

### 3.11 Environmental Justice

#### 3.11.1 Overview of Issues, Regulations, Methods, and Coordination

As part of the National Environmental Policy Act (NEPA) process, this study will identify any minority and/or low-income populations that may reside adjacent to the Corridor and examine issues and impacts associated with the proposed alternatives, including the potential for separating or bisecting low-income and/or minority communities and neighborhoods.

#### 3.11.2 Regulations

On February 11, 1994, President Clinton signed Executive Order (EO) 12898, “Federal Actions to Address Environmental Justice in Minority and Low-income Populations.” The EO focuses federal attention on the environmental and human health conditions of minority and low-income populations, promotes nondiscrimination in federal programs affecting human health and the environment, and provides minority and low-income populations access to public information and an opportunity to participate in matters relating to the environment. The US Department of Transportation (US DOT) issued an order on environmental justice in 1997 (DOT Order 5610.2), followed by the Federal Highway Administration in 1998 (FHWA Order 6640.23). Both of these orders relate directly to addressing environmental justice (EJ) activities and responsibilities within transportation projects. Low-income and minority populations are defined as follows:

Environmental Justice Issues
<ul style="list-style-type: none"> <li>• Potential displacement/relocation of low-income and minority residents.</li> <li>• Availability of affordable housing and low-income housing.</li> <li>• Impact on local commute times and availability of public transportation.</li> <li>• Increase in noise levels.</li> <li>• Potential for separating or bisecting low-income and/or minority communities and neighborhoods.</li> </ul>

- **Low-income** refers to household income at or below the Department of Health and Human Services (HHS) poverty guidelines or the Community Development Block Grant (CDBG) thresholds. As of 2004, the HHS guideline for a family of four is currently \$18,850. The CDBG threshold is 50 percent of the area median income (AMI), which ranges from \$23,000 to more than \$31,000 at the county level.
- **Minority** refers to persons who are Black (having origins in any of the black racial group of Africa or African American); Hispanic (of Mexican, Puerto Rican, Cuban, Central or South American, or other Spanish culture or origin, regardless of race); Asian American (having origins in any of the original peoples of the Far East, Southeast Asia, the Indian subcontinent, or the Pacific Islands); or Native American Indian and Alaskan (having origins in any of the original people of North America maintaining cultural identification through tribal affiliation or community recognition). The US Census separates Hawaiian (including people of the Pacific Islands) from Asian American.

FHWA views environmental justice as an extension of Title VI of the Civil Rights Act of 1964 and the Civil Rights Restoration Act of 1984. These nondiscrimination laws require that “federal-aid recipients, sub-recipients, and contractors prevent discrimination and ensure nondiscrimination in all of their programs and activities, whether these programs and activities are federally funded or not.” The factors for discrimination include race, color, national origin, sex, disability, and age. “The effort to prevent discrimination must address, but not be limited to a program’s impacts, access, benefits, participation, treatment, services, contract opportunities, training opportunities, investigations of complaints, allocations of funds, right-of-way, research, planning and design.” *Title VI of the Civil Rights Act of 1964 and the Civil Rights Restoration Act of 1984.*

#### 3.11.3 Methodology for Identifying EJ Populations

Year 2000 US Census data were used to obtain minority population information, and CDBG threshold was used to identify people at low-income levels in the project area. Although the US Census data gave a demographic profile of the study area, further research was carried out to identify low-income populations and to gain a better awareness or “sense of place” within those communities. This involved several phone conversations with planners, housing authorities, health and human services, and school superintendents throughout the Corridor. These phone calls were initiated early in the process and their responses were summarized and integrated into the Programmatic Environmental Impact Statement (PEIS) Public Involvement Process. Field

observation also was initiated, which involved driving west along the Corridor from Jefferson County into the eastern portion of Eagle County. Community meetings with local homeowners associations, nongovernmental agencies, and other community leaders were held to help address how to better identify and disseminate information to their local communities. Table 3.11-1 illustrates the organizations, dates, and locations of the meetings held. Summaries of these meetings are available in the I-70 administrative file.

Supporting Documentation
<ul style="list-style-type: none"> <li>• Section 3.9, Social and Economic Values</li> <li>• Appendix A, Environmental Analysis and Data</li> <li>• Appendix J, Social and Economic Values</li> <li>• Appendix K, Overview of Water Availability and Growth, and Forest Service Land Management</li> </ul>

Table 3.11-1. Community Meetings in the Corridor

County/City/Organization	Date	Location
Catholic Charities (Eagle County)	1/31/03	Eagle County
Eagle County (Town Official)	5/15/03	Eagle County Building
Eagle County (Homeowner Association)	5/15/03	Gypsum Town Hall
Summit County	11/26/02	Summit County Commons
Georgetown	11/19/02	Georgetown Hall
Idaho Springs	11/07/02	JFSA office
Clear Creek County	11/21/02 12/05/02	JFSA office
Jefferson County	11/13/02	Jefferson County

#### 3.11.4 Community Outreach to Low-Income and Minority Populations

In March 2001, the project team visited and spoke to numerous residents along the Corridor. Project team members delivered the newsletters with a summary attached in Spanish encouraging people to attend open houses to express any concerns and issues that they may have had. This outreach involved hand-delivering or mailing out approximately 900 newsletters to the locations shown in Table 3.11-2.

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**Table 3.11-2. Newsletter Mailings**

County/City	Locations
<b>Garfield County</b>	
Glenwood Springs	Defiance Thrift Store
<b>Eagle County</b>	
Avon	<ul style="list-style-type: none"> <li>Eaglebend Apartments</li> <li>Riverview Apartments</li> <li>Avon Public Library</li> <li>Aspen Mobile Home Village</li> </ul>
Vail	<ul style="list-style-type: none"> <li>Best Western</li> <li>Vail Town Library</li> </ul>
Edwards	Eagle River Village Mobile Home Park
Eagle	<ul style="list-style-type: none"> <li>Eagle Valley Library District</li> <li>Colorado West Mental Health Services</li> <li>Eagle County Housing Authority</li> <li>Eagle County School District</li> </ul>
Gypsum	Gypsum Public Library
<b>Summit County</b>	
Frisco	<ul style="list-style-type: none"> <li>Tienda Munoz (Spanish speaking store in Frisco)</li> <li>Frisco Chamber of Commerce</li> <li>County Commons; Frisco Library, Social Security Office, and Environmental Office</li> </ul>
Dillon	<ul style="list-style-type: none"> <li>Family and Intra-Cultural Resource Center, Dillon Town Center (Proceeds from the thrift store support FIRC)</li> <li>Summit Thrift and Treasure (Proceeds from the thrift store support FIRC)</li> <li>Mountain Creek</li> <li>Summit County School District</li> </ul>
Silverthorne	<ul style="list-style-type: none"> <li>Summit County Central Reservation (newsletter distribution to service employee mail boxes)</li> <li>Silverthorne Library</li> <li>Chamber of Commerce, Summit Place</li> <li>Villa Sierra Madre</li> </ul>
Copper Mountain	Copper Mountain Resort Bus, Communications Director
Breckenridge	<ul style="list-style-type: none"> <li>Summit County Library</li> <li>Courts, Justice Center, Breckenridge</li> <li>Breckenridge City Courthouse</li> <li>Pine Wood Village, Breckenridge</li> </ul>
<b>Clear Creek County</b>	
Idaho Springs	<ul style="list-style-type: none"> <li>Idaho Springs Library</li> <li>Idaho Springs Visitor Center</li> <li>Idaho Springs City Hall</li> <li>Clear Creek County School District</li> </ul>
Georgetown	<ul style="list-style-type: none"> <li>Georgetown Library</li> <li>Georgetown Justice Center</li> </ul>

A local cable television station (ROPIR Cablevision, Eagle County) ran public announcements in Spanish and English about open houses. Open houses also were advertised in English and Spanish in the following newspapers:

- *Clear Creek Courant* (Clear Creek County)
- *Vail Trail* (Vail)

- *Vail Daily* (Vail)
- *Summit Daily News* (Summit County)
- *Aspen Times Daily* (Aspen)
- *Canyon Courier* (Evergreen)
- *Daily Sentinel* (Grand Junction)

#### 3.11.5 Affected Environment

##### 3.11.5.1 Low-Income Populations

Interviews with municipal and county representatives in all five counties indicate that the use of the CDBG<sup>1</sup> threshold better reflects low-income levels in the project area than HHS guidelines. Table 3.11-7 illustrates the area median income for the Corridor and the CDBG income levels for each community.

