

PITTSBURGH ECONOMIC QUARTERLY

University Center for Social and Urban Research

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DIVERSITY AMONG ELECTED OFFICIALS IN THE PITTSBURGH REGION

by Monique Constance-Huggins and Ralph Bangs

How well are African Americans and women represented among elected officials in this region? A survey conducted by UCSUR in 2002 revealed that African Americans and women, compared to their shares of the population, are under-represented among most types of elected officials and in most jurisdictions in the region.

The under-representation of African Americans was most evident among mayors. Of the 99 cities and boroughs studied, none had African American mayors. Women too were under-represented among mayors. Though women made up just over half (52.2%) of the region's population in 2000, they accounted for only 20 mayors, or 17% of the total.

Municipal councils in the region also showed extremely limited diversity. Though African Americans made up 8% of the region's population in 2000, they accounted for about 3% of the region's council members. There were also only 23 women, or 18% of the total, winning borough and city council seats across the region.

In addition, the study also examined councils of the 52 largest cities in the U.S. African Americans represented about 24% of all council members, which

was lower than their share in these cities' population. Two Pittsburgh city council members were African American (22%), putting the city of Pittsburgh about average in the national ranking (27th). Women, too, were under-represented on municipal councils. Women accounted for 32% of the council positions in the 52 largest cities, while making up 51% of the population. The City of Pittsburgh performed worst than this national average. Only one woman sits on the nine-member city council in Pittsburgh.

Women and African Americans achieved more victories in school board elections than in mayoral and council races, though still not reaching figures commensurate with their representation in total population. Only 29 African Americans serve on school boards in the Pittsburgh region, representing just 4% of total school board members. Women fared best in school board elections, with 248 women serving on regional school boards, comprising 37.2% of total members.

Some good news! In spite of the overall lack of racial and gender diversity among elected officials, there were many municipalities and one county with African American and women representation at the level expected

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Predictors of Regional Perceptions and Intention to Relocate

by Scott Beach

This is the third in a series of articles describing initial findings from the new UCSUR Pittsburgh Quality of Life Survey. The Fall 2003 *PEQ* introduced the survey and presented basic descriptive statistics for various quality of life domains from the pilot telephone survey of 443 Allegheny County residents conducted between

February and April 2003. Random-digit dialing methodology was used, which gives all telephone households (including unlisted numbers) in the county a chance of being selected. Areas with higher concentrations of African American residents were over-sampled to ensure enough cases for analysis of racial differences. The

March 2004 *PEQ* presented additional data on socio-demographic differences in overall perceptions of Southwestern Pennsylvania (SWPA) as a place to live.

Respondents were asked to rate the SWPA region as an 'excellent' 'very good' 'good' 'fair' or 'poor' place to live. As reported in the Fall

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Predictors of Regional Perceptions and Intentions to Relocate

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2003 *PEQ*, a vast majority (87%) rated the region as a 'good,' 'very good' or 'excellent' place to live. Ratings were also fairly high for cultural and leisure opportunities, recreational opportunities, medical care received in the past year, local police, and local public schools, but were slightly lower for public transportation, and lowest for the highway system in the region. These results paint a generally positive portrait of perceived quality of life among Allegheny County residents. The socio-demographic breakdowns presented in the last *PEQ* showed that African Americans, city residents, and those with lower levels of education tended to rate the region less positively than white, non-city, and more educated residents.

This article builds on these findings by presenting multivariate models of overall regional perceptions. One model examines simultaneously seven socio-demographic variables in Table 1. A second model explores ratings in the seven quality of life domains described in the Fall 2003 *PEQ* – recreation, cultural opportunities, public transportation, the highway system, public schools, local police, and medical care received in the past year – as predictors. This model attempts to address the issue of which quality of life sub-domains are most relevant to overall perceived quality of life. A final combined model examining all 14 predictors simultaneously is also presented to get a sense of the "best" predictors of positive regional perceptions.

