



# UTAH'S NINTH ANNUAL REPORT

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ON INTERGENERATIONAL POVERTY, WELFARE DEPENDENCY  
AND THE USE OF PUBLIC ASSISTANCE • 2020

UTAH INTERGENERATIONAL WELFARE REFORM COMMISSION ANNUAL REPORT





# CONTENTS

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About this Report ..... 4

Executive Summary..... 6

Introduction..... 8

PART I: Status of Individuals Experiencing Intergenerational Poverty in 2019 ..... 11

Child Well-Being..... 12

    Early Childhood Development ..... 12

    Education ..... 17

    Family Economic Stability..... 23

    Health ..... 29

PART II: Leading in the Communities—Intergenerational Poverty Plan Implementation Pilot Program..... 32

County IGP Plan Success Stories ..... 39

PART III: Utah Intergenerational Welfare Reform Commission Report..... 43

Conclusion ..... 56

About the Data ..... 57

Appendix A.1 Intergenerational Welfare Reform Commission Members..... 59

Appendix A.2 Intergenerational Poverty Advisory Committee Members ..... 59

Appendix B.1 Commission Agency Studies ..... 60

Appendix C.1 Schools Where 10% or More Students Experience Intergenerational Poverty ..... 61

Appendix C.2 Health Provider Shortage Areas..... 66

Appendix D.1 County Strategies to Reduce Intergenerational Poverty..... 67

Endnotes..... 70

# ABOUT THIS REPORT

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The Ninth Annual Report on Intergenerational Poverty, Welfare Dependency and Public Assistance provides the annual update on the progress of Utah's Intergenerational Poverty Initiative (initiative), including a final report on the state-funded Intergenerational Poverty Plan Implementation Pilot Program. This report continues to provide a roadmap for Utah across public, private, faith-based and community sectors to ensure Utah's commitment to provide equitable opportunity to all of its residents through establishment of common goals as measured with the use of comprehensive data. This report is organized in three parts:

**PART I:** Status of Individuals Experiencing Intergenerational Poverty in 2019

**PART II:** Leading in the Communities—Findings from the Intergenerational Poverty Plan Implementation Pilot Program

**PART III:** Intergenerational Welfare Reform Commission report and Activities in the Past 12 months

A supplemental report will be released by the end of calendar year 2020 as a continuation of the initiative's efforts to analyze the progress of families who were identified as experiencing intergenerational poverty when the initiative began in 2012. The Eighth Annual Report, released in 2019, included an initial analysis of these families to evaluate the impact the effort had on the outcomes for children when the initiative started, especially given the economic growth Utah has experienced since 2012.

Although the COVID-19 pandemic has affected families in Utah, including those experiencing intergenerational poverty, the data contained in this report is from calendar year 2019. As a result, this Ninth Annual Report does not capture the impacts of the pandemic on the well-being of children. Those impacts will be analyzed in the annual report released in 2021.

As in past reports, this report serves as an important supplement to the online data tools that are accessible to the public, which include the following: (1) county-level data; and (2) a statewide map identifying available resources in communities with the highest rates of children experiencing intergenerational poverty.

The previous eight annual reports are available to provide additional context and research for each of the areas of child well-being.<sup>1</sup>



This report continues to provide a roadmap for Utah across public, private, faith-based and community sectors to ensure Utah's commitment to providing equitable opportunity to all of its residents through establishment of common goals as measured with the use of comprehensive data.

# EXECUTIVE SUMMARY



Utah continues to be recognized as a national leader in promoting the well-being of its children. In its 2020 KIDS COUNT Databook, the Annie E. Casey Foundation ranked the well-being of Utah's children fourth in the nation.<sup>2</sup> This ranking represents significant progress for Utah's children since 2012, when Utah's Intergenerational Poverty Initiative began. At that time, the state was ranked 11th nationwide. As the overall well-being of Utah's children improves, so have indicators of well-being for Utah children experiencing intergenerational poverty.

In 2019, the Intergenerational Welfare Reform Commission made progress towards its five- and 10-year goals with improvements on several important indicators:

- Despite an increase in the rate of adults experiencing intergenerational poverty, there were 1,066 fewer children experiencing intergenerational poverty and the rate of children at risk of remaining in poverty as adults continued its decline to 21 percent.
- Kindergarten readiness increased slightly among young children experiencing intergenerational poverty, as measured by the state's kindergarten assessment.
- Significantly more children experiencing intergenerational poverty participated in enhanced kindergarten and growth in kindergarten was greater for these students than other students participating in kindergarten.
- Graduation rates among students experiencing intergenerational poverty increased, reducing the gap between the rates for these students and all Utah students.

- More adults experiencing intergenerational poverty have health insurance coverage and are utilizing that insurance to treat diagnosed behavioral health conditions.
- Counties with high rates of children experiencing intergenerational poverty implemented short-term plans to reduce intergenerational poverty, and data reveals progress was made through the implementation of innovative strategies in the 24-month pilot program.

Despite improvements in many areas contributing to achieving the Commission's goals in the domains of early childhood development and education, challenges remain in family economic stability and health care. (See APPENDIX A.1—INTERGENERATIONAL WELFARE REFORM COMMISSION MEMBERS.) The economic growth Utah has experienced throughout 2019 continues to elude families remaining in intergenerational poverty with ongoing obstacles to self-sufficiency, including low levels of educational attainment among the adult population, which is likely contributing to sporadic attachment to the labor force and low wages. The state's ongoing focus on the implementation of long-term strategies to improve job skills and increase educational attainment rates among those experiencing economic hardship will contribute to the Commission's long-term goal of achieving economic stability for families experiencing intergenerational poverty.

This report also builds on previous analyses of children experiencing homelessness:

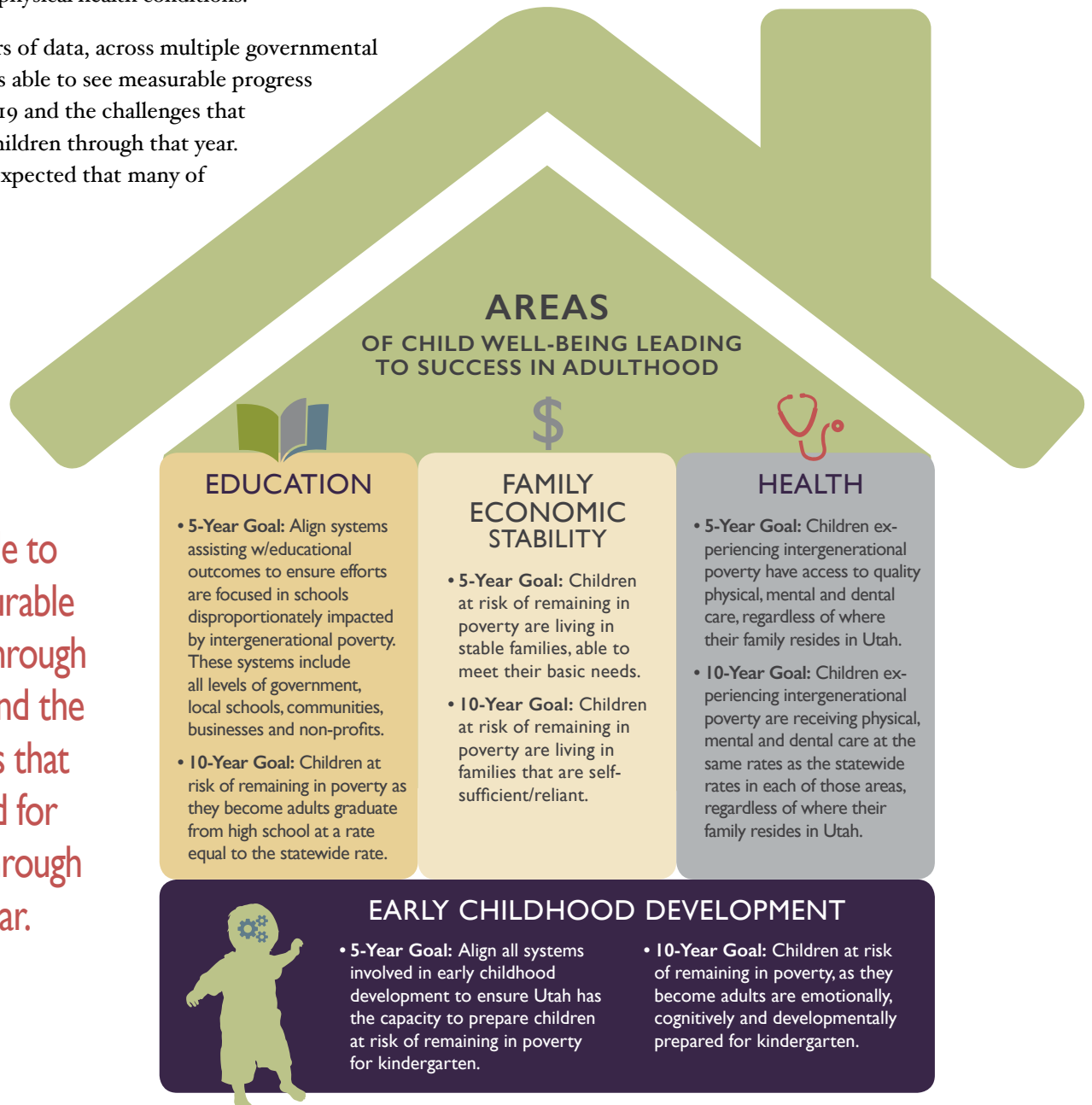
- Few children experiencing intergenerational poverty are accessing homeless services but when their families do access services, they are largely focused on the prevention of homelessness.

- Students who are homeless have greater rates of school mobility and those who are homeless and experiencing intergenerational poverty have even higher rates.
- Proficiency rates on academic assessments for children who are homeless are lower than children only experiencing intergenerational poverty.
- Parents of children who are homeless and experiencing intergenerational poverty may suffer from behavioral health and physical health conditions.

these indicators will change in CY 2020 due to the COVID-19 pandemic, the data contained in this report provides guidance to the Commission in those areas that continue to strain child well-being, while also addressing emergent needs that have become readily apparent due to the pandemic, such as educational equity. It is possible that these impacts will require revision to the Commission's five- and 10-year plan, *Utah's Plan for a Stronger Future*, upon analysis of the indicators in the 2021 report.

With eight years of data, across multiple governmental systems, Utah is able to see measurable progress through CY 2019 and the challenges that remained for children through that year. Although it is expected that many of

Utah is able to see measurable progress through CY 2019 and the challenges that remained for children through that year.



# INTRODUCTION

In 2012, when the Intergenerational Poverty Initiative began, Utah's economy was significantly different than it was in 2019, the year evaluated in this report. At that time, Utah was emerging from the Great Recession, unemployment was 5.4 percent, and the job growth rate was 3.3 percent. In 2019, prior to the start of the COVID-19 pandemic, Utah's economy was among the strongest in the nation with an unemployment rate of 2.6 percent.

The improvement in the economy between 2012 and 2019 generated a significant decrease in the state's poverty rate. In fact, Utah is recognized nationally as making dramatic progress in reducing its child poverty rate, which is lower than the national child poverty rate.<sup>3</sup>

The economic growth that took place between 2012 and 2019 reduced unemployment and poverty rates in Utah and also appear to have contributed to the gains made by the individuals first identified as experiencing

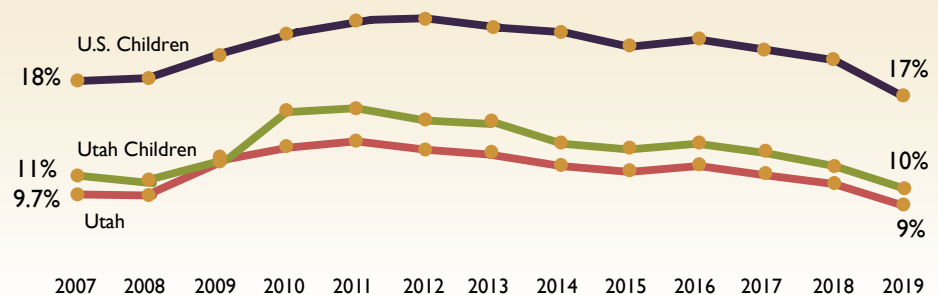
intergenerational poverty in 2012. Among those individuals, there was a decrease of 24 percent among the adults experiencing intergenerational poverty and a 42 percent decrease among the children between 2012 and 2017.<sup>4</sup>

The decrease in poverty, including intergenerational poverty, and continuing economic growth provides much to celebrate. However, the resources needed for a family to meet its basic needs grew between 2012 and 2019, and remains significantly greater than the amount identified by the federal poverty guidelines.

In 2019, the federal poverty guideline amount for a family of three, the average size intergenerational poverty family, was \$21,330. This amount is insufficient to meet the basic needs of a family this size, which is \$63,253.<sup>5</sup> The gap between these figures, approximately \$41,923, is partially closed through receipt of public assistance, but even those resources decrease the gap by only \$20,207 per year.<sup>6</sup>



**Utah Poverty Continues to Decline**  
*Federal Poverty, 2007–2019*





The ability to obtain employment that offers a wage to make up the remaining \$20,593 is a challenge for families within the intergenerational poverty population, particularly given that these adults are sporadically attached to the labor force and the majority lack an education beyond high school.

The income gap and other factors analyzed throughout this report are limiting families' ability to emerge from a multi-generational cycle of poverty. In 2019, there were 41,506 Utah adults living in this cycle.<sup>7</sup> These adults represent 29 percent of Utah's adult population receiving public assistance. This rate has steadily increased even as the economy has improved over the past seven years.



### 2019 Federal Poverty Guidelines

Persons in family/ household	2019 Federal Poverty Guideline
1	\$12,490
2	\$16,910
3	\$21,330
4	\$25,750
5	\$30,170
6	\$34,590
7	\$39,010
8	\$43,430

Among Utah children between the ages of 0-17 years old, 5.7 percent met the definition of intergenerational poverty in 2019. 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 21 percent of Utah's child population. Both categories of children, when combined, are considered at risk of remaining in poverty as adults, given that a child growing up in poverty is more likely to remain poor in early and middle adulthood than children who were never poor.<sup>8</sup> Through the years of analysis, the number of children at risk has decreased by 22 percent.

1,066 fewer children were identified as experiencing intergenerational poverty in 2019 compared to 2018.

### 2019 Use of Public Assistance for IGP Families



\$3,894

Supplemental Nutrition Assistance Program (SNAP)

\$4,790

Financial Assistance



### 2019 Use of Work Support Program for IGP Families

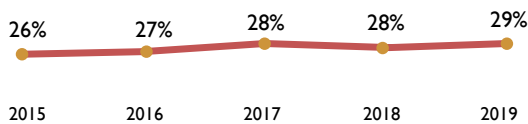
\$11,522

Child Care Subsidies to Support Employment, which increased by an average of \$844 from 2018



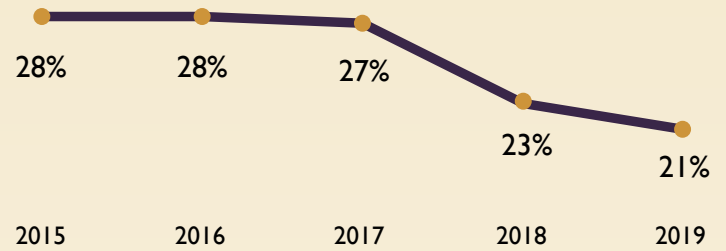


**Intergenerational Poverty Adults  
Comprise Increasing Share of  
Public Assistance**  
CY2015–CY2019

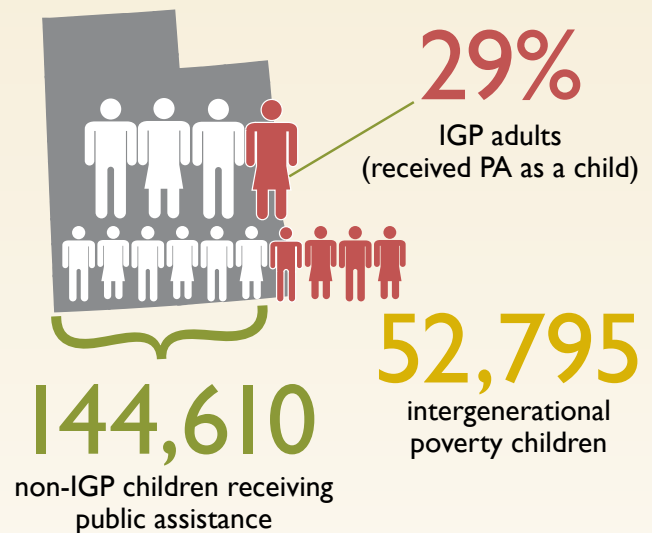


Building on the progress made since the start of the Intergenerational Poverty Initiative, and the ongoing desire to meet its goals, members of the Intergenerational Welfare Reform Commission have sufficient data available to conduct richer analysis of the children and their parents in the seven years since the initiative began. As a result, each of the Commission-member agencies are conducting longitudinal analysis to gain greater understanding of the impact of public resources utilized to improve outcomes for these families, as well as improved understanding of the population’s needs. These longitudinal studies will be released by the end of CY 2020. (See APPENDIX B.1—COMMISSION AGENCY STUDIES.) These studies are a continuation of the analysis that was discussed in the 2019 annual report.

