Atlas of
Title VI Populations
in the
Capitol Region - 2010

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). DOT guidance\(^1\) 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\(^2\) on Title VI responsibilities has as its objectives to:

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.

These FTA objectives serve as a good basis for a recipient of any federal transportation funds to adopt as the goals of its own program. In order to assure adequate outreach to affected populations, then we must first understand where concentrations of these populations reside within our Region. We have developed this atlas, a series of maps showing concentrations of minority, low-income, no car households, and persons with limited English proficiency, for that purpose.

**BACKGROUND**

In 2002, the Capitol Region Council of Governments (CRCOG) received an Environmental Justice (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 January 2003 Atlas of Minority and Low-Income Populations in the Capitol Region.

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\(^3\) (LEP) and other persons with English as a second language were mapped using 2000 Census data.

Now that similar data is available from the 2010 Census and more specific data on LEP populations is available through the 2006-2010, 5-year estimate American Community Survey (ACS), we have updated those maps and present them in this current document.

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\(^1\) Policy Guidance Concerning Recipients’ Responsibilities to Limited English Proficient (LEP) Persons

\(^2\) Source: FTA Circular 4702.1A Title VI and Title VI-Dependent Guidelines for Federal Transit Administration Recipients

\(^3\) LEP is defined as persons who speak English less than “Very Well”.
REGIONAL OVERVIEW

The Capitol Region is composed of 30 municipalities in the Hartford metropolitan area. The Region includes approximately 820 square miles, has a population of about 761,000, and an employment base of about 426,000 jobs. Map 1 below shows the 30 towns and cities in the Capitol Region.

Hartford is the core city and also the capital city of Connecticut. Hartford contains 25% of the Region’s jobs and 16% of its population, but its land area is very small (18 square miles, or 2% of the Region’s land area).

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4 When the 2003 Atlas and 2005 LEP discussion paper were prepared, the Capitol Region was composed of 29 municipalities in the Hartford metropolitan area. Since then, the Town of Stafford has joined the Region.
MINORITY POPULATIONS

Minority groups in the Capitol Region comprise about 33% of the entire population. The racial and ethnic composition of the Capitol Region is shown in Table 1.

<table>
<thead>
<tr>
<th>Racial or Ethnic Group</th>
<th>2000 Data</th>
<th>2010 Data</th>
<th>Percent Change</th>
</tr>
</thead>
<tbody>
<tr>
<td>Non - Hispanic White</td>
<td>534,051</td>
<td>72.9%</td>
<td>508,881</td>
</tr>
<tr>
<td>Hispanic or Latino (of any race)</td>
<td>77,537</td>
<td>10.6%</td>
<td>102,183</td>
</tr>
<tr>
<td>African-American or Black</td>
<td>88,287</td>
<td>12.1%</td>
<td>98,240</td>
</tr>
<tr>
<td>Asian, Native Hawaiian, &amp; other</td>
<td>18,471</td>
<td>2.5%</td>
<td>35,426</td>
</tr>
<tr>
<td>American Indian &amp; Alaska Native</td>
<td>1,141</td>
<td>0.2%</td>
<td>1,142</td>
</tr>
<tr>
<td>Some Other Race</td>
<td>1,561</td>
<td>0.2%</td>
<td>2,087</td>
</tr>
<tr>
<td>Two or More Races</td>
<td>11,579</td>
<td>1.6%</td>
<td>12,694</td>
</tr>
<tr>
<td><strong>Total</strong></td>
<td><strong>732,627</strong></td>
<td><strong>100%</strong></td>
<td><strong>760,653</strong></td>
</tr>
</tbody>
</table>

The predominant minority groups in the Capitol Region are Hispanics and African-Americans. These groups comprise 13.4 percent and 12.9 percent of the Region’s population, respectively. Combined they account for almost 80% of the minority population within the Capitol Region.

