

ITEM 10 – Information
December 21, 2016

Briefing on “Communities of Concern” for the Proposed
Enhancements to the Title VI/Environmental
Justice Analysis of the CLRP

Staff

Recommendation: Briefing.

Issues: None

Background: TPB staff have identified “Communities of Concern” in Phase 1 of the proposed enhancements to the federally-required Title VI/Environmental Justice (EJ) analysis of the CLRP. The board will be briefed on the “Communities of Concern” methodology and map. In January, the board will be asked to adopt the map that identifies specific geographic areas as “Communities of Concern”, which are concentrations of low-income and/or minority populations representing traditionally-disadvantaged groups. In Phase 2, staff will analyze the 2016 CLRP amendment for disproportionate impacts of the transportation investments on the “Communities of Concern”.



MEMORANDUM

TO: Transportation Planning Board
FROM: Wendy Klancher and Sergio Ritacco, TPB Transportation Planners
SUBJECT: Map of “Communities of Concern” for use in the TPB’s Title VI/Environmental Justice (EJ) Analysis and Other Planning Efforts
DATE: December 15, 2016

PURPOSE

This memorandum provides context and background information for the staff’s work identifying “Communities of Concern” within the TPB’s planning area as displayed on the attached map. A “Community of Concern” is a small geographic area with a higher than average concentration of low-income and/or minority populations. The TPB will be briefed on the proposed “Communities of Concern” at its December 21, 2016 meeting and asked to adopt the map at its January 18, 2017 meeting for use in the Title VI and Environmental Justice (EJ) analysis of the Constrained Long-Range Transportation Plan (CLRP) and other planning efforts. The memo also provides an overview of the methodology used in designating a geographic area as a “Community of Concern”.

SUMMARY

Per federal requirements, the CLRP must be evaluated for disproportionately high and adverse impacts on low-income and minority populations that may result from the planned transportation improvements as a whole. The legal basis for this requirement comes from Title VI of the 1964 Civil Rights Act and Executive Order 12898 on Environmental Justice (EJ).

The TPB’s previous approach to Title VI and EJ Analysis, last performed on its 2010 CLRP, was to examine for disproportionate benefits or burdens on low-income and minority population at a regional level using a single transportation measure: accessibility to jobs. To improve upon previous analyses and better discern changes in transportation accessibility on low-income and minority populations, TPB staff undertook a review of the state of the practice in Title VI and EJ analysis methods used by other MPOs. The major finding from the scan was that while the TPB’s approach was typical and compliant with the federal requirements, it could be enhanced. The review found that other MPO EJ analysis first define small geographic areas, sometimes called “EJ Areas”, and examine these smaller areas in comparison with the rest of their planning area. The review also found many MPOs use multiple transportation accessibility measures.

Based on further examination of these methods and testing of alternative enhancements, TPB staff developed a revised EJ analysis methodology for identifying disproportionate impacts of the transportation system due to the CLRP. The revised methodology reflects two key enhancements, which are also the two phases for this work: (1) identifying small geographic areas, referred to as “Communities of Concern”, with higher than average concentrations of low-income and/or minority

populations; and (2) examining the CLRP for changes in accessibility to multiple trip destinations (rather than to jobs alone) between the “Communities of Concern” and the rest of the region.

CONSULTATION AND STAKEHOLDER INPUT

TPB staff did extensive consultation with land use planning directors from local jurisdictions on the methodology and map of the “Communities of Concern”. COG’s Planning Directors Technical Advisory Committee was briefed on September 16, 2016 and comments were solicited during a 3-week period. This briefing followed a series of staff level consultations in the District of Columbia, Montgomery County, MD, Prince George’s County, MD, and Fairfax County, VA. The staff level consultation with select jurisdictions solicited feedback on the technical methods used to identify the “Communities of Concern” (map attached). The planning directors have endorsed the technical process used which reflects their consensus recommendation of placing additional weight to low-income as a factor in determining if an area is to be considered a “Community of Concern”.

The TPB Technical Committee was also consulted and received three briefings in which feedback and comments were requested on the proposed enhancements to the Title VI/EJ analysis: September 9, October 7, and December 2, 2016. Only one written comment was received during the comment period for the Technical Committee, and underscored the overall support from the Technical Committee for the proposed enhancements.

The TPB Citizens Advisory Committee was briefed on November 10, 2016 and CAC members expressed enthusiasm for the proposed enhanced EJ analysis, including the “Communities of Concern”. The TPB Access for All Advisory Committee will be briefed on December 15, 2016.

NEXT STEPS

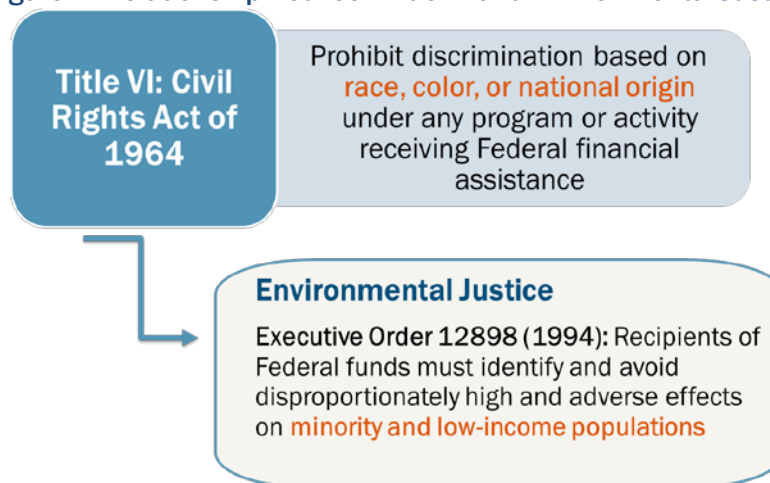
After the December 21 briefing, the TPB will be asked to approve the attached “Communities of Concern” map at its January 18, 2017 meeting. After the approval, staff will proceed with Phase 2 of the work, the comparative analysis of the changes in mobility and accessibility between 2016 and 2040 attributable to the 2016 CLRP, within the “Communities of Concern” relative to the rest of the region.

The regionally agreed upon “Communities of Concern” will also be used in other TPB work activities. The “Communities of Concern” will inform the sampling strategy for the regional Household Travel Survey to ensure that low-income and minority populations are fully represented in the survey. The Transportation and Land-Use Connections (TLC) grant program will encourage applications from local governments for projects related to the “Communities of Concern”. “Communities of Concern” can be used in long-range planning work, including scenario analysis. Beyond transportation planning, the regionally agreed upon “Communities of Concern” could also be used by local jurisdictions to assist with their community planning initiatives in areas such as housing, health care, education and parks or green space.

OVERVIEW OF PROPOSED ENHANCEMENTS TO THE TITLE VI/ENVIRONMENTAL JUSTICE ANALYSIS: PHASE 1: IDENTIFICATION OF “COMMUNITIES OF CONCERN”

Figure 1 summarizes the federal requirements applicable to MPOs, like the TPB, related to Title VI and Environmental Justice (EJ). Consistent with these federal regulations, the EJ Analysis methodology focuses on low-income populations and minority populations. The methodology for identifying the “Communities of Concern” included current demographic data from the U.S. Census 2010-2014 American Community Survey (ACS) at the tract-level. TPB staff used the U.S. Census data specific to this region to identify the low-income population based on official poverty thresholds and the specific racial and ethnic groups that constitute the minority population to be used in the EJ analysis. Per the U.S. Census 2010-2014 ACS data, the largest racial and ethnic minority populations in this region are African American, Asian and Hispanic or Latino. Figure 2 displays the demographic profile for the region.

