

**BASELINE ASSESSMENT**

**APPENDIX A: CORE AREA REPORTS**

Community Health ..... A-CH-I

Economic Development..... A-ED-I

Housing ..... A-H-I

Transportation..... A-T-I

## **APPENDIX A:**

### **CORE AREA REPORT: COMMUNITY HEALTH**

#### **Executive Summary**

The following Community Health Core Area Report provides an overview of the guiding plans, involved agencies, and policy drivers of community health issues in the Eugene-Springfield metropolitan area.

This report is part of the Baseline Assessment of Plans (Baseline Assessment) initiated by the Lane Livability Consortium and conducted by the Community Planning Workshop (CPW) at the University of Oregon. The overall purpose of the Baseline Assessment is to establish a common understanding of existing community and regional plans, identify opportunities to create stronger synergies among plans and agency efforts, and develop more efficient planning processes and methods in a time of scarce resources. The Baseline Assessment focused on four core planning areas including Economic Development, Housing, Community Health, and Transportation.

Each Core Area Report is informed by two components. First, CPW collected and reviewed regional and agency plans related to the four core planning areas. Second, a Core Area Team was formed which included the staff of agencies and organizations involved in the development or implementation of local healthcare plans (see Table 4 at the end of this document for a list of individuals who participated in one or more core area meetings). A summary of key themes and outcomes from the review of plans and team meetings are outlined below. These themes are unique to the community health field but explore gaps, challenges and opportunities for coordinated development and implementation of plans within the community health core area and across multiple core areas.

Regional community health policy is largely shaped by federal and state mandates. The federal Center for Disease Control and Prevention and the Oregon Health Authority determine the majority of community health related policy. Locally, agencies and organizations follow these policies as well as specific initiatives and actions identified by individual organizations.

#### **Primary Community Health Plans:**

- Lane County Public Health Authority Comprehensive Plan
- National Prevention Strategy
- National Public Health Performance Standards
- Oregon Health Improvement Plan

#### **Plans Supporting Community Health Goals and Outcomes:**

- Envision Eugene
- Eugene-Springfield Consolidated Plan 2010
- Human Services Plan for Lane County
- Lane Coordinated Public Transit-Human Services Transportation Plan
- Springfield 2030

### **Agencies and Organizations Involved in Public Health:**

- City of Eugene
- City of Springfield
- Housing and Community Services Agency of Lane County (HACSA)
- Lane Coalition for Healthy Active Youth (LCHAY)
- Lane Council of Governments (LCOG)
- Lane County
- Lane County Public Health Authority
- Neighborhood Economic Development Corporation (NEDCO)
- PeaceHealth
- United Way of Lane County

### **Key Themes**

- **Consider community health outcomes in the development of all policies.**  
Community Health meeting participants encourage CPW? to look at plans through a variety of lenses to mitigate poor health outcomes. Generally, community health representatives advise planners and decision-makers to incorporate and implement health-based criteria across all regional plans and policies.
- **Implement universal prevention strategies across planning efforts.**  
Community health meeting participants introduced the concept of universal, secondary, and indicated<sup>1</sup> prevention as key focuses of community health related goals. Universal prevention addresses community-wide population health planning that includes the built environment, economic indicators and active transportation features. In the future, the Community Health field would like to see more community planning efforts focus on addressing universal prevention as a means to increase positive population health outcomes overall.

### **Gaps and Challenges**

- **The community health field has no medium or long range plan to meet the breadth of desired community health outcomes.** Currently, community health work programs are developed in alignment with bi-annual budget cycles in accordance with narrowly defined federal and state mandates. The lack of a single guiding document for community health outcomes presents two challenges. First, agencies operating in the community health field lack a central, organized framework outlining goals and strategies for all community health agencies to follow. Second, the lack of a single strategic community health plan makes it difficult for individuals and agencies operating in other core areas to learn about, and coordinate with, the work being completed in the Community Health Core Area. A community based health plan developed in partnership with

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<sup>1</sup> The focus of indicated prevention is on individual people, therefore less emphasis is placed on assessing or addressing environmental influences, such as community values. Indicated prevention seeks to mitigate the costs of treatments received by those worst-off, including vulnerable populations such as the homeless.

economic development, housing, land use, and transportation planning efforts would help other core areas identify work that can support efforts toward enhancing community based health outcomes.

- **Limited financial and human resources.** Community Health meeting participants identified limited financial and staff resources as key challenges to further integrating planning efforts with other core areas. Constrained and decreasing budgets, along with inadequate staffing levels have left few opportunities for community health officials to connect with other planning agencies. This limited interaction decreases awareness and understanding of what is or is not being considered by other planning processes in relation to community health.

## Opportunities

- **The region is well positioned to identify and prioritize mutually beneficial planning activities between community health and other core areas.** The community health field is currently in the process of reframing health policy while enhancing the “triple aim” of health service provision. This reframing opens the potential for community health agencies to increase the identification of mutual benefits across core areas. Mutual benefits may link desired health outcomes with regional planning activities by identifying mutual opportunities for cross collaboration and coordination. Additionally, mutual benefits may uncover potential areas to link planning efforts by evaluating health outcomes across planning priorities.
- **The region stands to increase community health outcomes through the integration of multi-disciplinary community health grant planning processes with other core areas.** Supporting effective preventive health planning offers a large return on investment. Consequently, a large number of state resources are being funneled towards community health based opportunities. Emerging trends in the community health field reveal opportunities to involve other core areas in forthcoming inclusionary grant processes focused on improving population health outcomes. Furthermore, the state’s new outcome based budget model is designed to reward programs that show positive measurable impacts on community health. The community health field’s current work on developing Coordinated Care Organizations offers an emerging opportunity to engage new partners in improving regional population and community health outcomes.

## **I. Introduction**

A group of local agencies formed the Lane Livability Consortium (LLC) in 2010 to apply for and manage a Sustainable Communities Regional Planning Grant from the U.S. Department of Housing and Urban Development. The LLC provides a forum for community agencies and leaders to develop new approaches to issues of livability and sustainability in the Eugene-Springfield Metropolitan Area. These issues cross a variety of planning fields including economic development, community health, higher education, transportation, affordable housing, water and energy, infrastructure investments, and social equity.

This report is part of a Baseline Assessment of Plans commissioned by the Lane Livability Consortium and conducted by the Community Planning Workshop at the University of Oregon. The overall purpose of the Baseline Assessment of Plans is to establish a common understanding of existing community and regional plans, identify opportunities to create stronger synergies among plans and agency efforts, and develop more efficient planning processes and methods in a time of scarce resources. The Baseline Assessment focused on four core planning areas including Economic Development, Housing, Community Health, and Transportation.

The following report includes: (1) a description of the methods used to gather information from available plans and identify agency and staff perspectives; (2) identification of the major policy drivers for the public health area; (3) descriptions of the primary community health related agencies; (4) summary descriptions of the guiding community health plans; and (5) a summary of gap, challenges and opportunities for the Community Health Core Area.

### **Purpose and Methods**

The purpose of the four Core Area Reports (Economic Development, Transportation, Housing and Community Health) is to identify shared planning elements within each of the core areas. The reports also reveal areas to improve the linkages of regional planning components within planning policies and processes. Each core area report can be thought of as “vertical” components within the overall regional plan assessment effort because each report’s analysis focuses on the breadth of a single planning function ranging from a broad regional scale to local implementation strategies.

### **KEY INFORMANT INTERVIEWS**

An initial step in developing the Core Area Reports was to conduct key informant interviews with agencies participating in the LLC. This step allowed CPW to develop baseline information on existing regional planning processes and current planning efforts. The key informant interviews also identified additional plans to be included in the overall analysis. Moreover, the meetings identified preliminary opportunities connecting plans and agency.

Nine meetings were conducted with ten different agencies and included a total of 49 participants. Meeting participants represented the following jurisdictions, organizations and agencies: Lane County and the cities of Eugene and Springfield, Eugene Water and Electric Board, Housing and Community Service Agency of Lane

County, Lane Council of Governments, Lane Transit District, Springfield Utility Board, St. Vincent DePaul Society of Lane County, and Oregon Department of Transportation and the Oregon Regional Solutions Team.

## ANALYSIS OF PLANS RELATED TO PUBLIC HEALTH

Following the key informant interviews, CPW developed three preliminary tools to inform the analysis of gaps and opportunities across regional planning documents and processes. These tools are: (1) plan summaries that detail federal, state, and local plan influencers, implementation processes, origins and relevance of data, and plan goals and objectives (Appendix B); (2) a set of timelines reflecting the creation, adoption, maintenance and lifespan of core area planning documents (Section III and Appendix B); and (3) a visual representation of core area relationships (Appendix C). Each tool informs the development of this core area report by offering CPW a means to dissect plans into logical segments and view relationships across plan goals, objectives, strategies, policies and actions.

## CORE AREA TEAM MEETINGS

Third, CPW worked with LLC members to form a Community Health Core Area Team (CAT) to review the plan summaries, identify relationships among plans, and discuss crossover issues. Each of the three meetings ranged in attendance from 10-20 people and consisted of LLC agency staff and additional participants from related community organizations. After reviewing the products developed from key informant interview meetings, members responded to the following three questions:

1. Do logical connections exist among the plan goals?
2. Do opportunities exist to improve connections between these existing plan goals?
3. What opportunities exist for connecting specific plan goals in one core area to plans in another core area?

The meetings focused on evaluating relationships between core area planning document goals. The meetings also informed CPW of current regional planning and collaboration efforts existing within each core area. Lastly, the CAT meetings exposed shared elements in these core areas tied to local planning documents and to improving the integration of planning policies and processes.

Fourth, CPW hosted a crossover “integration” meeting. This meeting was an opportunity for professionals from all agencies and core areas to discuss relatable crossover areas for future integration. CPW asked the group the following questions:

1. What crossover issues exist between core areas?
2. What are the greatest gaps, opportunities and challenges relevant to linking regional efforts across core areas?

Each core area met in a series of three grouped 30-minute discussions. Nearly 35 LLC stakeholders participated in the round table discussions. Members began identifying the degree to which the four core areas are connected and also

identified specific areas in which further integration may be possible. The outcomes and findings from this meeting inform this Core Area Report and generate ideas for increasing opportunities for regional collaboration.

## **II. Community Health Policy Drivers and Influencers**

A common interest in reducing the harmful effects of rapid industrialization and urbanization initiated the development of urban planning and public health fields.<sup>2</sup> Over time, these aims grew apart. Planning professionals now pay greater attention to land use policy, transportation systems, and economic development while public health practitioners focus increasing attention on chronic disease prevention.

A glaring outcome of this approach to community development is the growth of inequalities among health outcomes facing urban poor and minority populations.<sup>3</sup> Furthermore, population and community health outcomes may suffer when traditional planning fields and community health services fail to coordinate toward achieving healthier and more livable communities.

Since 1973, Oregon's Statewide Land Use planning laws have regulated the use and allocation of land and natural resources. These laws broadly define land use initiatives but also refine requirements related to transportation, housing, economic development, natural resource conservation, and agricultural land preservation. Oregon's land use system, however, only tangentially recognizes the impact of land use patterns on community health. In short, community health indicators linking the built environment with healthy communities are not explicitly addressed in Oregon's land use laws.

The growing divide between planners and community health practitioners means that few planners are actively addressing long-term community health goals.<sup>4</sup> Currently, less than 30 percent of the nation's local comprehensive plans address community health components while only three percent of the nation's sustainability plans address community health issues.<sup>5</sup>

### **Federal**

Lane County's Public Health Authority follows national and state mandates in achieving community health outcomes. The 10 Essential Services outlined by the Center for Disease Control's (CDC) National Public Health Performance Standards

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<sup>2</sup> Jason Corburn, "Confronting the Challenges in Reconnecting Urban Planning and Public Health," *American Journal of Public Health* 94, no. 4 (April 2004): 541-546.

<sup>3</sup> N. Freudenberg, "Time for a National Agenda to Improve the Health of Urban Populations," *American Journal of Public Health* 90 (2000): 837-840.

<sup>4</sup> Planning and Community Health Research Center, *Comprehensive Planning for Public Health: Results of the Planning and Community Research Center Survey*, (American Planning Association, 2011).

<sup>5</sup> Planning and Community Health Research Center, *Comprehensive Planning for Public Health: Results of the Planning and Community Research Center Survey*, (American Planning Association, 2011).

Program (NPHPSP) provide a working definition of traditional public health services, and uniform guidelines and regulations for the responsibilities of local community health systems.<sup>6</sup> Additional federal mandates require planning agencies to address transportation and housing concerns related to community health. However, these plans are largely unknown to regional community health practitioners and little collaboration currently exists between entities.

The Patient Protection and Affordable Care Act of 2010 will continue to enhance federal direction across local prevention and community health efforts. Specifically, the Affordable Care Act provides a policy framework for local prevention practices through the National Prevention Strategy. Furthermore, the Act incorporates the development of a Prevention and Public Health Fund to assist states and local jurisdictions to address the underlying drivers of chronic disease.

**Table 1. Federal Policy Drivers and Influencers**

Policy Driver/ Influencer	Description
Patient Protection and Affordable Care Act (PPACA)	The Patient Protection and Affordable Care Act, passed and signed into law in 2010, is a comprehensive package of healthcare reform that expands access and reduces costs of healthcare. The Act incorporates the development of a Prevention and Public Health Fund. The fund assists states in the expansion of prevention activities and with investments in health infrastructure necessary to address the underlying drivers of chronic disease. <sup>7</sup>
National Public Health Performance Standards Program (NPHPSP)	The National Public Health Performance Standards Program provides a working definition of public health and uniform guidelines and regulations for the responsibilities of local community health systems. <sup>8</sup> The framework ensures that local systems monitor, evaluate, diagnose, investigate, enforce, mobilize and inform residents of community health outcomes. Identifying areas for community health system improvement, strengthening state and local partnerships, and ensuring local systems uphold effective response rates to

<sup>6</sup> Centers for Disease Control and Prevention, National Public Health Performance Standards Program (NPHPSP), December 2010, <http://www.cdc.gov/nphpsp/>.

<sup>7</sup> U.S. Department of Health & Human Services, *The Affordable Care Act's Prevention and Public Health Fund in Your State: Oregon*, 2012, <http://www.healthcare.gov/news/factsheets/2011/02/prevention/or.html>.

<sup>8</sup> Centers for Disease Control and Prevention, National Public Health Performance Standards Program (NPHPSP), December 2010, <http://www.cdc.gov/nphpsp/>.



Policy Driver/ Influencer	Description
	daily community health issues and emergencies are the primary goals of NPHPSP. <sup>9</sup>

## State

Oregon's local public health authorities operate under intergovernmental agreements regulated by the Oregon Health Authority (OHA). These agreements allow local health authorities to receive state categorical funds to meet specific federal and state mandates (Table 2). The OHA then ensures compliance with NPHPSP's 10 Essential Services through Oregon Revised Statutes<sup>10</sup> and Oregon Administrative Rules. Although OHA focuses on improving community health outcomes through prevention, few regulatory categories explicitly or implicitly address connections with planning processes across the core areas of Economic Development, Housing, or Transportation.

In an effort to more holistically address community health determinants, the Oregon Health Policy Board (OHPB) created the Oregon Health Improvement Plan (HIP). This visionary document guides evidence-based interventions, systems and environmental approaches to ensure the overall health of all Oregonians.

Through the Health Improvement Plan Committee, state and local transportation and education agencies, businesses, health systems, and community organizations will collaboratively implement the three HIP goals. Participating agencies seek to achieve plan goals by focusing their efforts on: (1) health equity and population health through improving social, economic, and environmental factors; (2) preventing chronic disease by reducing obesity prevalence, tobacco use and alcohol abuse; and (3) stimulating linkages, innovation, and integration among public health, health systems, and communities.<sup>11</sup> Currently Lane County Public Health is working on a local community health improvement plan in collaboration with PeaceHealth and Trillium (the new CCO for the region). Once the plan is drafted each agency will draft its own strategic plan that will guide the activities their agency will pursue. The local community health improvement plan and agency specific strategic plans will complement the Lane County Public Health Comprehensive Plan (see below within "Local" section) by adding more data and time sensitive and specific goals and objectives.<sup>12</sup>

<sup>9</sup> Centers for Disease Control and Prevention, National Public Health Performance Standards Program (NPHPSP), December 2010, <http://www.cdc.gov/nphpsp/>.

<sup>10</sup> Oregon Health Authority, Oregon Revised Statutes - Chapters 91; 431-475; 624, 2012, <http://public.health.oregon.gov/rulesregulations/Pages/OregonRevisedStatutes.aspx>.

<sup>11</sup> Oregon Health Policy Board, Oregon Health Improvement Plan, Oregon Health Authority (Salem: Oregon Health Authority, 2010).

<sup>12</sup> Jordan, Jennifer. Lane County Public Health. Program Coordinator, Chronic Disease Prevention. "Re: Plan Summaries – Please review by Oct. 26." Message to Michael Howard. October 16, 2012. Email.

Recently, Oregon House Bill 3650 and Senate Bill 1580 (2011) called for the creation of Coordinated Care Organizations (CCO). The CCO model reorganizes Oregon Medicaid systems by coupling primary care, mental health, and dental care service provision under a single regional plan insurer. Regional plans offer system efficiencies. CCOs are health entities that will deliver health care and coverage for people eligible for the Oregon Health Plan (Medicaid) including those covered by Medicare. CCOs must be accountable for health outcomes of the population they serve. They will have one budget that grows at a fixed rate for mental, physical, and ultimately dental care. They will be patient-centered and team-focused. Also, they will have flexibility within the budget to deliver defined outcomes. Furthermore, effective service integration and care management will improve population health outcomes among Medicaid enrollees who drive health care costs associated with perinatal health indicators, chronic conditions, smoking, and obesity.<sup>13</sup>

In relation to community health outcomes, Oregon recently adopted an outcome-based budget plan called the 10-Year Plan for Oregon. Agencies throughout the state will now receive funding allocations based on programmatic outcomes related to six key policy areas. Two of the six key policy areas specifically address healthy people and healthy environments.<sup>14</sup> The 10-Year Plan for Oregon carries health related implications across all core areas as each agency receiving state funds will need to address evidence-based outcomes tied to the health of people and their environments. Continued and strengthened collaboration between planning and public health agencies will be essential to reach new state budget and funding targets linked to community health outcomes.

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<sup>13</sup>State of Oregon: Oregon Health Authority. <https://cco.health.oregon.gov/Pages/AboutUs.aspx>. Acquired September 2011.

<sup>14</sup> Chief Operating Officer, State of Oregon, *10-Year Plan for Oregon*, 2012, <http://www.oregon.gov/COO/Ten/Pages/index.aspx>.

**Table 2. State Policy Drivers and Influencers**

Policy Driver/ Influencer	Description
Oregon Revised Statutes Chapters 91; 431-475; 624 <sup>15</sup> and Oregon Administrative Rules	Rules and statutes direct prevention and six additional public health focuses: (1) disease control, laboratory testing, and immunizations; (2) emergency medical services and public health preparedness; (3) food facilities and recreation facilities; (4) health and wellness; (5) healthy environments; and, (6) hospitals and health care. <sup>16</sup>
Oregon Health Improvement Plan (HIP)	The HIP recommends achieving three primary goals: (1) improve the lifelong health of all Oregonians; (2) increase the quality, reliability, and availability of care for all Oregonians; and (3) lower or contain the cost of care so it is affordable to everyone. <sup>17</sup>
Oregon House Bill 3650 and Senate Bill 1580 (2011)	The Coordinated Care Organizations (CCO) model aims to specifically improve health outcomes, health care experiences and lower health care system and delivery costs. <sup>18</sup>

## Local

Lane County's Public Health Authority (LCPHA) addresses community health planning through two formal regulatory documents: (1) the Lane County Public Health Comprehensive Plan (LCPHCP); and (2) the Lane County Mental Health and Addictions Plan (LCMHAP). Each plan must comply with state and federal regulations. However, these plans do not comprise the complete breadth of topics that complete the community health field. Local community agencies separately follow nearly 15 different state and federal plans, initiatives and reports that influence local community health actions.

For example, local agencies review evidence based practices outlined in national initiatives and studies like the National Prevention Strategy,<sup>19</sup> the Institute of Medicine's Local Government Obesity Report,<sup>20</sup> the CDC's Best Practices for

<sup>15</sup> Oregon Health Authority, Oregon Revised Statutes - Chapters 91; 431-475; 624, 2012, <http://public.health.oregon.gov/rulesregulations/Pages/OregonRevisedStatutes.aspx>.

<sup>16</sup> Oregon Health Authority, Public Health - Rules and Regulations, 2012, <http://public.health.oregon.gov/RulesRegulations/Pages/index.aspx>.

<sup>17</sup> Oregon Health Policy Board, Oregon Health Improvement Plan, Oregon Health Authority (Salem: Oregon Health Authority, 2010).

<sup>18</sup> Oregon Health Authority, Coordinated Care Organization Implementation Proposal: House Bill 3650 Health Care Transformation, (Salem: Oregon Health Authority, 2012).

<sup>19</sup> U.S. Department of Health and Human Services, National Prevention Strategy, <http://www.healthcare.gov/prevention/nphpphc/strategy/index.html>.

<sup>20</sup> Institute of Medicine, Local Government Obesity Report, <http://iom.edu/Reports/2009/Local-Government-Actions-to-Prevent-Childhood-Obesity.aspx>.

Comprehensive Tobacco Control,<sup>21</sup> and the Robert Wood Johnson Foundation's Social Determinants of Health report.<sup>22</sup> Agencies incorporate additional state-centric plans into their planning processes including the Oregon Foodbank Network report<sup>23</sup> and the Partners for a Hunger Free Oregon report.<sup>24</sup> Agencies also review out-of-state influences such as the Vermont Blue Print for Health.<sup>25</sup>

Realizing that collaborative efforts improve population health outcomes, the Lane County Public Health authority recently partnered with the National Association of Chronic Disease Directors to develop Action Communities for Health, Innovation, and Environmental Change (ACHIEVE). The ACHIEVE model partners local schools, worksites, health care facilities, and community organizations in a coordinated effort to support improvements in social, economic, and environmental health outcomes in Lane County.<sup>26</sup>

Additionally, local agencies prioritize actions and funding allocations based on goals forwarded by local documents such as the Lane County Strategic Plan, the Human Services Plan for Lane County and the Lane Coalition for Healthy Active Youth's five-year goals. These additional plans share best practices, goals, objectives, strategies, and policies relative to improving the region's community health outcomes. The challenge is identifying opportunities, gaps, and challenges to link these community health goals with current housing, economic development, and transportation goals in a comprehensive effort to improve the livability of the region.

Locally, agencies lack a unified community health comprehensive plan to guide the work of multiple agencies. With multiple organizations confronting the myriad of community health issues, there is a fragmented system in which the various health issues are addressed. This leads to a lack of coordination and organization in the work of community health. Presently Lane County Public Health is adding to the body of local plans through the creation of a local Community Health Improvement Plan (CHIP). The local community health improvement plan and agency specific strategic plans will complement the Lane County Public Health

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<sup>21</sup> Centers for Disease Control and Prevention, Best Practices for Comprehensive Tobacco Control, [http://www.cdc.gov/tobacco/stateandcommunity/best\\_practices/index.htm](http://www.cdc.gov/tobacco/stateandcommunity/best_practices/index.htm)

<sup>22</sup> Robert Wood Johnson Foundation, Social Determinants of Health, <http://www.rwjf.org/vulnerablepopulations/product.jsp?id=66428>

<sup>23</sup> Oregon Foodbank Network, <http://www.oregonfoodbank.org/Understanding-Hunger/Research>

<sup>24</sup> Partners for a Hunger Free Oregon, <http://oregonhunger.org/reports>

<sup>25</sup> Vermont Blue Print for Health, <http://dvha.vermont.gov/>

<sup>26</sup> Lane County Public Health Authority, ACHIEVE Communities, 2012, [http://www.achievecommunities.org/communities/community\\_details.cfm?community\\_id=9080B092-9698-E67E-1E8E65C81852BCEA](http://www.achievecommunities.org/communities/community_details.cfm?community_id=9080B092-9698-E67E-1E8E65C81852BCEA).

Comprehensive Plan (see below within “Local” section) by adding more data, as well as time sensitive and specific goals and objectives.<sup>27</sup>

## Core Area Team Participants

Multiple agencies and community providers make up the field of community health. These agencies work across a range of issue areas, including public health, human services, health care, and senior services. With the recent formation of the Lane County Coordinated Care Organization, many of these agencies now gather in a forum to coordinate regional community health efforts to improve the quality of community health outcomes. The following agencies are Core Area Team participants and play influential roles in the region’s community health planning process:

**Table 3. Core Area Team Participants**

Participants	Description
Lane County Public Health Authority (LCPHA)	Although Lane County houses the LCPHA, the LCPHA follows directives provided by the OHA. The LCPHA’s main objective is to operationalize the CDC’s 10 Essential Services and enforce related state statutes and administrative rules. The LCPHA comprehensive plan outlines how to address state and federal mandates and is approved by the Lane County Board of Commissioners.
Lane Coalition for Active Health Youth (LCHAY)	LCHAY seeks to prevent the onset of childhood obesity through advocacy and action. Since 2004, LCHAY has focused on addressing policy and environmental change to support healthy active living.
Parks and Recreation	The City of Eugene, City of Springfield, City of Coburg, and Willamalane Parks and Recreation District departments oversee the preservation and public access to parks and open spaces. Access to parks plays an integral role in developing an active healthy lifestyle. Therefore, parks and recreation departments play a role in ensuring all residents retain access to healthy and maintained open spaces.
Lane Council of Governments (LCOG) Senior and Disabled Services	The Senior and Disabled Services division of LCOG is the region’s Agency on Aging and Disability Services. The agency’s primary role is to plan and administer programs and services for older people and for people with disabilities.
United Way of Lane County	The region’s United Way oversees the 100% Access program aimed at ensuring all people in Lane County receive access to health care, affordable medications, and health insurance. The work of the 100% Access program is driven by United Way’s bi-annual community health assessment outcomes that provide metrics for evaluating the region’s population and community health.

<sup>27</sup> Jordan, Jennifer. Lane County Public Health. Program Coordinator, Chronic Disease Prevention. “Re: Plan Summaries – Please review by Oct. 26.” Message to Michael Howard. October 16, 2012. Email.

### III. Summary of key planning documents

This section summarizes the primary and supporting planning documents for community health in the Eugene-Springfield area (Table 4.1 and 4.2). A brief review of the plans is included. For more detailed information about each plan, including a synopsis of plan themes, goals, actions, and strategies for implementation, data inputs and public engagement processes, please see the Plan Summaries in Appendix B.

The region's community health agencies follow goals, strategies, and proposed actions found in multiple national, state, and local planning documents. This report includes a review of three public health planning documents (Human Services Plan of Lane County, Lane County Public Health Authority Comprehensive Plan, and Lane County Transit Human Services Transportation Plan) and additional plans and policy influencers (National Prevention Strategy and the Oregon Health Improvement Plan) identified during the Community Health Core Area Team discussions.

These additional plans, initiatives, and strategies frame the totality of the field's goals and objectives and provide more detail into how the field includes population health indicators in the evaluation of healthy community outcomes. This report identifies potential linkages between these documents and other community health planning goals related to community health.

Two community health planning documents satisfy federal mandates. These include the Lane County Public Health Authority Comprehensive Plan and the Lane County Transit Human Services Transportation Plan. The Human Services Plan of Lane County is not adopted but provides a consensus among human and social service providers for allocating federal, state, local, and foundation grant funds based on prioritized tiers of community need. Additionally, federal, state, and local initiatives and strategies are used to frame the evaluation of the healthy community outcomes. These include the National Prevention Strategy, the Oregon Health Improvement Plan and the ACHIEVE Communities initiative.

