



# Assessing Community Needs and Opportunities in the Jefferson Region



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## Executive Summary

### a. Background

The Jefferson Regional Foundation (JRF) engaged the Nonprofit Clinic in the Graduate School of Public and International Affairs to assess community need in its service area, with a focus on where certain vulnerable populations such as low-income housing residents and refugees/immigrants reside, and how these patterns have changed over time. As suburban poverty continues to grow and local demographics continue to shift, Jefferson Regional Foundation must constantly scan its environment and be flexible in meeting community need. Therefore, the goal of this project was to increase the Foundation's understanding of areas with concentrated suburban poverty throughout the Jefferson Region.

### b. Methodology

The following methodologies were utilized:

- **Literature Review** of policies, trends, measurement methodologies, and best practices related to the topics identified by JRF. Peer-reviewed journal articles and reports from professional organizations were included in the review.
- **Statistical and GIS Analysis** of current levels of community need and change over time during the period of 2010-2018.

### c. Findings

The Jefferson Region is diverse and changing. Analysis revealed the following findings in three categories, community need, low-income housing, and immigrants and refugees:

#### Community Need

1. Mt. Oliver, McKeesport, Duquesne, Homestead, and Clairton are currently the highest need communities in the Jefferson Region.
2. Transportation accessibility of local service organizations may be a challenge for residents of high-need tracts.
3. While need in the highest tier communities remains mostly constant, "mid-tier" communities in parts of Baldwin, Elizabeth Township, and South Versailles experienced the greatest relative increases in need.

#### Low-Income Housing

4. Over 3,000 Jefferson residents live in publicly-subsidized buildings, mostly concentrated in West Mifflin, Duquesne, McKeesport, and Clairton.
5. Over 2,000 Jefferson residents use Housing Choice Vouchers to pay for private housing. Residential choices are changing over time, with a significant increase in residents choosing to locate in Homestead and Clairton since 2010.

#### Immigrants and Refugees

6. The largest refugee population resettled in the Pittsburgh region since 2010 is the Bhutanese population, at least half of whom have settled in the Jefferson Region, primarily in Baldwin and Whitehall.
7. The Jefferson Region is home to 8,000+ foreign born residents, with the largest and fastest-growing populations in Baldwin and Whitehall. Over time, these residents are clustering in increasingly smaller areas.

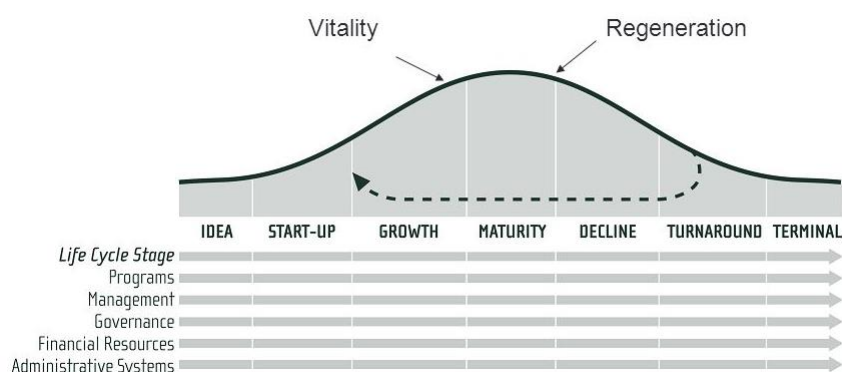
## I. Background

### a. Jefferson Regional Foundation's History and Context

Jefferson Regional Foundation (JRF)'s mission is to "improve the health and well-being of the community served by Jefferson Hospital through grantmaking, education and outreach." JRF's grantmaking priorities include increasing health access and prevention, improving child and family outcomes, and strengthening vulnerable populations and communities. As a conversion foundation and a supporting organization of the hospital, JRF's mission and service area (the South Hills and Lower Mon Valley) are informed by Jefferson Hospital.

With an open-minded board and an exceptional ability to convene and collaborate with community stakeholders through initiatives such as the Jefferson Community Collaborative, the annual Jefferson Forum, and Around the Table South, JRF differentiates itself as a true community partner and catalyst. Established in 2013, the organization is relatively young. As JRF formalizes its grantmaking priorities, it is moving from the start-up stage to the growth, or "adolescent" stage of the organizational life cycle shown in Figure 1. In this stage, key milestones include further developing collaborations, clarifying roles, improving internal systems, and developing a PR/community relations plan.

Figure 1. Nonprofit Life Cycle Stages



JRF's service area is expansive, spanning approximately 140 square miles of the southern tip of Allegheny County. The service area is adjacent to, and partially overlapping, the City of Pittsburgh (Carrick and Hazelwood are within the City limits). Mt. Oliver, although not a part of the City of Pittsburgh, is surrounded by the city on all sides. The area spans 28 municipalities and 71 census tracts. As shown in Figure 2, municipalities vary by size. Due to varying distance from the City of Pittsburgh, the Jefferson communities also vary in density and character from urban, to suburban, to rural as one travels South from the City. A large majority of the communities are suburban.

Figure 2. Municipalities in the Jefferson Region

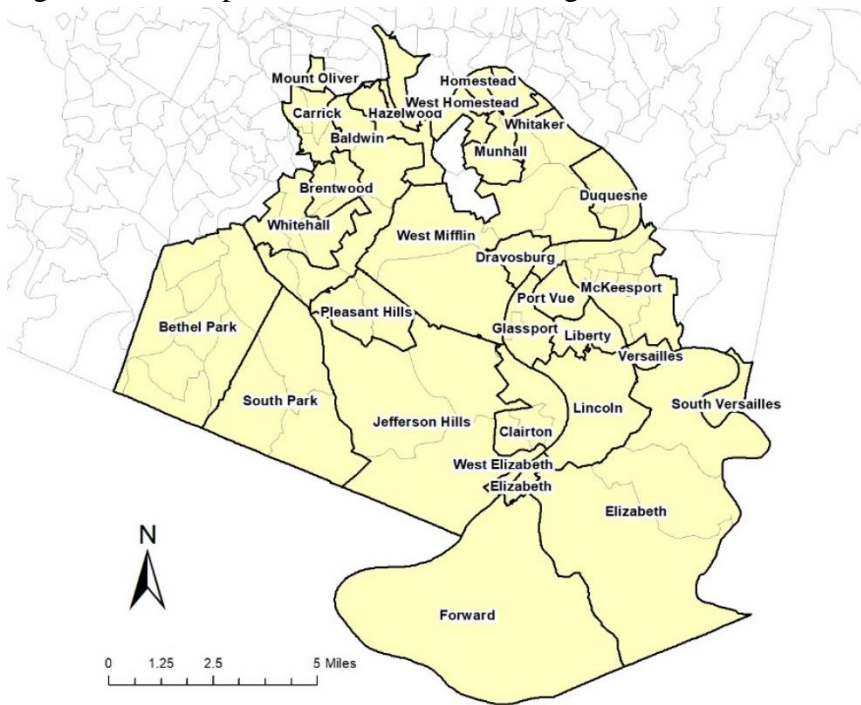
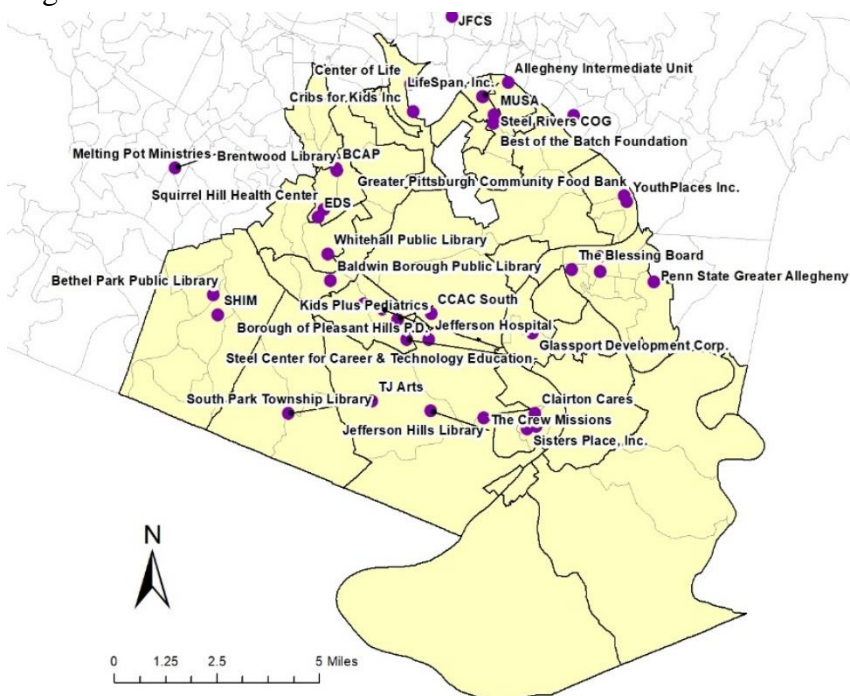


Figure 3. Selected Grantee and Community Collaborative Organizations Serving the Jefferson Region



Jefferson has been grantmaking and building collaborative relationships within the Jefferson region for over four years. Shown in Figure 3 are the organizations who have become core community partners, serving as Community Collaborative members, grantees, or both. The Community Collaborative is a network of over 90 organizations facilitating group action towards shared priorities.

Additional reference maps providing further background information, such as the location of census tracts, can be found in Appendix A.