Figure 1: Relationship Between Title VI and Environmental Justice



Steps for Identifying “Communities of Concern”

Each of the 1,231 Census tracts in the TPB planning area were analyzed using the following steps to determine which would be considered a “Community of Concern”:

1. Determine the percentage of the Census tract’s population for each of the four groups (shown in the “Definitions” text box).
2. Calculate the “Ratio of Concentration” (ROC) for each group in every Census tract; the “Ratio of Concentration” or “times the regional average”, is the tract-level percentage divided by the total regional percentage.
3. Assign an Index score depending on the ROC; Table 1 displays the index scoring system; the index score for the low-income population was doubled*.
4. Sum the index scores for each of the four population groups in each Census tract.
5. Designate any Census tract with a total Index score greater than 3.0 a “Community of Concern”.

Definitions for Population Groups

Low-Income: Individuals with household income less than one- and- a- half times the federal government’s official poverty threshold, depending on household size. In the current analysis, a household of four people with an annual income less than \$36,346 would be considered low-income.

African American*: A person having origins in any of the Black racial groups of Africa.

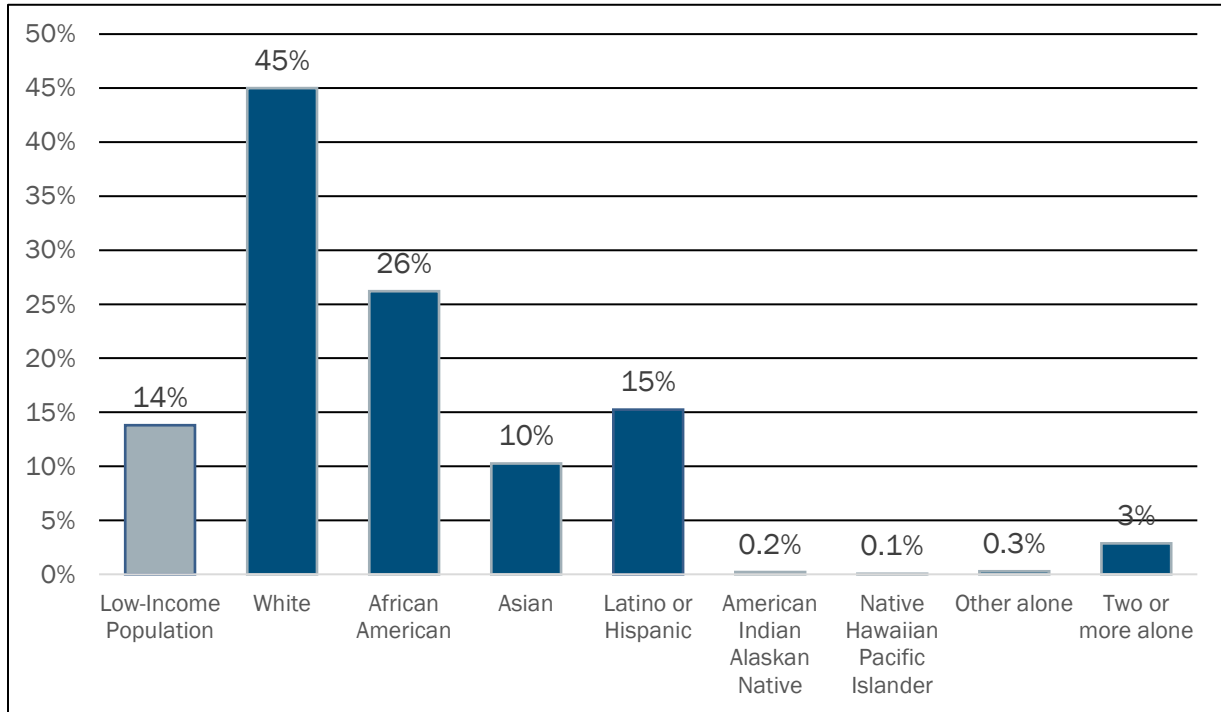
Asian*: A person having origins in any of the original peoples of the Far East, Southeast Asia, or the Indian subcontinent.

Hispanic or Latino*: a person of Mexican, Puerto Rican, Cuban, South or Central American, or other Spanish culture or origin regardless of race.

*Definitions are from the U.S. Census.


*A greater weight was placed on low-income populations in the methodology because of discussions with the Planning Directors on the importance of income as a demographic factor impacting someone’s ability to access transportation.

Figure 2: Demographic Profile of Low-Income and Minority Populations in the Region



Source: U.S. Census; American Community Survey, 2010 to 2014 5-Year Estimates. Population categories are not discrete and therefore do not total 100%.

Table 1: Rules for Determining if a Census Tract is a “Community of Concern”

RATIO OF CONCENTRATION (ROC)	INDEX SCORE (for each population group)				TOTAL INDEX SCORE
	Low-Income*	African American	Asian	Hispanic Or Latino	Index scores for each population group are totaled (ranging from 0-15) 
Less than 1.5 times the regional average	0	0	0	0	
Between 1.5 and 3.0 times the regional average	3.0 to 6.0	1.5 to 3.0	1.5 to 3.0	1.5 to 3.0	
Greater than 3.0 times the regional average	6.0	3.0	3.0	3.0	

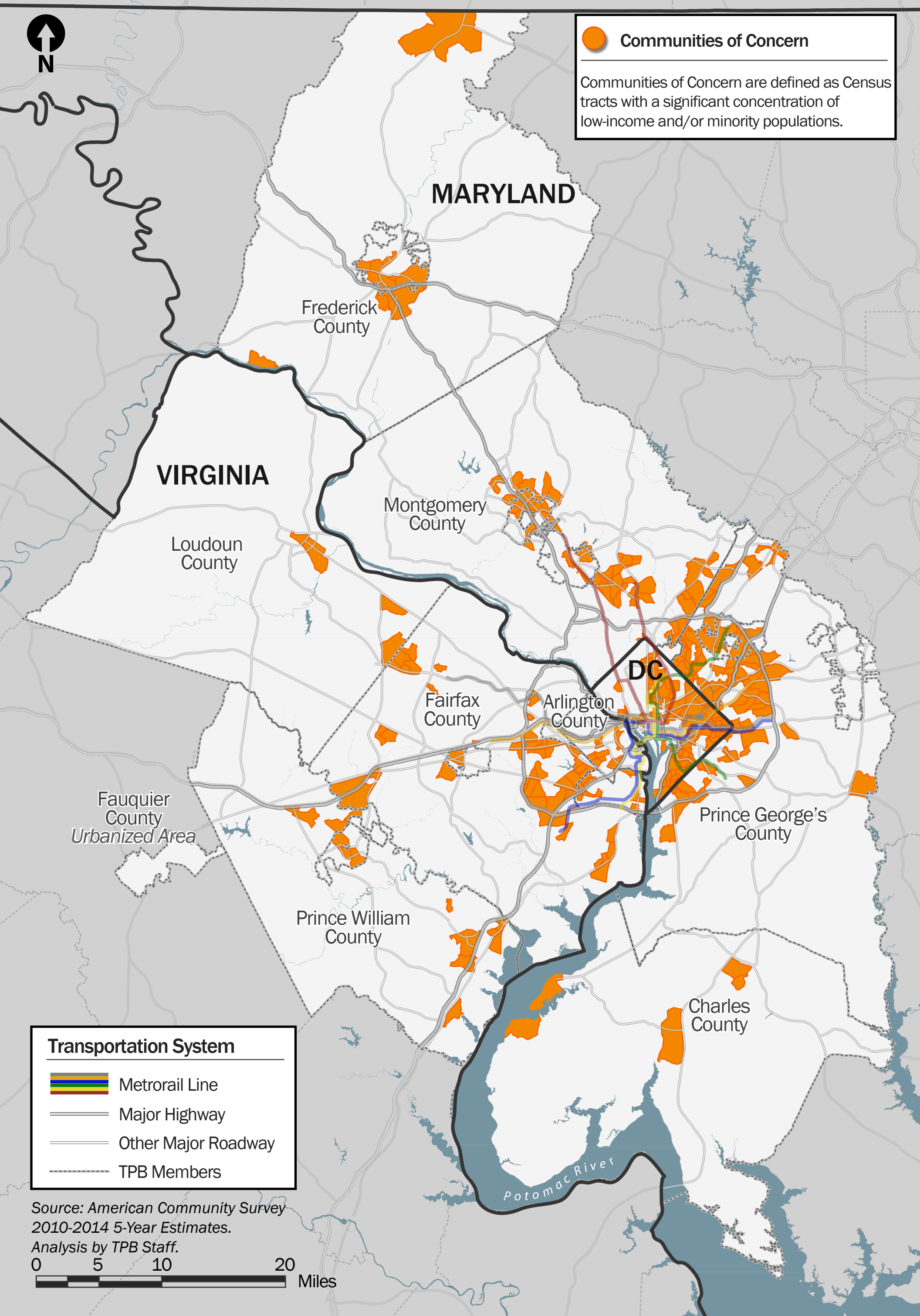
Community of Concern (Total Index > 3.00)
 Not a Community of Concern (Total Index ≤ 3.00)

