

Equity and Opportunity Assessment



July 2014



Equity and Opportunity Assessment

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Community
Planning
Workshop



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Executive Summary

The Equity and Opportunity Assessment (EOA) of the Lane Livability Consortium (LLC) seeks to identify and analyze issues of equity, access, and opportunity and consider how these findings can inform agency plans, policies, and major investments. The geographic focus for this analysis is the boundary of the Central Lane Metropolitan Plan Organization Area, which includes the Cities of Eugene, Springfield, and Coburg as well as unincorporated land surrounding these jurisdictions.

Like other efforts of the Consortium, this process was designed to engage multiple agencies and sectors. The Equity and Opportunity Assessment Project is primarily supported through a Sustainable Communities Regional Planning Grant provided through the U.S. Department of Housing and Urban Development. Other resources include in-kind time, data, and expertise provided by over 30 participating agencies as well as resources created through other Lane Livability Consortium projects.

This Assessment broadly defines opportunity as a condition or situation that places individuals in a position to be more likely to succeed or excel. Through the Assessment process, participating agencies sought to:

- Establish a common understanding of how different community agencies approach issues of access, equity, and opportunity;
- Examine and consider related data and analyses and create a set of data resources related to equity, access, and opportunity;
- Incorporate qualitative needs and community perspectives gathered through multiple forms of engagement;
- Identify policies, plans, investments, and public engagement strategies among multiple sectors that can be informed by the analysis; and
- Develop recommendations for policies, programs, and investments based on the analysis.

Building upon the existing efforts and plans within participating agencies, this Assessment intends to provide data and analysis that can be used by multiple agencies to inform future plans, programs, and decision-making processes.

The project is led by a core team working on behalf of the Lane Livability Consortium, which is composed of members including LLC Project Manager (Stephanie Jennings), City of Eugene staff (Sarah Zaleski and Jason Dedrick), City of Springfield staff (Kevin Ko), and staff from the Community Planning Workshop at the University of Oregon (Maddie Phillips and Bob Parker). This team has expertise in public participation, data analysis and mapping, community planning, fair housing, HUD programs, and diversity and equity issues.

1.1. Project Approach

The Equity and Opportunity Assessment included five major process steps, as shown in Figure 1.1. These are outlined below.

Identify Key Issues and Data. Individual interviews with agencies participating in the Lane Livability Consortium and other community partners provided a baseline understanding of how each stakeholder agency approaches equity and access issues, related plans and analyses, potential sources of data and applications, and an understanding of desired outcomes for the Assessment. A total of nine interviews were conducted that included 58 participants from governmental jurisdictions, affordable housing providers, school districts, transportation agencies, and United Way of Lane County. In addition, a review of how equity and access issues are currently addressed within area plans was completed.

Data Selection, Mapping, and Analysis. The Assessment drew upon regional data resources to: 1) compose a broad understanding of where different groups of people live within our community; 2) identify how jobs, schools, and services are distributed through the region; and 3) uncover disparities in access and opportunity. Each stage of engagement with stakeholders provided further feedback resulting in greater refinement of the data sets and analysis.

Engage and Interpret Data. Through two multi-agency interactive workshops, 48 participants from over 20 agencies considered mapped data and analysis by identifying key trends, questions, conclusions, and possible applications to policies, programs, and investments. Workshop meetings included interdisciplinary representatives of jurisdictions, schools, affordable housing organizations, transportation agencies, public health, agencies representing vulnerable populations, and local funders. Based on these workshops, additional data was gathered to more completely describe access to opportunities.

Community Consultations. Following the initial review and interpretation of data, stakeholder agencies identified opportunities for presentation, discussion and feedback from community stakeholder boards and commissions (i.e. Housing Policy Board, the Eugene Human Rights Commission, and Eugene and Springfield Planning Commissions). Where possible, consultations leveraged existing networks, forums, and gathering places. Qualitative needs and perspectives were also gathered through the Latino Public Participation and Community Indicators Project and the Equity and Opportunity Assessment of Affordable Housing Residents.

Identify Key Investments and Apply Findings. Another step in the Assessment process identified applications of the EOA to enhance equity, access, and opportunity to specific issue areas. The core team worked with lead staff and agencies in the areas of land use and transportation; affordable housing, community development, and human services; economic development; and health to organize each workshop. Four workshops were held with a total of 64 participants. These workshops generated specific ideas for applying the findings of the analysis to plans, policies, investments, and public engagement strategies.

Develop Final Maps, Analysis Recommendations and Report. The final step in the process was the synthesis of the quantitative data, qualitative data, and community needs into a final set of maps and report. During this phase additional consultation occurred with multiple agencies and community stakeholder groups to identify and refine recommendations and applications.

1.2. Agency Perspectives on Equity, Access and Opportunity

A number of themes emerged from the key informant interviews and feedback provided through workshops and consultations. They are as follows:

- There are significant variations both among and within agencies in how they consider issues of equity, access, and opportunity. For example, technological, educational, and financial barriers surfaced in many discussions (in addition to geography) as key issues to accessing opportunities within the metropolitan area. At the same time, most agencies expressed a desire for better common understanding of these issues across agencies.
- Most agencies have performed some level of equity, access, or opportunity analysis independently, some for federal or state requirements, others in response to local priorities. There are significant variations in the scope, methods, and key indicators used for these analyses. Some of these documents are used and updated on a regular basis, though it is clear that such analyses are not often shared across disciplines (i.e. transportation planning efforts are not often used by health professionals).
- Most agencies would like better access to broader range of both data analyses and raw datasets related to equity, access, and opportunity. Many asked if there are ways to layer data to better understand trends and patterns across multiple sets of data.
- Many interagency and cross-sector partnerships already exist to address the needs of vulnerable populations and advance equity, access, and opportunity. Some of those interviewed would like to be able to use the Assessment to identify additional common interests and initiate collaborations with other agencies.
- Multiple agencies identified increasing needs among vulnerable residents but also described the negative impacts of declining resources. Reductions in school funding and social services have had significant impacts on services for vulnerable populations.
- Community residents were involved in the Assessment process through several projects. These included the Equity and Opportunity Assessment of Affordable Housing Residents, where residents were surveyed on many different aspects of access and opportunity. Another method of communication with community members involved the Latino Public Participation and Community Indicators Project, where members in the Latino community were able to share their experiences and opinions.

Figure 1.1. Equity and Opportunity Assessment process steps



1.3. Equity, Access, and Opportunity in Area Plans and Analyses

The Equity and Opportunity Assessment builds on a number of previously completed analyses and plans. The data gathered and recommendations will help inform the development of future plans in multiple areas.

- For over 20 years, Eugene and Springfield have collaboratively developed the Eugene-Springfield Consolidated Plan to analyze community needs and guide use of HUD funding for affordable housing, human services, economic development, and improvements to low-income neighborhoods. The two jurisdictions completed their first joint Analysis of Impediments and Fair Housing Plan in 2010 and will commence development of their next Consolidated Plan and Fair Housing Plan in 2014. The results of the Equity and Opportunity Assessment will be largely incorporated into both of these plans.
- In the transportation area, the Regional Transportation Plan has provided a regional framework for understanding transportation equity issues across jurisdictional boundaries. Both Eugene and Springfield have developed separate Bicycle and Pedestrian Plans to advance support for use of alternative modes of travel. The Regional Transportation Options Plan and Long-Range Transit Plan are both additional resources and plans that will be informed by the results of this analysis.
- In the health area, Lane County Public Health and PeaceHealth have created the first Community Health Improvement Plan for our region. This plan identifies health equity as a critical issue of concern and creates a key point of connection between public health and other issue areas.
- In the economic area, multiple agencies have come together to develop a Plan for Regional Economic Prosperity. Over several years of planning, workforce development and brownfields have emerged as critical focus areas of economic prosperity and these areas can be informed the EOA.
- The City of Eugene’s Diversity and Equity Strategic Plan 2009-2014 identifies a series of goals and actions to enhance access, remove barriers, and create an inclusive environment for all community members and employees. The current plan includes goals and strategies for leadership, capacity, workforce and work environment, service delivery, communications and engagement, and measurement and accountability. The data and conclusions of the EOA provide valuable information for the ongoing efforts of equity and human rights staff as well as future plans and initiatives.

While existing plans provide a wealth of information and significant foundation for the EOA, agencies recognize additional work is needed to bridge those plans and analyses. Most of the plans have been developed to meet specific funding requirements by state or federal entities or tailored to fit an organizational framework, making for difficult translation across disciplines. Furthermore, the geographic scale and extent of each plan varies, leading to data sets that cover different areas in the region. The region’s Metropolitan Plan has served to connect many community issues but has a strong land use and regulatory focus. There is great potential for the Metropolitan Plan to serve as the connecting framework.

1.4. Key Findings from Assessment

Through the collective efforts of participating agencies, over 50 geographic datasets from federal, state, and local sources were identified for consideration as a part of the Assessment. Ultimately, 70 indicators were organized into seven topical indicator categories and were selected for the Assessment. These indicator categories are: social and demographic characteristics; income and poverty; housing access; educational opportunity; employment opportunity; transportation access; and safety, health, and wellness. The diagram below illustrates the 7 topical indicator categories.

Data is presented and analyzed at the census tract level and there are 62 census tracts included in the Assessment area. A data range was established for each data set, and the range is divided equally into low, medium, and high categories. The tract was assigned a low, medium, or high ranking based on where it falls in the data range. For some datasets, the range is very small when there is not much difference between the highest and lowest tracts. The degree of opportunity or vulnerability was then identified in the maps by a light (greater opportunity/less vulnerability) to dark (lesser opportunity/ more vulnerability) color scheme. Not all data is representative of an opportunity or vulnerability, but is provided for regional context, renter and owner occupancy is a good example of this.



This method of analysis with equal intervals allows for a **relative** analysis of tracts based on their distribution within the metropolitan area. Data within each topic area has been compiled into composite indices, which again present a **relative** analysis of conditions among the census tracts within the metropolitan area.

In addition to the data analysis, this report and its process draws information from previously completed plans and analyses including the 2010 Eugene-Springfield Consolidated Plan, the 2010 Eugene-Springfield Fair Housing Plan, the Travel Demand model for the Central Lane Metropolitan Planning Organization, Equity and Opportunity Assessment of Affordable Housing Residents, and the Latino Public Participation and Community Indicators Project.

Overall Findings

For the first time in our region, the information and maps developed for the Equity & Opportunity Assessment have been grouped together and analyzed using common methods for all categories of data. This systematic analysis allows for comparison of factors within and across categories. Each category provides an assessment of access to opportunity for residents of a census tract. With this information, decision-makers are able to view and compare a wide range of characteristics of opportunity among places within our region.

Throughout this Assessment, characteristics of different neighborhoods have been examined to look at residents' access to opportunities. Overall findings indicate that there are some differences in geographic access to opportunities for residents. However, the compact size of our region and overall disbursement of lower income populations has limited these differences. Nevertheless, there are some areas in the community with both higher percentages of vulnerable populations and greater economic vulnerability across multiple factors. These areas do not meet the HUD criteria for racially or ethnically concentrated areas of poverty (RCAPs/ECAPs) at this point in time but could in the future.

The following sections identify conclusions from the geographic analysis of equity, access, and opportunity; describes how this body of work may be incorporated into the overall regional structure of planning and investment decision making; and identifies specific opportunities associated with the four core areas of economic prosperity, housing and community development, transportation, and public health.

Community Profile

- The geographic area for the Equity and Opportunity Assessment is the Central Lane Metropolitan Planning Organization Area (MPO), which includes the cities of Eugene, Springfield, Coburg as well as adjacent unincorporated areas totaling 123 square miles.
- The area includes numerous geographic features including the Willamette and McKenzie Rivers; surrounded by foothills and forest; wetlands to the west, and farmland to the northwest and north. All of these features, along with Oregon's strong land use regulations have encouraged compact growth over time.
- The MPO area contains 251,721 people and has grown by 9% since 2000. Eugene has a population of 158,335 and has grown 14.8% since 2000. Springfield has a population of 59,840 and grown 13% since 2000.
- Population density is greatest in downtown Eugene and in areas adjacent to University of Oregon. Areas outside the urban growth boundaries, near natural hazards, and areas preserved for parks have the least population density.

Social and Demographic Characteristics

- The MPO's population is aging and growing more diverse while household sizes are slowly shrinking.
- Latino residents make up 8% of the Assessment area's population (21,795 people). The number of Latino residents has increased by 82% between 2000 and 2010. In the 17 tracts with the highest percentages, 11% to 15.3% of residents identify with Latino ethnicity. These tracts are clustered in West Eugene Hwy 99 and West 11th Corridors, and in Springfield along Pioneer Parkway and Main Street.

- Persons of a minority race make up 13% of the area’s population (34,288 people). The number of Minority residents has increased by 37% between 2000 and 2010. In the 8 tracts with the highest percentages, 17% to 22.8% of residents identify with a non-white race. These tracts are located in West Eugene, around University of Oregon, and along Pioneer Parkway in Springfield.
- Persons with a disability make up 18% of the area’s population. In the 9 tracts with the highest percentages, 23% to 30.5% of residents have a disability. These are clustered in West Eugene along the Hwy 99 and West 11th Corridors, and along Pioneer Parkway and Main Street in Springfield.
- Children make up 20% of the area’s population. In the 35 census tracts with the highest concentrations of children, they make up 20% to 29% of the population by tract. These tracts are located throughout the community except downtown Eugene and near University of Oregon.
- Single female headed households make up 11% of households in the area. In the 11 tracts with the highest percentages, 15% to 21.5% of households are headed by a single female. These tracts are located along Pioneer Parkway and Main Street in Springfield, and in certain areas of West Eugene.
- There are multiple tracts with greater percentages of Latinos, Minorities, youth, populations with disabilities, and single headed households. These areas also tend to have fewer seniors. These more vulnerable and historically marginalized populations are consistently found along West 11th and Highway 99 in Eugene and along Pioneer Parkway and Main Street in Springfield.
- Areas within the MPO but outside of urban growth boundaries of the cities tend to have very low densities and are occupied primarily by older white residents.

Income and Poverty

- 19% of the population is in poverty. The inclusion of college students in the poverty calculations has the potential to alter the overall poverty rate since the dynamics of college student finances can be much different than the general population. About 25% of the population in poverty lives in the 5 tracts with the highest percentages (40% to 68.7%). These are also areas of extreme poverty. These tracts are located around the University area and in the West Eugene Hwy 99 area. When off-campus college students are excluded from the poverty calculations there is one tract in the area with extreme poverty, found in the West Eugene Hwy 99 area.
- The median household incomes of the Assessment area’s two main cities of Eugene and Springfield are below the county, state, and national income levels.
- The degree and extent of children in poverty is more difficult to measure. Information on lunch eligibility and the HUD poverty index show that poverty for children is greater. Around half of elementary students qualify for the free or reduced lunch program at school and areas with high percentages for elementary school students who qualify for the school meal program show 63% to 94.1% of students eligible.
- About 19% of households receive SNAP benefits. In the 7 tracts with the highest percentages 33%-49.4% of households receive SNAP benefits and 25% of households that receive benefits live in these tracts. These tracts are located around West-central Eugene, and include the Hwy 99 and Roosevelt Boulevard tracts and along Main Street in Springfield.
- More vulnerable populations tend to live in areas with economic vulnerability.

- Areas with greater economic vulnerability tend to have higher percentages of Latino populations, youth, older populations age 60 to 79, more populations with disabilities, and single headed households.

The picture of where opportunity exists in the Assessment area varies for housing, education, employment, transportation, and safety, health, and wellness. As a result, there are no areas that have the greatest access to opportunity across all these factors. Again, the compact development patterns and disbursed employment, education, transportation, and park/recreational facilities improve access to opportunity for the community as whole.

There are some variations that can be identified. In general, more central areas have greater access to transportation, housing, and employment opportunities but lesser access to educational opportunities and positive health and wellness influences. Areas along major transportation corridors have a concentration of industrial uses that offer significant access to employment opportunities but also have more negative safety, health, and wellness influences. These areas include West Eugene West 11th, Roosevelt Boulevard, and Hwy 99 areas, and in Springfield along the Pioneer Parkway, Gateway Street, and Main Street areas. Variations by specific factors are summarized below.

Housing Access and Affordability

Housing is more affordable in core areas although subsidized affordable housing and manufactured home parks are scattered throughout the region. Renter housing cost burden indicators are quite high, but are strongly impacted by the presence of many college students. Even for those living in subsidized affordable housing, these costs remain a significant challenge.

- Areas with greater housing affordability are not necessarily areas without housing hardship.
- Areas with more housing affordability tend to have more economically and demographically vulnerable populations. These areas also tend to have lower priced units, older housing stock, and a greater percentage of rental units and renter households. These are all centrally located with more access to public transportation, services, and jobs.
- Renter households make up 45% of occupied housing and are concentrated in downtown and mid-central Eugene, including the University and Hwy 99 areas. The area around the University of Oregon has the highest percentage of rental units with many developments that cater to college students.
- Areas with less housing affordability are also areas with fewer demographically and economically vulnerable populations. These areas have high percentages of youth and older populations, but low percentages of Minority, Latino, populations with disabilities, and single headed households. These areas tend to have less access to public transportation, services, and jobs but greater education opportunity, and more positive health and wellness influences.
- Renter housing affordability is an issue. There are not any tracts with characteristics of affordable rental housing in the Assessment area. These characteristics include lower monthly rental housing costs and low percentages (less than 25%) of renter households experiencing housing cost burdens.
- The majority of tracts have over 25% of renter or owner households with a cost burden.
- Regionally, the growth of housing costs has exceeded the growth of incomes.

- About 3.6% (4,040) of housing are affordable subsidized housing units in the MPO. In the 3 tracts with the highest percentages, affordable subsidized housing makes up 18% to 27.3% of housing units. In these tracts, 25% of affordable subsidized housing units are found. There are 23 tracts with no subsidized affordable housing developments.
- About 5% (5,540 units) of housing units are located in manufactured home parks. These developments vary in size and unit quality and are located throughout the MPO with concentrations in West Eugene, Glenwood, and East Springfield.
- Homelessness is a prevalent issue in the community, with a one night winter count in 2013 finding 1,751 people on the streets or in emergency shelters in the County. In the 2011-12 school year, Lane County schools reported 2,262 children homeless.

Educational Opportunity

Educational opportunity tends to be greatest in outlying areas where there children make up a greater proportion of the population and there is better access to elementary schools. There are two tracts in west Eugene and multiple tracts in Springfield along Pioneer Parkway and Main Street where 14 to 20 percent of the residents do not have a high school diploma. There is a strong correlation between the educational achievement of adults and their children.

- Education trends show a community with more higher education degrees, however, a large segment of the population over age 25 (9%) still does not have a high school diploma or equivalent.
- Residents in affordable housing developments reported that language was a barrier when trying to communicate with school staff on behalf of their children.
- Areas with less educational opportunity are also areas with demographically and economically vulnerable populations with higher percentages of Latinos, youth, and single headed households (male and female). These also tend to be areas of poverty and have greater need of food assistance.
- Areas with high percentages of people without a high school diploma are also similar to the areas with lower school proficiency, have higher percentage of students eligible for free or reduced lunches (63% to 94.1% in school attendance areas), and over half of the tracts are areas of poverty.
- Affordable housing residents identified transportation and costs as challenges and barriers for children accessing after school activities.
- Greater percentages of Latino populations have less than a high school diploma and there are higher percentages of Latino populations living in areas with less educational opportunity.
- Areas with more educational opportunity tend be areas with less economically vulnerable populations.
- Areas with less educational opportunity tend to have more demographically vulnerable populations.
- A few of the tracts with greater educational opportunity have less housing affordability, lower use of alternate modes, and fewer employment opportunities.
- Most residents of affordable housing were satisfied with their children’s schools.
- Affordable housing residents reported that three reasons schools were chosen were: reputation, ability to get there, and closeness to home.
- Overall, areas with educational opportunity are found in mid-south and northeast Eugene, and mid-north and east Springfield.

Employment Opportunity

The core areas and areas along major transportation corridors have more employment opportunities and better access to transportation than outer portions of the region. While there is greater access in core areas, these areas also have varying labor force participation and unemployment rates. The lower participations rates are due in part to a larger number of college students, seniors, and persons with disabilities. There are two tracts with unemployment rates exceeding 18% including the Highway 99 tract and a tract along Pioneer Parkway.

- Employment in the region, while diversifying towards areas like education and health services is increasingly comprised of lower wage work.
- Areas with the greatest overall employment opportunity are in the central core areas of Eugene in Downtown and the University area; and in Springfield in Glenwood, and along Pioneer Parkway and Gateway St.
- The Hwy 99 and Gateway Street tracts have high labor force participation but they are also areas of high unemployment.
- The areas with higher employment are around the Roosevelt Boulevard West 11th area, north of Downtown by the regional mall Valley River Center, and the Downtown and University area of Eugene. In Springfield these areas are the northern Pioneer Parkway area, around the Gateway area, and south in Glenwood.
- Residents in affordable housing developments identified certain barriers in looking for work: childcare, transportation, low salaries offered by available jobs, not having the experience or education needed for available jobs (computer skills), language, age, and disability.
- Tracts that have fewer employment opportunities tend to also have less housing affordability.
- There are areas in the community where even though there is access to jobs by commute or the presence of employment, residents are still experiencing economic distress. These tracts also tend to have more vulnerable populations. These tracts are located in the Roosevelt Boulevard West 11th Corridor area, and Pioneer Parkway and Gateway St in Springfield.

Transportation Access

As a whole, the Assessment Area has a very low average commute time and a very high rate for use of alternative modes of travel in comparison with other metropolitan areas. The areas with the highest rates of alternative modes are in core areas including around the University of Oregon, downtown Eugene, and in the tract along Highway 99. It is difficult to determine where reliance on alternative modes is an active choice or an indicator of economic hardship based on qualitative data alone. Through outreach to Latino residents and residents of affordable housing, it apparent that economic hardship does play a role in some areas. In addition, the inability to legally obtain a drivers license also impacts undocumented persons.

- More people seem to be using alternative transportation, and this is primarily found around the University and Downtown areas of Eugene, locations that also have more employment opportunity.
- Areas where there is greater use of alternate modes of transportation have less demographically vulnerable populations.

- There is a greater use of alternate modes of transportation in the Hwy 99 area where there are also more economically vulnerable populations.
- A majority (70%) of commuters drive alone to work, while 15% of commuters use an alternative transportation (bus, bike, or walk).
- Qualitative surveys identify traffic safety as a significant concern. Both Latino residents and affordable housing residents identified numerous concerns about speeding, sidewalks, crosswalks, lighting, and traffic signals. Cost and convenience of public transportation was also identified as a significant barrier.
- Affordable housing residents reported transportation as a barrier to accessing schools through the district school choice program and for after school programs or activities. Cost and transportation were cited as barriers to children accessing afterschool activities.

Need for Emergency Services

- Areas with greater need for emergency services tend to have demographically vulnerable populations.
- Areas with the greatest need for emergency services are located around the University.
- Outside the University areas with more need for Emergency Services are in the west Eugene Roosevelt Boulevard - Trainsong areas and Gateway in Springfield.

Health and Wellness Influences

- The core areas have less positive health and wellness influences, including downtown Eugene, the areas along Highway 99 and West 11th Avenue in Eugene, and along Main Street in Springfield. Most of the less positive health and wellness influences in the core areas include greater need for emergency services and greater potential exposure to pollutants. In comparison, the regions outside these core areas have lower percentages of vulnerable populations in the south, southwest, and northeast Eugene, and in East and south Springfield. These are all locations, with the exception for the University area, that also have lower economic stress and vulnerability.
- Areas with less positive health influences have more economically and demographically vulnerable populations and are located in West Eugene around the Hwy 99 corridor and in mid-central Springfield. In Springfield, areas with less positive health and wellness influences have less employment opportunities.
- Areas with more positive health and wellness influences have greater educational opportunities and are located in south Eugene, northeast Eugene, and north Springfield.
- 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.
- About 38% of households have 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.
- In the Assessment area, almost 2/3 or 65% of housing was built before 1980.

1.5. Incorporating Equity into Plans, Policies, and Investments

As part of the process of development the Equity and Opportunity Assessment, four workshops were conducted to specifically consider where and how issues of equity, access, and opportunity might be considered in the region's plans, investments, and decision-making processes. Other ideas were gleaned from key informant interviews, community consultations, as well as from engagement with Latino residents and residents of affordable housing.

First and foremost, the Assessment process highlighted many community core values, especially those held in common by many community stakeholder agencies and organizations. Alignment of these goals could help and be helped by opening lines of communication across disciplines. Additionally, developing common language can help cross-disciplinary communication, allowing stakeholders to understand the nuances of equity issues, especially as factors compound and influence choices of residents in this region.

Stakeholders also asserted the importance of sharing data and contributing to upkeep of certain data sets. Frequent requests for maps initially displayed during this process indicate there is intense community interest without the resources to share and distribute this data. Participants consistently identified opportunities to incorporate issues of equity, access, and opportunity into public engagement, plans, policies, investments, and leveraging resources. Specific ideas and recommendations related to each of these topics are provided below.

Public Engagement

Use of maps of different factors offer critical information not only inform public engagement efforts but also to engage the public and increase the community's understanding of issues of equity, access and opportunity. Participants in many workshops identified opportunities to leverage resources in public engagement, especially in outreach to areas of the community affected by multiple investments.

- Data can help agencies and organizations identify and target outreach and education strategies to engage the public and/or specific vulnerable populations.
- The visual nature of this data can help residents relate to and contextualize data.
- Data can help residents engage perceptions of community characteristics.
- Data can help diversify the voices heard and included in community discussions and create a culture of civic engagement

Plans

Most agencies have started to intentionally recognize interconnections across multiple planning areas and are seeking data and information from other areas and sources beyond their central focus area as they develop plans. For example, some organizations have begun to shift towards consideration of triple bottom-line principles in the development of their plans and need better information on equity issues. A number of agency staff have already utilized the maps and data generated to inform current planning efforts.

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.

Participants were interested in applying EOA data to the work they do through agency and organizational planning in the following ways.

- Using EOA mapped data, stakeholders can define and understand the factors that contribute to vulnerability of specific populations, especially when trying to plan for these populations. These vulnerabilities can be identified based on the concentration of multiple factors in specific geographic areas in the region or for a population as a whole.
- Help staff and decision-makers better-understand the geographic distribution and gradation of issues facing certain areas of the Eugene-Springfield region.
- Integrate data from other disciplines into upcoming plan revisions to achieve coordinated regional goals.
- Inform mandated planning activities to consider equity and access as the region accommodates change and growth over the next planning horizon.

Lastly, the Assessment offers critical insights that will benefit the region as it revises and updates its core regional plans including the Metro Plan, Regional Transportation System Plan, Economic Prosperity Plan, and Consolidated Plan.

Policies

Several agencies have started to apply a triple-bottom line lens as elected officials and leaders make specific policy decisions. Readily available data on equity issues that is broadly available make it much easier to incorporate such data into these policy decisions. Specific recommendations and ideas are described below.

- Help staff transparently describe the need for specific policies.
- Identify issues and align policies in multiple disciplines to achieve regionally-desired equity and access outcomes.
- Inform the siting of services to assure access by all users, especially target populations.
- Establish regionally-relevant eligibility thresholds for funding and/or programs.

Investments

Data and information provided through this report offer a finer grain of context to decision-makers as they strategically allocate funding resources throughout the region. Investments can help those residents disproportionately affected by policy decisions achieve greater access to areas of higher opportunity, as well as make “good” geographic areas “great.”

- Identify geographic areas or specific populations ripe for investments across many disciplines and funding resources.
- Leverage investments across disciplines.

- Comprehensively address disproportionate exposure or impact on certain geographies and/or populations
- Make greater positive impacts (greater return on investment) to increase opportunities for residents.
- Sustain and improve access to and quality of existing services and infrastructure
- Disburse and ameliorate endemic conditions, such as poverty
- Data can help organizations serving the region to strategically build capacity

Leveraging Resources

The data and findings offered through this report has already supported multiple grant applications by public and nonprofit organizations. Many partners have commented on the time spent searching for such information and the difficulty of piecing together data from a variety of sources. This resource offers a one-stop shop for grant seekers and also helps to raise awareness of the data resources and information that are available.

1.6. Recommendations by Issue Area

The following section summarizes ways to specifically incorporate issues of equity, access, and opportunity into the areas of housing, transportation, economic prosperity, and public health. Each subsection identifies the major organizations and major investments on the horizon.

As context, it is important to understand there are a number of public agencies and other supporting organizations that are responsible for the functions of government within the Metropolitan Area. Some agencies, such as units of city and county government, play roles in most areas. Some other agencies may only be involved in one specific 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. Understanding the roles of various community agencies and plans is critical to the identification of places where to add considerations of issues of equity, access, and opportunity.

Stakeholders offered fairly specific recommendations in four workshops and through subsequent consultations. Recommendations made in each category of our Assessment provide more tangible ways data from this process can be applied to work in our region. This section includes a selection of specific, timely ways to apply the data and findings to specific topic areas.

Transportation

- A number of opportunities have been identified to utilize Equity and Opportunity Assessment to inform an array of transportation plans, investments, and public participations processes.
- Incorporate EOA data and findings into regional scenario planning for transportation related greenhouse gas emissions.
- Utilize Assessment data and findings in transportation investments decisions such as prioritization of road improvements and transit investments.
- EOA data can also serve a useful resource for corridor transportation plans and specific projects. The City of Eugene and Lane Transit District plan to utilize this data to inform their approach to planning for the next Bus Rapid Transit corridor.
- Utilize EOA data in multiple regional and citywide planning process including transportation system plans, regional transportation options plans, transit plans, and bicycle and pedestrian plans.
- Consider using EOA data to develop criteria for prioritization of project funding.
- Utilize EOA data to inform development of comprehensive plans.
- Identify opportunities for connecting transportation and land use concerns with other community concerns such as economic development and health.
- Given that the cost of public transportation emerged as a key barrier in the EOA, there is a need to identify and advance strategies to ameliorate this issue. In particular, the loss of the free student bus pass has had a host of negative impacts for students as well as their families. Many expressed interest in the idea of residential group passes and support for reinstatement of the free student bus pass program.

- In particular, the perspectives gleaned from affordable housing residents point to significant concerns about traffic safety and provide support for greater and targeted investments to address issues such as sidewalk connectivity, cross walks, signals, speed, and lighting concerns.

Land Use

- Both Eugene and Springfield are in the process of adopting 20-year comprehensive plans. As these plans move into implementation, the EOA provides a wealth of community information to inform almost every planning effort.
- Specifically, efforts in Eugene are underway to determine the best approach for expansion of the industrial lands inventory.
- Another project is underway to better understand current environmental justice issues in Northwest Eugene.
- Identify opportunities for connecting transportation and land use concerns with other community concerns such as economic development and health.

Economic Development, Workforce, and Financial Stability

- Use EOA data to inform economic development, workforce, and financial stability plans, investments, and public participations processes. In particular, EOA can be used to identify linkages between education, workforce development, and economic development.
- Utilize EOA data to draw connections between existing workforce characteristics, training resources, and site planning.
- Use EOA data in the prioritization of brownfield redevelopment opportunities. This recommendation has already been implemented by the regional Brownfields Coalition which received a Brownfields Assessment Grant from the U.S. Environmental Protection Agency.
- Identify types, locations, and mix of desired businesses and services appropriate for neighborhood business development and recruitment.
- Identify “hot spots” within the community that are eligible for funding programs or could be ripe for private business investment, including redevelopment of brownfields.
- Use data to identify environmental justice impacts related to existing and proposed industrial expansion areas.
- Support the development of area plans for economic prosperity where there is greater economic vulnerability.

Housing, Human Services, and Community Development

- Utilize EOA data to inform a broad array of affordable housing, human services, and community development plans, programs, investments, and public participation strategies.
- Specifically, EOA data will be incorporated into the development of the 2015 Eugene-Springfield Consolidated Plan, which guides the use of federal Community Development Block Grant (CDBG) and HOME Investment Partnership Program funds.

- The EOA also provides additional insights in the multitude of challenges faced by specific neighborhoods with concentrations of demographically and economically vulnerable people. While these areas have already been targeted for assistance by public and nonprofit agencies, the EOA will support new actions and partnerships to benefit these areas.
- EOA data combined with the qualitative research on the perspectives of Latinos and affordable housing residents will inform the development of the 2015 Eugene-Springfield Fair Housing Plan. The Fair Housing Plan identifies impediments to fair housing as well as specific strategies to address those impediments.
- The EOA data combined with information about the location of existing affordable housing developments identifies key gaps and opportunities for future investments. EOA data could inform Eugene’s process for identification of sites for new affordable housing development and other projects, including Eugene’s Housing Dispersal Policy and use of CDBG and HOME funds for affordable housing.
- Use EOA data to better understand the impacts of affordable housing on other community concerns such as health, employment, and educational outcomes. In particular, the comments from affordable housing residents identify how these areas interconnect.

Health

- Use EOA data for outreach strategies in enrollment of vulnerable populations in the expansion of health care coverage (Coordinated Care Organizations). This may include siting of services and specific programming.
- EOA data is a tool for helping the community to understand the social determinants of health, while identifying targeted approaches (especially with neighborhood associations and other existing grassroots organizations) to improve health outcomes.
- Data can be used as an evaluation tool to analyze the costs and benefits of policy and planning activities for health of residents and identify opportunities for connecting with health issues.

1.7. Recommendations by Application

Participants in the EOA process identified a number of uses for the data presented in the EOA. First and foremost, stakeholders asserted the importance of sharing data and contributing to the upkeep of certain data sets. Frequent requests for maps initially displayed during this process indicate that there is intense community interest without the resources to share and distribute this data.

Participants consistently identified several recommendations regarding ways to use the EOA data in their work around plans, policies, investments, and public engagement.

Public Engagement

Use of EOA maps can proactively engage the community around emerging issues. Participants in many workshops identified opportunities to leverage resources in public engagement, especially in outreach to areas of the community affected by multiple investments.

Policies

The EOA process highlighted many community core values, especially those held in common by many community stakeholder agencies and organizations. Alignment of these goals could help and be helped by opening lines of communication across disciplines. Additionally, developing common language can help cross-disciplinary communication, allowing stakeholders to understand the nuances of equity issues, especially as factors compound and influence choices of residents in this region.

Plans

A high-level application of the EOA's findings identifies a shift in conventional process, enhancing the paradigm of how we plan. Many organizations have begun to shift towards consideration of triple bottom-line principles, making equity a core planning value. This will immediately help LLC efforts around scenario planning. Participants were interested in applying EOA data to the work they do through agency and organizational planning.

Investments

EOA data can provide a finer grain of context to decision-makers as they strategically allocate funding resources throughout the region. Investments can help those residents disproportionately affected by policy decisions achieve greater access to areas of higher opportunity, as well as make "good" geographic areas "great."

Leveraging Resources

EOA data and findings offer critical information to support grant applications by public and nonprofit organizations. Many partners have commented on the time spent searching for such information and the difficulty of piecing together data from a variety of sources. The EOA offers a one-stop shop for grant seekers and also helps to raise awareness of the data resources and information that are available.

2.0 Project Approach

The following Equity and Opportunity Assessment (EOA) was initiated by a coalition of local public, nonprofit, and educational agencies called the Lane Livability Consortium (LLC). These entities are working together through the LLC to find new ways to advance community growth and prosperity in the Eugene-Springfield metropolitan area. The Lane Livability Consortium was established in 2010 in order to apply for and receive a Sustainable Communities Regional Planning Grant from the U.S. Department of Housing and Urban Development (HUD). The Consortium's efforts are funded through the Regional Planning Grant and with leveraged resources contributed by local partner agencies. Work through the Consortium commenced in 2011 and will conclude in 2014.

Partner agencies include City of Eugene, City of Springfield, Lane County, Eugene Water and Electric Board, Housing and Community Services Agency of Lane County, Lane Council of Governments, Central Lane Metropolitan Planning Organization, Lane Transit District, Oregon Department of Transportation, St. Vincent de Paul Society of Lane County, University of Oregon Sustainable Cities Initiative, and the University of Oregon Community Planning Workshop. The geographic boundary of the grant is the Central Lane Metropolitan Planning Organization Area, which includes Eugene, Springfield, Coburg, and unincorporated areas located adjacent to these jurisdictions.

The primary focus of the Lane Livability Consortium is to identify opportunities for greater impacts and linkages among our region's core plans and investments related to land use, transportation, housing, and economic development. Other Consortium initiatives include work on public engagement, scenario planning, use of data for decision-making, regional investments, organizational capacity building, and catalytic projects.

This document is organized to highlight the process and products of the Equity and Opportunity Assessment. The list below outlines the document chapters.

Chapter 1. Executive Summary. Provides a general overview of the project, findings, and recommendations.

Chapter 2. Project Approach. Reviews project purpose, goals and process, including key findings.

Chapter 3. Data Development, Mapping and Analysis. Provides an explanation of the data analysis and

Chapter 4. Community Profile. Provides an overview demographics in the region.

Chapters 5-11. Reviews and discusses data and analysis performed for this Assessment.

Chapter 12. Agency and Planning Framework. Highlights specific issue areas, documents recommendations, reviews agency planning, and describes conclusions.

Chapter 13. Conclusions and Recommendations. Provides topic area recommendations and conclusions.

Appendix A. Includes a complete set of maps, data matrices, and a description of the data methodology.

Appendix B. Provides detailed information on stakeholder engagement activity carried out through the Assessment process.

Appendix C. Eugene-Springfield 2010-2015 HUD Consolidated Plan

2.1. Purpose and Goals

The Equity and Opportunity Assessment (EOA) of the Lane Livability Consortium (LLC) seeks to identify and analyze issues of equity, access, and opportunity within the Eugene-Springfield metropolitan area and consider how these findings can inform agency plans, policies, and major investments. Like other efforts of the Consortium, this process was designed to engage multiple agencies and to help address the needs of those agencies. The Equity and Opportunity Assessment Project is primarily supported through a Sustainable Communities Regional Planning Grant provided through the U.S. Department of Housing and Urban Development. Other resources include in-kind time, data, and expertise provided by over 30 participating agencies.

This Assessment broadly defines **opportunity as a condition or situation that places individuals in a position to be more likely to succeed or excel**. Through the Assessment process, participating agencies sought to:

- Establish a common understanding of how different community agencies approach issues of access, equity, and opportunity;
- Examine and consider related data and analyses and create a set of data resources related to equity, access, and opportunity;
- Incorporate qualitative community needs and perspectives gathered through multiple forms of engagement;
- Identify policies, plans, investments, and public engagement strategies among multiple sectors that can be informed by the analysis; and
- Develop recommendations for policies, programs, and investments based on the analysis.

Building upon the existing efforts and plans within participating agencies, this Assessment intends to provide data and analysis that can be used by multiple agencies to inform future plans, programs, and decision-making processes. It is also intended to fulfill the requirement set forth by HUD to complete a “Fair Housing and Equity Assessment” as a recipient of the HUD Sustainable Communities Regional Planning Grant.

The Assessment was staffed by a core team working on behalf of the Lane Livability Consortium, which included LLC Project Manager - Stephanie Jennings, City of Eugene staff - Sarah Zaleski and Jason Dedrick, City of Springfield staff - Kevin Ko, and staff from the Community Planning Workshop at the University of Oregon - Maddie Phillips and Bob Parker. Team members brought a range of skills and expertise in public participation, data analysis and mapping, community planning, fair housing, HUD programs, and diversity and equity issues.

2.2. Process

To ensure that the Equity and Opportunity Assessment generated relevant and meaningful results for local partners, the Assessment process relied heavily on the participation of Lane Livability Consortium (LLC) member organizations and other community stakeholders. Member agencies and organizations provided guidance at all levels and stages of the process to ensure relevance and ownership of both the process and its results.

The Equity and Opportunity Assessment included five major process steps, as shown in Figure 2.1. Components included key informant interviews; data gathering, mapping, and analysis, stakeholder review workshops, community consultations, and development of draft and final report. These steps are described in greater detail below.

- **Identify Key Issues and Data.** Individual interviews with agencies participating in the Lane Livability Consortium and other community partners provided a baseline understanding of how each stakeholder agency approaches equity and access issues, related plans and analyses, potential sources of data and applications, and an understanding of desired outcomes for the Assessment. A total of nine interviews were conducted that included 58 participants from governmental jurisdictions, affordable housing providers, school districts, transportation agencies, and United Way of Lane County. In addition, a review of how equity and access issues are currently addressed within area plans was completed.
- **Data Selection, Mapping, and Analysis.** The Assessment drew upon regional data resources to: 1) compose a broad understanding of where different groups of people live within our community; 2) identify how jobs, schools, and services are distributed through the region; and 3) uncover disparities in access and opportunity. Each stage of engagement with stakeholders provided further feedback resulting in greater refinement of the data sets and analysis.
- **Engage and Interpret Data.** Through two multi-agency interactive workshops, 48 participants from over 20 agencies considered mapped data and analysis by identifying key trends, questions, conclusions, and possible applications to policies, programs, and investments. Workshop meetings included interdisciplinary representatives of jurisdictions, schools, affordable housing organizations, transportation agencies, public health, agencies representing vulnerable populations, and local funders. Based on these workshops, additional data was gathered to more completely describe access to opportunities.
- **Community Consultations.** Following the initial review and interpretation of data, stakeholder agencies identified opportunities for presentation, discussion and feedback from community stakeholder boards and commissions. Where possible, consultations leveraged existing networks, forums, and gathering places. Community consultations were conducted with Eugene Planning Commission, Springfield Planning Commission, Eugene Human Rights Commission, Eugene Sustainability Commission, and the Financial Stability Partnership of United Way of Lane County. Qualitative needs and perspectives were also gathered through the Latino Public Participation and Community Indicators Project and the Equity and Opportunity Assessment of Affordable Housing Residents.
- **Identify Key Investments and Apply Findings.** The final step in the Assessment process identified applications of the EOA to enhance equity, access, and opportunity to specific issue areas. The core team worked with lead staff and agencies in the areas land use and transportation; affordable housing, community development, and human services; economic development; and health to organize each

workshop. Four workshops were held with a total of 64 participants. These workshops generated specific ideas for applying the findings of the analysis to plans, policies, investments, and public engagement strategies. A final workshop was held in July 2013 to refine and prioritize recommendations.

- **Develop final maps, analysis recommendations and report.** The final step in the process was the synthesis of the quantitative data, qualitative data, and community needs into a final set of maps and report. During this phase additional consultation occurred with multiple agencies and community stakeholder groups to identify and refine recommendations and applications.

Figure 2.1. Equity and Opportunity Assessment Process Steps



2.3. Understanding Agency Perspectives

The initial phase of the Equity and Opportunity Assessment included key informational interviews with agencies, divisions, and organizations associated within the Lane Livability Consortium. This phase focused on understanding the perspective of each member agency specifically regarding access and opportunity. The initial phase included meetings with the following groups:

1. Lane Transit District
2. City of Eugene
3. City of Springfield
4. Springfield, 4J, and Bethel School Districts
5. United Way of Lane County
6. Lane Council of Governments
7. St. Vincent de Paul Society of Lane County
8. Housing and Community Services Agency of Lane County
9. Lane County
10. Lane Workforce Partnership
11. Regional Solutions Team

The core team took a broad-question approach to learn more about how opportunity and access are defined and considered by each group. Each of these organizations work explicitly or implicitly with components of access and opportunity within the Eugene-Springfield community. Examples and pertinent details expressed through these interviews helped to scope and define the objectives of subsequent phases of the Assessment.

