2004 Annual Update "...and Justice for All"

DVRPC'S Strategy for
Fair Treatment and Meaningful
Involvement of All People









Fair Treatment

of All People

Meaningful Involvement

SEPTEMBER 2004

2004 Annual Update to "...and Justice for All": DVRPC's Strategy for Fair Treatment and Meaningful Involvement of All People

> Delaware Valley Regional Planning Commission The Bourse Building – 8th Floor 111 South Independence Mall East Philadelphia, PA 19106-2582

> > www.dvrpc.org

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Created in 1965, the Delaware Valley Regional Planning Commission (DVRPC) is an interstate, intercounty and intercity agency that provides continuing, comprehensive and coordinated planning to shape a vision for the future growth of the Delaware Valley region. The region includes Bucks, Chester, Delaware and Montgomery counties, as well as the City of Philadelphia in Pennsylvania and Burlington, Camden, Gloucester and Mercer counties in New Jersey. DVRPC provides technical assistance and services; conducts high priority studies that respond to the requests and demands of member state and local governments; fosters cooperation among various constituents to forge a consensus on diverse regional issues; determines and meets the needs of the private sector; and practices public outreach efforts to promote two-way communication and public awareness of regional issues and the Commission.



Our logo is adapted from the official DVRPC seal and is designed as a stylized image of the Delaware Valley. The outer ring symbolizes the region as a whole, while the diagonal bar signifies the Delaware River. The two adjoining crescents represent the Commonwealth of Pennsylvania and the State of New Jersey.

DVRPC is funded by a variety of funding sources including federal grants from the U.S. Department of Transportation's Federal Highway Administration (FHWA) and Federal Transit Administration (FTA), the Pennsylvania and New Jersey departments of transportation, as well as by DVRPC's state and local member governments. The authors, however, are solely responsible for its findings and conclusions, which may not represent the official views or policies of the funding agencies.

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The Delaware Valley Regional Planning Commission (DVRPC) is the MPO for the nine-county, bi-state Philadelphia-Camden-Trenton region. In furtherance of DVRPC's mission "to plan for the orderly growth and development of the Delaware Valley region," and to respond to federal guidance on environmental justice, the agency published "...and Justice for All": DVRPC's Strategy for Fair Treatment and Meaningful Involvement of All People in September 2001. DVRPC has since published annual updates, providing a summary of activities conducted by the commission and new data and analysis related to environmental justice (EJ).

This year's update looks at transit travel time as it relates to employment and the "degrees of disadvantage" (identified in the original EJ report and its updates) by evaluating commute time to and from Philadelphia. With data collected from a previous DVRPC study (1997 Highway and Transit Travel Time Survey for the Delaware Valley Region, published in June 2002) and utilizing a commuting time threshold of 60 minutes, the analysis statistically demonstrates that job opportunities are proportionally greater near Philadelphia and that time disparities, sometimes significant, exist between public and private transportation. Given that some of the identified EJ populations are reliant on public transit, it is important to recognize that commute time affects the quality of life of these EJ populations. Therefore, DVRPC staff determined that the 60 minute commute time is relevant and should be included as a quality of life factor in present and future EJ analysis.

Additionally, the Transportation Improvement Program for both New Jersey and Pennsylvania has undergone an update for Fiscal Year 2005. As in previous EJ reports, the TIP projects are examined in conjunction with the region's census tracts and their degrees of disadvantage.

The analysis of EJ extends to other DVRPC work programs. DVRPC is undertaking the third round of funding for the Transportation and Community Development Initiative (TCDI). This program is intended to assist municipalities in reversing the trends of disinvestments and decline in the region's Core Cities and First Generation Suburbs. The TCDI program's eligibility requirements, added in Fiscal Year 2003, require eligible census tracts to have two or more EJ-related degrees of disadvantage. Also, work activities for EJ and for job access and reverse commute include reciprocal data that enhance the analysis of both programs. DVRPC's update of the Job Access and Reverse Commute (JARC) Transportation Plan (*Improving Access to Opportunities*) uses degrees of disadvantage and quality of life factors to evaluate the existing locations of JARC services and future additional service where populations are underserved. Furthermore, DVRPC is beginning to incorporate EJ analysis into various corridor studies, one of the principal work activities at the agency.

DVRPC's public involvement efforts continued with the quarterly publication of the EJ newsletter, the adoption of the *Environmental Justice Protocol* to serve as a guide for the agency's staff and the preparation and coordination of a major Public Involvement/Environmental Justice conference to be held in fall 2004.

