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5.8 Title VI / Environmental Justice

Since the publication of the Draft Environmental Impact Statement (DEIS), the following substantive changes have been made to this section:

- Right of way lines of the Refined Preferred Alternative (RPA) have been added to **Figure 5.8-1** through **Figure 5.8-4**.
- Each section has been updated, as needed, to discuss impacts of the RPA.
- Residential, business, and institutional facility relocations have been added for the RPA.
- Noise impacts and proposed abatement measures have been added for the RPA.
- Descriptions of additional public outreach after publication of the DEIS have been added, including two public hearings; two combined Community Advisory Committee (CAC) and Stakeholder Working Group (SWG) update meetings; and a public meeting (three locations) and a combined CAC/SWG meeting to present the RPA.

5.8.1 Introduction

All federal agencies must comply with Title VI of the 1964 Civil Rights Act (Title VI) and Executive Order 12898: Federal Actions to Address Environmental Justice in Minority Populations and Low-Income Populations.¹ Under Title VI and related statutes, each federal agency is required to ensure that no person is excluded from participation in, denied the benefit of, or subjected to discrimination under any program or activity receiving federal financial assistance on the basis of race, color, national origin, age, sex, disability, or religion. Executive Order 12898 states that “...each Federal agency shall make achieving environmental justice part of its mission by identifying and addressing, as appropriate, disproportionately high and adverse human health or environmental effects of its programs, policies, and activities on minority populations and low-income populations...”

Pursuant to the Executive Order, FHWA issued Order 6640.23, FHWA Actions to Address Environmental Justice in Minority Populations and Low-Income Populations, on December 2, 1998. On August 4, 2011, the Secretary of Transportation, along with heads of other federal agencies, signed a Memorandum of Understanding on Environmental Justice (EJ MOU) and Executive Order 12898 confirming the continued importance of identifying and addressing these considerations in agency programs, policies and activities as required by Executive Order 12898.

¹ Executive Order 12898, “Federal Actions to Address Environmental Justice in Minority Populations and Low-Income Populations,” 59 FR 7629 (February 11, 1994).



As part of the EJ MOU, each agency agreed to review and update their Environmental Justice (EJ) strategy as appropriate. The United States Department of Transportation (USDOT) updated its 1995 EJ strategy on March 2, 2012. The updated strategy continues to reflect the USDOT commitment to EJ principles and to integrating those principles into USDOT programs, policies, and activities. The updated strategy relies upon existing authorities for achieving EJ as described by the Executive Order 12898, such as the National Environmental Policy Act of 1969 (NEPA), Title VI and related statutes, as well as the commitments and focus areas in the EJ MOU.

USDOT also updated its 1997 Order 5610.2(a) on May 2, 2012 to reaffirm its commitment to EJ and clarify aspects of the Executive Order, including the definitions of "minority" populations. FHWA issued Order 6640.23A, FHWA Actions to Address EJ in Minority Populations and Low-Income Populations, on June 14, 2012, which cancels its 1998 Order 6640.23. On April 1, 2015, FHWA published the "FHWA Environmental Justice Reference Guide."² This guide helps FHWA staff and NEPA practitioners ensure compliance with EJ requirements.

FHWA administers its governing statutes to identify and avoid discrimination and disproportionately high and adverse effects on minority populations and/or low-income populations by:

1. Identifying and evaluating environmental, public health, and interrelated social and economic effects of FHWA programs, policies, and activities;
2. Proposing measures to avoid, minimize, and/or mitigate disproportionately high and adverse environmental and public health effects and interrelated social and economic effects and provide offsetting benefits and opportunities to enhance communities, neighborhoods, and individuals affected by FHWA programs, policies, and activities, where permitted by law and consistent with Executive Order 12898;
3. Considering alternatives to proposed programs, policies, and activities where such alternatives would result in avoiding and/or minimizing disproportionately high and adverse human health or environmental impacts, where permitted by law and consistent with Executive Order 12898; and
4. Providing public involvement opportunities and considering the results thereof, including providing meaningful access to public information concerning the human health or environmental impacts and soliciting input from affected minority populations and/or low-income populations in considering alternatives during the planning and development of alternatives and decisions.

I-69 Section 6 entails upgrading an existing multi-lane, divided transportation facility with partially-controlled access to a full freeway design with fully controlled access. Most of the proposed right of way for the I-69 Section 6 mainline is already devoted to transportation use.

² *Federal Highway Administration Environmental Justice Reference Guide*. FHWA, 2015. Print.
http://www.fhwa.dot.gov/environment/environmental_justice/publications/reference_guide_2015/fhwahep15035.pdf



The impacts discussed in this section include only those outside the existing right of way of SR 37 and other existing transportation facilities. This context was considered as part of the analysis of impacts to minority and/or low-income populations.

5.8.2 Methodology

Under FHWA Order 6640.23A,³ the following populations must be considered in analyzing EJ issues. Order 6640.23A specifically defines minority and low-income as shown below.

“**Minority** means a person who is:

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

Minority Population. Any readily identifiable groups of minority persons who live in geographic proximity, and if circumstances warrant, geographically dispersed/transient persons (such as migrant workers or Native Americans) who will be similarly affected by a proposed FHWA program, policy, or activity

Low-Income. A person whose median household income is at or below the Department of Health and Human Services poverty guidelines.

Low-income Population. Any readily identifiable group of low-income persons who live in geographic proximity, and if circumstances warrant, geographically dispersed/transient persons (such as migrant workers or Native Americans) who will be similarly affected by a proposed FHWA program, policy, or activity.”

FHWA Order 6640.23A defines adverse effects in relation to minority and/or low-income populations and directs an analysis of whether identified effects have a disproportionately high and adverse effect on minority and/or low-income populations. FHWA Order 6640.23A defines adverse effects and disproportionately high and adverse impacts as shown below.

³ FHWA Order 6640.23A FHWA Actions to Address Environmental Justice in Minority and Low-Income Populations, June 14, 2012, <https://www.fhwa.dot.gov/legisregs/directives/orders/664023a.cfm>



“Adverse Effects. The totality of significant individual or cumulative human health or environmental effects, including interrelated social and economic effects, which may include, but are not limited to: bodily impairment, infirmity, illness or death; air, noise, and water pollution and soil contamination; destruction or disruption of manmade or natural resources; destruction or diminution of aesthetic values; destruction or disruption of community cohesion or a community’s economic vitality; destruction or disruption of the availability of public and private facilities and services; vibration; adverse employment effects; displacement of persons, businesses, farms or nonprofit organizations; increased traffic congestion, isolation, exclusion or separation of minority and/or low-income individuals within a given community or from the broader community; and the denial of, reduction in, or significant delay in the receipt of, benefits of FHWA programs, policies, or activities.

Disproportionately High and Adverse Effect on Minority and Low-Income Populations. An adverse effect that

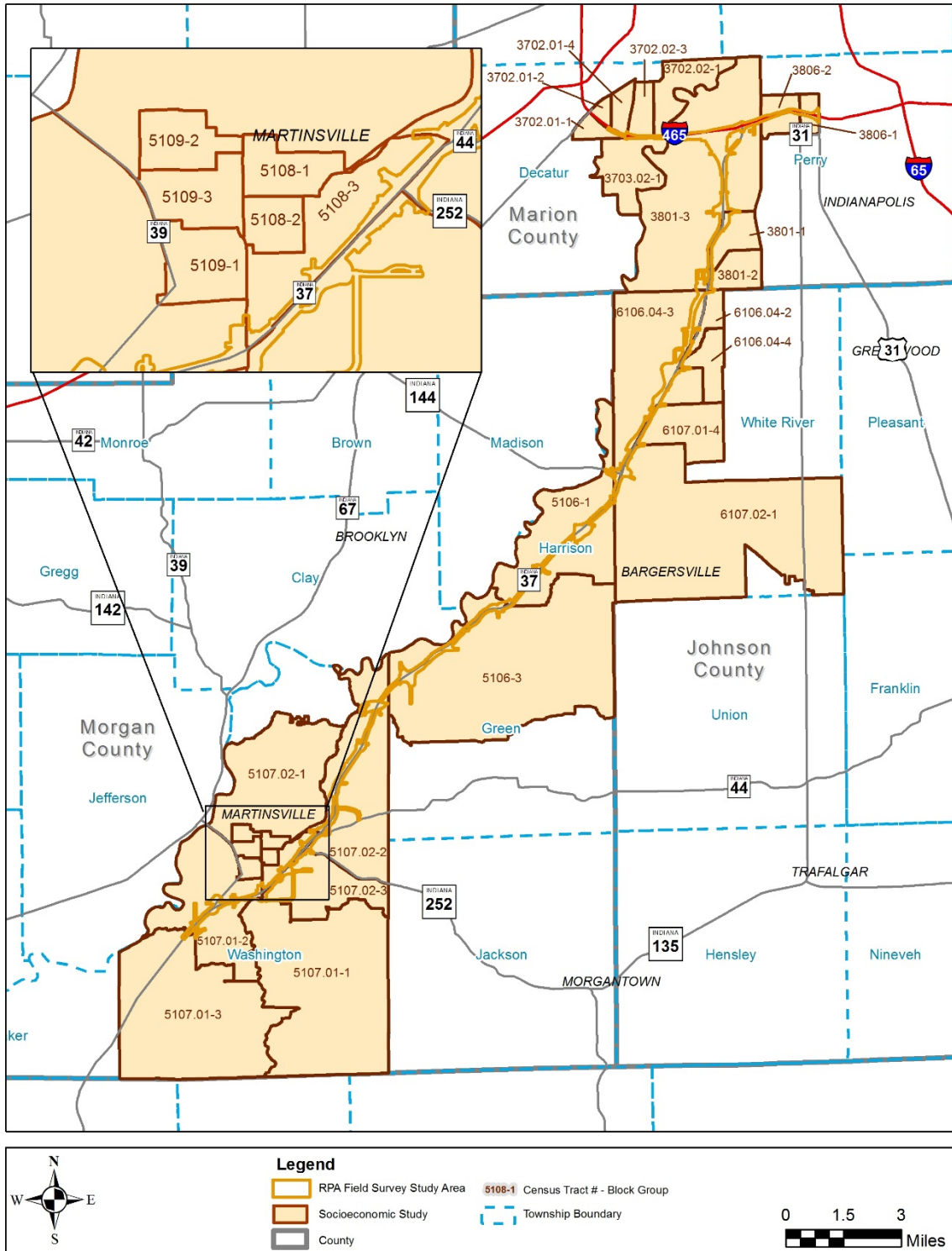
- 1) is predominately borne by a minority population and/or a low-income population; or
- 2) will be suffered by the minority population and/or low-income population and is appreciably more severe or greater in magnitude than the adverse effect that will be suffered by the non-minority population and/or non-low-income population.”

Compliance with EJ requirements was assessed by identifying and analyzing minority and/or low-income populations within the socioeconomic study area. Information is obtained from the 2010-2014 American Community Survey (ACS) from U.S. Census, the FHWA Environmental Justice web page,⁴ public participation, and a thorough assessment of communities within the socioeconomic study area. The I-69 Section 6 socioeconomic study area is defined by the 30 census tract block groups traversed by the project corridor (see **Figure 5.8-1**), which provides a statistically identifiable geographic area for data gathering. The socioeconomic study area is located east of the White River, which is a dividing line for most census tracts and functions as a physical barrier. No census tracts or block groups west of White River, such as those in Clay or Madison Townships of Morgan County, are included in the socioeconomic study area.

The I-69 Section 6 project team used an extensive public involvement and outreach plan to provide full and fair participation of all persons, including low-income or minority individuals, in the decision-making process. **Chapter 11, Comments, Coordination, and Public Involvement**, provides a detailed summary of public participation activities. The project team contacted over 40 community-based organizations, agencies, and managers of facilities with multiple rental units to assess the potential presence of minority or low-income populations, to learn of their concerns, and to identify ways to involve them in the I-69 Section 6 project development process. The feedback received from these outreach efforts was used to guide the environmental justice analysis. Examples of preliminary outreach efforts are described below.

⁴ USDOT/FHWA, “Environmental Justice,” http://www.fhwa.dot.gov/environment/environmental_justice/

Figure 5.8-1: Socioeconomic Study Area





A meeting was held with representatives of Greenwood Mobile Home Park and Spring Valley Mobile Home Park to discuss the I-69 Section 6 project and its potential impacts. These mobile home parks are located adjacent to existing SR 37 and would be affected by all of the alternatives, including the RPA. Both communities also have a large number of rental units, some of which could be affected by the proposed project. Meeting topics included project status, potential alternatives, and needs of the mobile home parks. Potential methods and strategies for effectively engaging mobile home park residents were also discussed.

Two meetings were held with representatives of Centerstone Behavioral Health Clinic, one of the nation's largest not-for-profit providers of community based mental health and addiction services. The clinic is located adjacent to the SR 39 and SR 37 interchange, and it would require relocation with all alternatives, including the RPA. The first meeting was held with Martinsville staff to discuss potential methods and strategies for effectively engaging low-income, minority, or other special needs populations in the project vicinity, as well as ways to minimize impacts to Centerstone Behavioral Health Clinic clients. The second meeting was held with representatives of both the Martinsville office and the regional organization to review means to minimize impacts on the communities and populations served by the clinic.

Outreach and coordination was conducted with Martinsville Baptist Tabernacle Christian School, Metropolitan School District (MSD) of Martinsville, MSD of Decatur Township-Indianapolis, Perry Township Schools, and Center Grove Community School Corporation regarding locations of low-income, minority, and limited English proficiency populations, as well as methods to effectively engage these populations.

Outreach and coordination was conducted with local social service agencies and groups, including, the Indiana Family and Social Services Administration (FSSA), school districts, shelters, Habitat for Humanity, Girls Incorporated, and local faith-based social service organizations. Faith-based organizations included Catholic Charities of Indianapolis and Churches in Mission regarding locations of low-income, minority, and limited English proficiency populations.

Specific effects on minority and/or low-income populations were evaluated following the preliminary outreach and data collection activities. Information gathered for I-69 Section 6 includes the population in the socioeconomic study area by race and ethnicity; population by U.S. Census Bureau poverty level; the potential number and location of residential, business, and institutional relocations that could result from the project; and the potential number and location of predicted traffic noise impacts.

Section 4.2 details the population and employment characteristics of the socioeconomic study area. **Section 5.2** and **Section 5.3** present social, land use, and community impacts for all populations, including potential residential relocations and business impacts associated with the project. **Section 5.10** presents the noise impacts for all populations within the socioeconomic study area and documents compliance with FHWA and INDOT highway noise policies.

The project team conducted targeted outreach to engage potentially affected minority or low-income communities and community-based organizations that represent or advocate on behalf of



those populations. Surveys were distributed to residents and community-based organizations that represent, serve, or advocate on behalf of minority or low-income populations.

Five neighborhood gatherings were held between November 15 and 17, 2016, in areas identified as having elevated concentrations of minority or low-income populations. The specific methods used to engage these groups, as well as the feedback obtained during the targeted outreach activities, are summarized in **Section 5.8.4.3** and **Appendix P**. The feedback collected during the targeted outreach was used in evaluating the potential for disproportionately high and adverse impacts to low-income or minority populations. The feedback was also used to guide design decisions intended to minimize those impacts.

Following publication of the DEIS, INDOT held two public hearings to solicit comments and feedback on the DEIS. The public hearings allowed the public to review displays depicting the build alternatives, including the DEIS preferred alternative, and submit verbal or written comments. Notification of the hearing was distributed via press release and news media coverage, flyers in select locations, INDOT email and text lists, social media, and communication with the CACs and SWGs. A total of 411 comments were received during the DEIS comment period. The comments covered a wide range of topics; however, no substantive comments were received regarding the environmental justice analysis or its preliminary conclusion as presented in the DEIS.

After the DEIS comment period closed, INDOT held two combined CAC/SWG meetings to provide project updates on items such as pedestrian and bicycle access, funding applications, and the RPA. INDOT also held public meetings to discuss the RPA, at three locations in the project area on three different nights.

Although the public hearings and meetings held after the DEIS comment period were not specifically targeted toward engagement of low-income or minority communities, the methods of advertisement and the selection of the meeting venues was structured to support and encourage their participation. For example, two public meeting sites for discussing the RPA (Martinsville High School and Perry Meridian High School) provided relatively easy access for low-income populations of concern in Sun Valley Mobile Home Park, Spring Valley Mobile Park, and Greenwood Mobile Home Park. Notification of these meetings was distributed via press release and news media coverage, INDOT email and text lists, social media, and communication with the CACs and SWGs.

Demographic data was not collected at the public hearings or from public meeting participants. As a result, the extent of participation by low-income or minority populations of concern at these meetings is not known. **Chapter 11, Comments, Coordination, and Public Involvement** provides additional information on outreach to affected communities containing elevated minority and low-income populations. Details are provided regarding the DEIS public hearings, corresponding comment period, and public involvement and stakeholder coordination for presenting RPA refinements.



Written comments submitted after the public hearing and the public meetings to present the RPA are provided in **Volume III, Comments and Responses** of this FEIS. INDOT used the feedback received from stakeholders and the general public, including low-income and minority communities of concern, to continually and proactively refine the design throughout the project development process. These efforts will continue during final engineering design.

5.8.3 Minority and Low-Income Populations

Chapter 4, Environmental Setting defines the socioeconomic study area as the set of all census tract block groups that are either impacted by one of the I-69 Section 6 alternatives or are included within the originally approved I-69 Section 6 study corridor, which generally is 2,000 feet wide. There are 30 census tract block groups (BGs) within the limits of the socioeconomic study area, shown in **Figure 5.8-1**.

