

STATE 2GEN MODEL:

MARYLAND AS A CASE STUDY
FOR POLICYMAKERS



Ascend's Mission Statement

Ascend at the Aspen Institute is the national hub for breakthrough ideas and collaborations that move children and their parents toward educational success and economic security.

Ascend at the Aspen Institute takes a two-generation approach to its work and a gender and racial equity lens to its analysis. Two-generation approaches provide opportunities for and meet the needs of children and the adults in their lives together. We believe that education, economic supports, social capital, and health and well-being are the core elements that create a legacy of opportunity that passes from one generation to the next.

Ascend's Vision Statement

We envision an America in which a legacy of economic security and educational success passes from one generation to the next.

ACKNOWLEDGEMENTS

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We extend a special thank you to the public officials, partners, and advocates in Maryland who were willing to take time out of their busy schedules to speak with us. Please see Appendix A for a complete list of stakeholders interviewed.

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EXECUTIVE SUMMARY

"Poverty must not be the legacy that's handed down from generation to generation or accepted as a way of existence. Almost 40 percent of Maryland adults who currently receive cash and food assistance also received this very same assistance as a child. This percentage indicates that what should be short-term interventions to poverty are instead being used to support generations of families. Breaking the cycle of multigenerational poverty is critical to ensuring a better quality of life for all Maryland families."

This paraphrases the introduction of the Two-Generation Family Economic Security Commission and Pilot Programs (the Commission) final report released December 2018 and strongly reflects the commitment to two-generation (2Gen) approaches at the highest levels of state government to improve the economic well-being of all Maryland families.

This case study captures Maryland's 2Gen approach from community innovation to statewide policy adoption. A state that extends from the Eastern Shore to Appalachia in Western Maryland and includes suburban Maryland communities and the City of Baltimore has a demographic, economic, and service landscape that varies greatly. This case study lifts up local strategies such as common intake practices, creative partnerships with community colleges, supportive housing, workforce development, and Kinship Navigators (supporting family caregivers for children whose parents are temporarily or permanently unable to fulfill their parenting obligations) serving as socio-economic mobility coaches. At the same time, the need to address the cliff-effect (a steep loss in public benefits due to often modest increases in income from employment) now permeates public sector policymaking and collaboration across state agencies.

Maryland has had a remarkable journey undertaking a 2Gen approach, including:

- Early local experiments driven by an effort to improve outcomes for families in rural Western Maryland;
- A gradual build-up of momentum with leaders from the Department of Human Services and the Department of Labor;
- State participation in the National Governor's Association convening in 2015 on 2Gen approaches in Utah;
- The governor issuing an executive order and a commission chaired by the lieutenant governor being formed to address economic self-sufficiency for Maryland's families; and
- Measure passed permanently establishing a Two-Generation Commission in statute.

Before the language and culture of 2Gen approaches were popularized in the state, local leaders advocated for and implemented programs that keep the whole family in the center of their work.



In 2009, using funding from the American Recovery and Reinvestment Act (ARRA) of 2009, Garrett County Community Action Committee, Inc. (GCCAC) began its first foray into 2Gen approaches by launching the Common Customer Intake. This strategy piqued the interest of state officials and earned state partnerships.

Several years of county-level action focused on the 2Gen approach, advocacy, and partnerships led to the creation of the [Two-Generation Family Economic Security Commission](#) by Governor Larry J. Hogan in March 2017. The governor charged the Lt. governor to lead the Commission. The Commission leveraged a decade of work in rural Western Maryland led by Duane Yoder, president of the Garrett County Community Action Committee and his team. The Commission issued its final report in June of 2018 and has catalyzed a 2Gen approach for the state as a whole.

Today, Maryland is one of only seven states across the country that have hired staff dedicated to coordinating the statewide, cross-sector alignment, key to successful implementation of 2Gen approaches. After sponsorship by Delegate Michael W. McKay, District 1C of Allegany and Washington Counties, the Commission is now part of the statutory framework in Maryland.

This case study offers readers an in-depth look at how the 2Gen approach has evolved in Maryland. It illuminates Maryland's journey and its tangible innovations with lessons learned to inform the spread and scale across the state and provides insights for other states interested in implementing a statewide 2Gen approach. Areas of focus include:

- Leveraging local innovation and building a statewide 2Gen approach;
- Understanding the importance of executive leadership and collaboration with the legislature to institutionalize the 2Gen approach in Maryland;
- Fostering strong collaboration across public agencies to embed 2Gen approaches into their policymaking and programming;
- Continuing to focus on innovation, spread and scale of what is working, and working to embed a 2Gen approach across all state departments affecting the lives of families; and
- Effectively using Community Action Agencies as catalysts for change.



INTRODUCTION

With a little over six million residents, Maryland has 24 main local jurisdictions, including 23 counties and Baltimore City. The state's overall poverty rate is 9.4 percent, with 12.4 percent of Maryland's children living in poverty (see Figure 1), calculated at less than \$25,100 annually for a family of four. Interest in how the 2Gen approach could increase economic mobility for families experiencing intergenerational poverty surfaced at the state level in 2014. This interest was sparked in part by a growing interest in 2Gen approaches at the national level and by strong 2Gen work happening at the county level in Maryland.

The term "two-generation" was first coined in the late 1980s by the [Foundation for Child Development](#) to define early care and education programs that had begun to add program elements to support families in attaining self-sufficiency through work. By the late 1990s, interest in 2Gen approaches began to wane primarily because evaluations showed only modest participant outcomes at relatively high cost. Noted 2Gen researchers Lindsay Chase-Lansdale and Jeanne Brooks-Gunn dubbed these programs "Two-Generation 1.0" and have advocated that practitioners and policymakers base new 2Gen approaches on the earlier research findings (see Figure 2).

Efforts to support Maryland families using the modern 2Gen approach, often referred to as 2Gen 2.0, began in Garrett County in the Western-most part of the state in 2009 at the [Garret County Community Action Committee](#). They have gradually expanded through the work of other champions, and today the 2Gen approach is an articulated statewide policy and practice agenda in Maryland.

These disparate efforts around the State coalesced around 2Gen advocacy and led to Governor Larry Hogan signing an [executive order](#) on March 9, 2017 creating the [Two-Generation Family Economic Security Commission](#). The Commission, chaired by Lt. Governor Boyd K. Rutherford, has sparked innovation, infrastructure support, and a gradual adoption of 2Gen approaches into state human services policymaking. In 2019, the Commission was permanently established within the State Department of Human Services under Article II, Section 17(c) of the Maryland Constitution with the passage of [Maryland House Bill 1363](#) sponsored by Delegate Michael W. McKay. The ultimate goal is to increase family well-being by infusing 2Gen approaches into human services operations across the state. This case study captures Maryland's journey.

MARYLAND POVERTY PROFILE

POPULATION OF MARYLAND:

6,042,718

NUMBER OF PEOPLE IN MARYLAND LIVING IN POVERTY IN 2018:

553,496

POVERTY RATES IN MARYLAND

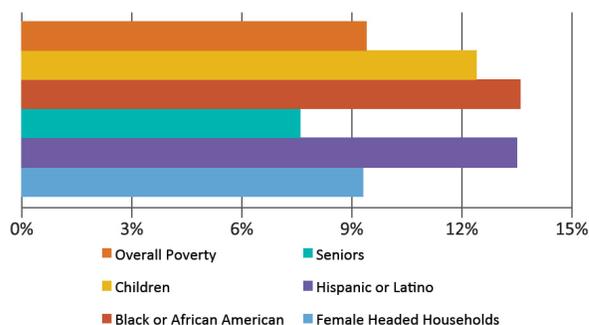


Figure 1. [Maryland Poverty Profile 2020](#)

TWO-GENERATION APPROACH FROM 1980S TO 2GEN 2.0

Two-Generation Approach (1988–1996)	2Gen 2.0 (2009–present)
<ul style="list-style-type: none"> Includes programs such as the Comprehensive Child Development Program, Even Start, and a set of large adolescent demonstration programs such as New Chance Produced only modest adult outcomes at relatively high cost Implementation flaws: <ul style="list-style-type: none"> Unequal emphasis on both generations Poor quality of services for children Weak intensity of services for adults Imprecise targeting of the service population 	<ul style="list-style-type: none"> Developed based on lessons learned about the level of service quality and intensity needed to sustain individual-level effects, much less family-level effects Focus on providing high-quality early childhood services simultaneously with adult human capital development, which fosters parenting capacity and whole-family economic success Parent voice and service integration acknowledged as critical to achieving optimal family outcomes

https://ascend.aspeninstitute.org/wp-content/uploads/2017/10/making_tomorrow_better_together_outcomesreport.pdf

