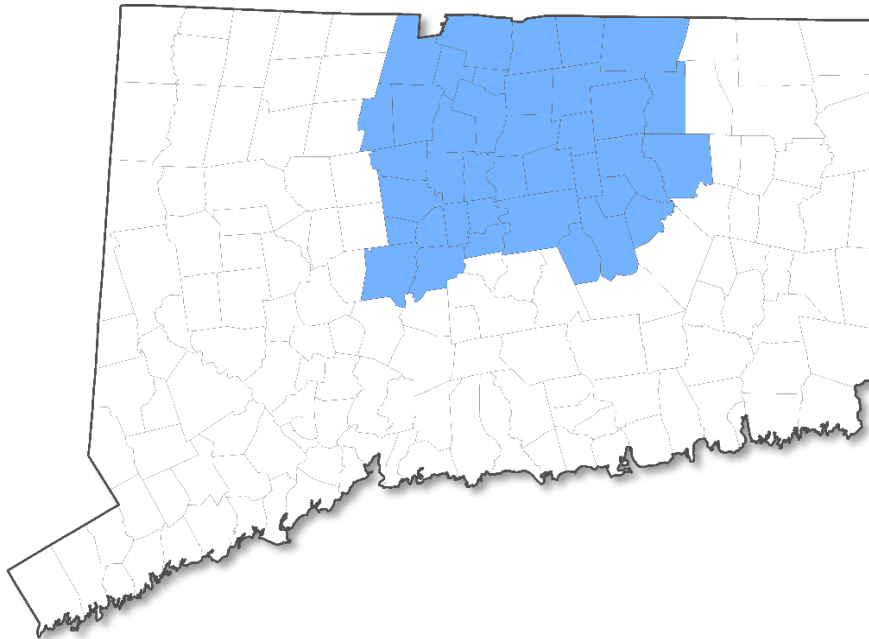


# Atlas of Title VI and Environmental Justice Populations in the Capitol Region

Prepared by the  
Capitol Region Council of Governments



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## INTRODUCTION

Recipients of federal transportation funds for planning and other activities are required to comply with the provisions of Title VI of the Civil Rights Act of 1964 (42 U.S.C. Section 2000d). United States Department of Transportation (USDOT) guidance<sup>1</sup> on the responsibilities to specific populations states that “*Title VI of the Civil Rights Act of 1964, 42 U.S.C. 2000d, et seq., and its implementing regulations provide that no person shall be subjected to discrimination on the basis of race, color, or national origin under any program or activity that receives Federal financial assistance.*” The Federal Transit Administration’s (FTA) guidance<sup>2</sup> on Title VI responsibilities also has the following objectives:

- a. Ensure that the level and quality of transportation service is provided without regard to race, color, or national origin;
- b. Identify and address, as appropriate, disproportionately high and adverse human health and environmental effects, including social and economic effects of programs and activities on minority populations and low-income populations;
- c. Promote the full and fair participation of all affected populations in transportation decision making;
- d. Prevent the denial, reduction, or delay in benefits related to programs and activities that benefit minority populations or low-income populations;
- e. Ensure meaningful access to programs and activities by persons with limited English proficiency.

Related to Title VI is Executive Order 12898 of 1994 (59 FR 7629), which focuses attention on the environmental and human health effects of federal actions on minority and low-income populations with the goal of achieving Environmental Justice (EJ) for all communities. This Executive Order directs federal agencies and their programs to avoid disproportionately high and adverse health or environmental effects on minority and low-income populations, to the greatest extent possible. The order is intended to promote nondiscrimination in federal programs as well as to provide minority and low-income communities access to public participation.

The objectives of Title VI and EJ serve as a basis for a recipient of any federal transportation funds to adopt as the goals of its own program. In order to ensure adequate outreach to affected populations, we must first understand where concentrations of these populations reside within our Region. For that purpose, the Capitol Region Council of Governments (CRCOG) has developed this Atlas, a series of maps showing concentrations of minority, limited English proficiency, low-income, and transportation-disadvantaged (zero-vehicle) populations.

## BACKGROUND

In 2002, CRCOG received an EJ and Title VI Challenge Grant to address environmental justice and social equity issues in its transportation planning program. As part of that effort, CRCOG developed a series of maps identifying minority and low-income populations throughout the Capitol Region. Those maps were presented in CRCOG’s 2003 *Atlas of Minority and Low-Income Populations in the Capitol Region*.

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<sup>1</sup> Policy Guidance Concerning Recipients’ Responsibilities to Limited English Proficient (LEP) Persons

<sup>2</sup> FTA Circular 4702.1A Title VI and Title VI-Dependent Guidelines for Federal Transit Administration Recipients

In 2005, CRCOG approved a “Discussion Paper” on *Reducing Language Barriers*, in which opportunities for involving non-English speaking populations in the transportation planning process were addressed. As part of that paper, concentrations of persons with Limited English Proficiency<sup>3</sup> (LEP) and other persons with English as a second language were mapped using 2000 Census data and later updated in 2013 using similar data from the 2010 Census and more specific data on LEP populations from the 2006-2010, 5-year estimate American Community Survey (ACS). Most recently, CRCOG updated its Public Participation Plan in 2017. This Plan stipulates public engagement and outreach policy and methodology for CRCOG’s transportation planning efforts and related interaction with minority, low-income, and LEP populations.

The 2019 update of the *Atlas of Title VI Populations in the Capitol Region* reflects updated data from the 2013-2017, 5-year estimate ACS data for demographic and socio-economic analyses and the 2011-2015, 5-year estimate ACS data for LEP.

## REGIONAL OVERVIEW

The Capitol Region is composed of 38 municipalities in the Metro Hartford area (see Figure 1). The Region includes approximately 1,049 square miles, has a population of about 976,800, and features an employment base of roughly 524,600 jobs.

Hartford is the central city of the Region as well as the capital city of Connecticut. Hartford contains 21% of the Region’s jobs and 12.7% of its population, but its land area (18 square miles) accounts for only 1.7% of the Region’s geography.

The only other city within the Region is New Britain. New Britain contains 4.7% of the Region’s jobs and 7.5% of its population, but its land area (13 square miles) accounts for only 1.2% of the Region’s geography.

### THE CRCOG REGION

38 municipalities  
1,049 square miles  
976,834 total population  
374,841 households  
524,660 jobs  
35.2% minority population  
10.7% below poverty level  
17.0% below 150% of poverty level  
10.2% without access to a vehicle

### HARTFORD

- 18 square miles
- 124,390 population
- 111,319 jobs

### NEW BRITAIN

- 13 square miles
- 73,069 population
- 24,583 jobs

<sup>3</sup> LEP is defined as persons who speak English less than “Very Well.”

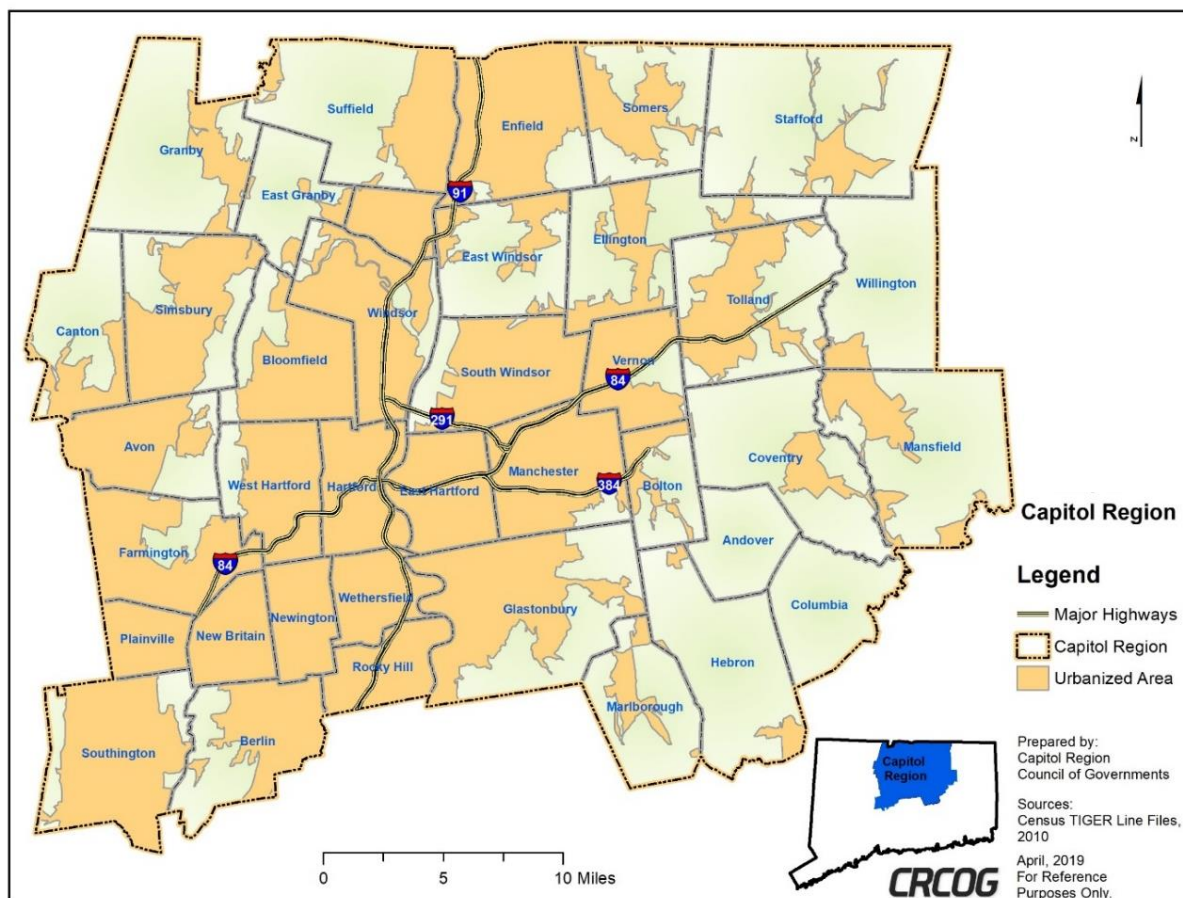


Figure 1: Map of the Capitol Region

## TITLE VI POPULATIONS

### MINORITY POPULATIONS

The proportion of minority populations within the Capitol Region increased between 2010 and 2017. While minority groups accounted for approximately 32% of the entire population in 2010, they represent about 35% of the population in 2017. In 2010, the African-American and Hispanic population accounted for 14.1% and 11.6% of the Region's total population, respectively. Between 2010 and 2017, the Hispanic population in the Capitol Region grew more than three times faster than the African-American population, remaining the largest minority group in the Region. Although a small percentage of the total population, it is worth noting that the Asian population within the Capitol Region grew by more than 9,100 individuals (21.9%) between 2010 and 2017. The racial and ethnic composition of the Capitol Region is detailed in Figure 2.

**Figure 2: Racial/Ethnic Composition of the Capitol Region**

Racial or Ethnic Group	2010 Census Data		2017 ACS Data		Percent Change
	Pop.	Pct.	Pop.	Pct.	
Non-Hispanic White	663,060	68.1%	633,194	64.8%	<b>-4.5%</b>
Hispanic or Latino (of any race)	137,266	14.1%	153,610	15.7%	<b>11.9%</b>
African-American or Black	112,604	11.6%	116,695	11.9%	<b>3.6%</b>
Asian, Native Hawaiian, other Pacific Islander	41,555	4.3%	50,674	5.2%	<b>21.9%</b>
American Indian, Alaska Native	1,405	0.1%	1,230	0.1%	<b>-12.5%</b>
Some Other Race	2,391	0.3%	2,686	0.3%	<b>12.3%</b>
Two or More Races	15,678	1.6%	18,745	1.9%	<b>19.6%</b>
<b>Total</b>	<b>973,959</b>	<b>100%</b>	<b>976,834</b>	<b>100%</b>	<b>2.9%</b>

The predominant minority groups in the Capitol Region (see Figure 3) are Hispanic and African-American, which comprise 15.7% and 11.9% of the Region's population, respectively. Combined, they account for more than 78% of the minority population within the Capitol Region.