## b. Project Goal

The Jefferson Regional Foundation engaged the Nonprofit Clinic in the Graduate School of Public and International Affairs to assess community need in its service area, with a focus on where certain vulnerable populations such as low-income housing residents and refugees/immigrants reside, and how these patterns have changed over time. As suburban poverty continues to grow and local demographics continue to shift, Jefferson Regional Foundation must constantly scan its environment and be flexible in meeting community need. Therefore, the goal of this project was to increase the Foundation's understanding of areas with concentrated suburban poverty throughout the Jefferson Region. This understanding will increase the effectiveness of Jefferson Regional Foundation's grantmaking and outreach efforts.

**Goal:** to increase the Foundation's understanding of areas with concentrated suburban poverty throughout the Jefferson Region

## II. Methodology

In partnership with the Foundation, the consultant identified the following deliverables:

Deliverable 1: Literature Review on Suburban Poverty

Deliverable 2: Statistical and GIS Analysis of Community Data

### a. Deliverable 1: Literature Review

To design the statistical analysis, the consultant first undertook a literature review. JRF requested information on suburban poverty, public housing, and immigrant and refugee populations. The consultant researched policies, trends, measurement methodologies, and best practices related to these topics. Peer-reviewed journal articles and reports from professional organizations were included in the review. The results of the literature review are interwoven throughout the discussion in Section III: Findings and Section IV: Recommendations.

### b. Deliverable 2: Statistical and GIS Analysis

#### Data Collection

The consultant downloaded the most recent data available: in some cases, this was from year 2018, and in others, from year 2017.

## Community Need

During the Literature Review, the consultant reviewed a local report on suburban poverty published by the Allegheny County Department of Human Services (DHS).<sup>1</sup> This report measured community need by constructing an index of a holistic set of measures encompassing a broader definition of suburban need including family structure, education, employment opportunities, physical environment, and access to transportation. These measures are taken from the American Community Survey 5-year estimates, published by the U.S. Census and are listed in Figure 4 Below. The measures are then combined into an index and ranked into one of 10 tiers of need, 1 being the lowest and 10 being the highest.

Figure 4. Community Need Index Indicators

1. Percentage of population below 100% of the federal poverty line
2. Percentage of population below 200% of the federal poverty line
3. Percentage of families headed by single females
4. Percentage of civilian males ages 16–64 who are unemployed or not in the labor force
5. Percentage of residential units vacant
6. Percentage of households with no available vehicle
7. Percentage of population age 25 and older who have not received a high school diploma<sup>3</sup>

Source: Allegheny County DHS, 2014<sup>2</sup>

For this analysis, Jefferson communities are compared to each other, not the entire county. This results in an index of relative need within the Jefferson Region only. Carrick and Hazelwood were not included in the community need data collection or analysis because they are a part of the City of Pittsburgh and therefore not classified as “suburban.”

## Low-Income Housing

To map the location and quantity of low-income housing in the Jefferson Region, the consultant used data from the U.S. Department of Housing and Urban Development (HUD). Some datasets were retrieved directly from the HUD website,<sup>3</sup> while the geospatial data was retrieved from the HUD e-GIS Storefront published on the ArcGIS Open Data site.<sup>4</sup>

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<sup>1</sup> Data Brief: Suburban Poverty. Report. Allegheny County DHS. 2014.

<sup>2</sup> Ibid.

<sup>3</sup> HUD User Data Sets.

<sup>4</sup> HUD E-GIS Open Data Storefront.



## *Immigrants and Refugees*

Refugee admissions data were downloaded from the PA Office of Refugee Resettlement,<sup>5</sup> which publishes resettlement data at the metro-level. Data on the foreign born population (which encompasses both immigrants and refugees and does not distinguish between them) were downloaded from the American Community Survey 5-year estimates, published by the U.S. Census.

## *Analysis*

Once the data were collected, the consultant first conducted a statistical analysis to produce summary statistics at the census tract and municipality levels. Then, the consultant used ArcGIS software to construct maps showing current data as well as maps showing changes over time. To ensure accuracy, no data from before 2010 were used because some census tract boundaries in the Jefferson Region were changed in 2010. The findings of this analysis are presented in Section III: Findings.

## *III. Findings*

### *a. Community Need*

#### *Suburban Poverty: Causes and Effects*

The phenomenon of suburban poverty is relatively new and upends traditional notions of where poverty occurs and whom it affects. Nationally, suburbs--not cities--are now home to the largest and fastest-growing poor population. In the Pittsburgh metro area from 2000-2012, the number of suburban tracts with concentrated poverty doubled and the share of the poor population living in these suburbs increased from 21.9% to 35.4%.<sup>6</sup> The number of suburban residents living in concentrated poverty grew at almost three times the pace of growth of those living in cities.<sup>7</sup>

The great recession, broad population decentralization trends, changes in relative housing affordability, sprawl of low-wage jobs, capital disinvestment in the suburbs, and immigration patterns have all been identified as contributing factors to the growth of suburban poverty.<sup>8</sup>

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<sup>5</sup> "Demographics and Arrival Statistics." Pennsylvania Refugee Resettlement Program.

<sup>6</sup> Kneebone, Elizabeth. *The Growth and Spread of Concentrated Poverty, 2000 to 2008-2012*. Report. Brookings. 2014.

<sup>7</sup> Ibid.

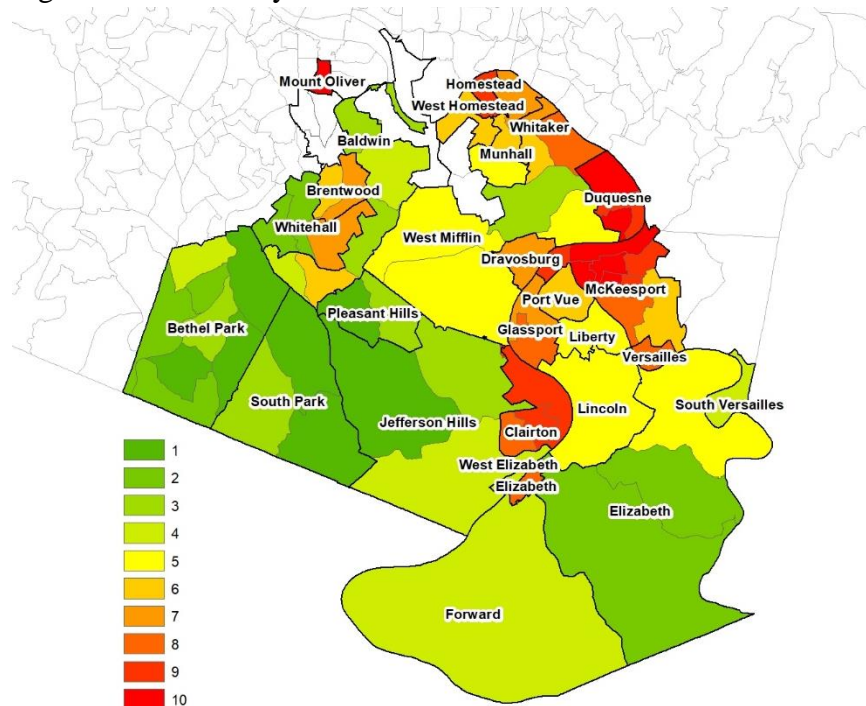
<sup>8</sup> Berube, Alan. *Updating the War on Poverty for a Suburban Age*. Working paper. Metropolitan Policy Program, Brookings. 2014

The effects of suburban poverty are numerous, but those most relevant to Jefferson Regional Foundation's position and interests include strain on existing social service organizations and economic, social, and service isolation of residents in need.<sup>9</sup> Service isolation affects families' abilities to access the resources needed to meet their daily needs. Social isolation affects both the quality of life of individuals and the equity and cohesion of society as a whole.<sup>10</sup>

**Finding #1:** Mt. Oliver, McKeesport, Duquesne, Homestead, and Clairton are currently the highest need communities in the Jefferson Region.

Figure 5 displays need across the Jefferson Region. Communities with the lowest relative levels of need are displayed in a green color, while communities experiencing the highest relative levels of need are displayed in a red color. High need communities are primarily concentrated along the Monongahela River and extend as far south as Elizabeth Borough, about 15 miles south of the City of Pittsburgh. On the other hand, most of the lowest need communities are clustered in the southwest portion of the service area.

Figure 5. Community Need Index Tier 2017



Source: ACS 2017 5-year estimates. Index created by Allegheny County DHS

<sup>9</sup> Murphy, Alexandra K. and Danielle Wallace. "Opportunities for Making Ends Meet and Upward Mobility: Differences in Organizational Deprivation Across Urban and Suburban Poor Neighborhoods." *Social Science Quarterly* 91, no. 5 (2010): 1164-1186.

<sup>10</sup> Pantazis, Christina, David Gordon, and Ruth Levitas. *Poverty and Social Exclusion in Britain: The Millennium Survey*. Bristol: Policy, 2006.

Mt. Oliver, McKeesport, Duquesne, Homestead, and Clairton contain the top 20% highest need neighborhoods (tiers 9 and 10). In these neighborhoods, poverty rates are especially high and vehicle access is especially low compared to the rest of the Jefferson communities. An average of 37% of residents live in poverty, ranging as high as 68% of residents in McKeesport Tract 5521. 36% of households do not have access to a vehicle, ranging as high as 78% in the same McKeesport tract. Limited public transit combined with a lack of vehicle access makes service isolation a reality for these households.

