

# UTAH'S SIXTH ANNUAL REPORT

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ON INTERGENERATIONAL POVERTY, WELFARE DEPENDENCY  
AND THE USE OF PUBLIC ASSISTANCE • 2017

UTAH INTERGENERATIONAL WELFARE REFORM COMMISSION 2017 REPORT





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# ABOUT THIS REPORT

The Sixth Annual Report on Intergenerational Poverty, Welfare Dependency and Public Assistance marks a transition for Utah's intergenerational poverty effort. While the report continues to provide an update on the adults and children experiencing intergenerational poverty, it shifts from that exclusively to a report tracking progress on the Intergenerational Welfare Reform Commission's five- and 10-year plan, *Utah's Plan for a Stronger Future*. It is more focused on the impacts of strategies and tactics designed to ensure families experiencing intergenerational poverty have access to opportunity rather than simply providing a catalog of data points and indicators. To that end, the Intergenerational Welfare Reform Commission (Commission) has created a set of online tools to provide easy access to data dashboards listing measures designed to track progress on each of the five- and 10-year plan goals. As the data provided in previous reports continues to be utilized to identify policy and resource gaps, the dashboards will continue to evolve to include data from programs designed to close those gaps.

The following report summary is an important supplement to the new online tools available, which include the following: (1) statewide data on the five- and 10-year plan indicators; (2) county-level data; and (3) a statewide map identifying the availability of resources in communities with the highest rates of children experiencing intergenerational poverty.<sup>1</sup> In addition to those online tools, this summary provides an overview of the data from Calendar Year 2016 (CY2016), efforts of the Commission over the past twelve months, and an update on the efforts embarked upon by the state to move the needle in a positive direction for children and families experiencing intergenerational poverty. It also includes an appendix containing a comprehensive catalog of indicators reported in previous annual reports on intergenerational poverty that are not utilized to measure progress for the goals of the Commission. There is recognition that those indicators provide value apart from measuring progress and state policymakers, community-based organizations and research entities utilize those indicators.

The previous five annual reports are available to provide additional context and research for each of the areas of child well-being.<sup>2</sup> Additionally, the report identifies several new indicators.



## NEW 2017 INDICATORS:

- Participation in the Women, Infant and Children Program
- Participation in evidence-based Home Visitation Programs
- Special Education among students experiencing intergenerational poverty
- Comprehensive indicators on child homelessness
- Participation in high-quality early childhood education programs
- Identification of Health Provider Shortage Areas in counties with high rates of children experiencing intergenerational poverty

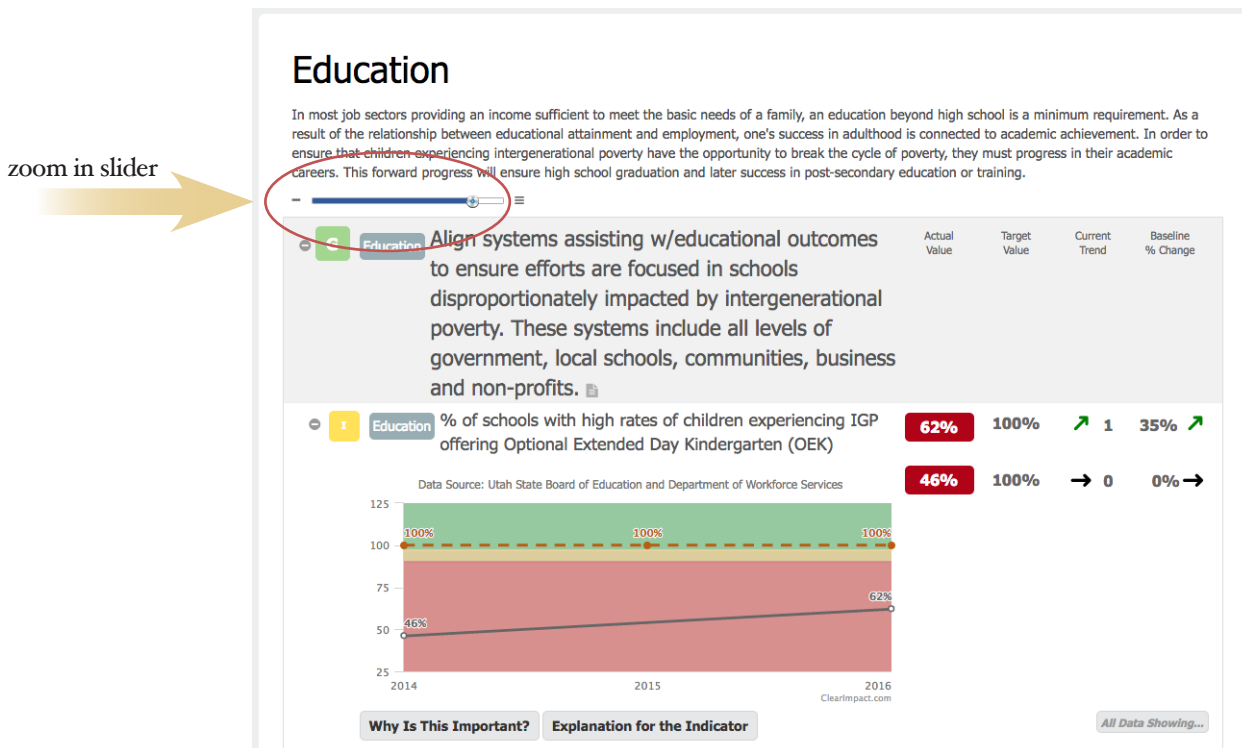
# HOW TO USE THE ONLINE DATA RESOURCES

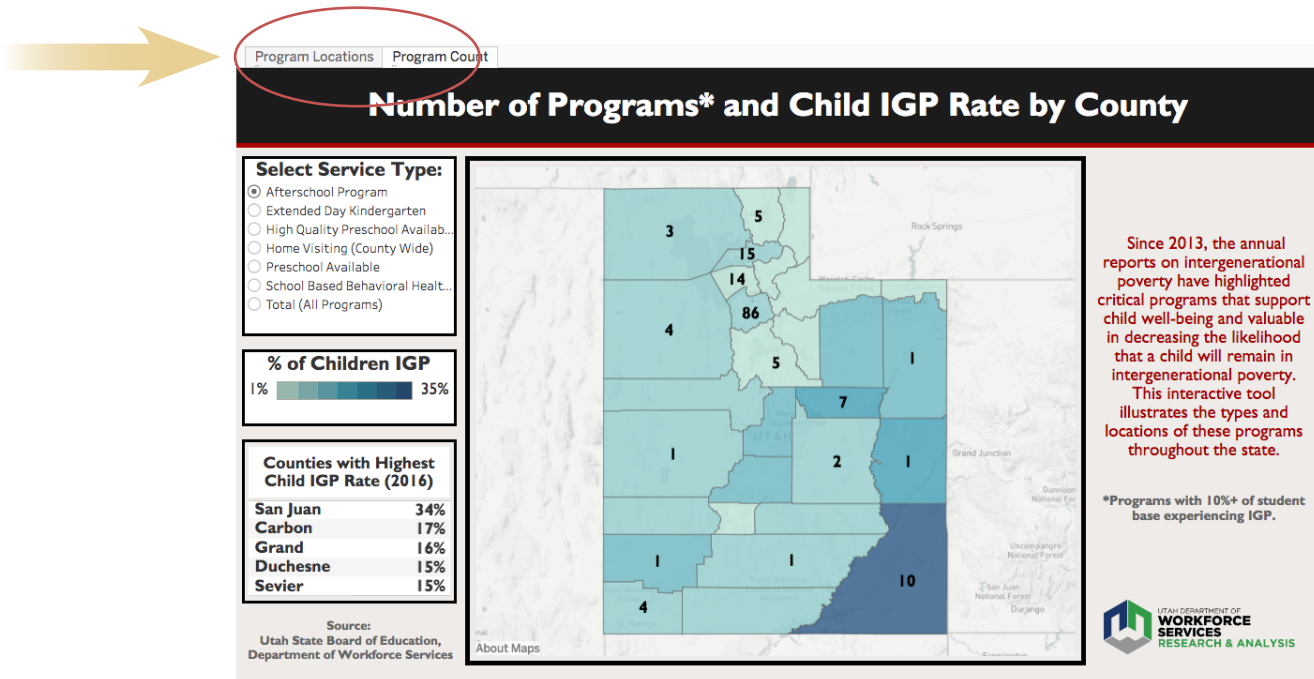
As part of the 2017 Report on Intergenerational Poverty, online data resources have been provided. The following provides an explanation of those resources and instructions on navigating the online tools.

## I. FIVE- AND 10-YEAR PLAN PROGRESS

Utah's Plan for a Stronger Future is the Intergenerational Welfare Reform Commission's five- and 10-year plan. It includes goals in each area of child well-being, as well as indicators to track progress toward achieving the goals in early childhood development, education, family economic stability and health. Online, there are data scorecards for each area of child well-being and data on each indicator, where available. To navigate the scorecards:

- Go to [intergenerationalpoverty.utah.gov](http://intergenerationalpoverty.utah.gov)
- Click on the "Five- and 10-Year Plan Progress" button
- Select the scorecard for the relevant area of child well-being to see progress toward achieving the goal
- Once in the scorecard use the zoom in feature to expand the level of detail viewable for the indicators





## 2. MAP OF PROGRAMS FOR IMPROVING CHILD OUTCOMES

Since 2013, the annual reports on intergenerational poverty have highlighted critical programs that support child well-being and are valuable in decreasing the likelihood that a child will remain in intergenerational poverty. These programs include the following: home visitation, high-quality preschool, optional extended day kindergarten, afterschool programs and access to a school-based behavioral health specialist. In this interactive online tool, the viewer can select a county to evaluate the programs available or select a program and view the counties where the program is available. In addition, the map provides the rates of children experiencing intergenerational poverty. To navigate the map:

- Go to [intergenerationalpoverty.utah.gov](http://intergenerationalpoverty.utah.gov) where the map will be on the landing page
- On the map tool, select the “Program Locations” tab
- Select the county of interest and hover over the available programs, including contact information
- Select the “Program Count” tab and select a program type. View the number of programs of that type by county

### 3. COUNTY DATA AND PLANNING RESOURCES

In 2017, the Intergenerational Welfare Reform Commission supported counties in their efforts to develop plans to address intergenerational poverty. Those planning resources are now available online. These resources include county-level data, online training modules to support plan development, county committee activity worksheets and a county plan template. To navigate the county-level data:

- Go to [intergenerationalpoverty.utah.gov](http://intergenerationalpoverty.utah.gov)
- Click on the “County IGP Data” button
- Select the county for which you want to see the data
- On the data viewer, select the tab indicating the area of child well-being for which you want to view the county data
- To view the other online resources for counties, click on the “County Planning Resources” link on the homepage



## EXECUTIVE SUMMARY



Utah continues to be recognized as a national leader in promoting the well-being of its children. It continues to leverage its successes in reducing income inequality and moving people out of poverty.

Utah continues to be recognized as one of the national leaders of promoting the well-being of its children.<sup>3</sup> The emphasis on child well-being recognizes the important role it plays in establishing a foundation for a child's success into adulthood. While important, the national ranking masks challenges for children and their families experiencing intergenerational poverty (IGP). Since 2012, Utah has been utilizing research and data to embark on a strategic campaign to ensure that the state is the national leader in promoting the well-being of children experiencing intergenerational poverty. Over the past six years, the state has made progress addressing intergenerational poverty by creating a collaborative environment to solve this complex issue. It continues to leverage its success in reducing income inequality and moving people out of poverty to ensure families experiencing IGP participate in the state's economic gains.<sup>4</sup>

In 2016, the Commission and its Advisory Committee recognized that the data included in the annual reports positioned the state to move forward from understanding the challenges confronting families experiencing intergenerational poverty to addressing those challenges. This acknowledgement led the Commission to revise its five- and 10-year plan to include concrete recommendations that stakeholders could implement to advance the plan's goals.

The Commission's clear direction led policymakers at the state and local level to begin making progress through implementation of policies that are data informed and research based. During the 2017 General Session of the Utah Legislature, new laws were enacted and limited resources were targeted to effective strategies leading to positive outcomes for children experiencing IGP. In addition, under the leadership of Utah's Lieutenant Governor, leaders in 11 rural counties and two urban counties were engaged to develop local plans that align with the Commission's goals to reduce IGP among Utah children and their families. The focus on local solutions recognizes the strengths and unique challenges that exist within communities to address barriers confronting families experiencing intergenerational poverty. A detailed explanation of the Commission's role in supporting the development of these counties and their plans is included in the *Utah Intergenerational Welfare Reform Commission 2017 Report*, which follows this report. The comprehensive plans are key components in the state's effort to ensuring children have opportunities within their



communities to achieve success into adulthood. Throughout this report, the county plans are referenced where the plans include efforts in a specific area of child well-being.

As this *Sixth Annual Report on Intergenerational Poverty* demonstrates, these concerted efforts are beginning to lead to incremental improvement for children and families experiencing intergenerational poverty. However, much work remains across each of the four areas of child well-being, which are early childhood development, education, family economic stability and health.

Throughout the report, there are several data highlights, indicating an improvement from previous reports. Those data highlights include the following:

- Increasing access for young children experiencing intergenerational poverty in high-quality early childhood programs.
- Gains in academic proficiency scores for children experiencing intergenerational poverty.
- Increasing graduation rates among high school seniors experiencing intergenerational poverty.
- Increasing stability for families including modest decreases in the rate of parents who lack jobs, gains in housing stability and increasing enrollment in post-secondary education and training for parents.

Despite these bright spots, gaps remain, including the following:

- Economic challenges remain, including inadequate income, lack of year-round employment and lack of affordable housing for families experiencing intergenerational poverty.

- Behavioral health care access limited for individuals experiencing intergenerational poverty who require behavioral health services.
- Utilization of health care, including preventive care, remains low for young children.

In addition, this report summary includes an analysis of the intersection between intergenerational poverty and child homelessness. In 2017, the Intergenerational Poverty Mitigation Act (IGPA) was amended to include this additional analysis. Although homelessness tends to be intergenerational in nature, there is not significant overlap between homelessness and Utah's IGP population.



### This year's report highlights data such as:

- Increasing access to early childhood programs
- Gains in proficiency scores
- Increasing graduation rates
- Increasing stability for families

# BASELINE DATA UPDATE

Although the intergenerational poverty initiative is focused on a distinct subset of families experiencing poverty, it also includes an analysis of poverty in the state. This comprehensive analysis allows the state to evaluate whether poverty is entrenched and passed through generations or whether the majority of families are experiencing situational poverty represented by brief periods of economic hardship brought on by temporary setbacks in their lives. It is important to note that there is no national definition of intergenerational poverty. As a result, Utah has developed its own definition and application of the definition so that intergenerational poverty can be measured. This allows the state to understand the barriers and challenges confronting children and their families experiencing this type of poverty. Utah measures intergenerational poverty utilizing

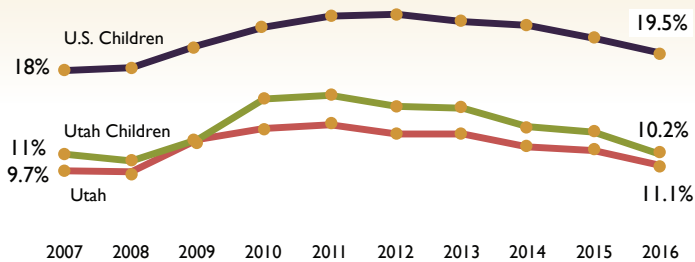
a family's receipt of public assistance. This proxy measure for intergenerational does not include or overlap with the federal poverty measure. However, as poverty in Utah decreases, as measured by the federal poverty measure, a decrease in intergenerational poverty may be expected.

Since 2011, Utah's poverty rate has decreased more significantly than the national poverty rate among residents, including children.<sup>5</sup> This decrease corresponds with improvements in Utah's economy. In May 2016, Utah's unemployment rate was 3.5 percent and its job growth rate was 3.7 percent.<sup>6</sup>

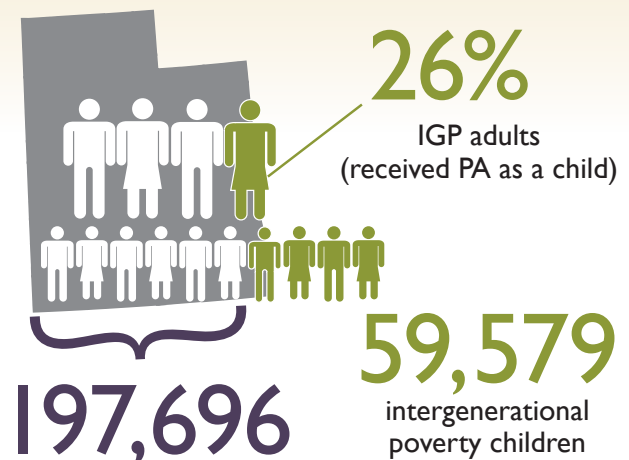
Despite these significant decreases in overall poverty and Utah's expanding economy, the rate of intergenerational poverty remains stagnant.

## Utah Child Poverty Continues to Decline

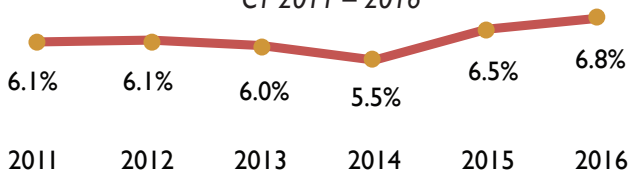
Federal Poverty, 2007–2016



## Utah Adults Receiving Public Assistance (PA)



### Children Experiencing Intergenerational Poverty CY 2011 – 2016



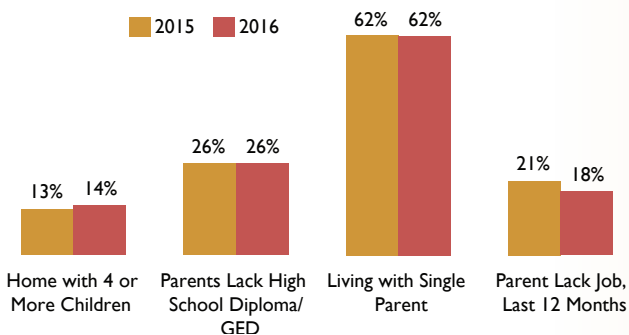
Among Utah children between the ages of 0-17 years old, 7 percent met the definition of intergenerational poverty. When including children receiving public assistance services for at least 12 months but whose parents did not receive public assistance for at least 12 months as children, that rate increases to 29 percent of Utah's child population.<sup>7</sup> Both categories of children, when combined, are considered at risk of remaining in poverty as adults given that a child growing up in poverty is more likely to remain poor in early and middle adulthood than children who were never poor.<sup>8</sup>



Among these children, there are several factors present increasing their risk for poor health, educational and developmental outcomes. When present in a child's life, these risk factors jeopardize child well-being more profoundly when coupled with economic hardship.<sup>9</sup> These risk factors have been evaluated since 2013 and the primary risk factors remain unchanged: (1) child living with a single-parent; and (2) parents lacking a high school diploma or GED.

### Top Risk Factors for Young IGP Children

Children 0 – 9 years old, CY 2015 – 2016



Although the rates of children experiencing intergenerational poverty with these risk factors present remains unchanged, there is improvement among the rate of children whose parents lacked a job in the past 12 months.



The rate of IGP parents of children, ages 0–9, who lacked a job decreased from 21% to 18% between 2015 and 2016.

In addition to the children, there were 39,376 adults experiencing intergenerational poverty. Although this represented an increase from the count in 2015, there were 5,498 adults who met the definition of intergenerational poverty in 2015 but were no longer meeting the definition in 2016 and are no longer included in the count. Each year, there are thousands of adults who previously met the definition who are no longer in the intergenerational poverty cohort. These exiting individuals comprise anywhere from 15 to as much as 25 percent of the previous year's cohort and exit public assistance for a variety of reasons, including client inaction, moving out of state or expiration of time limits. Of course, a positive reason for no longer requiring public assistance is an increase in income resulting from employment.<sup>10</sup>

Additional demographic and baseline data is available in APPENDIX B.1—Baseline Data.

