

*An Atlas of the Garfield Neighborhood
of Pittsburgh 1977*



GARFIELD

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PITTSBURGH NEIGHBORHOOD ATLAS

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Allegheny County Department of Elections

ACTION-Housing, Inc.

Department of City Planning of the City of Pgh.

Southwestern Penna. Regional Planning Commission

ACTION-Vista (Volunteers in Service to America)

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The Pittsburgh Foundation

Henry Oliver Rea Charitable Trust

Sarah Scaife Foundation, Inc.

Weld Tooling Company

University of Pittsburgh (In Kind)

INTRODUCTION

The Pittsburgh Neighborhood Alliance was formed in 1969 by a number of neighborhood organizations that were concerned with improving the city's neighborhoods and their relations with city government. The members of the Alliance recognized that in order to negotiate effectively with city government about such major concerns as public service needs, capital improvements and transportation, it was necessary to obtain accurate, up-to-date information about the neighborhoods. Unfortunately, this information was not available.

To remedy this situation, the Alliance developed its Pittsburgh Neighborhood Atlas project. First, the boundaries of the city's neighborhoods had to be determined. The Pittsburgh Neighborhood Atlas asked people attending community meetings to name and describe the boundaries of the neighborhoods in which they lived. This information was also provided by an Atlas-initiated survey. Responses from every voting district of the city were analyzed to assure citizen involvement at the neighborhood level. Seventy-eight neighborhoods were thus identified, each made up of one or more whole voting districts in order to comply with provisions in Pittsburgh's home rule charter relating to the election of community advisory boards.

The Atlas then gathered a body of useful and up-to-date information for every neighborhood. It is the beginning of a neighborhood information system that more closely reflects neighborhood boundaries as defined by residents instead of by public officials. In the past, statistics about sections of the city have been based on information published for relatively large areas such as census tracts. For the atlas, much of the material describing neighborhood characteristics came from figures compiled for smaller areas: voting districts or census blocks. As a result, detailed information is now available for neighborhoods whose boundaries differ substantially from census tract boundaries.

The information in this atlas provides an insight into current neighborhood conditions and the direction in which the neighborhood is moving. The best indicators showing the health of the neighborhood are provided by citizen satisfaction with the neighborhood, and changes in residential real estate transaction prices. Comparison of these statistics to those for the entire city provide a basis to begin understanding issues of neighborhood stability. In the years to come, as additional data are gathered for each of these indicators, trends will become more obvious.

It is important to recognize that neighborhood change is a complex process and that one indicator by itself may not be useful. Neighborhoods may be healthy regardless of their level of income, and therefore income-related statistics may not be useful guides by themselves. Neighborhoods must be viewed over time in terms of relative changes compared to the city as a whole, and any analysis of neighborhood conditions must focus upon all of the data in order to provide a comprehensive understanding.

To learn about specific sections of the neighborhood, figures by individual voting district or census tract may be obtained. Additional information on the neighborhood or the information system is available through the Center for Urban Research of the University of Pittsburgh, which has made an outstanding contribution to the development of this atlas.

NEIGHBORHOOD HISTORY
GARFIELD

Garfield's history began before the Revolutionary War when Indian territory was taken over by English land owners. The first owners seem to have been George Croghan and Casper Taub, Sr. During the Revolution, Taub sold much of his land to his son-in-law, John Conrad Winebiddle Sr., who developed a rich man's country estate on top of the great hill that is Garfield.

During the 19th century, the area became part of Collins Township, but remained largely unsettled except for the country homes which included the Winebiddle and Schenley estates.

In 1867, Collins Township was annexed to the growing city of Pittsburgh and, in 1881, some of the old estates were cut up into small lots. It was at this time that Garfield received its name. The first purchaser of a lot was given the privilege of naming the area. The initial purchase occurred on the day President James Garfield was buried and his name was chosen.

From 1881 onward, Garfield's development began. Irish immigrants came first and, in time, founded St. Lawrence O'Toole Roman Catholic Church which is a major institution of the neighborhood today. Other immigrants were Slavic and German and, in the 20th century, Italians. There is no evidence of any ethnic clubs in the area; however, St. Lawrence parish may have served this role. Some residents traveled to Lawrenceville and other nearby areas for nationality get-togethers.

