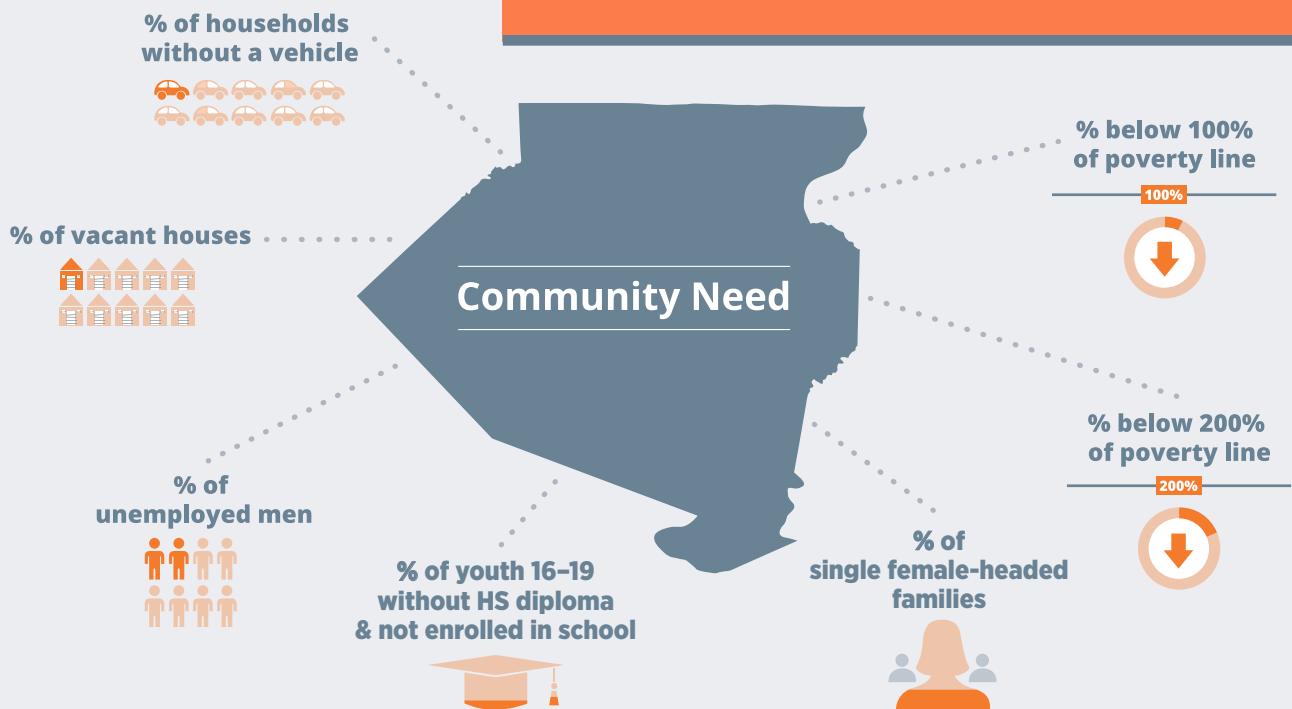


Suburban Poverty:

Assessing Community Need Outside the Central City



PREPARED BY

Megan Good, Kathryn Collins, Ph.D.,
and Erin Dalton

August 2014



The Allegheny County
Department of Human Services
One Smithfield Street
Pittsburgh, Pennsylvania 15222

PHONE 412.350.5701
FAX 412.350.4004
www.alleghenycounty.us/dhs

Allegheny County Department of Human Services

The Allegheny County Department of Human Services (DHS) is dedicated to meeting the human services needs of county residents, particularly the county's most vulnerable populations, through an extensive range of prevention, intervention, crisis management and after-care services.

This report was prepared by the Office of Data Analysis, Research and Evaluation (DARE), an office within DHS. DARE supports and publishes research related to the activities of DHS in a number of categories, including: Aging; Basic Needs; Behavioral Health and Disabilities; Child Development and Education; Children, Youth and Families; Crime and Justice; and Innovation, Reform and Policy.

The Allegheny County Department of Human Services (DHS) Office of Data Analysis, Research and Evaluation (DARE) would like to thank Dave Coplan, Aaron Goldstein, Bob Gradeck, Kyle Jennison, Ellen Kitzerow, Alexandra Murphy, Charles Odah, Claude Setodji and Tracy Soska for their assistance in the preparation and review of this report.

DHS research products are available for viewing and download at the DHS Research and Reports Web page at www.alleghenycounty.us/dhs/research.aspx. For more information about this publication or about DHS's research agenda, please send an email to dhs-research@alleghenycounty.us.

To learn more about DHS and available services, visit the DHS website at www.alleghenycounty.us/dhs/index.aspx or call **412-350-5701 (TDD 412-473-2017)**.

© 2014 Allegheny County DHS
Published 2014 by Allegheny County DHS

CONTENTS

Executive Summary	1
Background	5
Methodology	5
Creating an Index	5
Examining Need for Sub-Populations	7
Findings	8
Communities with Highest Levels of Service Need	8
Communities with Changing Needs	12
Communities with Emerging Need	12
Communities with Deepening Need	14
Stabilizing Communities	15
Implications for Service Planning	17
Geographic Context	17
Transportation	17
Proximity of Struggling Communities to Healthy Communities	19
Service Provision	22
Factors Influencing Service Activity	24
Next Steps	27
Endnotes	28
Appendix A: Municipality Key Map	30
Appendix B: Census Tract Key Map	31
Appendix C: Community Need Index Indicators	32

Figures

FIGURE 1:	Suburban Communities with Moderate to Very High Needs, 2009	2
FIGURE 2:	Communities with Changing Needs and Community Need Index, 2009	3
FIGURE 3:	Average Percent of Residents Served by DHS by Changing Community Needs	4
FIGURE 4:	Suburban Communities with Moderate to Very High Needs, 2009	8
FIGURE 5:	Communities East of City of Pittsburgh by Poverty Level and Community Need Index	10
FIGURE 6:	Communities with Changing Needs and Community Need Index, 2009	13
FIGURE 7:	Bus Coverage in Communities with Moderate to Very High Need	18
FIGURE 8:	Proximity of High-Need Communities to Low-Need Communities	20
FIGURE 9:	Range of Population Active in DHS Services in 2011, by Community Need	22
FIGURE 10:	Average Percent of Residents Served by DHS by Changing Community Needs	24

Tables

TABLE 1:	Community Need Index	7
TABLE 2:	Median Indicator Values for Communities in Top Five Tiers, 2009	9
TABLE 3:	Alphabetized Municipalities Containing Moderate-Need to Distressed Communities	11
TABLE 4:	Average Percentage Increase by Indicators, between 2000 and 2009, Comparison Communities vs. Emerging Need Communities	14
TABLE 5:	Average Percentage Increase by Indicators, between 2000 and 2009, Comparison Communities vs. Deepening Need Communities	15
TABLE 6:	Average Percentage Increase by Indicators, between 2000 and 2009, Comparison Communities vs. Stabilizing Communities	15
TABLE 7:	Communities with Changing Needs, Alphabetized, by Census Tract	16
TABLE 8:	Access to Public Transportation in Communities with Moderate to High Need	19
TABLE 9:	Potential Implications of Proximity to High- or Low-Need Communities	21
TABLE 10:	Communities with Service Gaps and Service Abundances, by Community Need Index Tier	23
TABLE 11:	Factors Influencing Service Activity within Communities	25
TABLE 12:	Predictors of Service Activity in Neighborhoods with Transportation Challenges	26

EXECUTIVE SUMMARY

Effective planning for the delivery of publicly-funded social services requires information about where the people who need these services live and how they can access services. A growing body of national research indicates that rural and suburban poverty are on the rise, a fact that presents a new set of challenges to service providers and policymakers. However, current local methods of mapping community need, using indicators, such as poverty, crime and human services delivery across municipalities, failed to validate these trends. In response to this contradiction, and in an effort to better capture the real conditions in suburban areas, the Allegheny County Department of Human Services developed the Community Need Index.

The Community Need Index

Unique from pre-existing matrices because it is designed to capture conditions in suburban areas, the Community Need Index evaluates communities outside the City of Pittsburgh at the Census tract level and ranks them into ten equally sized tiers. The Community Need Index provides a much more robust measure of potential need for social services than poverty levels alone. The Index identifies communities with high needs where poverty rates are relatively low.

COMMUNITY NEED INDEX INDICATORS









Percentage of population below 100% of the federal poverty line
Percentage of population below 200% of the federal poverty line
Percentage of families headed by single females
Percentage of youth ages 16–19 without a high school diploma or equivalent, and not enrolled in school
Percentage of civilian males ages 16–64 who are unemployed or not in the labor force
Percentage of houses vacant
Percentage of households with no available vehicle

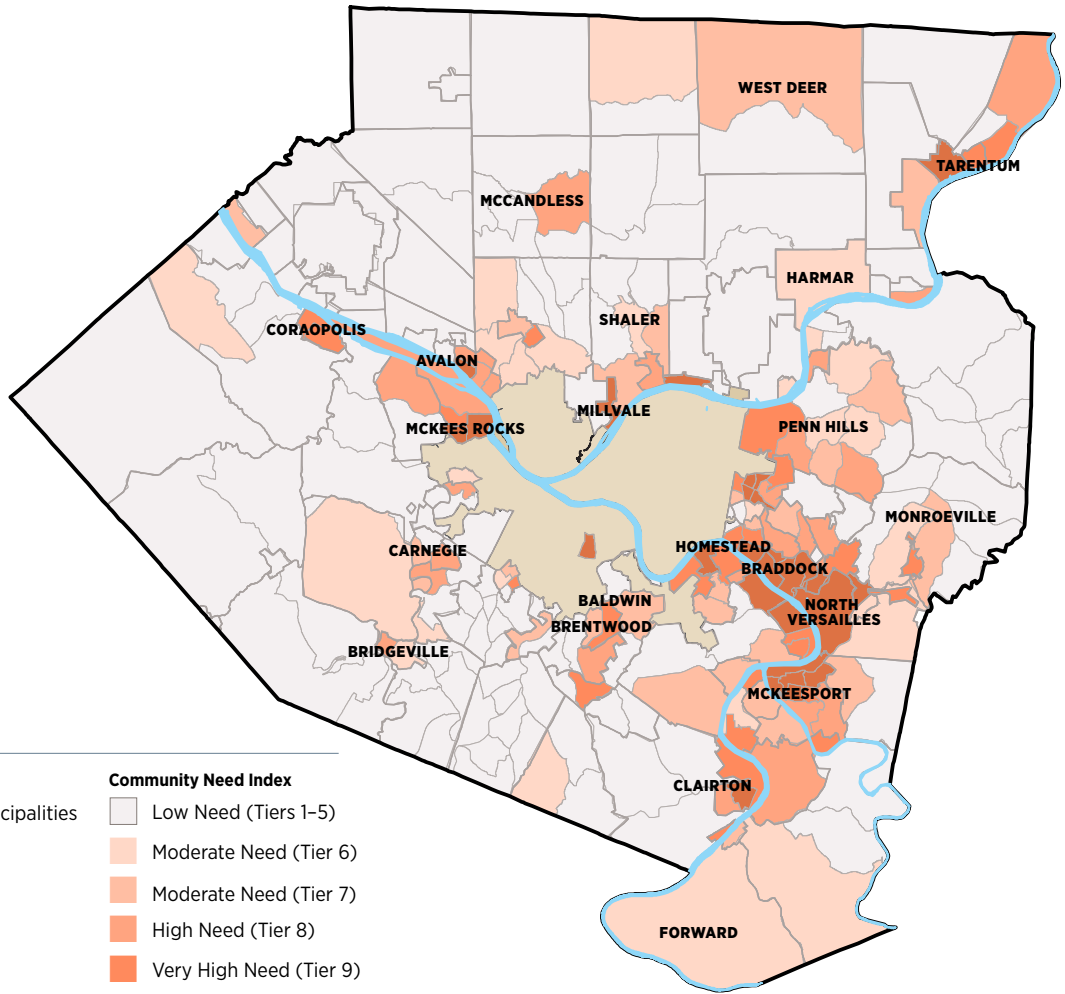
The goal of the Index was to understand which communities, relative to each other, are in greatest need of services and/or at risk of further economic decline. This was accomplished by examining how communities rank according to the Community Need Index, and by examining how that ranking changed over time. The following map highlights communities identified as Moderate to Very High Need and demonstrates that these communities are located throughout Allegheny County, including several areas that have not historically been identified by traditional measures.

