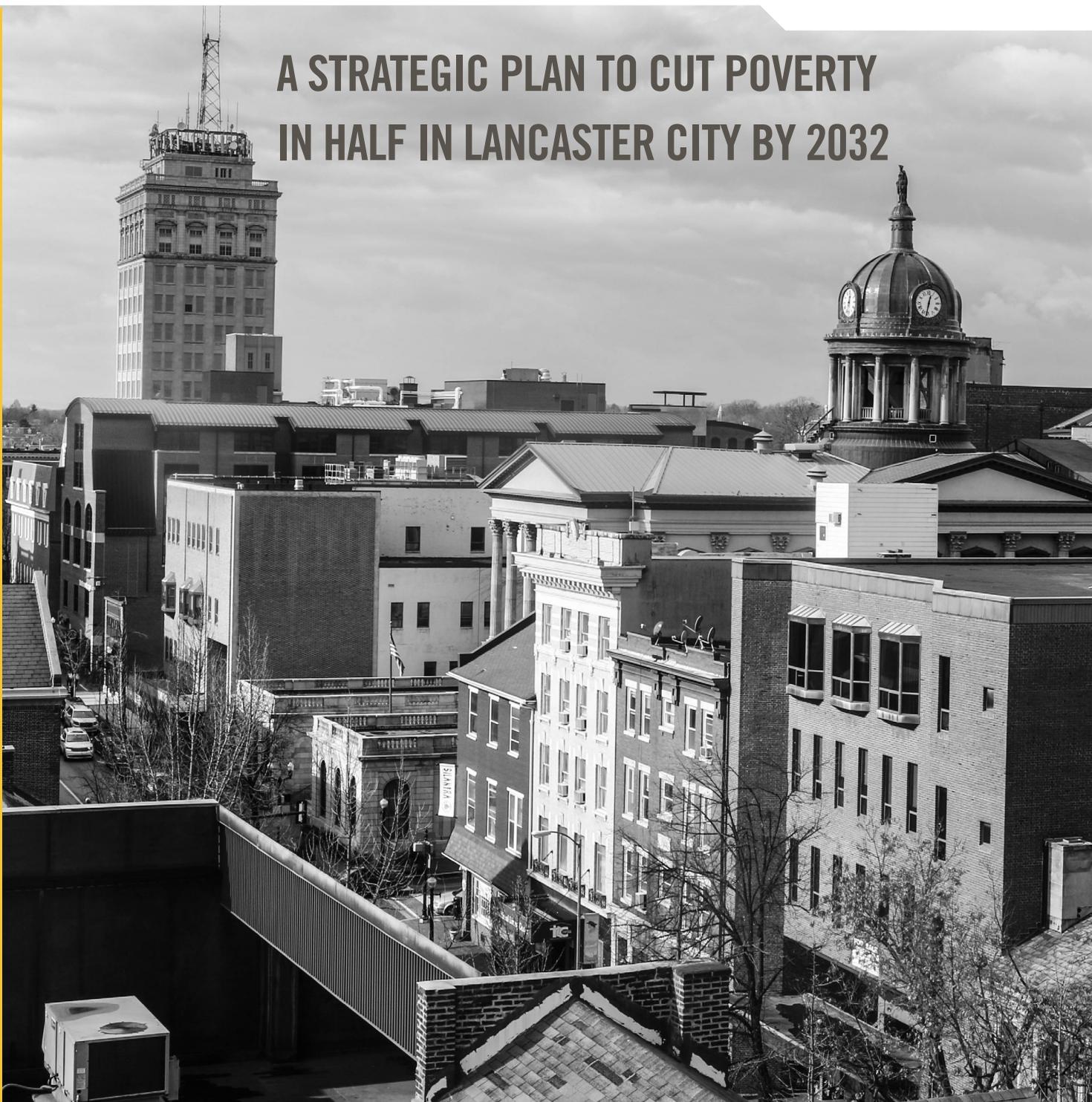




THE MAYOR'S
**COMMISSION TO
COMBAT** **POVERTY**

ONE GOOD JOB

**A STRATEGIC PLAN TO CUT POVERTY
IN HALF IN LANCASTER CITY BY 2032**



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WAYS IN WHICH A COMMUNITY HELPS PEOPLE IN POVERTY

- Enabling -



FOREWORD

The plan you are about to read is not a step-by-step instruction to build a silver bullet for resolving poverty. While people often desire simple, digestible answers to challenges, poverty is complex and will not be solved by any one solution or even set of solutions. It requires strong systems that are collaborative and agile enough to shift for each new challenge.

The plan you are about to read is not an indictment of any community member or group. We are not looking to litigate the past, but rather to set a course for the future. We are all responsible for the current state of our community, and we will all need to take that responsibility seriously if we are to succeed.

The plan you are about to read is not about a new program or intervention. The truth is, almost every time a Commission member or a resident suggested a program that would help, someone else would point out that their idea already existed and which church, nonprofit or government office already offers it. Some of the most impressive evidence-based practices we reviewed were firm believers that specific programs, while necessary tools, are less important than the strength and connectivity of the community and the systems that are established to solve problems.

This plan is a blue print and a series of first steps to build that kind of community and those kinds of systems. It is open-ended enough to allow residents who are struggling with these issues to sit at the leadership table and guide not just the details of the implementation of this document, but also its inevitable and expected evolution. What works on Duke Street may not work on Queen Street. What works in the Southeast may not work in the Southwest. This plan must remain flexible.

This plan is also firm in its insistence that residents who understand poverty best must be at the table shoulder to shoulder with clergy, employers, policy makers, academics and the nonprofits that have initially agreed to be accountable for the process. Every sector of our community must be engaged.

This plan is a call to action: to bring your wisdom and energy to bear on this crucial starting point, and work with us to make this imperfect plan more perfect through your effort. There will be much to do now that this document has been bound and released: specialized action teams to fill with people who can get things done across a broad spectrum of goals. We hope you're one of those people.



LETTER FROM THE CHAIR

December 15, 2016

We have always been known as a generous nation. In times of great need, both at home and abroad, Americans give. That is even more true of Lancastrians. Here at home, our own Extraordinary Give eclipses the outcomes of similar giving days in Counties ten times our size and with median incomes higher than our own. If philanthropy alone was the answer to reducing poverty, we would have solved this long ago.

The truth is, reducing poverty is going to take significant changes in all our systems, from our struggling communities and the people that live in them to our nonprofits, our government and our businesses. At a time when greed is strip-mining our most vulnerable communities and their residents, system changes are crucial. Given our generosity, real systemic change in Lancaster especially would be incredibly fruitful. That said, we should be clear that there will be forces aligned against us.

Predatory businesses like payday lenders currently profit from draining the resources from the families in our community that can least afford to be taken advantage of. Absentee slumlords do the same to our people even as they allow our neighborhoods to crumble, attracting more crime and less opportunity. The worst of our employers pay adults the kind of wages only fit for a high schooler's summer job, and keep them at reduced hours to avoid enrolling them in health insurance.

In the case of each of these poverty profiteers, the bill that comes due is never paid by them. Whether it be a hospital bill because people don't have a medical home, or property taxes because we don't have a diverse enough tax base, or the cost of our criminal justice system because we don't offer and incentivize opportunities for people in poverty to earn family sustaining wages (in fact, our government policies create disincentives), the bill is paid by our taxpayers and by our philanthropists.



Our allowance of greed, classism and structural racism is not only unsustainable, I would argue that it is fundamentally un-Lancastrian. This is not who we are, but it is who we are in danger of becoming if we do not change course.

Poverty is not just a city problem. Two thirds of the poverty in our County lies outside of the City of Lancaster. Poverty is not caused by minorities and immigrants. Two thirds of the people living in poverty in our County are white. Poverty is on the rise in our County, even as it is falling in the state as a whole. We can do better. We can be better.

All of the things that make Lancaster such a giving community also make the strategies and goals of this plan possible. That's because at the heart of generosity is a willingness to share and a desire to build a better world: to change and save lives. And while our willingness to share philanthropically will continue to drive the scale of our work, it will be

our willingness to share at a deeper level that will determine our success or failure.

We must be willing to share the hard work that lies ahead. We must be willing to share our existing resources. We must be willing to share our data and what we know. We must be willing to share opportunity. Ultimately, we must be willing to share accountability, both the credit when we succeed and the blame when we fail.

This is not someone else's responsibility. It belongs to all of us. Perhaps that's what gives me the greatest sense of hope. If any community can come together to move a mountain, not just with financial generosity but with generosity of spirit and grace, it is this community. We all know Lancaster is special. What lies before us is one more opportunity to prove it.

- Dan Jurman, MAR
CEO - Community Action Partnership



INTRODUCTION

In August of 2015, the Franklin and Marshall College Floyd Institute for Public Policy published the report “Lancaster Prospers? An Analysis of Census Data on Economic Opportunities and Outcomes” highlighting that while incomes had gone up in the downtown, they had gone down in all of the surrounding census tracts. This data analysis prompted Mayor J. Richard Gray of Lancaster to create the Mayor’s Commission to Combat Poverty stating the following “Poverty is both an economic development issue and a moral issue that challenges our ideals of social and economic justice and undermines our quality of life.”

Mayor Gray received over 90 applications from people interested in joining the Commission, and by October of 2015 had chosen 12 volunteer Commissioners and 46 volunteer work group members. The 58 people selected (which grew to 60 by January of 2016) represented people from all walks of life; different ages, ethnicities, income levels and disciplines. The only people excluded were individuals from the political sphere, including the Mayor himself, in order to keep the Commission from becoming politicized and to allow it to openly discuss all the causes and effects of poverty, including those that are less politically palatable.

The Mayor provided the Commission with the following charge:

The Mayor's Commission to Combat Poverty will:

1. Conduct a thorough examination of the factors that contribute to high levels of poverty in the City of Lancaster in order to increase our understanding of the realities, challenges, and multiple dimensions of poverty in our community.
2. Recommend policies and practices that can be adopted by government, the business community, service providers, advocates, and individuals to help reduce poverty in our community.
3. Produce an Action Plan that includes specific action steps, priorities, and measurable poverty reduction goals, with a timeline for reaching those goals.

The work groups the Mayor established were as follows:

Barriers & Best

Practices: Identify institutional, systemic, situational, cultural, and behavioral barriers to achieving financial self-sufficiency. What has been done by other communities to reduce poverty? What specific actions, policies, or programs have been successful?

Access to Capital:

Social & Financial: Examine the impact of public and private sector wage and hiring practices on poverty. What resources are available for small business start-ups? How does financial literacy, credit rating, predatory lending, etc. contribute to poverty?

Core Services: Is healthy food, quality housing, adequate health care, transportation, and child care accessible and affordable for working families and single-parent households? To what extent does unmet need for these basic essentials contribute to growing poverty?

Education & Training:

Are our residents job-ready? Are we training for the job market? Do we take full advantage of apprenticeships, mentorships, and internships? What are we doing to provide opportunities for those re-entering our community from prison?



Funding for the work of the Commission came in the form of grants from the Lancaster County Community Foundation, Franklin and Marshall College and cash and material donations from ASSETS and the Community Action Partnership of Lancaster County. Two staff were hired in November of 2015 to carry out the day to day work of the Commission: an Administrative Coordinator and a Research Associate. The work of the staff was augmented by over two dozen interns and volunteers from Franklin and Marshall College, Millersville University and Penn State Hershey.

The process for the work included orientation and training for the Work Group and Commission members between November of 2015 and January of 2016 followed by seven months of data analysis, review of best practices, webinars, and meetings that took the following form:

- Commission meetings: monthly for 14 months to examine local data, review best practices, and incorporate findings into an action plan with timelines and accountabilities for implementation.
- Listening tour and community events: engage residents in each quadrant of the city with community conversations and Commission attendance at existing community events.
- Public Hearings: four meetings to hear expert testimony and elicit public opinion on each of the four areas of focus.
- Work Group meetings: five facilitated review and brainstorm/workshop sessions after each hearing to develop findings and prioritize best practices and actions.

As a result of this process we collected more than 400 survey responses, hosted more than 500 people at four public hearings, and had in-depth conversations with more than 100 Lancaster residents who are currently living below the poverty line to discuss their most pressing issues. We've been in churches, schools and community centers, and we've met with students, seniors, immigrants, adults in workforce training, and citizens re-entering society from prison. We've also looked at poverty commission reports from 11 cities, including Richmond, Virginia.

From the beginning, Mayor Gray expressed his desire for the Commission to be both action and goal-oriented. The work was never intended to be just one more in a long line of reports that would identify the problem and then sit on a shelf. As such, he set the following goals for the Commission:

1. Policy-makers, service providers, business community, and the public have an increased awareness and understanding of the scope, nature, and consequences of poverty in the City.
2. The business community, service providers, advocates, and those experiencing poverty are engaged in creating a plan of action.
3. Specific action steps that the community can take to help alleviate and reduce poverty are accepted and prioritized.
4. Measurable poverty reduction targets and goals are adopted, along with a timeline for reaching those goals.

While many core issues were crystal clear and showed up again and again in the data, community conversations and brainstorming sessions, how to



“What can we do now to combat poverty?”

Dan Jurman, Chair



move those issues in the right direction is less so. It will require taking risks and trying new approaches if we want new results. While there will be trial and error, that process will be bolstered by ten guiding principles derived by the experiences of our community as well as the best practices from successful anti-poverty interventions from around the Country. Those guiding principles are as follows:

1. **Collective Impact:** collective impact occurs when organizations from different sectors agree to solve a specific social problem using a common agenda, aligning their efforts, and using common measures of success.

Core Components:

- A. Common Agenda - coming together to collectively define the problem and create a shared vision to solve it.
- B. Shared Measurement - agreeing to track progress in the same way, which allows for continuous improvement.
- C. Mutually Reinforcing Activities - coordinating collective efforts to maximize the end result.
- D. Continuous Communication - building trust

and relationships among all participants.

- E. A Strong Backbone - having a team dedicated to orchestrating the work of the group.
2. **Public Health:** public health is the science of protecting and improving the health of families and communities through promotion of healthy lifestyles, research for disease and injury prevention and detection and control of infectious diseases. Overall, public health is concerned with protecting the health of entire populations. These populations can be as small as a local neighborhood, or as big as an entire country or region of the world.

Public health professionals try to **prevent problems from happening or recurring through implementing educational programs, recommending policies, administering services and conducting research** – in contrast to clinical professionals like doctors and nurses, who focus primarily on treating individuals after they become sick or injured.

3. Genuine Community Ownership/

Leadership: no plan to reduce poverty is going to succeed unless the community residents most affected by poverty can lead it, own it and take responsibility for it. We cannot rely on “lip service” community involvement, but must take the time and invest the resources to engage and develop true, grassroots leadership within the impoverished community and put those leaders at the forefront of our efforts.

“Diverse community members—those most affected by adversity; those committed to improving the lives of children and families; and those ready and willing to offer resources that will support small, iterative layers of change—must engage in hopeful, creative dialogue about how they want things to change, and then begin and sustain the process with small changes that will build into larger transformations.” *Self-Healing Communities: Robert Wood Johnson Foundation – June 2016.*

4. Adverse Childhood Experiences (ACEs):

“Childhood experiences, both positive and negative, have a tremendous impact on future violence victimization and perpetration, and lifelong health and opportunity. As such, early experiences are an important public health issue. Much of the foundational research in this area has been referred to as Adverse Childhood Experiences (ACEs).” *Centers for Disease Control*

5. Building Adult Capabilities: “Science tells us that it is never too late to help adults build up their core capabilities, and that we can have a life-long impact if adults support the

development of these skills in childhood. When adults have opportunities to build the core skills that are needed to be productive participants in the workforce and to provide stable, responsive environments for the children in their care, our economy will be stronger, and the next generation of citizens, workers, and parents will thrive.” *Harvard University*

Social Ecological Model

	Determinants
Individual	Knowledge Attitudes Skills Intentions Values
Interpersonal	Social norms Social influence Social support system Informal social networks Families Work and peer groups Neighbors
Organizational	Organizational: culture, policies, norms, incentives for health, Management styles, Communication
Community	Social resources, Social identity, Relationships among community groups, Community norms, Power structures
Policy	Legislation, Policies, Taxes, Regulations

6. **Personal Responsibility and Systems**

Responsibility: we must balance our focus between personal responsibility for individual decisions made that perpetuate poverty and systems responsibility for policies that perpetuate poverty. Between these two extremes are interpersonal connectivity, organizations and community. We have framed our work within the Public Health “Social Ecological Model” in order to ensure that we are taking action that bears fruit at each of these levels.

7. **Non-Judgmental and Compassionate:**

while we believe that people must be responsible for their own decisions and actions, we also believe that we cannot help people and judge them at the same time. Being compassionate and mindful of the context of people’s lives and choices are strategic decisions to allow us to help them move forward on a different path. We believe in second chances and in every person’s ability to change. We also believe in the Bridges Out of Poverty precept that “no significant change happens outside of significant relationship.”

8. **Equality and Connectivity:**

while divisiveness and segregation have seen their ebb and flow over the decades, the fact remains that we are too inclined to separate each other into races and social classes in a way that perpetuates inequality. We believe that our work will only succeed if we can be inclusive in a way that puts people who have been disenfranchised on an even playing field with every other member of the community and emphasize the things that can bring us together for our common purpose. That means those who enact this

plan must actively speak out against forces like structural racism and NIMBYism which perpetuate poverty in our community.

9. **Objectivity/Data-Driven:** Data will be a central piece of both our decision-making and our determination of ongoing success and failure. Census tract data will be used to help us identify geographic priorities as well.

10. **Hope:** We must work to rebuild hope with and for those who have been left behind in our community. While more difficult to measure, hope may be the most important ingredient if we are to succeed. In order to nurture hope, we must begin by taking action that backs up our words with actions and results and prove to ourselves and to the community at large that reversing the trends of decades-old challenges is possible.

Using these guiding principles to navigate the incredibly complex, embedded and daunting challenges we face as a community has led to the recommendations and endorsements of this plan. Our Commission represents decades of nonprofit and business experience, and thirteen months of wrestling with issues like jobs, transportation, housing, housing segregation, red-lining, childcare, family-structure, teen pregnancy, drug addiction, personal responsibility, racism, institutional racism, municipal politics, county politics, school districts, predatory businesses, and local, state and national policies that perpetuate poverty.

Within our membership were representatives of:

- The Lancaster County Coalition to End Homelessness - the first homeless services provider in the nation to bring both veterans

homelessness and chronic homelessness to functional zero.

- The United Way of Lancaster County - the first United Way in the nation to completely transition to a collective impact funding model.
- The Community Action Partnership and Lancaster General Health - working together with the Coalition to End Homelessness and the United Way to build the nation's first web based, shared, case management database available on a pay-what-you-can basis for all nonprofit social service providers and churches across the entire County. County-wide CaseWorthy will be launching in 2017.

Among 60 disparate voices, we did not always agree with what was a cause of poverty and what was a symptom. People could rightly doubt the veracity of our process if we had. We did agree on several crucial points. We agreed that we wanted to get as far upstream as possible, attacking the root causes of poverty. We agreed that we wanted to give families the tools to escape poverty, not just make them more comfortable while they're there. We agreed that poverty is not just a problem for the City of Lancaster, but is a County-wide problem. In fact, two-thirds of the poverty in this County lies outside of the City and 66% of the people living in poverty in Lancaster County are Caucasian. We agreed that there is no way to address poverty in the City of Lancaster without addressing poverty in the county as well as acknowledging our shared interests and the opportunities of this moment in history throughout Lancaster County.

What lies within this plan is a blueprint for changing individual behavior, building community leadership and connectivity, strengthening our

organizations, mobilizing our community and actively seeking policy reform that incentivizes work at a family-sustaining wage. **It is important to note that we can't cherry-pick from among these strategies. This is a comprehensive plan, and all of these strategies need to be enacted if we are to succeed.** This plan should also be seen as a beginning in an ongoing cycle of planning, innovating, implementing, measuring results, and deciding next steps.

What we ultimately hope to accomplish, **the reduction of poverty in the City of Lancaster by 50% over the next 15 years**, will not be easy. That said, those of us who spent the past thirteen months contributing our time and our talents to this plan believe it is achievable, but only if we come together and create broad systems changes in a way unprecedented in our community's history. If there is a community that can achieve such a feat, we believe it is Lancaster County.



AN APOLOGY

“

“A lot of what used to be beneficial in our community, in the Southeast, is gone. The Urban League left, homes, jobs -- the kids don’t want to stay anymore because there’s no jobs.”

- July 26, 2016

”

During our *Barriers and Best Practices* public hearing, Thad Williamson, our guest speaker from the Richmond, Virginia Mayor’s Anti-Poverty Commission, advised us to own our community’s sins in our report as a way of opening the door to healing and moving forward together. We thought this was wise counsel. As a result, we felt it was very important to lay out how the Southeast quadrant of the City of Lancaster came to be the home of the highest concentration of poverty in Lancaster County.

In his book, “A City Transformed: Redevelopment, Race, and Suburbanization in Lancaster,

Pennsylvania, 1940–1980,” David Schuyler draws a clear picture of how we got where we are today:

Urban redevelopment transformed Lancaster. The comprehensive revitalization program planned and implemented by the Redevelopment Authority of the City of Lancaster changed the physical shape of the southeast quadrant of the city and, through demolition, destabilized the city’s African American community... Segregation framed the boundaries of the neighborhoods designated for residential renewal, which had a devastating impact on the city’s African American population.

As recently as this past Spring, LNP's Jeff Hawkes brought the story of the City's segregation front and center. In his May 19, 2016 article "How Racial Segregation and 1960s Urban Renewal Embedded Poverty in Lancaster's Southeast," Hawkes describes how red-lining and racism gave minorities in Lancaster few options but the south side of the city while urban renewal concentrated poverty in the same part of the city.