An issue that should theoretically be related to perceived quality of life is the decision of whether or not to remain in the region. One item on the survey asked the respondents if they expected to be living in SWPA five years from now. Approximately 14% of the sample said no, and, in fact, the

rate was higher (24%) among those rating the region overall as only 'poor' or 'fair.' Parallel socio-demographic, quality of life sub-domains and combined models are also presented to examine predictors of intentions to relocate out of the region in the next five years.

Table 1 presents logistic regression models for the odds of rating SWPA an 'excellent,' 'very good,' or 'good' place to live (versus only 'fair' or 'poor'). The socio-demographic model shows that college graduates were more likely to provide

positive ratings (almost six times more likely than those with a high school education or less). African Americans (about 1/4 as likely as whites) and city residents (about 40% as likely as non-city residents) were less likely. These results replicate the findings from the previous *PEQ* issue and show that these are *independent* socio-demographic correlates of perceived quality of life.

The quality of life model shows that high ratings of cultural opportunities and the local police are most strongly associated with positive

Table 1. Multivariate Logistic Regression Models of Allegheny County Residents, Ratings of SWPA as Excellent, Very Good, or Good Place to Live

Variable	Demographic Factor	Quality of Life Factor	Combined Factor
Females	1.58		1.34
Age¹			
30 – 44	1.10		2.38
45 – 64	1.11		2.42
65+	1.15		1.22
Education²			
Some College	1.85		1.16
College Graduate	5.87**		3.57*
African Americans	0.24**		0.37+
Marital Status³			
Divorced/Widowed	0.95		1.15
Single	1.74		4.15+
Children (< 18) in Household	0.78		0.70
City of Pittsburgh Resident	0.42*		0.21**
<i>Ratings of "Good" or Better...</i>			
Recreation		1.29	0.71
Cultural Opportunities		6.54*	8.12**
Public Transportation		1.18	1.40
Highway System		1.21	1.38
Public Schools		2.11+	2.13
Local Police		3.73**	1.40
Medical Care Received in Past Year		2.63+	5.78*

Notes: Table entries are odds ratios.

** $p < .01$; * $p < .05$; + $p < .10$

¹ Age 18 – 29 is the comparison group.

² High school graduate or less is the comparison group.

³ Married is the comparison group.

overall perceptions of the region. The final combined model shows that the best predictors of positive overall ratings of the region as a place to live are being a college graduate, a non-city resident, perceiving high quality cultural opportunities, and having received high quality medical care in the past year.

Turning to expectations to relocate within the next five years (Table 2), younger residents (18–29) were much more likely to expect to relocate than older residents. City residents were also over twice as likely as non-city residents to expect not to be living in the region five years from now, paralleling their less positive ratings of the region. Residents rating the public schools and police in their local communities as only ‘fair’ or ‘poor’ were more likely to expect to leave the region. The final combined model showed that age was by far the best predictor - younger residents (18–29) had the highest expectations to relocate within the next five years.

In sum, positive overall perceptions of the region were more likely for college graduates, whites, non-city residents, those perceiving high quality cultural opportunities, effective local police, and those who received high quality medical care. Expectations for relocation out of the region in the next five years were more likely for younger residents, city residents, and those who rated the quality of their local schools and police poorly. Note that ratings of public transportation and highways, which were generally lowest, did not relate to overall perceived quality of life or to location expectations.

Thus, there were somewhat different predictors of overall satisfaction with regional quality of life and actually expecting to remain in the region. However, city residents and those with less positive perceptions of

local police are groups that appear to be both less satisfied and more likely to relocate. These findings have potentially important implications for regional migration in a climate of increased concern over public safety in the context of a dwindling city tax base.

These analyses show the potential of the survey to generate policy relevant data. UCSUR is currently seeking funding to conduct: (1) 400 additional surveys with randomly selected Allegheny County residents; (2) 500 surveys of African Americans

in Allegheny County; and (3) 800 surveys with randomly selected residents from the five-county region surrounding Allegheny County. This would allow for more sophisticated analyses involving breakdowns of the findings by race, sex, age, residence, and so on. The survey could also be conducted in smaller geographic areas, resulting in community-level quality of life profiles. Individuals or organizations interested in participating in or supporting such surveys should contact Survey Research Director Scott Beach at UCSUR (412-624-5442).

