

SECTION III
RACIALLY CONCENTRATED AREAS OF POVERTY (RCAP) AND
ETHNICALLY CONCENTRATED AREAS OF POVERTY (ECAP)

The Fair Housing Equity Assessment must address the presence of racially concentrated areas of poverty (RCAP) and ethnically concentrated areas of poverty (ECAP) in Salt Lake County. In keeping with this requirement the following discussion first reviews poverty conditions in general in Salt Lake County then the discussion narrows to a focus on RCAP and ECAP areas. Once the RCAPs and ECAPs are identified their characteristics are described followed by a discussion of the contributing factors and causes of these concentrations of poverty.

Poverty in Salt Lake County

In 2010, 9.4 percent of Salt Lake County’s population was poor *Table 1*. Approximately 6.8 percent of non-Hispanic whites were poor and minorities were almost three times as likely to be poor with a poverty rate of 18.2 percent. In the entire county, blacks had the highest prevalence of poverty with just over 22 percent, followed by Hispanics at about 19 percent.

Overall, there was not a minority race or ethnic group in 2010 that did not have a poverty rate of at least 13 percent. Though non-Hispanic whites had the lowest prevalence of poverty, they comprised about 56.2 percent of the total poor population in the county *Table 2*. However, note that the non-Hispanic white share of the poor population is significantly lower than the 74 percent non-Hispanic white share of the total county population.

Poor Hispanics were the second largest poor population at 32.1 percent of the total poor and almost three quarters of the poor minority population. About 5 percent of the poor populations were Asian, and less than a combined 8 percent were black, Native American or Pacific Islanders. The racial and ethnic composition of the poor in the context of the entire county population demographics illustrates the disparities in income between the minority and non-minority populations in the county—even though minorities comprised slightly over a quarter of the county’s total population in 2010, they accounted for nearly 44 percent of the total poor in the county.

Table 1
Number and Share of Poor Persons by Race and Ethnicity in Salt Lake County

| | | Poor | Total | % Poor |
|------------------|----------------|-------|--------|--------|
| Salt Lake County | Black | 3123 | 13987 | 22.3% |
| | Native Am. | 1364 | 8117 | 16.8% |
| | Asian | 4145 | 31219 | 13.3% |
| | Pacific Island | 2090 | 13886 | 15.1% |
| | Hispanic | 29179 | 152383 | 19.1% |
| | Total Minority | 39901 | 219592 | 18.2% |
| | White | 51117 | 753585 | 6.8% |
| | Total | 91018 | 973177 | 9.4% |

Source: HUD Spreadsheet for Sustainable Communities Grantees

Table 2
Poor in Salt Lake County by Race and Ethnicity in 2010

| | Race/Ethnicity | Persons | Share |
|------------------|----------------|---------|--------|
| Salt Lake County | Black | 3123 | 3.4% |
| | Native Am. | 1364 | 1.5% |
| | Asian | 4145 | 4.6% |
| | Pacific Island | 2090 | 2.3% |
| | Hispanic | 29179 | 32.1% |
| | Total Minority | 39901 | 43.8% |
| | White | 51117 | 56.2% |
| | Total Poor | 91018 | 100.0% |

Source: HUD Spreadsheet for Sustainable Communities Grantees

Though the total percentage of poor people in Salt Lake County was near 10 percent, and about 44 percent of them were minorities, the poor populations varied greatly by city. As shown in *Table 3*, South Jordan's 1.6 percent poverty is the lowest in the county. However, Herriman not South Jordan, had the lowest minority share of the poor population at only 9.3 percent. In other words nearly 90 percent of the poor in South Jordan were whites. South Salt Lake had the highest poverty rate of any city, with over 37 percent of the population living in poverty. More than three-quarters of the poor in South Salt Lake are minorities—the highest minority share of the poor in the county. Overall, the northern cities tended to have higher rates of poverty and minority shares of the poor population.

Table 3
Number and Share of Poor Persons in Salt Lake County by City in 2010

| | Poor White | Poor Minority | Total Poor | Minority Share of Poor | Total Population | % Poor |
|--------------------|------------|---------------|------------|------------------------|------------------|--------|
| Salt Lake County | 51,117 | 39,901 | 91,018 | 43.8% | 973,177 | 9.4% |
| Bluffdale | 282 | 66 | 348 | 19.0% | 7,413 | 4.7% |
| Cottonwood Heights | 1,186 | 630 | 1,816 | 34.7% | 34,329 | 5.3% |
| Draper | 1,297 | 344 | 1,641 | 21.0% | 33,394 | 4.9% |
| Herriman | 244 | 25 | 269 | 9.3% | 16,046 | 1.7% |
| Holladay | 1,265 | 230 | 1,495 | 15.4% | 24,735 | 6.0% |
| Midvale | 2,326 | 2,509 | 4,835 | 51.9% | 27,350 | 17.7% |
| Murray | 2,411 | 998 | 3,409 | 29.3% | 44,422 | 7.7% |
| Riverton | 1,243 | 153 | 1,396 | 11.0% | 36,283 | 3.8% |
| Salt Lake City | 15,623 | 13,462 | 175,585 | 46.3% | 175,585 | 16.6% |
| East Side | 12,188 | 5,876 | 111,172 | 32.5% | 111,172 | 16.2% |
| West Side | 3,435 | 7,586 | 64,413 | 68.8% | 64,413 | 17.1% |
| Sandy | 3,852 | 1,494 | 5,346 | 27.9% | 93,831 | 5.7% |
| South Jordan | 645 | 95 | 740 | 12.8% | 46,946 | 1.6% |
| South Salt Lake | 123 | 428 | 551 | 77.7% | 1,478 | 37.3% |
| Taylorsville | 3,044 | 2,392 | 5,436 | 44.0% | 57,008 | 9.5% |
| West Jordan | 3,149 | 2,433 | 5,582 | 43.6% | 99,696 | 5.6% |
| West Valley City | 5,024 | 7,763 | 12,787 | 60.7% | 119,782 | 10.7% |

