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CENTRAL LANE SCENARIO PLANNING

Equity in Scenario Planning: Demographic Trends and Characteristics

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Introduction

In 2009, the Oregon Legislature passed House Bill 2001, the Jobs and Transportation Act (JTA). Section 38 of the JTA directs the Central Lane Metropolitan Planning Organization (MPO) to undertake scenario planning efforts aimed at reducing greenhouse gas (GHG) emissions. Local governments in the Central Lane MPO boundary will use the scenario planning process to cooperatively select a land use and transportation scenario. The state Department of Land Conservation and Development (DLCD) has set a GHG emissions reduction target of 20% below 2005 levels for the Central Lane MPO. Achieving this reduction would help the state meet its long term goal of reducing emissions 75% below 1990 levels by the year 2035.¹

The Eugene-Springfield region prioritizes concerns for community health, economic vitality, and equity and accessibility in regional planning and policy considerations.² Equity-based evaluation criteria will be incorporated into the process to understand how different land use and transportation policy choices affect the distribution of benefits and burdens across different groups in central Lane County. This memorandum summarizes regional demographic trends and highlights key issues that will inform equity considerations during the scenario planning process. This demographic information will inform the development of alternative scenarios, evaluation of scenarios, and public outreach.

Regional Planning Framework

A growing body of national research and regional scenario planning analysis recognizes that land use development patterns impact GHG emission levels.³ National legislative commitments like

¹ Department of Land Conservation and Development (DLCD). 2011. DLCD Planning for Climate Change: Metropolitan GHG Reduction Targets. Retrieved from:

http://www.oregon.gov/LCD/CLIMATECHANGE/pages/metropolitan_greenhouse_gas_reduction_targets.aspx

² Lane Livability Consortium (LLC). 2013. Equity and Opportunity Assessment: Draft. December 2013. Retrieved from: Stephanie Jennings, LLC Grants Manager.

³ Bartholomew, K., and Ewing, R. 2010. Integrated Transportation Scenario Planning: FHWA-HEP-10-034. Metropolitan Research Center. University of Utah. July 2010.



the Livable Communities Act of 2009 demonstrate the importance of developing equity-based regional plans to curb GHG emissions.⁴ Oregon’s House Bill 2001 exemplifies a statewide commitment to scenario planning efforts at the regional level. The bill requires or encourages regional planning organizations like Central Lane MPO to include GHG reduction scenarios in long-range transportation plans.

Approach

This memorandum references existing data generated through various equity-based projects conducted by the Lane Livability Consortium. This analysis does not include new demographic analysis; it borrows from a catalog of existing current regional socio-economic and equity-based studies. Some demographic indicators are provided at the county level and others at the census tract level, depending on the data source. This analysis was conducted for the area within the Central Lane MPO urban growth boundary which includes the Cities of Eugene, Springfield, and Coburg and some portions of unincorporated Lane County.

Equity Sub-Technical Advisory Group

The Central Lane Scenario Planning Project Management Team convened a sub-committee of the Technical Advisory Committee (TAC) to provide input on equity considerations. Invitees, shown in Table 1, participated in two Equity Sub-TAC meetings to provide their perspective on address equity implications in scenario planning. Outcomes from Equity Sub-TAC meetings will inform outreach and public involvement strategies, the development of GHG reduction strategies, and the approach to evaluating equity considerations across scenarios.

Table 1. Equity Sub-TAC Invitees

Name	Organization
Remie Calalang	Bethel School District
Pat McGillivray	Bethel School District
Josh Roll	Central Lane MPO
Susan Payne	Central Lane MPO
Babe O'Sullivan	City of Eugene
Erica Abbe	City of Eugene
Lindsey Foltz	City of Eugene
Kurt Yeiter	City of Eugene
Molly Markarian	City of Springfield
Anette Spickard	City of Springfield
Barb Bellamy	Eugene 4J School District
Mira Gattis	Housing and Community Services Agency

⁴ Bartholomew, K., and Ewing, R. 2010. Integrated Transportation Scenario Planning: FHWA-HEP-10-034. Metropolitan Research Center. University of Utah. July 2010.