It was a hard-working community that wanted better jobs and greater opportunity. Instead it got change it hadn't sought: Demolition crews in the 1960s razed whole blocks of the Southeast — places where people with a range of incomes lived — to make way for public housing for thousands of Lancaster's poorest residents.

The government called the initiatives of the 1960s "urban renewal." But the Southeast experienced nothing of the sort. Instead, poverty only deepened, and neighborhood cohesiveness collapsed. The impact reverberates today.

But in the late 1950s, Lancaster's civic leaders, residents of almost exclusively white neighborhoods, associated the Southeast not with nice people in nice houses, but with junkyards and pockets of blight. Prodded by federal policies playing out in cities across the country, they chose wide-scale demolition and big housing projects as the remedy.

By one count, 976 buildings, almost all of them homes and many of them habitable and salvageable, came down in the '60s and early '70s, making way for clusters of subsidized projects of bland low-rise and high-rise housing that define much of the Southeast today.

Segregating so much poverty to one part of the city has perpetuated poverty. The futures of the

Southeast and the families who lived there were taken, and were replaced with something much more grim. Today, the Southeast has a poverty rate on par with places like Detroit. While no one serving on the Commission was a part of that urban redevelopment effort or the decisions that were made, it is our responsibility to apologize.

No apology can bring healing, however, while the offense continues. Today, in the twenty-first century, municipalities all across Lancaster County continue to allow pockets of segregated poverty to exist, both in the city and in their own jurisdictions. Creating zoning and other barriers to affordable housing projects near large employers outside the city deepens poverty by increasing housing and transportation burdens on working families.

Segregating poverty to the city also segregates poverty to the School District of Lancaster and creates an unsustainable burden on that district's teachers and students. All this while studies show that high concentrations of poverty in schools is detrimental to all students while integrating impoverished students into more affluent schools has positive impacts on those students with no detrimental effects to the other students attending those schools.

The Century Foundation, which has been studying school integration and its effects for two decades, put it like this in an October, 2016 report:

The case for pursuing these policies is powerful: low-income students in mixed-income schools are as much as two years ahead of low-income students in high-poverty schools; and diversity benefits middle-class students as emerging research has shown that being in diverse learning environments can make students smarter.

We're sorry for the segregation practices that brought our city to where it is today. We're sorrier still for the racism, classism, NIMBYism and short-sightedness that keep our city segregated today. Being sorry isn't enough, though. We'll need your help to push back against these philosophies and policies, and set the south side of the city back on a path toward prosperity. Only then can our apology truly be accepted.



ASSETS

Lancaster City is a jewel in the heart of Lancaster County. While much of the data reveals inequalities and troubles in our community, it's important to recognize that we already have a great community, and much of the means necessary to solve our problems.

Lancaster is a business, culture, and educational center in its own right. We're home to large and growing companies, an increasing number of art galleries, theatre companies, and music venues.

There is a deep ethic of hard work in Lancaster, and a tradition of welcoming others. Church World Services, among others, assists those who come from abroad fleeing violence and privation. Almost

5% of Lancaster County residents were born in another country,¹ but are here because this is a place, traditionally, where effort means opportunity and goodwill means community.

Indeed, we have fallen short of this standard at times, but when we live up to it, look at what we can become: a thriving, if small, regional hub, attracting corporate and political interest from around the world.

Fundamentally, Lancaster County is a place where people belong, and the Commission intends to honor that by ensuring that its opportunity is accessible for all residents. In structuring our future, it helps to take stock of what this community

of thinkers, neighbors, dreamers and doers has already created. It is impossible to mention all of our community assets in a report like this. The following is just a small sample:

Lancaster City Alliance was formed from two existing neighborhood advocacy groups, the James Street Improvement District and the Lancaster Alliance, and is an avenue by which city residents could affect change. They provide ambassadors and clean-up crews for the Northwest and downtown areas, as well as advocating locally and nationally for Lancaster. Their Building on Strength strategic plan charts a path forward for Lancaster into the future.

Mentoring organizations like Exit Lancaster and Children Deserve A Chance work with our middle and high schoolers to keep them focused on their education and help them access internships and post-secondary opportunities. These non-profits reach young people throughout the County and play an integral role in developing our future.

United Way's 211 Network is a comprehensive, 24/7 information and referral service, which includes translation services and connects Lancaster County residents to providers that can meet their health and human services needs. The network is a service of the Lancaster County United Way, which is the first in the nation to move to a 100% collective impact model to maximize the impact of their investment in our community.

Lancaster's charitable food network, anchored by the Central Pennsylvania Food Bank, served 43,000 undifferentiated individuals last year, with the Lancaster County Council of Churches, CAP, and a variety of other churches and non-profits. Community meals, soup kitchens, and other meal programs serve 375,000 meals per year. This

network is an important ally in the fight against hunger.

SACA Development, an arm of Lancaster's Spanish American Civic Association, provides a significant portion of the city's affordable housing, developing "new" neighborhoods in the Southeast area. Partnering with local banks to finance new development projects, and the Workforce Development Board to provide job training and career counseling. SACA Development acts as a community development corporation and a valuable asset for the whole Southeast.

Community Action Partnership, in addition to being the largest social services non-profit in Lancaster County, is Pennsylvania's largest community action agency. Over the past three years CAP has been changing its service model from a siloed, transactional model to a collaborative, relational model. This has culminated in the complete restructuring of the agency to affect greater impact on poverty reduction.

Community First Fund is a community development lending institution that "creates sustainable prosperity for low wealth communities and individuals, especially persons of color and women, by aligning capital, knowledge and advocacy to advance business ownership, housing and community development" in Lancaster and the region. At the end of their last fiscal year, their capital under management grew to \$78.4 million.

Lancaster Housing Opportunity Partnership is focused on housing affordability for low and moderate income individuals in Lancaster. They offer a community home buyer program, a housing resource center, affordable housing development, advocacy and community outreach. Their community organizing efforts in the southwest

quadrant of the city are setting a new trajectory for residents there.

ASSETS is a forward-thinking non-profit that seeks social change through business. By providing would-be entrepreneurs with loans, business counseling, and technical support to clients who would otherwise find accessing such services difficult, they create much needed diversity in Lancaster's for-profit environment. ASSETS also champions a more responsible, community-minded approach to business in Lancaster, certifying benefit corporations through their "Measure What Matters" campaign.

The faith community forms a significant part of public life in Lancaster. Churches, synagogues, and other faith centers help form the backbone of charitable works in Lancaster County, without which many efforts to feed the hungry, provide for the poor, and educate children in the county would be short-circuited.

Lancaster General Health, now part of the Penn Medicine regional health network, is more than just a hospital. From their multiple sites, they advocate for community health, evaluate and analyze needs, provide hundreds of local jobs, and serve as an anchoring institution in our community. LGH is an innovator in their strategic thinking around health disparities in impoverished populations in that they are focusing on social determinants to improve health outcomes.

SouthEast Lancaster Health Services is one of three Federally Qualified Health Centers active in Lancaster County. Serving the city, SouthEast provides a high quality, comprehensive medical home to 22,000 patients, most of whom are uninsured or underinsured.

Lancaster Chamber of Commerce and Industry is a collection of 2200 community-minded businesses throughout Lancaster County. Providing service, leadership, and data to entrepreneurs in Lancaster County, the Chamber aims to leverage "the collective power of this group to weigh in on legislative and community issues that affect Lancaster County's business climate and quality of life."

The Lancaster County Community Foundation provides grants to agencies and efforts that seek to improve Lancaster County, with a particular focus on creative or innovative solutions. Much of Lancaster County's charitable giving and granting is connected to the Community Foundation. Their annual "Extraordinary Give" is Lancaster's largest single giving event, directing millions of dollars to deserving non-profits.

Thaddeus Stevens College of Technology on the east end of Lancaster City, is a 900-student, two-year technical college that trains Lancaster-area students in skilled trades. The college, which has a 111-year history, has a 96% placement rate for graduates, providing its students with a clear path to higher-than-poverty wages.

The High Companies is a diverse group of companies based in Lancaster, Pennsylvania, extending into such industries as steel, construction, transit, real estate and hospitality. With a projected need to hire over 1000 employees over the next 5 years across a wide range of disciplines, the High Companies are engaged in innovating new employee investments, such as support services and transportation solutions, that will allow them to better support current employees while meeting future hiring goals.



THE DATA:

POVERTY IN LANCASTER CITY

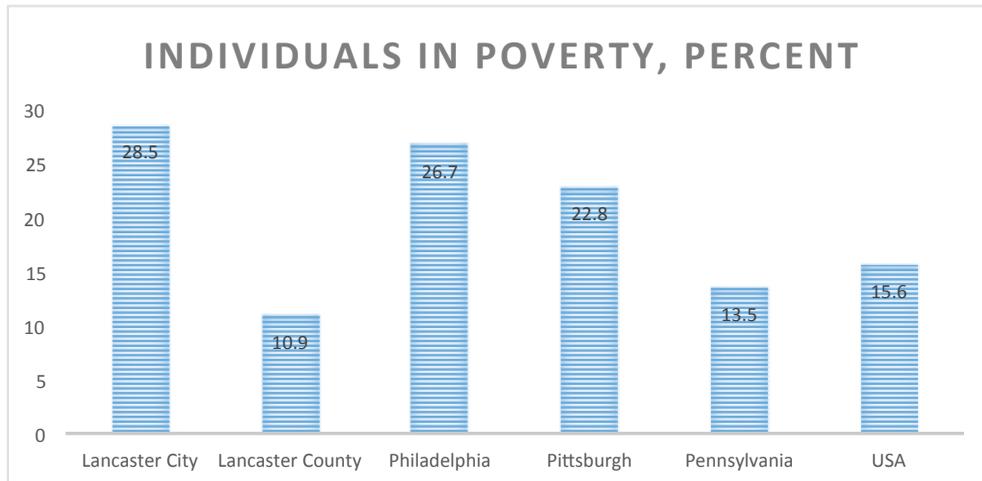
“We need everybody here to put their minds together and try to figure out some way to help the people on the South side of Lancaster.” - public hearing testimony

An accurate description of Lancaster can be difficult to come by. Those unfamiliar with the area may be surprised that there is a city in the heart of Amish Country. Even those that live here struggle to describe its charm, opportunity, and innovation alongside the concentrated poverty that thousands of Lancaster residents face.

Indeed, much of the city was put on alert by Franklin & Marshall’s report from last year. Millions of dollars in public and private investment

transformed the downtown area in a positive way,² and while the city has invested significantly³ in the South Duke Corridor, the South Queen/ Prince Corridors and Cabbage Hill, corporate/ private investment in these areas has been lacking. Investment creates jobs, and where it is absent, community economic development can only stall. At the release of that report, American Community Survey data⁴ indicated that the poverty rate in Lancaster was 31%, higher than Philadelphia or Pittsburgh.

Figure 1 - Poverty by Geographic Area⁵



American Community Survey 2010-14 5-YR Estimates - S1701

Though more recent data indicates a lower poverty rate in our city, the truth of poverty in Lancaster is not fully told by saying that 28.5% of Lancaster residents are currently poor⁵, which is still higher than Philadelphia (26.7%) or Pittsburgh (22.8%).

Poverty does not affect all Lancastrians equally or in equal proportion. Our residents face economic and opportunity disparities along lines of race, gender, age, and geography, and face barriers to educational attainment and employment opportunity.

Poverty is present among different demographics in different proportions. We approach poverty with the belief that effective solutions are not one-size-fits-all, and recommend that others do the same. As such, an understanding of poverty in Lancaster requires an understanding of its prevalence among different populations.

Race

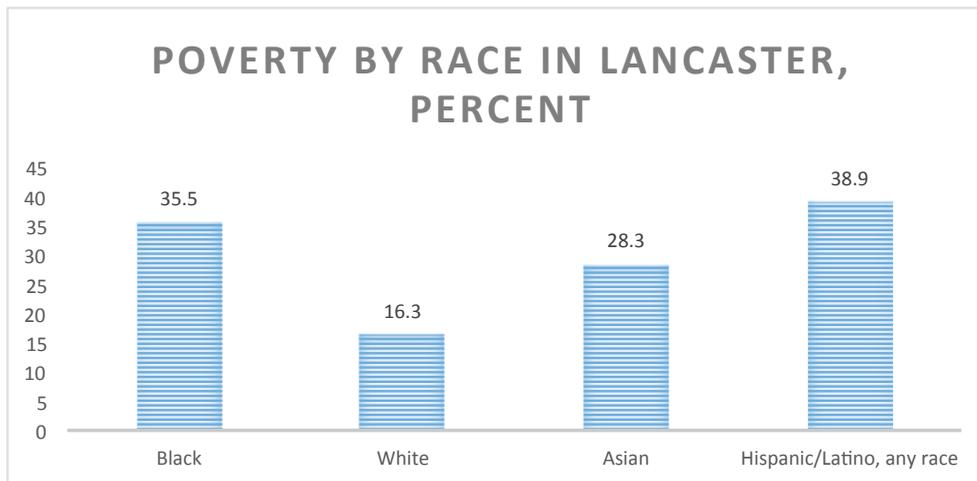
Lancaster city is demographically very diverse - only about 41% (24,468) of the population are non-

Latino whites, and its racial demographics are in flux. Latinos of any race now constitute 40% of the city's population. This is not so much an unforeseen demographic shift, but the next step in a long trend; in 2000, Latinos made up less than one-third (30.8%) of Lancaster City. Currently, African Americans make up 17% of the city's residents.⁶

About one-sixth (16.3%) of Lancaster City's non-Latino white population lives below the federal poverty line. By contrast, 35.5% of the African American population, twice that of whites, and 28.3% of Asian Lancaster residents live below the poverty line, a rate similar to that for the whole city. Those claiming origin from two or more races fare significantly worse, with 45.1% living below the poverty line, almost half of this population of 2,500 people.

38.9% of those claiming Hispanic or Latino origin, of any race, live below the poverty line. These racial disparities, and the preconditions and history which contribute to them, cannot be ignored. In the wake of the economic downturn of the late 2000s, African Americans and Latinos in Lancaster are still

Figure 2 - Poverty by Race⁵



ACS 2010-14 5-YR Estimates - S1701

experiencing higher poverty rates than they were at the time of the 2000 Census.⁷

Concentrated poverty, defined as an area where more than 40% of the area population lives under the poverty line⁸, is “corrosive...setting up a cycle of decline...and an intensified poverty trap,” according to Harvard sociologist Robert Sampson⁹. People living in these areas experience a “perpetual shortage of finance capital, stores, employment opportunities, and institutional resources” and “communities with serious crime, health, and education problems that, in turn, further restrict the opportunities of those growing up and living in them.”¹⁰

Lancaster City Census Tracts that meet this definition (7, 9, 147) are all 49% or more composed of people of color. Taken together, 75.8% of people living in these concentrated poverty tracts are of color.⁵ This segregation, not an accident of history or situation, only makes intergenerational poverty in communities of color more intractable.

Gender

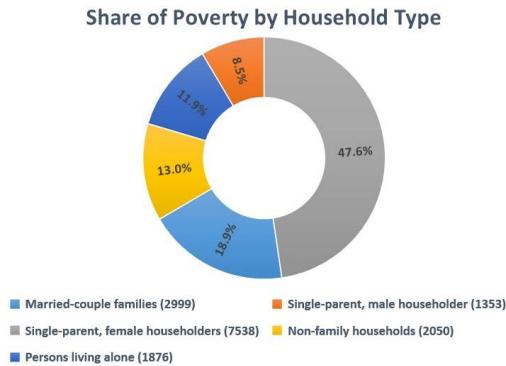
Women and girls make up just over half of Lancaster City. In alignment with state, and national trends, women are more likely to live in poverty than men, across age, race, education, and marital status.^{11,12} Women in Lancaster are slightly more likely to live in poverty (29.7%) than men (27.2%)⁵

While this difference in rate is fairly small, adding children into the equation expands the gap significantly, especially among the unmarried. 48% of all individuals living in poverty are in single-mother households.

Age

Half of Lancaster City is under the age of 30, while 31% of residents are younger than 25.¹⁴ Young people, particularly minors, are disproportionately poor - under-18s are 17%¹⁴ of the city’s population, but make up 40.9%⁵ of those living in poverty - and disproportionately affected by poverty.

Figure 3 - Poverty by Household Type¹³



ACS 2010-14 5-YR Estimates - B17021

It is well-established that the adverse experiences of childhood poverty have consequences that extend into adulthood and across generations, making the resource and education disparities experienced by our children particularly dire.¹⁵ Much of this is by way of what is called “toxic stress,” which can “disrupt the development of brain architecture and other organ systems, and increase the risk for stress-related disease and cognitive impairment.”¹⁶ Children of color experience poverty in higher proportions than white children and are more likely, therefore, to experience toxic stress.

However, 89% of School District of Lancaster students are economically disadvantaged,¹⁷ that is, living in households earning less than 185% of the poverty line for their family size, which is the cutoff for free or reduced-price lunch.

Poverty is also disproportionately common among young adults in Lancaster; whereas adults under 25 make up 21.5% of working-age (18-64) adults,¹⁸ they make up a slightly higher proportion of working-age adults in poverty at 26.5%.¹⁹

**“We’re young so we don’t have much of a say, but we should because we are the future.”
-community conversations**

Employment

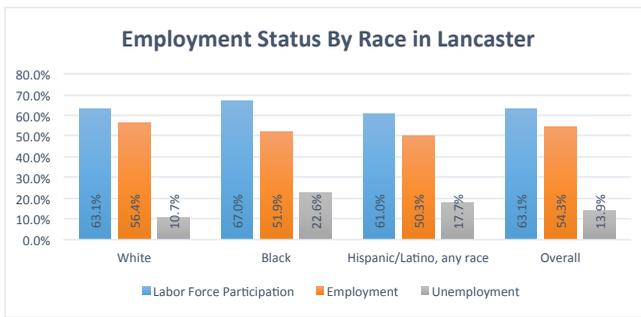
Full-time employment is another strong predictor of whether a person lives in poverty. Among the 10,222 adults living below the poverty level, only 6% of those who reported working full-time, year-round live in poverty.²⁰ It is equally telling that only 8.7% of families where the head-of-household worked full-time live below the poverty line.²¹

Figure 4 - Poverty Rate By Age in Lancaster City⁵

Age	Poverty Rate	Number in Poverty
Under 18	40.9%	6046
18-64	25.3%	8950
65+	15.4%	820

ACS 2010-14 5-YR Estimates - S1701

Figure 5 - Employment Status by Race²²



ACS 2010-14 5-YR Estimates - S2301

According to Census data, 13.9% of Lancaster’s labor force is unemployed, that is, not working but looking for work. Among the poor, 28.9% are unemployed.²² Despite similar rates of labor force participation and employment, unemployment rates are higher among African-Americans (22.6%) and Latinos (17.7%) have significantly higher rates of unemployment than whites (10.7%). This disparity contributes significantly to differences in poverty rates and median incomes.

However, employment does not guarantee self-sufficiency. 38.7%²² of Lancaster’s poor are employed part-time or for part of the year and still live in poverty.²⁰ Especially if a worker is supporting a family, minimum-wage or part-time employment is often grossly insufficient to make ends meet. One worker supporting a family of four above the poverty line needs to work 40 hours per week, at an hourly wage of at least \$11.70/hr.²³ This family would still be thousands of dollars away from self-sufficiency.²⁴

Educational Attainment

Education has long been touted as the solution to inequality. It is prominently featured in the anti-poverty plans of the foremost institutions,²⁵ and though any single-solution approach to poverty is

rightly criticized, education is not to be dismissed.

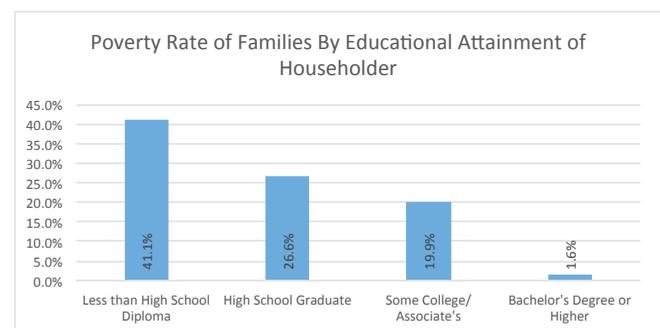
Less than 5% of all Lancaster adults with a Bachelor’s degree equivalent or higher live in poverty.⁵ Less than 2% of all families where the householder has such a degree live in poverty.²¹ The data, shown in the figure below, makes it clear that as education level rises, poverty drops.

When discussing intergenerational poverty, education is unavoidable. Research has shown that early indicators can predict success throughout a child’s academic career,^{26,27} and that these early indicators are linked to socioeconomic status.²⁸

Education remains a challenge for our community and for the nation. The Public Policy Institute at Georgetown University estimates that by 2025, less than a decade from now, 65% of jobs will require some kind of post-secondary education.²⁹ 76.3% of Lancastrians over age 25 lack a post-secondary credential of any kind.³⁰ While trends among the 18-24 population indicate an increase in educational attainment, a significant gap remains, especially, by way of ensuring that current heads of household have the skills to command a living-wage job.

