



UTAH'S SEVENTH ANNUAL REPORT

ON INTERGENERATIONAL POVERTY, WELFARE DEPENDENCY
AND THE USE OF PUBLIC ASSISTANCE • 2018

UTAH INTERGENERATIONAL WELFARE REFORM COMMISSION ANNUAL REPORT





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ABOUT THIS REPORT

The Seventh Annual Report on Intergenerational Poverty, Welfare Dependency and Public Assistance provides the opportunity to evaluate progress in Utah's effort to reduce intergenerational poverty among Utah children. With five years of data across multiple governmental systems, the state is better equipped to identify gaps, target resources and measure impacts of implemented strategies. The report continues to provide a roadmap for Utah across public, private, faith-based and community sectors to ensure Utah's commitment to providing opportunity to all of its residents are intentionally focused on common goals and the analysis of comprehensive data.

While the report provides an update on the adults and children experiencing intergenerational poverty, it also highlights the extensive efforts undertaken across the state in each area of child well-being which are beginning to impact outcomes for families. It maintains focus on the progress on the Intergenerational Welfare Reform Commission's five- and 10-year plan, Utah's Plan for a Stronger Future. In addition to this annual report, the Intergenerational Welfare Reform Commission (Commission) has updated multiple online data tools, providing easy access to data dashboards listing measures designed to track progress on each of the five- and 10-year plan goals. View the online data tools at jobs.utah.gov/edo/intergenerational/data/index.html.

The Seventh Annual Report serves as an important supplement to the online tools that are accessible to the public and designed to provide valuable data for strategies being developed outside of state government. The online tools include the following: (1) statewide data on the five- and 10-year plan indicators; (2) county-level data; and (3) a statewide map identifying available resources in communities with the highest rates of children experiencing intergenerational poverty.¹ In addition to those online tools, this summary provides an overview of the data from Calendar Year 2017 (CY2017), efforts of the Welfare Reform Commission over the past 12 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.

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



NEW 2018 INDICATORS:

- Participation in Home Visiting programs
- Identification of developmental delays for young children
- IGP tax filers and the Earned Income Tax Credit



EXECUTIVE SUMMARY

Utah continues to be recognized as one of the national leaders in promoting the well-being of its children. In its 2018 KIDS COUNT Databook, the Annie E. Casey Foundation ranked the well-being of Utah's children sixth in the nation.³ Utah is making impressive gains in three of the four areas of child well-being that align with those tracked in this and previous annual reports; although the state continues to struggle in health. Since 2012, Utah has utilized research and data to embark on a strategic campaign to ensure that Utah is the national leader in promoting the well-being of all children, including children experiencing intergenerational poverty who are



Utah continues to be recognized as a national leader in promoting the well-being of its children, ranking sixth in the nation.

often overlooked in national and statewide data reports. This report, released annually since 2012, focuses exclusively on those children and their families. Over the past six years, the state has made progress addressing intergenerational poverty. The progress is not being made through the establishment of new government programs or significant increases in financial resources. Rather, it has been through the slow development of an equitable system designed to ensure opportunity for all Utah children. After all, the goal is not to have a parallel system of government serving children experiencing intergenerational poverty, but to ensure those children are experiencing success from existing systems in the same way other Utah children experience it. The progress in the Intergenerational Poverty Initiative is also being achieved through collaboration and alignment of similar goals across several important statewide initiatives.⁴ Utah leverages all of these initiatives to continue progress toward achieving the five- and 10-year goals of the Intergenerational Welfare Reform Commission (Commission) through effective utilization of data to target limited governmental resources, partnerships with county government and implementation of data-driven policies and programs.⁵

In 2017, the calendar year which this report covers, the outcomes for families experiencing intergenerational poverty improved across the domains of child well-being. Utah continues to ensure children experiencing intergenerational poverty are not being left behind their peers and the data contained in this report demonstrates that the gains appeared greatest in the domains of early childhood development and education. In 2012, there was little early childhood data available to baseline indicators for early childhood development. In 2017, Utah evaluated children from the intergenerational poverty population who participated in high-quality preschool, where those preschools were located that year and the extent to which children with developmental delays are leveraging existing programs to have those delays addressed as early as possible.

In education, a significant priority for Governor Gary R. Herbert, students experiencing intergenerational poverty are included in the statewide goal of ensuring 66 percent of Utah's citizens possess a post-secondary degree or certificate by 2020. As a result, students experiencing intergenerational poverty are closing the high school graduation rate gap between themselves and all Utah students. In 2017, the gap decreased to 12 percent, substantially smaller than the 28 percent gap that existed when the measure was established in 2012.

The focus of the Intergenerational Poverty Initiative has always been on Utah's children, so gains in these areas are promising for Utah's future. However, children are living in families and those families are the most important contributors to their children's success. Although Utah is consistently identified as among the top states in achieving substantial economic gains and experienced a low unemployment rate of 3.2 percent, the tightening labor market appears to be imposing mixed results on families experiencing intergenerational poverty.⁶ In 2017, as Utah's public assistance roles decreased, adults from the intergenerational poverty population increased its share of the overall group despite over 10,000 individuals leaving the intergenerational poverty adult cohort between 2016 and

2017. As the 2017 data reveals, as some adults experiencing intergenerational poverty were able to re-enter the labor force, individuals with the most significant barriers to employment, including low educational attainment, remain unemployed.

Fortunately, Utah recognizes the need to ensure that all adults able to work have the opportunity to obtain skills sought by Utah businesses through innovative program design. These innovations include connecting Utah's technical colleges, community colleges, businesses and government programs together to serve families and meet business needs. In fact, Governor Herbert has prioritized expansion of career and technical education statewide, recognizing that careers in those fields are as necessary to Utah's economy as increasing attainment of post-secondary academic degrees. Many of these programs are showing promise in training those with significant barriers to employment and connecting them to careers in high-demand occupations.

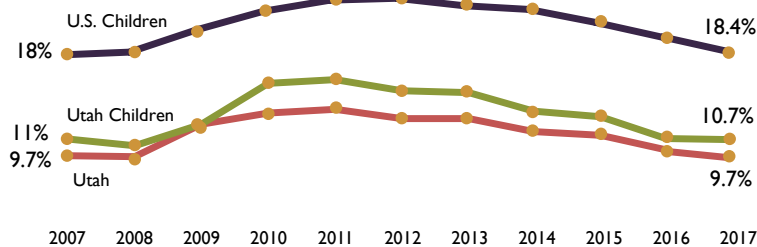
As this Seventh Annual Report on Intergenerational Poverty demonstrates, these concerted efforts are beginning to lead to incremental improvement for children and families experiencing intergenerational poverty. However, work remains across each of the four areas of child well-being to achieve the 10-year goals established by the Commission.

Baseline Data Update

Children experiencing intergenerational poverty	<u>2011</u> 51,079	<u>2017</u> 59,059		16% from baseline
Rate of Utah children experiencing intergenerational poverty	<u>2012</u> 6%	<u>2017</u> 7%		2% from baseline
Utah children at risk of remaining in poverty as adults	<u>2013</u> 29%	<u>2017</u> 28%		-3% from baseline
Adults experiencing intergenerational poverty	<u>2011</u> 35,778	<u>2017</u> 40,122		12% from baseline
Adults receiving public assistance, experiencing intergenerational poverty	<u>2012</u> 24%	<u>2017</u> 28%		17% from baseline
Children experiencing IGP living in single parent households	<u>2013</u> 61%	<u>2017</u> 61%		
Young adults experiencing intergenerational poverty	<u>2014</u> 5,449	<u>2017</u> 5,835		-3% from baseline

Utah Child Poverty Continues to Decline

Federal Poverty, 2007–2017



Although the Intergenerational Poverty Initiative is focused on a distinct subset of families experiencing poverty, it 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 it can be measured. This allows the state to understand the barriers and challenges confronting children and their families experiencing intergenerational poverty. Utah measures intergenerational poverty utilizing a family's receipt of public assistance. This proxy measure for intergenerational poverty 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 2012, Utah's poverty rate has decreased more significantly than the national poverty rate among residents, including children.⁷ This decrease corresponds with improvements in Utah's economy. In 2017, Utah's unemployment rate was 3.2 percent and its job growth rate was 3.0 percent.⁸

The decrease in poverty and continuing economic growth provides much to celebrate. However, the amount of resources needed to provide for a family and meet basic needs is significantly greater than the poverty threshold. For a family of three, the average size intergenerational poverty family, the poverty threshold in 2017 was equal to \$20,420. In contrast, the resources needed to meet the basic needs of a family of three is \$60,091. The gap of almost \$40,000 is partially filled with utilization of public assistance programs but even those resources for a family experiencing intergenerational poverty on average equal approximately \$18,600 per year if the family participates in all programs.⁹ The ability to obtain a wage that would make up that gap is a challenge for intergenerational poverty families.

2017 Use of Public Assistance for IGP Families

Supplemental Nutrition Assistance Program (SNAP):



\$4,104

Financial Assistance:

\$4,723

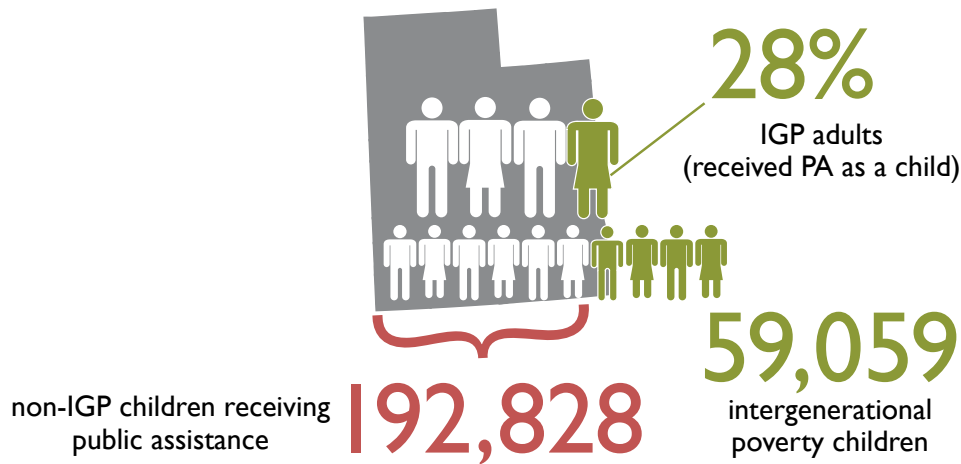
2017 Use of Work Support Program for IGP Families

Child Care Subsidies to Support Employment:

\$9,784



Utah Adults Receiving Public Assistance (PA)



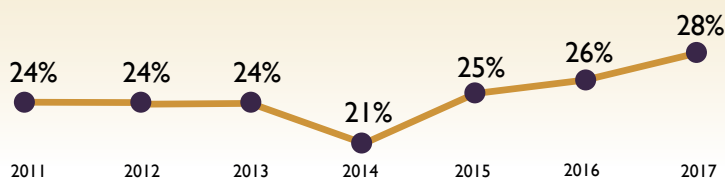
Despite these significant decreases in overall poverty and Utah's expanding economy, the rate of adults experiencing intergenerational poverty continues to comprise a greater share of adults utilizing public assistance. In fact, while the number of adults receiving public assistance decreased four percent between 2013 and 2017, the share of those adults meeting the definition of intergenerational poverty has increased from 24 percent to 28 percent. There may be several possible explanations for the composition of the public assistance population. For example, the improving economy leads to more individuals obtaining employment, including among families experiencing short-term, situational poverty. These families may have the foundational skills that allow them to re-enter the labor force, obtain wages and exit public assistance. Further analysis of this issue occurs throughout the report, including analysis of the individuals

appearing in the 2016 intergenerational poverty group no longer in the 2017 intergenerational poverty group.

Among Utah children between the ages of 0-17 years old, seven 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 28 percent of Utah's child population.¹⁰ 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.¹¹

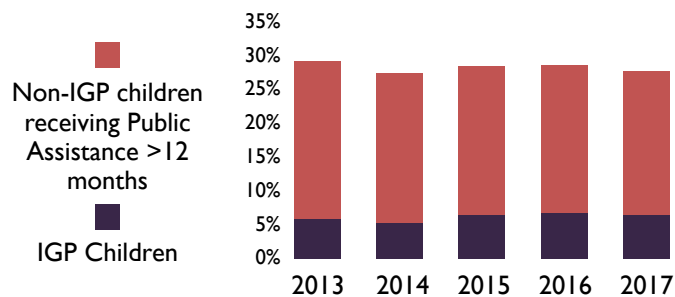


Adults Experiencing Intergenerational Poverty



Children at Risk of Remaining in Poverty as Adults

Calculated as rate of Utah 0–17 years old population, CY2013–2017



The role of family and community is significant to the well-being of children. Children thrive in safe communities and stable families. When families lack resources, they are often unstable and parents are under increased stress, often leading to poor health and impacting supportive and effective parenting. There are several risk factors that contribute to stressful living conditions for parents and their children. When present, these risk factors may increase the likelihood that a child will have lasting effects from the environment in which they grew up, and often increase the likelihood

that they will remain in poverty.¹² Although there are several risk factors that impact a child’s health, educational and developmental outcomes, two risk factors are present to a greater degree among Utah’s children experiencing intergenerational poverty: (1) child living with a single parent; and (2) parents lacking a high school diploma or General Equivalency Diploma (GED).

In the 2017 report, reflecting calendar year (CY) 2016, it appeared that progress was made within the risk factor of unemployment. There was optimism that the improving

Risk Factors Impacting Poverty Later in Life

IGP Children, 0–9 years old



Living with Single Parent

63%



Parent(s) Lacks High School Diploma/GED

27%



Parent Unemployed Last 12 Months

21%



Home with 4 or More Children

14%

economy would lead to a continuing decline in the rate of children experiencing intergenerational poverty whose parents were unemployed the previous 12 months. Unfortunately, the rate increased from 18 percent to 21 percent during CY2017. It is possible that this indicator, and others discussed throughout the report, reveal that the increased employment occurring throughout Utah does not seem to be accessed by the the adults experiencing intergenerational poverty. The multiple indicators evaluated indicate need to further analyze whether this is the case and present an opportunity to evaluate potential solutions targeted specifically at connecting the adults from the intergenerational poverty population to employment.

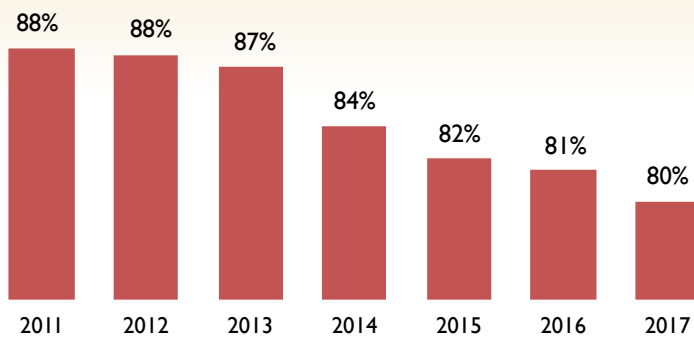
In addition to the children, there were 40,122 adults experiencing intergenerational poverty. Although the count increased, there was a significant increase in the number of adults who left the intergenerational poverty population between 2016 and 2017. This reflects the instability of the population and demonstrates the churn that occurs among the intergenerational poverty population from year to year.

In CY2017, over 10,000 adults who were among the intergenerational poverty population in 2016 were no longer in the population by 2017. This was almost double

the number from 2016 who left the cohort that year. These exiting individuals comprised 25 percent of the previous year's cohort and exited public assistance for a variety of reasons ranging from client inaction, moving out of state or expiration of time limits. A program declining in use among intergenerational poverty families is the Supplemental Nutrition Assistance Program (SNAP). Not only have fewer intergenerational poverty families used SNAP since the indicator was evaluated in 2011, but a larger number of the SNAP cases closed between 2016 and 2017 due to families exceeding the income limit of the program.

Of course, a positive reason for no longer requiring public assistance is an increase in income resulting from employment. In CY2017, there were 1,917 individuals who left the intergenerational poverty population because they were over the income limit for the public assistance programs in which they were enrolled. This continues a positive trend that began in 2015. Among those, 1,256 were within the SNAP program. In other words, among the intergenerational poverty families that did not use SNAP in 2017 and therefore the cases closed, 22 percent of those cases closed because the family exceeded the income limit of the program.

Economy Improves and SNAP Rate Decreases
IGP adults, 2011–2017



19% of IGP adults left the cohort due to increase of income. This is up from 11% in 2014, when the measure was first tracked.

CHILD WELL-BEING

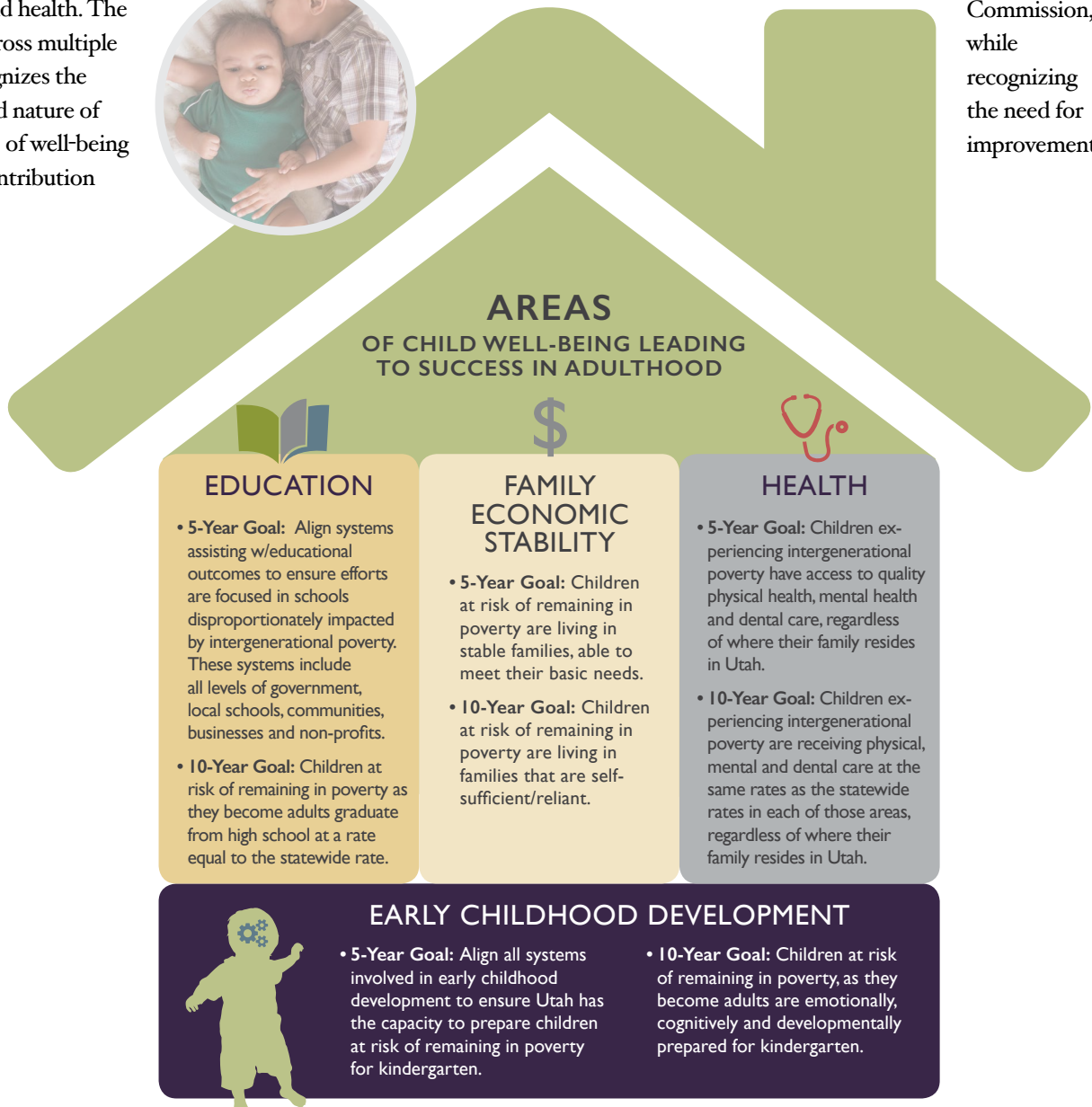
Through years of analysis, Utah has developed an increased understanding of the children experiencing intergenerational poverty throughout the state. It has gained this understanding through evaluation of indicators within four areas of child well-being: early childhood development, education, family economic stability and health. The analysis across multiple areas recognizes the interrelated nature of these areas of well-being and the contribution



each plays in disentangling poverty's impact on limiting opportunity for children. Each area must be addressed in a comprehensive manner in order to ensure these children are provided the opportunity to strive for success from their earliest years and into and through adulthood. Across each of the four areas of child well-being

in which progress is measured and tracked, 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

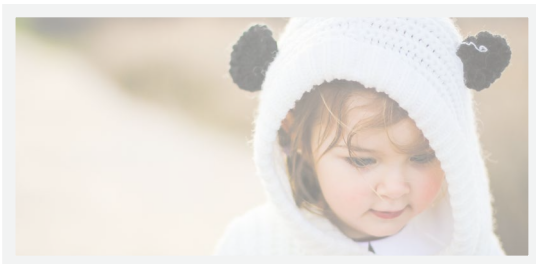
5-Year Goal: Align all systems involved in early childhood development to ensure Utah has the capacity to prepare children at risk of remaining in poverty for kindergarten.

