



COMMONWEALTH of VIRGINIA  
DEPARTMENT OF SOCIAL SERVICES  
*Office of the Commissioner*

S. Duke Storen  
Commissioner

October 1, 2020

**MEMORANDUM**

**TO:** The Honorable Ralph S. Northam  
Governor of Virginia

Members, Virginia General Assembly

**FROM:** S. Duke Storen *S. Duke Storen*

**SUBJECT:** Annual Report on Two Generation/Whole Family Pilot

The attached report is submitted pursuant to Item 346 (4) of the 2019 Appropriation Act. Please contact me if you have questions. Thank you.

SDS:kc  
Attachment

Report to the  
Virginia General Assembly  
On the Two-Generation/Whole  
Family Pilot Project for 2019/20

# Report to the Virginia General Assembly on the Two-Generation/Whole Family Pilot Project for 2019/20

## **Table of Contents**

Background and Report Mandate	3
Executive Summary	3
Selection of Community Action Agencies	5
Selected Agency Program Designs	
Activities and Outcomes	11
Challenges and Opportunities	14
Conclusion	15
Agency Theories of Change (Appendix 1)	16

## Report on Two Generation/Whole Family Pilot

November 2020

### Background & Report Mandate

Item 346 (4) of the 2019 Appropriation Act states: "Out of this appropriation, \$1,125,000 the second year from the Temporary Assistance to Needy Families (TANF) block grant shall be provided for competitive grants to Community Action Agencies for a Two-Generation/Whole Family Pilot Project and for evaluation of the pilot project. Applicants selected for the pilot project shall provide a match of no less than 20 percent of the grant, including in-kind services. The Department of Social Services shall report to the General Assembly annually on the progress of the pilot project and shall complete a final report on the project no later than 7 years after the commencement of the project."

This report provides information on the pilot project to date

### Executive Summary

The FY 2019/2020 Virginia State Budget directed \$1.125 million from the Temporary Assistance to Needy Families (TANF) block grant for a two-generation, whole family" pilot project. The two-generation and whole family approach uses comprehensive case management and coordinated, focused agency service delivery to address the needs of an entire family, rather than individual members of the family. The goal of this pilot project is to test and evaluate two-generation and whole family interventions that move families out of poverty in a variety of communities throughout the Commonwealth. VDSS will evaluate and disseminate information about the pilot and results over a five-year period, releasing information and progress on the pilot annually.

VDSS developed the pilot projects in community action agencies of varied size, capacity, and geographic locations. The pilot was designed to achieve the following results:

- Support selected families in achieving self-sufficiency;
- Utilize Family Coaching models and Family Coaches, to ensure that the pilot project receives dedicated support for families at each of the selected agencies throughout the project;
- Document and learn from activities and outcomes achieved by parents, children and families in different places around the state;
- Increase knowledge of the barriers families face and the cost of helping families overcome the barriers and achieve their goals; and
- Replicate, improve, or expand pilot activities that work in future years.

During the first 15-months of the project, VDSS selected six community action agencies through a competitive Request for Application (RFA). At each site, community action agencies have hired family coaches, developed agency-specific program designs, enrolled and served families, collected data, and are tracking outcomes. VDSS is providing intensive technical assistance on various aspects of designing and implementing a whole family approach, training related to intake and outcome tracking tools and

best practices, and supporting frequent peer sharing and learning meetings. VDSS is also providing extensive support in data collection and outcome tracking through numerous trainings with CSST Software (EmpowOR). Each of the six selected pilot sites has a dedicated and consistent portal for entering all data relevant to this project, which will enable the assessment and evaluation of the overall pilot project.

From mid-February to March 30, 2020, the pilot sites worked diligently to enroll families and begin providing supports. As of September 30, 2020, 61 families were enrolled across the six pilot sites. These families include 81 adults and 131 children under the age of 18.

#### Observations from the first full-year of the pilot

- Severe poverty (income below 50% Federal Poverty Guidelines) and the material hardship that comes with it is present for 52% of families in the pilot.
- Most parents are working, and skill and educational training must adapt to their needs.
- Family coaching and flexible funding supports provide a vital role in meeting families where they dream, not just where they are.
- Virtual service delivery is possible, but extensive support is needed to remove barriers.
- Including a peer-learning cohort for family coaches provides important learning opportunities and critical professional support, especially during a crisis.

#### Selection of Community Action Agencies

Two-Generation/Whole Family approach work is an evidence-based, research-driven field. In the development of the program design for this pilot project, VDSS determined that the selected agencies would need specific resources and expertise, and the support of each other through a collaborative cohort model. VDSS issued solicitation CVS-19-099, seeking someone to:

- research and lead development of Two-Generation/Whole Family outcomes for the pilot project;
- develop and release an RFP; lead the review team that selects the agencies to be awarded funds;
- work with approximately five (5) Community Action Agencies to develop individual Program Designs that meet the expectations and criteria set forth in the RFP;
- train the selected agencies on the selected model for the project;
- lead group meetings with the selected agencies;
- receive and provide oversight and feedback for regular reporting;
- provide technical assistance to agencies (in person and through other means);
- provide reports to the CSBG Office, partners, funders;
- prepare an annual report on the progress of the project; and conduct an evaluation of the pilot project outcomes.