Table 2. Multivariate Logistic Regression Models of Allegheny County Resident Expectations of Leaving SWPA Region in the Next Five Years

Variable	Demographic Factor	Quality of Life Factor	Combined Factor
Females	0.97		0.78
Age¹			
30 – 44	0.37*		0.31*
45 – 64	0.34*		0.21*
65+	0.06**		0.04**
Education²			
Some College	1.45		1.06
College Graduate	1.78		1.15
African Americans	1.62		2.38
Marital Status³			
Divorced/Widowed	1.43		1.55
Single	1.78+		1.16
Children (< 18) in Household	1.68		1.30
City of Pittsburgh Resident	2.10*		2.26+
<i>Ratings of ‘Good’ or Better...</i>			
Recreation		1.33	2.03
Cultural Opportunities		1.36	2.74
Public Transportation		0.79	0.72
Highway System		1.39	1.58
Public Schools		0.38*	0.49
Local Police		0.41*	0.83
Medical Care Received in Past Year		2.02	1.69

Notes: Table entries are odds ratios.

** $p < .01$; * $p < .05$; + $p < .10$

¹ Age 18 – 29 is the comparison group.

² High school graduate or less is the comparison group.

³ Married is the comparison group.

UNIONIZATION TRENDS IN THE PITTSBURGH REGION

by Chris Briem

Industrial relations in the Pittsburgh region have historically been dominated by collective bargaining agreements. Traditional Pittsburgh industries were concentrated in heavy manufacturing industries with heavily unionized labor forces. For decades, few manufacturing plants would open without union representation.

Changes in the regional mix of industries, coupled with national labor force trends, have drastically reduced the unionization rate of Pittsburgh workers over the last 2 decades. By 2003, unionization among private sector employed workers in the region had dropped to 9.5% (see Figure 1), less than half the unionization rate of private sector workers in 1986 (18.8%). Labor union membership in the region has declined in both the absolute number and in the proportion of workers represented by collective bargaining agreements.

As the industry mix of Pittsburgh employment has evolved toward what is typical across the nation, the pattern of unionization has likewise changed to mirror the nation. Among the 25 largest metropolitan areas, Pittsburgh ranks at the median in terms of union membership among employed private sector workers (see Table 1).

While unionization in manufacturing industries remains higher than typical private sector industries, there has been ongoing decline in the unionization of the manufacturing workforce in the region. Manufacturing sector unionization in the Pittsburgh region exceeded 30% of manufacturing workers in the mid 1980s. By 2003 that percentage had dropped to under 16%. When coupled with the overall decline in manufacturing employment in the region, the number of employed union members in local manufacturing industries has dropped by over 50% from 56,006 in 1986 to 22,321 in 2003. Reflecting the shift in local unionization

