

Interim Report on the Two-Generation Family Economic Security Commission and Pilot Program

December 2017

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BACKGROUND

Intergenerational poverty occurs when two or more successive generations of a family continue in the cycle of poverty, as measured through the utilization of public assistance for at least twelve months as an adult and at least twelve months as a child. In contrast, situational poverty does not continue to the next generation, it is generally traceable to a specific incident, and is typically time limited. Current research indicates that 40% of Maryland adults who received Temporary Cash Assistance (TCA) in Fiscal Year (FY) 16 and 17 received Food Supplement Program (FSP) Benefits as a child. This data uniquely defines a group of people in the cycle of poverty based on the current and past generation's use of public assistance.

The State administers a number of federally mandated programs that have existed in silos. As a result, individuals who qualify for TCA, workforce training under the federal Workforce Innovation and Opportunity Act, FSP, energy assistance, adult literacy services, housing subsidies, and other government benefits and subsidies are forced to travel from agency to agency. While at those agencies, customers must complete necessary paperwork in order to determine whether they are eligible for services. The process to gather this information may take, in some instances, hours. Additionally, the customer may be required to provide the same information to multiple agencies.

Simultaneously, other state agencies provide programs and opportunities for youth. Early childhood education through programs such as Head Start and youth employment opportunities for those with disabilities through the Maryland PROMISE provide youth with critical cognitive, behavioral and vocational skills.

Linking policies, systems, and programs together to simultaneously serve parents and children is the heart of the 2Gen approach. This model is not another government program. It is not an approach that is owned by one particular agency, nor can it be. Rather, Maryland's agencies must together place the family at the center of the way that it delivers services. In doing so, the short term interventions currently being used to support the family become coordinated efforts that support a family's path to self-sufficiency. In turn, the family is guided on a sustainable path and the cycle of intergenerational poverty is truly broken.

The 2Gen approach, according to Ascend at the Aspen Institute, is "an anti poverty initiative that provides support for both children and parents together. This approach has proven effective at breaking children and their families free from the traps of poverty and empowering them to live up to their full potential." A 2Gen approach to service delivery:

- Removes unnecessary silos
- Integrates programs to work across generations
- Focuses on a holistic, family-centric service delivery
- Streamlines services to empower children and families.

With the family's self-sufficiency at the center, 2Gen interventions focus on education, workforce development, economic stability, high-quality child care, health and well-being, and family engagement. The 2Gen approach also maximizes the family's social capital inasmuch that it adds to the community of support for the family and its well-being. Data sources must be aligned and data systems integrated in order to effectively evaluate 2Gen service delivery. As identified through current 2Gen practices throughout Maryland, there are clear indicators that point to a child's likelihood of experiencing poverty as an adult. These indicators will be considered while choosing the areas with the highest levels of corresponding needs.

We have found that programs intended to be short term interventions are being used to support generations of families. The Two-Generation approach creates an opportunity to realign programs and deliver services using a more holistic, family-centric model. To break the cycle of poverty in Maryland families, Governor Larry Hogan signed Executive Order 01.01.2017.03 to establish an interagency, multidisciplinary commission to evaluate current programs and policies in order to develop recommendations on how to better link programs and services to create opportunities for both parents and children.