South Park, Bethel Park, Jefferson, Pleasant Hills, Whitehall, and Elizabeth Township contain the lowest 20% need neighborhoods (tiers 1 and 2). As a point of comparison, poverty rates are as low as 3% and households lacking vehicle access are as low as 0% in these neighborhoods. Figure 6 Shows a comparison of all metrics included in the Community Need Index, comparing the averages across the highest and lowest need communities in the Jefferson Region.

Figure 6 Comparison of Average Metrics for Highest vs. Lowest Need Communities

	Highest Need	Lowest Need
Poverty Rate	37%	5%
Poverty Rate (200%)	61%	14%
Female Headed Households with Children	67%	14%
Male Unemployment	49%	18%
Vacancy Rate	22%	4%
Households Lacking Vehicle Access	36%	3%
No High School Degree	13%	3%

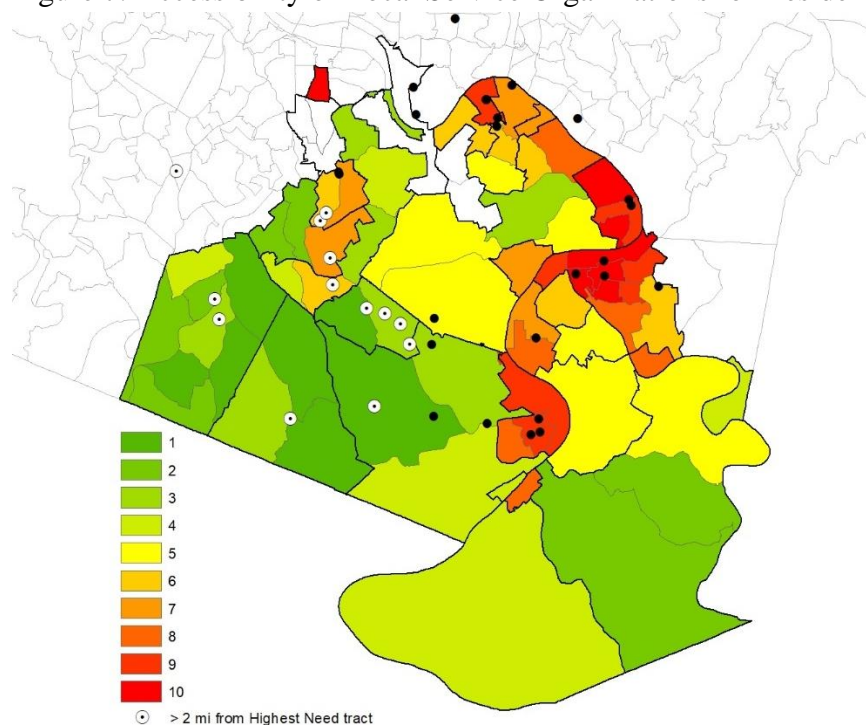
Figures 5 and 6 show that there is a tremendous amount of socioeconomic diversity within the Jefferson Region. To some degree, this can be expected within a 140 square mile region adjacent to an urban core. Perhaps more surprising are the stark differences that can be observed across borders of adjacent communities, or even across neighborhoods within communities. Such differences exist across the borders of neighboring Elizabeth Borough and Elizabeth Township, Jefferson Hills and Clairton, West Mifflin and Duquesne. Brentwood and Whitehall appear as an island of need among surrounding lower-need neighborhoods of Baldwin and Whitehall.

**Finding #2: Transportation accessibility of local service organizations may be a challenge for residents of high-need tracts.**

Compared to urban safety nets, suburban safety nets rely on relatively few social services organizations, and tend to stretch operations across much larger service delivery areas than their urban counterparts.<sup>11</sup> Further, suburbs are more likely to lack hardship organizations, defined as food, shelter, and emergency relief organizations.<sup>12</sup> When residents need to travel long distances to get help, where one lives may dictate one's access to certain types of help. This is denoted in the literature as "organizational deprivation."<sup>13</sup>

Figure 7 shows the location of selected service organizations in the Jefferson Region relative to high need tracts, as previously identified by the Community Index in Finding #1. Organizations are shown as black dots, but organizations that are located more than two miles away from the nearest high need tract are shown as red dots.

Figure 7. Accessibility of Local Service Organizations for Residents of High Need Tracts



<sup>11</sup> Allard, Scott, and Benjamin Roth. *Strained Suburbs: The Social Service Challenges of Rising Suburban Poverty*. Report. Brookings. 2010.

<sup>12</sup> Murphy, Alexandra K. and Danielle Wallace. "Opportunities for Making Ends Meet and Upward Mobility: Differences in Organizational Deprivation Across Urban and Suburban Poor Neighborhoods." *Social Science Quarterly* 91, no. 5 (2010): 1164-1186.

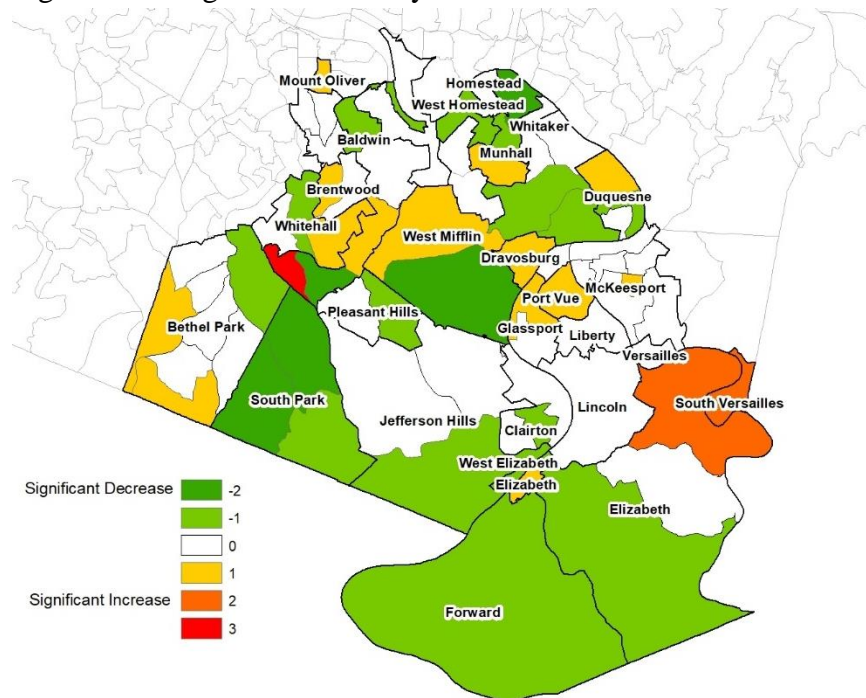
<sup>13</sup> Ibid.

The potentially inaccessible organizations flagged here include South Hills Interfaith Movement (SHIM), Kids Plus Pediatrics, Melting Pot Ministries, Squirrel Hill Health Center, Steel Center for Career and Technology Education, and TJ Arts. It should be noted that this map may exclude potentially more accessible “outpost” locations that these organizations may operate in addition to their headquarters.

**Finding #3:** While need in the highest tier communities remains mostly constant, “mid-tier” communities in parts of Baldwin, Elizabeth Township, and South Versailles experienced the greatest relative increases in need.

Many Jefferson communities experienced a slight (1 tier) increase or decrease in need. However, due to the margins of error in ACS estimates, changes of only one tier “may not reliably represent significant (or even real) change for any single tract, but observing geographically clustered changes might signal meaningful regional trends.”<sup>14</sup> Therefore, this finding focuses on those communities that experienced change in need of 2+ tiers.

Figure 8. Change in Community Index Need Tier 2012-2017



Source: ACS 2017 5-year estimates. Index created by Allegheny County DHS

South Versailles as well as parts of Elizabeth Township and Baldwin (tract 4801.02) experienced the greatest increases in need over the 5-year period between 2012 and 2017, although the three communities still maintain “mid” tiers (in the 4-5 range) in 2017. The three communities

<sup>14</sup> *Data Brief: Suburban Poverty*. Report. Allegheny County DHS. 2014.

experienced these changes differently. Both South Versailles and Baldwin experienced a social shift, evidenced by declining education attainment and household composition of their residents. On the other hand, Elizabeth Township experienced more of an economic shift, with a pronounced increase in the poverty rate of 9%.

Encouragingly, Munhall as well as parts of West Mifflin and Baldwin (tract 4801.01) experienced decreases in need that moved each of them out of the “highest-need” tiers. Baldwin experienced the largest improvements in poverty and vehicle access. On the other hand, both Munhall and West Mifflin experienced improvements in education attainment. West Mifflin also experienced a pronounced improvement in the vacancy rate, showing improved health of the local housing market.

### A Tale of Two Baldwins?



Baldwin stands out as a rapidly changing community to keep an eye on. The dramatic changes in the metrics shown in Figure 9 shows that while half of Baldwin is rapidly stabilizing, the other half is experiencing increasing need.

Figure 9. Change in Metrics for Baldwin Neighborhoods

	Baldwin 4801.02	Baldwin 4801.01
Change in Need	Low but Emerging	Stabilizing
Poverty Rate	+2%	-30%
Poverty Rate (200%)	+5%	-9%
Female Headed Households with Children	+17%	-17%
Male Unemployment	+14%	-9%
Vacancy Rate	-2%	-3%
Households Lacking Vehicle Access	+1%	-17%
No High School Degree	+2%	-1%

Source: ACS 2017 5-year estimates. Index created by Allegheny County DHS

Note: The ACS 5-year estimates all contain a margin of error and must be interpreted with caution.