On the whole, women in Lancaster city are better educated than men, with 26.5% and 20.5% having a

Figure 6 - Poverty by Educational Attainment²¹



ACS 2010-14 5-YR Estimates - S1702

postsecondary credential, respectively, though women's median income remains lower and poverty rate remains higher for a variety of reasons. Educational disparities by race are clear, for example 88% of African American over-25s lack a postsecondary credential, as compared with 64% of white over-25s.³¹ Roughly 24% of Latinos of any race have educational attainment beyond a high school diploma or equivalency, compared with 53% of whites.³²

Homeownership

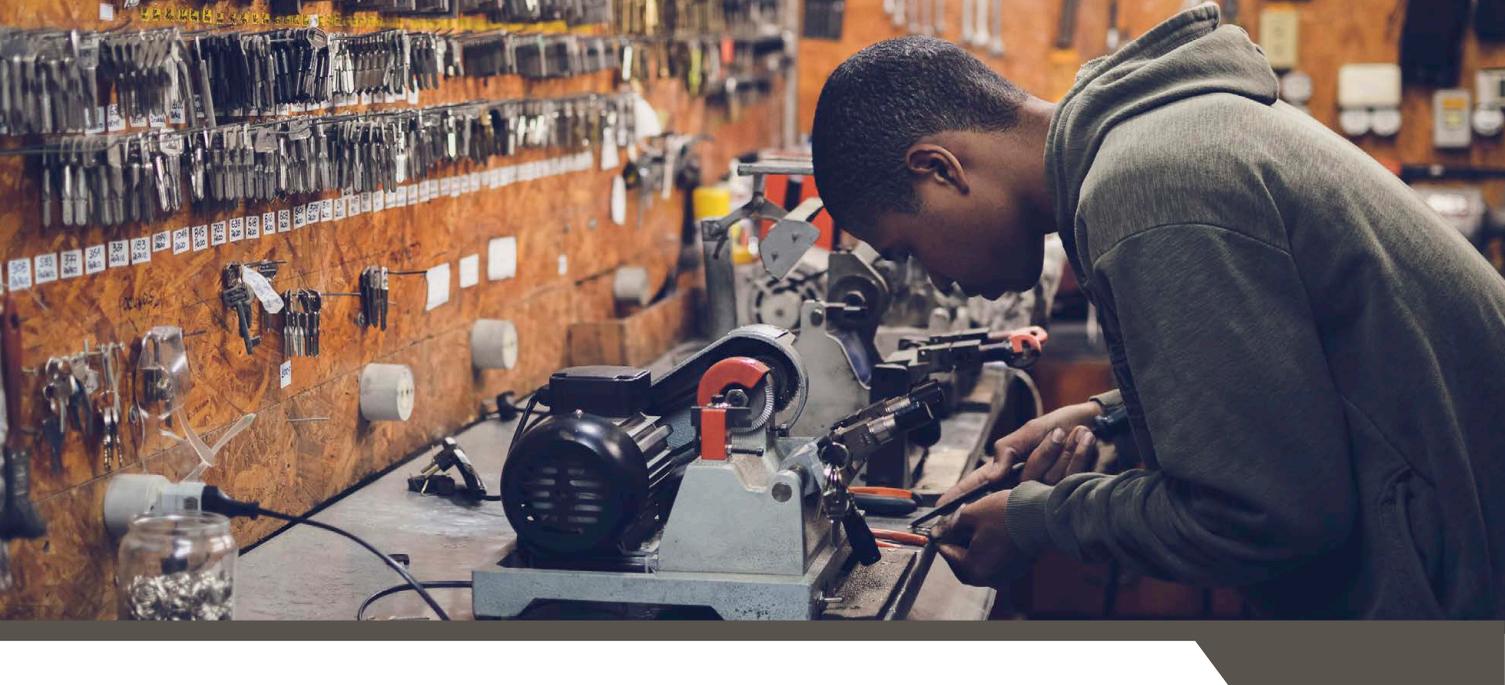
Since 2000, the homeownership rate for City of Lancaster has decreased from 46.5%³³ to 42.8%³⁴, but this has not been an equitable shift. While homeownership among African Americans has remained generally stable over the past 15 years, it has dropped from 32.5% to 25.3% for Latinos over the same period.

Homeowners tend to be relatively better off, with the median income for renters (\$22,878) being \$30,880 less per year than that for homeowners (\$53,758).³⁵ The income gap between renters and homeowners is increasing, being \$11,000 dollars less in the year 2000.³⁶

While Lancaster's poorest census tracts have a smaller gap between median incomes for renters and homeowners, this increased equity is indicative of a weaker economic outlook with these census tracts having lower median incomes, both generally and for renter-occupied households.³⁶

Despite increasing doubt of the value of homeownership since the housing crash, it remains a path to long-term gains. According to the Joint Center for Housing Studies at Harvard University, homeownership "continues to represent an important opportunity for individuals and

families of limited means to accumulate wealth."³⁷ Homeownership is also associated with less tangible benefits, such as increases in neighborhood social cohesion.³⁸



OUR RESEARCH

The Mayor's Commission to Combat Poverty is, among other things, a fact-finding body. Our work from November 2015 has required a variety of research efforts, primarily carried out by the Research Associate and student volunteers from Franklin & Marshall College and Millersville University.

Special credit is due to the F&M Works program and Millersville University's Center for Public Scholarship & Social Change for their significant contributions to our research efforts throughout 2016. More on this can be found in the "Acknowledgments" section.

Much of the research conducted was archival, e.g., pulling out Census Data from the American Community Survey to update statistics on Lancaster City and County, or reading white papers and academic journals to identify best practices. As addressed elsewhere in this report, fact-finding was also conducted by way of public hearings with

testimony by local and national experts. Several other specific projects were undertaken over the course of the past 14 months, and descriptions of two of those projects, and the Commission's Community Conversations, can be found below. Inquiries on other projects completed or ongoing can be directed to the Research Associate.

Food Access Survey

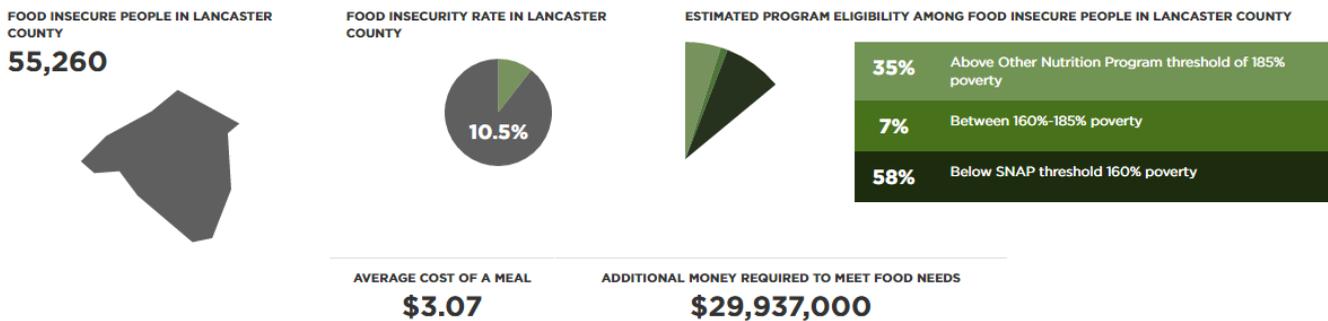
The Food Access Survey was a 16-question instrument based on the USDA's Food Security Questionnaire completed by 207 Lancaster City residents in both English and Spanish. It was focused in the Cabbage Hill neighborhood, as well as the South Duke and South Queen corridors. It was also conducted as a site survey at the Council of Churches Food Bank on North Queen St., and at Commission to Combat Poverty's February hearing. It was administered by student volunteers, with 144

of the survey's 207 responses coming from door-to-door respondents, 53 coming from the food bank site, and 10 coming from the hearing site.

The survey also included questions from a Lancaster General Health Community assessment alongside demographic questions. The survey was designed to dive deeper on food insecurity and illustrate a way that gaps in hunger data could be filled. Feeding America, which maintains food insecurity data for Lancaster County (found below), and for PA's 16th Congressional District, does not drill down to the city level.

low food security, with another 30% indicating low food security. The survey's sample was non-scientific and non-random, with a clear bias toward those living in poverty or in low-income neighborhoods. Therefore it should not be assumed to indicate food insecurity rates in the City of Lancaster, but serve as an example of how more detailed survey work can map the food access, store choice, and food insecurity of Lancaster's Southeast and Southwest quadrants, hitherto unexplored in a quantifiable fashion.

Figure 7 - Food Insecurity in Lancaster County



At the time of writing, this data was also not available from the Hunger Free Lancaster coalition.

Among other items, the Food Access Survey found that cost, distance, and time most stood as barriers to “accessing quality food” with cost predictably ranking first by a wide margin among survey respondents. Despite the relative proximity to all respondents of a smaller grocery store on Queen St., a supercenter store on Lincoln Highway was equally likely to be a respondent’s store of choice for groceries. This finding is in line with previous findings by the USDA’s Economic Research Service.³⁹

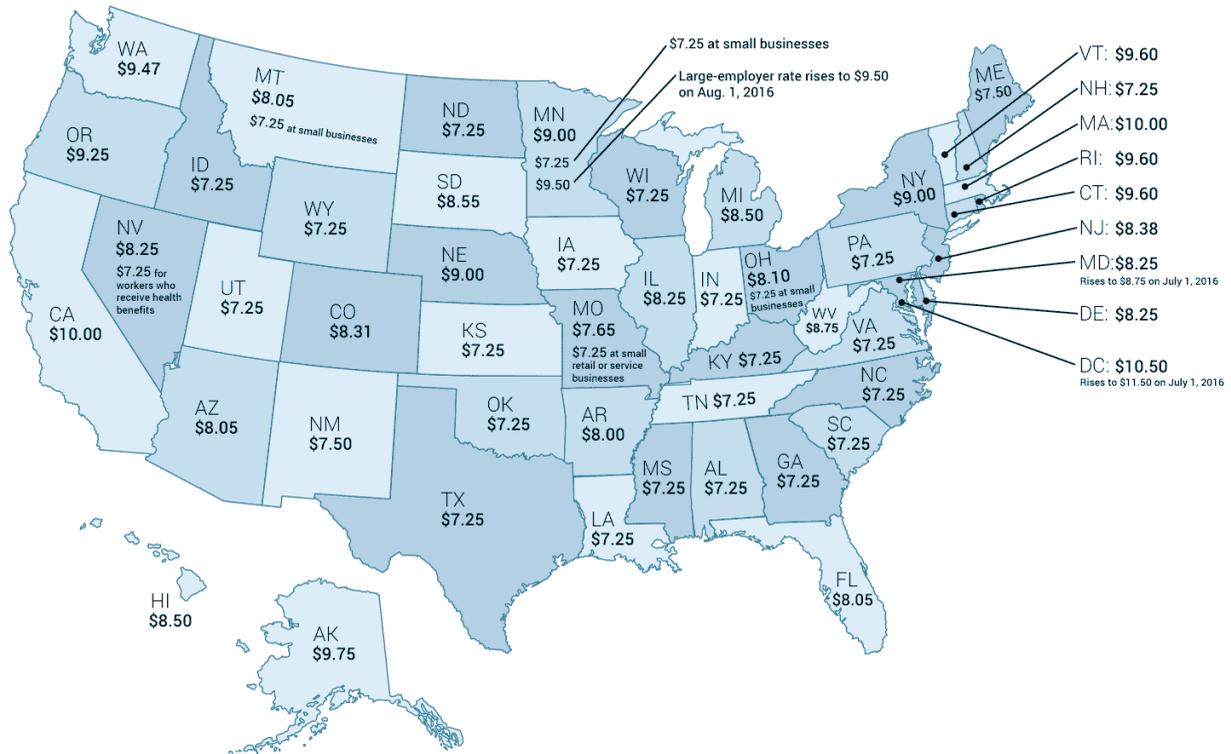
Finally, 25% of respondents to the Food Security Questionnaire portion of the survey indicated very

Minimum Wage Project

Commission interns engaged in a survey of available information on the minimum wage, looking at several elements of relevant research, including:

- Comparative minimum wage levels in mid-Atlantic states
- The effects of moderate minimum wage increases on employment
- An evaluation of minimum wage increase campaigns, and the effects of large projected wage floor increases on employment.

Figure 8 - Minimum Wage by State, 2016



Their general finding was in line with recent findings that moderate increases in the minimum wage do not necessarily increase displacement and that “the weight of [the] evidence points to little or no employment response to modest increases in the minimum wage.”⁴⁰ Similarly, a moderate wage increase “could have a small stimulative effect on the economy”⁴¹ but may not, all told, be the most efficient policy change in reducing poverty due to a variety of factors.

However, increased wages show a clear association with positive health and economic outcomes. Indeed, a paper from Cornell University’s Industrial & Labor Relations School found that a higher minimum wage increases the effectiveness of the Earned Income Tax Credit as a work-incentive, increasing employment and income for single

mothers and very poor families with children.^{42,43} Another pair of papers, from the University of Iowa and Emory University link an increased minimum wage with small but significant declines in low birth weight and infant mortality.^{44,45}

As for large minimum wage increases, such as the \$15/hr minimum wage proposed by many living wage campaigns nationwide, conclusive research is generally lacking, due to the fact that no state or city currently has such a wage at the time of writing. Seattle, with its tiered increase to a \$15/hr wage floor by 2017, has been used as something of a test case. A study on the Seattle Minimum Wage Ordinance by the University of Washington is worth reading, and has found mixed results for low-skilled workers, a modest increase in dollars earned, but a 1% “decreased likelihood of being employed

in Seattle relative to other parts of the state of Washington,” in the context of an overall increase in their employment likelihood.⁴⁶

Given Lancaster’s lower cost of living, an increase to \$15 an hour would be uncharted economic territory. A staggered wage floor increase to \$15/hr by, say, 2020, starting in 2017, would represent a 107% increase in the nominal dollar value of the minimum wage. This would represent, on average, a nominal dollar value increase of 35.6% per year.

For perspective, the Pennsylvania Department of Labor and Industry reported that “The General Assembly of Pennsylvania, in 2006, via Act 2006-112, amended the Minimum Wage Act and raised the state’s minimum wage from \$5.15 an hour to \$6.25 on Jan. 1, 2007, and to \$7.15 on July 1, 2007. The minimum wage had last been raised in 1997. Effective July 24, 2009, the federal minimum wage increased from \$6.55 an hour to \$7.25.”⁴⁷ This is a 40.8% increase over 3 years, or a 13.6% increase in nominal dollar value per year. According to inflation data based on the Consumer Price Index, \$7.25 in 2009 is worth about \$6.81 in 2005 dollars, and so represents a 32% increase in actual purchasing power.

A minimum wage raised to a more moderate amount, at the \$10.10 level commonly proposed - incidentally, 102% of the living wage for Lancaster County²⁴ - is estimated to affect 57000 county residents.⁴⁸ Nationally, the Congressional Budget Office estimated in 2014 that an increase to \$10.10 by 2016 would:

- reduce total employment by about 500,000 workers, or 0.3 percent, as a central estimate
- increase net real income by \$5 billion for

families currently living below the poverty line

- increase net real income by \$12 billion for families living between 100 and 300% of the poverty line
- increase net real income by \$2 billion for families living between 300 and 600% of the poverty line
- decrease net real income by \$17 billion for families living above 600% of the poverty line
- increase overall real income by \$2 billion
- decrease, by 900,000, the number of people living below the poverty line⁴⁹

Community Conversations

Good research on poverty is not always limited to the quantitative. Communicating with those actually living with the barriers to success described in this report is essential.

The community conversations were therefore designed to be small-group conversations among community members, Commission and Workgroup Members, and staff. They were productive, not only in illuminating problems of which the Commission may not have been aware, but also in allowing Lancaster residents to have a hand in crafting solutions that will affect their lives.

These conversations were held in groups of 20 or fewer, at sites all over the city. Having held conversations through the end of the Commission’s term, we met with over 100 Lancaster residents. We addressed several issues, such as hunger, workforce, re-entry, and the housing environment in Lancaster City. Community conversations were held

with residents, in conjunction with the following organizations:

- Bright Side Baptist Church
- Tec Centro
- The Mix at Arbor Place
- The Re-entry Management Organization
- Atollo/Children Deserve a Chance Foundation
- Exit Lancaster
- Washington Elementary Community School

A Note on “Poverty”

From the title through to the very end of the report, the word “poverty” and phrases like “living in poverty” are quite common in this document, and questions have been raised about what exactly that means.

For our purposes, “poverty” refers to the condition of living with an income less than the Federal Poverty Thresholds for one’s household size. It is not to be understood as meaning anything other than this. From the University of Wisconsin:

Individuals or families are “poor” if their annual pretax cash income falls below a dollar amount, or poverty threshold, that the Census Bureau determines using a federal measure of poverty that is recalculated each year.⁵⁰

These thresholds were developed by economist and researcher Mollie Orshansky in 1963, during her time at the Social Security Administration. She based her thresholds on estimates of the costs

of an adequate diet for a given number of adults and children, and extrapolated from there.⁵¹ The thresholds are updated annually based on the Consumer Price Index.

There has been no shortage of research over the past 20 years on the inadequacy of the measure to tell us how families actually live. The Supplemental Poverty Measure, developed by the Census Bureau over a ten-year period, attempts to address many of the levied criticisms. Its calculations go into much more detail about elements of household income and expenditures, namely, “cash income plus non-cash transfers (such as food stamps and housing subsidies) and refundable tax credits minus income and payroll taxes, medical out-of-pocket expenses, and work expenses (includes childcare expenses).”⁵² This is measured against the “33rd percentile of expenditures on food, clothing, shelter, and utilities,” that is, the dollar amount where one-third of American households spend less and two-thirds spend more in these areas each year.

The Official Poverty Measure, by contrast, measures pre-tax cash income against the thresholds mentioned earlier. While it is generally agreed that the Supplemental Poverty Measure,⁵³ and other measures of poverty based on consumption,^{54,55} offer a more accurate picture of households,⁵⁶ it must be understood that the two standards measure different things, not just materially, but conceptually.

The SPM is a measure of relative poverty, a household’s means versus necessary expenditures relative to all other America households. The OPM asks simply “do you earn enough cash to make ends meet?” where the distance between ends is a fixed number. For this reason, the Official Poverty Measure is an “absolute” measure of poverty. In this report, we take the Official Poverty Measure

for several reasons, chief among them being that the most data is available about this measure. The SPM, while made available at the national and regional levels, is not applied to more granular geographic areas unless a specific project is undertaken. The Commission’s research team is not aware of any such analysis for Lancaster County or City, but strongly recommends such a development.

Further, living above the poverty line is not the same thing as being self-sufficient. Many self-sufficiency standards are offered by universities and institutions, such as the Center for Women’s Welfare at the University of Washington.⁵⁷ These standards total the cost of all expenditures by family size and composition, and indicate the wage or income amount necessary to cover them.

The most current such standard is that maintained by the Massachusetts Institute of Technology. Their analysis estimates that an annual income between \$45,000 and \$69,000 is required for a family of four to be self-sufficient, that is, to cover all costs without government assistance.²⁴ Compare that to the Federal Poverty Thresholds, which indicate that a family of four is no longer “poor” at 25,000 dollars of annual income. Clearly, a large gap separates poverty from self-sufficiency. It is for this reason that many public benefits extend to households at 160% (SNAP), 185% (free or reduced price lunch), or 300% (Childcare Works) of the poverty line.

Definitions

Several other terms and phrases find use throughout this document that we thought it important to clarify. They are as follows:

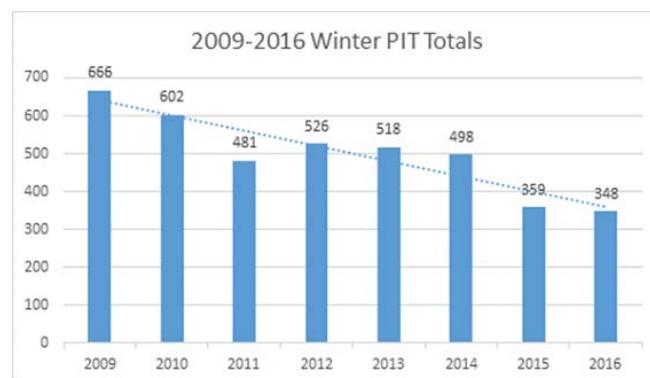
Functional zero - as regards homelessness, a community reaches functional zero when the system can rapidly rehouse all those experiencing

homelessness within 30 days. There will always be people experiencing homelessness, due to a number of factors, so the goal becomes to have structures in place to help those who become homeless, immediately.

The Department of Housing and Urban Development defines categories of homelessness, including veteran homelessness, chronic homelessness, family homelessness, and individual homelessness. Lancaster County currently has the capacity recognized as “functional zero” for both veteran and chronic homelessness.

Overall homelessness has declined significantly in the county, as this figure from the Lancaster County Coalition to End Homelessness shows.

Figure 9 - Point-in-time Counts, Homelessness



Living wage - a living wage refers to either an hourly wage or a total annual income which is sufficient to support a worker and their family. Distinct from the minimum wage, which is a legal wage floor, a living wage will vary by the family size and household structure of the person working. A person being paid a living wage makes enough to pay for their family’s expenses, generally.

“Living-wage employment” can also refer to a standard of employment where wages are significantly above poverty wages, but may not break the threshold of self-sufficiency for larger family sizes. For example, a company paying \$20 dollars an hour (full-time) may be said to be paying a living wage, as this is twice the poverty wage for a householder supporting two or three other people. However, it does not meet the self-sufficiency standard for a family of four, which has its floor at \$45,000²⁴

Recidivism - “Recidivism” refers “to a person’s relapse into criminal behavior, often after the person receives sanctions or undergoes intervention for a previous crime. Recidivism is measured by criminal acts that resulted in rearrest, reconviction or return to prison with or without a new sentence during a three-year period following the prisoner’s release,” according to the National Institute of Justice.⁵⁸

Labor Force - the labor force of a given geographic area, such as a city or county, is the total population of persons both working and those who are not, but are looking for work (**the unemployed**). The **labor force participation rate** is the number of people who are either employed or unemployed, divided by the total population over 16 years of age. The **unemployment rate** is the number of people currently unemployed divided by the total labor force, not the total population.⁵⁹

Cliff Effect - The “cliff effect” or “benefits cliff,” is the situation where a family receiving public assistance (typically childcare subsidies) increases their income, but loses a greater value of assistance than their earnings increase. This effect is thought to discourage families, particularly single mother-households, from moving toward self-sufficiency.

