



Frederick County HUMAN NEEDS ASSESSMENT EXECUTIVE SUMMARY

August 2011



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of FREDERICK COUNTY

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The contents of this report are the responsibility of the authors only, and do not reflect the views of the University of Baltimore, Johns Hopkins University, or The Community Foundation of Frederick County.



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The complete Human Needs Assessment Report can be accessed on the Community Foundation's website at www.cffredco.org/impact/needsreport.

INTRODUCTION



The complete Human Needs Assessment Report can be accessed on the Community Foundation's website at www.cffredco.org/impact/needsreport.

The Community Foundation of Frederick County (the Community Foundation) is proud to present the findings of its human needs assessment. The Community Foundation has no set agenda except to provide the greatest positive community impact through its grant making and scholarship programs. The purpose of this document is to provide a solid, unbiased assessment of the most pressing human needs in Frederick County.

The Community Foundation and local funders and philanthropists have a shared interest in providing meaningful grant funding in Frederick County and want to create the most impact from their grant making. This human needs assessment will be used to expand the Community Foundation's strategic grant making to ensure maximum impact and create benchmarks to assess progress over the next 10 years.

This human needs assessment combines research and data with input from service providers, stakeholders, community leaders, and others to determine the areas of need that are most pressing. The human needs assessment covers all areas of human services within Frederick County but pays particular attention to the Community Foundation's core priority areas: health, youth, and basic human needs.

To complete this human needs assessment, the Community Foundation engaged the Baltimore Neighborhood Indicators Alliance-Jacob France Institute of the University of Baltimore and the Johns Hopkins University Institute for Policy Studies (BNIA-JFI/JHIPS) team to prepare a collaborative human needs assessment for Frederick County. The Community Foundation intends to use the human needs assessment to focus its efforts in the three areas of need that emerged as priorities from its strategic planning activities over the past year: health, youth and basic human needs, including shelter and jobs.

The BNIA-JFI/JHIPS team brings relevant experience in both the use of multiple data sources to provide a detailed picture of needs and assets and the production of opportunity scans to help focus the efforts of a community foundation.

The report identifies key components in the Community Foundation's three target areas that can be addressed with strategic funding, collaboration among funders and service providers, best practices, volunteer efforts, and community involvement.

The systematic needs assessment had three parts:

- » A quantitative perspective on human needs in Frederick County;
- » A qualitative perspective on human needs in Frederick County; and
- » An analysis of the supply of services available to meet the identified needs and of gaps between supply of services and need for them.

The qualitative analysis of needs, supply of services, and gaps in services relied to a large extent on the knowledge and opinions of Frederick County "experts," individuals who have long experience in delivering human services in Frederick County or who are currently or in the past held elected or appointed policymaking positions. These experts were identified by the Community Foundation, which managed convening and scheduling of all meetings and telephone conferences. All participants were assured that their comments would not be attributed.

METHODOLOGY

A quantitative analysis of current and future trends in Frederick County's population and socioeconomic trends and a thorough labor shed¹ analysis provided the foundation for the study.

Simultaneously, the qualitative element of the human needs assessment was conducted using five methods designed to gather the input of a diverse group of service providers, elected officials, service end-users, and the general public. Components of the research process included:

- » **Seven focus groups** consisting of 38 representatives from government agencies, nonprofits, and professional service providers were held to gather assessments of Frederick County's human needs, available services, and gaps in services. Invited individuals who were unable to attend were interviewed by phone.
- » **Eight key informant interviews** conducted with current and former elected officials, civic leaders, and representatives from United Way of Frederick County, Frederick County judiciary, and Frederick County Public Schools.
- » **A survey of 111 service providers** conducted to collect information about available services. The survey included an open-response question: "In your professional opinion, what are the top three unmet needs in all of Frederick County?" with the responses used as part of the human needs assessment portion of the analysis. The respondents profiled 167 programs. The respondents included the majority of the largest providers of human needs services.
- » **A focus group of 15 participants of human services programs**, which included services for people who are homeless, free clinic patients, and consumers of soup kitchens and food programs, was conducted. Participants were asked about their daily needs, programs that have helped them and why, their unmet needs, and the needs of community youth. Community Foundation leaders who participated in United Way of Frederick County's strategic planning process contributed their notes, which also were used in gauging community human needs.
- » **A survey of the general public**, which asked respondents to rank unmet needs in the Community Foundation's three core strategic areas: health, youth, and basic human needs. One hundred and fourteen responses were received, with the survey's availability reported in local print media, on the Community Foundation's website, through email blasts, and social media.

