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SOCIAL SERVICES

Existing Conditions Technical Memorandum



Date: April 4, 2010
To: Social Services Expert Panel
From: Craig Savage and Beth Weidner, Health Planning Source, Inc.
Re: Existing Conditions of Social Services

Introduction

Social services in the Joint Base Lewis McChord (JBLM) region are provided by a dedicated network of non-profit, for profit and governmental agencies based in Pierce and Thurston counties in concert with the wide range of service providers on Joint Base Lewis McChord. In the draft Existing Conditions Report below HPS has begun to outline the supply of service providers in the JBLM region and identify the existing conditions of these services. The Joint Base Lewis McChord Growth Coordination Plan remains a work in progress and this draft report is intended to invite conversation and solicit feedback on HPS' work to date.

Methodology

Existing conditions were determined through a series of interviews conducted with key social services providers during February and March 2010. Interviewees included members of the Social Services Expert Panel, as well as other providers recommended by the Expert Panel. Please see Appendix 1 for a listing of all social services interviewees by organization. In addition to this primary research, HPS consulted existing needs assessments completed by regional providers, including the United Way of Pierce County, the United Way of Thurston County, Pierce County Community Services and the City of Lakewood. These assessments were provided by members of the Social Services Expert Panel. HPS has

also incorporated feedback provided by the Expert Panel during meetings held February 24, April 1 and June 3, 2010.

All quantitative analyses in this report were provided by interviewees and have been cited accordingly.

Findings

The population of the JBLM region has unique characteristics which drive the need for and utilization of social services. In particular, military families experience well documented challenges which impact their need for social services support. In recent years, multiple deployments as a result of Operations Iraqi and Enduring Freedom (OIF and OEF, respectively), are the most notable of these challenges. Currently, a number of brigades stationed at JBLM are serving abroad. The resulting needs stemming from these deployments may occur pre-deployment, during the deployment and post-deployment. As outlined in a 2007 report by the American Psychological Association (APA),¹ each member of a military family (including the deployed service member, children, significant others and spouses left at home) experiences significant stress during deployments. Spouses and significant others left behind often experience increased responsibility for every day tasks, such as child care and household maintenance, as well as feelings of sadness, anxiety and loneliness. For many this can be an overwhelming time period, especially considering that many military families are located away from their extended family support networks. Such stressful conditions put these families at high risk for mental health and substance abuse problems. In addition, many families, particularly families of lower ranking service members with multiple children, often struggle to fill basic needs, such as food and housing. For these families, the single income provided by the military is simply not enough to support the number of persons in their household. As such, these families are increasingly relying on public assistance from military and community organizations.

When soldiers return home, families face reintegration challenges. During a deployment families make adjustments to their daily routines, children grow older, and in general, families adapt to life without their soldier at home. Deployed soldiers change as well, and it has been reported that as many as one quarter of all returning service members struggle with psychological injuries. According to the APA, a majority of those deployed to Iraq and Afghanistan report exposure to multiple life-changing stressors and have difficulty re-acclimating into civilian life. As such, during reintegration many families need support, including behavioral health services. In the summer of 2010 three brigades, or approximately 12,000 soldiers, from JBLM will return from deployment. The need for services has grown during the recent deployments, but is expected to further increase upon their return.

In addition to the significant military population, non-military residents of Pierce and Thurston counties also have higher than average social services needs. These needs have increased during the recent

¹ The Psychological Needs of the U.S. Military Service Members and Their Families: A Preliminary Report, Available at <http://www.apa.org/about/governance/council/policy/military-deployment-services.pdf>.

recession during which many people have sought services that were never needed in the past. The increasing needs do not seem likely to subside in the near future. For example, the United Way of Pierce County reports that calls to its 2-1-1 center² have nearly doubled over the past year. In addition, the State Department of Social and Health Services (DSHS) reported at a 2010 community summit on human services in Pierce County that nearly 42% of the County's population was now receiving some service or benefit from DSHS.

Further, the areas near the base appear to attract a younger, transient population. This segment of the population lacks roots and stability, and therefore, is often in need of social services. Pierce County is also home to Western State Hospital, one of two state run inpatient psychiatric hospitals in Washington, and numerous Department of Corrections Facilities. Persons admitted to one of these facilities often choose to stay in the Pierce County area upon discharge. Again, this population uses social services at a higher rate than an average citizen. JBLM also provides Exceptional Family Member Services, which means that a greater number of disabled family members are located at the base and in the surrounding communities.

For each of the reasons listed above, Pierce and Thurston county social services providers provide essential services to a particularly needy population. The following sections will detail the services provided on base and in the community, as well as their current needs.

Joint Base Lewis McChord

Social Services at JBLM are provided through the Army Community Services Division (ACS) and Child, Youth and School Services (CYSS); as well as Madigan Army Medical Center (Madigan). As a general rule, preventative services are provided by ACS and CYSS, and treatment is provided at Madigan. However, some services do overlap. In addition, Military OneSource provides 24/7 online and phone resources to active duty, reserve and Guard families.

Army Community Services

ACS' mission is to maintain the readiness of soldiers, families and the community by fostering self-reliance, resilience, and stability through a variety of comprehensive, coordinated and responsive programs. ACS services are available to the following populations:

- All active duty and retired military personnel and their family members;
- Members of the Army National Guard and U.S. Army Reserve when on active duty and their family members;
- Army appropriated fund and non-appropriated fund employees and their family members;
- Family members of prisoners of war or personnel missing in action; and,
- Surviving family members of military personnel.

² The 2-1-1 call center serves as a resource and referral hub for individuals and families in need of social services assistance.

Although ACS exists on every US Army base, the services at each location are tailored to the specific needs of the local population. At JBLM soldiers and their families can access these services by contacting the programs directly or through the Information, Referral and Follow-up Program. In addition, JBLM has an outreach program designed to interface with soldiers who may have the greatest needs, but are unlikely to seek out services on their own.

One of the largest social service programs under the ACS umbrella is the Family Advocacy Program. The Family Advocacy Program (FAP) provides services dedicated to developing and maintaining strong Army families, and to the prevention and treatment of domestic violence and sexual assault. The programs within the FAP are considered essential to Army readiness, helping active duty soldiers and their families enhance relationship skills and improve their quality of life. All programs provided through the FAP are free to military families. Specialized services within the FAP include:

- *New Parent Support Program* – The New Parent Support Program (NPSP) is designed to provide assistance to Army families through education and support from the prenatal period through children six years of age. The NPSP offers expectant parents and parents of newborn and young children opportunities to learn new skills as parents and improve old ones. Among the services offered are parenting classes, infant care classes, infant massage classes, play morning, referrals and home visitation by a registered nurse or social workers.
- *Life Skills Training* – Life skills training classes are designed to help military families build stronger relationships, prevent domestic violence and child abuse, and include stress management, anger management active parenting of teens, active parenting for step families, couples communication, relationship skills and decision making for singles, safety series for adolescents, and prevention of childhood sexual abuse.
- *Rape Aggression Defense System (Basic Women's Self Defense)* – Rape Aggression Defense System classes are available to female active duty soldiers, family members and civilians. This program not only teaches women physical self-defense techniques, but also principles of awareness, prevention, risk reduction and risk avoidance.
- *Victim Advocacy Program* - The Victim Advocacy Program provides comprehensive assistance for victims of sexual assault and domestic violence. The victim advocates are available 24/7 through the JBLM Safeline at 353-966-7233(SAFE) This program uses both civilian and military resources to ensure that victims' needs are met through safety planning, financial assistance, relocation services, shelter transition, resource and referrals and advocacy at the medical treatment facility. Victims have restricted and unrestricted reporting options.
- *Sexual Assault Prevention and Response Program*- The Sexual Assault Prevention and Response Program (SAPRP) is part of the Army's commitment to eliminate incidents of sexual assault through a comprehensive policy that centers on awareness and prevention, training and education, victim

advocacy, response, reporting, and accountability. SAPRP promotes sensitive care and confidential reporting for victims of sexual assault and accountability for those who commit these crimes. Through reporting these crimes, victims have access to medical care, counseling and advocacy services.