In 2000, the African-American population was the predominant minority group at 12.1% of the population while the Hispanic population comprised about 10.6% of the population. Between 2000 and 2010, the number of Hispanics in the Capitol Region grew almost two and one-half times faster than the African-American population, and became the predominant minority group in the Region. Although a small percentage of the total population, the Asian population grew by almost 90% between 2000 and 2010.

In an effort to better understand the geographic distribution of the minority communities in the Capitol Region, we color-coded and plotted the percentage of minority population in each Census tract group within the Region. These maps show a concentration of minority populations in the central city and within the “inner ring” communities.

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5 To allow for comparisons, the 2000 data shown includes information for the Town of Stafford. This information was not included in the 2000 Atlas prepared by CRCOG.

6 The 2000 version of this Atlas reported most of the data at the “block group” level, since that information was collected by the 2000 Census. However, the 2010 Census did not collect “block group” level data for income or LEP. Therefore, for consistency, we are reporting all data in this Atlas at the more aggregated “tract” level.
Hispanics. Hispanics make up 13.4% of the total Capitol Region population, and comprise almost 41% of the Capitol Region minority population. As shown in Map 2 below, the Hispanic population is concentrated in the southern half of Hartford, with lesser concentrations throughout the City. There are also significant numbers of Hispanic residents living in East Hartford, in the southeastern corner of West Hartford, and in the western sections of Manchester, with a few concentrations of Hispanic residents in Bloomfield, Enfield and Vernon.
African-Americans. African-Americans make up 12.9% of the total Capitol Region population and comprise about 39% of the Capitol Region minority population. Geographically, the African-American population is concentrated in the northern part of Hartford and in Windsor and Bloomfield to the north of Hartford. There are also significant numbers of African-Americans residing in the southern part of Hartford, and in East Hartford, in the southeastern corner of West Hartford and in parts of Manchester. See Map 3 below.
All Minorities.

When all minority populations are combined, they comprise 33.1% of the Capitol Region population. The geographic distribution of all minorities is shown in Map 4. There is a high concentration in Hartford and the inner suburbs, with lesser concentrations in many towns throughout the Region.
LOW-INCOME POPULATION

While the federal government provides an official definition of poverty, there is no officially accepted definition of low-income. For purposes of this report, we have provided statistics for two possible definitions of low-income: the federally defined ‘poverty’ level, and another less strict definition based on households earning up to 50 percent more income than allowed under the poverty definition. Both definitions have the advantage of readily available data published by the Census. The income cutoff levels for both definitions are provided in Table 2.

Based on these definitions, the Region’s low-income population is significantly smaller than its minority population. Not quite ten percent of our residents live at or below the poverty level, and 15.65 percent of our residents have incomes at or below the 150-percent poverty level. By comparison, the percentage of minority residents is 33.1 percent, or almost twice that of low-income residents.

While the numbers of low-income residents are much smaller than those of minority residents, there is some similarity, but not a close correlation in the distributions of the two populations. The greatest commonality is a concentration of both low-income and minority residents in the central city of Hartford. 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.

Table 2

<table>
<thead>
<tr>
<th>Household Size</th>
<th>Poverty Level (1)</th>
<th>150% Poverty Level</th>
</tr>
</thead>
<tbody>
<tr>
<td>1 person</td>
<td>$11,139</td>
<td>$16,709</td>
</tr>
<tr>
<td>2 persons</td>
<td>$14,218</td>
<td>$21,327</td>
</tr>
<tr>
<td>3 persons</td>
<td>$17,374</td>
<td>$26,061</td>
</tr>
<tr>
<td>4 persons</td>
<td>$22,314</td>
<td>$33,471</td>
</tr>
<tr>
<td>5 persons</td>
<td>$26,439</td>
<td>$39,659</td>
</tr>
<tr>
<td>6 persons</td>
<td>$29,897</td>
<td>$44,846</td>
</tr>
</tbody>
</table>

(1) Poverty level defined by federal government.