During the first Core Area Team meeting with public health officials, many of the participants noted they do not use many of the local community health plans identified by CPW. In general, most policies and influencers of local decision-making are based on legal mandates and the plans and strategies outlined by other non-profit or non-governmental organizations throughout the country. Additionally, participants noted that all core areas are related and planning decisions in the other areas strongly impact community health.

**Table 4.1 Primary Community Health Plans**

Primary Community Health Plans	Description
Lane County Public Health Authority Comprehensive Plan	<p>The Lane County Public Health Authority Comprehensive Plan (LCPHA) authority is tasked with preserving, protecting, and promoting the health of all people in Lane County. In addressing this charge, the state requires LCPHA to complete an annual comprehensive plan addressing the delivery and enforcement of essential public health services.</p> <p>The plan addresses service delivery requirements by detailing steps to achieve objectives related to the following essential themes: (1) providing for the adequacy of local public health services; (2) monitoring communicable disease control; (3) directing parent and child health services; (4) collecting and reporting regional health statistics; (5) providing adequate health information and referral services; (6) monitoring environmental health services; and (7) improving prevention strategies.</p>
National Prevention Strategy	<p>The federal Department of Health and Human Services' National Prevention Council developed the National Prevention Strategy (NPS) as a critical component of the Affordable Care Act in 2011. The document signifies a multi-agency effort to improve America's health outcomes by creating healthy and safe communities, expanding community-based preventive services, empowering people to make healthy choices, and eliminating health disparities.</p> <p>Altogether, 17 agencies across federal government organizations contributed to the document and share a commitment to promoting prevention and wellness. The NPS is relevant to this report because it incorporates suggestions for improving collaboration towards reaching healthy community outcomes by engaging housing, transportation, workplaces, and environmental fields.</p> <p>The plan's strategic directions include goals to accomplish the following: (1) Healthy and Safe Community Environments: create, sustain, and recognize communities that promote health and wellness through prevention; (2) Clinical and Community Preventive Services: ensure that prevention-focused health care and community prevention efforts are available, integrated, and mutually reinforcing; (3) Empowered People: support people in making healthy choices; (4) Elimination of Health Disparities: eliminate disparities, improving the quality of life for all Americans.<sup>28</sup></p>

<sup>28</sup> U.S. Department of Health and Human Services, National Prevention Strategy, <http://www.healthcare.gov/prevention/nphpphc/strategy/index.html>

Oregon Health Improvement Plan	<p>The Oregon Health Improvement Plan (HIP) provides recommendations to improve the lifelong health of all Oregonians, prevent chronic illness, and stimulate innovation and collaboration within local health and planning systems. The document acknowledges that planning for community health means more than providing access to community health clinics. Communities must think of ways to enhance or redesign sidewalks, transit systems, bike paths, schools, restaurants, parks, and workplaces to achieve environments and systems that promote healthy living choices.</p> <p>Over the next several years, the Oregon HIP Committee will work with state and local public health agencies; education and transportation agencies; businesses and worksites; health care systems; behavioral health, long-term care, community- and faith-based organizations; and Oregon residents to tailor the strategies and actions within the Plan to the needs of individual communities.</p>
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**Table 4.2 Supporting Community Health Plans**

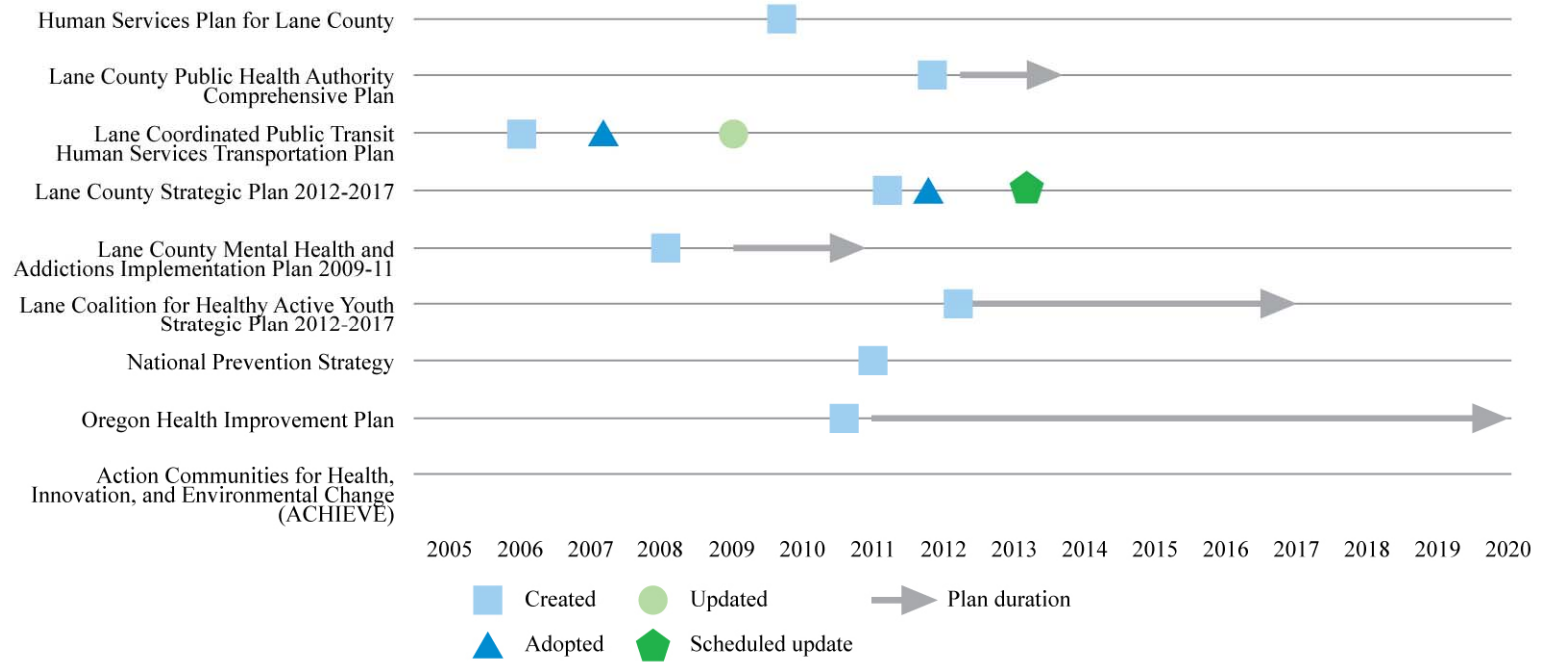
Primary Community Health Plans	Description
Eugene-Springfield Consolidated Plan 2010	<p>The Consolidated Plan is the primary affordable housing plan for Eugene and Springfield. It directs necessary funds for the implementation and development of affordable housing, human services, accessibility improvements, and improvements to low-income neighborhoods through the Home Investment Partnerships Program (HOME) and Community Development Block Grants (CDBG).</p>
Human Services Plan of Lane County	<p>The Human Services Plan of Lane County is a long-range blueprint for human services with the goal of building a healthy more prosperous community. The plan is a strategic policy guide for the Human Services Commission (HSC) decision-making process. The HSC is a partnership of local public and private organizations funded by Lane County and the cities of Eugene and Springfield.</p> <p>Priorities identified in the plan guide the distribution of operating funds for human service programs offered by community-based non-profit and public agencies. Through the Human Services Fund, the HSC supports its nonprofit partners through the provision of approximately \$15 million of local, state and federal funds to support 65 local programs for all ages from infants to elders.</p> <p>The plan's goals address the following concerns: (1) meet community basic needs; (2) increase self-reliance; (3) improve health and well-being; (4) Strengthen children and families; and (5) build a safer community. Formal strategies and actions do not exist to complete the plan goals. Rather, funding priorities are broken out and prioritized into three tiers. Each tier</p>



specifies community needs requiring funding levels necessary to ensure healthy outcomes among vulnerable populations.

<p>Lane Coordinated Public Transit-Human Services Transportation Plan</p>	<p>The Lane Coordinated Public Transit Human Services Transportation Plan (Lane Coordinated Transportation Plan) was developed by the Lane Transit District (LTD) in 2006 and updated in 2009. It is meant to broaden the dialogue of, and support for, coordination between transportation and human services. The 2009 update incorporates expectations and requirements of the Federal Transit Administration (FTA) and the Oregon Department of Transportation (ODOT).</p> <p>The plan reviews existing transit and human services, provides context to expand the coordination of these services, and is a tool to educate human service agencies and transportation providers on how to identify opportunities for coordination. Plan goals are broad and seek to maintain existing services for people who depend on public transportation at levels that have been shown to be effective, to respond to growth within existing services, and to respond to emerging community needs.</p>
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## Timeline of regional planning documents



## **IV. Findings: Assessment of Core Area Team Meetings and Process**

In general, core area team members suggested that separating Community Health from Economic Development, Housing, and Transportation does not help community health practitioners realize their goal of implementing healthy decisions across all policies. Members strongly agreed that if Economic Development, Housing, and Transportation planning decisions incorporated decisions that address community health, then little reason would exist to separate community health from other core areas. This key finding suggests that community health and population health principles should not exist independently but should be incorporated and reflected in all core area decision-making processes.

Second, core area team members indicated that mandated community health plans do not reflect the desired outcomes of the community health field because mandated directives only address the ten essential services prescribed by the CDC. Additionally, the majority of community health goals determined programmatically may not accurately reflect regional land use, transportation, economic development, housing, and other goals. Furthermore, members revealed that no single comprehensive plan addresses the entirety of community health and population health concerns for the region.

Third, members introduced the concept of universal, secondary, and indicated prevention as key focuses of community health goals. Universal prevention addresses community-wide population health planning that includes the built environment, economic indicators, and active transportation features. Secondary prevention addresses prescribed interventions targeted at isolated populations. And, indicated prevention seeks to mitigate the costs of treatments received by those worst-off, including vulnerable populations such as the homeless.

In the future, the community health core area team would like to see more community planning efforts addressing universal prevention as a means to increase positive population health outcomes overall. The community health core area team sees partnerships with all other core areas as instrumental in improving universal prevention efforts to achieve healthier community outcomes.

The core area team meetings established a baseline for CPW and Lane Livability to further understand the working relationships between community health and the other core areas. During the process, CPW asked meeting participants if identified community health plans are currently used, and whether goals within each plan accurately reflected agency work. CPW's findings identify overarching themes and initial gaps, challenges and opportunities for connecting with other core areas.

The findings are organized around themes that emerged from the meetings and interviews and are categorized into four areas:

1. Overarching themes
2. Planning process

3. Data
4. Plan content

The discussion within each of these areas provides an overview of the area, then describes opportunities, gaps, and challenges.

## Overarching Themes

- **Community health practitioners desire community health outcomes to be considered in the development of all policies.** Community Health meeting participants encourage looking at plans through a variety of lenses to mitigate poor health outcomes. Generally, community health representatives advise planners and decision-makers to incorporate and implement health based criteria across all regional plans and policies.
  1. Health is linked to every regional policy and should be planned for and evaluated accordingly.
  2. Community health connections are inherent in all regional plans and should be exposed to highlight the needs of a healthy and thriving community throughout all plans and planning processes.
- **Community health practitioners see opportunities to implement universal prevention strategies across planning efforts.** Community health meeting participants introduced the concept of universal, secondary, and indicated prevention as key focuses of community health goals. Universal prevention addresses community-wide population health planning that include the built environment, economic indicators, and active transportation features. In the future, the Community Health field would like to see more community planning efforts based on addressing universal prevention as a means to increase positive population health outcomes overall.
  1. Nearly 75% of community health resources focus on the sickest portions of the population while many would benefit from meaningful early intervention. With so many resources allocated toward treating the downstream effects of adverse health outcomes, community health practitioners lack the resources to adequately plan or implement universal prevention strategies.
  2. Meaningful universal prevention strategies must include collaborative decision making processes across all core areas.

## GAPS

- **Participants saw a need to redefine and broaden the scope of the public health charge to encompass community health outcomes.** Meeting participants acknowledge that the public and planners alike interpret the term “public health” narrowly to mean communicable disease control. Efforts should be made to reshape the definition of public health to include any agency planning decisions affecting population and community health (i.e. where people live, work, learn, and play).

## CHALLENGES

- **Community health lacks explicit regulatory connections with Oregon's land use planning processes.** Legal challenges prevent the inclusion of community health elements in the land use planning process. Even if incorporated, community health regulations could add increasing layers of legal "red tape" to an already cumbersome ordinance process. Members don't know whether elected officials would support incorporating community health urban services into local and regional planning efforts. Additional research should evaluate whether top-down planning would best impact community health outcomes.
- **The planning community struggles making healthy choices easier to access for all community members.** Members agree that regional planning efforts should strive to make healthy choices easier for individuals and families to achieve. The community should strive to achieve viable active transportation options, access to healthy nutritious foods, affordable health care, and supporting wages as default options in personal decision making processes.

## OPPORTUNITIES

The region stands to increase community health outcomes through the integration of multi-disciplinary community health grant planning processes with other core areas. Supporting effective preventive health planning offers a large return on investment. Consequently, a large number of state resources are being funneled towards community health based opportunities. Emerging trends in the community health field reveal opportunities to involve other core areas in forthcoming inclusionary grant processes focused on improving population health outcomes. Furthermore, the state's new outcome based budget model is designed to reward programs that show positive measurable impacts on community health. The community health field's current work on developing Coordinated Care Organizations offers an emerging opportunity to engage new partners in improving regional population and community health outcomes.

## Planning Process

Key themes identified throughout community health core area team meetings verify the community health field's unique identity as separate but complimentary to "traditional" urban planning efforts. In each core area team meeting, traditional planning fields including economic development, housing, and transportation showed professionals eager to increase collaboration to improve community health outcomes. Optimism for increased partnership and integration will likely help bridge gaps in community health planning connections with planning fields, increase opportunities for cross collaboration, and address challenges discussed by core area team participants.

Currently, few formal communication and collaboration opportunities exist for community health practitioners to engage with leadership and decision making bodies. Currently, the LCPHACP is only viewed by the Lane County Board of Commissioners for approval to satisfy state and federal mandates. City governments and other decision-making bodies are not involved in the

community health planning process. Consequently, community health practitioners have little ability to influence policy and planning practices that fall outside of their mandated jurisdiction. Conversely, there are also few apparent opportunities for non-community health practitioners to influence community health policy and planning practices.

#### GAPS

- **A lack of engagement and communication exists between planners and community health partners in traditional planning processes.** Through the meetings with community health practitioners, many expressed a desire to learn more about other core area plan development processes, and to learn where community health planning provides a logical link to core area outcomes. The community health meeting participants expressed interest in finding ways to get involved in community planning decisions and make stronger connections to community health outcomes. Additionally, non-community health participants noted their interest in learning more about the community health field.
- **Lack of access to health insurance increases poor health outcomes.** Meeting participants recognized a link between access to employer-based health insurance and improved community health outcomes. Too often, not having a job means not having health insurance. Without a good job, community members are less likely to retain health insurance and are more likely to have poor health outcomes. Members shared an interest in investigating whether or not Oregon's new system of providing Medicaid coverage through Coordinated Care Organizations (CCO) could include Housing and Economic Development fields in access and outreach strategies.

#### CHALLENGES

- **Community health agencies have limited financial and human resources.** Community Health meeting participants identified limited financial and staff resources as key challenges to further integrating planning efforts with other core areas. Constrained and decreasing budgets, along with inadequate staffing levels have meant there are few opportunities for community health practitioners to connect with other planning agencies. This limited interaction decreases awareness and understanding of what is or is not being considered by other planning processes in relation to community health.

#### OPPORTUNITIES

- **Enhanced political access, leadership, and networking capabilities across all core areas will likely enhance the coordination and implementation of positive community health outcomes.** Generally, the community health field seeks increased political leadership and influence. Currently, community health agencies lack connections to outside agencies and regional community development efforts. Community health experts struggle to identify a role in the overall plan writing process. Although community health representatives seek engagement in the planning

development process, they lack the relationships necessary for inclusion and meaningful involvement in Economic Development, Housing, and Transportation plan writing processes.

- **Opportunities exist to market the community to business and residents as a healthy community driven by activity and healthy decisions and lifestyles.** Create a community culture anchored on active living.
- **Potential exists to enhance local food production and food security.** Members discussed potential for future collaboration between economic development efforts to promote local food production and community health efforts to promote local food access. For example, local farms can increase participation with school districts. Both issues support increases in the region's quality of life. Moreover, active transportation choices provide a way to improve access to healthy foods and contribute to community health prevention policies. Additionally, Safe Routes to school addresses healthier active transportation options for children by promoting access.

## Data

The community health core area recognizes the need to share data with the other core areas. Reciprocally, the community health core area hopes to collect relevant data pools from other core areas. Efforts to improve data analysis across core areas can expose gaps in service delivery, measure program outcomes, and leverage future funding capacities.

- **Identify successful planning decisions and program outcomes by incorporating the measurement of population health indicators in the planning process.** Members emphasize exploring data metrics to evaluate the impact of planning decisions on poor health outcomes. Ideally, relevant metrics will track community health improvements over time. Future research is needed to determine what health measures, tracked overtime, support economic development, housing and transportation decisions that positively affect the regions long-term health outcomes.

## GAPS

- **The region lacks cost measures of population health care outcomes attributable to environmental issues as a result of poor transportation access.** Improvements in related measures may increase the attractiveness of the community and increase value of programs when successful. Currently, the United Way Community Health Assessment (2009) is one know source of measurable community health indicators. Community health representatives look to increase the whole health of the human being through the increased livability of the community (this includes access to viable and accessible multi-modal transit options).

## CHALLENGES

- **Identifying potential metrics to measure shared community health and economic development outcomes prove challenging to collect.** A triple bottom line analysis offers tools to measure and assess social equity,

economic development, and environmental concerns. However, additional indicators may inform a more complete performance of economic development and public health outcomes.

- **Use of the Health Impact Assessment (HIA) tool in developing policy lacks political support.** This tool can be used to determine the health impacts of policies and developments. Currently, community health practitioners perceive a lack of necessary political will to implement the HIA tool with consistently.
- **Assessing the needed supply of housing that meets the health needs of the aging population will require already limited staff time and resources.** Seniors are beginning to look for more one level housing due to mobility challenges. The housing industry must accommodate this demographic shift through subsidized and non-subsidized housing alternatives. These seniors will have specific health and care needs.

## OPPORTUNITIES

- **The region is well positioned to identify and prioritize mutually beneficial planning activities between community health and other core areas.** The community health field is currently in the process of reframing health policy while enhancing the “triple aim” of health service provision. This reframing opens the potential for community health agencies to increase the identification of mutual benefits across core areas. Mutual benefits may link desired health outcomes with regional planning activities by identifying mutual opportunities for cross collaboration and coordination. Additionally, mutual benefits may uncover potential areas to link planning efforts by evaluating health outcomes across planning priorities.
- **Members wished to explore if metrics exist to evaluate the impact of poor health outcomes on the local economy.** Ideally, members would like to compile relevant metrics that can track community health improvements over time.
- **Determine how to measure how social determinates affect the cost of community health.**

## Plan Content

Existing community health plans address a narrow segment of community health related interests. No one plan adequately addresses the totality of desired population health and healthy community outcomes. Consequently, the identified core area plan goals lack consistency and are often not complementary. Each plan addresses specific outcomes related to community health, social services, and transportation related fields but does not address a unifying aim.

## GAPS

- **Few clear relationships exist between the identified plans within the community health core area.** Topics related to service accessibility stand out as a common denominator across plans. However, plans do reflect the organization of work completed by community health agencies. Plans



do not entirely address goals, objectives, policies, and actions necessary to achieve overarching population health outcomes.

- **The importance of financial education in relationship to health care decisions is not represented in plans.** Often families and individuals forego preventative care due to financial constraints. The trade-off leads to more expensive treatments down the line that can cause economic instability for the individual or family. Adequate financial management education could mitigate financial insecurity and increase access to necessary preventative care.
- **Educational attainment indicates community health outcomes and is not addressed in plans.** As educational services and supports are being cut, meeting participants suggest the community will experience adverse health impacts. Where possible, the region must address this challenge and prepare to mitigate adverse outcomes.
- **The region lacks the access to healthcare information and referral services necessary to increase positive population health outcomes.** Members suggested that to insure all people have access to health care, the region must enhance the provision of referral and information services as community health necessities. Members also discussed the need to increase housing proximity to health services so people can access needed health services in a timely manner.

## CHALLENGES

- **Current work undertaken by the continuum of community health agencies does not directly reflect the goals stated in the reviewed plans.** The LCPHACP addresses annual steps to achieve essential federally mandated “public health” services but the majority of community health agencies follow mission driven objectives drawn from national, state, and local initiatives and influences.
- **Community health has no medium or long range plan to meet the breadth of desired community health outcomes.** Currently, community health work programs are developed in alignment with bi-annual budget cycles in accordance with narrowly defined federal and state mandates. The lack of a single guiding document for community health outcomes presents two challenges. First, agencies operating in community health lack a central, organized framework outlining goals and strategies for all community health agencies to follow. Second, the lack of a single strategic community health plan makes it difficult for individuals and agencies operating in other core areas to learn about, and coordinate with, the work being completed in the Community Health Core Area. A community based health plan developed in partnership with economic development, housing, land use, and transportation planning efforts would help other core areas identify work that can be completed to support efforts toward enhancing community based health outcomes.

- **Transportation plan elements do not explicitly address community health objectives or outcomes.** Transportation plans address active transportation, and local and regional government bodies actively coordinate transportation decisions based on health impacts; however, this is not always evident. Community health officials noted their perception that transportation plans do not specifically address ways to improve community health through transportation decisions. Clearly articulating community health decisions within plans may improve the transparency of the community health decisions that are considered in plan and policy development.
- **Trade-offs associated with housing affordability share a link with health outcomes.** Community Health plans should incorporate or cross-reference housing affordability goals. Lack of affordable housing options force people to make hard monetary trade-offs between groceries, medicine, or other goods. Such decisions can lead to or exacerbate poor health outcomes. Furthermore, the quality of affordable housing provides crossover issues, as accessibility must also accommodate safe and sanitary living conditions. Meeting participants acknowledge that the affordability of utilities must be addressed for individuals and families to increase their available disposable income.

## OPPORTUNITIES

- **State level policies are increasingly linking housing and health systems.** Housing improvements are seen as a low cost means of improving health outcomes through preventative housing improvements.
- **Increasing the amount of housing with supportive services, including alcohol and drug treatment, mental health, and senior services offers natural links with community health prevention models.** Additionally, care for homeless individuals and families provide a crossover issue because those without shelter are in higher danger of developing adverse chronic health conditions.
- **Improving transportation accessibility throughout the region stands to improve community health outcomes.** Research suggests that a variety of health outcomes are linked with urban patterns. Currently, transportation issues have a direct affect on community health outcomes and access to health related services.
  1. A transportation service gap exists for medical needs of residents in rural areas.
  2. Residents need transportation to access healthy, quality food. Adequate access to healthy food correlates with a decrease in medical and health related costs.
  3. An outcome of neglecting community health in planning is the current obesity crisis. Members agree that decreased reliability on automobiles will likely improve community health outcomes.

**Table 5. Individuals Involved in Core Area Team Meetings**

<b>Name</b>	<b>Agency</b>
Lindsey Adkisson	Lane County Public Health
CA Baskerville	Lane County Health and Human Services
Kellie DeVore	United Way
Mira Gattis	Housing and Community Services Agency of Lane County (HACSA)
Karen Gillette	Lane County Public Health
Jennifer Jordan	Lane County Public Health
Patrick Luedtke	Lane County Public Health
Matt McRae	City of Eugene
Angela Phinney	Lane Council of Governments (LCOG) – Senior and Disabled Services
Sandy Shaffer	City of Eugene
Elaine Snowhill	Governor’s Office
Pam Stuver	Lane County Public Health
Laurie Trieger	Lane Coalition for Healthy Active Youth
Marieke Young	Lane County Public Health

## **APPENDIX A:**

### **CORE AREA REPORT: ECONOMIC DEVELOPMENT**

#### **Executive Summary**

The following Economic Development Core Area Report provides an overview of the guiding plans, involved agencies, and policy drivers of economic development issues in the Eugene-Springfield metropolitan area.

This report is part of a Baseline Assessment of Plans initiated by the Lane Livability Consortium and conducted by the Community Planning Workshop (CPW) at the University of Oregon. The overall purpose of the Baseline Assessment of Plans is to establish a common understanding of existing community and regional plans, identify opportunities to create stronger synergies among plans and agency efforts, and develop more efficient planning processes and methods in a time of scarce resources. The Baseline Assessment focused on four core planning areas including Economic Development, Housing, Public Health, and Transportation.

Each Core Area Report is informed by two components. First, CPW collected and reviewed regional and agency plans related to the four core planning areas. Second, a Core Area Team was formed which included the staff of agencies and organizations involved the development or implementation of local economic development plans (see Table 8 at end of this document for a list of individuals who participated in one or more of the core area meetings). A summary of key themes and outcomes from the review of plans and team meetings is outlined below. These themes are unique to the economic development field but explore gaps, challenges, and opportunities for coordinated development and implementation of plans within the economic development core area and across multiple core areas.

At the local level, there are six plans and nine agencies involved in economic development. The principle plan guiding economic development is the Regional Prosperity Economic Development Plan, which was adopted by Lane County, the City of Eugene and the City of Springfield in 2010. Below is a list of the plans and agencies involved in economic development locally.

#### **Key Economic Development Plans:**

- Regional Prosperity Economic Development Plan
- Cascades West Economic Development District 2010-2015 Comprehensive Economic Development Strategy
- Lane Workforce Partnership Local Strategic Unified Workforce Plan
- Eugene-Springfield 2010 Consolidated Plan
- Metro Plan Element B
- Envision Eugene
- Springfield 2030

### **Agencies and Organizations Involved in Economic Development:**

- City of Eugene
- City of Springfield
- Lane County
- Eugene Chamber of Commerce
- Springfield Chamber of Commerce
- Lane Council of Governments
- Lane Metro Partnership
- Lane Workforce Partnership
- Neighborhood Economic Development Corporation (NEDCO)

### **Key Themes**

- **The Regional Prosperity Plan is a guiding economic development plan for the region.** The Joint Elected Officials *Regional Prosperity Economic Development Plan* (Regional Prosperity Plan) is a primary document guiding the work of Lane County, the City of Eugene and the City of Springfield. The plan is the product of the collective efforts of multiple agencies at the Regional Prosperity Summit. The plan identifies the region's key assets, target industries for growth and strategies for economic development. The goals established in the Regional Prosperity Plan aspire to create 20,000 net new jobs by 2020 as well as reduce local unemployment rate to state average, or below; and increase average wages to the state average, or above. To support these goals, six key strategies and supporting tactics were established. These strategies include: Grow Local Opportunities, Energize a Creative Economy, Invest in Tomorrow's Talent, Provide Basic Business Needs, Identify as a Place to Thrive, and Strengthen Key industries. Key industries or targeted economic opportunity areas include: Green Business, Clean Tech, Software, Health, and Advanced Manufacturing.
- **The Lane Workforce Partnership's Local Strategic Unified Workforce Plan provides implementation strategies to align business needs and workforce development for the region.** The plan was developed to support a vision for increasing skilled labor in order to meet business demand, grow the economy through the alignment of education and business sectors, and increase resources for various initiatives. The plan represents the vision of multiple agencies and business interests within the region.
- **The region is targeting Green Business, Clean Tech, Software, Health, and Advanced Manufacturing.** The region is targeting jobs in high paying industries through small business financing, community investment strategies, workforce development, and cluster analysis. Moving forward with the strategies laid out in the Regional Prosperity Plan; the City of Eugene is working the Eugene Chamber of Commerce, LCOG and the Lane Workforce Partnership to provide small business financing to support business growth and development in Green Business, Clean Tech, Software, Health, and Advanced Manufacturing. Since the publication of

the JEO plan, the organizations have provided \$45 million in funding leading to the creation of more than 400 jobs.