Findings from Key Informant Interviews

- Though some commonalities exist, the interviews show that each organization considers access in a different way. Interviewees produced a diversity of responses, exemplifying the spectrum of ways Lane Livability Consortium members work around access to opportunity. The following points generally capture the range of ways key interviewees describe or consider “access.” Many organizations recognize the complexity and cross-disciplinary nature of equity issues within the Eugene-Springfield region. All of the organizations saw the issues of access and opportunity through the lens of their organization. Thus, many different definitions of access and opportunity were suggested by meeting participants.
- Broadly, each agency or organization connects in one or more ways with access and opportunity for the population within the Metropolitan Planning Organization (MPO).
- Due to the constraints of their mission and/or limited resources, organizations struggle to fill gaps in necessary services.
- Access is considered by many organizations as a means to opportunity. In many cases interviewees cited inextricable links between transportation, housing, employment, and services for youth and seniors.
- Opportunities can be commonly considered, in the Eugene-Springfield community, as conditions or situations that place individuals in a position to be more likely to succeed or excel. Each key interviewee maintained unique details in what constitutes opportunity for our community; however it became clear throughout the interview process that opportunities are linked directly to core community values (i.e. basic needs, employment, health, safety).

- Each organization or agency has performed some level of equity, access, or opportunity analysis independently; some for federal or state requirements, others out of community demand. Many of these documents are used and updated on a regular basis, though it is clear that such analyses are not often shared across disciplines (i.e. transportation planning efforts are rarely used by health professionals).
- Interviews furthermore revealed that many organizations have sought out partnerships or understandings between service providers to help target populations achieve access to what they view as key opportunities. These partnerships, however, may not comprehensively address access to opportunity due to resource limitations and/or operational constraints.
- Technological, educational, and financial literacy surfaced in many discussions as key to accessing opportunities within the Eugene-Springfield region.

See Appendix B for a complete summary of the nine Key Informant Interviews.

Workshop Sessions

Two workshop sessions were held with a variety of agencies and organizations with the following objectives in mind:

- Identify mapped data sets that display reliable information at the regional scale,
- Observe and record trends seen in the data,
- Promote interaction between participants of different disciplines, and
- Highlight, generally, how this mapped data could be applied to plans, policies, investments, and public engagement activities.

These first two Stakeholder Review workshops provided opportunities for participants to review and consider trends both in socio-demographic and economic data as well as access to opportunity data sets. With a diverse attendance ranging from those who work closely with maps to those who have little experience with mapped data, conversation touched a wide range of themes, subjects, and issues. Each participant was able to relate the work that they do to many different maps, offering their perspective through small group discussion. In addition to discussing the data, participants were asked questions related to data analysis including:

- What data are representative of the issues we deal with on a regular basis in the work that we do?
- How can understanding the levels of access compared across topics inform future decision-making?
- Which data sets can be assembled to describe our community's narrative around access to opportunity?

Throughout the EOA process, many participating stakeholders became interested in the relationships of the data mapped. It is important to remember when looking at the maps in the document and appendix (Appendix A-1) that **the co-occurrence of factors does not provide evidence of causality**. The confluence of factors however can identify geographies with compounded vulnerability characteristics. In many cases, these co-occurring factors can significantly impact choice and access to key opportunities. A complete summary of workshop Meetings 1 and 2 can be found in Appendix B.

How this informed our process

Knowing the common and unique interpretations of equity, access, and opportunity within the context of the Eugene-Springfield MPO, the Core Team was able to identify data resources and create momentum for further participation in the EOA process. Agencies and organizations identified guiding documents used within their spheres to inform the core team’s understanding of equity and access. These guiding documents are captured in Chapter 13.

2.4. Understanding Perspectives and Experiences of Vulnerable Populations

The perspectives of vulnerable community residents are a critical source of information for better understanding the equity, opportunity, and access challenges within our community. Two other efforts of the Lane Livability Consortium were utilized to gain a better understanding of the needs and perspectives of specific populations – The Latino Public Participation and Community Indicators Project and the Equity and Opportunity Assessment of Affordable Housing Residents. Also, data gathered through fair housing complaints and paired fair housing testing provides additional information for consideration. Other documents and previous efforts to gather community perspectives were also considered in the development of the EOA.

Key Findings from the Latino Public Participation and Community Indicators Project

The Latino Public Participation and Community Indicators Project led by University of Oregon Professor Gerardo Sandoval in partnership with the Sightline Institute was completed in the Spring of 2013. The project developed best practices and tested outreach strategies to reach the Latino community and identified economic and social indicators of importance to the Latino community through outreach and participation with the Latino community. The project utilized a wide range of methods including individual interviews with Latino leaders and immigrants, small focus groups, and two interactive community planning workshops that engaged almost 100 people. Two local community-based organizations that serve the Latino Community, Huerto de la Familia and Downtown Languages, helped organize and recruit participants for the community workshops. A number of key findings emerged from the project, which are summarized below.

- The area’s Latino community is quite diverse and some Mexican and Guatemalan residents are not Spanish speakers. Their native tongues include Nahuatl, Zapotec, Mixteco Alto, Mixteco Bajo, Trique, or another of 14 indigenous Mesoamerican languages.
- There is a sense of insecurity and lack of community belonging, particularly among unauthorized Latino residents that are fearful of deportation. They report experiences of discrimination when they visit parks and other public spaces and during contact with law enforcement officials. Denial of service or reports of substandard service were also identified as common forms of discrimination.
- Housing unaffordability and housing discrimination continue to have significant effects on the Latino community with more than half experiencing a housing cost burden.
- Transportation is a critical issue particularly for undocumented persons given requirements of citizenship or legal status for driver’s licenses.
- Latinos are less likely to know about health care services that are available to them because they are fearful to inquire about support.

A number of recommendations also emerged from the project, which are summarized below.

- Informal networks within the Latino community can play a valuable role in successfully disseminating information and knowledge.
- Trust is an important value within the Latino community. Agencies and organizations interested in increasing Latino engagement should collaborate with organizations that have already built relationships with the Latino community and provide direct services to them.
- Train or hire staff that are culturally competent and also provide cultural competency training for all public agency staff.
- There are number of data indicators that can be used to track concerns identified by Latino residents.

Key Findings from the Equity and Opportunity Assessment of Affordable Housing Residents

The Lane Livability Consortium (LLC) completed an assessment of low-income residents of subsidized and affordable rental housing developments within Eugene and Springfield in 2014, in partnership with St. Vincent de Paul Society of Lane County (SVDP), Metropolitan Affordable Housing Corporation (Metro), the Housing and Community Services Agency of Lane County (HACSA), the City of Eugene, and the City of Springfield. The purpose of this assessment is to solicit resident input to identify and analyze the issues of equity, access, and opportunity within the region and to consider how the findings could inform agency plans, policies, and major investments. This assessment expands on previous surveys of area affordable housing residents (conducted in 2008 and 2005) by focusing on issues of access, equity, and opportunity.

The project gathered perspectives through 12 focus groups conducted in affordable housing development as well as a written survey (available in English and Spanish) that was distributed to 2,380 housing units. A total of 128 affordable housing residents participated in focus groups and 692 surveys were returned (a 29% response rate). Participants in the focus groups and survey were asked to respond to questions in ten topic areas. Key findings from the responses are summarized below:

- Most residents believe their housing is conveniently located to services and appreciated the choice of housing types, amenities, and locations. They emphasized the importance of access to grocery stores, pharmacies, doctors, public transit, banks, schools, parks, and employment opportunities. While many residents are grateful to live in affordable housing units, many are having problems even affording subsidized rents as well as utilities, food, health care, child care, transportation and other basic needs.
- Affording food was identified as a serious concern for almost half of survey respondents. Many residents bypass closer grocery stores to shop at discount grocers such as Winco and Grocery Outlet. While almost 80% of respondents receive SNAP benefits, many still also access food pantry, on-site food programs, and community gardens.
- There are numerous barriers to increasing income and attaining employment including low salaries, unaffordable and/or inaccessible child care, transportation, and education or skills. Many did not know about existing resources available to help them gain employment.
- Residents identified significant concerns about traffic safety including car speeds, sidewalks, crosswalks, lighting, and crossing signals.

- While about 30% of respondents primarily ride the bus, many others identified the cost of bus passes as a barrier. Other concerns related to public transportation included bus frequency, lack of night and weekend service, and difficulty getting to and from bus stops.
- While the majority of residents have health insurance provided through Oregon Health Plan and Medicaid/Medicare, the costs of healthcare continue to be a serious concern. Most insurance does not cover costs of dental, vision, or prescriptions.
- Most respondents with children do not utilize childcare as it too expensive and/or does not offer care during the hours needed.
- Most respondents with children were pleased with the quality of schools. Some indicated that they were unable to access after-school activities and care options due to lack of transportation.

A number of recommendations also emerged from the project, which are summarized below.

- There are opportunities to enhance coordination and communication among residents, housing providers, and services providers to connect residents with existing services.
- There is support for continuing to emphasize choice of housing types, amenities, and locations in the development of future affordable housing and to also expand the number of affordable housing units in the region.
- Explore ways to increase availability and affordability of childcare options.
- Explore ways to improve traffic safety and enhance connectivity around existing affordable housing developments.
- Increase affordability and access of public transportation options for affordable housing residents.
- Explore community partnerships to better connect residents with employment training and opportunities.

3.0 Data Development, Mapping, and Analysis

A key objective of this Assessment is to identify and analyze issues of equity, access, and opportunity within our community and consider how these findings can inform agency plans, policies, and major investments. One method of approaching this objective was to generate maps with data related to access and opportunity. Seven categories of data for maps were identified through the key informant interviews, by looking at HUD Opportunity Dimensions, through focus group feedback and comments, and map sessions. These were:

- Social and Demographics Characteristics,
- Income and Poverty,
- Housing Access,
- Educational Opportunity,
- Employment Opportunities,
- Transportation Access, and

Safety, Health & Wellness. Using the identified categories, a series of maps were created with the goal of developing a broad understanding of where different social and demographic groups of people live within our community and assist with identifying how accessibility of and opportunities for jobs, schools, and services are distributed through the region.

Access to opportunity depends on a confluence of measures, making access relative to a resident’s variety of needs. There are some elements, such as access to housing, work, food, and transportation that significantly affect opportunity for many residents of the Metropolitan Planning Organization area. Knowing this, decision-makers can use the findings of the Equity and Opportunity Assessment to help identify and prioritize needs of specific groups and/or geographies to create more equitable access to opportunities within our region.

In the following chapters, the first three look at an area overview, population demographics, and income and poverty, the subsequent chapters look at neighborhood opportunity and potential areas of vulnerability.



Data

The data in this Assessment is presented at the census tract level so that characteristics of the community can be understood in “broad brush-stroke” terms and compared at the regional level. This is intended to not only develop context around each characteristic, but to spur further investigation of these characteristics.

The collection of data, analysis and mapping followed a progressive and iterative process. Data provided by U.S. Department of Housing and Urban Development (HUD) for the Fair Housing and Equity Assessment (FHEA) provided the initial foundation and helped the process of structuring the assessment. The next step involved looking at other jurisdictions Fair Housing and Equity Assessments (FHEAs) and reviewing information from Policy Link on best practices in other FHEAs. In addition to the HUD FHEA provided data, supplemental data was identified at various geographies and from multiple sources. These varied data sources were used in the maps and data analysis. Another requirement for data collected in this Assessment was that the data be readily available.

HUD Opportunity Dimension Indices

HUD has provided a series of opportunity indices that seek to measure the level of opportunity for people in the community based on race and ethnicity. These measures of opportunity are:

- A poverty index,
- School proficiency index,
- Labor market engagement index,
- Job access index,
- Transit access index, and
- Health hazards exposure index.

These opportunity measures look at disparities present for individuals, families, and children of specific races or ethnic backgrounds. In addition to the measures of opportunity, the tables look at individuals, families, and children in poverty by race and ethnicity, and provide data about who experiences disparities compared to the white population.

Data Analysis Methods

For this Assessment, a data analysis method was developed that would create a systematic way to analyze data from different sources that is easily understood by the user and allows for comparison of characteristics.

Most of the data in this Assessment was classified with an equal interval classification of 3 breaks using a geographic information system (GIS). By using this equal interval classification, the broad range of data was easily categorized for further analysis into low, medium and high categories. The use of this standardized classification across tracts enables a user to compare one tract across many characteristics. This analysis method also allows census tracts to be compared to others throughout the region. Some of the data was classified using specific thresholds, such as poverty. As the data was classified into low, medium and high categories, it was assigned a numerical value of 1, 2, or 3 based on vulnerability or opportunity; this was then

used in the creation of the composite. The composite for each data category was created combining the low, medium, and high rankings of specific datasets.

How to Read the Equity and Opportunity Maps

The maps in this assessment illustrate general community information along with areas of opportunity and possible areas of vulnerability. On most of the maps, the darker colors represent a possible area of vulnerability or less opportunity in the community. This may be a high or low percentage or number value for that dataset. For example, when looking at distance to bus stops for households, the areas with low access to bus stops are a darker color which is a lower data percentage, and the locations with high access are light in color. Detailed maps for each category are in the appendix and contain more descriptive features.

How to understand the data

Data in the Opportunity Assessment chapters is provided at several different geographies. The tract level data is the geography for the Equity and Opportunity Assessment. Block and city level data was used for regional overview information as data was available. The three main cities in the Metropolitan Plan Organization Boundary are Eugene, Springfield, and Coburg. Throughout this document tracts may be referenced with a map identification number, which is available in the appendix.

In the appendix section of this document you will find more information on data analysis methodology, detailed category maps, tables for HUD provided data, and the Eugene-Springfield 2010-2015 HUD Consolidated Plan for more detailed discussions on poverty, income, housing, housing affordability, and general demographics of the region.

This Assessment uses data from variety of local to federal resources including the U.S. Census Bureau, US Environmental Protection Agency (EPA), and the U.S. Department of Housing and Urban Development (HUD). The following table shows the data mapped for each indicator category, although as the Assessment was completed additional maps were created to supplement information.

Table 3.1. Indicator Categories and Data

Social and Demographic Characteristics		
Dataset	Source	Geography
Latino Ethnicity	Census 2010	Census Tract
Minority	Census 2010	Census Tract
Latino Ethnicity and Minority	Census 2010	Census Tract
Single Female Headed Households	Census 2010	Census Tract
Single Male Headed Households	Census 2010	Census Tract
Population by Age (0-17, 60-79, 80+)	Census 2010	Census Tract
Disability	Census 2000	Census Tract
Income and Poverty		
Median Household Income	Census American Community Survey 2007-11	Census Tract
Free and Reduced Lunch by school	Oregon Department of Education, 2010-11	School Service Areas
Poverty Rate	Census American Community Survey 2007-11	Census Tract
Food Stamps/SNAP	Census American Community Survey 2007-11	Census Tract
Poverty by School Enrollment (College Students and non-College Population)	Census American Community Survey 2007-11	Census Tract
Employment Opportunity		
HUD Job Access Index	HUD Special Data Set	Block Group
Labor Force Participation	Census American Community Survey 2007-11	Census Tract
HUD Labor Market Index	HUD Special Data Set	Census Block Group
Unemployment Rate	Census American Community Survey 2007-11	Census Tract
Access to Jobs in 30 minutes Transit Travel, Bike and Walking	Lane Council of Governments	Census Tract
Educational Opportunity		
HUD School Proficiency Index	HUD Special Data Set	Block Group
Educational Attainment (Age 25+ without High School Diploma)	Census American Community Survey 2007-11	Census Tract
Elementary School Adequate Yearly Progress Reports	Oregon Department of Education, 2010-11	Point
Distance to Elementary Schools	Eugene, Springfield, Lane County	Census Tract
Transportation Access		
Means of Transportation to Work (Car, Public Transit, Carpool, Bike)	Census American Community Survey 2007-11	Census Tract
Households without Vehicles	Census American Community Survey 2007-11	Census Tract
Access to Public Transit Stops	Eugene, Springfield, Lane County	Census Tract
Safety, Health and Wellness		
Fire and EMS Calls for Service, 2012	Eugene-Springfield Fire District	Census Tract
Crime, 2012 (Personal, Behavior, Property)	City of Eugene and City of Springfield Police	Census Tract
Access to Recreation	Eugene, Springfield, Lane County	Census Tract
Access to Major Grocery Stores	Eugene, Springfield, Lane County	Census Tract
Body Mass Index	Lane County, State of Oregon	Census Tract
Housing Built Before 1980	Census American Community Survey 2007-11	Census Tract
Noise Impact Analysis Area	Eugene, Springfield, Lane County	Census Tract
Potential Environmental Hazards – Federal Data	U.S. Environmental Protection Agency (EPA) MyMap	Census Tract
Potential Environmental Hazards – State Data	Oregon Department of Environmental Quality (DEQ) Facility Profiler Database	Census Tract
Housing Access		
Renter Housing Cost Burden	Census American Community Survey 2007-11	Census Tract
Owner Housing Cost Burden	Census American Community Survey 2007-11	Census Tract
Renter Occupancy	Census American Community Survey 2007-11	Census Tract
Owner Occupancy	Census American Community Survey 2007-11	Census Tract
Median Monthly Rent	Census American Community Survey 2007-11	Census Tract
Median Monthly Owner Costs	Census American Community Survey 2007-11	Census Tract
Subsidized Affordable Housing Units	Eugene, Springfield, Lane County	Census Tract
Manufactured Home Park Spaces	Eugene, Springfield, Lane County	Census Tract

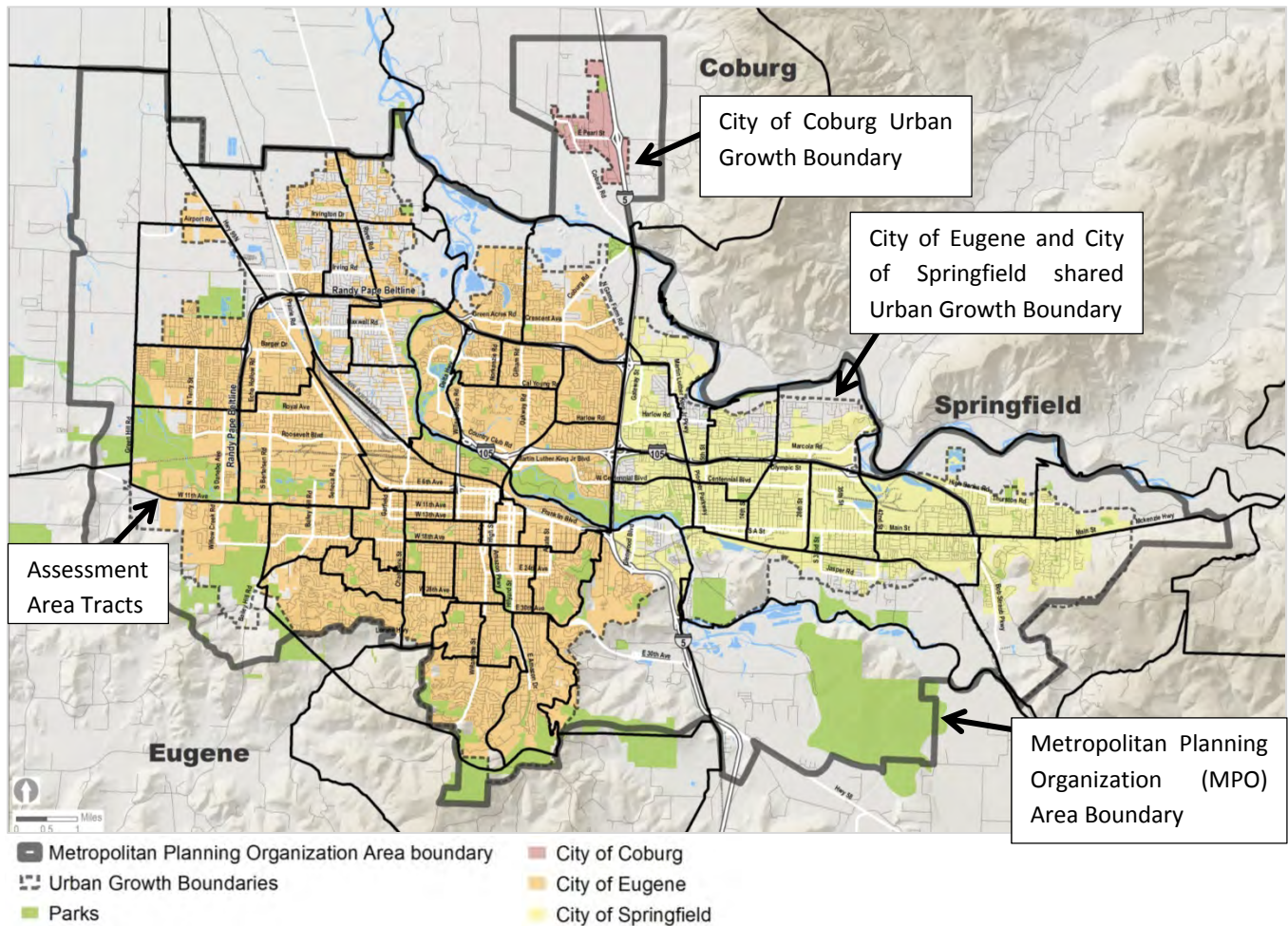
4.0 Community Profile

The geographic area for the Equity and Opportunity Assessment is the Central Lane Metropolitan Planning Organization (MPO) area, which includes the Cities of Eugene, Springfield, Coburg, and unincorporated areas totaling about 123 square miles. The planning area is located in Lane County, which is in the Willamette Valley of western Oregon. Interstate 5, which continues north-south along the west coast of the United States, runs through the middle of the MPO area, with Eugene to the west and Springfield to the east of the interstate. Other defining geographic features of the area include an abundance of wetlands and farmland, the Willamette and McKenzie Rivers, Cascade Mountains to the east and Coastal Mountains and Pacific Ocean to the west. These geographic features, along with Oregon’s strong focus on preservation of farm and forest lands, have encouraged efficient use of land resources over time.

Figure 4.1. Context Map



Figure 4.2. Metropolitan Planning Organization Area Map



Every community in Oregon has an urban growth boundary (UGB), which provides a limit to how far cities can physically expand in order to protect farms and forest from unplanned development. In accordance with Oregon's state land use framework, each city's UGB must contain enough land for residential, industrial, and commercial needs for a 20 year period. There are significant restrictions on development for areas outside of a UGB. As a result, there are frequently stark differences in population and other characteristics of census tracts that are within the MPO boundary but not within a UGB.

The City of Eugene and City of Springfield currently have a shared regional urban growth boundary, which is smaller than the MPO area. The City of Coburg also has its own urban growth boundary that is separate from the Eugene and Springfield boundary. Figure 4 shows the current urban growth boundary which is shared by Eugene and Springfield as well as Coburg's urban growth boundary. There are areas that are within the MPO boundary, but are outside of urban growth boundaries. The Census tracts for these areas tend to be quite large given their rural character and significantly extend beyond the MPO boundary.

In 2007, Oregon House Bill 3337 directed the Cities of Eugene and Springfield to create separate urban growth boundaries based on projections from buildable land inventories.¹ This process is still underway. Thus far, the City of Eugene has created Envision Eugene, a 20 year comprehensive plan to accommodate projected growth within Eugene.² The City of Springfield similarly has created Springfield 2030, a 20 year comprehensive plan to accommodate projected growth within Springfield.³ The City of Coburg has a separate plan called Coburg Urbanization Study and a separate urban growth boundary.⁴

¹ Lane Council of Governments, Metropolitan Plan, <http://www.lcog.org/metroplanning.cfm>

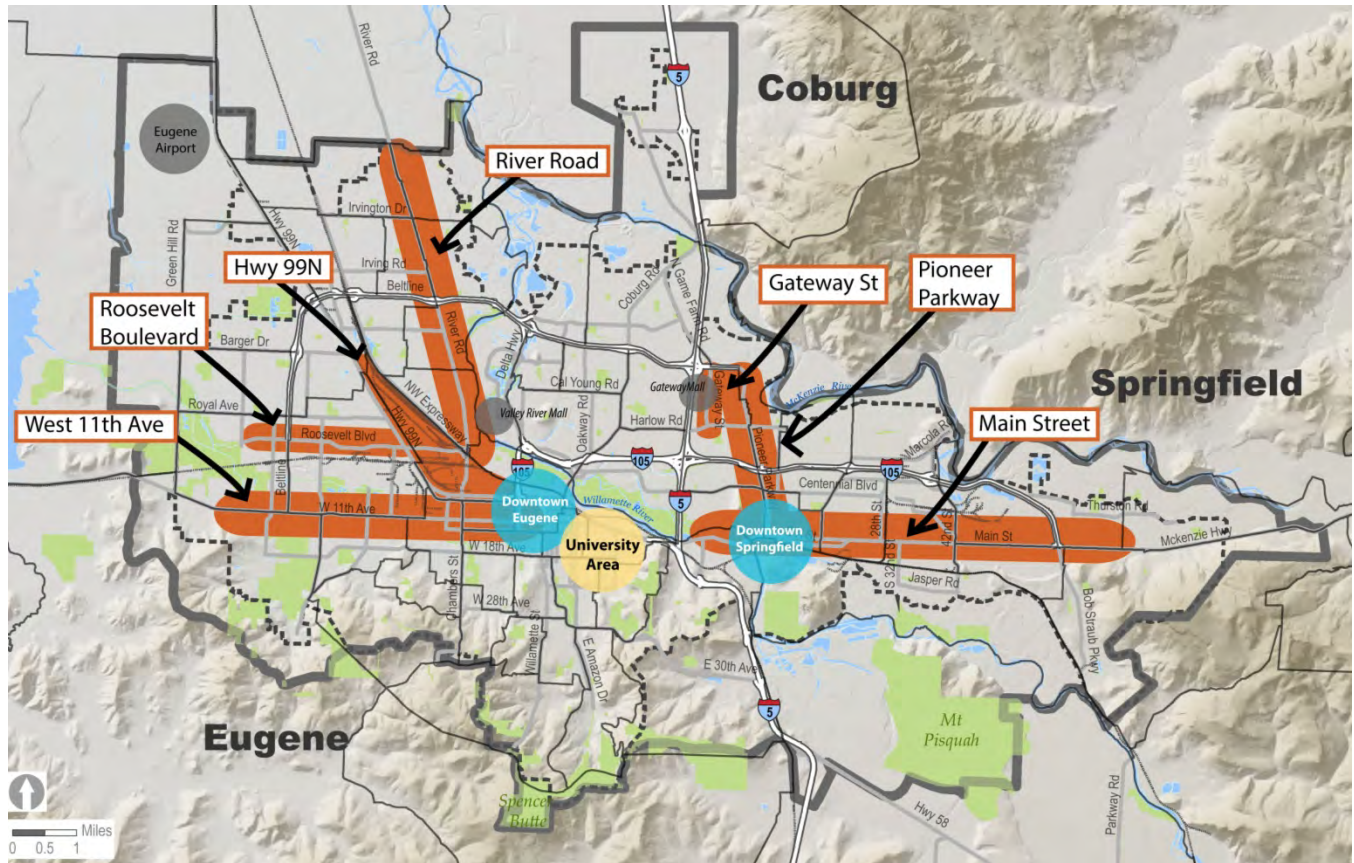
² City of Eugene, Envision Eugene <http://www.eugene-or.gov/FAQ.aspx?QID=65>

³ City of Springfield, Springfield 2030 Refinement Plan, , <http://www.springfield-or.gov/dpw/2030Plan.htm>

⁴ Lane Council of Governments, Final 2010 Coburg Urbanization Study <http://lcog.org/coburgurbanization/default.cfm>

The map below provides a reference for commonly discussed areas in the MPO including Downtown Eugene, Springfield, and University of Oregon. The map also identifies major streets that are commonly used as reference points in the document. Throughout the report, different parts of the community are referenced by the major thoroughfares. In Eugene, frequently referenced streets include Highway 99, Roosevelt Boulevard, and West 11th Avenue. In Springfield, frequently referenced streets include Pioneer Parkway, Gateway Street, and Main Street.

Figure 4.3. Corridors Map



- Metropolitan Planning Organization Area boundary
- Urban Growth Boundaries
- Census 2010 Tracts
- Railroads
- Water Bodies
- Parks

Population

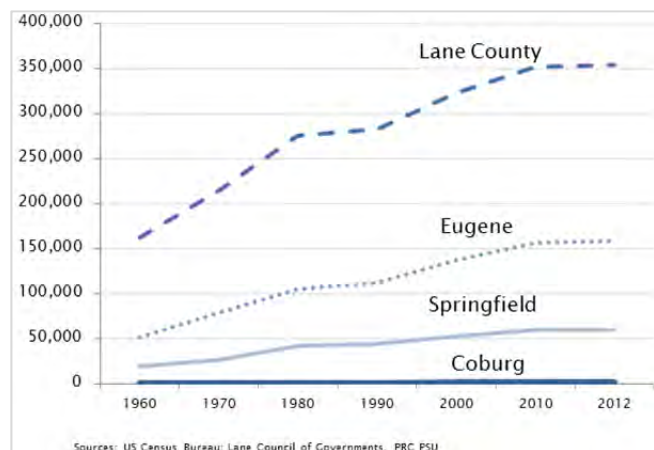
The Central Lane MPO area is the second largest metropolitan area by population in the State of Oregon with about 251,721 residents in 2010.⁵ About 86% of the MPO's area population resides in the three cities, with 62% in Eugene (156,185), 23.6% in Springfield (59,403), and less than 0.4% residing in Coburg (1,035).⁶ The remaining 14% reside in areas outside the three jurisdictions (35,098). The Central Lane MPO area falls entirely within Lane County which is the fourth largest county in the state by population with 351,715 people in 2010. About 72% of the Lane County's population resides within the Central Lane MPO.

The MPO area has experienced a population increase of about 9.8% between 2000 and 2010.⁷ The City of Eugene is the second largest city in Oregon and its population has increased 14.8% since 2000. Springfield is the ninth largest city in the state and its population has increased 13% since 2000.⁸ Coburg's population has increased by 8.9% since 2000. The population in areas outside the three jurisdictions has actually decreased by 6.4% since 2000. Overall, Lane County has seen a 10% increase in population from 2000-2012. See below for Population Trends 1960-2012 Chart.

The population of the region has gradually increased over the past decade, with an average annual growth rates between 2000 and 2012 of 1.2% for Eugene, 1% for Springfield, and 0.7% for Coburg.⁹

The Lane County Coordinated Population Projections, adopted June 2009, project a population increase of 24% by 2035 for the Eugene-Springfield Urban Growth Areas (this is the percent change in the total population from 2010 to 2035).¹⁰ Historic population trends show that people are moving more to urban areas and out of unincorporated rural regions.¹¹

Chart 4.1. Population Trends Chart, 1960-2012



⁵ U.S. Census Bureau, Census 2010, block level data for MPO boundary area

⁶ U.S. Census Bureau, Census 2010, SF1, DP1, Percentages may not equal 100 due to rounding

⁷ U.S. Census Bureau, Census 2000, Census 2010 *Change from 2000 to 2010 is approximate, block level data See methodology for more information

⁸ Population Research Center, PSU, Annual Population Report Tables 2012, April 2013

⁹ Lane Council of Governments, 2012 PSU Certified Population Estimates for Lane County and Its Cities, <http://lcog.org/store/PDFs/2012PSUpopEst.pdf>

¹⁰ Lane County, Lane County Coordinated Population Projections, Ordinance No. PA 1255, June 2009 Report http://www.lanecounty.org/departments/pw/lmd/landuse/pages/population_forecasts.aspx

¹¹ Lane County, Lane County Coordinated Population Projections, Ordinance No. PA 1255, June 2009 Report

Adjacent to the MPO area, the two small communities of Veneta and Creswell have experienced population growth rates that exceed the metro area, county, and state.¹² The largest population growth rates in the region were 4.4% (Veneta) and 2.8% (Creswell) during the 2000-2012 time period.¹³ While these two cities are outside the metropolitan area, their adjacency and population growth should be noted since it may impact the metropolitan area in employment, housing needs, and transportation. See below for Metropolitan Area Population information. Analysis for the Opportunity Assessment maps was done at the tract level, which covers a larger geography and represented 260,641 people in 2010.¹⁴

Table 4.1. Metropolitan Area Population Information

Population Change 2000-2012					
	2000	2010	2012	% Change	2000-2012 Annual Average Growth Rates
Oregon	3,421,399	3,831,074	3,883,735	13.5%	1.1%
Lane County	322,959	351,715	354,200	9.7%	0.8%
MPO area*	229,233	251,721	-	9.8%	-
MPO Area					
Eugene	137,893	156,185	158,335	14.8%	1.2%
Springfield	52,864	59,403	59,840	13.2%	1.0%
Coburg	969	1,035	1,055	8.9%	0.7%
Cities of Eugene, Springfield and Coburg	191,726	216,623	-	13%	-
Non-Urban areas**	37,507	35,098	-	-6.4%	-
Not in MPO Area					
Veneta	2,755	4,561	4,610	67.3%	4.4%
Creswell	3,579	5,031	4,990	39.4%	2.8%

Data: Portland State University, Certified Population Estimates, LCOG, U.S. Census Bureau

* Data is block level information for blocks in the MPO. Best effort was made to match block boundaries to MPO boundary, but there may be areas where blocks are partially outside MPO.

**Non-Urban areas are areas outside city limits but in MPO.

- indicates data not available or not calculated

This data does not include tract level information.

¹² Lane Council of Governments, 10 year annual growth rates, LCOG, 2012 PSU Certified Population Estimates for Lane County and its Cities, <http://lcog.org/store/Results.cfm?category=11>

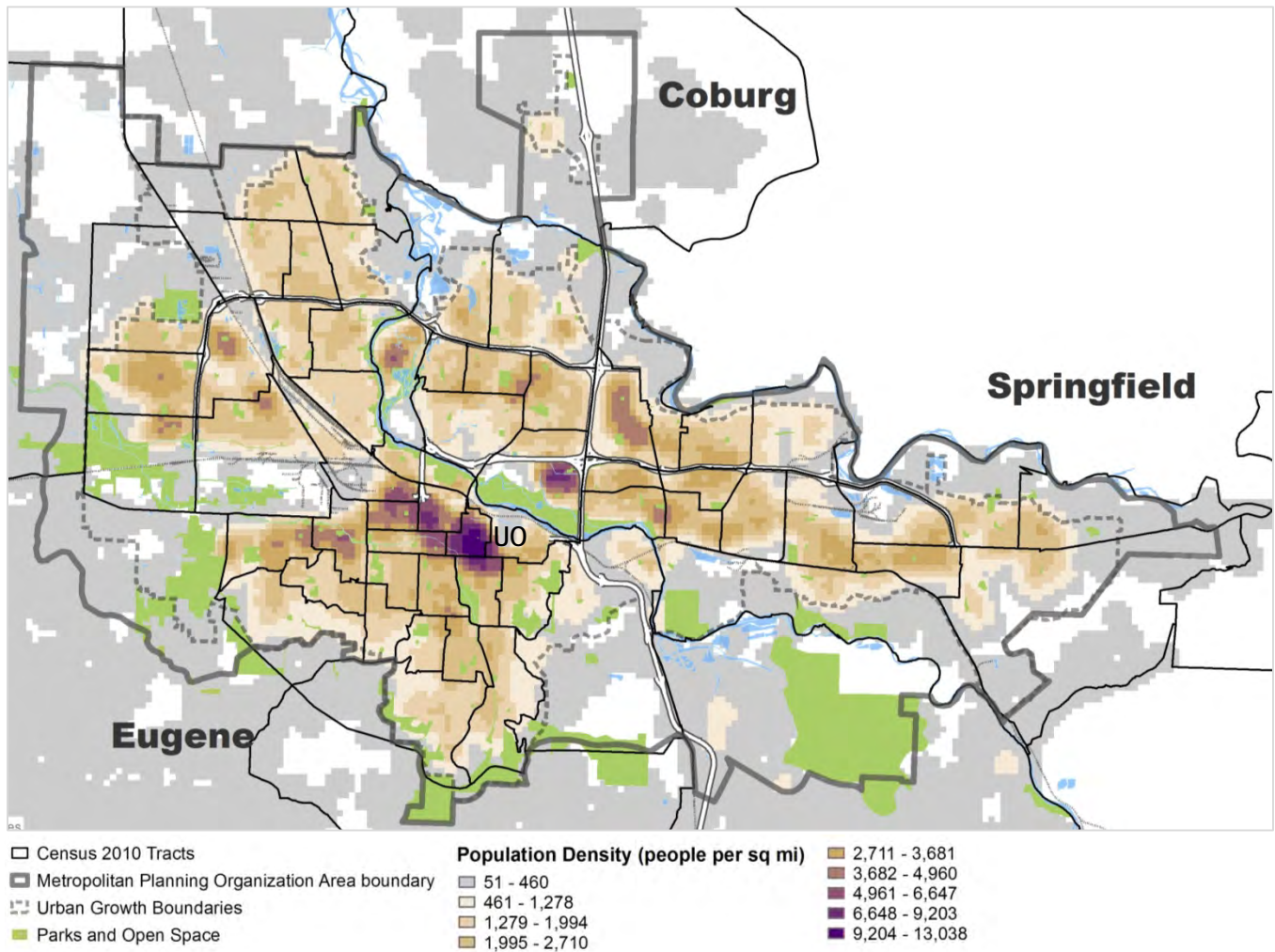
¹³ Lane Council of Governments, 2012 PSU Certified Population Estimates for Lane County and Its Cities

¹⁴ US Census Bureau, Census 2010

Population Distribution

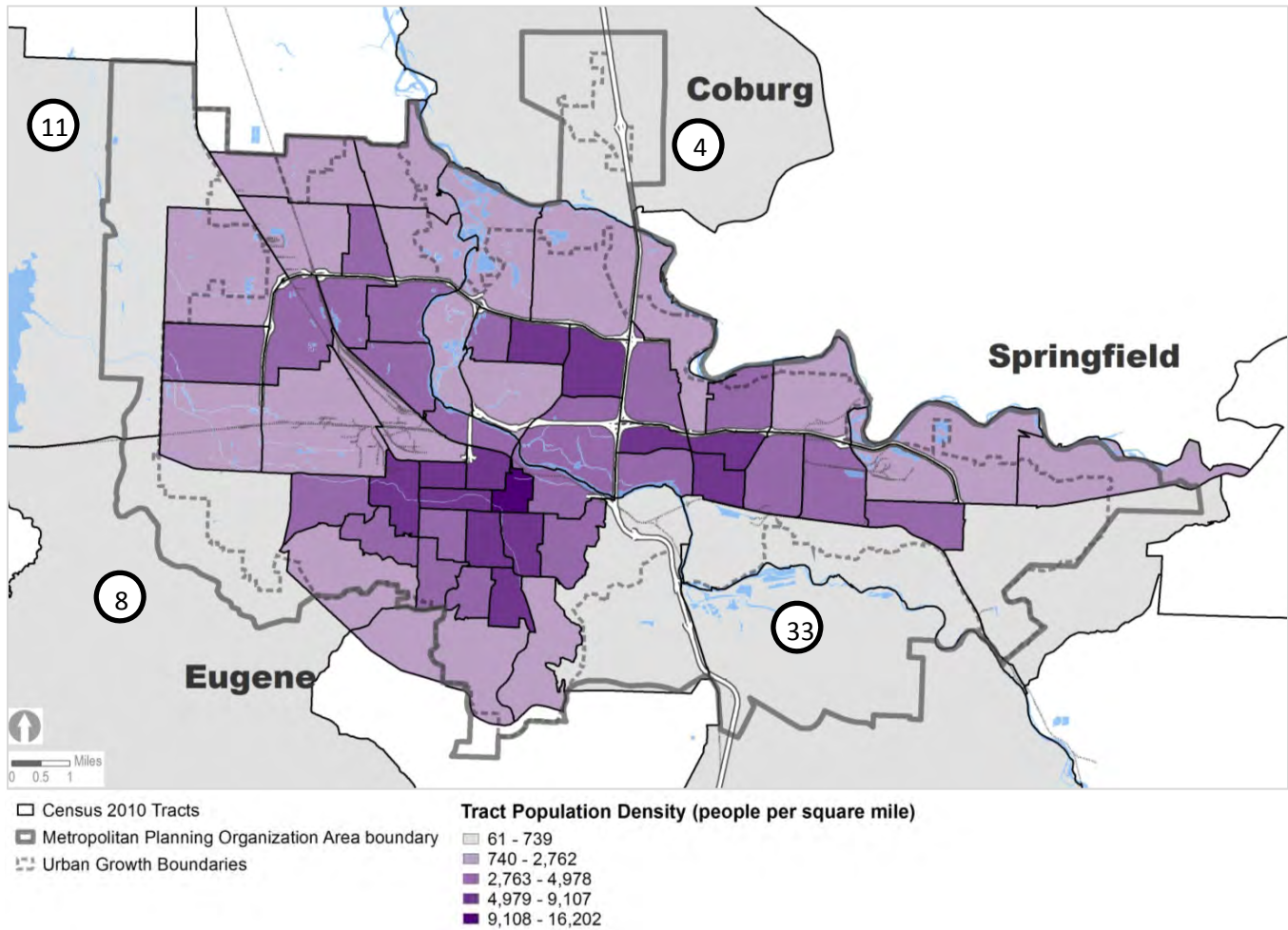
The Central Lane MPO area is a large geographic area, with a population that is distributed fairly generously across most of the region. As expected, there are greater population densities near the core areas of the two main cities of Eugene and Springfield with the densest population center near the University of Oregon (UO). Areas outside the UGBs have very low densities due to significant limitations on development as well as presence of natural areas and farmland. There are several areas within the UGBs with little or no population due to either the presence of sensitive natural areas, regional parks, or largely commercial and industrial uses. Sensitive natural areas and parks in Eugene include the West Eugene wetlands, the banks of the Willamette River, Delta Ponds, Skinner Butte, Amazon Creek, and the South Hills/Spencer Butte. Sensitive natural areas and parks in Springfield include the McKenzie River, Middle Fork of the Willamette, Nature Conservancy Property for the Willamette Confluence and Mt Pisgah Arboretum and Buford Park. Both Eugene and Springfield have areas that are devoted to industrial, commercial, and office park uses including the West Eugene Enterprise Zone, the University Riverfront Research Park, Valley River Center mall area, and Gateway mall area. The map below shows the approximate number of residents per square mile.

Figure 4.4. Population Density Map, 2010



The Equity and Opportunity Assessment area includes 62 tracts that cover the MPO area. Some of these tracts extend beyond the MPO boundary and include large areas with rural communities. These tracts are included in the Assessment because they also contain population in the MPO boundary. These are tract 11 (Fern Ridge), tract 4 (Coburg), tract 33 (south Springfield/Goshen), and tract 8 (southwest Eugene). For most of these tracts over 20% of the population lives within the MPO boundary, however for tract 11 only 8% of its population (205 people) resides in the MPO.

Figure 4.5. Population Density Map by Tract, 2010



Special Consideration: University Area

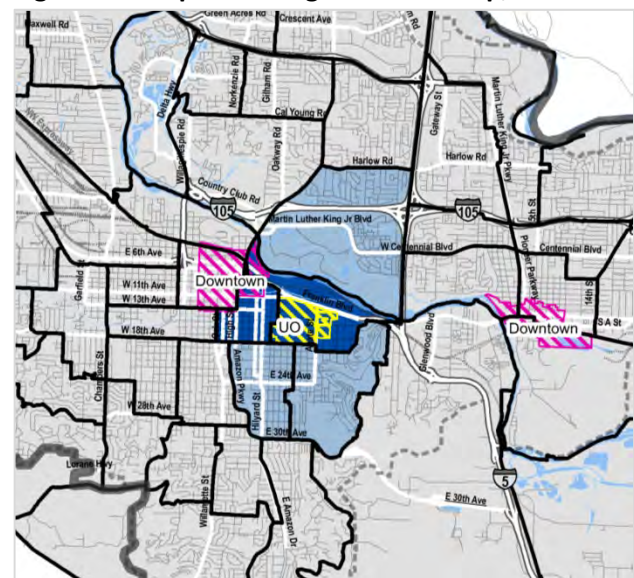
The MPO area is home to several universities and colleges, many of which are located in east Eugene. The largest of these is the University of Oregon (UO), which has 24,548 enrolled students.¹⁵ This area of the community has a more racially and ethnically diverse population, the UO describes their enrolled population to be 20.9% Minority, multi-ethnic and/or Latino. The largest non-white populations at the UO are Latinos (7.7%), Asian students (5.1% of the student body), and the multi-ethnic population makes up 5.1%.¹⁶ About 35% of students are out of state residents, and 10% are international students. There are approximately 3,938 students living in residence halls on campus, which leaves about 20,000 students living off campus.¹⁷

Tracts around the University area have the highest percentages (57% to 83%) of 18 to 24 year olds in the MPO (dark blue on map). About 41% of the population age 18 to 24 lives adjacent to the University area, these tracts are shown in blue in Figure 9.

