2022-2025 Community
Needs Assessment

Community
Action
Partnership

Empowering Lancaster County Families

Table of Contents

MISSION

Empowering Community, Driving Action, and Building Partnership to Eliminate Poverty

VISION

Our Community is a model of equity, justice, and prosperity

DIFFERENTIATORS

Collaborative community partnerships
Strong reputation
Connection to families
Breadth of services
Leadership
Stable funding

WINNING ASPIRATION

We transform generational poverty into economic prosperity so that all can thrive.

STRATEGY SCREEN

Will this strengthen our clients' ability to attain economic prosperity?
Can we measure the outcomes?
Can we have (or can we build) the staff capacity to accomplish this well?
Is this fundable and/or financially sustainable?
Is this based on research and data?
Are we optimally positioned to deliver this?
Will this build equity?
Is this ethical?

BIG QUESTIONS

1.

How will we address race, power, and privilege in our prosperity efforts with clients and partners as well as internally with staff, board and volunteers?

2.

How will we focus our programming on those key efforts which will help us transform generational poverty into economic prosperity?

3.

How will we recruit, orient, and develop mission-aligned staff and a high-performance, adaptive culture?

VALUES • Respect • Collaboration • Diversity • Innovation • Compassion • Excellence • Integrity • Hope

CONCEPT

PURPOSE

"A Community Needs Assessment is a process conducted by all Community Action Agencies every three years to determine the underlying causes and conditions of poverty within the community they serve, and identify the available resources to address the unmet needs of the community's most vulnerable residents."

According to the guide created by the National Association for State Community Services Program, this type of assessment is meant to inform leaders, community members, and other stakeholders in order to help them:

- Understand the scope of both emerging and ongoing needs of economically insecure residents in the community.

- Choose the role the organization will play in meeting some of those needs.

- Identify economic resources, social resources, and partnership opportunities in the community that can help meet the needs.

- Identify significant public policy issues.

- Educate community residents and leaders about the identified needs, and provide input on policies and strategies.

- Explain to the community the rationale behind decisions to prioritize needs and allocate resources.[1]

Photo Credit: Brian Nguyen, CAP

CONCEPT OVERVIEW AND EXPLANATION

Creating a holistic assessment of the needs within our community is a big undertaking and a lot of plans and assessments throughout the years have attempted to evaluate the complexity of poverty to varying degrees of success.

In preparation for this assessment we reviewed many of those plans. They include our own agency's last two community needs assessments, The One Good Job Plan, The Prosperity Indicator Report, and The United Way's ALICE Report, among others. As we reviewed these plans, we discovered some common themes as well as some results on specific objectives and strategies. On the other hand, we also discovered that there were some gaps in information and that the scope of the plans often wasn't big enough to really address the community need on a systemic level. For this reason, we have added a few layers of complexity to ensure that no one's needs are forgotten and that the deeper, systemic issues are addressed.

Structure
This assessment will be broken down into a few sections. We'll start by defining the community, giving an overview of the demographic makeup and any unique characteristics that may be important.

Community Needs Profile
The bulk of the report will be made of the community needs profile and will be broken down into five domains. We determined

these by evaluating domains of other key initiatives both from within our organization and within the community to find commonalities. (See Figure A in Appendix A.)

These domains are:
- Health
- Social Support
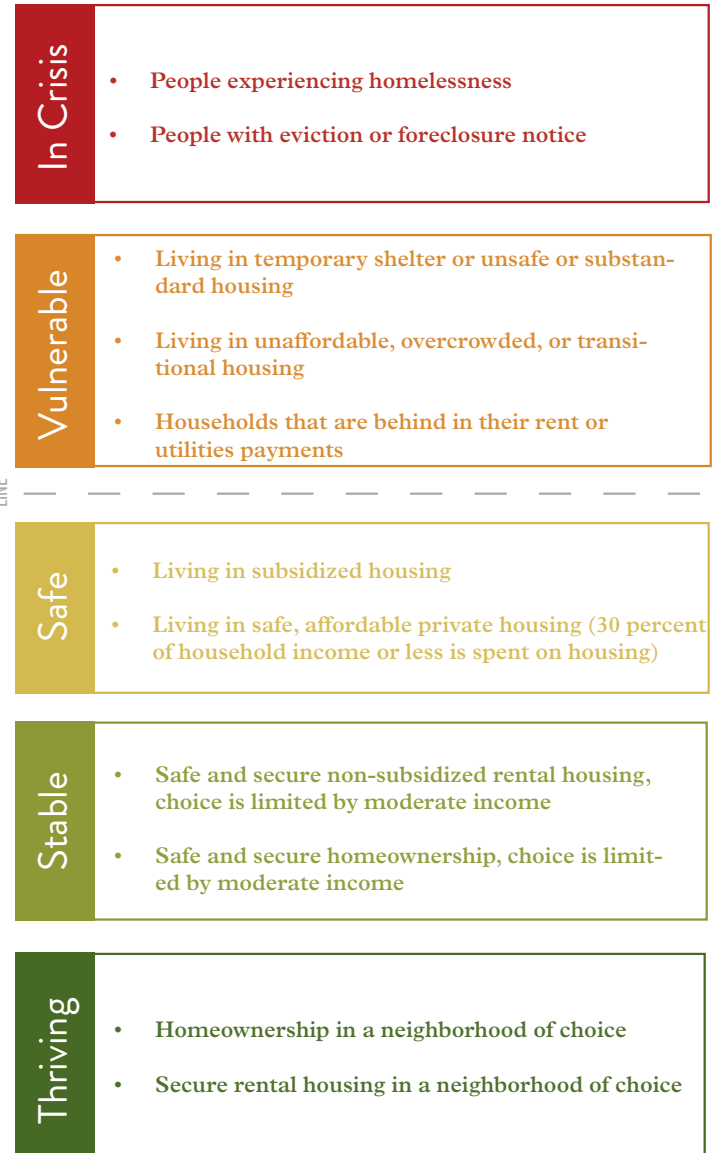- Housing
- Education
- Economic Mobility

Crisis to Thriving
We'll start each domain section with an overview of the needs on a crisis to thrive scale. (See Figure 1 for an example.) This scale is a commonly used method of measuring a client's journey to economic prosperity.*

Once a person has reached the safe category a shift must happen in order for them to reach the stable and thriving levels. At safe people can start to transition from just getting by to planning for the future because they are no longer in a constant state of emergency. This also takes a shift in mindset that may not always be easy for those who are accustomed to only thinking about the needs of the moment.

Because the issues that people living in poverty face regularly are typically below the prevention line, we will give detailed look to the needs on the crisis to safe categories. We will define and give overviews of the stable

FIGURE 1 | HOUSING CRISIS TO THRIVE SCALE EXAMPLE

In Crisis
- People experiencing homelessness
- People with eviction or foreclosure notice

Vulnerable
- Living in temporary shelter or unsafe or substandard housing
- Living in unaffordable, overcrowded, or transitional housing
- Households that are behind in their rent or utilities payments

PREVENTION LINE

Safe
- Living in subsidized housing
- Living in safe, affordable private housing (30 percent of household income or less is spent on housing)

Stable
- Safe and secure non-subsidized rental housing, choice is limited by moderate income
- Safe and secure homeownership, choice is limited by moderate income

Thriving
- Homeownership in a neighborhood of choice
- Secure rental housing in a neighborhood of choice

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* Notice, this report does not use term "self-sufficiency." This is a deliberate choice, as we believe no one is truly self-sufficient. Instead we have chosen the term "economic prosperity."

and thriving categories, but overall the data and analysis these categories will be brief as our focus is on helping people in poverty. Thriving is aspirational. Therefore, it's not as important to identify the needs of those who are thriving as much as it is important to show what the end goal should look like.

Prevention Line and the Access Axis

In between vulnerable and safe is the "prevention line." In order to get across the prevention line into safety, additional access-related needs may need to be addressed.

On the Access Axis page we will identify some of these issues. The dictionary definition that best describes access in this context is "the freedom or ability to obtain or make use of something." When it comes to poverty, a lack of access can be brought on by a lack of *money, knowledge, time,* and at times, *proximity*.

Take for example all the issues that stem from a lack of access in the health domain. This can include a lack of insurance, or it can be a lack of access to adequate nutrition. In the case of the lack of nutrition, this may be due to less money for healthy foods, lack of knowledge or time to prepare those foods, and/or a lack of proximity to places to buy them such as in the case of food deserts. A lack of access can be one or more of these and can act as structural barriers to getting over the prevention line so they should be considered when working with people in the crisis and vulnerable categories.

Community Assets

For each crisis to thrive category we will also include a summary of the community asset that is best equipped to meet that need. Because Lancaster service providers have largely adopted a collective impact model, there are considerable efforts being made to work collaboratively rather than competitively to address issues that plague our community. Therefore, many of the organizations mentioned in these sections will be some sort of coalition or network.

This new approach will allow us to chart a path to CAP's winning aspiration:

> "We transform generational poverty into economic prosperity so that all can thrive."

Deep Dive

Climbing up the ladder from crisis to thriving is not an easy or inevitable journey, and many times there are structural barriers that need to be addressed so that all have a chance to thrive. For this reason, we will end each domain section by providing a deeper look at the topic in order to examine what systemic issues, conditions, structural barriers, and policies will need to be addressed or at least acknowledged if we are to see real, meaningful progress in that domain section.

At the end of each domain section we will provide a summary analysis. In that analysis we will

also report on the results from a 2021 qualitative survey CAP conducted to better understand our clients' experience of poverty and how the data and research from the section aligns with the issues our clients face every day.

Finally, we will assess CAP's programs and services to see where they fit in the service provider ecosystem, and evaluate their outcome data to see how well they are meeting the need.

Once the evaluation of the needs and assets landscape is complete, recommendations for moving forward will be added.

OVERVIEW

DEFINING THE COMMUNITY

COMMUNITY PROFILE

Lancaster County, Pennsylvania will be the defined community for this report. As needed the data will be broken down into the most granular level of geographic measurement, such as census tract, census designated place, or census block group.

Population
The population for Lancaster County has grown by nearly 15 percent from 2000-2019. This is largely on pace with national trends, but is significantly higher than Pennsylvania's trend of 4.15 percent over the same time frame. The total population is 540,999 according to the 2015-2019 American Community Survey data.[2] Lancaster City, the municipal hub of the County, has a population of 59,265.[3]

Age and Sex
 Roughly 52 percent of the County population is female, while 48.5 percent is male. Table 1 shows the breakdown of age and sex.

The average age of a Lancaster Countian is 38.6 years old, while in Lancaster City the average age is 32. To the right are two a maps indicating the average age by census tract. The lighter the color, the younger the average age.

Lancaster City and the Pequea Valley have relatively younger average ages. The reason for this in Pequea Valley is likely the Amish population having many young children. The two census tracts with the youngest average ages of 24.2 and 23.8 are the areas around Franklin & Marshall College and Millersville University, respectively.
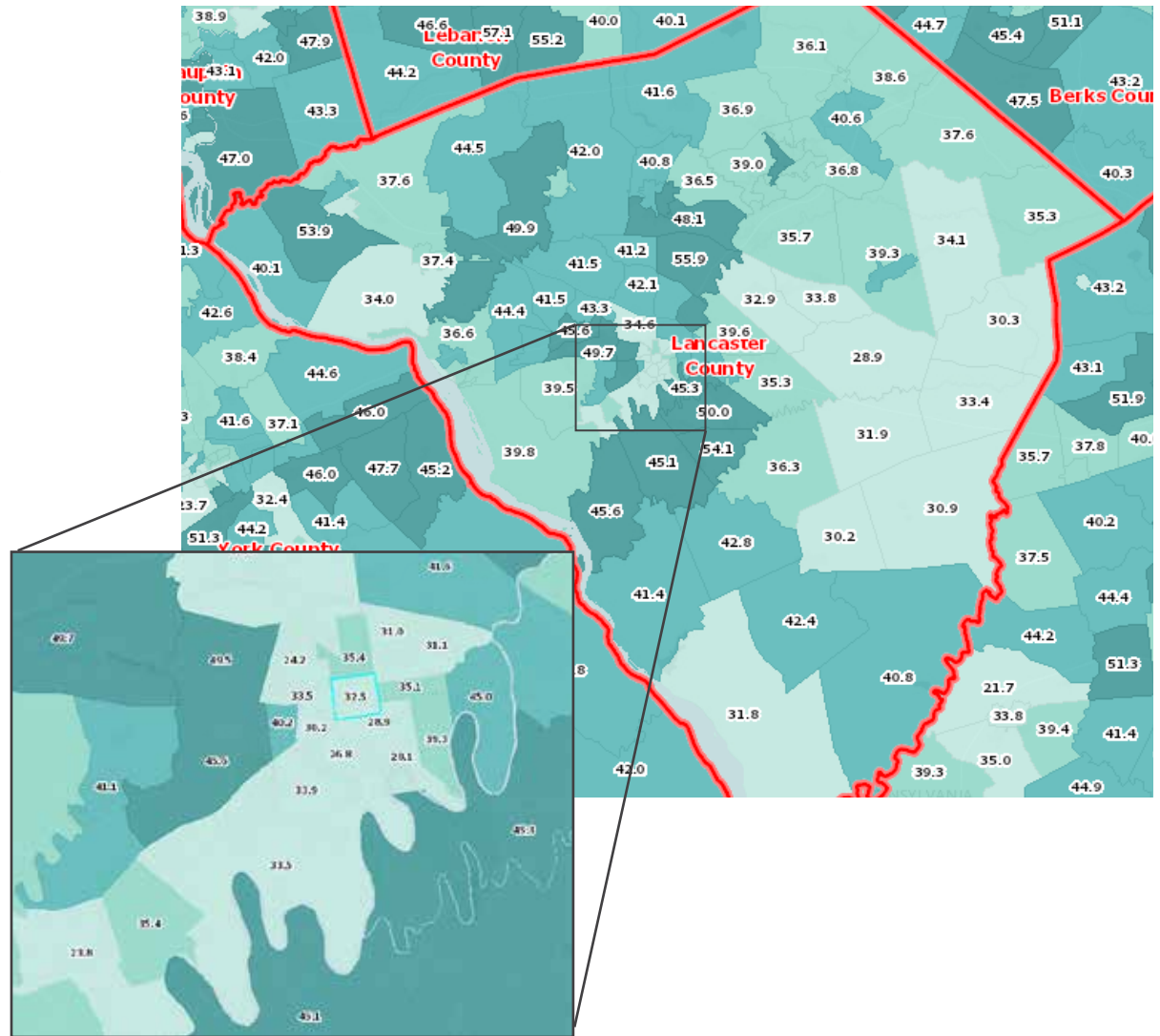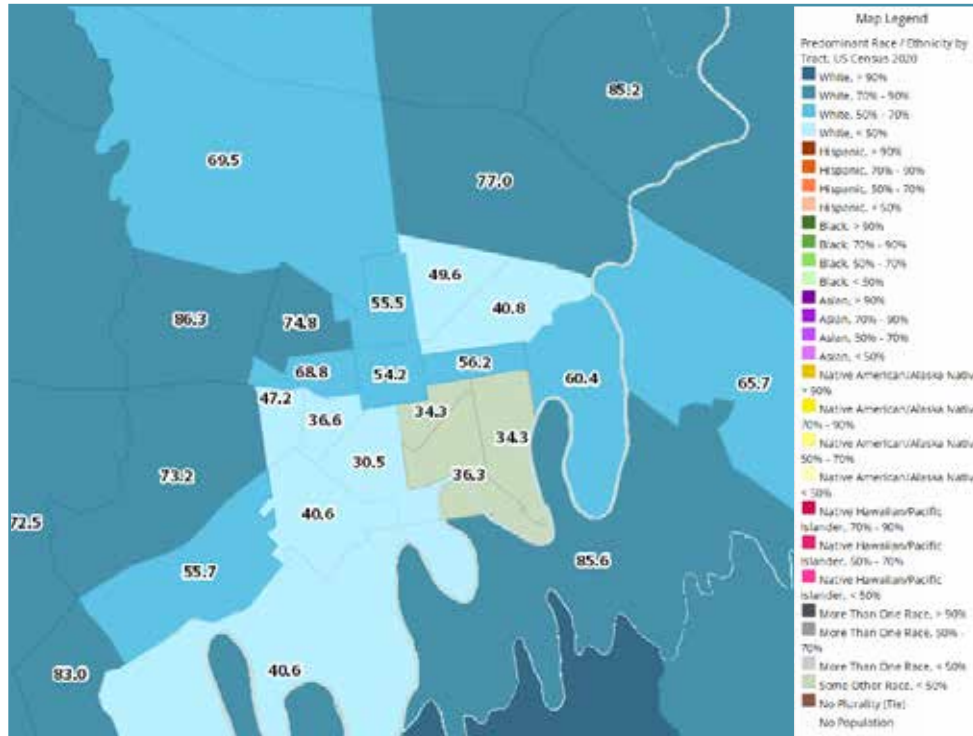
MAP 1 | AVERAGE AGE BY CENSUS TRACT

TABLE 1 | AGE BY SEX

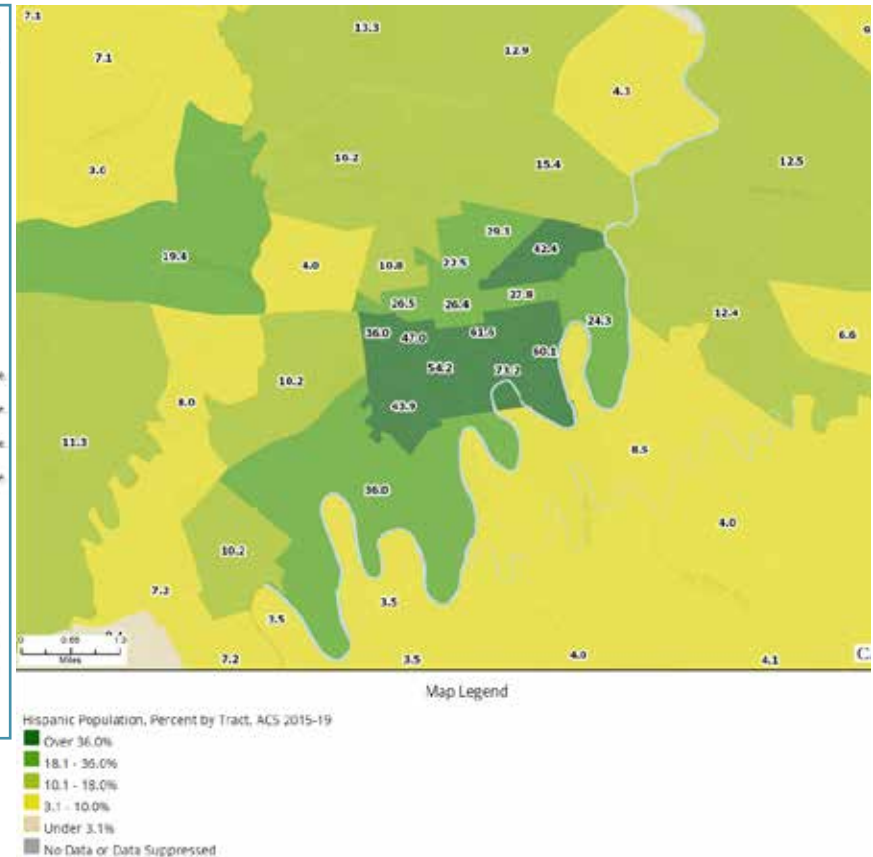| Report Area	0 to 4 Male	0 to 4 Female	5 to 17 Male	5 to 17 Female	18 to 64 Male	18 to 64 Female	Over 64 Male	Over 64 Female
Lancaster County	18,241	17,238	47,402	45,294	157,152	160,757	36,699	52,755

Data Source: 2015-2019 American Communities Survey

DEFINING THE COMMUNITY

MAP 2 | LANCASTER PREDOMINANT RACE/ETHNICITY

MAP 3 | PEOPLE OF HISPANIC, LATINO, OR SPANISH ORIGIN

Race and Ethnicity

Lancaster County is predominantly white. There are only four census block groups where the predominant race is a different race than white. Those tracts are in the Southeastern part of Lancaster City, where the "some other race" category is dominant. This classification is often used by people of "Hispanic, Latino, or Spanish"* origin as their race identity because ethnicity and race are separated; if we cross-reference Map 2 with Map 3, we can see that the data does correlate with this area being predominantly populated by people of "Hispanic, Latino, or Spanish" origin. Table 2 shows the population breakdown by race.[4]

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* Label used by the US Census Bureau

TABLE 2 | TOTAL POPULATION BY RACE

Report Area	Total Population	White	Black	American Indian	Asian	Native Hawaiian	Some Other	Mixed Race
Lancaster County	540,999	478,516	22,580	823	11,863	132	13,655	13,430

Data Source: 2015-2019 American Communities Survey

HEALTH

HEALTH NEEDS | CRISIS TO THRIVE SCALE

FIGURE 2

"Not having enough to get by means constant anxiety. It's not always the needs at the [bottom] of Maslow's hierarchy, we all know shelter and food are needed. But it's wondering how you are going to afford to have your broken tooth fixed, or your car, or even being one paycheck away from disaster. So quickly we can go from floating to sinking. Further down the list of anxieties are college for the kids, if we'll have enough money for extra curriculars like sports, etc. Sometimes not getting by is just getting by enough to seem ok... for now."

—CAP Customer's answer to the question:
"What does it look like to not have enough to get by?"

SOCIAL DETERMINANTS OF HEALTH OVERVIEW

We are starting the domain section with health because poverty and health are intimately connected. In recent years, public health best practice has been to address not only the physical health outcomes but also what are called the Social Determinants of Health. These are:

- Economic Stability
- Social and Community Context
- Neighborhood and Environment
- Health Care
- Education[5]

When one or more of these social determinants is in crisis mode, it could potentially jeopardize one or more of the others. Further, prolonged crisis in one or more of these areas has the potential to lead to poorer health outcomes overall.
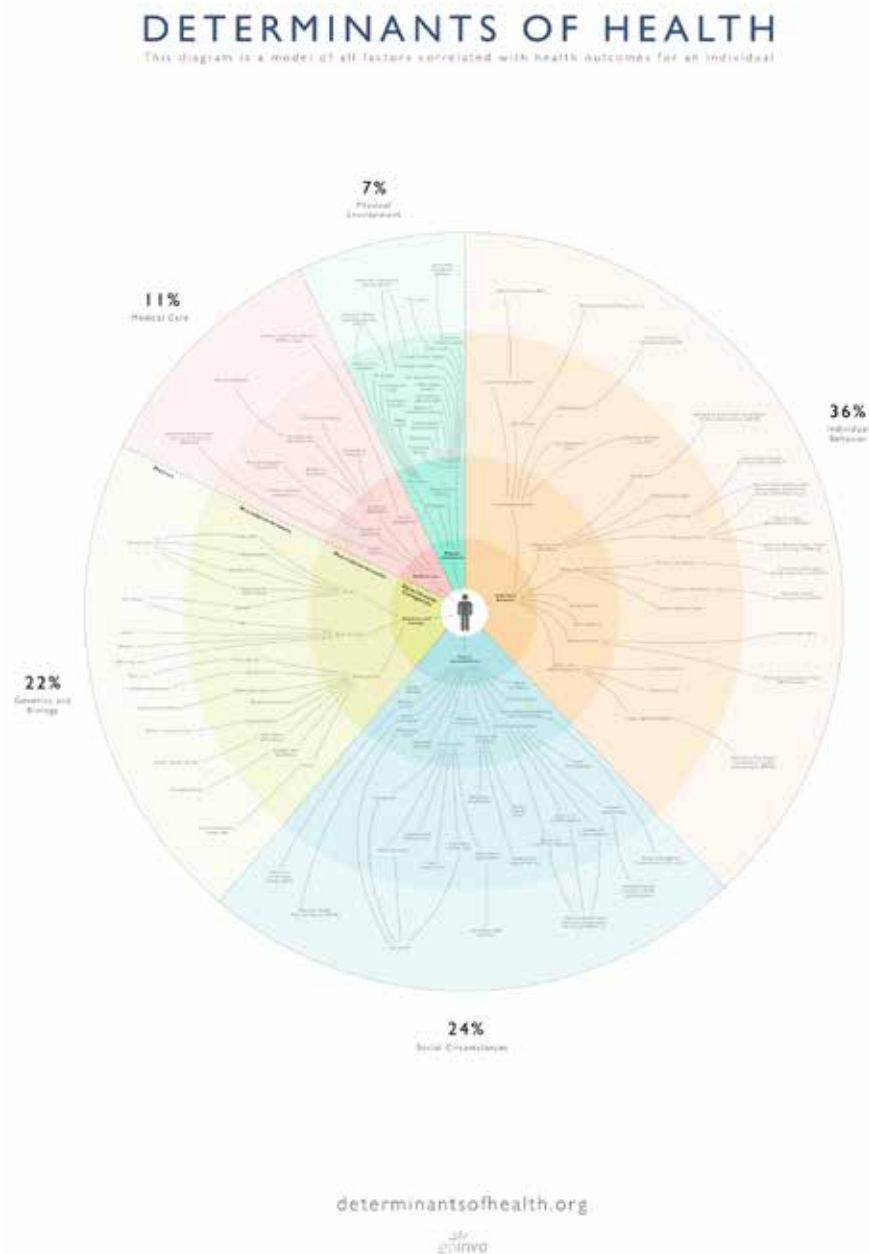

Image Source: determinantsofhealth.org

CRISIS TO THRIVE OVERVIEW

Assessing and ranking individual health needs on a crisis to thrive scale can be a challenge because health is so specific to the individual and their ability to manage it.