## b. Housing

### Pittsburgh's Affordable Housing Shortage

Changing relative housing affordability is considered to be the most important factor driving the continued suburbanization of poverty.<sup>15</sup> This change in affordability is driven by a change in market preference toward urban living and working, which has led to new construction in urban neighborhoods and increased demand for both residential and commercial space. Concurrent economic forces such as the widening wage gap and slow growth in real wages have caused lower-income residents to be “priced out” of gentrifying neighborhoods, and to find paying for housing increasingly challenging overall. As a result, there is a local housing affordability gap of over 17,000 units in Pittsburgh.<sup>16</sup>

### Low-income Housing Options

When families and individuals face housing affordability challenges, they can qualify for public housing based on 1) annual gross income; 2) whether they qualify as elderly, a person with a disability, or as a family; and 3) U.S. citizenship or eligible immigration status. All public housing households must be low income, have income less than 80% of the area median income (AMI), and at least 40% of new admissions in any year must have extremely low income, defined income less than 30% of AMI or the federal poverty level adjusted for family size, whichever is greater.<sup>17</sup> Some public housing buildings serve special clientele, such as disabled or elderly residents. The Section 811 Supportive Housing for Persons with Disabilities program funds housing for persons with significant and long-term disabilities.<sup>18</sup> The Section 202 Supportive Housing for the Elderly program funds housing for persons over the age of 62 with very low income (below 50% of area median income).<sup>19</sup>

In addition, Housing Choice Vouchers help people with the lowest income afford housing in the private housing market by paying landlords the difference between what a household can afford to pay for rent and the rent itself. Housing Choice Vouchers target households with extremely low income (less than 30% of AMI).<sup>20</sup> Voucher recipients may choose their own private housing, but landlords are not required to rent to a household with a voucher; consequently, many households have difficulty finding a place to rent with their vouchers.<sup>21</sup> Finally, since it is

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<sup>15</sup> Covington, Kenya L. "Poverty Suburbanization: Theoretical Insights and Empirical Analyses." *Social Inclusion* 3, no. 2 (2015): 71-90.

<sup>16</sup> *Affordable Housing Task Force Findings and Recommendations to Mayor William Peduto and the Pittsburgh City Council*. Report. 2016.

<sup>17</sup> *Primer on Federal Affordable Housing and Community Development Programs*. Report. National Low Income Housing Coalition. 2019.

<sup>18</sup> Ibid.

<sup>19</sup> Ibid.

<sup>20</sup> Ibid.

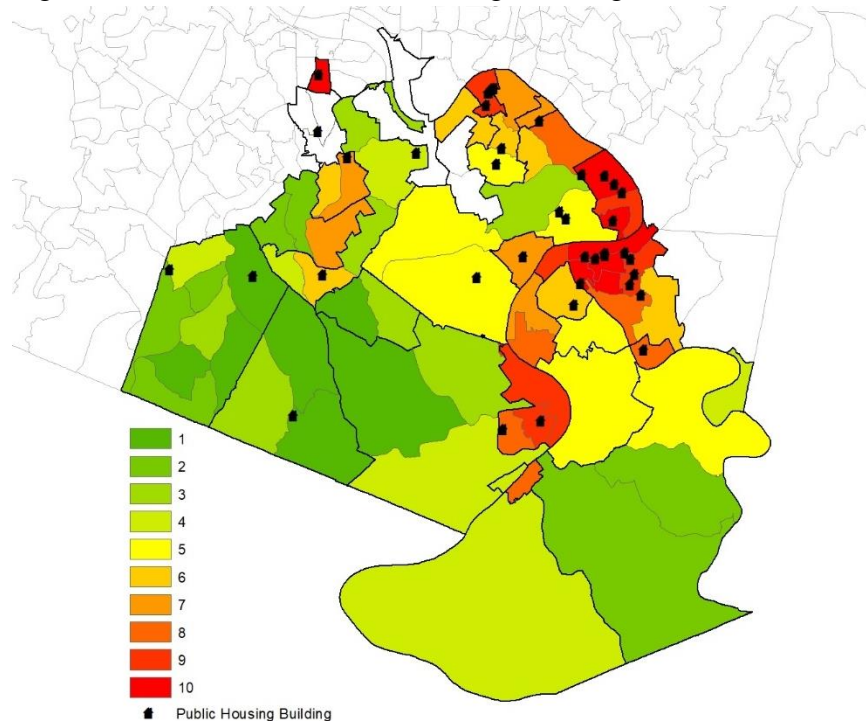
<sup>21</sup> Ibid.

not an entitlement program, only 1 in 4 eligible households receive assistance.<sup>22</sup> As aging housing in the suburbs becomes relatively more affordable, Housing Choice Vouchers are increasingly locating in suburban communities (about half of all voucher households).<sup>23</sup> However, voucher recipients are suburbanizing at a lower rate than the poor overall.<sup>24</sup>

**Finding #4:** Over 3,000 Jefferson residents live in publicly-subsidized buildings, mostly concentrated in West Mifflin, Duquesne, McKeesport, and Clairton.

There are 38 public housing buildings serving 3,293 residents in the Jefferson Region. The address, size, clientele, and other details of each building are included in Appendix B. These buildings are not distributed equally across the region, and are mostly concentrated in high-need communities, including Duquesne, McKeesport, Clairton, and West Mifflin, as shown in figure 10. Figure 11 shows that in these communities, more than 10% of the population lives in a public housing building.

Figure 10. Location of Public Housing Buildings Relative to Community Need



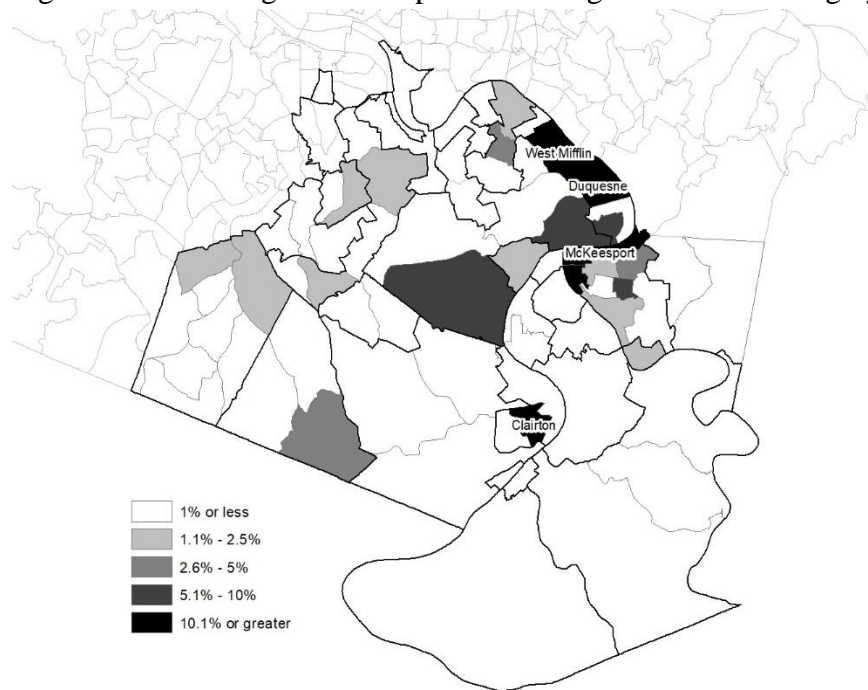
<sup>22</sup> Ibid.

<sup>23</sup> Berube, Alan. *Updating the War on Poverty for a Suburban Age*. Working paper. Metropolitan Policy Program, Brookings. 2014.

<sup>24</sup> Covington, Kenya L. "Poverty Suburbanization: Theoretical Insights and Empirical Analyses." *Social Inclusion* 3, no. 2 (2015): 71-90.



Figure 11. Percentage of the Population living in Public Housing by Tract



Source: HUD, November 2018

Most of these residents (1,802) live in multifamily buildings with an average of 150 residents per building. Overall, residents of multifamily buildings tend to have larger households and a higher transiency rate than the other building types. Although the average length of stay across buildings was 6.16 years, 26% of residents moved in within the past year. Transiency rates are highest at Orchard Park in Duquesne (82%) and Yester Square in McKeesport (61%). The average household income is \$11,524 (equal to 20% of AMI, “extremely low”). 44% of households are headed by a single female with children.

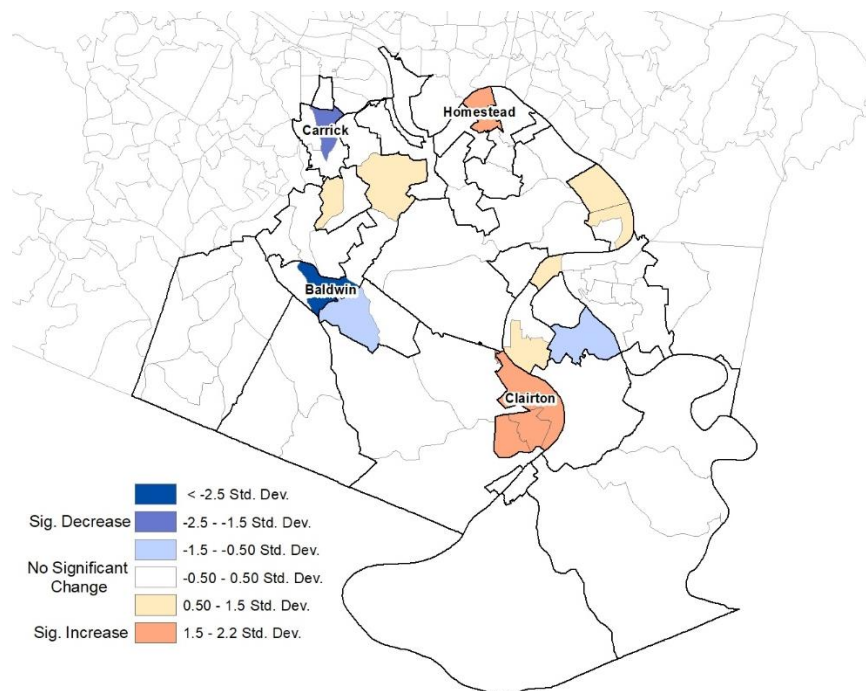
Housing for the elderly is the second-largest category at 22 buildings serving 1,336 residents. Demand is especially high at the four Homestead Apartments buildings, with waitlists of 9-32 months at each building. Finally, housing for persons with disabilities is the smallest category at 4 buildings serving 155 residents. These residents have the lowest incomes at an average of \$8,910 per household (18% of AMI).