*Low-Income Index scores were doubled to ensure that low-income criteria alone will identify tracts as “Communities of Concern”

Online Interactive Map and More Information

An online interactive map is available at <https://gis.mwcog.org/webmaps/tpb/clrp/ej>. Additionally, jurisdiction-specific maps of the “Communities of Concern” with detailed tables for each population group by Census tract are available at mwcog.org/clrp/performance/EJ/EJ_CoC.asp.

Proposed “Communities of Concern” in the National Capital Region



Communities of Concern

Communities of Concern are defined as Census tracts with a significant concentration of low-income and/or minority populations.

MARYLAND

VIRGINIA

DC

Frederick County

Montgomery County

Loudoun County

Fairfax County

Arlington County

Prince George's County

Fauquier County
Urbanized Area

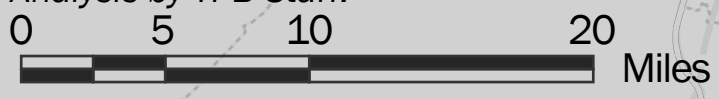
Prince William County

Charles County

Potomac River

Source: American Community Survey 2010-2014 5-Year Estimates.

Analysis by TPB Staff.



BRIEFING ON PROPOSED ENHANCEMENTS TO THE TITLE VI AND ENVIRONMENTAL JUSTICE ANALYSIS

of the Constrained Long-Range Transportation Plan (CLRP)

Lyn Erickson, Plan Development and Coordination Director
Wendy Klancher, Principal Transportation Planner

National Capital Region Transportation Planning Board
December 21, 2016



National Capital Region
Transportation Planning Board

Purpose of Briefing

- Overview of Title VI and Environmental Justice requirements for the analysis of the CLRP
- Describe the new initiative to develop a map of areas with concentrations of low-income and/or minority populations
- Next Steps: TPB will be asked to adopt the map in January

Federal Requirements

Title VI: Civil Rights Act of 1964

Prohibit discrimination based on **race, color, or national origin** under any program or activity receiving Federal financial assistance

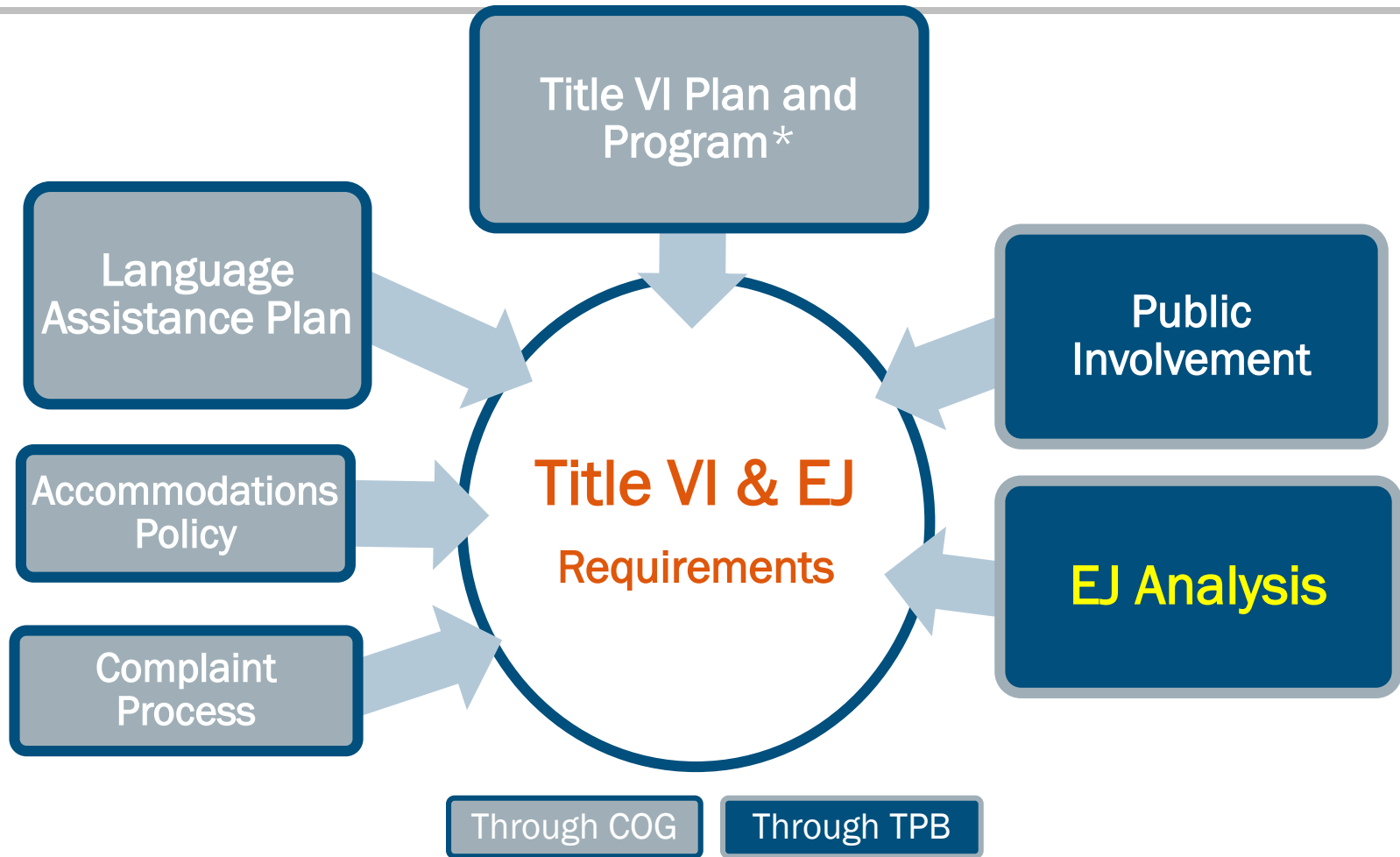


Environmental Justice

Executive Order 12898 (1994): Recipients of Federal funds must identify and avoid disproportionately high and adverse effects on **minority and low-income populations**



TPB Compliance with Title VI and EJ



*Includes Equal Employment Opportunity and Disadvantage Business Enterprise Policies



What is the EJ Analysis?