LOW-INCOME POPULATION

<table>
<thead>
<tr>
<th></th>
<th>below poverty level</th>
</tr>
</thead>
<tbody>
<tr>
<td>9.95%</td>
<td></td>
</tr>
<tr>
<td>15.65%</td>
<td>below 150% of poverty level</td>
</tr>
</tbody>
</table>

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 Map 5. The greatest concentration of residents living below the poverty level is within the City of Hartford, with some smaller clusters in the older, more urban sections of suburban towns like East Hartford, Enfield, Manchester, and Vernon.
**Below 150% of the Poverty Level.** The second definition of low-income is based on a household earning up to 50 percent more than the federally defined poverty level. The distribution of low-income persons based on this higher threshold is shown in Map 6. While there is still a concentration of low-income persons in Hartford, the distribution is more dispersed given this higher income threshold. In addition to the older suburban areas, there are also small numbers (10-20%) of low-income persons in many outer suburban and rural areas.
TRANSPORTATION DISADVANTAGED – NO ACCESS TO A CAR

While the primary focus of the CRCOG’s Environmental Justice program is on two target groups (minority and low-income populations), there is also a third group of interest – those persons without access to an automobile. This transportation-disadvantaged group comprises about 9.9 percent of the Region’s households, as compared to 11.1% measured in 2000. The distribution is somewhat similar to that of the low-income population in that there is a concentration within Hartford and the inner ring suburban towns, but there are also clusters throughout the Region. The distribution is shown in Map 7.
**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 do not speak English “Very Well”. The national origin protection of Title VI and its implementing regulations is the basis for all efforts that reach out to persons who do not speak English “very well”.

Of the 720,886 persons residing in the Capitol Region who are 5 years of age or older, 57,656 or 8% are identified as LEP. Table 3 shows the number of persons who speak only English, those whose first language is other than English but speak English “Very Well”, and those whose first language is other than English and speak English less than “Very Well”. It is these people who speak English less than “Very Well” who are identified as persons with LEP. Map 8 on page 14 shows Census tracts where the proportion of LEP persons exceeds 8%, the proportion of LEP persons in the Region as a whole.

<table>
<thead>
<tr>
<th>Table 3 - Ability to Speak English</th>
<th>% of Total</th>
</tr>
</thead>
<tbody>
<tr>
<td>Total Pop 5 years and older</td>
<td>720,886</td>
</tr>
<tr>
<td>Speak only English</td>
<td>564,575</td>
</tr>
<tr>
<td>Non-English first language, but speak English &quot;Very Well&quot;</td>
<td>98,655</td>
</tr>
<tr>
<td>Non-English first language, and speak English less than &quot;Very Well&quot; (LEP)</td>
<td>57,656</td>
</tr>
</tbody>
</table>

Table 4 below indicates the numbers of LEP persons in a little more detail. Of the total 57,656 LEP persons, 29,711 or 51.5% speak Spanish. An additional 20,241 are members of language groups of which there are at least 1,000 speakers of that language in the Region. This is broken down further on the following page and in the maps that follow. Lastly, there are approximately 7,700 LEP people who speak a language for which there are less than 1,000 speakers of that language in the Region.

<table>
<thead>
<tr>
<th>Table 4 - LEP Details</th>
<th>% of LEP</th>
<th>% of Total Population</th>
</tr>
</thead>
<tbody>
<tr>
<td>Total - LEP</td>
<td>57,656</td>
<td>100.00%</td>
</tr>
<tr>
<td>Total - Spanish LEP</td>
<td>29,711</td>
<td>51.53%</td>
</tr>
<tr>
<td>Total - Regional &gt;1000 total</td>
<td>20,241</td>
<td>35.11%</td>
</tr>
<tr>
<td>Total - Regional &lt;1000 total</td>
<td>7,704</td>
<td>13.36%</td>
</tr>
</tbody>
</table>

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Table 5 below indicates the numbers of LEP persons living in the Region, by language spoken. This table shows only those languages for which there are at least 1,000 persons living in the Region.