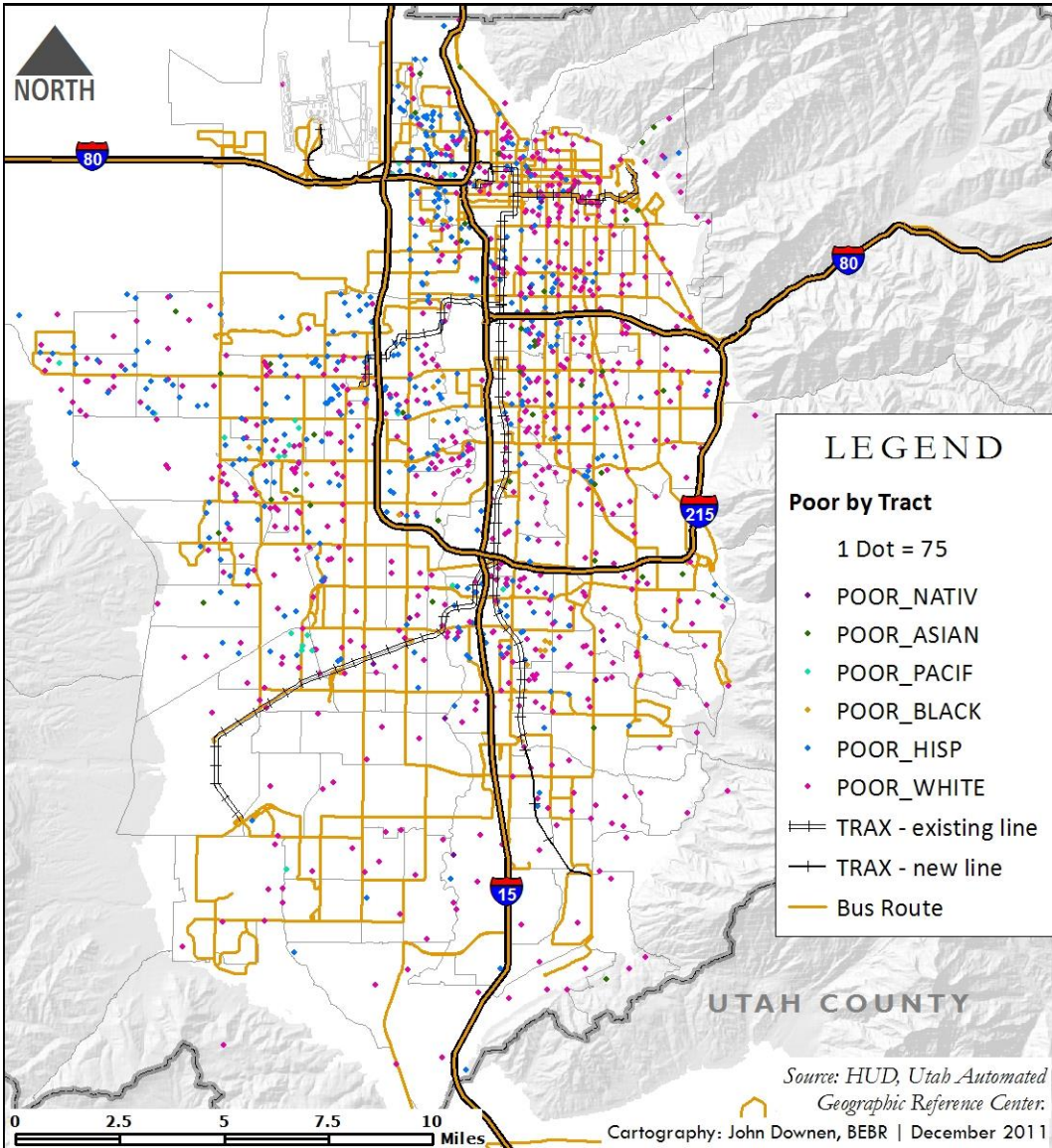
Source: HUD Spreadsheet for Sustainable Communities Grantees

Figure 1 maps the geographical location of poor residents living in Salt Lake County by race and ethnicity in 2010. There are much larger concentrations of poor individuals living in the northern and central cities, especially around the downtown area of Salt Lake City. However, more toward the central parts of the valley, concentrations of poor residents tend to shift west into West Valley, Taylorville and Kearns. There is also a larger cluster of poor residents near the intersection of Interstates 15 and 215 in Midvale and the northern tip of Sandy.