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

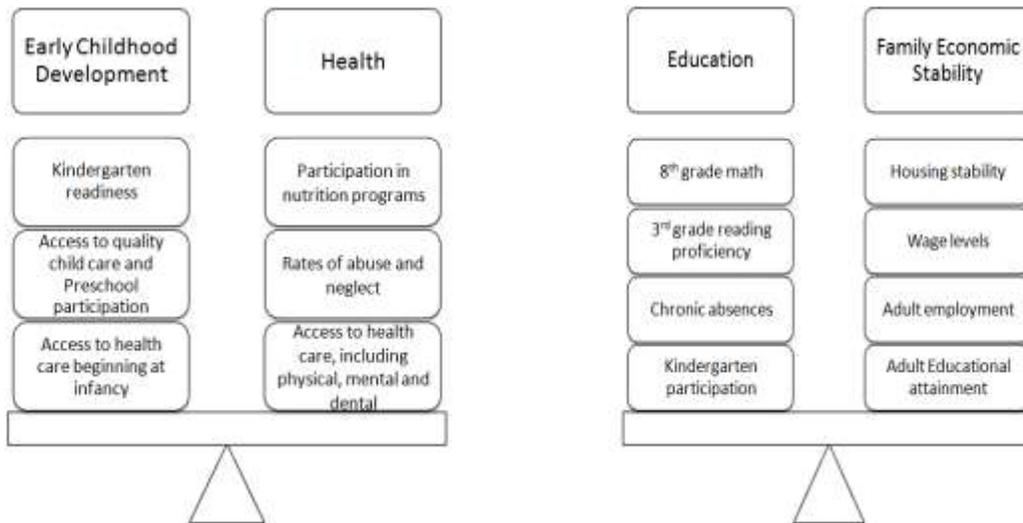
1. Identify services and policies within State programs that can be coordinated to support a multigenerational approach;
2. Identify program and service gaps and inconsistencies between federal, State policies and local policies;
3. Identify, test, and recommend best practices utilized on federal, State and local levels;
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.

The Commission, chaired by Lieutenant Governor Rutherford, has held four public meetings, commencing on June 28, 2017. The meeting locations have ranged from community partner sites such as St. Edward's Head Start and Prince George's Community College to the Local Department of Social Services in Allegany County where Community Action Agencies were represented. These meetings gave families the opportunity to share with the Commission their personal experiences and provide an opportunity for members to hear firsthand how utilizing Maryland programs have been a positive or an adverse factor in their effort to attain self sufficiency.

The interim report that follows is the result of an interagency, intergovernmental and community collaboration involving:

1. A member of the Senate Budget and Taxation Committee appointed by the President of the Senate
2. A member appointed by the Minority Leader of the Senate
3. A member of the House of Appropriations Committee appointed by the Speaker of the House
4. A member appointed by the Minority Leader of the House of Appropriations
5. The Maryland Department of Health
6. The Department of Housing and Community Development
7. The Department of Human Services
8. The Department of Labor, Licensing, and Regulation
9. The Governor's Office for Children
10. The Maryland Department of Education
11. A Director of a Local Department of Social Services appointed by the Maryland Association of Social Services Directors
12. A County Health Officer appointed by the Maryland Association of County Health Officers
13. A member appointed by the Maryland Association of Community Colleges
14. Four Public members

Through a combination of constituent and practitioner feedback, the Commission identified areas in which Two-Generational interventions can improve upon our current service delivery models to align them with a more holistic family model. Guided by Ascend at the Aspen Institute, a nationally recognized institution committed to supporting efforts that move children and adults towards economic security, the Commission explored what the Two-Generation approach would look like in Maryland. The Commission focused its discussions on four key areas. Maryland's holistic family model identifies education, family economic stability, early childhood development and health as four key areas for interventions. Current programs address all four of these indicators however the Commission determined that the success of the entire family is dependent upon realigning current service delivery models. The following graphic was created in response to the identified focus areas and which indicators within those areas are important to the Commission.



Discussions and constituent feedback brought partners together to determine that realigning current services is imperative to create the most effective model. Almost all practitioners agreed that with budget constraints in mind, a culture shift in service delivery is key to the success of targeted interventions in these four areas.

2GEN OPPORTUNITIES AND EFFORTS IN MARYLAND

The State is quickly being recognized as a leader in the 2Gen approach to service delivery. Maryland is one of a handful of states that has developed a statewide 2Gen effort. Additionally, a number of local entities have been recipients of federal funding through the Rural Impact grant and by targeted funds provided by philanthropic groups such as the Annie E. Casey Foundation and W.K. Kellogg Foundation.

Maryland’s two furthest western counties, Garrett and Allegany, have become national leaders in the implementation of the 2Gen approach to service delivery. The Garrett County Community Action Committee built an innovative model of focusing on the whole family’s needs by linking children to high quality early education and their parents to services that build their security and strength through job coaching, adult education, and by meeting health care needs. This national example was built around the array of services provided by the community action entity. Allegany County Human Resources Development Commission addresses issues around poverty by providing a holistic approach to the families in the program. Career coaches work with families to develop a strengths based plan that focuses on the family’s goals and desired outcomes. Staff is cross-trained to ensure that there is “no wrong door” for the customer. Garrett County Community Action has also invested in a data management system to ensure that outcomes are tracked and appropriately shared. These efforts have organically grown into a unified, regional partnership in western Maryland where counties work together and share ideas on addressing poverty.