Figure 2. 2Gen 1.0 and 2Gen 2.0

MARYLAND 2GEN TIMELINE

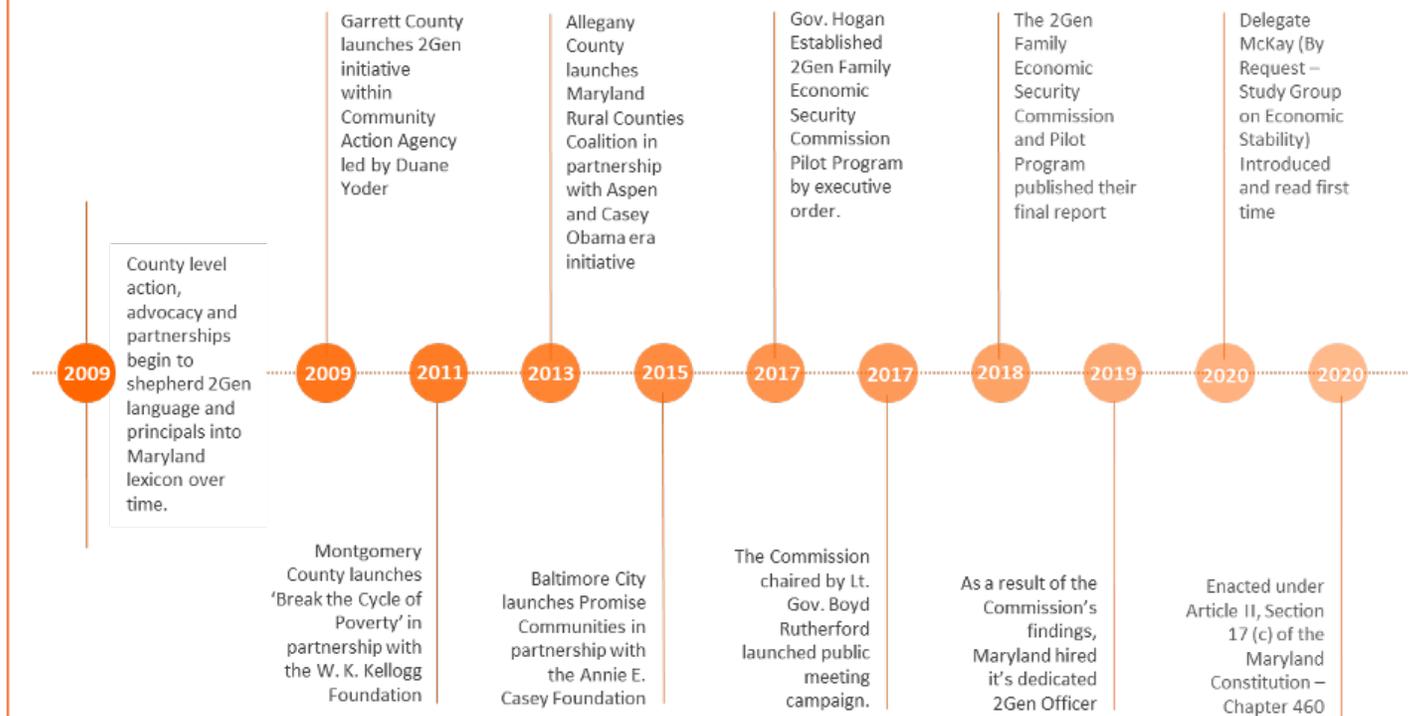


Figure 3. Timeline of Maryland 2Gen Initiatives

The work of addressing poverty requires collaboration across state and county agencies that support children and families. Maryland has a strong child and family services structure that engages both states and counties in delivering programming with 2Gen approaches. The Maryland Department of Human Services (DHS), the state's primary social service provider, serves more than one million people annually and is responsible for programming around income supports, child welfare, and child support. DHS is the lead agency for 2Gen in Maryland. Its partner agencies include the [Department of Labor](#) (Maryland Labor), the [Department of Housing and Community Development](#)

(DHCD), which oversees the Community Development Block Grants (CDBG), Community Services Block Grants (CSBG) and housing and homeless programming (see Figure 4), and the [Maryland State Department of Education](#) (MSDE). These four departments jointly have the largest impact on the lives of children and families in Maryland. The Commission catalyzed statewide understanding about and support for the 2Gen approach. Gradually, the 2Gen approach has permeated policy documents across all key state departments and in programming at the state and local levels.



A DECADE-LONG JOURNEY

2GEN APPROACH EMERGES IN GARRETT COUNTY

The story of 2Gen approaches in Maryland dates back more than 10 years. The executive director of the [Garrett County Community Action Committee, Inc. \(GCCAC\)](#), Duane Yoder, recognized that outcomes for families were less than optimal through the existing service delivery model. Established in 1965 as a community-based organization to assist people with low income to be more self-sufficient, GCCAC provides a variety of services for individuals (including older adults) and families. It also owns a number of housing developments and community facilities in communities throughout Garrett County. In 2008, Yoder was engaged in a strategic planning effort led by Paige Teegarden, a consultant, to redefine the role of the agency. During the strategic planning process, a 2Gen approach, which aligned with the organization's mission, vision, and values, emerged as the primary focus. When the American Recovery and Reinvestment Act (ARRA) passed in 2009, GCCAC leveraged the flexibility offered by CSBG and CDBG funds with an infusion of ARRA funds to reimagine services for local families living in poverty. GCCAC started implementing cross functional-programming. They also began training staff in 2Gen approaches and activities. The organization developed broader job descriptions, emphasized data-driven decision making, and identified outcomes to be tracked and measured. By combining supportive housing, Head Start, and workforce development strategies, GCCAC launched what is today a nationally recognized 2Gen approach and poverty response ecosystem in rural Garrett County, Maryland.

In 2013, with support from the Annie E. Casey Foundation, GCCAC was selected to participate in a multiyear 2Gen approach pilot — [Family Economic Success – Early Childhood Education \(FES-ECE\)](#) — to deepen its work along with three other organizations implementing

strategies with a 2Gen approach. As a result of its successful outcomes from the FES-ECE pilot and its strong advocacy in support of 2Gen approaches, GCCAC was selected in 2015 to participate in the 10-site [Rural IMPACT Initiative](#). Garrett and Allegany counties applied jointly to be part of the Initiative, which was spearheaded by Tom Vilsack, Secretary of the United States Department of Agriculture, in the Obama administration.¹ Secretary Vilsack was deeply committed to eradicating childhood poverty in rural communities and believed a 2Gen approach implemented by Community Action Agencies was a timely strategy that could support learning and replication across the country.

Community Development Block Grants (CDBG)
Community Development Block Grants address needs including infrastructure, economic development projects, public facilities installation, community centers, housing rehabilitation, public services, clearance/acquisition, microenterprise assistance, code enforcement, and homeowner assistance. These grants are available to all states, the District of Columbia, and U.S. Territories.

Community Services Block Grants (CSBG)
Community Services Block Grants provide funds to lessen poverty in communities, address the needs of low-income individuals, including people who are homeless, migrants, and elderly, provide services and activities addressing employment, education, optimal use of available income, housing, nutrition, emergency services, and health. These grants are also available to all states, the District of Columbia, and U.S. Territories.

Figure 4. Descriptions of Community Development Block Grants and Community Services Block Grants

ⁱ <https://www.naco.org/blog/white-house-rural-council-launches-%E2%80%99Rural-impact%E2%80%9D-initiative>

This legacy initiative piqued interest from the former Deputy Assistant Secretary of the Maryland Department of Labor and the former Deputy Secretary of Programs for the Department of Human Services, who both joined as state partners to advance 2Gen approaches statewide in 2015.

Engagement of and investment in families and the support of front line staff through training, peer and emotional support across service units and skilled clinical supervision have been critical to the transformation evident within the GCCAC.

An important component of GCCAC's innovation centered on developing individualized Pathway Plans, objectives, and strategies for families to create and work on, with their Coordinator. The Pathway Plan, is developed with the use of self-assessment tool previously known as the Crisis to Thrive Scale. After 6 years of use the scale has gone through some further refinement over the past 18-month period at the GCCAC in order to ensure that the assessment categories and response options are reflective of changing times and family circumstances. GCCAC tested these refinements with staff and families who are service recipients and adopted the newly refined [Life Scale](#) tool in May of 2020. The Pathway Plan was anchored in a place-based assessment tool for families, the [Life Scale](#), in which families self-assessed their current status around economic security and resilience, by responding to fifteen different dimensions on the Life Scale. Staff assess for five different dimensions based on the family's [Life Scale](#) responses. Assessment data and responses are collected and can be aggregated and trended over time to help measure progress towards goals and outcomes.

While the 2Gen approach in Garrett County started outside of CSBG and CDBG's federal poverty alleviation program guidelines, the work is currently within these parameters, allowing CSBG and CDBG funds to be used to address financial literacy, energy conservation, foreclosure avoidance counseling, and financial management. GCCAC created a Department of Asset Building, whose focus is not on housing but financial self-empowerment to support family asset building.

