

UTAH'S PLAN FOR A STRONGER FUTURE

FIVE- AND TEN-YEAR PLAN TO ADDRESS
INTERGENERATIONAL POVERTY

SUBMITTED BY THE
INTERGENERATIONAL WELFARE
REFORM COMMISSION





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State of Utah

GARY R. HERBERT
Governor

SPENCER J. COX
Lieutenant Governor

**Department of
Workforce Services**

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Dear Governor Herbert and Members of the Utah Legislature:

We are pleased to provide the revised Utah’s Plan for a Stronger Future, the five- and 10-year plan to address intergenerational poverty. This plan is a requirement of the Intergenerational Poverty Mitigation Act, unanimously adopted by the legislature based on the strong belief that not only does intergenerational poverty jeopardize the futures of the children experiencing it, but it also jeopardizes our state’s economic growth and sustainability. Fortunately, Utah is well positioned to address this issue. Not only is our state’s economy diverse and thriving, but it also has incredibly robust faith-based, nonprofit and business communities that recognize the need to address this issue.

Throughout our work, the Commission has focused on the data and research provided in the annual reports on intergenerational poverty produced by the Department of Workforce Services, in collaboration with all Commission member agencies. The data reveals that poverty is a symptom of a complex web of challenges and barriers, including childhood abuse and neglect, poor academic outcomes and economic instability. Given the barriers and challenges experienced by children in intergenerational poverty as well as by those at risk of remaining in poverty, solutions must be as broad as the challenges these children are confronting in their young lives.

Since its 2015 release, this plan has led to several changes in policies, programs and agency procedures to address the barriers and challenges children and their families experiencing intergenerational poverty confront. This revised plan responds to the additional gaps identified in the annual data report, examines local and national research on the subject and provides data-driven recommendations that are likely to improve outcomes and place children on a path to self-reliance as adults. It advances the Act’s goal to “measurably reduce the incidence of children in Utah who remain in the cycle of poverty and welfare dependency as they become adults” by establishing goals in four areas of child well-being: early childhood development, education, family economic stability and family health (UT CODE 35A-9-303).

This revised plan provides the roadmap for improving the outcomes for Utah’s most vulnerable children. It represents a shared vision that focuses on utilizing our state’s strengths to build solutions across systems. It is designed to allow state and local government, business, faith-based organizations and nonprofits to implement data-driven recommendations to address the well-being of children experiencing intergenerational poverty.

The following plan incorporates goals and indicators categorized within the four areas of child well-being, recognizing that this structure will keep the work of the Commission and state focused and measurable. This will allow Utah to assess progress and make adjustments to ensure the goals are achieved. It should be noted that this plan was developed in consultation with the Intergenerational Poverty Advisory Committee and through evaluation of plans developed in other states also working toward reducing poverty, although Utah is unique in its focus on intergenerational poverty.

Given the complexity of intergenerational poverty, the success of this plan depends on the involvement of all communities and systems throughout our state, as we are stronger and more prosperous when everyone contributes. We look forward to working with you, local leaders, faith-based communities, nonprofits, business and academic institutions to address this issue.

Sincerely,

Spencer Cox, Lieutenant Governor, Chair

Jon Pierpont, Vice Chair



EXECUTIVE SUMMARY

Given the complexity of intergenerational poverty, the success of this plan depends on the involvement of all communities and systems throughout our state, as we are stronger and more prosperous when everyone contributes.

Utah's Fifth Annual Report on Intergenerational Poverty, Welfare Dependency and the Use of Public Assistance revealed that 33 percent of its child population is at risk of remaining in poverty into adulthood.¹ This alarming statistic demonstrates the urgency to not simply study intergenerational poverty but to actually act to address it. As these young children grow, failure to provide the interventions necessary to improve their lives threatens their futures, Utah's economy and its communities.

The Intergenerational Poverty Mitigation Act requires the Intergenerational Welfare Reform Commission to utilize the data provided in annual reports to develop a five- and 10-year plan to measurably reduce the number of Utah families in the cycle of poverty, improving their quality of life and helping them become economically stable. The emphasis on achieving this goal is focused on the children living within families experiencing intergenerational poverty.² As a result, this revised five- and 10-year plan restates the goals established by the Commission in 2015, revises the indicators to track progress, and establishes a comprehensive list of research-based recommendations that, if implemented, will lead to progress in each of the four areas of child well-being.

In its 2015 plan, the Commission emphasized the importance of engaging local communities in its effort, recognizing that the goal to reduce intergenerational poverty cannot be achieved by state government alone. Since then, the Commission has prioritized engaging 11 rural and two urban counties disproportionately impacted by intergenerational poverty.³ It provided county-level data, which is allowing these counties to establish local plans to address intergenerational poverty among their residents. This revised five- and 10-year plan is designed to assist these and other

Utah counties in developing these local plans that align with the Commission's goals in each of the four areas of child well-being.

Since its release in 2015, Utah's Plan for a Stronger Future has been utilized by the Commission to revise internal agency policies and procedures, leading to increased alignment and coordination across state agencies serving the same families experiencing intergenerational poverty.⁴ Additionally, it has guided policy changes, including effective targeting of limited state resources to policies and programs leading to improved outcomes for children experiencing intergenerational poverty.

Although the goals established in Utah's Plan for a Stronger Future remain the same, this 2017 plan expands on the original and continues to build a foundation of accountability for the state and the communities working toward improving outcomes for families. The new features of this revised plan include:

- Indicators in each area of child well-being to track progress toward each five- and 10-year goal identified.
- Data-driven and researched recommendations that may be implemented across multiple sectors and systems, leading to improved outcomes for children.
- Programs and policies implemented in communities throughout Utah demonstrating improvements in outcomes across areas of child well-being.

Summary of Recommendations insert

The graphic displays four summary cards for the following areas:

- Early Childhood Development:** Includes recommendations such as 'Support parents as first teachers', 'Increase knowledge among parents of parenting practices that support healthy development', and 'Expand capacity of high-quality preschool'. Expected outcomes include 'Increase access to quality health care' and 'Improve behavioral health of children at risk of intergenerational poverty'. A goal is stated: 'Utah's Plan for a Stronger Future: 2017-2022 Goal: Increase the number of children in Utah who are ready for kindergarten by 2022.
- Education:** Includes recommendations such as 'Promote culture that supports consistent school attendance', 'Ensure students are supported to achieve academic success', and 'Ensure that after-school programs serving high rates of children at risk of poverty have access to continuing learning'. Expected outcomes include 'Increase access to quality health care' and 'Improve behavioral health of children at risk of intergenerational poverty'. A goal is stated: 'Utah's Plan for a Stronger Future: 2017-2022 Goal: Increase the number of children in Utah who are ready for kindergarten by 2022.
- Family Economic Stability:** Includes recommendations such as 'Promote to support non-traditional parents', 'Improve job skills through career pathways', and 'Expand educational opportunities to students experiencing intergenerational poverty'. Expected outcomes include 'Increase access to quality health care' and 'Improve behavioral health of children at risk of intergenerational poverty'. A goal is stated: 'Utah's Plan for a Stronger Future: 2017-2022 Goal: Increase the number of children in Utah who are ready for kindergarten by 2022.
- Health:** Includes recommendations such as 'Analyze health provider shortage areas', 'Expand school-based behavior health services available in schools', and 'Engage policies that support work'. Expected outcomes include 'Increase access to quality health care' and 'Improve behavioral health of children at risk of intergenerational poverty'. A goal is stated: 'Utah's Plan for a Stronger Future: 2017-2022 Goal: Increase the number of children in Utah who are ready for kindergarten by 2022.

A fifth card titled 'Other Recommendations' is also present, listing 'Support evidence-based decision making' and 'Improve evidence-based decision making'.



