

WHAT IS INTERGENERATIONAL POVERTY?

INTERGENERATIONAL POVERTY VS. SITUATIONAL POVERTY



Poverty in which **TWO OR MORE SUCCESSIVE GENERATIONS**

of a family continue in the cycle of poverty, as measured through utilization of public assistance for at least 12 months as an adult and at least 12 months as a child.

Situational poverty

does not continue to the next generation, is generally traceable to a specific incident, and is typically time limited.



Divorce



Loss of a loved one



Job loss



Illness

UTAH'S MEASUREMENT

UTAH CREATED ITS OWN measurement of intergenerational poverty and is the only state to distinguish between intergenerational poverty and situational poverty.

Utah measures intergenerational poverty based on enrollment in four public assistance programs where eligibility is closely aligned with the federal poverty measure:

- Food Stamps (SNAP)
- Child Care Subsidies
- Cash Assistance Programs
- Medicaid and/or CHIP



UTAH'S APPROACH

Utah takes a two-generation approach with families by focusing on the needs of parents and their children simultaneously.



WHY THIS DATA IS UNIQUE

This data uniquely defines a group of people in the cycle of poverty based on their current and past generation's use of public assistance.

WHO IS EXPERIENCING IT

People from various racial and ethnic backgrounds are experiencing intergenerational poverty in every county in the state.

Because of this, Utah's data is focused on addressing the economic situation and **state of well-being** of those in

intergenerational poverty, rather than segmenting the issue by their backgrounds.



FOUR FOCUS AREAS:

EDUCATION



FAMILY ECONOMIC STABILITY



HEALTH



EARLY CHILDHOOD DEVELOPMENT



THE INTERGENERATIONAL WELFARE REFORM COMMISSION'S GOAL:

To reduce the number of Utah families in the cycle of poverty, improving their quality of life and helping them become economically stable.





Background on Intergenerational Poverty

Updated 7.6.16

Background:

In 2012, Utah was asked if it had an intergenerational poverty problem. As the State dived into the data, it was discovered that there is an intergenerational poverty issue in Utah despite the state's strong economic success. Two things then occurred:

1. Legislation was passed requiring the Utah Department of Workforce Services to do the research and build an annual report identifying the key indicators and data.
2. The Intergenerational Welfare Reform Commission was created, aligning the major state offices and agencies that work most closely with the children and youth experiencing intergenerational poverty. Commission members include executive directors of the Department of Workforce Services, Department of Health, and Department of Human Services, along with the superintendent of the State Office of Education and administrator of Juvenile Court.

The data first identified that there is a difference between “situational poverty” and “intergenerational poverty.” Understanding the difference is key in figuring out the correct approach and how best to work with families most in need. Majority of individuals utilizing the public welfare system are considered situational. The use is generally temporary based on the situation that led to their need of support. Those considered “intergenerational” receive benefits more long term, as a child and now as an adult.

The priority for Utah is to focus on the children caught in the cycle of poverty and determine the key indicators for child well-being as determined by the data. Four focus areas were identified:

- Early childhood development
- Education
- Family economic stability
- Health

The last four years, critical data has been collected. The gathering of the data is only made possible with the appropriate state agencies building the right memorandum of understandings (MOU) to protect privacy of individuals. These MOUs allow for the data to tell the correct story. The data is now guiding the work and helping elected officials make better decisions in addressing poverty, both at the state and local level.



Background on Intergenerational Poverty

Updated 7.6.16

2016 Efforts:

The Governor's Office is now taking the lead in working closely with the Intergenerational Welfare Reform Commission and county leaders in building solutions for addressing intergenerational poverty at the local level. By focusing on intergenerational poverty families, Utah hopes to reduce the number of Utah families in the cycle of poverty, improving their quality of life and helping them become economically stable.

The counties with the greatest percentage of children at risk of remaining in poverty were recently identified by data compiled by the Department of Workforce Services. These counties include: Kane, Washington, Carbon, San Juan, Grand, Millard, Iron, Piute, Sevier and Sanpete.