Title VI of the Civil Rights Act of 1964 and the 1994 President's Executive Order on Environmental Justice (#12898) states that no person or group shall be excluded from participation in or denied the benefits of any program or activity utilizing federal funds. Each federal agency is required to identify any disproportionately high and adverse health or environmental effects of its programs on minority populations and low-income populations. In turn, Metropolitan Planning Organizations (MPO's), as part of the United States Department of Transportation's Certification requirements, are charged with evaluating their plans and programs for environmental justice sensitivity, including expanding their outreach efforts to low-income and minority populations.

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Transit Travel Time

Accessibility to jobs and amenities is a crucial goal in environmental justice and influences the quality of life for individuals, particularly for those who rely on public transit and have a limited income. As such, it is useful to look at the commute time to and from employment centers, the population residing within certain travel time limits and the number of jobs within reach of these travel time limits. The quality of life factors maps in previous reports have illustrated the job access reverse commute routes and region-wide transit routes with a quarter mile buffer. This annual update takes a closer look at transit travel as it relates to employment by evaluating commute time to and from Philadelphia, where the largest concentration of jobs and residents exists in the region.

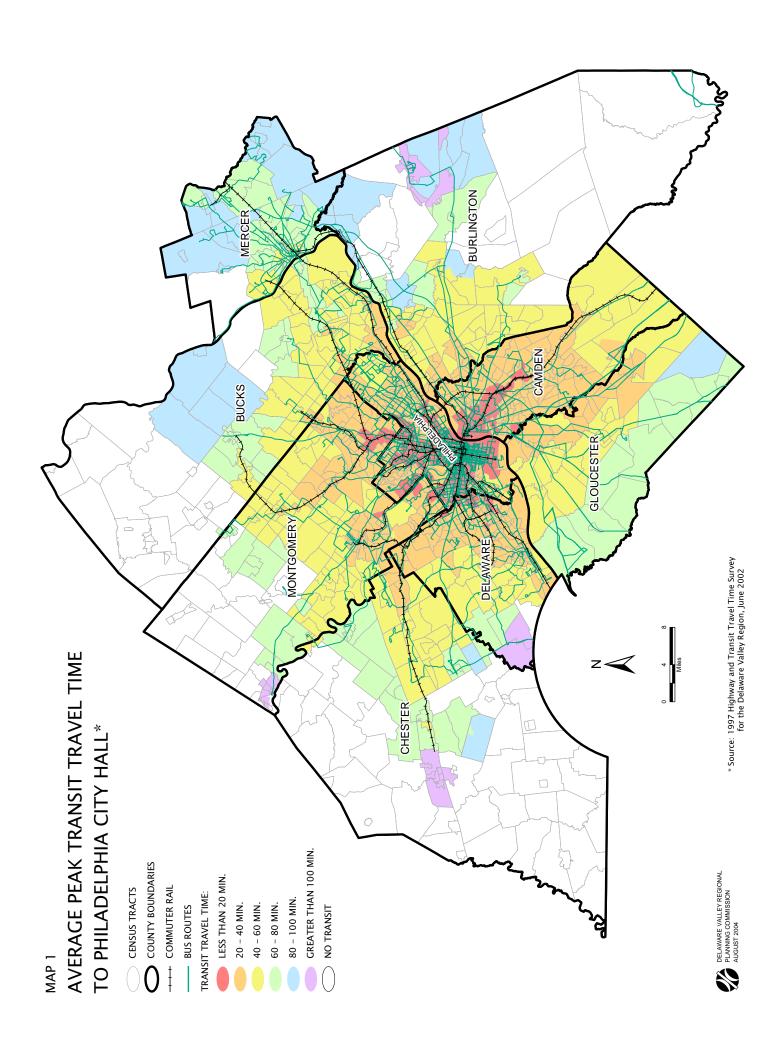
This evaluation utilizes a report, 1997 Highway and Transit Travel Time Survey for the Delaware Valley Region, published by DVRPC in June 2002 that examined travel time and speed for various destinations and routes throughout the Delaware Valley region. Transit schedules and highway survey data from

1997 was applied to a simulation model to help analyze transit and highway travel.

Map 1: Average Peak Transit Travel Time to Philadelphia City Hall depicts the average peak time for transit travel from Philadelphia City Hall to different census tracts in the region. (Because the travel times correspond to traffic analysis zones (TAZs), the coded colors do not exactly follow the shapes of the census tracts, although these differences are minor.) Travel times are categorized in groups of minutes, with the shortest travel time, less than 20 minutes, closest to City Hall, and the longest travel time, greater than 100 minutes, in some of the census tracts at or near the region's boundary. Due to transit speeds and the locations of transit routes and stops, travel times may be shorter for census tracts located farther away from City Hall than those situated closer. Some census tracts do not have transit accessibility to City Hall.

