



# Maryland

Department of  
Human Services

**Two-Generation Family Economic Security Commission  
2024 Annual Report  
and  
Effectiveness And Use Of Two-Generation Model Grant**

*Completed pursuant to Human Services Article § 2-504(b) and the 2024 Joint  
Chairmen's Report page 148*

*February 6, 2025*

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## REPORT REQUIREMENTS

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This report is hereby submitted in response to the following reporting requirements:

*...provided that \$950,000 of this appropriation made for the purpose of two-generation model grant may be expended only to provide a grant for a not-for-profit 501(c)(3) association that advocates on behalf of community action agencies and partnering organizations that serve individuals and families with low incomes who reside in Maryland to support the transition of community action agencies or other community organizations to a two-generation model of service delivery. Support may include technical assistance, strategic planning, enhanced data management, and management of information systems. Funds not expended for this restricted purpose may not be transferred by budget amendment or otherwise to any other purpose and shall revert to the General Fund. Further provided that the Department of Human Services shall submit a report to the budget committees on the effectiveness of the grant program, including information on the uses of the program funding from fiscal 2020 through 2025 year-to-date, in supporting the community action agencies and community organizations in the transition to a two-generation model. The report shall provide information on the plans to continue to fund the program. The report shall be submitted to the budget committees by December 1, 2024.*

Source: 2024 Joint Chairmen's Report, p. 148

And

*(b) Through the Secretary, the Commission shall submit an annual report including recommendations based on the Commission's studies to the Governor and, subject to § 2-1257 of the State Government Article, the General Assembly.*

Source: Human Services § 2-504(b)

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## SUMMARY

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The Two-Generation Family Economic Security Commission (The Commission), [statutorily established](#) in 2020 and staffed by the Department of Human Services (DHS), focuses on strategies to alleviate multigenerational poverty in Maryland. The Two Generation Family Economic Security Commission last convened on November 10, 2022.

In July 2024, \$728,406 in FY2024 funds were granted to the Maryland Community Action Partnership. As part of a package of FY2025 budget reductions, the Board of Public Works approved on July 17, 2024 a reduction of \$950,000 to Two-Generation grant funding. In FY2026, the introduced FY2026 budget does not contain funding for this grant.

Attached as Appendices is a report from the Maryland Community Action Partnership (MCAP) for the period 2019-2022, as well as the 2023 and 2024 MCAP 2Gen Pilot Year End Reports.

Beyond the FY2024 grant, DHS continues to infuse a 2Gen approach throughout our work, identifying opportunities to enhance 2Gen outcomes through strategic alignment with Maryland's efforts to end childhood poverty, including the ENOUGH Act implementation, as well as resources for kinship caregivers, and potential improvements to the Temporary Cash Assistance program.

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## BACKGROUND

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The 2Gen approach is a holistic, family-centered framework that delivers services and support to children and their parents or caregivers simultaneously. It is intended to support one or more of the building blocks of a stable family—social capital, postsecondary education and employment, health and well-being, economic assets, K-12 education or early childhood education—while centering the experiences and well-being of the whole family. The 2Gen approach aims to create opportunities, strengthen family well-being, and disrupt the cycle of poverty for lasting change.

DHS applies 2Gen principles through its core mission and services, recognizing family stability and economic mobility require coordinated support for both children and their caregivers. This approach is demonstrated in pioneering Maryland's Kin-First initiative in the child welfare system, known as "Family Matters," and the administration of its core Family Investment Administration programs like the Supplemental Nutrition Assistance Program (SNAP) and Temporary Assistance for Needy Families (TANF) that create comprehensive support systems for families.

As part of Maryland's broader commitment to addressing multigenerational poverty, the General Assembly established the Commission within DHS through [House Bill 1363](#) in 2020. The Commission's mandate is to investigate and address multigenerational poverty in Maryland through coordinated services and policies. The legislation authorizes the Commission to utilize federal and state funding to

implement programs addressing multigenerational poverty, partnering with local jurisdictions and community action agencies in these efforts.

The Maryland Community Action Partnership (MCAP), a nonprofit 501(c)(3) organization, which provides technical assistance to Community Action Agencies (CAAs) is the current recipient of the 2Gen grant.

### **2Gen Pilot Program Partnership**

Since 2020, DHS has partnered with the Maryland Community Action Partnership (MCAP) to implement a 2Gen Coordinator Pilot program across different Maryland jurisdictions. MCAP is a non-profit 501(c)(3) organization that advocates for and serves Community Action Agencies (CAAs) in Maryland. CAAs are private, non-profit organizations that provide services to families with low incomes, including early childhood education, post-secondary training and workforce development, housing assistance and other public benefits access, and family-centered coaching. CAAs were created by the federal Economic Opportunity Act of 1964 to help low-income individuals and families achieve economic self-sufficiency, as part of President Lyndon B. Johnson's War on Poverty.

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## **EFFECTIVENESS OF THE GRANT PROGRAM**

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The Maryland 2Gen Pilot Program represents a strategic state investment to combat multigenerational poverty in Maryland communities. Established through legislative action, this grant program provides funding to support efforts aimed at delivering targeted, family-centered services to families receiving public assistance. It was designed to implement strategies that advance outcomes in six domains: 1) Post-Secondary and Employment Pathways; 2.) Early Childhood Education; 3) Kindergarten through 12th Grade Education; 4) Economic Assets; 5) Health and Well-Being; and 6) Social Capital.

### Outcomes and Performance Metrics

The alignment between MCAP's existing service framework and 2Gen principles made them a natural partner for this initiative. While MCAP's operational model inherently supports whole-family approaches, current reporting frameworks do not provide sufficient detail to distinguish outcomes specifically attributable to the 2Gen grant funding. Initial grant requirements had limited quantitative reporting specifications which included family outcome tracking to demonstrate the impact of dedicated public resources. Enhanced outcomes tracking or support for a randomized study design would help demonstrate the direct impact of these dedicated resources on Maryland families through more rigorous analytical methods.

