

11.0 Safety, Health, and Wellness

The personal safety, health and wellbeing of residents are critical components of community livelihood, components that are heavily impacted by income. Safety can be both perceived and direct, and a resident's health and wellness can be both psychological and/or physical. This Safety, Health, and Wellness indicator hopes to measure a diverse range of influences on a resident's life that contribute to the access of opportunities or barriers to opportunities. Topics examined in this chapter are presented in two different sections, first the need for emergency services is examined, and second, health and wellness influences are looked at. The need for emergency services looks at reported crimes calls for service for Fire and EMS. The health and wellness influences look both positive and negative influences on health. These include households within a ½ mile of major grocery stores or parks, body mass index of residents, and the possible exposure to noise or environmental pollutants.



11.1. Need for Emergency Services

The presence of violence and crime in a neighborhood can have a direct impact on not only the physical safety and health of residents, but also the long term psychological health of residents.^{186 187} Also, when residents perceive an area as having crime, this too can impact residents by creating a feeling that they are in an unsafe environment. When residents live in a neighborhood that feels unsafe or is directly unsafe due to crime, they tend to isolate themselves, which can lead to the deconstruction of neighborhood social fabric, and also to the loss of opportunities for residents.¹⁸⁸ In areas with more crime, and especially lower income areas, children and youth exposed to crime and who see peers commit crimes are more likely to commit crimes themselves, or engage in dangerous behavior.¹⁸⁹

The extent that an area experiences crime and the type of crime can tell us about the environment residents are exposed to. This Assessment looks at the three main categories of crime: behavior, property and personal crime.¹⁹⁰ According to the United Way of Lane County's Community Indicators report, crime in Lane County has decreased overall, but personal crimes among juveniles has increased; and the county was still above the state average even though crime has decreased.¹⁹¹

¹⁸⁶ Housing Policy Debate. Volume 8, Issue 4. Fannie May Foundation 1997. *Does Neighborhood Matter? Assessing Recent Evidence*. Ingrid Gould Ellen. Margery Austin Turner <http://www.knowledgeplex.org/showdoc.html?id=2011>

¹⁸⁷ United Way of Lane County's Community Indicators Report 2012

¹⁸⁸ Housing Policy Debate. Volume 8, Issue 4. Fannie May Foundation 1997. *Does Neighborhood Matter? Assessing Recent Evidence*.

¹⁸⁹ The Urban Institute. *Overcoming Concentrated Poverty and Isolation. Lessons from Three HUD Demonstration Initiatives*. Margery Austin Turner. Lynette A. Rawlings. 2005.

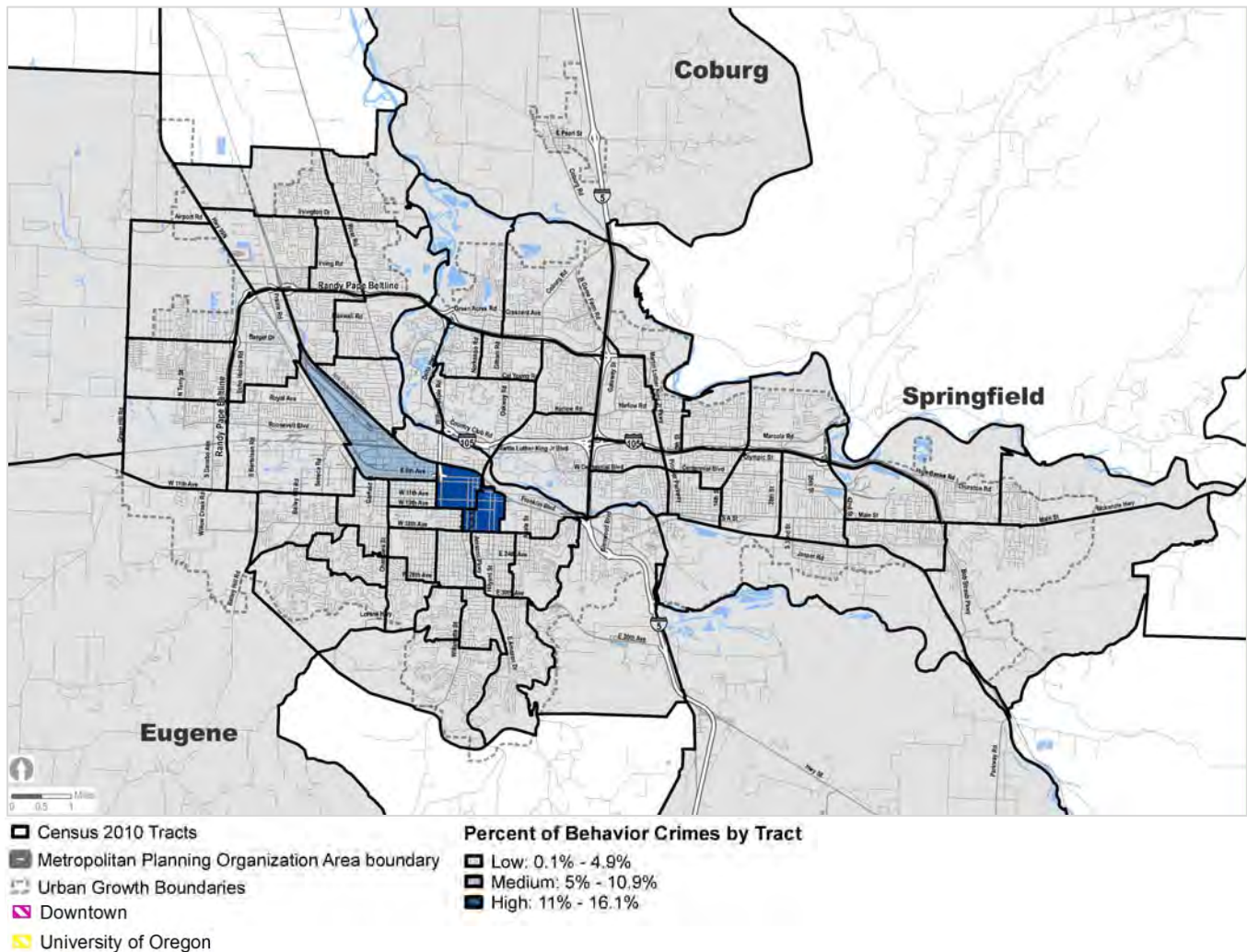
¹⁹⁰ This data is analyzed by looking at that particular crime as a percentage of that crime total which allows us to see how crimes are distributed in the community. A tract may show 1% property crime, but that is # of property crimes out of all property crimes for the whole area. Same denominator is used for each tract.

¹⁹¹ United Way of Lane County's Community Indicators Report 2012.

Behavior Crime

In the Assessment area, about 38% of crimes were behavior crimes in 2012. About 28% of these crimes were reported in the two census tracts around the West University and Downtown areas of Eugene. These tracts showed the highest percentages of behavior crimes as a percent of all behavior crimes (11% to 16.1%).¹⁹²

Figure 11.1. Behavior Crime Map, 2012

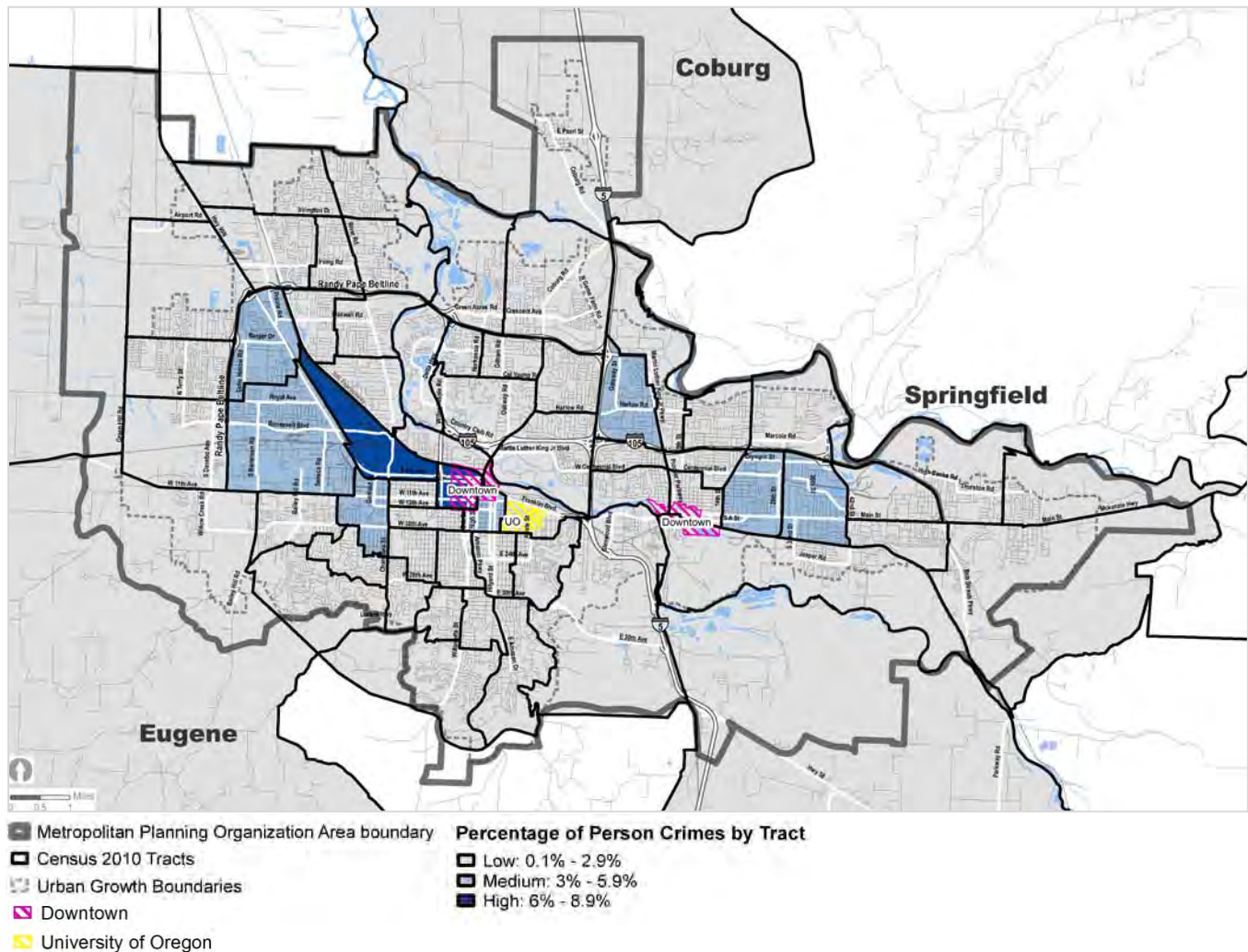


¹⁹² City of Eugene, Eugene Police Department. "Behavioral crimes include criminal offenses that violate laws relating to personal conduct, responsibility and public order. These include prostitution, drug and alcohol offenses, weapons offenses and disorderly conduct." <http://www.eugene-or.gov/index.aspx?NID=1204>

Personal Crime

In the Assessment area, about 10% of reported crimes in 2012 were personal crime.¹⁹³ The areas with the highest percentages (6% to 8.9%) of personal crimes were the Hwy 99 and Downtown Eugene tracts. These areas had 17% of all reported personal crimes in 2012.

