MAKING TOMORROW BETTER TOGETHER

A GUIDE TO OUTCOMES FOR 2GEN POLICYMAKERS

BY MARJORIE SIMS, ASCEND AT THE ASPEN INSTITUTE
MARY BOGLE, URBAN INSTITUTE

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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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Dear Colleagues,

Two years ago, Ascend at the Aspen Institute spearheaded the development of the first outcomes framework for two-generation approaches and released – *Making Tomorrow Better Together: Report of the Two-Generation Outcomes Working Group (MTBT 1)* in partnership with field leaders. That report is also accompanied by an online portal – 2Gen Outcomes Bank - that houses curated resources for 2Gen learning and evaluation. We are pleased by the considerable uptake of the report and the outcomes bank, demonstrating a keen interest among practitioners in making certain their efforts lead to stronger and better outcomes for children and parents.

Fast forward to 2017, and the 2Gen field has expanded at a tremendous rate. The Ascend Network has grown to over 200 organizations working in 41 states, the District of Columbia and Puerto Rico. There are 35 states now engaged in 2Gen approaches compared to a handful when we released *MTBT 1*. The report that follows is tailored for policymakers at all levels of government and stands as an important complement to *MTBT 1* and the 2Gen Outcomes Bank. Our aim is to support the unique role policymakers play in creating the large-scale and long-lasting change desperately needed for increased effectiveness in public services.

This report leads with five principles policymakers should consider when designing evaluation plans for their 2Gen efforts:

1. Measure and account for outcomes for both children and parents;
2. Embed learning and evaluation in policy design and systems development;
3. Use multiple approaches;
4. Use and promote data; and
5. Build internal capacity and ensure continuous feedback through evaluation efforts.

We strongly believe that establishing a set of principles first will ground 2Gen efforts and help agency staff, community partners, and other stakeholders understand what guides the learning and evaluation process.

While undertaking a 2Gen approach at the policy and systems level requires the same level of intensity when working at the program level, policymakers must pay careful attention to how families are served across multiple agencies and systems. It is important to note that the current 2Gen policy and systems change efforts across the country fall along a continuum, with some policymakers focused on designing policies and funding streams to serve children and parents simultaneously and others who are further along the continuum and have begun to align services with other agencies and levels of government to meet family needs. The farthest point on the continuum is a 2Gen system – providing services and supports to both children and adults simultaneously to achieve population-level outcomes – is now the goal of several states. We look forward to reporting next about their lessons and outcomes.

As was the case with *MTBT 1,* this report would not have been possible without the important contributions of many 2Gen leaders. In particular, we thank Uma Ahluwalia, Monica Barczak, Keri Batchelder, Jeannie Chaffin, Adrian Lopez, Sharon McGroder, Lincoln Nehring, Nisha Patel, Lori Pfingst, Sue Popkin, T'Pring Westbrook, and Misha Werschkul. Their critical and timely input allowed us to surface the challenges and opportunities for policymakers pursuing a 2Gen approach. Thank you to Marjorie Sims, our Managing Director, and Mary Bogle of the Urban Institute, for their leadership in conceptualizing and writing this report. *Making Tomorrow Better Together: A Guide to Outcomes for 2Gen Policymakers* reflects another marker of growth in the 2Gen field. We look forward to your feedback and insights as you work toward stronger outcomes for children and parents.

Sincerely,

Anne Mosle

TABLE OF CONTENTS

PRINCIPLES OF TWO-GENERATION EVALUATION FOR POLICYMAKERS

- **Measure and account for outcomes for both children and parents –** Outcomes for both children and parents, or the adults in children's lives, are at the heart of any true two-generation (2Gen) program, policy, or system. Drawing substantially on the insights from families, policymakers should articulate and track outcomes across the system silos that too often serve children and adults separately.

- **Embed learning and evaluation in policy design and systems development –** Strong 2Gen policies are based on a strong learning and evaluation foundation. Systems reform and policymaking can be a complex undertaking. To be effective, policymakers need to know up front how to measure success at both the population- and systems-level, as well as be able to articulate the assumptions underlying a particular approach to achieving intended policy or systems outcomes. Armed with clear thresholds for near- and long-term success, policymakers can produce better policies and services at the systems level based on real-time learning.

- **Use multiple approaches –** Cutting-edge 2Gen strategies draw on a growing multidisciplinary knowledge and evidence base, as well as data-driven field experience, to design and adapt effective policy or program approaches to advance outcomes for children and parents together. To keep pace, 2Gen learning and evaluation partners (both independent and internal to agencies) must draw flexibly on a mix of research methods, such as formative evaluation (i.e., learn as you go), the investigative methods of the biological sciences, and quasi-experimental and experimental design. In addition, policymakers must have the analytic capacity necessary to translate research lessons into effective policy.

- **Use and promote data –** Gathering, sharing, and analyzing data is necessary for the continuous re-engineering of one-generation policies into 2Gen policies and, in turn, the production of enhanced outcomes for families. Policymakers should use current data holdings and adapt internal data-review processes to analyze outcomes across adult and child system silos. And, before requiring partners to collect new data, the analytic usefulness of that data to measuring target 2Gen outcomes should be clearly understood and articulated. In addition, there is a lot policymakers can do to support their practitioner partners in collecting and sharing data using a 2Gen lens.

- **Build internal capacity and ensure continuous feedback through evaluation efforts –** Entities that design and implement 2Gen policies need solid capacity to support embedded 2Gen learning and evaluation efforts. Professional development and inter-agency networking mechanisms are dedicated to ensuring both policy designers and managers are knowledgeable about 2Gen learning and evaluation methods and their findings. Legislative bodies and agencies also regularly solicit feedback from families, grantees, researchers and other governmental partners, and routinely compile and report out 2Gen outcomes through established performance accountability mechanisms.

INTRODUCTION

Two-generation (2Gen) approaches emphasize the provision of education, economic supports, social capital, and health and well-being to create a legacy of economic security that passes from one generation to the next. Proponents of 2Gen approaches act on the understanding that if you want to make tomorrow better for children, you have to make it better for their parents, and vice versa.

Increasingly, lawmakers and other public officials are turning their attention to the potential of 2Gen policymaking across multiple domains – like safety net benefits, wage and workforce policies, high-quality child care and health care – to bring greater economic security to their constituents with low incomes. This shift is based on the recognition that children from families with low incomes are often caught up in their parents' economic struggles, and consequently experience unmet needs, low-quality schools, and unstable circumstances. Likewise, parental education is closely related to the academic achievement of children who experience poverty. And yet, policies aimed at improving family economic security and child well-being often do not consider the needs of parents and their children together. For example, state poverty amelioration and workforce development programs often do not accommodate the full needs of working families, such as access to services like high-quality child care and interim income support, while parents secure the education they need to make a family-supporting wage.

In *Making Tomorrow Better Together: Report of the 2Gen Outcomes Working Group (MTBT 1)*, Ascend and key partners offered guidance to practitioners and policymakers on the intended outcomes of 2Gen programs, as well as on how to design and test pathways to these outcomes. Although the discussion in *MTBT 1* was applicable to 2Gen policy initiatives, the report went into greater depth on how practitioners, who work directly with families in organizations and community settings, should be thinking about outcomes for parents and children together. This companion report, *Making Tomorrow Better Together: A Guide to Outcomes for 2Gen Policymakers (MTBT 2)* augments the first report by identifying the types of policy- and system-level results that policymakers can pursue in order to catalyze complementary and mutually-reinforcing outcomes for children and their parents or other custodial caregivers at the level of services and other supports.

Research and evaluation form an essential foundation for effective and innovative 2Gen systems, policies, and programs. As discussed in *MTBT 1,* the history of 2Gen programs tells us that practitioners and policymakers who wish to yield complementary and mutually-reinforcing outcomes across generations (e.g., parenting and career outcomes rise commensurately and in relation to child learning and development outcomes) must maximize the targeting, quality, and intensity of their investments across age groups in the same family. Decisions about these factors cannot be made properly without evidence and data sharing across the system silos that serve various sub-populations whose needs are understood by characteristics like age, income, ethnicity, race, family structure, and place. Because policymakers establish the rules and resources on which systems, policies, and programs are built, they must be the first to commit to strong learning

cultures that are capable of achieving 2Gen outcomes for families (Figure 1). See also the "Principles of 2Gen Evaluation for Policymakers" on p. 5. These same principles were rendered for the entire 2Gen community in *MTBT 1*, and we have adapted them slightly here to increase their usefulness to policymakers.

For purposes of this report, our definition of "policymaker" is any person who holds a formative decision-making position in shaping the government policies and systems that seek to produce positive outcomes for children, adults, and families with low incomes. We categorize policymakers into two types: first, the legislators who make the laws which authorize and set the broad and binding legal parameters for the funding streams and programs relevant to 2Gen approaches; second, the executive agency staff – inclusive of both the elected officials (e.g., the president, governors) and political appointees, and high-level civil service managers – who make the rules for, oversee, and sometimes directly implement the systems and programs relevant to 2Gen approaches. We define the term "system" as a purposeful structure that consists of interrelated and interdependent elements designed to carry out a specific activity, perform a duty, or solve a problem. For purposes of this report, we generally use the term "system" to refer to human services systems (e.g., early childhood, workforce, healthcare) that are shaped, in whole or in part, by government policies and linked to providers and other implementing mechanisms at the community level.