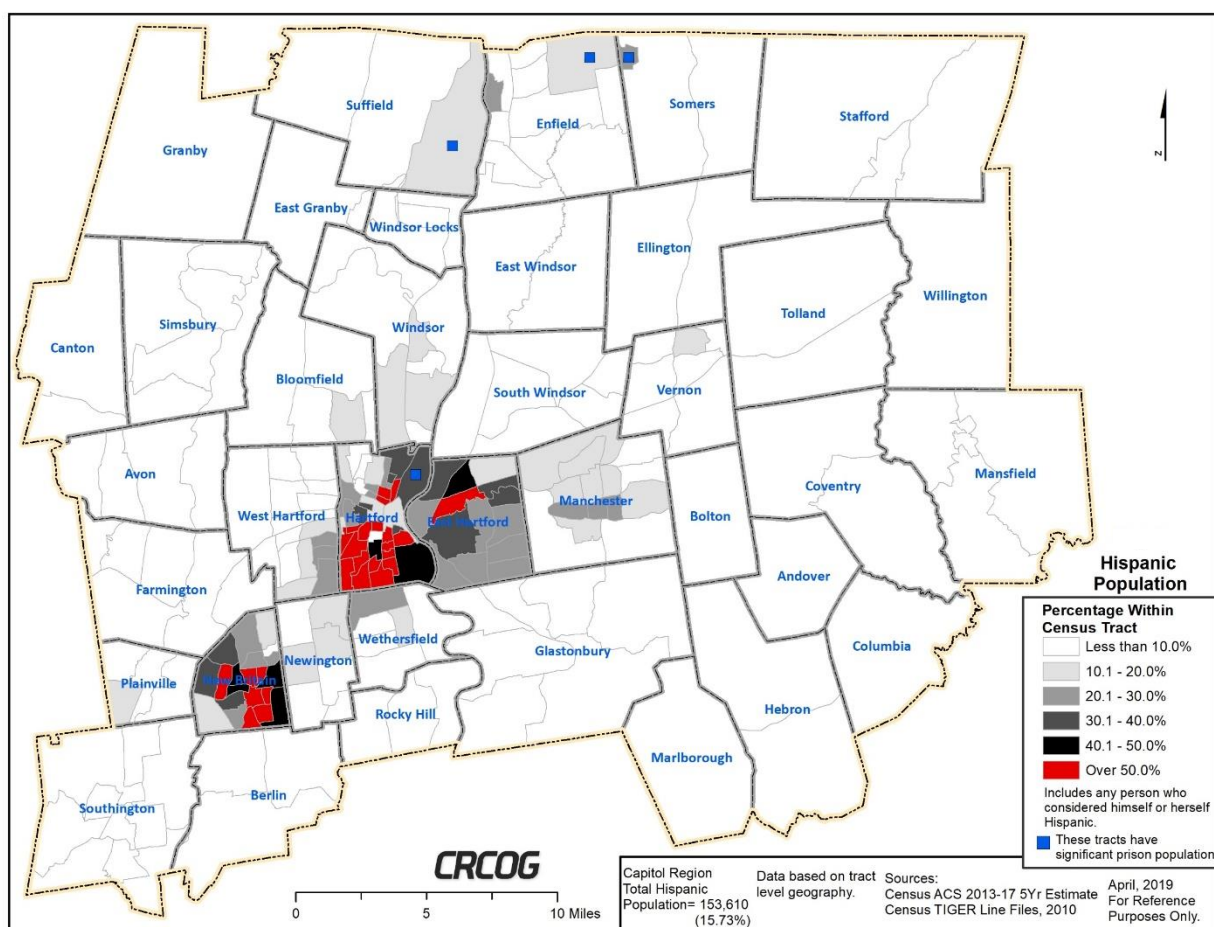
**Figure 3: Minority Population Details (2017)**

Racial or Ethnic Group	Population	% of Minority Pop.	% of Total Pop.
<b>Total Minority Population</b>	<b>343,640</b>	<b>100%</b>	<b>35.2%</b>
Hispanic or Latino (of any race)	153,610	44.7%	15.7%
African-American or Black	116,695	33.9%	11.9%
Asian, Native Hawaiian, other Pacific Islander	50,674	14.7%	5.2%
American Indian, Alaska Native	1,230	0.4%	0.1%
Some Other Race	2,686	0.8%	0.3%
Two or More Races	18,745	5.5%	1.9%

In an effort to better understand the geographic distribution of the minority communities in the Capitol Region, the following maps show the percentage of Hispanic, African-American, and total minority populations in each Census tract within the Region. These maps demonstrate a predominant concentration of minority populations in the cities and adjacent communities.



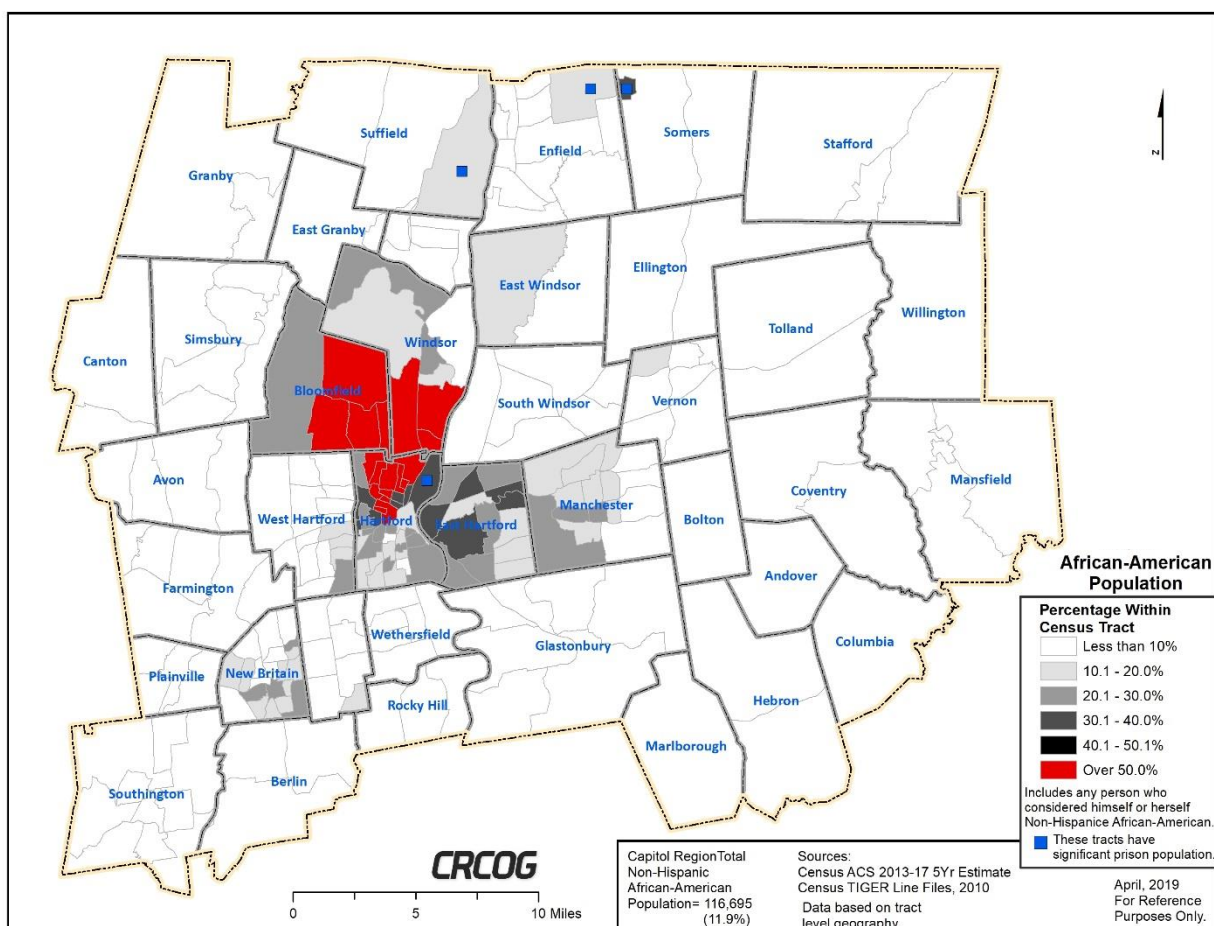
**Hispanic.** Hispanic individuals make up 15.7% of the total Capitol Region population and comprise more than 44% of the Capitol Region's minority population. As shown in Figure 4, the Hispanic population is most concentrated in the southern half of Hartford, southeastern portion of New Britain, and the western side of East Hartford, with lesser concentrations throughout all three municipalities. There are also tracts with significant percentages of Hispanic residents in areas of Enfield, Manchester, West Hartford, and Wethersfield, with additional smaller concentrations in Bloomfield, Newington, Plainville, and Windsor.



**Figure 4: Map of Hispanic Population**

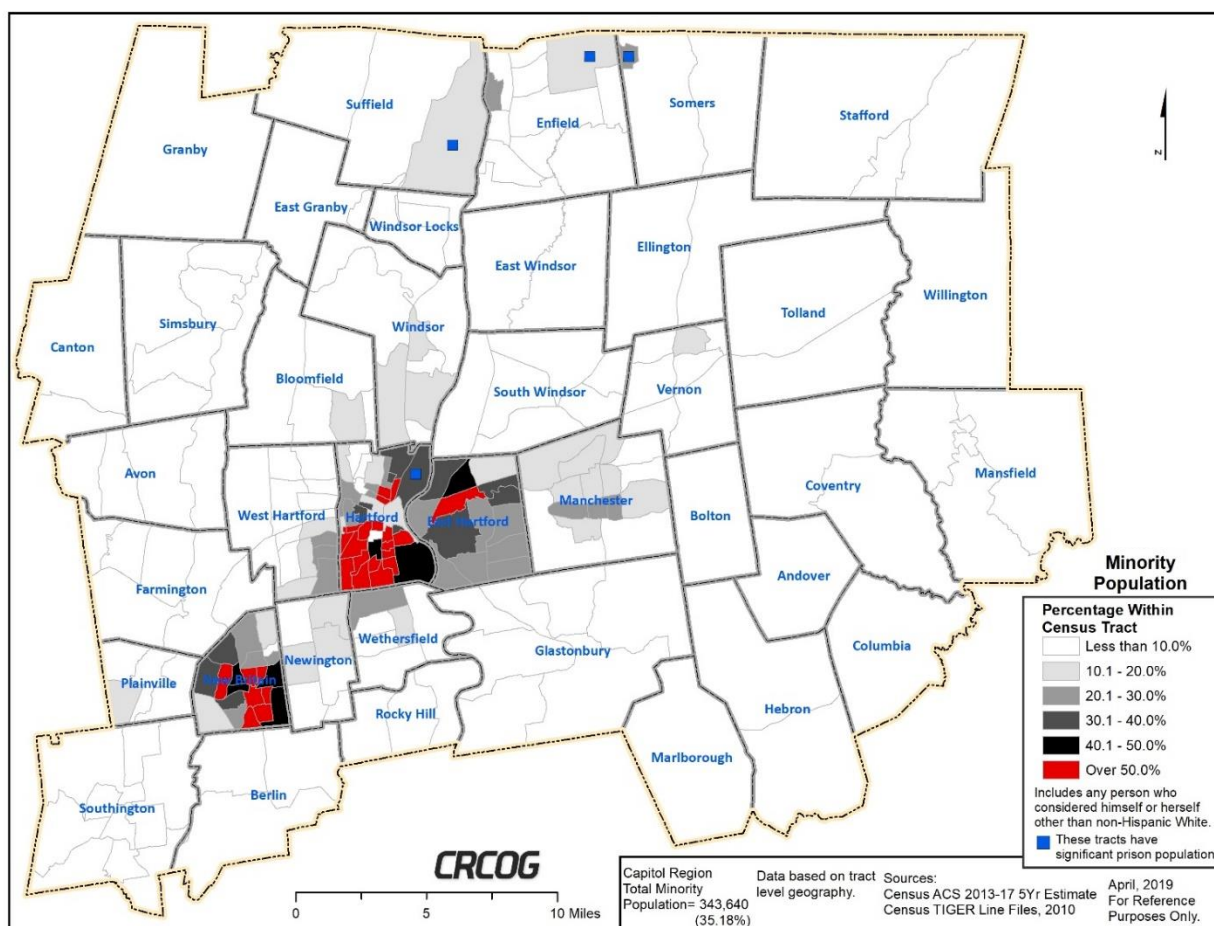


**African-American.** African-Americans make up 11.9% of the total Capitol Region population and account for about 33.9% of the Capitol Region minority population. Geographically, the Capitol Region's African-American population is most concentrated in Hartford, Bloomfield, East Hartford, and Windsor. There are also tracts with significant percentages of African-American residents in areas of New Britain, Manchester, and West Hartford, with additional smaller concentrations in East Windsor, Newington, Vernon, and Wethersfield. See Figure 5 for details.