**Finding #5:** Over 2,000 Jefferson residents use Housing Choice Vouchers to pay for private housing. Residential choices are changing over time, with a significant increase in residents choosing to locate in Homestead and Clairton since 2010.

There are over 2,370 Housing Choice Voucher recipients (HCVRs) in the Jefferson Region. Voucher holders are most concentrated in the communities of Hazelwood, Clairton, Mt. Oliver, Duquesne, and Homestead. A complete list and map of HCVRs by community can be found in Appendix C.

Since 2010, residential choices have changed, as shown in Figure 12. Significantly less residents are locating in Baldwin, while significantly more residents are choosing to locate in Clairton and Homestead, two of the highest-need communities in the region. As previously discussed, this trend may be driven by changes in housing affordability and/or landlord behavior.

Figure 12. Change in Number of Units Occupied by Housing Choice Voucher Holders 2010-2018



Source: HUD, 2010-2018

## c. Immigrants and Refugees

### Immigrants Disperse to the Suburbs

The foreign-born population (immigrants and refugees) is increasingly choosing to settle in the suburbs. Indeed, three quarters (76 percent) of the growth in the foreign-born population between 2000 and 2013 in the largest metro areas occurred in the suburbs.<sup>25</sup> However, the connection between this trend and suburban poverty is weak at best. Immigrants accounted for almost a third (30 percent) of overall population growth in the suburbs from 2000 to 2009, but less than a fifth (17 percent) of the increase in the poor population.<sup>26</sup> This connection may be even weaker in the Pittsburgh region, which is home to the most English-proficient immigrant population of all metro areas. Even among Pittsburgh metro's non-English proficient residents (1.6% of the population), 39% hold a bachelor's degree (again, the highest among all metro areas) and their earnings are not significantly different from English proficient residents.<sup>27</sup>

### Immigrants Strengthen Communities and Economies

The literature has identified the following benefits<sup>28</sup> of immigrants to local communities:

- Positive productivity effects
- Innovation; Generation of a greater variety of ideas
- More local businesses, increasing the tax base
- Increased variety of goods and services supplied
- Enhanced amenity/destination value of neighborhood
- Increased home values, increasing the tax base

The literature is confirmed by local data. In Pittsburgh, immigrants are 35% more likely to be entrepreneurs than the native-born population, and there are 4,409 immigrant entrepreneurs in the region.<sup>29</sup> According to a recent All for All survey of local immigrant entrepreneurs, many decided to open a food business in Pittsburgh in response to the lack of ethnic food available, which they identified as a market opportunity.<sup>30</sup> In the Jefferson Region, at least four Nepali and

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<sup>25</sup> Wilson, Jill. Immigrants Continue to Disperse, with Fastest Growth in the Suburbs. Report. Brookings. 2014.

<sup>26</sup> Suro, Roberto, Jill H. Wilson, and Audrey Singer. Immigration and Poverty in America's Suburbs: Brookings Institution, 2011.

<sup>27</sup> Wilson, Jill. Investing in English Skills: The Limited English Proficient Workforce in U.S. Metropolitan Areas. Report. Metropolitan Policy Program, Brookings. 2014.

<sup>28</sup> Suro, Roberto, Jill H. Wilson, and Audrey Singer. Immigration and Poverty in America's Suburbs: Brookings Institution, 2011. And Peri, Giovanni. "Immigrants, Productivity, and Labor Markets." *The Journal of Economic Perspectives* 30, no. 4 (2016): 30;3;-29.

<sup>29</sup> "Pittsburgh Metro Area." *New American Economy*. 2017.

<sup>30</sup> *Immigrant-Owned Small Business & Local Food Economy Report*. Report. All for All. 2018.

Bhutanese restaurants have opened recently along the Route 51 corridor, revitalizing empty strip mall storefronts.<sup>31</sup>

## Refugee Resettlement

Numbers of admitted refugees are declining due to lowered federal admissions caps. In fiscal year 2019, the U.S. will accept only 30,000 people fleeing persecution — the lowest level since the creation of the U.S. Refugee Act in 1980. Accordingly, this has led to a decline in funding to resettlement agencies. In Pittsburgh, this has caused Northern Area Multi Service Center (NAMS) to end its resettlement services, leaving two providers left in the region (JFCS and AJAPO).<sup>32</sup>

The refugee resettlement experience can be abrupt and overwhelming. Because the U.S. government has historically emphasized quick refugee integration into American society, it works with the resettlement agencies to promote rapid economic self-sufficiency through employment. In addition to eight months of cash assistance, refugees have limited access to medical services, English language training, and employment support services. According to surveys of Bhutanese refugees, knowing the English language appears to be the key variable in overcoming initial adaptation barriers.<sup>33</sup> Locally, the Bhutanese Community Association of Pittsburgh reports that concerns of the local population across generations include transportation, racism, lacking a place of worship, isolation of senior citizens, and limited engagement with the broader community.<sup>34</sup>

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<sup>31</sup> McCart, Melissa. "Four New Dumpling Restaurants Are Now Open in Brentwood." *Pittsburgh Post-Gazette*, January 7, 2019.

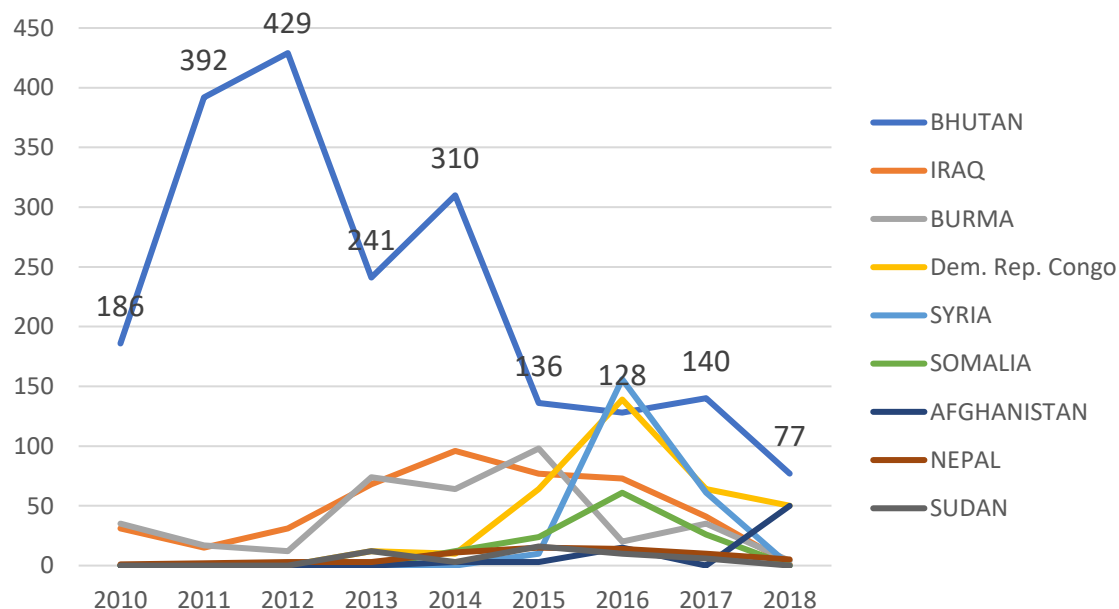
<sup>32</sup> Palmiero, Kimberly. "Why One of Three Pittsburgh-area Groups Offering Refugee Resettlement Is Ending the Service." *Public Source*, October 24, 2018.

<sup>33</sup> *Invisible Newcomers: Refugees from Burma/Myanmar and Bhutan in the United States*. Report. APIASF. 2014..

<sup>34</sup> *Libraries & Community Responsiveness. Profiles of the South Hills: Baldwin*. Report. ACLA. 2016.

Finding #6: The largest refugee population resettled in the Pittsburgh region since 2010 is the Bhutanese population, at least half of whom have settled in the Jefferson Region, primarily in Baldwin and Whitehall.