THE 2GEN POLICYMAKING CONTEXT

Policymakers are increasingly concerned about the impact of changing

Integration Across Generations

Families

Programs

Systems

Policies

Research & Evaluation
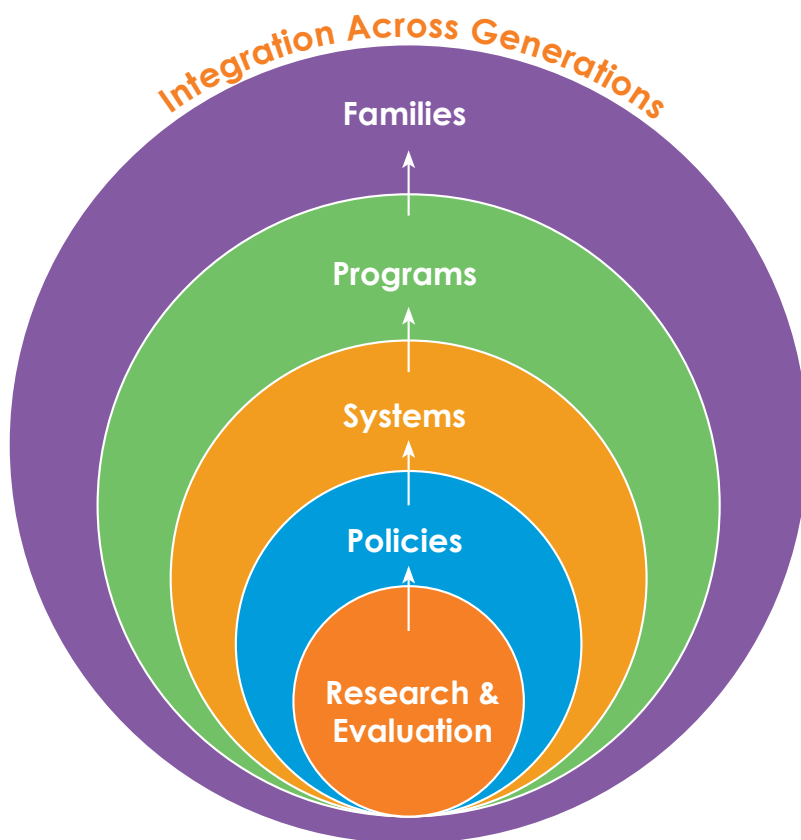
demographics, social inequality, decreased economic mobility, and persistently high child poverty rates on the families they serve. In recent years, populations hard hit by the Great Recession and its slow recovery have escalated their demand that legislators and government executives address their ongoing economic woes. However, at the same time that sluggish economic conditions have increased human need, they have also diminished the resources of human service systems and programs to help meet it, so state and local governments have found it necessary to do more with less as public budgets tighten.

This complex interaction of social, economic, and fiscal factors has played a large role in motivating policymakers to explore the potential of 2Gen approaches for meeting the entwined

■ States pursuing a 2Gen approach to policy (Republican governor)

■ States pursuing a 2Gen approach to policy (Democratic governor)

★ NGA Parents and Children Thriving Together State Network
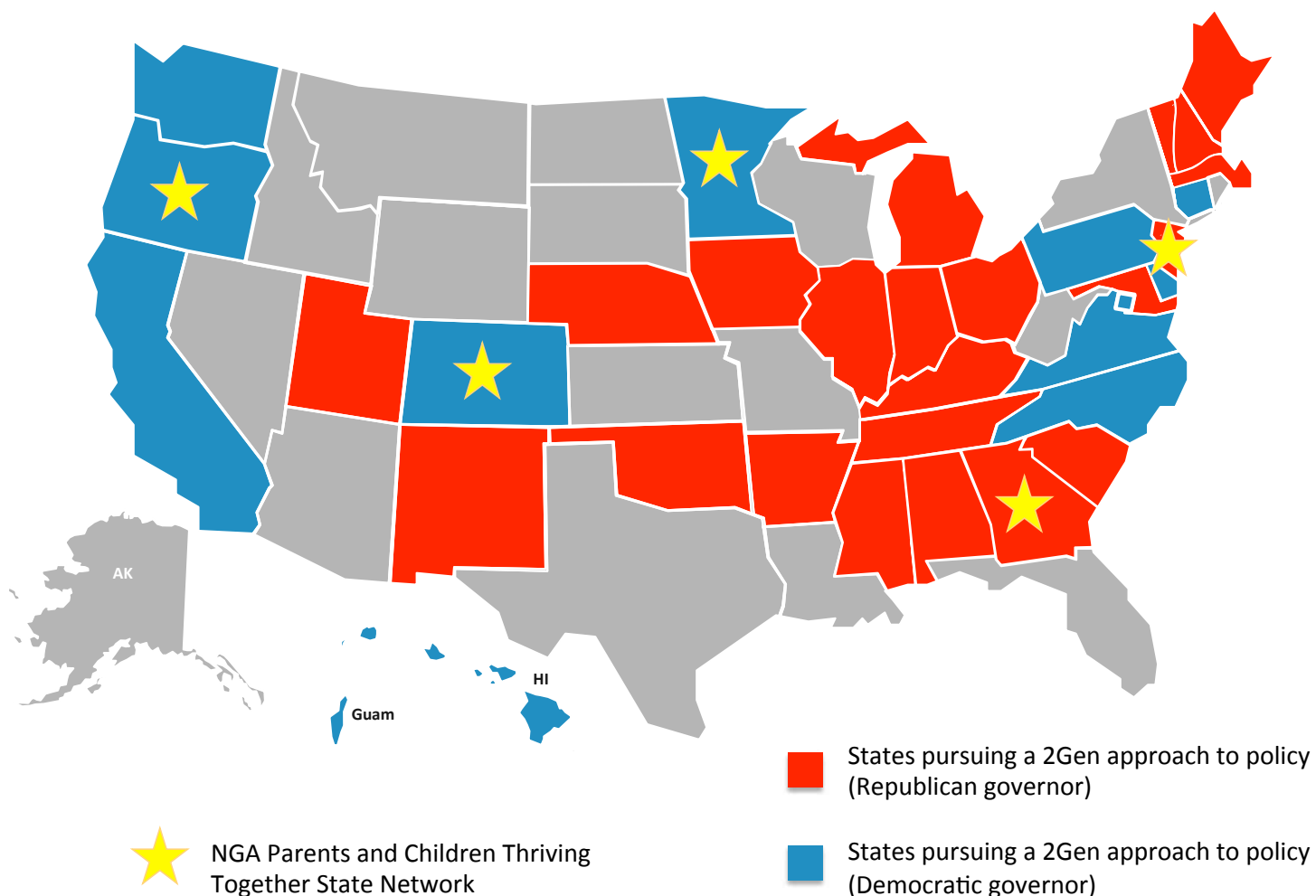
economic security needs of children and their parents. At the core of most 2Gen policymaker innovations and models are strategies aimed at aligning workforce development and postsecondary education services for adults with child care and early education services for their children. Efforts to align other key policies and systems – such as health and mental health care, cash support, child support, and child welfare – are also growing.

When considering the 2Gen policymaker context, it is especially important to acknowledge the confounding role that current human services policies often play in actually preventing integration of child and adult supports. Most publicly funded human services are divided into children and adult silos because

they emanate from disparate federal funding streams and Congressional authorizing committees. Bills authorizing federal programs and funding streams often target just children or adults, but not usually whole families, and regulations meant to clarify and tighten accountability for grantees at the state and local levels often interfere with the kind of services integration and innovation that is so important to 2Gen programs. Policy barriers that emerge on the federal level often replicate and compound on the state and local level because state policy structures typically mirror the federal structures and are often woefully underfunded. In addition, states and localities frequently layer their own single-generation-focused requirements or barriers onto the federal policy. For example, if a workforce program refers a

parent to a credentialing program offered at a community college, yet the state's child care subsidy program does not support high-quality and consistent care during class hours, the workforce program cannot easily mend this disjunction.

2Gen approaches can loosely trace their lineage back to the settlement houses of the early 20th century and to the founding of Head Start in the 1960s. The first wave of formal 2Gen program models arrived in the early 1990s under the auspices of federal programs like the Comprehensive Child Development Program, Even Start, and a set of large adolescent demonstration programs called New Chance. Policymaker interest in these "2Gen 1.0" programs waned by the late 90s due to their modest participant outcomes achieved at relatively high cost. Today's second wave of programs, "2Gen 2.0," builds on the lessons of the 1.0 wave by emphasizing much higher levels of services integration, quality, and intensity across both generations. Importantly, they monitor and improve these features through robust learning cultures and keen attention to data.

Another notable distinction between the 2Gen 1.0 and 2.0 waves is that the programs ascribed to the first wave were authorized, funded, regulated, and monitored largely at the federal level by Congress and federal agency staff. Today's 2.0 approaches are emerging across federal, state, and local levels. States are particularly active in promulgating more advanced 2Gen program models and policy innovations. As shown in Figure 2, policymakers from 23 states have passed 2Gen legislation, developed 2Gen strategies, and/ or participated in 2Gen leadership networks. At the municipal level, both city and county, examples of 2Gen efforts are also growing, either driven directly by local governments, as in the case of the Montgomery County Maryland

Neighborhood Opportunity Network or through collaborative partnerships among private and public entities, such as in San Antonio, where key partners like the United Way and the housing authority are included.