The contract for this work was awarded to the National Community Action Partnership. In September 2019, a Request for Applications (RFA) was released and twelve CAAs applied for funding. After a review process was conducted, six CAAs were selected to participate in the pilot project. Since December 2019, the six CAAs have been engaged in launching and implementing their approaches and participating in an intensive Community of Practice (COP), which included peer learning, coaching, a whole family approach convening, and technical support to integrate parent and child data across programs. The six agencies selected, and the program designs they have developed, are:

#### **1) Hampton Roads Community Action Program (HRCAP)**

Hampton Roads Community Action Program (HRCAP) is a non-profit Community Action Agency that has been serving the residents of Southeastern Virginia for over 50 years. HRCAP is a key contributor to the economic stability of individuals, families and the community of the greater Hampton Roads area. Guided by their mission “to improve lives by providing optimum services and mobilizing resources that strengthen our communities”, HRCAP’s primary goal is to disrupt the conditions and causes of poverty in the service area by providing education, employment, emergency assistance, health and housing programs that enable low-income individuals and families to escape the grip of generational poverty and find a path to self-sufficiency and prosperity. HRCAP serves the following cities: Chesapeake, Newport News, Hampton, Portsmouth, and Norfolk.

### *Whole Family Approach Design*

Serving a largely urban and industrial area of the state, HRCAP came to the pilot with a wealth of experience in providing robust educational, workforce development, and housing supports for their community. They also facilitate a Head Start program out of Newport News. Through doing this work, they realized that investing in a whole family approach posed a unique opportunity to streamline services and increase impact for families.

HRCAP’s Whole Family Approach vision is to create pathways of change for families by setting life goals and generating an individualized household plan of action to achieve goals. HRCAP achieves this vision through coordinated intake processes and family assessments to get a better look at the interconnected needs of families. Engaging in this process supports families on their path to family stability.

HRCAP’s whole family approach pilot works to address the needs of families living in Hampton and Newport News with at least one working parent with at least one child under the age of five. After completing a family assessment, pilot participants are engaged through the coordinated provision of over 15 programs and services.

### **Key outcomes for the pilot include:**

- Living wage employment
- Post-secondary educational attainment
- Increased family financial stability
- Establishing a Savings Account
- Strengthened family connections
- Increased capacity to handle stress/trauma
- Improved health and wellness
- Housing stability
- Increased planned births
- Increased language, literacy, & mathematics for children (0-18 ages)
- Increased school readiness and achievement
- Debt reduction

### **2) The Improvement Association**

The Improvement Association (TIA) is a non-profit Community Action Agency that mobilizes community resources to provide comprehensive initiatives and services in several localities in rural Southside

Virginia including Sussex County, Surry County, Greensville County, Brunswick County, and Dinwiddie County. Since its creation in 1968, TIA has served as the catalyst that enhances the quality of life in communities through comprehensive initiatives, advocating change, and empowering people to become self-sufficient. TIA comes to the Virginia whole family approach pilot with 50+ years of experiences in facilitating change for residents in their community from prenatal through adulthood.

#### *Whole Family Approach Design*

Leveraging over 80 years of experience with family supportive services across the members of their guiding coalition, TIA is primed for the opportunity to direct more resources and attention to families within their service area that require an intentional level of coaching and support to break the cycles of poverty within their community. Serving families in a largely rural area means that resources are oftentimes quite literally far and in between, so supports need to be robust, coordinated and intentional in order to give families the best chance to break through the depressed opportunities for economic mobility in their community.

TIA's whole family approach vision is families are empowered to achieve their dreams as they ascend out of poverty on the stairway of success. TIA's pilot prioritizes families living at or below 200% FPL in the Greensville/Emporia area. Pilot participants have access to a network of 12 wraparound services and supports, grounded in workforce development, postsecondary education, and their Head Start program

#### **Key outcomes for the pilot include:**

- Increased self-sufficiency, power, and autonomy
- Increased educational attainment
- Improved school readiness
- Access to quality and affordable childcare
- Increased certifications/specialized fields
- More positive parenting behaviors
- Job readiness
- Access to living wage employment
- Access to safe and affordable housing
- Increased economic mobility
- Access to reliable transportation
- Improved physical, social, and emotional well-being
- Improved parent/child interactions

### **3) People Inc.**

People Incorporated has one of the largest service areas of Community Action Agencies in the state of Virginia, providing supports to the Counties of Buchanan, Clarke, Culpeper, Dickenson, Fauquier, Frederick, Page, Prince William, Rappahannock, Russell, Shenandoah, Warren, and Washington, and the Cities of Bristol, Manassas, and Manassas Park. Established in 1964, their mission is to provide opportunities for economically disadvantaged people to reach their goals in order to enhance their lives, their families, and their communities.

#### *Whole Family Approach Design*

People, Inc. came to this pilot project with the unique experience of having participated in a prior whole family approach cohort funded by the Annie E. Casey Foundation that was facilitated by the National Community Action Partnership. Through that 2-year initiative, People, Inc. developed a framework to support children and parents together. As they continued along the journey of organizational culture shift towards more intentional and coordinated services for families, People, Inc. committed to continuing their efforts to break down programmatic silos in order to more fully serve families using the no-wrong-door approach. Utilizing the wide array of services that the organization currently provides to families, their extensive capacity building efforts to optimize impact, and their strong network of community partners, People, Inc. is primed to engage in intensive work to improve the lives of families in their community through their Whole Family Approach design plan.