- Examine the CLRP for any **disproportionately high and adverse impacts** on low-income and minority populations

The findings are used to:


- Ensure compliance
- Inform the regional planning process about transportation needs of low-income and minority populations
- Potentially assist in local community planning initiatives



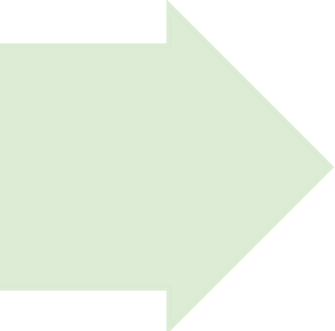
Enhancing the TPB Approach to EJ Analysis

- **Past Approach:** Identified transportation impacts at the regional level using a single measure (*Accessibility to jobs*)
- National scan of best practices among metropolitan planning organizations' (MPOs) analyses found:

The TPB's approach is typical and compliant but could be enhanced...



Many MPOs – Identify (“EJ Areas”) and use multiple transportation measures to examine impacts



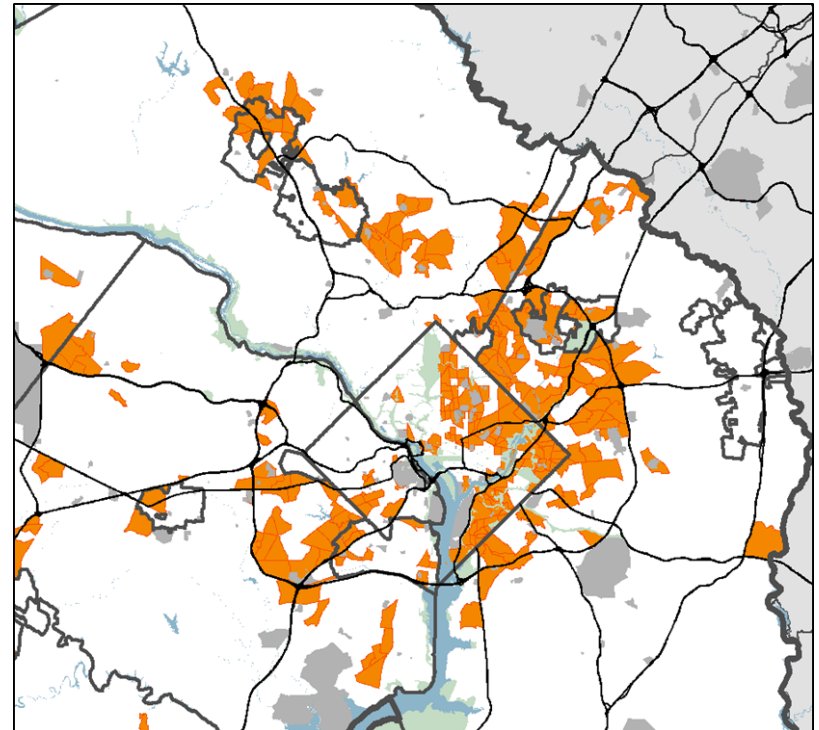
A Two-Phased Process

- **Phase 1: Identification of “communities of concern”**
 - Complete when the TPB approves the map
- **Phase 2: Examine the 2016 CLRP for Disproportionately High and Adverse Impacts on “communities of concern”**
 - Measures include accessibility to jobs, hospitals and educational institutions
- “Communities of concern” map will be used in other COG/TPB planning activities, and can be tailored by local jurisdictions for their purposes

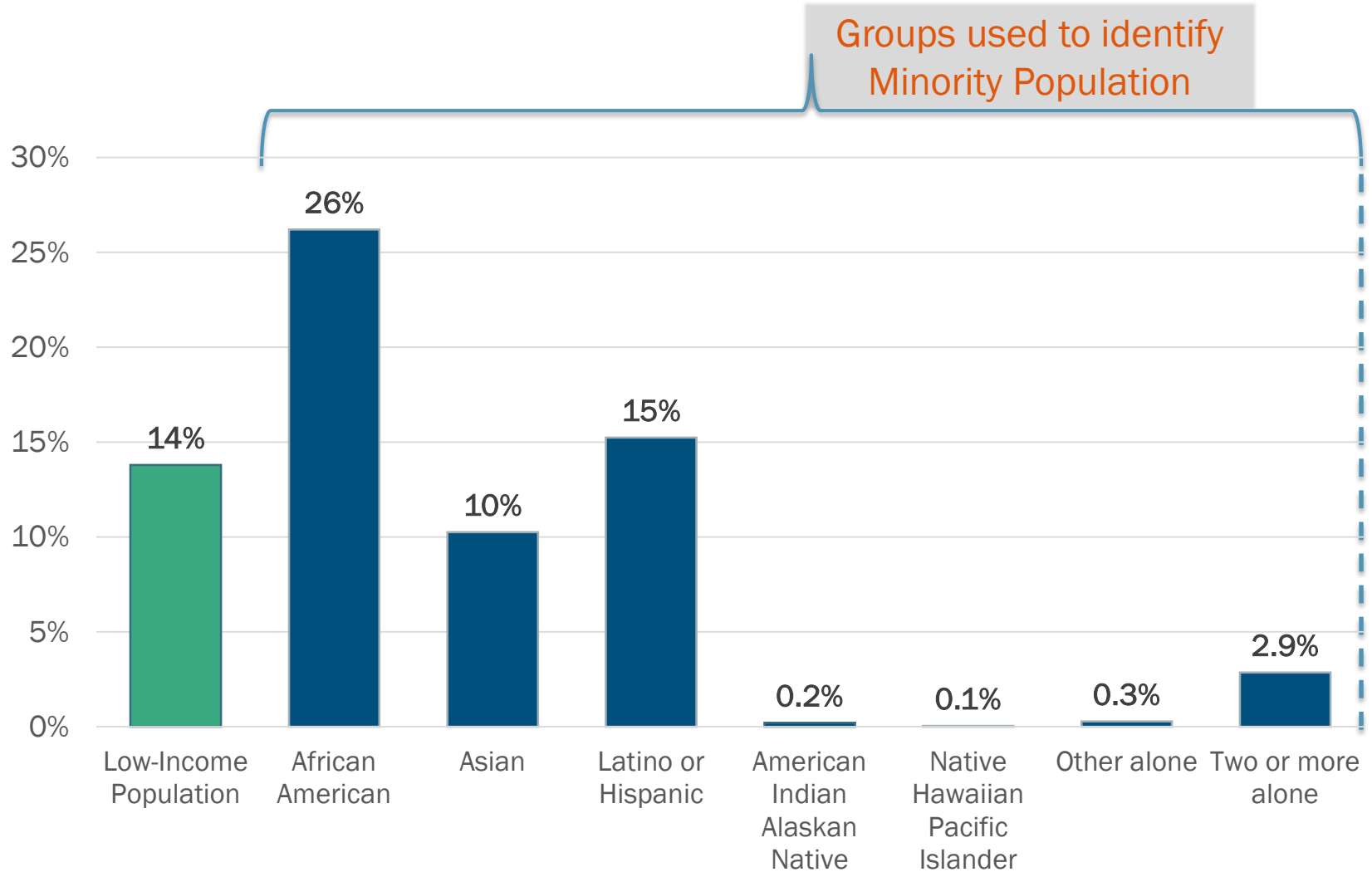
What are “communities of concern”?