For that reason in this section we'll utilize the Department of Human Services' "PA Health Equity Analysis Tool" to determine the prevalence of certain health risk factors by census tract. Each tract is ranked via a series of indicators for the population health index. The lower the number, the more prevalent the risk factor and the redder the area. Conversely, the higher the number, the lesser the risk, and the greener the area.

Geographic areas that are more red and have a

value below -0.75 will be labeled "in crisis" and the color scale will correlate with the color scale of the crisis to thrive scale. It is important to acknowledge that these rankings are relative to the data set for this report, not absolute, and that classifying an area as "in crisis" or "stable," etc., is only meant to help bring attention to an area. We will also highlight a few of the detailed statis-

tics for one of the census tracts in each section in order to give a more nuanced view of what some of the deeper issues and strengths are.

Mapping census tracts on this scale will give us a more granular picture of the health needs within our community and the underlying conditions that may be causing them.

HEALTH EQUITY INDICATORS

Population Health Index (Colored Area):
- Coronary Heart Disease
- Smoking
- Diagnosed Diabetes
- Obesity
- Physical Health Not Good for >=14 days
- Stroke
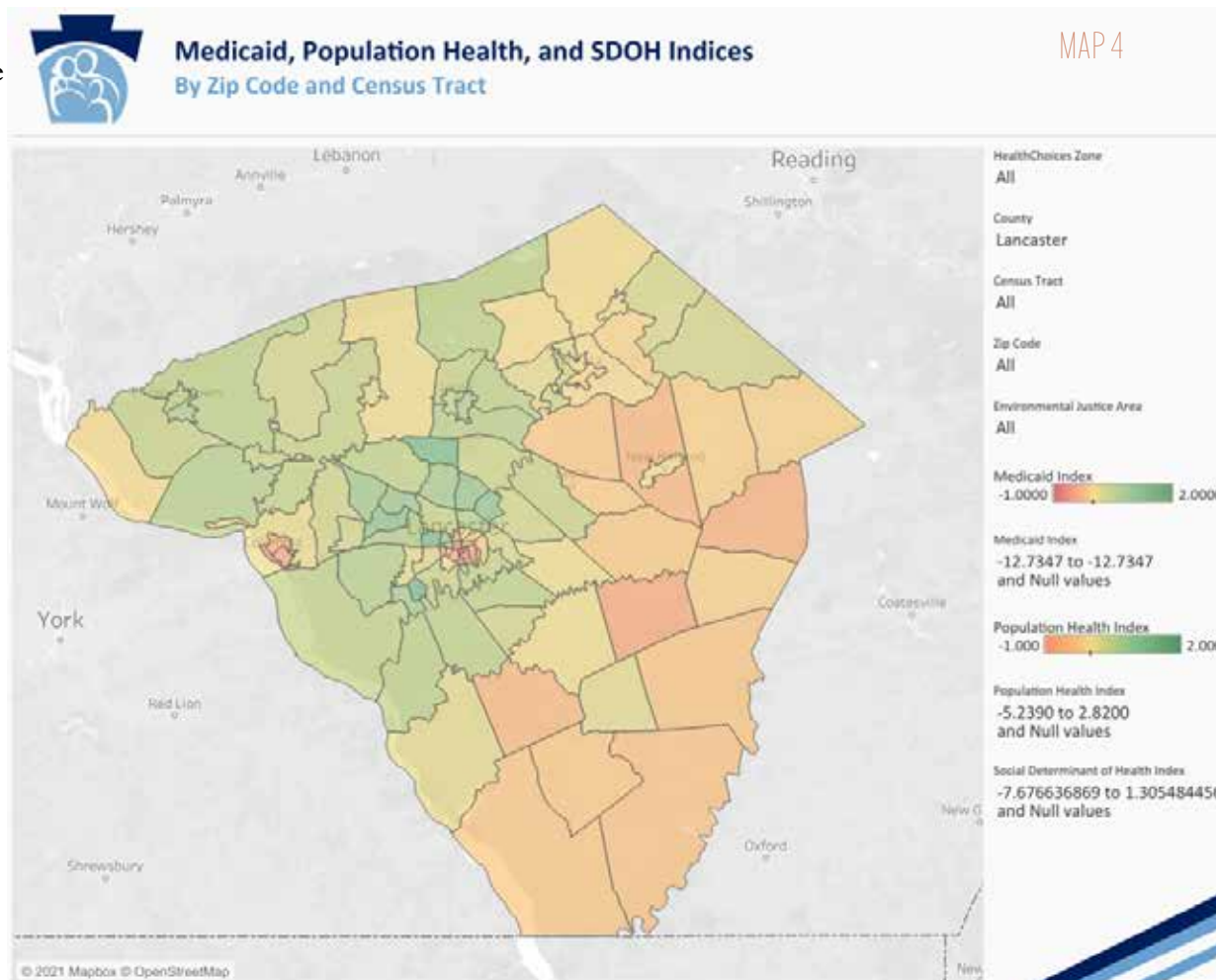- Mental Health Not Good for >=14 days
- Life Expectancy

Social Determinants of Health Index (data available on tables):
- Access to Healthy Foods
- Commute Duration
- Employment Rate
- Homeownership Rate
- High School Graduation Rate
- Poverty Rate
- Heath Insurance Coverage Rate

Medicaid, Population Health, and SDOH Indices
By Zip Code and Census Tract

MAP 4

HealthChoices Zone
All

County
Lancaster

Census Tract
All

Zip Code
All

Environmental Justice Area
All

Medicaid Index
-1.0000 ... 2.0000

Medicaid Index
-12.7347 to -12.7347
and Null values

Population Health Index
-1.000 ... 2.000

Population Health Index
-5.2390 to 2.8200
and Null values

Social Determinant of Health Index
-7.676636869 to 1.305484456
and Null values

© 2021 Mapbox © OpenStreetMap

HEALTH NEEDS

The census tracts with the lowest scores on the population health index are primarily in the south side of Lancaster City as well as two tracts in Columbia. Every census tract in this group in the City of Lancaster has a majority racial and ethnic minority population ranging from 55 to 88 percent. Columbia Borough's tract 112 and tract 114 have 33 and 28 percent racial and ethnic minority representation, respectively.

Looking at the corresponding table for census tract 9, we can start to analyze the issues these residents face with regard to their health. Every single indicator on the population health index is significantly worse than any other census tract in this group. Further, the poverty rate in this tract is also the highest of any tract, suggesting a correlation between health outcomes and poverty specifically.

Interestingly, in terms of the social determinants of health index, both access to healthy food and the commute duration are positive, meaning this tract is doing relatively well in these areas.

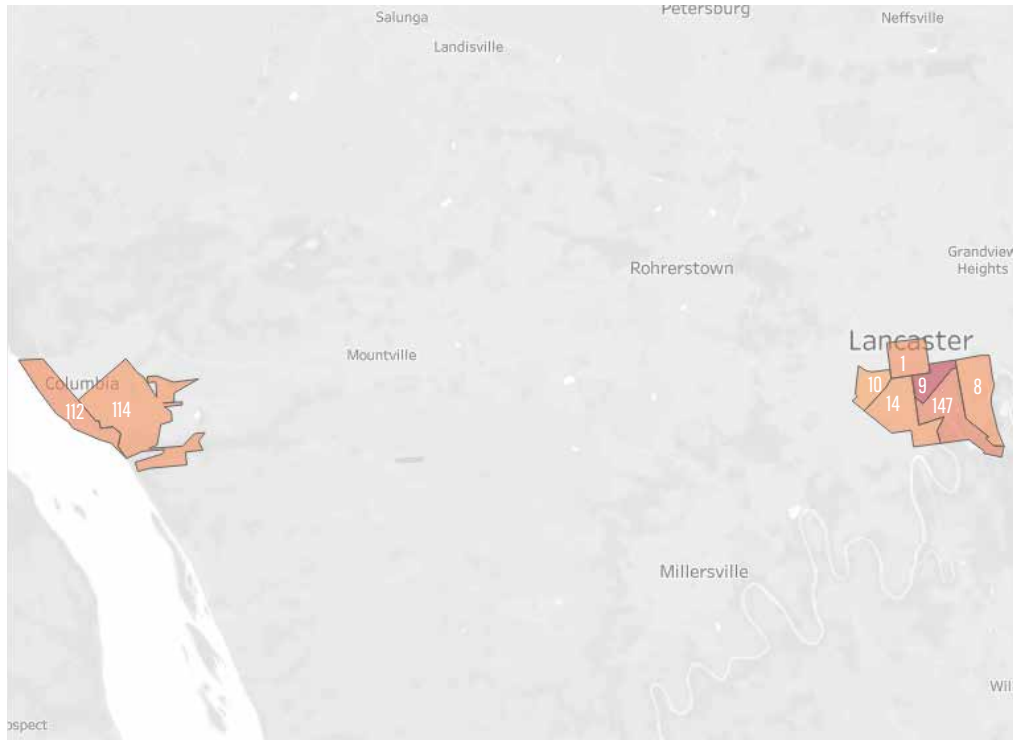Further, this tract has low employment, homeownership, high school graduation, and health insurance coverage rates, all of which likely create significant health access issues for residents.

Community Health Assets
In the southeast and southwest quadrants of Lancaster City there is Union Community Care federally qualified health center (FQHC) that provides medical, dental, and behavioral health services to low-income members of the community.

Columbia has a similarly modeled FQHC called Family First Health. These assets are best poised to these address the health needs in these areas.

MAP 5 | IN CRISIS CENSUS TRACTS

MAP 6 | 9, MOST IN CRISIS CENSUS TRACT

TABLE 3 | TRACT 9 HEALTH DATA | TABLE 4
Percent Racial/Ethnic Minority: 88

SDOH Index:	-0.9583	Population Health Index:	-1.944
Access to healthy food:	0.8518	Coronary heart disease:	-1.470
Commute duration:	0.4561	Smoking among adults:	-1.7589
Employment rate:	-1.875	Diabetes:	-2.8861
Homeownership rate:	-1.887	Life expectancy:	0
High school graduation rate:	-0.1299	Poor mental health:	-2.1592
Poverty rate:	-2.148	Obesity:	-2.7622
Health insurance coverage rate:	-1.977	Poor physical health:	-2.9204
		Stroke:	-1.5981

HEALTH NEEDS

The population health range for the vulnerable category is -0.75 to -0.1. The tracts that fall in this range can be found on Map 7. The four highlighted census tracts on Map 8 all have significantly worse social determinants of health scores than the tracts at the crisis category.[*] The two social determinants of health indicators that are most negative are access to healthy foods and healt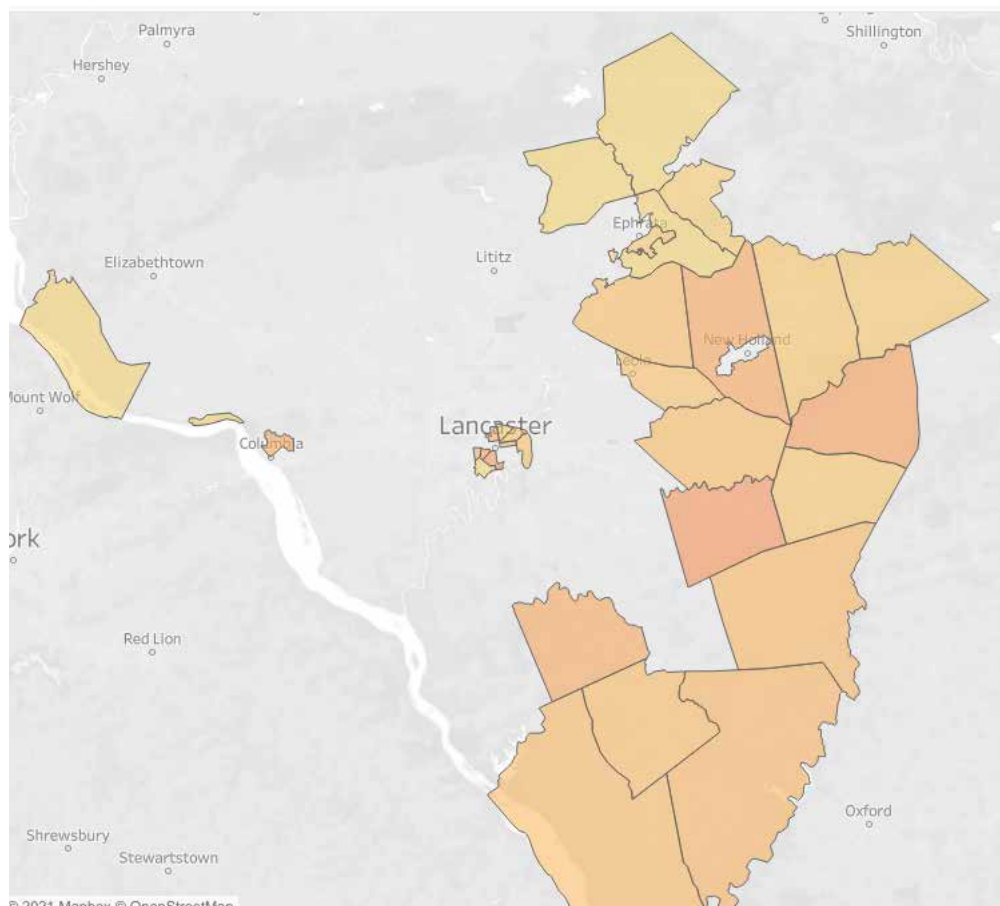h insurance coverage. The former issue is likely due to the rural nature of the area, and the latter is likely due to the large Amish population, most of whom are uninsured due to religious beliefs.[6]

Census tract 129 has the lowest (worst) social determinants of health score. Its population health index scores (found below in Map 8) show a high rate of coronary heart disease and stroke in this geography.

Community Health Assets
Medical facilities are less accessible geographically in the highlighted census tracts; however, Union Community Care does have a center in New Holland.

MAP 7 | VULNERABLE CENSUS TRACT

* SDoH Range: -1.358 to -1.226
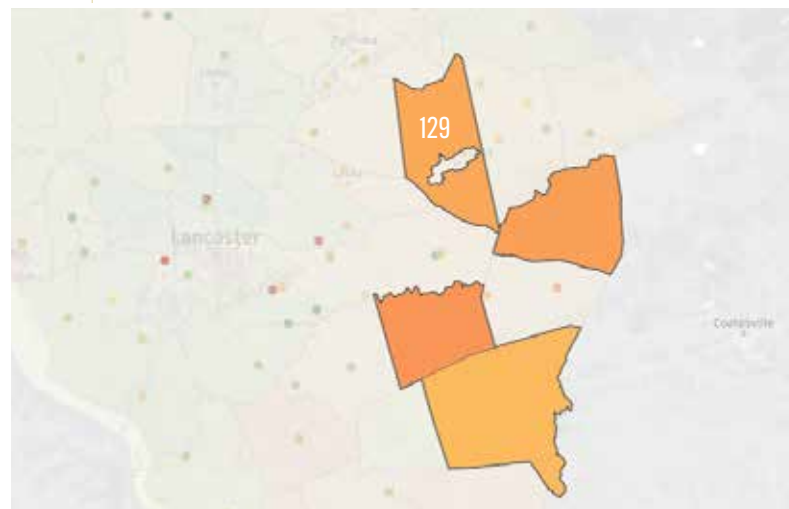
MAP 8 | CENSUS TRACTS WITH LOWEST (WORST) SDOH SCORES

TRACT 129 HEALTH DATA
Percent Racial/Ethnic Minority: 5

TABLE 5		TABLE 6	
SDOH Index:	-1.358	Population Health Index:	-0.467
Access to healthy food:	-1.505	Coronary heart disease:	-1.919
Commute duration:	-0.362	Smoking among adults:	0.0471
Employment rate:	-0.159	Diabetes:	-0.5397
Homeownership rate:	-0.341	Life expectancy:	0
High school graduation rate:	0.780	Poor mental health:	0.0080
Poverty rate:	0.336	Obesity:	0.4834
Health insurance coverage rate:	-8.254	Poor physical health:	-0.7350
		Stroke:	-1.0820

ACCESS AXIS

As we move across the prevention line from vulnerable to safe, additional barriers to managing health concerns need to be mentioned. In a health care setting, many of these access issues are referred to as "Social Determinants of Health," including but not limited to:

Health Care Access and Quality

This can include no insurance, or having a high-deductible plan, or being to able afford premiums and copays as well as access adequate and appropriate medical care. Any and all of these issues can be a deterrent for people to get the medical attention they need. In Lancaster, 12.3 percent of adults do not have medical insurance at all. This is higher than the Pennsylvania average (7.9 percent) but lower than the US average (12.9 percent).

Additionally, Lancaster's medical care landscape is lacking the number of providers needed to meet the health needs of the population but more place-based research needs to be done to determine the extent of the need and where.

Healthy Foods

Access to healthy foods is another health care access issue. Some of the reasons for a lack of access to healthy foods include proximity to grocery stores/stores that accept SNAP, lack of knowledge of nutrient-rich foods and how to prepare them, lack of time to prepare them, or lack of money. In 2018 the food insecurity rate for Lancaster County was 8.7 percent, which was tied for 7th best county in the state of Pennsylvania. This is likely due to a robust network of food access infrastructure, including, Hunger Free Lancaster County, a Coalition of Food Access providers including many of CAP's programs such as WIC and Food Distribution.

Neighborhood and Location

The neighborhood/location in which a person lives can impact their ability to access the resources needed for a healthy life. This can include transportation, green space, quality housing, tree canopy and pollution.

Not all of these access issues may be relevant to every person, but they can be sizable obstacles to getting into the safe category. Continued monitoring and coordination of services is needed in order to ensure these access issues are being addressed. Unfortunately, due to Lancaster's lack of a public health department, there is no entity that is doing this work.

HEALTH NEEDS

The range we have identified for the safe category is -0.1 to 0.25. On Map 9 below you can see what tracts fall under the umbrella of safe.

Tract 12 is the closest tract to zero on the population health index, marking the midpoint. Most of the population's health and social determinants of health indic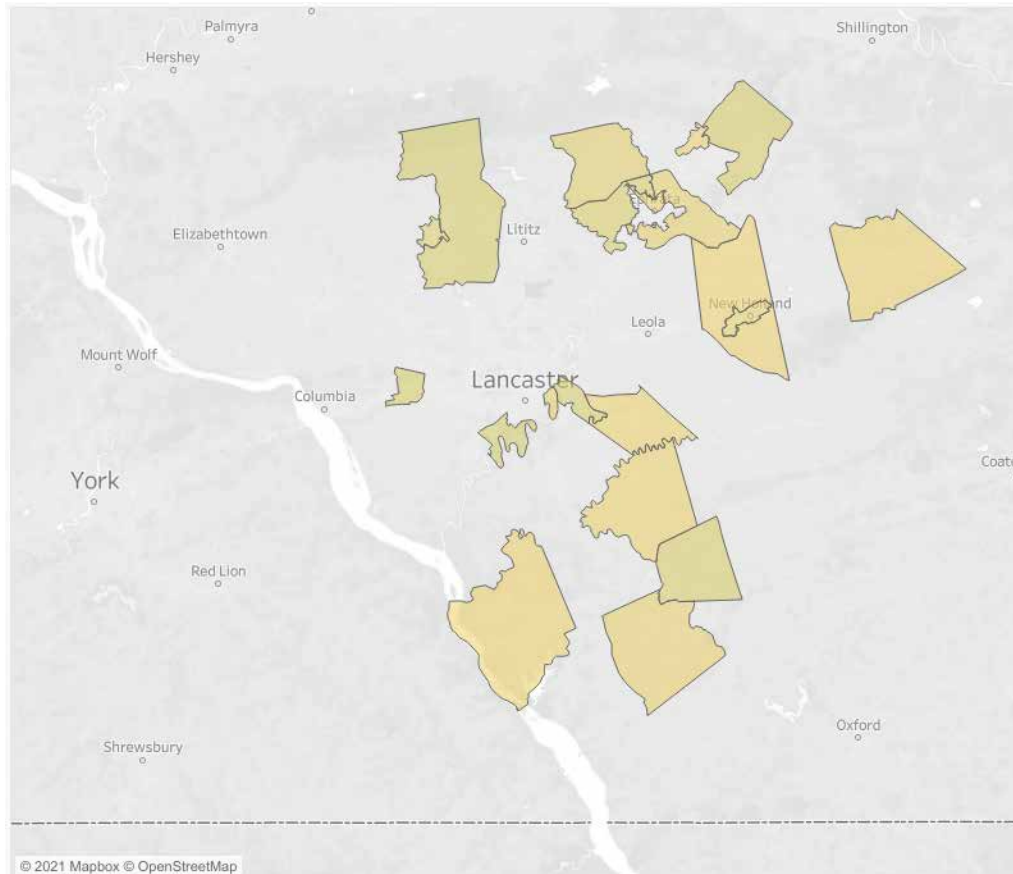ators are near zero as well. This area has a relatively high percentage of racial/ethnic minority residents, especially compared with other tracts in this grouping.

Community Health Assets

As was mentioned in the Access Axis on page 13, individual family care physicians are vital for people getting to the safe category. Determining where and how many physicians Lancaster needs is critical to helping people get above and stay above the prevention line. The responsibility for this task would be handled best by a public health department.