Figure 13. Refugee Arrivals to Pittsburgh region by Year, 2010-2018

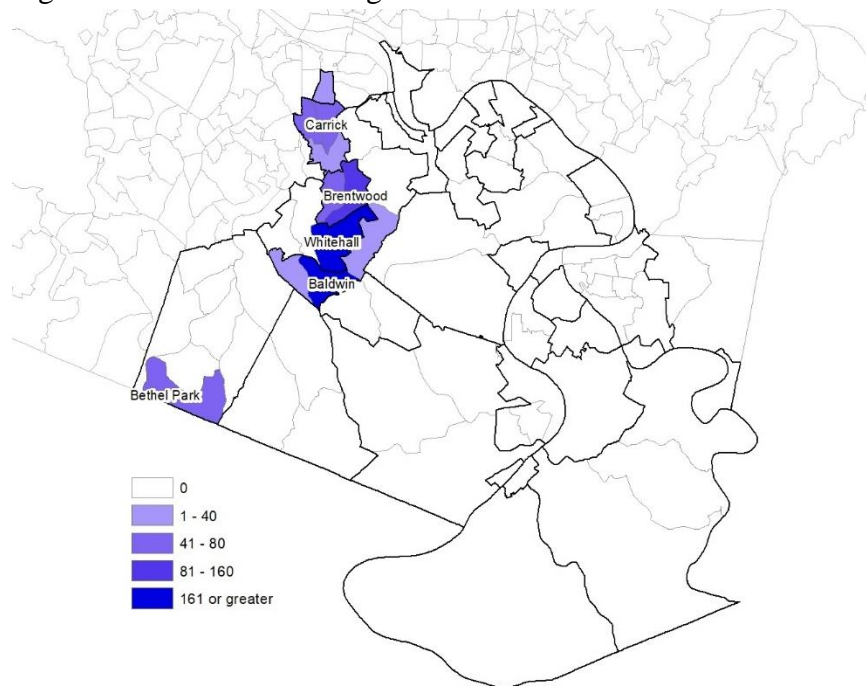


Source: PA Office of Refugee Resettlement<sup>35</sup>

A majority (55% or 2,039) of the refugees resettled in the Pittsburgh area from 2010-2018 were from Bhutan. The Jefferson Region is home to a large concentration of Bhutanese residents, primarily residing in Baldwin and Whitehall, shown in Figure 14. ACS estimates 1,192 Bhutanese residents reside in the Jefferson Region, but this number is likely undercounted.

<sup>35</sup> "Demographics and Arrival Statistics." Pennsylvania Refugee Resettlement Program.

Figure 14. Number of Foreign Born Bhutanese\* Residents



Source: ACS 2017 5-year estimates

\*ACS Does not count Bhutanese residents separately. They are reported in the category called “Southeast Asia-Other”

**Finding #7:** The Jefferson Region is home to 8,000+ foreign born residents, with the largest and fastest-growing populations in Baldwin and Whitehall. Over time, these residents are clustering in increasingly smaller areas.

There are at least 8,420 Foreign Born residents in the Jefferson region, 1,902 of which (22.6%) arrived in 2010 or later. Due to known issues with undercounting the foreign born population, these are likely underestimates. A map of foreign born residents in the Jefferson Region can be found in Appendix D.

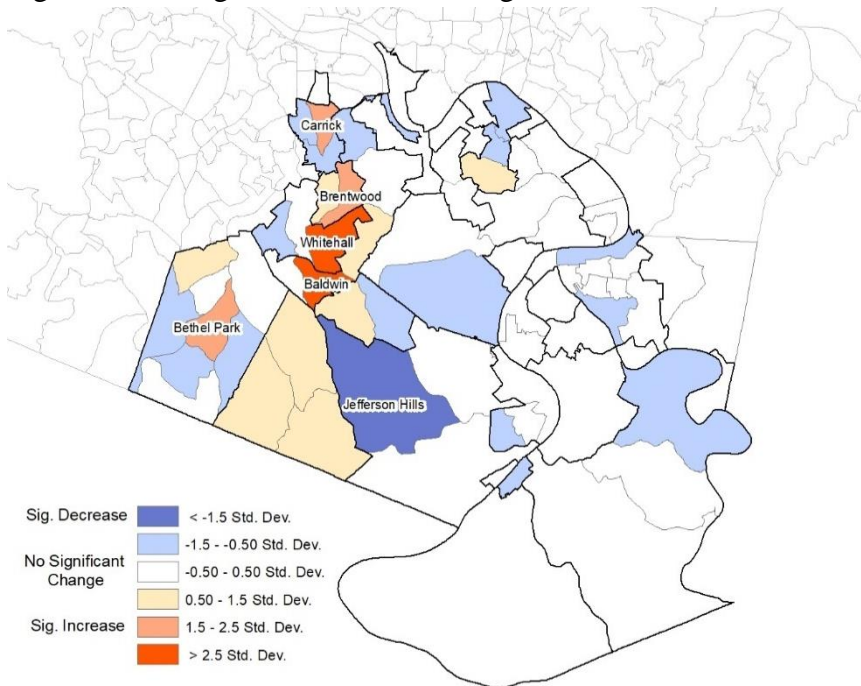
Figure 15. Top 10 Countries of Origin in the Jefferson Region

Country	Number of Residents	Percent of Foreign Born Residents
Bhutan*	1192	14%
India	726	9%
Italy	519	6%
Russia	392	5%
Germany	318	4%
Vietnam	301	4%
Mexico	301	4%
Nepal	254	3%
China	251	3%
Myanmar (Burma)	206	2%

Source: ACS 2017 5-year estimates

Figure 16 shows the change over time of this population. Contrary to national and local trends of increasing suburbanization of the foreign born population, many Jefferson communities showed little change or even a decrease in foreign born residents, with Jefferson Hills experiencing the largest loss of over 200 residents.

Figure 16. Change in Number of Foreign Born Residents 2010-2017



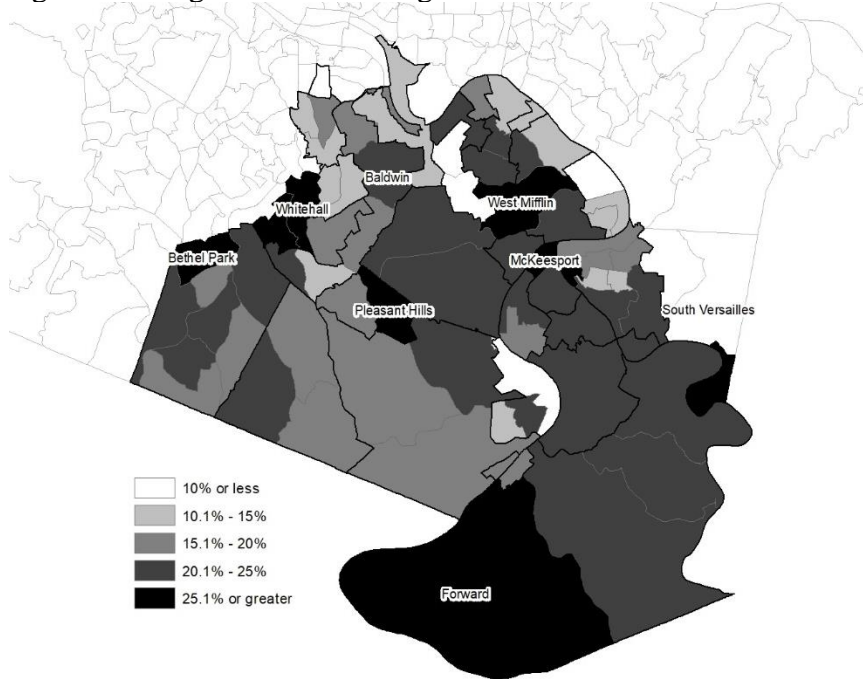
Source: ACS 2010, 2017 5-year estimates

On the other hand, a limited number of communities experienced a significant gain in foreign born residents, perhaps through secondary migration within the Jefferson Region. This clustering pattern is especially noticeable in the neighborhoods of Bethel Park and Carrick that gained foreign born residents while the surrounding neighborhoods lost residents.