Small geographic areas with high concentrations of low-income and/or minority populations

- Identified by TPB Staff
- In consultation with the local jurisdictions’ Planning Directors
- With input from the Technical Committee, the Citizens Advisory and Access for All Advisory Committees




Demographic Profile of the Region



Source: U.S. Census 2010-2014 American Community Survey;
Demographic categories are not discrete and therefore do not total 100%.



Index Scoring System

RATIO OF CONCENTRATION (ROC) (times the regional average)	INDEX SCORE				TOTAL INDEX SCORE
	Low-Income*	African American	Asian	Hispanic Or Latino	
Less than 1.5	0	0	0	0	Index scores for each population group are totaled (ranging from 0-15) 
Between 1.5 and 3.0	3.0 to 6.0	1.5 to 3.0	1.5 to 3.0	1.5 to 3.0	
Greater than 3.0	6.0	3.0	3.0	3.0	

Community of Concern (Total Index > 3.00)
 Not a Community of Concern (Total Index ≤ 3.00)

*Low-Income Index scores are weighted



Scoring Example: Census Tract 8038.01

(in Prince George's County, MD)

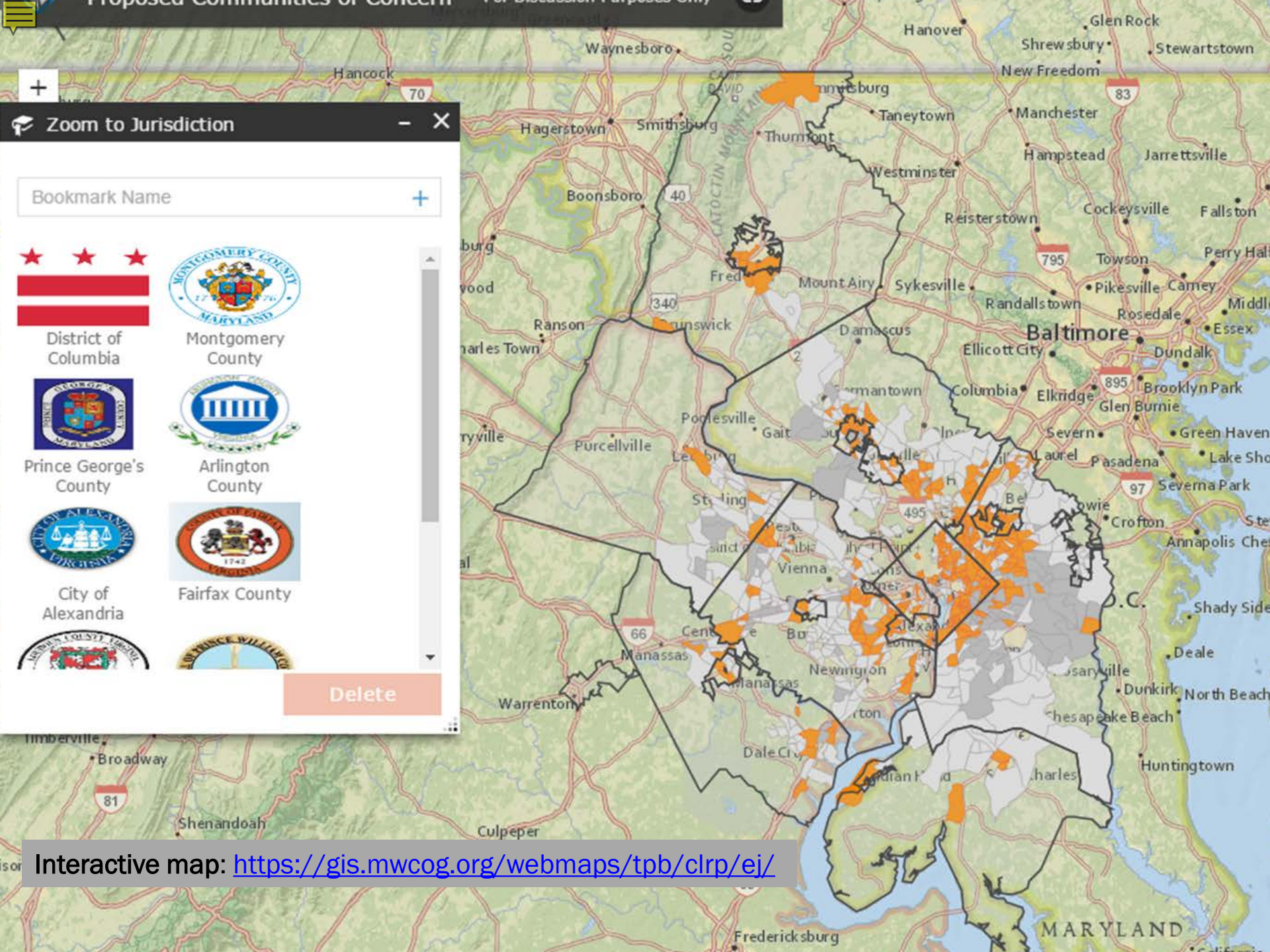
	Tract Percent	Ratio of Concentration	Index Score
Low Income	22.86%	1.7	3.4
African American	49.78%	1.9	1.9
Asian	1.85%	0.2	0.0
Hispanic or Latino	40.95%	2.7	2.7

Total Index Score
8.0

Community of Concern (Total Index > 3.00)

Not a Community of Concern (Total Index ≤ 3.00)





Zoom to Jurisdiction

Bookmark Name



District of Columbia



Montgomery County



Prince George's County



Arlington County



City of Alexandria



Fairfax County




Delete

Interactive map: <https://gis.mwcog.org/webmaps/tpb/clrp/ej/>



Turn Layers On/Off

Operational Layers

- TPB Planning Area Boundary
 - COG Regional Activity Centers
 - Communities of Concern
- Total Index Score
-  Greater than 3.00
 -  3.00
 -  1.50 - 2.99
- Low Income population
 - African American population
 - Asian population
 - Hispanic or Latino population

(1 of 3)

Communities of Concern
Census Tract 2001.03

Jurisdiction	Alexandria city, Virginia
Total Index Score	6.65
Low Income	1.71 times reg'l avg
African American	1.51 times reg'l avg
Asian	0.84 times reg'l avg
Hispanic or Latino	1.71 times reg'l avg