The county average for households of low income is about the same throughout the Corridor. Eagle County has the lowest percentage, at 16.8 percent, and the other counties average 19.8 percent with a variance of 2.3 percent. The low-income population in the communities as a percentage of the overall study area ranges from 8.72 percent to 27.03 percent.

With the exception of Clear Creek County, perceptions of officials and staff (town planners, city managers, and similar staff) at both the municipal and county levels indicated that the majority of low-income residents in their communities were also minority residents. For this reason, discussions of potential impacts from increasing transportation access include both low-income and minority populations within the Corridor. Impacts specific to Clear Creek County residents refer primarily to nonminority, low-income residents, as 2000 Census figures indicate.

##### 3.11.5.2 Minority Populations

In recent years, the number of minority residents has increased within the Corridor. This growth has resulted primarily from large numbers of Hispanics (and a small number of Eastern European and West African immigrants) arriving in the Corridor to fill service industry and construction jobs. The increase in minority populations has occurred primarily in Garfield and Eagle counties and, to some degree, Summit County. To date, Clear Creek County has not experienced a similar rise in the number of minority residents. Figures from the 2000 US Census have been used to determine minority populations in these counties. County and municipal officials believe that a large number of undocumented workers also reside within the Corridor (particularly within Eagle and Garfield counties) and are not reflected in US Census figures. To gain a better understanding of this Corridor, US Census data have been considered in conjunction with information from interviews with community, municipal, and county representatives.

The US Census data indicate there is a low percentage of minority population in the Corridor. The minority population in the communities, as a percentage of the overall study area, ranges from 2 to 30 percent, with a median of approximately 9 percent.

The minority populations are dispersed throughout the communities, and no single area within a community has a concentration of minority population. No US Census blocks were identified with

<sup>1</sup> CDBG is a federal program that began operation in 1975. It is run by the US Department of Housing and Urban Development (HUD). The primary objective of CDBG is to improve communities by providing decent housing, providing a suitable living environment, and expanding economic opportunities. The amount of CDBG money a community receives depends on how many low-income people live there and the condition of housings. (Center of Community Change, Washington DC, Rev. 1998)

minority populations greater than 50 percent, and blocks containing minority populations were not contiguous.

### 3.11.5.3 Affordable Housing

A key concern is population growth and its corresponding impact on affordable housing. The US Department of Housing and Urban Development considers housing to be affordable if housing costs (rent or mortgage plus utilities) account for no more than 30 percent of household income. Populations in Garfield and Clear Creek counties are projected to increase by more than 37,000 and 7,700, respectively (double the existing population) by 2025, while employment is projected to grow by only 15,000 and 2,000, respectively. Conversely, Summit and Eagle counties are projected to have higher employment growth (21,000 and 67,000, respectively) as compared to population growth (19,000 and 34,000, respectively; see Table 3.9-3 in section 3.9, Social and Economic Values).

The increase in population and the demand for second homes in some of the counties have escalated land and home prices, decreasing availability of affordable housing. The cost of land is a major impediment to the development of affordable housing for employees. The Northwest Colorado Council of Governments (NWCCOG) published a report on the 2001 cost of living and employer-assisted housing for the Corridor. These reports indicate that the possibility of home ownership for the workforce in these areas is becoming less likely. Housing costs are even more of a problem for the lowest-income workers who are being pushed out of affordable rental units because workers with higher incomes cannot afford to purchase homes themselves. The report notes that employers are considering the value of providing employer-assisted housing to retain workers and avoid serious labor shortages. Also recommended is the development of employee housing units for both seasonal workers and year-round workers to provide a stable community environment. Employer assisted housing includes programs in which the employer provides down payment assistance, homebuyer education, damage deposit loans/guarantees, and employer sponsored new developments.

Garfield County recommends that all new developments make 10 percent of units affordable to families with incomes equal to or less than 80 percent of the county median income. However, the program is voluntary at this time. Eagle County has a number of programs in effect. There is for-sale housing, which is deed-restricted to limit occupancy to persons who work in the county. A rental subsidy program is available for very low-income residents, and programs are available to provide housing assistance to qualifying Eagle County homebuyers. Summit County has mortgage credit certificates to eligible borrowers. Clear Creek County does not have a housing authority.

Federal programs such as Section 8 certificates and vouchers provide tenant-based subsidies for rents paid by low- and very low-income (30 percent of adjusted median income) households. Tenant payments are based on income. Section 8 rental subsidies cover the difference between tenant payments and the unit's market rent. Very few Section 8 housing exists within the Corridor. Riverview Apartments in Avon is the only Section 8 complex in Eagle County and has a six-year waiting list.

### 3.11.5.4 Worker/Commuter Populations

#### Commuter Population

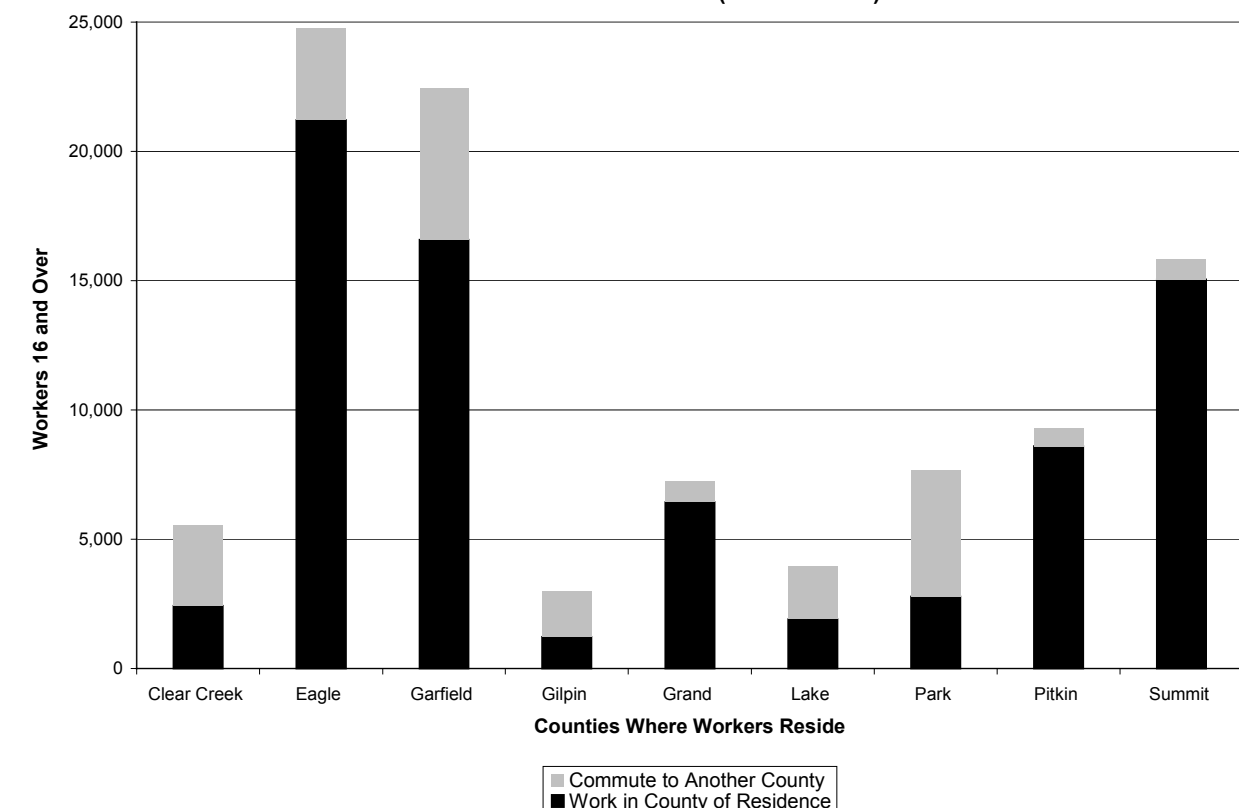
Overall employment is expected to increase more than 100 percent by 2025. County-by-county increases vary considerably. Eagle County is expected to have the greatest increase with 200 percent (more than 67,000 additional workers), and Pitkin and Summit counties are expected to require an additional 20,000 and 21,000 workers, respectively. For Eagle and Summit counties, employment growth will far exceed population growth, and many of the workers will need to commute to their workplaces from outside their respective counties because of lack of available and affordable

housing. Eagle and Summit counties face unique challenges in terms of employee labor shortage, due in part to lack of affordable housing. As described in section 3.9, Social and Economic Values, more than 13,500 daily commuters travel between Pitkin, Summit, Eagle, and Garfield counties, as well as other adjacent counties. Many of these commuters are minority and low-income workers. The inflows of Corridor commuting patterns are shown in Table 3.11-3. Chart 3.11-1 illustrates place of work and residence comparison by county.