**Rate of Child at Risk  
of Remaining in Poverty as Adults**  
CY2015–2019



**Utah Adults Receiving  
Public Assistance (PA) 2019**



This report evaluates progress toward achieving the Commission’s five- and 10-year goals outlined in *Utah’s Plan for a Stronger Future: Five- and 10-Year Plan to Address Intergenerational Poverty*.



## PART I: STATUS OF INDIVIDUALS EXPERIENCING INTERGENERATIONAL POVERTY IN 2019

Each year, this report provides an opportunity to evaluate progress toward achieving the Intergenerational Welfare Reform Commission’s five- and 10-year goals outlined in *Utah’s Plan for a Stronger Future: Five- and 10-Year Plan to Address Intergenerational Poverty*.<sup>9</sup> It does this

through the evaluation of data indicators across the four areas of child well-being that are the focus of the initiative. The following reports these indicators for CY2019.

The ability of state agencies to obtain additional understanding of the families experiencing intergenerational poverty and of the counties to design plans to reduce intergenerational poverty starts with the Intergenerational Poverty Mitigation Act’s requirement that all efforts be data-driven and research-based. As noted previously, between 2015 and 2019, the rate of

Baseline Data Update			
	2018	2019	
Children experiencing intergenerational poverty	53,861	52,795	↓
Rate of Utah children experiencing intergenerational poverty	6%	5.7%	↓
Utah children at risk of remaining in poverty as adults	23%	21%	↓
Adults experiencing intergenerational poverty	39,487	41,506	↑
Adults receiving public assistance, experiencing intergenerational poverty	28%	29%	↑
Children experiencing IGP living in single-parent households	62%	63%	↑
Young adults experiencing intergenerational poverty	5,703	5,506	↓

children experiencing intergenerational poverty, as well as the rate of children between the ages of 0 and 17 years old at risk of remaining in poverty as adults, has decreased.<sup>10</sup> The decline is greater among children at risk of remaining in poverty as adults than the rate of children experiencing intergenerational poverty, which has only decreased slightly during this time.

This slight decrease is not entirely surprising given that the number of adults experiencing intergenerational poverty has increased in this same time period, making it difficult to dramatically decrease the rate of children in the cycle of poverty.

## CHILD WELL-BEING



While the overall rate of intergenerational poverty year-to-year does not change dramatically, the outcomes for those experiencing intergenerational poverty in some areas of child well-being have changed through the years as strategies have been developed or modified and resources have been targeted to communities disproportionately impacted by intergenerational poverty. Since 2014, the domains of child well-being analyzed for this report remain early childhood development, education, family economic stability and health. The analysis across multiple domains recognizes the interrelated nature of these areas of well-being and the contribution each plays in disentangling poverty’s impact on limiting opportunity for children. Each area must be addressed in a comprehensive manner in order to ensure these children are provided the opportunity to strive for success from their earliest years and into and through adulthood.

### EARLY CHILDHOOD DEVELOPMENT

**Key Indicators for Early Childhood Development—2019 Update**

	2018	2019	
Children, IGP, ready for kindergarten, numeracy	49%	56%	↑
Children, IGP, ready for kindergarten, literacy	32%	35%	↑
Pregnant women, IGP, receive prenatal care	89%	92%	↑
Children, IGP, 0-2 years old, receive preventive health care	78%	79%	↑
Children, IGP, participate in public preschool	30%	27%	↓
Children, IGP, victim of substantiated case of abuse/neglect	21%	21%	↔

The Intergenerational Poverty Initiative has helped increase attention on the importance of investments in early childhood development, which include the areas of comprehensive early development and early care and education. These dual areas of early childhood development establish the foundation for outcomes as a child progresses through elementary, secondary and post-secondary education. Moreover, investments in early childhood development provide a significant and long-term return on that early investment.<sup>11</sup> Given the important role that early childhood development plays in establishing a foundation for long-term success, in 2019 the Utah Legislature established the Governor’s Early Childhood Commission.<sup>12</sup>

### **Kindergarten Readiness**

The goal in early childhood development is ensuring that children experiencing intergenerational poverty are ready for kindergarten. Kindergarten readiness correlates with better academic outcomes throughout a child’s secondary education career. In Utah, the Kindergarten Entry and Exit Profile (KEEP) is administered to each kindergarten student both at the start and end of their kindergarten years. The rates on the entry test provide an indication of kindergarten readiness among the students, while the exit score demonstrates the growth among kindergarten students at the end of their kindergarten year. In evaluating kindergarten readiness among students experiencing intergenerational poverty, only the entry rates are reported.

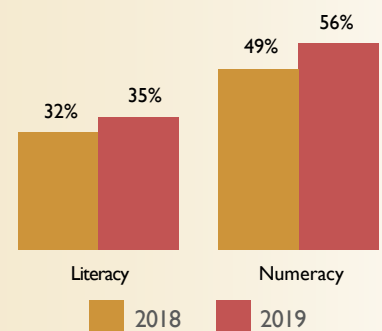
The KEEP is a new assessment tool in Utah. This report provided the rate of kindergarten readiness among children experiencing intergenerational poverty for the first time in the Eighth Annual Report. This year, kindergarten readiness in both literacy and numeracy is showing improvement compared to 2018.

It is important to note that the rate of kindergarten readiness among children experiencing intergenerational poverty is substantially lower compared to other populations of students entering kindergarten.

Although improving, there remains significant room for growth and an opportunity to expand strategies to increase kindergarten readiness for this population of students. These approaches include those beginning in infancy that address health care needs of young children; identifying and addressing developmental delays early; improving the quality of early care and education programs; and professionalizing the early care and education workforce. Many of these approaches are being evaluated by the Governor’s Early Childhood Commission.

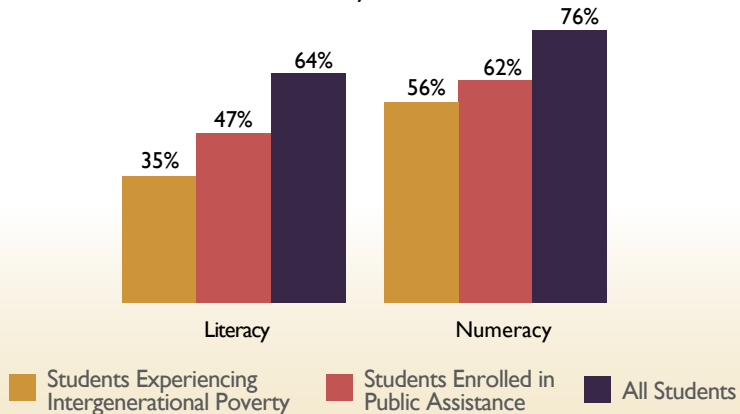
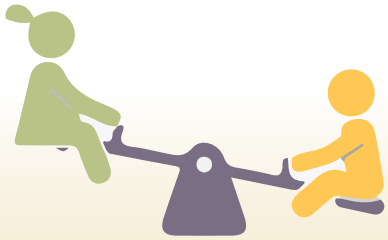


**Kindergarten Readiness of Students in Intergenerational Poverty**  
KEEP Entry Scores, SY2018 and SY2019



The 2019 Utah Preschool Development Grant B-5 Needs Assessment and its accompanying document, the PDG B-5 Strategic Plan, provide a comprehensive analysis of the early childhood system in Utah and are the resources guiding the work of the Governor’s Early Childhood Commission.<sup>13</sup>

## Kindergarten Readiness of Utah Students KEEP Entry Scores, SY2019



### Comprehensive Early Development

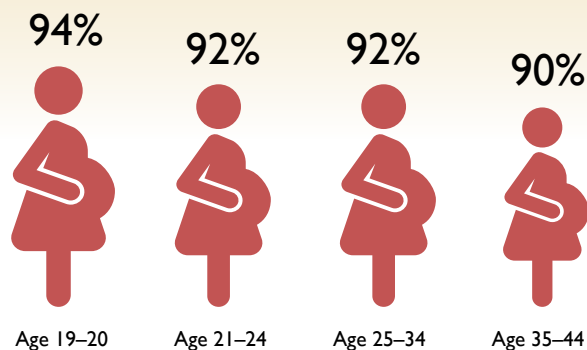
Although the state continues to make investments in high-quality preschool, preparing a child for kindergarten requires more than access to preschool. The kindergarten readiness of children includes ensuring that these children meet developmental milestones and any delays exhibited are addressed as early as possible. There are several factors that influence a child's healthy development including prenatal care, whether a child is born prematurely, access to healthy nutrition, receiving preventive medical care, and parenting. The relationship between the components that comprise the comprehensive early development system and the early care and education system is essential, requiring an early childhood system that is coordinated to ensure families can access resources that must converge to support kindergarten readiness. Among the young

children experiencing intergenerational poverty, the system addressing comprehensive early development is serving children and their parents in some areas but the population seems largely underserved by programs designed to address any developmental delays.<sup>14</sup>

### Comprehensive Early Development Data Highlights:

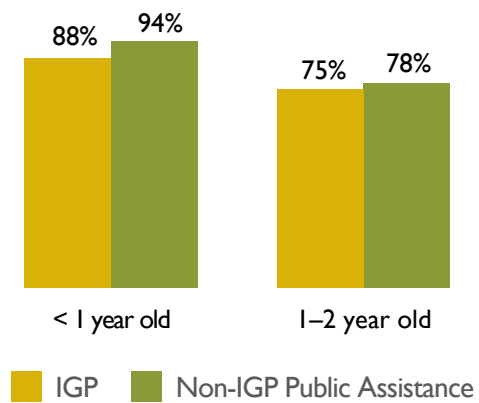
- Seventy-seven percent of children ages 0-5 years old experiencing intergenerational poverty participate in the Women, Infant and Children (WIC) nutrition program. The median length of time receiving WIC is 22 months.
- The overwhelming majority of pregnant women experiencing intergenerational poverty receive prenatal care.

### Pregnant Women Receiving Prenatal Care IGP women, CY209





### Pediatric Preventive Visits CY2019



- Very young children experiencing intergenerational poverty receive preventive medical care but at a slightly lower rate than children receiving public assistance not identified as intergenerational poverty.
- Only 683 children, or 3.5 percent, of the children between 0 and 36 months experiencing intergenerational poverty were screened by Baby

Watch Early Intervention Program (BWEIP) and of those screened, 93 percent demonstrated a moderate-to-severe developmental delay requiring services from BWEIP.<sup>15</sup>

- Twenty-one percent of children experiencing intergenerational poverty were victims of a substantiated case of child abuse or neglect.



### Early Care and Education

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*

Young children experiencing economic hardship who participate in high-quality early care and education programs are more likely to be ready for kindergarten. In Utah, high-quality preschools have also demonstrated an ability to mitigate developmental delays that often appear to be an indication of a student requiring special education services. To the contrary, these early delays are

more likely the result of limited access to high-quality early learning opportunities for children living in low-income households. By addressing these delays early through participation in high-quality preschool, Utah has avoided costs associated with providing multiple years of special education services. Together, these high-quality, early care and education programs supplement

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

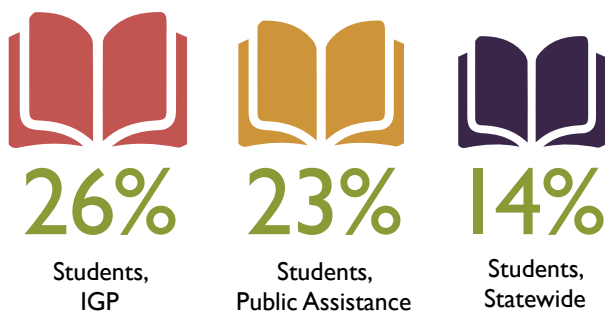


**Data Highlights**

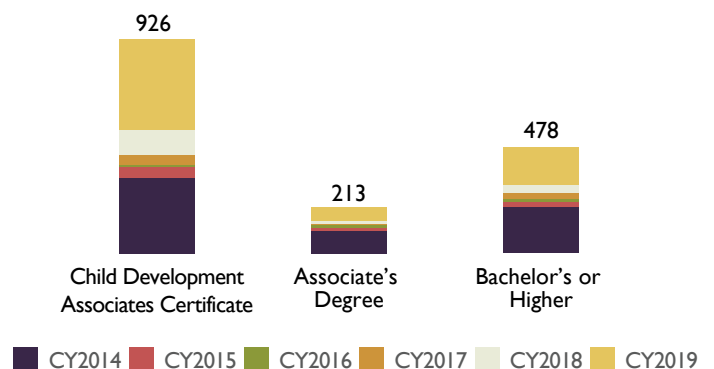
- Students identified as experiencing intergenerational poverty are more likely to utilize special education services than other Utah students.
- As public preschool expanded to 352 schools statewide, 27 percent of four-year-olds experiencing intergenerational poverty (1,117 children) participated in public preschool.
- Eighteen percent, or 4,123 children, of the children between the ages of zero to five years old and experiencing intergenerational poverty had their child care expenses covered through the child care subsidy program in 2019.
- Among Utah's 823 licensed child care providers, 86 percent are serving 10 percent or more children covered by child care subsidies; of these providers, one in five are working to improve the quality of their programs and meet the components of quality, as established in Utah's Child Care Quality System.
- Thirty-five percent of children whose child care costs are offset through a child care subsidy are attending child care programs that either received a rating through the Child Care Quality System or received quality improvement assistance.<sup>16</sup>
- Since 2014, there have been an additional 493 early care and education professionals who received their Child Development Associate's certificate, increasing their knowledge and skillset to help prepare young children for kindergarten.

Although the state has made great gains in the domain of early childhood development, ensuring the increasing investments are preparing children experiencing intergenerational poverty for kindergarten is an important next step. Given that the return on these investments have been estimated to be as high as \$13, it is the fiscally prudent approach for the state

**Students Utilizing Special Education Services**  
SY2019



**Educational Attainment of Early Childhood Educators**  
CY2014–2019





as it continues to look for ways to improve long-term economic prospects.<sup>17</sup> As it increases investments, Utah will need to be engaged in evaluating the effectiveness of these investments through rigorous study and data sharing.



## EDUCATION



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

—Governor Gary R. Herbert

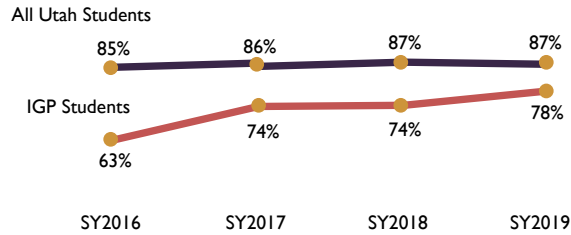
Key Indicators for Education			
	2018	2019	
Students, IGP, graduating from High School	74%	78%	↑
IGP Children, participating in enhanced kindergarten	30%	41%	↑
Students, IGP, chronic absentee rates for early grades (K-3)	33%	36%	↑
Third grade students, IGP, who are proficient in language arts	25%	23%	↓
Eighth grade students, IGP, who are proficient in math	19%	17%	↓
Students, IGP, ACT score of 18 or higher	36%	37%	↑

Through alignment and coordination of educational goals for students at risk for academic challenges, systems are working together to improve student outcomes. The coordinated efforts to improve educational outcomes recognize the necessity of obtaining an education beyond high school to establish careers in occupations with wages sufficient to meet the basic needs of families. As a result, the Commission’s education goal is ensuring high school students

experiencing intergenerational poverty graduate at the same rate as all Utah high school students. There has been dramatic progress toward this goal since the Commission first began tracking the data. In 2019, the gap closed to only 11 percent and the graduation rate for high school students experiencing intergenerational poverty climbed 15 percent while the rate for all students increased only two percent between 2016 and 2019.