Census data is used because it provides the socioeconomic data needed for analysis and it is gathered systematically for the same areas, which supports trend analysis. BGs are used because they are the smallest analysis areas available from the U.S. Census. BGs are defined to fall within certain population ranges. Due to the rural nature of the I-69 Section 6 socioeconomic study area, most of the BGs used in this analysis are relatively large in area.

Data from the 2010-2014 American Community Survey (ACS) was collected, compiled, and reviewed to determine the presence of minority and low-income populations (as defined by FHWA Order 6640.23A) within the socioeconomic study area. ACS surveys are conducted by the U.S. Census Bureau using a series of monthly samples to produce annually updated estimates for census tracts and block groups.

These 30 BGs shown in **Figure 5.8-1** were used to identify the geographic limits of each potentially affected community. The following sections summarize the socioeconomic data for counties, cities, townships, census tracts and block groups within or encompassing the I-69 Section 6 socioeconomic study area.

5.8.3.1 Minority Population – Race

The 2010-2014 ACS data shows that the socioeconomic study area had concentrations of minorities lower than the State of Indiana. **Table 5.8-1** through **Table 5.8-4** show the breakdown by race for those who are not of Hispanic or Latino origin, which represents 94.8 percent of the socioeconomic study area population.

According to the U.S. Census, “People, who identify with the terms ‘Hispanic’ or ‘Latino’ are those who classify themselves in one of the specific Hispanic or Latino categories listed on the decennial census questionnaire and various Census Bureau survey questionnaires – ‘Mexican, Mexican Am., Chicano’ or ‘Puerto Rican’ or ‘Cuban’—as well as those who indicate that they are “another Hispanic, Latino, or Spanish origin.” Origin can be viewed as the heritage, nationality group, lineage, or country of birth of the person or the person’s ancestors before their arrival in



the United States. People who identify their origin as Hispanic, Latino, or Spanish may be of any race.” As such, the following tables of data regarding minorities are separated into two categories – those that do not identify as Hispanic or Latino origin and the race by which they identify, and those that identify as Hispanic or Latino origin and the race by which they identify. Also, note that the U.S. Census Bureau, 2010-2014 ACS Table B03002 table includes a category of “other” which is not specifically defined in the FHWA Order 6640.23A but is included in this analysis.

The 2010-2014 ACS data show black or African American alone compose 9.0 percent of the state’s population, while they compose 1.7 percent, 26.7 percent, and 0.3 percent of the population in Johnson, Marion, and Morgan counties, respectively. ACS data for the townships shows black or African American alone composed between 0.0 percent and 8.5 percent of the population. ACS data for the census tracts shows black or African American alone compose between 0.0 percent and 15.5 percent of the population. ACS data for the block groups shows black or African American alone composed between 0.0 percent and 17.3 percent of the population.

American Indian/Alaska Natives alone composed 0.2 percent of the state’s population, while they compose 0.2 percent, 0.2 percent, and 0.1 percent of the population in Johnson, Marion, and Morgan counties, respectively. ACS data for the townships shows American Indian/Alaska Natives alone composed between 0.0 percent and 0.2 percent of the population. ACS data for the census tracts show American Indian/Alaska Natives alone composed between 0.0 percent and 0.3 percent of the population. ACS data for the block groups shows American Indian/Alaska Natives alone composed between 0.0 percent and 0.4 percent of the population.

Asians alone composed 1.7 percent of the state’s population, while they compose 1.9 percent, 2.2 percent, and 0.6 percent of the population in Johnson, Marion, and Morgan counties, respectively. ACS data for the townships shows Asians alone composed between 0.0 percent and 5.8 percent of the population. ACS data for the census tracts shows Asians alone composed between 0.0 percent and 7.1 percent of the population. ACS data for the block groups shows Asians alone composed between 0.0 percent and 12.3 percent of the population.

Native Hawaiian/other Pacific Islanders alone compose 0.0 percent of the population of the state, and in Johnson, Marion, and Morgan counties. ACS data for the townships shows Native Hawaiian/other Pacific Islanders alone compose 0.0 percent of the population. ACS data for the census tracts shows Native Hawaiian/other Pacific Islanders alone compose between 0.0 percent and 0.2 percent of the population. ACS data for the block groups shows Native Hawaiian/other Pacific Islanders compose between 0.0 percent and 1.1 percent of the population.



Table 5.8-1: Socioeconomic Study Area Population Characteristics - Race (Not Hispanic or Latino)

Geographic Area	Total Population*	Total Not Hispanic or Latino Origin**	One Race (Alone)						Population of Two or More Races
			White	Black or African American	American Indian or Alaska Native	Asian	Native Hawaiian or Other Pacific Islander	Other Race	
United States	314,107,084	261,036,988	197,159,492	38,460,598	2,082,768	15,536,209	493,155	611,881	6,692,885
	100.0%	83.1%	62.8%	12.2%	0.7%	4.9%	0.2%	0.2%	2.1%
Indiana	6,542,411	6,130,875	5,286,730	589,861	12,194	113,904	1,599	8,935	117,652
	100.0%	93.7%	80.8%	9.0%	0.2%	1.7%	0.0%	0.1%	1.8%
Socioeconomic Study Area (All BGs)	60,074	56,966	53,177	1,538	5	998	14	174	1,060
	100%	94.8%	88.5%	2.6%	0.0%	1.7%	0.0%	0.3%	1.8%

BG = Block Group within a Census Tract.

Source: U.S. Census Bureau, 2010-2014 American Community Survey Table B03002.

Note: Table contains calculated values and may vary slightly from expected results based on rounded values.

* Total Population = Total Not Hispanic or Latino Origin + Total Hispanic or Latino Origin (found in a separate table)

** Total Not Hispanic or Latino Origin = all sub-categories for One Race (Alone) + Population of Two or More Races



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Table 5.8-2: Marion County Population Characteristics - Race (not Hispanic or Latino)

Geographic Area	Total Population*	Total Not Hispanic or Latino Origin**	One Race (Alone)						Population of Two or More Races
			White	Black or African American	American Indian or Alaska Native	Asian	Native Hawaiian or Other Pacific Islander	Other Race	
Marion County	919,336	831,165	538,599	245,439	1,621	20,605	169	2,737	21,995
	100.0%	90.4%	58.6%	26.7%	0.2%	2.2%	0.0%	0.3%	2.4%
Indianapolis	844,449	763,526	488,507	231,739	1,377	19,805	129	2,327	19,642
	100.0%	90.4%	57.8%	27.4%	0.2%	2.3%	0.0%	0.3%	2.3%
Decatur Twp.	32,937	31,402	27,527	2,806	81	228	--	157	603
	100.0%	95.3%	83.6%	8.5%	0.2%	0.7%	--	0.5%	1.8%
CT 3702.01	4,001	3,879	3,485	177	--	142	--	50	25
	100%	97.0%	87.1%	4.4%	--	3.5%	--	1.2%	0.6%
BG 1, CT 3702.01	1,323	1,323	1,163	18	--	142	--	--	--
	100.0%	100.0%	87.9%	1.4%	--	10.7%	--	--	--
BG 2, CT 3702.01	638	638	621	--	--	--	--	--	17
	100.0%	97.3%	2.7%	--	--	--	--	--	2.7%
BG 4, CT 3702.01	1,832	1,710	1,540	112	--	--	--	50	8
	100.0%	93.3%	84.1%	6.1%	--	--	--	2.7%	0.4%
CT 3702.02	6,826	6,487	5,359	1,056	--	17	--	--	55
	100%	95.0%	78.5%	15.5%	--	0.2%	--	--	0.8%
BG 1, CT 3702.02	1,381	1,288	1,279	9	--	--	--	--	--
	100.0%	93.3%	92.6%	0.7%	--	--	--	--	--
BG 3, CT 3702.02	1,512	1,310	1,283	19	--	--	--	--	8
	100.0%	86.6%	84.9%	1.3%	--	--	--	--	0.5%
CT 3703.02	8,944	8,527	8,166	150	29	18	--	--	164
	100%	95.3%	91.3%	1.7%	0.3%	0.2%	--	--	1.8%
BG 1, CT 3703.02	3,256	2,982	2,787	150	--	18	--	--	27
	100.0%	91.6%	85.6%	4.6%	--	0.6%	--	--	0.8%
Perry Twp.	110,893	103,176	89,093	5,221	97	6,447	--	249	2,069
	100.0%	93.0%	80.3%	4.7%	0.1%	5.8%	--	0.2%	1.9%



Geographic Area	Total Population*	Total Not Hispanic or Latino Origin**	One Race (Alone)						Population of Two or More Races
			White	Black or African American	American Indian or Alaska Native	Asian	Native Hawaiian or Other Pacific Islander	Other Race	
CT 3801	16,491	15,207	14,006	641	--	179	-	107	274
	100%	92.2%	84.9%	3.9%	--	1.1%	-	0.6%	1.7%
BG 1, CT 3801	3,992	3,874	3,874	--	--	--	--	--	--
	100.0%	97.0%	97.0%	--	--	--	--	--	--
BG 2, CT 3801	2,728	2,685	2,548	51	--	--	--	86	--
	100.0%	98.4%	93.4%	1.9%	--	--	--	3.2%	--
BG 3, CT 3801	9,771	8,648	7,584	590	--	179	--	21	274
	100.0%	88.5%	77.6%	6.0%	--	1.8%	--	0.2%	2.8%
CT 3806	5,437	4,540	3,442	493	--	386	--	--	219
	100%	83.5%	63.3%	9.1%	--	7.1%	--	--	4.0%
BG 1, CT 3806	2,844	2,142	1,108	492	--	350	--	--	192
	100.0%	75.3%	39.0%	17.3%	--	12.3%	--	--	6.8%
BG 2, CT 3806	1,040	1,040	1,012	1	--	--	--	--	27
	100.0%	100.0%	97.3%	0.1%	--	--	--	--	2.6%

BG = Block Group within a Census Tract. CT = Census Tract. Twp. = Township.

Source: U.S. Census Bureau, 2010-2014 American Community Survey Table B03002

Note: Table contains calculated values and may vary slightly from expected results based on rounded values.

* Total Population = Total Not Hispanic or Latino Origin + Total Hispanic or Latino Origin (found in a separate table)

** Total Not Hispanic or Latino Origin = all sub-categories for One Race (Alone) + Population of Two or More Races



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Table 5.8-3: Johnson County Population Characteristics - Race (not Hispanic or Latino)

Geographic Area	Total Population*	Total Not Hispanic or Latino Origin**	One Race (Alone)						Two or More Races
			White	Black or African American	American Indian or Alaska Native	Asian	Native Hawaiian or Other Pacific Islander	Other Race	
Johnson County	143,789	139,073	131,419	2,379	253	2,753	14	188	2,067
	100.0%	96.7%	91.4%	1.7%	0.2%	1.9%	0.0%	0.1%	1.4%
White River Twp.	43,561	42,883	41,726	157	3	475	14	17	491
	100.0%	98.4%	95.8%	0.4%	0.0%	1.1%	0.0%	0.0%	1.1%
CT 6106.04	8,427	8,196	7,874	--	--	100	14	--	208
	100%	97.3%	93.4%	--	--	1.2%	0.2%	--	2.5%
BG 2, CT 6106.04	1,255	1,255	1,178	--	--	--	14	--	63
	100.0%	100.0%	93.9%	--	--	--	1.1%	--	5.0%
BG 3, CT 6106.04	498	498	498	--	--	--	--	--	--
	100.0%	100.0%	100.0%	--	--	--	--	--	--
BG 4, CT 6106.04	3,328	3,189	2,994	--	--	69	--	--	126
	100.0%	95.8%	90.0%	--	--	2.1%	--	--	3.8%
CT 6107.01	12,336	12,010	11,707	38	--	178	--	--	87
	100%	97.4%	94.9%	0.3%	--	1.4%	--	--	0.7%
BG 4, CT 6107.01	2,084	2,006	1,908	--	--	86	--	--	12
	100.0%	96.3%	91.6%	--	--	4.1%	--	--	0.6%
CT 6107.02	5,490	5,490	5,355	--	--	20	--	17	98
	100%	100.0%	97.5%	--	--	0.4%	--	0.3%	1.8%
BG 1, CT 6107.02	3,817	3,817	3,682	--	--	20	--	17	98
	100.0%	100.0%	96.5%	--	--	0.5%	--	0.4%	2.6%

BG = Block Group within a Census Tract. CT = Census Tract. Twp. = Township.

Source: U.S. Census Bureau, 2010-2014 American Community Survey Table B03002

Note: Table contains calculated values and may vary slightly from expected results based on rounded values.

* Total Population = Total Not Hispanic or Latino Origin + Total Hispanic or Latino Origin (found in a separate table)

** Total Not Hispanic or Latino Origin = all sub-categories for One Race (Alone) + Population of Two or More Races



Table 5.8-4: Morgan County Population Characteristics - Race (not Hispanic or Latino)

Geographic Area	Total Population*	Total Not Hispanic or Latino Origin**	One Race (Alone)						Population of Two or More Races
			White	Black or African American	American Indian or Alaska Native	Asian	Native Hawaiian or Other Pacific Islander	Other Race	
Morgan County	69,343	68,423	66,984	200	40	426	--	5	768
	100.0%	98.7%	96.6%	0.3%	0.1%	0.6%	--	0.0%	1.1%
Martinsville	11,756	11,626	11,408	66	5	42	--	--	105
	100.0%	98.9%	97.0%	0.6%	0.0%	0.4%	--	--	0.9%
Harrison Twp.	732	732	732	--	--	--	--	--	--
	100.0%	100.0%	100.0%	--	--	--	--	--	--
CT 5106	7,723	7,682	7,526	8	--	--	--	--	148
	100%	99.5%	97.4%	0.1%	--	--	--	--	1.9%
BG 1, CT 5106	533	533	533	--	--	--	--	--	--
	100.0%	100.0%	100.0%	--	--	--	--	--	--
Green Twp.	3,534	3,515	3,495	--	--	--	--	--	20
	100.0%	99.5%	98.9%	--	--	--	--	--	0.6%
CT 5106	7,723	7,682	7,526	8	--	--	--	--	148
	100%	99.5%	97.4%	0.1%	--	--	--	--	1.9%
BG 3, CT 5106	1,828	1,809	1,789	--	--	--	--	--	20
	100.0%	99.0%	97.9%	--	--	--	--	--	1.1%
Washington Twp.	17,090	16,895	16,472	96	5	134	--	--	188
	100.0%	98.9%	96.4%	0.6%	0.0%	0.8%	--	--	1.1%
CT 5107.01	3,057	2,952	2,851	30	--	71	--	--	--
	100%	96.6%	93.3%	1.0%	--	2.3%	--	--	--
BG 1, CT 5107.01	305	305	270	--	--	35	--	--	--
	100.0%	100.0%	88.5%	--	--	11.5%	--	--	--
BG 2, CT 5107.01	1,797	1,741	1,709	3	--	29	--	--	--
	100.0%	96.9%	95.1%	0.2%	--	1.6%	--	--	--
BG 3, CT 5107.01	955	906	872	27	--	7	--	--	--
	100.0%	94.9%	91.3%	2.8%	--	0.7%	--	--	--
CT 5107.02	6,256	6,222	6,021	54	--	21	--	--	126
	100%	99.5%	96.2%	0.9%	--	0.3%	--	--	2.0%
BG 1, CT 5107.02	2,635	2,601	2,506	54	--	21	--	--	20
	100.0%	98.7%	95.1%	2.0%	--	0.8%	--	--	0.8%
BG 2, CT 5107.02	1,164	1,164	1,114	--	--	--	--	--	50
	100.0%	100.0%	95.7%	--	--	--	--	--	4.3%
BG 3, CT 5107.02	1,781	1,781	1,725	--	--	--	--	--	56
	100.0%	100.0%	96.9%	--	--	--	--	--	3.1%



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Geographic Area	Total Population*	Total Not Hispanic or Latino Origin**	One Race (Alone)					Population of Two or More Races	
			White	Black or African American	American Indian or Alaska Native	Asian	Native Hawaiian or Other Pacific Islander		Other Race
CT 5108	3,761	3,761	3,651	10	--	42	--	--	58
	100%	100.0%	97.1%	0.3%	--	1.1%	--	--	1.5%
BG 1, CT 5108	779	779	737	--	--	42	--	--	--
	100.0%	100.0%	94.6%	--	--	5.4%	--	--	--
BG 2, CT 5108	1,100	1,100	1,075	--	--	--	--	--	25
	100.0%	100.0%	97.7%	--	--	--	--	--	2.3%
BG 3, CT 5108	1,882	1,882	1,839	10	--	--	--	--	33
	100.0%	100.0%	97.7%	0.5%	--	--	--	--	1.8%
CT 5109	4,016	3,960	3,949	2	5	--	--	--	4
	100%	98.6%	98.3%	0.0%	0.1%	--	--	--	0.1%
BG 1, CT 5109	1,373	1,362	1,362	--	--	--	--	--	--
	100.0%	99.2%	99.2%	--	--	--	--	--	--
BG 2, CT 5109	1,263	1,263	1,252	2	5	--	--	--	4
	100%	100.0%	99.1%	0.2%	0.4%	--	--	--	0.3%
BG 3, CT 5109	1,380	1,335	1,335	--	--	--	--	--	--
	100%	96.7%	96.7%	--	--	--	--	--	--

BG = Block Group within a Census Tract. CT = Census Tract. Twp. = Township.

Source: U.S. Census Bureau, 2010-2014 American Community Survey Table B03002

Note: Table contains calculated values and may vary slightly from expected results based on rounded values.