Most of those who settled in Garfield after 1881 were wage earners and their families. Jobs were found in the foundries and factories along the Allegheny River below Butler Street, and in other nearby plants, warehouses, and stores.

Some Black families have lived in Garfield since the turn of the century. With the building of the 632-unit Garfield Heights public housing project in the mid-1960's, Black households have sharply increased. In 1975, the population of the neighborhood was more than 50% Black.

GARFIELD
SUMMARY STATISTICS

	<u>Neighborhood</u>	<u>Pittsburgh</u>
Population (1974)	7,516	479,276
% Change (1970-1974)	-16%	-8%
% Black population (1970)	42%	20%
Housing units (1974)	2,368	166,625
% Vacant	8%	6%
% Owner-occupied housing units (1974)	46%	54%
Average sales price of owner-occupied dwellings (1975)	\$14,355	\$23,518
% Residential real estate transactions with mortgages provided by financial institutions (1975)	47%	59%
Crime rate (1975)	0.050	0.053
Average family income (1969)	\$ 8,000	\$10,500
Income index as % of city index (1974)	88%	
% Satisfied with neighborhood (1976)	13%	41%
Major neighborhood problems (1976)	Unsafe streets Vandalism Burglary	Poor roads Dog litter Burglary

CITIZEN SURVEY

The purpose of the citizen survey was to obtain attitudes about the quality of the neighborhood environment. Citizens were asked to respond to questions concerning the neighborhood as a whole, neighborhood problems, and public services. The attitudinal data, heretofore not available, are key indicators of the relative health of the neighborhood. By specifying neighborhood problems or public service needs, the information may be a useful guide for public investment or service delivery decisions.

The city-wide survey was mailed to a randomly selected sample of registered voters. Of approximately 35,000 households contacted, 9,767 responded. The sample provides a 5% response rate for each of the city's 423 voting districts. (See Appendix for a profile of the respondents as well as for statistics on voter registration.)

I. Neighborhood Satisfaction

Garfield residents are generally less satisfied with their neighborhood than residents city-wide. Table 1 shows that 13% of the citizens responding to the survey were satisfied with their neighborhood compared to 41% in all city neighborhoods. When asked to state whether the neighborhood is better or worse than two years ago, 6% said that it was better which was less than the city-wide response of 12%. Given the opportunity to move from the neighborhood, 19% said they would continue to live there compared to a response of 45% for the city as a whole. The responses to these satisfaction questions indicate a negative attitude of residents toward their neighborhood compared to citizens city-wide.

TABLE 1

Neighborhood Satisfaction
Garfield

Question 1: Generally, how satisfied are you with conditions in the neighborhood?

	Satisfied (%)	Dissatisfied (%)	Neither (%)
Garfield	13	74	10
All neighborhoods	41	37	21

Question 2: Do you think this neighborhood has gotten better or worse over the past two years?

	Better (%)	Worse (%)	Not Changed (%)
Garfield	6	84	7
All neighborhoods	12	49	36

Question 3: If you had your choice of where to live, would you continue living in this neighborhood?

	Yes (%)	No (%)	Not Sure (%)
Garfield	19	55	22
All neighborhoods	45	32	18

SOURCE: Citizen Survey, 1976.

NOTE: The percent responses to each question do not add up to 100%. The difference is accounted for by the following: "don't know", "unable to evaluate", or no answer.

II. Neighborhood Problems

In order to identify specific neighborhood problems, residents were asked to consider twelve problems usually associated with urban communities and rate them for the neighborhood. Table 2 compares the problem ratings of the respondents from Garfield to those from all city neighborhoods. Areas of particular concern for the neighborhood include unsafe streets, burglary, vandalism, and trash and litter.

III. Satisfaction with Public Services

Table 3 shows the satisfaction of Garfield residents with their public services and compares the responses to data for all city neighborhoods. City-wide, residents are least satisfied with street and alley maintenance. Garfield residents are more satisfied with respect to the fire department and garbage collection, and less satisfied with respect to parks and recreation, police, and street and alley maintenance.

