



UTAH'S 11th ANNUAL REPORT

Intergenerational Poverty

WELFARE DEPENDENCY AND PUBLIC ASSISTANCE USE • 2022



TABLE OF CONTENTS

[EXECUTIVE SUMMARY](#) 3

[PART I: INTRODUCTION](#) 5

 What does the cycle of poverty look like in Utah?

[PART II: DEMOGRAPHICS](#) 14

 Which Utahns continue in the cycle of poverty?

[PART III: POVERTY BY LOCATION](#) 22

 Which communities are impacted the most by intergenerational poverty?

[PART IV: AREAS OF CHILD WELL-BEING](#) 26

 Where is Utah succeeding and what needs more focus?

- Early Childhood Development
- Education
- Family Economic Stability
- Health

[CONCLUSION](#) 39

[APPENDICES](#) 41

- Intergenerational Welfare Reform Commission
- Intergenerational Poverty Advisory Committee
- Research Subcommittee
- Data Methods and Limitations

[2022 Intergenerational Welfare Reform Commission: Progress Summary on Recommendation Implementation](#) 47

[Endnotes](#) 57

EXECUTIVE SUMMARY

The *11th Annual Report on Intergenerational Poverty, Welfare Dependency and Public Assistance Use* identifies data trends around poverty in Utah. This information can be used to guide stakeholders, policymakers and state and local agencies in developing plans and improving programs to help residents break the cycle of poverty.

When it comes to tracking how poverty impacted Utahns in calendar-year 2021, two noteworthy developments are apparent: First, with Utah's unemployment rate at record lows and the resultant labor-force shortages, Utahns experiencing intergenerational poverty (IGP) are earning more and working more. Second, as Utah's economy emerges from the effects of the COVID-19 pandemic, public assistance continues to help mitigate the effects of poverty.

Lastly, changes to Medicaid eligibility increased the number of Utahns accessing public assistance. This change increased the population defined as experiencing IGP to include Utahns earning more and others that may never have met the historic definition of IGP.

Below are the top findings related to people experiencing intergenerational poverty in Utah in 2021:

1. Changes to Medicaid eligibility made public assistance available to Utahns earning more for longer periods of time in 2021. In turn, this change increased the number of Utahns defined as experiencing intergenerational poverty (12 months of public assistance as a child and 12 months of public assistance as an adult). Some of these Utahns would never have met the definition's threshold in previous years. These changes will impact the size of the population experiencing IGP going forward. [pg. 35](#)
2. The number of adults experiencing IGP accessing Medicaid assistance increased by 10,805. This increase builds on the 7,520 IGP public assistance recipients added to Medicaid in 2020. In comparison, during 2021, the number of people accessing SNAP benefits only increased by 114. [pg. 6](#)
3. The number of adults experiencing IGP (18-51 years old) in Utah is increasing. Since 2020, the adult population experiencing IGP grew by 14,740 people — a 20% increase from 2020 to 2021. [pg. 6](#)
4. The number of young adults experiencing IGP increased year-over-year from 8,121 to 13,180 — a 38% increase from 2020 to 2021. [pg. 13](#)
5. The average annual wages for adults experiencing IGP was \$15,617. This is a significant increase over the average income of \$12,420 in 2020. [pg. 35](#)
6. With the increase in annual wages among adults experiencing IGP, Utah saw the number of adults experiencing IGP spending more than 30% of their income on housing drop from 45% in 2020 to 43% in 2021. [pg. 36](#)

7. Employed adults experiencing IGP had a job loss or interruption at a rate of 17% in 2021. This is about the same as Utah's rate for the general labor force of 16%. The rate of job loss for adults experiencing IGP in 2021 was noticeably lower than the rate of 38% in 2020. [pg. 20](#)
8. The number of adults experiencing IGP with year-round employment increased from 27% in 2020 to 30% in 2021. [pg. 35](#)
9. The majority of adults experiencing IGP, 60%, were women in 2021. Historically, women experience IGP at higher rates than men. [pg. 15](#)
10. Out of Utah's general population, 21% of American Indian adults and 29% of American Indian children experience IGP. This is the highest rate of IGP out of all racial groups, while white adults and children had the lowest rates of IGP at about 2%. [pg. 19](#)

This report builds on years of multi-agency partnerships and collective efforts to provide insightful data about individuals and families experiencing IGP. This report also includes a comprehensive look at annual child well-being data in the areas of early childhood development, education, family economic stability and health.

Policymakers can use this report as a resource for improving programs and services to better serve communities. Through these collaborative efforts, Utah will continue to build economic opportunities for all its residents.

For more information on intergenerational poverty, and to view previous annual reports and data, visit jobs.utah.gov/edo/intergenerational.



FOR MORE INFORMATION ON
INTERGENERATIONAL POVERTY, AND TO VIEW
PREVIOUS ANNUAL REPORTS AND DATA, VISIT
[INTERGENERATIONALPOVERTY.UTAH.GOV](https://jobs.utah.gov/edo/intergenerational)



Part I: INTRODUCTION

WHAT DOES THE CYCLE OF POVERTY LOOK LIKE
IN UTAH?



MEDICAID ELIGIBILITY'S IMPACT ON
THE POPULATION EXPERIENCING IGP
INCREASES.

CONGRESS PASSED the Families First Coronavirus Response Act in March, 2020 to address the various economic impacts of the COVID-19 pandemic. The act limits states from disenrolling Medicaid participants until after the national emergency declaration ends. Throughout 2020 and 2021, continuous Medicaid eligibility was available to all current participants and new enrollees. The only way of terminating Medicaid enrollment since March 2020 was to move out of state, pass away, or request a withdrawal from benefits. The change in Medicaid eligibility is impacting the number of people receiving public assistance. It is increasing both the number of people defined as experiencing intergenerational poverty and the number of people counted in the 2021 IGP cohort.

Intergenerational poverty in Utah is determined by the length of time one receives public assistance — at least 12 months as an adult and at least 12 months as a child. A resident is not considered to be a part of a year's IGP cohort unless they qualify and access public assistance during that year. Individuals enter and exit the IGP cohort each year, while some remain year after year. This report's annual analysis looks at only those who were in the 2021 IGP cohort and determines whether they were IGP (cycle of poverty) or non-IGP (situational poverty) in 2020.

In 2021, the population of adults experiencing IGP (18-51 years old) grew by 14,740 people — a 20% increase from the previous year. The number of adults experiencing IGP accessing Medicaid assistance increased by 10,805. This increase builds on the 7,520 IGP public assistance recipients added to Medicaid in 2020. In comparison, during 2021, the number of people accessing SNAP benefits only increased by 114.

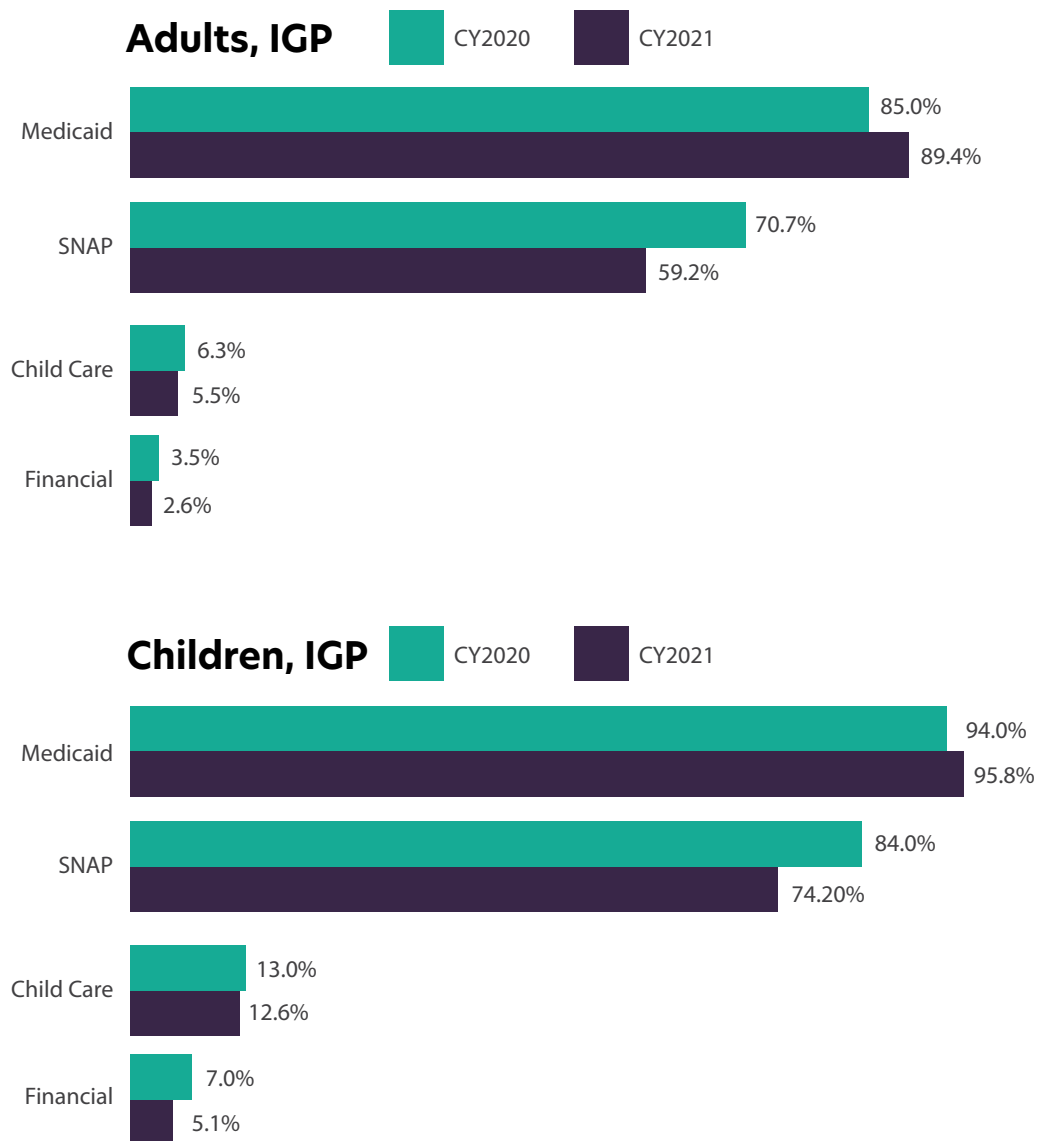
Families experiencing IGP made up 26.5% of all families receiving public assistance in 2021, an increase from 23.3% in 2020.

