

APPENDIX A17

SOCIAL RESOURCES AND ENVIRONMENTAL JUSTICE TECHNICAL MEMORANDUM

FOR THE

State Highway 9 Iron Springs Alignment Environmental Assessment

Prepared for

COLORADO DEPARTMENT OF TRANSPORTATION

FEDERAL HIGHWAY ADMINISTRATION

Prepared by

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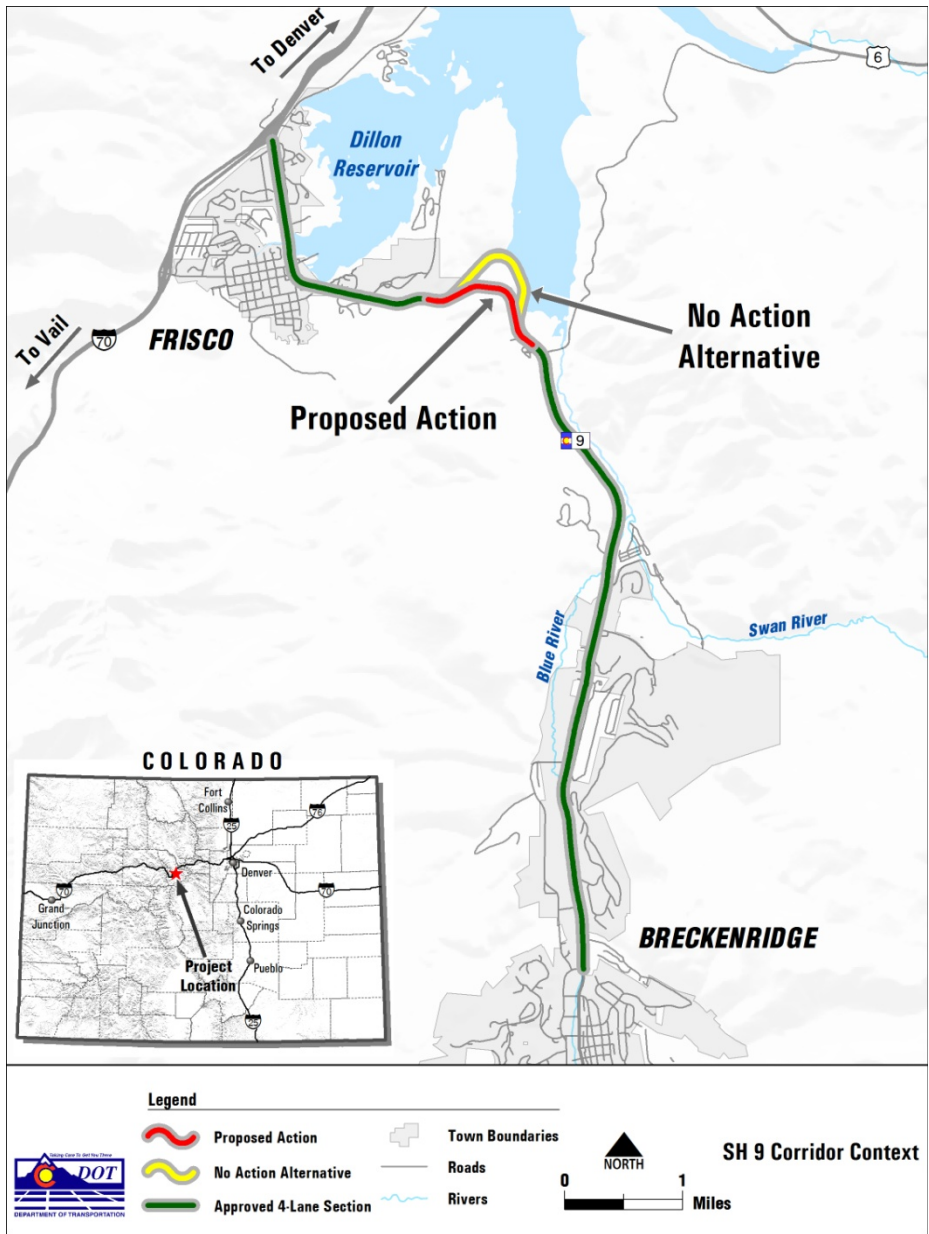
ACRONYMS

CDOT	Colorado Department of Transportation
EA	Environmental Assessment
EIS	Environmental Impact Statement
FHWA	Federal Highway Administration
HUD	U.S. Department of Housing and Urban Development
MFI	Median Family Income
NEPA	National Environmental Policy Act
ROD	Record of Decision
SH 9	State Highway 9
USDOT	U.S. Department of Transportation

1 INTRODUCTION

2 The Colorado Department of Transportation (CDOT) is conducting an Environmental Assessment
3 (EA) for the realignment of a 1.3 mile segment of State Highway 9 (SH 9) located in Summit
4 County adjacent to Dillon Reservoir. This portion of SH 9 lies between mileposts 93 and 95 and is
5 classified by CDOT as a two-lane rural principal arterial and serves as a major transportation
6 corridor for both local and regional travelers. This technical report describes the social and
7 economic resources within and adjacent to the study area (**Figure 1**) and evaluates the potential
8 for impacts as a result of the Proposed Action and No Action Alternative described in the next
9 section. The potential for impacts to minority and low-income populations is also evaluated
10 following the community and economic resource regulations and guidance summarized in
11 CDOT's *National Environmental Policy Act (NEPA) Manual* (CDOT, 2013).