The Citizen Survey also asked the respondents to list the services with which they were the least satisfied and to explain the reasons for their dissatisfaction. Residents from Garfield gave the greatest number of reasons for dissatisfaction to the services listed below. Included is a summary of the major reasons for their dissatisfaction.

1. Street and alley maintenance: Streets in poor repair; too many potholes; need better street repair and maintenance program; better street cleaning services; dirty sidewalks.
2. Police: Not enough police protection or services; need for more beat patrolmen and police dogs patrolling the neighborhood.
3. Parks and recreation: No recreation facilities close by; parks need better supervision; problems of litter and vandalism; use of parks by undesirable people or outsiders; need for more facilities, equipment, and playgrounds.

TABLE 2

 Neighborhood Problems
 Garfield

Problem Category	Problem Rating - Percent Response		
	<u>Not a Problem</u>	<u>Minor or Moderate</u>	<u>Big or Very Serious</u>
Unsafe streets			
Garfield	6	29	59
All neighborhoods	25	45	21
Vandalism			
Garfield	6	25	60
All neighborhoods	13	49	28
Rats			
Garfield	17	39	17
All neighborhoods	34	33	12
Burglary			
Garfield	5	28	54
All neighborhoods	14	44	29
Poor roads			
Garfield	32	37	18
All neighborhoods	17	41	33
Trash and litter			
Garfield	14	32	44
All neighborhoods	27	41	24
Vacant buildings			
Garfield	22	28	36
All neighborhoods	49	24	13
Undesirable people moving into the neighborhood			
Garfield	17	31	33
All neighborhoods	42	28	15
Stray dogs			
Garfield	15	36	39
All neighborhoods	25	38	18
Dog litter			
Garfield	14	33	41
All neighborhoods	21	38	32

SOURCE: Citizen Survey, 1976.

NOTE: The percent responses to each question do not add up to 100%. The difference is accounted for by the following: "don't know", "unable to evaluate", or no answer. The problem categories of alcoholism and drug abuse are not included in the table because the response rates to these questions were low.

TABLE 3

Satisfaction with Public Services
Garfield

Service	Percent Response		
	<u>Satisfied</u>	<u>Neither</u>	<u>Dissatisfied</u>
Parks and Recreation			
Garfield	26	14	43
All neighborhoods	51	15	23
Schools			
Garfield	43	9	23
All neighborhoods	46	12	21
Street maintenance			
Garfield	40	17	36
All neighborhoods	32	15	49
Alley maintenance			
Garfield	18	13	42
All neighborhoods	20	13	39
Garbage collection			
Garfield	64	10	21
All neighborhoods	74	10	13
Police			
Garfield	31	17	43
All neighborhoods	51	17	23
Public transportation			
Garfield	51	16	26
All neighborhoods	61	11	23
Fire Department			
Garfield	80	8	2
All neighborhoods	78	7	3
Sewage system			
Garfield	61	12	6
All neighborhoods	63	10	13
Condition and cost of housing			
Garfield	39	15	28
All neighborhoods	44	17	22

SOURCE: Citizen Survey, 1976.

NOTE: The percent responses to each question do not add up to 100%. The difference is accounted for by the following: "don't know", "unable to evaluate", or no answer. Public health and mental health/mental retardation services are not included in the table because the response rates to these questions were low.

CRIME RATE

The crime rate for major crimes has fluctuated over the last three years (Table 4). For 1973 the number of major crimes per capita was .051. The crime rate decreased in 1974 to .042; the increased to .050 in 1975. The crime rate in the neighborhood was less than the city per capita rate of .053 in 1975.

TABLE 4

Crime Rate: Major Crimes
Garfield

<u>Year</u>	<u>Major Crimes Number</u>	<u>Crime Rate</u>	
		<u>Neighborhood</u>	<u>Pittsburgh</u>
1973	387	.051	.043
1974	316	.042	.047
1975	373	.050	.053

SOURCE: City of Pittsburgh, Bureau of Police.