**Graduation Rates Continue Positive Trend**  
SY2016–2019



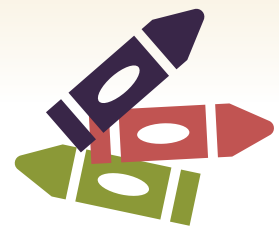
The effort to close the graduation rate gap begins in early childhood but largely remains the focus of the kindergarten through 12th grade education system. As a result, several benchmarks during the years of secondary education are evaluated to determine whether students experiencing intergenerational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

**Enhanced Kindergarten Early Intervention Program Participation**

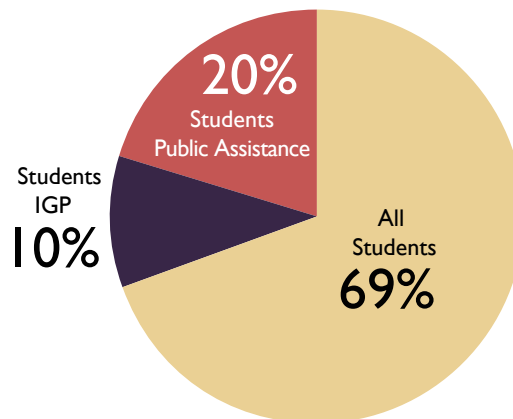
In Utah, the formal education system, overseen by the Utah State Board of Education (USBE), begins in kindergarten, which is optional in Utah and typically provides half-day rather than full-day or extended-day programs. Although optional, quality kindergarten experiences play a critical role in either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

Entry and Exit Profile (KEEP).<sup>18</sup> Utah’s Enhanced Kindergarten Early Intervention Program (Enhanced Kindergarten) is targeted to students who demonstrate risk for not achieving third grade outcomes, as measured by their kindergarten entry assessment scores. The enrollment in these programs is significantly higher among students experiencing intergenerational poverty. During the 2019 academic year, only 24 percent of all enrolled kindergarten students participated in these enhanced kindergarten programs compared to 41 percent of enrolled kindergarten students from the intergenerational poverty cohort. Due to increased investments by the Legislature, the Enhanced Kindergarten program has expanded through the years since the Intergenerational Poverty Initiative began and this has led to a larger rate of children experiencing intergenerational poverty enrolled in these additional kindergarten services.

**Kindergarten Students Increase Participation in Enhanced Kindergarten Programs**  
IGP Students, SY2016–2019



### Student Population for Enhanced Kindergarten Early Intervention SY2019



#### Data Highlights:

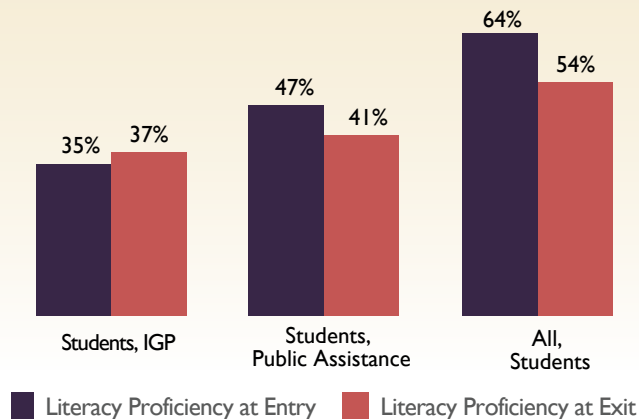
- In 2019, seven percent of all kindergarten students experienced intergenerational poverty, a rate that has remained virtually unchanged since 2016.
- Forty-one percent of the kindergarten students experiencing intergenerational poverty participated in the Enhanced Kindergarten Early Intervention Program extended-day kindergarten and comprise 10 percent of all students participating.

- Kindergarten students identified as intergenerational poverty experienced the greatest level of growth during kindergarten compared to other students who participated in kindergarten, as measured on the KEEP assessment.

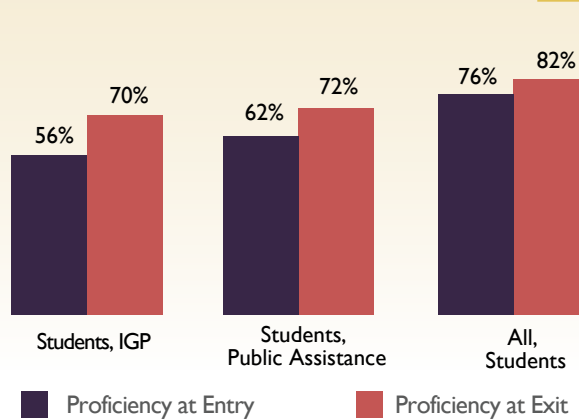
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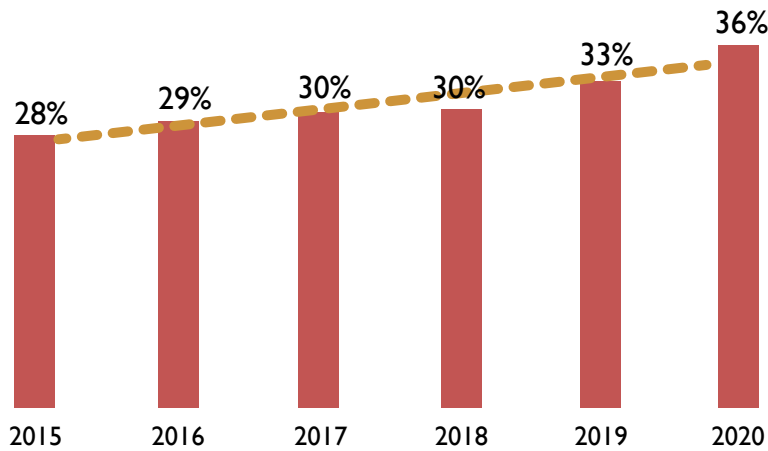
### Kindergarten Participation Improved Literacy Results KEEP, SY2019



### Kindergarten Participation Improved Math Results KEEP, SY2019



**Chronic Absence Rates for Students, IGP,  
Continue to Rise**  
SY2014–2019



**Chronic Absenteeism**

Students who are chronically absent from school, defined as missing 10 percent or more of the school year, are at greater risk for academic failure. There are direct, negative impacts to academic outcomes for students who are chronically absent, but chronic absence is also cumulative—a student chronically absent one year is likely to be chronically absent in subsequent years and more likely to drop out of school prior to graduation. These results are not surprising given that students who are regularly absent from school miss critical instruction, begin falling behind and find it difficult to catch up. This leads to increasing frustration for the student and eventual academic failure. Unfortunately, students experiencing intergenerational poverty experience high

chronic absence rates beginning in kindergarten. These rates are significantly higher than the statewide student population, and continue to increase since this indicator was first reported in 2015.

**Data Highlights:**

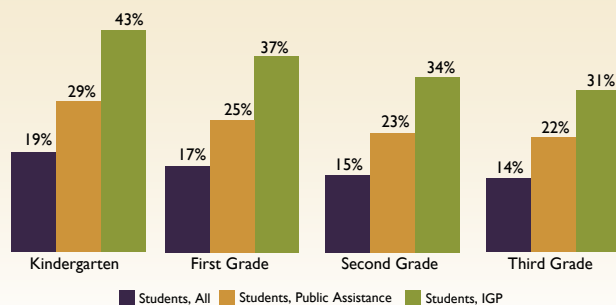
- Chronic absence rates among children experiencing intergenerational poverty are significantly greater than all Utah students in the early grades.

**Academic Proficiency**

The Intergenerational Poverty Initiative measures academic progress across the continuum of formal education from kindergarten through high school. Although graduation rates have increased for these



**Children in IGP Struggle with High Absenteeism**  
*Chronic Absence, SY2019*

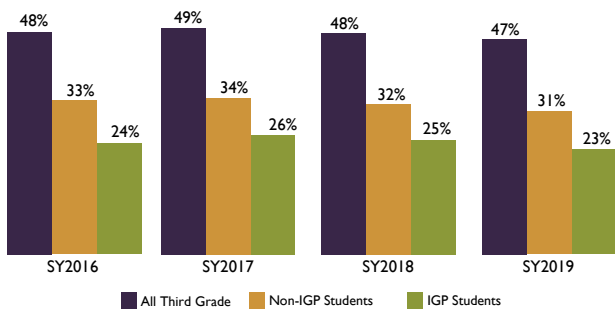


students, post-secondary educational and employment opportunities may be limited due to academic challenges that are revealed in several assessments taken throughout a child’s secondary education. The aggregate assessment scores continue to reveal challenges for students experiencing intergenerational poverty from outcomes on the kindergarten assessment, third grade language arts proficiency, math proficiency and ACT scores. All of the measures allow the state to evaluate its ability to support these children in attaining high school graduation.

**Data Highlights:**

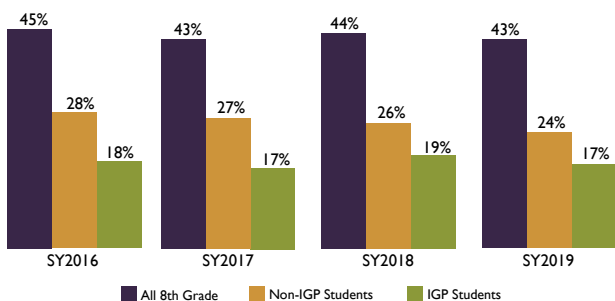
- Only 23 percent of third grade students experiencing intergenerational poverty are proficient in language arts compared to 47 percent of all students.

**Language Arts Proficiency Scores  
SY2016–2019**



- Only 17 percent of eighth grade students experiencing intergenerational poverty are proficient in math compared to 43 percent of all students.

**8th Grade Math Proficiency  
SY2016–2019**



**Post-Secondary Preparedness and Participation**

One of the most significant areas of improvement for students experiencing intergenerational poverty has been in narrowing the graduation gap between these students and all Utah students. Although the graduation rate is an important benchmark in evaluating whether students identified as experiencing intergenerational poverty will emerge from poverty as adults, this likelihood increases with participation and successful completion in post-secondary education and training.

The measure Utah has identified to determine whether a student is academically prepared for post-secondary education and training is a student’s score on the ACT test, which all Utah students are required to take in eleventh grade. A composite score of 18 on the ACT is the minimum score a student must attain to qualify for entry into many universities nationwide. As with other indicators revealing academic struggles for students experiencing intergenerational poverty, these struggles remain in high school. Among all Utah students, nearly two-thirds are reaching the minimum composite score while only one-third of students in the cycle of poverty are able to reach that benchmark. This may be contributing to the low enrollment in post-secondary education and training among these students despite successfully completing high school.



The measure Utah has identified to determine whether a student is academically prepared for post-secondary education and training is a student’s score on the ACT test.

64%

Students, All

43%

Students, Public  
Assistance

37%

Students, IGP

**Students Prepared for  
Post-Secondary Education**

*ACT Score 18 or Higher, SY2019*

**Data Highlights:**

- Among students in 11th grade who are experiencing intergenerational poverty, only 37 percent achieved an ACT composite score of 18 or higher, compared to 64 percent of all Utah students.
- The average ACT composite score among students experiencing intergenerational poverty was 17.2 compared to 20.3 for all Utah students.
- Among the 5,506 young adults between the ages of 18 and 21 who are experiencing intergenerational poverty, only 31 percent, or 1,724, enrolled in post-secondary training and education in SY 2019.
- Only 16 percent of those in post-secondary training and education enrolled in one of Utah's technical colleges.

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

the Commission's five-year goal to align systems and resources to focus on schools disproportionately impacted by intergenerational poverty. (See APPENDIX C.1—SCHOOLS WHERE 10 PERCENT OR MORE STUDENTS ARE INTERGENERATIONAL POVERTY.) As numerous educational initiatives continue to converge around similar goals and benchmarks, progress in other indicators are also expected to continue.

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





## FAMILY ECONOMIC STABILITY

### Key Indicators for Family Economic Stability

	2018	2019	
Families receiving public assistance who are IGP	20%	20%	↔
Adults, IGP, with year-round employment	31%	30%	↓
Adults, IGP, expending 30% of Income on housing	47%	48%	↑
Children, IGP, who utilized homeless services	1%	1%	↔
Children, IGP, moving more than once in 12 months	37%	34%	↓
Children, IGP, enrolled in SNAP	90%	88%	↓

The family in which a child is raised makes meaningful contributions to that child's ultimate success. As a result, the economic health of the family is an important piece of stability for children, as is the community in which a child is raised. In fact, a family's economic stability ensures it is able to meet the basic needs of its children, which correlates with positive child outcomes. This relationship led the Intergenerational Welfare Reform Commission to establish indicators of economic stability for children experiencing intergenerational poverty. Throughout 2019, families experiencing intergenerational poverty continue to face economic challenges despite the economic growth Utah experienced that year. These adults remain sporadically attached to the labor force leading to low wages or no wages in the year.

### Employment

In order for children to have their basic needs met, their parents must be employed in jobs providing sufficient pay. Important indicators of economic stability—employment and earnings—are

Only 8% of the adults identified as experiencing intergenerational poverty and only 15% of adults receiving public assistance possess a post-secondary degree or technical degree.

closely correlated with education. The individuals with post-secondary education or training are better able to weather economic downturns and take advantage of economic growth, as well as experience an overall increase in lifetime earnings than if they ended their education and training with a high school diploma. For children growing up in intergenerational poverty or homelessness, few of their parents have an education beyond high school, leading to low rates of employment and insufficient resources to meet their basic needs.

**Data Highlights:**

- Sixty-five percent of adults remaining in intergenerational poverty lack an education beyond high school.
- Thirty-nine percent of parents who are homeless lack a high school diploma or equivalent, much higher than the 22 percent of adults experiencing intergenerational poverty who lack that diploma.
- Despite Utah experiencing nearly full employment in 2019, only 30 percent of the adults experiencing intergenerational poverty earned wages year round.
- Fifty-nine percent of adults had some employment in 2019, the lowest percentage since the indicator was reported in 2014 when it was 61 percent.

- Among adults experiencing intergenerational poverty, the average annual earnings were \$12,089. The average annual earnings for women, the majority of the adults in intergenerational poverty was \$11,753.

**Housing Stability and Homelessness**

As reported in previous years, housing stability is critical to the healthy development of children. It helps establish social relationships, cultivate community and support education. In contrast, when housing is not stable, families face mounting challenges, including frequent moves or homelessness that disrupt daily routines and cause distress for everyone in the family. For a child, a move involving a transition to a new school compounds the challenge associated with moving. Among children experiencing intergenerational poverty, there are high rates of mobility. This is reflected in two measures evaluated: (1) moves in a 12-month period; and (2) student mobility as tracked by the Utah State Board of Education. The first measure indicates that 34 percent of children experiencing intergenerational poverty moved at least once in a 12-month period. The second measure also indicates that students experiencing intergenerational poverty have high rates of mobility leading to a school transfer for the student. Among students who switched schools in SY 2019, a larger percent of students experiencing intergenerational poverty, 22.4 percent compared to 10.5 percent of all



Housing stability is critical to the healthy development of children. It helps establish social relationships, cultivate community and support education.



students, went through that transition, in addition to transitioning into a new home in a new community.

An important factor in maintaining housing stability is access to affordable housing. When affordable housing is not available, family stability is affected. Housing is affordable when families pay less than 30 percent of their income for housing. When families pay more than that, they are considered cost burdened and likely experience difficulties meeting other basic needs such as food, clothing, transportation or medical care. Additionally, the mobility rates and even rates of homelessness are likely to be greater among families that are cost burdened.