12 **Figure 1 Project Location**



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1 PROJECT DESCRIPTION

2 *Proposed Action*

3 As part of implementation of the SH 9 improvements between Frisco and Breckenridge, CDOT
4 and Federal Highway Administration (FHWA) are proposing to realign approximately 1.3 miles of
5 existing SH 9 just south of the Town of Frisco, Colorado (see **Figure 2**). This stretch of SH 9,
6 which falls between mileposts 93 and 95, would be realigned to provide a four-lane reduced
7 section roadway away from Dillon Reservoir. This Proposed Action, also referred to as the Iron
8 Springs Alignment, would shorten SH 9 by approximately 0.4 mile. The Proposed Action would
9 provide roadway safety benefits, as well as water quality and drinking water protection benefits,
10 as a result of straightening the highway to remove a tight, compound curve (known as Leslie’s
11 Curve), which is in close proximity to Dillon Reservoir. The existing condition on Leslie’s Curve is
12 considered substandard and contributes to accidents in the area.

13 The Proposed Action would include realignment of a portion of the existing Frisco-Farmer’s
14 Korner-Blue River Bikeway (also referred to herein for brevity as the Blue River Bikeway or
15 bikeway). This portion of the bikeway would be moved to the alignment currently occupied by
16 SH 9, would be approximately 0.4 mile longer than the existing bikeway, and would be at a
17 gentler grade than the current alignment. In addition, the Dickey Day Use Parking Lot would be
18 moved west to a new parking lot to be constructed as part of the project, with access provided
19 via Recreation Way using the existing signalized intersection at SH 9 and Recreation Way. A new
20 trail connection would be provided to link the proposed parking lot with the realigned bikeway
21 and existing trail, which currently begins at the old Dickey Day Use Parking Lot.

22 Additional detail regarding the Proposed Action, including typical sections, is provided in the EA
23 main text and the project drawings provided in Appendix A1 of the EA.

24 *No Action Alternative*

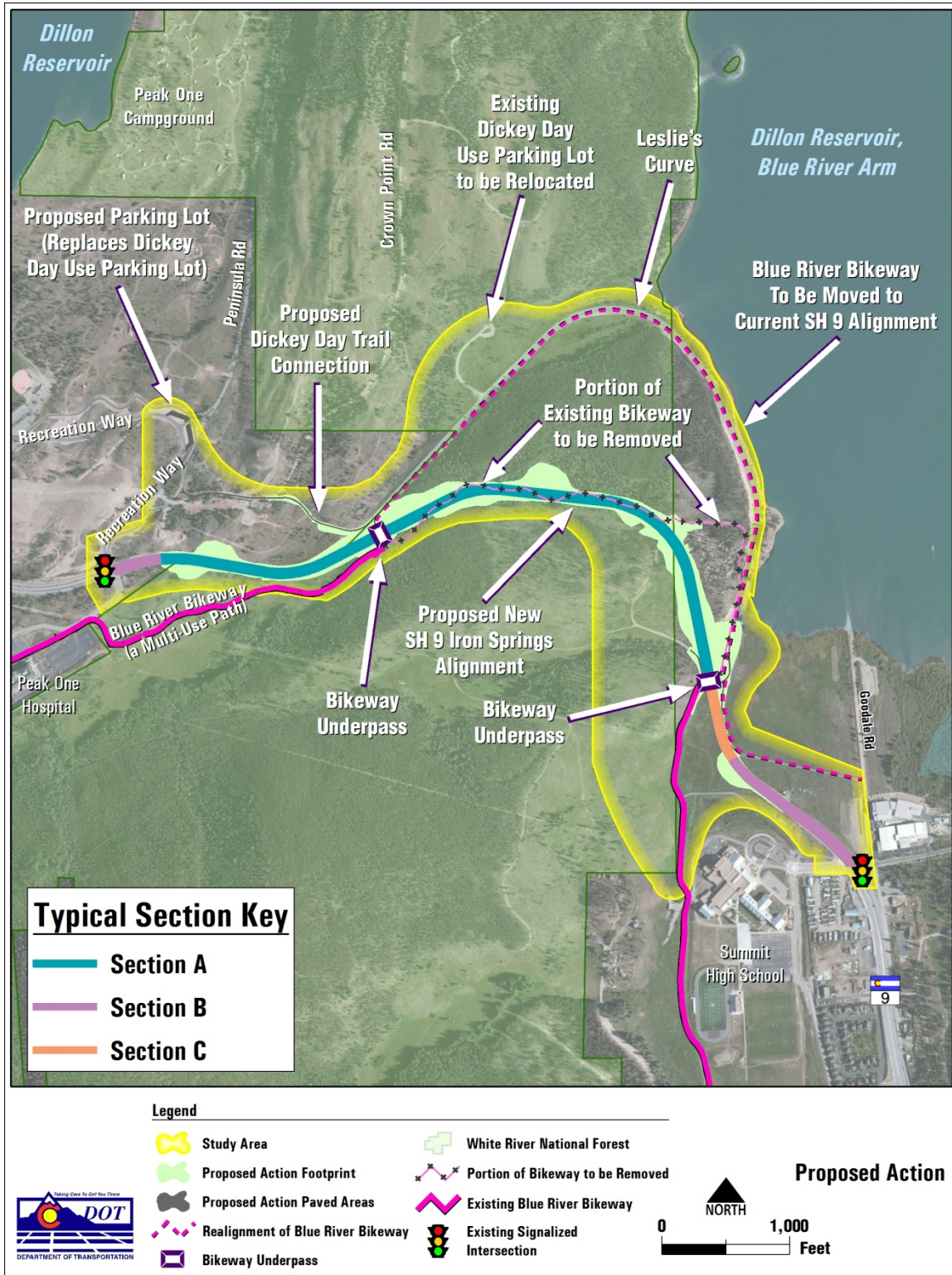
25 If the Proposed Action is not selected for implementation, SH 9 would be widened to provide a
26 four-lane reduced section roadway along the existing alignment as previously approved in the
27 SH 9 Frisco to Breckenridge Environmental Impact Statement (EIS) and Record of Decision (ROD)
28 (CDOT and FHWA, 2004a; 2004b) (**Figure 3**). The 2004 Preferred Alternative is considered the
29 “No Action Alternative” for this EA and is used as a baseline for comparison with the Proposed
30 Action. These improvements would be implemented if the Proposed Action is not selected.