The primary source data was supplemented by third party focus groups and surveys, most notably those of United Way of Frederick County and the Frederick County Local Management Board². The report also includes a preliminary aggregation of service delivery issues raised by key local participants in the assessment, as well as suggested quantifiable indicators for discussion by the Community Foundation and community partners of how to measure progress and impact. The qualitative analysis of needs, supply of services, and gaps in services relied to a large extent on the knowledge and opinions of Frederick County "experts," individuals who have long experience in delivering human services in Frederick County or who are currently or in the past held elected or appointed policymaking positions. These experts were identified by the Community Foundation, which managed convening and scheduling of all meetings and telephone conferences. All participants in the study were assured that their comments would not be attributed.

¹ A labor shed is defined as the region or area from which an employment center draws its workers.

² Maryland mandates that all counties have an agency to oversee services to children and families in an effort to minimize duplication of these services. The Frederick County Local Management Board guides Frederick County Office of Children and Families in governing, allocating resources, monitoring and evaluating family services.

CORE PRIORITY AREAS

Within the Community Foundation’s three priority areas (health, youth, and basic human needs), the following sub-categories emerged from the study’s information-gathering as the ones needing particular focus. They were used to guide the investigation of existing needs, existing services, and gaps in services. It should be noted that needs in the three strategic areas are deeply interrelated.

Health

- » Affordable health care
- » Medical home
- » Mental health care

Youth

- » Caring adults in the lives of children and youth
- » School readiness
- » Outside-of-school activities

Basic Human Needs

- » Shelter
 - Affordable housing
 - Supportive housing
 - Homeless services
- » Jobs and job supports
 - Adult literacy
 - Affordable high-quality child care
 - Transportation

A DEMOGRAPHIC SNAPSHOT OF FREDERICK COUNTY³

The following demographic trends affect human needs in Frederick County today and will do so in the future. They include:

- » **MORE PEOPLE:** More than 230,000 individuals currently live in Frederick County. The county will experience continued population growth through 2030, though much less rapid than the previous 20 years. The recession has dramatically slowed migration from Montgomery County, which has been the primary source of population growth. Population increase will be fueled equally by natural increase (births minus deaths) and migration of individuals and households from elsewhere in Maryland and the United States.
- » **MORE OLDER PEOPLE:** Age distribution has changed dramatically over the past 10 years and will continue over the next 20 years. The age 65-and-older population is expected to increase 232% between 2010 and 2030, from 24,970 (11.1% of the population) to 58,000 (17.5% of total population).
- » **SHORTAGES OF RENTAL HOUSING IN FREDERICK CITY:** Rapid growth in the number of households will fuel demand for additional housing. Rental units make up over one third of the housing in Frederick City, but only 16% in the remainder of the county. Only 125 new rental units were added to the stock in Frederick City in the last decade, while there was an increase of 1,600 rental units in the rest of the county.

Using forecasted population estimates, the total population for Frederick County is expected to increase by 70% between 2000 and 2030. The 65-and-older population is expected to increase 232% and account for 17.5% of the total county population.

(Additional population detail begins on page 25 of the complete Human Needs Assessment Report.)

³ Except where noted, all data is from the U.S. Census Bureau, with projections to 2030 by the Maryland State Data Center.

- » **BRAINPOWER DRIVES THE COUNTY ECONOMY:** By far the greatest labor force growth in the past decade – in both numbers of positions and percentage increase—was in management, professional, and related occupations and in professional, scientific, management and administrative industries and educational, health and social services industries. A large share of jobs in these occupations and industries require substantial education, training, and/or experience. The educational attainment of current and potential Frederick County workers largely matches demand—33% of people over 25 in Frederick City and 32% in the rest of the county have Bachelor’s degrees or higher; the share has increased 4% over the last decade as better educated individuals have moved to the county.
- » **13,000 CITIZENS ARE BEING LEFT UNPREPARED:** Ten percent of Frederick City’s population over the age of 25 (4,166 individuals) and 8% (8,232) in the rest of the county have less than a high school education and are ill-prepared to take part in the county’s brainpower-driven economy or to help their children and grandchildren do so. Though it may not appear so during the lingering recession, systemic labor shortages throughout Maryland and elsewhere are projected within the next 25 to 30 years as current demographic and economic growth patterns collide; for the sake of economic development as well as the welfare of human beings, the county cannot afford to leave anyone outside the economic mainstream.
- » **THE COUNTY EXPORTS AND IMPORTS LABOR:** Today, Frederick County is a net exporter of highly skilled, well-paid labor, with the largest share of these workers employed in Montgomery County. Workers who hold lower-skill, lower-pay positions in Frederick County often cannot afford to live in the county but commute in for work.
- » **INCOME HAS INCREASED RAPIDLY THROUGHOUT THE COUNTY, BUT FROM A MUCH LOWER BASE IN FREDERICK CITY:** Median household income has grown by 34% since 2000 across the county (35% in Frederick City), but in 2009, median income in Frederick City was \$61,700 compared to \$81,000 in the County as a whole.
- » **10,500 FREDERICK COUNTY RESIDENTS LIVE IN POVERTY** (<\$11,136 income per year): Compared to Frederick County as a whole, more Frederick City residents living in poverty are under the age of 18 (32% vs. 28%) and are African American (25% vs. 8%), and slightly more are Hispanic. Frederick City residents over the age of 25 living in poverty are less educated (25% have less than a high school degree vs. 9% in the county as a whole), but among those over the age of 16, 77% of Frederick City residents living in poverty are employed, versus 69% of those in Frederick County as a whole).
- » **16,000 FREDERICK COUNTY RESIDENTS ARE “WORKING POOR”** (earning above poverty level up to \$24,000, which is estimated to be a self-sufficiency income in Frederick County⁴): Working poor individuals are more likely than those living in poverty to have less than a high school education (diploma) and 87% of working poor individuals are earning an income. Of the working poor, 9% are African American and 7% are Hispanic.