17% of IGP adults left the cohort due to increase of income. This is up from 11% in 2014, when the measure was first tracked.



## AREAS OF CHILD WELL-BEING LEADING TO SUCCESS IN ADULTHOOD



### EDUCATION

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



### FAMILY ECONOMIC STABILITY

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



### HEALTH

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



### EARLY CHILDHOOD DEVELOPMENT

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

## CHILD WELL-BEING

Through years of analysis, Utah has developed an increased understanding of the children experiencing intergenerational poverty throughout the state. It has gained this understanding through evaluation of indicators within four areas of child well-being: early childhood development, education, family economic stability and health. The analysis across multiple areas recognizes their interrelated nature and the contribution each plays in ensuring opportunity for children. Each area must be addressed in a comprehensive manner so these children are

provided the opportunity to strive for success from their earliest years and into their careers.

Across each of the four areas of child well-being in which progress is measured and track, incremental improvements continue, while gaps remain. The intergenerational poverty initiative is a long-term effort demonstrating the state's willingness to continue to build on successes while reducing the gaps. The following highlights the progress made to advance the goals established by the Commission, while recognizing the need for improvement.

# EARLY CHILDHOOD DEVELOPMENT



**5-Year Goal:** Align all systems involved in early childhood development to ensure Utah has the capacity to prepare children at risk of remaining in poverty for kindergarten.

**10-Year Goal:** Children at risk of remaining in poverty, as they become adults are emotionally, cognitively and developmentally prepared for kindergarten.

There continues to be a focus on the youngest of Utah citizens growing up in poverty demonstrated by increasing interest in early childhood development. The focus in this area recognizes the importance of supporting children's healthy development and the costly and lasting implications failure to do so has on brain development. The indicators in



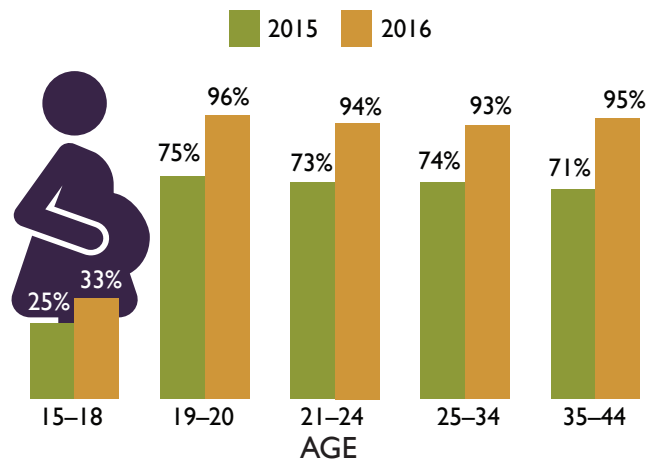
**NEW INDICATOR:** 74% of the kids experiencing IGP, between the ages of 0-5 years old participated in the Women, Infant & Children (WIC) program for an average of 18 months.

this area of child well-being include parenting, health and access to high-quality early care and education.

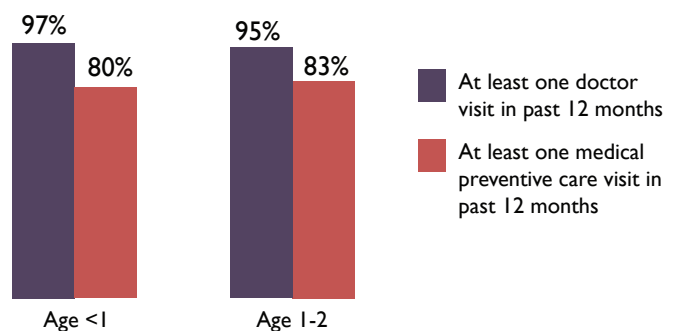
In Utah, families experiencing intergenerational poverty with young children are able to receive access to programs to support their young child's healthy development. Gains are being made with regard to utilization of those services. In 2016, more pregnant women received prenatal care and preventive care.

In addition to having health needs met, parents must be empowered to meet their responsibilities as their child's first and most important teacher. Unfortunately, in many families experiencing intergenerational poverty, there are greater rates of substantiated cases of child abuse and neglect compared to Utah's statewide rates of such cases.

**Prenatal Care of Pregnant Women Who are IGP**



**Health Care Utilization Among Young IGP**



The lasting implications this type of toxic stress and trauma imposes on a developing child's brain are significant and include impairments to cognitive, social and emotional development. In Utah, evidence-based home visitation programs demonstrate improvements in parenting that leads to reductions in abuse and neglect and effectively supports healthy development. However, too few young parents experiencing intergenerational poverty have access to these effective programs.

Despite efforts to expand home visitation services to several counties with high rates of intergenerational poverty, access to programs remains limited and likely to decrease due to a significant reduction in federal funding for these programs in Utah.<sup>11</sup>



**NEW INDICATOR:** Among those receiving home visitation services, 1,080 were experiencing intergenerational poverty or at risk of intergenerational poverty. This comprised 57% of all those receiving services in 2016.



An area receiving attention in Utah, as well as nationally, is increasing access for low-income children to high-quality early care and education programs. While expanding investments in high-quality early childhood programs is important, the state is also committed to evaluating whether these programs are leading to improved outcomes for young children. The early childhood development research affirms the value of connecting low-income children to high-quality early care and education programs.<sup>12</sup> It also emphasizes that kindergarten readiness may not be achieved in the absence of a high-quality program. As a result, investments in both placing children in high-quality programs and increasing the number of programs that are high quality are necessary so that there is sufficient capacity to serve children in programs that ensures they are ready for kindergarten.

This report contains the first indication that children experiencing intergenerational poverty are accessing early care and education programs. This also includes data on the increasing network of programs that are determined to be high-quality programs, as defined by state law and evaluated with a nationally-normed observation tool.<sup>13</sup> During the School Year 2016 (SY2016), 27 percent of four-year-olds experiencing intergenerational poverty were enrolled in a public preschool program.

In addition to access to public preschool programs, 48 percent of children receiving child care subsidies are experiencing intergenerational poverty. Of similar importance to preschool enrollment, access to high-quality child care is essential to the safety and healthy development of children, particularly in the school readiness of low-income children. Moreover, child care is a critical work support for parents, allowing them to maintain employment while their children are cared for in safe and nurturing environments.

## High-Quality Preschool Programs Increase:



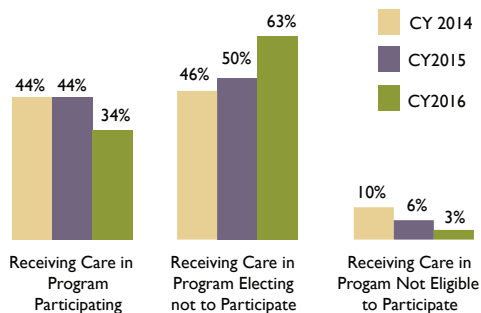
90 sites certified as high quality statewide in 2016



172 sites certified as high quality statewide in 2017

Currently, Utah child care providers elect to participate in the state's pre-quality rating and improvement system (QRIS). Although the QRIS does not measure a child care program's quality, it does demonstrate a program's willingness to invest in quality. Unfortunately, fewer child care programs serving children covered by child care subsidies are participating in the QRIS.

### Fewer Child Care Providers Participate in Utah's Pre-QRIS



Although many of the children covered by child care subsidies are not receiving care in programs participating in Utah's voluntary pre-Quality Rating and Improvement System, 84 percent of the programs receiving grants and technical assistance to improve child care quality serve a population where at least 10 percent of the children are covered by child care subsidies.

The state's increased attention on placing children in high-quality preschool continues to be reflected in recently enacted state laws.<sup>14</sup> These laws make clear that only programs determined high quality are eligible to serve vulnerable children, including children experiencing



**NEW INDICATOR: 11% of the child care programs where at least 10% of children are covered by child care subsidies are receiving child care quality improvement grants, including technical assistance.**

intergenerational poverty. The emphasis on high quality is a challenge for serving these children because so few programs are determined high quality. Fortunately, the number of programs has increased since 2016.<sup>15</sup>

The increased capacity for high-quality preschool resulted in more IGP families eligible to receive government-funded scholarships for their four-year-olds to attend high-quality preschool. In 2016, at the start of the program, only 54 percent of four-year-olds experiencing intergenerational poverty were able to apply for scholarships. By 2017, that increased to 75 percent eligible to apply. Although a great improvement, applications were only received from 9 percent of those eligible.

## Intergenerational Poverty Preschool Scholarships

	Count of IGP 4 year olds	Count of IGP Scholarship Applications Sent	% of IGP Eligible to Apply	Count of Applications Returned	% Eligible Who Applied
School Year (SY) 16–17	4,250	2,300	54%	314	14%
School Year (SY) 17–18	4,447	3,357	75%	308	9%



### IGP Scholarship Applicants by Risk Factor

% of applicants by risk factor



Among the IGP scholarship applicants, the majority possessed risk factors that impact their ability to be ready for kindergarten in the absence of preschool. The presence of these risk factors further demonstrate the importance of connecting four-year-olds experiencing intergenerational poverty to high-quality preschool programs.

The ongoing attention to the data and research in the area of early childhood development has led to significant changes to policies and programs through both legislation and administrative action by the Commission. Commission members supplemented legislative changes by:

- i. Targeting additional home visitation resources to counties identified as those with 30 percent or more children at risk of remaining in poverty as adults.

2. Prioritizing resources to improve the quality of child care programs to those programs serving the greatest number of subsidy children.
3. Developing a kindergarten readiness assessment, Kindergarten Entry and Exist Profile (KEEP), that will be administered beginning SY 2017.
4. Providing additional resources to private preschool programs to improve program quality.

Additional data relating to Early Childhood Development is available in APPENDIX B.2—Early Childhood Development Supplemental Data.



### Risk Factors Included on the Preschool Application

- The mother of child did not graduate from high school
- Single parent
- Language spoken in the home most often is not English
- Child born to a teenage mother
- Child exposed to physical abuse or domestic violence
- Child exposed to substance abuse (drugs or alcohol)
- Child exposed to stressful life events (death of a parent, chronic illness of parent or sibling, mental health issues, etc.)
- Parent has been incarcerated
- Child lives in a neighborhood with high violence/crime
- One or both parents has a low reading ability
- Family has moved more than once in the last year
- Child has been in foster care
- Child lives in a home with multiple families in the same household





## EDUCATION



**5-Year Goal:** Align systems assisting with educational outcomes to ensure efforts are focused in schools disproportionately impacted by intergenerational poverty. These systems include all levels of government, local schools, communities, business and non-profits.

**10-Year Goal:** Children at risk of remaining in poverty, as they become adults graduate from high school at a rate equal to the statewide rate.

Utah policymakers, business leaders and community leaders are establishing strategic education plans to improve educational outcomes for Utah children and their parents.<sup>16</sup> All of the plans address the needs of students across a continuum of a student’s education from preschool through post-secondary education and training, while establishing indicators to measure progress. Although the statewide plans are necessary, the goals contained in those plans cannot be achieved if the needs of the state’s most vulnerable students are not understood and addressed. As a result, the Commission developed educational goals for students experiencing intergenerational poverty that complement the educational plans addressing the needs of all Utah students.

All of the statewide efforts to improve educational outcomes recognize the increasing importance of obtaining an education beyond high school to establish a career in an occupation that provides a wage sufficient to meet the basic needs of a family. Adults with a post-secondary education, including two-year degrees and trade certificates, experience lower unemployment rates and higher lifetime earnings.<sup>17</sup> As a result, any effort to end the cycle of poverty must recognize the importance of education and include data measuring academic progress of students experiencing intergenerational poverty.

In addition to growing up with economic hardship, these students are at risk for academic challenges for additional reasons. The data reveal that a disproportionate share of IGP students are also students eligible for special education

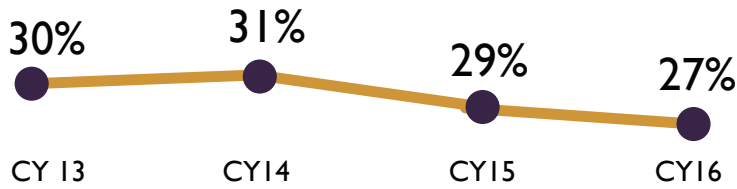
In addition, more than a quarter of IGP students are involved with the juvenile justice system. Fortunately, the rate of students interacting with the juvenile justice



**NEW INDICATOR:** Among students experiencing intergenerational poverty, 24% receive special education services, compared to 13% of the statewide student population.

### Involvement in Juvenile Justice Decreases

IGP Youth, 10 – 17 Years Old



system continues to decrease and reflects a similar pattern statewide where involvement has decreased. This pattern is expected to continue as Utah implements Juvenile Justice Reform.<sup>18</sup> Although the reforms are not specific to children experiencing intergenerational poverty, given the correlation between involvement with the juvenile justice system and intergenerational poverty, implemented reforms will impact the intergenerational poverty population.

Despite these additional challenges, educational indicators are improving for students experiencing intergenerational poverty. Since 2014, all Utah students are showing improvements in several educational benchmarks. Although the student achievement gap remains between all Utah students and students experiencing intergenerational poverty, gains are revealed across educational benchmarks for the state’s most vulnerable student population. These improvements across academic indicators are leading to increasing graduation rates among students experiencing intergenerational poverty. In part, these gains can be attributed to the increased attention on these students, from policymakers and state agencies, which have aligned resources to schools with the highest rates of children

experiencing intergenerational poverty. The targeting of resources ensures these schools have the necessary resources to provide opportunities and support the success of their students. APPENDIX C—Schools Where 10% or More Students are IGP.

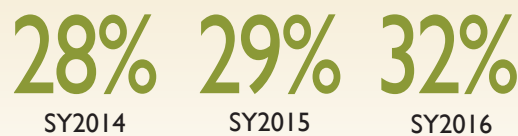
During the 2017 General Session, legislators evaluated whether resources were sufficient to provide opportunities for kindergarten students to participate in the state’s successful Optional Extended Day Kindergarten (OEK) program. OEK is particularly beneficial for children experiencing intergenerational poverty and low-income where academic gaps are reduced among participating students. Although the program has been successful, the Legislature concluded that far too few students have access to OEK. As a result, resources were appropriated to increase access for vulnerable students.<sup>19</sup>

Since 2013, the rate of OEK participation among kindergarten students experiencing intergenerational poverty has increased from 28 percent to 32 percent. Although a positive improvement, there are still more kindergarten students experiencing intergenerational poverty participating in half-day kindergarten programs.

62% of schools where 10% or more of the students are experiencing intergenerational poverty offer Optional Extended Day Kindergarten programs.

### More IGP Kids are Attending Extended Kindergarten Programs

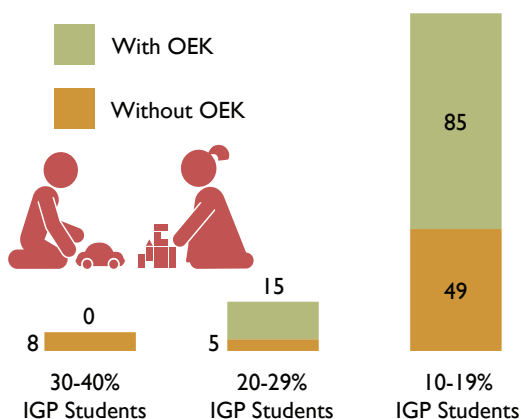
as % of IGP kids enrolled in kindergarten, SY14 – 16



In 2016, there were 257 schools providing OEK throughout the state. Among those schools, 100 are schools where 10 percent or more of the student population meets the definition of intergenerational poverty. The additional funding appropriated in 2017 will lead to an increase in the number of schools serving high rates of students experiencing IGP offering OEK.

### Schools Serving High IGP Offer OEK

10% or more IGP students, SY2016



In addition to the presence of OEK, schools serving a high population of students experiencing intergenerational poverty are ensuring that students have access to quality afterschool programs. Quality afterschool supports improvements in school engagement and academic outcomes.<sup>20</sup> Although efforts are being made to enroll students experiencing IGP in afterschool programs, there are challenges matching student data with afterschool programs, many of which are operated outside of the schools by non-profit organizations and private child care providers. However, data is available to identify whether schools serving a high population of students experiencing intergenerational poverty are offering afterschool programs.

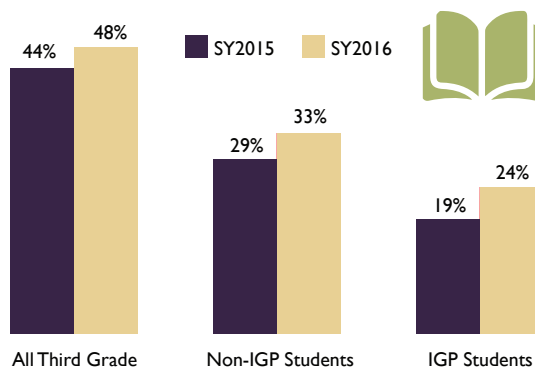
In 2016, there were 191 schools serving a student population where at least 10 percent of the students were experiencing intergenerational poverty. These schools include elementary, middle and high schools. Among the schools serving a concentration of IGP students, 42 percent of these schools provide afterschool.<sup>21</sup>

In addition to ensuring schools provide the resources to support students experiencing intergenerational poverty, the students must meet important academic benchmarks to ensure students progress toward graduation. Fortunately, academic proficiency scores are improving for all Utah students, as well as students experiencing IGP.<sup>22</sup>

The ongoing improvements in academic outcomes are leading to increasing graduation rates. Whether these graduation rates lead to increasing enrollments and completions in post-secondary education and training has not been determined. However, data contained in the family economic stability section seems to indicate that there is slight improvement there as well.

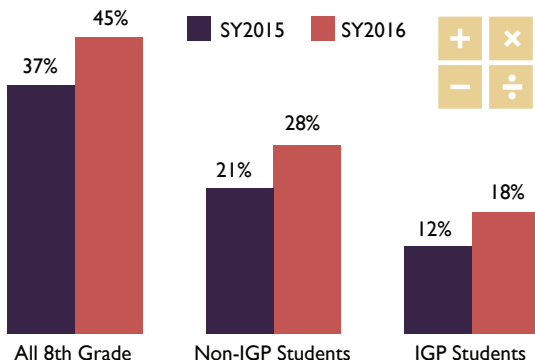
### Gains in Third Grade Language Arts Proficiency Rates

SAGE, SY2015 & 2016

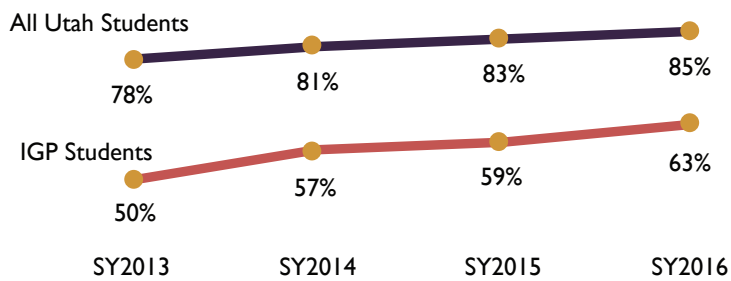


### Significant Improvement in 8th Grade Math Proficiency

SAGE, SY2015 & 2016



### Graduation Rates Continue Positive Trend SY2013 – 2016



Fortunately, communities are not relying exclusively on the state to address the needs of their students experiencing intergenerational poverty. Many of the counties that developed plans to reduce the number of children in the cycle of poverty included efforts to improve academic outcomes. These efforts are a significant piece in reducing poverty since the counties understand the unique needs of their students and recognize the strengths existing within their school communities. Many of the plans include the following strategies:

- Reducing chronic absence rates by creating a culture of consistent school attendance.
- Ensuring afterschool programs are serving children experiencing intergenerational poverty.
- Providing mentors to students to support their academic achievement.
- Identifying and addressing behavioral health challenges that may impede a student’s ability to succeed.
- Providing employment opportunities to high school students in the cycle of poverty so that they obtain valuable job skills, as well as increasing the likelihood of graduation.

Additional data relating to Education is available in APPENDIX B.3—Education Supplemental Data.

