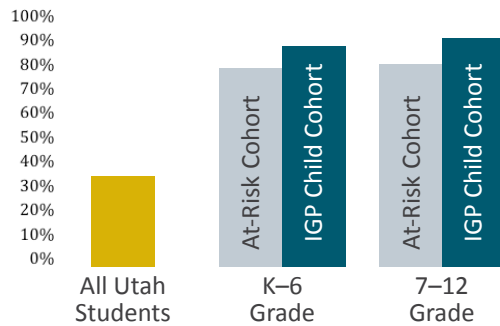
Source: Utah Department of Health, 2011/12 National Survey of Children's Health.

Nutrition

In addition to receiving medical care, proper nutrition is an important component of healthy child development. In Utah, nearly 21 percent of children experienced food insecurity in 2012.⁷⁵ Food insecurity occurs when there is insufficient nutritious food for children to lead active and healthy lives. Children experiencing food insecurity are ill more frequently; struggle academically; less likely to graduate from high school and go onto college; and less likely to earn enough income to feed their families when they are adults.⁷⁶ Like Medicaid, the vast majority of intergenerational poverty children are in families receiving Food Stamps. The rate of enrollment for children in the at-risk child cohort is lower and decreasing.

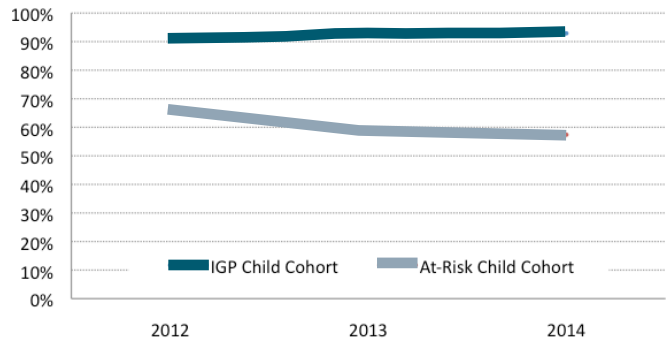
In addition to Food Stamps, low-income children are eligible for free or reduced lunch through their schools. In its 2012 report, USOE reported that 37 percent of Utah public school students are eligible for free or reduced lunch. The rates among children in the IGP child cohort and at-risk child cohort are significantly higher than the statewide free or reduced lunch rate.

Participation in School Breakfast and Lunch Programs • Free or Reduced Lunch Eligibility
 SY2011–2012



Source: Utah Data Alliance, USOE, October Free & Reduced Price Final Report.

Children Receiving Nutritional Assistance
 SNAP Enrollment, CY 2013



Childhood Abuse and Neglect

The maltreatment of children impacts child well-being in profound ways, often leading to psychological and emotional problems. When it occurs to a very young child, abuse and neglect can impact brain development, the developing nervous system and the immune system.⁷⁷ This early damage continues as these children become adults, often leading to alcoholism, depression, drug abuse, high-risk behaviors and in some cases, deviant criminal behavior. These conditions often make it difficult for adults to complete formal education, maintain employment or engage in proper parenting when they have children.⁷⁸

Children living in poverty are more likely to experience maltreatment, particularly neglect.⁷⁹ In fact, both the IGP adult and IGP child cohorts have higher rates of abuse and neglect than found in the general public. According to the Utah Division of Children and Family Services, nearly 28 percent of the adults in the IGP adult cohort were victims of substantiated cases of abuse or neglect when they were children. The most common type of maltreatment inflicted was sexual abuse. Given the relationship of abuse and neglect with engagement in risky behaviors, it not surprising that 34 percent of the adults in the IGP adult cohort received treatment for substance abuse in 2013.⁸⁰ It must be emphasized that it is not necessarily the case that the same individuals who were abused as children receive treatment for substance abuse.

Although DCFS provided matching data on the non-IGP PA adults to determine whether they too were victims of abuse and neglect as children, there are gaps in the child data for these adults since many grew up outside of Utah.

The data also reveals that adults in the IGP adult cohort have been involved in child abuse and neglect as perpetrators of that abuse and neglect. Among those adults in the IGP adult cohort victims who were child victims themselves, 38 percent have been perpetrators of child abuse and neglect. Unfortunately, it is not uncommon for perpetrators of abuse and neglect to have been victims when they were children.⁸¹ Moreover, among all of the adults in the IGP adult cohort, 25 percent have been perpetrators of abuse and neglect, regardless of whether they were victims of abuse and neglect as children.

In 2013, approximately 1.5 percent of Utah's child population were victims of abuse and neglect. The rate is substantially lower than the rates among the IGP child and at-risk child cohorts. Among the children in the IGP child cohort, 26 percent have been victims of abuse and neglect. The rate is lower among the children in the at-risk child cohort, although more than one in ten children in that group have been abused. Among those children, 14 percent have been victims of abuse and neglect. For both cohorts of children, the rates are much higher than the one percent of all Utah children who were victims of abuse and neglect in 2013. Policymakers should consider these high rates of abuse and neglect among these children when developing policies and programs to reduce the number of children in the cycle of poverty.

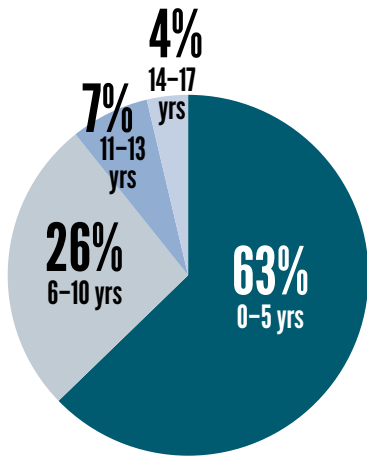
The rates of abuse and neglect vary by age of the victim. The chart below details the types of abuse children in both cohorts are experiencing. Primarily, these children are victims of domestic violence related abuse.

26 percent of the children in the IGP child cohort have been victims of abuse and neglect.
28 percent of adults in IGP cohort were victims of abuse and neglect as children.

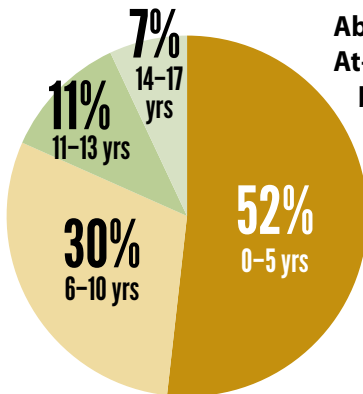




Abuse of Children in IGP Child Cohort by Age of Abuse



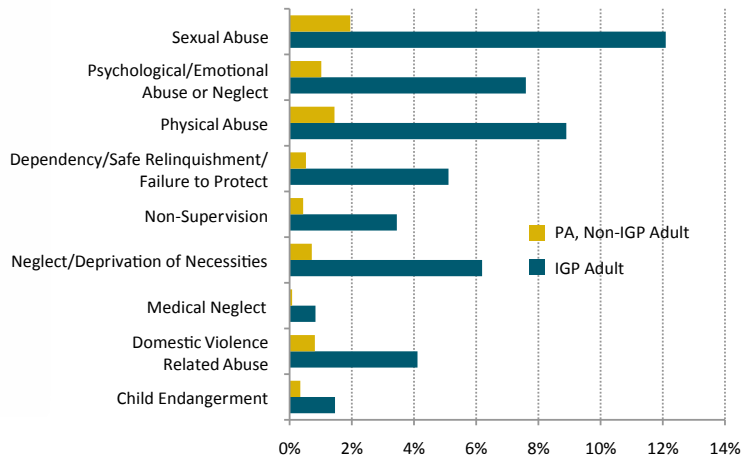
Abuse of Children in At-Risk Child Cohort by Age of Abuse



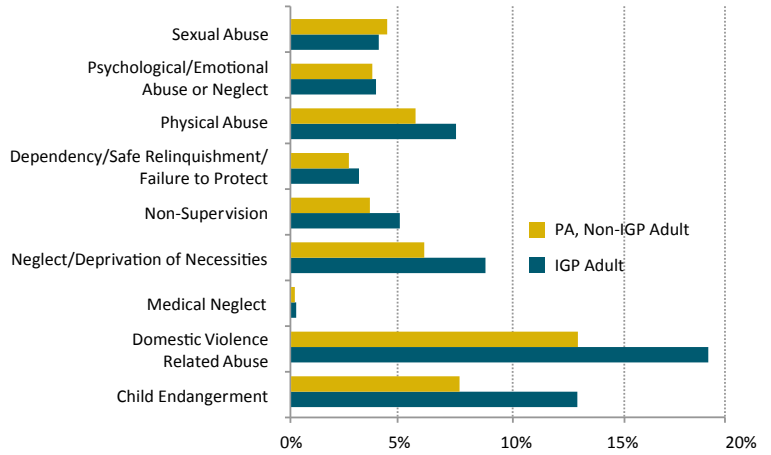
Source: Utah Department of Human Services, Division of Children and Family Services.