Montgomery County has focused 2Gen efforts on maximizing funding through strategic braiding and blending of funding sources to create a unique wrap-around service delivery model for their

families. The county's community action agency focuses on creatively identifying funding opportunities to solve family crisis. In doing so, a network of partnerships is created and the resources that can be used to intervene in a family crisis are identified and leveraged. This model focuses largely on strategically coordinating program resources to fit a family's needs rather than fitting a family to a service. Montgomery County also recognizes that their proximity to Washington, DC provides additional barriers to clients such as an inflated cost of living. Their approach considers that to truly touch families struggling within their county, they must creatively coordinate resources to expand program eligibility to 300% of the Federal Poverty Level (FPL). In doing so, they are effectively reaching a population that often falls between social support program eligibility and self-sufficiency. Identifying families that fall into this threshold provides an opportunity to intervene before a true crisis emerges. Program interventions are dependent upon blended funding and the leveraging of community resources including non-profits, local churches, and multiple State and federal agencies. This model focuses largely on strategically coordinating program resources to fit a family's needs rather than fitting a family to a service.

In addition to the efforts currently underway in Garrett, Allegany, and Montgomery Counties, various State agencies have begun the process of examining how the 2Gen approach can produce better outcomes for their customers. Currently, the Maryland Department of Human Services is partnering with the Department of Labor, Licensing and Regulation and the Maryland State Department of Education to implement the federal Workforce Innovation and Opportunity Act. As a result of the efforts of these agencies, the State, in 2016, released Maryland's Combined State Workforce Plan. Under Governor Hogan's leadership, the plan represented the first time in the State's history that the workforce efforts of three separate agencies were included in one comprehensive plan. Agencies are currently looking at ways to implement "family friendly job centers" where services would be provided utilizing the 2Gen approach. The Maryland Department of Labor, Licensing and Regulation currently funds grantees to provide family literacy programming. This 2Gen model allows instructors to teach both the child and adult simultaneously.

Additionally, the Maryland Department of Housing and Community Development administers the federal Community Services Block Grant. The block grant provides flexible funding for community action agencies throughout the State to implement 2Gen efforts. The Maryland Department of Disabilities also provides training opportunities for youth with disabilities through the Maryland PROMISE program. The program provides youth ages 14-16 who receive Supplemental Security Income benefits with transitional planning, financial planning and employment and postsecondary education preparation activities. Supportive services are also provided to youth's families to ensure the entire family has the needed tools for success.

The Governor's Office for Children has also made the 2Gen approach a priority. The Children's Cabinet includes the secretaries from the Departments of Budget and Management; Disabilities; Health; Human Services; Juvenile Services; Labor, Licensing and Regulation; Public Safety and Correctional Services; the Superintendent of Schools; and the Executive Director of the Governor's Office of Crime Control and Prevention.

As agencies continue to embrace the 2Gen approach, the Commission will continue to review and discuss best practices and obstacles that agencies experience in implementing this model. It is clear that partners across the State are actively committed to reducing the number of Marylanders experiencing poverty. An opportunity exists to identify current efforts and how delivery models can be strengthened through strategic partnerships and flexible funding streams. By looking at a family as the center of the service delivery model, programs and funding can be delivered in a wraparound approach that will not only streamline program access but also improve the experience of a family. The Commission will continue its work in examining the most effective way to implement this flexible model systematically and across agencies.

FINDINGS AND RECOMMENDATIONS

During the meetings, Commission members heard from families on their successes as well as their struggles. Constituents often cited the lack of communication between service providers. This extended beyond intra-agency coordination to include a breakdown in coordination between government agencies and private, non-profit agencies as well. Constituents also felt they were not aware of the availability of services and that obtaining that information often depended on the success of a single interaction with a caseworker. Families described the care that invested caseworkers took when identifying interventions for their families was something that not only motivated them but brought relief.

During one meeting, one of the families represented spoke about the challenges fathers faced. Programs often target single mothers, leaving fathers and other non-custodial parents feeling lost and unclear on what programs they can access. Barriers in child-support arrearages and criminal records were also identified when considering increasing the earning capacity of non-custodial parents.