- **Maintaining infrastructure is fundamental to economic development.** Much of the public responsibility to build, operate, and maintain infrastructure resides with states and localities. Cities and states normally rely on the bond market to finance long-term projects, meaning that turmoil in financial markets creates concern for financing economic development and infrastructure projects.<sup>1</sup> Members of all core area teams cited the importance of infrastructure in supporting economic development and attracting new business.

## Gaps and Challenges

- **Increasing wages and creating jobs are major challenges facing the region.** With the recent economic recession and the decline of the local wood products and manufacturing industries, the region has struggled to attract new businesses and create jobs. Filling this void with high paying jobs is one of the greatest challenges facing the region. The Regional Prosperity Plan establishes a series of strategies to address these challenges.
- **Bridging the gap between capital investment and a stable tax base.** A major underlying issue for the region is how to maintain a stable tax base. The decline of major local industries combined with the recent economic recession has led to a steep decline in tax revenue. This decline is directly affecting state and local government's ability to provide essential services. Members of the core area team cited capital investment spending as a way to stabilize and increase tax base. Capital investment spending on fixed assets such as infrastructure or real estate can help attract and support businesses. In return, these businesses and their employees contribute vital tax revenue. There is, however, a challenge in increasing capital investment by creating a larger tax base.

## Opportunities

- **The region has opportunities to be a hub for distribution.** Located along Interstate-5, approximately halfway between San Francisco and Seattle, the region has the potential to be a major player in the distribution of goods. With close proximity to major highways, rail access to coastal ports and a regional airport, the region has the infrastructure in place to serve as a hub for distribution. However, conversations with core area team members concluded that the regional airport and the local freight rail network are underutilized assets that have the potential to attract businesses and support future economic development.
- **Local foods, craft beers, and wineries are a shining spot economically.** The Metro Area's location at the southern end of the Willamette Valley

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<sup>1</sup> Congressional Research Service. *The Role of Public Works Infrastructure in Economic Recovery*. <http://www.fas.org/sgp/crs/misc/R42018.pdf>. September 2011

make it an ideal location for producing quality food, craft beer, and wine. This location combined with a temperate climate and an entrepreneurial spirit and you find a region ripe for success. Successful companies include Ninkasi Brewery, Springfield Creamery, and Hummingbird Wholesale to name a few. Although, economic clusters already exist around the food and micro-brew industries, further opportunities exist to be explored.

- **Linking workforce readiness with emerging industries will better prepare the region.** A skilled workforce is essential to the economic health of a community. One goal of the Regional Prosperity Plan addresses workforce readiness and list tactics to link the region's skilled workers with emerging targeted industries. Lane Community College in conjunction with the Lane Workforce Partnership is currently undertaking Career Readiness Certificate initiatives. The National Career Readiness Certificate<sup>2</sup> is one tactic that is used regionally to certify individuals in specific fields. In addition to providing workforce training, this process illustrates to emerging industries interested in locating here that the region's workforce is trained and ready.

## I. Introduction

A group of local agencies formed the Lane Livability Consortium (LLC) in 2010 to apply for and manage a Sustainable Communities Regional Planning Grant from the U.S. Department of Housing and Urban Development. The LLC provides a forum for community agencies and leaders to develop new approaches to issues of livability and sustainability in the Eugene-Springfield Metropolitan Area. These issues cross a variety of planning fields including economic development, public health, higher education, transportation, affordable housing, water and energy, infrastructure investments, and social equity.

This report is part of a Baseline Assessment of Plans commissioned by the Lane Livability Consortium and conducted by the Community Planning Workshop at the University of Oregon. The overall purpose of the Baseline Assessment of Plans is to establish a common understanding of existing community and regional plans, identify opportunities to create stronger synergies among plans and agency efforts, and develop more efficient planning processes and methods in a time of scarce resources. The Baseline Assessment focused on four core planning areas including Economic Development, Housing, Public Health, and Transportation.

The following report includes: (1) a description of the methods used to gather information from available plans and identify agency and staff perspectives; (2) identification of the major policy drivers for the economic development area; (3) descriptions of the primary economic development agencies; (4) summary descriptions of the guiding economic development plans; and (5) a summary of gap, challenges, and opportunities for the economic development core area.

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<sup>2</sup> Lane Workforce Partnership, *National Career Readiness Certificate*, July 2012, <http://laneworkforce.org/job-seeker-services/career-readiness-certificate/>.

## Purpose and Methods

The purpose of the four Core Area Reports (Economic Development, Transportation, Housing, and Public Health) is to identify shared planning elements within each of the core areas. The reports also reveal areas to improve the linkages of regional planning components within planning policies and processes. Each core area report can be thought of as “vertical” components within the overall regional plan assessment effort because each report’s analysis focuses on the breadth of a single planning function ranging from a broad regional scale to local implementation strategies.

### KEY INFORMANT INTERVIEWS

An initial step in developing the Core Area Reports was to conduct key informant interviews with agency staff participating in the LLC. This step allowed CPW to develop baseline information on existing regional planning processes and current planning efforts. The key informant interviews also identified additional plans to be included in the overall analysis. Moreover, the meetings identified preliminary opportunities connecting plans and agency.

Nine meetings were conducted with staff from ten different agencies and included a total of 49 participants. Meeting participants represented the following jurisdictions, organizations and agencies: Lane County and the cities of Eugene and Springfield, Eugene Water and Electric Board, Housing and Community Service Agency of Lane County, Lane Council of Governments (LCOG), Lane Transit District, Springfield Utility Board, St. Vincent DePaul Society of Lane County, and Oregon Department of Transportation and the Oregon Regional Solutions Team.

### ANALYSIS OF PLANS RELATED TO ECONOMIC DEVELOPMENT

Following the key informant interviews, CPW developed three preliminary tools to inform the analysis of gaps and opportunities across regional planning documents and processes. These tools include (1) plan summaries that detail federal, state, and local plan influencers, implementation processes, origins, and relevance of data, and plan goals and objectives (Appendix B); (2) a set of timelines reflecting the creation, adoption, maintenance, and lifespan of core area planning documents (Section III and Appendix B); and (3) a visual representation of core area relationships (Appendix C). Each tool informs the development of this core area report by offering CPW a means to dissect plans into logical segments and view relationships across plan goals, objectives, strategies, policies, and actions.

### CORE AREA TEAM MEETINGS

Third, CPW worked with LLC members to form an Economic Development Core Area Team (CAT) to review the plan summaries, identify relationships among plans, and discuss crossover issues. Each of the three meetings ranged in attendance from 10-20 people and consisted of LLC agency staff and additional participants from related community organizations. After reviewing the products developed from key informant interview meetings, members responded to the following three questions:



1. Do logical connections exist among the plan goals?
2. Do opportunities exist to improve connections between these existing plan goals?
3. What opportunities exist for connecting specific plan goals in one core area to plans in another core area?

The meetings focused on evaluating relationships between core area planning document goals. The meetings also informed CPW of current regional planning and collaboration efforts existing within each core area. Lastly, the CAT meetings exposed shared elements in these core areas tied to local planning documents and to improving the integration of planning policies and processes.

Fourth, CPW hosted a crossover “integration” meeting. This meeting was an opportunity for professionals from all agencies and core areas to discuss relatable crossover areas for future integration. CPW asked the group the following questions:

1. What crossover issues exist between core areas?
2. What are the greatest gaps, opportunities, and challenges relevant to linking regional efforts across core areas?

Each core area met in a series of three grouped 30-minute discussions. Nearly 35 LLC stakeholders participated in the round table discussions. Members began identifying the degree to which the four core areas are connected and also identified specific areas in which further integration may be possible. The outcomes and findings from this meeting inform this Core Area Report and generate ideas for increasing opportunities for regional collaboration.

## **II. Economic Development Policy Drivers and Influencers**

Throughout history, cities have served as centers of economic activity. As cities grew, they competed with each other for power and prestige. This competition for power and prestige set the stage for the first formal regional economic development initiatives. Early economic development involved alliances between government and business interests to build common infrastructure necessary to support growth.

In the United States, economic development initiatives can be traced back to early colonial investments in port and waterway improvements and road building. Over the next two hundred years, and for most of the country’s history, the federal government provided the direction for economic development focusing on major infrastructure projects that would help facilitate the flow of goods and people. Since World War II, the role of federal government shifted away from directing state and regional development efforts to funding and support for state and local initiatives. One clear advantage of the devolution in the economic development system is the creation of national competition and innovation across states and regions. This has given states and regions greater autonomy in

the decision making process and has allowed them to create a regional identity and capitalize on comparative advantages.<sup>3</sup>

Today, economic development policy at the local level focuses on infrastructure and attracting new business through incentives and subsidies. New economic development approaches emphasize investment in the social infrastructure and focuses on job creation, business and workforce development, as well as tax base enhancements.

The current structure of Federal and State funding for local (regional) economic development initiatives requires municipalities and organizations to work within the framework of Federal, State, and Local policies and mandates. Much of this funding comes in the form of grants and loans. To be eligible for this funding, local agencies and organizations must meet the specific requirements tied to this funding.

Tables 1, 2, and 3 describe, in broad terms, the enabling legislation at the federal, state, and local level (respectively) that guides economic development on the local and regional level. This legislation includes the policy drivers, influencers, enablers, and constraints. This section also provides an introduction to the agencies and organizations involved in economic development in the Eugene-Springfield Metro Area.

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<sup>3</sup> Lugar, Michael "The Role of Government in Contemporary Economic Development." Lincoln Institute of Land Policy. 2007.

**Table 1. Federal Policy Drivers and Influencers**

Policy Driver/ Influencer	Description
U.S. Department of Agriculture (USDA)	The USDA provides funding to assist rural communities, restoration and conservation programs, education and research, and food/nutrition assistance. The Metro Areas relationship to rural agriculture combined with the benefits provided to low-income families through the SNAP and WIC programs, the USDA provides important economic assistance to the region. <sup>4</sup>
U.S. Department of Housing and Urban Development (HUD)	HUD provides annual block grants as well as competitive grants for local and regional economic development. These grants include Community Development Block Grant (CDBG), Brownfields Economic Development Initiative (BEDI), the Sustainable Communities Regional Planning Grant, and Rural Housing and Economic Development (RHED) to name a few. HUD funds have been used to provide business loans, finance redevelopment projects, provide microenterprise training, fund infrastructure, and address conditions of slums and blight in the community. Both Eugene and Springfield receive annual entitlement allocations of CDBG funds.
U.S. Economic Development Administration (EDA)	The Economic Development Administration (EDA) is a federal agency that provides grants to support regional collaboration and innovation as part of a national investment strategy to increase global competitiveness <sup>5</sup> . The EDA supports regional “economic development districts” (EDDs) which are organizations that focus on economic development. Oregon has 12 economic development districts; Cascades West Economic Development District includes Lane, Linn, Benton and Lincoln counties <sup>6</sup> . To be eligible for funding, EDDs must complete a “Comprehensive Economic Development Strategy” (CEDS) that articulates a regional economic vision and strategies to achieve that vision. The U.S. Code of Federal Regulations (CFR 303) <sup>7</sup> provides specific guidelines for what a CEDS must contain, and how they are prepared. The Cascades West Economic Development District serves this function for the Eugene-Springfield Metro Area and Lane County. Funding for regional CEDS comes from the U.S. Department of Commerce and the EDA.

<sup>4</sup> U.S. Department of Agriculture (USDA) – USDA Programs and Services. [http://www.usda.gov/wps/portal/usda/usdahome?navid=PROGRAM\\_AND\\_SERVICE](http://www.usda.gov/wps/portal/usda/usdahome?navid=PROGRAM_AND_SERVICE)

<sup>5</sup> U.S. Economic Development Administration, [eda.gov](http://www.eda.gov/investmentPriorities.htm), <http://www.eda.gov/investmentPriorities.htm>

**Table I. Federal Policy Drivers and Influencers (continued)**

Policy Driver/ Influencer	Description
U.S. Environmental Protection Agency (EPA)	The EPA provides an assortment of grants for the redevelopment of Brownfields. This includes funding for cleanup, technical assistance, planning and assessment, and job training. A regional coalition recently received a Brownfields Assessment Grant.
U.S. Small Business Administration (SBA)	The SBA provides a variety of grants for state and local governments as well as loans for small businesses. SBA funding provides a significant source of capital for the regional community. For a more comprehensive list of SBA grants and loans visit the SBA's website. <sup>8</sup>
U.S. Department of the Treasury	The Treasury Department provides funding to local communities through several initiatives. The Community Development Financial Institutions Fund (CDFI) helps promote access to capital and local economic growth in low-income communities. <sup>9</sup>

<sup>8</sup> U.S. Small Business Administration – Loans and Grants <http://www.sba.gov/category/navigation-structure/loans-grants>

<sup>9</sup> U.S. Department of the Treasury – Community Development Financial Institutions Fund (CDFI) <http://www.cdfifund.gov/>

**Table 2. State Policy Drivers and Influencers**

Policy Driver/ Influencer	Description
League of Oregon Cities	The League of Oregon Cities is an organization of municipal governments from around the state. They provide variety of funding and grant opportunities, training and support services to Oregon cities and staff. <sup>10</sup>
Oregon Economic Development (Business Oregon)	Business Oregon is the official state agency for business and economic development. The agency provides support services, economic data, and financial resources for businesses. <sup>11</sup>
Statewide Planning Goal 9. Economic Development	<p>Since 1973, Oregon's 19 Statewide Planning Goals have guided planning decisions on the local level. Statewide Planning Goal 9 (Economy) specifically addresses Economic Development. Goal 9 is implemented through administrative rules<sup>12</sup> established by the Oregon Land Conservation and Development Commission (LCDC).</p> <p>Statewide Planning Goal 9. Economic Development: To provide adequate opportunities throughout the state for a variety of economic activities vital to the health, welfare, and prosperity of Oregon's citizens.<sup>13</sup></p>
Worksource Oregon. Oregon Employment Department	Worksource Oregon provides resources to businesses and job seekers statewide. Worksource Oregon is also an important source of data related to economic development. The Oregon Labor Market Information System (OLMIS) provides current statistics on state and regional trends. <sup>14</sup>

<sup>10</sup> League of Oregon Cities. <http://www.orcities.org/Home/tabid/798/language/en-US/Default.aspx>

<sup>11</sup> Business Oregon. <http://www.oregon4biz.com/>

<sup>12</sup> Oregon Administrative Rules (OAR) – Economic Development. Department of Land Conservation and Development. Oregon State Archive. [http://arcweb.sos.state.or.us/pages/rules/oars\\_600/oar\\_660/660\\_009.html](http://arcweb.sos.state.or.us/pages/rules/oars_600/oar_660/660_009.html)

<sup>13</sup> Oregon Statewide Planning Goals – Oregon Department of Land Conservation and Development. Oregon.gov. <http://www.oregon.gov/LCD/goals.shtml>

<sup>14</sup> The Oregon Employment Department – Oregon Labor Market Information System (OLMIS). <http://www.qualityinfo.org/olmisj/OlmisZine>

**Table 3. Local Policy Drivers and Influencers**

Policy Driver/ Influencer	Description
Envision Eugene and Springfield 2030	With the passage of HB 3337 (2007), the cities of Eugene and Springfield are required to have separate UGB's. The result will be more localized land use planning and an updated approach to regional planning. To guide this work, both cities are developing new comprehensive plans; Envision Eugene and Springfield 2030 (See Appendix ED for Plan Summaries).
JEO Regional Strategy	In 2010, the Joint Elected Officials (JEO) gathered at the Regional Prosperity Summit to establish a collective vision to guide regional economic strategies. The result was the Regional Prosperity Economic Development Plan (Appendix ED. Regional Prosperity). This plan is the guiding document for economic development for the region. Strategies identified in the plan have been incorporated into Envision Eugene and Springfield 2030.
Local Utilities (EWEB, SUB and BPA)	Local utility companies play a major role in influencing where businesses locate and how businesses operate. A primary concern for businesses is the cost, reliability, and quality of power and water. The Bonneville Power Administration (BPA) is a federal entity that sets/influences prices and provides power to local utility companies. Additionally, the availability of 125 miles of fiber-optic cable (EWEB) in our region is another major asset.
Metro Plan	For many years, the Metro Plan has been the comprehensive land use plan for the Eugene-Springfield Metropolitan Area. Under the Metro Plan, the Cities of Eugene and Springfield shared a common Urban Growth Boundary (UGB). With a shared UGB, a collective decision making process guided land use policy for the region.

## Agencies and Organizations involved in Economic Development

The Eugene-Springfield Metro area is served by a number of economic development organizations and government agencies. Organizations vary in size and scope; from municipal governments to broad-based business organizations (e.g. Chambers of Commerce) to more topically focused issue based organizations (e.g. Lane Workforce Partnership, NEDCO). Collectively these organizations provide an extensive economic development network. The following agencies and organizations have participated in Core Area meetings and play an influential role in the region's economic development planning process.

**Table 4. Local Governments**

Participant	Role in Economic Development
City of Eugene	The City of Eugene is the largest city in Lane County and home to 156,185 residents <sup>15</sup> . Economic development planning for the city takes place in the Planning & Development Department and focuses on the goals and strategies established in the Regional Prosperity Economic Development Plan (plan summary Appendix B. Regional Prosperity). This plan was created in 2010 by the Joint Elected Officials and adopted by the Cities of Eugene and Springfield, and Lane County as the guiding document in economic development.
City of Springfield	The City of Springfield is the second largest city in Lane County and home to 59,403 residents <sup>16</sup> . Economic development planning for the city takes place in the City Managers Office. The city uses the Regional Prosperity Economic Development Plan (plan summary Appendix B. Regional Prosperity) as its guiding document for Economic Development.
Lane County	Outside of the Portland Metro Area, Lane County is the most populated county in the state of Oregon with 351,715 residents <sup>17</sup> . Economic Development policies for the county focus on the goals and strategies laid out in the Regional Prosperity Economic Development Plan, created in 2010 and adopted by the Joint Elected Officials of Eugene, Springfield, and Lane County. The Community and Economic Development Program of Lane County is part of the Office of the County Administration.

<sup>15</sup> U.S. Census Bureau, State and County QuickFacts, <http://quickfacts.census.gov/qfd/states/41/4123850.html>

<sup>16</sup> U.S. Census Bureau, State and County QuickFacts, <http://quickfacts.census.gov/qfd/states/41/4169600.html>

<sup>17</sup> U.S. Census Bureau, State and County QuickFacts, <http://quickfacts.census.gov/qfd/states/41/41039.html>

**Table 5. Local Economic Development Organizations**

Participant	Role in Economic Development
Chamber of Commerce	On the local level, the cities of Eugene and Springfield have a Chamber of Commerce. The chambers operate independent of each other yet are partners for promoting greater regional prosperity. In Eugene and Springfield, each chamber works with local government to promote economic growth and develop pro-business initiatives. The Eugene Area Chamber of Commerce <sup>18</sup> recently made a three-year commitment to allocate nearly \$400,000 to the Regional Prosperity Initiative (RPI). The RPI is a strategic economic development program that focuses on three areas: Entrepreneurship and Innovation, Industry Clusters, and Business Retention and Expansion.
Lane Council of Governments (LCOG)	LCOG is a member organization that provides a variety of services to assist local, state, and federal governments as well as services to support the general population. In the area of economic development, LCOG provides business loans, regional technology services, administrative services, and planning services. LCOG's "Lane Economic Committee" holds monthly public meetings to discuss the direction and scope of LCOG's work in economic development. LCOG is also the Metropolitan Planning Organization (MPO) for the region, which includes the cities of Coburg, Eugene, and Springfield. The MPO's primary responsibility is to provide regional transportation planning.
Lane Metro Partnership	The Lane Metro Partnership (LMP) is the official source of economic development and business information for Eugene, Springfield, and Lane County. LMP work's to provide employment opportunities for residents of Lane County by assisting established manufacturing businesses, recruiting outside industry, and working to enhance the community's development capacity. Since 1985, LMP has been helping industries and business locate facilities in the area. Local companies also use LMP's community profiles and other materials for recruiting key personnel from outside the community <sup>19</sup> .

<sup>18</sup> Eugene Area Chamber of Commerce. <http://www.eugenechamber.com/chamber/>

<sup>19</sup> Lane Metro Partnership. Lane Metro Partnership. <http://lanemetro.com> (U.S. Census Bureau 2011)



**Table 5. Local Economic Development Organizations (cont.)**

Participant	Role in Economic Development
Lane Workforce Partnership (LWP)	<p>The Lane Workforce Partnership is a business-led workforce development organization that assists employers to recruit and retain employees as well as help individuals find employment and progress to further their careers. The Lane Workforce Partnership is the appointed Workforce Investment Board for Lane County under the Workforce Investment Act (1998)<sup>20</sup>. As a Workforce Investment Board, the Workforce Partnership is charged with the responsibility of coordinating, promoting, and supporting workforce development activities in Lane County<sup>21</sup>. The Workforce Investment Board accomplishes this by directing federal, state, and local funding to workforce development programs.</p>
Neighborhood Economic Development Corporation (NEDCO)	<p>The Neighborhood Economic Development Corporation, better known as NEDCO, is a private, non-profit Community Development Corporation that has a history of helping neighborhoods and families build assets through homeownership, neighborhood revitalization, and business development.</p> <p>NEDCO has a full-time professional staff and an annually elected all-volunteer Board of Directors that sets policy and assists with directing the organization.<sup>22</sup> Community Economic Development initiatives include projects to revitalize Main Street in Springfield, historic preservation in the Whitaker neighborhood in Eugene, localizing food systems and quality food access with such programs as Springfield Farmers' Market, now in its fifth season and Sprout! a regional community food hub, opening in October of 2012. As well, NEDCO offers small business education classes and micro-enterprise opportunities with the Hatch Business Incubator program. NEDCO also provides homeownership and financial capability education, assistance, and counseling.</p> <p>Community LendingWorks is NEDCO's regional affiliate nonprofit corporation and a certified CDFI (Community Development Financial Institution). Community LendingWorks provides affordable, customizable loans to low-income people, and those nonprofits organizations working with low-income populations, to help build financial stability and resilience. This resource allows clients to build credit, borrow for personal needs, start or grow a business and other such asset-building activities.</p>

<sup>20</sup> Workforce Investment Act (1998). U.S. Department of Labor. <http://www.doleta.gov/usworkforce/wia/wialaw.pdf>

<sup>21</sup> Lane Workforce Partnership. LaneWorkforce.org. <http://laneworkforce.org/>

<sup>22</sup> Neighborhood Economic Development Corporation (NEDCO). <http://www.nedcocdc.org/>

### III. Summary of key planning documents

Economic development in the Eugene-Springfield Metro Area is guided by six key planning documents. These key plans highlight the region's economic development goals and strategies and reflect regional agencies efforts to link and align goals across planning documents.

This section summarizes the key planning documents guiding economic development in the Eugene-Springfield metro area. Plans are listed in order of importance with the *Regional Prosperity Economic Development Plan* listed first. A description of the plans is provided, as well as a timeline highlighting plan development and implementation. For more detailed information about each plan, including a synopsis of plan themes, goals, actions, and strategies for implementation, data inputs and public engagement processes, please see the Plan Summaries in Appendix B.

**Table 6. Key Planning Documents Guiding Economic Development**

Plan Title	Developer(s)	Adopter(s)	Geographic Coverage	Direction of policy or resources
Regional Prosperity Economic Development Plan	Technical Advisory Group: Dave Hauser, Caroline Cummings, Dan Egan, Natasha Boska, Jack Roberts, Tim Duy, Shawn Winkler-Rios, Sue Kesey, Nancy Bigley, Ann Marie Mehlum, Chuck Forster, Robin Onaclea, Leroy Marney, Jon Ruiz, Gino Grimaldi, Jeff Spartz	Lane County, City of Eugene, City of Springfield	The Eugene-Springfield Metro Area	The Regional Prosperity Plan provides strategies and tactics for regional economic development.
Cascades West Comprehensive Economic Development Strategy	Lane Council of Governments (LCOG), Oregon Cascades West Council of Governments		The four counties of Benton, Lane, Lincoln, and Linn County	The plan is intended to provide a framework for long-term economic development planning efforts in the four-county Cascades West Economic Development District (CWEDD) region of Benton, Lane, Lincoln, and Linn Counties, Oregon.
Lane Workforce Partnership Local Strategic Unified Workforce Plan	Chuck Forster	Lane Workforce Partnership	Lane County, The Eugene-Springfield Metro Area	Objectives mirror those of the Oregon Workforce Investment Board
Envision Eugene	Terri Harding, City of Eugene: Planning and Development Department	...Work In Progress	City of Eugene	Land Use Comprehensive Plan for the City of Eugene
Springfield 2030	City of Springfield: Development Services Department	...Work in Progress	City of Springfield	Land Use Comprehensive Plan for the City of Springfield
Eugene-Springfield Consolidated Plan	Stephanie Jennings and Sarah Zaleski (Eugene) Kevin Ko and Molly Markarian (Springfield) Pearl Wolfe and Katy Bloch (Lane County) Dorothy Cummings (HACSA)	City of Eugene, City of Springfield	The Eugene-Springfield Metro Area	Required to receive Community Development Block Grant (CDBG), HOME Investment Partnership Program (HOME), and other HUD grants.

## **Regional Prosperity Economic Development Plan**

The Regional Prosperity Economic Development Plan (Regional Prosperity Plan) is the guiding document for economic development for Lane County, the City of Eugene, and the City of Springfield. A product of the Regional Prosperity Summit, the plan was approved and adopted in 2010 by the Joint Elected Officials (JEO), the cities of Eugene and Springfield, and Lane County. The plan provides a shared vision for economic development that builds upon the region's existing assets and resources. The goals established in the Regional Prosperity Plan aspire to create 20,000 net new jobs by 2020 as well as reduce local unemployment rate to state average, or below; and increase average wages to the state average, or above. To support these goals, six key strategies and supporting tactics are established. These strategies include: Grow Local Opportunities, Energize a Creative Economy, Invest in Tomorrow's Talent, Provide Basic Business Needs, Identify as a Place to Thrive, and Strengthen Key industries. Key industries or targeted economic opportunity areas include: Green Business, Clean Tech, Software, Health, and Advanced Manufacturing.

## **Cascades West Economic Development District 2010-2015 Comprehensive Economic Development Strategy**

The Cascades West Economic Development District 2010-2015 Comprehensive Economic Development Strategy (Cascades West CEDS) provides a framework for long-term economic development planning efforts in the four-county Cascades West Economic Development District (CWEDD) region of Benton, Lane, Lincoln, and Linn Counties, Oregon. The Cascades West CEDS was created through grant funding provided by the U.S. Department of Commerce Economic Development Administration (EDA). Funding for the creation of the Cascades West CEDS is intended to bring together the public and private sectors to create an economic roadmap. This roadmap establishes regional goals and objectives, investment strategies, and potential funding sources, and includes a regional action plan.<sup>23</sup> In addition to providing a regional roadmap, the Cascades West CEDS provides a shared vision for the broader region and highlights the key challenges as well as the opportunities and strengths. The Cascades West CEDS was developed with close consideration to the goals outlined in the Regional Prosperity Economic Development Plan.