University and college students have unique financial and living circumstances with a large percentage of students live off-campus. Some indicators such as households in poverty do not exclude full-time students living off-campus and thus identify the University area as an area of need or vulnerability. While some students are fully supported by family members, others struggle to complete their educations and meet their daily basic needs. Approximately 45% of all part and full-time undergraduates for the 2013-14 school year had need based on financial aid applications. About 46% of full-time undergraduates and 41% of part time undergraduates had financial need, and 49% of new freshmen were determined to have a financial need.¹⁸

While student financial and living situations can be complex, this Assessment does not exclude the population around the University area, but keeps the unique nature of the area under consideration. It should be noted that the University supports 10,000 full and part-time jobs.¹⁹ The presence of the University area adds an additional dynamic to the changing demographic needs of the population.

Figure 4.6. Population Age 18 to 24 Map, 2010



Percent of the Population Age 18-24 Years old

- Low: 5.9% - 31.9%
- Medium: 32% - 56.9%
- High: 57% - 83.2%

¹⁵ University of Oregon, UO Facts, Fall 2013, University of Oregon Admissions, <http://admissions.uoregon.edu/profile.html>

¹⁶ University of Oregon, UO Facts, Fall 2013

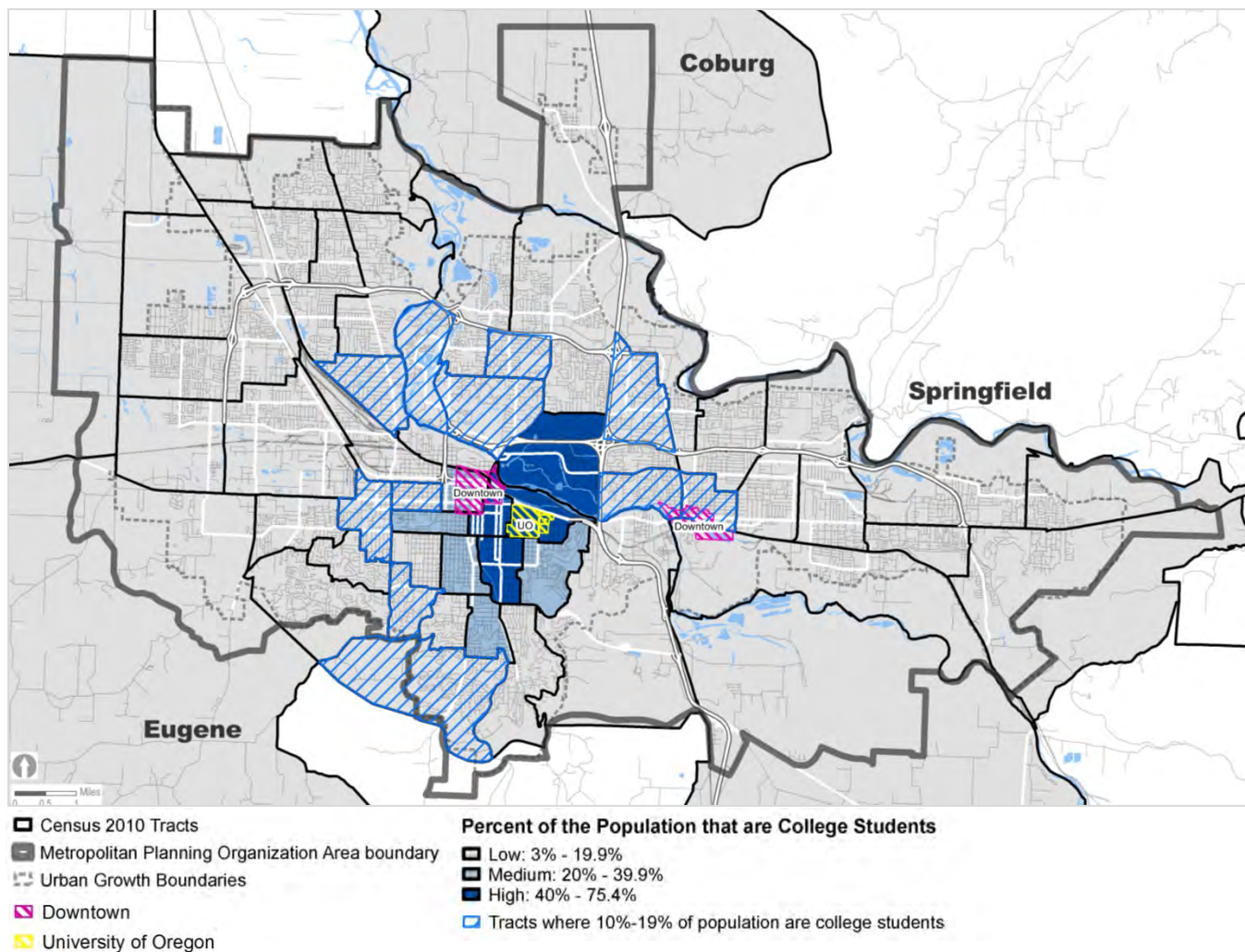
¹⁷ University of Oregon, UO Facts, Fall 2013

¹⁸ University of Oregon, Common Data Set 2013-14, <https://ir.uoregon.edu/cds>

¹⁹ University of Oregon, Economic Impact of the University of Oregon FY 2011-12 Update, January 2013, <https://gcr.uoregon.edu/powering-oregons-economy>

About 12% of the population in the Assessment area tracts attends a college or university. The majority of the population enrolled in college (47%) are living in areas clustered around the University.²⁰ Tracts with the highest percentages of college populations show that 40% to 75.4% of the population in those tracts are college students.²¹ This indicates that the majority of the population enrolled in college live near the University area.

Figure 4.7. Where College Students Live Map, 2007-2011



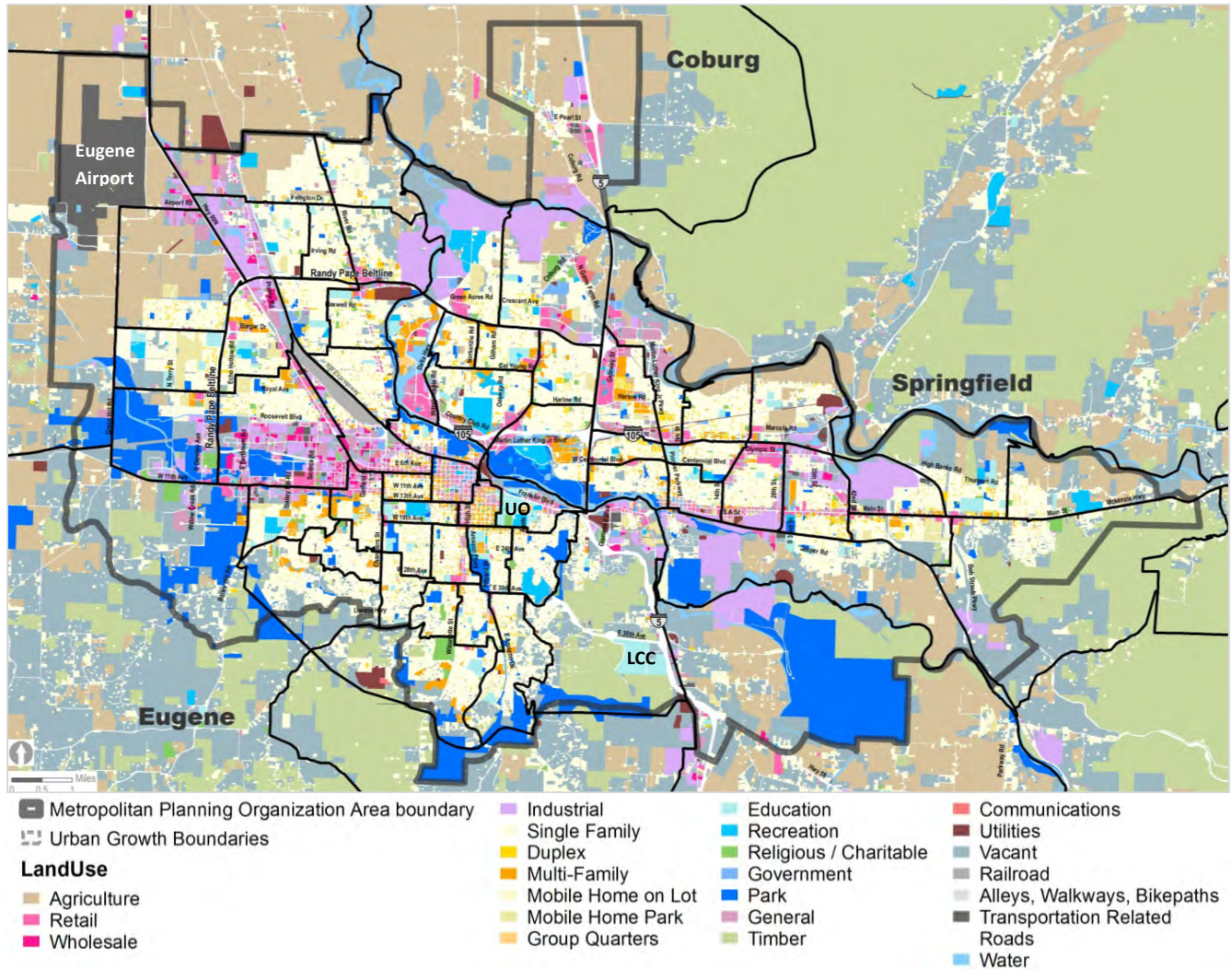
²⁰ Tracts with over 20% of the population enrolled in college in total contain 47% (14,411) of the people enrolled in college, these are shown in light and dark blue on the map.

²¹ This data is derived from the same ACS data table as the Poverty by College Enrollment, so it is an estimate and not a 100% count.

Land Use

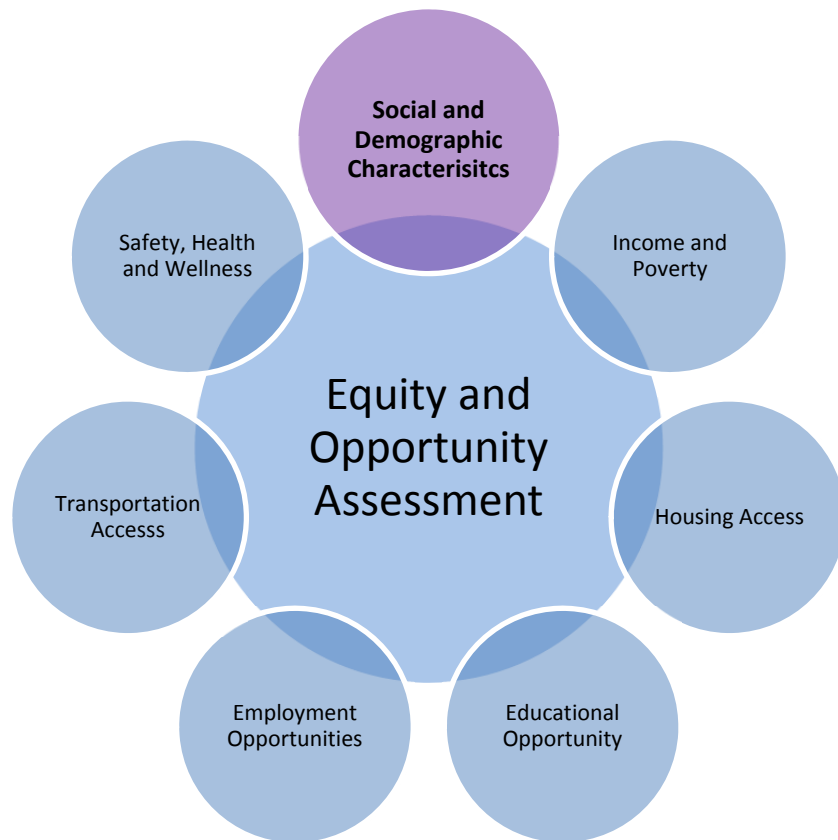
The land use map shows major types of land uses in the MPO area. Clearly visible on the map are major industrial/commercial areas (pink and purple) and areas that are primarily residential (light yellow and orange). The 2010 census tract overlay shows how the land is generally used per tract. Labeled on the map for reference are the Eugene Airport, University of Oregon, and Lane Community College main campus.

Figure 4.8. Land Use Map



5.0 Social and Demographic Characteristics

This chapter considers the social and demographic characteristics of our community as they are a foundation for this assessment. This key indicator looks at the main characteristics of the population including traditionally marginalized and vulnerable populations such as racial and ethnic minorities, single headed households, younger and older populations, and populations with disabilities. Many of these populations are also protected classes, protected from discrimination based on race, ethnicity, sex, family status, and/or disability. This indicator also includes other marginalized or disadvantaged populations with specific needs such as children, older populations, and single headed households.

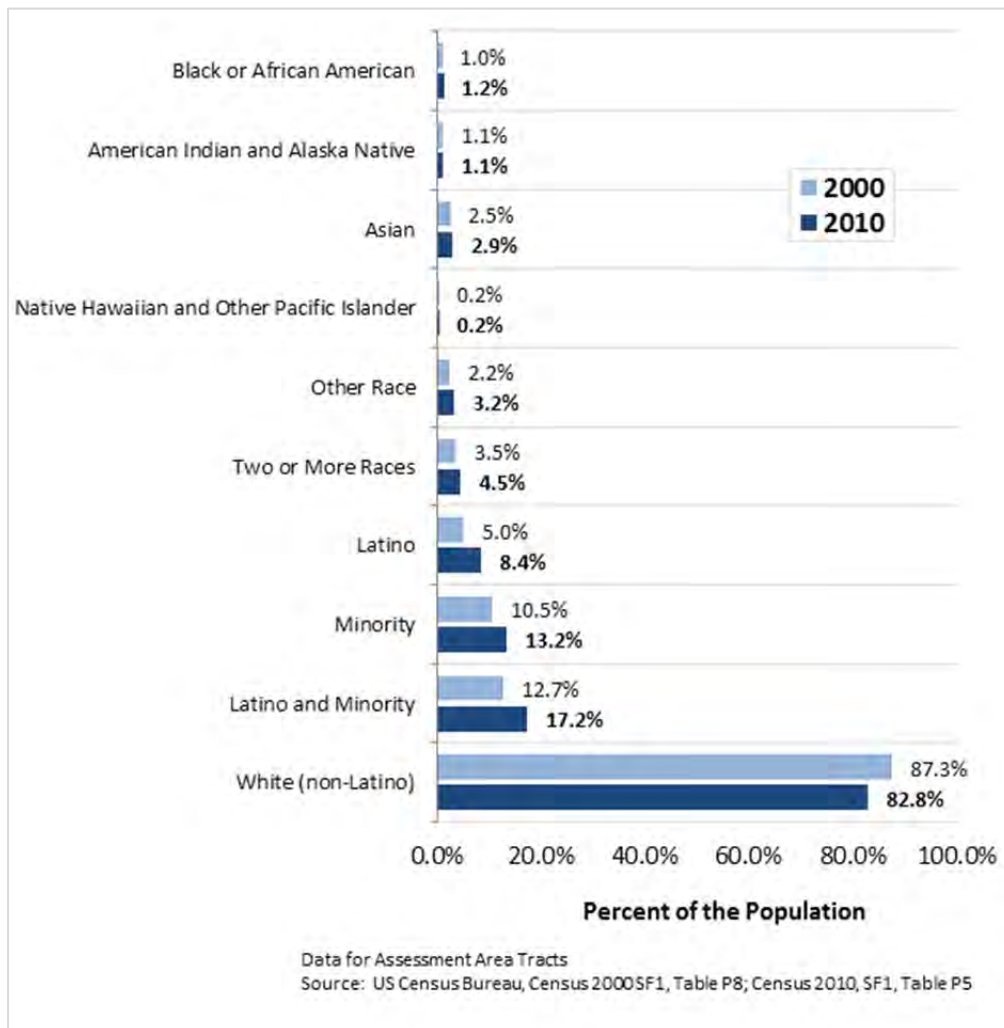


5.1. Racial and Ethnic Composition

While White (non-Latino) residents make up the 83% of Assessment Area population, the region has become significantly more diverse since 2000. About 13% of Assessment Area residents identify as a non-White Minority²² and 8% identify as Latino.²³ Combined, the Minority and Latino residents make up 17% of the Assessment area population.

The number of Latino residents has increased 81% since 2000 while the number of Minority residents increased only 37% during the same time period. The overall number of White non-Latino residents has increased 4% since 2000, but has decreased as a percentage of the total population, as shown in in the chart below.²⁴

Chart 5.1. Population by Race and Latino Ethnicity, 2000 to 2010



²² For this assessment, Minority is defined as any non-White race, including non-White Latino populations

²³ U.S. Census Bureau, Census 2010, Table P5, Tract level data

²⁴ U.S. Census Bureau, Census 2000, SF1, Table P8, Census 2010, Table P5, block level data

Racial Segregation, Isolation, and Discrimination

HUD has provided data for grantees that analyzes racial and ethnic segregation in the population with a dissimilarity and isolation index. The dissimilarity index compares the spatial distribution of a population compared to the white population for the metropolitan area and tells what percentage of people for that race/ethnicity would need to move to become more integrated in the population. The HUD guidance suggests a dissimilarity index over 0.55 indicates a high level of segregation, a dissimilarity index of 0.4 to 0.55 indicates some segregation, and a dissimilarity index of less than 0.4 indicates a low level of segregation.

Overall for the Assessment area, a large degree of segregation or isolation was not found for any racial for ethnic minority. The Latino dissimilarity index shows that this population experiences a 0.24 dissimilarity index. The Latino population is second behind the Asian population whose dissimilarity index is 0.33. These findings indicate that the MPO area does not have any significant level of segregation as measured by these indices.

There may be smaller areas in town with certain racial or ethnic communities, but there are not larger, more concentrated areas. The isolation index provided by HUD does not indicate a major isolation for any of the population groups. These indices are measured across census block groups or tracts, which are larger geographic areas in some parts of the MPO area; however, in the central parts of the planning area, these geographies are not extensively large.

While these indices do not identify a significant degree of racial or ethnic isolation and segregation, Latino and Minority residents have reported many instances of discrimination in housing, employment, and services.

Historic racial discrimination in Lane County bears mention. This is exemplified by Oregon's early exclusion laws banning African Americans from legally living in the state or they would face cruel consequences. Although not as well documented, other non-white racial and ethnic groups are known to have had similar hostile experiences. This type of overt discrimination, with the influence of civil rights legislation, slowly transformed to more covert forms, still highly palpable by local communities of color. Many of today's institutions still harbor remnants of this unsavory historic legacy, such as housing deeds that still include the exclusion of occupancy by any race other than Caucasian, unless they are domestic servants. The comprehensive effects of this history of racial discrimination are sometimes hard to pinpoint, although they clearly have connection to present day disparities in opportunities and access to services.

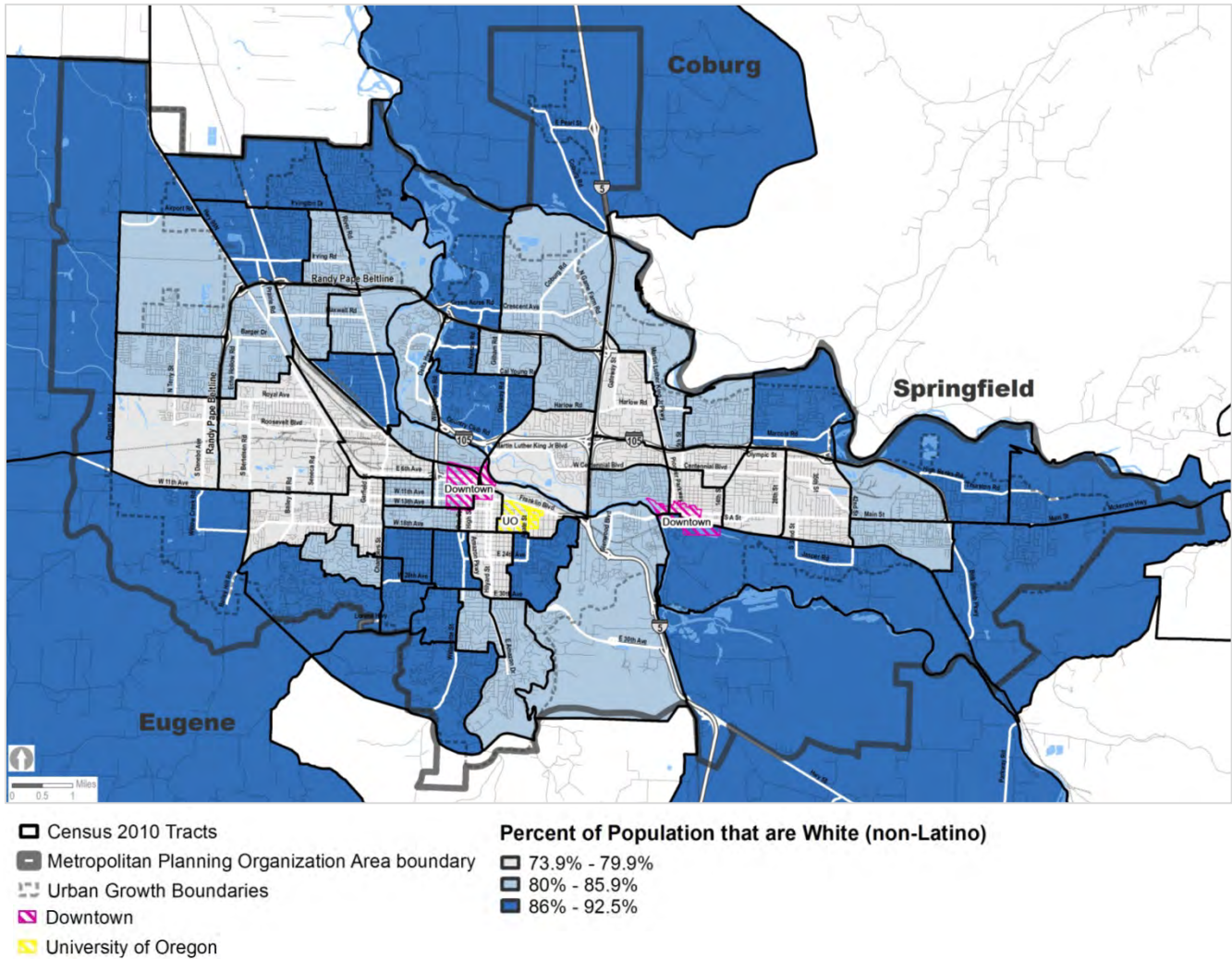
Undocumented residents face a special set of challenges that result in greater isolation and difficulty accessing services. Without proper state identification, which an undocumented immigrant cannot obtain, services and access to opportunities in the community are restricted. These restrictions and barriers include greater reliance on public transportation, and less access to housing, medical care, and education. Many of these services are connected to access of a government identification card, such as a state ID, which also enables residents the ability to open a bank account and establish credit.²⁵

²⁵ Latino Public Participation and Community Indicators Project, Draft, Gerardo Sandoval

White, Non-Latino Population

The population that identifies as White and non-Latino represent 82.8% (215,865) of the total population. The census tracts with the largest percentages of White non-Latino residents are mainly on the outer edges of the region. Census tracts where White, non-Latino residents make up smaller percentages of the population are located in the west Eugene Trainsong area, around the University, in central Springfield and the Gateway area.

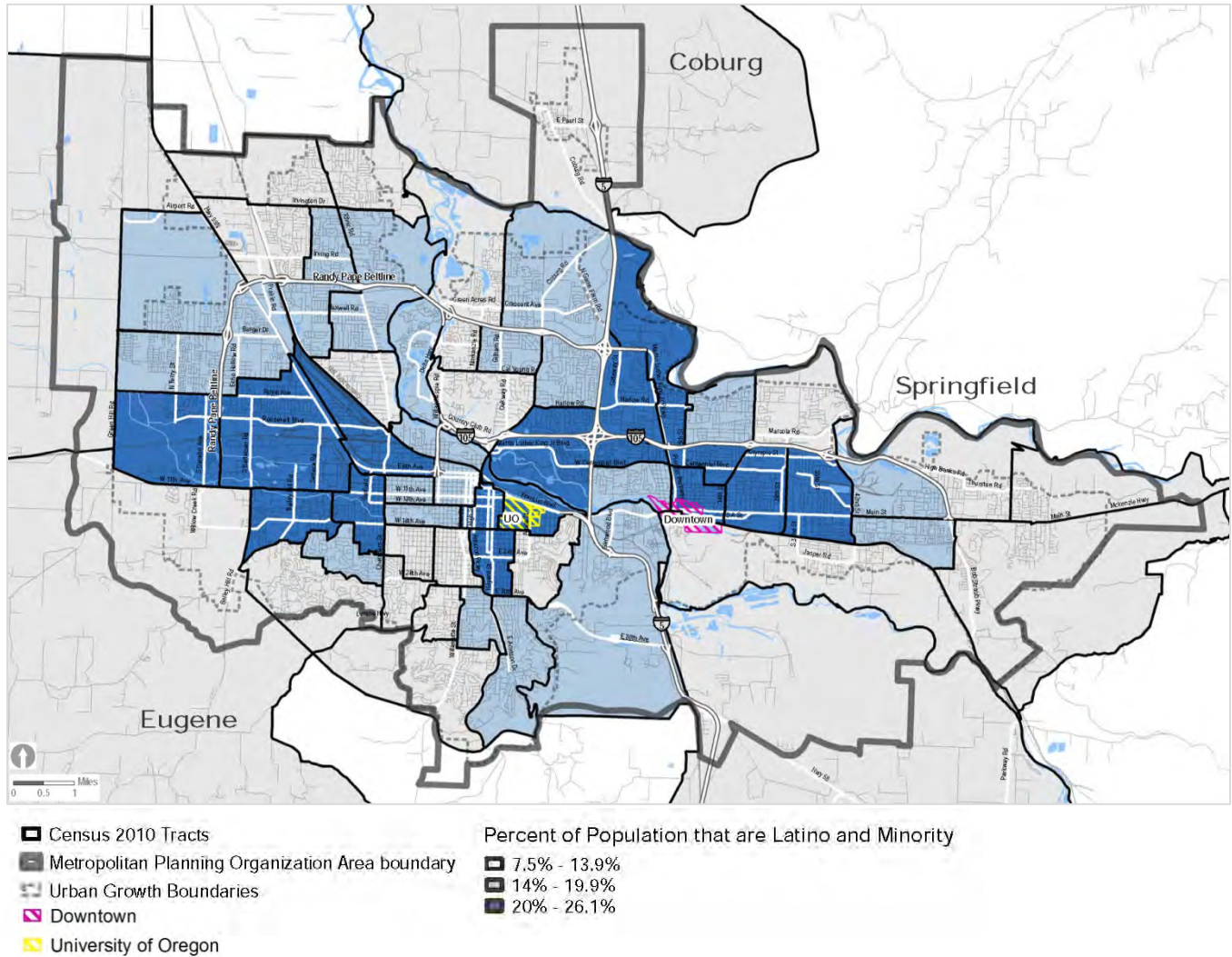
Figure 5.1. White, Non-Latino Population Map, 2010



Latino and Minority Populations

In the Assessment area, about 17% of the population identifies as Latino and/or Minority race(s), and 39% of that population lives in the highest percentage tracts. The tracts that have greater percentages of Latino and Minority residents are located mainly along the West 11th Corridor and the University area in Eugene as well as the Gateway area and Main Street in Springfield.

Figure 5.2. Latino and Minority Population Map, 2010



In 2012-13, school data indicates that the Hispanic/Latino and minority populations may be higher than the Census data suggests. Elementary students identifying as Hispanic/Latino and/or minority make up 31% of total enrolled students in the three primary school districts (29% in Bethel, 30% in Eugene 4J, and 32% in Springfield). Of this, approximately 15.8% are Latino (16.6% in Bethel, 13.3% in Eugene 4J, and 19.1% in Springfield).²⁶

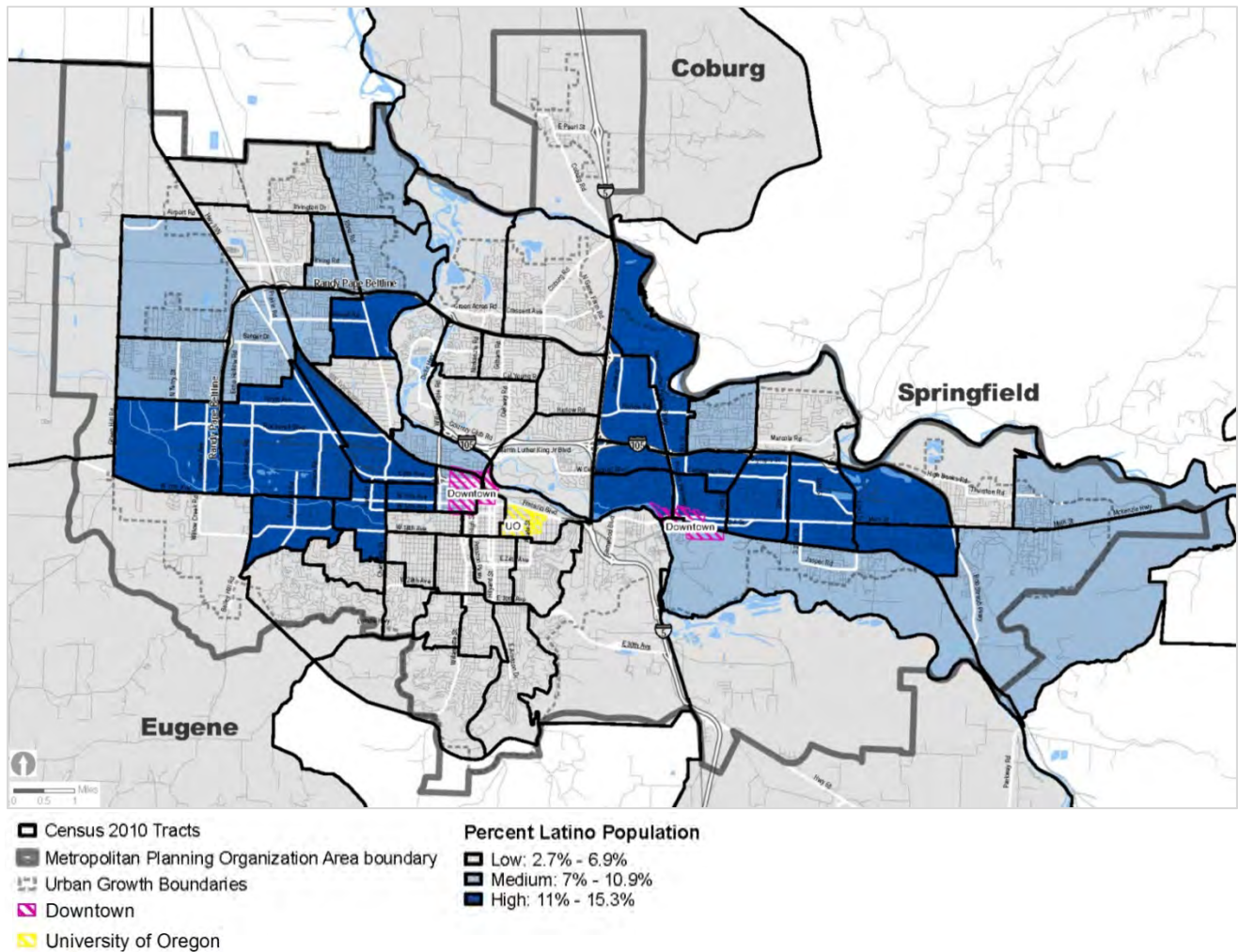
²⁶ Oregon Department of Education, Student Ethnicity Reports, 2012-2013 <http://www.ode.state.or.us/data/reports/toc.aspx#students>

Latino Population

Latino residents are the largest ethnic population in the MPO area (8%) and are also growing the most rapidly. About 75% of Latino residents are Mexican-Americans or Mexican immigrants.²⁷ A large portion of adult Latinos in the area are estimated to be undocumented.²⁸ This may lead to underrepresentation in the U.S. Census Bureau Surveys.

About 46% of Latinos in the MPO area live in the 17 census tracts located in two contiguous areas. The first area is located in west Eugene along West 11th Avenue, Roosevelt Boulevard, and Highway 99. The second area is located in Springfield along Gateway Boulevard, Pioneer Parkway, and Main Street.

Figure 5.3. Latino Population Map, 2010

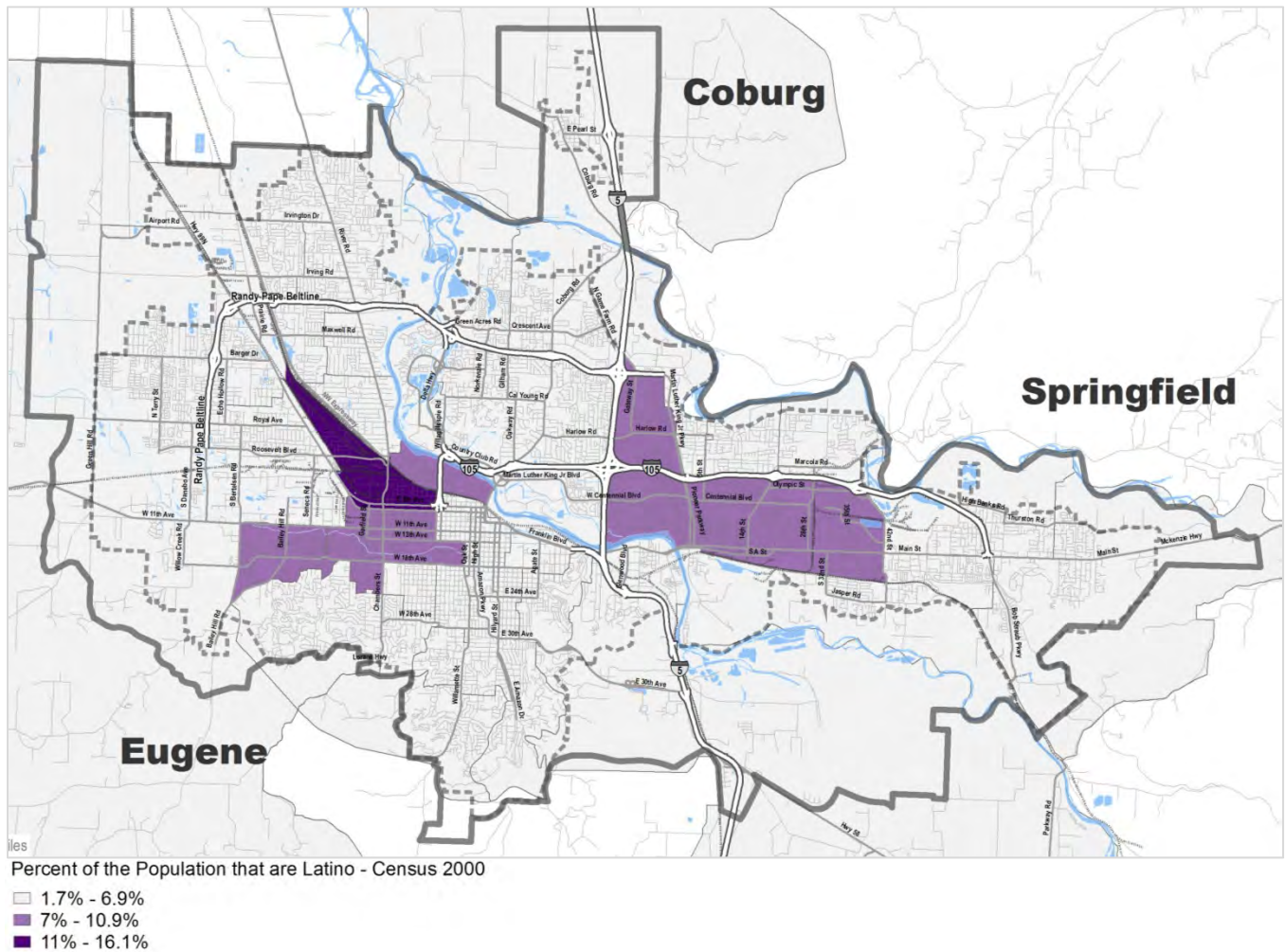


²⁷ Latino Public Participation and Community Indicators Project, Draft, Gerardo Sandoval

²⁸ Latino Public Participation and Community Indicators Project, Draft, Gerardo Sandoval

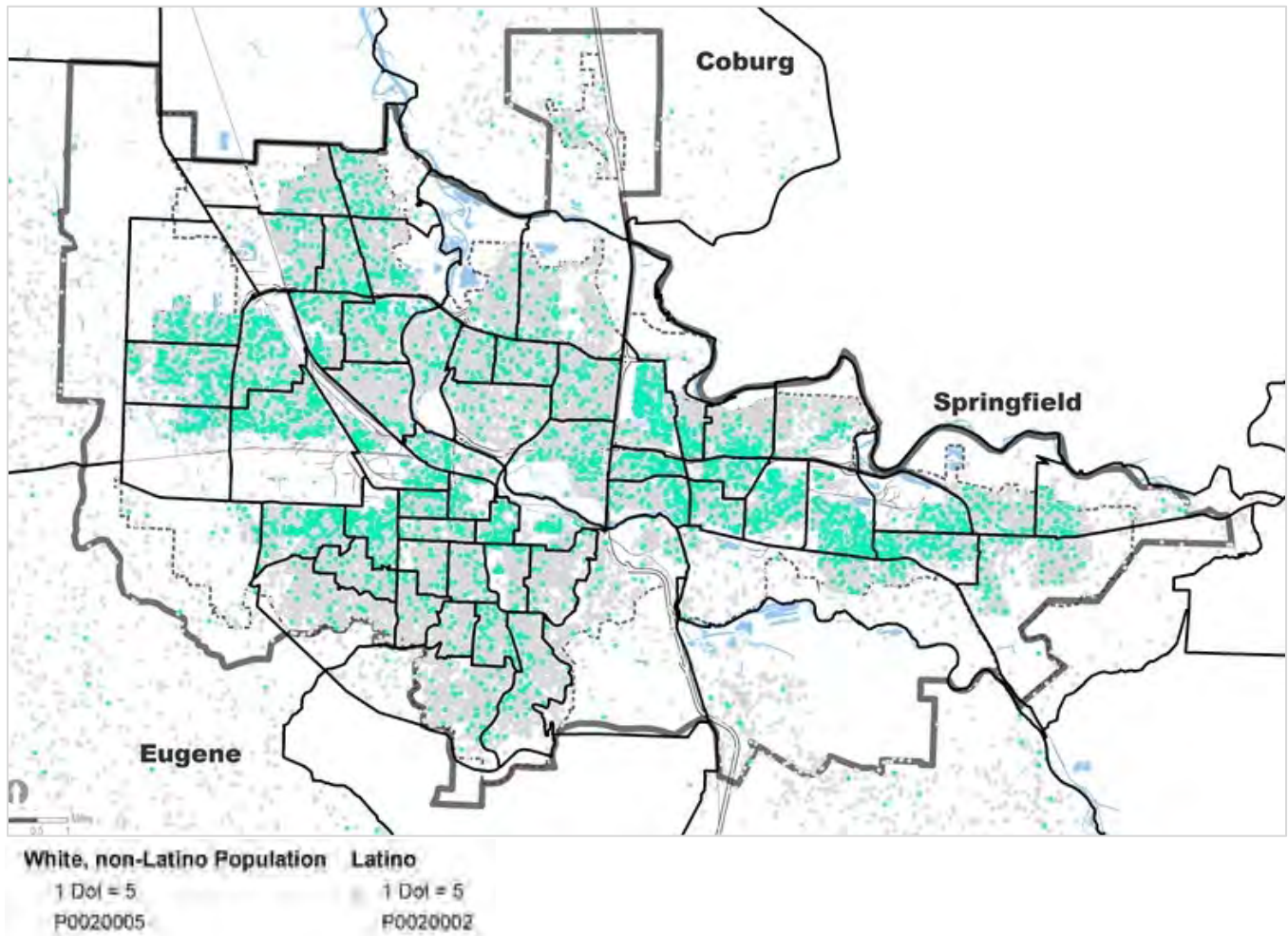
The following map shows the geographic distribution of Latino residents in 2000 for comparison. The Latino Population has increased 81% from 2000 to 2010.

Figure 5.4. Latino Population Map, 2000



The map below shows the distribution of White and Latino residents in the MPO area. This data is from Census 2010 and is for blocks only in the Assessment area tracts. On the map one dot equals five people.

Figure 5.5. Latino and White Population Dot Density Map, 2010



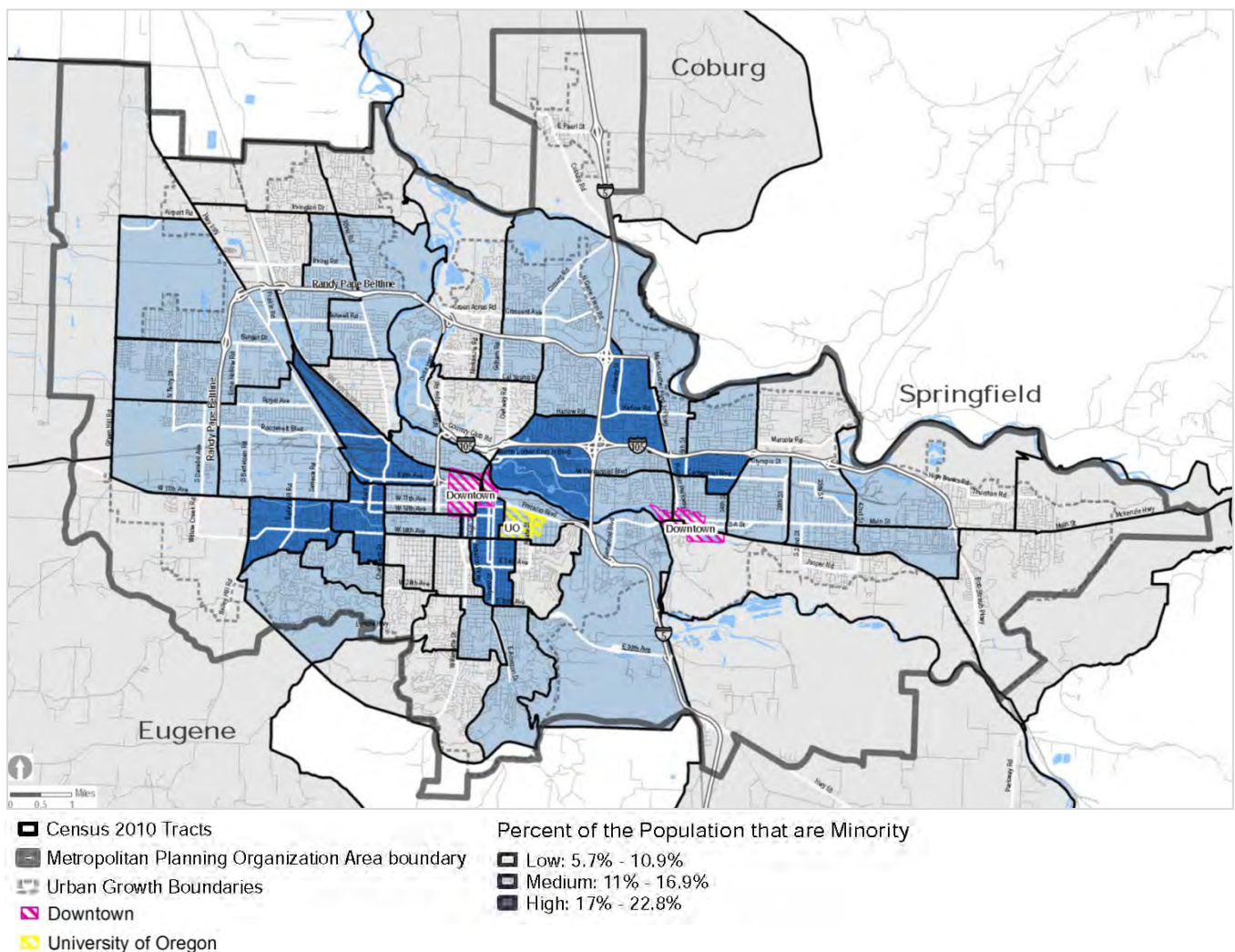
Minority Population

About 13% of the Assessment area identifies as a non-White Minority and 8% of the Minority population lives in the highest percentage area tracts.