**Figure 5: Map of African-American Population**

**All Minorities.** When all minority populations are combined, they comprise 35.2% of the Capitol Region population, about a 3.3% increase since 2010. The geographic distribution of all minorities is shown in Figure 6. The highest concentrations of minority populations are located in East Hartford, Hartford, and New Britain. There are also tracts with significant percentages of minority residents in areas of Enfield, Manchester, West Hartford, and Wethersfield, with additional smaller concentrations in Bloomfield, Newington, Plainville, Vernon, and Windsor.



**Figure 6: Map of Total Minority Population**

**LIMITED ENGLISH PROFICIENCY POPULATIONS**

Limited English Proficiency (LEP) is the term used in federal regulations to define persons who have difficulty speaking English. LEP individuals are identified through the American Community Survey as persons who primarily speak a language other than English and speak English less than “very well.” The national origin protection of Title VI and its implementing regulations are the basis for all efforts that reach out to LEP individuals.

Of the 924,815 persons residing in the Capitol Region who are 5 years of age or older, 78,037 (8.4%) are identified as LEP. Figure 7 shows the number of persons who speak only English, whose first language is other than English but speak English “Very Well”, and whose first language is other than English and speak English less than “Very Well.” It is this final group that is identified as LEP. Figure 10 shows Census tracts where the largest LEP populations are located.

**Figure 7: Ability to Speak English**

Category	Population	% of Total
Total Population 5 years and older	924,815	100.0%
Speak only English	706,631	76.4%
Non-English first language, but speak English "Very Well"	140,147	15.2%
Non-English first language, and speak English less than "Very Well" (LEP)	78,037	8.4%

Figure 8 shows that of the 78,037 LEP persons in the Capitol Region, the two LEP groups that account for 10% or more of the total LEP population are Spanish and Polish speakers. Spanish speakers are the largest LEP group with a population of 39,336 or 50.4% of all LEP speakers. Polish speakers account for 7,867 residents, or 10.1% of all LEP speakers.

**Figure 8: LEP Details**

Language	Population	% of LEP	% of Total Population
Total LEP	78,037	100.0%	8.4%
Spanish	39,336	50.4%	4.3%
Polish	7,867	10.1%	0.9%

Figure 9 shows additional LEP persons living in the Capitol Region, by language spoken. This table includes only those languages for which there are at least 1,000 persons living in the Region, as these languages meet the Safe Harbor threshold. Per USDOT guidance, the Safe Harbor provision provides a useful starting point when assessing language access needs, however it is not

a compliance requirement.<sup>4</sup> CRCOG will assess language access needs on a per project basis to determine the LEP populations likely to be affected and which outreach measures are appropriate.

**Figure 9: Safe Harbor Languages**

<b>Language</b>	<b>Population</b>	<b>% of LEP</b>	<b>% of Total Population</b>
Total LEP	78,037	100.0%	8.4%
Chinese	2,912	3.7%	0.3%
Portuguese or Portuguese Creole	2,726	3.5%	0.3%
Italian	2,606	3.3%	0.3%
French	2,342	3.0%	0.3%
Vietnamese	1,660	2.1%	0.2%
Russian	1,441	1.9%	0.2%
Hindi	1,278	1.6%	0.1%
Gujarati	1,084	1.4%	0.1%
Arabic	1,054	1.4%	0.1%
Korean	1,050	1.4%	0.1%

The maps that follow (Figure 10 through Figure 22) include overall LEP population within the Region as well as each LEP population with more than 1,000 persons in the Capitol Region. These maps show the number persons from the indicated population within each Census tract.

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<sup>4</sup> Safe Harbor: The following actions will be considered strong evidence of compliance with the recipient's written-translation obligations: (a) The DOT recipient provides written translations of vital documents for each eligible LEP language group that constitutes 5% or 1,000, whichever is less, of the population of persons eligible to be served or likely to be affected or encountered. Translation of other documents, if needed, can be provided orally (Federal Register/Vol. 70, No. 239).