After years of taking a 2Gen approach, GCCAC notes that its biggest accomplishment is intentionally partnering with families to honor their strengths and aspirations. The GCCAC staff use a comprehensive assessment approach of families, engage families all along the way, support the families' goals, focus on identifying their needs promptly, and responding holistically. The realities of rural life and the seasonal tourism that defines the economy of Garrett County makes stable employment for many families a continual challenge. However, the 2Gen approach has increased family resilience and enhanced their skills to manage crises.

NATIONAL PILOT SPARKS 2GEN APPROACH IN MONTGOMERY COUNTY:

In 2017, WorkSource Montgomery (WSM), Inc., the workforce development resource for Montgomery County businesses and career seekers, was selected to participate in [Family Centered Employment](#), a 3-year pilot initiative focused on advancing new pathways to employment for 50 families with young children while providing linkages between early childhood development and employment organizations. The National Association of Workforce Boards (NAWB) and Innovate+Educate led the initiative with funding from the W. K. Kellogg Foundation. WSM leveraged the county's Head Start partnership to serve the 50 families. WSM found that keeping young parents in job training, placement, and retention activities and maintaining a strong local public-private collaborative require significant efforts. Evaluation findings point to the critical role of the Workforce Investment Board (WIB), the importance of creating and sustaining local partnerships, and retraining and reorienting workforce counselors to be whole-family oriented.

In 2019, NAWB and Innovate+Educate expanded the Family Centered Employment Initiative to incorporate more workforce development boards and launched the Family Centered Community of Practice (FCE CoP) to support workforce development boards interested in integrating family-centered approaches in their workforce development services and local communities. WSM is a member of the Community of Practice.

ACTIONS CATALYZING 2GEN AT THE STATE LEVEL

In 2015, Sam Malhotra, the then Secretary of the Department of Human Services, signaled interest in the 2Gen approach by sending three staff members to learn about the approach during a multiday convening hosted by the National Governor's Association. More than 32 state teams attended the convening, and the Maryland staff returned energized about taking a 2Gen approach to address economic hardship experienced by families in the state. Secretary Malhotra was deeply committed to supporting goals of economic security for families and encouraged the team to engage with Ascend and the 2Gen approach.

In his next role, as Chief of Staff to the Governor, Malhotra was instrumental in crafting the groundbreaking [executive order](#) signed by Governor Hogan in March 2017 creating the Two Generation Family Economic Security Commission (the Commission). As noted above, the yearlong Commission led by Lt. Governor Rutherford has sparked innovation, infrastructure support, and a gradual adoption of 2Gen approaches in state human services policymaking. Current DHS Secretary Lourdes Padilla has also embraced 2Gen as an important approach for the Department.

The Commission released an [interim report](#) in 2017 and its [final report](#) in 2018. Both reports underscored the prevalence of multigenerational poverty in Maryland and that family poverty is on the rise. According to a University of Maryland School of Social Work Studyⁱⁱ published in February 2017, approximately 40 percent of Temporary Cash Assistance (TCA) recipients received benefits as children.ⁱⁱⁱ The Commission found a 19 percent increase in Maryland families living in poverty compared to 20 years ago. More than two-thirds of children in poverty are without a working parent in the home.^{iv}

Four Core Responsibilities of the Two-Generation Family Economic Security Commission

Under the provisions of the Executive Order, the Commission was charged with investigating policy challenges, opportunities, and recommendations regarding the mitigation of multigenerational poverty as follows:

1. Identify services and policies within state programs that can be coordinated to support a multigenerational approach;
2. Identify program and service gaps and inconsistencies among federal, state, and local policies;
3. Identify, test, and recommend best practices at federal, state, and local levels; and
4. Solicit input and guidance regarding Two-Generation Approach practices and policies from external sources with direct knowledge and experience in the field of multigenerational poverty including, but not limited to, Two-Generation Approach practicing states, federal and Maryland Agencies, private foundations, community-action partnerships, and welfare-advocacy organizations.

<https://msa.maryland.gov/megafile/msa/speccol/sc5300/sc5339/000113/023600/023645/20190029e.pdf>

Figure 5. Four Core Responsibilities of the Two-Generation Family Economic Security Commission

The Commission found that safety net and self-sufficiency resources are available in the state, but families are either unaware that the resources exist, or they find that the resources are difficult to navigate and access on their own. The Commission also acknowledged that Maryland is an expensive state in which to raise a family. For example, a single parent with two children would need to earn

\$21 per hour to break even and offset a loss of cash assistance benefits.^v The [Maryland Self Sufficiency Calculator](#) and cliff effect (the steep loss in public benefits when income increases) noted by the Maryland Community Action Partnership tells this story well. Data shows that Maryland children are more likely than the national average to live in a high cost of living area.^{vi} This contributes to high rates of child poverty and adverse childhood experiences.

The Commission examined four recommended pilot programs to provide meaningful recommendations to improve the family experience on the journey toward economic stability:

- 1. Uniform Assessment:** Maryland needs a standardized assessment tool that connects families to resources in their geographic areas. Maryland's Uniform Assessment pilot is the DHS "wQ" tool used in multiple jurisdictions to connect families to labor opportunities and program and support services throughout the state.
- 2. Multigeneration Education Sites:** These sites are designed to connect and co-locate services for families facing challenges accessing educational opportunities as well as childcare and other wraparound services. Maryland's Multigeneration Education Site pilot is the Next Step Training and Education Program in Prince George's County. This program provides current and former TCA recipients access to postsecondary education opportunities and higher-wage jobs.
- 3. Transportation Solutions:** Transportation is a barrier to economic stability regardless of residency in rural or urban areas. Maryland's Transportation Solution pilot is the Delmarva Intergenerational Community Center in Dorchester County. This center is partnering with its local CAA (see Appendix D for a list of Maryland's CAAs) to provide transportation solutions for all ages, including door-to-door service for seniors. The pilot extends this service to needy families by determining eligibility through TCA program participation.
- 4. Intergenerational Case Management Support:** This pilot is based on Zimbabwe's response to the lack of mental health services for young mothers. Zimbabwe connected young mothers with lay health providers for six one-on-one counseling sessions to address depression; the program was successful at reducing depression symptoms. Maryland's Intergenerational Case Management Support pilot is the Two-Gen In & Out program that connects retired counselors, social workers, teachers, and therapists to case managers of Maryland's foster care reunification program.

ii <https://familywelfare.umaryland.edu/reports1/15yearoutcomes.pdf>

iii <https://familywelfare.umaryland.edu/reports1/15yearoutcomes.pdf>

iv 2012-2016 American Community Survey

v Final Report, Family Economic Security Commission, December 2018

vi KidsCount; MD Dept. of Commerce 2018

The signature outcome from the recommendations framed in the final Commission report was the creation of the Two-Generation Program Officer position in the DHS Office of the Secretary. Maryland is one of only seven states to have created such a strategic position. (The others are Tennessee, Colorado, Washington, Minnesota, Connecticut, and Hawaii). This position is the engine driving 2Gen approaches in policy and practice in state government and seeking to garner buy-in and support from colleagues across departments. The position will be instrumental in facilitating innovative and strategic 2Gen strategy adoption across state agencies.

Secretary Padilla has committed resources and thought leadership to expand 2Gen approaches statewide. Her hiring of Christina Church in July 2019 as the 2Gen program officer has been a high-impact strategy to promote and achieve spread and scale of 2Gen approaches. Secretary Padilla appropriated approximately one million dollars in funding to local Community Action Agencies to shift from traditional service delivery models to a whole-family approach.

Today, because of the passage of [Maryland House Bill 1363](#),^{vii} sponsored by Delegate Michael W. McKay, the Commission will continue to expand 2Gen approaches in policy across state government. The bill puts into statute the state Executive Branch's approach to building a 2Gen policy agenda going forward. It harmonizes the legislative and executive branch approaches around 2Gen. Delegate McKay expects that during the 2021 General Assembly, there will be ongoing review of bills for opportunities to embed a 2Gen approach and that it will be applied across all affected departments. The bill went into effect on October 1, 2020. This is a significant step forward for Maryland's emerging 2Gen policy agenda, which is expected to be coordinated by Ms. Church under the leadership of Secretary Padilla.

As the 2Gen Program Officer, Ms. Church coordinates service delivery for families and is the primary liaison for coordinating activities among the Lt. Governor's Office, state agencies, local Departments of Social Services, philanthropic organizations, and local businesses and nonprofits.

Using guiding principles for 2Gen approaches, Ms. Church has begun the work of bringing key departments across the state to coalesce around the final recommendations of the Commission and implement tasks. More about this approach can be found in published reports and case studies at the Ascend at the Aspen Institute webpage.^{viii}

2Gen Approach Guiding Principles

1. Measure and account for outcomes for both children and their parents;
2. Engage and listen to the voices of families;
3. Ensure equity;
4. Foster innovation and evidence together; and
5. Align and link systems and funding streams

<https://ascend.aspeninstitute.org/two-generation/guiding-principles/>

Figure 6. Ascend at the Aspen Institute's 2Gen Guiding Principles

Since 2015, Maryland has undertaken several initiatives aimed at 2Gen approaches that support family economic mobility. These include:

✓ Mitigating the cliff effect

- Child care voucher expansion;
- Child support pass-through enhancement in benefit payments for families (up to \$100 for one child, \$200 for two or more children);
- Transitional cash benefit for families who were recent Temporary Assistance for Needy Families (TANF) benefit recipients for three months immediately following employment; and
- Increasing the Earned Income Tax Credit (up to 28 percent in 2018 from a threshold of 26 percent in 2016).