Adults Who Experienced Abuse as Children

Percent Abused by Abuse Type, Occurring After 1991



Types of Abuse Experienced by Children • Abuse Occurring at Anytime in Their Childhood



Source: Utah Department of Human Services, Division of Children and Family Services.

Juvenile Justice

Throughout this report, data is highlighting the many barriers and risks children living in poverty experience. Many have experienced abuse and neglect, food insecurity, poor academic outcomes, and reside in homes unable to meet their most basic needs. All of these obstacles may lead to interactions with the juvenile justice system. The Utah Legislature recognized the relationship between economic hardship and criminal behavior in the Intergenerational Poverty Mitigation Act by including the Juvenile Court Administrator as a member of the Intergenerational Poverty Welfare Reform Commission.

In determining whether children experiencing intergenerational poverty find themselves involved in the juvenile justice system, the Division of Juvenile Justice Services and the Juvenile Courts analyzed a sample cohort of children experiencing intergenerational

poverty. Included in the sample cohort were 13,432 children from the intergenerational poverty child cohort between the ages of ten and seventeen years old. This is the total number of children between those ages in the intergenerational poverty cohort, as of July 2014.

Unfortunately, due to the age profile of the intergenerational poverty child cohort, the data match did not result in reportable data. As noted throughout this report, the overwhelming majority of children in the intergenerational poverty cohort are 12 years old or younger. In contrast, children involved in the juvenile justice system are typically older. As a result of these discrepancies, the Division of Juvenile Justice, the Utah Juvenile Courts and the Department of Workforce Services will conduct a subsequent match that more accurately reflects the age profile of the children interacting with juvenile justice services. The outcomes of that match will be available in future reports.



SECTION 5:

SUPPORTING OUTCOMES FOR SUCCESS

The data contained in this *Third Annual Report on Intergenerational Poverty, Welfare Dependency and the Use of Public Assistance* provides a comprehensive look at the challenges and barriers confronting children in jeopardy of remaining in poverty as adults. The ability for these children to emerge from the cycle of poverty and welfare dependence is not fully within their control. As a result, the Act requires the involvement of policymakers, governmental entities and community-based organizations to implement evidence-based policies and programs to address poverty, public assistance, education and all other areas impacting Utah children's ability to maximize their full potential as self-reliant adults. In addition to creating the policies, the Act compels state agencies to cooperate in their efforts to serve the needs of these children.



Since the Commission was formed in 2013, the agencies represented have been collaborating in the establishment of policies and programs that are within their authority to implement. In addition, they have conducted research under the direction of the Advisory Committee, as well as evaluated legislation designed to serve the needs of children experiencing intergenerational poverty. *The Utah Intergenerational Welfare Reform Commission Annual Report* describes the efforts of the agencies over the past year and begins on page 43.

The Act requires the Commission to implement and recommend changes to policies and procedures that are “impeding efforts to help children in the state affected by intergenerational poverty escape the poverty cycle and welfare dependency.” The indicators contained in this report provide the data necessary to determine where policies, programs and procedures may be focused, based on the areas of most pressing need for children.

Recognizing the role of the Commission to establish policies, programs and procedures in response to the data, the following provides general recommendations in those areas of most pressing need. These needs can be classified in four areas directly impacting the lives of children experiencing intergenerational poverty: (1) early childhood development; (2) education; (3) family economic stability; and (4) health. Many of the recommendations below can be met simply by targeting existing programs to provide the support need for children in intergenerational poverty while also determining whether resources within these programs are sufficient.

Recommendations in Early Childhood Development

- **Support new parents.** Parents are a child's first and most important teacher. The role of the parent is critical to a child's healthy development and well-being. The high rates of abuse and neglect experienced by children in jeopardy of remaining in poverty demonstrate an important need to provide basic parenting skills for their parents so they can create a nurturing home environment for their children. There are

several evidence-based programs in place that can provide parenting skills to these new parents raising children in intergenerational poverty.

- **Ensure young children are on the path to healthy development.** Children in jeopardy of remaining in poverty—whether they are currently living in a family experiencing intergenerational poverty or a family receiving public assistance—must receive timely screenings for disabilities and developmental delays. Care must be provided to ensure children requiring early intervention services are connected to providers and supported throughout the course of treatment to ensure continuity of care for the child and integration of services in the home.
- **Prioritize placement of young children in high quality, safe and developmentally appropriate settings.** Young children are cared for in a variety of settings including their own homes, child care centers and the homes of family members and neighbors. These settings offer various levels of quality. Children, regardless of income, should be cared for in settings that will offer quality care to ensure children develop appropriate social, emotional and behavioral skills to prepare them for school and life. Moreover, state programs must ensure parents of at-risk children are aware of the importance of quality child care settings.
- **Prepare young children to enter kindergarten.** Expand opportunities for young children in jeopardy of remaining in poverty for enrollment in high-quality preschool settings in all areas of the state, including rural communities. These children should also receive priority for enrollment in those communities participating in the School Readiness grants. Physicians throughout the state should be supported to encourage parents to read and talk regularly to their children, as early as infancy.

Recommendations for Education

- **Connect children to full day kindergarten programs.** Where full day kindergarten is already available, parents of children in both the IGP child and at-risk child cohorts should be informed of this option and encouraged to enroll their children upon entering kindergarten.
- **Develop systems of support to meet the educational needs of children experiencing persistent poverty.** Children experiencing persistent poverty require supports that are not necessary for all students. Systems of support for these children should include connecting them to reading support programs, evaluating barriers to consistent school attendance and addressing mobility of students in poverty to ensure they remain engaged in learning despite frequent moves.
- **Engage families in promoting a culture of education and high academic expectations.** Partner with parents and children at every stage of education to determine their child's educational aspirations and expectations and regular evaluation to ensure academic aspirations are being met with expectations of educators and parents.

Recommendations for Family Economic Stability

- **Connect families experiencing intergenerational poverty with community resources designed to assist them with employment, job training and education.** Many of the adults experiencing intergenerational poverty are employed but unable to meet the needs of their families. This report demonstrates that families experiencing intergenerational poverty need jobs that provide greater earning opportunities. Utah has an extensive network of programs administered by the government, as well as non-profit organizations. Programs that are providing services to families in intergenerational poverty should connect families to the broad network of supports already in place throughout the state. This

should include ensuring families have access to quality child care and education while parents are employed or participating in job training programs.

- **Ensure working families are properly filing tax returns to ensure receipt of available tax credits.**

The data reveals that a majority of adults experiencing intergenerational poverty had some employment in 2013. These adults are eligible to receive federal tax credits that have been shown to provide an incentive to continued employment, improved health and academic outcomes for their children and increases in lifetime earnings. However, 20 percent of those eligible for these credits fail to apply. Efforts should be made to ensure these parents apply for all available tax credits.