This map illustrates Census tracts ranked in the top five tiers of the Community Need Index in 2009 (*Moderate Need through Distressed*). Darker color indicates greater need.

FIGURE 1: Suburban Communities with Moderate to Very High Needs, 2009

LEGEND

-  Allegheny County Municipalities
-  Low Need (Tiers 1-5)
-  City of Pittsburgh
-  Moderate Need (Tier 6)
-  Moderate Need (Tier 7)
-  High Need (Tier 8)
-  Very High Need (Tier 9)
-  Distressed (Tier 10)



Communities with Changing Needs












The next part of the analysis was designed to identify how the needs of communities are changing over time, information that is helpful when determining where services may be needed in the future. Comparing each community’s performance on the Community Need Index from 2000 to 2009, the following three subsets of communities were identified:

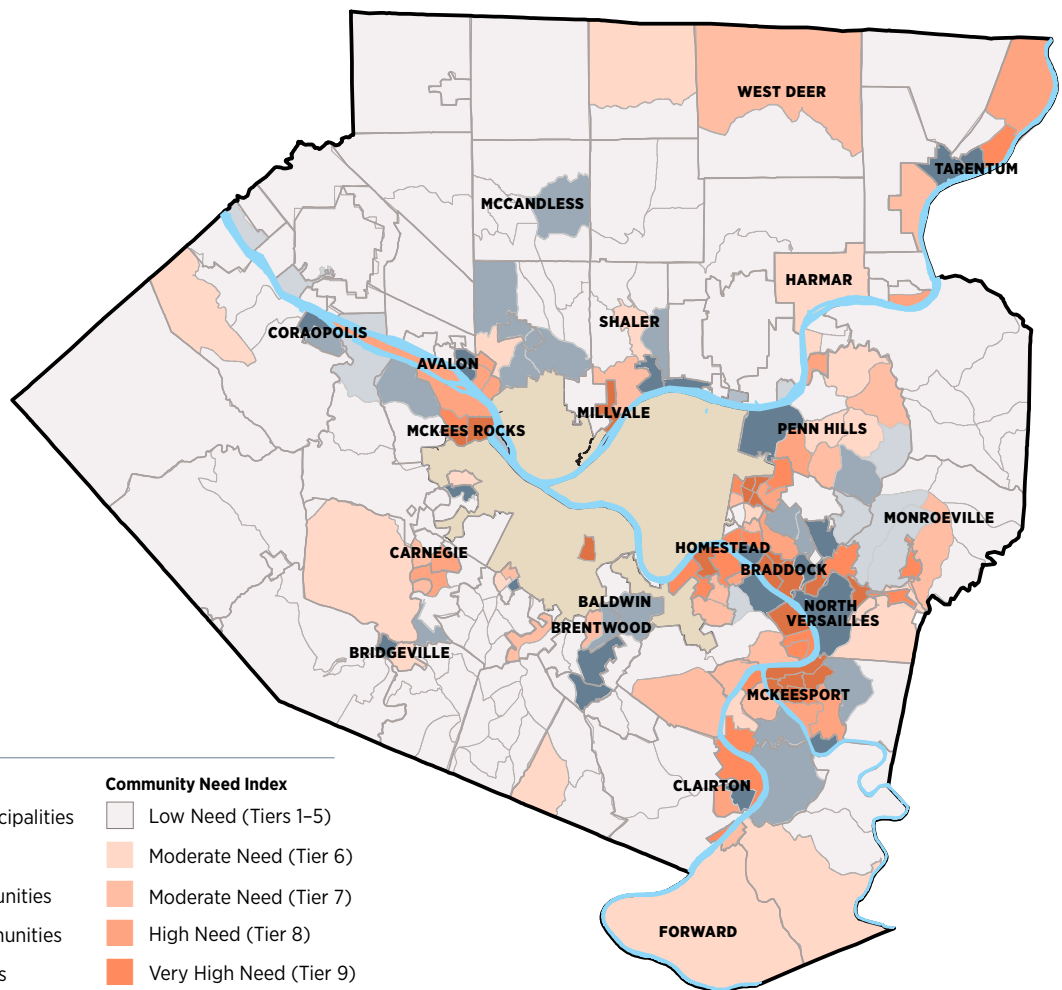
- **Communities with Emerging Need** — At least two tiers worse in 2009, in top 50% (tiers 6–10) in need in 2009
- **Communities with Deepening Need** — At least one tier worse in 2009, and in top 40% (tiers 7–9) in need in 2000
- **Stabilizing Communities** — Starting in top 40% in need in 2000, and at least two tiers better in 2009 (and outside of top 30% in 2009)

This map illustrates Census Tracts classified as Emerging Need, Deepening Need, or Stabilizing Community, based upon changes in Community Need Index rankings between 2000 and 2009. Tracts not classified under one of these change categories are shaded according to their Community Need Index ranking in 2009, in order to allow for visual analysis of proximity of changing status to general need status.

FIGURE 2: Communities with Changing Needs and Community Need Index, 2009

LEGEND

	Allegheny County Municipalities		Low Need (Tiers 1–5)
	City of Pittsburgh		Moderate Need (Tier 6)
	Emerging Need Communities		Moderate Need (Tier 7)
	Deepening Need Communities		High Need (Tier 8)
	Stabilizing Communities		Very High Need (Tier 9)
			Distressed (Tier 10)



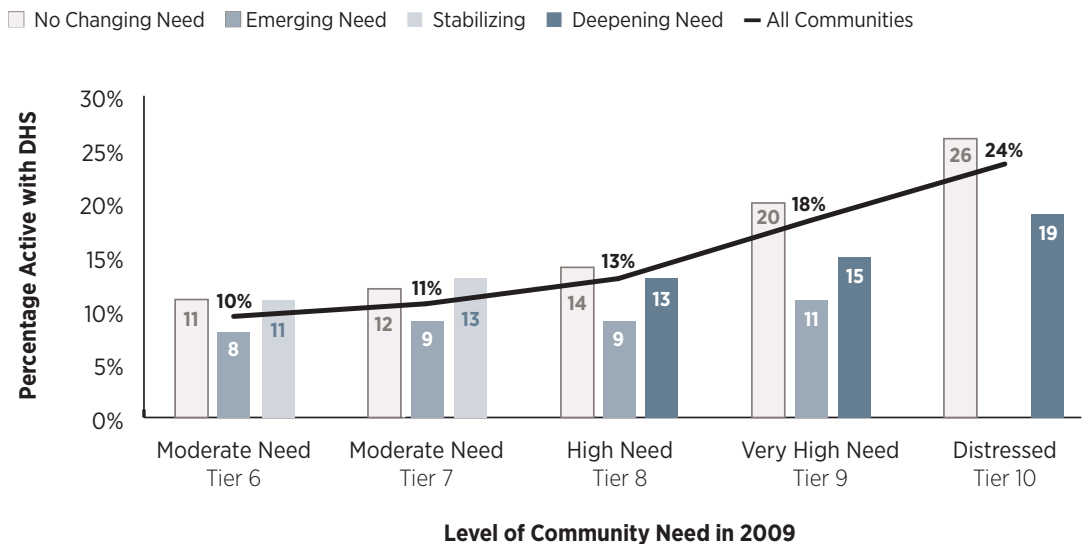
Implications for Service Planning

Two additional factors examined in connection with the Index were access to public transportation and the relative need of a neighborhood’s surrounding communities. This analysis is critical because geographic context adds to an understanding of how aspects of place influence residents’ needs and mobility. Communities in the higher tiers of the Index receive services at, on average, higher rates than those in the lower tiers. We found that residents in communities with less access to public transit make use of services at lower rates than their peers, and that services are made use of at higher rates in geographic areas where there are concentrations of communities experiencing high levels of need.

Finally, the analysis of service provision revealed that residents in communities experiencing Emerging or Deepening Need access services at lower rates than residents in communities in the same tiers in 2009. Determining the causes related to low service utilization, and identifying ways to address these causes, is an important community and service provider planning activity that can be informed by the Community Need Index.

This figure illustrates DHS service involvement by residents of communities in each of the three change categories, within the top five tiers of the Community Need Index in 2009.

FIGURE 3: Average Percent of Residents Served by DHS by Changing Community Needs



The Community Need Index is an important planning tool that provides a different, more nuanced picture of suburban communities than traditional geographic views of poverty. The information generated through its use can be supplemented with additional analysis to inform future discussions with service providers and community planners as they work to stabilize communities and provide necessary supports to those in need.

BACKGROUND

Effective planning for the delivery of publicly-funded social services requires an understanding of where the people who will need those services live, as well as how their location and resources may impact their ability to access appropriate services. Since most recipients of publicly-funded services have low incomes, this geographic analysis is often based on poverty measures. However, there are many factors beyond income that influence a family's well-being factors, such as family structure, health and education. To account for this, previous analyses of areas of need within the county relied on O'Hare and Mather's criteria for severely distressed neighborhoods.¹ These methods of mapping community level indicators related to poverty, crime and human services delivery show significant activity in urban settings, but very few areas of concern outside of the central city or the old industrial centers.

In contrast, there is a growing body of research nationwide indicating that suburban poverty is on the rise,² and that these shifts present new challenges to service providers.³ Since 2000, poverty rates in the suburbs of major cities climbed by 25 percent, almost five times faster than in urban areas.⁴ By 2008, "suburbs were home to the largest and fastest growing poor population in the country."⁵ People living in suburban areas and experiencing poverty are also more likely to be "organizationally poor" and lack access to organization resources that can promote upward mobility.⁶ Lack of knowledge about services, issues of stigma surrounding poverty, and poor access to transportation further contribute to the isolation of suburban poverty. Social and economic isolation can lead to mental health problems, a rising concern within this population.⁷

Unlike urban areas, where pockets of poverty are concentrated in neighborhoods, the suburbs are large areas with poverty scattered throughout; this makes it difficult for nonprofit and local government organizations to target needs and deliver services.⁸ Penn Hills in Allegheny County is cited as an example of an "overshadowed" suburb — an area that at the municipal level may appear to be relatively affluent but which, in fact, has significant pockets of poverty.⁹ These pockets may be underserved as a result of lack of access, lack of knowledge, and the stigma surrounding utilization of social services. It was through this lens that it became apparent that old methods for understanding community needs had fallen short, and that a new methodology was needed to understand which communities are experiencing socioeconomic hardship today, and which may be next in line.

METHODOLOGY

Creating an Index

Human services are accessed by individuals and families across all socioeconomic groups, but people with limited means or who live in distressed communities are more likely to need access to services that are publicly funded. These distressed communities have often been identified by examining rates of poverty. However, a community's level of distress is related to more than just

the economic status of its residents; community distress is also affected by measures of well-being such as family structure, education, employment opportunities, the physical environment and accessibility of resources.