Due to the impact of intergenerational poverty in the state, Utah Lt. Governor Spencer Cox has personally visited key leaders in each of these counties to encourage them to address intergenerational poverty.

During these meetings, Jon Pierpont, executive director of the Department of Workforce Services, along with Tracy Gruber, senior advisor of the Intergenerational Poverty Initiative, presented county-level data to help local leaders determine the specific needs of each county, within four areas of child well-being.

These initial county meetings with the Lt. Governor were completed in June 2016. The counties are moving forward to form local committees to address intergenerational poverty in their community in support of the commission's goal.



Intergenerational Poverty 2016 Key Findings

Updated 9.26.16

The 2016 report shares Utah's unique approach in supporting parents and their children simultaneously, and distinguishing between situational and intergenerational poverty. The report outlines data from four focus areas: early childhood development, family economic stability, health and education. It also shares data on other contributing factors that support these focus areas and examples of promising pathways and programs that are moving data into action to address intergenerational poverty.

In 2015...

- In Utah, 37,512 adults and 57,602 children are in intergenerational poverty.
- 25 percent of adults receiving public assistance are experiencing intergenerational poverty.
- 33 percent of Utah children are at risk of remaining in poverty as adults, an increase of one percent from 2014. A total of 291,753 children are at risk of remaining in poverty as adults.
- Utah's child poverty rate has decreased; however, there still remains enough children in poverty to fill 1,611 school buses.

Key Data Findings in Focus Areas

- **Early Childhood Development** – Children experiencing poverty and other stresses during this time are more likely to experience developmental setbacks that follow them throughout their life.
 - As a result of Utah's increased investment, 98 preschool classrooms serving 3,155 low-income children received funding to improve program quality since 2014.
 - 206 children in intergenerational poverty received scholarships to attend high-quality preschool.
- **Education** – Indicators of educational success such as attendance, language arts and math proficiency, and graduation rates tend to suffer among children living in intergenerational poverty.
 - 19 percent of students in intergenerational poverty were proficient in third grade language arts, compared to 44 percent of all third-graders statewide.
 - 12 percent of students in intergenerational poverty were proficient in eighth grade math proficiency, compared to 37 percent of all eighth graders statewide.
 - Graduation rates are slowly improving for children at risk of remaining in poverty.



Intergenerational Poverty 2016 Key Findings

Updated 9.26.16

- **Health** – Children living in intergenerational poverty are not receiving the health care, dental care and mental health care needed to ensure healthy development.
 - 28 percent of Medicaid enrollees who are in intergenerational poverty visited the emergency room at least once, compared to only 17 percent of non-intergenerational poverty enrollees.
 - Child maltreatment is higher with 24 percent for children in intergenerational poverty, compared to 1.5 percent for children statewide.
 - 94 percent of children in intergenerational poverty have health care access through Medicaid or Children’s Health Insurance Program (CHIP); however, the majority of them utilizing these services is low.

- **Economic Stability** – Underemployment is prevalent among families experiencing intergenerational poverty, which contributes to their challenges.
 - The average annual wage for adults in intergenerational poverty increased 11% between 2014 and 2015, from \$11,506 to \$13,423.
 - 62 percent of adults in intergenerational poverty had some employment during 2015.
 - A third of adults in intergenerational poverty are paying more than 50 percent of their income to housing, leaving little remaining to afford food, clothing and transportation.
 - 72 percent of adults in intergenerational poverty lack education beyond high school, compared to 32 percent statewide.

- **Other Contributing Factors** – Other factors that contribute to intergenerational poverty include homelessness and juvenile justice system involvement.
 - The average length of stay in a homeless shelter is 37 days among children in intergenerational poverty requiring emergency shelter.
 - 17 percent of adults in intergenerational poverty have been involved with the Utah Department of Corrections.



Intergenerational Poverty 2016 Promising Practices

Updated 9.27.16

Promising Practices Featured in 2016 Report

High-Quality Preschool in Rural Utah – In 2016, the Utah Legislature approved an appropriation of \$11 million dollars from Temporary Assistance for Needy Families (TANF) to expand access to high-quality preschool for low-income children. As a result of these funds, an additional 375 children in rural counties with high rates of children at risk of remaining in poverty, which include Iron, Sevier and Washington, will be served in high-quality preschools.