**Table 1. Private Sector Employment and Unionization - 2003
25 Largest Metropolitan Areas by Employment**

	<i>Private Sector Employment</i>	<i>Union Members</i>	
1) <i>Detroit</i>	1,694,734	405,931	(19.3%)
2) <i>St. Louis</i>	906,288	154,766	(14.6%)
3) <i>New York</i>	6,522,696	1,023,523	(13.6%)
4) <i>Seattle</i>	1,120,556	170,122	(13.2%)
5) <i>Chicago</i>	2,994,607	440,228	(12.8%)
6) <i>San Francisco</i>	2,377,474	292,922	(11.0%)
7) <i>Cleveland</i>	1,073,490	126,147	(10.5%)
8) <i>Milwaukee</i>	695,324	80,307	(10.4%)
9) <i>Portland</i>	803,768	91,066	(10.2%)
10) <i>Philadelphia</i>	2,145,157	237,506	(10.0%)
11) <i>Minneapolis</i>	1,232,959	131,632	(9.6%)
12) <i>Los Angeles</i>	5,281,534	559,761	(9.6%)
13) Pittsburgh	793,975	83,075	(9.5%)
14) <i>Kansas City</i>	742,189	64,249	(8.0%)
<i>United States</i>	102,153,000	8,800,000	(7.9%)
15) <i>Cincinnati</i>	755,404	64,429	(7.9%)
16) <i>Washington, DC</i>	2,708,020	215,284	(7.4%)
17) <i>Boston</i>	2,127,329	163,350	(7.1%)
18) <i>San Diego</i>	955,001	62,163	(6.1%)
19) <i>Denver</i>	1,056,088	63,703	(5.7%)
20) <i>Miami</i>	1,354,934	66,635	(4.7%)
21) <i>Tampa</i>	832,127	38,462	(4.4%)
22) <i>Atlanta</i>	1,765,370	76,374	(4.1%)
23) <i>Phoenix</i>	1,308,142	49,469	(3.6%)
24) <i>Houston</i>	1,791,012	66,288	(3.6%)
25) <i>Dallas</i>	2,370,370	65,504	(2.7%)

patterns, the number of employed union members in regional manufacturing plants now compares to the number of union members in the regional retail and wholesale trade industries.

Unionization in the Pittsburgh region varies significantly across different groups of workers. Over 40% of public sector workers are members of a union. While private sector unionization rates have been dropping in recent decades, the unionization rate for government workers has held steady since 1983. Lack of management opposition and favorable laws are some of the reasons usually cited for greater public sector unionization rates. Some of the occupations with high unionization rates are concentrated in the public sector including teachers, police of-

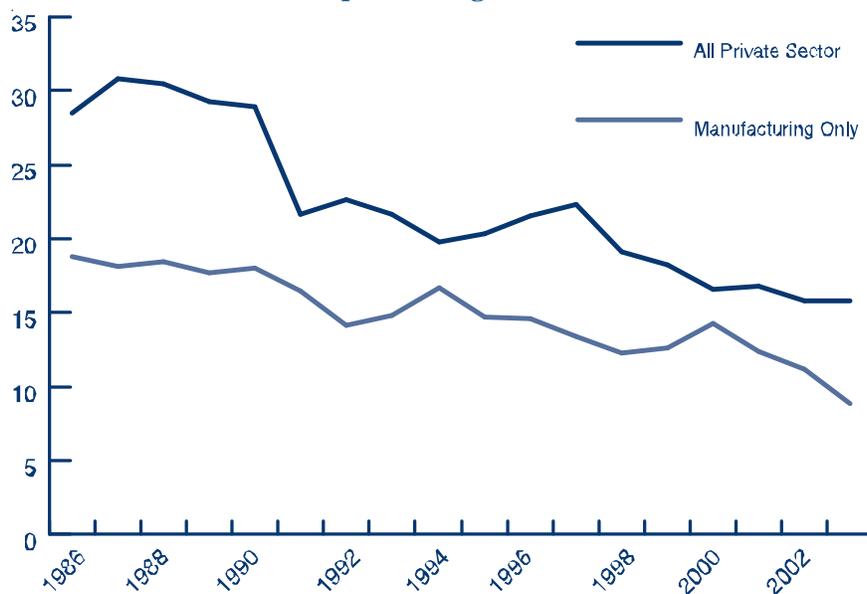
icers, and fire fighters.

Other distinct differences occur across groups of workers. While men and women in the public sector both have relatively high unionization rates, in the private sector, men are significantly more likely to belong to a labor union than women. Older workers are more likely to belong to a union than younger workers. Female workers under 35 have the lowest local unionization rate in 2003 (5.7%) while male workers over 50 have the highest (23.7%).

Will the trend in private sector unionization decline continue in the future? Public sector unionization levels have been stable both nationally and locally and will likely remain so in the future. Emerging trends are positive

for some heavy manufacturing industries in the region. These highly unionized industries have been buoyed by more competitive international exchange rates and increasing world prices of their commodity products among other reasons. Employment in U.S. manufacturing industries has stabilized over the last year. Positive trends in these industries could stem ongoing losses in union membership in the region. Recently U.S. Steel has announced new hiring in the region. Employment declines at USAirways have had a negative impact on unionization levels, however future job losses at USAirways could further depress local unionization in the private sector. While it is unlikely union membership will see a sharp increase in the near term, it is possible that the current level of unionization is at a low point going into the future.