NOTE: Major crimes are murder, rape, robbery, assault, burglary, and theft. The neighborhood crime rate is computed by dividing the number of crimes committed in the neighborhood by its adjusted population for 1974.

THE PEOPLE

Table 5 and Table 6 present data on the characteristics of the neighborhood population and compare them to city-wide statistics.

In 1974, the estimated population of Garfield was 7,516, down by 16% since 1970. This compares to a city-wide population decline of 8% during the same period. Information on the racial composition of the neighborhood is not available for 1974; however, the number of Black households in the neighborhood increased during the decade of the sixties, and the Black population was 41.5% of the neighborhood's population in 1970, compared to 20.2% for the city.

The average household size in the neighborhood was 3.08 persons in 1974, down from 1970. The percentage of the population 65 years and older was 13.0% in 1970, compared to 13.5% for the city as a whole.

TABLE 5

Population and Housing Characteristics, 1970 and 1974
Garfield

	<u>Neighborhood</u>		<u>Pittsburgh</u>	
	<u>1970</u>	<u>1974</u>	<u>1970</u>	<u>1974</u>
Population				
% Black	41.5%	....	20.2%	....
% 65 years and over	13.0%	....	13.5%	....
Households				
% One-person households	21.6%	22.8%	25.4%	25.5%
% Retired head-of-household	....	28.2%	....	26.3%
% Households with children	....	39.1%	....	32.7%
% Female head-of-household with children	....	13.9%	....	6.4%
% In owner-occupied housing unit	45.9%	46.1%	50.3%	54.2%
% Households changing place of residence within past year	....	24.2%	....	27.0%
Average household size	3.33	3.08	2.82	2.67

SOURCES: U. S. Census (1970) and R. L. Polk & Co. (1974).

NOTE: Dotted lines (....) indicate data unavailable for that year.

The turnover rate of households in the neighborhood is less than that for all of the city's neighborhoods. During 1973, 24.2% of the households in the neighborhood changed their place of residence compared to a rate of 27.0% for the city. (The figures represent households who have moved within the neighborhood or city as well as those moving into or out of the neighborhood or city.)

Female-headed households with children in 1974 comprised 13.9% of the total households in the neighborhood compared to 6.4% for the city as a whole. In 1974, one-person households consisted of 22.8% of the total households in the neighborhood compared to 25.5% city-wide and to 21.6% for the neighborhood in 1970.

TABLE 6

Neighborhood Change: 1960-1970 and 1970-1974
Garfield

	<u>Number</u> <u>Neighborhood</u>	<u>Percent Change</u>	
		<u>Neighborhood</u>	<u>Pittsburgh</u>
Population			
1960	7,900		
1970	8,947	+13	-14
1974	7,516	-16	- 8
Households ¹			
1960	2,279		
1970	2,677	+17	- 6
1974	2,193	-18	-12
Black households ²			
1960	421		
1970	943	+124	+15
1974	(not available)		
Housing units			
1960	2,364		
1970	2,807	+19	- 3
1974	2,368	-16	-12

SOURCES: U. S. Census (1960; 1970) and R. L. Polk & Co. (1974).

NOTE: The population figures reported by Polk are adjusted to account for under-reporting. Population includes persons living in institutions and other group quarters, such as nursing homes, dormitories or jails. Differences in the population, household, or housing unit count between 1970 and 1974 are due primarily to changes occurring in the neighborhood. A small percentage of the difference may be accounted for, however, by variations in data gathering techniques. Census statistics were compiled from information provided by all city households answering a standard questionnaire either by mail or interview on or about April 1, 1970. R. L. Polk collected its information by a door-to-door survey carried out over a period of several months. (See Appendix.)

¹The number of occupied housing units equals the number of households.

²Non-white households in 1960.

NEIGHBORHOOD INCOME

The average family income in Garfield was \$8,000, 76% of the city average, for the year 1969. R. L. Polk and Company computes an income index for each city census tract. This index, derived from the occupation of heads of households, was used to calculate the income index of the neighborhood. In 1974, the index for Garfield was 88% of the figure for the city as a whole.