✓ Joint service delivery and planning across state agencies for families

- Joint service delivery of income support and workforce development support under the TANF/ Workforce Innovation and Opportunity Act (WIOA) programs; and
- The Opioid Operational Command Center to address family hardship.

✓ Piloting whole-family approaches

- Initiative for student parents to receive TANF;
- Support for refugee families;
- Support for seniors with dependents; and
- Support for families affected by incarceration.

✓ Creating a "no wrong door" culture:

- All state employees trained in Governor Hogan's [Customer Service Initiative](#); and
- Maryland Total Human Services Integrated Network (MD THINK) integrated data system with an integrated enterprise-wide approach.

vii <https://legiscan.com/MD/bill/HB1363/2020>

viii <https://ascend.aspeninstitute.org/two-generation/what-is-2gen/>



2GEN ACROSS STATE AGENCIES

EXECUTIVE BRANCH

Governor Hogan and Lt. Governor Rutherford want to assist families in crisis toward stability and track their progress toward economic security. In alignment with their vision, their Commission recommends creating an approach to support families in their efforts to achieve economic security. The approach was designed around the concept of assigning coaches to families to help them transition from crisis to thriving. By tracking outcomes for families and chronicling best practices, the state aims to sustain its efforts around 2Gen approaches. The Commission's strategy aligns 2Gen approaches across all state agencies and all partners to foster collaboration and align resources and goals across systems serving families. The focus as stated in the Commission report is to develop a system of care across all partners, track common goals, and engage families in the process. Maryland is still working diligently to fully deliver on the promise of this vision, but it has made progress.

DEPARTMENT OF HUMAN SERVICES

DHS is the state agency that delivers income supports, benefits and eligibility programming, child welfare services, and child support services intended to serve whole families. Secretary Padilla's commitment to 2Gen has enabled DHS to actualize the value commitment to whole families in unique and meaningful ways. DHS has started to incorporate 2Gen approaches into all offerings, recognizing that the programs offered

across all three of the Department's administrations affect the well-being of families and children. The strongest impact is the creation of the Kinship Navigator role to support family members who are caring for young children in their extended family. However, 2Gen approaches also play a role in TCA and the Supplemental Nutrition Assistance Program (SNAP) with its employment and training requirements. The TCA and SNAP partnership with the Department of Labor is intended to provide families with benefit supports even as they make gains with wage and career progression. The range of services offered by the Department aligns with two of the core components of a 2Gen approach (see Figure 7.):

SIX CORE COMPONENTS OF THE 2GEN APPROACH

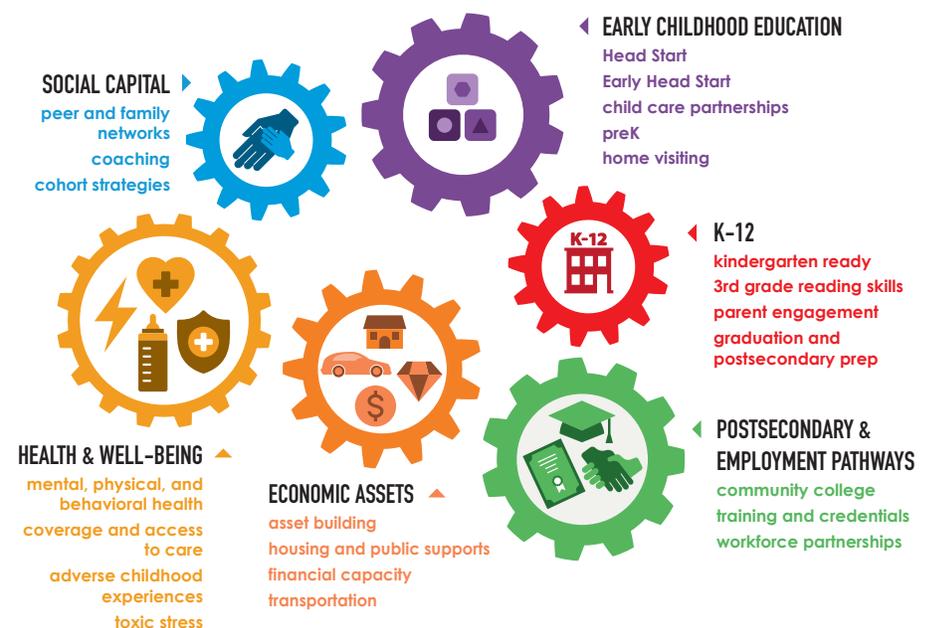


Figure 7. Core Components of a 2Gen Approach

Building Economic Assets

- Transitional support services;
- Child support pass-through;
- Earned Income Tax Credit; and
- Noncustodial parent employment.

Promoting Health and Well-Being

- Sobriety treatment and recovery teams; and
- Family First Prevention Plan.

Coordinating and Aligning Systems

[MD THINK](#), designed as a web-based platform, aims to deliver seamless coordinated care among the 14 programs the state administers to effect positive change in the lives of those needing support. This coordination will lead to more effective whole-family assessment, intervention, and service delivery approaches to address safety, socio-emotional well-being, and financial stability for families. This shared platform is intended to function as a tool to deliver services to clients across multiple programs (listed below) and to be scalable and easily pluggable for additional use cases and programs as the system evolves.

- **Department of Human Services**
 - Child welfare, foster care, adoption services, child protective care services;
 - TANF
 - SNAP/food stamps;
 - Child support enforcement and case management;
 - Referral services;
 - Energy assistance; and
 - Home energy programs
- **Maryland Department of Health**
 - Medical care coordination, drug treatment coordination;
 - Health/mental health, qualified health plan;
 - Medicaid;
- **Department of Aging**
 - Adult care services;
- **Department of Juvenile Services**
 - Juvenile justice;
- **Department of Labor**
 - Works/ WIOA plan development and tracking and coordination; and
- **Department of Housing and Community Development**
 - Homeless and emergency services.

Secretary Malhotra, who came to DHS with a technology background, was the initial architect and sponsor of this initiative and 90/10 matched (Centers for Medicare & Medicaid Services) federal funding was awarded during

his tenure. This technology modernization initiative has been fully embraced by Secretary Padilla, who with the expert management of the Department's Chief Technology Officer, Subi Muniyasamy, has continued its phased implementation. To mitigate any challenges that may arise and ensure the overall success of this program, MD THINK has employed a phased approach, with an initial phase focusing on select data systems and the immediate needs of the Maryland Departments of Human Services, Health, and Juvenile Services, and the Health Benefit Exchange. As the program progresses, other state systems will be able to integrate with the common platform. Some of these other program opportunities include:

- Commission on Caregivers;
- Kinship Navigation for extended kin who are raising children who would otherwise be in foster care;
- 2Gen language in contracts/state plans; and
- Maryland Promise convening for local DSS.

Each DHS administration has folded 2Gen values and policies into its distinct programs. We explore the 2Gen efforts of Maryland DHS administrations below.

The Family Investment Administration

The Family Investment Administration (FIA) is the benefits and income supports engine at DHS. The FIA is working to infuse 2Gen approaches throughout its workforce and to emphasize generative rather than compliance-driven program administration and delivery system. The COVID-19 pandemic has presented a unique opportunity for the FIA to address the hardship families are experiencing through a 2Gen approach. In response to the pandemic, Maryland took several actions and implemented temporary waivers to support families:

- Waived work requirements;
- Waived requirement for verification of applicant information within 90 days so cases could continue to be approved;
- Waived interview requirements – Maryland now assesses all online SNAP applications based on information provided with verifications pending for 90 days and without subjecting able-bodied adults without dependents to work requirements;
- In partnership with the Maryland Department of Education, the Pandemic EBT (Electronic Benefits Transfer) for children who participate in the [Free and Reduced-price Meals](#) (FARMS) program is now being processed by DHS and a daily \$5.70 benefit for FARMS-eligible children was added to the SNAP benefit issuance to families;
- Emergency allotments (EA) for maximum benefit for households by size from March through the end of the emergency declaration was approved and benefits were awarded to all eligible families;
- Approved online SNAP food purchases for delivery with Amazon, Walmart, and ShopRite;

- Child care scholarship applications for TCA customers were prioritized through the pandemic emergency declaration;
- All TCA and SNAP applications began to be accepted virtually with limited availability for accepting paper applications through in-person drop-offs into a lock box;
- The DHS “[MyDHR](#)” online application rollout of MD THINK; and
- Telework capabilities were developed for DHS staff quickly with no disruption of services or benefits to families.