As for young adults experiencing IGP (18-21 years old), their share of young-adult public assistance participants increased year-over-year from 36% to 44%, indicating young adults are experiencing IGP at a much higher rate than in previous years. Children experiencing IGP have remained stable since 2020. The share of child public assistance participants who experienced IGP was 24.5%.



Public Assistance Participation Among IGP Cohorts

Participation % Rates From CY2020 to CY2021

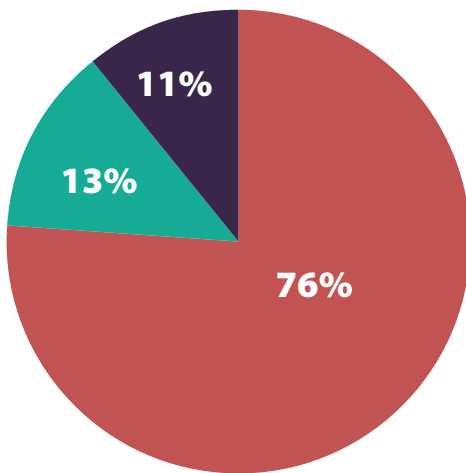


Source: Utah Department of Workforce Services

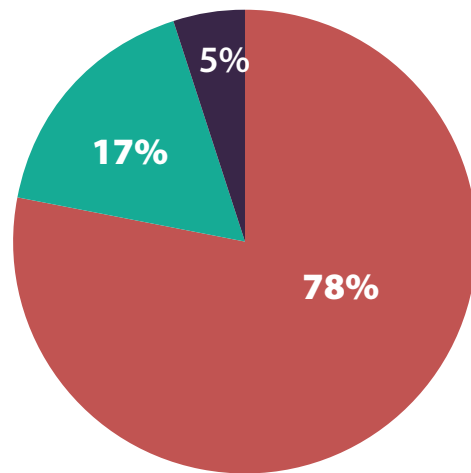
Previous Status of IGP in the 2021 Cohort

% of 2021 Cohort Segment By Past IGP and Non-IGP Status

Adults, IGP



Children, IGP



- Continued IGP (previously IGP in 2020)
- Added IGP (neither IGP or non-IGP in 2020)
- Transitioned to IGP (previously non-IGP in 2020)

Source: Utah Department of Workforce Services



What does the cycle of poverty look like in Utah?

The Utah Intergenerational Poverty Mitigation Act (Senate Bill 37 of the 2012 Legislative Session; Utah Code 35A-9-101, 35A-8-102, and 35A-8-201) requires the Department of Workforce Services (DWS) to “establish and maintain a system to track intergenerational poverty (IGP) related data to identify at-risk children and other groups, identify trends and assist case workers, social scientists and government officials in the study and development of plans and programs to help individuals and families break the cycle of poverty.”

Sometimes referred to as the “Cycle of Poverty,” IGP describes poverty that persists from one generation to the next ^[1]. Poverty can perpetuate a cycle in families when early childhood development, education, family economic stability and health issues are not properly addressed ^[2].

Using public assistance (PA) databases and data from partners at the Utah Department of Health, the Utah Department of Human Services and the Utah State Board of Education, this report seeks to provide the most up-to-date and complete data on IGP in Utah.

Annual Overview of the Population Experiencing IGP Who is Experiencing a Cycle of Poverty in Utah?

IGP Group	2020	2021	Annual Change
Utah children experiencing IGP (% of state's child population)	56,508 (6.1%)	62,002 (6.1%)	●
% of public assistance children experiencing IGP	24%	24.5%	●
Utah adults experiencing IGP (% of state's population)	48,838 (3.6%)*	58,519 (4.4%)	●
% of public assistance adults experiencing IGP	29%	30%	●
Utah young adults experiencing IGP	8,121 (5.5%)	13,180 (9%)	●
% of public assistance young adults experiencing IGP	36%	44%	●

*The percentage remained the same since the state's population grew at the same rate as the population of adults experiencing IGP.

● Minimal to no annual change; ● Negative annual change; ● Positive annual change

Utah has a low poverty rate

The poverty rate in Utah has declined during the past 10 years. This mirrors trends seen across the country. Utah continues to report a lower overall poverty rate (8.9%) than the national average (as of 2020) ^[3].

Although Utah has a low rate of poverty, there are still many Utahns trapped in the cycle of poverty. For the purposes of reporting and data gathering in this report, a person experiencing IGP is defined as anyone who participated in one of the following public assistance programs for at least 12 months as an adult and at least 12 months as a child:

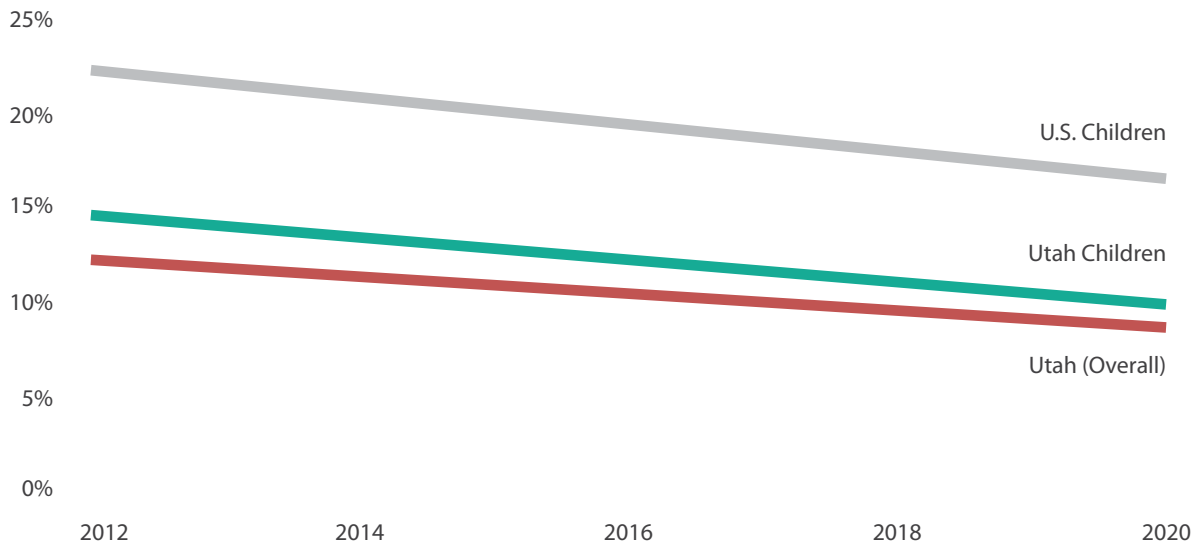
- Supplemental Nutrition Assistance Program (SNAP)
- Medicaid/CHIP
- Child Care subsidies
- Financial assistance such as Temporary Assistance for Needy Families (TANF)

The most common public assistance programs for Utahns experiencing IGP are Medicaid and SNAP. To be eligible for SNAP, a family of three would have had a gross monthly income limit of \$2,379 (\$28,550 a year), or 130% of the federal poverty level. Medicaid now covers adults up to 138% of the federal poverty level ^[4].



TO BE ELIGIBLE FOR
SNAP, A FAMILY
OF THREE WOULD
HAVE HAD A GROSS
MONTHLY INCOME
LIMIT OF **\$2,379.**

Poverty in Utah is Consistently Lower than the U.S. Average



Poverty % rates from CY2012 to CY2020

Source: U.S. Census Bureau, 1-Year ACS Data, 2012 and 2020

Different types of poverty experienced by adults and children (IGP and non-IGP)

This report distinguishes between situational (short-term) poverty and intergenerational (long-term, generation-to-generation) poverty. Short term poverty is referred to as non-IGP and intergenerational poverty is referred to as IGP. Separating the data by these two cohorts allows policymakers to track children at risk of remaining in poverty as adults and to gain a greater understanding of adults experiencing IGP and its effects on Utah. The following describes these cohorts.

Adults: This report explores adults experiencing IGP, which are those who participated in public assistance for 12 cumulative months as a child and 12 cumulative months as an adult. The cohort of adults experiencing IGP only includes individuals up to the age of 51 because of a lack of historical data on older individuals and their family's history of public assistance.

Adults experiencing IGP are compared to the adults in the non-IGP cohort who are experiencing situational poverty, which is usually caused by job loss, divorce, injury or death of a loved one. This allows for a comparison of demographics and outcomes among adults who are experiencing different types of poverty. It also helps create a better understanding of the similarities and differences each group may have to overcome their poverty situations.

Children: This report tracks children who are most at risk of remaining in poverty as adults. Children experiencing IGP are those who have a parent experiencing IGP and are at the highest level of risk since their families are already in a cycle of poverty. Children experiencing IGP have a family history where their parents and grandparents participated in public assistance as adults. If a child experiencing IGP becomes an adult experiencing IGP, they would become the third generation in their family to participate in public assistance as an adult.