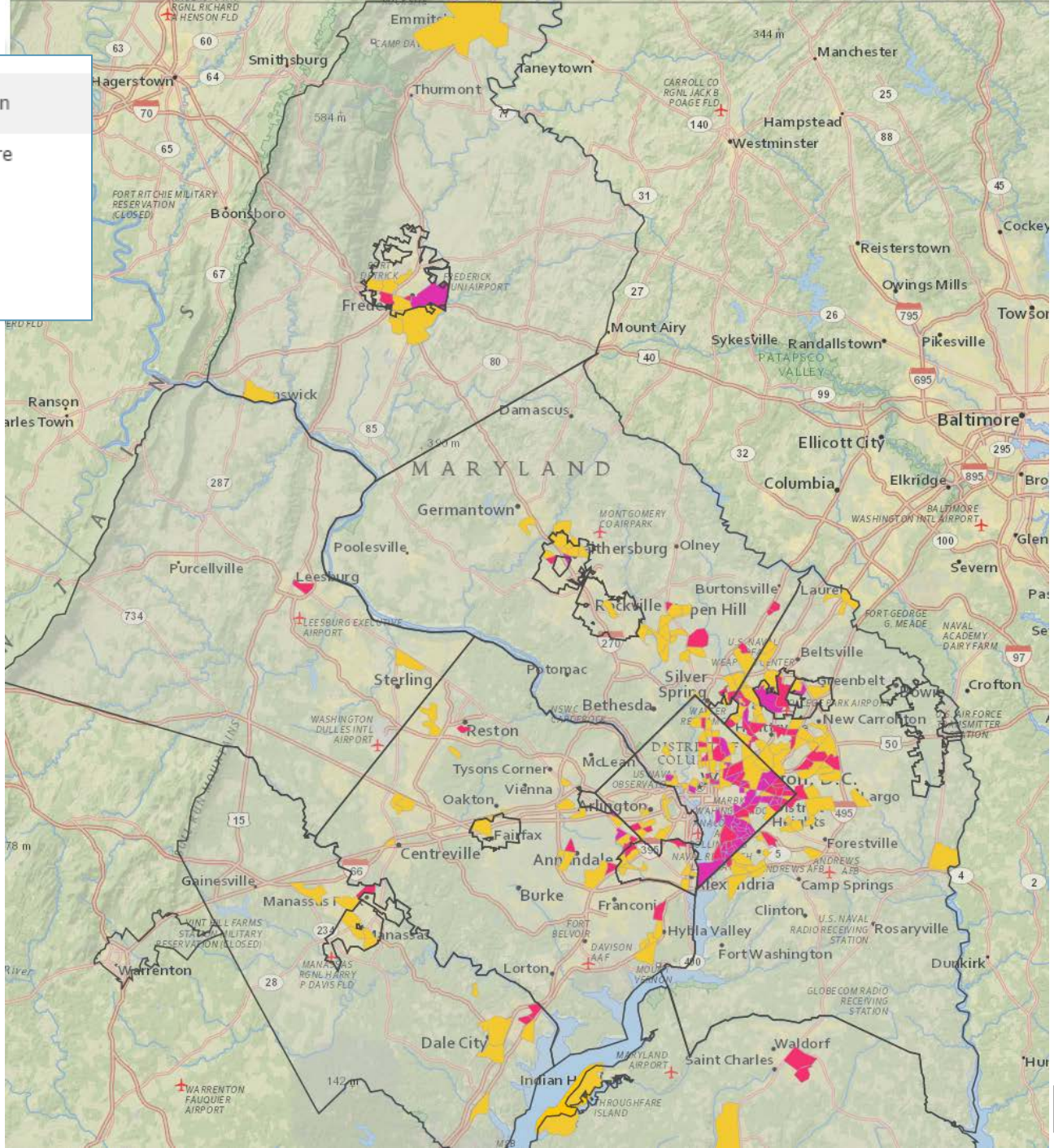
[Zoom to](#)