“White” - Though it is often mentioned in the text, where this report refers and has referred to “whites,” or “white people,” it is to be understood as those persons who identify as white but do not claim any Hispanic/Latino identity.

Benefit Corporations - “Benefit Corporations,” for our purposes, are for-profit entities that measure and manage their social and environmental performance with the same rigor as financial performance. These companies may legally establish themselves as Benefit Corporations in the Commonwealth of Pennsylvania, achieve “B Corp” status, a third-party certification for companies meeting rigorous standards of social and environmental performance, accountability and transparency, or measure and improve their social and environmental performance without either official designation.

Neighborhood Group - For the purposes of this report, “neighborhood groups” refers to community watches, civic organizations and other groups that mobilize community members to achieve resident-defined goals in the South East and South West, unless it is otherwise specified.

THE RECOMMENDATIONS

“I think what we have to wrestle with is what is going to lift the families out of poverty? I think there’s a fork in the road and we have to choose which is going to eliminate poverty and which will manage it.”

-Commission Meeting

Over the year of hearings, research, and community conversations, the Commissioners noted a theme emerging: almost all issues could be traced back to employment. Whether it was hunger, housing, childcare, or transportation, each of the barriers that low-income families in Lancaster face are either impediments to accessing gainful, living-wage employment, or consequences of the lack thereof.

The commissioners therefore decided to focus their efforts on employment, and workforce efforts generally. While many of the recommendations may not seem directly connected to workforce development, they all support one or more of the following goals:

- Ensuring that strategic skills training and education are available, streamlined, and affordable, especially to low-income heads of household, so that they can command living-wage employment
- Securing healthy homes for children and families, and educational and social environments that are conducive to future success, which includes sustainable, living-wage employment in their own time
- Empowering families by providing them with supports that encourage work and do not discourage family life

The Commission's theory of change is that connecting heads of households to living wage employment is the most important thing that we can do to break the cycle of intergenerational poverty.

Research shows that the income and education levels of parents are strong predictors of success in their children. A Pew Charitable Trust report on economic mobility found that "the expected family income of children raised in families at the 90th income percentile is about three times that of children raised at the 10th percentile,"⁶⁰ and a study of longitudinal data found that the educational level of an 8-year old's parents significantly predicted that child's educational and occupational success at age 48.⁶¹

Given the median family size in Lancaster City, every parent connected to living-wage employment brings two to three⁶² other people with them out of poverty, lessening toxic stress⁶³ and modeling "achievement-related behaviors."⁶¹ They, in turn, create communities that support success and healthy development. Creating thriving adults in the next generation means investing in their parents and neighborhoods now. All the recommendations should be viewed with this theory of change in mind.

The Commission believes strongly in the need for personal responsibility in decision-making. We also believe that we, as a community, are responsible for one another. We cannot deny the history that brought us to this point, we cannot ignore the ways in which concentrated poverty is self-perpetuating, and we cannot shirk responsibility for systemic problems that discourage success, especially in those systems designed explicitly to help low-income people.

In the sections that follow, the reader will find the Commission's recommendations to combat poverty in Lancaster. Each recommendation will be associated with the goal it was crafted to achieve, and data that supports our belief in its efficacy. It is important that the reader understand that these goals do not seek to correct all the world's ills, but to offer some direction as to how way we can start to clear the roadblocks that help trap people in poverty.

The recommendations are broken up into four focus areas: **Workforce, Education, Housing, and Community**. Under each of these focus areas are a few general strategies, divided further into several action items and next steps in combating poverty. Some of them are immediate, some aspirational. We believe that all of them are necessary.

Our overarching goal is a 50% reduction in the number of people living below the poverty line over the next 15 years. As individual commissioners, we were of many minds as to how to best achieve this goal, but together we offer you the following strategies on which we, the data, and the community members we spoke with agreed.

WORKFORCE

<p>GOAL: Ensure that adults living in poverty are connected to employment opportunities and living wage jobs that allow them to reach their full potential and create a stronger, foundational springboard for their families and their community.</p>	<p>OUTCOME: Through higher-wage, full time employment, at least 3000 adults will lift themselves and their families out of poverty by 2032, cutting poverty by at least 50%.</p>	<p>FOCUS: Unemployed or underemployed adults, with specific attention to heads of household facing barriers such as lack of secondary or post-secondary qualifications, literacy challenges, or re-entry barriers.</p>
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	Year 1	Year 5	Year 10	Year 15
Living Wage Employment	50 families connected	700 families connected	1700 families connected	3000 families connected

A pathway to success for an entire community - a dozen neighborhoods, thousands of people, requires the development of both workforce and work environment. Across the state, employers struggle to fill jobs. For example, a report published in Fall of 2016, indicates that 62% of firms in Pennsylvania struggled to fill positions in skilled crafts labor, with about 40% of such firms indicating that they were struggling to fill salaried positions.⁶⁴ Large firms in Lancaster County echo these complaints, indicating that they can't find or keep employees with the necessary hard and soft skills.

At the same time, the manufacturing jobs that

provided a path to the middle class have declined locally and nationally, and recovery from the Recession of the late 2000s has been uneven. In community conversations, residents indicated a variety of barriers and discouragements to gainful employment, including distance from jobs, low wages, the need to care for children and other family members, the loss of family-sustaining benefits, and in some cases, institutional discrimination.

Lancaster City has 9,470 adults¹⁹ living below the poverty line, very few of whom are engaged in full-time employment. Gaining such employment

requires hurdling significant barriers. Language is a common barrier to employment and job-seeking in Lancaster, with 10% of all city households designated as “limited English speaking” households. Among workers 16 years and older in the City, 3339 spoke English less than very well,⁶⁵ and may experience this as a barrier to advancement.

The Commissioners were particularly concerned with those who possessed post-secondary qualifications, but faced advancement barriers due to language or, having been educated abroad, were unable to find recognition of their credentials.⁶⁵

Re-entry barriers are common: some 6000 adults are released from the Lancaster County Prison every year. While the Commission is not aware of any estimates for Lancaster as a community, as many as one in three Americans have a criminal record.^{66,67} Jobs, and a stable place in the community help to lower recidivism rates and give people an opportunity to put their lives back on course for success.^{68,69}

The need to bridge the gap between jobs and residents is apparent. Higher earned income and/or socioeconomic status, the kind that comes with living wage employment, is linked to better health outcomes, life expectancy, and day-to-day happiness, to a point.^{70,71,72} Poverty is linked to increased violent crime victimization,^{73,74} teen pregnancy,^{75,76} and toxic stress that sets children on a trajectory “for worse lifetime health, lower educational achievement, poorer employment opportunities, and greater risk of involvement in the criminal justice system.”^{77,78}

The costs of poverty, unemployment, and underemployment for both our community and individuals are greater than we should tolerate.

The advantages of our strategy are significant. While connecting a person to a family-sustaining wage may be challenging, every head of household so engaged brings two to three other people out of poverty with them, who enjoy a variety of benefits in self-sufficiency.

Furthermore, they require less in public assistance and have more to spend on goods and services, boosting the local economy. Adults who only need to work a single, full time job to support their families also have more time to spend with those families and to engage in civic life in their communities, reducing the need for nonprofit programs to fill the void.

Connecting families to living-wage employment is at the core of what the Mayor’s Commission to Combat Poverty seeks to do: increase economic opportunity, stability, and ownership in the communities where they are most lacking and, indeed, have been actively disrupted. The workforce strategies that follow aim to do this in two ways: 1) by providing residents with the skills, education, connections and pathways to access a sustaining wage for them and their families and 2) evolving our system to one that encourages and supports work, bolstered by a sustainable employer culture that values accountability to the community and employees as highly as it does profit.

“When adults have an opportunity to obtain employment as a result of achieving high school equivalency, they can begin to move off of public support.”

- April 22, 2016

WORKFORCE STRATEGIES & ACTION ITEMS

Workforce Strategy 1: equip heads of household with the necessary skills and training to attain and sustain higher wage and living-wage employment

- Work beyond the restrictions of Workforce Development Board funding to replicate evidence-based models like those of the Democracy Collaborative i.e. employee-owned businesses, specialized employee placement, on-site training, and wraparound support services for employees beyond job placement - local examples include the Lancaster Food Company, The Stroopie Company, and Revolution Lancaster
- Conduct gap analysis of the workforce system in Lancaster County indicating usage levels, demographics, outcomes, funding streams, capacity and priority given to those in poverty
- Work within a collective impact approach to augment the county workforce system to focus on those most in need who are also most ready to succeed
- Balance efforts between industry needs and person-centered approaches to gain alignment with industry that defines the workforce demands both current and future while at the same time aligning with individuals' passions and aptitudes for sustainability and retention
- Advocate with State Department of Labor and Department of Public Welfare to remove regulatory burdens to improve the system

- Increase access to short-term skill training and literacy programs and align workforce/post-secondary offerings with workforce demands and trends
- Create an immersive English language class and prioritization in existing English language classes for residents from other countries with postsecondary credentials to get them connected to living wage employment as quickly as possible and advocate for statewide fast-track re-certification in as many professions as possible

Workforce Strategy 2: align legal structures, employer culture, and support for new small businesses to create a real path to self-sufficiency

- Advocate for smoothly-tiered, appropriately funded childcare subsidy and alignment of all government assistance programs to eliminate cliff effect and incentivize work
- Advocate for modified subsidies that tier down support for multiple children and incentivize smaller family size
- Create an education campaign and certification to encourage employers to pursue sustainable wage and hiring practices and community responsibility, setting a standard for local businesses
- Reach parity in business ownership by women and people of color, who are statistically more likely to hire other women and people of color within their businesses

FINDINGS

Workforce Strategy 1: target heads of household for skills and training

NIMBLE APPROACH TO WORKFORCE

Analysis of American Community Survey data reveals that the median household size for Lancaster City families in poverty is about 4.13. An approach that focuses on family households provides a strong path for reducing poverty in Lancaster by up to half by connecting 3000 such families with the benefits of living wage employment over the next 10-15 years. The Commission's target accounts for attrition and variance in family size. Implicit in this is widespread strategic skills training for the population to be employed.

The Commission acknowledges that traditional workforce efforts exist in Lancaster, and have met with limited success considering recent economic trends. However, over the course to the Commission's analysis of best practices nationwide, we became convinced that non-traditional approaches to workforce development can find success.

The City of Richmond, Virginia, after conducting an investigation into that community's poverty and workforce, in their own Anti-Poverty Commission, developed workforce infrastructure as a part of the Office of Community Wealth-Building. Confronting an "employment environment [that] can be especially challenging for adults who have been historically disconnected from the workplace," Richmond felt it was important to create an entity with the "agility... to meet workforce demands."⁷⁹

In 2011, Richmond launched the Center for Workforce Innovation, a locally-funded workforce entity that engages in strategic partnerships to provide workforce training and employment networking for Richmond residents. The Center's greatest advantage is that it has its own budget, and therefore its activities and connectivity are less constricted by federal and state funding requirements. To date, the Center has assisted over 600 residents in securing employment, and is accelerating and expanding its intervention, placing 176 employees in fiscal-year 2015.⁸⁰

Richmond's Building Lives to Independence and Self-Sufficiency (BLISS) program enhances Richmond's workforce efforts by providing targeted work and family supports to families on the path to self-sufficiency. The program provides wraparound services to families in transition like financial education, transportation support, childcare assistance, GED and ESL program enrollment, and training in skilled crafts.⁸⁰

The Commission feels that creating an alternatively-funded workforce development agency, could have serious advantages for Lancaster. The goal is not to replace traditional workforce development, but to create an agency or program which can unify workforce offerings in our community, taking advantage of public, non-profit, private, and faith-based initiatives, and create broad and coherent messaging about what work supports are available.

The creation of a Community Development Corporation (CDC) for the county as a whole, with direct connections to housing and community efforts, could fill this role without being subject to the siloing and divisions that disconnect traditional workforce development from the "services some residents require to be able to go to work or participate in training programs - such as child care,

transportation, or health care.⁸¹ Key elements would include:

- Warm hand-off capability with agencies providing the supports that help families achieve self-sufficiency
- A clear, no-cost, point of entry accessible to Lancaster City's low-income communities
- Person-centered connection between aptitudes and job opportunities (Navigation model)
- Deep, agile, real-time partnership with businesses hit especially hard by Baby Boomer retirements, both employees and business owners
- Leadership that includes and is guided by members of impoverished neighborhoods
- Services that continue beyond job placement, regardless of income level (Navigation model)
- Intentional, strategic connection between affordable housing development, economic development at the neighborhood level and workforce development
- Focus connectivity of services on strategic priorities as opposed to traditional, "first come, first served" system

The Commission also recommends a program, as part of this entity, which targets hard-to-hire workers and their families on the model of Richmond's BLISS program, with the aim of connecting 500 families with work barriers to living-wage employment over the next 10 years.

The Commission recommends an initial strategic focus on single-mother households. A recent report from Franklin & Marshall College notes that there are "about 1000 single, working women raising families and living in poverty."⁸² Connecting them to full-time employment at sustainable wages would reduce poverty in Lancaster City by 20 to 25%.

SKILLS, LITERACY & LANGUAGE SUPPORT

At the Commission's Education & Training hearing, and in conversations with the public, the Commissioners were engaged on the prevalence of literacy as a barrier to success in our community. 54,319 Lancaster County adults are in the lowest literacy level, that is, they cannot read and write English well enough to fill out a job application.⁸³ Given this information, and knowing that limited English proficiency is a common barrier in our community, the Commission recommends an expansion of literacy, language, and basic skills programs as well as better connectivity between all existing programs. With expansion, these programs could also benefit some the approximately 500 inmates released from Lancaster County Prison each month, providing skills and lowering recidivism.

Workforce Strategy 2: create real path to self-sufficiency through policy, employer, and community alignment

ELIMINATE THE "CLIFF EFFECT"

One of the biggest challenges to reaching adults not currently in the labor force is skepticism about real potential for advancement. Whether that skepticism comes from lack of perceived job opportunities, previous struggles in the labor market, low wages, or fear that our benefits system will punish them for

“My concern is we are continuing to traumatize our families who are already in need, and we’re telling them, although you are saving your money and doing what you need to do, you still don’t make enough to provide for your family.”

- public hearing testimony

succeeding, it must be overcome if we are to make progress in reducing poverty.

The “cliff effect” or the “benefits cliff” is one salient example of how our system discourages work and advancement, particularly for families with children. Childcare is often the largest expense, and therefore the largest subsidy for families on government assistance. Due to the high cost of quality childcare - estimated at \$7-8,000 annually for one child - families rely on the childcare subsidy to be able to work. The abrupt loss of this subsidy when crossing an income threshold can leave a family worse off for making a few dollars more an hour.^{24,84,85}

While our state legislature has recently made progress on this issue by increasing the eligibility limit for the Childcare Works Subsidy to 300% of the federal poverty guidelines, this change did not come with additional funding support for the subsidy. This allows for families to retain the subsidy longer, and includes a tiered phasing out of the subsidy,⁸⁶ which is good, but the Commission fears that without new funding to match these changes, those seeking subsidized childcare will face longer waiting lists as resources are stretched. Therefore, we

strongly recommend a smoothly-tiered system that encourages work and progress with appropriate funding for all public subsidies, regarding childcare as a priority.

A “TRIPLE-BOTTOM-LINE” CULTURE

Legislative policy is but one way to create a real path to self-sufficiency. Ultimately, a system is made of its participants. Models such as the social enterprise and the “benefit corporation” or “B-corp” model have charted pathways for how businesses can engage environmental sustainability, investment in employees, and profit all at the same time.^{87,88} This is often characterized as a “triple bottom line” - environmental, social, financial - approach to business. One such example is Wash Cycle Laundry in Philadelphia, a bike-delivery laundry service that hires workers coming from incarceration, drug addiction, homelessness, and other difficult situations, and provides them with quality jobs. Wash Cycle,⁸⁹ and other triple bottom line companies like Lancaster’s Two Dudes Painting Company, invest in their employees with living wages, health benefits, and paid sick leave,⁸⁸ and reap benefits in the form of reduced turnover and more productive employees, among others.^{90,91}

The Commissioners are bolstered by examples like these which prove that profit and community responsibility need not be mutually exclusive. Further, we feel that reaching households detached from the labor force involves creating an employer culture, throughout Lancaster County, that lets would-be employees know that the company will invest in their success, and in the communities where they live. We recommend that a public relations campaign be established to inform communities and employers of the advantages of practices like:

- Investing in economic development in low-income communities
- Making real progress toward reducing their environmental footprint
- Hiring workers with barriers to employment
- Providing on-site childcare, or employee transportation
- Investing in workers by paying a living wage

We also believe that employers already engaged in these practices should be rewarded and encouraged, and recommend a certification be created to make the Lancaster community aware of the companies that are engaged and responsible. Locally, we commend efforts like the Lancaster Entrepreneurship Coalition, a consortium of all business development and economic development agencies in Lancaster convened by Lancaster City Alliance and ASSETS. This coalition is employing a collective impact approach and seeking to grow the largest number of equitable and ethical businesses per capita in the country. These efforts can help to set a new standard for Lancaster County, and help convince a waiting workforce that employment is the right choice for their families.

“There’s a lot of research that shows that people who pay their employees well, actually, their businesses perform better.”
-public hearing testimony

Special Note

Transportation barriers came up again and again throughout our work this past year. The drain on time and resources that it represents to families struggling with poverty is staggering. Ultimately, though, we felt that trying to address transportation barriers through the expansion of traditional public transportation options would not be in keeping with our public health focus of trying to go as far upstream as possible to treat causes and not symptoms.

Focusing our energies on connecting people to living wage jobs and fighting against housing segregation in the County are the ways in which we’ll address transportation barriers. People with good, living wage jobs have multiple options when it comes to transportation, and can pick the one that is most convenient for them. People who live in the same town where they work don’t need more bus routes.

While we believe our energies are best spent going right to the core issues, we welcome any expansions in transportation options that come in the meantime: both in traditional and innovative models. During one of our community conversations, one group of residents currently struggling with poverty suggested an “Uber-style” transportation business that employs and is owned by people living in poverty. Some local employers are considering paying for direct shuttles to get their employees to and from work.

We support all of the above, and will work with and support our partners at the Lancaster Chamber of Commerce and Industry, ASSETS and others as new opportunities to expand transportation options and build new transportation businesses emerge.



Sylvia is a single mother. Her son has special needs. She was a statistician for a city in Cuba for eight years. Here in Lancaster she works second shift in a factory for barely more than minimum wage. Her ability to speak English stood in the way of her thriving in Lancaster and contributing her skills and experience to our community. Her need to earn enough money to feed her child and put a roof over their heads stood in the way of her improving her English. Sylvia is working hard, but she's stuck. She needs a system that lets all her hard work get her ahead.

EDUCATION

<p>GOAL: Ensure that our youth can achieve success and self-sufficiency by preparing them with all necessary education and supports, in and out of the school environment.</p>	<p>OUTCOME: Young people achieve the secondary or post-secondary qualifications and awareness of the labor market to acquire living wage-employment as adults. By 2032, resources and capacity will be established so</p>	<p>that all children living under 300% of the poverty line will have access to high-quality pre-k. Concurrently, the percentage of over-25s with postsecondary qualifications will increase to 66.5%.</p>	<p>FOCUS: Youth, from birth to post-secondary completion, especially those in households below 185% of the federal poverty guidelines, or less than \$45,052 for a family of four.</p>
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	Year 1	Year 5	Year 10	Year 15
Pre-K Access	20% access	35% access	65% access	100% access
Post-Secondary Completion	26% completion rate	34% completion rate	46.5% completion rate	66.5% completion rate

A post-secondary education is a strong predictor of future employment and income levels, which, in turn, are strong predictors of health and social well-being. This is more complex than it sounds. It is commonly assumed that a poor education results in poor life indicators, but the reverse is true just as often. Children, especially young children, have difficulty learning when confronting hunger,

poverty, neglect, and other toxic stressors. In fact, research has shown that these stressors impact their neurological development over a lifetime, creating a vicious cycle.^{92,93}

Interventions and support to stem the negative effects of toxic stress are effective throughout the educational career. However, according to

research from the Center for the Economics of Human Development “the optimal policy is to invest relatively more in the early years...but early investment must be followed up to be effective.”⁹⁴

Improving the quality and safety of every educational environment in our community is a shared responsibility, and it must be understood that the home is the first educational environment anyone experiences. Better education is not just teaching students the right things, but preparing them to learn at the next level, all the way to the appropriate level of postsecondary certification necessary to achieve their dreams.

Education is not just a means to prepare for the next steps in life, but a central hub for community. Schools form a key part of a child’s life, and often represent an oasis of safety and stability in at-risk neighborhoods.

The Commission wishes to emphasize post-secondary education as an ultimate goal, but we also want to make clear that this does not simply mean a four-year college degree. While this kind of degree has benefits for those who pursue it, it does not provide the necessary skills for all careers, and meaningful, well-paying positions can be obtained without a college degree. Georgetown’s Center for Education & Workforce estimates that 57% of all Pennsylvania jobs will require some kind of postsecondary education within two years.⁹⁵ The need for post-secondary education is clear, but that education is not necessarily a four-year one. Skilled trades remain valuable, with respectable, above-average median incomes,⁹⁶ and should be considered as young people chart their career pathways.

The Commission makes the following recommendations to address the various facets of

the educational process: early education, primary and secondary schooling, and postsecondary education and training. The School District of Lancaster is responsible for the primary and secondary education of students living within the city limits and in Lancaster Township, and while the recommendations do not give specific direction to the District, they do call for alignment between the district, after school mentoring and enhancement programs, postsecondary institutions, and workforce stakeholders.

Our schools are the trusted guardians of the great potential, aspirations and expectations for our young people. Schools can be sites not just for “book learning,” but the development of academic and non-academic competencies. A school can be a locus of community in its own right. We advocate for the expansion of the community school model, with the knowledge that this will require support from entities external to the school district and with the belief such investments are more than worth it.