Sarah Wilkinson	Lane County
Stephanie Jennings	Lane Livability Consortium
Cosette Rees	Lane Transit District
Sasha Luftig	Lane Transit District
Tom Schwetz	Lane Transit District
Claire Seguin	NEDCO
Savannah Crawford	ODOT
Deb Johnson-Shelton	Oregon Research Institute
Susan Ban	Shelter Care
Nora Cronin	St. Vincent DePaul
Kellie DeVore	United Way
Gerardo Sandoval	University of Oregon

The Equity Sub-TAC identified the following concerns and issues that may be relevant to the scenario planning process.

- **Transportation costs and choices:**
 - Address disabled populations with extremely low-incomes who are susceptible to shifts in transit costs.
 - Consider links between affordable housing and Safe Routes to Schools programs to alleviate cost burdens on low-income families and schools with concentrated levels of poverty.
 - Consider transit timeliness, routes, and cost.
 - Consider transportation choices available to vulnerable communities.
 - Consider transit impacts to Latinos and low-income populations outside of region (moves toward affordable housing in rural areas may limit employment choices).
 - Consider impacts of informal car sharing networks among low-income communities. Current models do not serve all populations.
 - Address car maintenance costs among low-income populations in car dependent areas.
 - Consider the impacts of increasing driving costs on low-income families. Low-income families with children likely to use cars as their primary means of transportation.
- **Health disparities:**
 - Address the importance of access to affordable and healthy food sources.
- **Traffic safety:**
 - Consider traffic safety (safe walking and biking routes) in affordable housing siting and transit planning. Traffic safety in neighborhoods is a key concern raised in the low-income housing survey.

Regional Demographic Resources

The Equity Sub TAC recommended using existing community demographic resources to address equity concerns. Planning documents reviewed by the project team are summarized below:

- *Central Lane Metropolitan Planning Organization Regional Transportation Plan (RTP)*: The RTP is a federally required Regional Transportation Plan that meets state and federal requirements. The RTP provides a framework for coordinating multi-jurisdictional transportation planning decisions and prioritizes equity and accessibility goals and objectives.⁵
- *Population Forecasts for Lane County, its Cities and Unincorporated Area 2008-2035*: Lane County commissioned the Portland State University's Population Research Center (PRC) to create this comprehensive set of population forecasts for urban areas within Lane County. Forecasts occur in 5-year intervals between 2010 and 2035 and support updates across various regional and comprehensive plans. The forecasts account for Lane County's ethnic and age compositions over time.⁶
- *Equity and Opportunity Assessment (Draft 2013)*: This draft report is the result of recent collaborative efforts made by the LLC to identify and analyze issues of equity, access, and opportunity within the Eugene-Springfield metropolitan area and consider how they inform planning, policies, and investment decisions.⁷ Reported findings explore demographic and socio-economic characteristics ranging over 50 geographic data sets throughout the Eugene-Springfield metropolitan area.
- *Assessment of Equity and Opportunity for Affordable Housing Residents (Draft 2013)*: This draft report presents the methods and associated findings from a survey assessment conducted with low-income residents of subsidized and affordable rental housing developments within Eugene and Springfield.⁸ The assessment focuses on issues of equity, access, and opportunity as experienced through the residents of affordable housing and compliments the LLC's Equity and Opportunity Assessment.
- *Latino Public Participation and Community Indicators Project*: This report supports the work of the Lane Livability Consortium by engaging the Latino community in a participatory research project aimed at developing bottom up social equity indicators and recommending strategies to increase effective public involvement and outreach to the

⁵ Central Lane Metropolitan Planning Organization. (2011). Regional Transportation Plan. Lane Council of Governments. Eugene, OR. December 2011.

⁶ Lane County Coordinated Population Projections, Ordinance No. PA 1255, June 2009 Report. Retrieved from: http://www.lanecounty.org/departments/pw/lmd/landuse/documents/forecasts_report_final.pdf

⁷ Lane Livability Consortium (LLC). 2013. Equity and Opportunity Assessment: Draft. December 2013. Retrieved from: Stephanie Jennings, LLC Grants Manager.

