



An Evaluation of Family Economic Success – Early Childhood Education: Findings from a Two-Generation Approach

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Table of Contents

Introduction	1
A Two-Generation Approach and Evaluation.....	4
Reflections on What Was Learned and Conclusion	15

List of Exhibits

Exhibit 1. FES-ECE Site Overview.....	3
Exhibit 2. Three Pillars Guiding the Foundation’s Approach to FES-ECE	4
Exhibit 3. Hypothesized Short- and Midterm Outcomes	4
Exhibit 4. Breakdown of Families Served by FES-ECE Site.....	5
Exhibit 5. Number of FES-ECE Staff by Site	11
Exhibit 6. Overview of FES-ECE Financing by Site (2015 – 2016 academic year).....	14

List of Appendices

Appendix 1. Methodology.....	18
Appendix 2a. Evaluation Logic Model Prepared as part of the evaluation by James Bell Associates	21
Appendix 2b. Atlanta Logic Model	22
Appendix 2c. Garrett County Community Action Committee Logic Model.....	23
Appendix 2d. Educational Alliance, New York Logic Model.....	24
Appendix 3a. Garrett County’s Crisis to Thriving Scale Short Form. 5 Primary Domains. (GCCAC; revised 8/14/14)	25
Appendix 3a. Cont’d: Crisis to Thriving Scale Long Form. 10 Additional Domains. (GCCAC; revised 8/14/14)	26
Appendix 3b. The Atlanta Bridge (Adapted from Crittenton Women’s Union Bridge to Self Sufficiency)	29
Appendix 3c. Educational Alliance Self-Sufficiency Bridge	31
Appendix 4. Key Frontline Staff, Supervisor and Management Activities, by FES-ECE Site.....	32

An Evaluation of Family Economic Success – Early Childhood Education: Findings from a Two-Generation Approach

Introduction

The Annie E. Casey Foundation (Foundation) is dedicated to bringing brighter futures to all children with a particular focus on improving the lives of children and families at risk of poor educational, economic, and social outcomes. According to the Center for Poverty Research at the University of California, Davis, one-third to one-half of children who are poor for a substantial part of their childhoods will be poor as adults.¹ The goal of two-generation programming² is to serve both parents and children in an integrated way and break the cycle of intergenerational poverty (i.e., continuing the poverty experienced as a child into adulthood). In 2013, as part of its two-generation portfolio, the Foundation provided 3 years of programmatic and evaluation support for three Family Economic Success – Early Childhood Education (FES-ECE) projects:³

- The Atlanta Partnership (Educare Atlanta and The Center for Working Families); Atlanta, Georgia
- The Educational Alliance; New York City, New York
- Garrett County Community Action Committee; Oakland, Maryland

Programmatic grants promoted two-generation approaches that brought together (1) high-quality early education and early supports for children; (2) supports to improve the executive function, confidence, and care-giving skills of parents and other caretakers; and (3) family economic supports.

FES-ECE was not a one-size-fits-all approach. Flexibility in program design was necessary because each site started from a different place in organizational context and the development of FES-ECE programming. They all relied on different partnerships and brought distinct experiences on how to integrate family economic and care-giving skills supports. The Atlanta Partnership, for example, was new to two-generation programming, whereas Garrett County with a previously developed strategic plan reorganized its service delivery structure to support its approach. Exhibit 1 highlights differences in organizational structure, population demographics, and economic support service integration. Additional information about the sites is provided in text boxes later in this brief. The Foundation funding allowed for site-specific tailoring to service delivery.

Each FES-ECE site based its program on the local economy, available services, and the needs of the families in its community. All three sites had an established Early Head Start and Head Start program offering high-quality early education and supports for children, yet they had distinct strategies for improving the care-giving skills of caretakers and strengthening the family economic situation. Short-term program goals and outcome measures reflected these differences.

¹ Research on the Children & the Intergenerational Transmission of Poverty. (n.d.). Retrieved from <https://poverty.ucdavis.edu/children-intergenerational-transmission-poverty>

² “Program” is used in this brief as a generic term, since a two-generation approach can be implemented in many different contexts and forms, including the integration of multiple programs; from Harper Browne, C. (2017). *Strategic Evidence Building for Two-Generation Approaches*. Retrieved from <http://www.aecf.org/resources/strengthening-the-foundation/>

³ A fourth site, CAP Tulsa, received programmatic funding through the Annie E. Casey Foundation FES-ECE project but did not participate in the evaluation described in this report.

After the FES-ECE sites were awarded small programmatic grants, they worked with Foundation consultants to build capacity to use data and participate in an evaluation. The consultants assessed the data capacity to inform data collection efforts. Because the sites were at different points in the development of their approaches and had different priorities, there were variations in the data collected and used. Ultimately, a developmental evaluation (see text box) was conducted from 2013 to 2016 to describe the families served and how the programs operated.

This brief summarizes how two-generation services were shaped, and what lessons were learned, and how three diverse sites evolved and implemented services. It is organized according to the following questions:

- Who was served?
- How was data collected?
- How were family needs assessed?
- What services were provided?
- How did sites know if services were meeting family needs?
- How did sites staff and manage two-generation service delivery?
- What did it cost to deliver these services?

The programs evolved within a complex organizational setting. Therefore, the Foundation invested in learning about the operations and systems needed to integrate a two-generation approach in the communities. This brief contains site-specific examples and cross-site findings to inform program operators and future evaluations.

Developmental Evaluation

“Developmental evaluation” is a term that describes an evaluation approach that meets the needs of social innovators working in a complex setting. As the innovation evolves, outcome measures can change, and real-time data can be used to inform decision making and program improvement. The FES-ECE evaluation is considered developmental due to (1) the two-generation innovation at the sites, (2) dynamic environments in which they operate, (3) the community and system partnerships supporting the approach, and (4) the use of evaluation data to inform decision making and program implementation. [Developmental evaluations](#) can help answer questions, such as—

- What is emerging as the innovation takes shape?
- What do initial results reveal about expected progress?
- How have different values, perspectives, and relationships influenced the innovation and its outcomes?
- How is the larger system or environment responding to the innovation?

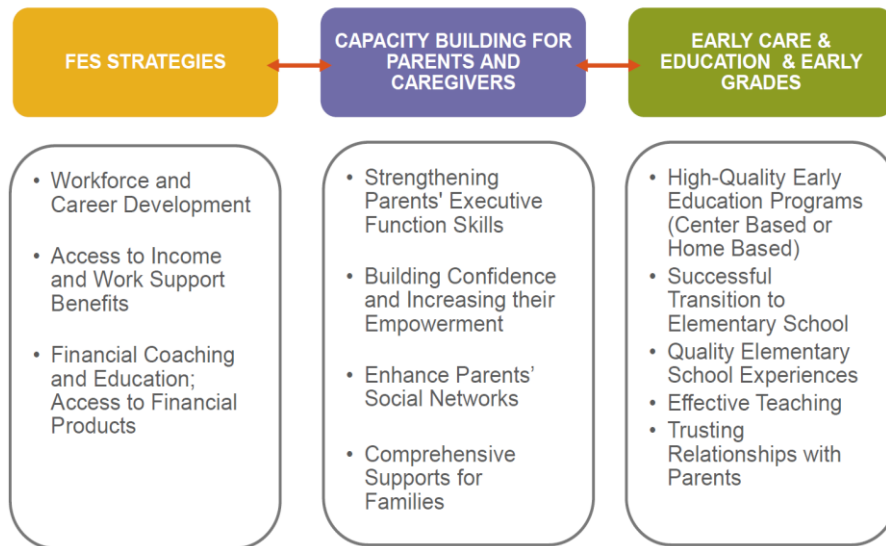
Exhibit 1. FES-ECE Site Overview

	<p>The Atlanta Partnership-Educare Atlanta and The Center for Working Families (TCWFI)</p> <p>Atlanta, Georgia</p>	<p>Educational Alliance</p> <p>New York City, New York</p>	<p>Garrett County Community Action Committee</p> <p>Oakland, Maryland</p>
Organizational Structure	Partnership between a family economic service agency and an Early Head Start/Head Start (EHS/HS) agency	Family-centered agency providing EHS/HS services and family economic supports	Single agency with multiple divisions and partners providing EHS/HS and other social services
Demography	Urban, 100 percent African American	Urban; 1 st generation Chinese immigrants, African American, Hispanic	Rural; 97 percent White, Non-Hispanic
Integration of Family Economic Supports	<p>TCWFI staff provided work supports and asset building services and trained Educare staff to help move families toward economic success.</p> <p>Services were integrated using a joint enrollment process and meetings between staff from both partners and parents—“bundle meetings.”</p>	<p>Family Advocates were trained in financial literacy and provided most of the services and referrals for additional support (e.g., language, education, housing).</p> <p>Job titles and descriptions were revised, and a college advisor position was added.</p>	<p>Family Support Coordinators received training to provide economic services and referred families to internal divisions for specialized services.</p> <p>An asset development division was created to support family economic services, and a Service Coordination division supported integration efforts.</p>

A Two-Generation Approach and Evaluation

FES-ECE was guided by the following principle: *If a program simultaneously combines targeted family economic supports, parental skill building, and high-quality early education for children, then it will achieve significantly better outcomes for both parents/caregivers and children when compared to the outcomes achieved by single-generation programs primarily operating independently.* Within this context, FES-ECE sites had the autonomy to design and deliver two-generation programs to meet the needs of their communities. For example, one of New York City’s (New York) long-term stated goals was for parents to graduate from college, whereas Garrett County emphasized the desire for parents to have increased confidence and control over their own lives. The Foundation expected sites to address three key program components, referred to as pillars, of their two-generation approaches: (1) family economic support strategies, (2) parent capacity building, and (3) early care and education (see Exhibit 2). Sites also addressed interconnected and intergenerational challenges within families; linked systems, services, and programs; and supported partnerships that went beyond service referrals to integrated service delivery systems.

Exhibit 2. Three Pillars Guiding the Foundation’s Approach to FES-ECE



Across the three pillars, specific short- and midterm outcomes were hypothesized to guide site development during the 3-year grant period (Exhibit 3).