People, Inc.'s whole family approach vision is to help families live with dignity and a true sense of belonging, building futures and realizing their hopes and dreams for themselves, their families and their communities. Their pilot project seeks to prioritize the needs of young families, targeting families with parents age 28 or younger with children 0-7 living at or below 200% FPL. Families are assessed and develop a personalized Empowerment Plan that assist them in achieving self-identified goals.

**Key outcomes for the pilot include:**

- Improved school readiness
- Increased economic stability
- Increased income
- Increased assets
- Increased education level
- Increased resiliency
- Improved parent/child relations
- Increased social capital and community engagement

**4) Thrive Virginia**

Thrive Virginia is a private Community Action Agency with a service area encompassing over 2,000 square miles including the counties of Caroline, Charles City, Hanover, King George, King & Queen, King William, New Kent, Spotsylvania, Stafford, the City of Fredericksburg, and the Town of West Point. Their work is anchored in collaboration - working with community-based partners to create pathways to self-sufficiency for individuals and families within the agency's diverse service area.

*Whole Family Approach Design*

In 2019, Thrive Virginia (formerly known as Quinn River Community Action) engaged in a major reorganization of their work and presence in the community. In addition to their rebranding, Thrive Virginia also committed to transform their service delivery model from one that approaches services through a siloed approach to one that is integrated and customer centered. Engaging in a whole family approach provides Thrive with a roadmap to help families overcome the economic and social barriers to success that often accompany rural areas.

The central goal in Thrive Virginia's whole family approach is to revitalize the Charles City community by supporting the well-being of families so that they can reach their fullest potential. They seek to provide a more intentional system of wrap-around supports for TANF eligible families in Charles City county with young children (ages 0-5). Working in close collaboration with two community partners, Rappahannock Community College and Parent Child Development Corp (Head Start), services for families center around



improving post-secondary and childhood education outcomes to build families' resiliency for success. Families also receive access to transportation support, housing assistance, financial empowerment in coordination with 10 other services and programs that will be provided through a "no wrong door" approach.

**Key outcomes for the pilot include:**

- Increased Income/Job Stability
- Economic Stability/Emotional Well-being
- Less psychological distress/Enhanced Home Learning Environment
- Employability and access to community resources
- Children will meet developmental milestones & see improved social adjustments in school and community
- Financial stability and basic needs met continuously.
- Safe, Stable, and Affordable Housing
- Increased ability to build financial assets and increased self-confidence
- Enhanced physical and mental well-being and parent-child interaction
- Increased involvement in community activities and connection to other families.
- Gain/Sustain maternal employment and reduced economic hardships
- Increased budgeting skills and financial stability

**5) STEPS, Inc.**

STEPS, Inc. is the Community Action Agency serving six rural counties - Amelia, Buckingham, Cumberland, Lunenburg, Nottoway, and Prince Edward - in south central Virginia. STEPS has served the community since 1976, providing job training and employment to persons with disabilities. The organization was designated as a Community Action Agency in 2014 and remains dedicated to creating a stronger community through housing, education, workforce, and economic development for individuals and families in their community.

*Whole Family Approach Design*

STEPS is dedicated to "Moving Lives Forward" and fulfilling their mission to truly impact their clients; in order to do this most effectively, they committed to undertaking the systemic improvements needed to ensure that their service delivery model places whole families along the best pathway for success. Over the course of 2019, STEPS leadership began their whole family approach journey by convening a cross-departmental working group to discuss increased collaboration and improved outcomes for families. Since then, this guiding coalition has grown to prioritize the agency's workforce development and early childhood education programming to map out goals, outcomes, and capacity needs for a full shift to a whole family approach. The STEPS team plans to combine this roadmap with their reputation in the community as a human service organization that "thinks outside the box" to convene new programs, provided either in-house or in collaboration with one of their over 120 partner organizations, to provide a full set of supports for parents and children.

STEPS' whole family approach vision is passionate, dedicated staff working in collaboration with families and communities to move lives forward. STEP is looking to break down department silos and shift to a more transformative model of service provision that will result in a more inclusive, individualized, quality experience to clients that produces measurable results and moves the whole family toward sustainable self-sufficiency. The target population for this effort was identified as Head Start families within their 8-county service area. Following an intake assessment and family goal setting, pilot participants have access to a set 15 wraparound programs and services to help move parents and children forward together.

**Key outcomes for the pilot include:**

- Financial Stability
- Increased Education Level
- Increased Work/Trade Skills
- Work Readiness (Resume, Interview, Dress)
- Increase Independence
- Gain/Sustain Employment
- Obtain Necessary Insurances
- Legal Compliance
- Improved Living Environment
- Increase Connection to Community
- Medical & Dental Care/Preventative
- Mental Health – Self Regulation, SE
- Improve Parent Child Interactions
- School Success/Attendance
- Childcare / Healthy Baby
- Improved parent child interactions

**6) New River Community Action**

Serving four counties in rural southwestern Virginia, New River Community Action (NRCA) is a private Community Action Agency with over 50 years of presence in the community. NRCA's mission is to promote and support the well-being and self-reliance of individuals, families and communities. To do this work, NRCA works with some of the most vulnerable populations within their community to improve lives through emergency assistance, Head Start, and VITA programming. NRCA services the following localities: Floyd County, Giles County, Montgomery County, Pulaski County, and Radford.