Click the image to view online

INTRODUCTION

In 2012, the Utah Legislature enacted the Intergenerational Poverty Mitigation Act. At this time, the legislature recognized the importance of obtaining data to identify gaps and understand the challenges confronting children experiencing intergenerational poverty. It did this by requiring the Department of Workforce Services, in coordination with Commission-member agencies, to release an annual data report. Through the release of these annual reports over five years, the Commission has identified gaps and geographic areas throughout the state where intergenerational poverty is impeding opportunities for children. After five years of analysis, the Commission understands the complexity of the issue and possesses the research and experience necessary to utilize the data to put forth a comprehensive list of recommendations.

The result of the research is this plan, providing a roadmap for improving outcomes for children experiencing intergenerational poverty. Although provided by the Commission, this plan is designed to be utilized by a variety of sectors, including private, nonprofit and faith-based groups as well as local government, and is not intended to be fully implemented by the state or its governmental entities; however, several recommendations must be addressed at the state level. As a result, the plan is organized to assist the multiple audiences to coordinate and align efforts to achieve the Commission's established goals. Achieving the goals established by the Commission will advance additional statewide goals, such as ensuring that 66 percent of Utah's working-age population will hold a post-secondary degree or certificate by 2020 and helping Utah maintain its status as among the best state economies in the nation.

There is little argument that Utah's economy is thriving; however, failure to address intergenerational poverty threatens our economic future and jeopardizes the state's attractiveness to businesses moving to Utah for its high quality of life and well-trained workforce. The challenges outlined in 2015 remain the same in this revised plan and include:

- Challenge 1:** Young children experiencing poverty are not developmentally, socially or cognitively ready to start kindergarten, which often leads to poor educational outcomes.
- Challenge 2:** Families experiencing intergenerational poverty face economic challenges in large part due to the low educational attainment of the adults and limited availability of low-skilled employment opportunities.
- Challenge 3:** Children are caught not only in a cycle of poverty but also, in many cases, in a cycle of abuse, neglect and poor health outcomes that continues from one generation to the next.
- Challenge 4:** Failure to intervene in the lives of children at risk of remaining in poverty threatens to impose high societal costs on Utah which may include incarceration, unemployment and substance use.
- Challenge 5:** Many children experiencing intergenerational poverty receive assistance through government programs across multiple agencies. Often there is lack of coordination and alignment across agencies to effectively serve children experiencing intergenerational poverty.
- Challenge 6:** Reducing intergenerational poverty among Utah children requires a long-term commitment from the state and its communities. Whether programs, policies and procedures are effective in reducing poverty will require focus for at least 10 years as well as the building and maintenance of a monitoring system to track efforts so that interventions can be evaluated for effectiveness.

See Summary of Recommendations insert.

PLAN FOR PROGRESS

By starting with the goals and maintaining focus on outcomes, the Commission opens the door to innovation in addressing the problem and avoids alienating one viewpoint or the other. This outcome-focused approach also allows counties developing plans to address intergenerational poverty to generate local solutions to advance Commission goals.

After extensive data collection across multiple state agencies, the Commission moves from establishing challenges confronting families experiencing intergenerational poverty to possible solutions. Among the challenges revealed through the annual data reports are low academic achievement among parents and children; sporadic attachment to the labor force among parents; limited health utilization; and family income too low to meet basic needs of families. The complexity of these challenges leads many of these families to utilize government services across multiple agencies and multiple caseworkers. Due to the complexity of these challenges, there is no single solution and no single sector responsible for improving outcomes for children experiencing intergenerational poverty.

The data provided in the annual reports provides an opportunity for the state and local communities to utilize limited resources on recommendations targeted at the best approaches for achieving the Commission's five- and 10-year goals. Although the Commission maintains focus on its goals and welcomes innovation in developing data-driven strategies to meet them, it recognizes the need to provide guidance on developing solutions to reduce intergenerational poverty in Utah. As a result, it conducted research to establish a list of recommendations that demonstrate effective strategies for assisting families across each of the four areas of child well-being. In addition to the recommendations adopted by the Commission, there are several well-recognized national databases that provide additional recommendations and rate strategies on whether the programs are evidence-based practices.

This roadmap to ending the cycle of poverty and welfare dependency for Utah children is designed to ensure that progress on the Commission's recommendations can be measured through establishing specific goals across the four areas of child well-being. Rather than address the complex and multifaceted issue of poverty with solutions first, this plan begins with the goals the Commission intends to achieve in both five and 10 years. By starting with goals and maintaining focus on outcomes, the Commission opens the door to innovation in addressing the problem and avoids alienating one viewpoint or the other. This outcome-focused approach also allows counties developing plans to address intergenerational poverty to generate local solutions to advance Commission goals.

The following outlines each of the Commission’s goals and provides a menu of policy and program recommendations that are both feasible and effective to progress toward each of those goals. The list of options across areas of child well-being is not designed to be enacted as a whole. Rather, as Utah and its communities identify gaps and challenges among children experiencing intergenerational poverty, the list provides strategies that have been researched and effectively implemented in other communities addressing similar challenges. In addition, the recommendations provide a focus for policymakers who value improving outcomes for vulnerable children while also providing opportunity for innovation, allowing recommendations to be modified in order to meet Utah’s needs. A complete list of recommendations is provided in the Summary of Recommendations insert.

Commission’s Primary Goal

This plan begins with the Commission’s primary goal, which reflects the reality that the family unit is critical in Utah’s ability to reduce intergenerational poverty among its children. As a result, the Commission has adopted the following goal:



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

This goal can be achieved only by focusing on children and establishing additional goals in the areas of their lives that require serious attention, ensuring they have the support necessary to escape the cycle of poverty into which they have found themselves living.

Indicators for the Overall Goal

- Currently, 24 percent of children between the ages of 12 and 17 are at risk of remaining in poverty as they become adults. The indicator for progress will include: (i) rate of year-round employment; and (ii) high school graduation rate among these adults.
- Currently, 33 percent of Utah children are at risk of remaining in poverty as they become adults. The lead indicators include the following: (i) children receiving public assistance; and (ii) children identified as experiencing intergenerational poverty as defined by the Act and applied through the Department of Workforce Services (DWS).

EARLY CHILDHOOD DEVELOPMENT

“Investing in comprehensive birth-to-five early childhood education is a powerful and cost-effective way to mitigate [poverty’s] negative consequences on early childhood development and adult opportunity.”

—James Heckman, Nobel Laureate in Economics

Researchers studying brain development continue to learn about the importance of early childhood development. In the past, many believed that child development began when children entered school. Now, researchers are finding that child development begins in infancy, and the most critical years of brain development occur in the first three years of a child’s life.⁵

Unfortunately, children growing up in stressful home environments are more likely to experience cognitive, developmental and social impairments. As early as 18 months of age, children in low-income homes are being exposed to significantly fewer vocabulary words and academically falling behind their more affluent peers by the time they enter elementary school.⁶ This gap tends to follow children experiencing economic hardship throughout their academic careers, often leading to frustration and higher dropout rates.



5-Year Goal

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

Indicators to Measure Progress

1. Percent of high-quality preschool programs available in all communities with high rates of young children at risk of remaining in poverty
2. Percent of 3–4 years olds at risk of remaining in poverty who participate in high-quality preschool
3. Percent of families experiencing intergenerational poverty in which there is either a pregnant women or children under 5 years old receiving home visitation services
4. Percent of young children at risk of remaining in poverty assessed with a moderate-to-severe developmental delay who participate in Baby Watch Early Intervention
5. Percent of child care providers serving more than 10 percent subsidy children participating in programs to improve quality



Researchers are finding that child development begins in infancy, and the most critical years of brain development occur in the first three years of a child’s life.