The challenges confronting families who are cost burdened by housing has generated concern in Utah, which is experiencing a shortage of 40,000 affordable housing units throughout the state.<sup>19</sup> Any efforts to address this shortage will benefit those living in poverty, as well as those families on the brink of poverty. As a result, in 2019 the Intergenerational Welfare Reform Commission appointed a representative to serve on the Housing Affordability Task Force which has been evaluating the feasibility of establishing strategies to address the housing needs of Utahns.

Utah's expanding economy, although positive, contributes to rising housing costs and the lack of affordable housing. These combined realities may also be contributing to concerns in the state around homelessness, particularly children experiencing homelessness. In response to these concerns, the Utah Legislature amended the Intergenerational Poverty Mitigation Act ("Act") to include evaluation of the intersection between child homelessness and intergenerational poverty.<sup>20</sup> Although Utah has made significant efforts to reduce homelessness, the long-lasting impacts on children growing up without stable housing requires particular focus on children throughout the state experiencing homelessness. These children are among those at risk of remaining in poverty as adults. As a result, evaluating similar indicators of child well-being as those analyzed for children already in the cycle of

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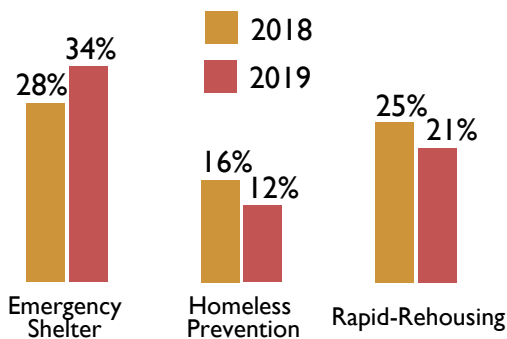
poverty sheds light on the circumstances and outlook for these children.

The data on children experiencing homelessness includes not only the intersection between intergenerational poverty and homelessness, but also several indicators revealing the intersection between child homelessness and education. Although very few children whose families are utilizing homeless services are also experiencing intergenerational poverty, among students who are homeless, many are also experiencing intergenerational poverty. The academic outcomes for these students align closely with those of students who are in the cycle of poverty.

## Homeless Services

In previous annual reports, data demonstrates that there is very little overlap between the children experiencing intergenerational poverty and the use of the homeless services that are offered in Utah. In fact, the data continues to reveal that only one percent of children experiencing intergenerational poverty utilized homeless services in 2019. Additionally, the services utilized by these children and their families are largely those designed to prevent homelessness, such as rapid re-housing programs and homeless prevention services rather than emergency shelter services. The data has only changed slightly through the years of the Intergenerational Poverty Initiative.

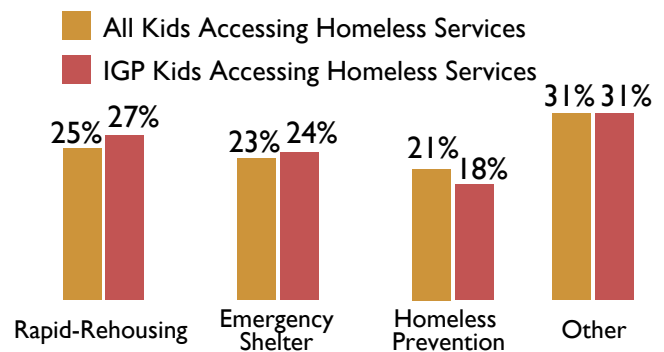
**Emergency Shelter Use Continues to Decline for IGP Kids**  
HMIS Data CY2018 and CY2019



The use of homeless services among children varies little among all children and those experiencing intergenerational poverty. In 2019, there were 6,023 children, only 10 percent of whom experienced intergenerational poverty, utilizing homeless services. Similar to children experiencing intergenerational poverty and utilizing homeless services, 46 percent accessed services focused on homeless prevention.

## Homeless Prevention Services Keep Children Out of Emergency Shelters

HMIS Data, CY2019



There are long lasting impacts of homelessness on a child. Any time a child spends in a homeless shelter has an impact on that child's social and emotional well-being. This is compounded given that the majority of the children's parents may have behavioral health conditions or chronic health conditions.<sup>21</sup> In 2019,



Any time a child spends in a homeless shelter has an impact on that child's social and emotional well-being.





nearly a quarter of the children who utilized homeless services spent time in an emergency homeless shelter. These children remained in shelter for an average of 34 days in the year. It's not simply the length of time in the shelter that is a concern, but similar to issues related to mobility, children are typically in shelters multiple times throughout the year. In fact, among children experiencing homelessness and receiving housing in a shelter, they received those services on 1.5 separate occasions throughout the year.

### **Students Experiencing Homelessness**

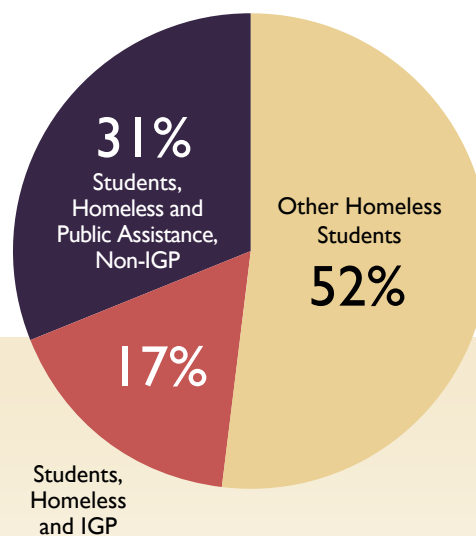
Although the use of homeless services indicates that few children experiencing intergenerational poverty are homeless or in jeopardy of becoming homeless, this information does not provide a complete picture of children experiencing homelessness in Utah. In addition to those receiving services, Utah's annual count of individuals who are homeless and the Utah State Board of Education (USBE) information on students who are homeless provides additional understanding of whether homelessness among Utah children is widespread.

**A greater share of children from the intergenerational poverty cohort who were homeless were living in a shelter.**

Each year, Utah performs the homeless point in time count. In 2020, the point in time count was performed in January 2020. Among those who were included in the count, 635 were children under 18 years old, the majority, or 61 percent, of whom were counted in Salt Lake County. In the 2019 count, there were 565 children who were homeless.

The new data from USBE provides additional insight regarding the experiences and outcomes of students experiencing homelessness. During the 2019 school year, there were 13,506 students who were homeless.<sup>22</sup> Among these students, 17 percent also experienced intergenerational poverty. While the definition used by USBE of homelessness is broad, a greater share of children from the intergenerational poverty cohort who were homeless were living in a shelter (10.4% compared with 4.1%); living somewhere without adequate facilities (5.1% compared with 2.8%) or living in a car, park, campground or other public place (2.2% compared to 1.7%).

**13,506 Students Were Homeless**  
in SY2019



In addition to unstable housing, students who are homeless, like students experiencing intergenerational poverty, often have high rates of student mobility. These mobility rates increase when the condition of homelessness is added. Among students who are homeless, 35 percent experienced mobility and therefore, likely attended more than one school in SY2019. This rate increases when the added condition of intergenerational poverty combines with homelessness. For these students, 39 percent experienced mobility in SY 2019. These mobility rates are significantly higher than the 10.5 percent mobility rate for all students, as well as the mobility rate for students who are in the intergenerational poverty cohort but who are not homeless—22.4 percent.

Similar to the rates on the academic indicators tracked for students experiencing intergenerational poverty, the academic outcomes for children who are homeless lag significantly behind students who are not homeless. The interventions and policies identified in *Utah's Plan for Stronger Future* to support improved academic outcomes for students experiencing intergenerational poverty would benefit students who are homeless, including access to high-quality early child care and education programs, enhanced kindergarten access, access to school-based behavioral health specialists, and curriculum focused on critical life skills in addition to academics.

These academic indicators, along with outcomes on the ACT exam, lead to a graduation rate of 78 percent for students experiencing homelessness.

**Data Highlights:**

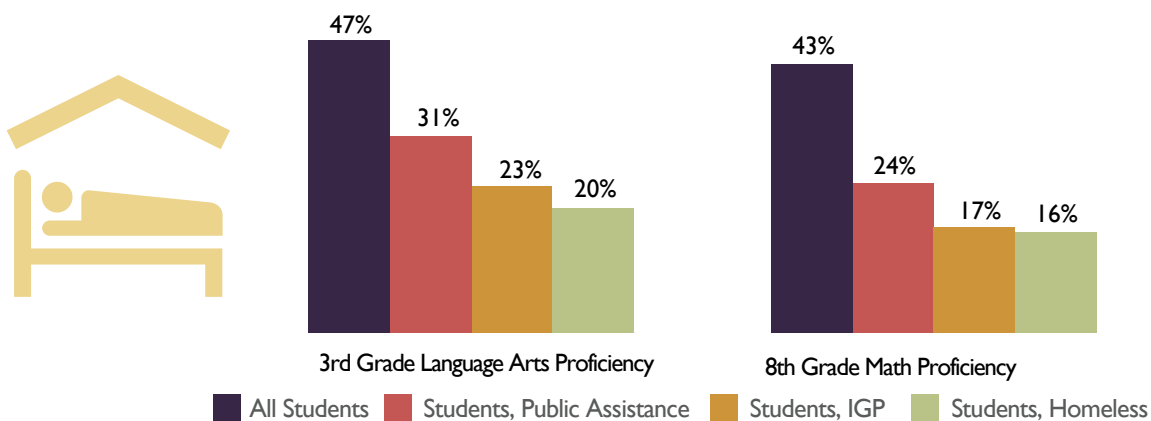
- Seventy-nine percent of families identified as experiencing intergenerational poverty are living in housing that is not affordable, spending more than 30 percent of their income on rent.<sup>23</sup>
- Thirty-four percent of children experiencing intergenerational poverty moved at least once during CY 2019.
- Only one percent of children experiencing intergenerational poverty utilized homeless services with the majority of those services being focused on preventing long-term homelessness.

**Access to Food**

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

**Homeless Impacts Academic Outcomes**

Standardized Tests, SY2019



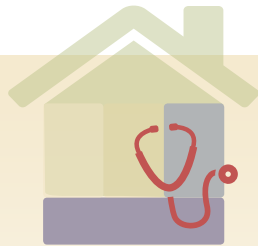
**Data Highlights:**

- In Utah, 12.1 percent, or 113,190 children, experience food insecurity.<sup>24</sup>
- Among children experiencing intergenerational poverty, 88 percent accessed food through the Supplemental Nutrition Assistance Program (SNAP).

During SY 2019, the School Breakfast and Lunch Program supported 93 percent of students experiencing intergenerational poverty during the school year.



**HEALTH**



**Key Indicators for Health**

	2018	2019	
Children, IGP, covered by public health insurance	95%	95%	↔
Adults, IGP, covered by public health insurance	75%	82%	↑
Children, IGP, received preventive health care	43%	45%	↑
Adults, IGP, received preventive health care	4%	4%	↔
Children, IGP, received annual dental care	46%	48%	↑
Children, 10-14 yo, IGP, requiring behavioral health services receive those services	67%	67%	↔
Youth, 15-18 yo, IGP, requiring behavioral health services receive those services	60%	57%	↓
Adults, IGP, requiring behavioral health services receive those services	40%	45%	↑
Adults, IGP, requiring substance use disorder treatment receive treatment	26%	34%	↓

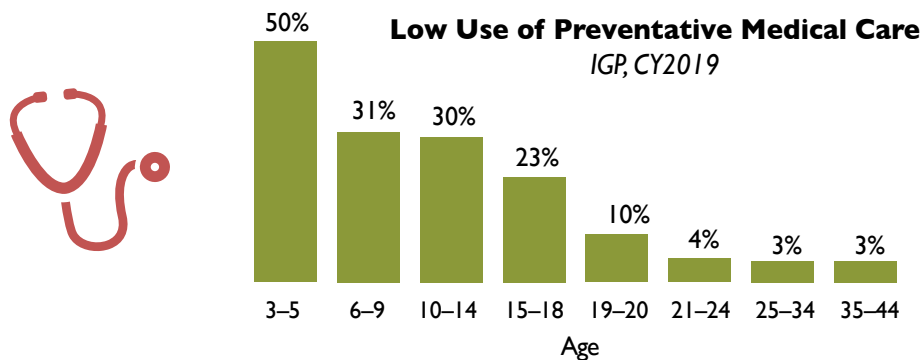


Among those living in poverty, health outcomes are impacted by a variety of factors outside of the health care system and include early exposure to trauma, lack of health care and exposure to risky behaviors, among other factors. These contributing factors to health outcomes are often referred to as “social determinants of health.” The effort to address these social determinants of health requires both access to, and utilization of, health care in addition to services outside of the traditional health care delivery system.<sup>25</sup> In 2019, the Department of Health conducted research which found that families experiencing intergenerational poverty are at greater risk of poor health and also incur greater health expenses than other populations enrolled in Utah’s public health system. Access to medical care, which includes physical health, oral health and behavioral health, for all family members increases the odds that parents can maintain employment, children can consistently attend school and parents have the capacity to care for their children.

### **Access to Health Care**

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

Among children who have access to health care through medical insurance, there is an increased likelihood that they will receive regular, preventive health care to address health needs early.



**Data Highlights:**

- Among children meeting the definition of intergenerational poverty, 95 percent have access to medical care through either Medicaid or the Children’s Health Insurance Program (CHIP).
- An increasing percentage of adults experiencing intergenerational poverty have access to medical insurance from 75 percent in 2018 to 82 percent in 2019.
- Several counties in Utah continue to be identified as Health Provider Shortage Areas meaning that there is an insufficient number of health providers in the counties based on population. (See APPENDIX C.2—HEALTH PROVIDER SHORTAGE AREAS.)
- Despite high enrollment in public health insurance, children are not receiving preventive medical care annually, with rates decreasing as children age.
- Only 48 percent of children experiencing intergenerational poverty received preventive dental care in CY 2019.

**Behavioral Health Care**

In addition to being exposed to conditions that impact one’s physical health, poverty often impacts behavioral

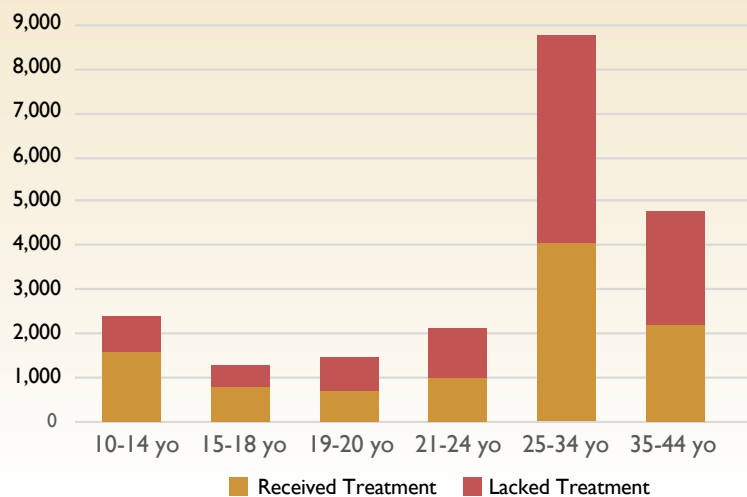
health. Unfortunately, behavioral health conditions often co-occur with poverty among both children and their parents. When behavioral health conditions are not addressed, additional negative health outcomes follow, as well as economic challenges for the family. In 2019, the Utah Department of Human Services conducted research which found that individuals experiencing intergenerational poverty have high rates of behavioral health conditions, including substance use disorders. Fortunately, Utah has an extensive network of evidence-based prevention programs that when accessed by families help contribute to reducing behavioral health conditions or support the building of resilience among those experiencing conditions.<sup>26</sup>

**Data Highlights:**

- Children and adults experiencing intergenerational poverty have high rates of diagnosed behavioral health conditions with 46 percent of the adults and 13 percent of children between the ages of zero to 17 years old with such diagnoses.
- Forty-eight percent of those between the ages of 10- to 44-years-old with a behavioral health diagnosis received treatment in 2019.



**49% with Behavioral Health Diagnosis Received Care**  
*In Medical Diagnoses Codes, CY2019*



- Eight percent of young adults between the ages of 18 and 21 years old, and 30 percent of adults experiencing intergenerational poverty covered by public health insurance, were diagnosed with a substance use disorder.
- Among those diagnosed with a substance use disorder, 35 percent received treatment for the disorder through the public health insurance system.
- An additional 14,399 individuals experiencing intergenerational poverty received behavioral health treatment through Utah's local mental health authorities, including 4,643 individuals receiving treatment for substance use disorders.