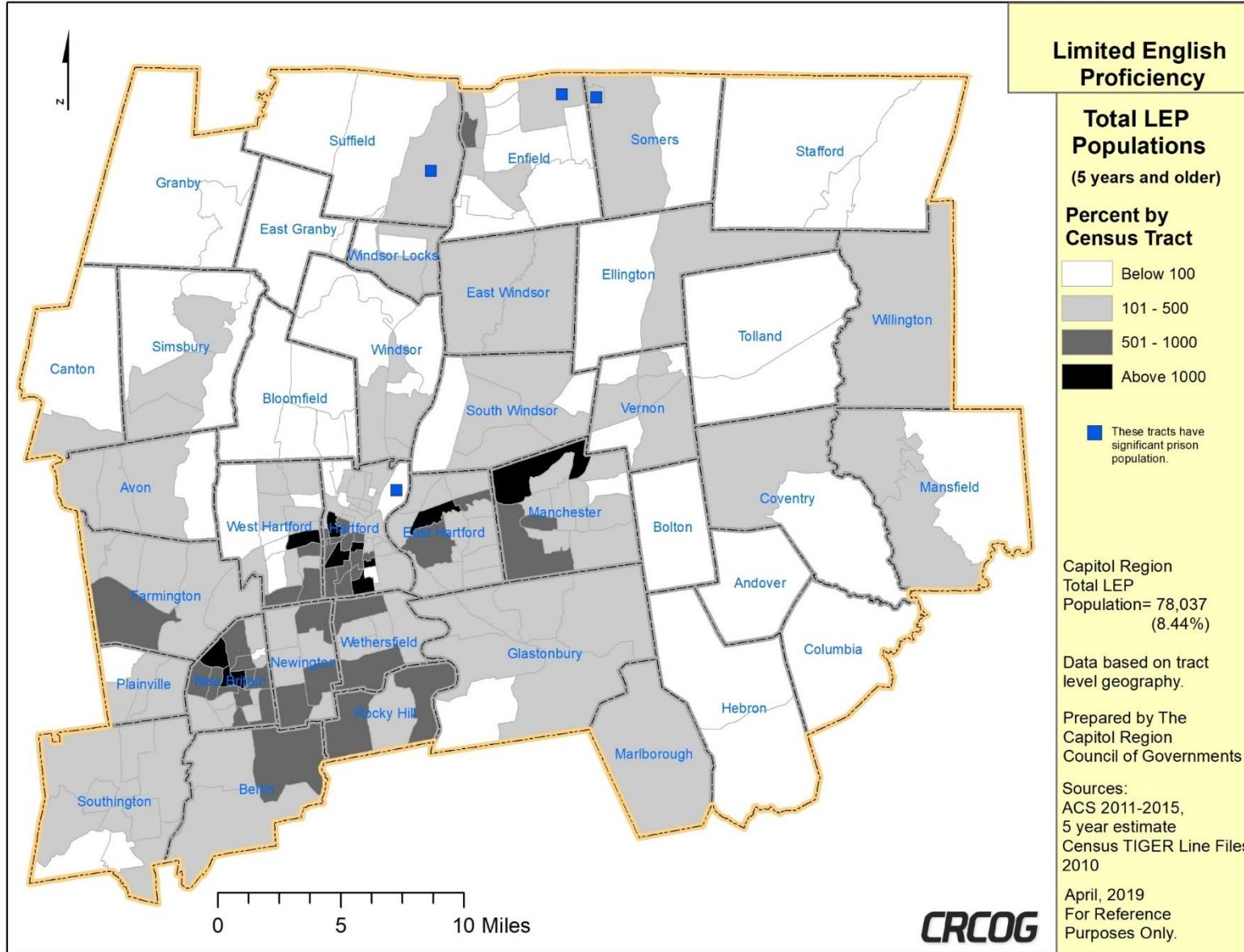


Figure 10: Total LEP Population



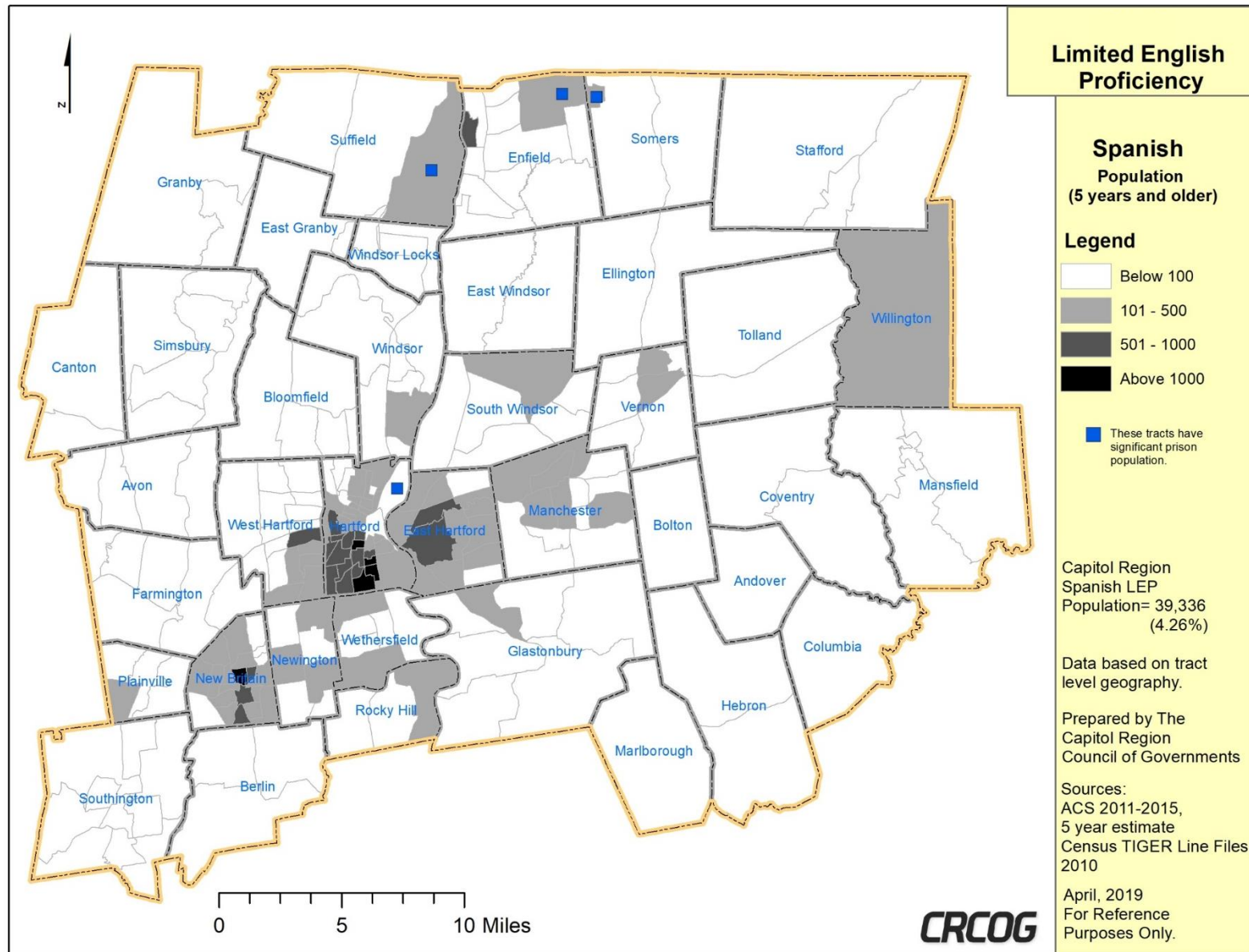


Figure 11: LEP Population – Spanish

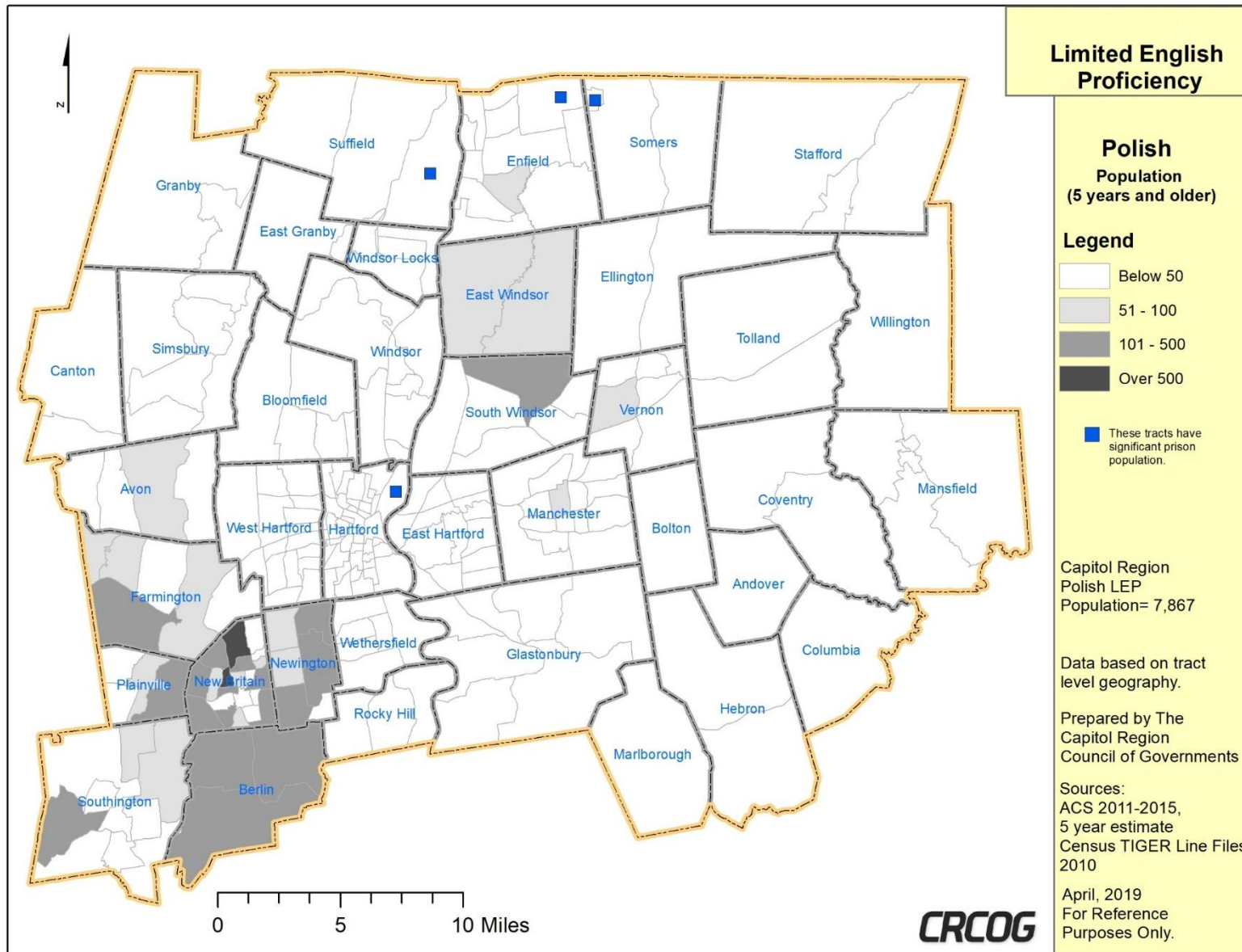


Figure 12: LEP Population – Polish



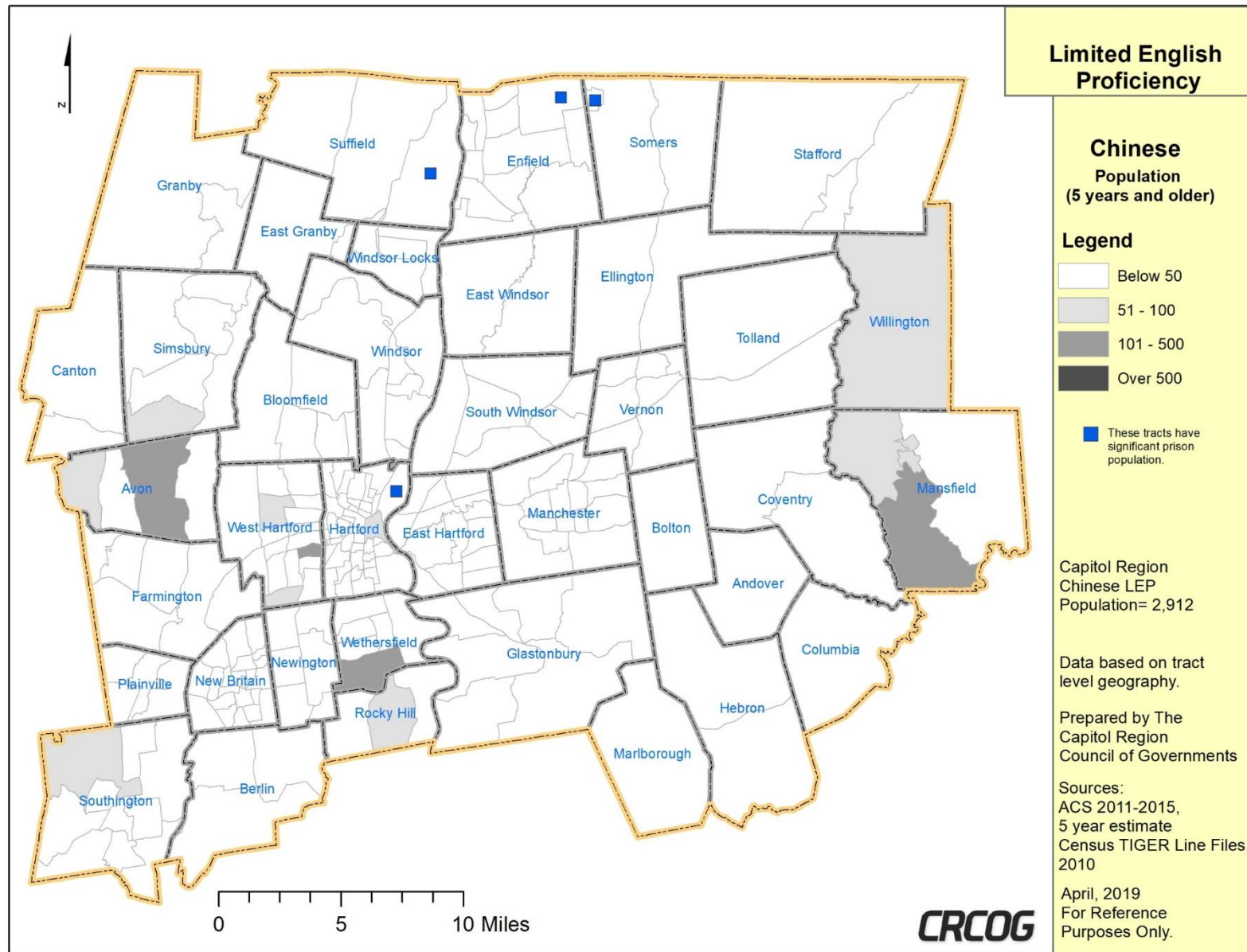


Figure 13: LEP Population – Chinese

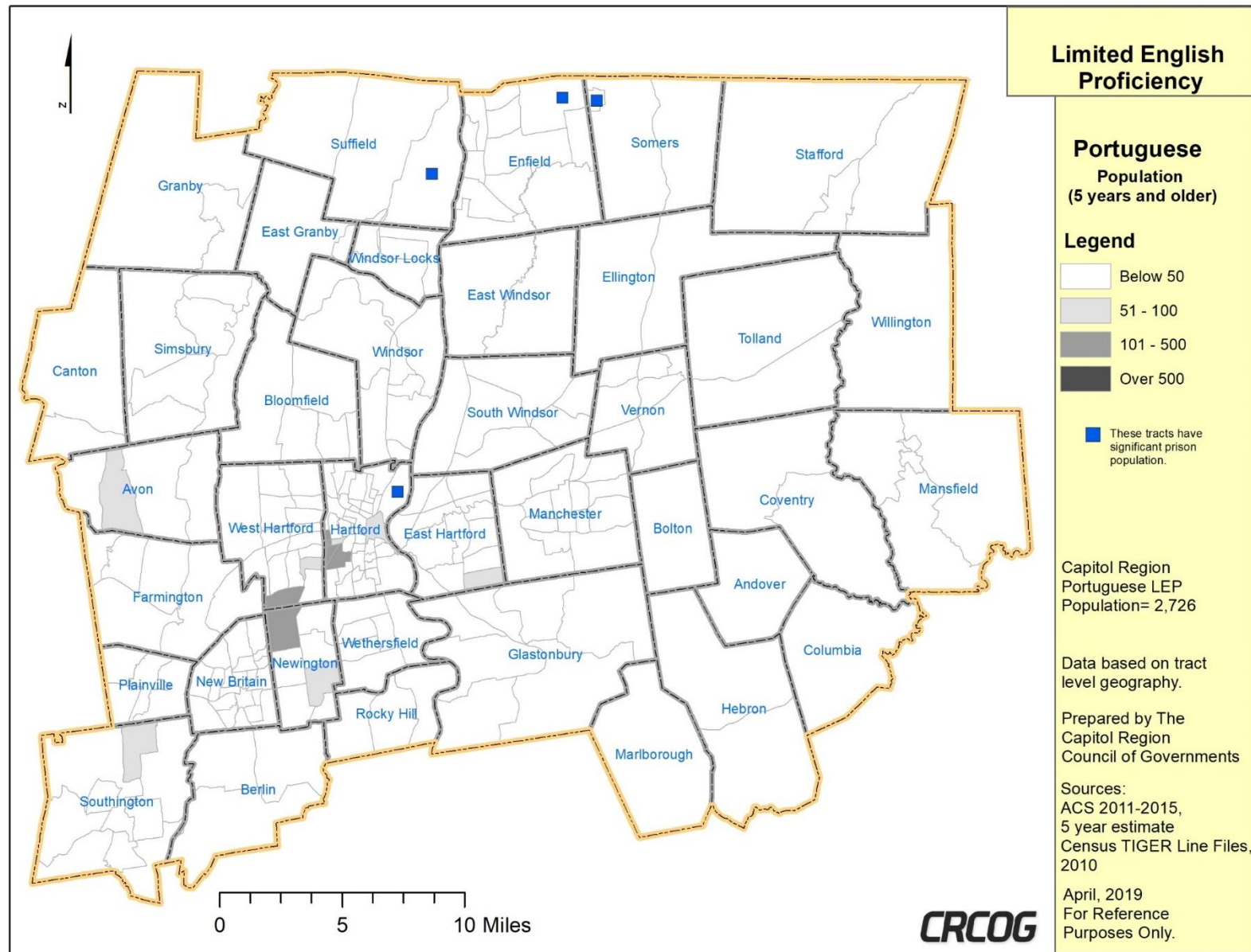


Figure 14: LEP Population – Portuguese

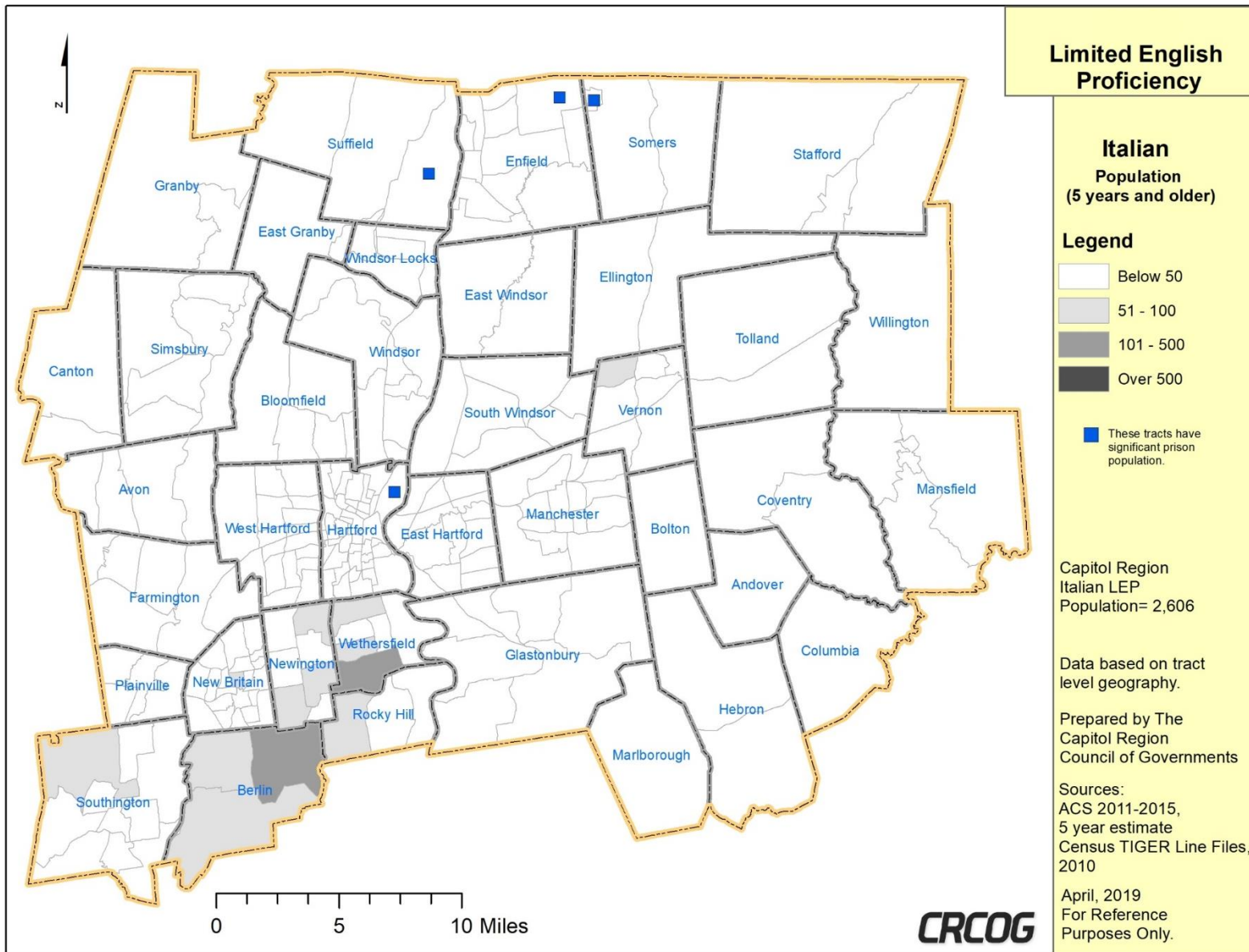


Figure 15: LEP Population – Italian



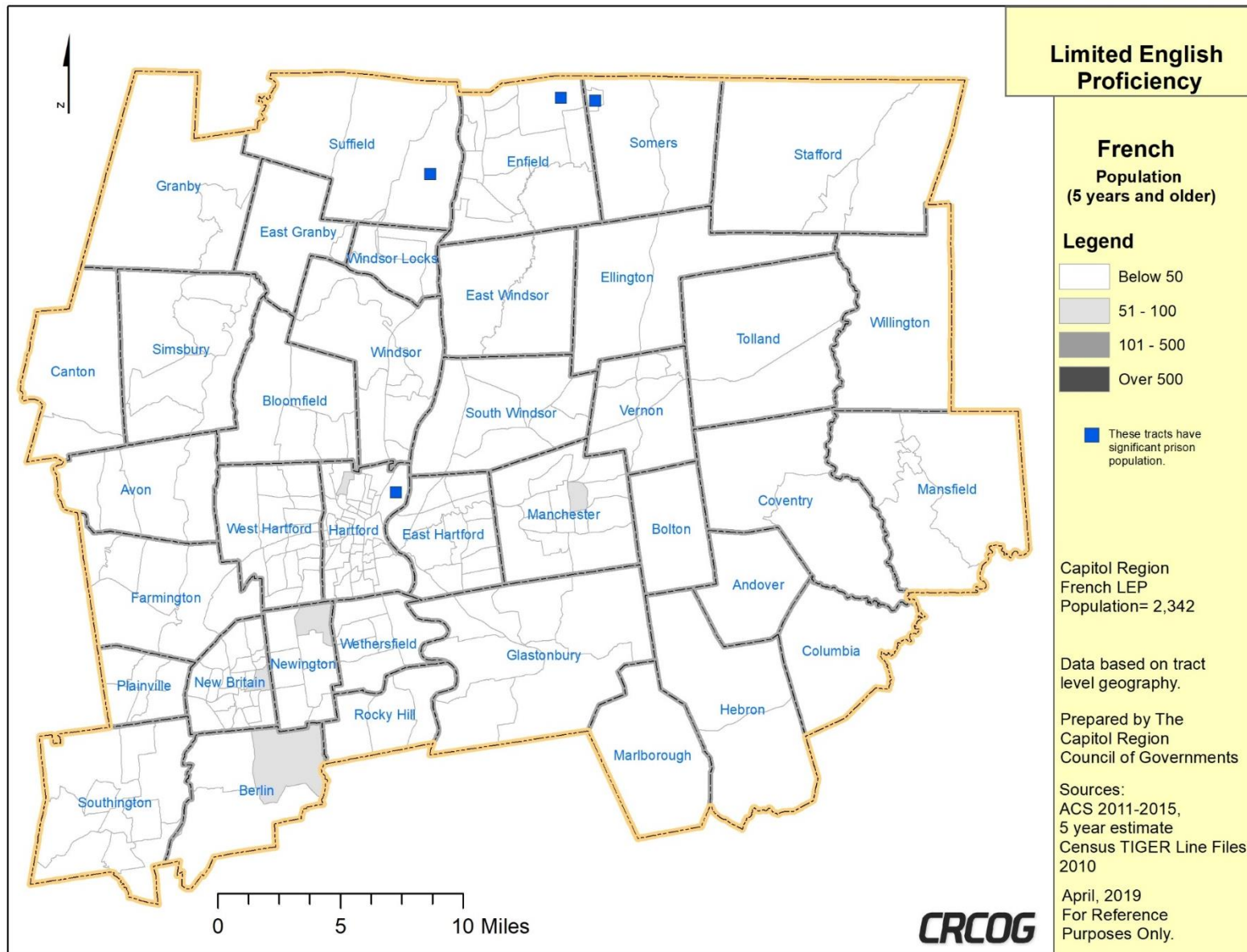


Figure 16: LEP Population – French

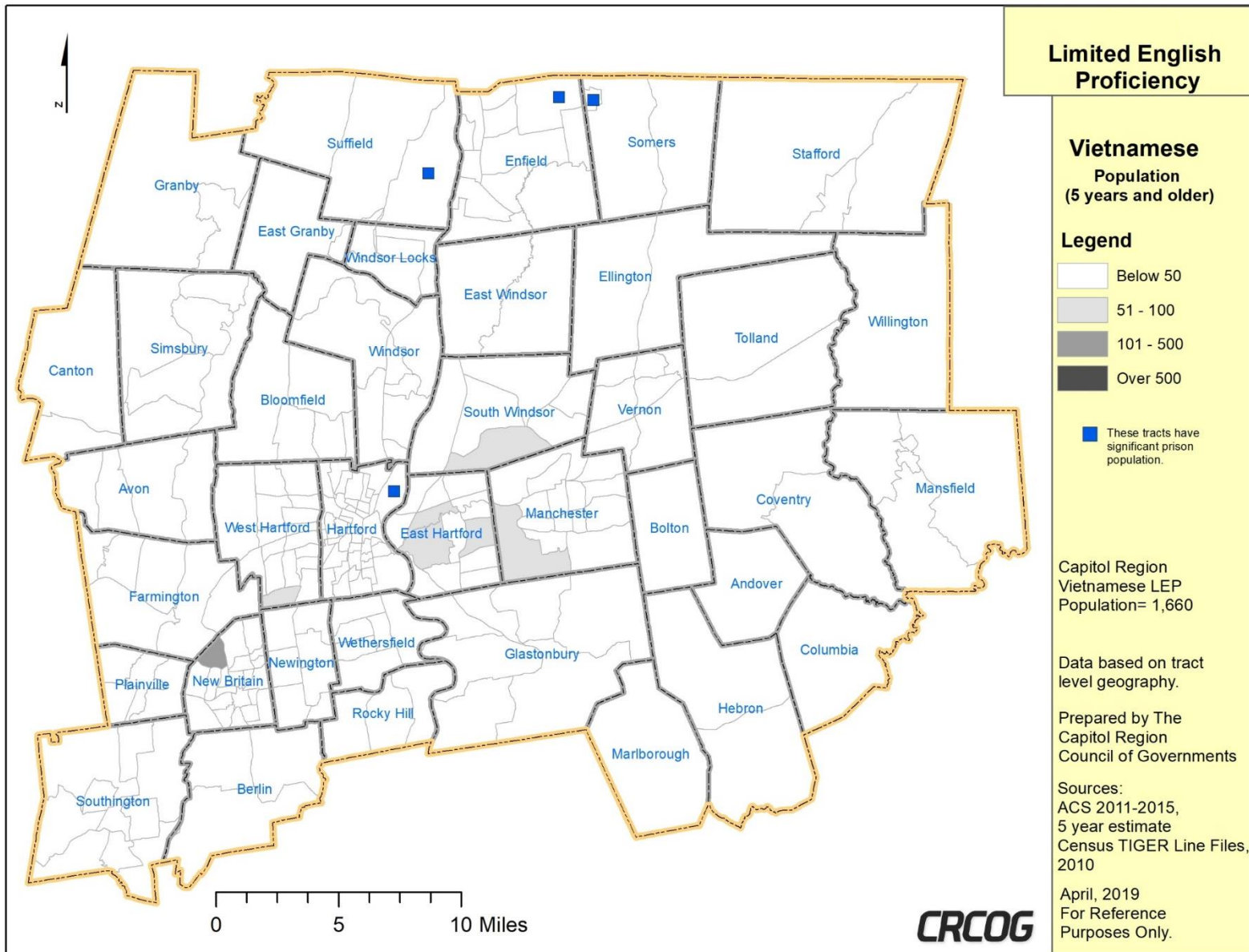


Figure 17: LEP Population – Vietnamese

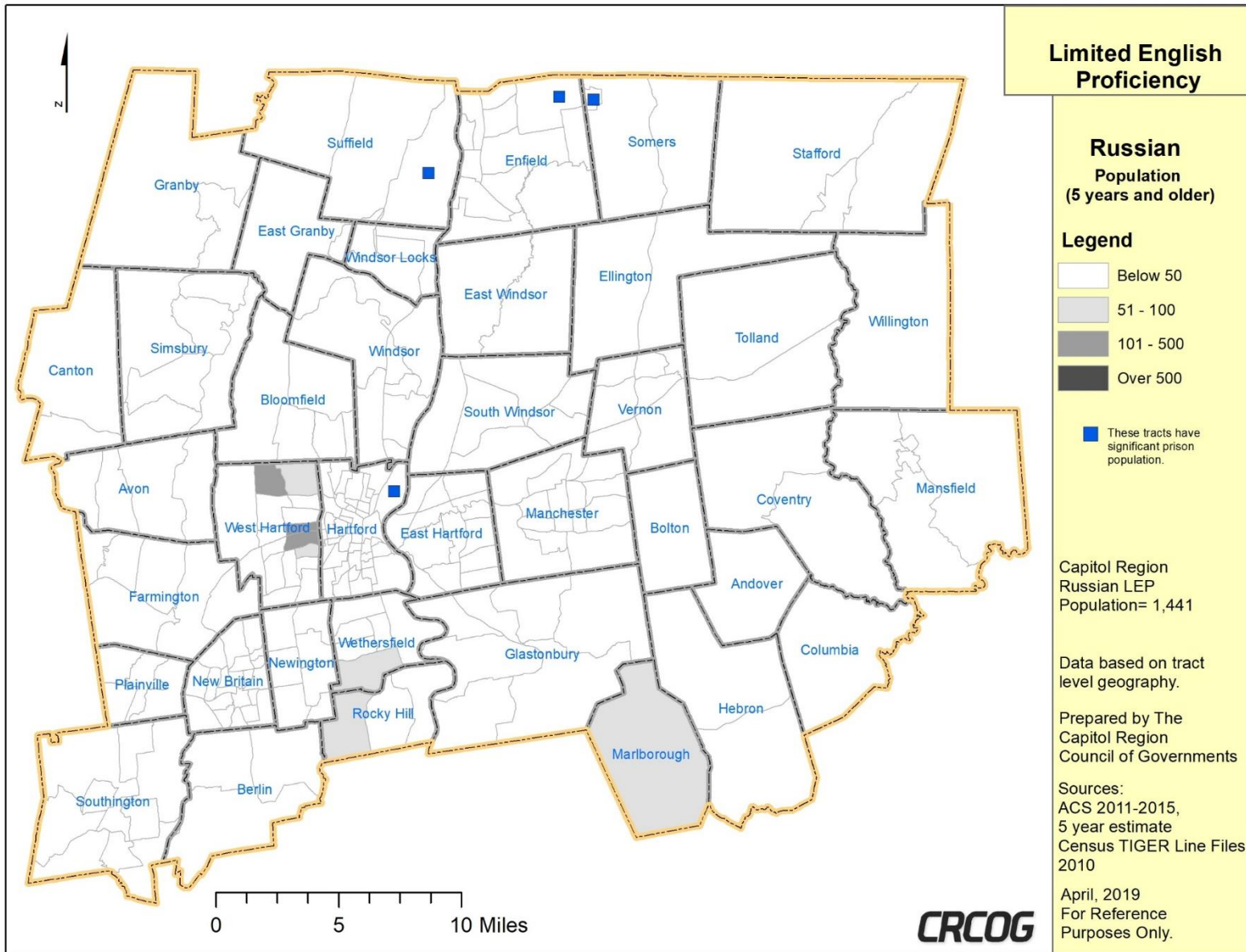


Figure 18: LEP Population – Russian



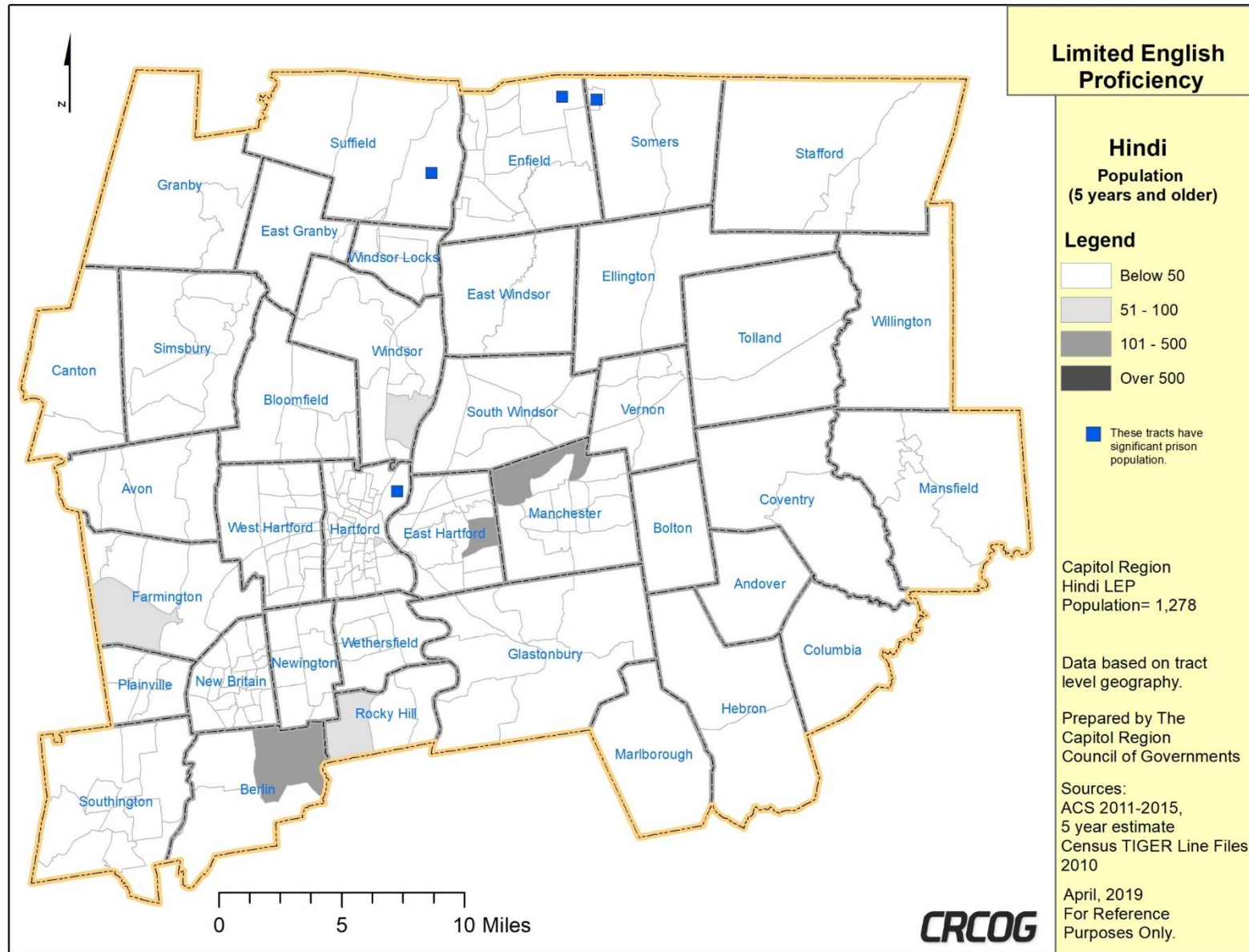


Figure 19: LEP Population – Hindi



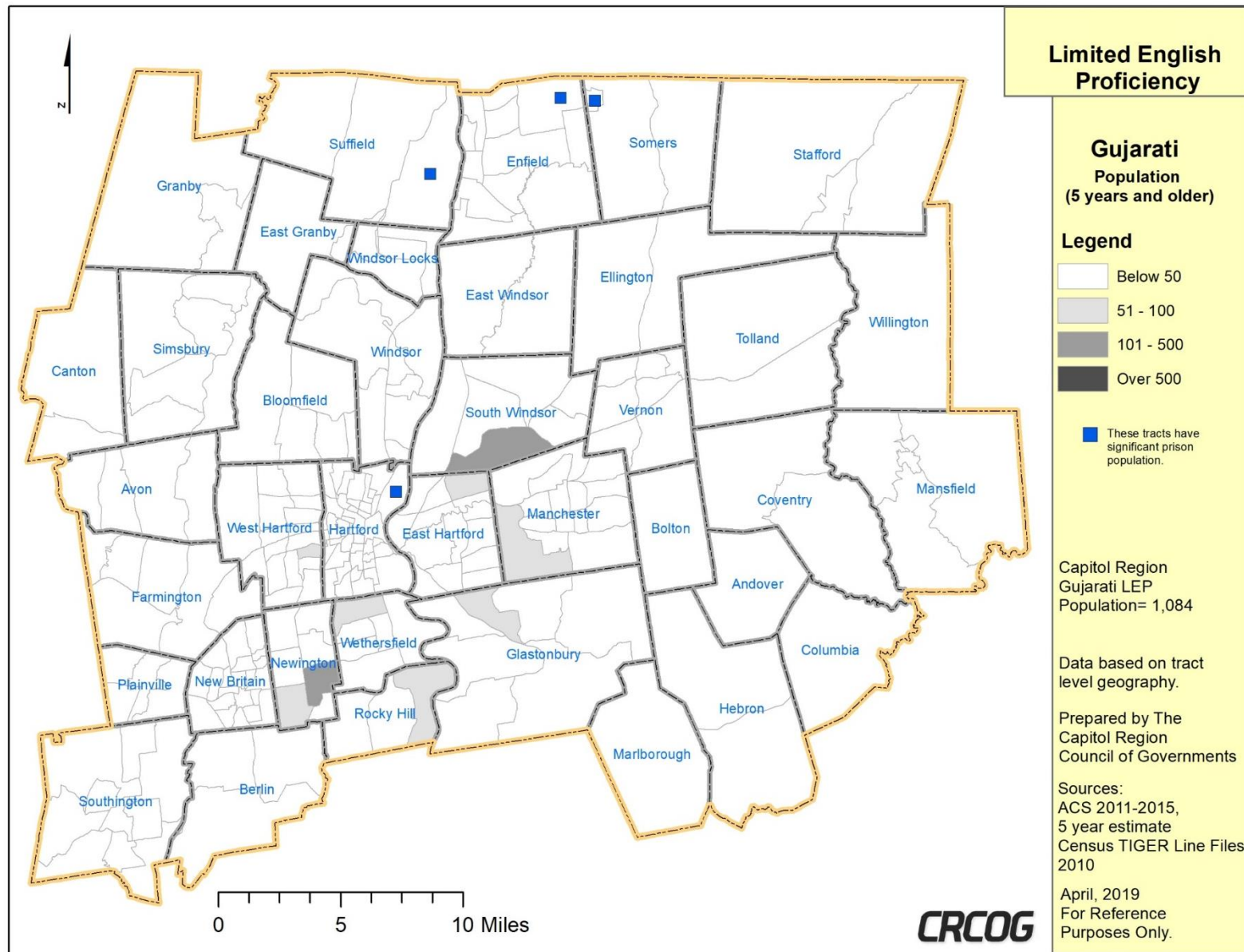


Figure 20: LEP Population – Gujarati