## **Lane Workforce Partnership Local Strategic Unified Workforce Plan**

As a Workforce Investment Board, the Lane Workforce Partnership is charged with the responsibility of coordinating, promoting, and supporting workforce development activities in Lane County. Lane Workforce Partnership mission is to meet the workforce needs of employers and individuals through partnerships and innovation. The Local Strategic Unified Workforce Plan provides the strategic framework for accomplishing this. Strategies outlined in the plan aim to align the needs of local businesses with the development of a skilled and educated workforce. The plan establishes a detailed work plan for business development

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<sup>23</sup> U.S Department of Commerce Economic Development Administration. Comprehensive Economic Development Strategies – Summary of Requirements. <http://nexteconomycapitalregion.org/uploads/ceds.pdf>

and workforce education that incorporates resources already in place. The plan builds upon the Oregon Workforce Investment Board (OWIB) strategic plan, “Winning in the Global Market”.

### **Envision Eugene**

Envision Eugene is a comprehensive planning process that will result in a plan that replaces the Metro Plan as the City of Eugene’s guiding land use document. The plan determines the city’s Urban Growth Boundary (UGB) and will guide the city’s land use policy over the next 20 years. The plan ensures enough buildable lands are available for housing, economic development, and other uses. The Economic Development element of this plan (Pillar 1. Provide ample economic opportunities for all community members) incorporates goals and strategies from the Regional Prosperity Economic Development Plan.

### **Springfield 2030**

Springfield 2030 is the City of Springfield’s land use planning document that will take the place of the region’s Metro Plan. The Economic Development elements of this plan are supported by the work of the Joint Elected Officials (JEO) and the adopted Regional Prosperity Plan.

### **Eugene-Springfield Consolidated Plan 2010**

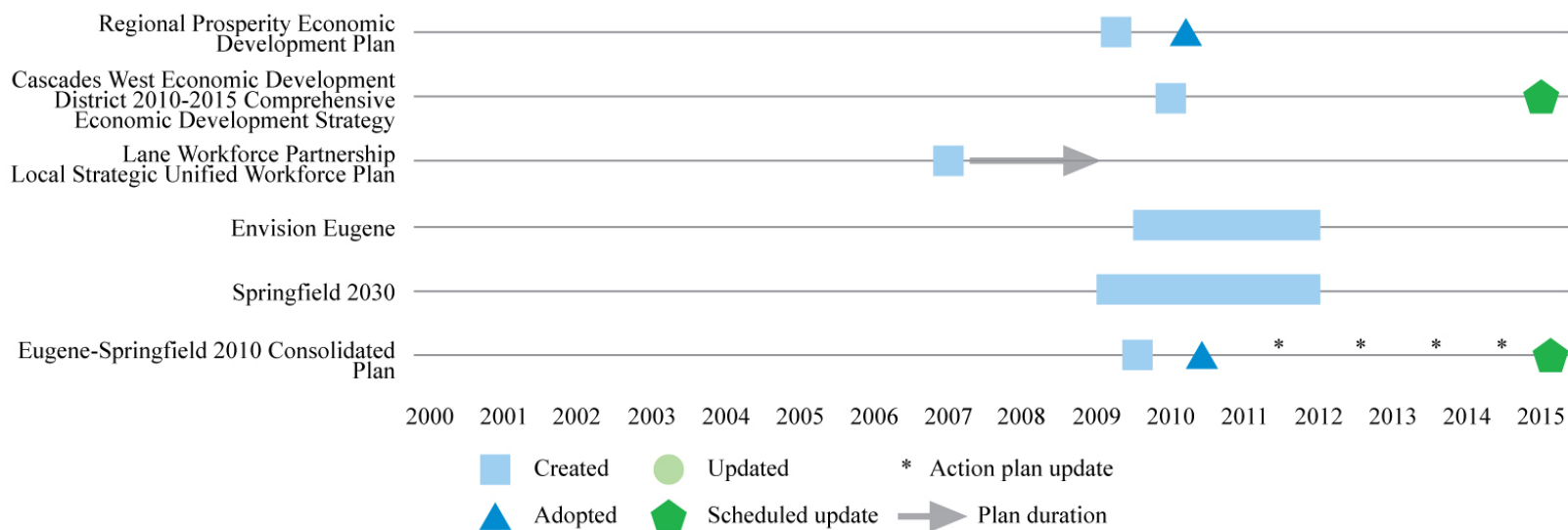
The Eugene-Springfield Consolidated Plan 2010 (Con Plan) assesses housing and community development needs and provides direction for use of federal funds from the U.S. Department of Housing and Urban Development (HUD). The Con Plan establishes goals and identifies a range of community development activities related to housing, economic development, and social services to be carried out over a five year period. Completion of the Con Plan is a required in order to receive Community Development Block Grant funds, HOME Investment Partnership Program funds, and other grants from HUD. The next Con Plan will be completed in 2015.

The economic development goals in the Consolidated Plan were included in the Regional Prosperity Economic Development Plan. The plan also discusses the importance of the availability of capital in the form of small business loans. Examples of these loans include the Business Development Fund (BDF) in place in the City of Eugene, the Business Development Loan (BDL) Program in the City of Springfield, and the LCOG Business Loan Program.

**Table 7. Economic Development Plan Goals by Category**

Plans	Goal Categories				
	Economic Growth & Diversification	Job Creation & Employment	Education & Workforce Training	Infrastructure	Directing Resources
Regional Prosperity Economic Development Plan		By 2020: Create 20,000 net new jobs. By 2020: Reduce local unemployment rate to state average, or below.	By 2020: Increase average wage to the state average, or above		
Cascades West Economic Development District 2010-2015		Advance economic activities that provide a range of employment opportunities.	Partner to improve workforce training and education. Build on the regional entrepreneurial culture and assets.	Support infrastructure assistance to communities.	Provide technical assistance to communities and support capacity building efforts.
Eugene-Springfield 2010 Consolidated Plan		Provide economic development and diversification through the creation of jobs.			
Lane Workforce Partnership - Local Strategic Unified Workforce Plan	To align employers, workforce, education, human services and economic development policies and programs to grow a healthy local economy.		Build a pipeline of higher skilled workers to meet employers' demand.		To increase federal and non-federal resources for board initiatives.
Metro Plan	Broaden, improve, and diversify the metropolitan economy while maintaining or enhancing the environment.				
Springfield 2030	Broaden, improve, and diversify the state and regional economy, and the Springfield economy in particular, while maintaining or enhancing the environment.  Support the development of the next economy.				
Envision Eugene		Provide ample economic opportunities for all community members.			Provide for adaptable, flexible, and collaborative implementation.

**Figure 1. Timeline of development of Economic Development Plans**



## IV. Findings Identified through Meetings of the Economic Development Core Area Team

The Core Area meetings established a baseline for CPW and Lane Livability to further understand the working relationships between Economic Development and the other core areas. During the process, CPW asked CAT members if identified economic development plans are currently used, and whether goals within each plan accurately reflected agency work. CPW's findings identify overarching themes and initial gaps, challenges, and opportunities for connecting with other core areas.

The findings are organized around themes that emerged from the meetings and interviews and are categorized into four areas:

1. Overarching themes
2. Planning process
3. Data
4. Plan content

The discussion within each of these areas provides an overview of the area, then describes opportunities, gaps, and challenges.

### Overarching Themes

Several overarching themes emerged during the interview and meeting process. These themes tend to span the other topic areas (planning process, data, and plan content) and often touch other core areas in substantive ways. This section describes the key overarching themes, gaps, opportunities, and challenges.

- **The Regional Prosperity Plan is a guiding economic development plan for the region.** The Joint Elected Officials *Regional Prosperity Economic Development Plan* (Regional Prosperity Plan) is a primary document guiding the work of Lane County, the City of Eugene, and the City of Springfield. The plan is the product of the collective efforts of multiple agencies at Regional Prosperity Summit. The plan identifies the region's key assets, target industries for growth, and strategies for economic development. The goals established in the Regional Prosperity Plan aspire to create 20,000 net new jobs by 2020 as well as reduce local unemployment rate to state average, or below; and increase average wages to the state average, or above. To support these goals, six key strategies and supporting tactics are established. These strategies include: Grow Local Opportunities, Energize a Creative Economy, Invest in Tomorrow's Talent, Provide Basic Business Needs, Identify as a Place to Thrive, and Strengthen Key industries. Key industries or targeted economic opportunity areas include: Green Business, Clean Tech, Software, Health, and Advanced Manufacturing. For additional information see plan summary in Appendix B.
- **The Lane Workforce Partnership's Local Strategic Unified Workforce Plan provides implementation strategies to align business needs and**

**workforce development for the region.** The plan was developed to support a vision for increasing skilled labor in order to meet business demand, grow the economy through the alignment of education and business sectors, and increase resources for various initiatives. The plan represents the vision of multiple agencies and business interests within the region.

- **The region is targeting Green Business, Clean Tech, Software, Health, and Advanced Manufacturing.** The region is targeting jobs in high paying industries through small business financing, community investment strategies, workforce development, and cluster analysis. Moving forward with the strategies laid out in the Regional Prosperity Plan; the City of Eugene is working the Eugene Chamber of Commerce, LCOG, and the Lane Workforce Partnership to provide small business financing to support business growth and development in Green Business, Clean Tech, Software, Health, and Advanced Manufacturing. Since the publication of the JEO plan, the organizations have provided \$45 million in funding leading to the creation of more than 400 jobs.

#### GAPS

- **Bridging the gap between capital investment and a stable tax base.** A major underlying issue for the region is how to maintain a stable tax base. The decline of major local industries combined with the recent economic recession has led to a steep decline in tax revenue. This decline is directly affecting state and local government's ability to provide essential services. Members of the core area team cited capital investment spending as a way to stabilize and increase tax base. Capital investment spending on fixed assets such as infrastructure or real estate can help attract and support businesses. In return, these businesses and their employees contribute vital tax revenue. There is, however, a large disconnect between the way the community views increasing capital investment as a means to a larger tax base.

#### OPPORTUNITIES

- **The region has opportunities to be a hub for distribution.** Located along Interstate-5, approximately halfway between San Francisco and Seattle, the region has the potential to be a major player in the distribution of goods. With close proximity to major highways, rail access to coastal ports and a regional airport, the region has the infrastructure in place to serve as a hub for distribution. However, conversations with core area team members concluded that the regional airport and the local freight rail network are underutilized assets that have the potential to attract businesses and support future economic development.
- **Tourism creates opportunities for local economic development.** Tourism is a growing industry that provides opportunities to bring revenue to our region. The region's tourism industry benefits from a wealth of natural wonders, fine wine and craft beers, and adventure sports. Not to mention the University of Oregon, world-class track and field, and a young and



vibrant culture. Opportunity exists to develop partnerships with Travel Lane County to further promote the regions assets and tourism potential.

- **Local foods, craft beers, and wineries are a shining spot economically.** The Metro Area's location at the southern end of the Willamette Valley make it an ideal location for producing quality food, craft beer, and wine. This location, combined with a temperate climate and an entrepreneurial spirit, make for a region ripe for success. Successful companies include Ninkasi Brewery, Springfield Creamery, and Hummingbird Wholesale to name a few. Although, economic clusters already exist around the food and micro-brew industries, further opportunities exist.
- **Linking workforce readiness with emerging industries will better prepare the region.** A skilled workforce is essential to the economic health of a community. Goal 3 of the Regional Prosperity Plan addresses workforce readiness and list tactics to link the region's skilled workers with emerging targeted industries. Lane Community College in conjunction with the Lane Workforce Partnership is currently undertaking Career Readiness Certificate initiatives. The National Career Readiness Certificate<sup>24</sup> is one tool that is used regionally to certify individuals in specific fields. In addition to providing workforce training, this process illustrates to emerging industries interested in locating here that the region's workforce is trained and ready.
- **Redeveloping downtown Eugene and Springfield are important to economic development.** A vibrant and attractive downtown is an important element of a community's identity (Regional Prosperity Plan Goal 5). It is also an important component of economic development. In Eugene and Springfield, downtown redevelopment in business districts will help those areas become more economically viable. However, core area team members expressed various opinions and some disagreement on the role of housing in downtown redevelopment. Disagreement on whether "commercial drives housing" or "housing drives commercial" was the central question.
- **Workforce health is an economic indicator for new business.** There is potential to market the region as a healthy community driven by activity and healthy lifestyles. Many businesses look at health statistics as an indicator for locating business to a new area. A healthy population is an indicator of the workforce's productivity and can be an attractor for new business. Further, unhealthy workers are a drag on the economy by limiting productivity.

## CHALLENGES

- **Increasing wages and creating jobs are major challenges facing the region.** With the recent economic recession and the decline of the local wood products and manufacturing industries, the region has struggled to

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<sup>24</sup> Lane Workforce Partnership, *National Career Readiness Certificate*, July 2012, <http://laneworkforce.org/job-seeker-services/career-readiness-certificate/>.

attract new businesses and create jobs. Filling this void with high paying jobs is one of the greatest challenges facing the region. The Regional Prosperity Plan identifies several targeted areas such as Green Business, Clean Tech, Software, Health, and Advanced Manufacturing. The plan also establishes a series of strategies to address these challenges.

- **Sufficient developable land is necessary to accommodate business.** Oregon Statewide Planning Goal 14 requires cities to implement an Urban Growth Boundary (UGB). This boundary limits urban development to within the boundary. Members of the core area team recognize that an adequate supply of suitable employment land is important to both accommodate local businesses looking to expand and to attract new businesses. Currently, within the Metro area there are limited developable sites that are configured in a way that can attract specific industries. While some land is available with the existing UGB, reuse of many sites have been identified as potential brownfields and require assessment and may also require remediation.<sup>25</sup> Agency staff identified other financial and regulatory obstacles to redevelopment of these lands.
- **Maintaining infrastructure is fundamental to economic development.** Much of the public responsibility to build, operate, and maintain infrastructure resides with states and localities. Cities and states normally rely on the bond market to finance long-term projects, meaning that turmoil in financial markets creates concern for financing economic development and infrastructure projects.<sup>26</sup> Members of all core area teams cited the importance of infrastructure in supporting economic development. Coordinating investments in infrastructure across planning areas provide an opportunity to maximize the utility of limited resources. One challenge to coordinating investments on the local level is that federal/state funding is usually tied to conditions that limit flexibility and the potential to coordinate with other planning areas.
- **Economic development requires flexibility to adapt to the changing economic environment.** The economy is in a state of constant change; as such, successful economic development depends on the ability to adapt to, and to maximize opportunities, from that change. In order to best respond to the changing economic environment, economic development team participants identified the need for flexibility to be built into processes and plans.

## Planning Process

Successful economic development requires a high level of coordination and collaboration. Many projects, programs, and initiatives related to economic development take place on the regional level and require multi-jurisdictional

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<sup>25</sup> Envision Eugene. Pillar 1: Provide Ample Economic Opportunities for all Community Members (p. 2-1)

<sup>26</sup> Congressional Research Service. *The Role of Public Works Infrastructure in Economic Recovery*. <http://www.fas.org/sgp/crs/misc/R42018.pdf>. September 2011

cooperation. Because of proximity and location, regions and municipalities often share geographic assets, such as National Forest resources, rail and highway infrastructure, and rivers. Coordinating these assets to ensure regional prosperity is fundamental to economic development.

Meetings with the Economic Development Core Area Team reveal a high level of coordination and collaboration across agencies and organizations. This coordination is reflected in the work of the Regional Prosperity Summit (2009), which culminated in the creation of the Regional Prosperity Plan (see section III or appendix B for plan summary). The collective effort of economic development professionals in the planning and creation of the JEO plan illustrates a solid working relationship. These relationships are visible in the work of the CAT.

## GAPS

- **Public health professionals have limited input in the economic development planning process.** Historically, the field of public health has remained outside of the traditional planning silos. For public health professionals, participation is often limited in the planning process of other core areas. This exclusion is further exacerbated by a lack of resources within public health organizations to support inclusion and collaboration.

## OPPORTUNITIES

- **Identify common goals and desired outcomes across core planning areas.** Through the review of plans and assessment meetings, participating staff began to identify common or complimentary goals and desired outcomes across issues areas. Core area team participants share an interest in identifying common goals and desired outcomes and using these to assess investment decisions/strategies.

## CHALLENGES

- **Bridging the gap between capital investment and a stable tax base.** A major underlying issue for the region is how to maintain a stable tax base. The decline of major local industries combined with the 2008 economic recession has led to a steep decline in tax revenue. This decline is directly affecting state and local government's ability to provide essential services. Members of the CAT cited capital investment spending as a means to stabilize and increase the tax base. Capital investment spending on fixed assets such as infrastructure or real estate can help attract and support businesses. In return, these businesses and their employees contribute vital tax revenue. There is, however, a challenge in increasing capital investment by creating a larger tax base.
- **Coordinating multiple stakeholders on economic development initiatives.** Coordinating economic development initiatives is a complex task that often involves multiple stakeholders. Public, private, and non-profit stakeholders often have divergent interest and varying expectations. Meeting the expectations of multiple stakeholders is challenging. Working with stakeholders requires extensive coordination

and a system that is not overburdened with regulation as to discourage development.

## Data

Data is important to economic development. Good data helps economic development professionals assess the needs of the community, understand changing conditions, and is used to support policy and planning recommendations. Data also drives economic development strategies and initiatives. Economic development professionals rely heavily on both qualitative and quantitative data to drive their work. State and federal agencies provide valuable information that informs economic development on the local level. Unemployment numbers, job growth, and industry trends are just a few of the statistics that inform decisions locally.

CPW's review of regional plans reveals a need to better understand how data is used in the planning process. Groups expressed an interest in further exploring how data is analyzed and how it helps to inform the planning process in the region. One major finding from this process, reveals that the process of collecting and sharing data is not uniform across agencies. In some cases this process is not uniform within an agency. This creates inefficiencies and often duplication of effort.

The Oregon Employment Department. Oregon Labor Market Information System (OLMIS) is an important source of data related to economic development.<sup>27</sup> OLMIS provides current statistics on statewide trends. This includes unemployment figures, industry trends and comparisons, wages and income data, education, and business information. The U.S. Census also provides important demographic data.

## GAPS

- **Defining success without uniform metrics.** Success is often defined differently across core areas. What may constitute a "success" in one core area may not be so in another. This may stem from the fact that there is not a uniform system of metrics to define success.

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<sup>27</sup> The Oregon Employment Department – Oregon Labor Market Information System (OLMIS). <http://www.qualityinfo.org/olmisj/OlmisZine>

## OPPORTUNITIES

- **Regional data coordination, sharing, and development for community plans and initiatives.** After CPW's review of over 75 regional and citywide plans, it was discovered that collection and analysis of community data is carried out by multiple agencies and multiple parts of each agency. The Lane Livability Consortium has an opportunity to examine how data is used and interpreted in the region. Community data and outcomes development cuts across multiple LLC tasks. LLC and CPW will host a Synthesis Meeting focused on data and the issues that have surfaced.

## CHALLENGES

- **Sharing data and creating uniform metrics will require a revised approach to collaborative regional planning.** The way in which data is collected, interpreted and used varies greatly between agencies across all core areas of planning. In some instances, agencies using the same data source may interpret data differently and come to different conclusions. This creates a challenge to collaborative regional planning. Creating a system of data sharing that is easy to coordinate and use will be major undertaking. However, this has the potential to create increased efficiencies and may help facilitate a greater understanding of regional issues and a shared vision of the future.

## Plan Content

The JEO Regional Prosperity Economic Development Plan is the primary document guiding the work of Lane County, the City of Eugene and the City of Springfield. The plan also informs the work of the other organizations engaged in economic development such as the Chambers of Commerce and the Lane Workforce Partnership. The plan identifies the regions key assets and establishes the ambitious goals: by 2020, to create 20,000 net new jobs in the chosen economic opportunity areas; reduce the local unemployment rate to, or below the state average; and increase the average wage to or above the state average.

As the cities of Eugene and Springfield move forward with new comprehensive land use plans, the co-adopted Regional Prosperity Plan will continue to provide the framework for economic development. In separate economic elements, both Envision Eugene and Springfield 2030 incorporate the goals, objectives and strategies established in the Regional Prosperity Plan.

Economic development is directly and indirectly connected to all other core areas and connections vary in the level of influence. Economic development is an important driver for the region. Without a strong economy, the tax base suffers and few projects in other core areas receive the necessary funding. Conversely, decisions made within another core area can greatly influence economic development. Without adequate infrastructure, transportation networks, affordable housing, and public services the region would be unable to attract and support businesses. However, supporting business is not the sole function of economic development. Workforce development is another important component of economic development that also leads to mutually beneficial outcomes that support other core areas.

**Table 8. Individuals Involved in Core Area Team Meetings**

<b>Name</b>	<b>Agency</b>
Sophia Bennett	St. Vincent de Paul Society of Lane County
Denny Braud	City of Eugene
Steve Dignam	Lane Council of Governments (LCOG)
William Ellis	City of Eugene
Chuck Forster	Lane Workforce Partnership
Elena Fracchia	United Way of Lane County
Courtney Griesel	City of Springfield
David Hauser	Eugene Chamber of Commerce
Bobby Lee	Governor's Regional Solutions Center
Sarah Mizejewski	Lane County
Jeannine Parisi	Eugene Water and Electric Board (EWEB)
Glenda Poling	Lane County
Jack Roberts	Lane Metro Partnership
Robin Scott	Lane Workforce Partnership
Mike Sullivan	City of Eugene
Claire Seguin	Neighborhood Economic Development Corporation (NEDCO)
John Tamulonis	City of Springfield
Diane Wiley	University of Oregon

## **APPENDIX A:**

### **CORE AREA REPORT: HOUSING**

#### **Executive Summary**

The following Housing Core Area Report provides an overall picture of the guiding plans, involved agencies and policy drivers of housing issues in the Eugene-Springfield metropolitan area.

This report is part of the Baseline Assessment of Plans (Baseline Assessment) initiated by the Lane Livability Consortium and conducted by the Community Planning Workshop at the University of Oregon. The overall purpose of the Baseline Assessment is to establish a common understanding of existing community and regional plans, identify opportunities to create stronger synergies among plans and agency efforts, and develop more efficient planning processes and methods in a time of scarce resources. The Baseline Assessment focused on four core planning areas including Economic Development, Housing, Community Health, and Transportation.

Each Core Area Report is informed by two components. First, CPW collected and reviewed regional and agency plans related to the four core planning areas. Second, a Core Area Team was formed which included the staff of agencies and organizations involved in the creation or implementation of local housing plans or affordable housing development (see Table 4 at the end of this document for a list of individuals who participated in one or more core area meetings). A summary of key themes and outcomes from the review of plans and team meetings are outlined below. These themes are unique to the housing field but explore gaps, challenges and opportunities for coordinated development and implementation of plans within the housing core area and across multiple core areas.

#### **Understanding the Housing Field**

The issue of housing is a particularly complex one given the multitude of implications for household well-being and the complexity of planning, developing, purchasing, renting, and maintaining housing. When a household rents or buys a home, they are also purchasing a set of neighborhood characteristics, access to particular schools, and proximity to jobs and other services. There are multiple physical forms for housing included single family units that are stick built or manufactured, duplexes, townhouses, and multi-family buildings. The tenure varies as any of these forms can be rented or owned. Also, there are also in-between forms such as manufactured home parks where the units are owned by the residents but the land is rented.

The development of housing is influenced by multiple actors including private developers, affordable housing developers and organizations, and local, state, and federal agencies. Planning for housing and regulation of the development is the responsibility of local jurisdictions but must be implemented in accordance with the state land use system and building codes. Most housing is developed by

private for-profit developers. Federal, state, and local agencies along with private funders direct various financial resources and incentives to support the development of affordable housing by primarily non-profit developers and public housing authorities. Additional resources for rent and homebuyer assistance come from a variety of sources and are administered by multiple agencies. The availability and conditions of capital for housing development and purchase is another important aspect of the housing field.

The planning and regulatory environment for the development of housing is strongly influenced by the Oregon Statewide Planning Goals and Guidelines established in 1973. Specifically, Statewide Planning Goal 10 requires jurisdictions within regional Urban Growth Boundaries (UGB) to meet population housing needs at prices reflective of Oregonian household budgets, allow for flexibility in housing type and location, and encourage density in housing development.<sup>1</sup> Consequently, local comprehensive plans, citywide refinement plans, and housing plans tied to federal funding allocations all strive to meet and exceed Goal 10 mandates.

The Metro Plan ensures local development meets the requirements of Goal 10 housing requirements. Furthermore, Envision Eugene and Springfield 2030 will provide additional refinements to satisfy Goal 10 by encouraging the development of a range of housing options, including attached and detached single-family housing, multiple family housing, manufactured homes, and affordable housing. Where possible, refinement plans encourage the development of housing options near accessible transit corridors providing links to regional economic development opportunities. Additional housing goals and policies are further reinforced through neighborhood refinement plans and other core area regional plans.

Central Lane County also has a long history in the development of affordable housing. Over the past 60 years, local jurisdictions, the Housing and Community Services Agency of Lane County, and nonprofit affordable housing organizations have taken actions to address the housing needs of low and moderate persons through a variety of programs using federal, state, and local funds. Over time, these entities have worked together to develop affordable rental and homeownership units, provide rent and homebuyer assistance, and address the overall condition of low-income neighborhoods.

These efforts are partially captured through the Eugene-Springfield Consolidated Plan and the Eugene-Springfield Fair Housing Plan. The primary purpose of the Consolidated Plan is assess the needs of low-income people and low-income neighborhoods and to set goals for the use of federal Community Development Block Grant (CDBG), Home Investment Partnership Program funds (HOME), and other funds provided by the U.S. Department of Housing and Urban Development.

**Key Housing Plans:**

- Metro Plan

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<sup>1</sup> *Oregon Statewide Planning Goal 10 - OAR 660-015-0000(10)*, (State of Oregon).



- Envision Eugene
- Springfield 2030
- Eugene-Springfield Consolidated Plan 2010
- Eugene-Springfield 2010 Fair Housing Plan
- A Community Climate and Energy Action Plan for Eugene
- Housing and Community Services Agency of Lane County Strategic Plan 2011-2015
- Human Services Plan for Lane County

#### **Agencies and Organizations Involved in Housing**

- City of Eugene
- City of Springfield
- Lane County
- Lane Council of Governments (LCOG)
- Housing and Community Services Agency of Lane County
- Oregon Department of Housing and Community Services
- Oregon Department of Land Conservation and Development
- St. Vincent de Paul
- Neighborhood Economic Development Corporation (NEDCO)
- Metropolitan Affordable Housing Corporation
- ShelterCare
- Mainstream Housing, Inc.
- Sponsors, Inc.
- Habitat for Humanity

#### **Key Themes**

- Housing Core Area Participants identified numerous existing as well as desired connections to the other core areas.
- Specific housing-economic connections include the relationship between wages and person's ability to afford housing, the importance of matching the location of housing and jobs, and the challenges associated with industrial uses and housing placement.
- Specific housing-transportation connections include the relationship of household expenditures on housing and transportation, the challenges of successful corridor development, and impact of housing locations for a growing senior population which impacts transportation services for seniors.
- Participants also noted a multitude of fundamental linkages with the health field including the health impacts of housing near industrial area, impacts of housing quality and affordability on the health of community members, location of housing near healthy food sources and in walkable areas, and choices household are often forced to make between housing and health insurance and other health care costs.