Table 3.11-3. Corridor County Commuting Patterns, 2000 Census

County	Primary Destinations	Net Inflow/Outflow	Primary Originations	Primary Routes
Garfield	Pitkin, Eagle	Outflow	Eagle, Pitkin	SH 133, SH 82, I-70
Eagle	Pitkin, Garfield	Inflow	Garfield, Lake, Pitkin, Summit	I-70, SH 133, SH 82, US 24
Summit	Eagle	Inflow	Park, Lake, Grand, Front Range (Denver metropolitan)	SH 91, SH 9, I-70
Clear Creek	Front Range (Denver metropolitan), Gilpin	Outflow	Jefferson	I-70, US 6
Pitkin	Garfield, Eagle	Inflow	Garfield, Eagle	SH 82, SH 133, I-70
Lake	Eagle, Summit	Outflow	Negligible Inflow	US 24, SH 91, I-70
Park	Front Range (Denver metropolitan), Summit	Outflow	Front Range (Denver metropolitan)	US 285, SH 9, I-70
Grand	Summit	N/A	Negligible Inflow	N/A
Gilpin	Front Range (Denver metropolitan)	Inflow	Front Range (Denver metropolitan)	US 6, I-70

Chart 3.11-1. Place of Work (2000 Census)



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#### Public Transportation

##### Intermountain Region Transit Element

The Intermountain Region transit includes Eagle, Garfield, Lake, Pitkin, and Summit counties. The Roaring Fork Transportation Authority (RFTA), on behalf of the Intermountain Regional Planning Commission, contracted with LSC Transportation Consultants to prepare a Final Report for the 2030 Transit Element of the Regional Transportation Plan. The Transit Element will be incorporated into the Regional Transportation Plan and will become the transit-planning document for the Regional Planning Commission and transit service providers within the Intermountain Region. CDOT will use the Transit Elements in evaluating and approving grant applications for capital and operating funds from the Federal Transit Administration, as well as other available transit funds. Local governments may rely on the Transit Element for prioritization of all transit funds.

##### Garfield County

Ride Glenwood provides local services in the town of Glenwood Springs. Local transit is available on the Village Shuttle in Snowmass

RFTA provides service to the Aspen/Pitkin County Airport, to Snowmass Village, and between the towns of Aspen, Basalt, El Jebel, Carbondale, and Glenwood Springs. Aspen provides local employers with transportation options that help employees find carpool opportunities that allow them to use High Occupancy Vehicle (HOV) lanes and free parking in town.

In the winter, RFTA provides free skier shuttle to all four area mountains, and in the summer, RFTA is the only way to get into the Maroon Bells during peak hours.

##### Eagle County

Local transit is available in Avon, Beaver Creek, and Vail. Transportation in the town of Vail is free.

The Eagle County Regional Transportation Authority (ECO) provides connecting services with local bus systems at the Vail Transportation Center, Avon Transit, and Beaver Creek Upper Plaza. ECO serves the communities of Glenwood Springs, Dotsero, Gypsum, Eagle, Wolcott, Edwards, Avon, Beaver Creek, Vail, Minturn, Red Cliff, and Leadville. One-way fares per person from Vail or Beaver Creek to Edwards, Minturn, Dotsero, Gypsum, and Eagle cost \$2.00. One-way fares per person from Vail or Beaver Creek to Leadville cost \$3.00. Discount fares are available through purchase of monthly pass and booklets of 20 tickets that vary from \$30.00 to \$50.00 depending on destination. Discount fare for a \$2.00 ticket can bring the cost down to \$1.50 per ride. A 15 percent discount is available for passes purchased through employers.

##### Summit County

Local transit service is available in Breckenridge.

Summit Stage provides free public transportation year round to area residents and visitors to most ski areas, shopping centers, medical centers, and some residential areas. The transit portion of the local sales tax finances this system. Service is provided to Silverthorne, Dillon, Keystone, Frisco, Copper Mountain, and Breckenridge with transfer stations in Frisco and Silverthorne.

##### Clear Creek County

Clear Creek County public transportation is limited to private carriers and special purpose providers such as the Evergreen Senior Resource Center and the Idaho Springs Center, which offer demand-response services for senior citizens.

RTD provides public transportation to and from downtown Denver with stops at the Genesee Park park-and-Ride and along US 40 and I-70. There is no local transit system between Clear Creek County and the western portion of the Corridor.

##### Jefferson and Grand County

Grand County shuttle buses and four private bus services provide scheduled service to Central City and Black Hawk from 16 locations in the Denver metropolitan area. Commuter vans provide direct service between Denver International Airport (DIA) and the mountain resort areas at Breckenridge, Keystone, Winter Park, Aspen, and Vail.

#### Transit Share of Work Trips

Various transit modes and services currently operate in the Corridor. Some of the transit providers target specific users such as air passengers, recreation visitors, sightseers, and patrons to the gaming area. Local transit systems serve a broader customer base, providing local service within communities for workers commuting from home to work, to shopping and medical facilities. Local transit systems such as RFTA, ECO, and Summit Stage provide service within and between communities in the western portion of the Corridor.

Estimated daily boardings by transit operators are summarized in Table 3.11-4 for a summer and winter Thursday, Friday, and Saturday. The daily boardings on transit systems in Eagle and Summit counties are approximately 1.6 to 1.8 times greater during the winter than during the summer due to skier trips and winter recreation trips to point destinations. The boardings in Eagle and Summit counties are greater during the week than during the weekend, which indicates that the transit system is being used for local trips and workers commuting to work during the week.

**Table 3.11-4. Estimated Daily Transit Boardings**

Purpose	Summer Thursday	Summer Friday	Summer Saturday	Winter Thursday	Winter Friday	Winter Saturday
RFTA	7,811	7,211	6,972	12,515	12,950	11,134
ECO	1,657	1,530	1,479	3,071	3,178	2,732
Vail Transit	7,800	7,200	7,000	12,500	13,000	11,100
Summit Stage	4,342	4,008	3,867	7,700	7,967	6,850
Casino Shuttle	10,070	12,132	15,026	8,475	10,320	14,289

An estimate of transit trips by trip purpose in the Corridor for August and February 2000 is summarized in Table 3.11-5. Work trips account for the largest share of riders during the week and decrease by 4 to 5 times during the weekend. Gaming ridership, local recreation, and air passenger trips increase on the weekends.

**Table 3.11-5. Estimated Transit Share of Person Trips**

Purpose	Summer Thursday	Summer Friday	Summer Saturday	Winter Thursday	Winter Friday	Winter Saturday
Work	57.0%	48.3%	14.5%	62.6%	69.2%	13.4%
Gaming	32.4%	38.6%	50.0%	28.2%	26.3%	51.8%
Day Recreation	0.4%	0.4%	3.0%	0.4%	0.3%	2.7%
Local Recreation	3.5%	2.6%	20.4%	7.2%	0.4%	26.9%
Sightseeing	5.7%	4.6%	5.7%	0.8%	0.7%	0.7%
Stay at Resort or second home	0.5%	3.8%	1.6%	0.3%	2.6%	0.7%
Air Passenger	0.5%	1.7%	4.8%	0.9%	0.5%	3.8%

With the exception of commuters in the Roaring Fork Valley and possibly Summit County, the percent of low-income and non-low-income workers using transit for commuting to work is relatively low compared to the percent using automobile. The proportion of low-income and non-low-income workers that use transit to commute to work is about the same. The percent of transit used by low-income and non-low-income workers in the western half of the Corridor is shown in Table 3.11-6.