**From 2019 to 2022:** MCAP provided funding for the pilot across participating community action agencies. Agencies focused primarily on establishing program infrastructure and developing data collection frameworks during this initial period. A theory of change was established, and 12 of the 17 jurisdictions hired and trained 2Gen staff. During this time period MCAP engaged:

- 2019-2020: 1,269 families
- 2020-2021: 1,464 families
- 2021-2022: 1,733 families

**From 2022 to 2023:** In January 2023, after strengthening agencies' capacity for implementation, MCAP launched the 2Gen Pilot Program, enrolling a limited number of families to demonstrate the model's outcomes. Participating community action agencies engaged 261 families in the first phase of the pilot, comprising 851 total individuals, including 500 children.

**From 2023-2024:** The second phase of the pilot engaged 443 families comprising 1,248 individuals, including over 600 children.

The two year pilot program captured self-sufficiency entry and exit data for participating families, aiming to demonstrate effectiveness of the 2Gen model. The self-sufficiency matrix is a five-level scale ranging from (1) In-Crisis; (2) Vulnerable; (3) Stable; (4) Safe; to (5) Thriving, captured across a range of outcomes including economic assets, post-secondary education and workforce development, health and well-being, early childhood education, K-12 education, and social capital. More on this matrix and how this tool is used can be found in MCAP's annual reports in the appendix.

The Maryland Community Action Partnership (MCAP) 2Gen Pilot 2023 Year-End Report, covering the January 1, 2023 – September 30, 2023 reporting period, indicates that families participating in the pilot saw the biggest self-sufficiency gains in economic assets, workforce development in terms of employment, and social capital related to community involvement. Participating families reported the largest self-sufficiency declines related to substance abuse under the health and well-being category. The 2024 2Gen Pilot Year-End report, covering the October 1, 2023 – September 30, 2024 reporting period, is less detailed, but reports small yet consistent self-sufficiency growth across all of the outcomes categories, aggregated across all 443 participating families. Both reports are included in the Appendix below.

## Appendices

### Appendix A. Maryland Community Action Partnership 2019-2022 Grant Report



Maryland Community Action Partnership

Two-Generation/Whole Family  
Outcomes Report  
for  
2019-2022

Submitted to  
Maryland Department of Human Services

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### Background

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## **Maryland Community Action Partnership Two-Gen/ Whole Family Outcomes Report**

2019-2022

### Background

The Maryland Community Action Partnership network of Community Action Agencies have worked to meet the unique needs of families, while also creating a statewide framework that focuses impact on breaking the cycle of poverty. This approach referred to as a Whole Family approach (or Two Generation Approach) use comprehensive case management and coordinated, focused agency service delivery to address the needs of the entire family, rather than individual members of the family. To identify and incorporate evolving practices for providing services and achieving substantive outcomes for families, Community Action Agencies across Maryland have designed Two-Generation models that call on Head Start services, housing services, food and nutrition programs and a range of other Community Action programs and partner resources.

In 2019 Maryland Community Action Partnership was awarded a grant through Maryland Department of Human Services in the amount of \$950,000 to begin statewide implementation of a Two-Generation Approach through Community Action Agencies. To begin implementation CAA's proposed the following process outcomes to demonstrate and increase capacity to provide two-generation approaches. These process outcomes included the following.

1. CAA develops two-generation local theory of change and logic model.
2. CAA staff trained to provide family centered coaching and other practice approaches such as trauma informed care, motivational interviewing etc.
3. CAA and partners launch a collective impact effort to improve the communities' support of parents, children, and families.
4. Data systems, processes, and continuous quality improvement systems and capacity are improved to track parent, child, and family data and outcomes.
5. Pilot two-generation approach is launched and data on parent, child, and family outcomes are assessed and tracked.

Subsequent funded was provided over the next two years 2020-2022(pandemic years). Community Action Agencies over the past three years have developed practical implementation knowledge, and built capacity for Two-G implementation, replication and promising results.

## I. STATEWIDE APPROACH

### a. Agency Assessment

To test and evaluate concepts and specific interventions that represent Two-Generation or Whole Family approaches that move families out of poverty in a variety of communities throughout the state, MCAP assessed CAA's readiness to provide a Whole Family Approach. Agencies were grouped in cohorts as beginner, pilot and implementer for training, design implementation and strategy.

#### Group Status

**Beginning Group**— Agencies have identified high quality programs, services, and target population that a 2-G model will address in their local jurisdiction and have identified the results they will achieve.

**Pilot Group**— Agencies have completed logic models and Theories of Change and have begun to implement new 2-G program design.

Implementation has included the following: forming partnerships, restructuring to align with Two-Generation efforts, gaining buy-in from staff, conducting webinars, training, and hiring Two-Generation personnel.

In addition, the Pilot group has reviewed Community Needs Assessments to identify community needs and resources to tailor their two-generation approach.

**Implementer Group**— Agencies are fully engaged in Two-Generation Model implementation. These Agencies have shifted the culture of their organizations to a family centric culture, are producing family outcomes, bundling services, and have established community partnerships to offer integrated services.

These Agencies also have engaged donors and grantors to gain additional support to offer Two-Generation Model services and support the culture change that is necessary. These Agencies are collecting family level outcome data.

Within each group, significant changes to achieve agency and family outcomes, implement holistic strategies, recruitment strategies, and develop/ implement new tools needed for developing family pathways has been the priority and goal.

**Initial Cohorts**

Agencies grouped following initial assessment (2019) for readiness to implement a Whole Family Approach.

**The “Beginning” group:**

- Baltimore City Community Action Partnership- Baltimore City
- Community Assistance Network- Baltimore County
- Frederick Community Action Agency- Frederick County
- Harford Community Action Agency – Harford County
- Human Services Programs of Carroll County, Inc.- Carroll County
- Maryland Rural Development Corporation—Caroline, Cecil, Kent Counties
- Neighborhood Service Center, Inc.- Talbot County
- Southern Maryland Tri-County Community Action Committee, Inc.—St Mary’s, Calvert, Charles Counties
- Washington County Community Action- Washington County

**The “Pilot” group:**

- Anne Arundel County Community Action Agency- Anne Arundel County
- Delmarva Community Services—Dorchester County
- ShoreUP!—Queen Anne’s, Somerset, Wicomico, Worcester
- United Communities Against Poverty—Prince George’s County
- Montgomery County Community Action—Montgomery County

**The “Implementation” group:**

- Allegany County Human Resources Development Commission—Allegany County
- Community Action Council of Howard County—Howard County
- Garrett County Community Action Committee—Garrett County

### **Cohort Progress**

6 out of 9 Agencies moved from Beginner to Pilot:

- Baltimore City Community Action Partnership- Baltimore City
- Community Assistance Network
- Maryland Rural Development Corporation
- Neighborhood Service Center, Inc.
- Washington County Community Action
- Harford Community Action Agency

4 out of 5 Agencies moved from Pilot to Implementer

- Anne Arundel County Community Action Agency- Anne Arundel County
- ShoreUP!—Queen Anne’s, Somerset, Wicomico, Worcester
- United Communities Against Poverty—Prince George’s County
- Montgomery County Community Action—Montgomery County

Agencies fully implementing Two-G during the initial grouping, have strengthening services and worked to develop tools for replication, and serve as mentors to Agencies in the beginner and pilot phases.