10-Year Goal

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

Indicators to Measure Progress

1. Percent of children at risk of remaining in poverty who are kindergarten ready⁸
2. Percent of parents possessing the knowledge and skills to promote the healthy development of their young children
3. Percent of children experiencing intergenerational poverty who experience substantiated case of abuse and/or neglect

Despite significant progress to address the needs of young children, the early childhood data continues to reveal gaps that present challenges for meeting the Commission's goal of preparing children for kindergarten, although several policies and program changes have already been recently implemented.⁹

There are several recommendations to address existing gaps, which fall into two categories:

1. Support parents as child's first teachers; and
2. Continue to invest in improving early childhood program quality.

Support Parents as First Teachers

Parents must be empowered to meet their responsibilities as their child's first and most important teacher. Although it is expected that parents meet this responsibility and support the healthy development of their children, it is often assumed that all parents have the knowledge to play this vital role. Unfortunately many low-income parents and parents experiencing intergenerational poverty are limited in both knowledge and the time available to interact with their children. These limitations often lead to a "parenting gap" between low-income and more affluent parents.¹⁰

To be sure, government has a limited role in ensuring parents are central to the healthy development of their children. However, the state can assist in addressing the parenting gap and creating a statewide culture that promotes healthy child development.

Recommendations

1. Create a media campaign promoting evidence-based parenting practices that, when implemented, support healthy child development.¹¹
2. Continued expansion of evidence-based home visitation programs to targeted populations and regions of the state.

Continued Investment in Improving Early Childhood Program Quality

Since 2014, Utah has invested more toward improving the quality of early childhood development programs. Although this progress is welcome, additional investments are required during this critical time in children's lives. It is expected that increased investments in these early childhood programs will eventually result in a decrease of costlier governmental programs serving these children when they become adults. The current investments are addressing a fraction of the need.

Promising Practice: Home Visiting

Recently additional TANF resources were targeted to provide evidence-based home visitation services to the Central Utah Health Department as well as several rural counties targeted by the Intergenerational Welfare Reform Commission. With this targeted expansion, only four targeted rural counties with high rates of children experiencing intergenerational poverty lack home visitation services: Carbon, Grand, Iron and Kane counties.

The state's evidence-based home visitation models include Nurse-Family Partnership (NFP) and Parents As Teachers. Both programs are designed for parents with young children to obtain strong parenting skills that promote children's healthy development. Both programs target low-income women, some of whom

are first-time parents. In NFP, services begin by the start of the third trimester of pregnancy.

Both programs have been effective in meeting outcomes around healthy pregnancies, including supporting healthy child development, increasing economic self-sufficiency and playing the critical role as a child's first teacher. One of the participants, Kate, began NFP homeless and hopeless about her future. She was an unemployed high-school dropout who suffered from mental illness. Through NFP, Kate obtained employment and is currently working toward completing her GED. Most importantly, Kate discovered that she is a capable, loving and responsible mother to her beautiful son. She is addressing his speech delay through other state resources and sees his future full of promise and hope.

Utah should continue investing in programs and utilizing the data to target these resources in evidence-based early childhood programs.

Recommendations

1. Increase capacity of high-quality preschool, ensuring there are sufficient high-quality programs throughout the state to serve children at risk of remaining in poverty
2. Establish a true Quality Rating and Improvement System (QRIS) for child care programs
3. Utilize the established QRIS system to provide greater child care subsidy payments to high-quality child care providers
4. Develop and implement a statewide kindergarten readiness assessment to evaluate whether investments in early childhood development strategies are preparing children for kindergarten
5. Develop and implement a statewide preschool readiness developmental assessment

Promising Practice: High-Quality Preschool in Rural Utah

In 2014, Utah began making modest investments in high-quality preschool. As a result of those investments, children in rural counties are participating in high-quality preschool programs. Since providing state investments in high-quality preschool programs, 98 classrooms serving 3,155 low-income children receiving funding to improve the quality of the preschool program.

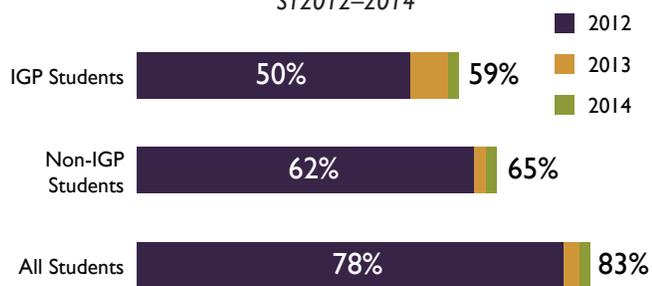
In 2016, the Utah Legislature approved an appropriation of \$11 million dollars from TANF to expand access to high-quality preschool for low-income children and children experiencing intergenerational poverty. As a result of these funds, rural counties with high rates of children at risk of remaining in poverty will be able to offer high-quality preschool. These counties include Iron, Sevier and Washington, where an additional 375 children will be served in high-quality preschool.

EDUCATION

Obtaining a quality education increases employment opportunities and lifetime earnings, and it supports economic stability for parents and their children. For children living in poverty, access to quality education is a critical component of emerging from the cycle of poverty. Unfortunately, the incredibly low graduation rate among these children will make emerging from the cycle of poverty extremely difficult, especially considering the importance of obtaining an education beyond high school to maintain family economic stability.

“66 by 2020” Influences Graduation Rates

SY2012–2014



Although a quality education is important, continuing improvements to curriculum and increased teacher training cannot meet all of the educational needs of children in poverty. These improvements do little if a child arrives at school hungry, stressed or unable to make it to school at all due to lack of transportation. As a result, children need the support of the adults in their lives, including parents, teachers, coaches, counselors and religious leaders.

The following goals reflect the importance of the multiple supports needed in a child’s life to ensure they have successful academic careers.



5-Year Goal

Align systems assisting with educational outcomes to ensure efforts are focused in schools disproportionately impacted by intergenerational poverty. These systems include all levels of government, local schools, communities, business and nonprofits.

Indicators to Measure Progress

1. Percent of schools with high rates of children at risk of remaining in poverty that offer Optional Extended Day Kindergarten (OED) and afterschool programs
2. Percent of children experiencing intergenerational poverty enrolled in OED
3. Percent of “highly qualified” teachers in schools with high rates of children at risk of remaining in poverty
4. Percent of children experiencing intergenerational poverty enrolled in afterschool programs

For children living in poverty, access to quality education is a critical component of emerging from the cycle of poverty.



10-Year Goal

Children at risk of remaining in poverty as they become adults graduate from high school at the rate equal to the statewide rate.

Indicators to Measure Progress

1. Percent of students at risk of remaining in poverty graduating from high school or obtaining a Graduation Equivalency Diploma (GED)
2. Percent of students at risk for remaining in poverty who are chronically absent, kindergarten through third grades
3. Percent of students at risk of remaining in poverty who have behavioral issues in the classroom
4. Percent of students at risk of remaining in poverty who are math proficient
5. Percent of students at risk of remaining in poverty who language arts proficient.

Several strategies can be implemented to continue building on the progress toward increased high school graduation rates among children at risk of remaining in poverty. The data reveals continuing gaps in the availability of supportive programs that lead to improved educational outcomes as well as to college and career readiness.

The following recommendations target limited resources to programs and policies shown to effectively support students otherwise at risk for poor academic outcomes. The recommendations fall into three categories:

1. Promote a culture of that supports consistent school attendance¹²
2. Ensure students are supported to achieve academic success
3. Support college-to-career readiness¹³

Promote a Culture that Supports Consistent School Attendance

The rates of chronic absenteeism among children experiencing intergenerational poverty are significantly higher than the statewide student population.

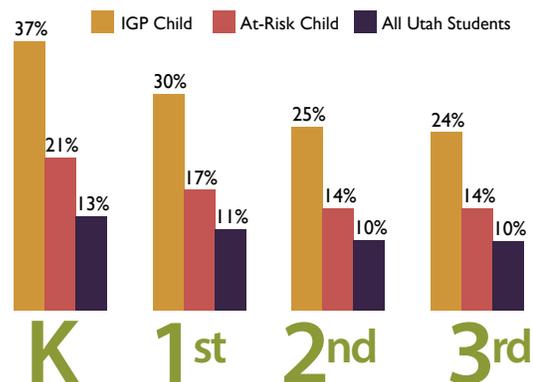
Although the cause of these high rates is unknown, there are opportunities for schools to address this disparity between students experiencing intergenerational poverty and the overall student population.