Federal-level enthusiasm for 2Gen programs has also returned in recent years, as evidenced by 2Gen grant programs such as the White House Rural Council's Rural IMPACT Integration Models for Parents and Children to Thrive Demonstration and the U.S. Department of Labor's Strengthening Working Families Initiative, as well as by 2Gen training and technical assistance efforts like the Administration for Children and Family's Systems to Family Stability Policy Academy and information memorandums "Strengthening TANF Outcomes By Developing 2Gen Approaches to Build Economic Security and Strengthening Community Services Block Grant (CSBG) Outcomes by Developing Two-Generation Approaches to Building Family Economic Security and Well-Being. Legislation that is 2Gen-

Is systems change an output or is it just a different type of outcome? I'm coming to the conclusion that it's a different type of outcome, which then requires a different type of adjective because, when you say outcomes, people immediately think individual- or population-level outcomes, so, at least internally, at NGA we've started talking about process outcomes. For example, there is aligned eligibility across programs and services. That is a very important outcome. There are still outputs associated with those. We are still trying to figure this out, but it does a disservice to undervalue process outcomes, such as changes in policy, practice, and systems.

—Sharon McGroder, former Program Director in the Economic Opportunity Division of the National Governors Association

friendly is also emerging from Congress, such as the Workforce Innovation and Opportunity Act of 2014 (WIOA), which offers states a host of opportunities to coordinate and integrate WIOA programs with services provided by other state and local agencies, such as the Temporary Assistance for Needy Families (TANF), the Supplemental Nutrition Assistance Program (SNAP), social services, and housing assistance.
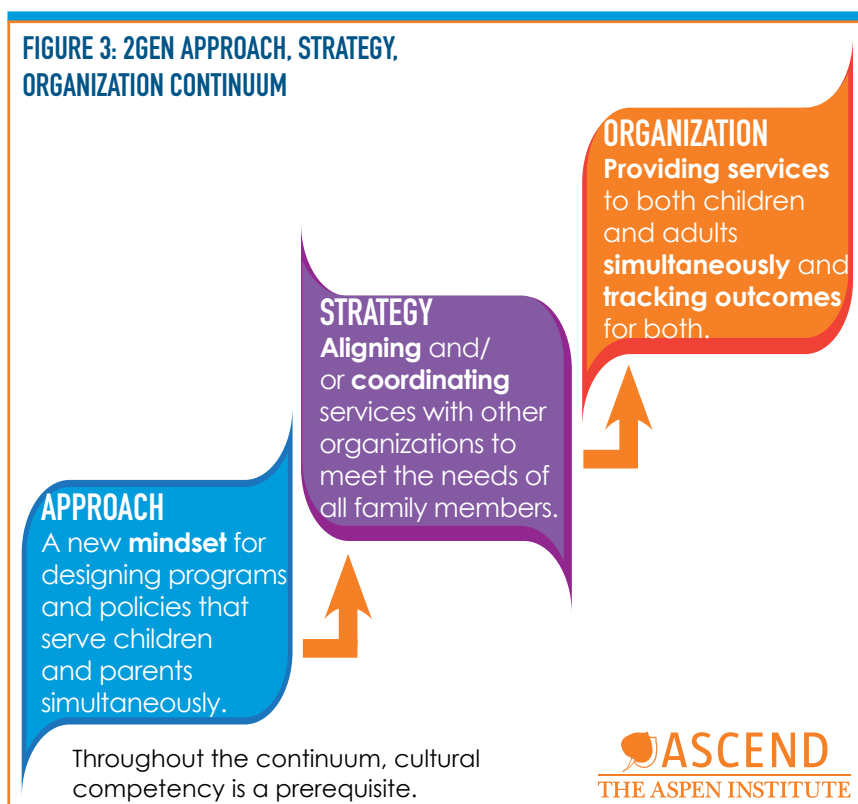
The Two Generation Economic Empowerment Act was introduced by US Senators Martin Heinrich (D-NM) and Susan Collins (R-ME) in the 113th Congress and recently reintroduced in the 114th Congress. The Act seeks to align federal systems and funding streams by creating an Interagency Council on Multigenerational Poverty to coordinate federal efforts across agencies; instituting 2Gen Performance Partnerships and 2Gen Social Impact Bonds in order to spark innovation at state, local, and tribal levels; and increase funding for 2Gen programs that use evidence-based strategies.

2GEN POLICY INNOVATION AND SYSTEMS REFORM

The "2Gen Approach, Strategy, Organization Continuum" shown in Figure 3 illustrates the developmental pathway both 2Gen practitioners and policymakers are advised to follow to achieve outcomes, particularly at the individual level (for the families and children engaged in direct services from 2Gen providers). This figure has been refined slightly in Figure 4 to show the "2Gen Approach, Strategy, Systems Continuum" that 2Gen policymakers are advised to ascend in order to achieve outcomes at the population level. Note that the organizational continuum is applicable to both service providers and policymakers since policymakers sometimes oversee services directly, but the systems continuum is applicable primarily to policymakers because it is predominantly their laws, regulations, and funding streams that shape whether or not human services systems become 2Gen conversant.

As Figure 4 illustrates, policymakers step onto the 2Gen systems continuum when they recognize the importance of establishing policies that meet the needs of parents and children together and commit to leading the way on breaking down policy barriers that currently impede multiple systems from serving whole families in an integrated way. 2Gen policymakers become strategists when they develop a comprehensive theory of systems change and start acting – through pilot programs, cross-system advisory boards, etc. – to achieve their systems-level outcomes within that framework. 2Gen systems fall fully into place once all policies, programs, and

FIGURE 3: 2GEN APPROACH, STRATEGY, ORGANIZATION CONTINUUM

ORGANIZATION
Providing services to both children and adults **simultaneously** and **tracking outcomes** for both.

STRATEGY
Aligning and/or **coordinating** services with other organizations to meet the needs of all family members.

APPROACH
A new **mindset** for designing programs and policies that serve children and parents simultaneously.

Throughout the continuum, cultural competency is a prerequisite.

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funding streams are strengthened and aligned to achieve child and adult outcomes simultaneously across the domains of education, employment, income and assets, health, and social capital.
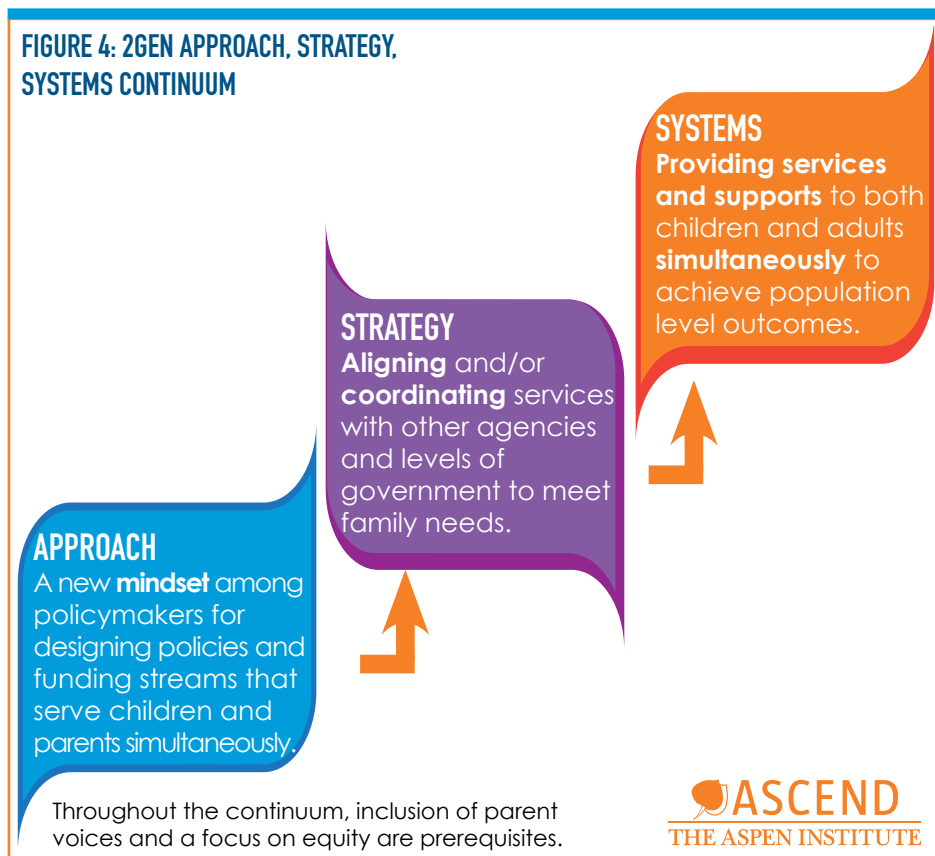
Needless to say, this last step on the 2Gen systems continuum is a long-term goal given the significant policy barriers and program fragmentation that already prevent 2Gen policymakers from getting beyond the level of strategy for even a few policy/program silos at a time. While many policymakers have become leaders in adopting 2Gen approaches and some have reached the level of advancing sophisticated 2Gen strategies, to date, no unit of government – at any level – has achieved 2Gen systems status. As explained in the context section above, it is conceivable that systems status will not become fully attainable at any level of government until government policies and funding streams come into alignment first though top-level efforts like the Heinrich and Collins legislation and other reforms pushed by state and local policymakers. However, there are still many important outcomes that policymakers can accomplish at the level of strategy in the meantime.

The following details the kind of 2Gen impact and process outcomes policymakers should target and some of the strategies for achieving them.

IDENTIFY IMPACT OUTCOMES AND THEORIES OF CHANGE APPROPRIATE FOR POLICYMAKERS

At base, both 2Gen policymakers and practitioners share an interest in

FIGURE 4: 2GEN APPROACH, STRATEGY, SYSTEMS CONTINUUM

SYSTEMS
Providing services and supports to both children and adults **simultaneously** to achieve population level outcomes.