- *Military and Family Life Consultant Program:* Military and family life consultants are Masters or PhD level counselors that provide short term, situational, problem-solving counseling services to service members and their families. The program uses psycho-education to help military families understand the impact of stress, deployments, reintegration and other stressors in military life. These services are provided free of charge at a location of the family's choice on or off of the installation. These services are also available to people providing services to military families to ensure that they are familiar with the unique stressors facing military families. No records of the encounters are kept, ensuring the privacy of those seeking services. However, military family life counselors are mandated reporters of child abuse, domestic abuse and duty-to-warn situations.

The Soldier and Family Assistance Center (SFAC) also serves as an umbrella for a number of social services at Joint Base Lewis McChord. The SFAC was created to provide compassionate, coordinated services to Task Force Phoenix Warriors in Transition (WTs) and their family members. SFAC is a one-stop shop for services that partners with the Warrior Transition Battalion (WTB) and provides career transition services, adult and continuing education advisory services, insurance counseling and a connection to VA services.

The following services also are available at JBLM through Army Community Services³:

- *Army Emergency Relief-* Army Emergency Relief (AER) is the Army's emergency financial assistance program that assists soldiers, active and retired, their family members, their widow(ers), and orphans during valid emergencies that require immediate attention. Assistance is provided as an interest free loan, grant or a combination loan and grant for essential services such as food, rent, emergency transportation, funeral services or medical services.
- *Army Family Action Plan* – The Army Family Action Plan (AFAP) provides all members of the Army (including family members) with a forum to voice concerns to Army leadership and make suggestions for change. Issues raised through AFAP have been responsible for hundreds of legislative, regulatory and policy changes involving the Army and geared towards improving the quality of Army life and enhancing readiness and retention.
- *Army Family Team Building* - Army Family Team Building (AFTB) is a family training and readiness program that provides participants with an understanding of Army culture, and the skills and resources they need to become self-reliant, self-sufficient members of the military community.

³ Additional information about these services is available at <http://www.jblmmwr.com/acs/>.

AFTB is designed to help families acclimate to military culture and to provide them with tips to get the most out of their military careers.

- *Employment Readiness Program* - The Employment Readiness Program (ERP) assists families to meet the challenges associated with career planning and job search and provides resources through a cohesive, standardized employment support program. Services are designed to give eligible personnel and their family members the competitive edge necessary to secure employment and include resume development, job application assistance and interview skills development.
- *Exceptional Family Member Program* - The Exceptional Family Member Program (EFMP) is a mandatory enrollment program that works with other military and civilian agencies to provide comprehensive, coordinated, and a multidisciplinary approach for medical, educational and community support services to families with special needs. Although patients are enrolled in this program through Madigan, the ACS EFMP office offers administrative assistance to soldiers with special need family members in areas such as: exceptions to policy, family readiness planning, and when in transition to new medical and educational providers. The EFMP also maintains a resource library containing diagnosis-related information, a community resource directory, and research and advocacy organizations on global, national, state, and local levels.
- *Financial Readiness Program* - The Financial Readiness Program (FRP) offers education, counseling and support services to individual soldiers and their families to help them achieve personal financial readiness, including living within their means and investing for the future. The FRP assists commanders by helping Army soldiers and families to be financially healthy and secure.
- *Mobilization and Deployment Program* - The Mobilization and Deployment Program (MOB/DEP) provides professional and timely support to active duty, Reserve and Guard soldiers and their family members through individual consultations, workshops, briefings and services developed to enhance mission preparedness and self-reliance throughout the deployment cycle.
- *Relocation Readiness Program* - The Joint Base Lewis McChord ACS Relocation Readiness Program (RRP) is a comprehensive program designed to assist soldiers and families with transfers and relocations throughout the tour cycle. Services and programs include but are not limited to: citizenship and immigration assistance, workshops, counseling and support, pre-move planning, moving, and settling into a new community.
- *Survivor Outreach Services* – The Survivor Outreach Services Initiative is dedicated to streamlining the services for families of fallen soldiers. The Survivor Outreach Services team includes benefits specialists, financial counselors and support coordinators.

As discussed previously, military life can be incredibly stressful for soldiers and their families. The services noted above are primarily designed to prevent and identify potential crises before they require

intervention. As discussed above, the military has a multitude of effective services in place, but unfortunately resources are not always sufficient to provide services to all families in need.

The greatest needs for Army Community Service programs include adequate space to provide services, and greater education of military families and civilian providers. Currently, space for services is at a premium across JBLM. ACS, like many other programs, is without sufficient space to provide its services in an optimal environment. As a result, training courses are often limited in size and one-on-one counseling services are provided in less than optimal office space. In all cases, the room sizes are simply too small. Further, prevention and treatment services are not co-located. This means that patients must drive across the base if they are referred from one service to the other. As a result, many patients never arrive at their referral destination. Co-location of these services would result in a “warm hand” transfer, which often results in patients actually receiving services. Prior to the joint basing, services were co-located at McChord Air Force Base, which resulted in greater utilization of both prevention and treatment services.

Both military and civilian providers agree that there is a need to educate military families and community providers regarding the services available on the base. For military families, lack of education often means that prevention services are not utilized as often as they should be. Many families are confused about the difference between treatment and prevention services, and therefore, don't seek out prevention services. In addition, despite great efforts by the Army to change the culture, there continues to be a stigma associated with seeking these types of services. Many families believe it will damage their soldier's career and ultimately, their family's financial well-being if they seek services, particularly for domestic violence and behavioral health issues. It is important for these families to better understand the confidentiality options available to them, such as restricted reporting. Further, officer's families tend not to use these services. As such, there is no example for younger, lower ranking soldiers to follow.

There is a great desire on the part of both military and community social services providers to better coordinate services. Currently, providers are unaware of the wealth of services available on and off of the base. As the population at JBLM continues to grow, there is a significant need to better coordinate services. This need is discussed in greater detail later in this report.

In addition, FAP staff indicated there is a need for additional child care resources to support its programs. Child care on base is always full and families often have to bring children with them to services or do not attend programs because child care is not available. Families also often struggle to find transportation to the base or around the base to receive services. Although taxi vouchers are available once a soldier or family member reaches services, they have often already had to pay for a taxi to get to the ACS office. If a family is already struggling financially, this places an additional burden. Again, this often acts as a deterrent and results in families simply choosing not to access needed services.

Child, Youth and School Services

Child, Youth and School Services (CYSS) is a network of systems and programs through which Joint Base Lewis-McChord provides quality child and youth development options that reduce the conflict between parental responsibilities and unit mission requirements. The objectives of CYSS are to support soldier and family readiness and contribute to the quality of life of families by providing developmentally appropriate care options for children and youth. CYSS includes full-day, part-day and hourly child care programs; before- and after-school care programs; middle and teen programs; family child care; team sports and outreach sports programs; and resource and referral for on and off post. CYSS programs are designed to foster and develop children's physical, intellectual and socio-emotional capabilities regardless of the setting or length of time in care. Specific programs provided by CYSS include:

- *Parent Training Opportunities*
- *Raindrops & Rainbows Parent & Child Play Center:* The R & R Center offers Army families a place to play, learn and network. Parents and their children, birth to 5 years of age, may drop in and take part in a variety of fun activities, such as learning how to make playdough; working on school readiness or creative art skills with children; learning infant massage techniques, baby signs and songs; meeting other parents and children; and, forming friendships. A CYSS early childhood professional will be on-site to conduct activities with parents and children.
- *Child Development Centers:* Joint Base Lewis-McChord provides seven quality child development programs, which have been awarded accreditation by the National Association for the Education of Young Children. Comprehensive program components (full-day, part-day, and hourly) are available for children six weeks - 12 years of age. The curriculum, designed to promote social, physical and intellectual growth in children, emphasizes creative, developmentally appropriate activities and experiences.
- *Family Child Care:* The Family Child Care (FCC) Program is a child care option provided to military family members, Department of Defense civilians and Department of Defense contractors through Child, Youth and School Services (CYSS). The FCC Program is provided by military family members working as independent contractors on the installation, in government-controlled housing on the installation or civilian housing off the installation.
- *Outreach Services:* CYSS Outreach Services provides information and central registration services and will assist parents with their search for child care. The staff maintains information about on- and off-post child care; provides referrals to FCC homes; coordinates with Youth Services; makes placements in CDC full- and part-day programs (as space is available); and, maintains the waiting list for on-post child care programs.