#### **b. Program Design**

During the first full year, MCAP engage experts from the National Community Action Partnership, Aspen, and Garrett County Community Action to develop Two-Generation/Whole Family project resources to begin to create a statewide framework for statewide implementation.

17 Agencies designed and launched whole family approaches and create plans to move families toward economic security. These plans and initial training have helped Agencies develop a foundation that positions them to move families forward with sufficient time and continued support.

Family progress does take time, and that is even truer during the unprecedented

health pandemic that hit in early 2020 just as Agencies were starting their work with families. Even with a health and economic crisis raging, the sites were able to complete the key activities outlined below.

## II. ACTIVITIES AND TRAINING

### Designate Two-G Staff

12 Agencies have hired and designated Two-G Staff—A central component of the statewide approach was hiring or designating 2-G staff to develop and implement a 2-G approach.

- Anne Arundel County
- Allegany County
- Garrett County
- Howard County
- Shore Up! Inc. (Wicomico, Worcester, Somerset)
- Prince George's County
- MRDC (Cecil, Kent, Queen Anne's, Caroline)
- Hartford County
- Talbot county
- Baltimore City
- Washington County
- Montgomery County

### Deploy a Life Scale Assessment

Assessing parent, child, and family strengths and challenges is critical to helping families identify goals and their path to improved economic stability and security. Agencies agreed to adopt a family assessment scale used by Garrett County Community Action Committee (GCCAC), Inc., one of the pilot project's subject matter experts who has been engaged in the Two-Generation approach for several years. The Life Scale assessment is a critical tool that informed a large portion of program design efforts that took place with the pilot sites in the first half of the project. In addition to serving as an intake tool for the family coaches, the Life Scale also supports aspects of evaluation and the performance management framework

### Develop Theory of Change & Logic Models

CAAs developed local two-generation theories of change and logic models to guide design and establish outcomes for parents, children, and families. These outcomes relate to stability, education, economic security and other factors and milestones needed to achieve mobility from poverty.

- Pressure Test Agencies Theory of Change
- Draft, Review and Revise Logic Models
- Strengthening Guiding Coalitions
- Completing Program Design Plan and Action Plans
- Increase Family Centered Coaching Opportunities and Coaching Certification Training
- Provide Life Scale and Pathways Planning Training
- Utilize a Racial Equity Lens in Evaluation
- Learning Community for Continuous Improvement Engagement

### Training

Over 38 trainings were held. Agency 2-G staff received opportunities for training and support from the National Community Action Partnership, the technical assistance provider. Due to the COVID-19 pandemic, there were two in-person trainings held and all other training and technical assistance was conducted virtually.

Family-Centered Coaching tools were provided, including an e-course and video training, strategies, tools, and resources to help coaches and their organizations shift how they engage with, and help, families. Family centered coaching is a coaching practice that starts with the belief that every family knows best what it needs. Techniques from goal setting, motivational interviewing, and strength-based case-management are used to help coaches work with the whole family.

## **III. AGENCY OUTCOMES**

### Process Outcomes

- Refinement of local two-generation theories of change-The TOC reveals the possible causal linkages between services/activities, outcomes, and impacts.
- Develop, review and finalize logic models that move families toward economic security. Agencies drafted parent, child, family, and agency logic models and confirmed the services and outcomes that are consistent with their TOC.
- Strengthen partnerships and collaborations with common goals and plans for methods and practices that support parent and child success. Engaging family voice, ensuring equity, uniform assessments, data sharing, establishing “no wrong door” processes, policy change, and improvement of referral systems.

### Agency Outcomes that Changed Service Delivery

- 13 Agencies completed Theory of Change
- 17 Agencies Completed WFA Logic Models
- 17 Agencies Developed MOU's and Partnership
- 14 Agencies Implemented Universal Application Process
- 9 Agencies hired or assigned dedicated 2-G staff
- 10 Agencies Implemented Processes for Whole family using standardized assessment Life Scale and Pathways Planning tools.

### System Outcomes

Beginners Agencies have identified partners to establish a collective impact hub. Agencies are establishing partnerships with local DSS Offices to establish common goals and align services.

Pilot Agencies have identified partners, are partnering with local DSS offices, and have begun hosting meetings and establishing common goals and linking services.

Implementer Agencies have established collective hubs are partnering with local DSS offices and are enrolling families into multiple programs at one time. In addition, Agencies are tracking family outcomes.