Recommendations for Health

- **Ensure the nutritional needs of children living in intergenerational poverty are met both in the home and in the school to support healthy development and academic success.** Although children experiencing intergenerational poverty are eligible and participating in the School Breakfast and Lunch Program, it is not necessarily the case that they are in school to receive the food, especially if there are barriers to arriving at school on time. As a result, these children suffer academically and often struggle with behavioral issues. Efforts should be made to ensure these children are receiving food, regardless of when they arrive at school.
- **Ensure parents and children have access to and receive mental health care.** Parents and children experiencing persistent poverty experience significant stress that often impacts their mental wellness. This may jeopardize parenting and lead to abuse and neglect of children which in turn impacts the lives of these children. Efforts should be made to connect these families to mental health services and other approaches to promote mental wellness.
- **Increase awareness among intergenerational poverty families of the importance of good oral health, especially those with children five years old and younger.**

Additional Recommendations

- **Increase efforts among state agencies to coordinate case management of families experiencing intergenerational poverty.** The data provided throughout the report demonstrates the challenges confronting families in persistent poverty. Many of these families receive assistance from multiple programs, resulting in several case managers across multiple state agencies and divisions. Those entities providing services through case managers should develop coordinated systems and procedures to ensure regular communication, including collaboration on family plans, activities and services to ensure care is coordinated and not duplicated.
- **Continue collaboration to fill gaps in the data relevant to families experiencing intergenerational poverty.** The *Third Annual Report* provided extensive data on the families experiencing intergenerational poverty but gaps in the data remain, particularly in the areas of early childhood, housing, juvenile justice and transportation. Agencies represented on the Commission, the Advisory Committee and the Research Subcommittee should evaluate the gaps that exist in the data to continue developing the data tracking system.
- **Develop a strategic communication plan.** The agencies involved should develop and implement a plan targeting key publics, including families experiencing intergenerational poverty, policy makers, community partners, general public, and state government and Commission internal staff. The plan should be developed as the Intergenerational Poverty Commission continues to analyze the data and make recommendations moving forward.

CONCLUSION

Utah's Third Annual Report on Intergenerational Poverty, Welfare Dependency and the Use of Public Assistance builds on the first two reports by supplementing the measurements and indicators of intergenerational poverty. It attempts to recognize shortcomings in data sources while continuing to develop improvements in data across agencies to gain greater understanding of the lives of individuals experiencing intergenerational poverty.

Although there has been little change in the number of individuals experiencing intergenerational poverty, there is a continuing commitment to research the barriers to emerging from poverty as individuals move into adulthood. Part of this commitment involves making the necessary changes to policies and programs that will eventually meet the objectives of the Intergenerational Poverty Mitigation Act. Already this commitment has led to the establishment of a versatile data tracking system that continues to expand by adding indicators to evaluate and analyze patterns across state agencies.

This third report represents collaboration between academic researchers, state agencies and community based organizations directly serving families living in poverty. Together, a comprehensive picture of children who are either second or third generation in poverty, as well as children who are at risk of remaining in poverty as adults has emerged. The new data presented in this report provides a more comprehensive look at the individuals experiencing intergenerational poverty through these findings:

- Children at risk of remaining in poverty as adults include not only those children who are already second or third generation in poverty but also those children currently receiving public assistance. These children comprise 33 percent of Utah's child population.
- 89 percent of the children in the IGP child cohort and 81 percent of the children in the at-risk child cohort are 12 years old or younger.
- Matching data across the state agencies that serve the needs of children and families reveals that many children are experiencing challenges in their young lives that will likely hamper their ability to emerge from poverty. These include poor academic outcomes, experiences with child abuse and neglect, lack of medical care and living in homes unable to meet their economic needs.
- Children living in intergenerational poverty experience risk factors in their lives, in addition to poverty, that will likely affect their long-term their well-being. The largest of these risk factors include growing up in a single-parent family and in homes where the parent(s) has been unemployed in the past twelve months.
- Parents of the children at risk of remaining in poverty as adults confront their own challenges that hamper their ability to meet the needs of their children. These challenges include limited education beyond high school, lack of consistent employment and insufficient wages.

UTAH INTERGENERATIONAL WELFARE REFORM COMMISSION

ANNUAL REPORT 2014

Pursuant to Utah Code §35A-9-305, the following is the *Utah Intergenerational Welfare Reform Commission Annual Report 2014*. The Intergenerational Welfare Reform Commission (Commission) is composed of the executive directors of the following: Department of Health (DOH), Department of Human Services (DHS), and Department of Workforce Service (DWS). In addition to those members, the Commission includes the Utah State Office of Education (USOE), 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 purpose of the Commission and the activities it engaged in during 2014 to meet its purpose.

Section 1: Purpose of the Commission

The Commission was created by the Intergenerational Poverty Mitigation Act (Act), Utah Code §§35A-9-101-306. The primary purpose of the Act is to reduce the incidence of Utah children living in poverty and welfare dependency as they become adults.

The purpose and duties of the Commission are described in Utah Code §35A-9-303 and paraphrased below to include the following:

1. Collaborate in sharing and analyzing data and information regarding the cycle of poverty and welfare dependency;
2. Examine and analyze shared data and information regarding intergenerational poverty to identify and develop effective and efficient plans, programs and recommendations to help at-risk children in the state escape the cycle of poverty and welfare dependency;
3. Implement data-driven policies and programs addressing poverty, public assistance, education

and other areas to reduce the number of children who remain in the cycle of poverty and welfare dependency as they become adults;

4. Establish and facilitate improved cooperation between state agencies down to the case work level in rescuing children from intergenerational poverty and welfare dependency;
5. Encourage participation and input from the Intergenerational Poverty Advisory Committee and other community resources to help children escape the cycle of poverty and welfare dependency; and
6. Report annually on its progress.

Section 2: Requirements of the Annual Report

This 2014 Annual Report will meet the following reporting requirements:

- Describe how the commission fulfilled its statutory purposes and duties during 2014;
- 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
- Include recommendations on how the state should act to address issues relating to breaking the cycle of poverty and ending welfare dependency for children in the state affected by intergenerational poverty.

The Commission is also required to establish five- and ten-year plans based on data and research that includes measurable goals and benchmarks to reduce the incidence of poverty and welfare dependency among Utah children. The primary resource for development of these plans is *Utah's Third Annual Report on Intergenerational Poverty, Welfare Dependency and the Use of*

Public Assistance 2014 which is released on September 30, the same date as this annual report. As a result, the five- and ten-year plans are currently being developed and will be discussed with the Intergenerational Poverty Advisory Committee and community organizations in the coming months. An addendum to this report will be provided March 31, 2015.

The five- and ten-year plans will include measurable goals related to legislation and agency activities to ensure any initiatives are meeting the outcomes each are designed to address.

Section 3: 2014 Activities

The following describes the activities engaged in by the Commission during 2014, as those activities relate to the purposes of the Commission.

1. Collaborate in sharing and analyzing data and information regarding the cycle of poverty and welfare dependency.

- Sharing of data to produce Utah's Third Annual Report on Intergenerational Poverty, Welfare Dependency and the Use of Public Assistance 2014. The agencies represented on the Commission engaged in extensive data sharing and analysis to prepare the Third Annual Report. This data sharing resulted in a report detailing the barriers and challenges facing children in jeopardy of remaining in the cycle of poverty and welfare dependency as they become adults.
- Establishment of the Intergenerational Poverty Research Subcommittee. At the request of the Intergenerational Poverty Advisory Committee, a Research Subcommittee was formed in May 2014. Each of the Commission agencies assigned research staff to serve on the Subcommittee. The main purpose of the Subcommittee is to engage in ongoing collaboration and communication on data and research necessary to assist the Advisory Committee and the Commission in the development of policies, programs and

procedures that will positively impact families experiencing intergenerational poverty. In addition to agencies represented on the Commission, community based organizations and academic researchers serve on the Subcommittee.

- Ongoing analysis of the data to prioritize activities in areas of high need, as detailed in the report. The 2014 activities of the Commission are ongoing. The release of the Third Annual Report will allow the Commission to review and analyze the data contained in it. The Commission will be meeting in October to discuss the data included in the report.