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In 2010, an individual earning less than \$11,136 or a family of four earning less than \$22,314 were considered to be living in poverty.

(Additional detail on poverty and working poor residents begins on page 44 of complete Human Needs Assessment Report)

⁴ Based on the Self Sufficiency Standard for Maryland (2003).

HUMAN NEEDS, SERVICES, AND GAPS IN FREDERICK COUNTY

Health Needs

Frederick County's health needs are being shaped by its changing demographics. Individuals and families without health insurance cannot afford preventive services, including physical, mental, and dental.

(Additional detail on health needs begins on page 59 of the complete Human Needs Assessment Report.)

Frederick County's health needs are being shaped by its changing demographics. As the elderly become a larger share of the population over the next 20 years and the number of children remains relatively constant, pressure to address chronic conditions will increase even while Frederick remains a location of choice for families with children.

Affordable health care is the number one health need in Frederick County.

- » 8.6% of all Frederick County residents lack health insurance and 4.8% of residents under the age of 18 lack health insurance coverage.⁵
- » The number of health care providers accepting medical assistance payments such as Medicaid is limited.
- » The number of health care providers accepting Medicare is insufficient to meet the needs of the rapidly growing senior population.
- » Working poor families have incomes too high to qualify for medical assistance, but they cannot afford to pay for medical services out of pocket.
- » Dental services are inadequate for uninsured and underinsured individuals.
- » High turnover among frontline health care workers weakens service delivery.
- » Demand for affordable health care is greater than the capacity of all Frederick County providers.

A “**medical home**” (also referred to as primary care physician driven care) for low-income individuals and families would improve health outcomes and reduce costs.⁶ People without access to medical homes tend to rely on hospital emergency rooms and lack adequate preventive care, management of chronic conditions, and care coordination, including referrals to specialists.

- » According to Frederick Memorial Hospital (FMH) sources, more than one quarter of FMH emergency department visits are for non-emergency reasons that could have been much less expensively and more effectively addressed by primary health care providers in a medical home.
- » Uncompensated care in the county rose 8% between 2008 and 2009, to more than \$15 million.⁷
- » A pressing need exists for focusing efforts on chronic disease management that a medical home brings.
- » Twenty-eight percent of Frederick County's population is obese, 29% suffers from hypertension, 6% from chronic heart disease, and the incidence of diabetes is 9%. Fourteen percent of adults and 11% of children have asthma.⁸

⁵ U.S. Census Bureau, 2009 American Community Survey one-year estimates.

⁶ The 2010 federal Affordable Care Act provides a statutory definition of the medical home model, defining a medical home as: “a mode of care that includes (a) personal physicians, (b) whole-person orientation, (c) coordinated and integrated care, (d) safe and high-quality care through evidence-informed medicine, appropriate use of health information technology, and continuous quality improvements, (e) expanded access to care, and (f) payment that recognizes added value from additional components of patient-centered care.”

⁷ Maryland Health Care Cost Review Commission.

⁸ PRC Community Health Assessment 2007.