31 Widening along the existing alignment would require large rock cuts and retaining walls
32 (problematic to design and construct), and the highway would remain in close proximity to
33 Dillon Reservoir. The length of SH 9 would remain the same as that of the existing highway. The
34 tight Leslie’s Curve would not be eliminated; however, safety features such as a barrier between
35 opposing lanes would be installed to improve safety.

36 With this alternative, approximately 0.8 mile of the existing Blue River Bikeway would be
37 realigned to allow space for the highway widening. The length of bikeway would not change
38 appreciably and the current relatively steep grades on the path would remain.

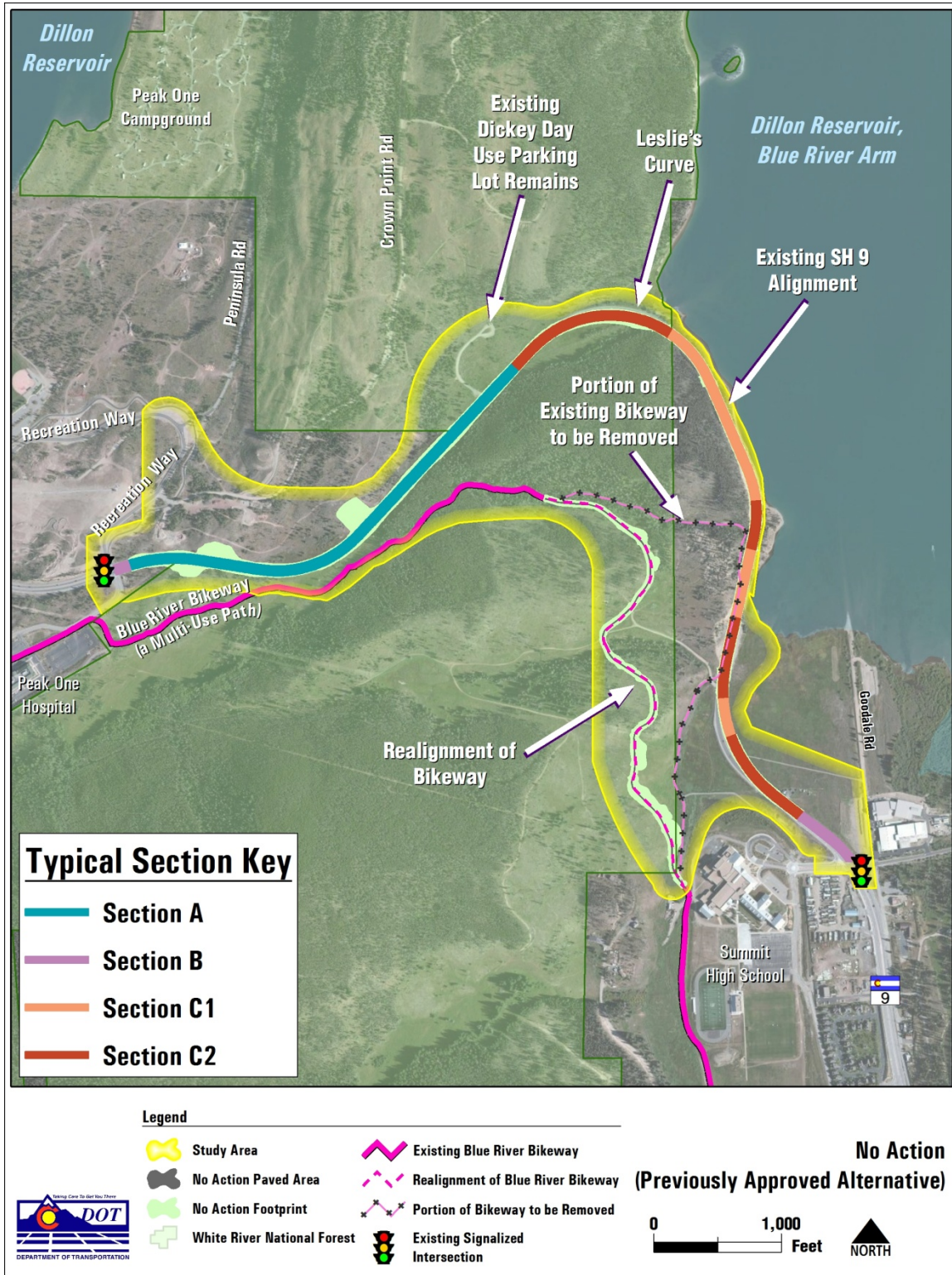
39 Additional detail regarding the No Action Alternative, including typical sections, is provided in
40 the EA main text and the project drawings provided in Appendix A1 of the EA.

1 **Figure 2 Proposed Action**



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1 **Figure 3 No Action Alternative (Previously Approved)**



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1 **SOCIAL RESOURCES**

2 Social characteristics, including population, community facilities, and housing, are described in
 3 general for Summit County and the three census tracts (3, 4.01, 4.02) included in the study area,
 4 as shown in **Figure 4**. These three census tracks form the community study area discussed in this
 5 section and in the **Environmental Justice** section (U.S. Census, 2010).