Perhaps most commonly cited as a barrier to family self-sufficiency is the “benefits cliff.” The cliff effect is the reduction in spending power as a family’s income increases. When a family’s income increases, they begin to lose financial supports such as nutrition assistance, housing, home energy assistance, cash assistance, child care, and housing assistance. Often, due to the strict income limits associated with the programs, the increase in income is substantially less than the amount they lose in benefits. In Maryland, the point at which resources equal expenses is about \$21 per hour for a single parent family with two children. Consider the detriment to the entire family when TCA eligibility is lost when a single parent of two works part time for \$8.46 per hour. Programs such as Child Care Subsidy are directly tied to TCA eligibility and subsequently affected by such low wages. The quality of childcare may be sacrificed when a mother has to decide between a high quality licensed child care center for cheaper, and often less safe child care in order to make the rent payment. Caretakers often find themselves faced with difficult decisions regarding where to cut costs as family supports are lost. A single parent, two child family loses access to following services before reaching \$21 per hour;

- Temporary Cash Assistance at \$8.46 per hour,
- Food Supplement Benefits at \$18.00 per hour,
- Medical Assistance at \$14.67 per hour,

- Child Care Subsidies at \$14.42 per hour,
- Public Housing Vouchers at \$16.42 per hour,
- Energy Assistance at \$17.18 per hour, and,
- Special Supplemental Nutrition Program for Women, Infants, and Children (WIC) benefits at \$18.00 per hour.

Single Parent of Two Children aged 4 and 6						
Type of Income/Expense	Hourly Wage Rate					
	\$10	\$12	\$14	\$16	\$18	\$20
Gross Annual Earnings	\$20,800	\$24,960	\$29,120	\$33,280	\$37,440	\$41,600
TCA Benefit (Estimate)	\$0	\$0	\$0	\$0	\$0	\$0
FSP Benefit (Estimate)	\$280	\$194	\$107	\$21	\$0	\$0
Potentially Eligible for Child Care Subsidy Program Benefit*	Yes	Yes	Yes	No	No	No
Potentially Eligible for Women, Infant, and Children's Program Benefit **	Yes	Yes	Yes	Yes	Yes	No
<i>Rent Payment (30% of Income)</i>	<i>\$480</i>	<i>\$576</i>	<i>\$672</i>	<i>\$768</i>	<i>\$864</i>	<i>\$960</i>
<i>Pays for Heating/Cooling</i>	<i>Yes</i>	<i>Yes</i>	<i>Yes</i>	<i>Yes</i>	<i>Yes</i>	<i>Yes</i>
<i>Telephone Expense</i>	<i>Yes</i>	<i>Yes</i>	<i>Yes</i>	<i>Yes</i>	<i>Yes</i>	<i>Yes</i>

Families earning wages closer to \$20 per hour face different barriers than lower wage earning families. Leveraging community resources such as nonprofits and community action agencies to align services and create a network of transitional supports will better support Maryland families as they navigate their paths to self-sufficiency. Driven by both constituent and Commission member feedback, the Commission is committed to evaluating barriers faith based organizations may have in partnering with the State's efforts in fighting intergenerational poverty. Churches often function as a community center where families can go in times of need. They also give the opportunity to grow social capital and strengthen one's roots within their own neighborhoods. It is important to allow such strong resources the opportunity to participate in coordinated interventions for our shared customers.

Practitioners are rightfully concerned by conditions that limit and/or prohibit their ability to develop comprehensive family plans that include necessary partners across multiple disciplines. The most commonly cited areas revolved around data sharing and access to partner agencies. A traditionally isolated approach has resulted in duplicated and uncoordinated services that often have conflicting requirements.

STATEWIDE STRATEGIES

The discussion of what the Two-Generation approach looks like for Maryland has resulted in identified strategies that the Commission would like to see implemented. The Commission envisions Maryland's Two-Generation approach extending beyond a program but rather changing the way we do business. The following strategies should be leveraged to affect systems change in a truly intergenerational manner:

- MD THINK
- Utilizing data to identify service gaps and measure *whole family* outcomes
- No Wrong Door
- Two-Gen In & Out

Through Maryland's Total Human-services Information Network (MD THINK), the Commission envisions a system which allows for a common intake with the opportunity for a holistic family assessment that will identify the needs of the entire family at the first point of contact. The intended outcome is to improve customer service by bringing coordinated interventions to the family, at their place of need. Additionally, MD THINK will provide service providers the capability to make referrals in real time and access a catalog of potential programs a family may be able to utilize.