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



Progress Update: Five- and 10-Year Plan Indicators

Child care providers serving >10% subsidy, improving quality	<u>2016</u> 11%	<u>2017</u> 21%	↑	91% from baseline
Children, IGP, 0-5, utilizing child care subsidies	<u>2012</u> 33%	<u>2017</u> 31%	↓	-6% from baseline
High-quality pre-k in schools with 10% or more IGP children		<u>2017</u> 23%		First year of data
Children, IGP, participating in public preschool	<u>2016</u> 27%	<u>2017</u> 29%	↑	7% from baseline
Children, IGP, 0-5, receiving home visitation services		<u>2017</u> 1%		First year of data
Children, IGP, victim of substantiated case of abuse/neglect	<u>2013</u> 26%	<u>2017</u> 24%	↓	-8% from baseline



In Utah, there is an increased focus on Utah's youngest citizens, recognizing the role of both the family and of the network of early childhood programs.



In Utah, there is an increased focus on Utah's youngest citizens. 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. While the state continues to emphasize the important role of the family in preparing children for kindergarten, there is recognition that children are often cared for outside of the home, particularly when parents are working. The efforts within the Intergenerational Poverty Initiative to meet the Commission's five- and 10-year goals recognize both the role of family and Utah's extensive network of early childhood programs in supporting the healthy development of children. This recognition is not only reflected in the Commission's plan, but also Utah's Education Roadmap, adopted by the Governor's Education Excellence Commission.¹³

The Intergenerational Poverty Initiative has helped increase attention on the importance of investments in supporting early childhood development. The long-term return on those investments and the ability for those investments to establish a positive trajectory for a child's life clearly establish the domain of early childhood development as a critical area for reducing intergenerational poverty among Utah children.¹⁴

The increased attention in this area has led to comprehensive analysis of Utah's early childhood system and its ability to meet the needs of Utah's young children through a network of multiple state agencies and community providers.¹⁵

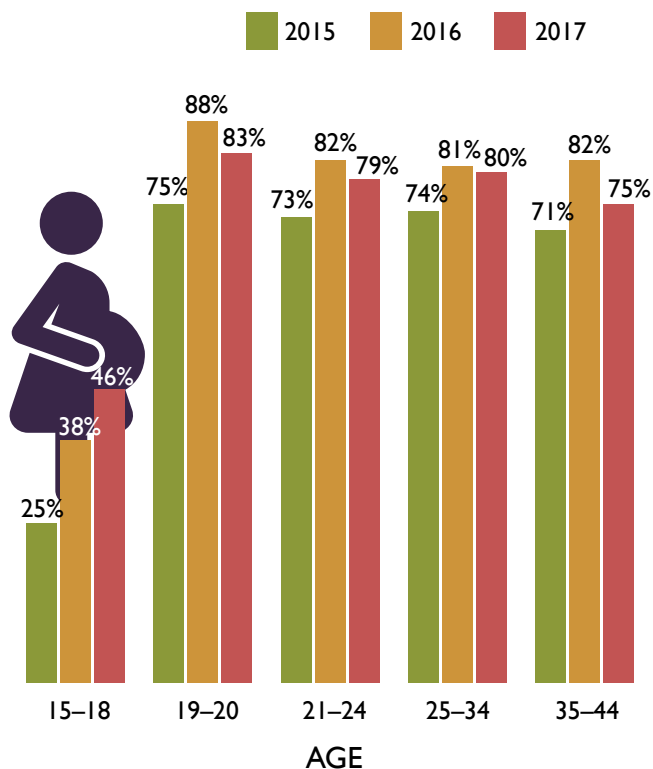
Since the initiative began, great gains have been made to leverage data and increase capacity to prepare children for kindergarten, reflecting progress toward the five-year goal in this area of child well-being. These gains are reflected in this year's report. Among those gains, more children experiencing intergenerational poverty participated in preschool, through an expanding network of public and private preschool programs. In addition, efforts are being made to develop a high-quality early care and learning system, targeting investments in improving the quality of child care and connecting early care professionals to expanded opportunities for professional development.

In ensuring children are ready for kindergarten, data is analyzed in several areas. These areas include data evaluating whether children experiencing intergenerational poverty are obtaining services addressing developmental delays and nutritional needs, as well as whether their parents are obtaining effective parenting skills to support their cognitive, emotional and behavioral development in a positive and

nurturing manner through evidence-based home visiting programs. The primary measure regarding kindergarten readiness is evaluated using the recently-implemented Kindergarten Entry and Exit Profile (KEEP). The Commission's focus on evaluating kindergarten readiness, a measure required across multiple state educational initiatives, led to the development and implementation of KEEP beginning in 2017. In only its second year of implementation, KEEP will allow Utah to begin evaluating the effectiveness of its investments in early childhood, including among students experiencing intergenerational poverty.

The indicators in the area of Early Childhood Development recognize that government is not solely responsible for preparing children for kindergarten. Rather, the indicators include parenting competencies, health and access to high-quality early care and education.

Pregnant Women Receiving Prenatal Care IGP women, CY2015–2017

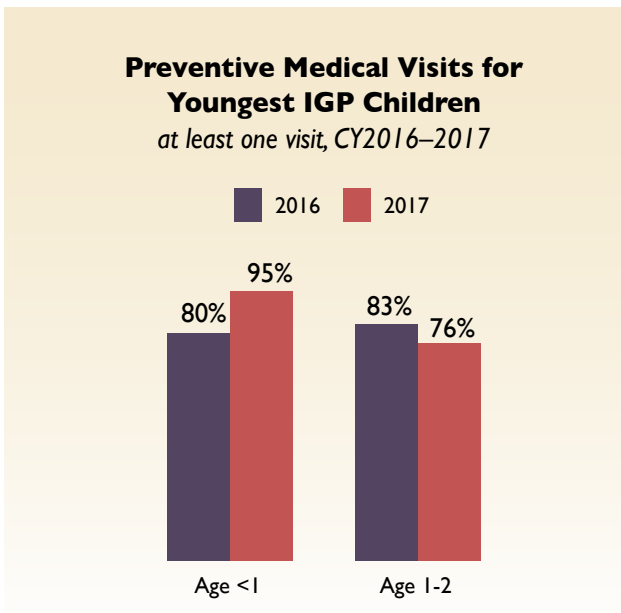


78% of the children experiencing intergenerational poverty, between the ages of 0-5 years old participated in the Women, Infant & Children (WIC) program for an average of 20 months.

In Utah, families experiencing intergenerational poverty with young children are able to receive access to programs supporting their young child's healthy development and gains are being made in utilization of those services. Overall, more pregnant women received prenatal care in 2017 than 2015, when the indicator was first reported. However, between 2016 and 2017, the rate decreased across all age groups of women.



The prenatal care received ensures proper development of a child while in utero and that care must continue throughout the young child's life, especially in their earliest years of life. Fortunately, an overwhelming majority of newborns are receiving preventative health services and that continues through the first 12 months. However, there is a decline in accessing preventive medical care once a child is between 12 and 24 months old. Given the importance of addressing any developmental delays or health challenges early in a child's life, the decrease of utilization for preventive health services that is reflected between the first and second year warrants further exploration.



children are more likely than higher-income children to have moderate developmental delays.¹⁷ As a result of the relationship between income status and developmental delays, it is critical to evaluate the rate of children experiencing intergenerational poverty are screened for delays; whether they are experiencing delays; and whether these children are participating in Utah's Baby Watch Early Intervention (BWEI) program.

At this time, there has been little effort to educate parents experiencing intergenerational poverty of the importance of completing developmental screenings for their children to ensure delays are identified and addressed early. However, the Department of Health reported that in 2017, there were 1,592, or 7 percent, children less than 36 months old and experiencing intergenerational poverty, referred to BWEI. Of these children, 54 percent were screened for a developmental delay. Unfortunately, a large share of these children, 82 percent, were identified as having a moderate-to-severe developmental delay and eligible for BWEI services. This rate is significantly higher than the 20 percent rate for delay among children between the ages of four months to five years statewide.¹⁸ Among the parents from the intergenerational poverty population, there is clear understanding of the value of receiving these services in an effort to address the developmental delay. This is demonstrated by the 97 percent rate among the children with a moderate-to-severe delay who participated in BWEI. This is yet further indication that parents, including those experiencing intergenerational poverty, ensure their young

Mitigating Toxic Stress

I. Addressing Developmental Delays

In addition to receiving prenatal care and preventive pediatric care, it is important to evaluate whether young children are revealing any developmental delays. When developmental delays arise, it is important to identify and address them as early as possible to increase the likelihood of being addressed and potentially resolved. Unfortunately, only 29 percent of Utah's young children were screened by their parents for a developmental delay.¹⁶ Although the rate of children screened for delays does not vary by income status of their family, children living in poverty are at increased risk for developmental delays. Similarly, these



children receive the services necessary to place them on a path for success. Although participation is positive, further outcome analysis is needed to evaluate whether the children remain in the program, and whether improvements are gained upon completion of BWEI and maintained for these children.

There are increasing efforts to educate parents on the need to complete developmental screenings. Utah's Help Me Grow program is providing that education and supports parents completing screenings, while connecting them to Utah's extensive resources to address any developmental concerns. Additionally, the Utah Office of Child Care is partnering with Help Me Grow and the Utah Department of Health to increase its efforts to educate parents covered by child care subsidies on the importance of completing developmental screenings for their young children. Given that 50 percent of children covered by child care subsidies are also experiencing intergenerational poverty, this education effort is expected to increase the number of parents completing screenings for their children.

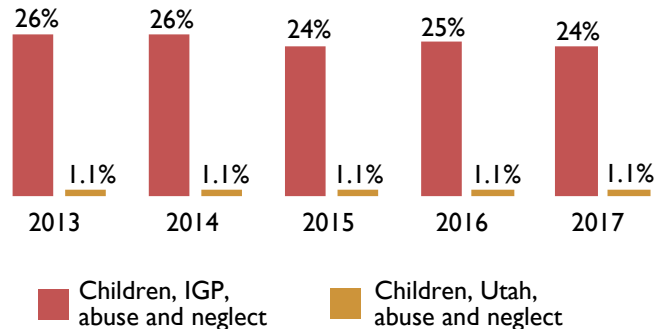
2. Evidence-Based Home Visiting Programs

In addition to having health needs met, parents must be empowered to meet their responsibilities as their child's first and most important teacher. Children cared for in nurturing and supportive home environments are likely to establish strong connections with others, including in academic settings. In many Utah homes, parents and families are equipped to establish those nurturing environments leading

to those strong connections in early childhood. However, in families experiencing intergenerational poverty, many of the indicators tracked in the Intergenerational Poverty Initiative reveal additional stressors for these families that often impact effective parenting. These stressors include behavioral health challenges, sporadic attachment to the labor force, and growing up in single-parent households.

Unfortunately, these additional stressors may contribute to increasing rates of abuse and neglect of children. When abuse and neglect, a form of toxic stress, occurs there are lasting implications, particularly for young children when the brain is at a crucial stage of growth. As a result, the Intergenerational Poverty Initiative has been tracking the rate of abuse and neglect among children, which are significantly higher among the intergenerational poverty population than the 1.1 percent rate for all Utah children.

Substantiated Cases of Abuse and Neglect
Children, CY2013–2017





In Utah, evidence-based home visitation programs provide intensive instruction on effective parenting, leading to reductions in abuse and neglect. Despite decreasing resources and enrollment in evidence-based home visiting programs in Utah, the rate of abuse and neglect among children experiencing intergenerational poverty has decreased since 2013; however, too few young parents experiencing intergenerational poverty have access to these effective programs.¹⁹ Despite increasing participation in home visiting programs in 2017, participation among intergenerational poverty families actually decreased three percent.

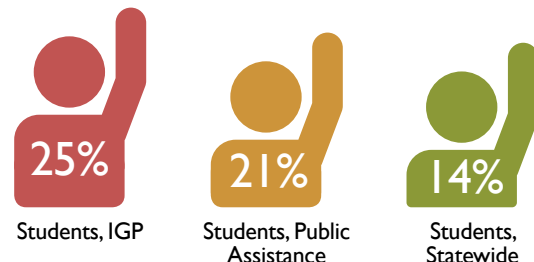
Although not evidence-based, the Department of Health, through local health departments, provides modified home visitation services to new mothers and infants through its Targeted Case Management Program. This additional support provides a public health nurse to follow up with mothers and children upon return from the hospital. In the future, additional data will be provided on this program and may be an area for providing parenting education to support the healthy development of newborn children.

In 2017, only 1% of IGP children 0-5 years old, received access to home visitation services but of the 2,444 individuals who participated in home visiting programs, 43% are from the intergenerational poverty population.

3. High-Quality Early Care and Learning

A research-based approach to ensuring children are ready for kindergarten, particularly among low-income children, is participation in high-quality early care and learning programs. These programs are an important supplement to effective parenting and serve to build a system of important relationships supporting a child’s cognitive, behavioral and social development. Additionally, high-quality preschools in Utah have demonstrated an ability to mitigate developmental delays that often appear to be an indication of a student requiring special education services, when in fact those delays may be the result of limited access to high-quality early learning opportunities, particularly among children living in low-income households. In fact, children experiencing intergenerational poverty are designated for special education at a significantly higher rate than Utah’s statewide student population. A tendency to improperly identify students as requiring special education services not only limits the individual student’s ability to meet their full potential, but also harms children requiring special education services by potentially utilizing limited special education resources on those not requiring them.

Students Utilizing Special Education Services SY2017



There are 158 schools where both 10% or more of the students experience IGP and an elementary school where a preschool program could be offered. 83 schools, or 53%, of these schools offer preschool.

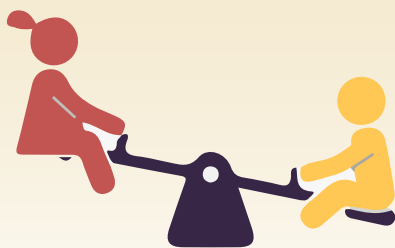


Utah continues to expand investments in high-quality early childhood programs and evaluate whether these programs are leading to improved outcomes for young children through the use of data. The early childhood development research affirms the value of connecting low-income children to high-quality early care and learning programs.²⁰ 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 will ensure children are ready for kindergarten.

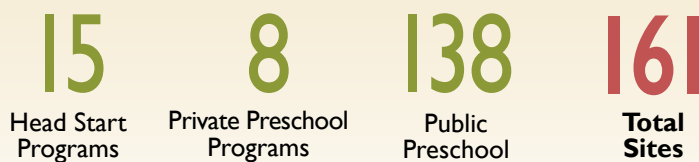
There continues to be expanded access to early care and learning programs throughout the state. This expansion has occurred through \$26.7 million of increased funding in preschool since 2014.²¹ In 2017, there were 280 public schools that offered preschool programming. These programs were in addition to other systems providing preschool programming, including the federally-funded Head Start program, the extensive network of child care providers and Utah's UPSTART, home-based technology curriculum offering

preschool programming. Among the public preschool programs, 30 percent are in schools where 10 percent or more of the students experience intergenerational poverty.

Although expanding the network of preschool programs throughout the state is a positive outcome of the Intergenerational Poverty Initiative, the more significant development is the expansion of preschool programs meeting the 10 quality criteria that comprise Utah's definition of a high-quality school readiness program.²² It is simply not enough to have preschool, but the ability to achieve positive outcomes for low-income children requires their enrollment in high-quality preschool. As required by the Utah Legislature, the Utah State Board of Education and the Utah Office of Child Care began utilizing a nationally-researched observation tool to determine whether preschool programs are meeting the requirements of high-quality.²³ Although evaluation of the relationship between the ten quality criteria and individual student outcomes includes only two years of data on a small sample of students, efforts to improve the quality of programs remains a priority across all early childhood programs.



High-Quality Preschool Programs in Utah Count of Sites



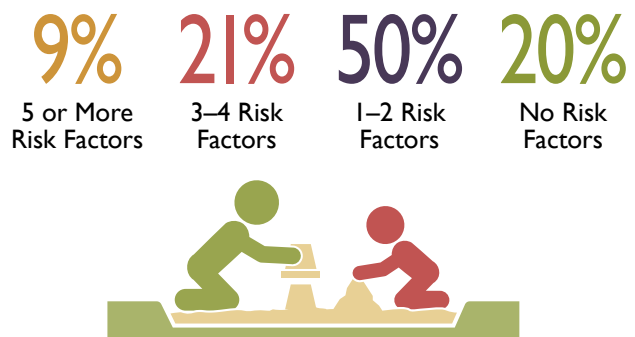
Through the network of public preschools, there is increasing participation among children experiencing intergenerational poverty in early care and learning programs. Utah families continue to recognize the importance of preschool participation, and as a result, 20,352 children participated in public preschool during the 2017 school year (SY2017). Among those children, 1,117 were children experiencing intergenerational poverty. Among these children, this figure represents an increase of 8 percent from SY2016. Although the growth among children from the intergenerational poverty population is positive, there was greater growth between those school years among families who are not low-income.²⁴ This is similar to the enrollment data of optional extended-day kindergarten. In both programs, which are effective in reducing educational gaps between low-income students and their more affluent peers, the targeted population is not enrolling in these programs at a rate greater than non-targeted populations. As a result, outreach, recruitment and education of families regarding the importance of these research-based programs may be necessary to ensure the target population is enrolling.