MAP 9 │ SAFE CENSUS TRACTS

© 2021 Mapbox © OpenStreetMap

MAP 10 │ 12, SAFEST CENSUS TRACT

TRACT 12 HEALTH DATA
Percent Racial/Ethnic Minority: 65

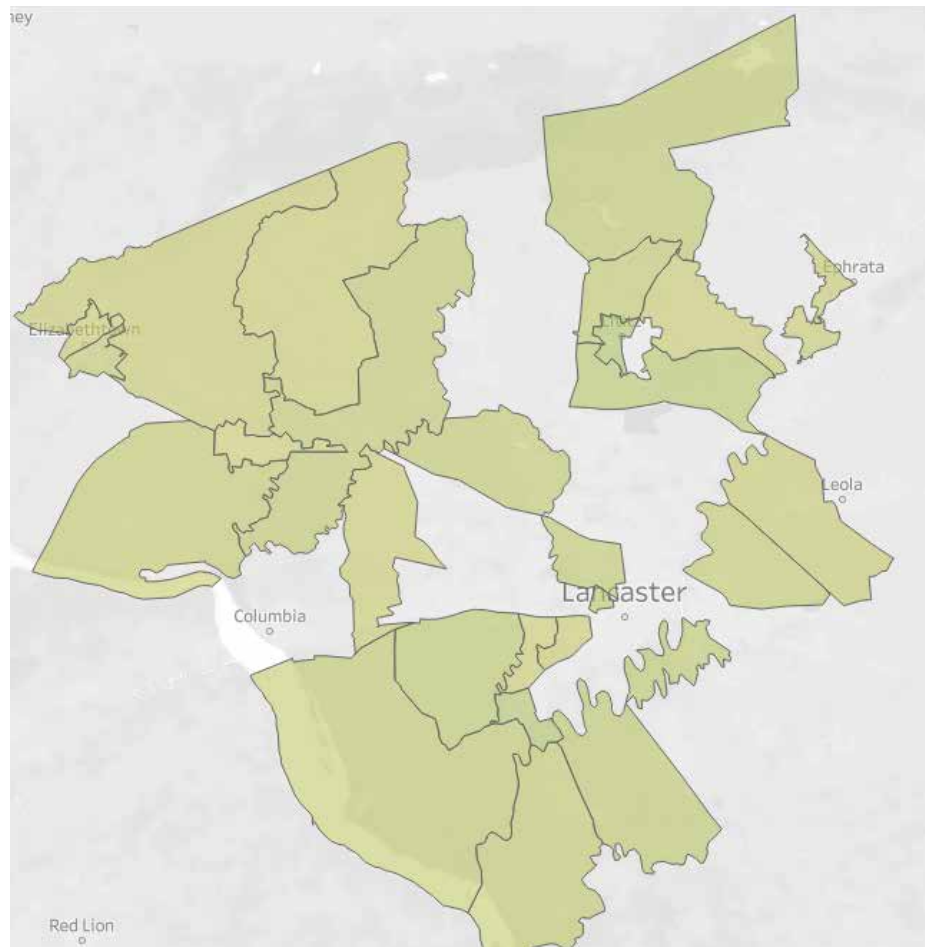| TABLE 7		TABLE 8	
SDOH Index:	0.09957	Population Health Index:	-0.00092
Access to healthy food:	0.2680	Coronary heart disease:	0.2107
Commute duration:	0.9874	Smoking among adults:	0.0670
Employment rate:	-0.05952	Diabetes:	-0.1075
Homeownership rate:	-0.1969	Life expectancy:	0
High school graduation rate:	-0.2212	Poor mental health:	0.0682
Poverty rate:	0.4045	Obesity:	-0.4276
Health insurance coverage rate:	-0.8792	Poor physical health:	-0.0262
		Stroke:	0.2081

HEALTH NEEDS

The range we identified for stable is from 0.25 to 0.5, and the thriving range is 0.5 and above.

Many of the tracts around Elizabethtown, Mount Joy, Rohrstown, Centerville, Landisville, Manheim Twp, Lititz, and Millersville fall into the stable or thriving categories.

Tract 136-01, which is the east side of Millersville scores the highest (best) on the population health index. As shown on Map 1 on page 6, the average age for this tract is 35.4. The social determinants of health index scores are also almost all positive. Poor mental health on the population health index and health insurance coverage rate on the SDoH index are the only negative indicators out of the data sets.
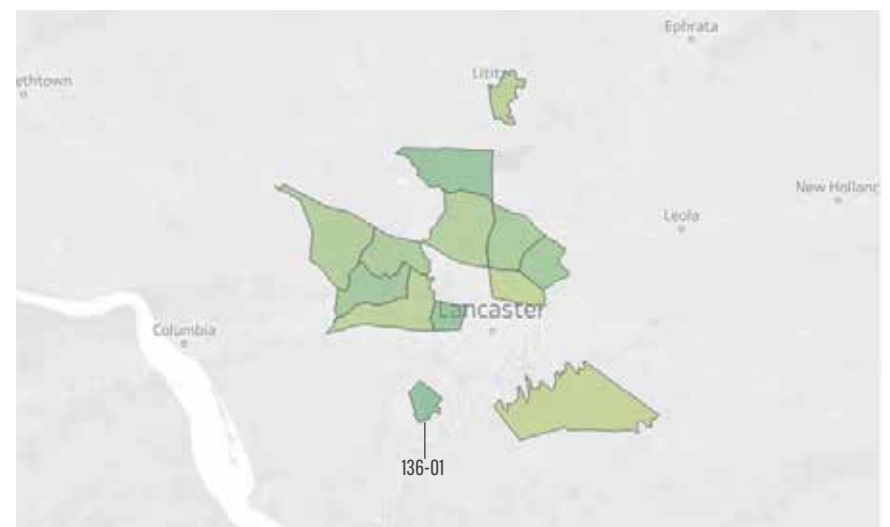
MAP 11 | STABLE CENSUS TRACTS

MAP 12 | THRIVING CENSUS TRACTS

TRACT 136-01 HEALTH DATA
Percent Racial/Ethnic Minority: 17

TABLE 9

SDOH Index:	0.4569
Access to healthy food:	0.6326
Commute duration:	1.039
Employment rate:	0.3085
Homeownership rate:	0.6463
High school graduation rate:	1.176
Poverty rate:	0.5473
Health insurance coverage rate:	-1.151

TABLE 10

Population Health Index:	1.267
Coronary heart disease:	1.948
Smoking among adults:	1.2974
Diabetes:	1.9302
Life expectancy:	0.5415
Poor mental health:	-0.5338
Obesity:	1.7171
Poor physical health:	1.5685
Stroke:	1.6702

CONCLUSION

Trauma, despair, and poverty can have an enormous impact on someone's physical, mental, and behavioral health. Repeated or prolonged exposure to any of these conditions can have lifelong consequences on not only the person experiencing them but also on the people surrounding them.

Groups that are most at risk for having adverse health outcomes are Black people/African Americans, Hispanic/Latino people, and the LGBTQ+ population due to years of discrimination, marginalization, and intergenerational trauma that can only exacerbate underlying health issues. Poverty can also exacerbate underlying health issues by decrease a person's ability to access both preventative and palliative care.

Suggested Next Steps
In order to address these issues and meet the need, several strategies can be employed. First, creating a public health department to monitor, manage, and address all the issues mentioned through this section. The public health department should use a placed-based approach, building upon the health equity maps in the crisis to thrive section and ensuring that all census tracts can thrive.

It's also important to strengthen efforts to recognize and address trauma as well as create trauma-informed spaces.

Finally, continuing to address the lead issue is crucial.

Photo Credit: Brian Nguyen, CAP

SOCIAL SUPPORT

CRISIS TO THRIVE OVERVIEW

While we touched briefly on the ways unresolved trauma can impact relationships in the last section, we will take a deeper look into those issues in this one. Because so much of a person's mental health in adulthood is dependent on what happened in their childhood, specifically if there was trauma present, we will focus on family system and the presence of Adverse Childhood Experiences (ACE), as the basis for social health.

The ACE Indicators are as follows:
- Emotional Abuse
- Physical Abuse
- Sexual Abuse
- Emotional Neglect
- Physical Neglect
- Mother Treated Violently
- Household Substance Abuse
- Household Mental Illness
- Parental Separation/Divorce
- Incarcerated Household Member[30]

For this reason we will be using ACE Scores and domestic violence data to determine the crisis to thrive scale. For simplicity's sake we categorized abuse in the crisis category and household challenges as vulnerable. In reality, these categories are not so cut and dry. As mentioned in the trauma section, how someone views and responds to stressful and/or traumatic events in their life is the greatest risk factor of these experiences having a long-term impact on a person is the number of ACEs present. It is generally accepted that four or more ACEs puts a person at significant risk of developing a number of issues as time goes on (we'll go over those issues in the deep dive section). Therefore we are reporting the number of people who had four or more ACEs first.

"A strong household that everyone helps each other and building each other up to be successful."

"Always having one another to lean on when times get hard."

—CAP Customers' answers to the question:
"What does your best life look like for you and your family?"

In Crisis

For this we will use the ACE indicators pertaining to abuse. These are emotional abuse, physical abuse, touched by or forced to touch someone 5+ years older, and forced into sex with someone 5+ years older. Also we will include domestic violence data from state and national sources.

- **Four or more ACEs**
- **Signs of abuse or neglect among household/family members**
- **Suicide rate**

Vulnerable

For vulnerable we will use the ACE indicators pertaining to household challenges. These are households where one or more of the following is present: separated or divorced, alcohol abuse, mental illness, witnessed domestic violence, drug abuse, and incarcerated household member.

- **One to three ACEs**
- **Signs of household challenge**
- **Individual frequently experiences conflict in family/friend/ intimate relationships**

PREVENTION LINE

Safe

For this report safety is defined as the absence of abuse, neglect, or household challenges.

- **No signs of abuse, neglect, or household challenges**

Stable

Data doesn't exist for this level as health and wellness data seeks to look at the problems, not the areas of strength. Regardless, defining what this and the thriving categories look like will provide a pathway for customers to thrive.

- **Loving, predictable, supportive home environment**

Thriving

As mentioned above, data doesn't exist for this category, but for these purposes, defining what thriving may look like will provide the community with something to aspire to in the social support domain.

- **Loving, supportive home environment that consistently utilizes trauma-informed and healthy conflict-resolution practices with all members**

ACE Abuse Indicators
According to the national results of the Behavioral Risk Factor Surveillance System's (BRFSS) ACE module 15.8 percent of people have four or more ACEs, with 17.8 percent of women, and 13.7 percent of men experiencing four or more.[31]

With regard to the ACE questions specific to abuse, 37 percent of survey respondents experienced emotional abuse during childhood, while 26 percent experienced physical abuse. When it comes to sexual abuse, 10 percent of respondents were touched by someone 5+ years older, 7 percent were forced to touch someone 5+ years older, and 4 percent were forced to have sex with someone 5+ years older. (Out of a total of 6,606 respondents.)[32]

Suicide Rate
The most recent data for the suicide rate is for 2019. At that time the rate was 9.4 deaths per 100,000 people in Lancaster County. This was a decrease from 2018 with 11.4 deaths per 100,000. The 2020 number will likely increase due to the year of uncertainty and isolation.[33]

Intimate Partner/Domestic Violence
In 2020, 109 people died due to domestic violence in Pennsylvania, and of those 109 deaths, one was in Lancaster County.[34] In Pennsylvania, 37.1 percent of women and 30.4 percent of men experience either physical or sexual violence or stalking by an intimate partner.[35]

One day every year the National Network to End Domestic Violence hosts a nation wide initiative to count how many calls come in to domestic violence service providers and what services are requested in order to get a baseline, unduplicated count of the need for domestic violence services. On that day in 2020, 2,574 Pennsylvanians called in to request services (from the 90 percent of domestic violence programs that reported).[36]

Community Assets

Court Appointed Special Advocates (CASA) is a nonprofit that provides community volunteers to support kids who are entering the child welfare system due to signs of abuse and neglect.

Having a special advocate can help the child navigate the chaotic and traumatic experience of being separated from the family unit, can help the child feel less alone, and can create some stability.[37]

Domestic Violence Services (DVS) is a program of CAP that provides free, confidential services to individuals and families experiencing domestic violence throughout our Lancaster County Community. The services that this program provides are emergency shelter, 24-hour hotline/text-line, a legal clinic, economic empowerment counseling, Bridge House (transitional housing), education, training, and outreach services.[38]

Behavioral Health and Development Services

The County's Behavioral Health and Development Services department is "mandated by state and federal law to provide services to individuals with serious and persistent mental illness, children and youth with emotional disturbance, individuals with intellectual and developmental disabilities, and children age birth to three years old who have developmental delays."[39]

Within this department is the Children and Adolescent Service System Program (CASSP). CASSP is a program that provides for mental health services for children and adolescents who have or are at risk of developing severe emotional disorders. This program also supports the families of these children.[40]

Current Approach
The current approach and infrastructure needs for crisis will be combined with those in the vulnerable category because they are so closely related and are both connected to ACEs.

Infrastructure Needs
A system that addresses signs of abuse, neglect, and household challenges, in the parent/caregiver and in the child, through a holistic, whole-family approach is needed. As well as a consistent way to obtain and track ACE data.

ACEs Household Challenge Indicators
According to the national results of the BRFSS ACE module, 44.6 percent of women and 47 percent of men experienced between one and three ACEs in their lifetime,[41] while in Pennsylvania, "50 percent of Pennsylvanian adults experienced one or more ACE[s]."[42] Out of the total number of respondents, 28 percent of respondents experienced separation or divorce, 24 percent alcohol abuse, 19 percent mental illness, 17 percent witnessed domestic violence, 13 percent drug abuse, and 10 percent incarcerated household members.[43]

Supporting kids' home environments when they are experiencing significant challenges is vital for their continued development. We will look at some of the institutional resources that are available in community to address these types of experiences.

Community Assets

LANCASTER COUNTY
JOININGFORCES
Coordinating efforts to reduce deaths from opioids and heroin

"Joining Forces for Children is a collaborative effort to systematically address the needs of children affected by substance use through training and education, systems and policy changes, and direct support for children and families."[44]

Their first of eight goals is to make Lancaster County a trauma-informed community in order to reduce ACES.

Let's Talk. Lancaster

Let's Talk, Lancaster creates awareness around the connection between mental health and physical health. They also work to reduce the stigma surrounding mental illness, promote resiliency and well-being, and improve the connection between primary care and mental health care. They have two goals:

Goal 1. Increase the number of people who have access to behavioral health services.

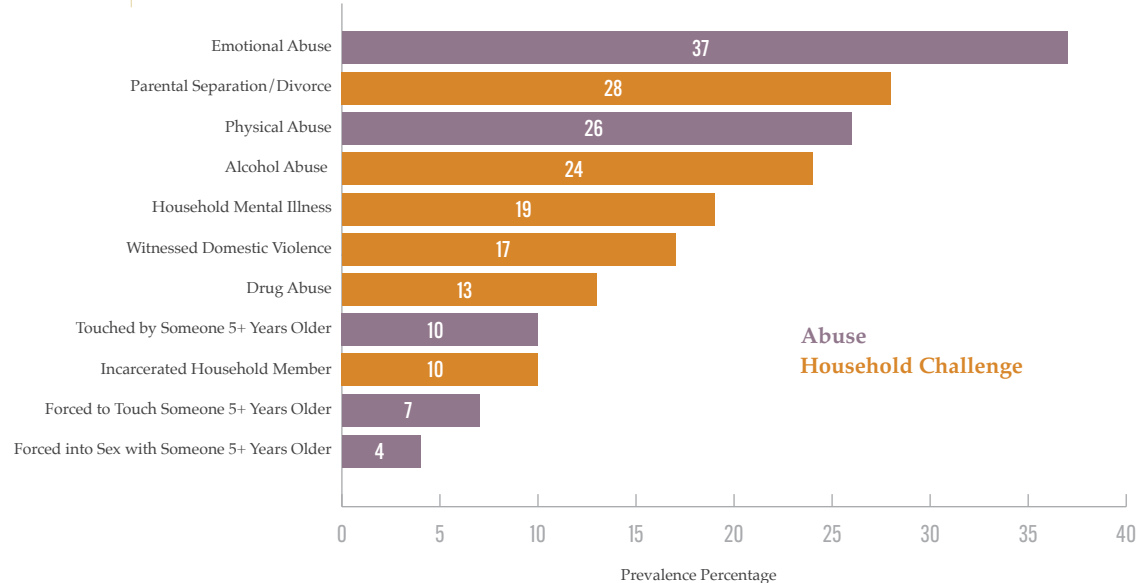Goal 2. Lancaster County will become a trauma-informed community that responds and reduces adverse childhood experiences.[45]

Current Approach
Let's Talk Lancaster is the lead on the trauma-informed community initiative in Lancaster, and the state of Pennsylvania is also leading its own initiative to make Pennsylvania a trauma-informed state.

Infrastructure Needs
Determining what additional infrastructure needs there are will be vital in helping Let's Talk, Lancaster achieve their goals.

FIGURE 4 | PREVALENCE OF DIFFERENT ADVERSE CHILDHOOD EXPERIENCES AMONG BRFSS RESPONDENTS

Category	Prevalence
Emotional Abuse	37
Parental Separation/Divorce	28
Physical Abuse	26
Alcohol Abuse	24
Household Mental Illness	19
Witnessed Domestic Violence	17
Drug Abuse	13
Touched by Someone 5+ Years Older	10
Incarcerated Household Member	10
Forced to Touch Someone 5+ Years Older	7
Forced into Sex with Someone 5+ Years Older	4

Abuse
Household Challenge

Prevalence Percentage

Data Source: The BRFSS ACE Model

ACCESS AXIS

As we move across the prevention line from vulnerable to safe, additional barriers to managing the social support concerns need to be mentioned. These include, but aren't limited to:

Insurance Limits

Insurance often does not prioritize mental and behavioral health care. That means that many people are shut out of services they need to address their underlying traumas that may be impacting their relationships.

Knowledge Gap

A lack of education about conflict resolution, emotional regulation, and healthy family systems can inhibit someone's growth and ability to move across the prevention line.

Time

Finding extra time to dedicate to improving one's behavioral and social health can be difficult to find, especially if one is in crisis or vulnerable in one or more of the other domain sections. The more someone is focused on the tyranny of the moment, the less they are able to focus on developing the tools and social network they need for the future.

Not all of these access issues may be relevant to everyone, but they can be sizable obstacles to getting into the safe category.

Individuals with No ACEs

Of the participants who completed the ACE Module Nationally on the 2010 BRFSS, 38.5 percent had an ACE score of zero.[46] In Pennsylvania, half of the respondents had one or more ACE, which means the other half of respondents had no adverse childhood experiences and are thus considered safe in this category.[47] To help children and families reach and stay in the safe category, access to support and counseling services can be vital.

Community Assets

Cobys "provides foster care, adoption, counseling, family life education and permanency services for children and families at risk in Lancaster County and the surrounding area."[48]

Cobys is a Christian organization, which may make their services incompatible to serve some families or individuals who are not Christian.

Pennsylvania Counseling Services
Pennsylvania Counseling Services is a multi-location counseling provider.

Churches

For many people, churches and religious communities provide a sense of social support. From a general sense of community, to economic support, churches fill a crucial role in social cohesion.

Current Approach
While church and religious organizations can be wonderful sources of community and belonging, as well as a means for getting financial support in times of need, they do not work for everyone or may have too limited of resources to help everyone with the level of support they may need.

Infrastructure Needs

A better coordinated system for ensuring that all people, regardless of religion or sexual orientation, get access to the services they need to treat and prevent ACEs and other traumatic experiences. Better connections among faith groups/churches and other organizations serving the same population are also vital to meet the need within the community.

TABLE II	PREVALENCE OF ACES BY SEX FOR PARTICIPANTS COMPLETING THE ACE MODULE NATIONALLY ON THE 2010 BRFSS

Number of Adverse Childhood Experiences	Women Percent	Men Percent	Total Percent
0	37.6%	39.3%	38.5%
1	22.7%	24.5%	23.5%
2	12.9%	13.9%	13.4%
3	9.0%	8.6%	8.8%
4 or more	17.8%	13.7%	15.8%

Data Source: The BRFSS ACE Model

As we define on page 24, stable and thriving social support looks like loving, predictable, supportive home environment (stable) and loving supportive home environment that consistently utilizes trauma-informed and healthy conflict-resolution practices with all members (thriving). At this point, data for these categories are limited to nonexistent. As we continue the work of providing support to families to help them stabilize and thrive, it may be fruitful to create a method of tracking this data.

Community Assets

AdVoz's mission is "to transform conflict and build community through face-to-face dialogue programs." They work with many different types of groups, mediating disputes between family members, caregivers, neighbors, landlords and tenants, businesses and workplaces, among others.[49]

Family Counseling Providers
Private family counseling providers are also another way families in the stable and thriving category are able to increase their ability to cultivate meaningful, healthy relationships. This type of resource will be most accessible to higher-income families, as it may require more out-of-pocket expenses. Generally, higher-incomes also can correlate to better health benefits, making private counseling more affordable in this way as well.

Social Groups and Associations
A lot of people, particularly in the stable and thriving categories use social clubs and associations as a means of gaining social support. These clubs and associations can be for a specific purpose, like Toast Masters, a group that is dedicated to learning or for just general connection with other people.

Examples of other such clubs/associations include:
• Lyons Club
• Networking/Professional Groups
• Meetup groups
• Kiwanis
• LGBTQ+ Groups

As was touched on in the access axis, a big barrier for people in the crisis to safe categories to be able to utilize these assets is having the time and resources to be able to attend the meetings. Lack of childcare, transportation, or even an understanding of the unwritten class rules[2] can also be barriers to expanding social support networks.

Current System and Infrastructure Needs
Most health insurance does not treat mental and behavioral health as importantly as physical health. This means that many people cannot get the care they need to address their mental or behavioral health issue. Even if they are insured, many people struggle with access to a therapist of their choice that has expertise in their area of need.

Beyond that, more information and data is needed to understand some of the deeper issues the mental/behavioral health system is experiencing. As with other health needs, a public health department could use a data-driven approach to assessing the current system, determining gaps in services and facilitating coordination for the services that do exist.

CONCLUSION

Building off the previous domain on health and its relationship to trauma, social support systems are an incredibly important part of a person's health and well-being. They are also a source of safety and stability. Feeling secure in relationships, especially early in life, leads to positive health outcomes, greater social capital, and less dependency on controlled substances.

Brené Brown writes extensively on belonging and the power it can have in all aspects of life. When she asked a group of middle and high schoolers about belonging, one eighth grader poignantly said, "Not belonging at school is really hard. But it's nothing compared to what it feels like when you don't belong at home."[62] Not belonging at home can have severe, lifelong detrimental effects, but this feeling of not belonging may not always be an intentional one. While it is not officially considered an ACE, "a growing body of evidence indicates that poverty is highly comorbid with ACE exposure and that children living in poverty are more likely than their peers to experience frequent and intense adversities."[63] That's because poverty can reinforce any of the issues as well as add stress that can put a strain on individual members and their relationships with the rest of the family. It can also keep parents out of the home, working multiple jobs to make ends meet. This to the child may feel like neglect.

Suggested Next Steps
In order to address these issues and meet the need, several strategies can be employed. First, start with the parent-child relationship. This means stabilizing parents financially so that they can be physically present with their child/children. After stabilizing the family financially, helping those parents recognize and heal from any latent trauma is a crucial next step. This will then equip parents with the tools they need to connect with their child unencumbered in order to support the child's emotional, social, physical, and intellectual development.

Photo Credit: Brian Nguyen, CAP

HOUSING

"I would love to have our own land with a small house and a garden that we can grow all our own food and veggies! If we are dreaming I would love to have a creek on the property or close by."

