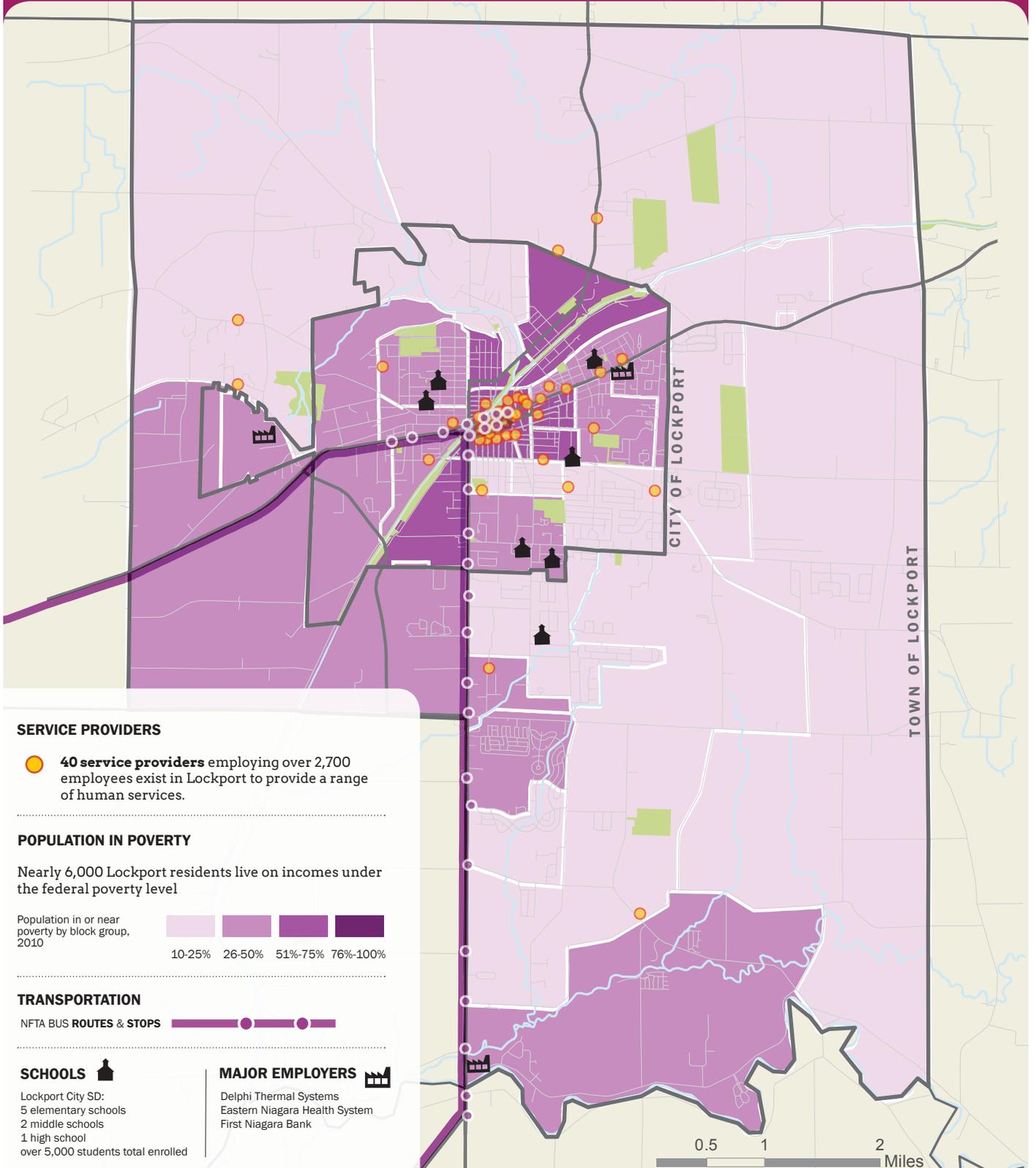


STRENGTHENING WNY's Safety Net

A COMMUNITY REPORT City & Town of **LOCKPORT**



Report prepared for
The John R. Oishei Foundation
by the University at Buffalo
Regional Institute
November 2012



SERVICE PROVIDERS

40 service providers employing over 2,700 employees exist in Lockport to provide a range of human services.

POPULATION IN POVERTY

Nearly 6,000 Lockport residents live on incomes under the federal poverty level



TRANSPORTATION

NFTA BUS ROUTES & STOPS

SCHOOLS

Lockport City SD:
5 elementary schools
2 middle schools
1 high school
over 5,000 students total enrolled

MAJOR EMPLOYERS

Delphi Thermal Systems
Eastern Niagara Health System
First Niagara Bank

About This Report

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Background

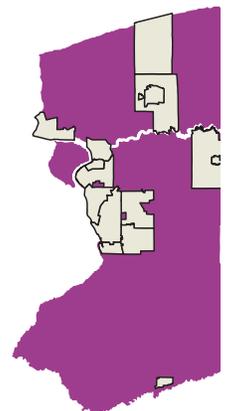
Between 2008 and 2009, regional employers shed almost 20,000 net jobs. The economic downturn, which continued into 2010, left large numbers of residents unemployed and unable to find new work for the first time in their lives. High levels of unemployment continue today. One out of 12 residents across the region seek work. For many, the situation has been long term and is now dire. As one indicator of this, Erie County Department of Social Services reports an unprecedented number of requests for emergency housing.

Families in the region's suburbs have experienced the biggest increase in poverty. One out of three with incomes below poverty live outside urban areas where support services such as emergency food, housing and employment training are concentrated. Put another way, residents may be relatively far away from the services they need to get back on their feet. They may be unaware, too, of what's out there to help them. Meanwhile, services providers are challenged to expand capacity, improve access and generate additional revenues for expanded services, while at the same time, they may be dealing with funding cuts.

To strengthen the safety net in communities where residents are struggling the most, **The John R. Oishei Foundation created the Mobile Safety-Net Team Initiative in 2009** to go into dozens of communities in Erie and Niagara Counties to assess how the downturn in the economy is impacting residents, help connect residents with the services they need, build relationships with service providers and gather information about human service needs. The team has worked in 45 communities to date.



Twelve representative communities have been selected for additional assessment and investment as part of Phase 2 of the Mobile Safety-Net Team initiative, which kicked off in 2012 and includes the team's partnership with the University at Buffalo Regional Institute. The purpose of phase two is to gather additional insights from residents, conduct focus groups, hear from organizations, and develop a tool that will assist the foundation community and communities in strengthening the safety net of services. Lockport was one of the 12 communities selected. The in-depth analysis and recommendations contained herein are grounded in this work of the **University at Buffalo Regional Institute** and the **Mobile Safety-Net Team**.



What Went Into This Report

Two Teams

This effort culminates five months of research during 2012 by the University at Buffalo Regional Institute team, working in partnership with the Mobile Safety-Net Team.

University at Buffalo
Regional Institute

Mobile Safety-Net Team
an initiative of The John R. Oishei Foundation

The work of the teams within
the Lockport community
over several months...

Who We Talked to and What We Looked at

Residents and agency providers allowed us to explore how the system was currently working and gain insights into how to improve it.

Residents



Resident Survey

191 residents of Lockport participated in a survey, providing new data on the demographics of Lockport's at-risk population, their needs, urgent concerns, utilization of human services benefits, and barriers to support services.

Resident Focus Groups

A focus group was held with parents at one of the elementary schools in Lockport to gather insights on their most pressing concerns, barriers to accessing services and insights on how the system might be improved for them. The Mobile Safety-Net Team also conducted a series of focus groups with children in Lockport that provide additional insights.

Agencies



Agency Interviews

Dozens of human service agency representatives shared information on their programs and perspectives on opportunities..

Agency Focus Groups

Dozens of youth and family providers in Lockport took part in two focus groups that were held in Lockport to gather agency perspectives on human services needs, barriers and strategies for improving the landscape of services

Secondary Data



Data Sources

Information and insights were gathered from diverse sources, including the 2010 Census, 2006-2010 American Community Survey, Social Explorer Reports, NYS Department of Health, NYS Education Department 2011 School Report Card, NYS Division of Criminal Justice Statistics and Reference USA.

Understanding the Report

The months of information gathering provided the structure for understanding the needs, the barriers and the strategies for improving the current system.

...led us to explore...

...which resulted in:

People



Places



Services



Insights &
Recommendations



STRENGTHENING WNY's Safety Net

A COMMUNITY REPORT City & Town of **LOCKPORT**



A large population in poverty or close to it...

Among Lockport's population of 41,694...

...nearly 6,000	...an additional 6,800	...about 12,800
---------------------------	----------------------------------	---------------------------

Lockport residents live on incomes under the federal poverty level.

are close to poverty, with incomes between 100%-200% of the poverty level.

are doing poorly or struggling financially.

This is almost one out of every three in Lockport.

Beyond poverty, other alarming indicators and trends...

Work is scarce for Lockport's most vulnerable.* While 82% of those surveyed at various venues were in their working prime between the ages of 18 and 64, only 20% reported working full time.

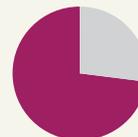
20%

of Lockport's working age populations report **working full time.**

Rental housing is relatively expensive, with 47% of renters paying 30% or more of their income on housing.

73%

of crime committed by youth in Niagara County occurs in Lockport.



Levels of **juvenile crime** have been skyrocketing. About three-quarters of the crime committed by youth in Niagara County occur in Lockport. While 90% of youth crime involves lesser offenses such as criminal use of marijuana and criminal mischief, more serious incidences of larceny tripled between 2007 and 2010.

Teen pregnancy is a problem. 44% of births are to unwed mothers, and nearly half of single women with children in Lockport live in poverty.

Persistent poverty is a concern. The median age of those surveyed was 51. They are asset poor, with only three out of ten owning a home and the same proportion without a car. Thirty-one percent reported unemployment in their household, yet only 8% received unemployment insurance, suggesting unemployment has been long standing for a sizable proportion of those in Lockport.

3 OUT OF 10 OWN A HOME

31%

report unemployment in their household

* Findings come from a survey of 191 at-risk residents in Lockport, reflecting a statistically significant sample size at a confidence level of 95% and with a confidence interval of 7.

Lockport's landscape of human services providers...

40 public and private providers employing over **2,700**

exist in Lockport to provide a range of human services to residents, including food, clothing, job training, education, health, youth programs and more.

6,055 Lockport residents living in or near poverty reside within the census tracts comprising this critical mass of service providers.



Strengths of the system include **strengths** its relative breadth of agencies, higher levels of agency participation, some established partnerships, success in mobilizing volunteers and the existence of a long-standing foundation committed to the community.

Gaps in services exist for **gaps** legal aid, dental care, comprehensive sex education for teens, parent training, child care, after-school programming, vocational programming and affordable housing.

Barriers and systemic challenges...

1 out of 4 residents surveyed in Lockport say they have encountered difficulty getting services.



Transportation is a significant barrier, according to residents and agencies alike, with 1,720 households across Lockport without a vehicle. One in ten of those surveyed said traveling difficulties or being unable to get places created barriers for them.

1,720

Households without access to a vehicle.

The system of human services is fragmented and hard to navigate by residents who would prefer a single place to go for information or a single number to call. Nine percent of those surveyed said confusing processes created barriers to them getting needed services.

9% of residents surveyed said its a confusing process to navigate the system.

One in 9 of those surveyed said income limits create barriers. In accessing affordable childcare, for instance, Niagara County's decision to eliminate child care subsidies for families earning between 120% and 200% of the federal poverty level penalizes the lower-income families who are most motivated to work and make progress.

1 in 9 surveyed said income limits create barriers.

Lack of awareness by agencies of what their neighbors are doing limits the capacity of organizations to make referrals to those in need. Contributing to low levels of awareness are a lack of regular interaction and occasion to learn about services available outside an agency's own specialty.

Lack of awareness also creates barriers for residents, especially for low-income, more transient ones. 2,300 lower-income Lockport residents moved within the past year and may be less familiar with where to go locally for services. 1,592+ are newly poor and may also lack familiarity with services they have never accessed before.

1,592+ are new to the system.