As part of the state’s efforts to expand access to high-quality preschool for young students experiencing intergenerational poverty, the Utah Legislature established scholarships for children to attend preschool. In SY2017, the state issued 178 scholarships to children. In the upcoming SY2018, the final year of funding for the scholarship program, the overwhelming majority of the applications received from families eligible for scholarships reflected additional risk factors beyond economic insecurity. This is yet another indication of the complex challenges confronting the youngest children experiencing poverty in Utah.

In addition to public preschool enrollment, children experiencing intergenerational poverty are accessing high-quality preschool through various programs funded through legislative initiatives.²⁵



IGP Preschool Scholarships by Risk Factor Count



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.)
- Child lives in a neighborhood with high violence/crime
- Parent has been incarcerated
- 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

Although it is not always possible to determine whether children enrolled in Utah’s network of early learning programs meet the definition of intergenerational poverty, all state-funded preschool programs prioritize enrollment among low-income children, which occurs with varying degrees of success.



Legislatively Established Preschool Program	Total Children Served	Low-Income Children Served	Percent Low-Income
High Quality School Readiness, Pay For Success	501	501	100%
High Quality School Readiness-Expansion	987	987	100%
Intergenerational Poverty Scholarship	191	191	100%
*UPSTART Home-Based Technology	10,745	5,409	50%
Total	12,424	7,088	57%

*Children participating in UPSTART may also be participating in traditional preschool program

Of similar importance to preschool enrollment, access to high-quality child care is essential to the safety and healthy development of children, particularly for the school readiness of low-income children. Increasingly, research in early childhood development is influencing policy and emphasizing that high-quality child care is part of the early learning system, expanding its role beyond providing a healthy and

safe environment for young children, sometimes in care for as much as ten hours per day. 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. In fact, 51 percent of Utah children under six years old live in families where there is a child care need.²⁶

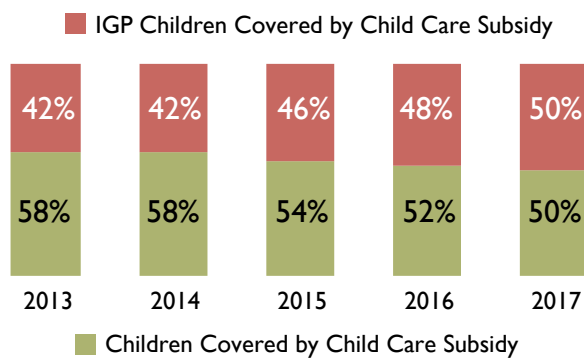
For American business, advancing high-quality childcare is a winning proposition. It’s a wise investment in America’s future—strengthening business today while building the workforce we’ll depend on tomorrow and for decades to come.

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



In Utah, low-income working families are able to offset the cost of child care by utilizing child care subsidies. Through the Employment Support Child Care program, subsidies are available to working parents. As a result, use of subsidies becomes another indicator of rates of employment among Utah's low-income population. Among the intergenerational poverty population, children covered by subsidies has increased and makes up a greater share of children whose care is covered by subsidies.

Child Care Subsidies Utilized by Increasing Rate of IGP CY2013–2017

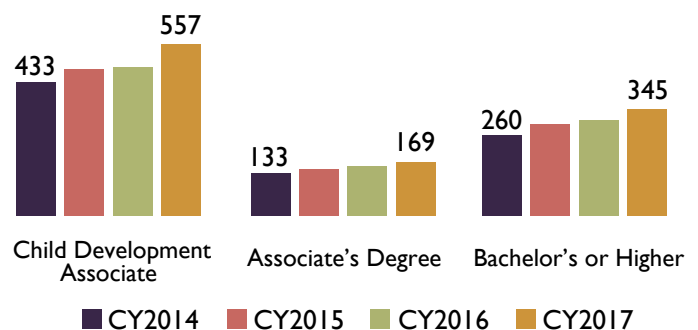


Of the children whose care is partially provided through child care subsidies, 9,534 children, or 50 percent, are experiencing intergenerational poverty. Given the improved kindergarten readiness of children participating in high-quality early learning programs and the large rate of intergenerational poverty children spending a significant portion of their day in child care programs, the Intergenerational Welfare Reform Commission recommended that a high-quality child care system be developed, as required by the federal Child Care and Development Fund (CCDF). Beginning in 2019, the system will be in place. In the interim, the Utah Office of Child Care (OCC) continues to target funds to improve the quality of child care in child care programs serving high rates of children covered by child care subsidies. In 2017, OCC ensured that 86 percent of the child care programs receiving

funds to improve quality are serving a high rate of children covered by child care subsidies. This funding includes supporting components of programming recognized as leading to high-quality, including professional development opportunities, program coaching and positive interactions with children.²⁷

As with other expanded investments in early childhood evolved from the Intergenerational Poverty Initiative, increasing the professional development of early care and learning professionals has been a priority. Again, the research demonstrates that the workforce in this sector needs to be professionalized through expanded opportunities for ongoing training and professional development in early childhood development.²⁸ Utah's early childhood workforce is already demonstrating a clear willingness to obtain the skills necessary to support the children in their care. As a result of legislative funding, as well as federal funding through CCDF, there have been increasing opportunities for the workforce to participate in post-secondary training through scholarship programs and subsidized participation in college-level courses. These expanded opportunities have led to an increasing number of early childhood educators obtaining credentials and degrees beyond high school.

Early Childhood Educators Increase Credentials CY2014–2017



Overall, the early childhood development indicators are demonstrating continuing progress on the Commission’s five-year goal. The early childhood system continues to move toward increasing alignment to ensure it has capacity to prepare children experiencing intergenerational poverty for kindergarten. As that effort continues, the Commission will then be able to make progress on its 10-year goal of

ensuring children are, in fact, ready for kindergarten. An important strategy in pursuit of that goal includes building the skills of parents to effectively support their child’s healthy development, an area of increasing attention and focus for the Commission.



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.

Progress Update: Five- and 10-Year Plan Indicators

Students, IGP, graduating from High School	<u>2012</u> 50%	<u>2017</u> 74%	↑	48% from baseline
Schools, >10% IGP, offering Extended Day Kindergarten	<u>2014</u> 46%	<u>2017</u> 54%	↑	17% from baseline
IGP Children, participating in Extended Day Kindergarten	<u>2014</u> 28%	<u>2017</u> 30%	↑	7% from baseline
Schools, >10% IGP, offering afterschool	<u>2016</u> 42%	<u>2017</u> 37%	↓	-12% from baseline
Students, IGP, chronic absentee rates for early grades (K-3)	<u>2016</u> 30%	<u>2017</u> 30.2%	↔	
Third grade students, IGP, who are proficient in Language Arts	<u>2014</u> 19%	<u>2017</u> 25%	↑	32% from baseline
Eighth grade students, IGP, who are proficient in math	<u>2014</u> 12%	<u>2017</u> 17%	↑	42% from baseline
Students, IGP, with behavioral issues in the classroom		<u>2017</u> 4%		First year of data

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

—Governor Gary R. Herbert

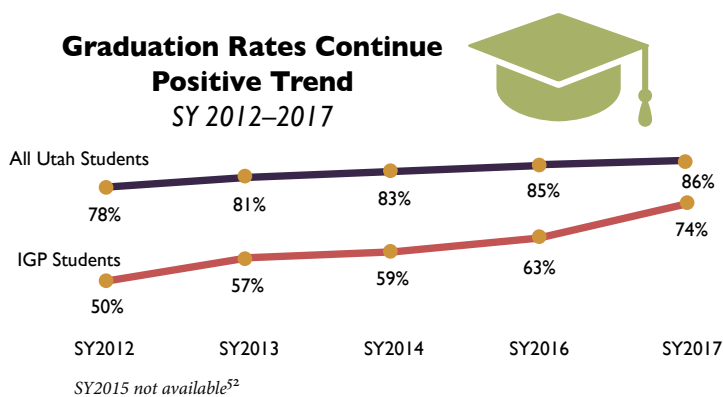


Since 2014, the Intergenerational Welfare Reform Commission has been utilizing data to both track progress in the domain of education and target resources to schools serving high rates of children experiencing intergenerational poverty. Although Utah is frequently recognized as one of the best states for business given its educated workforce, data indicates that not all Utah students are on a path to be among those participating in that workforce. In Utah's Education Roadmap, developed by Governor Herbert's Education Excellence Commission, the educational struggles among students from low-income backgrounds, including students experiencing intergenerational poverty, led to the establishment of a specific policy area, Ensure Access and Equity.²⁹ The students experiencing intergenerational poverty and students receiving public assistance for at least 12 months, comprise 21 percent of Utah's student population, not an insignificant share. As a result, their successes and struggles impact the entire educational system.

Through the intentional alignment and coordination of educational goals for students at risk for academic struggles, systems are working together to improve outcomes. The goals recognize the needs of students across a continuum of education from preschool through post-secondary education and training, while establishing indicators to measure progress. All of these efforts to improve educational outcomes recognize the necessity of obtaining an education beyond high school and as a result, the graduation rates of students experiencing intergenerational poverty is the lead indicator for education and the 10-year goal. When individuals obtain post-secondary training or education, they are more likely to establish careers in occupations providing wages sufficient to meet the basic needs of their families. The results in five years of tracking are positive.

The most significant indication of the changes being made in the educational system are the increasing graduation

rates among all Utah students, but particularly among students experiencing intergenerational poverty. In fact, the growth in graduation rates has been so dramatic that the gap between all students graduating from high school and those from the intergenerational poverty population has decreased from 28 percent to 12 percent.



The following provides additional data on indicators contributing to the dramatic improvement in graduation rates, while highlighting areas in which there remains opportunity for even greater gains.

Research-Based Strategies to Improve Academic Outcomes

The ability to leverage data prioritizing resources and providing access to research-based strategies continues to be key to improving educational outcomes. Increasingly, the educational system is playing a greater role in a child's life. The time in which a child participates in formal education occurs over many years, and the system is serving a student population with more complex needs. As a result, it is expected to do more than provide traditional education



38% of schools offering extended-day kindergarten are in schools with 10% or more students experiencing intergenerational poverty.

to students. Many students with limited resources are entering school behind their peers, presenting behavioral and emotional challenges and exhibiting signs of hunger, all of which contribute negatively to academic outcomes. Currently, most educators are not trained to address the complex challenges students are presenting, which often impact teaching and learning for students in the classroom not exhibiting these difficulties. However, there are several research-based strategies to mitigate these challenges. Utah has begun leveraging the data contained in this and previous reports to target these research-based strategies to schools where children experiencing intergenerational poverty attend. In addition to high-quality preschools, strategies include extended-day kindergarten programming, afterschool programming and access to in-school behavioral health specialists, addressed in the child well-being area of health. These targeted strategies, along with an enriched academic environment, are leading to improvements in traditional academic indicators for all Utah students.

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

During SY2017, there were 49,649 kindergarten students, 7 percent of whom were from the intergenerational poverty population; the same rate of children ages 0-17 years old experiencing intergenerational poverty. Among the students from the intergenerational poverty population, only 30 percent are participating in an extended day kindergarten program despite research demonstrating the positive academic outcomes for students at risk for academic failure participating in these programs. In an effort to increase participation among students at risk of academic failure, the Utah Legislature developed a grant program to fund extended-day kindergarten services in schools serving high rates of students who are low-income, including students experiencing intergenerational poverty.³¹

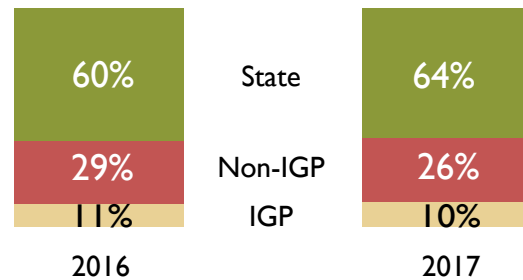
As a result of the increased effort to expand access to extended-day kindergarten, it was expected that more schools would offer these enhanced kindergarten programs; however, between SY2016 and SY2017, there was a decrease of 43 schools offering these kindergarten programs.³² In SY2017, only 214 elementary schools, or 32 percent of elementary schools, are offering extended-day kindergarten programming. Among those schools, 82 schools, or 38 percent, are serving a student population with high rates of children experiencing intergenerational poverty.

As access to extended-day kindergarten was expected to expand through the grant program, it was also expected that more children experiencing intergenerational poverty



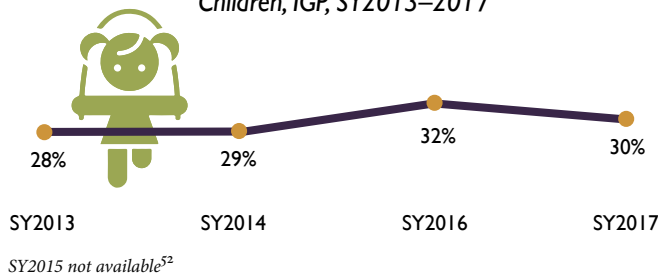
or receiving public assistance benefits would enroll in extended-day programs. Unfortunately, the rate of all children participating in optional extended day kindergarten who are experiencing intergenerational poverty decreased, as did the number of students experiencing intergenerational poverty participating in optional extended day kindergarten programs. Between SY2016 and SY2017, the decrease was 8 percent among students experiencing intergenerational poverty and 10 percent among students receiving public assistance for at least 12 months. Since the grant program is designed to serve children at risk for academic failure and not necessarily students experiencing intergenerational poverty, it is possible these students are actually not on track for academic failure, as measured by the KEEP, and therefore not in need of extended kindergarten services.

Majority of Extended Kindergarten Students are Not Children at Risk of Remaining in Poverty



Although there has been a decrease over the past 12 months, the overall rate of extended-day kindergarten participation among kindergarten students experiencing intergenerational poverty has increased.

Participation in Extended Day Kindergarten Children, IGP, SY2013–2017



In contrast, there was a negligible decrease in overall enrollment in those programs during the same timeframe. This data warrants further analysis.

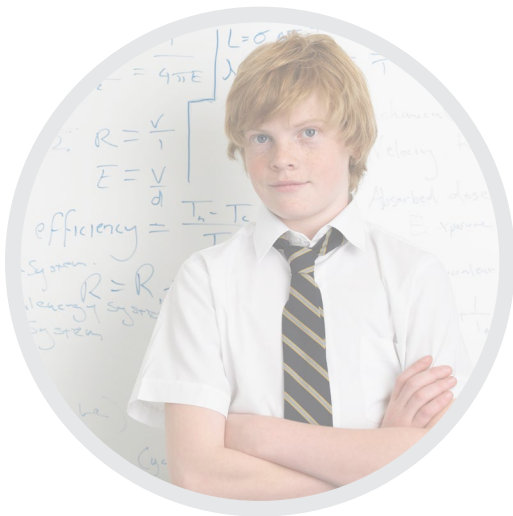
In addition to offering extended-day kindergarten, schools serving a high population of students experiencing intergenerational poverty are ensuring that students have access to quality afterschool programs. Although efforts are being made to enroll students experiencing intergenerational poverty in afterschool programs, there continue to be challenges matching student data with afterschool programs, many of which are operated outside of the schools by nonprofits and private child care providers. As a result, it is not clear whether students from the intergenerational poverty population are participating in afterschool programs. However, the Intergenerational Poverty Interventions in Public Schools program, funded by the Utah Legislature

and CCDF, evaluated the academic outcomes of students participating in those afterschool programs. Although only a small sample of students were experiencing intergenerational poverty, the independent evaluation of these programs demonstrated positive academic outcomes for the participating students across multiple indicators.³³

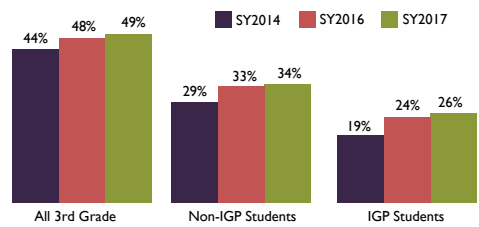
Although there is limited student-level data, data is available to identify whether schools serving a high population of students experiencing intergenerational poverty are offering afterschool programs. In 2017, there were 180 schools serving a student population where at least 10 percent of the students were experiencing intergenerational poverty. These schools include elementary, middle and high schools. Within the geographic areas where these students are served, there were afterschool programs serving students from 37 percent of these schools. See APPENDIX B—SCHOOLS WHERE 10 PERCENT OR MORE OF STUDENTS ARE INTERGENERATIONAL POVERTY.

Academic Outcomes

In addition to ensuring schools provide the resources to support students experiencing intergenerational poverty, the students must meet important academic benchmarks to ensure they are progressing toward graduation. Fortunately, academic proficiency scores are improving for all Utah students, as well as students experiencing intergenerational poverty.

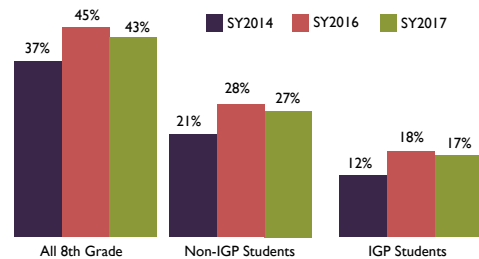


Improvements on 3rd Grade Language Arts Proficiency SAGE, SY2014–2017



SY2015 not available⁵²

8th Grade Math Proficiency SAGE, SY2014–2017



SY2015 not available⁵²

There are several contributing factors to academic success. A factor that has been analyzed since 2013 is rates of chronic absence. Chronic absence occurs when a student misses 10 percent or more of the school year, for either excused or unexcused absences. It is difficult to identify a single cause of chronic absenteeism, which may include health issues, lack of transportation, older siblings caring for younger children so a parent can go to work and in rural parts of Utah, impassable roads due to repeated and significant rainfall. There are not only direct negative impacts to academic outcomes for

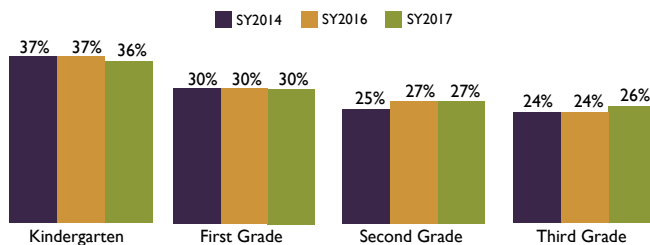
Academic proficiency scores are improving for all Utah students, as well as students experiencing intergenerational poverty.

students who are chronically absent, but chronic absence is also cumulative. A student chronically absent in a year is likely to continue to be chronically absent in future years and more likely to drop out of school. These results are not surprising. Students who are regularly absent from school miss critical instruction, begin falling behind, and find it difficult to catch up, resulting in increased frustration for the student and eventual academic failure. Fortunately, there are low-cost approaches to reduce chronic absence rates that begin by simply evaluating the attendance rates of students to identify students at risk of chronic absence.