MD THINK will allow Maryland to access data in real time and enhance strategies for intervention. Through quick data collection and analysis, responses to identified trends will be intentional and proactive. MD THINK will also drastically reduce duplicative work as partner agencies are given access to information that has already been collected. The cloud based technology will not only revolutionize the experience of the customer but also vastly improve the quality and amount of time caseworkers can dedicate to their customers. As many states dream of an integrated system that links state agencies, Maryland is the first state to make these dreams a reality.

Through the implementation of MD THINK, Maryland will be able to improve upon its ability to identify service gaps and create targeted interventions that address the needs. The Commission envisions a system that has the capability to measure whole family success, a shift from traditional performance measure that point to the success of a child or adult, individually.

As the State works to break down silos, it is imperative that the No Wrong Door initiative is emphasized when coordinating services between agencies. It is clear that not one agency can be the change agent for a family. A customer should not be sent door to door to access services provided by separate agencies. Warm hand offs and strong interagency relationships are improved service delivery.

Lastly, and perhaps most importantly when talking about a culture change, the Two-Generation approach must be understood and practiced by those who most often touch our constituents. This is considered "Two-Gen In & Out." Buy in from on the ground caseworkers who interact daily

with Maryland families is essential for the success of this approach. Strategies such as caseworker trainings and relationship building between agencies are imperative.

When exploring potential pilots for the state, the Commission sees an opportunity to integrate these strategies into the implementation of pilot interventions. Targeted interventions supported by the above mentioned strategies is the Commission's vision for a system rooted in the Two-Generation approach.

PILOT MODELS

Uniform Assessment Tool

A holistic assessment tool that is standardized across the state can open the door to available resources and interventions relevant to the area where a family lives. Many families, while reporting being unaware of available programs, also noted that they have difficulties with identifying specific services that may potentially be of assistance. Doing so may at times be nearly impossible considering the complicated web of services found in many areas across the state. A holistic family assessment tool that is supported by a robust catalog of local programs will aim to connect families to interventions based not on reported barriers but rather barriers identified by the assessment tool. The tool will provide case managers the opportunity to focus less on duplicative data entry but rather communicating and assisting the families they serve.

Maryland's Department of Human Services (DHS) is exploring a similar model. "wQ" is an assessment tool that will connect opportunities within Maryland's labor market and available programs and supports across the state to better support Maryland families as they work towards self-sufficiency. A successful two-generation program pilot should consider the following;

- Holistic family assessment;
- Strengths based assessment that identifies career pathways which align with a family's goals;
- Questions framed to identify needs of the entire family;
- Localized resource mapping that can suggest interventions based specifically on identified needs;
- Data collection capabilities for the entire family;
- Case Manager training.

Pilot implementation will provide an opportunity to evaluate the effectiveness of the tool within multiple jurisdictions. The model can be easily applied to both rural and urban settings but will allow program evaluators to understand the dynamic needs and program effectiveness in the chosen areas. The holistic family assessment pilot success will be dependent upon a breakdown of silos and inter-agency collaboration. Worth noting, lessons learned through this pilot can be used to inform decisions regarding MD THINK capabilities and what is crucial to a successful system model. As mentioned previously, true system changes depend on a culture shift within the State's service providers. Services must be coordinated and intentional to reduce duplicative work not only on the service provider's end but the family's as well.

The assessment tool can be used in conjunction with other pilot models as a way to evaluate the effectiveness in identifying families who are in need of the below mentioned pilot interventions. An opportunity exists to pair pilot programs with new mechanisms used to identify family barriers to self-sufficiency.

Multi-Generational Educational Sites

Implementing Multi-Generational Educational Sites will connect and co-locate needed services for families who are challenged with childcare while striving to improve their educational status. As referenced through constituent feedback, high quality childcare that is both accessible and compatible with parent activities is an area of need in both rural and urban areas across the state.