Figure 11.2. Personal Crime Map, 2012

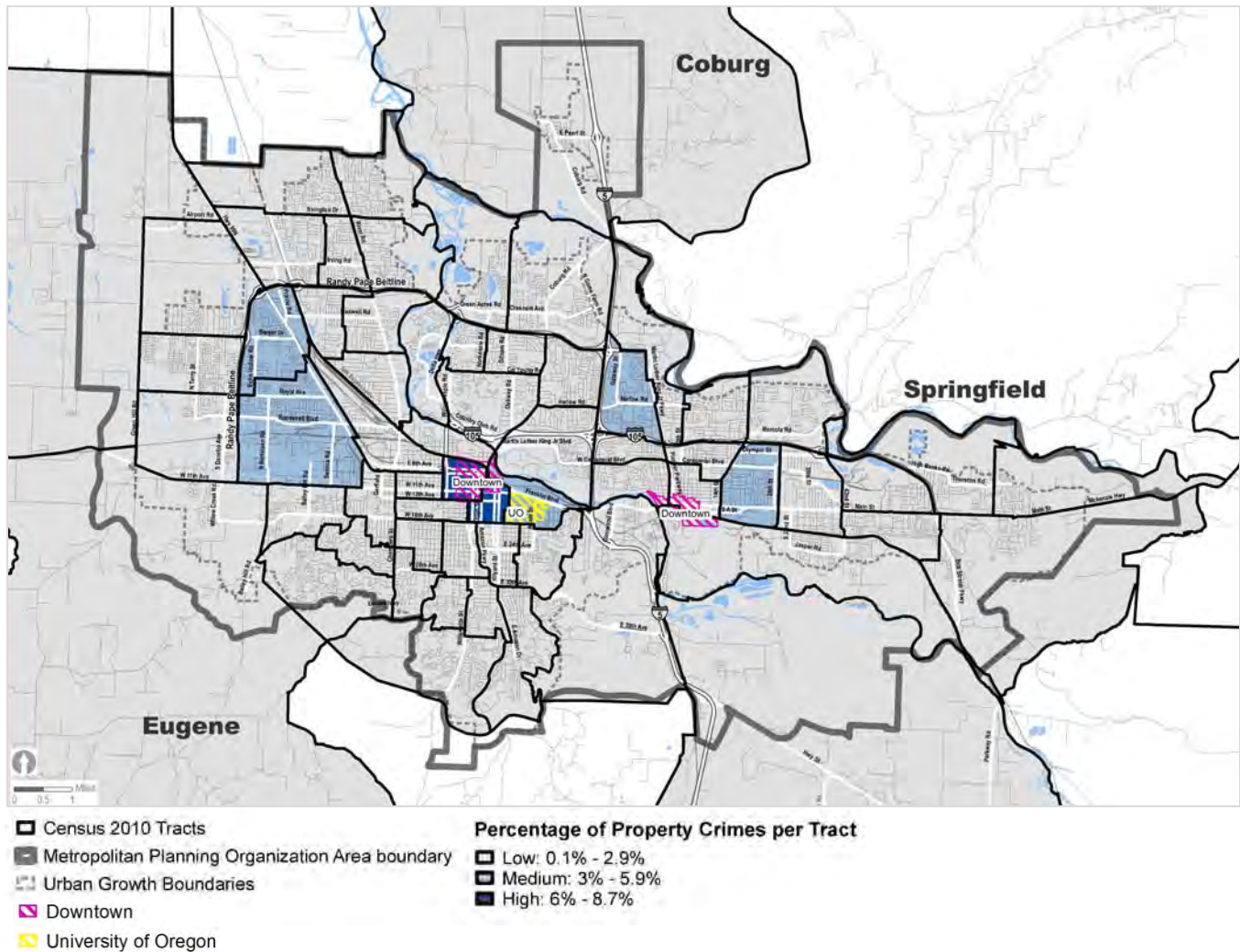


¹⁹³ City of Eugene, Eugene Police Department. "Person crimes include criminal offenses in which the victim is present and the act is violent, threatening or has the potential of being physically harmful. Examples include homicide, robbery, kidnapping, assault, rape and other sex offenses." <http://www.eugene-or.gov/index.aspx?NID=1204>

Property Crime

The most reported crime in the Assessment area was property crimes, which represented 52% of all crimes in 2012. The areas with the most property crimes are the West University and Downtown areas of Eugene which had 15% of all reported property crimes. These tracts had the highest percentages of property crimes for the area with 3-4.6% of total.¹⁹⁴

Figure 11.3. Property Crime Map, 2012



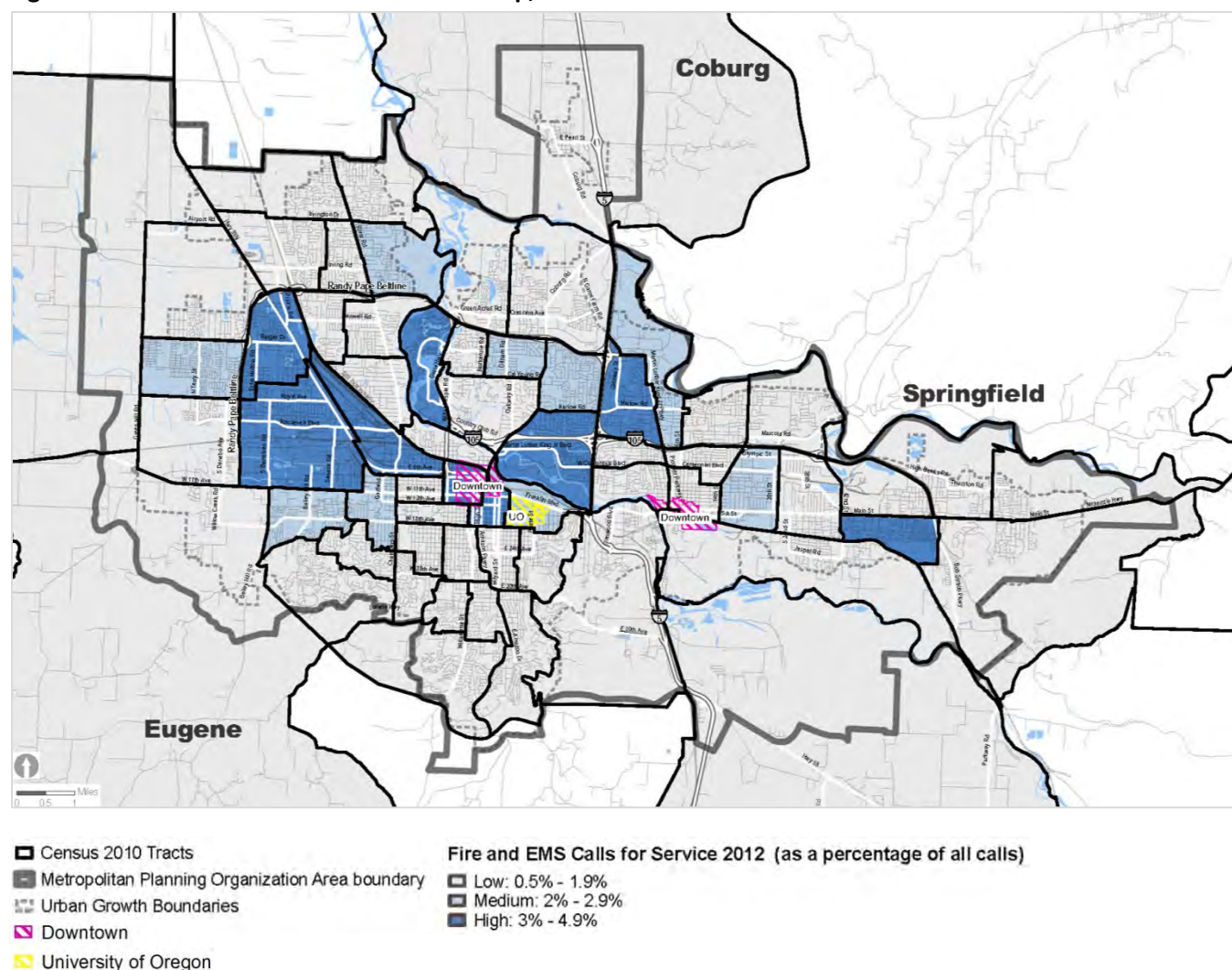
¹⁹⁴ City of Eugene, Eugene Police Department. "Property crimes include offenses which involve property destruction or taking something of value by theft or deception. Examples include burglary, vehicle theft, other thefts, forgery and fraud, arson and vandalism." <http://www.eugene-or.gov/index.aspx?NID=1204>

Fire and EMS Calls for Service

Information on the calls for Fire and EMS services tells us how much a particular area has need for emergency services. Service calls can include fire response, ambulance services, and others such as water rescues or hazardous materials calls.

In the region, about 35% of calls for service are in the top nine census tracts with the highest percentages (35 to 4.9%). These are located in Downtown and West Eugene including Roosevelt Boulevard and Hwy 99, the west University area, Gateway Street in Springfield and several other locations in both cities.¹⁹⁵

Figure 11.4. Fire and EMS Calls for Service Map, 2012



¹⁹⁵ For this map, data is focused on the MPO area, and may not include data for the entire tract.

Conclusions

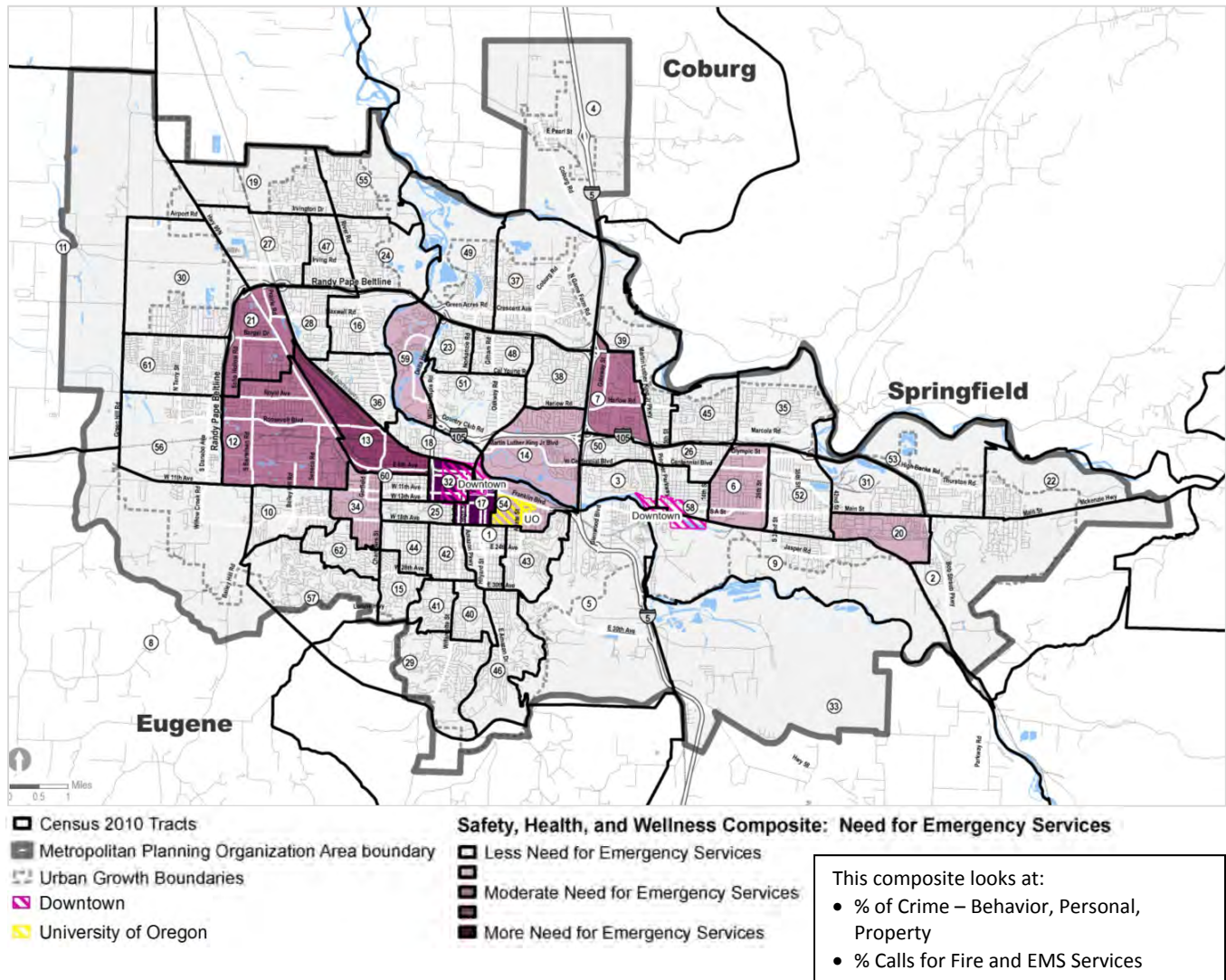
The presence of crime and perceptions of safety have a direct and indirect impact of the health and wellbeing of residents in an area. Through this Assessment, several important patterns were identified that may help in addressing challenges residents face. These findings are outlined below.

