

ELEMENT 2

PROCESS FOR DEFINING TARGET GROUPS AND AREAS

INTRODUCTION

“Target Groups” are concentrations within the OKI region of the population groups addressed by Environmental Justice. These concentrations are located within “Target Areas.” The process for defining Target Groups goes hand-in-hand with the definition of Target Areas, and the terms “Target Group” and “Target Area” are often interchangeable.

OKI has defined Target Groups and Areas for five population groups: Minority, Low Income, and Elderly populations; People with Disabilities; and Zero-Car Households. These Target Groups and Areas are subject to special efforts in OKI’s Participation Plan, as described in Plan Elements 1 and 4. The Minority and Low Income Target Groups and Areas are also the focus of an assessment of the equity of transportation recommendations, as explained in Plan Element 3.

The focus of Plan Element 2 is OKI’s process for defining Target Groups and Areas. The process uses census data to identify where EJ population groups are most concentrated. The data and maps developed at the time of this plan’s publication are based on 2000 census data, but will be revised when 2010 census data becomes available at the levels needed to conduct the process described in this plan. The Target Groups and Areas will be reviewed no less than every four years, in conjunction with the update of the Long-Range Transportation Plan, and the definition process may be revised at any time.

As a two-step process, the definition of Target Groups and Areas involves first identifying the general distribution of each EJ population group and then defining where each group is most concentrated. Where the concentration of an EJ population group meets or exceeds the regional average and has an EJ population of more than 100, the EJ population is considered to be part of a Target Group and Area. The definition process is based on small-area data that results in the identification of multiple, non-contiguous areas with EJ population concentrations. For each EJ population group, these dispersed concentrations are referred to collectively as a Target Group and the multiple locations of the concentrations are referred to collectively as a Target Area. The definition of Target Groups and Areas is based on guidance published by the Ohio Department of Transportation (*Guidance and Best Practices for Incorporating Environmental Justice into Ohio Transportation Planning and Environmental Processes*, Draft, August, 2002).

ENVIRONMENTAL JUSTICE POPULATION GROUPS AND AREAS

Of the five population groups for which OKI defines Target Groups and Areas, only the Minority and Low Income populations are listed in the Executive Order 12898 on Environmental Justice. The Elderly population and People with Disabilities are included in SAFETEA-LU, but they are not required to be addressed under Environmental Justice unless they are included in the finalized version of the Federal Rules. Zero-Car Households are a logical and reasonable extension of Environmental Justice, but this group is not included in the Executive Order or the Proposed Rules.

The composition of the five EJ population groups is defined in federal documents related to Environmental Justice and in U.S. Census 2000 data sources, as indicated below.

Minority is comprised of four groups as defined in final U.S. DOT Order on Environmental Justice (Federal Register April 15, 1997) which includes persons from every racial category except White Alone plus all Hispanic persons (Summary File 1: Table P8):

- (1) Black (a person having origins in any of the black racial groups of Africa);
- (2) Hispanic (a person of Mexican, Puerto Rican, Cuban, Central or South American, or other Spanish culture or origin, regardless of race);
- (3) Asian American (a person having origins in any of the original peoples of the Far East, Southeast Asia, the Indian subcontinent, or the Pacific Islands); or
- (4) American Indian and Alaskan Native (a person having origins in any of the original people of North America and who maintains cultural identification through tribal affiliation or community recognition).

Low Income, as defined in final U.S. DOT Order on Environmental Justice (Federal Register April 15, 1997), refers to people in households where the median income is at or below poverty level (Summary File 3: Table P87). In 2000, the poverty threshold for a family of four was \$18,000.

Elderly, as per Federal guidelines, comprises those age 65 and older (Summary File 1: Table P12).

People with Disabilities, non-institutionalized persons aged 16-64 who have a sensory, physical, mental or self-care disability; going outside the home disability; or employment disability.

Zero-Car Households, occupied housing units for which there is no car or access to one (Summary File 3: Table H44).

Table 2-1: Year 2000 Environmental Justice Population Groups for OKI Region

EJ Group	Number	Percent
Minority	300,718	15.9
Low Income	173,901	9.4
Elderly	221,093	11.7
Disabled	196,888	16.3
Zero Car	71,694	9.8
Regional Total		
Population	1,886,650	100%
Households	734,127	100%
Population Ages 16-64	1,210,867	100%

TARGET DEFINITION POLICY

For each EJ population group, the Target Group and Area is the basis for conducting efforts under this Participation Plan. The Target Group lives where the EJ population group is most concentrated. This concept is explained in ODOT guidance (page 9):

Typically low income and minority populations are spread throughout the regional area and state but are likely to be located in concentrated locations or neighborhoods. These areas should have a significantly higher percentage of low income and minority population than the regional or statewide average. These areas can then be identified as "target areas."

