



## 5.8 Title VI/Environmental Justice

### 5.8.1 Introduction

Federal agencies must comply with Executive Order 12898: Federal Actions to Address Environmental Justice in Minority and Low-Income Populations. The Executive Order States that “each Federal agency shall make achieving environmental justice part of its mission by identifying and addressing, as appropriate, disproportionately high and adverse human health and environmental effects, including social and economic effects, on Minority Populations and Low-Income Populations.” Accordingly, FHWA has adopted FHWA Order 6640.23, FHWA Actions to Address Environmental Justice in Minority and Low-Income Populations, December 2, 1998. In terms of transportation policy, environmental justice contains three fundamental principles:

- To avoid, minimize, or mitigate disproportionately high and adverse human health and environmental effects, including social and economic effects, on minority and low-income populations;
- To ensure the full and fair participation by all potentially affected minority and low-income communities in the transportation decision making process; and
- To prevent the denial of, reduction in, or significant delay in the receipt of benefits to minority and low-income populations.

### 5.8.2 Methodology

Under FHWA Order 6640.23, the following minority and low-income populations must be considered in an analysis of environmental justice issues. The FHWA Order defines these terms as follows:

- **Minority** means a person who is:

Black – persons having origins in any of the black racial groups of Africa.

Hispanic – persons of Mexican, Puerto Rican, Cuban, Central or South American, or other Spanish culture or origin, regardless of race.

Asian – persons having origins in any of the original peoples of the Far East, Southeast Asia, or the Indian subcontinent.

American Indian and Alaskan Native – persons having origins in any of the original people of North America and who maintains cultural identification through tribal affiliation or community recognition.

Native Hawaiian or Other Pacific Islander – persons having origins in any of the original peoples of Hawaii, Guam, Samoa, or other Pacific Islands.



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- **Low-Income** means a household income at or below the Department of Health and Human Services poverty guidelines.
- **Minority populations** or **low-income populations** are any readily identifiable groups of minority or low-income persons who live in geographic proximity, and, if circumstances warrant, geographically dispersed/transient persons (such as migrant workers or Native Americans) who would be similarly affected by a proposed FHWA program, policy, or activity.

Compliance with environmental justice requirements was assessed by identifying and analyzing minority and low-income populations within the Study Area for Section 2. The approach included basic information-gathering such as data collection from the U.S. Census Bureau's Year 2000 Census and FHWA's Environmental Justice web page<sup>1</sup>, public participation, and a thorough assessment of communities, i.e., a Community Impact Assessment. This effort included a staffed project office within the project area for Section 2. This office has been open to the public from the early stages of the Tier 2 study. Public information meetings were held to provide additional opportunities to learn more about the potentially affected communities and people along the corridor. In conducting the assessment, available data on population demographics, taken from the U.S. Census and other sources, were utilized. The Section 2 Study Area was defined by the Census Block Groups traversed by the project corridor, thereby providing a statistically identifiable geographic area for the data gathering effort (See Figure 5.8-1, pg. 5-148).

After the preliminary data collection, specific effects on minority and low-income populations were evaluated. This included field analysis and an investigation of populations and potential impacts to these populations. The information gathered for Section 2 includes the population in the Study Area by race and ethnicity, age, employment, and income; and the potential number of residential relocations and business displacements that could result from the project. Chapter 4, Section 4.2, *Human Environment (Community Impact Assessment)*, details the population and employment characteristics of the Study Area, and Chapter 5, Section 5.2, *Social Impacts*, identifies the potential residential relocations and business impacts associated with the project.

To ensure that programs, policies and activities are in compliance with Executive Order 12898 requirements, the following techniques were used to plan and develop the project:

- A strong public involvement process.
- A systematic interdisciplinary approach.
- Attempts to identify, avoid, minimize, and mitigate adverse effects and impacts.

### 5.8.3 Analysis

Following the procedures identified in Section 5.8.2, data gathered on the minority and low-income populations in the Section 2 Study Area was analyzed to determine any potential project

<sup>1</sup> [www.fhwa.dot.gov/environment/ej2000.htm](http://www.fhwa.dot.gov/environment/ej2000.htm)



impacts on the defined populations. The following subsections present the results of the analysis.