Several agencies in Lockport also cite cuts in staff, funding and/or programming prevent them from connecting with more residents.

Of those who are in or near poverty, **2,300** are new to the community.

Recommendations to strengthen the safety net of human services...

RECOMMENDATION	STRATEGIES	MODEL TO CONSIDER
Expand connections among human services	Build a coalition of human services providers	The Seattle Human Services Coalition is an example of a long-standing successful group. http://shscoalition.org/
Raise awareness of human services and reduce fragmentation through centralization	Maintain the newly created directory of providers of youth and family services Further explore and support opportunities for centralized programming or the creation of a community center for Lockport	A Center For Working Families is a best practice model that centralizes services for the working poor. See the Mary Rigg Neighborhood Center as an example. http://shscoalition.org/
Better align transportation options with human services needs	Identify the reasons behind low ridership on Bus 201 Participate with NFTA's Citizen Advisory Committee Explore alternative innovative models of transportation	Hearts and Hands Faith In Action is a best practice model from within the region that is meeting demand for transportation among vulnerable populations. http://www.heartsandhandsfia.org
Increase the availability and accessibility of after-school and summer activities for low-income children	Broadly distribute the directory of family and youth providers Create a scholarship pool for low-income families Support the development of more centralized programming, including programming for youth and services for lower-income adults	Community schools are one way some communities are linking children with after-school programs and other support services. The Chicago Community Schools Initiative is an example. http://www.cps.edu/Programs/DistrictInitiatives/Pages/CommunitySchoolsInitiative.aspx
Expand opportunities for vocational training for students	Strengthen the pipeline for careers in advanced manufacturing within the Lockport School District Expand partnerships between Lockport Public School District, vocational training programs and regional employers	Dream It. Do It. is a growing national initiative being implemented regionally to promote careers in advanced manufacturing. http://www.themanufacturinginstitute.org/Education-Workforce/Dream-It-Do-It/Dream-It-Do-It.aspx
Support low-income parents' capacity to engage in continuing education and job training	Expand the number of training sites within Lockport, sliding scale fees and the availability of on-site child care Support the creation of a community center that would centralize job training opportunities for low-income parents	The Job Center in Dayton Ohio is a public-private one-stop shop that connects job seekers with the range of training and support services they need. http://www.thejobcenter.org/
Reduce teen pregnancy and expand access to parent training	Develop a vision for reducing teen pregnancy in Lockport Expand the reach of successful programs such as Girl Talk Incorporate into school and/or after-school programs core components of proven pregnancy prevention models	The Carrera Model Adolescent Pregnancy Prevention Program has been proven effective in reducing teen pregnancy. http://stopteenpregnancy.childrengroups.org/
Support the development of more supportive housing	Support efforts to develop additional supportive housing, especially for men, such as the one being mobilized by Lockport CARES	The 100,000 Homes Campaign is a national movement that has been making headway to end chronic homelessness. http://100khomes.org/

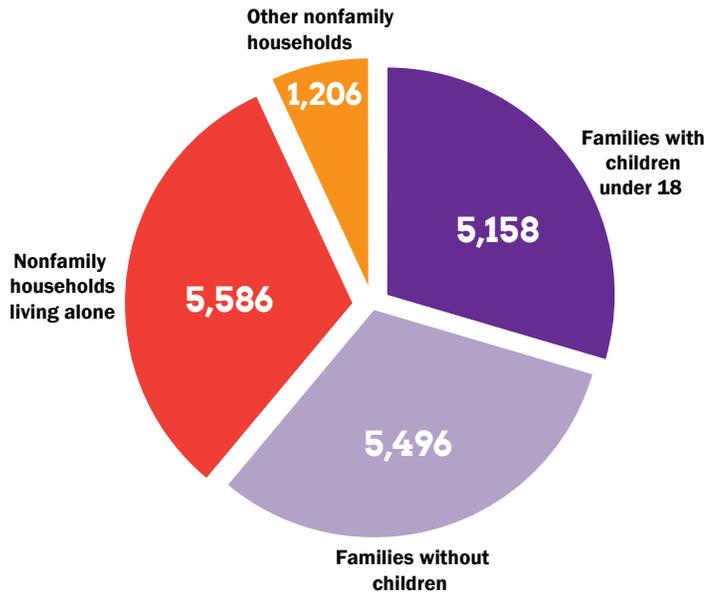
Context for Action

People in Need

Individuals
and families
of Lockport,
where we work,
how much we
earn and where
we go to school

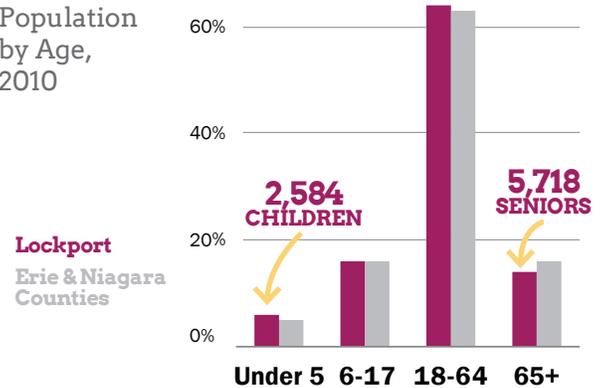


Households by Type, 2010



Source: 2010 Census

Population by Age, 2010



Potentially At-Risk Populations, 2010

Disabled Individuals	5,517
Non-white Individuals	4,477
Veterans	3,919
Single parents	2,062
Foreign born Individuals	1,117

Source: 2010 Census and 2006-10 American Community Survey

Individuals and Families

Approximately **41,700 individuals** reside in Lockport. This represents a small amount of growth—1.6% or 672 individuals—over the past 20 years, but a decline since 2000. Over the past two decades, the Town of Lockport has grown 24% while the city's population shrunk 13%. Over the past 10 years, all neighborhoods in Lockport experienced a decline except for census tract 234.04 on Lockport's southeastern side. With the city shrinking and the town becoming more populous, they are currently almost the same size.

The large majority of households in Lockport are families. About half have children under age 18 while the other half are comprised of families with grown children or none at all. Lockport also contains a large number of householders living alone.

Population, 1990-2010

+1.6%
Lockport's slight net population gain over the past 20 years is due to growth in the Town of Lockport.

Source: 1990 Census and 2010 Census

Lockport largely mirrors the region in the distribution of its population by age, although it has a slightly larger younger population and slightly smaller proportion of seniors. For every 100 seniors in Lockport, there are 165 youth under the age of 18.

Aside from young children and seniors, who are sometimes economically vulnerable because of age-related work barriers (including those of parents of non-school age children), the disabled are Lockport's largest population of individuals that may experience relatively larger barriers to education and work and/or access to resources.

Unemployment Levels, 2010

	City of Lockport	Town of Lockport
OVERALL (Ages 16+)	10%	7%
Youth Ages 16-19	32%	23%
Adults with HS Diploma	9%	10%
Adults with Bachelor's Degree	7%	1%

Source: 2006-10 American Community Survey

Lockport's Top 10 Employers

Employer	# of Employees
Delphi Thermal Systems	1,350
Eastern Niagara Health System	812
Lockport School District	728
TOPS	645
Scholastic Transportation Management	400
First Niagara Bank	395
Niagara County Sheriff	375
Starpoint Central School District	350
Walmart	300
Grand Tours & Ridge Road Exp	300

Source: Reference USA and Buffalo Business First Book of Lists 201

Work and Income

Manufacturing, education, health care, social assistance and retail trade represent many of Lockport's top employers and the industries providing jobs for the majority of residents. This represents a major shift from years ago, when the area had a much larger manufacturing base. Indeed, only about 15 years ago Delphi was one of the region's top 5 employers with 7,000 jobs. Today it's still a major force, but it's workforce has been slashed to just over 1,300 jobs. Consequently, Lockport experiences a net outflow of residents seeking work. For every resident living and working in Lockport, at least two leave Lockport for their job. Top destinations include Amherst (16% of residents) and Buffalo (10% of residents).

The median income in Lockport is \$45,700, just slightly under the countywide average. Yet incomes aren't evenly distributed around this middle. Rather, they are weighted toward the lower end, especially in the city. There are over 4,750 households in Lockport living on less than \$25,000. This is about one in four. For every two of these low-income households there is only one higher income one with an income greater than \$100,000, the majority of which are in the town.

Unemployment in the City of Lockport (10%) exceeds that regionally (7.6%). Employment prospects are most dire for youth between the ages of 16 and 19. One-third of teens in the city of Lockport that want to work can't find a job. Regionally, youth unemployment runs around 20%. Lowest levels of unemployment exist for those with the highest levels

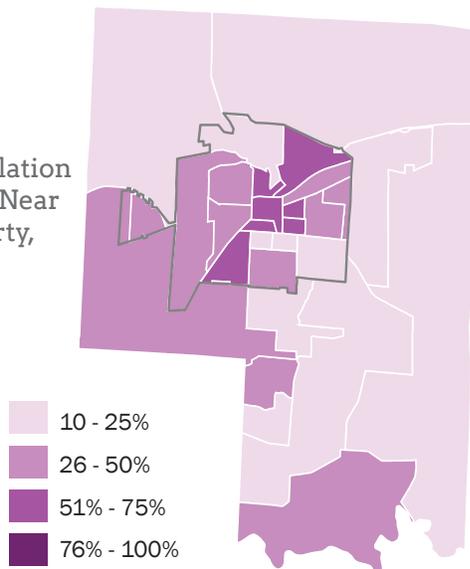
of education. In the Town of Lockport, only 1% of those with a bachelor's degree or higher are unemployed.

% Households by Income Levels

	City of Lockport	Town of Lockport
\$0 - \$25K	34%	21%
\$25K - \$100K	57%	60%
\$100K - \$200K	8%	17%

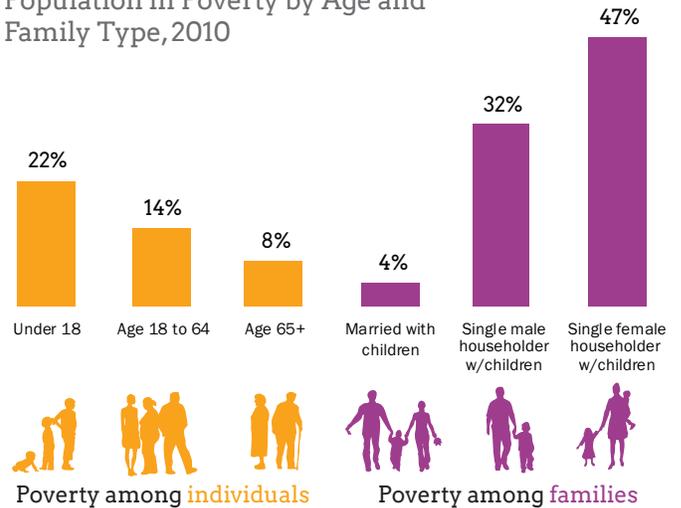
Source: 2006-10 American Community Survey

Population in or Near Poverty, 2010



Source 2006-10 American Community Survey

Population in Poverty by Age and Family Type, 2010



Source: 2006-10 American Community Survey

Poverty

Across Lockport, there are nearly 6,000 individuals (15% of the total) living in poverty (or on less than \$19,090 annually for a family of three). Another 6,800 are struggling economically with incomes hovering between 100% and 200% of the federal poverty level. Altogether, 32% of the population—one in three—is either in poverty or struggling financially and at risk. Economic hardship is heavily concentrated in Lockport’s inner core, where in the city, 41% are in or near poverty, compared to 22% across the town.

Not everyone in Lockport is affected equally by poverty. Rather, children and single-parent families are disproportionately affected. About one in five children (22%) across Lockport live in poverty, while nearly one out of two (47%) single mothers with children are in poverty.

Teen pregnancy and out-of-wedlock births are a significant contributor to poverty in Lockport. During 2008-10, 44% of births in Lockport were to single women, the large majority of whom have nothing more than a high school diploma, and lack the level of education and training generally needed to earn a living wage and support a family.