Unlike the northwest quadrant of the county, the majority of the poor population in the extreme southern portion of the county, cities like Herriman and Draper are white non-Hispanic. The poor minorities of the county tend to live on the west side of I-15 and are more heavily concentrated in the northwest quadrant. This segregation is partly due to higher home prices on the eastern half of the county, fewer transportation options in the southern cities, distance and location of employment centers and major commercial areas with low-wage jobs, and less access to necessary services and amenities like childcare.

For the most part, the densest concentrations of poor residents are in more centralized locations with more public transportation options; the same is true of minority populations. Overall, fewer poor people live in the eastern and southern regions of the county, which have census tracts with higher opportunity indices. The poor populations that do tend to populate these areas are disproportionately non-Hispanic whites. Even within the low-income populations of Salt Lake County, patterns of racial and ethnic segregation still exist. Poor whites are more likely to live on the east and south sections of the county while poor minorities are more likely to live in the west and north sections of the county.

Figure 1
Poor Individuals by Census Tract Salt Lake County - 2010



Increasing concentrations of low-income and poverty households are linked to racial and ethnic segregation. “The face of poverty is also the face of segregation.” And segregation impedes fair housing choice and raises the risk of housing discrimination. HUD has placed heavy emphasis in the Fair Housing Equity Assessment and the racial and ethnic concentrations of poverty. The consequences of poverty are particularly harmful to children. Children who grow up in densely poor neighborhoods and attend low-income schools face many barriers to academic and occupational achievement. Such children are more likely to drop out of high school and become pregnant as teenagers. Their neighborhoods have higher crime rates and higher incidence of health disparities, again affecting opportunities.

RCAP and ECAP areas in Salt Lake County

In Salt Lake County, there are three racially and ethnically concentrated areas of poverty (RCAP/ECAP), all three of which are in the northern half of the county. HUD defines a racially/ethnically concentrated area of poverty as a census tract where the number of families in poverty is equal to or greater than 40 percent of all families, or an overall family poverty rate equal to or greater than three times the metropolitan poverty rate, and a non-white population, measured at greater than 50 percent of the population.

At Least 40 Percent Poverty Rate (Figure 2) - The two largest RCAPs, using the 40 percent measure, are both located in Salt Lake City. One lies along the west side of I-15 and east of the airport. This RCAP is located in a low employment tract with few bus routes traveling north to south. However, the newest TRAX line will be intersecting directly through the center of this RCAP.

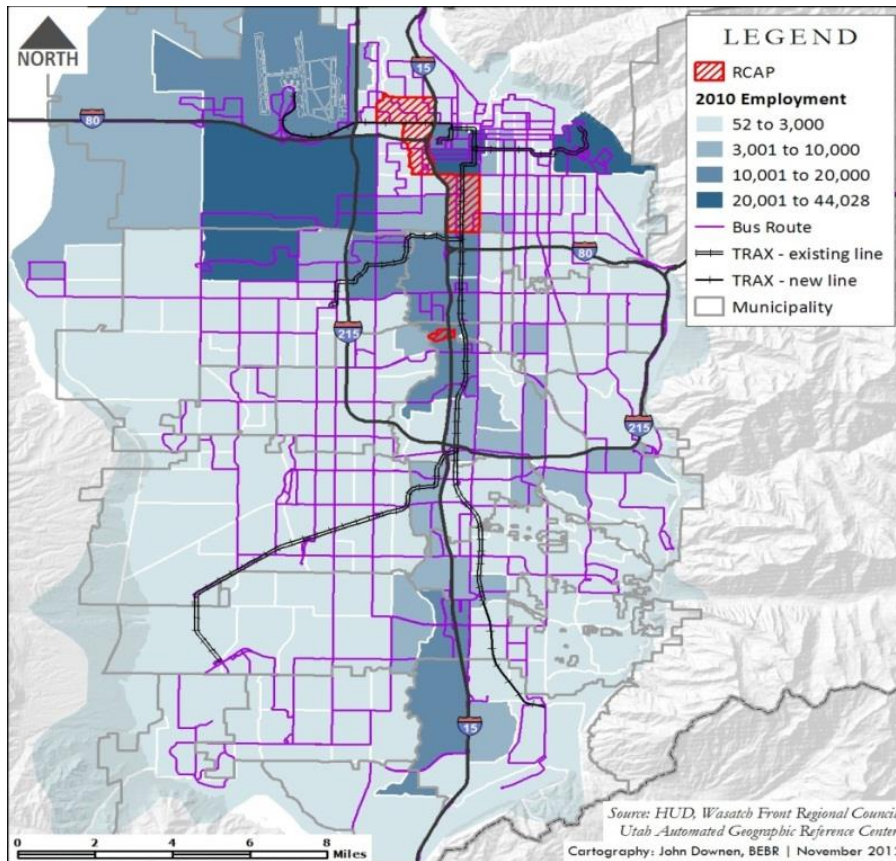
The second RCAP in Salt Lake City is just east of I-15 toward the southern end of the city, north of I-80. Again, this RCAP is located in a low employment tract in the county; it is also dissected down the middle by a north-to-south-running TRAX line. Both of these areas are located around the downtown center of Salt Lake City with substantial low-wage job opportunities and affordable rental housing.