Low Income population

Low Income Index Score

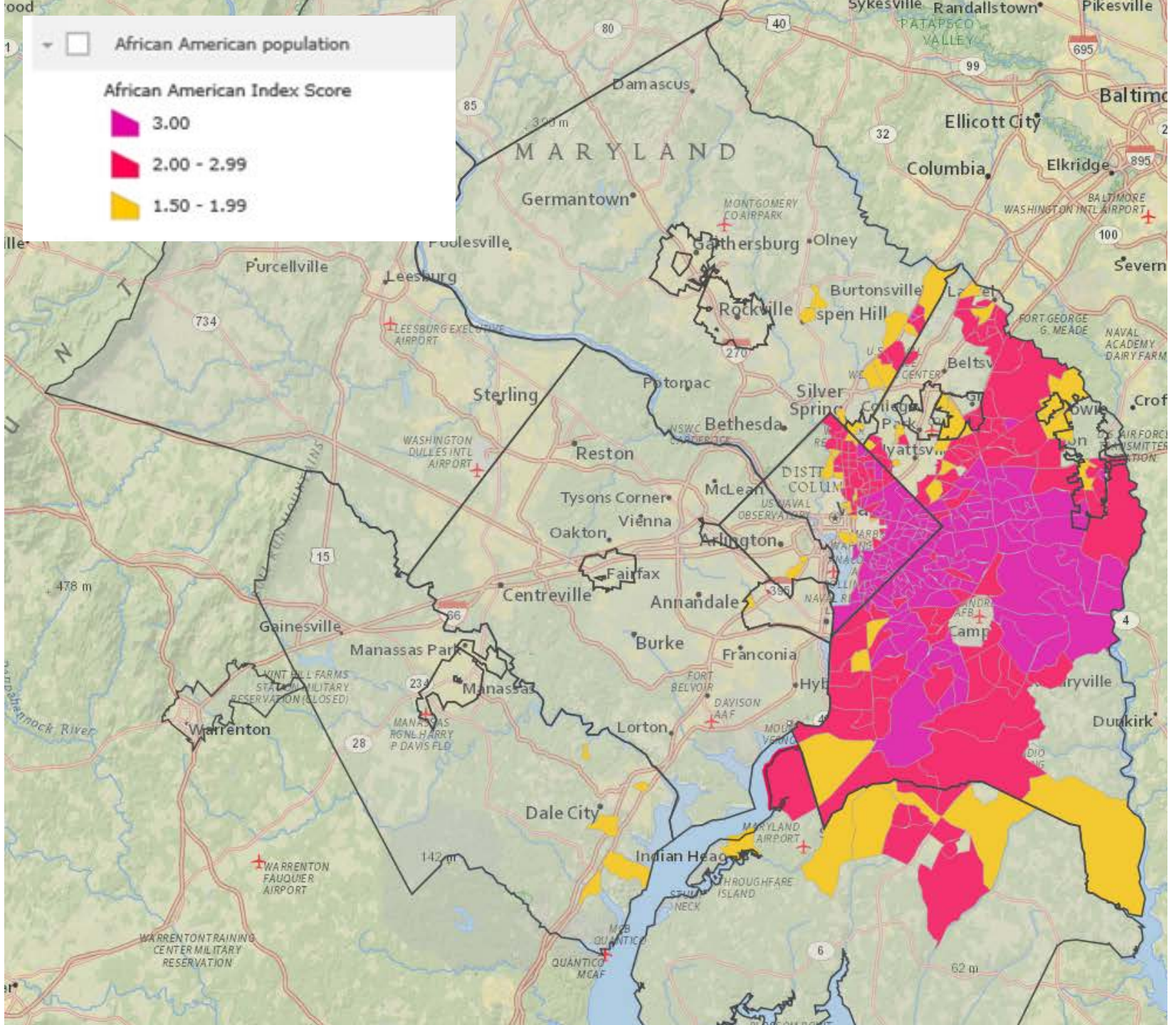
- 6.00
- 4.50 - 5.99
- 3.00 - 4.49



African American population

African American Index Score

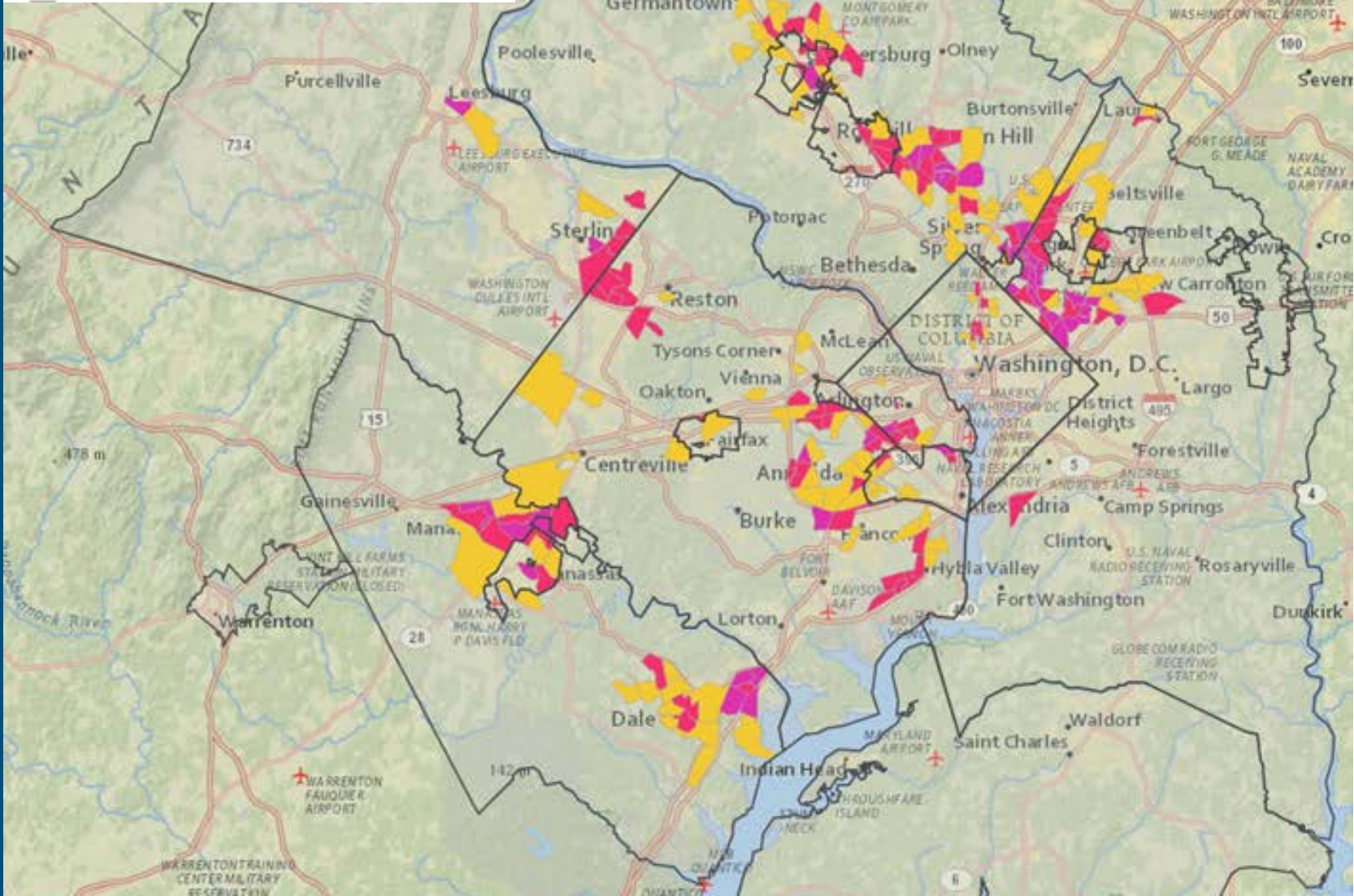
- 3.00
- 2.00 - 2.99
- 1.50 - 1.99



Hispanic or Latino population

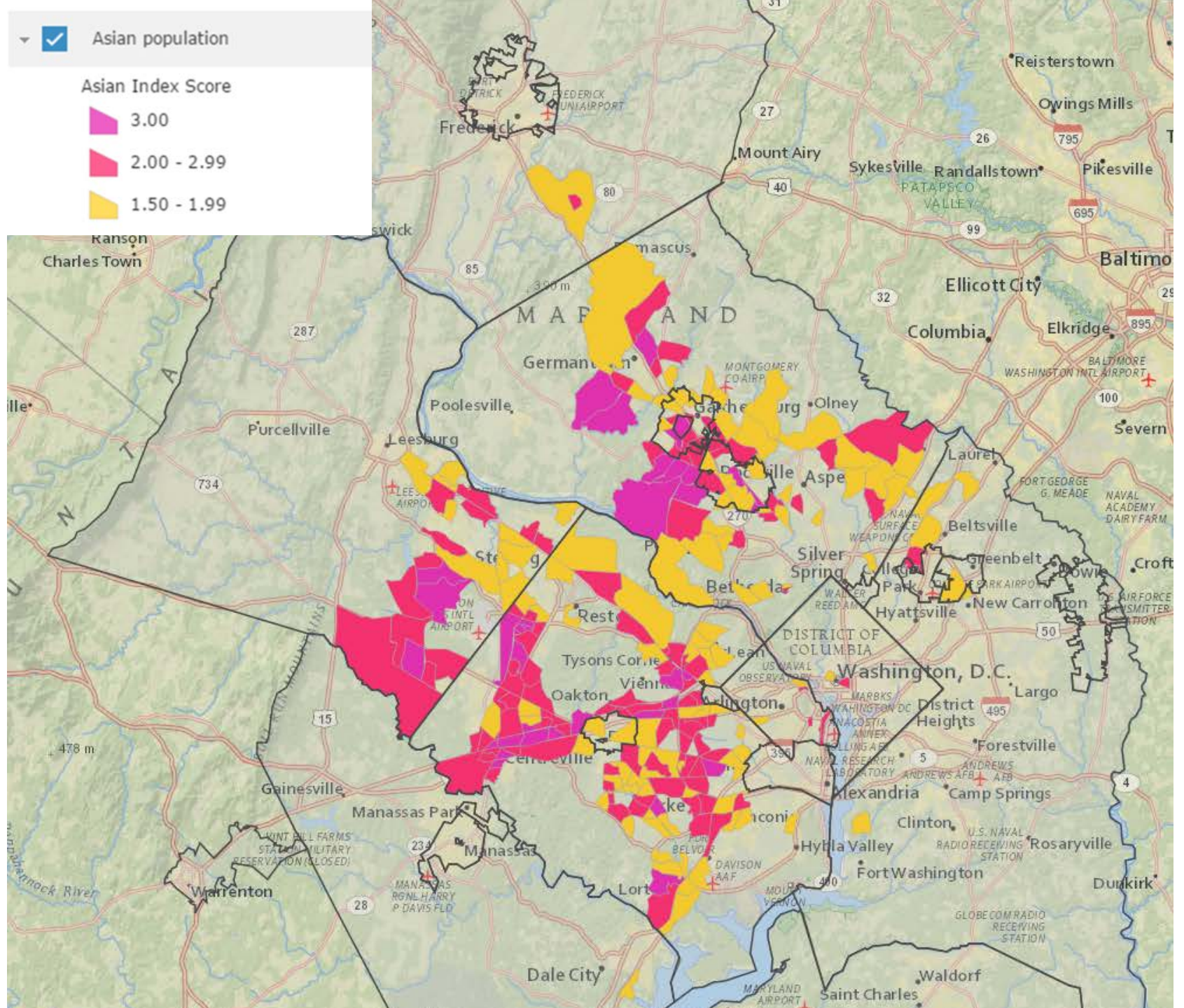
Hispanic or Latino Index Score

- 3.00
- 2.00 - 2.99
- 1.50 - 1.99



Asian population

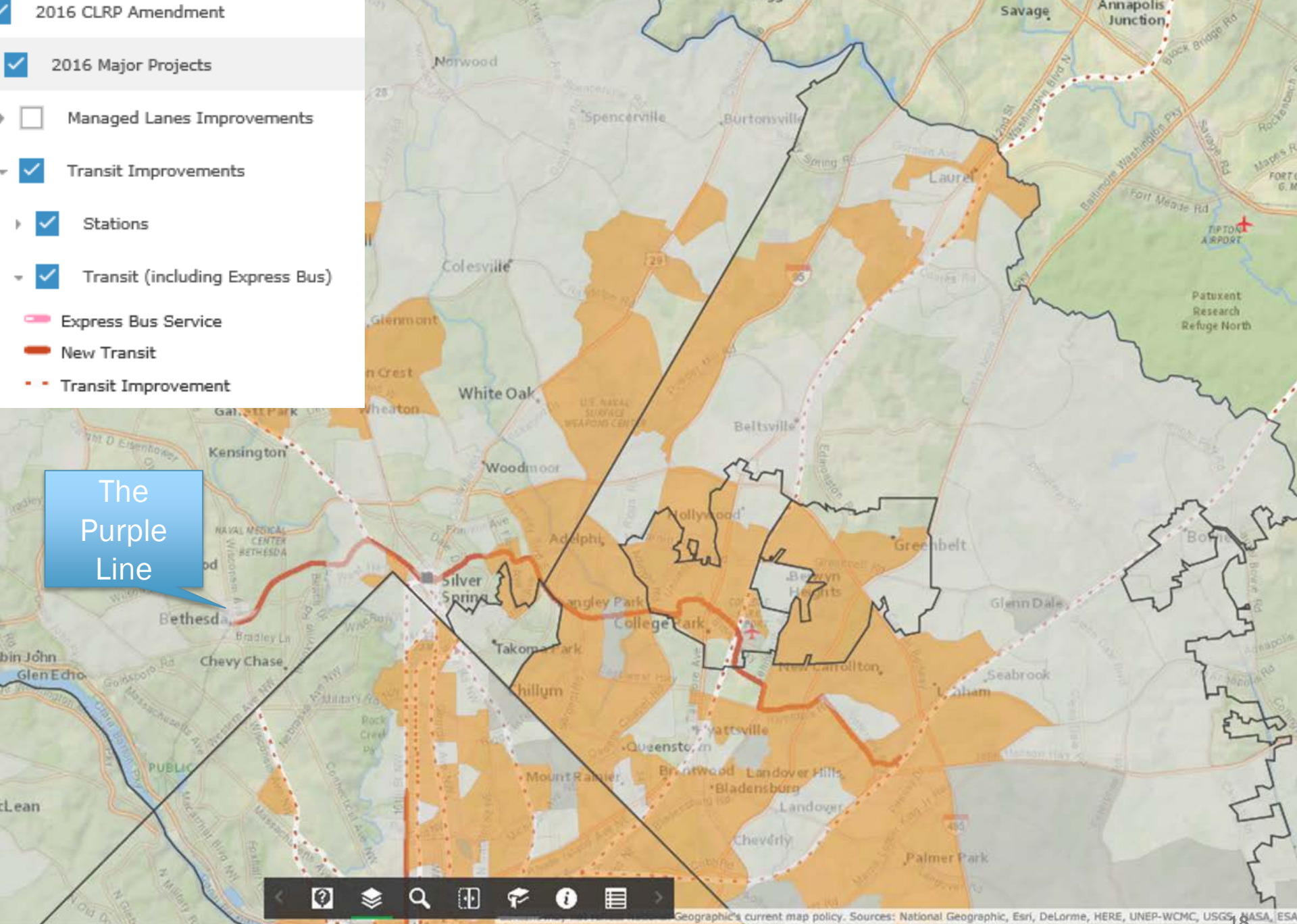
Asian Index Score



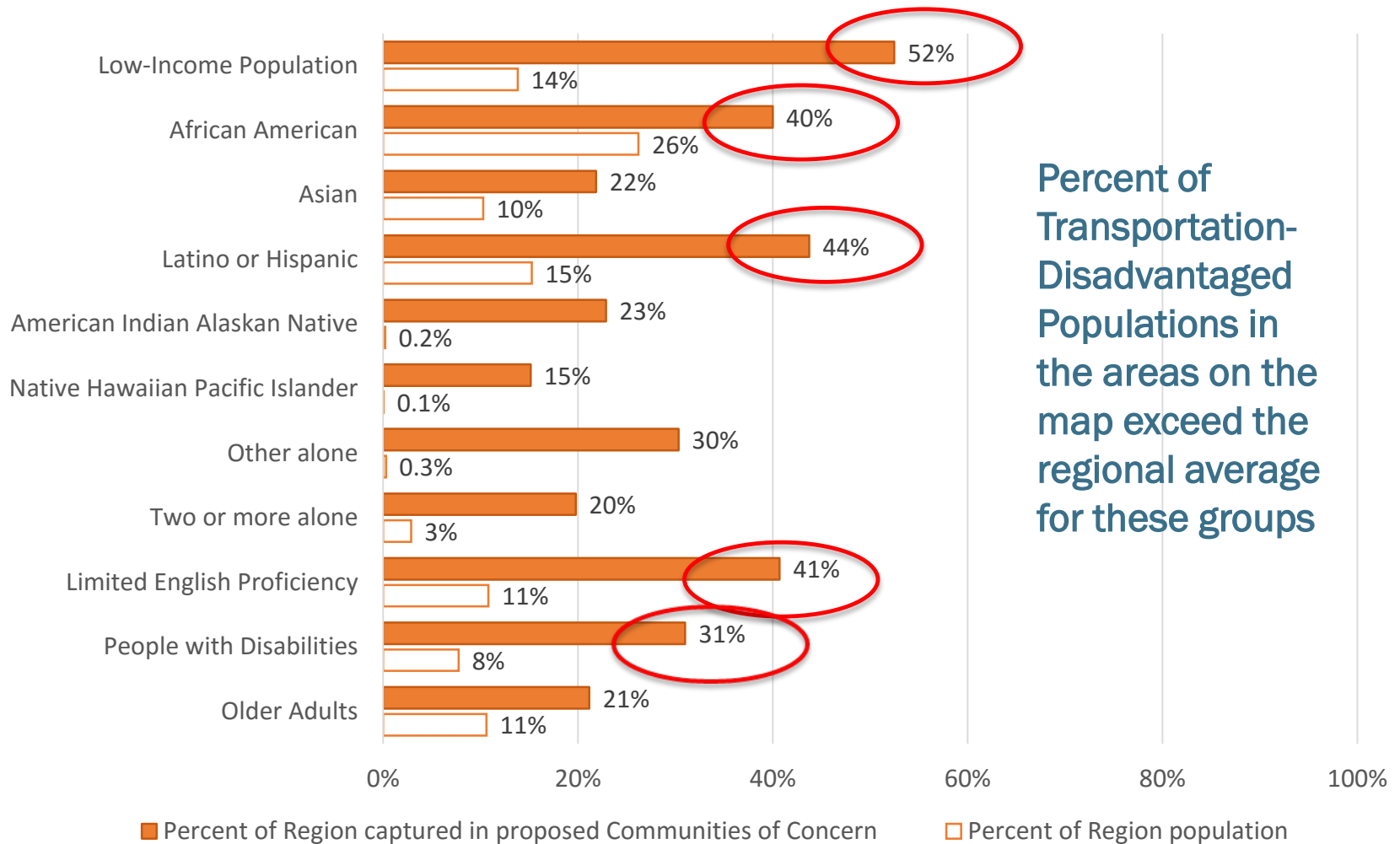
2016 CLRP Amendment

- 2016 Major Projects
 - Managed Lanes Improvements
 - Transit Improvements
 - Stations
 - Transit (including Express Bus)
 - Express Bus Service
 - New Transit
 - Transit Improvement

The Purple Line



The areas on the map represent multiple Transportation-Disadvantaged Populations



Next Steps

TPB is asked to adopt the regional map of “communities of concern”

- **January 2017**

TPB staff conducts EJ analysis of the 2016 CLRP

- **Feb - April 2017**

Technical Committee and TPB Briefed on findings of EJ Analysis

- **May – June 2017**

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