Exhibit 3. Hypothesized Short- and Midterm Outcomes

Short-term outcomes

1. Children make progress on social, emotional, cognitive, and physical development.
2. Parents increase self-efficacy and show progress on measures of depression, family stability, and parenting.
3. Parents develop skills, increase education, obtain employment, and improve financial status.

Midterm outcomes

1. Children are ready for kindergarten and subsequently make progress on schedule in the early school years.
2. Parents show improved mental health, parenting, and family stability.
3. Parents improve income, education, and financial stability.

The Foundation invested in a developmental evaluation to learn about the feasibility of implementing a two-generation approach and better understand how organizations and systems needed to change to work with families, as opposed to children and adults separately. The evaluation included implementation, cost, and descriptive outcome studies. An independent evaluation team conducted interviews, focus groups, and analyzed data captured through site management information systems (MIS). (For more details on the study methodology see Appendix 1.)

Due to the unique elements (e.g., staffing structure, community resources, family needs) of each site, the short study period, and the limitations of the data, the evaluation was not able to report on the full set of short- and midterm outcomes identified in Exhibit 3. Appendix 2 contains the evaluation and site-specific logic models which describe the specific short- and midterm outcomes pertinent to each site. Despite limitations, the evaluation contributes to our understanding of the evolving field of two-generation programming. It answers questions about how services can be delivered and about the organizational capacity and resources needed to implement a two-generation approach.

Who was served?

Families were the primary “service unit” for all sites. A family was defined as one parent receiving capacity building and/or economic support services and one child (aged 0 to 5 years) simultaneously receiving early childhood education services. The sites targeted the families of children in their Early Head Start and Head Start programs. Two-generation program leaders need to understand the composition and demographic characteristics of the families they serve while striving to improve family outcomes.

Families

Sites collectively served 593 families during the study period. Most families had one child and one parent; up to 20 percent of the families had more than one child under the age of 5 and engaged in Early Head Start or Head Start. The Atlanta and New York sites served more children than adults. The number of families, children, and parents served is presented in Exhibit 4.

Exhibit 4. Breakdown of Families Served by FES-ECE Site

Site	Families	Parents	Children
Atlanta	110	111	132
New York	238	257	269
Garrett County	245	291	289

Family composition among FES-ECE participants varied significantly across the sites. The New York and Garrett County programs, for example, served a mix of married- and single-parent households. In New York, 36 percent of parents were married and in Garrett County 46 percent. In Atlanta, 88 percent of families were led by a single-parent, most often a mother.

The families served also varied by race and ethnicity. The New York site was the most racially and ethnically diverse. Many of these parents were immigrants from Asia or Central or South America. The families participating in New York were Hispanic (47 percent), Asian (38 percent), and Black/African American (9 percent). Whereas the Atlanta site was 100 percent Black/African American, the Garrett County site was predominantly White.

Parents

The sites served a mix of parents of different ages, levels of education, and employment status. All of the parents served were over the age of 18, most being between the ages of 25 and 34. Parents in Garrett County tended to be younger than those served in New York or Atlanta.

More than half of the parents had at least a high school diploma, although 37 percent of parents in New York did not graduate from high school or have a General Equivalency Degree (GED). Parental employment also varied by site. Sixty percent of parents in Atlanta, 58 percent in Garrett County, and 40 percent in New York were employed while they were involved in two-generation services.

Children

The children involved in two-generation programming were under the age of 5. Each site offered a mix of center-based (e.g., childcare or Early Head Start) services for infants and toddlers and Head Start and prekindergarten for children of ages 3 to 5 years. In New York, Educational Alliance engaged children and families in home-based services (e.g., home visiting). These services were available to families in Garrett County in collaboration with the county health department. Children at all sites were assessed and screened for a variety of measures associated with healthy and positive child development. Screenings measured health (e.g., vision, dental), social development, and school readiness. The sites used the following child development assessment tools:

- Bracken School Readiness Assessment – The Atlanta Partnership, Atlanta, Georgia
- Teaching Strategies Gold assessment – The Educational Alliance, New York City, New York
- Work Sampling System⁴ assessment – Garrett County Community Action Committee, Oakland, Maryland

Nearly all of the children served by the programs in Atlanta and Garrett County spoke English as their primary language whereas less than half (46 percent) of the children served in the New York program spoke English (38 percent spoke an East Asian language and 14 percent spoke Spanish as their primary languages). On average, 10 percent of children (8 percent in Atlanta, 10 percent in New York, and 12 percent in Garrett County) had learning disabilities or developmental delays, as measured by eligibility for school-age children to have an Individualized Education Program (IEP) or young children (under age 3) to have an Individual Family Service Plan (IFSP).

Engaging Families in Services

Learning about which families participated and in what services they participated can help the field better understand strategies to move families toward economic self-sufficiency. Although service offerings and participation varied by site, the evaluation found more than 80 percent of the families in the Garrett County and Atlanta sites participated in coaching and parent support services. In addition, 68 percent of the families in New York and 83 percent of families in Garrett County participated in financial-related services. The evaluation revealed that families with

Head Start/Early Head Start Snapshot

Head Start and Early Head Start programs support the comprehensive development of children from birth to age 5 in centers, child care partner locations, and in their own homes. Head Start services include early learning, health, and family well-being.

Source: Office of Head Start, ACF

⁴ This tool was commonly used in Maryland because it aligned with the state Pre-K standards for school readiness.

What Does It Mean to Participate in Two-Generation Programming?

Garrett County defined its population as all Head Start and Early Head Start families who receive assessments, goal planning, and budgeting at enrollment.

In New York, parents of children in the Head Start program could self-select into services based on their interests in an adult education offering.

In Atlanta, parents of children in Head Start and Early Head Start were required to participate in parent capacity building and family economic support services and to meet monthly with staff.

two or more children in the two-generation program were more likely to receive one or more adult services. The evaluation did not examine *why* this happened, but it does indicate the diverse nature of sites and services involved.

Parental employment and education may also influence participation. In the New York and Atlanta sites, having at least one parent employed predicted receipt of family services. However, in Garrett County receipt of family services was less likely if one parent was employed and more likely for families in which the mother had at least a bachelor's degree. Although the evaluation does not explain these correlations, they are important as service providers consider how best to target and engage families in two-generation programming in their own communities.

How was data collected?

Two-generation services are designed to serve the entire family and thereby exceed what can be achieved through separate

services for parents and children. This section describes how the FES-ECE sites developed MIS and data collection procedures to examine family-level measures. This was a significant system change for the sites, which previously measured and tracked child and parent services separately. Prior to funding, for example, New York relied on a complicated system of spreadsheets and separate data systems for adults and children. The site implemented a new data management system and provided extensive training to staff to track family-level outcomes. Similarly, the Atlanta site adopted a new MIS to support integration between the two partner agencies. Garrett County also used two data systems during the grant period, and staff reported that entering data into both systems was duplicative. Changing and adapting how data was collected was a significant shift in business operations.

The Foundation provided training and technical assistance (TA) to build data capacity at each site and support the ability to measure family-level outcomes. An important tool for the project was a data dictionary. The data dictionary was developed in 2014 after TA providers assessed data capacity at each site. The tool defined and standardized the variables (e.g., participant demographics, services, assessments) submitted. Site staff used the data dictionary to understand the data required by the evaluation and to guide the capacity building required to have an automated means to collect, assemble, and report information.

How were family needs assessed?

Family-level progress was measured by scales assessing several domains (i.e., housing, health care, child development, employment, support networks) or areas where programs wanted to strengthen families. Garrett County used the self-developed Crisis to Thrive scale. For each domain, families were scored from 1 to 10; a score lower than 2 indicated the family was in crisis, and a score higher than 9 indicated the family was thriving. Similarly, the Atlanta and New York sites adapted the 10-domain EMPATH Bridge to Self-Sufficiency® scale (previously known as the Crittenton Women's Union Family Bridge to Self-Sufficiency). Families were assessed on a scale from 1 to 4 where a score of 1 indicated a growth area, and a score of 4 indicated family strengths. Appendix 3 includes the scales in detail.

Snapshot of Garrett County	Snapshot of Atlanta	Snapshot of New York
<p><i>Garrett County Community Action Committee, Oakland, Maryland – Garrett County reorganized its agency and changed staff job descriptions to align with a two-generation approach to serving families. The process began with a comprehensive strategic plan in 2008 to integrate services and help families move to self-sufficiency. Garrett County is a rural community with few social service providers. Its two-generation approach includes partnerships with five agencies that provide health, mental health, and employment services.</i></p>	<p><i>The Atlanta Partnership, Atlanta, Georgia – A partnership between Educare Atlanta and The Center for Working Families, Inc. (TCWFI) is designed to address comprehensive needs of children, parents, and families. Although the organizations have served many of the same families and worked in close proximity, the partnership was officially established as part of FES-ECE. Families served reside in a specific neighborhood that met TCWFI eligibility requirements and received a subsidy to participate in early childhood services at Educare Atlanta.</i></p>	<p><i>The Educational Alliance, New York City, New York – The Educational Alliance serves primarily immigrant families who live in Manhattan’s lower east side. The agency launched its two-generation approach around 2011 with a focus on moving the entire family out of poverty through participation in higher education. Known as the College Access and Success Program, primary partners are institutions of higher education.</i></p>

The Crisis to Thrive and Family Bridge assessment tools informed program staff of family needs. These tools were administered to families on an on-going basis as determined by program staff. Not all the scales were completed for all participants. The assessments helped staff conduct family goal-setting and worked to improve overall family well-being. Progress was tracked through the adapted MIS. In Garrett County and Atlanta, assessments were conducted at a minimum of two points in time. Families who completed both an initial and last assessment participated in services for about 6 months in a single program year. In New York, the tool was not fully implemented in time for a follow-up assessment to be completed.

What services were provided?

Coaching

Coaching was a common tool used by frontline staff to set family goals and work with parents to identify available resources. It cut across family economic support, parent capacity building, and early childhood education and care to focus on the family-specific needs and the interconnectedness of domains addressed in the Crisis to Thrive and Family Bridge tools. Across sites, families typically engaged in two to three coaching sessions to set goals and identify available resources. Each site had a special focus in its coaching sessions. Atlanta, focused on employment supports, New York addressed college advising, and Garrett County included financial guidance. A key part of Atlanta’s coaching occurred in bundle meetings which reduced the duplication of services across partners and eased the burden of navigating services experienced by families before they engaged in two-generation programming.