The Minority population for the Assessment area includes non-White Latino Minorities. Tracts with higher percentages of Minority residents in Eugene are located along the south side of West 11th Avenue, east of Highway 99, and tracts near the University of Oregon. In Springfield, areas with greater percentages of Minority residents are located near Gateway Street and Pioneer Parkway.

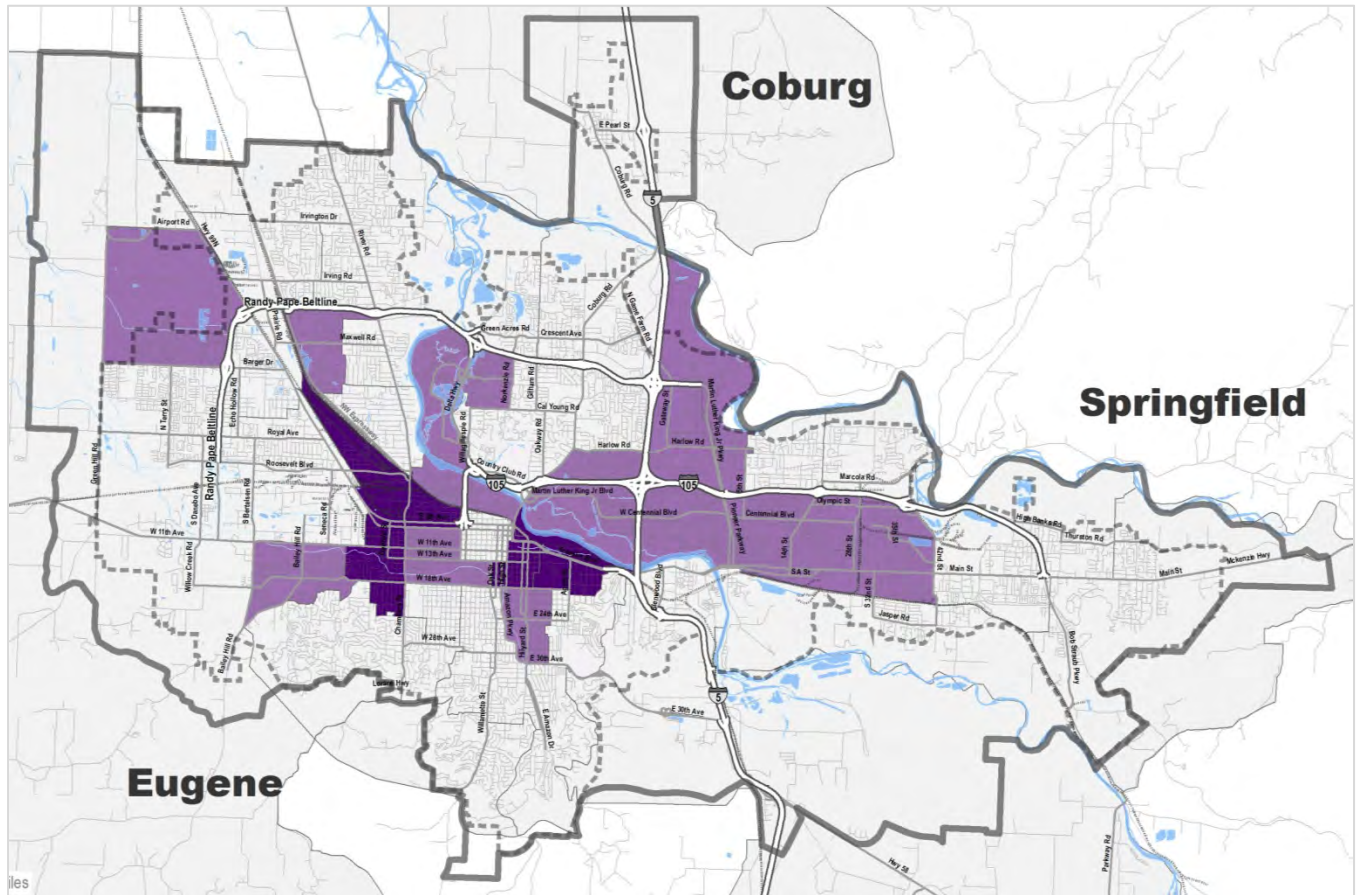
Significantly, tracts with the highest percentages of Minority residents have 17% to 22.8% of the population identifying as a Minority. Minority residents have a different settlement pattern than Latino residents.

Figure 5.6. Minority Population Map, 2010



The following map shows the geographic distribution of Minority residents in 2000 for comparison. The number of Minority residents increased by 37% from 2000-2010.

Figure 5.7. Minority Population Map, 2000

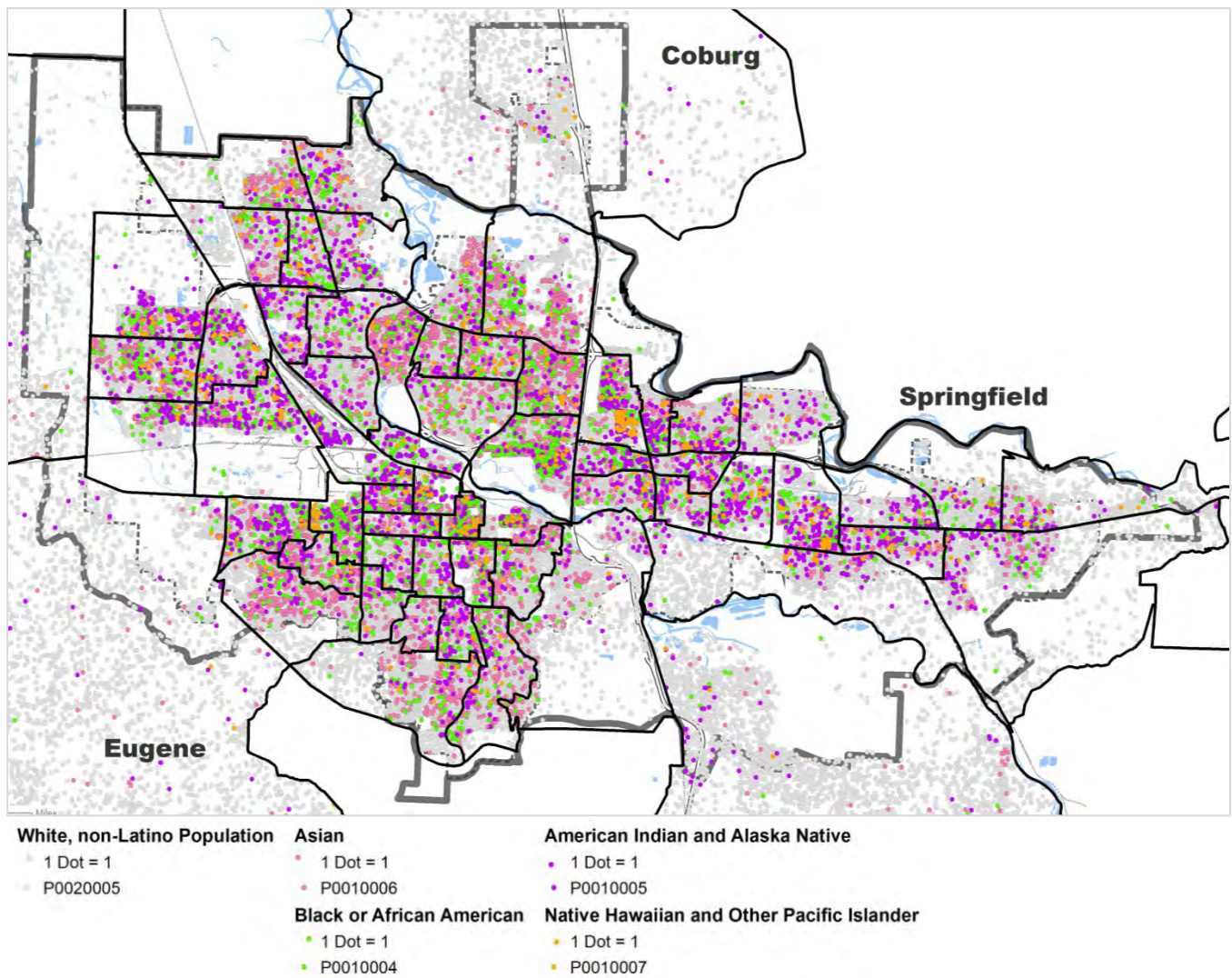


Percent of the Population that are Minority - Census 2000

- 4.4% - 10.9%
- 11% - 16.9%
- 17% - 23.3%

The map below shows the distribution of White and non-White Minority residents in the Metropolitan area. This data is from Census 2010 and is for blocks only in the Assessment area tracts. The map shows that the Minority population lives in most of the MPO area, however there are areas with more and less Minority populations. This map does not include populations of Other Race or Two or More Races. On the map one dot equals one person.

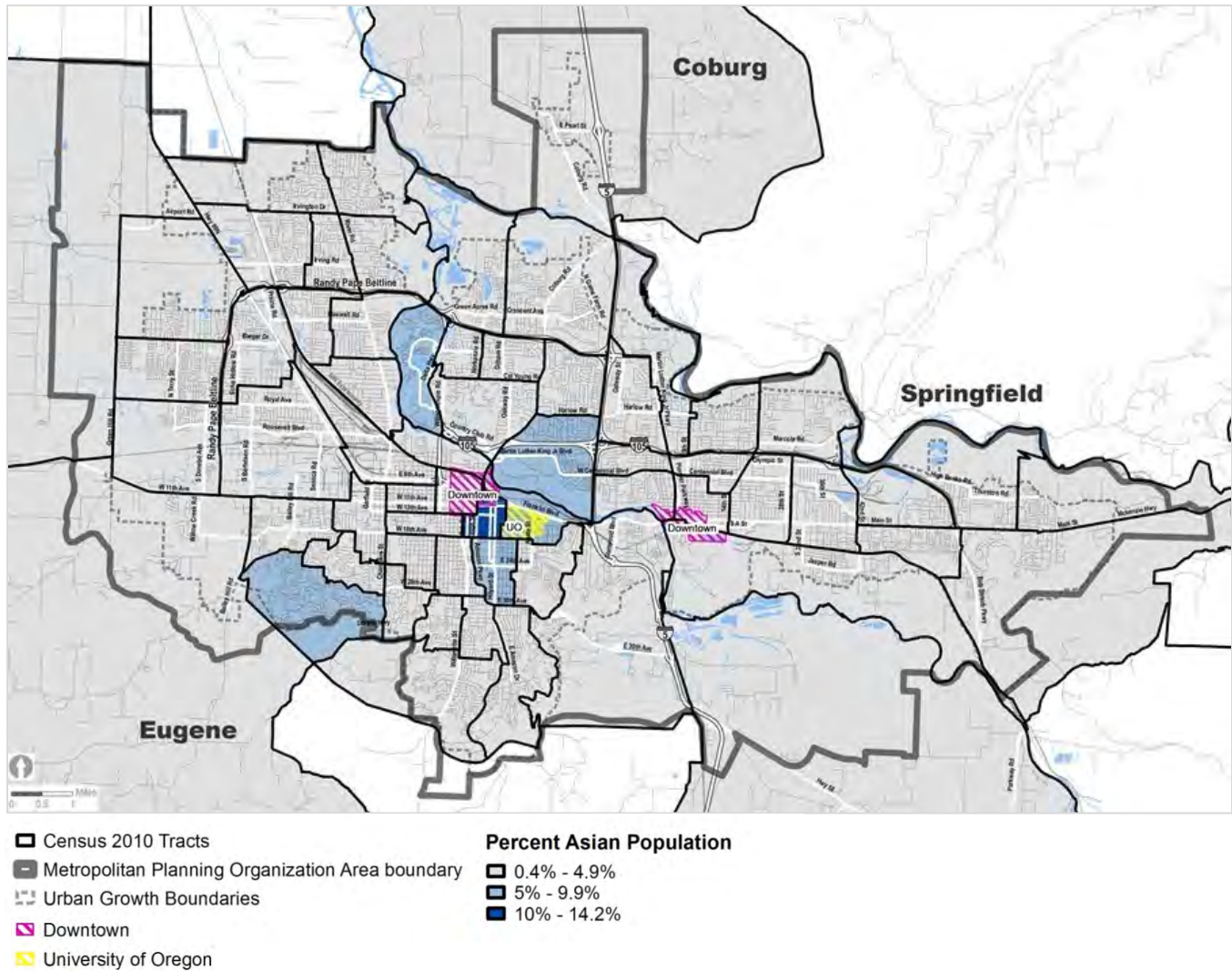
Figure 5.8. White and Non-White Minority Population Dot Density Map, 2010



Asian Population

Asian residents represent about 3% (7,601) of the total MPO area population and are the second largest minority group in the region besides Other Race or Two or More Race populations.²⁹ About 29% of Asian residents in the MPO area lives in census tracts adjacent to the University area (tracts in blue around the University on the map) and about 5% of the students at the University of Oregon are Asian.³⁰ Other minority groups are more dispersed in the region compared to Asian residents.

Figure 5.9. Asian Population Map, 2010



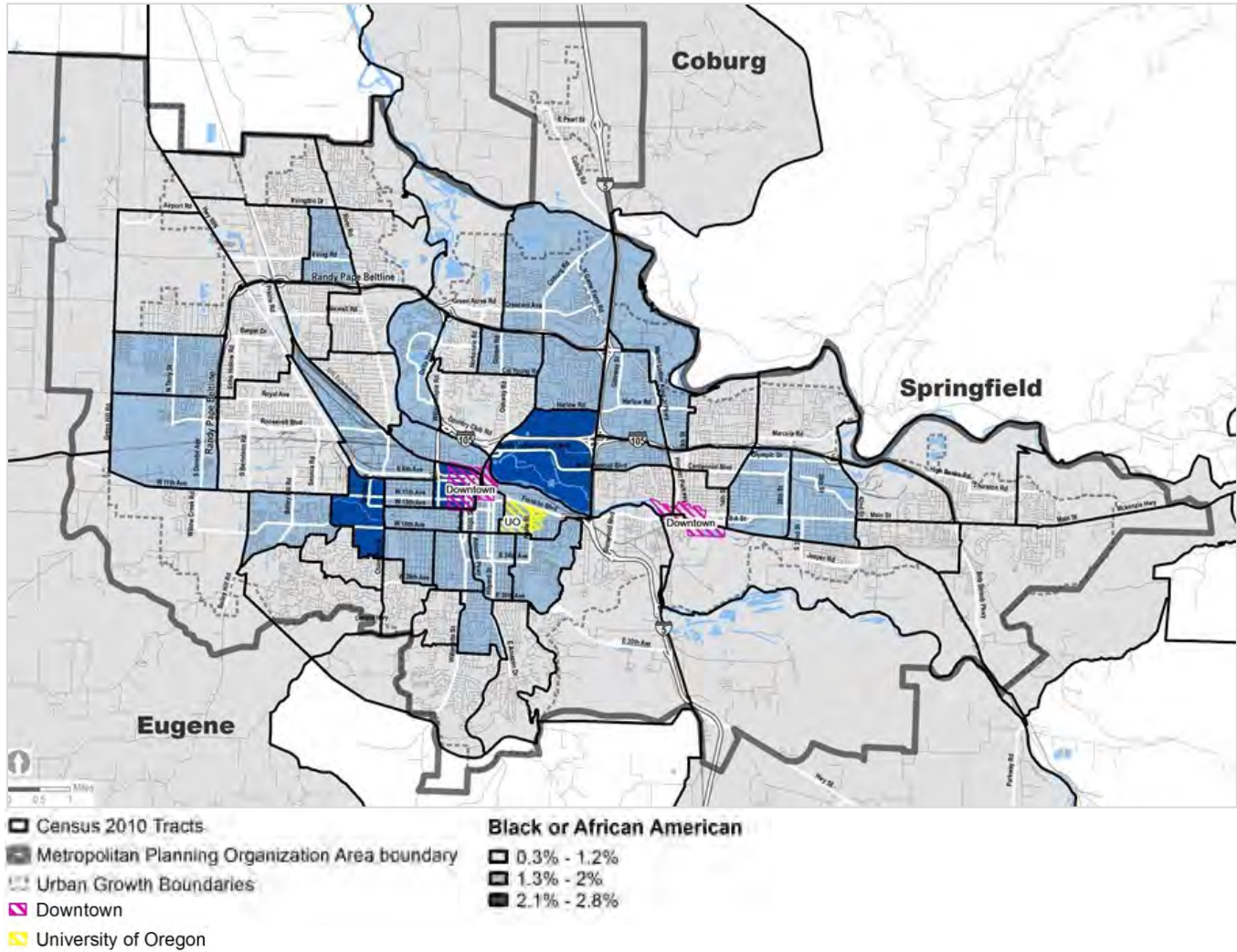
²⁹ Populations that identified as Other Race and Two or More Races on the Census 2010 had higher percentages.

³⁰ University of Oregon, UO Facts Fall 2013, UO Admissions, <http://admissions.uoregon.edu/profile.html>

Black and African American Population

Residents that identify as Black or African American on the US Census represent about 1.2% (3,032) of the total population in the MPO area tracts.³¹ Black or African American residents make up 2.1% to 2.8% of the population in tracts near the University, Downtown Eugene, and in West Eugene.

Figure 5.10. Black and African American Population Map, 2010

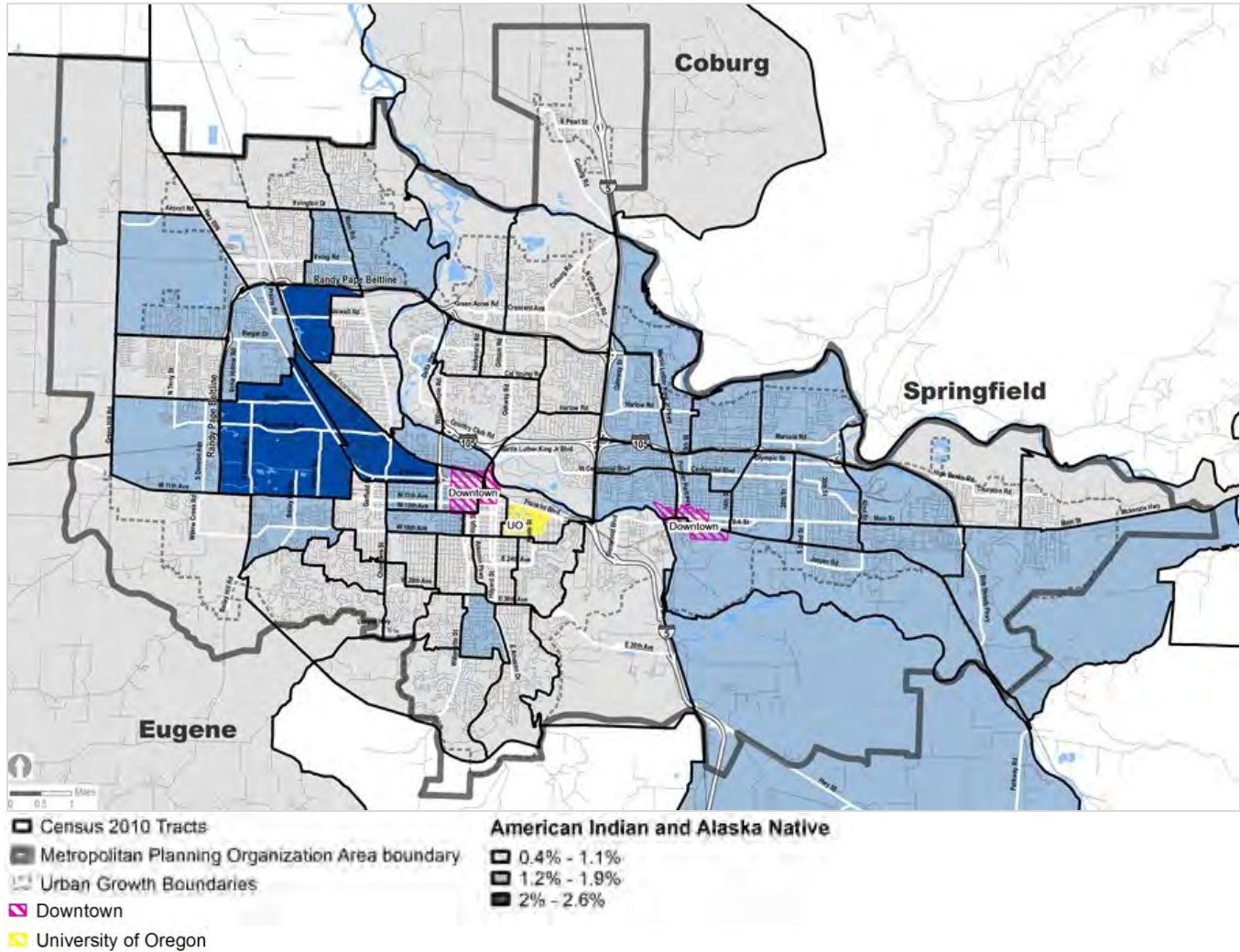


³¹ This may also include people that identify with Latino Ethnicity. Race and ethnicity area separate questions on the Census. Data: US Census Bureau Census 2010, SF1, Table P5, Hispanic or Latino Origin by Race

American Indian and Alaska Native Population

American Indian and Alaska Native residents represent about 1.1% (2,970) of the total population in the Assessment area tracts.³² Tracts with the highest percentage of American Indian and Alaska Native residents show 2% to 2.6% of the population. These are located in West Eugene along West 11th Avenue, Roosevelt Boulevard and Highway 99N.

Figure 5.11. American Indian and Alaska Native Population Map, 2010

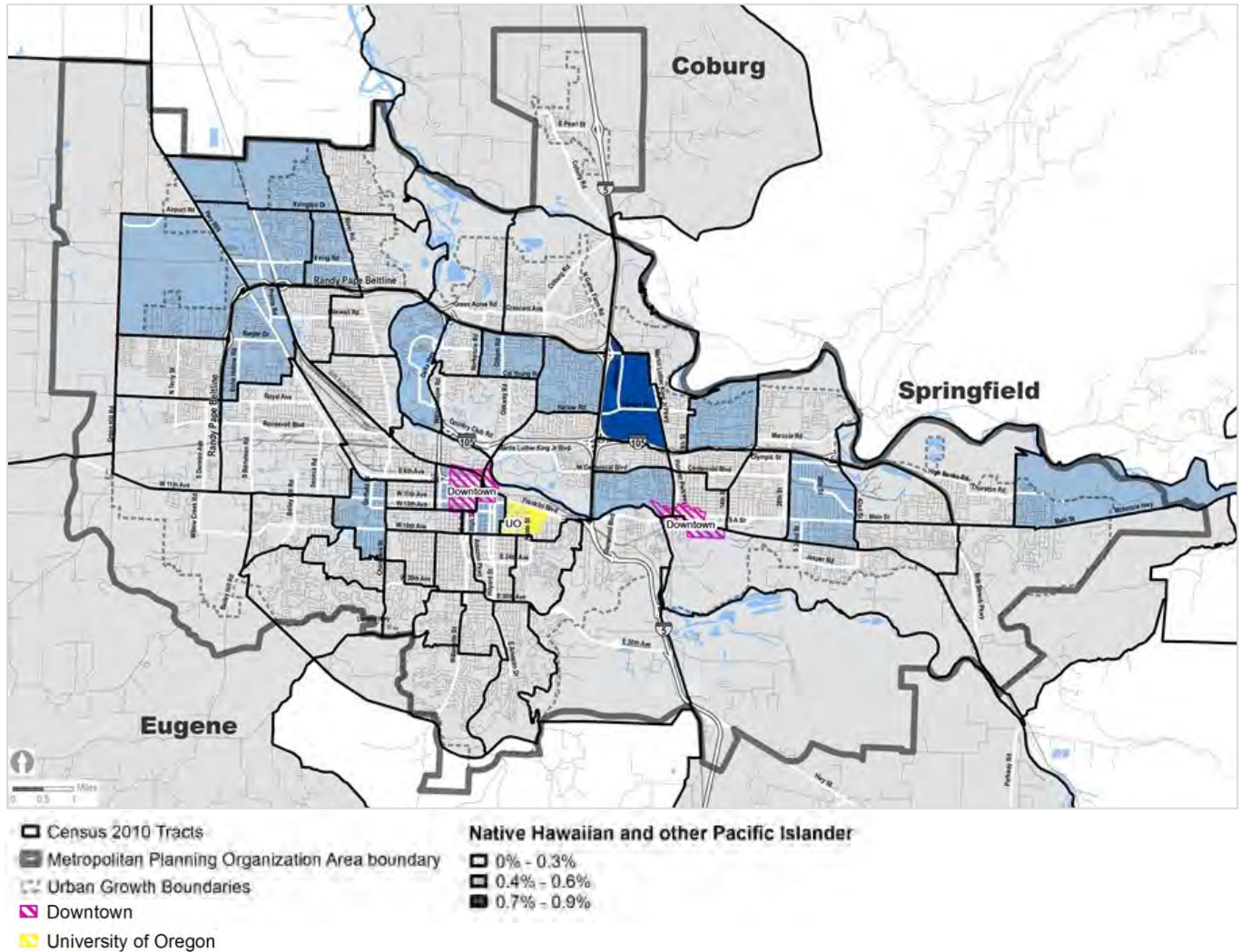


³² This may also include people that identify with Latino Ethnicity. Race and ethnicity area separate questions on the Census. Data: US Census Bureau Census 2010, SF1, Table P5, Hispanic or Latino Origin by Race

Native Hawaiian and Other Pacific Islander Populations

Residents that identify as Native Hawaiian and Other Pacific Islander represent about 1.1% (2,970) of the total population in the MPO area tracts.³³ Even though the Native Hawaiian and Pacific Islander population is a small percentage of the overall population, it still represents almost 3,000 people. One tract is Springfield along Gateway Street shows a higher percentage of native Hawaiian population, but is still less than 1% of that tract's population.

Figure 5.12. Native Hawaiian and Other Pacific Islander Population Map, 2010

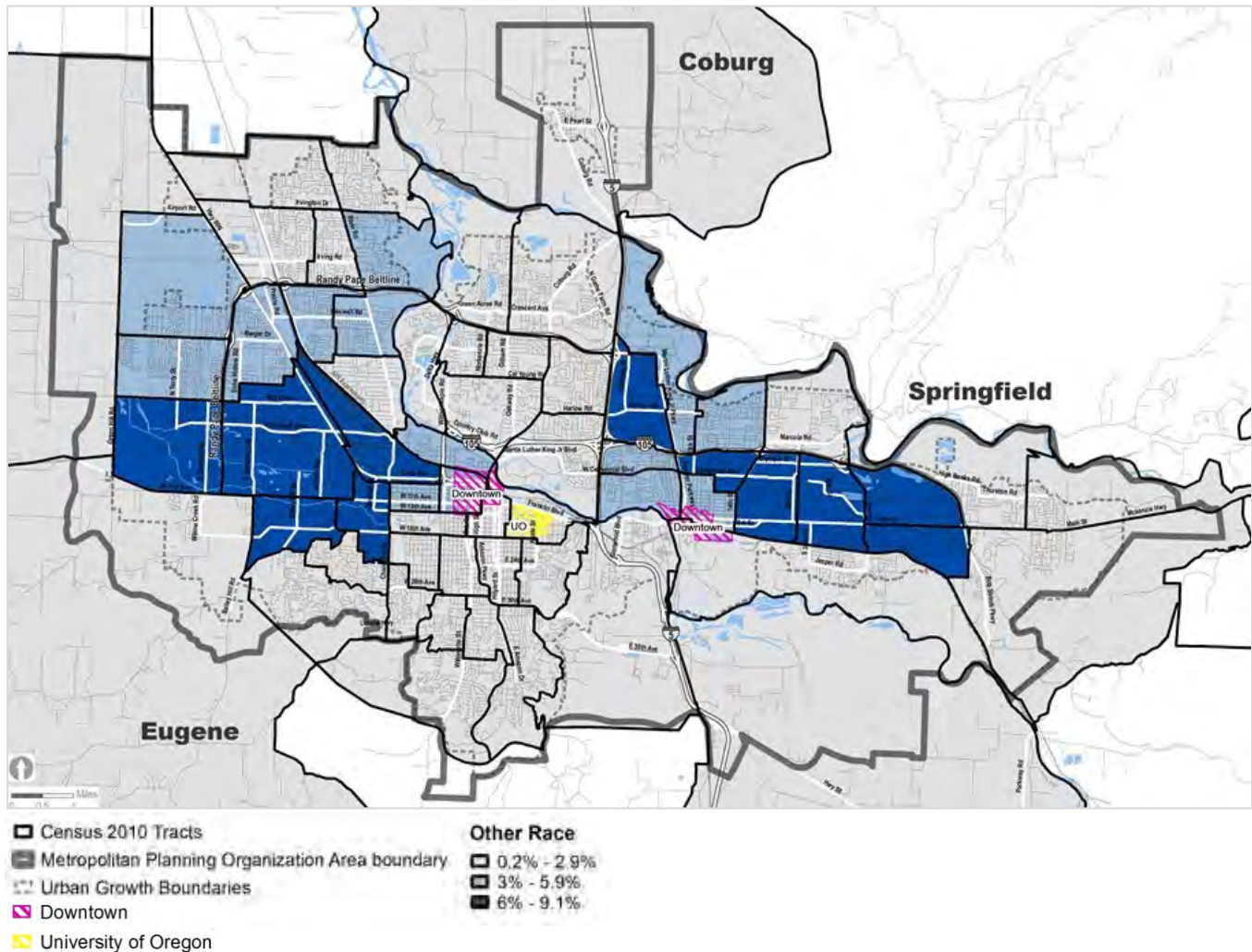


³³ This may also include people that identify with Latino Ethnicity Race and ethnicity area separate questions on the census. Data: US Census Bureau Census 2010, SF1, Table P5, Hispanic or Latino Origin by Race

Other Race

The population that identifies as another race represents about 3.2% (8,370) of the total population in the MPO area tracts.^{34 35} People that identify as another race live in two distinct areas, west Eugene along the West 11th Corridor and Trainsong, and in central Springfield and the Gateway area. In these tracts, the population of another race represents between 6% and 9.1% of the population.

Figure 5.13. Population that Identifies with an Other Race Map, 2010



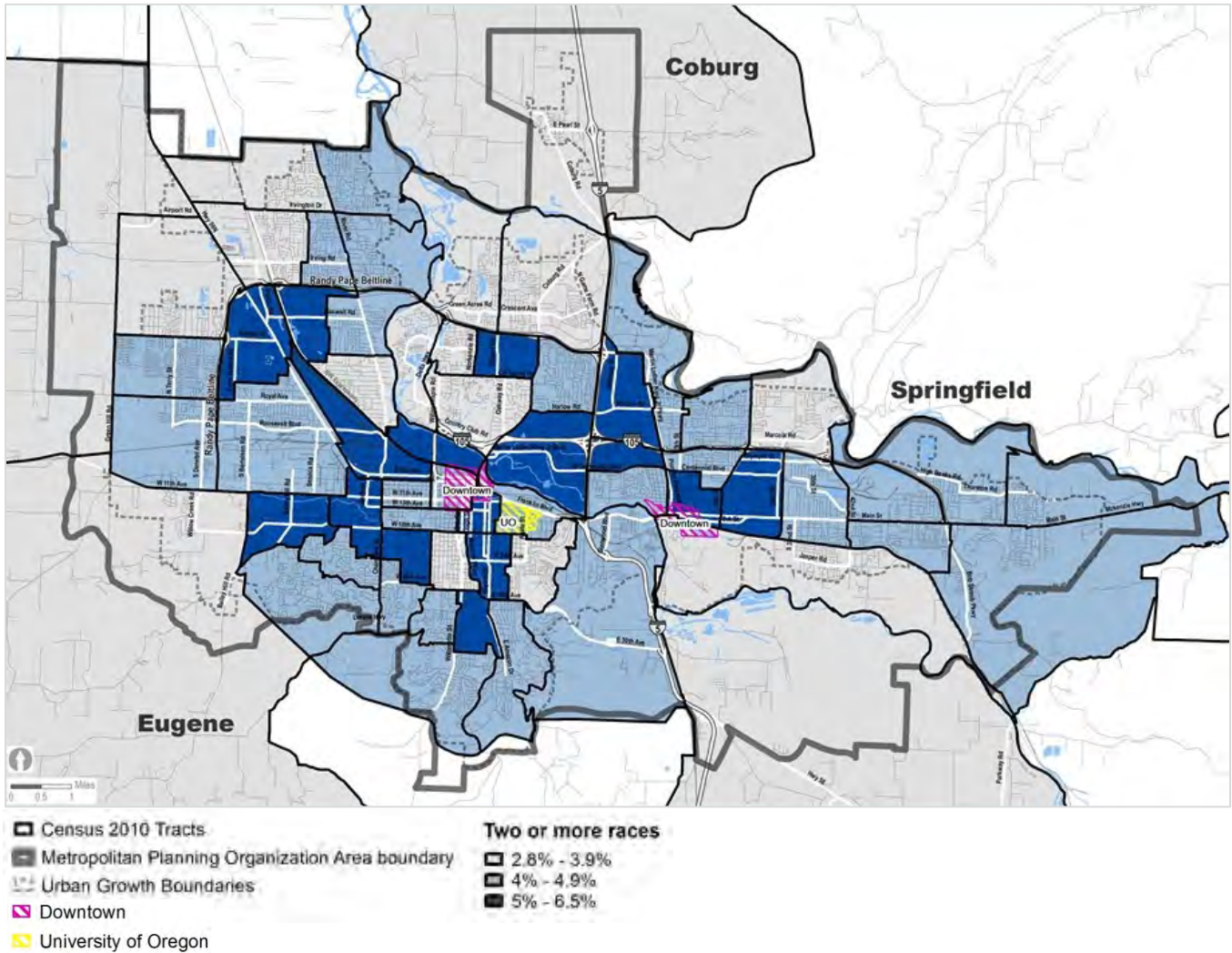
³⁴ This may also include people that identify with Latino Ethnicity. Race and ethnicity area separate questions on the Census. Data: US Census Bureau Census 2010, SF1, Table P5, Hispanic or Latino Origin by Race

³⁵ The population that identifies with another race not listed in the Census Bureau questionnaire can choose the “other race” category. This other race category includes a race not identified in the specific racial categories of White, Black or African American, American Indian or Alaska Native, Asian, or Native Hawaiian or other Pacific Islander. The other race category can include people that identify as multiracial. This is different than the “two or more races” category where people choose from 2 races in the specific race categories listed above and it includes the “other race” category.

Two or More Races

The population that identifies as Two or More Races represents about 4.5% (11,672) of the total population in the MPO area tracts.^{36 37} People that identify with two or more of the races listed in the Census live in the central areas of Eugene and Springfield. These tracts show that 5% to 6.5% of the population in those tracts identify with more than one race.

Figure 5.14. Population of Two or More Races Map, 2010



³⁶ This may also include people that identify with Latino Ethnicity. Race and ethnicity area separate questions on the Census. Data: US Census Bureau Census 2010, SF1, Table P5, Hispanic or Latino Origin by Race

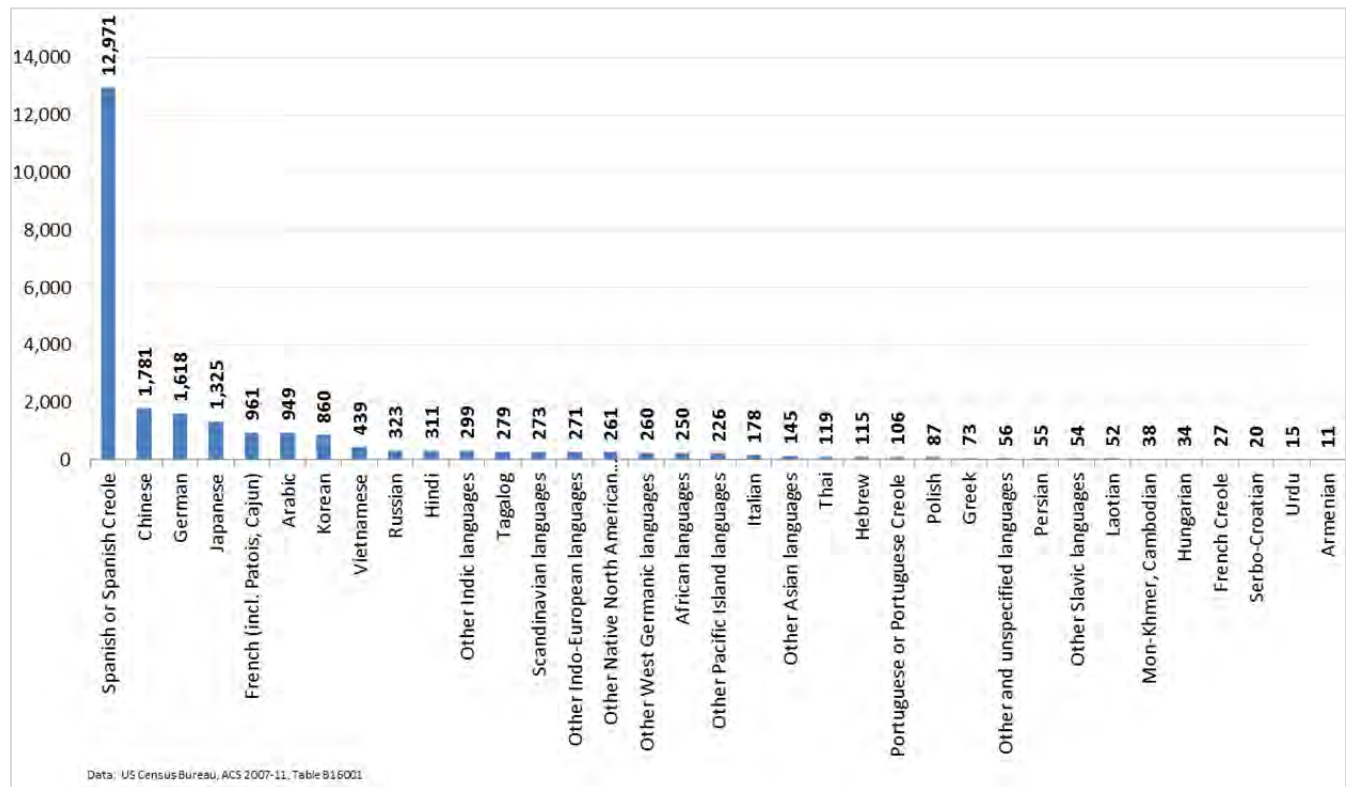
³⁷ The population that identifies with two or more races on the Census Bureau questionnaire select these races from the categories provided: White, Black or African American, American Indian or Alaska Native, Asian, Native Hawaiian or other Pacific Islander, and/or Other race. The other race category can include people that identify as multiracial.

Languages Spoken

About 88% of the population residing in the Cities of Eugene, Springfield, and Coburg speak only English.³⁸ About 12% of the population speaks a language at home other than English and 6.4% of the total population speaks Spanish at home.

Among those people that speak a language at home other than English (24,842 people), approximately 52% of this population speaks Spanish (12,971), and 48% speaks one of 33 other languages (11,871). Following Spanish, small segments of the community speak Chinese, German, Japanese, and French at home as well as many other languages. The chart below shows the range of languages spoken in the community.

Chart 5.2. Language Spoken besides English, Cities of Eugene, Springfield and Coburg, 2007-2011



Among those residents who speak a language other than English at home, about two-thirds also speak English.³⁹ The remaining third do not speak English very well. In many of the language groups where residents speak a language other than English, a large percentage of those populations do not speak English “very well”, a term that also indicates Limited English Proficiency (LEP). A person with LEP has a limited ability to read, write, understand, or speak English.⁴⁰ People with LEP can experience barriers to housing, employment, transportation, and education. Language has been cited as a barrier by affordable housing residents when trying

³⁸ US Census Bureau, ACS 2007-11, Table B16001

³⁹ US Census Bureau, ACS 2007-11, DP2

⁴⁰ Limited English Proficiency Population Outreach Report 11/2012, City of Eugene Equity and Human Rights Office

to communicate with their children’s school staff.⁴¹ The Latino Public Participation Project reports that many Latinos have lower incomes and the need to work is greater than the time or financial resources needed to learn English or attend school, representing a barrier experienced by the Latino population. However, this can also be recognized as a barrier for other non-English speakers.⁴² The table below shows the language groups in the region who do not speak English well.