- About 38% of crimes in the Assessment area were behavior crimes in 2012. The two tracts with the highest percentages (11% to 16.1%) of crimes that were behavior crimes are in the west University area and Downtown Eugene. These two tracts had 28% of all reported behavior crimes.
- About 10% of crimes in the Assessment area were personal crimes. The two tracts with the highest percentages (6% to 8.9%) of crimes that were personal crimes are in the west Eugene Hwy 99 corridor and Downtown Eugene. These two tracts had 17% of all reported personal crimes.
- Around 52% of crimes in the area were property crimes. The two tracts with the highest percentages of crimes that were property crimes (6% to 8.7%) are in the west University area and Downtown Eugene. These two tracts had 15% of reported property crimes.
- More crimes are reported in the University and Downtown areas of Eugene. There are other areas showing crime in mid-central Springfield on Main Street, the Gateway Street area, and the west Eugene Hwy 99 and West 11th Corridor areas.
- In the MPO, about 35% of calls for Fire and EMS services are in the nine tracts with the highest percentages (3-4.9%). These tracts are mainly clustered in the west Eugene West 11th Corridor with Hwy 99 and Roosevelt Boulevard; in Downtown Eugene, west and north University areas. Other areas include the mid-north Eugene, Gateway Street and mid-central Springfield.
- Areas with less crime and calls for Fire and EMS services are mostly on the outer regions of the MPO, surrounding the core areas.
- Downtown Eugene and the University area are prominent on all maps in this indicator

Areas in the community with greater need for emergency services are visible in the composite for this indicator. This composite looks at a combination of characteristics to help identify areas where residents are potentially exposed to more crime and might have a higher need for Fire and EMS services. It is understood that there may be a relationship between reported crimes and calls for Fire and EMS services. To help address barriers that residents face in an area, looking at the amount of crime and emergency services needed may help to identify where services, including services that address perceived threats to safety, can be directed to help residents overcome barriers to accessing opportunities.

This composite is an overall snapshot and does not indicate that other tracts are lower or higher in safety or access to services; it only seeks to identify areas where there could be more need for emergency services by residents.

Figure 11.5. Safety, Health, and Wellness: Need for Emergency Services Composite Map



Overall, the need for emergency services is greatest in the core areas of the West 11th Corridor in Eugene, Downtown, and the University area. In Springfield, there were several locations along Main Street and around Gateway Street.

11.2. Health and Wellness Influences

There are many different situations and circumstances that can influence the health of wellness of residents in a community. This indicator looks at access to services such as recreation and major grocery stores; the overall health of residents with body mass index (BMI); and environmental health exposures such as noise pollution, older housing, and environmental hazards. These different categories can help to identify positive influences on health, such close proximity to recreation or major grocery stores, or they can show negative impacts such as exposure to noise pollution or environmental hazards. This Assessment recognizes that there are other characteristics in the community that can be used to determine influences on health and wellness for residents that are not included here. In this Assessment, the measurement for a ½ mile distance is used in several of the maps since it is commonly used as a measurement for acceptable walking distance.¹⁹⁶

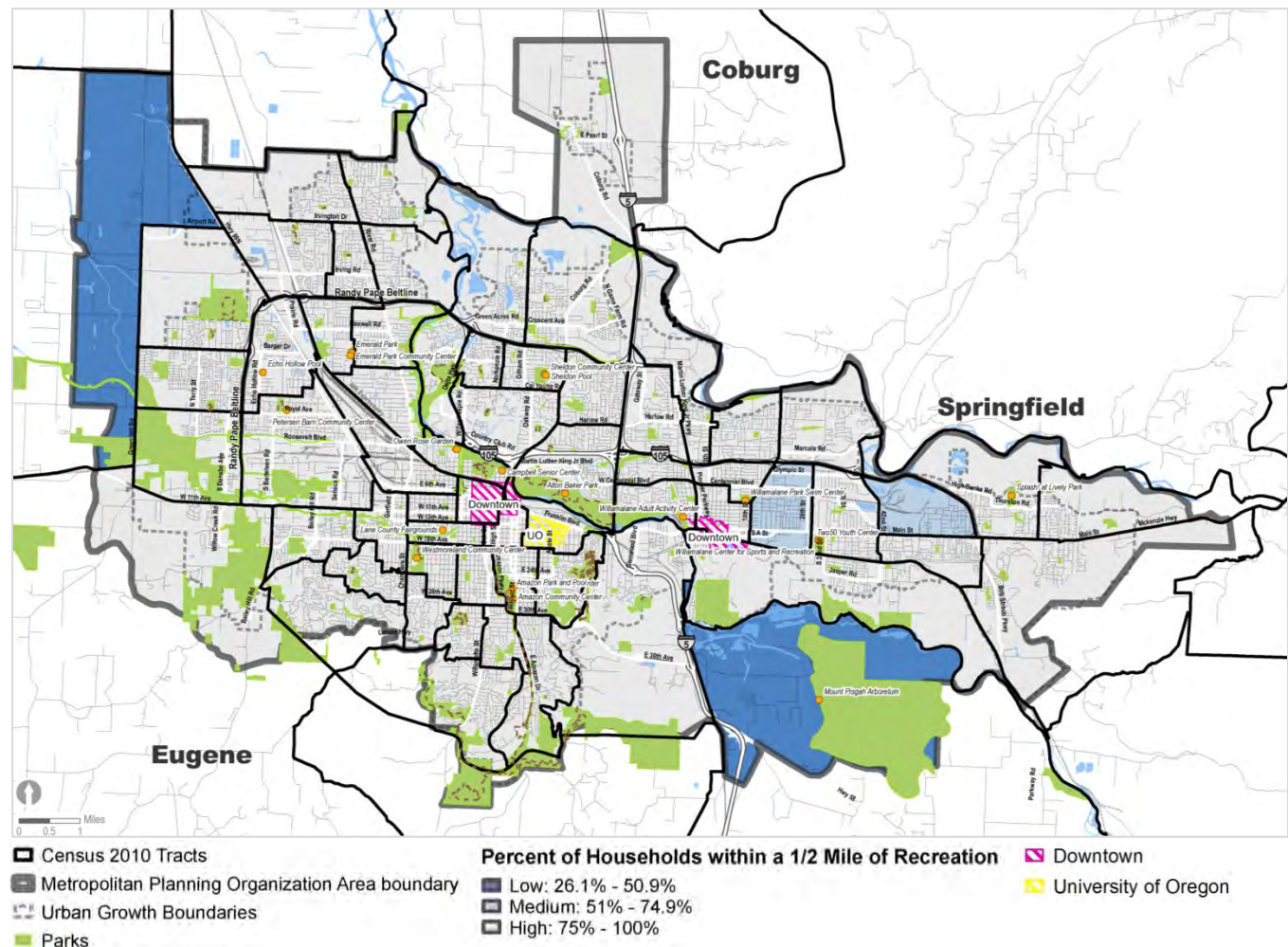
¹⁹⁶ USDA Economic Research Service. *Access to Affordable and Nutritious Food: Measuring and Understanding Food Deserts and Their Consequences. Report to Congress.* June 2009 <http://www.ers.usda.gov/publications/ap-administrative-publication/ap-036.aspx>

Access to Parks and Recreation Areas

Parks and recreation services provide developed parks with paths and structures such as community meeting areas, areas to exercise, play, and socialize, and access to natural open spaces. This accessibility of parks and recreation is a positive influence on the health and wellbeing of residents in a community.¹⁹⁷

The majority of households (97%) in the MPO are within a ½ mile of a parks and recreation area. There are two tracts with lower access where 26.1%-50.9% of households do not have a park or recreation service nearby. Overall, approximately 3% of households in the MPO are not within a ½ mile of parks or recreation services.¹⁹⁸

Figure 11.6. Access to Parks and Recreation Areas Map, 2013



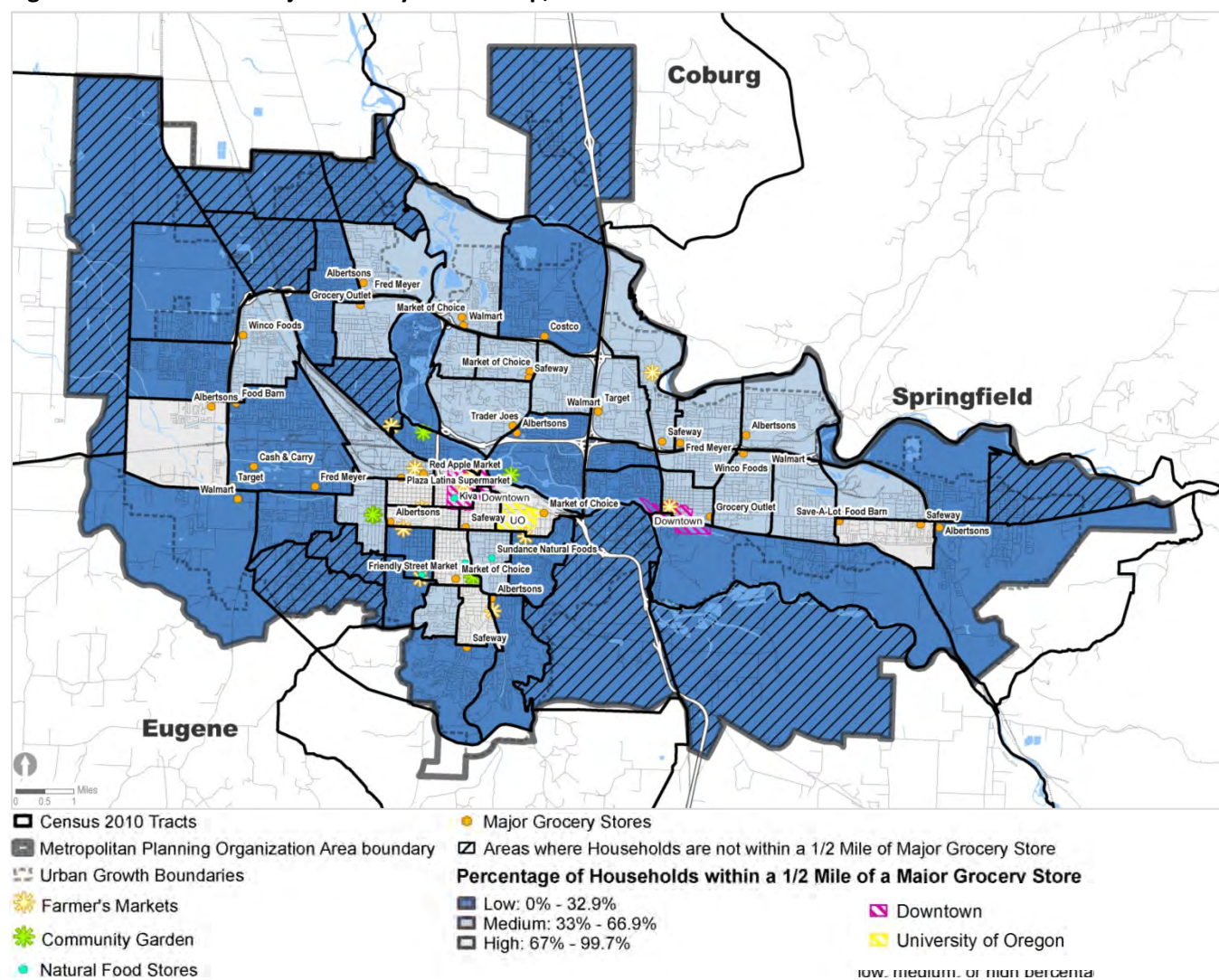
¹⁹⁷ USDA Economic Research Service. *Access to Affordable and Nutritious Food: Measuring and Understanding Food Deserts and Their Consequences. Report to Congress.* June 2009

¹⁹⁸ Households are defined for this analysis section as residential site addresses, data is limited to the MPO boundary

Access to Grocery Stores

Access to grocery stores is important for the health and wellbeing of residents because most major grocery stores provide healthier and lower cost food options than corner or convenience stores.¹⁹⁹ The combination of healthy and lower cost food are key components for food accessibility.²⁰⁰ Approximately 38% of households in the MPO are within a 1/2 mile of a major grocery store, 20% of households are in tracts with lower access, and 13% are in tracts with no grocery stores within a 1/2 mile. Areas with higher access are in mid-south Springfield, mid-central and south Eugene and an area in far west Eugene. Overall, 62% of households are not within a 1/2 mile of a major grocery store.