Family Economic Support

Family economic support services varied but generally included financial literacy, budgeting, job readiness and placement, career and education supports, tax assistance, asset building, and adult and higher education. Each site had a partner (i.e., community college or workforce agency) that provided or supplemented family economic support services. For example, New York partnered with the Borough of Manhattan Community College to provide English for Speakers of Other Languages (ESOL) while it provided childcare. In Atlanta, the Center for Working Families provided job development, work supports, asset building, and entrepreneurship programs. Garrett County partnered with a community college, Garrett College, and the Western Maryland Consortium (the local Workforce Investment Board) to identify business needs and provide parents with educational support. Partnerships were essential to offering the family economic support services necessary for sites to achieve two-generation goals.

Examples of Family Economic Support Activities

- Budgeting
- Credit counseling
- Financial workshops
- Work supports
- Adult education
- Housing assistance
- Tax support
- Legal support

Parent Capacity Building

Parent capacity building activities also varied by site but generally included parenting workshops, family goal setting, identification of social supports, family literacy programming, and social activities. Sites aimed to help parents build the confidence and knowledge necessary to become a more effective parent. This was done through topical workshops and coaching.

Examples of Parent Capacity Building Services

- Parenting skills
- Social events for families
- Relationship skills
- Mental health services
- Family literacy
- Fatherhood programs

Helping parents build and access a supportive social network was another parent capacity building support. New York supported a parent-led mom’s club, for example. A group of Atlanta parents spearheaded a “taking back the park” project to reclaim a local park considered dangerous and unsafe for children. These group activities assisted parents in

developing leadership skills, gaining confidence, and networking with one another to address needs and achieve goals.

“... feeling that you are not alone, there are other parents dealing with the same stuff you are dealing with.”

Garrett County Parent

Early Care and Education

All early childhood programs functioned as the platform for the two-generation programs. Early care and education was the most consistent component of services across sites. Participating children were enrolled in

Early Head Start (for infants and toddlers under age 3) or Head Start (for children aged 3 to 5) which aims to improve school readiness and social and cognitive development. All sites reported high participation in early care and education services.

Examples of Child Services

- Head Start
- Early Head Start
- Home visiting
- Child care
- Transition to kindergarten activities
- Mental and behavioral health

Growing up in poverty can negatively impact a child’s health and development.⁵ Sites assessed children’s health; social emotional development; and literacy, language and math knowledge and skills. Site staff used assessment tools to monitor child development and identify appropriate services for children. The sites assessed the children in the fall and again in the spring.

Logistical Supports

The evaluation indicated parent participation was a common challenge across sites. Site leaders addressed logistical challenges such as a lack of transportation or a driver’s license, and gas costs made it difficult for parents to participate in some two-generation services. They also had to address conflicting work, school, and programming schedules. In Atlanta, agency and partner staff coordinated to allow parents to attend meetings and workshops at alternate times and locations and provided transportation vouchers. In addition to providing logistical supports, sites engaged families face-to-face to invite them to workshops and events. According to staff at all sites, this worked better than fliers, e-mails, and mailings and helped to build relationships with families.

How did sites know if services were meeting family needs?

According to the self-reported assessment tools, at the beginning of the two-generation program parents at all sites reported parenting as their greatest strength. Although parents thought they were skilled in this domain, each site offered parenting capacity building activities as a key component of its program (as described above). For example, more than 80 percent of families in Garrett County and Atlanta attended coaching (which addressed parenting topics) and parent support services. In addition to parenting, families in Atlanta and New York scored very high in the physical and behavioral health and attendance domains at initial assessment.

Parents across sites indicated their greatest need (at initial assessment) was in the financial domain. Specifically, savings and asset building were the most significant areas. This was also an area where staff in New York and Garrett County felt the least comfortable working with parents. In response, site program directors launched staff training. Garrett County, for example, created an asset development division to support strategies that build wealth. Over time 68 percent of families in New York and 83 percent in Garrett County received some level of financial related services. Atlanta families reported decreased debts and increased savings. Among families participating in budget-related services, there was a small increase in their financial management assessment scores. However, due to study design limitations, this improvement cannot be solely attributed to the two-generation program.

Educational attainment was also a notable need at initial assessment in New York, where the parents were the least educated and most likely to be non-English speakers. The New York site focused on moving the entire family out of poverty through parent participation in education, with the expectation that earnings and involvement in childhood education would increase. Nearly half (48%) of the New York families in ESOL classes increased their vocabulary level, and staff reported an increase usage of English among families and a decrease in the need for translators.

Two rounds of assessment data were available in Garrett County and Atlanta. From initial to the last assessment, Garrett County families improved in 9 of 14 domains (employment was not measured, and the social network and supportive network measures were combined from the initial to last assessment) and

⁵ Pascoe, J.M., Wood, D.L., Duffee, J.H., Kuo, A. (2016). Mediators and Adverse Effects of Child Poverty in the United States. *American Academy of Pediatrics*, Vol. 137 (<http://pediatrics.aappublications.org/content/137/4/e20160340>)

Exhibit 5. Number of FES-ECE Staff by Site

Site	Staff
Atlanta	105
New York	180
Garrett County	89

Atlanta measured improvements in all 10 domains. Specific examples from Garrett County and Atlanta include—

- Families in Garrett County strengthened their social and supportive networks over the period of participation, based on the Crisis to Thrive assessment. This means parents had someone on whom they could rely or call in an emergency. Garrett County parents also reported the program enabled

them to socialize with one another and to expand their networks of friends. Similarly, 13 Atlanta families became advocates/networkers using their own resources and connections.

- Access to transportation and childcare services (to enable parents to work in rural Garrett County) also resulted in a statistically significant improvement in the childcare and transportation domains on the Crisis to Thrive scale, though the improvements cannot be solely attributed to the two-generation program.
- In Atlanta, child development showed dramatic positive change. It went up 0.5 points on a scale of 1 to 4 indicating children are generally meeting developmental milestones and are up-to-date on immunizations, dental exams, and attend scheduled visits.

In the 2015 – 2016 school year, more than half of the children at each site scored at or above age level for all domains of the child development assessment. Specifically, 71 percent of children in Atlanta, 57 percent in New York, and 86 percent in Garrett County met or exceeded age-appropriate standards on a variety of measures related to language, literacy, physical, and social development. In New York, however, 43 percent scored below age level when first assessed in the fall, yet later assessments (in the spring) reveal they are above grade level. Similarly, 19 (out of 57) children in Atlanta were on track for developmental/education milestones, immunizations, and dental checks between the fall and spring assessment.

How did sites staff and manage two-generation service delivery?

FES-ECE sites committed to offer family economic support, parent capacity building, and early childhood education as framed by the Foundation (see Exhibit 2). Beyond this commitment, the sites had distinct organizational histories, approaches to partnerships, and two-generation goals. This section provides an overview of the organizational context that influenced each site’s approach to delivering two-generation services.

Staffing

A total of 374 staff (front line and supervisors/directors) delivered FES-ECE services across sites (see Appendix 4 for a list of staff activities). Each site had a different organizational structure to support its program, and staff size varied considerably as seen in Exhibit 5. Frontline staff included Head Start and Early Head Start teachers; coaches; home visitors; instructional leaders; and the Family Advocates in New York, Family Support Coordinator in Garrett County, and Family Support Specialists and Pathway Coaches in Atlanta. Support and supervisory staff such as coordinators, directors, and managers were also part of the two-generation staffing structure. The coordinators were primarily responsible for integration and collaboration among partner agencies. The Garrett County Two-Generation Coordinator served as a point of contact for funders and was responsible for maintaining progress. According to staff interviews, this role was critical to advancing its program.

Designated frontline two-generation staff members were a main feature of each program. Family Support Specialists and Pathway Coaches, Family Support Coordinators, and Family Advocates were at the core of

service delivery and overall family engagement. They developed relationships with families which was essential to the two-generation approach. This staffing structure also required sites to modify other program components. New York, for example, revised job descriptions and changed the position title and duties of Family Workers to become Family Advocates. Family Advocates used a strengths-based approach to family engagement and stayed with a family over time.

“... it’s really getting the expertise and knowledge from everybody and not us just working in silo. I think that’s the biggest piece and that’s what’s making us successful and that’s what Casey connected us to – experts in the field.”

New York Site Representative

Most staff and participating parents at the sites were females. The staff in Atlanta and Garrett County also reflected the race and ethnicity of the program participants, which can be especially beneficial for children to have teachers with a shared racial/ethnic background.⁶ Staff in New York did not mirror its families in terms of race and ethnicity. However, this site had the most diverse population of the three sites.

Building Staff Capacity for Service Delivery

A two-generation approach was a significant change in practice. Substantial time and resources were invested to properly train and educate staff and to develop buy-in for service delivery. Job titles and descriptions were changed, and the organizations undertook complimentary system changes to support service delivery. Sites also continuously used assessment tools and supervision to reinforce training and foster buy-in among staff.

Sites engaged in a variety of training, peer learning, and performance assessment activities to ensure staff had the competencies, skills, buy-in, and confidence necessary to deliver two-generation programming. Each site offered both initial and on-going trainings.

- 1) Initial training focused on new job responsibilities such as financial coaching. The Atlanta staff were trained on child development and parent engagement, and the site provided cross-training to staff from both agencies. Training curricula and topics included Brazelton Touchpoints, Results-Based Accountability, the Bridge Framework, financial literacy, and reflective practice.
- 2) Continuous training, coaching, and supervision helped build and sustain staff capacity over time. Garrett County provided extra training to improve the staff’s ability to ask parents personal financial questions. First, large group meetings were used to teach new skills; then small meetings built on the initial training and provided an opportunity to discuss challenges and share ideas. Finally, one-on-one meetings were used to reinforce skill development and coach staff members.

The Foundation provided technical assistance and supported peer learning during the grant period. Sites reported this was a valuable resource for building capacity and also held them accountable for planned actions. Technical assistance included, but was not limited to, the development of logic models, mental health training, and data management. The Action Learning Network (ALN) supported the peer-learning component of FES-ECE. Led by the Aspen Institute Community Strategies Group, ALN included teams from all sites to regularly convene and focus on challenges and opportunities, emerging innovations and trends, and data tracking and measurement. ALN included peer-to-peer exchanges, such as site visits, peer-advising webinars and virtual exchanges, and the creation of an online platform to share information. New York staff reported the technical assistance was valuable and, specifically, introduced their staff to a peer advice technique learned during the 2015 ALN meeting.