* Total Population = Total Not Hispanic or Latino Origin + Total Hispanic or Latino Origin (found in a separate table)

** Total Not Hispanic or Latino Origin = all sub-categories for One Race (Alone) + Population of Two or More Races

Individuals of two or more races alone composed 1.8 percent of the population of the state while they compose 1.4 percent, 2.4 percent, and 1.1 percent of the population in Johnson, Marion, and Morgan counties, respectively. ACS data for the townships shows individuals of two or more races alone compose between 0.0 percent and 1.9 percent of the population. ACS data for the census tracts shows individuals of two or more races alone compose between 0.0 percent and 4.0 percent of the population. ACS data for the block groups shows individuals of two or more races alone compose between 0.0 percent and 6.8 percent of the population.

Table 5.8-5 through **Table 5.8-8** shows the breakdown by race for those reporting Hispanic or Latino origin. Those people reporting Hispanic or Latino origin compose up to 24.7 percent within the block groups, with the overall average for the socioeconomic study area population being 5.2 percent. Note that individuals of Hispanic or Latino origin may be of any race, as shown in the tables.



Table 5.8-5: Socioeconomic Study Area Population Characteristics - Race (Hispanic or Latino)

Geographic Area	Total Population*	Total Hispanic or Latino Origin**	One Race (Alone)						Population of Two or More Races
			White	Black or African American	American Indian or Alaska Native	Asian	Native Hawaiian or Other Pacific Islander	Other Race	
United States	314,107,084	53,070,096	34,690,221	1,104,187	482,752	174,450	42,606	14,143,014	2,432,866
	100%	16.9%	11.0%	0.4%	0.2%	0.1%	0.0%	4.5%	0.8%
Indiana	6,542,411	411,536	232,583	8,562	3,092	770	477	142,567	23,485
	100%	6.3%	3.6%	0.1%	0.0%	0.0%	0.0%	2.2%	0.4%
Socioeconomic Study Area (All BGs)	60,074	3,108	664	110	--	39	--	2,139	156
	100%	5.2%	1.1%	0.2%	--	0.1%	--	3.6%	0.3%

BG = Block Group within a Census Tract.

Source: U.S. Census Bureau, 2010-2014 American Community Survey Table B03002

Note: Table contains calculated values and may vary slightly from expected results based on rounded values.

* Total Population = Total Not Hispanic or Latino Origin (found in a separate table) + Total Hispanic or Latino Origin

** Total Hispanic or Latino Origin = all sub-categories for One Race (Alone) + Population of Two or More Races



Table 5.8-6: Marion County Population Characteristics - Race (Hispanic or Latino)

Geographic Area	Total Population*	Total Hispanic or Latino Origin**	One Race (Alone)						Population of Two or More Races
			White	Black or African American	American Indian or Alaska Native	Asian	Native Hawaiian or Other Pacific Islander	Other Race	
Marion County	919,336	88,171	42,340	1,877	740	160	158	39,120	3,776
	100%	9.6%	4.6%	0.2%	0.1%	0.0%	0.0%	4.3%	0.4%
Indianapolis	844,449	80,923	37,413	1,707	740	160	158	37,347	3,398
	100%	9.6%	4.4%	0.2%	0.1%	0.0%	0.0%	4.4%	0.4%
Decatur Twp.	32,937	1,535	573	--	--	14	--	860	88
	100%	4.7%	1.7%	--	--	0.0%	--	2.6%	0.3%
CT 3702.01	4,001	122	19	--	--	--	--	103	--
	100%	3.0%	0.5%	--	--	--	--	2.6%	--
BG 1, CT 3702.01	1,323	--	--	--	--	--	--	--	--
	100%	--	--	--	--	--	--	--	--
BG 2, CT 3702.01	638	--	--	--	--	--	--	--	--
	100%	--	--	--	--	--	--	--	--
BG 4, CT 3702.01	1,832	122	19	--	--	--	--	103	--
	100%	6.7%	1.0%	--	--	--	--	5.6%	--
CT 3702.02	6,826	339	60	--	--	--	--	198	81
	100%	5.0%	0.9%	--	--	--	--	2.9%	1.2%
BG 1, CT 3702.02	1,381	93	24	--	--	--	--	--	69
	100%	6.7%	1.7%	--	--	--	--	--	5.0%
BG 3, CT 3702.02	1,512	202	14	--	--	--	--	176	12
	100%	13.4%	0.9%	--	--	--	--	11.6%	0.8%
CT 3703.02	8,944	417	102	--	--	--	--	315	--
	100%	4.7%	1.1%	--	--	--	--	3.5%	--
BG 1, CT 3703.02	3,256	274	61	--	--	--	--	213	--
	100%	8.4%	1.9%	--	--	--	--	6.5%	--
Perry Twp.	110,893	7,717	3,654	206	12	117	--	3,221	507
	100%	7.0%	3.3%	0.2%	0.0%	0.1%	--	2.9%	0.5%



Geographic Area	Total Population*	Total Hispanic or Latino Origin**	One Race (Alone)						Population of Two or More Races
			White	Black or African American	American Indian or Alaska Native	Asian	Native Hawaiian or Other Pacific Islander	Other Race	
CT 3801	16,491	1,284	84	--	--	39	--	1,086	75
	100%	7.8%	0.5%	--	--	0.2%	--	6.6%	0.5%
BG 1, CT 3801	3,992	118	53	--	--	39	--	26	--
	100%	3.0%	1.3%	--	--	1.0%	--	0.7%	--
BG 2, CT 3801	2,728	43	--	--	--	--	--	43	--
	100%	1.6%	--	--	--	--	--	1.6%	--
BG 3, CT 3801	9,771	1,123	31	--	--	--	--	1,017	75
	100%	11.5%	0.3%	--	--	--	--	10.4%	0.8%
CT 3806	5,437	897	335	92	--	--	--	470	--
	100%	16.5%	6.2%	1.7%	--	--	--	8.6%	--
BG 1, CT 3806	2,844	702	140	92	--	--	--	470	--
	100%	24.7%	4.9%	3.2%	--	--	--	16.5%	--
BG 2, CT 3806	1,040	--	--	--	--	--	--	--	--
	100%	--	--	--	--	--	--	--	--

BG = Block Group within a Census Tract. CT = Census Tract. Twp. = Township

Source: U.S. Census Bureau, 2010-2014 American Community Survey Table B03002

Note: Table contain calculated values and may vary slightly from expected results based on rounded values.

* Total Population = Total Not Hispanic or Latino Origin (found in a separate table) + Total Hispanic or Latino Origin

** Total Hispanic or Latino Origin = all sub-categories for One Race (Alone) + Population of Two or More Races



Table 5.8-7: Johnson County Population Characteristics - Race (Hispanic or Latino)

Geographic Area	Total Population*	Total Hispanic or Latino Origin**	One Race (Alone)						Population of Two or More Races
			White	Black or African American	American Indian or Alaska Native	Asian	Native Hawaiian or Other Pacific Islander	Other Race	
Johnson County	143,789	4,716	3,061	321	--	--	--	1,086	248
	100%	3.3%	2.1%	0.2%	--	--	--	0.8%	0.2%
White River Twp.	43,561	678	582	--	--	--	--	56	40
	100%	1.6%	1.3%	--	--	--	--	0.1%	0.1%
CT 6106.04	8,427	231	191	--	--	--	--	--	40
	100%	2.7%	2.3%	--	--	--	--	--	0.5%
BG 2, CT 6106.04	1,255	--	--	--	--	--	--	--	--
	100%	--	--	--	--	--	--	--	--
BG 3, CT 6106.04	498	--	--	--	--	--	--	--	--
	100%	--	--	--	--	--	--	--	--
BG 4, CT 6106.04	3,328	139	139	--	--	--	--	--	--
	100%	4.2%	4.2%	--	--	--	--	--	--
CT 6107.01	12,336	326	280	--	--	--	--	46	--
	100%	2.6%	2.3%	--	--	--	--	0.4%	--
BG 4, CT 6107.01	2,084	78	78	--	--	--	--	--	--
	100%	3.7%	3.7%	--	--	--	--	--	--
CT 6107.02	5,490	--	--	--	--	--	--	--	--
	100%	--	--	--	--	--	--	--	--
BG 1, CT 6107.02	3,817	--	--	--	--	--	--	--	--
	100%	--	--	--	--	--	--	--	--

BG = Block Group within a Census Tract. CT = Census Tract. Twp. = Township

Source: U.S. Census Bureau, 2010-2014 American Community Survey Table B03002

Note: Table contains calculated values and may vary slightly from expected results based on rounded values.

* Total Population = Total Not Hispanic or Latino Origin (found in a separate table) + Total Hispanic or Latino Origin

** Total Hispanic or Latino Origin = all sub-categories for One Race (Alone) + Population of Two or More Races



Table 5.8-8: Morgan County Population Characteristics - Race (Hispanic or Latino)

Geographic Area	Total Population*	Total Hispanic or Latino Origin**	One Race (Alone)						Population of Two or More Races
			White	Black or African American	American Indian or Alaska Native	Asian	Native Hawaiian or Other Pacific Islander	Other Race	
Morgan County	69,343	920	636	18	3	--	--	209	54
	100%	1.3%	0.9%	0.0%	0.0%	--	--	0.3%	0.1%
Martinsville	11,756	130	70	18	--	--	--	42	--
	100%	1.1%	0.6%	0.2%	--	--	--	0.4%	--
Harrison Twp.	732	--	--	--	--	--	--	--	--
	100%	--	--	--	--	--	--	--	--
CT 5106	7,723	41	34	--	--	--	--	7	--
	100%	0.5%	0.4%	--	--	--	--	0.1%	--
BG 1, CT 5106	533	--	--	--	--	--	--	--	--
	100%	--	--	--	--	--	--	--	--
Green Twp.	3,534	19	19	--	--	--	--	--	--
	100%	0.5%	0.5%	--	--	--	--	--	--
CT 5106	7,723	41	34	--	--	--	--	7	--
	100%	0.5%	0.4%	--	--	--	--	0.1%	--
BG 3, CT 5106	1,828	19	19	--	--	--	--	--	--
	100%	1.0%	1.0%	--	--	--	--	--	--
Washington Twp.	17,090	195	86	18	--	--	--	91	--
	100%	1.1%	0.5%	0.1%	--	--	--	0.5%	--
CT 5107.01	3,057	105	56	-	--	--	--	49	--
	100%	3.4%	1.8%	-	--	--	--	1.6%	--
BG 1, CT 5107.01	305	--	--	--	--	--	--	--	--
	100%	--	--	--	--	--	--	--	--
BG 2, CT 5107.01	1,797	56	56	--	--	--	--	--	--
	100%	3.1%	3.1%	--	--	--	--	--	--
BG 3, CT 5107.01	955	49	--	--	--	--	--	49	--
	100%	5.1%	--	--	--	--	--	5.1%	--
CT 5107.02	6,256	34	14	-	--	--	--	20	--
	100%	0.5%	0.2%	-	--	--	--	0.3%	--
BG 1, CT 5107.02	2,635	34	14	--	--	--	--	20	--
	100%	1.3%	0.5%	--	--	--	--	0.8%	--



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Geographic Area	Total Population*	Total Hispanic or Latino Origin**	One Race (Alone)					Population of Two or More Races	
			White	Black or African American	American Indian or Alaska Native	Asian	Native Hawaiian or Other Pacific Islander		Other Race
BG 2, CT 5107.02	1,164	--	--	--	--	--	--	--	--
	100%	--	--	--	--	--	--	--	--
BG 3, CT 5107.02	1,781	--	--	--	--	--	--	--	--
	100%	--	--	--	--	--	--	--	--
CT 5108	3,761	--	--	--	--	--	--	--	--
	100%	--	--	--	--	--	--	--	--
BG 1, CT 5108	779	--	--	--	--	--	--	--	--
	100%	--	--	--	--	--	--	--	--
BG 2, CT 5108	1,100	--	--	--	--	--	--	--	--
	100%	--	--	--	--	--	--	--	--
BG 3, CT 5108	1,882	--	--	--	--	--	--	--	--
	100%	--	--	--	--	--	--	--	--
CT 5109	4,016	56	16	18	-	-	-	22	-
	100%	1.4%	0.4%	0.4%	-	-	-	0.5%	-
BG 1, CT 5109	1,373	11	--	--	--	--	--	11	--
	100%	0.8%	--	--	--	--	--	0.8%	--
BG 2, CT 5109	1,263	--	--	--	--	--	--	--	--
	100%	--	--	--	--	--	--	--	--
BG 3, CT 5109	1,380	45	16	18	--	--	--	11	--
	100%	3.3%	1.2%	1.3%	0	0	0	0.8%	0

BG = Block Group within a Census Tract. CT = Census Tract. Twp. = Township

Source: U.S. Census Bureau, 2010-2014 American Community Survey Table B03002.

Note: Table contains calculated values and may vary slightly from expected results based on rounded values.

* Total Population = Total Not Hispanic or Latino Origin (found in a separate table) + Total Hispanic or Latino Origin

** Total Hispanic or Latino Origin = all sub-categories for One Race (Alone) + Population of Two or More Races



5.8.3.2 Low-Income Populations

Low-income populations consist of those people living below the poverty level. Poverty is defined in several ways by different federal agencies. According to the U.S. Department of Health and Human Services (DHHS), there are two slightly different versions of the federal poverty measure – poverty thresholds and poverty guidelines. Poverty thresholds are updated each year by the U.S. Census Bureau and “are used for calculating all official poverty statistics – for instance the number of Americans in poverty each year.”⁵ Poverty guidelines are issued annually in the Federal Register and are a “simplification of the [Census] poverty thresholds for use for administrative purposes.”⁶ This analysis uses the U.S. Census poverty thresholds since, according to DHHS, they are the primary data source for statistical analyses.

The 2010-2014 ACS data (the most recent ACS data available at the time of this analysis) applies the Census poverty threshold to identify the population with income in the past 12 months below poverty level. The 2014 Census data poverty thresholds for a family of four (weighted average) was \$24,230.⁷

Table 5.8-9 through **Table 5.8-12** show the total low-income population for the socioeconomic study area and other relevant geographies. Those people reporting income below the Census poverty level compose up to 40.5 percent of the block groups within the socioeconomic study area, with the overall average for the socioeconomic study area population being 13.2 percent. The total population reporting income below the Census poverty level is from 0.0 percent to 40.5 percent for individual block groups within the socioeconomic study area.

Table 5.8-9: Socioeconomic Study Area Population Characteristics - Low-Income

Geographic Area	Total Population	Total Low-Income Population
United States	306,226,394	47,755,606
	100%	15.6%
Indiana	6,342,824	983,826
	100%	15.5%
Socioeconomic Study Area (All Block Groups)	59,123	7,803
	100%	13.2%

BG = Block Group within a Census Tract.

Source: U.S. Census Bureau, 2010-2014 American Community Survey Table B17021.

Note: Table contains calculated values and may vary slightly from expected results based on rounded values.

⁵ <https://aspe.hhs.gov/frequently-asked-questions-related-poverty-guidelines-and-poverty>, accessed October 14, 2016.

⁶ *Ibid.*

⁷ <http://www.census.gov/data/tables/time-series/demo/income-poverty/historical-poverty-thresholds.html>, accessed September 13, 2016



Table 5.8-10: Marion County Population Characteristics - Low-Income

Geographic Area	Total Population	Total Low-Income Population
Marion County	900,000	189,127
	100%	21.0%
Indianapolis	826,015	176,042
	100%	21.3%
Decatur Twp.	32,057	5,138
	100%	16.0%
CT 3702.01	3,867	535
	100%	13.8%
BG 1, CT 3702.01	1,238	154
	100%	12.4%
BG 2, CT 3702.01	638	9
	100%	1.4%
BG 4, CT 3702.01	1,783	363
	100%	20.4%
CT 3702.02	6,767	2,104
	100%	31.1%
BG 1, CT 3702.02	1,366	118
	100%	8.6%
BG 3, CT 3702.02	1,468	261
	100%	17.8%
CT 3703.02	8,944	1,254
	100%	14.0%
BG 1, CT 3703.02	3,256	686
	100%	21.1%
Perry Twp.	108,172	20,472
	100%	18.9%
CT 3801	16,411	1,765
	100%	10.8%
BG 1, CT 3801	3,992	177
	100%	4.4%
BG 2, CT 3801	2,728	190
	100%	7.0%
BG 3, CT 3801	9,691	1,398
	100%	14.4%
CT 3806	5,378	1,503
	100%	27.9%



Geographic Area	Total Population	Total Low-Income Population
BG 1, CT 3806	2,785	1,025
	100%	36.8%
BG 2, CT 3806	1,040	39
	100%	3.8%

BG = Block Group within a Census Tract. CT = Census Tract. Twp. = Township.

Source: U.S. Census Bureau, 2010-2014 American Community Survey Table B17021.

Note: Table contains calculated values and may vary slightly from expected results based on rounded values.

Table 5.8-11: Johnson County Population Characteristics - Low-Income

Geographic Area	Total Population	Total Low-Income Population
Johnson County	141,024	15,320
	100%	10.9%
White River Twp.	43,233	2,133
	100%	4.9%
CT 6106.04	8,396	428
	100%	5.1%
BG 2, CT 6106.04	1,255	33
	100%	2.6%
BG 3, CT 6106.04	498	98
	100%	19.7%
BG 4, CT 6106.04	3,328	202
	100%	6.1%
CT 6107.01	12,324	414
	100%	3.4%
BG 4, CT 6107.01	2,072	25
	100%	1.2%
CT 6107.02	5,444	508
	100%	9.3%
BG 1, CT 6107.02	3,771	102
	100%	2.7%

BG = Block Group within a Census Tract. CT = Census Tract. Twp. = Township.

Source: U.S. Census Bureau, 2010-2014 American Community Survey Table B17021.

Note: Table contains calculated values and may vary slightly from expected results based on rounded values.