Figure 1. Unionization Rate of Employed private Sector Workers Pittsburgh Metropolitan Region 1986-2003



continued from page 1

for their share of the population. By this modest standard, African Americans were well represented on the following councils: Scottdale borough, North Belle Vernon borough, Brackenridge borough, Finleyville borough, Coraopolis borough, Leetsdale borough, Washington city, Homestead borough, Beaver Falls city, McKeesport city, and Allegheny County. Women were well represented on the following councils: Finleyville, Frazier township, Whitaker borough, Allepo township, Marianna borough, Delmont borough, and East McKeesport.

Nine school districts had African American representation on their school boards commensurate with the African American share of the population. They were Big Beaver Falls, New Kensington, Arnold, Cornell, Gateway, East Allegheny, Rochester, Pittsburgh, Midland, and Wilksburg borough. Women were fairly represented on 15 school boards.

Diversity Among Elected Officials

Huggins and Bangs offered some explanations for the underrepresentation of African Americans and women among elected officials. These include the small number of African American and women candidates, inadequate campaign funds for minorities and women, the large number of (white) incumbents seeking re-election, and the current electoral system, which awards 100% of the representation to a 50.1% majority.

The report also highlighted some programs in the Pittsburgh area that encourage and prepare African Americans and women to run for public office. Two notable programs identified were: (1) Institute for Public Leadership, an initiative of the YWCA and Institute for Women in Politics at Chatham College; and (2) Program for Emerging Leaders in Public Affairs, developed by the CORO Center for Civic Leadership of Pittsburgh.

How can we increase the representation of African Americans and women in our region? Some of the recommendations are:

- Local organizations that help minorities and women run for elected office should create and maintain a directory of minorities and women qualified for and interested in staff position with elected officials. They should also maintain a directory of all local programs that help minorities, and women run for office.
- Local and state political parties should appoint more minorities and women as ward chairpersons as well as members and heads of political party committees.
- Political parties should commit to having their list of candidates reflect the race and gender make-up of their constituencies.

The research was funded by Sustainable Pittsburgh, Executive Women's Council, and the Pittsburgh Foundation. To view the full report, go to www.ucsur.pitt.edu

NEED FOR SENIOR SERVICES AMONG ELDERLY IN ALLEGHENY COUNTY

by Donald Musa

This is the second article in the *PEQ* reporting results of the Allegheny County survey of the elderly, conducted in 2001-2002 by UCSUR and the Graduate School of Public Health at the University of Pittsburgh. This study, one of the most comprehensive studies of older adults ever carried out locally, examined the health and health care of community-dwelling Medicare enrollees age 65 and older in the county.

One area of interest for the survey was the need for social services by older adults in the county, and the degree to which this need is met by existing services. Provision of senior social services is a critical component of maintaining the independence and well-being of the elderly, and estimating the overall and unmet need for these services is an important issue.

The need for services is not uniform across the population. Rather, it is unevenly distributed across demographic groups; therefore, estimating need in specific subgroups is also necessary for effective use of resources.