The third 40 percent poverty RCAP is more toward the center of the county in the northwest corner of Murray. This area borders a neighborhood with very dense poor households in Taylorsville. The difference, however, between this section of Murray and the northeastern part of Taylorsville is the high concentration of Hispanics living in Murray. Not only is the northwest region of Murray home to many poor residents, it is also home to many poor Hispanics. This makes it an ethnically concentrated area of poverty as opposed to Taylorsville’s northeast corner, which is just a concentration of low-income residents of many ethnicities and races.

Poverty Rate Three Times County Average – *Figures 3-5* show concentrations of poverty in Salt Lake County, estimated from the 2007-2011 American Community Survey. In these figures, an area of poverty is considered concentrated when its share of poverty is three times the countywide share of poverty. The countywide average is 11.6 percent, so an area is considered highly concentrated when it has 34.8 percent or more of the population living in poverty. *Figure 3* overlays these areas of poverty with census tracts that have a minority-majority population. The vast majority of these tracts are located in the northwest quadrant of the county, mostly on the west side of Salt Lake City and West Valley City. However, there are also minority-majority tracts in South Salt Lake, Midvale and Sandy. Though none of these tracts with a minority majority have a poverty share greater or equal to 34.8 percent, they are areas with a high concentration of poor residents. Similarly, in the

northwestern portion of Salt Lake City, along the River District, is also a HUD-defined RCAP. Overall, the River District of the county has the highest concentration of minority, low-income and more specifically, poor minority residents.

Figure 2
Racially/Ethnically Concentrated Areas of Poverty in
Salt Lake County –
40 Percent Poverty Rate



HUD defines a racially/ethnically concentrated area of poverty as a census tract with a family poverty rate greater than or equal to 40%, or a family poverty rate greater than or equal to 300% of the metro tract average, and a majority non-white population, measured at greater than 50%

Figure 3
Concentrations of Poverty and Minority Majority
by Tract in Salt Lake County, 2007-2011 –

Poverty Rate Three Times County Average

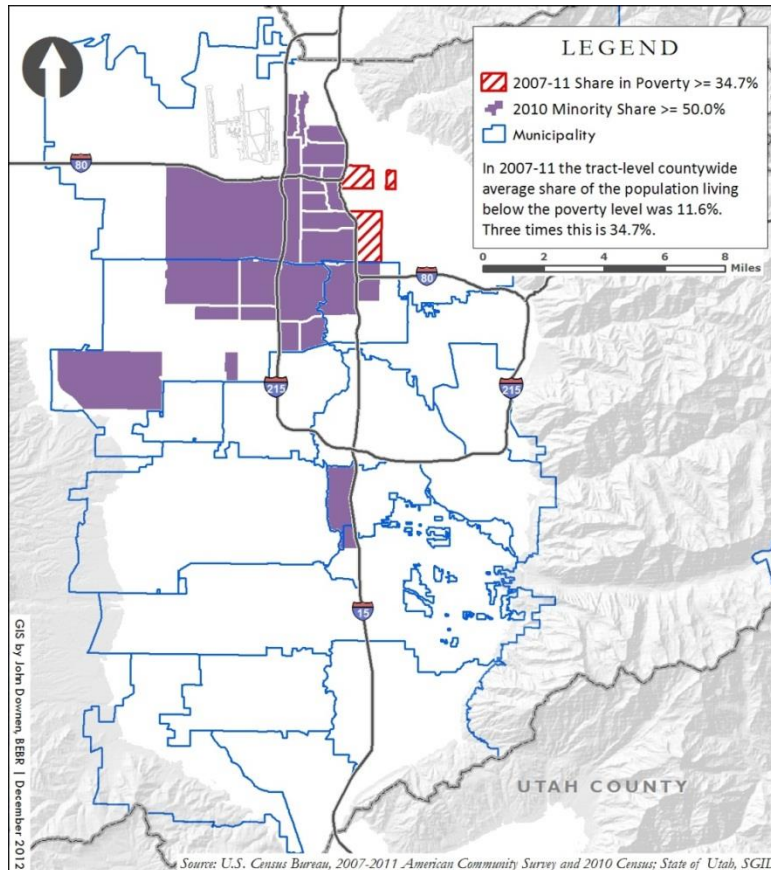


Figure 4 overlays the concentrations of poverty with tracts that have a Hispanic population of 10 percentage points or more above the 17.1 percent Hispanic share of county’s population. For the most part, these tracts are the same as the ones with a minority majority population. The additional tracts that have high concentrations of Hispanics include the northwestern tracts of Salt Lake County, almost all of West Valley City and Kearns Township, additional tracts in South Salt Lake, Taylorsville and Midvale. However, some tracts around the downtown area of Salt Lake City also have significant concentrations of Hispanic residents, as well as the southern concentrated area of poverty northeast of the I-80 and I-15 intersection. Not surprisingly, these tracts also have high concentrations of poor residents and minority households.