—CAP Customer's answers to the question: *"What does your best life look like for you and your family?"*

CRISIS TO THRIVE OVERVIEW

Affordable housing is a top concern for Lancastrians. The City of Lancaster recently did a survey for their consolidated plan in which they asked residents what their priorities were for the city; which can be found on Table 12. As this table shows, 71 percent of respondents' top priorities are housing and homelessness. Table 13 shows the needs that respondents identified under their top priorities. The top need is for increasing affordable housing units.

These results do not come as a surprise. Housing affordability has been an issue likely for as long as Lancaster has existed, and while the market was relatively affordable a decade ago due to economic decline, in recent years it has heated up exponentially. This is due to a number of factors, some of which include: 1) post-suburbanization/"white-return" to city living; 2) the city is densely packed, making it difficult to find space for new development currently; and 3) the vacancy rate is 0.5 percent,[65] which is significantly lower than the vacancy rate at both the state and national level, making the market incredibly competitive.

TABLE 12

What category is your top community priority tied to? / ¿A qué está vinculada su principal prioridad comunitaria?	#	%
Housing needs/Necesidades de vivienda	152	47%
Homelessness needs/Necesidades de personas sin hogar	76	24%
Public services needs/Servicios públicos	53	16%
Businesses, parks, and community spaces needs/Negocios, parques y espacios comunitarios	41	13%
Total	322	100%

TABLE 13

When you think about the housing needs in your community, what needs stand out as a priority?	Community %
Increasing the number of affordable housing units in the City.	20%
Repairing vacant and/or broken-down properties.	13%
Helping future homeowners with their down-payment costs, mortgage interest rates, and other financial hurdles associated with buying a house.	9%
Improving the quality of our community's affordable housing by helping homeowners pay for repairs.	8%
Providing housing counseling services, housing information, education, referrals, and/or general budget counseling to community members.	7%
Giving one-time payments to community members behind on rent, mortgage payments, and/or utilities.	7%
Improving the quality of our community's affordable housing by helping our Public Housing Authority pay for repairs.	5%
Improving the quality of our community's housing by enforcing a housing standards across the City.	7%
Giving community members with young children resources to help make their home lead safe.	5%
Giving one-time payments to community members struggling to pay a security deposit.	4%
No vote	6%
Preserving properties that are historically important to the community.	4%
Helping families with young children get access to lead poison testing.	4%
Other.	2%
Total	100%

Tables Source: City of Lancaster Consolidated Plan

HOUSING NEEDS IN LANCASTER | CRISIS TO THRIVE SCALE

In Crisis

The home is vital for human survival. Without a home, people are unable to have many of their basic needs met. Further, without an address, they are unable gain employment.

- People experiencing homelessness
- People with eviction or foreclosure notices

Vulnerable

People within the vulnerable category may have a place to stay, but that place may not be permanent or that housing may be on the brink of being threatened in some way.

- Living in temporary shelter or unsafe or substandard housing
- Living in unaffordable, overcrowded, or transitional housing
- Households that are behind in their rent or utilities payments

PREVENTION LINE

Safe

Safety with regard to housing is having a reliable place to call home where there is little to no threat to losing it. It is also a place devoid of environmental hazards.

- Living in subsidized housing
- Living in safe, affordable private housing (30 percent of household income or less is spent on housing)

Stable

Low to moderate first-time home buyers and renters who have some choice in their housing or are long-term renters (more than two years of living in a rental unit) are the populations we are classifying as stable.

- Secure non-subsidized rental housing, choice is limited by moderate income
- Secure homeownership, choice is limited by moderate income

Thriving

People who are thriving are able to choose the housing accommodations that are best for their needs.

- Secure rental housing in a neighborhood of choice
- Homeownership in a neighborhood of choice

IN CRISIS

Lancastrians Experiencing Homelessness
HUD defines homelessness using these four criteria: 1) literally homeless, 2) imminent risk of homelessness, 3) homeless under other federal statutes and 4) fleeing/attempting to flee domestic violence.[66]

According to Empower Lancaster's APR Report in 2019 and 2020, 2,545 and 2,331 Lancastrians experienced homelessness at some point in the year, respectively.[67]

Six hundred sixty-one and 439 people exited homelessness in 2019 and 2020, respectively. Of those clients who exited, 77 percent in 2019 and 70 percent in 2020 exited to permanent housing.[68]

Over 50 percent of the homeless population are white, while a little over a quarter are Black or African American. Roughly 30 percent identify as Hispanic or Latino.[69]

Community Homelessness Assets

Lanc Co MyHome is the lead agency working with the homelessness populations. It is a coalition of service providers, funders, community service organizations, safety partners, community HUBs, education and employment specialists, and medical service providers who work specifically with the homelessness population.

The homelessness service providers that are members of this coalition include:

Water Street Mission, Tenfold, YWCA, Factory Ministries, ECHOS, United Way of Lancaster County, Community Action Partnership (CAP), Food Hub, Mid Penn Legal Services, Arch Street Center, and Lancaster Moravian Church[70]

Current Approach
Homelessness is a complex issue as there are often a whole host of other needs that coexist with not having adequate or permanent shelter.

The primary model for addressing homelessness nation wide and in Lancaster is the "Housing First Model." According to the National Alliance to End Homelessness, "This approach is guided by the belief that people need basic necessities like food and a place to live before attending to anything less critical, such as getting a job, budgeting properly, or attending to substance use issues."[71]

There are two main approaches to housing first. One is permanent supportive housing. This approach is meant to help individuals who need to be housed but may have trouble living on their own due to issues such as chronic illness, disabilities, mental illness, and substance abuse. Under a permanent supportive housing model people will have the foundation they need, i.e., a safe, stable place to live, in order to start to address these other issues with on-site professionals.

The other approach is rapid-rehousing. This is the provision of short-term rental assistance and services to help people experiencing homelessness get housing quickly. Services offered through rapid-re-housing include helping clients identify housing and obtaining financing for associated rent, fees, and moving costs. Case management and other support services (off-site and often temporarily) are also often offered. These support services are a crucial part of the model as they can help address the underlying reasons a person was experiencing homelessness to begin with, including economic and workforce challenges, medical issues, and any trauma caused or exacerbated by being without a home.

Homelessness Infrastructure Needs
In order to carry out the housing first model and to address the needs of people experiencing homelessness there must be more housing and thus more vacancies. As established on page 38, currently the vacancy rate for Lancaster County is extremely low, making it a tight market for people in the safe and stable range let alone for those in crisis or vulnerable. Without housing available, the housing first model cannot meet the needs of those experiencing homelessness.

Lancastrians Facing Eviction and Foreclosure

For this report we obtained the eviction data from all the Magisterial District Judges in the county from 2017-2019.* According to this source, there were an average of 4,347 eviction requests filed per year. Of those filed evictions, 786 were granted. For those cases in which rent was recorded, the average rent was $852 and the average amount of rent in arrears was $1,362. The combined total amount rent in arrears from these cases is $5,920,227.[72]

It is important to note that not all evictions use the legal system. Many are settled out of court and thus will not be represented in the numbers here. Still, these numbers provide a good snapshot of eviction in Lancaster, which aside from 2020, have been pretty consistent.

Foreclosure data could not be accessed and analyzed in time for this report. This data should be accessible by contacting the county clerk to include in the next report.

Community Eviction Assets

The Eviction Prevention Network (EPN) is a consortium of service providers who work on preventing evictions by utilizing and leveraging partners' array of strengths, programs, services, and funding to help people stay in their homes. The EPN was started in 2019, but was able to be scaled up due to the pandemic and CARES funding. Preliminary data shows that this network was able to help 530 households and 1,373 individuals with rental relief and 320 households with eviction prevention from July-November 2020.[73]

EPN member providers include:

Lancaster County Redevelopment Authority, Tenfold, Community Action Partnership, City of Lancaster, PPL, ECHOS, CrossNet Ministries, Solanco Neighborhood Ministries, Conestoga Valley Christian Community Services, REAL Life Community Services, Columbia Life Network, The Factory Ministries, Ephrata Area Social Services, Good Samaritan Services, and Lancaster County Community Foundation
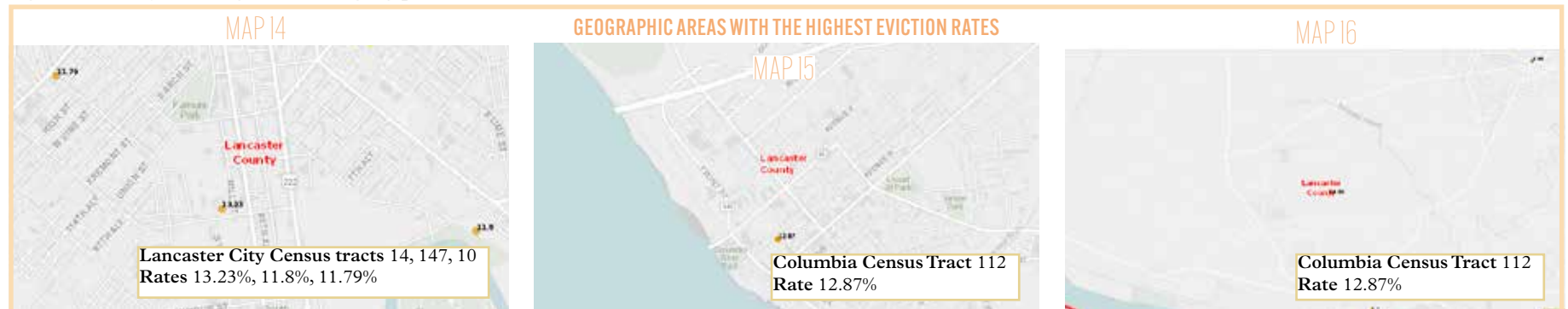
Current Approach

By using this network approach, EPN was able to adapt quickly to changes in funding and thus fulfill new requirements by utilizing different organizations and programs. Before this network, Tenfold also provided rental relief, helping a total of 2,300 households since 2018.[74] Eviction prevention was not a priority in this community before that.

Tenfold also has a mortgage assistance program for people facing foreclosures.

Infrastructure Needs

The application process is fairly tedious which in turn makes processing the applications labor-intensive. Therefore, more capacity is required to fully meet the need. Continued funding and prioritization of this initiative is also necessary.

GEOGRAPHIC AREAS WITH THE HIGHEST EVICTION RATES

MAP 14

Lancaster City Census tracts 14, 147, 10
Rates 13.23%, 11.8%, 11.79%

MAP 15

Columbia Census Tract 112
Rate 12.87%

MAP 16

Columbia Census Tract 112
Rate 12.87%

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*   (We are not including 2020 data due to the eviction moratorium which has skewed the data.)

VULNERABLE

Temporary, Unsafe, and Substandard
In 2019, 1,147 individuals and 897 families were served in the emergency shelter. In 2020, that number decreased slightly to 1,080 individuals and 842 families. The average stay for an individual for these two years was 46 days.[75]

In 2020, 100 families with two to three members and 29 families with four to six members stayed in the emergency shelter. In 2019, more families with four to six members stayed in the emergency shelter (36), while less families with 2-3 members did (88).[76]

The number of households with substandard conditions is 28.94 percent and 15.62 percent of these houses have 'severe problems'.[77]

The maps below highlight the areas where substandard housing is concentrated. These areas include Lancaster City's southeast and southwest sides, Columbia Borough, and the Willow Street to Lampeter area. Additional areas that have high concentrations of substandard housing include the West side of Millersville, the tract from the airport to Oregon, and the census tract around Ronks.

Community Assets
Shelter Assets
There are a few homeless shelters, primarily located in Lancaster City. These include:
• Water Street Mission
• Domestic Violence Services Safe House
• Winter Shelter
• YWCA

Total, the capacity at these shelters varies by season and may only be available to certain demographics.

Unsafe, Substandard Housing Assets
Municipal Code Enforcement is the main entity that concerns itself with unsafe, substandard housing. How well these standards are enforced depends on the capacity of the municipality.
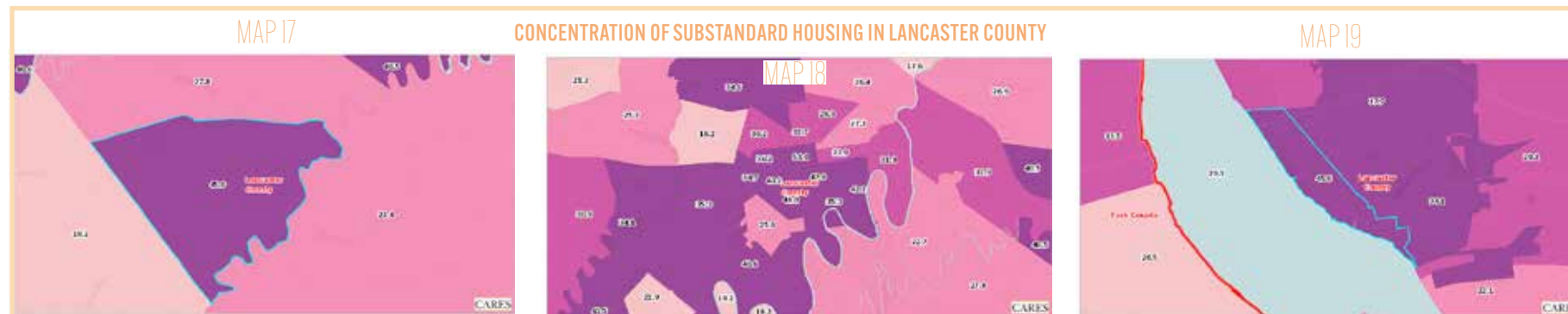
Current Shelter System
While the providers within the current shelter system don't discriminate, there are demographic stipulations that some of these shelters have that may impede someone who is on the streets from obtaining shelter. Family guidelines on sheltering include families with female heads of household

are accepted, and for those households with males 13-years-old or older present (including single-father households) the male is required to be separated into the mens' shelter.

Like we found in the social support safe category, some shelter programs are Christian/religious-based and therefore anyone who may practice a different faith, have no faith, or is a member of the LGBTQ+ community may not feel as welcome in this space.

Shelter Infrastructure Needs
Given the current system challenges, some of the infrastructure needs include more shelter options for those who may not identify as Christian and for those who are part of the LGBTQ+ community. Additionally, single-father households or families who want to remain together may also face challenges in finding shelter options.

MAP 17 | CONCENTRATION OF SUBSTANDARD HOUSING IN LANCASTER COUNTY | MAP 19

MAP 18

VULNERABLE

Unaffordable, Overcrowded, and Transitional

The number of households paying more than 30 percent of income in housing (renter and owner occupied) is 57,838. Meanwhile, 25.46 percent of owners with a mortgage and 12.72 percent of owners without a mortgage pay more than this.[78]

The number of housing units that are overcrowded is 3,963.[79] Many of these that fall in the southeastern part of the county can likely be attributed to the Amish population who tend to have large families, with multiple kids sharing a room. The other place where overcrowding is high is in the southeast and southwest sides of Lancaster City. (See maps below.)

This issue is also handled by municipalities.

In 2019 and 2020, 340 and 317 individuals respectively were served through transitional housing. 274 and 235 families were served during this same time frame.[80]

Community Assets
Tenfold has a few transitional housing programs. They include:
• Beth Shalom
• TLC/Veterans' Victory House
• Shelter to Independent Living Program

Beth Shalom provides single mothers exiting the prison system with Christian-based housing. TLC is a 52-room shelter that provides housing and supportive services for families experiencing homelessness, and in the 2019-2020 fiscal year, 221 individuals were served. Shelter to Independent Living Program helps individuals and families experiencing homelessness by providing them with community-based housing and financial counseling.[81]

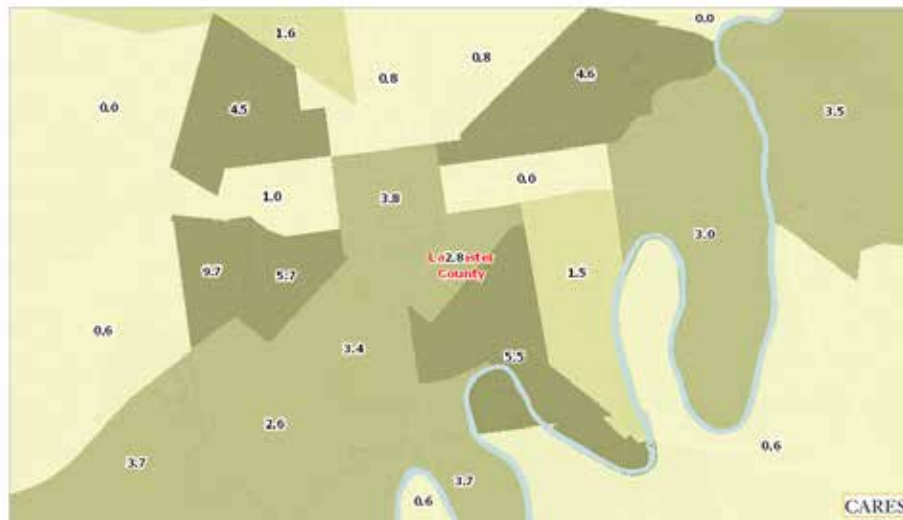*Transitional Housing for Women and Children*
Clare House and Milagro House are independent transitional housing facilities that provide transitional housing as well as educational, employment, and other supportive services.
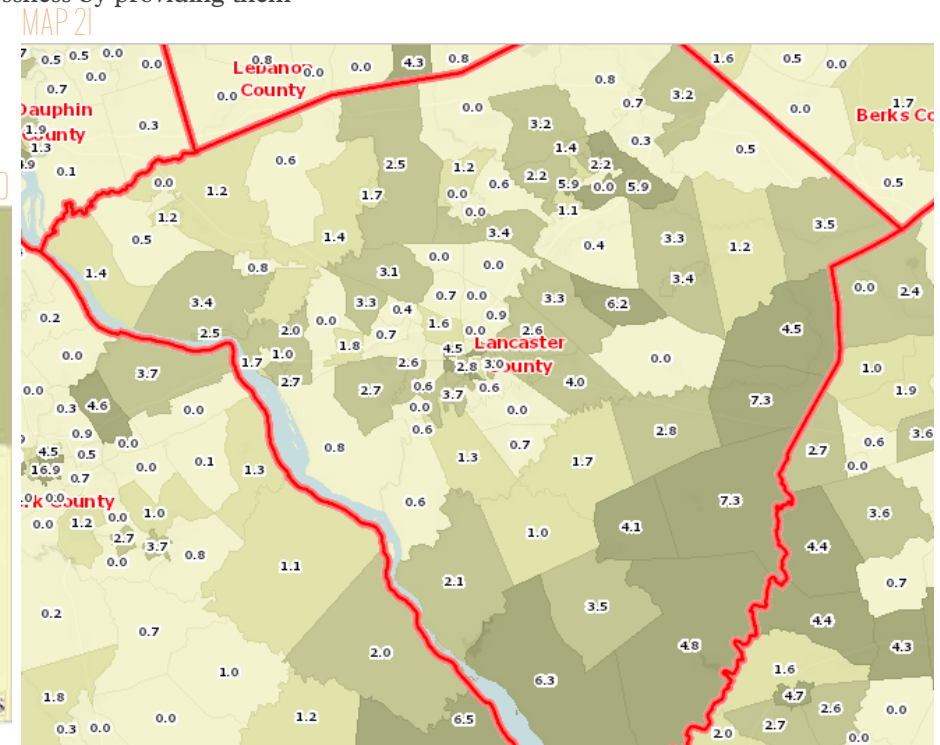
Bridge House
CAP's Domestic Violence Services also provides transitional housing for women and children experiencing domestic violence.

Infrastructure Needs
An assessment of current transitional housing and the demand is an important next step in identifying the infrastructure needs.

MAP 21

MAP 20

ACCESS AXIS

As we move across the prevention line from vulnerable to safe, affordable, private housing, additional barriers to accessing that housing need to be mentioned. These include:

Education

Education on maintenance and ordinances for many homeowners and landlords can be barriers to maintaining the necessary safety standards. Also, education of tenants' rights and financial literacy are other educational barriers to getting out of the in crisis and vulnerable categories.

Financial Ability

There are additional fees and financial demands associated with housing that can act as a barrier for people. These can include application fees, security deposits, and down payments. Many landlords or mortgage companies may require a high credit score. Some low-income people may have a low one or none at all. In fact, they may not have a bank account at all.

Time

Time and/or skills to repair issues within a home may also be lacking for people who are in crisis or vulnerable. Depending on the level of severity, this could put their housing in jeopardy.

Not all of these access issues may be relevant to everyone, but they can be sizable obstacles to getting into the safe category. More data is needed in these areas to know the full depth and breadth of these needs.
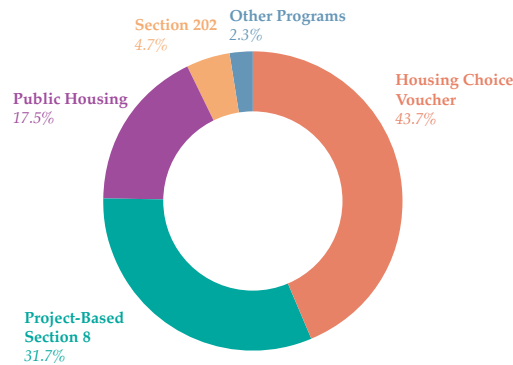
SAFE

Subsidized Housing

Subsidization for housing comes in many forms. The following Department of Housing and Urban Development (HUD) programs exist to provide financial aid to different people in need:

- Housing Choice Voucher (HCV) program which includes Section 8 and project-based Section 8
- Veterans Affairs Supportive Housing (HUD-VASH)
- Section 202 (for low-income elderly people)
- Section 236 (program to lower mortgage interest rates)
- Section 811 (supportive housing for people with disabilities)
- Public housing[82]

The number of households receiving Section 8 housing vouchers in Lancaster is 1,917, while the number of households in other subsidized housing is 2,169.[83] See Figure 8 for the breakdown by percentage of those who receive assistance from HUD programs.

FIGURE 8

Assisted Housing Units (HUD Programs) by Assistance Program

- Section 202 4.7%
- Other Programs 2.3%
- Public Housing 17.5%
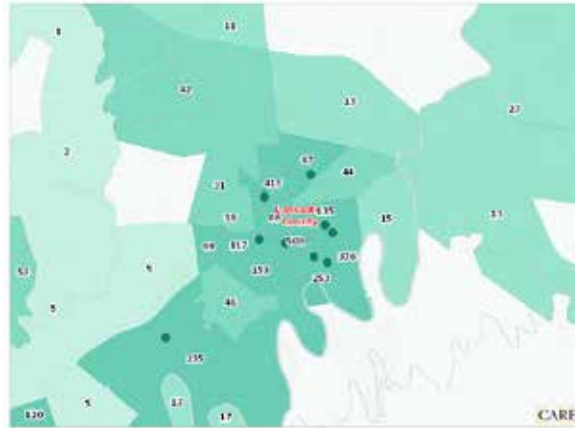- Housing Choice Voucher 43.7%
- Project-Based Section 8 31.7%

Lancaster does not have any Section 236 or Section 811 assisted housing units.

Public Housing

Map 22 shows the number of assisted housing units and properties by census tract in and immediately surrounding Lancaster City. Each green dot represents an assisted housing property or project-based Section 8.