Table 5.1. Population Language Groups who have Limited English Proficiency for the Cities of Eugene, Springfield and Coburg, 2007-2011

		Population that Speaks Limited English	Population with LEP as a % of Population in Language Group
Total Population	202,773		
Spanish or Spanish Creole	12,971	4,891	37.7%
Chinese	1,781	772	43.3%
Arabic	949	557	58.7%
Japanese	1,325	341	25.7%
Korean	860	308	35.8%
Vietnamese	439	192	43.7%
German	1,618	162	10.0%
French (incl. Patois, Cajun)	961	135	14.0%
Hindi	311	96	30.9%
Other Indic languages	299	86	28.8%
Other Pacific Island languages	226	83	36.7%
Tagalog	279	79	28.3%
Other Indo-European languages	271	66	24.4%
Polish	87	62	71.3%
Russian	323	59	18.3%
Other Asian languages	145	41	28.3%
Thai	119	39	32.8%
African languages	250	37	14.8%
Other and unspecified languages	56	32	57.1%
Scandinavian languages	273	30	11.0%
Persian	55	29	52.7%
Hebrew	115	28	24.3%
Italian	178	26	14.6%
Hungarian	34	13	38.2%
Other West Germanic languages	260	12	4.6%
Serbo-Croatian	20	10	50.0%
Laotian	52	6	11.5%
Portuguese or Portuguese Creole	106	6	5.7%
Armenian	11	0	
French Creole	27	0	
Greek	73	0	
Mon-Khmer, Cambodian	38	0	
Other Native North American languages	261	0	
Other Slavic languages	54	0	
Urdu	15	0	
Speak only English	177,931		

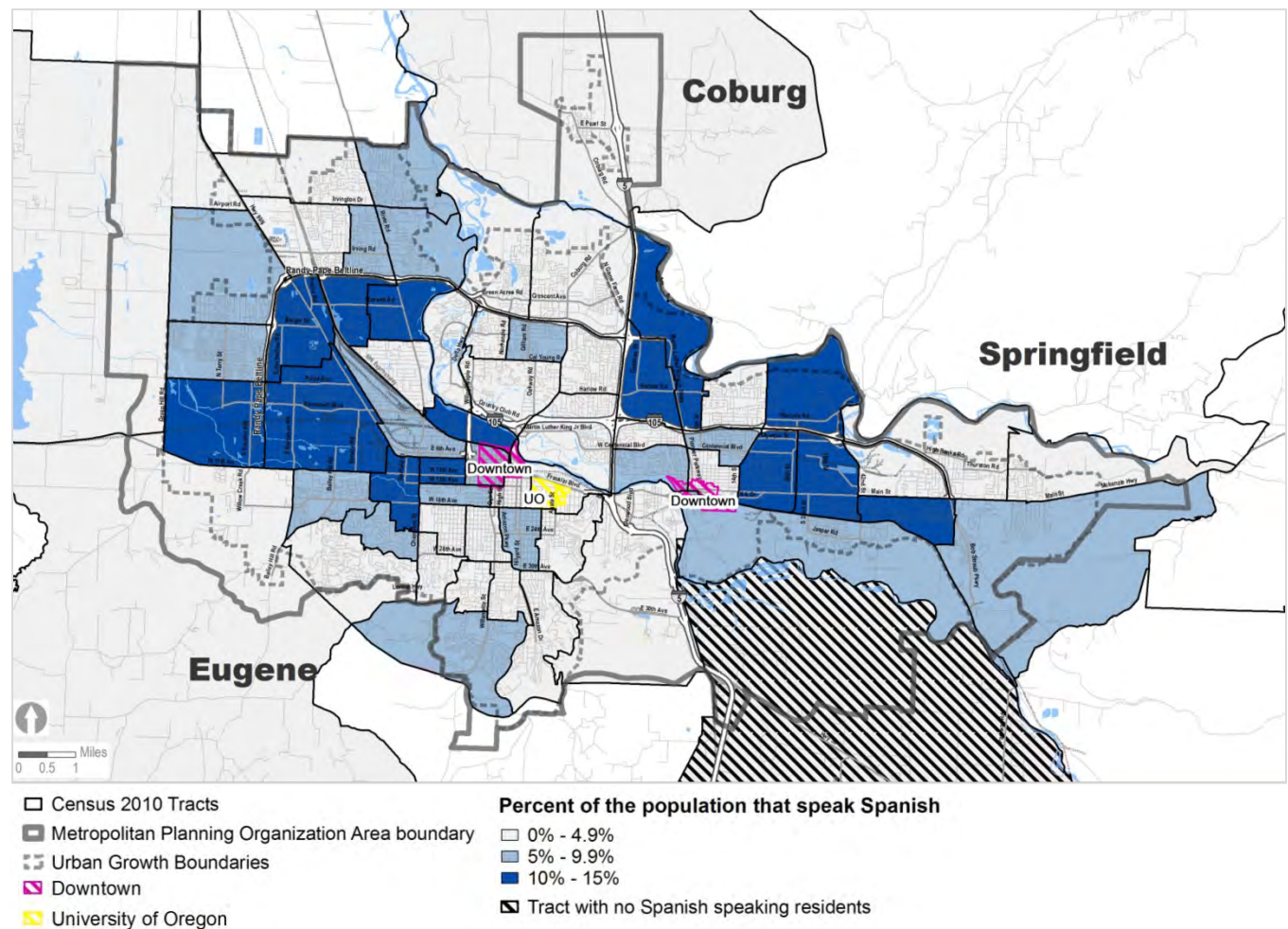
⁴¹ Equity and Opportunity Assessment Outreach Project, 2013 Focus Groups and Affordable Housing Community Survey, Report of Findings and Recommendations, November 2013, Draft, Saint Vincent de Paul Society of Lane County, Oregon, Lane Livability

⁴² Latino Public Participation and Community Indicators Project

Almost 38% of Spanish speakers have LEP. Many of the Latinos in Lane County identify as Mexican and the native language of many of these residents is not Spanish, but Nahuati, Zapotec, Miteco Alto or other indigenous languages from Latin America.⁴³ A report by the City of Eugene Equity and Human Rights Office on LEP populations and outreach noted that some of the Latino residents had trouble with the information translated to Spanish because their native language was an indigenous language instead of Spanish.⁴⁴

In the Assessment area tracts, 6% of the population over age 5 speaks Spanish.⁴⁵ While the Spanish-speaking population is dispersed throughout the community there are greater concentrations of Spanish speakers along West 11th Avenue, Roosevelt Boulevard, and Highway 99 in Eugene and along Gateway St and Main Street in Springfield. About 49% of the Spanish speaking population in the region lives in these 14 tracts.⁴⁶

Figure 5.15. Spanish Speaking Population Map, 2007-2011



⁴³ Latino Public Participation and Community Indicators Project, Draft, Gerardo Sandoval

⁴⁴ City of Eugene Equity and Human Rights office, Limited English Proficiency Population Outreach Report (11/2012), <http://www.eugene-or.gov/index.aspx?NID=1206>

⁴⁵ US Census Bureau, ACS 2007-11, Table B16001, for the population age 5 and over

⁴⁶ Data was not mapped for the limited English Spanish Speaking population due to margins of error

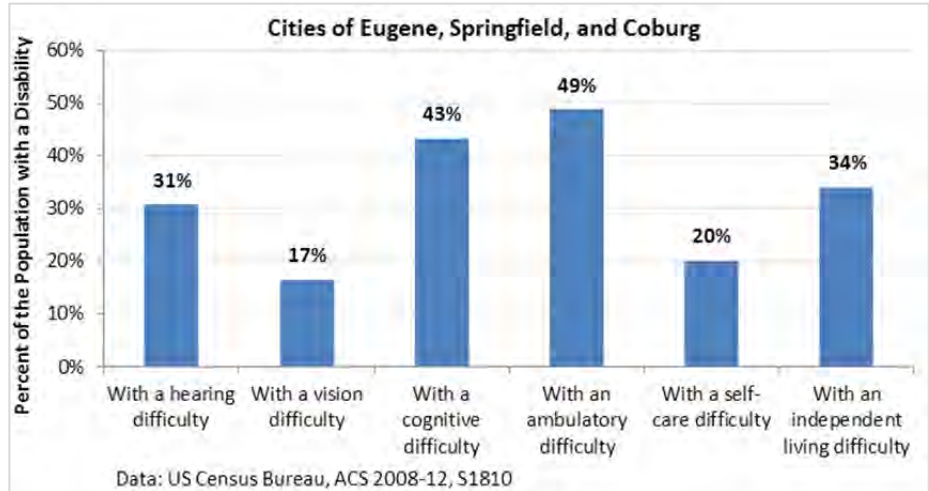
5.2. Persons with Disabilities

About 14% of people in the Cities of Eugene, Springfield, and Coburg live with one or more disabilities (29,235 people).⁴⁷ The types of disabilities identified include hearing (31%), vision (17%), cognitive (43%), ambulatory (49%), self-care (20%), and difficulty with independent living (34%). Some residents have multiple disabilities.⁴⁸

49

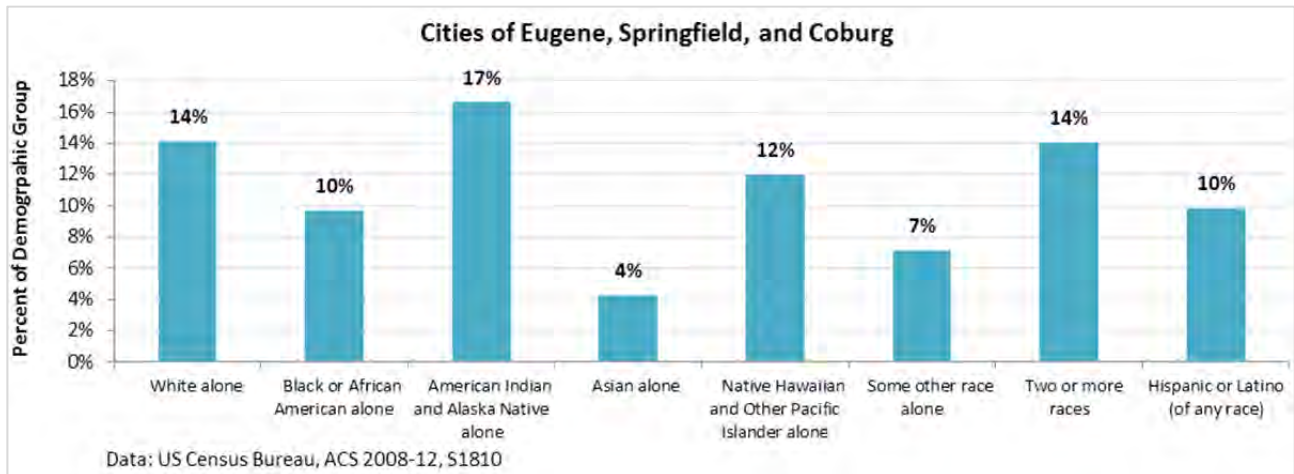
Persons with disabilities face a number of barriers related to mobility, transportation, housing, employment, and access to services. In addition, persons with disabilities report many instances of discrimination. Fair Housing testing results over the past several years provides evidence of discrimination based on disability and refusals for reasonable accommodations.

Chart 5.3. Type of Disability Chart, 2008-2012



Looking at disability by race and ethnicity reveals that the American Indian and Alaskan Native population have a slightly higher percentage of people with disabilities than other groups

Chart 5.4. Disability by Race and Latino Ethnicity Chart, 2008-2012



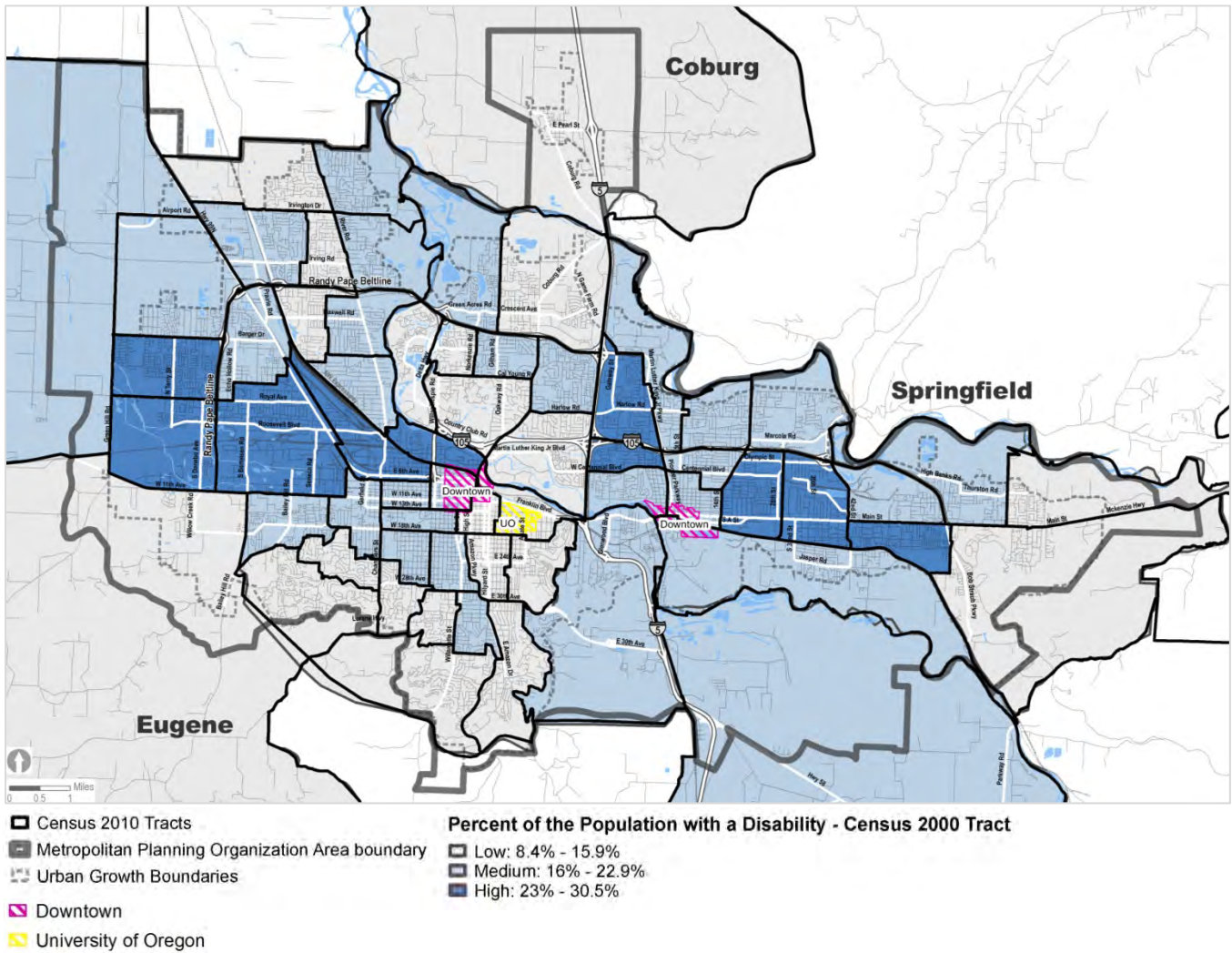
⁴⁷ U.S. Census Bureau, ACS 2008-12, S1810 Disability Characteristic, disability data is for the non-institutionalized population. Percentages may be more than 100 because people can have more than 1 disability.

⁴⁸ U.S. Census Bureau, 2011 ACS Subject Definitions http://www.census.gov/acs/www/data_documentation/documentation_main The estimates for 2000 and 2010-12 use different Census measures and are not comparable.

⁴⁹ U.S. Census Bureau, ACS 2010-12, S1801 Disability Characteristics

At the time of this Assessment, 2010 geographic data on persons with disabilities was not yet available. As a result, this Assessment used data from the 2000 Census. In 2000, about 18% of the population reported a disability in the Assessment area. Tracts with greater concentrations of persons with disabilities in Eugene are located along West 11th Avenue, Roosevelt Boulevard, Highway 99, and just north of downtown. In Springfield, tracts along Gateway Street, Pioneer Parkway, and along Main Street have higher concentrations of residents with disabilities.⁵⁰

Figure 5.16. Population with a Disability Map, 2000



⁵⁰ Current information on the population with disabilities is not available for the tract level; instead used Census 2000 data for mapping.

5.3. Household Composition

Family households make up the largest percentage of occupied households (57%) in the Assessment area tracts.⁵¹ In Eugene, 51% of occupied households are family households; this percentage is higher in Springfield where 62% of all households are family households and Coburg is the highest with 71%.⁵² Households with same sex partners represent 2% of family households in the three cities; while opposite sex partners (unmarried) represent 15% of families and married partner households (opposite sex) are 70.6% of family households.⁵³ Single female and male headed households make up 16% of occupied households in the Assessment area tracts.⁵⁴ Since 2000, the number of single female headed households in the three jurisdictions of Eugene, Springfield and Coburg has increased at a higher rate than all other family household types; this household type grew by 19%. However, the largest growth was in non-family households, which increased by 22% between 2000 and 2010.⁵⁵

Projections show that a larger share of future population will be comprised of smaller, older, and less affluent households. This will alter the housing market demand in many ways over the next 20 years. Over time, married couples with children will continue to decrease as a share of all household types. Singles, childless couples, divorcees, those with disabilities, and single parents will be a much larger proportion of the market than in the past.⁵⁶

Chart 5.5. Percent Change in Household Types for Eugene, Springfield, and Coburg, 2000 to 2010

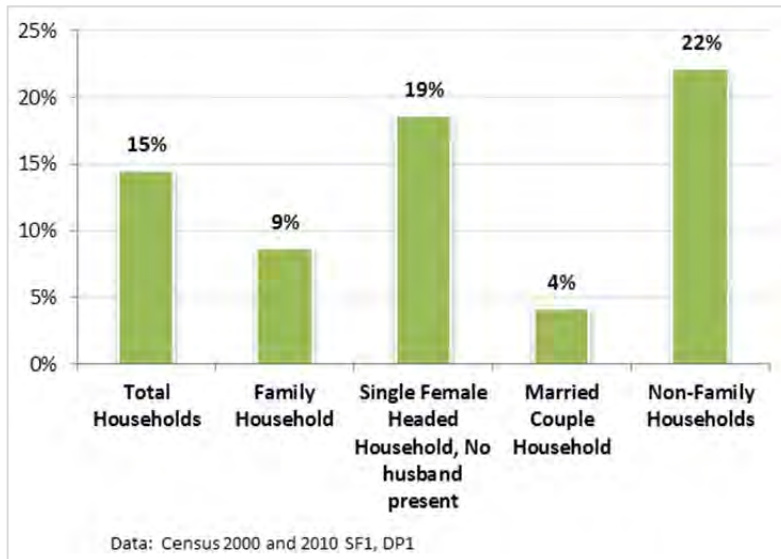
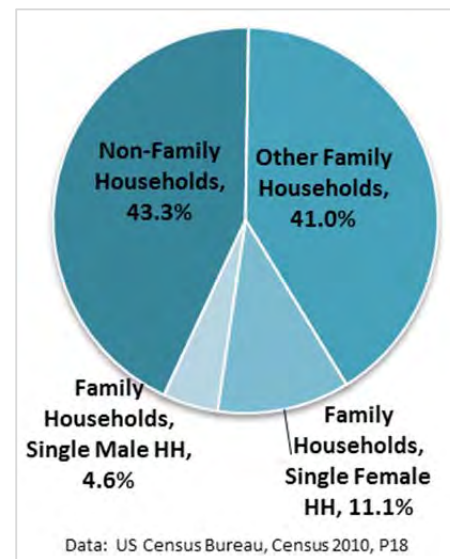


Chart 5.6. Current Household Type, Assessment area Tracts, 2010



⁵¹ US Census 2010, Table H1, P18, Tract level

⁵² US Census 2010, DP1

⁵³ US Census Bureau, Census 2010, PCT15

⁵⁴ US Census 2010, Table H1, P18, Tract level

⁵⁵ US Census 2000, DP1, Census 2010, DP1

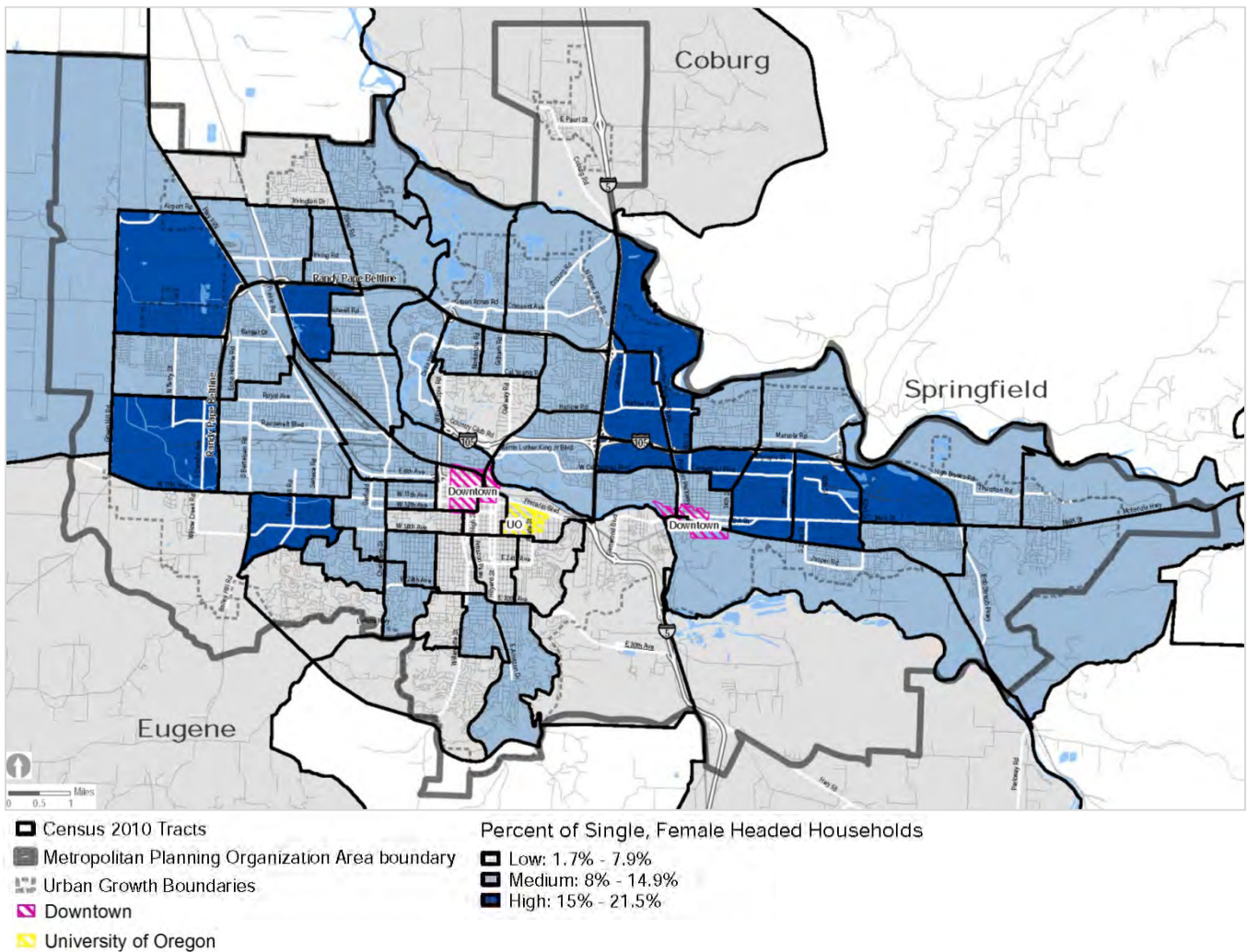
⁵⁶ Eugene-Springfield HUD Consolidated Plan 2010-2015

Single, Female Headed Households

In the Assessment area, 11% of households are headed by women without a husband. About 27% of these households are found in the higher percentage tracts.

In Springfield, the areas with the highest percentage of single, female headed households are east of Interstate 5, in the Gateway area, and in the mid-central Main Street areas. In Eugene, the tracts with the highest percentage of households with single, female head of households are in four distinct areas in the west-northwest, and mid-River Road area in Eugene.

Figure 5.17. Female Headed Households Map, 2010

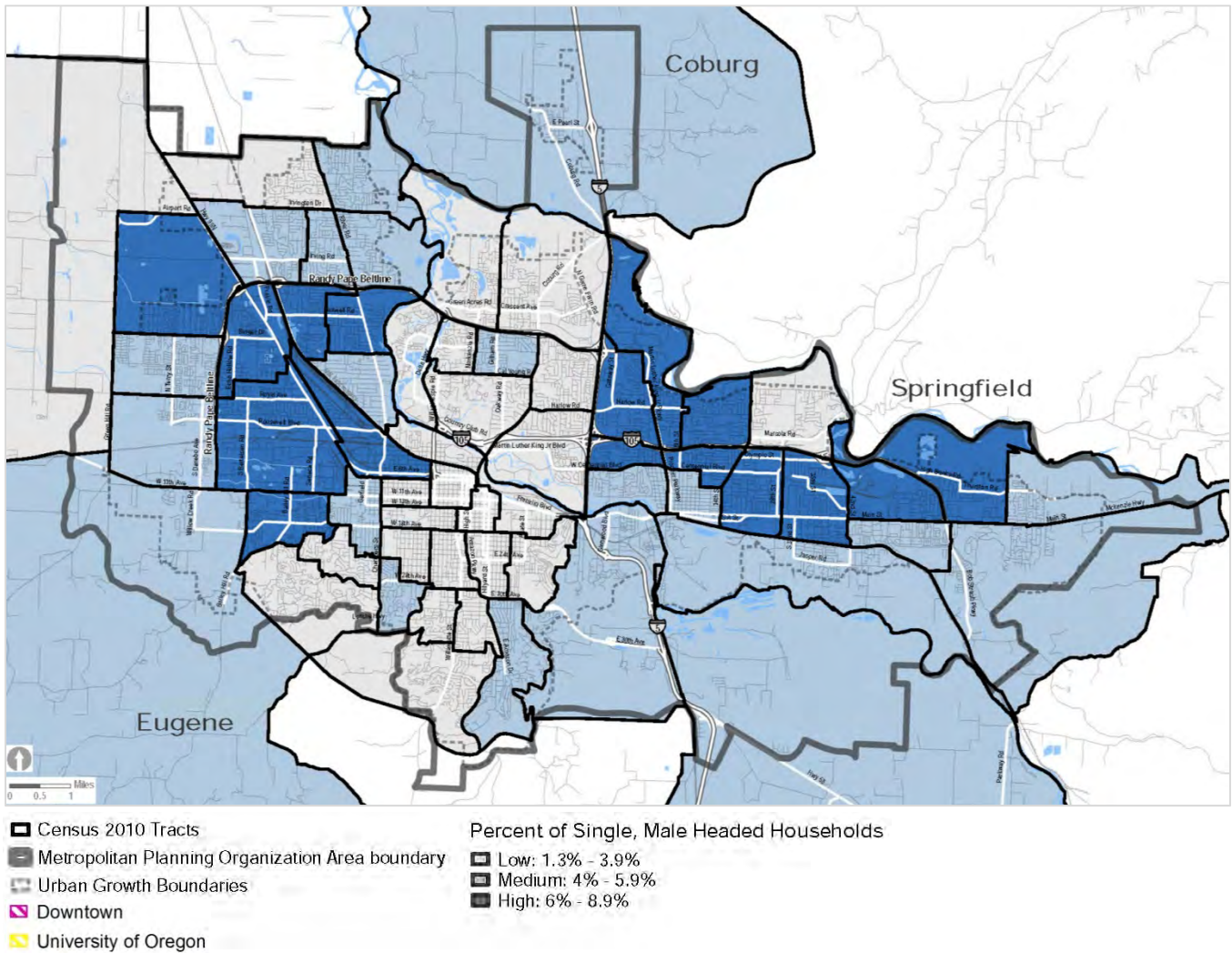


Single, Male Headed Households

About 5% of households in the Assessment area are headed by a man with no wife present and about 41% of those households are found in the highest percentage tracts.

The areas with the highest percentages, which are around 6-8.9% of households, are in northwest-west-Gateway in Springfield, central Main Street, north and west Eugene around the Roosevelt Boulevard, West 11th, around Hwy 99N, and mainly south of the Randy Pape Beltline Highway. There are a smaller percentage of single male headed households compared to single female headed households in the area, however, they are found in some of the same areas as Latino, Minorities, populations with disabilities, and female headed households.

Figure 5.18. Male Headed Households Map, 2010

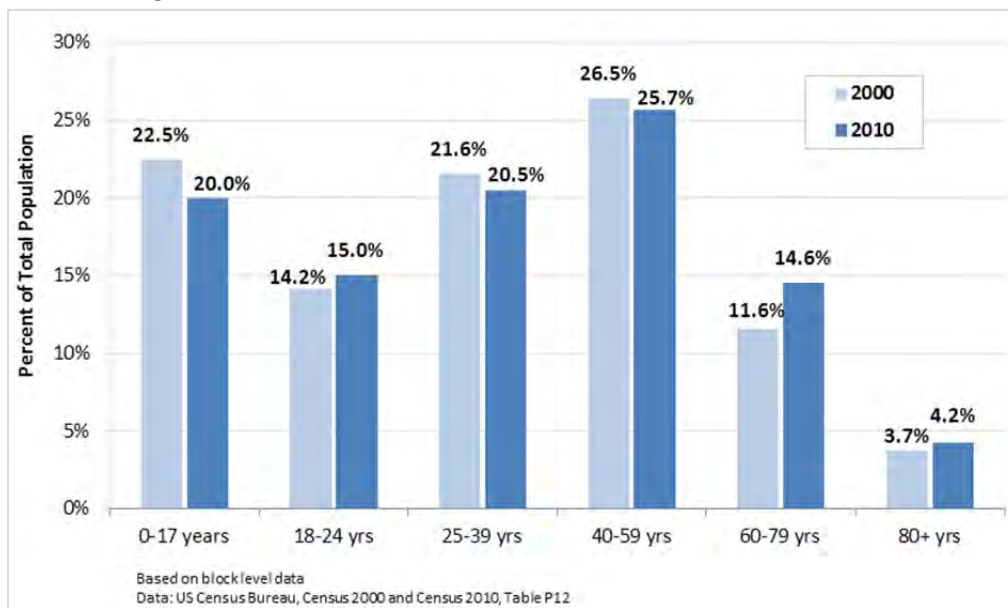


5.4. Age Distribution

In 2010, the largest population age group was the population 40 to 59 years old, which represents 26% of the population.⁵⁷ The population age 0 to 17 and 25 to 39 years both represent 20% to 21% of the population. The populations age 18 to 24 and 60 to 79 have increased since 2000, and make up 15% of the population. The distribution of the 2010 population by age group in the MPO area is similar to the population in 2000.⁵⁸

The following subsections examine populations that may have particular needs including children age 0 to 17, seniors age 60 to 79, and elderly age 80 and above. A section is also included on persons age 18 to 24 given the very large number college students in the area. Reference sections for the populations age 25 to 39, and 40 to 59 are provided for a full context of age distribution in the community.

Chart 5.7. Age Distribution Chart, 2000 to 2010



⁵⁷ US Census 2010 Block level data, Table P12

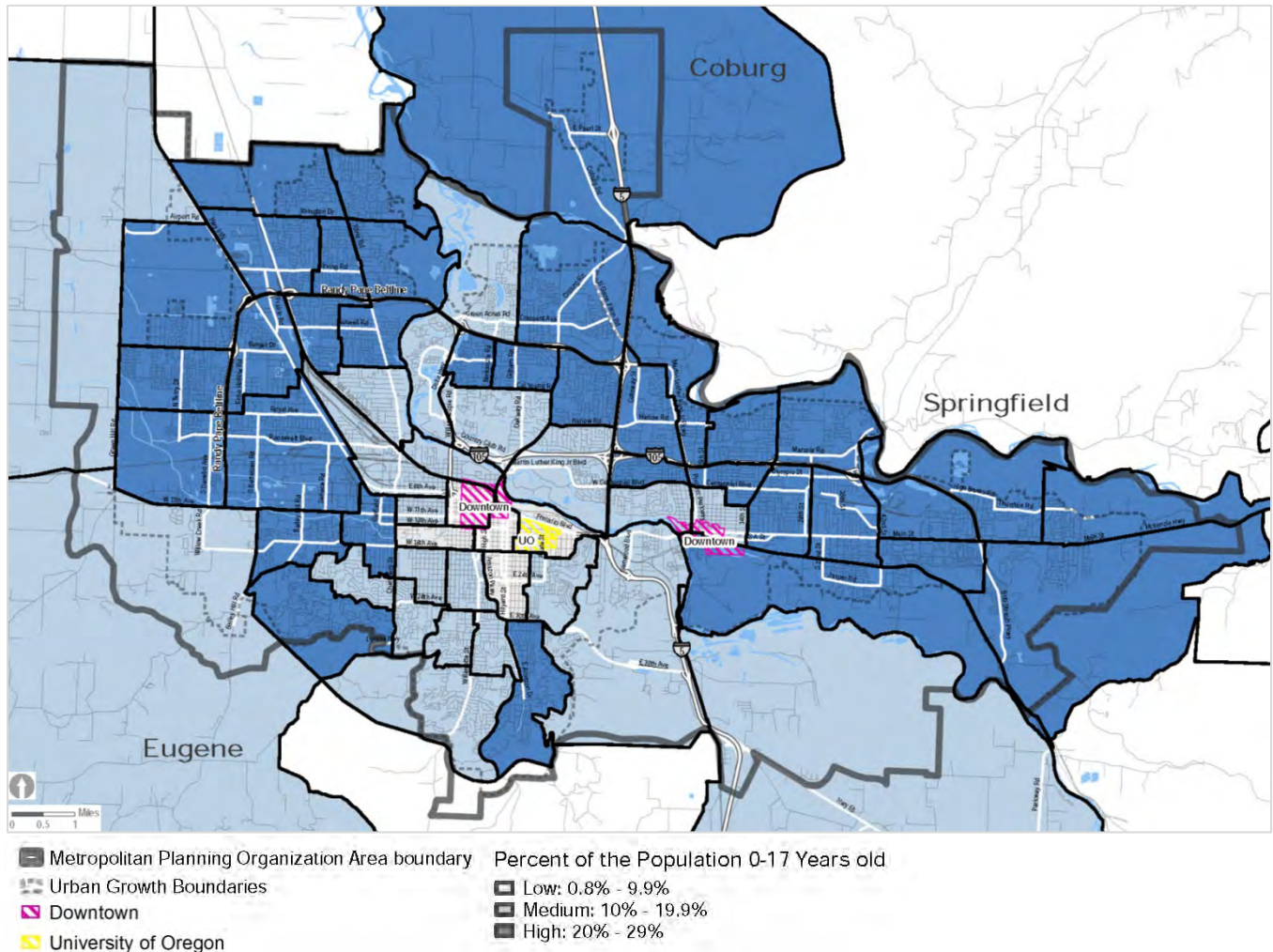
⁵⁸ This information represents blocks within the plan area boundary, and this mirrors 2010 tract level data for the Assessment area.

Population Age 0 to 17 Years

In the MPO area, about 20% of the population is children age 0 to 17 years old.

Residents in this age group tend to live in areas outside the central Downtowns of both Eugene and Springfield. In Springfield, children make up more than 20% of the population in most tracts. In Eugene, tracts with more than 20% children are in the outer parts of the community. Less than 10% of residents in University area census tracts are 17 years of age and younger.

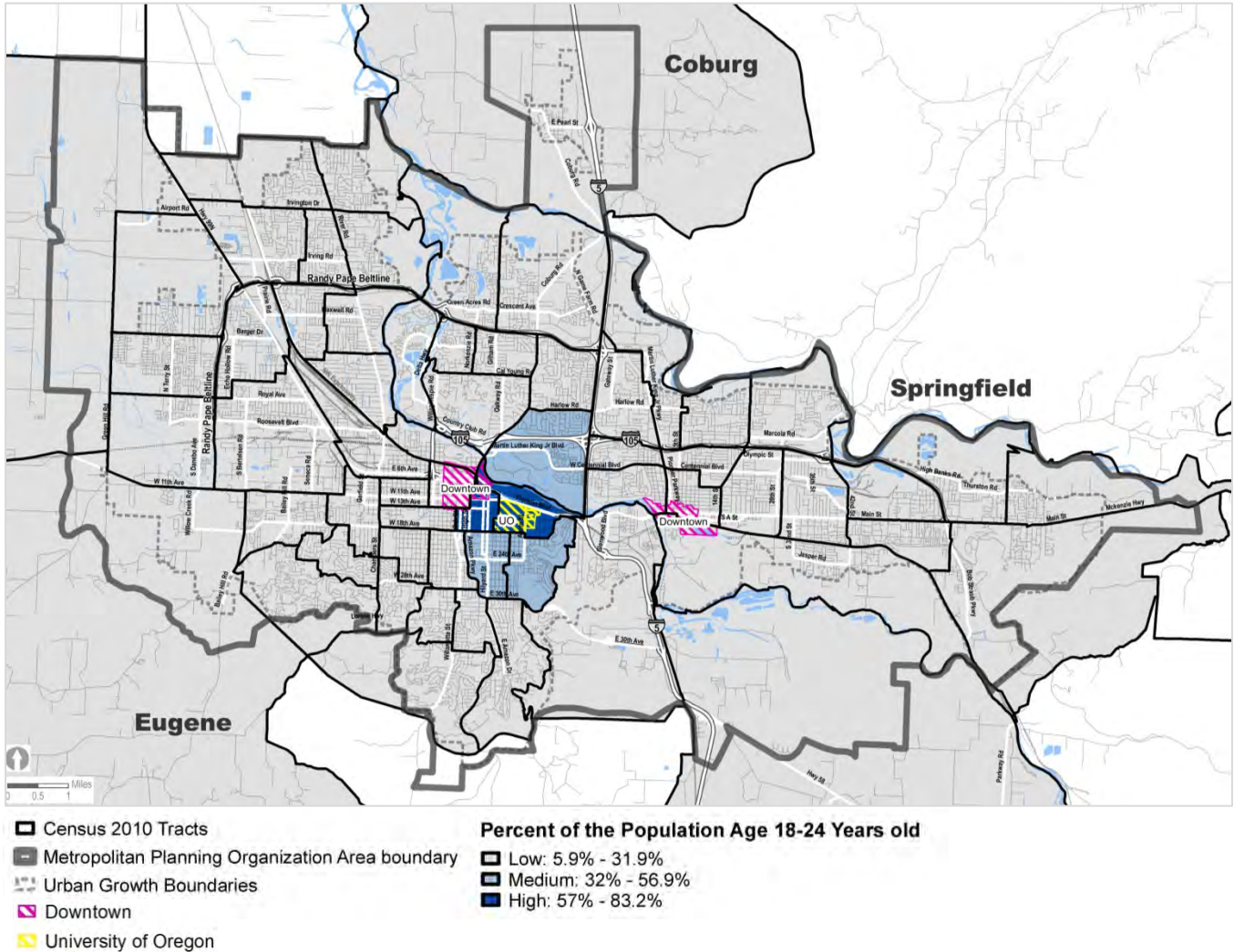
Figure 5.19. Population Age 0 to 17 Years Map, 2010



Population Age 18 to 24 Years

In the Assessment area, about 15% of the total population is age 18 to 24 years old. There are two census tracts around the University of Oregon that are dominated by residents within this age group. Additionally, these two census tracts contain almost a quarter of all 18 to 24 year olds in the Assessment area.

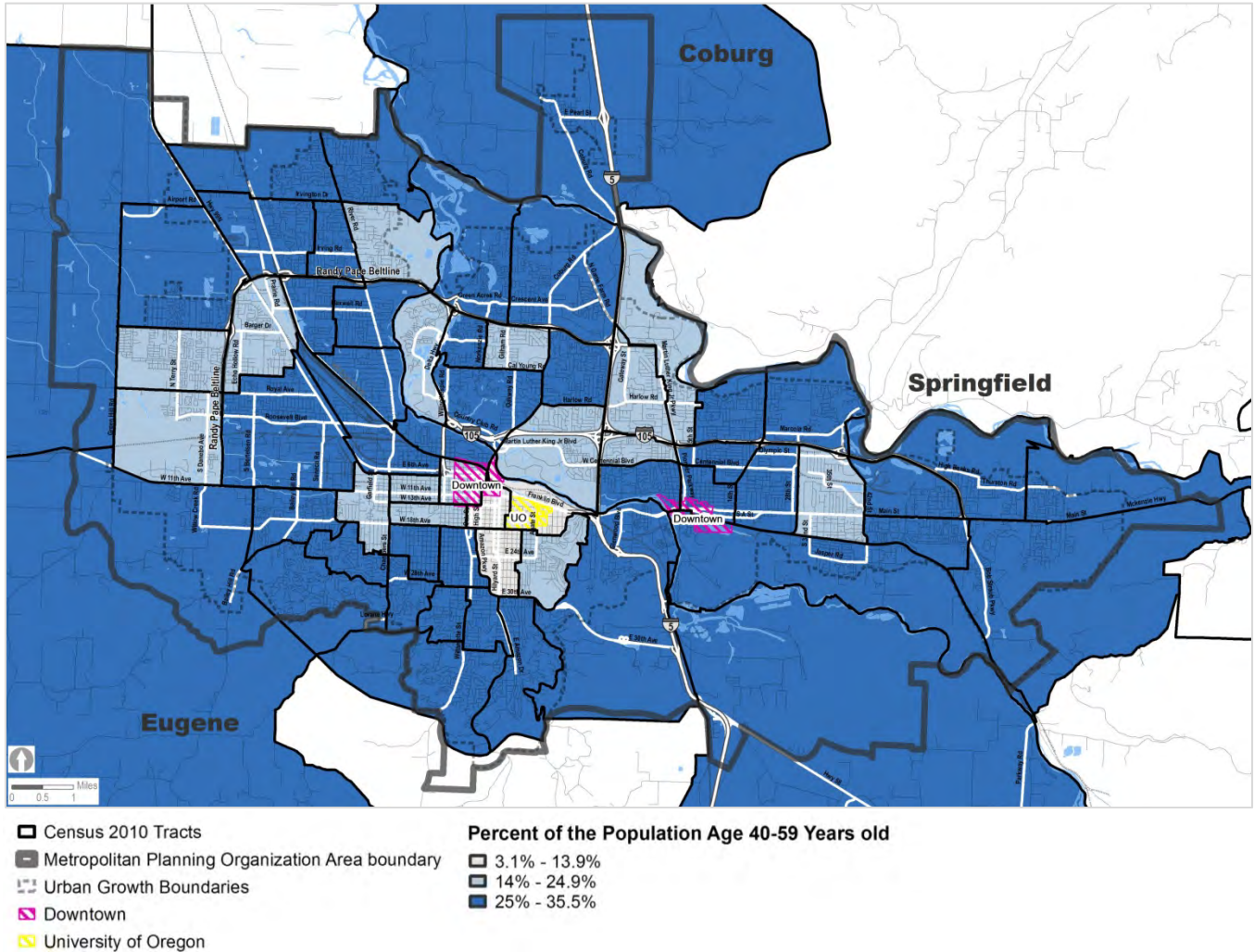
Figure 5.20. Population Age 18 to 24 Years Map, 2010



Population Age 40 to 59 Years

About 26% of the population in the Assessment area is age 40 to 59 years old. This population is fairly distributed across the region, except around the University area, where this age demographic makes up less than 14% of the population by tract.

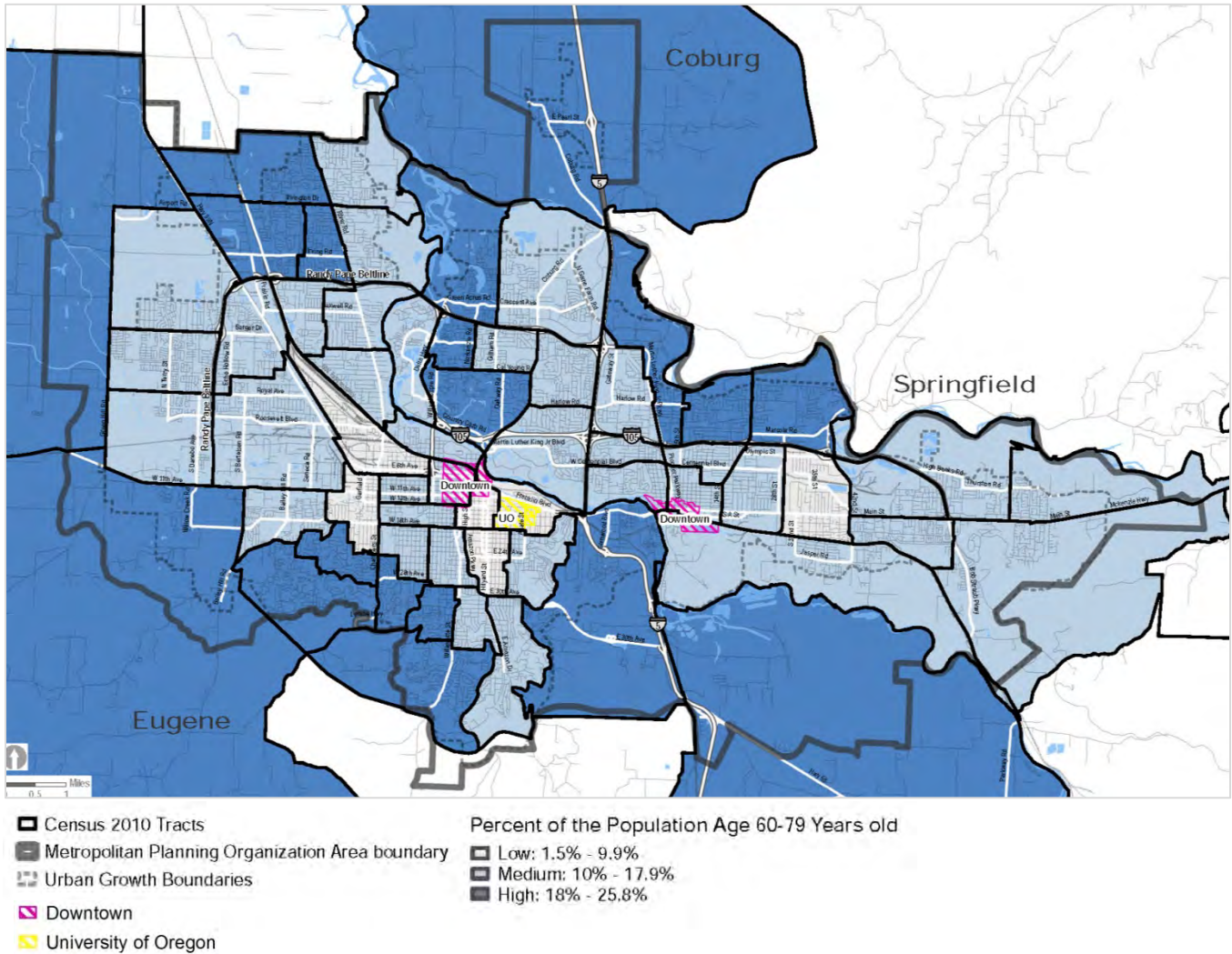
Figure 5.21. Population Age 40 to 59 Years Map, 2010



Population Age 60 to 79 Years

About 15% of the population in the Assessment area is age 60 to 79 years old. This age demographic is found on the outskirts of town, and less centrally near Downtown core areas of the two major cities of Eugene and Springfield. In the tracts around the West Eugene Hwy 99 area, the University, and central Springfield the 60 to 79 age group makes up less than 10% of the population per tract.