STRATEGY
Aligning and/or **coordinating** services with other agencies and levels of government to meet family needs.

APPROACH
A new **mindset** among policymakers for designing policies and funding streams that serve children and parents simultaneously.

Throughout the continuum, inclusion of parent voices and a focus on equity are prerequisites.

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producing longer and better economic security and well-being outcomes for the children, adults, and families they serve directly through specific programs and strategies. However, because they serve, and are sometimes elected by, broad and often diverse geographic constituencies such as nations, states, cities, or counties, policymakers also care a great deal about moving population-level outcomes that are shared by these citizens and often distributed differentially across sub-groups defined by categories like gender, race, ethnicity, income, disability, etc. Unlike a program provider, who simply must demonstrate that his or her services improved the lives of enrolled participants, policymakers are held accountable for demonstrating that their policies produce overall increases in things like adult employment and child achievement rates, as well as decreases in overall poverty and child poverty rates. And, because they manage large taxpayer-provided funding streams, policymakers are often sensitive to the

The most significant change that 2Gen has brought to Washington State is that it has given us powerful communication and analytical tools to drive a more inclusive and focused conversation on the benefits of investing in kids and families. Poverty can be a polarizing topic, but when you can tap into the shared value of greater intergenerational opportunity for Washingtonians, it brings people to the table in a way it hasn't before, and keeps them coming back. The 2Gen framework is laying the foundation for a broader, more inclusive understanding of poverty throughout our communities and among the diverse people of Washington state, making it a promising and powerful tool to get better results for kids and families.

—Lori Pfingst, Chief of Policy & Programs at Economic Services Administration, Washington State Department of Social & Health Services

return on investment achieved through the policies and programs they oversee, asking, "For every dollar placed into a program or support, what monetized social benefits did society get in return?"

When it comes to 2Gen policymaking, policymakers can make better choices about which types of policy innovations and systems reform to pursue if they focus *first* on the population-level outcomes they wish to achieve **and why.** Guidance on how policymakers can go about identifying their highest priority population-level outcomes is provided in the "Create a 2Gen Research and Data Agenda" section on p. 19.

For example, Utah's Intergenerational Poverty Mitigation Act (IGPA) establishes the reduction of intergenerational poverty – as measured by the percentage of Utah adults and children living in poverty as children and into adulthood – as the defining outcome

for all policy innovations and systems changes driven by the Utah Intergenerational Welfare Reform Commission. Says the Commission's most recent annual report,

Utah's efforts to support those striving for a better future for parents and their children lies in distinguishing between situational poverty and intergenerational poverty. This important and unique distinction, developed by the state, illustrates a clear understanding that when a family is confronted by a specific incident such as a job loss, health crisis or a death of a spouse, the public safety net often effectively supports families while weathering the storm and getting back on their feet. However, for families experiencing entrenched poverty generation after generation, the safety net alone cannot provide lasting, comprehensive support on the pathway to self-reliance. In some instances, the system may be limiting opportunity, discouraging employment and prohibiting personal responsibility.

Other outcomes for the Utah initiative cut across the areas of early childhood development, education, family economic stability, and health and are tied to strategies that target both parents and children who are in or at risk of intergenerational poverty. Initiative leaders, like the governor, hypothesize that their reforms will eventually deliver return on investment by "[reducing] the need for costly public assistance programs" for children at risk of intergenerational poverty.

One conundrum embedded in the expectation that more 2Gen policies will produce cost-savings outcomes is that they may first drive up costs. This is because, as discussed below, increasing access to complementary supports for children and parents in the same family

is a fairly common process outcome of 2Gen policymaking. For example, a primary goal of the TANF program is "to end the dependence of needy parents on government benefits by promoting job preparation, work, and marriage." However, particularly for families in entrenched poverty, achievement of this goal will first require some combination of access to high-quality early care and education for children, job training and increased financial literacy for parents, and health care for the entire family. By using a 2Gen policy lens, policymakers who oversee TANF can articulate and even cost out how a sequence of increased access to public support for families — in the short and medium term — can lead to greater economic security and reduced reliance on public benefits for parents and children in the long term.

Once policymakers — at the legislative or executive branch level — know the primary types of population-level outcomes they seek to achieve, they can then develop a theory of change for their systems and a companion action plan. A theory of change for government systems is important because, ultimately, it will be the totality of the reforms that policymakers put in place that will produce 2Gen population-level outcomes, not necessarily any one policy. Here is a broad theory of change for systems posited by experts in the National Governors Association Center for Best Practices: "Adopting a 2Gen approach to serving low-income families does not necessarily require new laws, new money or new programs; rather, states can focus on aligning current policies, streamlining current practices and strengthening links among existing programs in the child- and adult-focused service delivery systems. Such changes — when taken collectively — are expected to lead to systems change."

In *MTBT 1,* we discussed the importance of 2Gen practitioners and policymakers

having an overall 2Gen Theory of Change (Figure 5). As we will discuss in the "Create a 2Gen Research and Data Agenda" section below, when creating their theory of change for systems, policymakers must first incorporate a theory of change for families and then go the extra step in considering what policy levers they might pull to make the "gears" depicted in Figure 5 turn more smoothly on behalf of whole families. For example, 2Gen policymakers can ask: What components of the system over which we have control are most important to address together in order to achieve our target family-level outcomes? What sort of cross-system partnerships might need to be forged in cooperation with other policy leaders? What key linkages or gaps will need to be addressed just above and/or below the systems level at which we operate? The answers to such questions will produce a 2Gen theory of change unique to their federal, state, or local systems context.

IDENTIFY PROCESS OUTCOMES AND STRATEGIES FOR ACHIEVING THEM

Producing longer and better outcomes at the individual family level, much less population-level outcomes and return on public investment, is a long-term process. As shown in the logic model depicted in Figure 6, 2Gen direct-service providers begin to move towards long-term outcomes when they deliver short- and medium-term impact outcomes for children, adults, and families through strategies and activities that address the needs of both generations in intentional, integrated, and intensive ways. 2Gen policymakers move toward long-term outcomes when they deliver short-and-medium-term process outcomes through strategies that produce new or streamline existing legislation, budgets, practices, rules, regulations, technical assistance and training, and integrated data practices, so they work for whole families. Beyond helping to clarify the

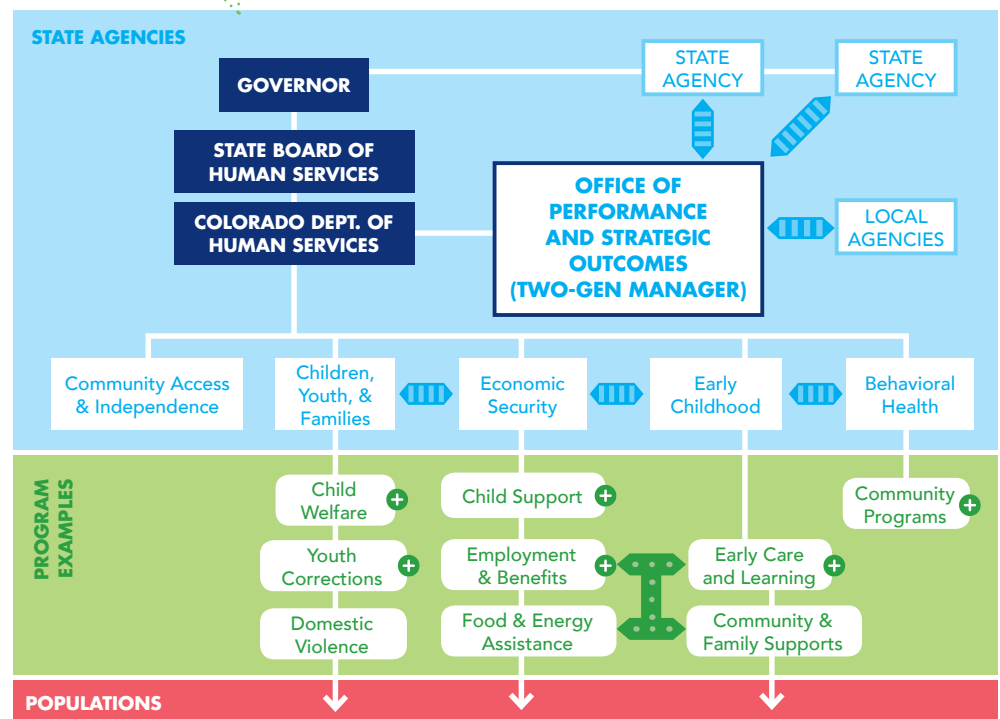## TWO-GENERATION THEORY OF CHANGE
for an increase in family economic security, educational success, and health and well-being from one generation to the next by 2018.

