Two-Generational Initiative

Interagency Plan

Office of Policy and Management

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Section 1. Introduction and Background

The **Two-Generational (2Gen) approach**, or whole family approach, focuses on creating opportunities for and addressing the needs of children and adults together by taking a family-centered, results-oriented approach so that children and families get the education, workforce training, and social supports they need to secure economic stability that passes from one generation to the next.

The 2Gen approach moves away from siloed thinking and towards innovative research, policy, and practice — collaboration across agencies and sectors, data sharing, and leveraging existing resources to drive down costs and to promote economic success for the whole family. This plan recognizes two key features in the persistence of intergenerational poverty in Connecticut: 1) racial and socioeconomic inequities that are compounded over generations and 2) the lack of a family voice in policy. The 2Gen plan aims to empower parents as civic leaders and as partners in this work.

Additionally, Connecticut's 2Gen approach strives to develop Connecticut's workforce and healthy children who are ready to thrive. This work is developed and supported by the public sector; the private sector, including nonprofits, philanthropy, academia, and business; and parents.

In 2015, Connecticut became the first state in the nation to pass legislation to codify a two-generational initiative in statute (§401 of Public Act No. 15-5, June Special Session).[1] The statute established the current 2Gen Advisory Board, a bipartisan, statewide board that convenes members of the executive, legislative, and judicial branch, as well as private sector partners and parents, to advise on the 2Gen approach.[2] In addition to the Advisory Board, there are three action-oriented subgroups that work collaboratively to develop solutions to core 2Gen initiatives: parent engagement, workforce development, and minimizing benefits cliffs.

In 2017, section 141 of Public Act No. 17-2 of the June Special Session designated the **Office of Early Childhood as the lead coordinating agency for 2Gen** in the executive branch. In 2018, a Statewide 2Gen Coordinator position was developed, established in partnership between the Office of Early Childhood (OEC) and the University of Connecticut (UCONN). The Office of Early Childhood has led in cross-agency data sharing, smoothing cliffs in its benefits programs, integrating whole family approaches in its home visiting programs, and partnering with academic leaders to pilot innovative 2Gen research projects that link child care and workforce.

Additionally, in 2018, the Office of Early Childhood developed a partnership with the **University of Connecticut's School of Social Work** to advance OEC's two-generational mission of improving the lives of Connecticut's youngest residents and their families. This partnership provides the agency with additional research and data analytics capacity to demonstrate effectiveness of core programs, engage in continuous data-driven improvement, and rigorously evaluate demonstration projects for promising new approaches. Through this partnership, OEC is working with the Department of Social Services and the Connecticut State

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[1] Connecticut General Statutes §17b-112*l*

[2] A nonpartisan commission of the legislature, what is now the Commission on Women, Children, Seniors, Equity and Opportunity, is the administrative agency for the Board in statute.

Colleges and Universities to ensure more families with young children enter job-training programs, and with the Department of Housing to work with families at risk of homelessness to avoid the trauma connected with emergency shelter experiences.

In 2019, Public Act No. 19-78 charged the **Office of Policy and Management with developing an interagency 2Gen plan** for family economic success to be implemented by January 1, 2020. The four key components of the plan are:

1. Development of an infrastructure to promote data sharing within and between state agencies to the extent permissible under federal and state law;
2. Coordination and leverage of existing resources to assist families to overcome common barriers to economic success;
3. Consideration of innovative approaches based on input of parents and other community members to increase the impact of the Two Generational Initiative; and
4. Shared indicators and goals for interagency collaboration to achieve quantifiable and verifiable systems change to disrupt cycles of intergenerational poverty and advance family economic self-sufficiency and racial and socioeconomic equity.

The plan will involve the core agencies that intersect with families, including but not limited to: Office of Early Childhood, Department of Labor, Department of Social Services, Department of Housing, Department of Children and Families, State Department of Education, and Connecticut State Colleges and Universities.

The **2Gen Advisory Board subgroups** are cross-sections of the Board, whose membership includes various agencies and branches of government, the public and private sector, and parents (Appendix 1). Each group is staffed by the Statewide 2Gen Coordinator, designated "leads" from the 2Gen Advisory Board, and a technical assistant through the Administration on Children and Families/National Conference of State Legislatures Whole Family Approach to Jobs project.[3] The Governor's Office and the Office of Policy and Management (OPM) are active members of the Benefits Cliffs and Workforce subgroups, with the Federal Reserve Bank of Boston engaged in an advisory capacity. Below is a description of each group and their actions to date to support 2Gen initiatives:

- **Parent Engagement**:
  - Developed an onboarding process to meet the 2019 statute requirement that 25 percent of the 2Gen Advisory Board be parents;
  - Secured funding from the Early Childhood Funders Collaborative to compensate parents for their engagement on the Board; and
  - Parents co-designed "job descriptions" that outline roles and responsibilities.

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[3] Connecticut is a member of the Whole Family Approach to Jobs cohort, a six-state group convened jointly by the Administration for Children and Families and the National Conference of State Legislatures, allowing for communication across state lines and with federal officials.

- **Benefits Cliffs**:
    - Conducted landscape analysis of existing research and calculators for benefits cliffs in Connecticut;
    - Developed research questions;
    - Secured funding from the Connecticut Association of Human Services (CAHS) to hire a researcher to assist in the research design process;
    - Identified researchers to assist in developing a research plan to mitigate cliff effect as a result of the minimum wage increase and to conduct a short-term analysis; and
    - Compiled benefits cliffs policy best practices, with emphasis on mitigating the effect of the minimum wage increase passed in Connecticut in 2019.
- **Workforce**:
    - Conducted landscape analysis of existing whole family approaches to workforce in Connecticut and best practices in the region and nation;
    - Generated ideas for improving workforce system through a whole family lens;
    - Surveyed group on priorities that were then put through a matrix of feasibility, cost, focus of action, short-term/long-term scope, and impact;
    - Identified three priorities to pursue in smaller groups, each charged with a specific action plan:
        - Develop a plan to better link workforce and child care systems through a whole family lens;
        - Develop a plan to reform the Temporary Assistance for Needy Families (TANF) block grant;
        - Influence the Connecticut Workforce Innovation and Opportunity Act (WIOA) State Plan with intentionality around the whole family approach.

Three cohorts of communities engaged in the 2Gen approach run parallel to and inform the state work: the original 2Gen pilot communities, the Connecticut Working Cities Challenge Cities, and the Hartford Region Early Childhood Collaboratives. Community voice has proven to be critical for policymakers attempting to transform our systems to be family-centered by surfacing institutional barriers and sharing best practices.

A W.K. Kellogg Foundation grant has supported a range of 2Gen efforts, including evaluation of the pilot 2Gen communities, 2Gen "Parent Academy" events co-designed by parents, 2Gen staff support, and a family-centered coaching model adopted by the Department of Labor. Three of the five original **pilot 2Gen communities** established through the initial 2015 legislation continued their work via Kellogg Foundation funding from CAHS.[4] One new community, Norwalk, later joined the cohort. Their three-year work through CAHS officially concluded at the end of the grant period in spring 2019, but several communities

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[4] K Parr, H Buch, J Polar (2017) Connecticut Two-Generational Initiative Place-Based Projects 90-Day Follow up Report

have continued their efforts. The original five pilot communities and their respective 2Gen approaches can be found below:

- **Meriden**: Meriden anchored their 2Gen approach in Family Resource Centers (FRC), recognizing their critical role in fostering family stability in their community. They developed partnerships with Meriden Adult Education and other workforce development agencies so that the FRCs can become a single point of entry for many supportive services. Meriden FRCs also incorporated a coaching model that takes a strength-based approach and long-term family success planning.
- **Norwalk**: Norwalk had two pilots as part of the Learning Community. When the first pilot left the learning community, the Norwalk Maritime Odyssey Preschool joined the cohort.
  - The first program provided a care services coordinator to families living in a public housing complex. This program focused on workforce development for caregivers leading to employment and access to quality early childhood development opportunities for children up to eight years old. The third component of their program was the development of social capital as a support for families.
  - Leadership at Norwalk's Maritime Odyssey Preschool developed a cohort of parents who received training in Early Childhood Education provision throughout the year. Parents were supported by free child care and stipends paid for by CAHS and OEC. Parents received their Child Development Associate credential at the end of the year.
- **New Haven**: United Way of Greater New Haven developed an organizational assessment, designed by the Community Alliance for Research and Engagement (Southern Connecticut State University and Yale School of Public Health), which measures the extent to which an organization is implementing a whole family approach. Through a series of questions designed for use by directors, mid-level, and front-line staff, the assessment places organizations on the 2Gen spectrum and provides information on how organizations can take a family-centered approach. United Way piloted the assessment with the New Haven American Jobs Center, Christian Community Action, Friends Center for Children, Gateway Community College, New Haven Adult Education, and is interested in adapting for state agencies.
- **Bridgeport**: Based on the understanding that non-traditional community hotspots are just as important to family success as traditional social service agencies, Bridgeport developed an assessment to determine where those community hotspots are located (food pantries, grocery/corner stores, barbershops, hair salons, etc.), in addition to a 'how-to' guide for those community hotspots interested in supporting family stability and success.
- **Hartford Area**: Hartford and East Hartford developed a Family Pathways model. At the center of their model is a navigator versed in the Career Pathways approach that identifies entry level jobs that meet local employer demand and have the potential for future income growth through skill development. Hartford also has had a strong parent empowerment component.
  In addition to hiring a parent advocate to work with navigators, the community held a parent-organized Parent Academy focused on the Two-Generation agenda.

In 2018, five **Connecticut Working Cities Challenge cities** -- Danbury, Hartford, East Hartford, Middletown, and Waterbury -- received a three-year grant administered by the Federal Reserve Bank of Boston, with

support from national, state and local philanthropic organizations, to engage in cross-sector, collaborative leadership, driven by data and family engagement, to spur workforce development and job-creation in low-income neighborhoods.[5] Through this process, the participating cities have discovered in the design phase that their economic improvement initiatives necessitate a whole family approach.

Five of the Discovery Collaboratives, early pioneers of the whole family approach funded by the Graustein Memorial Fund prior to 2015,[6] continued their work renamed as the **Hartford Region Early Childhood Collaboratives** with funding from the Hartford Foundation for Public Giving and CAHS. The five Collaboratives (Enfield, Wethersfield, West Hartford, Manchester, Bloomfield) are required to incorporate an intentional 2Gen approach in their work and receive technical assistance to develop strategic plans. The grant will conclude December 2019, but it is expected that the five Collaboratives will continue to pursue projects that support 2Gen approaches addressing community needs within their respective municipalities and collectively across the state.

Beyond the three cohorts, communities across the state implement the 2Gen approach. For example, Hartford's implementation of the 2Gen approach in Brighter Futures Family Centers, funded by the Hartford Foundation for Public Giving, has served as a model for states across the country.

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[5] Working Cities Challenge is a grant competition designed to support cross-sector, collaborative leadership and ambition work to improve the lives of low-income people in small and mid-size cities in Connecticut. Funding comes from state and local/national philanthropic funders.
[6] Families and Communities Raise Our Children: The Role and Cost of Effective Local Early Childhood Councils, http://www.wcgmf.org/application/files/3615/5130/4639/Families_and_Communities_Raise_Our_Children-_The_Role_and_Cost_of_Effective_Local_Early_Childhood_Councils.pdf

Section 2. Development of Cross-Agency Data-Sharing Infrastructure

Public Act No. 19-78 requires the state to develop "infrastructure to promote data sharing within and between state agencies to the extent permissible under federal and state law." State administrative data is defined as data state agencies collect in the course of their normal activities. Examples include wage data collected for administering the state's unemployment insurance program, data on families and childcare collected for administering the state's Care4Kids program, and health data collected while administering Medicaid. As a result of recent technology improvements and increased analytic capacity, governments increasingly realize that state administrative data is an asset that can be used in many ways. Some of the many uses of state administrative data include:

- Understanding basic demographics and statistics on the recipients of state services, as well as cost per participant
- Measuring how effective state programs are in improving outcomes for recipients
- Improving efficiencies and achieving better outcomes, and
- Engaging with research and academic partners

Connecticut's State Data Plan recognizes that data is a valuable asset that the State must manage in the public trust on behalf of its residents, and includes 'identify[ing], and where appropriate, remov[ing] data sharing barriers between state agencies,' as a goal of the plan.[7] The state is currently engaged in several initiatives that satisfy the data-sharing requirements of Public Act 19-78 and meet the goals of the State Data Plan. Following is a review of current major initiatives to advance data-sharing amongst agencies and the public:

1. **P20-WIN:** The 'Preschool through 20 and Workforce Information Network' (P20 WIN) is a mechanism by which Connecticut links data from multiple agencies to inform sound educational policies and effective program practices through secure sharing of critical longitudinal student data. The Connecticut Office of Early Childhood (OEC), the Connecticut State Department of Education (SDE), Connecticut State Colleges and Universities (CSCU), The University of Connecticut (UCONN), the Connecticut Conference of Independent Colleges (CCIC), the Department of Labor (DOL) and the Office of Policy and Management are active partners in P20 WIN. Each agency with data to share participates in ongoing data governance meetings of the P20 WIN Executive Board, Data Governance Board and Data Steward Committee. P20 WIN has been operational since the fall of 2014.[8]

2. **Technical Training and Assistance with the University of Pennsylvania's Actionable Intelligence for Social Policy Lab (AISP)**
   Actionable Intelligence for Social Policy (AISP) is an initiative housed at the University of Pennsylvania with a principal aim to promote the development and use of integrated data systems

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[7] The State Data Plan, submitted by OPM in December 2018, can be found at: https://portal.ct.gov/CTData
[8] P20-WIN documentation, including approved data requests and corresponding reports are online at: http://www.ct.edu/p20win/.

(IDS) nationwide for policy analysis and program reform.[9] AISP concentrates on four main objectives: promoting a professional network of IDS sites, providing consultation and training to support the growth of new IDS sites, establishing guidelines for practice, and demonstrating uses of IDS for policy and program reforms.

Connecticut is participating in AISP's 2019-2020 Learning Community initiative, which offers more intensive, formal training and technical assistance to agency staff. This program is designed to accelerate the rate of growth in the IDS field, and help developing sites build political will and IDS capacity, connect to national experts, and learn from their peers across the country. Participants in the 2019-2020 Learning Community will be drawn from agencies working closely on 2Gen approaches, primarily OPM, OEC and Department of Labor.

3. **Governor's Workforce Council**: In fall 2019, Governor Lamont issued [Executive Order No. 4](#), to create the Governor's Workforce Council (GWC). Among the provisions of the order is a requirement that 'state agencies shall enact appropriate data-sharing agreements with one another and with the Governor's Workforce Council to facilitate' analysis of workforce development programs and services, funding streams and the associated outcomes. While Executive Order 4 does not create the necessary infrastructure for data sharing, it does provide a further imperative for agencies to share data. Agencies participating in the GWC include those participating in P20-WIN and the AISP technical training and assistance, along with additional representatives from administrative services, social services, aging and disability and higher education.