These opportunities include low- or no-cost strategies as well as partnerships between schools, parents and local businesses to create a community culture of school attendance:

Recommendations

1. Begin tracking data on individual student attendance and chronic absence to determine whether chronic absence is an issue for the school
2. Communicate and educate parents of the importance of regular school attendance

Chronic Absence in the Lower Grades
SY2014



3. Celebrate and recognize good attendance through school-wide celebrations and by providing incentives to children with good attendance records through partnerships with local businesses at the start of the school year
4. Provide early outreach to students missing school regularly
5. Begin understanding and addressing barriers for good attendance

Ensure Students Are Supported to Achieve Academic Success

This recommendation includes ensuring that programs supporting academic success are incorporated in schools serving the highest percentage of children at risk of remaining in poverty. These programs include offering optional extended-day kindergarten (OEK), incorporating tutoring and mentoring components into afterschool programs, and incorporating social and emotional learning into school curriculum.

Recommendations

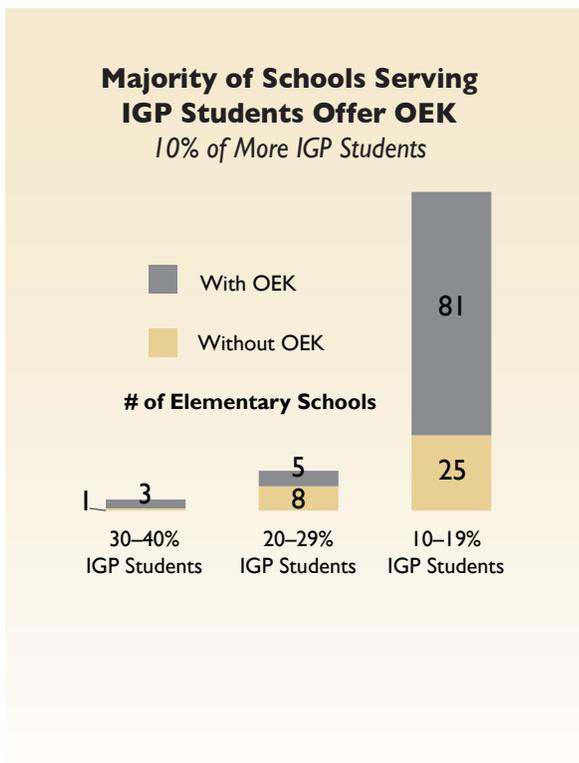
1. Offer Extended-Day Kindergarten

As previously discussed, extended-kindergarten programs help to address academic gaps for low-income children in Utah.

Unfortunately, 28 percent of the schools serving the largest percentage of intergenerational poverty students do not offer OEK. Additionally, only 29 percent of the intergenerational poverty students attending kindergarten are participating in OEK.

This data suggests focusing on the following:

- Schools with 10 percent or more students experiencing intergenerational poverty establish an OEK program.
- Schools offering OEK engage in recruitment efforts to enroll students at risk of remaining in poverty in these programs.



2. Incorporate Mentoring and Tutoring into Afterschool Programs

Often children growing up in single-parent households and economic distress lack an adult able to provide them with support and guidance. There are mentoring and tutoring programs available that effectively pair children with a caring adult while not aiming to replace the valuable role the parent continues to play in his or her child's life.

Mentoring and tutoring presents an opportunity for business, faith-based organizations and community groups to fill a valuable role in improving outcomes for children at risk of remaining in poverty. Often organizations recruit willing volunteers looking for ways to meaningfully contribute to supporting the next generation. Unfortunately, many mentoring programs are not evidence based and do not improve outcomes for children. This is often true of school-based mentoring programs.

Fortunately, there are evidence-based mentoring and tutoring practices that can be incorporated in existing afterschool programs by partnering with the private sector. It is recommended that afterschool programs offered in schools serving children at risk of remaining in poverty offer evidence-based mentoring that supports academic outcomes.

3. Incorporate Social and Emotional Learning into School Curriculum

The area of social and emotional learning (SEL) is receiving increased attention as the education community attempts to balance students' academic needs with the development of social and emotional competencies. Beyond simply meeting academic benchmarks, students need competencies in self-awareness, self-management, social awareness, relationship skills and responsible decision-making. Children experiencing economic hardship and poverty often lack these competencies because they are exposed to toxic stress and the adverse childhood experiences that often result from stressful environments.

In this area, there are three additional suggestions:

- Establish policies that promote social and emotional learning.
- Develop a small-scale pilot that incorporates evidence-based social-emotional learning programs into schools serving the highest percent of children experiencing intergenerational poverty. This should include technical assistance and training as well as an evaluation feature.
- Review Utah core standards to ensure SEL standards promote intrapersonal, interpersonal and cognitive skills as well as age-appropriate benchmarks for preschool through high school.

Support College-to-Career Readiness

Many low-income children have limited access to employment where they can develop job skills. These children lack connections to work opportunities available to higher income students and often lack role models able to demonstrate a strong work ethic. However, obtaining job skills in high school often leads to increased educational attainment and higher lifetime earnings.

Recommendations

1. Establish public-private partnerships connecting youth to employment so they can develop job skills.¹⁴
2. Expose high schools students to post-secondary education and job training opportunities beginning early in their high school career.¹⁵



The average cost of a summer employment program is estimated at \$2,000 per participant for 25 hours of work per week for six weeks.

Promising Practices: Piute School District

Piute County recognizes the need for increased economic development to improve the county's economic conditions. These economic development goals require an educated workforce. In recognition of that relationship, Piute School District is creating a culture where enrollment in post-secondary education or training programs is expected of all students, even among those who are first-generation college students.

Piute School District established five professional learning communities (PLC) to address student learning gaps by utilizing data and ongoing communication across the PLCs. The PLCs work in a coordinated approach to support the students and ensure that despite where a student is located on the achievement continuum, he or she is receiving the academic support necessary to move that child along that continuum. These PLCs are supported

with increased investment from the school, which established an average teacher-to-child ratio of 1:12.

In addition to the PLCs, Piute School District partners with Snow College to provide high school students with access to college advisors. These advisors come into the high school and work with the school counselor to enroll students in post-secondary programs, which places students on career pathways that leverage their individual strengths.

Piute School District is placing the student at the center of education and implementing strategies to teach the whole student. This approach of meeting not only the academic needs of students but also social and emotional needs is allowing Piute School District to increase its graduation rates and increase post-secondary enrollments among its students.

FAMILY ECONOMIC STABILITY

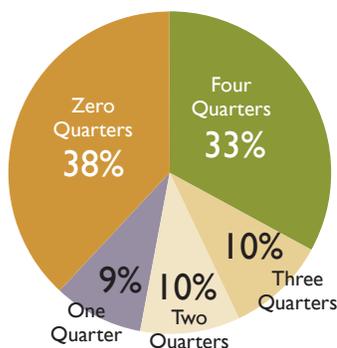
Utah promotes the values of personal responsibility and the importance of work not only for its role in establishing economic stability but also for the dignity of work. The data reveals that most individuals receiving public assistance benefits do have income through wages, but clearly that income is not sufficient to meet the basic needs of their families. As a result, these families rely on public assistance to provide for themselves and their children.

Families experiencing intergenerational poverty lack economic stability. Although there are periods in which these parents are employed and need little public assistance, these parents only have tenuous and sporadic attachment to the labor force.

Moreover, low educational attainment and limited job skills often lead to wages insufficient to meet the economic needs of a family. Although income is improving among parents experiencing intergenerational poverty, the average income remains low, leading to continuing utilization of public assistance.