Children experiencing IGP are grouped with the non-IGP cohort of children who have at least 12 months of public assistance in 2021. Although they do not have a parent experiencing IGP, children in the non-IGP cohort are also considered at-risk since they are already starting to fulfill the childhood requirements of a future adult experiencing IGP, which would start their family's cycle of poverty. To learn more about data limitations of the IGP definition, view the Appendix.

In Utah, there are a total of 212,455 children at risk of remaining in poverty as adults. This accounts for roughly 22% of all children in Utah. When broken down by the child's current poverty status, 62,002 were children experiencing IGP and 150,453 were non-IGP.

IN UTAH THERE ARE A TOTAL OF
212,455
CHILDREN AT RISK OF REMAINING
IN POVERTY AS ADULTS.



Definitions of Groups Experiencing Different Types of Poverty in Utah

Count and % of Public Assistance Participants Who Are IGP or Non-IGP in CY2021

**3.2 million
Utah general
population**

531,749 public assistance participants (17%) Utahns, all ages, with at least one month of public assistance in 2021:

Adults, 21-50



184,428 Adults (35%) currently IGP or non-IGP

- 58,519 adults experiencing IGP – 11% (12 months of public assistance as a child and 12 months at any time as an adult)
- 125,909 adults in the non-IGP cohort – 24% (at any rate less than 12 months of public assistance as a child or less than 12 months of public assistance as an adult)

Young adults, 18-20



23,475 At-risk young adults (4%) at risk of becoming adults that experience IGP

- 13,180 young adults experiencing IGP – 2% (12 months of public assistance as a child and 12 months at any time as a young adult)
- 10,295 young adults in the non-IGP cohort – 2% (at any rate less than 12 months of public assistance at any time)

Children, 0-17



212,455 at-risk children (40%) at risk of becoming IGP adults

- 62,002 children experiencing IGP – 12% (at least one month of public assistance as a child of an adult experiencing IGP)
- 150,453 children in the non-IGP cohort – 25% (at a high rate 12 months of public assistance at any time as a child and not a child of an adult experiencing IGP)

A remainder of 111,391 public assistance participants (21%) were not included in the IGP/non-IGP groups because they were over age 51 or had too low of a participation length in to be non-IGP.

Source: Utah Department of Workforce Services



Part II: DEMOGRAPHICS

WHICH UTAHNS CONTINUE IN THE CYCLE OF POVERTY?

EXPLORE KEY DEMOGRAPHICS AND INSIGHTS ON POVERTY REDUCTION FOR UTAHNS EXPERIENCING INTERGENERATIONAL POVERTY (IGP).



BY GATHERING demographic information on the people experiencing intergenerational poverty (IGP), policymakers and stakeholders can better understand certain background characteristics of this population and what effects age, race, ethnicity, income, work situation and marital status have on IGP. Understanding the demographics of IGP helps state and local officials design and implement more effective strategies in addressing poverty.

Gender

In 2021, women continued to make up the majority of adults experiencing IGP in Utah. Roughly 60% of adults experiencing IGP are women and 53% of young adults experiencing IGP are women. Historically, Utah women have always experienced IGP at greater rates than men ^[5].

Roughly 33% of women experiencing IGP were employed year-round in 2021. Men in the IGP cohort worked year-round at a rate of 23%. The average total wage for women experiencing IGP in 2021 was \$14,663 and men experiencing IGP earned on average \$17,184. About 40% of women experiencing IGP did not hold a job in 2021 compared to 44% of men experiencing IGP who did not hold a job.

Demographics of IGP/Non-IGP in CY2021



	ADULTS, IGP	ADULTS, NON-IGP
Group Size	58,519	125,909
Male	23,064	53,501
Female	35,455	72,407
Age 21-29	25,474 (43.5%)	35,892 (28.5%)
Age 30-39	24,304 (41.5%)	45,331 (36%)
Age 40-50	8,741 (14.9%)	44,686 (35.5%)

Demographics Cont.

	ADULTS, IGP	ADULTS, NON-IGP
RACE		
Asian	462 (0.8%)	1,638 (1.3%)
Black/African-American	1,292 (2.2%)	2,129 (1.7%)
Native American	3,221 (5.5%)	2,313 (1.8%)
Other	276 (0.5%)	1,516 (1.2%)
Pacific Islander	432 (0.7%)	1,616 (1.3%)
White	31,134 (53.2%)	52,135 (41.4%)
Unknown	21,702 (37.1%)	64,562 (51.3%)
Ethnicity		
Hispanic, any race	7,653 (13.1%)	11,446 (9.1%)
Non-Hispanic	50,866 (86.9%)	114,463 (90.9%)
EDUCATION LEVEL		
Less than High School	16,579 (28%)	22,234 (17.2%)
High School Level	22,727 (38.8%)	48,491 (29.6%)
Postsecondary Certificate	2,553 (4.4%)	53,793 (4.5%)
College Degree	2,280 (3.9%)	54,127 (10.1%)
Non Or Unknown	14,380 (24.9%)	54,336 (38.6%)
OTHER CHARACTERISTICS		
Worked Year-Round	17,833 (30%)	36,838 (29%)
Involved In Corrections	12,373 (21%)	14,517 (11%)
Likely Homeless	4,078 (7%)	4,886 (3.9%)





Demographics Cont.

	ADULTS, IGP	ADULTS, NON-IGP
MARITAL STATUS		
Never Married	35,283 (60.3%)	55,365 (44%)
Married	12,403 (21.2%)	44,334 (35.2%)
Divorced	5,961 (10.2%)	16,979 (13.5%)
Separated	4,331 (7.4%)	7,632 (6.1%)
Widowed	374 (0.6%)	1,314 (1.0%)
Common Law	160 (0.3%)	285 (0.2%)
CHILDREN AT HOME		
0	18,552 (31.7%)	45,414 (36.1%)
1	10,426 (17.8%)	18,916 (15.0%)
2	9,066 (15.5%)	20,626 (16.4%)
3	7,883 (13.5%)	16,512 (13.1%)
4+	12,592 (21.5%)	24,441 (19.4%)

Sources: Utah Department of Workforce Services, Utah System of Higher Education, and Utah Department of Corrections

Demographics of Young Adults and Children (IGP/Non-IGP) in CY2021

All Groups Are at Risk of Becoming Future IGP Adults

CATEGORY	CHILDREN, IGP	CHILDREN, NON-IGP	YOUNG ADULTS, IGP	YOUNG ADULTS, NON-IGP
Group size	62,002	150,453	13,180	10,295
GENDER				
Male	31,966 (52%)	77,570 (52%)	6,196 (47%)	4,823 (47%)
Female	30,034 (48%)	72,883 (48%)	6,984 (53%)	5,472 (53%)
AGE				
Age 0-4 (pre-k)	22,771 (36.7%)	36,491 (24.3%)		
Age 5-10 (primary)	22,233 (35.9%)	51,414 (34.2%)		
Age 11-13 (middle)	8,575 (13.8%)	27,311 (18.2%)		
Age 14-17 (secondary)	8,421 (13.6%)	35,237 (23.4%)		
Age 18-20 (post)			13,180 (100%)	10,295 (100%)
ETHNICITY				
Hispanic, any race	5,297 (8.5%)	27,224 (18.1%)	3,153 (23.9%)	2,092 (20.3%)
Non-Hispanic	56,705 (91.5%)	123,229 (81.9%)	10,027 (76.1%)	8,203 (79.7%)
OTHER CHARACTERISTICS				
Involved in corrections			135 (1%)	38 (0.5%)
In juvenile justice system	4,663 (23.2%)	10,373 (14.6%)		
Single parent home	26,655 (64%)	23,845 (30%)		
Never married			12,901 (98%)	10,104 (98%)
Worked year-round			5,279 (40%)	3,256 (32%)

Sources: Utah Department of Workforce Services; Utah System of Higher Education; Utah Department of Corrections; and Utah Juvenile Justice System, Utah Division of Juvenile Justice Services.

Race/Ethnicity

In 2021, American Indians experienced IGP at the highest rates of any racial group in the state ^[6]. In Utah, 20.6% of American Indian adults and 29% of American Indian children experienced IGP. Black adults experienced IGP at a rate of 8%, 1.1% of Asian adults, 3% of Pacific Islanders adults and 2.6% of white adults experienced IGP.

San Juan (8%), Carbon (5%), Duchesne (5%) and Uintah (4%) counties are four of the five counties with the highest populations experiencing IGP. These four counties also have the highest populations of American Indians in the state.

San Juan County is one of the counties most affected by poverty. Children in San Juan County were at the highest risk of remaining in poverty as adults (54%) in 2021. Also, six of the 10 schools with the highest rate of students experiencing IGP were reported in the San Juan School District.

Hispanic adults represent 13.1% of Utah residents experiencing IGP and 15.1% of the state's total population in 2021. Hispanic young adults (ages 18-20), however, are overrepresented in the population experiencing IGP. Hispanic young adults represented 24% of Utah's young adult population experiencing IGP and only 18% of the state's total population.

IN 2021, AMERICAN INDIANS EXPERIENCED IGP AT THE HIGHEST RATES OF ANY RACIAL GROUP IN UTAH.



Age Groups

Children 10 years old and younger (73%) made up the bulk of children experiencing IGP. Of these children, 37% are 4 years old or younger. This population 4 years old and younger is at a critical period in their life for healthy development.^[7]

The Utah School Board of Education identified that students receiving public assistance were distributed mostly in the lower grades as compared with the student population as a whole. Nearly 40% of the student population experiencing IGP and 33% of the students in the non-IGP population were in Pre-K through third grade. Only 31% of the statewide student population is in Pre-K through third grade.