⁶ Egalite, A.J., and Kisida, B. (2016). *The many ways teacher diversity may benefit students*. Brookings Institution, Washington, D.C. Retrieved from <https://www.brookings.edu/blog/brown-center-chalkboard/2016/08/19/the-many-ways-teacher-diversity-may-benefit-students/>

Staff turnover undercut the impact of training investments and hindered the ability of programs to engage with families. Atlanta, for example, lost two out of five Family Support Specialists in year 1 and three out of five Pathway Coaches in year 2. The site spent significant amounts of time and resources orienting staff to the two-generation approach, roles and responsibilities, and the families and community served. Site leadership indicated a change in hiring practices ensured staff were a good fit. For example, Atlanta staff looked beyond resumes and focused on the applicant's ability to communicate and 'think outside the box.' Leadership informally used the Head Start Parent Family Community Engagement Framework and the National Strength-Based Family Worker credential to develop competencies. New staff possibly slowed implementation, but they also brought a fresh perspective and an opportunity to set clear expectations about two-generation work from the beginning.

Staff Time Spent Working for and with Families

The findings below provide a snapshot of the amount of time frontline staff, supervisors, and managers spent in direct and indirect services over a 1-month period during the academic year. Direct services included, but are not limited to, mental health services, parent-teacher conferences, teaching, administering assessments to families and children, financial coaching, and general coaching. Overall, frontline staff (teachers, coaches, etc.) spent the majority of their time delivering direct services for families (75 percent in New York, 77 percent in Atlanta, and 87 percent in Garrett County). Indirect services and activities conducted on behalf of the family but without the family present, include activities such as staff supervision, contract management, data entry, and travel.

The findings give funders and program operators information on time allocation and variation in labor use, yet they are not intended to support conclusions about the total level of effort needed to deliver effective two-generation services, as services and family needs are expected to vary considerably over time and by location.

- *Garrett County.* Frontline staff, supervisors, and management expended about 4,383 hours of labor on two-generation activities in April 2016. The bulk of staff labor is expended on ECE-related activities, followed by general model administration activities, and then by family economic support and parent capacity building services. At the family level, staff labor averaged 9.6 hours per family, ranging from 0 to 166.5 hours (where zero indicates the randomly selected family was not served in April 2016).
- *Atlanta.* Frontline staff, supervisors, and management expended a total of about 3,117 hours of labor in April 2016. Staff spent more time with direct service activities than any other activity category. At the family level, staff labor averaged 14.0 hours per family, ranging from 0 to 104.6 hours (where zero indicates the randomly selected family was not served in April 2016).
- *New York.* Frontline staff, supervisors, and management expended approximately 4,050 hours of labor in April 2016. At the family level, staff labor averaged 4.0 hours per family, ranging from 0 to 244.3 hours (where zero indicates the randomly selected family was not served in April 2016). However, 163 families received no direct or indirect services during the 1-month period and 2 families received a very high number of services, both of which skew the findings and may or may not be typical of program operation in a particular month.

Tracking Two-Generation Services

A high-quality MIS can facilitate integration (of parent and child services or service delivery across partner organizations), provide the information necessary to improve services, ensure continuity of services (in the case of turnover), and track implementation and program outcomes. Sites dedicated staff time and nonpersonnel resources to build capacity to accurately track activities. Each site spent part of its Foundation grant on the development of data systems. Prior to the FES-ECE grant, for example, Garrett County had a

relatively sophisticated MIS to support integration of services across two-generation service components and was immediately able to utilize data to improve offerings and track client progress. In contrast, Atlanta started with two separate incompatible data systems that hindered staff access to family data housed in a partner’s system. Similarly, New York had one system for children enrolled in Early Head Start and Head Start, and adult client data was housed on various spreadsheets and in a separate system. The site adopted a new system to facilitate access to child and parent data in one central location.

Developing and installing a MIS was only part of the challenge. Agency staff needed to know how to accurately enter data and produce useful reports. All sites received training and technical assistance in system management and reported the Foundation-funded technical assistance was a primary facilitator in the transition to new and enhanced data systems. Staff in Atlanta were trained on how to use new MIS features, and in Garrett County training focused on data quality. To support staff development, New York paired more technologically sophisticated staff with those who were less comfortable with the new system.

What did it cost to deliver these services?

Sites relied on multiple funding sources and had to reallocate funds over time to support programming. Diversity of funding was identified by the Foundation as a strength in the site selection process. This section describes the diverse funding strategies of the sites. Atlanta had 15 distinct funding sources, New York had 9, and Garrett County had 6. Head Start and Early Head Start were the most significant funding sources in each location. Funding influenced how the sites prepared program budgets. The Hurricane Sandy relief program in New York funded a mental health therapist position to benefit the two-generation families. When this funding stream ended, resources had to be reallocated from another funding source for the mental health therapist position. In another example, Garrett County staff identified the need to fund vocational education programs which were not covered by other sources such as Pell grants. With Foundation support and work at the county level, site leaders persuaded county commissioners to open an existing county scholarship program to two-generation program parents.

As described in the previous section, the services offered, families and communities served, staffing models, and cost of living varied dramatically across these three locations. Similarly, budgets and program scope also varied. Two-generation program funding across sites ranged from \$2.1 to \$4.7 million annually (Exhibit 6). The differences in overall costs were related to the size of the program, number of staff and families served, local labor and nonpersonnel costs, and programming offered. Two-generation expenses included labor, facilities, travel, supplies, equipment, training, contractual, and other costs—consuming 9 to 50 percent of each site’s total organizational budget. Similar to other human services programs, labor was the most significant budget line item at each site. Foundation funding supported staff in each site.

Exhibit 6. Overview of FES-ECE Financing by Site (2015 – 2016 academic year)

Site	Total Annual Operating Cost for Two-Generation Services in Dollars	Percentage of Two-Generation Budget Dedicated to Labor/Personnel	Percentage of Total Agency Operating Budget Allocated to Two-Generation Services
Atlanta	2.1 million	39*	50
New York	4.7 million	65	9**
Garrett County	4.6 million	72	33

*This figure does not include contract labor. Contractual costs were the second largest portion of Atlanta’s budget (37 percent).

**Educational Alliance in New York is a very large agency providing fitness, art, drug prevention and treatment, older adult services, community schools, and youth services. Although the total budget was large (in dollars), the portion of the budget dedicated to its two-generation services is small relative to the other FES-ECE sites.

Through an on-line survey conducted in late spring 2016, frontline and management staff reported on their activities during a 1-month period. A detailed analysis of these data provides a point-in-time snapshot of services delivered and the average cost of services per family. Cost per family is the sum of personnel (labor) providing family services and nonpersonnel costs such as facility space, utilities, and general agency administration. The point-in-time data provide program operators with an estimate of average costs but should not be interpreted as the “full and complete” cost of serving one family since services received in any given month can vary. Similarly, not all families enrolled in two-generation programming were served in the month examined, therefore 1-month costs could vary dramatically across sites and over time. Point-in-time averages include—

- In New York, the average monthly cost per family was \$202.
- In Garrett County, the average monthly cost per family was \$452.
- In Atlanta, the average monthly cost per family was \$608.

Due to cross-site differences, target populations and program designs, the costs reported here cannot be generalized. However, they provide insight into the range of expenses associated with delivering two-generation programming.

Reflections on What Was Learned and Conclusion

Implementing a two-generation program is a complex undertaking, in part because there are very few proven models to guide key decisions such as defining core services and practices or selecting, training, and coaching staff.

The field also lacks a mature knowledge base on implementation challenges and solutions upon which to draw. The Foundation funded an evaluation of three diverse sites to build the knowledge base and learn more about two-generation service delivery and the families receiving services. The developmental evaluation was designed to answer questions about the feasibility of delivering two-generation programming and describe short-term family-level outcomes.

Site specific and cross-site data indicated that building staff capacity to deliver and track integrated parent and child services with a family perspective involved on-going training, data capacity, and designation of specific two-generation staff. Capacity building efforts were challenged by staff turnover, but the sites created stronger systems and identified characteristics and skills necessary to develop a two-generation workforce. Technical assistance, training, and peer support combined with funds for designated two-generation staff and MIS development (or enhancement) allowed sites to learn and refine their two-generation approaches.

Most participating families demonstrated more assets and strengths at the last assessment when compared to the initial assessment in the two sites where family outcomes were measured. A key area of need identified by parents across sites was in the financial domain. Similarly, staff at two sites thought this was an area in which further professional development was needed. The evaluation shows promise for measuring and improving family-level outcomes, but additional evaluation of more developed programs is needed.

The site service delivery models and operating costs vary substantially, yet each site delivered customized two-generation services to the families they served. These programs included enhanced data systems to enable continuous quality improvement and evaluation, mental health services, and (new) supports based on family needs. Strong partnerships and multiple funding sources were two factors that allowed sites to diversify services consistent with a two-generation approach.

Cross-Site Funding Challenges

- Funding stream restrictions
- Conclusion of grants or reductions in federal funding
- Securing funding for specific program features such as vocational programs or leadership positions

The FES-ECE sites continued to evolve and evaluate their two-generation approach after the Foundation's funding ended. These sites and others are adding new knowledge to the field with distinct staffing structures, sets of services, and strategies for reducing intergenerational poverty. Further study of two-generation approaches is warranted, building on the lessons of the FES-ECE sites that adapted their organizational structure to integrate and measure whole-family outcomes.

Appendices

Appendix 1. Methodology

The evaluation utilized a mixed-method approach to assess the implementation, cost and outcomes of three two-generation programs over time. Multiple data collection strategies were used to capture qualitative and quantitative data to address evaluation questions within each component. The methodology for each evaluation component is summarized below.