**Table 3.11-6. Percent Transit and Automobile  
Work Trips by Low-Income and Non-Low-Income Workers**

Work Trip Destination	Percent Total Work Trip by Destination	Percent Auto Use Not Low-Income	Percent Transit Use Not Low-Income	Percent Auto Use Low-Income	Percent Transit Use Low-Income
Roaring Fork Valley	4.7	34.5	35.8	24.5	5.2
Garfield County	2.2	88.0	0.5	11.4	0.1
Eagle County	23.3	82.2	5.5	11.6	0.7
Summit County	8.9	65.0	19.2	12.0	3.8
Lake County	0.5	79.1	1.1	19.3	0.5
Local Trips within cities and towns	60.4	70.2	15.7	11.7	2.4

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Table 3.11-7. Socioeconomic and Demographic Variables

Counties and Towns	Population & Housing					Low Income Population				Government Assistance			Housing Occupancy				Rental Costs	
*** NOTE *** Communities listed below in red are sampled from Census 2000 Block Group information. This information may or may not include a portion of the incorporated towns listed. Census Block Group geographies are large and do not necessarily represent the characteristics of the specific unincorporated towns listed.	Population	Housing Units	Number of Households	Average Household Size	Minority Population	Median Household Income	CDBG 50% of Median Income	Number of Households at or Below 50% of Median Household Income **	Percentage of Households at or Below 50% of Median Household Income **	Households Receiving Social Security Income	Households Receiving Supplemental Security Income	Households Receiving Public Assistance Income	Housing Units Vacant	Housing Units Owner Occupied	Housing Units Renter Occupied	#Units Available <60% of AMI for Single Family (sf) and Condos & Townhomes (ct)	Median Rent Paid	% of Household Income Paid in Median Gross Rent
<b>Garfield County</b>	4,3791	17,336	16,229	2.65	4,397	\$47,016.00	\$23,508.00	3,415	21.04%	3,028	374	297	1,107	10,572	5,657	74 sf / 9 ct	\$576.00	25.8%
Glenwood Springs	7,736	3,353	3,216	2.37	824	\$43,934.00	\$21,967.00	498	15.21%	683	65	27	131	1,802	1,472		\$641.00	26.4%
<b>Eagle County</b>	41,659	22,111	15,148	2.73	6,101	\$62,682.00	\$31,341.00	2,542	16.78%	1,221	114	193	6,963	9,655	5,493	0 sf / 4 ct	\$952.00	24.7%
<b>Dotsero</b> (for Block Group containing)	650	286	204	3.19	194	\$41,667.00	\$20,833.50	19	9.27%	31	0	0	78	147	58		\$683.00	17.2%
Gypsum	3,654	1,210	1,187	3.17	695	\$59,671.00	\$29,835.50	166	14.26%	81	13	52	65	864	300		\$785.00	23.0%
Eagle	3,032	1,116	1,064	2.80	315	\$62,750.00	\$31,375.00	201	19.27%	130	3	13	53	685	358		\$738.00	24.1%
<b>Wolcott</b> (Includes small portion of Town of Eagle)	748	266	250	2.99	7	\$81,564.00	\$40,782.00	24	9.72%	23	0	0	12	220	27		\$738.00	18.8%
Edwards	8,257	3,953	2,852	2.89	240	\$70,869.00	\$35,434.50	475	16.35%	191	13	19	1,033	2,071	835		\$1,057.00	23.8%
Avon	5,561	2,557	1,890	2.81	1,578	\$56,921.00	\$28,460.50	391	21.31%	85	0	27	702	899	936		\$954.00	30.4%
Eagle-Vail	2,887	1,482	1,083	2.66	197	\$87,297.00	\$43,648.50	199	17.88%	43	3	0	394	766	347		\$1,279.00	24.1%
Minturn	1,068	448	399	2.68	192	\$51,736.00	\$25,868.00	85	20.78%	37	6	8	49	219	190		\$734.00	23.7%
Vail	4,531	5,389	2,165	2.09	235	\$56,680.00	\$28,340.00	441	20.46%	197	20	17	3,231	1,136	1,019		\$904.00	24.2%
<b>Summit County</b>	23,548	24,201	9,120	2.48	1,922	\$56,587.00	\$28,293.50	1,754	19.23%	698	48	85	15,081	5,382	3,738	10 sf / 97 ct	\$818.00	24.5%
Frisco	2,443	2,727	1,053	2.32	11	\$62,267.00	\$31,133.50	159	15.57%	80	16	8	1,736	565	456		\$954.00	22.3%
Silverthorne	3,196	1,582	1,103	2.90	567	\$58,839.00	\$29,419.50	188	17.15%	50	0	14	470	580	516		\$850.00	25.3%
Keystone	825	2,606	327	2.23	60	\$43,654.00	\$21,827.00	73	23.62%	38	0	8	2,259	61	248		\$349.00	14.6%
Dillon	802	1,280	369	2.17	32	\$49,821.00	\$24,910.50	73	20.11%	53	1	16	914	197	166		\$736.00	25.9%
<b>Clear Creek County</b>	9,322	5,128	4,019	2.31	338	\$50,997.00	\$25,498.50	753	18.74%	603	89	45	1,109	3,052	967	17 sf / 15 ct	\$575.00	25.7%
<b>Bakerville/Graymont</b> (includes S. Georgetown)	647	441	310	1.95	18	\$43,438.00	\$21,719.00	50	16.23%	47	11	2	132	180	128		\$531.00	23.7%
Silver Plume	203	134	93	2.18	34	\$35,208.00	\$17,604.00	30	27.03%	4	2	2	30	45	66		\$508.00	28.1%
Georgetown	1,088	670	503	2.08	17	\$42,969.00	\$21,484.50	74	15.26%	78	11	5	167	282	203		\$580.00	25.9%
Empire	355	179	163	2.18	9	\$32,159.00	\$16,079.50	32	20.00%	17	3	0	22	102	58		\$422.00	28.4%
Lawson, Downieville, and Dumont	364	156	143	2.55	30	\$47,813.00	\$23,906.50	13	8.72%	33	8	0	17	131	18		\$725.00	27.5%
<b>Fall River / St. Marys / Alice</b> (from BG)	476	391	202	2.36	5	\$51,042.00	\$25,521.00	37	18.32%	31	0	5	180	192	10		\$1,125.00	50.0+%
Idaho Springs	1,889	904	841	2.25	100	\$39,643.00	\$19,821.50	181	21.39%	180	29	26	67	489	357		\$571.00	25.4%
<b>Floyd Hill Area</b> (for Block Group containing)	2,326	1,069	959	2.43	94	\$70,300.00	\$35,150.00	194	20.04%	114	20	5	116	866	102		\$943.00	24.6%
<b>Jefferson County</b>	527,056	212,488	206,067	2.52	49,602	\$57,339.00	\$28,669.50	41,634	20.20%	37,911	4,302	2,887	6,421	149,395	56,672	18 sf / 183 ct	\$695.00	25.9%
Evergreen	9,216	3,840	3,591	2.56	314	\$79,380.00	\$39,690.00	742	20.66%	473	5	34	241	2,938	653		\$634.00	24.3%
Kittredge	954	426	400	2.39	34	\$55,982.00	\$27,991.00	71	17.07%	82	3	19	41	298	118		N/A	22.5%
Genesee	3,699	1,562	1,511	2.45	68	\$132,077.00	\$66,038.50	211	14.02%	216	9	9	55	1421	84		\$850.00	24.5%

\*\* Median household income levels in the 2000 Census are reported in \$5,000 increments up to \$50,000; after \$50,000, the income levels increase incrementally (by \$10,000, \$15,000, \$25,000, and \$50,000). The CDBG 50% of median income levels were rounded to the nearest \$5,000 increment to derive the number of households and percentage of households at or below poverty. This information is derived from data interpolated from an average of a 1/6th sampling for the areas in questions. These numbers are estimates and do not necessarily represent the exact number of households at or below the CDBG 50% of median income poverty levels established for the project.

**3.11.5.5 County Profiles**

The following profiles define the CDBG low-income thresholds and summarize available affordable housing within the counties. The charts indicate the percent of minority residents within specific municipalities in the Corridor. The term “CDP” referred to in some charts is defined as a Census Designated Place. CDPs may be unincorporated communities or communities with 100 or more people (US Census 2000).