Early Childhood Education

Postsecondary / Workforce

Health & Well-being

Social Capital

Economic Assets

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Source: Ascend at the Aspen Institute, 2015
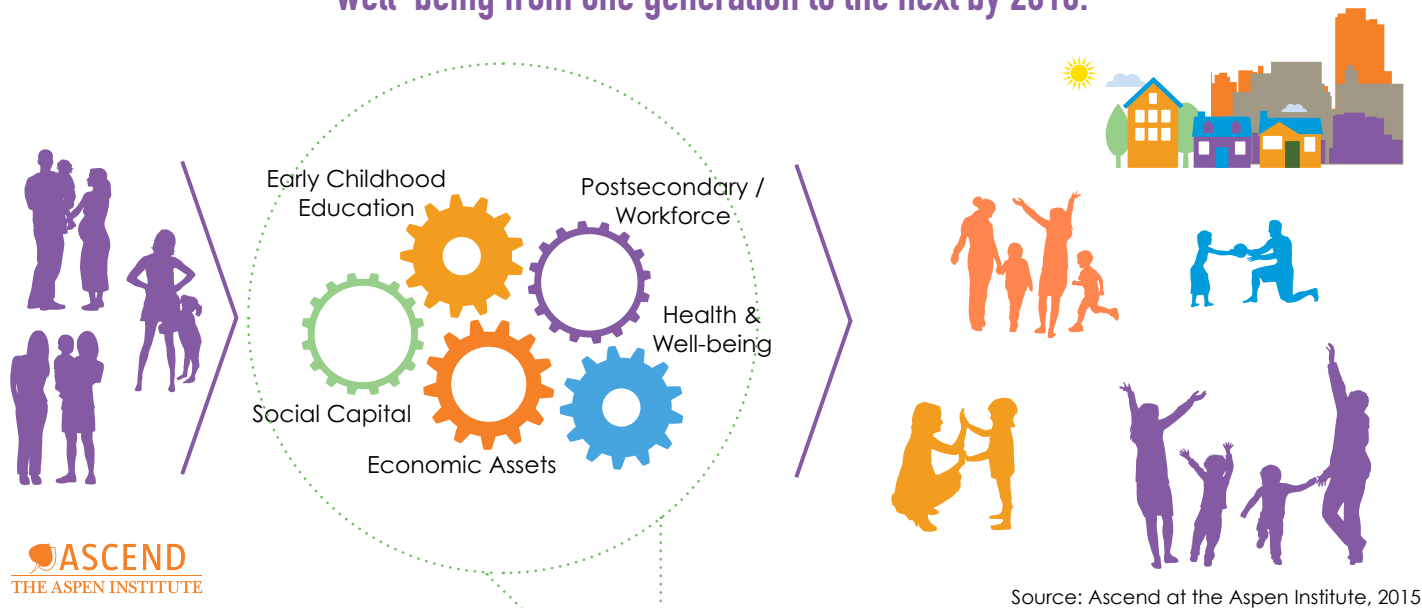
This diagram illustrates, in very broad terms, the 2Gen theory of change: a family forms; together, all members draw on education, economic supports, social capital, and health and well-being. Current and successive generations enjoy economic security and stability.

DETAIL: 2GEN SYSTEMS CHANGE IN COLORADO

Source: National Human Services Association. (2016). "The Two-Generation Framework".

STATE AGENCIES

GOVERNOR

STATE BOARD OF HUMAN SERVICES

COLORADO DEPT. OF HUMAN SERVICES

STATE AGENCY

STATE AGENCY

OFFICE OF PERFORMANCE AND STRATEGIC OUTCOMES (TWO-GEN MANAGER)

LOCAL AGENCIES

Community Access & Independence

Children, Youth, & Families

Economic Security

Early Childhood

Behavioral Health

PROGRAM EXAMPLES

Child Welfare

Child Support

Community Programs

Youth Corrections

Employment & Benefits

Early Care and Learning

Domestic Violence

Food & Energy Assistance

Community & Family Supports

POPULATIONS

KEY

Coordination via the Office of Performance & Strategic Planning

"No-Wrong-Door"

Two-Gen Special Project

FIGURE 6: SAMPLE 2GEN LOGIC MODEL FOR PRACTITIONERS AND POLICYMAKERS

Target Population	Needs & Goals	Inputs	Outputs	Short-term Outcomes	Medium-term Outcomes	Long-term Outcomes
Family Characteristics: *Needs* *Strengths* *Demographics* *Culture*	Parent Goals	Adult Interventions	Parent Participation and Engagement	**Parent:** ➤ Health and well-being results ➤ Postsecondary education and workforce results ➤ Social capital and economic assets building ➤ Parenting capacity	Longer and better individual-level results for parent, child, and family	
	Family Goals	Complementary and mutually reinforcing	Aligned	Multiplier effects	Multiplier effects across generations	
System or Policy: *Target Policy makers:* *Political executives (e.g. governors)* *Legislators,* *Other public officials* *Agency leaders* *Funders*	Child Goals	Child Interventions	Child Participation	**Child:** ➤ Health and well-being results ➤ Quality early child care and education ➤ Ready for school ➤ Academic success ➤ Stronger bond with parent	Population-level results for adults, children, and families	
	System Goals	System Inputs	System Outputs	**System:** ➤ Effective 2Gen leaders and managers ➤ Aligned 2Gen policies and funding streams ➤ Integrated 2Gen data and 2Gen learning communities	Return on investment for communities	

At the direct service level

At the policy/systems level

reforms necessary to serve whole families at once, focusing on bringing a 2Gen lens to system-level outcomes might help policymakers avoid the quantity versus quality pitfalls common to system reform efforts. When policies place too much emphasis on providing more services, quality is often compromised. When policies stress higher quality services, access for more participants is often lost. A focus on outcomes for 2Gen policies seeks to balance 'the more' against 'the better' by increasing efficiency and effectiveness within systems and for whole families. Also, adding this kind of balance will make return on investment more achievable in the long run.

It is important to acknowledge that process outcomes can be easily confused and are sometimes interchangeable with "outputs," especially when it comes to shifts in the practices of large, bureaucratic organizations. **However, this report is premised on the idea that policymakers can derive great value from understanding the ultimate policy and systems results (i.e., outcomes) they are targeting as they develop their 2Gen policy innovation and system reform strategies (the inputs and outputs).**

The types of **short- and intermediate-term** process outcomes policymakers typically seek when trying to get to policy and systems outcomes (and, ultimately, to population-level outcomes) can be grouped under three broad goals:

- Develop an effective 2Gen leadership and management culture

- Produce 2Gen aligned policies and flexible funding streams

- Create a 2Gen research and data agenda

DEVELOP AN EFFECTIVE 2GEN LEADERSHIP & MANAGEMENT CULTURE

Good leaders make other good leaders. 2Gen policy innovations and system reforms typically begin with a few high-level policy leaders who commit to exploring a 2Gen approach for the constituencies they serve. States like Utah and Connecticut first embraced a 2Gen approach at the legislative and gubernatorial levels. States like Colorado and Tennessee have spearheaded important 2Gen recalibration of existing systems under the leadership of department heads. However, the need for 2Gen leadership does not end with the originators. Challenging the entire status quo to reform long-standing policies and reorganize siloed systems into a culture of coordinated support for whole families requires substantial management fortitude and political will at all levels of government, as well as with private sector partners. In addition, leadership building efforts must be self-perpetuating. For example, in Utah, the original champion for the IGPA, Republican state senator Stuart Reid, has been out of office for three years now, but new champions – such as the state governor, other elected officials, pastors, school officials, and other advocates – carry on the work of fostering 2Gen policy innovation and systems reform.

2Gen leaders can continually foment shared learning and ownership of 2Gen policies and systems reforms by "reaching up" to the federal, legislative, and gubernatorial levels through engagement with policy influencers gathered at convenings of the National Governors Association (NGA) and venues like the federal Office of Family Assistance "Systems to Family Stability" National Policy Academy, as well as by producing tools like talking points so that a wide array of agency leaders and legislators can help their audiences make the link between parent success and

desired results for children. Often "reaching up" involves advocating for statutory authority for 2Gen approaches, as these are considered integral to sustaining 2Gen reforms and policy innovations. Interestingly, advocacy organizations and other partners recently followed the 2Gen leadership example of the Colorado Department of Human Services (CDHS) by advocating for a suite of legislative changes such as expanding access and eligibility to state child care subsidies for parents in various types of circumstances like receiving postsecondary education or working long, odd hours, as well as ensuring that 100 percent of child support payments pass directly to custodial parents enrolled in TANF, rather than withholding a share for administrative costs.

Policy leaders can also "reach across" for peer support and new leader training at forums like the Ascend 2Gen Policymakers Institute and the NGA Parents and Children Thriving Together (PACTT) 2Gen State Policy Network. They can further "reach across" to important cross-sector partners by building the 2Gen capacity of existing interagency working groups and councils and/ or forming new ones such as the Utah Intergenerational Welfare Reform Commission. And finally, they can "reach down" to ensure that agency program leads and staff, as well as nonprofit and contractual partners, are cross-trained in how to offer multiple supports to families across areas like workforce, early childhood, and health. For example, Utah has a very structured training program for their field staff and, at the administration level, rotates agency staff through different functions, to encourage program coordination and the breakdown of organizational silos.

Generally speaking, a strategy to develop effective 2Gen policy leaders and culture is composed of inputs like meetings, trainings, and tools. The outputs can be expressed as the percentage of relevant leaders, staff,

Policymaking using a 2Gen lens goes beyond just aligning policies. It's also about having policymakers be a little more cognizant of the decisions they can make, recognizing where they have room to maneuver for programs that affect families with low incomes and how they can encourage whole-family approaches at other levels of authority. Some states have been moving towards using the flexibility they already have to do things differently and to get staff to think in a family-centric way. More federal and state cooperation and communication could nudge other policymakers to explore these possibilities and unleash the potential for 2Gen approaches to help more families achieve the best outcomes.

—Monica Barczak, Director of Strategic Partnerships, CAP Tulsa [and recent Senior Advisor to the Administration for Children and Families]

and partners who receive these inputs. The outcomes are the number and type of policymakers who self-identify as 2Gen policy leaders, and perpetuate 2Gen strategies by becoming 2Gen speakers, trainers, facilitators, and participants in interdisciplinary partnerships and work groups set up to achieve the kinds of outcomes discussed in this report.