6 *General Population Characteristics*

7 The population in Summit County was 27,994 persons in 2010. The racial composition was
 8 approximately 83 percent non-Hispanic white, 0.8 percent Black, and 1 percent Asian. Some
 9 other race or two or more races was listed at 8.3 percent of the population. Approximately
 10 14.9 percent of persons were of Hispanic or Latino origin (U.S. Census, 2010).

11 In 2010, Summit County contained 11,001 households, with an average household size of
 12 2.36 per household. The average household size for the State of Colorado is 2.49, and the
 13 average household size for the census tracts within the study area is 2.26 (U.S. Census, 2010).

14 **Table 1** provides an overview of 2010 population characteristics.

15 **Table 1 2010 Total Population Characteristics for Summit County**

Area	Total Persons	Total Households	Average Household Size
Summit County	27,994	11,001	2.36
Study Area Census Tracts	13,303	5,037	2.26

Source: 2010 Census www.census.gov/popfinder/

16 According to the Colorado Department of Local Affairs (July 2013), Summit County’s population
 17 is estimated to increase to 56,857 persons by 2040. This represents a 103 percent increase over
 18 the 2010 population of 27,994 persons. **Table 2** shows population projections in comparison to
 19 2010 and 2040 population numbers.

20 **Table 2 Population Projections for Summit County**

Area	2010 Population	Estimated 2040 Population	Percent Population Change 2010 to 2040
Summit County	27,994	56,857	103

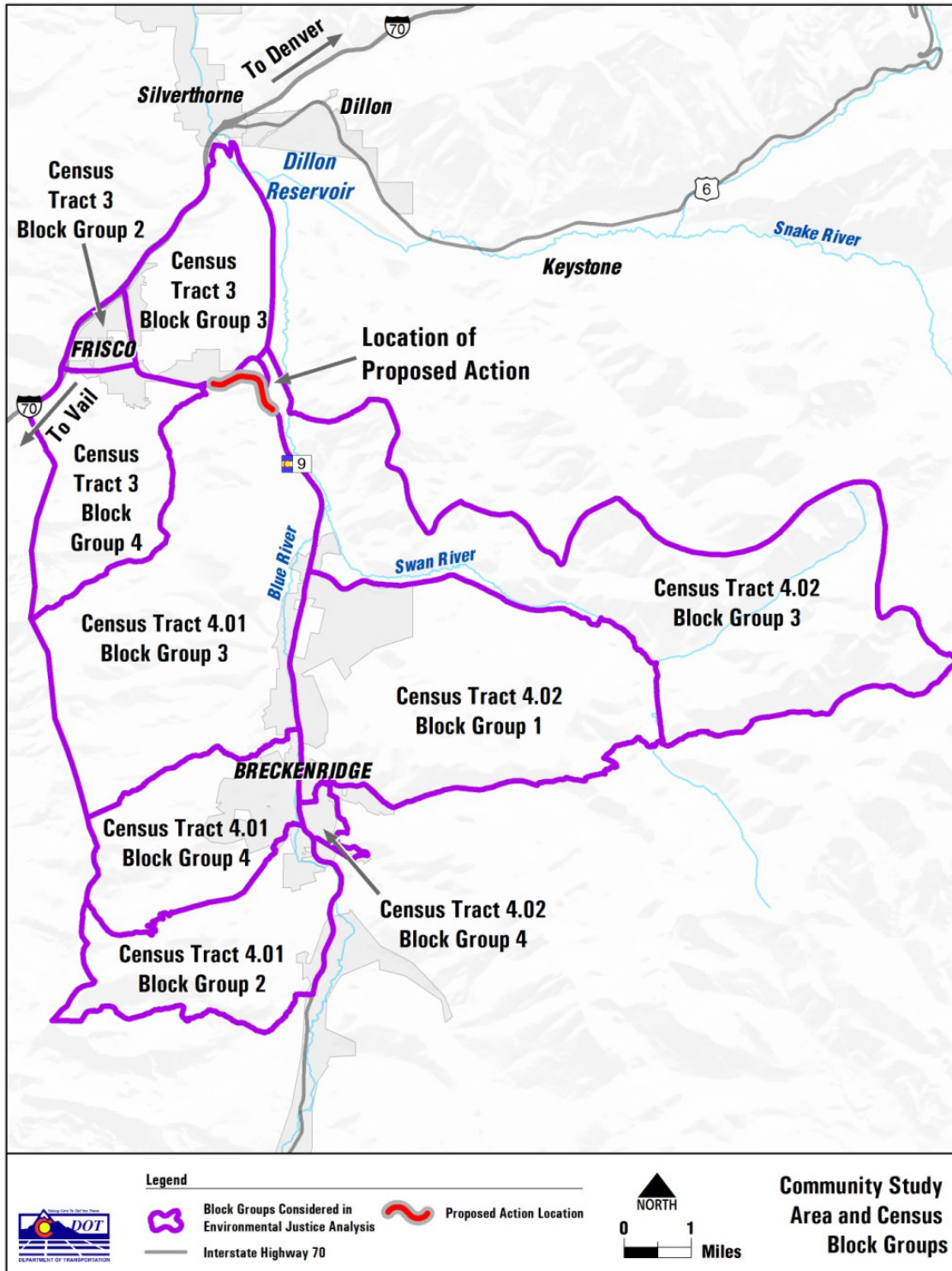
Source: Colorado Department of Local Affairs, State Demography Office <https://dola.colorado.gov/ddb/>

21 *Seasonal Population*

22 As discussed in the SH 9 Frisco to Breckenridge EIS and ROD (CDOT and FHWA, 2004a; 2004b),
 23 Summit County’s status as a national and international center for winter sports and outdoor
 24 recreation leads to a peak seasonal population that is six times that of the permanent
 25 population, peaking between the months of December and March. Recreational attractions also
 26 lead to a large seasonal population during the summer months. During the months of June, July,
 27 and August, the population is three times greater than the permanent population.