Figure 11.7. Access to Major Grocery Stores Map, 2013



¹⁹⁹ USDA Economic Research Service. *Access to Affordable and Nutritious Food: Measuring and Understanding Food Deserts and Their Consequences. Report to Congress.* June 2009

²⁰⁰ CPHN Public Health Research Brief, *The Supermarket Gap: how to Ensure Equitable Access to Affordable Healthy Foods.* May 2010. <http://depts.washington.edu/uwcphn/reports/cphnbf051910.pdf>

Body Mass Index

Body mass index is used as a measure of health and wellbeing. A person's body mass index, or BMI, can be impacted by food choices and the neighborhood environment (transportation infrastructure such as sidewalks, lighting, and crosswalks; access to parks, and access to transit).²⁰¹ BMI and obesity are related to unhealthy eating habits, amount of exercise, working environment, and genetics of an individual. Income also plays a role in the obesity epidemic, where even obesity in women has also been linked to lower wages.²⁰² Measurements for BMI are used to determine a persons' overall health. For adults over age 20, a BMI of less than 18.5 indicates an underweight individual, a BMI of 18.5-24.9 is healthy, 25-29.9 is overweight, and 30 or higher is considered obese.²⁰³ The BMI for children and youth under 20 years of age uses a different calculation.

Table 11.1. Body Mass Index

| Body Mass Index | Health Measure |
|-----------------|----------------|
| Under 18 | Underweight |
| 18-24.9 | Healthy |
| 25-29.9 | Overweight |
| 30 and over | Obese |

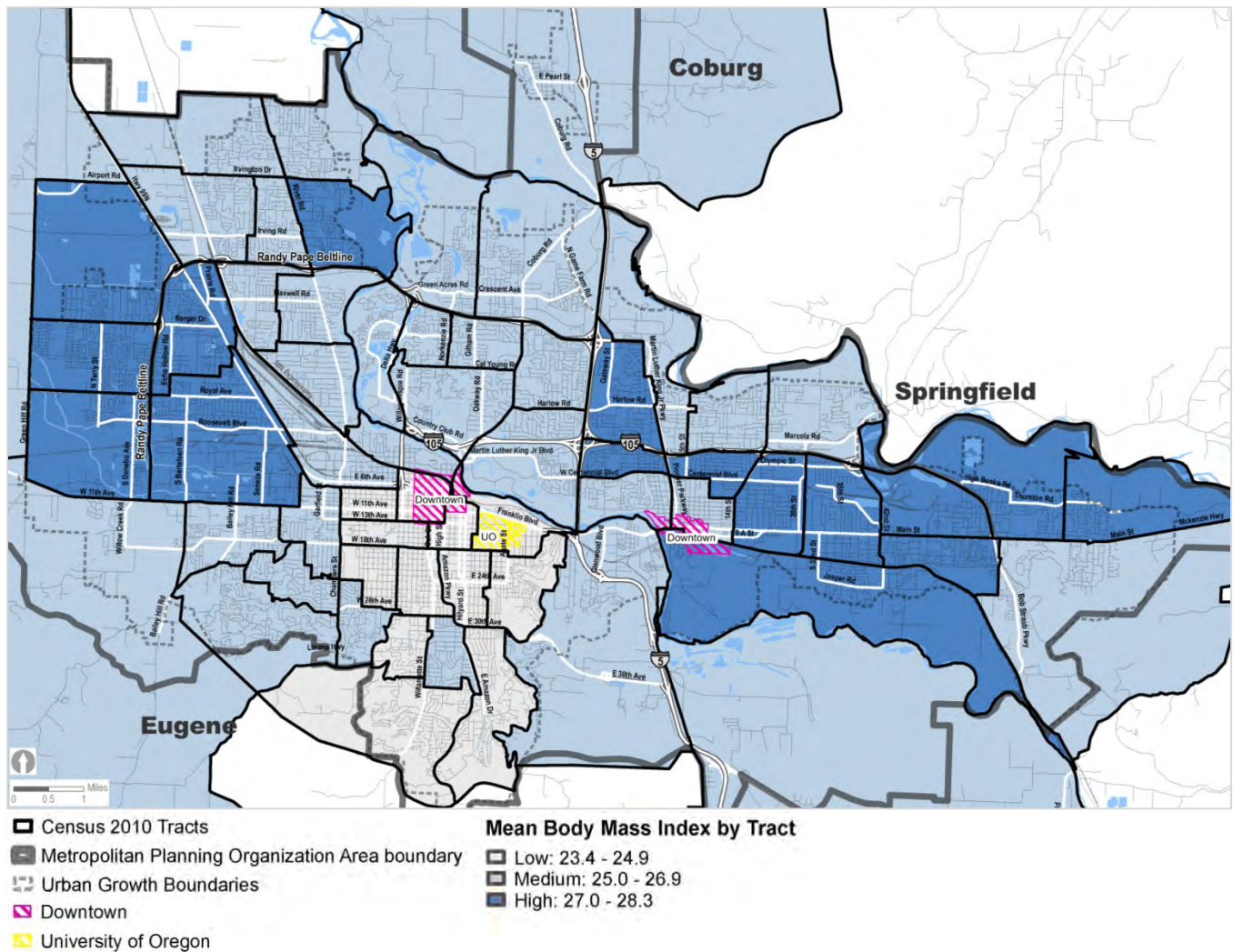
²⁰¹ USDA Economic Research Service. *Access to Affordable and Nutritious Food: Measuring and Understanding Food Deserts and Their Consequences. Report to Congress.* June 2009

²⁰² USDA Economic Research Service. *Access to Affordable and Nutritious Food: Measuring and Understanding Food Deserts and Their Consequences. Report to Congress.* June 2009

²⁰³ Centers for Disease Control and Prevention. *About BMI for Adults.* http://www.cdc.gov/healthyweight/assessing/bmi/adult_bmi/index.html

In the Assessment area, a majority of the tracts show that more than half of the adult population is overweight. Areas that reflect a more “overweight” population with a BMI of 27-28.3, are found primarily in tracts clustered in West Eugene, and along Main Street in Springfield. Areas with a lower or “healthy” BMI are found in mid-central and south Eugene including the Downtown and University area.

Figure 11.8. Mean Body Mass Index Map

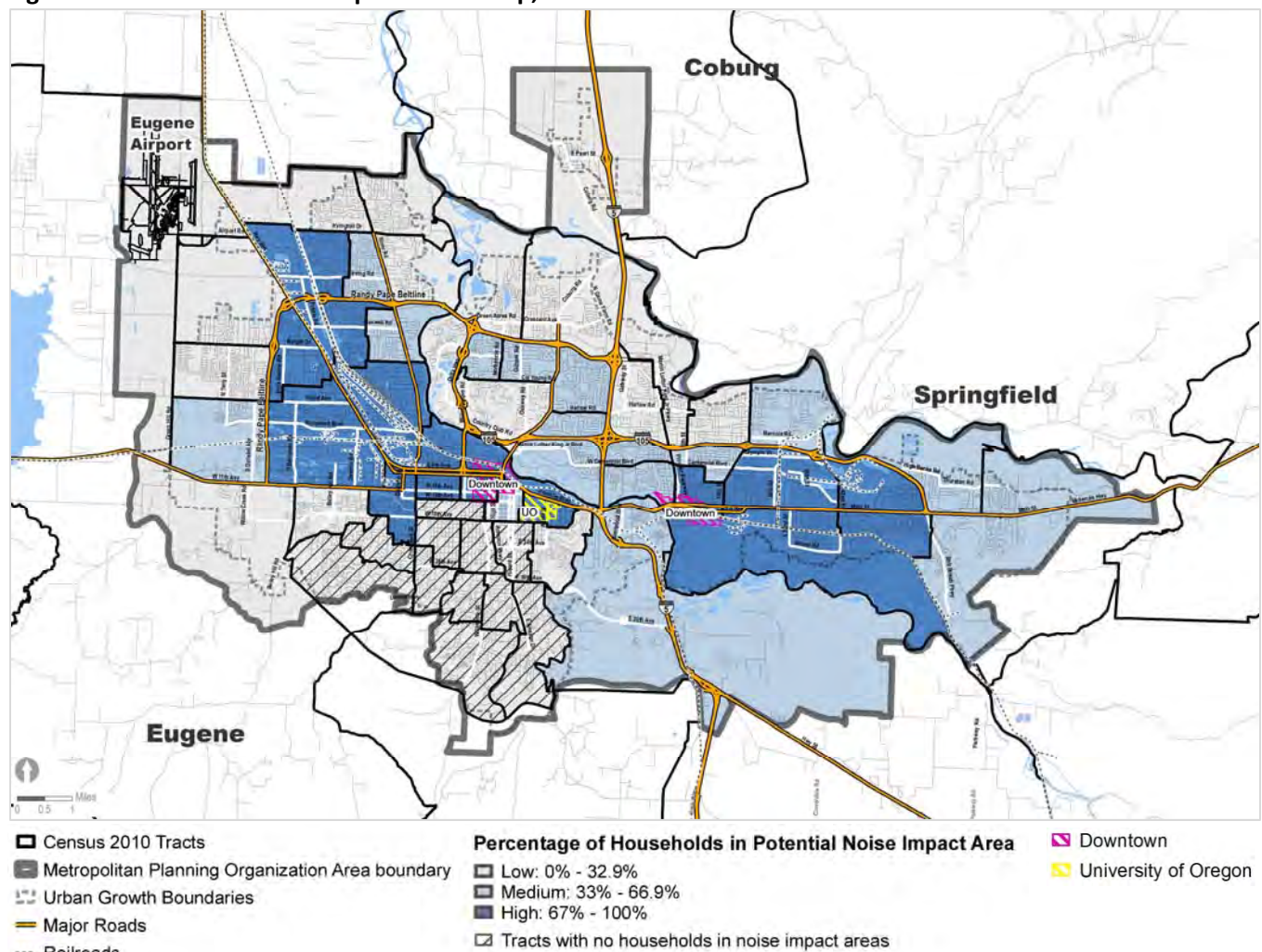


Potential Noise Impact Areas

Noise pollution can have a subtle or direct impact on residents. The US Environmental Protection Agency (EPA) defines noise pollution as unwanted or disturbing sound which can impact an individual's health. Some of these adverse health effects listed by the EPA include illness from stress, hearing loss, and sleep disruption.²⁰⁴ Accompanying sleep disruption is decreased productivity for workers, and possible illness from stress.²⁰⁵

In the MPO, around 45% of households are within areas with more potential noise. Higher percentages of households (67%-100%) in the Hwy 99 and West 11th Corridors in Eugene, and along Main Street in Springfield are exposed to more noise in their environment. The Highway 99 and Northwest Expressway Corridors surround a large railyard located in west Eugene.

Figure 11.9. Potential Noise Impact Areas Map, 2013



²⁰⁴ US Environmental Protection Agency, Air and Radiation, Noise Pollution, <http://www.epa.gov/air/noise.html>

²⁰⁵ US Environmental Protection Agency, Air and Radiation, Noise Pollution

Housing Built Before 1980

Information on housing built before 1980 shows how much and where in the community there is older housing. Older housing stock has a higher potential of structural problems, need for building rehabilitation, and a higher risk of adverse indoor environmental quality due to the potential presence of asbestos and lead paints.