Given the complex nature of community health, utilizing a matrix of indicators is the preferred method for understanding and classifying the level of a community's need or demand for services and supports. Existing matrices¹⁰ provided guidance for this work, but were not sufficient for use in this study for the following two reasons:

1. The indicators in the matrices were based on socioeconomic characteristics that are predictive of significant problems for the population at large. Since distressed conditions are often concentrated in urban settings, this means that the matrices are skewed toward problems in urban settings, at the expense of considering indicators specific to suburban settings.
2. The methods used for calculating severity thresholds for identified indicators included conditions in urban settings. This methodology did not take into consideration how to identify pockets of distressed communities within large (and potentially diverse) geographic areas.

Thus, development of a new matrix was necessary for this analysis. The starting point for this matrix, the Community Need Index (the Index), was the criteria for severely distressed neighborhoods as defined by O'Hare and Mathers.¹¹ The indicators used in their criteria are maintained, as well as some elements of the methodology. Three indicators were added to the index to make it more robust for suburban areas: 1) percentage of the population below 200% of the poverty level, 2) percentage of households that are vacant, and 3) percentage of households without access to a vehicle.¹²

Throughout this report, the Index is applied only to communities outside of the City of Pittsburgh. This is by design, to ensure that concentrated levels of need in the city do not wash out the needs present in suburban neighborhoods. In Allegheny County, there are ten tiers in the Index; communities in tiers six through 10 are identified as areas where need ranges from moderate levels to distressed communities.

To establish the 10 tiers, suburban Census tracts were assigned a rank for each of the seven indicators based on how they compared to the other suburban Census tracts in Allegheny County. Ranks across each indicator were summed, totaling one final rank for each Census tract. This rank was used to assign each community to one of the 10 tiers. A factor analysis was also conducted, with the goal of estimating the number of latent constructs, or unobserved variables, that are measured through these seven indicators. In this case, that unobserved variable is community need, and the factor analysis helped to validate the Index by confirming that only one latent construct exists and that each variable contributes unique value to the Index.

The term "community" refers, in this context, to Census tracts within larger municipalities.¹³ Additionally, the Index measures these communities against one another, not against pre-determined values indicating community need. As a result, an equal number of communities

are represented in each tier of the Index, and the average indicator values (e.g., poverty rate) in each tier would differ if this method were replicated in another geographic location. This meets the needs of this analysis since it does not seek to identify communities whose conditions have passed a certain threshold; rather, the goal is to understand, relative to each other, which communities are in the greatest need for services or are at risk of further economic decline.

TABLE 1: Community Need Index

INDICATOR*	WHAT IT MEASURES
Percentage of population below 100% of the federal poverty line [†]	People with incomes below a federally-defined point; suggests insufficient resources to meet basic needs
Percentage of population below 200% of the federal poverty line	People with family incomes that may exceed the defined poverty line, but are still eligible for many publicly funded support services
Percentage of families headed by single females [†]	Social indicator strongly related to community-wide socioeconomic hardship
Percentage of youth ages 16 to 19 without a high school diploma or equivalent, and not enrolled in school [†]	Young adults prepared to enter the labor force
Percentage of civilian males ages 16–64 who are unemployed or not in the labor force [†]	Social indicator strongly related to community-wide socioeconomic hardship
Percentage of houses vacant	Health of housing stock and the structural neighborhood environment
Percentage of households with no available vehicle	Mobility and access to resources (important in suburban setting where walking and buses cannot be heavily relied upon for most people)

*All indicators are based on Census data at the Census tract level; a listing of Census tables used for each indicator is included in Appendix C.

[†]Indicators included in the Annie E. Casey Foundation criteria for severely distressed neighborhoods.

Examining Need for Sub-Populations

Some services have target populations whose needs may not be best represented by this Index. The purpose of the Index is to provide a solid tool for analysis at the community level, and for it to serve as a foundation onto which additional measures may be added. The Index can be customized in an unlimited number of ways to target specific populations.

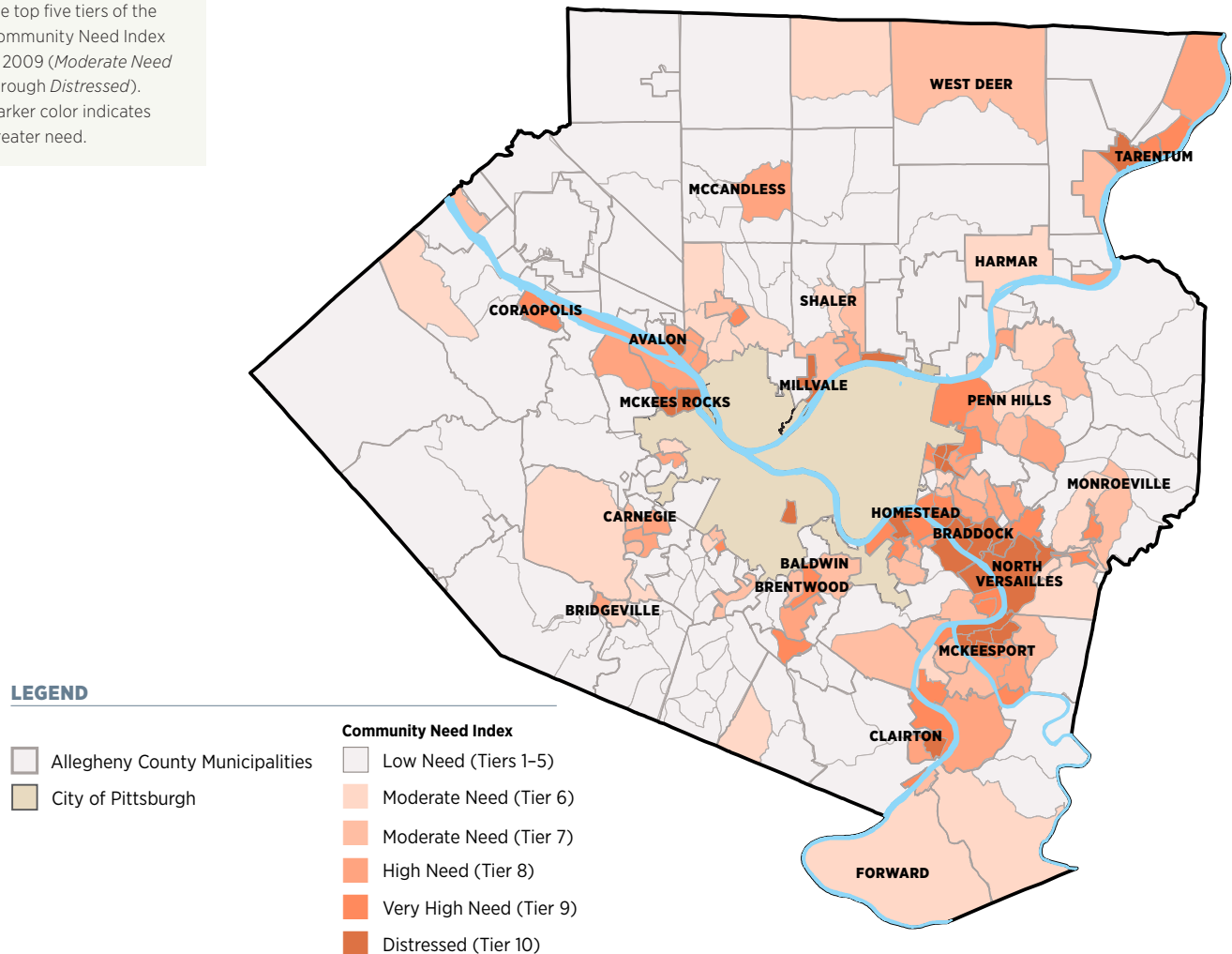
FINDINGS

Communities with Highest Levels of Service Need

Communities identified as Moderate to Very High Need (50th through 100th percentile) are displayed graphically in **Figure 4** by varying shades of orange, with communities in higher tiers represented by the darker shades of orange.¹⁴ Communities with moderate to very high needs are located all throughout the county, with the greatest concentrations along the rivers and the edges of the City of Pittsburgh. The Index identifies several areas that have not historically shown up on maps examining poverty. As seen in **Figure 4**, these include neighborhoods to the north and south of the city, such as McCandless, West Deer, Bridgeville and Baldwin. To the east and southeast, the Index identifies many communities with a range of needs, from Penn Hills down through the Mon Valley and into Forward Township.

This map illustrates Census tracts ranked in the top five tiers of the Community Need Index in 2009 (*Moderate Need through Distressed*). Darker color indicates greater need.

FIGURE 4: Suburban Communities with Moderate to Very High Needs, 2009



Since these tiers are all relative, **Table 2** lists the median values of each indicator for the communities falling within the top five tiers, in order to provide concrete information about the conditions in these communities. Many of these communities once had independent economic bases. Their economies have since declined, resulting in significant declines in population, increases in the number of vacant businesses, deteriorating housing stock, and high levels of poverty and crime.

The indicator values illustrate why relying on the poverty rate alone is not sufficient. For example, in the eighth tier (classified as High Need), only 12 percent of the population lives below the poverty line. This statistic would not ordinarily draw attention to the service needs of this geographic area. However, one in three individuals in those communities lives below 200 percent of the poverty line, classifying them as low income and eligible for many publicly-funded services. Additionally, more than 36 percent of families in those communities are headed by a single female, one in four men of working age is unemployed, and one in seven households does not have access to a vehicle. When these factors are all compounded, people living in those communities will have limited mobility and increased human services needs.

This table displays the median indicator values, by Community Need Index tier, to provide context for conditions in communities within each of the top five tiers of need.

TABLE 2: Median Indicator Values for Communities in Top Five Tiers, 2009

TIERS	100% POVERTY LINE	200% POVERTY LINE	SINGLE FEMALE-HEADED FAMILIES	YOUTH NOT IN SCHOOL / NO DIPLOMA	WORKING AGE MALES UNEMPLOYED	VACANT HOUSES	NO VEHICLE
Median	8%	23%	21%	0%	22%	8%	8%
Moderate Need (Tier 6)	9%	25%	21%	0%	19%	8%	7%
Moderate Need (Tier 7)	10%	29%	27%	0%	22%	9%	11%
High Need (Tier 8)	12%	34%	36%	0%	26%	11%	14%
Very High Need (Tier 9)	20%	42%	46%	0%	30%	17%	20%
Distressed (Tier 10)	27%	59%	54%	10%	45%	21%	37%

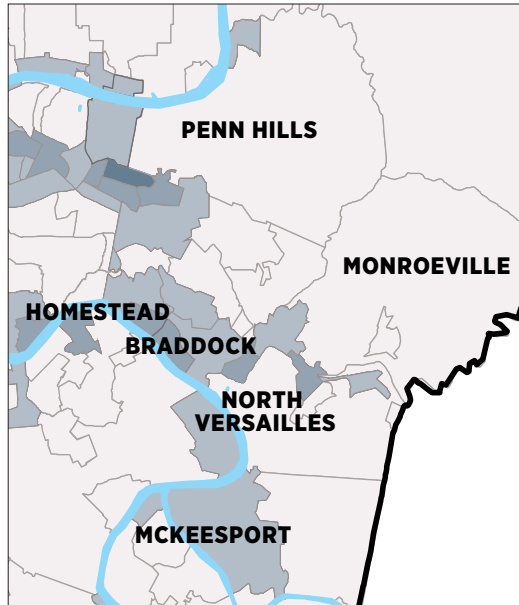
The ways in which these measures impact community conditions and family well-being are important, and the maps in **Figure 5** clearly illustrate how much more information is available when examining potential demand for community-based, publicly-funded social services in this way rather than by looking at poverty alone. Both maps present a snapshot of a few communities to the east of the City of Pittsburgh. The map on the left looks at poverty at the municipal level; the map on the right looks at community need at the Census tract level. Comparing the two maps, we see a much different picture of communities such as Penn Hills, Pitcairn and North Versailles. Not only does the map on the right show need where the map on the left does not,

but it also helps to identify specific areas within communities where need may be higher or more concentrated, as demonstrated by progressively darker shades (e.g., Wilkinsburg, McKeesport and Penn Hills).