Target Groups and Areas are defined based on U.S. Census data. Census data is available at different levels including place, township, census tract, block group and block. Traffic Analysis Zones are the geographic units used by OKI for modeling the performance and assessing the needs of the region's transportation system. For assessment participation equity (see Plan Element 3), OKI will use Census Block Group level data. Block Groups are subdivisions of a Census Tract (or, prior to 2000, a Block Numbering Area). A block Group is the smallest geographic unit for which the Census Bureau tabulates sample data. Since Block Groups are more refined than Census Tracts and Traffic Analysis Zones, OKI will use U.S. Census data allocated to Census Block Groups for the purpose of identifying Target Groups/Areas.

OKI's definition process responds to ODOT guidance (page 9) for identifying target populations for Low Income and Minority populations. OKI has further expanded the process to include the Elderly population, Population with Disabilities, and Zero-Car Household by:

- Identifying the number and the percentage of low income and minority populations in the entire OKI region, project impact region or the state;

- Calculating the average percentage of low income and minority populations of the entire region, project area or state;
- Using that percentage as a reference point to identify locations with target EJ populations of low income and minority populations.

As clarified in ODOT guidance (pages 9 and 10), the average percentage is a reference point for calculating a threshold percentage for defining a Target Group and Area. In addition, OKI will apply a numeric threshold of 100 for defining a Target Group and Area. The EJ populations in census block groups where the EJ population both exceeds the regional average and there are more than 100 EJ persons (or households in the case of zero cars) will be defined as the Target Group. For example, for the Minority population, the 2000 regional average is 15.9 percent which then becomes the threshold percentage. The census block groups where the Minority population is 15.9 percent or more of the block group’s total population and the number of Minority persons exceeds 100 are part of the Target Area that contains the Target Group population.

TARGET GROUPS AND AREAS IN 2000

The EJ Advisory Committee decided that any block group containing the regional average (regional threshold) or more of a target population (target group) and whose target population exceeded 100 would be considered a target area.

The threshold percentages based on 2000 census data are shown below, as well as the size of the 2000 Target Groups, the percentage of the EJ population group located in the Target Area, and the number of Census Block Groups in the Target Area. Maps of the 2000 Target Areas are provided on the following pages.

Table 2-2: EJ Target Groups/Areas in 2000 for the OKI Region

Target Group	Regional Threshold	Target Group Population	% of EJ Pop. In Target Group	No. of <i>Block Groups</i> in Target Area
Minority	15.9	226,245	75.2	365
Low Income	9.4	121,172	69.7	446
Elderly	11.7	132,832	60.1	590
Disabled	16.3	112,310	57.0	581
Zero Car Households	9.8	34,938	48.7	180

The data has been aggregated according to the specifications and in accordance with *Guidance and Best Practices for Incorporating Environmental Justice into Ohio Transportation Planning and Environmental Processes* (August 2002). Data have been gathered for low income, minority, elderly, disabled and zero car household groups in the OKI planning region.