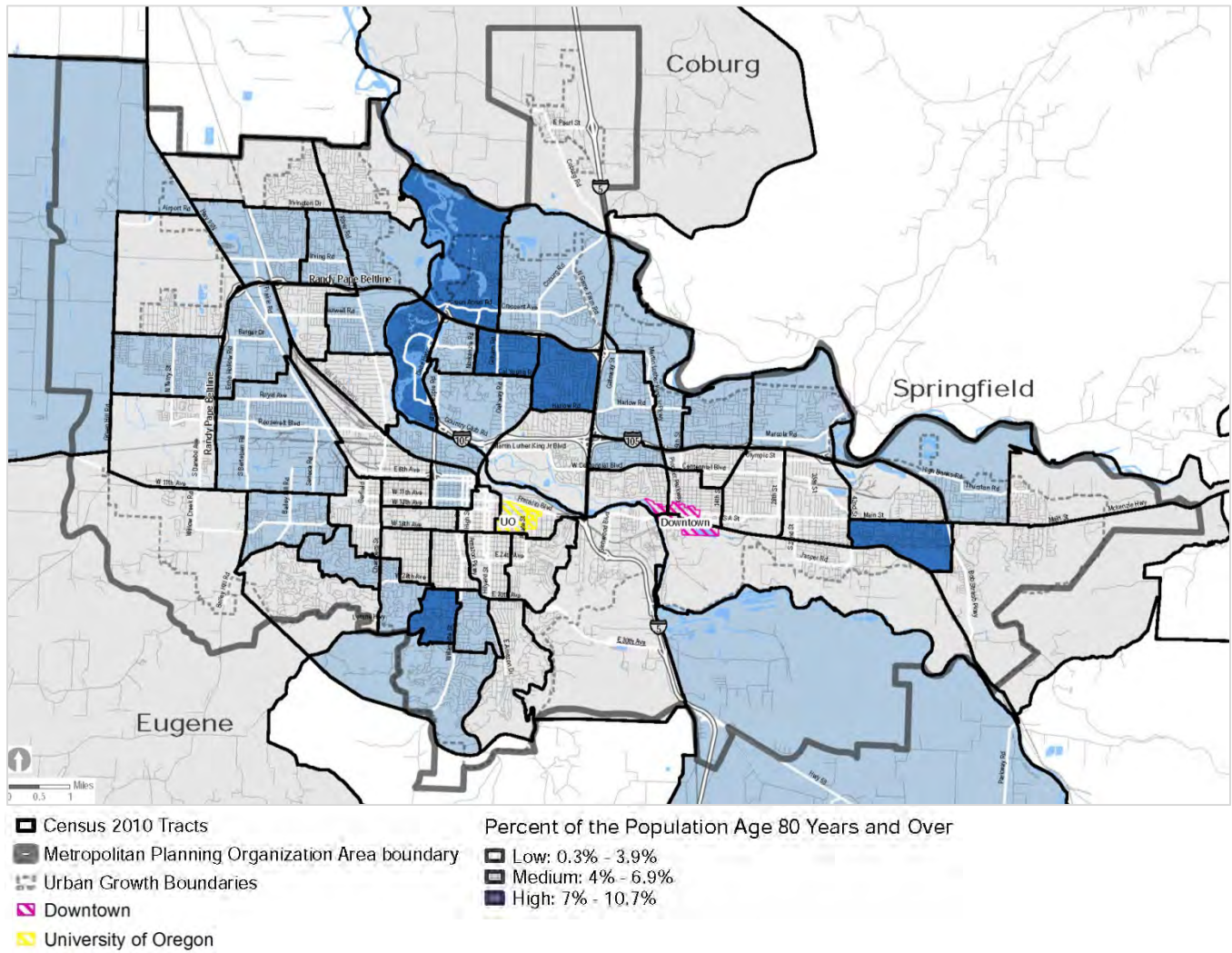
Figure 5.22. Population Age 60 to 79 Years Map, 2010



Population 80 Years and Over

The 80 years and over age demographic represents 4% of the Assessment area population. About 18% of that population lives in the tracts with the highest percentage, indicating a more distributed elderly population.

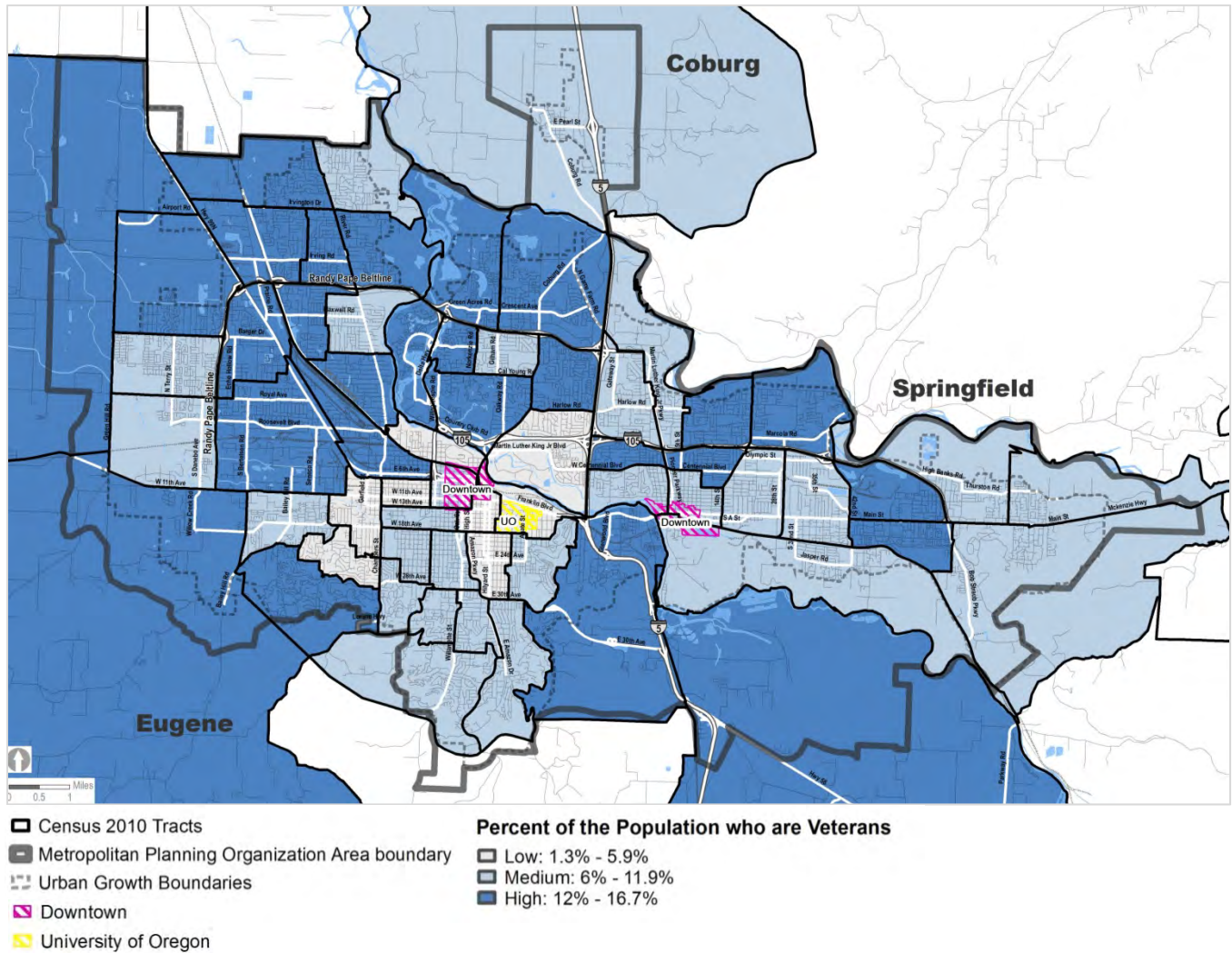
Figure 5.23. Population Age 80 Years and Over Map, 2010



5.5. Veterans

In the Assessment area, about 10% of the population age 25 and over are veterans. Areas with more veterans are in most of Eugene with fewer veterans in the Downtown, University area, and south Eugene. In Springfield, more veterans are found in areas of north, mid and south Springfield.

Figure 5.24. Veteran Population Map, 2007-2011



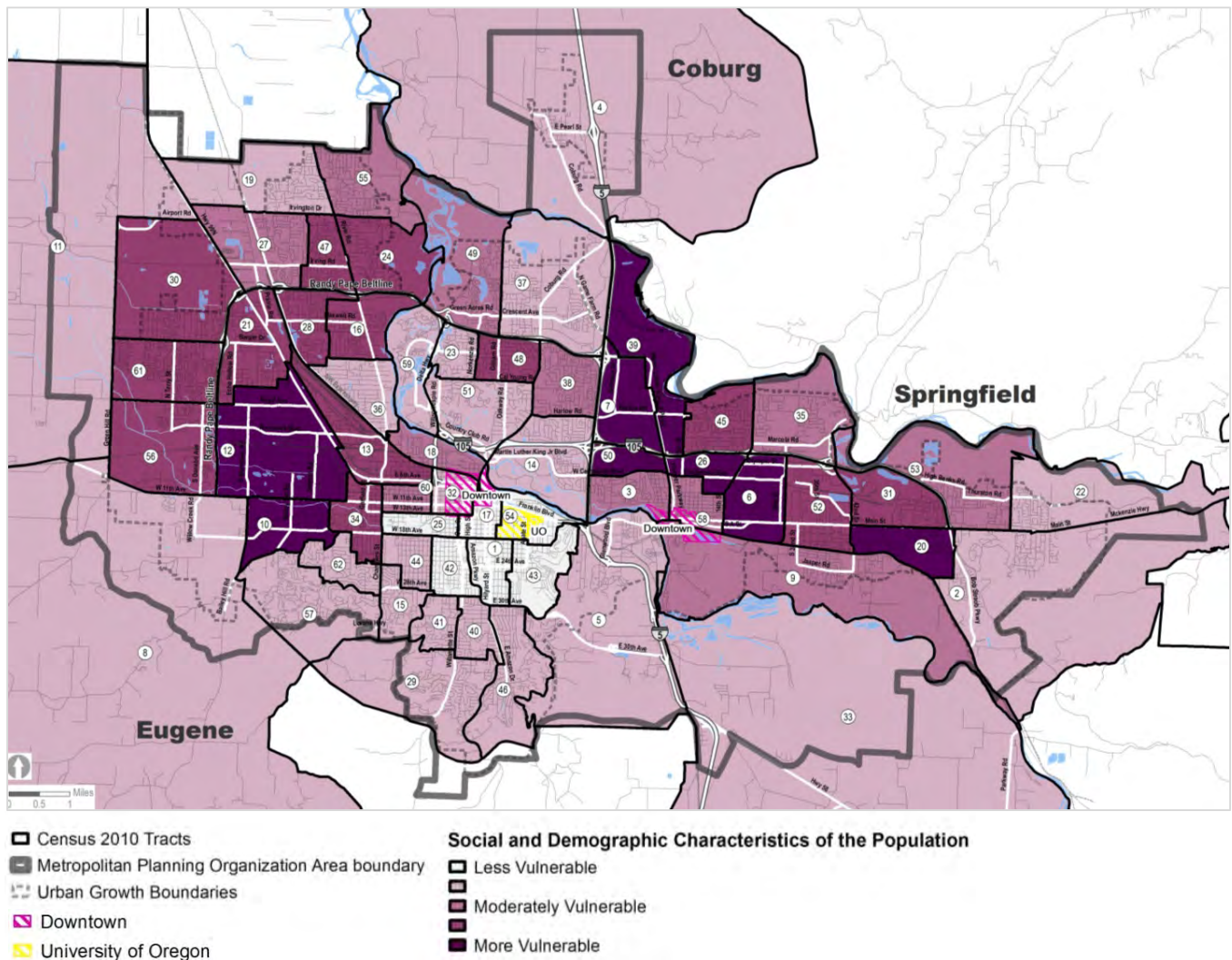
Conclusions

The following section summarizes finds from the Social and Demographic Characteristics section and seeks to address the question of whether there are places in the community that have greater concentrations of marginalized and/or disadvantaged populations. Overall there are a number of important key findings from this analysis. They are as follows:

- The MPO's population is aging and growing more diverse while household sizes are slowly shrinking.
- Latino residents make up 8% of the Assessment area's population (21,795 people). The number of Latino residents has increased by 82% between 2000 and 2010. In the 17 tracts with the highest percentages, 11% to 15.3% of residents identify with Latino ethnicity. These tracts are clustered in West Eugene Hwy 99 and West 11th Corridors, and in Springfield along Pioneer Parkway and Main Street.
- Persons of a minority race make up 13% of the area's population (34,288 people). The number of Minority residents has increased by 37% between 2000 and 2010. In the eight tracts with the highest percentages, 17% to 22.8% of residents identify with a non-White race. These tracts are located in West Eugene, around University of Oregon, and along Pioneer Parkway in Springfield.
- Persons with a disability make up 18% of the area's population. In the nine tracts with the highest percentages 23% to 30.5% of residents have a disability. These are clustered in West Eugene along the Hwy 99 and West 11th Corridors, and along Pioneer Parkway and Main Street in Springfield.
- Children make up 20% of the area's population. In the 35 census tracts with the highest concentrations of children, they make up 20% to 29% of the population by tract. These tracts are located throughout the community except downtown Eugene and near University of Oregon.
- Single female headed households make up 11% of households in the area. In the 11 tracts with the highest percentages, 15% to 21.5% of households are headed by a single female. These tracts are located along Pioneer Parkway and Main Street in Springfield, and in certain areas of West Eugene.
- There are multiple tracts with greater percentages of Latinos, Minorities, youth, populations with disabilities, and single headed households. These areas also tend to have fewer seniors. These more vulnerable and historically marginalized populations are consistently found along West 11th and Highway 99 in Eugene and along Pioneer Parkway and Main Street in Springfield.
- Areas within the MPO but outside of urban growth boundaries of the cities tend to have very low densities and are occupied primarily by older White residents.

The composite map shown below combines Latino ethnicity, Minority, children, seniors, age groups, single headed households, and persons with a disability to see which census tracts have the greatest number of populations that may experience marginalization or disadvantages based on their race, age, or other characteristics. The places with greater counts of populations with these specific characteristics are located in the West Eugene West 11th Corridor area including the Roosevelt Boulevard, and along Gateway Street, Pioneer Parkway, and Main Street in Springfield.

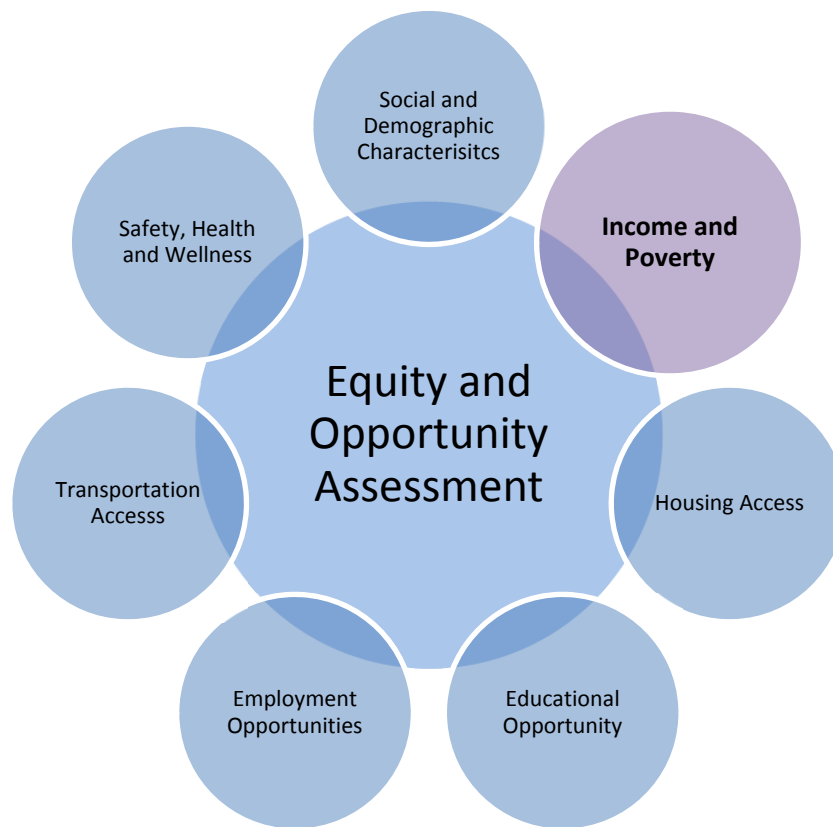
Figure 5.25. Social and Demographic Characteristics Composite Map



6.0 Income and Poverty

This chapter provides an overview and discussion of the Income and Poverty component of the Assessment. Income is a major influence in the structure and stability of a community and low or even moderately low incomes in an area can have substantial impacts on the livelihood of both families and individuals. When residents have lower incomes or are in poverty, they can experience disadvantages, but when an area itself has more people in poverty or with lower incomes, this impact is amplified.⁵⁹ Income is important in evaluating access to opportunity for residents because of its influence on access to transportation, healthy food, decent housing, good schools, and healthy, positive environments.⁶⁰

This indicator impacts not only a person's physical well-being, but mental health and happiness and seeks to identify areas in the community where people may have less or more economic vulnerability.⁶¹



⁵⁹ US Department of Housing and Urban Development, Evidence Matters, Understanding Neighborhood Effects of Concentrated Poverty, Winter 2011, <http://www.huduser.org/portal/periodicals/em/winter11/highlight2.html>

⁶⁰ State of Oregon, Oregon Housing and Community Services, Report on Poverty 2006

⁶¹ US Department of Housing and Urban Development, Understanding Neighborhood Effects of Concentrated Poverty

6.1. Poverty

Poverty is a key indicator for determining the financial health of a population and community. Looking at poverty, in combination with other income indicators, can help show the true picture of how an area and its residents are faring financially. The following section examines overall poverty, impact of college students on poverty rates, incidence of poverty by social and demographic groups, and incidence of poverty by census tract.

**19% of the
Population is
in Poverty**

According to *The 2008 Job Gap*, a study focused on economic inequality in the Northwest, the federal poverty thresholds established more than 40 years ago were based simply on food expenditures and are outdated and do not fully reflect the true cost of living. Since the 1960's, the cost of housing, gasoline, utilities, health care and child care expenses have increased much faster than the cost of food, resulting in federal poverty measures that substantially underestimate the basic needs of Oregonians and other Northwest families. This study further indicates that many families with incomes above the federal poverty threshold still lack sufficient resources to meet their basic needs.⁶²

The US Census Bureau establishes income limits annually to determine which households are living in poverty. These limits are based on the Consumer Price Index to reflect cost of living, and are adjusted by family size, number of children, and age of householder.⁶³ For 2013, the poverty threshold for an individual under age 65 was \$12,119; for a one person household with two children \$18,769; and for a two person household with two children \$23,624.⁶⁴ In Lane County, 17.4% of residents live in poverty. The Assessment area poverty rate is 19%.

Over the past 40 years, poverty rates have increased for Eugene from 12.7% (1969) to 21.5% (2005-07) and in Springfield from 9.9% (1969) to 19.9% (2007-11). The poverty rate in both cities has increased since 2000, Eugene's by 4.4% and Springfield's by 2%. Coburg has seen a decrease of 11.1% in their poverty rate from 18.4% (1989) to 7.3% (2007-11).

Table 6.1. Poverty Rates, 1969 to 2007-2011

	Eugene	Springfield	Coburg	Lane County
1969	12.7	9.9	na	10.9
1979	14.7	15.2	9.5	12.8
1989	17	16.5	18.4	14.5
1999	17.1	17.9	7.7	14.4
2007-11	21.5	19.9	7.3	17.4

Source: HUD SOCDs, U.S. Census Bureau ACS 2007-11

Census tracts with more than 20% of people in poverty are considered "areas of poverty" while tracts with more than 40% of people in poverty as "areas of extreme poverty."⁶⁵ Areas of poverty can undermine an individual's or family's efforts to improve living conditions through location (geographical constraint), or circumstances (exposure to crime, or access to education, or mental and physical health impacts).

⁶² Northwest Federation of Community Organization, *The 2008 Job Gap, Tough Times for Northwest Families*, Julie Chinitz, ChienHao Fu, and Gerald Smith, s, December 2008

⁶³ U.S. Census Bureau, American Community Survey Briefs, *Poverty: 2010 and 2011*, Bishaw, Alemayehu, September 2012

⁶⁴ U.S. Census Bureau, Poverty Thresholds, 2012, <http://www.census.gov/hhes/www/poverty/data/threshld/index.html>

⁶⁵ US Census Bureau, American Community Survey Briefs, *Areas with Concentrated Poverty: 2006-2010*, December 2011

The University of Oregon is the largest university in the area with a Fall 2013 enrollment of around 24,500 students.⁶⁶ About 81% of students live off campus, 1% lived at home, and 2% lived in family housing.⁶⁷ Lane Community College (LCC), the regional community college, had a Fall 2012 enrollment of 12,942 for credit classes.⁶⁸ Lane Community College has satellite campuses across the county, with the main campus situated in a region south of the Cities of Eugene and Springfield along Interstate 5. LCC opened its first student housing center for 265 students in downtown Eugene in September 2012.⁶⁹ Students may be enrolled at both institutions.

A U.S. Census Bureau special report *Examining the Effect of Off-Campus College Students on Poverty Rates* studies the effects of large college student populations on poverty estimates.⁷⁰ The inclusion of college students in poverty calculations is believed to inflate the rates much higher due lack of reported incomes among students.^{71 72} This report found that in Eugene, the poverty rate dropped from 23.5% to 16.6% in 2009-11 when college students not living with relatives were excluded.⁷³ This report also found that in Springfield, the poverty rate went from 22.4 to 21.3.⁷⁴

Table 6.2. Census Bureau Special Poverty Rate Excluding College Students, 2009-2011

	All People	No College Students	Change
Eugene	23.5	16.6	-6.9
Springfield	22.4	21.3	-1.1

This Census Bureau special report on poverty recommends a specific data table from the American Community Survey to create estimates of poverty rates excluding college students. When college students in poverty are excluded, the overall percentage of the Assessment area population in poverty changes from 19% to 14%.⁷⁵

For the Assessment area tracts, poverty rates excluding college students found that areas of poverty (20% or more of population in poverty) are located along West 11th Avenue, Roosevelt Boulevard, Highway 99, downtown Eugene, and around University of Oregon. In Springfield, these areas are located along Gateway Street, Pioneer Parkway, and Main Street. Significantly, the tract of Eugene located to the east of Highway 99 is the only one that meets the definition of extreme poverty after excluding college students.

This Assessment uses poverty data that includes the entire population (that poverty status can be determined for), which includes college and university students living off campus. As can be seen in Figure 6.3 there are areas to the west of University of Oregon that exceed poverty rates of 20%, even when college students are

⁶⁶ University of Oregon Admissions, UO Facts, <http://admissions.uoregon.edu/profile.html> , Fall term 2013

⁶⁷ University of Oregon, The Economic Impact of the University of Oregon, FY 2011-12 Update, January 2013

⁶⁸ Lane Community College Annual Enrollment, <http://www.lanecc.edu/research/ir/lane-enrollment-and-headcount>

⁶⁹ Lane Community College (LCC) Downtown Campus, City of Eugene, <http://www.eugene-or.gov/index.aspx?NID=805>

⁷⁰ US Census Bureau, *Examining the Effect of Off-Campus College Students on Poverty Rates*, Bishaw, Alemayehu, 5/1/2013 <http://www.census.gov/hhes/www/poverty/publications/bishaw.pdf?eml=gd>

⁷¹ Missouri Census Data Center, Measures of Income in the Census, http://mcdc.missouri.edu/allabout/measures_of_income

⁷² OregonLive.com College Students living off campus inflate poverty rates in Eugene, Corvallis, Portland; http://www.oregonlive.com/education/index.ssf/2013/07/college_students_living_off_ca.html

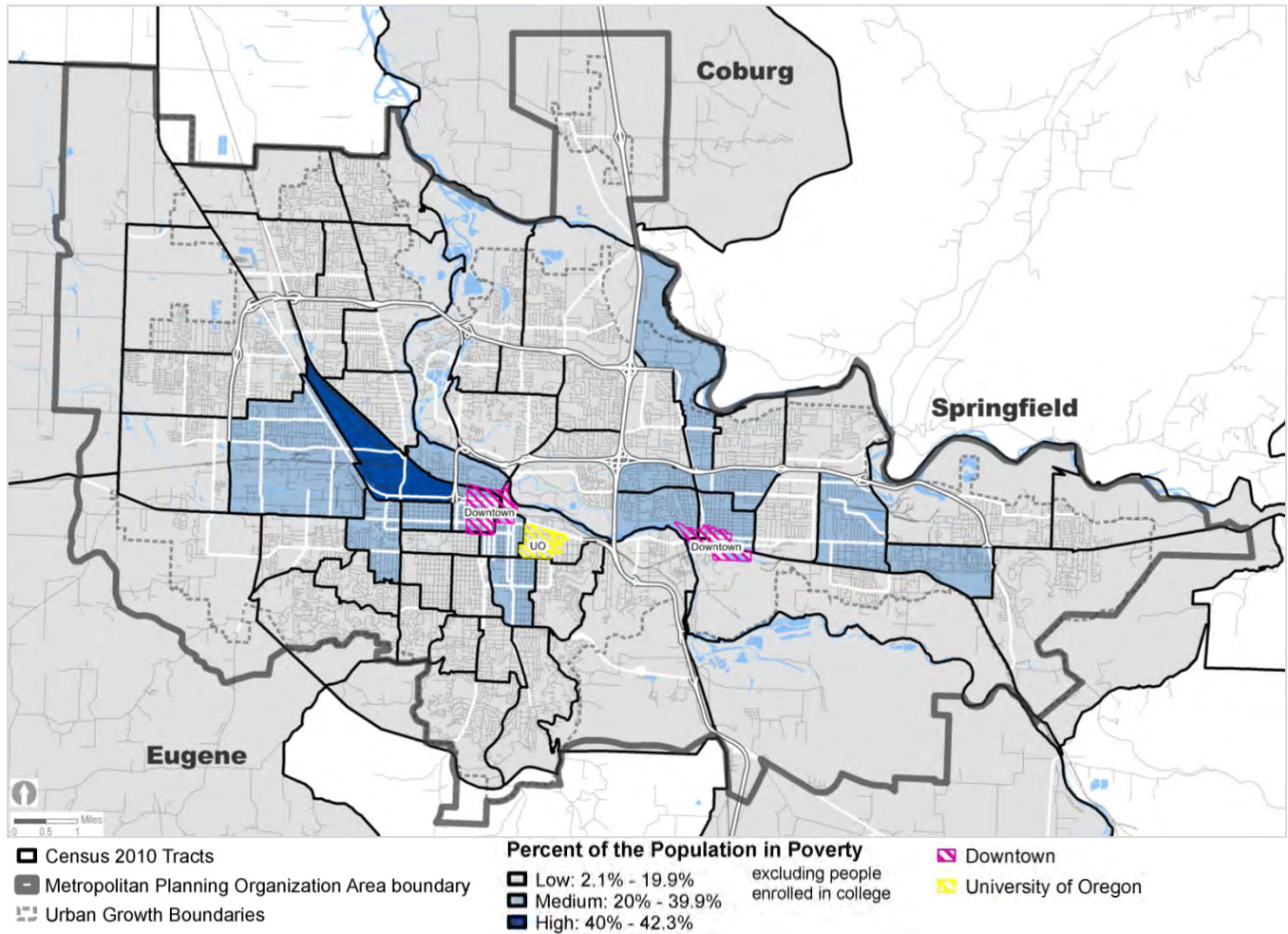
⁷³ US Census Bureau, *Examining the Effect of Off-Campus College Students on Poverty Rates*

⁷⁴ US Census Bureau, *Examining the Effect of Off-Campus College Students on Poverty Rates*

⁷⁵ This table however does not exclude college students not living with relatives, but only by school enrollment.

excluded. Without detailed information about student financials there are too many assumptions to make for excluding college students, such as if they do have personal income or are they supported by family.

Figure 6.1. Poverty (Excluding College Students) Map, 2007-2011

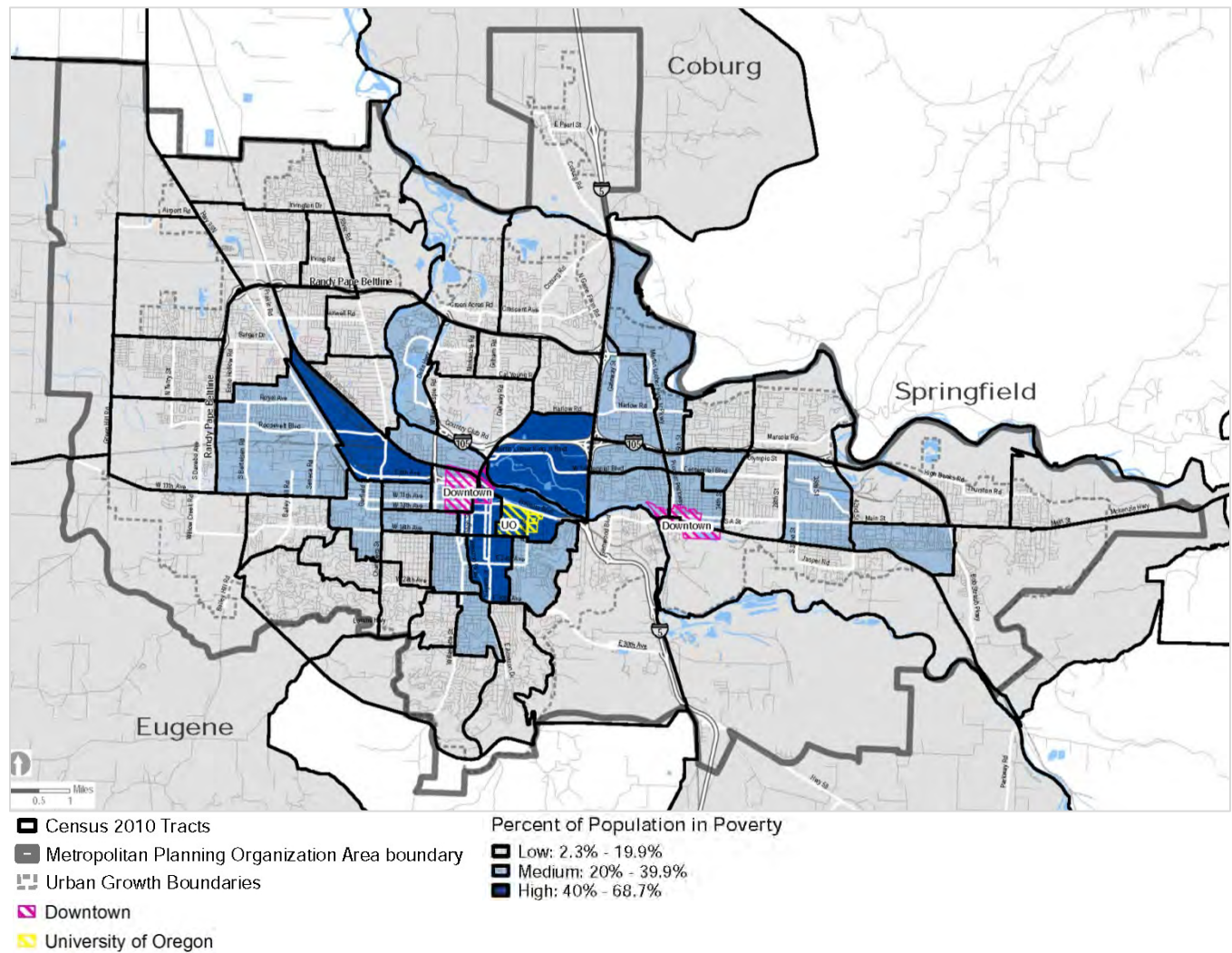


Incidence of Poverty by Geographic Area

About 19% of the population in the Assessment area is in poverty and 25% of that population lives in tracts with extreme poverty (tracts with 40% or more of population in poverty). These areas of extreme poverty are centrally located in Eugene, in particular around the University areas, and the west Eugene Hwy 99 area. Significantly, the west Eugene Hwy 99 tract shows extreme levels of poverty. In central and west Eugene and mid-Springfield there are areas of poverty with 20% or more of the population in poverty.

The University area shows high poverty, however the inclusion of college students in the poverty calculations is debatable and believed to skew actual poverty measures.

Figure 6.2. Poverty Map, 2007-2011

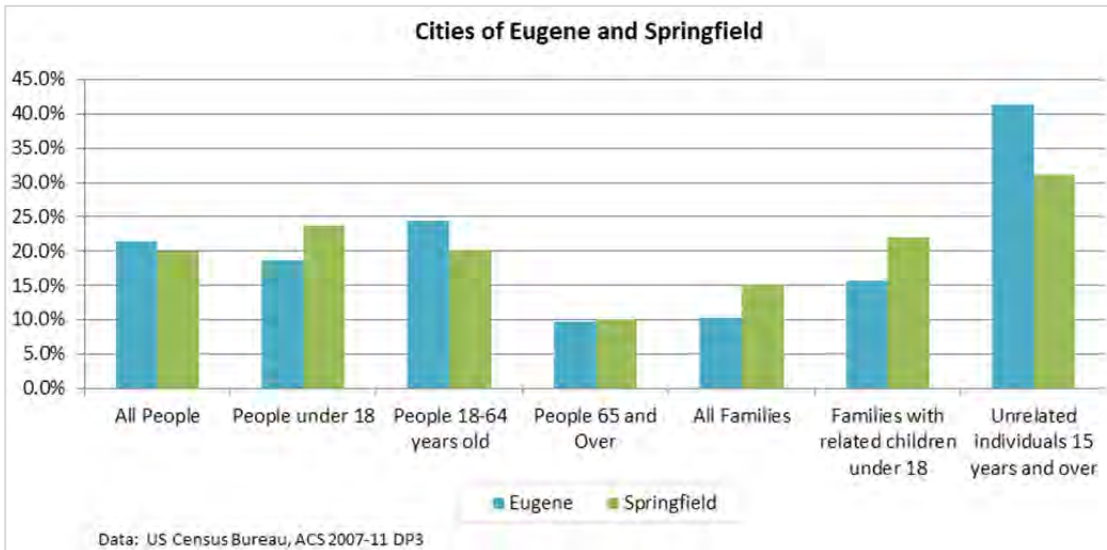


Incidence of Poverty by Family and Age

In the Assessment area, the poverty rate is 19%, however, when we look at the populations in poverty by household type and age, we get a clearer picture of which household types have greater rates of poverty. Unrelated individuals account for the largest percentages of the population in poverty. Families with children under 18 have higher poverty rates than families overall. Families include people living with relatives. The population over age 65 has a lower poverty rate.

In Springfield, families and people under 18 have poverty rates that exceed the regional level of 19%. In Eugene, the People 18-64 tend to have a higher poverty rate as well as unrelated individuals. This is likely due to the large number of college students living off campus. Data for Coburg is not included in the chart because of the high margins of error associated with this data.

Chart 6.1. Poverty Rate by Family Type Age, 2007-2011



Poverty by Race and Ethnicity

Poverty rates by race and ethnicity shows some clear differences among various populations but it is not possible to adjust for the impact of college students. In the three Cities of Eugene, Springfield, and Coburg, the lowest poverty rates were 17% for the native Hawaiian/other Pacific Islander populations and Other races. The Asian population has the highest poverty rate of 35%. Overall, most non-white races had higher poverty rates than the metropolitan region overall (19%) and the White population.⁷⁶

The information below tells us about poverty by age and race or Latino ethnicity. Overall, the population 18-64, has the highest poverty rates. There are more youth in poverty for non-White and Latino populations. The Asian population age 18-64 is the largest age group in poverty (33%).

Chart 6.2. Poverty by Race and Latino Ethnicity for the Cities of Eugene, Springfield and Coburg 2007-2011

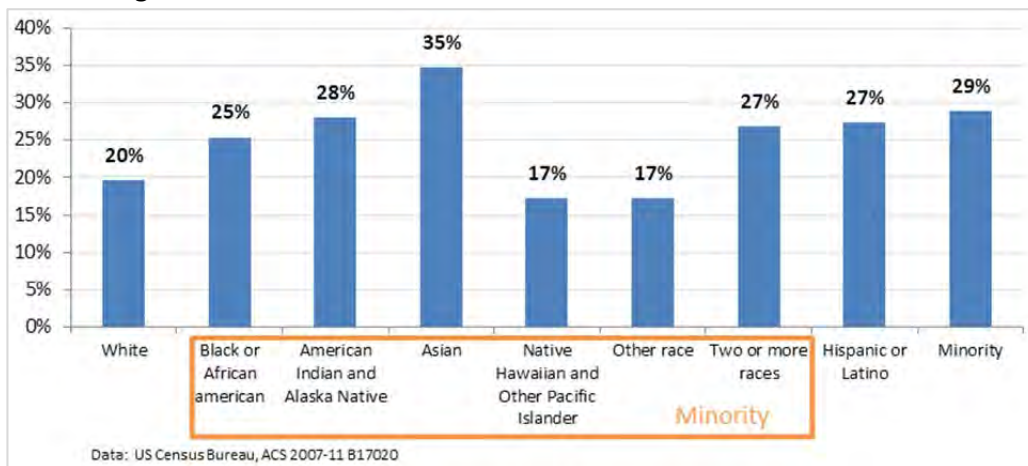
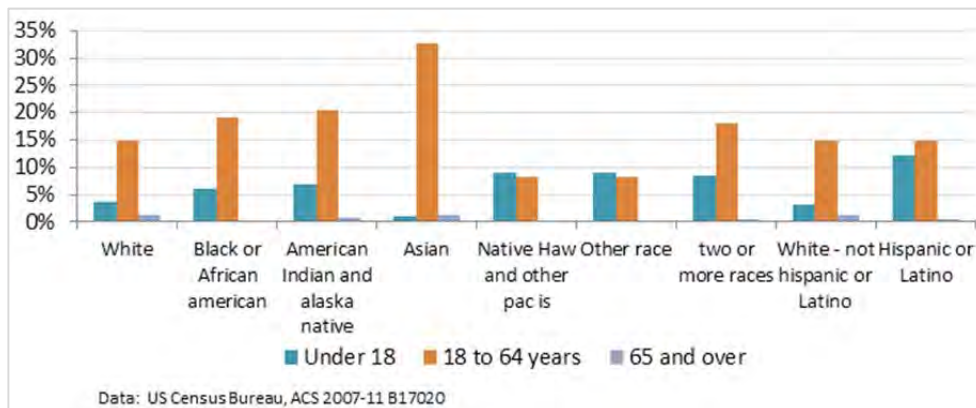


Chart 6.3. Poverty by Age by Race and Latino Ethnicity for the Cities of Eugene, Springfield, and Coburg, 2007-2011



⁷⁶ Poverty by race and ethnicity data was extracted for the Cities of Eugene, Springfield, and Coburg only and not at the tract level.

HUD has provided a poverty index for this Assessment that identifies the likelihood of poverty among different household types and by race and ethnicity. A number higher than 50 indicates less likelihood of poverty and a number lower than 50 indicates greater likelihood of poverty.

Overall, the Latino population has an index of 42 which is lower than all other populations. Asian family households exceed white family households with an index of 59, which indicates that Asian families experience less poverty than white families. The population that experiences the greatest poverty in our community is children. The poverty indices for children shows the index for all children is 51, for the Latino and Native American children the index is lower and Asian children have the highest index of 60.

Table 6.3. HUD Opportunity Dimension: Poverty Index

	All	White	Black/African American	Latino	Asian	Native American	Pacific Islander
All Persons (All Households)	50	51	46	42	49	46	47
Persons in Poverty	36	37	0	32	33	0	0
All Family Households	50	54	51	42	59	47	45
Family Households in Poverty	36	37	0	32	33	0	0
Children	51	53	51	41	60	47	0
Children in Poverty	37	37	0	34	0	0	0

The above index suggests that Asian households are less likely to experience poverty. This is opposite of what we find with the Census table for poverty by race and ethnicity. This can be due to several reasons including different data sources and that the HUD index used a different calculation method. The HUD index is calculated by looking at family poverty rates and households receiving public assistance. Overall, the take-away message from both of these sources is that the populations who identify with non-White races and/or Latino ethnicity have higher rates of poverty overall.

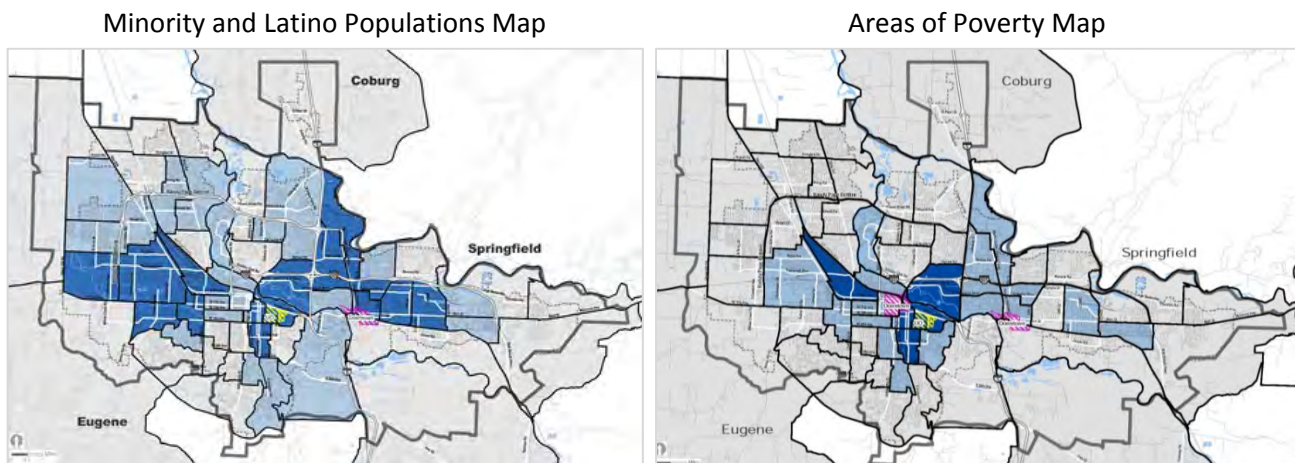
Latino / Minority Populations and Areas of Poverty

As part of the Equity and Opportunity Assessment, HUD has provided data that determines if there are any Racially or Ethnically Concentrated Areas of Poverty in the region (RCAP/ECAP). These areas are defined as a census tract with 50% or more of the population a non-white race and the tract has a poverty rate of 40% or more.⁷⁷ There are no tracts in the MPO that meet this definition, although there are tracts with extreme poverty. In comparison to other tracts, these areas have higher percentages of racial and ethnic minorities but the highest racial concentration reaches only 26%.