Two very important aspects of 2Gen leadership development, **which should be actively tracked,** are the mechanisms for parent input into 2Gen policies, as well as the number of leaders and trainings capable of factoring in the equity issues that too often beset families in poverty and block them from advancing economically. For example, the former Connecticut Commission on Children (now the Commission on Women, Children and Seniors) brought parents to every planning table at the departmental and legislative levels so that policymakers could directly access their unique insights.

PRODUCE 2GEN ALIGNED POLICIES AND FLEXIBLE FUNDING STREAMS

Most human services systems offer programs and supports that are bifurcated into child and adult-serving silos because they lack coordination at the policy level.

New policy frameworks, which intentionally support greater access to mobility-producing supports across generations in the same families, are a substantial outcome under this category. For example, states recently submitted their new WIOA State Plans. They were permitted to focus exclusively on workforce development programming (unified plans) or include strategies for coordinating and integrating WIOA programs with services provided by other state and local agencies, such as TANF, SNAP, CSBG, other social services, and/or housing assistance (combined plans). But even before the passage of WIOA, Utah policymakers had re-organized their One-Stop Career Centers across functions rather than by funding stream; and Texas, which has submitted a Combined State Plan for WIOA, had already laid the groundwork for 2Gen support for families by putting its Workforce Commission and regional workforce boards in control of all major workforce development funding sources, including TANF and the Child Care and Development Fund (CCDF) block grant.

Greater access to 2Gen supports is also achieved when states review and align benefit eligibility levels for children and their parents. For example, Medicaid income eligibility levels for children are 300 percent of the poverty level, while adults must be at no more than 138 percent of that level. Thus, many parents of covered children are not covered by Medicaid, making it challenging to provide services to adults whose caregiving may be compromised by the physical and/or emotional stress of poverty.

Another tangible outcome of 2Gen policymaker efforts is the production of universal intake systems or "no wrong door" application portals for families. For example, the Colorado Program Eligibility and Application Kit (PEAK) is a single point of entry online portal to check eligibility and apply for a variety of public benefits programs. Recently, PEAK was expanded from primarily adult-focused benefit programs, such as medical, food, and cash assistance, to include new services supporting young children and their families, such as early intervention, Head Start, and home visiting programs.

Reducing cliff effects is another important policy result under this area. Cliff effects occur when a beneficiary's income rises to the point at which he or she no longer qualifies for benefits, but still does not earn enough to be completely self-sufficient. So for a parent who has been receiving TANF supports, a good outcome, such as finding a job, can spark a host of bad outcomes such as loss of child care and food assistance, making the job hard to maintain. Some states, such as Minnesota, allow families to keep smaller portions of their child care and other benefits while they transition to the workplace and stabilize their household circumstances. Twenty-two states provide transitional cash benefits with time limits that range from 1 to 24 months.

Sometimes misperceptions at the government administrator or practitioner level create perceived policy barriers to family eligibility for benefits. These can be addressed simply by pursuing 2Gen strategies that produce leadership outcomes (see above), such as professional development or technical assistance to staff at the level of delivery, particularly for government or contractual caseworkers and coaches. The recent experience of the federal team supporting 2Gen Rural Impact grantees provides a good example: In

one Rural Impact site, lead agency staff believed that families with low incomes who were living in portable campers with propane heat were ineligible for federal energy assistance. After inquiring with the energy assistance program, the federal team learned that the propane prohibition was a state policy and that the state was open to considering case-by-case exceptions. Staff at another site believed that teens might be ineligible for SNAP benefits, but the federal team clarified that neither marital status nor age are relevant for SNAP eligibility; only income and living independently matter.

A very important input under this goal is the conduct of a comprehensive scan that identifies how various policies and system relationships contribute to or detract from 2Gen supports for families. Policy leaders can reference their target impact outcomes and theories of change for systems as a guide to the types and sequence of agencies and officials they should pull into such an activity. Parents or other caregivers should be asked to map their experiences of accessing and receiving services in order to bring their valuable insights into the process. The scan results themselves are a crucial output that should lead to strategies (more inputs and outputs) that produce actual changes in policies and system-level practices (the systems outcomes). See Table 1 for some sample policy and system change outcomes.

CREATE A 2GEN RESEARCH AND DATA AGENDA

No matter the level at which they operate, policymakers who wish to adopt a 2Gen approach face the same challenge community-based 2Gen 2.0 service providers do in surmounting the pitfalls of the 2Gen 1.0 wave. Integration of 2Gen program components is essential to optimal outcomes (e.g., parenting and career skills rise commensurately and in tandem with child learning and

development outcomes). This can only be achieved by policymakers who maximize the targeting, quality, and intensity of their investments through strong learning cultures and deep commitment to ongoing improvement through use of evidence, continuous learning, and data sharing across system silos.

The first short-term systems outcome policymakers should pursue under this goal is the production of an overall 2Gen theory of change (see Figure 4) and corresponding theory of change for systems that are based on research, evidence, and data. In designing its intergenerational poverty initiative, Utah policy leaders drew on a vast array of information about evidence-based programs for children and families and used existing state data to develop their knowledge base on intergenerational poverty, identifying impact outcomes targeted at very specific target cohorts of adult and child human service system participants in or at-risk of intergenerational poverty. They used this information to develop a corresponding theory and action plan for how policy innovations and systems reform will foment these outcomes.

The second key systems outcome is the creation of learning communities and data feedback loops that constantly test new policy innovations and systems reforms, allowing leaders and managers to refresh their theories of change and action plans as they go. This outcome is closely tied to the leadership outcomes discussed above. Performance measures that track dose, duration, and program-level results across generations are an important output of any activity under this goal. For example, understanding the relationship between efforts to boost child school readiness and parent workforce participation can assist policymakers to improve coordination of those systems and, in the long-term,

2Gen isn't necessarily about additional dollars; it's about the flexible use of existing dollars. There are currently HUD programs like the Family Self-Sufficiency Program, Jobs-Plus Pilots, or the Resident Opportunity & Self-Sufficiency program that you can apply for to provide services to adults, but there are no dollars through HUD to provide summer youth employment programs or college scholarships. Those are things we are doing in San Antonio under HUD's Moving to Work demonstration program, which has allowed me the extra flexibility I need to use existing funds to create a more 2Gen employment program.

—Adrian Lopez, Director of Community Development Initiatives, San Antonio Housing Authority

produce a clear articulation of benefits and costs at the family level and the systems level. Several states, such as Utah and Connecticut, have funded pilots at the local level in order to learn close-to-the-ground lessons on agency data collection and program implementation, as well as to create models for scaling up 2Gen policies. Utah specifically disaggregated statewide data by county in order to determine greatest need and then shared it with ten rural counties and two urban counties, allowing those communities to utilize the data to develop local plans to support families striving for self-reliance and increasing opportunity for their children.

The third outcome of core importance to this goal is attainment of shared and integrated data across generations in families. This outcome requires that policymakers fund and put in place robust data collection, analysis, and reporting systems, inclusive of both human and technological methods. Generally, data-sharing efforts seek to fulfill two purposes: to streamline or coordinate benefits and make the

customer experience better and more efficient, and to use data for analysis to understand what works to stimulate improvements.

Many families with low incomes, especially those in entrenched poverty, participate in two or more federal human services programs or systems such as child care, TANF, SNAP, child welfare, labor, health, and education. Yet agencies are often unable to share the data they need to effectively serve whole families. One problem is that administrators who have reasonable concerns about privacy often create unreasonably high barriers to data sharing between agencies. For example, many parents on TANF do not earn enough annually to be required to file a tax return, and others may need assistance in doing so. The EITC and the Child Care Tax Credit are important and effective tools for economic stability and mobility for TANF families. In addition, there is good evidence that these financial supports improve child outcomes like academic achievement, leading to excellent return on investment. However, in the absence of a tax return, tax credits can go unclaimed by families. Although agencies administering TANF have data on large numbers of families who are eligible for the EITC and the Child Care Tax Credit, data-sharing obstacles prevent experimenting with a simplified filing process for such families.

Likewise, policymakers are often unable to obtain data that would help them to assess the effectiveness of their efforts across generations and to make improvements. Policymakers often want more data on the combined employment, health, and early childhood outcomes of the families served through human services policies, but find that the datasets on these outcomes are cordoned off into separate agency databases. Some progress on data integration has been made in recent years. For example, the U.S. Department

of Education has encouraged states to develop Statewide Longitudinal Data Systems to "enhance the ability of States to efficiently and accurately manage, analyze, and use education data, including individual student records." Using these systems, state education agencies link an individual's preschool through higher education and workforce training records, as well as sometimes integrate data on the use of public supports, such as TANF and SNAP. Sorting through the complicated technological issues, as well as the protections in place under Family Educational Rights and Privacy Act has slowed the progress of these efforts in many states. When one considers that this is a process for integrating the data only for individuals, the reasons why integrating records for whole families is so challenging become more obvious.

Colorado, which is a front-edge 2Gen leader, is working toward agency-wide data systems that are interoperable across parent and child outcomes. An internal measurement and outcomes work group of the Colorado Department of Human Services (CDHS) undertook the following activities:

- Matching participant data across child-focused and parent-focused programs and systems

- Exploring possible strategies, resulting from matching efforts, to target certain potential/eligible customers to increase family use of economic supports (i.e., percentage of SNAP eligible children utilizing the Colorado Child Care Assistance Program and receiving SNAP benefits each month)

- Reviewing the need for standardized definitions across programs

- Reviewing tools that measure more comprehensive family outcomes & discussing the feasibility of their use across programs

- Conceptualizing measurement and outcomes related to office-level identified 2Gen strategies

CDHS currently uses an agency-wide performance management strategy called C-Stat, which captures both child and adult outcomes, but was not designed to look at the 2Gen progress of whole families. Keri Batchelder, the CDHS 2Gen Manager, acknowledges that matching participant data at the family level across actual datasets presents significant challenges, but points to how Colorado is making good interim progress toward data integration through other activities. For example, CDHS executive and office leadership, as well as program staff, recently began convening 2Gen Leadership Briefings, providing an opportunity for the Department's one-generation data to be examined through a 2Gen lens. And second, agency leaders are exploring the possibility of launching 2Gen measurement pilots in order to provide them with applied knowledge about integration data challenges and how to overcome them.