These maps contrast the results of a matrix based solely on federal poverty guidelines (left) with the results of the Community Need Index. With its Census tract examination of additional variables, as well as its emphasis on relative need, the Community Need Index allows for a more varied and detailed illustration of community need.

FIGURE 5: Communities East of City of Pittsburgh by Poverty Level and Community Need Index

Population Below Federal Poverty Line, 2009



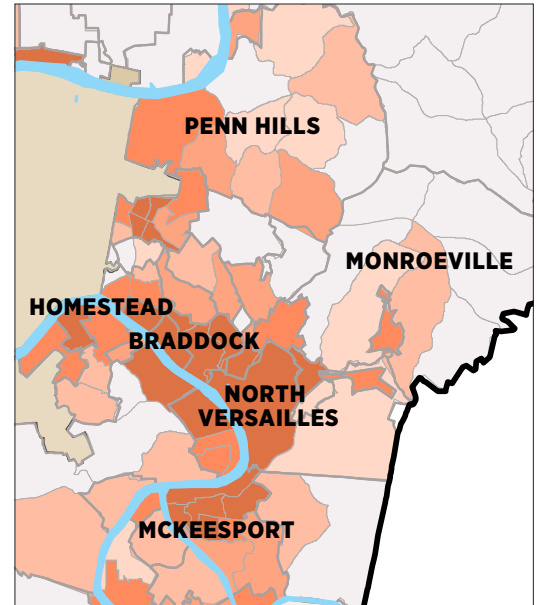
LEGEND

- City of Pittsburgh
- Allegheny County Municipalities

Percentage of Population Below Federal Poverty Line

- Less than 16.8%
- 16.9–30.4%
- 30.5–48.9%
- Greater than 48.9%

**Communities Outside the City
(Top 50% with Highest Level of Need)**



LEGEND

- City of Pittsburgh
- Allegheny County Municipalities

Community Need Index

- Low Need (Tiers 1–5)
- Moderate Need (Tier 6)
- Moderate Need (Tier 7)
- High Need (Tier 8)
- Very High Need (Tier 9)
- Distressed (Tier 10)

TABLE 3: Alphabetized Municipalities Containing Moderate Need to Distressed Communities

The following municipalities contain Census tracts, listed next to each community, with moderate to very high needs for services, as indicated by their ranking on the Community Need Index.

MODERATE NEED (TIER 6)	MODERATE NEED (TIER 7)	HIGH NEED (TIER 8)	VERY HIGH NEED (TIER 9)	DISTRESSED (TIER 10)
Aspinwall — 4230	Baldwin — 4804	Avalon — 4323	Baldwin — 4801.01	Avalon — 4324
Blawnox — 4200	Brentwood — 4781	Bellevue — 4311, 4314, 4315	Brackenridge — 4020	Braddock — 5138
Bridgeville — 4572	Carnegie — 4688	Braddock Hills — 5170	Brentwood — 4782	Clairton — 4928
Collier — 4580	Castle Shannon — 4761	Bridgeville — 4571	Clairton — 4927	Duquesne — 4867
Dormont — 4722	Dormont — 4721	Carnegie — 4689	Coraopolis — 4507, 4508	East Pittsburgh — 5100
East McKeesport — 5070	Dravosburg — 4870	Clairton — 4929	Dormont — 4723	Homestead — 4838
Edgewood — 5162	East Deer — 4040	Crafton — 4656	Duquesne — 4868, 4869	McKees Rocks — 4639, 4644
Elizabeth — 4961.02	Elizabeth — 4940	Etna — 4250	Glassport — 4994	McKeesport — 5509, 5519, 5521, 5523
Forward — 4950	Forest Hills — 5180.01	Forest Hills — 5180.02	Harrison — 4012	Millvale — 4270
Glassport — 4993	Heidelberg — 4710	Harrison — 4011	McKeesport — 5520, 5522	Mount Oliver — 4810
Harmar — 4190	Leetsdale — 4480	Kennedy - 4600.01	Munhall — 4843	North Braddock — 5120, 5128, 5129
Ingram — 4643	Liberty — 4980	Lincoln — 4970	Penn Hills — 5231	North Versailles — 5041
Monroeville — 5213.02	Monroeville — 5213.01	McCandless — 4135	Pitcairn - 5220	Rankin — 5140
Moon — 4511.03	Munhall — 4845, 4846	McKeesport — 5513, 5524	Stowe — 4626	Sharpsburg — 4240
North Versailles — 5044	Penn Hills — 5234, 5237.02	Neville — 4610	Swissvale — 5151, 5153	Tarentum — 4035
Oakmont — 5252	Port Vue — 5003	Penn Hills — 5232, 5236	Turtle Creek — 5094	West Mifflin — 4882
Penn Hills — 5233, 5235.01, 5237.01	Shaler — 4267, 4272	Scott — 4706	Versailles — 5010	White Oak — 5512
Richland — 4080.01	Swissvale — 5152	Springdale — 4172	Wall — 5060	Wilkinsburg — 5606, 5610, 5611, 5612
Ross — 4291, 4293, 4296, 4297	West Deer — 4070.01	Stowe — 4621	West Elizabeth — 4930	Wilmerding — 5080
Scott — 4704	West Mifflin — 4884, 4886	Verona — 5240	West Homestead — 4825	
Shaler — 4264	West View — 4302	Whitaker — 4850	West View — 4301	
South Park — 4900.02	White Oak — 5030.02	Whitehall — 4773	Wilkinsburg — 5604, 5614	
Swissvale — 5154	Wilkinsburg — 5605	Wilkins — 5200.02		
		Wilkinsburg — 5615		

Communities with Changing Needs

In the top five tiers of need, the median values for each indicator worsened slightly from 2000 to 2009. If a community is in the same High Need category in 2009 as it was in 2000, this does not imply that the community's conditions remained the same — it refers to the comparative ranking of the community and implies that the conditions of the community ranked against conditions in other communities in about the same manner. This is a particularly important distinction to recognize when examining Stabilizing Communities, because individuals in these communities may still face a multitude of challenges, and service needs are still present.

Understanding how the needs of communities are changing over time can help to project where services may be needed in the future. In the analysis presented here, communities were ranked by their performance on the Index in 2000 and 2009. Next, these rankings were compared, to identify changes in need over time. The findings below highlight three subsets of communities that experienced changes in their ranking among communities from 2000 to 2009:

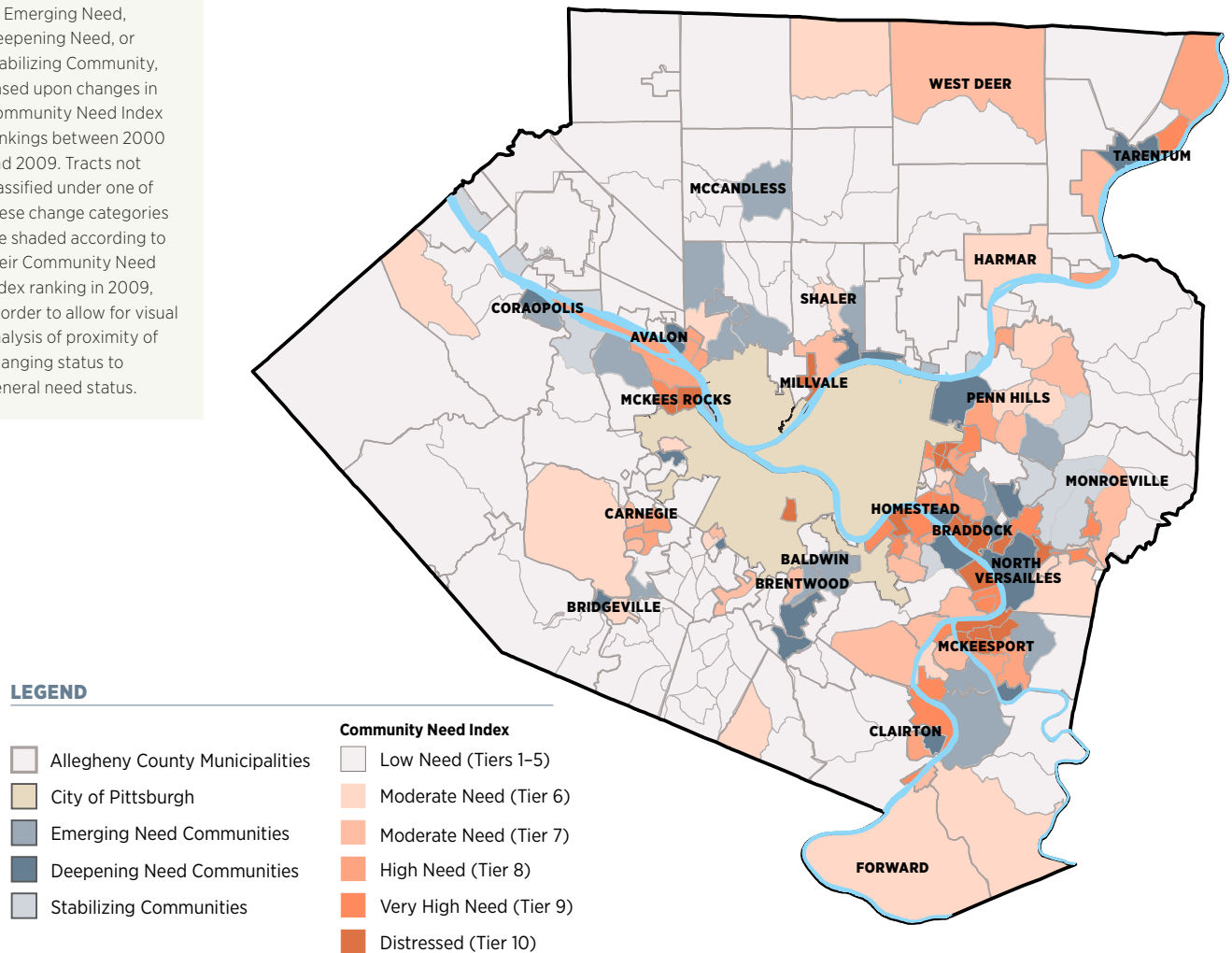
- **Communities with Emerging Need** — At least two tiers worse in 2009, at which time they were in the top 50 percent of need (tiers 6–10)
- **Communities with Deepening Need** — At least one tier worse in 2009; in top 40 percent of need in 2000 (tiers 7–9)
- **Stabilizing Communities** — In top 40 percent of need in 2000 (Tiers 7–10); at least two tiers better in 2009, and outside of top 30 percent

Communities with Emerging Need

Communities with Emerging Need, as shown in **Figure 6**, are those that worsened in the ranking by at least two tiers during the time period examined and were in the top 50 percent of community need in 2009. These areas would be prime places to examine whether and how well social service needs are being identified and met in these areas, as the residents may be experiencing a demand for services they have not previously accessed, and service providers may not yet have realized the potential need for services. Communities with Emerging Need are located throughout the county and tend to border communities with higher levels of need, although there are some exceptions where a community emerges from among healthy neighboring communities, as is the case with parts of McCandless and Ross Township, located to the north of Pittsburgh.

This map illustrates Census Tracts classified as Emerging Need, Deepening Need, or Stabilizing Community, based upon changes in Community Need Index rankings between 2000 and 2009. Tracts not classified under one of these change categories are shaded according to their Community Need Index ranking in 2009, in order to allow for visual analysis of proximity of changing status to general need status.

