

## Graphic Detail

Geographic Information Systems (GIS) organize and clarify the patterns of human activities on the Earth's surface and their interaction with each other. GIS data, in the form of maps, can quickly and powerfully convey relationships to policymakers and the public. This department of Cityscape includes maps that convey important housing or community development policy issues or solutions. If you have made such a map and are willing to share it in a future issue of Cityscape, please contact [john.c.huggins@hud.gov](mailto:john.c.huggins@hud.gov).

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# Civil Unrest and Marginalization in Baltimore

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*The views expressed in this article are those of the author and do not represent the official positions or policies of the Office of Policy Development and Research, the U.S. Department of Housing and Urban Development, or the U.S. government.*

The map in exhibit 1 illustrates incidents of civil unrest that occurred in Baltimore, Maryland, on April 27, 2015. Incident locations were mapped relative to the 2010 U.S. census tracts designated by the U.S. Department of Housing and Urban Development as Racially and Ethnically Concentrated Areas of Poverty (R/ECAP), and regional Labor Market Engagement Scores also were denoted by 2010 U.S. census tracts.<sup>1</sup>

Although incidents of civil unrest occurred citywide, the map demonstrates that many incidents took place within R/ECAP-designated census tracts. Moreover, most events occurred in areas with low labor-market engagement scores. Therefore, the map suggests a strong relationship among riot events, R/ECAP tracts, and areas of low labor-market engagement.

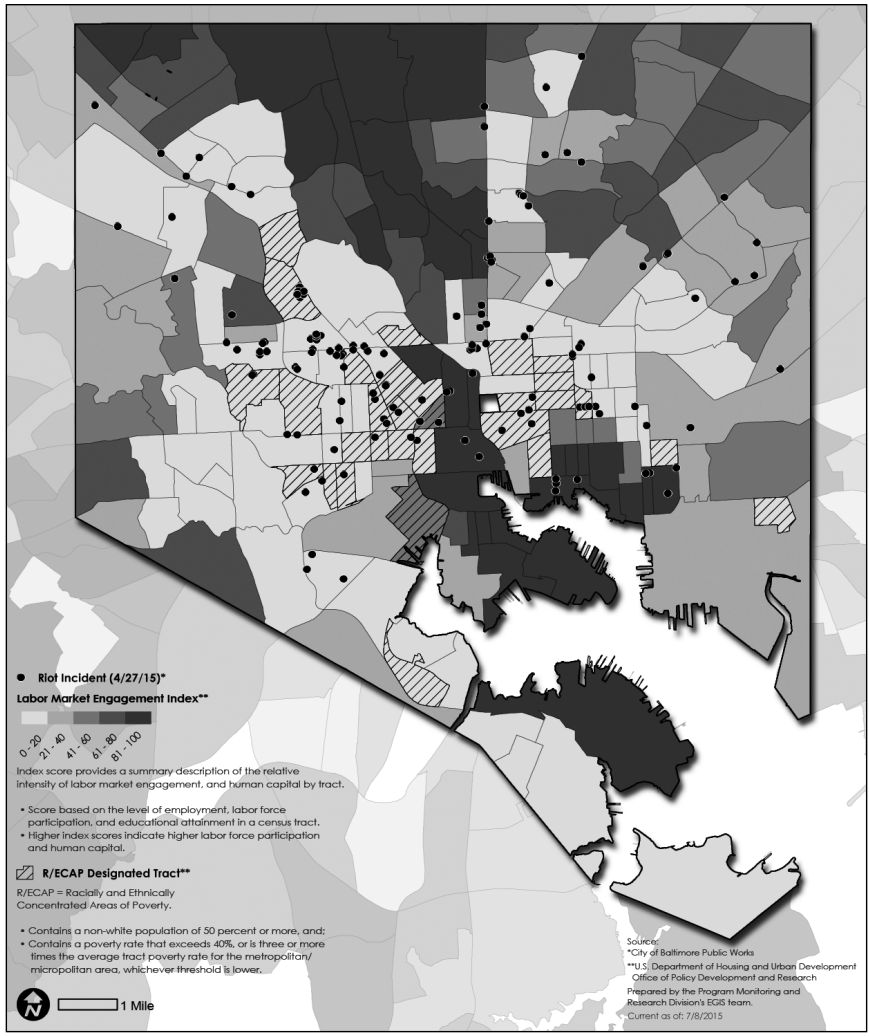
The selection of points and tracts relative to one another reveals that approximately 26 percent of all rioting events occurred within R/ECAP-designated tracts. Furthermore, 86 percent of the tracts where civil unrest occurred score 60 percent or less on the Labor Market Engagement Index, and, conversely, 88 percent of all incident points fall within those low scoring tracts.

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<sup>1</sup> R/ECAPs include tracts that contain a non-White population of 50 percent or more and a poverty rate that exceeds 40 percent or that is three or more times the average tract poverty rate for the metropolitan/micropolitan area, whichever threshold is lower. The Labor Market Engagement Score provides a summary description of the relative intensity of labor-market engagement and human capital by census tract. Scores are based on the level of employment, labor force participation, and educational attainment in a census tract. Higher index scores indicate higher labor force participation and human capital.

**Exhibit 1**

**City of Baltimore: Civil Unrest, Labor Market Engagement, and Concentrated Poverty**



Maps provide outstanding tools that can be used to identify spatial correlation. In this case, the map clearly reveals a strong correlation among the locations where incidents of civil unrest occurred, R/ECAP-designated census tracts, and areas of low labor-market engagement. Of course, the old adage *correlation does not imply causation* applies here as elsewhere, and additional analysis remains necessary to better understand the correlation alluded to in this particular map.

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