- *School Aged Services:* Quality before- and after-school programs have been awarded accreditation by the National School Age Care Alliance. Transportation from all on-post schools is provided. The CYSS SAS Program is located at the North Fort SAS Complex and the Cascade SAS on Bitar Avenue.
- *Middle School Teen Services:* The Teen Zone program at Joint Base Lewis-McChord is designed to provide not only a social environment for teens in military families, but to help teens continue to excel in academics. The Teen Zone provides employment assistance for teens, as well as college preparedness programs. In addition, Teen Zone partners with the 4-H Club and the Boys and Girls Club of America to provide teens with leadership opportunities.
- *SKIESUnlimited:* SKIESUnlimited is a growing initiative at JBLM. It is a ground breaking instructional program that promotes exciting and unlimited learning possibilities for Army children and youth. Young people spend as much as 80% of their waking time outside the classroom. When involved in instructional programs during the critical hours of 3 - 8 PM, they are less likely to engage in undesirable behavior. Children and youth participate for a variety of reasons: to explore new skills, to pursue and nurture personal interests, to interact socially with others, to bolster college applications, or to foster close relationships with caring, knowledgeable adults outside the home. SKIESUnlimited has instructional classes in the school of sports, school of arts, school of life skills and school of academics. Through this program, children and youth have equal access to opportunities that expand their knowledge, inspire them, allow them to explore, and acquire new skills.
- *CYSS Sports and Fitness Program:* It is the goal of this program to offer healthy development of all children and youth. The Sports and Fitness Program's mission is to provide programs that foster the development of leadership, sportsmanship, team work skills, and self confidence. This program provides a variety of opportunities for parental and command involvement that promotes positive attitudes in our youth, reinforcing the Army core values.
- *Consultation Services:* Child-related professional consultation, parent education and briefing are available for agencies, groups and organizations on post, such as parents, military units and spouses' organizations.

Madigan Army Medical Center

Additional treatment services fall under the medical command (MEDCOM) at Madigan. All behavioral health counseling is located at Madigan, in addition to psychiatric intervention services.⁴ Madigan is currently strengthening its behavioral health programming and in particular, is involved in two new initiatives that will better serve military families.

⁴ Please see the health and medical report for a discussion of behavioral health services available at Madigan.

Modeled after a program in Hawaii, Madigan is developing a Children and Family Assistance Center which will serve as a centralized hub of behavioral health services available for families. The center's goal is to integrate the prevention and treatment of behavioral health issues as seamlessly as possible, including services provided in the community.

Madigan is also integrating children's behavioral health services into the elementary schools on the installation. Madigan will provide one social worker for each school. In addition, two psychiatrists and two psychologists will be shared between the schools. This program is expected to be available starting in the fall of 2010.

Although Madigan is making great strides to expand behavioral health resources, they are currently insufficient. Clinical social workers at Madigan indicated that the patients and clients they encounter have increasingly acute conditions. This is likely attributable to the ongoing wars in Iraq and Afghanistan. As such, there is a need to provide an increasing level of care at the facility. Currently, the office space for social workers is insufficient. Many offices are too small and the emergency notification system is not sufficient. This compromises provider safety, particularly if patients are violent.

Please see the health and medical report for additional information regarding services at Madigan.

Military OneSource

Military OneSource is a resource contracted through the Department of Defense for military members and their families intended to supplement existing military support services through the internet or by phone. Military OneSource complements Military and Family Services, providing a central phone number and website to access information and off base counseling on issues faced by military service members and their families, including child care, parenting, deployment and reunion adjustment, education resources, relocation assistance, financial counseling, legal advice, and spouse career training.

Pierce and Thurston Counties

Pierce and Thurston counties have an extensive network of governmental, non-profit and for profit agencies providing social services to both the civilian and military populations. The rough value of the Pierce County nonprofit social services infrastructure, including staffing and capital facilities, exceeds \$1 billion dollars based on recent reporting to United Way of Pierce County. These organizations, in addition to the communities that support them, are extremely dedicated and provide services to those in need, particularly military families. However, as the recession continues to impact local communities, these organizations are struggling to find the resources needed to support their operations. Most organizations have lost funding over the past year and are unsure when and if funding levels will be restored. Much of the funding in the nonprofit sector, for instance, comes from corporate and individual donations, which have receded dramatically over the past three years.

For the purposes of this report social services have been segmented into several categories: basic needs, child and family services, seniors and disabilities and behavioral health. The supply of providers in each of these categories, as well as the existing needs of these agencies, is outlined below.

Basic Needs

Pierce and Thurston County providers continue to identify “meeting basic needs” as one of the highest priorities for social services providers and funding agencies in the region. When basic needs are not fulfilled, families are under significant stress and are then in need of additional services. As such, it is imperative to meet these needs first.

For purposes of this report, basic needs refer to food, clothing and shelter. However, it is important to note that the struggle to meet basic needs is indelibly linked to poverty. As such, financial support organizations are also included under the basic needs section of this report.

- *Financial Assistance*

On average, Pierce and Thurston counties compare favorably to statewide averages on poverty measures. According to the U.S. Census Bureau, 11.3 percent of Pierce County residents and 9.7 percent of Thurston County residents were living below the Federal Poverty Level in 2008.⁵ For the same time period, 11.3 percent of all Washington State residents were living below the Federal Poverty Level.

However, certain regions of both counties, particularly those closest to JBLM, have even higher rates of poverty. Please see the map on page 13, which demonstrates the high levels of poverty in the Lakewood and Tacoma areas, and the unincorporated area of Spanaway. The specific numbers of those living in poverty by city have not been updated by the U.S. Census Bureau since 1999. Given the current recession, however, it is likely the numbers have increased since that time. In particular, in January 2010, unemployment rates in Pierce and Thurston counties reached their highest monthly rate in the past decade, 10.7 and 8.7 percent, respectively.⁶ Further it is estimated that “real” unemployment (counting those who have given up working or who are severely underemployed in part time jobs) is estimated at 17%-18% in Pierce County.⁷ As a greater percentage of the population is without work, it is likely that a greater portion of the population will be seeking financial assistance.

⁵ State and County QuickFacts, available at <http://quickfacts.census.gov/qfd/states/53000.html> and <http://quickfacts.census.gov/qfd/states/53/53067.html>.

⁶ Workforce Explorer Washington Numbers and Trends, available at <https://fortress.wa.gov/esd/lmea/countydashboard/>.

⁷ Source: United Way of Pierce County

Please note the military families are also susceptible to financial needs. In particular, lower ranking service members with families often struggle to meet their basic needs. In part, this is due to low pay grades as shown in Appendix 3. However, it is often also the result of poor financial management skills.