Table 5.8-12: Morgan County Population Characteristics – Low-Income

Geographic Area	Total Population	Total Low-Income Population
Morgan County	68,360	8,145
	100%	11.9%
Martinsville	11,245	2,539
	100%	22.6%
Harrison Twp.	732	43
	100%	5.9%
CT 5106	7,644	807
	100%	10.6%
BG 1, CT 5106	533	43
	100%	8.1%
Green Twp.	3,534	442
	100%	12.5%
CT 5106	7,644	807
	100%	10.6%
BG 3, CT 5106	1,828	22
	100%	1.2%
Washington Twp.	16,529	2,858
	100%	17.3%
CT 5107.01	2,973	366
	100%	12.3%
BG 1, CT 5107.01	305	--
	100%	--
BG 2, CT 5107.01	1,713	245
	100%	14.3%
BG 3, CT 5107.01	955	121
	100%	12.7%
CT 5107.02	5,932	242
	100%	4.1%
BG 1, CT 5107.02	2,361	--
	100%	--
BG 2, CT 5107.02	1,114	8
	100%	0.7%
BG 3, CT 5107.02	1,781	234
	100%	13.1%
CT 5108	3,661	741
	100%	20.2%
BG 1, CT 5108	779	44
	100%	5.6%



Geographic Area	Total Population	Total Low-Income Population
BG 2, CT 5108	1,100	264
	100%	24.0%
BG 3, CT 5108	1,782	433
	100%	24.3%
CT 5109	3,963	1,509
	100%	38.1%
BG 1, CT 5109	1,328	538
	100%	40.5%
BG 2, CT 5109	1,255	487
	100%	38.8%
BG 3, CT 5109	1,380	484
	100%	35.1%

BG = Block Group within a Census Tract. CT = Census Tract. Twp. = Township.

Source: U.S. Census Bureau, 2010-2014 American Community Survey Table B17021.

Note: Table contains calculated values and may vary slightly from expected results based on rounded values.

The 2010-2014 ACS data show that the total low-income population compose 15.5 percent of the state’s population, while they compose 10.9 percent, 21.0 percent, and 11.9 percent of the population in Johnson, Marion, and Morgan counties, respectively. ACS data for the townships shows the low-income population compose between 4.9 percent and 18.9 percent of the population. ACS data for the census tracts shows the low-income population compose between 3.4 percent and 38.1 percent of the population. ACS data for the block groups shows the low-income population compose between 0.0 percent and 40.5 percent of the population.

5.8.3.3 Communities of Comparison

According to INDOT EJ guidance,⁸ populations of potential concern are present if the minority or low-income population of an affected community is more than 50 percent or if the percentage is 25 percent (or more) higher than the reference population or community of comparison (COC). When this situation occurs, the affected community is referred to as having an elevated concentration of minority or low-income populations. The INDOT EJ guidance indicates that an affected community needs to be contained within the community of comparison, which is typically a county, city, or town, but may be based on other locally or regionally important community contexts. For large projects with multiple affected communities, such as the I-69 Section 6 project, there may be multiple communities of comparison.

⁸ INDOT Environmental Justice in NEPA Documentation Process (American FactFinder, Step-by-Step Guide), April 3, 2012. http://www.in.gov/indot/files/ES_EnvironmentalJusticeGuidance_2012.pdf



Within the socioeconomic study area, five scenarios were evaluated to identify the most appropriate reference population, referred to throughout this analysis as communities of comparison. This analysis was completed to validate the appropriate detection limits for identifying minority and low-income populations of potential concern. The five community of comparison scenarios evaluated included:

- Scenario 1: Cities, Counties, and Towns;
- Scenario 2: Townships;
- Scenario 3: Aggregated Parent⁹ Census Tracts of Block Groups in the Socioeconomic Study Area;
- Scenario 4: Aggregated Parent Census Tracts of Block Groups in the Northern and Southern Portions of the Socioeconomic Study Area; and
- Scenario 5: Aggregated Parent Census Tracts of Block Groups in the Northern, Central, and Southern Portions of the Socioeconomic Study Area.

After review and consideration of various communities of comparison, the project team selected Scenario 5, which is a compilation of parent census tracts in three groups consisting of a northern community including the city of Indianapolis and portions of Johnson County, a center community including rural areas of Johnson and Morgan counties, and a southern community including the city of Martinsville. Of the 30 block groups within the socioeconomic study area, 15 are located within the northern COC, three are located in the center COC, and 12 are located in the southern COC.

A detailed summary of the community of comparison scenarios evaluated as part of the EJ analysis is included in **Appendix P**. For reference to the community characteristics for each of the COCs see **Section 4.2**.

5.8.3.4 Block Groups with Elevated Minority and Low-Income Populations

Table 5.8-13 summarizes affected community block groups in the socioeconomic study area and identifies those that have elevated minority or low-income populations relative to the community of comparison identified in **Section 5.8.3.3**. Of the 30 block groups in the socioeconomic study area, 10 (33 percent) have an elevated low-income population and eight (27 percent) have an elevated minority population. A single block group has both elevated low-income population and elevated minority population. In total, 17 (57 percent) of the block groups have elevated minority and/or low-income populations.

⁹ Parent census tracts are those census tracts containing at least one of the 30 block groups that compose the socioeconomic study area.



Table 5.8-13: Summary of Elevated Minority or Low-Income Populations

Affected Community	Community of Comparison - Minority	Elevated Minority Population?	Community of Comparison - Low-income	Elevated Low-Income Population?
BG 1, CT 3702.01	CTs. - North	No	CTs. - North	No
BG 2, CT 3702.01	CTs. - North	No	CTs. - North	No
BG 4, CT 3702.01	CTs. - North	No	CTs. - North	Yes
BG 1, CT 3702.02	CTs. - North	No	CTs. - North	No
BG 3, CT 3702.02	CTs. - North	No	CTs. - North	Yes
BG 1, CT 3703.02	CTs. - North	No	CTs. - North	Yes
BG 1, CT 3801	CTs. - North	No	CTs. - North	No
BG 2, CT 3801	CTs. - North	No	CTs. - North	No
BG 3, CT 3801	CTs. - North	Yes	CTs. - North	No
BG 1, CT 3806	CTs. - North	Yes	CTs. - North	Yes
BG 2, CT 3806	CTs. - North	No	CTs. - North	No
BG 2, CT 6106.04	CTs. - North	No	CTs. - North	No
BG 3, CT 6106.04	CTs. - North	No	CTs. - North	Yes
BG 4, CT 6106.04	CTs. - North	No	CTs. - North	No
BG 4, CT 6107.01	CTs. - North	No	CTs. - North	No
BG 1, CT 6107.02	CTs. - Central	Yes	CTs. - Central	No
BG 1, CT 5106	CTs. - Central	No	CTs. - Central	No
BG 3, CT 5106	CTs. - Central	No	CTs. - Central	No
BG 1, CT 5107.01	CTs. - South	Yes	CTs. - South	No
BG 2, CT 5107.01	CTs. - South	Yes	CTs. - South	No
BG 3, CT 5107.01	CTs. - South	Yes	CTs. - South	No
BG 1, CT 5107.02	CTs. - South	Yes	CTs. - South	No
BG 2, CT 5107.02	CTs. - South	No	CTs. - South	No
BG 3, CT 5107.02	CTs. - South	No	CTs. - South	No
BG 1, CT 5108	CTs. - South	Yes	CTs. - South	No
BG 2, CT 5108	CTs. - South	No	CTs. - South	Yes
BG 3, CT 5108	CTs. - South	No	CTs. - South	Yes
BG 1, CT 5109	CTs. - South	No	CTs. - South	Yes
BG 2, CT 5109	CTs. - South	No	CTs. - South	Yes
BG 3, CT 5109	CTs. - South	No	CTs. - South	Yes

BG = Block Group within a Census Tract. CTs. = Aggregated Census Tract.

Source: **Figure 5.8-2** through **Figure 5.8-4**

Note: **Red highlight** denotes affected community with elevated minority or low-income population.



Block groups with an elevated minority or low-income population based on the Scenario 5 Community of Comparison are shown in **Figure 5.8-2** through **Figure 5.8-4**. Most of these block groups are in the urbanized areas of Indianapolis and Martinsville, at each end of the I-69 Section 6 socioeconomic study area.

Block groups with elevated minority populations include five in the southern COC and two in the northern COC. The central COC has one block group with elevated minority population. Both the northern COC and the southern COC include five block groups with elevated low-income populations.

Targeted outreach was conducted for each block group with an elevated minority or low-income population to identify defined neighborhoods or areas where these groups are concentrated. The outreach included consultation with social services and community organizations, community meetings, interviews, and surveys of residences and organizations. See **Section 5.8.4**. The targeted outreach effort identified neighborhoods or areas which may contain concentrations of low-income individuals, as described in **Section 5.8.5**. No concentrations of minority populations were identified during the targeted outreach or as part of the DEIS public comment period and public hearings.

5.8.4 Targeted Outreach and Surveys

To determine how the affected communities viewed the I-69 Section 6 project and the effects of the project on the community, INDOT surveyed residents within block groups which contained elevated minority or low-income populations. INDOT also surveyed community organizations and stakeholders that represent or serve minority or low-income residents. Neighborhood gatherings were held in block groups which contained elevated minority or low-income populations to provide a direct opportunity for dialogue with INDOT staff.

In addition to targeted outreach activities for block groups with elevated minority and low-income populations, project planning and public involvement activities for the entire project were conducted to encourage full and fair participation by all individuals. Meeting announcements were made in the local press, INDOT and I-69 Section 6 social media, and by flyers placed in affected block group areas. Community advisors were asked to encourage constituents to participate in public involvement meetings or to engage the I-69 Section 6 project team at the project office. Public meetings were held at locations convenient to residents of the affected block groups.

For limited English proficiency and non-English speakers, INDOT used I-Speak cards that allow individuals to identify their language and request translation services. The card listed 38 languages. Brief written project materials were available in Spanish and Burmese on request, since these were requested by at least one stakeholder prior to the meetings. Community members indicated Spanish and Burmese speaking individuals were present within Morgan and Marion Counties.



Figure 5.8-2: Elevated Minority and/or Low-Income Populations - South

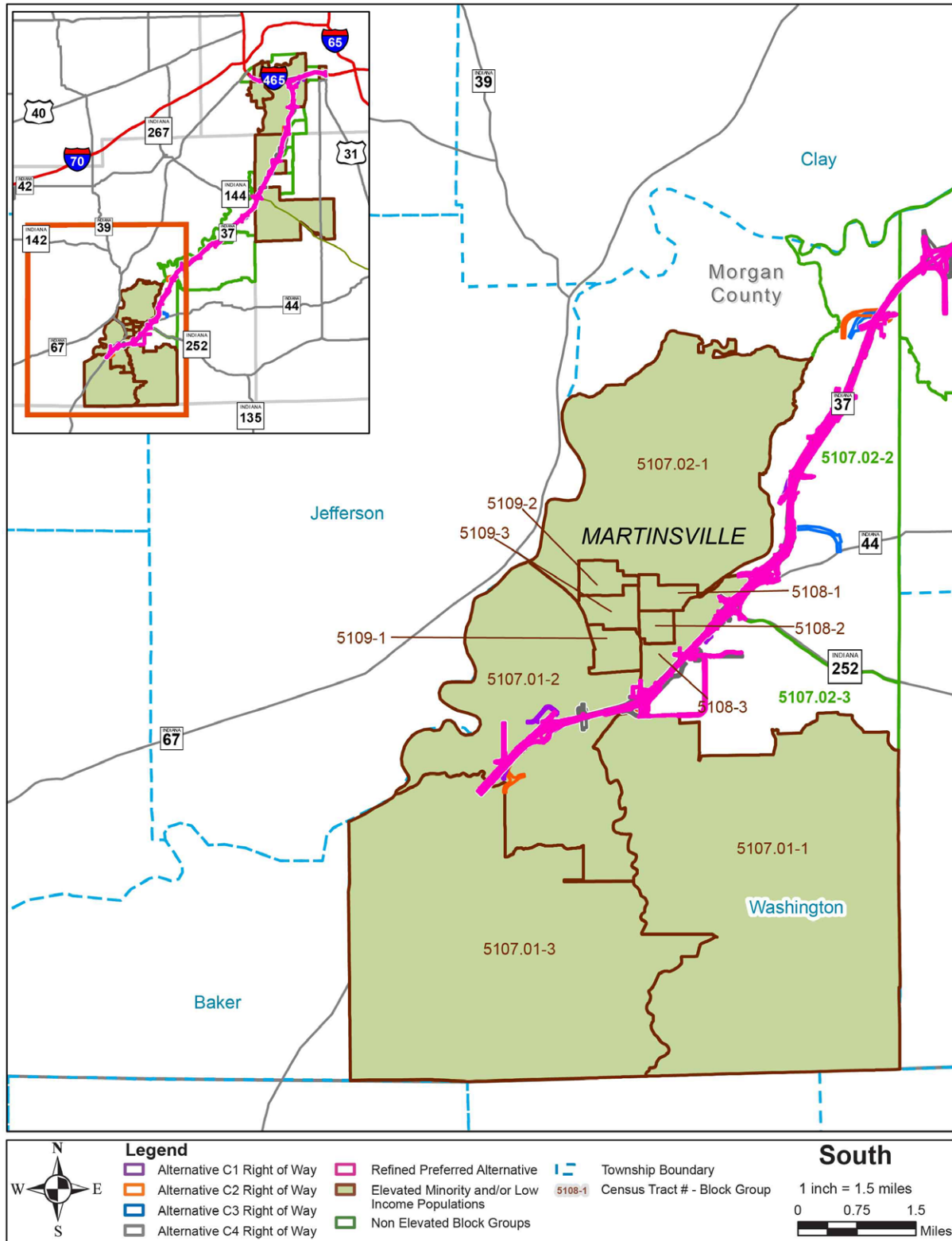


Figure 5.8-3: Elevated Minority and/or Low-Income Populations - Central

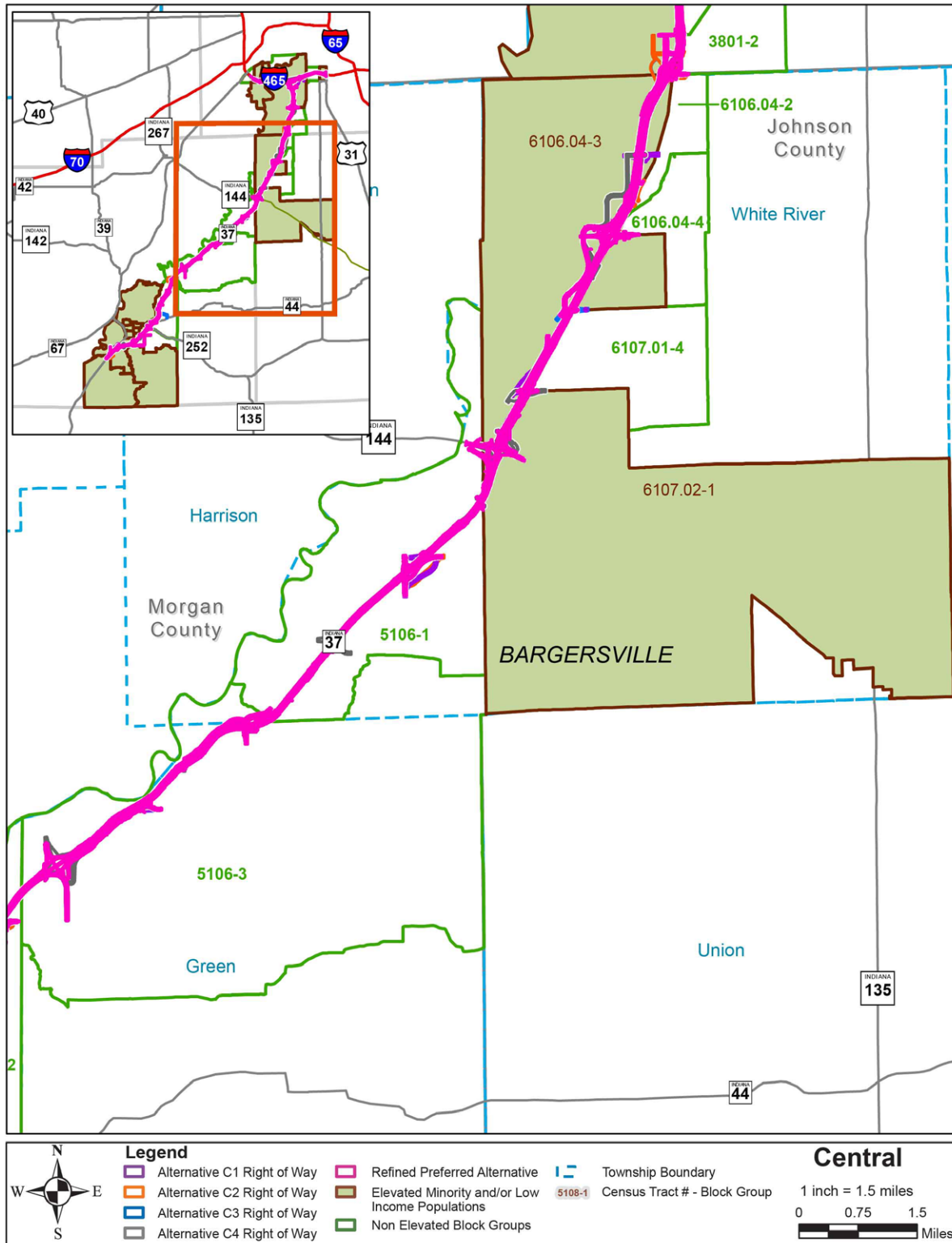
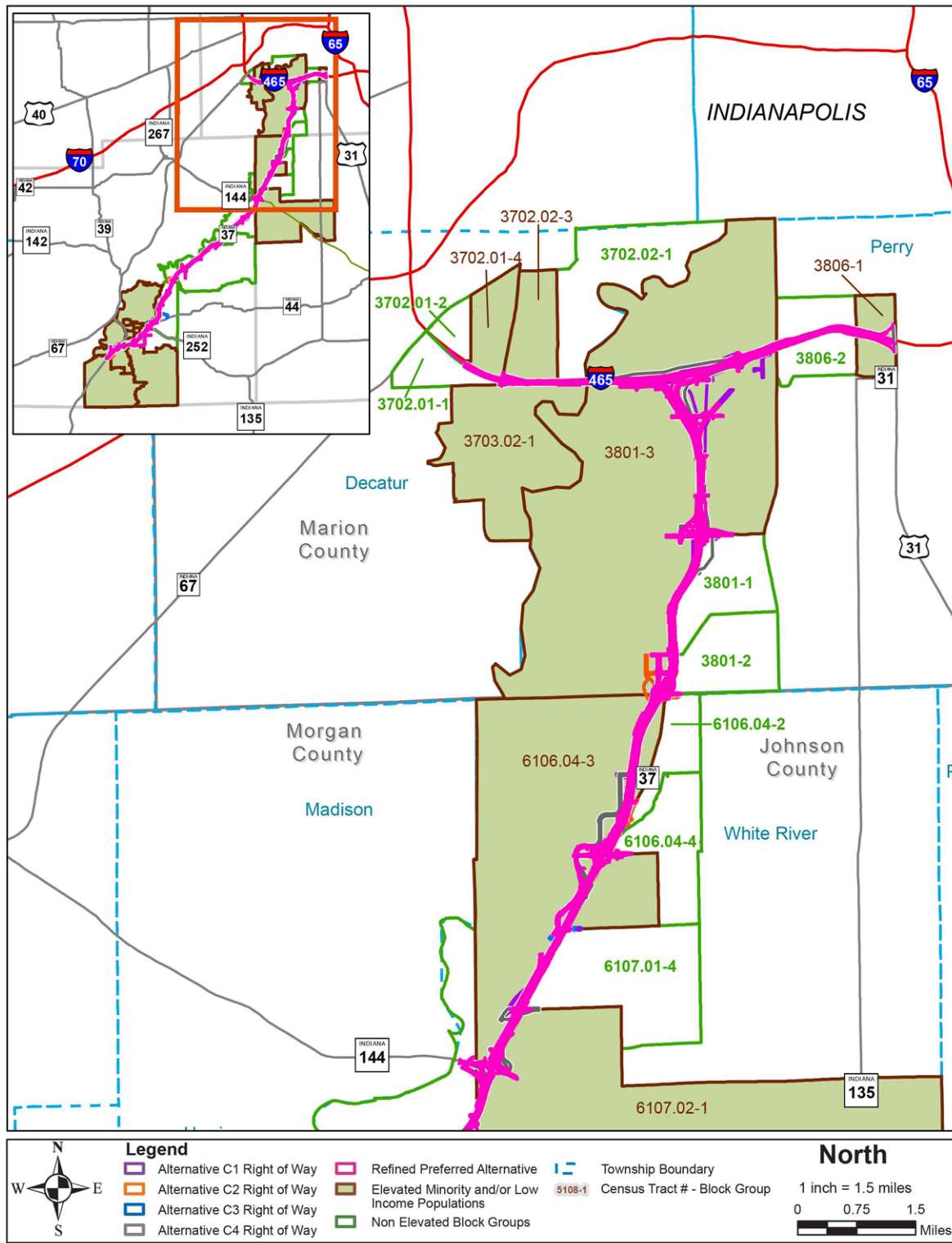