2. Examine and analyze shared data and information regarding intergenerational poverty to identify and develop effective and efficient plans, programs and recommendations to help at-risk children in the state escape the cycle of poverty and welfare dependency.

- Utilized data and research to develop policy areas impacting children in jeopardy of remaining in the cycle of poverty and welfare dependency. In 2014, the work of the Commission focused on compiling research and data in three policy areas impacting intergenerational poverty: Education; Family and Community, and Health. These areas have since been further defined to include: Early Childhood Development; Education; Family Economic Stability; and Health. As a result of the data and research within these policy areas, Commission agencies began evaluating programs internally to evaluate the feasibility of creating policies, programs and procedures in each areas.
- The Advisory Committee established policy recommendations and created a list of data required to assist them in recommending measurable goals benchmarks for the five- and ten-year plans to the Commission. The Advisory Committee met several times to develop a comprehensive list of potential policy

recommendations to address intergenerational poverty. The policy recommendations required further data and analysis before the Commission could act on any specific policies. The Third Annual Report provides much of the data needed to analyze the recommendations. The Commission will be evaluating the policy recommendations at its October 2014 meeting.

3. Implement data-driven policies and programs addressing poverty, public assistance, education, and other areas to reduce the number of children who remain in the cycle of poverty and welfare dependency as they become adults

- Agency initiatives developed to reduce the number of children who remain in the cycle of poverty and welfare dependency. The Departments of Health, Human Services and Workforce Services developed agency initiatives to serve the needs of children in jeopardy of remaining in poverty as adults. Many of these initiatives require collaboration across agencies to ensure continuity of care for these children and government efficiency.

Department of Health. The Department of Health has engaged in two initiatives in 2014: (1) Establishment of the Healthy Utah plan; and (2) Targeting of young parents in the cycle of poverty for home visitation programs.

Research demonstrates that the health care needs of children are more likely to be met when their parents have access to quality and affordable health care. As a result, the Department of Health has been working with Governor Gary R. Herbert to gain approval for its Healthy Utah plan. This plan would ensure that the uninsured parents of children experiencing intergenerational poverty or at-risk of entering the cycle of poverty, have access to health care.

Additionally, DOH and DWS have been collaborating on ways in which the agencies can work together to ensure parents of young children receive priority enrollment in the

home visitation programs administered by the DOH. This collaboration includes evaluating the data to determine the areas of the state in which there is high need for home visitations programs, as well as evaluating whether available resources are sufficient to meet the needs of the intergenerational poverty parent population.

Department of Human Services. The Department of Human Services developed two pilot programs designed to meet the needs of families living in intergenerational poverty: (1) “System of Care” case management framework; and (2) “Homeworks” program.

During 2014, DHS conducted an internal investigation to determine the best approach to meeting the needs of families served by its various divisions. Many families experiencing intergenerational poverty are served by multiple divisions within DHS, each with its own caseworker. DHS also recognized that many of these same families are being served by DWS, working with yet another caseworker. As result, DHS is leading efforts to implement a “System of Care” case management pilot. The implementation of this pilot requires collaboration across divisions and agencies serving families through a more efficient case management model. In addition to DHS case managers, DWS will also provide a case manager to this pilot program. The pilot for the “System of Care” model will begin April 2015 in DHS’ Western Region.

In addition, DHS Division of Children and Family Services developed the “Homeworks” program in Ogden, an area where a large number of families experiencing intergenerational poverty reside. This program is designed to prevent children who are at-risk of going into state custody from removal from their home through an intensive family case management structure. The Ogden DCFS staff has been coordinating with DWS staff in the area to ensure children experiencing

intergenerational poverty are included in the “Homeworks” pilot.

Department of Workforce Services. In 2014, the Department of Workforce Services utilized the intergenerational poverty data to determine whether its policies and programs were effectively meeting the needs of families experiencing intergenerational poverty. In response, DWS developed the following programs and initiatives: (1) “Next Generation Kids” program; (2) TANF Community Grants; (3) Afterschool Grants for underserved communities; and (4) Internal training of staff to understand intergenerational poverty.

DWS has learned through its thorough analysis of the data that adults participating in the Family Employment Program and obtaining successful employment struggle to end their dependency on public assistance. Therefore, DWS developed “Next Generation Kids.” The program is designed to serve the entire family in its approach to case management and work plans. The case management will include the active involvement of other state agencies serving these families, relevant school districts and schools, and community-based organizations.

The data revealed that large numbers of families living in intergenerational poverty reside in Ogden, Salt Lake City and the western region of Salt Lake County. As a result the pilot will be launched in those areas. The Ogden pilot began in late August 2014 and the two pilots in Salt Lake County will begin at the start of 2015. Throughout the pilot, outcomes and performance measures will be tracked to determine the effectiveness of the two-year pilot.

Additionally in July 2014, DWS released a grant for organizations throughout the state serving the needs of underserved populations. The grant is designed to provide resources to organizations

implementing evidence-based programs serving those living in poverty or at-risk of becoming impoverished. Although confidentiality laws prohibit DWS from identifying individuals impacted by intergenerational poverty and therefore the grants cannot specifically target those in intergenerational poverty, the grant application required organizations to describe its approach to recruiting and engaging underserved individuals in their program designs. Upon approval of these grants, organizations will be required to track specific outcomes.

In addition to the afterschool grants already administered by DWS, a new grant was issued to afterschool programs agreeing to expose underserved children to the benefits of an education in Science, Technology, Engineering and Math (STEM). Research has shown that underserved children have limited exposure to STEM learning and the occupations that result from training in STEM. Again, the grant is not targeting specific children experiencing intergenerational poverty; however, programs applying for the grants were required to identify the percent of children in their communities who are economically disadvantaged. These programs will be required to track educational outcomes related to the afterschool program to determine effectiveness.

Finally, DWS has engaged in training of its staff on intergenerational poverty so that they understand the distinction between intergenerational poverty and situational poverty. It will continue this training throughout 2014. Staff will receive resources outlining community partners that can be leveraged to provide additional services to families experiencing intergenerational poverty. In addition, the Office of Child Care has trained DWS staff on the importance of connecting families to quality child care settings given the role child care plays in preparing young children for kindergarten.

Implementation of legislative initiatives designed to reduce the number of children living in poverty and welfare dependency. During the 2014 General Session, two pieces of legislation were adopted that, upon implementation, will serve children at-risk of entering the cycle of poverty and welfare dependency. The legislation included: (1) Senate Bill 43, “Intergenerational Poverty Interventions in Schools,” and (2) House Bill 96, “Utah School Readiness Initiative.” Prior to implementation, both pieces of legislation required extensive collaboration across agencies. The Utah State Office of Education, DOH and DWS collaborated on the development of the grant applications and grant administration for SB 43. The USOE released its grants in July 2014 and DWS release its grants in January 2015 upon determining which school districts and schools have the highest concentrations of students experiencing intergenerational poverty.

- The USOE, DWS and the Governor’s Office of Management and Budget have collaborated on HB 96. This collaboration will continue as eleven grants were approved and require ongoing management and oversight. The School Readiness Board approved four public school grants and seven private provider grants.

4. Establish and facilitate improved cooperation between state agencies, down to the case worker level, in rescuing children from intergenerational poverty and welfare dependency. As detailed above, many of the agency initiatives and the legislative initiatives have required extensive cooperation across state agencies including at the case worker level. These collaborative efforts are occurring in the following programs: home visitation programs, “System of Care” case management, “Homeworks,” “Next Generation Kids,” “Intergenerational Poverty Interventions in Schools,” and “Utah School Readiness Initiative.” These practices will continue as these programs develop.

5. Encourage participation and input from the IGP Advisory Committee and other community

resources to help children escape the cycle of poverty and welfare dependency.