According to Map 1, all of the census tracts in the counties of Philadelphia, Camden and Gloucester and all but one of the census tracts in the counties of Delaware and Mercer are accessible by transit to City Hall, but their travel times may be as short as 20 minutes or less to as great as more than 100 minutes. Map 2: Transit Travel Time with Quality of Life Factors and Degrees of Disadvantage refines the information to illustrate census tracts that are within or greater than 60 minutes or less from City Hall, as 60 minutes is considered a reasonable amount of time to commute for employment purposes. This map also includes the census tracts with degrees of disadvantage (DOD) and the quality of life factors discussed in earlier EJ reports. (The DODs consist of eight factors that indicate a concentration of non-Hispanic minorities, Hispanics, the elderly, the disabled, female-headed households with child, car-less households, lowincome households and limited-English proficiency households. The quality of life factors identify six elements that pertain to accessibility, consisting of public transit, the arterial highway network, regional employment centers, job access reverse commute routes, hospitals and day care centers.) About 37 percent of the region's land area, or 1,395 square miles, is within an hour from Philadelphia City Hall, as denoted by the isochrone, or purple line on Map 2. Scattered outside of this 60-minute threshold are 160, or 24 percent, of the 673 census tracts with 1-4 degrees of disadvantage and 26, or 7 percent, of the 353 census tracts with 5-8 degrees of disadvantage. As may be expected, the majority of quality of life factors are located within this isochrone, as services tend to be concentrated in or near major urban areas, where clustering of population and employment are also aggregated. It should be noted that the census tracts with job access reverse commute routes that lie outside of this isochrone are segments of commute routes that do not extend to the City of Philadelphia, but rather to smaller employment centers. This, in effect, does not reflect a time disadvantage for those who commute along these routes.

Figure 1: Transit Accessibility of Philadelphia City Hall from DVRPC Counties provides a statistical account of the number and percent of people and





* Source: 1997 Highway and Transit Travel Time Survey for the Delaware Valley Region, June 2002

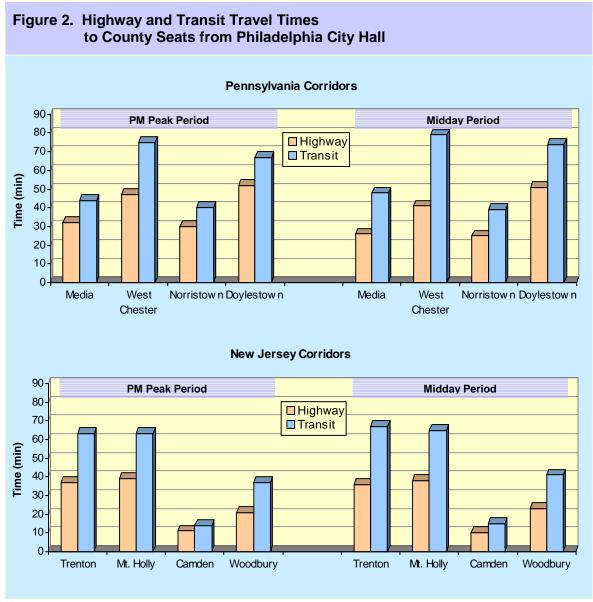
employment within the specified morning peak transit travel times. About 78 percent of the population and close to 80 percent of the jobs in the region are within 60 minutes of Philadelphia City Hall; this, in turn, means that approximately 20 percent of the population and employment are over an hour from City Hall. About 40 percent of the population and employment are within 30 minutes of City Hall.

Figure 1. Transit Accessibility of Philadelphia City Hall from DVRPC Counties				
	19	997 AM Peak Travel	Time	
Transit Travel Time (min)	Population Accessible (000s)	Total Regional Population (%)	Employment Accessible (000s)	Total Regional Employment (%)
10	281	5.3	453	16.4
20	1,177	22.0	711	25.8
30	2,167	40.6	1,102	39.9
40	2,997	56.1	1,509	54.7
50	3,670	68.7	1,932	70.0
60	4,141	77.5	2,197	79.6
70	4,498	84.2	2,397	86.8
80	4,665	87.3	2,475	89.6
100	4,868	91.1	2,585	93.6
120	4,913	91.9	2,622	95.0
140	4,922	92.1	2,625	95.1
160	4,928	92.2	2,627	95.1
Total Region*	5,344	100	2,761	100

^{*} Based on DVRPC population and employment estimates for 1997.