Figure 2-1

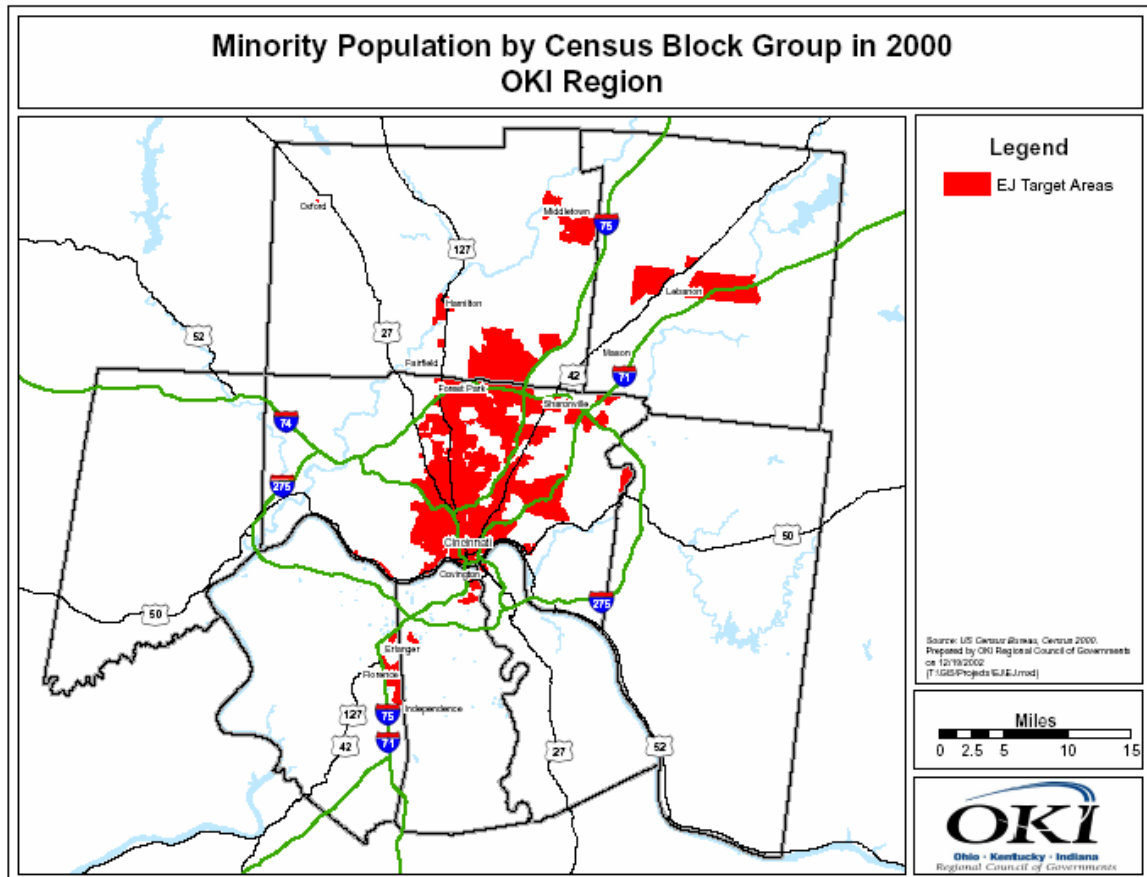


Figure 2-2