### **5.8.3.1 Minority Populations**

The Year 2000 Census was notable as the first census to allow respondents to identify themselves as having more than one race.<sup>1</sup> The 2000 data (Table 5.8-1) shows that the Study Area had a lower concentration of minorities than did the state. While, among those reporting one race only, the percentage of whites in the State of Indiana was 87.5%, whites comprise anywhere from 96.5% to 99.1% of the population in Gibson, Pike and Daviess Counties. In 2000, the population of the Study Area was nearly homogeneous; the percentage of whites alone was 98.8% of the 11,150 total population.

Blacks or African-Americans, alone, comprised 8.4% of the state's population, while they comprised 1.9%, 0.1% and 0.4% of the population in Gibson, Pike and Daviess counties, respectively. In the Study Area, the percentage of Blacks or African-Americans was 0.2%. The census block groups and counties that comprise the Study Area both had a much lower proportion of Blacks or African-Americans than the State of Indiana.

In the Study Area block groups, racial populations ranged from 0.0% to 0.5% American Indian/Alaska Native; 0.1% to 0.5% Asian; 0.0% to 0.1% for Native Hawaiian or Other Pacific Islander; 0.0% to 1.0% for Some Other Race; and 0.0% to 0.6% for Two or More Races.



**Table 5.8-1: Comparative Population Characteristics—Race and Ethnicity**

Geographic Area	Total Population	One Race							Population of Two or More Races	Hispanic or Latino Origin
		Population of One Race	White Alone	Black or African American Alone	American Indian & Alaska Native Alone	Asian Alone	Native Hawaiian & Other Pacific Islander Alone	Some Other Race Alone		
<b>United States</b>	281,421,906	274,595,678	211,460,626	34,658,190	2,475,956	10,242,998	398,835	15,359,073	6,826,228	35,305,818
Percent	100.0%	97.6%	75.1%	12.3%	0.9%	3.6%	0.1%	5.5%	2.4%	12.5%
<b>Indiana</b>	6,080,485	6,004,813	5,320,022	510,034	15,815	59,126	2,005	97,811	75,672	214,536
Percent	100.0%	98.8%	87.5%	8.4%	0.3%	1.0%	0.0%	1.6%	1.2%	3.5%
<b>Gibson Co.</b>	32,500	32,275	31,350	622	61	168	1	73	225	249
Percent	100.0%	99.3%	96.5%	1.9%	0.2%	0.5%	0.0%	0.2%	0.7%	0.8%
<b>Pike Co.</b>	12,837	12,787	12,722	13	16	18	5	13	50	77
Percent	100.0%	99.6%	99.1%	0.1%	0.1%	0.1%	0.0%	0.1%	0.4%	0.6%
<b>Daviess Co.</b>	29,820	29,657	29,080	134	69	74	6	294	163	659
Percent	100.0%	99.5%	97.5%	0.4%	0.2%	0.2%	0.0%	1.0%	0.5%	2.2%
<b>STUDY AREA</b>										
<b>Gibson County</b>										
CT 503, BG 1*	942	936	929	0	3	2	0	2	6	11
Percent	100.0%	99.4%	98.6%	0.0%	0.3%	0.2%	0.0%	0.2%	0.6%	1.2%
Oakland City	2,588	2,574	2,526	19	5	13	0	11	14	40
Percent	100.0%	99.5%	97.6%	0.7%	0.2%	0.5%	0.0%	0.4%	0.5%	1.5%
<b>Pike County</b>										
CT 9540, BG 1	741	737	737	0	0	0	0	0	4	1
Percent	100.0%	99.5%	99.5%	0.0%	0.0%	0.0%	0.0%	0.0%	0.5%	0.1%
CT 9541, BG 1	865	865	863	0	0	1	1	0	0	2
Percent	100.0%	100.0%	99.8%	0.0%	0.0%	0.1%	0.1%	0.0%	0.0%	0.2%
CT 9541, BG 2	1,665	1,659	1,651	2	2	4	0	0	6	8
Percent	100.0%	99.6%	99.2%	0.1%	0.1%	0.2%	0.0%	0.0%	0.4%	0.5%
<b>Daviess County</b>										
CT 9544, BG 3	1,137	1,137	1,137	0	0	0	0	0	0	3
Percent	100.0%	100.0%	100.0%	0.0%	0.0%	0.0%	0.0%	0.0%	0.0%	0.3%
CT 9546, BG 1	806	806	801	2	0	3	0	0	0	0
Percent	100.0%	100.0%	99.4%	0.2%	0.0%	0.4%	0.0%	0.0%	0.0%	0.0%
CT 9546, BG 3	922	918	905	2	1	1	0	9	4	19
Percent	100.0%	99.6%	98.2%	0.2%	0.1%	0.1%	0.0%	1.0%	0.4%	2.1%
CT 9546, BG 4	1,484	1,481	1,466	0	8	7	0	0	3	10
Percent	100.0%	99.8%	98.8%	0.0%	0.5%	0.5%	0.0%	0.0%	0.2%	0.7%
<b>Study Area Total &amp; %</b>	11,150	11,113	11,015	25	19	31	1	22	37	94
	100.0%	99.7%	98.8%	0.2%	0.2%	0.3%	0.0%	0.2%	0.3%	0.8%