Implementation Study

Data Sources. The implementation component responded to questions to increase knowledge regarding (1) definition and evolution of the two-generation programs; (2) components of each two-generation program; (3) organizational structure, leadership, and staffing; (4) participant characteristics and utilization of services; (5) data management information systems (MIS); and (6) contributions of the Foundation involvement. In-person interviews and focus groups were conducted with two-generation staff (program leadership, family economic support [FES] and early childhood education [ECE] managers, and frontline workers), partnering agencies, and parents. The evaluation team conducted 2-day site visits annually from 2013 to 2016. The visits were supplemented by telephone calls with senior staff and conducted twice a year from 2014 through 2016 to obtain information on implementation progress. During site visits, the evaluation team also observed program activities, including Head Start/Early Head Start (HS/EHS) classrooms, parent organization meetings, job readiness seminars, and financial literacy workshops. While on site, relevant program documents such as, HS/EHS Program Information Report (PIR), child enrollment data, brochures and flyers, enrollment forms, and program manuals were collected.

Data Analysis. A modified grounded theory approach was used to identify, code, and categorize patterns in the data. Through this process, categories of variables were derived from iterative investigations of constructs emerging from the individual case studies and raw data.⁷ Atlas.Ti, a qualitative analysis software program, was used to support a systematic three-level coding process and organized data for each site. Throughout the coding process, analytic memos were created to highlight salient patterns and ideas that warranted further explanation and to elaborate on themes emerging from the data. As categories and themes emerged, they were continually tested by reviewing data across the programs. A comparative analysis of constructs coded in different programs was conducted to assess whether certain constructs, relationships among constructs, or perspectives were more apparent or experienced differently in one program than in another.

Descriptive Outcome Study

Data Sources. Standardized data from the grantee MIS was the main data source for the outcome study. A Data Element Dictionary (DED) was developed which defined and standardized the variables submitted by grantees and specified the data collection schedule. These data elements include the following:

- Child, parent, and family demographics; and other characteristics including measures of parental depression
- Services provided to children and parents including measures of early childhood program quality
- Child and adult assessments
- Incentives provided to participants
- Staff characteristics and qualifications
- Family goals and progress toward goals

⁷ Glaser, B.G. and Strauss, A.L. (1967). *The discovery of grounded theory: Strategies for qualitative research*. New York: Aldine de Gruyter.

There were three data submissions each program year: two comprehensive data submissions, one at the start of the program year (October) and one at the end of the program year (July); and a smaller mid-year submission in February. The comprehensive data submissions include data on all families (parents and children), conference and class services received, program staff, and incentives. The midyear submissions include assessments and staff data. Prior to any analytic work, extensive data quality and cleaning procedures were conducted to ensure each data element was as complete as possible within the expected parameters and accurately represented the intended information.

Data Analysis. Single variable descriptive analyses, including an assessment of frequencies, central tendencies, and standard deviation of all numeric variables was conducted. The Mann-Whitney-Wilcoxon test and Kruskal-Wallis test was also utilized.

Cost Study

The cost study provided descriptive details about the costs of supporting the two-generation program and family-specific costs for service use. The cost component consisted of two levels: one focused on program-level expenditures in personnel and nonpersonnel categories; and the second level, case-level cost analysis, was based on detailed staff member activity and labor use. The two-level cost evaluation framework, originally developed by Bell, Filene, Corso, and colleagues^{8,9} was adapted for this cost evaluation.

Program-Level Data Sources. Data from expenditure reports and onsite staff interviews were the primary sources of data. A common method for capturing expenditure data was developed by using a standardized reporting template. Direct expenditures were estimated and reported in various spending areas across four primary activity categories (Administrative Program Operations, ECE, PCB, and FES) for the academic program year. The spending areas were identified through a review of HS/EHS budgets and included personnel/fringe, facilities, travel, supplies, equipment, training, contractual, and others. Interviews with programmatic and budget staff focused on funding resources and amounts to support the ways in which Foundation funding was utilized, securing new types of funding sources, and identifying cost efficiencies or strategies to blend/braid funding and plans for sustainability.

Case-Level Data Sources. A key activity inventory was developed to inform focus groups with frontline staff and supervisors. Three major service categories were included—direct service activities (services provided directly to families), indirect services (activities conducted on behalf of families but without the family present), and general administrative activities. The purpose of the focus group was to (1) gain agreement on the key activities and responsibilities of staff and (2) obtain estimates of person-time required to carry out specific activities. A one-time web-survey instrument was developed to collect data on the amount of time staff spent providing services for each family during a 1-month period.

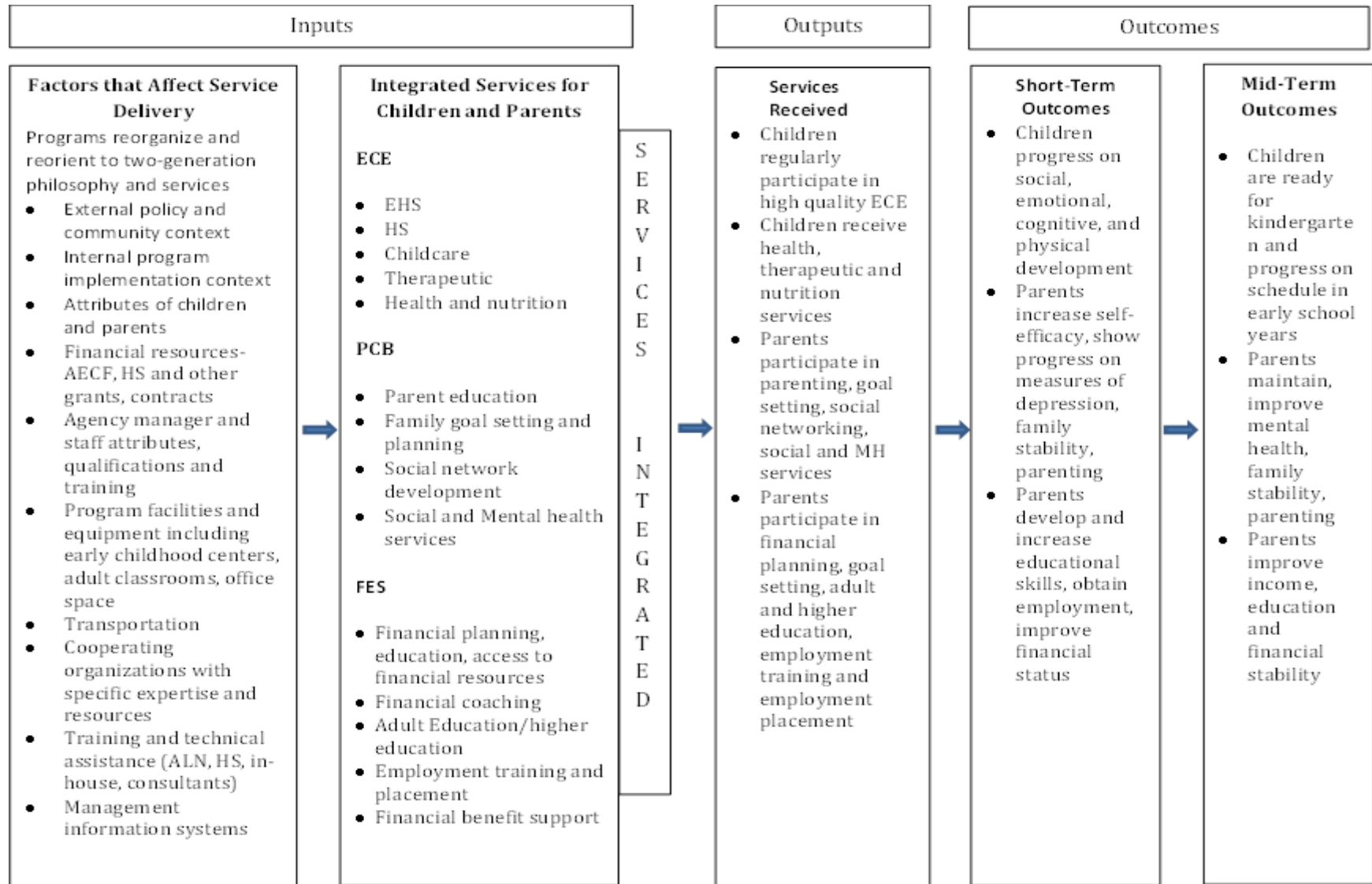
Data Analysis. A series of statistical analyses were conducted to describe multiple dimensions of labor use and dollar cost, beginning with the distribution of labor minutes across the following major clusters of activities: direct service activities, indirect service activities, and general and administrative activities. Based on compensation data, the dollar cost of labor was examined to set a foundation for establishing an estimate of full cost per family. The full cost estimate included personnel, nonpersonnel, and general agency administration costs. To assess factors that might be associated with variations among cases in minutes of service received, all cost study cases were included in a multivariate analysis. Family characteristics data from

⁸ Filene, J. H., Bell, J., Smith, E.G., & McDonnell, C. (2012). *National cross-site evaluation of the replication of family connections: Final evaluation report*. Submitted to the Office on Child Abuse and Neglect, Children's Bureau,ACYF, ACF. Arlington, VA: James Bell Associates.

⁹ Corso, P., & Filene, J.H. (2009). Programmatic Cost Analysis of the Family Connections Program. *Protecting Children* 24 (3): 78-88.