Lead-based paint was frequently used in residential applications until it was banned in 1978. Many homes built prior to 1978 may contain lead-based paint, a highly toxic metal that may cause a range of health problems. Exposure to lead-based paint hazards is most commonly in children through dust and ingestion of chips. This may result in serious, irreversible health consequences, and can be especially damaging to children. When lead is absorbed into the body, it can cause damage to the brain and other vital organs, such as kidneys, nerves, and blood. Lead poisoning can also cause reduced IQ levels, reading and learning disabilities, decreased attention span, seizures, hyperactivity and aggressive behavior, and, in extreme cases, death. Some symptoms of lead poisoning may include headaches, stomachaches, nausea, tiredness, and irritability.²⁰⁶

The 2002 *National Survey of Lead and Allergens in Housing, Analysis of Lead Hazards* found that 67% of housing units in the country that was built before 1940 had significant lead-based paint hazards. The hazard declined to 51% for houses built between 1940 and 1959; 10% for houses built between 1960 and 1977; and to just 1% for houses built 1978-1998.²⁰⁷ The 2001 First National Health Survey of Childcare Centers found that lead was present in 28% of child care centers in the study.²⁰⁸

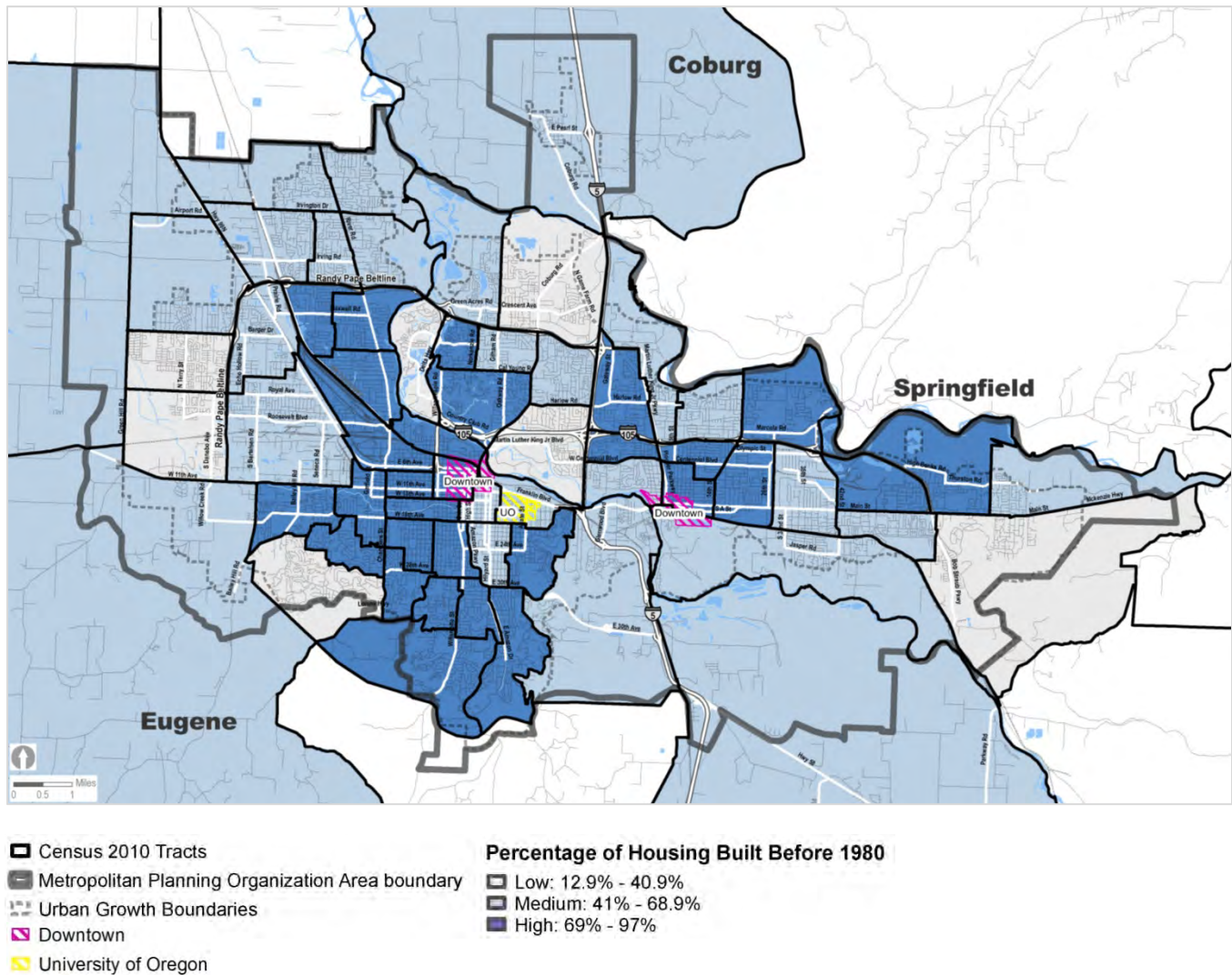
²⁰⁶ Eugene-Springfield 2010-2015 HUD Consolidated Plan

²⁰⁷ Eugene-Springfield 2010-2015 HUD Consolidated Plan; National Survey of Lead and Allergens in Housing, Analysis of Lead Hazards, http://portal.hud.gov/hudportal/HUD?src=/program_offices/healthy_homes/researchers

²⁰⁸ HUD Lead and Healthy Homes Research, Policy and Standards Division, http://portal.hud.gov/hudportal/HUD?src=/program_offices/healthy_homes/researchers

In the Assessment area, about 65% of the total housing units were built prior to 1980.²⁰⁹ Tracts with higher percentages of housing built before 1980 (69-97% of households per tract) are found in and around mid-central Eugene including the west Eugene Hwy 99 and West 11th corridors, into south Eugene and north of downtown and mid River Road. In Springfield, higher percentages of older housing are found along Main Street, Gateway St, and Pioneer Parkway.

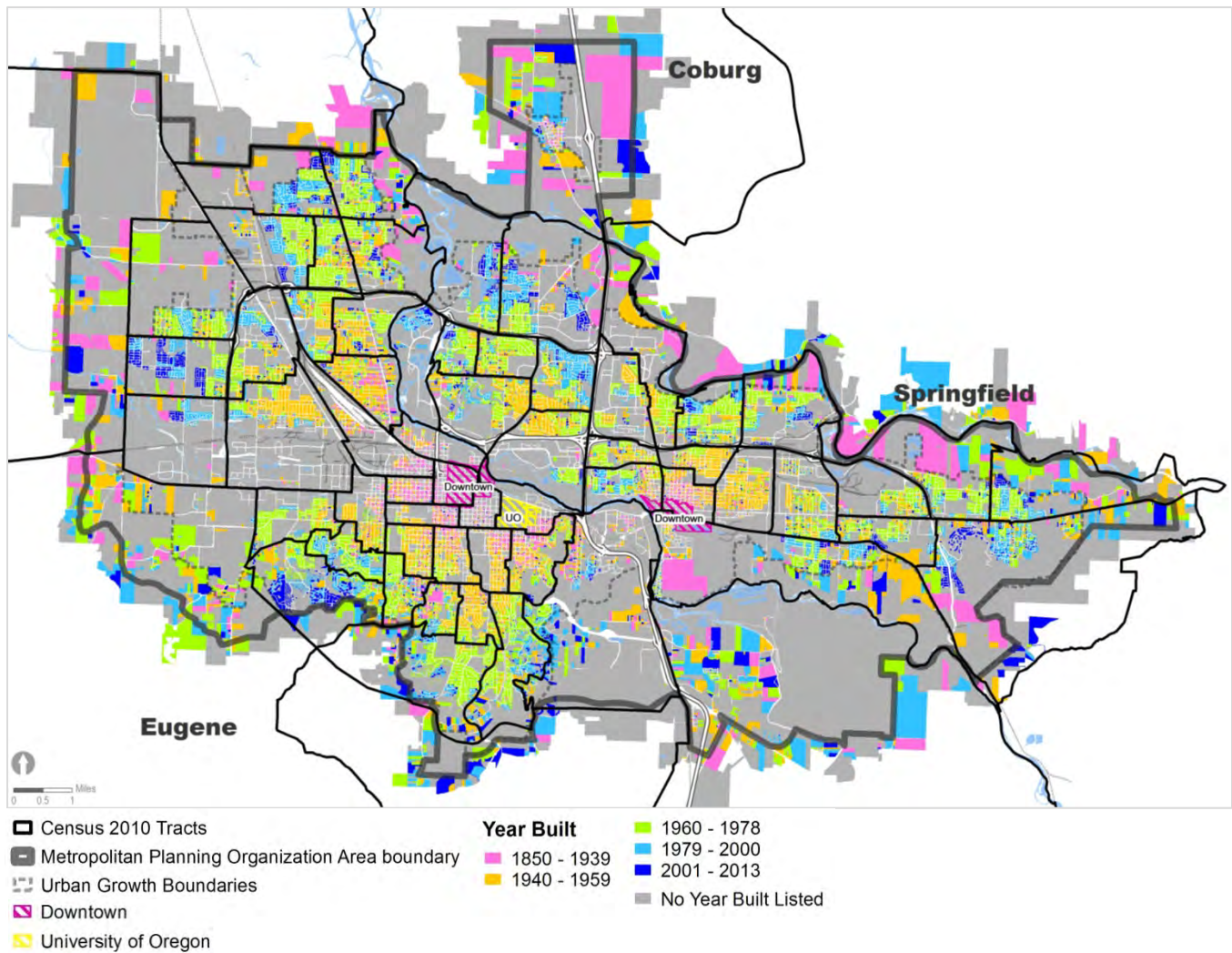
Figure 11.10. Housing Built Before 1980 Map, 2007-2011



²⁰⁹ Information on the number of housing units built prior to 1978 is not available in Census data, but information is available for the number of units built prior to 1980.

The following map illustrates the year a residential structure was built in the MPO boundary at the parcel level.²¹⁰ Building patterns show that housing is typically older near the core areas of the two cities and progressively get older further away from the central areas. One exception are the larger parcels with structures built 1850-1939, these larger lots on the outer edges of the urbanized areas may indicate farm lands.

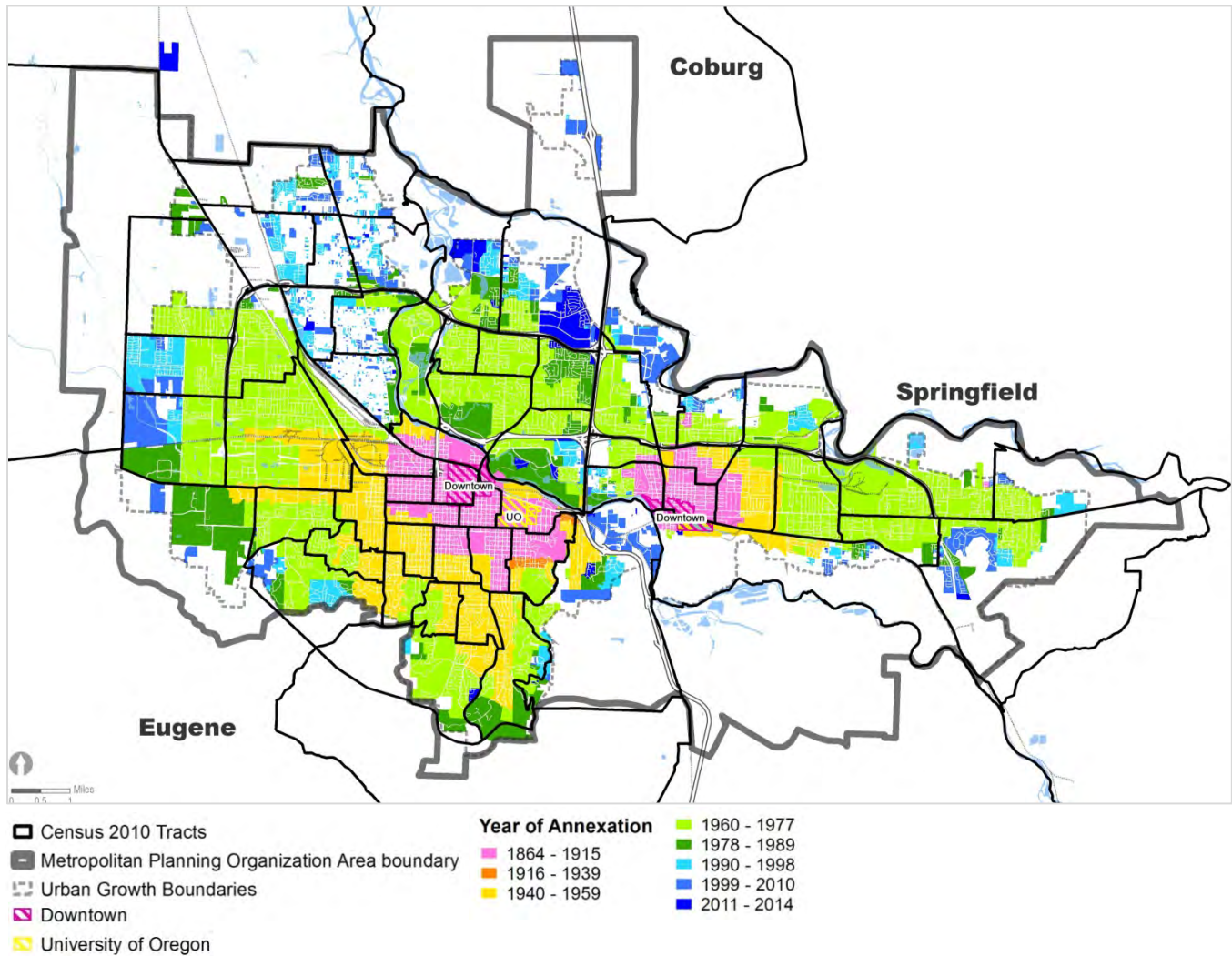
Figure 11.11. Year Structure Built by Parcel Map, 2014



²¹⁰ Parcels within 1,000 feet of MPO boundary were selected.