28 The peak populations include permanent (year-round) residents, second homeowners, and
 29 part-year residents, day skiers, and visitors. These seasonal peak populations contribute to the
 30 traffic volumes on SH 9.

1 Figure 4 Community Study Area—Census Tracts and Block Groups



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1 ***Community Facilities***

2 Community facilities within and adjacent to the study area include one school, one church, one
3 medical center, various medical offices, one surgery center, one library, and numerous
4 recreational facilities, which are discussed in Appendix A20, *Parks and Recreation Resources*
5 *Technical Memorandum* . **Figure 5** shows the location of these community facilities within the
6 SH 9 study area.

7 ***Housing***

8 One private residence located at 16354 State Highway 9 is within the study area. This private
9 residence, referred to as the Antler House, is discussed in Appendix A18, *Right-of-Way Technical*
10 *Memorandum*, as a possible acquisition. Any acquisitions would comply with the Uniform
11 Relocation Assistance and Real Property Acquisition Policies Act of 1970 as amended (Public
12 Law. 100-17). Outside the project area, there is a mobile home park directly south, located east
13 of Summit High School and west of SH 9. In addition, there are two residential areas; one is
14 located south of the mobile home park and east of the study area, and the other is located east
15 of the Frisco Nordic Center and north of SH 9.

16 The housing trend in Summit County correlates with the increases in county population growth
17 (CDOT and FHWA, 2004a). Housing is a major concern to residents, employers, and planners in
18 the county due to the area fast approaching residential build-out, the steady decline in the
19 percentage of housing stock owned by full-time residents, and the widening gap between what
20 local workers can afford and the cost of housing. Comprehensive Plans from Frisco,
21 Breckenridge, and Summit County have the goal of providing affordable housing as a primary
22 housing objective.

23 Only about 30 percent of housing units in Summit County are owned by full-time residents, with
24 the rest being owned by persons living elsewhere in Colorado, in other states, or in other
25 countries. According to the 2011 U.S. Census Bureau data, the median home price in Summit
26 County was \$465,200 and the median household income was \$67,915.

27 ***Impacts***

28 The Proposed Action will cause some relatively infrequent delays in traffic while construction
29 materials are being transported along SH 9. During these times, community facilities will take
30 longer to access from SH 9 and will require an extended travel time. Likewise, the local transit
31 bus system will have increased travel times between Frisco and Breckenridge during these
32 infrequent delays.

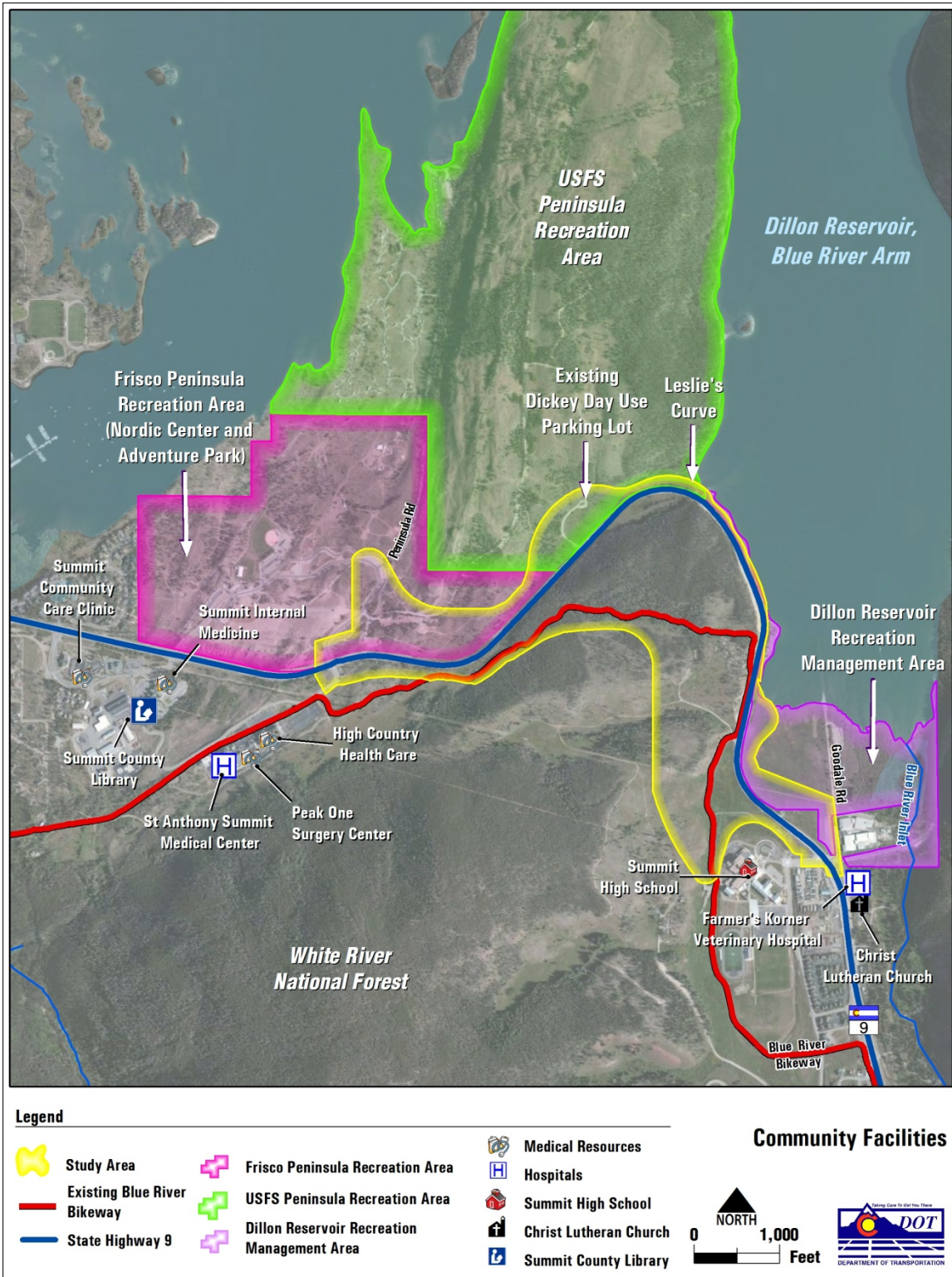
33 In the case of the No Action Alternative, widening of SH 9 will require more frequent temporary
34 closures of SH 9. This will cause temporary disruption of traffic between the two communities.
35 Community facilities, medical centers, and local businesses will be inaccessible to community
36 members during these temporary closures.