EDUCATION STRATEGIES & ACTION ITEMS

Education Strategy 1: enhance and expand quality, early education, Pre-K and childcare offerings in Lancaster County

- Establish system making high-quality, evidence-based Pre-K available and affordable for all families
- Develop programs to empower current and future parents to create healthy home learning environments for children and expand existing programs that do so
- Provide training and support for those

seeking to start, expand or improve existing childcare centers & align evidence-based standards for childcare throughout community using the United Way-funded SAIL model

Education Strategy 2: use community resources to equip, strengthen, and expand educational and supplemental offerings for elementary, middle, and high school students

- Expand community school model to more schools within the School District of Lancaster and equip schools with all the programming needed in their neighborhood to strengthen residents and decrease poverty to include programs outside of the SDOL budget and resident-created and led programs
- Support and strengthen out-of-school programs that provide education, mentoring, and nutrition support for District students & align these programs with SDOL curriculum

Education Strategy 3: 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

- Start the bridge to postsecondary completion at birth by building parent capacity, including the time to invest in their children
- Create connectivity and warm hand-offs at every stage of the student's journey to ensure a clear and stable bridge to postsecondary completion
- Provide holistic support to parents and other

family members who might otherwise short-circuit the student's progress

- Increase communication and coordination between secondary education providers, post-secondary providers, and workforce stakeholders. Link post-secondary goals to future living-wage workforce opportunities

FINDINGS

Education Strategy 1: expand high-quality early education

HIGH-QUALITY PRE-K

When early education offerings are high quality, and provide safe, healthy environments for learning, they can be a gamechanger, especially in the lives of young people from low-income families. The research is clear on this. Long-term studies dating from the '60s and '80s indicate significant benefits for health, social, and achievement outcomes.⁹⁷ The Perry Preschool Project followed 123 low-income students from preschool age through age 40, and found that those who participated in comprehensive early education were:

- More likely to be employed, by 14 percentage points (76% vs. 62%)
- Less likely to have been arrested at any point in their lives
- More likely, among males, to have raised their own children, by 27 percentage points (57% vs 30%)
- Less likely to use sedatives, marijuana, or heroin⁹⁸

A 2011 analysis of this project estimated the return on investment to be 16 dollars for every dollar spent on preschool education for the program participants.⁹⁸

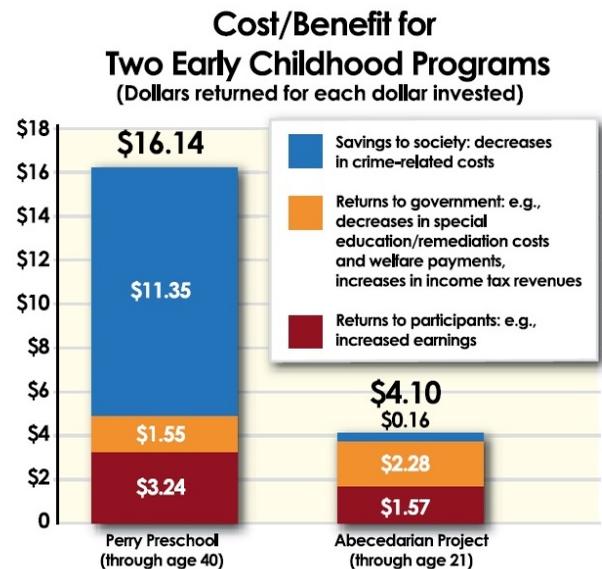
More recent studies in Michigan,⁹⁹ Massachusetts,¹⁰⁰ Maryland,¹⁰¹ Oklahoma,¹⁰² Pennsylvania¹⁰³, and other states show significant short-term gains, with state-funded programs,¹⁰⁴ programs with “intentional teaching, particularly one-on-one and with small groups,”¹⁰⁵ and programs with high quality standards in terms of literacy activities and teacher qualifications resisting the “fade-out” of pre-school gains that has featured prominently in recent literature.¹⁰⁶

The first 5 years of a child’s life are crucial, in terms of their development,^{107,108} and young people in concentrated poverty neighborhoods face damaging stressors and low-input, low-literacy environments. This results in “a cumulative and negative effect on verbal development and achievement” and “may have a greater effect on inequality in school test scores than coming from a low-income family.”¹⁰⁸

The Commission believes that where we can provide a healthy, safe environment for a child to learn, we should, and that broadening affordable Pre-K access can provide that environment for the children who need it most. We therefore endorse the efforts of Pre-K for PA to ensure that “every at-risk child will have access to a high-quality pre-kindergarten program and middle-income families will more easily afford these services for their children”¹⁰⁹ across the state.

Recognizing that we cannot simply wait for the State to make the changes we need for our community, we recommend the expansion of existing early education programs in Lancaster County, such as

Figure 10 - Cost/Benefit for Early Child Programs



Head Start, and those offered by the Lancaster Recreation Commission, and the School District of Lancaster. Emphasizing the importance of family participation, we recommend a cohesive messaging effort among providers of high-quality early education to reach community members and increase participation.

ENHANCING HOME LEARNING QUALITY

The Commission recognizes the prevalence of in-home childcare centers in the Lancaster community. For reasons of cost, confidence, familiarity, and convenience, families may choose license-exempt care provided by friends, relatives, and neighbors. Nationally, this choice is more common among immigrant families, and families of children with special needs.¹¹⁰

To ensure that childcare quality remains high in all such centers, the Commission recommends that outreach be made to providers of in-home childcare. Training and support should be provided, so that parents who choose this option for their child's early education and care can be confident in their child's development.

Similarly, messaging and outreach to low-income families around childcare, especially those living in concentrated poverty neighborhoods, must be improved. Training programs for parents, and home visiting and support programs such as Parents as Teachers,¹¹¹ show credible, positive outcomes for improving home environments, increased healthcare utilization alongside decreased child maltreatment,¹¹² and, increasing third-grade achievement,¹¹³ a predictor of high-school graduation.¹¹⁴ Some of the greatest struggles in early child interventions come in "successfully enrolling, engaging, and retaining families,"¹¹⁵ and so communication and retention efforts with low-income families must be prioritized.

Education Strategy 2: use community resources to improve, supplement school district efforts

EXPANDED COMMUNITY SCHOOLS

A community school is a "set of partnerships between the school and other community resources" with an "integrated focus on academics, health and social services, youth and community development."¹¹⁶ By linking the primary site of a child's education to community events, skills and language training, health and case management services, and nourishment programs, etc., the community school model creates a strong relationship between neighborhood and education. Community schools are as diverse as the communities they serve, tailoring their service

offerings to the needs of the area where they are situated. While these offerings are externally-oriented, the real beneficiary of a community school is the student. By connecting the student and their family with the resources to meet their needs and limiting their points of entry, the community school insulates the student from the distractions and vicissitudes that reduce academic performance and helps them to understand school as a safe, positive environment.¹¹⁷ Students show increased test scores and increased attendance in community schools across the nation, particularly in those schools which make physical and mental healthcare available onsite.^{118,119,120} Burdens on both teachers, students and, ultimately, neighborhoods, are eased.

At the time of writing, the School District of Lancaster has community schools at Reynolds Middle School (where it is combined with the refugee center), Lincoln Middle School, Washington Elementary School, King Elementary School, Fulton Elementary School and Burrowes Elementary School. In a district where 89% of students are eligible for free and reduced price lunches,¹⁷ the Commission feels that the expansion of the community school model is natural and sensible.

The fundamental premise of a community school is that the school can not do it alone. All over the country, community schools rely on on-site partnership with a variety of service providers. We recommend creating community school sites in Lancaster's concentrated poverty neighborhoods, where SDOL schools are certainly present. This is also a recommendation to the non-profits, early education programs, anti-hunger agencies, literacy programs, and community centers to financially support and participate in such an endeavor.

INCREASE LEARNING TIME IN & OUT OF SCHOOL

Whether part of a community school site or not, our students rely on supplemental programs for intellectual stimulation, recreation, and even nourishment. If education is a path out of poverty, then these programs are indispensable. Compared to middle-income peers, low-income students lose thousands of hours to classroom disruptions, delayed-starts, out of school suspensions, or worry about home issues, according to a report on this disparity from UCLA.¹²¹ These effects were the greatest in “high-poverty schools”, that is, schools where the percentage of students receiving free and reduced price lunch was between 75 and 100 percent.

Over the summer, when middle and upper-income children are engaged in stimulation and educational activities, many of their lower-income peers are not. This, too, results in thousands of hours of lost educational time. Looking to studies like Lasting Consequences of the Summer Learning Gap, along with testimony at public hearings, the Commissioners learned just how severe this gap in summer learning time is. Lasting Consequences, a study from Johns Hopkins University, found that of the reading achievement gap between high-SES and low-SES students, “two-thirds of the total, traces to summer learning differences over the elementary years.”¹²²

A collaborative effort is clearly needed to ensure that students from the School District of Lancaster are engaged during the summer months to minimize achievement gaps accumulating over the educational career. Various service providers for programs like these are active in Lancaster, but they do not have the funding or capacity as separate entities to meet the full need in the community.

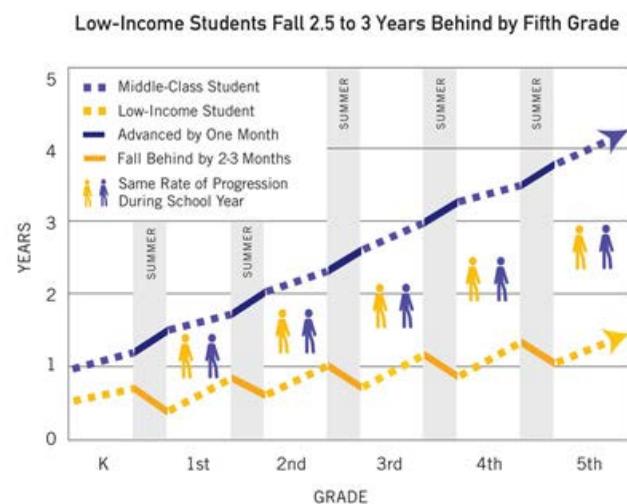
That is why we suggest a collective impact approach coordinated by SDOL that allows various providers to share resources, leverage funding and attract new investments by working together.

Education Strategy 3: structure education, pre-k through post-secondary, to increase connectivity with workforce needs and increase post-secondary completion

ALIGN EDUCATION PATHWAYS

Expanding high-quality early childhood care options, and investing in schools as sites of community will be strong starts for increasing the efficacy of an education in Lancaster, but it cannot be the end of the work. Students rarely opt to pursue skilled trades after secondary education, despite the field’s potential to provide a living-wage. College and other post-secondary options remain intimidating to students. These students need to be exposed to and engaged by postsecondary and workforce stakeholders early in their high school years, if not sooner.

Figure 11 - Summer Learning Loss



Source: Cooper, H., Borman, G., & Fairchild, R. (2010). "School Calendars and Academic Achievement." In J. Meece & J. Eccles (Eds.), *Handbook of Research on Schools, Schooling, and Human Development* (pp. 342-355). Mahwah, NJ: Erlbaum.

“We should invest in programs that take our children out of the cycle of poverty-keep them in programs that keep them off the streets.”

-community conversation

“A city’s ability to reinvent itself is directly connected to the level of educational attainment of its citizens, and ultimately a city’s ability to attract employers is connected to being able to provide qualified employees.”

-public hearing testimony

“Education does better when it’s integrated racially, economically, culturally. You get better results.”

-public hearing testimony

In Richmond, RVA Future Centers in the five comprehensive high schools provide postsecondary counseling, assistance with financial aid and other applications, and connections to internships and other opportunities to prepare for their continuing education.^{79,80} The program involves a full-time staff member in each school dedicated to helping students navigate their post-secondary options.

The School District of Lancaster has recently redoubled their efforts to emphasize post-secondary options to students. The Commission recommends that workforce and education stakeholders meet them in this endeavor, and create a formal partnership program with the school district that pursues two goals:

- Like RVA Future, dedicated support for students looking to post-secondary education, with connections to educational institutions and large employers
- An awareness of education burdens and the future of the workforce, so that students and schools are aware of future workforce needs

In Richmond, partnership between the Office of Community Wealth Building and Richmond Public Schools is showing promise as they enter their second year.⁸⁰ The Commission feels that similar dedicated support and alignment will increase the number of students who pursue and complete postsecondary education, and therefore, the number of students who achieve family-sustaining careers as adults.



Jennifer is set to graduate in the top ten percent of her class. Since Freshman year she's been involved in a great program that has been helping her improve her academics and prepare for college. As a result she's been accepted into a very good four-year school out of state with a full scholarship. Jennifer is planning to turn it down so she won't have to leave her mother and younger sister alone. She plans instead to attend community college part time in order to work full time and contribute to their family.

HOUSING

<p>GOAL: Create a safe and healthy housing environment where, whether it is rented or owned, a family's home encourages self-sufficiency, rather than adding additional barriers.</p>	<p>OUTCOME: Lancaster City & County will see a decrease in the share of housing-burdened households as more families achieve quality affordable housing. Over a 15-year period, 100 additional homes will be rehabilitated for</p>	<p>homeownership, and a non-profit landlord entity will possess 60 quality, affordable housing units.</p> <p>FOCUS: Countywide, with emphasis on communities with a high rate of housing-burdened households.</p>
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	Year 1	Year 5	Year 10	Year 15
Affordable Rentals	4 properties	12 properties	34 properties	60 properties
New Homeowners	5 properties	27 properties	61 properties	100 properties

Lancaster County is in the midst of an affordable housing crisis. A 2013 report commissioned by the Lancaster Housing Opportunity Partnership detailed several worrying indicators about housing in our community, including:

- 47.8% of renter households are burdened by the cost of housing (paying more than 30% of their income in rent)
- Median rents are mismatched with median renter incomes, indicating broad unaffordability

- Occupancy rates in rental properties almost universally exceed 95%
- Transportation options are “limited”
- A combination of the housing crash, low financial capacity, debt, and other factors has led to a preference for rental over homeownership among millennials as part of a general “housing slump”¹²³

Indicators for Lancaster City are worse. 44.6% city residents - 57% of renters - are housing-burdened,

even by apartments in low-income, economically depressed census tracts.¹²⁴ Residents in these areas struggle to make ends meet in low-quality apartments, where rent takes up most of what income they make, forcing them to make trade-offs between buying food, seeking medical care, and paying utility bills.^{125,126} With housing demands in the county set to increase, and poverty having risen slightly for the county in the past year, this direction for our housing market is unsustainable.

Housing has direct implications for workforce. Many low-income residents of Lancaster, not being able to secure regular access to reliable transportation, find themselves at a disadvantage when seeking employment. For low-income persons in the city, many large employers, especially in the contracting and industrial sectors, are too far away to access in any kind of timely manner. Vehicle ownership is often a significant hurdle for low-income families, and without access to transportation, the path to self-sufficiency can be disrupted before it meaningfully begins.

The Commission's approach to transportation focuses on desegregating housing. If low-income persons can acquire housing with convenient access to employment, transportation ceases to be a barrier.

However, these transportation barriers are also capably addressed by those employers who provide housing and transportation support for their employees, whether by employer-assisted homeownership, work shuttle, or other means. These sorts of programs connect jobs to the workers they need and households to sustainable wages.

A constructive approach to housing policy must enhance the ability of families to afford housing,

“

“Housing, as we know, is a basic necessity of life, like food, water and clothing. But what receives less attention is the fact that the location and condition of the housing in which we live are key factors or indicators of one's future.”

-public hearing testimony

”

through workforce and other interventions and remove regulations which stand as barriers to the construction of affordable housing. We experience our housing crisis as a community; its consequences spread to all corners of the county. We must, therefore, be willing to address the zoning codes and “not in my backyard” attitudes, and make the argument that more affordable housing where the jobs are means a safer, healthier, more productive county.

Connecting workers to jobs in the rest of the County does not mean that we can abandon efforts to improve both the quality and affordability of housing in the city. Simply routing people out of Lancaster's poverty-stricken neighborhoods will only serve to leave people behind. Lancaster's SouthEast and SouthWest lose millions of dollars in rents every year to landlords outside the community. A community development corporation in those neighborhoods could set a new model for responsible landlord behavior, and provide support to faith-based and community landlords who operate in the same model.

Whether rented or owned, we are seeking to create more homes for Lancaster residents. We can make our rental environment more affordable, while increasing homeownership and community ownership. When housing is threatened, unstable, or unjust, education suffers, careers suffer, neighborhoods are disrupted. As detailed in Lancaster Newspapers, we have clear evidence of this in our city. These strategies seek to undo that damage and change the trajectory of our housing market.

HOUSING STRATEGIES & ACTION ITEMS

Housing Strategy 1: Increase Homeownership County-Wide

- Create more opportunities for residents of impoverished areas to purchase homes both in the city and in other Lancaster County municipalities close to where they work to lower housing costs, build assets and end transportation problems
- Encourage and support other large employers in Lancaster County to assist their employees in securing housing near their work site (like LGH and F&M model)

Housing Strategy 2: Improve Affordable Renting Environment

- Establish community development corporation to act as scattered site non-profit landlord, setting bar for keeping rents affordable and quality high, and supporting faith-based and private landlords doing likewise (including developing models that

allow residents to become landlords in their own neighborhoods)

- Work with municipalities county-wide to decrease regulatory barriers to affordable housing development
- Develop opportunities to build or renovate properties so there are small business spaces on the first floor with affordable housing opportunities above

“I really think that if people want to live in Lancaster, such a great community that is making tremendous strides, they should be able to do so with lower housing costs and more opportunity.”

-public hearing testimony

FINDINGS

Housing Strategy 1: Increase Homeownership County-Wide

INCREASE HOMEOWNERSHIP OPPORTUNITIES

The case for homeownership is to be made not just in terms of individual or household family benefits, but also in terms of solidifying communities and local ownership. To the individual or family, a home is “a place to live that also includes an expected investment benefit,”¹²⁷ assisting families in the accumulation of new wealth. Homeownership remains “one of the most important ways for low-

income and minority households to build wealth and move up the economic ladder.” Increasing access to affordable homeownership offers families the stability necessary to build and develop financial and social capital.

For this reason, homeownership is an investment in communities as well as individual families. Research finds that homeownership provides an incentive to investment in the property, and in the neighborhood where the home is situated. From the Federal Reserve Bank of Philadelphia:

“More money is spent on maintaining owner-occupied housing than is spent on maintaining rental property; homeowners spend more time gardening than renters; and rental property depreciates faster than owner-occupied property. Second, homeowners’ children are more successful, measured by such factors as lower teenage pregnancy rates and higher educational attainment, than kids from non-owner occupied dwellings. Third, homeowners socialize more with their neighbors.”¹²⁸

Research from the University of North Carolina’s Center for Community Capital finds that homeownership increases neighborhood stability and collective efficacy “thereby reducing crime levels” with positive effects for “residents’ physical and mental health.”¹²⁹ It also found that with fair, traditional-term mortgages, low-income families are four times less likely to enter default, as compared with the subprime loans common immediately before the housing crash.

Despite significant benefits, structurally, “the current system of low-income housing assistance is strongly biased against homeownership.”¹³⁰ When considering rental assistance and homeownership tax credits together, government investment in

housing is largely regressive, with the largest subsidies going “to those in the highest tax brackets, that is, those with the highest income.”¹³¹

From this research and more, the Commission concludes that increasing homeownership in Lancaster’s low-income communities will create more ownership, generating financial and social benefits for those communities and the County as a whole. We have a responsibility, therefore, to assist the economic development and social reconstitution of neighborhoods disrupted by ill-fated urban redevelopment projects of the past and absentee landlords. The Commission supports all such efforts ongoing in Lancaster, and recommends their expansion via increased financial and community support.

Homeownership throughout the county must be available to low-income families. Connecting these families to jobs, and creating opportunities, like homeownership, for them to build wealth, must go hand-in-hand. County efforts toward housing justice should look to homebuying assistance and other methods of expanding homeownership opportunities, particularly as a workforce development and community investment strategy.

As a city stabilization strategy, homeownership combined with community revitalization is crucial. If we just raise people’s incomes without helping people set down roots in improving neighborhoods, we take the risk of creating a revolving door of poverty. People who we help get better jobs move out of the city because nothing is improving and/or they have no homeownership opportunities, and then the next impoverished renter moves in. Poverty in the city stays the same. That’s not the cycle we want to create.

When we help someone get a good job in the

city, we need to help them also purchase a newly rehabilitated or built home there if they want one. If they don't, we need good, affordable rental options. Owning in the city will be less expensive than renting. When we help someone move closer to a good job outside of the city, we need to intentionally try to make that vacancy an opportunity for someone like our first example. Stop the revolving door. Set people, and the community, on a path toward something better.

The Commission also recommends supporting and creating models that help local residents purchase and manage duplexes and other small multi-family properties that allow them to become landlords. We also recommend cooperative models like those established by Community Loan Fund in New Hampshire. Their ROC-NH program allows mobile home owners who rent the land under them to purchase the land under their homes by organizing them as co-operatives.¹³² All of these strategies would allow the wealth of the community to stay, and continue to circulate, in the community.

EMPLOYER ASSISTED HOUSING

Franklin & Marshall College and Lancaster General Health, large employers located in the NorthWest and NorthEast of Lancaster city, respectively, provide such assistance to their employees, in the form of mortgage insurance, loans for down payments and closing costs, forgivable over 5 years, and assistance with home improvements.