Although rates of chronic absenteeism are significantly higher for children from low-income families, a primary cause is unclear. Unfortunately, rates in the lower grades remain virtually unchanged and alarmingly high among children experiencing intergenerational poverty.

Chronic Absence Remains High

IGP Students, SY2014-17



SY2015 not available⁵²

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



Kane County Addresses Chronic Absence through Family Resource Facilitator

Kane County recognizes that chronic absence is linked to both poor academic achievement and high risk behaviors. Students experiencing intergenerational poverty, or at risk to remain in poverty, experience high rates of chronic absence. In an effort to mitigate the negative long-term impacts of chronic absenteeism, Kane County hired a Family Resource Facilitator to offer wrap around services for families with students chronically absent. The Family Resource Facilitator receives referrals from the school on students who are chronically absent and connects with the student’s family in an effort to address the underlying issues contributing to this problem.

Kane County will be measuring the effectiveness of this effort through its Intergenerational Poverty Pilot Implementation Grant.



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.



Progress Update: Five- and 10-Year Plan Indicators

Adults, IGP, with year-round employment	<u>2014</u> 33%	<u>2017</u> 33%	↔	-9% from baseline
Children, IGP, who are homeless	<u>2016</u> 3%	<u>2017</u> 3%	↔	
Children, IGP, moving more than once in 12 months	<u>2013</u> 41%	<u>2017</u> 37%	↓	-10% from baseline
Children, IGP, enrolled in SNAP	<u>2011</u> 91%	<u>2017</u> 87%	↓	-4% from baseline
Students, IGP, receiving Free or Reduced Lunch	<u>2012</u> 92%	<u>2017</u> 92%	↔	
Young adults, IGP, enrolled in post-secondary education	<u>2015</u> 21%	<u>2017</u> 33%	↑	57% from baseline
Utah families at or above 200% federal poverty level	<u>2015</u> 74%	<u>2016</u> 75%	↑	1% from baseline
Adults, IGP, expending 30% of Income on housing	<u>2016</u> 50%	<u>2018</u> 50%	↔	
Families receiving public assistance who are IGP	<u>2016</u> 18.1%	<u>2017</u> 19.8%	↑	9% from baseline

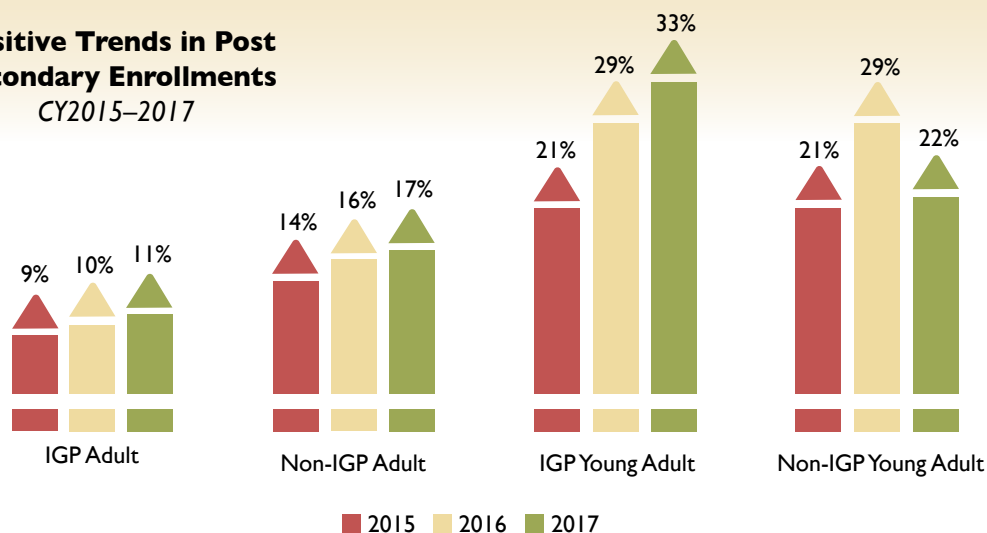
In Utah, there is a strong belief that the success of children is largely dependent on the family. Although government systems contribute to that success, when families are unstable gains made in education are at risk. The economic health of the family is an important piece of stability, as is community. Although this report does not evaluate the health of the community in which a child is raised, it does evaluate the economic stability of the family and its ability to meet the basic needs of the children therein. Surprisingly, not all indicators within this area of child well-being are improving with the economy. Despite low unemployment, several measures seem to indicate that adults included in the intergenerational poverty population continue to struggle with employment. Although this report does not establish cause, the intergenerational poverty population may have more significant barriers to employment than individuals experiencing situational poverty.

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 ability to meet the basic needs of a family. In fact, 71 percent of the adults lack an education beyond high school. Although educational attainment levels have not changed, there are signs that adults are attempting to increase job skills and levels of education. These signs are appearing across Utah's systems of workforce development, including post-secondary education and technical education, and

include adults experiencing intergenerational poverty. Utah continues to emphasize the importance of career pathway programs through establishment of effective public-private partnerships, as well as through public awareness efforts. These efforts include the state's Talent Ready Utah initiative and Governor Herbert's declaration of 2018 as the Year of Technical Education. Utah's increased focus on career and technical education is effectively communicating that there are several opportunities to obtain employment in high demand, high paying careers where four-year college degrees are not required. Similarly, the Department of Workforce Services developed Invest in YouToo, a partnership between the department, Salt Lake Community College and medical manufacturers. The partnership is designed for single women with significant barriers to employment, including those experiencing intergenerational poverty, and is achieving positive outcomes not only for the parents, but also for their children. Upon completion of the 13-week program, many participants no longer require cash assistance or food benefits.

Most of the initiatives to increase the skills of Utah adults requires an education beyond high school. As noted above, not all efforts require four-year college degrees, but may require other post-secondary training. In 2016, there were increasing enrollments in post-secondary education, including Utah's network of career and technical colleges. Those increases continued in 2017 and were greater among young adults experiencing intergenerational poverty.

Positive Trends in Post Secondary Enrollments CY2015-2017



Although increasing enrollments are positive, those enrollments need to be coupled with the successful completion of programs. Each year, this report determines the number of young adults and adults in each tracked group who have completed a program and possess a degree or certificate awarded at any time, based on records with Utah System of Higher Education. In 2017, there were significantly fewer adults from the public assistance population with a degree or certificate than in the previous two years.

Post-Secondary Awards by Population

	2015	2016	2017
IGP Adult	1,588	1,932	674
Non-IGP Adult	10,750	12,020	4,438
IGP Young Adult	45	58	48
Non-IGP Young Adult	82	109	35

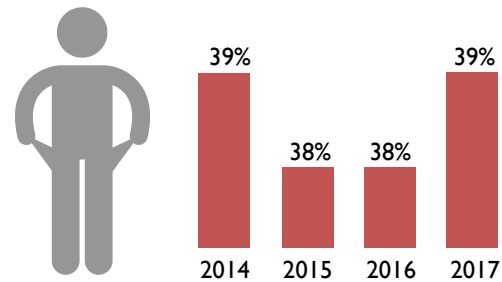
Given that fewer individuals from the public assistance population report having a post-secondary award, certificate or degree, it may be the case that individuals who have completed post-secondary training may be re-entering the labor force. This outcome is to be expected in an economy with low unemployment. As noted throughout this report, there are several indications that individuals experiencing intergenerational poverty are facing greater obstacles to employment and are unable to fully participate in the economic growth occurring in Utah. The analysis of the post-secondary completion data may be yet another indication that the adults remaining in the intergenerational poverty cohort are unable to enter the labor force.

Another indication that adults experiencing intergenerational poverty may be unable to take full advantage of Utah's economic growth is their rate of employment. In 2017, Utah's official unemployment rate was a low 3.2 percent. In contrast, an increasing share of adults experiencing intergenerational poverty lacked employment that year. The rate of employment, or lack of employment, is based on whether

individuals received wages in a particular fiscal year. Given that measure, which has been tracked since 2014, more adults experiencing intergenerational poverty lacked income from wages in 2017 than in previous years.

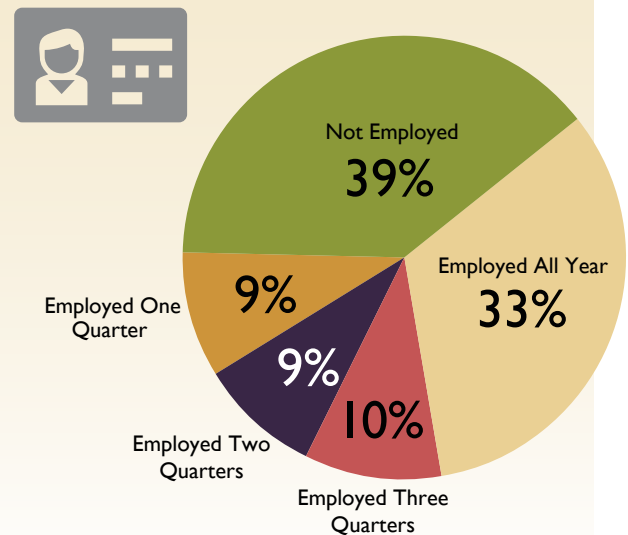
IGP Adults with No Wages Any Quarter

21–45 years old, CY2014–2017



Once again, this indicator is surprising given the strength of the Utah economy. These indicators warrant further analysis and evaluation given the importance of employment and work in moving a family towards self-sufficiency.

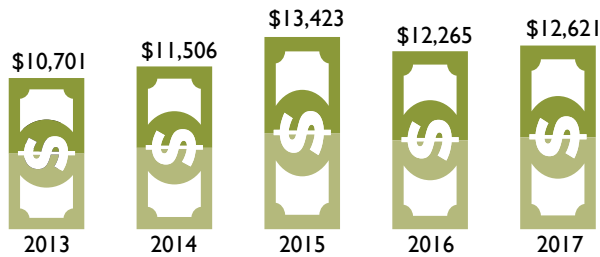
61% IGP Adults Employed in 2017





Given the levels of educational attainment and employment, it is not surprising that families experiencing intergenerational poverty rely on a network of public assistance to meet the basic needs of their families. Despite a significant increase in wages and receipt of the federal Earned Income Tax Credit (EITC), wages for families experiencing intergenerational poverty remain inadequate to achieve self-reliance. See sidebar, IGP and the EITC.

18% Increase in Wages for IGP Adults
Between CY2013–2017



Despite these challenges, there are positive signs of improving stability among families experiencing intergenerational poverty. One sign of improvement is housing stability for children experiencing intergenerational poverty, 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.

In 2017, among the children from the intergenerational poverty population, 37 percent moved at least once in 12 months. Although this rate is slightly higher than in 2016, it still represents a decrease from 2013 when the indicator was first reported.

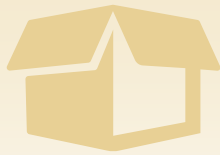
IGP and the Earned Income Tax Credit (EITC)

The federal Earned Income Tax Credit provides a valuable wage supplement for low-income workers. The EITC, which was established by President Nixon, has been increased several times to ensure it continues to function as an important incentive to work.

According to the Utah Tax Commission, 55 percent of IGP adults filed a tax return for Tax Year 2017. Among those tax filers, 77 percent also filed for the EITC. The total additional income distributed to these 18,052 individuals was \$60 million for an average tax credit of \$3,324 per taxpayer. This average amount is 26 percent of the average annual salary for these workers.

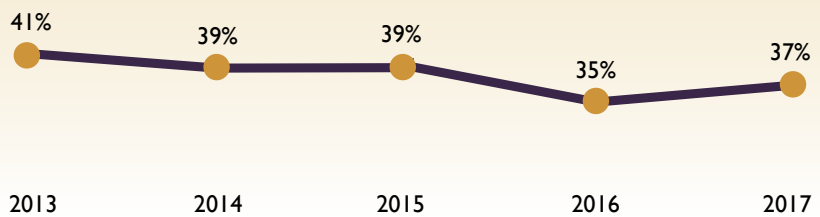
Although filing for the EITC provides a significant income supplement, 5,371 tax filers from the intergenerational poverty population possibly eligible for the EITC failed to apply in TY2017. As a result, the Intergenerational Welfare Reform Commission continues to recommend that IGP wage earners are educated about the EITC and encouraged to apply for the tax credit.





Housing Mobility Among IGP Children

At least one move in 12 months




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

Although there remains concerns with adults experiencing intergenerational poverty and their challenges obtaining and retaining employment, there are signs that the economic conditions for children experiencing intergenerational poverty are not worsening or becoming increasingly unstable. The basic needs of the children seem to be addressed through nutritional programs and increasingly stable housing. Moreover, gains within the family economic stability domain will continue to be made through additional efforts connecting adults to workforce training and post-secondary training. As these gains are realized, it is expected that progress will be made toward achieving the 10-year goal of ensuring children are living in families that are self-reliant. The state’s efforts around affordable housing, ending homelessness, promoting career and technical education and making post-secondary education and training affordable will all contribute to that goal.

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.³⁴ 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.

 Gains within the family economic stability domain will continue to be made through additional efforts connecting adults to workforce training and post-secondary training.

“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*

As is the case with intergenerational poverty, homelessness is often intergenerational and ending it requires more than a place to sleep, just as ending intergenerational poverty requires more than financial resources. In Utah, there is an increasing need to understand the full impact of homelessness. Among states, Utah is ranked eleventh nationally in identifying homeless students.³⁵

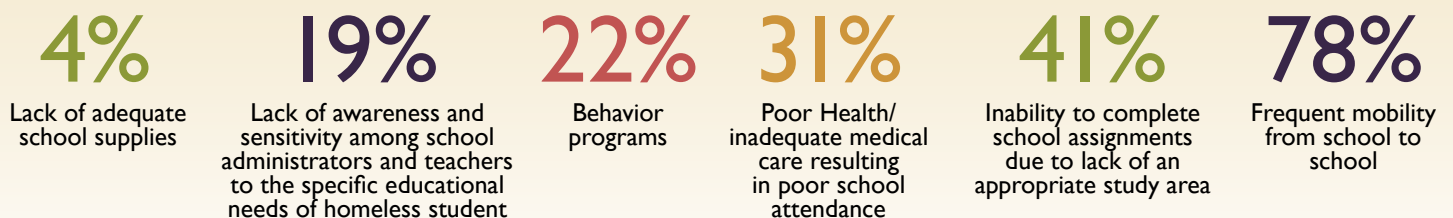
Although the Act requires the establishment of goals to reduce child homelessness among children experiencing intergenerational poverty, it is first necessary to evaluate the data to fully understand the scope and nature of the challenges confronting these children. Even before the Act was amended, previous reports on intergenerational poverty evaluated the intersection between poverty and homelessness.³⁶ Across most indicators, there has been little change between 2016 and 2017. In 2017, as in 2016, only 3 percent of the children experiencing intergenerational poverty were utilizing homeless services. Similarly, only 3 percent of children from that population utilized emergency shelter services and the majority of those using emergency shelters are female-headed households.

Given the significant changes to Utah’s homeless services during 2018, it is anticipated that changes across the indicators tracked may show improvement in the 2019 annual report. The overall status of children experiencing homelessness is analyzed more fully in the annual report on homelessness.³⁷



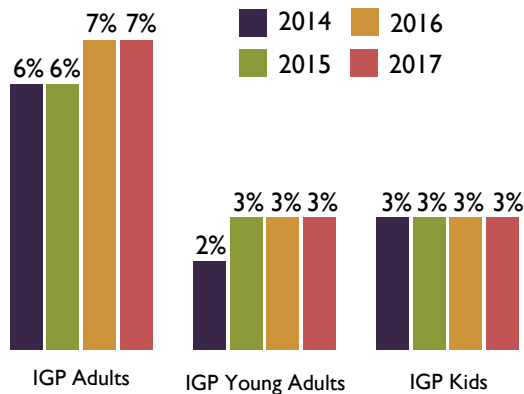
61% of the households experiencing intergenerational poverty and using emergency shelters were female-headed households.

Barriers to School Success for Homeless Students



Utilization of Homeless Services in the Year

CY2014–2017



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 spend less than 30 percent of their income for housing. When families spend more than that, they are considered cost burdened and are likely experiencing difficulties meeting other basic needs such as food, clothing, transportation and medical care. Additionally, families that are cost burdened face instability, which may be reflected in frequent moves and in some cases, homelessness. The challenges confronting families who are cost burdened by housing has generated concern in Utah, which has an increasing crisis regarding affordable housing. Throughout the state, there is a shortage of over 40,000 affordable housing units.³⁸ Any efforts to address this shortage will not only benefit those living in poverty but those families on the brink of poverty.

There has been little change in the rate of intergenerational poverty families who lack access to affordable housing. Among adults experiencing intergenerational poverty, 50 percent are spending more than 30 percent of their income on housing and over 32 percent are spending more than 50 percent of their income on housing.³⁹

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 in the Family Economic Stability section, intergenerational poverty children are still moving at a much higher rate than the 17 percent of all Utahns who moved at

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.

least once in 12 months.⁴⁰ Between 2013 and 2017, the percent of intergenerational poverty children who moved at least once in 12 months decreased from 41 percent to 37 percent.

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 be impacting 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 intergenerational poverty and homelessness, such as health and educational impacts. At this point, the outcomes established for the children experiencing intergenerational poverty may provide the best indication of outcomes for children experiencing homelessness. As the Every Student Succeeds Act (ESSA) 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.



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.

Progress Update: Five- and 10-Year Plan Indicators

Children, IGP, covered by public health insurance	<u>2011</u> 89%	<u>2017</u> 93%	↑	5% from baseline
Adults, IGP, covered by public health insurance	<u>2012</u> 64%	<u>2017</u> 71%	↑	11% from baseline
Schools, >10% IGP students, provide access to behavioral health specialist	<u>2016</u> 38%	<u>2017</u> 48%	↑	26% from baseline
Children, IGP, receive annual dental care	<u>2016</u> 43%	<u>2017</u> 42%	↓	-2% from baseline
Children, 10-14 yo, IGP, requiring behavioral health services receive those services	<u>2015</u> 20%	<u>2017</u> 13%	↓	-35% from baseline
Youth, 15-18 yo, IGP, requiring behavioral health services receive those services	<u>2015</u> 30%	<u>2017</u> 16%	↓	-47% from baseline
Adults, IGP, requiring behavioral health services receive those services	<u>2016</u> 22%	<u>2017</u> 27%	↑	23% from baseline
Adults, IGP, requiring substance use disorder treatment receive treatment	<u>2015</u> 20%	<u>2017</u> 30%	↑	50% from baseline

Among the areas of child well-being evaluated by KIDS COUNT, in which Utah ranked lowest was Health.⁴¹ In that domain, Utah ranked 19. Access to medical care, which includes physical health, oral health and behavioral health, for all family members increases the odds that parents can maintain employment, children can consistently attend school and parents have the capacity to care for their children. Among those living in poverty, health outcomes are impacted by a variety of factors outside of the health care system and include early exposure to trauma, lack of health care and exposure to risky behaviors, among other factors. These contributing factors to health outcomes are often referred to as “social determinants of health.” The effort to address these social determinants of health requires both access to health care and utilization of health care, in addition to services outside of the traditional health care delivery system.⁴² In addition to the indicators summarized in this section, several other health indicators were analyzed in the child well-being area of early childhood development.