“By laying the crucial groundwork for tomorrow’s workforce and promoting a strong workforce today, high-quality childcare provides a powerful two-generation approach to building the human capital that a prosperous and sustainable America requires.”

—U.S. Chamber of Commerce

## FAMILY ECONOMIC STABILITY



**5-Year Goal:** Children at risk of remaining in poverty are living in stable families, able to meet their basic needs (i.e. food, housing, health, safety and transportation).

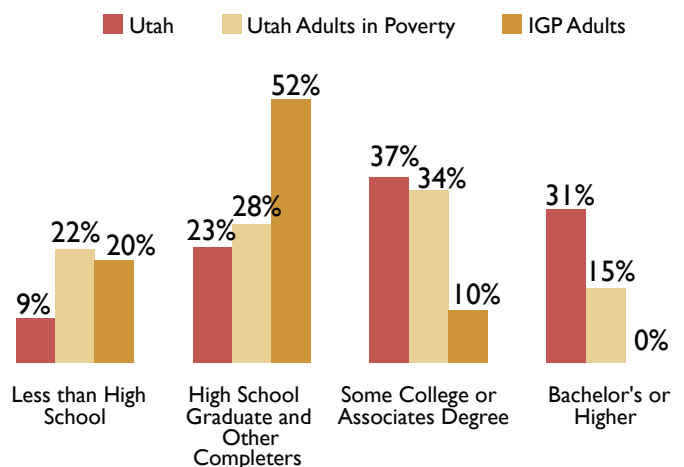
**10-Year Goal:** Children at risk of remaining in poverty are living in families that are self-sufficient.



Although the focus of the Intergenerational Poverty Mitigation Act is squarely on ending the cycle of poverty for Utah children, the effort recognizes the role of family economic stability, which is addressed by parents. As with the other areas of child well-being, there are several indications that Utah's thriving economy is positively impacting the parents of children experiencing intergenerational poverty. Additionally, an increasing focus on workforce development may also be influencing these improvements. These workforce development efforts include connecting individuals experiencing IGP to job training and educational opportunities, re-employment activities and funding for public-private partnerships supporting career pathways. Combined, the economy and workforce development efforts supported positive improvements among the IGP population. In 2016, there were modest increases in post-secondary enrollment, decreases in the rate of adults lacking a job and increases in housing stability. Although there is positive movement in family economic stability, parents continue to struggle to both fully engage in the labor force and obtain wages sufficient to meet the basic needs of their children.

Since 2013, there has been little change in the levels of educational attainment among adults experiencing intergenerational poverty despite the important role obtaining an education beyond high school plays in one's

### 72% of IGP Adults Lack Education Beyond High School

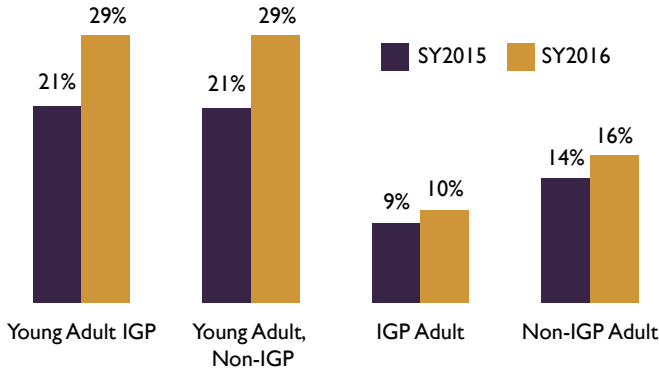


ability to meet the basic needs of a family. In fact, 72 percent of the adults lack an education beyond high school. However, there are more women with a post-secondary education living in poverty in Utah than men.

In 2016, there was an increase in post-secondary enrollments among IGP adults within Utah's higher education institutions, which include two-year, four-year and applied technology schools.

Although enrollments are increasing, only 5 percent of those adults experiencing intergenerational poverty enrolled in post-secondary education completed their education

**Post-Secondary Enrollments Increasing**  
*USHE & UCAT Enrollments, SY2015 – 2016*



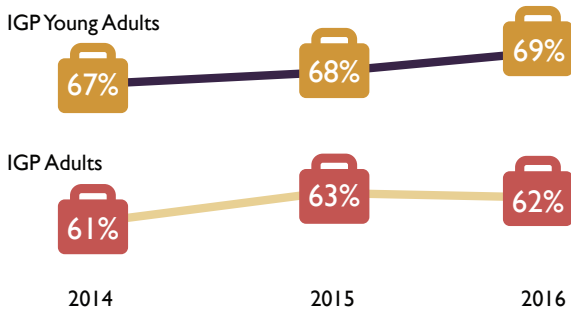
in 2016. In recognition of the challenges IGP adults face in completing education, programs are increasingly designed to provide effective mentoring strategies to support successful completion.<sup>23</sup> Until students are able to successfully complete their degrees, these students will continue to confront challenges obtaining and maintaining employment, as well as earning an income sufficient to meet their family’s basic needs.

In May 2016, Utah’s unemployment rate was a low 3.5 percent. In contrast, 37.6 percent of the IGP adults lacked employment, demonstrating that far too few IGP adults are benefiting from the positive impacts evolving from work. This was a slight improvement from 2014 when 38.8 percent of the IGP lacked employment. The rate is slightly lower among the young adults between the ages of 18 and 21 years old experiencing intergenerational poverty.

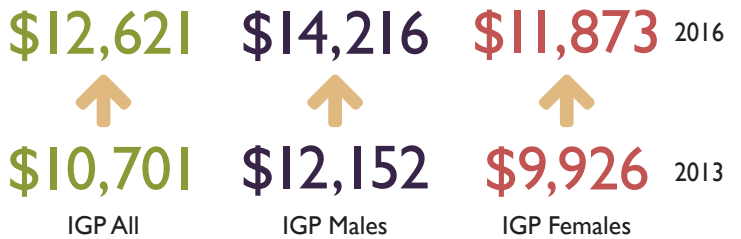
Given the levels of educational attainment and employment, it is not surprising that IGP families rely on a network of public assistance programs to meet the basic needs of their families. The wages for these families are inadequate for them to be self-reliant.

There are additional signs of improving stability among families experiencing intergenerational poverty. In 2016, there were improvements in housing stability, as measured by the percent of children moving at least once in 12 months. Housing stability is critical to the healthy development of children. It promotes the development of social relationships, cultivates community and supports education. In contrast, when housing is not stable, families face mounting challenges, including frequent moves or homelessness.

**Greater Share of IGP Young Adults Earned Wages in 2016**  
*Employment, CY2014 – 2016*

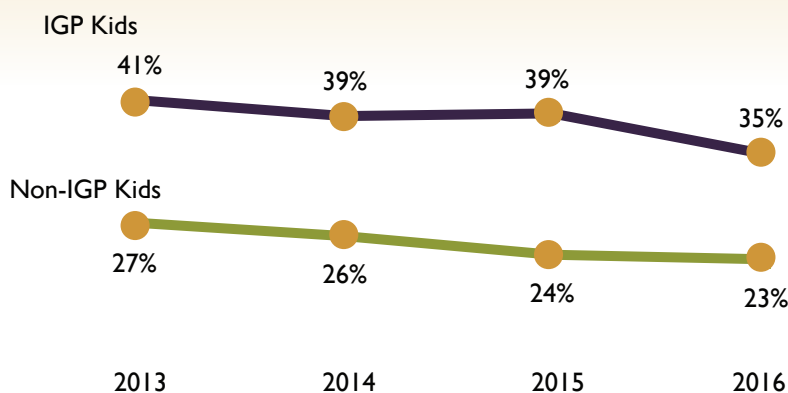
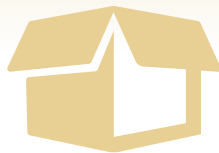


**2016 Wages for IGP Adults Increase Slightly**  
*Wage Data Increases Each Year, CY2013 and 2016*



## Housing Mobility Among Children Declines

Children Moving at Least Once in 12 Months, 2013 – 2016



In 2016, there were fewer children moving at least once in 12 months. This is a trend that has continued since 2013 when the indicator was first reported.

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

The recognition of the importance of establishing economically stable homes has led to changes in policy and programs across Commission agencies. These changes promote the value of employment and are often coordinated with private businesses and include the following:

- Identifying and addressing the significant barriers to employment for adults experiencing intergenerational poverty, including increasing access to child care.
- Connecting individuals losing employment to re-employment services which included 789 IGP adults receiving services in 2016.
- Providing grants to communities to establish career pathways for students and adults through “Talent Ready Utah.”
- Implementing an assessment of IGP youth, ages 16 through 18 years old, to evaluate their career goals and making appropriate referrals to job development services.

- Increasing educational efforts to connect youth to employment.
- Developing cohort training models for adults experiencing intergenerational poverty to connect them to employment in high demand jobs.

In addition, several of the county intergenerational poverty plans acknowledged the challenges of increasing economic stability among rural communities. These plans proposed addressing some of the challenges, which include lack of jobs and lack of infrastructure necessary to increase employment levels. The infrastructure needs included roads and internet service so that adults can remain in their communities and still access remote employment opportunities. In acknowledging the challenges presented in rural counties, Utah Governor Gary R. Herbert launched an initiative to bring 25,000 jobs to counties off the Wasatch Front.

Additional data relating to Family Economic Stability data is available in APPENDIX B.4— Family Economic Stability Supplemental Data.





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

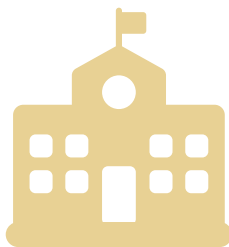
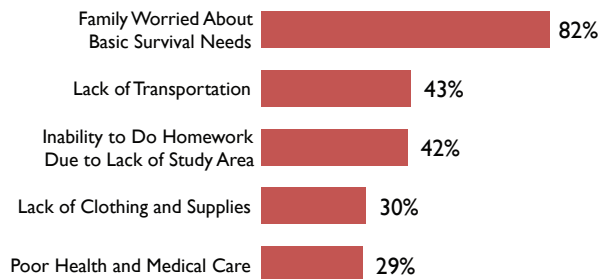
—Institute for Children, Poverty and Homelessness

## THE INTERSECTION OF INTERGENERATIONAL POVERTY AND CHILD HOMELESSNESS

In 2017, the Utah Legislature amended the Intergenerational Poverty Mitigation Act (“Act”) to include evaluation of the intersection between child homelessness and intergenerational poverty.<sup>24</sup> This modification recognizes the research indicating the impact homelessness has on child development and academic outcomes. This issue has gained particular importance in Utah where there are increasing concerns regarding the growing homeless population, including homeless children.

### Top Challenges Homeless Children Face in Attending School

*Children in U.S., SY 2010 – 2011*



As is the case with intergenerational poverty, homelessness is often intergenerational and ending it requires more than a place to sleep just as ending intergenerational poverty requires more than financial resources. In Utah, there is an increasing need to understand the full impact of homelessness. Before the impact is understood, it is necessary to identify the homeless population. Among states, Utah is ranked eleventh nationally in identifying homeless students.<sup>25</sup>



Source: U.S. Department of Education, Office of Planning, Evaluation, and Policy Development, Policy and Program Studies Service, State and District Implementation of the Education for Homeless Children and Youth Program, School Year 2010-2011.



This information in this section is also found in the 2017 Homelessness Report.



## 2017 Homelessness Report



**Nearly half of the IGP adults lack affordable housing. These individuals are paying 30% or more of their income to housing, exposing them to increased risk for homelessness.**

Similarly, it is necessary to evaluate the data to fully understand the scope and nature of the challenges confronting these children before establishing goals to reduce homelessness among children experiencing intergenerational poverty. Even before the Act was amended, previous reports on intergenerational poverty evaluated the intersection between poverty and homelessness.<sup>26</sup> Since 2015, there have been slight improvements in housing stability among families experiencing intergenerational poverty, as represented by (1) decrease in housing mobility; (2) decrease in utilization of homeless services; and (3) decrease in use of emergency shelter services.

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

There has been little change in the rate of IGP families who lack access to affordable housing. Among adults experiencing intergenerational poverty, 48 percent are paying more than 30 percent of their income for housing and over 30 percent are paying more than 50 percent of their income for housing.<sup>27</sup>

The lack of affordable housing may be impacting the housing mobility of children experiencing intergenerational poverty. Although the rate of housing mobility has decreased, as reported among family economic stability data, IGP children are still moving at a much higher rate than the 17 percent of all Utahns who moved at least once in 12 months.<sup>28</sup> Between 2013 and 2016, the percent of IGP children who moved at least once in 12 months decreased from 41 percent to 35 percent.

As is the case with the decrease in housing mobility, there was also a decrease in the utilization of homeless services identified and tracked in Utah's Homeless Management Information System (HMIS). The intergenerational poverty reports have analyzed the intersection between families experiencing intergenerational poverty and HMIS since the 2015 report. Since the Fourth Annual Report on Intergenerational Poverty, the percent of families



experiencing intergenerational poverty and utilizing HMIS services has declined. In 2016, only 10 percent of the individuals experiencing intergenerational poverty utilized HMIS services, a decrease of 2 percent from 2015.

Although there was a modest decrease in the use of HMIS services in 2016, there were still 4,233 children experiencing intergenerational poverty whose families utilized those services.

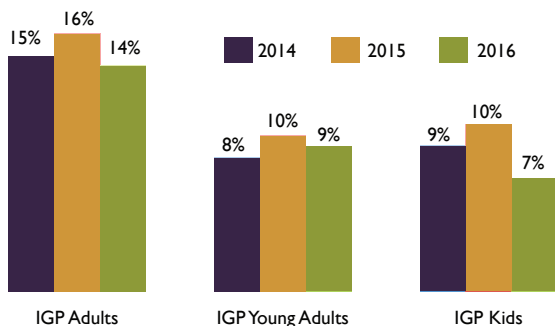
In addition to the decrease in utilization of HMIS services, there has been a change in the type of services utilized by those families. This change may also reflect increases in housing stability. In 2016, there was a decrease in the number of enrollments among intergenerational poverty children in emergency shelter services and an increase in enrollments for services that may lead to housing stability, such as rapid rehousing, transitional housing and permanent supportive housing.

The shift in focus to housing stability and increasing access to services promoting housing stability may be leading to the decrease in the use of emergency shelter services among children and their parents experiencing intergenerational poverty. In 2016, only 3 percent of IGP children and 7

percent of IGP adults utilized emergency shelter services. In fact, the intergenerational poverty population is utilizing emergency shelter services less frequently than the entire population using those services. In 2016, of the HMIS enrollments among the IGP population, 29 percent were in emergency shelters compared to 35 percent of the entire HMIS population. At this point, it is unclear whether these decreases will continue or the reason for the decline.

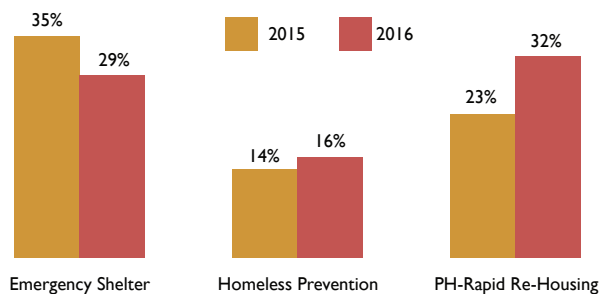
Although the issue of homelessness continues to receive tremendous attention and the negative impact of homelessness on children is well researched, it does not seem to impact the intergenerational poverty population to a greater degree than other populations. Given the limited data available and the small number of children identified in HMIS, it is difficult to analyze additional barriers and challenges confronting children experiencing IGP and homelessness, such as health and educational impacts. At this point, the outcomes established for the children experiencing IGP may provide the best indication of outcomes for children experiencing homelessness. As the Every Student Succeeds Act is implemented, including its more extensive provisions of services to homeless students, Utah may increase its identification of homeless children, allowing a more extensive analysis in the future.

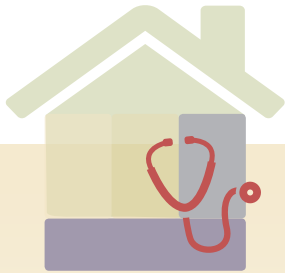
**IGP Use of HMIS Declines**  
All HMIS Services, CY 2014 – 2016



**Increases in Rapid Rehousing as Shelter Use Decreases**

HMIS Services Types, % of Episodes





## HEALTH

**5-Year Goal:** Children experiencing intergenerational poverty have access to quality physical health, mental health and dental care, regardless of where their family resides in Utah.

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

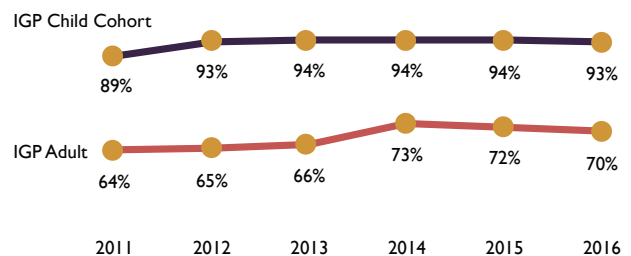
Access to medical care, which includes physical health, oral health and behavioral health for all family members increases the odds that parents maintain employment, children consistently attend school and parents have the capacity to care for their children. Among those living in poverty, health outcomes are impacted by a variety of factors including early exposure to trauma, lack of health care and exposure to risky behaviors. The effort to address these health outcome

disparities requires both access to health care and utilization of health care.

Fortunately, children at risk of remaining in poverty as they become adults have access to medical care through either Medicaid or the Children’s Health Insurance Program (CHIP). The rate of children covered by public health insurance remains relatively consistent. However, the rate for their parents increased between 2011 and 2014 and remains at approximately 70 percent.<sup>29</sup> The rate of adults covered by insurance is important, as there is a relationship between the rate of insurance for parents and the rate of health care utilization for their children.<sup>30</sup>

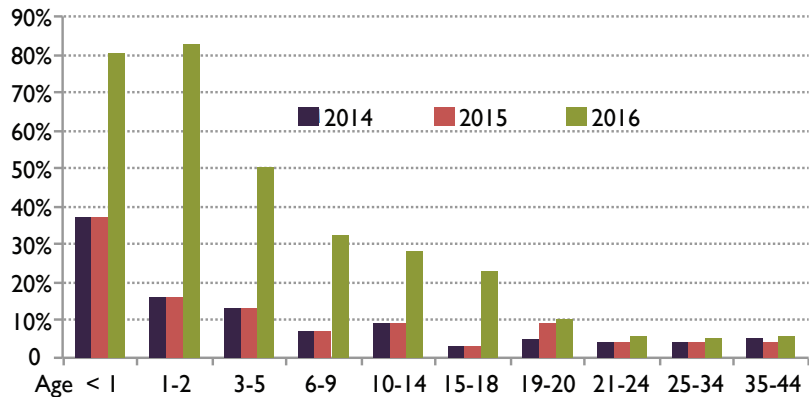
### Only 6% of IGP Children Lack Access to Health Insurance

Medicaid/CHIP Enrollment, 2011 – 2016



Since 2014, utilization of health care has increased for children experiencing intergenerational poverty. This included a significant increase in preventive care among young children.

**Preventive Medical Limited  
Among IGP**  
*Public Health Coverage, 2014 – 2016*



Despite improvements in utilization, several of the counties in which high rates of children experiencing intergenerational poverty also meet the definition of a Health Provider Shortage Area (HPSA) for primary care, dental health and mental health.<sup>31</sup> Where there are insufficient health care providers in a community, receiving health care is difficult even when families have health insurance.

The increase in the utilization of health care does not extend to either dental care or behavioral health care. The data continues to reveal that far too many children experiencing intergenerational poverty lack dental care. Nearly 50 percent

of children did not see a dentist in 2016. As indicated above, several communities with high rates of intergenerational poverty are classified as an HPSA for dental care. As a result, in many counties, not only are there insufficient numbers of dental care providers, but many providers do not accept Medicaid payments to reimburse for care.