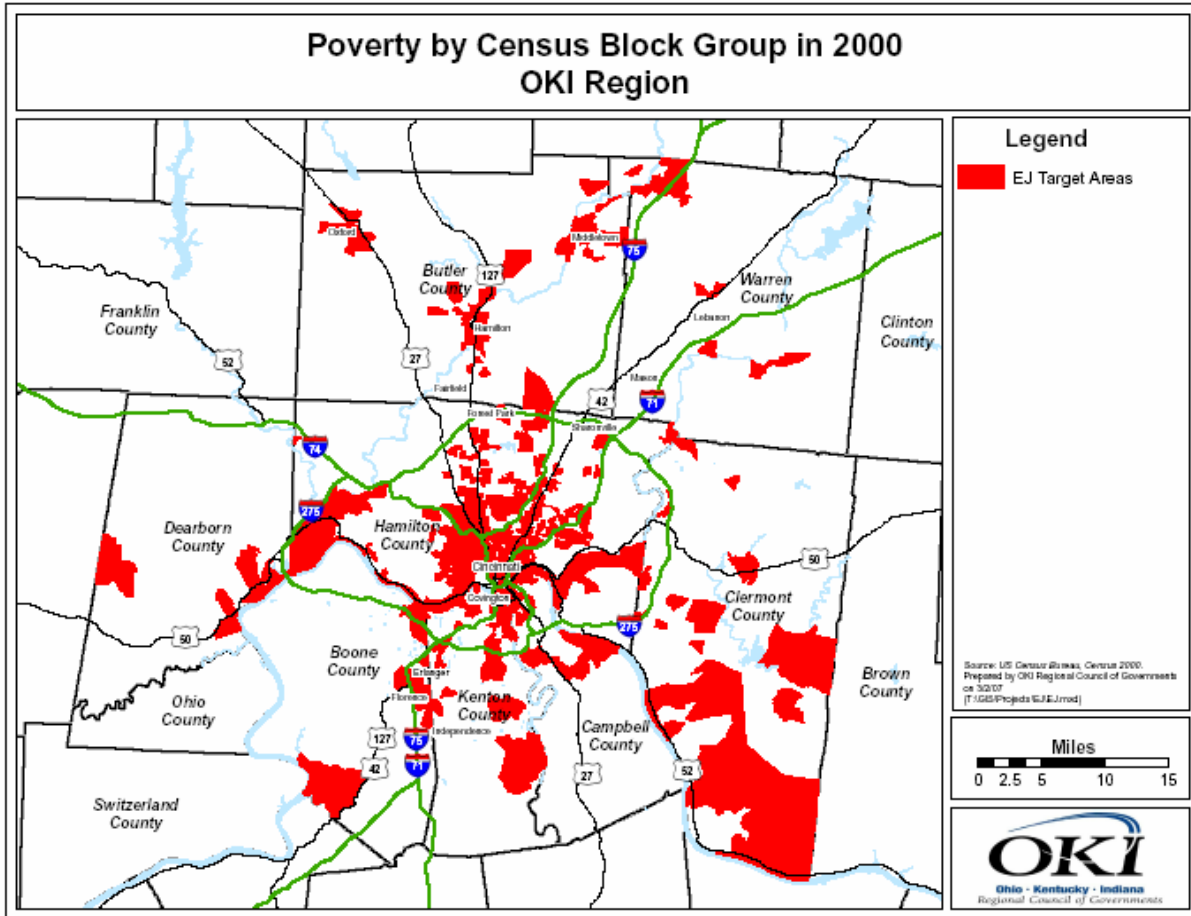


Figure 2-3

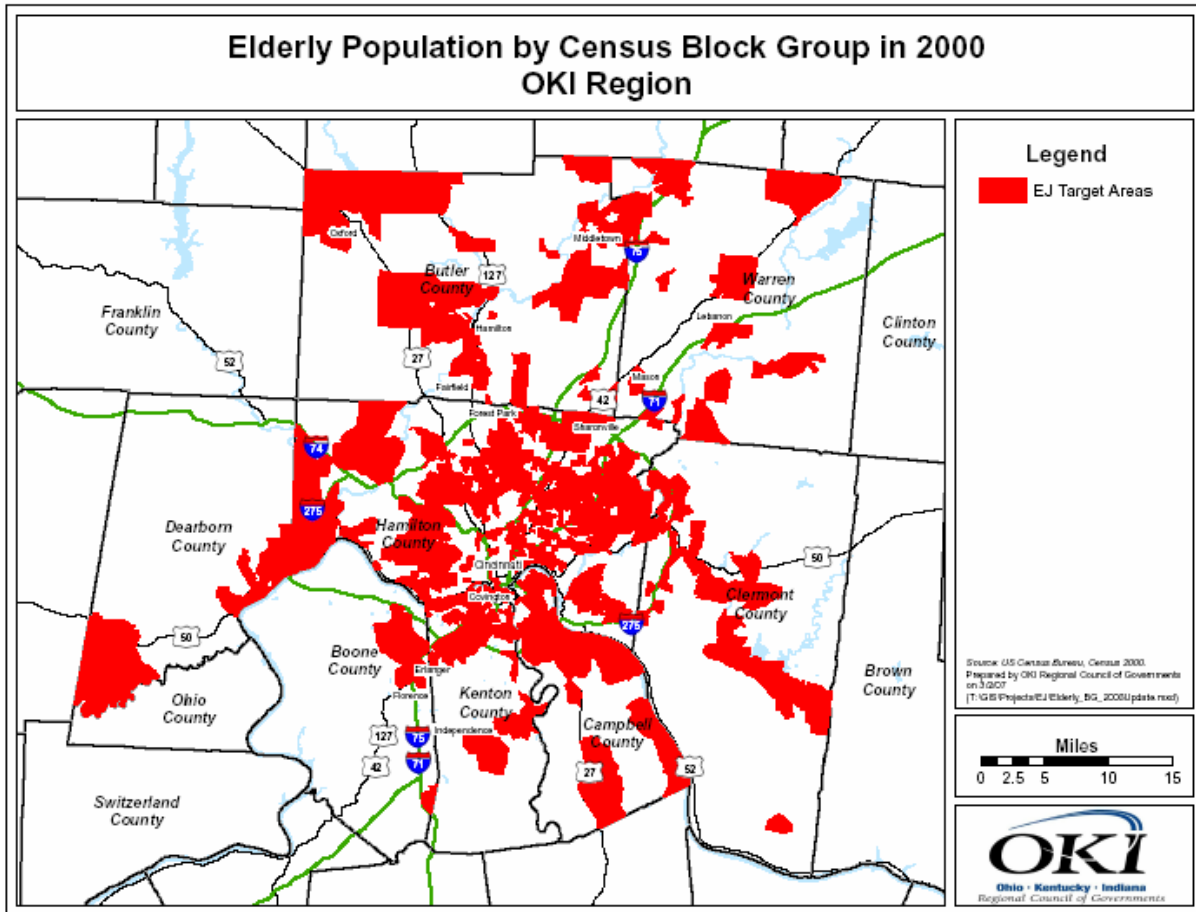