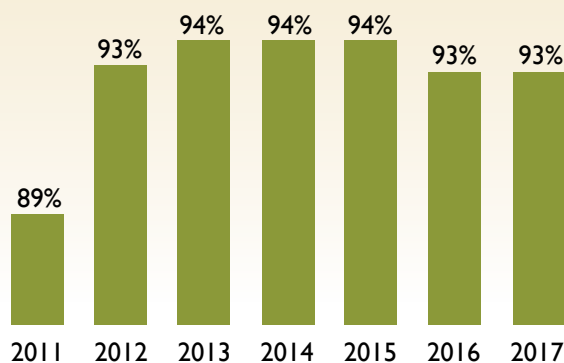
A factor contributing to Utah’s health ranking was the rate of children without insurance. Although the rate remains

among the highest, it remains much lower among children experiencing intergenerational poverty and may be even lower when private insurance coverage is taken into account. 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 2017 and is currently at approximately 71 percent. 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.⁴³

Since 2014, utilization of health care has increased for children experiencing intergenerational poverty, particularly utilization of preventive care among young children. 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 for primary care, dental health and mental health.⁴⁴

IGP Children Covered by Health Insurance

Children, 0–17 years old



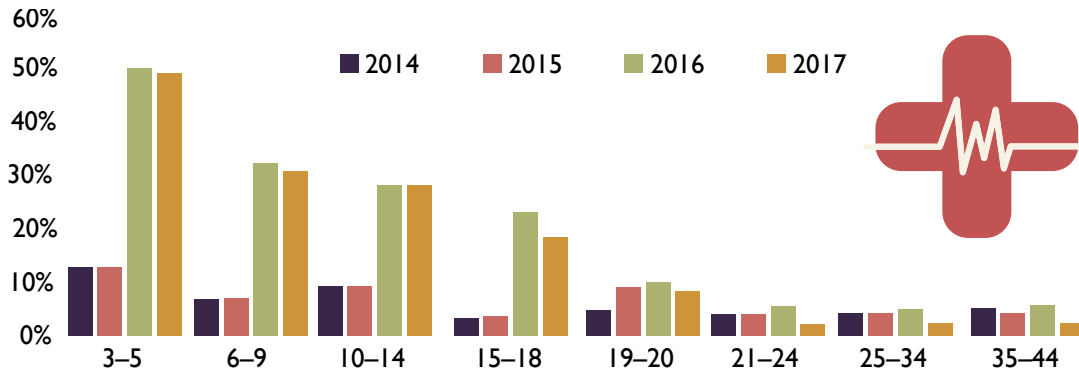


Health Professional Shortage Areas			
County	Primary Care HPSA	Dental Care HPSA	Mental Health HPSA
Beaver		x	x
Box Elder	x		x
Cache	x	x	x
Carbon	x	x	x
Daggett	x	x	x
Davis		Partial HPSA	x
Duchesne	x	x	x
Emery	x	x	x
Garfield	x	x	x
Grand	Partial HPSA	Partial HPSA	x
Iron	x	x	x
Juab	Partial HPSA	x	x
Kane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

as of April 2018

Low Use of Preventive Medical Care

IGP, CY2014-2017



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. 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 an insufficient numbers of dental care providers, many providers do not accept Medicaid payments to reimburse for care.

In addition to exposure to conditions that impacts one’s physical health, poverty often impacts behavior health. Adults living in extreme economic hardship and participating in Utah’s Family Employment Program reveal the presence of adverse childhood experiences (ACES) when they were children.⁴⁵ The widely recognized ACES research demonstrates the long-term behavioral health impacts of exposure to ACES in childhood.⁴⁶

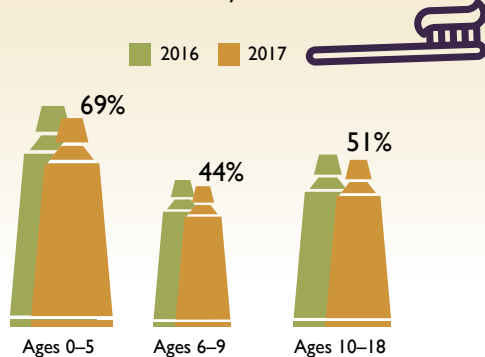
The exposure to ACES often leads to an increased need for behavioral health services. Fortunately, a number of efforts are focused on addressing the behavioral health needs of Utah’s citizens. The method of delivery of those services includes private medical care, public medical care and behavioral health specialists in schools. Between 2016 and 2017, among the intergenerational poverty population covered by public health insurance, there was a 4 percent increase in the rate among those requiring behavioral health services receiving those services.

In addition to obtaining behavioral health care through the private health system, individuals are accessing services through local mental health authorities, also at slightly greater rates.

Finally, as noted in the Education narrative, students are entering school with complex needs, including behavioral health care needs. The School Based Behavioral Health

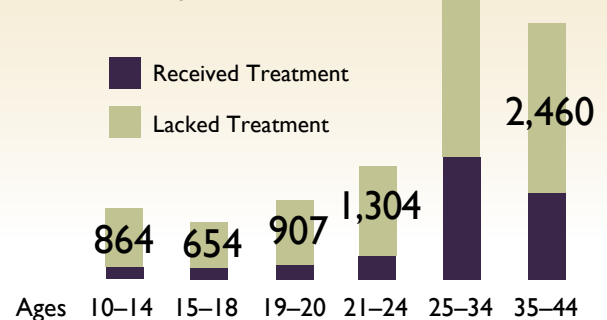
Children Not Receiving Dental Care

IGP Children Covered by Medicaid/CHIP



25% with Behavioral Health Diagnosis Received Care

IGP Medicaid Diagnosis Codes, 2017



43% of schools where 10 percent or more of the students are experiencing intergenerational poverty participate in the School Based Behavioral Health Program. This is an increase from 38% funded in 2016.



Individuals Accessing Services through Local Mental Health Authorities				
	2014	2015	2016	2017
IGP Kids	8%	6%	7%	8%
IGP Young Adults, 18–21	11%	12%	10%	11%
IGP Adults	19%	13%	13%	14%

program is addressing these needs. As a result, the resources for these specialists are targeted to schools serving high rates of students experiencing intergenerational poverty. This effort represents an important partnership among the agencies that comprise the Intergenerational Welfare Reform Commission and include the braiding of multiple funding streams.

In 2017, the School Based Behavioral Health Specialists served 3,355 children and youth. In the schools with high rates of students experiencing intergenerational poverty, 708 students experiencing intergenerational poverty were served. During the school year that ended June 2018, that rate increased five percent and 742 students experiencing intergenerational poverty were served.

Among the intergenerational poverty cohorts, more individuals from the intergenerational poverty population require treatment for substance use disorders. As analyzed in previous intergenerational poverty reports, the rate of substance use disorders among the intergenerational poverty population is higher than the statewide rate.⁴⁷ Although this report does not establish a causal relationship between intergenerational poverty and substance use disorders, there

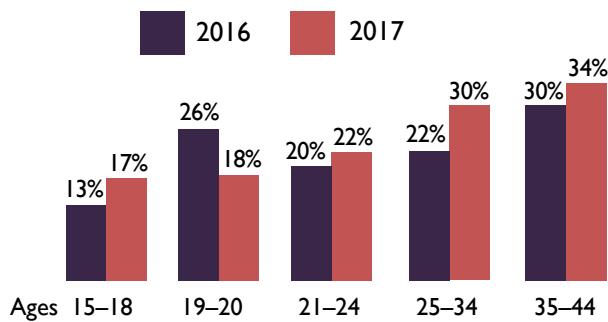


is often a correlation between both. Similarly, there is often a correlation between children growing up in poverty or experiencing other adverse childhood experiences as a child and an increased likelihood of engaging in risky behaviors, such as substance use, beginning in adolescence and often continuing into adulthood.⁴⁸

In 2017, an increasing rate of individuals requiring substance use disorder treatment received treatment.

Individuals Requiring Substance Use Treatment Received it

IGP populations, based on Medicaid diagnosis codes



In addition, supplementing the treatment provided by the private doctors accepting public health insurance was treatment provided by local mental health authorities. These authorities are increasingly the point of delivery of treatment for many Utah individuals struggling with substance use.

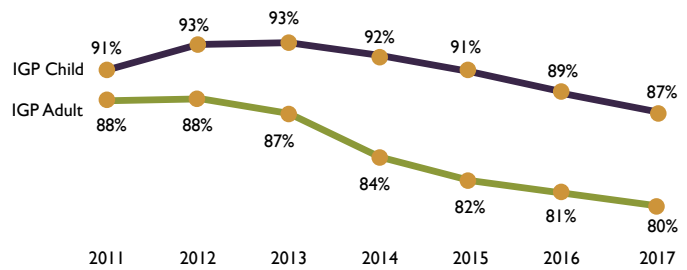
In addition to access to health care, access to proper nutrition supports a child's healthy development and positive academic

outcomes. Nationally, 17.5 percent of children are food insecure. That rate is better among Utah children, where 15.4 percent or 142,320 children are food insecure.⁴⁹ Fortunately, children experiencing intergenerational poverty are covered by two programs providing them access to healthy and nutritious foods: (1) Supplemental Nutrition 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 may be illustrated through the decrease in participation in SNAP. Between 2013 and 2017, SNAP enrollments have decreased for both adults and children experiencing intergenerational poverty and among the SNAP cases that closed among the families experiencing intergenerational poverty, 22 percent closed because families income exceeded the eligibility requirement.

Steady Decrease in SNAP Enrollment for IGP Families

SNAP Enrollment, 2011-2017



Accessing Substance Use Disorder Treatment through Local Mental Health Authorities

	2016	2017
IGP 18-21	118	131
IGP Adults	2,909	3,245
IGP Kids	307	347

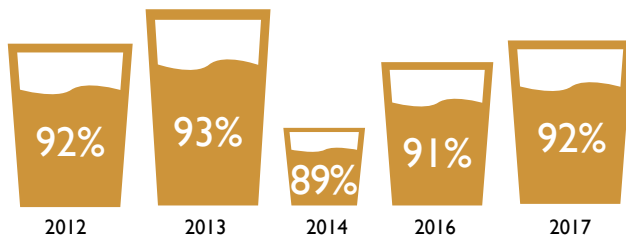
Although SNAP rates have declined steadily since it has been tracked, the rate of students receiving food through the School Breakfast and Lunch Program did not decrease in 2017.

Although there is some progress toward the Commission's five-year goal of ensuring access to health care for families experiencing intergenerational poverty, there are indications that access is not leading to health utilization. As a result, families have access to health insurance at high rates but are not getting their health care needs met in all areas of the state. There are many areas in the state that lack adequate health care providers, which may be contributing to low utilization not only for families experiencing intergenerational poverty but all families in those areas. Increasingly, schools are providing health care services, particularly in the area of behavioral health.

In addition to care being provided in non-traditional locations to fill gaps, Utah's network of hospitals and insurance providers, are joining the Intergenerational Welfare Reform Commission and its efforts to address the health care needs of families experiencing intergenerational poverty and other social determinants of health.⁵⁰ The network recognizes that addressing these social determinants of health not only improve the health outcomes of families but also generates a cost savings to the state by potentially reducing Medicaid costs. These efforts are aligned with the goals of the Intergenerational Poverty Initiative and are targeted to communities with high rates of children experiencing intergenerational poverty. As with the entire effort to align strategies to achieve the goals of the initiative, partnerships across systems, such as health are influencing the success of the effort.

IGP Students in School Breakfast and Lunch Program

SY2012–2017



Piute County Addresses Access to Nutritious Foods

When Piute County developed its plan to reduce intergenerational poverty, the community leveraged its agricultural economy to ensure families experiencing intergenerational poverty have access to nutritious foods and embedded the value of self-sufficiency. It did this by establishing a community garden program where families learn to grow their own food, prepare the food and be responsible for maintaining the gardens.

In 2017, the county established community gardens in Circleville and Marysvale to enhance self-sufficiency and build life skills.

CONCLUSION

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

Since 2012, Utah has maintained its focus on this issue and continues to make progress toward achieving its goal of measurably reducing the number of Utah families in the cycle of poverty. As this report reveals, although challenges remain for children and their parents, much progress has been made. Utah has seen improvements in each domain of child well-being with greatest progress made in the areas of early childhood development and education, where the graduation gap between students experiencing intergenerational poverty and all students has closed dramatically through the years. There have been improvements in family economic stability where wages have increased and the number of children moving multiple times during the year has decreased through the years of the initiative.

Although significant gains have been made, this report reveals that challenges remain for adults experiencing intergenerational poverty. An increasing share of those receiving public assistance are facing difficulties obtaining employment despite a thriving economy. These adults, who are unable to take advantage of the economy, may have greater barriers to employment than individuals living in situational poverty who appear to be obtaining employment and exiting the public assistance population. It is too early to determine whether these challenges remain for adults experiencing intergenerational poverty, but through the data revealed in the report and the various initiatives undertaken to provide skills training to adults, there is reason to be optimistic. Programs designed to serve a population with significant barriers to employment and to connect them to careers in high-demand occupations are showing initial signs of success when technical training is coupled with life-skills training. The data contained in this report will continue to be leveraged to prioritize these families and place them on a path to self-reliance.

Utah's ability to make these gains is due to extensive collaboration and coordination across multiple state initiatives focused on common outcomes leveraged across government, faith-based organizations, businesses and community-based organizations. Utah continues to recognize that addressing the needs of all its citizens is not the exclusive responsibility of state government, but a shared responsibility through partnership across these sectors. In the upcoming years, implementation of county plans to reduce intergenerational poverty will expect to ignite further progress toward achieving the five- and 10-year goals established by the Intergenerational Welfare Reform Commission.



ABOUT THE DATA

BASELINE DATA

Poverty Continues to Decline: U.S. Census Bureau, ACS 1-Year Estimates, 2017.

2017 Use of Public Assistance for IGP Families by Types of Assistance: Utah Department of Workforce Services analysis of the average annual amount of benefit.

Receiving Public Assistance Infographic: Utah Department of Workforce Services, analysis of public assistance participation in CY 2017.

Adults Experiencing Intergenerational Poverty: Utah Department of Workforce Services, calculated as a percentage of adults receiving public assistance for the relevant ages each year in the IGP adult cohort.

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

Risk Factors Impacting Poverty Later in Life: 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.

Economy Improves and SNAP Rate Decreases: Utah Department of Workforce Services, enrollment in Supplemental Nutrition Assistance Program (SNAP).

EARLY CHILDHOOD DEVELOPMENT DATA

Prenatal Visits Decline: Utah Department of Health, analysis of Medicaid utilization in CY 2015-2017.

Preventive Medical Visits for Youngest Children: Utah Department of Health, analysis of Medicaid utilization in CY 2015-2017.

Substantiated Cases of Abuse and Neglect: Utah Department of Human Services, calculated as a rate of all children in the relevant identified group who were victims of a substantiated case of abuse and neglect.

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

High Quality Preschool Programs in Utah: Utah Department of Workforce, Utah State Board of Education. Preschool programs observed and determined to be eligible to serve children funded through the High Quality School Readiness Expansion program.

IGP Preschool Scholarships by Risk Factor Count: Utah Department of Workforce Services, June 2018.

Legislatively Established Preschool Programs: Utah Department of Workforce Services, Utah Governor's Office of Management and Budget, UPSTART Program.

Child Care Subsidies Utilized by Increasing Rate of IGP: Utah Department of Workforce Services.

Early Childhood Educators Increase Credentials: Care About Childcare, Utah State University.

EDUCATION DATA

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

IGP Participation in Extended-Day Kindergarten: Utah State Board of Education and Utah Department of Workforce Services, SY2013-SY2017.

Majority of Extended Kindergarten Students are not Children At Risk of Remaining in Poverty: Utah State Board of Education and Utah Department of Workforce Services, SY2017.

Language Arts Proficiency Continues to Improve: Utah State Board of Education and Utah Department of Workforce Services, SY2014-SY2017, based on SAGE scores.

8th Grade Math Proficiency: Utah State Board of Education and Utah Department of Workforce Services, SY2014-SY2017, based on SAGE scores.

FAMILY ECONOMIC STABILITY DATA

Positive Trends in Post-Secondary Enrollments: Utah System of Higher Education and Utah Department of Workforce Services, enrollment data SY2015-SY2017.

Post-Secondary Awards by Population: Utah System of Higher Education and Utah Department of Workforce Services, awards at anytime.

Adults with No Wages: Utah Department of Workforce Services, CY2014-CY2017.

61% IGP Adults Employed in 2017: Utah Department of Workforce Services, CY2017.

18% Increase in Wages for IGP Adults: Utah Department of Workforce Services, CY2013-CY2017.

Housing Mobility Among Children: Utah Department of Workforce Services, CY2013-CY2017.

Top 3 Barriers to Schools Success for Homeless Students: U.S. Department of Education, State and District Implementation of the Education for Homeless Children and Youth Program (2015).

Utilization of Homeless Services in the Year: Utah Department of Workforce Services, Homeless Management Information System, CY2014-2017, based on the rate of individuals from the intergenerational poverty populations accessing HMIS services in the year.

HEALTH DATA

Children, IGP, Covered by Public Health Insurance: Utah Department of Health and Utah Department of Workforce Services, CY2011-CY2017.

Health Provider Shortage Areas: Utah Department of Health, June 2018.

Use of Preventive Medical Care Low: Utah Department of Health analysis of Medicaid diagnosis codes, CY2014-CY2017.

Children Who Did Not See a Dentist: Utah Department of Health and Utah Department of Workforce Services, CY2016-CY2017.

25% IGP with Behavioral Health Diagnosis Receive Care: Utah Department of Health, analysis of Medicaid diagnosis codes, CY2017.

Individuals Accessing Services Through Local Mental Health Authorities: Utah Department of Human Services, Division of Substance Abuse and Mental Health, CY2014-CY2017.

Individuals Requiring Substance Use Treatment Received It: Utah Department of Health, Utah Department of Workforce Services, based on Medicaid diagnosis codes, CY2016-CY2017.

Accessing Substance Use Disorder Treatment Through Local Mental Health Authorities: Utah Department of Human Services, Division of Substance Abuse and Mental Health, CY2016-CY2017.

Students in School Breakfast and Lunch Program: Utah Department of Workforce Services, Utah State Board of Education, SY2012-SY2017.