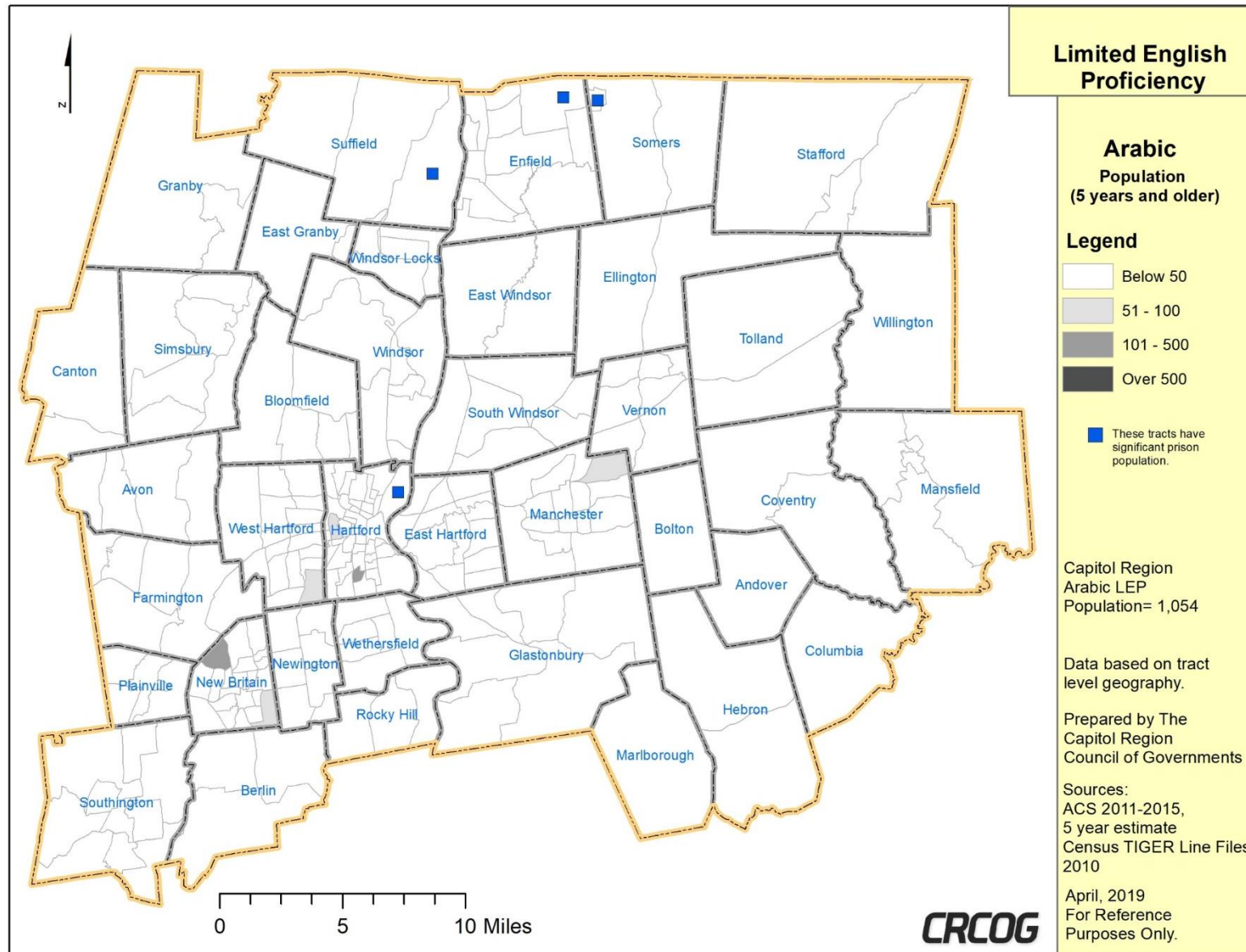


Figure 21: LEP Population – Arabic

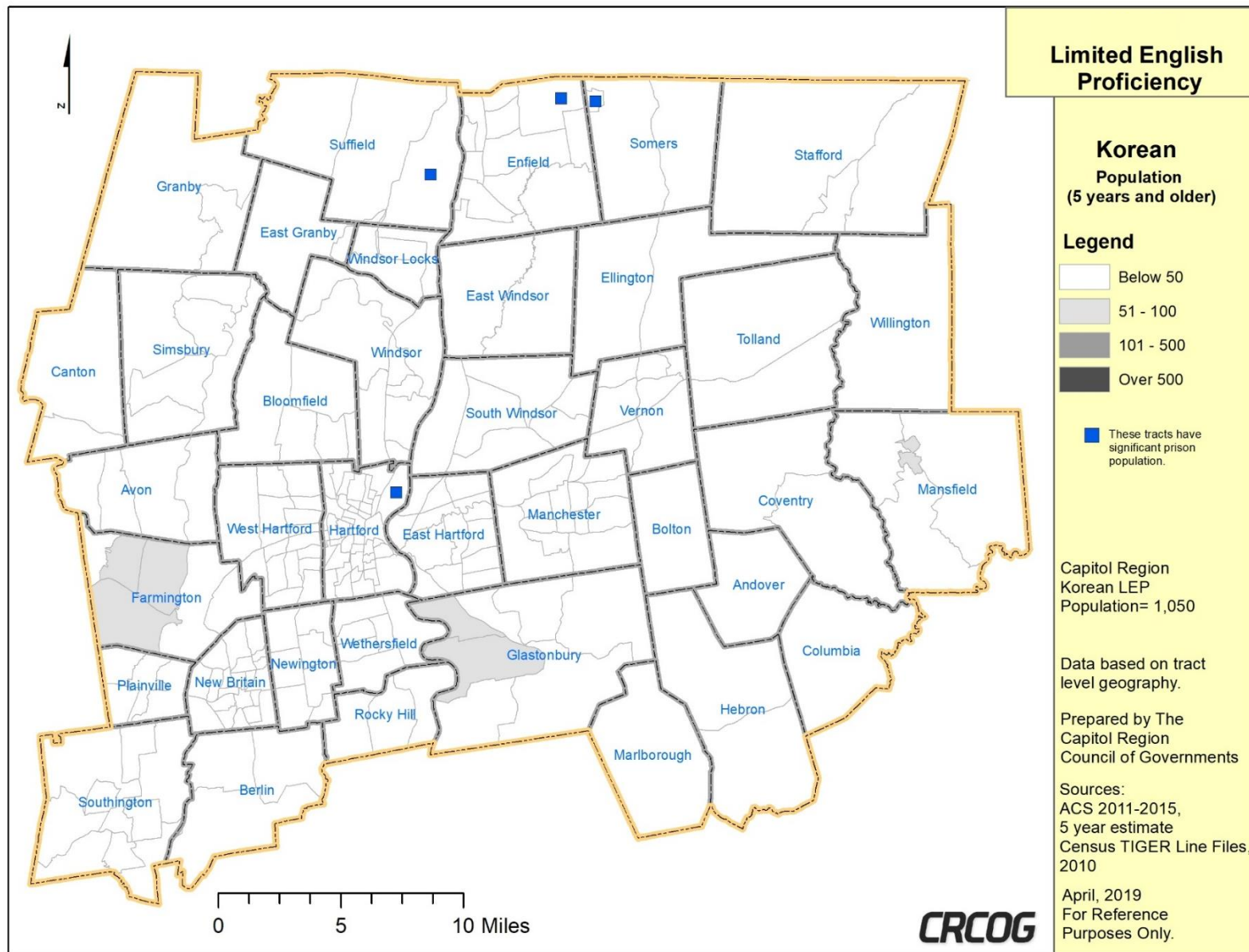


Figure 22: LEP Population – Korean

## ENVIRONMENTAL JUSTICE POPULATIONS

### LOW-INCOME POPULATIONS

While the federal government provides an official definition of *poverty*, there is no officially accepted definition of *low-income*.<sup>5</sup> For purposes of this Atlas, CRCOG has provided statistics for two possible definitions of low-income: the federally defined Poverty Level, and another less strict threshold based on households earning up to 50% more income than allowed under the federal definition of poverty. The income levels for both definitions are provided in Figure 23.

**Figure 23: 2018 Low-Income Definitions**

Household Size	Poverty Level*	150% Poverty Level
1 person	\$13,064	\$19,596
2 persons	\$17,308	\$25,962
3 persons	\$20,231	\$30,346
4 persons	\$25,554	\$38,331