⁸ Lane Livability Consortium (LLC). 2013. Assessment of Equity and Opportunity for Affordable Housing Residents: Report of Findings and Recommendations (Draft). November 2013. Retrieved from: Stephanie Jennings, LLC Grants Manager.

Latino community.⁹ Findings present common themes for consideration when planning with Lane County's Latino communities.

- *Senior and Disabled Services 2011 Community Needs Assessment*: The Lane Council of Governments (LCOG) Division of Senior and Disabled Services develops and regularly updates a needs assessment to review the needs of seniors ages 60 and older residing in Lane County. The report provides demographic characteristics and service use patterns to determine service gaps and recommend improvements for meeting the needs of seniors.¹⁰
- *United Way of Lane County's Community Indicators Report 2012*: This United Way of Lane County report tracks demographic and socio-economic indicators across four strategic categories: education, income, health, and basic needs. Using recent federal, state, and local data, the report provides insight into the experience of Lane County's individuals and families across 17 indicator groups.¹¹

Demographic Trends and Characteristics

Transportation policy changes impact many factors that may impact equity outcomes.¹² Impact categories may include costs and benefits associated with access to public facilities and services, transportation service quality, access to alternative mode choices, economic impacts, or external impacts like congestion.¹³

This section provides three general population growth trends expected in the Central Lane MPO by 2035. This section also provides eight demographic characteristics that provide a profile of the Central Lane MPO's transportation disadvantage communities. Any evaluation process should use these trends and characteristics to evaluate the trade-offs between equity goals and other planning objectives.¹⁴ This data can also inform the development of indicators necessary for measuring progress in achieving desired equity-based objectives.

⁹ Latino Public Participation and Community Indicators Project, Draft, Gerardo Sandoval. University of Oregon CPW November 2012.

¹⁰ Senior and Disabled Services. 2011. Community Needs Assessment 2011. Lane Council of Governments. Retrieved from: <http://www.sdslane.org/sites/default/files/documents/NeedsAss2011.pdf>

¹¹ United Way of Lane County. 2012. Community Indicators Report 2012. Retrieved from: <http://unitedwaylane.org/images/ul/Files/2012Community%20Indicators%20Rpt-web.pdf>

¹² Litman, T. 2013. Evaluating Transportation Equity: Guidance for Incorporating Distributional Impacts in Transportation Planning. Victoria Transportation Policy Institute. November 2013. P. 7

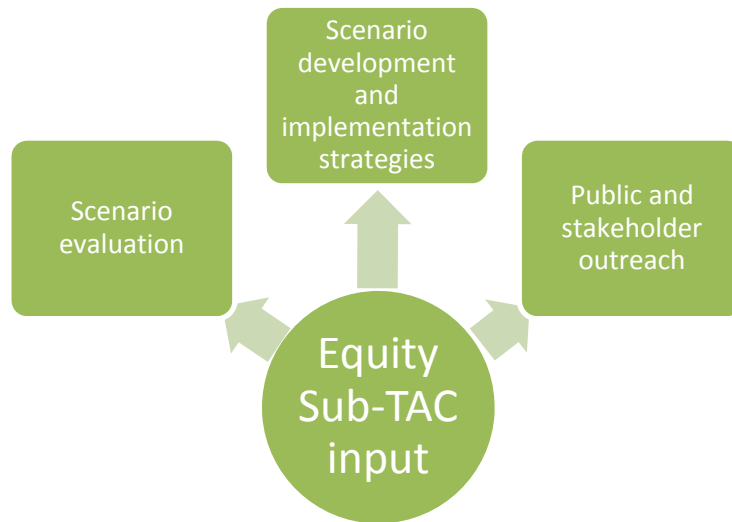
¹³ Litman, T. 2013. Evaluating Transportation Equity: Guidance for Incorporating Distributional Impacts in Transportation Planning. Victoria Transportation Policy Institute. November 2013.

¹⁴ Litman, T. 2013. Evaluating Transportation Equity: Guidance for Incorporating Distributional Impacts in Transportation Planning. Victoria Transportation Policy Institute. November 2013.