- In FY 2019, through a partnership between the Utah State Board of Education and the Department of Human Services, 350 schools provided students with access to a school-based behavioral health specialist. Of these schools, 89, or 26 percent, had high rates of students experiencing intergenerational poverty.<sup>27</sup>
- 742 students experiencing intergenerational poverty received behavioral health services through the School Based Behavioral Health Services Program.



## PART II: LEADING IN THE COMMUNITIES— INTERGENERATIONAL POVERTY PLAN IMPLEMENTATION PILOT PROGRAM

The Intergenerational Poverty Initiative combines resources across systems, including state and local government, business, non-profit organizations and religious organizations. This combined effort recognizes that Utah's ability to meet the goal of measurably reducing the incidence of intergenerational poverty requires the involvement of local communities. In 2016, the initiative engaged several counties throughout the state with a high rate of children experiencing intergenerational poverty. Through two years of effort, many counties developed data-driven plans to reduce poverty. In 2018, the Utah Legislature provided resources to support the implementation of these county plans through the establishment of the Intergenerational Poverty Plan Implementation Pilot Program (Pilot Program). The Pilot Program appropriated \$1,408,870 that was distributed to 10 counties, most of which are rural. The amount of funds appropriated was based on the size of the county, with smaller class counties

receiving \$75,000 and larger class counties receiving \$150,000. Throughout the grant term, unexpended funds were re-distributed to counties that were making progress toward their county goals.

In addition to requiring the counties to implement their plans, the grants included the following requirements:

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

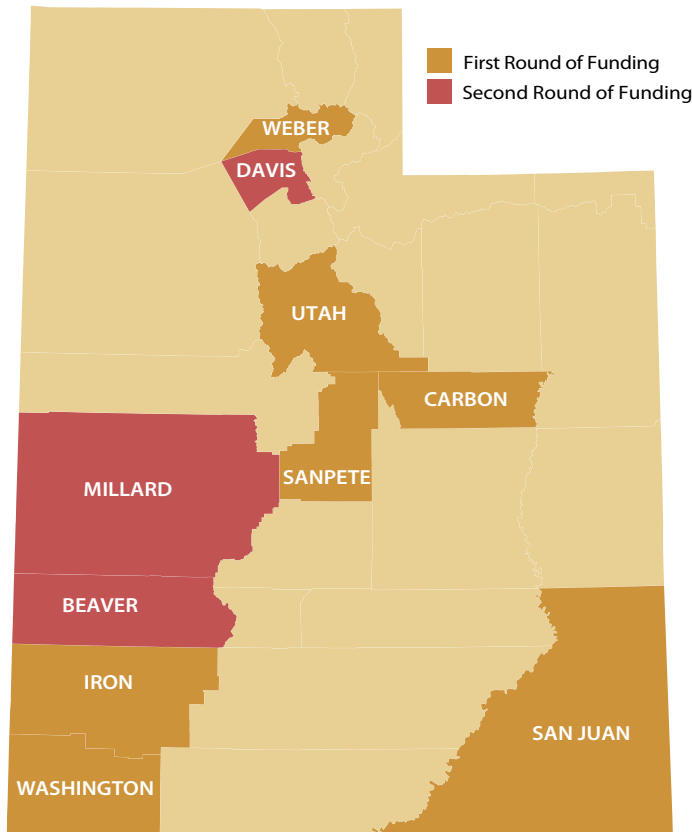
The successes of the county efforts are measured in relation to the Commission's five- and ten-year goals. The following identifies each of the five- and 10-year goals identified by the Commission, and indicates which counties are focusing on each of these eight goals.



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



The following summarizes the program and outcomes from counties that received funding through the grant which ended at the close of FY2020.



Sanpete County utilized a consent form that once signed by families, allowed the county's early childhood liaison to coordinate services and resources across state agencies. During the pilot, 21 families signed the form and as a result, 38 children were enrolled in high-quality preschool and their families were connected to state and community resources.

### **Multi-agency and Stakeholder Implementation Committees**

As part of the agreement between the state and the counties, the counties were required to establish implementation committees comprised of a diverse set of stakeholders across multiple systems that meet the needs of children and their families. These stakeholders are comparable to the stakeholders engaged in the initiative at the state level. These committees met on a regular basis to ensure effective implementation of the county plan. Through this collaboration, the committees focused on combining resources, coordinating services for families and developing consent agreements

necessary to meet the needs of families across systems while protecting privacy.

### **Plans Respond to County Needs**

Through the engagement of the Implementation Committees, each county that participated in the Pilot Program implemented its plan which responded to county-level data identifying needs of the families experiencing intergenerational poverty. These targeted plans were diverse and implemented several strategies. (See APPENDIX D.1—COUNTY STRATEGIES TO REDUCE INTERGENERATIONAL POVERTY.) Although the Pilot Program was short-term thereby

providing limited opportunity to significantly impact the path for children experiencing intergenerational poverty, it did allow for the collection of early results indicating whether particular strategies may be worth further investment by the county for a longer term.

In addition to the variety of strategies implemented by the counties, each county targeted different populations of children and adults. Some counties focused on the needs of young children and the goal of ensuring they were ready for kindergarten through enrollment in high-quality preschool programs. In other counties, the focus was on school-age children to increase job skills, school attendance and engagement in school through the implementation of high-quality afterschool programming, access to behavioral health specialists and youth mentoring.

Not every county plan established youth as its target population. In recognition of the relationship between family economic stability and outcomes for children, some counties focused on the needs of the entire family, including the adults. There were family mentoring programs designed to increase family financial stability and family strengths to support child development and reduce child abuse and neglect.

### **Outcomes for Children**

Through the cross-system collaborations required of the counties, short-term gains were achieved for families living in their communities.

All of the ten counties that created and implemented plans made progress during the grant term.

<b>Hundreds of Families and Individuals Served During the Pilot Program</b>				
County	Children Under Age 6	School-Age Children	Adults	Families
Beaver		48		
Carbon		20	68	108
Davis		3		45
Iron		45		
Millard		87		34
Sanpete	38			50
San Juan				72
Utah		55		370
Washington			524	
Weber				41
<b>TOTALS:</b>	<b>38</b>	<b>210</b>	<b>592</b>	<b>720</b>

## Intergenerational Poverty Plan Implementation Pilot Program Outcomes

County	Target Population	Goals	Outcomes
BEAVER	7th through 12th graders in two secondary schools in Beaver County	Support afterschool program that provides hands-on learning, homework assistance, mental health support, physical health activities, life skills instruction and social skills lessons and activities	An increase of 24% of math and language arts and science proficiencies among students participating in the program. Chronic absenteeism decreased by 30% among children participating in the afterschool program.
			At the beginning of the grant nine students had behavioral issues in the class room, By the end of the grant none of the IGP students have behavioral issues on the class room.
CARBON	Families with children between the ages of 7-17 years old, focusing on 7th grade students	Increase family stability	Of 16 participating families in Circles, all of the adults obtained employment and 9 adults have been referred to and are participating in a training or education program 85 families completed financial education 27 families increased their family protective factors
		Increase student engagement in schools	A total of 20 IGP students enrolled in the FIND job training program—16 remain enrolled, 3 graduated and 1 dropped out to work
		Increase job skills for students and parents	68 IGP adults enrolled in the FIND job training program—12 remain enrolled; 56 graduate and are now employed through the program
DAVIS	30 families that reside in the Clearfield and Layton area experiencing intergenerational poverty	Increase family economic stability	22 families have graduated from the Circles program with Certificates.
		Increase school engagement	
IRON	Children between the ages of 11 and 14 years old	Increase school engagement	GPA for students seeing the social worker increased from 2.26 to 2.5 for the period of the grant.
		Students will establish college and career readiness plans	GPA for students participating in the afterschool program increased from 1.76 to 2.6 for the period of the grant. Average days a student was absent at the beginning of the grant was 8.14. By the end of the grant that number decreased to 2. Decrease in behavioral incidence from 12 students with behavior issues at the beginning of the grant down to 3 students by the end of the grant period.

## Intergenerational Poverty Plan Implementation Pilot Program Outcomes

County	Target Population	Goals	Outcomes
MILLARD	IGP Children and their Families living in Millard County	Increase school engagement and academic outcomes of IGP youth	Serving 34 children—Baseline data: 72% K-3rd grade are chronically absent. 18% have behavioral issues in the classroom; 100% require behavior health services; 100% are receiving free or reduced lunch.
		Improve family stability through progression on family plan	All 34 families have completed a needs assessment. Referrals have been made to resources of need.
SAN JUAN	Families experiencing intergenerational poverty	Increase family stability	All families received a behavioral health evaluation and 7 continue to receive behavioral health services 8 had employment; 50% (2/4) families participating in education or training program successfully completed the program.
	Children experiencing intergenerational poverty between the ages of 0 and 8 years old	Increase early literacy among young children experiencing IGP	Survey results: Increased knowledge regarding early literacy among home visiting participants from 54% to 87%. Confidence as a parent reading to their children increased from 65% to 78%. Importance of children to read at an early age rose from 68% to 80%
SANPETE	Families with children between the ages of 3 and 5 years old	Increase kindergarten readiness of IGP students	Not available at time of publication
		Ensure families are able to meet the basic needs of their children	21 families provided consent to coordinate services across agencies to meet basic needs
UTAH	Families with children, 0-17 years old, and living in the South Franklin neighborhood of Provo.	Decrease cases of child abuse and neglect	35 families are engaged in activities to increase family stability
		Increase school engagement	55 students were connected with a mentor
			67% of students developed career readiness skills
		Increase social capital through community engagement	By the end of the grant an average of 14 adults participate in community meetings monthly.
Improve coordination of services for families experiencing IGP	Coordinated referral system developed to include 20 community partners results in 335 families receiving services through 577 referrals		

## Intergenerational Poverty Plan Implementation Pilot Program Outcomes

County	Target Population	Goals	Outcomes
WASHINGTON	Adults in the Court Supportive Services Justice Reinvestment Initiative who are low-level offenders experiencing IGP and lack an education beyond high school	Increase employment among adults	22% (118/524) IGP adults were referred to higher education
			12% of adults referred to higher education or training graduated from their programs; 44% remain enrolled and participating
		Increase family stability	
WEBER	35 families in Weber County experiencing intergenerational poverty	Increase the health and well being of children experiencing IGP	Chronic absentee rates decreased from 58% to 48%
			Decrease in adults expending 30% or more of income on housing from 46% to 40%
		Decrease the barriers to family economic stability for adults experiencing intergenerational poverty	58% of adults have year round employment, an increase from 54%
			Decrease in homelessness from 23% to 1%



## COUNTY IGP PLAN SUCCESS STORIES

### **Davis County: Family Strengths Lead to Change**

The Davis County plan incorporates the Circles Program. Circles is a mentoring program that connects participants, known as Circles Leaders, whose incomes fall below 150 percent of the federal poverty line with local volunteers, known as Circles Allies. The Circles Leaders develop a plan to get out of poverty and receive support through the involvement of the Circles Allies. In Circles, success is defined as a family reaching income equal to at least 200 percent of poverty.

Through Open Doors, the Davis County Circles Program, a single mom entering the program, at first hesitant and skeptical, placed herself and her child on a strong path for their future after completing the 12-week program. At the time the woman first learned of the program through a neighbor, she was recently divorced with no job skills and little income. She was receiving financial assistance, rent assistance, food stamps, and food from a local food bank. Despite this situation, she was not interested in participating in the program after attending the first meeting when participants shared feelings and challenges until she was encouraged to stay for the homemade dinner a regular part of the meeting for Leaders and Allies. That dinner resulted in her participating in many more dinners and meetings.

Upon completion of the 12-week program she joined with other Leaders and Allies in her cohort to establish and complete a plan. Her Ally supported the development of her plan to achieve her goal of becoming self-sufficient. This included enrolling in Davis Technical

College, becoming an RN and obtaining employment at a local hospital.

The positive influence of Circles on this single mother extended to her child as well. In fact, her once shy daughter who was not fully engaged in school also benefited from her mother's involvement in Circles. The change in her mother resulted in significant change for her leading to high school graduation with honors, obtaining her degree at Weber State University and eventually receiving a full scholarship from the University of Utah to receive her Master of Social Work. The influence of Circles on her family led her to establish a youth group component of Circles for children between the ages of 13 and 18 years old of Circles Leaders and Allies.

The work of these two remarkable women did not stop when the 12-week Circles Program ended, but rather started with that program. They remain actively involved in their community, encouraging residents to complete their Census forms and register to vote. Both women have given back to the Circles program through volunteering and supporting other Circles Leaders.

### **Millard County IGP Success Story: Coordinating Resources Leads to A Bright Future for One Family**

In Millard County, the intergenerational poverty plan focused on the goals of increasing school engagement and improving family stability. The county established two primary strategies to achieve these goals: (1) implement the Student Connect Support program; and

Upon completion of the 12-week program, a single mom in Davis County joined with other Leaders and Allies in her cohort to establish and complete a plan.



## The plan to reduce intergenerational poverty in Weber County focused on all four areas of child well-being identified by the Intergenerational Welfare Reform Commission.



(2) provide case management services to students and their families to connect them to resources. Although Millard County received its grant funding in the second year of the Pilot Program, it already addressed challenges faced by one family that was experiencing significant trauma in a very short period of time.

A family experiencing intergenerational poverty, with three school-age children participated in the Student Connect Support program beginning in October 2019. In the two-parent household, one parent was unemployed and served as caregiver to the other parent, the father, who was disabled and unable to work. At the time of enrollment, the family was receiving support through the Department of Workforce Services. In partnership with the program facilitator, the family identified several needs including employment for the mother, utility assistance and the possibility of vocational rehabilitation services for the father. Over the next several months, the facilitator continued to assist the mother in finding employment while addressing the immediate needs of the family, including connecting the children with behavioral health specialists.

Unfortunately, the challenges for this family compounded when the father, after receiving authorization to return to work, took his own life. The facilitator helped the family navigate funeral costs, access available survivor benefits for which they were eligible, address new behavioral health needs emerging from the traumatic event and obtain additional assistance for home and vehicle repairs and medical needs. The March 2020 closure of schools due to COVID-19 presented additional concerns for this family when the children were at risk of losing important

resources available through the school. The Student Connection Support Program continued support for the children. The facilitator, remaining a liaison for the family, coordinated access to tutors, special education services and school counselors. When many children throughout Utah became disengaged with school during this time, the children in this family increased engagement, leading to improved attendance, behavior and grades.

Today, as a result of the support received through the Millard County intergenerational poverty plan, the mom remains employed, the children seem to have benefited from the counseling services and their overall well-being has dramatically improved.

### **Weber County: Increasing Resilience Leads to Changes for Multiple Generations**

The plan to reduce intergenerational poverty in Weber County focused on all four areas of child well-being identified by the Intergenerational Welfare Reform Commission. The Weber County Commission felt this broad focus was necessary given the high rates of poverty throughout the county, especially within Ogden City. As a result, the Weber County plan included a new program, the Integrated Community Action Now (I-CAN) pilot program. The pilot was implemented alongside other important initiatives in the county, including Western Governor's University (WGU), Intermountain Healthcare's "Alliance for the Social Determinants of Health" (Alliance) initiative and Ogden Civic Action Network, among others. In two years, Weber County has seen improvement for families participating in this family-centered program.



One of those success stories involves a single mother with one child who entered the I-CAN program when she was identified through the Intermountain Healthcare Alliance program. At the time the family entered the program, the mother had significant behavioral health challenges and as a result, her primary source of income was Social Security Disability Insurance and the family lacked stable housing. Through I-CAN, the mother was assigned a Resource Integration Coach (RIC) who partnered with the Alliance community health worker and a housing advocate from the Ogden Civic Action Network. This team's first goal was to find safe and affordable housing for the family.