5 persons	\$30,718	\$45,077
6 persons	\$33,553	\$50,330

*\*Poverty level defined by federal government.*

Based on these definitions, the Region's low-income population is significantly smaller than its minority population. A total of 10.7% of residents of the CRCOG Region live at or below the poverty level, and 17.0% of residents have incomes at or below 150% of the poverty level. By comparison, the percentage of minority residents is 35.2%, or almost 3.5 times that of low-income residents.

While the number of low-income residents is smaller than the number of minority residents, there is some similarity, but not a close correlation, in the geographic distributions of the two populations. The greatest commonality is a concentration of both low-income and minority residents in the cities of Hartford and New Britain. However, the low-income population is more dispersed, with a scattering of low-income residents in many of the Region's towns. The distributions are discussed in more detail on the following pages.

#### CRCOG LOW-INCOME POPULATION

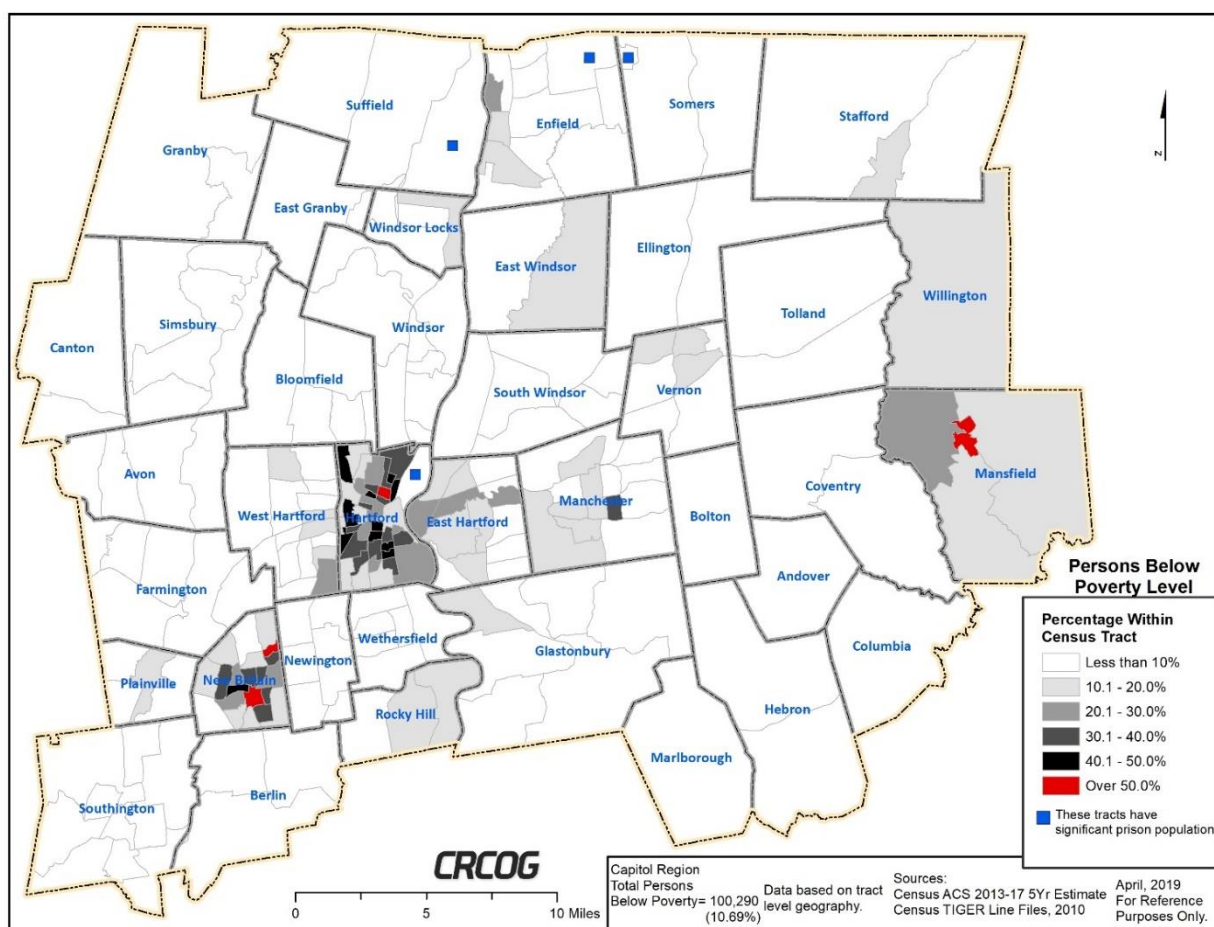
**10.7% below poverty level**

**17.0% below 150% of poverty level**

<sup>5</sup> FTA's Circular 4702.1B Title VI Requirements and Guidelines for Federal Transit Administration Recipients includes a definition of "low-income person" as "a person whose median household income is at or below the U.S. Department of Health and Human Services (HHS) poverty guidelines"; but also encourages recipients to use a locally developed definition, such as that found in 49 U.S.C. 5302: "an individual whose family income is at or below 150 percent of the poverty line . . . defined by Section 673(2) of . . . 42 U.S.C. 9902(2)", or other threshold that is at least as inclusive as the HHS poverty guidelines."