MAP 22

The other tracts in the county, excluding Lancaster City, that have the highest number of assisted housing units are three census tracts around Columbia (tracts 114, 112, and 115-02), the census tract on the west side of Millerville/Millersville University (tract 136.2), downtown Ephrata (tract 122), and the tract east of Manheim in the Penn Township area (tract 103).*

Community Assets

LANCASTER CITY HOUSING AUTHORITY

Lancaster City Housing Authority (LCHA) manages much of the aforementioned HUD

programs locally. Their mission is "to provide safe and sanitary housing for low to moderate income individuals and families. We strive to foster the development, ownership and successful management of housing programs while maintaining high standards and recognizing the residents as our ultimate customer. Our goal is to be an active partner in the community, working alongside landlords and city government to empower citizens towards self-sufficiency."[84]

LCHA also provides a program for Section 8 recipients called The Family Self-Sufficiency Program which is a five-year program that helps the recipients with short-, intermediate-, and long-term goal planning to gain economic empowerment and become independent from government assistance.[85]

Current Approach and Infrastructure Needs

We will analyze the subsidized housing landscape in greater detail in the deep dive section.

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* For the areas outside of the range of the map above, use Map A in Appendix A for reference.

Lancastrians In Safe, Affordable Housing

Out of the 64,403 occupied rental units, 34,943 or 55 percent of renter households pay less than or equal to 30 percent of their income on housing.[86]
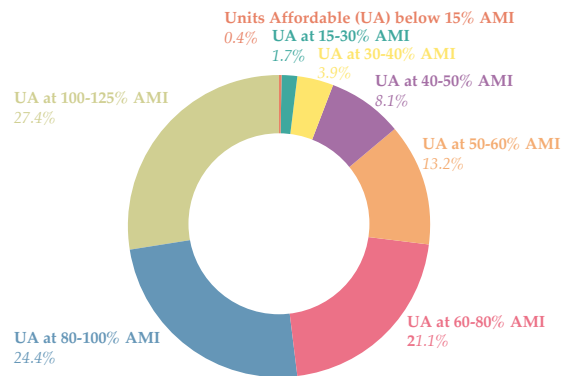
Meanwhile, 75 percent of owners with a mortgage and 87 percent without pay 30 percent of their income or less on housing. In total, there are 108,839 owner-occupied households paying at or below the affordable threshold.[87]

The chart below shows the percentage of houses available at each percentage of the area median income.

Of the affordable renter-occupied units in Lancaster County, nearly 73 percent of them are affordable for renters with incomes between 125 and 60 percent of the area median income.[88] Table 14 is provided to bring clarity to what these income levels are.

FIGURE 9

Affordable Renter-Occupied Units, Total

Housing Community Assets Lead Organization

The Coalition for Sustainable Housing is made up of roughly 50 organizations, including nonprofit, social services sector representatives, to government officials, law offices, realtors, developers, school districts, and other key stakeholders. The purpose of this group is to come together to strategize, advocate, and educate around issues that affect housing affordability in Lancaster County.

Member organizations and service providers include:

Lanc Co MyHome, Re-Entry Coalition, Eviction Prevention Network, Coalition for Sustainable Housing, City of Lancaster, Utility Assistance, Lancaster City Housing Authority, Lancaster County Redevelopment Authority, Tenfold, Habitat for Humanity, HDC, Lancaster Equity, and SACA

In an effort to increase affordable housing options in Lancaster County, the Coalition for Sustainable Housing's main policy focus area is zoning. The coalition also works on educating municipalities around Lancaster and the public at large on affordable housing issues.[89]

Current Approach
Places 2040 is the County's comprehensive plan

that was released in 2018. In that plan they outlined the following four housing-related strategies:

1. Practice place-based planning and analysis
2. Simplify zoning
3. Collaborate to implement Places 2040 policies
4. Align community resources with these policies[90]

Infrastructure Needs
Also outlined in Places 2040 are some of the action items that are needed to fully implement the plan. This include:

- Establish implementation teams
- Set priorities for the short, intermediate, and long term
- Start the next level of Places 2040 planning and analysis
- Create a reporting mechanism
- Establish an awards program
- Engage citizens and the community[91]

TABLE 14

	Annual Income
AMI	$66,056
15% AMI	$9,908
30% AMI	$19,817
40% AMI	$26,422
50% AMI	$33,028
60% AMI	$39,633
70% AMI	$46,239
80% AMI	$52,845
90% AMI	$59,450
125% AMI	$82,570

Data Source: 2015-2019 American Communities Survey

HOUSING NEED

As we define on page 24, stable and thriving housing looks like safe and secure non-subsidized rental housing or homeownership, with choice being limited by moderate income (stable) and secure housing in a neighborhood of choice (thriving). At this point, data for these categories are limited to nonexistent. As we continue the work of providing support to families to help them stabilize and thrive, it may be fruitful to create a method of tracking this data.

Community Assets
Traditional means of housing acquisition such as mortgage lenders, real estate agents, or leasing agents at "luxury" apartment complexes all exist within the county, and likely work well for populations who have more assets and financial savvy.

Infrastructure Needs
In order to ensure that housing prices do not out-pace Lancastrians' ability to afford them, Lancaster needs an entity that is committed to continuously tracking and monitoring housing prices across the county, cross-tabulating them with incomes, and then reporting their findings to key stakeholders.

CONCLUSION

Housing is foundational to a person's well-being because it is the source from which a person is able to meet their basic needs. In Maslow's hierarchy, basic needs are defined as physiological needs and safety needs. Physiological needs include food, water for drinking and bathing, a place to sleep and relieve oneself, and warmth, all of which are accessible in the home. Without a home it is difficult for a person to have security of body, get employment, focus on "completing the cycle," etc., because to lack a home is to lack basic safety needs. Therefore, the person who has no home or whose home is constantly being threatened is staying perpetually in fight or flight mode, further exacerbating their condition.

Next Steps
In spite of the essential nature of this need, this section highlighted that the barriers to adequate and affordable housing for all are vast and predicated on the historical legacy of racism, inequitable policies, and structural gaps within the market. Strategies attempting to address the housing affordability issue should be informed by these barriers. If left to current market forces, low-income people may continue to be shut out of this critical need. Here are a few of the macro-level strategies that should be explored when deciding how to tackle the affordable housing issue:

- Increase housing stock
- Protect housing that is already inhabited by low-income individuals and provide a way for their rent to stay within their means:
    - Increasing housing subsidies
    - Increasing wages so that previously low-income people can afford housing at current prices
    - Scattered-site development managed by not for profit entity
    - Rent control (no rent control laws in PA currently)

The most urgent of these issues is the lack of housing stock. Without adequate supply, housing subsidies are useless, as is trying to carryout the Housing First model. Creating greater density and increasing stock in rural areas, as well as addressing the cost of property taxes are additional steps to take to improve the housing stock. All of these solutions require policy changes to implement on a scale that would address the full breadth of the need.

The Home Is the Foundation for Meeting Maslow's Basic Needs

Bathing Water

Resting

Food

Safety

Water

ECONOMIC MOBILITY

"Another major barrier is that resources get taken away once you make a step forward but that often then sets you backwards. For example if you get a raise at work and lose your SNAP benefits then the raise actually put you further behind not ahead."

—CAP Customers' answers to the question:
"What are barriers that keep you from getting ahead in life?"

CRISIS TO THRIVE OVERVIEW

As we have been slowly unveiling throughout this report, a lack of financial means not only exacerbates, but often causes many of the issues highlighted in the other domain sections. With that in mind, we will assess the community's economic and financial needs in order to begin to build a system to greater economic mobility.

A Note
Due to overlapping or incongruent data sets, the number of people in each level on the crisis to thrive scale isn't perfectly aligned with the income ranges that define the category, specifically in those above the prevention line. Still, we wanted to give a rough idea of the number of people at each level. Additional time and resources would be needed to determine the full scope of the populations at these levels in the future.

Photo Credit: Brian Nguyen, CAP

ECONOMIC NEEDS IN LANCASTER | CRISIS TO THRIVE SCALE

In Crisis

The poverty line is a very low economic threshold that, as will be demonstrated throughout this section, is impossible to survive at without assistance. We will explain how the poverty line is calculated and why it is such a low threshold in the deep dive section.

- **Living at or below the poverty line**

Vulnerable

ALICE stands for Asset-Limited, Income Constrained, Employed and is a measure created by The United Way to provide a more nuanced look at populations who are above the poverty line may still have significant financial hardships. Included in this level are people receiving public assistance, because they are at risk of losing it as their income increases, often at a net loss.

- **ALICE population (>poverty rate, <ALICE Survival Threshold)**
- **Receiving public assistance (SNAP, WIC, TANF, etc.)**

PREVENTION LINE

Safe

Economic safety is having the financial ability to meet everyday needs. This is what a living wage is. For this we are using two different living wage thresholds: MIT and Economic Policy Institute.

- **Living wage (MIT defined)**
- **Individuals earning a living wage (Economic Policy Institute defined)**

Stable

The United Way created an additional threshold that is meant to demonstrate the added cost of maintaining a viable household over time. One of the main differences is that the ALICE Stability Threshold includes 10 percent savings every month, while the Survival Threshold does not.

- **ALICE stability population**

Thriving

Anyone above the ALICE Stability Threshold is who we are using as a guide for what economic "thriving" looks like in Lancaster. Economic thriving means having the ability to choose whether to spend, save, invest, or give income left over after all basic needs are met. It means greater financial freedom.

- **Population above the ALICE stability threshold**

Lancastrians at or Below the Poverty Line
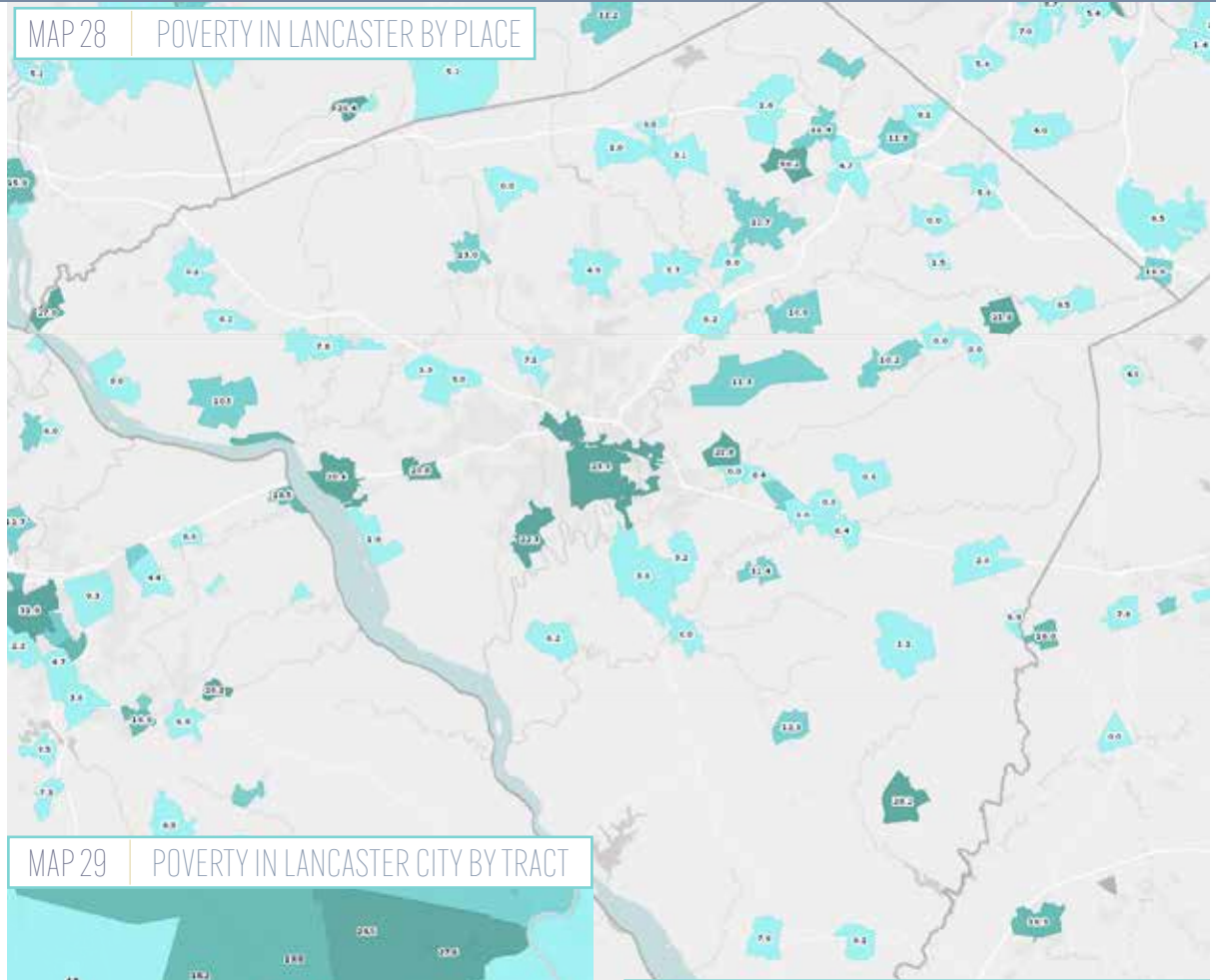
According to the most recent American Community Survey (5-year estimate 2015-2019) Lancaster County's poverty rate on the whole is 10.15 percent.[124] When we break it down to place, however, we get a much more complete picture. Stevens, Kirkwood, Goodville, Falmouth, and Witmer, are all census-designated places that have low populations, but of those that live there, one-fifth to over one-half live in poverty. Of the boroughs, Mountville has a poverty rate at 23.8, while Millersville's rate is 22.3 percent. This rate for Millersville is likely due to the large number of students who don't have any, or have minimal, income. Columbia rounds out the Borough grouping with 20.4 percent living in poverty. Lancaster, the sole city in the county, has a poverty rate of 23.9 percent.[125]

On the other hand, there are seven census-designated places that have no poverty at all. East Earl, Smoketown, Blue Ball, Refton, Hopeland, Penryn, and Fivepointville all have zero percent poverty rate. Their populations range from 1,453 (Fivepointville) to 355 (Smoketown).[126]
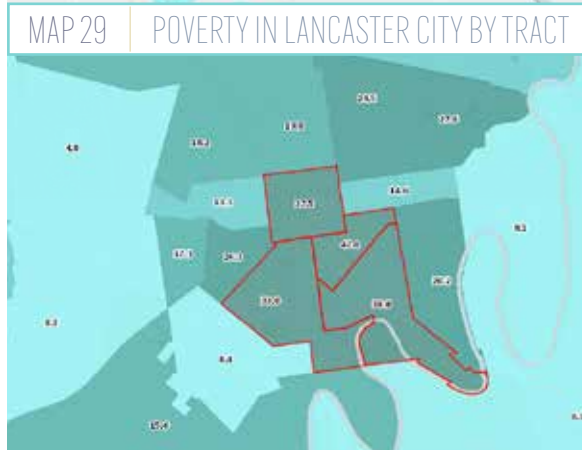
The census tracts with the highest poverty rate are in Lancaster City's Central Business District and the southeast and southwest sides as well as one census tract in Columbia Borough and the census tract on the west side of Millersville, where much of the student housing exists (see Map B in Appendix A). Census tract 9 in southeast Lancaster City has the highest poverty rate at 47 percent.[127]

The poverty line changes depending on the household size. On the next page is a table that lays out the poverty level by household size.

MAP 28 | POVERTY IN LANCASTER BY PLACE

MAP 29 | POVERTY IN LANCASTER CITY BY TRACT

MAP 30 | POVERTY IN COLUMBIA BY TRACT

TABLE 18

	One Adult				Two Adults (One working)				Two Adults (Both working)			
Poverty Line												
	0 Children	1 Child	2 Children	3 Children	0 Children	1 Child	2 Children	3 Children	0 Children	1 Child	2 Children	3 Children
Annual Total	$12,750	$17,243	$21,715	$26,208	$17,243	$21,715	$26,208	$30,680	$8,611	$10,858	$13,104	$15,350
Hourly Wage	$6.13	$8.29	$10.44	$12.60	$8.29	$10.44	$12.60	$14.75	$4.14	$5.22	$6.30	$7.38

Data Source: 2015-2019 American Communities Survey

Community Assets

Six years ago, in keeping with the movement toward collective impact, former mayor Rick Gray commissioned a group of local stakeholders to come together to address the rising poverty within the city. That commission, which later transitioned into the Coalition to Combat Poverty, identified five domains to work together on in order to get to the root of poverty. These domains are as follows:

- Housing
- Community
- Jobs
- Food
- Education

From these domains action teams were formed or assigned to the task. The Coalition for Sustainable Housing serves as the housing action team, Hunger Free Lancaster County is the food action team, and Lancaster Equity Community Development Corporation is the community action team. Some of the key initiatives that were launched as a result of the formation of the Coalition include the Beaver Street Park project, the Neighbor to Neighbor Forum, Southern Market Food Hall, and In Good Company.

The Community Action Partnership of Lancaster (CAP) is the largest anti-poverty nonprofit in the county. The organization's mission is to "empower community, drive action, and build partnership to eliminate poverty." The organization has roughly 20 programs under four areas impact. These impact areas are:

- Household Stability
- Health and Nutrition
- Safety and Empowerment
- Education and Child Development

CAP serves approximately 40,000 people every year.

Current Approach
Taking a collective impact approach to addressing poverty has been a pivotal first step moving the needle. As we've seen throughout this report, the issues people in poverty face are multifaceted.

In its next iteration, the Coalition to Combat Poverty is undergoing a strategic reset to better define its purpose, goals, and metrics.

CAP serves as the backbone organization for the Coalition to Combat Poverty as it is the largest anti-poverty nonprofit in the county.

Infrastructure Needs
Sustainability is one of the biggest issues that the Coalition to Combat Poverty has faced. Without any dedicated staff, it is difficult to keep up momentum, track and communicate results, and build social cohesion among members.

Moving forward, any anti-poverty strategy should be three-pronged: addressing the immediate needs of people in the crisis and vulnerable levels, assessing and addressing any access barriers that prevent people from getting into the safe level, while also advocating for changes to policies and structural barriers that keep people trapped in the cycle of poverty.

ECONOMIC | ALICE POPULATION (SURVIVAL THRESHOLD)

TABLE 19

ALICE Survival Threshold								
	1 Adult	1 Adult, 1 Child	1 Adult, 1 Child in Childcare	2 Adults	2 Adults, 2 Children	2 Adults, 2 in Childcare	1 Senior	2 Seniors
Annual Total	$24,168	$37,620	$44,316	$38,412	$60,204	$71,988	$26,712	$42,180
Hourly Wage	$12.08	$18.81	$22.16	$19.21	$30.10	$35.99	$13.36	$21.09

Data Source: United Way ALICE Report

Lancaster's ALICE (Survival Threshold) Population

There are 52,569 households in Lancaster County that fall into the ALICE category (above poverty level, below the threshold defined in the above table.)[128]

Lancaster has 17,510 SNAP recipients,[129] 5,711 TANF recipients, 6,153 WIC recipients.[130]

Community Assets

United Way of Lancaster County

The national United Way is the organization that created both ALICE thresholds. Locally, the United Way focuses on advancing education, economic mobility, and health. They address economic mobility through collective impact partnership initiatives they have invested in: two hubs that increase access to assistance to residents of more rural environments; and Path to One Good Job, a program that helps people with barriers to employment obtain post-secondary credentials in order to get a job that pays family-sustaining wages.

County Assistance Office

The county assistance office offers many of the government-funded assistance programs with which many people are familiar. These include:
•   Supplemental Nutrition Assistance Program (SNAP)
•   Cash Assistance
•   Health Care Coverage (Medical Assistance)
•   Home Heating Assistance (LIHEAP)
•   Family Planning Services
•   Help with Child Care
•   School Meals
•   Long-Term Living Services

CAP Assistance Programs

CAP also provides two economic assistance programs: WIC and ELRC.

Women Infants and Children (WIC)

WIC offers nutrition services and assistance to low-income pregnant and postpartum women and their children up to age five.

Early Learning Resource Center (ELRC)

Early Learning Resource Centers are state-funded programs that provide childcare subsidies to low-income working families.

Current Approach

While each of the listed entities provides services and other support to working families, many of them operate in bureaucratic silos, with differing income requirements and cutoffs. This is known as the cliff effect, and will be examined more thoroughly on page 70. Currently, CAP has a few programs that seek to help families leap over this cliff.

Infrastructure Needs

Greater coordination among assistance providers to ensure a smooth transition off of assistance and into economic independence is vital.

TABLE 20

Max Yearly Income for programs		Household Size		
	Percent of Poverty	3-person household	4-person household	5-person household
TANF	$421.00	$5,052.00	$6,168.00	$7,284.00
Head Start	100%	$21,960.00	$26,500.00	$31,040.00
SNAP	130%	$28,548.00	$34,450.00	$40,352.00
Medical Assistance	133%	$29,206.80	$35,245.00	$41,283.67
Utilities Assistance	150%	$32,940.00	$39,750.00	$46,560.00
WIC	185%	$40,626.00	$49,025.00	$57,424.00
ELRC (must be under to qualify)	200%	$43,920.00	$53,000.00	$62,080.00
PreK-Counts	300%	$65,880.00	$79,500.00	$93,120.00
CHIP	208%	$45,676.80	$55,120.00	$64,563.20

ACCESS AXIS

As we move across the prevention line from vulnerable to safe, additional barriers to economic mobility concerns need to be mentioned. These include:

Financial Services

People living in poverty may lack access to a bank account or other banking services needed to manage their finances. Further, they may lack a credit score or have limited financial literacy.

Educational Attainment

Educational attainment is a major contributor to someone's economic mobility. Many higher-paying jobs require an advanced degree or at least some type of credential. A lack of time or money to pursue greater educational attainment can severely hinder someone from moving up the economic ladder.

Transportation

For people without reliable transportation, job options can be limited to those that are within walking distance or are near a bus route. The bus system is very limited in Lancaster, and sometimes even if there is a bus route near a place of employment or childcare facility, it may not matter due to job hours being outside of the hours of operation for the bus.

Technology

Most of the jobs available today implicitly expect applicants to have access to a smartphone and/or a computer. Jobs are posted online requiring Internet access, typed resumes and/or applications, and/or the applicant to have a phone and email address. Not having one or more of these can act as a major barrier to economic mobility.

Not all of these access issues may be relevant to everyone, but they can be sizable obstacles to getting into the safe category. More data is needed in these areas to know the full depth and breadth of these needs.

TABLE 21

Living Wage (MIT)											
One Adult				Two Adults (One working)				Two Adults (Both working)			
0 Children	1 Child	2 Children	3 Children	0 Children	1 Child	2 Children	3 Children	0 Children	1 Child	2 Children	3 Children
Annual Total $27,588	$56,711	$70,452	$90,177	$44,920	$53,770	$60,875	$65,616	$44,920	$62,278	$77,892	$91,141
Hourly Wage $13.26	$27.27	$33.87	$43.35	$21.60	$25.85	$29.27	$31.55	$10.80	$14.97	$18.72	$21.91

Data Source: MIT Living Wage Calculator

TABLE 22

Living Wage (Family Budget Calculator)							
One Adult				Two Adults (Both working)			
0 Children	1 Child	2 Children	3 Children	0 Children	1 Child	2 Children	3 Children
Annual Total $38,079	$63,165	$82,945	$102,227	$55,072	$77,386	$94,747	$111,798
Hourly Wage $18	$30	$39.88	$49.15	$26	$37.20	$46	$53.75

Data Source: Family Budget Calculator

Living Wage

For the safe category, we are using two different measures of living wage: MIT and the Family Budget Calculator from the Economic Policy Institute. These thresholds are defined in the tables above. According to the American Community Survey, 31,387 households meet the income threshold for a family of four on the Family Budget Calculator's living wage threshold.[131]

Single-parent households fair far worse than any other household composition. A single-parent household with two kids or more would need to make significantly more than the median area income in order to meet either living-wage threshold.

Community Assets
Lancaster Works
Lancaster Works connects good jobs and individuals seeking to improve their economic opportunities, maximizing economic safety by providing wraparound employment services and support.