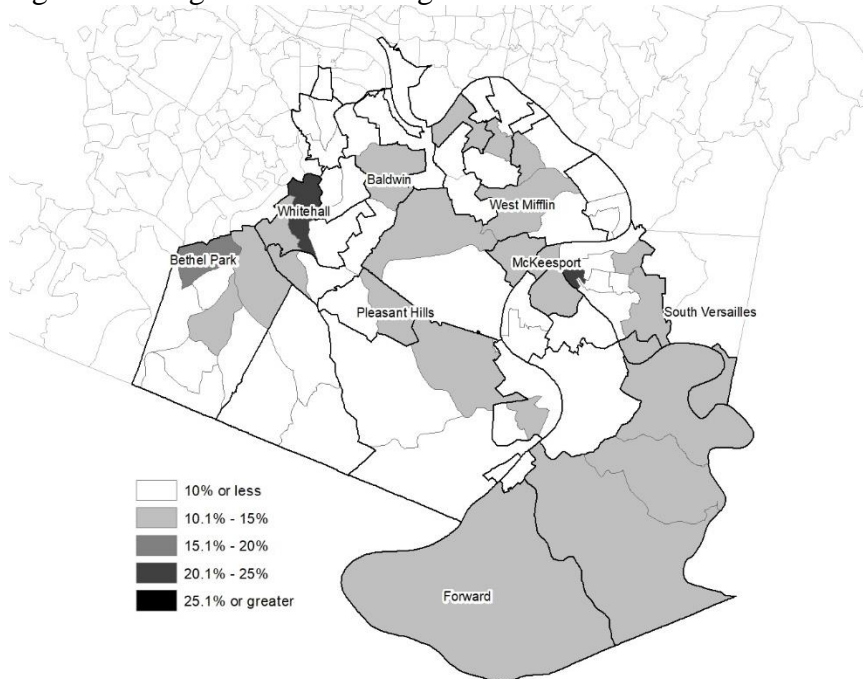


### Age: Percentage of Residents Aged 65+



Source: ACS 2017 5-Year Estimates

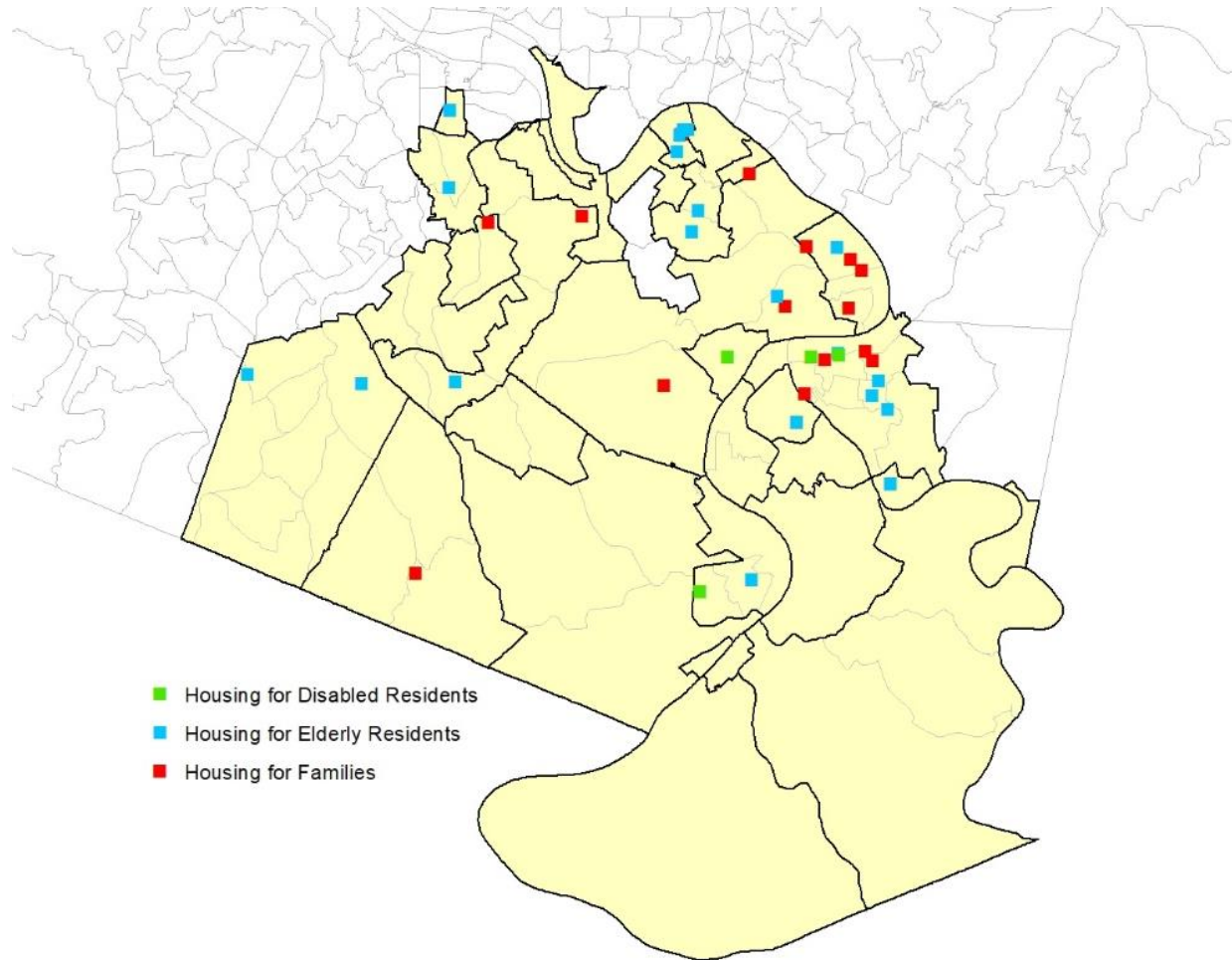
### Age: Percentage of Residents Aged 75+



Source: ACS 2017 5-Year Estimates

## Appendix B: Public Housing Buildings

### Public Housing Buildings in the Jefferson Region



### Public Housing Buildings for Disabled Residents

Building Name	# Units	# Residents	Street Address	Authority	Community	Tract
SUMMERDALE COURT	8	missing	745 Tamarack Dr	Allegheny County	Clairton	4929
PITCAIRN/DRAVOSBURG APARTMENTS	20	21	100 3rd St	Allegheny County	Dravosburg	4870
MIDTOWN PLAZA	128	167	516 Sinclair St	McKeesport	McKeesport	5519
WHITE STREET APARTMENTS	15	18	502 White St	McKeesport	McKeesport	5509

## Public Housing Buildings for Elderly Residents

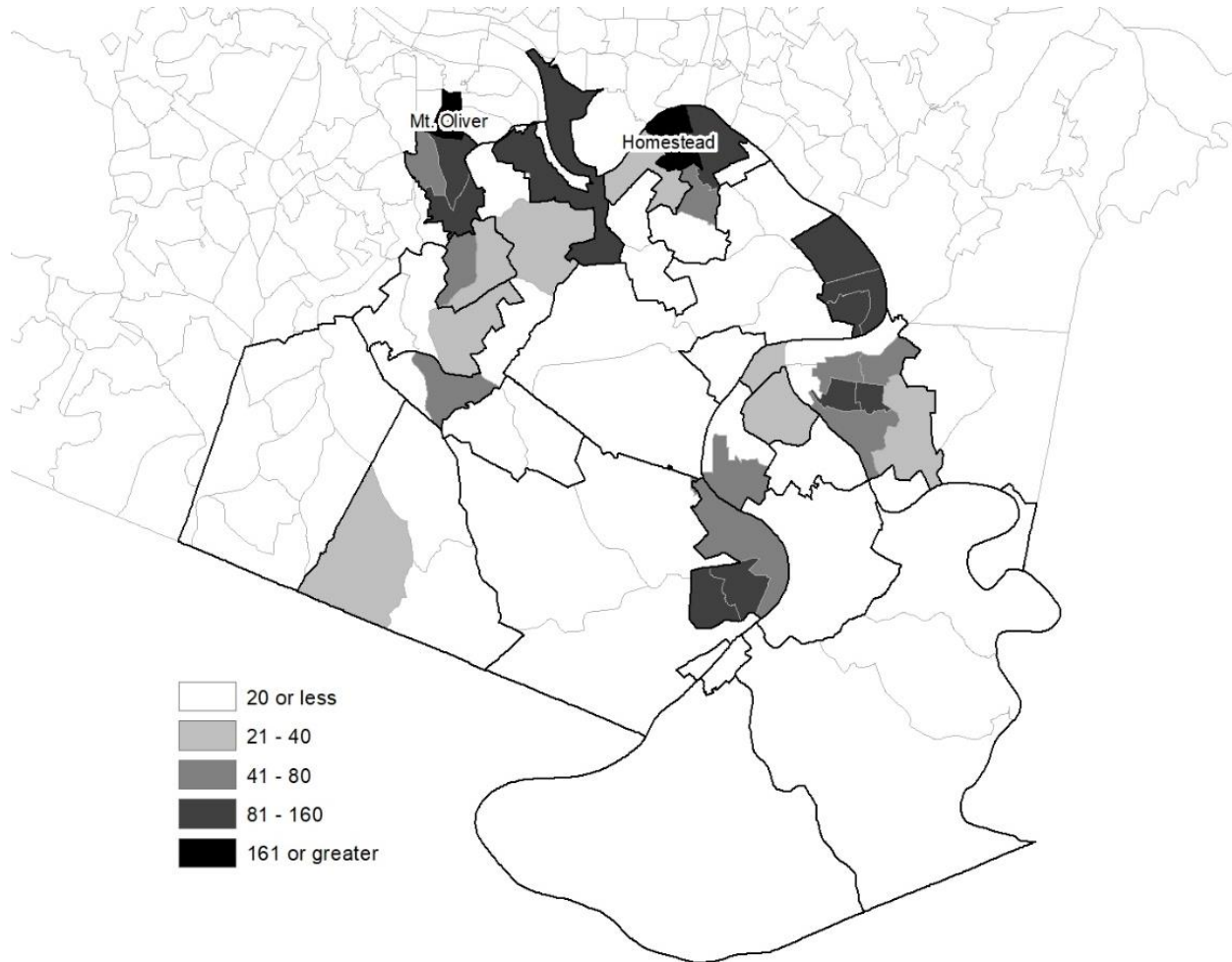
Building Name	# Units	# Residents	Street Address	Authority	Community	Tract
BALDWIN TOWERS	98	99	200 Knoedler Rd	Allegheny County	Baldwin	4801
GERMAINE HARBOR	39	41	100 Germaine Ln	Allegheny County	Bethel Park	4754
ST THOMAS MORE MANOR	99	99	1000 Oxford Dr	Allegheny County	Bethel Park	4751
PIETRAGALLO REGENCY	66	66	2129 Brownsville Rd	Pittsburgh	Carrick	2902
G. WASHINGTON CARVER HALL	148	248	565 Reed St	Allegheny County	Clairton	4928
MILLER AVENUE SENIOR APTS	12	12	missing	Allegheny County	Duquesne	4867
Homestead Apartments A (Phase II)	60	65	411 E 8th Ave Apt 211	Allegheny County	Homestead	4838
HOMESTEAD APTS EXT C	52	66	441 E 8th Ave	Allegheny County	Homestead	4838
Homestead B Tower (Phase III)	60	68	481 E 8th Ave	Allegheny County	Homestead	4838
SECOND BAPTIST SENIOR APARTMEN	35	34	128 W 12th Ave	Allegheny County	Homestead	4838
VANTAGE COURT SENIOR HOUSING	8	missing	805 Ann St	Allegheny County	Homestead	4838
FIFTH AVENUE COMMONS	21	20	1205 5th Ave	McKeesport	McKeesport	5519
GRANDVIEW APARTMENTS	26	29	2130 Grandview Ave	McKeesport	McKeesport	5524
MCKEESPORT TOWERS	192	198	missing	McKeesport	McKeesport	5520
VERSAILLES-ARCHER / MCKEESPORT ELDE	38	36	3221 Versailles Ave	McKeesport	McKeesport	5512
ORMSBY MANOR	30	31	107 Ormsby Ave	Allegheny County	Mt. Oliver	4810
Homestead Apartments Tower Phase I	60	66	412 E 8th Ave	Allegheny County	Munhall	4843
METHOUSE	21	20	111 Caroline St	Allegheny County	Munhall	4845
SAINT THERESE PLAZA	100	98	4 Saint Therese Ct	Allegheny County	Munhall	4846
PORT VUE APTS	19	18	1810 Myer Ave	Allegheny County	Port Vue	5003
VERSAILLES APARTMENTS	24	23	4626 Walnut St	Allegheny County	Versailles	5010
WEST MIFFLIN MANOR	170	160	2400 Sharp Ave	Allegheny County	West Mifflin	4884