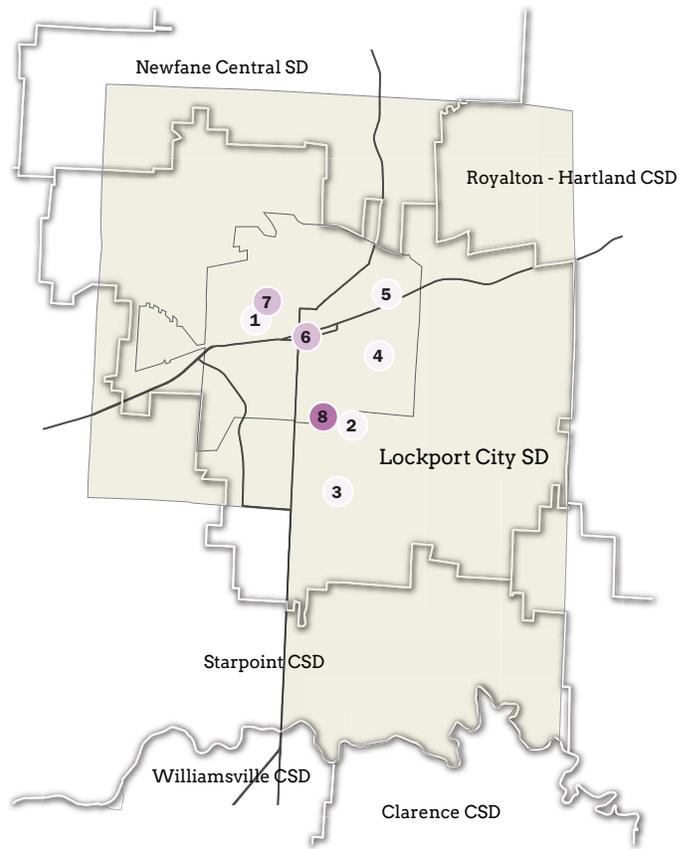
\$17.43 Daily amount a family of three lives on at the federal poverty level

\$12.00 Amount a family of three would pay for a single round trip via bus

Source: 2012 HHS Poverty Guidelines and calculations based on NFTA’s standard one-way fare of \$2

Schools in Lockport City SD	Enrollment, 2011	% Qualify for Free/Reduced Lunch
ELEMENTARY		
1 Anna Merritt ES	399	60%
2 Charles E. Upson ES	544	61%
3 George Southard ES	584	49%
4 Roy B. Kelley ES	400	55%
5 Washington Hunt ES	313	46%
MIDDLE		
6 Emmet Belknap MS	589	48%
7 North Park MS	566	55%
HIGH		
8 Lockport HS	1,640	30%

Source: NYS Education Department 2011 School Report Card



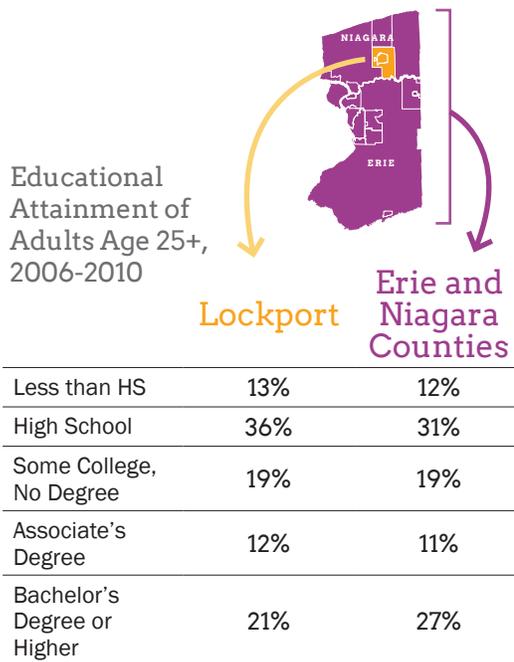
Source: NYS Education Department 2011 School Report Card and NYS GIS Clearinghouse

Education

The Lockport City School District contains five elementary schools, two middle schools and a high school that together enroll slightly more than 5,000 students. On average, about half are disadvantaged students and come from families with incomes low enough to qualify for free or reduced priced lunches.

Overall, children in Lockport City School District perform below regional and statewide averages in academic performance. By 4th grade, only 55% are meeting or exceeding standards in math in Lockport, versus 67% across the region and state. By 8th grade, 57% of Lockport students meet math standards, slightly lower than 60% statewide and 61% regionally. Economically disadvantaged students in Lockport are falling behind academically even more, with fewer than half meeting standards for math in 4th or 8th grade.

High school completion is where Lockport outperforms the region and state. During 2011, only 1% (13 students) dropped out of Lockport High. However, high school seniors in Lockport are over 1.5 times more likely than their peers to say that going to work is their plan after high school (13% in Lockport vs. 8% region wide). At the same time, they are less likely to plan for college, especially a four-year college, according to data from the NYS Education Department. This has contributed to educational attainment levels in Lockport that are lower than the region, with only 21% of adults with a bachelor's degree or higher (versus 27% regionally).



Source: 2006-10 American Community Survey

Context for Action

Lockport's Most Vulnerable



Demographics,
service usage,
urgent needs
and barriers

Assessing the Need

191 Lockport residents responded to the Mobile Safety-Net Team Community Needs Assessment.

This one-page questionnaire gathered data and information on demographics, urgent needs, concerns and barriers experienced by residents in getting human services.

Assessments were completed at a variety of sites including the NiaCAP food truck, Dale Association's senior lunch program, Lockport CareNet Pregnancy Center, computer classes at the Lockport Public Library, Sister Helen's Food Pantry at St. John's Outreach, the Bewley Building and the Lockport Family YMCA.

What human services are residents receiving?

Two-thirds of those surveyed at a variety of sites and venues across Lockport report receiving some form of human services support or living in a household with someone who does.

The most common types of benefits reported by those who receive support

Food Stamps	62%
Medicaid Insurance	54%
Rental Assistance	37%
HEAP	33%
SSI/SSD	33%

58%

of those receiving some form of public assistance qualify for and receive more than one kind of benefit.

Pending applications. In addition, 11% of those not receiving any benefit at this time say they have an application for public assistance pending. Those for food assistance and SSI/SSD are most common and account for over half of pending applications.

Are there indicators of greater need?

The need for support with food, health insurance, housing costs and cash assistance is probably greater than indicated by the current number of recipients since both those receiving benefits as well as those who don't report having experienced access barriers. Altogether, 26% say they have encountered difficulty getting services. Income cut-offs and confusing processes are among those most frequently reported.

22%

of survey takers report having an urgent concern.

The most urgent concerns of those surveyed

No Money for Food	8%
Homelessness /Eviction /Utility Shut-off	5%

Urgent Concerns: The large majority of residents surveyed didn't identify any urgent concerns. Only about one out of five survey takers (22% of the total) reported having an urgent concern. These desperate needs are reported by both those receiving services as well

as those who don't, indicating current levels of support that residents and their families are connecting with are not sufficient.

Lack of Health Insurance.

About one in five reported that at least one person in their household lacks health insurance. For every survey taker who said there is an uninsured child in their home, about 8 said there was at least one uninsured adult.

What's causing this situation?

A confluence of factors are at play in the lives of Lockport residents who are in need of services or at risk, including factors affecting their capacity to work and be self-sufficient as well as factors that weigh heavily on the needs of individuals and families.

The most pressing identified by the survey include:

Unemployment/Underemployment. While 82% of those surveyed are in their working prime between the ages of 18 and 64, only 20% reported working full time. The others are unemployed (24%), disabled (21%), retired (19%), working part-time (13%), a student (4%) or in another situation (7%). Compounding matters is that only 25% said that other adults in their household are employed full time.

Low income. About half of those who reported their income on the survey said their household has less than \$1,249 a month to live on. This is less than the

191 residents surveyed

poverty level for a household of two, the median household size for those surveyed.

Limited education and skills. Only 29% of those surveyed say they have completed at least a two-year degree or trade school, even though most jobs in today's economy that pay a living wage require a college degree or vocational skills.

Transportation. 35% report they depend on a mode of travel other than a vehicle they own. Walking and catching rides with friends and family were most commonly reported, options that tend to limit the radius residents can travel for work, education and to connect with human services. Fewer than one in 10 (7%) identified public transit as their primary form of traveling. Cost may be a factor, as those saying they walk or catch rides report a monthly median income of only \$800, about \$450/month less than the overall median.

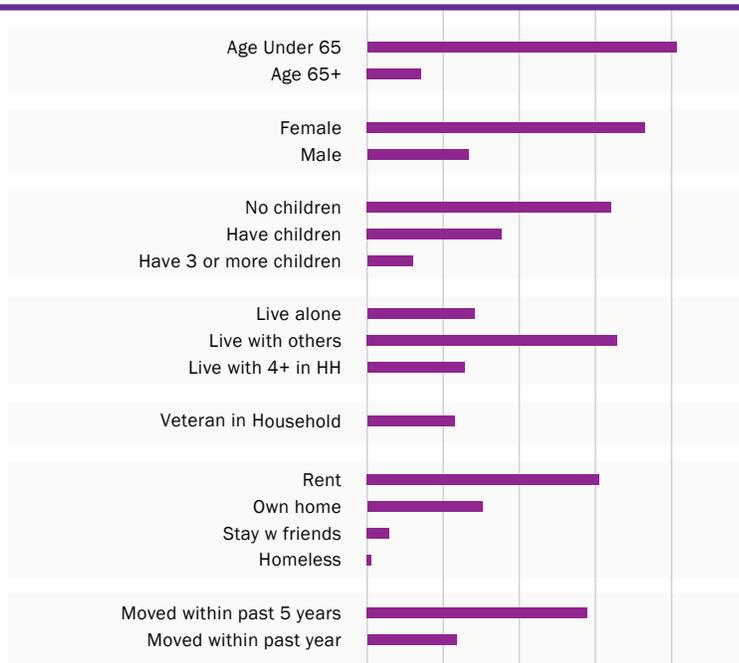
Is there evidence of persistent poverty?

Asset poverty. Only three out of ten survey takers own their home, suggesting that the large majority of those now struggling either lost a home due to financial conditions or were never in a position to purchase one. Three out of ten are also without a car.

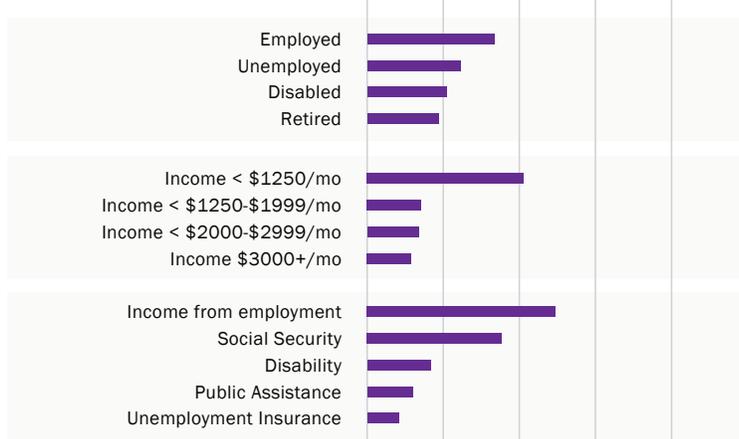
Expired unemployment insurance. 31% of survey takers say either they or an adult in their household is unemployed. Yet, only a third of these households—8% in total— receive unemployment insurance as one of their income sources, suggesting their unemployment is long-term and has extended past the eligibility period for benefits.

Older age. The median age of those surveyed was 51, and two out of three were age 40 or up.

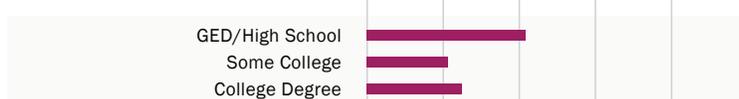
Individuals and Families



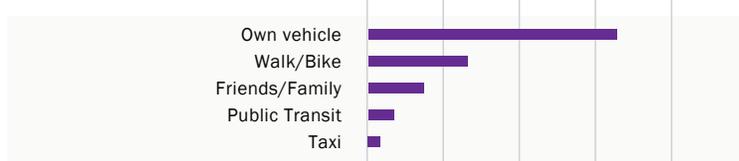
Work and Income



Education



Transportation



Source: Mobile Safety-Net Team Community Needs Assessment, 2012

0% 20% 40% 60% 80% 100

Barriers Residents Face

Being turned away for services because of income limits was the most common barrier reported by Lockport residents surveyed. One out of every eight persons surveyed in Lockport say agency income limits have created barriers to accessing the programs and services they need. Confusing processes posed the second most commonly reported barrier, with about one in ten reporting that getting services is too much of a hassle because the process is confusing. Transportation was the third most commonly reported challenge, with 6% reporting that traveling to get services is difficult for them. Under 5% of survey respondents said they encountered difficulty connecting with services because of an agency's hours of operation (3%), it's difficult for them to leave their home (2%), or a language barrier (1%).