4. **Public Act No. 19-153: An Act Concerning Interagency Data Sharing**
[Public Act No. 19-153](#) requires Connecticut's Chief Data Officer, in consultation with the Attorney General and executive branch agency legal counsel, to review "the legal obstacles to the sharing of high value data of executive branch agencies… among agencies and with the public." The act further requires the Chief Data Officer to submit a report on January 15, 2020, and annually thereafter, that includes "any recommendations on 1) methods to facilitate the sharing of such high value data to the extent permitted under state and federal law, including, but not limited to, the preparation and execution of memoranda of understanding among executive branch agencies, and 2) any necessary legislation."

The report and recommendations will be based on a review of the ongoing data-sharing activities in the state. State agencies have been sharing data across agencies and with external partners utilizing agency-specific legal agreements. To understand the landscape of existing data sharing agreements in the state, executive branch agencies were asked to fill out a survey documenting 1) existing data-sharing agreements and memoranda of understanding (MOUs), and 2) the laws and regulations that pertain to the sharing of data maintained at each agency.

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[9] An [Integrated Data System (IDS)](#) links "administrative data across multiple agencies to monitor and track how services are being used and to what effect. IDS provides a more complete account of how different policies and programs affect the individuals they're intended to serve…"

OPM has engaged the services of a legal consultant who has experience reviewing data-security laws and advancing agency data-sharing in multiple other states. The legal consultant will assist in 1) reviewing the survey results and existing agency agreements with the goal of identifying what is working and what is not working to facilitate data sharing, and 2) researching relevant state and federal laws and regulations applicable to the sharing of agency data, highlighting circumstances in which a law or regulation has prevented agencies from obtaining or sharing high value data.

State agency data appropriately has numerous laws and regulations protecting its use and the privacy of Connecticut's residents. Understanding the legal requirements surrounding the data Connecticut holds is critical to preventing the misuse of state data and inadvertent release of private information. Public Act No. 19-153 will enable the state to intelligently set up data-sharing infrastructure that balances privacy and security concerns with the benefits possible from interagency data sharing.

5. **Housing and Supports for Vulnerable Populations**
   The Governor's Office has established a Task Force on Housing and Supports for Vulnerable Populations. The goal of this task force is to pilot the identification of top utilizers of state services, and then coordinate the services to these recipients to improve participant outcomes while reducing state expenses. The task force aims to complete a data match between the state's Homeless Management Information System (HMIS), which is run by non-profit partners, with data from key social service agencies including:
   - Department of Social Services (Medicaid agency)
   - Department of Mental Health and Addiction services
   - Department of Children and Families
   - Department of Correction, and
   - Court Support Services Division

   The data match pilot will allow the state to quickly identify data-sharing challenges, and then bring the appropriate parties to the table to work towards solutions. The lessons learned from the task force will assist the state as it works to set-up the infrastructure for interagency data sharing.

6. **Interagency Data Sharing Playbook**
   The Office of Early Childhood is partnering with Team Skylight (a collaboration of three digital consultancies: GovBloom, Fearless Tech, and Skylight) to develop a data sharing playbook for Connecticut state agencies. This effort is building on past efforts in Connecticut to standardize and normalize data sharing, and the playbook will aim to demystify and enable better data sharing across state systems and agencies.

   As a part of this initiative, Team Skylight is working with OPM to understand current data sharing processes among state agencies and to identify a standard process and framework to follow when sharing data.

The data sharing playbook being developed by Team Skylight will serve as a resource for state agencies to implement clear and streamlined processes for data sharing. Team Skylight is analyzing current data sharing practices and the major hurdles to data sharing, including the legal considerations and MOU process often required to share data. The playbook will address best practices for crafting a data request, types of data sharing arrangements, privacy and security considerations, and guidance on how to transfer and store sensitive data.

The playbook will be open source and made available online for use by state agencies.[10] The playbook will be a living document that can be updated to reflect recommended practices for state agencies, and the first draft is scheduled to be completed by December 31, 2019.

Of the proofs of concept pilots included in this two-generational plan, a few of them will test the data sharing playbook for usability in early 2020. Collecting feedback from agency staff who are likely to participate in data sharing and collaboration opportunities will help ensure the playbook is accessible and easy to navigate.

The projects above create opportunities for capacity-building and implementation of data sharing across state agencies. By July 2020, PA 19-78 further requires the attorney general's office to "develop a uniform interagency data-sharing protocol to remove legal barriers to promote cross-agency and cross-sector collaboration under the act to the fullest extent permitted under state and federal laws," in consultation with OPM, the Chief Data Officer and P20-WIN. Each of these projects will inform the development of that protocol by that time.

Impactful interagency data sharing may also require new methods for tracking family units. Since some agencies generate family identifiers to monitor and deliver services, one method may be utilizing existing identifiers within agencies. For example, a family identifier available in homelessness data clusters family members when they enter a shelter, although a limitation is that it only recognizes those members present upon shelter admission. Successful identification of high need families across Connecticut may involve reckoning with identifiers from multiple agencies, such as Department of Children and Families (DCF), in order to track relationship information across time.

Merely sharing data is by no means sufficient to 'disrupt cycles of intergenerational poverty and advance family economic self-sufficiency and racial and socioeconomic equity,' but it is necessary to support an understanding of whether systemic changes are 'quantifiable and verifiable.' Subsequent sections of the plan describe how data, monitoring and evaluation will help to improve service delivery for families and children.

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[10] A similar playbook for California's Health and Human Services Agencies can be found here: https://chhsdata.github.io/dataplaybook/

Section 3. Coordinating and Leveraging Existing Resources

Policy change cannot happen in a vacuum. To make progress towards ending intergenerational poverty, we need to understand what has been done before – both successfully and not. Coordinating and leveraging existing resources is an important first step.

Nationally, Connecticut is known for leadership in incorporating parent voice into two-generational policy and practice and for being a pioneer of early two-generational legislation.[11] Other states that have been leaders in 2Gen, such as Colorado, have support that originated from the Governor's Office or a state agency. Connecticut's Office of Early Childhood serves as the lead coordinating agency for Connecticut's executive branch and has piloted innovative proofs of concept with flexible 2Gen funding. However, Connecticut can go further in promoting early childhood 2Gen policy in the areas of early care and education and parenting and economic supports.[12]

In 2017, with funding from the Kellogg Foundation and support from the Connecticut Association for Human Services (CAHS), a short-term exercise in the two-generational approach was conducted with six Learning Communities – each implementing a different strategy of direct service or systems change projects.[13][14] Success varied by location but results from these programs showed the hurdles families face when trying to access services. The siloed and fragmented nature of government services is difficult for families to navigate, reinforcing obstacles to mobility.

In early 2019, Governor Lamont's transition team proposed the creation of the Family Economic Success Cabinet, tasked with "launching multi-generational proof points and achieve verifiable systems change targets… [to] pool resources, link data, listen to parents, and be authorized to clear institutional barriers."[15]

Using this proposal as a model, this plan will capitalize upon existing collaborative efforts among state agencies and communities to better support families.

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[11]https://ascend.aspeninstitute.org/resources/states-leading-the-way-practical-solutions-that-lift-up-children-and-families/

[12]http://nccp.org/profiles/CT_profile_16.html

[13] K Parr, H Buch, J Polar (2017) Connecticut Two-Generational Initiative Place-Based Projects 90-Day Follow up Report

[14] When state funding ended in 2017, CAHS contributed $600k in Kellogg Foundation funds. https://ctcwcs.files.wordpress.com/2016/06/two-gen-ar-2016-1-2.pdf

[15] Governor Lamont's transition team proposed a Family Economic Success Cabinet: A Whole Family Approach to Jobs, Opportunity, & Equity. While the cabinet was not created, it was used as a foundation for Public Act No. 19-78.

3.A. Existing Initiatives

Social services can be improved through cross-agency communication and collaboration, that position families in a more optimal space to identify areas of unmet need. The goal of Public Act No. 19-78 is to better coordinate and align delivery of services to assist families in overcoming barriers to economic success. The key to doing so is creating opportunities and addressing needs of both children and the adults in their lives collectively.

Providing parents and children access to affordable services can decrease long-term reliance on state assistance and improves family outcomes. Implementing a comparable system to work with different state agencies has the potential to reach and improve the quality of life for more low-income families.

The next wave of two-generational approaches in Connecticut, and this plan specifically, looks at the role state agencies play in service delivery and human development when supporting the whole family.

3.B. Core State Agency Work Group

The original composition of the 2015 two-generational Interagency Working Group, now the 2Gen Advisory Board included community leaders, parents, nonprofits, and individual state agencies. This group was responsible for identifying best practices, empowering parents, and overseeing the original pilot 2Gen learning communities. The cross-sector, public private membership of the Board served to increase collaboration across siloes but did not provide sufficient opportunity for specific state agency collaboration for family outcomes.

For the purposes of this plan, a working group of seven state agencies, modeled after the Governor's Transition Family Economic Success Cabinet, was assembled to form the Core State Agency Work Group. The working group is comprised of representatives from the Office of Early Childhood, Department of Labor, the Department of Children and Families, the Department of Social Services, the Department of Housing, the State Department of Education and the Connecticut State Colleges and Universities. The purpose of this group included identifying established two-generational initiatives within their respective state agencies and pilot programs using the two-generational approach.

At the time the work group convened, it became clear that many agencies were already engaged in two-generational whole family practices, though not with a significant level of intentionality or with cross-agency, cross-sector collaboration at a scale necessary for systems change. Obstacles to data sharing also played a part in the limited nature of cross-agency collaboration. Existing state agency two-generational programs identified by members of the Core State Agency working group are catalogued in Appendix 2.

The Core State Agency working group will continue to meet on a semi-regular basis. These meetings will offer agency staff the opportunity to discuss collaboration and data sharing and provide pilot updates.

3.C Proof of Concept

It is evident that state agencies have been employing the two-generational approach in their programs – intentionally and unintentionally. While services can assist the whole family and ensure both children and adults have access to resources, those resources traditionally are focused on the individual. A deliberate application of the two-generational whole family approach shifts fragmented and uncoordinated services to comprehensive human development.[16]

To leverage existing resources and coordinate services, staff at OPM worked with the Core State Agency Work Group to identify proof of concept projects. A 'proof of concept' is defined here as *evidence, typically derived from a pilot project, which demonstrates whether a concept is feasible*. Over the course of a year, the proofs of concept will aid in demonstrating how the two-generational approach is effective, successful, and replicable. This is a rare opportunity to encourage and influence culture change, and wider systems change in state government.

The proofs of concept must demonstrate the whole family approach – utilizing the expanded criteria developed by the 2Gen Advisory Board Workforce Work Group. Featured pilots that apply the two-generational approach must cross agencies and benefit the whole family, meaning "…streamlining and coordinating programs to make it easier for families to apply for and receive resources for which they are eligible."[17]

The following criteria were used to identify featured proofs of concept:

1. Engages a minimum of two state agencies

    A significant component of Public Act No. 19-78 encourages greater cross-agency communication and collaboration. State agencies serve many of the same individuals and families. Engaging multiple agencies is the first step to better coordinate services, collaborate, and improve access for families.

2. Established in 2018 or later

    One of the benefits of conducting a pilot is that it allows for the testing of multiple concepts on a limited scale. This lowers the risk of failure and offers an opportunity to assess short-term performance. Using an accelerated approach will allow agencies to identify short-term impacts.

3. Potential to scale

    To make the most impact, two-generational approaches need to be replicable. Quarterly check-ins can identify whether a pilot program can be repeated, replicated and applied in larger formats in part or in whole.

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[16] Ascend at the Aspen Institute. *Framing Two-Generation Approaches to Supporting Families: Guidance from the FrameWorks Institute*. 5.

[17] Ascend at the Aspen Institute. *Framing Two-Generation Approaches to Supporting Families: Guidance from the FrameWorks Institute*. 22.

4. Revenue-neutral or has an identified funding source (with emphasis on braiding funding)

   State agencies are encouraged to use existing funds or coordinate multiple sources of funding to support whole families. Opportunities to pool and share resources exist in areas where multiple agencies are serving the same or similar populations.

5. High impact

   Programs that use a two-generational approach – with some focus on workforce development or adult education and childcare assistance – lead to better outcomes for both children and adults.

6. Evidence-based or promising practices

   Proofs of concept will participate in internal quarterly assessments. At the onset of implementation, teams will establish goals to clarify vision, establish communication across teams, and encourage collaboration.

7. Community Engagement

   Parent feedback reinforces the importance of maintaining connections to the community. Many state agencies contract nonprofits and other organizations to provide services to communities.

2019 Proofs of Concept

Using the above criteria as a foundation from which to move the two-generational approach forward, a series of pilots have been identified to be proofs of concepts. While this initial cohort is small, it is anticipated that momentum and participation will grow as more state agencies are engaged.

The following proofs of concept have been confirmed:

Home Visiting Expansion to American Job Centers

The Department of Labor and the Office of Early Childhood are launching a mini-pilot that could provide joint support to families. OEC home visiting has been incentivizing programs to achieve employment outcomes for enrolled families through its Home Visiting Outcomes Rate Card.[18]

Home visiting programs will offer services, through support from OEC, at the Hartford American Job Center to Jobs First Employment Service (JFES) clients. The site will coordinate and schedule recruitment staff from home visiting partners to attend orientation sessions in January 2020. DOL and Capitol Workforce Partners will provide a physical space on-site at the job center for recruitment staff to meet with interested families after each orientation session.

This pilot will provide new opportunities for engagement and recruitment of families as well as training and education on DOL job programs for home visitors. Following the conclusion of the pilot, it will possibly be expanded to include additional state agencies, including DCF and DPH; both of which operate separate home visiting programs. Multiple agencies provide home visiting

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[18] Details can be found at: https://www.ct.gov/oec/lib/oec/ct_oec_miechv_rate_card_fact_sheet.pdf

services, through different providers, and there may be further opportunities to explore cross-agency approaches to home visiting, and the potential to leverage federal resources to support this inherently cross-generational service.

Circle of Security Parenting Classes at York Correctional Institution

OEC offers Circle of Security and other evidence-based parenting curriculums and topics for parenting classes at York Correctional Institution. These programs help rebuild disrupted attachments between parent and child and prevent child abuse and neglect.

Circle of Security is a program based on decades of research about how secure parent-child relationships can be supported and strengthened. In addition to the monthly groups, OEC is working closely with the Social Worker and Childbirth volunteer to raise awareness on OEC programs and more importantly support the alternate plan of the babies and caretakers to ensure they have access to information, resources and linkage to necessary and appropriate services.

Circle of Security works with parents to help them:

- Understand their child's emotional world by learning to read emotional needs
- Support their child's ability to successfully manage emotions
- Enhance the development of their child's self-esteem, and
- Honor the innate wisdom and desire for their child to be secure.

Quarterly meetings will be convened with critical staff from state and health agencies, legal organizations and Probate Court to continually monitor work with incarcerated mothers.

Family Centered Coaching

This program engages DOL and the Workforce Development Boards (WDB). Family Centered Coaching is a coaching model that provides a holistic approach to working with families. This approach puts the client in the driver's seat and in charge of their life plan and requires the case manager to take a more holistic view of the family unit.

Beginning in the Fall 2019, the DOL Jobs First Employment Services (JFES) unit implemented Family Centered Coaching training for all JFES case managers across the state. Representatives from all Workforce Boards as well as the DOL JFES unit staff trained in this family Centered Coaching.

This initiative is ongoing with the goal of implementing the Family Centered Coaching model statewide. Using the Family Centered Coaching approach, staff have redesigned the orientation process from a group session to one-on-one meetings. These new strategies will be developed by a workgroup of DOL JFES staff, WDB staff and some front line JFES staff.