In addition to exposure to conditions that impacts one’s physical health, increased exposure to adverse childhood experiences often impacts adult behavioral health and co-occurs with poverty. Adults living in extreme economic hardship and participating in Utah’s Family Employment

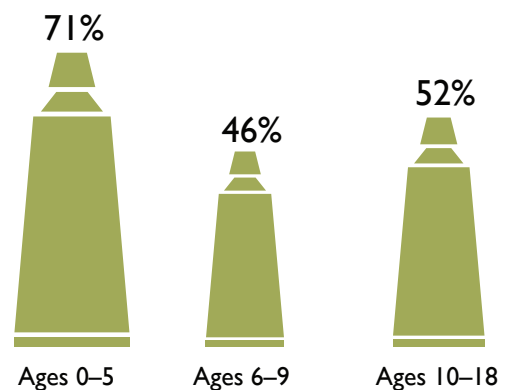
**Health Provider Shortage Areas**

County	Primary Care HPSA	Dental Care HPSA	Mental Health HPSA
Beaver	X	X	X
Carbon	Partial HPSA	X	X
Grand	Partial HPSA	Partial HPSA	X
Iron	X	X	X
Kane	X	X	X
Millard	X	X	X
Piute	X	X	X
San Juan	Partial HPSA	X	X
Sanpete	X	X	X
Sevier	None	X	X
Washington	X	X	X
Weber	Partial HPSA	X	X

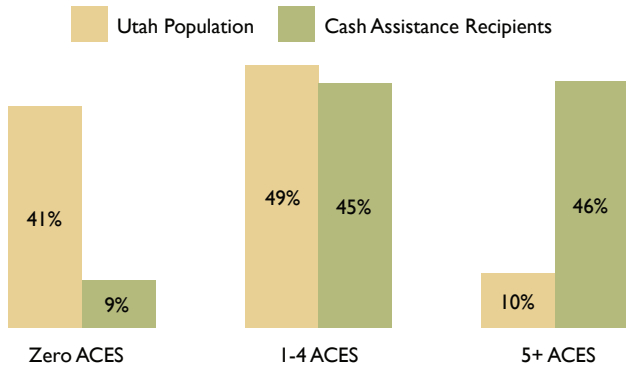


**Children Not Seeing a Dentist in 2016**

*IGP Children Covered by Medicaid/CHIP*



**Greater ACES Among Cash Assistance Recipients**  
*Same Participants in FEP*



Program reveal the presence of adverse childhood experiences (ACES) when they were children.<sup>32</sup>

The widely recognized ACES research demonstrates the long-term behavioral health impacts of exposure to ACES in childhood.<sup>33</sup> Since 2013, childhood abuse and neglect, one of the identified ACES, has been measured. The data continues to reveal much greater exposure to substantiated cases of childhood abuse and neglect not only for children currently experiencing intergenerational poverty but also for their parents when they were children.

The exposure to ACES often leads to an increased need for behavioral health services.

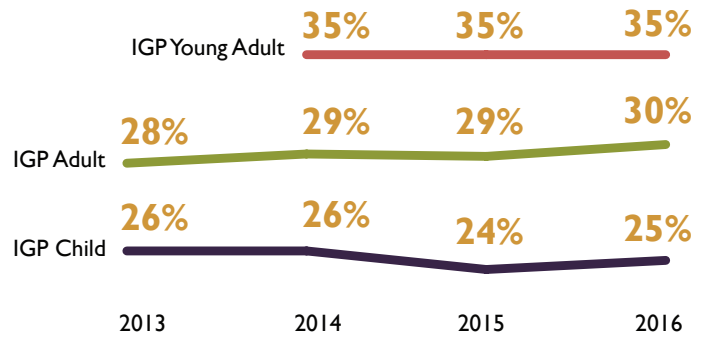
In addition to obtaining care through private health care professionals, families may also receive care through local behavioral health authorities and children may receive care through the School Based Behavioral Health program, both administered by the Utah Department of Human Services.

**38% of schools where 10% or more of the students are experiencing intergenerational poverty participate in the School Based Behavioral Health Program.**



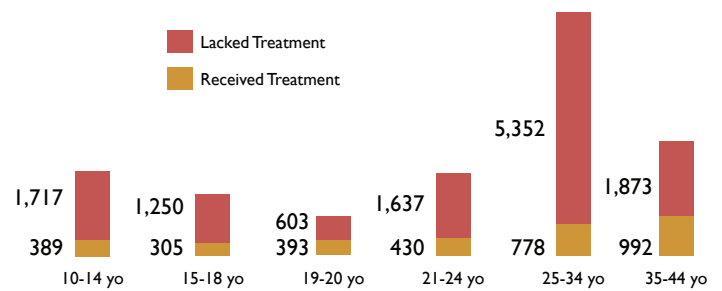
**Greater Exposure to Abuse and Neglect Among IGP**

*DCFS "Episodes," CY2013 – 2016*



**Only 21% IGP with Behavioral Health Diagnosis Receive Care**

*Medicaid Diagnosis Codes, 2016*



Among the intergenerational poverty cohorts, only a small group receiving behavioral health services, which includes treatment for substance use disorders are receiving care through local behavioral health authorities. Although low, it is important to note that individuals experiencing intergenerational poverty are receiving treatment at rate between 3.5 and 6.5 times higher than the general population. According to the Department of Human Services, the difference may be explained by both higher behavioral health needs across the intergenerational poverty population, as well as a larger rate of access to public health insurance.

### Receiving Mental Health Services through Local Authorities

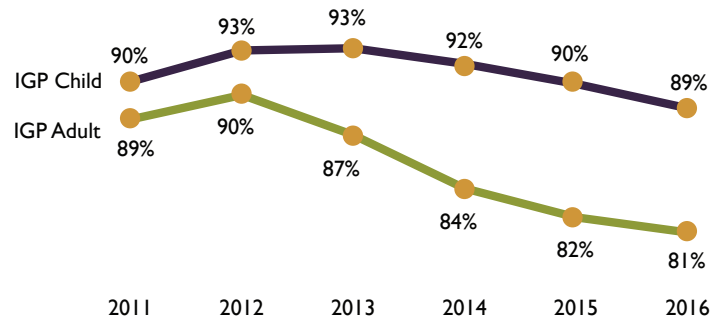
	2014	2015	2016
IGP Kids	8%	6%	7%
IGP Young Adults, 18–21	11%	12%	10%
IGP Adults	19%	13%	13%

In addition to access to health care, access to proper nutrition supports a child’s healthy development and positive academic outcomes. Nationally, 17.9 percent of children are food insecure. That rate is only slightly better among Utah children where 16.4 percent or 149,790 children are food insecure.<sup>34</sup> Fortunately, children experiencing intergenerational poverty are covered by two programs providing them access to healthy and nutritious foods: (1) Supplemental Nutritional Assistance Program (SNAP); and (2) School Lunch Program.

Typically, participation in SNAP decreases as the economy improves. As previously reported, there is modest improvement in economic stability for families experiencing intergenerational poverty. A further indication of that modest improvement is illustrated through the decrease in SNAP participation. Between 2013 and 2016, SNAP enrollments have decreased for both adults and children experiencing intergenerational poverty.

### Steady Decrease in SNAP Enrollment for IGP Families

SNAP Enrollment, 2011 – 2016



Among the counties with the highest rates of children experiencing intergenerational poverty, concerns over health were prominent in the county plans. The common health-related themes included the following:

- Limited access to behavioral health care, including treatment for substance use disorders.
- Addressing the behavioral health impacts of childhood trauma.
- Limited access to nutritious food, including times when children are not in school.
- Limited access to health care providers.

In addition to the increased emphasis on health through the county plans, the Commission has also increased its focus on health. During the 2017 General Session, the Commission endorsed two proposals that address the needs of children with or at risk of complex emotional and behavioral health challenges by ensuring they receive trauma-informed care. This includes a resolution outlining the impact of childhood trauma and encouraging state agencies to address it while providing trauma-informed care.<sup>35</sup> This increased focus of the Commission led to the establishment of a subcommittee of the Commission focused on trauma.

Additional data relating to Health is available in APPENDIX B.5—Health Supplemental Data.

“Every environment — whether home, school or childcare — is a learning environment for young children.”

—U.S. Chamber of Commerce



## CONCLUSION

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In 2016, there were signs of modest improvement for families experiencing intergenerational poverty. Among children experiencing intergenerational poverty, educational outcomes are improving leading to increasing graduation rates. Among their parents, there are signs that Utah’s economy and efforts to provide workforce development services are leading to improvements in family economic stability.

Although there is little change in the count of children and adults experiencing intergenerational poverty, resources are being aligned and consolidated across state and local government to ensure these families have the opportunities necessary to exit the cycle of poverty. As counties begin to implement plans to reduce intergenerational poverty among its residents, these resources will continue to improve outcomes across each of the areas of child well-being.



## ABOUT THE DATA

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### **BASELINE DATA**

*Federal Poverty Level:* Federal Register, Department of Health and Human Services.

*Utah Child Poverty Continues to Decline:* U.S. Census Bureau, ACS 1-Year Estimates, 2007-2016.

*Utah Adults Receiving Public Assistance Infographic:* Utah Department of Workforce Services, analysis of public assistance participation in CY 2016.

*Children Experiencing Intergenerational Poverty:* Utah Department of Workforce Services. Calculated as a percentage of all Utah children between the ages of 0-17 years old meeting the definition of intergenerational poverty.

*Top Risk Factors for Young Children:* Utah Department of Workforce Services utilizing self-reported application data and calculating the rate of children experiencing intergenerational poverty between the ages of 0-9 years old with the presence of each of the risk factors identified by the National Center for Children in Poverty.

### **EARLY CHILDHOOD DEVELOPMENT DATA**

*Prenatal Care for Healthy Child Development:* Utah Department of Health, analysis of Medicaid utilization in CY 2015-2016.

*Health Care Utilization Among Young IGP:* Utah Department of Health, analysis of Medicaid utilization in CY 2015-2016.

*Fewer Child Care Providers Participate in Utah's Pre-QRIS:* Care About Childcare and Utah Department of Workforce Services, June 2017.

*Intergenerational Poverty Preschool Scholarships:* Utah Department of Workforce Services, August 2016 and June 2017.

*IGP Scholarship Applicants by Risk Factor:* Utah Department of Workforce Services, June 2017.

### **EDUCATION DATA**

*Involvement in Juvenile Justice Decreases:* Utah Division of Juvenile Justice Services and Utah Juvenile Courts, CARE data.

*More IGP Kids are Attending Extended Kindergarten Programs:* Utah State Board of Education and Utah Department of Workforce Services, SY 2016



*Schools Serving High IGP Offer OEK:* Utah State Board of Education and Utah Department of Workforce Services, June 2017.

*Gains in Third Grade Language Arts Proficiency Rates:* Utah State Board of Education and Utah Department of Workforce Services.

*Significant Improvement in 8th Grade Math Proficiency:* Utah State Board of Education and Utah Department of Workforce Services.

*Graduation Rates Continue Positive Trend:* Utah State Board of Education and Utah Department of Workforce Services.

## **FAMILY ECONOMIC STABILITY DATA**

*72% of IGP Adults Lack Education Beyond High School:* Utah Department of Workforce Services, CY 2015.

*Post-Secondary Enrollments Increasing for All Groups:* Utah System of Higher Education and Utah Department of Workforce Services, enrollment data SY2015-2016.

*Greater Share of IGP Young Adults Earned Wages in 2016:* Utah Department of Workforce Services.

*Wages for IGP Adults Decrease in 2016:* Utah Department of Workforce Services.

*Housing Mobility Among Children Declines:* Utah Department of Workforce Services, CY 2016.

### **Intersection of Intergenerational Poverty and Child Homelessness**

*Top Challenges Homeless Children Face in Attending School:* U.S. Department of Education, Office of Planning, Evaluation, and Policy Development, Policy and Program Studies Service, State and District Implementation of the Education for Homeless Children and Youth Program, School Year 2010-2011.

*IGP Use of HMIS Declines:* Utah Department of Workforce Services, CY 2016.

*Increases in Rapid Rehousing as Shelter Use Decreases:* Utah Department of Workforce Services, CY 2016.

## **HEALTH DATA**

*Only 6% of IGP Children Lack Access to Health Insurance:* Utah Department of Health and Utah Department of Workforce Services, CY 2011-2016.

*Health Provider Shortage Areas:* Utah Department of Health, June 2017.

*Preventive Care Increases Across Age Groups:* Utah Department of Health analysis of Medicaid diagnosis codes, CY 2014-2016.

*Children Who Did Not See a Dentist in 2016:* Utah Department of Health and Utah Department of Workforce Services.

*Greater ACES Among Cash Assistance Recipients:* Social Research Institute, College of Social Work, University of Utah, Family Employment Program Redesign Study of Utah – 2014:Wave 3.

*Greater Exposure to Abuse and Neglect:* Utah Department of Human Services, Division of Child and Family Services and Utah Department of Workforce Services, CY2013-2016.

*Only 21% IGP with Behavioral Health Diagnosis Receive Care:* Utah Department of Health, analysis of Medicaid diagnosis codes, CY 2016.

*Receiving Behavioral Health Services Through Local Authorities:* Utah Department of Human Services, Division of Substance Abuse and Mental Health, CY 2014-2016.

*Steady Decrease in SNAP Enrollment for IGP Families:* Utah Department of Workforce Services.

# APPENDIX A. I

## INTERGENERATIONAL POVERTY WELFARE REFORM COMMISSION MEMBERS

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NAME	TITLE
Spencer Cox, Chair	Lieutenant Governor, State of Utah
Jon Pierpont, Vice Chair	Executive Director, Department of Workforce Services
Joe Miner	Executive Director, Department of Health
Ann Silverberg-Williamson	Executive Director, Department of Human Services
Sydnee Dickson	State Superintendent of Public Instruction, Utah State Board of Education
Dawn Marie Rubio	Juvenile Court Administrator
H. 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	Lincoln Nehring	Voices for Utah Children
Advocacy Group that Focuses on Education	Bill Crim	United Way of Salt Lake
Academic Expert in Childhood Poverty or Education	Benjamin Gibbs	Brigham Young University
Faith-based Organization that Addresses Childhood Poverty or Education	Rabbi David Levinsky	Temple Har Shalom
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	Judge Paul Lyman	Juvenile Court Judge
Additional Member	Jeana Stockdale	Utah PTA

# DATA CATALOG

## APPENDIX B.I—BASELINE DATA

### Adults

Population of Adults Receiving PA	
Total PA Adults	149,529
Non-Situational, Non-IGP Adults	75,250
IGP Adults	39,376
Situational Adults	34,903

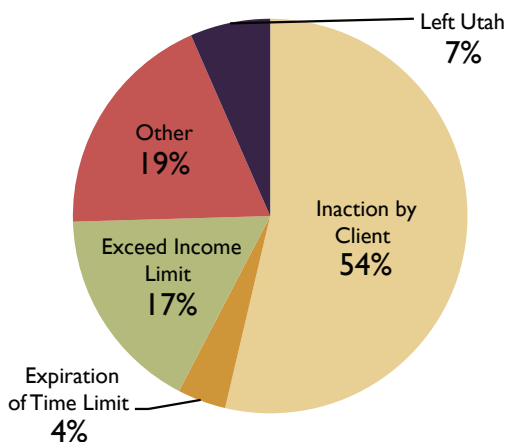
Basic Demographics of IGP Adults			
	2014	2015	2016
Are Women	68%	68%	67%
Are less than 35 years old	81%	78%	76%
Have children	76%	79%	79%

### Adults Exiting IGP

Count of IGP Adults Exiting the Following Year			
	2014	2015	2016
Leavers	7,158	7,926	5,498

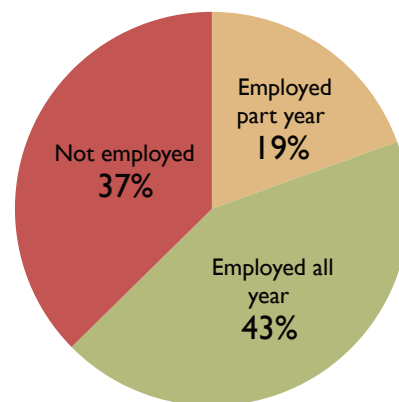
#### Reasons for Leaving IGP Cohort

*IGP Adults in 2015 no longer in 2016*



#### 2016 Employment of Adults Exiting Cohort

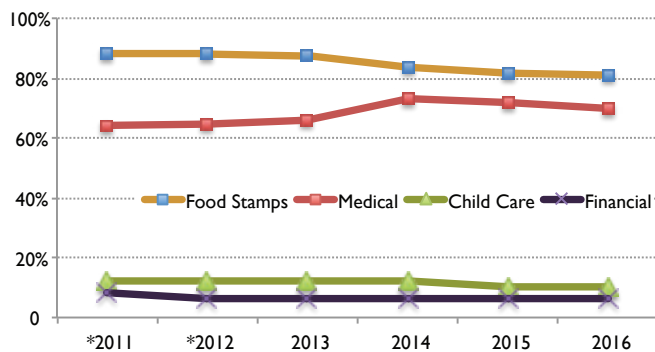
*Quarters in which wages earned, CY2016*



## Public Assistance Usage

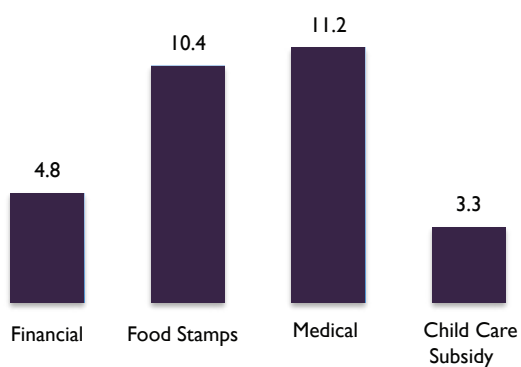
### Majority Receive Medical and Food

*% of adults in IGP, 2011-2016*



### Families Receive Food and Medical Longer

*average years on program, IGP individuals*



## Involvement with Utah Department of Corrections

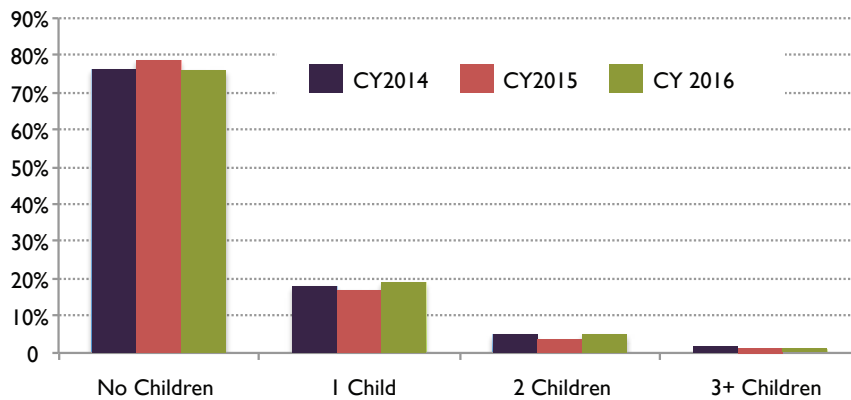
Involvement with Corrections System		
	# in UDC	% in UDC
Non-IGP Adults	10,921	10%
IGP Adults	6,255	17%
18-21 yo, at-risk	160	2%
18-21 yo, IGP	104	2%

## Young Adults, Ages 18-21

IGP Young Adult Cohort			
Age	2014	2015	2016
18	233	34	52
19	2,750	3,007	3,149
20	2,034	1,984	2,090
21	432	442	377
Total	5,449	5,467	5,668

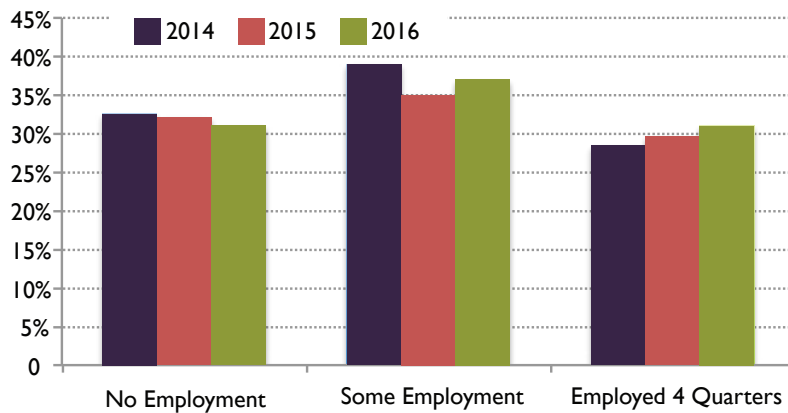
### 79% IGP Young Adults Delay Parenting