Parents participating in a focus group held at Anna Merritt Elementary offered additional insights into the barriers families encounter. They described not a single, isolated challenge but a confluence of factors – income limits, costs, lack of awareness, distance, public transit, child care, 9 to 5 hours of agencies - that come together to create barriers to accessing services and pursuing opportunities to help stabilize their families. For instance, with after-school programming for youth, parents felt the programming provided by the YMCA – one of the largest and more well-known providers in town – was too expensive for lower-income families, but they were also unaware of the range of free or affordable programs

offered by other providers in the area. They liked the idea of a directory.

A Voice from the Community

Another parent reported being unable to engage

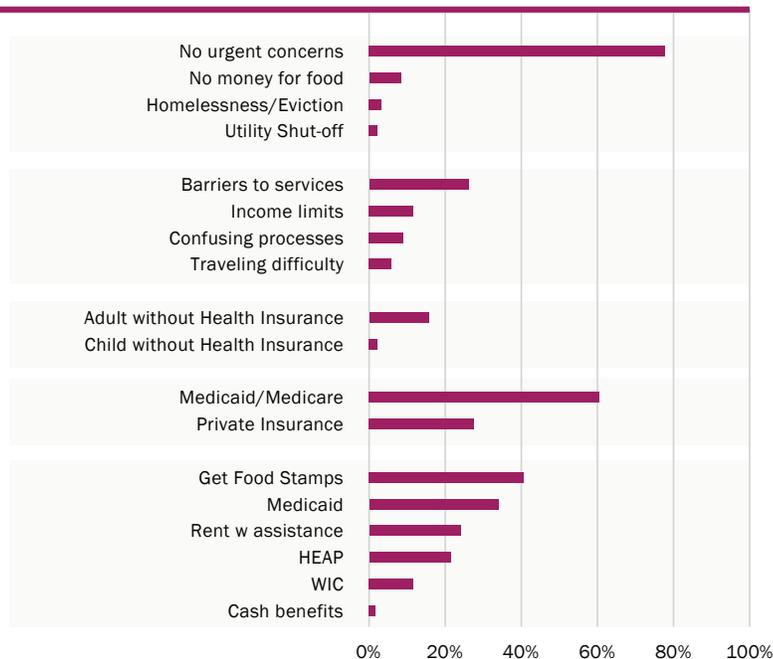
in a free job training class during the evening because of the location outside of Lockport in Niagara Falls and the need for someone to watch the kids. Parents emphasized that the lack of affordable and accessible job training make it very difficult to earn more and advance on the job, a barrier that is worsened when you add the need to find evening child care, use of public transportation and parents who may be working overtime

hours just to keep up with the day-to-day bills. In fact, living in Lockport and relying on public transit to work a job in the City of Buffalo tends to make it impossible to engage in any evening activity due to lack of time. One parent described it as a two hour commute each morning and each evening. Parents felt that having a community center in Lockport, which would bring information about human services, youth programs, and job training under a single roof, would go far to address many barriers and help open up opportunities.

1 out of 4 residents surveyed in Lockport say they have encountered difficulty getting services.



Needs & Barriers



Source: Mobile Safety-Net Team Community Needs Assessment, 2012

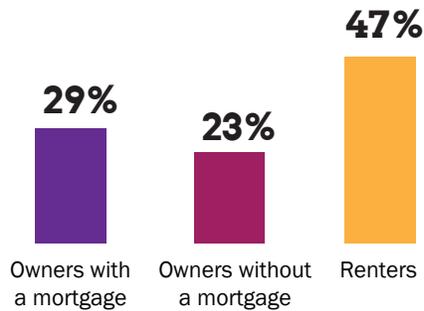
Context for Action

Places in Need



Where we live,
how we travel
and the safety
levels in our
community

Households in Lockport Paying 30% or More of Their Income on Housing, 2010



Source : 2006-10 American Community Survey

Characteristics of Householders Lacking a Vehicle, 2010

Household by Age	# Renters	# Homeowners	TOTAL
Householder Under Age 65	919	230	1,149
Householder Age 65+	364	207	571
Total	1,283	437	1,720

Source: 2006-10 American Community Survey

Housing

There are 18,580 housing units in Lockport. Close to 9% are vacant. Almost seven out of ten of occupied units are owner occupied, while the balance (31%) are renter occupied.

The median housing cost for owners with a mortgage is \$1,238. Without a mortgage, median housing costs are \$560 in Lockport. The median monthly cost for renters is \$571.

Renters in Lockport are most likely to experience high housing costs, relative to their income. Nearly half of renters (47% or 2,400 altogether) incur housing costs that exceed 30% or more of their income.

While the percentage of owners incurring comparably high housing costs is lower, the absolute number is higher, with 3,110 homeowners paying more than 30% of their income on housing.

For homeowners, Lockport zip code 14094 ranks as the 10th hardest hit area in Erie and Niagara Counties in terms of foreclosures, subprime lending and delinquencies, according to data provided by the Local Initiatives Support Corporation (LISC). The only zip codes within the region with a higher foreclosure risk score than Lockport's are located in the cities of Buffalo and Niagara Falls.

Transportation

To get to work, the large majority—92%—of Lockport's working residents ages 16 and up depend on a vehicle. Only 8% say they use an alternative means of travel, with walking being the most common option. A scant 1.1% say they depend on public transportation. By bus, it can take 45 minutes or more to reach Amherst and over an hour and half to reach Buffalo, two top destinations for jobs outside of Lockport. After rush hour, commutes by bus can be even longer. For instance, mid-morning, it takes nearly 3 hours to travel by bus from Niagara Falls to Lockport since the route requires first going into the City of Buffalo.

Altogether, 1,720 households across Lockport are without a vehicle, and therefore dependent on alternative modes of travel. This represents one out of ten households overall, but the concentration is heaviest in the city, where 15% of households—

No Vehicle Access

1,720

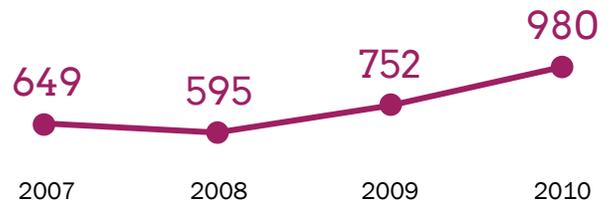
Households without access to a vehicle. The majority live in the city, where one out of every seven households is without a vehicle.

Rates of Crime in Lockport Per 100,000 Population, 1985 - 2010



Source: U.S. Bureau of Justice Statistics

Juvenile arrests by the City of Lockport Police Department, 2007 - 2010



Source: NYS Division of Criminal Justice Services

Crime

Overall, Lockport is safer than it has been over the past 25 years. Rates of violent crime and property crime have declined since 1995 when they peaked. Offenses against property—largely larceny and thefts—comprise the majority of property crimes in Lockport, while aggravated assaults account for 70% of violent crime against persons.

Juvenile arrests and criminal activity have been on the upswing in recent years. Between 2007 and 2010, criminal incidences involving a youth rose 51% or by 331 incidences a year. In fact, Lockport experiences more juvenile crime than the City of Niagara Falls.

There has been a rise in both lesser offenses such as use of marijuana and criminal mischief as well as more serious offenses. The number of larcenies tripled between 2007 and 2010.

Myriad factors contribute to juvenile crime. Poor school performance, poverty, family problems, especially abuse and lack of supervision, substance abuse and a history of behavioral problems are all risk factors. Protective factors include supportive relationships with adults, parental monitoring and involvement in school activities.

73%
of Niagara County's
juvenile crime
occurred in Lockport
in 2010.

Landscape of Services



Lockport's
service
providers,
their strengths,
system gaps,
barriers and
promising
developments

Landscape of Services

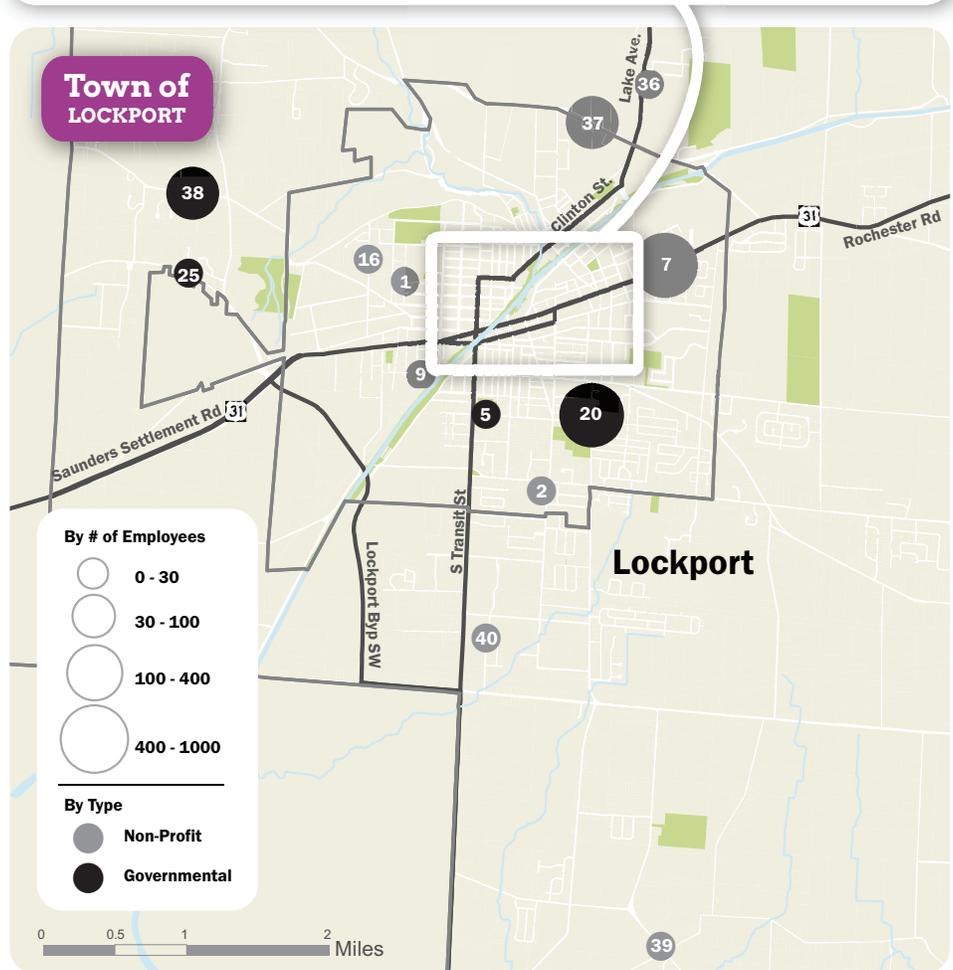
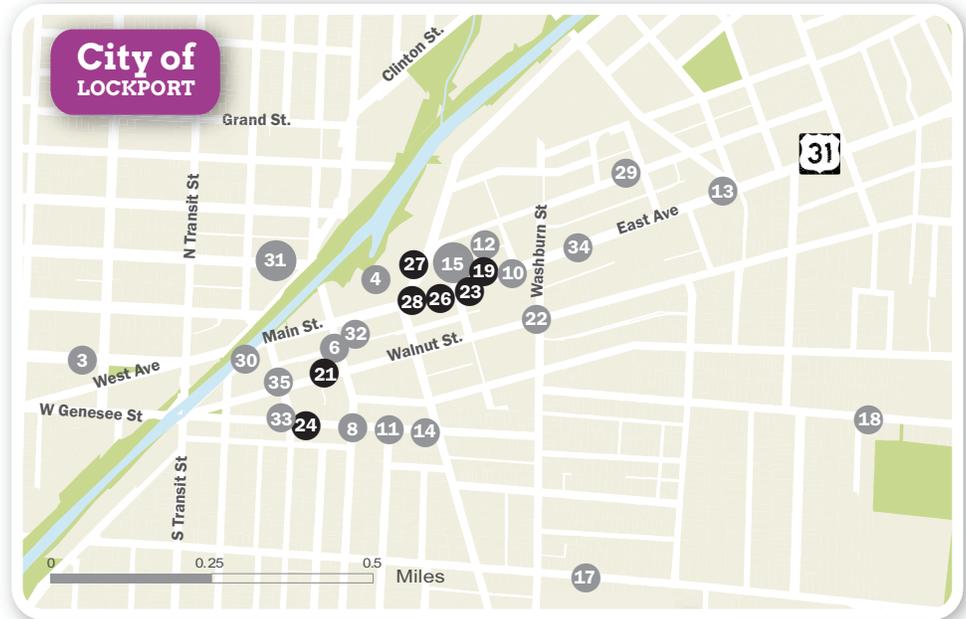
An array of public and private providers exist in Lockport to serve the needs of those seeking human services such as food, clothing, affordable housing, youth programs, job training and more.