Source: 1997 Highway and Transit Travel Time Survey for the Delaware Valley Region (DVRPC, 2002)

Figure 2: Highway and Transit Travel Times to County Seats from Philadelphia City Hall provides a graphical comparison between transit and highway travel times, using the fastest routes, from Philadelphia City Hall to the various county seats of the region at P.M. peak and midday periods. The travel times for transit are clearly longer than those for highway travel. The differences, however, may range from just five minutes or less to Camden during both P.M. peak and midday to close to 40 minutes to West Chester during the midday period. The disparity may be due to stops made by transit services for the boarding and disembarkment of passengers, as well as transfer time between different routes and modes. Furthermore, the percent difference for P.M. peak travel time is 40 percent for the Pennsylvania county seats and 50 percent for the New Jersey county seats; for the midday period, it is 68 percent for Pennsylvania and 76 percent for New Jersey. The larger percent difference during the midday travel time may be due to minimal highway congestion during this period and the operation of express routes by rail service during the evening period.



Source: 1997 Highway and Transit Travel Time Survey for the Delaware Valley Region (DVRPC, 2002)

As discussed above, employment opportunities are proportionally greater near core cities and time disparities exist between public and private transportation. Given that some of the identified EJ populations are reliant on public transit, it is important to recognize that commute time affects the quality of life of these EJ populations. It is therefore determined that the 60 minute commute time is relevant and should be included as a quality of life factor in present and future EJ analysis.

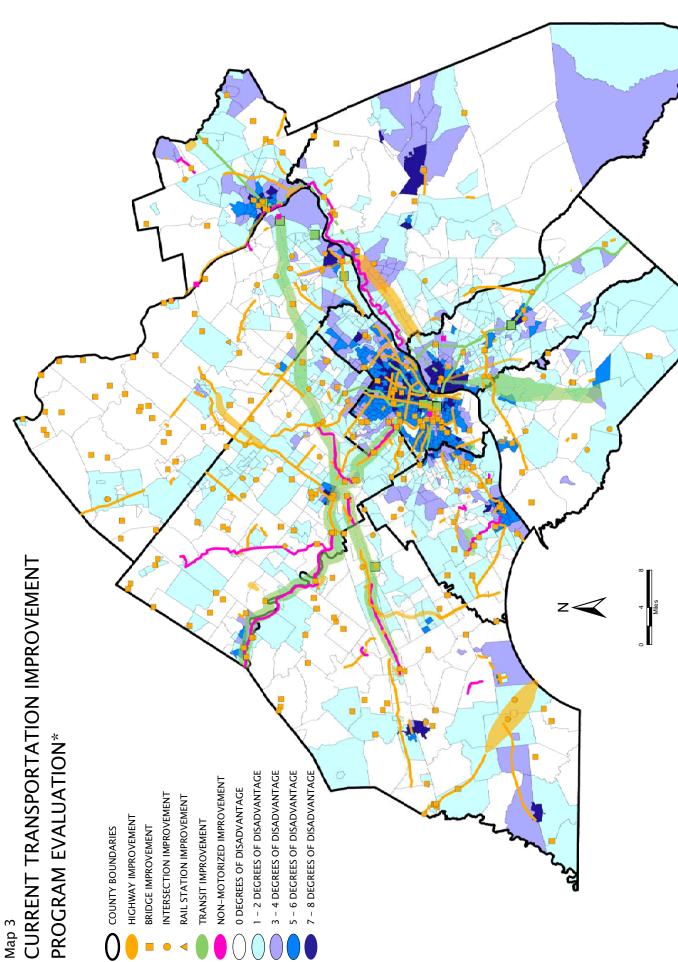
The locations of transportation investments in the region greatly influence the level of mobility and accessibility of areas in the region. The Transportation Improvement Program (TIP) represents the region's transportation priorities, in accordance with the requirements of the Transportation Equity Act for the 21st Century (TEA-21). The TIP includes all projects in the Delaware Valley that intend to use federal funds, along with non-federally funded projects that are regionally significant. The TIP is authorization to seek funding for projects, but is not a commitment of funds or obligation. Public involvement is an integral part of developing the TIP for the region.