***Below the Poverty Level.*** The percentage of persons living in households with an income below the poverty level threshold for each Census tract group is shown in Figure 24. The greatest concentrations of residents living below the poverty level are within the cities of Hartford and New Britain, with some smaller clusters in Mansfield<sup>6</sup> and in the older, more urban sections of suburban towns like East Hartford, Enfield, Manchester, and Vernon. Other towns that have some clusters of persons below the poverty level include Windsor Locks, Rocky Hill, East Windsor, and Willington.

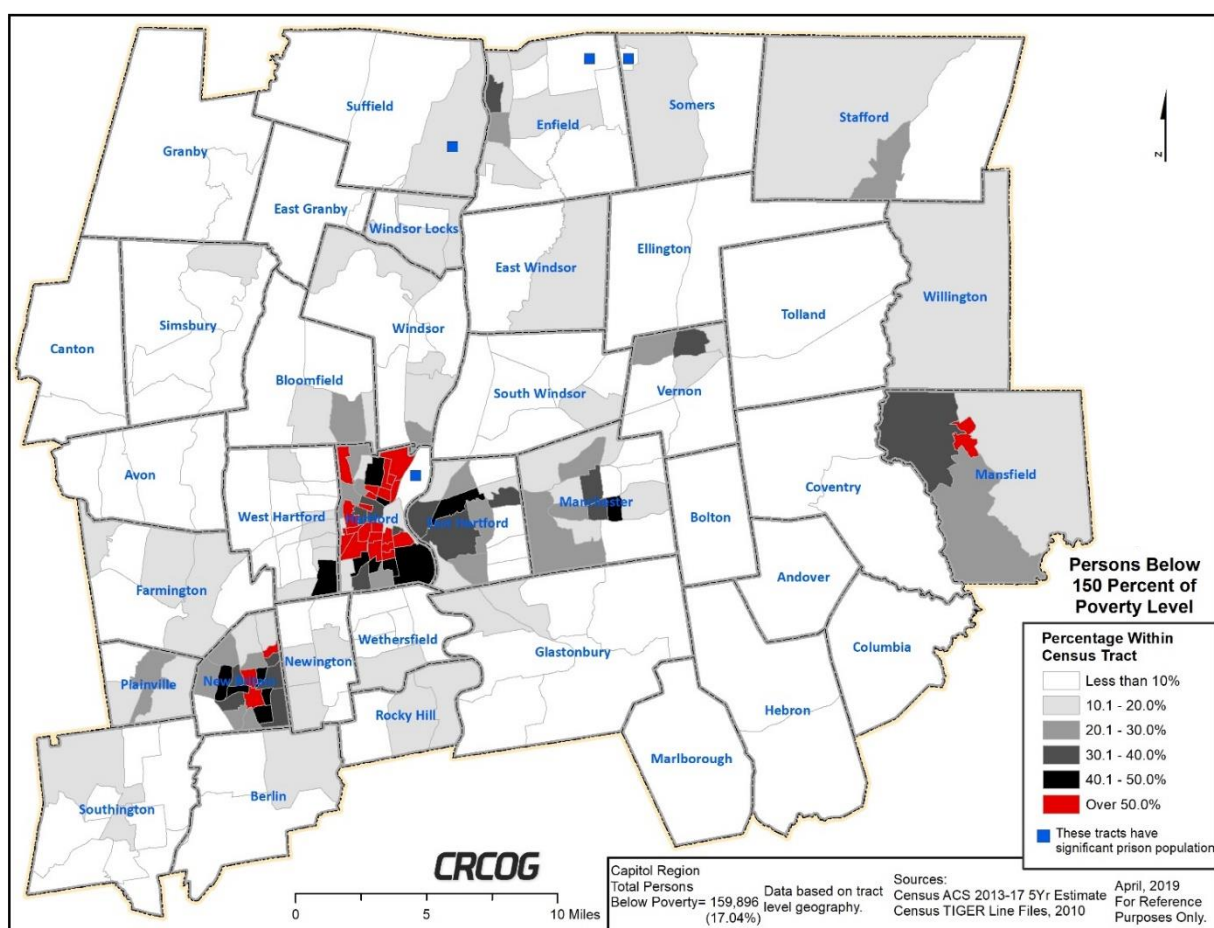


**Figure 24: Persons Below Poverty Level**

<sup>6</sup> The highlighted tract in Mansfield is home to the University of Connecticut and therefore includes a high density of college students, many of whom report zero or little income.

***Below 150% of the Poverty Level.*** The second definition of *low-income* is based on a household earning up to 50% more than the federally defined poverty level. The distribution of low-income persons based on this higher threshold is shown in Figure 25.

Using this definition, the greatest concentrations of low-income residents remain within the cities of Hartford and New Britain, with additional clusters in Mansfield,<sup>7</sup> East Hartford, Enfield, Manchester, and Vernon. Given this higher income threshold, the distribution is more dispersed, with many outer suburban and rural areas showing smaller densities (10-20%) of low-income persons.

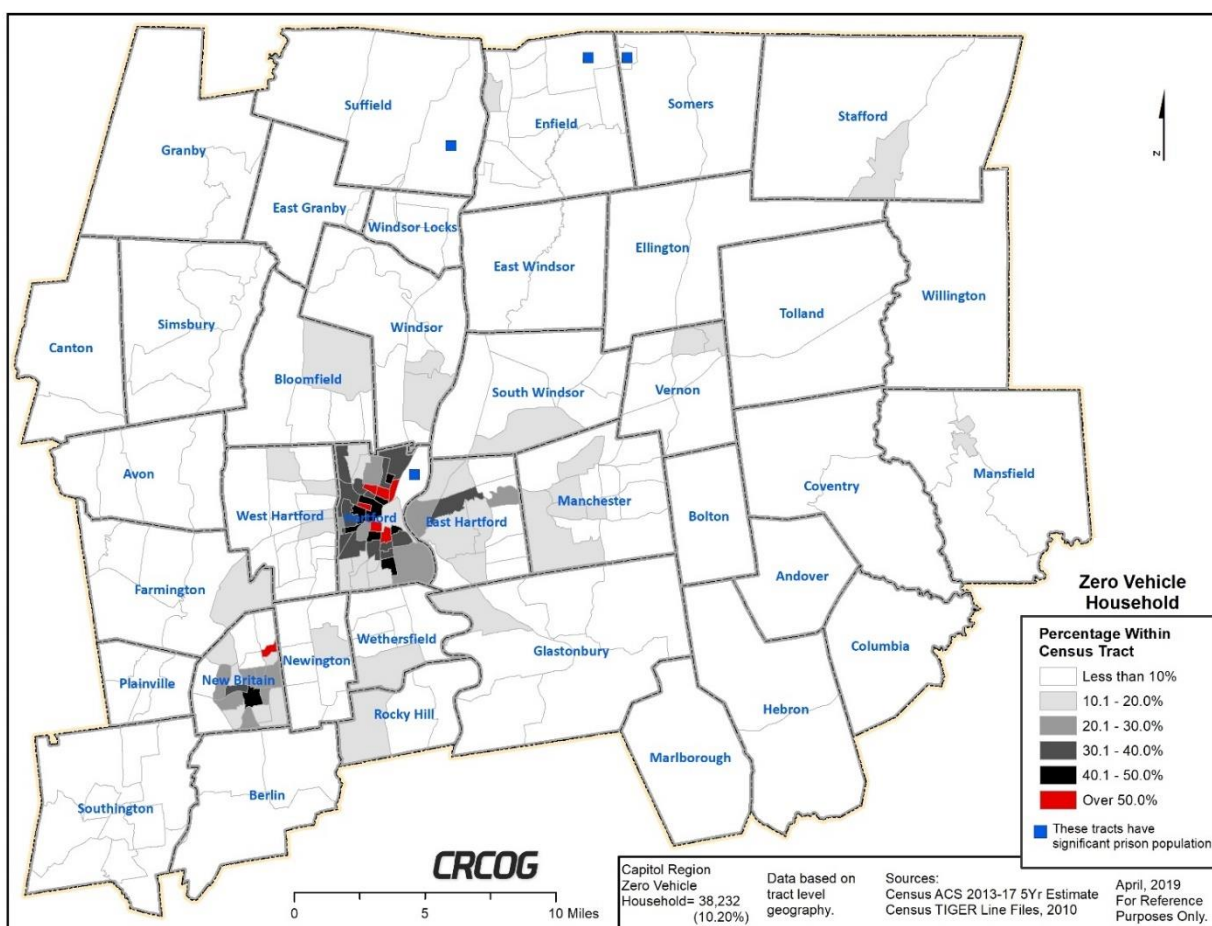


**Figure 25: Persons Below 150% of the Poverty Level**

<sup>7</sup> Mansfield is home to the University of Connecticut and therefore includes a high density of college students, many of whom report zero or little income, living at and around the university's campus.

**TRANSPORTATION DISADVANTAGED (ZERO-VEHICLE) POPULATIONS**

While the primary focus of CRCOG's Environmental Justice program is on minority and low-income target populations, there is also a third group of interest – persons without access to a vehicle. This transportation-disadvantaged group comprises about 10.2% of the Region's households. The distribution is somewhat similar to that of low-income population in that there is a concentration within Hartford, New Britain, and the inner ring suburban towns. However, there are also clusters throughout the Region. The distribution is shown in Figure 26.

**ZERO-VEHICLE HOUSEHOLDS****10.2% no vehicle available****Figure 26: Zero Vehicle Households**



Prepared in cooperation with the U.S. Department of Transportation (including its participating agencies) and the Connecticut Department of Transportation. The opinions, findings and conclusions expressed in this publication are those of the Capitol Region Council of Governments and do not necessarily reflect the official views or policies of the Connecticut Department of Transportation and/or the U.S. Department of Transportation.

The contents of this report reflect data contained in the 2010 United States Census and the 2013-2017, 5-year estimate American Community Survey. The Capitol Region Council of Governments is responsible for the accuracy of data presented herein. For more information, contact CRCOG at 241 Main Street, Hartford, CT 06106, or go to [www.crcog.org](http://www.crcog.org).



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