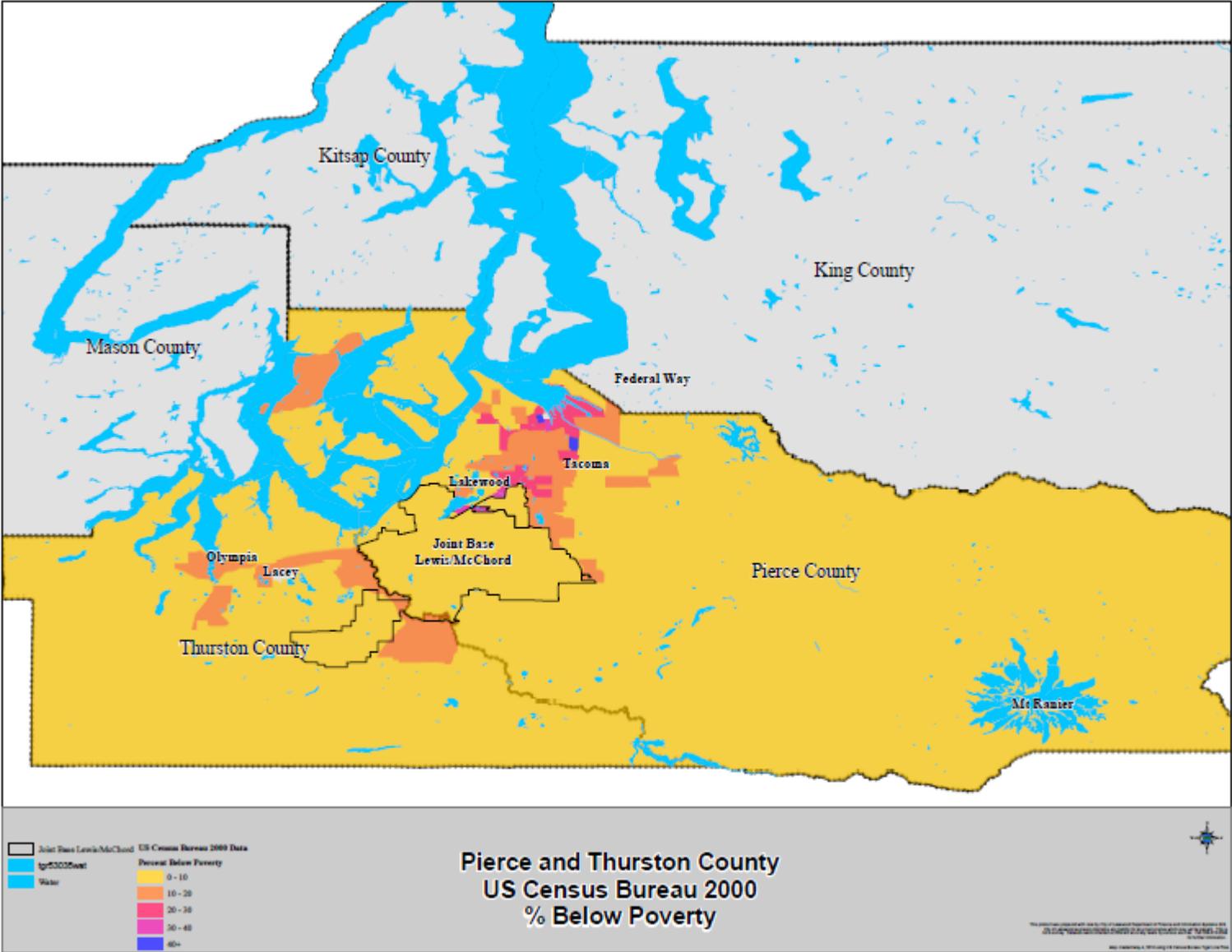
The Washington State Department of Social and Health Services is the primary provider of financial assistance in the region through the use of Temporary Assistance for Needy Families funds⁸. In 2009, the communities of Lakewood, Tacoma, Lacey and Yelm had the highest TANF use rate in the region.

⁸ TANF is a federal program that provides cash assistance to indigent American families with dependent children through the United States Department of Health and Human Services. There is a maximum of 60 months of benefits within one's lifetime (some states have instituted shorter periods).

Table 1 Use Rate of TANF Funds

<i>City/County</i>	<i>TANF Use Rate</i>	<i>Percentage of Off-JBLM Military Population</i>
DuPont	0.62%	4.3%
Lakewood	7.39%	12.3%
Puyallup	3.39%	2.3%
Roy	2.26%	0.1%
Steilacoom	1.18%	2.1%
Tacoma	6.87%	13.1%
University Place	3.31%	4.6%
<i>Pierce County</i>	<i>4.37%</i>	<i>-</i>
Lacey	8.54%	13.8%
Yelm	5.75%	2.1%
<i>Thurston County</i>	<i>3.54%</i>	<i>-</i>
<i>Washington State</i>	<i>3.69%</i>	<i>-</i>

Source: Department of Social and Health Services
Client Data, 2009



- *Food*

Food needs are met through several programs: the food stamp program of the Washington State Department of Social and Health Services, food banks in local communities and free and reduced lunches in schools.

The Basic Food Program is the state’s food stamp program which provides low income families with monthly benefits to buy food. Military service members with the rank of E-4, with a family of four, receiving Basic Allowance for Quarters and Basic Allowance for Subsistence, paying Fair Market Rent on a three bedroom apartment and paying an afterschool care for two children qualify for \$263 of monthly Basic Food Assistance through DSHS. Generally, soldiers and airmen ranked E-4 and below with families are eligible for some assistance through this program. It is estimated that over 16,000 soldiers and airmen in these categories are currently stationed at JBLM.

As shown in the table below, the use rate of these services in Pierce and Thurston counties is comparable to the state use rate. However, the use rates for these services are significantly higher in the communities with high military populations such as Lakewood, Tacoma, Lacey and Yelm. In addition, the use rate of these services dramatically increased between 2007 and 2009. This is likely a result of economic challenges, as well as increasing deployments in the region.

Table 2 Use Rate of Basic Food Program

<i>City/County</i>	<i>2007</i>	<i>2009</i>	<i>Percent Increase</i>	<i>Percentage of Off-JBLM Military Population</i>
DuPont	1.56%	2.07%	32%	4.3%
Lakewood	18.73%	22.44%	20%	12.3%
Puyallup	11.00%	13.37%	22%	2.3%
Roy	6.88%	8.57%	25%	0.1%
Steilacoom	5.45%	6.38%	17%	2.1%
Tacoma	19.23%	23.25%	21%	13.1%
University Place	10.02%	12.35%	23%	4.6%
Pierce County	11.81%	15.40%	30%	-
Lacey	26.05%	33.39%	28%	13.8%
Yelm	15.94%	21.67%	36%	2.1%
Thurston County	11.09%	13.99%	26%	-
Washington State	12.14%	15.30%	26%	-

Source: Department of Social and Health Services Client Data, 2007 and 2009

Please note that the above data are not available for the Spanaway area. However, providers have acknowledged that there is a high level of poverty in this rural area and there is a great need for basic needs services.

Washington State also supports the National School Lunch Program and the School Breakfast Program. Families that qualify for the Basic Foods Program are also eligible to participate in these programs which provide meals for free or at reduced rates for school aged children. The Clover Park School District, which serves JBLM, provided free and reduced lunches and breakfasts to 70 percent of the children enrolled in the district in January 2010.⁹ Notably, 85 percent of children enrolled at Hillside Elementary School on Fort Lewis received free and reduced lunch in January 2010. These numbers reflect the financial struggles of military families of low ranking soldiers. Specifically, soldiers with multiple children are simply not able to provide these basic services on their current salaries. Please see Appendix 2 for data on free and reduced lunch programs for all school districts in Pierce and Thurston County.

The majority of emergency food provided to food banks and hot meal sites in Pierce County is distributed through the Emergency Food Network (EFN). EFN receives food donations, but also grows and purchases its own food. EFN distributes food to over 65 food sites, including food banks and hot meal sites. However, the recession has significantly affected the availability of discount food. Many people that have never struggled to meet basic needs are finding themselves in need. In particular, many customers who used to shop at high end grocery stores now shop at food outlet stores. The needs of these shoppers coupled with better inventory management, means that outlet stores have less food to donate to EFN. As such, EFN must now purchase a greater portion of its food. Thus, as demand for emergency food services increases, while the resources to provide emergency food are declining, there is currently significant strain on the system. The Thurston County Food Bank is also experiencing increased demand for emergency food. Between 2007 and 2008, the number of unduplicated individuals served by the food bank increased 39 percent. Again, as these needs continue and resources are depleted, the system will face significant stress.

- *Clothing*

Clothing services are provided through a network of thrift stores and clothing banks. In addition, the Caring for Kids organization located in Lakewood, meets a substantial portion of children's clothing needs in the Pierce County area. In 2009, Caring for Kids filled clothing bank orders for over 1,200 school aged children. In addition, Caring for Kids provides a Ready to Learn Fair at the beginning of each school year for families in the Steilacoom, University Place and Clover Park School Districts that qualify for the Free and Reduced Lunch Program. In 2009, nearly 1,800 children received good quality used clothing, in addition to school supplies, hair cuts, immunizations, eye screenings, hygiene products, books and food. Children in need of eye glasses are also eligible to receive Vision Service Plan (VSP)

⁹ Source: Clover Park School District Student Nutrition Department.

coupons for free glasses. Caring for Kids does not ask families to report their military status, but knows that a substantial portion of the population it serves is military related.

Shelter

Although housing will be addressed by a separate Expert Panel, it is important to note that shelter represents a key basic need for families and individuals. In Pierce and Thurston counties there is a significant shortage of **affordable** housing. As such, many military families are taken advantage of by “slum lords”, live in housing they cannot afford, or are forced to live a significant distance from the base and other community services.

In Pierce County housing assistance is provided by Pierce County Community Services, Pierce County Housing Authority and Tacoma Housing Authority. Housing assistance is provided by the Housing Authority of Thurston County in Thurston County. In addition, Northwest Housing Development is a program funded through USDA Rural Development loans which helps low income families construct their own homes in King, Pierce and Thurston counties. Please see the regional housing section of this report for further discussion regarding the need for affordable housing.