FIGURE 6: Communities with Changing Needs and Community Need Index, 2009



To better illustrate the conditions in Communities with Emerging Need, **Table 4** compares their average percentage point change in the selected indicator values from 2000 to 2009 to other communities that were in the same tiers in 2000. The indicator driving the greatest change is the percentage of families headed by single females. On average, communities experiencing emerging need saw the rate of their families headed by females increase by 9.5 percentage points from 2000 to 2009, while the rates of families headed by single females in peer communities declined by 0.9 percentage points.

The variables included below are the four with the largest contrast between the groups (percentage of families living at 200 percent of poverty; percentage of families headed by a single female; percentage of youth ages 16 through 19 without a high school diploma or

equivalent, and not enrolled in school; and percentage of men ages 16 through 64 who are not employed and not in the labor force). The three indicators not included here show similar trends. These data demonstrate the following:

- In Communities with Emerging Need, the four indicators worsened over the decade at, on average, five to 10 times the rate of communities with comparable levels of need in 2000.
- Communities with Emerging Need experienced large increases in the percentage of families headed by single females and of youth not completing high school, while their peer neighborhoods saw improvements in these measures.
- Indicator values changed at variable rates; while each community experienced significant changes across these measures, which measures changed the most and the magnitude of those changes varied by community.

TABLE 4: Average Percentage Increase by Indicators, Between 2000 and 2009, Comparison Communities vs. Emerging Need Communities

2000 TIER	EMERGING NEED COMMUNITIES (N)	% OF RESIDENTS AT 200% POVERTY		SINGLE FEMALE-HEADED FAMILIES		YOUTH NOT IN SCHOOL / NO DIPLOMA		WORKING-AGE MALES UNEMPLOYED	
		NO CHANGE	EMERGING NEED	NO CHANGE	EMERGING NEED	NO CHANGE	EMERGING NEED	NO CHANGE	EMERGING NEED
Low Need (Tier 1)	1	0.0	4.7	1.8	12.6	2.6	3.8	5.1	7.9
Low Need (Tier 4)	3	1.2	14.9	-0.7	16.1	-0.7	6.5	-0.2	7.0
Low Need (Tier 5)	7	-1.9	4.5	0.6	3.9	-1.3	7.6	0.2	4.1
Moderate Need (Tier 6)	3	0.7	6.0	-1.6	5.0	-0.7	10.3	0.0	1.6
Moderate Need (Tier 7)	5	0.1	7.6	-4.7	15.4	-1.9	6.1	0.6	11.4
Average	19	0.1	7.2	-0.9	9.5	-0.3	7.3	1.2	6.3

Communities with Deepening Need

Communities classified as having Deepening Need are those that were already in the top tiers of the Index in 2000, but moved up a tier in 2009, indicating that their conditions worsened at a faster rate than in similar communities. Communities with Deepening Need are located in well-known areas that have been experiencing distress for some time, as shown in **Figure 6**. The Deepening Need communities do not appear to be experiencing poverty at increasingly higher rates than their peers, but rather are worsening according to other socioeconomic indicators. In these communities, service providers and community leaders may seek to explore how well they are identifying, planning for and meeting the current needs of residents.

TABLE 5: Average Percentage Increase by Indicators, Between 2000 and 2009, Comparison Communities vs. Deepening Need Communities

2000 TIER	DEEPENING NEED COMMUNITIES (N)	% OF RESIDENTS AT 200% POVERTY		SINGLE FEMALE-HEADED FAMILIES		YOUTH NOT IN SCHOOL / NO DIPLOMA		WORKING-AGE MALES UNEMPLOYED	
		NO CHANGE	DEEPENING NEED	NO CHANGE	DEEPENING NEED	NO CHANGE	DEEPENING NEED	NO CHANGE	DEEPENING NEED
Moderate Need (Tier 7)	6	2.0	5.9	3.6	4.0	-6.5	0.4	2.1	4.2
High Need (Tier 8)	6	1.1	6.2	3.2	12.9	-6.5	1.7	1.3	2.1
Very High Need (Tier 9)	8	4.7	4.7	4.0	6.4	-4.0	6.7	4.7	7.3
Average	20	2.5	5.5	3.6	7.6	-5.7	3.3	2.6	4.8

Stabilizing Communities

Stabilizing communities started in the top 40 percent highest need in 2000 and, by 2009, improved their rank by at least two tiers. None of them are classified in 2009 as High Need or Distressed, yet, as shown in **Figure 6**, they are located proximate to other neighborhoods with high needs, some classified as emerging or deepening. It is worth further exploration to understand if conditions really are improving and, if so, what is driving that change. As the values in **Table 6** demonstrate, the index indicators in Stabilizing Communities are changing very little. Rather, they improve just slightly while the population in their peer communities seem to experience greater challenges. For example, the percentages of individuals living below 100% and 200% of the federal poverty line in Stabilizing Communities decline by 0.8 and 0.2 percentage points, respectively, while they increase in the peer communities by 3.0 and 3.7 percentage points.

TABLE 6: Average Percentage Increase by Indicators, Between 2000 and 2009, Comparison Communities vs. Stabilizing Communities

2000 TIER	STABILIZING COMMUNITIES (N)	% OF RESIDENTS AT 100% POVERTY		200% POVERTY		FEMALE-HEADED FAMILIES		WORKING-AGE MALES UNEMPLOYED	
		NO CHANGE	STABILIZING	NO CHANGE	STABILIZING	NO CHANGE	STABILIZING	NO CHANGE	STABILIZING
Moderate Need (Tier 7)	6	1.1	0.6	3.2	1.8	6.1	-4.6	3.7	-1.5
High Need (Tier 8)	3	2.8	-1.9	2.9	-3.8	6.8	-7.6	1.6	0.1
Very High Need (Tier 9)	1	4.7	-5.7	4.9	-1.5	5.0	-3.4	5.9	-3.6
Average	10	3.0	-0.8	3.7	-0.2	6.0	-5.4	3.8	-1.2

Table 7, below, provides examples of communities representing each of the conditions described above:

Emerging Need Municipalities contain Census tracts with residents who may be experiencing a need for services that is increasing at a faster rate than in other communities. This is indicated by the increase in their ranking on the Community Need Index by at least two tiers from 2000 to 2009.

Deepening Need Municipalities contain Census tracts that already had moderate to high needs in 2000, and experienced further decline by 2009 at a rate that surpassed other communities in the same tiers.

Stabilizing Municipalities contain Census tracts with stabilizing conditions while similar communities may continue to decline. This is indicated by the improvement in ranking on the Community Need Index by at least two tiers from 2000 to 2009.

TABLE 7: Communities with Changing Needs, Alphabetized, by Census Tract

EMERGING NEEDS	DEEPENING NEEDS	STABILIZING
Baldwin — 4805	Avalon — 4323, 4324	Blawnox — 4200
Brentwood — 4782	Baldwin — 4801.01	Glenfield — 4420
Coraopolis — 4507	Brackenridge — 4020	Leetsdale — 4480
Forest Hills — 5180.01, 5180.02	Bridgeville — 4571	Monroeville — 5212, 5213.02
Harrison — 4011	Clairton — 4928	Penn Hills — 5235.02
Kennedy — 4600.01	Coraopolis — 4508	Robinson — 4591.01
Liberty — 4980	Crafton — 4656	Sewickley — 4455
Lincoln — 4970	Dormont — 4723	West Mifflin — 4881
McCandless — 4135	Etna — 4250	Wilkins — 5200.01
Penn Hills — 5236	North Braddock — 5120	
Ross — 4291, 4293, 4297	North Versailles — 5041	
Scott — 4704	Penn Hills — 5231	
Shaler — 4267	Rankin — 5140	
West View — 4301, 4302	Sharpsburg — 4240	
White Oak — 5020.02	Tarentum — 4035	
	Versailles — 5010	
	West Mifflin — 4882	
	Whitehall — 4773	
	Wilkins — 5200.02	

IMPLICATIONS FOR SERVICE PLANNING

What does this mean for public agencies, service providers, or community planners? Identifying which communities score highly on the Index and are experiencing changing needs is a starting point, but it does not provide a complete picture. The goal of this section is to provide key supplemental information and to present some analysis that highlights how this information might be used to inform planning.

Geographic Context

Geographic context adds to an understanding of how aspects of place influence residents' needs and mobility. The two factors examined below are access to transportation and the relative need of a neighborhood's surrounding communities.

Transportation

Reliable, frequent and affordable transportation is important to people for multiple reasons, including access to employment, child care, basic necessities (e.g., healthy food), services and recreation. For individuals and families who are unable to afford or maintain a personal vehicle, relying on public transportation and rides from friends can quickly become a burden, and a barrier to securing the resources they need.¹⁵

In 2009, over 41,000 (11 percent) suburban households in Allegheny County did not have access to a vehicle. In 23 (nine percent) suburban Census tracts, the percentage of households without a vehicle was 30 percent or greater.¹⁶ Residents living in suburban areas have less access to public transportation than urban residents: access refers to the availability of bus stops, how frequently buses run, and to where those buses travel. Understanding what access looks like in Allegheny County is complex. The information presented here only begins that analysis by addressing the first element of access: the location of bus stops.

For this analysis, a community's level of access to public transportation is defined by what percentage of the community's geographic area is within 2,000 feet of a bus stop (regardless of how frequently that stop has service).¹⁷ The levels are defined as follows:

- High access — 81 percent or more of Census tract is within 2,000 feet of a bus stop
- Moderate access — 41 through 80 percent of Census tract is within 2,000 feet of a bus stop
- Limited access — 40 percent or less of Census tract is within 2,000 feet of a bus stop

According to these criteria, 36 percent of suburban communities have limited access to public transportation, compared to only two percent of communities within the City of Pittsburgh. Another 23 percent of suburban communities have moderate access, compared to six percent in the city. Most of the communities without high coverage are those with low to moderate needs according to the Index, where the need for public transit may be lower. However, many Moderate- and High-Need neighborhoods also have limited coverage, particularly those that are not adjacent to the City of Pittsburgh. As shown in **Figure 7**, the highest concentration of

Moderate- to High-Need communities with limited bus coverage are those located in the southern tip of the county, between McKeesport and Forward Township, as well as the communities to the east and northeast of the city, such as North Versailles, Monroeville, Tarentum and Harrison. Most of the Moderate- and High-Need communities along the southern and northern borders of the county, such as South Park, Moon, Richland and West Deer townships, have limited access. In addition, eight of the 19 Emerging Need Communities have limited access to public transportation, and another four only have moderate access. As a result, only 37 percent of Emerging Need Communities have high access to transportation, compared to 63 percent of other Moderate- and High-Need communities.

This map identifies tracts in the top five tiers of the Community Need Index with *limited* bus coverage (40 percent or less of the tract is within 2,000 feet of a bus stop) and *moderate* bus coverage (41–80 percent of the tract is within 2,000 feet of a bus stop).