*Whole Family Approach Design*

NRCA joined the pilot project with a previous experience in connecting early childhood education and workforce development services for parents and children. Their goal for participating in the project is to build their organizational capacity to remove program silos and create a customizable set of services for each family. Within the last year, NRCA has invested in a robust inter-departmental referral system to help ensure that clients are comprehensively connected to services across the agency.

NRCA's whole family approach vision focuses on families in Giles and Pulaski Counties that are enrolled in either CHIP or Head Start. After meeting with the Family Navigator and developing a set of personalized parent, child, and family goals, pilot participants can be connected to almost 20 programs

and services to ensure that their families have opportunities to reach their full social, health, educational and economic potential as they work to achieve their goals.

**Key outcomes for the pilot include:**

- Family Income
- Family Financial Stability
- Education Level
- Diploma, Degree or Certification
- School Readiness
- Rewarding Career
- Positive Parenting Behaviors
- Medical and Dental home
- Mental Health and Social-emotional Well-Being
- Housing Stability
- Transportation Stability

Activities and Outcomes

During the first full year of the pilot, sites used the Virginia Two-Generation/Whole Family Pilot project resources to begin to create conditions for families to achieve well-being. All six sites designed and launched whole family approaches, recruited families and helped them create plans to move toward economic security. The family plans and initial services have helped families begin to get a foothold on more solid ground that positions them to move forward with sufficient time and continued support. Family progress does take time, and that is even truer during the unprecedented health pandemic that hit in early 2020 just as the pilot sites were starting their work with families. Even with a health and economic crisis raging, the sites were able to complete the key activities outlined below.

Launching Family Coaching Practices

A central component of the pilot project was providing resources to the pilot sites to hire a full-time family coach. All six sites hired a coach to work intensively with families enrolled in the whole family approach pilot project. DSS required that the family coaches work only with families enrolled in the pilot project.

The coaches received training and support from the National Community Action Partnership. Due to the COVID-19 pandemic, there were two in-person trainings held and all other training and technical assistance was conducted virtually. Family-centered coaching tools were provided, which are a set of strategies, tools, and resources that help coaches and their organizations shift how they engage with, and help, families. Family centered coaching is a coaching practice that starts with the belief that every family knows best what it needs. Techniques from goal setting, motivational interviewing, and strength-based case-management are used to help coaches work with the whole family.

Deploying a Life Scale Assessment

Assessing parent, child, and family strengths and challenges is critical to helping families identify goals and their path to improved economic stability and security. VDSS and the National Community Action

Partnership worked with the pilot sites to consider existing assessment tools being used by the agencies and other Two-Generation/Whole Family Approach experts. The pilot sites agreed to adopt a family assessment scale used by Garrett County Community Action Committee (GCCAC), Inc., one of the pilot project’s subject matter experts who has been engaged in the Two-Generation approach for several years. The Life Scale assessment is a critical tool that informed a large portion of program design efforts that took place with the pilot sites in the first half of the project. In addition to serving as an intake tool for the family coaches, the Life Scale also supports aspects of evaluation and the performance management framework. Development of this tool began in March, as the pilot sites began to define their desired project outcomes and enroll families. Intensive technical assistance calls and virtual site visits that were conducted in April then helped to refine a set of core parent, child, and family outcomes that will be used to track family success across the cohort.

Engaging Families

The design of Virginia’s pilot project emphasizes quality over quantity and directed the agencies to work comprehensively with a small number of families in order to maximize learning and results. VDSS required each agency to work with 5 to 15 families in the first year. Pilot sites recruited families from programs across their agencies such as Head Start, Early Head Start, Healthy Families, and crisis assistance. Agency enrollment numbers to current date range from 7-14 households. CAAs started engaging and enrolling families in late February and in most cases met their target goals in a couple of months. Agencies have enrolled 61 households representing 212 individuals. Average household size ranges from 3 at New River Community Action to 3.9 at Hampton Roads Community Action Program. Fifty-eight percent of the people served are female, 35 percent are male, and 7 percent are unknown or not reported at this time. Thirty percent of individuals participating are adults ages 25-60 and only 8 percent of individuals are adults ages 18-25.