Utah has also developed strategies for surmounting data-sharing challenges. For example, under a data-sharing Memorandum of Understanding, the Division of Child and Family Services of the Utah Department of Human Services sends the Department of Workforce Services (DWS) the aggregate number

The focus [in regular C-STAT meetings] is on indicators and measurements. The focus in our 2Gen Leadership Briefings is our 2Gen work at the policy and practice level with an aim on conversations that make connections between those indicators and measurements and our 2Gen work."

—Keri Batchelder, 2Gen Manager, Colorado Department of Human Services

of individuals within each targeted IGPA cohort who have been diagnosed with certain mental health issues who were victims of abuse or who were perpetrators of abuse. This and similar agreements with the Utah Department of Health, criminal justice entities, and the Utah Data Alliance, which tracks education data, helps DWS to understand the extent of IGPA enrollment across multiple programs.

CONCLUSION

When policymakers set and pursue 2Gen policy innovations and systems reform they are responding to constituent demand. According to a 2016 survey from Lake Research, 76 percent of Americans believe that if we want to make sure children from families with low income are successful in their early learning, then we also have to invest in their parents' economic well-being. In other words, Americans support programs with a 2Gen approach, and that support is gaining strength. Today 86 percent favor such a program as a means to raise families out of poverty. Moreover, 74 percent favor the approach, even if their own taxes were increased to introduce such programs, including majorities of voters across partisan lines.

Policymakers who step onto the 2Gen Systems Continuum commit to a journey that can transform how policies, systems, and programs work together to produce positive outcomes for families experiencing intergenerational poverty. At a time when more and more Americans find it hard to move up the social and economic ladder, such work has the potential to bring about a more equitable and happy future for all families.

TABLE 1: TARGET PROCESS OUTCOMES FOR 2GEN POLICYMAKERS

GOAL	OUTCOMES	SOURCE/REFERENCE
Develop an effective 2Gen leadership and management culture	**CROSS-SECTOR**	
	Increased 2Gen capacity on existing or new policy councils to advise on 2Gen policies or oversee design of demonstration projects	Connecticut Commission on Children 2014 NCCP 2014 NGA Center for Best Practices 2016 Ascend 2016 US Department of Health & Human Services Assistant Secretary for Planning and Evaluation 2016
	More leaders and governance entities (e.g., state, department, agency) claim 2Gen label	Ascend 2016
	More 2Gen professional development opportunities (e.g., job rotation across agencies and offices)	Connolly & Olson 2012 St. Pierre 1996 Chase-Lansdale & Brooks Gunn 2014
	Parents included as core informants on what is and is not working for families across all policy and programming	Connecticut Commission on Children 2014
	2Gen leaders always use equity lens when developing policies and reforming systems	Ascend 2014
	Statutory authority gained for 2Gen approaches	National Human Services Assembly 2016
	WORKFORCE AND POSTSECONDARY EDUCATION SECTOR EXAMPLES	
	More agency and contractual career coaches trained to help participants navigate human services and meet work-family challenges	Ascend 2014
	Public-private partnerships form to use the workplace as a platform to offer 2Gen support to employees, boosting worker retention and productivity	Worklife Partnership 2017

GOAL	OUTCOMES	SOURCE/REFERENCE
Develop an effective 2Gen leadership and management culture	**EARLY CHILDHOOD AND K–12 SECTOR EXAMPLES**	
	Expanded access to 2Gen training and tools for school administrators, teachers, and staff	DCPS 2016
	Expanded workforce for 2Gen initiatives	NHSA 2015
	HEALTH AND OTHER HUMAN SERVICES SECTOR EXAMPLES	
	More partnerships among human services agencies and institutions of higher learning to bundle services for student who are parents	Ascend 2014
	Public-private partnerships form to use the workplace as a platform to offer 2Gen support to employees, boosting worker retention and productivity	Worklife Partnership 2017
Produce 2Gen aligned policies and flexible funding streams	**CROSS–SECTOR**	
	Aligned adult-child application and eligibility requirements across program silos	Ascend 2014
	Greater collaboration among federal, state, and local policymakers to allow a more efficient allocation of existing funds	Eastpoint San Antonio 2014
	Fewer "cliff effects" by ratcheting up income eligibility across various programs and/or offering transitional benefits to low-wage workers who get small raises in pay	Ascend 2014 Ascend 2017
	"No wrong door" application portal in place across more departments over time	National Human Services Assembly 2016
	More co-located adult and child services, as appropriate	Administration for Children & Families, Office of Family Assistance 2016

GOAL	OUTCOMES	SOURCE/REFERENCE
Produce 2Gen aligned policies and flexible funding streams	**WORKFORCE AND POSTSECONDARY EDUCATION SECTOR EXAMPLES**	
	More job seekers and those enrolled in postsecondary education and training eligible for and co-enrolled in other benefits, like child care	Ascend 2014
	Local policymakers contribute additional funds to state and federal workforce development programs to make them more 2Gen friendly	COSA 2016
	Pell grants and state financial aid offered to parent students on a 12-month basis	Ascend 2014
	Combined WIOA Plan adopted	Ascend 2016
	EARLY CHILDHOOD AND K–12 SECTOR EXAMPLES	
	Early Head Start–Child Care partnerships extend Head Start family support practices to more child care providers	HHS 2017
	Increased Access to the federal Child Care Access Means Parents in School Program	Ascend 2014
	More Community Schools established in high-need places	National Human Services Assembly 2016
	HEALTH AND OTHER HUMAN SERVICES SECTOR EXAMPLES	
	Maternal, Infant, and Early Childhood Home Visiting flexible funds used to create innovative career pathways for parents	Ascend 2014
	Child welfare services increasingly linked to workforce, early childhood, housing, and/or health/mental health programs and services	Annie E. Casey Foundation 2014
	Child support services increasingly linked to workforce services for non-custodial parents	National Human Services Assembly 2016

GOAL	OUTCOMES	SOURCE/REFERENCE
Create a 2Gen research and data agenda	**CROSS-SECTOR**	
	2Gen Theories of Change for families and systems identified	Ascend 2015 NGA Center for Best Practices, 2016
	Target family-level outcomes clearly identified to inform systems change	Ascend 2015 Utah's Intergenerational Welfare Reform Commission 2015
	Families "journey map" their experiences with accessing and receiving services across generations to inform 2Gen policy improvements	U.S. Department of Health & Human Services Assistant Secretary for Planning and Evaluation 2016
	Continuum of shared measures and standard definitions of services across agencies conceptualized	Ascend 2016
	Learning communities, local pilots, and rigorous evaluation inform overall policy and measurement lessons	National Human Services Assembly 2016 Administration for Children & Families 2016
	Various levels of data sharing achieved on a continuum from work group analysis to partial or full data systems integration	Ascend 2016 National Human Services Assembly 2016 Administration for Children & Families 2017
	Data-sharing agreements established across state agencies and/or programs	Utah's Intergenerational Welfare Reform Commission 2016
	EARLY CHILDHOOD AND K–12 SECTOR EXAMPLES	
	Increased collection of population-level data on family and child development	UCLA Center for Healthier Children, Families and Communities 2014
	HEALTH AND OTHER HUMAN SERVICES SECTOR EXAMPLES	
	State SNAP E&T (Employment & Training) and SNAP-ED (Education) programs maximize use of best practices for improving family employment and nutrition outcomes.	National Human Services Assembly 2016 Connecticut Commission on Children 2014

Please note that this Outcomes Table offers outcomes for 2Gen policymakers, drawing on the work of researchers, evaluators, and practitioners within the existing 2Gen literature base. The sources noted typically discuss strategies for getting to 2Gen policy innovations and systems reforms, which we have reframed (sometimes through inference) as policy- and systems-level outcomes policymakers might seek in each of the three goal areas. Some outcomes can be measured quantitatively, and others reflect the achievement of binary or successive milestones.

GLOSSARY OF TERMS FOR 2GEN EVALUATION

Two-Generation Approach
A mindset for designing programs and policies that serve children and parents simultaneously. For example: an adult education program designed to provide quality care for young children.

Two-Generation Organization
An organization that provides services to both children and adults simultaneously and tracks outcomes for both. For example: an adult education program tracks the education gains of participants while tracking the attendance of Head Start children.

Two-Generation Strategy
A plan or program to coordinate services with other organizations to meet the needs of all family members. For example: an adult education program coordinates services with Head Start to offer parents classes at the same time that children attend the Head Start program in addition to providing quality child care for younger siblings in collaboration with local child care provider.

Activities
Activities are what a program does with available resources that are the intentional part of the program implementation, including processes, events, and actions (Pell Institute 2015).

Career Advancement
The process of increasing authority, responsibility, and compensation in the workplace over time, typically achieved through gaining additional education, training, certification and experience in a particular field, e.g., healthcare. An individual may advance their career through a series of jobs with one or more employers over time.