- » According to the Frederick County Health Department, an older population is more likely to suffer from chronic diseases such as diabetes, hypertension, and chronic heart disease,⁹ creating the need for expanded capacity for chronic disease management.
- » Culturally competent¹⁰ medical homes are needed for Hispanic residents. Eighty percent of FMH’s emergency department dental patients, and 90% of the prenatal patients are Hispanic.
- » Medical homes for young people with developmental disabilities, combined with respite care, can enable their caregivers to maintain good mental health themselves.
- » The majority of surveyed providers of medical home services agree that the demand is greater than the capacity of all Frederick County providers.

There is a rapidly growing need for **affordable mental health services** for Frederick County residents of all ages and insufficient resources to meet that need.

- » The U.S. Census Bureau’s American Community Survey estimates that during 2005 and 2009, the annual average of Frederick County residents reporting cognitive difficulty was approximately 6,500 persons.
- » 6.7% of adults reported fair or poor mental health, with higher rates among residents under 40 and those with incomes less than 200% of the Federal Poverty Level.¹¹
- » The Frederick County Health Department provides mental health/substance abuse treatment programs in a community-wide continuum of care, and operates youth mental health prevention programs that can identify the early stages of mental illness. As demand increases, resources for these exemplary programs are diminishing.
- » Long lead-times for behavioral health appointments in low-cost settings is common, and those who qualify for inpatient services face waiting lists.
- » Mental health treatment protocols often require multiple visits and/or medications that uninsured and underinsured residents cannot afford.
- » Few, if any, adolescent psychiatrists have general practices that are accepting new patients in Frederick County.
- » Mental health crisis response services, particularly mobile responses, are insufficient.
- » The majority of surveyed providers of mental health services agree that the demand is greater than the capacity of all Frederick County providers.

More “medical homes” for individuals and families are needed where doctor-patient relationships can be established, hospital emergency room visits can be reduced, and chronic diseases can be managed.

(Additional detail on medical home begins on page 62 of the complete Human Needs Assessment Report.)

⁹ PRC Community Health Assessment.

¹⁰ Cultural competence refers to the ability to be aware of the impact of culture and to address the needs of different groups of people in accordance with their values, customs, beliefs, and languages.

¹¹ PRC Community Health Assessment.



Community Foundation Focus on Health Needs

The Community Foundation's strategic grants program focuses on providing affordable health care for persons who are uninsured, underinsured and without financial means to pay for health care. The grants will be awarded to nonprofits for direct care services, with primary focus on physical health services, such as dental services, prescriptions and medications, prenatal care, and specialty care for diagnostics and treatment, and with a secondary focus on the provision of mental health care services, such as counseling, prescriptions and treatment. Special consideration will be given to nonprofits providing these services using a "medical home" model.

Why? Affordable health care was identified as the number one health-related need by the service providers, the focus groups, and the public survey respondents. In Frederick County, 8.6% of all residents and 4.8% of children under the age of 18 lack health insurance coverage. Low-income individuals and families without health insurance or with

inadequate insurance coverage often lack access to preventive and diagnostic services. When faced with the acute consequences of untreated chronic conditions, they often seek treatment using emergency services. Frederick Memorial Hospital reported that 27% of its emergency department visits are for non-emergency reasons that would have been much less expensively and more effectively addressed by primary health care providers in a medical home.

In addition to the strategic grants that will provide direct care funding, the Community Foundation is investigating positively impacting affordable health care by collaborating with other funders and nonprofits to improve service coordination and delivery, public education on the problems associated with affordable health care, and other outreach activities designed to promote greater awareness and access to services.

Youth Needs

Youth ages 18 and under make up approximately 28% of Frederick County's population and their numbers are expected to increase 65% over the next 20 years. There is at least one individual younger than 18 years old living in almost 38% of Frederick County's households.¹²

Caring adults in the lives of youth is the number one youth need in Frederick County.

- » Study participants, including the surveyed public, agreed with academic experts¹³ that caring adults who are consistently present and active in the lives of youth enhance resilience in young people, helping them thrive despite obstacles; act as protective factors for youth in high-risk settings; and facilitate student learning. Conversely, when parents or other caring adults are absent, healthy development of young people is compromised.
- » Optimally, parents and other family members fill the role of caring adults throughout their children's lives. Other caring adults, including teachers, counselors, coaches, mentors, faith community members, and in some cases foster parents, are also necessary to supplement and in some cases substitute for, parental attention.
- » Parents need support to enable them to parent successfully and help their children realize their potential. In Frederick County, new-baby home visits for all households formerly helped to launch parents in their new roles and connect them with resources.
- » Parents need to be able to help their children navigate available college and career pathways. School career and college counselors play an important role in the lives of youth and their families, helping them navigate the college and career opportunities available to them. However, counselors have overwhelming caseloads and have received insufficient professional development to effectively guide students and their families.¹⁴
- » More widely available college affordability expertise is needed to help more families, many of whom are unaware of the financial options available to them and may discourage their children from exploring college options in the mistaken belief that they cannot afford it.
- » Increased numbers of adult mentors are needed.
- » All surveyed providers of these services agree that demand for caring adults is greater than the capacity of all Frederick County providers.