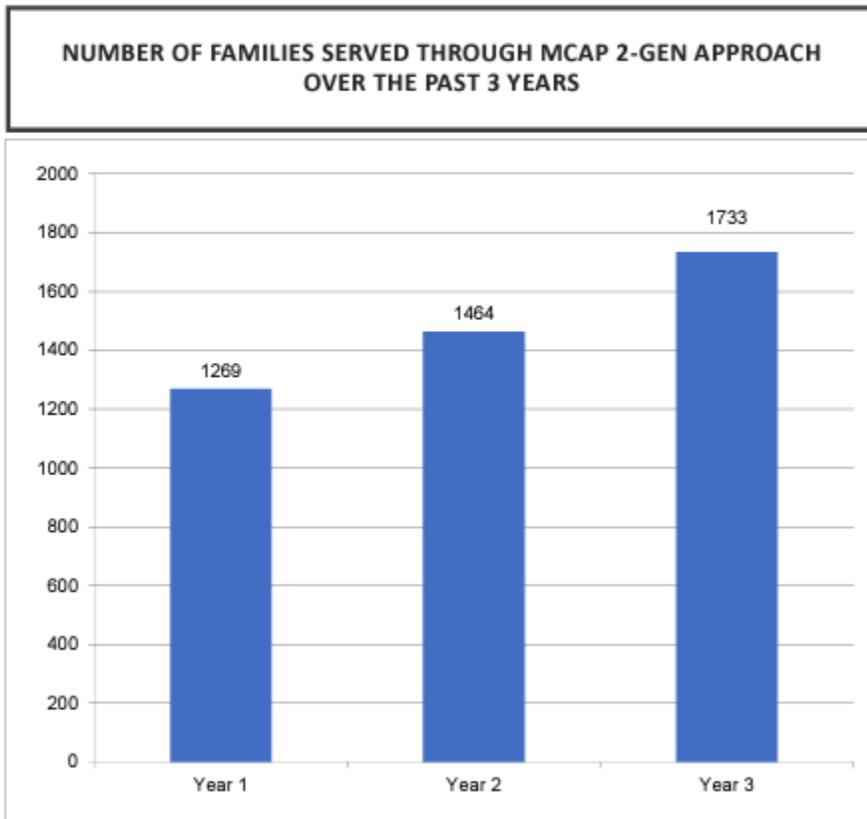
### Enhance Data Management and Information to track Parents, Child, and Family Outcomes

Agencies in Implementation Phase:

- Have launched two-generation approaches that assess and track data on parent, child, and family outcomes.
- Outcomes to be realized for families: Improved education, workforce development, economic assets, social capital, health and well-being

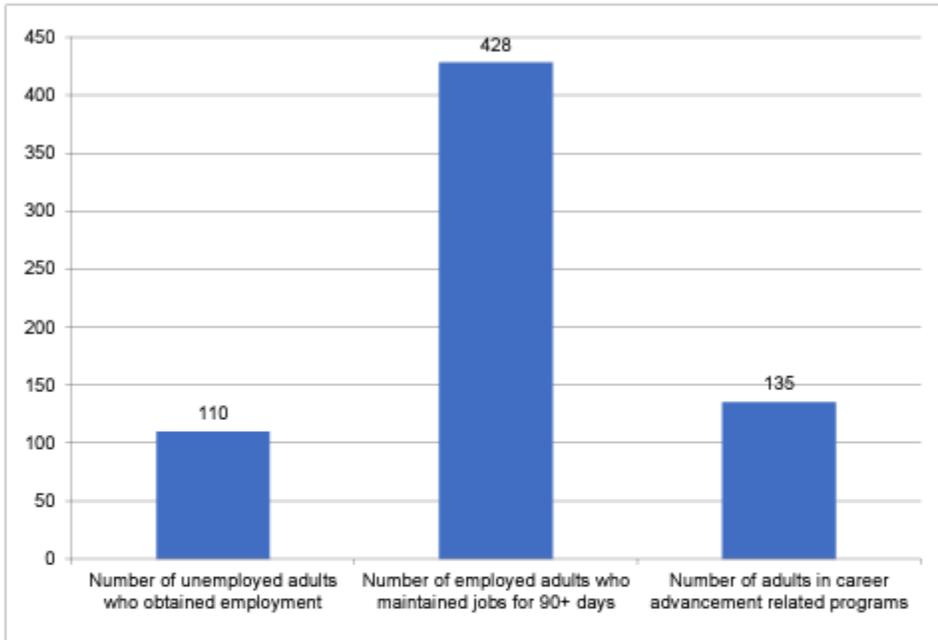
**IV. FAMILY LEVEL OUTCOMES (Results as of September 2022)**

Agencies in full implementation phase are using Life Scale Assessment and Pathway Plans to identify goals and collect data to show family outcomes. Agencies in pilot phase (3) are expected to begin collecting data on family outcomes 2023. As shown by the assessment Agencies progression reflects varying stages of implementation.

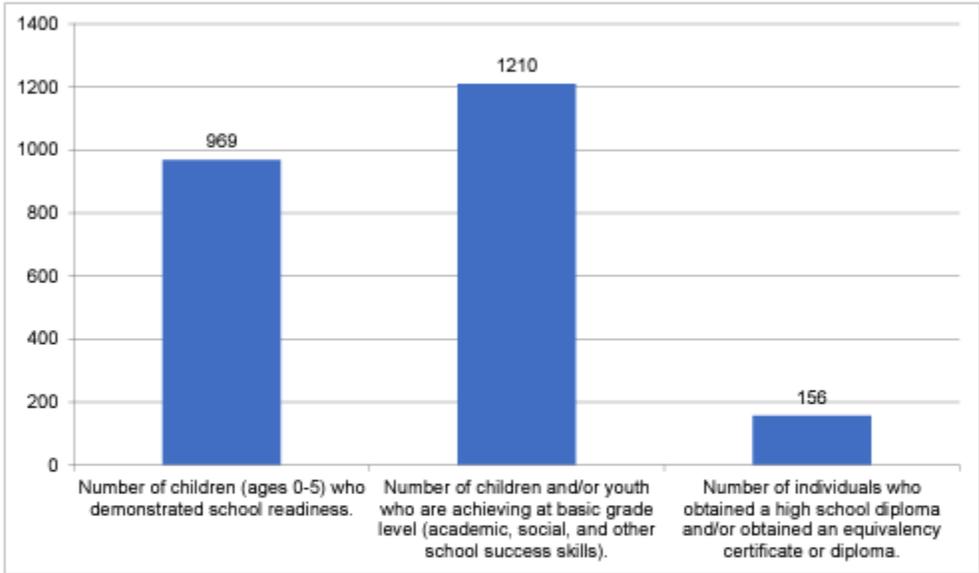


Outcomes by domain are listed on the following pages.