Source: U.S. Bureau of the Census, Year 2000 Census. CT=Census Tract BG=Block Group within a Census Tract  
 \* Excludes Census Blocks that are within Oakland City

Those block groups reporting Hispanic or Latino Origin ranged from 0.0% to 2.1% with this group representing 0.8% of the population in the Study Area. This was consistent with the Hispanic or Latino population in Pike and Gibson Counties. However, Daviess County and the



State of Indiana had a higher proportion of Hispanic or Latino population (2.2% and 3.5%, respectively).

There were no clusters of minority residences in the Section 2 Study Area and no indication that minorities would comprise a significant percentage—much less a disproportionate percentage—of the residents who would be relocated as part of this project. Therefore, no disproportionate impacts to minority populations are anticipated as a result of the project.

### 5.8.3.2 Low-Income Populations

Low-income populations consist of those people living below the poverty level, as defined in the U.S. Department of Health and Human Services Poverty Level Guidelines. Poverty by age data was used to determine overall poverty levels. For each Block Group, each age group (from 0 to 75+) of those living in poverty was added together, divided by the total Block Group population, and calculated as a percentage. Table 5.8-2 shows the per capita income and the median household income of the nation, the state, and Gibson, Pike and Daviess counties, and the income ranges for the Study Area. Table 5.8-3 shows the data for the individual Block Groups in the Study Area. Referring to Table 5.8-2, Gibson, Pike, and Daviess county residents had comparably average or below average incomes when compared to the state of Indiana and the United States. Gibson ranked 52<sup>nd</sup>, Pike was 88<sup>th</sup>, and Daviess was 91<sup>st</sup> in terms of per-capita income among Indiana’s 92 counties, according to Census 2000 data. However, poverty rate is typically based on family income. According to the 2000 US Census, Daviess County had the seventh highest poverty rate within the state, whereas Gibson and Pike Counties were ranked 34<sup>th</sup> and 62<sup>nd</sup>, respectively.

<b>Table 5.8-2: 1999 Comparative Median Household Income, Per Capita Income, and Percent Living Below Poverty Level</b>						
	United States	Indiana	Gibson County	Pike County	Daviess County	Study Area Range of Values*
<b>Median Household Income</b>						
Total	\$41,994	\$41,567	\$37,515	\$34,759	\$34,064	\$28,532 - \$45,458
<b>Median Family Income</b>						
Total	\$50,046	\$50,261	\$44,839	\$41,420	\$41,818	\$37,440 - \$51,375
<b>Per Capita Income</b>						
Total	\$21,587	\$20,397	\$18,169	\$16,217	\$16,015	\$13,806 - \$21,241
<b>Percent Living Below Poverty Level</b>						
Total (Individuals)	12.4%	9.5%	8.2%	8.0%	13.8%	4% - 18%
% of All Youths (Ages 0-17) Below Poverty Level	16.6%	12.2%	10.6%	9.6%	19.7%	6% - 54%
% of All Elderly (Ages 65+) Below Poverty Level	9.9%	7.7%	7.2%	9.7%	12.0%	0% - 40%
<i>Source: U.S. Bureau of the Census, Year 2000</i>						
<i>*See Table 5.8-3.</i>						



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**Table 5.8-3: Comparative Age, Median Household Income, Per Capita Income, and Percent Living Below Poverty Level—Study Area Only**