Workforce Development Board
According to their website, "The Lancaster County Workforce Development Board (LCWDB) helps businesses grow, thrive, and compete in a global economy."[132] They also support job seekers by helping them develop in-demand skills, which "promote economic mobility and prepare residents for the workforce of the future."[133]

Economic Development Corporation
The Economic Development Corporation seeks to attract, retain, and cultivate businesses and industries to Lancaster County. They are in the midst of launching a broadband strategy to ensure that Lancaster County has the 21st century infrastructure it needs.[134]

Center for Regional Analysis
The Center for Regional Analysis, the data and policy arm of the Economic Development Corporation, does monthly and quarterly economic and consumer reports.[135]

Current Approach
On the individual level, there have been some attempts at helping people obtain living wage jobs. However, this does not change the reality that supply of these jobs does not keep up with the demand. We will take a closer look at the economic landscape on page 71.

Infrastructure Needs
Beyond the need for more jobs that pay more competitive and living wages for families of all sizes, Lancaster also needs better, more affordable broadband infrastructure. As the pandemic has shown, high-speed Internet is a necessity in today's economy.

Lancastrians at or Above the ALICE Stability Threshold

All but four census tracts have an average household income above the stability threshold for one adult ($44,484).[136] Further, there are five census tracts in Lancaster County that have average household incomes above the ALICE Stability Threshold for two adults with two children in childcare in Lancaster County. These tracts can be found circled on Map 31.

These figures for average household income do not take into account household size. Using the Census' map tool, we are able to get an estimate of the areas where one-, two-, three-, and four-person households struggle and thrive the most. Census tract 135-03 in Lancaster Township (School Lane Hills area) has the highest household income for a single-person household at $63,500 and a two-person household at $126,797. Just north of that one, tract 118-05 has the highest median income for family of three at $152,750 and for a family of four tract 119-01, near the airport, has the highest median household income at $199,490.* This tract also has the highest average household income of all the tracts regardless of household size at $220,093.†

Community Assets
In Good Company
This initiative seeks to spark a movement to create more businesses that do good, much in the way B Corp certification does.

The Chamber of Commerce
The Chamber of Commerce has been conducting a wages and benefits survey in order to help businesses attract, recruit, and retain employees. This survey should help guide businesses in making sure that they are offering the most competitive compensation packages they can afford.

TABLE 23

ALICE Stability Threshold				
	1 Adult	2 Adults	2 Adults, 2 Children	2 Adults, 2 in Childcare
Annual Total	$44,484	$65,928	$105,564	$118,260
Hourly Wage	$22.24	$32.96	$52.78	$59.13

Data Source: United Way ALICE Report

MAP 31 | AVERAGE HOUSEHOLD INCOME BY CENSUS TRACT

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* For these maps and the corresponding county-level map for Map 31, see Appendix A Maps C-G.

† The income estimates on these maps do not align with the income guidelines we've used here for our crisis to thrive scale. Still they're worth looking at to get a more nuanced look at household income by census tract.

"The key economic policy question is whether we will adopt policies that enable everyone to participate in a shared prosperity, or whether the growth of income and wealth will continue to accrue excessively and disproportionately to the best-off 1 percent."

—Economic Policy Institute,
Wage Stagnation in Nine Charts[153]

CONCLUSION

From wage stagnation over the last 30+ years, to devaluation of skills of one-quarter of Lancastrians, to financial assistance ending before a person has a wage that produces economic independence, all exacerbated by a global pandemic, the time has come for new perspectives on how to provide people with the opportunity to not only survive, but to thrive.

Next Steps
While local efforts to address the stagnant wage issue and to connect people to living and thriving wage jobs is admirable and have even had some marginal success, in order to increase economic mobility, concerned parties should consider policy changes. That is, creating policies that will reign in shareholder power and guarantee that the well-being of the worker is a priority. Without such policies, progress is limited.

Additionally, addressing the steepest drop offs on the benefits cliff, health care and childcare, is a necessary step in preventing people from having to make the impossible choice of not having enough money to survive from income alone, or to quit their jobs in order to keep their benefits.

Photo Credit: Brian Nguyen, CAP

EDUCATION

"Daycare to watch kids while you work, money to go to school.

Pay bills while you try to go to school."

—CAP Customers' answers to the question:
"What are barriers that keep you from getting ahead in life?"

CRISIS TO THRIVE OVERVIEW

In the crisis to thrive education section we will break down each level into three categories: early childhood education, K-12, and adult education. Although we have included access issues for each domain in this report, pre-k access is such an important issue that we will be using it as indicators in the crisis to thrive scale.

For K-12 we will be using 3rd grade English Language Arts and 8th grade Math Pennsylvania System of School Assessment (PSSA) scores as indicators. Success in these subjects at these ages are two key indicators for future academic success. Greater emphasis will be placed on early childhood education, because of the importance this phase of life has on future development. Early education sets a foundation upon which all other educational attainment can be built.

Most of the crisis to thrive scale for education is self-explanatory, but we provided clarification on the next page for when it is not. The ranking of the adult education levels is based on the correlating average earnings. (The table can be found on page 90.) In an ideal world, other types of credentialing would be included in this, but comprehensive data is not readily available for this type of education.

The infrastructure needs portion will be less in this section as the information provided in the deep dive section will cover many of those needs.

Photo Credit: Brian Nguyen, CAP

EDUCATION NEEDS | CRISIS TO THRIVE SCALE

In Crisis

In the K-12 category we are using "historically under-performing" students who are below basic because they are most in need of support.

- **Pre-K: No childcare**
- **K-12: Below basic (historically underperforming)**
- **Adult: No diploma or equivalency**

Vulnerable

Child Care Works is a public subsidy administered through Early Learning Resource Centers throughout the Commonwealth. We have labeled those receiving this subsidy as vulnerable because they could be at risk of losing the subsidy if their income increases.

- **Number of children under five receiving childcare via Child Care Works**
- **K-12: Below basic (all)**
- **High school graduate or some college**

Safe

Safe is the baseline level of access, passing classes/exams, and the lowest level of post-secondary educational attainment.

- **Child is enrolled in childcare**
- **K-12: Basic**
- **Associate's degree**

Stable

High-quality pre-k includes the distinct count of PA Pre-K Counts, Head Start Supplemental Assistance Program, and Keystone STARS 3 and 4 enrollments; Head Start; school district pre-k; accredited or PDE licensed nursery school; and providers accredited by an accreditation recognized by the Pennsylvania Office of Child Development and Early Learning.

- **Child is enrolled in high quality pre-k**
- **K-12: Proficient**
- **Bachelor's degree**

Thriving

Because stable was focused on getting access to high-quality pre-k, the ultimate goal for pre-kindergartners is that the individual children are ready for school. Thriving is about not only being prepared for the next educational step, but excelling.

- **Child is enrolled in high quality pre-k and is kindergarten-ready**
- **K-12: Advanced**
- **Graduate or professional degree**

Pre-K

The population under five years old in Lancaster is 35,323.[154]

There are 20,090 total kids under age five (12,080 of which are infants and toddlers) not enrolled in childcare in Lancaster County. Of those kids, 8,610 children ages three to four are eligible for Child Care Works program, but 7,019 don't have access. Meaning 82 percent of eligible children do not have access to childcare.[155] This is significantly higher percentage than that of Pennsylvania as a whole where 64 percent of kids don't have access.

K-12

3rd Grade English
Of the total number of historically underperforming 3rd grade students, 334, or 13 percent, scored below basic on the 2018 PSSAs. Further, this group makes up 93 percent of the total number of students that scored below basic.[156]

8th Grade Math
Of the total number of historically underperforming 8th grade students, 1,274, or 55 percent of scored below basic on the 2018 PSSAs. Further, 78 percent of the total number of students who scored below basic in math are from the historically underperforming category.[157]

Adult Education

Population over 25
The 2019 American Community Survey's 5-year estimates show that 8.1 percent of Lancastrians over 25 years old have only a high school diploma or GED, while 6.8 percent of that demographic have less than a 9th grade education.[158]

Population 18 to 24
Of the population between the ages of 18 and 24, 20.6 percent has less than high school diploma.[159]

Breakdown by Ethnicity and Race
People of Hispanic or Latino origin are the most likely of any race and ethnicity group to have less than a high school education at 26.8 percent.[160]

Pre-K Assets

Pre-K Counts
Pre-K Counts is a pre-kindergarten program that seek to provide quality pre-k opportunities to families and was created by the Pennsylvania Department of Education. Each program offering PA Pre-K Counts classrooms will have their own guidelines, but PA Pre-K Counts is designed for children who(se):

• Are age three and younger;
• Family earnings do not exceed 300 percent of poverty; and
• May also have language barriers, a disability or developmental delay, or other issues that make them at risk for failing in school.[161]

K-12 Assets

PA Schools Work
Most of the K-12 assets reside within, and are particular to, the specific school districts. As we'll explore in the deep dive section, how resources are allocated to school districts is an important issue in determining whether or not the necessary and appropriate assets are available at each school. PA Schools Work is an organization that advocates for appropriate and equitable funding for public schools in Pennsylvania.

Adult Education Assets
IU13 provides free GED/HiSET exam preparation to Lancastrians 18 years old or over who are not currently enrolled in public school. Classes are offered online. IU13 also provides other adult education classes including English classes for citizenship requirements, English as a Second Language (ESL), and family literacy.

They also provide workforce preparation classes, including:
• Administrative Support Professional
• Basic Computer Skills
• Certified Nurse Assistant (CNA)
• Direct Care Provider
• Pre-Licensed Practical Nurse (LPN)
• Teacher Assistant Training[162]

Pre-K Current System
The ability for families to access pre-k and childcare assets is predicated on the availability of pre-k/childcare providers. As of October 2020, there were 188 total childcare providers serving children under 5.

Infrastructure Needs

Pre-K Infrastructure
In order to meet the demand, 351 additional pre-k classrooms are needed.[163]

Pre-K
Of the 8,610 eligible children ages three to four, 1,591, or 18 percent, have access to childcare through the Child Care Works program in Lancaster County.[164] That childcare is easily threatened, however, depending on their family income. The table below shows the maximum yearly family income per family size for this subsidy.

TABLE 24   Child Care Works Income Guidelines

Family Size	Maximum Yearly Family Income (May 2021)
2	$34,840
3	$43,920
4	$53,000
5	$62,080
6	$71,160
7	$80,240
8	$89,320

Data Source: Child Care Works

K-12
3rd Grade English
Out of all 3rd grade English students, 359, or 8 percent, scored below basic on the 2018 PSSA test. There were 25 non-historically underperforming students who scored below basic in math, which accounts for 1 percent of this population.[165]

8th Grade Math
Out of all 8th grade math students, 1,638, or 35 percent, scored below basic in 8th grade Math on the 2018 PSSA test. There were 364 non-historically underperforming students who scored below basic, which accounts for 15 percent of this population.[166]

Adult
Population over 25
Of the population over 25, 35.3 percent has only

a high school diploma or equivalency,[167] and 14.8 percent of this population has some college, but no degree.[168]

Population 18 to 24
Of the population between the ages of 18 and 24, 37.1 percent is a high school graduate (including equivalency).[169]

Pre-K Assets
Pre-K for PA
Pre-K for PA is an early learning advocacy coalition that a seeks to make pre-k education a priority in the Pennsylvania legislation. Their current goal is to see an additional $243 million investment in high-quality pre-k education by fiscal year 2022-23.

Adult Education Assets
Post-Secondary
Lancaster County is home to many post-secondary schools ranging from traditional universities and colleges to trade-specific schools. Some of these school are:

8th Grade Math Score Levels on the PSSAs

- Advanced 14%
- Below Basic 35%
- Proficient 22%
- Basic 29%

- Millersville University
- Franklin & Marshall College
- Elizabethtown College
- Thaddeus Stevens College of Technology
- Harrisburg Area Community College
- Pennsylvania College of Health Sciences
- Pennsylvania College of Art & Design

These schools also offer a range of credentials from associate's and bachelor's degrees, to certificate programs.

Pre-K Current Approach
Out of the 188 total childcare providers in Lancaster, 129 have Child Care Works enrollment.[170] One of the issues that many families face with pre-k are the work requirements they must fulfill in order to get approved for a childcare subsidy. This will be covered in greater detail on the next page, the Access Axis.
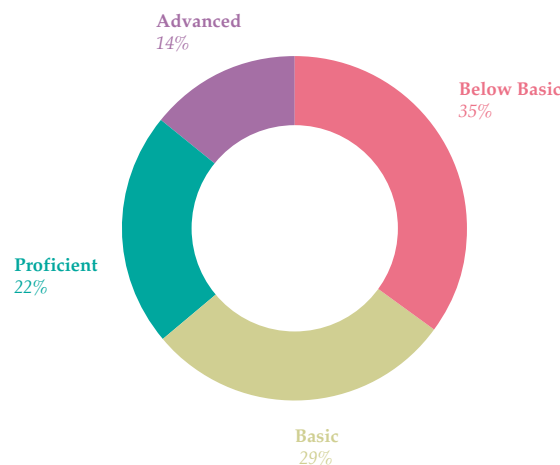
Pre-K Infrastructure Needs
Increased access to childcare for families of all income levels is needed as well as a way for parents and caregivers to enroll their child in childcare so that they can gain employment. This may mean having a grace period after enrollment, or it may mean a new system entirely where childcare is available to all as it is with public school.

Adult Education Infrastructure Needs
Adult educational institutions should increase focus on non-traditional students—people who are over the age of 23—in their efforts to attract new students to their campus. This should also include efforts to make campuses and classrooms more inclusive to the needs and experiences of these students. Additionally, increases in affordability are crucial.

ACCESS AXIS

There are additional access issues that may act as a significant barrier for people as they make their way through the educational system.

Work Requirements

One of the biggest barriers to gaining access to high-quality pre-k and child care in general is how families qualify for the program based on the state-mandated guidelines. In order to qualify for a subsidy, every adult family member must either work at least 20 hours a week, or work 10 hours a week and participate in an approved training program for the remaining 10 hours. The issue with this is that single-parent households, in particular, would still need some form of childcare for those 20 hours a week, essentially creating a double bind.

K-12 Tutoring

Not having the time, money, or social capital to find and hire a tutor prevents struggling students from getting caught up.

Limits to Higher Educational Attainment

A lack of time or money can severely hinder someone from making additional educational gains, from earning a GED to a graduate degree and everything in between.

Transportation

Transportation to school or other educational opportunities could be a challenge for some people. For example, the School District of Lancaster's buses only operate outside of a 1.5-2 mile radius, so if a family lives inside that area, the students must either walk or get dropped off by a parent. Issues arise when a student's parent or caregiver isn't home or doesn't have reliable transportation at that time.

Technology

Lack of technology at home can keep a learner from completing work. This issue was only heightened during the pandemic when sheltering in place orders required homes to transfer many aspects of their lives online.

Not all of these access issues may be relevant to everyone, but they can be sizable obstacles to getting into the safe category. More data is needed in these areas to know the full depth and breadth of these needs.

Pre-K
15,233 of children under five have access to some form of childcare.*

K-12
3rd Grade English
Out of all students, 1,102, or 23 percent, scored basic in 3rd grade English on the 2018 PSSA test. Of those students, 75 percent are historically underperforming.[171]

8th Grade Math
Out of all students, 1,398, or 29 percent, scored basic in 3rd grade English on the 2018 PSSA test. Of those students, 45 percent are historically underperforming.[172]

Adult Education
Population over 25
Of Lancastrians over 25 years old, 27,932, or 7.7 percent, have an associate's degree. Of those with an associates degree, 57 percent are female and 43 percent are male.[173]

Population 18 to 24
Of the population 18 to 24, 31.6 percent has some college or an associate's degree and 33.7 percent of females fall into this category and 29.5 percent of males do.[174]

Breakdown by Ethnicity and Race
No data is available for the race and ethnicity of people with only some college or an associate's degree.

Community Assets
Systems Aligned in Learning(SAIL)
According to the United Way's website, SAIL is "increasing the quality of home-based childcare by providing early learning resources, materials, and mentoring directly to home-based childcare providers across the county." Examples of the types of services they provide include:

• Enhancing early literacy through the mobile resource and activity van and the Be READy Rover
• Reinforcing proper nutrition through the provision of healthy meals and snacks
• Supporting social-emotional development through evidence-based training and curriculum[175]

Current Approach
There have been attempts to coordinate educational efforts from pre-k to post-secondary completion. In the One Good Job Report, the third proposed strategy for the education action team to tackle was to "structure education, pre-k through post-secondary, to increase connectivity with workforce needs and increase post-secondary completion using models proven by the Lumina Foundation's 75 Cities Initiative."[176] This initiative was being carried out by the Coalition to Combat Poverty's Strategy Three education action team.

Infrastructure Needs
Pre-K Infrastructure
Currently there are 102 pre-k locations eligible to participate in Pre-K Counts, and 76 high-quality providers that do participate.[177]

Pre-k to Career Pipeline Infrastructure
As with all initiatives created by the One Good Job Report and managed by the Coalition to Combat Poverty, capacity is the primary need. The Coalition to Combat Poverty needs personnel to provide the level of coordination among education institutions and employers.

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* The total population under five years old minus the total number not enrolled in childcare in Lancaster.

EDUCATION NEEDS

STABLE

Pre-K
In 2015* the number of children age three to four enrolled in high-quality Pre-K programs was 2,968 or 21 percent.[178]

The number of children age three to four enrolled in publicly funded, high-quality Pre-K in 2019-2020 was 2,001 or 14.1 percent.[179] Of those, there are 801 Child Care Works children enrolled in programs meeting high-quality standards.[180]

K-12
3rd Grade English
There were 2,249, or 48 percent of, 3rd grade students who were proficient in English. Of those students, 48 percent were historically underperforming.[181]

8th Grade Math
There were 1,053, or 22 percent of, 8th grade students were proficient in math. Of those students, 28 percent were historically underperforming.[182]

Adult Education
Population over 25
Of the population over 25, 17.3 percent have a Bachelor's degree.[183] Females and males are nearly at parity with each other on this indicator.

Population 18 to 24
Of the population 18 to 24, 10.7 percent has a bachelor's degree or higher.[184]

Breakdown by Ethnicity and Race
Only 13.2 percent of people of "Hispanic or Latino origin" have a bachelor's degree or higher as compared to white alone (not Hispanic or Latino) at 28.5 and Asian alone at 42.7 percent. 18.7 percent of the "Black alone" population has a bachelor's degree or higher.[185]

THRIVING

Pre-K
Out of the two school districts, Pequea Valley and Penn Manor, and one School District of Lancaster elementary school, Washington Elementary, reporting, 81 out of 408 kids in 2020 were kindergarten-ready.[186]

K-12
3rd Grade English
There were 1,021 or 22 percent of, 3rd grade students were advanced in English.[187]

There were 649 or 14 percent of, 8th grade students were advanced.[188]

Adult Education
Population over 25
Lancastrians over 25 who have a graduate or professional degree total 10 percent. Females have a slight edge over males with 10.3 percent of females having a graduate or professional degree and 9.6 percent of males having earned one.[189]

Community Assets

Community Action Partnership

First 10
First 10 is a collective impact partnership, managed by CAP. The program provides a holistic model for social-emotional learning during the first ten years of a child's life.

Thrive to 5
Thrive to 5 is also a CAP program. It is the combination of three former CAP programs: Early Head Start, Head Start, and CAP childcare. It provides high-quality learning experiences for infants to pre-k.

Current Approach
There are 55 high-quality childcare providers in the county, with (49 with Child Care Works enrollment). Total provider capacity is 11,807 children, of which 6,760 (57.3 percent) are high-quality.[190]

Infrastructure Needs
Getting the additional 351 facilities that are needed as well as the non-high-quality facilities up to this standard is imperative to help every child and family on the track to thriving. Because the data for the stable pre-k indicator hasn't been updated in six years, the data infrastructure to report that number every year is needed.

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* The last available data for this indicator was in 2015.

CONCLUSION

Education is a large part of the solution to poverty (although not the only solution). Jobs requiring more educational attainment pay better and often offer benefits. It's critical, therefore, to start as early as possible in cultivating positive attitudes toward learning. However, with childcare access rates hovering around the 20 percent mark, increasing that access will require changing the system so that the childcare model is sustainable.

Next Steps
Pre-k Education and Childcare
Increasing the supply of childcare facilities is an imperative first step, not only for children to get the educational care and attention they need for strong, healthy, intellectual development, but also for their parents to have the ability to earn a living. To do so will require changing the way childcare facilities earn their revenue. The market cannot provide childcare at a price that is affordable to every home, so increasing government subsidies, or creating a model fully funded by the government are the best strategies.

K-12
Changes in the way public schools are funded to ensure that schools and students are receiving the resources they need regardless of income or home value is a critical issue for K-12 education. Currently, the battle in Harrisburg on a fair funding formula is already underway, therefore it is recommended that Lancaster stakeholders, including CAP, join these efforts.

Adult Education
Empowering adults through education will take resources that many people may not have access to. These resources include the financial means, childcare access, and/or the time to dedicate to their studies. Post-secondary education institutions should find ways to recruit and support these potential students.

On the whole, the education system should be structured in a way that emphasizes that learning is a lifelong pursuit, and that the education of today should meet the occupational demands of tomorrow.

Photo Credit: Brian Nguyen, CAP

CONCLUSION

"Overcoming poverty is not a gesture of charity. It is an act of justice."

—Nelson Mandela

OVERVIEW

The domain sections provided tremendous insight into the depth, breadth, and complexity of the needs within our community. As we conclude we will share how these domains may intersect, putting people at risk of falling or staying below the prevention line. We'll look at the different demographic groups that may be at risk for being in crisis and vulnerable. After that we will examine how the system can treat people below the prevention line when their needs continue to go unmet. Then we will identify the census tract that has the highest concentration of people in the vulnerable and in crisis categories of each domain. Finally, we will give a summary of all the most urgent needs identified and propose some next steps.

Photo Credit: Brian Nguyen, CAP

Intersections

Perhaps the most challenging part about breaking down issues into broad categories like the domains in this report is that there are so many ways these issues overlap and intersect. A lack of education may mean lower wages or decreased employment. Because employment is often tied to health care, but is also rarely offered in some industries such as retail and food service, a person's education level can indirectly affect whether or not they have access to high-quality, affordable health care. A lack of childcare can prevent a person from becoming employed, but employment is a prerequisite for getting childcare subsidies. Not having a house, and thus an address, can be a significant barrier to any and all of these issues. Finally, without transportation, someone can't get to work, but without a job, they can't buy a car. It's a vicious cycle of deprivation.

Anecdotally, it would seem that a person's status of being in crisis in one domain may jeopardize one or more of the others. As we start to implement this crisis to thrive framework in organizations throughout Lancaster, using the data gained to determine if this is true, and if so, the degree to which it is true, will be critical in establishing initiatives and systems.

Domain Intersectionality Among "At Risk"* Populations

For a variety of reasons, there are several different groups that are more at risk for being in crisis and vulnerable in more than one domain area. These groups are racial and ethnic minorities; immigrants and refugees; children; seniors; people with disabilities; single-parent households; members of the LGBTQ+ community; and people reentering society from prison.

Non-White/Racial and Ethnic Minorities

Due to historical marginalization caused by othering, discrimination, and racism, many people within racial and ethnic minority groups lack the generational wealth necessary to get ahead and thrive in our society. While this was largely covered in the housing section with regard to the history of redlining, racial covenants, and urban renewal, these examples aren't the only ways race can impact someone's economic safety.