Figure 5.8-4: Elevated Minority and/or Low-Income Populations - North





5.8.4.1 Residential Survey

Residents within census block groups with elevated minority or low-income populations were asked to complete a residential survey as part of targeted public outreach. The survey was sent via the U.S. Postal Service to residential addresses on postal routes located in block groups with elevated minority or low-income populations within the socioeconomic study area. As these postal routes did not precisely overlap with the block group boundaries, some surveys were also delivered to areas immediately adjacent to the affected block groups. Selected postal routes were typically within 0.25 mile of SR 37. The surveys were sent to a total of 10,080 addresses.

The residential survey contained questions about household characteristics, questions to identify potential benefits and impacts that minority or low-income populations could encounter with I-69 Section 6, and questions to gauge familiarity with the I-69 Section 6 project (see **Appendix P-1** for a copy of the survey). Each survey included an invitation to neighborhood gatherings scheduled between November 15 and 17, 2016 (see **Section 5.8.4.3**).

A total of 999 residential surveys were returned by the end of the comment period, including 414 with addresses within block groups identified with elevated minority or low-income populations. Of all the returned surveys, 92 individuals self-identified as either minority or low-income. Of these, approximately 55 percent provided an address within a block group with elevated minority or low-income populations. The remaining individuals that self-identified as minority or low-income either did not include an address response in the survey or listed an address outside of block groups with elevated minority or low-income populations.

Of the individuals that self-identified as minority or low-income, 37 responded they were Hispanic or Latino or a race other than white (alone), and 57 responded with household income which would classify as low-income based on the 2016 Poverty Guidelines published by the U.S. Department of Health and Human Services. Two respondents self-identified as a minority and with a household income which would classify as low-income.

Addresses were mapped of respondents that self-identified as minority or low-income and provided an address to determine if there were clusters of respondents that might represent a previously unidentified affected community. These respondents were located throughout the socioeconomic study area.

Two respondents self-identified as minority were located in Martinsville. One is in a household that will potentially be relocated due to I-69 Section 6. The other is in another area of the city. Two other respondents self-identified as minority were identified adjacent to SR 37 in the northern portion of the corridor in areas where no relocations are anticipated.

Respondents self-identified as low-income were primarily in Martinsville, with no other concentrations noted along SR 37 within the socioeconomic study area. Seven respondents self-identified as low-income were located on the west side of SR 37 between Ohio Street and Martinsville High School and there is an indication that some of these households would be relocated. The fact that twice this number reported higher incomes in the same area demonstrates



that there is a mix of incomes in this area. There were no respondents near SR 37 in other areas of Martinsville that self-identified as low-income. The other 50 respondents that identified as low-income are dispersed throughout the entire project corridor and are not representative of an affected community of an affected cohesive community. Respondents in residential areas north of Martinsville High School on both sides of SR 37 uniformly reported income levels higher than the threshold.

The 633 responses to the question “Do you live in a neighborhood, apartment complex, mobile home park, etc.” provided 61 community names. The community names were previously identified residential subdivisions or mobile home parks, including Sunset Manor (aka Spring Valley), Greenwood Mobile Home Park, and Sunshine Gardens. Based on survey results, no additional affected communities were identified.

Home and vehicular ownership was analyzed to determine if there were any clusters of respondents which might represent a population requiring special relocation assistance or consideration for transit or public transportation. As shown in **Table 5.8-14**, the majority of respondents across all block groups and minority or low-income status indicated they both owned their own home and their own vehicle. For additional reference see **Appendix P**.

Table 5.8-14: Respondent Home and Vehicle Ownership

	ALL	Within BG	Minority or Low-Income within BG
Own Home	92%	90%	83%
Own Vehicle	97%	98%	94%

The information gathered as part of targeted outreach activities, including the residential survey, was used by the project team to assess the positive and negative effects of the project, as well as to support planning and design decisions. Survey responses from block groups with elevated minority or low-income populations or from those individuals that self-identified as minority or low-income were found to be similar to the survey responses from outside these block groups. Responses to specific questions regarding how the project will positively or negatively affect the community and items that can be incorporated into the project to enhance the community are evaluated below.

Question 4-1: Do you feel the I-69 Section 6 project will positively benefit your community? If so, in what way(s)

According to the responses, reduction in congestion, increases in economic opportunity, and increases in ease of travel and/or reduction in travel times were the top three benefits anticipated from I-69 Section 6. Responses to questions were evaluated based on location and minority or low-income status to determine if there was a disproportionately high and adverse impact to a community protected under EO 12898. Responses were tallied in the following four categories.



- All Respondents (ALL)
- Respondents within block groups identified with minority or low-income concentrations higher than COC (Within BG)
- Respondents which self-identified minority persons (Minority)
- Respondents that self-identified low-income persons (Low-income)

In every category except low-income, a higher percentage of respondents felt that the I-69 Section 6 project would positively benefit their community. A higher percentage of respondents within block groups identified with elevated minority and low-income populations and respondents that self-identified as low-income either did not provide a comment or were unsure if the I-69 Section 6 Project would benefit the community. See **Table 5.8-15**.

Of the respondents that answered this question, 530 provided a detailed comment. Summaries of comments by respondents who indicated the project would benefit the community can be seen in **Appendix P**. Respondents that self-identified with a household income which met the low-income criteria indicated economic opportunity as the number one benefit of the project whereas ease of travel and/or reduction in travel times was the number one benefit indicated by all others.

Table 5.8-15: Resident Survey Question 4-1

	All		Within BG		Minority		Low-income	
Yes	414	41.4%	230	55.6%	33	35.9%	14	23.7%
No	277	27.7%	78	18.8%	24	26.1%	18	30.5%
Unsure	91	9.1%	22	5.3%	10	10.9%	8	13.6%
No Comment	217	21.7%	84	20.3%	25	27.2%	19	32.2%
Grand Total	999	100.0%	414	100.0%	92	100.0%	59	100.0%

Question 4-2: Do you feel the I-69 Section 6 project will negatively impact your community? If so, in what way(s).

For all respondents, local traffic and connectivity, and congestion were the top two negative impacts anticipated to result from I-69 Section 6. Responses were evaluated based on location and minority or low-income status to determine if there was a disproportionately high and adverse impact to a community protected under EO 12898. Responses were tallied in the following three categories for comparison.

- All Respondents (ALL)
- Respondents within block groups identified with minority or low-income concentrations higher than COC (Within BG)
- Respondents which self-identified minority persons (Minority) or low-income persons (Low-income) grouped as one category



Of the 999 residential surveys completed, 793 indicated a response to this question. Of those, 54 or 5.4 percent were unsure of the negative effect and mentioned construction impacts, disruption to local traffic and economic impacts; 162 or 16.2 percent did not feel there would be a negative effect; and 577 or 57.8 percent felt there would be some sort of negative effect. For reference to the survey results see **Table 5.8-16**.

Table 5.8-16: Resident Survey Question 4-2

	All		Within BG		Minority		Low-income	
Yes	577	57.8%	25	48.1%	19	51.5%	29	50.0%
No	162	16.2%	10	19.2%	9	24.3%	7	12.1%
Unsure	54	5.4%	4	7.7%	3	8.1%	4	6.9%
No Comment	206	20.6%	13	25.0%	6	16.2%	18	31.0%
Grand Total	999	100.0%	52	100.0%	37	100.0%	58	100.0%

Of 793 respondents that answered this question, 52 were from respondents within block groups identified with minority or low-income concentrations higher than the COC (Within BG), 37 were from respondents which self-identified minority persons (Minority), and 58 were from respondents that self-identified low-income persons (Low-income). Detailed comments are provided in **Appendix P**.

Question 4-3: Do you have suggestions on things INDOT can do to benefit the community as part of the I-69 Section 6 project?

Of the 999 residential surveys completed, 135 indicated a response to this question. Respondents indicated a variety of items which could be included in the I-69 Section 6 project to benefit the community. For all respondents, addition of sidewalks, bicycle lanes, and/or the Grand Valley connectivity, additional lighting, and noise barriers were the top three suggestions. Responses were evaluated based on location and minority or low-income status to determine if there was a disproportionately high and adverse impact to a community protected under EO 12898. Responses were tallied in the following four categories for comparison.

- All Respondents (ALL)
- Respondents within block groups identified with minority or low-income concentrations higher than COC (Within BG)
- Respondents which self-identified minority persons (Minority) or low-income persons (Low-income)

Other items mentioned included selection of a different route or specific route configurations, improvements to local roads/service roads, an accelerated schedule, landscaping, traffic signal improvements (particularly at SR 144), night construction or construction sequencing to minimize community impacts, increased communication, drainage or utility improvements, impacts and efforts to minimize impacts to residential property owners. See **Table 5.8-17**.



Table 5.8-17: Resident Survey Question 4-3

	All		Within BG		Minority		Low-income	
Sidewalks/ bicycle Lanes/Grand Valley Overpass	137	13.7%	69	16.7%	9	24.3%	8	13.8%
Lighting	114	11.4%	50	12.1%	9	24.3%	7	12.1%
Noise Barriers	106	10.6%	40	9.7%	4	10.8%	9	15.5%
Do Not Build It or Select Another Route	94	9.4%	38	9.2%		0.0%	5	8.6%
Improvements to local Roads/service roads	83	8.3%	27	6.5%	8	21.6%	1	1.7%
Accelerate Schedule	29	2.9%	11	2.7%	1	2.7%		0.0%
Landscaping	28	2.8%	13	3.1%	3	8.1%	1	1.7%
No traffic signals at Intersection/Signal improvements	20	2.0%	8	1.9%	1	2.7%	1	1.7%
Night Time Construction/Construction sequencing	18	1.8%	13	3.1%	2	5.4%	1	1.7%
Communication	17	1.7%	6	1.4%	1	2.7%	1	1.7%
Drainage	11	1.1%	6	1.4%		0.0%		0.0%
Minimize Negative Impacts	10	1.0%	4	1.0%	1	2.7%	1	1.7%
Roundabouts	9	0.9%	2	0.5%		0.0%		0.0%
Reduce Lighting	7	0.7%	3	0.7%		0.0%		0.0%
Utility Improvement	7	0.7%	3	0.7%	1	2.7%	1	1.7%
Public Transportation	5	0.5%	2	0.5%		0.0%		0.0%
Planned Growth	3	0.3%	3	0.7%		0.0%		0.0%
Rest Area	2	0.2%	1	0.2%	1	2.7%		0.0%
Comment Provided	998	100.0%	414	100.0%	37	100.0%	58	100.0%

Survey results did not indicate that concerns or perceived impacts to the minority or low-income populations are appreciably more severe than those experienced by the non-minority population or non-low-income populations. The survey results did not indicate that project impacts would be disproportionately high and adverse within minority or low-income communities.

5.8.4.2 Community Organization Survey

In conjunction with the residential survey, a community organization survey was sent to 164 community organizations and stakeholders that represent or serve minority or low-income residents. A total of 15 community organization surveys were completed. Of these, 14 were from individuals that self-identified through the survey questions that they represent minority or low-income populations. A listing of organizations that received the survey, the letter transmittal of the survey, and the survey itself are located in **Appendix P-2**.



Of the 15 respondents, 12 indicated the construction of I-69 Section 6 would have economic effects on their community and two indicated it would not. The predominant positive effects noted included the following.

- Increased visitation and tourism which would bring new business to the socioeconomic study area
- Increased employment and business opportunities
- Increased traffic, better logistic for companies in Martinsville

Negative effects noted included the following.

- Reduction in local tourism due to interstate “bypassing” community
- Increased drug trafficking
- Changes or loss of access and reduced mobility or a division of the community
- Loss of business and economic decline including financial impact to property owners and business
- Construction impacts

Community organizations were asked to provide suggestions on items that could be incorporated into I-69 Section 6 that would benefit the community. Of the 15 respondents, 11 provided suggestions regarding design elements that INDOT could incorporate to benefit the community as part of the I-69 Section 6 project. Suggestions included the following.

- Bicycle and pedestrian facilities especially at grade separations
- Lighting
- Signage to establish a sense of place that would encourage visitors and tourism
- Minimal disruption of business

The community organization survey results did not indicate concerns regarding minority or low-income populations that were different than that of the community at large nor did they indicate that the adverse impacts experienced by the minority or low-income populations would be appreciably more severe or greater in magnitude than those experienced by the non-minority population or non-low-income populations. They did not identify project impacts that would be disproportionately high and adverse within minority or low-income communities.

5.8.4.3 Neighborhood Gatherings

Five neighborhood gatherings were held between November 15 and 17, 2016, in Marion, Johnson, and Morgan counties. The purpose of these meetings was to provide minority and low-income populations an opportunity to meet with INDOT representatives about the project, provide feedback on the project, and to obtain answers to questions. A copy of the materials



presented at these meetings is included in **Appendix P-3**. Neighborhood gatherings were announced via the residential survey mailed to households within block groups with elevated minority or low-income populations, and in the transmittal letter for the community organization survey. INDOT announced their intent to hold neighborhood gatherings to the community advisory committees and stakeholder working group on September 27, 2016, and issued a press release on November 9, 2016 announcing the neighborhood gatherings.

Representatives of both INDOT and FHWA were available at each neighborhood gathering to discuss the project. The intent of these meetings was to provide a smaller venue to encourage attendance by residents that might not have attended prior public meetings. Neighborhood gatherings were held at the Martinsville Baptist Tabernacle Christian School and the Martinsville High School in the southern portion of the project, the Waverly Elementary School in the center of the project, and ERMCO and the Indianapolis Public Library Decatur Township branch in the northern portion of the project. A total of 116 individuals signed in to these meetings. Review of sign-in sheets from meetings indicates that many attendees were from Martinsville and Greenwood within block groups with elevated minority or low-income populations.

The neighborhood gatherings were useful in promoting dialogue with citizens, stakeholders, and the project team. Attendees of the neighborhood gatherings asked about locations of potential relocations, timelines for project development and acquisition, and the acquisition process in general. Although comment forms were available to participants, no written comments were received as a result of the neighborhood gatherings. Attendees were encouraged to complete the resident survey, if not already completed, and many attendees completed the surveys while they were there. General discussion from attendees at the neighborhood gatherings was focused on impacts to individual properties, relocations, and changes in local mobility and access.