Behavioral Health

The behavioral health system in Pierce and Thurston counties is in crisis. Currently, there are not enough providers of services, and existing providers are without the resources to appropriately coordinate services. Please see the health and medical Existing Conditions Report for detailed information regarding these shortages.

As a result of the insufficient behavioral health care treatment and prevention system in the region, situations often escalate resulting in domestic violence. In particular, providers report that following the return of many soldiers from abroad, many of whom are suffering from Post Traumatic Stress Disorder (PTSD), domestic violence rates increase. Domestic violence increases are also the result of the increasing behavioral health needs of military spouses and children.

Child Protective Services are provided by the Washington State Department of Social and Health Services. The use of these services is highest in Lakewood, Puyallup, Tacoma, Lacey and Yelm.

Table 3 Use Rate of Child Protective Services

<i>City/County</i>	CPS Use Rate	<i>Percentage of Off-JBLM Military Population</i>
DuPont	0.38%	4.3%
Lakewood	2.50%	12.3%
Puyallup	2.02%	2.3%
Roy	1.45%	0.1%
Steilacoom	1.17%	2.1%
Tacoma	2.27%	13.1%

University Place	1.33%	4.6%
Pierce County	1.78%	-
Lacey	2.93%	13.8%
Yelm	2.12%	2.1%
Thurston County	1.17%	-
Washington State	3.43%	-

Source: Department of Social and Health Services
Client Data, 2007. More recent data is not available
at this time.

Additional services for adult and children victims of domestic violence are provided in Pierce County by the YWCA, the Family Renewal Shelter and the Korean Women’s Association. Each of these locations provides emergency shelter for victims of domestic violence and provides important outreach and prevention services in the community. The Crystal Judson Family Justice Center, located in Tacoma, also provides victim support services in person and by phone.

In addition, each of these organizations aims to help victims receive the counseling and legal services they need either on site or through referrals to other organizations. Currently, the YWCA provides the only on-site attorney, whose services are highly utilized.

Child and Family Services

Child and Family services are provided by a wide number of organizations in Pierce and Thurston counties. For the purposes of this report Child and Family Services are determined to be: child development programs, child care, after school programs and Family Support Centers.

- *Child Development Programs*

Pierce and Thurston County providers support national child development programs such as Head Start, Early Childhood Education Assistance Program and ChildReach. In addition, the Tacoma-Pierce County Health Department provides the Nurse-Family Partnership Program, Pregnancy Support Services and the Coordinated School Health Program. Pierce County and Thurston County both have strong community support for Early Learning programs (0-5) with a focus on parent/child support. Pierce County is one of the few counties in the nation with a community-developed Early Learning business plan now being implemented in the targeted communities of Lakewood, Tacoma, Spanaway, and Parkland (all relatively close to JBLM). This plan is funded through foundation, corporate, and United Way support. With some incremental support, this existing infrastructure could be much more accessible to the children of military families.

- *Child Care Services*

The National Association of Child Care Resource & Referral Agencies (NACCRRRA) and the Army have partnered with county level Child Care Resource and Referral Agencies in Pierce and Thurston Counties to provide military families with affordable, quality child care. Both Pierce and Thurston County have an allotted number of dedicated slots for military families in the communities where military families live. Families can access these resources through Child Youth and School Services at Joint Base Lewis McChord or by contacting the Child Care Resource and Referral Agency directly and are eligible for fee assistance to offset the cost of child care. This service is highly utilized in the area; however, until additional funding is made available, no additional slots will be available.

- *After School Programs*

The primary after school programs for school aged children are provided by the Boys and Girls Club South Puget Sound, the YMCA and the Camp Fire U.S.A. Orca Council. Recently, many of these programs have struggled to maintain their services as a result of funding cuts. In particular, the Boys and Girls Club recently lost funding from the Department of the Army, which allowed the organization to track and recruit military children using club programs. Services for junior high students have also been discontinued as a result of lost funding. In addition, the Boys and Girls Club lost its military outreach coordinator in June 2009. This position created a critical link between military and civilian programs for children and families and has been felt greatly in the community.

Aside from the availability of services, the greatest barrier to accessing these programs is transportation. Many of these children need transportation not only from school to the program, but from the program home. It is estimated that these services could be provided for less than \$80,000 per site of care.

- *Family Support Centers*

The provision of child and family services is often coordinated through 12 Family Support Centers located throughout Pierce County. These Family Support Centers not only directly provide child and family support services, but also help connect families with other needed services in the area. Over the past year, the Family Support Centers have lost over \$250,000 in funding due to budget cuts on the local and state levels, resulting in the loss of four full time Family Social Workers and reduction of hours for a Family Center Coordinator position. This comes at a time when referrals are up and the Family Support Centers are struggling to serve the families who already want services. While the support centers will serve any eligible family, that sometimes means waiting several months for an available worker. Again, with some level of incremental support, this entire existing infrastructure could be much more available to military families living off base.

Seniors and Disabilities

Seniors and those with disabilities are currently facing no significant challenges obtaining social services. However, it is important to note that the JBLM region is a popular location for military retirees. As the

population at Joint Base Lewis McChord increases, it is likely that it will impact the number of retirees in the region increase over the next 40-50 years.

Coordination and Collaboration

Among community social services organizations in Pierce County, there is a great spirit of collaboration. However, as both financial and staffing resources get tighter, it is becoming more difficult to find the manpower to coordinate services. In addition, there is a great need for providers on base to coordinate care with community providers. Currently, most community providers are unaware of the services on base and vice versa. All providers in the region agree that better coordination of services will result in better services provided to clients in need.

Appendix 1

Social Services Interviews

Boys and Girls Club of the South Puget Sound
Pierce County Community Services
JBLM Army Community Services
Pierce County-Tacoma Health Department
City of Tacoma (Childcare)
Clover Park School District
YWCA
Emergency Food Network
Greater Lakes Mental Health Care
United Way of Pierce County
United Way of Thurston County
Thurston Food Bank
Department of Veteran's Affairs

Appendix 2

Public Schools Free and Reduced Lunch 2009

<i>District</i>	<i>Enrollment</i>	<i>Free</i>	<i>Reduced</i>	<i>Total Applications</i>	<i>Applications/ Enrollment</i>
Steilacoom Historical School District	2,880	286	145	431	0.1497
Puyallup School District	21,075	4,379	1,357	5,736	0.2722
Tacoma School District	29,589	14,721	2,665	17,386	0.5876
Carbonado School District	183	39	6	45	0.2459
University Place School District	5,502	1,367	445	1,812	0.3293
Sumner School District	8,024	1,791	646	2,437	0.3037
Dieringer School District	1,386	112	29	141	0.1017
Orting School District	2,252	488	190	678	0.3011
Clover Park School District	12,049	6,308	2,097	8,405	0.6976
Peninsula School District	8,624	1,514	544	2,058	0.2386
Franklin Pierce School District	7,925	3,958	893	4,851	0.6121
Bethel School District	17,906	5,614	1,530	7,144	0.3990
Eatonville School District	2,028	522	141	663	0.3269
White River School District	4,274	895	263	1,158	0.2709
Fife School District	3,580	1,067	342	1,409	0.3936
Pierce Co.	127,277	43,061	11,293	54,354	0.4271
Yelm School District	5,510	1,468	514	1,982	0.3597
North Thurston School District	14,088	3,757	1,204	4,961	0.3521
Tumwater School District	5,612	1,246	262	1,508	0.2687
Olympia School District	8,840	1,819	372	2,191	0.2479
Rainier School District	924	292	71	363	0.3929
Griffin School District	677	95	40	135	0.1994
Rochester School District	2,100	833	190	1,023	0.4871
Tenino School District	1,270	408	101	509	0.4008
Thurston Co.	39,021	9,918	2,754	12,672	0.3247