*IGP 18-21 year olds with children*

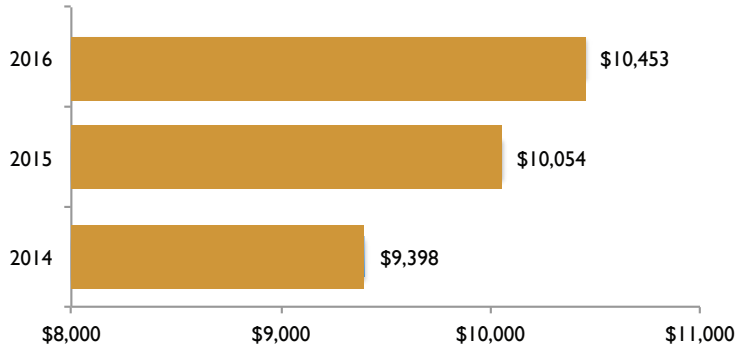


### 68% IGP Young Adults Employed in 2016

*18-21 yo, quarterly employment*



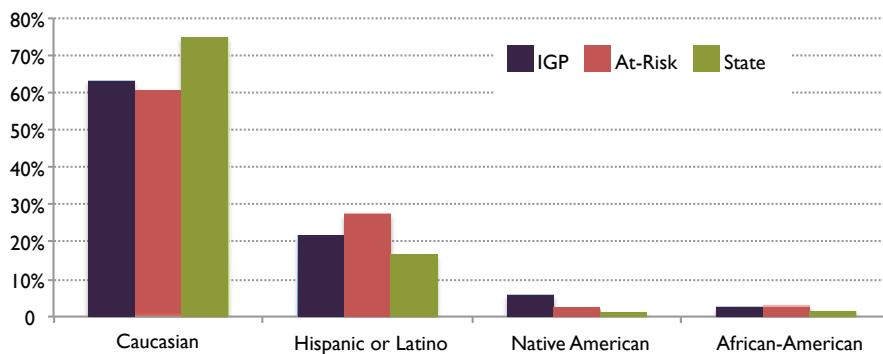
**Average Annual Wages of IGP Young Adults**  
CY2014-2016



**Children**

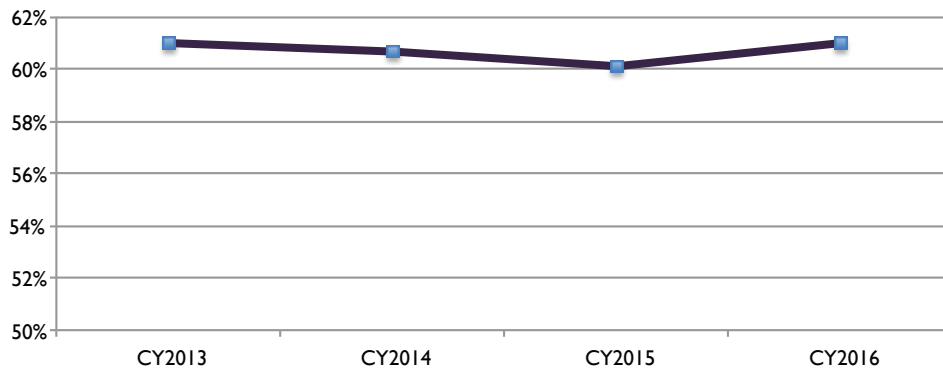
Child Cohorts 2011-2016						
	2011	2012	2013	2014	2015	2016
IGP Children	51,079	52,426	52,073	48,281	57,602	59,579
Non-IGP Children	N/A	N/A	199,354	192,103	195,516	197,696
At-Risk Children	N/A	N/A	251,427	240,384	253,118	257,275
*Total Population, 0-17 yrs old		863,026	875,370	884,651	893,485	902,420
% of Child Population at risk			29%	27%	28%	29%

**Student Enrollment by Race & Ethnicity**  
SY 2016



<b>IGP Children by Public Assistance Type</b>				
	2013	2014	2015	2016
Financial	10%	9%	8%	9%
Child Care Subsidies	18%	18%	15%	16%
Food Stamps	93%	92%	91%	89%
Medical	94%	94%	94%	94%

**IGP Children in Single-Parent Households**  
CY2013-2016



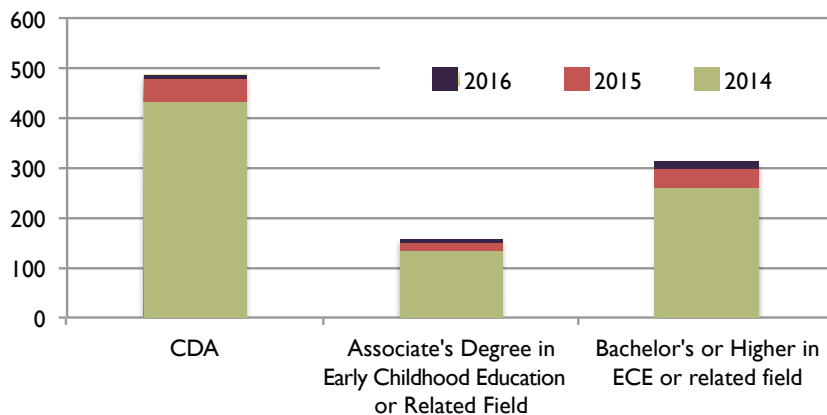


## APPENDIX B.2—EARLY CHILDHOOD DEVELOPMENT SUPPLEMENTAL DATA

Public School Preschool Enrollment by Student Type, SY2016			
	# Enrolled in Preschool	Percent of all students enrolled in Pre-K	Percent of Kids in the Cohort Enrolled in Pre-K
IGP Students	1,117	6.0%	27%
Non IGP Students	17,612	94.0%	28%

Legislatively Established Preschool Programs—Children Served by Program			
	Year Approved by Legislature	Bill Number	Kids Served, SY16-17
HQSR-I	2014	HB 96	1,097
HQSR-Expansion	2016	SB 101	552
IGP Scholarships	2016	SB 101	110
<b>Total Served in Prek</b>			<b>1,759</b>

**Educational Attainment of the Child Care Workforce**  
*Providers in URPD System, 2014-2016*



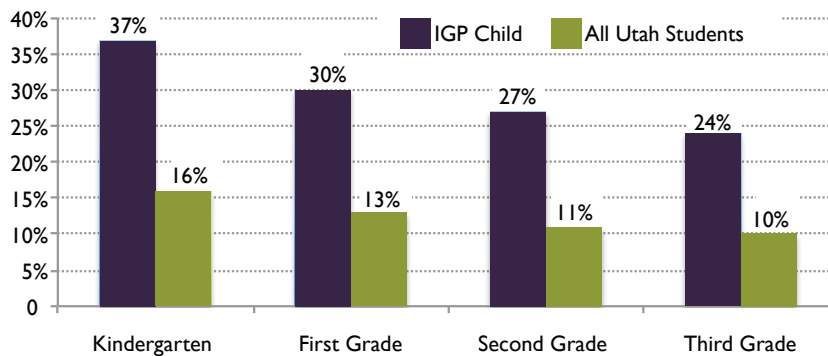
Early Childhood Educators Working Toward Obtaining CDA, By Program Type					
Child Care Centers	Family Child Care	Preschool Only	Public Schools	Head Start	TOTAL
178	17	16	47	38	296

## APPENDIX B.3—EDUCATION SUPPLEMENTAL DATA

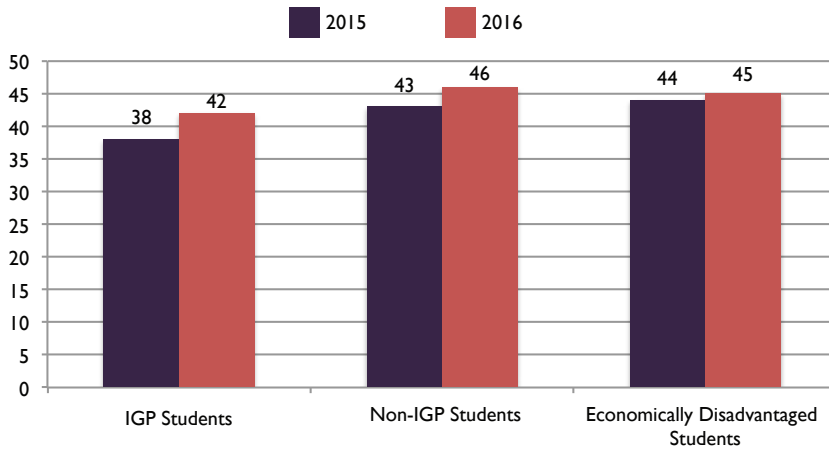
IGP Youth Involvement with Juvenile Justice Services				
Type of Involvement	2013	2014	2015	2016
Youth Services	5%	6%	6%	5%
Delinquency Referral	19%	19%	17%	15%
Juvenile Court Diversion	11%	11%	9%	8%
Habitual Truancy	3%	3%	3%	2%
Delinquency Adjudication	9%	10%	9%	7%
Delinquency Alternatives	2%	2%	2%	2%
Secure Detention	5%	5%	4%	3%
Juvenile Probation	2%	3%	2%	2%

Utah Students Receiving Special Education, SY 2016		
	Students Receiving Special Education	% of Cohort Receiving Special Education
IGP Students	6,901	24%
All Students	106,379	14%

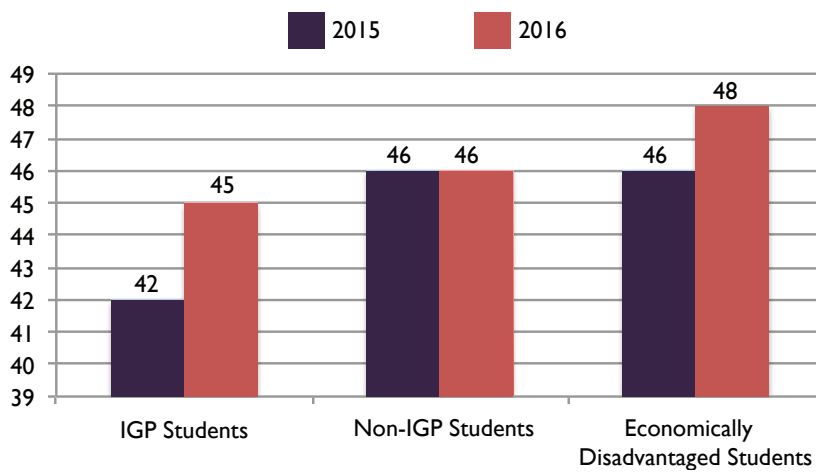
**Significantly Higher Rates of Chronic Absence  
Among IGP Students**  
IGP and All Students, SY2016



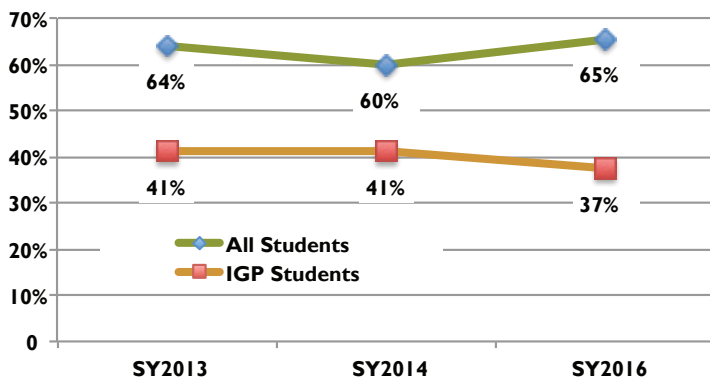
**Median Growth Percentile**  
4th Grade Language Arts, SY15 & SY16



**Median Growth Percentile**  
8th Grade Math, SY15 & SY16

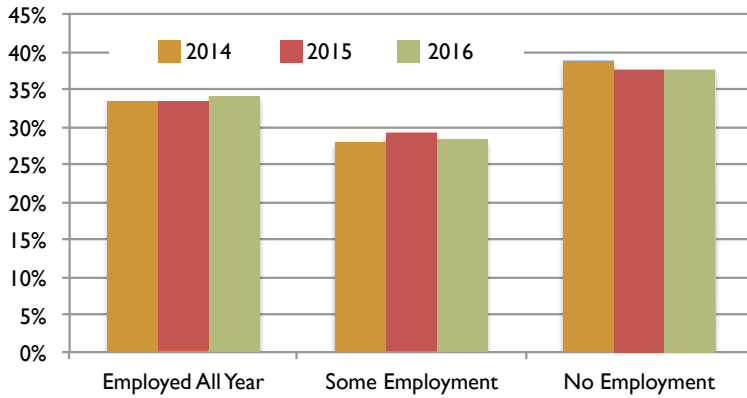


**Fewer IGP Student Scoring 18 or Higher**  
ACT Composite Scores, SY13-SY16



## APPENDIX B.4—FAMILY ECONOMIC STABILITY SUPPLEMENTAL DATA

**62% of IGP Adults Worked in 2016**  
*Quarterly Wages Reported, CY2014-2016*

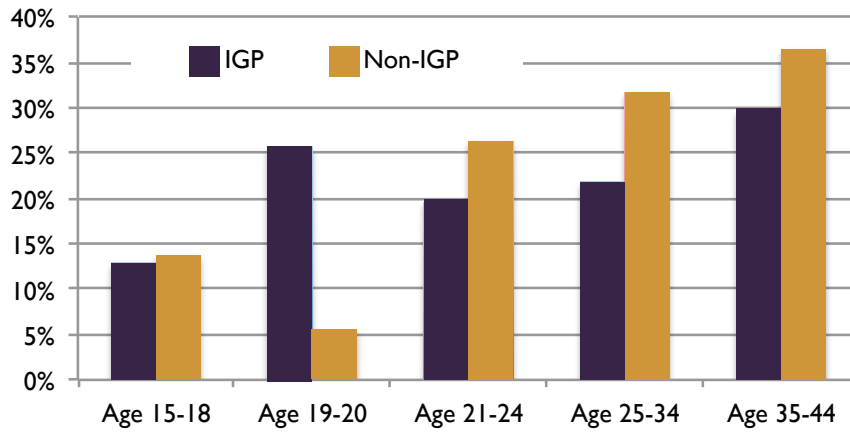


**IGP Young Adult Year Round Employment Increases**  
*Quarterly Wages Reported, CY 2-14-2016*



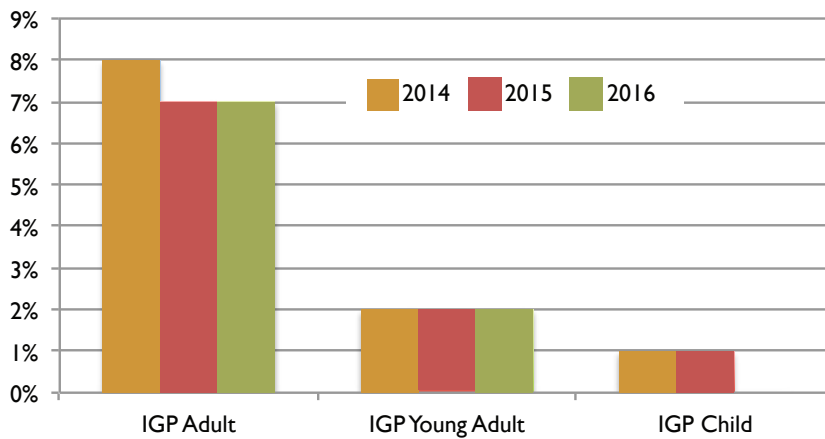
## APPENDIX B.5—HEALTH SUPPLEMENTAL DATA

**Substance Use Disorder Treatment**  
Based on Medicaid Diagnosis Codes, CY2016



**Substance Use Disorder Treatment Through Local Authorities**

*Division of Substance Abuse & Mental Health*



## APPENDIX C—SCHOOLS WHERE 10% OR MORE STUDENTS ARE IGP

DISTRICT OR CHARTER	SCHOOL	DATA	PROGRAMS				
			% IGP Enrollment	Preschool Available	High Quality Preschool Available	Optional Extended Day Kindergarten Available	Afterschool Program
DUCHESNE DISTRICT	NEOLA SCHOOL	9.5%	No	No	No	No	No
GRANITE DISTRICT	GRANGER SCHOOL	9.5%	Yes	Yes	Yes	Yes	No
OGDEN CITY DISTRICT	BEN LOMOND HIGH	9.5%	No	No	No	Yes	Yes
DUCHESNE DISTRICT	DUCHESNE SCHOOL	9.6%	Yes	Yes	No	No	No
BOX ELDER DISTRICT	MCKINLEY SCHOOL	9.7%	No	No	No	No	Yes
DAVIS DISTRICT	HOLT SCHOOL	9.7%	Yes	Yes	Yes	Yes	No
GRANITE DISTRICT	HARRY S. TRUMAN SCHOOL	9.7%	Yes	Yes	No	No	No
SALT LAKE DISTRICT	NORTH STAR SCHOOL	9.7%	Yes	Yes	Yes	Yes	Yes
TOOELE DISTRICT	COPPER CANYON SCHOOL	9.7%	No	No	No	No	No
CANYONS DISTRICT	MIDVALE SCHOOL	9.8%	Yes	No	Yes	Yes	Yes
GATEWAY PREPARATORY ACADEMY	GATEWAY PREPARATORY ACADEMY	9.8%	No	No	Yes	Yes	No
GRANITE DISTRICT	TWIN PEAKS SCHOOL	9.8%	Yes	Yes	No	No	No
IRON DISTRICT	SOUTHWEST EDUCATIONAL ACADEMY	9.8%	No	No	No	No	No
LOGAN CITY DISTRICT	WILSON SCHOOL	9.8%	Yes	Yes	No	Yes	Yes
SALT LAKE DISTRICT	RILEY SCHOOL	9.8%	Yes	Yes	Yes	Yes	Yes
BEAR RIVER CHARTER SCHOOL	BEAR RIVER CHARTER SCHOOL	9.9%	No	No	No	No	No
NEBO DISTRICT	BARNETT SCHOOL	9.9%	Yes	No	No	No	Yes
DAVIS DISTRICT	KING SCHOOL	10.1%	Yes	No	No	Yes	No
GRANITE DISTRICT	PIONEER SCHOOL	10.1%	Yes	Yes	Yes	Yes	No
WASHINGTON DISTRICT	LEGACY SCHOOL	10.1%	No	No	No	No	No
WEBER DISTRICT	ROOSEVELT SCHOOL	10.1%	No	Yes	Yes	No	Yes