Bias in hiring practices as well as perspectives on "professional" decorum have maintained the status quo within the workplace. Many of these standards were set before non-white people (as well as women and openly LGBTQ+ people) were allowed into the office setting. Their proliferation could therefore be attributed more to the norms and preferences of white, heterosexual males who made up the majority of the professional-class since its inception. Many people of these historically marginalized groups, particularly those who are non-white, may therefore feel excluded or confused by these norms, or may have other perspectives and priorities.

For example, in some cultures punctuality is not valued in the same way it is by the professional-class. On the flip side, prioritizing caregiving and family needs above all else is a part of some cultures, but has been taboo in the professional world as work is supposed to take priority over personal duties. This mismatch in priorities and values has led to the continued marginalization of folks of different racial and ethnic identities or of different belief systems.

Other ways non-white people can be more at risk of being trapped in the cycle of poverty is through the structural inequities of the education system. On page 88 we shared that "urban" school districts are more likely to suffer from a teacher shortage, have less funding, and produce worse educational outcomes, as evidenced by the two urban Lancaster County school districts: Lancaster and Columbia. These school districts have the highest concentrations of non-white students out of all the school districts in Lancaster County.

Finally, intergenerational and racial trauma also play a key factor in whether or not non-white populations could be at risk for being in crisis or vulnerable in more than one domain.

Immigrants and Refugees

When some immigrants and refugees arrive to this country, they may have modest means and lack housing, transportation, employment, and a social support network. These needs may be exacerbated by additional barriers to getting ahead for this group, including those mentioned in the non-white /racial and ethnic minorities category as well as language and cultural barriers and credentials from their home country not transferring to the same credentials here.

Children, Seniors, and People with Disabilities

What makes children, seniors, and people with disabilities most at risk of being in the in crisis or vulnerable categories is their lack of means of becoming employed and therefore earning an income. For children, their livelihoods are completely dependent on another person—their parent or caregiver. Many seniors and/or people with disabilities may not physically or mentally be able to work, could face discrimination in the hiring process or in the workplace, and/or may

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*We are using the term "at risk" here to denote having a high likelihood of being in crisis or vulnerable in one or more of the domain areas.

have limited positions for which they are qualified or that fit their needs.

TABLE 28

One Adult		
1 Child	2 Children	3 Children
Annual Total $56,711	$70,452	$90,177
Hourly Wage $27.27	$33.87	$43.35

Single-Parent Households
Using the living wage data from the safe category of the economic mobility domain we can see that there can be significant financial challenges for a single-parent household. (Table 28) This level of economic safety may not be attainable for many single parents, particularly if they lack post-second-ary credentials. Map 33 shows the census tracts with the percentage of single-parent family house-holds with children living below the poverty level. The tract with the highest rate is in the southeast-ern part of the county, often referred to as "Solan-co." This area has a poverty rate of 71.1 percent for single-parent households with children.[211]

LGBTQ+ Community
As we mentioned on pages 19 and 42, the LGBTQ+ community's areas of greatest need are in addressing diseases of despair, social support, and housing. Although there is less of a sigma for this group than there has been historically, it still exists and can make this population more at risk for being in crisis or vulnerable.
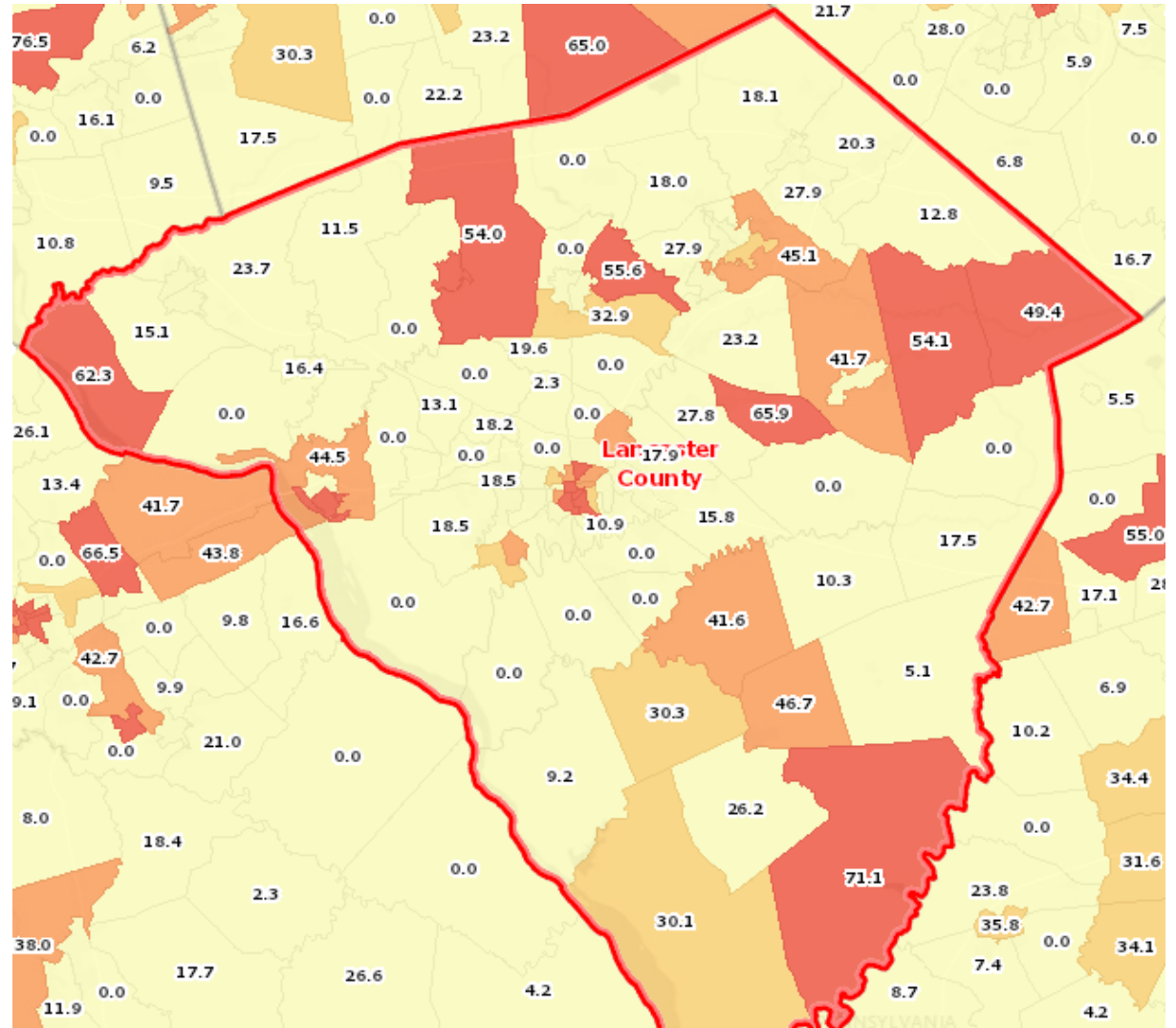
Reentrants
One group that can be most impacted by the intersections of these domain areas are people who are reentering society from prison. In order to be released, a reentrant needs a place/address

to be released to. Some reentrants may have been homeless before incarceration, so finding a place to stay post-homelessness and incarceration may pose a real challenge.

If they do secure housing it is not always the most stable. Sometimes a family member or friend will agree to allow them to live with them, but only temporarily. This touches on another

MAP 33 | PERCENTAGE OF SINGLE-PARENT HOUSEHOLDS LIVING BELOW THE POVERTY LINE

issue reentrants face upon release: lack of social support. Depending on the circumstances, a person who is incarcerated may have burned bridges within their social support network before entering prison or their time away may put a strain on their relationships.

Additional social support issues those who are or are formerly incarcerated may be dealing with are ACEs. CAP's Reentry Coalition Coordinator, Carrie Kurtz, estimates that most, if not all, incarcerated individuals that enter Lancaster County Prison have at least four or more ACEs, and many likely have all 10.[212] Any pre-existing trauma is only exacerbated by the trauma they witness within the walls of the prison. Strip searching, solitary confinement, total lack of control or autonomy, and other forms of dehumanization and punishment can all be traumatizing in their own right and can trigger and compound traumas from earlier in that person's life.

Also, Carrie estimated that roughly 80 to 90 percent of people who enter Lancaster County Prison have to detox,[213] showing that the majority have some sort of addiction associated with the disease of despair.

Many reentrants/formerly incarcerated people lack education. According to a 2003 study released by the US Census Bureau, roughly 40 percent of the prison population has not completed high school.[214] What's more, for many former inmates, technology may have changed significantly in their time in the justice system. Many exit not knowing how to use a computer or knowing what a smartphone or email is, let alone how to use these tools.

The first 24 to 48 hours of release is often called the "crisis period." This is the moment when a reentrant is most susceptible to falling into a bad situation, resurrecting an old pattern, or reoffending. For instance, if they were using drugs before entering prison, their dealer may be waiting for them upon exit.[215] If they have no transportation or technology they may also reoffend by missing a meeting with a probation or parole officer. This crisis period is a moment of great transition for the formerly incarcerated. They are going from a highly regimented, structured, and controlling environment, to what may feel like an open field. Most people when faced with any major life transition struggle for the first few hours, days, or even weeks to find some sense of normalcy. One can only imagine what an extreme transition it may be for someone exiting prison with little to no education, prolonged isolation from society as a whole, degraded social support systems, little to no permanent housing options, no job, and degraded health due to deferred maintenance. Holistic support strategies must be employed during this time to help prevent reentrants from reoffending.

At this point it may be tempting to say "who cares; these people are hardened criminals," but that perspective is not rooted in justice. If a person commits a crime and does their time, they should not be branded for life. Moreover, when we look at who is involved in the justice system we start to see that the determining factor on whether or not someone is incarcerated is less about if they committed a crime and more about their lack of access to resources.

The Justice System

While we've looked extensively at the needs within the community, and the organizations and assets that help to meet that need, evaluating what happens when these entities are unable to get people across the prevention line into the safe category is critical. The use of the word safe is very intentional here, to communicate that safety is a product of having needs met. Safety is living in a house with no environmental hazards with people that you love or at least treat you well. Safety is being able to afford the things you need, and being able to learn something new without being distracted by worry and distress. Safety is infrequently experiencing traumatic events, and/or having the means to utilize healthy coping mechanisms to complete the cycle. To be safe is to be above the prevention line and should be the lowest point our society should allow people to get, let alone stay for decades. Unfortunately, too often this is not the case. As we will see in this next section, poverty plays a key role in whether or not someone interacts with the justice system. This is referred to as the "poverty-to-prison pipeline." First we will go over the complicated mechanisms by which justice is supposedly served, then we will explain the difference between the civil and criminal justice system. Finally, we will take a look at how someone in crisis or vulnerable in the different domain sections may be more likely to interact with the justice system.

Poverty-to-Prison Pipeline

The poverty-to-prison pipeline is the mechanism by which someone with less means may also receive less justice. That is, the less money someone has, the less access to lawyers that can fight for

"For if you suffer your people to be ill-educated, and their man-
ners to be corrupted from their infancy, and then punish them
for those crimes to which their first education disposed them,
what else is to be concluded from this, but that you first make
thieves and then punish them."

—Sir Thomas More

them, the less likely that a verdict will go in their favor. This happens in myriad ways but for this report we will look at the plea bargaining process and the civil justice system as well as how being in crisis or vulnerable in the domain sections contributes to the risk of being incarcerated.

Plea Bargaining and "Assembly Line Justice"
Plea bargaining is a tool that many prosecutors use to expedite the criminal justice process. It is a means of negotiation—wherein the person accused of the crime is told that if they plead guilty before the trial their sentence will be lessened. In part due to the high volume of charges, 95 to 97 percent of convictions in the country are done through plea bargain.[216] This can be effective if the person is indeed guilty, but it is becoming increasingly clear that the overuse of this tool has led to coercion, prosecutorial lying, manipulation of evidence, circumvention of the constitutional right to a fair trial, and ultimately many wrongful convictions. In fact, "Of the nearly 3,000 wrongful convictions revealed since 1989—a fraction of the number of wrongful convictions overall—20 percent were innocent people who pleaded guilty."[217] Having limited financial means and therefore not having access to a good defense lawyer can only increase a person's likelihood of falling victim to this type of assembly line justice.

Racialized Justice
Race plays a significant role in who is incarcerated. Even though Black and African American people make up 13 percent of the US population, they make up 40 percent of the prison population.[218]

The racial inequalities of the justice system become even more clear when looking at plea deals. According to the Equal Justice Initiative, in felony cases "white defendants were 25 percent more likely than Black defendants to have their most serious initial charge dropped or reduced to a less severe charge; Black defendants were more likely than whites to be convicted of their highest initial charge."[219]

The contrast is even more stark when it comes to misdemeanors as the same source reports: "White people facing misdemeanor charges were nearly 75 percent more likely than Black people to have all charges carrying potential imprisonment dropped, dismissed, or reduced to lesser charges."[220] The misdemeanor system in particular has led to significant carceral bloat as an estimated 13 million charges can be attributed to "behaviors such as jaywalking, sitting on the sidewalk, and petty theft."[221]

Civil Justice System
Most people are familiar with the criminal justice system, but the civil justice system can also create hardships for individuals and families, often requiring more time, money, and other resources than the family has.

The following legal processes fall into the civil justice category: eviction, bankruptcy, domestic violence, consumer fraud, divorce, job discrimination and wage theft, property damage, and child custody/support. According to a report by the Urban Institute, "There are huge civil justice barriers: 86 percent of the civil legal problems reported by Americans with low incomes receive little or no legal help."[222]

Crisis to Vulnerable
For many, the interactions with the justice system, both civil and criminal, are more of a symptom of the issues presented in the other domains—especially for those in the vulnerable or in crisis categories. Domain by domain we will outline the ways in which the people we identified in these categories have the greatest opportunity for interacting with the justice system that have little to nothing to do with committing a crime. In fact, nationwide arrests for serious violent offenses only make up 5 percent of the overall arrests.

HEALTH
Due to the nature of 911 dispatch, many times police respond to calls that are not crime-related. At their best, police are able to recognize when

the person is not committing a crime. Sometimes, however, when police respond to those calls they may not know the signs of either a mental health or physical health issue, and in the worst cases may misinterpret the situation as "suspicious" or even dangerous.

PHYSICAL HEALTH

One of the most notable cases of this was the 1989 Supreme Court Case Graham v. Connor. Graham, the plaintiff, was a diabetic who was having a reaction to insulin and went to a convenience store for some orange juice. The line was too long, so he decided to leave and go to a friend's house. Upon leaving, a police officer who noticed him enter and exit quickly pegged it as suspicious. Rather than allow Graham to respond and explain his "suspicious" behavior, the police officer and his backup officers arrested and injured Graham.[223]

While this was over 30 years ago, there are still stories from across the country of both physical and mental health issues being met with arrest or even violence. A 2014 article by the *Washington Post* outlines nearly a dozen more cases of police escalating a situation due to the inability to recognize someone as diabetic and not dangerous.[224]

MENTAL HEALT,H

A similar case happened in Lancaster in 2020 when Ricardo Muñoz's family called the crisis intervention line to get help for Munoz as he was experiencing a schizophrenic episode. The intervention line directed them to 911. A police officer responded to the dispatch and approached the house. Muñoz then charged the officer with a knife and the officer fired four shots which ultimately ended Muñoz's life. Shortly thereafter, the

family filed a wrongful death lawsuit arguing that the purpose of their call to dispatch was to find resources to help Muñoz get involuntarily committed to a psychiatric facility, not because the family was feeling threatened or were looking for police intervention. Regardless, police are often the first to respond to 911 calls, and how they show up depends on how that call is coded, what training they have or have not had, their ability to regulate their fight or flight response, and what biases may be present for them, among others. For this reason, what was originally a means to get help for a mental health crisis quickly turned lethal.

A recent article in *LNP | LancasterOnline* acknowledges some of the issues using police as first responders to crisis calls can have: "According to various mental health and law enforcement estimates, about 10 percent of police interactions involve a person with mental health issues. Most police officers aren't adequately trained on how to respond, even though they're often the first on scene, whether or not a crime is involved."[225] Further, when it comes to jails and prisons, there are 10 times as many inmates with severe mental health challenges than there are people in mental health hospitals and it's estimated that roughly 50 percent of Americans who have a serious mental illness will be arrested at least once in their lifetime.[226]

SOCIAL SUPPORT
DOMESTIC VIOLENCE

Domestic violence is considered a civil justice issue. While helplines exist and are largely effective at helping people get out of domestic violence situations, many times 911 dispatch is the tool at peoples' disposal. In 2020, dispatch for "domestic

in progress" was the 11th most frequent reason for calling, with a total of 4,900 calls in the county. There were also 916 "domestic just occurred" calls and 540 "domestic not in progress" calls, bringing the total of domestic-related calls to 6,356. Additionally, there were, in total, 1,278 calls for "child-family offense."[227]

Again, police may not always be trained in the nuances of domestic violence situations or how to handle them. This is exemplified in the recent Gabby Petito case, which invoked a media frenzy in the summer of 2021. In a police video that went viral, we see the police responding to what was initially a call about a female, Gabby, being hit by her boyfriend. When the police arrived, they weren't able to recognize the signs of abuse, and at one point posited that Gabby was the aggressor rather than her boyfriend.[228] That mistake/misidentification may have cost Gabby her life.

NEIGHBOR-NEIGHBOR DISPUTES

Many issues that neighbors have with other neighbors are dealt with by the police. While many are resolved out of court, some may lead to pressed charges, fines, or other means of criminalizing private and public nuisances. One of the most common calls police respond to is noise complaints.

CUSTODY DISPUTES

Custody disputes are also a legal issue that can often be decided by who has the most money or most connections for the best lawyer and not necessarily what is in the best interest of the child. These battles can also be long, drawn out and expensive processes.

HOUSING
HOMELESSNESS

Anti-loitering laws, curfews, and no trespassing laws are all some of the methods that can be used to criminalize homelessness. Sometimes these charges can result in jail time, and other times in fines. Regardless, the effect of these methods only further entrenches someone in homelessness as they may be unable to get out from under the stigma of having a "record" to get a job or housing in the future.[229]

EVICTION

Eviction is a legal process that goes on someone's record, even if an eviction isn't fully processed via the law. If a landlord so much as files for eviction, that is enough for it to land on someone's record. Often the record is applied to everyone within the household, including children. This can make it more difficult for a person to find housing in the future. If the eviction is granted it can also be very costly as landlords often add more fees than what is owed in back rent which significantly sets the evicted household back financially, making it harder to find housing that they can afford.

ECONOMIC MOBILITY
FINES AND FEES

Fines and fees for all sorts of issues and services can lead to greater legal issues. From traffic/parking violations and unpaid turnpike fees, to collections fees when bills go unpaid, the great irony of fees and fines is that if a person is unable to pay them, they are then charged with a higher fee or fine. If it continues to be unpaid, it could lead to a warrant and jail time. Essentially, as Ronald Goldfarb, former Justice Department attorney wrote in

The Price of Justice, "The fine system creates are regressive tax policy where fines leveled against poor defendants fund the public defender, court, parole, and police systems that incarcerate the offender."[230] Fees and fines can pile up, turning misdemeanors into felonies and jail time.

BAIL

Regardless of whether or not a person is innocent or guilty, if they are charged with a crime, they will be detained until bail is posted. Bail is a nominal fee that is imposed on those who are charged with a crime and at least 10 percent must be paid to have someone released. According to a report by the Brookings Institute: "Two-thirds of the jail population and one-quarter of the total incarcerated population consist of pretrial detainees."[231] That translates to about 460,000 people who are locked up for the sole reason that they cannot afford to pay bail.[232] This creates a form of debtors' prison, where the indigent[†] are treated as guilty before ever being proven as such.

BANKRUPTCY

For some people who are living under crippling debt, bankruptcy seems like an option for a fresh start. In some instances, however, individuals are unable to file for bankruptcy because they cannot afford to. That is, in order to file for bankruptcy the filer needs to pay a lawyer, mandatory credit counseling classes, and other associated fees. These costs can add up to hundreds, even thousands, of dollars.[233]

RELATIVE DEPRIVATION

In criminology terms, relative deprivation refers to a person's lack of resources to maintain the standard of living of their peers or neighbors. This is separate from absolute depravity, or poverty, in that it is less about one's ability to meet basic needs and more about how their lifestyle measures up against others.

A 1999 paper published in the *Journal of Social Science and Medicine,* entitled "Crime: Social Disorganization and Relative Deprivation," concluded that the strongest indicators of criminality (specifically violent crime such as homicide, assault, and robbery) are relative deprivation (measured by income inequality) and social disorganization (measured by social capital).[234] Rationally, this makes sense. If a person sees themselves as having less than their neighbors, and have no relationship with those neighbors, they are more likely to view those neighbors as a means to an en —enhancing their economic situation—rather than as someone they care about.

EDUCATION
K-12: SCHOOL TO PRISON PIPELINE

As mentioned on page 96, the many incarcerated individuals have lower levels of education. According to a blog post which references a 2003 report by the Bureau for Justice Statistics, "State prisoners are twice as likely as the general adult population to have a grade eight or less education." In the federal system, the failure to exceed grade eight is two-thirds higher than the general population. Of those who only had an 8th grade education or less, 30 percent had a learning disability,

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[†]   The term used in legal settings to describe someone who is experiencing poverty

and nearly 25 percent had a speech disability. For those inmates who had some high school, 35.8 percent had a learning disability, while 33.9 had a speech disability. Combined with what we know from the education section on teacher shortages for special education, these figures suggest that there is a failure to either recognize learning and speech disabilities within the school setting or to provide adequate support, resulting in the punishing, rather than supporting underperforming students.

Black, Hispanic/Latino, and poor students are more likely to be impacted by the school-to-prison pipeline. Some of the mechanisms by which schools lead to incarceration are juvenile delinquency, suspensions and expulsions, and the proliferation of school resource officers.

Delinquency and "Pre"-Delinquency
Juvenile delinquency refers to behaviors associated with criminality and participation in illegal activities by people under 18 years old. A whole host of factors can contribute to a child's risk of being delinquent, from poverty, to being raised in a single-parent household, to household dysfunction even within two-parent households, to mental health issues, and even pre- and peri-natal factors. When some of these factors are present in a child's life, but the child is not exhibiting delinquent behaviors, it is called "pre-delinquency." Pre-delinquency arguably labels a child as "a problem" before they've even done anything wrong.

Suspensions and Expulsions
Suspensions, expulsions, and other means of educational punishment also contribute to the school-to-prison pipeline and reinforce the divide between how white and Black students are treated.

According to McFadden, et al., in the paper they wrote entitled "A Study of Race and Gender Bias in the Punishment of Handicapped School Children," "Even though Black pupils accounted for only 36.7% of the disciplinary referrals, they received 54.1% of the corporal punishment and 43.9% of the school suspensions, but only 23.1% of the internal suspensions."[235]

School Resource Officers
Two bills in the 90s paved the way for federal funding to schools to increase police presence in schools: the safe schools act and the 1994 crime bill. While the expressed purpose of these resource officers is to provide a greater sense of safety for both teachers and students as well as improve police-community relations particularly with youth, those objectives are best achieved when the educational infrastructure is robust. On the other hand, if the educational infrastructure is lacking or the community blighted, school resource officers may be more inclined to use the tools more readily at their disposal: arrests, prosecution, and sentencing.[236]

The Welfare System's Role in the Poverty-to-Prison Pipeline
Finally, the welfare system can also play a role in the poverty-to-prison pipeline. In 2016, fraud was identified in less than 1 percent of SNAP cases. Regardless, social safety nets have seen a significant increase in surveillance of welfare recipients, intruding on their privacy and often deterring them from continuing to seek the help they need. They do this through fingerprinting and other biometric imaging, drug testing, and even home surveillance.