CT Fatherhood Initiative

The Fatherhood Advisory Council (FAC) is collaborative of 15 state agencies – spearheaded by the Department of Social Services – including the OEC, DOL, DCF, DOC, Department of Developmental Services (DDS), Department of Housing (DOH), Department of Mental Health and Addiction Services (DMHAS), Department of Public Health (DPH), Department of Veterans Affairs (DVA), Department of Education (SDE), Board of Pardons and Paroles, Judicial Branch – Support Enforcement Services, Judicial Branch – CSSD, and the CT State Colleges and Universities.

Many of the state agencies listed above serve many of the same fathers and families and actively pursue services to enhance and promote parenting initiatives to increase successful family and community adjustment.

The scope of practice for this collective includes data sharing: all agencies shall support data development by identifying ways to collect data on men who are fathers, and opportunities to share data across agencies to obtain more accurate metrics on fathers involved in state systems. To address this priority, participating agencies will have an opportunity to test the usability of a data sharing playbook described in Section 2 of this plan.

Families Supporting Reentry: A 2-Gen Approach (FSR)

This program engages the Department of Children and Families and Department of Correction. Families Supporting Reentry is a three-year OJJDP grant funded project.

Incarcerated fathers are often absent in child protection case planning, which inhibits progress and misses opportunities to involve paternal natural supports. The (FSR) program will engage men who are fathers of children involved with the Department of Children and Families (DCF).

FSR is designed to reduce recidivism, improve negative outcomes linked to paternal incarceration which include financial strain, unstable and insufficient housing, family disconnection, poor child behavioral health and education outcomes and juvenile delinquency. This is an opportunity to impact the compounding effect where two systems, in which families of color are disproportionately impacted, intersect.

This project will improve child-parent contact and visitation through agency programming and collaboration with community supports including distance-contact and technology, to strengthen the parent-child bond.

The strategic and collaborative partnerships of DCF, DOC, and the reentry community will meet quarterly to examine outcome data to inform and monitor progress. An independent evaluation will be conducted to determine if goals of the project were met, assess the program's implementation, and more.

Family Homelessness Diversion Rate Card

OEC partnered with UCONN, the Department of Housing, and the Connecticut Coalition to End Homelessness (CCEH) to reduce the number of families with young children who enter emergency shelters due to housing instability, and the negative consequences associated with that traumatic experience.

Established as a pay-for-outcomes contract, every family with a child under age 6 that is successfully diverted away from an emergency shelter and subsequently avoids a shelter experience for 12 months, will lead to OEC making a payment to CCEH's 'be homeful fund' that can be used to invest in future family diversions.

Evaluation and outcomes will look at the number of families successfully diverted from emergency shelters, as well attempt to track families across multiple systems to determine where and how often they access additional state and federal resources.

Over the course of 2020, their respective progress will be monitored. As we move through the process of onboarding programs and establishing goals, this list of proofs of concept can grow or shrink.

Section 4. Indicators and Goals for Interagency Collaboration

Public Act No. 19-78 institutes that indicators and goals be identified for "interagency collaboration to achieve quantifiable and verifiable systems change to disrupt cycles of intergenerational poverty and advance family economic self-sufficiency, and racial and socio-economic." This plan is focused on a small subset with the goal of scaling successful approaches statewide, to influence the administrative policy and programmatic development of executive branch state agencies that interface with families.

4.A. Equity Indicators

Place and race matter, and they are essential to understanding the core fundamental drivers of population disparities. This section will look at family self-sufficiency, socio-economic equity, social determinants of health, and racial equity.

Family Economic Self-Sufficiency and Socio-economic Equity

The 2019 Connecticut Self-Sufficiency Standard, prepared by the University of Washington Center for Women's Welfare, for the Office of Health Strategy and the Office of the Comptroller, is a measure based on a budget of basic needs, including: housing, child care, food, health care, transportation and miscellaneous.[19] The Self-Sufficiency Standard is not static and varies by family type and location of family residence.

The United Way's ALICE studies will also be used to further understand the economic reality for families in Connecticut. ALICE stands for Asset Limited, Income Constrained, Employed.[20] The ALICE reports review the cost of basic necessities throughout Connecticut and look at the number of households living in poverty. According to ALICE, more than 400,000 households (30% of all households) in Connecticut have income above the federal poverty limit, but below basic cost of living.[21]

In Hartford County, a family with one working adult, one preschool-age child and one school-age child would need to earn $5,100 per month to cover basic needs, without any support. The Center for Women's Welfare found that while eight percent of working-age households in Connecticut live below the Federal Poverty Level, 23 percent of working-age households in Connecticut live below the Self-Sufficiency Standard.[22]

Using the Self-Sufficiency Standard, ALICE household budgets and data from the proofs of concept, we can begin to monitor family and household changes in poverty status over the long-term.

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[19] https://portal.ct.gov/-/media/OHS/Affordability-Standard-Advisory/Self-Sufficiency-Standard/CT2019_SSS_Web_20191014.pdf

[20] https://alice.ctunitedway.org/

[21] https://alice.ctunitedway.org/wp-content/uploads/2018/08/CT-United-Ways-2018-ALICE-Report-8.13.18_Hires.pdf

[22] University of Washington. Self-Sufficiency Standard. https://www.selfsufficiencystandard.org

Social Determinants of Health

Social Determinants of Health (SDOH) are the conditions in which people live, learn, work, and play, and the connected social and economic systems that influence those conditions.

The Connecticut Department of Public Health (DPH) with the US DHHS Healthy People 2020 campaign has identified five categories of SDOH: neighborhood and build environment, health and health care, social and community context, and education.[23] Using this as a guide, DPH incorporates concepts of a SDOH framework into public health practice. In early 2019, DSS, through HUSKY Health, began using SDOH to improve health outcomes.[24]

Over the course of the next year, as collaboration and data sharing across agencies grows, so should the rate at which agencies use SDOH as a measurement of progress in providing services.

Racial Equity

Working toward systems change needs to be intentional and inclusive. As more people are impacted by policy than those who form and implement policy, it is important to include their voices in these discussions.

In partnering with the Federal Reserve Bank of Boston, Government Alliance on Racial Equity (GARE), and the Connecticut Commission on Women, Children, Seniors, Equity and Opportunity, we have aimed to find and develop an evidence-based, expert-recognized definition of racial equity, as well as best practices for disaggregation of data by race in state agencies.

Working with these partners will also assist in setting clear goals, and their respective indicators and outcomes, for racial equity. For example, programs that seek to improve specific two-generational outcomes, such as full-term birth, family stability or employment, could be amended to include goals and outcomes for racial equity.

1. Prosperity Now's Scorecard for Racial Disparities provides context on Connecticut's racial disparity ranking. Their methodology provides an overview of the technical calculation of outcomes and racial disparities in states.[25]
2. The Race Forward Racial Equity Impact Assessment is a "vital tool for preventing institutional racism and for identifying new options to remedy long-standing inequities."[26]

To further establish racial equity in policy and practice, GARE will provide guidance on ensuring administrative policy and programs involve equitable distribution of resources. Government Alliance for Racial Equity defines equity as when: "Race can no longer be used to predict life outcomes and outcomes

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[23] https://portal.ct.gov/-/media/DPH/Office-of-Health-Equity/Local-Health-Toolkit/SocialDeterminantsofHealthOctober2016pdf.pdf?la=en
[24] https://www.huskyhealthct.org/providers/provider_postings/TIPS_sheets/Social_Determinants_of_Health.pdf
[25] https://prsoperitynow.org/sites/default/files/resources/2019_Scorecard_Technical_Documentation.pdf
[26] https://www.raceforward.org/sites/default/files/RacialJusticeImpactAssessment_v5.pdf

for all groups are improved."[27] Using their Racial Equity Toolkit, GARE will conduct an equity training for legislative and executive branch agency staff in January 2020.

4.B. Goal Setting

A common thread throughout Public Act No. 19-78 is that work can no longer be done in silos. Once proofs of concept are identified, agencies will participate in a goal setting exercise in order to map out the work in the field, within and across agencies.

This activity assists staff in identifying goals for the proof of concept and the metrics to measure their progress to their goal or goals. Identifying clear and specific objectives will establish a path to reaching those goals.

The New Haven Learning Community developed an assessment tool: "How 2Gen Are You?" with Southern Connecticut State University and coordinated though the United Way. Using this assessment tool will further clarify the role and goals of the two-generational work being done through state agencies.

To ensure that the whole family is at the center of these pilots, parents must be engaged. Including parent voice and perspective can provide insight into how services are delivered, how programs are structured, and how the system is accessed. As proofs of concept moves forward, it is possible parents may have an opportunity to be involved in the goal-setting process.

4.C. Process Indicators and Performance

Accountability in Contracts

Procurement is one of the most powerful, yet overlooked, tools in government. State and local governments spend between one-third and one-half of their budget through contracts for critical functions, such as repairing roads, housing the homeless, or modernizing government with new technology. Yet, too often, procurement is treated as a back-office task rather than a strategic tool. Given procurement's increasing importance and its ability to influence progress on family economic success, Connecticut is prioritizing systems change in procurement practices across the state to ensure better results and outcomes for families.

Within the State of Connecticut, procurement is conducted by both the Department of Administrative Services (DAS) which handles procuring most traditional goods and services needed by state agencies, and OPM which oversees agency-level direct human service contracts. Both types of procurement influence two-generational approaches. For example, DAS often procures for statewide master contracts that involve important tools for state agencies to serve families such as translation assistance, specialized temporary medical staffing, and state park sanitation services. For Purchase of Service Contracts (POS)

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[27] https://www.nrpa.org/uploadedFiles/nrpaorg/Professional_Development/Innovation_Labs/GARE-Racial-Equity-Toolkit.pdf. GARE Racial Equity Toolkit.

overseen by OPM, individual agencies procure for contracts in over 100 service lines ranging from child welfare interventions to job training. [OPM's POS annual report](#) provides a detailed list of contracted services by agency and provider.

Given the decentralized nature of procurement across the state, Connecticut is focusing on a series of interrelated initiatives to ensure greater accountability and improved outcomes for state contracts.

a. *Results-Driven Contracting Sprint for DAS Contract Specialists.* With assistance from the Harvard Government Performance Lab, three teams of DAS contract specialists and associated state agencies are undergoing a 6-week series of training workshops to pilot new approaches to writing Requests for Proposals (RFPs). This includes opening the lines of communication between purchasing specialists and state users of proposed solicitations, while emphasizing greater attention to a set of desired outcomes rather than prescribing exact requirements. This allows for greater innovation from the vendor community to achieve common goals. A similar series of workshops is scheduled for January 2020, specifically for health and human service agencies. New outcome measures developed through these workshops will be useful in measuring the success of key procurements related to advancing family economic self-sufficiency. This outcome data on contracted services such as home visiting programs or workforce training can then be used to work collaboratively with providers to address common challenges identified in performance data. These new approaches will also enable agencies to explore greater community engagement in the procurement process by offering feedback on their priorities and needs.

b. *OPM Procurement Reform Task Force on Competition and Transparency in Contracting.* In August of 2019, OPM Secretary Melissa McCaw formed an internal task force to implement procurement changes that encourage outcomes-oriented contract selections and a decrease in the percentage of non-competitive solicitations. Many of these reforms relate to strengthening the level of strategic procurement planning, ensuring additional transparency of upcoming procurements, and encouraging interagency collaboration to better serve families in Connecticut. OPM is revising its overall procurement standards to offer additional flexibility to state agencies to procure more efficiently and effectively for a range of services related to family economic success. This includes streamlining requirements to allow limited agency resources to focus on the key components of ensuring high-quality procurements, as well as offering new RFP templates to standardize outcomes-centered approaches to high-priority procurements.

c. *Non-Profit Cabinet Collaboration with Provider Community on Key Contracted Services.* The Governor's Non-Profit Cabinet has tasked key agency staff from across the state, along with leaders of non-profit providers to promote collaboration activities related to "residential

services contracts," defined as 24/7 non-state residential services and supports.[28] This includes efforts to ensure more consistent outcome measures and reporting requirements for state contracting, as well as finding new ways for the provider community to engage within the end-to-end procurement process.

d. *Innovative Incentive Approaches via Rate Card Implementation at OEC.* With assistance from Social Finance, OEC is spearheading creative contracting approaches that incentivize providers to prioritize a set of high-impact outcomes. This pay-for-success model utilizes outcomes rate cards (ORC) that offer additional flexibility for diverse program interventions and scaling of services. The OEC ORC is focused on outcomes that generate significant value to families, communities, and government and focus on two-generational impacts.

Consistent with the focus on procurement as a strategic tool, rather than a back-office task, these initiatives provide one way to identify shared indicators and opportunities for collaboration across agencies. The outcomes identified through these initiatives can measure improvements in service and resource coordination and outcomes for families, particularly as procurement and contracting processes engage more deeply with the community of providers. Further exploration of agency-level performance measures and frameworks can also connect contract- and agency-level performance measures, and identify common outcomes used across agencies.

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[28] The Governor's Cabinet on Nonprofit Health and Human Services was formed in 2011 to evaluate existing public-private partnerships with respect to the state's health and human services delivery systems.

Section 5. Consideration of Innovative Approaches

Public Act No. 19-78 directs OPM to develop an interagency plan to coordinate and align delivery of services to assist families in overcoming barriers to economic success, and as part of the plan development has solicited input on innovative approaches from parents and other community members to increase the impact of the two-generational Initiative.

5.A. Input from parents and community stakeholders

Feedback from 2Gen Advisory Board members have focused on plan implementation, Board involvement, and parent engagement.

Parent Engagement Subgroup

> The Parent Engagement work group has developed an onboarding process to meet the 2019 statutory requirement that 25 percent of the 2Gen Advisory Board be parents; secured funding from the Early Childhood Funders Collaborative to compensate parents for their engagement; and structured "job descriptions" that outline parent roles and responsibilities.[29]

> Recruitment of parents will depend on existing networks and partners, including but not limited to: Early Childhood Collaboratives[30], adult education centers, State Department of Education Commissioner's Roundtable, State Office of Early Childhood Parent Cabinet, Early Childhood Council, DCF, Fatherhood Initiatives[31], and liaisons for higher education. This presents a potential opportunity to recruit a parent from each network for cross-sector exchange and enhancement in connectivity of parent voice network.

> Parent Consultants have developed a structured onboarding process, including formal training with the Parent Training Leadership Institute (PLTI). In addition to the PLTI, the People Empowering People (PEP) and the Parent Supporting Educational Excellence (Parent SEE) offer effective parent training programs with records of success in the state.

Parents and Board member feedback

1. Parent Engagement needs to be a priority, but while the whole family approach focuses equally on supporting children and adults – parents are not always in the same household or location.
   a. Since the passage of P.A. 19-78, the Parent Engagement subgroup created a strategy for recruitment and funding for parent members of the 2Gen Advisory Board. This structure gives parents greater opportunity to participate and provide valuable feedback.
2. Families are diverse and look different depending on culture and circumstance.