Among adults experiencing IGP, the majority were from younger age groups, too. There was an equal distribution of IGP between adults ages 21-29 and ages 30-39, (43.5% and 41.5%). The rate of IGP was much lower for the older age group, ages 40-50 (14%).

Employment, Education and College Readiness

Employed adults experiencing IGP had a job loss or interruption at a rate of 17% in 2021. This was lower than the 2020 rate of 38%. This rate is about the same as Utah's 16% rate of job loss among the general labor force. What's more, only 30% of adults experiencing IGP were employed in all four quarters of 2021.

Less than 10% of adults experiencing IGP in 2021 held a postsecondary education. Educational attainment has a strong correlation with employment and income for individuals, with the greatest return seen among those least likely to attain a postsecondary education^[8]. According to a study by the U.S. Census Bureau, the higher an individual's education level, the lower their participation in public assistance^[9].

Unemployment Trends By Poverty Group During 2021 % of Employed Adults By Poverty Group Who Experienced a Job Loss or Interruption in CY2021



Adults, IGP	17.0%
Adults, Non-IGP	16.5%
General Labor Force	16.0%

Source: Utah Department of Workforce Services

Household Composition

In 2021, 64% of children experiencing IGP were being raised in single-parent households. Utah's children experiencing IGP are three times more likely to live in a single-parent household than the general population. Children who live with one parent are more likely to live in poverty than those with two parents ^[10]. Adults experiencing IGP, however, are less likely to be married (21.2%) than adults in the non-IGP cohort (35.2%) receiving public assistance.



Part III: POVERTY BY LOCATION

WHICH COMMUNITIES ARE IMPACTED THE MOST BY
INTERGENERATIONAL POVERTY?

INTERGENERATIONAL POVERTY IS FOUND IN
EVERY COUNTY IN UTAH



EVERY COUNTY has residents who are experiencing intergenerational poverty (IGP). Counties with the highest rates of their adult population experiencing IGP in 2021 included San Juan (8%), Carbon (5%), Duchesne (5%), Uintah (4%) and Sevier (4%). Counties with the lowest rates were Summit, Morgan, Wasatch, Daggett and Rich counties, which each had less than 1% who were adults experiencing IGP. The top five counties with the highest rates of children experiencing IGP relative to the county’s child population were San Juan (33%), Piute (19%), Carbon (18%), Duchesne (18%), and Uintah (16%). Counties with the lowest rates included Summit and Morgan counties, which each had less than 2% of children experiencing IGP. The count of children experiencing IGP compared to the total child county population grew in 11 of 29 counties compared to 2020.

Socioeconomic status can differ between cities within a county, especially in large urban counties such as Salt Lake and Weber counties. To localize the issue, 15 zip codes with the highest counts of individuals experiencing IGP were analyzed to show specific areas of IGP within counties. Both adults and children experiencing IGP live in similar geographic locations, including Ogden, West Valley City, Salt Lake City, Clearfield, Tooele and Vernal. Children at risk of becoming adults that experience IGP, however, were more evenly scattered throughout the state.

This report combines data on children experiencing IGP with children in the non-IGP cohort to create an overall at-risk child poverty rate. The children measured in this data are those who are at risk of remaining in poverty as adults. Counties with the highest rates of at-risk children relative to the county’s child population were San Juan (54%), Piute (46%), Carbon (39%), Iron (36%) and Duchesne (36%). Counties with the lowest rates were Morgan (8%), Summit (11%) and Wasatch (14%) counties.

Utah Children Who Are at Risk of Experiencing IGP as Adults
% of a County’s Child Population Considered At-Risk Children in CY2021

COUNTY	%
Beaver	30.4%
Box Elder	23.1%
Cache	22.2%
Carbon	39.1%
Daggett	17.8%
Davis	15.4%
Duchesne	35.8%
Emery	30.5%
Garfield	24.6%
Grand	35.7%
Iron	35.9%
Juab	23.6%
Kane	25.5%
Millard	29.0%

Morgan	8.4%
Piute	45.8%
Rich	20.2%
Salt Lake	24.5%
San Juan	53.5%
Sanpete	32.3%
Sevier	33.2%
Summit	11.2%
Tooele	21.9%
Uintah	34.7%
Utah	17.9%
Wasatch	14.1%
Washington	29.7%
Wayne	33.2%
Weber	26.3%

Utah's Zip Code/Cities With the Highest Counts of IGP

Count of Adults and Children Experiencing IGP in the 15 Highest Zip Codes in CY2021

Rank	Zip code	City	Count of Adults, IGP
1	84404	Ogden	2,020
2	84401	Ogden	1,887
3	84119	West Valley City	1,778
4	84015	Clearfield	1,503
5	84120	West Valley City	1,471
6	84074	Tooele	1,278
7	84078	Vernal	1,238
8	84116	Salt Lake City	1,229
9	84118	Salt Lake City	1,158
10	84403	Ogden	1,106
11	84115	Salt Lake City	1,089
12	84107	Salt Lake City	1,076
13	84047	Midvale	1,071
14	84041	Layton	1,043
15	84104	Salt Lake City	986

Rank	Zip code	City	Count of Children, IGP
1	84404	Ogden	2,323
2	84119	West Valley City	1,911
3	84015	Clearfield	1,766
4	84120	West Valley City	1,757
5	84401	Ogden	1,586
6	84078	Vernal	1,523
7	84118	Salt Lake City	1,379
8	84074	Tooele	1,375
9	84116	Salt Lake City	1,286
10	84041	Layton	1,270

Rank	Zip code	City	Count of Children, IGP
11	84047	Midvale	1,105
12	84044	Magna	1,103
13	84123	Salt Lake City	1,040
14	84067	Roy	1,027
15	84721	Cedar City	1,002

Source: Utah Department of Workforce Services



Part IV: AREAS OF CHILD WELL-BEING

WHERE IS UTAH SUCCEEDING AND WHAT NEEDS MORE FOCUS?

- EARLY CHILDHOOD DEVELOPMENT
- EDUCATION
- FAMILY ECONOMIC STABILITY
- HEALTH



UTAH MEASURES the effects of intergenerational poverty (IGP) on children by tracking four areas of child well-being: early childhood development, education, family economic stability and health. Each year, this report provides an update on these data indicators to determine progress in addressing IGP. This data is tracked over time and was selected by the Intergenerational Welfare Reform Commission for its interconnected nature contributing to a child's well-being and its impact on breaking the cycle of poverty.

➔ Early Childhood Development

The foundation for social and economic mobility starts in early childhood, with social, behavioral and cognitive development taking place before age five.

Kindergarten readiness, measured by which Utah student entered kindergarten with sufficient prerequisite knowledge and skills in literacy or numeracy, slightly decreased for children experiencing IGP in 2021. This builds on a decrease in kindergarten readiness among children experiencing IGP in 2020. Only 31% of Utah's students experiencing IGP entered kindergarten demonstrating sufficient prerequisite knowledge and skills in literacy and 54% for numeracy. In comparison, kindergarten students statewide reached 60% proficiency for literacy and 75% for numeracy.

Of the 22,772 children in the IGP cohort younger than 5 years old, 70.2% were participants at some point in the state's Women, Infants and Children (WIC) program. The average WIC participation for children experiencing IGP was 21.52 months. Of the 36,491 children in the non-IGP cohort younger than 5 years old, 66.1%, or 24,137 children, were WIC participants with an average of 24.4 months of participation. The WIC program provides nutrition and breastfeeding services, and supplemental food to pregnant women, new mothers, infants and young children. A majority of children experiencing IGP received supplemental food and nutritional services at a critical time for healthy growth and development.

Evidence-based home visitation services reduce the incidence of child abuse and neglect, which is significantly higher among children experiencing intergenerational poverty.

Home visiting is a service and support delivery strategy that has been around for more than a century, but gained prominence in the late 20th century. Home visiting is an effective tool to reach children in high-risk families.

The state provided home visitation services to 118 children of 27,063 experiencing IGP (younger than 6 years old) at some point during 2021. This is the equivalent to 0.44% of children experiencing IGP. Approximately 20% (240) of parents and children who received home visitation services during 2021 (1,133) were also part of the IGP cohort for that year. Home visitation access is currently available in 10 counties in Utah.



The Baby Watch Early Intervention Program (BWEIP) has a statewide network of programs that provides individualized support for infants and toddlers who have developmental delays or disabilities and their families. In 2021, 92.51% of children experiencing IGP were assessed with moderate to severe developmental delay(s) participated in Baby Watch Early Intervention (766 out of 828).