Table 1. Engaged Families

<b>Community Action Agency</b>	<b>Households</b>	<b>Individuals</b>	<b>Average HH Size</b>
<b>Hampton Roads Community Action Program</b>	14	54	3.9
<b>The Improvement Association</b>	10	37	3.7
<b>New River Community Action</b>	11	33	3
<b>People Inc.</b>	7	25	3.6
<b>Thrive Virginia</b>	10	28	2.8
<b>STEPS, Inc.</b>	9	35	3.8
<b>Total</b>	61	212	3.5

Integrated Services for Parents, Children, and Family

Research on integrated programs that combine services that intend to support both child development and parental economic security indicates for services to be successfully integrated, they need to be intentionally aligned and coordinated, high quality and intensive, and built on parents’ and children’s mutual motivation. High quality can be distinguished by the use of curriculums, research or evidence

informed practices. Intensity may be defined as dosage, duration, and range of services. Services with a higher dosage and longer duration may be more likely to help families achieve positive outcomes. The six pilot sites integrated a range of high-quality services with a mix of intensity levels. The design and flexibility of the Virginia Two-Generation/Whole Family Approach Pilot Project helps to ensure the duration needed to achieve successful outcomes. High quality and longer duration services for parents such as Head Start, Early Head Start and Healthy families create the core of many child-focused services. Skill training, housing supports, mental health counseling, and coaching are common parent focused services for the six pilot sites. Family coaching and parenting training are common family supporting services. Family coaching, supported at all six pilot sites provides the vehicle to coordinate a powerful, customized mix of integrated services that builds on the strengths and capabilities of each family and delivers just the right mix of services to all members of the family. The six sites provided services to 61 families and 212 individuals in this first year, in a variety of categories (financial stability/management, employment, education, health, transportation, childcare, housing, improved parent/child interactions), as per the Theory of Change for each agency (included at end of report).

### Management Information System

In order to have an efficient and effective system to manage client data the pilot sites worked together and with the technical assistance provider to create a Virginia Whole Family Pilot Project management information system solution. EmpowOR Outcomes & Results developed by CSST Software, LLC in collaboration with Garrett County Community, a Maryland CAA is a database that has been designed for and used by organizations providing comprehensive services. Four of the six pilot agencies were current users of EmpowOR at some level. A whole family approach “plug-in” was added to track the families served in the VA pilot project. Two sites that were not already using EmpowOR had a steeper learning curve to entering client data.

The database provides a tool for the sites to collect and manage client demographic, service, and outcome information. Agencies use the database to manage case notes, family goals and a quarterly Life Scale that helps the families and coaches identify progress and areas for future growth.

The establishment of this database in year one creates critical infrastructure essential to the implementation, effectiveness and growth of the pilot in the six agencies and beyond. Considering the challenges with the COVID-19 pandemic, the agencies made great progress in setting up the whole family approach “plug-in” and beginning to enter client level data. In year two, the sites and the technical assistance provider will focus on using the data for management decisions and to improve services for customers.

### Pilot Site Peer Learning and Technical Assistance

During the first project year, the pilot sites have had 31 training and engagement opportunities facilitated through a combination of virtual and in-person convenings. These engagements were designed to support sites in the development of design plan, assessment, data collection, and evaluation activities. Efforts during the first half of the project prioritized developing participant understanding of whole family approach model program design, individual/family assessment tools, and building a shared vision of the design plan amongst each site’s guiding coalition. Training and technical assistance that was provided during the second half of the project year prioritized outcome tracking, data collection, and assessment of the levels of support that families might need in response to the prolonged nature of the

pandemic. As communities shift into almost half a year of navigating this public health crisis, pilot sites have been forced to not only adapt their originally proposed service delivery strategies but also to consider ways to deepen engagement with enrolled families. As a result, coaching call discussions highlighted strategies and service delivery areas such as trauma-informed care and navigating the back-to-school transition for families. Coaches were also engaged in additional consideration on intake, outcome tracking, and coaching practices with best practices and lessons learned from subject matter experts from Garrett County Community Action Committee. For the broader cohort discussions, sites had the opportunity to learn from Aroostook County Community Action Program (ACAP), a CAA with a well-established whole family approach. In addition to these technical assistance meetings, project participants were also engaged via 13 knowledge-building webinars that were facilitated as part of the Community Action Partnership's National Webinar series.

#### Pilot Site Innovations in response to COVID-19

All of the agencies worked to develop innovative practices in response to the pandemic occurring during the first full-year of Pilot Project Implementation. A couple of examples of innovations are:

##### ***Hampton Roads Community Action Program (HRCAP)***

In response to needs observed with their fourteen families HRCAP determined a need to provide mental and behavioral supports and counseling to families. HRCAP rapidly contracted with a Licensed Clinical Social Worker (LCSW) to provide virtual mental health sessions to the families enrolled in their whole family approach pilot. Parents have the ability to participate in Peer Support Groups as well as individual counseling via Zoom.

##### ***New River Community Action***

Through their Head Start and CHIP program staff, NRCA worked during a large portion of the pandemic to provide door-to-door drop-offs of learning resources including laptops and printers and engagement activities for children. In addition to technology and educational materials, New River Community Action used their stock of diapers and wipes from their multiple Head Start centers to distribute to families in need.

#### Challenges and Opportunities

##### COVID-19 Barriers

One of the main challenges brought on by the COVID-19 pandemic is a compounded lack of access to critical supports as a result of both public safety measures and an overwhelming surge in need. Due to increases in unemployment rates and other economic impacts caused by the pandemic, more families than ever are now depending on local CAAs and other community-based organizations to meet their basic needs. For many families, housing stability, childcare, and education are the most critical supports. For families facing unemployment or loss of income, the need to leave the house to attend work has required parents to increasingly rely on their social networks to ensure that their kids are cared for. For children, the stress of spending extended periods away from friends, adjusting to homeschooling, or handling life amid a pandemic can lead to increased feelings of isolation or other emotional issues that impact the entire family. Not just parents or children but families *as a whole* need to be met in this time with access to reliable, safe, and effective services that will build their resiliency for the near future and beyond.