## Gaps and Challenges

- **Corridor planning.** Opportunities exist with corridor planning to meet the needs of the regions changing demographics and need for affordable housing. However, there is a significant financial gap between the form of housing called for along corridors (higher density and mixed-use), the higher costs of building this product, and the limited ability of community residents to pay higher rents necessary to build such housing. Participants also raised challenges associated with noise and air quality along corridors.
- **Weak community health connections with housing.** Many supportive and emergency housing efforts link with community health goals and outcomes. However, community health and housing planners would like to start the conversation of population health prevention earlier in the housing development process.
- **Coordination among goals and desired outcomes is lacking across core area planning efforts and goals.** All core areas seek to achieve goals that may positively affect the outcomes of one another. Housing planners would like to identify mutual benefits across core areas to guide future housing planning activities while remaining informed of other core area goals and objectives. By identifying common benefits, each core area can pursue their own planning goals while acting on mutual benefits that may positively impact the goals of others.

## Opportunities

- **Link mixed-use development strategies with other core area planning practices.** Housing developers would like to encourage, where appropriate, a move away from traditional land use models that promote single-family development towards more mixed-use development systems. These efforts can be better linked with transportation oriented development efforts (TOD), they may promote local economic growth, decrease demands on the transportation system and encourage positive population health outcomes. These efforts may also provide affordable housing opportunities that meet the needs of the regions changing demographics.
- **Agencies are willing to share existing demographic and housing data.** The cities of Eugene and Springfield, Lane County and local housing agencies compile volumes of demographic data for plan and grant writing purposes. These agencies are willing to share this data with other groups; however, a specific mechanism to collect the information does not currently exist. Data collection inventories are available in a separate appendix to this report.
- **Further integrate collaborative planning efforts with other core areas.** Although housing plan goals reflect the work completed by municipal and nonprofit housing efforts, housing professionals agree that the region must build opportunities to forge stronger ties with other core planning agencies. Specifically, housing stakeholders would like to develop stronger partnerships with economic development planning efforts and goals.

## I. Introduction

A group of local agencies formed the Lane Livability Consortium (LLC) in 2010 to apply for and manage a Sustainable Communities Regional Planning Grant from the U.S. Department of Housing and Urban Development. The LLC provides a forum for community agencies and leaders to develop new approaches to issues of livability and sustainability in the Eugene-Springfield Metropolitan Area. These issues cross a variety of planning fields including economic development, public health, higher education, transportation, affordable housing, water and energy, infrastructure investments, and social equity.

This report is part of a Baseline Assessment of Plans commissioned by the Lane Livability Consortium and conducted by the Community Planning Workshop at the University of Oregon. The overall purpose of the Baseline Assessment of Plans is to establish a common understanding of existing community and regional plans, identify opportunities to create stronger synergies among plans and agency efforts, and develop more efficient planning processes and methods in a time of scarce resources. The Baseline Assessment focused on four core planning areas including Economic Development, Housing, Public Health, and Transportation.

The following report includes: 1) a description of the methods used to gather information from available plans and identify agency and staff perspectives; 2) identification of the major policy drivers for the housing area; 3) descriptions of the primary housing related agencies; 4) summary descriptions of the guiding housing plans; and 5) a summary of gap, challenges and opportunities for the housing core area.

### Purpose and Methods

The purpose of the four Core Area Reports (Economic Development, Transportation, Housing and Public Health) is to reveal shared planning elements within each of the core areas. The reports also reveal areas to improve the linkages of regional planning components within planning policies and processes. Each core area report can be thought of as “vertical” components within the overall regional plan assessment effort because each report’s analysis focuses on the breadth of a single planning function ranging from a broad regional scale to local implementation strategies.

### KEY INFORMANT INTERVIEWS

An initial step in developing the Core Area Reports was to conduct key informant interviews with agencies participating in the LLC. This step allowed CPW to develop baseline information on existing regional planning processes and current planning efforts. The key informant interviews also identified additional plans to be included in the overall analysis. Moreover, the meetings identified preliminary opportunities connecting plans and agency.

Nine meetings were conducted with ten different agencies and included a total of 49 participants. Meeting participants represented the following jurisdictions, organizations and agencies: Lane County and the cities of Eugene and Springfield, Eugene Water and Electric Board, Housing and Community Service Agency of Lane County, Lane Council of Governments, Lane Transit District, Springfield Utility

Board, St. Vincent DePaul Society of Lane County and Oregon Department of Transportation and the Oregon Regional Solutions Team.

## ANALYSIS OF PLANS RELATED TO HOUSING

Following the key informant interviews, CPW developed three preliminary tools to inform the analysis of gaps and opportunities across regional planning documents and processes. These tools include (1) plan summaries that detail federal, state and local plan influencers, implementation processes, origins and relevance of data, and plan goals and objectives (Appendix B); (2) a set of timelines reflecting the creation, adoption, maintenance and lifespan of core area planning documents (Section III and Appendix B); and (3) a visual representation of core area relationships (Appendix C). Each tool informs the development of this core area report by offering CPW a means to dissect plans into logical segments and view relationships across plan goals, objectives, strategies, policies and actions.

## CORE AREA TEAM MEETINGS

Third, CPW worked with LLC members to form a Housing Core Area Team (CAT) to review the plan summaries, identify relationships among plans, and discuss crossover issues. Each of the three meetings ranged in attendance from 10-20 people and consisted of LLC agency staff and additional participants from related community organizations. After reviewing the products developed from key informant interview meetings, members responded to the following three questions:

1. Do logical connections exist among the plan goals?
2. Do opportunities exist to improve connections between these existing plan goals?
3. What opportunities exist for connecting specific plan goals in one core area to plans in another core area?

The meetings focused on evaluating relationships between core area planning document goals. The meetings also informed CPW of current regional planning and collaboration efforts existing within each core area. Lastly, the CAT meetings exposed shared elements in these core areas tied to local planning documents and to improving the integration of planning policies and processes.

Fourth, CPW hosted a crossover “integration” meeting. This meeting was an opportunity for professionals from all agencies and core areas to discuss relatable crossover areas for future integration. CPW asked the group the following questions:

1. What crossover issues exist between core areas?
2. What are the greatest gaps, opportunities and challenges relevant to linking regional efforts across core areas?

Each core area met in a series of three grouped 30-minute discussions. Nearly 35 LLC stakeholders participated in the round table discussions. Members began identifying the degree to which the four core areas are connected and also

identified specific areas in which further integration may be possible. The outcomes and findings from this meeting inform this Core Area Report and generate ideas for increasing opportunities for regional collaboration.

## **II. Housing Policy Drivers and Influencers**

The development of housing is influenced by multiple actors including private developers, lenders, affordable housing developers and organizations, and local, state, and federal agencies. Planning for housing and regulation of the development is the responsibility of local jurisdictions but must be implemented in accordance with the state land use system and building codes. Most housing is developed by private for-profit developers. Federal, state, and local agencies along with private funders direct various financial resources and incentives to support the development of affordable housing by primarily non-profit developers and public housing authorities. Additional resources for rent and homebuyer assistance come from a variety of sources and are administered by multiple agencies.

### **Planning and Regulatory Environment for Housing**

The planning and regulatory environment for the development of housing is strongly influenced by the Oregon Statewide Planning Goals and Guidelines established in 1973. Specifically, Statewide Planning Goal 10 requires jurisdictions within regional Urban Growth Boundaries (UGB) to meet population housing needs at prices reflective of Oregonian household budgets, allow for flexibility in housing type and location, and encourage density in housing development.<sup>2</sup> Consequently, local comprehensive plans, citywide refinement plans, and housing plans tied to federal funding allocations all strive to meet and exceed Goal 10 mandates.

The Eugene-Springfield Comprehensive Plan ensures Goal 10 housing requirements are met throughout the local UGB. Additional city refinement plans allow for the development of a range of housing options including attached and detached single-family housing, multiple family housing, manufactured homes, and affordable housing. Where possible, refinement plans encourage the development of housing options near accessible transit corridors providing links to regional economic development opportunities. Furthermore, Goal 10 requires that all local housing planning efforts consider the carrying capacity of the land scheduled for development. Although housing density is encouraged, housing planners must address the economic, environmental, social and energy consequences associated with denser development.<sup>3</sup> Additional housing goals and policies are further reinforced through neighborhood refinement plans and other core area regional plans.

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<sup>2</sup> *Oregon Statewide Planning Goal 10 - OAR 660-015-0000(10)*, (State of Oregon).

<sup>3</sup> *Oregon Statewide Planning Goal 10 - OAR 660-015-0000(10)*, (State of Oregon).

## **Development of Affordable Housing**

Central Lane County also has a long history in the development of affordable housing. Over the past 60 years, local jurisdictions, the Housing and Community Services Agency of Lane County, and nonprofit affordable housing organizations have taken actions to address the housing needs of low and moderate persons. Typical projects combine federal, state, and local funds with a particular reliance on Federal Low Income Housing Tax Credits. These efforts are partially captured through the Eugene-Springfield Consolidated Plan. The primary purpose of the Consolidated Plan is to set goals for the use of federal Community Development Block Grant (CDBG), Home Investment Partnership Program funds (HOME), and other funds provided by the U.S. Department of Housing and Urban Development. Over time, these entities have worked together to develop affordable rental and homeownership units, provide rent and homebuyer assistance, and address the overall condition of low-income neighborhoods.

## **Housing Finance**

The American system for financing the development and purchase of housing relies primarily on private lenders that are regulated by the State and Federal government as well as federal tax incentives in home mortgage interest deduction. For multifamily developments, satisfying lender and investor requirements are critical component for completing any project. Both for-profit and nonprofit developers must reconcile local planning and regulatory requirements with lender requirements.

Private lenders along with the Federal Housing Administration and secondary mortgage markets play a significant role in the availability of capital for single-family home purchases. In many communities, readily available mortgage capital drove both development and dramatic increases in home prices throughout the country as well the subsequent collapse of housing markets over the past 10 years.

Lane County has experienced an unprecedented number of foreclosures and short sales in recent years. Foreclosures have disproportionately impacted marginalized and lower income communities resulting in significant losses of home equity and effectively reducing demand for additional single-family development. Also, tightening of credit markets has made it more difficult for households to qualify for mortgages. There has been a spate of lawsuits and actions by the State and Federal governments taken in response to the processes used by lenders to execute foreclosures and more are forthcoming.

## **Fair and Equitable Access to Housing**

There are federal, state and local measures in place to support equitable access to housing by persons in protected classes. As a condition of receiving federal HOME and CDBG funds, local jurisdictions must certify they will “affirmatively further fair housing” for federally protected classes. This is achieved by development and implementation of the Eugene-Springfield Fair Housing Plan. Through the Fair Housing Plan, the community identifies impediments to fair housing as well as actions to address impediments to fair housing.

The State of Oregon also has particular measures in place to regulate tenant-landlord relationships as well as the operation and closure of manufactured home parks which often serve seniors, persons with disabilities, and other members of protected classes.

Individual jurisdictions have the option of taking additional steps to support equitable access to housing. For example, the Eugene Rental Housing Code which establishes a process for tenant complaints and standards for the condition of rental units. Another measure is the Eugene Human Rights Code which prohibits discrimination in housing and other issues.

Regional housing planners also respond to concerns of equity. Local housing agencies share a concern for increasing the supply of low and moderate income housing while furthering the supply of fair housing choices.<sup>4</sup> In meeting this goal, housing agencies follow federal, state and local guidelines to ensure compliance with fair housing laws, development standards, and funding mandates.

## Federal

For years, investment in homeownership provided the greatest source of household wealth in the United States.<sup>5</sup> However national housing costs continue to concern renters and homeowners as over one in three households pay over 30 percent of their income on housing.<sup>6</sup> However, federal tools exist to assist home owners and renters afford adequate housing.

The Federal Housing Administration (FHA) supports low-downpayment loans for home buyers. These loans assist lower-income and low-wealth borrowers gain access to credit.<sup>7</sup> The U.S. Department of the Treasury also makes available Low-Income Housing Tax Credits (LIHTC). LIHTCs are distributed to states who then manage their dispersal to local housing developers through a competitive process. The LIHTC program supports the development of rental housing units adding over 100,000 units nationally each year.<sup>8</sup>

Another federal funding source that enables regional housing development is the Community Development Block Grant program (CDBG). This program strives to ensure the availability of quality affordable housing, to provide services to the most vulnerable in our communities, and to create jobs through expansion and

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<sup>4</sup> Eugene-Springfield Consolidated Plan 2010, *Fair Housing Plan*, (The Cities of Eugene and Springfield, OR, 2010).

<sup>5</sup> Nelson, Arthur C., Getting Ahead of the (Housing) Curve: A look at emerging housing needs and market dynamics. *Funders' Network for Smart Growth and Livable Communities*. 2006.

<sup>6</sup> Nelson, Arthur C., Getting Ahead of the (Housing) Curve: A look at emerging housing needs and market dynamics. *Funders' Network for Smart Growth and Livable Communities*. 2006.

<sup>7</sup> The State of the Nation's Housing 2012. The Joint Center for Housing Studies of Harvard University. 2012.

<sup>8</sup> The State of the Nation's Housing 2012. The Joint Center for Housing Studies of Harvard University. 2012.

retention of businesses. Funds benefit low and moderate-income persons, eliminate conditions leading to slums and blight and meet other urgent community needs. The City of Eugene receives approximately \$1.5 million in federal CDBG funds. The City of Springfield also receives CDBG funding.

HOME Investment Partnership Program (HOME) grants are also designated to state and local governments to create affordable housing for low-income households. Elected officials from both the cities of Eugene and Springfield serve on the Intergovernmental Housing Policy Board. This board plans the use of federal funding related to affordable housing needs. The City of Eugene receives approximately \$1 million in HOME funds.

Additionally, a variety of federal regulations affect housing policy by ensuring that all members of community retain equal rights to fair housing (Table 1). The Fair Housing Act prohibits discrimination in the provision of housing based on race, color, religion, sex or national origin. It also requires that people with disabilities be allowed to modify their homes to increase accessibility. The Fair Housing Act also defines specific actions that are illegal. The City of Eugene and Springfield created their own Fair Housing Plan to certify compliance with federal standards.

Fair housing legislation first prohibited discrimination of protected classes under Title VIII of the Civil Rights Act of 1968.<sup>9</sup> Both public and private housing markets must now follow federal anti-discrimination laws. Title VII, known as the Fair Housing Act, affirms that community development and housing agencies receiving federal funds will proactively pursue the development of fair housing.

Consequently, local governments receiving Department of Housing and Urban Development (HUD) funds must actively develop housing that meets the needs of low and medium-income individuals and families of all socioeconomic backgrounds. The Housing and Community Development Act of 1974 and National Affordable Housing Act authorize the use of Community Development Block Grant (CDBG) and HOME Investment Partnership Program (HOME) grants for the development of affordable housing.<sup>10</sup>

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<sup>9</sup> *Fair Housing Plan*, (The Cities of Eugene and Springfield, OR, 2010).

<sup>10</sup> *Fair Housing Plan*, (The Cities of Eugene and Springfield, OR, 2010).



**Table I. Federal Policy Drivers and Influencers**

Policy Driver/ Influencer	Description
The Fair Housing Act	Title VIII of the Civil Rights Act of 1968 (Fair Housing Act), as amended, prohibits discrimination in the sale, rental, and financing of dwellings, and in other housing-related transactions. <sup>11</sup>
Community Development Block Grant (CDBG)	The Community Development Block Grant (CDBG) program provides communities with resources to address unique community development needs. The CDBG program provides annual grants on a formula basis to states and local government. <sup>12</sup> CDBG funds often increase housing options for vulnerable populations.
HOME Investment Partnership Program (HOME)	HOME provides grants that communities use to fund a wide range of activities to build, buy, or rehabilitate homes. Funds can be used to develop affordable housing for rent, for homeownership or to provide direct rental assistance to low-income people. HOME's flexibility allows communities to design and implement strategies fitting their own needs and priorities. <sup>13</sup>
Low-Income Housing Tax Credit (LIHTC)	A program of the U.S. Department of the Treasury that is managed through individual states. Each year the treasury awards states a certain amount of federal income tax credits that can be allocated on a competitive basis to developers who provide low and moderate income housing. <sup>14</sup>

<sup>11</sup> U.S. Department of Housing and Urban Development, *Fair Housing Laws and Presidential Executive Orders*, 2012, [http://portal.hud.gov/hudportal/HUD?src=/program\\_offices/fair\\_housing\\_equal\\_opp/FHLaws/](http://portal.hud.gov/hudportal/HUD?src=/program_offices/fair_housing_equal_opp/FHLaws/).

<sup>12</sup> U.S. Department of Housing and Urban Development, *Community Development Block Grant Program - CDBG*, 2012, [http://portal.hud.gov/hudportal/HUD?src=/program\\_offices/comm\\_planning/communitydevelopment/programs](http://portal.hud.gov/hudportal/HUD?src=/program_offices/comm_planning/communitydevelopment/programs).

<sup>13</sup> U.S. Department of Housing and Urban Development, *HOME Investment Partnerships Program*, 2012, <http://www.hud.gov/offices/cpd/affordablehousing/programs/home/>.

<sup>14</sup> Nelson, Arthur C., *Getting Ahead of the (Housing) Curve: A look at emerging housing needs and market dynamics. Funders' Network for Smart Growth and Livable Communities*. 2006.

## State

A variety of state laws and administrative rules govern affordable housing development and housing affordability (Table 2). First, local housing policies and guidelines are shaped by Oregon's land use and planning laws. Thus, the state has a regulatory role in the housing development process. Second, some federal allocations of financial support and incentives for homebuyers and developers are funneled to local communities through the Oregon Housing and Community Services department. Therefore, the state also provides incentives for new homebuyers, low- and moderate incomes families and individuals, and multifamily housing developers. Details about both of these processes are described below.

The state Department of Land Conservation and Development (DLCD) ensures oversight of Statewide Planning Goals and Guidelines. Statewide Goals 2, 10, 12 and 14 define how housing rules and guidelines will be carried out at the local level. While Goals 2, 12 and 14 focus on the housing relationship with land use, transportation and urbanization, Goal 10 focuses specifically on housing policy. In compliance with Goal 10, cities and metro regions must include a housing element in their comprehensive plans and provide a 20-year supply of buildable lands within an Urban Growth Boundary (UGB).

Goal 10 provides "for the housing needs of citizens of the state." Goal 10 requires metropolitan areas and cities (bounded by an Urban Growth Boundary) to provide enough buildable land for housing, and to provide a supply of housing at a range of prices, rent levels, types, densities and locations. The law is meant to ensure that housing options meet the needs of all Oregon residents by providing households with a variety of housing choices.<sup>15</sup> Not only does Goal 10 ensure that housing planning efforts meet the financial means of all Oregonians, it also requires flexibility with local housing planning processes and encourages density in housing development. These rules are carried out through refinement plans at the local level.

Goal 10 also requires jurisdictions within regional UGBs to meet population housing needs at prices reflective of Oregonian household budgets, allow for flexibility in housing type and location, and encourage density in housing development.<sup>16</sup> Consequently, local comprehensive plans, citywide refinement plans, and housing plans tied to federal funding allocations all strive to meet and exceed Goal 10 mandates.

The Oregon Housing and Community Services (OHCS) department also provides support for households throughout Oregon's communities. OHCS administers Oregon's Housing Centers. These housing centers are distributed throughout the state to assist low- and moderate-income households rent and purchase affordable housing. OHCS also provides housing education classes to help potential homebuyers learn the basics about the buying process. Furthermore,

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<sup>15</sup> *Oregon Statewide Planning Goal 10 - OAR 660-015-0000(10)*, (State of Oregon).

<sup>16</sup> *Oregon Statewide Planning Goal 10 - OAR 660-015-0000(10)*, (State of Oregon).

OHCS administers multifamily finance and resource tools through several grant and tax credit programs designed to develop affordable rental housing throughout the state.

Foreclosure counseling services are provided through OHCS in partnership with the National Foreclosure Mitigation Counseling Center program. The state's foreclosure mitigation program aims to help households budget to prevent foreclosure, reverse mortgages, and negotiate loan modifications with lenders.<sup>17</sup> Additionally, OHCS oversees the registration of manufactured home parks throughout the state.<sup>18</sup> The closure of manufacture homes between 2001 and 2007 has become an increasing concern for low and moderate income households as manufactured homes provide a considerable number of non-traditional affordable housing options for residents. Currently, manufactured homes provide the largest stock of unsubsidized affordable housing options in the state.<sup>19</sup> However, nearly 2,800 Oregon households were displaced from their manufactured homes from 2001 to 2007 as manufactured home park owners sold park property to developers. Therefore, manufactured home park closures affect housing stability as one in twenty Oregon households live in a manufactured home and one in ten homes in Oregon is manufactured.<sup>20</sup> Recently, the Oregon Legislature adopted HB 2735 as a means to compensate manufactured home owners who have been displaced due to park property sales. State policy coupled with local action continues to address home displacements caused by manufactured home park sales.

Currently, DLCD and OHCS are improving collaboration across interrelated community goals through participation on Oregon's interagency Regional Solutions Team. This team is designed to address "Oregon's economic preparedness and competitiveness by enhancing the ability of individual communities and regions to effectively compete in the ever-changing global economy."<sup>21</sup>

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<sup>17</sup> Oregon Housing and Community Services (2012). Foreclosure Prevention Resources. [http://www.oregon.gov/ohcs/Pages/SFF\\_Foreclosure\\_Prevention\\_Resources.aspx](http://www.oregon.gov/ohcs/Pages/SFF_Foreclosure_Prevention_Resources.aspx)

<sup>18</sup> Oregon Housing and Community Services (2012). Manufactured Communities Resource Center. [http://www.oregon.gov/ohcs/Pages/MDP\\_Manufactured\\_Dwelling\\_Park\\_Services\\_Oregon.aspx](http://www.oregon.gov/ohcs/Pages/MDP_Manufactured_Dwelling_Park_Services_Oregon.aspx)

<sup>19</sup> Tremoulet, Andree. 2012. Policy Responses to the Closure of Manufactured Home Parks in Oregon. Proquest.

<sup>20</sup> Tremoulet, Andree. 2012. Policy Responses to the Closure of Manufactured Home Parks in Oregon. Proquest.

<sup>21</sup> Oregon Department of Energy. 2012. Regional Solutions Team. [http://www.oregon.gov/energy/Pages/regional\\_solutions\\_team.aspx](http://www.oregon.gov/energy/Pages/regional_solutions_team.aspx).

**Table 2. State Policy Drivers and Influencers**

Policy Driver/ Influencer	Description
Statewide Planning Goal 2: Land Use Planning	Goal 2 establishes a land use planning process and policy framework as a “basis for all decisions and actions related to the use of land and assures an adequate and factual base for such decisions.” Local governments must consider social, economic, energy and environmental needs when developing land. Subdivision development and changes in development codes and zoning must consider Goal 2. <sup>22</sup>
Statewide Planning Goal 10: Housing	Goal 10 states that “buildable lands for residential use shall be inventoried and plans shall encourage the availability of adequate numbers of needed housing units at price ranges and rent levels which are commensurate with the financial capabilities of Oregon households and allow for flexibility of housing location, type and density.” <sup>23</sup>
Statewide Planning Goal 12: Transportation	Housing planners consider statewide transportation goals in coordination with local and regional comprehensive plans. Goal 12 states that transportation needs be based on an inventory of local, regional and state needs. Housing planners must consider multiple modes of transportation that account for the needs of differing socioeconomic groups. <sup>24</sup>
Statewide Planning Goal 14: Urbanization	Goal 14 “provides for an orderly and efficient transition from rural to urban land use, to accommodate urban population and urban employment inside urban growth boundaries, to ensure efficient use of land, and to provide for livable communities.” <sup>25</sup>
HB 3337 (ORS 197.304)	In 2007, the Oregon Legislature passes HB 3337 (put into law in ORS 197.304), which required Eugene and Springfield to each adopt their own urban growth boundaries (UGBs) that contains sufficient land to meet their respective 20-year residential land needs. The cities of Eugene and Springfield are accomplishing these requirements through the creation of refinement plans ( <i>Envision Eugene, Springfield 2030</i> ).
HB 2735	Establishes financial assistance for manufactured homeowners who are displaced from their home in the event that the property owner decides to sell the manufactured home park.

<sup>22</sup> Oregon Statewide Planning Goal 2 - OAR 660-015-0000(2), (State of Oregon).

<sup>23</sup> Oregon Statewide Planning Goal 10 - OAR 660-015-0000(10), (State of Oregon).

<sup>24</sup> Oregon Statewide Planning Goal 12 - OAR 660-015-0000(12), (State of Oregon).

<sup>25</sup> Oregon Statewide Planning Goal 14 - OAR 660-015-0000(14), (State of Oregon).

## Local

Local plans are written to ensure compliance with state land use laws. Specifically, local planning documents consider Oregon's Statewide Planning Goals 2, 10, 12 and 14 to ensure compliance with state law and to ensure local housing needs are adequately met. While local governments work with their communities to guide housing planning goals, local nonprofit agencies actively address the housing needs of the community's low to moderate income and vulnerable populations.

The cities of Eugene and Springfield influence local housing development through their comprehensive plan (Metro Plan) and a number of neighborhood refinement plans. Non-profit and private developers work with local public agencies to meet the needs of multiple neighborhood plans. As directed by HB 3337, the cities are in the process of adopting refinement plans, Envision Eugene and Springfield 2030, which direct local housing policy and efforts. While these plans follow Goal 10 guidelines and barrow Metro Plan principles, each embodies a unique housing vision commensurate with the values of their jurisdiction.

Envision Eugene calls for developing multi-family housing in downtown, along key transit corridors and in commercial areas in order to use land wisely and to develop compact urban areas that are less dependent on private vehicles.<sup>26</sup> Envision Eugene also addresses the need to maintain the current character of neighborhoods and communities, while providing diverse housing options by creating transition zones between low-density neighborhoods and commercial areas.<sup>27</sup>

Springfield's housing policy is based on its refinement plan, Springfield 2030. Housing goals in Springfield 2030 are to plan for growth and needed housing, foster housing choice and affordability, and encourage housing diversity and quality neighborhoods. Springfield 2030 lists various actions to implement these goals. This includes rezoning parts of Glenwood to develop it into a dense, mixed-use area, to encourage dense residential development in specific parts of the city, and to establish a small lot zoning district to support a greater diversity of the city's housing stock.<sup>28</sup>

Local municipalities must also address Fair Housing mandates. For example, the City of Eugene actively pursues programs and regulations that meet and exceed the spirit of the Fair Housing Act. In 2005, Eugene adopted a Rental Housing Code to ensure that rental properties and meet minimum standards across six areas including heating, plumbing, security, smoke detection, structural integrity, and weather proofing.<sup>29</sup> The program moderates disputes and claims by enhancing

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<sup>26</sup> Envision Eugene: Executive Summary. (City of Eugene Planning and Development Department). 14 March 2012. <http://www.eugene-or.gov/DocumentCenter/View/5237>

<sup>27</sup> Envision Eugene: Compact Urban Development. (City of Eugene Planning and Development Department). <http://www.eugene-or.gov/DocumentCenter/View/5241>

<sup>28</sup> Springfield 2030 Refinement Plan: Residential Land Use and Housing Element. (City of Springfield.) <http://www.ci.springfield.or.us/dsd/Planning/2030%20Project/Ordinance%206268/Ordinance%206268%20with%20Attachments.pdf>

<sup>29</sup> City of Eugene. 2012. Rental Housing Code. <http://www.eugene-or.gov/index.aspx?NID=845>.

communication between tenants and landlords before legal action is necessary. Eugene, developed an Equity and Human Rights center through the City Manager's Office to provide leadership, advocacy, and conflict resolution around equity and human rights violations; particularly those related to fair housing violations such as housing discrimination.<sup>30</sup>

In addition, the Cities of Eugene and Springfield must create and adopt a 5-year Consolidated Plan and a Fair Housing Plan to receive CDBG, HOME, and other HUD grants. Housing planners refer to this plan as the Eugene-Springfield Consolidated Plan 2010-2015 (Consolidated Plan). The cities must complete one-year action plans for each fiscal year within the five-year period of the consolidated plan.<sup>31</sup> The plan includes community profiles highlighting housing needs, goals, strategies, and desired outcomes. The Consolidated Plan and additional community housing plans are identified and summarized in Section III of this report.