Upon obtaining housing, the mother has been working with Weber Human Services to overcome her many health challenges. While addressing her health needs, she enrolled in the I-CAN post-secondary initiative with partner WGU, which provides full tuition to any individual experiencing intergenerational poverty who is participating in the I-CAN program. Through that partnership, the mother is participating in a newly designed Peer Assessment and Collaboration Academy for eight weeks, after which she plans to pursue a degree in human resources beginning in October 2020. The program helped this single mother “feel like her life has purpose,” and despite the challenges presented by the COVID-19 pandemic, she feels supported and optimistic about her future as reflected by her family resilience score, which increased from 72 to 84 out of 100.

The Weber County I-CAN program's approach to integrating partners has supported this mother in moving from crisis to stability, as well as placing the family on a path toward economic mobility in only five months.

### **Future of County Plans in the Wake of COVID-19**

As a requirement to receive funding to implement a county plan, counties were required to identify matching funds. This requirement demonstrated a commitment to addressing this issue and provided an opportunity for counties to sustain their pilot programs once state funding was expended. Although each county was required to submit a sustainability plan, the COVID-19 pandemic is jeopardizing the sustainability of these pilot programs. Despite this, some counties are committed to continuing implementation of

### **Lessons Learned**

As the pilot program ends, there were additional outcomes and lessons learned:

- Referrals and services for families experiencing intergenerational poverty will increase as a result of improved coordination that was required across systems and increased knowledge gained by Implementation Committee members of additional resources available throughout the county of which they were previously unaware.
- Privacy laws create obstacles for counties to identify children and families experiencing intergenerational poverty who may benefit from services and resources available, even with resources and technical assistance provided from Workforce Services to address this challenge.
- Programs that incorporated one-on-one mentoring and cohort models of participant engagement exhibited positive, short-term outcomes. Whether these programs result in reducing intergenerational poverty requires a long-term commitment to implementation of the programs, as well as following the participants over time, an option not available through the Intergenerational Poverty Plan Implementation Pilot Program



their plans in a scaled down or modified form. Weber County was able to obtain additional funding through an appropriation made by the Legislature and a grant from Western Governor's University.<sup>28</sup> This funding will enable its pilot plan to continue for several years.

In addition to jeopardizing the long-term sustainability of their plans, the pandemic required counties to adapt and modify plans for the final months of the pilot program. The counties serving children in schools were most impacted as preschool and afterschool programs

were shut down. Fortunately, students being served by behavioral health specialists continued to receive those services virtually. Similarly, adult mentoring programs were also suspended until it was safe for in-person meetings. This included three counties implementing the Circles Program, which were given an option to extend their grants and serve the families in their program. Only Davis County accepted the offer to extend their grant, and as a result, will serve one additional cohort of families in its Circles Program.





## PART III: UTAH INTERGENERATIONAL WELFARE REFORM COMMISSION REPORT

Pursuant to Utah Code §35A-9-305, the following is the *Utah Intergenerational Welfare Reform Commission Annual Report 2020*. 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 Workforce Services. 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 Commission's activities from October 2019 through September 2020. These dates correspond to the federal fiscal year (FFY) and is referred to as FFY 2020.

This Annual Report will meet the following reporting requirements:

- Describe how the commission fulfilled its statutory purposes and duties during FFY20;
- Describe policies, procedures, and programs that have been implemented or modified to help break the cycle of poverty and end welfare dependency for children in the state affected by intergenerational poverty; and
- Update on the Commission's progress to advance the goals outlined in its five- and 10-year plan, *Utah's Plan for a Stronger Future*.

### **2019-2020 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.<sup>1</sup>

In FFY2020, the COVID-19 pandemic caused the Commission to postpone some of its efforts and shift focus. However, the Commission engaged in the following activities for the first six months of FFY2020: (1) continued supporting locally-led initiatives to address intergenerational poverty; (2) supported an effort to move Utah toward becoming a trauma-informed state; and (3) implemented 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.

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<sup>1</sup> See *Utah's Plan for Stronger Future* for a list of all indicators and recommendations identified to advance the Commission's goals, [https://jobs.utah.gov/edo/intergenerational/igp5\\_10yearplan.pdf](https://jobs.utah.gov/edo/intergenerational/igp5_10yearplan.pdf).

## **County Engagement**

In the previous 12 months, the Commission continued its work to support 15 counties working intentionally to reduce intergenerational poverty. This effort included supporting the nine counties that received funding appropriated by the Legislature for the Intergenerational Poverty Plan Implementation Pilot. These county-centered approaches recognize 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. The summary of these efforts are discussed in Part II of this report and included the following additional activities:

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

## **Trauma-Informed Practice: Resilient Utah**

The annual reports on intergenerational poverty consistently highlight the correlation between childhood trauma and toxic stress and the occurrence of intergenerational poverty. Through this research, the Commission established the Resilient Utah Subcommittee in an effort to support the state in understanding trauma. The subcommittee completed its work in FFY2019 and transitioned focus on the establishment of a statewide center responsible for developing a sustainable statewide public-private collaborative to establish trauma-informed approaches. The need for the center was identified through a survey instrument distributed in FFY2019 to behavioral health practitioners.

In FFY2020, the Commission supported the planning of the center. This included participating in a one-day convening of practitioners to begin discussing the role and the mission of the center. Although the COVID-19 pandemic required the effort to be temporarily postponed, the Commission will continue to support this work in FFY2021.

## **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, additional strategies 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.

**2020 Intergenerational Welfare Reform Commission: Progress Summary on Recommendation Implementation**

DEPARTMENT OF WORKFORCE SERVICES				
Area of Child Well-Being	Indicator being Influenced	Recommendation	Completed	Progress in Previous 12 Months
Early Childhood Development (ECD)	(1) Child care providers serving >10% subsidy participate in programs to improve quality	Increase capacity of high-quality preschool	Yes (ongoing)	Office of Child Care (OCC) administered Utah's state-funded preschool program to both increase the capacity for high quality programs to serve children who are low-income, including IGP, as well as fund preschool programs to become high quality. In SFY20, the program served 2,316 children identified as low-income with at least one of 10 enumerated risk factors and provided funding to four preschool programs to become high quality.
	(2) Young children experiencing IGP participate in preschool			
	(3) Children experiencing IGP are kindergarten ready	Establish a true Quality Rating and Improvement System for child care programs	Yes (ongoing)	OCC partially implemented its Child Care Quality System on October 1, 2019. Of licensed centers eligible to receive a rating, 35% received one and 32% of children covered by subsidies attend programs with a rating. The following is the rating distribution from lowest to highest quality: Foundation of Quality: 49 programs; Building Quality: 46 programs; High Quality 24 programs; and High Quality Plus: 1 program. Implementation for licensed family programs has been postponed due to COVID-19 and will resume in 2022.
		Utilize the established Child Care Quality System to provide greater child care subsidy payments to high-quality child care providers	Yes	25 licensed child care providers are receiving an enhanced subsidy grant for achieving a high quality rating.
		Develop statewide, preschool readiness developmental assessment	Yes	In SY2019-20, USBE implemented the Preschool Entry and Exit Profile that was adopted in 2018 during the General Session.

**DEPARTMENT OF WORKFORCE SERVICES**

<b>Area of Child Well-Being</b>	<b>Indicator being Influenced</b>	<b>Recommendation</b>	<b>Completed</b>	<b>Progress in Previous 12 Months</b>
Family Economic Stability (FES)	(1) IGP young adults participating in post-secondary education (2) IGP adults with year-round employment (3) IGP adults employed in occupations with wages sufficient to meet basic needs of families (4) Families living at or above 200% Federal Poverty Line (4) Families receiving public assistance who experience intergenerational poverty	Connect youth to employment	Yes (ongoing)	(1) Work-based learning programs implemented in 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 UWORCS tools. (3) Continue partnerships between workforce development and schools and their counselors to address career opportunities for youth.
		Increase job skills through career pathways	Yes (ongoing)	(1) Talent Ready Utah grants to promote programs providing unemployed and underemployed adults opportunities to receive training and certification in high-demand occupations. (2) "Invest in You Too," program for single-women focused on a public-private partnership with Salt Lake Community College, DWS and medical manufacturers to provide training and later employment in the medical manufacturing industry.
		Ensure education and job training meet work requirements	Yes	Child Care is provided to parents pursuing education while they are working.
		Promote Work Opportunity Tax Credit for employment of individuals experiencing intergenerational poverty	Yes	Educated staff working with CTW on the credit. Training is available on request. Additional information can also be found on the DWS website: <a href="https://jobs.utah.gov/employer/business/wotc.html">https://jobs.utah.gov/employer/business/wotc.html</a>
		Increase uptake in the federal Earned Income Tax Credit	Yes	(1) All employment centers providing information on the EITC during the TY2019 and individuals were notified of the availability of the EITC. (2) Commission supported legislation that would increase uptake for the federal EITC through an incentive which established a 529 college savings account.

**DEPARTMENT OF WORKFORCE SERVICES**

<b>Area of Child Well-Being</b>	<b>Indicator being Influenced</b>	<b>Recommendation</b>	<b>Completed</b>	<b>Progress in Previous 12 Months</b>
Family Economic Stability (FES)		Provide a match for EITC recipients	Yes	Commission supported efforts to establish 529 accounts for qualified individuals experiencing intergenerational poverty, an amount equal to a percent of the federal EITC.
		Encourage participation in financial coaching courses	Yes	TANF currently pays for multiple providers around the state to provide financial coaching workshops. A collaboration with the Consumer Financial Protection Bureau titled Your Money Your Goals has been introduced/trained to a DWS employment counselors so employment counselors have the tools needed to help clients and to refer to external resources when needed.
All		Families served through a two-generational lens	Yes	Developed and implemented a pilot project in Sanpete County to coordinate services for families with children who are preschool age. This included developing and implementing a Release of Information consent form so that the family can be served by all state agencies in an effort to better coordinate services. Service include enrollment in high-quality preschool, job training, education and health services.
All		Support evidence-based decision making	Yes	(1) DWS partnered with Brigham Young University and the Circles program to evaluate the effectiveness of the mentoring program on participants' outlook on life.  (2) DWS worked toward establishing outcome-based contracting through the utilization of Results Based Accountability.

**DEPARTMENT OF HUMAN SERVICES**

<b>Area of Child Well-Being</b>	<b>Indicator being Influenced</b>	<b>Recommendation</b>	<b>Completed</b>	<b>Progress in Previous 12 Months</b>
Family Economic Stability (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	DHS follows the guidance from the Office of Child Support Enforcement (OCSE) with regard to child support payments. Although DHS does establish policies that treat both parents equally, it may modify support orders for incarcerated parents, based on their current ability to pay, result in less debt accrual and more formal employment, more child support payments and less need for enforcement after incarceration. In 2017, DHS, Office of Recovery Services proposed a legislative change that would allow it to modify support orders on the basis of incarceration. That law was adopted and is being implemented. Among adults experiencing IGP, 17 percent have been involved with Utah Department of Corrections.
Health	(1) Schools serving high percentages of children experiencing IGP provide access to behavioral health 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 (ongoing)	During SFY2019 School Based Behavioral Health access and availability increased to 33 School Districts and to 350 schools (67 of the schools have high rates of IGP). These services are also available in 23 Charter Schools. During SFY2019, School Based Behavioral Health services were provided to 3,163 students through Mental Health Early Intervention funding and TANF funding.



**DEPARTMENT OF HUMAN SERVICES**

<b>Area of Child Well-Being</b>	<b>Indicator being Influenced</b>	<b>Recommendation</b>	<b>Completed</b>	<b>Progress in Previous 12 Months</b>
All		Families served through a two-generational lens	Yes (ongoing)	<p>System of Care uses evidence based, Wraparound to fidelity to serve children, youth and families statewide. This approach is proven to have more sustainable outcomes and lessen repeat government involvement. Five regional advisory councils provide oversight and address policy and regulatory issues, gaps in service, funding concerns, youth and family voice, and workforce development in each of the system of care regions.</p> <p>Partnerships with 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**

<b>Area of Child Well-Being</b>	<b>Indicator being Influenced</b>	<b>Recommendation</b>	<b>Completed</b>	<b>Progress in Previous 12 Months</b>
All		Support evidence-based decision making	Yes (ongoing)	<p>Evidenced-based programs are a requirement of a transformative federal reform bill, Family First Prevention Services Act 2018. DHS is working with federal agencies, lawmakers, providers and partner agencies to identify opportunities for services under these new guidelines.</p> <p>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	Completed	Progress in Previous 12 Months
Early Childhood Development (ECD)	<p>(1) Children, 0-5, who are IGP receive home visiting services</p> <p>(2) Children, IGP, assessed with moderate-to-severe developmental delay participate in Baby Watch Early Intervention (BWEI)</p> <p>(3) Children, IGP, who experience substantiated case of abuse and/or neglect</p> <p>(4) Parents have the knowledge and skills to promote healthy development of their young children.</p>	Continued expansion of evidence-based home visitation programs to targeted populations and regions of the state	No	<p>(1)The Office of Home Visiting (OHV) is a program within the Utah State Department of Health. We work with local Health Departments and not for profit agencies to provide home visits to pregnant women and young families who would like to know more about being parents. The Home Visiting models OHV supports have been well researched and have been shown to have a positive impact on the families who participate. Home Visitors are well trained and can provide information about breast feeding, toilet training, nutrition, home safety, child development and much more. Home visits are tailored to the needs of the families being served. They are designed to be conducted in the home of the family, however, they can be done in an office, park or where ever Mom and the baby are most comfortable.</p> <p>In 2018, using available federal and state resources, local regional providers contracted with the Office of Home Visiting used the evidence based models of Nurse Family Partnership or Parents as Teachers served :</p> <p>Number of children served: 623</p> <p>Number of families served: 614</p> <p>Number of contracts: 6</p> <p>Contracted Providers: (4 LHD, 2 NPO) Salt Lake County Health Department, San Juan County Health Department, Central Utah Health Department, Utah Navajo Health Systems, The Learning Center for Families dba Root for Kids, Prevent Child Abuse Utah</p> <p>Counties served: Salt Lake, San Juan, Sevier, Washington, Weber</p> <p>(2)The purpose of the Baby Watch Early Intervention Program (BWEIP) is to enhance early growth and development in infants and toddlers, who have developmental delays or disabilities or both, by providing individualized support and services to the child and their family.</p> <p>The program is available for any child with moderate or severe delays through 15 regional providers. The regional providers are local health departments, school districts, private non-profits, and universities.</p> <p>Early Intervention (EI) services are provided through a family coaching model that focuses on helping children meet goals in all areas of development. All services take place in the child's natural environment (home, child care, etc.) and are tailored to meet the individual needs of the child and family. In SFY 2018, 15 local early intervention programs served 14,987 children between 7/1/17 and 6/30/18.</p> <p>Our BWEIP referrals come from parents, local health departments, pediatricians and family physicians, Early Head Start Programs, Centro de La Familia, Help Me Grow, and the Department of Human Services refers any child with a substantiated case of child abuse.</p>

**DEPARTMENT OF HEALTH**

<b>Area of Child Well-Being</b>	<b>Indicator being Influenced</b>	<b>Recommendation</b>	<b>Completed</b>	<b>Progress in Previous 12 Months</b>
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	<p>DOH continued to support access to health care throughout the state. Through its work to designate 13 frontier counties Governor's Certified Shortage Areas, San Juan Hospital build a clinic in Blanding which benefited from the designation. This work is expanding to other rural hospitals.</p> <p>DOH Office of Primary Care and Rural Health works to recruit medical professional into rural communities and frontier areas.</p> <p>This year, the Utah Department of Health, offered to all of our employees the opportunity to participate in a "Trauma Informed " seminars designed to answer these basic questions:</p> <p>What is Trauma?</p> <p>What is the impact of trauma?</p> <p>How do I recognize possible trauma responses?</p> <p>How can I be more effective in working with people with a trauma history?</p> <p>How can I care for myself as I work with people who have experienced trauma?</p> <p>Over 6 seminars, more than 250 Department of Health employees participated in these half day seminars.</p>
All		Families served through a two-generational lens	Yes (ongoing)	Both the Women, Infants and Children nutrition program and the Parents As Teachers Home Visiting program are considered by DOH to be family-focused, two generational programs as they work with both the adults and children to achieve outcomes.
All		Support evidence-based decision making	Yes (ongoing)	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 BOARD OF EDUCATION

Area of Child Well-Being	Indicator being Influenced	Recommendation	Completed	Progress in Previous 12 Months
Early Childhood Development (ECD)	(1) Child care providers serving >10% subsidy participate in programs to improve quality  (2) Young children experiencing IGP participate in preschool  (3) Children experiencing IGP are kindergarten ready	Increase capacity of high-quality preschool	Yes (ongoing)	USBE continues to partner with OCC in the administration of the state-funded preschool program.
	Children experiencing IGP are kindergarten ready	Develop statewide, kindergarten readiness assessment	Yes	The Kindergarten Entry and Exit Profile (KEEP) was fully implemented. In 2018, USBE modified the intake form to include the identification of a specific preschool or early learning program a kindergarten student participated in prior to enrollment in kindergarten.
	Children experiencing IGP are kindergarten ready	Develop statewide, preschool readiness developmental assessment	Yes	In SY2019-20, USBE released the Preschool Entry and Exit Profile (PEEP). Due to COVID 19, PEEP Exit was not administered and therefore no results were collected. Administration of the PEEP has resumed this fall.
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	In the Legislature's Special Session 5, USBE was awarded \$5 million in additional funding for OEK. This brings the amount of OEK funds available to LEAs to provide extended learning opportunities from 7.5 million to 12.5 million in state funds.