37 Construction will deter traveling between the communities, which may appear as decreased
38 usage of community facilities and fewer economic activities for local businesses.

39 ***Mitigation***

40 Mitigation for social resource impacts will require CDOT to coordinate with local communities to
41 provide advance notification of construction delays and to employ construction practices that
42 will minimize the disruption of traffic flow. A way-finding and signage system to ease travel
43 conditions for motorists and bikeway users will be implemented.

1 **Figure 5 Community Facilities within Study Area**



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1 ENVIRONMENTAL JUSTICE

2 This section evaluates the environmental justice conditions within the community study area
3 (**Figure 4**), including potential impacts (and possible benefits) to minority and/or low-income
4 populations. Environmental justice refers to social equity in sharing the benefits and burdens of
5 specific projects or programs. Assessment of environmental justice has been developed to
6 address concerns regarding undesirable land uses and facilities being placed in minority and/or
7 low-income communities without regard to the consequences of these actions and is an
8 important component to CDOT projects.

9 An understanding of the demographic character of the area is important to provide a basis for
10 assessing impacts to the local community and evaluating the project with respect to
11 environmental justice requirements. An environmental justice evaluation was performed to
12 determine if, and to what extent, minority or low-income communities would be affected by the
13 proposed improvements. The analysis was conducted following the FHWA policy regarding
14 environmental justice (FHWA Order 6640.23A) and the U.S. Department of Transportation
15 (USDOT) *Guidance on Environmental Justice and NEPA* (USDOT, 2011), as identified in the *CDOT*
16 *NEPA Manual* (CDOT, 2013).

17 The environmental justice evaluation was conducted to identify any low-income and/or minority
18 populations within the community study area (**Figure 4**). The community study area is defined as
19 the census tracts and block groups located adjacent to SH 9 within the study area. To provide a
20 broader characterization of the demographics that may be affected by the project, the
21 community study area was extended to encompass the towns of Frisco and Breckenridge. The
22 community study area is situated within census tract 3—block groups 2, 3, and 4; census
23 tract 4.01—block groups 2, 3, and 4; and census tract 4.02—block groups 1, 3, and 4. These census
24 tracts and block groups were chosen because there are a limited number of residents in the
25 immediate study area, to provide a focused characterization of the populations that would be
26 most affected by the project, and to incorporate the portion of the local population who may be
27 most likely to use SH 9 through the study area.

28 The environmental justice methodology applied during this process is based on the following
29 objectives for environmental justice:

- 30 • To ensure the full and fair participation by all potentially affected communities in the
31 transportation decision-making process
- 32 • To prevent the denial of, reduction in, or significant delay in the receipt of benefits by
33 minority populations and low-income populations
- 34 • To avoid, minimize, or mitigate disproportionately high and adverse human health or
35 environmental effects on minority populations and low-income populations

1 *Minority Analysis*

2 An evaluation of the community and socio-economic conditions in the project area is included
3 below, which includes a description of the demographics in the vicinity of the community study
4 area. Population data and minority population percentages were identified using the 2010
5 U.S. Census Bureau data for the State of Colorado, Summit County, and the community study
6 area (**Table 3**).

7 Minority, as defined by FHWA *Actions to Address Environmental Justice in Minority Populations*
8 *and Low-Income Populations* Order 6640.23A (2012), includes a person who is Black, Hispanic or
9 Latino, Asian American, American Indian and Alaskan Native, or Native Hawaiian and Other
10 Pacific Islander. Minority population is defined as any readily identifiable groups of minority
11 persons who live in geographic proximity, and if circumstances warrant, geographically
12 dispersed/transient persons who will be similarly affected by a proposed FHWA program, policy,
13 or activity.

14 The race information from the 2010 U.S. Census Bureau includes the following categories:
15 White, Black or African American, American Indian and Alaska Native, Asian, Native Hawaiian
16 and Other Pacific Islander. The 2010 U.S. Census Bureau data also contain information regarding
17 ethnicity. It is important to note that people of Hispanic/Latino origin, which are defined as
18 minority by FHWA, may identify with any race.