APPENDIX A.1

INTERGENERATIONAL WELFARE REFORM COMMISSION MEMBERS

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

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	Reverend Steve Klemz	Zion Evangelical Lutheran Church
Local Government Representative	Councilwoman Aimee Winder Newton	Salt Lake County Council
Child Mental Health	Doug Goldsmith	Child Mental Health Provider
Child Health	Roy Neal Davis	Intermountain Health Care
Additional Member Option	William Duncan	Sutherland Institute Center for Family and Society
Additional Member	Jeana Stockdale	Utah PTA

APPENDIX B—SCHOOLS WHERE 10 PERCENT OR MORE OF STUDENTS EXPERIENCE INTERGENERATIONAL POVERTY

DISTRICT OR CHARTER	SCHOOL	DATA	PROGRAMS				
			% IGP Enrollment	Preschool Available	High Quality Preschool Available	Optional Extended Day Kindergarten Available	Afterschool Program
San Juan District	Montezuma Creek School	45.0%	Y	N	Y	Y	N
San Juan District	Bluff School	45.0%	Y	N	Y	Y	N
Washington District	Post HS Self-Cont	43.0%	N	N	N	N	N
San Juan District	Tse'Bii'Nidzizgai School	38.8%	Y	N	Y	Y	N
Granite District	Granite Technical Institute	37.2%	N/A	N/A	N/A	N	N
Canyons District	Canyons Transition Academy	33.3%	N	N	N	N	N
San Juan District	Whitehorse High	33.1%	N/A	N/A	N/A	N	Y
San Juan District	Navajo Mountain High	30-39%	N/A	N/A	N/A	N	N
Alpine District	Dan W. Peterson	28.8%	N	N	N	N	N
Jordan District	South Valley School	28.0%	N	N	N	N	N
Duchesne District	Myton School	26.8%	N	N	N	N	N
Weber District	Weber HQ Preschool	26.2%	Y	N	N/A	N/A	N
Ogden City District	Odyssey School	25.6%	N	N	N	Y	Y
Ogden City District	Gramercy School	25.1%	N	N	Y	Y	Y
Nebo District	Bridges Nebo Transition Center	24.3%	Y	N	N	N	N
Ogden City District	James Madison School	23.7%	Y	N	Y	Y	Y
San Juan District	Blanding School	22.9%	Y	N	N	Y	N
Ogden City District	Bonneville School	22.1%	N	N	Y	N	N
Alpine District	Horizon School	21.7%	N	N	N	N	N
Pinnacle Canyon Academy	Pinnacle Canyon Academy	21.7%	N	N	N	Y	Y
Canyons District	Jordan Valley School	21.2%	N	N	N	N	N

DISTRICT OR CHARTER	SCHOOL	DATA	PROGRAMS				
			% IGP Enrollment	Preschool Available	High Quality Preschool Available	Optional Extended Day Kindergarten Available	Afterschool Program
Tintic District	West Desert High School	21-29%	N/A	N/A	N/A	N	N
Tintic District	West Desert School	21-29%	N	N	N	N	N
Utah Schools for Deaf & Blind	Kenneth Burdett School	20-29%	Y	N	N	N	N
San Juan District	Monument Valley High	20.2%	N/A	N/A	N/A	N	Y
Davis District	Renaissance Academy	20.0%	N	N	N	N	N
Ogden City District	George Washington High	20.0%	N/A	N/A	N/A	Y	N
Salt Lake District	M. Lynn Bennion School	19.4%	Y	N	N	N	N
Sevier District	Richfield Preschool	19.4%	Y	N	N/A	N/A	N
Ogden City District	Hillcrest School	19.0%	N	N	Y	N	N
Kairos Academy	Kairos Academy	18.9%	N	N	N	N	N
Carbon District	Castle Valley Center	18.9%	Y	N	N	N	N
Washington District	Water Canyon School	18.9%	Y	Y	N	N	N
Uintah District	Eagle View School	18.1%	N	N	Y	Y	N
Duchesne District	Con Amore School	18.0%	Y	Y	N	N	N
Carbon District	Bruin Point School	17.8%	Y	N	Y	Y	Y
Wallace Stegner Academy	Wallace Stegner Academy	17.6%	N	N	Y	N	N
Uintah District	Naples School	17.6%	N	N	N	N	N
San Juan District	Albert R. Lyman Middle	17.6%	N/A	N/A	N/A	Y	N
Carbon District	Wellington School	17.5%	Y	N	N	Y	Y
Granite District	Magna School	17.4%	N	N	Y	N	N
Sevier District	Ashman School	16.9%	N	N	Y	N	Y
Uintah River High	Uintah River High	16.9%	N/A	N/A	N/A	N	N
Box Elder District	Mountain View School	16.8%	N	N	N	N	Y
Ogden City District	Heritage School	16.4%	N	N	Y	Y	Y
Salt Lake District	Washington School	16.3%	Y	Y	Y	Y	Y
Ogden City District	Taylor Canyon School	16.3%	N	N	N	N	N
Davis District	Fremont School	16.2%	Y	Y	N	Y	N
Duchesne District	Centennial School	16.2%	N	N	N	N	Y
Ogden City District	New Bridge School	16.0%	Y	N	Y	Y	Y
Ogden City District	Lincoln School	15.9%	Y	N	Y	Y	Y
Tooele District	Blue Peak High	15.8%	N/A	N/A	N/A	N	N

DISTRICT OR CHARTER	SCHOOL	DATA	PROGRAMS				
			% IGP Enrollment	Preschool Available	High Quality Preschool Available	Optional Extended Day Kindergarten Available	Afterschool Program
Granite District	David Gourley School	15.7%	Y	Y	Y	N	N
Vanguard Academy	Vanguard Academy	15.5%	N	N	N	N	N
Granite District	Granite Connection High	15.5%	N/A	N/A	N/A	N	N
Canyons District	East Midvale School	15.5%	Y	N	Y	Y	Y
Ogden City District	Thomas O. Smith School	15.4%	N	N	Y	N	Y
Jordan District	Kauri Sue Hamilton	15.4%	N	N	N	N	N
Box Elder District	Dale Young Community High	15.1%	N/A	N/A	N/A	N	N
Murray District	Parkside School	15.1%	N	N	Y	N	Y
Salt Lake District	Salt Lake Head Start	15.1%	Y	N	N/A	N/A	N
Sevier District	Cedar Ridge High	15.0%	N/A	N/A	N/A	N	Y
Davis District	Vae View School	15.0%	Y	Y	Y	Y	Y
Davis District	Antelope School	14.8%	Y	N	Y	Y	N
Davis District	South Clearfield School	14.6%	Y	N	Y	Y	N
Ogden City District	Horace Mann School	14.6%	N	N	Y	N	N
Washington District	Water Canyon High	14.4%	N/A	N/A	N/A	N	N
Provo District	Independence High	14.3%	N/A	N/A	N/A	N	Y
Davis District	Whitesides School	14.3%	Y	N	Y	Y	N
Salt Lake District	Mary W. Jackson School	14.2%	Y	Y	Y	Y	Y
Grand District	Helen M. Knight School	14.1%	N	N	Y	Y	Y
Davis District	Doxey School	14.1%	Y	Y	Y	Y	N
Sevier District	Salina School	14.0%	N	N	Y	N	Y
Sevier District	Pahvant School	14.0%	N	N	N	N	Y
Ogden City District	Highland Junior High	13.9%	N/A	N/A	N/A	Y	Y
Canyons District	Midvalley School	13.9%	N	N	N	N	N
Uintah District	Ashley School	13.8%	N	N	N	N	N
Ogden City District	Mound Fort Junior High	13.8%	N/A	N/A	N/A	Y	Y
Granite District	Redwood School	13.7%	Y	Y	Y	Y	N
Weber District	Roy School	13.6%	N	N	Y	N	Y
Granite District	Jackling School	13.6%	N	Y	Y	Y	N
Logan City District	Bridger School	13.6%	Y	Y	Y	Y	Y
Tooele District	Northlake School	13.4%	N	N	Y	N	Y
Carbon District	Creekview School	13.4%	Y	N	Y	Y	Y

DISTRICT OR CHARTER	SCHOOL	DATA	PROGRAMS				
			% IGP Enrollment	Preschool Available	High Quality Preschool Available	Optional Extended Day Kindergarten Available	Afterschool Program
Duchesne District	East School	13.3%	Y	Y	Y	N	Y
Provo District	Oak Springs School	13.2%	N	N	N	N	N
Iron District	Cedar North School	13.2%	N	N	N	Y	N
San Juan District	San Juan High	13.1%	N/A	N/A	N/A	Y	N
Granite District	James E. Moss School	13.1%	Y	Y	Y	Y	N
Salt Lake District	Parkview School	13.1%	Y	N	N	Y	N
Granite District	Arcadia School	13.0%	Y	Y	N	N	N
Granite District	Roosevelt School	13.0%	Y	Y	Y	N	N
Washington District	Coral Cliffs School	12.7%	Y	N	Y	Y	N
South Sanpete District	South Sanpete Education Support Center	12.7%	N	N	N	N	N
Salt Lake District	Horizonte Instruction & Training Center	12.5%	N/A	N/A	N/A	Y	Y
Ogden City District	Polk School	12.5%	N	N	N	Y	N
Sevier District	Monroe School	12.4%	N	N	Y	Y	Y
Weber District	Burch Creek School	12.4%	N	N	N	N	Y
Nebo District	Park School	12.4%	Y	N	Y	Y	Y
Uintah District	Lapoint School	12.3%	N	N	Y	N	N
Davis District	Sunset School	12.3%	Y	N	Y	Y	N
Washington District	La Verkin School	12.3%	Y	N	Y	N	Y
Salt Lake District	Franklin School	12.3%	Y	Y	Y	Y	Y
Washington District	Sunset School	12.2%	Y	N	Y	N	Y
Emery District	Cottonwood School	12.2%	Y	N	N	N	N
Granite District	Elk Run Elementary	12.1%	Y	Y	N	Y	N
Granite District	Lincoln School	12.1%	Y	Y	N	Y	N
Weber District	Lakeview School	12.1%	N	Y	Y	N	Y
Salt Lake District	Liberty School	12.1%	Y	N	Y	Y	N
Murray District	Early Childhood Center	12.0%	Y	N	N/A	N	N
Endeavor Hall	Endeavor Hall	11.7%	N	N	N	N	N
North Sanpete District	Fountain Green School	11.7%	N	N	N	N	Y
Granite District	South Kearns School	11.7%	Y	Y	Y	Y	Y
Carbon District	Sally Mauro School	11.7%	Y	N	Y	Y	Y
North Sanpete District	Mt. Pleasant School	11.6%	Y	N	Y	N	Y

DISTRICT OR CHARTER	SCHOOL	DATA	PROGRAMS				
			% IGP Enrollment	Preschool Available	High Quality Preschool Available	Optional Extended Day Kindergarten Available	Afterschool Program
Weber District	North Park School	11.5%	N	N	Y	N	N
Washington District	Red Mountain School	11.5%	Y	N	Y	N	Y
Granite District	Rolling Meadows School	11.4%	Y	Y	Y	Y	N
Salt Lake District	Rose Park School	11.4%	Y	N	Y	Y	Y
Sevier District	North Sevier Middle	11.4%	N/A	N/A	N/A	N	Y
Moab Charter School	Moab Charter School	11.4%	N	N	N	Y	N
Jordan District	Heartland School	11.3%	N	N	Y	N	N
Washington District	Washington School	11.3%	Y	N	Y	N	Y
Granite District	Western Hills School	11.2%	Y	Y	Y	N	N
Granite District	Oquirrh Hills School	11.1%	Y	Y	Y	Y	N
Tooele District	West School	11.1%	N	N	N	N	N
Davis District	Wasatch School	11.1%	Y	N	Y	N	Y
Salt Lake District	Meadowlark School	11.1%	Y	Y	Y	Y	Y
Granite District	Taylorville School	11.1%	Y	Y	Y	N	N
Carbon District	Castle Heights School	11.0%	N	N	Y	Y	Y
Tooele District	Ibapah School	11-19%	N	N	N	N	N
Utah Schools for Deaf & Blind	North Region Blind	11-19%	Y	N	N	N	N
Piute District	Oscarson School	11-19%	Y	N	N/A	N/A	N
Box Elder District	Snowville School	11-19%	N	N	N	N	N
Utah Schools for Deaf & Blind	South Region Deaf	11-19%	Y	N	N	N	N
Weber District	Summit View	11-19%	N	N	Y	N	N
Salt Lake District	Backman School	10.9%	Y	Y	Y	Y	Y
Davis District	Lincoln School	10.9%	Y	N	Y	Y	Y
Nebo District	Rees School	10.9%	Y	N	Y	N	Y
North Sanpete District	Fairview School	10.9%	N	N	N	N	Y
Canyons District	Diamond Ridge High School	10.8%	N/A	N/A	N/A	N	Y
Granite District	Stansbury School	10.8%	Y	Y	Y	Y	N
Canyons District	Copperview School	10.8%	Y	N	Y	Y	Y
Salt Lake District	Edison School	10.7%	Y	Y	Y	Y	Y
Iron District	Fiddlers Canyon School	10.7%	N	N	N	N	N

DISTRICT OR CHARTER	SCHOOL	DATA	PROGRAMS				
			% IGP Enrollment	Preschool Available	High Quality Preschool Available	Optional Extended Day Kindergarten Available	Afterschool Program
Granite District	Philo T. Farnsworth School	10.7%	Y	Y	Y	N	N
Athenian eAcademy	Athenian eAcademy	10.6%	N	N	N	N	N
Granite District	Carl Sandburg School	10.6%	Y	Y	Y	N	N
Alpine District	Geneva School	10.6%	Y	N	N	Y	Y
Granite District	Whittier School	10.6%	Y	Y	N	Y	N
Iron District	Southwest Educational Academy	10.6%	N	N	N	N	N
Fast Forward High	Fast Forward High	10.6%	N/A	N/A	N/A	N	Y
Iron District	Cedar East School	10.5%	N	N	N	N	N
Salt Lake District	Whittier School	10.5%	Y	Y	Y	Y	Y
Greenwood Charter School	Greenwood Charter School	10.5%	N	N	Y	N	N
Grand District	C R Sundwall Center	10.4%	Y	N	N	N	N
Granite District	Lake Ridge School	10.4%	N	N	N	Y	N
Granite District	Hunter School	10.4%	Y	Y	Y	N	N
Ogden City District	Ogden Preschool	10.4%	Y	N	N/A	N/A	N
Salt Lake District	Newman School	10.4%	Y	Y	Y	Y	Y
Weber District	Roosevelt School	10.4%	N	Y	Y	Y	Y
Tooele District	Sterling School	10.4%	Y	N	Y	N	N
Weber District	Washington Terrace School	10.3%	N	N	N	N	Y
Grand District	Grand County Middle	10.2%	N/A	N/A	N/A	Y	Y
Weber District	Municipal School	10.2%	N	N	N	N	N
Granite District	Douglas T. Orchard School	10.2%	N	N	N	N	N
Emery District	Ferron School	10.1%	Y	N	N	N	Y
Alpine District	Summit High	10.0%	N/A	N/A	N/A	N	Y
Box Elder District	Mckinley School	10.0%	N	N	N	N	Y
Washington District	Legacy School	10.0%	Y	N	N	N	Y
Granite District	Copper Hills School	10.0%	N	N	N	N	N
North Sanpete District	North Sanpete Special Purpose School	9.9%	N	N	N	N	N
North Sanpete District	Spring City School	9.9%	N	N	N	N	Y

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	9.9%	Y	N	Y	N	Y
Tooele District	Copper Canyon School	9.8%	N	N	N	N	N
Duchesne District	Roosevelt Jr High	9.8%	N/A	N/A	N/A	N	Y
Alpine District	Mount Mahogany School	9.8%	N	N	Y	N	N
Emery District	Book Cliff School	9.6%	Y	N	Y	N	N
Salt Lake District	Escalante School	9.6%	Y	Y	Y	Y	Y
Nebo District	Barnett School	9.6%	Y	N	N	N	Y
Granite District	Kearns Jr High	9.6%	N/A	N/A	N/A	N	N
C.S. Lewis Academy	C.S. Lewis Academy	9.6%	N	N	N	N	N
Granite District	Granite Park Jr High	9.6%	N/A	N/A	N/A	N	N
Salt Lake District	Bryant Middle	9.5%	N/A	N/A	N/A	Y	Y
Granite District	Pleasant Green School	9.5%	Y	Y	N	Y	N
Provo District	Timpanogos School	9.5%	N	N	Y	N	Y
Garfield District	Antimony School	≤20%	N	N	N	N	N
Garfield District	Boulder School	≤20%	N	N	N	N	N
Millard District	Garrison School	≤20%	N	N	N	N	N
Canyons District	Goldminer's Daughter	≤20%	N	N	N	N	N
Granite District	Headstart Preschool Special Education	≤20%	Y	N	N/A	N	N
Box Elder District	Park Valley Elementary	≤20%	N	N	N	N	N
Box Elder District	Park Valley Secondary	≤20%	N/A	N/A	N/A	N	N
Canyons District	South Park Academy	≤20%	N	N	N	N	N

APPENDIX C—INTERGENERATIONAL POVERTY PLAN IMPLEMENTATION PILOT

In 2016, the Intergenerational Welfare Reform Commission identified several counties with the highest rates of children at risk for remaining in poverty as adults. These counties were encouraged to join the Commission in its efforts to reduce intergenerational poverty. The Commission's focus on local solutions recognized the strengths and unique challenges that exist within communities to address barriers confronting families within the intergenerational poverty population. These counties were provided planning grants to establish a work group comprised of leaders representing sectors interacting with children experiencing intergenerational poverty, including education, community health, child welfare, juvenile justice, workforce development, higher education and economic development. Through support from the Department of Workforce Services, counties received technical assistance and support in the development of local plans that aligned with the Commission's goals to reduce intergenerational poverty.

In 2018, the Utah Legislature established the Intergenerational Poverty Plan Implementation Pilot Program and established a competitive grant to be awarded to counties to reduce intergenerational poverty. The new program appropriates \$1 million to the program; \$900,000 of which is available to distribute to the counties through the implementation grants. The purpose of the grant is to provide funding to these counties to implement the county-level plans. In June 2018, the Department of Workforce Services released the Request for Grant Application. In August, the Department awarded grants to eight counties.

The application required counties to meet the following key requirements:

- Establish an Implementation Committee representing stakeholders across systems required to implement the county plan.
- Obtain support from representatives from each of the four areas of child well-being that are the focus of the Intergenerational Poverty Initiative and include the following: early childhood development, education, family economic stability and health.
- Describe the county's plan to reduce intergenerational poverty, including an explanation of the plan's alignment with the Commission's five- and 10-year plan.
- Provide the outcomes that the county-level plan will achieve with the funding, including the indicators that will be used to measure progress toward those outcomes.
- Establish a 12-month plan for implementation, including a sustainability plan to continue the program at the end of the funding term.
- Commit to a 25 percent funding match from the county and a 10 percent administrative cap on the funds to ensure the majority of the funding is used to improve outcomes for the families.



The following is a summary of the grant recipients, their plans and funding amounts:

Carbon County plans to expand the Strengthen Families Program, which teaches parenting skills, children's life skills and family skills. This will be conducted through Carbon County's Circles program. (Awarded: \$75,000)

Iron County plans to have a social worker in each middle school to focus on students who are experiencing intergenerational poverty, and also plans on enhancing the 4-H afterschool program. (Awarded: \$150,000)

Kane County plans to make a current part-time family resource facilitator into a full-time position to focus on early childhood development through Allies with Families. The facilitator will also administer an afterschool program for Kindergarten to 6th grade and a free summer lunch program. (Awarded: \$75,000)

San Juan County plans to make a current part-time family resource facilitator into a full-time position to promote early childhood literacy. (Awarded: \$75,000)

Sanpete County plans to hire a social worker to focus on preschool enrollment for children experiencing intergenerational poverty, and connecting families with services and programs. (Awarded: \$75,000)

Utah County plans to support a variety of initiatives such as mentoring, health, education and food services through its community partners. These include the USU Extension Office, Boys and Girls Club, Community Action Services, Utah Food Bank, Provo School District and the Utah County Health Department. (Awarded: \$150,000)

Washington County plans to focus on improving education, mentoring and connecting individuals to resources by partnering with the Circles program, Dixie Tech and Workforce Services. (Awarded: \$150,000)

Weber County plans to support Integrated Community Action Now, a pilot program focusing on family resiliency, community accountability and child self-determination. It will also support trauma informed care training. (Awarded: \$150,000)

In the upcoming year, the counties will be responsible for tracking measures identified in their grant applications to ensure the proposed plans are meeting objectives.