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Many factors influence a child's readiness for school, including availability of prenatal care, well-baby home visits, caring adults (parents, family, caregivers), parenting support, home environment, and school-readiness programs.

(Additional detail on school readiness begins on page 74 of the complete Human Needs Assessment Report.)

¹² U.S. Census Bureau, Maryland State Data Center (projections).

¹³ See for example, Bernat, D.H., PhD and Resnick, M.D., PhD (2006). Michael D. Resnick, PhD, "Healthy Youth Development: Science and Strategies," *Journal of Public Health Management & Practice* 12:6 (S10-S16).

¹⁴ Frederick County Public Schools (2011). *Findings of the Superintendent's College and Career Ready Task Force*.

Youth under age 18 currently make up 28% of Frederick County's population and are expected to increase 65% by 2030.

(Additional detail on youth needs begins on page 70 of the complete Human Needs Assessment Report.)

School readiness, measured by the Maryland Model for School Readiness' use of exemplars adapted from the Work Sampling System® (WSS), is a high priority in Frederick County because 80% of brain growth, including a child's social, and emotional development, occurs before age six.¹⁵

- » The WSS measures social, emotional, and physical development as well as cognitive capabilities.
- » Frederick County will have an additional 7,600 infants, toddlers, and preschoolers over the next 20 years.¹⁶
- » In 2009, only 80% of Frederick County births were to mothers who received early prenatal care, compared to 92% in Howard County—ranking Frederick County 19th out of 24 counties in the state of Maryland.¹⁷
- » Children who were less than “fully ready” (as measured by the WSS) for kindergarten were more likely than the majority of Frederick County students to be those who received care at their own or others' homes rather than in child care centers and those who were English Language Learners.¹⁸
- » School readiness programs rely heavily on volunteers; there is a need for involvement by more professional child development specialists.
- » Greater capacity in two-generation early childhood (birth through age three) programs is needed for lower-income families. These programs focus not only on parenting and high-quality child care, but also on building parents' human capital through school completion and job readiness, job search assistance, and training.
- » All surveyed providers of school readiness services agree that the demand is greater than the capacity of all Frederick County providers.

More appealing and affordable **activities outside of school** are needed to enhance child development, provide opportunities for youth to interact with caring adults outside of their families, and to counter drug and gang influences.

- » Expanded before-and-after school activities, after-school clubs, and sports programs for youth are needed.
- » Weekend and evening activities are in short supply.
- » Intramural sports programs, and recreational, social, and other activities that are not sports-related, are needed.
- » Programs that are attractive to older children and youth (11-21) were recommended. Youth surveyed by the Frederick County Local Management Board asked for more job/life skills activities; county experts have recommended required financial literacy training inside and outside of school.
- » The paid, fulltime workforce of providers is negligible; these programs rely heavily on volunteers and are struggling to meet rising demand.
- » The number of mentors from the community and internships for youth in local businesses and nonprofits are limited.
- » The majority of surveyed providers of outside-of-school services agree that the demand for activities outside of school is greater than the capacity of all Frederick County providers.

¹⁵ Shonkoff, J.P. and Phillips, DA, eds. (2000). *From Neurons to Neighborhoods: The Science of Early Childhood Development*. National Research Council and Institute of Medicine.

¹⁶ Maryland State Data Center.

¹⁷ Frederick County Local Management Board 2010 Community-Wide Needs Assessment.

¹⁸ Maryland State Department of Education.



Community Foundation Focus on Youth Needs

The Community Foundation’s strategic grants program focuses on providing services to children birth to five years of age to ensure that they are ready to learn when they enter Kindergarten. The grants will be awarded to nonprofits to address school readiness and critical child development issues, which includes cognitive, social, emotional and physical development, and parenting.

Why? The number of infants, toddlers and preschoolers in Frederick County is expected to increase from 15,576 in 2010 to 23,150 in 2030, showing that critical support is needed so that all children have the best possible chance for success as they mature. Providers of school readiness services sent the strongest message of all service providers surveyed about the lack of capacity within their own organizations and in Frederick County as a whole to meet growing demand. While a growing percentage of Frederick County children are

entering kindergarten “fully ready” to learn, great strides have been made in improving the school readiness of poor and racial/ethnic minority children, who continue to lag behind white students. Poorer families require intensive support from pregnancy through childhood because school readiness is profoundly affected by maternal and family stress, substance abuse, child neglect, and in the worst cases, abuse.