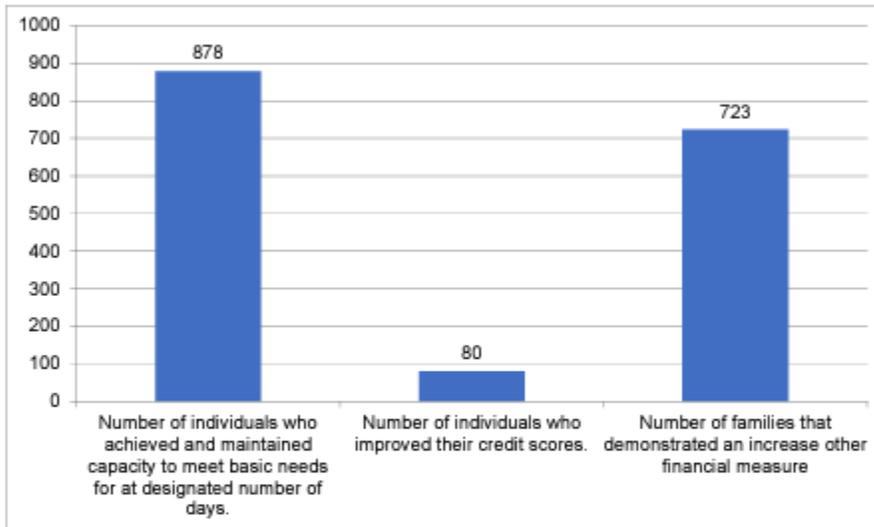
# EMPLOYMENT



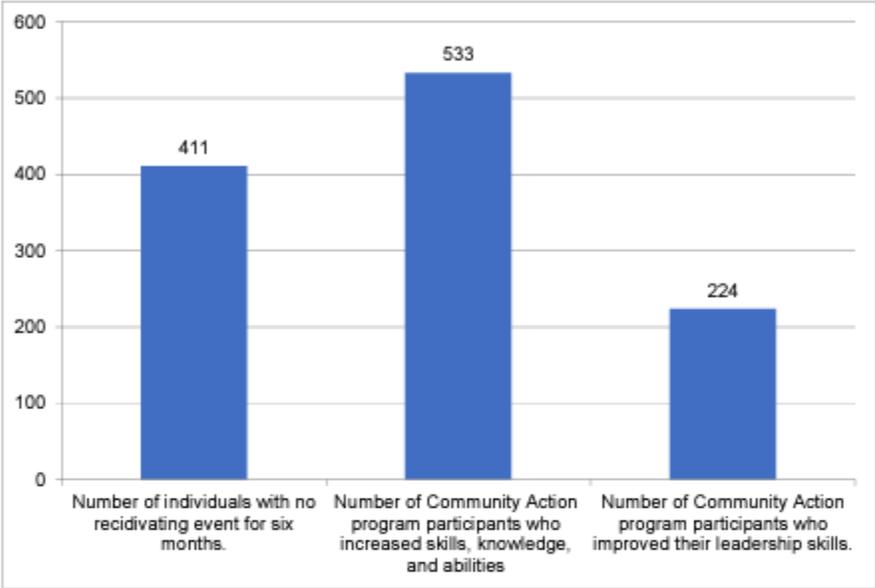
# EDUCATION



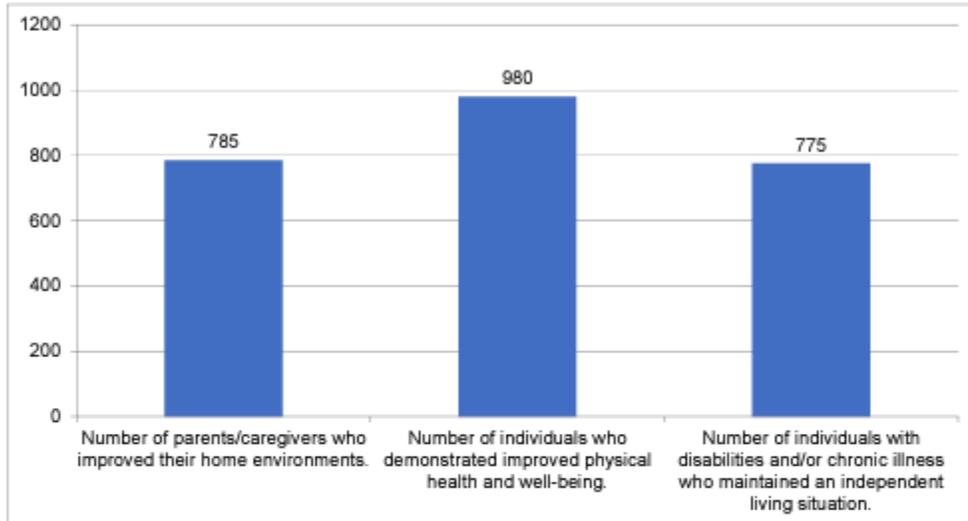
## INCOME AND ASSETS



# SOCIAL CAPITAL



## PHYSICAL AND BEHAVIORAL HEALTH



## **V. CHALLENGES & OPPORTUNITIES**

### COVID-19 Barriers

During the Pandemic years (2020-2021) all agencies were engaged in providing supports as well as crisis services to families. Essential supports such as food have been critical as food insecurity escalated with more family members' home for meals and incomes reduced or eliminated due to reduced hours or unemployment.

One of the main challenges brought on by the COVID-19 pandemic is a compounded lack of access to critical supports as a result of both public safety measures and an overwhelming surge in need. Due to increases in unemployment rates and other economic impacts caused by the pandemic, more families than ever are now depending on local CAAs and other community-based organizations to meet their basic needs.

The COVID-19 pandemic has proved a critical challenge during the implementation years. It is important to note that some planned services such as education and training efforts for parents and early childhood education for young children were delayed, scaled back, or paused.

However, there have been opportunities and successes during the challenges of the pandemic that will lead to better service delivery going forward, lessons learned for the project overall, and opportunities for providing substantial recovery services to families in pursuit of family self-sufficiency during the project life. Some of the resources developed during this time will allow for service delivery with enhanced technology and in different ways than were possible previously.

## **VI. CONCLUSION**

The accomplishments of the period from October 31, 2019, to September 2022 have set the conditions for families to advance and improve their well-being. CAA's have built the foundation for two -G integration across the state. Continued efforts include integrating approaches with state departments and engaging in various tactics to develop Two-Generation/Whole Family Approach design plans that can change the way services are provided to families and position them for economic security. As Agencies advance deeper into implementation of their whole family approach and more data becomes available, the project will begin to reveal more answers about what works, where it works, whom it works for and why.