19 **Table 3** presents population data and minority population percentages for the block groups
20 within the community study area, Summit County, and the State of Colorado.

Social Resources for the State Highway 9 Iron Springs Alignment EA

1 Table 3 Demographics for the Community Study Area

Area	Total Population	Race (percent)						Ethnicity (percent)
		Non-Hispanic/Latino White ¹	Black or African American ²	American Indian and Alaska Native ²	Asian ²	Native Hawaiian or Other Pacific Islander ²	Some Other Race/Two or More Races ²	Hispanic/Latino (of any race) ^{1,3}
State of Colorado	5,029,196	70.0	4.0	1.1	2.8	0.13	10.7	22.2
Summit County	27,994	82.7	0.82	0.31	0.99	.07	8.1	14.9
Census Tract 3, Block Group 2	1,442	94.5	0.07	0.14	1.2	0.21	3.0	3.4
Census Tract 3, Block Group 3	532	89.4	0.19	0.19	1.3	0.0	4.9	9.0
Census Tract 3, Block Group 4	1,311	89.7	0.92	0.53	1.2	0.15	4.4	7.2
Census Tract 4.01, Block Group 2	827	89.5	0.36	0.24	0.60	0.0	4.0	8.3
Census Tract 4.01, Block Group 3	1,558	90.3	0.13	0.0	0.39	0.0	2.8	9.1
Census Tract 4.01, Block Group 4	1,006	77.9	2.1	0.40	1.4	0.0	10.6	18.5
Census Tract 4.02, Block Group 1	2,077	88.7	0.24	0.29	1.1	0.05	5.2	9.2
Census Tract 4.02, Block Group 3	599	93.3	0.33	0.0	0.83	0.0	2.0	4.2
Census Tract 4.02, Block Group 4	900	89.3	0.11	0.22	1.9	0.11	4.3	6.0

Source: 2010 Census www.census.gov/popfinder/

¹P5, "Hispanic or Latino Origin by Race" data.

²P3, "Race" data.

³People who identify their origin as Hispanic or Latino populations may be of any race.

Note: Percentages will not add up to 100 percent due to the overlap of concepts of race and Hispanic origin. "The sum is larger than the total population because people who provided more than one race response are included in the total of each race they reported" (U.S. Census Bureau, 2012).

- 2 According to the Interagency Working Group on Environmental Justice (established by Executive
- 3 Order 12898), a "Non-Hispanic/Latino White" percentage of less than 50 percent implies a
- 4 minority population of greater than 50 percent, which indicates that there is a "Minority
- 5 Population." For this analysis, all block groups within the community study area have a
- 6 Non-Hispanic/Latino White population that is greater than 50 percent.

1 According to the block group data from the 2010 U.S. Census Bureau, the community study area
 2 has an average overall minority population (14.8 percent or 6.5 percent without Hispanics),
 3 which generally exhibits a lower percentage of minority populations as compared to
 4 Summit County (25.2 percent) and the State of Colorado (40.9 percent) (**Table 3**). The block
 5 group data from the 2010 census also show that the community study area has an overall
 6 average Hispanic or Latino population (8.3 percent) lower than overall Hispanic or Latino
 7 population averages as compared to Summit County (14.9 percent) and the State of Colorado
 8 (22.2 percent) (**Table 3**).

9 **Table 4** presents linguistically isolated household data for the block groups within the
 10 community study area and Summit County. According to the data from the 2010 U.S. Census
 11 Bureau, the community study area exhibits a lower percentage of linguistically isolated
 12 households as compared to Summit County. As defined by Executive Order 13166, these
 13 households have “limited English proficiency” with Spanish as the primary language. According
 14 to the U.S. Census Bureau (2010), this means a household in which no member 14 years old and
 15 over (1) speaks only English or (2) speaks a non-English language and speaks English very well.

16 **Table 4 Percent Linguistically-Isolated Households (Spanish as the Primary**
 17 **Language) within the Community Study Area**

Area	Total Households	Linguistically-Isolated Households in Percent [Spanish as the Primary Language]
Summit County	11,001	3.2
Census Tract 3	1,461	2.1
Census Tract 4.01	1,718	2.2
Census Tract 4.02	1,858	0.5

Source: 2010 Census www.census.gov/popfinder/

18 In general, CDOT requires interpreters and/or non-English study materials when 5 percent or
 19 1,000 or more individuals within a community are identified with limited English proficiency
 20 through the demographic analysis, which is not the case for the population within the
 21 community study area.

22 Data from the Colorado Department of Education were also evaluated to provide additional
 23 community conditions of K–12 school students in Summit County compared to statewide
 24 numbers as shown in **Table 5**. According to the 2012 Colorado Department of Education data,
 25 the total percentage of English language learners is 25 percent in Summit County, which is
 26 roughly 10 percent greater
 27 than the statewide total of
 28 14.4 percent. The data
 29 accounts for the entire
 30 Summit County Schools
 31 population size.

Table 5 English Language Learners in K-12 Schools

Area	English Language Learners in Percent
Colorado	14.4
Summit County	25.0

Source: Colorado Department of Education, 2012.
 Percentages shown in **BOLD** exceed the average for Colorado

1 *Economic Analysis*

2 The data used for the economic analysis were obtained from two federal agencies, the
 3 U.S. Census Bureau and the U.S. Department of Housing and Urban Development (HUD)
 4 (U.S. Census, 2010) (HUD, 2010). Typically, calculations for low-income households use the
 5 Census block group information. However, the 2010 census information for income levels at the
 6 block group level within the community study area was not available in July 2013. It was
 7 determined that the 2000 census information was outdated; therefore, the low-income
 8 information is described at the census tract level.