Figure 4
Concentrations of Poverty and Hispanics by Tract in Salt Lake County, 2007–2011

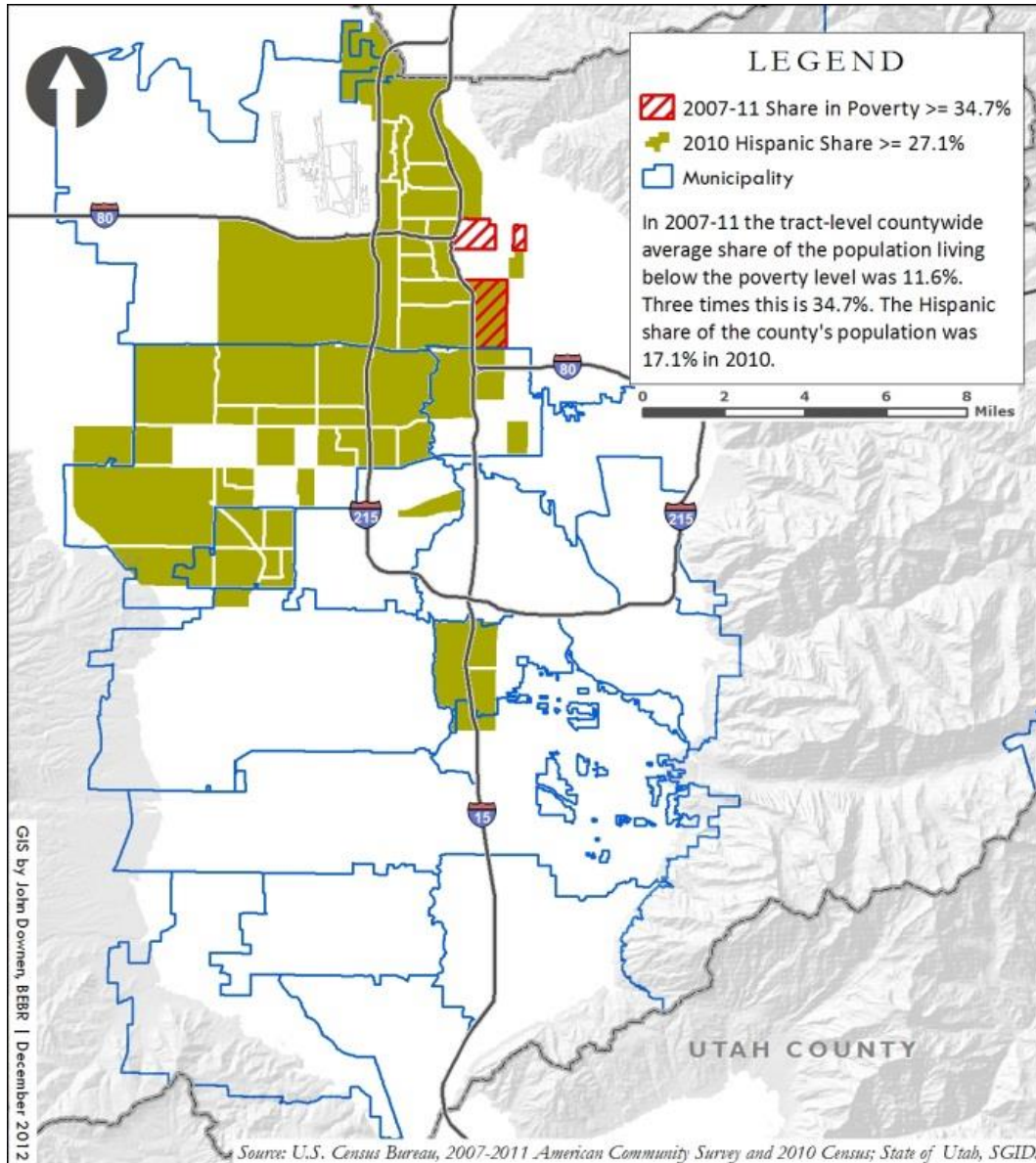
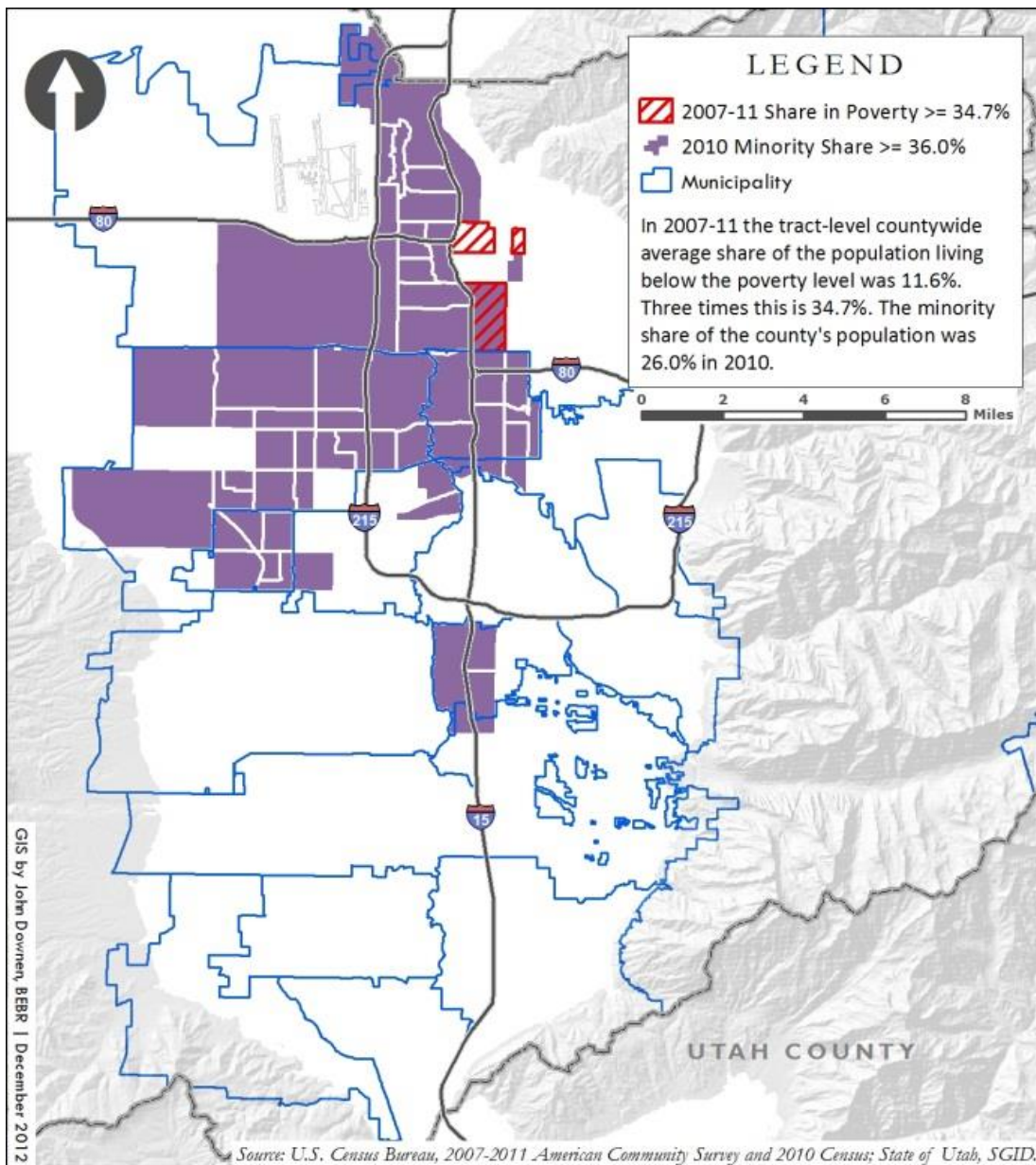