- Advisory Committee and the Research Subcommittee provided input on the design of *Utah’s Third Annual Report on Intergenerational Poverty, Welfare Dependency and the Use of Public Assistance 2014*. Both the Advisory Committee and the Research Subcommittee were actively involved in the development of the Third Annual Report. Beginning in May 2014, both entities reviewed the report outline, reviewed report drafts and ensured the accuracy of the data contained in the report. Moreover, throughout the remainder of 2014 the Advisory Committee and Research Subcommittee will utilize the report to recommend evidence-based policies and programs to the Commission.
- Advisory Committee developed policy recommendations in three issue areas of intergenerational poverty. The expertise of the Advisory Committee was leveraged to create a list of policies it believes will reduce the cycle of poverty and welfare dependency among Utah children. These policies fell within three areas: Education, Family and Community and Health. These policies will be discussed in the context of the data contained in the *Third Annual Report*.
- Advisory Committee has been involved in the development of the Next Generation Kids pilot. DWS enlisted the assistance of those Advisory Committee members with expertise in serving families experiencing intergenerational poverty in developing its “Next Generation Kids” program. Many of these Advisory Committee members provided training to the staff working with the families participating in the program. Additionally, the Commission engaged Advisory Committee members representing rural communities to help design pilot programs in rural communities, recognizing community resources and needs of the families in these

communities may be different than those residing along the Wasatch Front.

- Collaborating with community based organizations to hold a forum on intergenerational poverty. Community based organizations and non-profits will participate in a fall forum on intergenerational poverty in December. The forum will serve three primary objectives: (1) introduce policymakers to the issue of intergenerational poverty; (2) provide a forum to engage community partners and governmental entities in the development of policies and programs that will address the needs of those individuals experiencing intergenerational poverty; and (3) ensure the data contained in the Third Annual Report is shared with the public.

Section 4: Recommendations for 2015

As noted above, the Commission will meet in October to discuss and analyze the *Third Annual Report* to develop its five- and ten-year plans and create the measurable goals and benchmarks for those plans. The plans will assist the Commission in determining the specific evidence-based policies and programs required to meet those goals and benchmarks.

Although the specific policies and programs are not contained in this report, the Commission has adopted general recommendations it believes will reduce the incidence of children remaining in poverty and welfare dependency as adults. These recommendations are also contained in the *Third Annual Report* and are organized within four areas: Early Childhood Development, Education, Family Economic Stability and Health. Listed in each recommendation is the suggestion that the agencies listed in italics serve as the lead agency in exploring specific strategies with input from the Intergenerational Poverty Advisory Committee and the community.

Early Childhood Development

- **Support new parents.** Parents are a child's first and most important teacher. The role of the parent is critical to a child's healthy development and

well-being. The high rates of abuse and neglect experienced by children in jeopardy of remaining in poverty demonstrate a high need to provide basic parenting skills for their parents so they can create a nurturing home environment for their children. There are several evidence-based programs in place that can provide parenting skills to these new parents raising children in intergenerational poverty. (Department of Health, Department of Human Services)

- **Ensure young children are on the path to healthy development.** Children in jeopardy of remaining in poverty whether they are currently living in a family experiencing intergenerational poverty or a family receiving public assistance must receive timely screenings for disabilities and developmental delays. Care must be provided to ensure children requiring early intervention services are connected to providers and supported throughout the course of treatment to ensure continuity of care for the child and integration of services in the home. (Department of Health)
- **Prioritize placement of young children in high quality, safe and developmentally appropriate settings.** Young children are cared for in a variety of settings including their own homes, child care centers and at the homes of family members and neighbors. These settings offer various levels of quality. Children, regardless of income, should be cared for in settings that will offer quality care to ensure children develop appropriate social, emotional and behavioral skills to prepare them for school and life. Moreover, state programs must ensure parents of at-risk children are aware of the importance of quality child care settings. (Department of Health, Department of Workforce Services)
- **Prepare young children to enter kindergarten.** Expand opportunities for young children in jeopardy of remaining in poverty for enrollment in high-quality preschool settings in all areas of the state, including rural communities. These children should also receive priority for enrollment in those

communities receiving “School Readiness” grants. Additionally, physicians throughout the state should be supported to encourage parents to read and talk regularly to their children, as early as infancy. (Department of Health, Department of Workforce Services, Utah State Office of Education)

Education

- **Connect children to full day kindergarten programs.** Where full day kindergarten is already available, parents of children in both the IGP child and at-risk child cohorts should be informed of this option and encouraged to enroll their children upon entering kindergarten. (Utah State Office of Education)
- **Develop systems of support to meet the educational needs of children experiencing persistent poverty.** Children experiencing persistent poverty require supports that are not necessary for all students. Systems of support for these children should include connecting them to reading support programs, evaluating barriers to consistent school attendance and addressing mobility of students in poverty to ensure they remain engaged in learning despite frequent moves. (Utah State Office of Education)
- **Engage families in promoting a culture of education and high academic expectations.** Partner with parents and children at every stage of education to determine their child’s educational aspirations and expectations and regular evaluation to ensure academic aspirations are being met with expectations of educators and parents. (Department of Workforce Services, Utah State Office of Education)

Family Economic Stability

- **Connect families experiencing intergenerational poverty with community resources designed to assist them with employment, job training and education.** Many of the adults experiencing intergenerational poverty are employed but unable to meet the needs of their families. Families experiencing intergenerational poverty need jobs

that provide greater earning opportunities. Utah has an extensive network of programs administered by the government and non-profit organizations. Programs that are providing services to families in intergenerational poverty should connect families to the broad network of supports already in place throughout the state. This should include ensuring families have access to quality child care and education while parents are employed or participating in job training programs. (Department of Health, Department of Human Services, Department of Workforce Services)

- **Ensure working families are properly filing tax returns to receive tax credits for which they are eligible.** A majority of adults experiencing intergenerational poverty had some employment in 2013. These adults are eligible to receive federal tax credits that have been shown to provide an incentive to continued employment, improved health and academic outcomes for their children and increases in lifetime earnings. However, 20 percent of those eligible for these credits fail to apply. Efforts should be made to ensure these parents apply for all available tax credits for which they are eligible. (Department of Workforce Services)

Health

- **Ensure the nutritional needs of children living in intergenerational poverty are met in the home and school to support healthy development and academic success.** Although children experiencing intergenerational poverty are eligible and participating in the School Breakfast and Lunch Program, it is not necessarily the case that they are receiving the food, especially if they are barriers to arriving at school on time. As a result, these children suffer academically and often struggle with behavioral issues. Efforts should be made to ensure these children are receiving food, regardless of when they arrive at school. (Department of Workforce Services, Utah State Office of Education)
- **Ensure parents and children have access to and receive mental health care.** Parents and

children experiencing persistent poverty experience significant stress that often impacts their mental wellness. This may jeopardize parenting and lead to abuse and neglect of children which in turn impacts the lives of these children. Efforts should be made to connect families to mental health services and establish other approaches to promote mental wellness. (Department of Health, Department of Human Services)

- **Increase awareness among intergenerational poverty families of the importance of good oral health, especially those with children five years old and younger.** (Department of Health, Utah State Office of Education)

In addition, the Commission recommends the following:

- **Increase efforts among state agencies to coordinate case management of families experiencing intergenerational poverty.** There are many challenges confronting families in persistent poverty. As a result, many of these families receive assistance from multiple programs, across multiple state agencies and from several caseworkers. Those entities providing services through caseworkers should develop coordinated systems and procedures to ensure regular communication, including collaboration on family plans, activities and services to ensure care is coordinated and not duplicated. (Department of Health, Department of Human Services, Department of Workforce Services, Utah State Office of Education, Utah Juvenile Courts)
- **Continue collaboration to fill gaps in the data relevant to families experiencing intergenerational poverty.** The Third Annual Report provided extensive data on the families experiencing intergenerational poverty but gaps in the data remain, particularly in the areas of early childhood, housing, juvenile justice and transportation. Agencies represented on the Commission, the Advisory Committee and the Research Subcommittee should evaluate the gaps that exist in the data to continue developing the

data tracking system. (Department of Health, Department of Human Services, Department of Workforce Services, Utah State Office of Education, Utah Juvenile Courts)

- **Develop a strategic communication plan.** The agencies involved should develop and implement a plan targeting key publics, including families experiencing intergenerational poverty, policy makers, community partners, general public, and state government and Commission internal staff. The plan should be developed as the Intergenerational Poverty Commission continues to analyze the data and make recommendations moving forward. (Department of Health, Department of Human Services, Department of Workforce Services, Utah State Office of Education, Utah Juvenile Courts)

In the two years the Commission has been meeting to discuss the intergenerational poverty and the impact it has on Utah children, it has made substantial progress in addressing this issue. The Act has inspired collaboration across multiple agencies to establish solutions to reduce the incidence of children remaining in the cycle of poverty and welfare dependence. Already, there is progress in coordinating services among partners. Moreover, government, community based organizations, non-profits and academic researchers are collaborating on the research and data needed to continue fully understanding the impact intergenerational poverty has on Utah families.