DISTRICT OR CHARTER	SCHOOL	DATA	PROGRAMS				
			% IGP Enrollment	Preschool Available	High Quality Preschool Available	Optional Extended Day Kindergarten Available	Afterschool Program
CACHE DISTRICT	CACHE HIGH	10.2%	No	No	No	No	No
EMERY DISTRICT	BOOK CLIFF SCHOOL	10.2%	Yes	No	Yes	No	No
GRANITE DISTRICT	GRANITE CONNECTION HIGH	10.2%	No	No	No	No	No
SOUTH SANPETE DISTRICT	GUNNISON VALLEY SCHOOL	10.2%	Yes	Yes	No	No	Yes
TOOELE DISTRICT	EAST SCHOOL	10.2%	No	No	Yes	No	No
VALLEY ACADEMY	VALLEY ACADEMY	10.2%	No	No	No	No	No
WASHINGTON DISTRICT	CORAL CANYON SCHOOL	10.2%	Yes	No	Yes	No	Yes
GRANITE DISTRICT	BEEHIVE SCHOOL	10.3%	Yes	Yes	No	Yes	No
GRANITE DISTRICT	KEARNS JR HIGH	10.3%	No	No	No	Yes	No
SALT LAKE DISTRICT	ESCALANTE SCHOOL	10.3%	Yes	Yes	Yes	Yes	Yes
SAN JUAN DISTRICT	SAN JUAN HIGH	10.3%	No	No	No	Yes	No
GRANITE DISTRICT	JOHN C FREMONT SCHOOL	10.4%	Yes	Yes	Yes	Yes	No
GRANITE DISTRICT	PLYMOUTH SCHOOL	10.4%	Yes	Yes	Yes	Yes	No
GRANITE DISTRICT	TAYLORSVILLE SCHOOL	10.4%	Yes	Yes	Yes	Yes	No
IRON DISTRICT	ESCALANTE VALLEY SCHOOL	10.4%	Yes	Yes	Yes	No	No
DAVIS DISTRICT	LINCOLN SCHOOL	10.5%	Yes	No	No	Yes	Yes
GRANITE DISTRICT	ARCADIA SCHOOL	10.5%	Yes	Yes	No	No	No
GRANITE DISTRICT	WOODROW WILSON SCHOOL	10.5%	Yes	Yes	Yes	Yes	No
JORDAN DISTRICT	MAJESTIC SCHOOL	10.5%	Yes	Yes	Yes	No	No
SALT LAKE DISTRICT	WHITTIER SCHOOL	10.5%	Yes	Yes	Yes	Yes	Yes
SEVIER DISTRICT	SOUTH SEVIER MIDDLE	10.5%	No	No	No	No	Yes
WEBER DISTRICT	TWO RIVERS HIGH	10.5%	No	No	No	No	No
ATHENIAN eACADEMY	ATHENIAN eACADEMY	10.6%	No	No	No	No	No
CARBON DISTRICT	LIGHTHOUSE HIGH	10.7%	No	No	No	No	No

DISTRICT OR CHARTER	SCHOOL	DATA	PROGRAMS				
			% IGP Enrollment	Preschool Available	High Quality Preschool Available	Optional Extended Day Kindergarten Available	Afterschool Program
LOGAN CITY DISTRICT	BRIDGER SCHOOL	10.7%	Yes	Yes	No	Yes	Yes
CARBON DISTRICT	HELPER MIDDLE	10.8%	No	No	No	No	Yes
PACIFIC HERITAGE ACADEMY	PACIFIC HERITAGE ACADEMY	10.8%	No	No	Yes	No	Yes
IRON DISTRICT	FIDDLERS CANYON SCHOOL	10.9%	No	No	Yes	No	No
NORTH SANPETE DISTRICT	FAIRVIEW SCHOOL	10.9%	No	No	No	No	Yes
WASHINGTON DISTRICT	RED MOUNTAIN SCHOOL	10.9%	Yes	No	Yes	No	Yes
DAVIS DISTRICT	FREMONT SCHOOL	11.0%	Yes	Yes	No	Yes	No
GRANITE DISTRICT	PHILO T. FARNSWORTH SCHOOL	11.0%	Yes	Yes	Yes	Yes	No
GRANITE DISTRICT	COPPER HILLS SCHOOL	11.1%	No	Yes	No	Yes	No
WASHINGTON DISTRICT	HERITAGE SCHOOL	11.1%	Yes	Yes	Yes	Yes	Yes
ALPINE DISTRICT	GENEVA SCHOOL	11.2%	Yes	No	Yes	Yes	Yes
SEVIER DISTRICT	CEDAR RIDGE HIGH	11.2%	No	No	No	No	Yes
GARFIELD DISTRICT	ESCALANTE SCHOOL	11.3%	Yes	No	Yes	No	No
LOGAN CITY DISTRICT	ADAMS SCHOOL	11.3%	Yes	Yes	No	Yes	Yes
NORTH SANPETE DISTRICT	SPRING CITY SCHOOL	11.3%	No	No	No	No	Yes
WASHINGTON DISTRICT	SANDSTONE SCHOOL	11.3%	Yes	No	Yes	No	Yes
WEBER DISTRICT	ROY SCHOOL	11.3%	No	No	Yes	Yes	No
EMERY DISTRICT	COTTONWOOD SCHOOL	11.4%	Yes	No	No	No	Yes
GRANITE DISTRICT	DOUGLAST. ORCHARD SCHOOL	11.4%	No	No	Yes	No	No
GREENWOOD CHARTER SCHOOL	GREENWOOD CHARTER SCHOOL	11.4%	No	No	No	No	No



DISTRICT OR CHARTER	SCHOOL	DATA	PROGRAMS				
			% IGP Enrollment	Preschool Available	High Quality Preschool Available	Optional Extended Day Kindergarten Available	Afterschool Program
MILLARD DISTRICT	DELTA SOUTH SCHOOL	11.4%	Yes	No	Yes	No	Yes
WEBER DISTRICT	NORTH PARK SCHOOL	11.4%	No	No	Yes	No	No
DAVIS DISTRICT	CRESTVIEW SCHOOL	11.5%	Yes	No	No	Yes	No
WASHINGTON DISTRICT	SUNSET SCHOOL	11.6%	Yes	No	Yes	Yes	Yes
ALPINE DISTRICT	SUMMIT HIGH	11.8%	No	No	No	No	Yes
DAVIS DISTRICT	WASATCH SCHOOL	11.8%	Yes	No	Yes	Yes	Yes
NEBO DISTRICT	PARK SCHOOL	11.8%	Yes	No	Yes	Yes	No
SALT LAKE DISTRICT	EDISON SCHOOL	11.8%	Yes	Yes	Yes	Yes	Yes
SALT LAKE DISTRICT	JACKSON SCHOOL	11.8%	Yes	No	Yes	Yes	Yes
SALT LAKE DISTRICT	ROSE PARK SCHOOL	11.8%	Yes	No	Yes	Yes	Yes
SAN JUAN DISTRICT	MONTICELLO SCHOOL	11.8%	Yes	No	No	No	No
SEVIER DISTRICT	MONROE SCHOOL	11.8%	Yes	Yes	Yes	No	Yes
SEVIER DISTRICT	PAHVANT SCHOOL	11.9%	No	No	No	No	Yes
GRANITE DISTRICT	CARL SANDBURG SCHOOL	12.0%	Yes	Yes	No	Yes	No
WEBER DISTRICT	LAKEVIEW SCHOOL	12.0%	No	Yes	Yes	No	Yes
CARBON DISTRICT	CASTLE HEIGHTS SCHOOL	12.1%	No	No	Yes	Yes	Yes
DAVIS DISTRICT	SOUTH CLEARFIELD SCHOOL	12.1%	Yes	No	Yes	Yes	No
GRANITE DISTRICT	ACADEMY PARK SCHOOL	12.1%	Yes	Yes	Yes	Yes	No
SALT LAKE DISTRICT	FRANKLIN SCHOOL	12.1%	Yes	Yes	Yes	Yes	Yes
SALT LAKE DISTRICT	HORIZONTE INSTR & TRN CTR	12.1%	No	No	No	Yes	Yes
IRON DISTRICT	THREE PEAKS SCHOOL	12.2%	Yes	yes	Yes	No	No
NORTH SANPETE DISTRICT	MT PLEASANT SCHOOL	12.2%	Yes	No	Yes	No	Yes
GRANITE DISTRICT	JAMES E MOSS SCHOOL	12.3%	Yes	Yes	Yes	Yes	No

DISTRICT OR CHARTER	SCHOOL	DATA	PROGRAMS				
			% IGP Enrollment	Preschool Available	High Quality Preschool Available	Optional Extended Day Kindergarten Available	Afterschool Program
MURRAY DISTRICT	PARKSIDE SCHOOL	12.3%	No	No	No	No	Yes
UINTAH DISTRICT	NAPLES SCHOOL	12.3%	No	No	Yes	No	No
SALT LAKE DISTRICT	NEWMAN SCHOOL	12.4%	Yes	Yes	Yes	Yes	Yes
GRANITE DISTRICT	ROLLING MEADOWS SCHOOL	12.5%	Yes	Yes	Yes	Yes	No
OGDEN CITY DISTRICT	HIGHLAND JUNIOR HIGH	12.5%	No	No	No	Yes	Yes
GRANITE DISTRICT	JACKLING SCHOOL	12.6%	No	Yes	Yes	Yes	No
IRON DISTRICT	CEDAR NORTH SCHOOL	12.6%	No	No	Yes	No	No
JORDAN DISTRICT	HEARTLAND SCHOOL	12.6%	No	No	Yes	No	No
BOX ELDER DISTRICT	DALEYOUNG COMMUNITY HIGH	12.8%	No	No	No	No	No
IRON DISTRICT	CEDAR EAST SCHOOL	12.8%	No	No	Yes	No	No
WEBER DISTRICT	MUNICIPAL SCHOOL	12.8%	No	No	No	No	No
CARBON DISTRICT	SALLY MAURO SCHOOL	12.9%	Yes	No	Yes	Yes	Yes
DAVIS DISTRICT	SUNSET SCHOOL	13.0%	Yes	No	No	Yes	No
SEVIER DISTRICT	ASHMAN SCHOOL	13.0%	No	No	Yes	No	Yes
TOOELE DISTRICT	WEST SCHOOL	13.0%	No	No	No	No	No
VANGUARD ACADEMY	VANGUARD ACADEMY	13.0%	No	No	No	No	No
WASHINGTON DISTRICT	CORAL CLIFFS SCHOOL	13.0%	Yes	No	Yes	Yes	Yes
GRANITE DISTRICT	LINCOLN SCHOOL	13.1%	Yes	Yes	Yes	Yes	No
ALPINE DISTRICT	GREENWOOD SCHOOL	13.2%	Yes	No	Yes	No	Yes
GRANITE DISTRICT	STANSBURY SCHOOL	13.2%	Yes	Yes	Yes	Yes	No
OGDEN CITY DISTRICT	MOUND FORT JUNIOR HIGH	13.4%	No	No	No	Yes	Yes
TOOELE DISTRICT	HARRIS SCHOOL	13.4%	No	No	Yes	No	No
CARBON DISTRICT	CREEKVIEW SCHOOL	13.6%	Yes	No	Yes	Yes	Yes
GRANITE DISTRICT	DAVID GOURLEY SCHOOL	13.6%	Yes	Yes	Yes	No	No

DISTRICT OR CHARTER	SCHOOL	DATA	PROGRAMS				
			% IGP Enrollment	Preschool Available	High Quality Preschool Available	Optional Extended Day Kindergarten Available	Afterschool Program
GRANITE DISTRICT	REDWOOD SCHOOL	13.6%	Yes	Yes	Yes	Yes	No
CANYONS DISTRICT	MIDVALLEY SCHOOL	13.7%	No	No	Yes	No	No
DAVIS DISTRICT	VAEVIEW SCHOOL	14.1%	Yes	Yes	Yes	Yes	Yes
GRANITE DISTRICT	WESTERN HILLS SCHOOL	14.1%	Yes	No	Yes	No	No
UINTAH DISTRICT	LAPOINT SCHOOL	14.1%	No	No	Yes	No	No
WASHINGTON DISTRICT	LAVERKIN SCHOOL	14.1%	Yes	No	Yes	No	Yes
OGDEN CITY DISTRICT	TAYLOR CANYON SCHOOL	14.2%	No	No	Yes	No	No
UINTAH DISTRICT	ASHLEY SCHOOL	14.3%	No	No	Yes	No	No
GRAND DISTRICT	HELEN M. KNIGHT SCHOOL	14.5%	No	No	No	Yes	Yes
JORDAN DISTRICT	KAURI SUE HAMILTON	14.5%	No	No	No	No	No
OGDEN CITY DISTRICT	HORACE MANN SCHOOL	14.5%	No	No	Yes	No	No
DAVIS DISTRICT	DOXEY SCHOOL	14.8%	Yes	Yes	Yes	Yes	No
SALT LAKE DISTRICT	LINCOLN SCHOOL	14.8%	Yes	Yes	Yes	Yes	Yes
SALT LAKE DISTRICT	PARKVIEW SCHOOL	14.9%	Yes	Yes	Yes	Yes	Yes
TOOELE DISTRICT	NORTHLAKE SCHOOL	14.9%	Yes	No	Yes	No	Yes
DAVIS DISTRICT	ANTELOPE SCHOOL	15.0%	Yes	No	No	Yes	No
GRANITE DISTRICT	MAGNA SCHOOL	15.6%	No	No	Yes	Yes	No
WASHINGTON DISTRICT	SPRINGDALE SCHOOL	15.6%	No	No	No	No	No
TOOELE DISTRICT	BLUE PEAK HIGH	15.7%	No	No	No	No	No
OGDEN CITY DISTRICT	HERITAGE SCHOOL	15.8%	No	No	Yes	Yes	Yes
OGDEN CITY DISTRICT	THOMAS O SMITH SCHOOL	15.8%	No	No	Yes	Yes	Yes
BOX ELDER DISTRICT	MOUNTAIN VIEW SCHOOL	16.0%	No	No	No	No	Yes
GRANITE DISTRICT	SOUTH KEARNS SCHOOL	16.0%	Yes	Yes	Yes	Yes	Yes
SEVIER DISTRICT	SALINA SCHOOL	16.1%	Yes	Yes	Yes	No	Yes

DISTRICT OR CHARTER	SCHOOL	DATA	PROGRAMS				
			% IGP Enrollment	Preschool Available	High Quality Preschool Available	Optional Extended Day Kindergarten Available	Afterschool Program
KAIROS ACADEMY	KAIROS ACADEMY	16.3%	No	No	No	No	No
DUCHESNE DISTRICT	EAST SCHOOL	16.4%	Yes	Yes	No	No	No
GRANITE DISTRICT	ROOSEVELT SCHOOL	16.5%	Yes	Yes	Yes	Yes	No
OGDEN CITY DISTRICT	POLK SCHOOL	16.9%	No	No	Yes	Yes	No
OGDEN CITY DISTRICT	LINCOLN SCHOOL	17.0%	Yes	No	No	Yes	Yes
SALT LAKE DISTRICT	M LYNN BENNION SCHOOL	17.1%	Yes	Yes	Yes	No	Yes
CANYONS DISTRICT	EAST MIDVALE SCHOOL	17.4%	Yes	No	Yes	Yes	Yes
CARBON DISTRICT	BRUIN POINT SCHOOL	17.6%	Yes	No	Yes	Yes	Yes
GRANITE DISTRICT	HARTVIGSEN SCHOOL	17.7%	No	No	No	No	No
DAVIS DISTRICT	WHITESIDES SCHOOL	17.8%	Yes	No	Yes	Yes	No
WASHINGTON DISTRICT	WATER CANYON SCHOOL	17.8%	Yes	Yes	No	No	No
SAN JUAN DISTRICT	ALBERT R LYMAN MIDDLE	18.2%	No	No	No	Yes	No
DUCHESNE DISTRICT	CENTENNIAL SCHOOL	19.0%	No	No	No	No	Yes
DAVIS DISTRICT	RENAISSANCE ACADEMY	19.2%	No	No	No	No	No
UINTAH RIVER HIGH	UINTAH RIVER HIGH	19.2%	No	No	No	No	No
WEBER DISTRICT	CLUB HEIGHTS SCHOOL	19.6%	No	No	Yes	No	No
PINNACLE CANYON ACADEMY	PINNACLE CANYON ACADEMY	19.7%	No	No	No	Yes	No
OGDEN CITY DISTRICT	DEE SCHOOL	19.8%	No	No	Yes	No	No
OGDEN CITY DISTRICT	GRAMERCY SCHOOL	20.1%	Yes	No	Yes	Yes	Yes
JORDAN DISTRICT	RIVERS EDGE SCHOOL	20.5%	No	No	No	No	No
OGDEN CITY DISTRICT	HILLCREST SCHOOL	20.8%	No	No	Yes	Yes	No

DISTRICT OR CHARTER	SCHOOL	DATA	PROGRAMS				
			% IGP Enrollment	Preschool Available	High Quality Preschool Available	Optional Extended Day Kindergarten Available	Afterschool Program
UINTAH DISTRICT	EAGLEVIEW SCHOOL	20.9%	No	No	Yes	Yes	No
DUCHESNE DISTRICT	MYTON SCHOOL	21.0%	No	No	No	No	No
OGDEN CITY DISTRICT	GEORGE WASHINGTON HIGH	21.5%	No	No	No	Yes	No
CANYONS DISTRICT	JORDAN VALLEY SCHOOL	21.8%	No	No	No	No	No
OGDEN CITY DISTRICT	JAMES MADISON SCHOOL	21.8%	Yes	No	Yes	Yes	Yes
CARBON DISTRICT	WELLINGTON SCHOOL	22.3%	Yes	No	Yes	Yes	Yes
SALT LAKE DISTRICT	WASHINGTON SCHOOL	22.4%	Yes	Yes	Yes	Yes	Yes
OGDEN CITY DISTRICT	BONNEVILLE SCHOOL	23.2%	No	No	Yes	No	No
SAN JUAN DISTRICT	BLANDING SCHOOL	23.2%	Yes	No	No	Yes	No
ALPINE DISTRICT	HORIZON SCHOOL	23.4%	Yes	No	Yes	No	No
OGDEN CITY DISTRICT	ODYSSEY SCHOOL	23.5%	No	No	Yes	Yes	Yes
SAN JUAN DISTRICT	MONUMENT VALLEY HIGH	24.4%	No	No	No	Yes	Yes
CARBON DISTRICT	CASTLE VALLEY CENTER	26.4%	Yes	No	Yes	No	No
ALPINE DISTRICT	DAN W. PETERSON	29.6%	Yes	No	No	No	No
NEBO DISTRICT	BRIDGES NEBO TRANSITION CENTER	30.3%	Yes	No	No	No	No
DUCHESNE DISTRICT	CON AMORE SCHOOL	31.5%	Yes	Yes	No	No	No
JORDAN DISTRICT	SOUTH VALLEY SCHOOL	32.2%	No	No	No	No	No
SAN JUAN DISTRICT	WHITEHORSE HIGH	33.8%	No	No	No	Yes	Yes
GRANITE DISTRICT	GRANITE TECHNICAL INSTITUTE (GTI)	35.8%	No	No	No	No	No
CANYONS DISTRICT	CANYONS TRANSITION ACADEMY	36.7%	No	No	No	No	No
PROVO DISTRICT	EAST BAY POST HIGH	40.7%	No	No	No	No	No

DISTRICT OR CHARTER	SCHOOL	DATA	PROGRAMS				
			% IGP Enrollment	Preschool Available	High Quality Preschool Available	Optional Extended Day Kindergarten Available	Afterschool Program
SAN JUAN DISTRICT	BLUFF SCHOOL	42.9%	Yes	No	No	Yes	No
SAN JUAN DISTRICT	TSE'BII'NIDZISGAI SCHOOL	44.0%	Yes	No	No	Yes	No
SAN JUAN DISTRICT	MONTEZUMA CREEK SCHOOL	45.4%	Yes	No	No	Yes	No
WASHINGTON DISTRICT	POST HS SELF-CONT	46.2%	No	No	No	No	No
ALPINE DISTRICT	EAST SHORE ONLINE	11-19%	No	No	No	No	No
UTAH SCHOOLS FOR DEAF & BLIND	CENTRAL REGION DEAF	11-19%	Yes	No	No	No	No
WEBER DISTRICT	SUMMIT VIEW	11-19%	No	No	No	No	No
NEBO DISTRICT	OAKRIDGE SCHOOL	20-29%	No	No	No	No	No
TOOELE DISTRICT	IBAPAH SCHOOL	20-29%	No	No	Yes	No	No
UTAH SCHOOLS FOR DEAF & BLIND	NORTH REGION DEAF	20-29%	Yes	No	No	No	No
SALT LAKE DISTRICT	CHILDREN BEHAVIOR THERAPY UNIT (CBTU)	30-39%	No	No	No	No	No
SAN JUAN DISTRICT	NAVAJO MOUNTAIN HIGH	30-39%	No	No	No	No	No
TINTIC DISTRICT	WEST DESERT SCHOOL	30-39%	No	No	No	No	No

# APPENDIX D—2017 APPROVED IGP LEGISLATION

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## **2017 passed bills impacting IGP that were endorsed by the Intergenerational Welfare Reform Commission**

**Learn more by searching the bill number at [le.utah.gov](http://le.utah.gov)**

### **HB 24: Student Prosperity Savings Program — Tax Amendments**

This bill creates the Student Prosperity Savings Program and related corporate and individual tax benefits. It provides a method for donating to the Student Prosperity Savings Program and obtaining proof of the donation; provides a process for certain high school students to obtain tax-advantaged college savings accounts; permits a corporation to subtract a donation to the Student Prosperity Savings Program from unadjusted income; and creates an individual tax credit for a donation to the Student Prosperity Savings Program.