Table 7 shows the number of neighborhood households receiving cash grants in 1974, 1975 and 1976 under the public assistance program of the Pennsylvania Department of Welfare. Public assistance in the form of food stamps, Medicaid, and various social services are also available to these households, as well as to other households in need. Public assistance payments were made to 34.3% of the neighborhood households in 1976, a higher proportion than for the city overall and an increase since 1974.

TABLE 7

Public Assistance: Households Receiving Cash Grants
Garfield

<u>Year</u>	<u>Neighborhood</u>		<u>Pittsburgh</u>
	<u>Number</u>	<u>Percent</u>	<u>Percent</u>
1974	628	28.6	16.0
1975	664	30.3	17.2
1976	753	34.3	18.0

SOURCE: Allegheny County Board of Assistance.

NOTE: The percentages are based on 1974 Polk households. Only households receiving cash grants under Aid to Dependent Children, Aid to Dependent Children-Unemployed Parent; General Assistance, and State Blind Pension programs are tabulated. The count is of those on assistance as of April 5, 1974, February 28, 1975, and February 27, 1976; households whose grants were terminated between reporting dates are not included.

HOUSING

Table 6 shows that the number of housing units in Garfield increased during the decade of the sixties and decreased from 1970 to 1974. Of the occupied housing units, 46.1% were owner-occupied in 1974, compared to a city-wide rate of 54.2%. The vacancy rate for the neighborhood was 7.5% which was greater than the rate for the city as a whole. (See Table 8.)

The average value of owner-occupied housing in the neighborhood was \$9,500 in 1970, compared to a city-wide average of \$14,800.

A housing expenditure greater than 25% of household income is often considered to be excessive and a problem associated with low income households. In 1970, for the city as a whole, less than 1% of renter households earning \$10,000 or more a year spent 25% or more of this income for rent; of those earning less than \$10,000, 43.7% spent 25% or more of their income on rent. In Garfield, 45.7% of renter households in the lower income category paid out 25% or more of their income on rent.* These percentages suggest a lack of housing choice for renters with limited incomes, both in the neighborhood and the city.

TABLE 8

Housing Characteristics, 1970 and 1974
Garfield

	<u>Neighborhood</u>		<u>Pittsburgh</u>	
	<u>1970</u>	<u>1974</u>	<u>1970</u>	<u>1974</u>
Housing units				
% Vacant	4.6	7.5	6.2	6.2
% One-unit structures	66.2	....	52.9	....
Occupied housing units				
% Owner-occupied	45.9	46.1	50.3	54.2
Average value: owner-occupied units ¹	\$9,500	....	\$14,800	

SOURCES: U. S. Census (1970) and R. L. Polk & Co. (1974).

¹Average value rounded to nearest one hundred dollars.

* Percentage calculated only for the part of Garfield made up of census tracts #1006 and #1007, which contained 87% of the neighborhood's renter-occupied housing units in 1970.

REAL ESTATE AND MORTGAGE LOAN TRANSACTIONS

The average sales price of owner-occupied housing was \$14,355 in 1975. (See Table 9.) Although the average price was less than the city-wide average, the implications of this divergence are difficult to judge because of variations in the quality and size of the structures among city neighborhoods. As additional data are obtained, however, the trend in real estate prices for the neighborhood can be compared to the trend for the city as a whole in order to determine relative differences.

In order to evaluate the extent to which private lenders are involved in the neighborhood, the number of mortgage loans made on residential property each year must be divided by the number of residential real estate transactions for that year. The percentage of residential real estate transactions financed through financial institutions was 47% in 1975 in Garfield compared to a city-wide rate of 59%. The implications of the difference between the two rates are difficult to discern because of variations in risk factors and income levels among city neighborhoods. However, as additional data become available, trends in lending activity within the neighborhood compared to other neighborhoods or to the city as a whole can be assessed.