“The way we do business is forever altered in Maryland.”

- Acting Deputy Secretary of Programs for DHS, Netsanet Kibret

Maryland currently has more than 20 authorized SNAP community outreach partners who are submitting applications for SNAP expedited applications on behalf of clients who cannot submit online or get to the lockboxes. Prior to the COVID-19 pandemic, more than 50 percent of SNAP applications were submitted online, but they are 100 percent online because of the pandemic. FIA and the Social Services Administration (SSA) are working together to determine the design of the kinship navigator positions in each of the 24 local departments of social services through a 2Gen approach. This kinship navigator program is still in its infancy. Pockets of excellence are emerging, and the state is committed to continuing to roll this model out with increased standardization.

FIA has also been instrumental in applying the TCAC as a key 2Gen strategy. Work-ready parents receiving TCA may be placed in an internship-like position at DHS State Headquarters (also known as DHS Central) or in a local department of social services to get work experience (TANF Work Experience, or WEX). After completing the program, many WEX interns are hired by their job sites as state employees. In the DHS Office of the Secretary, two-thirds of the administrative staff are graduates of the WEX program. The Department has seen tremendous talent come out of this program, and it is considering how to leverage this program to mitigate the impact of the current statewide hiring freeze and create new opportunities for administrative staff to develop additional skills that would advance them along a career pathway. The program also engages families by applying its child- and family-centered Integrated Practice Model^{ix} to the Department's daily practices on the front lines.

The Child Support Administration

The Child Support Administration (CSA) has always embraced the whole-family approach. The 2Gen focus within DHS was a natural fit for CSA. They have always included non-custodial and custodial parents and children

in their program design – the premise of child support is to collect money for the care of children from non-custodial parents based on ability to pay and timeliness of payment.

Maryland has an advanced program around driving offenses, recognizing that taking driving privileges away for non-payment of child support adversely affects the non-custodial parent's earning potential, thus negatively affecting the children. This sanction can result in job loss, which sets child support collections back further. Applying a 2Gen approach, the new MD THINK integrated application for DHS has built-in checks within the system that enables individual case-based hardship waivers, including codes that enable the child support worker to exempt motor vehicle operations-related penalties normally levied for non-payment of child support. This system is still being refined. Parents have 60 days in which to resolve or advocate for amelioration of the outstanding sanction with the Motor Vehicles Administration before a license is revoked. An Abell Foundation review of the CSA program in 2019^x noted the progressive child support reform in Maryland when compared to other states.

The Social Services Administration

The Social Services Administration (SSA) delivers child welfare programming to support families in crisis. In 2008, SSA launched its [Place Matters Initiative](#), intended to keep children safe and families in their communities. The Administration for Children and Families with the US Department of Health and Human Services approved the Department's IV-E Waiver^{xi} in 2012, acknowledging the importance of health and economic stability as protective factors for children and families. The IV-E waiver (see Figure. 8), known as [Families Blossom](#), had a strong kinship navigation component aimed at strengthening relative caregiving of children who were experiencing abuse or neglect at home. In partnership with FIA, this kinship navigation program is poised to be a cornerstone of the DHS 2Gen approach. Every local department of social services has a designated kinship navigator. These kinship navigator positions have been jointly created either through the FIA workforce or the SSA workforce; they are engaged in similar 2Gen approaches with kinship families to strengthen economic resilience for relative caregivers and improve protective factors for children in these households.

Maryland was the third state in the country to have an approved Family First Prevention Services Act implementation plan, effective October 1, 2019. The state has been actively implementing the approved plan. This plan, which builds on Families Blossom, places an emphasis on strengthening families, reducing out-of-home placement and using evidence-based practices and kinship navigator approaches. All of these strategies address 2Gen in the context of child welfare practice.

ix https://www.garrettcac.org/images/articles/2-G/Life_Scale_5.19.20.pdf

x https://www.abell.org/sites/default/files/files/Abell%20Child%20Support%20Reform%20-%20Full%20Report%2020_2020%20edits%20v1_3.pdf

xi <https://www.childwelfare.gov/topics/management/reform/waivers/>

Maryland Social Services Administration IV-E Waiver

Maryland intends to utilize the Title IV-E Waiver to create a responsive, evidence- and trauma-informed system to promote well-being, using standardized assessments, building capacity of evidence-based and promising practices, strengthening families, and serving children in their homes.

Maryland's priority populations for the Title IV-E Waiver are children and youth at risk of re-entering out-of-home care and children and youth at risk of coming into care (new entries).

<https://dhs.maryland.gov/documents/Title%20IV-E%20Waiver/Waiver%20Council/Title-IV-E-Waiver-Demonstration-Project.pdf>

Figure 8. Description of the Maryland Social Services Administration IV-E Waiver

DEPARTMENT OF LABOR

The Department of Labor's Division of Workforce Development and Adult Learning (DWDAL) is a key partner in Maryland's 2Gen approach, because workforce development and adult education activities (e.g., High School Diploma and English language acquisition) are critical to career progression and wage progression. For the Department of Labor, 2Gen framing is strongly reflected in the [State Workforce Plan](#) and the strong partnership with DHS and the Department of Education. The linkage to workforce is required under both TCA and SNAP in Maryland; it connects recipients to job training and employment opportunities.

DWDAL is strategically participating in anti-poverty efforts with several state partners. In partnership with DHS, in 2018, DWDAL brought together over 100 leaders from the Departments of Social Services and local workforce development agencies for a two-day event focused on: (1) fostering collaborative, productive, and mutually beneficial relationships for implementing the Workforce Innovation and Opportunity Act (WIOA) and (2) identifying specific and measurable goals for increasing the earning capacity of low-income job seekers in Maryland. In close collaboration with the Department of Housing and Community Development, the Department of Labor hopes to introduce similar programming for the Community Action Agencies and local workforce development agencies. The goal is to bring the local workforce development agencies, who oversee the state's 30 [American Job Centers](#) (AJC), and the Community Action Agency leaders, who administer Maryland Community Service Block Grant (CSBG) activities across the state, together for a shared post-pandemic effort to boost employment and address poverty. The American Job Centers are all strongly encouraged to incorporate a 2Gen approach into their

local workforce development plans that are required as part of their WIOA grants.

COVID-19 has presented opportunities for the various departments in Maryland to demonstrate their willingness to face unique challenges collaboratively and creatively within existing mandates, to support families impacted by the pandemic and the resulting economic downturn. The Department of Labor has set aside \$10 million in the COVID-19 Lay Off Aversion Fund. This round of grantmaking was informed by the findings of the earlier Department of Labor Employer Assistance and Resource Network (EARN) grants that were awarded emphasizing a 2Gen approach.^{xii} The fund awarded grants to 445 small businesses through the Maryland Department of Labor, saving more than 8,800 jobs mitigating risk of harm to many households with children and families. Maryland has gained more than 156,000 jobs during the COVID economic recovery phase, and the unemployment rate decreased to 7.6 percent.

The Department of Labor recognizes that child care is critical for families to be able to go to work. It is important to make it easier for parents to apply for and secure jobs with onsite child care where appropriate. The relationship between workforce and child care is very strong locally, but it is still evolving at the state level between the Department of Labor and the Department of Education. In Maryland's Lower Shore, comprising Dorchester, Wicomico, and Worcester counties, child care is co-located in an AJC that also is a transit center for the Greyhound bus system. These partnerships are being lifted up by the State 2Gen Program Officer to showcase innovation and encourage more of these partnerships. An example of this partnership is the WSM pilot discussed above, where the grant supported workforce development activities for Head Start and Early Head Start families while also ensuring participation in high-quality early childhood services for the children. This grant was received directly by WSM.

DEPARTMENT OF HOUSING AND COMMUNITY DEVELOPMENT (DHCD)

Stuart Campbell, Director of Office of Community Services Programs at DHCD, manages all CSBGs and Homeless Services Grants (see Figure 4.), two critical 2Gen strategies for the state, and oversees funding of the Maryland Community Action Programs, the statewide association of CAAs. Working closely with DHS, Mr. Campbell infuses whole-family approaches into the work of the 17 community action agencies in the state.

"The Lt. Governor's commission was instrumental in increasing visibility of 2Gen and whole family approach"

- Stuart Campbell, Director of Office of Community Services Programs at DHCD

xii <https://www.dlir.state.md.us/earn/earnresources.shtml>



LEGISLATIVE BRANCH

In the 2020 General Assembly, Delegate Michael W. McKay sponsored HB 1363. He felt that members of Maryland's legislature did not have a comprehensive understanding of the benefits of 2Gen. He wanted to bring greater alignment between the work initiated by the Executive Branch and the efforts of the Maryland legislature. The Speaker of the House was overwhelmingly supportive of Del. McKay's desire to bring this bill to the floor.