Annual Key Indicators For Early Childhood Development

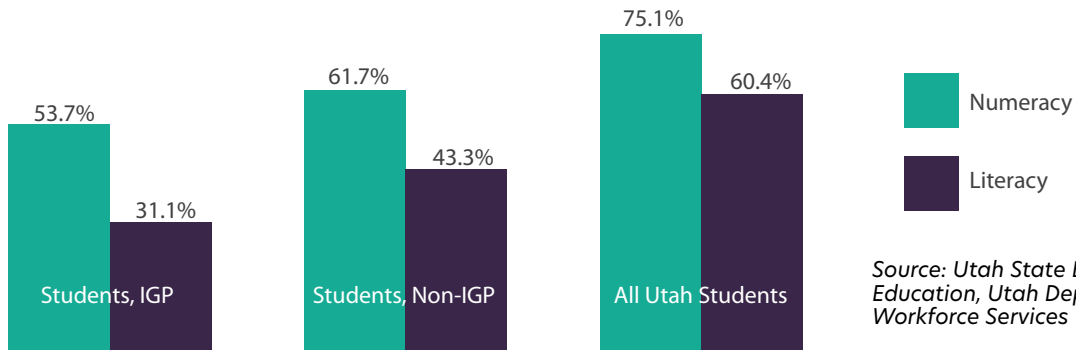
Indicators for Children, IGP	2020	2021	Annual Change
Ready for kindergarten, numeracy	55%	54%	●
Ready for kindergarten, literacy	34%	31%	●
Received prenatal care (pregnant women experiencing IGP)	92%	92%	●
Participated in public preschool (age4)	27%	29%	●
Victim of a verified case of abuse/neglect	1.9%	1.7%	●

● Minimal to no annual change; ● Negative annual change; ● Positive annual change

Source: Utah State Board of Education, Utah Department of Workforce Services

Kindergarten Readiness Among Children in Poverty

Kindergarten readiness measured by which students entered kindergarten with sufficient prerequisite knowledge and skills



Source: Utah State Board of Education, Utah Department of Workforce Services

➔ Education

Positive academic outcomes during childhood typically lead to better outcomes during adulthood.

High school graduation rates remained unchanged for students experiencing IGP in 2021. The graduation rate among high school students experiencing IGP increased from 50% to 79% during the past decade. Although this increase is numerically impressive, IGP graduation rates are below the state average of 88%.

An ACT score of 18 or higher is an indicator of whether a student goes on to postsecondary education since it is usually the minimum score required to qualify for college admission. IGP and non-IGP groups had lower average (mean) composite scores on the ACT test than the general state population. Statewide, 66.4% of students in the 2021 four-year cohort attained a composite score of 18 or higher. In comparison, only 46.3% of ACT test-takers in the identified non-IGP group, and 41.9% of ACT test-takers in the identified IGP group, attained a composite score of 18 or higher. The statewide average ACT score was 20.6.

Participation in enhanced kindergarten fell year-over-year for children experiencing IGP. Enrollment fell from 47% in 2020 to 40% in 2021. Participation in enhanced kindergarten is higher among students experiencing IGP (40%) compared to all Utah students (26%). This program targets students who are at risk of not achieving third-grade learning outcomes, as measured by their kindergarten entry assessment scores.

Looking at chronic absenteeism rates by cohort group and grade level, the trend is similar among the non-IGP group and students statewide. Chronic absenteeism rates were high in kindergarten and first grade and jumped back up again in 11th and 12th grades. In the 2020-2021 school year that was highly impacted by the COVID-19 pandemic, however, the IGP cohort saw the highest chronic absenteeism rates in lower grade levels. Comparing chronic absenteeism rates between all cohorts, the highest chronic absence rates were among the IGP cohort. The IGP chronic absence rate was more than double the overall state chronic absence rate.

Six of the 10 schools with the highest rate of students experiencing IGP are in the San Juan School District. Tse’Bii’Nidzisgai School in San Juan District had the highest rate of students experiencing IGP (51%) in 2021.



THE MAJORITY OF ADULTS EXPERIENCING IGP LACK A POSTSECONDARY EDUCATION. IN 2021, LESS THAN **10%** OF ADULTS EXPERIENCING IGP REPORTED HAVING AN EDUCATION BEYOND HIGH SCHOOL.

The majority of adults experiencing IGP lack a postsecondary education. In 2021, less than 10% of adults experiencing IGP reported having an education beyond high school. Educational attainment has a strong correlation with employment and income outcomes^[11]. In addition, the higher an individual's education level, the lower their participation in public assistance^[12].

In data gathered for this report, 23% of adults experiencing IGP did not disclose their education level. This data is self reported by individuals participating in public assistance.

Only 5% of adults experiencing IGP were enrolled in a postsecondary institution. Utah Valley University, Salt Lake Community College and Weber State University had the most adults experiencing IGP enrolled in their institutions out of all public and private institutions.

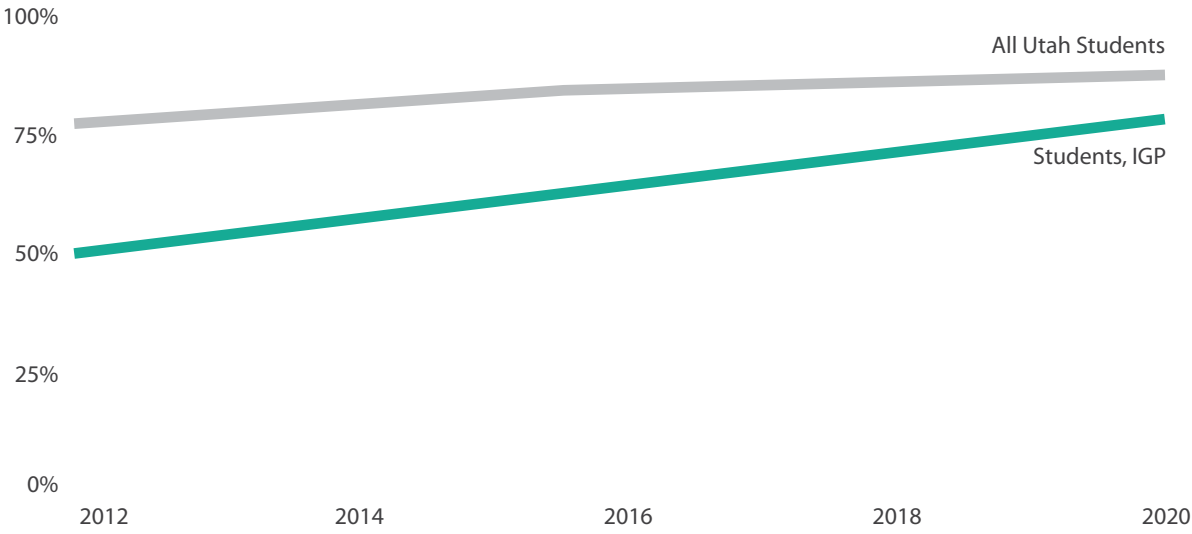
Adults experiencing IGP who recently graduated mostly received a bachelor's or associate degree. A total of 602 adults experiencing IGP and 101 young adults experiencing IGP graduated with a degree or certificate from a postsecondary institution from July 2019 to June 2021. Utah Valley University had the most adults experiencing IGP who graduated with a bachelor's degree, followed by Utah State University. Salt Lake Community College had the most adults experiencing IGP who graduated with an associate degree, followed by Utah Valley University.





Graduation Rates Improved For Students Experiencing IGP Since 2012

% Graduation Rates From SY2012 to SY2021



Source: Utah State Board of Education, Utah Department of Workforce Services



Annual Key Indicators For Education

Indicators for Students Experiencing IGP	2020	2021	Annual Change
Graduated from high school	79%	79%	●
Participated in enhanced kindergarten	47%	40%	●
Third graders proficient in language arts	N/A	N/A	N/A
Eighth graders proficient in math	N/A	N/A	N/A
ACT score is 18 or higher	37%	42%	●

● Minimal to no annual change; ● Negative annual change; ● Positive annual change

Source: Utah State Board of Education, Utah Department of Workforce Services

Utah's Schools With the Highest Rates of Students Experiencing IGP

% of Students Who Experience IGP Within Each School in SY2021

1	San Juan District	Tse'Bii'Nidzsigai School	50.6%
2	San Juan District	Montezuma Creek School	47.4%
3	San Juan District	Bluff School	45.7%
4	San Juan District	Monument Valley High	40.1%
5	San Juan District	Navajo Mountain High	40-49%
6	Canyons District	Canyons Transition Academy	35.2%
7	San Juan District	Whitehorse High	33.9%
8	Granite District	Granite Technical Institute	31.9%
9	Jordan District	South Valley School	31.6%
10	Uintah District	Eagle View School	31.0%
11	Wayne District	Hanksville School	30-39%
12	Salt Lake District	Children Behavior Therapy Unit	30-39%
13	Utah Schools for Deaf & Blind	North Region Blind	20-29%

% Range provided to obfuscate identities due to a small student population.

Source: Utah State Board of Education, Utah Department of Workforce Services



Distribution of Education Levels Among Adults Experiencing IGP And Utah's General Population (CY 2021)



	ADULTS, IGP	GENERAL POPULATION
Less than high school	28.0%	17.2%
High school level	38.8%	29.6%
Certificate or some college	4.4%	4.5%
Postsecondary degree	3.9%	10.1%
Unknown	24.9%	38.6%

Source: Utah State Board of Education



➔ Family Economic Stability

The economic health of a household can positively affect children if they grow and develop in a stable home that is free from financial distress.

The number of adults experiencing IGP with year-round employment increased from 27% in 2020 to 30% in 2021. At the same time, the number of families experiencing IGP receiving public assistance increased from 23% of public assistance recipients in 2020 to 27% of public assistance recipients in 2021 (some of this increase is linked to changes in Medicaid eligibility). During 2021, 42% of adults experiencing IGP had no recorded employment at any time. When looking at employment by gender, women experiencing IGP had a higher rate of year-round employment (33%) compared to men experiencing IGP (27%) in 2021. In both cases, adults experiencing IGP worked more in 2021 than 2020.

The poverty level income in 2021 was \$12,880 for a single person and \$26,500 for a family of four. The average annual wages for adults experiencing IGP who worked last year was \$15,617. This is a significant increase over the average income of \$12,420 in 2020.

With the increase in annual wages among adults experiencing IGP, Utah saw the number of adults experiencing IGP spending more than 30% of their income on housing drop from 45% in 2020 to 43% in 2021.