In addition to the strategic grants that will provide funding to ensure school readiness, the Community Foundation is investigating positively impacting all birth to five year olds in Frederick County by collaborating with other funders and nonprofits to improve service coordination and delivery, public education on the issues associated with child development and school readiness, and other outreach activities designed to promote greater awareness and access to services.

Basic Human Needs



Basic human needs include air, food, and water; clothing and shelter; and physical, economic, and health security.¹⁹ During the study’s information-gathering, two broad areas—shelter and jobs—emerged as areas of greatest need, and several subcategories within them were identified.

SHELTER

Affordable housing led all rankings of need of all types. While it is beyond the capacity of any social services sector in Frederick County, alone or in consortium, to materially affect the county’s housing market, the focus of most respondents was on residents who are unsatisfactorily housed—in unsafe, overcrowded, unsanitary, or temporary circumstances, or requiring so much of their income that other basic needs must be sacrificed—or at risk of losing their residence altogether.

- » According to the U.S. Department of Housing and Urban Development (HUD), “families who pay more than 30% of their income for housing are considered cost burdened and may have difficulty affording necessities such as food, clothing, transportation, and health care.” A household that spends more than 50% of its gross annual income on housing has a “severe housing cost burden” and may be at risk of homelessness.
- » In 2009, the Area Median Household Income (AMI) in Frederick County was \$82,598.²⁰ Lower income Frederick County households (earning 50% or less of the area median income) spent larger shares of their income on housing costs than did those earning the median or above.
- » Thirty-six percent of Frederick County homeowners spent more than 30% of median household income on housing. Between 2005 and 2009, they lost an average of \$78,546 in homeowner equity per homeowner, the third highest loss in Maryland.
- » Frederick County faces a shrinking supply of affordable rental housing, which declined from 75% of the rental stock in 2000 to just under 60% in 2008. Between 2000 and 2008,²¹ the number of Frederick County renters who spent more than 50% of their income on rent increased from 13% to nearly 18%.²²
- » Needs assessment participants identified a need for an increase in the supply of affordable housing by addressing acquisition and associated costs for nonprofit housing developers, possibly through a land trust.
- » Almost all surveyed providers of affordable housing services agree that the demand is greater than the capacity of all Frederick County providers.

¹⁹ Maslow, Abraham (1943). *A Theory of Human Motivation*.

²⁰ U.S. Census Bureau.

²¹ U.S. Census Bureau’s American Community Survey uses three- and five-year rolling averages. In this case, the data is the 2006-2008 average.

²² Real Property Research Group (2011) *Multifamily Rental Market Assessment: Frederick County, Maryland*.

Supportive housing, sometimes called “shelter plus care,” combines long-term, affordable leased units with onsite, facilitated access to a flexible and comprehensive array of supportive services designed to assist tenants in achieving and sustaining housing stability.

- » In addition to those who are homeless, elderly people, persons with disabilities, and recovering substance abusers often need supportive housing.
- » An unmet need exists for supportive housing for patients with chronic mental illness and for youth who are aging out of the foster care system or transitioning from disabled student status to adult services.
- » Supportive housing providers depend on a workforce of trained professionals and many volunteers to deliver their services.
- » Surveyed service providers unanimously agree that the demand for supportive housing is growing and greater than the capacity of all Frederick County providers.

Homeless services are needed in Frederick County. Homelessness is in part the ultimate outcome of unaffordable housing, while other factors such as mental illness and substance abuse may factor significantly.

- » Homelessness has been decreasing in Frederick County since its high point in 2009. As of January 26, 2011, there were 280 homeless people in Frederick County. The homeless population now includes more families, particularly domestic violence survivors. More than three-quarters of homeless adults in families reported income.²³
- » Frederick County’s homeless response services and capabilities lack needed day shelter(s), 24-hour shelters, year-round (vs. winter-only) shelters, and a women’s shelter.
- » Housing with support services is needed, both short-term services in transitional housing and long-term services in permanent supportive housing, to address the needs of homeless people who are persons with chronic substance abuse, mental illness, or dual diagnoses.
- » Frederick County lacks a coordinated system of services for chronically homeless people.
- » Expansion of services for homeless families is urgently needed. The face of homelessness is changing, and the gap between the growing demand for family services and supply is widening.
- » A coordinated system of services does not exist for emergent homeless families.
- » Almost all surveyed service providers agree that the demand for affordable housing services is greater than the capacity of all Frederick County providers.