With the support of the advocacy community, the collective vision that is anchored in the bill is to eliminate application and access redundancies in each state agency. The Legislature envisioned a seamless delivery system to ensure that people are not being sent from office to office seeking services, but that state programs are coordinated around a whole-family approach. It

is important to streamline a safety net approach and coordinate what state departments can offer to families. Del. McKay remarked, "It is often a full-time job for families to go from agency to agency when all they need is help to break the cycle of multi-generational poverty."

The leadership of Maryland's 2Gen efforts has been assigned to the Maryland Department of Human Services (DHS). Other state departments involved in 2Gen activities include the Department of Labor and the Department of Housing and Community Development. These three departments in particular are working closely to align 2Gen efforts.



MARYLAND COMMUNITY ACTION PARTNERSHIP

Maryland Community Action Partnership (MCAP) is a 501(c)(3) multi-regional association that advocates on behalf of the 17 Community Action Agencies and partnering organizations that serve individuals and families with low incomes who reside in Maryland, Delaware, and the District of Columbia. The MCAP sees its role as ensuring that the voices of its member CAAs are heard at the local, state, and national levels.

MCAP was funded through DHS with approximately one million dollars to implement 2Gen strategies across the state through local Community Action Agencies. Angela Martin, CEO of MCAP, is leading efforts to assist member organizations transition to a 2Gen model of service delivery.

To understand the role of CAAs in Maryland's 2Gen poverty approach, it is important to understand how they are organized in the state. We discussed above the powerful role of the Garrett County CAA under the stewardship of Mr. Yoder. Maryland has a robust CAA infrastructure that the state can leverage in its response to combat poverty.

The CAAs were created in the 1964 Economic Security Act, which also created CSBGs as a flexible funding stream to agencies to address poverty. The CAAs in local communities are also the recipients of Head Start grants, making them a powerful tool to tie together early childhood and workforce strategies. CSBG dollars come from the U.S. Department of Health and Human Services, Office of Community Services to the Maryland Department of Housing and Community Development (DHCD). DHCD sends 90 percent of its annual federal CSBG grant dollars to the 17 CAAs in Maryland, fueling almost 10 million dollars each year for local anti-poverty programs.

The strength of partnerships across LDSS, American Job Centers, community-based organizations, early childhood services, supportive and subsidized housing, and transportation are varied across local communities. CAAs strengthen those partnerships and conduct needs assessments and planning activities to address and eliminate barriers, enabling families to become self-sufficient. In Maryland, three CAAs are located within government and the remaining 14 are nonprofit community-based organizations.

To implement a statewide approach, MCAP assessed agencies to determine their level of readiness to undertake a 2Gen approach. The 17 CAAs participated in a 2Gen approach readiness assessment to determine if they were "Beginning," "Piloting," or "Implementing" their 2Gen approach. Goals have been identified for each local collaborative and are being included in building a ["collective impact"](#) model.

Each local collaborative has implemented a collective impact model wherein each local CAA functions as a hub or connection point for services to be coordinated locally for families in poverty. Each collective impact hub includes a local Department of Social Services. Other anticipated participants include community colleges, post-secondary providers, and programs affiliated with the Workforce Innovation and Opportunity Act (WIOA). Each local CAA will conduct local strategy sessions with these partners and engage in the following activities:

- Build a common agenda and goals to which all programs and partners agree;
- Develop a logic model and Theory of Change;
- Train or hire staff as needed;

- Design new services or change the design of old ones;
- Integrate services in new ways and places that put families first;
- Intentionally link, bundle, and coordinate high-quality services for children and their parents;
- Screen and enroll families in multiple programs at one time, and/or identify the best sequence of service use for any single family;
- Develop a consistent tool and process for helping families set goals, no matter which “service door” they walk in;
- Develop a common outreach and recruitment strategy to reach target families that are ready for intensive services and supports;
- Develop a regular method for communication, reflection, and action planning among all partners, and agree to a common language; and
- CAAs have developed community partnerships and collaborations with common goals and plans for methods and practices (e.g., engaging family voice, ensuring equity, uniform assessments, data sharing, “no wrong door”, policy change, referral) that support parent and child success.

MCAP efforts are focused on the following impact areas and were originally planned for June of 2020 but the timeframe has been extended into the fall because of the COVID-19 Pandemic:

- No Wrong Door – The uniform collective hub will result in one statewide system of care/assessment;
- Eventually fold CAA activities locally and statewide into MD THINK; and
- Develop the ability to track and measure agreed-upon uniform family outcomes; each agency has software that lets it track these families. It is expected that national partners and Ascend at the Aspen Institute will be helping with this outcome.



2GEN APPROACHES AT THE COUNTY LEVEL

The state of Maryland is made up of 24 jurisdictions including 23 counties and the City of Baltimore. The state-county dynamic around delivery systems is similar to other states but also unique to the community and demographic in Maryland. 2Gen efforts preceded state leadership helping to shape the state agenda, but they were sparked and catalyzed locally by state-sponsored efforts. This section reviews county efforts as a precursor to the state Commission being formed and as a response to the opportunity to create and lift up pilots as an outgrowth of the Commission's expressed recommendation to host local pilots to test 2Gen approaches and best practices.

GARRETT COUNTY

Garrett County has piloted its [Common Customer Intake \(CCI\)](#) with TCA customers in four communities. This effort was targeted at addressing protocol issues that resulted more than 50 percent of customers being unable to find employment and move off dependence on TCA. The previous protocols pressured unprepared workers to find work – often with low wages -- immediately. More than 50 percent of the customers ended up in the deep end of services. This high rate of failure was a result of other needs experienced by customers, including housing, domestic violence, substance use disorders, child care, adult abuse and neglect. These needs, which required wraparound services, were not being addressed while the pressure to find a job was immense. The CCI process is an updated intake approach designed to improve the customer experience by minimizing or eliminating customer handoffs between agencies which often were not consistently applied. A version of the CCI has made it into MD THINK. It has the following features:

- The goal of DHS is to promote family stability and economic independence through a combination of programs at DHS and other state agencies.
- Common Customer Intake aims to streamline that process using a new trauma-informed tool that gathers essential information from customers and use that information to identify programs and supports in areas such as housing, food security, medical services, and safety that are available to assist that customer and their family.
- The system can reuse the data, so customers tell their story once, ensuring that they experience a No Wrong Door Approach in accessing all services they need and are eligible for.
- Customers and staff can assemble a package of supports and services to help that family achieve immediate and long-term stability and economic independence.
- The Common Customer Intake tool will be incorporated into the MY MD THINK portal in 2022. Customers will be able to opt out of using the tool. With the Department's 2Gen approach, in the near future, a parent who applies for food assistance, for example, will also be able to sign up for a job training program, sign up for health services, and enroll their child in an after-school program.

Since becoming the third state to receive federal approval of the Family First Prevention Services Plan, Maryland envisions helping families receive these necessary interventions no matter what door they come through.

Several partner entities in Garrett County have been collaborating around developing and piloting the CCI, including domestic violence prevention providers, the Food Bank, Community Action Agency, the local

health department, the local management board, the Workforce Investment Board, the Board of Education, Community College, and a County Council member. The local department of social services is the lead convener, and they meet regularly under the auspices of the FIA Assistant Director to discuss gaps in services and process improvements. They also work on individual case problem solving.

ALLEGANY COUNTY

Allegheny County is using the [Crisis to Thrive Erikson Assessment Matrix](#)^{xiii} and the Aunt Bertha platform with client consent. Aunt Bertha, which is the largest closed-loop referral network for social services in the United States, was purchased by the University of Pittsburgh Medical Center of Western Maryland health system and is scheduled for quarterly updates to keep the resource information current.

The county also has a collaborative including the local health department, the CAA, the Board of Education, especially the county's Judy Center providing child education resources,^{xiv} WIOA agencies, and county and city government to strategically partner around 2Gen approaches. These groups work together to address poverty through a 2Gen approach. The Allegheny county DSS has also supported the co-location of GED programming with Allegheny College of Maryland (the local community college). This collaborative meets quarterly to discuss a range of issues from process improvements to service gaps in the system. It has instituted the role of a family navigator to help stabilize families for positive educational outcomes. The important role of the family navigator was highlighted by a case example:

"A child in a vulnerable family dropped out of school and ostensibly signed up for home schooling. With the work of the navigator who helped the student stabilize behavioral and social engagement issues, he was able to re-enroll and made honor roll. This was directly a result of the family navigator working to stabilize behavioral and social engagement issues for the youth with support and engagement from his family."

- Courtney Thomas, Allegheny County Director of the Department of Social Services

Some particularly challenging situations that are supported by the family navigator include:

- Children in foster care at risk of dropping out; and
- High-touch communication with at-risk children and trusting relationships.

Analysis of What Works in Garrett and Allegany Counties

Both Allegany and Garrett Counties have historical pockets of multi-generation poverty in their communities. The counties recognize that traditional programming is not turning the curve. Both counties have committed to a whole-family approach because it gives better traction on 2Gen outcomes. Over the years, the two jurisdictions have experimented jointly and individually around 2Gen efforts to improve outcomes for families in communities. Both jurisdictions have privacy and confidentiality consents in place. In Garrett County, each participating agency applies its own consent form, while Allegany uses a unified consent form.