The COVID-19 pandemic has proved a critical challenge for the first year of the pilot. It is important to note that some planned services such as education and training efforts for parents and early childhood education for young children have been delayed, scaled back, or paused. Families with school-age children have experienced significant challenges including needing to delay job searches until childcare can be arranged. All the agencies have been engaged in providing supports as well as crisis services to families during these very challenging conditions. Essential supports such as food have been critical as food insecurity escalated with more family members' home for meals and incomes reduced or eliminated due to reduced hours or unemployment.

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

### Conclusion

The goal of this pilot project is to test and evaluate concepts and specific interventions that represent two-generation or whole family approaches that move families out of poverty in a variety of communities throughout the Commonwealth. With the support of VDSS and the National Community Action Partnership, six pilot sites engaged in various tactics to develop their Two-Generation/Whole Family Approach design plans and to begin to test them with children, parents, and families. Family Assessments, Data Collection Tools, Family Coaches, and Theories of Change were developed/hired. At the conclusion of the first full-year, 61 families and 212 persons were served through the pilot project. As sites advance deeper into implementation of their whole family approach and more data becomes available, the project will begin to reveal more answers about what works, where it works, whom it works for and why.

Appendix 1 (Selected Agencies Whole Family Theories of Change

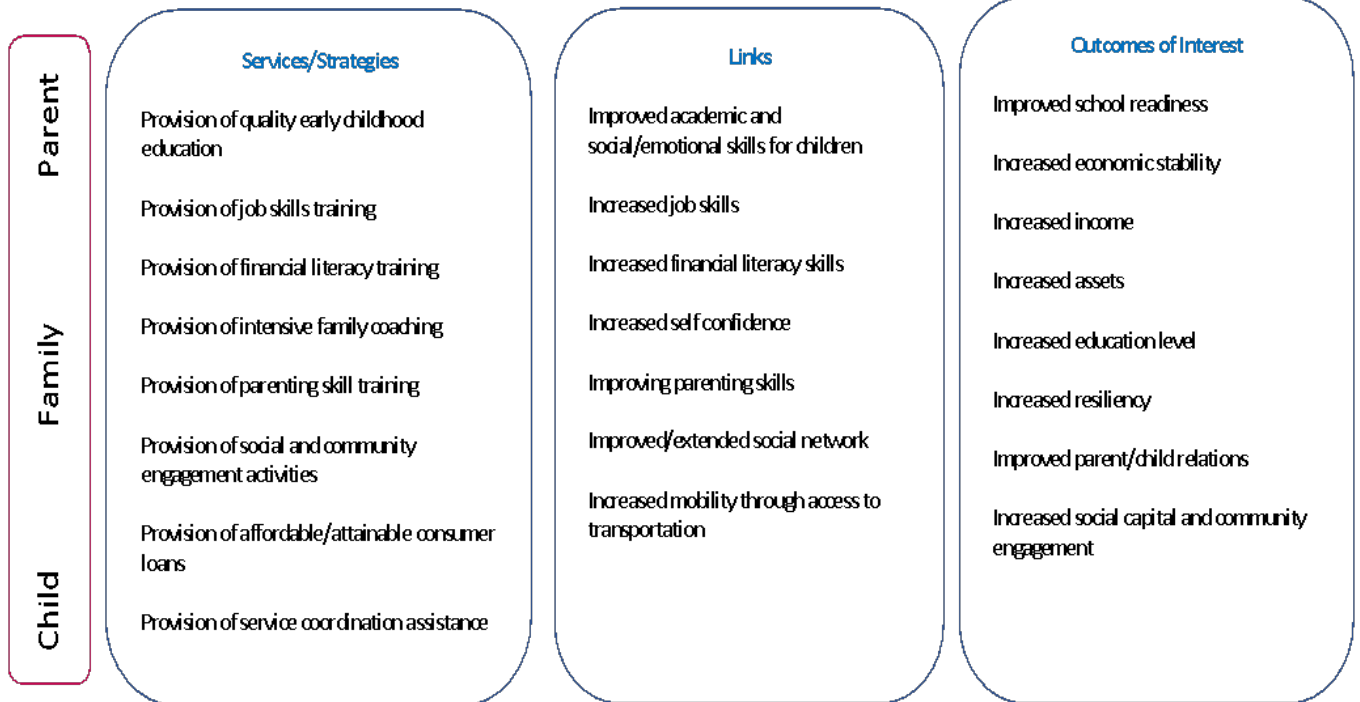


**Whole Family Approach  
Theory of Change**

**Vision**

Families live with dignity and a true sense of belonging, building futures and realizing their hopes and dreams for themselves, their families and their communities.

**Theory of Change:** If we increase resilience and economic security for families, they will move from having need for financial assistance to living with dignity and self-worth independent of financial assistance while contributing in their community.



**Target Population**

Families with parents/caretaker age 28 or younger with a child 7 or under at 200% poverty or below.