The two maps below show the Minority and Latino population distribution in the community and areas of poverty. The tracts with the highest percentage (20%-26.1%) of non-White populations (Minority and Latino), are shown in dark blue. Areas of poverty are shown in light and dark blue while the tracts with extreme poverty (40%-68.7%) are shown in a darker blue. There are two main areas in the region that have both a high percentage of Minority and Latino populations and extreme poverty. The first is located along West 11th Avenue, Roosevelt Boulevard, and Highway 99 (dark blue). The second area is around the University of Oregon.⁷⁸

In the MPO, there are 23 tracts that have over 20% of the population living in poverty (dark and light blue on map). Over half of these tracts are also areas with higher percentages of Minority and Latino populations.

Figure 6.3. Minority and Latino Populations and Areas of Poverty Maps

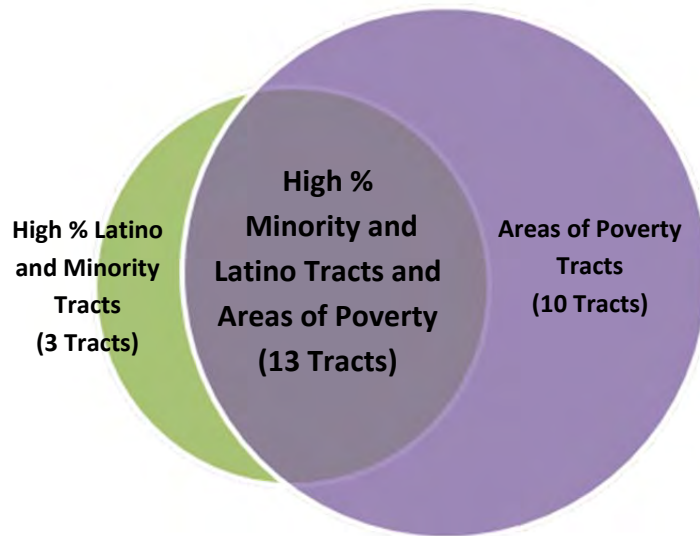


⁷⁷ HUD FHEA Data Documentation, Draft, August 2012

⁷⁸ See College Students in Poverty section on the effects of college students in poverty calculations.

There are 16 tracts in the MPO with higher percentages of Minority and Latino populations, 13 of these are also areas of poverty (20% or more of the population in poverty). Four of these 16 tracts are in the University area. These tracts have more college students living off campus which may influence poverty rates in those areas.

Chart 6.4. Minority and Latino Tracts and Areas of Poverty



The smaller green circle represents the 16 tracts with high percentages of Minority and Latino Populations, the larger purple circle represents the 23 tracts that are Areas of Poverty. These two areas overlap where the tracts have both high percentages of Minority and Latino Populations and poverty is over 20%.

Interestingly, over half of the tracts with lower poverty also have less Minority and Latino residents, compared to tracts that are areas of poverty, where half of the tracts have high percentages of Minority and Latino populations. This indicates that more Minority and Latino populations live in areas of poverty.

Chart 6.5. Minority and Latino Tracts and Areas of Low Poverty

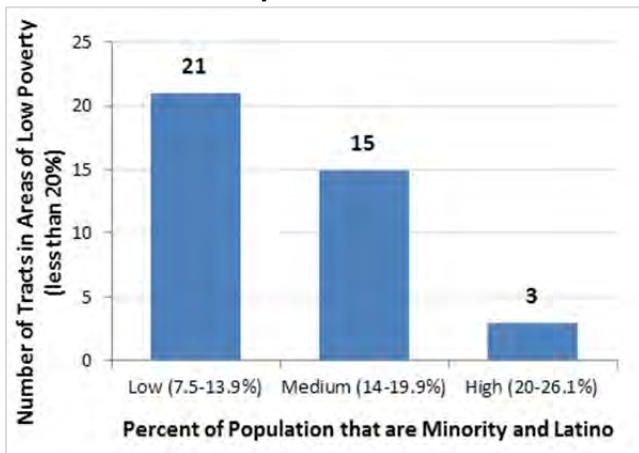
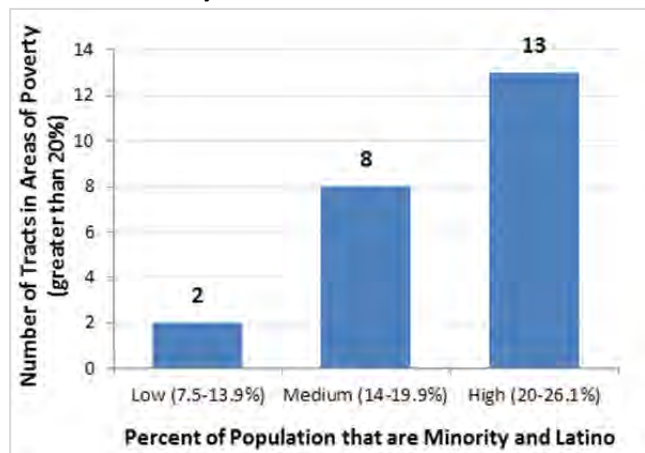


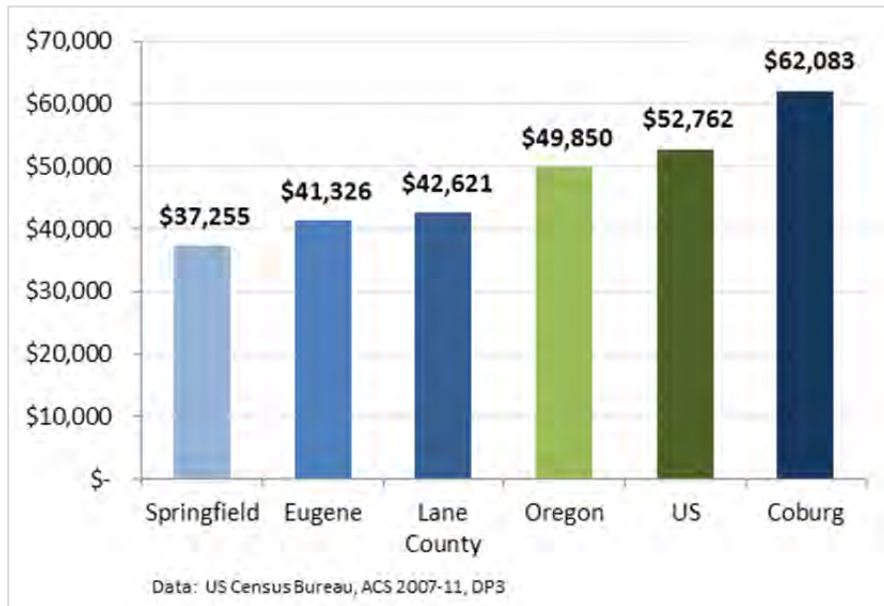
Chart 6.6. Minority and Latino Tracts and Areas of Poverty



6.2. Median Household Income

Median household income measures the income of the householder and all household members 15 years or older regardless of relationship to householder, and is the middle of all incomes in the tract. The median household income for Lane County is \$42,621, which is lower than the US (\$52,762) and state (\$49,850), but higher than Eugene (\$41,326) and Springfield (\$37,255). Coburg's median household income is \$62,083.

Chart 6.7. Median Household Income, 2007-2011

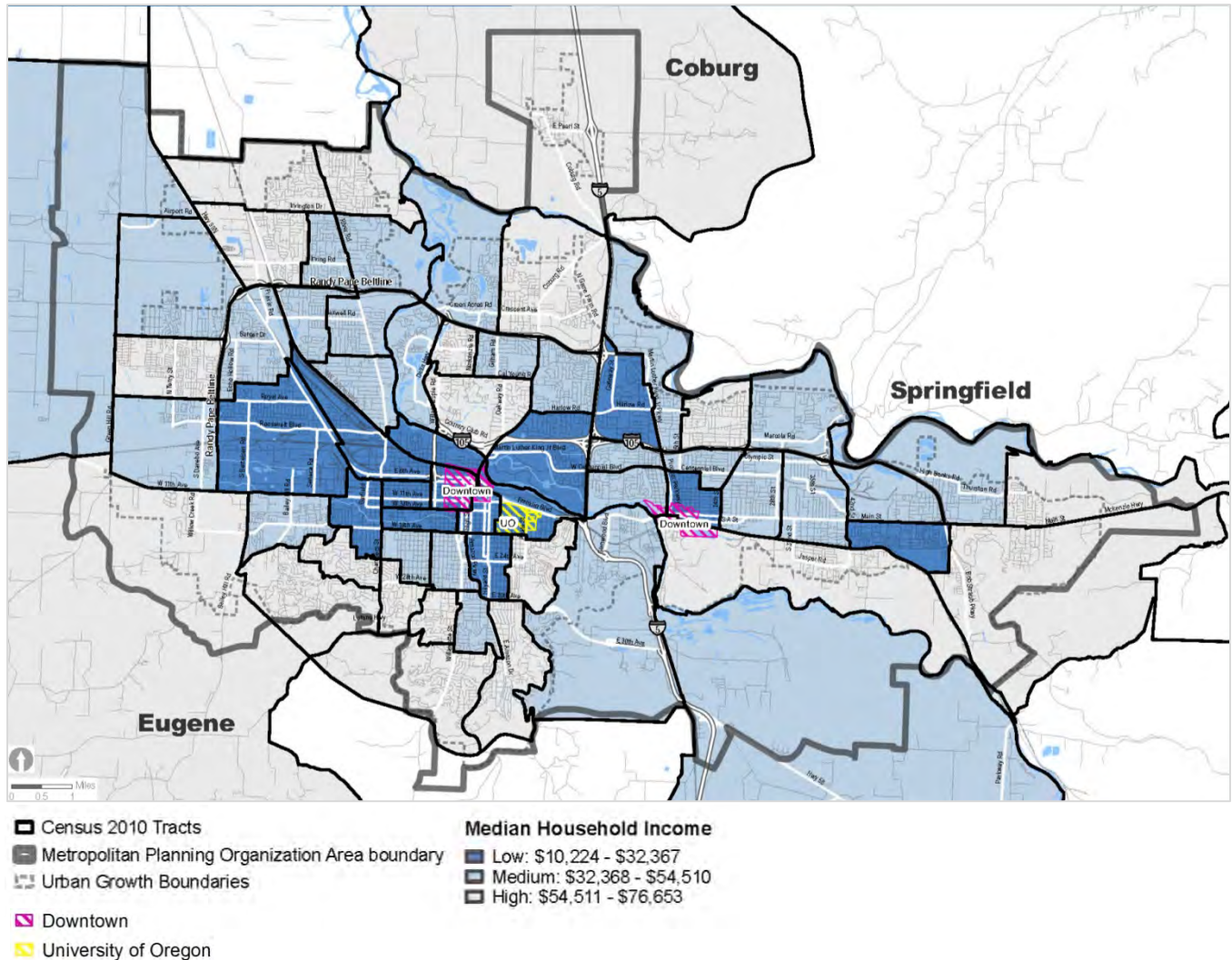


Similar to median household income, the Area Median Income (AMI) is the median income adjusted for family size and location and is the same as Median Family Income (MFI). The AMI is commonly used for program qualifications and has income thresholds determined by HUD, which are referred to as income limits. These limits are set at very low income (30% AMI), low-moderate income (50% AMI), and moderate income (80% AMI). The Lane County MFI in 2014 was \$55,200.⁷⁹

⁷⁹ HUD FY 14 Median Income <http://www.huduser.org/portal/datasets/il.html>

In the Metropolitan area, lower median household incomes are found primarily in the central regions of Eugene and in three areas of Springfield. In Eugene, the areas with lower incomes extend from the University area, Downtown to the West Eugene Hwy 99 and West 11th Corridors. In Springfield, the Gateway area shows lower median incomes along with two other areas in Downtown and in south-central Springfield. Areas with higher incomes are shown in east Springfield, north Eugene, and south – southwest Eugene.

Figure 6.4. Median Household Income Map, 2007-2011



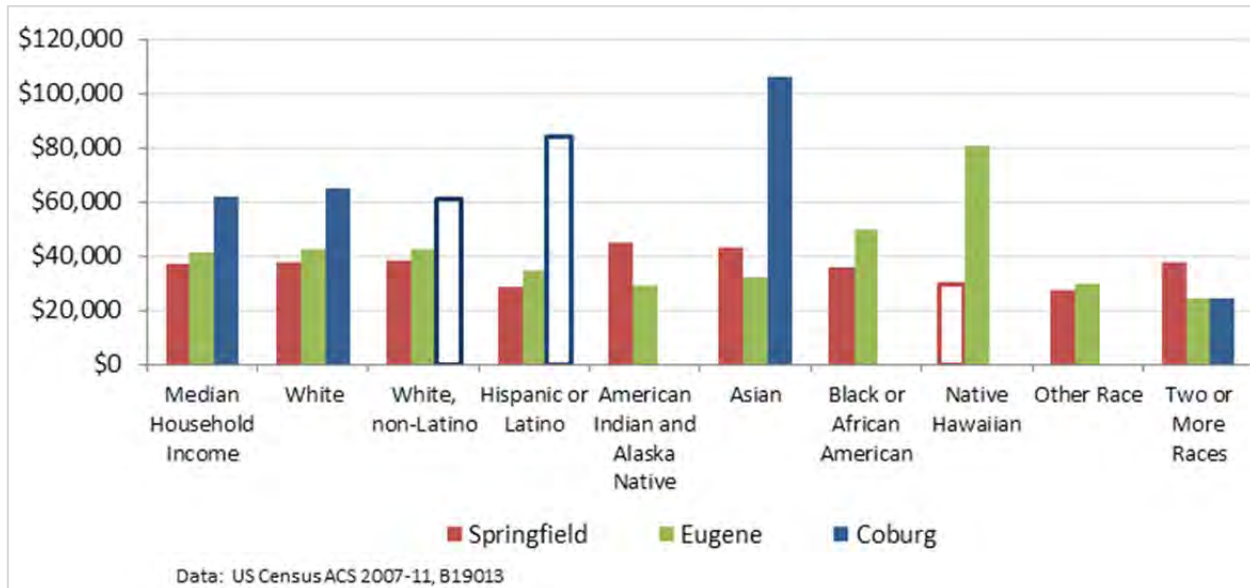
Median Income by Race and Ethnicity

The median income of residents by race and Latino ethnicity is different by jurisdiction.⁸⁰ The median household incomes are \$37,255 in Springfield, \$41,326 in Eugene, and \$62,083 for Coburg. The median incomes of Eugene and Springfield are below the county, state, and national levels.

Overall, in the Cities of Eugene and Springfield, Minority and Latino households have lower median incomes compared to White households. In particular, the Latino household median income is noticeably lower in both Cities, and this is significant because the Latino population is the largest ethnic minority representing 12% of the population in Springfield, and 8% in Eugene.⁸¹

Some estimates have excessive margins of error and these are all identified with hollow bars on the chart. Median incomes for some races were not available for Coburg.

Chart 6.8. Median Income by Race and Ethnicity, 2007-2011



⁸⁰ Median income by race and ethnicity data was extracted for the Cities of Eugene, Springfield, and Coburg only and not at the tract level.

⁸¹ The Latino population in Coburg represents 7.4% of the population (77 people) but the median household income has a margin of error that exceeds the estimate.

6.3. Food Assistance Programs and Economic Vulnerability

There are multiple forms of food assistance that not only help to identify populations impacted by food insecurity, but also help to create a more complete understanding of issues of income and poverty. This section reviews data gathered through the Free and Reduced Lunch program for school age children, the Supplemental Nutrition Assistance Program (SNAP), and local food box assistance.

Food for Lane County is the region’s food bank that provides emergency food services to urban and rural residents across the county. Every two years, Food for Lane County conducts a Hunger Factors Assessment survey of food box recipients. The information presented here is from the survey.⁸²

According to this survey, 39% of people in Lane County that received food boxes are qualified for a form of food assistance. About 62% of households in the survey also receive SNAP benefits; however 94% reported that the SNAP assistance lasts only three weeks. Around 36% of households that receive food boxes have children.⁸³

A large percentage of adult recipients (22%) are looking for work, 24% have a disability, 14% are retired, 10% work full time and 10% part time, and 5% care for a family member. About 22% of retired recipients reported their incomes were low enough that they needed food assistance. Other residents (55%) reported the need for food box help was due to high food costs, 42% cited the high cost of gas, 38% reported they ran out of food stamps (SNAP), 37% cited high heating costs, and 31% reported long-term unemployment. Recipients also reported that they needed food box assistance due to unusual expenses (30%), high rent/mortgage (27%), high medical costs (26%), and low wages (19%). Survey recipients were asked to check all responses that applied for

Chart 6.9. Lane County Households that Receive Food Assistance and Employment

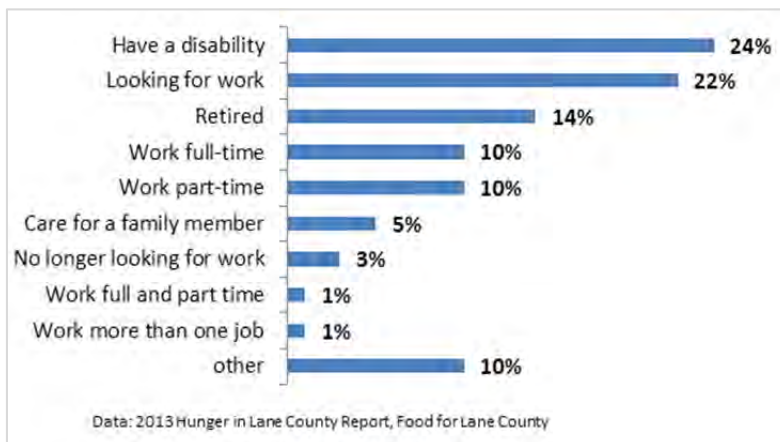
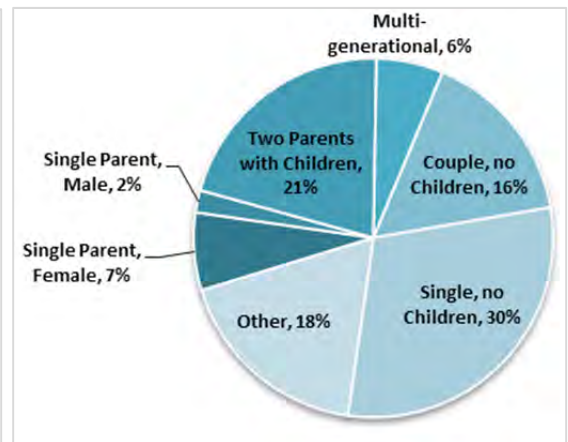


Chart 6.10. Lane County Households that Receive Food Assistance



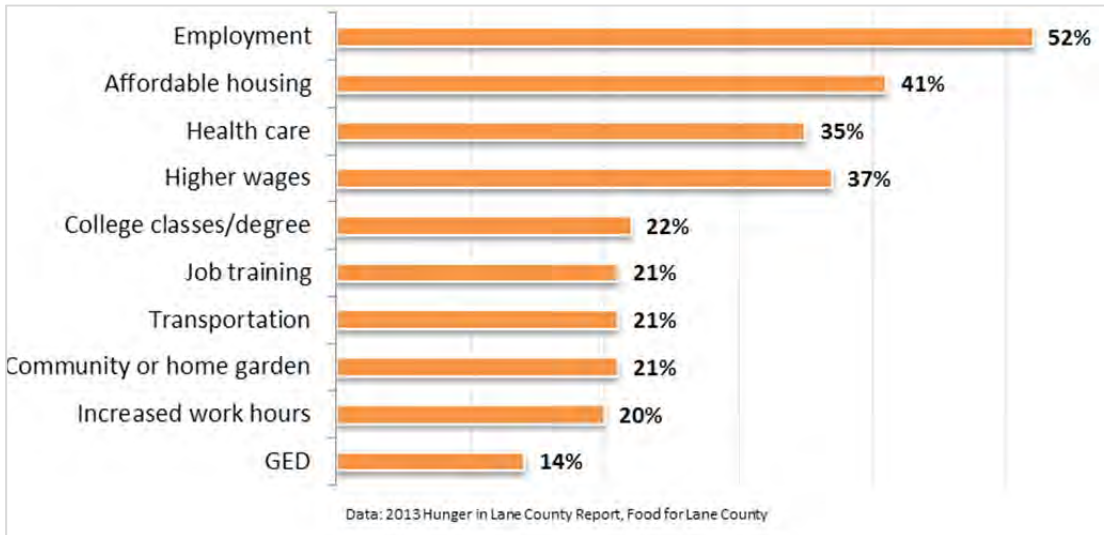
⁸² Food for Lane County, 2013 Hunger in Lane County, http://www.foodforlanecounty.org/en/about_hunger/additional_resources/lane_county/ 663 completed surveys were received.

⁸³ Food for Lane County 2013 Hunger in Lane County

information on “What happened that made it necessary for you to be here today?”

In the survey, food box recipients were asked “What would make emergency food assistance less necessary for your family?” and people were asked to choose all responses that applied to their situations. The highest responses included employment (52%), affordable housing (41%), health care (35%), and higher wages (37%). Education was indicated as well as job training, GED, and transportation.⁸⁴

Chart 6.11. Food Box Recipient Responses When Asked What Would Help Them Not Need Food Assistance as Much

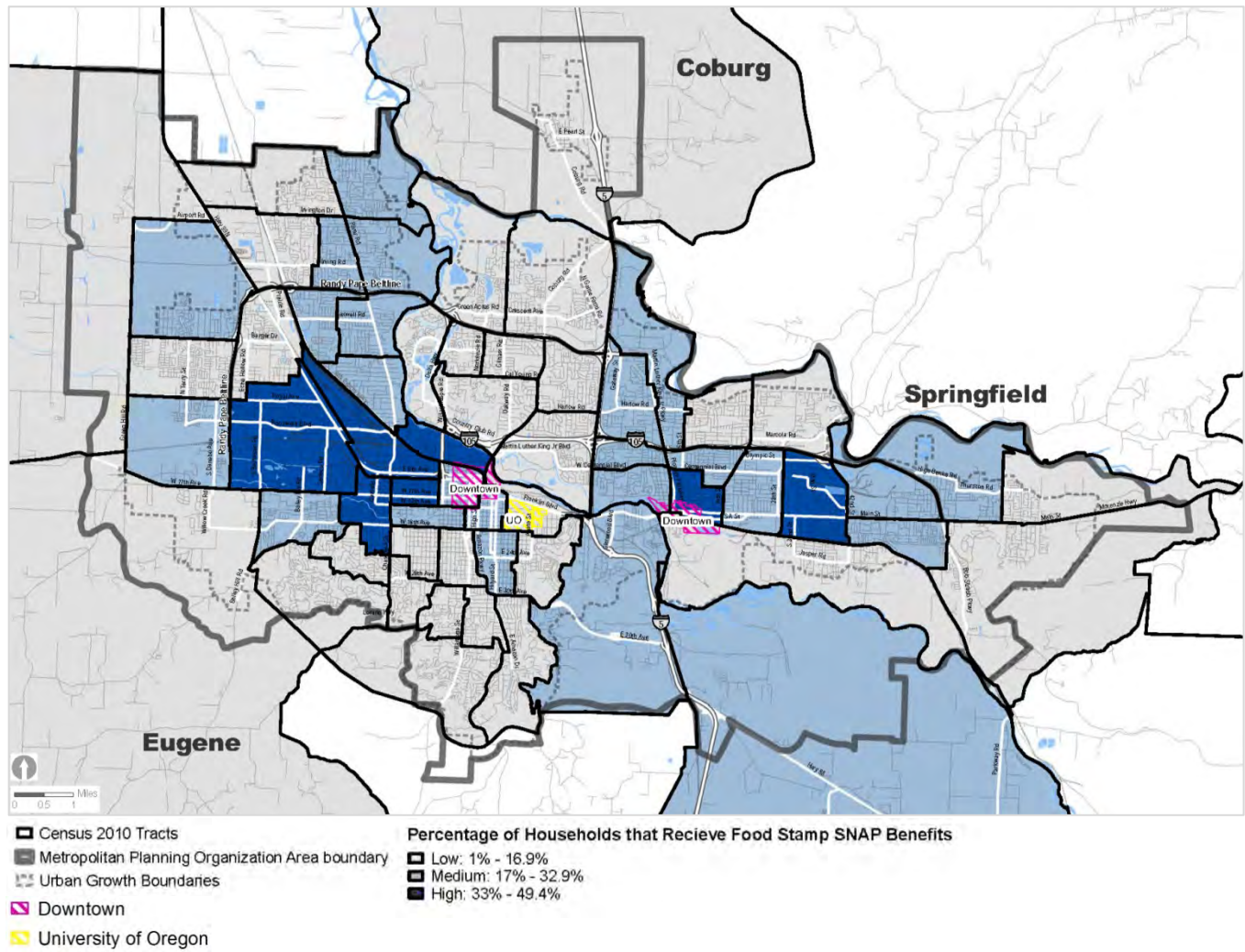


⁸⁴ Food for Lane County 2013 Hunger in Lane County

Supplemental Nutrition Assistance Program

The Supplemental Nutrition Assistance Program (SNAP), also called food stamps, provides money for food to income-eligible residents and serves as another measure of economic hardship.⁸⁵ Full-time college students are ineligible to receive SNAP. In Oregon, a household will receive an average SNAP benefit of \$235 per month and about one in five people receive SNAP benefits.^{86 87} Approximately 19% of households receive food assistance through the food stamp/SNAP program in the Assessment area. The tracts with the highest percentages (33%-49.4%) of households that receive SNAP benefits are in the west Eugene and Trainsong areas, and along Main Street in Springfield. Significantly, about 25% of all households that receive assistance reside in the seven tracts with the highest percentages of recipients

Figure 6.5. Food Stamp/SNAP Recipients Map, 2007-2011



⁸⁵ The 2008 Job Gap

⁸⁶ The Oregonian, OregonLive.com *A million emergency food boxes distributed in a year for the first time ever in Oregon, southwest Washington*; Read, Richard; September 30, 2011 http://www.oregonlive.com/pacific-northwest-news/index.ssf/2011/09/a_million_emergency_food_boxes.html

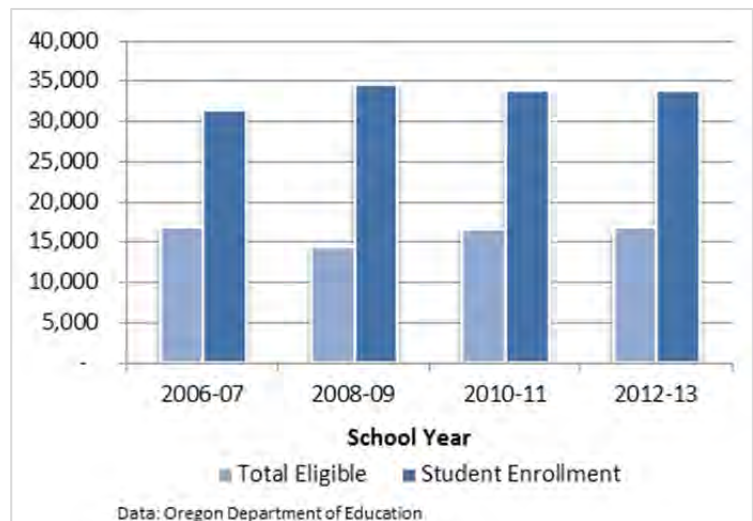
⁸⁷ Food for Lane County, *Hunger in Lane County 2013* http://www.foodforlane.org/en/about_hunger/additional_resources/lane_county/

Free and Reduced Lunch Eligibility

Looking at the number of students eligible for the school free and reduced lunch program is another way to gauge the depth of poverty for an area and financial stability of residents. The free and reduced price meal program for schools through the USDA provides additional information about families with children in poverty. Eligibility is based on family income, family size and the federal poverty guidelines.⁸⁸ These federal poverty guidelines are different than poverty thresholds used by the Census Bureau for determining poverty level populations.⁸⁹ Families who receive other forms of food assistance, such as food stamps automatically qualify.

For the school year 2012-13, about 50% of students were eligible for free or reduced lunches. This is for all elementary, middle and high school students in the three main school districts: Bethel SD 52, Eugene SD 4J, and Springfield SD 19. The percentage of students eligible overall has remained the same since 2006. This information is not directly comparable to the data used in the Assessment area because the geographic coverage is not the same.

Chart 6.12. Students Eligible for School Lunch Programs in the Three Main School Districts, 2006/07 - 2012/13

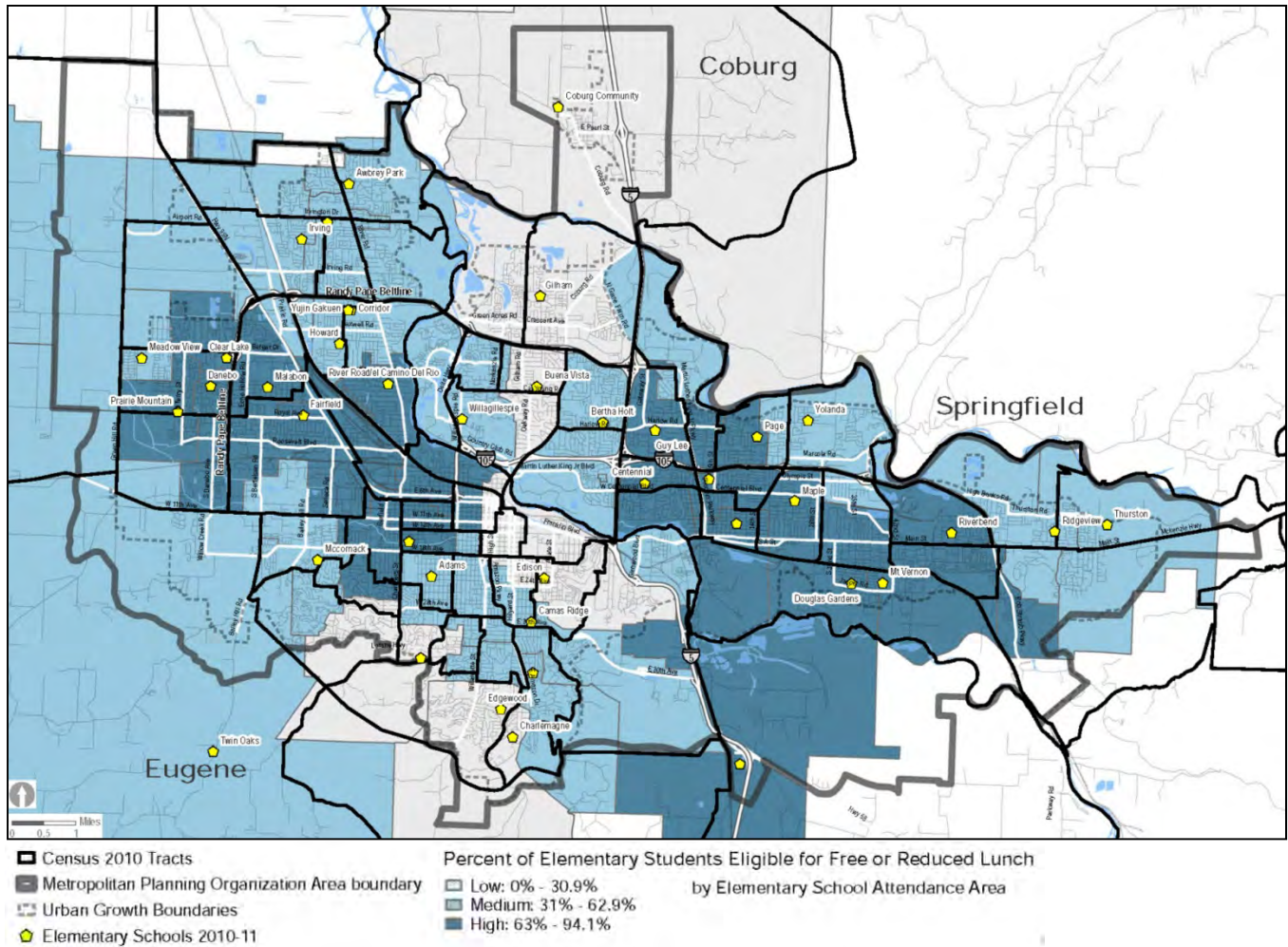


⁸⁸ US Census Bureau, Small Area Estimates Branch, *Estimating School District Poverty with Free and Reduced-Price Lunch Data*, Craig Cruse and David Powers

⁸⁹ US Census Bureau, Small Area Estimates Branch, *Estimating School District Poverty with Free and Reduced-Price Lunch Data*

In the Assessment Area, about 55% of elementary school students were eligible for free or reduced lunches in the school year 2010-11. Areas that show higher percentages (63%-94.1%) of eligibility are in mid-west Eugene, and west-central and south Springfield. This data is presented at the elementary school attendance area in the map below.

Figure 6.6. Elementary Students Eligible for Free or Reduced Lunch Programs Map, 2010/11



Conclusions

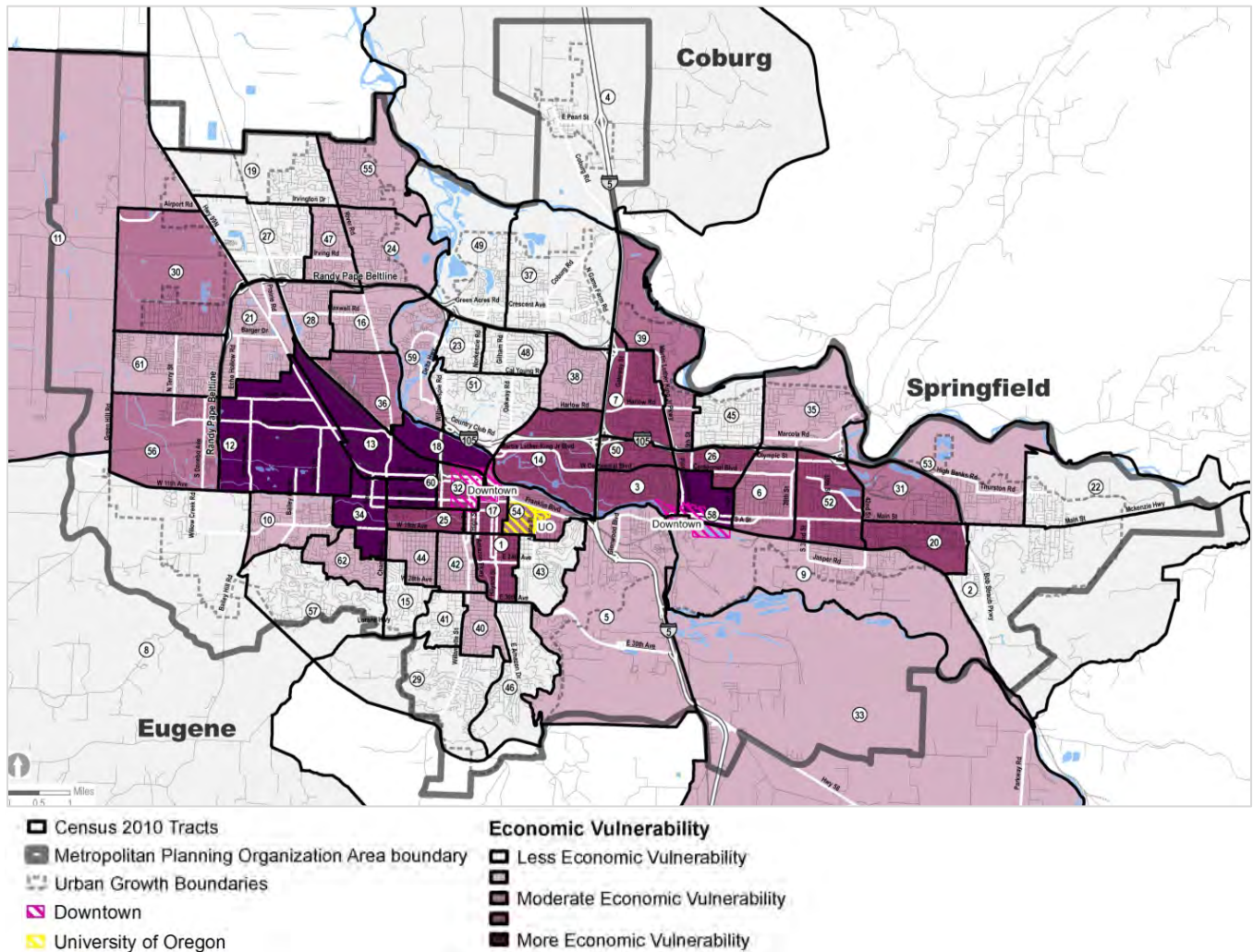
While there are many efforts underway to improve the economic well-being of area residents, the data described in this chapter identify a number of continuing challenges. A summary of key findings is provided below.

- 19% of the population is in poverty. The inclusion of college students in the poverty calculations has the potential to alter the overall poverty rate since the dynamics of college student finances can be much different than the general population.
- About 25% of the population in poverty lives in the five tracts with the highest percentages (40% to 68.7%). These are also areas of extreme poverty. These tracts are located around the University area and in the West Eugene Hwy 99 area. When off-campus college students are excluded from the poverty calculations there is one tract in the area with extreme poverty, found in the West Eugene Hwy 99 area.
- The median household incomes of the Assessment area's two main cities of Eugene and Springfield are below the county, state, and national income levels.
- The degree and extent of children in poverty is more difficult to measure. Information on lunch eligibility and the HUD poverty index show that poverty for children is greater. Around half of elementary students qualify for the free or reduced lunch program at school and areas with high percentages for elementary school students who qualify for the school meal program show 63% to 94.1% of students eligible.
- About 19% of households receive SNAP benefits. In the seven tracts with the highest percentages 33%-49.4% of households receive SNAP benefits and 25% of households that receive benefits live in these tracts. These tracts are located around West-central Eugene, and include the Hwy 99 and Roosevelt Boulevard tracts and along Main Street in Springfield.
- More vulnerable populations tend to live in areas with economic vulnerability.
- Areas with greater economic vulnerability tend to have higher percentages of Latino populations, youth, older populations age 60 to 79, more populations with disabilities, and single headed households.

Areas in the community that are more economically secure or vulnerable are visible in the Income and Poverty Composite. This composite looks at a combination of economic characteristics that can help identify areas with less or more economic vulnerability. The financial stability of a community and its residents can have a large impact on the health and livelihood in that community. By looking at where in the community there may be more economic vulnerability, we can start to hopefully address barriers residents may experience.

This composite is an overall snapshot, and does not indicate that other tracts are low or high income areas in particular, but seeks to identify areas where residents may experience more or less economic opportunity or vulnerability.

Figure 6.7. Income and Poverty Composite Map



The most economically vulnerable populations and households are in the mid-west Eugene areas, and in mid-Springfield. One of these tracts has a poverty rate of over 40%, this is the west Eugene Hwy 99 tract. Even though a tract may be a poverty area with 20%-39.9% of the population in poverty, the most economically vulnerable tracts show other indicators of economic distress such as lower median incomes, higher percentages of elementary students eligible for free/reduced lunches, and higher percentages of households receiving SNAP benefits.

7.0 Housing Access

A key indicator of sustainable communities is access to quality housing that is affordable and well-located. This chapter examines a range of housing issues including general housing characteristics such as building activity, types of housing units and vacancy rates. To understand the challenges area residents have related to housing accessibility and its affordability, this indicator looks at median monthly owner and renter housing costs along with owner and renter housing cost burdens. Lastly, this chapter examines data related to the supply and location of subsidized affordable housing units, emergency housing, and manufactured home parks.



7.1. Housing Characteristics

In 2010, there were 95,175 total housing units in the cities of Eugene, Springfield, and Coburg. Approximately three-quarters (73%) of the housing units were located in Eugene. The total number of housing units in the three cities represents 61% of the total housing stock in Lane County in 2010, and 83% of housing stock in the Assessment area.

The area's housing supply grew quite slowly during the 1980's and then more rapidly during the 1990's. Between 2000 and 2010, growth in the overall housing stock continued but at a moderate pace of 14% which roughly mirrors the population increase of 13% for the Cities of Eugene, Springfield, and Coburg. This represents a decrease from the housing and population growth of the 1990s, where the number of housing units experienced a 27% increase and the population grew by 21%⁹⁰

Chart 7.1. Total Housing Units, 1980 to 2010

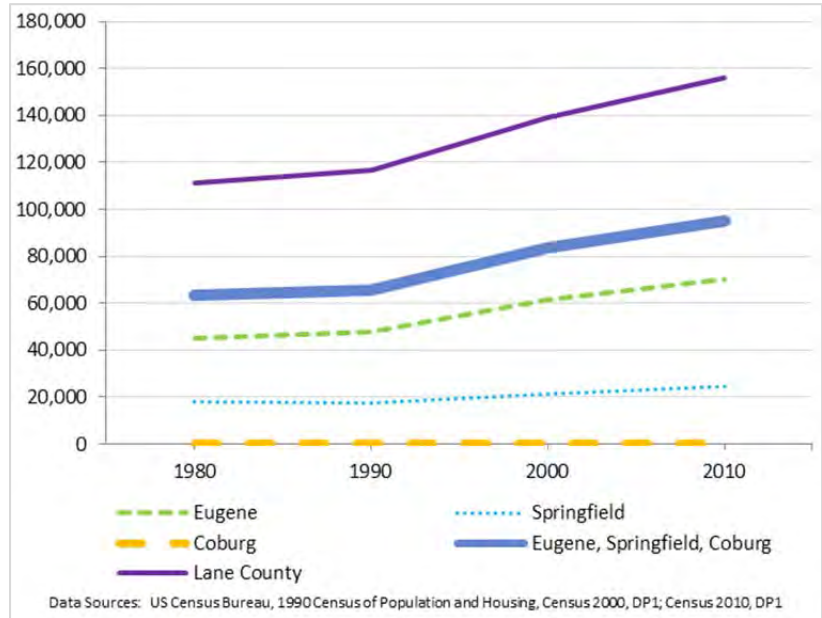


Table 7.1. Total Housing Units, 1980 to 2010

	1980	1990	2000	2010	% change 1990-2000	% change 2000-2010
Eugene	44,812	47,991	61,444	69,951	28%	14%
Springfield	18,121	17,469	21,500	24,809	23%	15%
Coburg	303	305	387	415	27%	7%
Eugene, Springfield, Coburg	63,236	65,765	83,331	95,175	27%	14%
Lane County	111,084	116,676	138,946	156,112	19%	12%

Data Sources: US Census Bureau, 1990 Census of Population and Housing, Census 2000, DP1; Census 2010, DP1

⁹⁰ US Census Bureau, 1990 Census of Population and Housing, Census 2000, DP1; Census 2010, DP1

Building Activity

The 2008 recession and difficulties with the housing market resulted in a steep decline in building permit activity in the Cities of Eugene, Springfield, and Coburg. Overall, the number of residential permits issued in the three cities remained stable for a number of years, but a decline in building permit activity began in 2006 and continued throughout 2012.⁹¹

The three jurisdictions have different permit activity trends. Eugene has experienced an increase since 2010 in multi-family structures, which is partially due to the increase in student housing projects, but also to a variety of multi-family housing projects including new housing downtown. All three jurisdictions have seen a decline in single family housing since 2000, which appears to be steadying as the economy improves. Springfield has seen a decline in multi-family housing permits, which reached near zero in 2012. Coburg has a very small housing inventory and has reached zero permit activity for both multifamily and single family units.