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[29] The Early Childhood Funders Collaborative is an association of early childhood funders that promotes policies and practices that support young children, their families, and the early childhood community.
[30] Regional early childhood initiatives invested in growth and development of young children.
[31] Fatherhood Initiatives enhance prevention/intervention to promote responsible parenting and economic stability.

a. Recognition of all family types is crucial. Language matters when speaking about families. Multiple definitions must be considered for "households" and "parent," and inclusive recognizing that families can include non-custodial and other family members.
b. Potentially duplicative fatherhood initiatives exist in different state agencies.
3. Outcomes are important. Establishing the infrastructure to define outcomes and identify how to achieve them reinforces the success of the two-generational approach.
a. Outside agencies are interested in gathering baseline data on services in order to conduct more formal assessments and evaluations on program impact.
b. Board members encouraged adapting the family assessment tool created in the New Haven Learning Community. This evidence-based tool was created to determine "How 2Gen Are You?" and was applied to city services.
4. Board support and facilitation. Having significant experience working on two-generational initiatives, the 2Gen Advisory Board is in a unique position to offer support moving forward with the plan and its implementation.
5. Youth voice integration. Incorporating youth voice adds new ideas, opinions, and knowledge. Youth groups and organizations may be a resource. Some organizations that currently exist include: Youth on Fire,[32] DCF Youth Advisory Board,[33] and the Youth Advisory Council.[34]

5.B Public Comment Period

A formal public comment period on the interagency plan ran from December 2 to December 13, 2019. 2Gen Advisory Board members, parents, community leaders, and others encouraged their networks to submit comments on the webpage, through email and other methods of communication.[35] To ensure a robust public comment period, the 2Gen Advisory Board took a proactive role in engaging virtual and physical networks and organizing parent forums.

A total of 28 comments were received in response to the Two-Generational Interagency Plan. While they covered a wide spectrum of topics, a few stood out. Comments addressed the track record for specific programs, expanding collaboration, early education, evaluation. All comments received in writing can be found in Appendix 3.

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[32] Youth on Fire is a mentoring and media education center in Hartford for youth 12-18 to learn life skills and how to overcome struggle.
[33] The Youth Advisory Board provides opportunity for development of youth leadership skills through training, mentoring, and guidance. The Board solicits youth feedback to advance DCF policy and practice development, encourages youth interests and activism through advocacy, and improves outcomes for youth served by DCF.
[34] The Youth Advisory Council, Groundwork Bridgeport provides participants with leadership development, advocacy, and networking opportunities. www.groundworkbridgeport.org/youth-advisory-council
[35] To submit comments on this plan, go to portal.ct.gov/opm-2gen-plan.

Conclusion and Next Steps

Public Act No. 19-78 directed the Office of Policy and Management with creating and implementing a Two-Generational Interagency Plan aimed at systems change in state government and assisting families in overcoming barriers to economic success.

The Two-Generational (2Gen) whole family approach works to create opportunities for and address the needs of children and adults together using a family-centered, results oriented approach. Education, workforce training and social supports are key to securing economic security from one generation to the next.

The concept of implementing a two-generational whole family approach has evolved from its first application in 2015. The Learning Communities which first lead pilot programs spurred a movement throughout community organizations, which has culminated in this Two-Generational Interagency Plan.

Currently, the two-generational approach is changing the way government responds to families by encouraging cross-agency collaboration, data sharing, and leveraging existing resources to reduce costs and promote economic success for the whole family. Working with the federal government, local and national leaders and parents, the Two-Generational Interagency plan has evolved to address the needs of families and the services they use.

Data Sharing

Data sharing is one of many approaches to address collaboration and capacity building. This plan highlights existing and new data sharing projects that inform the development of statewide data sharing infrastructure. State agencies acknowledge that sharing data is an obstacle to collaboration and improving services across departments. Current efforts are identifying how data is being shared and what laws or policies are preventing data from being shared, which is just one factor in understanding if systems change is measurable.

Coordination of Services

The siloed and fragmented nature of government services makes it difficult for families to navigate the system, limiting access to essential services and support. Through coordination and leveraging of existing services, it is possible to offer better services at both at the community and state levels. Using the Governor's proposed Family Economic Success Cabinet as a model, OPM identified two approaches to coordinating existing resources – identifying established programs and identifying and monitoring proofs of concept.

Each agency listed on the proposed Family Economic Success Cabinet formed the Core State Agency Work Group. This group has been tasked with identifying established programs that serve the whole family in some capacity, and with identifying new or recently established programs that could demonstrate the effectiveness of a 2Gen whole family approach. Proofs of concept have been identified that intentionally serve the whole family and engage with a minimum of two state agencies. Over the course of 2020, the proofs of concept will be reviewed internally by agency staff to identify promising practices and outcomes and to encourage continued collaboration.

Setting Goals and Measuring Impact

Establishing measures for interagency collaboration will help show quantifiable and verifiable systems change that disrupt cycles of intergenerational poverty.

1. Using Census data, the ALICE household budgets, and the 2019 Connecticut Self-Sufficiency Standard, and data from proofs of concept, baseline data will be collected to monitor family and household changes in poverty status.
2. Equity is key to progress. Using an evidence-based, expert-recognized definition for racial equity, and collaborating with regional and local partners, best practices will be identified for analyzing data by race in state agencies.
3. Each proof of concept will establish internal benchmarks and map a path to reaching those goals. Where possible, parents will be involved in the goal setting process.
4. Accountability in contracts – the state is focusing on a series of initiatives to ensure greater accountability and improved outcomes for state contracts.

Parent and Community Input

Collecting input and feedback from parents and community members can only increase the impact of the 2Gen initiative. Presentations from the 2Gen Advisory Board members and subgroups offered an initial round of feedback and policy priorities. Parent meetings and community cafes will bring continued input on the plan and pilot projects.

Next Steps

The Advisory Board will maintain a formal feedback loop to learn about implementation of the proofs of concept, with a specific focus on parent engagement. In addition to the established indicators in Section Four, we will define terms and gather baseline information in order to set more formal benchmarks for future proofs of concept.

Upon reviewing the first-year proofs of concept and the results collected from the goal-setting exercise, we will evaluate the following:

- Did the programs impact the intended population?
- Did the pilots reach or exceed expectations?
- Did the pilots demonstrate an opportunity for wider culture and systems change?
- Is there potential for continuing pilots beyond their current time horizon?

As this work is ongoing, it is anticipated this plan will evolve and serve as a living document. Over the next year, indicators and benchmarks will be confirmed and a more detailed process for measurement and evaluation will be established.

Progress Updates

P.A. 19-78 directs the 2Gen Advisory Board, in consultation with the Office of Policy and Management, to file an annual report beginning December 31, 2020.

Appendix 1: 2Gen Advisory Board Membership List
Established pursuant Public Act No. 19-78

Statute Designation	Members	Title and Organization
1. One member of the General Assembly appointed by the speaker of the House of Representatives, who shall serve as a cochairperson (Representative Joe Aresimowicz)	Representative Jeff Currey	House of Representatives, D, District 11
2. One member of the Senate appointed by the president pro tempore of the Senate, who shall serve as a cochairperson (Senator Martin Looney)	Senator Marilyn Moore	Senate, D, District 22
3. One member representing the interests of business or trade organizations appointed by the majority leader of the Senate (Senator Bob Duff)	Dan Onofrio	President and CEO, The Bridgeport Regional Business Council
4. One member with expertise on issues concerning physical and mental health appointed by the majority leader of the House of Representatives (Rep. Matthew Ritter)	Deborah Poerio	President/CEO, Integrated Health Services
5. One member with expertise on issues concerning children and families appointed by the minority leader of the Senate (Senator Len Fasano)		
6. One member of the General Assembly appointed by the minority leader of the House of Representatives (Representative Themis Klarides)	Senator Tony Hwang	Senate, R, District 28
7. One member appointed by the Governor		
8. Representatives of nonprofit and philanthropic organizations and scholars who are experts in two-generational programs and policies, including, but not limited to, at least one such representative and scholar with experience in developing strategies to achieve racial equity and social justice	Judy McBride	Director of Grants and Partnership Investments, Hartford Foundation
	Rebecca Allen	Senior Program Officer, Melville Charitable Trust
	Tricia Hyacinth	Director, Fund for Women & Girls, Fairfield

		County Community Foundation
	Liz Fraser	Policy Director, Connecticut Association of Human Services
	Merrill Gay	Executive Director, Early Childhood Alliance
	Cassandra DeFelice	Director of Programs, CT Council of Family Service Agencies
	Rick Porth	President/CEO, United Way of CT
	Amy Peltier	Director, East Hartford CONNects
	Carol O'Donnell	Executive Director, Connecticut Early Childhood Funders Collaborative
	Betty Weintraub	Grant Program Manager, Connecticut Health and Educational Facilities Authority
9. Parent or family leaders representing low-income households selected by the Commission on Women, Children and Seniors, who shall constitute one-fourth of the board	Janine McMahon Stephan Palmer Veronica Rosario	2Gen Parent Leaders
10. Other business and academic professionals as needed to achieve goals for two-generational systems planning, evaluations and outcomes selected by the cochairpersons	Michelle Rakebrand	Assistant Counsel, Connecticut Business and Industry Association
	Kristina Testa-Buzzee	Interim Dean of Workforce Development and Community Partnerships, Norwalk Community College
Chief Court Administrator, or the Chief Court Administrator's designee, shall serve as ex-officio members of the advisory board	Paul Bourdoulous, on behalf of Patrick Carroll III	Director of Support Enforcement Services, CT Judicial Branch
Staff of the Commission on Women, Children and Seniors [Equity and Opportunity] shall serve as the organizing and administrative staff of the advisory board	Steven Hernández Rosemary Lopez Werner Oyanadel Denise Drummond Melvette Hill	Commission on Women, Children, Seniors, Equity and Opportunity

By invitation of cochairpersons	Representative Gail Lavielle	House of Representatives, R, District 143
	Representative Terrie Wood	House of Representatives, R, District 141
	Representative Robyn Porter	House of Representatives, D, District 94
	Representative Pat Wilson-Pheanious	House of Representatives, D, District 53
	Connie Hilbert	Executive Director, Health and Human Services, Mohegan Tribe
	Amy Porter	Commissioner, Department of Aging and Disability Services
	Ram Aberasturia	Division Director, Financial Affairs and Human Resources, Office of Higher Education
	Justin Farmer	Councilman, Hamden Town Council
Organizer/convener, selected by cochairpersons	Rosa Rada	Statewide 2Gen Coordinator, Office of Early Childhood

Appendix 2: Existing 2Gen Initiatives

Below is a catalogue of established "two-generational" initiatives at various state agencies. As we proceed with the two-generational plan, it's possible additional programs will be identified that meet the two-generational criteria and philosophy.

Office of Early Childhood

1. Adult Education Pilot
   Through a two-generational approach, the Office of Early Childhood is investing in a small-scale demonstration project at four adult education centers that will provide on-site child care to a cohort of students enrolled in adult education courses, with the goal of increasing enrollment, retention and graduation among families with young children.
2. Bristol Manufacturing Pilot
   Bristol Adult Education and Rowley Spring and Stamping, a local manufacturer, created a partnership in 2013 to train adults for a career in manufacturing called the Adult Education Diploma and Certification (AEDAC) program. Upon completion of the program, participants qualify for jobs where they can earn livable wages and access full benefits.
1. Even Start Program
   The Office of Early Childhood is attempting to increase the chances for economic mobility among program participants by placing an emphasis on a pathway to higher education or industry credentials following graduation. The three current Even Start programs will receive technical assistance funds to improve the pipeline between their programs and higher education, vocational training and/or workforce partners in their specific region.
2. Home Visiting Rate Card
   The Outcomes Rate Card (ORC) pilot began in 2018 with federally funded evidence-based home visiting programs and expanded in 2019 to include all state and federal evidence-based home visiting programs. An ORC is a procurement tool through which government defines a menu of outcomes it wishes to "purchase" (e.g., healthy birth outcomes, completion of a degree/training program, or decrease in emergency room visits) and the amount it is willing to pay each time a given outcome is achieved. The OEC ORC is focused on outcomes that generate significant value to families, communities, and government and focus on two-generational impacts.
3. Homeless Diversion Rate Card
   Beginning in 2018, OEC partnered with the University of Connecticut, the Department of Housing, and the CT Coalition to End Homelessness (CCEH) to reduce the number of families with young children who enter emergency shelters due to housing instability, and the negative consequences associated with that traumatic experience.
   Established as a pay-for-outcomes contract, every family with a child under age 6 that is successfully diverted away from an emergency shelter and subsequently avoids a shelter experience for 12 months, will lead to OEC making a payment to CCEH's 'be homeful fund' that can be used to invest in future family diversions.

Department of Children and Families

1. Fatherhood Engagement Service
   Fatherhood Engagement Services provide intensive outreach, case management services and 24/7 Dad group programming to fathers involved with an open DCF case.

2. Fatherhood Engagement Service with DOC
   This is a collaboration between DOC and DCF that provides incarcerated fathers who have an open DCF case with intensive outreach, support, advocacy, and linkage to community-based Fatherhood Engagement Services.
3. Family Supportive Housing
   This service provides assistance to families applying for and locating housing through various permanent housing voucher programs, as well as assessment and case management services.
4. Zero to Three – Safe Babies
   The Zero to Three Safe Babies Project coordinates services to parents of children younger than 36 months who have been placed outside the home via court order in order to expedite reunification or facilitate another permanency goal.
5. Child FIRST (Early Childhood Services)
   This service provides home based assessment, family plan development, parenting education, parent-child therapeutic intervention, and care coordination/case management for high risk families with children under six years of age in order to minimize social-emotional and behavioral difficulties, developmental and learning challenges, and abuse and neglect.
6. Care Coordination
   Care Coordinators provide high fidelity "wraparound" using the Child and Family Team process. Wraparound is an intensive, individualized care planning and management process for youths aged 0-18 with serious or complex needs. The wraparound process and the written Plan of Care it develops are designed to be culturally competent, strength-based, and organized around family members' own perceptions of their needs, goals, and vision.
7. Child and Family Teaming Process
   This family-centered practice engages families and community members to build a network of support. The teaming process actively engages families and becomes a life tool for important planning and decision-making.
8. Community Support for Families
   Families who have received a Family Assessment Response from DCF are connected to stable traditional and non-traditional resources in their community. This approach places the family in the lead role of its own service delivery.

Department of Housing

1. Barrier Intervention Referral Program
   The Barrier Intervention Referral program (BIR) enables JFES case managers to refer clients with significant barriers to employment that prevent them from participating in the JFES program to work with a counselor from CCFSA. This counselor will work with the client to overcome or remove the barrier that is hindering their participation in the program. These barriers include things like homelessness, substance abuse issues, domestic violence, child safety, etc.
2. Rental Assistance
   DOH provides rental assistance to DCF families that are at risk of the child being placed into DCF custody or to reunite families that DCF already has custody of the children. Lack of stable, suitable housing is often a cause of child removal.

Department of Labor

1. Family Centered Coaching
   The Family Centered Coaching approach puts the client in charge of their life plan and requires the case manager to take a more holistic view of the family unit. This initiative is ongoing with the

goal of implementing a statewide Family Centered Coaching approach beginning with a transition from the current JFES Orientation group session to a new One-on-One Orientation meeting with the client's case manager.

2. Financial Literacy

A financial literacy workshop called "Money Matters" is offered in partnership with the Workforce Development Boards and the Connecticut Association for Human Services. These workshops run several times each month in all American Job Centers across the state. This training will put parents in a better position to manage their finances with the hope that their children will be better prepared to handle finances as they grow up.