Although each city provides policy direction in affordable housing efforts they do not actually own, operate, build or manage any housing units. Primarily, cities allocate federal, local and private funds towards housing solutions through the Intergovernmental Housing Policy Board. The City of Eugene has also "land banked" sites for future affordable housing development since 1979.

Throughout the region, the majority of affordable homes are produced and managed by nonprofit agencies. Regionally, the nonprofit sector plays a key role meeting the community's affordable housing needs. Local nonprofits also provide safe housing and shelter for vulnerable populations that may require additional care services to enhance their housing stability. Currently, the Housing and Community Services Agency (HACSA) of Lane County provides affordable rental housing options through a combination of CDBG, HOME and federal housing choice vouchers. Additionally, Saint Vincent De Paul, the Metropolitan Affordable Housing Corporation, and ShelterCare provide a continuum of housing services that meet the needs of many distinct vulnerable populations. These organizations offer affordable housing coupled employment support and wrap-around services to support individuals with a variety of disabilities.

## **Housing Agencies**

Multiple agencies and community providers make up the region's housing field. The following agencies and Core Area Team participants play influential roles in the region's housing planning process.

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<sup>30</sup> City of Eugene. 2012. Equity and Human Rights. <http://www.eugene-or.gov/index.aspx?NID=525>.

<sup>31</sup> Eugene-Springfield Consolidated Plan 2010, (The Cities of Eugene and Springfield, OR, 2010).

**Table 3. Housing Agencies**

Agency/ Jurisdiction	Description
Lane County	The housing authority for Lane County is the Housing and Community Services Agency of Lane County (HACSA). Additionally, the county engages in planning that includes housing programs such as the Regional Housing Rehabilitation Program and the Supportive Housing Program.
City of Eugene	The City of Eugene's primary role is to allocate funds for housing solutions. Eugene has acquired land for future low-income housing and the city has a few programs in place to help people buy homes or keep them in good repair.
City of Springfield	Springfield offers a variety of different programs to support and assist residents in finding and retaining housing. A variety of community development zones have also been created to encourage dense development. They are also one of the creators of the Eugene-Springfield Consolidated Plan and the yearly action plans that are a part of that plan.
The Housing and Community Services Agency of Lane County (HACSA)	HACSA provides safe and affordable housing to the most vulnerable people in our community including low-income families, elderly people and those with disabilities. HACSA is the housing authority for Lane County.
Metropolitan Affordable Housing Corporation	The Metropolitan Affordable Housing Corporation (MAHC) is a nonprofit community housing development organization and a community development collaborative. MAHC meets the housing needs of many diverse populations including individuals, children, families, seniors, people with disabilities and special needs, and single parents. All residents served have incomes that fall between 30 and 60 percent of the Area Median Income. <sup>32</sup>
Neighborhood Economic Development Corporation (NEDCO)	NEDCO is a local non-profit community development corporation that provides resources to revitalize neighborhoods, develop businesses and helps people achieve homeownership.
Oregon Department of Land Conservation and Development (DLCD)	The Oregon Department of Land Conservation and Development (DLCD) is responsible for helping "communities and citizens plan for, protect and improve the built and natural systems that provide a high quality of life." <sup>33</sup> The DLCD partners with citizens and local governments, to promote sustainable and vibrant communities that protect the state's natural resources. DLCD oversees local compliance with Oregon's Statewide Goals and Guidelines. Goal 10 ensures that housing throughout the state is developed in accordance with the states land use planning goals.

<sup>32</sup> Metropolitan Affordable Housing Corporation. 2012. Who we serve. [http://www.metroaffordablehousing.org/home/mah/cpage\\_17/who\\_we\\_serve.html](http://www.metroaffordablehousing.org/home/mah/cpage_17/who_we_serve.html)

<sup>33</sup> Oregon Department of Land Conservation and Development. 2012. About us. [http://www.oregon.gov/LCD/Pages/about\\_us.aspx](http://www.oregon.gov/LCD/Pages/about_us.aspx).

**Table 3. Housing Agencies (Continued)**

Agency/ Jurisdiction	Description
Oregon Housing and Community Services Department (OHCS)	<p>The Oregon Housing and Community Services Department (OHCS) is Oregon's housing finance agency that provides financial and program support for develop and preserve access to affordable housing for low and moderate income Oregonians. OHCS also administers federal and state antipoverty, homeless and energy assistance, and community service programs.</p> <p>OHCS assists financing of single-family homes, new construction or rehabilitation of multifamily affordable housing developments, and issues grants and tax credits to promote affordable housing. Additionally, OHCS ensures that manufactured home parks meet state regulations.<sup>34</sup></p>
St. Vincent de Paul Society of Lane County (SVDP)	<p>St. Vincent de Paul Society of Lane County is the largest nonprofit human service agency in Lane County. They work to provide and develop affordable housing in the county. Over 1,000 units have been completed since 1988 and many more are in the development phase. SVDP serves low-income families as well as many other individuals in need of basic housing and human services.</p>
ShelterCare	<p>ShelterCare is a nonprofit organization that provides transitional housing, emergency shelter, and support services for families and individuals experiencing homelessness. ShelterCare runs a variety of programs that meet the needs of many vulnerable populations. Programs offer housing coupled with social services and support for employment. A homelessness prevention program provides financial support for families at risk of homelessness.<sup>35</sup></p>

<sup>34</sup> Oregon Housing and Community Services Department. 2012. About Oregon Housing and Community Services. [http://www.oregon.gov/ohcs/Pages/about\\_us.aspx](http://www.oregon.gov/ohcs/Pages/about_us.aspx).

<sup>35</sup> ShelterCare. 2012. History. <http://www.sheltercare.org/about-us/history/>.



### **III. Summary of key planning documents**

This section summarizes the key planning documents for housing in the Eugene-Springfield area. A brief review of the plans is included. For more detailed information about each plan, including a synopsis of plan themes, goals, actions and strategies for implementation, data inputs and public engagement processes, please see the Plan Summaries in Appendix B.

The region's housing agencies follow goals, strategies and proposed actions found in multiple national, state and local planning documents. This report includes a review of four housing planning documents (Eugene-Springfield Consolidated Plan 2010-2015, Eugene-Springfield Fair Housing Plan, Envision Eugene and Springfield 2030) and two additional visionary documents that serve as local policy influencers (Climate and Energy Action Plan for Eugene and Human Services Plan for Lane County). These plans, initiatives and strategies frame the region's development and affordable housing goals and objectives.

Two housing documents satisfy federal mandates. These include the Eugene-Springfield Consolidated Plan 2010-2015 and the Eugene-Springfield Fair Housing Plan. Both the Envision Eugene and Springfield 2030 documents support Oregon's Statewide Planning goals. The Human Services Plan of Lane County is not adopted but provides a list of priorities that guide the distribution of operating funds for human service programs that include supportive and emergency housing. The Climate and Energy Action Plan for Eugene supports a vision for climate sensitive development aimed at mitigating climate change.

#### **Envision Eugene**

Envision Eugene is a local comprehensive planning process that describes the vision for Eugene's future growth. Components of the plan act as a refinement to the existing comprehensive plan (Metro Plan). Envision Eugene will also serve as the framework for a future Eugene specific comprehensive plan that may replace the Metro Plan as the City of Eugene's guiding land use document. The plan determines the city's Urban Growth Boundary (UGB) and will guide the city's land use policy over the next 20 years. The plan ensures enough buildable lands are available for housing, economic development and other uses. The plan also outlines a housing element by specifying the city's housing development vision, goals and objectives.

#### **Springfield 2030**

Springfield 2030 is the City of Springfield's land use planning document that responds to HB 3337 and will serve as a Springfield specific refinement plan to the region's Metro Plan. The plan's housing element reviews future housing needs and determines where housing growth should take place. It provides a vision for future growth and development within the City of Springfield and ensures that enough land will be available to accommodate future population growth.

## **Eugene-Springfield Consolidated Plan 2010**

The Eugene-Springfield Consolidated Plan 2010 (Consolidated Plan) receives updates every five-years as a prerequisite for receiving a variety of Housing and Urban Development (HUD) funds. Specifically, the plan determines the allocation process of federal Community Development Block Grant (CDBG), Home Investment Partnerships Program (HOME) funds, Housing Opportunities for Persons with Aids (HOPWA) funds, and Emergency Shelter Grant funds for the region's low-income and affordable housing, human services, economic development and homelessness needs. This plan establishes goals, and identifies housing and community development strategies to meet those needs.

## **Eugene-Springfield 2010 Fair Housing Plan**

The Eugene-Springfield Fair Housing Plan (Fair Housing Plan; Appendix O of the Consolidated Plan) was created in 2010. The plan's upholds federal obligations to further fair housing access and development. This is a joint document created by the Cities of Eugene and Springfield. It examines laws and demographics related to population, housing and housing choice. Roadblocks affecting fair housing choice are identified and addressed.

## **A Community Climate and Energy Action Plan for Eugene**

The Climate and Energy Action Plan was created in 2010. This plan outlines city specific goals for the reduction of greenhouse gas production and fossil fuel consumption. The plan outlines relationships between housing, building development, energy use, land use and transportation planning strategies for achieving these goals. Specifically, the plan encourages homeowner assistance for enhancing energy efficiency through housing rehabilitation loans and promotes HACSA's program to provide tenants and residents with energy efficiency incentives. Furthermore, the plan aims to maximize energy and water efficiency throughout the built environment by: (1) targeting retrofits for multifamily housing that offer high-efficiency potential; (2) reducing GHG produced from new construction; (3) implement climate change preparation strategies for residential and built environments; and, (4) develop community scale renewable energies.<sup>36</sup>

## **Housing and Community Services Agency of Lane County Strategic Plan 2011-2015**

This strategic plan outlines four goals based on input from HACSA's board, employees, residents, community partners and stakeholders. The four goals of the plan include: (1) increasing the number of affordable housing units available to Lane County residents by 300 in 2015; (2) obtain significant program funding from new sources; (3) increase organizational performance; and, (4) increase the self-sufficiency of HACSA residents.<sup>37</sup>

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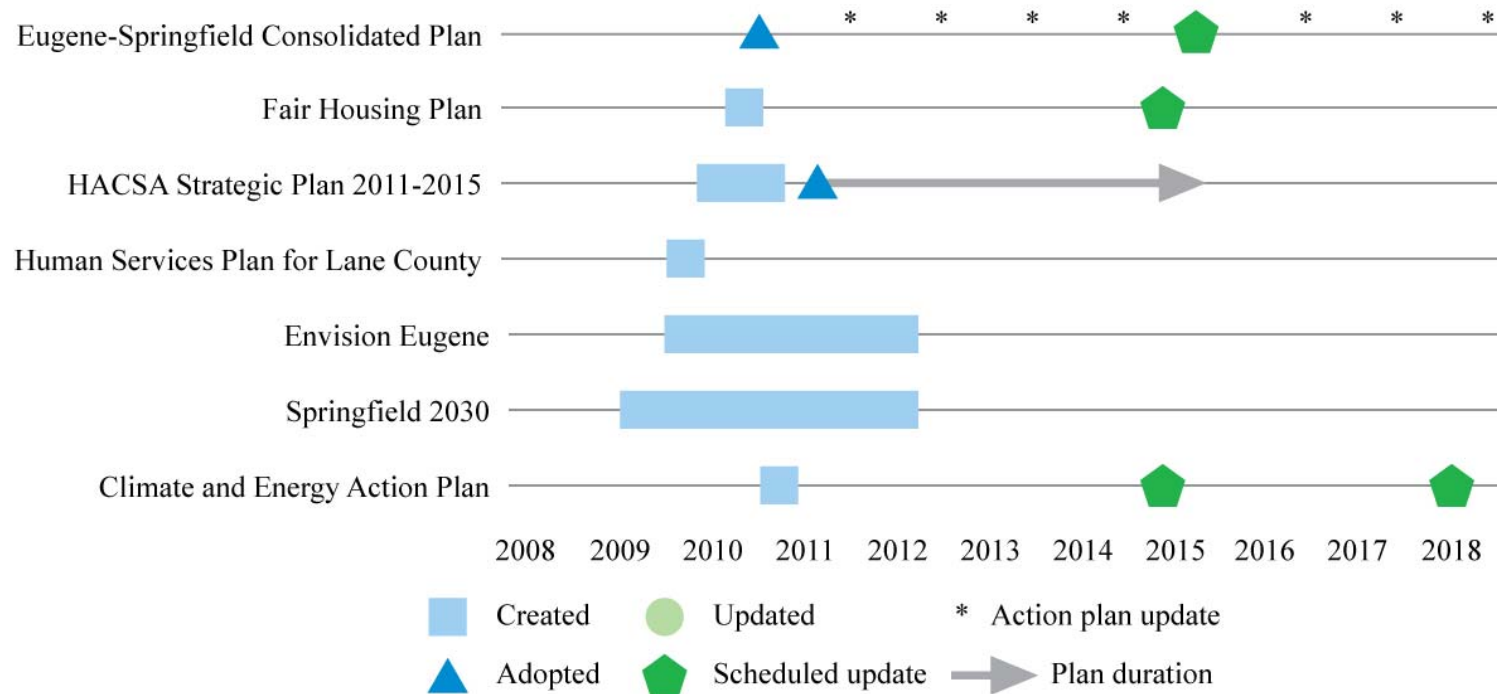
<sup>36</sup> A Community Climate and Energy Action Plan for Eugene. 2010. <http://www.eugene-or.gov/DocumentCenter/Home/View/565> (September 2010).

<sup>37</sup> Housing and Community Services Agency of Lane County Strategic Plan 2011-2015. (2010). [http://www.hacsa.org/sites/default/files/fileattachments/strategic\\_plan\\_2012s.pdf](http://www.hacsa.org/sites/default/files/fileattachments/strategic_plan_2012s.pdf).

## **Human Services Plan of Lane County**

The Human Services Plan of Lane County is a long-range blueprint for human services with the goal of building a healthy more prosperous community. The plan is a strategic policy guide for the Human Services Commission (HSC) decision-making process. The HSC is a partnership of local public and private organizations funded by Lane County and the cities of Eugene and Springfield. Priorities identified in the plan guide the distribution of operating funds for human service programs and supportive and emergency housing needs.

## Timeline of Regional Planning Documents



## IV. Findings: Assessment of CAT Meetings and Process

Access to safe, quality and affordable housing anchors the health of a community. Subsequently, a wide breadth of housing planning and development efforts connect across all core areas. For example, regional population health outcomes are linked to housing quality, location and access. Furthermore, the location of a home determines a household's access to work, school and recreation. Lastly, economic elements determine housing availability, affordability and quality. Together, links between housing elements and other core areas help determine the livability of the region's communities.

The Core Area Team (CAT) meetings established a baseline for CPW and Lane Livability to further understand the working relationships between Housing and the other core areas. During the process, CPW asked CAT meeting participants identified housing plans are most frequently used, and whether goals within each plan accurately reflected agency work. CPW's findings identify overarching themes and initial gaps, challenges and opportunities for connecting with other core areas.

The findings are organized around topical areas that emerged from the meetings and interviews and are categorized as follows:

1. Overarching themes
2. Planning process
3. Data
4. Plan content

The discussion within each of these topical areas provides an overview of the topical area, and then describes opportunities, gaps, and challenges.

### Overarching Themes

Generally, goals among housing plans are consistent and complementary and reflect the work completed by municipal and nonprofit housing efforts. However, housing planners agree that the region must build opportunities to forge stronger ties with all other core planning agencies.

- Housing Core Area Participants identified numerous existing as well as desired connections to the other core areas.
- Specific housing-economic connections include the relationship between wages and person's ability to afford housing, the importance of matching the location of housing and jobs, and the challenges associated with industrial uses and housing placement.
- Specific housing-transportation connections include the relationship of household expenditures on housing and transportation, the challenges of successful corridor development, and impact of housing locations for a growing senior population which impacts transportation services for seniors.
- Participants also noted a multitude of fundamental linkages with the health field including the health impacts of housing near industrial area, impacts

of housing quality and affordability on the health of community members, location of housing near healthy food sources and in walkable areas, and choices household are often forced to make between housing and health insurance and other health care costs.

## GAPS

- **Greater coordination with infrastructure planning is desired.** The development of infrastructure guides the location and density of housing development. Housing planners acknowledge the need to be engaged in infrastructure planning decisions.
- **Weak community health connections with housing.** Many supportive and emergency housing efforts link with community health goals and outcomes. However, community health and housing planners would like to start the conversation of population health prevention earlier in the housing development process.
- **Coordination among goals and desired outcomes is lacking across core area planning efforts and goals.** All core areas seek to achieve goals that may positively affect the outcomes of one another. Housing planners would like to identify mutual benefits across core areas to guide future housing planning activities while remaining informed of other core area goals and objectives. By identifying common benefits, each core area can pursue their own planning goals while acting on mutual benefits that may positively impact the goals of others.
- **The available financial tools are not linked with planning goals.** Members expressed a desire to educate the private sector on current housing planning and development practices. Both cities express a desire to increase housing opportunities in their downtowns, among other areas; however, the financial tools available from lenders are not supportive of this desired development pattern. It is important to educate private lenders and local businesses on the economic development potential that increased density and active transportation can provide.

For example, new transit oriented development practices challenge traditional development practices by requiring less parking. This concerns lenders who indirectly associate parking availability with project performance.

## CHALLENGES

- **Changing demographic trends.** Participants seek to address housing needs among the changing demographics in the community. Specifically, growth in senior populations may require new or additional housing options for seniors living on fixed incomes. Planners must provide for these changing needs while meeting regional efforts to increase housing density and affordability. Access to health care services for the aging population is an additional challenge that involves housing and public health core areas.

- **Housing affordability.** The demand for affordable housing is greater than the regional supply. The resulting shortfall leads some area residents to make difficult monetary trade-off decisions when prioritizing the purchase of groceries, medicine, or other goods. As a result, these decisions can lead to or exacerbate negative health outcomes. It is also important to provide safe and sanitary living conditions within existing affordable housing units in order to decrease negative health outcomes.
- **Corridor planning.** Opportunities exist with corridor planning to meet the needs of the regions changing demographics and need for affordable housing. However, there is a significant financial gap between the form of housing called for along corridors (higher density and mixed-use), the higher costs of building this product, and the limited ability of community residents to pay higher rents necessary to build such housing. Participants also raised challenges associated with noise and air quality along corridors.

## OPPORTUNITIES

- **Continue to link downtown housing development with economic development activities.** Downtown redevelopment opportunities are essential to creating vibrant compact communities. Eugene and Springfield currently provide linkages that connect housing development with economic development in their respective downtowns. Continuing to promote this development pattern is observed as a key opportunity.
- **Link mixed-use development strategies with other core area planning practices.** Housing developers would like to encourage, where appropriate, a move away from traditional land use models that promote single-family development towards more mixed-use development systems. These efforts can be better linked with transportation oriented development efforts (TOD), they may promote local economic growth, decrease demands on the transportation system and encourage positive population health outcomes. These efforts may also provide affordable housing opportunities that meet the needs of the regions changing demographics.

## Planning Process

Housing planning processes draw specific connections with economic development, transportation and community health fields. Additionally, land use elements play a key role in housing development decisions as the region's Urban Growth Boundary defines the extent of buildable residential land. Connections across these planning areas vary in strength and extent but are important to identify.

## GAPS

- **Connections between regional land use planning efforts.** Knowledge of the pattern of land use and the extent of land supply is essential for successful housing development. Housing groups expressed concern regarding the future coordination of regional planning with the

implementation of HB 3337 and the creation of separate UGBs. Continued outreach and communication with the development community is essential as these processes continue.

## CHALLENGES

- **Development code flexibility.** Housing developers discussed how the development code was not flexible enough to support mixed-use and compact development where opportunities exist. Code revisions aimed at increasing code flexibility may allow the region to adapt to changing market preferences without limiting development opportunities.

## OPPORTUNITIES

- **Further incorporate mixed-use and mixed-income development alternatives into planning processes and decisions.** Housing professionals agree on the importance of moving away from traditional land use models that promote single-family development. Members favor providing more mixed-use areas where appropriate. In addition to providing goods and services near housing, mixed-use areas offer local economic benefits by creating a market near goods and services.
- **Improve planning processes with economic development partners.** Strong links exist between wages, financial stability, job growth and a person's ability to afford quality housing. Increased communication with economic development partners may strengthen these connections.
- **Improve the health of the community through housing options.** It is important to continue to provide housing opportunities that have convenient access to healthy foods, access to public services and spaces, and transportation options to employment areas. Improving the quality, affordability and spatial location of housing is perceived to have positive health outcomes.

## Data

The Consolidated Plan requires the compilation of many data resources. The primary data sets used in the Consolidated Plan explore regional demographic and socioeconomic trends. Additionally, the plan records a housing and community needs assessment based on existing facilities, infrastructure and market characteristics. Every five years, an exhaustive effort is made to collect these trends and measure programmatic impacts. However, few agencies outside of the housing sphere know such a complete collection of population and community development data exists.

The housing CAT recognizes the need to share Consolidated Plan and other housing data with the other core areas. Reciprocally, the housing CAT desires to know what other relevant data exists from other core area planning documents. Efforts to improve data analysis across core areas can expose gaps in service delivery, measure program outcomes and leverage future funding capacities.



## GAPS

- **Housing options and the social determinates of health.** Social determinates and housing quality, affordability and location directly impact health outcomes. Local public health planners are interested in how these affect community health. For example: St. Vincent De Paul and HACSA have worked with Lane County Public Health and prohibited smoking in certain developments. Local studies have not been conducted to determine how this action could be measured to determine its affect upon future health outcomes.

## CHALLENGES

- **Resources for data collection and analysis.** Staff resources and funding are limited. Additional efforts looking to explore links between housing development and health outcomes will require additional staff time, collaboration and coordination and expertise.

## OPPORTUNITIES

- **Agencies are willing to share existing demographic and housing data.** The cities of Eugene and Springfield, Lane County and local housing agencies compile volumes of demographic data for plan and grant writing purposes. These agencies are willing to share this data with other groups; however, a specific mechanism to collect the information does not currently exist. Data collection inventories are available in a separate appendix to this report.
- **Review housing outcomes in relation to other core areas.** A review of data linking housing sighting (proximity to pollutants), corridor planning, walkability and transit access could identify areas to improve planning efforts with the economic development, community health, and transportation areas.

## Plan Content

Overall, the housing field draws connections to all other core areas. Housing goals are followed consistently and complementary across agencies. The work being completed by housing agencies is representative of the goals supported in housing planning documents. However, increased interagency communication offers opportunities to enhance collaboration across core areas.

## GAPS

- **Link housing planning efforts with economic development plan goals,** Downtown redevelopment opportunities create vibrant, compact developments in downtown areas. Locating housing downtown is an opportunity to link housing with economic development. There is room to explore linkages between the region's housing and economic development plan goals.
- **Benefits of housing density are not thoroughly explored.** Housing density shares direct linkages with transportation system planning. As density increases, there is more demand for transportation infrastructure.

Additionally, denser housing development improves the efficiency of public transportation systems because of the potential to increase public transit ridership.

Furthermore, as density increases, the cost of paving and maintaining roads, as well as improving transit service, decreases (on a per unit basis). As such, denser developments correlate with decreased household financial burden, and increased financial efficiency of transportation infrastructures.

## CHALLENGES

- **Housing foreclosures.** Housing foreclosures are increasing in this region. Housing CAT members suggest that future housing planning efforts consider how to reduce foreclosure rates.
- **Providing workforce housing.** Affordable housing is largely developed through nonprofit providers. Addressing barriers to encourage private sector involvement affordable housing development may increase the supply of available workforce housing.

## OPPORTUNITIES

- **Further integrate collaborative planning efforts with other core areas.** Although housing plan goals reflect the work completed by municipal and nonprofit housing efforts, housing professionals agree that the region must build opportunities to forge stronger ties with other core planning agencies. Specifically, housing stakeholders would like to develop stronger partnerships with economic development planning efforts and goals.
- **Create additional opportunities for businesses to locate within neighborhoods (i.e. 20-minute neighborhood).** More opportunities to support walkable and transit supportive neighborhoods are needed to increase livability. Mixes of office and retail opportunities located in neighborhoods improve residential connectivity to goods and services and benefits the local economy.
- **Include neighborhood walkability and connectivity in future housing plans.** Walkable neighborhoods, and transit-oriented development, improve residential connectivity to goods and services and benefit the local economy. Mixed-use developments also seek to locate residents near jobs, businesses, shopping, schools, and parks and recreation.

**Table 4. Individuals Involved in Core Area Team Meetings**

<b>Name</b>	<b>Agency</b>
Gordon Anslow	Anslow & DeGeneault
Larry Abel	Housing and Community Services Agency of Lane County (HACSA)
Megan Banks	Lane Council of Governments (LCOG)
Barb Bellamy	Eugene School District 4J
Karen Clearwater	Oregon Housing and Community Service (OHCS)
Nora Cronin	St. Vincent de Paul Society of Lane County
Felicity Fahy	Eugene Water and Electric Board (EWEB)
Elena Fracchia	United Way
Terri Harding	City of Eugene
Betsy Hunter	Housing and Community Services Agency of Lane County (HACSA)
Kevin Ko	City of Springfield
Molly Markarian	City of Springfield
Terry Parker	Lane Transit District (LTD)
Cosette Rees	Lane Transit District (LTD)
Mark Rust	Lane County
Claire Seguin	Neighborhood Economic Development Corporation (NEDCO)
Anne Williams	St. Vincent de Paul Society of Lane County

## **APPENDIX A:**

### **CORE AREA REPORT: TRANSPORTATION**

#### **Executive Summary**

The following Transportation Core Area Report provides an overview of the guiding plans, involved agencies, and policy drivers of transportation issues in the Eugene-Springfield metropolitan area.

This report is part of a Baseline Assessment of Plans (Baseline Assessment) initiated by the Lane Livability Consortium and conducted by the Community Planning Workshop (CPW) at the University of Oregon. The overall purpose of the Baseline Assessment is to establish a common understanding of existing community and regional plans, identify opportunities to create stronger synergies among plans and agency efforts, and develop more efficient planning processes and methods in a time of scarce resources. The Baseline Assessment focused on four core planning areas including Economic Development, Housing, Public Health, and Transportation.

Each Core Area Report is informed by two components. First, CPW collected and reviewed regional and agency plans related to the four core planning areas. Second, a Core Area Team was formed which included the staff of agencies and organizations involved in the development or implementation of local economic development plans (see table 7 at the end of this document for a full list of individuals who participated in one or more of the core area meetings). A summary of key themes and outcomes from the review of plans and team meetings are outlined below. These themes are unique to the transportation field but explore gaps, challenges, and opportunities for coordinated development and implementation of plans within the transportation core area and across multiple core areas.

Transportation policy in the region is largely developed as a requirement of both state and federal policies. At the federal level, policies are guided by Moving Ahead for Progress in the 21<sup>st</sup> Century (MAP-21) (formerly SAFETEA-LU). MAP-21 is the national transportation legislation that requires urbanized areas with 50,000 or more people to develop a Regional Transportation Plan that demonstrates system preservation and efficiency, energy conservation, and congestion relief. At the state level, transportation planning is guided and directed by several Oregon Administrative Rules (OAR) and Oregon Revised Statutes (ORS). These include goals for transportation planning, coordination with other state agencies, and coordination with local governments. Transportation goals and policies are reinforced with the cities' Comprehensive Plans, local refinement plans, and other regional plans.