Census Tract	Median Household Income	Median Family Income	Per Capita Income	Percent Living Below Poverty Level		
				Total (Individuals)	% of All Youths (Ages 0-17) Below Poverty Level	% of All Elderly (Ages 65+) Below Poverty Level
<b>Gibson County</b>						
CT 503, BG 1	\$32,132	\$50,078	\$17,282	13%	23%	19%
Oakland City	\$28,532	\$37,440	\$13,806	12%	14%	10%
<b>Pike County</b>						
CT 9540, BG 1	\$36,845	\$41,806	\$18,509	4%	28%	20%
CT 9541, BG 1	\$32,917	\$39,450	\$14,950	5%	57%	0%
CT 9541, BG 2	\$36,477	\$42,599	\$15,934	7%	6%	29%
<b>Daviess County</b>						
CT 9544, BG 3	\$39,913	\$44,375	\$17,325	18%	51%	7%
CT 9546, BG 1	\$43,681	\$51,375	\$21,241	5%	18%	13%
CT 9546, BG 3	\$37,986	\$39,931	\$15,745	12%	13%	40%
CT 9546, BG 4	\$45,458	\$50,147	\$16,963	11%	54%	8%
<i>Source: U.S. Bureau of the Census, Year 2000</i> <i>CT = Census Tract    BG = Block Group within a Census Tract</i>						

The Block Group with the lowest median household income was Oakland City with a median household income of \$28,532. This was in comparison to Gibson County’s median household income of \$37,515. The lowest median family income was also the Oakland City BG with a median family income of \$37,440. This was in comparison to Gibson County’s \$44,839. Likewise, the Oakland City BG had the lowest per-capita income at \$13,806; this is lower than the per-capita income of Gibson County (\$18,169). The reason some of the Block Groups had lower per-capita incomes and higher median household incomes than the county is because the Block Groups had larger average household sizes.

The percentage of the total Study Area population living below the poverty level ranged from 4.0% in Census Tract 9540-BG 1 to 18.0% in Census Tract 9544-BG 3 compared with the nation’s 12.4%, Indiana’s 9.5%, and Gibson, Pike, and Daviess Counties’ 8.2%, 8.0%, and 13.8%, respectively.

The percentage of persons younger than 18 living below poverty level range from 6.0% in Census Tract 9541-BG 2 to 57.0% in Census Tract 9541-BG 1 compared with the nation’s 16.6%, Indiana’s 12.2%, and Gibson, Pike, and Davies Counties’ 10.6%, 9.6%, and 19.7%, respectively.



The percentage of elderly people living below poverty range from 0% in Census Tract 9541-BG 1 to 40.0% in Census Tract 9546-BG 3 compared with the nation's 9.9%, Indiana's 7.7%, and Gibson, Pike, and Daviess Counties' 7.2%, 9.7%, and 12.0%, respectively.

There are no clusters of low-income residences in the Section 2 Study Area and no indication that residents (of any age or race) who could be impacted by the project are living below the poverty level. No disproportionate impacts to low-income populations are anticipated as a result of the project.

### **Altered Travel Patterns**

The alteration of travel patterns is not anticipated to have a disproportionate impact to low-income or minority populations in the Section 2 Study Area. Where the connectivity of a few existing public roads would be severed by I-69 in Section 2, connectivity would be maintained via overpasses or road relocations, or on other routes that are within a reasonable distance of the severed roadway.

Comparisons of traffic impacts as a result of the Future No-Build Condition and build alternatives are discussed in Section 5.6, *Traffic Impacts*. Section 5.3.4.2, *Travel Patterns and Local Public Road Connectivity*, provides a detailed discussion of access issues related to the project, including a listing of road closings, relocations, and overpasses proposed for each build alternative.

#### **5.8.3.3 Disproportionately High and Adverse Effects Analysis**

Field reviews, analyses of census data, public comment and discussions with local officials confirm the absence of minority communities or concentrations of minority and low-income populations within the Section 2 Study Area. Overall, disproportionately high and adverse human health or environmental effects are not expected to affect minority or low-income populations because no such concentrations are located within the Study Area. Therefore, neither of the two alternatives under consideration is expected to have any specific disproportionately adverse effect on any distinct social group or groups.

#### **5.8.4 Mitigation**

No mitigation measures are anticipated because the proposed alternatives will not disproportionately or adversely affect any minority or low-income populations in Section 2.