Throughout 2014 and into 2015, the Commission and the Advisory Committee look forward to continuing our efforts to establish five- and ten-year plans to decrease the incidence of intergenerational poverty among Utah children. These plans will include measurable goals and benchmarks and we are confident these goals and benchmarks will lead to evidence-based policies, programs and procedures that over time will ensure that all Utah children have the opportunity to become contributing members of the Utah economy as they become adults. We look forward to sharing those plans in 2015.

APPENDIX A.1

Intergenerational Poverty Welfare Reform Commission Members

Name	Title
Jon Pierpont, Chair	Executive Director, Department of Workforce Services
David Patton	Executive Director, Department of Health
Ann Silverberg-Williamson	Executive Director, Department of Human Services
	State Superintendent of Public Instruction, Utah State Office of Education
Dawn Marie Rubio	Juvenile Court Administrator
David Burton	Intergenerational Poverty Advisory Committee Chair

APPENDIX A.2

Intergenerational Poverty Advisory Committee Members

Representative	Name	Organization
Committee Chair	Bishop H. David Burton	
Advocacy Group that Focuses on Childhood Poverty	Karen Crompton	Voices for Utah Children
Advocacy Group that Focuses on Education	Bill Crim	United Way of Salt Lake
Academic Expert in Childhood Poverty or Education	D. Ray Reutzler, Ph. D.	Utah State University Emma Eccles Jones Early Childhood Education Research Center
Faith-based Organization that Addresses Childhood Poverty or Education	Brad Drake	Catholic Community Services
Local Government Representative that Addresses Childhood Poverty or Education	Joe Piccolo	Mayor of Price, Utah
Child Mental Health	Dr. Doug Goldsmith	The Children's Center
Child Health	Dr. Renee E. Olesen	Intermountain Kearns Clinic
Additional Member Option	William Duncan	Sutherland Institute Center for Family and Society
Additional Member Option	The Honorable Ric Oddone	Retired Juvenile Court Judge
Additional Member	Liz Zentner	Utah PTA

APPENDIX B

Additional Data on the IGP and PA, Non-IGP Adult Cohorts

Table B. 1 Age and Gender

Age in December 2013	Intergenerational PA Recipients				Non-Intergenerational
	Female	Male	Total	% of Total	Compare other PA
21-24	5,497	2,462	7,959	22.2%	15.8%
25-29	8,287	4,499	12,786	35.7%	23.5%
30-34	5,814	3,406	9,220	25.7%	25.6%
35-42	3,658	2,193	5,851	16.3%	35.1%
Grand Total	23,256	12,560	35,816	100.0%	100.0%

Table B. 2 Marital Status

Most Current Marital Status	Intergenerational PA Recipients				Non-Intergenerational	Compare All Utahns
	Female	Male	Total	% of Total	Compare other PA	Ages 21-41 (1)
Never Married	11,591	7,542	19,133	53.4%	43.2%	32.8%
Married	5,808	3,554	9,362	26.1%	35.6%	57.8%
Divorced	2,925	787	3,712	10.4%	12.8%	7.1%
Separated	2,738	605	3,343	9.3%	7.5%	2.1%
Widowed	118	17	135	0.4%	0.5%	0.3%
Common Law	76	55	131	0.4%	0.3%	n/a
Grand Total	23,256	12,560	35,816	100.0%	100.0%	

Table B. 3 Count of Children

Count of Children in Household	Intergenerational PA Recipients				Non-Intergenerational
	Female	Male	Total	% of Total	Compare to other PA
0	3,248	6,432	9,680	27.0%	23.7%
1	4,745	1,486	6,231	17.4%	18.8%
2	6,062	1,759	7,821	21.8%	21.5%
3	4,616	1,427	6,043	16.9%	16.6%
4	2,574	831	3,405	9.5%	10.5%
5	1,166	367	1,533	4.3%	4.9%
6	451	143	594	1.7%	2.2%
7	200	64	264	0.7%	0.9%
8 or more children	194	51	245	0.7%	0.9%
Grand Total	23,256	12,560	35,816	100.0%	100.0%

Table B. 4 Homelessness

Possible Homelessness	Intergenerational PA Recipients				Non-Intergenerational
	Female	Male	Total	% of Total	Compare other PA
Not Likely	22,586	11,592	34,178	95.4%	97.4%
Likely	670	968	1,638	4.6%	2.6%
Grand Total	23,256	12,560	35,816	100.0%	100.0%

Table B. 5 Legal Issues

Legal Issues	Intergenerational PA Recipients				Non-Intergenerational
	Female	Male	Total	% of Total	Compare other PA
Felony Conviction	1,226	976	2,202	6.1%	2.8%
Misdemeanor	2,810	1,304	4,114	11.5%	4.3%
None	8,115	1,812	9,927	27.7%	16.3%
Unknown	11,105	8,468	19,573	54.6%	76.6%
Grand Total	23,256	12,560	35,816	100.0%	100.0%

Table B. 6 Disability Impeding Employment

Disability That Impedes Employment	Intergenerational PA Recipients				Non-Intergenerational
	Female	Male	Total	% of Total	Compare other PA
No	20,601	10,448	31,049	86.7%	79.3%
Yes	928	594	1,522	4.2%	2.9%
Unknown	1,727	1,518	3,245	9.1%	17.8%
Grand Total	23,256	12,560	35,816	100.0%	100.0%

Table B. 7 Race

Race	Intergenerational PA Recipients				Non-Intergenerational	Compare Total State Population (1)
	Female	Male	Total	% of Total	Compare other PA	
Asian	203	99	302	0.8%	1.6%	2.2%
Black	559	275	834	2.3%	2.0%	1.1%
Native American	1,297	638	1,935	5.4%	1.9%	1.1%
Pacific Islander	190	129	319	0.9%	1.2%	0.9%
White	16,484	8,009	24,493	68.4%	54.9%	88.1%
Other	137	98	235	0.7%	0.6%	6.6%
Unknown/Undeclared	4,386	3,312	7,698	21.5%	37.9%	n/a
Grand Total	23,256	12,560	35,816	100.0%	100.0%	

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

Table B. 8 Ethnicity

Ethnicity	Intergenerational PA Recipients				Non-Intergenerational	Compare Total State Population (1)
	Female	Male	Total	% of Total	Compare other PA	
Non-Hispanic	19,902	11,189	31,091	86.8%	90.0%	86.7%
Hispanic	3,354	1,371	4,725	13.2%	10.0%	13.3%
Grant TOTal	23,256	12,560	35,816	100.0%	100.0%	

