

## **ITEM 8 – Action**

January 18, 2017

### **Endorsement of the Map for the Proposed Enhancements to the Title VI/Environmental Justice Analysis of the CLRP**

#### **Staff**

**Recommendation:** Adopt Resolution R7-2017 identifying specific geographic locations.

**Issues:** None

**Background:** In Phase 1 of the proposed enhancements to the Title VI/Environmental Justice (EJ) analysis of the CLRP, TPB staff have identified “Equity Emphasis Areas” which are geographic areas with high concentrations of low-income and minority populations. The board was briefed on the methodology and map in December. On January 18, 2017, the board will be asked to endorse the Equity Emphasis Areas to use in Phase 2 to analyze the 2016 CLRP for disproportionately high and adverse impacts on low-income and minority communities.



**NATIONAL CAPITAL REGION TRANSPORTATION PLANNING BOARD**  
777 North Capitol Street, N.E.  
Washington, D.C. 20002

**RESOLUTION ENDORSING THE EQUITY EMPHASIS AREAS  
FOR THE TITLE IV/ENVIRONMENTAL JUSTICE ANALYSIS OF THE CONSTRAINED  
LONG-RANGE TRANSPORTATION PLAN FOR THE NATIONAL CAPITAL REGION  
AND OTHER PLANNING ACTIVITIES**

**WHEREAS**, the National Capital Region Transportation Planning Board (TPB), which is the metropolitan planning organization for the Washington Region, has the responsibility under the provisions of the Fixing America's Surface Transportation Act for developing and carrying out a continuing, cooperative and comprehensive transportation planning process for the Metropolitan Area; and

**WHEREAS**, Title VI of the Civil Rights Act of 1964 prohibits discrimination under any program or activity receiving Federal financial assistance on the grounds of race, color, or national origin; and

**WHEREAS**, the U.S. Executive Order 12898: Federal Actions to Address Environmental Justice in Minority Populations and Low-Income Populations, directs recipients of Federal funds to identify and avoid disproportionately high and adverse effects on minority and low-income populations; and

**WHEREAS**, U.S. DOT Departmental Order 5610.2(a): Actions to Address Environmental Justice in Minority Populations and Low-Income Populations, reaffirms that a metropolitan planning organization, such as the TPB, must analyze the long-range transportation plan for disproportionately high and adverse impacts on minority and low-income populations; and

**WHEREAS**, the TPB's Title VI/Environmental Justice analysis of the Constrained Long-Range Transportation Plan is a component of COG's Title VI Plan and Program which outline the nondiscrimination assurances and policies for all COG and TPB programs, ensuring COG and TPB compliance with overall Title VI nondiscrimination requirements; and

**WHEREAS**, in 2014, the Federal Highway Administration and the Federal Transit Administration conducted a joint review of the TPB's planning process and found that the TPB's Title VI/Environmental Justice analysis of the 2010 Constrained Long-Range Transportation Plan was typical and compliant; and

**WHEREAS**, in this joint certification of the TPB's planning process, the Federal Highway Administration and the Federal Transit Administration made a recommendation for enhancing the TPB's Title VI/Environmental Justice with additional tools and data as reported in the 2015 Washington, DC-VA-MD Transportation Management Area Certification Review report; and

**WHEREAS**, TPB staff reviewed innovative practices used to conduct Title VI/Environmental Justice analysis of long-range transportation plans from other metropolitan planning organizations; and

**WHEREAS**, based on these innovative practices, the TPB staff developed a methodology to identify small geographic areas with higher than average concentrations of low-income and minority populations (“Equity Emphasis Areas”), as a tool to analyze the long-range transportation plan for disproportionately high and adverse impacts on protected populations; and

**WHEREAS**, the Equity Emphasis areas are described in the attached materials, and will be used to analyze the 2016 CLRP amendment for disproportionately high and adverse impacts by comparing accessibility and mobility measures for the Equity Emphasis Areas compared to the rest of the region; and

**WHEREAS**, the TPB Technical Committee was briefed and asked to provide comments on the proposed enhancements to the Title VI/Environmental Justice analysis of the Constrained Long-Range Transportation Plan (CLRP) at its September 9, October 7, December 2, 2016 meetings, and its January 6, 2017 meeting; and

**WHEREAS**, the TPB’s Citizens Advisory Committee and the TPB’s Access for All Advisory Committee were briefed and provided comments on November 10 and December 15, 2016 meetings, respectively; and

**WHEREAS**, the Transportation Planning Board was briefed at its December 21, 2016 meeting on the map and methodology for the proposed enhancements to the Title VI/Environmental Justice analysis of the CLRP which include the methodology and map; and

**WHEREAS**, in addition to the Equity Emphasis Areas use to analyze the CLRP, the map will be used in other TPB work activities such as scenario planning and the Transportation/Land Use Connections (TLC) Program; and

**WHEREAS**, the TPB will make this tool and map available to its member jurisdictions where it could be used to assist with the jurisdictions’ other planning initiatives such as housing, education, public health, green space; and

**NOW, THEREFORE, BE IT RESOLVED THAT** the National Capital Region Transportation Planning Board endorses the Equity Emphasis Areas map and methodology for use in the Title VI/Environmental Justice analysis of the Constrained Long-Range Transportation Plan and other planning activities.