Figure 5, on the other hand, overlays the concentrated areas of poverty with a county map showing the census tracts where the minority population is 10 percentage points above the county average of 26 percent. The areas with significant minority population are almost identical to the regions with significant concentrations of Hispanics residents shown in Figure 4. However, there is also a significant minority populations in southwest and northeast Taylorsville as well as all of South Salt Lake and even into parts of Millcreek. The concentrated areas of poverty near the intersection of I-80 and I-15 is also an area of significant concentrations of minority residents. This region is a HUD-defined area of RCAP using the 40 percent poverty measure.

Figure 5
Concentrations of Poverty and Minorities by Tract in Salt Lake County, 2007-2011



In all cases, these areas tend to be communities of low-valued homes and with a high proportion of minority renters and homeowners. These areas of high concentrations of minority residents also tend to be in areas of only low- to mid-level access to opportunity. With more affordable housing options in the county, these concentrations of poverty and minority residents would be less severe and more evenly distributed across the valley. The segregation in the county stems from the scarcity of fair, affordable and adequate housing options on the eastern and southern halves of the county and the long history of siting low income tax credit project in Salt Lake City, West Valley and Unincorporated Salt Lake County.

Renters in RCAP and ECAP Census Tracts – Salt Lake County’s RCAPs and ECAPs are characterized by extremely high rates of renter occupied housing. Renter occupied housing has a much higher likelihood of concentrations of low income, minority renters. The dominance of rental housing in some of the census tracts is striking. For instance in census tract 1021 there were 953 occupied housing units and 93 percent were renter occupied units *Table 4*.

Table 4
RCAP and ECAP Census Tracts
Percent of Renter Occupied Units

| Census Tract | Occupied Units | Renter Occupied | % Renter Occupied |
|---|----------------|-----------------|-------------------|
| 200 E to 400 E, South Temple to 400 S | | | |
| 1025 | 1,650 | 1,447 | 87.7% |
| 200 W to I-15, 400 S to North Temple | | | |
| 1021 | 953 | 885 | 92.9% |
| 1700 W to I-15, 700 N to 900 S | | | |
| 1006 | 2,085 | 839 | 40.2% |
| 1026 | 1,267 | 563 | 44.4% |
| 1027.1 | 1,590 | 739 | 46.5% |
| 1027.2 | 1,074 | 581 | 54.1% |
| Total | 6,016 | 2,722 | 45.2% |
| I-15 to State Street, 900 South 2100 South | | | |
| 1029 | 2,014 | 1,524 | 75.7% |
| Jordan River to 1300 W, 4100 S to 4600 S | | | |
| 1135.1 | 1,710 | 1,216 | 71.1% |

Source: U.S. Census Bureau.