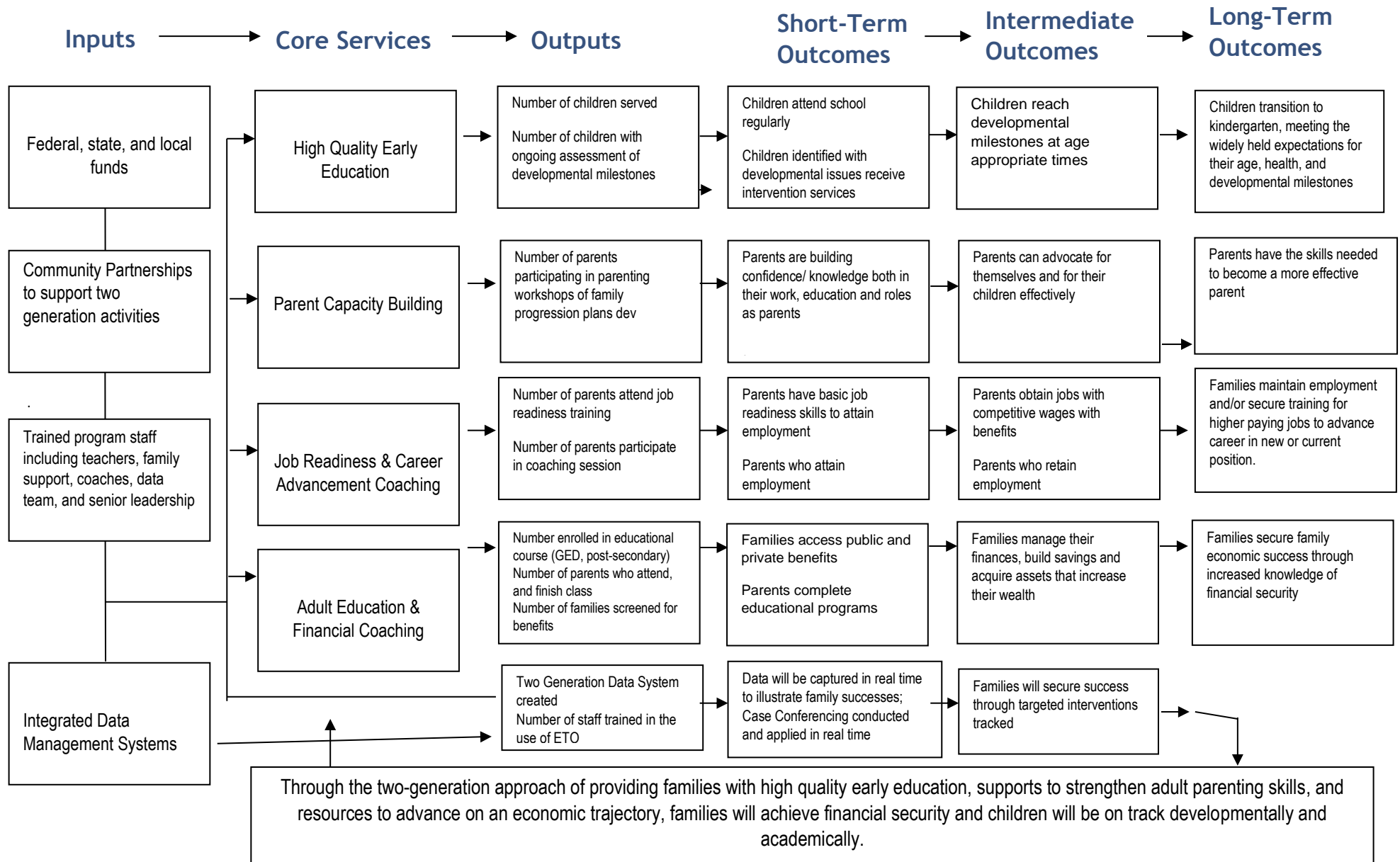
the MIS were merged with the cost study activity data. The added variables enabled analyses to compare family service activity level and cost patterns across subgroups defined by family characteristics.

Appendix 2a. Evaluation Logic Model Prepared as part of the evaluation by James Bell Associates

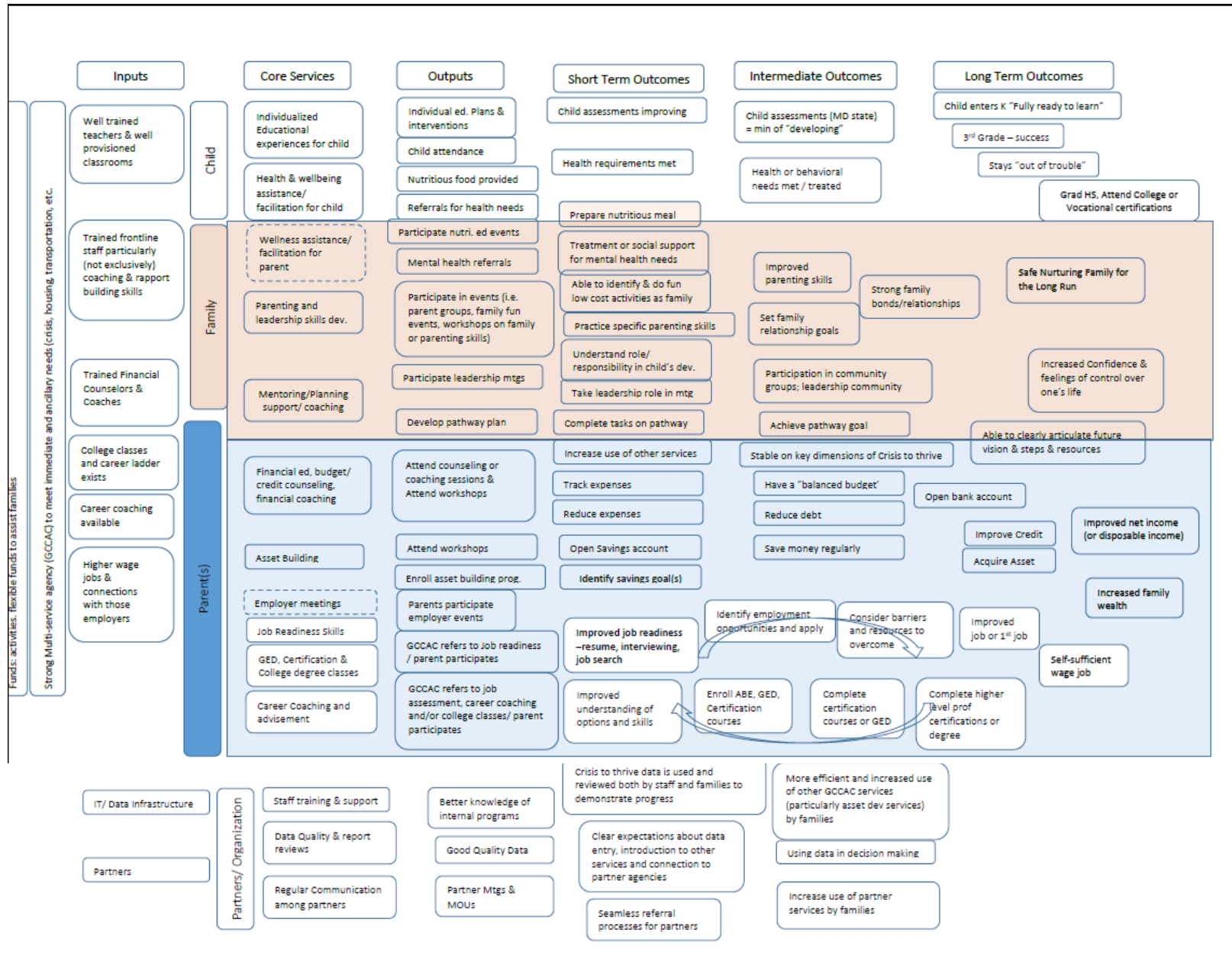


Overall Goal: Children and their families together achieve educational and economic success that passes down to future generations.

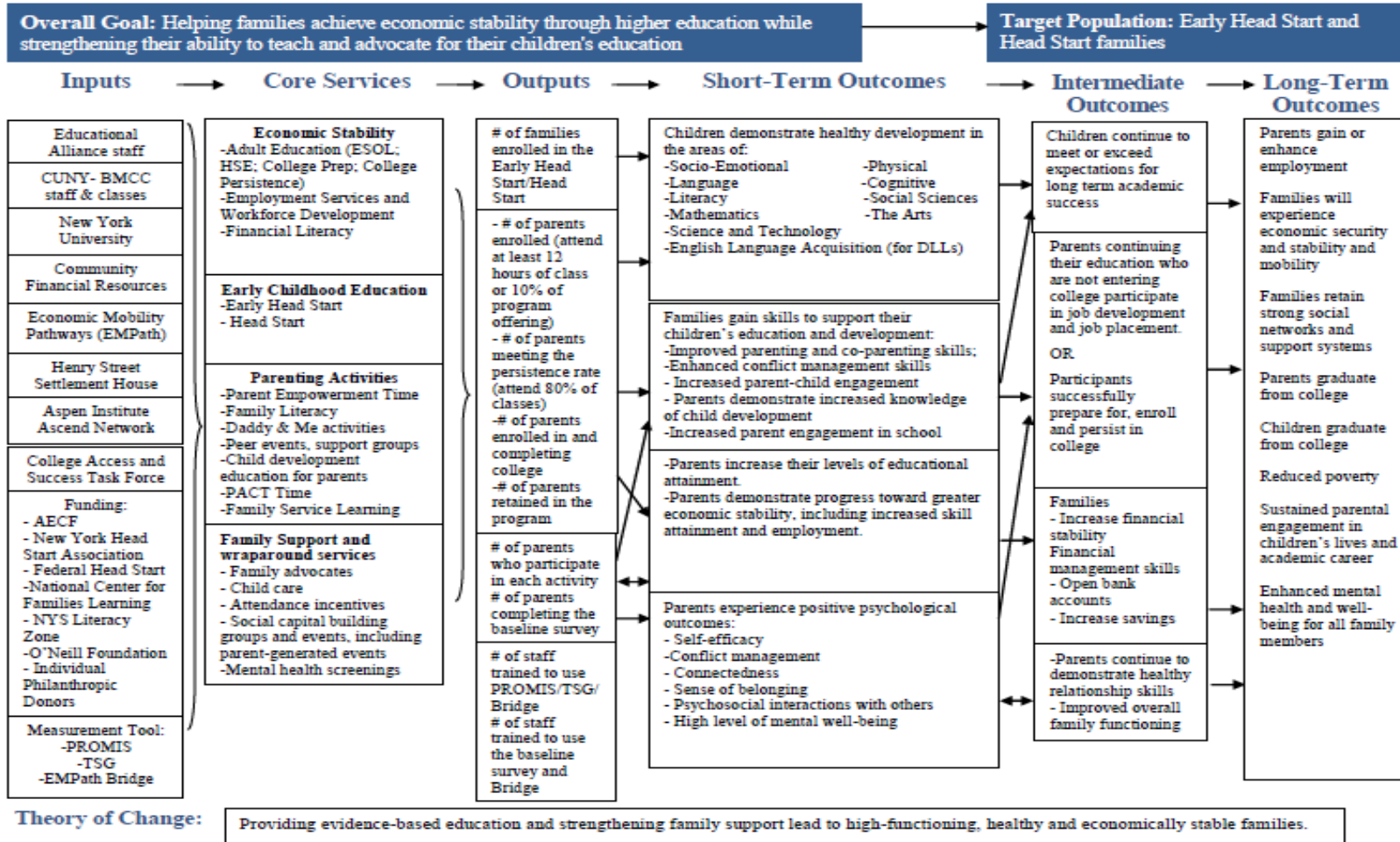
Target Population: Families in the NPU-V seeking FES services and quality childcare simultaneously