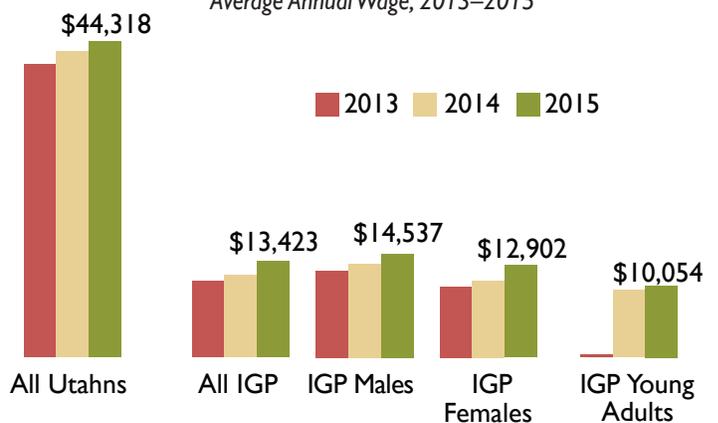
Majority of IGP Adults Worked in 2015

Based on Quarterly Wage Data



Wages Continue to Improve

Average Annual Wage, 2013–2015



The goals around family economic stability emphasize the need to ensure the basic needs of children are met.



5-Year Goal

Children at risk of remaining in poverty are living in stable families able to meet their basic needs (e.g. food, housing, health, safety and transportation).

Indicators to Measure Progress

1. Percent of adults experiencing intergenerational poverty with year-round employment
2. Percent of adults experiencing intergenerational poverty on a pathway to job skills leading to employment in occupations sufficient to meet the basic needs of families
3. Percent of children experiencing intergenerational poverty who are homeless
4. Percent of families experiencing intergenerational poverty moving more than once in a 12-month period
5. Percent of children experiencing intergenerational poverty enrolled in nutritional assistance programs



10-Year Goal

Children at risk of remaining in poverty are living in families that are self-sufficient.

Indicators to Measure Progress

1. Percent of adults experiencing intergenerational poverty employed in occupations with wages sufficient to meet the basic needs of families
2. Percent of families receiving public assistance experiencing intergenerational poverty
3. Percent of youth at risk of remaining in poverty participate in post-secondary job training program or education
4. Percent of families living at or above 200 percent of the federal poverty level (FPL)
5. Percent of families experiencing intergenerational poverty expending 30 percent or more of their income on housing

Although the data reveals some modest economic improvements among families experiencing intergenerational poverty, the root causes of economic instability in these families must be addressed for these improvements to last. These families must improve job skills to obtain employment in careers that pay a wage sufficient to meet the basic needs of their families and to remove barriers to employment. Additionally, families must have avenues for asset development through either leveraging existing refundable tax credits or accessing tools that promote long-term savings.

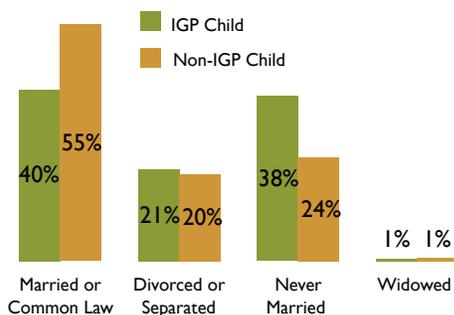
There are several categories to consider that will improve the economic stability of the families in which children experiencing intergenerational poverty are growing up.

1. Ensure the family is at the center of economic stability
2. Improve job skills
3. Ensure policies support work
4. Support asset development

Family at the Center of Economic Stability

Family structure frequently factors into economic stability. As previously noted, children living in single-parent households are more likely to experience poverty and economic hardship than in two-parent households. Often the parent's stress of raising a child alone impacts a child's behavior, academic performance and long-term economic stability; however, it is widely recognized that single parents do an excellent job raising their children despite the stress.

60% Growing Up in Single-Parent Households Child Cohorts, 2015



It is an unachievable goal to have all 60 percent of Utah children who experience intergenerational poverty and live with a single parent eventually live in two-parent households. However, most of these children do have a non-custodial parent, likely a father, who may be discouraged from actively participating in the lives of their children by governmental policies and interpersonal issues with his or her former partner.¹⁶

Fathers play a critical role in child development. When fathers are actively and positively involved in the upbringing of their children, even when not living with the child, nearly every measure of child well-being improves. These improvements are across areas and include improvements in cognitive development, educational achievement, self-esteem and pro-social behavior.¹⁷

Recommendations

1. State governmental policies related to child support enforcement and workforce development be

evaluated to determine whether revisions need to be made that would encourage increased involvement of non-custodial parents in raising and supporting their children.

Improve Job Skills

The following recommendations are encouraged to increase the job skills of parents, enabling them to obtain a career paying a wage sufficient to meet the basic needs of their children:

Recommendations

1. Prioritize parents experiencing intergenerational poverty for participation in the various stackable credential programs offered in Utah and provide individualized support to ensure parents maintain involvement in the career pathway and barriers to continued participation are addressed.
2. Establish an incentive structure available to two-year colleges based on the number of students experiencing intergenerational poverty served, successful completion rates and labor market earnings of those students.
3. Expand scholarship opportunities for students experiencing intergenerational poverty to attend two-year colleges, including career and technical education options.

Ensure Policies Support Work

There are several identified barriers to employment, including poor health, lack of transportation and lack of child care. For adults living in poverty who are not working, the reasons often cited include health issues or taking care of the home and family.¹⁸ These barriers must be addressed before those living in poverty can be expected to take responsibility and become employed.

Recommendations:

1. Increase the uptake of the Earned Income Tax Credit (EITC) by developing an effective public awareness campaign of its availability to all low-income workers.
2. Allow participation in job training and education activities in high-demand occupations to satisfy any safety-net program and work requirements,

- including in TANF, SNAP and child care programs.
- 3. Effectively promote the availability of the Work Opportunity Tax Credit (WOTC) to employers willing to hire individuals with significant barriers to employment, including individuals experiencing intergenerational poverty.
- 4. Ensure that all safety-net programs that incorporate a work requirement provide services through a two-generational lens that focuses on the needs of the entire family and effectively addresses family barriers to employment.

Promising Practices: Adult Education in San Juan County

In recognition of limited success in its adult education program, San Juan School District (SJSD) partnered with Utah State University Eastern-Blanding (USUE-Blanding) to administer the program. There was a belief among adult educators that the last place a high-school dropout returning to school would want to be is back in high school. Consequently, SJSD and USUE-Blanding decided to test the theory that attending classes on a college campus sends a different message to these students. They seem to be proving this theory correct.

USUE-Blanding administers desperately needed adult education classes in this economically depressed region. The program is achieving a level of success seemingly unattainable in other programs. It focuses not only on the academic needs of students but assesses individual social and emotional needs at the time of enrollment. The program connects students to supportive services such as onsite child care, tutoring, financial aid resources, counseling and developmental courses. Upon enrollment, regular monitoring of academic progress is tracked through

USUE's Early Alert System, which notifies instructors and advisors of challenges with students so that issues may be addressed timely.

USUE's approach is working. In 2015, the Native American students, who made up 70 percent of the program, represented 78 percent of the graduates. Many students identify access to child care while they attend classes as the primary reason for their success. Others note the individualized attention and support they receive through USUE's program.

One student, a single mother with two children, worked part time while attending school. Since the mother worked, she was eligible to receive child care subsidies while attending school. Her youngest child was only 6 weeks old when she began the program. She noted that the onsite child care program allowed her to be in close proximity to her children with the knowledge that they were in a program that supported their well being. This gave her the sense of security she needed to focus on her coursework.

This young mother eventually graduated and began a career in education.



When fathers are actively and positively involved in the upbringing of their children, even when not living with the child, nearly every measure of child well-being improves.

Support Asset Development

In 2015, approximately 62 percent of the individuals experiencing intergenerational poverty worked; however, their average annual income was only \$13,423. Individuals with incomes so low will require ongoing government assistance, rely on predatory and peripheral lending to make ends meet, and have limited or no savings to deal with emergencies such as car repairs.