**UTAH STATE BOARD OF EDUCATION**

<b>Area of Child Well-Being</b>	<b>Indicator being Influenced</b>	<b>Recommendation</b>	<b>Completed</b>	<b>Progress in Previous 12 Months</b>
Education	<p>(1) Students experiencing IGP graduate from high school</p> <p>(2) Students experiencing IGP are Language Arts proficient</p> <p>(3) Students experiencing IGP are Math Proficient</p>	Incorporate Social and Emotional Learning (SEL)	Yes (ongoing)	The PEEP data collection includes social emotional learning metrics and collection of those results began in Fall of 2019.
Family Economic Stability (FES)	<p>(1) IGP young adults participating in post-secondary education</p> <p>(2) IGP adults with year-round employment</p> <p>(3) IGP adults employed in occupations with wages sufficient to meet basic needs of families</p> <p>(4) Families receiving public assistance who experience intergenerational poverty</p>	Expose high schools students to post-secondary education and job training opportunities beginning early in their high school career	Yes	All Utah students begin their exploration of careers and postsecondary training in middle school. A variety of career pathways are available to all high school students. These pathways are reviewed and programs are regularly updated to ensure that students are being prepared for high skill, high wage, and emerging or in-demand occupations. Articulation agreements between secondary and postsecondary programs are in place and students can move seamlessly from secondary education to postsecondary training.
	<p>(1) IGP young adults participating in post-secondary education</p> <p>(2) IGP adults with year-round employment</p> <p>(3) IGP adults employed in occupations with wages sufficient to meet basic needs of families</p> <p>(4) Families receiving public assistance who experience intergenerational poverty</p>	Provide incentives to two-year colleges for key outcomes	N/A	

## UTAH STATE BOARD OF EDUCATION

Area of Child Well-Being	Indicator being Influenced	Recommendation	Completed	Progress in Previous 12 Months
Family Economic Stability (FES)	(1) IGP young adults participating in post-secondary education (2) IGP adults with year-round employment (3) IGP adults employed in occupations with wages sufficient to meet basic needs of families (4) Families receiving public assistance who experience intergenerational poverty	Expand scholarship opportunities to students experiencing intergenerational poverty	Yes	College Application Day provides a mechanism for students experiencing IGP to have access to mentoring and assistance in filling out applications, including financial aid. Students living in poverty also receive additional consideration on many scholarship opportunities.
All		Families served through a two-generational lens	No	
All		Support evidence-based decision making	Yes	USBE is developing a family engagement landing page to provide families with evidence-based strategies related to supports for children from birth to 5 model around the 5before5 plus a nutrition component. This landing page should be available in Fall 2020.

# CONCLUSION

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Utah's success in reducing intergenerational poverty for its children requires a long-term and sustained commitment involving data analysis over multiple years, as well as research evaluating implemented strategies that are anticipated to improve outcomes for children in the cycle of poverty. The state has demonstrated its ongoing commitment to ensure that all Utah children have the ability to achieve their potential, including those experiencing extreme economic hardship, while remaining fiscally responsible.

In the nine years since passage of the Intergenerational Poverty Mitigation Act significant progress has been made and innovative strategies have been implemented across the four areas of child well-being that form the basis for reducing intergenerational poverty in the state. There have been increased investments and strategies in early childhood to ensure young children enter kindergarten ready to learn. Those investments are starting to bear fruit as rates of kindergarten readiness among children experiencing intergenerational poverty modestly increase.

These early outcomes are carrying forward in students receiving their secondary education. Among students experiencing intergenerational poverty, improvements are starting to show as early as kindergarten with academic gains made between the start and end of kindergarten, demonstrating the value of the increased investments made to expand access to enhanced kindergarten programs. The gains are continuing, despite remaining concerns on student proficiency scores throughout the academic careers of students experiencing intergenerational poverty, as these students complete their secondary education and graduate from high school in increasing numbers.

The improved data in several indicators represent progress by the Intergenerational Welfare Reform Commission and its five- and 10-year goals. However, the long-term commitment to measurably reducing intergenerational poverty among Utah children needs to continue particularly in the area of family economic stability. The cycle of poverty will not end as long as parents are unable to meet the basic needs of their families. As a result, Utah needs to continue prioritizing long-term strategies that promote adult education and workforce training programs to increase levels of educational attainment or increase job skills for these individuals. Until adults are able to obtain and maintain employment in occupations providing a wage sufficient to meet the basic needs of their children there will be an increased likelihood that their children will remain in poverty as adults and the Commission's primary goal will not be achieved.

As Utah continues its focus on intergenerational poverty, the COVID-19 pandemic may require adjustments by the Welfare Reform Commission in the upcoming year. The steep economic downturn that occurred as a result of the pandemic may impact children experiencing intergenerational poverty in unforeseen ways, as well as possibly increase the number of children in the cycle of poverty when the data is analyzed in the 2021 report. The significant changes that occurred to the educational system and the impact those changes may have on access to education and educational equity risk impacting the significant academic gains made for students experiencing intergenerational poverty. At this time, all of these impacts are unknown. However, the efforts of the state to increase resources for families experiencing economic hardship and those made to education will be valuable in blunting the impact during this unprecedented time.



# ABOUT THE DATA

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## INTRODUCTION

***Poverty Continues to Decline:*** U.S. Census Bureau, ACS 1-Year Estimates, 2019.

***2019 Federal Poverty Guidelines:*** U.S. Department of Health and Human Services, Office of the Assistant Secretary for Planning and Evaluation

***2019 Use of Public Assistance for IGP Families by Types of Assistance:*** Utah Department of Workforce Services analysis of the average annual amount of benefit.

***Utah Adults Receiving Public Assistance 2019 Infographic:*** Utah Department of Workforce Services, analysis of public assistance participation in CY 2019.

***Intergenerational Poverty Adults Comprise Increasing Share of Public Assistance Recipients:*** Utah Department of Workforce Services, analysis of public assistance participation in CY 2019

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

## **PART I: Status of Individuals Experiencing Intergenerational Poverty in 2019**

### **Baseline Data Update**

All of the data reported is from the Department of Workforce Services.

### **Early Childhood Development Data**

***Kindergarten Readiness of Utah Students in Intergenerational Poverty:*** Utah State Board of Education, analysis of Kindergarten Entry and Exit Profile results, SY 2019.

***Kindergarten Readiness of Utah Students:*** Utah State Board of Education, analysis of Kindergarten Entry and Exit Profile results, SY 2019.

***Pregnant Women Receiving Prenatal Care:*** Utah Department of Health, analysis of Medicaid utilization in CY 2019.

***Pediatric Preventive Visits:*** Utah Department of Health, analysis of Medicaid utilization in CY 2019.

***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 in SY 2019.

***Early Childhood Educators Educational Attainment:*** Care About Childcare, Utah State University, CY2014-CY2019.

## **EDUCATION DATA**

***Graduation Rates Continue Positive Trend:*** Utah State Board of Education, SY2012-2019.

***Kindergarten Students Increase Participation in Enhanced Kindergarten Programs:*** Utah State Board of Education, SY2013-2019.

***Student Population for Enhanced Kindergarten Early Intervention:*** Utah State Board of Education, SY 2019.

***Kindergarten Participation Improved Literacy Rates:*** Utah State Board of Education SY2018-2019, analysis of Kindergarten Entry and Exit Profile results SY2019.

***Kindergarten Participation Improved Math Results:*** Utah State Board of Education, analysis of Kindergarten Entry and Exit Profile results, SY2019.

***Chronic Absence Rates for Students, IGP, Continue to Rise:*** Utah State Board of Education, analysis of chronic absence rates among students experiencing intergenerational poverty, SY2015-2019.

***Children in IGP Struggle with High Absenteeism:*** Utah State Board of Education, analysis of chronic absence rates among all students.

***Third Grade Language Arts Proficiency Scores:*** Utah State Board of Education results on third grade language arts standardized test, SY2016-2019.

***Eighth Grade Math Proficiency Scores:*** Utah State Board of Education results on the eighth grade math standardized test, SY2016-2019.

***Students Prepared for Post-Secondary Education:*** Utah State Board of Education results on the 11<sup>th</sup> grade, statewide ACT test, SY2019.

## **FAMILY ECONOMIC STABILITY DATA**

***Emergency Shelter Use Continues to Decline for IGP Kids:*** Utah Department of Workforce Services, Homeless Management Information System, CY 2019, based on the rate of individuals from the intergenerational poverty populations accessing emergency shelter services.

***Homeless Prevention Services Keep Children Out of Emergency Shelters:*** Utah Department of Workforce Services, Homeless Management Information System, based on the number and types of HMIS-tracked services all children utilized in CY2019.

***13,506 Students Were Homeless in SY2019:*** Utah State Board of Education.

***Homelessness Impacts Academic Outcomes:*** Utah State Board of Education, results on the annual standardized tests, SY2019.

## **HEALTH DATA**

***Use of Preventive Medical Care Low:*** Utah Department of Health analysis of Medicaid diagnosis codes, CY 2019.

***48% with Behavioral Health Diagnosis Received Care in CY2019:*** Utah Department of Health, analysis of Medicaid diagnosis codes, CY2019.

# APPENDIX A.1 INTERGENERATIONAL WELFARE REFORM COMMISSION MEMBERS

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

# APPENDIX A.2 INTERGENERATIONAL POVERTY ADVISORY COMMITTEE

REPRESENTATIVE	NAME	ORGANIZATION
Committee Chair	Bishop H. David Burton	
Advocacy Group that Focuses on Childhood Poverty	Moe Hickey	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	Reverend Steve Klemz	Zion Evangelical Lutheran Church
Local Government Representative	Councilwoman Aimee Winder Newton	Salt Lake County Council
Child Mental Health	Jennifer Mitchell	The Children's Center
Child Health	Roy Neal Davis	Intermountain Health Care
Additional Member	Jaycee Skinner	Salt Lake Chamber of Commerce
Additional Member	Sarah Hodson	Get Healthy Utah
Additional Member	The Honorable D. Scott Davis	Fourth District Juvenile Court

# APPENDIX B. I

## COMMISSION AGENCY STUDIES

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### **Department of Human Services (DHS)**

Conduct an integrated review of services provided to individuals and families experiencing intergenerational poverty to understand whether any mix of services over time correlates with ongoing attachment to public assistance programs. DHS programs included in this analysis are in the areas of child welfare, juvenile justice, substance abuse and mental health, and services to people with disabilities.

### **Department of Health (DOH)**

Research to identify the percentage of children among those who experienced intergenerational poverty from 2012-2019 that had a low birth weight and note the presence of any trends or patterns. The research will examine various factors influencing low birth weight and include an evaluation of the cost of low birth weight deliveries, and track the health outcomes and associated costs of care for children born to a family experiencing intergenerational poverty.

### **Department of Workforce Services (DWS)**

Analysis to determine the impacts of experiencing intergenerational poverty on workforce attachment for the 2012 cohort, including average wage growth from 2013 – 2019. Data for this project will include a review of quarterly wages, employer information, and industry data. This research builds on findings from last year's thorough analysis of the characteristics of those experiencing intergenerational poverty.

### **Utah State Board of Education (USBE)**

Identify a list of current USBE programs available to students experiencing intergenerational poverty and determine the extent to which these students are participating and benefiting from these programs and services. This includes, but is not limited to, programs such as optional extended day kindergarten, Partnerships for Student Success, afterschool programming, and early literacy interventions.

### **Utah System of Technical Colleges (UTech)**

Research to analyze graduation rates, the probability of graduation, and time to completion for adult secondary students experiencing intergenerational poverty compared to their counterparts pursuing career and technical education credentials.

# APPENDIX C. I

## SCHOOLS WHERE 10% OR MORE STUDENTS ARE INTERGENERATIONAL POVERTY

Local Education Agency	Name of School	Students, IGP	Preschool	Enhanced Kindergarten	Chronic Absenteeism, IGP K-3rd Grade
Washington District	Post HS Self-Cont	41.8%			≤10%
San Juan District	Tse'Bii'Nidzisgai School	40.9%	Y	Y	61.5%
San Juan District	Montezuma Creek School	39.6%	Y	Y	43.5%
San Juan District	Bluff School	36.7%	Y	Y	30-39%
San Juan District	Whitehorse High	33.8%			13.5%
Wayne District	Hanksville School	30-39%	Y	Y	N≤10
Utah Schools for Deaf & Blind	Kenneth Burdett School	30-39%	Y		N≤10
Granite District	Granite Technical Institute	29.7%			≤10%
Carbon District	Bruin Point School	28.4%	Y	Y	40-49%
Jordan District	South Valley School	27.9%			45.0%
Canyons District	Canyons Transition Academy	26.6%			60-69%
Uintah District	Eagle View School	26.0%		Y	45.9%
San Juan District	Monument Valley High	25.8%			25.9%
Alpine District	Dan W. Peterson	24.2%	N	N	48.4%
Ogden City District	Odyssey School	23.3%		Y	50.8%
Ogden City District	James Madison School	22.2%	Y	Y	50.0%
San Juan District	Blanding School	22.2%	Y	Y	42.1%
Leadership Learning Academy	Leadership Learning Academy - Ogden	21.9%		Y	47.8%
Duchesne District	Myton School	21.5%		Y	70-79%
Canyons District	Jordan Valley School	21.3%		N	30-39%
San Juan District	La Sal School	21-29%		N	N≤10
Tintic District	West Desert School	21-29%	N	N	N≤10
Kane District	Lake Powell High School	21-29%			N≤10
Tintic District	West Desert High School	21-29%			N≤10
Pinnacle Canyon Academy	Pinnacle Canyon Academy	20.4%		Y	38.3%
Nebo District	Bridges Nebo Transition Center	20.3%	Y		20-29%
Box Elder District	Snowville School	20-29%		N	N≤10
Salt Lake District	Children Behavior Therapy Unit	20-29%		Y	N≤10