## **MEMORANDUM**

**TO:** Transportation Planning Board  
**FROM:** Wendy Klancher and Sergio Ritacco, TPB Transportation Planners  
**SUBJECT:** Proposed Map for Enhancements to the Title VI/Environmental Justice (EJ) Analysis of the CLRP  
**DATE:** January 12, 2017

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## **PURPOSE**

This memorandum provides context and background for endorsement of the attached Equity Emphasis Areas map for use in the Title VI and Environmental Justice (EJ) analysis of the Constrained Long-Range Transportation Plan (CLRP). The memorandum concludes with information under next steps about Phase 2 in which the CLRP will be analyzed for disproportionately high and adverse impacts on the Equity Emphasis Areas and the rest of the region.

The TPB was briefed on the proposed map at its December 21, 2016 meeting and, in general, Board members accepted the methodology and resulting map. However, the TPB concurred with the AFA recommendation that the original name of the map be changed. Both the Technical Committee and the Access for All Advisory Committee provided feedback that the original name, “Communities of Concern”, has a negative connotation. After gathering input from the Technical Committee at its January 6, 2017 meeting and considering the feedback from Access for All Advisory Committee members, the name was updated to “Equity Emphasis Areas”.

## **BACKGROUND**

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 the Executive Order 12898 on Environmental Justice (EJ).

While the focus of this Title VI and EJ work is on the analysis of the CLRP, COG and TPB have several policies, plans and programs in place in order to meet a broader set of federal requirements for compliance with Title VI and nondiscrimination. The TPB, and COG, as the TPB’s administrative agent, have a Title VI Plan and Program that include a Language Assistance Plan, an accommodations policy for people with disabilities and those with Limited English skills and the TPB has a proactive public involvement strategy to ensure that the transportation planning process includes input from traditionally-disadvantaged population groups.

As was mentioned at the December TPB meeting, TPB staff undertook a review of the state of the practice in Title VI and EJ analysis methods used by other MPOs in 2016. 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 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 small areas 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. 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 areas highlighted on the attached map. 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” given the importance of income in someone’s ability to access transportation options.

The TPB Technical Committee was also consulted and received four briefings in which feedback and comments were requested on the proposed enhancements to the Title VI/EJ analysis: September 9, October 7, December 2, 2016, and January 6, 2017. 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 map. The TPB Access for All Advisory Committee was briefed on December 15, 2016 and enthusiastically supported the work but felt the name should be more positive in nature. The Chair of the AFA, Charles Allen, and several AFA members have expressed support for either “Equity Areas” or “Environmental Justice Areas”.

## **METHODOLOGY AND ONLINE INTERACTIVE MAP**

The methodology for determining what areas are designated Equity Emphasis Areas was described in the December memo to the Transportation Planning Board. To summarize, the methodology relies on U.S. Census American Community Survey (ACS) data to determine the concentration of low-income and minority population groups within every tract in the planning area relative to the regional averages. An index scoring system is used to determine different levels of concentrations of the four population groups in this majority-minority region (Low-Income, Asian, African-American and Hispanic/Latino). Low-Income populations were weighted to reflect the importance that income has on someone’s ability to access transportation. A tract is identified as an Equity Emphasis Area if it has a concentration of low-income population higher than 1.5 times the regional average OR if the tract has a concentration of two or more of the minority groups (Asian, African-American and Hispanic/Latino) higher than 1.5 times the regional average.

An online interactive map is available at <https://gis.mwco.org/webmaps/tpb/clrp/ej>. Additionally, the methodology and jurisdiction-specific maps of the Equity Emphasis Areas with detailed tables for

each population group by Census tract are available at [mwcog.org/clrp/performance/EJ/EJ\\_CoC.asp](http://mwcog.org/clrp/performance/EJ/EJ_CoC.asp).

## **NEXT STEPS**

Upon endorsement, staff will proceed with Phase 2 of the work, which is the analysis of the 2016 CLRP amendment. Phase 2 will examine multiple accessibility and mobility measures including “accessibility” to all jobs, retail jobs, educational institutions and hospitals by automobile and transit travel. These measures will be compared for Equity Emphasis Areas versus the rest of the region between 2016 and 2040 based on the 2016 CLRP performance as a whole. Phase 2 results will be presented to the Transportation Planning Board for review and discussion; TPB staff anticipate that briefing will occur in April or May.

The regionally agreed upon map will also be used in other TPB work activities. These areas 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 areas. These areas can be used in long-range planning work, including scenario analysis. Beyond transportation planning, the regionally agreed upon map 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.

# Equity Emphasis Areas in the National Capital Region

Revised January 13, 2017