Many of the actual fraud cases are likely more of

a response to the cliff effect. As we explained on page 70, for many families the combination of wages and assistance still isn't enough to get by, or if it is, it's only for a limited time. Therefore, someone may choose to work an under-the-table job, not report other assistance, or report another wage earner in the household in order to address the lingering gap between their household expenses, public benefits, and their wages.

In California, one of the most stringent states for welfare fraud, receiving an overpayment, even if it is the fault of the administrative office, can also lead to a loss in potential future benefits by 10 percent, request of cash repayment through collections, and/or garnishment of wages.[237]

Changing the Tide of Public Perception
A final aspect of this poverty-to-prison pipeline worth addressing is the way in which public perception can be a formidable force when presenting solutions. If society views these issues as individualistic problems, not serious, and/or moral failings, it is much harder to offer solutions that will address the root causes. Further, these beliefs are often propped up by stereotyping, prejudices, and other biases. For this reason we will share the results of a recent survey conducted by the Center for Public Opinion Research on the public's views on diseases of despair/drug and alcohol addiction.

We will use this as an example to shed light on the need for more education on all issues outlined in this report: trauma, mental health, poverty, domestic violence, and homelessness, and the ways they can lead to incarceration, as well as demonstrate that changes in perspectives are possible.

From Criminality to "Disease of Despair"
A shift in perspective from criminality and punishment to disease of despair and treatment happened as there was an uptick in midlife mortality for non-Hispanic white people from these issues from 1999 to 2013. Previously when non-white communities suffered from substance use issues, the answer was increased criminality, including fines and incarceration.

Consider the crack cocaine epidemic in the 1980s to 1990s. In the two decades prior, massive shifts in the economic landscape from good-paying jobs in the manufacturing and transportation industries to service oriented jobs, and the relocation of factories from cities to suburbs left many less-educated African Americans in inner cities without work nationally.[1] However, those who were afflicted were met with criminalization charges rather than treatment.

In their book, *Deaths of Despair and the Future of Capitalism*, Anne Case and Angus Deaton draw a line between the causes of the crack cocaine epidemic in the 1980s and the opioid crisis we are seeing in working-class non-Hispanic white communities today. They state, "A fundamental force in both cases was the long-term loss of working-class jobs, for Blacks in northern cities in the 1970s and for less educated whites across much of the country more recently."[238] These findings lead us back to the findings about complex trauma and poverty. When a person lacks financial means to get by and meet their physiological needs, keeping them in a constant state of crisis leads to chronic stress and complex trauma. Increased chronic stress and complex trauma often lead to numbing,

which can lead to substance abuse and depression. Thus, people get trapped in a vicious cycle of despair. What is needed to address these issues are better systems for not only treatment of the diseases, but also treatment of the cause: despair.

Public Perception
Better treatment starts with a change in public perception and reducing stigma. A public opinion survey about mental health and drug addiction was recently conducted by the Center for Public Opinion Research for Lancaster Joining Forces with Penn Medicine Lancaster General Health. Nearly 600 people were surveyed. Of those surveyed 92 percent believed that drug and alcohol addiction can be a problem for anyone; however, only 56 percent believed that it is a medical illness. Further, 56 percent believed that drug addiction can be attributed to "a lack of moral strength" but 85 percent disagreed with the question "Do you think those who seek treatment for drug and alcohol addiction are basically weak people who can't quit using drugs on their own?"

These findings seem contradictory and may signal that although some attitudes could be shifting around drug and alcohol addiction, there is still a lot more educating that should be done in this area.

Justice System Conclusion

The issues with the justice system and the imbalance of access to proper adjudication combined with societal biases towards non-white and indigent defendants are vast and overwhelming topics to attempt to cover in a report like this. With that said, the purpose of this section was to give a cursory overview of some of the systemic issues present within the justice system and how they disproportionately impact low-income and non-white individuals and communities, and how a change in public perception can help create better, more just systems moving forward.

Through the evidence in this section we are arguing the following:

1) Trauma cannot fix trauma. Incarcerating someone is to inflict trauma upon a person who is likely already traumatized.

2) Fining someone more does not fix the fact that that person could not pay to begin with.

3) Incarcerating someone for not having a home is a perverse form of public housing. It is unsafe, expensive for the state, and unlikely to change their situation upon release due to the increased trauma and continued lack of resources that the individual has faced.

4) Someone who is struggling within the classroom is likely doing so for a reason, and punishing them will not address the underlying issue.

5) Justice is neither blind nor free in America.

Not only is the current system not free, it is very expensive. According to a 2012 VERA Institute report, prisons cost the Pennsylvanian taxpayers $2.1 billion, with an average annual cost $42,339 per inmate.[239] This figure is only attributable to costs associated with running a prison, and does not include all of the ways taxpayer dollars are being spent across the entire justice system. If poverty, lack of education, and untreated health issues are among the reasons why someone either interacts with the justice system, the solution should lie in treating these issues, not exacerbating them.

Therefore, now is the time to reverse this trend and start investing in the communities that have seen so much direct disinvestment for so long starting with the areas most in need.

"While lawmakers and the public seem unwilling to devote tax dollars to providing cash benefits to the poor, there seems to be great willingness to spend money to police the poor–even when doing so appears economically inefficient or ineffective."

—Kaaryn Gustafson,
The Criminalization of Poverty

CRISIS TO THRIVE WRAP UP

Geographic Area Most in Crisis

As we analyze data by census tract across multiple domains, patterns begin to emerge. In all domains, tract 9 is one of the most in crisis relative to the rest of the census tracts. In this section we will break down the tract domain by domain, analyzing of the challenges and strengths that are present in this area.
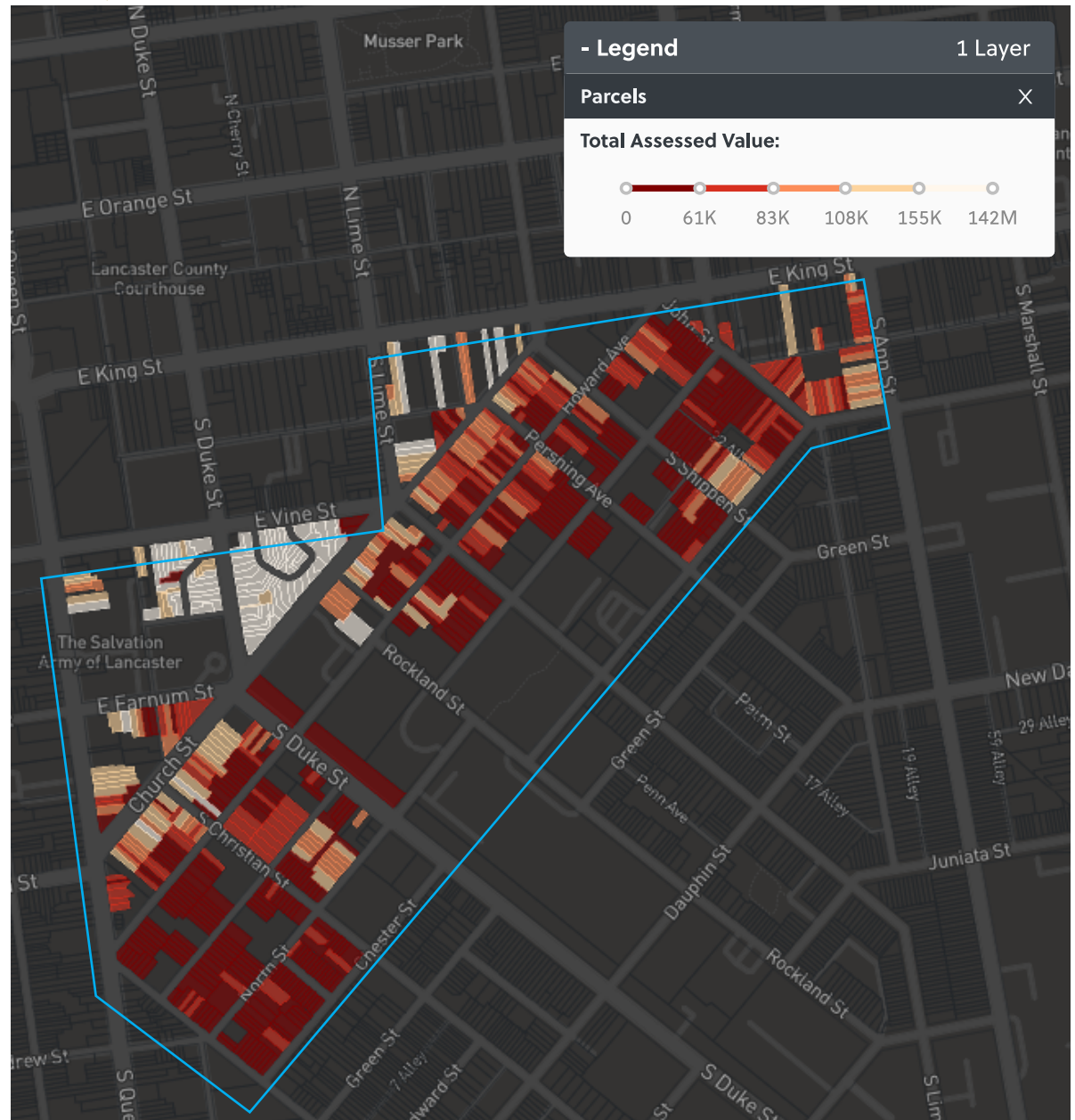
HEALTH

As we saw in the health domain, this tract has, by far, the lowest score on the Health Equity Index, making it the most in crisis.

HOUSING

In the housing domain we also saw that this tract was the second highest in substandard housing in the county. Moreover, the map to the right shows the property values for the residential properties in census tract 9. As we look at the housing data, we are able to see that this tract is not as homogeneous as it may seem. There is a big dividing line at Church Street, where the northern area of this tract has home values well over $200,000 with many homes in the $400,000-$600,000 range. Compare this with the values of the houses south of Church Street. Nearly all of the residential properties in this area are assessed below the $155,000 mark. There are 523 properties in this area that are assessed below the $83,000 mark, while 75 percent of those properties are below the $61,000 threshold.[240]

Therefore, not only is Census tract 9 one of the most in crisis in terms of the domains we have set in this report, it is also has one of the starkest contrasts between wealthy and poor.

MAP 34 | ASSESSED VALUE OF RESIDENTIAL PROPERTIES IN TRACT 9

Map Source: Building Blocks, City of Lancaster

ECONOMIC MOBILITY

The average household income for this tract is $33,509,[241] which is the lowest of any tract in the county. This tract also has the highest poverty rate in the county at 47 percent.

EDUCATION

Of the 98 census tracts, tract 9 is the 5th lowest in terms of residents having a bachelor's degree or higher with only 10.4 percent of the population having one. Those with only a high school diploma[242] total 39.7 percent which is in the mid-low range of census tracts.

Demographics of Tract 9

The demographic makeup of this tract is 22.3 percent Black/African American, 61.6 percent Hispanic/Latino, and 13.2 percent non-Hispanic white.[243] This tract has the highest concentration of Black people/African Americans in the county.

Of all the households in this tract, 57.9 percent are single-parent[244]—not the highest in the county, but still very high.

In spite of the fact that incomes, health outcomes, and educational attainment are among the lowest, if not the absolute lowest, there is also a big divide in home valuation which likely means a big divide in incomes and educational attainment. The assessed values of the properties give a clue as to where within this tract the greatest need is located.

Tract 9 Assets

Many of the dark gray areas on the map on the previous page are non-residential and/or tax-exempt properties, where many nonprofits and churches are located. These assets include the following social service agencies:

- Salvation Army
- Crispus Attucks Community Center
- The Mix at Arbor Place
- Spanish American Civic Association
  - Tec Centro
- Lancaster City Housing Authority
- Tenfold
- Church World Service (CWS)
- Hillrise Apartments

The following churches and places of worship are located in tract 9:

- Bethel African Methodist Episcopal Church
- River's Edge Ministries
- Crossroads Mennonite
- Iglesia Catolica San Juan Bautista
- The Light of the World Church
- In the Light Ministries
- Iglesia Pentecostal Tabernaculo De Reunion
- Saint Paul's Church of God in Christ
- Temple Faith
- Church of the Father, Son, and Holy Ghost

MAP 35 | TAX EXEMPT PROPERTIES

There are also several small businesses within this census tract as well, from bodegas to restaurants to hair salons and one credit union.

Through the Block by Block program, the City of Lancaster's Office of Neighborhood Engagement has done considerable work on Howard Ave—a street within this census tract—to foster more social cohesion among residents on this street as well as address concerns and issues present in this area. This was a great start, and building upon that momentum in a strategic way will be vital to ensuring that the residents of this area get the support they need.

Next Steps for Tract 9

This tract should be one of the main geographic focus areas moving forward. There are a lot of issues, but there are a lot of resources present to help address these issues. Collaboration among partners is already happening, but ensuring that this collaboration is addressing the specific community within tract 9 is also key. That would require not just collaboration—a willingness to work together—but also intentional and strategic collaboration among partners and residents—in order to best meet the needs in this part of the community.

Data-Informed Strategy

The data in this section gives us a pretty good idea of where to start and what some of the more mezzo- to macro-level issues are for this area. Additional data such as the number of reentrants or families of incarcerated individuals, refugee/immigrant population, social cohesion score, etc., will help us to drill down even more into the specific needs and potential assets of the people who live in this area.

In summary we are highlighting the top community and infrastructure needs from each domain as well as from the intersectional section. Then we will provide some recommended next steps on the next page to continue the momentum that this report has generated.

Health Needs

Community Needs
- In Crisis: Census tract 9
- Vulnerable: Most census tracts in the Solanco and Pequea Valley areas

Infrastructure Needs
A Public Health Department to track, coordinate, and manage the wide array of biopsychosocial health needs, including increasing trauma-informed practices, addressing environmental health issues, and quantifying the deficit of physicians and health care providers

Housing Needs

Community Needs
- In Crisis: Roughly 2,400 and 4,300 experience homelessness and eviction respectively per year
- Vulnerable: 57,838 households pay more than 30 percent of their income in rent

Infrastructure Needs
Policies that streamline and incentivize the creation of new "missing middle" housing development, fully funded housing assistance through the Housing and Urban Development's Housing Choice Voucher, and/or higher wages so that more people can afford market-rate housing

Education Needs

Community Needs
- In Crisis: 20,090 children under age five need access to childcare, historically underperforming students need greater assistance, and 6.8 percent of people 25 years old and older have less than a 9th grade education
- Vulnerable: Only 18 percent of eligible children receive Child Care Works assistance, 35 percent of 8th grade math students scored below basic on the PSSA, and 35.3 percent of people 25 years old and older have only a high school diploma

Infrastructure Needs
A means to address the structural deficit inherent in the childcare business model, fair funding for school districts throughout the county, and greater emphasis on civic education

Social Support Needs

Community Needs
- In Crisis: 15.8 percent of people nationally have four or more ACEs
- Vulnerable: 45.7 percent of people nationally have between one and three ACEs

Infrastructure Needs
A cross-sector team to monitor, evaluate, and address ACEs is needed for this domain as well as stabilizing parents/caregivers and equipping them with the tools they need to stop the cycle of intergenerational trauma

Economic Mobility

Community Needs
- In Crisis: The poverty rates for Lancaster County, Lancaster City, and census tract 9 are 10.15, 23.9, and 47 percent, respectively.
- Vulnerable: 52,569 ALICE households

Infrastructure Needs
A better system for assistance that doesn't penalize people for earning more wages; jobs that pay higher wages; and more universal access to childcare, transportation, and Internet to give families the tools necessary to thrive in today's economy

Intersectional Needs

Community Needs
- Demographics most at risk for being in crisis or vulnerable: Non-white people, immigrants and refugees, LGBTQ+ community, and reentrants
- Census tract 9 is the geographic area that has the greatest intersectionality of needs

Infrastructure Needs
More capacity to address the full, multi-domainal needs of families to divert them from the poverty-to-prison pipeline

Next Steps

Addressing the various issues that affect people in poverty requires building systems that help people move from crisis to thriving. To effectively make real, lasting change, it is important to utilize short-, medium-, and long-term strategies across these levels simultaneously. Short-term strategies entail getting people immediate help with issues that are most pressing such as food boxes, financial assistance for housing or utilities, and placing people in homes as soon as they lose housing or reenter society from prison. People who are in crisis will often need assistance and support in many areas, so identifying the full spectrum of needs for this population is important. Medium-term is about helping people build the skills and resources to get across the prevention line to safety and stability. Long-term strategies include changing policies and transforming family-systems and workplaces to create a world that gives everyone the chance to thrive.
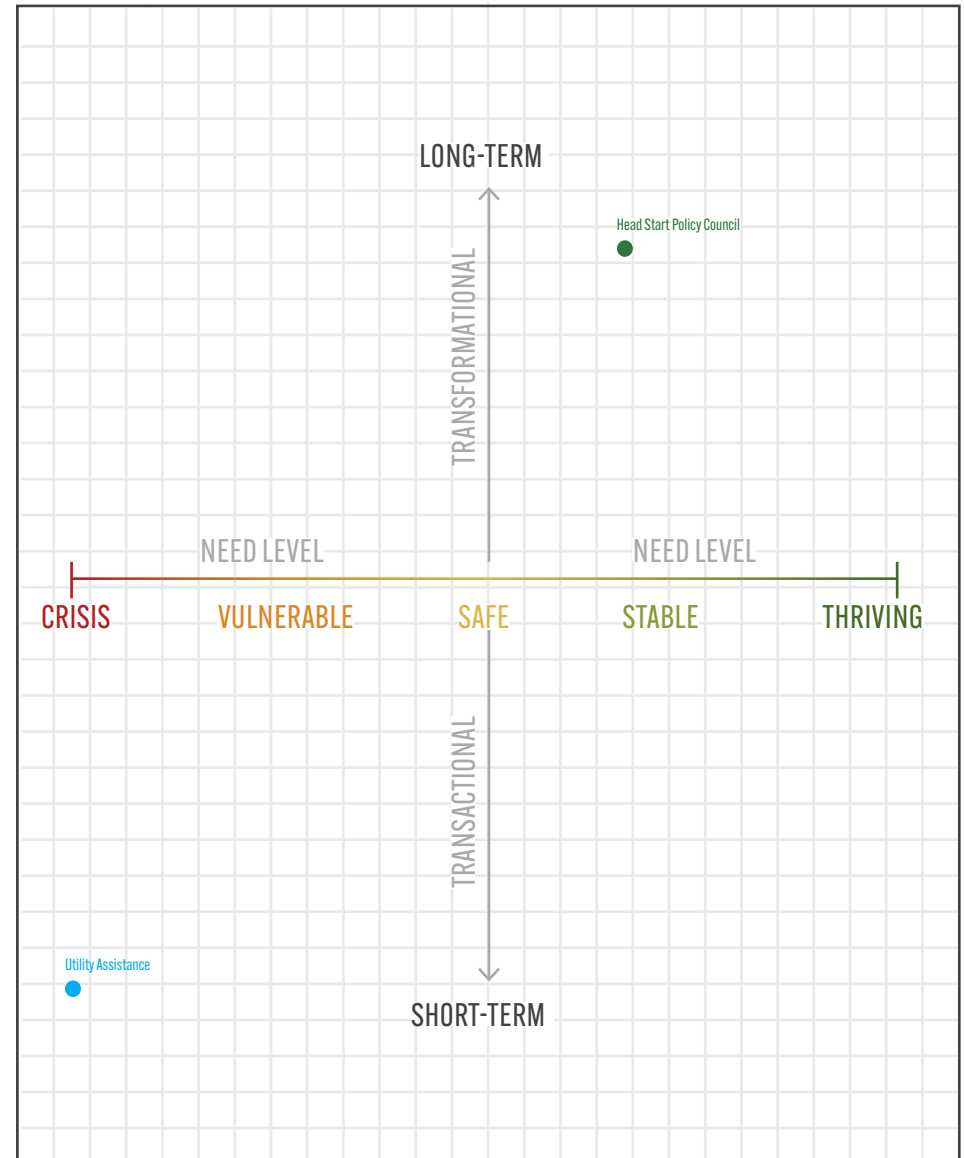
Sector Strategies and Suggestions

In order to do this, it is crucial to map all community programs, services, and initiatives on a matrix starting with where their target client falls on the crisis to thrive scale, and then map where the strategies that program will be using to help that target demographic fall on the short- to long-term continuum. This will help to determine gaps in programs and services as well as which policy issues still need represented.

For example, say there exists a program in the community that provides shelter for the homeless population until they get housed. That would fall in the "crisis-short-term" area. However, if after assessing all the programs and services via this matrix it is determined that no one is dedicated to researching, analyzing, and advocating for policies that positively impact people experiencing homelessness, it is a long-term strategy need.

Thankfully, Lancaster has already done much of the necessary work in creating a collaborative environment by utilizing a collective impact framework. There are a number of organizations that work together

FIGURE 18 | MATRIX

LONG-TERM

TRANSFORMATIONAL

Head Start Policy Council

NEED LEVEL   NEED LEVEL

CRISIS   VULNERABLE   SAFE   STABLE   THRIVING

TRANSACTIONAL

Utility Assistance

SHORT-TERM

to address issues within the community, often as a coalition, network, or committee, many of which are highlighted in this report. One area of potential growth for these groups is increased coordination among partners in order to track community-level needs and outcomes, as well as macro-level coordination that ensures any gaps in services are filled, and any duplicative, competitive services are retooled or eliminated if the demand is not sufficient.

The suggested next step would be to form groups by domain using the data presented in this report as a launching off point for a logic model. For example, one of the organizations in the community assets section should be responsible for tracking and managing the data listed for their crisis to thrive category. Then that data should be reported out to one larger group who will then facilitate cross-category coordination, continually analyzing how well the need is being met, where the gaps are, and what domain-specific policies should be explored. (For a sample visual, please see Figure B in Appendix A.)

An additional inter-domain access group should also be formed to address the barriers keeping people from crossing the prevention line.

Finally, as needed, groups could form around their specific crisis to thrive categories so that those who are the most in crisis, vulnerable, etc., in multiple domains are having all of their needs met.

Agency Strategies
Besides creating a matrix like Figure 18, the agency should also map their programs' and services'

outputs and outcomes back to some of the needs outlined in the crisis to thrive categories. This will help to demonstrate that the agency is getting results and fulfilling its mission of "empowering community, driving action, and building partnership to eliminate poverty."

Additional strategies to consider implementing should be designed with the intention of having the most impact across domains.

Suggestions
One such strategy is to take a two-generation approach (2Gen) when working with clients agency- (and even sector-) wide. This means supporting both the caregiver and child as they embark on their journey toward prosperity. The end of the social support section lays bare this need to do multiple things at once—stabilize the household's financial situation, address the social and emotional health of the caregiver, and equip that caregiver with the tools to tend to the social and emotional health of the child. The philosophy behind 2Gen is in keeping with this suggested strategy.

Ramping up diversity, equity, and inclusion efforts is another key strategy to ensure that the experiences of those who are at the greatest risk of being in crisis or vulnerable are at the forefront of the agency's work. This includes implementing trauma-informed, person-centered practices in every aspect of our agency's policies, processes, and procedures which will help to create an environment where everyone feels welcome, included, and safe. These initiatives may include staff trainings when appropriate such as implicit bias, trauma-informed care, and inclusive leadership.

Policy Strategies
Finally, much of this report points toward policies that may need tweaking or reconsidering. Digging deeper into policies that do address the root issues will be an imperative next step for the agency as well as for our community partners.

Acknowledgments