Such programs are win-win. They are a clear and significant boom to employees, providing easier access to all the homeownership benefits mentioned above. They also provide large benefits to the employer in return for their investment. According to Harvard University's Joint Center for Housing Studies, Employer-assisted Housing "can be

a cost-effective business strategy for employers who are having difficulty recruiting and retaining workers in locations with tight housing markets, or who are operating in distressed communities. In addition, it can be an extremely desired benefit for employees in areas with unaffordable or scarce housing."¹³³

These efforts are to be commended for facilitating home-buying in a crowded city market. Unfortunately, the established areas for these two programs confine employees to the respective city quadrants of their institutions. The Commission acknowledges the legitimate reasons (proximity, walkability, etc.,) for the programs' geographical limitations, and those limitations' role in sustainability and decreasing transportation barriers as an employee issue. The Commission also acknowledges public hearing testimony on how such assistance would be constructive in low-homeownership census tracts. Loyola University Chicago's program expands the geographic area eligible for such assistance to include homes along the Chicago Transit Authority's Red Line.¹³⁴

Employer-assisted housing is a solution that can work for individuals, employers, and neighborhoods. We strongly recommend that other large county employers consider such programs as a way of investing in employees and engaging in community accountability. We also recommend that existing programs consider options as to how to expand these programs to bring their transformative potential to bear as a community development strategy where need is greatest.

Housing Strategy 2: Improve Affordable Renting Environment

NON-PROFIT LANDLORD

The Commission recommends the creation of

a scattered-site, non-profit housing agency in Lancaster, one with strong community partnerships and a pipeline of existing resources to acquire, improve, and rent properties in low-income areas within Lancaster County.

By establishing a community development corporation focused on this goal, Lancaster can take advantage of grants and tax incentives available to nonprofits and affordable housing entities, to keep rents low while maintaining unit quality. Once increased capital is developed and a larger number of units are acquired, this has the advantage of setting a standard of fair rental housing in the community.

In 2009, a study by Franklin & Marshall College found that \$19 million leaves Lancaster's SouthEast quadrant annually as rent paid to landlords external to that community as "86.5 percent of properties... are registered to out-of-area addresses."¹³⁵ Much of that money is profit for these landlords. By acquiring properties there, a nonprofit could return much of that money to the community by way of lower rents, to say nothing of reducing dollars lost to health crises caused by low-quality housing. The Enterprise Foundation's guide *Developing and Managing Scattered-Site Rental Housing* describes this model as advantageous when it is "strategically necessary to take control of these properties from owners with less motivation to maintain the real estate and work with residents."¹³⁶

A 2009 report from the Joint Center on Housing Studies underlines the importance of partnerships in such an endeavor, as well as the cooperation of local governments in facilitating that acquisition and support of such properties for the public good. It specifically addresses land-banking, explaining that by "acquiring tax-foreclosed properties rather than selling tax liens to private bidders, land banks

can encourage quicker property rehabilitation and reuse than private actors would."¹³⁷

With Lancaster City's newly-created land bank, the strategic capacity is available to provide this assistance to a community development corporation. Knowing this, the Commissioners further recommend that the City of Lancaster prioritize the new housing agency, especially as it regards to bidding on properties acquired by the land bank, as well as other funding opportunities.

REDUCING BARRIERS

Affordable housing "is a crucial component of the economic health and stability of a community".¹³⁸ Though poverty in Lancaster County, and therefore the population with the most serious affordable housing needs, is relatively more concentrated in the City, 70% of poverty in the County is outside the city limits.⁵ Housing for low-income persons on the path to self-sufficiency should not be constrained to limited areas; doing so would only serve to concentrate poverty.

However, as a County, we often find that we are working against ourselves in this shared goal. A plethora of zoning and other regulations throughout the county may prohibit, complicate, or make more expensive the development of new affordable or mixed-income housing, as detailed in the Lancaster Housing Opportunity Partnership's *Analysis of Regulatory Barriers to Housing Affordability*.¹³⁸

This is not a problem unique to Lancaster County, but a national one, affecting urban, suburban, and rural areas, as detailed in a 1991 report from the Department of Housing and Urban Development (HUD), titled *Not in My Backyard*. The report makes clear that it is not only regulatory barriers that stand

in the way of such development, but the attitudes that contribute to them: “One central and overriding cause is the dislike of both residents and public officials for additional or different kinds of housing in their neighborhoods and communities.”¹³⁹

A 2005 report, *Why Not in Our Community?*, follows up on the issue of these regulatory barriers. Most importantly, it addresses the importance of making it clear that “access to adequate affordable housing is not simply a matter of equity. Increasing the supply of affordable housing will create jobs, stimulate economic growth, and sustain the long-term economic health of our cities and metropolitan areas.”¹⁴⁰

Having heard expert testimony at Commission hearings, and the voices of citizens at community hearings who cannot afford housing in areas they feel would provide them better access to jobs, we strongly recommend that such regulatory barriers be continually evaluated and removed, or that exceptions be made for quality affordable housing projects endorsed by the Coalition to Combat Poverty and the new CDC.

The Commission strongly supports efforts by employers to build housing for their employees.

Employment site-centered affordable housing can assist families in securing a job and building wealth. However, many communities that are optimistic about inviting in new employers and reaping the tax benefits are resistant to the idea of housing their employees. That must become unacceptable in our County and all of its municipalities.

When we welcome a business into our communities, we have to welcome the people who work there - the whole enterprise is for naught otherwise. Removing these and other barriers to acquiring affordable housing and living-wage employment can deconcentrate poverty and open new paths to self-sufficiency, to the economic benefit of the entire Lancaster County community.

Recognizing the importance of outreach to achieving this goal, we also recommend the creation of an organized messaging and lobbying campaign to appeal to community residents and their representatives on this issue. Where outreach is not enough, we support housing developers and housing advocates seeking remedies within our court system.

“If we are going to talk about something that touches every part of a person’s life, it’s the roof over your head.”

-public hearing testimony

“These landlords aren’t present. They aren’t accountable. They do what they want. My roof fell in, where was my landlord?”

-community conversation



Michael has a good job outside of the city. It's hard work with a ten to twelve-hour shift, but it pays the most he's ever made, and could lead to a career that changes everything for his family. The problem is the bus schedule doesn't match his work schedule, so he arrives at work almost two hours before his shift starts. All told, his transportation adds over three hours to an already long day: time he could spend with his family. Michael would consider moving closer to work. He'd save almost \$5,000 per year on rent alone given the market rates, but there aren't rentals available in the town where he works, and there are no plans to build more housing there.

COMMUNITY

<p>GOAL: Develop new institutions, leaders, and approaches in Lancaster, all accountable to its historically disenfranchised communities.</p>	<p>OUTCOME: Ongoing assessment and development of community assets will allow for targeted antipoverty efforts and community ownership of initiatives.</p>	<p>FOCUS: Low-income County communities and the institutions that serve them. In hearings, at community conversation and in the newspaper, residents, journalists, and experts have communicated to the commission</p>	<p>an issue that needs to be addressed: the alienation of people in Lancaster County from resources, institutions, and representation, even in the agencies designed to help them.</p>
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	Year 1	Year 5	Year 10	Year 15
Block Captains	3	10	15	20
New Neighborhood Groups	1	3	5	7

Often, Lancaster’s residents feel that they are disconnected from capital, disconnected from transportation lines, and disconnected from the leadership that makes decisions about their communities.

How then can we make government more accountable to the residents of low-income communities? How can existing assets which currently send resources out of the community be leveraged to develop the community and advance the interests of its residents?

A report from the Urban Institute on states that the future of community development corporations is in the “creation of new relationships among city agencies, foundations, corporations, and financial institutions within community development.”¹⁴¹

A macro approach to the CDC-model will benefit Lancaster by embracing this future of increasing partnership rather than competition for resources. The CDC will build financial capital and assets by engaging collaborative approaches to workforce, housing, and other services in Lancaster’s highest-poverty census tracts.

The development of human capital, that is, potential leaders and service providers in low-income areas, is essential to our success in combatting poverty. In a way, this is not about creating something new, but recognizing existing structures within communities, and linking them to resources and support. The development of community organizing mechanisms among low-income residents allows them to hold other institutions and stakeholders accountable. This idea was at the heart of the War on Poverty-era community action movement.¹⁴²

While it is not a strategy in itself, the Commissioners agree that community empowerment must be the mode for our interventions going forward. Taking cues from best practices research in the work of health promotion, centering such empowerment involves constantly evaluating our efforts for efficacy and ownership. An article in the journal, Health Policy & Planning recommends that, among others, we question how “implementation:

- improves stakeholder participation
- develops local leadership
- builds empowering organizational structures

- improves resource mobilization.”¹⁴³

We also feel that rigorous evaluation of trends and developments in our community is part of our accountability. Where data exists or can be generated to measure our outcomes or community indicators, we should take the opportunity to become more informed anti-poverty agents. With that in mind, we submit the following recommendations for community development and engagement.

COMMUNITY STRATEGIES & ACTION ITEMS

Community Strategy 1: Develop human and institutional resources in Lancaster’s impoverished neighborhoods

- Develop a macro community development corporation in the city of Lancaster, composed of already-engaged non-profit agencies which serve in place of staff/ departments, to bring separate economic, housing and community development interests together with a County-wide mission and an initial strategic focus in the City of Lancaster
- Identify and develop potential leaders in Lancaster’s SouthEast and SouthWest quadrants, and provide these “community organizers” with support and funding to advance neighborhood priorities
- Combine all efforts within impoverished communities with voter registration and turn-out efforts. Make voter registration available to those eligible with all service provision

Community Strategy 2: Assess gaps, assets, and demographic trends across Lancaster Community to guide current and future interventions

- Conduct a public health research project to identify factors contributing to the current decline in teen pregnancy rates & lay out an intentional plan to accelerate this decline as well as replicate this success in existing single parent households
- Work with existing stakeholders to identify and deconstruct ongoing needs in housing, hunger, homelessness, and other contributing/resultant elements of poverty

FINDINGS

Community Strategy 1: Develop human and institutional resources in Lancaster’s impoverished neighborhoods

MACRO COMMUNITY DEVELOPMENT

The Mayor’s Commission to Combat Poverty proposes that a new, macro-level community development corporation (CDC) be established in Lancaster as an anchor and home to many of the other anti-poverty strategies recommended in the plan. Certainly, efficacious community development organizations exist in Lancaster, such as the Spanish American Civic Association, but the Commission’s proposal aims to unite the county’s premier agencies, and their resources and staff to combat poverty.

Where resources will be necessary to achieve our goals for housing, education, and workforce, a community development corporation is able to pool

the funds and assets necessary. By maintaining a macro-structure, this CDC would have several advantages over a more traditional community development organization:

- Being composed of whole agencies, the CDC would be connected to a wide pool of staff and talents to achieve shared goals
- The CDC would provide for the concentration of resources where they are needed - the community - rather than competition for resources
- Greater impact, owing to its ability build projects across disparate funding streams which previously had discouraged collaboration

More on this, and how it fits in with the rest of the Commission’s strategy can be found in the section titled “The Approach.”

NEIGHBORHOOD LEADERSHIP

An unavoidable part of how we arrived where we are is the disenfranchisement of minorities and the poor. It is to be expected, then, that improving our communities in a meaningful way must necessarily include mechanisms by which to re-empower them. The work is not possible without it. Interventions need to establish trust and credibility, which can only be done by engaging the community. The Commission feels that we must go beyond engagement to community ownership, ensuring that neighborhood residents are a part of decision-making and information gathering.

Community residents are likely to have a deeper understanding of the issues they face than any external party. They recognize stumbling blocks

and barriers to interventions that may otherwise go unseen. We must understand the individuals and communities that we serve as capable participants and leaders in the anti-poverty work that affects them.¹⁴⁵

We feel that it is important to develop capacity within low-income communities, to support them in organizing and advocating for themselves. This allows them to assess their needs and create or advocate for solutions, even if or when they are not in line with institutional priorities. The Commission therefore recommends: 1) the identification of current or potential leaders in Lancaster’s most disadvantaged neighborhoods, in conversation with community members, 2) engaging these leaders in personal development and leadership training, 3) encourage them to identify action items with their neighbors, 4) connecting with funding sources to pay them for their work in the community and support their neighborhood initiatives, 5) expanding the pool of engaged communities and repeat.

These leaders must be brought to the table as staff and board members within institutions doing anti-poverty work in these communities to continue the development of capacity and increase the credibility of the relationship between these institutions and the community. We commend the work of organizations like Leadership Lancaster and the Latino Empowerment Project to increase the diversity and leadership voice of minorities on local boards of directors.

VOTER REGISTRATION

Voter registration may seem an odd anti-poverty, strategy, especially when removing partisan concerns from the conversation. However, if combatting disenfranchisement is among our stated goals, then voter registration is hardly unusual, as

a straightforward way to connect people living in low-income communities to decision-making about their lives.

Civic participation is not unrelated to income or poverty; according to the Pew Research Center, “financial security is correlated with nearly every measure of political engagement.”¹⁴⁶ Voter turnout increases as income goes up.¹⁴⁷

The Commissioners recommend that voter registration for eligible citizens be connected to service delivery and points of entry. Non-partisan civic education and voter turnout efforts should be linked with messaging efforts in low-income communities.

Community Strategy 2: Assess gaps, assets, and demographic trends across Lancaster Community to guide developing and future interventions

TEEN PREGNANCY PROJECT

Despite remaining higher than that of other wealthy, Western nations,¹⁴⁸ teen pregnancy has declined nationally over the past 25 years, going from 61.8 births per thousand girls aged 15-19 in 1991 to 24.2 in 2014. Both these figures are much lower than the 20th century peak in 1957, at 96.3 per thousand girls, though 85% of these mothers were married - today, 89% of teen mothers are unmarried.¹⁴⁹

Recent trends in Lancaster City and County mirror these general declines. Births to girls younger than 18 as a share of all births in Lancaster City decreased from 8.3 % in 2004 to 4.4% in 2013. Over the same period, the births to teen mothers as a share of Lancaster County births fell from 2.5% to 1.7%.¹⁵⁰

The Commissioners are pleased by this trend, but have seen little information around contributing factors in Lancaster specifically. Nationally, research suggests that unwed teen pregnancy is as much a result of poverty as a cause, if not more. A 2012 analysis published in the Journal of Economic Perspectives on the teen birth rate found that “teen childbearing is explained by the low economic trajectory, but is not an additional cause of later difficulties in life.”¹⁵¹ Other research is more reserved in its conclusions, but still pushes back against the notion that teen pregnancy is a primary cause of poverty and suggests that many of the negative social indicators linked to teen pregnancy function more as predictors than consequences.^{90,152-5}

It may be, then that the decline in teen pregnancy in our community is indicative of other factors related to poverty. More study is needed on the implications of this decline. Having received an offer from Penn State Hershey’s College of Public Health to look at some of the existing data and provide further recommendations for next steps, the Commissioners recommend the conducting of a study on the decline in teen childbearing in Lancaster County, as a precursor to a public health campaign to ensure its continued decline.

They further recommend that study results also be applied to curb additional birth rate among existing single mothers as each new birth increases the income that mother would need to rise above the poverty line.

Figure 12 - Teen Birth Rate, Lancaster City

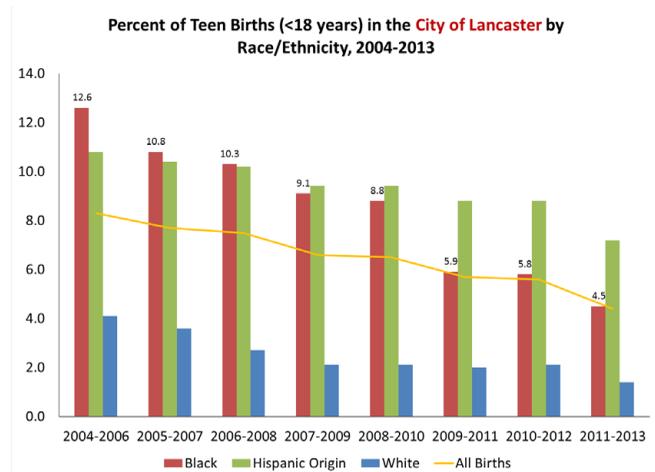
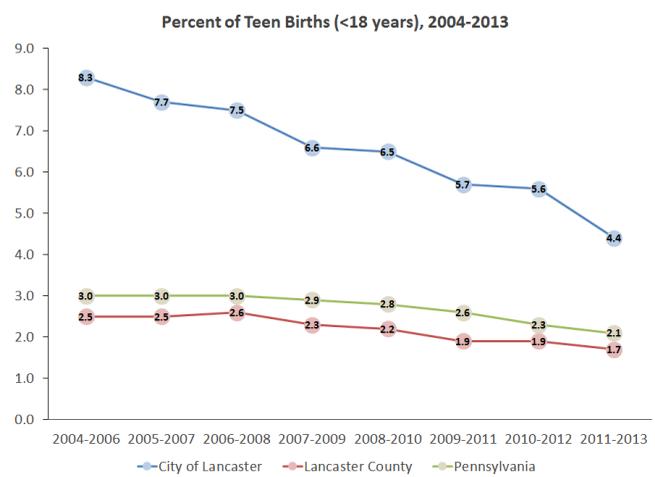


Figure 13 - Teen Birth Rate, Lancaster



Special Note

The topic of drug use and addiction came up more than once in our work, specifically given the explosion of heroin use in our community. While the Commissioners are very aware that drug use can contribute to a person's level of poverty, and that the consequences of drug use tend to be far greater for those living in poverty, we have chosen to avoid any specific recommendations related to drugs and drug addiction. There are three main reasons for this.

First, we have no interest in feeding the stereotype that drug use is higher among the poor. This is a myth. According to the 2011 National Survey on Drug Use and Health, 9.6% of full-time employed people used illicit drugs compared to only 2.6% of unemployed people.¹⁴⁴

Second, we feel that the strategies within this plan will have the ancillary effect of reducing drug use among impoverished families by increasing opportunities for positive activities, community connectivity and living wage employment. As our implementation plan requires holistic, wrap around, person-centered services, we expect our implementation partners with expertise in behavioral health and addiction services to be crucial to our success at helping people with these challenges move past them and towards stability.

Third, we believe that more than a poverty issue, or even a criminal justice issue, drug addiction is a public health issue. A healthy, thriving community ought to have a behavioral and mental health support system operating at capacity to confront mental illness and drug addiction. We support the expansion of our community's current system of care to bring it to capacity.



“It’s very important for people who live in a community to have a sense that they are in charge of what happens in their community, that they are the ones who can affect change.”

-public hearing testimony





Bill is staying with friends. No one will rent to him because of his criminal record. After putting in countless job applications, no one will hire him. He knows he could make plenty of money if he went back to his old life, but he's determined to leave that life behind even though it would be easier. He dreams of being able to work with young people to help them avoid the mistakes he made. Bill could be a leader in his neighborhood. He just needs someone to give him a chance. In the meantime, Bill says his life feels like he's on the outside looking in.



ENDORSEMENTS

Throughout this process of working together as a Commission it has become clear that Lancaster County is an exceptional community with many innovative practices and projects already underway. From being the first County in the Nation to bring both Veteran and Chronic Homelessness to functional zero to building the first shared, multi-organization social service database in the nation, Lancaster is ahead of the curve. What follows is a listing of projects and approaches we endorse because they meet the needs of the residents we spoke to in ways that align with the data we examined, the best practices we reviewed, and the guiding principles we adopted. If these things weren't already happening in Lancaster, we would have to invent their equivalents.

United Way Collective Impact Partnerships

United Way currently has 17 impact partnerships working toward 4 bold goals:

- 100% of our children will enter kindergarten ready to learn
- 100% of students and adults will have post-secondary credentials
- Decrease individuals and families living in poverty by 50%
- 100% of individuals, children and families will have a medical home

The bold goals are aspirational, and our Commission is projecting a longer timeline to cut poverty in half in Lancaster City. We also cannot endorse the work of all 17 impact partnerships without data on their outcomes. We do however, endorse the framework pioneered by the United Way in bringing providers together within the collective impact methodology, making them the first United Way in the Nation to do so. We feel that there are huge overlaps between the United Way's bold goals and the work of the Commission. It is our hope that those partnerships that are engaged in the City of Lancaster will connect to our new Coalition going forward.

County-wide CaseWorthy

We have seen the lack of time in the average day of a person living in poverty, the lack of connectivity in the system, the lack of knowledge about what services are out there, and the lack of public data on how effective those services are (both at the agency level and at the County level). The Lancaster County Coalition to End Homelessness (LCCEH) has already solved these problems within their service area. The tool they use to bring providers and data together is currently being expanded by multiple members of the Commission and others.

The Community Action Partnership (CAP) has partnered with LCCEH, the United Way of Lancaster County and Lancaster General Health to create County-wide CaseWorthy, a shared intake, assessment and data tracking tool for all Lancaster County social service providers. This system will serve as a sort of "electronic medical record" for people needing social services and will include a universal intake and assessment form that will be shared across participating providers so people seeking help will:

- only have to provide intake information once for all providers in the system
- be informed of every program using the system for which they and their household are eligible at their first visit anywhere
- see how far any services are from their homes
- have the option to do an instant referral from one provider to another

In addition to customer convenience, providers will be able to:

- create individualized goal plans for customers
- track progress both individually and across communities
- easily run meaningful reports for funders and others
- identify gaps in service and unnecessary service duplication throughout the County

At the writing of this plan, CaseWorthy is being tested by a handful of non-LCCEH programs and the integration of LCCEH's system with the web-based, county-wide system is underway.

Navigators

We have heard in our community meetings that people want guidance and connection, and not to be treated like a number or a check mark in a box. To quote one woman at Tec Centro "I wish there was someone to help me and keep me motivated." We also know that person-centered care has proven

results in other disciplines (health care, reentry services, the Circles movement, etc.). We throw around the platitude that it is better to teach a person to fish (a relational model) than to give a person a fish (a transactional model), and yet most of the system distributes fish.

Even educational offerings, which are more relational, don't tend to address or account for all of the other crises that can disrupt and undo progress for a person living in poverty. The truth is, no one program can effectively counteract the effects of poverty in a person's life. To succeed, the community must have deeper collaboration among providers and professionals who can connect the customer to the appropriate programs within that collaboration.