Approaches to Incorporating Equity

Through work with the Equity Sub-TAC and analysis of demographic trends, the Central Lane Scenario Planning project team developed an understanding of equity issues and vulnerable populations in the region. This understanding will support the development of scenarios, the evaluation of scenarios, and public outreach as shown in figure 1.

Figure 1: Equity Sub-TAC Input Supports the Comprehensive Development of an Equity Approach



Equity Approaches to Scenario Evaluation

The scenario evaluation process will consider equity as possible using existing evaluation tools including GreenSTEP and ITHIM public health model. Because the scenarios are developed at the policy level and do not specifically indicate the location of changes to the transportation system, some equity analysis typical to transportation and land use projects cannot be conducted. However, as shown in Table 2, using GreenSTEP and GIS analysis several evaluation criteria can be applied to examine equity impacts.

Table 2. Proposed equity evaluation criteria

<p>Economy and Prosperity</p> <ul style="list-style-type: none"> • How will transportation and land use changes affect household income? • How will transportation and land use choices affect regional livability? 	<p>Evaluation criteria:</p> <ul style="list-style-type: none"> • Driving cost as a percentage of household income • Average household income • Housing cost • Households within walking distance of amenities (parks, schools, medical services, etc.)
	<p>Equity approach:</p> <ul style="list-style-type: none"> • Evaluate across income groups • Presence of “20 minute neighborhoods” in areas with concentrations of low income or minority populations
<p>Health</p> <ul style="list-style-type: none"> • How will transportation and land use choices affect community health? 	<p>Evaluation criteria:</p> <p>Physical activity per capita</p>
	<p>Equity approach:</p> <p>Evaluate physical activity across income groups</p>

Equity Approaches to GHG Reduction Strategies

Many GHG reduction strategies considered during scenario planning can be applied in ways that support improved equity outcomes in the region. These include:

- **Community design policies:** Changes in community design such as mixed use development, improved public transit, and improved biking and walking facilities can help reduce GHG emissions. Equity strategies might include improved public transit and active transportation facilities in areas with concentrations of vulnerable populations, reducing the cost of public transit, and addressing safety concerns related to active transportation. When developing mixed-use areas, local governments could consider impacts to vulnerable populations and consider strategies to prevent displacement.
- **Transportation pricing:** Increasing the cost of driving is an effective strategy for reducing GHG emissions. Parking fees, fuel taxes, and other measures that increase the cost of driving may have disproportionately negative impacts on low income residents who drive. Improving public transit or parking subsidies may reduce the negative impacts of transportation pricing strategies on vulnerable populations.
- **Education and marketing:** Individual or employer-based trip reduction programs, carpooling programs, and car sharing are all examples of education and marketing GHG reduction strategies. As these strategies are implemented, jurisdictions can partner with

affordable housing providers, service agencies and cultural groups to ensure that all community members have access to educational and marketing programs.

Approach to Public Involvement and Outreach

The Central Lane MPO developed a *Scenario Planning Stakeholder and Public Involvement Plan* that includes a more detailed summary of the public involvement strategies. The Equity Sub-TAC and demographic analysis informed the plan by providing information about barriers to involvement and strategies to overcome those barriers.

The Equity Sub-TAC agreed that public involvement efforts should meet the needs of different groups and should not result in a “one-size-fits-all” approach to involvement. The Equity Sub-TAC proposed enhancing public involvement approaches by:

- Providing a strong value proposition for participation
- Making involvement meaningful and relevant
- Meeting people where they are
- Closing the feedback loop

Underrepresented populations will be prioritized during outreach. Where possible, outreach efforts will use existing networks and solicit input at regularly scheduled meetings to enhance outreach opportunities and outcomes (e.g., Centro Latino Americano, Trauma Healing Project, Opal Network, Lane Independent Living alliance, advisory bodies, churches, advocacy groups, etc.). The Equity Sub-TAC encouraged developing specific meetings that reach people who serve disabled, Latino, elderly, low-income communities to identify equity concerns related to scenarios.

The Stakeholder and Public Outreach Plan includes these methods to ensure engagement of communities of concern:

- Relying on recent input (resident surveys, etc.)
- Inviting service providers to workshops
- Making presentations to existing groups/committees
- Providing invitations to participate via existing service providers and community organizations