Placing quality childcare on a community college campus where a parent works on their own educational attainment addresses many of the barriers identified through constituent and practitioner feedback. A barrier in both rural and urban areas, parents often struggle with getting their children to their childcare center or school with enough time to make it to their own classes or place of employment. Additionally, placing children in a familiar and accessible environment and close to where a parent is attending classes may alleviate parental worry and concern.

Community colleges across the state offer classes such as; GED prep courses, English for Speakers of Other Languages (ESOL), adult basic education, etc. Often, these same campuses also have programs where adults can receive their Associate's degree in Early Childhood Education. Perhaps an opportunity for a fiscally responsible program that does not compromise on quality may exist where children attend a childcare program overseen by the colleges' Early Childhood Education department with supervised students in the program as instructors.

An opportunity exists to bring separately provided services together in a manner that makes the most sense for those utilizing the programs. Finding a quality child care facility that accepts vouchers, has openings, and is in a feasible location has proven to be a barrier. Connecting child care programs to adult education and/or job training opportunities allows a parent to focus on their own progress without the stress of securing care for their child. Exploring opportunities to bring interventions to families in their place of need does not stop at child care and adult education. One example of a successful co-located partnership is the *Next Step Training and Education Program*.

Temporary Cash Assistance (TCA) recipients often struggle to identify and obtain jobs with clear career pathways. While one of the main goals of the TCA program is to obtain employment, it is imperative to note that more emphasis must be made on the availability of jobs with clear career pathways. A family's economic success is limited when their source of income is an inflexible job with a lack of wage progression. Prince George's County Department of Social Services (PGC DSS) understands this need and operates a program for former and current Temporary Cash Assistance (TCA) recipients targeted at creating the opportunity to engage in career pathways.

The Next Step Training and Education Program provides current or former TCA recipients with access to postsecondary education opportunities that have clear connections to higher wage positions. PGCDSS did not create a newly funded program but rather orchestrated an approach that involves leveraging resources and a strategic partnership with the local community college. The ongoing support provided to the family in the program is what makes the Next Step Program more than just post-secondary education and a clear example of an intergenerational approach. The Next Step Program shares the commitment of success with its customers and operates through a crisis intervention model specifically tailored to meet the needs of its families. Understanding that those on TCA are parents, the program is intentional in providing developmental activities in an academic environment for the children while parents work on their own educational attainments.

Delmarva Intergenerational Community Center

Transportation is consistently identified as a barrier in both rural and urban areas. Constituents in rural areas face a landscape with limited public transportation options and long commutes. Similarly, constituents in urban areas struggle with inconvenient bus stop locations, wait times, and often complex routes. While many of the specific barriers differ area to area, it is clear breakdowns in transportation affect Maryland families statewide.

The Delmarva Intergenerational Community Center brings services all under one roof. Supported by a unique transportation system that is supported by the Community Action Agency; local area residents are able to access services aimed at all ages. Currently, the transportation program provides door to door service with 24 hour notice to seniors over 60 years of age and people with a disability. To extend availability to families, the pilot will evaluate eligibility through participation in the TCA program. TCA dollars can be leveraged to fund drivers to participate in the program while large vans will be supplied by the area's community action agency, Delmarva Community Services, Inc.

The pilot expansion of the transportation program will be used to increase access to the services available at the Intergenerational Community Center. A unique opportunity exists to expand strategies beyond "2Gen" and into a truly "Intergenerational Approach." The intentional design of the community center creates a natural interaction between the center's school aged, parent, and elder attendees. Additionally, activities are also coordinated with two local elementary schools, one middle school, and one high school, all within 1 mile of the center. The Delmarva Intergenerational Community Center is a central point from which other activities can be accessed. Providing transportation to the center gives families the chance to participate in job readiness/job search services while their child participates in enriched childcare activities on the same campus. The curriculum offered at the center is based on the award winning and evidence based Bridges Together technique. The Bridges program is geared specifically towards finding the link between generations and building upon it. The curriculum has found success in cultivating relationships between generations which ultimately led to a successful model of collaborative learning. The success of the pilot program will be clearly identified through an evaluation of work activity participation, school attendance, and participant feedback.