The following map illustrates property annexations in the Cities of Eugene and Springfield. This information shows the growth of the city since properties are generally annexed when new buildings are built, and if there are substantial improvements. This can be for residential, industrial, commercial or other property uses. Each city has its own requirements for annexation. Patterns for both cities show the Downtown areas as core locations where the regions have grown from over time. In north Eugene, the River Road corridor is unique in that it has a large percentage of unincorporated properties. Annexation information does not show age or location of residence.

Figure 11.12. Annexation Map, 2014

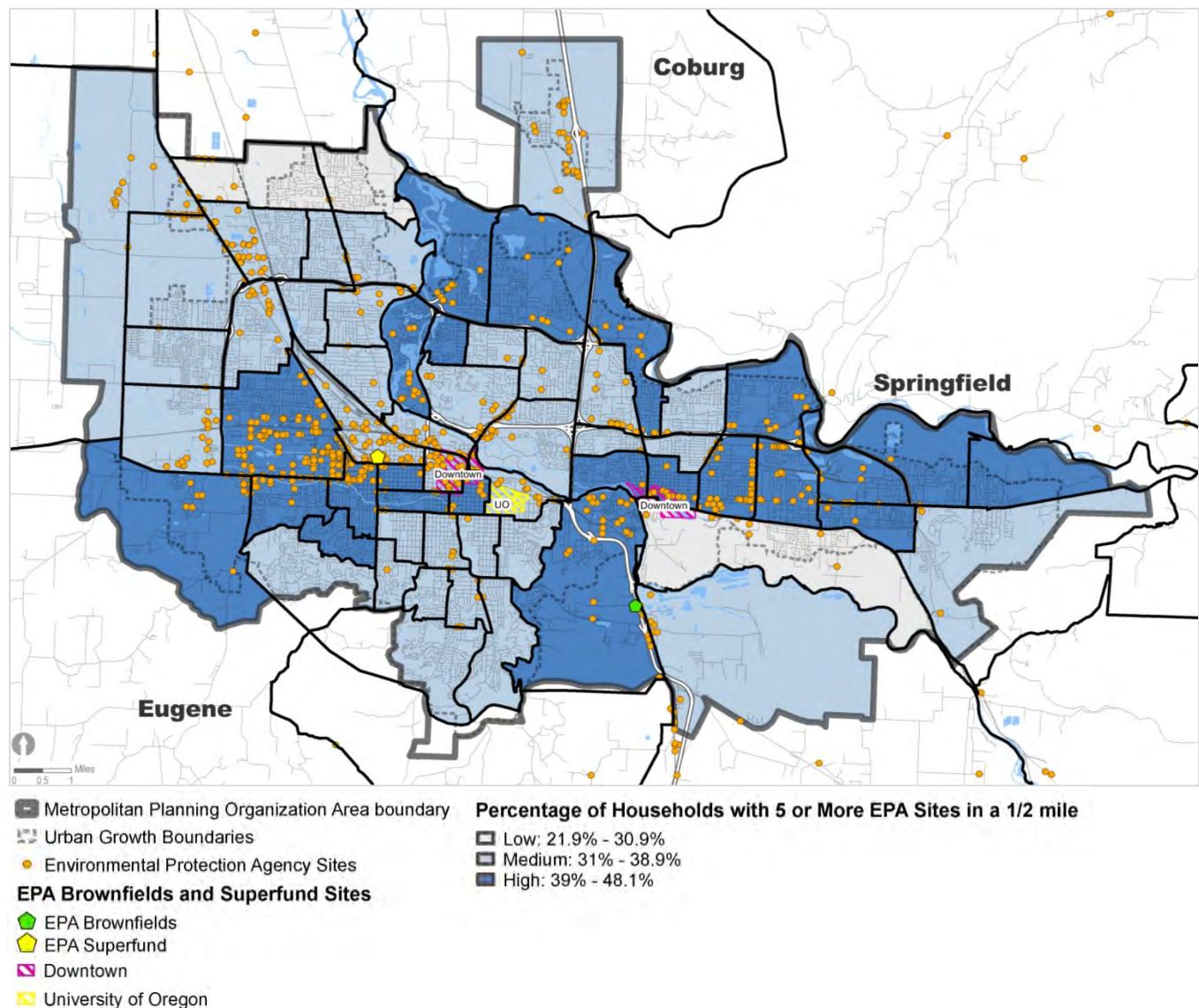


Potential Environmental Hazards

This section looks at the locations of potential environmental hazards and the percentage of households in the community that could be exposed to these hazards. The following maps show information from the U.S. Environmental Protection Agency (EPA) and the State of Oregon Department of Environmental Quality (DEQ). The presence of a site on either of these maps does not mean that it is contaminated, but only that it is listed with the EPA or DEQ.

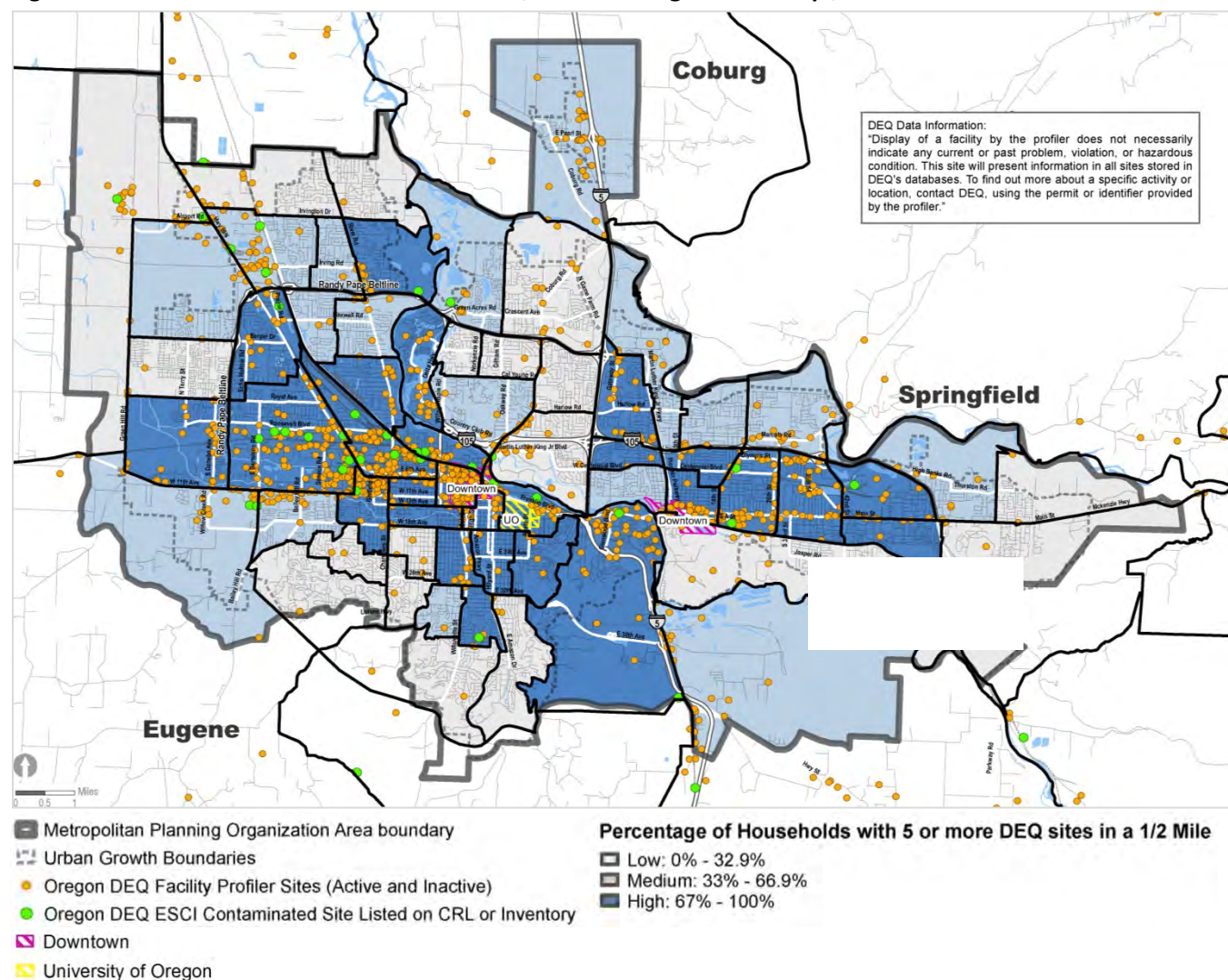
In the MPO area, approximately 41% of households have five or more EPA sites within a half mile. Tracts with higher percentages of households with hazards nearby are along Main Street and in Glenwood in Springfield and in northeast Eugene and along the West 11th Corridor in Eugene. There is one brownfield site along Interstate 5 in Glenwood, and one superfund site in west Eugene. EPA Site information includes: toxic releases (TRI) to air, water, and land; superfund sites, toxic substances, and brownfield properties.

Figure 11.13. Potential Environmental Hazards, Federal Sites Map, 2013



Approximately 60% of households in the Assessment area have five or more DEQ sites within a half mile. In the central areas of Eugene and Springfield, there are higher percentages of households with more DEQ sites in close proximity. Higher percentages are also found in the West 11th and Hwy 99 Corridors, south River Road, and the University area in Eugene. In Springfield these areas are along Main Street, Gateway St, and the Pioneer Parkway.²¹¹ For this map, the Oregon DEQ Facility Profiler site information includes: sites with hazardous materials, leaking underground storage tanks (LUST), underground storage tanks (UST), Environmental Site Clean-up Inventory (ESCI), solid waste materials, and permitted water dischargers.

Figure 11.14. Potential Environmental Hazards, State of Oregon Sites Map , 2013



²¹¹ Even if a site is listed with the DEQ site, that does not mean the site is an environmental hazard or toxic, but could mean the site historically had a form of contamination and has been cleaned up, or that the site has a water discharge p. permit. These sites are retained for this analysis because of the potential from past or current use for environmental hazards to exist. There are a wide variety of reasons a site is listed in this database. Some of the sites may be active, only reported, under investigation, or were historically a site but have been cleaned up. Not included in the analysis are heating oil tanks..