9 The census tracts within the community study area contain 13,303 individuals, and the total
 10 number of households and ranges of household incomes was derived for the three census tracts
 11 within the community study area and for Summit County as a whole. Based on the HUD Income
 12 Limits Documentation System, the median family income (MFI) estimate for Summit County is
 13 \$87,200 (HUD, 2010). Per the environmental justice guidance in the *CDOT NEPA Manual* (2013),
 14 a low-income threshold was calculated based on the MFI identified above. The low-income
 15 threshold for the 2.36 average household size in Summit County was determined to be \$21,868
 16 based on the 30 percent of the MFI value (HUD, 2010). Because Census income statistics are
 17 divided into increments of \$5,000, any household (regardless of the number of people) in
 18 Summit County with an income less than \$25,000 is considered low-income.

19 Using the low-income threshold
 20 derived for Summit County, the
 21 percentage of low-income
 22 households was calculated for
 23 each census tract within the
 24 community study area
 25 **(Table 6)**.

Table 6 Percentage of Low-Income Households in the Community Study Area

Area	Low-Income Households in Percent
Summit County	10.2
Census Tract 3	7.9
Census Tract 4.01	18.3
Census Tract 4.02	7.6

Percentages shown in **BOLD** exceed the average for Summit County
 Source: 2010 Census www.census.gov/popfinder/ and www.huduser.org

26 Based on the analysis, the
 27 community study area contains
 28 households that are considered low-income. The community study area contains approximately
 29 1 percent more low-income households (11.3 percent) as compared to Summit County
 30 (10.2 percent). However, the community study area accounts for the entire census tract
 31 population size, and not the significantly reduced population size within the study area alone.

32 Data from the Colorado Department of Education were also evaluated to provide additional
 33 socio-economic conditions of
 34 K-12 students in Summit County
 35 compared to statewide numbers as
 36 shown in **Table 7**. The total percentage
 37 of students considered disadvantaged
 38 (identified by participation in a school
 39 free and reduced lunch program) under
 40 Title I of the Elementary and Secondary
 41 Education Act of 1965 (20 United States
 42 Code 6301 et seq) in Summit County is roughly 19 percent lower than the statewide total.

Table 7 Title I Students in K-12 Schools

Area	Disadvantaged under Title I In Percent
Colorado	22.9
Summit County	4.1

Source: Colorado Department of Education, 2012.

1 *Relocations/Displacements*

2 The project does not require the relocation or displacement of residential dwellings, businesses,
3 places of worship, or community centers that would specifically impact low-income and/or
4 minority populations within the community. Therefore, no impacts to minority and/or
5 low-income populations are expected due to relocations or displacements. Acquisition of
6 right-of-way and easements will occur as part of the project, which are discussed in further
7 detail in Appendix A18, *Right-of-Way Technical Memorandum*. Any acquisitions would comply
8 with the Uniform Relocation Assistance and Real Property Acquisition Policies Act of 1970 as
9 amended (Public Law. 100-17).

10 *Impacts*

11 The Proposed Action would cause some relatively infrequent delays in traffic while construction
12 is occurring offline. During these times, community facilities would take longer to access from
13 SH 9 and require an extended travel time. Likewise, the local transit bus system would have
14 increased travel times between Frisco and Breckenridge during these infrequent delays.

15 In the case of the No Action Alternative, widening of SH 9 would require more frequent
16 temporary closures of SH 9. This would cause temporary disruption of traffic between the two
17 communities.

18 Both of these impacts would have some negative impact to workers in accessing their place of
19 employment and would infrequently delay visitors traveling between Frisco and Breckenridge.

20 Both alternatives would offer benefits in regard to mobility. The Proposed Action would offer
21 several additional benefits with respect to safety, water quality protection, recreation path
22 experience, reduced maintenance, wildlife movement, and reduced need for extensive retaining
23 walls. The benefits are expected to be equitably shared across demographic groups and
24 communities.

25 *Mitigation*

26 Mitigation for environmental justice impacts will be the same as the mitigation for Social
27 Resources. Construction will require CDOT to coordinate with the local communities to provide
28 advance notification of construction delays, and employ construction practices that will
29 minimize the disruption of traffic flow. A way-finding and signage system to ease travel
30 conditions for motorists and bikeway users will be implemented.

31 *Environmental Justice Conclusion*

32 In conclusion:

- 33 • The economic analysis showed that there is a greater amount of low-income households
34 within the community study area (11.3 percent) as compared to Summit County as a
35 whole (10.2 percent). The community study area accounts for the entire census tract
36 population size, and not the reduced population size of the affected community study
37 area.
- 38 • The minority analysis showed that the community study area has an average overall
39 minority population (6.5 percent), which exhibits a lower percentage of minority
40 populations compared to Summit County (10.3 percent) and the State of Colorado
41 (18.7 percent). The block group data from the 2010 census also show that the
42 community study area has an overall average Hispanic or Latino population (8.3

1 percent) that is lower than overall Hispanic or Latino population averages as compared
2 to Summit County (14.9 percent) and the State of Colorado (22.2 percent).

- 3 • Based on the project information and population information, it has been concluded
4 that no disproportionate impacts will be incurred by the low-income and/or minority
5 populations within the community study area. Generally, project impacts and benefits
6 will be equally shared among all populations and will not be disproportionately borne by
7 low-income and minority populations. Therefore, this project has met the provisions of
8 Executive Order 12898 and FHWA Order 6640.23, and no further environmental justice
9 analysis is required.

10 REFERENCES

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