## Appendix B. Maryland Community Action Partnership 2023 Year-End Report



### Maryland Community Action Partnership (MCAP) 2Gen Pilot

#### 2023 Year-End Report

Reporting Period: January 1, 2023 – September 30, 2023  
Report Prepared: December 2023

### Introduction

The Maryland Community Action Partnership (MCAP) began moving towards state-wide implementation of the Two-Generation Approach (2Gen) in 2019 and has been steadily working on increasing the network's capacity to fully adopt this holistic approach to supporting families. In 2020, the Aspen Institute released a case study on Maryland's 2Gen Model, including MCAP's role in state-wide implementation. ([Click here to read](#)).

The 2023 MCAP Two-Generation Approach (2Gen) Pilot Program is designed to illustrate the impact of utilizing the 2Gen approach across the state by identifying, serving, and tracking data for a specific cohort of families. Through this pilot, MCAP is working to realize the vision of a future where the 2Gen approach is the standard method for supporting families and where all Marylanders can attain economic security and improve their overall well-being, equipped with the tools needed to set and achieve their own goals.

The MCAP 2023 2Gen Pilot Design and Agency Approaches were outlined in the Semi-Annual report submitted in July 2023 ([linked here](#)).

#### Families Served by 2023 MCAP 2Gen Pilot (Jan – Sept 2023)

Agency	Families	Individuals	Children	Adults	Average Family Size
Allegany HRDC	10	35	23	12	3.5
Anne Arundel County Community Action	9	39	29	10	4.3
Maryland Rural Development Corporation	18	44	19	25	2.4
HSP of Carroll County	7	24	15	9	3.4
Delmarva Community Services	2	11	7	4	5.5
Frederick Community Action Agency	10	35	21	14	3.5
Garrett County Community Action	103	326	180	146	3.2
Harford Community Action Agency	11	34	21	13	3.1
CAC of Howard County	15	68	49	19	4.5
Montgomery County Community Action	16	56	32	24	3.5
United Communities Against Poverty	12	32	18	14	2.7
SHORE UPI Inc	26	74	41	33	2.8
Neighborhood Services Center	7	25	15	10	3.6
Washington County Community Action	8	28	18	10	3.5
Southern Maryland Tri-County Community Action Committee	7	20	12	8	2.9
<b>Totals</b>	<b>261</b>	<b>851</b>	<b>500</b>	<b>351</b>	<b>3.5</b>

\* Two agencies, Baltimore City Community Action and Community Assistance Network, are working to finalize development of their 2Gen Pilot models. A lack of funding has created staffing challenges which have caused barriers to implementation. Both Agencies continue to engage with the MCAP Whole Family Learning Community and are working with MCAP for Training and Technical Assistance around 2Gen Implementation.

## Outcomes

In order to collect and track outcomes consistently throughout the State, Agencies are using the Two-Generation/Whole Family Approach Self-Sufficiency Matrix to identify the status of participants across the Aspen Institutes' Six Key Components of the 2Gen Approach.

### 2Gen Pilot Self-Sufficiency Scale Values:

1. In – Crisis
2. Vulnerable
3. Stable
4. Safe
5. Thriving

[Click here](#) to view the full **Self-Sufficiency Matrix and Scoring Tool**.

Baseline and follow-up data was collected from participating pilot families within the nine-month period between January 1, 2023 and September 30, 2023 and was reported using [MCAP's 2Gen Family Assessment Reporting Form](#). This data was then aggregated and used to calculate the percentage of change on the Self-Sufficiency Matrix for pilot families across Maryland

The data reported falls within 19 domains that map directly to the Aspen Institutes' Six Key Components of the 2Gen Approach: Economic Assets, Postsecondary Employment Pathways, Health and Well-Being, Early Childhood Education, K-12, and Social Capital.

### Outcomes Reported (Jan – Sept 2023)

Domain (Mapped to the <a href="#">Aspen Institute's Six Key Components</a> )	Percentage of Change on <a href="#">SS Matrix</a> Between Initial Assessment and Follow-Up (January 1, 2023 – September 30, 2023)
Shelter/Housing Status (Economic Assets)	14%
Income/Finances (Economic Assets)	23%
Mobility and Transportation (Economic Assets)	8%
Legal (Economic Assets)	28%
Employment (Postsecondary Employment Pathways)	30%
Adult Education (Post-Secondary & Employment Pathways)	9%
Life Skills (Post Secondary & Employment Pathways)	9%
Food/Nutrition (Health & Well-Being)	8%
Health Insurance/Health Status (Adults) (Health & Well-Being)	-1%
Health Insurance/Health Status (Children) (Health & Well-Being)	-8%
Mental Health (Health & Well Being)	2%
Substance Abuse (Health & Well Being)	-17%
Safety (Health & Well Being)	15%
Childcare (Early Childhood Education)	14%
Children's Education: Birth - Pre-school (Early Childhood Education)	18%
Children's Education: K-12 (K-12)	12%
Family and Relationships (Social Capital)	8%
Community Involvement (Social Capital)	27%
Parenting Skills (Social Capital)	9%

## Challenges and Barriers

Agencies have continued to work diligently to implement the 2Gen approach throughout Maryland. The primary barrier to implementation includes hiring and retaining well-qualified staff due to funding challenges. This barrier impacts the capacity of agencies to implement the pilot and collect and report data.

**Additional barriers reported include:**

- Funding to hire and retain a dedicated 2Gen Manager/Coordinator at all agencies.
- Mental health needs of participating families and difficulty accessing mental health services for the whole family.
- Identifying and engaging families for agencies who do not have Head Start Programs. *Agencies who are participating in MCAP's Diaper Distribution Pilot (DDDRP) (which began enrolling in the fall of 2023) have started to find success with implementing the 2Gen approach with DDDRPs families.*
- Continuously motivating and engaging families when funding is not available to provide incentives consistently.

## Accomplishments and Next Steps

In 2023, participation of more than 260 families, or more than 850 people, has been reported across Maryland, including 500 children.