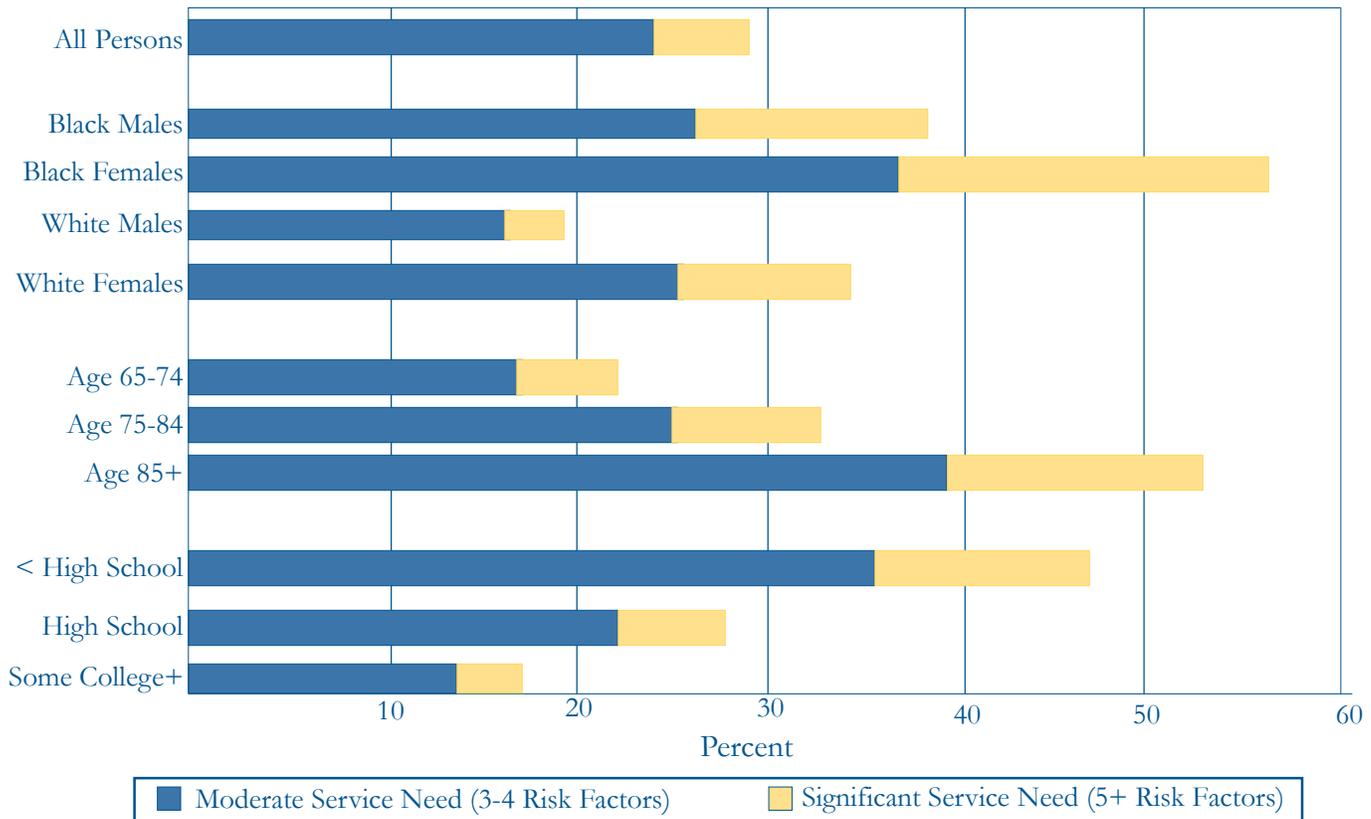
In order to address these issues, an index of need was constructed from a number of questions asked in the survey. The index has face validity, since its components are risk factors typically associated with service use. Questions were included in the areas of physical and mental health, income and health insurance, social support, and neighborhood characteristics. The index was calculated as a count of the following nine risk factors for each individual, and ranged from 0 to 9. A score of 3 or 4 risk factors was considered moderate need and a score

of 5 or more risk factors significant need for services.

- Very poor, poor, or fair self-assessed health.
- Four or more chronic health conditions.
- Inability to do heavy housework.
- Poor mental/emotional health (Short Form-8 – Lowest 10%).
- Income below \$15,000.
- No health insurance supplemental to Medicare.
- Lives alone.
- Low or moderate social support (<3 close relatives or friends).
- Perceived poor/unsafe neighborhood or unsatisfactory housing.