Appendix 3

BASIC PAY—EFFECTIVE JANUARY 1, 2010											
Pay Grade	2 or less	Over 2	Over 3	Over 4	Over 6	Over 8	Over 10	Over 12	Over 14	Over 16	Over 18
O-10 ¹											
O-9											
O-8	9399.00	9706.80	9911.10	9968.40	10223.40	10649.10	10748.40	11152.80	11268.60	11617.20	12121.20
O-7	7809.90	8172.90	8340.60	8474.10	8715.60	8954.40	9230.40	9505.50	9781.80	10649.10	11381.40
O-6	5788.50	6369.40	6776.70	6776.70	6802.50	7094.10	7132.50	7132.50	7537.80	8254.80	8675.40
O-5	4825.50	5436.00	5812.50	5883.30	6117.90	6258.60	6567.60	6794.10	7086.90	7535.10	7748.10
O-4	4163.70	4819.80	5141.40	5213.10	5511.60	5831.70	6230.10	6540.60	6756.60	6880.20	6951.90
O-3	3660.60	4149.90	4479.30	4883.40	5117.10	5373.90	5540.10	5813.40	5955.60	5955.60	5955.60
O-2	3162.90	3602.40	4149.00	4289.10	4377.30	4377.30	4377.30	4377.30	4377.30	4377.30	4377.30
O-1	2745.60	2857.50	3454.20	3454.20	3454.20	3454.20	3454.20	3454.20	3454.20	3454.20	3454.20
O-3 ²				4883.40	5117.10	5373.90	5540.10	5813.40	6043.50	6175.80	6355.80
O-2 ²				4289.10	4377.30	4516.80	4752.00	4933.80	5069.10	5069.10	5069.10
O-1 ²				3454.20	3688.80	3825.00	3964.80	4101.60	4289.10	4289.10	4289.10
W-5											
W-4	3783.00	4069.50	4186.50	4301.10	4489.10	4695.00	4893.00	5191.80	5453.40	5702.10	5905.50
W-3	3454.50	3598.50	3746.10	3794.70	3949.50	4254.00	4571.10	4720.20	4892.70	5070.90	5390.40
W-2	3057.00	3346.20	3435.30	3496.50	3694.80	4002.90	4155.30	4305.90	4489.50	4633.20	4763.40
W-1	2683.50	2971.80	3049.80	3213.90	3408.30	3694.20	3827.70	4014.30	4197.90	4342.20	4475.40
E-9 ³							4570.80	4674.30	4804.80	4958.40	5112.90
E-8						3741.60	3907.20	4009.50	4132.50	4265.40	4505.40
E-7	2601.00	2838.90	2947.50	3091.80	3204.00	3396.90	3505.50	3699.00	3859.50	3969.00	4085.70
E-6	2249.70	2475.30	2584.50	2690.70	2801.40	3051.00	3148.20	3336.00	3393.60	3435.60	3484.50
E-5	2061.30	2199.30	2305.50	2414.40	2583.90	2761.80	2906.70	2924.70	2924.70	2924.70	2924.70
E-4	1889.70	1986.30	2094.00	2199.90	2293.80	2293.80	2293.80	2293.80	2293.80	2293.80	2293.80
E-3	1705.80	1813.20	1923.00	1923.00	1923.00	1923.00	1923.00	1923.00	1923.00	1923.00	1923.00
E-2	1622.10	1622.10	1622.10	1622.10	1622.10	1622.10	1622.10	1622.10	1622.10	1622.10	1622.10
E-1 ⁴	1447.20										

Notes:

1. Basic pay for an O-7 to O-10 is limited by Level II of the Executive Schedule which is \$14,975.10. Basic pay for O-6 and below is limited by Level V of the Executive Schedule which is \$12,141.60.
2. While serving as Chairman, Joint Chief of Staff/Vice Chairman, Joint Chief of Staff, Chief of Navy Operations, Commandant of the Marine Corps, Army/Air Force Chief of Staff, Commander of a unified or specified combatant command, basic pay is \$19,983.60. (See note 1 above).
3. Applicable to O-1 to O-3 with at least 4 years and 1 day of active duty or more than 1460 points as a warrant and/or enlisted member. See Department of Defense Financial Management Regulations for more detailed explanation on who is eligible for this special basic pay rate.
4. For the Master Chief Petty Officer of the Navy, Chief Master Sergeant of the AF, Sergeant Major of the Army or Marine Corps or Senior Enlisted Advisor of the JCS, basic pay is \$7,386.30. Combat Zone Tax Exclusion for O-1 and above is based on this basic pay rate plus Hostile Fire Pay/Imminent Danger Pay which is \$225.00.
5. Applicable to E-1 with 4 months or more of active duty. Basic pay for an E-1 with less than 4 months of active duty is \$1,336.60.
6. Basic pay rate for Academy Cadets/Midshipmen and ROTC members/applicants is \$960.90.



Social Services

Needs Assessment Technical Memorandum



Date: July 1, 2010
To: Social Services Expert Panel
From: Craig Savage and Beth Weidner, Health Planning Source, Inc.
Re: Social Services Needs Assessment of the JBLM Growth Coordination Plan

Introduction

This technical memorandum is the second in a series of three Social Services studies prepared as part of the development of the Joint Base Lewis McChord (JBLM) Growth Coordination Plan to be completed December 2010. The first study, the Social Services Existing Conditions Technical Memorandum, was issued April 5, 2010 for the Social Services Expert Panel, Growth Coordination Committee, and Regional Steering Committee to review and provide the consultant team with feedback. The stakeholders engaged in this process offered input on the Social Services Existing Conditions Technical Memo, including:

- Requested additional emphasis be placed on social services integration (to be defined below)
- Requested additional information regarding key military programs
- Report did not capture all child and family services organizations

This feedback will be considered in the needs assessment and potential opportunities for Social Services and will be carried forward in the final study, which will be issued in September as a draft section of the JBLM Growth Coordination Plan. The Plan will include an updated existing conditions report.

Needs Assessment Methodology

Future needs were determined through a series of interviews conducted with key social services providers during February and March 2010. Interviewees included members of the Social Services Expert Panel, as well as other providers and stakeholders recommended by the Expert Panel. Please see Appendix A of the Existing Conditions Technical Memorandum for a listing of all social services interviewees by organization. In addition to this primary research, HPS consulted existing needs assessments completed by regional providers, including the United Way of Pierce County, the United Way of Thurston County, Pierce County Community Services and the City of Lakewood. These assessments were provided by members of the Social Services Expert Panel.

The Social Services Expert Panel reviewed a draft needs assessment technical memorandum on June 3, 2010. Based on information available to HPS, the majority of the feedback provided at the June 3 meeting is included in this report. Please note that the potential opportunities and strategies provided in this report are not final. Please see Chapter 3 or the Growth Coordination Plan for final strategies and recommendations related to social services.

Needs Assessment

As noted in the Social Services Existing Conditions Technical Memorandum, the population of the JBLM region has substantial social services needs. With continued regional population growth, the demographic characteristics of the region are not projected to materially change. In particular, military families will face the continued stressors of deployment and reintegration, which drive their need to access social services. Military family needs, in combination with a struggling economy, have resulted in an increased need for support from established social services agencies in the JBLM region, both on and off the base. Further, JBLM provides Exceptional Family Member Services, which means that a greater number of disabled family members are located at the base and in the surrounding communities. Again, these families utilize social services at a higher rate than other families.

Outside of the base, Western State Hospital and numerous Department of Corrections facilities are located in Pierce County. Often, persons discharged from one of these facilities choose to stay in the Pierce County area and use social services at higher rates than average citizens. In addition, although it is expected that the nation's economic conditions will improve over the next several years many members of the civilian community and military spouses continue to be without work. As such, there is expected to be a continued reliance on organizations that meet basic needs, as well as behavioral health providers.

The region's reliance on social services is increasing at a time when many providers are being forced to cut or reduce services due to budget cuts at the federal, state, local and organizational levels.¹ As the

¹ Funding cuts have impacted services on and off JBLM. JBLM is currently in a hiring freeze and, as such, no new providers can be added to meet increasing demand.

region continues to experience population growth additional resources must be filtered to these organizations which provide critical services to the community.

The continued population growth in the region through 2015 is not expected to result in the need for new services. Rather, the increased military population is expected to exacerbate resource needs already present, both on Joint Base Lewis McChord and in the community. Of the many needs outlined in the existing conditions report, the following are deemed the most critical:

1. Services integration
2. Expanded behavioral health services
3. Access to services and information for families living off-base
4. Additional funding support for basic needs organizations
5. Adequate and appropriate on base service space
6. Expanded day care and after school program capacity

Services Integration

Social service providers in the region agree that their efforts are most effective when all services are integrated. This includes not only collaboration and coordination between all providers located on and off base, but also the integration of treatment and prevention services. As the social services needs of community members continue to increase and sources of revenue decline, the need to integrate and intentionally coordinate services becomes ever more critical.