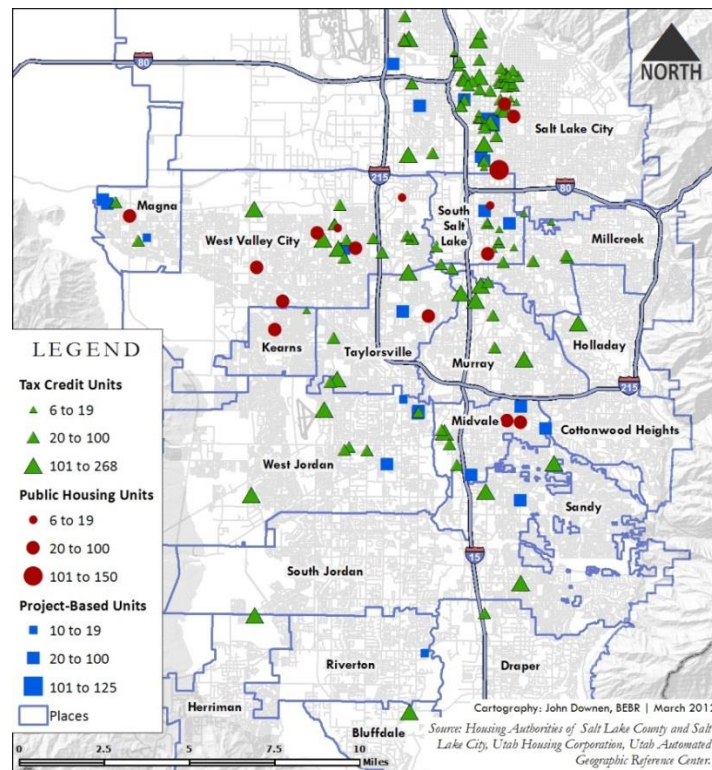
Siting of Rent-Assisted Apartment Communities

Siting practices of rent-assisted apartments plays a strong role in the geographic concentration of very low income households. In Salt Lake County, there are three main types of subsidized apartment projects—tax credit units, public housing units, and project-based units—each of which provide affordable housing options to low-income, minority and other residents of protected classes. A majority of the subsidized projects are in the northern half of the county along the central I-15 corridor *Figure 6*. In fact of the 9,100 tax credit units in Salt Lake County 4,500 are located in Salt Lake City.

In addition, countywide rent assisted communities are more likely to be located west of I-15. Many of these projects are located in lower opportunity cities in the central and west-side neighborhoods thus leading to high rates of concentration of low income minority renters.

The densest concentration of subsidized units is near the Salt Lake City downtown area and the surrounding RCAPs. There is also a group of rent assisted projects near the RCAP in northwest Murray. The number of subsidized housing projects decreases rapidly as one moves south in the county with many southern cities having only one project. Rent-assisted projects are targeted toward members of the protected classes, the concentration of projects in low-opportunity areas contributes to the existing segregation in the county. Years of continued siting of rent-assisted projects in the same geographic areas of the county have led to concentrations of low income minority renter households. Although these areas of concentration do not presently qualify as RCAPs or ECAPs without a shift in public policy and siting of projects some census tracts could reach the RCAP and ECAP thresholds.

Figure 6
Rent Assisted Apartment Projects in Salt Lake County – 2011



Section 8 Vouchers and Concentrations of Poverty

The rental choices of Section 8 voucher holders can be an extremely effective tool in reducing the geographic concentrations of low income households. This was the intent of the voucher choice program (Section 8) introduced in 1974 which complements the project based voucher program. The Housing Choice Voucher (Section 8) program, as the name implies gives a renter the choice of any rental unit in the market whether rent assisted or market rate. The voucher holder is obligated to pay 30 percent of his/her income for rent and utilities and the difference between this amount and HUD's Fair Market Rent (FMR) is the tenant's subsidy. It is important to note that a voucher holder is not restricted to rent-assisted low income housing. This feature allows greater dispersion of low income voucher holders since they can live in any rental property where rent is below the FMR. And the FMRs are sufficiently high that voucher holder has rental choices across a broader geographic area. The FMR in Salt Lake County for a three bedroom unit is about \$1,100, for a two bedroom unit about \$800.

However, voucher holders can be discriminated against by landlords unwilling to accept Section 8 vouchers. Some landlords are very reluctant to accept vouchers because they want no part of a federal program or fear that voucher holders will not maintain the property. The Utah Fair Housing Law makes it illegal for a landlord to discriminate against a prospective tenant due to "source of income". This provision offers some protection for voucher holders but is difficult to enforce.

The following two figures, map the location of Section 8 voucher holders in Salt Lake County *Figures 7 and 8*. Not surprisingly, the majority of the vouchers are used in the central to northern portion of the county, closer to more transportation options and downtown Salt Lake City. The dispersion of Section 8 households is a bit more even than the geographic distribution of either subsidized housing projects or minorities and aligns fairly closely with the general distribution of poor residents in the county. The west-side vouchers are more dispersed across the cities, especially West Valley, Kearns and Taylorsville, and less concentrated than on the east side. On the east side of I-15, the densest concentrations of vouchers are along the north-and-south-running bus routes that connect to Salt Lake City, South Salt Lake, Millcreek, and Murray. Similarly, there are dense concentrations on the east side of Salt Lake City, in Midvale, and sparsely dispersed in Sandy. Overall, Section 8 voucher holders have greater housing choice in higher-opportunity areas than do low-income, non-voucher households.