FIGURE 7: Bus Coverage in Communities with Moderate to Very High Needs

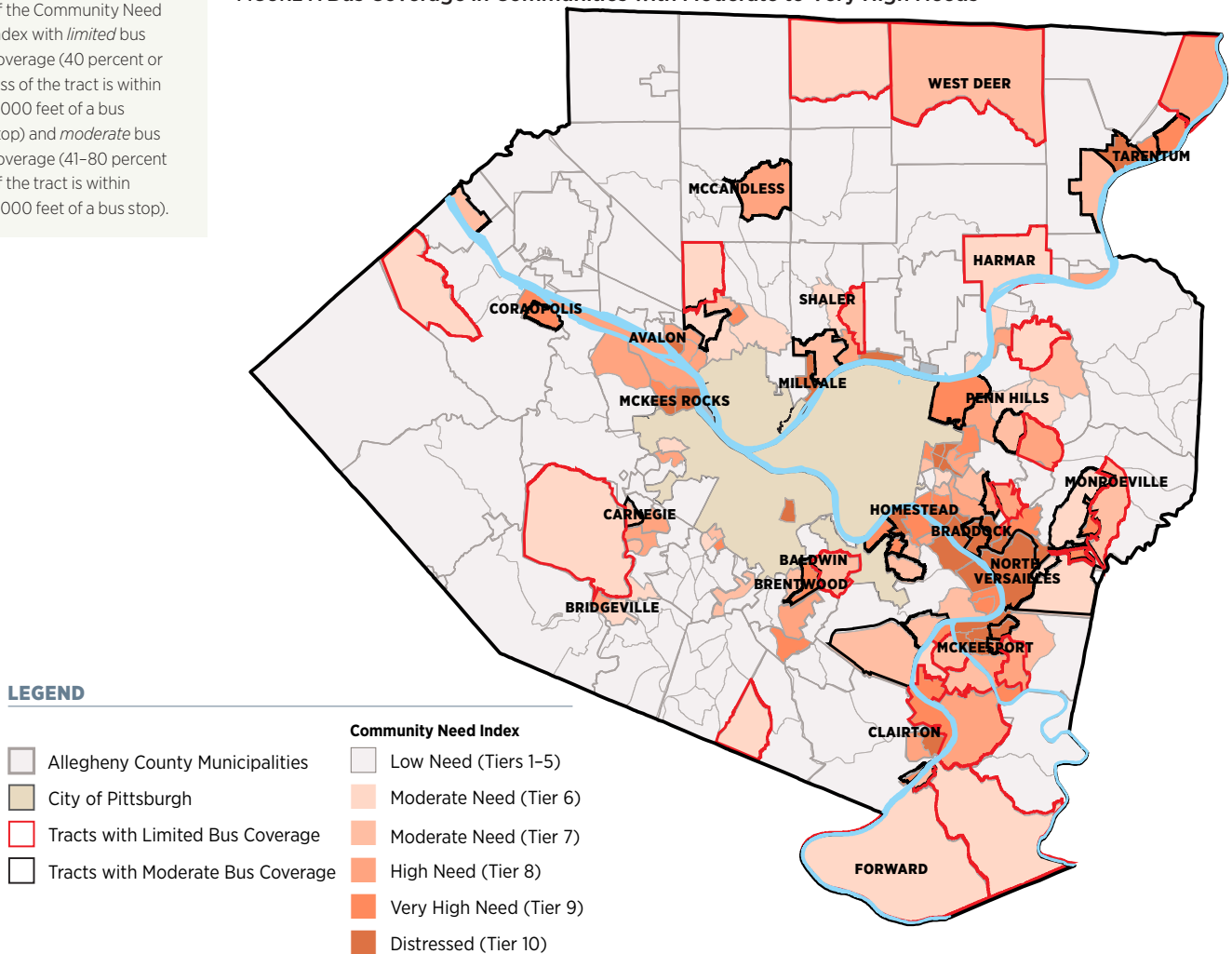


TABLE 8: Access to Public Transportation in Communities with Moderate to High Need

The following municipalities contain Census tracts with limited or moderate access to public transit. In communities with limited access, less than 40 percent of the tract is within 2,000 feet of a bus stop. In moderate coverage communities, 40 through 80 percent of the tract’s area is within 2,000 feet of a bus stop.

MODERATE NEED COMMUNITIES	LIMITED BUS COVERAGE	Aspinwall — 4230	Liberty — 4980	Shaler — 4267	
		Baldwin — 4804	Monroeville — 5213.01	South Park — 4900.02	
		Collier — 4580	Moon — 4511.03	Swissvale — 5154	
		Elizabeth — 4961.02	Penn Hills — 5237.01	West Deer — 4070.0	
		Forward — 4950	Port Vue — 5003	White Oak — 5030.0	
		Glassport — 4993	Richland — 4080.01		
		Harmar — 4190	Ross — 4293		
	MODERATE BUS COVERAGE	Carnegie — 4688	Leetsdale — 4480	Ross — 4296	
		Dravosburg — 4870	Monroeville — 5213.02	Shaler — 4272	
		East Deer — 4040	Munhall — 4845	West Mifflin — 4886	
		East McKeesport — 5070	North Versailles — 5044		
		Elizabeth — 4940	Penn Hills — 5234		
	HIGH NEED, VERY HIGH NEED, DISTRESSED COMMUNITIES	LIMITED BUS COVERAGE	Clairton — 4927	Lincoln — 4970	Wall — 5060
			Glassport — 4994	McKeesport — 5513	Wilkins — 5200.02
Harrison — 4011			Penn Hills — 5236		
MODERATE BUS COVERAGE		Brentwood — 4782	McKeesport — 5520	Tarentum — 4035	
		Coraopolis — 4507	North Braddock — 5128	West Elizabeth — 4930	
		Forest Hills — 5180.02	North Versailles — 5041	West Homestead — 4825	
		Harrison — 4012	Penn Hills — 5231	White Oak — 5512	
		McCandless — 4135	Pitcairn — 5220		

Proximity of Communities with High Needs to Communities with Lowest Levels of Need

Communities are influenced by the neighborhoods around them, in both positive and negative ways. With the exception of some areas where there are distinct physical barriers between neighborhoods, people and economic activity cross neighborhood lines, particularly at the Census tract level. **Figure 8** displays a map contrasting the healthiest 30 percent of communities to the 30 percent experiencing the highest levels of need. This map illustrates how proximate the communities with the highest needs are to each other, as well as to communities that are thriving. **Figure 8** illustrates the various ways in which communities are proximate to others of similar, lower or greater need. For example, tract 4135 in McCandless is a High-Need tract entirely surrounded by communities in the bottom three tiers of need, as are several tracts south of the city (4801.01 in Baldwin, in Whitehall and 4782 in Brentwood). While there are many examples of High-Need communities that are near lower-need communities, there are also stark examples of High-Need communities that are grouped together, such as the cluster of adjacent

tracts to the northwest of the city where McKees Rocks, Stowe Township, Bellevue, Avalon and Kennedy all rank in the top three tiers of the Community Need Index in relative isolation from lower-need communities. **Table 9** outlines some examples of the potential benefits and disadvantages that communities may experience as a result of the health of their neighboring communities.

This map highlights the placement of Census tracts in both the highest three and the lowest three tiers of need in the Community Need Index, enabling a visual analysis of which communities might experience the various benefits and disadvantages based on proximity to lower or higher need communities (as described in Table 7).