The U.S. Department of Housing and Urban Development defines “affordable housing” as that which does not exceed 30% of gross household income for mortgage or rent, including utilities.

(Additional detail on affordable housing begins on page 82 of the complete Human Needs Assessment Report.)



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²³ Metropolitan Washington Council of Governments’ Homeless Services Planning and Coordinating Committee (2011). *A Regional Portrait of Homelessness: The 2011 County of Homeless Persons in Metropolitan Washington*. Frederick County Coalition for the Homeless contributes to the report.

JOBS

Employment services. Job seekers have multiplied in the lingering recession. The results of corporate downsizing—initially occurring in response to the business cycle—are now permanent as employers find more profitability with fewer employees, greater productivity, and hire more contract and other flexible workers. Skilled workers are taking jobs beneath their skill level, crowding out youth and other low-skill workers.

8,000 Frederick County residents ages 16 and older were unemployed in 2010. Lack of jobs, vocational training and career development is the largest problem for adults ages 19-21.

(Additional detail on jobs and job supports begins on page 92 of the complete Human Needs Assessment Report.)

- » Approximately 2,784 Frederick County residents living in poverty and 926 working poor individuals²⁴ are not in the labor force²⁵ and an additional 1,317 poor and working poor individuals are unemployed.
- » Respondents to the Frederick County Local Management Board's 2010 survey of child-serving agencies cited "lack of jobs, vocational training, and career development" as the largest problem for young adults ages 19 to 21.
- » Federal legislation reauthorizing workforce services in 1998 by the U.S. Department of Health and Human Services mandates that workforce career centers provide universal service, and agencies are funded to provide intensive job coaching to the lowest-income job seekers whose incomes are less than 150% of the Federal Poverty Level. These are the services in shortest supply and most needed by poor and working poor individuals.
- » Additional job-readiness programs with more of a career-path orientation, including job placement, retention, advancement, and improved tracking of individuals on paths to self-sufficiency, are needed.
- » Study participants also saw unmet needs in ongoing skills-upgrade partnerships with employers and science, technology, engineering, and math (STEM) education at all levels of public schooling.
- » Demand for workforce development services is increasing and there is guarded optimism among surveyed service providers that they can provide core services that will meet needs.

To obtain, keep, and advance in a job, unemployed and underemployed Frederick County residents need **job supports** that address personal barriers and/or enhance opportunities, including adult literacy instruction, affordable high-quality child care, and transportation services. In Frederick County, there is an unmet need for a better coordinated and more effective network of job supports providers.

In the last national survey of **adult literacy** in 2003, 6% of Frederick County residents ages 16 or older lacked basic prose literacy skills.²⁶

- » Adult literacy is lowest among the 11% of Frederick County and 16% of Frederick City residents who spoke a language other than English at home,²⁷ and among long-time rural populations with little schooling. More outreach and expanded services are needed to reach the latter, who may not welcome help, and urban areas of generational poverty.
- » Working together, Frederick County Public Schools' Flexible Evening High School and Frederick Community College are the largest providers of adult literacy services, the remainder of which are provided by small, volunteer-

²⁴ Working poor refers to persons earning above the federal poverty level but who could potentially fall below the poverty level due to economic, family, health, or other reasons. They are earning less than a sustainable wage for their place of residence. This definition is taken from the Wider Opportunities for Women Family Economic Security Program.

²⁵ Not employed and not looking for work.

²⁶ National Center for Education Statistics (2003). National Assessment of Adult Literacy: State & County Estimates of Low Literacy.

²⁷ U.S. Census Bureau.

dependent nonprofits. The Flexible Evening High School has seen an increase in demand, with enrollment reaching 1,000 students. Other providers are smaller scale, with the Literacy Council of Frederick County serving 120 individuals last year, for example, and heavily dependent on volunteers for one-on-one tutoring.

Affordable, high-quality child care is critical in enabling parents to work and also can contribute significantly to children’s school readiness and success.

- » Child care is one of the largest items in a family budget, often the largest if a family has more than one child. More than three-quarters of Frederick County mothers of children younger than 12 years old work, creating demand for potentially 28,000 children; in 2011, child care center and licensed family child care had spaces for 10,000 children.²⁸
- » The common childcare answer for poor and working poor families is to rely on informal, unlicensed “family, friends, and neighbor” care, which can be unreliable and offer a less than rich developmental environment for children. Another option, leaving the lowest-paid parent at home, limits the household’s overall income. Child care financial aid for low income parents is insufficient.
- » The procedure for obtaining subsidies is fragmented.
- » Financial assistance and professional development for child care operators, particularly those who care for infants and toddlers, is lacking.
- » Demand for high-quality child care is increasing and almost all surveyed providers of child care services agree that combined capacity, particularly of affordable care, is insufficient.