Figure 2-4

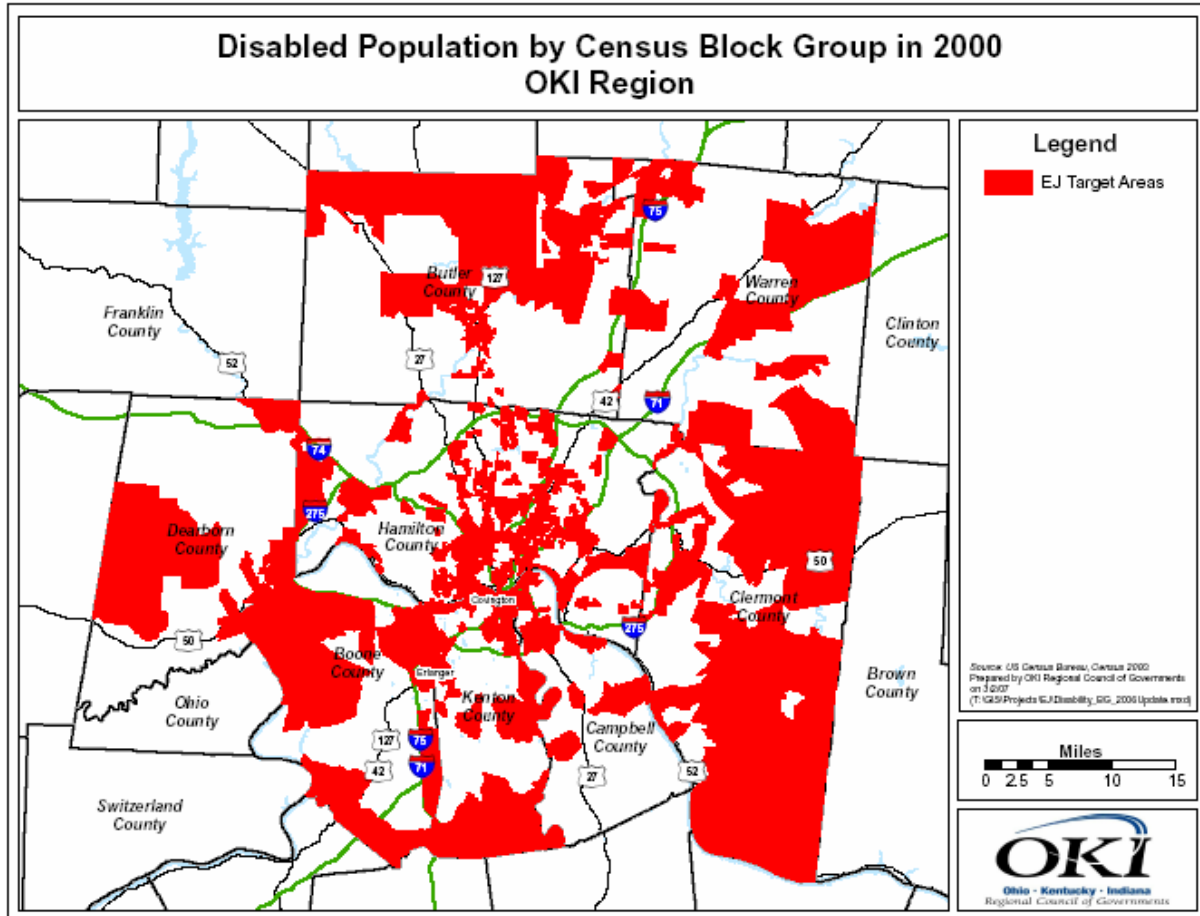


Figure 2-5