FIGURE 8: Proximity of High-Need Communities to Low-Need Communities

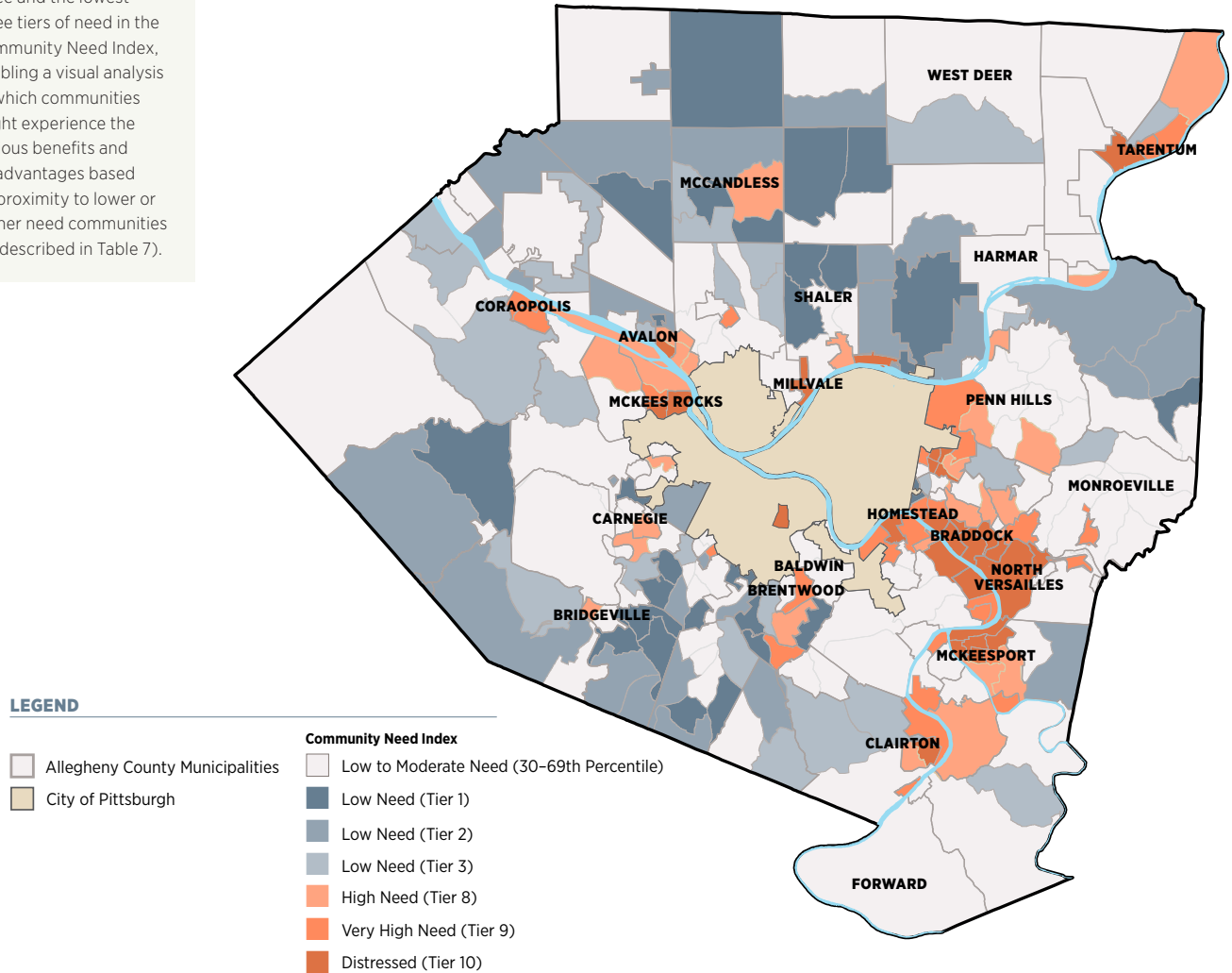


TABLE 9: Potential Implications of Proximity to High- or Low-Need Communities

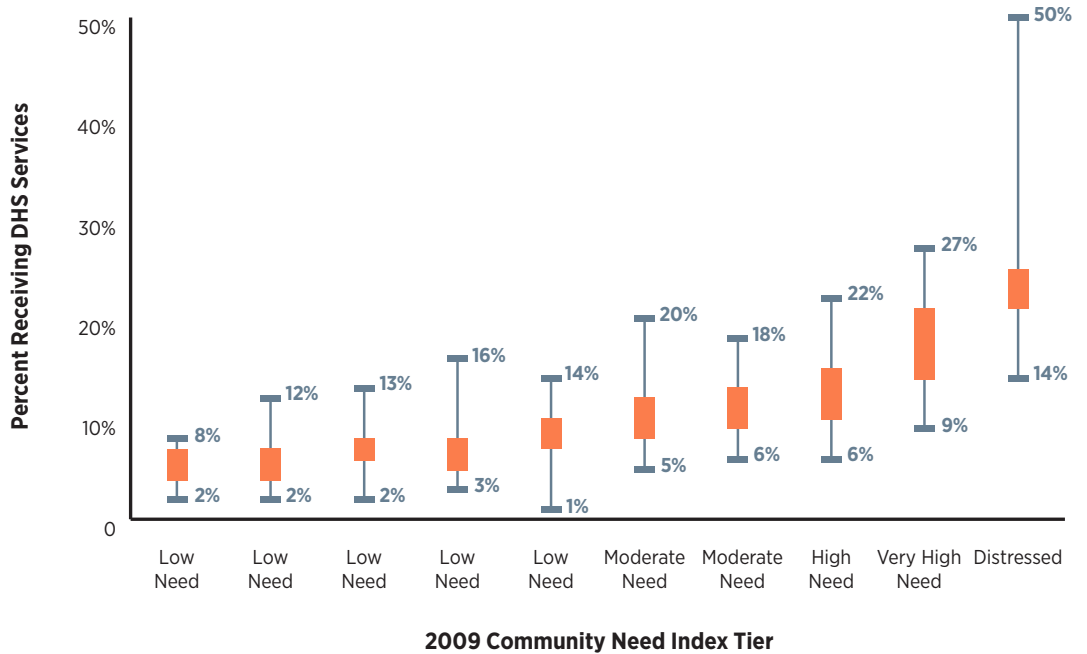
	COMMUNITIES EXPERIENCING NEED SURROUNDED BY LOW-NEED COMMUNITIES	COMMUNITIES EXPERIENCING NEED ISOLATED FROM LOW-NEED COMMUNITIES
BENEFITS	1) The healthy municipalities in which the communities in need are located may have larger tax bases with which to address some community needs, such as education	1) Concentrations of social services exist (or could exist in these areas), making them more accessible to residents
	2) Community resources may be of a higher quality and abundance (e.g., grocery stores, recreational facilities and libraries)	2) Neighboring communities may share similar needs, priorities and concerns in their community, increasing the potential for a stronger combined political voice
	3) Employment opportunities may be greater (in close vicinity)	3) Access to public transportation may be stronger in these communities
DISADVANTAGES	1) The communities' needs and concerns may go unrecognized or unaddressed if the healthy communities around them control resources and do not share similar needs (e.g., public transportation)	1) Residents may experience isolation from economic opportunities (particularly in areas without reliable public transit to business districts)
	2) Residents of these communities may be geographically isolated from social service agencies	2) Residents may experience isolation from resources that meet their human needs in an adequate manner (e.g., food deserts, access to health care)
	3) Residents may be isolated from information about resources	3) The municipalities are likely to have shrinking tax bases; this limits their ability to maintain the physical infrastructure of the community, attract new businesses, and invest in education
	4) Stigma related to poverty and accessing services may be greater in these areas	4) Home values are low, making it more challenging for residents to [sell their home and] move to other areas
		5) These neighborhoods often have higher rates of public health problems, such as community violence and poor air quality

Service Provision

In this section, administrative data is utilized to see how many people are being served in the communities with high levels of need and those experiencing changing needs. While it is estimated that DHS serves about 210,000 people each year, service records with mappable addresses exist for about 158,000 unique individuals served across DHS program areas in 2011¹⁸ (e.g., aging, child welfare, behavioral health, intellectual disability, housing supports). Sixty-three percent (99,000) of these clients lived in areas outside the City of Pittsburgh.

The data in **Figure 9** illustrates a clear trend when comparing the percentage of residents receiving services by their community’s rank in the Index. Communities in the higher tiers of need are accessing social services at higher rates than those in the lower tiers. This information is displayed in a box plot format, below, to demonstrate the variation in service levels within a tier. For example, of the 28 communities classified as Distressed, 14 percent of residents are active with DHS services in the community with the lowest level of service, as compared to 50 percent of residents in the community with the highest level of involvement. The service levels of half of the communities in each tier are represented by the bounds of the orange boxes; i.e., in half of the Distressed Communities, 21 to 25 percent of residents are active with DHS services.

FIGURE 9: Range of Population Active in DHS Services in 2011, by Community Need



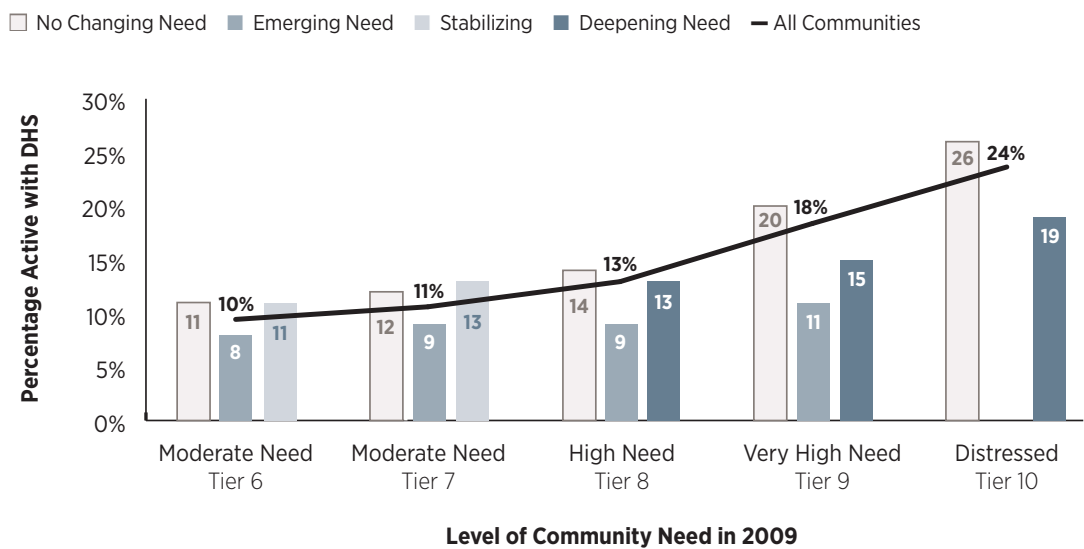
Within each tier, the communities with the lowest and highest levels of service activity may be experiencing service gaps or service abundances, respectively. Those communities are listed in **Table 10**. The areas with small percentages of clients served seem to be further from the City of Pittsburgh and mostly in the western and southern portions of the county. Many have limited access to transportation and are experiencing changing needs, but this is not the case in all such communities. The areas with the highest-served populations are primarily to the east of the city, stretching from Wilkinsburg and Braddock to Penn Hills and Oakmont, and south to McKeesport. Stowe and McKees Rocks, while not listed in the table below, are two areas that also show high levels of service utilization.

TABLE 10: Select Communities with Service Gaps and Service Abundances, by Community Need Index Tier

COMMUNITY NEED INDEX TIER	AREAS WITH LOWEST PERCENT OF POPULATION SERVED BY DHS, 2011		AREAS WITH HIGHEST PERCENT OF POPULATION SERVED BY DHS, 2011	
	COMMUNITY	PERCENT DHS ACTIVE	COMMUNITY	PERCENT DHS ACTIVE
Moderate Need (Tier 6)	Scott — 4704	5%	Swissvale — 5154	18%
	Forward — 4950	5%	Oakmont — 5252	20%
Moderate Need (Tier 7)	West Deer — 4070.01	6%	East Deer — 4040	16%
	Baldwin — 4804	8%	Penn Hills — 5234	18%
High Need (Tier 8)	McCandless — 4135	6%	Braddock — 5170	21%
	Lincoln — 4970	7%	Wilkinsburg — 5615	22%
Very High Need (Tier 9)	Dormont — 4723	9%	McKeesport — 5520	26%
	Brentwood — 4782	11%	Duquesne — 4868	27%
Distressed (Tier 10)	West Mifflin — 4882	14%	McKeesport — 5519	32%
	North Braddock — 5120	14%	McKeesport — 5521	50%

Service levels differ considerably among communities with changing needs. **Figure 10** demonstrates that residents in Stabilizing Communities are accessing services at higher rates than their peers, while residents in communities with Deepening Need or Emerging Need are accessing services at much lower rates than their peers. For example, residents in Very High Need Communities with emerging and deepening needs are accessing DHS services at a lower rate (11 and 15 percent, respectively) than residents in Very High Need Communities that were not experiencing changing needs (20 percent). This difference may indicate that service agencies have not yet fully recognized and/or responded to service needs in the communities with emerging or deepening needs.

FIGURE 10: Average Percent of Residents Served by DHS by Changing Community Needs



Factors Influencing Service Activity

In the information presented thus far, we have identified several factors that are related to service provision. Statistical analysis is used here to better understand what is driving the service differences across neighborhoods. Model 1 in **Table 11** presents the results of a regression analysis that examines how two factors (access to public transportation and whether or not a community is experiencing changing needs) impact the service levels in a neighborhood, while controlling for the community’s ranking in the Index. Model 2 disaggregates the Community Need Index to determine which indicators are the key predictors of services in a neighborhood.

Models 3 and 4 (**Table 12**) more closely examine how areas with transportation challenges, as defined by areas with limited access to public transportation and high rates of population with no access to a vehicle, impact the service levels in a neighborhood. These are communities where much of the population may not be able to travel to services and therefore may have limited access to the services they need.

TABLE 11: Factors Influencing Service Activity within Communities

	MODEL 1 N = 276	MODEL 2 N = 276
Access to Transportation[†]	.018*** (.001)	.006** (.002)
Emerging or Deepening Need[‡]	-.043*** (.007)	-.013** (.006)
Community Need Index Tier 2009	.018*** (.007)	—
Below 100% of Poverty Level	—	-.044 (.048)
Below 200% of Poverty Level	—	.187*** (.032)
Single Female-Headed Families	—	.065** (.019)
Males Not in Labor Force	—	.066** (.030)
Youth Not in School / No Diploma	—	.066** (.027)
Vacant Households	—	.017
Households Without Access to Vehicle	—	.137*** (.035)
Constant	-.007 (.007)	.004 (.007)
R²	.649	.801

Dependent Variable = Percent of population served by DHS

***Statistically significant at the 99% level

**Statistically significant at the 95% level

[†]This variable is coded such that 1 = limited access, 2 = moderate access, and 3 = high access

[‡]This is a binary variable with 1 = emerging- or deepening-need community,

0 = community that is stabilizing or has no change

Model 1 predicts 65 percent of the variability in service utilization across neighborhoods. Communities with higher levels of need have statistically significant higher rates of service utilization. For each tier, the model predicts a two percent difference in the average percent of the population using DHS services. The model also predicts that areas with higher access to transportation also have higher rates of service utilization. Finally, the model predicts that residents living in areas that have increasing levels of community need (defined as emerging or deepening need) are less likely to use services than other communities in the same tier.

When disaggregating the Community Need Index (which allows for the model to predict 80 percent of the variability in service utilization), access to transportation and increasing need still significantly predict the rates of service utilization in communities. High rates of poverty and households without access to a vehicle are the strongest predictors of higher rates of service utilization. These relationships are what we would expect, and indicate that services are being utilized in areas with higher levels of need. However, the inverse relationship between service utilization and areas with emerging and deepening need may indicate that provision of services is not proactive and that service provision does not necessarily react quickly to changes in community needs.

TABLE 12: Predictors of Service Activity in Neighborhoods with Transportation Challenges

	MODEL 3 N = 276	MODEL 4 N = 276
Constant	.011** (.006)	.004 (.007)
Transportation Challenges††	-.178** (.073)	-.100* (.058)
Emerging or Deepening Need‡	-.043*** (.007)	-.017*** (.006)
Community Need Index Tier 2009	.020*** (.001)	—
Below 200% of Poverty Level	—	.233*** (.025)
Single Female-Headed Families	—	.088*** (.019)
Males Not in Labor Force	—	.094** (.029)
Youth Not in School / No Diploma	—	.067*** (.028)
R²	.640	.780

Dependent Variable = Percent of Population served by DHS

***Statistically significant at the 99% level

**Statistically significant at the 95% level

*Statistically significant at the 90% level

†This is a binary variable with 1 = emerging- or deepening-need community,

0 = community that is stabilizing or has no change

††The average households without access to vehicles for communities with low bus access

(Households Without Access to Vehicle* Limited Bus Access)

Models 3 and 4 in **Table 12** examine areas with transportation challenges, looking at the community need overall and disaggregated (variables not statistically significant were removed from the model). As in models 1 and 2, community need predicts service utilization, though the models continue to predict that areas with emerging and deepening need are less likely to utilize services than other communities. In addition, these models both predict lower levels of service utilization in areas with high transportation challenges. These are areas of high need located at the edges of the county where people lack access to services and that may be underserved.