In a suburban area like Frederick County, **transportation** is required to exploit employment opportunities, starting with job applications and interviews. The 2010 Census shows that 4.2% of Frederick County households and 7.2% of Frederick City households do not have an available vehicle. Only 1.9% of Frederick County commuters and 2.6% of Frederick City commuters use public transportation to get to work.

- » TransIT provides the only scheduled public transportation in the county, providing 800,000 trips in FY2011 on high-frequency “connector” routes in the Frederick City area.
- » Limited TransIT service outside the Frederick City area—usually two to four trips per day—concerned survey participants, who see it limiting people from accessing not only jobs but also social services and child care.
- » Provider survey respondents estimate that 1,112 clients per month were not served because they could not physically reach the location of their services.
- » Needs assessment participants noted that unemployed and underemployed people were most vulnerable to spatial mismatches between residence and job opportunity.
- » Needs assessment participants identified the need for reliable on-demand paratransit and other options where demand does not justify scheduled transit service.



²⁸ Maryland Child Care Resource Network (2011). *Child Care Demographics 2011: Frederick County*.



Community Foundation Focus on Basic Human Needs

The Community Foundation's strategic grants program focuses on providing services to those who are precariously housed and individuals and families who are homeless, with particular emphasis on providing services to the newly homeless and those who are transitioning from shelters and crisis situations to more permanent housing. The grants will be awarded to nonprofits to provide shelter, housing assistance, emergency assistance to help find appropriate housing arrangements, and support to homeless individuals and families to obtain safe, clean and affordable housing.

Why? While the numbers of those who are homeless have reportedly decreased in Frederick County since 2009, the diminished economy has created a new segment of homeless individuals and families—those who never expected to be homeless—in addition to those who are precariously housed and have an increased potential to become homeless. Focus

group participants talked of the undocumented homeless, including those who stay in their cars or with friends, who are not counted in the homeless point in time studies but are still in need of services. Additionally, year-round shelter programs and corresponding day programs are needed. Providers of homeless services sent a strong message that their combined capacity to provide services is not enough to address the emerging demand.

In addition to the strategic grants that will provide funding to support homeless services, the Community Foundation is investigating positively impacting individuals and families without permanent places to stay by collaborating with other funders and nonprofits to improve service coordination, public education on the issues associated with homelessness, and other outreach activities designed to promote greater awareness and access to services.

SERVICE DELIVERY ISSUES

While it was not the focus of the human needs assessment, several questions in the survey of service providers²⁹ and discussions in many focus groups addressed the ways that services are delivered. Highlights include:

- » **MEASURING RESULTS:** Virtually all respondents used activity measures, 58% used outcome measures, and 51% used impact measures to assess the results of their efforts (respondents could select all that applied). Almost 40% of service provider survey respondents would like to measure their results in a different way, and made 48 suggestions for improvements they would like to make.
- » **COLLABORATION:** The 61 respondents to the service providers survey described 167 programs. Almost all indicated that they collaborated with other organizations for referrals, specialty service, facilities, shared workload, and other needs.
- » **VOLUNTEERS:** Of the programs that utilized volunteers, most counted on them to perform essential functions. Most surveyed service providers agreed that it was becoming more difficult to recruit volunteers, including board members.
- » **SERVICE DELIVERY PRIORITIES:** Survey respondents and other assessment participants volunteered their top service delivery priorities:
 - Measurement of results, outcomes, and impact
 - Coordination and collaboration among service providers
 - Improved communication about available services to intended beneficiaries
 - Access to services and the removal of barriers to service, including geography, language, and cultural competence
 - Volunteer recruitment



The complete Human Needs Assessment Report can be accessed on the Community Foundation's website at www.cffredco.org/impact/needsreport.

²⁹ See Methodology on page 5.

CLOSING

In addition to strategically-based grants focused on health, youth, and basic human needs, the Community Foundation will continue to award grants using unrestricted funds and other funds entrusted to it for grantsmaking. The Board of Trustees is also dedicated to supporting the arts, the environment, historic preservation, animal welfare, education, civic causes, elder care, faith-based organizations, community programs and scholarships for deserving students.



**THE COMMUNITY FOUNDATION
of FREDERICK COUNTY**

For Good. Forever. For Frederick County.

312 E. Church Street • Frederick, MD 21701

301.695.7660 • www.cffredco.org

info@cffredco.org



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Information about the Community Foundation submitted under the Maryland Charitable Solicitations Act can be obtained from the Maryland Secretary of State.