

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 2010-2015**²¹³ - 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 Plan**²¹⁴ - 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 County**²¹⁵ - 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 Project**²¹⁶ - 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 Strategy**²¹⁷ -- 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 6²²³** 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>