Career Pathways
Programs that offer adult learners portable, stackable credentials for specific occupations in high demand industries, while providing a number of supports services to assist adults in overcoming barriers to their professional success.

Child-Focused
An intervention that is primarily focused on the child, ages birth through 18. For example, early childhood care and education and/or after school care.

Cliff Effect
The phenomenon that occurs when the rise of income of a social welfare beneficiary results in a steeper decline of benefits, which leaves the beneficiary financially worse off (Abelda & Carr, 2017).

Complementary
Serving to enhance or emphasize the qualities of each other. For example, a Reading is Fundamental book distribution is complementary to a summer reading program for young children.

Comprehensive Services
Service delivery systems that identify family strengths and needs and connect families with a wide range of relevant services and supports.

Continuous Improvement

A process of continuous evaluation and learning that practitioners implementing a program use to change and improve programs, services, and outputs over time. Strong performance management and an organizational learning culture are essential to continuous improvement.

Cultural Competency

Culturally competent programs and services are respectful of and responsive to the unique combination of cultural variables—including ability, age, beliefs, ethnicity, experience, gender, gender identity, linguistic background, national origin, race, religion, sexual orientation, and socioeconomic status—that the service provider, individual clients and families bring to interactions.

Economic Opportunity

Developing pathways for parents to become financially secure and support their children's healthy development and academic success. For example, connecting low-income families with early childhood education, job training and other tools such as financial coaching to provide information on how to create and use budgets, manage checking accounts, access credit scores, repair credit, pay off debt, and save for the future.

Economic Security

When families are able to obtain jobs paying good wages and build both short- and long-term assets that allow them to consistently meet their daily living expenses, support their children's healthy development and academic success, while building assets to enable them to handle unanticipated expenses or a temporary loss of income over time.

Economic Stability

When families can meet their daily living expenses and build and protect financial assets that will enable them to handle unanticipated expenses or a temporary loss of income over time.

Evaluation

For the purpose of two-generation projects, evaluation means the systematic investigation of the implementation and effectiveness of two-generation programs in achieving program objectives.

Evidence-Based

The degree to which an activity, intervention, program or strategy is based on rigorous evaluation research, typically an experimental or quasi-experimental evaluation of more than one effort that has been peer reviewed and determined to generate unbiased estimates of the causal relationship between the intervention and the outcomes of interest.

Evidence-Informed

An activity, intervention, program or strategy that has been pilot-tested with a rigorous implementation and outcomes evaluation. These types of evaluations are used to help develop and refine interventions prior to a full impact evaluation.

Family

The definition of family varies within the different health and human services systems a family may access. The two-generation model views family as a child or children and the individuals parenting the child or children. Individuals in a child's life who fulfill the parenting roll may be grandparents, aunts and uncles, foster parents, step-parents and others.

Family Capacity

The ability of the family to function in any number of areas, e.g., financial, emotional, communication, and problem-solving.

Family Engagement

A holistic approach to incorporating the families' experiences, capabilities, goals and values into an on-going, strengths-based partnership between the family and service providers.

Family-focused

Primarily focused on the family as a whole.

Family Income

The sum of all cash resources that all members of a family receive in a specified period of time, including earnings, interest, cash welfare, and other sources. Family income does not include in-kind contributions (free room and board, SNAP, or gifts from other family members).

Family Well-Being

A measure of how well family members are doing at a point in time, including measures of the stability and quality of relationships between family members, as well as their financial resources, physical and mental health, and housing.

Home Visiting Program

Home visiting, as a primary service delivery strategy, offered on a voluntary basis to pregnant women or families parenting children birth to age 5.

Impact

Impact is the demonstrable effect of an intervention measured relative to a limited or no-services counterfactual. Examples include an improvement in a family's well-being, household earnings/income, or health status (Pell Institute 2015).

Impact Evaluation

Impact evaluation seeks to determine through experimental and quasi-experimental design the extent to which an intervention changes an outcome for participants versus control or comparison group members. Impact evaluations measure the program's effects and how well its goals were attained.

Implementation Study

An implementation study describes the process of program implementation, the factors that affect it, and whether the program has been administered as envisioned.

Inputs

Resources available and dedicated or used by the program/services (Pell Institute 2015).

Integration

For two-generation programs, integration refers to the intentional program design that ensures the intergenerational service delivery of supports overlap as often as possible. For example, if a parent enters into an employment program that requires flexible hours, the child care services are also flexible (Corporation for Enterprise Development 2015).

Intergenerational Education
Education designed to achieve intergenerational payoffs by specifically targeting parent/caregiver education in addition to child education (Haskins 2014; Kaushal 2014).

Interoperable Data Systems
Information technology that enables multiple agencies to collaborate by sharing and linking data with the purpose of improving their operational efficiency for enhanced client service and outcomes (HHS 2014).

Learning Culture
A set of organizational values, conventions, processes, and practices that encourage individuals—and the organization as whole—to increase knowledge, competency, and performance.

Logic Model
A systematic and visual way to present and share understanding of the relationships among the resources for operating a program, the activities planned, and the changes or results the program hopes to achieve. W.K. Kellogg Foundation 2004). Logic models graphically illustrate the components of a program goal through clearly identifying outcomes, inputs and activities (Clark and Anderson 2004).

Multiplier Effects
Larger, longer-lasting outcome effects produced by the interplay of simultaneous parent/caregiver and child services and their resulting outcomes.

Mutual Motivation
Parents and children experience "mutual motivation" when service delivery systems are integrated to support the well-being and success of both parents and children. For example, when parents experience their child learning and being cared for in a quality early childhood setting, this may motivate parents to fulfill their own educational and career goals (Chase-Lansdale & Brooks-Gunn, 2014; Sommer et al., 2012).

Mutual Reinforcement
Mutually reinforcing activities ensure that the significant efforts and activities of collaborators are aligned towards achieving a common agenda and shared measures (Collaboration for Impact, 2015).

Outcomes
The knowledge/insights, skills, attitudes, and behaviors that are targeted and thus expected to be achieved by a program.

Outcome Measure
A systematic way to assess the extent to which a program has achieved its expected results.

Outputs
The direct result of an activity or service provided to a program beneficiary. For example, this may include training of teachers, afterschool mentoring for school age students, or enrollment in an education program (Pell Institute 2015).

Parent
The individuals in a child's life who fulfill the parenting roll including parents, grandparents, aunts and uncles, foster parents, step-parents, and others.

Parenting Capacity
The ability of parents to meet the health, safety, and developmental needs of their children. Parenting capacity is not seen as fixed, but as undergoing constant change dependent on the circumstances facing parents and their children at any given moment in time (White 2005).

Parent Engagement
An on-going, reciprocal, strengths-based partnership between parents and a program, focused on improving the well-being of their children.

Parent-Focused
Primarily focused on the parent/caregiver, e.g., adult education or occupational skills training.

Performance Management
The use of ongoing evaluation of program efficiency and effectiveness through the process of establishing and clearly communicating performance standards and expectations to staff, observing and providing feedback to create efficiencies and to increase effectiveness (UCSF Human Resources 2014).

Pilot Testing
A small study conducted in advance of a planned project, specifically to test aspects of the research design and to allow necessary adjustment before final commitment to the design (Association for Qualitative Research, 2014).

Population-Level Outcomes
The degree of achievement of a certain population in a particular area-factor, e.g., mortality rate in health, high school graduation rate in education, etc. (Vermont Agency of Administration 2016).

Process Outcomes
An entity's practices and tools developed for the purpose of achieving its goals (Baird 2017).

Promising and Emerging Practices
Promising Practices include practices that were developed based on theory or research, but for which an insufficient amount of original data have been collected to determine the effectiveness of the practice.
Emerging Practices include practices that are not based on research or theory and on which original data have not been collected, but for which anecdotal evidence and professional wisdom exists. These include practices that practitioners have tried and claimed effectiveness (Kentucky Cabinet for Health and Family Services, 2015).

Randomized Control Trial (RCT)
The primary goal of conducting an RCT is to test whether an intervention works by comparing it to a control condition, usually either no intervention or an alternative intervention. In an RCT, participants are assigned to treatment or control conditions at random (i.e., they have an equal probability of being assigned to any group) (Evidence-Based Behavioral-Practice 2007).

School Readiness
School readiness describes the capabilities of children, their families, schools, and communities that will best promote student success in kindergarten and beyond. Each component – children, families, schools and communities – plays an essential role in the development of school readiness by promoting the physically, cognitively, and social and emotional healthy development of children (Virginia Department of Education, 2012).

Self-Sufficiency
A measure describing how much income families of various sizes and compositions need to make ends meet without public or private assistance in the communities where they reside. A measure of income adequacy that is based on the costs of basic needs for working families: housing, child care, food, health care, transportation, and miscellaneous items, the cost of taxes the impact of tax credits, as well as emergency savings required to meet needs during a period of unemployment or other emergency (Bell Policy Center 2011).

Sequence
The ordering of events and activities in a logical order. For example, a program will determine what sequence outcomes across generations will follow (e.g., access to reliable transportation may come before parent employment).

Social Capital
The collective value of all social networks including family, friends, coworkers and others, and the inclinations that arise from these networks to do things for each other (Sommer, Sabol, Chase-Lansdale, Small et al., 2015).

Systems-Level Outcomes
Policies and structures put in place to impact service recipients (Claes et al. 2015).

Theory of Change
A theory of change is a tool for developing solutions to complex problems. A basic theory of change defines long-term goals and then maps backward to identify preconditions necessary to achieve the goal.

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One Dupont Circle, NW, Suite 700
Washington, DC 20036

ascend.aspeninstitute.org

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