Figure 1 presents data utilizing this index to show that the estimated percentage of the elderly in the county needing social services to a moderate

Figure 1. Need for Senior Services Among the Elderly in Allegheny County



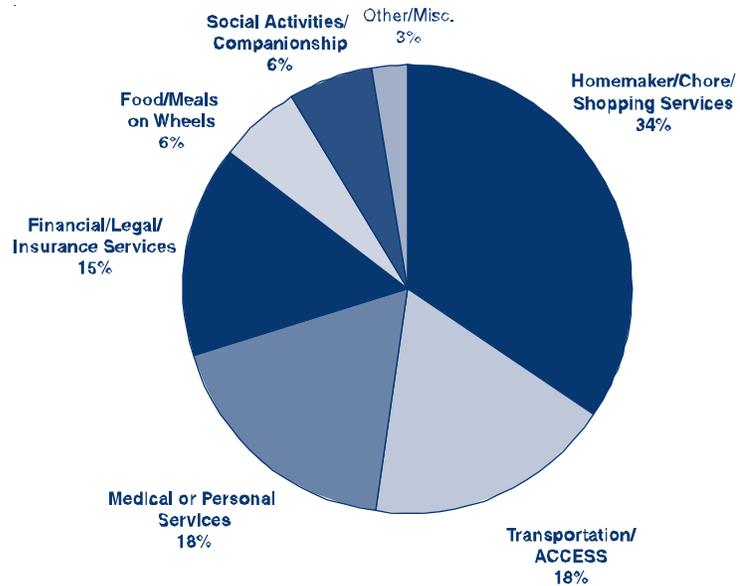
or significant degree is approximately 30%. African Americans and women are more likely to have greater service needs, and African American women are particularly in need of services (56%). Need for service increases with age and lowers among those with more education.

In addition, a randomly selected third of the respondents to the survey were asked about their actual use of senior services in the previous month and, overall, 13% reported use. The pattern of use by demographic categories was similar to that shown in Figure 1, although the percentages were lower. Actual use correlated highly with the index score. The lower percentage of reported use in relation to the index estimate may be due to several factors including unmet need, unrecognized or unreported need, and measurement issues in the survey.

While the index may be somewhat overestimating need, it does suggest that the need for services is significantly higher than actual use of services, and thus additional service provision may be warranted. Respondents who answered the question regarding actual use were also asked whether there were services they needed but were not getting. Approximately 7% reported that this was the case, and again the demographic pattern was similar to that shown in Figure 1. These respondents were asked what types of services they needed. Figure 2 summarizes their responses and indicates that household and chore help, medical or personal help, and transportation were the greatest needs.

This analysis has indicated that there is a significant need for senior social services in the county, that not all of this need has been met, and that it is disproportionately concentrated in certain demographic groups. Future analyses of the data will examine the geographic distribution of need in relation to the location of facilities and service delivery areas.

Figure 2. Senior Service Needs Among Those with Unmet Needs



The Allegheny County survey of the elderly interviewed 5,094 Medicare enrollees age 65 and older about their health, health care and related issues.

It provides a baseline for future surveys examining change in the state of the elderly in the county.

The survey was part of a National Institute on Aging funded research study of self-care for chronic disease (Myrna Silverman, GSPH, Principal

Investigator), and also received support from a number of other sources. The survey randomly sampled Medicare enrollees in the County and was limited to those for whom a telephone number could be found. The margin of error for the survey estimates by demographic subgroups is at least $\pm 2\%$.

*To view the full report, go to:
www.ucsur.pitt.edu*

Steven Manners Faculty Development Awards

Each year, UCSUR awards the Steven Manners Faculty Development Awards, which honor the memory of Steven Manners, a sociologist and UCSUR Assistant Director, whose many years at the Center were dedicated to improving social conditions in the urban environment. Below is a list of the 2004 awardees:

Ellen Olshansky, Department of Health and Community Nursing, "Working Interdisciplinary Qualitative Research Group."

Seunghyun Yoo, Behavioral and Community Health Sciences, "Development of an Interdisciplinary Working Group for New Media and Violence Research."

Susan Zickmund, School of Medicine, "Communication and Barriers to Care in Veterans with Hepatitis C."

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