Intergenerational Case Management Supports

Inspired by both the States' strategy of "Two-Gen In & Out" and the "Friendship Benches" program in Zimbabwe, Maryland seeks to implement an intergenerational case management model that not only provides relief for practitioners but also extends the approach beyond a traditional parent-child model.

Zimbabwe's innovative response to the lack of mental health practitioners in their country included a program that provided young mothers who were struggling with their mental health the opportunity to receive six one-on-one counseling sessions with lay health workers who were known as "grandmother health providers." The program provided an interim intervention that resulted in decreased reports of depression and suicidal thoughts. Beyond creating a mental health intervention, the program also led to an enriched social support system and a stronger connection to ones' community.

Using this model to inspire the incorporation of Maryland's "Two-Gen In & Out" strategy, the pilot will provide an opportunity for retired workers such as social workers, teachers, therapists, counselors, etc. to volunteer their time supporting assigned case managers in Maryland's foster care reunification program. An opportunity exists to provide parents and guardians the appropriate supports within areas such as mental health, parenting, stress management, etc. These supports will not only provide the parents/guardians tools to better navigate the reunification process but will also assist assigned social workers with increasingly overwhelming caseloads. The program aims to bring an intergenerational facet to case management through retired workers who may be viewed similarly to the lay-health workers in Zimbabwe, as a "grandmother or grandfather" support. The program will be evaluated through the feedback of parents and children as well as the assigned case managers and support workers. Goals include a decrease in interactions with the Child Welfare System following reunification as well as feedback supporting the effectiveness of the interventions.

Evaluating Pilot Work

To maximize Commission effectiveness, clear evaluation standards must be established to understand the implications of lessons learned during the pilot phase. The information gathered through these processes will drive the Commission to make specific legislative, policy, and/or regulatory suggestions that will assist in the expansion of Two-Generation approaches statewide. Pilots such as the aforementioned recommendations will allow Commission members to identify barriers that may be preventing the State from instituting a holistic family model. Examples of potential barriers may include: federal funding constraints, data sharing limitations, interagency collaboration, federal reporting requirements, state income limits and/or reimbursement thresholds, etc. A thorough evaluation of pilot activities will allow the Commission to make relevant and impactful recommendations that can change the experience a family has on their journey to economic stability.

APPENDIX A: Executive Order 01.01.2017.03



The State of Maryland
Executive Department

EXECUTIVE ORDER
01.01.2017.03

Two Generation Family Economic Security Commission and Pilot Program

- WHEREAS, 26.5 percent of children in Maryland are from low-income families, 36 percent of children in Maryland live in single-mother households, and 50.2 percent of African-American or Hispanic children who live in single-mother households are from low-income families;
- WHEREAS, 42 percent of children who grow up in poverty or in low-income families experience economic hardship themselves as adults;
- WHEREAS, Individuals in multigenerational poverty require support to make sound long-term personal and financial plans;
- WHEREAS, The “Two-Generation Approach” seeks to break the cycle of multigenerational poverty by implementing and intentionally linking programs and services that create opportunities for, and address the needs of both parents and children, particularly in the areas of early-childhood education, elementary education, economic stability, and family engagement;
- WHEREAS, Higher education leads to stable careers with family-sustaining wages, providing opportunities for families to break the cycle of multigenerational poverty;
- WHEREAS, The State of Maryland can foster greater family economic security and child well-being by serving parents and children individually and together as a family unit through the Two-Generation Approach;
- WHEREAS, The Two-Generation Approach improves the strength and resilience of families and assists them in building societal relationships, helping parents achieve the aspirations they have for their children and themselves and;

WHEREAS, The Two-Generation Approach provides the State of Maryland with an opportunity to pursue innovative reforms that seek to improve academic achievement of children and increase the earning potential of parents, which are supported by, among others, the Annie E. Casey Foundation, Aspen Institute, National Governors Association, and Urban Institute.