Conclusions

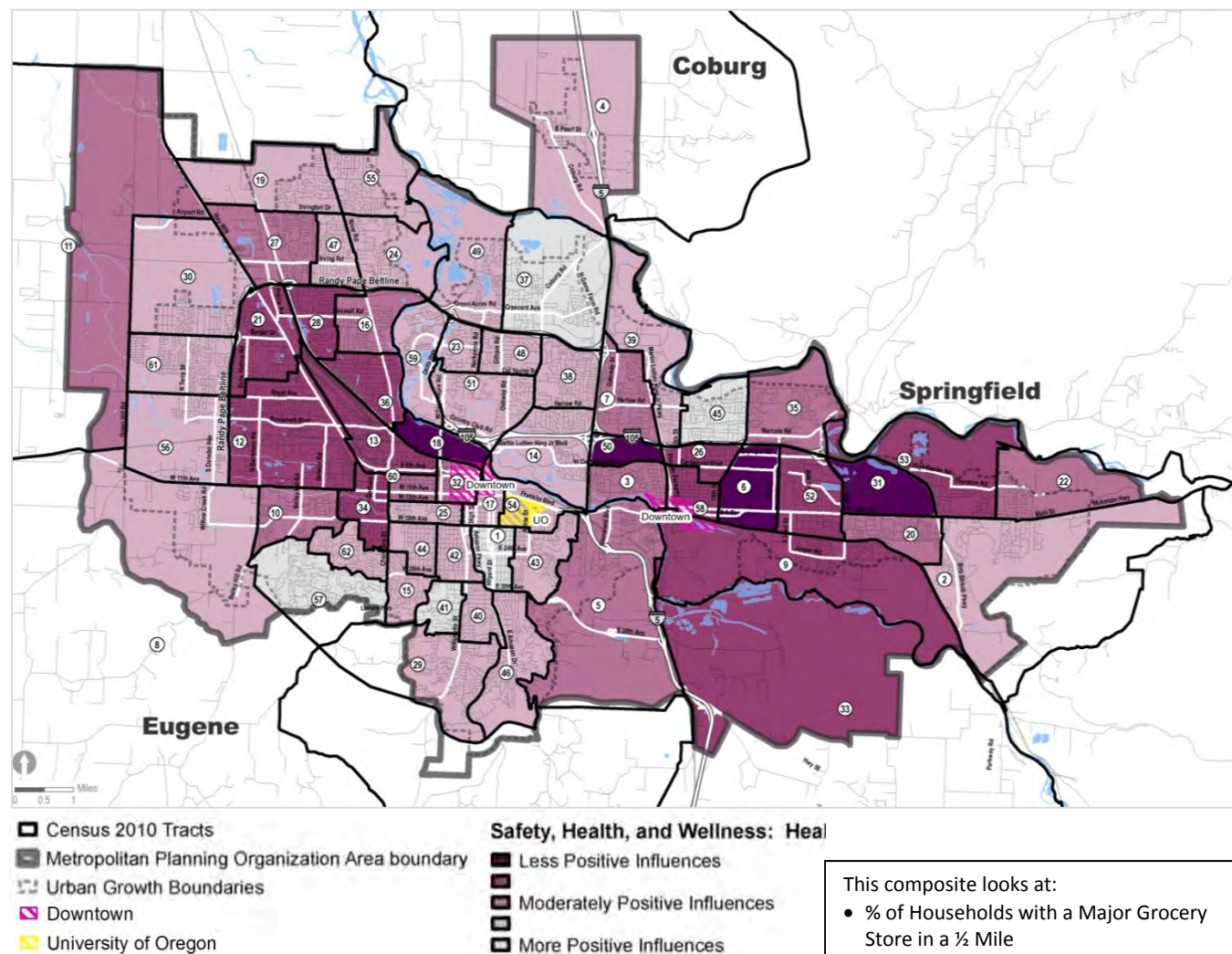
The stability of a community is dependent not only on a strong economic base, but also on social and environmental characteristics that encourage a healthy and mentally fit community. Residents in a community, in particular those from more disadvantaged demographics and economically vulnerable populations, are impacted by the circumstances and living environments around them. Through this Assessment some positive neighborhood influences have been identified along with several challenges. These are highlighted below.

- The accessibility of parks and recreation is a positive influence on the health and wellbeing of residents in a community. Most of the area's households (97%) have some form of parks and recreation available within a 1/2 mile. There are two tracts in the community where less than half of residents have access to parks and recreation areas. These tracts are located in rural areas of west Eugene and south Springfield.
- About 38% of households have a major grocery store within a 1/2 mile. Tracts with the lowest percentages of household access (0-32%) are dispersed throughout the region, however tracts with the most household access (67-99.7%) are in the mid-central areas of Eugene, and in isolated locations of south-east Springfield, and far west Eugene. There are 13 tracts in the MPO with 13% (14,597) of households without a major grocery store within a 1/2 mile.
- Overall, most of adults in the region have a high mean body mass index (BMI) of over 25, indicating a more overweight population, with the highest BMI (27-28.3) in West Eugene, northwest Eugene, and along Main Street and Pioneer Parkway in Springfield.
- About 45% of households live in areas where noise pollution from transit and rail could be impacting their lives. Areas with higher percentages (67-100%) of households within distance of noise sources are along the West 11th and Hwy 99 Corridors in Eugene, and along Main Street in mid-Springfield. Over half of households that are in a noise impact area are in the highest percentage tracts. About 16% of households are not within a noise impact areas, these tracts are located in south Eugene.
- In the Assessment area, almost 2/3 or 65% of housing was built before 1980. Tracts with the highest percentages (69-97%) of housing built before 1980 are located in areas along Main Street and along Pioneer Parkway in Springfield; and in south Eugene, south River Road, north of Downtown, and in mid- and west Eugene in the Hwy 99 area. These areas may all have higher percentages of housing built before 1980, but they also all have quite different economic and demographic characteristics.
- Housing growth patterns show that growth started in the central core areas of both cities around their downtown, and spread outward.
- Areas in the two cities with the most exposure to environmental hazards are in the west Eugene West 11th, West 18th and Hwy 99 Corridors and along Main Street and Glenwood in Springfield.

Areas in the community that have more or less positive influences on resident's health and wellness are visible in the Health and Wellness Influences composite. This composite includes information on access to recreation and major grocery stores, body mass index, potential noise impact areas, housing built before 1980, and potential EPA environmental hazards.

This composite is an overall snapshot, and does not indicate that one area of the community is better or worse for an individual's health, but only seeks to identify areas where there may be certain characteristics that may influence the health of residents.

Figure 11.15. Health and Wellness Influences Composite



Areas with the most positive health and wellness influences are distributed in northeast and south Eugene, and one area in north Springfield. These areas have a low BMI, which is a healthy BMI, higher access to recreation, and lower negative health impacts from noise and exposure to EPA sites. However, some of these areas have more housing built before 1980.

Areas with less positive health influences are found in three sections along Main Street in Springfield, and north of Downtown in Eugene. These areas showed a higher resident BMI, more noise and environmental site exposure, and higher percentages of housing built before 1980.

12.0 Agency and Planning Framework

To understand the structure of the Equity and Opportunity Assessment process, it is important to consider the context in which this Assessment has taken place. This chapter describes the role and functions of major community agencies and identifies guiding community plans which establish goals and strategies for enhancing the Metropolitan Planning Organization area.

The content of this section draws heavily upon the Baseline Assessment process conducted for the Lane Livability Consortium, which identified core values consistent throughout many of the region's guiding documents. For this effort, the Core Team has synthesized how equity relates to these plans.

This chapter intends to provide local, state, and federal context for the Equity and Opportunity Assessment. All plans and analyses are local, though many guiding documents take cues from state or federal level goals or requirements. Some of the following documents are required, while others are a result of local or regional cognizance of equity issues. Where possible, the Core Team has categorized these plans to parallel the proceeding data analysis in Chapter 5. Many plans stretch across multiple categories (i.e. Title IV analysis is federally required for transportation planning, though its focus is primarily socio-demographic in nature and has other local applications), and therefore may be represented in more than one category.

Community Agency Structure

There are a number of public agencies and other supporting organizations that are responsible for the functions of government within the Metropolitan Area. These agencies work together through a number of different decision making forums, intergovernmental agreements, and plans to advance transportation, land use, affordable housing, human services, economic development, public health, and other community goals. All of these agencies were invited to participate in key informant interviews or other stakeholder input sessions as part of the Assessment process. Brief descriptions of agencies and their functions are provided below.

- **Primary Local Governmental Agencies** - The City of Eugene, City of Springfield, City of Coburg, and Lane County are the four primary units of local government. Each city has a city manager and council while the county has a board of commissioners and county administrator.
- **Public Transportation** - The Lane Transit District is the public agency responsible for public transit an area that includes all of Lane County.
- **Economic and Workforce Development Agencies** - The Lane Workforce Partnership and the Metro Partnership are nongovernmental agencies that provide significant support for regional workforce development and economic development activities. Both Eugene and Springfield also have Chambers of Commerce. In addition, Lane Community College plays a significant role in providing the education necessary for gainful employment.
- **Public Housing Authority** - The Housing and Community Services Agency of Lane County (HACSA) is the local public housing agency and also administers Section 8 housing assistance. Lane Council of Governments is a member organization that provides support to local governmental jurisdictions and also manages the Central Lane Metropolitan Plan Organization.
- **School Districts** - The metropolitan area is served by three schools districts: 4J, Bethel, and Springfield. The school district boundaries cross jurisdictional boundaries.

- **Utilities** - Major utilities are provided through Eugene Water and Electric Board and Springfield Utility Board.
- **Council of Government** – Lane Council of Government is a voluntary association that serves 29 members including Lane County, all of the 12 cities within the county, and education, public utilities, and other special districts.
- **Metropolitan Plan Organization** – The Central Lane Metropolitan Plan Organization, which is responsible for development of regional transportation plans and distribution of federal transportation dollars, is composed of all the primary local governmental agencies as well as Lane Transit District and Oregon Department of Transportation. Lane Council of Governments is the lead agency.
- **Non-Profit Organizations** - In addition, the metropolitan area is served by a number of nonprofit organizations that implement affordable housing, human services, education, health, and other community programs. Most tend to work throughout the metropolitan area rather than focus on a particular neighborhood. Entities with significant involvement in the Lane Livability Consortium include United Way of Lane County and St. Vincent de Paul Society of Lane County.
- **Governor’s South Valley Regional Solutions Team** - Local public agencies and area nonprofit organizations work both directly with multiple departments of the State of Oregon and also through the Governor’s South Valley Regional Solutions Team. This team is composed of a representative from each of five state agencies: the Department of Environmental Quality, the Department of Land Conservation and Development, the Department of Transportation, the Department of Housing and Community Services, and the Business Development Department. Regional Solutions Center was formed to support collaboration among state agencies, local governments, and other public, private, and civic interests to solve problems and seize opportunities. Oregon’s Statewide Planning Framework and Local Comprehensive Land Use Plans
- **State Planning Goals** - Oregon’s Statewide Planning Program was instituted by Senate Bill 100 in 1973 and has been in place for 40 years. At the core of the Oregon program are 19 Statewide Planning Goals²¹², which in some respects, represents a statewide sustainability framework. Many of the goals focus on preservation of land for agriculture and timber as well conservation of natural resources. Among the Statewide Planning Goals, many contain elements of equity, access, and opportunity. The following goals address equity and opportunity address equity most directly:
 - **Goal 1, Citizen Involvement:** To insure the public an opportunity to provide input at all stages;
 - **Goal 9, Economic Development:** To provide adequate opportunities for a variety of economic activities vital to the health, welfare, and prosperity of Oregon's citizens; and
 - **Goal 10, Housing:** To provide for the housing needs of citizens of the state.

The primary mechanisms for implementation of the Statewide Planning Program are the adoption of local comprehensive plans and urban growth boundaries that are consistent with the Statewide Planning Goals. Any

²¹² Oregon Department of Land Conservation and Development, “Oregon’s 19 Statewide Planning Goals.”
http://www.oregon.gov/LCD/docs/goals/compilation_of_statewide_planning_goals.pdf

expansion of an urban growth boundary must be justified through a detailed analysis of local demand and land supply factors. Furthermore, comprehensive plans are required to accommodate a range of housing types based on the needs of area residents.

Numerous studies have been completed on Oregon's Land Use system

The **Metropolitan Plan (Metro Plan)** has served as the comprehensive plan for the City of Eugene and City of Springfield since 1972 and has been updated periodically since that time. The Metro Plan reflects the "comprehensive nature encompassing physical land use, social, and economic implications for the metropolitan area." Metro Plan establishes a cooperative framework to help in the planning and implementation of growth management, residential land use and housing, economic, environmental resources, transportation, public facilities, public services, energy resources, and citizen involvement decision-making. The Metro Plan provides an overall framework for the future of the two jurisdictions and is supplemented by more detailed refinement plans, programs, and policies.