**Outcomes:** Agencies have seen significant progress for 2Gen Pilot families and have reported outcomes in the following domains:

- |  |                     |
|--|---------------------|
| 1.) Post-Secondary and Employment Pathways | 2.) K-12            |
| 3.) Early Childhood Education              | 4.) Economic Assets |
| 5.) Health and Well-Being                  | 6.) Social Capital  |

**Best Practice Sharing:** In 2023, MCAP hosted eleven Whole Family Learning Community Meetings (ten virtually and one in-person). These two-hour meetings provide an opportunity for agencies to report on pilot progress and connect to discuss barriers to implementation.

In addition to peer-to-peer sharing, subject matter experts and 2Gen leaders from agencies outside of Maryland are invited to join the meetings to share best practices in 2Gen implementation.

**Next Steps:** MCAP will continue to provide training and technical assistance to agencies and facilitate data collection and reporting to support agencies in continuing this important work, as funding allows. Maryland's Community Action Agencies remain committed to statewide implementation of the 2Gen approach.

## Conclusion

MCAP looks forward to continuing the partnership with the Maryland Department of Human Services to maintain and expand the statewide implementation of the 2Gen approach. This continued partnership is a vital component to ensuring that all Maryland children and families are provided with the opportunity to move beyond poverty, onto a path towards self-sufficiency.

# Appendix C. Maryland Community Action Partnership 2024 Year End-Report



## Maryland Community Action Partnership (MCAP) 2Gen Pilot

### 2024 Year-End Report

Reporting Period: October 1, 2023 – September 30, 2024

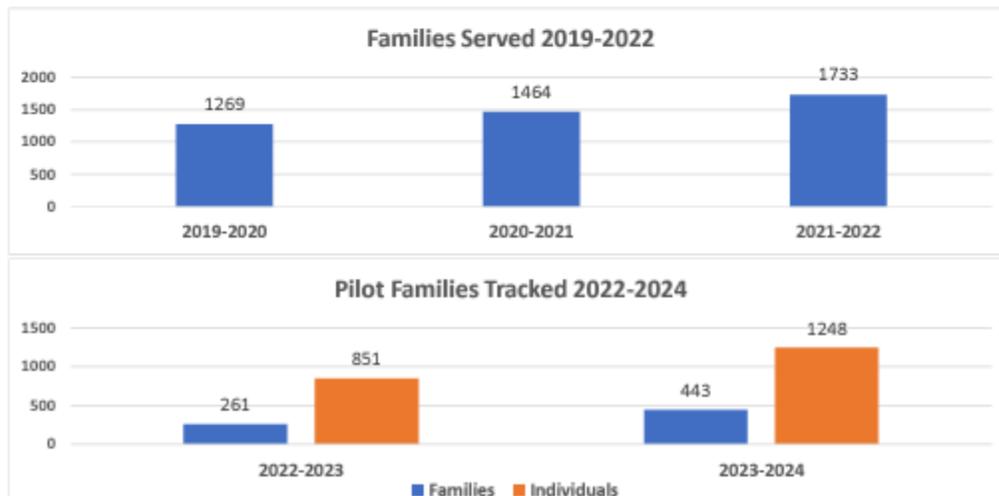
Report Prepared: October 2024

#### Introduction

The Maryland Community Action Partnership (MCAP) began moving towards state-wide implementation of the Two-Generation Approach (2Gen) in 2019 and has been steadily working on increasing the network's capacity to fully adopt this holistic approach to supporting families. In 2020, the Aspen Institute released a case study on Maryland's 2Gen Model, including MCAP's role in state-wide implementation. ([Click here to read](#)).

From 2019 – 2022, MCAP worked with Community Action Agencies across the state to begin implementing the 2Gen Approach. The years 2020-2022 focused primarily on process outcomes to shift service delivery models of Community Action Agencies from a provisional service delivery model to a strategic, holistic service delivery model. These outcomes realized included systems change, agency functioning and community change. Agencies moved from case management to coaching and increased the number of direct service staff aware of the principles and practices of the 2Gen/Whole Family approach. Agencies developed collective impact models and expanded partnerships with organizations addressing barriers to economic mobility. Common goals with partners were established and communication practices were improved, both within agencies, among CAAs across the state and with other human service and charitable organizations. Agencies developed universal application processes to ensure 'no wrong door' and increased staffing capacity to implement new processes and services. Community systems of support and assistance were engaged to make receipt of services from multiple providers more effective and efficient.

A In January 2023, after strengthening agencies' capacity for implementation, MCAP launched the 2Gen Pilot Program. This pilot aimed to demonstrate the statewide impact of the 2Gen Approach by identifying, serving, and tracking a specific cohort of families. Through the pilot, MCAP helped agencies refine their methods and test concepts with a smaller group of families, with the goal of creating a standard model for replication across Maryland. The MCAP 2Gen Pilot Design and Agency Approaches were outlined in the Semi-Annual report submitted in July 2023. ([linked here](#)).



## Outcomes

In order to collect and track outcomes consistently throughout the State, Agencies are using the Two-Generation/Whole Family Approach Self-Sufficiency Matrix to identify the status of participants across the Aspen Institutes' Six Key Components of the 2Gen Approach.