Both directors felt strongly that 2Gen approaches are best driven locally. The local jurisdictions need state policy and business process supports, but they believe the values, vision, and implementation roadmap should be determined locally. State processes are historically less flexible, and the process of transforming local practice to a 2Gen approach is cumbersome and often requires significant workarounds.

Both directors expressed hope that the 2Gen approach will infuse all that DHS does rather than be just a part of individual programs like the kinship navigator. They recommend that the state shift policy and structure to consistently embed 2Gen approaches in all that they do. They hope that the role of the 2Gen policy officer will help make this shift happen in the state.

A Brief Analysis of the Success of the Partnership between Maryland's Garrett and Allegany Counties

This role of a family navigator has been embraced by the state FIA and SSA administrations jointly, and each local department of social services is hoping to pursue this approach. A Maryland Department of Disabilities grant (unspent Promise dollars) was the impetus to start the collaborative in pilot mode. The longer-term plan is to use Promoting Safe and Stable Families, a Federal program aimed at preventing child maltreatment, to promote child safety and permanence in their families and in foster care. The county is exploring the possibility of using new Family First Prevention Services Act prevention opportunity funds to strengthen 2Gen approaches. The county is also exploring whether the foster care candidacy definition is broad enough to help with this approach.

xiii <https://www.allies4innovation.org/wp-content/uploads/2018/01/Excerpt-social-emotional-Family-Development-Matrix.pdf>

xiv <https://earlychildhood.marylandpublicschools.org/families/judy-centers>

Under former Chief Administrative Officer Brandon Butler, Allegany County created Makerspace, a joint vocational training, workforce development, and business partnership. This program, located in a new warehouse space, is equipped and supported to retrain and place dislocated workers into employment. It grew from the closure of a local paper mill that resulted in significant unemployment for residents of the county.^{xv}

PRINCE GEORGE'S COUNTY

The County Department of Social Services started its partnership with the Prince George's Community College (PGCC) through a grant award from DHS under the Welfare Innovation Act in 1996. Five Maryland jurisdictions received the award. The grant award was intended to promote innovation under TCA to create sustainable opportunities for county customers. The Prince George's project is the only one of the five still in operation. The program gives customers the opportunity to take classes for career growth and increase their earning potential. The case management model in the Next Step Program is more intensive to improve self-sufficiency outcomes. Cecilia Knox (now a dean at the college) was hired as the Administrator of the [Next Step Program](#) at PGCC. The DSS director at the time and Ms. Knox share the goal to support the success of young people. This alignment led to the start of a meaningful partnership between PGCC and DSS starting in 2000.

The Next Step Program had a two-year look back for anyone receiving TCA (current and former). All customers who were identified within the two-year lookback period as eligible were offered the opportunity to participate in the program, getting help pursuing certification and degrees. Program staff sent mailers to eligible customers. The response was overwhelming. The first cohort had an intake and assessment process to establish career goals. From there, program staff identified classes for eligible customers to take. Initially, these were classes to help customers get their GEDs. A cornerstone of the initiative was its ability to meet customers where they were, provide crisis intervention wraparound services like daycare and housing supports, and ensure satisfactory grades and attendance. Research shows that every year of higher education improves earning potential considerably.^{xvi} The program also engaged children of the participants by providing summer camp opportunities and mentoring groups for the youth and for their parents. The Next Step program was doing 2Gen work long before the term 2Gen was coined.

For over a decade, PGCC had its own daycare, and the Prince George's County Department of Social Services supported the daycare with Purchase of Care (POC) vouchers. But POC for non-TCA customers is now administered centrally by the Maryland State Department of Education, so these resources were eliminated from the

local DSS budget and the fiscal support for the daycare program ended.

A key component of the Prince George's County model was an emphasis on aggressive case management. The foundation of the program was to encourage customers to confront the actual challenges in their lives and enhance their own accountability with participating in services and programs. It was a team effort that included the client and the case manager, not just a referral process. Staff were hired with the original grant, and three full-time and one part-time staffer are still in the program with merit employment status with PGCC and are funded by the continued DSS grant to the college.

When the state Commission was constituted, Prince George's County's Next Step program was seen as shovel-ready project and recognized as a good project to fold into the 2Gen approach as a viable pilot. The pilot site designation brought statewide recognition for the county model program. Ms. Gloria Brown, the Director of Prince George's County DSS, served on the Commission as a representative of the Maryland Association of Social Services Directors.

Fatherhood Initiative is another 2Gen effort in Prince George's County. This program is aimed at biological and resource fathers who are involved with the child welfare system. Recognizing that fathers face barriers and there are few supports designed for them, the program offers wraparound supports for fathers and to strengthen the father-child relationship. There is consistent training for staff to engage fathers through case management and evidence-based fatherhood engagement strategies. Fathers are also being connected to the Next Step program.

MONTGOMERY COUNTY

As noted above, WorkSource Montgomery, Inc., the workforce development resource for Montgomery County businesses and career seekers, received funding to participate in the Family Centered Employment (FCE) Initiative and engage 50 families with young children in workforce development activities. WMS was one of only three workforce development organizations in the United States and the only one on the East Coast to be awarded a grant in the first round of grantmaking spearheaded by the National Association of Workforce Boards and Innovate+Educate.^{xvii} The Initiative was based on the premise that workforce development boards are in a unique position to make an impact on family stability through providing workforce services for parents while connecting them to wraparound support services such as child care. Workforce development boards have an opportunity to address these challenges and improve employment outcomes by engaging in new partnerships, leveraging resources, and serving customers with a whole-family approach.

xv https://www.times-news.com/news/local_news/allegany-countys-next-business-starts-here/article_7bdd9994-cb88-57e6-83e3-9a2c3b5815b1.html

xvi <http://documents1.worldbank.org/curated/en/442521523465644318/pdf/WPS8402.pdf>

xvii https://www.nawb.org/two_generation_workforce.asp

In addition to a \$100,000 grant, WSM received technical assistance over the three years from national experts, like Ascend at the Aspen Institute and Ready Nation, which leverages the experience, influence, and expertise of more than 1,500 business executives to promote public policies and programs that build a stronger local workforce and economy. WSM had a unique opportunity to use a 2Gen approach and examine ways to implement services to support parents and their children. For example, WSM aimed to align workforce development with Early Head Start programs to spark discussion with local employers and the community around employment barriers and solutions for parents with young children.

Known for its affluence, Montgomery County had become more culturally diverse over the years as the result of immigration and urban-to-suburban migration from the District of Columbia. A little over 33 percent of Montgomery County public school students were eligible for Free and Reduced-Price Meals.^{xviii} with one in three who are poor.^{xix} Nearly 40 percent of kindergartners receive Free or Reduced-Price Meals.^{xx} These income disparities affect what educators call “kindergarten readiness,” defined by how well a child is prepared physically, socially, and cognitively to enter kindergarten, a strong predictor of future success in school and in life. Children of younger parents are at a greater risk of not being kindergarten ready because they are often living at or below the federally defined poverty level.^{xxi}

The evaluation of the three FCE sites emphasized the following themes:

- **Organizational buy-in.** The work of family-centered employment requires organizations to reconsider the location of services, the design of the waiting room, the intake interview protocol, and many other large and small details in daily operation and policy that commonly go unexamined. In addition, with new and innovative services Workforce Investment Boards (WIBs) will need to open a dialogue with the state and federal regulatory agencies so they can reassess the regulations that dictate funding and services.
- **Enthusiastic leadership.** The value of a bureaucracy is its stability over time and its ability to withstand and persevere through the ups and downs of leadership changes and funding fluctuations. Leadership needs to be ready to provide the enthusiastic coaching that employees require to embrace this innovation. This includes the boards themselves, who need to understand the advantages this innovation will bring.
- **Resource planning.** Hand-in-hand with the new vision and orientation is the reallocation of resources necessary to implement FCE. Initially, the organization may require additional funding to implement the changes, but the organization will also need time to find and nurture the new inter-organizational relationships fundamental to successful implementation of FCE.
- **Interorganizational relationships.** FCE opens new territory for WIBs. Organizations that are expert in job training now need to become experts in daycare, transportation, and Medicaid. New partnerships mean a new language and new ways of interacting with the various community organizations that support the goals of FCE.
- **Staff training.** Staff prepared to work with individuals are now required to work with whole families, in whatever form that family constellation presents. They must think about the person in the context of his or her social environment. It is not so much an enhancement of skills and additional training: WIB counselors now need to interview for skills and child care; for readiness to work and healthcare for the family; for job match and food resources.
- **Technical Assistance.** Family-centered employment is new, but the concept and philosophy of encountering the client in the context of his or her environment is well established. Over the three years of the grant, resources were discovered and created to assist the pilots and then the Community of Practice in its job of implementation.