UTAH INTERGENERATIONAL WELFARE REFORM COMMISSION ANNUAL REPORT 2018

Pursuant to Utah Code §35A-9-305, the following is the Utah Intergenerational Welfare Reform Commission Annual Report 2018. 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 2017 through September 2018. These dates correspond to the federal fiscal year (FFY) and is referred to as either FFY 2018, or FFY 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 case worker 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 2018 Annual Report will meet the following reporting requirements:

- Describe how the commission fulfilled its statutory purposes and duties during FFY18;
- 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: 2017-2018 ACTIVITIES ADVANCING THE COMMISSION'S GOALS

In 2015, the Intergenerational Welfare Reform Commission established, Utah's Plan for a Stronger Future, its five- and 10-year plan to reduce the number of Utah families in the cycle of poverty, improving their quality of life and helping them become economically stable. In January 2017, that plan was revised and released at the start of the 2017 General Session of the Utah Legislature. The revised plan included 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.⁵¹

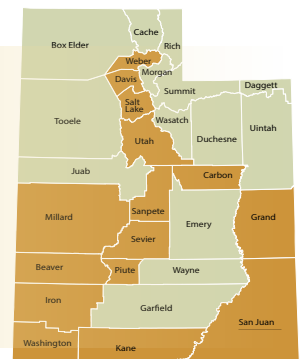
Since release of the Fifth Annual Report on Intergenerational Poverty, the Commission has engaged in two primary activities to ensure progress toward meeting its goals: (1) continue supporting locally-led initiatives to address intergenerational poverty; and (2) implementing recommendations contained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

County Engagement

In the previous 12 months, the Commission continued its work to support 15 counties working intentionally to reduce intergenerational poverty. This county-centered approach recognizes that reducing intergenerational poverty is not solely the role of state government. Rather, local communities, familiar with local challenges and resources, are best positioned to leverage community strengths to ensure all areas of child well-being are addressed. This work, led by the Department of Workforce Services, began in 2016 when DWS partnered with an initial 13 counties to address intergenerational poverty at the county level. In the past year, these initial counties were joined by Davis and Salt Lake counties. In addition to partnering directly with the counties, the Commission initiated a partnership with the Utah Association of Counties (UAC) to provide joint support to the counties addressing this issue.

Counties Addressing Intergenerational Poverty:

- Beaver
- Carbon
- Davis
- Grand
- Iron
- Kane
- Millard
- Piute
- Salt Lake
- San Juan
- Sanpete
- Sevier
- Utah
- Washington
- Weber





In 2016, the initial 13 counties developed county-level plans to reduce intergenerational poverty in their counties which are among the counties with the highest rates of children at risk of remaining in poverty as adults. The county plans were intentionally aligned with the Commission's five- and 10-year goals, but afforded counties the flexibility to establish strategies each felt was needed recognizing that each county has its own strengths to leverage and challenges to address. In Salt Lake County, the Commission supported efforts to establish its work group to begin developing a plan reduce poverty in the county, which has the greatest number of children residing there who are in the cycle of poverty. The work of all of these continues continued in 2017, and into 2018, and support was provided by the Commission through the Department of Workforce Services.

During the 2018 General Session, the Utah Legislature adopted and funded the Intergenerational Poverty Plan Implementation Pilot Program. APPENDIX C. INTERGENERATIONAL POVERTY PLAN IMPLEMENTATION PILOT PROGRAM. As a result of this legislation, the Department of Workforce Services focused on implementing the grant, including establishing the requirements of the grant and drafting the grant application. DWS was joined by other Commission-member agencies and Intergenerational Poverty Advisory Committee members to score the competitive grant applications. These included representatives from the Department of Health, Department of Human Services, Voices for Utah Children and the Sutherland Institute Center for Family and Society.

The efforts to engage the counties included the establishment of a partnership with the Utah Association of Counties. A key component of the Intergenerational Poverty Initiative includes coordination and collaboration with partners to support the Commission's goals. UAC and its members began jointly supporting counties addressing intergenerational poverty. The work includes providing a forum for the Intergenerational Poverty County Subcommittee, established early in 2017, to meet and discuss issues confronting counties addressing this issue. 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 began meeting quarterly in conjunction with UAC meetings. The subcommittee added Salt Lake County and Davis County to its membership and will continue to increase as additional counties develop plans to reduce intergenerational poverty throughout the state.

Commission Implementation of Data-Driven Programs, Policies and Procedures

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 understand the issue of intergenerational poverty and data sharing continues to improve, more ways have emerged to support customers served across multiple agencies. Throughout the past 12 months, Commission agencies continued implementing several data-driven recommendations outlined in its five- and 10-year plan that will influence the indicators measured to track progress.

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

DEPARTMENT OF WORKFORCE SERVICES

Area of Child Well-Being	Indicator being Influenced	Recommendation	Started (Yes or No)	Progress in Previous 12 Months
Early Childhood Development (ECD)	(1) Child care providers serving >10% subsidy participate in programs to improve quality (2) Young children experiencing IGP participate in preschool (3) Children experiencing IGP are kindergarten ready	Increase capacity of high-quality preschool	Yes	Office of Child Care (OCC) continues to provide technical assistance to private preschool programs to improve the quality of the preschool serving low-income children. Priority is given to programs serving children covered by child care subsidies and experiencing intergenerational poverty. In addition, OCC partners with USBE to administer the High Quality School Readiness Program and the High Quality Readiness Expansion program to increase the capacity for high quality programs to serve children who are low-income, including IGP. Funding for HQSR-E expires at the end of Fiscal Year 2019.
ECD	(1) Child care providers serving >10% subsidy participate in programs to improve quality (2) Children experiencing IGP are kindergarten ready	Establish a true Quality Rating and Improvement System for child care programs	Yes	OCC designed a Child Care Quality System that will evaluate the quality of child care programs serving children covered by child care subsidies.
ECD	(1) Child care providers serving >10% subsidy participate in programs to improve quality (2) Children experiencing IGP are kindergarten ready	Utilize the established Child Care Quality System to provide greater child care subsidy payments to high-quality child care providers	Yes	As part of the CCQS design, implementation of an enhanced subsidy payment will be provided to child care programs that are defined "High Quality," or "High Quality Plus." Implementation of the pay differential will begin October 2019.
ECD	Children experiencing IGP are kindergarten ready	Develop statewide, preschool readiness developmental assessment	Yes	OCC worked with USBE to include a preschool assessment within HB 380 to determine the level of a child's development upon entry into preschool.
Family Economic Stability (FES)	(1) IGP young adults participating in post-secondary education (2) IGP adults with year-round employment (3) IGP adults employed in occupations with wages sufficient to meet basic needs of families (4) Families receiving public assistance who experience intergenerational poverty	Connect youth to employment	Yes	(1) Work-based learning programs implemented in the following school districts: Nebo, Provo, Washington, as part of local plans to addressing intergenerational poverty. (2) Provide career counseling to you through use of UWorks tools. (3) Increase partnerships between workforce development and schools and their counselors to address career opportunities for youth.

DEPARTMENT OF WORKFORCE SERVICES

Area of Child Well-Being	Indicator being Influenced	Recommendation	Started (Yes or No)	Progress in Previous 12 Months
FES	(1) IGP adults with year-round employment (2) IGP adults employed in occupations with wages sufficient to meet basic needs of families (3) Families receiving public assistance who experience intergenerational poverty	Increase job skills through career pathways	Yes	(1) Talent Ready Utah grants to promote programs providing unemployed and underemployed adults opportunities to receive training and certification in high-demand occupations. (2) "Invest in You Too," program for single-women focused on a public-private partnership with Salt Lake Community College, DWS and medical manufacturers to provide training and later employment in the medical manufacturing industry.
FES	(1) IGP adults with year-round employment (2) IGP adults employed in occupations with wages sufficient to meet basic needs of families (3) Families receiving public assistance who experience intergenerational poverty	Ensure education and job training meet work requirements	Yes	Child Care is provided to parents pursuing education while they are working.
FES	(1) Families living at or above 200% of the federal poverty level (2) Families receiving public assistance who experience intergenerational poverty	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: https://jobs.utah.gov/employer/business/wotc.html
FES	(1) Families living at or above 200% of the federal poverty level (2) Families receiving public assistance who experience intergenerational poverty	Increase uptake in the federal Earned Income Tax Credit	Yes	(1) All employment centers providing information on the EITC during the TY2016 and individuals were notified of the availability of the EITC. (2) Commission analyzed data provided from the Utah Tax Commission regarding the uptake of the federal EITC. (3) Commission supported efforts to establish a state EITC for adults in IGP, which will encourage uptake of the federal EITC.
FES	(1) Families living at or above 200% of the federal poverty level (2) Families receiving public assistance who experience intergenerational poverty	Provide a match for EITC recipients	Yes	Commission supported efforts to establish a state EITC for adults in IGP, which will encourage uptake of the federal EITC.

DEPARTMENT OF WORKFORCE SERVICES

Area of Child Well-Being	Indicator being Influenced	Recommendation	Started (Yes or No)	Progress in Previous 12 Months
FES	(1)Families living at or above 200% of the federal poverty level (2)Families receiving public assistance who experience intergenerational poverty	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.
All		Families served through a two-generational lens	Yes	(1) Invest in You Too workforce training with single women with young children. (2) Partnership with Help Me Grow to provide parenting support and evaluate developmental delays for young children•OCC implementing Quality Child Care providers. (3) Continuing involvement with DHS, System of Care, a family-centered, strengths-based approach.
All		Support evidence-based decision making	Yes	(1) DWS is partnering with academic researchers to evaluate the effectiveness of the Circles mentoring program and evaluate the needs of adults utilizing the Family Employment Program (2) DWS partnered with the Utah Education Policy Center to release a report on the effectiveness of afterschool programs serving children experiencing IGP.

DEPARTMENT OF HUMAN SERVICES

Area of Child Well-Being	Indicator being Influenced	Recommendation	Started (Yes or No)	Progress in Previous 12 Months
FES	(1) IGP adults with year-round employment (2) IGP adults employed in occupations with wages sufficient to meet basic needs of families (3) Families receiving public assistance who experience intergenerational poverty	Policies to Support Non-Custodial Parents	Yes	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. 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. The passed law is now in effect.

DEPARTMENT OF HUMAN SERVICES

Area of Child Well-Being	Indicator being Influenced	Recommendation	Started (Yes or No)	Progress in Previous 12 Months
Health	(1) Schools serving high percentages of children experiencing IGP provide access to behavioral health specialist (2) Children 10 and older, experiencing IGP who require behavioral health services receive those services	Ensure School Based Behavior Health is available in schools	Yes	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 (89 of the schools have high rates of IGP). These services are also available in 5 Charter Schools. During SFY2018, 342 schools offered School Based Behavioral Health and served 3,504 students.
All		Families served through a two-generational lens	Yes	<p>System of Care uses evidence based, Wraparound to Fidelity to serve children, youth and families statewide. This approach is proven to have more sustainable outcomes and lessen repeat government involvement. Five regional advisory councils provide oversight and address policy and regulatory issues, gaps in service, funding concerns, youth and family voice, and workforce development in each of the system of care regions.</p> <p>Partnerships with the Local Area Authorities and contracted services allow for faster response, access and efficiency. For example, Stabilization and Mobile Response began September 2017 in five Southwest Utah counties through Southwest Behavioral Health, and started in six Northern Region counties in January 2018, administered by Davis Behavioral Health. A highly skilled team is dispatched to de-escalate immediate crises and stabilize the child and family with in-home services for up to eight weeks. The impact is a stronger family unit and prevention of conflicts that lead to more costly consequences like: law enforcement involvement, state custody, out-of-home placement, runaway/homelessness, declining grades, disrupted foster placement, loss of job and thoughts about suicide.</p>

DEPARTMENT OF HUMAN SERVICES

Area of Child Well-Being	Indicator being Influenced	Recommendation	Started (Yes or No)	Progress in Previous 12 Months
FES	(1) IGP adults with year-round employment (2) IGP adults employed in occupations with wages sufficient to meet basic needs of families (3) Families receiving public assistance who experience intergenerational poverty	Policies to Support Non-Custodial Parents	Yes	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. 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. The passed law is now in effect.
Health	(1) Schools serving high percentages of children experiencing IGP provide access to behavioral health specialist (2) Children 10 and older, experiencing IGP who require behavioral health services receive those services	Ensure School Based Behavior Health is available in schools	Yes	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 (89 of the schools have high rates of IGP). These services are also available in 5 Charter Schools. During SFY2018, 342 schools offered School Based Behavioral Health and served 3,504 students.

DEPARTMENT OF HUMAN SERVICES

Area of Child Well-Being	Indicator being Influenced	Recommendation	Started (Yes or No)	Progress in Previous 12 Months
All		Families served through a two-generational lens	Yes	<p>System of Care uses evidence based, Wraparound to Fidelity to serve children, youth and families statewide. This approach is proven to have more sustainable outcomes and lessen repeat government involvement. Five regional advisory councils provide oversight and address policy and regulatory issues, gaps in service, funding concerns, youth and family voice, and workforce development in each of the system of care regions.</p> <p>Partnerships with the Local Area Authorities and contracted services allow for faster response, access and efficiency. For example, Stabilization and Mobile Response began September 2017 in five Southwest Utah counties through Southwest Behavioral Health, and started in six Northern Region counties in January 2018, administered by Davis Behavioral Health. A highly skilled team is dispatched to de-escalate immediate crises and stabilize the child and family with in-home services for up to eight weeks. The impact is a stronger family unit and prevention of conflicts that lead to more costly consequences like: law enforcement involvement, state custody, out-of-home placement, runaway/homelessness, declining grades, disrupted foster placement, loss of job and thoughts about suicide.</p>

DEPARTMENT OF HUMAN SERVICES

Area of Child Well-Being	Indicator being Influenced	Recommendation	Started (Yes or No)	Progress in Previous 12 Months
All		Support evidence-based decision making	Yes	<p>Evidenced-based programs are a requirement of a transformative federal reform bill, Family First Prevention Services Act 2018. DHS is working with federal agencies, lawmakers, providers and partner agencies to identify opportunities for services under these new guidelines.</p> <p>A new Office of Quality and Design will monitor the use of evidenced-based outcomes and performance in new service design and contract compliance as of July 1, 2018. Performance based contracting will include outcomes from evidenced-based programming.</p> <p>Evidence-based and performance-based contracts are required in legislation for Juvenile Justice reform; System of Care is now statewide as a practice and is a nationally recognized evidenced-based approach to service delivery; DCFS in-home service approach, HomeWorks, is being reviewed by University of Utah researchers for evidenced results; The Utah Family And Child Evaluation Tool (UFACET) is based on Praed Foundation assessments and uses structured decision making that will be the universal DHS assessment for youth by SFY2020; DCFS caseworkers also use evidenced based assessments like the Colombia Suicide Risk and SDM Safety and Risk Assessment with families and children to make decisions on the right services and care; Checklists for youth transitioning out of DCFS custody to adulthood have evidenced milestone checklists and all children under 5 are evaluated with standardized developmental milestone assessments. Evidence-based programs are required in many provider service contracts with all our person-serving agencies.</p>

DEPARTMENT OF HEALTH

Area of Child Well-Being	Indicator being Influenced	Recommendation	Started (Yes or No)	Progress in Previous 12 Months
ECD	(1) Children, 0-5, who are IGP receive home visiting services (2) Children, IGP, assessed with moderate-to-severe developmental delay participate in Baby Watch Early Intervention (BWEI) (3) Children, IGP, who experience substantiated case of abuse and/or neglect (4) Parents have the knowledge and skills to promote healthy development of their young children.	Continued expansion of evidence-based home visitation programs to targeted populations and regions of the state	Yes	The federal funding to Utah for home visiting was decreased and totaled \$3.17 million. DOH is able to serve 420 households during the two-year grant period. DOH also utilizes the Targeted Case Management for Early Childhood to provide support to new parents, although the program has not been evaluated for outcomes. DOH will begin matching IGP data to this program in an effort to better identify families who may be eligible for the program.
Health	Children, IGP, receive physical, behavioral and dental care at the same rates as the statewide rates in each of those areas, regardless of where their family resides in Utah	Analyze Health Provider Shortage Areas	Yes	DOH, Office of Primary Care and Rural Health partnered with the Governor's Office and Senator Orrin Hatch to petition the federal Health Resources & Services Administration (HRSA) to designate all thirteen frontier counties in the state as Governor's Certified Shortage Areas for purposes of the Rural Health Clinic designation. The designations were approved by HRSA in late 2017. Although not the same as a HPSA, the designation provides opportunities for these frontier counties.
All		Families served through a two-generational lens	Yes	Both the Women, Infants and Children nutrition program and the Parents As Teachers Home Visiting program are considered by DOH to be family-focused, two generational programs as they work with both the adults and children to achieve outcomes.
All		Support evidence-based decision making	Yes	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

Area of Child Well-Being	Indicator being Influenced	Recommendation	Started (Yes or No)	Progress in Previous 12 Months
ECD	(1)Child care providers serving >10% subsidy participate in programs to improve quality (2)Young children experiencing IGP participate in preschool (3) Children experiencing IGP are kindergarten ready	Increase capacity of high-quality preschool	Yes	USBE continues to partner with OCC to facilitate 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. Funding for HQSR-E expires at the end of Fiscal Year 2019.
ECD	Children experiencing IGP are kindergarten ready	Develop statewide, kindergarten readiness assessment	Yes	The Kindergarten Entry and Exit Profile (KEEP) is fully implemented. In 2018, USBE modified the intake form to include the identification of a specific preschool or early learning program a kindergarten student participated in prior to enrollment in kindergarten.
ECD	Children experiencing IGP are kindergarten ready	Develop statewide, preschool readiness developmental assessment	Yes	OCC worked with USBE to include a preschool assessment within HB 380 to determine the level of a child's development upon entry into preschool. USBE has developed a work group to develop the assessment so that it may be implemented in SY2019.
Education	Children experiencing IGP enrolled in afterschool programs	Support afterschool programs at schools with high rates of children experiencing IGP	Yes	USBE released a competitive grant to fund afterschool programs in schools where 10% or more of the student population experienced intergenerational poverty. The funds target reading and math interventions, additional teachers, academic tutors, social workers and other afterschool staff, afterschool staff trainings and professional development and evidence-based curriculum. USBE also partners with Utah Afterschool Network to support training and professional development needs of staff working in afterschool programs receiving the competitive IGP afterschool grant by providing 4 to 5 training and professional development events each year.