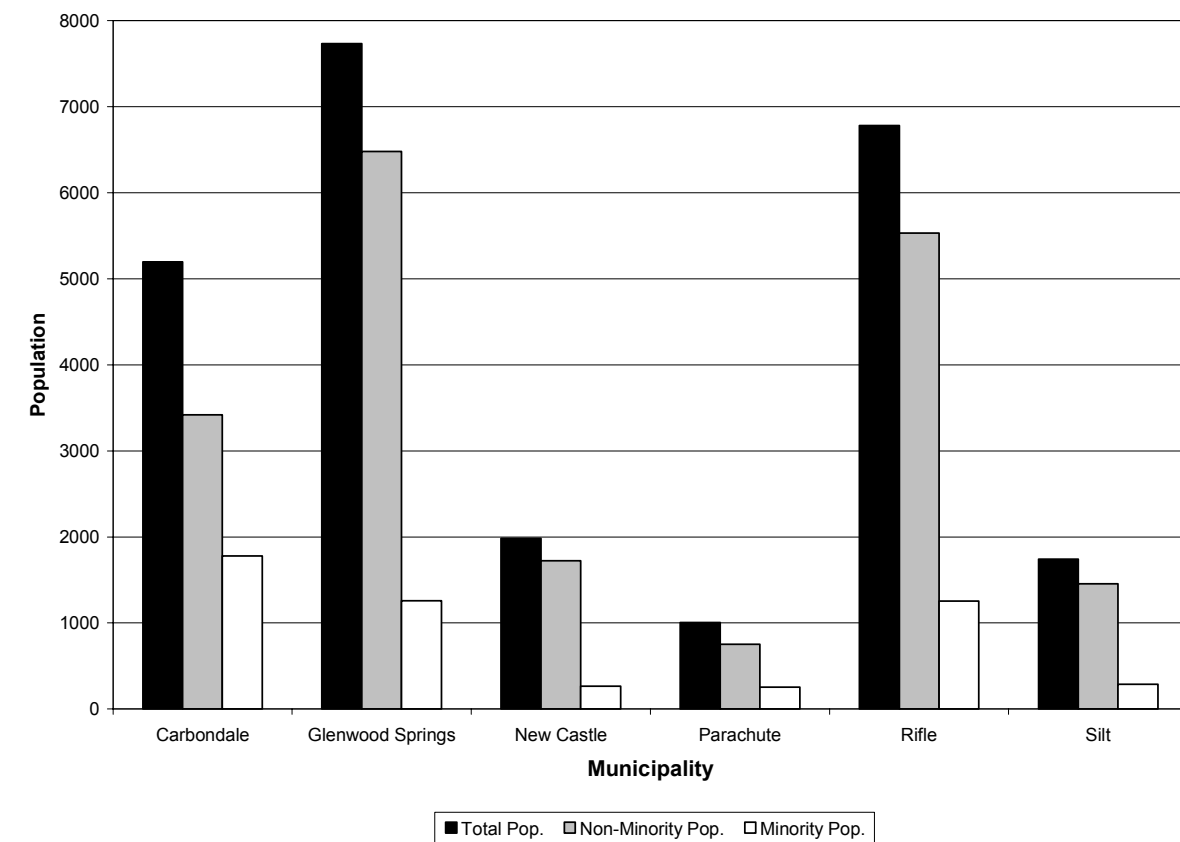
**Garfield County**

Based on the CDBG threshold, \$23,508 is a low annual income for a family of four in Garfield County. More than 21 percent of the households in Garfield County are within the CDBG threshold indicating low income. The minority population within the municipalities in Garfield County in 2000 is shown on Chart 3.11-2. Census data indicate a 45 percent increase in the minority population in the last 10 years. Many immigrants are young families and individuals between the ages of 20 and 30.

Affordable housing is a serious issue in Garfield County. Estimates indicate that 80 percent to 90 percent of the county’s low-income and minority workers cannot afford to live where they work and must commute between 30 and 90 minutes per day to get to their jobs. Many minority workers have found housing in small communities such as Silt and Carbondale where housing is more affordable. The affordable housing program in Garfield County recommends that all new developments make “10 percent of units affordable to families with incomes equal to or less than 80 percent of the county median income.” (*Housing Colorado*, November 2002). The only proposed development is the Cardiff Glen Subdivision in Glenwood Springs. Garfield County also provides incentives to developers, employers, and businesses that have employees who need affordable housing.

A Glenwood Springs ordinance requires developers to allocate 15 percent of all developments as affordable housing units. These units are designated as deed-restricted or sold by lottery to qualified first-time buyers.

**Chart 3.11-2. Minority Population in Garfield County Municipalities**



Race	Carbondale	Glenwood Springs	New Castle	Parachute	Rifle	Silt
Black	0.1%	0.2%	0.2%	0.8%	0.2%	0.1%
American Indian	0.3%	0.6%	0.5%	1.2%	0.5%	1.0%
Asian	0.7%	0.8%	0.4%	0.4%	0.3%	None
Hawaiian	>0.1%	0.1%	None	0.7%	>0.1%	None
Hispanic	32.4%	13.5%	11.9%	20.2%	16.5%	84.5%
TOTAL	33.6%	15.2%	13.0%	23.3%	17.6%	86.6%

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#### Eagle County

Chart 3.11-3 shows minority population within Eagle County municipalities in 2000. Based on the CBDG threshold for Eagle County, \$31,341 is a low annual income for a family of four. More than 16 percent of the households in Eagle County are within the CBDG threshold for low income. Income levels have segregated some communities, making it difficult for low-income workers to live in some parts of the county due to the high cost of living; because of this high cost, most workers commute. As in Garfield County, many minority workers have found affordable housing in small towns such as El Jebel, Minturn, and Red Cliff. Parking is also an issue for commuters to Vail, where most lots are paid parking. Low-income workers employed in Vail leave their vehicles in Avon or Eagle (where parking is scarce but free) and take public transportation to Vail. Efforts to provide affordable housing have been ongoing in Eagle County since the 1970s. As recently as 2001, rental/lease units and for-purchase units in Avon and Gypsum have been completed. The county also provides a down payment assistance program for qualifying first-time homebuyers. Future plans within the county include the creation of units in Avon for renters within restricted income ranges and affordable employee housing in Avon and Vail. Affordable housing is also being developed in the Dotsero area.

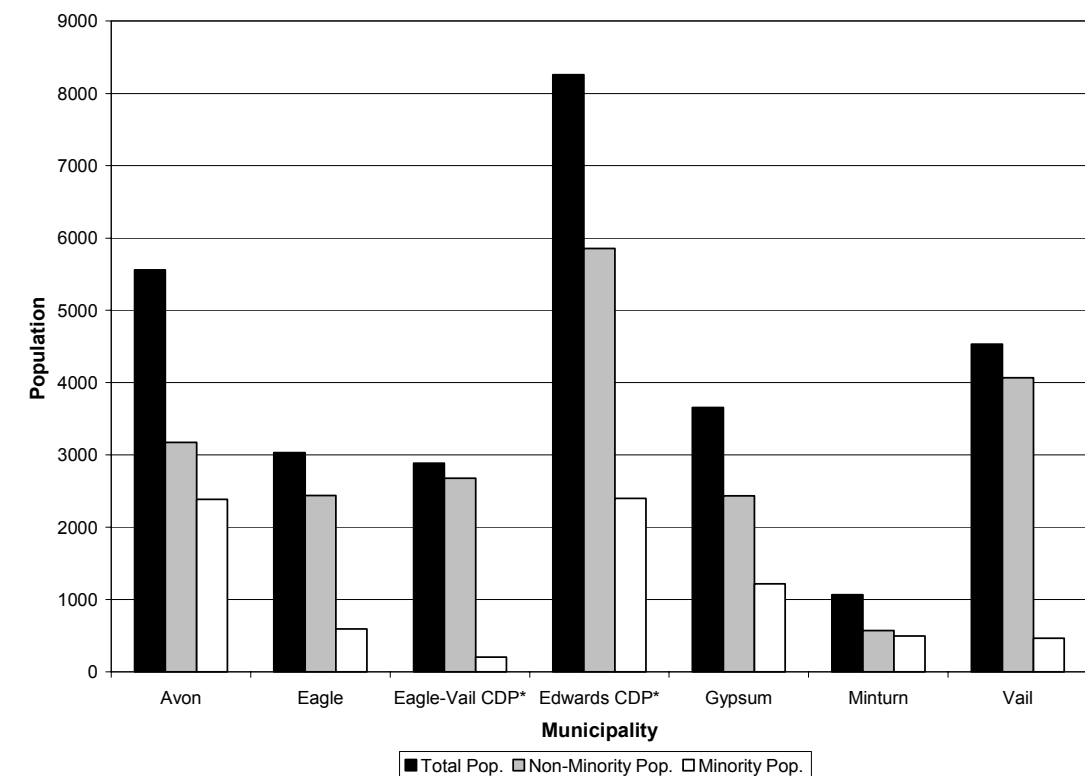
Existing affordable housing complexes within Eagle County include:

- Eaglebend Apartments in Eagle-Vail (294 units built with 63-20 tax free bonds)
- Eagle Villas in Eagle (100 units financed through low-income tax credit, 20 units for households with median income limits)
- Golden Eagle Apartments in Eagle (24 units with subsidy under RD 521 program)
- Grandview in Avon (12 deed-restricted units)
- Holly Cross Village Apartments, Gypsum (60 units for households with median income limits)
- Kayak Crossing Apartments in Eagle Vail (60 units for local employees)
- Lake Creek Village in Edwards (270 units financed with 63-20 tax free bonds)
- Mountain Glen Apartments in Gypsum (72 units built with 63-20 tax free bonds)
- Mountain Vista Resort Subdivision (20 deed-restricted units)
- Riverview Apartments in Avon. (72 units with Section 8 subsidized rents)
- River Run Apartments near Dowd Canyon
- Riverwalk in Edwards (46 deed-restricted units limiting price appreciation, 13 for employees in Edwards)
- Sopris View Apartments in Basalt/El Jebel, north of Aspen
- Timber Ridge (rental apartment complex in downtown Vail)
- Willwood Townhomes in Avon (17 deed-restricted units)

Employer-assisted housing in Eagle County includes:

- Brett Ranch (156 units for Cordillera employees that may apply for down payment assistance)
- Buzzard Park in Vail (24 rental units for seasonal employees)
- Eagle Ranch (12 deed-restricted units for Eagle County employees)
- River Edge in Beaver Creek (104 units available to seasonal employees)
- Vail Commons (53 deed-restricted units and 18 units limited to City Market employees)
- Vail Associates provides mortgage guarantee to employees in Eagle County
- Town of Vail provides mortgage guarantee for employees and deed restrictions limiting price appreciation

**Chart 3.11-3. Minority Population in Eagle County Municipalities**



\*CDP = Census Designated Place. Population within an unincorporated area locally identified by a place name.

Race	Avon	Eagle	Eagle-Vail	Edwards	Gypsum	Minturn	Vail
Black	0.8%	0.3%	0.1%	0.3%	0.2%	0.2%	0.3%
American Indian	0.7%	0.6%	0.4%	0.4%	1.3%	1.2%	0.5%
Asian	1.0%	0.4%	0.5%	0.8%	0.2%	0.1%	1.7%
Hawaiian	>0.1%	0.1%	>0.1%	4.0%	>0.1%	0.5%	0.1%
Hispanic	22.5%	9.3%	1.1%	14.8%	15.3%	44.5%	1.5%
TOTAL	25.1%	10.7%	2.2%	20.3%	17.1%	46.5%	4.1%



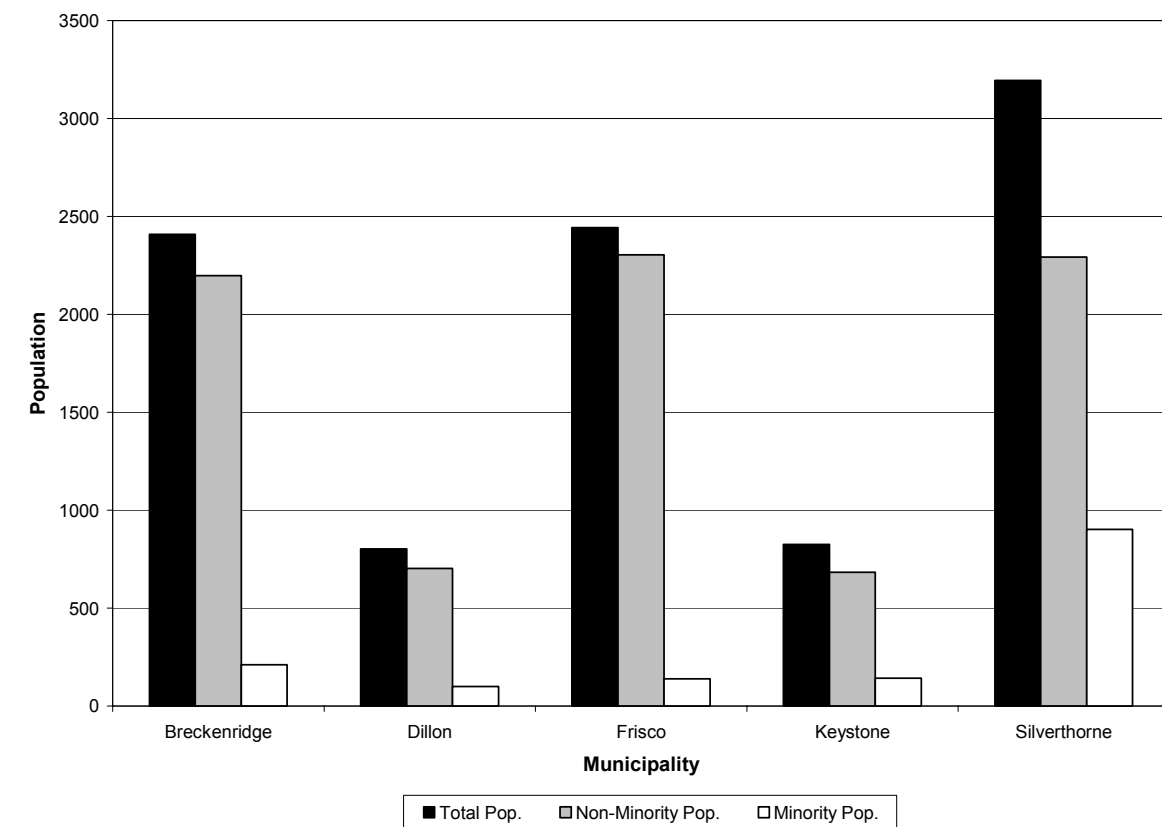
Summit County

Based on the CDBG in Summit County, \$28,293 is a low annual income for a family of four. Approximately 19 percent of the households in Summit County are within the CDBG threshold for low income. The US Census indicates a 24 percent increase in minority population from the last 10-year census in 1990. Chart 3.11-4 shows minority population within Summit County municipalities in 2000. There is a shortage of affordable housing, and efforts to increase affordable housing are limited. There are no mandatory programs to build affordable housing. Some work is being done on subsidized housing projects, and efforts are being made to get short-term rental units transferred to long-term housing. Many low-income employees work two or three jobs. A number of workers commute from Silverthorne and Dillon to jobs in Keystone and Breckenridge. Workers also commute in from the Western Slope, Leadville, and Buena Vista areas. Currently, Summit County is working with developers to provide some affordable single-family homes, duplexes, and townhomes. These units are restricted to buyers whose income falls at or below 80 percent of the area median income (\$72,700 for Summit County). Prices range from \$150,000 to \$200,000. Sales prices for units in other developments are calculated based on incomes that are 90 to 120 percent of area median income. However, homes at this price are difficult to find because the average price of a home in Summit County in 2000 was more than \$330,000. Breckenridge is exhibiting the highest increase for a single-family home, averaging \$769,000 in 1999.

Existing affordable housing complexes in Summit County include:

- Pinewood Village Apartments in Breckenridge (one-, two-, and three-bedroom units with income guidelines)
- The Meadows Apartments in Dillon (reduced rates for one- and two-bedroom apartments)
- Mountain Creek Apartments in Dillon (reduced rates for one- and two-bedroom apartments)
- Tenmile Creek Condos in Frisco (979 units)
- Villa Sierra Madre in Silverthorne (reduced rates for one-, two-, and three-bedroom apartments)
- The Blue River Apartments in Silverthorne (rents based on 60 percent annual median income)