3. Jobs First Employment Services (JFES) Refugee Pilot

This pilot has eliminated the historical barriers that Refugees have faced in connecting to the JFES program by placing a JFES case manager at IRIS, the Refugee Resettlement agency in New Haven. By providing case management services to refugees who qualify, job assistance is provided in a comfortable environment and co-located with other services, including a food pantry, job development services, and language services. A "Mommy and Me" program is also available in the same building to Refugee parents and their children to learn English language skills and cultural awareness. On-site day care services are also available.

4. Jobs First Employment Services (JFES) Uber Pilot

In areas where public transportation is severely limited, four of the five Workforce Boards are using available JFES funds to cover the cost of Uber or Lyft for JFES program participants. These rides enable individuals to participate in required program activities including job interviews, training courses, etc. and are used as a last resort.

Department of Social Services

1. Noncustodial Parent Program

Noncustodial Parent Two-Generational Program; the community-based provider for this contracted pilot program serves at least 20 unduplicated low-income families comprised of noncustodial and custodial parents with a child/ren in common under the age of 5, who live in the Waterbury area and are enrolled in an early childhood education program.

Connecticut State Colleges and Universities

1. Care Coordination

The Office of Early Childhood is partnering with CSCU to offer families the opportunity to receive child care funding to support their enrollment in and completion of a health care-focused SNAP E&T certificate. SNAP E&T participants with young children will receive a subsidy to pay for child care for both class and study time.

State Department of Education

1. Family Engagement

The purpose of Connecticut's common definition and framework of family engagement is to encourage shared understanding and collaboration, making it easy for all parties – educators, providers, partners, and families – to understand what is expected of them. The hope is that this will lead to a robust culture of partnership between families and professionals throughout all education and human service programs.

2. Adult Education

   Family literacy activities are services that make sustainable improvements in the economic prospects for a family and better enable parents or family members to support their children's learning needs. Family literacy Services are to benefit the child, the parent and the community.

3. Family Resource Centers

   The Connecticut Family Resource Center concept promotes comprehensive, integrated, community-based systems of family support and child development services located in public school buildings. Family Resource Centers provide access, within a community, to a broad continuum of early childhood and family support services which foster the optimal development of children and families.

Appendix 3: Public Comment Period

The public comment period commenced on December 2, 2019 and closed on December 13, 2019. In that time, members of the 2Gen Advisory Board and parents conducted a robust campaign to collect feedback from the community.

Name	Organization	Comment
Paul Bourdoulous	Judicial Branch, Child Support	1. Develop and define a modern definition for "whole family". Current assumptions already have programs and funding limited to "intact" or "household families"; however, today many parents or children are not married and never will be married – nor do they always live or reside together. A greater effort to serve the "whole family" must at least consider those parents who are legally, financially, and emotionally responsible for their children, but who may not reside with them. An educated, working father who consistently pays child support is a critical part of family success – even if that father never lived in the same address or appeared on any application for assistance made by the mother/child (e.g. in TANF cases mothers legally assign their rights to child support to the state, but TANF money is never used to develop or prepare the liable father to someday provide financial support and help remove his family from TANF). 2. Define high level measures that can be used to measure success at the state, but also help define success at an agency level. For example, if a caseload for program/ agency "X" is declining. And that decline has raised questions about staffing and or reduced federal reimbursement to the general fund, there will be many local agency "X" solutions to reach out to parents, increase the caseload, or explore a new areas of service. All are admirable; however, perhaps the declining caseload is in fact evidence of successful 2-Gen practices and that new/ future generations are no longer as dependent on Agency "X" services. Agency "X" is very much hard-wired to continue its relevance, and some larger measure is needed for state success... not just agency X's defined success. 3. Collaboration is great, a coalition is great... but it is a slippery slope: there is not always a single or simple "whole family" approach to family services. Many times those services are at odds with each other – by design. It is important to retain some level of personal responsibility. Let's say a school is a mandatory reporter, and refers an observed issue or matter to DCF, who investigates a case of neglect of a child in a home with her mother... both the school and DCF have a primary responsibility (albeit different responsibilities) to the child...here DCF decides to remove the child from mom and places the child in foster care.
Rachel Leventhal-Weiner	Office of Early Childhood	I read the 2Gen Plan and appreciated the way the plan brought together the history of the work as well as the many contributions made by the advocacy community and parents. The plan synthesized what has been done and threaded everything together. As a plan, though, I was unclear as to the next steps. I really appreciate the work outlined in Section 4 about establishing indicators, but I think the plan needs some granular detail about what this will mean for "programs in their infancy" as

		described in the section on Goal Setting and how agencies will align data collection efforts so there will outcomes to evaluate. I also appreciated seeing both the ongoing work as well as the work planned in 2020, but the action items are not as clear. The 2019 Proofs of Concept listed on page 23 have some common features but are being run jointly out of different agencies. I am unsure of the evaluation plan to consider how programs impact the lives of families and children without a plan to collect common data elements or establish data sharing agreements to work towards that evaluation.
Richard Porth	United Way of Connecticut	Again, great job on the 2 Gen plan. I'm forwarding an electronic version of the Governor's Cabinet on Nonprofit Health and Human Services Population Results Work Group Recommendations. I hope it can be helpful in aligning population level outcomes both across state agencies and for the nonprofits they contract with. Happy to discuss further if you'd like. Report in attached document.
Chris Senecal	Hartford Foundation for Public Giving	The Hartford Foundation recommends a minor edit to the last paragraph on page 7 of the draft of the Two-Generational Initiative Interagency Plan. **Beyond the three cohorts, communities across the state implement the 2Gen approach. For example, Hartford's implementation of the 2Gen approach in Family Resource Centers, funded by the Hartford Foundation for Public Giving, has served as a model for states across the country.** The reference to **Family Resource Centers** should be changed to "**Brighter Futures Family Centers**" – which are a separate and unique type of facility.
William Brucker	Family Centers	Family Centers commends the Office of Policy and Management's (OPM) for its efforts in recognizing the pivotal role a Two-Generational (2-Gen) approach plays in addressing complex societal challenges that affect so many children and families in Connecticut. While OPM's plan is the first step in codifying a 2-Gen model on the state level, great work in this area is already happening in communities throughout Connecticut. Over the past several years, Family Centers has collaborated with community partners to develop successful 2-Gen programs aimed to reduce the Opportunity Gap in lower Fairfield County. By deploying a collective impact approach, these initiatives have produced measurable gains in children's academic performance and parental engagement/self-sufficiency. Family Centers fully supports OPM's 2 Gen Interagency Plan, and are willing to assist in any way possible. As the plan further evolves, we urge OPM to enlist the expertise of community organizations currently making an impact in this area to develop best practices, share outcomes and map out quantifiable next steps.
Charlie Slaughter	Dept of Children and Families	Attached document.
Tenssie V. Ramsay, MS	BH Clinician	I believe that Circle of Security training should become a part of the curriculum for caregivers/ parents/ teachers/ clinician who work with children with attachment concerns.
Betty Weintraub	CT Health and Education Facilities Authority	I would say that overall the plan reads more like a report on activities/progress to date than a plan for the future. The reader needs to get to the very end of the report before seeing next steps. I think that we are looking for a roadmap for the future with actionable steps to move forward with the implementation and integration of 2Gen in the state. Potentially adding in next steps throughout the

		document with timeframes and action steps might be beneficial for the reader and the government/education/nonprofit/community/parent stakeholders.
		On page 6, the Federal Reserve Bank is the Administrator of the Working Cities Challenge program, providing in-kind services and staffing, the funding comes from the state and local/national philanthropic funders.
		On page 12, Section 3 would benefit from specifics being added in, about what is making a difference for families (there can be references to other pages in the document, if that makes sense). The end of the second paragraph notes that CT can do more, so this would be a great place, for example, for specifics.
		On page 20, a reference to the Parent Leadership Training Institute (PLTI), the People Empowering People (PEP), the Parent Supporting Educational Excellence (Parent SEE) can be listed as effective parent training programs with proven track records of success in the state. These programs have been started by the former CT Commission on Children and now the Commission on Women, Children, Seniors, Equity & Opportunity; as well as UCONN Extension.
Tracey Madden-Hennessey	**YWCA New Britain**	Currently, there are multiple programs funded through the SDE (Adult Education) with WIOA funds for Family Literacy Projects. These programs align adult education services (ABE/ESL and GED classes for adults) with early education programming for young children. In New Britain, this program takes place at the YWCA and is a partnership between the YWCA, New Britain Adult Education, and Literacy Volunteers of Central Connecticut. Our project targets women with young children. Per the WIOA grant, adults enrolled in the program must also participate in Parenting Education and Parents/Children must jointly participate in Parent and Child Together educational activities. Currently, this funding focuses on the adults (and their need for care to stay enrolled in adult ed). As a result, outcomes for adults are the only outcomes reported to SDE. It would be important for Care 4 Kids dollars to help support the care of young children (6 months-3 years) in these programs. Programs are entirely dependent on finding alternative funding for children's services as most of the WIOA grant must go to supporting the adult services. Another related issue, there is a mismatch between school readiness hours and program operation times. In New Britain, we have applied for PT SR slots to address this. These funds will only support programming for children 3-5 years old.

New Britain is one of several communities participating in exploring the creation of an innovative program model called an early childhood business incubator. Born out of a shortage of infant/toddler care, as well as, a shortage of homes available for family childcare, an incubator melds a business incubator concept (single space which houses and supports multiple small independent businesses) with that of family childcare. The concept creates a single space which houses multiple independent family childcare providers and also supports their operation through training, and shared space and back-end resources. Shared spaces include: training/conference room, playground space. Back-end services could include billing/accounts payable, and HR functions. Six communities are ready to pilot this concept, however, the rigid regulation system stands as a barrier that can only be changed with legislative regulation change. A coalition of communities interested in this work has begun approaching legislators about passing the needed regulation change. |

Rebecca Allen	Melville Charitable Trust	In 2015, twenty-five private funders and the Department of Housing spearheaded Secure Jobs CT, a three-year pilot designed to increase the income of families transitioning from homelessness to housing by connecting them to the education, training, and the supports they needed to secure and maintain employment. Four strategies helped to bridge the gap between the housing and workforce systems at the local level: utilization of a Secure Jobs navigator, network building beyond housing and workforce organizations, case conferencing which included stakeholders from different organizations who focused on solutions for the whole family, and flexible dollars used to immediately remove individual barriers to employment, such as bus passes and childcare. A majority of clients (60%) were enrolled in at least one of the two major funding sources for workforce services: WIOA (Workforce Innovation and Opportunity Act) and JFES (Jobs First Employment Services). The Secure Jobs pilot resulted in increases in the number of parents (59%) working and an increase in their wages. However, at an average of $11.74/hour those wages were not high enough for the families to make ends meet. In Connecticut, the hourly wage needed to afford a typical 2-bedroom apartment is $24.72. CT philanthropy launched Secure Jobs 2.0 in October 2019 and adds creating a clearer pathway to help families obtain higher wages jobs by way of systems change that centers on improvements of access, speed, responsiveness and effectiveness of service delivery within and across organizations.
Robert Mogolies	CT Coalition for Child Development Education	I chair the CT Coalition for Child Development Education, a group that has been working in CT for the past 15 or more years to bring forth education for high school and college students regarding child development. We think that intergenerational change will best occur when the next generation is fully aware of the impact of prevention in the pre- and post-natal and early childhood development periods. Right now there are few organized efforts to educate young adults, or even provide them with a vocabulary or knowledge base from which to work as new parents and future citizens. Just as youth have learned about environmental issues and now take the lead in trying to make change, we could greatly impact the problems you are trying to address by empowering our youth with knowledge that should be a part of everyone's education. I have a brief video of our work in the classroom, our curriculum, and endorsement from some of our State leaders. I will attach here. Thank you for accepting my comments. https://www.youtube.com/watch?v=o0dytgX3MS4&t=3s
Linda Sargent	Early Childhood Educator	I am writing in support of the implementation of Circle of Security Parenting programs with parents, teachers, child & family social workers, early childhood educators, caregivers and in our prisons in Connecticut. I know from my work as an early childhood teacher that the quality of relationships experienced by children can support or hinder outcomes achieved by state agencies focused on education, health, early childhood, child welfare, social services, and economic development. Improving the quality of relationships that families members have with each other has an impact on state agencies' outcomes and Connecticut's future. Circle of Security Parenting understandings have been proven to impact children's

		relationships with key people in their lives in generative ways that can last a life time.
Leann Mitchell	McCall Center for Behavioral Health	As a provider for Parenting Supports Services in CT, I have had the privilege of witnessing how incredibly helpful the of Circle of Security Parenting program has been to not only caregivers but anyone who seeks to build safe and secure relationships with others. Circle of Security Parenting is an important program in helping people build self-reflective skills and learn healthier ways to hold children's emotions and help them express emotions. There are far too many people who have had the experiences of being told that they have no right to feel certain feelings or who have been left to handle strong emotions on their own. Often this results in people finding maladaptive ways to cope with the discomfort that comes from the inability or lack of support in working through stress and strong emotions. This program helps build an understanding of not only the concept that all feelings are acceptable, but also builds resiliency skills in that there are people who can be available to lend support when struggles become too much to bare on your own. This program can be seen as prevention work but also a way to break cyclical trauma that so many individuals and families face. We need to bring Circle of Security Parenting to more parents, teachers, and caregivers throughout the state of CT.
Maddie Granato	CT Women's Education and Legal Fund (CWEALF)	Attached document.
Cindy Praisner	Collaborative for Colchester's Children	Please note that two communities are missing in the list of original participants in the 2Gen pilots on page 5- Colchester and the Hartford Region. While Colchester ultimately opted out when funding was reduced, we did roll up a lot of information that was gleaned from our preparatory efforts. I don't know what happened with the Hartford Region but feel that the line "The original six pilot communities and their respective 2Gen approaches can be found below:" should either be changed to four communities, all 6 communities should be listed, or the sentence should be deleted.
		On another note, I am thrilled to see that the plan will be looking at the impact of the Circle of Security Program. As one of the communities that have benefited from the free training provided by Charlie Slaughter's efforts in DCF, I can attest to the value of the program. The learning provided through the series of workshops is foundational to healthy relationships and is a potentially key driver for real change. I would encourage the committee to add other sites' use of COS to the outcomes being collected to evaluate how this program may impact families in a variety of life circumstances.
Gerald Calnen, MD, FAAP	Primary Care Pediatrician	Too many families in Connecticut experience severe adversity from a variety of sources. Poverty, domestic and community violence, parental substance abuse, homelessness, and food insecurity have all taken their toll. Even if all of these causes of adversity were to be eliminated, the deleterious effect upon the relationship of the child with the primary caregiver would likely persist, with profound damage to the life trajectory of the former, leading ultimately to lasting psychological, cognitive, and physical consequences. Only by addressing the root causes of this "toxic stress" can we hope to significantly reduce the incidence of learning problems, school failure, emotional disorders, substance abuse, risky health-related behavior, unemployment, incarceration, and many of the chronic physical ailments emerging later in life. From a public health perspective, we can no

		longer afford to ignore the relationship of the young child to her primary caregiver as the foundation for all subsequent facets of health and wellness.
		Young children suffering severe mental health disturbances require intensive psychotherapy, the resources for which are scant. However, beneath this tip of the iceberg there exists a huge number of children who may not be so severely affected but nonetheless require assistance and support before they fall off a normal trajectory of development. For these children and their families, **Circle of Security** would be ideal. This initiative provides support to the child and the caregiver by looking into the meaning of behavior in a relational context. Since it does not require the employment of psychotherapists intensively trained in young child mental health, the model of support it offers can be readily replicated in many venues across the state at a very reasonable cost.
		As a primary care pediatrician I strongly recommend Two-Generational Initiative support for the promotion and expansion of this very promising approach to safeguarding the emotional health of children and families residing in Connecticut. Thank you for your attention.
Amy Morales	**Enfield Family Resource Center**	Thank you for the opportunity to comment on the draft Two-Generational Initiative Interagency Plan.
		The Enfield Family Resource Center (FRC), along with the 56 other Family Resource Centers in the state of Connecticut, is a school-based program funded by the State Department of Education which provides a variety of services to ensure that families are supported in their role as their child's first and most important teacher. FRCs are instrumental in the 2Gen work as we support the whole family. For the purpose of this comment, I would like to highlight the Circle of Security Parenting (COSP) proof of concept listed in the plan. The Enfield FRC has been fortunate to be involved in a recent initiative around supporting infant and young children's mental health. This initiative has included training for all Enfield FRC staff (Social Workers and Parent Educators) by the CT Association for Infant Mental Health as well as facilitator training in Circle of Security Parenting. Since becoming COSP facilitators in 2018, the Enfield FRC has run five 8-week groups to 40 parents and caregivers and have groups planned for 2020 that are already at capacity. Feedback from parents has been overwhelmingly positive with parents reporting this model has given them the tools they were looking for to improve their relationships with their children. Pediatricians are referring families to our groups and we are exploring offering groups in their practices as well as in local businesses to reach more families with this valuable information.
		Family Resource Centers are in a unique position to reach families through this important work of improving the quality of the relationships between children and their families, which will impact their future educational and economic success. I believe that the more individuals that have access to Circle of Security Parenting, the better outcomes we will see for children and families in Connecticut.
Veronica Rosario	**Community Consultant, East Hartford**	Attached document.