APPENDIX C

Additional Data on the IGP Child Cohort

Table C.1 Age and Gender

Age of Child	Female	Male	Total	Ratio
0	3,888	4,021	7,909	15.2%
1	1,898	2,068	3,966	7.6%
2	2,009	2,216	4,225	8.1%
3	2,069	2,122	4,191	8.0%
4	2,058	2,179	4,237	8.1%
5	1,967	2,031	3,998	7.7%
6	1,695	1,822	3,517	6.8%
7	1,436	1,588	3,024	5.8%
8	1,321	1,411	2,732	5.2%
9	1,219	1,249	2,468	4.7%
10	1,121	1,116	2,237	4.3%
11	953	1,048	2,001	3.8%
12	873	861	1,734	3.3%
13	772	757	1,529	2.9%
14	675	740	1,415	2.7%
15	526	569	1,095	2.1%
16	481	528	1,009	1.9%
17	367	419	786	1.5%
Grand Total	25,328	26,745	52,073	100.0%

Table C.2 Relationship to Adults

Relationship to Adult	Female	Male	Total	Ratio
Son	0	25,960	25,960	49.9%
Daughter	24,600	0	24,600	47.2%
Other	728	785	1,513	2.9%
Grand Total	25,328	26,745	52,073	100.0%

Table C.3 Reported Disability

Disability Indicated	Female	Male	Total	Ratio
Yes	381	762	1,143	2.2%
None Indicated or Unknown	24,947	25,983	50,930	97.8%
Grand Total	25,328	26,745	52,073	100.0%

ENDNOTES

¹ Education data was accessible through Utah's longitudinal data system database administered by the Utah Data Alliance (UDA) which includes data supplied by the following: USOE, Utah System of Higher Education, Utah College of Applied Technology, DWS and StudentTracker service from the National Student Clearinghouse. This research including the methods, results, and conclusions does not necessarily reflect the views or opinions of the UDA partners. All errors are the responsibility of the author.

² Intergenerational Poverty Mitigation Act, UTAH CODE §35A-9.

³ See *id.* §303. See Appendix A for a list of members on the Intergenerational Poverty Welfare Reform Commission and the Intergenerational Poverty Advisory Committee.

⁴ Jasen Lee, *Utah Exceeds Gov. Herbert's Jobs Goal*, Deseret News, August 20, 2014, <http://www.deseretnews.com/article/865609138/Utah-exceeds-Gov-Herberts-jobs-goal.html>; Utah Department of Workforce Services, *Utah's Monthly Employment Situation Report* (June 2014).

⁵ U.S. Census Bureau, 2012 American Community Survey 1-year estimates. The latest poverty figures were released Fall, 2013. The 2012 rate is the current figure.

⁶ Senator Stuart Reid, Op-Ed., *Policymakers Should Shift Priorities and Resources to Children*, Deseret News, Nov. 27, 2011, <http://www.deseretnews.com/article/700201403/Policymakers-should-shift-priorities-and-resources-to-children.html?pg=all> (accessed May 27, 2014).

⁷ In 2013, the Intergenerational Poverty Mitigation Act was expanded to include the Intergenerational Welfare Reform Commission and the Intergenerational Poverty Advisory Committee.

⁸ States that have passed legislation attempting to reduce poverty include Connecticut, Delaware, Louisiana, Minnesota and Vermont. Many communities throughout the country are also creating plans to reduce poverty. Most states are addressing child poverty specifically.

⁹ See Utah Department of Workforce Services, *Intergenerational Poverty in Utah 2012*, <http://jobs.utah.gov/edo/intergenerational/igp12.pdf> (last visited Aug. 7, 2014)

¹⁰ UTAH CODE §35A-9-201(2)(a).

¹¹ Benjamin Gibbs, Jacob Mortensen & Bronwen Dromey, *The Relationship Between Years of Assistance as a Child and Adult in Utah: Towards a More Nuanced View of Intergenerational Poverty* (2013) (unpublished research, Brigham Young University on file with author).

¹² Sarah Fass, Kinsey Alden Dinan, Yumiko Aratani, National Ctr. for Children in Poverty, *Child Poverty and Intergenerational Mobility* (Dec. 2009), http://www.nccp.org/publications/pub_911.html. Elizabeth Thompson Gershoff et al., *Child Poverty in the United States: An Evidence-Based Conceptual Framework for Programs and Policies in 2 Handbook of Applied Developmental Science* 81, 86.

¹³ Joan Luby et al., *The Effects of Poverty on Childhood Brain Development: The Mediating Effect of Caregiving and Stressful Life Events*, 167 JAMA 1135-1142 (December 2013).

¹⁴ Harry J. Holzer et al., Institute for Research on Poverty, *The Economic Costs of Poverty in the United States: Subsequent Effects of Children Growing Up Poor* (Institute for Research on Poverty, Discussion Paper No. 1327-07, April 2007), available at <http://www.irp.wisc.edu/publications/dps/pdfs/dp132707.pdf>.

¹⁵ 2014 Poverty Guidelines for the 48 Contiguous States and the District of Columbia, 79 Fed. Reg. 3593 (Jan. 22, 2014).

¹⁶ U.S. Dept. of Commerce, Economics and Statistics Admin., U.S. Census Bureau, *The Research Supplemental Poverty Measure: 2011* (November 2012).

¹⁷ Economic Policy Institute, *Family Budget Calculator* available at <http://www.epi.org/resources/budget/> (last visited August 14, 2014).

¹⁸ The U.S. Census releases 2013 child poverty figures in the fall of 2014.

¹⁹ Economic Mobility Project, Pew Charitable Trusts, *Pursuing the American Dream: Economic Mobility Across Generations* (July 2012), <http://www.pewtrusts.org/en/research-and-analysis/reports/0001/01/01/pursuing-the-american-dream>.

²⁰ "'Intergenerational Poverty' means poverty in which two or more successive generations of a family continue in the cycle of poverty and government dependence." UTAH CODE §35A-9-102.

²¹ "'Situational Poverty' means temporary poverty that is generally traceable to a specific incident or time period within the lifetime of a person and is not continued to the next generation." *Id.*

²² At the end of Calendar Year 2013, there were 525,457 Utahns receiving public assistance. Workforce Research and Analysis, Utah Department of Workforce Services.

²³ Mary Beth Vogel-Ferguson, *FEP Redesign Study of Utah: 2014 – Wage 3* (July 2014) (unpublished research, on file with author). Among 762 survey participants who had at one time been a FEP recipient, about one-third lived in Utah their entire life. Nearly 24% of the whole sample never lived in Utah as a child.

²⁴ Child care subsidies are also provided to adults through Refugee Cash Assistance and Employment Support Child Care. Only 14 percent of the child care subsidy case were through the Family Employment Program.

²⁵ John Krantz & Natalie Torosyan Utah Department of Workforce Services, *Meeting Welfare's Work Participation Requirements and Transitioning into the Labor Market* (September 2012).