In 2007, House Bill 3337 established individual urban growth boundaries for Eugene and Springfield which has resulted in the development of new 20 year comprehensive land use plans for Eugene and Springfield. At present, the City of Eugene is developing **Envision Eugene** and the City of Springfield is developing **Springfield 2030**. Both jurisdictions are working together to determine how best to modify the Metro Plan.

Affordable Housing, Community Development, and Human Services

Area public sector and nonprofit agencies work together in a variety of ways to enhance access to affordable housing, human services, and support the needs of low-income areas. A complex set of local, state, and federal goals and funding resources have shaped the related plans, policies and programs implemented within the Eugene-Springfield metropolitan area.

The U.S. Department of Housing and Urban Development is the most significant federal influencer as a major source of funding for local affordable housing, community development, and human services. The Cities of Eugene and Springfield both receive Community Development Block Grant (CDBG) funds directly from HUD through formula allocations. Eugene and Springfield receive HOME Investment Partnership Program (HOME) funds as a Consortium. Lane County receives funding for human services through the Emergency Solutions Grant and Continuum of Care.

The State of Oregon Department of Housing and Community Services (OHCS) provides some resources for human services and also awards funding for affordable housing development through a competitive process. In addition, OHCS receives CDBG and HOME funds that can be used in areas outside of the Cities of Eugene and Springfield.

Eugene, Springfield, and Lane County augment these resources in a variety of ways and also play a significant role in selection of the recipients of federal, state, and local resources. Local nonprofit organizations and funders also play significant roles in developing and implementing affordable housing, community development, and human services activities.

There are two regional forums that create opportunities for regional coordination and collaboration. First, the **Housing Policy Board** advises Eugene, Springfield, and Lane County a wide range of housing policy issues as well as use of CDBG and HOME funds for affordable housing development, downpayment assistance, and rental assistance. Second, the **Human Services Commission** advises on the collective use of federal, state, and local funds for human service and homelessness assistance programs. In addition, both Eugene and Springfield maintain separate advisory bodies to advise on project specific uses of CDBG and HOME funds.

There are three primary plans that assess needs and set forth goals, strategies, and programs including the **Eugene-Springfield Consolidated Plan**, **Eugene-Springfield Fair Housing Plan**, and the **Human Services Plan for Lane County**. Each plan and its relationship to equity, access, and opportunity is described in further detail below.

- **Eugene-Springfield Consolidated Plan 2010-2015²¹³** - The Consolidated Plan assesses the needs of low- and moderate income persons in the Eugene-Springfield area, establishes goals, and identifies housing and community development strategies to meet those needs. .
- **Fair Housing Plan²¹⁴** - Eugene and Springfield have jointly created this document to examine laws, demographics related to population, housing, and housing choice. The Fair Housing Plan also identifies roadblocks affecting fair housing choice. This assessment included a thorough HUD Regulatory Checklist of resources available within the community related to access to affordable housing.
- **Human Services Plan for Lane County²¹⁵** - A strategic policy guide, the Human Services Plan for the Human Services Commission (HSC) decision-making process. Priorities identified in the plan guide the distribution of operating funds for 65 human service programs for all ages, from infants to older adults.
- **Latino Public Participation and Indicators Project²¹⁶** - Knowing that the Eugene-Springfield's most sizable minority ethnic population are Latino/a, Dr. Gerardo Sandoval at the University of Oregon conducted significant primary research with the Latino community to identify public participation best practices within our region. This body of work has contributed greatly to this Assessment, as well as to our community's understanding of our region's Latino population.

Economic Prosperity and Workforce Development

- **2010-2015 Comprehensive Economic Development Strategy²¹⁷** -- Regional commitment to a diversified economy with a range of employment opportunities that provide stable family wage jobs, lifelong learning and training opportunities, sustainable natural resources, and an integrated infrastructure.

213 "Eugene Springfield Consolidated Plan 2010-2015" July 1, 2010. <http://www.eugene-or.gov/DocumentCenter/Home/View/2140>

214 "Assessment of Impediments to Fair Housing and Fair Housing Plan Strategies: Eugene and Springfield, Oregon" April 13, 2010. <http://www.eugene-or.gov/DocumentCenter/Home/View/2019>

215 <http://eugene-or.gov/DocumentCenter/Home/View/2140>

216 Sandoval, et al. "Latino Public Participation Report," 2012.

<http://www.southernnevadastrong.org/files/managed/Document/65/Lane%20County%20OR%20-%20Latino%20Public%20Participation%20Report%20HUD%2011-12.pdf>

217 <http://eugene-or.gov/DocumentCenter/Home/View/2140>

- **Lane Workforce Partnership Local Strategic Unified Workforce Plan²¹⁸** - To meet the workforce needs of employers and individuals through partnerships and innovation by serving businesses, universal job seekers, and low-income adults.
- **Regional Prosperity Economic Development Plan²¹⁹** - Provides a shared vision for economic development that builds upon the region's existing assets and resources by reducing unemployment rate to the state average or below and increasing the average wage to exceed the state average.
- **Eugene-Springfield Consolidated Plan 2010-2015²²⁰** - (See section 4.2)

Transportation Planning and Public Transit

Oregon's transportation network is governed at the state level by a series of planning documents, all of which include the values of equity and access at their core. Transportation for the Eugene-Springfield region is guided by the following transportation documents:

- **Regional Transportation Plan (RTP)²²¹** - Amalgamated from the three municipal **Transportation System Plans** of Eugene, Springfield, and Coburg satisfying the Safe Accountable Flexible Efficient Transportation Equity Act – A Legacy for Users (SAFETEA-LU). Under **Objective 2**,²²² the RTP considers both accessibility and mobility, measured in metrics. **Accessibility** refers to physical proximity and ease of reaching destinations for all modes and those transportation disadvantaged throughout the urban metropolitan area. **Mobility** is measured in travel time, guiding decisions related to equitable access to transportation to help less advantaged population reach the opportunities they seek. **Objective 6**²²³ focuses on equity, as “This objective communicates our desire to ensure that the benefits and the impacts of our transportation system are socially equitable and respect basic civil rights. An equitable transportation system allows people to gain access to good jobs, education, and needed services as affordably as possible.”
- **Lane Coordinated Public Transit-Human Services Transportation Plan²²⁴** - The purpose of this plan to identify how human service providers and transportation agencies coordinate efforts to provide for transportation needs of older populations, people with disabilities and limited incomes.
- **TransPlan²²⁵** - 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. Provides “adequate

218 <http://laneworkforce.org/media/LWP-2007-09Plan%20Mod.pdf>

219 <http://www.eugene-or.gov/index.aspx?NID=815>

220 “Eugene Springfield Consolidated Plan 2010-2015” July 1, 2010. <http://www.eugene-or.gov/DocumentCenter/Home/View/2140>

221 Central Lane MPO Regional Transportation Plan, December 11, 2011. http://www.lcog.org/documents/mpo/rtp/2035/RTP_Chapters1-4_Adopted_Dec-11.pdf

222 Central Lane MPO Regional Transportation Plan, December, 2011. Chapter 2, Page 4. http://www.lcog.org/documents/mpo/rtp/2035/RTP_Chapters1-4_Adopted_Dec-11.pdf

223 Central Lane MPO Regional Transportation Plan, Chapter 2, page6

224 The 2013 Lane Coordinated Plan, Lane Transit District, <http://www.ltd.org/search/showresult.html?versionthread=a9e3799fe7e10b5fb29b109c6269cc49>

225 Lane Council of Governments, “TransPlan” 2002. <http://www.lcog.org/transplan.cfm>

levels of accessibility and mobility for the efficient movement of people, goods, and services within the region” as well as “strategies that improve the economic vitality of the region and enhance economic opportunity.”

- **Title VI analysis** - Central Lane MPO’s presents their commitment to “preventing discrimination and to fostering a just and equitable society” by eliminating barriers and conditions that prevent groups and persons from receiving access, participation and benefits from federally assisted programs, services and activities as a result of their race, color, national origin, disability, age, gender, or income status.

Education

- **Equity and Community Consortium**²²⁶ - Memorandum of Understanding between all education districts within Lane County, representing a commitment of agencies “to equity and inclusion and to create agencies that better serve, reflect, and understand the communities” they serve.
- **4J School District Equity Committee Annual Agenda**²²⁷ - The mission of the Equity Committee is to assist the district in improving success among students from racial and ethnic minority groups and economically disadvantaged backgrounds, LGBTQ students, students who have disabilities and students who are non-English speakers.

Community Health

- **Lane County Public Health Authority Comprehensive Plan**²²⁸ - Revised annually, this plan addresses performance measures related to health concerns among Lane County residents, specifically addressing services among high priority and underserved populations.
- **National Prevention Strategy**²²⁹ - To achieve the overarching goal of increasing the number of Americans who are healthy at every stage of life, Lane County adopted National Prevention Strategy aiming to eliminate health disparities among target populations while improving the quality of life for all Americans.
- **Oregon Health Improvement Plan**²³⁰ - The Oregon Health Improvement Plan (OHIP) includes innovative solutions to improve the lifelong health of all Oregonians; increase the quality, reliability and availability of care; and lower or contain the cost of care is it is affordable to everyone. Its primary goal is to “Achieve health equity and population health by improving social, economic and environmental factors.”
- **Community Health Needs Assessment** -- A collaboration between Lane County Public Health, PeaceHealth, Trillium Health Plan, and United Way of Lane County, the Community Health Needs

²²⁶ Equity and Community Consortium (Diversity and Human Rights Consortium) <http://www.eugene-or.gov/DocumentCenter/Home/View/4955>

²²⁷ 4J School District Superintendent, September 2012. http://www.4j.lane.edu/files/superintendent/board_goals_2012-13.pdf/equity

²²⁸ http://public.health.oregon.gov/ProviderPartnerResources/LocalHealthDepartmentResources/Documents/Annual%20Plans/Lane_County_2012_Annual_Plan.pdf

²²⁹ U.S. Surgeon General’s office, “National Prevention Strategy.”

<http://www.surgeongeneralhealthcare.gov/initiatives/prevention/nphpphc/strategy/report.pdf>

²³⁰ <http://public.health.oregon.gov/ProviderPartnerResources/HealthSystemTransformation/OregonHealthImprovementPlan/Pages/index.aspx>

Assessment aims to improve overall community health by focusing the entire region on common community health objectives. By highlighting at-risk populations, such as elderly and persons living in poverty, this needs assessment identifies trends related to social determinants of health, as well as the rates of access to affordable health care within Lane County.

- **Community Health Improvement Plan (CHIP)**²³¹ – Following up the Community Health Needs Assessment, the CHIP’s objectives²³² include examining health improvement strategies through an “equity lens to reduce disproportionate impacts,” “raising awareness and understanding of health disparities among elected officials and other community leaders,” as well as engagement of diverse communities in policy and activities.
- **City of Eugene’s Diversity & Equity Strategic Plan**²³³ - To ensure that the City organization provides access, removes barriers, and is inclusive of all community members and employees. DESP puts forth a vision for diversity and human rights that employees can embrace and community members will understand and trust.

Equity themes across guiding documents

Similar to the results of the Key Informant Interviews, equity is embedded in many of the Eugene-Springfield region’s governing documents and has been examined through many lenses. Plans and analyses are often developed in “silos” to meet specific funding requirements or are tailored to fit an organizational framework, making for difficult translation across disciplines. Furthermore, the geographic scale and extent of each plan varies, leading to incomplete data sets at the regional level in some categories. To fill these information gaps, an analysis such as the Equity and Opportunity Assessment can provide a connection between these somewhat isolated efforts.

²³¹ “Lane County Community Health Improvement Plan: Summary” (May 2013) p. 6-7. <http://www.preventionlane.org/presentations/CHIP-Lane-County-summary.pdf>

²³² Jordan, Jennifer. (April 2013) Lane County Public Health. “Community Health Improvement Plan” p.10-11. http://www.preventionlane.org/Docs/Lane-County-Health-Future_CHIP_2013.pdf

²³³ City of Eugene, “Diversity and Equity Strategic Plan” July 2009. <http://www.eugene-or.gov/DocumentCenter/Home/View/3025>