Homeless services for children experiencing IGP remained at 1%. Fortunately, a large majority of children experiencing IGP were not using homeless services. This percentage remained low at 1% from 2019 to 2021. As for children experiencing IGP who have housing, but moved at least once — indicating some housing instability — their mobility rate increased slightly over the year (2.4% in 2020 to 2.5% in 2021).



Annual Key Indicators For Family Economic Stability

Indicators for Individuals	2020	2021	Annual Change
Received public assistance (family)	23%	27%	●
Participated in year-round employment (adults)	27%	30%	●
Expended more than 30% of income on housing (adults)	45%	43%	●
Utilized homeless services (children)	1%	1%	●
Moved at least once in 12 months (children)	35%	33%	●
Enrolled in SNAP (children)	84%	74%	●

● Minimal to no annual change; ● Negative annual change; ● Positive annual change

Source: Utah Department of Workforce Services



Employment Rates By Gender and IGP/Non-IGP Groups

% of Group Employed in the Indicated Length in CY2021

	No employment	Employed 1 quarter	Employed 2 quarters	Employed 3 quarters	Employed 4 quarters
Males, IGP	44%	10%	10%	10%	27%
Females, IGP	40%	8%	9%	10%	33%
Males, non-IGP	43%	9%	9%	10%	30%
Females, non-IGP	47%	7%	9%	8%	29%

Source: Utah Department of Workforce Services

➔ Health

Good health helps parents maintain employment and care for their family, and helps children consistently attend school and not fall behind their peers.

The number of adults experiencing IGP enrolled in public health insurance in 2021 increased. One reason for this is Medicaid Expansion that began in January 2020, and the other is the changes in Medicaid eligibility, which allows for continuous enrollment during the COVID-19 pandemic. Medicaid Expansion helped cover adults who previously fell into a coverage gap of not qualifying for public health insurance and not having it provided elsewhere. Typically, adults who did not have children or dependents fell into the coverage gap. Medicaid now covers adults up to 138% of the federal poverty level. This allows for more adults experiencing IGP to access public health care insurance^[13].

A greater number of children experiencing IGP received dental care in 2021 (2.5% increase) while fewer received behavioral health services (3.2% decrease). Both behavioral health services and dental services help improve the well-being of children by addressing issues that impact school attendance and performance.

The number of adults experiencing IGP receiving behavioral health services and substance use treatment in 2021 remained relatively unchanged since 2020.



Annual Key Indicators For Health

Indicators for Individuals	2020	2021	Change
Covered by public health insurance (children)	94%	95.4%	●
Covered by public health insurance (adults)	86%	92.1%	●
Received preventive health care (children)	45%	46.3%	●
Received preventive health care (adults)	4%	3.9%	●
Received annual dental care (children)	45%	47.4%	●
Received behavioral health services (age 10-14)	60%	56.8%	●
Received behavioral health services (age 15-18)	52.9%	52.7%	●
Received behavioral health services (adults)	48%	47.1%	●
Received substance use disorder treatment (adults)	43%	42.9%	●

● Minimal to no annual change; ● Negative annual change; ● Positive annual change

Source: Utah Department of Health, Utah Department of Human Services

Substance Abuse Among Individuals Experiencing IGP

AGE GROUP	DIAGNOSED	TREATED	PERCENT OF DIAGNOSED THAT RECEIVED TREATMENT
Age 15-18	334	108	32.3%
Age 19-20	918	327	35.6%
Age 21-24	1,689	624	36.9%
Age 25-34	7,819	3,593	46.0%
Age 35-44	5,575	2,363	42.4%
Age 45+	958	360	37.6%

Source: Utah Department of Health, Utah Department of Human Services



CONCLUSION

The economic recovery from the COVID-19 pandemic has improved the livelihoods of Utahns experiencing intergenerational poverty (IGP) ^[14]. In the last half of 2021, Utah's economy rebounded from the pandemic-induced economic setbacks ^[15]. The shrinking labor force and high unemployment that came with the coronavirus quickly shifted to record-low unemployment and a growing labor force ^[16].

This rapid economic expansion impacted residents experiencing IGP positively. During the past year, wages rose, the rate at which adults experiencing IGP found year-round employment increased, and the rate of adults experiencing IGP who lost jobs decreased. Greater job opportunities and higher wages help families experiencing IGP improve their station in life and break the cycle of poverty.

In spite of greater economic stability and higher wages, the data shows that there are still groups and areas that are disproportionately affected by the cycle of poverty: women, single-parent families and American Indians.

The COVID-19 national public health emergency is limiting states from disenrolling Medicaid participants. This change in Medicaid eligibility is impacting the quality of data on residents receiving public assistance. It

is increasing both the number of people defined as experiencing intergenerational poverty and the number of people counted in the 2020 and 2021 IGP cohorts. The full impact of these changes will not be realized until after the public health emergency ends and the recertification of Medicaid recipients is complete. Recertification will take place over 12 months after the public health emergency ends. These impacts will continue to be monitored in subsequent IGP annual reports.

To ensure Utahns are not left behind and the cycle of poverty is broken, collaboration between state and local agencies must continue to collect comprehensive data on intergenerational poverty. The data gathered during the past decade has better informed Utah policymakers. The information shows who is experiencing IGP and the barriers they face in breaking free from the cycle of poverty.

Ongoing collaboration between state and local agencies, nonprofits and religious organizations will continue to improve the quality of life for Utahns experiencing IGP and help create equitable opportunities for them to reach their full potential.



APPENDICES

Intergenerational Welfare Reform Commission

Chair:

Deidre Henderson, Lieutenant Governor
State of Utah

Vice Chair:

Casey Cameron, Executive Director
Utah Department of Workforce Services

Members:

Nate Checketts, Executive Director
Utah Department of Health

Sydnee Dickson, State Superintendent
Utah State Board of Education

Tracy Gruber, Executive Director
Utah Department of Human Services

Nubia Peña, Director
Division of Multicultural Affairs within the Utah Department of Heritage and Arts

Niera Siaperas, Juvenile Court Administrator
Judicial Branch

Intergenerational Poverty Advisory Committee

Chair:

Not filled in 2021

Members:

Bill Crim, United Way of Salt Lake
Advocacy group that Focuses on Education

The Honorable D. Scott Davis, Fourth District Juvenile Court
Additional Member

Roy Neal Davis , Intermountain Health Care
Child Health

William Duncan, Sutherland Institute Center for Family and Society
Additional Member

Dr. Benjamin Gibbs, Brigham Young University
Academic Expert in Childhood Poverty or Education

Moe Hickey, Voices for Utah Children
Advocacy group that Focuses on Childhood Poverty

Reverend Steve Klemz, Zion Evangelical Lutheran Church
Faith-based Organization that Addresses Childhood Poverty or Education

Jennifer Mitchell, The Children's Center
Child Mental Health

Councilwoman Aimee Winder Newton, Salt Lake County Council
Local Government Representative

Research Subcommittee & Data Partners

Utah Department of Workforce Services

Kenya Augustin
Melauni Jensen
Kelsey Martinez
Jared Mendenhall (author)
Nune Phillips
Jeremias Solari
Chris Williams

Utah Department of Human Services

Ryan Carrier
John DeWitt
Justin Hyatt
Rick Little
Lesley Lundeberg
Dustin Steinacker

Utah Department of Corrections

Julie Christenson

Utah System of Higher Education

Carrie Mayne
Zachary Barrus

Laura Zemp

Utah Department of Health

Srimoyee Bose
Navina Forsythe
Brian Roach

Utah State Board of Education

Aaron Brough
Jimmy Hernandez
David Mackay
Malia McIlvenna
Wynn Shooter

Community Members

Dr. Benjamin Gibbs, Brigham Young University
Terry Haven, Voices for Children
Mary Beth Vogel-Ferguson, University of Utah



Data Methods and Limitations

Utah is unique in its capability to securely work with data across state agencies to help inform on demographics, services and outcomes for the population experiencing IGP. Without the collaboration of multiple state partners, this report would be limited in data and lack the insight needed to comprehensively understand IGP. Annually, the Utah Department of Workforce Services updates the IGP cohort with those who participated in public assistance in the calendar year. The cohort is then matched across partner records for various data indicators. The following is the data provided by partners:

Utah Department of Workforce Services

- Demographics (gender, age, race/ethnicity, education level, marital status and children in household)
- Employment and wages
- Housing and homelessness services
- IGP by county, city, and zip code
- Public assistance participation
- Unemployment Insurance claims

Utah Department of Health

- Baby Watch Early Intervention Program participation
- Behavioral health services
- Dental care
- Home visitation services
- Prenatal care
- Preventive health care
- Substance use treatment
- WIC participation

Utah State Board of Education

- ACT score
- Chronic absenteeism
- Enhanced kindergarten participation
- High school graduation
- IGP by school and district
- Kindergarten readiness
- Language arts and math proficiency
- Public preschool participation

Utah System of Higher Education

- Enrollment by institution
- Graduation by award/institution

Utah Department of Human Services

- Involvement in Juvenile Justice System
- Domestic violence-related child abuse
- Foster care, child protective services and in-home services participation
- Victim of abuse or neglect as a child

Utah Department of Corrections

- Involvement in Corrections

Data Limitation: Intergenerational Poverty Definition

Utah defines intergenerational poverty through the use of public assistance at the Utah Department of Workforce Services. As with any data, there are some limitations to be aware of when using the intergenerational poverty definition.

In theory, there could be more Utahns who are experiencing a cycle of poverty, but are not included in this report. Individuals who are living in poverty, but are not accessing public assistance from the Utah Department of Workforce Services would not show up in the IGP data. They could be accepting public assistance from others not included in this research such as from religious or nonprofit organizations.