5.8.4.4 Minority and Low-Income Relocation Impacts

Section 5.2 identifies potential residential, business, and institutional relocations anticipated as a result of the I-69 Section 6 project. Some of these relocations would occur in block groups with elevated minority or low-income populations. The **Potential Acquisitions and Relocation Map Series**, which is found at the end of **Section 5.2**, shows the distribution of residential, business, and institutional relocations for each of the I-69 Section 6 alternatives.

Data available from the U.S. Census provides the opportunity for statistical analysis of the minority and low-income populations within block groups that are directly impacted by I-69 Section 6. The process for identifying block groups with elevated levels of minority and low-income populations is described in **Section 5.8.3.4**.

Section 5.8.5.1 identifies the relocation impact of I-69 Section 6 in terms of the number of impacted households, institutions and businesses that are located within block groups with elevated levels of minority and low-income populations. The locations of these block groups are shown in **Figure 5.8-2** through **Figure 5.8-4**. The intent of the review in **Section 5.8.5.1** is to



identify the potential for disproportionately high and adverse effect on minority and/or low-income populations based on the characteristics of the area through which the project passes.

Section 5.8.5.2 reviews the relocation impact of I-69 Section 6 in a way that is more focused, but less quantifiable due to a lack of specific minority and low-income data for individual properties. Potential clusters of minority or low-income populations were identified during the targeted community outreach process described in **Section 5.8.4.**, and the potential impacts to these areas are reviewed in the context of other relocations to identify the potential for disproportionately high and adverse effect on minority and/or low-income populations.

5.8.4.5 Relocations in Block Groups with Elevated Minority or Low-Income Populations

A review of block groups with elevated minority or low-income populations provides an understanding of the project area that is being impacted and served by the project. The number of potential residential relocations in block groups with elevated minority or low-income populations are shown for each alternative in **Table 5.8-18**.

Table 5.8-18: Socioeconomic Study Area - Residential Relocations

		Alt. C1	Alt. C2	Alt. C3	Alt. C4	RPA
Total Residential Relocations in Socioeconomic Study Area		189	561	198	220	187
Residential Relocations in Block Groups with Elevated Minority or Low-Income Populations	Percent	58%	23%	49%	53%	44%
	Number	110	128	96	115	82
Residential Relocations in Block Groups with Elevated Minority Population	Percent	33%	5%	12%	14%	17%
	Number	63	31	23	31	32
Residential Relocations in Block Groups with Elevated Low-Income Population	Percent	25%	17%	37%	39%	27%
	Number	47	97	73	84	50

Note: Total potential residential relocations include single-family homes, duplex units, mobile homes, and apartment units counted individually. Table values may vary slightly from expected results based on rounded values. Values for Alternatives C1 through C4 were developed for the DEIS. Values for the RPA were developed after the DEIS was published. Final decisions regarding relocations would be made during final design and right of way acquisition phases. Surveys of individual households would be needed to identify if relocations would be borne by minority or low-income individuals. Regardless of the alternative, there is no indication that all relocations within any block group would be borne solely by minority or low-income individuals.

Of all residential relocations, impacted households in block groups with elevated minority or low-income populations would be over half in Alternatives C1 and C4, 49 percent in Alternative C3, 46 percent in the RPA, and 23 percent in Alternative C2. The small percentage in Alternative C2 is due to the large number of total relocations. It would actually result in the largest number of relocations in block groups with elevated minority or low-income populations at 128.

As the RPA was refined, an effort was made to avoid and minimize residential relocations. The RPA would have the lowest overall impact on households with 187 total relocations and 82 residential relocations within block groups with elevated minority or low-income populations.



Potential institutional relocations in block groups with elevated minority or low-income populations for each alternative are shown in **Table 5.8-19**. The RPA would require relocation of the White River Township Fire Department; Centerstone Behavioral Health Clinic, a not-for-profit provider of community-based behavioral health care; and the Martinsville Evening Lions Club. Of these, only the relocation of the Centerstone Behavioral Health Clinic has the potential to impact low-income or minority communities. The White River Township Fire Department and the Martinsville Evening Lions Club do not offer specialized services to low-income or minority communities of concern that would be impacted by their relocation.

Currently, access to the Centerstone Behavioral Health Clinic is via vehicle as there is no fixed route transit available in the area nor are there sidewalks to access the facility. Centerstone Behavioral Health Clinic is located on the southeast side of Martinsville in a somewhat remote location. Per discussions with Centerstone Behavioral Health Clinic staff, should they require relocation, their intent would be to relocate within Martinsville, closer to other medical facilities near the IU Health Morgan County Hospital and medical campus. The medical campus is located closer to the residential part of the city of Martinsville and can be accessed by vehicle or by sidewalk.

With respect to transit, Morgan County CONNECT Public Transportation provides transit service to destinations within Morgan County for persons of any age or income. CONNECT service is scheduled on a first come first/served basis and provides curb to curb transportation Monday thru Friday, during the hours of 7:00 a.m. to 5:00 p.m. This service would be the same for any location within Morgan County.

Should relocation of the Centerstone Behavioral Health Clinic be required, special provisions will be made so that services are not disrupted and access to the facility will be as good or better than that which currently exists.

Table 5.8-19: Socioeconomic Study Area - Institutional Relocations

		Alt C1	Alt C2	Alt C3	Alt C4	RPA
Total Institutional Relocations in Socioeconomic Study Area		1	3	2	2	3
Institutional Relocations in Block Groups with Elevated Minority or Low-Income Populations	Percent	--	66.7%	--	100%	67.7%
	Number	--	2	--	2	2
Institutional Relocations in Block Groups with Elevated Minority Population	Percent	--	33.3%	--	50.0%	33.3%
	Number	--	1	--	1	1
Institutional Relocations in Block Groups with Elevated Low-Income Population	Percent	--	33.3%	--	50.0%	33.3%
	Number	--	1	--	1	1

Note: Potential institutional relocations include facilities dedicated to public service or culture, such as a church, school, library, non-profit or other civic or community resource. Table values may vary slightly from expected results based on rounded values. Values for Alternatives C1 through C4 were developed for the DEIS. Values for the RPA were developed after the DEIS was published. Final decisions regarding relocations would be made during final design and right of way acquisition phases. Surveys of individual institutions would be needed to identify if relocations would be borne by minority or low-income individuals. Regardless of the alternative, it is very unlikely that all relocations within any block group would be borne solely by minority or low-income individuals.



Potential business relocations in block groups with elevated minority or low-income populations are shown for each alternative in **Table 5.8-20**.

Table 5.8-20: Socioeconomic Study Area - Business Relocations

		Alt C1	Alt C2	Alt C3	Alt C4	RPA
Total Business Relocations in Socioeconomic Study Area		83	77	89	99	81
Business Relocations in Block Groups with Elevated Minority or Low-Income Populations	Percent	68.7%	51.9%	56.2%	61.7%	52%
	Number	57	40	50	58	42
Business Relocations in Block Groups with Elevated Minority Population	Percent	49.4%	28.6%	32.6%	44.7%	38%
	Number	41	22	29	42	31
Business Relocations in Block Groups with Elevated Low-Income Population	Percent	19.3%	23.4%	23.6%	17.0%	14%
	Number	16	18	21	16	11

Note: Table values may vary slightly from expected results based on rounded values. Values for Alternatives C1 through C4 were developed for the DEIS. Values for the RPA were developed after the DEIS was published. Final decisions regarding relocations would be made during final design and right of way acquisition phases. Surveys of individual businesses would be needed to identify if relocations would be borne by minority or low-income individuals. Regardless of the alternative, it is unlikely that all relocations within any block group would be borne solely by minority or low-income individuals.

Business relocations are described in **Section 5.2**. Business, employment, and financial impacts are discussed in **Section 5.5.3.5**. Since each alternative, including the RPA, would upgrade an existing facility, most of the business relocations would occur adjacent to SR 37 or near a proposed overpass or interchange location. As discussed in **Section 4.2**, most development along SR 37 occurred after the highway was realigned and upgraded in the 1960s and early 1970s when it passed primarily through farmland, including the bypass of Martinsville to the east.

Since most development along SR 37 is in response to the highway itself, most of the businesses to be relocated as part of I-69 Section 6 are commercial properties and services oriented to serve high SR 37 traffic levels. These include restaurants, gas stations, automobile dealerships or repair facilities, trucking operations, and light industrial and industrial office spaces. The following types of businesses have been identified for potential relocation.

- Marion County: Trucking operations, fast food or table service restaurants, gas stations, building material suppliers, light industrial and industrial office spaces, daycare facilities
- Johnson County: Gas stations, retail establishments, automotive sales
- Morgan County: Fast food or table dining, automotive repair/dealer, mental health facility, gas stations, nursing home, storage facilities, business office space

Impacted commercial properties – such as gas stations, restaurants, and small retail facilities such as drug stores or strip retail centers – that are clustered around intersections with major crossroads are likely to relocate in the immediate area in response to the visibility and vehicular access afforded by I-69. Relocation of highway-oriented retail businesses to different locations in the area is likely to be driven by needs and opportunities of each specific business.



Feedback from the public and targeted community outreach efforts have not identified affected minority-owned businesses. Due to their locations, the businesses relocated as a result of I-69 Section 6 may serve minority or low-income communities. Review of the certified Disadvantage Business Enterprises listings based on location did not indicate any affected minority-owned businesses within the socioeconomic study area.

5.8.4.6 Potential Minority or Low-Income Relocations by Area (South, Central, North)

Detail regarding individual households is not available at this stage of project development since contact with individual property owners does not occur until the property acquisition process begins. Instead, Census data is used to review potential impacts on minority or low-income populations. It is reliable, current, and consistently available over time. However, I-69 Section 6 passes through areas of relatively low population and the Census block group areas are large and may not represent conditions in the more narrowly defined project area. To define project conditions more closely, this section supplements the statistical block group data by focusing on localized conditions and property relocations anticipated for the I-69 Section 6 project.

Impacts on potential minority or low-income populations are reviewed within the south, central and north corridor areas described in **Section 5.8.3.3** and illustrated in **Figure 5.8-2** through **Figure 5.8-4**. A general description of the corridor area is provided first, followed by a description of locations identified as potentially having elevated minority and low-income populations. Using this information, a qualitative evaluation is made regarding the potential for disproportionately high and adverse effect on minority and/or low-income populations.

South Corridor Area

The south corridor area extends from the south end of the project near Indian Creek, through the city of Martinsville north to the Egbert Road vicinity (**Figure 5.8-2**). Land use can be seen on sheets 1 through 11 in the **Human and Community Map Series** at the end of **Section 5.3**. An overview of land use along and near I-69 Section 6 in the south corridor area is provided below.

- Older housing neighborhoods are located on the west side of SR 37 between Ohio Street and Martinsville High School, including Artesian Courts and duplexes (see below).
- Two mobile home parks are located along the west side of SR 37 between Ohio Street and Martinsville High School (see below).
- Newer housing subdivisions are located west of SR 37 north of Martinsville High School.
- Newer commercial development is located on the east side of SR 37. This development occurred during or after the 1960s and 1970s, when SR 37 was realigned and widened.
- Newer housing subdivisions are located east of SR 37 north of Walmart.



- An area of early residential acquisition is located in flood plain on the east side of SR 37 south of the Ohio Street.
- Mixed commercial, institutional, and residential land uses are located at all proposed interchange areas.

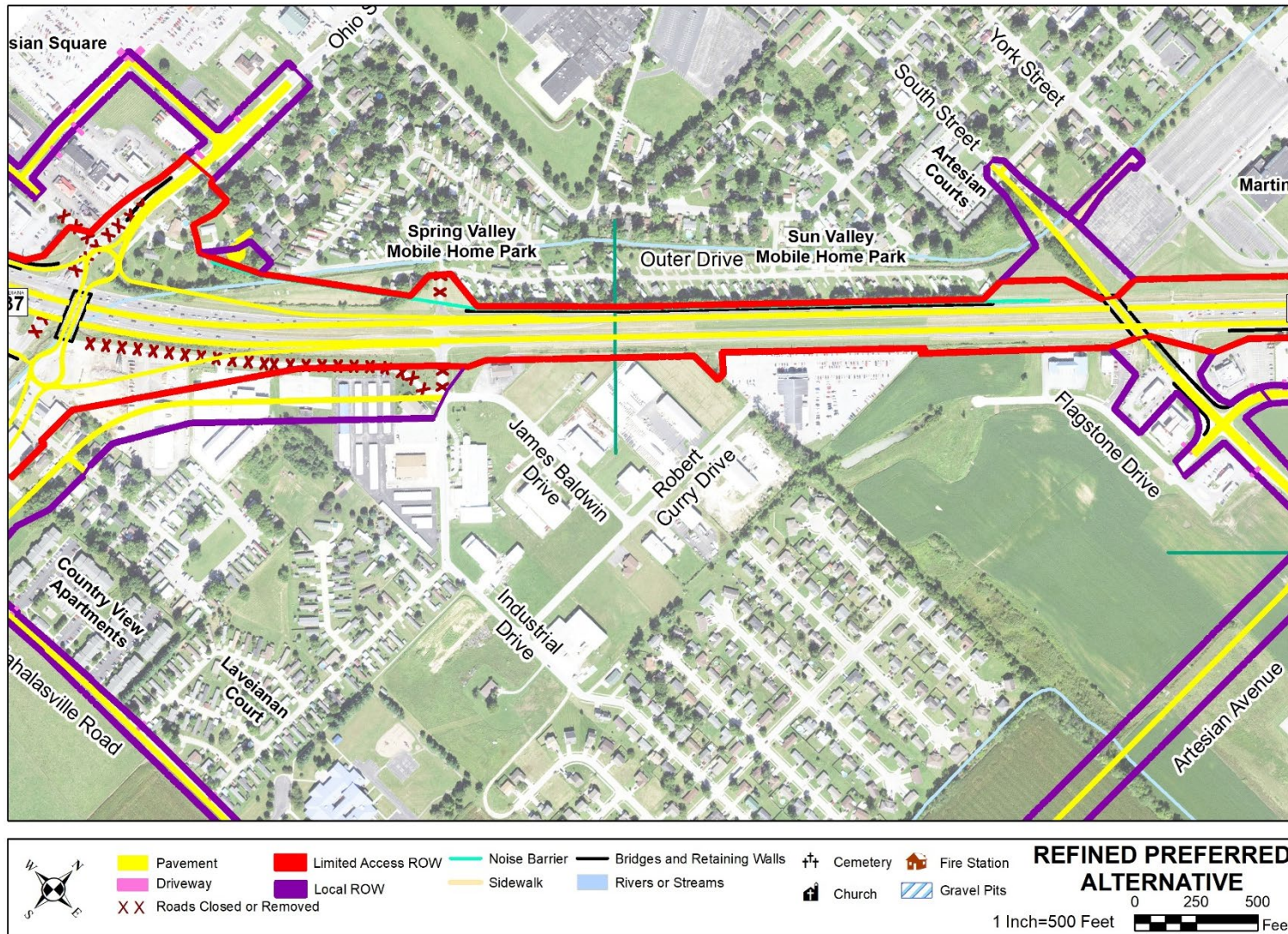
The estimated number of relocations by alternative is shown in **Table 5.8-21**. Several specifically identified communities were identified in the targeted outreach process as potentially having low-income populations. They are all located on the west side of SR 37 between Ohio Street and Martinsville High School. Two mobile home parks are located in this area. During the project development process, mobile homes have been added and/or removed in these parks unrelated to project development activities. There is also a neighborhood of two apartment complexes and multifamily housing units, including Artesian Courts, and single-family housing in this area that may contain low-income households. See **Figure 5.8-5**.

Table 5.8-21: Total Estimated South Corridor Area Relocations

Relocations	Alternative				
	C1	C2	C3	C4	RPA
Single-Family Residence	66	74	75	71	70
Duplex Unit	6	6	6	6	6
Apartment Unit	4	12	12	4	4
Mobile Home	--	29	13	29	2
Business	26	35	40	41	28
Institution	--	1	1	1	2
Total Relocations	102	157	147	152	112

During development of the RPA, refinements to the design were made to avoid and minimize impacts to residential properties, including mobile homes in the south corridor area. Sun Valley and Spring Valley Mobile Home Parks are on adjoining properties located just north of Ohio Street. Together, they include over 100 lots. The community consists of both owner and renter occupied households. The RPA would not acquire any mobile home units from the Sun Valley Mobile Home Park in Martinsville, and acquisition in the Spring Valley Mobile Home Park would be reduced to one unit. A second mobile home relocation occurs on a private property not located within a mobile home park. With Alternatives C2, C3, and C4, potential relocations within Sun Valley and Spring Valley Mobile Home Parks would vary between 13 and 30, depending on the shoulder width of the I-69 mainline.

Figure 5.8-5: Identified Communities in Martinsville





Vacant lots in the Spring Valley Mobile Home Park may allow the opportunity for the relocated households to move within the same community. Other replacement housing in this area includes rental properties and single-family dwellings within the immediate vicinity.

Apartments located in Artesian Courts and adjacent duplexes would be impacted by the Grand Valley grade separation and extension of Grand Valley Boulevard to South Street. Several apartment and duplex units were identified as receiving Housing and Urban Development (HUD) rental subsidies. Relocations in this area include four duplex units and four to twelve apartment units, depending on the alternative. Design refinements were considered in the RPA to reduce potential impacts to these residential properties, but the relocations could not be avoided.

All the alternatives, including the RPA, would require relocation of the Centerstone Behavioral Health Clinic on Southview Drive adjacent to the SR 39 interchange. Current vehicle access from SR 37 is good, but this location is not conducive for bicycle or pedestrian access. The current site is in an area prone to flooding and it is not located near other health facilities.