Christine Gomeau	KITE Coordinator, Stowe Early Learning Center	Thank you for the opportunity to comment on the 2Gen Interagency Plan. I am pleased to submit the following comment on behalf of Enfield' Early Childhood Collaborative, KITE (*Key Initiatives to Early Education*). In Enfield, 2Gen is used as a framework on which we can build any work we do. We have worked to create an awareness, a common language and common goals among community partners. As a result, a specific area that needed to be addressed emerged. With 36% of Enfield's families falling into the category of ALICE (Asset Limited Income Constrained Employed) we held a community conversation to illuminate the reality of what these families face. Attendees included representation from families, community leaders from the town and schools, medical community, Head Start, Family Resource Center, faith community, Parent Leadership and many more. A dedicated group of community participants in the 2Gen discussion and the ALICE conversation will move forward with KITE to develop plans and share resources. KITE is committed to bringing people together to foster important conversation, develop and implement collaborative plans with 2Gen as the focus. Enfield KITE is one of five communities (Enfield, Wethersfield, West Hartford, Manchester, Bloomfield) that make up the Hartford Region Early Childhood Collaborative, supported by the Hartford Foundation for Public Giving and CAHS. Each community in this collective has worked to incorporate an intentional 2Gen approach in the work that is done on a local level while sharing ideas and resources to support a 2Gen approach collectively beyond their community borders.
Ram Aberasturia	Dept of Higher Education	A greater focus should be placed on summer youth employment. Every year there are hundreds of young adults in our State that go unmatched with employment opportunities due to the lack of funding. These employment opportunities not only bring in money to the family nucleus, but also helps create and employment foundation for these young adults.
		Basic skills deficiency is a nationwide issue and CT is not immune. In CT those who are basic skills deficient and do not possess a high school degree or GED are referred to Adult Education. The concern arises for the population of individuals that are basic skills deficient, but have either a high school degree or GED. Even though this population, is basic skills deficient they do not qualify to be referred to Adult Education for the sole reason of possessing a high school degree or GED. Current legislation should be reviewed and potentially changed in order for those CT residents who are basic skill deficient and possess a high school degree or GED to have the same access to Adult Education Services as those that do not possess a high school degree or GED. We must be intentional in addressing literacy, by expanding Adult Education to those that are basic skills deficient and possess a high school degree and/or a GED. Doing so, not only addresses literacy, but in fact increase the employment opportunities for those residents.
		Greater attention should be placed on parents with disabled children. These parents want to work, but find it challenging to secure suitable care for their children. With greater support these parents would increase their opportunities for gainful employment and as such begin curbing and/or eliminated the 2GEN cycle of poverty.
Kimberly Bobin	Family & Early Childhood Coordinator	I am writing with feedback on the Two-Generational Initiative Interagency Plan. Well done! A one correction and a few additions.

		The network of 5 early childhood collaboratives is called "**Capital Region Early Childhood Network Collaborative**." We have planned our spring meetings and are definitely continuing as a network. I truly believe early childhood collaboratives should be key partners in this work. Collaboratives have direct access to families and they know their local communities best. Addition: CTSDE offers a federal grant called "**Program Enhancement Projects**." Over 20 towns run 2Gen ESL and GED Family Literacy programs. The program focus is: **Workforce Readiness, ESL, Early Childhood Education and Parent and Child Together Activities.** Over the last 3 years the Wethersfield Program has served families from: Bloomfield, Hartford, Glastonbury, Rocky Hill, West Hartford, New Britain and Wethersfield. Home countries include: Albania, Bosnia, China, El Salvador, Germany, Italy, Japan, Peru, Syria, and the Sudan.
		The program has a WIOA focus. Partners include: Wethersfield Public Schools, VRABE,YMCA, CTSDE, UCONN - Learn the Signs. Act Early, The Village - Words Count, American Job Centers, Capital Workforce Partners, Social Services, Wethersfield Library, Dutch Point Credit Union, CREC/CAHS/The Money School and many more. **It is a great 2Gen model which I hope you can include in the plan!** * Lastly, my position may be unique in Connecticut. My title was originally Part-time Early Childhood Coordinator. I realized that I can't help kids unless I help families. Now I am **full-time Family and Early Childhood Coordinator**. My paycheck comes from the public schools but my office is in the town Social and Youth Services department where I have access to the families who need me the most. It is truly 2Gen in action everyday! Happy to talk more about it if you are interested! Great plan! Good luck!
Jennifer Heath	**President & CEO, United Way of Greater New Haven**	Attached document.
Merritt Juliano, JD LMSW	**Climate Psychology Alliance North America**	Personal strengths and secure relationships require skills learned through the positive quality of early relationships, further built upon in positive relationships they have with other adults in their lives. Such skills include self-regulation, curiosity, empathy, trust and resilience in the face of adversity. In order for these skills to be learned, however, our children must have opportunities to experience positive relationships. One of the most effective ways to ensure that children have opportunities to experience such positive relationships is to train parents, teachers, caregivers, child welfare workers and other adults in an attachment-based intervention, such as Circle of Security Parenting (COSP). By expanding COSP programs throughout Connecticut, we're not only ensuring that our children will thrive in life, but we'll also be ensuring that they will be well prepared to adapt to our global climate emergency. The future may be uncertain, but we can still protect our children by providing them with the skills they will need to survive the tough terrain ahead.

		Full comments attached.
Izzi Greenberg	**Middlesex Coalition for Children**	A 2-generational approach is the correct one and I applaud the state for taking these innovative and intuitive steps. 1. As I comment on the specifics, I'd like to add one overarching sentiment, which is that racial equity cannot be achieved through data, programs, and de-siloing alone. There are major cultural and institutional shifts that need to occur in order for the steps outlined in this plan to have any chance of success. 2. I'd suggest that adding in a method for training and recruitment of professionals and government workers which helps them to undo implicit bias, and ultimately, reverse the systemic and institutional norms which have been in place for far too long. We can't add more programs to the status quo and expect equity, no matter how innovative they are. We must also look at which of these child-serving systems reinforce inequity and dismantle those barriers simultaneously.
		3. Section 2: needs to be explicit that data sharing is a really important first step but it's not the end goal. Sharing is important, but collecting the right data to be shared is equally important. This should mention the need for collecting disaggregated data on child poverty and being explicit on collecting data on race and other demographic factors which might hilight inequities if known.
		4. 3 & 4: To the point of interagency work: Connecticut wants and needs its stage agencies to share resources, data, and successes. But, while state departments budgets are siloed and often subject to department specific recisions and cuts, it will be impossible to make the programmatic gains necessary. There is a disincentive to make progress when saving money within a department budget is the goal. We need to get to the place where one agency's savings can be moved to another agency's prevention efforts. Until that happens, there is no incentive to do true interagency statewide prevention work. 5. 4A: Using the Self Sufficiency standard is great. This tool is helpful in understanding the real experiences of families in a way that the Federal Poverty Level and other measures are not. 6. 4.A: "Guidance on ensuring administrative policy and programs involve equitable distribution of resources along race. " I'd go further and say that policy and programs correct inequitable distribution. This allows for not equal distribution of resources, but resource allocation that leads to equity. 7. I'm happy to see that this plan embraces "Proof of concept." I'd like to see expanding SNAP E&T to adult ed parents to support child care included in the list 8. 4.C.:There needs to be an intentional look at contracts for similar services (child care) in different agencies (DCF & OEC) to see if one does it better and ought to take over the agencies work. We should allow disparate agencies to share work if one agency has a system which is effective and one does not. 9. Final Comment: Parents need to be involved, but they need to be compensated for their time, just as the professionals who work on this are. It's not reasonable to expect parents to solve the state's problem for free, especially when we are looking to the parents who are also the victims of this problem to be the ones to do it.

Cassandra DeFelice	CT Council of Family Service Agencies	I have a correction to be addressed in Appendix 2, page 28. The first listing under the Department of Housing referring to the BIR program should be listed under Department of Social Services. The program's full name is the TANF Case Management program and it is dually funded by the Department of Social Services and the Department of Labor, but the contract is officially funded through DSS. The corrected description should be as follows: 1. TANF Case Management Program The TANF Case Management Program works with families who receiving TFA or have timed off of cash assistance. Connecticut Council for Family Service Agencies (CCFSA) offers home-based case management services to assist families to increase economic stability by removing barriers hindering their participation in the JFES program or obtaining employment. Case Managers work closely with families to address barriers such as homelessness, substance abuse issues, domestic violence, child safety, etc. There are three program components including: Barrier Intervention Referral (BIR), which assists families with a significant barrier preventing their participation the JFES program; Individual Performance Contract(IPC) helps families avoid sanctions by ensuring compliance with JFES and the last program component is Non-Active TFA (NAT) also known as the safety net, which supports families with basic needs payments and helps to increase their family stability by increasing their income.
Keitra Thompson, DNP, APRN	Yale School of Medicine	Thank you for the opportunity to comment on The Two-Generational Initiative Interagency Plan Connecticut's Two-Generational Initiative Interagency Plan outlines critical work to help support the present and future of individuals and families. Leveraging the role of parents, teachers, clinicians, and caregivers is key to strengthening the capacity of children to form healthy relationships for longitudinal success. Current research asserts that the impact of incarceration permeates families and communities, emphasizing the need for interventions that address trauma and promote resilience. Utilizing attachment-based interventions, like Circle of Security Parenting (COSP), Connecticut's Department of Children and Families has demonstrated positive outcomes regarding the mental and emotional health of children affected by incarceration and other adverse childhood experiences. I would like to advocate for such efforts to be expanded throughout Connecticut. Bringing COSP training and support to more organizations, caregivers, and parents will undoubtedly provide benefits at not only the individual level, but also to society as whole. COSP equips children with healthy relationships that nurture their present physical and psychological safety in order for them to become productive residents of Connecticut later.
Mary Peniston	Child First, Inc.	We have read with great interest the recently released Two-Generational Initiative Interagency Plan from OPM. We applaud the focus on: "**creating opportunities for and addressing the needs of children and adults together by taking a family-centered, results-oriented approach** so

that children and families get the education, workforce training, and social supports they need to secure economic stability that passes from one generation to the next"

We believe that real change happens within the family context and public investments need to show measurable results.

We concur with the understanding intergenerational poverty in CT in light of "racial and social inequities compounded over generations." In the health field, these challenges are being discussed within the context of the "social determinants of health" and provide an important lens to 2Gen work. Families that have been subject to inequities are more likely to suffer from trauma. Unaddressed trauma not only leads to poorer health outcomes, but also affects adult functioning in the workplace and child functioning in school. And trauma itself is also often intergenerational. So as OPM engages in this work, we urge you to incorporate attention to health, and particularly mental health to achieve the goals set out in this initiative.

Child First (mentioned on p. 27 of the report) now has almost ten years of work with families in CT that face poverty, multiple challenges, and screen for high levels of trauma. This evidence-based model has consistently tracked outcomes showing improved adult mental health and decreased stress, improved child behavioral health, improved parent-child relationships, and improved language development in children - a key building block for future success in school. (Attached is a recent report on our outcomes in CT.) In our randomized controlled trial, families were shown to have much greater access to social services which includes help meeting families goals of education and employment and assisting in finding stable housing. Child First has successful replicated its model to create a network of affiliates in all 15 DCF areas throughout the state, serving approximately 1,000 families a year. The program is supported both the DCF and the Office of Early Childhood. We also attribute part of the success to the program because of the attention to family voice – families themselves are one of our largest sources of referrals, and all of our work is driven by family set goals.

We read with interest the plans to carry out "proofs of concept" of 6 programs that are relatively new to CT that are working with at least two agencies. We would ask that as OPM moves forward with this work to also taken into account proven programs with strong outcomes that are already established in CT that can effectively contribute to the goals of this initiative.

Governor's Cabinet on Nonprofit Health and Human Services Population Results Work Group Recommendations
October 30, 2013

Contents

Introduction

The Governor's Cabinet on Nonprofit Health and Human Services Population Results Work Group was given the charge of building on the work of last year's group and providing recommendations to the Governor on incorporation of performance measures that demonstrate the contribution of the program to population results into Purchase of Services contracts for health and human services.