TIP updates occur annually for New Jersey and every other year for Pennsylvania. Both have undergone updates for Fiscal Year 2005 and were adopted in June 2004. Map 3: Current Transportation Improvement Program Evaluation illustrates the highway and transit program improvements, including non-motorized (bicycle/pedestrian) improvements, over the 8-Factor Degrees of Disadvantage map that utilized 2000 U.S. Census data (2003 Annual Update to "...And Justice for All": DVRPC's Strategy for Fair Treatment and Meaningful Involvement of All People). Due to the number of projects and intensity of census tracts with DODs in the Philadelphia area, another map (Map 4: Current Transportation Improvement Program Evaluation: Philadelphia and Immediate Vicinity) was created to magnify the area's highway and transit program improvements.

The TIP for New Jersey contains over 136 projects totaling \$812 million for the phases to be advanced over the next three years. Programmed funding includes \$379 million in projects primarily addressing the highway system and close to \$433 million of transit projects for New Jersey Transit and the Delaware River Port Authority/PATCO. The TIP for Pennsylvania contains over 510 projects totaling more than \$3.5 billion for the phases to be advanced during the next four years. It includes \$1.8 billion in projects primarily addressing the highway system and \$1.7 billion of transit projects for SEPTA, Pottstown Urban Transit and Amtrak's Keystone Service.

Map 5: Disadvantaged Census Tracts With or Without TIP Projects reveals that, of the region's 353 most highly disadvantaged census tracts (those with 5-8 degrees of disadvantage), 197 tracts, or 56 percent, have a TIP project, while 156 tracts, or 44 percent do not have a TIP project. Those highly disadvantaged tracts with a TIP project are shaded dark red, and those without a TIP projects are shaded pink. Of those 673 census tracts that meet 1-4 degrees of disadvantage, 381 tracts, or 57 percent, have a TIP project, while 292 tracts, or 43 percent, do not have TIP project. Those disadvantaged tracts with a TIP project are shaded deep blue, and those without a TIP project are shaded light blue.

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Notes: Projects that are not mappable (i.e., roadway landscaping, preliminary studies, etc.) are not shown
Rail station improvement signifies historic restoration for passenger excusion/non-commute
No rail freight improvements are included in the current TIP

* New Jersey FY2005 – 2007 Pennsylvania FY2005 – 2008 This page intentionally left blank.

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CURRENT TRANSPORTATION IMPROVEMENT PROGRAM EVALUATION*: PHILADELPHIA AND IMMEDIATE VICINITY

COUNTY BOUNDARIES

HIGHWAY IMPROVEMENT

INTERSECTION IMPROVEMENT BRIDGE IMPROVEMENT

RAIL STATION IMPROVEMENT (Historic restoration for passenger excursion/non-commute)

TRANSIT IMPROVEMENT

NON-MOTORIZED IMPROVEMENT

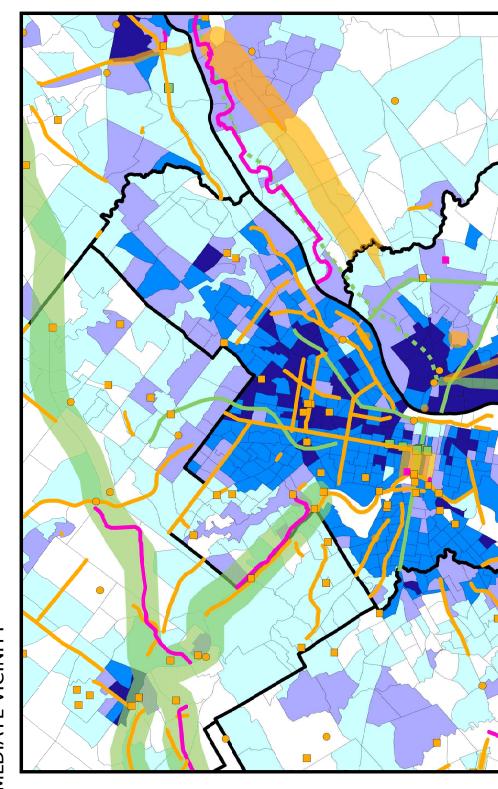
0 DEGREES OF DISADVANTAGE

1 - 2 DEGREES OF DISADVANTAGE

3 - 4 DEGREES OF DISADVANTAGE

5 - 6 DEGREES OF DISADVANTAGE

7 - 8 DEGREES OF DISADVANTAGE



Pennsylvania FY2005 - 2008 * New Jersey FY2005 - 2007

(i.e., roadway landscaping, preliminary studies, etc.) are not shown Note: Projects that are not mappable