The results indicate that transportation, changing needs and overall community need have a statistically significant impact on the percentage of residents accessing services, regardless of the model. These models also indicate that there may be service gaps in areas where poverty is growing relative to other communities and where there are transportation challenges.

NEXT STEPS

The Community Need Index is a powerful human services and community development planning tool that can be used to initiate conversation with community stakeholders. While the Index alone may not fully describe the condition of a community, when combined with additional contextual information, it begins to paint a more robust picture of socioeconomic need than traditional measures have provided in the past, particularly in more suburban areas. As Service Profiles are developed, they will serve as tools to begin these conversations. To help facilitate these conversations, Service Profiles will be developed to illustrate how the Index may be supplemented with additional layers of information to understand how patterns of service provision differ and/or to enable better planning for specific subpopulations. In addition, Community Need Index rankings will be updated as new American Community Survey data become available from the U.S. Census Bureau.

As these data only begin to describe what the conditions of a community are like and why they may be changing, additional analysis will be important. For example, more work is necessary to understand if the residents of a community are growing poorer in place¹⁹, or if the face of the neighborhood is changing as people are moving into or out of the area. Additional analysis is also necessary in order to understand whether and how community assets may strengthen a community in ways that the Index does not capture. Future projects may also include a more in-depth analysis of transportation access issues, examining such issues as ways in which access (or lack thereof) contributes to need and/or impedes service delivery efforts.

ENDNOTES

- 1) O'Hare, William and Mark Mather. *The Growing Number of Kids in Severely Distressed Neighborhoods: Evidence from the 2000 Census*. Annie E. Casey Foundation, Population Reference Bureau, October 2003.
- 2) Kneebone, Elizabeth and Emily Garr. "The Suburbanization of Poverty: Trends in Metropolitan America, 2000 to 2008." *Metropolitan Opportunity Series at Brookings Institute*. January 2010.

Kneebone, Elizabeth and Alan Berube. *Confronting Suburban Poverty in America*. Brookings Institution Press. 2013. Brookings Institution. <http://www.brookings.edu/search?start=1&q=s+uburban+poverty>.

Huffington Post. <http://www.huffingtonpost.com/tag/suburban-poverty>

New York Times. <http://query.nytimes.com/search/sitesearch/#/suburban+poverty/365days/>
- 3) Allard, Scott and Benjamin Roth. "Strained Suburbs: The Social Service Challenges of Rising Suburban Poverty." *Metropolitan Opportunity Series at Brookings Institute*. October 2010.
- 4) Kneebone, Elizabeth and Emily Garr. "The Suburbanization of Poverty: Trends in Metropolitan America, 2000 to 2008." *Metropolitan Opportunity Series at Brookings Institute*. January 2010.
- 5) Ibid.
- 6) Murphy, Alexandra and Danielle Wallace. "Opportunities for Making Ends Meet and Upward Mobility: Differences in Organizational Deprivation Across Urban and Suburban Poor Neighborhoods." *Social Science Quarterly*. Special Edition: Inequality and Poverty: American and International Perspectives." Vol. 91, No. 5 (2010), pp. 1164-1186.
- 7) Scott and Benjamin Roth. "Strained Suburbs: The Social Service Challenges of Rising Suburban Poverty." *Metropolitan Opportunity Series at Brookings Institute*. October 2010.

Murphy, Alexandra. "The Social Organization of Poverty & Everyday Life in a Suburb." Presentation at the Allegheny County Department of Human Services, Pittsburgh, Pa. October 19, 2011.
- 8) Allard, Scott and Benjamin Roth. "Strained Suburbs: The Social Service Challenges of Rising Suburban Poverty." *Metropolitan Opportunity Series at Brookings Institute*. October 2010.
- 9) Murphy, Alexandra. "The Symbolic Dilemmas of Suburban Poverty: Challenges and Opportunities Posed by Variations in the Contours of Suburban Poverty." *Sociological Forum*. Vol. 25, No. 3, pp. 541-569, September 2010.
- 10) O'Hare, William and Mark Mather. *The Growing Number of Kids in Severely Distressed Neighborhoods: Evidence from the 2000 Census*. Annie E. Casey Foundation, Population Reference Bureau, October 2003.

Haque, Alchlaque. "Use of Geographic Information Systems in Mapping Distressed Areas of Cities." *Journal of Urban Technology*. Vol. 5, No. 3, pp 47-59. 1998.

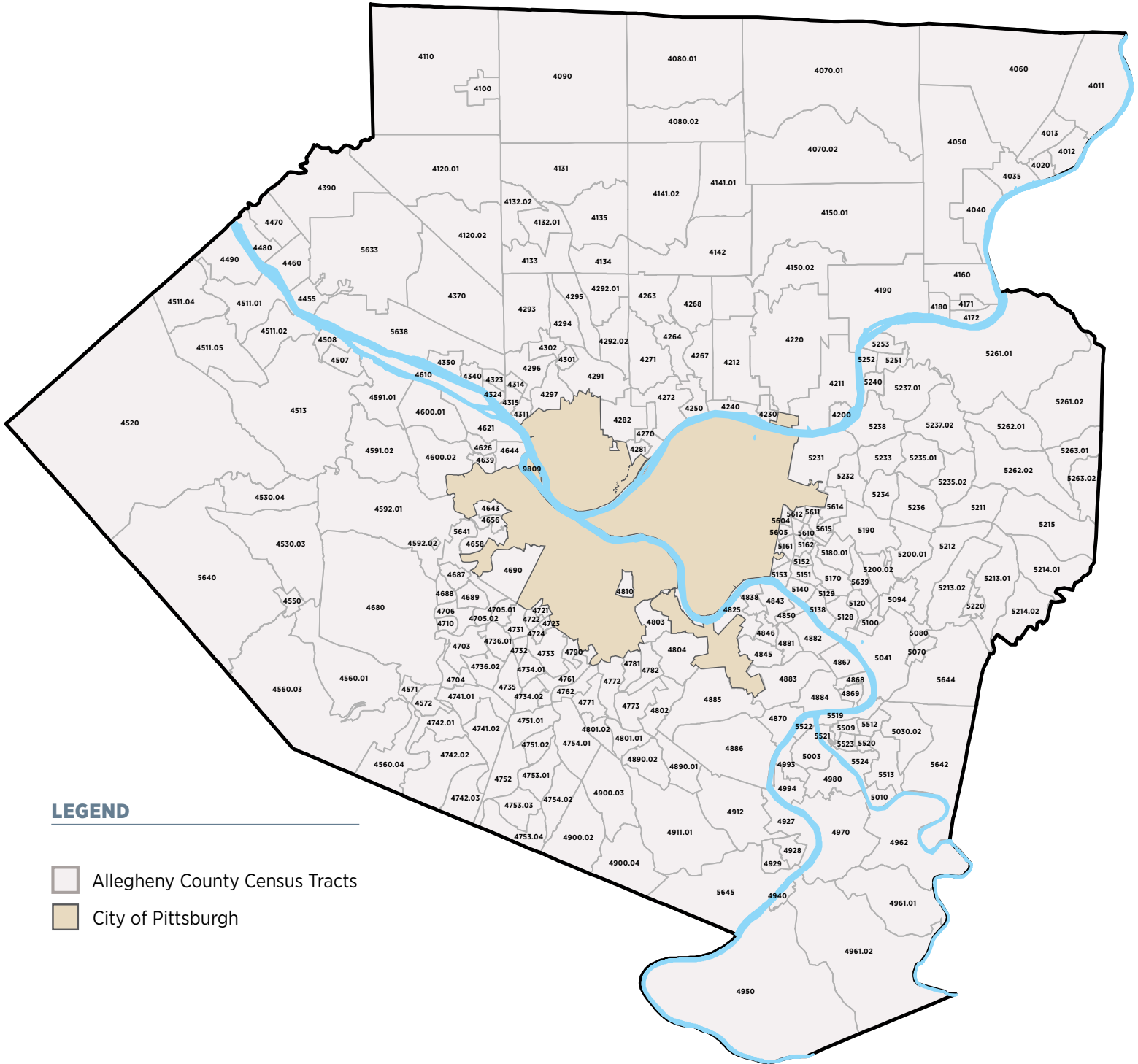
Robert Burchell et al., "Measuring Urban Distress: A Summary of the Major Urban Hardship Indices and Resource Allocation Systems," in Robert Burchell and David Listokin, eds., *Cities Under Stress* (New Jersey: Rutgers University Press, 1981).

- 11) O'Hare, William and Mark Mather. *The Growing Number of Kids in Severely Distressed Neighborhoods: Evidence from the 2000 Census*. Annie E. Casey Foundation, Population Reference Bureau, October 2003.
- 12) Please see Appendix C on page 32 for a description of the specific Census tables used for each indicator from the Decennial Census and the American Community Survey.
- 13) See Appendices A and B on pages 30 and 31 for map keys that will help locate specific municipalities or Census tracts within Allegheny County.
- 14) For a geographic key labeling Census tracts throughout the County, please see Appendix B on page 31.
- 15) Murphy, Alexandra. (October 19, 2011). "The Social Organization of Poverty & Everyday Life in a Suburb." Presentation at the *Allegheny County Department of Human Services, Pittsburgh, Pa.*
- 16) U.S. Census Bureau. 2005-2009 American Community Survey 5-year estimates, Table S1101: Households and Families. Available at <http://factfinder2.census.gov>.
- 17) Murphy, Alexandra. (October 19, 2011). "The Social Organization of Poverty & Everyday Life in a Suburb." Presentation at the Allegheny County Department of Human Services, Pittsburgh, Pa. Data used for this analysis were obtained from the Port Authority of Allegheny County. Analysis was performed by the Department of Human Services. For more information, see Methodology on page 5.
- 18) Address data are not available for the full population served because DHS relies on data stored in its Data Warehouse for unduplicated client counts. Some programmatic data housed in small applications or applications external to DHS may not be available in the Data Warehouse, and client-level demographic information is not collected for some services (e.g., food programs for youth).
- 19) Hanlon, B., and Vicino, T. J. The Fate of Inner Suburbs: Evidence from Metropolitan Baltimore. *Urban Geography*, 28(3), pp. 249-275. 2007.



APPENDIX A: MUNICIPALITY KEY MAP



APPENDIX B: CENSUS TRACT KEY MAP



LEGEND

-  Allegheny County Census Tracts
-  City of Pittsburgh

APPENDIX C: COMMUNITY NEED INDEX INDICATORS

DESCRIPTION	YEAR AS IT APPEARS IN THE REPORT	SOURCE	CENSUS TABLE
Percentage of individuals below 100% of the federal poverty line	2000	2000 Census: SF3	P88
	2009	ACS 2005-2009	C17002
Percentage of individuals below 200% of the federal poverty line	2000	2000 Census: SF3	P88
	2009	ACS 2005-2009	C17002
Percentage of families with related children under 18 headed by single females	2000	2000 Census: SF1	P035
	2009	ACS 2005-2009	B11004
Percentage of 16-to-19-year-olds who are not enrolled in school and not high school graduates	2000	2000 Census: SF1	P038
	2009	ACS 2005-2009	B14005
Percentage of working-age (16-64) males unemployed or unattached to the labor force	2000	2000 Census: SF3	PCT035
	2009	ACS 2005-2009	B23001
Percentage of housing units vacant	2000	2000 Census: SF1	H1, H5
	2009	ACS 2005-2009	B25001, B25004
Percentage of occupied houses with no available vehicle	2000	2000 Census: SF1	H044
	2009	ACS 2005-2009	B25044