**Assumptions/Moderators**

YSS

1. Families are willing to decrease reliance on poverty related supports as they increase their earned income
2. The community can and will support our whole family approach/intervention
3. Our, and our partners', services and the hardwork of participants will lead to the desired outcomes
4. Participants will be families who are committed and willing to actively participate in order to reach outcomes
5. Staff have the skills, knowledge, and resources to be successful
6. Families are active partners in design, implementation and evaluation





## Whole Family Approach Theory of Change

**Vision**  
Passionate, dedicated staff working in collaboration with families and communities to move lives forward.

**Theory of Change:** To provide an inclusive, individualized, quality experience to clients that produces measurable results and moves the whole family toward sustainable self-sufficiency.



**Target Population**  
Head Start Families in eight south central Virginia Counties.

- Assumptions/Moderators**
1. Trauma ACES Factors have contributed to current situation
  2. Most clients are at or below Federal Poverty Guidelines
  3. Increasing skills and abilities and obtaining stable employment will lead to long term family success.
  4. Collaborative, individualize, service delivery that is client focused and driven will provide measurable outcomes.



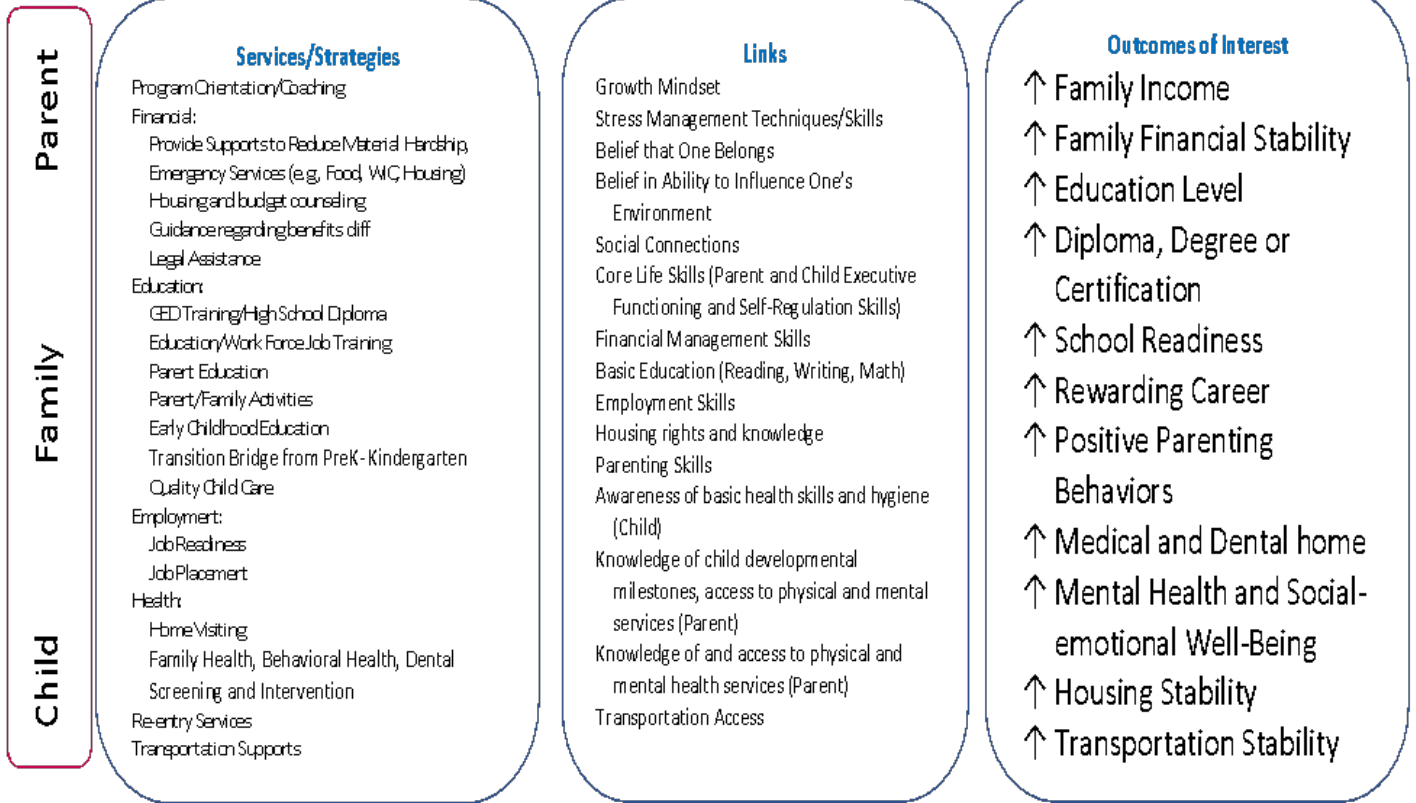


## NRCA Whole Family Approach Theory of Change

**Theory of Change:** If NRCA provides comprehensive, customized supports to children and the adults in their lives to help them achieve developmental milestones, health and wellness goals, educational goals, social connectedness, and economic stability, then the families have the best opportunity to break the intergenerational cycle of poverty in our community.

**Vision**

Parents and their children have opportunities to reach their full social, health, educational and economic potential as they work to achieve their goals.