UTAH STATE OFFICE OF EDUCATION

Area of Child Well-Being	Indicator being Influenced	Recommendation	Started (Yes or No)	Progress in Previous 12 Months
Education	(1) Schools with high rates of students experiencing IGP offering Optional Extended Day Kindergarten (OEK) (2) IGP students enrolled in kindergarten participating in OEK (3) Students experiencing IGP graduate from high school (4) Students experiencing IGP are Language Arts proficient (5) Students experiencing IGP are Math Proficient	Increase access to optional extended-day kindergarten in schools serving high rates of children at risk of remaining in poverty	Yes	Programs such as Optional Extended Day Kindergarten and Kindergarten Supplemental Education Program provide extended day to full-day options for students in kindergarten at participating districts and schools. There were 1,019 schools with enrollment in school year 2017. Of these, 173 (17%) had IGP rates of 10 percent or higher. Of the 173 schools with high IGP, 130 had students enrolled in kindergarten. Of the 130 schools with high IGP and kindergarten enrollment, 83 (63.8%) reported students in some type of extended day kindergarten.
Education	Effective teachers in schools with high rates of children at risk of remaining in poverty		Yes	The USBE Plan to Ensure Equitable Access to Excellent Educators (https://schools.utah.gov/file/548b8688-4a0d-4afc-8c7c-ff1c4b02a6ff) includes strategies to advance this goal. Additionally, passage of the Incentive for Effective Teachers in High Poverty Schools provides additional funding to provide an incentive for highly effective teachers to work in schools with high rates of poverty.
Education	(1) Students experiencing IGP, chronically absent in Kindergarten (2) Students experiencing IGP, chronically absent in 1st grade (3) Students experiencing IGP, chronically absent in 2nd grade (4) Students experiencing IGP, chronically absent in 3rd Grade	Promote culture that supports consistent school attendance.	Yes	USBE partners with United Way's Chronic Absenteeism Network to provide support to LEAs as they deal with chronically absent students and families. USBE provides functional behavioral assessment of absenteeism & truancy training to LEAs to promote using evidence-based interventions for students who are chronically absent or truant.
Education	(1) Students experiencing IGP graduate from high school	Incorporate Social and Emotional Learning (SEL)	Yes	USBE provides funding to LEAs to hire elementary school counselors to incorporate social and emotional learning in the classrooms. Learning modules on trauma will be developed by USBE to help educators understand and support students who are exposed to trauma. USBE provides professional development training to educators to promote college and career awareness/readiness.

UTAH STATE OFFICE OF EDUCATION

Area of Child Well-Being	Indicator being Influenced	Recommendation	Started (Yes or No)	Progress in Previous 12 Months
Education	(1) Students experiencing IGP are Language Arts proficient (2) Students experiencing IGP are Math Proficient	Ensure students are supported to achieve academic success.	Yes	The Early Literacy Program provides funding to LEAs to use for literacy improvement in grades K-3. 2. Programs such as OEK and KSEP provide extended day to full-day options for students in kindergarten at participating districts/schools which focus on live, ELA and math instruction. Programs such as OEK and KSEP provide extended day to full-day options for students in kindergarten at participating districts/schools which focus on live, ELA and math instruction.
Education	Students experiencing IGP have behavioral issues in the classroom	Ensure students are supported to achieve academic success.	Yes	USBE provides professional development training to LEAs on Least Restrictive Behavioral Intervention to help create a successful behavioral systems and supports. USBE provides funding to LEAs to support educators in dealing with behavioral issues in the classroom.
FES	(1) IGP young adults participating in post-secondary education (2) IGP adults with year-round employment (3) IGP adults employed in occupations with wages sufficient to meet basic needs of families (4) Families receiving public assistance who experience intergenerational poverty	Expose high schools students to post-secondary education and job training opportunities beginning early in their high school career	Yes	
FES	(1) IGP young adults participating in post-secondary education (2) IGP adults with year-round employment (3) IGP adults employed in occupations with wages sufficient to meet basic needs of families (4) Families receiving public assistance who experience intergenerational poverty	Expand scholarship opportunities to students experiencing intergenerational poverty	Yes	College Application Day provides a mechanism for students experiencing IGP to have access to mentoring and assistance in filling out applications, including financial aid. Students living in poverty also receive additional consideration on many scholarship opportunities.

UTAH STATE OFFICE OF EDUCATION

Area of Child Well-Being	Indicator being Influenced	Recommendation	Started (Yes or No)	Progress in Previous 12 Months
Education	(1) Students experiencing IGP are Language Arts proficient (2) Students experiencing IGP are Math Proficient	Ensure students are supported to achieve academic success.	Yes	The Early Literacy Program provides funding to LEAs to use for literacy improvement in grades K-3. 2. Programs such as OEK and KSEP provide extended day to full-day options for students in kindergarten at participating districts/schools which focus on live, ELA and math instruction. Programs such as OEK and KSEP provide extended day to full-day options for students in kindergarten at participating districts/schools which focus on live, ELA and math instruction.
Education	Students experiencing IGP have behavioral issues in the classroom	Ensure students are supported to achieve academic success.	Yes	USBE provides professional development training to LEAs on Least Restrictive Behavioral Intervention to help create a successful behavioral systems and supports. USBE provides funding to LEAs to support educators in dealing with behavioral issues in the classroom.
FES	(1) IGP young adults participating in post-secondary education (2) IGP adults with year-round employment (3) IGP adults employed in occupations with wages sufficient to meet basic needs of families (4) Families receiving public assistance who experience intergenerational poverty	Expose high schools students to post-secondary education and job training opportunities beginning early in their high school career	Yes	
FES	(1) IGP young adults participating in post-secondary education (2) IGP adults with year-round employment (3) IGP adults employed in occupations with wages sufficient to meet basic needs of families (4) Families receiving public assistance who experience intergenerational poverty	Expand scholarship opportunities to students experiencing intergenerational poverty	Yes	College Application Day provides a mechanism for students experiencing IGP to have access to mentoring and assistance in filling out applications, including financial aid. Students living in poverty also receive additional consideration on many scholarship opportunities.

2018 Approved Legislation Advancing the Commission’s Five- and 10-Year Plan

During the 2018 General Session and the months following, the Commission agencies were involved in evaluating legislation and implementing approved legislation. It is not the goal of the Intergenerational Poverty Initiative to establish a separate network of programs to exclusively serve families experiencing intergenerational poverty. Rather, efforts to improve outcomes emerge from a variety of proposals that will influence all Utahns, including those experiencing intergenerational poverty. As a result, many proposals that emerged from the Utah Legislature in 2018 are not prioritizing specific services exclusively to families experiencing intergenerational poverty, but through implementation will advance outcomes for these families.

In April 2018, the Commission agreed to establish a cross-agency work group to develop a plan to ensure legislation adopted reaches individuals for which it was designed. The Commission has established a November 2018 deadline for the plan to be implemented on a pilot basis.

EARLY CHILDHOOD DEVELOPMENT

HB 380: Utah School Readiness Initiative Amendments

The bill modified the High Quality School Readiness Initiative by establishing three methods of promoting high-quality preschool, including: (1) establishing results-based contracts for programs meeting a specific outcome of special education cost avoidance; (2) continuing the option to allow pay for success transactions with private investors to fund scholarships for children attending preschools able to meet the specified outcome; and (3) providing grants to preschool programs working toward high-quality. In addition, the program was transferred from the Governor's Office of Management and Budget to the Department of Workforce Services. Finally, the legislation directs the Utah State Board of Education to develop and implement a pre-kindergarten assessment to determine the level of a child's development upon entry into preschool.

EDUCATION

Additional Funding for At-Risk Students

Increased funding for at-risk students (\$9M); expands the definition of at-risk to include homelessness and chronic absenteeism.

HB 264: Elementary School Counselor Program

Establishes a grant program for LEAs to provide "targeted school-based mental health support in elementary schools, including trauma-informed care" through employment of qualified counselors. Schools are prioritized for funding based on the rate of students exhibiting risk factors of childhood trauma. The schools must utilize the funding to achieve the following outcomes: improving school safety; student engagement; school culture; and academic achievement.

House Resolution 1: Urging Restorative Justice in Utah's Education System

The resolution urges schools to implement restorative justice practices. These practices are an approach to addressing disciplinary and behavioral challenges in schools that shifts the focus from managing challenging behavior through punishment to that which nurtures relationships and repairs relationships, while holding students accountable. The anticipated outcomes of such practices include reducing behavioral problems, improving school community, and increasing student achievement, attendance and graduation rates.

SB 162 Intergenerational Poverty Matching Education Savings Plans

The bill provides one-time, \$100,000 to match deposits into 529 accounts established for children experiencing intergenerational poverty. It modified the existing Student Prosperity Savings Program to expand the ages of those eligible to receive deposits to any eligible child under age 20.

SB 194: Early Literacy Program

The bill renamed the program and removed consequences of the loss of funding to school districts that do not meet literacy goals. Instead, the Utah State Board of Education (USBE) is required to provide support to those programs failing to meet literacy goals.

SB 198: Public School Disciplinary Action Amendments

The bill requires USBE to compile an annual report regarding law enforcement activities and disciplinary action in schools.

SB 202: After School Program Amendments

The bill provides \$175,000 for DWS and USBE to issue grants to existing afterschool programs meeting the Legislature's definition of high-quality. The programs eligible to receive funding must identify matching funds and prioritize students eligible for free and reduced lunch.

FAMILY ECONOMIC STABILITY

HB 12: Family Planning Services Amendments

The bill requires the Department of Health (DOH) to submit a waiver to the federal Centers for Medicare & Medicaid Services (CMS) to add to family planning services for individuals not currently eligible for Medicaid. Specifically, the waiver includes family planning services for certain low-income populations not otherwise covered by Medicaid. DOH submitted the waiver on June 29, 2018.

HB 248: Compensatory Services in Lieu of Fines

The bill allows individuals guilty of committing certain infractions or misdemeanors to participate in community service rather than imposing fines as punishment.

HEALTH

HB 41,42; SB 31,32: Mental Health Crisis Package

The package of bills establishes a system of managing mental health crises throughout the state. The proposals require DOH to file a waiver with the Centers for Medicare & Medicaid for certain mental health crisis services. The services include a mobile crisis outreach team and a statewide mental health crisis line. In addition, the proposals establish the mental health crisis line, the Utah Mobile Crisis Outreach Team and extend the sunset date for the Mental Health Crisis Line Commission.

HB 177: Trauma-Informed Justice Provisions

The bill creates a Trauma-Informed Justice Program and establishes the Multi-Disciplinary Trauma-Informed Committee. The Intergenerational Welfare Reform Commission will have a representative on this committee to ensure coordination on the issue of trauma in Utah. The role of the committee is to report on current and recommended trauma-informed policies, procedures, programs or practices in the state's criminal and juvenile justice system.

HB 472: Medicaid Expansion Revisions

The bill requires DOH to file a waiver to the federal Centers for Medicare & Medicaid Services (CMS) request eligibility for an additional 70,000 to 90,000 uninsured individuals who have limited options for affordable health coverage. The waiver was filed on June 21, 2018.

OTHER LEGISLATION PROPOSALS: COUNTY INTERGENERATIONAL POVERTY

HB 326: Intergenerational Poverty Initiative

The bill established the Intergenerational Poverty Plan Implementation Pilot and appropriated \$1.0 million to the administration and implementation of the county-level plans to reduce intergenerational poverty. For further information, see APPENDIX C. INTERGENERATIONAL POVERTY PLAN IMPLEMENTATION PILOT.

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 Intergenerational Poverty 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 Seventh Annual Report on Intergenerational Poverty, Welfare Dependency and the Use of Public Assistance 2017.**
 - **Advisory Committee participated in the review of the Intergenerational Poverty Plan Implementation Pilot grant applications.**
 - **Engagement of Community-Based Organizations on Advancing the Commission Goals.** The Department of Workforce Services engages regularly with community-based organizations through its advocates meeting. In Summer 2018, community-based organizations involved in those meetings were invited to provide feedback for the 2018 annual report to describe the efforts in which they are engaged to advance the Commission's goals. In addition, the United Way of Salt Lake, through its Promise Partnership Regional Council, added a Financial Stability work group to align efforts with the Intergenerational Poverty Initiative. The Commission is represented on this work group and participates regularly to establish priorities that can be leveraged to support the Commission's goals within the family economic stability domain.
2. **Collaborate in sharing and analyzing data and information regarding the cycle of poverty and welfare dependency.**
 - **Partnership with Utah Tax Commission.** In the reporting period, the Commission partnered with the Utah Tax Commission to analyze data relating to the filing of the Federal Earned Income Tax Credit (EITC) among the intergenerational poverty population. The result of that analysis is contained in the annual data report. This partnership was critical in determining whether a proposal to establish a state EITC exclusively for working adults experiencing intergenerational poverty would assist in achieving the Commission's goals within the family economic stability domain.
 - **Partnership with academic researchers to address poverty.** The Commission partnered with researchers at Brigham Young University who are analyzing the effectiveness of Utah-based mentoring program, Circles, in moving families to self-reliance. The Department of Workforce Services communicated with eligible families to participate in the Circles program. BYU established a research model to evaluate whether families participating in the program achieve greater self-reliance as compared to families not participating. The research is in its initial phase of study.

CONCLUSION

Throughout FFY18, 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 are increasing to reduce intergenerational poverty through clearly defined goals.

The accomplishments of the Commission, the Advisory Committee and its three subcommittees were significant. The continuing engagement of 15 counties working toward addressing intergenerational poverty led to funding toward implementation of innovations developed at the local level. The upcoming year will provide an opportunity to evaluate the effectiveness of the innovations emerging from local communities, recognizing that the strengths and resources throughout Utah that may be utilized to address this complex issue.

As the Commission continues its work in 2018 and into 2019, it will continue to build on the progress of the past six years. In the coming months, the Commission will work collectively to develop a coordination plan to ensure families are aware of the various resources available to them that will lead to improved outcomes and achievements of both their family goals and the Commission's goals. Additionally, the Commission will continue to support the counties in the implementation of their plans, including assisting them in the establishment of measures to track progress. Finally, the Commission and its partners will continue to align the various initiatives underway throughout Utah to address challenges to ensure that the Intergenerational Poverty Initiative does not function independently or duplicate efforts already in place.

ENDNOTES

- 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, 2012-2017, <https://jobs.utah.gov/edo/intergenerational/annualreport.html>.
- 3 2018 KIDS COUNT Data Book, State Trends in Child Well-Being, Annie E. Casey Foundation, <http://www.aecf.org/resources/2018-kids-count-data-book>.
- 4 See Utah Education Roadmap, 2017-2027, Governor's Education Excellence Commission, 2017, https://www.utah.gov/governor/docs/priorities/education/UT_Education_Roadmap_FINAL1130.pdf; State of Utah Annual Report on Homelessness (2018), <https://jobs.utah.gov/housing/scso/documents/homelessness2018.pdf>; Utah Department of Workforce Services, State of Utah Affordable Housing Assessment 2017, 62, <https://jobs.utah.gov/housing/publications/documents/affordablehousingreport.pdf>; Intermountain Healthcare, New Alliance Seeks to Promote Health and Prevent Illness by Addressing Social Determinants of Health in Ogden, St. George (June 2018), <https://intermountainhealthcare.org/news/2018/06/new-alliance-seeks-to-promote-health-and-prevent-illness-by-addressing-social-determinants-of-health-in-ogden-st-george/>.
- 5 Utah Intergenerational Welfare Reform Commission, Utah's Plan for a Stronger Future: Five- and 10-Year Plan to Address Intergenerational Poverty (2016), https://jobs.utah.gov/edo/intergenerational/igp5_10yearplan.pdf.
- 6 Utah Department of Workforce Services, Workforce Research and Analysis Division, <https://jobs.utah.gov/wi/data/library/index.html>.
- 7 According to the U.S. Department of Agriculture, Federal Poverty Level for 2017, a family of four is in poverty if income is at or below \$24,600.
- 8 This report contains data from Calendar Year 2017.
- 9 The average amount of public assistance a family experiencing intergenerational poverty receives includes funds through Utah's Family Employment Program, SNAP and Child Care. It excludes any expenditures through public health insurance programs.
- 10 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.
- 11 Sarah Fass, Kinsey Alden Dinan, Yumiko Aratani, National Center for Children and Poverty, child Poverty and Intergenerational Mobility, December 2009.
- 12 National Center for Children in Poverty, Young Child Risk Calculator, <http://www.nccp.org/tools/risk/>.
- 13 Utah Education Roadmap, 2017-2027, Governor's Education Excellence Commission, 2017, https://www.utah.gov/governor/docs/priorities/education/UT_Education_Roadmap_FINAL1130.pdf.
- 14 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).
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- 19 In FFY2018, Utah’s federal funding for the Maternal, Infant and Early Childhood Home Visiting (MIECHV) will be reduced by \$3 million leading to a decrease in services provided to 463 families.
- 20 See n.12.
- 21 Funding to preschool programs includes General Fund and TANF. The TANF expenditures will expire at the end of FY2019.
- 22 School Readiness Initiative, UT CODE §53F-6-304.
- 23 As required by Senate Bill 101 (2016), High Quality School Readiness Expansion Initiative, OCC and USBE began evaluating preschool quality through the use of the Early Childhood Environmental Rating Scales. This observation tool aligns with Utah’s definition of a high-quality school readiness program.
- 24 Enrollment growth in public preschool among students who are not low-income was 9 percent between SY2016 and SY2017.
- 25 In 2014, the Utah Legislature adopted the High-Quality School Readiness Initiative. In 2016, the Utah Legislature adopted the High-Quality School Readiness Expansion program. In addition, the state allocates funding to the UPSTART program.
- 26 U.S. Census Bureau. American Fact Finder. GCT2302—Percent of children under six years old with all parents in the labor force, American Community Survey (ACS) 1-year estimates.
- 27 National Institute for Early Education Research, The State of Preschool, 2017, <http://nieer.org/wp-content/uploads/2018/07/State-of-Preschool-2017-Full-7-16-18.pdf>.
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- 30 KEEP statewide assessment was first used at the beginning of the 2017-2018 school year. It measures numeracy, literacy and social and emotional development.
- 31 See Kindergarten Supplemental Enrichment Program (V.L. Snow), HB 168, <https://le.utah.gov/~2017/bills/static/HB0168.html>.
- 32 Utah State Board of Education, based on student enrollment figures.
- 33 Utah Education Policy Center, University of Utah, Intergenerational Poverty Interventions in Afterschool Grant Evaluation Program, Longitudinal Analyses of Student Outcomes (2018), <https://daqy2hvnfszx3.cloudfront.net/wp-content/uploads/sites/2/2018/04/19095012/IGP-Longitudinal-Report.pdf>.
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- 39 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.
- 40 Statewide housing mobility rates are provided by the U.S. Census, ACS 1-year Survey, 2014.
- 41 According to the 2018 KIDS COUNT Data Book, Utah ranked as follows in each identified domain: 1-Family and Community; 7-Economic Well Being, 12-Education and 19-Health.
- 42 University of Utah, Kem C. Gardner Policy Institute, Social Determinants of Health (August 2018), <http://gardner.utah.edu/wp-content/uploads/Aug2018SymposiumData.pdf>.
- 43 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.
- 44 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.
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- 49 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.
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- 51 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.
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2018



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UTAH JUVENILE COURTS