Appendix 2c. Garrett County Community Action Committee Logic Model



Educational Alliance-- College Access and Success Logic Model



Appendix 3a. Garrett County's Crisis to Thriving Scale Short Form. 5 Primary Domains. (GCCAC; revised 8/14/14)

CRISIS	VULNERABLE	SAFE	STABLE	THRIVING
Food and Nutrition				
1. Has less than a day of food and limited ability/means to prepare or cook food	3. Consistently unable to meet basic food needs; often didn't have enough food to eat in the past 3 months	5. Eligible for partial food stamps or subsidies but not receiving them	7. Receives occasional food assistance (brown bag, commodities); not eligible for food stamps	9. Can choose to shop at store of choice, never reduces meal size or skips meals b/c of money, and sometimes has money to eat out.
2. Has less than a day of food available and no money to purchase more	4. Without food stamps or other food subsidies, would often not have enough food to eat	6. Receives partial food stamps or subsidies to meet basic food needs	8. Can meet all basic food needs (does not skip or reduce meals b/c of lack of money) without assistance; but no extras and very little/no eating out	10. Can shop at store of choice and purchase any food items desired
Housing				
1. Literally homeless	3. Legal threat of eviction (5-day notice, writ) or immediate foreclosure	5. Receiving temporary rent/mortgage subsidy (or has received within the last 3 months)	7. In stable housing (rent or own) that is not affordable (> 40% on housing costs)	9. Household is in safe, affordable, unsubsidized rental housing of choice
2. In an emergency shelter or hotel	4. Transitional housing OR staying with others OR foreclosure notice	6. In stable subsidized housing	8. Household is in safe, affordable, unsubsidized housing	10. Household is in safe, affordable, home they own
Childcare (all children in household—if childcare not available for one child or not affordable for even one of the children then answer accordingly)				
1. Childcare not available for all children in the household	3. Childcare available in unlicensed facility	5. Subsidized, safe childcare is available but not satisfied with it	7. Safe, affordable, unsubsidized childcare available but not satisfied with it	9. Safe, reliable care from family or friends and satisfied with it
2. Childcare available but cannot afford it	4. Childcare is unreliable (unreliable family or friends)	6. Subsidized, safe childcare (not including quality early childhood education like head start) available and satisfied	8. Safe, affordable, unsubsidized childcare available & satisfied with it	10. Safe quality care that includes early childhood education from licensed facility is available and affordable (including Head Start Early Head Start Center based)
Transportation (answer from perspective of household)				
1. No means of transportation and public transport not available when needed	3. Relies exclusively on transportation from friends or family	5. Has a single unreliable vehicle or vehicle(s) that needs minor repairs to run	7. Vehicle is reliable but older or unaffordable and there is no alternative	9. Has at least one reliable and affordable vehicle and back up transportation
2. Own an inoperable vehicle and no funds to fix it	4. Has a vehicle but no insurance and/or no license	6. Has two (or more vehicles) but all vehicles are unreliable	8. No alternative transportation if primary source is unavailable.	10. Has sufficient number of reliable and affordable vehicles for family
Financial \$ Management				
1. Not able to pay bills or past due debts	3. Paying all current bills, not paying past due debts	5. Paying current bills; paying minimum on debt	7. Paying all current bills, paying off debts most months and not saving regularly	9. Always paying all current bills and debts, NOT saving regularly
2. Paying some bills but late/not paying others		6. Paying all current bills, following plan to pay off debts	8. Paying all current bills, paying off debts most months, saving regularly	10. Always paying all current bills and debts, and saving regularly

Appendix 3a. Cont'd: Crisis to Thriving Scale Long Form. 10 Additional Domains. (GCCAC; revised 8/14/14)

CRISIS	VULNERABLE	SAFE	STABLE	THRIVING
Credit Building (answer from perspective of adult/parents in household. Moving up scale if it is true for either adult or parent then select that option)				
1. Uses high interest loans (i.e. pay day loans, etc.); no other credit available	3. Unable to get credit from a bank or credit card (credit problems)	5. Have secured credit card	7. Loan on own or regular credit card with \$500 limit	9. Credit report is excellent
2. No credit history	4. Very limited credit history (i.e., particular store)	6. Loan acquired with a cosigner	8. Credit report is good	
Child and Youth Development (answer with all children in household in mind; moving up the scale if it is true for any one child in household then select that option)				
1. Child w/ identified behavioral or developmental issues not receiving assistance	3. Child with developmental / behavioral needs receiving assistance			
2. Child not attending school or other socialization regularly	4. Child failing multiple classes or more than one child failing any classes	6. Child is failing a class	8. All children passing all courses	10. All children with GPA of 2.5 or better & or proficient
Education/Job Skills				
1. Less than 8th grade education--no GED--&/or limited reading/writing ability	3. Completed some high school--no GED	5. High school graduate or GED	7. Completed combination GED and basic skills training	9. Bachelor's Degree or high level vocational licensing (i.e. master plumber, electrician, Microsoft certified developer, etc.)
2. Less than 8.th grade education--no GED	4. Seeking GED and/or in vocational training	6. Currently attending college or a certification program	8. Completed associate degree, vocational training or certification program	10. Advanced degree or completed college and has specialized certification or employed in field of study
Employment/Income (use primary wage earner to answer these questions)				
1. Unemployed and unable to work or not seeking work	3. Unemployed, good work history/skills, seeking employment	5. (Under-employed for skill/educational level) OR (Living on SSI (other fixed income) ONLY)	7. Employed 32+ hours weekly with adequate pay (see self-sufficiency wage) but no benefits	9. Employed 32+ hours per week in field of choice, good pay w/benefits, opportunities for advancement
2. (Unemployed and limited work history) OR (Disability and No Income)	4. Employed part time/seasonal & seeking FT employment	6. Permanent employment but not sufficient hours, wage or benefits	8. Employed 32+ hours per week, adequate pay (see self-sufficiency wage) and benefits	10. Employed 32+ hours/ week in field of choice, good pay w/benefits, opportunities for advancement, stable employer
Health Insurance (answer from entire household perspective. Moving up scale if any is true of even one member of household then select that response)				
1. Have immediate unmet health needs AND no insurance coverage	3. No medical insurance coverage BUT no current health issues	5. Some household members have coverage; and others receive needed basic care through subsidized clinic	7. All covered by high deductible private insurance, generally don't receive preventative care	9. Covered by private insurance w/ low co-pays and deductibles

CRISIS	VULNERABLE	SAFE	STABLE	THRIVING
2. No means to fill immediate needed prescription	4. Some household members have medical coverage; others have no immediate health issues	6. All are covered by federal or state insurance programs	8. Covered by private insurance, but care strains budget	10. Covered by private insurance w/ low co-pays, deductibles and prescription coverage
Energy/Utilities				
1. One or more utilities currently shut off	3. Have had a utility turned off in last 6-months	5. Utility bills past due	7. Utility bills current, receives energy assistance	9. Utilities current, no energy assistance & seeking energy saving improvements
2. Door hanger or shut-off imminent	4. Have had a notice that utility was to be turned off in within the last 6-months	6. Utility bills are current with history of late payments	8. Utilities current, receives energy assistance & seeking energy saving improvements	10. Utilities current, no energy assistance, no history late payments, completed energy saving improvements
Asset Building (answer from perspective of entire household)				
1. No savings, no homeownership (with Social Security)	3. Savings of less than \$2500	5. Savings over \$2500 or CD or some other investment	7. House with mortgage and no savings	9. Owns home (no mortgage) with savings OR savings and retirement
2. No savings no home ownership			8. House with mortgage and savings	
Community Involvement (i.e., engagements and memberships with Civic Clubs, School and Education groups, Sports, and other Community Organizations)				
1. Family does not feel safe in the community.	3. Family is uninvolved in community.	5. Family does not currently participate in community events and activities but has in the past.	7. Family sometimes participates in community activities, events, and groups	9. Family frequently participates in community events, activities, and groups.
2. Family is isolated or feels alienated from community.	4. Family is not aware of community events, history, and issues.	6. Family does not participate in community events and activities, but would like to.	8. Family is increasingly participating in community activities, events, and groups.	10. Family frequently participates in community events, activities, and groups. As well as encourages others to participate.
Supportive Social Networks				
1. Friends and Family are a negative influence.	3. Friends and Family are not accessible/available to supply support	5. Reliance on Family or Friends (dependency)	7. Friends and Family are reliable during a real Crisis	9. Friends or Family always give reliable support.
2. Do not have any friends or family to rely on	4. Friends and Family are not a reliable source of support.	6. Relationships with Friends and Family is developing, growing, and strengthening.	8. Friends and Family are reliable most of the time	10. Friends or Family always give reliable support and, and I am able to give them support as well.
Family Development / Parent Engagement *** Completed by staff				
1. Abusive relationships, child domestic violence, child abuse /neglect	3. Poor parenting/relationship skills--unaware of negative family dynamics	5. Parents respond to requests for information occasionally but don't attend meetings or events	7. Parents and children engage in activities together regularly	9. Parents volunteer in child related activities and family engages in activities together.