- ²⁶ U.S. Census Bureau, 2008-2012 ACS 5-Year Estimates. Percent is based on total 0-17 year olds on public assistance (IGP and "At Risk") at any time during 2013, divided by the population estimate for the same age group.
- ²⁷ In 2012, the U.S. Census reported 872,728 children under the age of 18 in Utah. Although the IGP data included in this report is from Calendar Year 2013, there is little fluctuation in either population, thereby allowing comparison despite data from different years.
- ²⁸ 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). Philippa Garson, *Spare the Rod – The Biology of Poverty and Violence*, IRIN Humanitarian News and Analysis, May 30, 2014 available at <http://www.irinnews.org/report/100153/spare-the-rod-child-deprivation-and-the-cycle-of-poverty>. 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).
- ²⁹ Mary Corcoran, *Rags to Rags: Poverty and Mobility in the United States*, Annual Review of Sociology, 21, 237-267 (1995). Economic Mobility Project, Pew Charitable Trusts, *Pursuing the American Dream: Economic Mobility Across Generations*.
- ³⁰ Fass et al., supra note 9.
- ³¹ U.S. Census, 2012 American Community Survey 1-Year Estimates. T.J. Mathews & Brady E. Hamilton, Centers for Disease Control and Prevent, *Delayed Childbearing: More Women are Having Their First Child Later in Life* (August 2009). The median age of first marriage for Utah women is 24.1, three years younger than the national median age. The Centers for Disease Control reported that the average age of the mother at first birth was 23.9 compared to 25.0 nationally, as of 2006.
- ³² The Nat'l Ctr. For Children in Poverty created the table by looking at children in poverty and outcomes in adulthood. This report uses attachment to public assistance as a proxy for poverty. Attachment to public assistance is the measure utilized to draw the relationship between experiences in childhood and the likelihood of continued economic hardship into adulthood.
- ³³ UTAH CODE §§35A-9-303.
- ³⁴ Nat'l Ctr. For Children in Poverty, Young Child Risk Calculator, <http://www.nccp.org/tools/risk/?state=UT&age-level=9&income-level=Poor&ids%5B%5D=77&ids%5B%5D=84&ids%5B%5D=76&ids%5B%5D=78&ids%5B%5D=74&ids%5B%5D=72&ids%5B%5D=83&submit=Calculate> (last visited June 16, 2014).
- ³⁵ Young Child Risk Calculator, National Center for Children in Poverty, <http://www.nccp.org/tools/risk/> (last visited August 29, 2014).
- ³⁶ DWS does not track data on households without English speakers but does track households of limited English proficiency. That was the indicator that was utilized in the analysis.
- ³⁷ National Center for Children in Poverty supra note 34.
- ³⁸ W.J. Yeung, M.R. Linver, & J. Brooks-Gunn, *How Money Matters for Children's Development: Parental Investment and Family Processes*, 73 Child Development 1861-1879 (2002).
- ³⁹ U.S. Census Bureau, 2012 American Community Survey 1-year estimates.
- ⁴⁰ *Id.*
- ⁴¹ Utah Department of Workforce Services, *Utah Jobs Outlook, Jobs with the Best Career Options 2010-2020* (2012).
- ⁴² Eric F. Dubow, Paul Boxer & L. Rowell Huesmann, Nat'l Inst. of Health, *Long-Term Effects of Parents' Education on Children's Educational and Occupational Success: Mediation by Family Interactions, Child Aggression, and Teenage Aspirations* (Merrill Palmer Q ed., Wayne State Univ Press 2009).
- ⁴³ Utah Department of Workforce Services supra note 32.
- ⁴⁴ U.S. Census Bureau, 2012 American Community Survey 1-year estimates.
- ⁴⁵ Utah Dep't of Workforce Services, *Utah's Second Annual Report on Intergenerational Poverty, Welfare Dependency and the Use of Public Assistance 2013*, 8-9 (September 2013), <http://jobs.utah.gov/edo/intergenerational/igp13.pdf>.
- ⁴⁶ *Id.* at 11-15.
- ⁴⁷ Linda Jacobson, *Addressing the High Costs of Student Mobility: Military-connected Schools Show How to Ease the Burden of Frequent Moves*, Harvard Education Letter (2013) available at http://hepg.org/hel-home/issues/29_2/helarticle/addressing-the-high-costs-of-student-mobility_563#home.
- ⁴⁸ Elizabeth Terry-Humen, Jennifer Manlove & Kristin A. Moore, The National Campaign to Prevent Teen Pregnancy, *Playing Catch-Up: How Children Born to Teen Mothers Fare* (January 2005), http://www.thenightministry.org/070_facts_figures/030_research_links/060_homeless_youth/020_pp_youth/PlayingCatchUp.pdf.
- ⁴⁹ The National Campaign to Prevent Teen and Unplanned Pregnancy, *The Public Costs of Teen Childbearing in Utah in 2010*, available at <http://thenationalcampaign.org/resource/public-costs-teen-childbearing-utah-2010> (accessed July 18, 2014).
- ⁵⁰ UTAH CODE §35A-9-303(1)(a).
- ⁵¹ The median wages for those with a Bachelor's Degree were \$43,620 compared to \$28,555 for those with a high school diploma. Similarly, only 2.5 percent of those with a Bachelor's Degree or higher were unemployed compared to 11.2 percent for those who did not graduate high school. U.S. Census Bureau, ACS 5-year estimates, 2008-2012.

- ⁵² The Urban Child Institute, *Baby's Brain Begins Now: Conception to Age 3*, <http://www.urbanchildinstitute.org/why-0-3/baby-and-brain> (last visited August 22, 2014). Motoko Rich, Pediatrics Group to Recommend Reading Aloud to Children from Birth, *New York Times*, June 24, 2014, <http://www.nytimes.com/2014/06/24/us/pediatrics-group-to-recommend-reading-aloud-to-children-from-birth.html>.
- ⁵³ Betty Hart & Todd R. Risley, *The Early Catastrophe: The 30 Million Word Gap by Age 3*, *American Educator* (Spring 2003), <https://www.aft.org/pdfs/americaneducator/spring2003/TheEarlyCatastrophe.pdf>.
- ⁵⁴ James J. Heckman, *The American Family in Black and White: A Post-Racial Strategy for Improving Skills to Promote Equality* (The Inst. for the Study of Labor, Discussion Paper No. 5495, 2011), available at <http://heckmanequation.org/content/resource/american-family-black-and-white-post-racial-strategy-improving-skills-promote-equal>. See also Janis Dubno, *Voices for Utah Children, High Quality Preschool Closes the Achievement Gap and Reduces Special Educations Costs for At-Risk Children* (2012) available at [file:///C:/Users/tgruber.UTAH/Downloads/High_Quality_Preschool_Improves_Academic_Achievement_and_Reduces_Special_Education_Costs-Evidence_from_GSD_update-Final%20\(1\).pdf](file:///C:/Users/tgruber.UTAH/Downloads/High_Quality_Preschool_Improves_Academic_Achievement_and_Reduces_Special_Education_Costs-Evidence_from_GSD_update-Final%20(1).pdf).
- ⁵⁵ See UTAH CODE §53A-1b, School Readiness Initiative. The Department of Health provides home visitation services through Healthy Families, Nurse Family Partnership, and Parents as Teachers. It provides early intervention services through its Baby Watch Early Intervention Program.
- ⁵⁶ Utah State Office of Education, *Optional Extended Day Kindergarten (OEK): Report to the Utah State Board of Education* (June 2011), available at <http://www.schools.utah.gov/board/Reports/Optional-ExtendedDayKindergartenRptJune2011.aspx>.
- ⁵⁷ The Utah Data Alliance provided all of the educational data contained in this report. This data is from School Year 2011-2012.
- ⁵⁸ Hedy N. Chang, Mariajose Romero, *Attendance Works, Present, Engaged, and Accounted For, The Critical Importance of Addressing Chronic Absence in the Early Grades* (September 2008) available at http://www.nccp.org/publications/pdf/text_837.pdf.
- ⁵⁹ Attendance Works, *Attendance in the Early Grades: Why it Matters for Reading* (February 2014) available at <http://www.attendanceworks.org/wordpress/wp-content/uploads/2014/03/Attendance-in-the-Early-Grades.pdf>.
- ⁶⁰ Utah Education Policy Center, University of Utah, *Research Brief: Chronic Absenteeism* (July 2012) available at <http://uepc.utah.edu/documents/chronic-absenteeism-research-brief.pdf>.
- ⁶¹ *Id.*
- ⁶² Sean F. Reardon, *The Widening Income Achievement Gap, Educational Leadership*, May 2013 at 10.
- ⁶³ Heckman *supra* note 44.
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- ⁶⁶ The Criterion-Referenced Tests (CRT) were used in the 2012 school year. The USOE has since changed to assess students using the Student Assessment of Growth and Excellence (SAGE).
- ⁶⁷ Low-income students are those students who are eligible for free or reduced lunch. Students eligible for free lunch must have family income at or below 130% of the federal poverty line and for reduced lunch income must be at or below 185% of the federal poverty line.
- ⁶⁸ Child Trends, *Indicators on Children and Youth: Math Proficiency* (February 2013) available at http://www.childtrends.org/wp-content/uploads/2012/11/09-Mathematics_Proficiency.pdf.
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Department of Workforce Services (DWS)