Chart 3.11-4. Minority Population in Summit County Municipalities



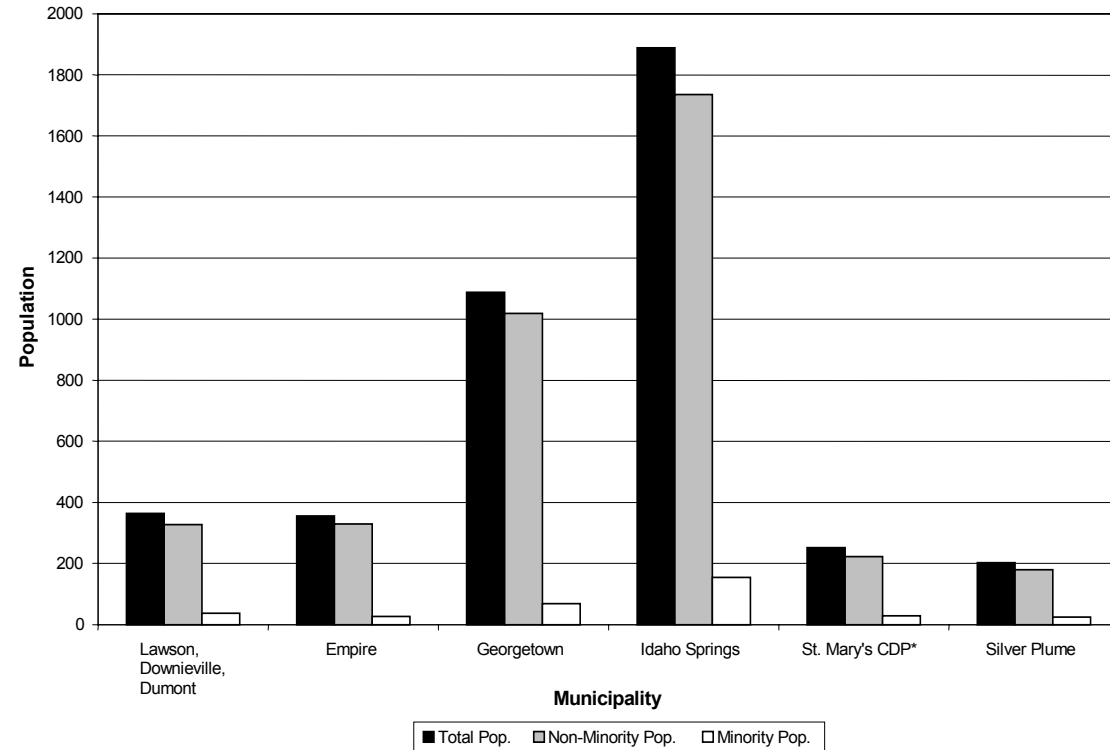
Race	Breckenridge	Dillon	Frisco	Keystone	Silverthorne
Black	0.4%	0.9%	>0.1%	0.5%	0.1%
American Indian	0.3%	1.0%	0.2%	None	0.7%
Asian	1.1%	0.1%	0.9%	1.4%	0.8%
Hawaiian	>0.1%	None	None	None	0.3%
Hispanic	5.5%	18.8%	0.6%	13.8%	11.6%
TOTAL	7.4%	20.8%	1.8%	15.7%	13.5%

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#### Clear Creek County

Based on the CBDG threshold, \$25,498 is a low annual income for a family of four in Clear Creek County, and approximately 18 percent of the households in the county are within the CBDG threshold for low income. Chart 3.11-5 shows minority population within Clear Creek County municipalities in 2000. Most of the residents work in the county and are long-term county residents. Currently, very little affordable housing exists within Clear Creek County. A number of low-income families have to find housing in motels because of the shortage of affordable apartments, townhomes, or single-family dwellings.

**Chart 3.11-5. Minority Population in Clear Creek County Municipalities**



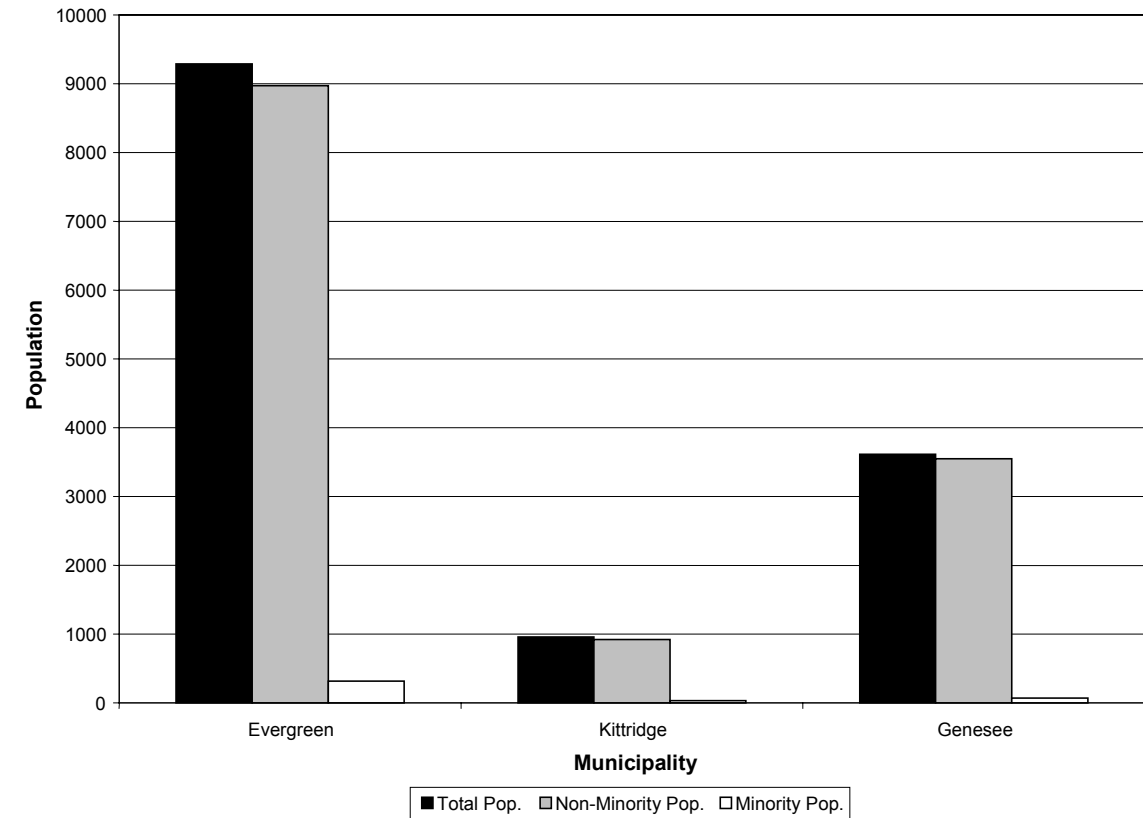
\*CDP = Census Designated Place. Population within an unincorporated area locally identified by a place name.

Race	Lawson, Downieville, and Dumont	Empire	Georgetown	Idaho Springs	St Mary's CDP	Silver Plume
Black	None	None	0.2%	0.7%	0.8%	None
American Indian	0.2%	1.4%	0.7%	0.8%	None	None
Asian	None	None	0.3%	0.5%	0.4%	None
Hawaiian	None	None	0.2%	None	None	None
Hispanic	4.2%	3.7%	11.2%	5.0%	10.4%	9.6%
TOTAL	4.4%	5.1%	12.6%	7.0%	11.6%	9.6%

#### Jefferson County

Based on the CBDG threshold for western Jefferson County, including the communities of Evergreen, Kittredge, and Genesee, 50 percent of the median income ranges from \$27,991 to as high as \$66,038 in Genesee. Approximately 20 percent of the population falls within the CBDG threshold for low income. The 2000 Census data also reveal that there is a very small minority population within these communities, as illustrated on Chart 3.11-6.

**Chart 3.11-6. Minority Population in Western Jefferson County Municipalities**



Race	Evergreen	Kittredge	Genesee
Black	0.3%	0.2%	0.2%
American Indian	0.2%	1.3%	0.2%
Asian	0.6%	0.2%	1.8%
Hawaiian	0.1%	None	0.1%
Hispanic	2.1%	2.9%	2.8%
TOTAL	3.3%	4.6%	5.1%

### 3.11.6 Environmental Consequences

EO 12898 establishes a federal policy to avoid, to the extent practicable, disproportionate high and adverse human health or environmental impacts on minority or low-income populations. The fundamental evaluation measures used in this analysis are:

- Determine whether a minority or low-income population exists in the area of potential effect
- Determine which impacts of the alternatives would be high and adverse
- Determine whether high and adverse impacts would fall disproportionately on the minority or low-income populations

#### 3.11.6.1 Low-Income and Minority Populations

The presence of low-income and minority populations in the Corridor was first identified at the community level by identifying those communities adjacent to I-70 that exceeded the CDBG threshold for low-income, and those communities that had minority populations greater than 50 percent of the affected area (as suggested in the guidance for determining minority populations in EO 12898 and FHWA Order 6640.23). None of the communities adjacent to I-70 have minority populations greater than 50 percent. A separate analysis identified communities with low-income populations greater than the county average. Those communities adjacent to I-70 that had minority or low-income populations greater than the county average are shown in Table 3.11-8.