Home Visitation Services – TANF resources were targeted to provide home visitation services including to the Central Utah Health Department and several rural counties targeted by the Intergenerational Welfare Reform Commission. The state’s evidence-based home visitation models include Nurse-Family Partnership (NFP) and Parents As Teachers, which are designed for parents with young children to obtain strong parenting skills that promote children’s healthy development.

Piute School District – Piute School District established five professional learning communities (PLC) to address student learning gaps, utilizing data, and ongoing communication. Piute School District also partners with Snow College to provide students with access to college advisors. This approach is allowing Piute School District to increase its graduation rates and increase post-secondary enrollments among its students.

Adult Education in San Juan County – San Juan School District partnered with Utah State University Eastern-Blanding to administer an adult education program at a college campus. The program connects students to supportive services such as onsite child care, tutoring, financial aid resources, counseling and developmental courses. In 2015, the Native American students, who made up 70 percent of the program, comprised 78 percent of the graduates.

Promoting Self-Reliance in Weber County – The SparkPoint Center helps low-income families escape poverty and achieve long-term financial stability. SparkPoint participants, many of whom experience intergenerational poverty, have opened individual bank accounts, increased credit scores and increased monthly income through employment.

Promoting Positive Community Outcomes in Carbon County – Carbon County, in partnership with the Utah Division of Substance and Mental Health, formed the CARE Coalition to provide a safe environment for youth. Although in its infancy, the CARE Coalition is well on its way to developing a comprehensive community-needs assessment and strategic plan to reduce intergenerational poverty.

School-Based Behavioral Health – The availability of School-Based Behavioral Health (SBBH) is important to the health development of children exposed to toxic stress and adverse childhood experiences. The timing of providing mental health services to students is critically important, given that the onset of half of all lifetime mental illnesses takes place by age 14. In 2015, the Intergenerational Welfare Reform Commission began evaluating whether schools with high rates of students in intergenerational poverty participated in the SBBH program.



Five- and Ten-Year Plan for Intergenerational Poverty Highlights

Updated 3.31.15

Core takeaway: This plan represents a pivotal turning point from solely researching to understand intergenerational poverty, to outlining a policy vision to fix it.

Six Challenges of Intergenerational Poverty

1. Young children experiencing poverty are not ready to start kindergarten, which often leads to poor educational outcomes.
2. Families experiencing intergenerational poverty face economic challenges .
3. Children are often caught in a cycle of poor health, abuse and neglect.
4. Failure to intervene may lead to high societal costs such as incarceration, unemployment, drug and alcohol abuse.
5. Lack of coordination and alignment across agencies serving those in poverty.
6. The need for long-term planning from the state and its communities.

Primary Goal of Five- and Ten-Year Plan

Measurably reduce the incidence of children in Utah who remain in the cycle of poverty and welfare dependency as they become adults.

Primary Goals for each Focus Area

- Early Childhood Development

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

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.*

- Education

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.*

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.*

- Health



Five- and Ten-Year Plan for Intergenerational Poverty Highlights

Updated 3.31.15

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

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

- Family Economic Stability

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

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).*

Benchmarks to Measure Progress

- Benchmarks are determined for each goal to be able to measure success as the work of the commission moves forward.
- The Five- and 10-Year Plan outlines the complete list of benchmarks for the overall goal and each focus area.

Looking Ahead

Next steps over the next 12 months:

1. Communicate the plan to key target audiences so each can begin engaging its constituencies.
2. Build the strategies necessary to reach the established benchmarks contained in this report.
3. Commission agency leadership and staff will develop internal plans.
4. Develop a short-term agenda for 2016 that will include a list of legislative actions needed.
5. Broaden involvement of constituencies that have not yet been engaged in addressing this issue.
6. Begin discussing the establishment of a system to monitor the progress on the goals so annual progress can be provided in the annual research and data report.