As a result, it is important for low-income workers to have the ability to develop assets. In Utah, there are several promising practices assisting low-income families build assets through financial coaching and access to individual development accounts (IDA).¹⁹

Recommendations

1. Provide an incentive for families receiving the federal EITC to establish a savings account through a modest matching amount.
2. Establish a financial coaching program available for working individuals earning less than 135 percent of the federal poverty level. Upon successful completion of the program, a savings account is open with public and privately seeded funds and an incentive structure to encourage savings within the first 12 months of establishing the account.

Promising Practices: Promoting Self-Reliance in Weber County

The SparkPoint Center assists low-income families escape poverty and achieve long-term financial stability. SparkPoint participants, many of whom experience intergenerational poverty, access resources to address multiple areas of need while working through a coordinated case-management process to streamline the effectiveness of each service. These resources help families build self-sufficiency, stabilize their finances and increase assets to move ahead.

The goal at SparkPoint is to ensure that all program participants achieve financial stability. Financial stability is defined as (i) livable income that reaches the Self-Sufficiency Standard (\$45,000 for a family of four in Ogden); (ii) credit score of at least 650; (iii) savings equal to three to six months of living expenses; and (iv) debt less than 40 percent of monthly income.

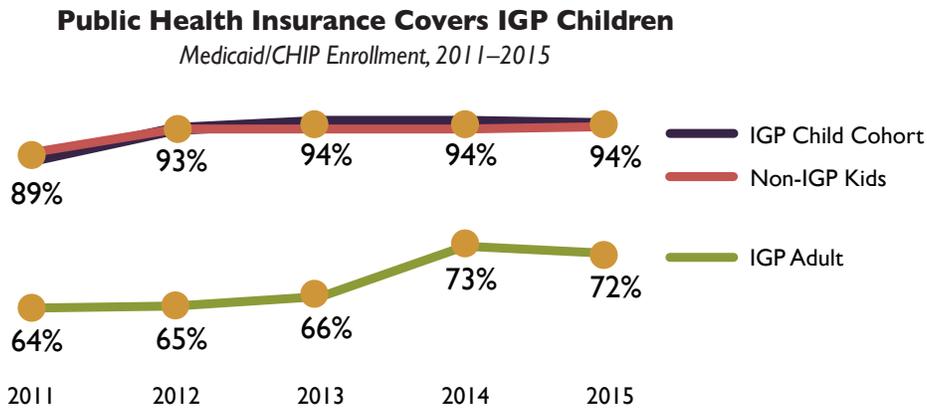
SparkPoint is meeting outcomes and positively

impacting the financial stability of participating households. Families previously unbanked and relying on predatory and peripheral lending become connected to traditional financial institutions and tools. Many participants have opened individual bank accounts, increased credit scores and increased monthly income through employment.

Linda is a SparkPoint participant. She was referred to the program through the Ogden Housing Authority. In December 2015, Linda began meeting with her Financial Coach. Since then, Linda has obtained full-time employment and has increased her income from \$12.02 to \$13.00 and full benefits, decreased her debt by \$5,000, opened a savings account that has a balance of \$1,800 and increased her credit score to 700. Beyond those positive outcomes, Linda's Food Stamp benefit is likely to close positively due to income. Although she has made great progress, Linda continues to meet with her SparkPoint coaches.

HEALTH

Access to medical care for both physical and mental health treatment for all family members increases the odds that parents can maintain employment, children can consistently attend school, and parents have the capacity to care for their children. Fortunately, children at risk of remaining in poverty as they become adults have access to medical care through either Medicaid or the Children’s Health Insurance Program (CHIP).



Although access is not a problem, children are not always receiving the medical care they need, especially mental health care and dental care. In fact, only 6 percent of children who experienced intergenerational poverty received mental health services through public local health authorities in 2015. Similarly, only 37 percent of those children received dental care, compared to 79 percent of all children in Utah.

Failure to address disparities in these areas of health are additional factors jeopardizing these children’s healthy development, academic performance and adulthood.



5-Year Goal

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

Indicators to Measure Progress:

1. Percent of children experiencing intergenerational poverty who are covered by health insurance
2. Percent of adults experiencing intergenerational poverty who are covered by health insurance, including dental insurance
3. Percent of schools serving high percentage of children at risk of remaining in poverty that provide access to behavioral mental health specialist



10-Year Goal

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

Indicators to Measure Progress

1. Percent of children at risk of remaining in poverty who require mental health services receive those services.
2. Percent of adults experiencing intergenerational poverty who require mental health and substance use disorder treatment services receive those services.
3. Percent of children at risk of remaining in poverty receive annual dental care.

At this point, health recommendations largely focus on increasing health care utilization to ensure health issues are prevented, and if not prevented, then addressed in a timely manner. The Commission goals in the area of health also focus on health utilization, first acknowledging that health care can only be utilized where it is available. The Commission's five-year goal requires special attention. In five years, the Commission wants to ensure that children experiencing intergenerational poverty have the ability to receive medical care from quality health care providers, regardless of where the family resides.

Recommendations

1. Analyze whether there are health provider shortage areas within the counties with the highest rates of children at risk of remaining in poverty.
2. Ensure that the school-based behavioral health program is available in all schools serving high rates of children at risk of remaining in poverty.

Promising Practices: School-Based Behavioral Health

Recently an Ogden student attending Heritage Elementary School was experiencing significant behavioral challenges and had multiple behavioral referrals. Fortunately for the student, Heritage Elementary had a school-based behavioral health program. During the time of services, this student changed from one with significant behavioral challenges to becoming his classroom's Husky HERO, a student doing well in academics, behavior and attendance.

The availability of School-Based Behavioral Health (SBBH) services 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 and three-fourths by age 24. Almost one in five young people have one or more Mental, Emotional or Behavioral Disorders (MEB) that cause some level of impairment within a given year; however, fewer than 20 percent receive mental health services. The SBBH program allows MEBs to be addressed during recommended windows of opportunity.

Beginning in 2015, the Intergenerational Welfare Reform Commission began evaluating whether schools with high rates of students experiencing intergenerational poverty participated in the SBBH program. See Appendix B.3. Schools Where 10 Percent or More Students Are IGP.

Goals Related to Commission Purpose

In addition to the goals designed to ensure child well-being among the children at risk of remaining in poverty as adults, the Commission established goals to achieve its other purposes. These purposes include coordination across agencies to serve the needs of children and continuing development of data and research on the issue of intergenerational poverty.



5-Year Goal

Agencies serving same families coordinate case management of these families ensuring alignment of case management plans and reducing burden on families.



10-Year Goal

Eliminate duplication of services across state agencies and ensure case managers serving the same families collaborate on the best services necessary to serve the needs of the children.

Although these goals lack measurable indicators, the Commission agencies meet regularly to work toward achieving these goals. In the upcoming year, the Commission will be identifying specific federal barriers that lead to a lack of coordination and alignment of services. Among these barriers are the requirements of multiple federal funding streams and federal privacy laws that impede sharing data across state agencies.

The Commission adopted recommendations to promote the intent of the Intergenerational Poverty Mitigation Act. The Act focuses on the effective use of data to maximize the potential human capital among children experiencing poverty through the effective implementation of evidence-based programs. The data allows that to occur across various systems serving low-income families, including state government, local government, nonprofits, faith-based organizations and businesses. However, additional progress must be made in promoting the use of evidence-based strategies in decision-making.

As a result, the following additional recommendation is provided for consideration: establish an evidence-based framework for decision-making, including defining what is meant by “evidence-based,” “research-based” and “promising practices.”