As stated in the existing conditions technical memo, most providers on the base are unaware of the plethora of services available in the community and vice versa. As a result, there is a clear need to ensure that providers are aware of, and have access to, all other social service organizations and programs. This ensures that clients are able to fully maximize the services they receive, and are able to regain self-sufficiency in a timely fashion.

For many military families, particularly those living off base, the need for integrated services is critical. Many young military families are located away from their primary support network and do not know how to work the system. As such, many go without services or wait until the need is particularly severe. For these families it is critical that providers on and off base are aware of the best places for them to access services, including prevention services. Currently, community providers rarely refer families back to JBLM for services. However, this often remains the most appropriate location for military families to access services. Further, families in need of one social service are often in need of other services. If all providers function as a collaborative, it is easier to refer families to additional services that they may qualify for.

There is also a need to co-locate treatment and prevention services whenever possible. Families are more likely to access treatment services if they are able to access them immediately. In the community there is no central social services agency; all nonprofit providers are independent businesses. As such, the co-location of social services becomes incredibly difficult, although the Boys and Girls Clubs and United Way have both managed to incorporate colocation of some services in Pierce County. However, as providers continue to collaborate, additional options to do so may become apparent. In addition, many of the Army Community Services offices remain distantly located from Madigan. As the base continues to grow and undertakes land use planning efforts, the movement of social services to central locations within key communities should be strongly considered. The same is true within the community. Because services are provided by a wide range of agencies in multiple locations, there is often a delay in accessing services when clients are referred to a different service.

Potential Opportunities and Strategies

Currently, there are several organizations in the JBLM region that strive to better integrate services in the community and place a high priority on military families. These organizations include the Lakewood Community Collaboration, Military Child and Family Network group, Heroes to Hometowns Coalition, and the Military Services Breakfast. In addition, there is significant collaboration between the early learning organizations and there is an educational liaison for services provided to school aged children. Ideally, any strategy to improve collaboration would take advantage of the work already being done by these organizations.

The network of social service providers in Pierce and Thurston Counties is incredibly large and there is a need to make sure more organizations participate in these meetings. Many of the existing coalitions represent smaller geographies. There is a need for all communities with military families, including the on base community, to be involved in a centralized coalition. In addition, the existing coalitions need to collaborate to ensure maximum participation in each group. For example, the Lakewood Collaboration meets at the same time as the Military Child and Family Networking Group. As such, many organizations with a child and family focus are not able to attend the larger collaborative meeting.

The first step to develop a new coalition may be to hold a single round table meeting with all organizations in the JBLM region, including both military and civilian providers. Given the turnover in the enlisted military population, it is imperative that the military representative be a civilian employee who will be able to forge long term relationships with community members. JBLM and OneSource manage detailed databases of the services available in the community, as does the 211 Call Center at United Way of Pierce County. All of these organizations should be engaged and should also be aware of the central databases and know how to access them. As a result of this meeting, a new coalition may be established for the purposes of better coordinating services in the region.

Another important component of this coalition may be the replacement of a military outreach coordinator in the community. Until recently, the Boys and Girls Clubs of South Puget Sound employed

someone in this position, but is not able to fund that position at this time. This position provided essential insight for many community organizations and it may be appropriate to share the cost of this position in the future. The recommendations from the Social Services Expert Panel are expected to include the creation of three positions to facilitate a sustainable regional collaboration effort. The full time staff should include one representative each from JBLM, Pierce County and Thurston County. These representatives would initially be charged with helping local providers network with each other and then transition to market social services to military families.

In addition, JBLM is developing a Child, Adolescent and Family Behavioral Health Proponency (CAF-BHP) which specifically focuses on promoting and facilitating the development of interventions, programs, and policies that expand and improve behavioral health support to military families. In particular, this program is designed to promote the coordination and integration of child and family programs at the installation. In addition, the program is tasked to provide behavioral health models for schools and civilian communities to promote prevention, early detection, and delivery of care. This program is a key step toward the better integration of behavioral health prevention and treatment services on and off the base, and should be leveraged as a model for other coordinated efforts.

Expanded Behavioral Health Services

The need for expanded behavioral health services was identified by both social service and health care providers as the most significant existing concern for the region. The need for additional capacity for these services is discussed at length in the Health Care Needs Assessment. The insufficiency of behavioral health prevention and treatment services contributes to the stress on all other social service providers, including child and family organizations and domestic violence agencies.

In 2008, Pierce County had the fifth highest rate of total domestic violence cases to total population in Washington State. In addition, as noted in the existing conditions report, there is a higher use rate of child protective services in the communities located near JBLM than in the communities in Pierce and Thurston Counties located further from the base. Despite this high incidence of cases, there is currently little coordination between the domestic violence services provided through the Family Advocacy Program and the community providers. This is primarily a result of lost funding and staffing for services located on the base and in the community. However, it is incredibly important for this relationship to be re-established.

In addition to service coordination, the loss of funding has affected services capacity in the community and is expected to impact the capacity of services on base in federal fiscal year 2011. For example, the YWCA in Pierce County provides the only domestic violence legal services program in a multi-county area. Good legal support during family law cases involving domestic violence has been shown to prevent further violence, allow the victim and their children to maintain safe housing and financial support and ensure that the perpetrator gets appropriate interventions. Historically, the legal support program has served many families, including military service members and their dependents. However,

as a result of funding cuts, the program lost four employees last year. As such, the program is currently at capacity and there is no other organization that can serve the remaining clients in the region. As a result, many families will go without legal support services. In addition, army-wide funding cuts in federal fiscal year 2011 are expected to reduce staffing for these services on the base. The loss of funding for these services is expected to reduce the availability of services on the base and may impact the services provided in the community.

Again, as behavioral health issues are expected to increase in the near future, there is a need to integrate services and ensure that community members are accessing the most appropriate sites of care for their needs. Further, as the needs increase, funding should be increased or at least maintained for these services. Funding losses will result in providers being unable to meet current needs, not withstanding future needs.

Potential Opportunities and Strategies

Refer to the Health Care Needs Assessment Technical Memorandum for behavioral health strategies.

Regarding domestic violence, there is a major opportunity to better coordinate military and community services. It is imperative that the two organizations make a commitment to a lasting relationship that can withstand staff turnover and enhances the services both provide. Further, funding for these services should be maintained, if not increased.

Access to Services and Information for Families Living Off-Base

Regional providers have acknowledged that military families that live off base are less likely to access social services than those that live on base. This is likely because these military families are unaware of the services available to them through the military and the community, or they are reluctant to use military services and know little about alternatives. As such, there is a significant need to increase the visibility of social services available to these families. Many of the service members and their spouses assigned to JBLM are young, and as such, are not savvy about how and when to access services. Currently, some information regarding social services is provided to service members during their orientation to the base. However, this information is not always passed along to the spouse. In addition, information is available on line if the family is aware of the services available to them and programs and organizations that provide those services. However, often families, particularly those living off base, are simply unsure of what they need and how to access it. For example, the Family Advocacy Program has a program to provide parenting services to families living off base. However, many families are not aware that the service is available to them as part of their military benefits and do not seek out the service.

Additionally, there is a perceived negative stigma associated with accessing social services embedded in the military culture. Many families fear that accessing these services will result in their service member losing his or her job, which would increase, rather than solve their problems. JBLM and community

providers must do a better job of making service members and their families aware of confidential reporting mechanisms. In addition, some military families may be most comfortable accessing services in the community, but are unsure if they can. It is important that it is clear that military families will receive timely and appropriate care at these organizations.

Families also frequently struggle to find transportation to services during business hours. Many military families have access to only one car and the service member uses it to drive to work. Spouses left at home are therefore unable to get to the base to access services. In addition, children are often unable to participate in after school programs as a result of their parents being unable to drop them off or pick them up. These services are an important part of helping children and youth connect with other military families.

Lastly, families often do not take advantage of social services because they cannot find child care. Hourly child care on base is often reserved weeks in advance and families must choose to bring their child with them to services or not come at all.² Both situations are less than optimal for service effectiveness.

Potential Opportunities and Strategies

There is a need for better integration of services, particularly between providers on and off the base. The coordination of these services will ensure that if a family accesses the wrong organization, they are referred to the most appropriate resources. This may include a referral from a community organization back to the base, or vice versa. In addition, providers must find a better way to educate families living off base about the services available to them. There are many opportunities to better educate these families, once organizations understand how, when and where to present the information. As such, the first step to meeting this need is to work with families living off base to determine the best ways to deliver information to families.