DELAWARE VALLEY REGIONAL PLANNING COMMISSION AUGUST 2004

DISADVANTAGED CENSUS TRACTS WITH OR WITHOUT TIP PROJECTS* TRACTS WITH 1 - 4 DEGREES OF DISADVANTAGE TRACTS WITH 5 - 8 DEGREES OF DISADVANTAGE JOB ACCESS REVERSE COMMUTE ROUTES WITHOUT TIP PROJECT (292 TRACTS) WITHOUT TIP PROJECT (156 TRACTS) 2000 CENSUS TRACT BOUNDARIES HAVE TIP PROJECT (381 TRACTS) HAVE TIP PROJECT (197 TRACTS) MAJOR ARTERIAL HIGHWAYS COUNTY BOUNDARIES * New Jersey FY2005 – 2007 Pennsylvania FY2005 – 2008

DELAWARE VALLEY REGIONAL PLANNING COMMISSION AUGUST 2004

It should be noted some projects are not adaptable to being mapped (i.e., roadway landscaping, preliminary studies, etc.) and are not reflected in the data above. Also, it is important to keep in mind that even if a disadvantaged census tract does not have a TIP project within its boundaries, it does not mean the tract is without any benefits provided by other regionally significant transportation investments and quality of life factors.

In previous years, EJ analysis of the TIP also included the types and corresponding number of TIP projects in highly disadvantaged areas and those that benefited the non-motorized population of the region. Because the current TIP database is not standardized in its descriptions of individual projects, querying projects based upon a keyword may not yield accurate results. For example, entering the word "bicycle" in the search engine may not necessarily produce a complete list of bicycle improvement projects. This may be due to the word being abbreviated or left out of some descriptions; some may use the word "trail" to imply a bicycle trail rather than explicitly state the type of trail. As the database of TIP project descriptions become more systematically accurate to query, analysis by EJ-related variables and categories will resume in the future.

Further information and continual updates on the TIP may be found on DVRPC's website at http://www.dvrpc.org/transportation/capital/tip.htm.

Use of Environmental Justice Analysis in Other DVRPC Programs

Transportation and Community Development Initiative (TCDI)

The Transportation and Community Development Initiative (TCDI), a DVPRC funding program with support from the Pennsylvania and New Jersey Departments of Transportation, provides grants to municipalities to assist in reversing the trends of disinvestments and decline in the region's Core Cities and First Generation Suburbs. Currently in its third funding round, eligibility qualifications for Fiscal Years 2004 and 2005 included the use of DVRPC's environmental justice eight degrees of disadvantage analysis. Census tracts that met two or more degrees of disadvantage and were identified as already developed, appropriate for future growth or "revitalizing centers" in the region's long-range plan, Horizons 2025, were qualified applicants. By tailoring the eligibility criteria to census tracts, rather than to municipalities, and by including degrees of disadvantage as a factor, the program ensures that the grants are awarded to the areas that are most in need. A total of 135 municipalities are eligible for funding; in some cases an entire municipality and in others only a single census tract is eligible. In 2003, 24 grants totaling \$1.5 million were awarded. Grant applicants for Fiscal Year 2005 were accepted until July 23, 2004, with project selection to be decided in late September. The total budget for this fiscal year is also \$1.5 million, with \$1 million to be allocated in Pennsylvania and \$500,000 in New Jersey.

Additional information on the TCDI program may be found on DVPRC's website at http://www.dvrpc.org/planning/tcdi.htm. A link to a document, 2002 Project Summaries and Program Evaluations (November 2003), describing the first round of funded projects (which were not subject to DOD eligibility requirements), is located on that webpage.

Job Access and Reverse Commute (JARC) Transportation Plan

Data collected for environmental justice and the job access and reverse commute program enhances the analysis of both programs. The technical reports for EJ have included the JARC routes in the quality of life factors maps and a review of the related goals in the program's original report, Access to Opportunities in the Delaware Valley Region: Regional Job Access and Reverse Commute Transportation Plan. In the latest update of the plan, presently a draft, EJ's degrees of disadvantage and quality of life factors are used to evaluate the existing locations of JARC services and future additional service where populations are underserved. Among the findings of this draft plan update, it is noted that JARC's transit coverage includes rural and suburban areas, where transit service is not as prevalent as in core cities. Overall, strategic links are provided that enable disadvantaged populations to access employment opportunities and hospital services. Thus, JARC routes fill in transit gaps identified in the EJ program.