NOW, THEREFORE, I, LAWRENCE J. HOGAN, JR., GOVERNOR OF THE STATE OF MARYLAND, BY VIRTUE OF THE AUTHORITY VESTED IN ME BY THE CONSTITUTION AND LAWS OF MARYLAND, HEREBY PROCLAIM THE FOLLOWING EXECUTIVE ORDER, EFFECTIVE IMMEDIATELY:

A. There is a Two-Generation Family Economic Security Commission ("Commission").

(1) The Commission shall initially consist of the following members:

(a) The Lieutenant Governor, who shall serve as the ex officio chair of the Commission;

(b) Two members of the Maryland Senate, appointed as follows:

(i) One member of the Senate Budget and Taxation Committee appointed by the President of the Senate, and;

(ii) One member appointed by the Minority Leader of the Senate;

(c) Two members of the Maryland House of Delegates, appointed as follows:

(i) One member of the House Appropriations Committee appointed by the Speaker of the House, and;

(ii) One appointed by the Minority Leader of the House;

(d) The Secretary of the Department of Health and Mental Hygiene, or the Secretary's Designee;

(e) The Secretary of the Department of Housing and Community Development, or the Secretary's Designee;

(f) The Secretary of the Department of Human Resources, or the Secretary's Designee;

(g) The Secretary of the Department of Labor, Licensing, and Regulation, or the Secretary's Designee;

(h) The Executive Director of the Governor's Office for Children, or the Executive Director's Designee;

(i) The Superintendent of the Maryland State Department of Education, or the Superintendent's Designee;

(j) One Director of a Local Department of Social Services appointed by the Maryland Association of Social Services Directors;

(k) One County Health Officer appointed by the Maryland Association of County Health Officers;

(l) One member appointed by the Maryland Association of Community Colleges; and

(m) Five public members appointed by the Governor, including one parent with experience in child-welfare advocacy or community-action partnerships. The public members shall serve at the pleasure of the Governor.

(2) If one or more pilot program sites are selected pursuant to section B(2) of this executive order, the following members shall be appointed to the Commission by the Governor:

(a) One representative of a pilot program site;
and

(b) One local-government representative from a jurisdiction containing a pilot program, nominated by a County Executive, County Administrator, or Mayor as appropriate.

B. Duties.

(1) The Commission shall investigate policy challenges, opportunities, and recommendations regarding the mitigation of multigenerational poverty as follows:

(a) Identify services and policies within State programs that can be coordinated to support a multigenerational approach;

(b) Identify program and service gaps and inconsistencies between federal, State policies, and local policies;

(c) Identify, test, and recommend best practices utilized on federal, State and local levels;

(d) 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.

(2) The Commission may utilize State and federal funding to establish criteria for the assessment and selection of up to four pilot program sites in areas with the highest percentage of children experiencing multigenerational poverty, and then implement such programs.

(3) The Commission shall submit its recommendations to the Governor, the President of the Senate, and the Speaker of the House as follows:

(a) An interim report shall be submitted on or before December 31, 2017; and

(b) A final report summarizing Commission and pilot-program activities and outcomes, and recommended legislative, policy, and regulatory actions that would better support a multigenerational approach to breaking cyclical poverty, shall be submitted on or before December 31, 2018, for consideration during the 2019 legislative session of the Maryland General Assembly.

C. Procedures.

(1) The Department of Human Resources shall provide staff to support the Commission. Other State agencies and their staff may be invited to participate by the Lieutenant Governor.

(2) All State agencies, departments, boards, and commissions within the Executive Branch are authorized and directed to coordinate with the Commission in implementing the provisions of this Executive Order.

(3) The Commission shall meet as frequently as necessary to meet the deadlines established herein.

(4) The Commission may adopt such other procedures as may be necessary to ensure the orderly transaction of business, including the creation of committees.

(5) A majority of the Commission shall constitute a quorum for the transaction of any business.

(6) On December 31, 2018, with no further action required by the Governor, this Executive Order shall be abrogated and is of no further force and effect.

GIVEN Under My Hand and the Great Seal of the State of Maryland, in the City of Annapolis, this 9th Day of March 2017.


Lawrence J. Hogan, Jr.
Governor

ATTEST:


John C. Wobensmith
Secretary of State



APPENDIX B: Roster of the Commission Members

Slot	Appointee
Ex Officio Chair	Lieutenant Governor Boyd 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	Brandon Butler, Esq.
Governor's Office for Children	Arlene Lee
Maryland State Department of Education	Dr. Sylvia Lawson
Maryland Association of Social Services Directors	Gloria Brown Burnett
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