Centerstone Behavioral Health Clinic representatives have indicated that they are not opposed to a relocation, as their existing facility is not ideal for their needs. A more suitable location may be closer to the Indiana University Health Hospital near existing SR 37 and SR 252, which would be more accessible to pedestrians, bicycles, and vehicles. In this respect, relocation of Centerstone Behavioral Health Clinic could benefit the local community.

Most business relocations in the south corridor area are highway oriented commercial properties located close to interchange areas. Depending on the alternative, they include several restaurants including Indy's Restaurant, KFC, Dairy Queen, Taco Bell, Wendy's, and Texas Corral; Walgreens, Shell and Marathon service stations, storage units, 84 Lumber, and Community Chrysler. No impacts to minority or low-income owners have been identified.

The review of potential residential relocations for the project identified several probable low-income areas, notably along the west side of SR 37 where Sun Valley and Spring Valley Mobile Home Parks, and Artesian Courts are located. The number of residential relocations in probable low-income areas were reduced during development of the RPA. The number of mobile home relocations was reduced from between 13 or 29 to 1 relocation in this area. Although this relocation may impact a low-income household, there will be similar impacts to other non-low-income households in the south corridor area, as indicated by the mix of self-identified income levels in the residential survey (See **Section 5.8.4.1**).

Central Corridor Area

The central corridor area is rural in nature and is dominated by agricultural development with scattered residential development. It extends from Egbert Road in Morgan County to the Johnson County line near SR 144. Within the central corridor area, residential relocations with the RPA include six single family households and one duplex building with two units within Census Tract 6107.02 Block Group 1, which was identified as having an elevated minority population.



There are no block groups containing elevated low-income populations, nor were there any self-identified low-income households identified in the residential survey.

An overview of land use along and near I-69 Section 6 in the central corridor area is provided below.

- The area north of Egbert Road consists of scattered and small subdivision residential, a storage unit facility, a farm implement dealer, and agricultural lands.
- The corridor is fronted by scattered residential properties, some in small subdivisions.
- Six duplexes are located near Huggin Hollow Road north of the Town of Waverly.
- Commercial developments are limited in the central corridor area and are located at proposed interchange areas.
- Commercial developments are generally not dependent on high traffic exposure.

No low-income block groups were identified in the central corridor area, but during targeted outreach, one area was identified as potentially housing low-income population near I-69 Section 6. Six duplexes are located near Huggin Hollow Road north of the town of Waverly. One duplex building with two units would be relocated with the RPA.

Businesses are located near major intersections. They are generally auto-oriented, but do not appear to rely on high traffic exposure for their livelihood. They include golf cart distributor/repair, boat sales, storage buildings, auto repair, and trailer sales.

The estimated number of relocations by alternative is shown in **Table 5.8-22**.

Table 5.8-22: Total Estimated Central Corridor Area Relocations

Relocations	Alternative				
	Alt C1	Alt C2	Alt C3	Alt C4	RPA
Single Family Residence	26	28	19	28	21
Duplex Unit	0	0	0	0	2
Mobile Home	0	0	0	0	1
Business	9	11	5	11	14
Institution (Fire Station)	1	--	1	--	--
Total Relocations	36	39	25	39	38



North Corridor Area

The north corridor area transitions from rural areas near SR 144 at Waverly to suburban subdivisions, large multi-unit modern apartment complexes, and commercial or light industrial development near I-465 in Indianapolis. Development around the interchange of I-465 and SR 37 is dominated by commercial and industrial uses associated with the trucking industry including truck washes, truck repair facilities, and truck stops. Potential residential relocations include apartment units, single family homes, and mobile homes.

An overview of land use along and near I-69 Section 6 in the north corridor area is provided below.

- Scattered farmhouses and residential properties, some in small subdivisions, are typical in the southern portion of this corridor area.
- Greenwood Mobile Home Park is located on the west side of SR 37 near Stones Crossing Road.
- Highway oriented commercial development, institutional uses, or residences are located in the vicinity of most potential interchange areas.
- A high concentration of commercial properties and large number of apartment units are located at Southport Road.
- Trucking oriented commercial developments and stone/gravel operations are located near I-465.

The estimated number of relocations by alternative is shown in **Table 5.8-23**.

Table 5.8-23: Total Estimated North Corridor Area Relocations

Relocations	Alternative				
	Alt C1	Alt C2	Alt C3	Alt C4	RPA
Single Family Residence	43	70	73	44	51
Apartment Unit	38	332	--	24	24
Mobile Home	6	10	0	10	6
Business	48	31	44	42	39
Institution (Library)	--	1	--	1	0
Total Relocations	135	444	117	121	121

Two areas were identified in the targeted outreach process as potentially having low-income populations in the north corridor area. The first is the Greenwood Mobile Home Park located at



in Johnson County near Stones Crossing Road. The second is Sunshine Gardens, a residential development located west of SR 37 and south of I-465.

The Greenwood Mobile Home Park is located just north of SR 144 on the west side of SR 37 in Johnson County. The community consists of approximately 40 lots, with both owner and rental occupied units, and 6 have been identified as potential relocations in the RPA. A segment of old SR 37, which was used prior to the upgrade of SR 37 in the 1960s, serves as a central neighborhood street through the park. See **Figure 5.8-6**.

Stones Crossing Road is located on the opposite side of SR 37 at this location. Stones Crossing Road is shifted south and I-69 mainline lanes are shifted east in all the alternatives, including the RPA, to minimize impact on the Greenwood Mobile Home Park. Shifting further east would impact the Stones Crossing Church and the Travis Hills Historic District.

Alternatives C1 through C4 include a Stones Crossing Road bridge over I-69 at this location. Alternative C1 includes a new local service road that would bisect the mobile home park by turning existing Old SR 37 into a local service road. Old SR 37 used to be continuous across Travis Creek, but it currently dead-ends at Travis Creek and serves as an internal roadway to the park. Alternatives C2, C4, and the RPA would provide a new local service road immediately adjacent to I-69 to avoid the need to extend a local service road through the park. Old SR 37 would continue to serve as an internal roadway in the park. Alternatives C2, C4, and the RPA would require residential relocations, but would not divide the mobile home park with the local service road. The Stones Crossing Road bridge over I-69 would not be constructed in the RPA.

Vacant lots within the Greenwood Mobile Home Park may allow the opportunity for some of those being relocated to move to a home within the same community. If not, other replacement housing is available in this area, including rental properties and single-family dwellings in the immediate vicinity.

Sunshine Gardens contains single family homes on large lots. Zoning in this area is such that horses are allowed and several residences have small corrals and barns. This development is located west of SR 37 and south of I-465 between Thompson Road and Epler Avenue and Warman Avenue and Sandhurst Drive. This area is within a block group noted for elevated populations of low-income individuals and was noted during targeted outreach as an area potentially with a relatively high concentration of low-income households. See **Figure 5.8-7**.

With the RPA, 18 households would be relocated in Sunshine Gardens due to the installation of exit ramps from I-465 to I-69. Impacts to 5 or 6 of these properties appear to be limited to the edges of the property. Specific impacts will be refined during design to determine whether the number of properties impacted can be reduced.

Multifamily relocations are located within the Southern Dunes and Aspen Lakes apartment complexes at Southport Road. The Southern Dunes complex is located west of SR 37 within Census Tract 3801 Block Group 3 which is identified in **Section 5.8.4.3** as having elevated minority population.



Figure 5.8-6: Greenwood Mobile Home Park

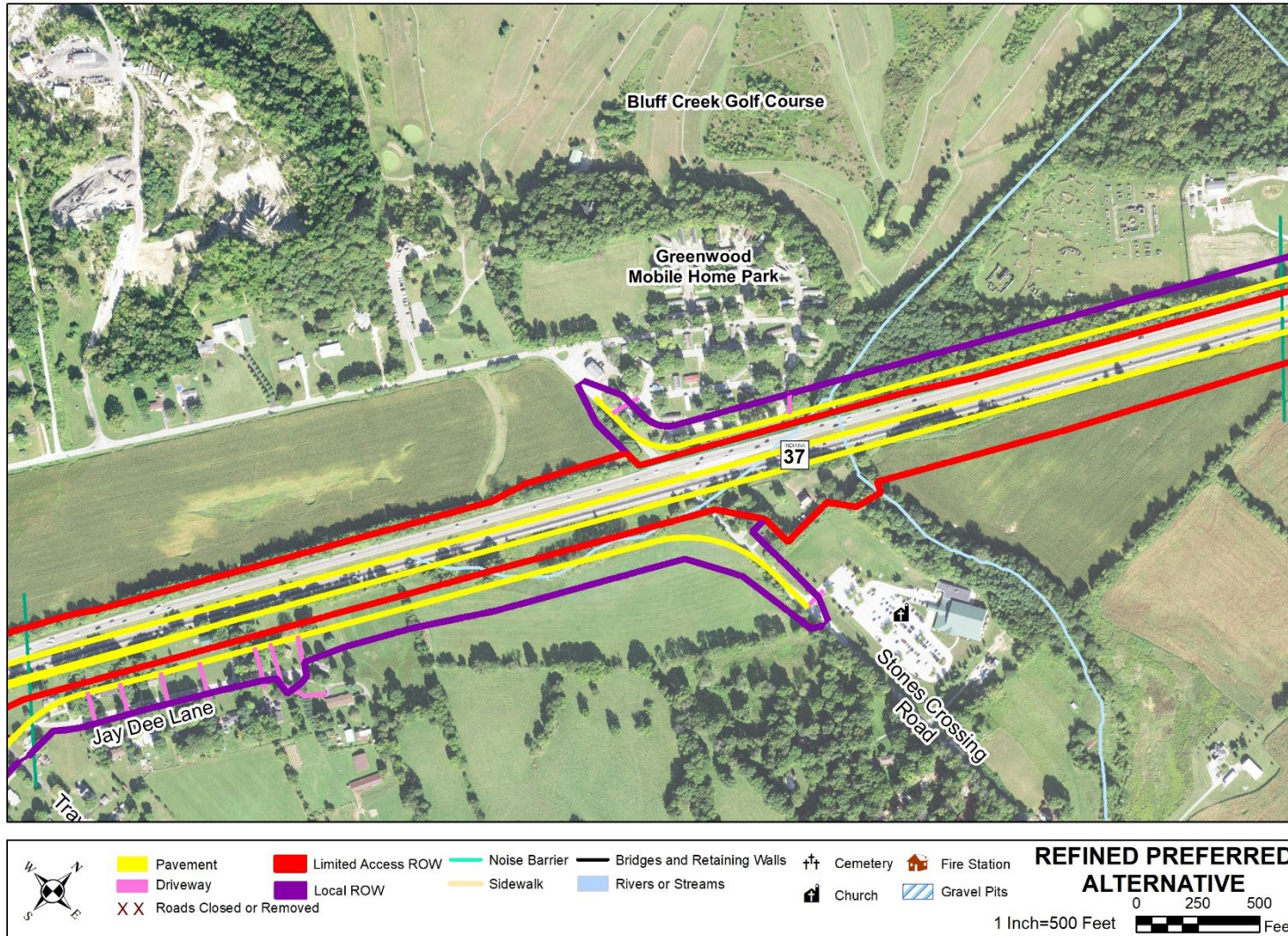
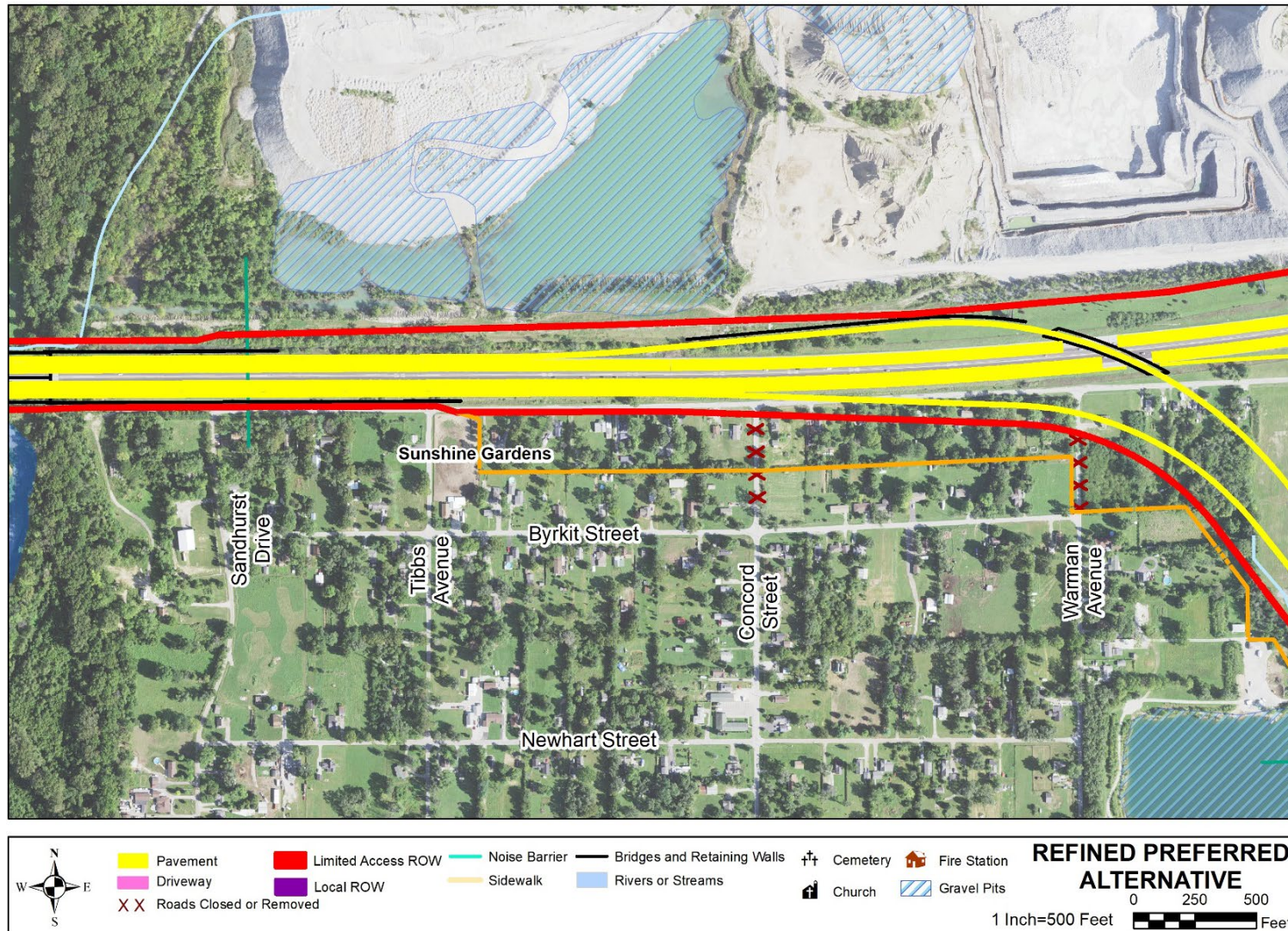


Figure 5.8-7: Sunshine Gardens Neighborhood





The Southern Dunes apartments are relatively new, with construction starting in 2014 and most units completed in 2015 and 2016, after the ACS Census data was gathered. Targeted outreach to identify defined concentrations of minority or low-income groups did not identify Southern Dunes Apartments with elevated minority or low-income populations. This apartment complex is not listed as accepting HUD subsidies.

Two of the 14 apartment buildings in the Southern Dunes apartment complex would be relocated with Alternative C1. Since most buildings would be unaffected, relocated households could have the opportunity to move within the same community. Other replacement housing in this area includes rental properties and single-family dwellings within the immediate vicinity. The alternatives, including the RPA, would not impact the Southern Dunes apartment complex.

The Aspen Lakes apartment complex is located east of SR 37 on the south side of Southport Road, as shown in **Figure 5.2.1**. It is in Census Tract 3801 Block Group 1, which is relatively small and is not identified with elevated minority or low-income population. Since Aspen Lakes apartments were constructed in the early 2000s, residents are included in the ACS Census data used in this study. Alternatives C2 and C4A would require acquisition of all 332 units of Aspen Lakes Apartments. Alternatives C1, C3, and C4B would impact one building with 24 units. Option C4B was incorporated into the RPA.

Single family relocations are dispersed throughout the north corridor area and are distributed among minority, non-minority and low-income, or low-income block groups. Targeted outreach used to identify defined neighborhoods or areas where minority or low-income groups are concentrated did not identify any specific areas within the north corridor area, with the exception of Greenwood Mobile Home Park and Sunshine Gardens.

The White River Township Fire Department is in Block Group 3 of Census Tract 6106.04, which is identified as having elevated low-income population. This fire station has been planning to move its facility to a more central location within the community for several years and has already purchased property at its future location.

Some business relocations in the north corridor area are located near major intersections, but most business relocations are located on the north end of the section near I-465. Depending on the alternative, the highest concentration of business relocations could occur near the Southport Road interchange. Alternative C4A would have fewer business relocations in the northwest quadrant of the interchange, but it would require the complete acquisition of Aspen Lakes Apartments (332 units) in the southeast quadrant. Alternative C4B, which was incorporated into the RPA, would require the acquisition of 14 more businesses in the northwest quadrant, but would reduce the number of apartment relocations to one building (24 units).

Listings of disadvantaged and minority owned business enterprises do not indicate that the affected business are owned by minority or low-income individuals, or that they provide specialized services to low-income or minority populations. Depending on the alternative, relocated businesses in the north corridor could include two BP service stations, various trucking



operations near I-465, crane rental business, sand and gravel operations, a construction contractor headquarters, a daycare center, and multiple restaurants.