We endorse a networked, Navigator model shared across all willing and able social service and faith-based providers. In this model, we would begin to build a holistic care model for households in crisis. If grown large enough, this model could also enhance the United Way's 211 service and given them more options for a warm hand-off for a larger percentage of calls.

The model can also connect individualized goal plans for people served to local employer needs and coordinate training and education related to minimum basic requirements. Navigators could also coordinate gap funding or connection to alternate resources in relation to the Cliff Effect.

As of the writing of this plan, CAP has partnered with the High Companies, LGH and the Pennsylvania Department of Community and Economic Development to create this model, has employed seven Navigators and has held training for over 40 case managers and social workers from multiple

Lancaster County nonprofits interested in adopting this model.

Childcare Support System

Lack of affordable childcare has come up as a barrier to families again and again, from the statistics we examined to the stories we heard about how much faster people could have achieved their goals toward self-sufficiency if they had childcare. One mother shared that she delayed taking an ESL class for five years because she didn't have childcare. Organizations from schools to employers have identified this issue. We need to bring all sectors together to find new models for providing a dramatic increase in safe, affordable childcare.

We endorse the efforts of the SAIL community impact partnership funded by United Way and the work of ASSETS to create support systems for existing, small childcare providers to help them share resources and ideas as well as create opportunities to access capital and grow. This should include changes in the business model (at the grassroots level and in mandated policy) that would allow for more growth and reduced costs while maintaining safety and quality. SDOL is willing to provide additional support to existing or new child care providers on how to meet state criteria to be licensed/certified.

Venture Philanthropy

The Lancaster County Community Foundation, through grant opportunities like their "Ah-Ha" grants and others, have shown a courageous willingness to invest in innovations that could be game changers, or fail (and thus learn from the failure). This willingness to fail for the greater good in the laboratory of community improvement

through philanthropic risk-taking is essential to the cause of advancement in the social service sector. Risk aversion maintains the status quo. More funders, business leaders, politicians and nonprofit leaders are going to need to be courageous when it comes to the aligned goals laid out in this plan if we're ever going to reach them.

Community Organizing and Leadership Development

People are too disconnected from each other and there is often a void in grassroots leadership at the neighborhood level in the City. Despite that, it has been proven in places like the Harlem Children's Zone and Washington State's Self-Healing Communities that sustainable progress happens when residents take an active role in all aspects of community development and anti-poverty work: planning, prioritizing, implementing, assessing, adjusting and advocating.

If we are going to create sustainable change, it must be driven by and owned by community residents. Investing in their work will yield exponential results that will eventually become the fabric of the community and reduce other community costs driven by crime, health disparities or other environmental factors. Those cost savings can eventually be reinvested in other areas of community and economic development.

We need to develop people, and allow them to guide how their neighborhoods are developed. To that end, CAP is partnering with the Lancaster City Alliance and the Lancaster County Community Foundation to create paid Block Captain positions who are charged with organizing residents in the "hot spots" of various neighborhoods. This would include regular neighborhood meetings and block events focused on cultivating and developing

neighborhood leadership as well as creating and implementing grassroots solutions to neighborhood challenges. This effort will be coordinated closely with the new CDC outlined in this plan.

Lancaster Prosperity Center

We know that the inconsistency of monthly incomes for people living in poverty is often as big, if not a bigger problem than having a low annual income. People living in poverty are often without the skill sets needed to shield themselves from the periodic dips that come with seasonal or inconsistent work. We also know that just getting a higher paying job does not necessarily mean that a person who has been living in poverty will adjust to more long-term financial habits. For those reasons, we support the ongoing efforts of Tabor Community Services and the United Way of Lancaster County to create a Prosperity Center to help residents create wealth and manage monthly income instability / inconsistency.

Democracy Collaborative Jobs Model

We know that there need to be more good jobs in the southern part of the City. That same part of the City also needs improved housing stock, lower rents and a reduction of blight. Data and surveys show that part of the disconnect between existing living wage job openings and the unemployed and under-employed comes from minimum basic skills requirements (basic math, punctuality, language skills), the lack of transportation to reach those jobs that are outside of the City, and barriers like a criminal record.

If we target disparity hot spots with solutions that address all of the above, we create the opportunity for greater impacts than traditional interventions achieve. Our work can, and should, achieve

exponential results in order to be different than status quo efforts of the past.

CAP is in the process of creating a home rehabilitation, lead remediation, landscaping/snow removal team in partnership with the City of Lancaster, LHOP, LGH, Tabor, ASSETS, Tec Centro, Thaddeus Stevens College and the High Companies. People with barriers to employment, including criminal records, will be trained to do meaningful work in the neighborhoods where they live. They will earn enough to someday purchase the very homes they're rehabilitating.

These employees will be provided with social supports as well as budgeting classes. If they would like to move on, the High Companies can provide them with even higher wage jobs with on the job training in fields like welding, or ASSETS can provide them with small business training and access to capital if they'd like to start their own business.

This project is following the example set out by the Democracy Collaborative in creating broad-based ownership models for new, city-based businesses that hire people struggling with poverty and pay them living and thriving wages and provide them with health benefits. This sustainable model is thriving in places like Cleveland, New York, California and Washington, and could work here as well with the right level of community buy-in. One example would be the neighborhood-based, employee-owned laundry business that provides contracted laundry service to the Cleveland Clinic, essentially providing budget-neutral economic development to an impoverished neighborhood.

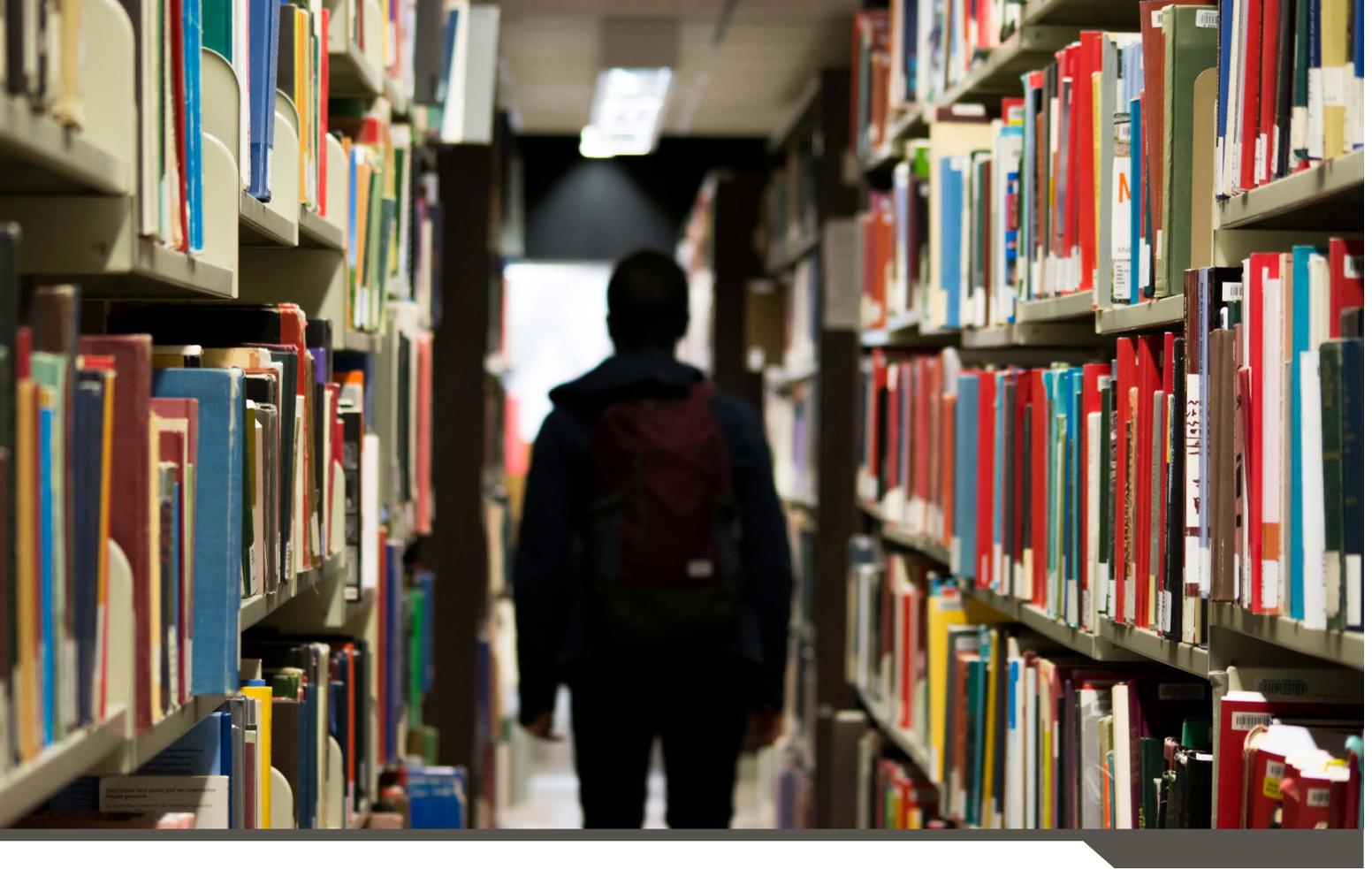
The Power of the Private Sector

We also know that US Charitable contributions each year amount to approximately the same amount

as restaurant revenue. To us, this indicates the extreme power of the private sector in addressing poverty in Lancaster - which eclipses the power of the nonprofit and government sectors.

Local social enterprises like The Lancaster Food Company, the Stroopie Company and Revolution, among others, represent a for-profit, private-sector commitment to creating and sustaining supportive jobs for those who need them most.

Lastly, growing numbers of Lancaster businesses are assessing their social and environmental impact and achieving B Corp certification, which sets an international standard for transparency and impact. Most recent local businesses to achieve B Corp certification include Two Dudes Painting Company and the Stroopie Company.



THE APPROACH

Throughout the course of our work, we examined poverty plans from eleven other communities, including some that had been in the implementation phase for years with solid outcomes to show for it. Some created government offices to facilitate implementation and others created community entities. In weighing our options, we ultimately chose a community-based coalition that would not create a new government agency or nonprofit, but would leverage all the strength, innovation and momentum already evident in Lancaster County.

Specifically, we were impressed with the Robert

Wood Johnson Foundation report “Self-Healing Communities” (June, 2016), which highlighted several significant outcomes from communities in Washington State. They defined the partnerships they created in the following way:

Funders, subject matter experts, and community members are partners who work in concert to support culture change. Partners each work in their own sphere of influence, and together their insights and abilities link and leverage efforts to galvanize connectivity and achieve unity of purpose and effort.

They went on to explain:

Because lasting culture change requires the community to embrace new ways of thinking and behaving, change must be centered on the community. Diverse community members—those most affected by adversity; those committed to improving the lives of children and families; and those ready and willing to offer resources that will support small, iterative layers of change—must engage in hopeful, creative dialogue about how they want things to change, and then begin and sustain the process with small changes that will build into larger transformations.

In following this example our Commission has chosen to create the Lancaster Coalition to Combat Poverty to ensure that not only is this plan implemented, but that it continues to evolve based on the needs and recommendations brought forward by community members and their representatives. The structure of this Coalition was determined by multiple best practices, the priorities identified by the Commission, and multiple efforts not to reinvent or compete with existing groups addressing key issues. Like the strategies themselves, this structure too should continue to evolve over time to meet community needs.

Steering Committee

The Steering Committee shall be chaired by the chief executive of a “backbone” agency as laid out in Stanford’s guidelines for the Collective Impact framework. The Commission has asked the Executive Director of the Lancaster County Coalition to End Homelessness (LCCEH) due to her organization’s ability to facilitate a county-wide collective impact model that has become a national best practice by helping Lancaster become the

first community in the United States to bring both chronic and veteran’s homelessness to functional zero.

The remainder of the Steering Committee shall be composed of the chairs of each Action Team described below, as well as four representatives to be elected by existing resident groups in the North West and North East (facilitated by the Lancaster City Alliance), the South West (facilitated by the Lancaster Housing Opportunity Partnership), and the South East (facilitated by the Spanish American Civic Association) who will collectively make up our Citizens Advisory Council. The Chair may also elect to appoint as many as four additional Steering Committee members as “at large” members to address key strategies or needs within the community.

Within the Steering Committee, an Executive Committee shall be populated by the Steering Committee chair as well as the chairs of the Community Development Action Team, the Education Action Team and the Policy Action Team as well as one of the four community representatives. The Executive Committee shall be empowered to meet and to act when swift action is required between the regular, quarterly meetings of the full Steering Committee.

Citizens Advisory Council

To ensure that residents living in the census tracts most affected by poverty have a voice in the process, we will be asking existing civic and community groups in the North West, South West, North East and South East to participate in ongoing strategic discussions, participate in an annual community summit to address anti-poverty efforts and send representation to the Coalition Steering Committee.

This Council will bring together members of the South West Steering Committee, The Elm Street Advisory Council, and the Lancaster City Alliance.

Community Development Action Team

CAP Housing is an existing 501(c)(3) organization that has been inactive for years. Rather than begin a new nonprofit to perform the function of a traditional Community Development Corporation (CDC), the Commission has chosen to endorse the repurposing of CAP Housing as this new CDC. The organization will have a county-wide service area, but with a strategic focus on the south side of the City of Lancaster. CDC's are defined in the following way by the Democracy Collaborative:

Community Development Corporations (CDCs) are nonprofit, community-based organizations focused on revitalizing the areas in which they are located, typically low-income, underserved neighborhoods that have experienced significant disinvestment. While they are most commonly celebrated for developing affordable housing, they are usually involved in a range of initiatives critical to community health such as economic development, sanitation, streetscaping, and neighborhood planning projects, and oftentimes even provide education and social services to neighborhood residents.

CDCs play a critical role in building community wealth for several key reasons:

- *They anchor capital in communities by developing residential and commercial property, ranging from affordable housing to shopping centers and even businesses*
- *At least one-third of a CDC's board is typically composed of community residents, allowing for*

the possibility of direct, grass-roots participation in decision-making

- *CDCs' work to enhance community conditions oftentimes involves neighborhood organizing, a process critical for empowering residents and gaining political power*

In the case of this new CDC, it will strive to not become a competitor for existing organizations already providing community and economic development for the south side. To that end, it's new Board currently consists of the chief executives of the Spanish American Civic Association, Lancaster Housing Opportunity Partnership, ASSETS, Lancaster County Coalition to End Homelessness, Lancaster County Workforce Development Board, Lancaster City Alliance, and the Community Action Partnership as well as community residents and representatives from Lancaster General Health and Fulton Bank.

Education Action Team

If one good job for each adult in Lancaster is our goal, then education will be key to our ability to reach that goal. Building upon multiple best practices from the Lumina Foundation's 75 Cities Initiative and Goal 2025, we will build an education bridge that spans from working with expectant mothers to prepare them to be their child's first teacher to that child's postsecondary completion. To accomplish that will require bringing together all the providers who serve every phase of a student's life. The action team will be comprised of the chairs of its various subcommittees along with representatives from the Lancaster Chamber of Commerce and Industry and the Lancaster County Workforce Development Board. The Education Action team will include members with expertise in each of the following educational stages:

- First Years – Prenatal care providers and programs that serve children from birth to three and their parents
- Pre-K – Pre-K and childcare providers
- Elementary School – Schools, mentorship and afterschool programs
- Middle School - Schools, mentorship and afterschool programs
- High School - Schools, mentorship and afterschool programs, college preparatory programs, scholarship and financial aid programs
- Postsecondary – Colleges, trade schools and apprenticeship programs

Policy Action Team

The Lancaster Coalition to Combat Poverty will be composed of citizens, legislators, workers in the helping professions, and agency directors, representing our community. With this credibility comes the responsibility to advocate for systemic changes that will advantage those seeking self-sufficiency.

This team shall be composed of elected officials, scholars, advocates, community organizers and activists with the purpose of creating policies that reduce poverty and eliminating or changing policies that perpetuate poverty.

Private Sector Action Team

The Commission believes that a moderate increase in the minimum wage would be a benefit to many county workers, but that a change in the legal wage

floor is insufficient. Part of overcoming poverty in Lancaster will be culture change. Our community should be aware of and support those employers who pay a living wage and take responsibility for their communities to encourage more such development.

This team shall be composed of various business and community interests with the purpose of campaigning for more family-sustaining jobs in our community. This focus shall include working to increase the minimum wage, promote employers who pay a living wage, promote the creation and certification of more B-Corp businesses, and promote the development of more locally-owned small and micro businesses. This would include support for companies interested in transitioning to employee ownership models.

Housing Action Team

Given the housing demands of Lancaster City and County, which will only increase in the coming years, sustained co-ordinated action is needed to ensure that affordable, quality housing is available for all Lancaster residents – a significant challenge. The role of this action team shall be filled by an existing group, the Coalition for Sustainable Housing, given their significant efforts toward this goal, as well as their work in South West Lancaster City.

Food Security Action Team

The Commission sees hunger and food insecurity as largely being downstream symptoms of poverty, resulting from isolation and a lack of resources. However, the path to achieving gainful employment for all households in our community is a long one, and hunger is immediate. It must be confronted in a way that addresses material needs and looks to

support families on the path to self-sufficiency. The role of this action team shall be filled by an existing group, Hunger Free Lancaster County.

Communications Action Team

In a community with a massive network of nonprofits and other agencies devoted to helping, the Commission has noted that many programs hamstring themselves by failing to centralize communication and messaging in their implementation, and many funders traditionally exclude these efforts from their support. The Coalition to Combat Poverty will not make this mistake.

This action team shall be filled by members of professional PR and communications firms as well as communications professionals from the public and nonprofit sectors. Their role shall be to use sophisticated, 21st century strategies and tools to communicate the work and progress of the Coalition as well as tell the stories of families working to improve their lives and their communities.

Data Analysis Action Team

To measure success, and to maintain accountability to our goals, an ongoing process of data collection, program evaluation, and gap analysis will be necessary. The Commission believes that future anti-poverty efforts can find success by prioritizing quantitative and qualitative methods to most effectively target their interventions.

This action team shall be comprised of scholars, researchers, grant writers and interns. Their role shall be the ongoing evaluation of data collection methods, analysis of collected data, and continued

awareness of best practices and anti-poverty innovations from across the nation.

FUNDING

There were multiple voices within our work groups asking where the money was going to come from to pay for everything we're trying to accomplish. We have two main points to make before we answer that question.

First, our community, like communities across this country, has invested huge sums of money in anti-poverty efforts over the past five decades. That money has been invested in a system of competitors that operate in silos. Often, these silos are created by our funding sources themselves.

Look at the War on Poverty as a case in point. In his 1968 RNC acceptance speech, Richard Nixon promised to end "pouring billions of dollars into programs that have failed in the United States of America," and by extension the Office of Economic Opportunity which had been directly funding grassroots, community-led, place-based strategies to reduce poverty. How they failed, we'll never know. The Office of Economic Opportunity only became funded in 1966, and two years is hardly long enough to know whether long-term poverty reduction efforts are working.

In 1969, when he became President, Nixon appointed Donald Rumsfeld and Dick Cheney to head up the Office of Economic Empowerment. Rumsfeld and Cheney immediately began assigning different programs created through the Office's previous efforts to existing bureaucracies within the Federal Government. By 1975, there was no longer an Office of Economic Opportunity. The effect was nearly fifty years of siloed efforts buried

in those separate bureaucracies with no flexibility, no coordinated strategies and no local decision making. This is, in fact, still our system today. Nonprofits that see each other as competitors do not share resources, data or strategies. They shut each other out in favor of their own self interests. While we have plenty of stories of helping individuals who are struggling, this is one of the core reasons our community indicators continue to get worse.

So our first point is that there is already significant funding currently being spent on anti-poverty efforts. It is our finding that it is often not spent on strategically coordinated efforts that are community-led and place-based. It is also not always invested in strategies that create the kind of community level changes that are sustainable and would lead to a decreased need for funding over time.

Our second point is, like with our anti-poverty strategies, there has sometimes been a difference of opinion of what is cause and what is effect. In focusing primarily on funding, those voices are assuming that funding will yield results. It is the ultimate contention of this Commission that the opposite is true: results will yield funding.

We have chosen to focus on strategies that we believe in and that have evidence to support their ability to succeed in Lancaster. We have chosen to build a coalition based on a shared philosophy and theory of change, rather than funding. Past efforts, which were often brought together by funding opportunities like Weed and Seed, did not survive the end of their funding periods. When the funding was gone, so were the partnerships.

We were not called together as a Commission because of the promise of funding, but because of

our shared responsibility for both the strength and vulnerability in our community. We will therefore move forward on the strength of that shared responsibility, and work together to attract funding for efforts that work, not for our separate interests, but for our shared interest in reducing poverty.

FUNDING STRATEGIES -

Funding Strategy 1 - Existing Funding

In addition to \$300,000 already in the bank at CAP Housing, which will be converted into a free-standing CDC, our many partners already have significant funding dedicated to reducing poverty and its effects. It is our assertion that bringing these sources and the efforts they fund together strategically and in new ways will increase outcomes without an increase in funding.

Funding Strategy 2 – Increase in Local Investment

We believe there are multiple ways for City, County and private funding to fund results in such a way as to not only reduce the burden of public assistance programs and property taxes, but to eventually reduce the need for future funding of these kinds of community interventions. Here are our recommendations.

Funding Strategy 2.1 – Advocate with our policy makers at the state level to allow the City the option to raise revenue in different ways specifically for the purpose of investing in community and economic development strategies that reduce poverty as laid out in this plan and future strategies of the Coalition.

Funding Strategy 2.2 – The City has already included a CAP initiative to hire City residents with

barriers to employment and train them to complete housing rehabilitation and lead remediation projects as a part of its \$1.3 million HUD grant. The City should continue to prioritize this and other Coalition endorsed projects when making funding decisions with its Home Grant, Land Bank and other funding / support mechanisms.