In addition, the Commission recognizes the importance of conducting an inventory of all programs, both public and private, serving families and children experiencing intergenerational poverty. This inventory is necessary at both the state and local level to ensure that services are not duplicated across multiple systems and programs. Rather, limited public and private resources must be invested only in programs achieving specific outcomes. As local communities develop plans to address intergenerational poverty, it is recommended that communities conduct inventories of services and programs to reduce duplication while also identifying existing gaps. Similarly, at the state level, the Commission will devote the next 12 months to reviewing existing statewide programs and resources.

CONCLUSION

Although provided by the Commission, this plan is designed to be utilized by a variety of sectors including private, nonprofit and faith-based organizations as well as local government and is not intended to be fully implemented by the state or its governmental entities.

The decision by the Utah Legislature to address intergenerational poverty among Utah children recognizes the high societal and economic costs of allowing children to remain in the cycle of poverty and welfare dependency. The Commission member agencies primarily responsible for ensuring that families are able to meet the basic needs of their children developed this plan as a means of working on this daunting task.

Since adoption of the Intergenerational Poverty Mitigation Act, and through data and research, the Commission has developed extensive knowledge of the children experiencing intergenerational poverty and their parents. It is through this knowledge that it is able to revise its five- and 10-year plan and establish the framework necessary to achieve its goals. The Commission will continue to track progress on its goals through the use of measurable indicators, which will be reported each year.

Throughout the next 12 months, the Commission member agencies will continue evaluating programs and procedures as well as implementing relevant recommendations to achieve its goals in each of the four areas of child well-being. In addition, counties developing plans to address intergenerational poverty will work to align efforts with the Commission's goals and utilize the recommendations to implement strategies that will reduce intergenerational poverty at the county level.

Together and across the public and private sector, as well as at the state and local level, Utah will engage in the work necessary to ensure that the barriers and challenges confronting its children experiencing intergenerational poverty are removed. In doing so, these children will be provided with the opportunity to realize their dreams, and Utah will build a better future for its residents.

APPENDIX I. SUMMARY OF GOALS AND INDICATORS

IGP Area of Child Well-Being	Commission Goal	Measures	Lead Agency	
Early Childhood Development	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. (5 year)	Percent of high-quality preschool programs available in all communities with high rates of young children at risk of remaining in poverty.	USBE, DWS	
		Percent of 3-4 years olds at risk of remaining in poverty participate in high-quality preschool.	USBE, DWS	
		Percent of families experiencing intergenerational poverty in which there is either a pregnant women or children under 5 years old receiving home visitation services.	DOH	
		Percent of young children at risk of remaining in poverty, assessed with a moderate to severe developmental delay participate in Baby Watch Early Intervention.	DOH	
		Percent of child care providers serving over 10 percent subsidy children participating in programs to improve quality.	DWS	
	Children at risk of remaining in poverty as they become adults are emotionally, cognitively and developmentally prepared for kindergarten. (10 year)	Percent of children at risk of remaining in poverty who are kindergarten ready.	USBE	
		Percent of parents possessing the knowledge and skills to promote the healthy development of their young children.	ALL	
		Percent of children experiencing intergenerational poverty who experience substantiated case of abuse and/or neglect.	DHS	
	Education	Align systems assisting w/ educational outcomes to ensure efforts are focused in schools disproportionately impacted by intergenerational poverty. These systems include all levels of government, local schools, communities, business and non-profits. (5 year)	Percent of schools with high rates of children at risk of remaining in poverty offer Optional Extended Day Kindergarten (OEK) and afterschool programs.	USBE, DWS
			Percent of children experiencing intergenerational poverty enrolled in OEK.	USBE
Percent of "highly qualified" teachers in schools with high rates of children at risk of remaining in poverty.			USBE	
Percent of children experiencing intergenerational poverty enrolled in afterschool programs.			USBE, DWS	
Children at risk of remaining in poverty as they become adults graduate from high school at the rate equal to the statewide rate. (10 year)		Percent of students at risk of remaining in poverty graduating from high school or obtaining a Graduation Equivalency Diploma (GED).	USBE	
		Percent of students at risk for remaining in poverty who are chronically absent, kindergarten through third grades.	USBE, Juvenile Courts	
		Percent of students at risk of remaining in poverty who have behavioral issues in the classroom.	USBE	
		Percent of students at risk of remaining in poverty who are Math proficient.	USBE	
		Percent of students at risk of remaining in poverty who Language Arts proficient.	USBE	

IGP Area of Child Well-Being	Commission Goal	Measures	Lead Agency
Family Economic Stability	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). (5 year)	Percent of adults experiencing intergenerational poverty with year-round employment.	DWS
		Percent of adults experiencing intergenerational poverty on a pathway to job skills leading to employment in occupations sufficient to meet the basic needs of families.	DWS
		Percent of children experiencing intergenerational poverty who are homeless.	DWS
		Percent of families experiencing intergenerational poverty moving more than once in a 12-month period.	DWS
		Percent of children experiencing intergenerational poverty enrolled in nutritional assistance programs.	DWS
	Children at risk of remaining in poverty are living in families that are self-sufficient/reliant. (10 year)	Percent of adults experiencing intergenerational poverty employed in occupations with wages sufficient to meet the basic needs of families.	DWS
		Percent of families receiving public assistance experiencing intergenerational poverty.	DWS
		Percent of youth at risk of remaining in poverty participate in post-secondary job training program or education.	DWS
		Percent of families living at or above 200 percent of the federal poverty level (FPL).	DWS
		Percent of families experiencing intergenerational poverty expending 30 percent or more of their income on housing.	DWS
Health	Children experiencing intergenerational poverty have access to quality physical health, mental health and dental care, regardless of where their family resides in Utah. (5 year)	Percent of children experiencing intergenerational poverty covered by health insurance.	DWS
		Percent of adults experiencing intergenerational poverty covered by health insurance, including dental insurance.	DWS
		Percent of schools serving high percentage of children at risk of remaining in poverty provide access to behavioral mental health specialist.	DHS, DWS, USBE
	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. (10 year)	Percent of children at risk of remaining in poverty requiring mental health services receive those services.	DOH, DHS
		Percent of adults experiencing intergenerational poverty requiring mental health and substance use disorder treatment services receive those services.	DOH, DHS
		Percent of children at risk of remaining in poverty receive annual dental care.	DOH

Key:
DWS = Department of Workforce Services
DOH = Department of Health
DHS = Department of Human Services
USBE = Utah State Board of Education

APPENDIX 2. NATIONAL DATABASES OF EVIDENCE-BASED PROGRAMS

Name of the Clearinghouse	Areas of Child Well-Being	About the Clearinghouse	Web Address
Best Evidence Encyclopedia	Education	Provides educators and researchers fair and useful information about the strength of the evidence supporting a variety of programs available for students in grades K-12 through a free website created by the Johns Hopkins University School of Education's Center for Data-Driven Reform in Education (CDDRE).	www.bestevidence.org
Blueprints for Healthy Youth Development	Early Childhood Development	Provides a registry of evidence-based positive youth development programs designed to promote the health and well-being of children and teens. Blueprints programs are family, school and community-based and target all levels of need — from broad prevention programs that promote positive behaviors while decreasing negative behaviors, to highly-targeted programs for at-risk children and troubled teens that get them back on track.	www.blueprintsprograms.com
California Evidence-Based Clearinghouse for Child Welfare	Health	Provides child welfare professionals with easy access to vital information about selected child welfare related programs. Each program is reviewed and rated utilizing the CEBC Scientific Rating scale to determine the level of evidence for the program. The programs are also rated on a Relevance to Child Welfare Rating Scale.	www.cebc4cw.org
Evidence-Based Teen Pregnancy Prevention Program	Early Childhood Development	Lists evidence-based programs demonstrating a positive impact on preventing teen pregnancies, sexually transmitted infections, or sexual risk behaviors. Over 35 evidence-based TPP programs have been identified.	www.hhs.gov/ash/oah/oah-initiatives/tpp_program/db
Home Visiting Programs	Early Childhood Development	Lists of all the evidence-based home visiting programs funded through federal Maternal, Infant, and Early Childhood Home Visiting Program.	mchb.hrsa.gov/maternal-child-health-initiatives/home-visiting
SAMHSA's National Registry of Evidence-Based Practices and Programs	Health	Provides a searchable online registry of more than 350 substance abuse and mental health interventions.	www.nrepp.samhsa.gov/01_landing.aspx
Social Programs that Work	Multiple	Lists the relatively few interventions across the areas of social policy (K-12 education, crime prevention, international development assistance, etc.) meeting strong evidence criteria. Covers the full spectrum of social policy.	evidencebasedprograms.org
The Campbell Library of Systematic Reviews	Multiple	Provides free online access to a peer-reviewed source of reliable evidence of the effects of interventions in the areas of education, criminal justice and social welfare.	www.campbellcollaboration.org/lib
What Works Clearinghouse	Education	Inform researchers, educators, and policymakers of effective strategies as they work toward improving education for students.	ies.ed.gov/ncee/wwc
Results First Clearinghouse	Multiple	Provides a one-stop online resource with an easy way to find information on the effectiveness of interventions as rated by 8 national research clearinghouses.	www.pewtrusts.org/en/multimedia/data-visualizations/2015/results-first-clearinghouse-database