The Work Group members are:

Yvette Bello, Latino Community Services, Co-Chair
Ajit Gopalakrishnan, SDE, Co-Chair

Roderick Bremby, DSS
Rhonda Evans, CT Assoc. for Community Action
Karin Haberlin, DMHAS
Susan Keane, Appropriations Committee
Karl Lewis, DOC
Anne McIntyre-Lahner, DCF
Cynthia McKenna, Catholic Charities
Rick Porth, United Way
Bennett Pudlin, Charter Oak Group
Nancy Roberts, CT Council of Philanthropy

Summary of Objectives and Recommendations

Objective	Work Completed	Recommendations
Explore and document existing process and practices within government, nonprofit, and philanthropic entities for connecting population results to outcome measures within service contracts.	Presentations to work group by Departments of Children and Families (DCF) and Mental Health and Addiction Services (DMHAS), Court Support Services Division (CSSD) and United Way on how their agencies have incorporated population indicators and performance measures into purchase of service (POS)contracts	**Recommendation 1**: Performance measures within purchase of service (POS) contracts for health and human services should demonstrate a program's contribution to population indicators and results. To ensure the consistent incorporation of such performance measures into POS contracts across all state agencies and branches of state government and to avoid subjecting providers to differing requirements, it is recommended that the Executive Branch, in consultation with the Legislative Branch and Judicial Branch, establish a policy-level coordinating entity to lead this effort. **Recommendation 2**: Any state agency that awards health and human services POS contracts is strongly encouraged to establish an intra-agency team (that includes staff from data, operations, and contracts divisions) to support the inclusion of appropriate performance measures into POS contracts. **Recommendation 3**: State agencies, funders and providers need adequate support to develop, implement and use appropriate performance measures as outlined in Recommendations 1 and 2. Therefore, it is recommended that the coordinating entity arrange for the provision of adequate support from experts in this area. It is further recommended that the document created by the Population Results work group entitled *Lessons Learned: A Guide for Connecting Population Results and Performance Measures in Purchase of Service Contracts* (Appendix A) be used to guide this work.
Refine the list of population indicators and finalize for adoption by Cabinet	Building on last year's work, the Work Group on Population Results began to vet the population indicators in the various domains and determined that indicators need to be populated with data for additional vetting. Support from OPM was offered and	**Recommendation 4**: The preliminary population indicators selected by the 2011-12 work group (see Appendix B) should be refined by the work group referenced in Recommendation 6 using actual data, and this process of refinement should be an ongoing one.

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Objective	Work Completed	Recommendations
	accepted and a list of state agency contacts with access to the data has been developed. In addition, the indicators from the CTKIDS Report Card of the CT General Assembly, Committee on Children, that were adopted last year by the Cabinet, are included. Appendix B represents the entire list of indicators.	
Recommend a structure for organizing and maintaining population indicators and support for application of framework	Presentations by CTdata.org Weave platform and the CT State Data Center	**Recommendation 5**: CTdata.org, managed by the CT Data Collaborative, is the recommended structure to acquire, maintain and make accessible the population indicators.
		Recommendation 6: A work group similar in composition to the current Population Results Work Group of the Cabinet that is broadly representative of all stakeholders including all branches of government, funders and providers, should be established to advise the coordinating entity on the work encompassed in Recommendations 1 through 5.

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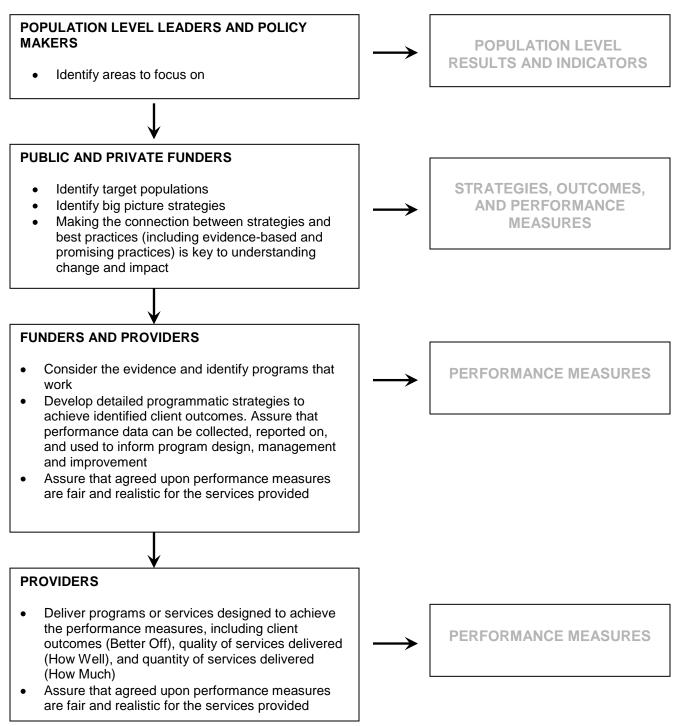**Rev. 11-27-13**   Page **3** of **13**

Appendix A. Lessons Learned: A Guide for Connecting Population Results and Performance Measures in Purchase of Service Contracts

Contents

I. FLOWCHART FOR CONNECTING POPULATION RESULTS AND PERFORMANCE MEASURES

This Guide is offered as a way to tie program performance measures (performance accountability), particularly client outcomes, to population level results (population accountability) by selecting and using measures that are most meaningful for program management and improvement and that help illustrate the program's contribution to the result, while at the same time making clear the program's appropriate level of accountability.

| POPULATION LEVEL LEADERS AND POLICY MAKERS

• Identify areas to focus on | → | POPULATION LEVEL RESULTS AND INDICATORS |

| PUBLIC AND PRIVATE FUNDERS

• Identify target populations
• Identify big picture strategies
• Making the connection between strategies and best practices (including evidence-based and promising practices) is key to understanding change and impact | → | STRATEGIES, OUTCOMES, AND PERFORMANCE MEASURES |

| FUNDERS AND PROVIDERS

• Consider the evidence and identify programs that work
• Develop detailed programmatic strategies to achieve identified client outcomes. Assure that performance data can be collected, reported on, and used to inform program design, management and improvement
• Assure that agreed upon performance measures are fair and realistic for the services provided | → | PERFORMANCE MEASURES |

| PROVIDERS

• Deliver programs or services designed to achieve the performance measures, including client outcomes (Better Off), quality of services delivered (How Well), and quantity of services delivered (How Much)
• Assure that agreed upon performance measures are fair and realistic for the services provided | → | PERFORMANCE MEASURES |

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II. Introduction

Funders are increasingly embracing performance measurement as a way to ensure that taxpayer and donor dollars are well spent and to improve program quality. However, the best run program is only of actual value when the program contributes to a desired result. Programs are means to an end, and funders and policy makers should be interested in programs primarily based on how they contribute to a population level, quality of life result.

This Guide is offered as a way to tie program performance measures (performance accountability), particularly client outcomes, to population level results (population accountability) by selecting and using measures that are most meaningful for program management and improvement and that help illustrate the program's contribution to the result, while at the same time making clear the program's appropriate level of accountability.

To ensure that we keep the distinction between population accountability and performance accountability, we need clarity about the language we use. The Appropriations Committee of Connecticut General Assembly has adopted the following language for use by Connecticut state agencies:

- *Results are conditions of well-being for entire populations -- children, adults, families or communities --* stated in plain English, or any other language. They are things that voters and taxpayers can understand. They are not about programs or agencies or government jargon.
- *Indicators are measures that help quantify the achievement of a population result.* They answer the question "How would we recognize these results in measurable terms if we fell over them?"
- *Performance Measures are measures of how well public and private programs and agencies are working.* The most important performance measures tell us whether the clients or customers of the program's service are better off. Measures that track the quality of the program, including the extent to which it reaches the intended beneficiaries, are also important.
- *Story Behind the Baseline is the diagnostic phase of this work.* It identifies the causes and forces at work behind the current level of performance for an indicator or performance measure. Without a clear understanding of what is causing the performance to be the way it is, any strategies or actions are likely to be just random good ideas.[1]

This Guide is based on the following principles:

- No one program or agency can be held responsible for population results or large systems change.
- Accountability is important, and because of that, funders have the responsibility to require performance measures. This is where the alignment between program performance and population results is most important. From the program's perspective, this is a way in which providers get to show the contribution of the program and its alignment with critical agency/funder strategies.

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[1] Connecticut RBA Glossary, based on the work of Mark Friedman, found online at:
http://www.cga.ct.gov/app/rba/2013/CT%20RBA%20Glossary%20Rev%20%201%20(12%2031%2011).pdf

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- Funders and providers are partners in this work and hold complementary and interdependent roles in contributing to population level results (and the client outcomes that contribute to those results). The process for developing and implementing performance measures should be reflective of this relationship between and among the various partners.
- Lack of desired outcomes does not necessarily mean that a program, a provider, or a service design has failed; rather, the story behind the data must be understood in order to inform next steps. Less than optimal performance, especially on client outcomes, will signal the partners to first understand the story behind the data and to identify areas for improvement.
- State agencies need both support from the state budget office and control agencies, and a degree of autonomy in working out performance contracts with their providers; the old approach to contracting that keeps providers at arm's length until a contract is signed is not conducive to the kinds of partnership that are required for achieving population results.

III. DEVELOPING RESULTS, INDICATORS AND PERFORMANCE MEASURES

A. Overlapping Roles and Responsibilities

Population level leaders and policy makers:
Responsible for identifying population level result statements and indicators; assigning responsibility for populating and maintaining the indicators; using the analysis of the data and the relevant research to specify areas of strategic focus and high level strategies.

State budget office and control agencies:
Responsible for building a foundation for state agency contracting processes; providing a common framework for performance measure development; and providing support to state agencies and nonprofit organizations in the development and use of performance measures.

State agencies and funders:
Responsible for convening work groups to analyze the data, examine the research and evidence base, determine best practices, and develop high-level/big picture strategies to achieve desired outcomes for the entire population or identified portions of the population/targeted client groups.

Contracting units, program leads, program developers
Responsible for convening agency and provider teams to jointly develop detailed agency and programmatic strategies with performance measures, including client outcomes.

Program operators and community providers:
Responsible for developing and delivering programs, initiatives, and services that are designed to achieve client outcomes and for reporting performance measures that have been jointly developed by providers, public agencies, and private funders.

B. Lessons Learned from Early Implementer Agencies and Funders

1. **Institutionalizing performance accountability** within the state/funding agency **and building organizational and staff capacity** before measuring provider performance will help to ensure a successful rollout of performance measures in POS contracts.
   - The Judicial Branch – Court Support Services Division (CSSD) developed a reporting system and performance measures for internal use and trained its staff before including these measures in POS contracts. Performance measures were developed and utilized to manage state employee (e.g. probation officer) performance at least three years prior to inclusion in POS contracts.
   - DCF developed its strategic plan using Results-Based Accountability (RBA), and sent a team of staff members to advanced RBA training to assist with strategic planning and performance measure development across the agency.
   - DMHAS has based many key performance measures on the National Outcome Measures developed and required by the Substance Abuse and Mental Health Services Administration (SAMHSA). These measures, as well as other system measures developed by DMHAS, have been incorporated into provider quality reports. DMHAS plans to begin publishing these provider quality reports on its public website starting in December 2013.
   - United Way identified a set of national strategic priorities based on population-level indicators and an understanding of what works to impact client outcomes. The United Way priorities will be used to develop outcome-based grants and contracts that are aligned to these indicators.

2. When developing performance measures, state/funding agencies should **start with the ends they are seeking** and then ensure that the means are appropriate. Can the service in question reasonably and realistically be expected to achieve these ends? Specifically, ask the following questions:
   - What is the population result to which this service makes the greatest contribution?
   - What is the purpose of this program? Why is this service being funded; what do we hope to achieve by implementing this service?
   - Through what services and activities does this program actually contribute to the result?
   - What performance measures do we need in order to understand the quality of the program and its impact on its clients?
     - o HOW MUCH: How can we measure how many clients we are serving and services we are delivering?
     - o HOW WELL: How will we know if we are doing a good job of reaching the target population and delivering services well?
     - o BETTER OFF: How will we know that clients/customers are better off for having participating in this program?

3. State/funding agencies need to **involve providers** at the earliest possible stage of performance measure development and selection.

   - CSSD engaged Connecticut Community Providers Association and Connecticut Association of Nonprofits to convene performance measure development meetings between CSSD and provider agencies. The purpose of these meetings was to clarify the desired population result, achieve consensus on program performance measures, and agree to an implementation plan and timeline. These groups meet regularly to monitor the process.
   - DCF program leads met with providers to jointly develop performance measures across program types. DCF has learned that it is important to involve providers on at least three different levels: provider agency staff from multiple levels within individual agencies; provider agency staff, across multiple agencies, by program type; and provider trade groups.
   - DMHAS convenes regular bi-monthly conference calls with its funded providers to discuss data quality and performance measures. Additionally, after each new quarterly provider quality report release, DMHAS holds provider forums to review results and receive feedback. This process has been ongoing since 2009.
   - Several United Way organizations in Connecticut request that grantees initially identify performance measures in their proposals for funding and explain how the proposed program will contribute to the results United Way has identified. Upon an award, grantees are then required to engage in the development of common performance measures with other grantees working on programs that contribute to the same result.

4. Before committing to a set of performance measure for POS contracts, the state/funding agency and provider partners need to **develop measures that are meaningful, reliable, and valid** and that, ideally, have been tested, tweaked over time, and piloted. Identifying data sources is an important step in this process. Good performance measures cannot be developed without good data. The involvement of the providers does not stop with the selection of the measures but must include the "operationalization" of the measures, the process by which technical aspects of the measure are refined and data are collected and reported.

   - CSSD worked for years to build its data system and capacity before embarking on this project. In 2003 and 2005, CSSD launched a completely redesigned Case Management Information System that would serve as the foundation for performance measurement of its internal programs. In 2007, it launched the Contractor Data Collection System, which would become the hub of data for contractor performance measurement.
   - DCF piloted training and a set of tools to help program leads and providers develop performance measures that measure the quantity and quality of contracted work and anticipated client outcomes. The pilot helped DCF learn the importance of also identifying data availability and sources as a key part of the process.
   - DMHAS maintains a continuous quality improvement process wherein providers and other key stakeholders review and give feedback with each quarterly provider report. Provider review of the DMHAS quality reports is essential, not only so that they may benefit from the data, but also to identify potential problems with

data quality or current operationalization. However, many of DMHAS' performance measures are federally required and are not able to be modified.

- A number of United Ways consult with grantees to jointly determine the most appropriate performance measures based on grantee experience and United Way goals.

5. **Separate contract compliance and fiscal accountability** from the provider performance system; they are very important but will dilute the focus on performance measures if not addressed separately. If compliance issues are included, acknowledge them as relating to the quality of service delivery (How Well), not client outcomes (Better Off).

- CSSD only includes program performance measures in its performance based contracting initiative at this point. Contract compliance and fiscal accountability data collection and quality are currently being assessed. Inclusion of these two areas as performance measures in the contracting initiative will be at the "How Well" level of performance measurement only.
- DCF developed a contract compliance section for POS contracts to measure and account for important service components like staffing levels, hours of operation, and certain requirements for evidence-based services, which are very important but are not necessarily performance measures.
- DMHAS is exploring ways to incorporate program performance measures, standardized by level of care, into provider contracts; however, benchmarks are still being piloted as of early FY14.

IV. USING RESULTS, INDICATORS AND PERFORMANCE MEASURES TO TURN THE CURVE

A. Using Performance Measures to Manage Performance

- Ideally, funders and providers **jointly analyze the data** to determine what is working well (and might be a best practice) and what requires improvement. This partnership is essential for program management and improvement and requires a degree of trust among the partners.

- It is important to **develop a solid baseline of performance data** so that funders and provider partners understand the performance history in order to thoroughly investigate external factors that could be affecting individual provider performance, e.g., case load mix, regional economic conditions, demographics, local policies or systems; where appropriate, these factors need to be accounted for in the measurement approach or in any targets.

- **Do not introduce targets** for performance measures **until** you have a **strong comfort level with the measures** and enough of a baseline to have a defensible basis for the targets. Providers need to be involved in this process for it to have credibility.