Some agencies have programs targeting individuals who are particularly vulnerable such as young parents, veterans, seniors and the homeless.



The typical service provider in Lockport is a small nonprofit with approximately 10 employees, located within the City of Lockport. In fact, the corridor east of Transit Road and three blocks north and south of Main Street is home to a critical mass of human service providers. The largest assets Lockport has, in terms of number of employees, are in the areas of education and health with Lockport City School District and Eastern Niagara Hospital.

Over 2,700
employees across
nearly
40 agencies
in Lockport provide
a range of human
services to those in
need.



	HUMAN SERVICES: AGENCY NAME	Target Population				Services												
		Teen Parents	Veterans	Seniors	Homeless	Food	Clothing	Education Training	Affordable Housing	Transportation	Mental Health Addictions	Health/Wellness	Legal	Youth Programs	Financial Literacy	Crime/Juvenile	Information Referral	
CITY	1	Berkshire farms Family Support Specialist. Location 1																
	2	Berkshire farms Family Support Specialist. Location 2																
	3	Big Brothers Big Sisters of Niagara County NY, Inc.																
	4	Catholic Charities Monsignor Carr Institute																
	5	City of Lockport Youth and Recreation																
	6	Community Health Center of Buffalo																
	7	Eastern Niagara Health System																
	8	First Baptist Church (Niagara BOCES)																
	9	Hillside Children's Center																
	10	Horizon Health Services		✓		✓												
	11	Housing Visions																
	12	Literacy New York Buffalo-Niagara, Inc.																
	13	Lockport CareNet Pregnancy Center	✓															
	14	Lockport CARES				✓												
	15	Lockport Family YMCA																
	16	Lockport Housing Authority			✓													
	17	Lockport Meals on Wheels			✓													
	18	Lockport New Beginnings																
	19	Lockport Public Library																
	20	Lockport City School District																
	21	NYS Department of Labor / WorkSourceOne																
	22	Niagara Community Action Program																
	23	Niagara County Department of Social Services																
	24	Niagara County Head Start Lockport Center																
	25	Niagara County Mental Health Department																
	26	Niagara County Office for the Aging			✓													
	27	Niagara County Probation Department																
	28	Niagara County Veterans Service Agency		✓														
	29	St. John the Baptist Outreach Center																
	30	St. Mary's Food Pantry																
	31	The Dale Association			✓													
	32	The Mental Health Association																
	33	The Salvation Army																
	34	United Church of Christ																
	35	YWCA of Niagara				✓												
	TOWN	36	Cornell Cooperative Extension															
		37	New Directions Youth and Family Services															
		38	Niagara County Sheriff's Department															
		39	Raymond Community Church Food Pantry															
		40	VA Community Based Outpatient Clinic		✓													

See Data Sources and Notes for definitions

Strengths of the System

A **broad human services safety net** exists in Lockport with many human services available within the community.

A **cluster of human services agencies** exists east of Transit Road in the City of Lockport where high proportions live in poverty. Close to half of Lockport's population living in and near poverty live in the census tracts covering this area.

Higher levels of engagement exist within local service agencies, as indicated by the number of agencies participating in a focus group of youth and family providers.

Lockport is home to a **long-standing local foundation**—Griggs-Lewis Foundation—that is committed to the community and seeks impactful change, with special interest in youth, seniors and human services.

New Directions Youth and Family Services is the region's 16th largest nonprofit, in terms of revenue generation.

Nonprofit providers account for 3 out of 4 of total providers.

There are some already established **partnerships and coalitions**, such as the coalition against homelessness and the HUD-conceived Continuum of Care Network. There is also the recently created Lockport 201 Coalition.

Some agencies are providing growing levels of critical services through partnerships and by

mobilizing volunteers. Lockport CARES and Lockport CareNet Pregnancy Center are two examples.

Niagara County Veterans Service Agency is a one-stop shop for veterans in Lockport and Niagara County at large, connecting them with support services such housing, job training, employment, medical care, drug rehabilitation.

Gaps in Services

There are no **low-cost legal services** available in Lockport, with the exception of services provided by the Niagara County Office for the Aging and the Mental Health Association. Niagara County Legal Aid Society in Niagara Falls is the closest legal aid clinic for the wider population of those seeking help in getting benefits or appealing a rejected application.

There are no free or **low-cost dental clinics.** The clinic at the UB School of Dental Medicine in the City of Buffalo may be the closest.

Because high schools in NYS need not provide comprehensive **sex education**, teens oftentimes lack the knowledge they need to prevent pregnancy, fostering a system that is more reactive to teen pregnancy than preventive. Planned Parenthood and the Center for Young Parents have left their sites in Lockport. However, "Girl Talk" is a venue created by Melissa Junke, director of the Department of Youth and Recreation, that has been reasonably successful in reaching out to at-risk girls about safe dating. Lockport CareNet Pregnancy Center has also been invited into the school to connect with students.

Many agency representatives expressed a need for more **parent training** in Lockport. At the same time, the Center for Young Parents closed their Lockport office due to lack of use and funding. The organization does, however, still provide in-home services to parents in Lockport.

Parents wanting a **second opinion on mental health issues** and prescriptions of medication for their children generally need to leave Lockport.

Gaps (both real and perceived) in **after-school programming** for students exist, especially for low-income students who may not be able to afford programming offered by the YWCA and YMCA.

The availability of **affordable, quality, accessible child care** is a critical need that became worse when Niagara County Department of Social Services cut funding for non-public assistance applications and eliminated subsidies for families making between 120%-200% of the poverty level as of January 2011.

There is a need for expanded **vocational programming** to reach at-risk students before they reach 11th grade and become eligible for BOCES programs.

Affordable rental housing is scarce; there is a 6 to 8 month wait for public housing and about 50% of housing vouchers issued by the Lockport Housing Authority are returned, suggesting not enough landlords in Lockport accept them.

Barriers to Connecting with Residents

There is a significant **lack of awareness** among human services agencies of what neighboring agencies are doing and the kinds of services and programs they provide. Consequently, referrals are not being made as often as they could.

There is **no centralized source of human services information** that most human services agencies are aware of. While WNY 211 serves this function at a regional scale, it doesn't seem to be widely used by providers in Lockport. The Mental Health Association also produces the "Help Book" that provides names and telephone numbers for human services agencies in Niagara County.

Inadequate public transit within Lockport and to outside communities exists, with a recent decision by the NFTA to eliminate, as of December 2, 2012, the local city-town circular line (Route 201) due to low ridership levels and high operating costs for the route. Transportation is described as a barrier to connecting

residents to jobs, youth to after-school activities and employment and the unemployed to training opportunities.

Budget cuts at Lockport City School District have eliminated many after-school programs.

A successful **Family Resource Specialist** was eliminated at Lockport City School District last year due to funding cuts, but the position is being reinstated

Lockport School District is the community's largest educational and social services asset in terms of employment.

this year by funding from the Grigg-Lewis Foundation for a family support specialist.

The Dale Association recently **eliminated a senior van service** offering rides to the center for seniors who can't drive there, saying the cost of providing this service exceeds what was being generated in fares (priced at \$5 per round-trip).

Staff cuts at WorkSourceOne eliminated one of two career support specialists over the past year due to federal reductions.

Hours of operation at WorkSourceOne are Monday through Friday from 8:30 to 4:30, limiting its capacity to reach those working during traditional hours who need retraining and higher-paying employment opportunities. Other key sources of adult education (NCCC and BOCES) are located outside of Lockport.

Promising Developments

The Community Health Center of Buffalo received funding earlier this year to open a **new satellite health clinic** in the City of Lockport at 38 Heritage Court. The clinic will accept all insurances and have a sliding fee scale for the uninsured. It is anticipated that dental services will be offered at the clinic within two years.

Housing Visions is partnering with several public and private agencies, including the YWCA and Lockport Neighborhood Revitalization, Inc. to provide **30 new affordable rental apartments for low-income families** along Genesee Street in the city. Case management services for tenants is a service Housing Visions offers.

The Grigg-Lewis Foundation recently provided funding for a **Family Support Specialist at Lockport High School**, a position that was created, at least in part, as a result of the work of the Mobile Safety-Net Team whose research in the community supported the need for such a position. It will be modeled after the successfully implemented Family Support Specialist at Anna Merritt Elementary School.

Lockport CARES has recently purchased the house next door to its short-term emergency shelter and plans to rehabilitate it and transform it into a **longer-term supportive home for men**.

The city has an opportunity to purchase Washington Hunt Elementary School, which is closing at the end of the school year, and transform it into a **community center** with programming for low-income youth and others. The Department of Youth and Recreation has fundraised the purchase price for the building and is a strong advocate for a community center.

A recent \$4 million gift to the Grigg-Lewis Foundation may mobilize the development of a **new ice-rink arena** in the former Jubilee Supermarket facility on Chestnut Street in the City of Lockport. The development would create jobs both directly as well as through spin-off activity.

3/4 of local providers are located within the City of Lockport.

Insights from the Field

Recommendations and Best Practices

Where we gathered our information and what we are reporting



These insights and recommendations come from a distillation of information gathered from a wide range of sources: more than two dozen agency interviews conducted by the Mobile Safety-Net Team, follow-up interviews and conversations conducted by the University at Buffalo Regional Institute with the Lockport City School District, Niagara County Department of Social Services, The Dale Association, City of Lockport Housing Authority, Lockport Department of Youth and Recreation Services, Lockport CARES, Lockport CareNet, Hearts and Hands, and the Niagara County Veterans Service Agency. Two agency focus groups were also held, one in August 2012 and the other in October 2012, as part of a community assessment of the needs facing children and families in Lockport, conducted by the Mobile Safety-Net Team and commissioned by the Grigg-Lewis Foundation. More than a dozen service providers participated. A series of focus groups with youth in Lockport was also conducted by the Mobile Safety-Net Team as part of this initiative and inform these findings. The findings also draw upon a focus group with parents at Anna Merritt Elementary School, as well as local data and trends.

Expand connections among human services providers

Human services providers oftentimes are not aware of what neighboring agencies are doing. Levels of awareness are particularly low among youth and family service providers. This limits capacity to make referrals to individuals and families in need, fostering a system that is fragmented and hard to navigate for residents who happen to call the wrong number or go in the wrong door for help. It also limits coordination and collaboration among agencies and therefore efficiency in human services delivery.

STRATEGIES

Build a coalition of human services providers to develop a vision for expanding the reach of human services delivery in Lockport over the long-term and expand learning opportunities for coalition members.

The newly created Family Support Specialist at Lockport High School may be a natural leader for the coalition since it is within their job responsibilities to act as a liaison between school personnel and agency staff to coordinate communication and referrals. The coalition should also include a resident representative to bring to the table a perspective on how the system is experienced by users.