### **HB 168: Kindergarten Supplemental Enrichment Program**

This bill requires the State Board of Education to develop kindergarten entry and exit assessments for use in a kindergarten supplemental enrichment program; and administer a grant program to support certain kindergarten supplemental enrichment programs; and gives rulemaking authority.

### **HB 212: Incentive For Effective Teachers in High Poverty Schools**

This bill creates the Effective Teachers in High Poverty Schools Incentive Program; authorizes the State Board of Education to award a salary bonus to an eligible teacher; and requires the State Board of Education to evaluate the effectiveness of the program.

### **HB 246: System of Care Development**

This bill amends provisions relating to a system of care within the Department of Human Services. This bill amends the definition of “system of care;” and enumerates department authority to develop a system of care.

### **HCR 10: Concurrent Resolution Encouraging Identification + Support of Traumatic Childhood Experiences**

This concurrent resolution encourages state officers, agencies, and employees to promote interventions and practices to identify and treat child and adult survivors of severe emotional trauma and other adverse childhood experiences using interventions proven to help and develop resiliency in these survivors.

### **SB 100: Early Childhood Services Coordination**

This bill modifies provisions related to the Office of Child Care within the Department of Workforce Services. This bill requires the Department of Workforce Services and the Office of Child Care to conduct a study concerning services and resources for children five years old and younger and their families; describes the information that should be included in the study; and describes the deadline for providing the study to certain legislative committees; and provides a sunset date.



# UTAH INTERGENERATIONAL WELFARE REFORM COMMISSION ANNUAL REPORT 2017

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**P**ursuant to Utah Code §35A-9-305, the following is the Utah Intergenerational Welfare Reform Commission Annual Report 2017. The Intergenerational Welfare Reform Commission (Commission) is chaired by the Utah Lieutenant Governor and includes the executive directors of the following: Utah Department of Health (DOH), Utah Department of Human Services (DHS), and Utah Department of Workforce Services (DWS). In addition to those members, the Commission includes the Utah State Board of Education (USBE); State Superintendent of Public Instruction; the State Juvenile Court Administrator; and the Chair of the Intergenerational Poverty Advisory Committee.

As required by statute, this annual report describes the purpose of the Commission and its activities from October 2016 through September 2017.

## **SECTION I: 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 caseworker 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 2017 Annual Report will meet the following reporting requirements:

- Describe how the commission fulfilled its statutory purposes and duties during federal fiscal year (FFY) 2017;
- 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;
- Update on the Commission’s progress to advance the goals outlined in its five- and 10-year plan, Utah’s Plan for a Stronger Future.

## SECTION 3: 2016-2017 ACTIVITIES ADVANCING THE COMMISSION’S GOALS

In 2015, the Intergenerational Welfare Reform Commission established, Utah’s Plan for a Stronger Future, its five- and 10-year plan to reduce the number of Utah families in the cycle of poverty, improving their quality of life and helping them become economically stable. In January 2017, that plan was revised and released at the start of the Utah Legislature’s 2017 General Session. The revised plan features two important components not included in the 2015 plan: indicators to measure progress toward the goals; and data-driven and researched recommendations that may be implemented across multiple sectors and systems, leading to improved outcomes for children.<sup>36</sup>

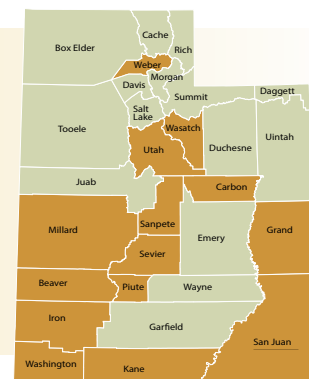
Since the release of the Fifth Annual Report on Intergenerational Poverty, the Commission engaged in two primary activities to ensure progress toward meeting its goals: (1) supported locally-led initiatives to address intergenerational poverty; and (2) worked toward implementing the recommendations contained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

### County Engagement

In support of the plan, the Commission engaged 11 rural counties and two urban counties to partner with it to ensure the communities most impacted by intergenerational poverty are addressing the challenge.

### Counties Addressing Intergenerational Poverty:

- |          |            |              |
|----------|------------|--------------|
| • Beaver | • Millard  | • Utah       |
| • Carbon | • Piute    | • Washington |
| • Grand  | • San Juan | • Weber      |
| • Iron   | • Sanpete  |              |
| • Kane   | • Sevier   |              |



The counties' plans, submitted on June 2, 2017, align with the Commission plan, recognizing that each county has its own strengths to leverage and challenges to address. This approach recognized that reducing intergenerational poverty is not solely the role of state government. Rather, local communities, familiar with local challenges and resources are best positioned to leverage community strengths to ensure families become economically stable.

The Commission supported the development of the county plans in the following ways:

- Disaggregated intergenerational poverty data by county and developed an online tool containing the data.<sup>37</sup>
- Hosted and organized four in-person trainings to provide counties with technical assistance and support throughout the planning year.
- Designed and developed online training tools to support plan development, in coordination with Utah State University-Extension.
- Provided resources for the counties to convene mandatory stakeholders to meet regularly to develop the plan.

In addition to supporting the development of the county plans, the Commission recognized the importance of coordination and alignment at the county level. This recognition led to the establishment of the Intergenerational Poverty County Subcommittee, which includes representatives from each of the 13 counties. The primary purpose of the subcommittee is to ensure that the county plans align with the Commission goals, as well as leverage the Commission in addressing the concerns revealed in the county plans. The subcommittee will meet quarterly and will increase, as additional counties develop plans to reduce intergenerational poverty throughout the state.



**Commission Implementation of Data-Driven Recommendations**

Although counties play a role in addressing the impacts of intergenerational poverty, the State continued to meet its obligations established through the Intergenerational Poverty Mitigation Act (IGPA). As Commission-agency leaders continue to understand intergenerational poverty and data sharing continues to improve, more ways have emerged to support customers served across multiple agencies. Throughout the past 12 months, Commission agencies began implementing several data-driven recommendations outlined in its five- and-ten year plan. The following provides a description of each recommendation and the Commission agency’s progress on implementation, as well as additional information on key recommendations.

DEPARTMENT OF WORKFORCE SERVICES		
Recommendation	Started (Yes or No)	Current Progress (include any data)
Increase capacity of high-quality preschool	Yes	OCC started a grant to provide technical assistance to private preschool programs to improve the quality of the preschool serving low-income children
Establish a true Quality Rating and Improvement System for child care programs	Yes	OCC is establishing a system for measuring quality in child care programs.
Utilize the established QRIS system established in 1.3 to provide greater child care subsidy payments to high-quality child care providers	Yes	Part of OCC's plan to establishing the system. Plan is to tie subsidy to quality by October 2019.
Develop statewide, preschool readiness developmental assessment	Yes	Community partners and experts in early childhood are beginning discussions on evaluating an assessment tool.
Connect youth to employment	Yes	<ul style="list-style-type: none"> <li>•Refocus on "Career Counseling" with the youth. Use our UWORKS tools (Career Planning &amp; Future Budget) to engage in conversations.</li> <li>•TABE testing</li> <li>•529 Savings Plan &amp; Educational Incentive</li> <li>•Financial Literacy</li> <li>•Focus on OSY and Work-based Learning</li> <li>•Reshaping the expectations around our Training Programs</li> <li>•Building Partnerships with Schools/Counselors</li> </ul>
Increase job skills through career pathways	Yes	FEP Family Focused Case Management and Career Counseling
Ensure education and job training meet work requirements	Yes	Child Care is provided to parents pursuing education while they are working.

**DEPARTMENT OF WORKFORCE SERVICES**

<b>Recommendation</b>	<b>Started (Yes or No)</b>	<b>Current Progress (include any data)</b>
Promote Work Opportunity Tax Credit for employment of individuals experiencing intergenerational poverty	Yes	Educated staff working with CTW on the credit. Training is available on request. Additional information can also be found on the DWS website: <a href="https://jobs.utah.gov/employer/business/wotc.html">https://jobs.utah.gov/employer/business/wotc.html</a>
Increase uptake in the federal Earned Income Tax Credit	Yes	All employment centers providing information on the EITC during the TY2016 and individuals were notified of the availability of the EITC.
Families served through a two-generational lens	Yes	<ul style="list-style-type: none"> <li>•FEP Refocus Training completed-follow up continues</li> <li>•OCC implementing Quality Child Care providers</li> <li>•Engaging in Systems of Care</li> <li>•NGK in 3 sites (Glendale, Kearns, Ogden)</li> <li>•Work Success</li> <li>•LCT and Mental Health Providers serving children and parents</li> <li>•Food Sense Program</li> <li>•Summer Lunch Program (served at youth hotspots)</li> <li>•Double up Farmer's market SNAP program</li> <li>•Family Support Centers / Respite child care</li> </ul>
Provide a match for EITC recipients	Yes	Promoted EITC during 2016 tax season on Eligibility Services login page. Received XX clicks.
Encourage participation in financial coaching courses	Yes	TANF currently pays for multiple providers around the state to provide financial coaching workshops. A current project collaboration with the Consumer Financial Protection Bureau titled Your Money Your Goals is being introduced/trained to a select group of DWS employment counselors. The idea is to give employment counselors a toolbox of resources to help in conversations with clients and to refer to external resources when needed.
Support evidence-based decision making	Yes	DWS relies on data and research in the development and funding of programs.

**DEPARTMENT OF HUMAN SERVICES**

<b>Recommendation</b>	<b>Started (Yes or No)</b>	<b>Current Progress (include any data)</b>
Policies to Support Non-Custodial Parents	Yes	<p>The Office of Recovery Services (ORS) does not represent either custodial parents or non-custodial parents. Our goal is to establish and collect the ordered support amounts in behalf of children in a manner which applies the appropriate laws to both parents. The implications of a statement or directive to write policies to specifically “support” either parent are not in line with our primary mission. That said, when there is significant supporting research, the federal parent program, the Office of Child Support Enforcement (OCSE), does occasionally shift the program’s directives in the interest of preventing child support from being an issue, which obstructs family interactions. According to OCSE: “Children do not benefit when their parents engage in a cycle of nonpayment, underground income generation, and re-incarceration. Support orders modified for incarcerated parents, based on their current ability to pay, result in less debt accrual, more formal employment, more child support payments, and less need for enforcement after they are released.” One example is a new federal regulation regarding reviews of incarcerated individuals (more than 180 days remaining to be served) for potential adjustment of the support order. Current progress includes ORS requested an income law change in the 2017 legislative session to overcome Utah case law that prohibited modifying support orders on the basis of incarceration. We are currently writing policy and procedures and developing the necessary forms for this process. We will have processes in place by December 2017 deadline to be compliant with the federal regulations.</p>
Families served through a two-generational lens	Yes	<p>System of Care is implemented statewide and uses evidence-based, wraparound-to-fidelity to serve children, youth and families. This approach is proven to have more sustainable outcomes and lessen repeat government involvement. We have staff now statewide using this approach with youth and families with multi-agency involvement. Five regional advisory councils provide oversight and address policy and regulatory issues, gaps in service, funding concerns, youth and family voice, and workforce development in each of the system of care regions. A statewide crisis response system that allows the family to define the crisis is in process of being piloted in the Southwest System of Care Region, with the goal of ensuring families have a consistent, quality experience statewide.</p>
Ensure School Based Behavior Health is available in schools	Yes	<p>During SFY2017 have increased School Based Behavioral Health access and availability from 29 School Districts to 37 Districts and from 256 schools to 313 schools. These services are also available in 5 Charter Schools.</p>

DEPARTMENT OF HUMAN SERVICES		
Recommendation	Started (Yes or No)	Current Progress (include any data)
Support evidence-based decision making	Yes	Evidenced-based programs and performance-based contracts are required in new HB 239 legislation for Juvenile Justice; System of Care is now statewide as a practice and is a nationally recognized evidenced-based approach to service delivery; DCFS in-home service approach, HomeWorks, is being reviewed by University of Utah researchers for evidenced results; The Utah Family And Child Evaluation Tool (UFACET) is based on Praed Foundation assessments and uses structured decision making; DCFS caseworkers also use evidenced based assessments like the Colombia Suicide Risk and SDM Safety and Risk Assessment with families and children to make decisions on the right services and care; Checklists for youth transitioning out of DCFS custody to adulthood have evidenced milestone checklists and all children under 5 are evaluated with standardized developmental milestone assessments. Evidence-based programs are required in many provider service contracts with all our person-serving agencies.
DEPARTMENT OF HEALTH		
Recommendation	Started (Yes or No)	Current Progress (include any data)
Continued expansion of evidence-based home visitation programs to targeted populations and regions of the state	Yes	SFY17 combined TANF & MIECHV funding to expand services to 7 counties for a total of 15 counties served. Services are available in the following counties: Box Elder, Cache, Rich, Weber, Morgan, Davis, Salt Lake, Utah, Washington, San Juan, Juab Sanpete, Millard, Sevier, Piute and Wayne. As of May 2017, 827 families served and an additional 50 families will be served by Central Utah Health District and 110 families from Native American households will be served.
Families served through a two-generational lens	Yes	WIC; Home Visitation programs
Analyze Health Provider Shortage Areas	Yes	13 Counties in Utah have children at risk of remaining in poverty. These counties include Iron, Washington, Sanpete, Sevier, Piute, Carbon, Grand, San Juan, Weber, Wayne, Kane, Millard, and Beaver. Mental Health HPSA- all 13 counties Dental Care HPSA- 11 of the 13 counties have a Dental Care HPSA. Two counties have a partial HPSA ( Grand and Wayne) Primary Care HPSA- 7 of the 13 counties has full HPSA ( Iron, Washington, Sanpete, Piute, Kane, Millard, and Beaver); five have a partial HPSA ( Carbon, Grand, San Juan, Weber, and Wayne) while only Sevier has no Primary Care HPSA.
Support evidence-based decision making	Yes	The Utah Department of Health uses evidence base programs and practices in its adoption of programs. Most grant programs, particularly federal, will only provide resources to evidence based practices and programs.

## UTAH STATE OFFICE OF EDUCATION

Recommendation	Started (Yes or No)	Current Progress (include any data)
Increase capacity of high-quality preschool	Yes	USBE is facilitating the High Quality School Readiness (HQSR) and High Quality School Readiness Expansion (HQSR-E) programs. HQSR is targeted at building capacity in the level of quality of the public preschool program being provided; whereas, HQSR-E is aimed at support high-quality preschool providers in increasing their capacity by the number of seats their program can serve.
Develop statewide, kindergarten readiness assessment	Yes	The Kindergarten Entry Profile has been developed at the USBE. Implementation is expected to occur Fall of 2017.
Develop statewide, preschool readiness developmental assessment	Yes	Initial discussions have began across agencies and invested parties, such as DWS, Head Start, USBE, and early childhood experts.
Increase access to optional extended-day kindergarten in schools serving high rates of children at risk of remaining in poverty	Yes	Approved an additional 33 schools to receive Kindergarten Supplemental Enrichment Program funds from HB 168 in the 2017 General Session. These schools intent is to provide extended learning opportunities for kindergarten students in schools with 50% or greater free and reduced lunch populations or 10% or greater IGP populations.
Incorporate Social and Emotional Learning (SEL)	No	No steps have been taken on this initiative at this time.
Expose high schools students to post-secondary education and job training opportunities beginning early in their high school career	Yes	USBE has dedicated employees to work-based learning who help LEAs facilitate industry partnerships. Industry providing internships, apprenticeships, and mentoring as well as placing training programs in high schools. School counselors are engaged in additional training to support work-based learning and use available tools to aide students in career planning.
Provide incentives to two-year colleges for key outcomes	N/A	
Expand scholarship opportunitites to students experiencing intergenerational poverty	Yes	College Application Day provides a mechanism for students experiecing IGP to have access to mentoring and assistance in filling out applicaitons, including financial aide. Students living in poverty also receive additional consideration on many scholarship opportunies.
Families served through a two-generational lens	No	
Support evidence-based decision making	Yes	Our Statewide Improvement Plan for SWD and USBE Strategic plan goals (Education Elevated) stand on evidence based decision making. This is also the fundamental process for School Turnaround, where many of our students experiencing IGP reside. Assess 2 Achieve initiative (statewide training on using data to inform practice) yielded positive responses from LEAs.

## EARLY CHILDHOOD DEVELOPMENT

In the past year, the Commission agencies continue to support the needs of Utah's youngest children. The efforts continue to occur in three broad categories: (1) supporting the healthy development of young children; (2) increasing access to quality early care and education; and (3) increasing the professional development of early childhood educators. The following provides a summary of those efforts.

### 1. Supporting the Healthy Development of Young Children

#### Coordination of Home Visitation Services

The availability of evidence-based home visitation services leads to improvements in child well-being among young families with newborns. Through home visitation services, one of these outcomes is to reduce the incidence of child abuse and neglect, which is significantly higher among children experiencing intergenerational poverty. In Utah, DOH is responsible for funding three evidence-based home visitation programs throughout the state: Nurse-Family Partnership (NFP), Parents as Teachers (PAT) and Family Spirit, developed for Native American populations.

Both DOH and DWS utilized the intergenerational poverty data to expand the availability of home visitation programs. Through coordination of both data sharing and funding, DOH expanded its footprint of home visitation programs, which target high-risk parents in the cycle of poverty.

**Home Visitation** access increased to a total of 15 counties served and 827 families served. Access was increased to several counties with high rates of children experiencing IGP including: Millard, Piute, Salt Lake, San Juan, Sanpete, Sevier, Washington and Weber.

Although access was expanded in FFY17, Utah will experience a 60 percent decrease in funding in FFY18, which will provide access to only 364 families.<sup>38</sup> Among those receiving home visitation services, 57 percent of the parents are experiencing intergenerational poverty. As a result, the funding decrease is likely to impact IGP parents and their young children.

### 2. Increasing Access to Quality Early Care and Education

Utah continues to emphasize the importance of quality early care and education to mitigate the negative impacts of poverty on early childhood development. The state has demonstrated its commitment to this strategy through adoption of legislation that expands access to high-quality preschool for intergenerational poverty families. In addition, the Legislature is requiring a full analysis of Utah's early care and education system.<sup>39</sup> During 2017, the Commission increased its efforts to align with this legislative priority.

#### Access to High-Quality Preschool

DWS and USBE continued to implement the legislative requirements involving high-quality preschool. These activities included coordination of the following: (1) scholarships to four-year-old children experiencing intergenerational poverty to attend high-quality preschool; (2) grants to high-quality preschool programs to expand access for low-income, four-year-old children; and (3) increase the number of early childhood educators who have their Child Development Associates (CDA) credential through a training and scholarship program. In the first year of implementation, 90 preschool programs were certified as high quality and funds were used to provide 110 IGP children with preschool scholarships.

In addition to implementing the legislative requirements, DWS released quality improvement grants to private child care providers offering preschool programs. The additional funds will ensure that there is increased



availability of high-quality preschool in private child care programs. In addition, DWS informed families experiencing intergenerational poverty of the availability to participate in the online preschool program, Upstart, through direct mail to the families.

### **Assessing the Effectiveness of Preschool**

Utah is recognized as a national leader in evidence-based policy making.<sup>40</sup> As a result, it engages in regular assessment of programmatic outcomes. As the state expands its investments in high-quality preschool, it must evaluate whether it is achieving its primary outcome of preparing young children for kindergarten. Since 2014, the Commission has recommended the development and implementation of a statewide kindergarten assessment tool. Beginning in 2016, the Utah State Board of Education worked with stakeholders to develop a kindergarten assessment tool, Kindergarten Entry and Exit Profile (“KEEP”), which will be administered to all entering kindergarten students beginning in SY2017. The results of that tool may be utilized to evaluate whether preschool plays a key role in preparing children for kindergarten.