**Target Population**

Families enrolled in CHIP and/or Head Start in Giles and Pulaski Counties with priority given to families with the youngest children. of

- Assumption s/Moderators**
1. Poverty is more than a lack of income or economic success; it is sustained by environmental systems and involves power and autonomy.
  2. Shortening the time a child spends in poverty increases his/her chances to reach their full social and economic potential.
  3. Achieving social and economic progress takes time. Working with families over an extended period will allow for real and sustained progress.
  4. Parents who achieve high levels of education or training and obtain family-supporting employment can change the trajectory of the family.
  5. Achieving positive outcomes in the face of multiple challenges can be difficult. Families who receive a range of customized supports over time will make bigger gains.
  6. Coordinated, customized, multiple services will deliver better outcomes for families.



The Improvement Association  
Whole Family/2Gen  
Theory of Change

**Vision**

Families are empowered to achieve their dreams as they ascend out of poverty on the Stairway of Success.

**Theory of Change:** If we provide comprehensive, customized supports to children, adults, and their families to help them achieve family health and well-being, educational growth, social connectedness, economic stability and employment, then we will decrease the intergenerational cycle of poverty in our community.

**Target Population**

Families with income levels at 200 % or below the poverty level living in the Greenville/Emponia area

Services/Strategies	Links	Outcomes of Interest
Program Orientation/Coaching	<ul style="list-style-type: none"> <li>• Growth Mindset</li> </ul>	↑ Self-sufficiency (parent/family)
Education Assistance (child/family/parent)	<ul style="list-style-type: none"> <li>• Belief that One Belongs</li> <li>• Education</li> <li>• Certifications</li> </ul>	↑ Power and Autonomy (parent)
Employment (parent)	<ul style="list-style-type: none"> <li>• Employment/Job Search Skills</li> </ul>	↑ Education level (child, parent)
Housing (parent/family)	<ul style="list-style-type: none"> <li>• Parent/child relationship building skills</li> <li>• Employment Skills</li> </ul>	↑ School Readiness (child)
Financial Literacy (parent)	<ul style="list-style-type: none"> <li>• Housing Education</li> <li>• Financial Management Skills</li> </ul>	↑ Quality and affordable childcare (parent, child)
Supportive Services (parent/family)	<ul style="list-style-type: none"> <li>• Social Skills</li> <li>• Parenting Skills</li> </ul>	↑ Certifications/Specialized Fields (parent)
Transportation Assistance (parent/child)	<ul style="list-style-type: none"> <li>• Stress management skills</li> <li>• Belief in Ability to Influence One's Environment</li> </ul>	↑ Positive Parenting Behaviors (parent, family)
Parent Cohort (Parent/Family)	<ul style="list-style-type: none"> <li>• Core Life Skills (Parent/Child executive functioning/self-regulation skills)</li> </ul>	↑ Job Readiness (parent)
Physical, Dental, Vision, and Nutritional Health (Family)	<ul style="list-style-type: none"> <li>• Nutrition education</li> <li>• Dental education/skills</li> <li>• Age Appropriate skill development</li> </ul>	↑ Living Wage Employment (parent)
Behavioral & Mental Health (Child/Parent/Family)	<ul style="list-style-type: none"> <li>• Physical Health Education</li> <li>• Belief in importance of overall health to improved quality of life</li> </ul>	↑ Safe and Affordable Housing (family)
		↑ Financial Stability/Net Worth (family)
		↑ Income & Savings (parent, family)
		↑ Mobility (parent, family)
		↑ Independence (parent, family)
		↑ Reliable Transportation (parent, family)



## Hampton Roads Community Action Program

### Whole Family Approach Theory of Change

**Theory of Change:** If we provide ample economic empowerment, educational advancements, health and wellness resources to children and adults, we can improve outcomes and enhance family stability.

#### Vision

Families will have access to pathways that result in building generational wealth so that they can thrive in their local community.

#### Services/Strategies

- Navigating Wealth (Job Training/Placement)
- Referrals to education partner programs
- On-the-Job Training
- STEP (young adult job training)
- Adult Career Training
- Financial Literacy (budgeting/credit improvement)
- VITA Tax Preparation
- Housing Counseling or SSVF services
- Head Start Family services

#### Links

- Career/Job Readiness Skills
- Financial Literacy Skills
- Foreclosure/eviction prevention or Rapid Rehousing
- Parenting Skills, Behaviors and Relationships with Child
- Domestic Violence services/advocacy
- Pain Management Alternatives/ Substance misuse education
- Stress/Trauma

#### Outcomes of Interest

- ↑ Retain Career or Job
- ↑ Family Financial Stability
- ↑ Household Income
- Established Savings Account
- ↑ Strengthened Family Connections
- ↑ Capacity to Handle Stress/Trauma
- ↑ Health and Wellness

#### Target Population

Families in Hampton and/or Newport News with at least one working parent/guardian and has at least one dependent (ages 0-5) enrolled in one

#### Assumptions/Moderators

Strengthening core lifestyles through coaching and practice can assist families with adapting to life experiences.  
 Creating generational wealth can help a family climb out of poverty.  
 Integrating services throughout programs and systems provide better outcomes for families.  
 Creating customized life plans that assist adults and children simultaneously

Family Parent

Family Child