This research also does not include public assistance participation from other states. An individual who may have participated in another state and then moved to Utah would not show up in the IGP data because there is no record of their childhood history. This also affects if the individual has a child, who would not show up as a child experiencing IGP because there is no record of their parent's upbringing. This lack of IGP data is also the case for immigrants from other countries who move to Utah.

For questions on data methods and limitations, or to request more information, contact the Utah Department of Workforce Services – Workforce Research and Analysis Division at laboreconomists@utah.gov.

2022 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 (2) Young children experiencing IGP participate in preschool (3) Children experiencing IGP are kindergarten ready	Increase capacity of high-quality preschool	Yes (ongoing)	The Office of Child Care (OCC) administered Utah's partially state-funded preschool program to (1) increase the capacity of high quality programs to serve children who are low-income, including IGP, and (2) fund preschool programs to become high quality. In SFY22, the program served 2,734 children identified as low-income with at least one of 10 enumerated risk factors or English Learners. Grants were awarded to seven preschool programs, 25 individual classrooms, to become high quality.
		Establish a true Quality Rating and Improvement System for child care programs	Yes (ongoing)	In FY22, the Office of Child Care (OCC) relaunched the Child Care Quality System (CCQS) after it was put on hold during the COVID pandemic. Between November 1, 2021 and June 30, 2022, 111 licensed center based programs were rated in the system. The following is the rating distribution from lowest to highest quality: Foundation of Quality: 51 programs; Building Quality: 28 programs; High Quality: 28 programs; and High Quality Plus: 4 programs. Through SFY22, of licensed centers eligible to receive a rating, 29% received one. There are now more centers with a certified quality rating than there were before the pandemic. In FY22 licensed family providers were given their first opportunity to get a certified quality rating utilizing a temporary CCQS framework. The two ratings available were Certified Foundation of Quality and Building Quality. Of those that applied and were rated, 37 received a Certified Foundation of Quality Rating and 57 received a rating of Building Quality. The first formal observations for family child care utilizing the standard CCQS framework took place in June 2022 and their quality rating score will be effective in FY23. In June 2022, 30% of children receiving a subsidy attended a program that had a certified rating.
		Utilize the established Child Care Quality System to provide greater child care subsidy payments to high-quality child care providers	Yes	As of June 2022, 32 licensed child care providers are receiving an enhanced subsidy grant for achieving a high quality or high quality plus 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. In SY2020-21, there were disruptions in assessments and data collection due to COVID-19.

DEPARTMENT OF WORKFORCE SERVICES CONT.

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 living at or above 200% Federal Poverty Level</p> <p>(5) Families receiving public assistance who experience intergenerational poverty</p>	Connect youth to employment	Yes (ongoing)	<p>(1) Provide career counseling to youth through use of UWORKS tools.</p> <p>(2) Continue partnerships between workforce development and schools and their counselors to address career opportunities for youth.</p> <p>(3) Partnership with JJS in Utah county to connect youth exiting secure care to work-based learning opportunities.</p>
		Increase job skills through career pathways	Yes (ongoing)	<p>(1) Talent Ready Utah grants to promote programs providing unemployed and underemployed adults opportunities to receive training and certification in high-demand occupations.</p> <p>(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.</p> <p>(3) Collaboration between WDD, MTECH and Health Care Providers connecting youth and FEP customers to Medical Assistant (MA) training, certification and employment. This pathway includes WDD led empowerment workshops that are integrated into the course curriculum, including topics like job search preparation/assistance, success in the workplace and soft skills.</p>
		Ensure education and job training meet work requirements	Yes (ongoing)	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: jobs.utah.gov/employer/business/wotc.html
		Increase uptake in the federal Earned Income Tax Credit	Yes	<p>(1) All employment centers providing information on the EITC during the tax season and individuals are notified of the availability of the EITC.</p> <p>(2) Workforce development staff educate employers about the benefits of income tax credits.</p>
		Encourage participation in financial coaching courses	Yes	A collaboration with the Consumer Financial Protection Bureau titled Your Money Your Goals is being used by DWS employment counselors to assist families. A budgeting basics online workshop is available on jobs.utah.gov
All		Support evidence-based decision making	Yes	DWS continues to work toward establishing outcome-based contracting through the utilization of Results Based Accountability.

DEPARTMENT OF HUMAN SERVICES

Area of Child Well-Being	Indicator being Influenced	Recommendation	Completed	Progress in previous 12 months
FES	<p>(1) IGP adults with year-round employment</p> <p>(2) IGP adults employed in occupations with wages sufficient to meet basic needs of families</p> <p>(3) Families receiving public assistance who experience intergenerational poverty</p>	Policies to Support Non-Custodial Parents	Yes	<p>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.</p>
Health	<p>(1) Schools serving high percentages of children experiencing IGP provide access to behavioral health specialist</p> <p>(2) Children 10 and older, experiencing IGP who require behavioral health services receive those services</p>	Ensure School Based Behavior Health is available in schools	Yes (ongoing)	<p>During SFY2020, School Based Behavioral Health access and availability increased to 39 of the 41 School Districts and to 377 schools (45 of the schools have high rates of IGP). During SFY2020, School Based Behavioral Health services were provided to 3,265 students through the Local Mental Health Authorities. School Based services have also been able to pivot with COVID to include telehealth based services to serve youth and families separated from their school by the pandemic. This effort is included in the One Utah Roadmap as a strategy to include access to healthcare. A work group is developing a plan to ensure all Utah schools provide school-based health services to students. In addition, during the 2021 General Session, the Legislature established the Education and MH Coordinating Council to work on this effort.</p>
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. As a result of a successful application to the Substance Abuse and Mental Health Services Administration for a System of Care expansion, nine new High Fidelity Wraparound teams have been created in rural and frontier communities around the State. New teams were added in Duchesne, East Carbon, Emery, Garfield, Grand, Kane, San Juan, Kane and Tooele Counties. A team was also added for the Paiute Tribe which is headquartered in Iron County. The grant also funds the expansion of Stabilization and Mobile Response early intervention services into the entire Eastern Region of the state as well creating a Center of Excellence housed with the Huntsman Mental Health Institute.</p>

DEPARTMENT OF HUMAN SERVICES CONT.

All Cont.)		Families served through a two-generational lens	Yes (ongoing)	<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. In 2020 and 2021, the service entered into contracts with Intermountain Health Care to operate SMR in Salt Lake and Western (Utah County) regions respectively. 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> <p>The Local Mental Health and Substance Abuse Authorities provide a continuum of care with a focus on serving the entire family. Through paternal and early childhood mental health initiatives and services, Local Authorities have a focus on providing multigenerational services to families and youth. These efforts involve local collaboration with other partners, including local school districts, healthcare providers, childcare providers and other children and family serving stakeholders.</p>
All		Support evidence-based decision making	Yes (ongoing)	<p>The Utah Department of Human Services (DHS) implemented the Title IV-E prevention program as authorized by the Family First Prevention Services Act (FFPSA). Utah's FFPSA plan builds upon Utah's Title IV-E waiver project, HomeWorks, which focused on strengthening parents' capacity to safely care for their children and safely reducing the need for foster care. The prevention program includes several evidence-based services targeted for mental health and substance abuse prevention and treatment and for in-home parent skills based programs. These evidence-based prevention services and programs are provided for children who are candidates for foster care and their parents or kin caregivers. The overall goal of Title IV-E prevention program is to prevent the need for foster care placement and the corresponding trauma of unnecessary parent-child separation.</p> <p>DCFS continues to use evidence-formed assessments as decision-making processes. When assessing safety and risk issues, DCFS worker use Structured Decision-Making (SDM) safety and risk assessments. A formal suicide screener is also used when working with children age 10 and older. In assessing a family's needs, DCFS uses the Utah Family and Children Engagement Tool (UFACET) to better identify family needs requiring action and support.</p> <p>The Office of Quality and Design monitors the use of evidenced-based outcomes and performance in new service design and contract compliance. Performance based contracting will include outcomes from evidenced-based programming. Most recently, OQD has assisted the department in standing up Parent-Child Interaction Therapy (PCIT) and is working to recruit participants in the training pilot to expand the array of evidence based programs under FFPSA and the department's continuum of services. 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.</p>

DEPARTMENT OF HEALTH

Area of Child Well-Being	Indicator being Influenced	Recommendation	Completed	Progress in previous 12 months
ECD	<p>(1) Children, 0-5, who are IGP receive home visiting services</p> <p>(2) Children, IGP, assessed with moderate-to-severe developmental delay participate in Baby Watch Early Intervention Program (BWEIP)</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	Yes (ongoing)	<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 persons 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, but have shifted to a combined in-person and virtual service delivery in response to the COVID-19 pandemic.</p> <p>In 2020, 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: 661 Number of families served: 669 Number of contracts: 8</p> <p>Contracted Providers: (5 LHD, 1 NPO) Salt Lake County Health Department (2 Contracts for separate programs), San Juan County Health Department, Central Utah Health Department, Prevent Child Abuse Utah, Southeastern Utah Health Department, Wasatch County Health Department, Utah County Health Department</p> <p>Counties served: Salt Lake, San Juan, Sevier, SanPete, Carbon, Emery, Grant, Wasatch, Weber, Utah</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 by providing individualized support and services to the child and their family. Direct early intervention (EI) services are provided by 15 local EI programs, which are run by local health departments, school districts, non-profits organizations, universities, and the Utah Department of Health. Early Intervention services are provided through a family coaching model that focuses on helping families support their children in meeting individualized outcomes 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 2021, 15 local EI programs served 14,260 children between 7/1/2020 and 6/30/2021. Anyone can make a referral to a BWEIP local EI program. Referrals come from parents, local health departments, pediatricians and family physicians, Early Head Start Programs, Centro de La Familia, Help Me Grow Utah, the Department of Human Services Division of Child and Family Services, hospitals, and others.</p> <p>1.) Children, IGP, assessed with moderate-to-severe developmental delay participate in Baby Watch Early Intervention Program (BWEIP): December 31, 2020 counts: 1795 Referred, 836 Evaluated, 735 Determined Eligible, 683 (92.93%) chose to participate in services</p> <p>2.) Children who experience substantiated case of abuse and/or neglect referred to BWEIP: 1,565 between 7/1/2020 and 6/30/2021 (this count is for IGP and not IGP children combined)</p> <p>3.) Parents who have the knowledge and skills to Help their children develop and learn: SFY 2020: 93.00% (NCSEAM Survey Utilized for SFY 2020 Data Collection)</p>

DEPARTMENT OF HEALTH CONT.