Highway Corridor Studies

As corridor studies comprise one of the principal work activities at DVRPC, it is important to incorporate EJ analysis into these studies, if applicable to their purposes. A couple of the studies in the past fiscal year have utilized the data collected from the Environmental Justice Technical Work Program to provide more localized EJ evaluations of the study areas. The *New Jersey 70 Corridor Study* and the *New Jersey 168 Corridor Study* (part of a larger work program, entitled *Year 2025 Plan Corridor Study*) each included a map and statistical assessment of the census tracts as they relate to EJ. A matrix summarizing the census tracts with the number of DODs as well as corresponding population numbers was included in each study. Additionally, breakdowns of the specific DODs found in the census tracts with certain numbers of DODs were provided. For example, using percentages, the *New Jersey 168 Corridor Study* pointed out that the population of the census tracts with 7 DODs was composed significantly of non-Hispanic minorities and female-headed households with child, as well as the impoverished and car-less.

Environmental Justice Public Involvement Work Program

A primary focus of the EJ public involvement work activities in the past fiscal year is the preparation for a major conference to be held in late September 2004. The DVRPC Public Involvement/Environmental Justice Conference will facilitate the exchange of ideas regarding practical applications garnered from the experiences of metropolitan planning organization (MPO) representatives, local development districts and community and government organizations. Topics will include Title VI regulations, EJ analysis and public involvement practices.

Other public involvement activities included the adoption of the *DVRPC Environmental Justice Protocol*, a guide for the commission's staff regarding EJ public involvement issues, including ensuring appropriate and inclusive participation of citizens, and the continued publication of the quarterly newsletter, *EJ Chronicle*. In May 2004 DVPRC successfully passed a Title VI Compliance Review conducted by the New Jersey Department of Transportation (NJDOT). This essentially means that our agency has met or surpassed the EJ obligations required of MPOs as outlined by NJDOT.

More information about the conference or other public involvement activities may be obtained through Ms. Kendall Lynn Miller, Manager of Public Involvement, 215.238.2871, kmiller@dvrpc.org.

Future Direction

DVRPC will continue to implement environmental justice activities as part of its work program to fulfill federal requirements and commission-stated goals for the Delaware Valley region. DVRPC will also monitor the effectiveness of the policy statement and public participation strategies developed in Fiscal Years 2001-2004; assess DVPRC studies and processes, including its Year 2025 and pending Year 2030 long-range land use and transportation plans and transportation improvement programs, to identify the regional benefits and burdens for different socio-economic groups; and keep abreast of legal developments related to Title VI. Additionally, DVRPC will explore methods to further heighten EJ awareness that will result in greater incorporation of such issues in reports and programs conducted by the commission.

PUBLICATION ABSTRACT

Title of Report: 2004 Annual Update to "...and Justice for All": DVRPC's

Strategy for Fair Treatment and Meaningful Involvement of All

People

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Geographic Area

Covered:

Nine-County Delaware Valley Region, including the counties of Bucks, Chester, Delaware, Montgomery and Philadelphia in Pennsylvania and Burlington, Camden, Gloucester and

Mercer in New Jersey

Key Words: environmental justice (EJ), Title VI, President's Executive

Order 12898, minority, low income, disabled, elderly, car less, limited English proficiency, female head of household with child, degrees of disadvantage, regional thresholds, census tract, Transportation Improvement Program (TIP), travel time

Abstract: This report is based on previous work performed at DVRPC on

the topic of environmental justice, namely, "...and Justice for All": DVRPC's Strategy for Fair Treatment and Meaningful Involvement for All People (September 2001) and its subsequent annual updates. This update examines travel time from various destinations in the region to Philadelphia's City Hall and the Fiscal Year 2005 TIP projects as they relate to disadvantaged areas. It also discusses other DVRPC work programs that utilizes EJ data and provides an overview of

public involvement activities in Fiscal Year 2004.

Delaware Valley Regional Planning Commission

mng@dvrpc.org

The Bourse Building – 8th Floor 111 South Independence Mall East Philadelphia, PA 19106-2582

Phone: 215.592.1800 Fax: 215.592.9125 Internet: www.dvrpc.org Staff Contact: Mary Ng, AICP Direct Phone: 215.238.2810

E-mail:

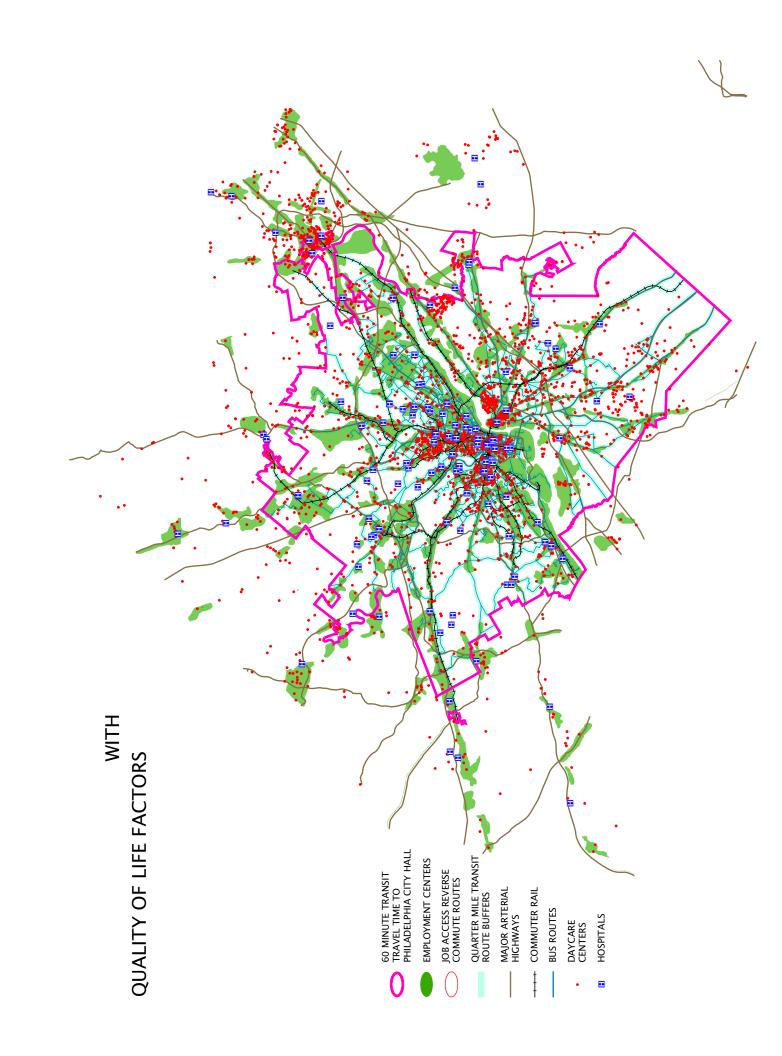


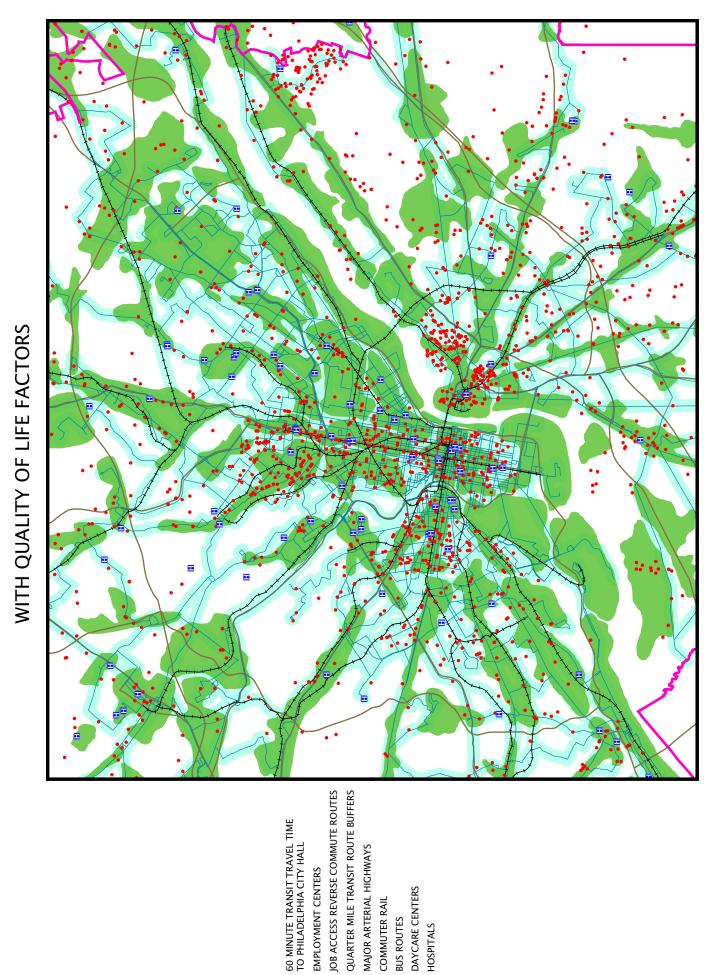
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