#### **Key Transportation Plans**

- Coburg Transportation System Plan
- Eugene Transportation System Plan

- Lane Coordinated Public Transit Human Services Transportation Plan
- Lane County Transportation System Plan
- Regional Transportation Plan
- Springfield Transportation System Plan
- TransPlan
- Eugene Pedestrian and Bike Master Plan

#### **Agencies and Organizations Involved in Transportation**

- City of Eugene
- City of Springfield
- Lane County
- Lane Council of Governments (LCOG)
- Lane Transit District
- Oregon Department of Transportation
- The Central Lane Metropolitan Planning Organization (MPO)
- Federal Highway Administration
- Federal Transit Administration

#### **Key Themes**

- **Transportation is inherently linked to the other core areas.** Transportation is important to economic development, housing, and public health. Transportation helps shape the area's economic health and quality of life, and also influences patterns of growth.
- **Transportation planning is increasingly addressing how transportation actions influence livability and quality of life.** The quality, location, and type of transportation facilities and services available have an effect on broader community goals such as access to good jobs, affordable housing, quality schools, and safe streets. Transportation planning decisions can also affect an area's visual quality, level of traffic noise, local air quality, community cohesion, and social interaction, all of which are important influences to quality of life. Transportation planners in the region are increasingly looking at these broader community livability and quality of life goals when planning transportation projects.
- **There is an increasing desire for accountability.** At all levels of transportation planning there is an increasing desire to demonstrate performance in order to ensure that spending on transportation will improve conditions, build the system we need, and achieved desired outcomes.

#### **Gaps and Challenges**

- **Funding obstacles and fiscal sustainability.** There are a number of funding challenges that affect our ability to make sustainable transportation investments. Revenues from gasoline taxes no longer cover the expenditures needed to maintain and construct roads. Maintenance costs are rapidly outstripping capital budgets. There is flat or decreased local, regional, and/or state funding for transit operations. There are limitations on the use of the state fuel tax fund. Also, since the

fuel tax is based upon the amount of gasoline used, improved fuel economy or less driving results in declining state fuel tax revenue. Inflation also decreases purchasing power. There are changes underway in the federal and state transportation funding process that seek to address some of these issues.

- **The connection between areas of affordable housing and transportation should be better recognized.** There is a need to find more ways to provide affordable housing, but this should also include transportation options that decrease household transportation costs, and which provide reliable and timely access to jobs, education, and services. New tools such as the *Housing+Transportation Affordability Index*<sup>1</sup> provide opportunities to analyze these issues in an integrated way.
- **Inadequate consideration of the health impacts of transportation investments and strategies.** Increasingly, health, transportation, and housing planners are recognizing the influence that transportation and community development can have on community health indicators. The urban form plays a critical role in influencing physical activity, particularly walking and cycling for transport. Active transport includes travel by foot, bicycle, and other non-motorized vehicles and has been identified as a strategy that could increase community physical activity levels while producing other environmental and social benefits. Several different modes of transportation also emit criteria air pollutants, greenhouse gases, and create noise, which can affect physical and mental health. However, there has been limited coordination across these planning fields. In particular, members of the Public Health Core Area have been limited by constrained resources (staff and funding) and are not aware of how these issues are being addressed in the broader community planning activities that are occurring in the region.

## Opportunities

- **Development of new tools.** There are a number of new tools that are being developed that seek to consider transportation's influence on livability factors and quality of life. For example, the Oregon Department of Transportation is developing a Least Cost Planning tool (MOSAIC) that will help transportation planners and policy makers consider whether projects or programs would foster efficient development patterns that optimize travel, housing, employment, and infrastructure investment decisions. Other tools are under development as part of the Lane Livability Consortium work, including development of a triple bottom line assessment tool for use in evaluating transportation projects and programs, as well as development of the Sustainable Transportation Analysis and Rating System for local and regional transportation plans.
- **Development of new models for interaction.** Participants in the process recognize the value of working more cooperatively. There are some

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<sup>1</sup> <http://htaindex.cnt.org/>

models that have been used in the region that provide examples of more integrated planning, such as work on the Regional Transportation Options Plan. In this planning process, there were a series of focused discussions with different stakeholders from recreation, employment, education, human services, and health and insurance interests that explored ways to leverage programs, strategies, and outline implementation possibilities to address specific transportation option perspectives and needs.

- **Linking all core areas.** There are a number of opportunities with significant planning processes to link all of the four core areas. In particular, the Scenario Planning Project to be completed for the region provides an excellent opportunity to evaluate how these issues can be linked in the planning process.

## I. Introduction

A group of local agencies formed the Lane Livability Consortium (LLC) in 2010 to apply for and manage a Sustainable Communities Regional Planning Grant from the U.S. Department of Housing and Urban Development. The LLC provides a forum for community agencies and leaders to develop new approaches to issues of livability and sustainability in the Eugene-Springfield Metropolitan Area. These issues cross a variety of planning fields including economic development, public health, higher education, transportation, affordable housing, water and energy, infrastructure investments, and social equity.

This report is part of a Baseline Assessment of Plans commissioned by the Lane Livability Consortium and conducted by the Community Planning Workshop at the University of Oregon. The overall purpose of the Baseline Assessment of Plans is to establish a common understanding of existing community and regional plans, identify opportunities to create stronger synergies among plans and agency efforts, and develop more efficient planning processes and methods in a time of scarce resources. The Baseline Assessment focused on four core planning areas including Economic Development, Housing, Public Health, and Transportation.

The following report includes: (1) a description of the methods used to gather information from available plans and identify agency and staff perspectives; (2) identification of the major policy drivers for the transportation area; (3) descriptions of the primary transportation agencies; (4) summary descriptions of the guiding transportation plans; and (5) a summary of gap, challenges and opportunities for the transportation core area.

### Purpose and Methods

The four Core Area Reports (Economic Development, Housing, Public Health, and Transportation) are intended to identify shared planning elements within each of the core areas. The reports also intend to reveal areas to improve linkages across core areas by identifying areas for integrating related planning policies and processes where applicable. Each core area report can be thought of as “vertical” components within the overall regional plan assessment effort. Subsequently, each report’s analysis focuses on the breadth of a single planning function ranging from a broad regional scale to local implementation strategies.

### KEY INFORMANT INTERVIEWS

The initial step in developing the Core Area Reports was to conduct key informant interviews with agencies participating in the LLC. This step allowed CPW to develop baseline information on existing regional planning processes and current planning efforts. The key informant interviews also identified additional plans to be included in the overall analysis.

Nine meetings were conducted with ten different agencies and CPW and included a total of 49 participants. Interviewees represented the following jurisdictions, organizations and agencies: Lane County and the cities of Eugene and Springfield, Eugene Water and Electric Board, Housing and Community Service Agency of Lane County, Lane Council of Governments, Lane Transit District, Springfield Utility



Board, St. Vincent de Paul Society of Lane County, Oregon Department of Transportation and the Oregon Regional Solutions Team.

## ANALYSIS OF PLANS RELATED TO TRANSPORTATION

Following the key informant interviews, CPW developed three preliminary tools to inform the analysis of gaps and opportunities across regional planning documents and processes. These tools include: (1) plan summaries that detail federal, state and local plan influencers, implementation processes, origins and relevance of data, and plan goals and objectives (Appendix B); (2) a set of timelines reflecting the creation, adoption, maintenance and lifespan of core area planning documents (Section III and Appendix B); and (3) a visual representation of core area relationships (Appendix C). Each tool informs the development of this core area report by offering CPW a means to dissect plans into logical segments and view relationships across plan goals, objectives, strategies, policies and actions.

## CORE AREA TEAM MEETINGS

Third, CPW worked with LLC members to form a Transportation Core Area Team (CAT) to review the plan summaries, identify relationships among plans, and discuss crossover issues. Each of the three meetings ranged in attendance from 10-20 people and consisted of LLC agency staff and additional participants from related community organizations. After reviewing the products developed from key informant interview meetings, members responded to the following three questions:

1. Do logical connections exist among the plan goals?
2. Do opportunities exist to improve connections between these existing plan goals?
3. What opportunities exist for connecting specific plan goals in one core area to plans in another core area?

The meetings focused on evaluating relationships between core area planning document goals. The meetings also informed CPW of current regional planning and collaboration efforts existing within each core area. Lastly, the CAT meetings exposed shared elements in these core areas tied to local planning documents and to improving the integration of planning policies and processes.

Fourth, CPW hosted a crossover “integration” meeting. This meeting was an opportunity for professionals from all agencies and core areas to discuss relatable crossover areas for future integration. CPW asked the group the following questions:

1. What crossover issues exist between core areas? And,
2. What are the greatest gaps, opportunities and challenges relevant to linking regional efforts across core areas?

Each core area met in a series of three grouped 30-minute discussions. Nearly 35 LLC stakeholders participated in the round table discussions. Members began identifying the degree to which the four core areas are connected and also identified specific areas in which further integration may be possible. The

outcomes and findings from this meeting inform this Core Area Report and generate ideas for increasing opportunities for regional collaboration.

## **II. Transportation Policy Drivers and Influencers**

The Transportation Core Area is influenced by a number of factors and policies. These policies range from federal-level requirements, down to specific policies or requirements at the local level. This section describes the policies that determine transportation policy and funding, the specific agencies within the Eugene-Springfield area that are involved with transportation planning, and the regional forums and organizations that support regional transportation planning.

This section also briefly touches upon changes that are occurring at the state and federal level to modify the funding allocation process to be more flexible in the way in which agencies deliver projects. Transportation planning has evolved into a cooperative process as a result of many different influencing factors, but primarily because of the interconnected nature of the system. For instance, no single agency has responsibility for the entire transportation system. Some roads in our region may be part of the Interstate Highway System (IHS), but the road may be subject to certain standards and are maintained by the Oregon Department of Transportation (ODOT). Similarly, roadways located within cities may be maintained by Lane County or ODOT. In our region, the transit system is operated by Lane Transit District, but runs on roadways that are maintained by the local cities, Lane County, and ODOT. Roadways also do not end at traditional jurisdictional boundaries – they are systems and therefore rely on a more integrated, systems planning approach. As a result, there are a number of different plans that work together to provide the overall framework for transportation planning. U.S. DOT and its modal agencies oversee federal policies and programs.

As required by Oregon and federal legislation, The Oregon Transportation Plan provides an overall policy direction and framework for the state’s transportation projects and improvements. The Plan includes an evaluation of the transportation needs and potential funding sources in order to help determine funding priorities and investment strategies for the Oregon transportation system. The Plan does not identify specific projects for development.

In accordance with federal regulations, the region’s Metropolitan Planning Organization (MPO) is required to carry out metropolitan transportation planning in cooperation with the local cities, the state, and with operators of publicly owned transit services. The MPO approves the Regional Transportation Plan, which is a statement of the ways the region plans to invest in the transportation system. The Regional Transportation Plan (RTP) and the Oregon Transportation Plan must be consistent with each other. Under State law, the region must also develop a Regional Transportation System Plan (RTSP) to guide transportation system planning and development in the metropolitan area and establish transportation policies in support of the Metro Plan, the region’s comprehensive land use plan. The RTSP also acts as a “bridge” between the local transportation system plans and the RTP.

At the local level, cities are required under the Oregon State Planning Goals and administrative rules to conduct transportation planning and develop a transportation system plan.

Similarly, funding for transportation programs occurs at various levels and tends to be cooperative. The funding for transportation plans and projects comes from a variety of sources including the federal government, state governments, special authorities, local assessment districts, local government general fund contributions (such as local property taxes), impact fees, and taxes. Federal funding, transferred to the state and later distributed to metropolitan areas, is typically the primary funding source for development of major plans and projects. Most transit funds for urban areas are sent directly from the Federal Transit Administration (FTA) to the transit operator.

In order to receive funding for projects, the local transportation agencies have to go through a process of getting their project approved at the regional and state level<sup>2</sup>. When an agency or organization develops a project idea, the proposal must be compatible with the region's long-range plan, or Regional Transportation Plan. The proposal is added to local jurisdiction's priority list, which is later adopted by the Metropolitan Policy Committee. Following the local actions, the Oregon Transportation Commission is responsible for approving the priority list. Once approved, money to construct the project goes to the local jurisdiction where the project is to be built.

Despite this cooperative approach, there are a number of emerging issues that policymakers and transportation planners are trying to address. One key issue that is being addressed is the funding environment for transportation. There is presently a greater need for investment in transportation infrastructure and programs than the available funding can support. Generally, two kinds of funding are needed: initial, upfront money to build projects (often referred to as capital projects) and ongoing funds for operations and maintenance. The need for funding to support operations and maintenance is very high and, as a result, the ability to construct new projects to meet the demands of growth is challenged. Funding traditionally has been distributed through a system of different programs, which have created silos and did not allow for flexibility to address different types of improvements on a system through one coordinated project.

To address these issues, the State is trying to strategically integrate programs and funding sources and become a truly multimodal transportation agency that delivers sustainable transportation solutions which address a variety of state and community needs and objectives.

Transportation planning agencies are also working to improve the transportation system in a cost-effective way by adding bus rapid transit, improving existing roads, building 20-minute and/or transit oriented neighborhoods, and making traffic flow on existing roads more efficient.

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<sup>2</sup> Lane Central MPO, "It's How we Get There That Matters – A Citizen's Guide to Transportation Planning", 2007. [http://www.thempo.org/how\\_to\\_help/get\\_involved.cfm](http://www.thempo.org/how_to_help/get_involved.cfm)

This section reviews the federal enabling legislation that directs transportation, as well as the state and local influencers that guide the management of transportation investments and strategies.

## Federal

At the federal level, Moving Ahead for Progress in the 21<sup>st</sup> Century (MAP-21) is the national transportation legislation that reauthorizes the Federal-aid highway program. The legislation requires urbanized areas with 50,000 or more people to develop a Regional Transportation Plan that demonstrates system preservation and efficiency, energy conservation and congestion relief. MAP-21 replaces SAFETEA-LU as the national transportation legislation. MAP-21 creates a streamlined, performance-based, and multimodal program to address the U.S. transportation system. The goal of the legislation is to improve safety, maintain infrastructure, reduce congestion, improve efficiency of the system, improve freight movement, and protect the environment. MAP-21 authorizes \$82 billion in federal funding for fiscal years 2013 and 2014 for road, bridge, cycling, and walking improvements. The legislation is intended to simplify the complex array of existing programs by consolidating program structures into a smaller number of core programs<sup>3</sup>. The Safe Accountable Flexible Efficient Transportation Equity Act - A Legacy for Users (known as SAFETEA-LU) is the national transportation legislation. Created in 2004, SAFETEA-LU also provides funding for federal surface transportation investments; this legislation will expire at the end of 2012 and be replaced with MAP-21.<sup>4</sup>

Title 23 of the Code of Federal Regulations, Part 450.3 requires each urban area to have a Metropolitan Planning Organization (or MPO). The MPO is designated to carry out the regional transportation planning process, in coordination with the State and transit agencies in the region. The MPO and these partners are expected to “cooperatively develop the unified planning work program, transportation, and transportation improvement program.”<sup>5</sup> Funding is allocated to states and MPOs to complete transportation investments.

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<sup>3</sup> Federal Highway Administration. “Summary of Moving Ahead for Progress in the 21<sup>st</sup> Century.” . Accessed 3 July 2012.

<sup>4</sup> USDOT Federal Highway Administration. “SAFETEA-LU.” <http://www.fhwa.dot.gov/safetealu>. Accessed 20 May 2012.

<sup>5</sup> Federal Highway Administration. “Code of Federal Regulations: 23 CFR.” <http://www.fhwa.dot.gov/hep/23cfr450.htm>. Accessed 21 May 2012.

**Table 1. Federal Policy Drivers and Influencer**

Policy Driver/ Influencer	Description
Safe Accountable Flexible Efficient Transportation Equity Act - A Legacy for Users (SAFETEA-LU)	SAFETEA-LU is national transportation legislation that will expire at the end of fiscal year 2012. Between 2004 and 2012, it was the guiding national policy that impacted local transportation planning during that time. This law requires urbanized areas with 50,000 or more people to develop a Regional Transportation Plan that demonstrates system preservation and efficiency, energy conservation and congestion relief. SAFETEA-LU also provides funding for federal surface transportation investments <sup>6</sup> .
Moving Ahead for Progress in the 21 <sup>st</sup> Century (MAP-21)	MAP-21 replaces SAFETEA-LU as the national transportation legislation. MAP-21 reauthorizes the Federal-aid highway program at the Congressional Budget Office's baseline level equal to current funding levels plus inflation for two fiscal years <sup>7</sup> . MAP-21 creates a streamlined, performance-based, and multimodal program to address the U.S. transportation system. The goal of the legislation is to improve safety, maintain infrastructure, reduce congestion, improve efficiency of the system, enhance freight movement, and protect the environment. MAP-21 authorizes \$82 billion in federal funding for fiscal years 2013 and 2014 for road, bridge, cycling, and walking improvements. The legislation is intended to simplify the complex array of existing programs by consolidating program structures into a smaller number of core programs.
Title 23 of the Code of Federal Regulations	Part 450.3 requires each urban area to have a Metropolitan Planning Organization (or MPO). This body is designated to carry out the regional transportation planning process, in coordination with the State and transit agencies in the region. The MPO and these partners are expected to "cooperatively develop the unified planning work program, transportation plan, and transportation improvement program." <sup>8</sup> Funding is allocated to states and Metropolitan Planning Organizations to complete transportation investments.

<sup>6</sup> USDOT Federal Highway Administration. "SAFETEA-LU." <http://www.fhwa.dot.gov/safetealu>. Accessed 20 May 2012.

<sup>7</sup> Federal Highway Administration. "Summary of Moving Ahead for Progress in the 21<sup>st</sup> Century." . Accessed 3 July 2012.

<sup>8</sup> Federal Highway Administration. "Code of Federal Regulations: 23 CFR." <http://www.fhwa.dot.gov/hep/23cfr450.htm>. Accessed 21 May 2012.

## State

In Oregon, there are three important policy guides for transportation: State Land Use Planning Goal 12 – Transportation; the Transportation Planning Rule (OAR 660-012); and the Oregon Transportation Plan. In 1973, Oregon established the Statewide Planning Goals and Guidelines. Goal 12 was established to “provide and encourage a safe, convenient, and economic transportation system” and is mandated by an Oregon Administrative Rule. This law requires cities to include transportation planning in their comprehensive land use plans, as well as following a number of other requirements.<sup>9</sup> The Transportation Planning Rule (TPR) is the implementation tool for Goal 12. The purpose is to coordinate transportation and land use planning to facilitate movement of people and goods through a variety of modes. The TPR requires any changes in a comprehensive plan to be supported by adequate transportation facilities.<sup>10</sup> The third important guiding element of transportation planning in Oregon is the Oregon Transportation Plan. It is the overarching policy document for the state’s airports, bicycle and pedestrian facilities, highways and roadways, ports and waterway facilities, pipelines, public transportation, and railroads.<sup>11</sup>

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<sup>9</sup> LCDC. “Oregon’s Statewide Planning Goals & Guidelines.”  
<http://www.oregon.gov/LCD/docs/goals/goals12.pdf>. Accessed 20 May 2012.

<sup>10</sup> Oregon State Archives. “Division 12: Transportation Planning.”  
[http://arcweb.sos.state.or.us/pages/rules/oars\\_600/oar\\_660/660\\_012.html](http://arcweb.sos.state.or.us/pages/rules/oars_600/oar_660/660_012.html). Accessed 20 May 2012.

<sup>11</sup> Oregon Department of Transportation. “Oregon Transportation Plan.”  
<http://www.oregon.gov/ODOT/TD/TP/docs/OTP/OTPvol1.pdf>. Accessed 20 May 2012.

**Table 2. State Policy Drivers and Influencers**

Policy Driver/ Influencer	Description
State Land Use Planning Goal 12 – Transportation	In 1973, Oregon established the Statewide Planning Goals and Guidelines. Goal 12 was established to “provide and encourage a safe, convenient and economic transportation system” and is mandated by an Oregon Administrative Rule. This law requires cities to include transportation planning in their comprehensive land use plans, and to follow a number of other requirements.” <sup>12</sup>
The Transportation Planning Rule (OAR 660-012)	The Transportation Planning Rule (TPR) is the implementation tool for Goal 12. The purpose is to coordinate transportation and land use planning to facilitate movement of people and goods through a variety of modes. The TPR requires any changes in a comprehensive plan to be supported by adequate transportation facilities <sup>13</sup> .
The Oregon Transportation Plan	The Oregon Transportation Plan is the overarching policy document for the state’s airports, bicycle and pedestrian facilities, highways and roadways, ports and waterway facilities, pipelines, public transportation and railroads <sup>14</sup> .
2015-2018 STIP	The Oregon Department of Transportation is proposing a new way to fund statewide projects and move away from the current method of modally-based programs. The proposed system creates two funding categories: enhancements and preservations. Enhancement projects are ones that improve safety while repairing transportation infrastructure. These are selected by ODOT based on highest priority. Preservation projects are selected through the Area Commissions on Transportation, and will be more responsive to local needs. This proposed system is meant to strategically select projects that are priorities for communities, rather than selecting project that “fit into prescribed programs.” <sup>15</sup>
House Bill 2001 (The Jobs and Transportation Act)	House Bill 2001 is the transportation funding plan adopted by the 2009 Legislature. The legislation prioritizes accountability, innovation, and environmental stewardship. The plan includes highway, road and street funding, as well as multimodal funding. HB 2001

<sup>12</sup> LCDC. “Oregon’s Statewide Planning Goals & Guidelines.” <http://www.oregon.gov/LCD/docs/goals/goals12.pdf>. Accessed 20 May 2012.

<sup>13</sup> Oregon State Archives. “Division 12: Transportation Planning.” [http://arcweb.sos.state.or.us/pages/rules/oars\\_600/oar\\_660/660\\_012.html](http://arcweb.sos.state.or.us/pages/rules/oars_600/oar_660/660_012.html). Accessed 20 May 2012.

<sup>14</sup> Oregon Department of Transportation. “Oregon Transportation Plan.” <http://www.oregon.gov/ODOT/TD/TP/docs/OTP/OTPvol1.pdf>. Accessed 20 May 2012.

<sup>15</sup> State of Oregon Government Relations. “Changing the way Oregon funds transportation projects.” <http://cms.oregon.gov/ODOT/GOVREL/Pages/news/090512b.aspx>. Accessed 7 September 2012.

includes 37 specific highway projects around Oregon.

House Bill 3337 (ORS 197.304)

In 2007, House Bill 3337 required the cities of Eugene and Springfield to create individual urban growth boundaries. In accordance with the State's land use law, each city was then required to establish their own Transportation System Plans. The City of Eugene is developing Envision Eugene, and Springfield is developing Springfield 2030 as refinement plan to the Metro Plan. These plans may be used to provide the framework for the next generation of comprehensive land use plans for the region, replacing the Metro Plan.

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## Regional

At the regional level, transportation planning is based upon two key documents: the Regional Transportation Plan (RTP) and the Regional Transportation System Plan (RTSP).

The Regional Transportation Plan (RTP) is required by the federal government for all metropolitan areas with populations over 50,000. It is a 20-year planning document covering jurisdictions within the MPO area including Coburg, Eugene, Springfield, and Lane County. The RTP includes a list of all regionally significant projects and is updated every four years.

TransPlan is the local transportation system plan (RTSP) required by the State of Oregon. It guides transportation system planning and development in the metropolitan area and establishes transportation policies in support of the Metro Plan, the region's comprehensive land use plan. The RTSP also acts as a "bridge" between the local transportation system plans and the RTP.

Funding for projects at the regional level is outlined in the Metropolitan Transportation Improvement Plan (MTIP). In the MTIP, the MPO identifies the transportation projects and strategies from the RTP that it plans to undertake over the next four years. All projects receiving federal funding must be in the MTIP. The MTIP is the region's way of allocating its limited transportation resources among the various capital and operating needs of the area, based on a clear set of short-term transportation priorities. After the MTIP is developed by the MPO, it is incorporated into a similar document developed at the state level, called the Statewide Transportation Improvement Plan (STIP).

## Local

At the local and regional levels, transportation planning in the Eugene-Springfield area is based upon the Metro Plan, Envision Eugene, and Springfield 2030; the latter documents are currently under development. Metro Plan Element F provides the framework for a regional transportation system.<sup>16</sup>

At the local level, Lane County and the cities of Coburg, Eugene, and Springfield have developed (or are completing) Transportation System Plans. Local jurisdictions may also create specialized elements, specific to particular modes, within their TSPs. For example, the City of Eugene recently completed a Pedestrian and Bike Master Plan. This plan includes projects that the city wants to complete related to pedestrian and bicycle infrastructure. Additionally, Springfield is currently drafting a pedestrian bicycle master plan as part of the Springfield Transportation System Plan.

At the city level, there are various ways to fund street improvements. The City of Eugene implemented a 5-cent local gas tax in 2003 in order to adequately fund local street preservation needs. Also, the city passed a voter-approved 2008 bond

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<sup>16</sup> Lane County, LCOG, City of Eugene and City of Springfield. "Metro Plan." [http://www.eugene-or.gov/portal/server.pt/gateway/PTARGS\\_0\\_2\\_295163\\_0\\_0\\_18/2004MetroPlan.pdf](http://www.eugene-or.gov/portal/server.pt/gateway/PTARGS_0_2_295163_0_0_18/2004MetroPlan.pdf). Accessed 20 May 2012.

measure to help with road repair and preservation. The fuel tax stipulates that no revenue shall be used for capacity-enhancing street improvements<sup>17</sup>.

Funding can also come from a number of other sources, including system development charges, local general fund (from property taxes), grants, and payroll tax (for transit).

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<sup>17</sup> City of Eugene. "Local Gas Tax." <http://www.eugene-or.gov/index.aspx?NID=1085>. Accessed 6 September 2012.

**Table 3. Local and Regional Policy Drivers and Influencers**

Policy Driver/ Influencer	Description
Metro Plan	Element F provides the framework for a regional transportation system. <sup>18</sup> The Metro Plan has been the comprehensive land use plan for the Eugene-Springfield Metropolitan Area. Under the Metro Plan, the Cities of Eugene and Springfield shared a common Urban Growth Boundary (UGB) and Transportation System Plan.
TransPlan	The TransPlan guides transportation system planning in the Eugene-Springfield metropolitan area, serves as both the Transportation System Plan and Regional Transportation System Plan for Eugene and Springfield, and is intended to meet the region's transportation demand through the year 2021 <sup>19</sup> .
Regional Transportation Plan (RTP)	The RTP guides regional transportation system planning and development in the Central Lane MPO. The RTP includes provisions for meeting the transportation demand of the region over a 20-year planning horizon <sup>20</sup> .
Eugene Transportation System Plan (Eugene TSP)	The Eugene TSP serves as the Transportation Element to Envision Eugene and supports the update of the Regional Transportation System Plan (RTP). The City of Eugene is developing the Eugene TSP with expected approval by the end of 2013. The Eugene TSP will replace the Eugene component of TransPlan <sup>21</sup> .
Springfield Transportation System Plan (Springfield TSP)	The Springfield Transportation System Plan (Springfield TSP) guides the development of and prioritizes Springfield's transportation system and serves as the blueprint for future multi-modal transportation improvements and investments in Springfield. The City of Springfield is developing the Springfield TSP with expected approval in 2013; with adoption this plan will replace the Springfield component of the existing TransPlan <sup>22</sup> .
Lane County Transportation System	The Lane County Transportation System Plan (Lane County TSP, 2004) updates the first

<sup>18</sup> Lane County, LCOG, City of Eugene and City of Springfield. "Metro Plan." [http://www.eugene-or.gov/portal/server.pt/gateway/PTARGS\\_0\\_2\\_295163\\_0\\_0\\_18/2004MetroPlan.pdf](http://www.eugene-or.gov/portal/server.pt/gateway/PTARGS_0_2_295163_0_0_18/2004MetroPlan.pdf). Accessed 20 May 2012.