APPENDIX 3

Intergenerational Welfare Reform Commission Members

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

Intergenerational Poverty Advisory Committee Members

REPRESENTATIVE	NAME	ORGANIZATION
Committee Chair	Bishop H. David Burton	
Advocacy Group that Focuses on Childhood Poverty	Lincoln Nehring	Voices for Utah Children
Advocacy Group that Focuses on Education	Bill Crim	United Way of Salt Lake
Academic Expert in Childhood Poverty or Education	Dr. Benjamin Gibbs	Brigham Young University
Faith-based Organization that Addresses Childhood Poverty or Education	Rabbi David Levinsky	Congregation Har Shalom
Local Government Representative that Addresses Childhood Poverty or Education	Joe Piccolo	Mayor of Price, Utah
Child Mental Health	Dr. Doug Goldsmith	The Children's Center
Child Health	Dr. Renee E. Olesen	Intermountain Kearns Clinic
Additional Member Option	William Duncan	Sutherland Institute Center for Family and Society
Additional Member Option	The Honorable Paul Lyman	Juvenile Court Judge
Additional Member	Dawn Davies	Utah PTA

APPENDIX 4

Purpose of the Intergenerational Welfare Reform Commission

The Commission was created by the Intergenerational Poverty Mitigation Act (“Act”), Utah Code §§35A-9-101-306. The primary purpose of the Act is to reduce the incidence of Utah children living in poverty and depending upon welfare as they become adults.

The purpose and duties of the Commission are described in Utah Code §35A-9-303 and paraphrased below to include the following:

1. Collaborate in sharing and analyzing data and information regarding the cycle of poverty and welfare dependency.
2. Examine and analyze shared data and information regarding intergenerational poverty to identify and develop effective and efficient plans, programs and recommendations to help at-risk children in the state escape the cycle of poverty and welfare dependency.
3. Implement data-driven policies and programs addressing poverty, public assistance, education and other areas to reduce the number of children who remain in the cycle of poverty and welfare dependency as they become adults.
4. Establish and facilitate improved cooperation among state agencies down to the case-work level in rescuing children from intergenerational poverty and welfare dependency.
5. Encourage participation and input from the Intergenerational Poverty Advisory Committee and other community resources to help children escape the cycle of poverty and welfare dependency.
6. Report annually on its progress.

ENDNOTES

- 1 Utah's Fifth Annual Report on Intergenerational Poverty, Welfare Dependency and the Use of Public Assistance, September 2016. <http://jobs.utah.gov/edo/intergenerational/igpr16.pdf>.
- 2 UT CODE §35A-9.
- 3 The counties developing plans to address intergenerational poverty include the following: Beaver, Carbon, Grand, Iron, Kane, Millard, Piute, Sanpete, San Juan, Sevier, Utah, Washington and Weber.
- 4 A detailed description of the activities of the Commission and its agencies are provided in the Commission's 2015 Annual Report, 68-81. <http://jobs.utah.gov/edo/intergenerational/igpr16.pdf>.
- 5 The Urban Child Institute, "Baby's Brain Begins Now: Conception to Age 3," <http://www.urbanchildinstitute.org/why-0-3/baby-and-brain>, last visited February 22, 2015; Motoko Rich, "Pediatrics Group to Recommend Reading Aloud to Children from Birth," New York Times, June 24, 2014, http://www.nytimes.com/2014/06/24/us/pediatrics-group-to-recommend-reading-aloud-to-children-from-birth.html?_r=0.
- 6 Betty Hart & Todd R. Risley, "The Early Catastrophe: The 30 Million Word Gap by Age 3," American Educator, Spring 2003, <https://www.aft.org/pdfs/americaneducator/spring2003/TheEarlyCatastrophe.pdf>.
- 7 See School Readiness Initiative, UT CODE §53A-1b.
- 8 At time of publication, Utah lacks a statewide kindergarten readiness assessment. Until implementation of a statewide assessment, applied universally for incoming kindergarten students, this indicator will not be measured.
- 9 Utah's Fifth Annual Report on Intergenerational Poverty highlights policies, procedures and programs contributing to the Commission's goals within each area of child well-being.
- 10 Richard V. Reeves, Kimberly Howard, "The Parenting Gap," Brookings Institution, September 2013. <https://www.brookings.edu/wp-content/uploads/2016/06/09-parenting-gap-social-mobility-wellbeing-reeves.pdf>.
- 11 See "Boston Basics," www.bostonbasics.org.
- 12 Salt Lake Tribune, Getting America's Missing Students Back to Class, July 7, 2016.
- 13 There are several promising public-private partnerships that provide job skills to low-income children, including Salt Lake City's Youth City program and several Summer Youth Employment Programs. One researcher estimates it costs approximately \$2,000 per program participant in a six-week summer program.
- 14 Rosabeth Moss Kanter, Ai-Ling Jamila Malone, IBM and the Reinvention of High School: Proving the P-Tech Concept, Harvard Business School, May 6 2014; Jan Rivkin, Ryan Lee, Southwire and 12 for Life: Scaling Up, Harvard Business School, November 5, 2015. See also: Melissa S. Kearney, Benjamin H. Harris, Policies to Address Poverty in America, Juen 2014, 62 listing several summer youth employment programs. The average cost of a summer employment program is \$2,000 per participant.
- 15 Southern Utah University, Educational Talent Search is a federally funded program servings schools in Beaver, Iron and Kane Counties, <https://www.suu.edu/trioets/ourperformance.html>.

16 See AEI Brookings, Opportunity, Responsibility and Security: A Consensus Plan for Reducing Poverty and Restoring the American Dream, AEI/Brookings Working Group on Poverty and Opportunity, 2015, 38039. Many states have evaluated policies relating to access to job training for non-custodial parents and ensuring that child support orders and collections related to those orders do not provide a disincentive for work. In addition, overdue child support payments do not further penalize low-income, non-custodial parents particularly when they are unemployed, imprisoned or other situations occur making it impossible to pay the amount in the order.

17 University of Texas at Austin, Lyndon B. Johnson School of Public Affairs, Making Good on Fatherhood: A Review of the Fatherhood Research, January 2016, 6.

18 Angela Richidi, America's Work Problem: How Addressing the Reasons People Don't Work Can Reduce Poverty, American Enterprise Institute, July 2016.

19 AAA Fair Credit offers several services to teach people how to save, spend, invest, borrow and manage finances wisely to improve and sustain financial well being. It administers Individual Development Accounts, Matched Savings Program, Utah Saves and other financial services, <http://faircredit.org/>.



UTAH'S PLAN FOR A STRONGER FUTURE

FIVE- AND TEN-YEAR PLANS TO ADDRESS
INTERGENERATIONAL POVERTY