Funding Strategy 2.3 – Before endorsing or supporting any projects in impoverished neighborhoods, the City and the County should consult with the Coalition to ensure that those plans have been vetted in the context of the Coalition’s ongoing anti-poverty efforts. This would include vetting by residents of the neighborhoods affected.

Funding Strategy 2.4 – The County should look for ways to raise revenue and redirect existing funding sources that can be invested in the kind of evidence-based, economic development and housing strategies laid out in this plan, not only in the City, but in other impoverished and at-risk communities throughout the County. As stated earlier, over two thirds of the County’s impoverished residents live outside of the City, as do most employment opportunities that could lift a family out of poverty.

Funding Strategy 2.5 – The United Way, Lancaster County Community Foundation, Steinman Foundation and other local funders should work collaboratively and strategically to strengthen and enhance the efforts of the Coalition. The Commission is recommending a collective impact approach from our funders that would mirror the multi-layered, collective impact approach underway from so many of our nonprofits.

Funding Strategy 2.6 - The County, the City, and local private funders should recognize the broad experience and reputations of the stakeholders supporting the solutions herein, and prioritize

funding projects occurring as a result of this plan, specifically.

Funding Strategy 3 – Increase in outside investment

There are multiple regional, statewide and national funders who are interested in investing in innovation and solutions that work. Lumina, Kresge, and Robert Wood Johnson come to mind immediately. The kind of coordinated effort the Coalition is planning will put these kind of funders in play, and it is our intention to actively seek their investment.

Funding Strategy 3.1 – Coalition members will strategically pursue six and seven figure funding sources that fit the strategies laid out within this plan and future strategies of the Coalition. While lead applicants will change based on the funding source and the projects for which applications are submitted, all applications will include equitable funding for all applicants involved in each effort in a way that puts results over self-interest.

Funding Strategy 3.2 - Banks and other funders who traditionally fund and invest in economic development, workforce development, housing and financial literacy should prioritize funding projects occurring as a result of this plan, specifically.



HOW IT SHOULD LOOK IN THE FUTURE

Jessica is a single mother with two children. She works very hard at two part time jobs with no benefits, but she keeps slipping behind a little more each month until she finally receives an eviction notice. She calls 211. In our current system, she'd be told that no one can help her until she's actually become homeless, and our story would end here with Jessica frustrated, angry and sad.

In the system this plan describes, 211 connects Jessica with a Navigator. The Navigator performs a CaseWorthy intake and assessment with her and the data system identifies multiple faith-based and social service programs for which she and her children qualify. They receive food from the Council of Churches, childcare options and help with some utilities bills that are overdue. None of those will help with her eviction issue because it hasn't happened yet, but they'll save her a couple of hundred dollars per month.

By working with our new CDC, the Navigator will get Jessica into a new, CDC managed, affordable apartment. Her rent will go down by \$300 per month. Because of the quality, her new apartment

won't irritate her daughter's asthma like the last apartment, which was owned by an absentee landlord. They also become patients at SouthEast Lancaster Health Services to stay ahead of the asthma and avoid expensive ER visits. Since her new apartment is part of the resident-owned model, Jessica's rent payments now increase the income of one of her neighbors in the Southeast and contribute to the CDC purchasing and rehabbing other blighted properties.

Once things are stabilized, the Navigator begins to work with Jessica on examining her dreams for herself and her children. Her children are connected with programs at the YWCA and the Boys and Girls Club. Her older child receives a middle school mentor from Compass Mark that will eventually lead to high school mentorship through the Atollo college access program. The Navigator also begins helping Jessica build a circle of support made up of positive family and friends who help her build a goal plan.

Jessica's dream was always to be a doctor. Given her situation, she knows she can't do that right now, but she and her Navigator discuss becoming a Registered Nurse as part of her goal plan. Through a local church, they find an RN who is willing to join Jessica's circle of support as an ally. They break it down to concrete, realistic steps that they'll track monthly through the CaseWorthy system, and share with other service providers so they know how they fit in Jessica's plan and what else she needs to reach the finish line.

The Navigator helps Jessica get into the CNA program at Tec Centro. There's a long waiting list, but because Jessica is in holistic care and has a goal plan, she's moved into the very next class. In our current system, she would be told she'd have to wait six months, by which time our story might well

end again. Instead, her momentum is maintained and she finishes the class, leaning on her circle of support for encouragement and extra help when she needs it.

After graduation, Jessica is connected to a full time job with benefits at LGH that also has a tuition reimbursement program to help her continue her studies toward becoming an RN. Even with a full time job and class, Jessica has more time for her kids than when she had two part time jobs and had to take the bus to both. She finds she can now help with their homework and cook healthy meals more often. She can take an interest and knows what's happening in their lives.

Once she's settled in her new job, the Navigator connects Jessica to financial literacy programs at Tabor Community Services so she can better manage her new income. As a result of her budgeting classes, her steady and rising income, and the encouragement of her circle of support, Jessica also decides to add buying a home to her goal plan.

The Navigator connects Jessica to LHOP's first time home buyer course. As she saves for a house, both LHOP and Tabor match her down payment savings. Eventually, she saves enough to buy a home that has been financed by LHOP and rehabbed by CAP's home rehab team. As a result, her purchase supports paid, on the job construction training for south side residents with barriers to employment (which lead to thriving wage jobs at the High Companies) and provide capital for LHOP to purchase and rehab another blighted property.

The neighborhood that Jessica is moving into has been served by a block captain for two years. The Lancaster City Alliance has worked with that block captain to reduce garbage on the streets and build



connections between neighbors. A neighborhood watch is a part of these efforts, all of which have reduced crime, making it more attractive for local entrepreneurs who have been setting up shop thanks to ASSETS and the Community First Fund. This new life and hope in the neighborhood has attracted more people like Jessica.

As Jessica graduates from nursing school, continues to build equity in her home, and establishes deeper connections in her community, she no longer needs a Navigator (who is still only a phone call away on a bad day). She has a living wage, natural unpaid supports, and a plan for herself. Her children have plans that go beyond high school. She's a thriving member of, and a leader in, a neighborhood that also has a plan.

While all of this has been happening, the Policy Action Team of the Lancaster Coalition to Combat Poverty has joined with other cities representatives to advocate in Harrisburg and Washington D.C. for policy changes in support programs that no longer dis-incentivize work. Because of that advocacy work, which included nonprofits, private businesses and local government, Jessica wasn't financially punished for seeking self-sufficiency and a better

life. This action team also got the State to move closer to adopting universal Pre-K.

At the same time, the Education Action Team created better connectivity between schools and mentoring programs so Jessica's children would have a clear path to postsecondary completion. The Data Analysis Action Team made sure that the promised results were there as the Coalition did its work. When they weren't, the Team made sure that the strategy pivoted accordingly. Meanwhile, the Communications Action Team made sure that the community as a whole had a better understanding of who people like Jessica are, what goals they are reaching, and how hard they work to get there.

It's complicated. There will be steps backwards and hard days. It will take years and deep relationships, but that's how this works. There aren't short cuts and silver bullets. There's just difficult, but meaningful work within a hyper-connected, responsive, highly strategic, person-centered, relational system that focuses on the individual in parallel with the community as a whole. That is our plan. It's all about what one good job can do for a family, and, in turn, for our city.

THE INDICATORS

	Year 1	Year 5	Year 10	Year 15
Living Wage Employment	50 families connected	700 families connected	1700 families connected	3000 families connected
Pre-K Access	20% access	35% access	65% access	100% access
Post-Secondary Completion	26% completion rate	34% completion rate	46.5% completion rate	66.5% completion rate
Affordable Rentals	4 properties	12 properties	34 properties	60 properties
New Homeowners	5 properties	27 properties	61 properties	100 properties
Block Captains	3	10	15	20
New Neighborhood Groups	1	3	5	7

The Mayor’s Commission to Combat Poverty felt it was important that our progress on poverty interventions, as well as poverty in general, be tracked over the next 15 years. To that end, we identified 5 indicators and 1, 5, 10, and 15-year goals. We believe that if we can meet these goals moving forward, we will ultimately achieve success in reducing poverty in Lancaster City by 2032, as well as reversing the trend of poverty in Lancaster County.

In the area of workforce, our primary focus, we recommend tracking the number of families our efforts connect to higher than poverty wages with an emphasis on living-wage employment. Our 15-year goal is to connect 3000 such families. With Lancaster City families in poverty having an average household size of 4.14, connecting each of these families, each if we lose one-third of such families to

attrition or families choosing to move out of the city, we can still reduce the number of people in poverty by 8000, more than half the current figure of 15,816. In the area of education, in keeping with our previously stated goals, we recommend tracking learners at both ends of the educational system. We seek to improve pre-k access. Currently, 17% of Lancaster County children living below 300% of poverty have access to publicly funded pre-K. Both additional funding, and the development of new capacity in the form of classrooms and teachers will be required to reach our 15-year goal of 100% access for such children.

Pennsylvania is below the national average for the percentage of jobs which will require post-secondary qualifications as we move into the future.¹ We looked beyond the 2025 goal to align with our other goals. With collaboration from our

community's post-secondary institutions, we firmly believe we can increase the percent of adults with some form of post-secondary degree to 66.5% by 2032.

In the area of housing, we aim to create a new standard for affordable housing in the city and homeownership throughout the county. Through the new community development corporation, our goal is acquire 60 rental properties, ensure that they meet certain quality standards, and make them available for low-income families by 2032. Our intent goes beyond simply offering housing to disrupting the pattern of absentee landlords in Lancaster's concentrated poverty areas by raising the bar on affordable housing.

Over the same time period, our goal is to acquire and rehabilitate 100 homes to help low-income families achieve homeownership and build generational wealth.

ACCOUNTABILITY MATRIX

FOCUS	STRATEGY	ACTION ITEM	ACCOUNTABILITY
WORKFORCE			
	Workforce Strategy 1: Equip heads of household with the necessary skills and training to command living-wage employment	Work beyond the restrictions of WDB funding to replicate evidence-based models like those of the Democracy Collaborative i.e. employee-owned businesses, specialized employee placement, on-site training, and wraparound support services for employees	Lancaster Coalition to Combat Poverty, CDC, SACA, CAP, Workforce Development Board, ASSETS, SDOL
		Conduct gap analysis of the workforce system in Lancaster county indicating usage levels, demographics, outcomes, funding streams, capacity and priority given to those in poverty	Coalition Data Committee, Workforce Development Board, Chamber of Commerce
		Increase access to short-term skill training and literacy programs and align workforce/post-secondary offerings with workforce demands and trends	SACA, IU13, Workforce Development Board
		Advocate with State Department of Labor and Department of Public Welfare to remove regulatory burdens to improve the system	Policy Action Team, Workforce Development Board, City Government, County Commissioners, Chamber of Commerce
		Create an immersive English language class for residents from other countries with postsecondary credentials to get them connected to living wage employment as quickly as possible & advocate for a statewide fast-track recertification	SACA, IU13, CDC
	Workforce Strategy 2: align legal structures, employer culture, and support for new small businesses to create a real path to self-sufficiency.	Advocate for smoothly-tiered, appropriately funded childcare subsidy & alignment of all government assistance programs to eliminate cliff effect.	Policy Action Team, Workforce Development Board, City Government, County Commissioners, Chamber of Commerce
		Create an education campaign and certification to encourage employers to pursue sustainable wage and hiring practices and community responsibility, setting standard for local businesses	ASSETS, Chamber of Commerce, Private Sector Action Team
		Reach parity in business ownership by women and people of color.	ASSETS, SACA, Chamber of Commerce, The Entrepreneurial Coalition

FOCUS	STRATEGY	ACTION ITEM	ACCOUNTABILITY
EDUCATION			
	Education Strategy 1: enhance and expand quality, early education, Pre-K and childcare offerings in Lancaster County.	Establish system making high-quality, evidence-based Pre-K available and affordable for all families	Pre-K for PA, United Way, Education Action Team, SDOL
		Provide training and support for those seeking to start, expand or improve existing childcare centers & align evidence-based standards for childcare throughout community using the United Way-funded SAIL model	Education Action Team, United Way, CAP
		Develop programs to empower current and future parents to create healthy home learning environments for children and expand existing programs that do so.	Education Action Team, United Way, SDOL, IU13, LGHealth
	Education Strategy 2: use community resources to equip, strengthen, and expand educational and supplemental offerings for elementary, middle, and high school students.	Expand community school model to more schools within the School District of Lancaster and equip schools with all the programming needed in their neighborhood to strengthen residents and decrease poverty to include programs outside of the SDOL budget and resident-created and led programs.	SDOL, CAP, LGHealth, SACA, United Way, residents, Education Action Team, Lancaster Coalition to Combat Poverty
		Support and strengthen out-of-school programs that provide education, mentoring, and nutrition support for District students & align these programs with SDOL curriculum.	Exit Lancaster, The Mix at Arbor Place, Children Deserve a Chance, Central Penn Food Bank, School District of Lancaster, Crispus Attucks, Dig It!
	Education Strategy 3: 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.	Create connectivity and warm hand-offs at every stage of the student's journey to ensure a clear and stable bridge to postsecondary completion.	SDOL, Pre-K for PA, CAP, HACC, Thaddeus Stevens, Millersville University, Franklin & Marshall University, Education Action Team
		Increase communication and coordination between secondary education providers, post-secondary providers, and workforce stakeholders. Link post-secondary goals to future living-wage workforce opportunities.	SDOL, IU13, HACC, Thaddeus Stevens, Millersville University, Franklin & Marshall University, Chamber of Commerce, Workforce Development Board, Education Action Team

FOCUS	STRATEGY	ACTION ITEM	ACCOUNTABILITY
HOUSING			
	Housing Strategy 1: Increase Homeownership County-Wide	Create more opportunities for residents of impoverished areas to purchase homes both in the city and in other Lancaster County municipalities close to where they work to lower housing costs, build assets and end transportation problems.	CDC, LHOP, SACA, Housing Action Team, County Commissioners, Chamber of Commerce
		Encourage and support other large employers in Lancaster County to assist their employees in securing housing near their work site (like LGHealth and F&M model).	Policy Action Team, Private Sector Action Team, Housing Action Team, Chamber of Commerce
	Housing Strategy 2: Improve Affordable Renting Environment	Establish community development corporation to act as scattered site non-profit landlord, setting bar for keeping rents affordable and quality high, and supporting faith-based and private landlords doing likewise (including developing models that allow residents to become landlords in their own neighborhoods).	CAP, LHOP, SACA, Council of Churches, residents, ASSETS, LCCEH, LGHealth, City Alliance, WDB
		Work with municipalities county-wide to decrease regulatory barriers to affordable housing development	LHOP, County Commissioners, Housing Action Team, Policy Action Team, ASSETS, Community First Fund
		Develop opportunities to build or renovate properties so there are small business spaces on the first floor with affordable housing opportunities above	CDC, City Government (Land Bank), ASSETS

FOCUS	STRATEGY	ACTION ITEM	ACCOUNTABILITY
COMMUNITY			
	Community Strategy 1: Develop human and institutional resources in Lancaster's impoverished neighborhoods	Develop a macro community development corporation in the city of Lancaster, composed of already-engaged non-profit agencies which serve in place of staff/departments, to bring separate economic, housing and community development interests together with a County-wide mission and an initial strategic focus in the City of Lancaster.	Lancaster Coalition to Combat Poverty, CAP, SACA, LHOP, ASSETS, LCCEH, LGHealth, City Alliance, WDB
		Identify and develop potential leaders in Lancaster's Southeast and Southwest quadrants, and provide these "community organizers" with support and funding to advance neighborhood priorities.	CAP (Block CAPtains), LHOP, SACA, Citizens Advisory Council, residents
		Combine all efforts within impoverished communities with voter registration and turnout efforts. Make voter registration available to those eligible with all service provision.	Policy Action Team, Steering Committee, SACA, CAP
	Community Strategy 2: Assess gaps, assets, and demographic trends across Lancaster Community to guide current and future interventions	Conduct a public health research project to identify factors contributing to the current decline in teen pregnancy rates & lay out an intentional plan to accelerate this decline as well as replicate this success in existing single parent households.	Lancaster Coalition to Combat Poverty, Penn State Hershey, Data Action Team
		Work with existing stakeholders to identify and deconstruct ongoing needs in housing, hunger, homelessness, and other contributing/resultant elements of poverty.	Data Action Team, LHOP, Council of Churches, LCCEH, Hunger Free Lancaster

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Mayor's Commission to Combat Poverty

Tom Baldrige – Lancaster Chamber of Commerce and Industry
 Marlyn Barbosa – Tec Centro
 Jesus Condor – Habitat for Humanity
 Carlos Graupera – Spanish American Civic Association
 Ollie Jones – Cater MacRae (Retired)
 Dan Jurman, MAR – Community Action Partnership

Jessica King – ASSETS
 Jennifer Koppel – Lancaster County Coalition to End Homelessness
 Dr. Damaris Rau – School District of Lancaster
 Sue Suter – United Way of Lancaster County
 Martin Dees – Lancaster NAACP

Commission Work Groups

Barriers & Best Practices

Meredith Wilson Calien	Self Employed	justFIT
Susan Davis	Retired	Registered Nurse
Martin Dees		NAACP
Patricia Hopson-Shelton		Millersville University
Ollie Jones	Retired Principal	Carter MacRae
Dan Jurman	CEO	Community Action Partnership
James Kearney	Attorney	Mid-Penn Legal
Rev. Daniel Long	Senior Pastor	Zion Evangelical Church
Gail Rittenhouse	Executive Director	Milagro House
Wilfredo Seda	Special Projects	WLCH
Hilda Shirk	President and CEO	Southeast Lancaster Health Services
Pam Smith	Director	School District of Lancaster
Jordan Steffy	Founder	Children Deserve a Chance Foundation
Stephen Stoeffler	Social Work Professor	Kutztown University
Alice Yoder	Director	Lancaster General Health

Capital & Connections

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Doug Byler	Realtor	LCAR
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Rev. Phil Hernandez	Pastor	In the Light
Jessica King	Executive Director	ASSETS
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Nancy Myer	Fitness Trainer	
Shelby Nauman	Vice President	Lancaster City Alliance
Jennifer Powell	Director	Central PA Foodbank
Myric Rogers	Small Business Owner	Product Systems
Tim Sheehan	Captain	Salvation Army
Bob Thomas	President	Tabor Community Services
Rev. Quentin Wallace	Pastor	Covenant UMC

Core Services

Rev. Jim Amstutz	Executive Director	Lancaster County Council of Churches
Jesus Condor	Community Developer	Habitat for Humanity
Ray D'Agostino	Executive Director	Lancaster Housing Opportunity Partnership
Mary Jo Gonzalez	Retired	Head Start Program
Martha Harris	Executive Director	Lancaster YWCA
Schirlyn Kamara	Director	Dig It
Melody Keim	Foundation Programs	Lancaster County Community Foundation
Jennifer Koppel	Executive Director	Lancaster County Coalition to End Homelessness
Jasmine Kraybill	Realtor	Howard Hanna
Dr. Kate McGeary	Pediatrician	Private Practice
Joshua Nice	Millersville Student	
James Orgass	ATTORNEY	Mid-Penn Legal
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Joe Younger	Broker	Younger Realty

Education and Training

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Marlyn Barbosa	Director	Tec Centro
Lawrence Berardi	Self-Employed	
Valdijah Brown	Act 101 Director	Thaddeus Stevens College
Daniel Falcon	Owner	Lancaster Cigar Bar
Carlos Gonzalez	Small Business Owner	Plumbing & Electric
Bob Marquet	Retired	Alternative Education
Shayne Meadows	Founder/Director	Exit Lancaster
David Miller	Project Manager	Rettew
Dr. Damaris Rau	Superintendent	School District of Lancaster
Meg Reed	Executive Director	Horizons Program
Sandra Valdez	Director	Nuestra Clinica
Viola Wesley	Manager	Community Action Partnership

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ASSETS

Bright Side Baptist Church
Bright Side Opportunity Center
Café Centro
Center for Public Scholarship and Social Change at Millersville University
Central PA Food Bank
Children Deserve a Chance Foundation
Clipper Stadium
Community Action Partnership
Community First Fund
The Democracy Collaborative
Domino's Pizza - 798 New Holland Ave, Lancaster, PA
Ebenezer Baptist Church
Exit Lancaster
The Factory Ministries
F&M Works
Franklin and Marshall College
Giant Food Stores- 235 N. Reservoir Street, Lancaster, PA
Harrisburg Area Community College
Healthy Beginnings Plus
Iglesia Catolica San Juan Bautista
J. P. McCaskey High School
Lancaster Chamber of Commerce and Industry
Lancaster General Health
Lancaster Housing Opportunity Partnership
Lancaster-Lebanon IU13
Lancaster YWCA
The Mix at Arbor Place
Penn State Hershey College of Public Health
Pre-K for PA
Re-Entry Management Organization
Reynolds Middle School
School District of Lancaster
Southeast Lancaster Health Services
Spanish American Civic Association
Tec Centro
Thaddeus Stevens College
Thad Williamson (University of Richmond – Mayor's Anti-Poverty Commission)

CITATIONS

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Figure 6 - Poverty by Educational Attainment - US Census Bureau - American Community Survey 2014 5-Year Estimates, Lancaster City, Table S1702.

Figure 7 - Food Insecurity in Lancaster County - "Map the Meal Gap - Lancaster County." Feeding America, 2014.

Figure 8 - Minimum Wage by State, 2016 - "State Minimum Wages." National Conference of State Legislatures, 2016.

Figure 9 - Point-in-time Counts, Homelessness - Data from Lancaster County Coalition to End Homelessness, 2016.

Figure 10 - Cost/Benefit for Early Child Programs - "HighScope Perry Preschool Study." HighScope Educational Research Foundation, 2004.

Figure 11 - Summer Learning Loss - "Summer Learning Loss." The Campaign for Grade-Level Reading, 2016.

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