WHO NEEDS TO ACT

All human service providers, especially those in key need areas such as youth programs, transportation services, housing, education and job training. The newly hired Family Support Specialist at Lockport High School, hired through Berkshire Farms, may be best positioned to lead a coalition of human services providers. However, the capacity for this is questionable, especially if this individual serves as both a Family Support Specialist and a truancy officer.

MODELS TO CONSIDER

The Seattle Human Services Coalition is an example of a long-standing successful group.

<http://shscoalition.org/>

Raise awareness of human services and reduce fragmentation through centralization

Youth and family services providers expressed a strong desire for centralized human services information so agency staff can know who in the community does what. At the same time, parents are eager to receive a directory where they can learn about affordable after-school programs for

MODELS TO CONSIDER

LIFT

LIFT combats poverty by working one-on-one with individuals and families to help them problem solve, navigate an oftentimes complex support system and get connected to food, affordable housing, child care, employment, training and more. The organization, started up by two Yale students in 1998 and now operating in the nation's hardest hit urban areas like Philadelphia, NYC, and LA, is founded on the principle that human relationships are key to overcoming complex challenges, especially multigenerational poverty. In Boston, LIFT is also working with the public school system to connect families with community resources. The organization seeks to fill gaps and connect dots rather than duplicate what exists. Operational costs are kept down through the use of trained volunteers, oftentimes college students, and AmeriCorps members. Funding for this model, which has gained both national attention and a political voice, comes from foundations as well as corporate and individual donors. To garner support, LIFT consistently tracks its impact in terms of clients served, jobs secured, tax dollars returned, and increases in applications for food stamps and WIC.

<http://www.liftcommunities.org/>



children. A one-stop center or community center was described by parents as the ideal setting for obtaining information on community resources and for creating opportunities for both children and adults to engage in activities without barriers.

STRATEGIES

Maintain the directory of providers of youth and family services created by the Mobile Safety-Net Team. The newly created coalition would be a natural fit for taking ownership of this initiative. Distribute broadly to all service providers and schools and maintain an online posting on the school district's website for access by parents and other residents.

Further explore and support opportunities to for centralizing services such as youth programs, job training for adults, budgeting classes, parent training, and other programs targeting those in need, including information about the range of human services in Lockport. Options range from creating a new community center to expanding existing programming and facilities. Lockport's Old Post Office, located in the heart of the city and nearby the YMCA and other human services providers, may be a potential location for the latter option. For the former, one current opportunity is to transform Washington Hunt Elementary, which will close by the end of this school year, into a community center. The purchase price for this building has been fundraised by the Department of Youth and Recreation Services.

Explore a longer-term role for the Mobile Safety-Net Team in Lockport, which could serve as a single point of entry, particularly for those individuals in Lockport affected by generational poverty

who are least able to navigate a fragmented system. LIFT is a best practices model for thinking about an expanded role. Moreover, Lockport could be viewed as a test bed for stationing the MSNT longer term in larger urban areas such as the Cities of Niagara Falls and Buffalo.

WHO NEEDS TO ACT

Human services providers, community leaders, service users and the Mobile Safety-Net Team. The Lockport Department of Youth and Recreation seems poised to lead an effort to support a community center for Lockport. The John R. Oishei Foundation could take the lead to explore longer-term options for the Mobile Safety-Net Team in Lockport.

MODELS TO CONSIDER

A Center For Working Families is a best practice model that centralizes services under one roof for the working more. See the Mary Rigg Neighborhood Center as an example.

<http://www.maryrigg.org/>

MODELS TO CONSIDER

BRIDGING THE GAP

BRIDGING THE GAP is an initiative of the National Human Services Assembly that uses human resource professionals in the workplace to help connect lower-wage working families with the supports they need, thereby creating a higher functioning safety net that offers intervention before families reach rock bottom. In targeting the nonprofit industry, this initiative strengthens workers who are called upon in their jobs to similarly assist others. Launched in 2009, Bridging the Gap uses HR staff to educate workers on the range of benefits they may qualify for, including tax credits, food stamps, WIC, Medicaid, HEAP, affordable housing and child care. This is in addition to the company-sponsored benefits. Using workplaces as one-stop shops helps raise awareness, simplify enrollment processes and removes the stigma associated with support programs. The model can be implemented for the cost of training and is adaptable to any workplace. 500 local agencies of the NNSA haven been trained and are now taking part.

<http://nationalassembly.org/fspc/BridgingTheGap/>



Better align transportation options with human services needs

Over 1,700 households in Lockport don't have access to a vehicle and are dependent on public transit and other alternatives to get places. The lack of flexible transportation options emerged as a barrier to human services, youth programs and jobs. At the same time, current ridership levels on the existing local public transit line are extremely low and have jeopardized its continued operation by the NFTA. Meanwhile, several service providers operate their own van service and/or are looking into the potential of doing so.

STRATEGIES

Identify the reasons behind the low ridership levels on Bus 201, by surveying and talking with a broad sample of residents who rely on public transit and other forms of alternative transit.

Participate with members of NFTA's Citizen Advisory Committee, which provides a venue for input on programs, recommendations and collective decision-making relating to transit issues.

Explore alternative innovative models of transportation delivery. Hearts and Hands is a local best practice model that has potential in Lockport. Others include the Brunswick Explorer model, ITNAmerica, vanpools for workers, joint vehicle purchasing

by human services agencies, and coalition building to foster partnerships.

Strategies should be consistent with priority projects identified in the Coordinated Human Services Transportation Plan for Erie and Niagara Counties prepared by Greater Buffalo-Niagara Regional Transportation Council and the Niagara Frontier Transportation Authority and take advantage of limited FTA funding for such projects.

WHO NEEDS TO ACT

Human services providers, transportation providers and planners, service users, and the Mobile Safety-Net Team. The Mobile Safety-Net Team is best positioned to take the lead on an effort to identify reasons for low public transit usage among residents in Lockport. Jim Bender, director of Hearts and Hands, could lead an effort that explores bringing Hearts and Hands transportation model into Lockport.

MODELS TO CONSIDER

Hearts and Hands Faith in Action is a best practice model from within the region that is meeting demand for transportation among vulnerable populations.

<http://www.heartsandhandsfia.org>

A CENTER FOR WORKING FAMILIES

A CENTER FOR WORKING FAMILIES is a best practice model that establishes a community center for the working poor, with programming intended to strengthen these families economically and ultimately help them ascend the economic ladder. Under an approach developed by the Annie E. Casey Foundation, these centers offer employment assistance, often in the form of job training, access to public assistance, and financial education and literacy. Centers can be tailored to the needs of a community, with some offering youth programs, seniors services, transportation and more. The Mary Rigg Neighborhood Center in Indianapolis is one example. What sets these places apart from other community centers is the programming and services which target the wide range of needs lower-wage families have in gaining and maintaining employment and succeeding economically over the longer term.

<http://www.maryrigg.org/>



Increase the availability and accessibility of after-school and summer activities for low-income children

Awareness among parents about what after-school activities exist for their children is low. Availability, cost and transportation issues are both real and perceived barriers. At the same time, many youth are falling behind academically and levels of juvenile crime have been skyrocketing.

STRATEGIES

Broadly distribute the directory of family and youth providers created by the Mobile Safety-Net Team via an annual mailing to all families with children. Make this accessible online on Lockport City School District's website.

Create a scholarship pool for low-income families to ensure that every child can engage in quality programming without cost being a barrier.

Support the centralization of after-school programming for children, job training for low-income parents and access to information about the range of human services, .

WHO NEEDS TO ACT

Human services providers, educators, funders, community leaders and service users. The distribution of a service directory could be lead by the newly created coalition of service providers. The Grigg-Lewis Foundation may be best positioned to lead the development of a scholarship fund.

MODELS TO CONSIDER

Community schools are one way some communities are linking children with after-school programs and other support services. The Chicago Community Schools Initiative is an example.

<http://www.cps.edu/Programs/DistrictInitiatives/Pages/CommunitySchoolsInitiative.aspx>

Expand opportunities for vocational training for students

There is a skills gap in the region, with many good-paying manufacturing jobs for skilled high school graduates and not enough workers to fill these jobs. With the right vocational training, even those students who aren't college bound can earn a living wage and do not need to live in poverty.

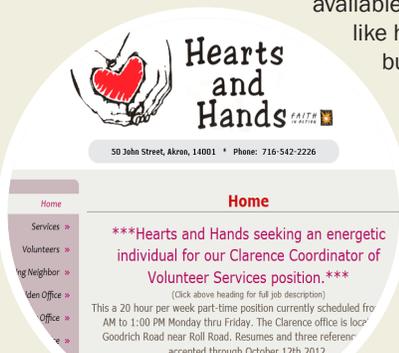
MODELS TO CONSIDER

HEARTS AND HANDS FAITH IN ACTION

HEARTS AND HANDS FAITH IN ACTION is filling gaps in transportation for vulnerable individuals in several rural communities in Erie County, including its home base in Akron and sites where it has since expanded including Clarence, Alden and Wales. Although its approximately 250 volunteers are trained to deliver a variety of services, transportation is the service most requested, and 97% of all requests since 1997 have been fulfilled. Executive Director James Bender sees no reason why Hearts and Hands cannot expand its footprint into suburban and urban areas like Lockport to fill voids in transportation. In fact, he says there are federal dollars available that he would like to take advantage of for volunteer-based transportation programs

like his. What it would take to make this a reality is a lot of leg work, and face-to-face coalition building with churches in Lockport, to develop a ministry network and local volunteer base. Fundraising is also necessary to raise revenue to cover expenses such as mileage reimbursement for volunteers and a local program coordinator. Hearts and Hands' total expenses for 2011, which covered over 2,700 requests for services, are a fraction of what the NFTA figures it costs annually to operate Bus 201 in Lockport. By assisting the elderly with transportation and other services ("just a little bit of extra help" in their words), Hearts and Hands allows these individuals an opportunity to age in place, thus avoiding thousands of dollars for institutional care.

<http://www.heartsandhandsfia.org/home0.aspx>



STRATEGIES

Strengthen the pipeline for careers in advanced manufacturing within the Lockport City School District. One opportunity is to implementing the Dream-It Do-It Initiative that is taking place in schools across Erie and Niagara Counties.

Strengthen partnerships between the Lockport City School District, vocational training programs and regional employers to expand opportunities for apprenticeships and internships for high school students, particularly for promising vocational career pathways. Allowing high school students to participate in BOCES programs prior to 11th grade could help reduce the number of high school drop outs.

WHO NEEDS TO ACT

Educators (Lockport City School District and NCCC), job training agencies (WorkSourceOne and BOCES), and employers. Lockport City School District is best positioned to lead this effort.

MODELS TO CONSIDER

Dream It. Do It. is a growing national initiative that is being implemented regionally to promote careers in advanced manufacturing.

<http://www.themanufacturinginstitute.org/Education-Workforce/Dream-It-Do-It/Dream-It-Do-It.aspx>

Support low-income parents capacity to engage in continuing education and job training

Parents in Lockport say cost, location, and the need for child care all create barriers to training opportunities that would enable them to expand their skills and advance in their careers.

STRATEGIES

Support low-income families ability to engage in job training through training sites within Lockport, sliding-scale fees and on-site child care.

Support the creation of a community center that would centralize job training for low-income parents, after-school programming for children and access to information about the range of human services available in the community.

WHO NEEDS TO ACT

Job training agencies, educators and employers. An agency to take the lead on this effort has not been identified. While WorkSourceOne is most appropriate to take the lead, this agency may not have the staff capacity.

MODELS TO CONSIDER

The Job Center is Dayton Ohio is a public-private one-stop shop that connects job seekers with the range of training and support services they need.

<http://www.thejobcenter.org/>

Reduce teen pregnancy

One out of every eight pregnancies in Lockport involves a teen. Without an education and career pathway in place, these young mothers are destined for poverty. Indeed, nearly half of single mothers of all ages in Lockport live in poverty.

STRATEGIES

Develop a vision for reducing teen pregnancies in Lockport that engages parents, schools, teens, health professionals and youth program providers.

Expand the reach of programs such as Girl Talk.