### 2Gen Pilot Self-Sufficiency Scale Values:

1. In – Crisis
2. Vulnerable
3. Stable
4. Safe
5. Thriving

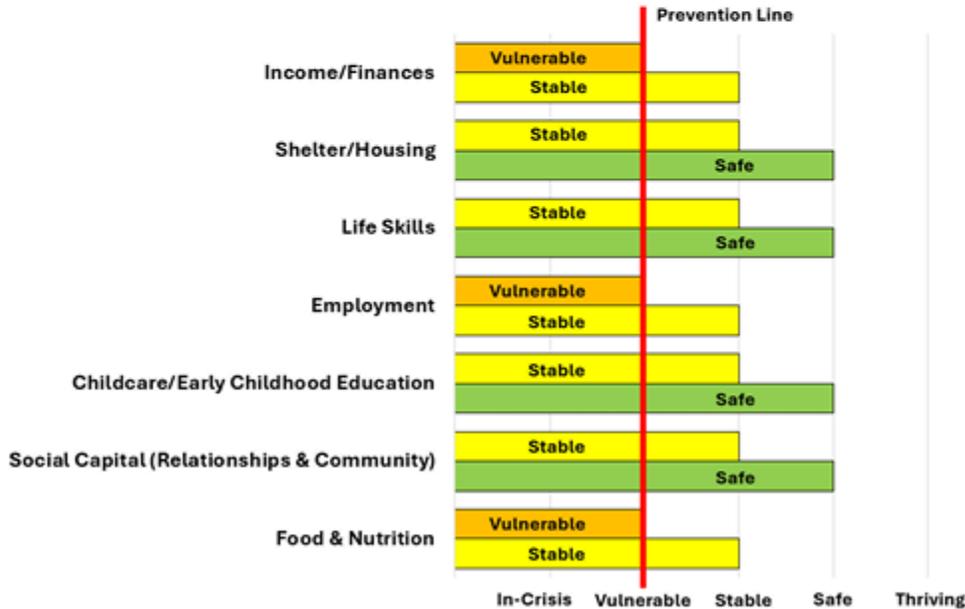
Prevention Line



Baseline and follow-up data was collected from participating pilot families within the twelve-month period between October 1, 2023 and September 30, 2024\* and was reported using [MCAP's 2Gen Family Assessment Reporting Form](#). This data was then aggregated and used to calculate the percentage of change on the Self-Sufficiency Matrix for pilot families across Maryland. [Click here](#) to view the full **Matrix and Scoring Tool**.

## Outcomes Reported

The chart below illustrates the average scores for the 443 families whose outcomes were tracked from October 1, 2023 through September 30, 2024. The top bar in each category represents the intake assessment score, and the bottom bar represents the follow-up assessment score \*Please note that 2023-2024 data is preliminary and has not yet been finalized.



### Income/Finances

From intake to follow-up or exit, on average, clients achieved movement from "Vulnerable" (2.7) to "Stable" (3.5) on the 5-point Self-Sufficiency Scale during the reporting period. The intake scores include 46% of clients who scored below the "Prevention Line", either "In-Crisis" or "Vulnerable", in their intake assessment.

### **Shelter/Housing**

From intake to follow-up or exit, on average, clients achieved movement from "Stable" (3.7) to "Safe" (4.1) on the 5-point Self-Sufficiency Scale during the reporting period. The intake scores include 22% of clients who scored below the "Prevention Line", either "In-Crisis" or "Vulnerable", in their intake assessment.

### **Life Skills**

From intake to follow-up or exit, on average, clients achieved movement from "Stable" (3.4) to "Safe" (4.0) on the 5-point Self-Sufficiency Scale during the reporting period. The intake scores include 15% of clients who scored below the "Prevention Line", either "In-Crisis" or "Vulnerable", in their intake assessment.

### **Employment**

From intake to follow-up or exit, on average, clients achieved movement from "Vulnerable" (2.5) to "Stable" (3.7) on the 5-point Self-Sufficiency Scale during the reporting period. The intake scores include 53% of clients scored below the "Prevention Line", either "In-Crisis" or "Vulnerable", in their intake assessment.

### **Childcare/Early Childhood Education**

From intake to follow-up or exit, on average, clients achieved movement from "Stable" (3.5) to "Safe" (4.2) on the 5-point Self-Sufficiency Scale during the reporting period. The intake scores include 11% of clients who scored below the "Prevention Line", either "In-Crisis" or "Vulnerable", in their intake assessment.

### **Social Capital (Relationships & Community)**

From intake to follow-up or exit, on average, clients achieved movement from "Stable" (3.7) to "Safe" (4.0) on the 5-point Self-Sufficiency Scale during the reporting period. The intake scores include 16% of clients who scored below the "Prevention Line", either "In-Crisis" or "Vulnerable", in their intake assessment.

### **Food & Nutrition**

From intake to follow-up or exit, on average, clients achieved movement from "Vulnerable" (2.9) to "Stable" (3.5) on the 5-point Self-Sufficiency Scale during the reporting period. The intake scores include 48% of clients who scored below the "Prevention Line", either "In-Crisis" or "Vulnerable", in their intake assessment.

## **Challenges and Barriers**

Agencies have continued to work diligently to implement the 2Gen approach throughout Maryland. The primary barrier to implementation continues to be a lack of funding, causing challenges with hiring and retaining well-qualified staff. This barrier impacts the capacity of agencies to implement the pilot and collect and report data.

### **Additional barriers reported include:**

- Adequate and reliable funding to hire and retain a dedicated 2Gen Manager/Coordinator at all agencies.
- Mental health needs of participating families and difficulty accessing mental health services for the whole family.
- Continuously motivating and engaging families when funding is not available to provide incentives consistently.

## **Accomplishments and Next Steps**

In 2023-2024 more than 440 families, or nearly 1250 people, have participated in the MCAP Whole Family Approach Pilot, including more than 600 children.

**Outcomes:** Agencies have seen significant progress for 2Gen Pilot families and have reported outcomes in the following domains:

- 1.) Post-Secondary and Employment Pathways
- 2.) Early Childhood Education
- 3.) Economic Assets
- 4.) Health and Well-Being
- 5.) Social Capital

**Best Practice Sharing:** In 2023-2024, MCAP continued to host monthly Whole Family Learning Community Meetings (virtually and in-person). These two-hour meetings provide an opportunity for agencies to report on pilot progress and connect to discuss barriers to implementation. In addition to peer-to-peer sharing, subject matter experts and 2Gen leaders from agencies outside of Maryland are invited to join the meetings to share best practices in 2Gen implementation.

**Next Steps:**

This pilot has enabled us to test and refine our approach from January 2023 to the present, building on MCAP's capacity-building efforts from 2019 to 2022. By tracking outcomes for a smaller cohort, we now have the tools to scale this approach across Maryland. We've identified key processes, services, and outcomes for this population, providing a clear framework for setting expectations and determining what works best with this model.

MCAP will continue to provide training and technical assistance to agencies and facilitate data collection and reporting to support agencies in this important work, as funding allows. Maryland's Community Action Agencies remain committed to statewide implementation of the 2Gen approach.

## Conclusion

MCAP requests a permanent source of funding for the 2Gen/Whole Family Approach and looks forward to continuing the partnership with the Maryland Department of Human Services to maintain and expand the statewide implementation. This continued partnership is a vital component to ensuring that all Maryland children and families are provided with the opportunity to move beyond poverty, onto a path towards self-sufficiency.