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 (ongoing)	<p>DOH continued to support access to health care throughout the state. DOH Office of Primary Care and Rural Health works to recruit medical professional into rural communities and frontier areas.</p> <p>In September 2021, DOH Office of Primary Care and Rural Health reviewed and updated most shortage area designations.</p> <p>In August 2020, DOH Office of Primary Care and Rural Health launched the Utah Health Care Workforce Coalition to address Utah's health workforce shortages. One of the Coalition's strategic priorities has been to improve the health workforce data available to relevant agencies. Work is ongoing.</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> <ul style="list-style-type: none"> -What is Trauma? -What is the impact of trauma? -How do I recognize possible trauma responses? -How can I be more effective in working with people with a trauma history? -How can I care for myself as I work with people who have experienced trauma? <p>-Over 6 seminars, more than 250 Department of Health employees participated in these half-day seminars.</p> <p>The Utah Department of Health Bureau of Health Promotion has begun implementation of trauma-informed practices. They piloted a trauma-informed organizational assessment and are actively looking for opportunities to support the development and sustainability of the Center for Trauma-Informed Utah.</p>
All		Families served through a two-generational lens	Yes (ongoing)	<p>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.</p> <p>WIC successfully provides family-focused service as moms/parents meet one-one-one with a registered dietitian or registered nurse at least once every six-months. During these sessions WIC staff encourage breastfeeding, provide customized nutrition education regarding healthy eating habits and help the family set nutrition-related goals based on the information received through the assessment.</p> <p>Families also choose a nutrition education topic of their choice during each six-month period. WIC improves the health of the current generation as mothers and parents are educated by the Registered Dietitian/Nurse. As infants grow into children, adolescence and adulthood, they will take the healthy habits that WIC helped instill in them at an early age into their own families.</p>
All		Support evidence-based decision making	Yes (ongoing)	<p>The Utah Department of Health uses evidence-based programs and practices in its adoption of programs. Most grant programs, particularly federal, will only provide resources to evidence based practices and programs.</p>

UTAH STATE BOARD OF EDUCATION

Area of Child Well-Being	Indicator being Influenced	Recommendation	Completed	Progress in previous 12 months
ECD	(1) Child care providers serving >10% subsidy participate in programs to improve quality (2) Young children experiencing IGP participate in preschool (3) Children experiencing IGP are kindergarten-ready	Increase capacity of high-quality preschool	Yes (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. The most current version of the KEEP report for the 2021-2022 school year is available and will be on the USBE website by the end of September 2022.
	Children experiencing IGP are kindergarten-ready	Develop statewide, preschool readiness developmental assessment	Yes	In SY 2021-2022 the PEEP was administered in both the fall and spring. The current school year PEEP entry is being administered now. The results for PEEP 2021-2022 are available now and will be on the USBE website by the end of September 2022.
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	For SY 2022-2023, there is approximately 24.5 million in OEK opportunities for LEAs and an additional \$12.2 million in full day kindergarten funding from the 2022 Legislative Season. There has been an increase in extended learning opportunities for kindergartners of about \$30 million over the last few years.

UTAH STATE BOARD OF EDUCATION CONT.

Education (Cont.)	(1) Students experiencing IGP graduate from high school (2) Students experiencing IGP are Language Arts proficient (3) Students experiencing IGP are Math Proficient	Incorporate Social and Emotional Learning (SEL)	Yes (ongoing)	The PEEP data collection includes lifelong learning practices metrics and collection of those results began in Fall of 2019 and are currently in place.
FES	(1) IGP young adults participating in post-secondary education (2) IGP adults with year-round employment (3) IGP adults employed in occupations with wages sufficient to meet basic needs of families (4) Families receiving public assistance who experience intergenerational poverty	Expose high schools students to post- secondary education and job training opportunities beginning early in their high school career	Yes	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.
	(1) IGP young adults participating in post-secondary education (2) IGP adults with year-round employment (3) IGP adults employed in occupations with wages sufficient to meet basic needs of families (4) Families receiving public assistance who experience intergenerational poverty	Provide incentives to two-year colleges for key outcomes		N/A
	(1) IGP young adults participating in post-secondary education (2) IGP adults with year-round employment	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. In addition, USHE is working to have a full-time, permanent college access advisor at every high school. The Utah college access advisors guide high school students through college entrance exam preparation, admissions procedures, and financial aid processes to ensure that all Utah students have access to higher education opportunities.

UTAH STATE BOARD OF EDUCATION CONT.

FES CONT.	(3) IGP adults employed in occupations with wages sufficient to meet basic needs of families (4) Families receiving public assistance who experience intergenerational poverty			
All		Families served through a two-generational lens	No	
All		Support evidence-based decision making	Yes	USBE has partnered with United Way, KSL, and other organizations to collaborate on the 5B45 Campaign to include additional robust resources for families, promotional content being disseminated via KSL, and incorporating nutrition in the 5 areas of 5B45. The website is: https://5b45kids.com/about/

DIVISION OF MULTICULTURAL AFFAIRS

Area of Child Well-Being	Indicator being Influenced	Recommendation	Completed	Progress in previous 12 months
Education	Students experiencing higher rates of intergenerational poverty that identify from historically underrepresented communities.	Expose high schools students to post- secondary education, job training opportunities, mentorship and sponsorship experiences beginning early in their middle and high school career	Yes	Our Multicultural Youth Leadership Program’s goal is to help curb the pattern of intergenerational poverty and racial disparities by supplying students with culturally relevant skills and motivation to succeed in the classroom and their communities. MCA provides a unique state-agency program tailored for multicultural youth where, through a series of events for 7th-12th grade students, they engage in unique learning opportunities designed to cultivate skills that increase educational success, financial literacy and bring awareness to and promote mental health. Youth are exposed to higher education and STEM career pathways, civic engagement, and self-empowerment through speakers that are representative of their own culture, backgrounds and upbringings. Ultimately, we seek to increase graduation rates among economically disadvantaged diverse youth so that they have equal opportunity to realize their full potential and become civically involved to create change in their communities and beyond.

ENDNOTES

- ^[1] Employment Update. (2022). Utah Department of Workforce Services. <https://jobs.utah.gov/wi/update/une/>
- ^[2] Breaking the Intergenerational Cycle of Disadvantage: The Three Generation Approach. (2016). Pediatrics. <https://www.ncbi.nlm.nih.gov/pmc/articles/PMC4894258/>
- ^[3] U.S. Census Bureau. (2021). ACS Poverty Data Tables. <https://www.census.gov/topics/income-poverty/poverty/data/tables/acs.html>
- ^[4] 2020 Policy, DWS Eligibility Manual. (2020). Utah Department of Workforce Services. https://jobs.utah.gov/Infosource/eligibilitymanual/Eligibility_Manual.htm
- ^[5] Martinez, 2019 Longitudinal Intergenerational Poverty Research.
- ^[6] U.S. Census Bureau. (2021). ACS Poverty Data Tables.
- ^[7] The Impact of Early Adversity on Child Development. (2007). Center on the Developing Child. www.developingchild.harvard.edu
- ^[8] Brand, J. E., & Xie, Y. (2010). Who Benefits Most from College? American Sociological Review, 75, 273-302.
- ^[9] Irving, S., & Loveless, T. (2015). Dynamics of Economic Well-Being: Participation in Government Programs, 2009–2012: Who Gets Assistance? U.S. Census Bureau, 70-141.
- ^[10] Household Structure. (2020, December 23). Public Health Indicator-Based Information System. https://ibis.health.utah.gov/ibisph-view/indicator/complete_profile/HHStruct.html
- ^[11] Brand, J. E., & Xie, Y. (2010). Who Benefits Most from College? American Sociological Review, 75, 273-302.
- ^[12] Irving, S., & Loveless, T. (2015). Dynamics of Economic Well-Being: Participation in Government Programs, 2009–2012: Who Gets Assistance? U.S. Census Bureau, 70-141.
- ^[13] 2020 Policy, DWS Eligibility Manual. (2020). Utah Department of Workforce Services. https://jobs.utah.gov/Infosource/eligibilitymanual/Eligibility_Manual.htm
- ^[14] David Eccles School of Business & Governor’s Office of Planning and Budget (2022) Economic Report to the Governor. <https://gardner.utah.edu/wp-content/uploads/ERG2022-Full.pdf?x71849&x71849>
- ^[15] Employment Update. (2022). Utah Department of Workforce Services. <https://jobs.utah.gov/wi/update/une/>
- ^[16] Tony Semerad. The Salt Lake Tribune. (2022) ‘Uncharted territory’ – Utah unemployment falls to a historic low of 1.9%. <https://www.sltrib.com/news/2022/01/21/uncharted-territory-utah/>



UTAH'S 11th ANNUAL REPORT

Intergenerational Poverty

WELFARE DEPENDENCY AND
PUBLIC ASSISTANCE USE • 2022