Incorporate into school and/or after-school programs core components of proven pregnancy-prevention models such as the Carrera Adolescent Pregnancy Prevention Program developed by the Children's Aid Society, which applies a holistic approach to at-risk youth that includes academic enrichment activities, sports, job skills development and sexual literacy that emphasizes abstinence.

WHO NEEDS TO ACT

Youth service providers (particularly Lockport CareNet and Center for Young Parents), schools, parents, and health professionals. Lockport City School District, in collaboration with Lockport Department of Youth and Recreation and Lockport CareNet, may be best poised to lead this effort.

MODELS TO CONSIDER

The Carrera Model Adolescent Pregnancy Prevention Program has been proven effective in reducing teen pregnancy.

<http://stopteenpregnancy.childrensaidsociety.org/>

Expand access to parent training

Several agency providers described a need for more and better coordinated parenting training in Lockport, particularly for young parents and children beyond two years of age. Moreover, there is a perception that too many children in Lockport are being prescribed medication. At the same time, the Center for Young Parents recently lost their space in Lockport due to lack of use and funding, widening even further the service gap in this area.

STRATEGIES

Expand investments in prevention and early intervention of child emotional and behavioral problems to reduce the need for intensive treatment and the use of medication. Early screening by health care professionals, Head Start programs, schools, and child care providers would help, as would the sharing these findings across stakeholder agencies.

This strategy should draw upon resources for parents that are already in place such as Lockport CareNet which offers one-on-one parenting classes and reports a growing caseload. While Center for Young Parents offers training too, it has recently taken a step back from Lockport due to loss of funding and lack of use of its space. The Parent Network of WNY is a regional resource offering a variety of workshops and training material for parents and providers and conducts these at sites across the region.

WHO NEEDS TO ACT

Young parent service providers, parents, child care providers, schools, Head Start programs, and health professionals. Lockport CareNet may be best positioned to lead this effort.

MODELS TO CONSIDER

The Seattle Human Services Coalition is an example of a long-standing successful group.

<http://shscoalition.org/>

Support the development of more supportive housing

Lockport's only emergency shelter for men has a 10 business day limit on stays, and about half of those who leave do not have a more permanent place lined up to stay. There is a need for longer-term supportive housing, especially for men, with programs to develop job and life skills and connect them with employment.

STRATEGIES

An example of one effort that can be supported is the one being mobilized by Lockport CARES, which recently purchased the house next door to their emergency shelter for the purpose of transforming it into a six-unit transitional housing facility for men. The building will require rehabilitation, and the success of future programming will depend on partnerships with job training programs and employers.

WHO NEEDS TO ACT

Homelessness service providers, mental health providers, veteran service agencies, affordable housing employers, job training agencies, and funders. Lockport CARES seems best positioned to lead an effort to expand supportive housing options in Lockport.

MODELS TO CONSIDER

The 100,000 Homes Campaign is a national movement being locally implemented that has been making headway to end chronic homelessness.

<http://100khomes.org/>

Appendices

Appendix A - Data Sources and Notes

1.1 Cover Map

Service providers: The human service providers that are mapped are listed on page 23 of the report. Cover map does not represent these providers by their employment size or organizational status as the inside map does. Agency employment was calculated using data from Buffalo Business First Book of Lists 2011 and Reference USA's 2012 Business Database.

Population in poverty: The analysis uses 2006-10 American Community Survey data at the block group level, with all municipal boundaries for the map from U.S. Census Bureau's 2011 and 2012 Tiger Line Shape files. Those in or near poverty are individuals whose income is under 200% of the federal poverty level.

Transportation: NFTA routes and bus stops are from the NFTA and reflect 2012 information.

Schools: The location of elementary and secondary schools in Lockport is from the 2011 NYS School Report Card database available from the NYS Education Department. Total enrollment reflects total students enrolled at these eight schools during 2010-11.

Major Employers: Selected large employers in Lockport are shown on the map. Employment size was determined using Buffalo Business First Book of Lists 2011 as well as Reference USA's 2012 Business Database. The Lockport City School District is another major employer in Lockport. Others can be found listed on page 10 of the report.

Map Layers: Boundary files for Lockport, including the census tracts, block groups, parks, roads, water bodies and more, were mapped using data from the NYS GIS Clearinghouse and the U.S. Census Bureau 2011 and 2012 Tiger Line Shape files.

1.2 Executive Summary

Population in poverty: The 2006-10 American Community Survey is the source of data on individuals living in or near poverty. Those in poverty are individuals with incomes under the federal poverty level. Those near poverty are defined as those with incomes between 100% and 200% of the federal poverty level. Numbers reflect populations for both the City and Town of Lockport. For more information about this data, see the subsection on "Poverty" in Data Sources and Notes Section 1.3.

Indicators and trends: Indicators on work, unemployment,

persistent poverty and home ownership are from a survey of residents in Lockport described in Data Sources and Notes Section 1.3. See the subsection on "Lockport's Most Vulnerable."

Juvenile crime data is from NYS Division of Criminal Justice Services. For additional notes, see "Crime" in Data Sources and Notes Section 1.3.

Teen pregnancy data is from the NYS Department of Health 2008-10 County/Zip Code Perinatal Data Profile. For additional notes, see "Poverty" in Data Sources and Notes Section 1.3.

Landscape of human services: A listing a human services providers comes from data compiled by the Mobile Safety-Net Team and Reference USA's 2012 Business Database. Employment at these organization's and agencies is from Buffalo Business First Book of Lists 2011 and Reference USA's 2012 Business Database. The map shown reflects all or portions of Census Tracts 236, 237, 238 and 239.02 in which 6,055 individuals in or near poverty reside, as calculated with census tract-level data from the 2006-10 American Community Survey.

Barriers and systemic challenges: Transportation and income barriers are from a survey of residents in Lockport described in Data Sources and Notes Section 1.3. See the subsection on "Lockport's Most Vulnerable." The number of households in Lockport without a vehicle are from the 2006-10 American Community Survey. For additional related information, see "Transportation" in Data Sources and Notes Section 1.3.

Individuals in or near poverty who are new to the community come from the 2006-10 American Community Survey and represent those with incomes under 150% of the federal poverty level who report having moved in the past year. About two-thirds, or 68%, report moving from somewhere within Niagara County over the past year. The rest moved from another county within New York State (15%), a different state within the U.S. (16%) or from abroad (1%).

The number of individuals who are "new to the system" represent the absolute increase the number of persons living in poverty in Lockport, as calculated using data from the 2000 U.S. Census and the 2006-10 American Community Survey.

1.3 Context for Action

People in Need

Individuals and Families: Population and household counts are from the 2010 U.S. Census. Population data from the 1990 U.S. Census were used to calculate changes since 1990. Data are an aggregation of counts for the city and town of Lockport (herein defined "Lockport" except as otherwise noted). Data were also examined for trends at the census-tract level. Census tracts for

Lockport include 234.01, 234.02, 234.04, 234.03, 235, 236, 237, 238, 239.01, and 239.01.

As defined by the Census, families are housing units where two or more persons related by birth, marriage or adoption reside. Non-family households include persons living alone or with another person not related by birth, marriage or adoption.

Population by Age: The 2010 U.S. Census is the source of population counts by age group. Percentages are calculated by dividing the number of individuals in various age groups by the total population for Lockport and Erie and Niagara Counties, respectively.

Potentially At-Risk Populations: These are individuals and households that have experienced higher than average rates of poverty as a result of barriers to education and/or work, either themselves or by those they are dependent on, as in the case for young children. Counts are from the 2006-10 American Community Survey and reflect those for Lockport. The listing is not intended to be inclusive of all possible groups that may be economically vulnerable but rather some of those that are significant to Lockport or Erie and Niagara Counties.

Work and Income: The 2006-10 American Community Survey provides unemployment levels by age and educational attainment. This was also the source of data on the number of households by annual household income.

Lockport's top employers are from two primary sources. Buffalo Business First Book of Lists 2011 provided employment counts for Delphi, Eastern Niagara Health System and the Lockport City School District as part of its listing of "Large Employers." Reference USA's Business 2012 Database was the source of employment counts for smaller employers. Because this database provides employment by location, employment at businesses with multiple sites within Lockport (such as Tops and First Niagara Bank) were summed to calculate an aggregate figure for those businesses.

Workforce inflows and outflows for Lockport are analyzed using the U.S. Census Bureau's Local Employment Dynamics data, available through the On The Map tool.

Poverty: The 2006-10 American Community Survey is the source of data on individuals and families living in or near poverty. Income relative to poverty level is provided for individuals by age group and for families by family type. Poverty rates are calculated by dividing total individuals or families with incomes under the federal poverty threshold by the total number of individuals or families, respectively. The map shows poverty rates by census block group.

The daily amount a family of three lives on at the federal poverty level is calculated by dividing the 2012 annual poverty threshold for this family size by the number of family members and the number of days in a year. \$2 is the standard fare for a one-way trip on an

NFTA bus, so a family of three would incur a total cost of \$12 for a single round trip.

Teen pregnancy rates and out-of-wedlock births for Lockport are from the NYS Department of Health 2008-10 County/Zip Code Perinatal Data Profile. This source defines "out-of-wedlock" to include those where no father information is supplied at the time of birth. Teen births are those to females between the ages of 15 and 19. These data are combined with data from the 2006-10 American Community Survey on the educational attainment and household status of women in Lockport giving birth over the past 12 months.

Education: Student enrollment figures and the percentage of children qualifying for free and reduced priced lunch are from the 2011 School Report Card database, available from the NYS Education Department. Children qualify for free or reduced priced lunch if their family income is under 185% of the federal poverty level. This dataset also contains academic performance data from which we calculated students performing at proficiency standards or above for mathematics (at Levels 3 or 4).

High school completion data, as well as data on students plans after high school, come from the 2011 School Report Card database. The latter reflect survey data collected from students during their senior year and may not accurately reflect the percentage of students who do or do not actually enroll in college following high school graduation.

Educational attainment levels are from the 2006-10 American Community Survey and reflect those of the population ages 25 and up.

Lockport's Most Vulnerable

191 adults residing in Lockport Zip Code 14094 completed a one-page questionnaire providing demographic and socioeconomic data as well as information on human services needs, concerns, benefits, and access barriers.

The survey was prepared by the Mobile Safety-Net Team with input from the University at Buffalo Regional Institute. It was administered by the Mobile Safety-Net Team during the summer of 2012 at at least seven different venues, including Dale Association's senior lunch program, NiaCAP food truck, Lockport CareNet, computer classes at Lockport Public Library, St. John's food and clothing pantry, the Bewley Building and YMCA.

Sites were selected to capture a representative sample of residents in poverty or at risk of poverty. Because the survey captured only those residents who are able to physically get to these sites, the survey findings may under-represent those who are unable to leave their homes due to disability or lack of transportation.

Where residents needed assistance completing the survey and the survey was conducted in the presence of Mobile Safety-Net Team members, assistance was provided by reading the survey questions

to residents and helping them complete the survey instrument. Otherwise, clients completed surveys on their own.

Survey data were coded by the Mobile Safety-Net Team and analyzed by the University at Buffalo Regional Institute. The 191 surveys represent a sample that is statistically significant with a confidence level of 95% and with a confidence interval of 7.

Not all survey respondents answered every survey questions. The question soliciting income information had the lowest level of responses, with 155 answering this question. This number of responses still represents well over a sample size of 95, needed to obtain a statistically significant sample size for Lockport's at-risk population within a 95% confidence interval +/- 10%.

The two-thirds of survey respondents who are said to receive some form of human support services or live in a household with someone who does are those who reported receiving food stamps, Medicaid, cash benefits, unemployment, disability income, HEAP, SSI/SSD, WIC, and/or rental assistance. This information is captured by multiple questions on the survey and the findings from these questions are aggregated to calculate an overall percentage of those receiving some kind of assistance.

Income levels of those reporting that walking or catching rides with friends and family are their primary form of transportation are reported solely to provide insights into the potential reasons why public transit isn't used among residents in Lockport who do not own a vehicle. Data from the survey isn't sufficient to draw any conclusive findings.

The chart presents selected findings from the questionnaire. The variables shown are in many cases an aggregation of two or more response categories. Where percentages across subcategories add up to over 100, it is because survey takers were allowed to select more than one category as their response to the question, as is the case of the question soliciting information on respondent household's sources of income and types of human benefits they receive.