## Public Housing Buildings for Families

Building Name	# Units	# Residents	Street Address	Authority	Community	Tract
CHURCHVIEW GARDEN APARTMENTS	36	51	3783 Churchview Avenue Ext	Allegheny County	Baldwin	4804
GRAYSON COURT	47	69	3021 Grayson Ave	Allegheny County	Brentwood	4782
GRANT TOWERS APARTMENTS 236	39	45	100 Grant Ave	Allegheny County	Duquesne	4867
OLIVER PLAZA APTS	32	45	200 N 2nd St	Allegheny County	Duquesne	4867
Orchard Park	33	87	904 State St	Allegheny County	Duquesne	4869
PARKVIEW MANOR: DUQUESNE	180	235	901 Duquesne Place Dr	Allegheny County	Duquesne	4867
HOMESTEAD	18	31	331 E 9th Ave	Allegheny County	Homestead	4838
E R CRAWFORD VILLAGE	444	748	501 Pirl St	McKeesport	McKeesport	5512
HI VIEW GARDENS	116	241	709 6th St	McKeesport	McKeesport	5519
R B HARRISON VILLAGE	202	394	3A Harrison Vlg	McKeesport	McKeesport	5521
Yester Square Phase II - Mixed Finance	58	127	1001 Yester Sq	McKeesport	McKeesport	5512
SOUTH PARK APARTMENTS / PARKFORD AP	100	232	601 Parkford Dr	Allegheny County	South Park	4900
CAMDEN HILLS / MIFFLIN ESTATES	201	405	501 B Dr	Allegheny County	West Mifflin	4886
MON VIEW HEIGHTS	326	694	missing	Allegheny County	West Mifflin	4882
Scattered Sites	86	255	2215 Homestead Duquesne Rd	Allegheny County	West Mifflin	4884

## Appendix C: Housing Choice Voucher Recipients

Number of Housing Choice Voucher Recipients by Tract



Source: HUD 2018

Housing Vouchers as a Percent of Total Rental Units in Community

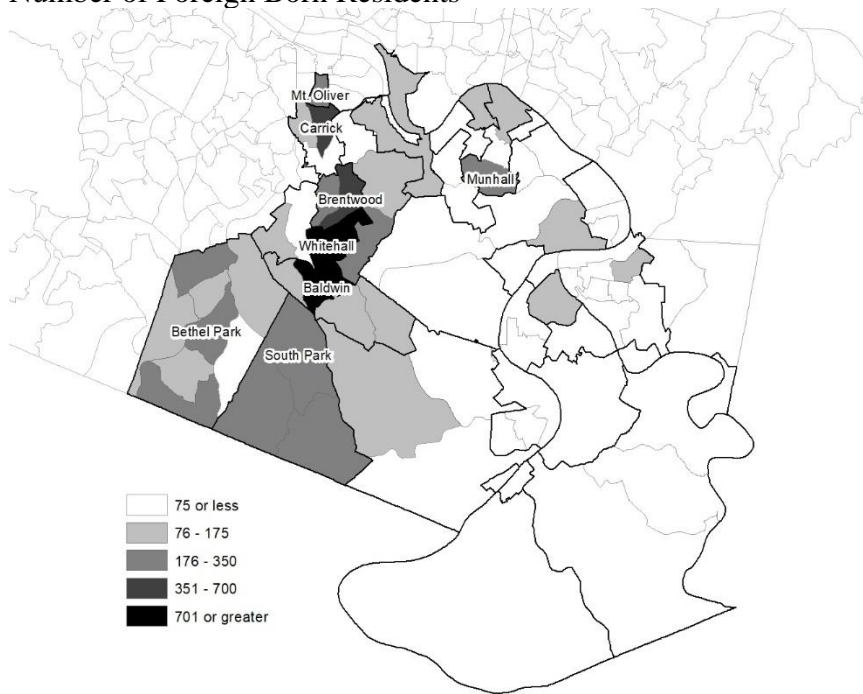
<b>Community</b>	<b>Vouchers as Percent of Rental Units in Community</b>	<b>Number of Vouchers</b>
Hazelwood	26.7%	96
Clairton	26.0%	324
Mt. Oliver	21.7%	172
Duquesne	21.7%	297
Homestead	20.4%	197
Carrick	16.1%	268
West Homestead	13.4%	29
McKeesport	11.5%	446
Glassport	10.6%	58
Munhall	8.8%	170
Port Vue	6.7%	24
Baldwin	6.0%	89
Brentwood	4.3%	70
West Mifflin	4.0%	46
Whitehall	3.7%	37
Versailles	3.5%	14
Dravosburg	3.4%	12
South Park	3.1%	21

Source: HUD 2018



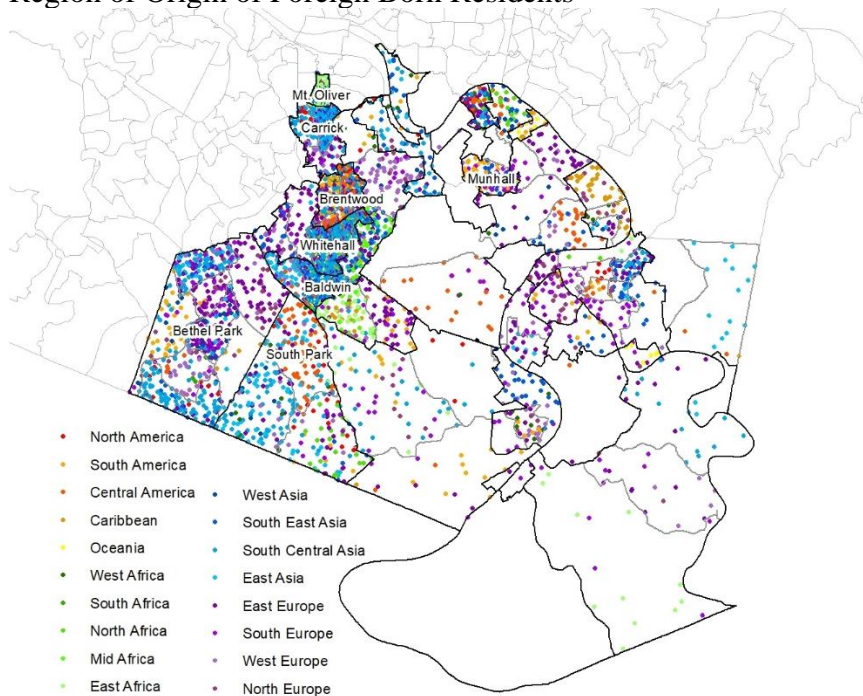
## Appendix D: Foreign Born Residents

### Number of Foreign Born Residents



Source: ACS 2017 5-Year Estimates

### Region of Origin of Foreign Born Residents



Source: ACS 2017 5-Year Estimates



## Appendix E: Census 2020 Outreach

### Most Likely Tracts to be Undercounted, Listed in Order

Community	2010 Tract	Tier	2010 Response Rate	% Lacking Home Internet Access
MCKEESPORT	5521	10	56.6%	50.9%
DUQUESNE	4867	10	67.7%	34.5%
MCKEESPORT	5509	10	72.9%	43.0%
MCKEESPORT	5519	10	73.0%	57.6%
HOMESTEAD	4838	9	74.6%	40.6%
MCKEESPORT	5523	10	74.6%	30.4%
MOUNT OLIVER BORO	4810	10	75.1%	30.4%
DUQUESNE	4869	10	76.2%	30.4%
MCKEESPORT	5520	9	76.3%	34.5%
CLAIRTON	4927	9	76.5%	25.9%
DUQUESNE	4868	9	76.9%	34.5%
MCKEESPORT	5512	9	78.8%	38.8%
CLAIRTON	4928	9	79.2%	47.5%
MCKEESPORT	5522	9	82.8%	43.2%

Source: Hard to Count 2020<sup>36</sup>

### Additional Tracts to Consider Based on Foreign Born Population

Community	2010 Tract	Tier	2010 Response Rate	% Limited English Proficient
BALDWIN	4801.01	6	77%	6%
CARRICK	2902	n/a	77.4%	4%
WHITEHALL	4773	7	80.4%	14%
BRENTWOOD	4782	7	81.6%	2%

Source: Hard to Count 2020

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<sup>36</sup> Census Hard to Count 2020

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