TABLE 9

Real Estate and Mortgage Loan Statistics
Garfield

	<u>Neighborhood</u>	<u>Pittsburgh</u>
Average sales price: owner-occupied dwellings		
1974	\$13,615	\$21,582
1975	\$14,355	\$23,518
Number of residential mortgages		
1973	39	
1974	34	
1975	18	
% Residential real estate transactions with mortgages provided by financial institutions		
1974	62%	58%
1975	47%	59%

SOURCE: City of Pittsburgh, Department of City Planning.

APPENDIX

a. Data Sources: Information for the atlas was obtained from the 1960 and 1970 U. S. Census of Population and Housing; R. L. Polk and Company's "Profiles of Change" for Pittsburgh in 1974; Pittsburgh's Department of City Planning and Bureau of Police; the Allegheny County Board of Assistance, and Department of Elections and Voter Registration; Southwestern Pennsylvania Regional Planning Commission; and the Citizen Survey conducted by the Pittsburgh Neighborhood Atlas.

b. Neighborhood Census Tracts: 1006, 1007, and part of 1104.

c. Methodology: The opinions and characteristics of survey respondents, as well as voter registration, were recorded by voting district and then compiled for Garfield by the Pittsburgh Neighborhood Atlas in conjunction with the Center for Urban Research, University of Pittsburgh. Other material in the atlas was drawn from statistics tabulated for city census tracts or census blocks.

The neighborhood boundaries, which were determined on the basis of whole voting districts, do not conform exactly to census tract boundaries, so minor boundary adjustments were made wherever possible to simplify data collection efforts. In Garfield and in other parts of the city where substantial portions of a census tract fall in more than one neighborhood, the neighborhood characteristics for 1960 and 1970 were arrived at by adding together data for the census blocks in the neighborhood, item by item. The statistics from sources other than the U. S. Census were made available only by census tract, not by census block; therefore a method for prorating the data among neighborhoods was developed. The procedure allocated data for each neighborhood containing partial census tracts on the basis of the proportion of total tract population, households, or housing units contained in each sub-section.

To compensate for under-reporting, the 1974 figure for the neighborhood population has been increased by 1.11, a factor that was derived from the U. S. Bureau of the Census 1973 population estimate for Pittsburgh. An additional adjustment has been made where applicable, since Polk and Co. does not count persons living in institutions or other group quarters. To arrive at the total estimated population for 1974, the neighborhood population was further increased by adding the number of persons in group quarters for the neighborhood according to the 1970 Census.

d. Characteristics of The Sample: In Garfield, 127 citizens answered the questionnaires. Based on the number of replies to each question, the characteristics of the respondents can be generally described as follows: an average age of 50; 62% female; 33% Black; 74% with at least four years of high school education; 61% homeowners; and an average of 20 years in the neighborhood. The median household income falls in the range of \$7,000 to \$9,999; the average household size is 3.75 persons; and 50% of the households have no members under 18 years old living in the home.

The total sample (all respondents to the survey) was over-represented by homeowners (68% compared to 50% for Pittsburgh in 1970) and under-represented by Blacks (14% compared to a city Black population of 20% in 1970).

e. Voter Registration: In November, 1976, 3,096 residents of the neighborhood were registered to vote, a decrease of 37 (-1.2%) since November, 1975. In this period, city registration increased by 1.3% to 233,028.

In the process of collecting data for this publication, the Pittsburgh Neighborhood Atlas staff was assisted by many community organizations. The following list reflects those organizations that we were able to make contact in Garfield:

Garfield Outreach
410 Donna Street
Pittsburgh, Pa. 15206
661-2455

Garfield Citizens Organization
c/o Mrs. Frances McCoy
5365 Hillcrest Street
Pittsburgh, Pa. 15206 (15 years)
362-0089

East Liberty-Garfield Citizens Council
315 Larimer Avenue
Pittsburgh, Pa. 15206
361-7731

St. Lawrence O'Toole Parish Council
c/o Rev. Leo G. Henry
5323 Penn Avenue
Pittsburgh, Pa. 15224 (December, 1973)

Bloomfield-Garfield Corporation
c/o Rev. Leo G. Henry
5323 Penn Avenue
Pittsburgh, Pa. 15224 (December, 1975)
441-6950

Note: Dates in parenthesis indicate when organization started.