<table>
<thead>
<tr>
<th>Language</th>
<th># of LEP</th>
<th>% of LEP</th>
<th>% of Total Population</th>
</tr>
</thead>
<tbody>
<tr>
<td>Total - LEP</td>
<td>57,656</td>
<td>100.00%</td>
<td>8.00%</td>
</tr>
<tr>
<td>Spanish or Spanish Creole</td>
<td>29,711</td>
<td>51.53%</td>
<td>4.12%</td>
</tr>
<tr>
<td>Polish</td>
<td>3,725</td>
<td>6.46%</td>
<td>0.52%</td>
</tr>
<tr>
<td>Portuguese or Portuguese Creole</td>
<td>2,623</td>
<td>4.55%</td>
<td>0.36%</td>
</tr>
<tr>
<td>Chinese</td>
<td>2,470</td>
<td>4.28%</td>
<td>4.12%</td>
</tr>
<tr>
<td>French or French Creole</td>
<td>2,406</td>
<td>4.17%</td>
<td>0.33%</td>
</tr>
<tr>
<td>Italian</td>
<td>2,216</td>
<td>3.84%</td>
<td>0.31%</td>
</tr>
<tr>
<td>Russian</td>
<td>1,622</td>
<td>2.81%</td>
<td>0.23%</td>
</tr>
<tr>
<td>Vietnamese</td>
<td>1,551</td>
<td>2.69%</td>
<td>0.22%</td>
</tr>
<tr>
<td>Other Asian Languages</td>
<td>1,348</td>
<td>2.34%</td>
<td>0.19%</td>
</tr>
<tr>
<td>African Languages</td>
<td>1,176</td>
<td>2.04%</td>
<td>0.16%</td>
</tr>
<tr>
<td>Korean</td>
<td>1,104</td>
<td>1.91%</td>
<td>0.15%</td>
</tr>
</tbody>
</table>

The maps that follow this page include the previously mentioned Map 8 showing Census tracts where the proportion of LEP persons exceeds 8%, the proportion of LEP persons in the Region as a whole. Maps 9-19 are maps showing the location of 100 or more speakers of the indicated language within each Census tract. Percentages were too low to indicate on the maps.
Map 8
Limited English Proficiency (LEP) Populations

Total LEP Populations

Percent by Census Tract

- Less than 8%
- 8 - 15%
- 15 - 25%
- 25 - 50%

- These tracts have significant prison populations that speak Spanish.

Capitol Region
Total LEP Population = 57,656 (7.99%)

Data based on tract level geography.

Prepared by The Capitol Region Council of Governments

Sources:
- ACS 2006-2010, 5 year estimate
- Census TIGER Line Files, 2010

August, 2013
For Reference Purposes Only.
Map 9
Limited English Proficiency

Spanish
Population (5 years and older)

Legend

- Total LEP Population
- 100 or more LEP Population
- Significant Spanish speaking prison populations.

Only census tracts with 50 or more persons who speak English less than very well are noted on the map.

Capitol Region
Total Spanish LEP Population = 29,711

Data based on tract level geography.

Prepared by The Capitol Region Council of Governments

Sources:
ACS 2006-2010, 5 year estimate
Census TIGER Line Files, 2010
August, 2013
For Reference Purposes Only.
Map 10
Limited English Proficiency

Polish
Population (5 years and older)

Legend

50 Total LEP Population
100 or more LEP Population
★ These tracts have significant prison populations.

Only census tracts with 50 or more persons who speak English less than very well are noted on the map.

Capitol Region
Total Polish LEP Population = 3,725

Data based on tract level geography.