5.8.4.7 Relocation Assistance for Residences, Institutions, and Businesses

Relocation resources and relocation assistance advisory services will be available to all relocated households or businesses without regard to race, creed, color, national origin, or economic status, as required by Title VI of the Civil Rights Act, Title VIII of the Civil Rights Act (42 U.S.C. §3601 et seq.), and Executive Order 11063 (27 FR 11527, November 24, 1962). In accordance with Environmental Justice Executive Order 12898, it is anticipated the project.

All acquisitions and relocations required by this project will be completed in accordance with the Uniform Act and Title VI of the Civil Rights Act. No person displaced by this project will be required to move from a displaced dwelling unless comparable replacement housing is available to that person. INDOT will take required actions to ensure fair and equitable treatment of persons displaced as a result of this project up to and including providing replacement housing of last resort¹⁰ as defined in 49 CFR §24.404.

At the time that right of way is appraised, a relocation agent will be assigned to this project to ascertain the needs and desires of the potentially displaced persons to provide information, answer questions, give help in finding replacement property, and issue last resort housing payments, if needed. Advisory services will be made available to farms and businesses, with the aim of minimizing the economic harm of relocations.

If a displaced resident cannot be relocated due to the unavailability of comparable housing, or because comparable housing is not available within the statutory limit of the Uniform Act, then housing of last resort will be made available to these persons. Last resort housing includes, but is not limited to, rental assistance, additions to existing replacement dwellings, construction of new dwellings, and dwelling relocation. Replacement dwellings must meet the requirements of decent, safe, and sanitary standards as established by FHWA.

Resources will be available to all relocated residents without regard to race, creed, color, sex, national origin, or economic status, as required by the Uniform Act and Title VI of The Civil Rights Act. Financial assistance will be available to eligible persons displaced by this project. Payments received are not considered as income under the provisions of the Internal Revenue Code of 1954; or for the purposes of determining any person's eligibility, or the extent of eligibility, for assistance under the Social Security Act or any other federal law.

¹⁰ *The purpose of the program is to allow broad latitude in methods of implementation by the state so that decent, safe, and sanitary replacement housing can be provided. This program is used, as the name implies, only as a "last resort," when there is no adequate opportunity for relocation within the area.*



As discussed in **Section 5.2.4**, sufficient replacement housing appears to be available to accommodate the expected number of residential relocations within the project corridor. However, although there is an adequate supply of decent, safe, and sanitary houses for purchase in Martinsville, Mooresville, and Bargersville, there were relatively few rental properties available as of August 2017. Under the provisions of the Uniform Act, if there is a shortage of decent, safe, and sanitary rental property at the time of relocation, affected residents that are renting may be relocated to non-rental housing, if they so choose. Similarly, affected institutions and businesses could be relocated in close proximity to their current location, if they so choose. These decisions would not be made until the right of way acquisition phase.

5.8.5 Altered Travel Patterns and Community Cohesion

The I-69 Section 6 project entails upgrading an existing multi-lane, divided transportation facility to a full freeway design. Where the connectivity of existing public roads would be severed by I-69 in Section 6, connectivity would be maintained via overpasses/underpasses or road relocations, or on other routes that are within a reasonable distance of the severed roadway.

Since the I-69 Section 6 project entails upgrading an existing multi-lane, divided transportation facility, existing neighborhoods would not be severed. Most of these neighborhoods have developed along existing SR 37 and their eastern or western boundaries tend to fall in line with the boundaries of SR 37 right of way. For that reason, potential relocations would tend to occur along the fringe of neighborhoods, which generally has less impact on the cohesive nature of most affected neighborhoods. Community cohesion is discussed in greater detail in **Section 5.2.7**.

Section 5.3.4 provides a detailed discussion of local access issues related to the project, including a listing of road closures, relocations, and overpasses/underpasses proposed for each build alternative and the RPA. The changes in the local roadway network could require some members of the public to travel farther distances for services and employment opportunities. Some proposed modifications to the local roadway network could require others to travel less for the same services or employment opportunities. In either case, it is anticipated that safety would improve for traffic crossing I-69 due to the grade separated roadway crossings.

With the RPA, access to I-69 would be available at interchanges in affected communities that have elevated minority or low-income populations, including SR 39, Ohio Street, SR 252, SR 44, SR 144, Smith Valley Road, and County Line Road. Only one of the proposed interchanges is located in an area that does not directly serve elevated minority or low-income populations (Henderson Ford Road). Local service roads are incorporated into each of the alternatives, including the RPA, to minimize property impacts resulting from the creation of landlocked parcels. In several areas, local service roads, as well as realignment of local roadways, are incorporated into the alternatives and the RPA in direct response to public concerns regarding local transportation mobility and connectivity.



The local service roads would benefit the local community, including block groups with elevated minority and low-income populations, by providing increased mobility and connectivity. Improved local connectivity and system linkage would increase traffic in some areas, which could result in negative impacts such as increased localized air emissions and noise from transportation sources. Feedback received from the public outreach efforts generally indicate that the improved connectivity and mobility provided by the local service roads outweigh these potential negative consequences.

Section 5.3.4.2 provides a discussion of local access issues related to the project, including a listing of road closures, relocations, and overpasses/underpasses proposed for each build alternative. **Section 3.3** identifies transportation benefits of the I-69 Section 6 project.

Residents all along I-69 Section 6, including those in block groups with elevated minority and low-income populations, would benefit from improved access and mobility, as described in the discussion of local decision areas in **Chapter 6, Comparison of Alternatives**. The proposed grade separation at Grand Valley Boulevard is one example of a locally driven decision that would improve local connectivity and mobility. This project element was added in response to feedback received from the public indicating a need to better connect residents on the west side of SR 37, including the Sun Valley and Spring Valley mobile home parks, which were identified as having a high potential of including elevated low-income populations (see **Section 5.8.4.2**).

The Grand Valley Boulevard grade separation (bridge over I-69) would directly benefit the identified low-income affected community within Martinsville by providing a safer, more direct route to the Grand Valley Shopping Center. The shopping center contains a Walmart Supercenter, with a grocery store, pharmacy, gas station, and common household supplies. Sidewalks would be provided on the overpass as well, which would greatly enhance safety and neighborhood connectivity. It has been reported at multiple public meetings that residents west of SR 37 sometimes cross the existing four-lane divided highway to reach the commercial areas on the east side. The overpass will address this current unsafe condition.

5.8.6 Noise

Section 5.10 identifies potential noise impacts anticipated as a result of implementing the I-69 Section 6 project. Some of these impacts would occur in block groups with elevated minority or low-income populations. **Figure 5.10-1** through **Figure 5.10-10** show the distribution of noise receivers for each of the I-69 Section 6 alternatives.

Potential noise impacts in block groups with elevated populations of minority, low-income, or both are shown for each alternative in **Table 5.8-24**. The INDOT Traffic Noise Analysis Procedure states that highway noise impacts occur if either of two conditions is met: 1) the predicted Leq(h) levels approach or exceed the appropriate noise abatement criteria (NAC) for the land use identified, or 2) the predicted highway Leq(h) noise levels substantially exceed the existing noise level. “Approach or exceed” is defined as levels that are within 1 dBA Leq(h) of the appropriate NAC or higher. The NAC for residential land use is 67 dBA. Accordingly, 66



Table 5.8-24: Socioeconomic Study Area – Noise Impacts

		Alt C1	Alt C2	Alt C3	Alt C4	RPA
Total Noise Impacts in Socioeconomic Study Area		702	579	693	584	788
Noise Impacts in Block groups with Elevated Minority or Low-Income Populations*	Percent	68%	71%	67%	62%	63%
	Number	479	409	463	362	498
Potential Noise Impacts in Block groups with an Elevated Minority Population	Percent	36%	42%	35%	41%	34%
	Number	257	241	246	238	268
Potential Noise Impacts in Block groups with an Elevated Low-Income Population	Percent	42%	41%	41%	33%	39%
	Number	289	235	284	191	304

Note: Numbers are based on total noise impacts. Table contains calculated values and may vary slightly from expected results based on rounded values.

**Noise impacts occur in an affected community with both elevated minority and low-income populations. As a result, the data presented in this row does not equal the sum of noise impacts listed in the rows below.*

dBA is the level at which highway noise impacts occur. “Substantially exceed” means predicted traffic noise levels exceed existing noise levels by 15 dBA or more. Note that if the existing ambient noise level currently approaches or exceeds the NAC, then predicted increases are not considered effects unless there is an increase of 15 dBA.

Total noise impacts in block groups with elevated minority or low-income populations are 479 with Alternative C1, 409 with Alternative C2, 463 with Alternative C3, and 362 with Alternative C4, and 498 with the RPA. Potential noise impacts are spread out along the entire corridor affecting minority and low-income populations, as well as non-minority and non-low-income populations.

Total noise impacts for the socioeconomic study area are 702 with Alternative C1, 579 with Alternative C2, 693 with Alternative C3, 584 with Alternative C4, and 788 with the RPA. The increase in the anticipated noise impacts with the RPA is primarily associated with design refinements that reduce the number of relocations. For each of the alternatives, as well as the RPA, noise impacts within affected communities that have elevated minority or low-income populations are greater than 50 percent of the total number of noise impacts. Regardless of the alternative, it is unlikely that all receptors impacted by noise within an affected community with elevated minority or low-income populations would be minority or low-income individuals.

Noise abatement has been analyzed at 30 locations. The feasible and reasonable noise barriers are located in three areas:

- The densely-populated areas of Martinsville, west of the proposed project.
- The far north end of the corridor just south and north of Southport Road.
- South of I-465 and east of Bluff Road.



Ten feasible and reasonable noise barrier locations are identified in the RPA, nine in Alternatives C1 and C4, and eight in Alternatives C2 and C3. Noise receptors and potential feasible and reasonable noise barrier locations for the RPA are shown in **Figures 5.10-1** through **5.10-14**. More detailed information, including potential feasible and reasonable noise barriers for the other alternatives, is presented in **Appendix T**.

Of the nine feasible and reasonable noise barriers with Alternatives C1 and C4, eight would provide a noise reduction benefit to affected communities that have elevated minority or low-income populations. All eight feasible and reasonable noise barriers with Alternative C2 would provide a noise reduction benefit to block groups with elevated minority or low-income populations. For Alternative C3, seven of the eight feasible and reasonable noise barriers would provide a noise reduction benefit to block groups with elevated minority or low-income populations.

Of the ten feasible and reasonable noise barriers with the RPA, eight would provide a noise reduction benefit to affected communities that have elevated minority or low-income populations, and a ninth noise barrier (noise barrier 4S) would provide a noise reduction benefit to two block groups, including one with both minority and low-income populations (Census Tract 3806 Block Group 1).

Within the community of Martinsville, a noise barrier has been deemed feasible and reasonable alongside the Spring Valley and Sun Valley mobile home community. In addition, a noise barrier has been deemed reasonable and feasible alongside the Plaza Drive Condominium Association near SR 39. Plaza Drive Condos is the only senior living community within Martinsville. A noise barrier has also been deemed feasible and reasonable along the Greenwood Mobile Home Park in Johnson County. The communities will be engaged during the design process to determine whether they prefer this type of noise abatement mitigation.

A reevaluation of the noise analysis will occur during final design. If it is determined that conditions have changed such that noise abatement is not feasible and reasonable, the abatement measures might not be provided. The final decision on the installation of any abatement measure(s) will be made upon the completion of the project's final design and the public involvement process. Additional information on the noise abatement assessment can be found in **Section 5.10.3**.

Noise abatement is identified as feasible and reasonable in Martinsville between Ohio Street and the High School along the west side of I-69, where a potential concentration of low-income households has been identified (see **Section 5.8.4.1**).

5.8.7 Air Quality

Section 5.9 provides a detailed discussion of the air quality analysis completed for the I-69 Section 6 project. This analysis indicates that the project would not contribute to any violation of the National Ambient Air Quality Standards. As part of the air quality analysis, FHWA and



INDOT have provided a qualitative analysis of Mobile Source Air Toxics (MSAT) emissions relative to the build alternatives and the no-build scenario. FHWA and INDOT have acknowledged that the project may result in increased exposure to MSAT emissions in certain locations, although the concentrations and duration of exposures are uncertain, and because of this uncertainty, the health effects from these emissions cannot be reliably estimated.

The MSAT emissions for the build alternatives, including the RPA, could be higher relative to the no-build scenario, but this could be offset due to increases in speeds and reductions in congestion (which are associated with lower MSAT emissions). Also, MSAT would be lower in other locations when traffic shifts away from them. On a regional basis, USEPA vehicle and fuel regulations coupled with fleet turnover will cause substantial reductions that, in almost all cases, will cause region-wide MSAT levels to be significantly lower than today.

5.8.8 Summary

Under FHWA Order 6640.23A, FHWA and INDOT, as a recipient of funding from FHWA, are responsible to ensure that their programs, policies, and activities do not have a disproportionately high and adverse effect on minority or low-income populations. As defined in **Section 5.8.2**, a disproportionately high and adverse effect is an adverse effect that:

1. is predominantly borne by a minority population and/or a low-income population; or
2. will be suffered by the minority population and/or low-income population and is appreciably more severe or greater in magnitude than the adverse effect that will be suffered by the non-minority and/or non-low-income population.

This section identifies and analyzes minority and/or low-income populations in the socioeconomic study area of I-69 Section 6. Information is obtained from the 2010-2014 American Community Survey from the U.S. Census, the FHWA Environmental Justice web page, public participation, and a thorough assessment of communities in the socioeconomic study area. Block groups with elevated levels of minority or low-income populations were identified using a community of comparison as a base, and the effect of the project on these block groups was analyzed.

A targeted outreach program was undertaken to identify and engage potentially affected minority or low-income communities and relevant community-based organization that represent or advocate on behalf of those populations. The project team contacted over 40 community-based organizations, agencies, and managers of facilities with multiple rental units to assess the potential presence of minority or low-income populations, to learn of their concerns, and to identify ways to involve them in the I-69 Section 6 project development process. The intent was to move from the large block groups with elevated levels of minority or low-income populations to focus more directly on residences, institutions, and businesses to be relocated with I-69 Section 6.



Throughout the I-69 Section 6 project development process, the project team has used an extensive public involvement and outreach plan to address the requirement for full and fair participation of all persons, including low-income or minority individuals, in the decision-making process. **Chapter 11, Comments, Coordination, and Public Involvement**, provides a detailed summary of public participation activities. Specific outreach efforts that informed the environmental justice analysis can be found **Section 5.8.2**.

Through targeted public outreach, statistical research, and the general public involvement process, an area of potential low-income population was identified in Martinsville on the west side of SR 37 north of the Ohio Street interchange, including two contiguous mobile home parks, small apartment complexes, duplexes, and single-family homes. Other areas identified included Greenwood Mobile Home Park and Sunshine Gardens in the north area of the corridor.

Efforts were made to enhance connectivity, safety, and access to conveniences for these and other minority and low-income communities in defining alternatives for I-69 Section 6. Care was taken to see that residents and businesses within block groups with elevated levels of minority and low-income populations would continue to have access to their community services such as public schools, shopping, and medical facilities.

As work on the I-69 Section 6 DEIS was concluding, five neighborhood gatherings were held in areas identified as having elevated concentrations of minority or low-income populations. The methods used to engage these groups, as well as the feedback obtained during the targeted outreach activities, are summarized in **Appendix P**. The feedback collected during the targeted outreach was used in evaluating the potential for disproportionately high and adverse impacts to low-income or minority populations. No substantive written or verbal comments were received regarding the environmental justice analysis or its preliminary conclusions. The feedback was also used to guide subsequent refinements to the preferred alternative presented in the DEIS.

Following publication of the DEIS, INDOT held two public hearings to solicit comments and feedback on the DEIS. The public hearings allowed the public to review displays depicting the build alternatives, including the DEIS preferred alternative, and submit verbal or written comments. Notification of the hearing was distributed via press release and news media coverage, flyers in select locations, INDOT email and text lists (including targeted outreach lists), social media, and communication with the CACs and SWGs.

Following the public hearing and receipt of comments, the focus on low-income and minority communities continued. Several refinements to the DEIS preferred alternative were made specifically to reduce impacts in the identified areas of potential low-income population. In Martinsville on the west side of SR 37 north of the Ohio Street interchange, mobile home relocations were reduced from 30 to one in the Sun Valley and Spring Valley Mobile Home Parks. Residential relocations were reduced from 10 to four in the Greenwood Mobile Home Park. Business relocations were reduced from 58 to 42 in block groups with elevated minority or low-income populations as the DEIS preferred alternative was refined to form the RPA.



INDOT continued to solicit feedback following the publication of the DEIS and development of the RPA. The comments received during the DEIS public hearings covered a wide range of topics, especially related to relocations along the corridor. Additional public meetings were held to discuss the RPA, including two combined CAC and SWG meetings, as well as three public meetings. Although these meetings were not specifically targeted toward engagement of low-income or minority communities, the methods of advertisement and selection of meeting venues was completed in a manner that would readily support their participation.

The I-69 Section 6 corridor includes several areas where project impacts had the potential to disproportionately fall upon low-income or minority communities. The I-69 Section 6 project team conducted public outreach tailored specifically to meaningfully engage these communities and identified several related concerns associated with project impacts. These concerns include relocation of residences and businesses, changes in travel patterns, community cohesion, noise impacts, and air quality impacts.

In response to these expressions of concern, the I-69 Section 6 project team modified the design of the project in several important ways through avoidance and minimization of impacts. In doing so, the I-69 Section 6 project team considers project impacts to be adverse but, because of minimization and avoidance measures incorporated into the design, these impacts are not considered to be high or disproportionate.

The public outreach conducted since the release of the DEIS emphasized the important changes made to the project. The responses from that outreach, including the feedback at the CAC and SWG meetings, supported the selected alternative. In the preparation of the final design for this project, INDOT will implement the project commitments and will continue to seek ways to avoid and minimize impacts to low-income and minority communities.