## **EDUCATION**

In FFY16, Commission members focused efforts to advance education goals in two primary categories: (1) addressing gaps in evidence-based programs and services in schools disproportionately impacted by intergenerational poverty; and (2) promoting post-secondary training and education for high school students.

### **1. Addressing Gaps in Evidence-Based Programs and Practices in Schools**

There are several effective resources provided in Utah schools that mitigate the impacts of poverty. These programs include access to high-quality preschool, offering optional extended-day kindergarten, offering quality afterschool programs and providing mental health services to students. Each of these programs demonstrated improved academic outcomes for children who participate in them. In an effort to ensure that schools disproportionately impacted by intergenerational poverty provide programs demonstrated to mitigate the effects of poverty, Commission agencies are utilizing limited resources to properly target those schools to improve outcomes for their students.

In 2017, the Commission supported legislation to increase access to optional extended day kindergarten programs for students who are low-income or experiencing intergenerational poverty.<sup>41</sup> The USBE implemented that legislation and released a grant available to elementary schools not providing OEK programming. As a result of that effort, an additional 40 schools will be providing extended kindergarten programming beginning SY2017. It is estimated that this will expand extended day kindergarten to 1,200 students who otherwise would not have had access to the program.

In addition to extended day kindergarten, USBE, DWS and DHS coordinated to expand access to school-based behavioral health specialists in schools in which 10 percent or more of the students are experiencing intergenerational poverty. Through the use of the IGP data identifying IGP students by school, as well as combining funding sources, 38 percent of the schools serving 10 percent or more of those students will be providing access to behavioral health specialists in SY2017.

### **2. Promoting Post-Secondary Training and Education Among High School Students**

In its recommendations, the Commission recognized the opportunity to develop private and public partnerships to connect high school students to career pathways leading to wages sufficient to meet the basic needs of their families. Often these pathways include receiving a post-secondary education.

In 2017, DWS established Youth Eligibility Success (YES) to ensure youth between the ages of 16 and 18 years old and experiencing intergenerational poverty are appropriately connected to services that support their career aspirations.<sup>42</sup> The YES program includes a specialized team of eligibility workers managing the public assistance cases for these youth and their families. Upon either proactive contact with the families by DWS or the families

contacting the department, the YES specialist conducts a preliminary assessment to evaluate the appropriate referral for the IGP youth. Depending on the career aspirations of the youth, the individual receives a referral to DWS' Workforce Development Division or its Utah State Office of Rehabilitation to receive appropriate workforce development services that supports the youth in achieving career goals. Since its implementation in July 2017, YES has completed 1,233 assessments and referred 519 individuals to the DWS Workforce Development Division and 248 to the Utah State Office of Rehabilitation to determine eligibility for workforce development services.

In 2017, DWS released "Talent Ready Utah" grants establishing these partnerships. These grants, which are competitively bid, were awarded to several counties that developed plans to address intergenerational poverty.<sup>43</sup> In addition, USBE provided staff to support work-based learning in schools, as well as support to school counselors to provide training in work-based learning opportunities to support career counseling of students.

## **FAMILY ECONOMIC STABILITY**

The data reveals families are struggling to meet basic needs. This includes parents struggling to maintain employment, low annual wages and lack of housing stability. Commission members are working to address these challenges through increased coordination, policy and programmatic changes, as well as targeted funding. The efforts focus in the following areas: (1) stabilizing families; (2) addressing basic needs of families; and (3) increasing job skills and employment.

### **Stabilizing Families**

To improve family economic stability, there was increased delivery of family-centered services. These strength-based approaches intentionally and simultaneously serve both parents and children together and evaluate outcomes for both generations, as well as outcomes for the family unit. The outcomes for families served in this manner are increasingly positive and demonstrate an evidence-based approach to reducing intergenerational poverty. As a result, Commission members continue to adjust service delivery to incorporate family-centered approaches in various programs including within DHS and DWS.

There is increasing research demonstrating that young children experiencing economic hardship often experience toxic stress and trauma. Given the intergenerational nature of poverty, toxic stress and trauma are often intergenerational as well. As a result of this growing research, the Utah Legislature adopted a resolution identifying and supporting child survivors of trauma.<sup>44</sup> There is growing research demonstrating the value of engaging with families exposed to trauma through trauma-informed approaches. In support of this legislation, the Commission established the Intergenerational Poverty Subcommittee on Childhood Trauma. The subcommittee is evaluating the impact of childhood trauma and establishing strategies to identify and address it for Utah's intergenerational poverty population.

In addition to the establishment of the subcommittee, Commission agencies partnered to offer training to caseworkers, community providers and state employees on trauma-informed care. During 2017, there were 61 trainings offered statewide. Those trainings were attended by 2,401 participants.

In addition, DHS, DOH and DWS continue to work toward improving the coordination of case management services to ensure family needs are met. Since 2014, the agencies have collaborated to execute a data sharing agreement to share individual case information across multiple programs, while protecting the privacy of these individuals. The execution of the data sharing agreement led to the establishment of a data sharing protocol, which allows each agency to determine whether a family within its care receives case management services from an alternative state agency. Once it is determined that a family is receiving services from multiple agencies, those services may be coordinated to achieve the best outcomes for the family, while also reducing government costs by avoiding competing, contradicting or duplicative case management plans.

Similarly, DHS continues implementation of its System of Care approach to ensure families receiving its services are stabilized and residing together in their homes, schools and communities, when it is safe. This effort included the Commission's support of legislation to clearly define Utah's System of Care model.<sup>45</sup>

### **Addressing Basic Needs of Families**

In 2016, DWS made efforts to better connect families experiencing intergenerational poverty to community resources that can aid these families in meeting their basic needs. These efforts included training a select group of eligibility staff to increase their knowledge of the extensive network of community-based organizations throughout Utah. When a need arises among these families, they are connected to these eligibility workers who provide referrals to the appropriate organization. In addition, these resource liaisons train their colleagues on the availability of resources to ensure that all DWS eligibility staff has the knowledge to make appropriate referrals. The most common resources families are seeking include resources in the following areas: basic needs (25,852), health care (16,056), mental health care (11,562), education (8,240) and child care (7,996).

In addition to the referrals by eligibility workers, DWS established an automated system to improve access for families receiving public assistance to community-based organizations that can address their needs. When families access their DWS case online, they are provided the opportunity to directly connect to these organizations through the DWS online system. This provides direct and straightforward access to frequently utilized services without requiring families to navigate an extensive network of non-profits and community-based organizations.

### **Increasing Job Skills and Employment**

In 2017, DWS implemented a test program, Invest in You, to connect participants in the Family Employment Program (FEP), which may include adults experiencing intergenerational poverty to employment in the medical manufacturing industry. The program is conducted in partnership with Salt Lake Community College (SLCC) and eight businesses from the medical manufacturing industry. The program design includes training in SLCC's Medical Device Training through a cohort model of training. In addition to the technical training, participants receive intensive training in the following additional areas: work readiness, success in the workplace, parenting, budgeting and life skills. In addition, participants are required to attend three evening workshops with their children, which include preparing healthy meals on a budget and family goal setting. Among the nine families who participated in the first cohort, seven are from the intergenerational poverty cohort. These families had 27 children, 11 of whom were young children.

On April 18, 2017, this first cohort completed training. Among the graduating group, eight obtained employment and remain employed, earning a starting wage of \$14 per hour. Additionally, all of these families are no longer receiving financial assistance. Although the program is designed to evaluate strategies and not designed to be scaled statewide, there are clear indications that several of the strategies are proving effective in placing FEP participants in careers providing a reasonable starting wage.

## **HEALTH**

In 2016, among children experiencing intergenerational poverty, 94 percent had access to health care through either the Medicaid or Children's Health Insurance Program (CHIP). Although the rate of health insurance coverage is high among children, it is significantly lower among their parents. This gap between parents and children may explain the limited use of health care services among children given that the parents' health insurance coverage influences health care utilization for children.

In 2017, the Department of Health began analyzing whether the low utilization of health care is attributed to lack of health care providers in areas where there are high populations of individuals experiencing intergenerational poverty. It conducted an analysis of Utah's Health Provider Shortage Areas (HPSA), with particular focus on counties developing plans to reduce intergenerational poverty. The analysis revealed that many of the counties are primary, mental health and dental HPSAs.

### **Additional Activities Required by IGPA**

In addition to the Commission's efforts to achieve its goals, the IGPA requires it to engage in additional activities. The following outlines those requirements and summarizes the corresponding activities.

1. **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 Sixth Annual Report on Intergenerational Poverty, Welfare Dependency and the Use of Public Assistance 2017*.** Both the Advisory Committee and the Research Subcommittee were actively involved in the development of the Fifth Annual Report. Several members of the Research Subcommittee were responsible for the gathering and submitting data for the 2017 report.
  - **Establishment of two subcommittees.** In FFY17, community involvement increased significantly through the Commission's establishment of two subcommittees. Both the County Subcommittee and Subcommittee on Childhood Trauma includes members from communities throughout the state.
  - **Increased involvement of the Commission in 2017 General Session.** During the 2017 General Session, the Commission continued to increase its engagement with the Legislature. In January 2017, it evaluated several pieces of legislation to ensure proposals were data-driven and aligned with the Commission's goals. Of the nine proposals evaluated, six aligned with the Commission's goals and were adopted by the Legislature. See APPENDIX D. 2017 Approved IGP LEGISLATION.
2. **Collaborate in sharing and analyzing data and information regarding the cycle of poverty and welfare dependency.**
  - **Established The Intersection of Intergenerational Poverty and Child Homelessness data supplement.** In 2017, the Utah Legislature required the Commission to evaluate the intersection between intergenerational poverty and child homelessness. This required additional data sharing and analysis.
  - **Partnered with academic researchers to address poverty.** The Commission partnered with academic researchers at the University of Utah, Kem C. Gardner Policy Institute to conduct focus groups on access to proper nutrition. The Policy Institute created a policy guide on the subject that was distributed to the counties addressing intergenerational poverty. The Institute participated in a county training where it was able to discuss the guide and explain approaches to incorporating it in the county plans.

## **CONCLUSION**

Throughout FFY17, the Intergenerational Welfare Reform Commission continued to meet the purpose of the Intergenerational Poverty Mitigation Act and make progress toward its five- and 10-year goals. Through ongoing partnerships across public and private sectors and engagement across rural and urban communities, efforts increased to reduce intergenerational poverty through clearly defined goals.

The accomplishments of the Commission, the Advisory Committee and its three subcommittees were significant. The development of county plans and the progress toward implementation of data-driven recommendations were critical in making progress toward reducing intergenerational poverty among Utah children. The FFY17 activities reflected awareness of the limitations of the state to reduce intergenerational poverty without leveraging the strengths and resources of both local governments and community partners.

The progress in 2017 also reflected a turning point for the intergenerational poverty initiative in Utah. Since 2012, the initiative included analysis of an extensive set of indicators that reveal progress in some areas and identify where gaps remain. It is through this longitudinal data that the Commission was equipped to provide

greater direction in addressing intergenerational poverty. It provided this clear direction through its revised five- and 10-year plan.

As the Commission continues its work in 2018, it will continue to build on the progress of the past 12 months. In the coming months, the community resources developed by DWS will be released publicly to support the engagement of the remaining 16 counties to develop plans to reduce intergenerational poverty in their communities. Additionally, the Commission will seek the guidance and leadership of both of its newly developed subcommittees to propose policy recommendations to address challenges at the local level, as well as strategies to mitigate the impacts of childhood trauma.

## ENDNOTES

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- 1 The map includes identification of a variety of existing programs within counties with the highest rates of children experiencing intergenerational poverty and schools where 10 percent or more of the students are experiencing intergenerational poverty.
- 2 See annual reports, 2012-2016, <https://jobs.utah.gov/edo/intergenerational/igpr.html>.
- 3 KIDS COUNT Databook ranks Utah 7<sup>th</sup> in the nation in its rankings.
- 4 Bloomberg News, How Utah Keeps the American Dream Alive, Megan McArdle
- 5 According to the U.S. Department of Agriculture, Federal Poverty Level for 2016, a family of four is in poverty if income is at or below \$24,300.
- 6 This report contains data from Calendar Year 2016.
- 7 In past reports, the rate of children at risk of remaining in poverty included children who received public assistance for at least one month. The definition of children at risk of remaining in poverty has been modified to include only children who receive public assistance for at least 12 months to ensure that those at risk are those on long-term public assistance. The rate of children at risk has been recalculated back to 2014, when the indicator was first reported.
- 8 Sarah Fass, Kinsey Alden Dinan, Yumiko Aratani, National Center for Children and Poverty, *Child Poverty and Intergenerational Mobility*, December 2009.
- 9 National Center for Children in Poverty, Young Child Risk Calculator, <http://www.nccp.org/tools/risk/>.
- 10 Between 2015 and 2016, there were 813 individuals who left the IGP cohort due to increased income. Among those individuals, 19 percent received services from DWS that connected them to employment. These services included youth mentoring, resume support, job referrals and child care, among other supports.
- 11 In FFY2018, Utah's federal funding for the Maternal, Infant and Early Childhood Home Visiting (MIECHV) will be reduced by approximately \$2.1 million leading to a decrease in services provided to 463 families.
- 12 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>.
- 13 Utah Code §53A-1b-105; Utah Office of Child Care utilizes the Environmental Ratings Scales to conduct onsite observations of programs that are receiving quality improvement grant funds.

- 14 School Readiness Initiative, UT CODE §53a-1b-1,2.
- 15 See Care About Childcare, High Quality Preschools, May 2017, <https://careaboutchildcare.utah.gov/pub/HighQualityPre-Schools.pdf>.
- 16 Governor Gary R. Herbert established the Governor’s Education Excellence Commission to develop a strategic plan for education. In addition, business leaders formed Prosperity 2020, as well as Our Schools Now, initiatives to improve academic outcomes throughout the state.
- 17 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. Utah Department of Workforce Services; U.S. Census Bureau, ACS 5-year estimates, 2008-2012.
- 18 During the 2017 General Session, the Utah Legislature adopted House Bill 239 (V.L. Snow), Juvenile Justice Amendments, <https://le.utah.gov/~2017/bills/hbillenr/HB0239.pdf>.
- 19 See Kindergarten Supplemental Enrichment Program (V.L. Snow), HB 168, <https://le.utah.gov/~2017/bills/static/HB0168.html>.
- 20 Deborah Lowe Vandell, *The Expanded Learning & Afterschool Project*, <http://expandinglearning.org/research/vandell/>.
- 21 Many of the afterschool programs receive support through the U.S. Department of Education, 21<sup>st</sup> Century Fund. President Trump’s proposed FFY18 budget proposes to eliminate 21<sup>st</sup> Century Funding for afterschool programs which would impact Utah’s ability to support afterschool programs serving students experiencing intergenerational poverty.
- 22 The 2017 report includes data from SY2016 but does not provide data for SY2015. This gap is due to the state’s transition from the Utah Data Alliance. In the past, data provided by UDA was two years behind. As a result of the transition, the IGP data was matched directly to the Utah State Board of Education, which was able to match only one year behind. This provides more accurate educational data since the IGP students are from 2016 and are matched with that school year rather than SY2015.
- 23 DWS provides support and mentoring to individuals participating in its Child Development Associates training program, as well as its “Invest in You Program.”
- 24 UT CODE §35A-9-303(1)(b), (2)(e)(i)(A).
- 25 Institute for Children, Poverty, and Homelessness (ICPH), *Out of the Shadows: A State-by-State Ranking of Accountability for Homeless Students*.
- 26 See Utah’s Fourth Annual Report on Intergenerational Poverty, Welfare Dependency and the Use of Public Assistance, 2015; Utah’s Fifth Annual Report on Intergenerational Poverty, Welfare Dependency and the Use of Public Assistance, 2016, <https://jobs.utah.gov/edo/intergenerational/igpr.html>.
- 27 The rate of housing cost burden is determined through individuals receiving SNAP benefits. SNAP recipients are required to report the cost of housing. Among the IGP adult cohort, 81 percent receive SNAP.
- 28 Statewide housing mobility rates are provided by the U.S. Census, ACS 1-year Survey, 2014.
- 29 See Utah’s Fourth Annual Report on Intergenerational Poverty explaining the increase in Medicaid enrollments may be attributed to increases in enrollment in Utah’s Primary Care Network, as well as implementation of the Affordable Care Act.
- 30 Jennifer E. DeVoe, MD, Carrie J. Tillotson, MPH and Lorraine S. Wallace, PhD, *Children’s Receipt of Health Care Services and Family Health Insurance Patterns*, *Annals of Family Medicine*, September 2009: 406-413.

- 31 The federal Health Resources & Services Administration establishes Health Provider Shortage Areas as those areas having shortages of primary care, dental care or mental health providers and may be geographic, population or facilities.
- 32 Vogel-Ferguson, M.B. (September 2015) *Family Employment Program (FEP) Redesign Study of Utah - 2014: Wave 3*. Social Research Institute, College of Social Work, University of Utah, comparing ACE prevalence among FEP participants and Utah's overall population based on responses on the Utah Department of Health's Behavioral Risk Factor Surveillance System (BRFSS) results in 2010.
- 33 Vincent J. Felitti et al., *Relationship of Childhood Abuse and Household Dysfunction to Many of the Leading Causes of Death in Adults: The Adverse Childhood Experiences (ACE) Study*, 14 Am. J. Prev. Med 245 (1998).
- 34 Feeding America, Map the Meal Gap, Food Insecurity in the United States, <http://map.feedingamerica.org>. Food insecurity is a measure established by the USDA to evaluate lack of access to enough food for an active, healthy life for individuals. It often includes limited access to nutritionally adequate foods. Children experiencing food insecurity are living in families experiencing food insecurity.
- 35 H.B. 246, System of Care Development, <https://le.utah.gov/~2017/bills/static/HB0246.html>; and House Concurrent Resolution 10, Encouraging Identification and Support of Traumatic Childhood Experiences Survivors.
- 36 See *Utah's Plan for Stronger Future* for a list of all indicators and recommendations identified to advance the Commission's goals, [https://jobs.utah.gov/edo/intergenerational/igp5\\_10yearplan.pdf](https://jobs.utah.gov/edo/intergenerational/igp5_10yearplan.pdf).
- 37 See County IGP Data, <https://jobs.utah.gov/wi/data/vizcentral/igp.html>.
- 38 According to the Utah Department of Health, the federal MIECHV funding to Utah will be decreased by \$3.1 million in FFY18. DOH determined the impact this reduction will have on the number of families served through Utah's home visiting programs.
- 39 Senate Bill 100 (Millner), Early Childhood Services Coordination Amendment, <https://le.utah.gov/~2017/bills/static/SB0100.html>.
- 40 Pew-MacArthur Results First Initiative, *How States Engage in Evidence-Based Policymaking*, January 2017, [http://www.pewtrusts.org/~media/assets/2017/01/how\\_states\\_engage\\_in\\_evidence\\_based\\_policymaking.pdf](http://www.pewtrusts.org/~media/assets/2017/01/how_states_engage_in_evidence_based_policymaking.pdf).
- 41 House Bill 168 (Snow), Kindergarten Supplemental Enrichment Program, <https://le.utah.gov/~2017/bills/static/HB0168.html>.
- 42 The Department of Human Services, System of Care manages the Youth Empowered to Succeed transition support grant. This grant is often referred to as "YES," but is distinct from DWS' YES program.
- 43 See Utah Department of Workforces Services, Job Growth Programs, <https://jobs.utah.gov/wi/statewide/jobgrowthprograms.html>.
- 44 House Concurrent Resolution 10 (Redd), Encouraging Identification and Support of Traumatic Childhood Experiences Survivors, <https://le.utah.gov/~2017/bills/static/HCR010.html>.
- 45 House Bill 246 (Edwards), System of Care Development, <https://le.utah.gov/~2017/bills/static/HB0246.html>.



# UTAH'S SIXTH ANNUAL REPORT

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

UTAH INTERGENERATIONAL WELFARE REFORM  
COMMISSION ANNUAL REPORT

2017



utah department of  
**human services**



UTAH JUVENILE COURTS