B. **Supporting Strong Performance**
- State/funding agencies should **develop both financial and less tangible incentives** that can be provided for good performance. It is important to make sure that incentives do not create unintended consequences. For example, performance measures for an employment and training program that include employment outcomes (Better Off) could lead the program to enroll participants who were most likely to get a job even without the program. Counter-balancing the employment outcome measures with "How Well" measures that count the percent of participants who are hardest to serve eliminates the incentive to cream.

  CSSD has developed the following incentives for its contracted programs:
    o Letter of recognition from Judicial/CSSD
    o Reduction in contract monitoring level
    o Small tokens of recognition
    o Staff Development / Appreciation Day (program closes for one day during Judge's Institute)

C. **Addressing Under-Performing Efforts**
- State/funding agencies should **develop a graduated response to weak performance**. The graduated response should include a series of steps starting with funders and providers working together to first understand performance measure data and the context in which programs are operating. CSSD has developed the following steps when accountability for performance, in fact, sits with providers:
    o Increase in contract monitoring
    o Comprehensive program review by CSSD contracts staff
    o Conditional contract
    o 90-day notice of contract termination

The fourth and final step in the graduated response is only to be undertaken after all previous steps have been thoroughly pursued. However, all graduated responses focus on program improvement.

D. **Learning From Past Performance**
- Use provider past performance as part of evaluation criteria for new RFPs
- Work with vendor community to agree on what aspects of past performance are scored, how much weight each measure gets, and what percent of total score past performance accounts for

Appendix B. Headline Indicators by Result and Data Source

Result 1 – Economic Security: All Connecticut residents are economically secure.

Result 2 – Health: All Connecticut residents are developmentally, physically, and mentally healthy across the life span.

Result 3 – Education: All Connecticut residents succeed in education and are prepared for careers, citizenship and life.

Result 4 - Safety: All Connecticut residents live in safe families and communities.

Result 5 – CTKIDS: - All Connecticut children grow up in a stable living environment, safe, healthy and ready to lead successful lives.

Result 6 – Elderly or Disabled: All Connecticut residents who are elderly (65 +) or have disabilities live engaged lives in supportive environments of their choosing. (Indicators are included within the other results).

#	Result	Topic Description	Specific indicator(s) specified by Cross-Agency Population Results Subcommittee	Department
1	Economic Security	Unemployment Rate	Unemployed for >6 & >12 mos	CTDOL
2		Low Income Population	<200% FPL by age	Census/DSS
3		Public Assistance Recipients	Food stamp recipients	DSS
4		Employment Rate for Elderly and Disabled	% elderly or disabled who are employed	Census, DSS,
5		Housing Cost Burden	% Owners/Renters paying 30/50% income to housing	DECD/DOH
6		Skilled Workforce	% Adults with some college or above or w HS diploma (Economic Security)	Census/SDE
7	Education	Ready for Kindergarten	% entering K needing instructional support (SDE)	SDE
8		3rd or 4th Grade CMT Scores	% at or above goal on CMT Reading & Math	SDE
9		High School Graduation Rate	Cohort Graduation Rate overall & Grad rate for disabled (Support for Elderly/Disabled)	SDE
10		Disconnected Youth	% 16-24 employed, in school, or in military	SDE
11		Educational Attainment	% population age 25-34 with college degree (Educational Success)	Census, Board of Regents/Higher Ed
12		College Graduation Rate	Graduation rate for HS & CT colleges \ for disabled (Support for Elderly/Disabled)	Board of Regents/Higher Ed

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#	Result	Topic Description	Specific indicator(s) specified by Cross-Agency Population Results Subcommittee	Department
13	Health	Access to Care	% residents without health insurance	Census
14		Premature Mortality	Premature mortality (all causes <75) or % living to 75	DPH
15		Mental Health	% adults and children reporting mental health less than good in past 30 days	DMHAS
16		Birth Outcomes	Low and very low birth weight	DPH
17		Obesity Rate	% residents who are obese by age	DPH (BRFSS survey)
18		Care facilities for elderly & disabled	% elderly or disabled who receive care in home based vs institutional setting	DSS has at least partial data on this
19	Safety	Crime Rate	Crime Rate, Juvenile, violent and property	DESPP
20		Family and Domestic Violence	Arrests for DV	Judicial
21		Child Welfare	Substantiated abuse & neglect	DCF
22		Abuse and Neglect of elderly & disabled	Substantiated abuse & neglect	OPA, Department on Aging
23		Traffic Crashes	Traffic crash injury or death per capita	DOT
24		School Safety	% of High School Students who felt unsafe in the past 30 days	DPH (YRBS)

Indicators from the CTKIDS Report Card of the CT General Assembly, Committee on Children Adopted by the Cabinet in 2012				
25	Stable		Children chronically absent from school (%)	SDE
26			Families spend over 30% of income for rent (%)	ACS/KidsCount - CTData
27			No parent has full-time employment (%)	ACS - CTData
28			Families without enough money to buy food (%)	FRAC/End Hunger CT
29	Safe		Child abuse and neglect cases (per 1,000)	DCF
30			Unexpected deaths all causes ages 0-18 (#)	CT Office of Child Advocate
31			Referrals to Juvenile Court for delinquency (#)	CT Judicial Branch, Court Operations
32			ER visits for injuries all causes ages 0-19 (per 100,000)	DPH (CHIME data)
33	Healthy		Babies born with low birth weight (%)	DPH
34			Children with health insurance (%)	ACS/Census
35			Children who are obese (%)	DPH (BRFSS survey)
36			High school students who seriously considered suicide in the past 12 months (%)	DPH (CSHS-YRBS)
37	Future Success		3rd graders reading at or above state goal	SDE
38			Kindergartners needing substantial instructional support (%)	SDE
39			On-time high school graduation (%)	SDE
40			Children living in poverty/households below 100% of the Federal Poverty Line (%)	ACS - CTData

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Comments: Two-Generational Initiative Interagency Plan

Charlie Slaughter, MPH, CT Department of Children and Families

December 12, 2019

Thank you for the opportunity to comment on the draft Two-Generational Initiative Interagency Plan.

The central question is what can we do as a state to better develop Connecticut's future and current workforce so people are best equipped to thrive economically and Connecticut's children are best equipped to thrive in life?

An important and foundational part of the answer to this question is we do this by equipping infants, children, adolescents, and adults with the personal and relational capacities that are essential to thriving in life. This includes thriving in terms of education, employment, health, and relationships with other people.

These personal and relational capacities include self-regulation, curiosity, joy of learning, empathy, perseverance, self-motivation, safe emotional connections with other people, impulse-control, sustaining attention, trust, kindness, and capacity to recover from adversity. The more of these capacities a person has and the stronger they have each one, the better equipped the person is to thrive in life.

The key point is these capacities are not genetic endowments. Instead, they are built in relationships. They are built in the relationships they have with their parents and are built and further strengthened in the relationships they have with teachers, caregivers, and other important adults in their lives. In particular, it is the positive quality of the relationship that supports the development of these capacities. Equally as true, when the quality of the relationship is poor, this can result in weaker versions of these capacities or even prevent their development.

There is a large, rich, and long-term body of research that has looked at the impact of quality of relationship on the lives of children, even into their adult years. This is the field of attachment theory. Research has shown that kids with a secure attachment are much better equipped to thrive in life than kids with an insecure attachment. Secure attachment and insecure attachment reflect the quality of relationships kids have experienced. 50-60% of kids have a secure attachment and 40-50% of kids have an insecure attachment. In cities and towns considered higher risk due to poverty, crime, and trauma, we can expect that a majority of the kids will have an insecure attachment.

What has been lacking is a way to shift the quality of relationship that parents, teachers, caregivers, and other important adults provide to infants, children, and adolescents so that the quality of the relationships they are providing are more supportive of secure attachment. Equally as important is the truth that we have been lacking a way to do this that can reach large numbers of parents, teachers, caregivers, and other important adults.

The CT Department of Children and Families (DCF) has been leading an innovative effort in CT since 2010 that provides a model for equipping a large number of parents, teachers, and caregivers to provide a quality of relationship that builds and strengthens these capacities needed to thrive in life. The model is based on training people from a wide variety of disciplines and settings in an attachment-based intervention, Circle of Security Parenting (COSP). What is unique about COSP is that it provides attachment-based relationship tools that help parents, teachers, caregivers, and other adults create a quality of relationship that is more supportive of secure attachment. In turn, these better quality relationships help more kids gain the capacities that equip them to thrive in life.

Through this effort being led by DCF, over 2,000 people have been trained since 2010 to offer COSP to parents, teachers, caregivers, and other adults. DCF has committed funding to train approximately 260 people per year in COSP. The people trained represent a wide variety of disciplines and settings serving kids and families. Most recently, we have started to see pediatric practices add COSP to their practices and are seeing an effort from the Department of Correction to bring COSP groups into CT prisons. Schools and a wide variety of programs serving kids and families have also been integrating COSP into their work. This initiative with COSP has the potential to grow much further and reach many more parents, teachers, caregivers, and other adults in CT, thus impacting many more thousands of kids in CT.

Additionally, we know the quality of relationship experienced by kids can support or can hinder the outcomes achieved by the state agencies focused on education, health, early childhood, child welfare, social services, and economic development. Improving the quality of relationships that kids have can have an impact on state agencies' outcomes and Connecticut's future.

From a holistic economic perspective, this effort can be viewed as an innovation to create relational wealth in families as a key strategy to support economic success for the whole family. Additionally, our economy has changed tremendously, and more and more jobs are dependent on people having these personal and relational capacities. Thus, this effort could help shift the developmental trajectory of many, many kids who are at risk of being left behind in today's and tomorrow's economies.

Given what is happening today in CT with COSP, this initiative can be leveraged to create a statewide system to help many more kids be equipped to thrive in life. It also represents an opportunity to link a variety of state agencies with a shared focus on helping kids have the relationships they need to thrive in life. Additionally, equipping kids to thrive in life can be a communications frame that likely would receive strong public support.

In conclusion, I would encourage the people developing the Two-Gen plan to include a core and foundational focus on quality of relationship and equipping many more kids in CT with the capacities needed to thrive in life. That would be a profound gift to Connecticut's kids and families and to Connecticut's economic future.

December 11, 2019
Office of Policy and Management

Re: Two-Generational Initiative Interagency Plan

Thank you for the opportunity to comment on the Office of Policy and Management's draft Two-Generational Initiative Interagency Plan.

The Connecticut Women's Education and Legal Fund (CWEALF) is a statewide, nonprofit organization that advocates for and empowers women and girls in Connecticut, especially those who are underserved or marginalized. For forty-six years, CWEALF has been a leading advocate of policy solutions that enhance women's economic security and combat discrimination at work.

CWEALF appreciates the opportunity to comment on the Office of Policy and Management's proposed Two-Generational ("2Gen") Interagency Plan for family economic success to be implemented by January 1, 2020.

In Connecticut, 9.9% of women live in poverty, including 11.4% of Asian women, 13.9% of Black women, 22.8% of Latina women, and 17.8% of Native women.[1] More than 170,000 family households in Connecticut are headed by women, and roughly 24% of those families, or 40,431 family households, have incomes that fall below the poverty level.[2] Sixty percent (60%) of the roughly 336,000 workers in Connecticut who currently earn less than $15.00 per hour in our state are women.[3]

CWEALF served as the technical assistance partner to the Secure Jobs pilot, a multi-year program led by the Melville Charitable Trust and 21 philanthropic partners to increase the income of families transitioning out of homelessness by connecting them to the education, training, and supports they need to secure and maintain stable employment. In its pilot, 87% of participating households were headed by a female.[4] Housing stability is an essential key to the success of education, training and supports for the family.

Research indicates that women, especially women of color, are often the main beneficiaries of initiatives such as 2Gen. For this reason, we urge the Office of Policy and Management and 2Gen leaders to prioritize gender equity, to racial equity, in planning for 2Gen. To truly serve those who are most marginalized, we also urge the plan to better integrate the

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[1] National Women's Law Center. *Women and Poverty, State by State*. 2018. Retrieved from: https://nwlc.org/resources/women-and-poverty-state-state/
[2] See note 2.
[3] Noonan, Ray, and Derek Thomas. *The State of Working Connecticut*. Connecticut Voices for the Children. 2016.
[4] Melville Charitable Trust. Secure Jobs Connecticut: Program Impacts & Evaluation Findings. 2019. Retrieved from: https://mk0melvillee784tr57m.kinstacdn.com/wp-content/uploads/2019/04/SJ-Final-Summary.pdf

intersections that women of color experience with regard to gender and race-based disparities in our social service programs, including workforce development and training, housing, and education.

Thank you for your consideration.

If you would like additional information, please contact:
Kate Farrar, Executive Director
kfarrar@cwealf.org

December 13, 2019

Re: Two-Generational Initiative Interagency Plan

To Whom It May Concern,

Thank you for the opportunity to comment on the Two-Generational Initiative Interagency Plan. I am Veronica Rosario, Community Consultant for the Two-Generational Initiative. I am also a widow with two children which one has Duchene Muscular Dystrophy. I represent the community of East Hartford who struggle to support their family.

I would like to provide a public comment regarding Two-Generational Initiative Interagency Plan:

1. This initiative and the plan created to formalize its constitution, helps promote a cohesive application of resources and funding by streamlining data collection.

2. This initiative also views services in a holistic way so that a family can receive wrap around services that all members can benefit from in an equitable and timely manner.

3. This initiative promotes collaborative thinking and develops partnerships that work with the same purpose. To support the family and guide them to thrive in the community.

4. This initiative will also set precedent in a new way of thinking about services and how they are provided to families as a whole. Shifting the mind set from working in silos into collaborative thinking.

In summary, I truly believe that the Two-Generational Initiative Plan will provide guidance to implement a proactive way of collaborating. In turn, this can maximize the utilization of services and funds that will impact in a positive way our families.

Sincerely,

Veronica Rosario
Community Consultant
Two-Generational Initiative

December 13, 2019

State of Connecticut
Office of Policy and Management

Re: 2Gen Interagency Plan

Head Start/Early Head Start is a proven model for two-generational work. The Head Start Model, developed over decades, has been built on evidence-based practices and is constantly adapting—using the best available science and teaching techniques to meet the needs of children and their families. Services are provided in the areas of early learning and education, health, and family well-being; all while engaging parents as partners every step of the way.

United Way of Greater New Haven, along with two other CT Grantees, implement Early Head Start-Child Care Partnerships (EHS-CCPs), which bring together the best of Early Head Start and childcare through the layering of funding, to provide these comprehensive and continuous services to low-income infants, toddlers, and their families.

Until now, the program has been supported by federal and CT general funds, which are in jeopardy. The loss of State funds, "Carve-Out" dollars, will result in the loss of infant toddler slots across the program, 30 slots alone in our program.

The EHS-CCP, although small, is an essential building block for expanding 2-Gen work in the future. Programs already engage with multiple State agencies, including The Office of Early Childhood, The Department of Children and Families, and The Department of Public Health to support children and families in improving their lives.

Therefore, we recommend including the Head Start/Early Head Start model on the recommended list of "proofs of concept."

It is further recommended that the State continue to fund EHS-CCPs through "Carve-Out" funding, at least at the level it's been receiving, to ensure that vulnerable infants, toddlers, and their families will not lose services.

Our program looks forward to serving as a model for others looking to meet the needs of the whole family.

Sincerely,

Jennifer Heath
President and CEO, United Way of Greater New Haven

Resident, Town of Hamden