#### **5.8.5 Summary**

In its comment letter on the Tier 1 DEIS, the USEPA concurred "the initial environmental review shows that none of the alternatives would have a disproportionately high and adverse effect on minority and low-income populations in the Study Area" (See the Tier 1 FEIS, Section 5.4.6.). After completing further environmental justice review for Tier 2 Section 2, it was



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determined that none of the alternatives for Section 2 would have a disproportionately high or adverse effect on minority and/or low-income populations in the Section 2 Study Area.

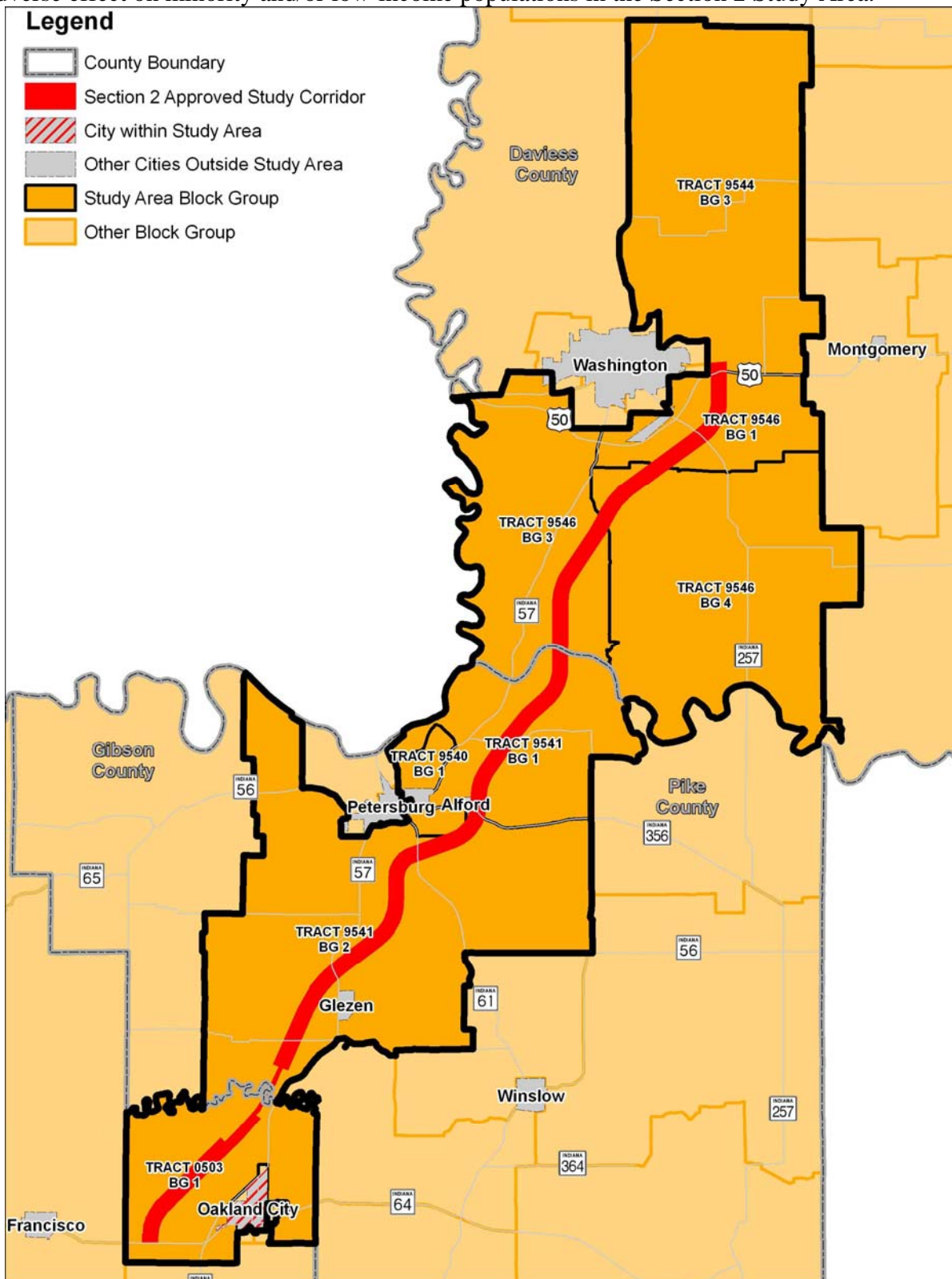


Figure 5.8-1: Section 2 Study Area