Figure 7 overlays the Section 8 voucher locations with the minority share of the population by census tract. Census tracts with higher percentages of minority residents also tend to have higher numbers of Section 8 vouchers. This could indicate a high use of Section 8 vouchers within the minority communities, or simply a correlation between low-income and minority households living in neighborhoods with relatively low rents and landlords that accept Section 8 vouchers.

Figure 8 overlays the location of Section 8 vouchers in the county on tracts representing the number of low-wages jobs available in 2010. Surprisingly, a large majority of the vouchers holders are in tracts with relatively few low-wage jobs. Instead, they are located in less commercial tracts, most likely in more predominately residential neighborhood. As a result, it is likely they have to rely on the public transit systems in the county for job opportunities. The prevalence of Section 8 vouchers in more residential neighborhoods, away from the commercial centers in the valley could also indicate a desire for low-income households to live in these areas, potentially for better school and housing opportunities as well as a lower rate of poverty. In fact, only a handful of vouchers are used

in the tracts with the highest number of low-wage jobs in Salt Lake City, West Valley and even Draper. This is likely due to few housing opportunities in these more commercial areas.

Figure 7
Section 8 Vouchers and Minority Population Share in Salt Lake County

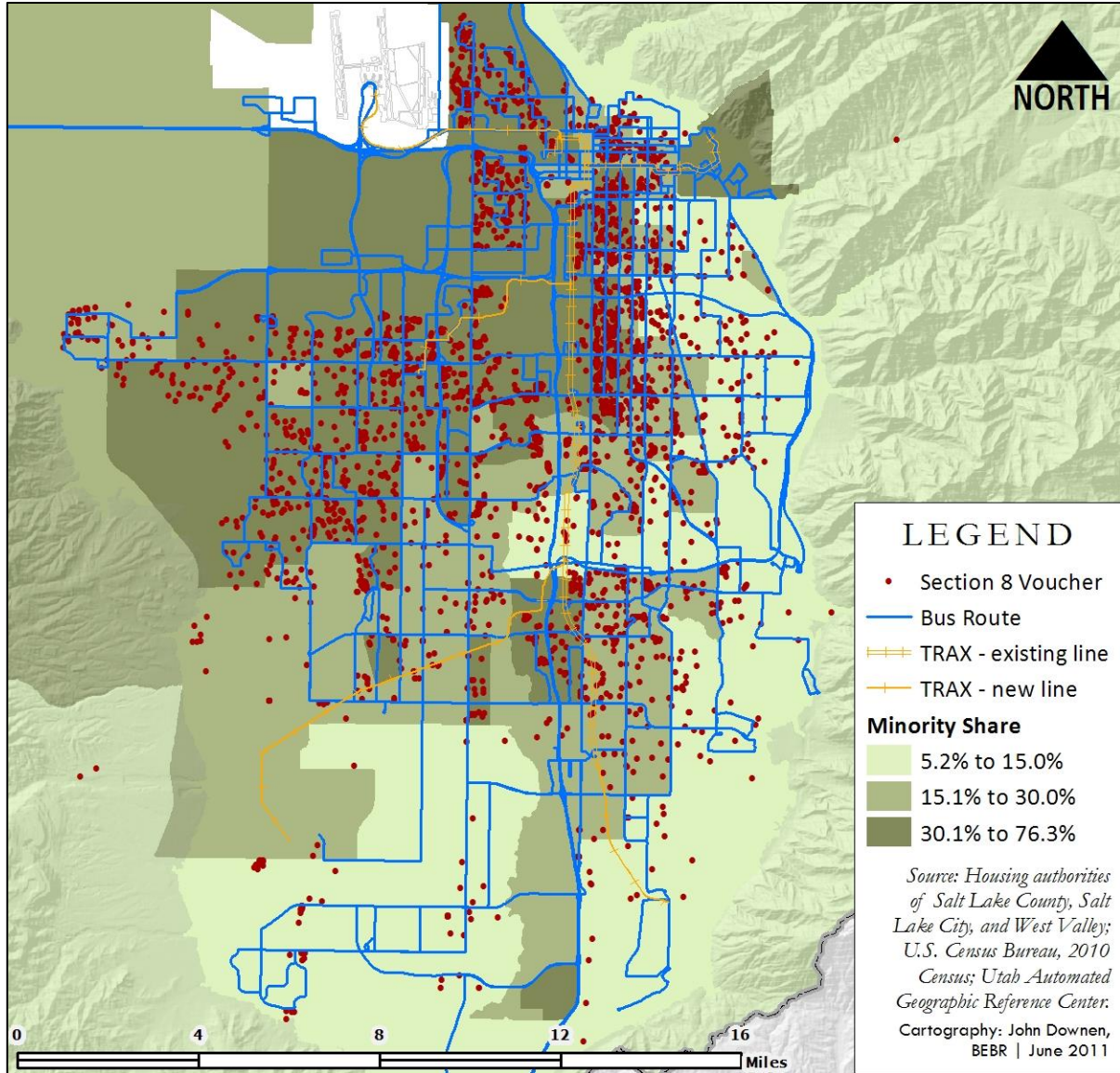


Figure 8
Section 8 Voucher Holders and Low-Wage Jobs in Salt Lake County