These key findings are important lessons spanning the need for strong public-private partnerships to whole-family approaches that required WIB counselors needing to change their orientation. The WSM participation contributed meaningfully to the findings of the national evaluation. Montgomery County determined that some job seekers weren't ready for success in a job, and that their situation needed time and change before job preparation support would be of benefit. The FCE Toolkit has more information on job seeker readiness for change.^{xxii}

The Montgomery County Department of Health and Human Services has been engaged in a multi-year effort to address generational poverty for county residents. Currently, with support from the Kresge Foundation, it seeks to increase socio-economic mobility in two communities – East County and Germantown. It is also using some innovative data strategies to address service delivery in the right dose at the right time in the right place applied through an equity lens.

xviii <https://www.montgomeryschoolsmd.org/about/statistics.aspx>

xix https://data.census.gov/cedsci/table?q=0400000US24_0500000US24031&d=ACS%205-Year%20Estimates%20Data%20Profiles&tid=ACSDP5Y2014.DP03

xx <https://www.nonprofitmoco.org/childcare-demographics-and-trends-in-maryland/>

xxi <https://www.nonprofitmoco.org/childcare-demographics-and-trends-in-maryland/>

xxii <https://www.nawb.org/fce-overview>



CONCLUSION

Maryland is an exceptional case study on the evolution of a more responsive, family-centric delivery system that is focused on parents and children simultaneously to increase family well-being. The 2Gen approach in Maryland first emerged in local communities enabling innovation and best practices to take root and flourish. Uniquely, formal state-level 2Gen efforts began with the creation of a year-long Commission convened by Governor Hogan and led by Lt. Governor Rutherford to examine the 2Gen approach as an effective way to reduce intergenerational poverty. The work of the Commission drove research, new thinking, pilot programs, and advocacy about 2Gen approaches to support Maryland residents. Three years later, the elements and goals of the Commission are now established in law. MD THINK, the statewide-enterprise case management tool, serves as a model for other states seeking to ensure

all families are on a path to economic mobility. MD THINK even has built in the Common Customer Intake tool being used in Garrett County. The Kinship Navigator model is also now being applied statewide. Tying early childhood and workforce development approaches to families on TCA and using community action agencies as catalysts for change define Maryland's 2Gen journey.

From rural western Maryland to the State House in Annapolis, the 2Gen approach is recognized as an important driver of stronger and better outcomes for all families. With increased support among policymakers, practitioners, and parents, we anticipate wider and deeper adoption of 2Gen approaches across the state in the coming years.

APPENDICES

APPENDIX A. INTERVIEWEES

The interview process started with the identification of research questions followed by a critical reflection of whether the interview should be supplemented with other research methods. After determining that structured interviews based on a fixed set of pre-determined questions would allow close comparison among transcripts, we engaged our primary point of contact at DHS to point us to a diverse cohort of interviewees. This brought us to our core interviews with 18 interviewees and innumerable clarifying follow-up interactions to follow. Below is the list of our core 18 interviewees and the initial date of engagement.

Interviewees	
June 6, 2019	Marjorie Sims Ascend at the Aspen Institute 2300 N Street NW Suite 700 Washington, District of Columbia 20037-1122
March 3, 2020	Brandon Butler Former Chief Administrative Officer Allegany County Government 701 Kelly Road Cumberland, Maryland 21502
February 24, 2020	Lourdes Padilla Christina Church Department of Human Services 311 W. Saratoga Street Baltimore, Maryland 21201
March 16, 2020	Kevin Guistwite Maryland Department of Human Services Child Support Administration 311 West Saratoga Street Baltimore, Maryland 21201
March 18, 2020	Mr. Duane Yoder Garrett County Community Action Committee 104 E. Center Street Oakland, Maryland 21550
April 22, 2020	Angela Martin Maryland Community Action Partnership 420 Chinguapin Round Road, Suite 2-I Annapolis, Maryland 21401
April 30, 2020	Netsanet Kibret Maryland Department of Human Services Family Investment Administration 311 West Saratoga Street Baltimore, Maryland 21201

Interviewees

May 12, 2020	Subi Muniasamy Maryland Department of Human Resources MD-THINK 311 West Saratoga Street Baltimore, Maryland 21201	
May 29, 2020	Erin Roth Deputy Assistant Secretary Maryland Department of Labor 1100 N. Eutaw St., Room 108 Baltimore, Maryland 21201	
June 2, 2020	Stuart Campbell Maryland Department of Housing and Community Development 7800 Harkins Road Lanham, Maryland 20706	
June 9, 2020	Courtney Highsmith Maryland Department of Transportation 7201 Corporate Center Drive Hanover, Maryland 21076	Department of Social Services 1223 W Pratt St Baltimore, Maryland 21223
June 10, 2020	Rick DeWitt Garrett County Department of Social Services 12578 Garrett Highway Oakland, Maryland 21550	Courtney Thomas-Winterberg Allegany County Government 701 Kelly Road Cumberland, Maryland 21502
July 20, 2020	Ann Flagg Former Deputy Secretary of Programs Office of Secretary Department of Human Services 311 West Saratoga St. Baltimore, Maryland 21201	
July 28, 2020	Delegate Michael W. McKay Republican, District 1C, Allegany & Washington Counties House Office Building, Room 322 6 Bladen St. Annapolis, Maryland 21401	
September 2, 2020	Scott Fast Innovate+Educate Montgomery County, Maryland Headquarters: 422 Old Santa Fe Trail Santa Fe, NM 87501	

APPENDIX B. MARYLAND SELF-SUFFICIENCY CALCULATOR

Self-Sufficiency Calculator

* Select Your County

Allegany County

* Adult(s)	Infant(s)	Preschooler(s)	Schoolager(s)	Teenager(s)
0	0	0	0	0

Calculate Clear

Monthly Costs

	Costs
Housing	
Child Care	
Food	
Transportation	
Health Care	
Miscellaneous	
Taxes	
Earned Income Tax Credit	
Child Care Tax Credit	
Child Tax Credit	

Self-Sufficiency Wage

	Costs
Hourly (per adult)	
Monthly (per household)	
Annual (per household)	
Emergency Savings (per household)	

<http://www.maryland-cap.org/self-sufficiency-calculator.aspx>

APPENDIX C. TWO-GENERATION COMMISSION MEMBERSHIP

Slot	Appointee
Ex Officio Chair	Lieutenant Governor Boyd K. Rutherford
Senate Member	Senator Adelaide C. Eckardt
Senate Member	Senator Johnny Ray Salling
House of Delegates Member	Delegate Geraldine Valentino-Smith
House of Delegates Member	Delegate Ric Metzgar
Department of Health	Courtney Lewis
Department of Housing and Community Development	Stuart Campbell
Department of Human Services	Lourdes Padilla
Department of Labor, Licensing, and Regulation	Vacant
Governor's Office for Children	Jaclin Warner Wiggins
Maryland State Department of Education	Dr. Sylvia Lawson
Maryland Association of Social Services Directors	Gloria Brown Burnette
Maryland Association of County Health Officers	Dr. Gregory Branch
Maryland Association of Community Colleges	Alison Buckley
Public Member	Dr. Heather Lyons
Public Member	Alexandria Warrick Adams
Public Member	Kirkland Murray
Public Member	Angela Martin
Public Member	Shirley Crawford

APPENDIX D. MARYLAND'S COMMUNITY ACTION PARTNERSHIP MEMBER LIST

Maryland's Community Action Agencies	
1.	Allegany County Human Resources Development Commission, Inc., Cumberland, MD
2.	Anne Arundel County Community Action Agency, Inc., Annapolis, MD
3.	Baltimore City Community Action Partnership, Baltimore, MD
4.	Community Action Council of Howard County, Maryland, Inc., Columbia, MD
5.	Community Assistance Network, Inc. (CAN), Baltimore, MD
6.	Delmarva Community Services, Inc., Cambridge, MD
7.	Frederick Community Action Agency, Frederick, MD
8.	Garrett County Community Action Committee, Inc., Oakland, MD
9.	Harford County Community Action Agency, Inc., Edgewood, MD
10.	Human Services Programs of Carroll County, Inc., Westminster, MD
11.	Maryland Rural Development Corporation, Annapolis, MD
12.	Montgomery County Community Action Agency, Rockville, MD
13.	Neighborhood Services Center, Inc., Easton, MD
14.	Shore Up! Inc., Salisbury, MD
15.	Southern Maryland Tri-County Community Action Committee, Inc., Hughesville, MD
16.	United Communities Against Poverty, Inc. (UCAP), Capitol Heights, MD
17.	Washington County Community Action Council, Inc., Hagerstown, MD



The Aspen Institute is a global nonprofit organization committed to realizing a free, just, and equitable society. Since its founding in 1949, the Institute has been driving change through dialogue, leadership, and action to help solve the most critical challenges facing communities in the United States and around the world. Headquartered in Washington, DC, the Institute has a campus in Aspen, Colorado, and an international network of partners.

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