**Table 3.11-8. Corridor Communities with Low-Income and Minority Populations Above County Average**

County/Community	Minority Population (Percentage)	Low-Income (Percentage)
Eagle County Average	14.6	16.78
Gypsum	19.0	Below average
Eagle	Below average	19.27
Avon	28.4	21.31
Eagle-Vail	Below average	17.88
Vail	Below average	20.46
Summit County Average	8.2	19.23
Dillon	17.7	20.11
Clear Creek County Average	3.6	18.74
Silver Plume	16.7	27.03
Lawson, Downieville, and Dumont	8.2	Below average
Idaho Springs	5.3	21.39

In Garfield, Eagle, and Summit counties, county and local officials indicated that minority and low-income populations were the same. The locations of these populations were further identified using 2000 Census Bureau block group data. The location of the low-income and minority populations was highly variable in terms of residential density, geographic location within the communities, and proximity to I-70. The data verified the information obtained from county planners and local officials that low-income and minority residents are evenly distributed throughout the Corridor and that there are no discrete or concentrated areas of low-income or minority populations along I-70. It is possible that small groups of low-income or minority populations may be found in an area that is not recognized by the CDBG data, or that these populations are present due to transient populations, but the small number would not substantially change the percentage identified in Census Bureau or CDBG data.

### 3.11.6.2 Impacts and Effects on Low-Income and Minority Populations

#### Direct Impacts

The detail is limited at the Tier 1 level of analysis, and until project-level designs are completed (Tier 2), the exact extent of direct impacts on low-income and minority populations cannot be determined. Based on the percentage of low-income and minority population data, direct impacts on low-income and minority residents would be the same as for non-low-income or nonminority population where the alternative footprint or the construction disturbance zone around the footprint encroaches on developed land that would result in displacement of the resident or change in the function or use of the property. Interrelated social effects such as noise, disruption of community cohesion, and diminution of aesthetic values would also be the same for low-income and minority as for non-low-income and nonminority populations.

No direct impacts on land use would occur from the alternatives in Garfield, Eagle, Summit, or Jefferson counties. The Rail with IMC, Highway, and Combination alternatives would encroach on the back edge of a residential area on the north side of I-70 at the west end of Idaho Springs that could contain low-income families based on poverty data. The alternatives would not take any residential or commercial buildings, would not change property function or access, and would not bisect any existing residential land use.

The Combination Six-Lane Highway with Rail and IMC alternative could result in noise impact on a large condominium development on the west end of Dowd Canyon. The complex includes low-income housing at Kayak Crossings and River Run Condominiums. The combined noise from Six-Lane Highway (55 or 65 mph) and Rail with IMC alternatives could create hourly average noise levels of approximately 65 dB(A), which is 5 dB(A) greater than existing conditions. An increase in the hourly average noise would be noticeable to the residents.

The Rail with IMC alternative could cause noise impacts on residents located adjacent to the railroad track. The Rail with IMC alternative would add a new and different sound at 55 to 65 dB(A) during pass-by that would add 1 to 2 dB(A) to existing traffic. During the daytime when noise levels from I-70 are in the 60 dB(A) range, the noise from the train would be somewhat audible due to the difference in sound. During the nighttime, when noise from I-70 is in the 50 dB(A) range, noise from the train would be clearly audible. The maximum noise levels from truck brakes on steep downgrades near Georgetown and Idaho Springs could be 5 to 10 dB(A) above average traffic noise levels and could be very noticeable, particularly during nighttime.

The land use and noise impacts would affect all receptors equally, and based on the low percentage of low-income and minority population in the communities, no disproportionate impact on low-income or minority populations would occur.

#### Indirect Impacts

The availability of affordable housing and public transportation are indirect impacts that could accrue differently between low-income or minority populations and non-low-income or nonminority populations.

Increased transportation access may lead to rising housing prices due to an increase in second home ownership and general population growth, creating more demand for homes and available land. As second home ownership and land values increase, low-income workers (many of whom are minority) may find it difficult to locate affordable housing within a reasonable distance from where they work. Induced growth in Eagle and Summit counties could increase the disparity between the percentage of affordable housing units and those being set aside for low-income housing. Induced growth could also

### 3.11 Environmental Justice

place greater pressure on community services such as sewer and water, garbage, and electric. Any rate increase in these bills or increase in taxes would negatively affect low-income families.

Operation plans for the Transit alternatives would be designed to optimize travel during peak-hour congestion. These transit systems would have connections to the local transportation systems in Summit, Eagle, and Jefferson counties. The private sector and local transportation systems networks would be relied on to provide commuter service for workers within towns and between towns off I-70. The Transit alternatives may provide some additional transportation between towns along I-70, but the Rail with IMC, AGS, and Bus in Guideway alternatives would not access the same points provided by local transit. There is no indication that any of the Transit alternatives would deny equal transportation benefits to any segment of the population. A constant fare rate of \$0.10 per mile was used for all Transit alternatives to provide an equal basis of analysis.

#### No Action Alternative

Affordable housing and need for workers to commute from housing outside the area in which they work would continue to be a problem of concern for minority and low-income populations. Low-income daily worker trips are expected to increase by 17 times the current use in 2025. It is expected that the same percentage of low-income workers using local transit to commute to work today would occur in 2025, and that this demand would be met by local providers.

#### Minimal Action Alternative

Potential impacts are perceived to distribute benefits and burdens uniformly among all populations within the Corridor. Perceived impacts such as increased safety at intersections and climbing lanes are not specific to either low-income or minority populations. Affordable housing and worker commuting would be the same as for the No Action alternative.

#### Transit Alternatives

The Transit alternatives may provide an additional means of commuting for minority and low-income workers in the Corridor by providing transportation along I-70 to regional transportation services in Eagle and Summit counties. The Transit alternatives would require additional support facilities such as transfer stations and increase the number of vehicles for regional transportation. If costs for these facilities were funded through sales or gasoline tax, then the tax burden to low-income members as percent of their income would be proportionally much greater. A benefit assessment study in California calculated the value of time saved by income groups for various transportation investment programs. The findings clearly point to the fact that the higher-income households benefited the most in terms of hours saved and money saved, while those in the lowest household income benefited the least (SCAG 1998). The availability of the Rail with IMC and AGS alternatives would allow second home residents and some workers the opportunity to travel greater distances to work, which could continue to exacerbate the problem of affordable housing.

The Bus in Guideway alternative could have a potential benefit to low-income and minority residents who spend a high percentage of their income on automobile-related commuting expenses. An expanded bus system could meet their needs if the provided service meets their work schedules and improves direct access to communities in the Corridor where they work. Local transportation and employer-sponsored programs available to workers in Garfield, Eagle, and Summit counties are expected to continue.

Potential benefits from transit systems would include improved access to federal and state offices in Denver, improved overall safety and reduced traffic congestion, and a possible decrease in commute times for some workers. These benefits are not specific to either low-income or minority populations.

Transit needs are expected to be met in the Intermountain Region (Garfield, Eagle, Summit, Pitkin, and Lake counties) in the future, through the Transit Element of the 2030 Regional Transportation Plan.

#### Highway Alternatives

In general, the Highway alternatives would benefit all commuters the same without regard to income or race. Highway improvements in Clear Creek County could benefit low-income workers commuting from Gilpin and Clear Creek counties, but this alternative would have little effect on commuters in the western part of the Corridor using I-70 from Garfield to Eagle and Pitkin counties. The expanded service of buses in mixed traffic could provide additional transportation options for low-income workers who do not own a car or who depend on public transportation for commuting to work, shopping, and medical facilities.

#### Combination Alternatives

In general, the benefits and burdens described above for the Transit alternatives would apply to the Combination Highway/Transit alternatives. The potential for induced growth would be greater for the Combination alternatives than for the Highway or Transit alternatives alone. Induced growth would result in a greater demand for affordable housing, as available land is converted to second homes and industries that support this growth. Induced growth would have the potential to increase job opportunities in the construction- and service-related positions that are often filled by low-income and minority workers.

#### 3.11.6.3 Disproportionate Impacts on Low-Income and Minority Populations

FHWA defines a disproportionate impact as being predominately borne by a minority population and/or a low-income population that is appreciably more severe or greater in magnitude than the adverse effect that will be suffered by the nonminority and/or non-low-income population (FHWA Order 6640.23).

None of the proposed alternatives would displace or affect a residence; therefore, there would be no adverse effect associated with relocation. Based on what is known at this programmatic level, land use and noise impacts would accrue equally to workers and residents in the Corridor irrespective of income and race, and the alternatives are not expected to cause disproportionately high and adverse effects on any minority or low-income populations, as per EO 12898 regarding environmental justice.

Should changes occur during Tier 2 analysis, the following will be implemented:

1. Avoid, minimize, or mitigate disproportionately high and adverse human health or environmental effects, including social and economic effects, on minority populations and low-income populations.
2. Ensure the full and fair participation by all potentially affected communities in the transportation decision-making process.
3. Prevent the denial of, reduction in, or significant delay in the receipt of benefits by minority populations and low-income populations.