CRISIS	VULNERABLE	SAFE	STABLE	THRIVING
2. Little family, friends, church or community support; socially isolated	4. Marginal parenting/relationship skills (parents do not respond to requests); separated from abuser (if relevant)	6. Parents attend teacher conferences and/or other child events; little entire family interaction	8. Regular full family activities and parental relationship good	10. Good parenting/relationship skills; parents and children engaged in community/volunteer activities

Appendix 3b. The Atlanta Bridge (Adapted from Crittenton Women’s Union Bridge to Self Sufficiency)

Starting Point		Mobility Mentoring				Self-Sufficiency			
Family Stability		Well Being		Education and Training	Financial Management		Career Management	School Readiness/Child Development	
Housing	Child/ Children	Health and Behavioral health	Social Networks	Educational Attainment	Savings	Debts	Earnings level	Child Development	Attendance
No subsidy, housing cost less than 1/3	Child/Children’s needs met; serving as no barrier to parent/guardian school or work	Fully engaged in work, school, and/or family with no Health/behavioral issues.	Advocate/ Networker: Uses own and other resources and connections to advance the mobility goals of others	Completed bachelor’s degree or higher	Savings of 3-month expenses or more	Current on all balances and no outstanding debt other than mortgage or educational and/or car loans	Job with earnings > = index wage i.e., 1 adult, 2 children > \$47,000	Child meets the widely held expectations for their age according to the school reporting data or shows progress on identified educational plan. Child is up to date immunization and dental exam and attends regular schedule visits	Child attendance’s = 95% or better for the school year
No subsidy: housing costs exceed 1/3 household take home pay	Child/Children’s needs serving as minimal disruption to parent/guardian school or work	Minimal disruption to work, school, and/or family due to health/behavioral health issues	Developed Network: Consistent source of both support and leveraging connections	Completed associate degree or postsecondary job training or certificate program	Savings of more than 2 months expenses but less than three months expenses	Current in payments and plans and paying more than minimum payments	Job with earnings of 66-99% of index wage. i.e., 1 adult, 2 children = \$35,250	Child meeting developmental milestones for their age according to the ASQ screening/school reported data or a referral for intervention is in process. Child is up to date immunization and dental exam and attends regular schedule visits	Child attendance’s = 85% or better for the school year
Partial subsidy: paying \$200 or more towards rent	Child/Children’s needs serving as intermittent disruption to parent/guardian school or work	Intermittent disruptions to work, school, and /or family due to health behavioral health issues	Emerging network: Consistent source of support and occasional leveraging connections	Attending college or postsecondary job training program	Savings of at least 1 month and up to 2 months expenses	Structured payment plans in place and meeting minimum payments	Job with earnings of between 33%-65% of wage index. i.e., 1 adult, 2 children \$23,500	Child screened through the ASQ developmental screening or the child health check (physical from their doctor) and areas of developmental concern identified. Child is up to date on immunizations and dental exams.	Child attendance’s = 75% or better for the school year
Full subsidy: permanent housing paying \$200 or less towards rent	Child/Children’s needs serving as significant obstacle to parent/guardian school or work	Regular and recurring disruptions to work, school, and /or family due to health/behavior health issues.	Limited network: Occasional source of support	Completed postsecondary remedial education classes, college preparatory program prerequisites for job training/readiness program	less than 1-month expenses	Debts in excess of ability to pay, behind in payments	Job with earnings less than 33% of wage index. i.e., 1 adult, 2 children = \$11,750	All children in the home are enrolled in an educational program or school and have a medical home	Child attendance’s = 65% or better for the school year

Homeless	Recently emergent or not yet addressed dependent needs, requiring additional attention	Severely limited engagement in work, school, and/or family due to significant health/behavioral health issues	Isolated or draining network	Attending postsecondary remedial education classes, college preparatory program or fulfilling prerequisites for job training/readiness program High school diploma or GED obtained No high school diploma or GED	No savings Monthly active budget completed	Defaults or nonpayment on all or most	Unemployed	Unidentified child development needs – no child health check or developmental screening	Child not yet enrolled in a child care program
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Appendix 3c. Educational Alliance Self-Sufficiency Bridge

Educational Alliance Self-Sufficiency Bridge

Mentoring toward Self-Sufficiency



PY/SY: _____ Child Name: _____ DOB: _____ Class: _____ Parent Name: _____ Mentor Date: _____

FAMILY STABILITY		WELL-BEING		EDUCATION and TRAINING	FINANCIAL MANAGEMENT		CAREER MANAGEMENT	SCHOOL READINESS/ CHILD DEVELOPMENT	
HOUSING	Child/Children	Health and Behavioral Health	Social Networks	Educational Attainment	Savings	Debts	Earnings Level	Child Development	Attendance
No Subsidy: Housing costs less than 1/3 household take-home pay	Child/Children's needs met serving as no barrier to parent/guardian school or work	Fully engaged in work, school and/or family w/no health/behavioral issues	Advocate/Strong Network: Uses own and other resources and connections to advance mobility	Completed Bachelor's degree or higher	Savings ≥ of three months of expenses	Current on all balances and no outstanding debt other than mortgage or educational and/or car loans	Job with earnings ≥ NYS index wage i.e. 1 adult w/ 2 children ≥ \$73,000	Child meets the widely held expectations for their age according to the assessed program data or shows progress on IEP. Child is current w/medical/dental exams	Child's attendance = 95% or better for the school year
No Subsidy: Housing costs exceed 1/3 household take-home pay	Child/Children's needs serving as minimal disruption to parent/guardian school or work	Minimal disruption to work, school and/or family due to health/behavioral issues	Developed Network: Consistent source of both support and other resources. Consistent in assessing resources for mobility	Completed Associates degree or licensed/certified job training program	Savings = two months of expenses	Current in payments and plans on paying more than minimum payments	Job with earnings of 66-99% ≥ NYS index wage i.e. 1 adult w/ 2 children = \$47,180-72,999	Child is meeting developmental milestones according to ESI and ASQ3 and assessed program data. Referral for intervention is in progress. Child is current w/ medical/dental	Child's attendance is between 85 - 94% for the school year
Partial Subsidy: Paying \$200 or more towards rent	Child/Children's needs serving as intermittent disruption to parent/guardian school or work	Intermittent disruption to work, school and/or family due to health/behavioral issues	Emerging Network: Consistent source of both support and other resources. Occasional practice of assessing resources for mobility	Attending college or licensed/certified job training program	Savings = one month of expenses	Structured payment plans in place and meeting minimum payments.	Job with earnings of 33-65% ≥ NYS index wage i.e. 1 adult w/ 2 children = \$24,090-47,179	Child is screened through ESI and ASQ3, medical from doctor for concerns and all areas of concern have been identified and referred. Child is current with medical/dental	Child's attendance is between 75-84% for the school year
Full Subsidy: Permanent housing paying \$200 or less towards rent	Child/Children's needs serving as significant obstacle to parent/guardian school or work	Regular and recurring disruptions to work, school, and or family due to health/behavioral health issues	Limited Network: Inconsistent/occasional use and practice for assessing resource for mobility	Completed remedial educational classes. Completed ESOL/HSE/college preparation program. Completed courses towards licensed/certified job training program	Less than one month of expenses saved	Debts in excess of ability to pay, behind in payments	Job with earnings less than 33% ≥ NYS index wage i.e. 1 adult w/ 2 children = \$20,091- \$24,089	All children in the home are enrolled in an educational program or school and have a medical/dental home	Child's attendance is between 65-74% for the school year
A. Homeless/ co-housed with family or friends B. Homeless/ Transitional Housing Homeless Emergency Shelter	Recently emergent or not yet addressed dependent needs requiring additional attention	Severely limited engagement in work, school and/or family due to significant health/behavioral issues	Isolated/Non-existent Network: Not using any resources or assessing any resources toward mobility	Attending remedial educational classes. Attending ESOL/HSE/college preparation program High School Diploma/HSE Less than 12 th grade education	No credit No savings Monthly active budget exhausted/ depleted	Defaults or nonpayment on all or most debts. No financial resources beyond take-home pay	Job with earnings less than 33% ≥ NYS index wage or Living at or below Federal Poverty guideline i.e. 1 adult w/ 2 children ≤ \$20,090 UNEMPLOYED	Unidentified child development needs. Child not previously enrolled in any educational program. No developmental screenings done to date. Concerns with current medical/dental	Child not yet enrolled in an educational/ childcare program First program child is engaged in.

Appendix 4. Key Frontline Staff, Supervisor and Management Activities, by FES-ECE Site

Garrett County	New York	Atlanta
<p>FES</p> <ul style="list-style-type: none"> • Budget Related • Crisis Assistance Service Coordination • Crisis Assistance Follow Up • Referrals to Service Supports • FES Workshops and Events • Career Coaching and Advisement • Credit Counseling • Transportation to FES Activities • Rental Assistance • Housing Counseling • Weatherization and Energy Conservation Counseling • Work Supports <p>ECE</p> <ul style="list-style-type: none"> • Administering Child Assessments and Screenings • Early Care • Transitions • Individual Family Service Plan (IFSP), Individualized Education Program (IEP) • Behavioral Plans • Child Healthcare Support • ECE Enrollment • Teacher Home Visit • Parent Teacher Conference • Summer Extended Program • Preschool Family Support • EHS/HS • EHS Home-Based • Child Care • Wrap Around <p>PCB</p> <ul style="list-style-type: none"> • Contact with Families • PCB Activities • Pathway Meetings • Transportation to PCB Activities 	<p>FES</p> <ul style="list-style-type: none"> • Providing financial coaching to participants • Facilitating financial workshop • Provide college advising • Providing pre- and post-employment services (individual) • Providing pre- and post-employment services (group) • Providing assistance with work supports and benefits applications • Conducting adult educational assessment <p>ECE</p> <ul style="list-style-type: none"> • Early Head Start • Head Start • Home-Based Early Head Start • IEP/IFSP meetings • Administering child assessments • Healthcare support • ECE Mental health services • Enrolling children into EHS/HS • Providing transition to kindergarten activities • Attending parent-teacher conference <p>PCB</p> <ul style="list-style-type: none"> • Facilitating goal setting and tracking • Providing family literacy activities • Providing parenting education and workshops • Facilitation of social activities • Providing mental health services • Facilitating Fatherhood activities • Participation in Head Start Policy Council 	<p>FES</p> <ul style="list-style-type: none"> • Financial Coaching • Pathway Planning Meetings • Job Readiness Training • Entrepreneurship Program • Parent Orientation • Tax Preparation • Housing Counseling • Legal Advocacy • Benefits Screening • GED services • Bundle Meetings <p>ECE</p> <ul style="list-style-type: none"> • Administer child assessments • Early Head Start • Head Start • Transition Activities • Nutrition services • Healthy Beginnings System of Care • Mental health services <p>PCB</p> <ul style="list-style-type: none"> • IMOMs • All Pro Dads • Community Connectors • Leadership Cohort • Healthy Relationships • Parent Leadership Meeting