Local Education Agency	Name of School	Students, IGP	Preschool	Enhanced Kindergarten	Chronic Absenteeism, IGP K-3rd Grade
Davis District	Renaissance Academy	19.6%		N	34.0%
Alpine District	Horizon School	19.5%	N	N	20-29%
Jordan District	Kauri Sue Hamilton	19.1%		N	44.7%
San Juan District	Albert R. Lyman Middle	18.8%			30.2%
Granite District	Magna School	18.4%		Y	40.9%
Carbon District	Wellington School	18.2%	Y	Y	33.3%
Ogden City District	Bonneville School	18.0%		Y	38.4%
Ogden City District	George Washington High	17.9%			55.3%
Ogden City District	Gramercy School	17.8%	Y	Y	41.7%
Duchesne District	East School	17.6%	Y	Y	46.9%
Ogden City District	Hillcrest School	17.0%	N	Y	38.6%
Utah District	Ashley School	16.9%		Y	41.6%
Vanguard Academy	Vanguard Academy	16.7%			≤5%
Duchesne District	Centennial School	16.6%		Y	44.2%
Ogden City District	Thomas O. Smith School	16.6%	Y	Y	50.0%
Davis District	Whitesides School	16.4%	Y	Y	30.6%
Ogden City District	Heritage School	16.4%		Y	38.6%
Utah District	Naples School	16.0%		Y	47.0%
Box Elder District	Mountain View School	15.9%		N	29.3%
Salt Lake District	Rose Park School	15.8%	Y	Y	53.3%
Salt Lake District	M. Lynn Bennion School	15.6%	N	Y	50-59%
North Sanpete District	Spring City School	15.4%		N	≤10%
Murray District	Parkside School	15.4%		Y	38.3%
Salt Lake District	Mary W. Jackson School	15.2%	Y	Y	50.0%
Carbon District	Sally Mauro School	15.1%	Y	Y	40.8%
San Juan District	Navajo Mountain High	15.0%			N≤10
Granite District	Jackling School	14.9%		Y	52.8%
Davis District	Sunset School	14.8%	Y	N	24.1%
Ogden City District	New Bridge School	14.7%	Y	Y	41.7%
Washington District	Water Canyon School	14.5%	Y	N	38.6%
Salt Lake District	Liberty School	14.5%	Y	Y	18.3%
Ogden City District	Lincoln School	14.5%	Y	Y	37.0%
Ogden City District	Mound Fort Junior High	14.3%			62.9%
Ogden City District	Ogden Preschool	14.2%	Y		80-89%
Davis District	Vae View School	14.1%	Y	Y	13.8%
Canyons District	Midvalley School	13.9%		Y	36.8%
Salt Lake District	Escalante School	13.8%	Y	Y	41.3%

Local Education Agency	Name of School	Students, IGP	Preschool	Enhanced Kindergarten	Chronic Absenteeism, IGP K-3rd Grade
Canyons District	East Midvale School	13.7%	Y	Y	51.4%
Alpine District	Summit High	13.6%			40-49%
Gateway Preparatory Academy	Gateway Preparatory Academy	13.6%		Y	40.4%
Duchesne District	Con Amore School	13.6%	Y	N	30-39%
Nebo District	Park School	13.5%	Y	Y	25.8%
Granite District	Granite Connection High	13.3%		N	36.0%
Davis District	South Clearfield School	13.2%	Y	N	33.8%
Sevier District	Ashman School	13.2%		Y	27.6%
Davis District	Antelope School	13.1%	Y	Y	34.0%
San Juan District	San Juan High	13.1%			41.3%
Athenian eAcademy	Athenian eAcademy	12.9%		N	37.3%
Davis District	Doxey School	12.5%	Y	Y	28.3%
Granite District	Lincoln School	12.5%	Y	Y	25.3%
Uintah District	Lapoint School	12.3%		Y	50-59%
Washington District	Washington School	12.2%	Y	Y	33.9%
Ogden City District	Horace Mann School	12.2%		Y	27.1%
Wallace Stegner Academy	Wallace Stegner Academy	12.1%		Y	34.7%
Sevier District	South Sevier Middle	12.0%			11-19%
Granite District	Roosevelt School	11.9%	Y	Y	54.2%
Granite District	Western Hills School	11.9%	Y	Y	29.8%
Emery District	Book Cliff School	11.8%	Y	Y	50-59%
Washington District	LaVerkin School	11.8%	Y	N	32.1%
Salt Lake District	Riley School	11.7%	Y	Y	50-59%
Salt Lake District	Whittier School	11.7%	Y	Y	56.2%
Weber District	North Park School	11.7%	Y	Y	22.1%
Logan City District	Logan Early Childhood Center	11.6%	Y		N≤10
Ogden City District	Highland Junior High	11.5%			46.2%
Granite District	South Kearns School	11.5%	Y	Y	29.8%
Weber District	Washington Terrace School	11.5%	Y	Y	27.4%
Salt Lake District	Parkview School	11.4%	Y	Y	56.5%
Duchesne District	Neola School	11.4%		N	40-49%
Logan City District	Adams School	11.2%	Y	Y	45.5%
Carbon District	Castle Valley Center	11.2%	Y	Y	50-59%
Tooele District	West School	11.2%		N	48.9%
Granite District	Arcadia School	11.2%	Y	Y	40.4%
Granite District	Oquirrh Hills School	11.2%	Y	Y	34.1%

Local Education Agency	Name of School	Students, IGP	Preschool	Enhanced Kindergarten	Chronic Absenteeism, IGP K-3rd Grade
Grand District	C R Sundwall Center	11.1%	Y		N≤10
Logan City District	Bridger School	11.0%	Y	Y	46.0%
Sevier District	Salina School	11.0%		Y	22.9%
North Sanpete District	Fairview School	11.0%		N	≤10%
Duchesne District	Duchesne School	11.0%	Y	Y	51.1%
Salt Lake District	Franklin School	11.0%	Y	Y	22.2%
Tooele District	Vernon School	11-19%		N	N≤10
Tooele District	Ibapah School	11-19%		Y	N≤10
Piute District	Circleville Preschool	11-19%	Y		N≤10
Utah Schools for Deaf & Blind	North Region Blind	11-19%	N		N≤10
Sevier District	Pahvant School	10.9%			21.4%
Logan City District	Ellis School	10.9%	Y	Y	30-39%
Weber District	Burch Creek School	10.9%		Y	51.4%
Sevier District	Richfield Preschool	10.9%	Y		50-59%
Iron District	Cedar North School	10.8%		Y	29.1%
Jordan District	Heartland School	10.7%		N	31.5%
Ogden City District	Taylor Canyon School	10.7%		Y	51.2%
Iron District	Fiddlers Canyon School	10.7%		Y	25.0%
Davis District	Holt School	10.7%	Y	Y	25.5%
Granite District	Lake Ridge School	10.7%		Y	35.4%
Carbon District	Helper Middle	10.7%			70-79%
Washington District	Coral Cliffs School	10.6%	N	Y	28.3%
Washington District	Coral Canyon School	10.6%	Y	Y	28.6%
Washington District	Heritage School	10.6%	Y	N	35.3%
Granite District	David Gourley School	10.5%	Y	Y	46.9%
Granite District	Twin Peaks School	10.5%	Y	Y	29.4%
Moab Charter School	Moab Charter School	10.5%		N	N≤10
Emery District	Cottonwood School	10.4%	Y	Y	21-29%
Uintah District	Uintah Specialized Preschool	10.4%	Y		≥90%
Provo District	Independence High	10.4%			30-39%
Tooele District	Northlake School	10.4%	Y	Y	43.9%
Carbon District	Creekview School	10.3%	Y	Y	45.1%
Washington District	Panorama School	10.1%	Y	Y	32.1%
Tooele District	Copper Canyon School	10.1%		Y	29.5%
Davis District	Lincoln School	10.1%	Y	N	37.0%
North Sanpete District	Fountain Green School	10.1%		N	≤20%
Box Elder District	Dale Young Community High	10.0%			50-59%



<b>Local Education Agency</b>	<b>Name of School</b>	<b>Students, IGP</b>	<b>Preschool</b>	<b>Enhanced Kindergarten</b>	<b>Chronic Absenteeism, IGP K-3rd Grade</b>
Garfield District	Antimony School	≤20%		N	N≤10
Kane District	Lake Powell School	≤20%		N	N≤10
Utah Schools for Deaf & Blind	Blind Region 2	≤20%	N		N≤10
Piute District	Oscarson Preschool	N≤10	Y		N≤10
Tintic District	Tintic Preschool	N≤10	Y		N≤10

## APPENDIX C.2—HEALTH PROVIDER SHORTAGE AREAS

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

## APPENDIX D.I—COUNTY STRATEGIES TO REDUCE INTERGENERATIONAL POVERTY

County	Goals	Strategies
Beaver	Support afterschool program that provides hands-on learning, homework assistance, mental health support, physical health activities, life skills instruction and social skills lessons and activities	Increase academic growth and attendance
		Decrease referrals for behavioral challenges
Carbon	Increase family stability	Family mentoring through the Circles Program
		Utilize the Strengthening Families Framework to increase protective factors for families
	Increase student engagement in schools	Job skills development for students through participation in FIND (FutureINDesign) afterschool program
	Increase job skills for students and parents	
Davis	Increase family economic stability	Refer IGP families to Open Doors Circles Peer Mentoring Program for assistance with employment services
	Increase school engagement	Refer IGP youth to the Open Doors program as a resource to assist in preparing for post-secondary education or in the alternative as a pathway to obtain job skills
Iron	Increase school engagement	Utilize a school social worker to serve the needs of children experiencing intergenerational poverty
	Students will establish college and career readiness plans	Establish an afterschool program at both middle schools within Iron County School District

Millard	Increase school engagement and academic outcomes of IGP youth	Establishment of a Student Connection Support Program (SCSP)
	Improve family stability through progression on family plan	Use of a mentor to case manage IGP Students and their families
San Juan	Increase family stability	Work with a family resource facilitator to have behavioral health needs addressed
		Work with a family resource facilitator to establish a family plan to increase family stability
	Increase early literacy among young children experiencing IGP	Conduct home visits to educate families on the importance of early literacy
		Conduct literacy nights throughout the county to discuss strategies to increase early literacy
		Utilize a youth coalition to promote reading among elementary students
Sanpete	Increase kindergarten readiness of IGP students	Partner with DWS to connect eligible families to North Sanpete and South Sanpete preschool program
		Utilize a early childhood liaison to outreach to families with preschool age children to communicate the importance of participating in preschool
	Ensure families are able to meet the basic needs of their children	Early childhood liaison will support families by identifying additional needs and coordinating referrals to relevant agencies to address those needs
		Participate in the Intergenerational Welfare Reform Commission information sharing pilot progra
Utah	Decrease cases of child abuse and neglect	Utilize evidence-based home visiting program that supports healthy parenting
	Increase school engagement	Establish the 4-H Mentoring program for students in 5th to 8th grades
	Increase social capital through community engagement	Conduct community cafes in the South Franklin neighborhood to increase community connectedness for families experiencing IGP

Utah	Improve coordination of services for families experiencing IGP	Establish the IRIS referral program with community partners in an effort to increase coordination of services received by families
Washington	Increase employment among adults	Enroll adults in post-secondary education and training programs
	Increase family stability	Complete an intake screening to identify family needs and provide referrals to community resources
		Provide mentoring services to families with high barriers to employment through the Circles of Allies Program
Weber	Increase the health and well being of children experiencing IGP	Integrated Community Action Now (ICAN) pilot program which provides a Resource Integration Coach to serve the families
	Decrease the barriers to family economic stability for adults experiencing intergenerational poverty	

# ENDNOTES

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1. See annual reports, 2012-2019, <https://jobs.utah.gov/edo/intergenerational/annualreport.html>.
2. 2020 KIDS COUNT Data Book, State Trends in Child Well-Being, Annie E. Casey Foundation, <https://www.aecf.org/m/resourcedoc/aecf-2020kidscountdatabook-2020.pdf>.
3. At time of publication, the U.S. Census had not released the 2019 poverty rates as a result, the 2018 rates are the only rates available.
4. Utah Department of Workforce Services, Utah's Eighth Annual Report on Intergenerational Poverty, Welfare Dependency and the Use of Public Assistance 2019, p. 12, <https://jobs.utah.gov/edo/intergenerational/igp19.pdf>. The calendar years that were analyzed in the longitudinal report were through 2017.
5. Living Wage Calculator, Massachusetts Institute of Technology, Department of Urban Studies and Planning, December 30, 2018, <http://livingwage.mit.edu/states/49>.
6. 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.
7. Although the number of adults experiencing intergenerational poverty increased in 2019, the number increases every year as a function of the ages of the adults that are captured in the data each year. The intergenerational poverty data captures those who received public assistance back to 1989. As a result, it adds another adult age each year. In this year's report, the adults are between the ages of 21-47 years old.
8. Sarah Fass, Kinsey Alden Dinan, Yumiko Aratani, National Center for Children and Poverty, Child Poverty and Intergenerational Mobility, December 2009.
9. Intergenerational Welfare Reform Commission, Utah's Plan for a Stronger Future: Five- and Ten-Year Plan to Address Intergenerational Poverty, 2017, [https://jobs.utah.gov/edo/intergenerational/igp5\\_10yearplan.pdf](https://jobs.utah.gov/edo/intergenerational/igp5_10yearplan.pdf).
10. Beginning with the Eighth Annual Report, the programs included in the data to identify intergenerational poverty excluded the Children's Health Insurance Program and child care assistance. The rate of children experiencing intergenerational poverty was recalculated back to CY 2015 utilizing this new definition.
11. 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).
12. In 2019, the Governor's Education Excellence Commission prioritized the early childhood education objectives established in its Education Roadmap. This led to increased investments in funding for full-day kindergarten and high-quality preschool during the 2020 General Session. The Legislature reduced the level -of investments during its June 2020 Special Session due to the Covid-19 pandemic.
13. 2019-2020 Utah Preschool Development Grant B-5 Strategic Plan: Empowering Utah Families Through a Coordinated Early Childhood B-5 System, University of Utah, Sorenson Impact Center, February 2020, <https://jobs.utah.gov/occ/pdgb5.pdf>.
14. The Governor's Early Childhood Commission is prioritizing the establishment of a universal developmental screening assessment to assist families in identifying developmental delays as early as possible recognizing that when delays are addressed early the impacts of the delays may be mitigated.
15. According to National Survey of Children's Health, reported in Zero to Three's State Baby Facts, only 20 percent of Utah's young children that receive a developmental screening have a moderate to severe developmental delay.
16. Beginning October 1, 2019, Utah implemented its Child Care Quality System which provides a rating for licensed child care programs. Utah's licensed family child care programs are not yet eligible to participate in CCQS. At this time, 20 percent of the child care programs serving a child subsidy population of at least 10 percent is either participating in CCQS or if family child care, working to improve program quality aligning with the criteria established in CCQS.

17. Jorge Luis Garcia, James J. Heckman, Duncan Ermini Leaf, and Maria Jose Prados, Quantifying the Life-Cycle Benefits of a Prototypical Early Childhood Program, National Bureau of Economic Research, Working Paper 23479, June 2017, <http://www.nber.org/papers/23479>.
18. KEEP statewide assessment was first used at the beginning of the 2017-2018 school year. It measures numeracy, literacy and social and emotional development.
19. Utah Department of Workforce Services, State of Utah Affordable Housing Assessment 2017, 62, <https://jobs.utah.gov/housing/publications/documents/affordablehousingreport.pdf>.
20. UT CODE §35A-9-303(1)(b), (2)(e)(i)(A).
21. In 2019, parents who were IGP and homeless had chronic health conditions (18%), abused drugs (21%), or had some other mental health condition (34%). Some of the parents may be represented in each category more than once.
22. Students who are homeless are those living without a fixed address and include: living with another family because of loss of housing or economic hardship; living in a motel or hotel; living in a shelter; living in a car, park, campground or public place; living somewhere without adequate facilities; or a student who seeks enrollment without an accompanying parent.
23. The population analyzed to determine whether families experiencing intergenerational poverty was among those families receiving benefits through the Supplemental Nutrition Assistance Program.
24. 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.
25. University of Utah, Kem C. Gardner Policy Institute, Social Determinants of Health (August 2018), <http://gardner.utah.edu/wp-content/uploads/Aug2018SymposiumData.pdf>.
26. Utah Department of Human Services, An Inventory of Prevention Programs in Utah, August 2020, <https://le.utah.gov/interim/2020/pdf/00003204.pdf>.
27. Utah Department of Human Services, Mental Health Early Intervention Legislative Report SFY18, <https://dsamh.utah.gov/pdf/eimh/Mental%20Health%20Early%20Intervention%20Legislative%20Report%20FY18.pdf>.
28. Tim Vandenack, “Western Governors U. Commits \$500K to Weber County anti-poverty program” Standard-Examiner, August 21, 2020, [https://www.standard.net/news/education/western-governors-u-commits-500k-to-weber-county-anti-poverty-program/article\\_d999e930-9587-50e5-b1ea-8325d7fa3fde.html](https://www.standard.net/news/education/western-governors-u-commits-500k-to-weber-county-anti-poverty-program/article_d999e930-9587-50e5-b1ea-8325d7fa3fde.html).



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

UTAH INTERGENERATIONAL WELFARE REFORM  
COMMISSION ANNUAL REPORT

2020



utah department of  
**human services**



UTAH JUVENILE COURTS