<sup>19</sup> LCOG. "TransPlan." <http://www.lcog.org/transplan.cfm>. Accessed 21 June 2012.

<sup>20</sup> LCOG. "Regional Transportation System Plan." [http://www.thempo.org/what\\_we\\_do/planning/rtp.cfm](http://www.thempo.org/what_we_do/planning/rtp.cfm). Accessed 21 June 2012.

<sup>21</sup> Central Lane Metropolitan Planning Organization. "City of Eugene Transportation System Plan." <http://www.centallanertsp.org/EugeneTSP/Home>. Accessed 20 May 2012.

<sup>22</sup> Central Lane Metropolitan Planning Organization. "City of Springfield Transportation System Plan." <http://www.centallanertsp.org/SpringfieldTSP/Home>. Accessed 20 May 2012.

Plan (Lane County TSP)

Transportation Plan adopted by Lane County in 1980. It is a 20-year planning document with an overall purpose to facilitate orderly and efficient management of the County's transportation system. More specifically, the purpose of adopting a new Lane County TSP and associated code amendments is to comply with Oregon Revised Statutes (ORS 197.175) and the Transportation Planning Rule (TPR, OAR 660- 012) <sup>23</sup>.

Envision Eugene and Springfield 2030

The City of Eugene is developing Envision Eugene, and Springfield is developing Springfield 2030 as refinement plans to the Metro Plan. In 2007, House Bill 3337 required the cities of Eugene and Springfield to create individual urban growth boundaries and transportation system plans. These plans may be used to provide the framework for the next generation of comprehensive land use plans for the region, replacing the Metro Plan.

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<sup>23</sup> Lane County, Oregon. "Lane County Transportation System Plan." <http://www.lanecounty.org/departments/pw/transplanning/pages/tspmain.aspxme>. Accessed 20 May 2012.

## Agencies and Organizations Involved in Transportation

Multiple agencies and community providers make up the region's transportation field. The following agencies are Core Area Team participants and play influential roles in the region's transportation planning process.

**Table 4. Agencies involved in regional transportation.**

Participant	Role in Transportation
City of Coburg	The City of Coburg plans and maintains the local transportation system within city limits. Coburg plans its own transportation decisions, and coordinates with other regional agencies for funding and regional transportation issues.
City of Eugene	The City of Eugene plans and maintains the local transportation system within city limits. The city maintains roads, operates the regional Eugene Airport, and the Amtrak Train Station. Eugene prioritizes and plans its own transportation decisions, but coordinates with other regional agencies for funding and regional transportation issues.
City of Springfield	The City of Springfield plans and maintains the local transportation systems within city limits. Springfield prioritizes and plans its own transportation decisions, but coordinates with other regional agencies for funding and regional transportation issues.
Lane County	Lane County's transportation system includes railroads, the Port of Siuslaw, two regional pipelines transporting petroleum and natural gas, transit, roads, and bicycle and pedestrian facilities. The County ensures that individuals have access to a well-functioning, inter-connected system. The County's primary transportation document is the Lane County Transportation System Plan.
Lane Transit District	Lane Transit District (LTD) is the regional provider of public transportation in the Eugene-Springfield area, surrounding communities and parts of rural Lane County. LTD provides an array of transportation services including bus, bus rapid transit (EmX), local and rural transit services, paratransit and information on alternative modes through its point2point Solutions program.
Oregon Department of Transportation	The Oregon Department of Transportation (ODOT) manages the state-owned roadways in the Eugene-Springfield area. Additionally, ODOT coordinates regional transportation decisions and investments with the State government and helps to distribute State and federal funding to the region and individual cities.

**Table 5. Policy forums and organizational structures that support regional transportation planning**

Participant	Role in Transportation
The Central Lane Metropolitan Planning Organization (MPO)	The Central Lane MPO is the lead agency for regional transportation planning and distributing federal transportation dollars for the Central Lane County area. They work cooperatively with local governments and transit providers to set priorities for transportation needs. The MPO's planning area goes beyond the urban growth boundaries of Eugene, Springfield, and Coburg to include a small area of Lane County adjacent to these urban areas. Partners in the MPO are the cities of Eugene, Springfield, and Coburg, Lane County, Lane Transit District, and the Oregon Department of Transportation.
Lane Council of Governments (LCOG)	The Lane Council of Governments (LCOG) is an association of local governments and agencies in Lane County. LCOG's 28 members include cities, utility districts, school districts, and transit agencies. <sup>24</sup> LCOG is also the federally designated Metropolitan Planning Organization (MPO) for the Eugene-Springfield area. Known as the Central Lane MPO, it includes city and county lands adjacent to Eugene-Springfield (including Coburg). LCOG is responsible for coordinating regional transportation work, and for providing data, support and project development to regional agencies and bodies on transportation projects <sup>25</sup> .
The Metropolitan Policy Committee (MPC)	The MPC is the Policy Board for the Central Lane MPO <sup>26</sup> . The MPC is an intergovernmental committee created to promote problem solving and to restore intergovernmental disagreements among the cities and the county. Their function is to promote intergovernmental cooperation and coordination between and among local governments.
Lane Area Commission on Transportation (Lane ACT)	Lane ACT is an advisory body authorized by the Oregon Transportation Commission and provides a forum for the region to collaborate on regional transportation issues and to strengthen state-local partnerships <sup>27</sup> .

<sup>24</sup> Lane Council of Governments. "Member agencies." <http://lcog.org/members.cfm>. Accessed 15 June 2012.

<sup>25</sup> Lane Council of Governments. "LCOG - Transportation." <http://lcog.org/transportation.cfm>. Accessed 1 June 2012.

<sup>26</sup> Central Lane MPO. "Metropolitan Policy Committee Meetings & Agenda." <http://www.thempo.org/committees/mpc.cfm>. Accessed 1 June 2012.

<sup>27</sup> Lane Council of Governments. "LCOG - Transportation." <http://lcog.org/transportation.cfm>. Accessed 1 June 2012.

#### Lane Transit District Board of Directors

Lane Transit District's (LTD) Board of Directors consists of seven members who are residents of seven specific subdistricts served by Lane Transit District. Each member of the Board has been appointed by a governor of Oregon and confirmed by the Oregon State Senate.

LTD's Board of Directors acts on all policy matters necessary to the safe and efficient delivery of public transportation service to the LTD service area.<sup>28</sup>

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### III. Summary of key planning documents

This section summarizes the key planning documents for transportation in the Eugene-Springfield area. A brief review of the plans is included. For more detailed information about each plan, including a synopsis of plan themes, goals, actions and strategies for implementation, data inputs, and public engagement processes, please see the Plan Summaries in Appendix B. For details about when the plans were drafted, adopted, and updated, see the timeline of regional planning documents at the end of this section.

#### Coburg Transportation System Plan

The Coburg Transportation System Plan (Coburg TSP) is under development. It outlines the goals and objectives for Coburg's future transportation infrastructure. These goals include safe and efficient transportation, a street hierarchy that evenly distributes traffic, connectivity for all modes between activity centers, alleviation of traffic congestion, support for community vitality, minimizing adverse environmental impacts from transportation infrastructure, and creating cost efficiency. The Coburg TSP is being developed with input from city officials, stakeholders and businesspeople.

#### City of Eugene Pedestrian and Bicycle Master Plan

The City of Eugene recently completed a Pedestrian and Bike Master Plan. This plan includes projects that the city wants to complete related to pedestrian and bicycle infrastructure. This plan is a subset of the city's Transportation System Plan.

#### Eugene Transportation System Plan

The Eugene Transportation System Plan (Eugene TSP) serves as the Transportation Element to Envision Eugene and supports the update of the Regional Transportation System Plan (RTP). The City of Eugene is developing the Eugene TSP with expected approval by the end of 2013; with adoption this plan will replace the existing TransPlan. It is based on regional traffic models, community input, and technical analysis. The Eugene TSP has four draft goals: the creation of an integrated multimodal transportation system that supports land use and economic development plans; the advancement of economic, environmental health, and social equity; strengthening of community resilience to

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<sup>28</sup>

<http://www.ltd.org/search/showresult.html?versionthread=064c2c2409ceee9e19fe152eb2cea708>

climate or economic changes through changes in the transportation network; and distribution of transportation's externalities and benefits fairly and among all users.

## **Lane Coordinated Public Transit Human Services Transportation Plan**

The Lane Coordinated Public Transit Human Services Transportation Plan (Lane Coordinated Transportation Plan) was developed by the Lane Transit District (LTD) in 2006 and updated in 2009. It is meant to broaden the dialogue of, and support for coordination between transportation and human services. The 2009 update incorporates expectations and requirements of the FTA and ODOT.

The plan reviews existing transit and human services, provides context to expand the coordination of these services, and is a tool to educate human service agencies and transportation providers on how to identify opportunities for coordination. Plan goals are broad and seek to maintain existing services for people who depend on public transportation at levels that have been shown to be effective, to respond to growth within existing services, and to respond to emerging community needs.

## **Lane County Transportation System Plan**

The Lane County Transportation System Plan (Lane County TSP, 2004) updates the first Transportation Plan adopted by Lane County in 1980. It is a 20-year planning document with an overall purpose to facilitate orderly and efficient management of the County's transportation system. More specifically, the purpose of adopting a new Lane County TSP and associated code amendments is to comply with Oregon Revised Statutes (ORS 197.175) and the Transportation Planning Rule (TPR, OAR 660-012), which require the county to adopt an updated Lane County TSP to comply with new state requirements and changing circumstances. The Lane County TSP describes the existing transportation systems and identifies present and future transportation needs, and how these needs will be prioritized and paid for given the current and anticipated financial outlook. The Lane County TSP promotes coordination between transportation system improvements and land use requirements, facilitates the multi-modal transportation needs of county residents, and promotes consistency and coordination between agencies.

## **Regional Transportation Plan**

The Regional Transportation Plan (RTP) guides regional transportation system planning and development in the Central Lane MPO. The RTP includes provisions for meeting the transportation demand of residents over a 20-year planning horizon. An update of the RTP is required at least every four years and must include participation by citizens of the region. The plan was last updated and adopted in December of 2011. The RTP addresses the need for transportation systems as the region grows. The plan identifies ways to reduce reliance on the automobile by increasing transportation choices and ways to improve safety on the transportation system. The plan also considers the interrelationships among the region's land use and transportation. Federal, state, regional, and local requirements comprise the regulatory framework that shapes the region's



transportation planning process. The two most influential pieces of regulatory guidance are the federal Safe Accountable Flexible Efficient Transportation Equity Act – A Legacy for Users (SAFETEA-LU) and the Oregon Transportation Planning Rule (TPR).

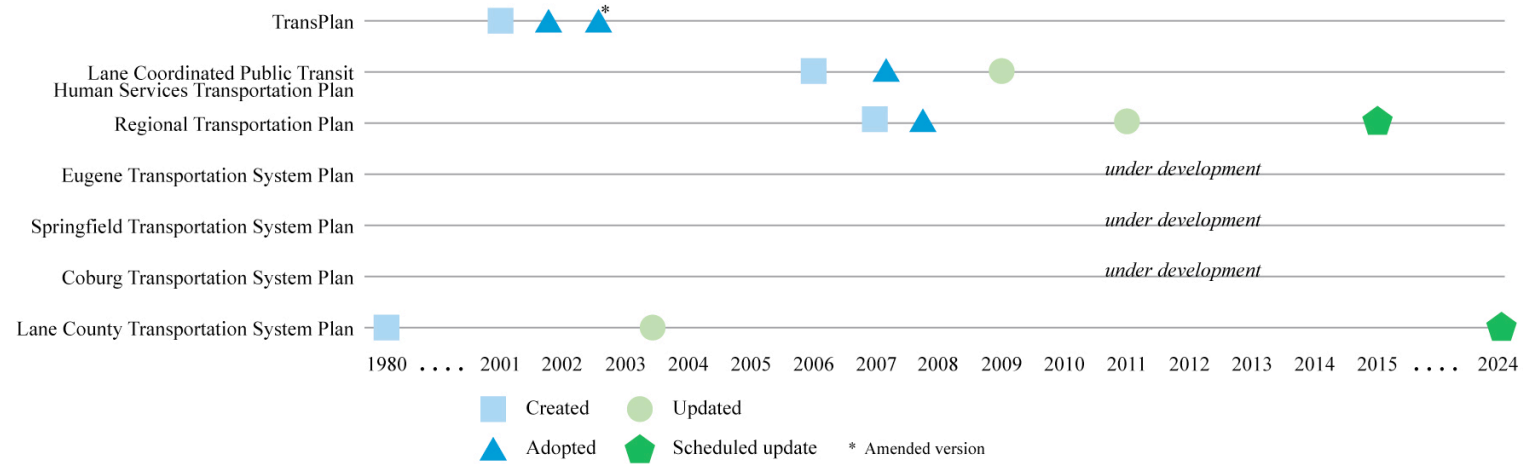
### **Springfield Transportation System Plan**

The Springfield Transportation System Plan (Springfield TSP) guides the development of and prioritizes Springfield's transportation system and serves as the blueprint for future multi-modal transportation improvements and investments in Springfield. The City of Springfield is developing the Springfield TSP with expected approval in 2013; adoption of this plan will replace the existing TransPlan. The Springfield TSP has four goals: to provide a transportation system that supports the economy and land use patterns; use efficient and cost-effective techniques to preserve, maintain, and enhance the transportation system; enhance transportation system design to provide a range of mode choices; and to create a funding plan to help meet the community's vision.

### **TransPlan**

The TransPlan guides regional transportation system planning and development in the Eugene-Springfield metropolitan area. The plan includes provisions for meeting the transportation demand of residents and through-travelers through the year 2021 while addressing transportation issues and making changes that can contribute to improvements in the region's quality of life and economic vitality. The plan identifies ways to reduce reliance on the automobile by increasing transportation choices, by considering the interrelationship between land use and transportation, as well as identifying the financial, environmental, and neighborhood impacts of future plans. The plan is based on projected population growth in the region and the resulting increases in vehicle miles traveled and traffic congestion. As a result of House Bill 3337, Eugene and Springfield are developing individual Transportation System Plans (discussed above). Once adopted, the plans will replace the TransPlan.

## Timeline of regional planning documents



## IV. Findings Identified through meetings of the Transportation Core Area Team

Transportation has a strong connection to all of the other core areas. It both directly and indirectly impacts the areas of Economic Development, Housing, and Public Health. Transportation is an important driver for the region, and an area that naturally links all of the core areas.

The CAT meetings established a baseline for CPW and the Lane Livability Consortium to further understand the working relationships between Transportation and the other core areas. During the process, CPW asked CAT members if identified transportation plans are currently used, and whether goals within each plan accurately reflected agency work. CPW's findings identify overarching themes and initial gaps, challenges and opportunities for connecting with other core areas.

The findings are organized around themes that emerged from the meetings and interviews and are categorized into four areas:

1. Overarching themes
2. Planning process
3. Data
4. Plan content

The discussion within each of these areas provides an overview of the area, then describes opportunities, gaps, and challenges.

### Overarching Themes

Several overarching themes emerged during the core area meetings. First, all of the groups identified that there are opportunities and a need to connect among all of the core areas. The groups identified infrastructure as a piece that fits in with all of the core areas. The groups identified Economic Development as a piece that is inherently tied to all of the other core areas. Land use and land supply was identified as an input to the success of each core area. Finally, the groups expressed concern regarding the future of regional planning now that the guiding regional document, the Metro Plan, is coming to a close. The following are overarching themes identified by the core area groups:

- **Transportation is inherently linked to the other core areas.** Transportation is a natural link among economic development, housing and public health. Transportation helps shape the area's economic health and quality of life, and also influences patterns of growth.
- **Development requirements impact transportation and housing.** Many development requirements are transportation-related: parking requirements for cars and bicycles, street widths, transportation SDCs, and street connectivity. Some individuals expressed concern that excessive parking standards have direct impacts on the cost of developing affordable housing, and that this is a limiting factor to developing cost-effective affordable units.

- **Housing and transportation costs are inherently linked.** Housing costs tend to be less in the satellite cities surrounding Eugene and Springfield. However, transportation costs may increase as rural residents tend to travel further to reach jobs and services. This indicates a need for transportation, economic development, and housing to be planned concurrently and with deeper collaboration between core areas with a regional (countywide) view.
- **Density has a direct impact on the transportation system.** As density increases, there is more of a need for public transportation infrastructure to meet the increasing demand. Additionally, density is viewed as a benefit to public transportation because it tends to increase public transit ridership. Compact, dense developments should be concentrated in areas that can be effectively served by public transportation.
- **The cost of developing transportation infrastructure connects to housing development practices.** As density increases, the cost of paving and maintaining roads, as well as improving transit service, decreases (on a per unit basis). This shows that denser developments are correlated with increased financial efficiency of all infrastructures.
- **Transportation decisions have an effect on public health issues.** Core Area Teams discussed how transportation issues have a direct effect on public health. Transportation affects public health because of road congestion and the subsequent effect on the region's air quality, and noise. Also, the movement of freight was identified as the greatest generator of air pollutants. Furthermore, the placement of housing to major transportation facilities can cause further health risks.
- **Access to services has a direct connection to the transportation system.** Members expressed that transportation impacts the public's ability to access health facilities, grocery stores, and healthy foods. The groups identified the challenge between connecting transportation to medical services, especially for residents who live in rural areas. There is also a challenge to provide access to healthy, quality food choices.
- **Transportation decisions impact economic development.** Transportation is a major influencer for economic development. Because transportation moves goods and people, it was identified as a fundamental component of economic development, and transportation investments potentially serve as an economic stimulus. Participants expressed the need to understand that different transportation infrastructure serves completely different needs for different businesses.
- **The region has an ideal proximity to key freight infrastructure.** The Eugene airport and the proximity to Interstate-5 were identified as important infrastructure elements needed for future economic development objectives. The geographic location of the region can be further leveraged to more effectively connect to the international economy.

## GAPS

- **Relationship to the airport and freight industries.** The Eugene airport was identified as an important tool for economic development. The airport should be leveraged to more effectively support and attract economic development. The region has the transportation infrastructure and the geographic position to connect to the international economy. Technology and real-time data was identified as a way to assist the shipment of goods through congested areas. For example, a network analyst with up-to-date information on traffic conditions could suggest alternative routes to ensure the on-time delivery of goods and services.
- **The connection between areas of affordable housing and transportation costs should be better recognized.** There is a need to find more ways to provide affordable housing, but this should also include inexpensive transportation options. New tools such as the *Housing+Transportation Affordability Index* provide opportunities to analyze these issues in an integrated way.
- **Inadequate consideration of the health impacts of transportation investments and strategies.** The impacts on public health and the community are considered when land is designated within the comprehensive plan and later developed with a strong emphasis placed upon active transportation (pedestrian, bicycling, and transit) that have public health benefits. A challenge is the lack of public health resources (staff, funding), or awareness of established mechanisms, to enhance collaborative efforts. Representatives of the Public Health Core Area noted that they are very interested in increased communication with transportation officials, but have difficulty participating given limited staff resources.

## OPPORTUNITIES

- **Eugene-Springfield's central location.** The region has the potential to be a focal point for trade and distribution to the coast and between San Francisco and Seattle. Another opportunity is supporting and maximizing the benefits of pedestrian-scale business districts as a way to help make those areas more economically competitive.
- **Linking all core areas.** There are opportunities with new developments to link all of the four core areas. Members mentioned a proposed project in Glenwood on the existing Roaring Rapids/Camp Putt site transit-oriented housing development that has access to public transit, housing options, storefront commercial space, all within a walkable setting. This project will link transportation because it will be on an EmX line. It will include economic development and housing because it will be a mixed-use development with commercial space and housing. Lastly, it will integrate public health because it will be walkable and have access to public transportation so people will have access to services.

- **The Eugene-Springfield area is a potential focal point for trade and distribution to the Coast and between San Francisco and Seattle.** Another opportunity is supporting and maximizing the benefits of pedestrian-scale business districts as a way to help make those areas more economically competitive.
- **The practice of car sharing can reduce the need for large parking requirements in housing developments.** It can also provide mobility for individuals who cannot afford to own a car, or even reduce the costs of car ownership. Another opportunity between housing and transportation is the design and layout of neighborhoods. By designing neighborhoods to allow for connectivity and permeability, active transportation is more easily encouraged. Lastly, transportation participants noted that neighborhoods with low vehicle ownership and higher poverty should be prioritized for investments in active transportation.
- **Recognize the link between active transportation and the impacts on individual health and quality of life.** These opportunities are multi-faceted as active transportation can decrease risk of chronic diseases and create a more active lifestyle.
- **Housing and transportation development standards create barriers to some desired housing types.** Many banks are resistant to lend money for housing projects where there is not adequate parking, including in areas where the community is encouraging alternative modes of transportation. Also, there is uncertainty about how to successfully complete the cycle of envisioning a transit-oriented development, planning it and successfully implementing it. Lastly, representatives from Housing said that many transportation standards and requirements for new developments were too rigid. This inflexibility increases costs of development and can, at times, prevent the development of housing.
- **Better linking transportation and housing.** Members mentioned the development of housing, and transportation's role in that process. The overall impression is that banks are resistant to support vertical mixed-use projects for a variety of reasons within the local market, especially when parking requirements are reduced in order to encourage alternative modes of transportation. Also expressed was uncertainty about how to develop the transit-oriented development vision; participants were not certain what elements were crucial and in what locations. Developers were also concerned that parking requirements were too inflexible and did not provide opportunities to provide for multimodal options that would support the unique character and resident demographics of projects that support non-automobile travel modes (particularly in areas around the university).

## Planning Process

The transportation planning process for the region is conducted in accordance with the current federal and state administrative rules. Together, these establish a framework for the region's planning process. For transportation planning, the

agencies expressed that they do have a cooperative planning process. They are action oriented, and the plans drive much of their daily work. Members expressed that the groups do work with other agencies on transportation issues.

## GAPS

- **Public health professionals have limited input in the transportation planning process.** Public health traditionally has fallen outside of the traditional planning silos and processes. The public health professionals expressed that they lack financial resources and time to participate in multiple planning processes. However, transportation and public health are inherently linked. The decisions that occur in transportation can have a direct effect on public health. The core area groups agreed that public health should be included in transportation planning. Likewise, transportation officials should be involved in the public health planning process.

## OPPORTUNITIES

- **Identifying common goals and mutually beneficial outcomes across core areas.** Through the review of plans and assessment meetings, participating staff began to identify common or complementary goals and desired outcomes across issues areas. Co-benefits are opportunity areas to link planning efforts by evaluating outcomes across planning priorities. Core Area team members shared an interest in developing a set of co-benefits that other core areas and transportation planners can use to evaluate planning decisions. Co-benefits link desired transportation outcomes with other regional planning activities by identifying opportunities for cross collaboration.

## CHALLENGES

- **Insufficient linkages between transportation planning and economic development planning.** Many participants identified a need to have more specific conversations about how transportation investments can advance and support economic prosperity. Currently public transportation is largely funded through the payroll tax, which is dependent upon a healthy economy. Diversifying the funding base is important in order to provide a variety of transportation options for different types of employment and different economic clusters.

## Data

Data is an important element of transportation planning. Data helps transportation planners assess the needs of the community, understand the changing conditions of the community, and make resource decisions for the community. Data is essential for the implementation of transportation demand models. Data supports policy and planning recommendations as well as many of the strategies for transportation. CPW's review of the regional and citywide plans suggest that it would be useful to have a better understanding of the data used in the planning process. Moreover, the core area groups expressed an interest in

looking into how data is analyzed and how it helps to inform the planning process in the region. Data gathering and analysis is carried out by multiple agencies and multiple parts of each agency, yet collectively many staff are unaware of what data has been collected and analyzed. An inventory of key data sources would be useful to get a better understanding of how the agencies manage their data.

The data that informs the region's transportation planning documents comes from a variety of sources. The plans use data effectively, with both qualitative and quantitative data to inform their plans. The transportation groups tended to use a lot of the same data. However, groups mentioned that interpretation of data tends to be different from agency to agency. Below is a list of data sources used to inform the development of the region's transportation plans:

- The United States Census Bureau
- American Association of State Highway and Transportation Officials
- The Oregon Administrative Services Office of Economic Analysis
- The Oregon Employment Department
- The State's Population Research Center
- The Oregon Blue Book
- LCOG
- ODOT Commuting Data
- Regional Land Information Database (RLID)

The Plan Summaries include an analysis of the data used in the individual planning documents (Appendix B).

## GAPS

- **Lack of uniform data sets among agencies and Core Areas.** The data metrics used in transportation vary greatly across the different agencies that work on transportation issues. Furthermore, there is greater variation in the metrics among the different core areas.

## OPPORTUNITIES

- **Seek ways to further coordinate the collection and analysis of data.** Collection and analysis of community data is carried out by multiple agencies and multiple parts of each agency. The Lane Livability Consortium has an opportunity to examine how data is used and interpreted in the region. Community data and outcomes development cuts across multiple LLC tasks.

## CHALLENGES

- **Variation in data interpretation.** The way data is interpreted varies from different agencies that work on transportation, and across other core areas. Even though they might have the same data source, the interpretation of the data can vary.



## Plan Content

During discussions about transportation plans, and ways to make the connections stronger, several important themes were brought up. Planning documents are an important component of regional transportation planning. Groups expressed that the plans drive their daily work. Transportation plans generally connect with all of the other core areas through their strategies and actions.

### GAPS

- **Transportation planning and public health input.** The field of Public Health lies outside of the traditional planning silos. In order to better understand transportation plans, Public Health team members expressed a desire to have greater communication and information exchange with transportation planners.

### OPPORTUNITIES

- **Collaborating with public health professionals to incorporate public health considerations into plans.** Members of all core area teams expressed an interest in working closer with public health professionals. Increased collaboration will help to incorporate public health considerations into plans.
- **Transportation plans are consistent.** All of the goals among the plans were consistent and addressed similar issues. This uniformity provides and opportunity to address common regional goals across agencies.
- **Transportation plans drive the daily work of the transportation agencies.** The groups expressed that the projects they work on adhere to the plans, and fulfill the strategies of the planning documents.
- **Further integrate collaborative planning efforts with other core areas.** All of the core area groups expressed an interest in building opportunities to forge stronger ties with other core planning agencies. The groups mentioned the desire to work on projects with common objectives that link core areas.

### CHALLENGES

- **Incorporating public health considerations into plans.** Incorporating public health considerations into plans is a great challenge in this time of limited resources. Departments are forced to do more with less, which means that collaborating across agencies may be difficult. With limited time and resources, it will be difficult for public health professionals to provide valuable input into plans.

**Table 7. Individuals Involved in Core Area Team Meetings**

<b>Name</b>	<b>Agency</b>
Theresa Brand	Lane Transit District (LTD)
Savannah Crawford	Oregon Department of Transportation (ODOT)
Reed Dunbar	City of Eugene
John Evans	Lane Transit District (LTD)
David Helton	Oregon Department of Transportation (ODOT)
Robin Hostick	City of Eugene
Greg Hyde	Willamalane Parks and Recreation District
Rob Inerfeld	City of Eugene
Shane MacRhodes	Eugene School District 4J – Safe Routes to Schools
Lydia McKinney	Lane County
Greg Mott	City of Springfield
Dave Reesor	City of Springfield
Paul Thompson	Lane Council of Governments (LCOG)
Kurt Yeiter	City of Eugene