Places in Need

Housing: Housing costs as a percentage of income for renters and owners come from the 2006-10 American Community Survey. Median housing costs are from the same source and represent a weighted average across the City and Town of Lockport.

The Local Initiatives Support Corporation has developed a dataset with foreclosure risk scores at the zip code level within each state. These incorporate indicators of subprime lending, foreclosures, delinquency, and vacancies.

Transportation: Vehicle access data for households in Lockport are from the 2006-10 American Community Survey. These were examined alongside commute data from the U.S. Census Bureau's Local Employment Dynamics data, available through the On The

Map tool showing the most common work destinations for Lockport residents outside the community.

Public transit times are calculated from the Lockport Municipal Housing Authority's complex for families on Gabriel Drive in the City of Lockport to various common destinations using Google Maps, which estimates travel time based on mode of travel and time of day. One-way travel times include walk times to bus stops.

Walk scores are calculated using the online Walk Score tool that measures the walkability of specific addresses based on proximity amenities, as determined by a variety of data sources, including open source maps, business directories and public data for schools and parks.

Crime: Crime rates are from the U.S. Department of Justice's Federal Bureau of Investigation Uniform Crime Reporting Statistics. Data reflect offenses reported by the Lockport City Police Department. Violent crime includes murder, manslaughter, rape, robbery, and aggravated assault. Property crime includes burglary, larceny and motor vehicle theft.

Juvenile crime data are from the NYS Division of Criminal Justice Services. Criminal activity of juveniles involves youth ages 16 years and under reported by the Lockport City Police Department. Lessor offenses, described by federal reporting requirements as "Part II" offenses, includes arson, criminal use of marijuana, possession of a weapons, criminal mischief and simple assault. More serious Part I offenses cover murder, robbery, rape, aggravated assault, burglary larceny and motor vehicle theft.

Risk and protective factors draw upon the following work: U.S. Department of Justice, Office of Justice Programs, Office of Juvenile Justice and Delinquency Prevention, *Risk Factors for Delinquency: An Overview*, 2001.

1.4 Landscape of Human Services

Human services organizations typically provide food to the hungry, jobs training to unemployed adults, shelter to the homeless, youth development to children at risk, recovery to those affected by disaster, and assistance to victims of crime. The listing shown includes human services organizations as well as those that may not be officially classified as human services organizations but have been identified as providing critical services to vulnerable populations. The analysis draws upon organizational data compiled by the Mobile Safety-Net Team and supplemented by information from Reference USA's 2012 Business Database. Both nonprofits and governmental agencies are included. Only organizations with operational sites within Lockport are included in this listing for the purpose of analyzing what supports residents have access to within the community.

Organizations providing services to target populations such as veterans, teen parents, seniors and the homeless are those whose organizational mission it is to connect with these particular

populations (such as the services for teen mothers at Lockport CareNet Pregnancy Center and those for veterans at Niagara County Veterans Service Agency). Alternatively, they may have significant programming for these populations (such as the supportive housing services Horizon Health Services provides to those with mental illness who are at risk for homelessness or its veterans treatment facility).

Service categories are defined as follows:

Food – includes food pantries as well as organizations providing meals or other food, either on site or delivered to residents' home, as part of their regular programming. Also includes significant connection points for food access such as food stamps through the Niagara County Department of Social Services. Does not include food or meals provided as part of a residential program. Nor are organizations that raise money to support food needs included in this category.

Clothing – includes clothes closets and programs providing emergency clothing. Some are specialized, such as Lockport CareNet, which offers maternity and infant clothing.

Education/Training – includes places of formal education as well as sites for job training, GED, literacy skills, and community/continuing education. Also included are connection points for vocational rehabilitation and education such as at Niagara County Veterans Service Agency, as well as employment services for those who are unemployed or underemployed. Education and training services for targeted populations are also included such as those provided by Horizons for individuals recovering from substance abuse and mental health disorders.

Affordable Housing – subsidized housing and other non-market rate homes and rental units available to lower-income populations. Also included are sites providing access to supports such as weatherization and HEAP that make housing affordable, or places of access to affordable housing for particular populations such as veterans. Not included in this category is emergency housing or temporary housing such as for runaway youth or those with mental illness.

Transportation – includes organizations that offer transportation via buses, vans and shuttles, as part of their regular programming.

Mental Health/Addictions - includes sites providing mental health treatment including counseling and addictions support groups. Covers out-patient and residential programs. Also includes major drug abuse prevention programs such as the D.A.R.E. program run by Niagara County Sheriff's Office. Does not include organizations that only serve as a source of information for mental health services.

Health/Wellness – includes sites providing health services, preventive medical exams and/or screening, particularly for lower-income or vulnerable populations. Does not include organizations that only serve as a source of medical/health insurance information. Nor does this category include programs providing primarily fitness or recreational benefits.

Legal - includes legal assistance for low-income populations,

especially assistance in obtaining benefits. Includes such assistance for limited populations only such as seniors or the disabled.

Youth Programs - includes providers of after-school programs and activities for school-age youth. Also included are mentoring programs (such as Compeer and Big Brothers Big Sisters) and drug use prevention activities. This category does not include programming provided as part of a residential treatment program for youth. Nor does it include programs providing only information about youth programs.

Financial literacy - includes financial literacy training and budget counseling services. Includes programs for limited vulnerable populations such as those provided to women through YWCA's Carolyn House.

Crime/Juvenile – includes crime prevention programs, juvenile justice, and victim assistance programs (such as those for domestic violence victims operated by the YWCA.) Does not include safety classes or crime prevention awareness.

Information/Referral - includes programs and positions providing information and referral to a wide variety of human support services for individuals and families. May be limited in the populations they work with such as the Dale Association which seeks to link seniors with community services or Niagara County Veterans Services Agency, which performs the same service for veterans. Does not include caseworker services provided as part of residential programs such as those operated by the YWCA or Hillside.

Providers are classified as governmental if they are an arm of a local, state or federal level agency or department.

Most employment figures used to map human services organizations by employment size come from Reference USA's 2012 Business Database providing the number of employees an organization or agency has working at a particular site.

Appendix B - Resident Questionnaire

MOBILE SAFETY-NET TEAM COMMUNITY NEEDS ASSESSMENT

Thank you for participating in this survey. Your answers will assist us in better understanding the needs in the community and help us build a stronger safety net that more readily connects residents to the human services they need. Please select one response unless indicated otherwise. **Your answers will remain completely confidential.**

Age _____ Gender (M/F) _____ Zip Code _____ Phone # _____

Including yourself, how many people are in your household?

- Adults (18 and older) _____
- Children (under 18) _____

Has anyone in your household ever served in the armed forces?

- Yes¹
- No²

Are there any urgent concerns or special needs that you or someone in your household might have?

- Utility shut-off notice¹
- Foreclosure / eviction²
- Homelessness³
- No money for food⁴
- Domestic violence⁵
- No urgent concerns⁶
- Other: _____⁷

Has anyone in your household ever encountered any difficulty in getting necessary services they need (such as assistance with food, housing, utilities, medical care, etc.)?

- Yes¹
- No²

If you marked "yes", please describe what barriers were faced:

- Traveling to get services is difficult¹
- I don't speak / read English well²
- I can't get there during the hours the agency is open³
- I've been turned away because of income limits⁴
- It can be physically difficult for me to leave my home⁵
- It's too much of a hassle because the process is confusing⁶
- Other: _____⁷

What is your current employment status? (select all that apply)

- Employed full-time¹
- Employed part-time²
- Unemployed, looking³
- Unemployed, not looking⁴
- Student⁵
- Retired⁶
- Disabled⁷
- Other: _____⁸

What is the current employment status of other adults in your household? (select all that apply)

- Employed full-time¹
- Employed part-time²
- Unemployed, looking³
- Unemployed, not looking⁴
- Student⁵
- Retired⁶
- Disabled⁷
- Not Applicable / No other adults in household⁸
- Other: _____⁹

What is your current living situation?

- Own¹
- Rent, with assistance²
- Rent, without assistance³
- Staying with friend / family⁴
- Homeless⁵
- Other: _____⁶

How long have you lived at your current address?

- Less than 3 mos.¹
- 3 mos. – 1 year²
- 1-5 years³
- 6 - 10 years⁴
- More than 10 years⁵

What is the highest level of education/training you've completed?

- High School / GED¹
- Some College²
- College Degree (2-yr or 4-yr)³
- Post-graduate degree⁴
- Military⁵
- Trade School⁶
- Did not finish high school⁷

What are your household's sources of income? (Select all that apply)

- Employment¹
- Unemployment insurance²
- Public assistance³
- Social Security⁴
- Pension⁵
- Disability⁶
- Worker's compensation⁷
- Child Support⁸
- No Income⁹
- Other: _____¹⁰

How much money is currently received from these sources to support your household each month (net income)?

What is your primary form of transportation?

- Bicycle¹
- Family / Friends²
- Own vehicle³
- Taxi⁴
- Public Transportation⁵
- Walk⁶
- Car Share Service⁷
- Other: _____⁸

Does anyone in your household lack health insurance? (select all that apply)

- Yes, one or more adults do not have health insurance¹
- Yes, one or more children do not have health insurance²
- No, we all have health insurance³

If insured, select the type of health insurance currently used by members of your household (please select all that apply):

- Private insurance¹
- Managed care (HMO, PPO)²
- Medicare (65+, disabled)³
- Medicaid⁴
- Government (VA, Child Health Plus, Family Health Plus)⁵
- Health Savings Account⁶
- Other: _____⁷
- Do not know/Unsure⁸
- Do not have health insurance⁹

Are you, or is anyone in your household currently receiving any of the following forms of public assistance?

- Food stamps¹
- Medicaid²
- Cash benefits³
- HEAP⁴
- SSI / SSD⁵
- WIC⁶
- Other _____⁷
- None⁸

Does anyone in your household have a pending application for any of the following?

- Food stamps¹
- Medicaid²
- Cash benefits³
- HEAP⁴
- SSI / SSD⁵
- WIC⁶
- Other _____⁷
- None⁸

NAME: _____ SURVEY LOCATION: _____

Appendix C - Resident Focus Group Tool



What are the most critical human support needs facing you and your family?

Most Critical Need

2nd Biggest Need

3rd Biggest Need

_____ Child Care

_____ Counseling and Treatment

_____ Financial/Budgeting/Taxes

_____ Food/Nutrition

_____ Health

_____ Jobs/Training

_____ Legal

_____ Mortgage/Rent or Housing

_____ Referrals/Information

_____ Senior Activities

_____ Transportation

_____ Weatherization

_____ Youth Programs

Tell Us About Yourself

How old are you? _____

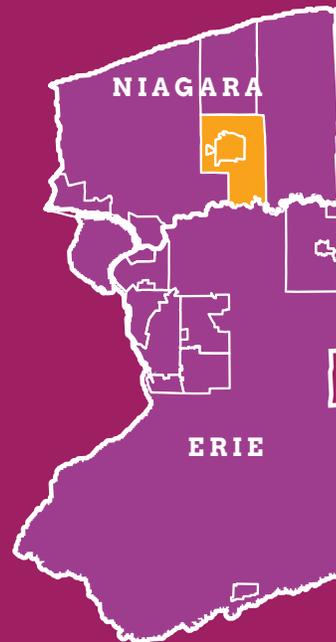
What is your gender? Male Female

How many people, including yourself, do you live with? _____

How many children do you have? _____

Where do you live? City of Lockport Town of Lockport

A COMMUNITY REPORT
City & **LOCKPORT**
Town of



This is a collaborative effort of the **University at Buffalo Regional Institute** and the **Mobile Safety-Net Team** established by **The John R. Oishei Foundation**. Commissioned by The John R. Oishei Foundation this assessment presents a detailed analysis of Lockport's human services needs, key resources, barriers, and opportunities for strengthening the system, and in turn, residents. The insights and recommendations provided are intended to assist the foundation community, Lockport's human services providers and other stakeholders in closing gaps and developing comprehensive, efficient and cost-effective strategies for connecting with a greater number of economically vulnerable individuals and families.



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