Prepared by The Capitol Region Council of Governments

Sources:
ACS 2006-2010, 5 year estimate
Census TIGER Line Files, 2010
August, 2013
For Reference Purposes Only.
Map 11
Limited English Proficiency

Portuguese Population (5 years and older)

Legend
- Total LEP Population
- 100 or more LEP Population
- These tracts have significant prison populations

Only census tracts with 50 or more persons who speak English less than very well are noted on the map.

Capitol Region
Total Portuguese LEP Population = 2,623

Data based on tract level geography.

Prepared by The Capitol Region Council of Governments

Sources:
ACS 2006-2010,
5 year estimate
Census TIGER Line Files, 2010

August, 2013
For Reference Purposes Only.
Map 12
Limited English Proficiency

Chinese Population (5 years and older)

Legend

<table>
<thead>
<tr>
<th>Color</th>
<th>Description</th>
</tr>
</thead>
<tbody>
<tr>
<td>Red</td>
<td>100 or more LEP Population</td>
</tr>
<tr>
<td>Stars</td>
<td>These tracts have significant prison populations.</td>
</tr>
</tbody>
</table>

Only census tracts with 50 or more persons who speak English less than very well are noted on the map.

Capitol Region
Total Chinese LEP Population = 2,470

Data based on tract level geography.

Prepared by The Capitol Region Council of Governments

Sources:
ACS 2006-2010, 5 year estimate
Census TIGER Line Files, 2010

August, 2013
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CRCOG
Map 14
Limited English Proficiency

Italian
Population (5 years and older)

Legend

Total LEP Population

100 or more LEP Population

These tracts have significant prison populations.

Only census tracts with 50 or more persons who speak English less than very well are noted on the map.

Capitol Region
Total Italian LEP Population = 2,216

Data based on tract level geography.

Prepared by The Capitol Region Council of Governments

Sources:
ACS 2006-2010, 5 year estimate
Census TIGER Line Files, 2010
August, 2013
For Reference Purposes Only.
Map 15
Limited English Proficiency

Russian
Population (5 years and older)

Legend
- Total LEP Population
- 100 or more LEP Population
- These tracts have significant prison populations.

Only census tracts with 50 or more persons who speak English less than very well are noted on the map.

Capitol Region Total Russian LEP Population = 1,622

Data based on tract level geography.

Prepared by The Capitol Region Council of Governments

Sources:
ACS 2006-2010, 5 year estimate
Census TIGER Line Files, 2010

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Map 17
Limited English Proficiency

Other Asian Languages
Population (5 years and older)

Legend

- Total LEP Population
- 100 or more LEP Population
- These tracts have significant prison populations.

Only census tracts with 50 or more persons who speak English less than very well are noted on the map.

Capitol Region
Total Other Asian Languages LEP Population = 1,348

Data based on tract level geography.

Prepared by The Capitol Region Council of Governments

Sources:
ACS 2006-2010, 5 year estimate
Census TIGER Line Files, 2010

August, 2013
For Reference Purposes Only.
Map 18
Limited English Proficiency

African Languages
Population (5 years and older)

Legend

- Total LEP Population
- 100 or more LEP Population
- These tracts have significant prison populations.

Only census tracts with 50 or more persons who speak English less than very well are noted on the map.

Capitol Region
Total African Languages LEP Population = 1,176

Data based on tract level geography.

Prepared by The Capitol Region Council of Governments

Sources:
ACS 2006-2010,
5 year estimate
Census TIGER Line Files, 2010

August, 2013
For Reference Purposes Only.
Map 19
Limited English Proficiency

Korean Population (5 years and older)

Legend
- Total LEP Population
- 100 or more LEP Population
- These tracts have significant prisoner populations.

Only census tracts with 50 or more persons who speak English less than very well are noted on the map.

Capitol Region
Total Korean LEP Population: 1,104

Data based on tract level geography.

Prepared by The Capitol Region Council of Governments

Sources:
ACS 2006-2010, 5 year estimate
Census TIGER Line Files, 2010
August, 2013
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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 2006-2010, 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.