The military has been making great strides to reduce the stigma associated with seeking social services. However, this stigma has deep roots within the military culture. The best way to help soldiers overcome the stigma is to ensure that they have built trusted relationships with persons who can help them access social services. Currently, high level commanders do not regularly use the prevention services available to them. As such, the behavior is not modeled for lower ranking soldiers and services are not accessed. In addition, service members cannot leave their posts to access services. As such, it is imperative that services be available at convenient times for soldiers and their families. If preventive services were used more regularly, there would be a lesser need for intervention services.

² Please note that there is a shortage of affordable child care at all times across the region. Please reference the education technical memorandum for more detailed numbers regarding this shortage.

In addition, there is a need for regular free transportation from off base to on the base for key services. This service should travel from central locations off the base to the service locations on the base at regular time intervals. In order to save costs, this service may only be available two or three days a week. Once families arrive on base, they must also have a child care option. One potential solution to this problem is to have volunteers provide child care at the service locations on base. Other options may include funding for a full time child care provider at key service locations. Each of these services would require pre-registration when a service member or spouse makes an appointment with a social services agency.

Additional Funding to Support Basic Needs Organizations

For the purposes of the Joint Base Lewis McChord Growth Coordination Plan, basic needs have been defined as food, clothing and shelter. In addition, this report acknowledges that basic need assistance is tied to financial assistance. Based on the most recent data available, there are many people who are in need of financial and basic needs assistance in the JBLM region, including military families.

Military and civilian families alike are facing financial struggles in the JBLM region. Many of the service members stationed at JBLM are lower ranking and thus, receive a lower income as shown in Appendix C of the Existing Conditions Technical Memorandum. For many families with multiple children, this income is not sufficient to meet their needs. In addition, as a result of the transient military lifestyle many spouses have difficulty obtaining work upon relocation. As such, these families are required to survive on one income. There is also a portion of families that have not learned to manage their money. As such, they do not prioritize basic needs before other needs or wants. These families also struggle financially.

In addition, many members of the civilian community in the JBLM region are without work. As stated in the existing conditions report, approximately 10.7 percent and 8.7 percent of people are unemployed in Pierce and Thurston Counties respectively. Some of this population is constant, but a growing number of people are unemployed as a result of the current financial crisis. These people are all using social services at an increasing rate.

Assuming use rates remain unchanged the military population growth at JBLM will result in over 450 additional people accessing Temporary Assistance for Needy Families funds and over 1,320 additional people accessing the Basic Food program in Pierce and Thurston Counties in 2015. As such, the state must be prepared to provide funding for these additional people.

Regional food banks are also in need of additional support. The current economic conditions will continue to result in many people needing food assistance. Without additional funding, these organizations will have to reduce the amount of food they give to families when they visit. In addition to funding, these organizations continue to need the support of local volunteers. Further, it is anticipated

that children will continue to access the free and reduced lunch program provided at public schools in the region.

In addition to food organizations, there is a significant need to continue providing families with free and affordable clothing, as well as affordable housing. Many families in the JBLM region, both military and non-military, are struggling to meet these needs and cannot do so without assistance from social services organizations.

Potential Opportunities and Strategies

There is a need for leadership within the Regional Steering Committee advising the JBLM Growth Coordination Plan to work with state and local legislators to ensure that funding for these services is not cut. Without basic needs being met, most people are unable to function as productive members of society. As such, these services must be met to better support the region.

In addition, many families in the region are in need of financial counseling, including income and asset development training. These services are available through Army Community Services. However, military families may choose to access these services through the community and must be made aware of their availability.

Adequate and Appropriate On Base Service Space

Army Community Service and Madigan Army Medical Center (MAMC) providers have indicated that the physical space currently allocated to treatment and prevention services at JBLM are insufficient. The lack of sufficient space creates safety concerns for providers and also limits the number of beneficiaries able to access services at one time. Provider safety is a particular concern for those programs that treat patients with behavioral health problems, including those that have a history of domestic violence. If patients become violent in a small office space, the provider has little room to defend him or herself. In addition, these spaces are designed without adequate emergency notification systems. As such, providers do not have ample opportunity to alert others that they are in dangerous situations.

As stated above, the need for behavioral health treatment services is increasing. Providers have indicated that soldiers returning from Operations Iraqi and Enduring Freedom are presenting with higher acuity diagnoses as they return from second and third deployments. As such, it is imperative that providers receive needed support to most appropriately care for patients in a safe environment.

Potential Opportunities and Strategies

The Social Services Expert Panel acknowledges that space is at a premium at JBLM. However, as future land use planning is completed on base, there is a need to make the improvement of social services treatment space a priority. In the short term, the base should look into improving the emergency notification system within the current space. If that is not an option, new space should become a higher priority.

Expanded Child Care and After School Program Capacity

According to the Defense Manpower Data Center, 43 percent of active duty military service members have children. As of January 2009, 40 percent of military children were zero to five years old, 32 percent were six to 11 years old, and 25 percent were 12-18 years old. As such, it is essential to have programs in place to allow military families with children to thrive. For families with young children, this includes the availability of affordable child care. Affordable child care options allow military spouses to work outside of the home to supplement the military service member's income. However, in the absence of affordable child care, many spouses (or unmarried partners) are unable to work. For families with older children, this includes the availability of after school programs.

Currently, child care providers report a significant shortage in affordable child care in the region. JBLM based child care, which is the most affordable option for families, is currently struggling to meet the demand for services, particularly for children under the age of two. Through a partnership with the National Association of Child Care Resource & Referral Agencies (NACCRRA), the military offers fee assistance for all families seeking child care services off post with a qualified provider, regardless of income. However, the region currently has a shortage of qualified providers off post as well. As stated previously, this shortage seriously limits the work opportunities for military spouses. Please see the Education Needs Assessment Technical Memorandum for additional information regarding child care needs in the region.

Family Support Centers in the region are in need of substantial additional funding to support the growing needs of the regional population. As stated in the Updated Social Services Existing Conditions Technical Memorandum, recent funding cuts of approximately \$250,000 have resulted in the loss of five full time positions. Funding is needed to reinstate these positions, as well as other positions that will support the growing military population.

In addition, many of the region's after school programs, such as the Boys and Girls Club, have recently experienced significant funding cuts. In particular, programs for teenagers have become incredibly limited. For military teens, these programs provide a critical link to developing a sense of community. In addition, programs are often designed to empower and engage teens, providing them with leadership opportunities and character development.

Potential Opportunities and Strategies

For child care providers, the most immediate need is an increase in qualified providers. One potential strategy for child care providers would be to help military spouses become qualified child care providers. Certification programs are available through local community colleges; however, support would be needed to walk spouses through the licensing process. Ideally, an existing child care provider would be willing to mentor a military spouse through this process.

In addition, family support centers and key after school programs are simply in need of additional funding. Moving forward, the social services expert panel should work cooperatively with the Regional Steering Committee to pursue funding for these essential services.

Summary of Needs Assessment

The table below includes a summary of the needs, potential strategies and potential opportunities listed above.

Need	Opportunity	Potential Strategies
1 Services Integration	Improve the services provided to the local community	1 Develop a military and community coalition designed to ensure collaborative care
		2 Jointly hire a military outreach coordinator
		3 Widely distribute existing databases of community services
2 Expanded Behavioral Health Services	Ensure a coordinated response to domestic violence; assure adequate access to families and individuals in need	1 Create a formal relationship between military and community domestic violence programs 2 See Health Service Needs Assessment
3 Access to Services and Information for Families Living Off-Base	Increase knowledge of services and improve access to services for military families	1 Increase collaboration between military and civilian providers
		2 Reduce stigma to access services
		3 Provide transportation to and from the base for services
		4 Provide free child care during services on base
4 Additional funding support for basic needs organizations	Support families who cannot support themselves	1 Utilize the power of the Growth Coordination Plan Leadership to continue lobbying for funding
		2 Increase the visibility of financial counseling services in the community and on the base
5 Adequate and Appropriate On Base Service Space	Improve the quality of services provided on base	1 Increase the space in treatment offices
		2 Improve the emergency notification system
6 Expanded child care and after school program capacity	Support military families	1 Provide support for military spouses wishing to become child care providers
		2 Utilize the power of the Growth Coordination Plan Leadership to find additional funding for after school programs