Chart 7.2. Building Permits, 1980 to 2012

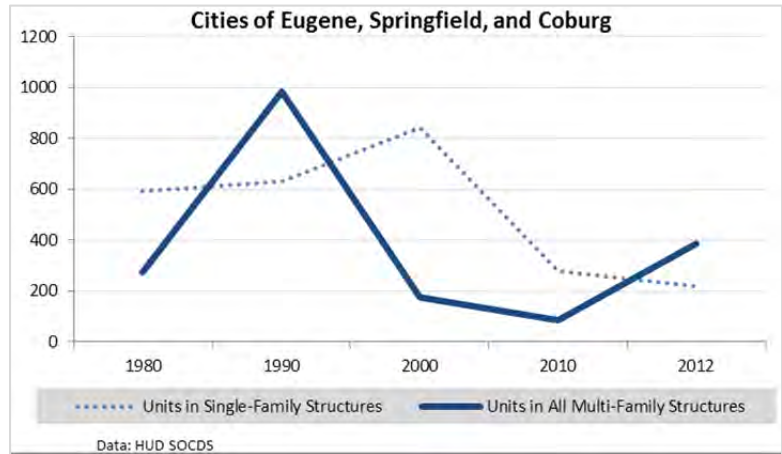


Chart 7.3. Multi-Family Building Permits, 1980 to 2012

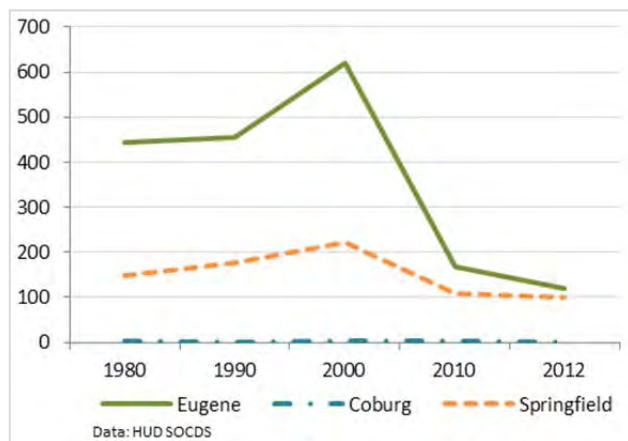
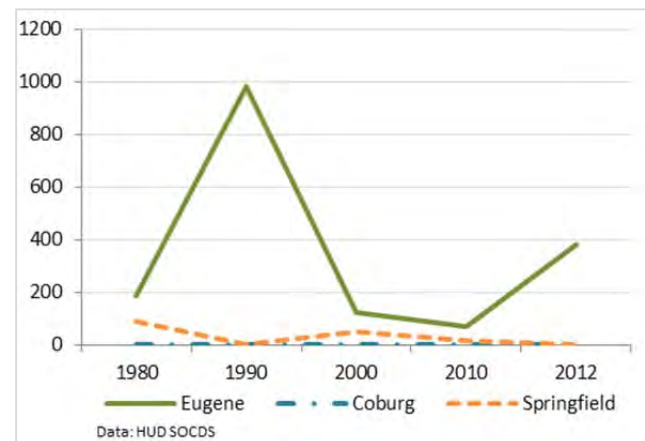


Chart 7.4. Single Family Building Permits, 1980 to 2012



⁹¹ HUD, State of the Cities Data System, Building Permits Database, <http://www.huduser.org/portal/datasets/socds.html>

Housing Unit Types

The overall balance between unit types across the Cities of Eugene, Springfield, and Coburg has remained relatively stable since 2000. In Census ACS estimates for the 2007-2011 time period, single family units accounted for 61% of the total housing units, multi-family units for 33%, and mobile/manufactured homes for 5%. The number of single and multi-family housing units have both increased 15% from 2000 to 2007-2011.⁹²

Single family residences dominate the housing stock, representing around 61% of housing in Eugene and 62% in Springfield. The City of Coburg has a smaller number of housing units (370) compared to the Cities of Eugene (69,757) and Springfield (24,905) and a higher percentage of single family residences and a lower percentage of multi-family units.⁹³ The housing mix in Coburg has changed with multi-family housing doubling between 2000 and 2007-2011 from 21 to 49 units.

The housing mix in Springfield has stayed relatively stable since 2000 with growth in all housing types. One exception is the “other” housing category (boat, RV, van) in Springfield, which grew 287% from 39 units in 2000 to 151 in 2007-2011.⁹⁴ In Eugene, the mix of housing has stayed relatively the same since 2000, with 61% single family, 35% multi-family and 4% mobile homes in 2007-2011. The Cities of Coburg and Eugene have seen decreases in mobile home residences and the other forms of residences (RV, boat).

Chart 7.5. Housing Units Types Chart, 2000 to 2007-2011

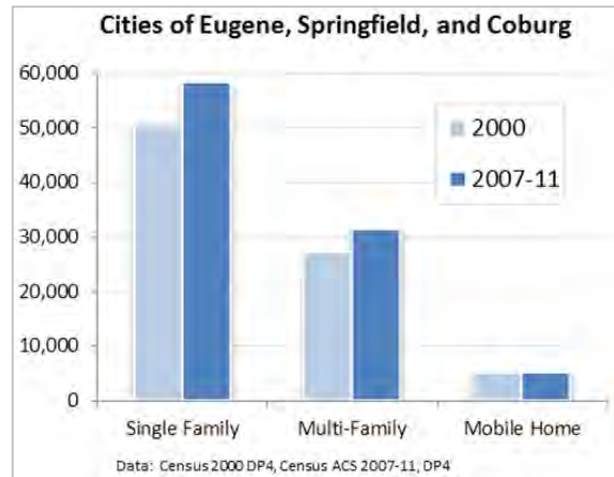
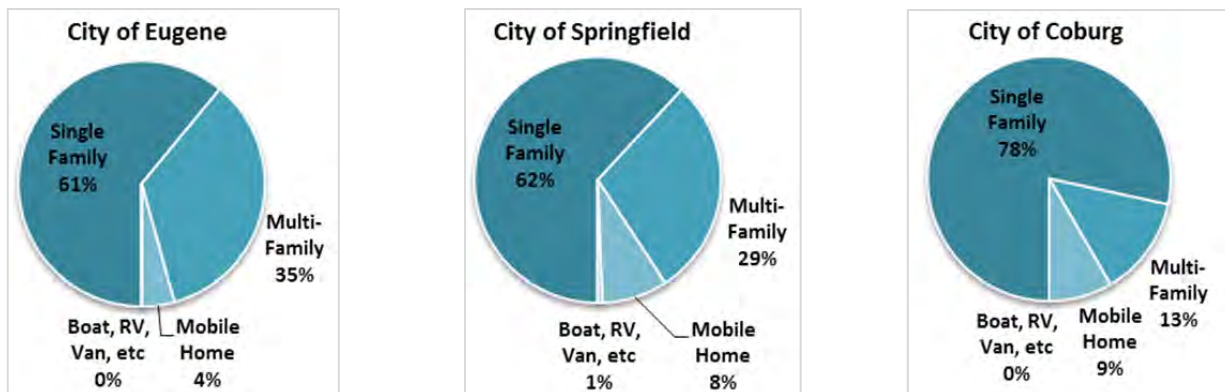


Chart 7.6. Housing Type by City, 2007-2011



⁹² Percentages in this document may not total 100% due to rounding

⁹³ Data based on ACS 2007/11 estimates and may be the same as Census 2010

⁹⁴ Margin of error is high for the boat, RV and van category for 2007-11 for Eugene and Springfield.

The “housing mix” of the region will have more demand as the population increases. The cities will need to accommodate this growth, which may be in the form of urban growth boundary expansion or in denser developments. The long-term growth strategies by the three Cities of Eugene, Springfield, and Coburg address these issues.

The City of Eugene’s Envision Eugene growth plan projects the growth of 15,000 new homes in the next 20 years and recommends a mix of housing options in the future which includes increasing the proportion of multi-family housing in the community.⁹⁵ In particular, the plan calls for more affordable multi-family housing for low and moderate income families and individuals, and denser multi-family development along employment and transit corridors.⁹⁶ This plan predicts that new construction will be 55% single family and 45% multi-family.⁹⁷

The City of Springfield’s 2030 Refinement Plan’s Residential Land Use and Housing Element identifies the need to accommodate about 5,920 new units between 2010 and 2030. The projected housing mix needed to accommodate these additional units will be 60% single family types and 40% multi-family.⁹⁸ The addition of group quarters population adds another 291 units to the housing need. There are several areas identified for increased residential density, these are Downtown, Gateway, Glenwood, and the Riverfront/Franklin Corridor.⁹⁹

The 2010 Coburg Urbanization Study is the City of Coburg growth plan which projects 888 new housing units will be needed by 2030 to accommodate population growth. The housing mix for this growth is projected to be 63.1% single family, 16% duplexes/attached single family, and 20.9% multi-family.¹⁰⁰

⁹⁵ City of Eugene, Envision Eugene, Provide Housing Affordable to All Income Levels, <http://www.eugene-or.gov/index.aspx?nid=760>

⁹⁶ City of Eugene, Envision Eugene, Executive Summary, <http://www.eugene-or.gov/index.aspx?nid=760>

⁹⁷ City of Eugene, Envision Eugene, Provide Housing Affordable to All Income Levels, <http://www.eugene-or.gov/index.aspx?nid=760>

⁹⁸ City of Springfield, Springfield 2030 Refinement Plan, Residential Land Use and Housing Element
<http://www.ci.springfield.or.us/dsd/Planning/Index.htm>

⁹⁹ City of Springfield, Springfield 2030 Refinement Plan, Residential Land Use and Housing Element

¹⁰⁰ Lane Council of Governments, 2010 Coburg Urbanization Study <http://lcog.org/coburgurbanization/default.cfm>

Average Household Size

Since 2000, the average household and family size has stayed relatively stable for the three cities with average family size a little larger than the household size. Eugene experiences the smaller family and household size of the three cities. Coburg and Springfield have similar family sizes and Coburg has a larger average household size than Springfield.

Within Eugene, the average owner household size is 2.4 persons while the average size of renter households is 2.9 persons. Within Springfield, the average owner household size is larger than Eugene with an average of 2.5 persons per household, while the average size of renter households is smaller than Eugene with 2.47 persons per household.

Projections show that a larger share of future population will be comprised of smaller, older, and less affluent households. This will alter the housing market demand in many ways over the next 20 years. Married couples with children will not dominate the market as in the past. Singles, childless couples, divorcees, those with disabilities, and single parents will continue to grow as a percentage of all households. To meet the needs of these households, more affordable choices in housing types will be needed than currently exist.

Table 7.2. Average Household Size, 2000 to 2010

	2000				2010			
	Average household size	Average family size	Average owner household size	Average renter household size	Average household size	Average family size	Average owner household size	Average renter household size
Coburg	2.64	3.07	2.75	2.21	2.6	3	2.64	2.49
Eugene	2.27	2.87	2.47	2.05	2.24	2.85	2.40	2.09
Springfield	2.55	3.03	2.57	2.52	2.49	3	2.50	2.47

Data: US Census Bureau, Census 2000 DP1, Census 2010, DP1

Vacancy Rates

Census data suggests that vacancy rates in the cities of Eugene and Springfield for owner-occupied housing are consistently lower than that for renter-occupied units. Owner-occupied rates have remained more stable than rental rates in the cities of Eugene and Springfield over the past 20 years. Springfield and Coburg have seen a decline since 2000 in owner vacancy, while Eugene has seen an increase. Data for the City of Coburg is not available for 1990, but 2007-11 data shows a zero vacancy rate for both owner and renter housing. On the other hand, rental unit vacancy rates in Eugene have fluctuated since 1990, ranging from a low of 3.5% in 1990, rising to 6.6% in 2000, and dropping to 4.3% by the end of the decade. Springfield rental vacancy rates have been more stable than Eugene’s rates over that period.

Chart 7.7. Owner Vacancy Rates, 1990 to 2007-2011

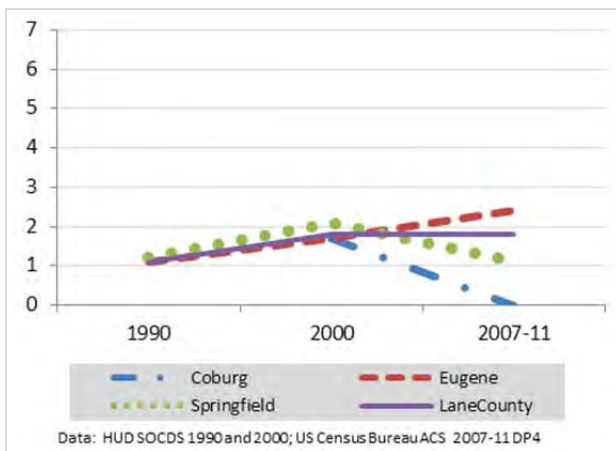
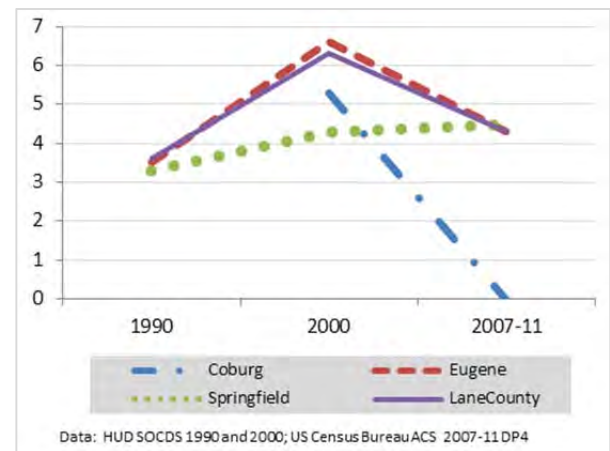


Chart 7.8. Renter Vacancy Rates, 1990 to 2007-2011



It is important to note, however, that vacancy rates for 1990 and 2000 were captured at a specific point in time; the 2007-11 rates are captured over the five year estimate period.¹⁰¹ Local vacancy rates for each city or each occupancy type may have reached higher or lower than those captured by Census data and may have fluctuated up and down many times between Census years.

While the vacancy rates for apartments was fairly low in fall 2009, rentals of single-family homes were reported to be around 10% to 12% as families lost jobs during the economic downturn and reined in costs. It is likely that the relatively low vacancy rates in the cities of Eugene and Springfield for apartments compared to other Oregon metropolitan areas is due, in part, to the growing population of college students in the area.¹⁰²

¹⁰¹ For more information about why the 2007-11 five year estimates are used, please see methodology section

¹⁰² Eugene – Springfield Consolidated Plan 2010-2015

7.2. Renter and Owner Occupancy and Housing Cost

In the Assessment area tracts, about 55% of housing is owner occupied and 45% is renter occupied. By comparison, households in the Cities of Coburg, Eugene, and Springfield 51% are owner occupied households and 49% renter.¹⁰³ This indicates there is more owner occupied housing in the rural areas, and more rental housing in the cities.

During the 2000 to 2010 time period, both renter and owner housing unit counts have increased, but the owner occupied housing has proportionally decreased while renter housing proportionally increased. Figure 76 for Renter and Owner Occupied Housing 2000-2010 demonstrates this proportional change in housing mix.

This change coincides with the increase in multi-family housing permits, and decrease in single family permits. Due to the economic decline after the recession and the resulting increase in stricter mortgage policies, many people have been led to choose rental housing.¹⁰⁴ Also, the construction of housing focused on university and college students has increased, creating a greater supply of renter based housing.¹⁰⁵ The percentages of renter occupied housing in each city has increased, as shown in the figures below.

Chart 7.9. Renter and Owner Occupied Housing, 2000 to 2010

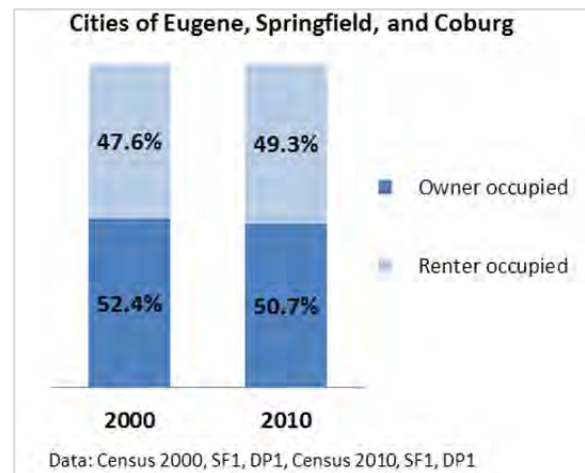


Chart 7.10. Renter and Owner Occupied Housing, 2000

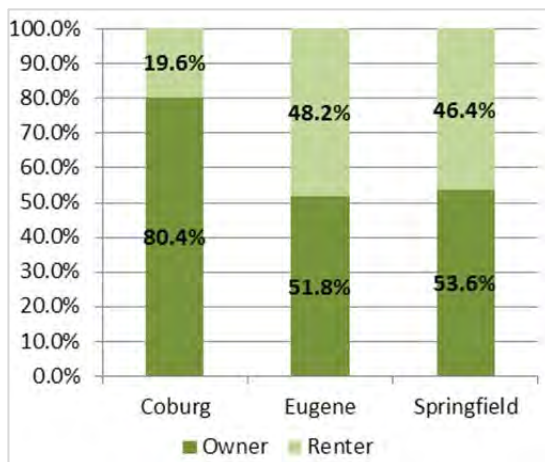
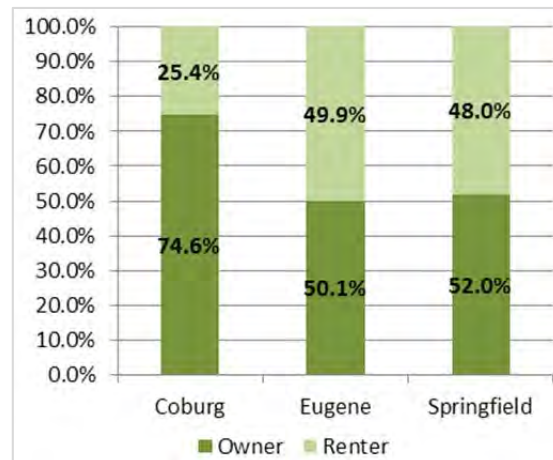


Chart 7.11. Renter and Owner Occupied Housing, 2010



¹⁰³ US Census Bureau, Census 2010 SF1, DP1

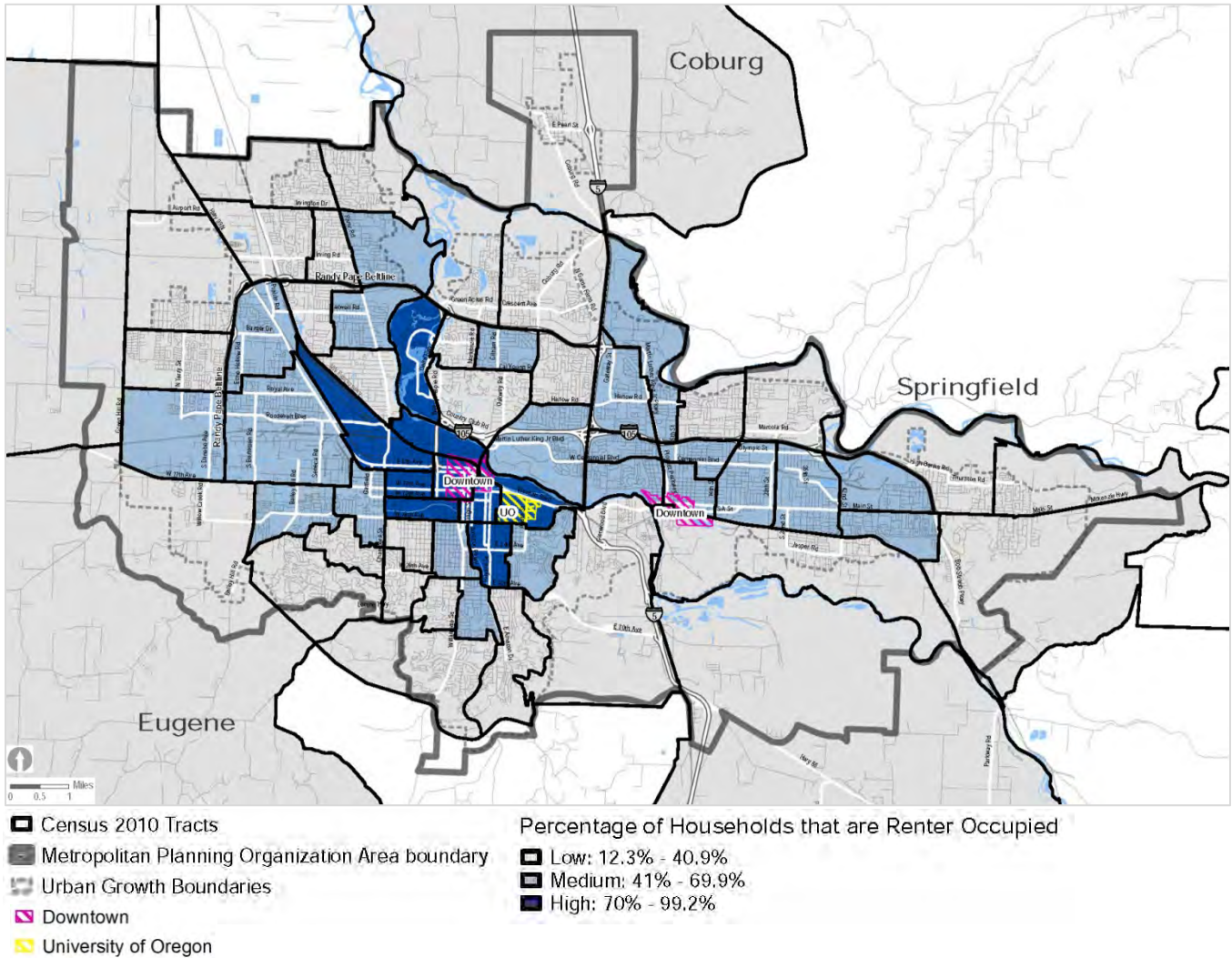
¹⁰⁴ U.S. Department of Housing and Urban Development. Office of Policy Development and Research. *Comprehensive Housing Market Analysis. Eugene-Springfield, Oregon*. As of July 1, 2013. http://www.huduser.org/portal/publications/pdf/EugeneOR_comp_2013.pdf

¹⁰⁵ U.S. Department of Housing and Urban Development. Office of Policy Development and Research. *Comprehensive Housing Market Analysis. Eugene-Springfield, Oregon*.

Renter Occupied Housing

About 45% of housing in the Assessment area is renter occupied. Renter occupied housing is primarily found in the central areas of Eugene, in particular the University area, Downtown, and central-west Eugene. About 26% of the renter occupied housing are in the nine tracts with the highest percentages (70-99.2%), indicating a greater concentration of renter housing in those areas.

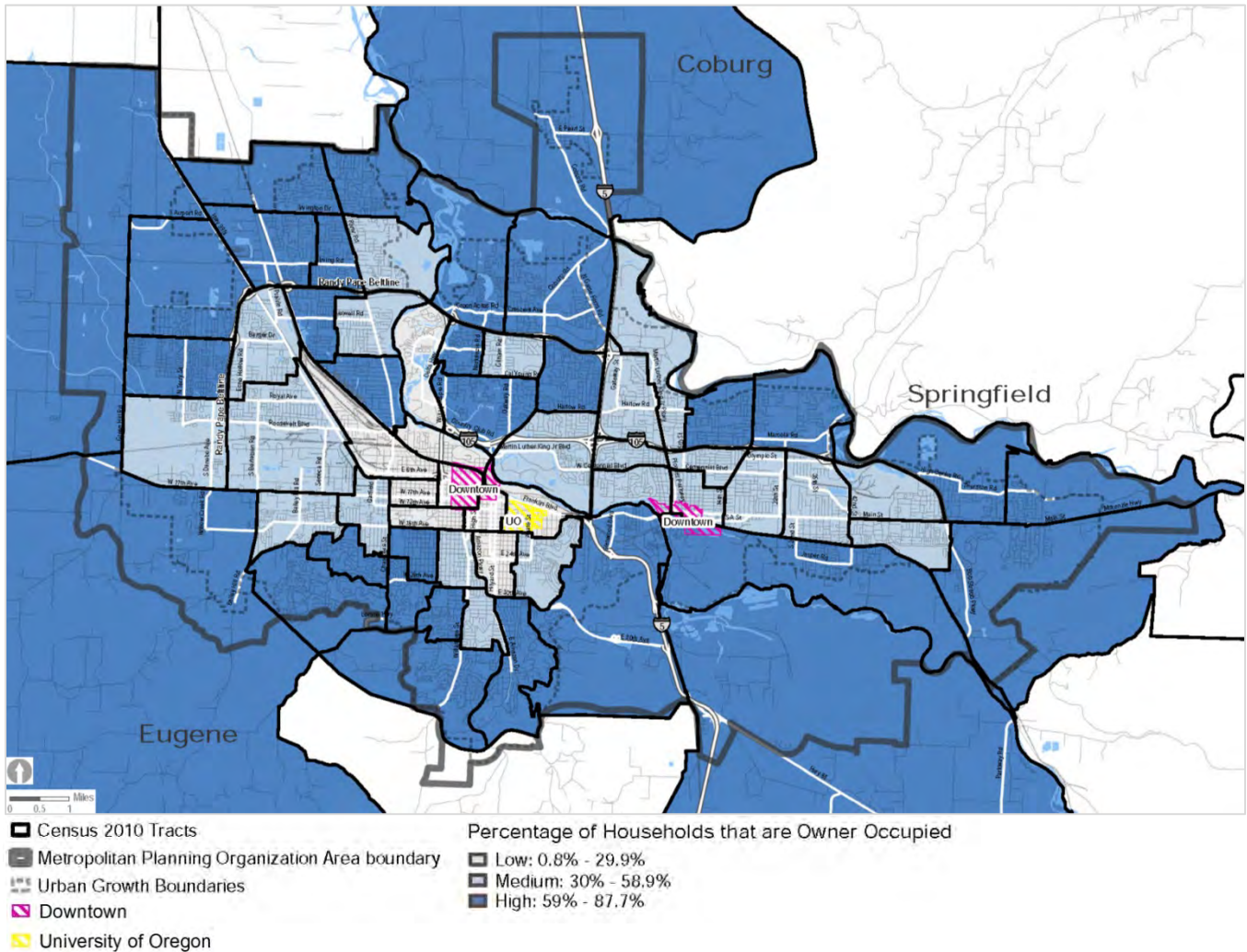
Figure 7.1. Renter Occupied Housing Map, 2010



Owner Occupied Housing

About 55% of housing in the Assessment area is owner occupied. Owner occupied housing is found primarily on the outer edges of the MPO with less owner occupied housing found in the central area of Eugene. Tracts with high percentages (59%-87.7%) are found in the 31 tracts surrounding both central areas.

Figure 7.2. Owner Occupied Housing Map, 2010



Renter Occupied Housing Median Monthly Cost

Median monthly renter costs provide information on monthly expenses for renter households. The expenses typically include gross rent and utilities such as power, water, and garbage. Used in combination with other income data, monthly housing expenses can help measure housing affordability and/or housing costs.¹⁰⁶

The median monthly renter costs for the region are lower than the state and the nation. The Cities of Coburg (\$744) and Springfield (\$751) are below Eugene and the County (\$793). The City of Eugene has the highest median gross rent in the region.¹⁰⁷ For comparison, the 2014 Fair Market Rents published by HUD list \$834 for a two bedroom and \$1,200 for a three bedroom in Lane County.

Chart 7.12. Median Gross Rent, 2007-2011



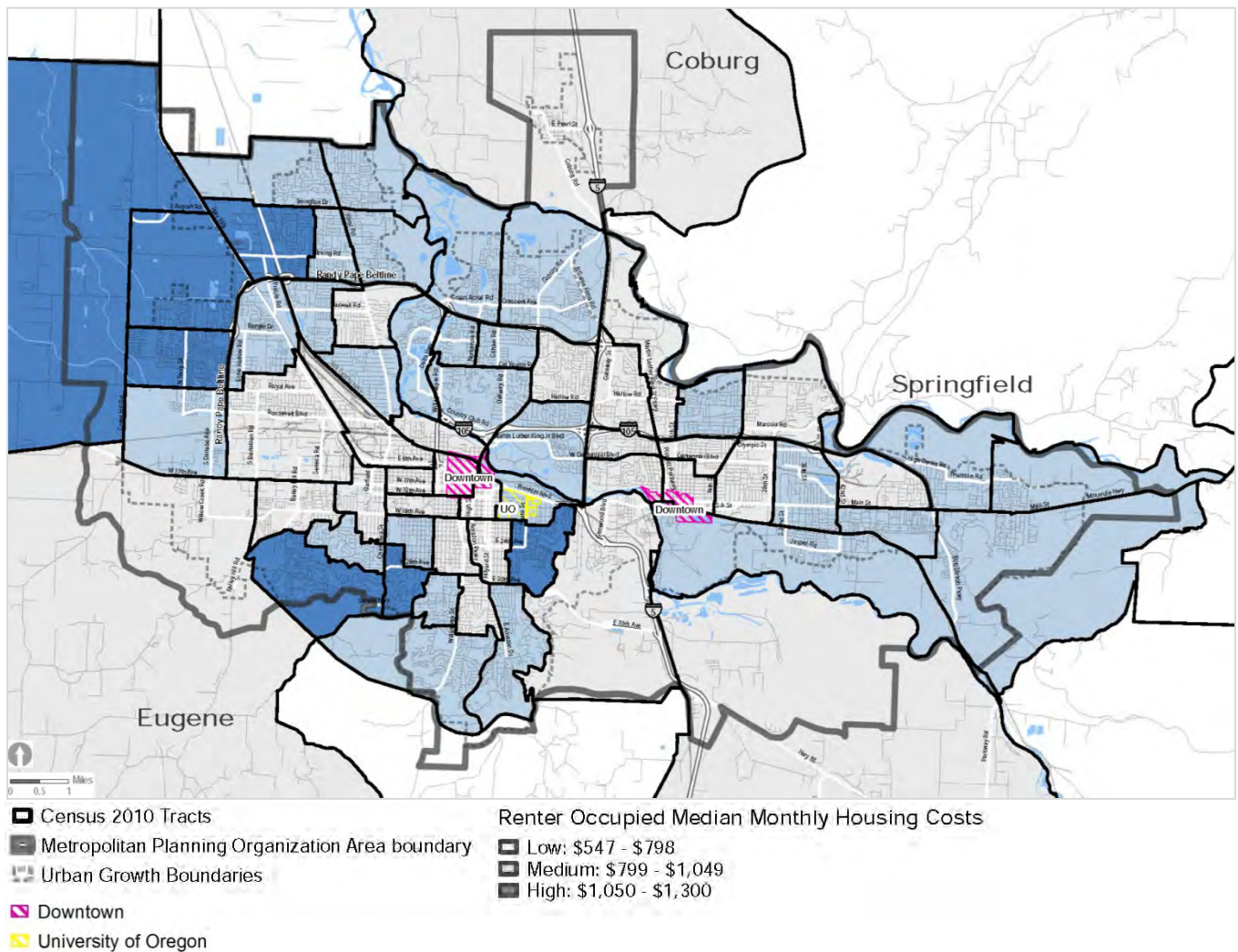
¹⁰⁶ US Census Bureau, American Community Survey and Puerto Rico Community Survey. 2011 Subject Definitions.

¹⁰⁷ US Census Bureau, ACS 2007-11, Table B25088

In the Assessment area, lower monthly median renter housing costs (\$547-\$798) are found in Coburg; mid-central, and west Eugene; north-west, mid-central and south Springfield. In Eugene, areas with lower monthly costs are in the Downtown and University areas, in mid-south Eugene, and the Trainsong tract. Also in Eugene, lower median rents are found along the Roosevelt Boulevard area and south West 11th. In Springfield, the areas with lower monthly renter costs are in the Gateway area, Glenwood and around downtown.

Areas with medium rent values (\$799 - \$1,049) are found in north and south Eugene, along with east and south Springfield. Higher monthly renter costs (\$1,050-\$1,300) are in northwest Eugene, areas of south and east Eugene. There are not any areas in Springfield that have the high renter costs categorizations.

Figure 7.3. Monthly Median Renter Housing Costs Map, 2007-2011



Owner Occupied Housing Median Monthly Cost

Median monthly owner costs provide information on expenses for home owners, which include mortgage payments, taxes, insurance, loans, utilities, and condominium fees (if applicable).

The median monthly owner costs for the City of Springfield and Lane County are lower than the nation and state. The City of Springfield has the lowest monthly owner cost at \$1,076 in the region. The City of Coburg (\$1,419) and Eugene (\$1,302) are above the County, State and National medians.¹⁰⁸

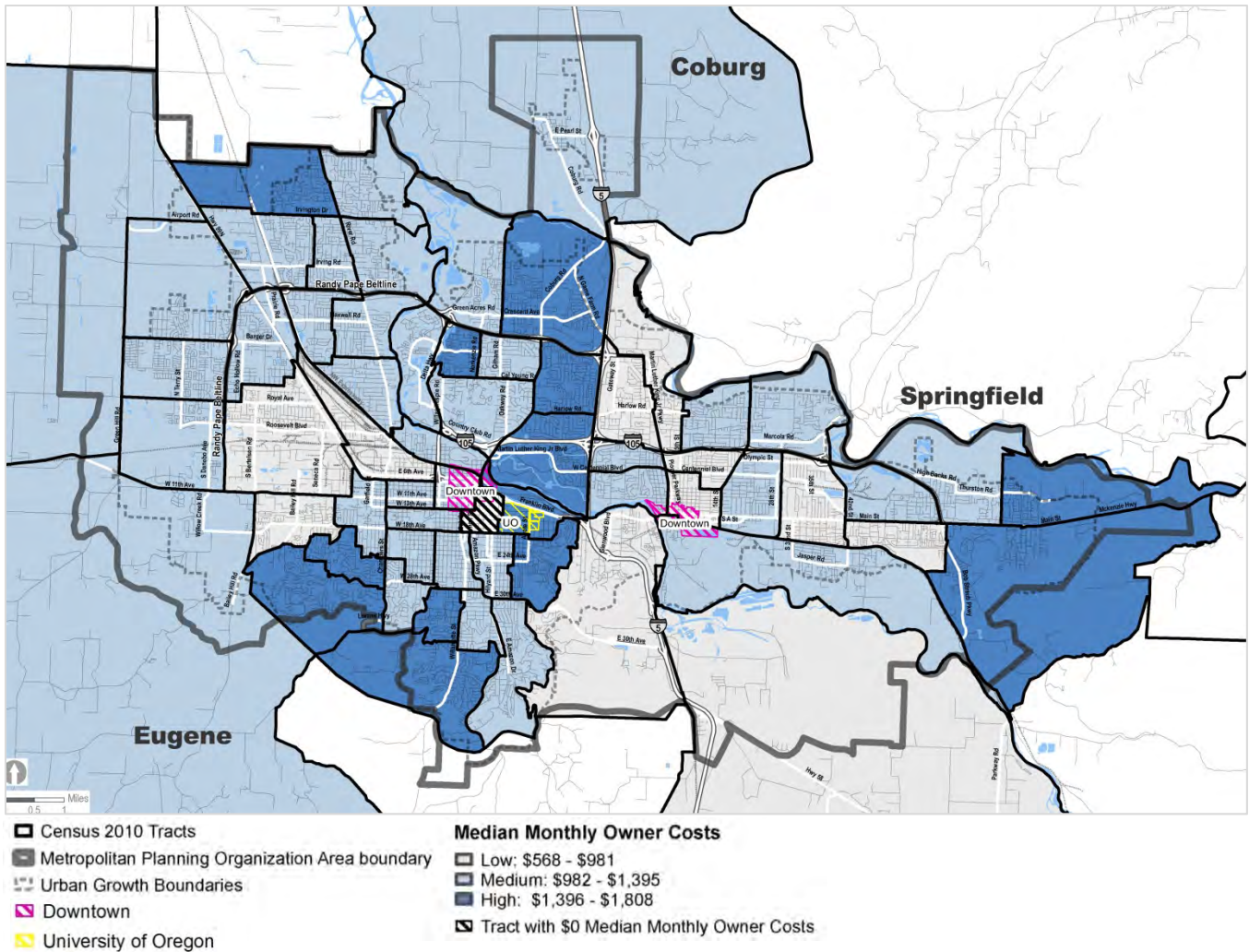
Chart 7.13. Median Monthly Owner Costs 2007-2011



¹⁰⁸ US Census Bureau, ACS 2007-11, Table B25088

In the Assessment area, tracts with lower monthly median owner housing costs (\$568-\$981) are found in the west Eugene Roosevelt Boulevard area, Hwy 99, and southwest 11th; and in parts of mid-central Springfield along Main Street, in the Gateway area, and Glenwood. Areas with higher monthly owner costs (\$1,396-\$1,808) are in south Eugene, areas of north and east Eugene, and east Springfield.¹⁰⁹

Figure 7.4. Monthly Median Owner Housing Costs Map, 2007-2011



¹⁰⁹ There is one tract that shows \$0 monthly median owner costs in the University area. This may be due to the fact that the data is from the US Census Bureau ACS, which is a sampling of households. Based on Census 2010, this tract has only 23 owner occupied households.

7.3. Housing Affordability

The cost of housing is generally considered to be affordable when it equals no more than 30% of household income, including expenses for utilities. This definition applies both to owners, for whom housing costs include mortgage, principle and interest, property taxes, and insurance, and to renters, for whom housing costs include rent and utilities. Households spending more than 30% of their income towards housing costs are considered to have a “housing cost burden,” and households spending more than 50% of their income towards housing costs are considered to have a “severe housing cost burden”. Housing affordability is a major component in neighborhood opportunity.

Information about housing cost burdens and income levels is provided by the US Department of Housing and Urban Development in the Comprehensive Housing Affordability Strategy (CHAS) data. This data is provided for the three cities of Eugene, Springfield, and Coburg. While it is not comprehensive to include the unincorporated areas of the MPO boundary, it does provide a good indication of housing affordability in the region. In the three Cities of Coburg, Eugene, and Springfield, about 43% of households are lower income and approximately 65% of renter households and 24% of owner households are low income.¹¹⁰ About 14% of the population in the MPO lives outside the three main Cities of Eugene, Springfield and Coburg, in rural communities, which may have housing cost burdens.

In its 2014 publication, *Out of Reach*, the National Low-Income Housing Coalition (NLIHC) outlines the relationship between Fair Market Rents (FMR) set by HUD based on actual area housing costs and the income required to afford that housing.

- NLIHC has determined that the 2014 ‘housing wage’ for Oregon would be \$16.84 per hour, resulting in a yearly income of \$33,858. This is the amount a full time (40 hour per week) worker would have to earn to afford a two-bedroom apartment at Oregon’s FMR of \$846.¹¹¹
- In Lane County, the 2014 estimated mean (average) wage for a renter was \$11.04 an hour. In order to afford the FMR for a two-bedroom apartment (\$834) at this wage, a renter must work 58 hours per week.^{112 113}
- At the 2014 Lane County mean wage, a renter would only be able to afford an apartment costing no more than \$574 per month (at 30% of monthly income), which is barely enough to rent an efficiency apartment (no bedroom) in this market at the FMR of \$496.
- A person earning the Oregon minimum wage (\$9.10 per hour) would have to work 70 hours a week for the two-bedroom unit to be affordable (\$834).

¹¹⁰ HUD CHAS 2006-10 <http://www.huduser.org/portal/datasets/cp.html> HAMFI: HUD Adjusted Median Area Family Income. For more information see: http://www.huduser.org/portal/publications/pdf/CHAS_affordability_Analysis.pdf Low income is (0-80% HAMFI).

¹¹¹ NLIHC Housing Wage Calculator. <http://nlihc.org/library/wagecalc>

¹¹² NLIHC Out of Reach 2013. Full Report. Where the Numbers Come From User’s Guide. http://nlihc.org/sites/default/files/oor/2013_OOR.pdf

¹¹³ NLIHC Out of Reach 2013. Full Report. Where the Numbers Come From User’s Guide. Oregon

The Eugene-Springfield MSA (Lane County) HUD Median Family Income (MFI) in 2014 was \$55,200.¹¹⁴ For extremely low-, very low, and low income households earning less than 80% MFI, it is very difficult to find any affordable housing. For instance, for a four-person very low income household earning 31% to 50% MFI (\$27,600), affordable monthly housing costs would be \$690, well below the \$834 FMR for a two-bedroom apartment.¹¹⁵

Persons with disabilities who rely on Federal Supplemental Security Income (SSI) for support are among those with the lowest levels of household income. According to the National Low-Income Housing Coalition, in 2013, the SSI program provided just \$710 per month to individuals. The 2013 FMR for a one-bedroom unit in Lane County is \$621, so it would take 87% of an individual’s SSI income to rent a one-bedroom apartment in Lane County.¹¹⁶

Table 7.3. Maximum Affordable Monthly Costs

Housing Affordability for Households			
Eugene-Springfield MSA*	% MFI	Income Limit**	Maximum Monthly Housing Costs
Extremely Low Income	30%	\$16,560	\$414
Very Low Income	50%	\$27,600	\$690
Low Income	80%	\$44,160	\$1,104

*Includes all of Lane County

** HUD Income Limits, FY2014, \$55,200

Table 7.4. Housing Affordability and Wages

Eugene-Springfield MSA (Lane County)	Number of Bedrooms				
	Zero	One	Two	Three	Four
Fair Market Rent (FMR) 2014	496	621	834	1200	1409
Income needed to afford Fair Market Rent (FMR)	19,840	24,840	33,360	48,000	56,360
Hourly wage needed to afford FMR (working 40 hrs/wk)	\$9.54	\$11.94	\$16.04	\$23.08	\$27.10
Hours per week at minimum wage (\$9.10)	42	52	70	101	119
Hours per week at average wage (\$11.04)	35	43	58	84	98
Number of Full-Time jobs at Minimum Wage needed to Afford FMR	1.0	1.3	1.8	2.5	3.0

Data: HUD FMR; NLIHC Out of Reach 2014

¹¹⁴ HUD FY 14 Median Income <http://www.huduser.org/portal/datasets/il.html>

¹¹⁵ NLIHC Data Model, HUD 2014 Area MFI \$58,200. Formula: HUD Income limit, divide by 12 for months, then multiply by .3 for 30% to derive the 30% of income spent on housing.

¹¹⁶ National Low Income Housing Coalition. Out of Reach 2013. State Data. <http://nlihc.org/oor/2013>

HUD Fair Market Rents <http://www.huduser.org/portal/datasets/fmr.html>

In the 1980's, housing prices in the Cities of Eugene and Springfield plummeted, caused in part by the collapse of the timber industry in the Pacific Northwest. However, since the 1990's, housing costs have increased while incomes have increased at a lower rate. In this section, median incomes from 1969-1999 are adjusted for 2009 US dollars.

Between 1979 and 2007-11, median family and household incomes of the three cities have taken very different paths. In Eugene, the median household income has increased greatly compared to the median family income which only increased minimally. Comparatively, the rental and home values during those time periods increased by large amounts.¹¹⁷ In Springfield, both the household and family median incomes have declined, while home values have increased. In Coburg, median incomes for both households and families have seen increases, especially between 1989 and 1999 when both median family and household incomes increased substantially. Home prices in Coburg have experienced large differences, where rental unit costs have seen a small increase, and owner occupied housing values have almost doubled since 1979.¹¹⁸

Chart 7.14. Median Incomes, 1969 to 2007-2011

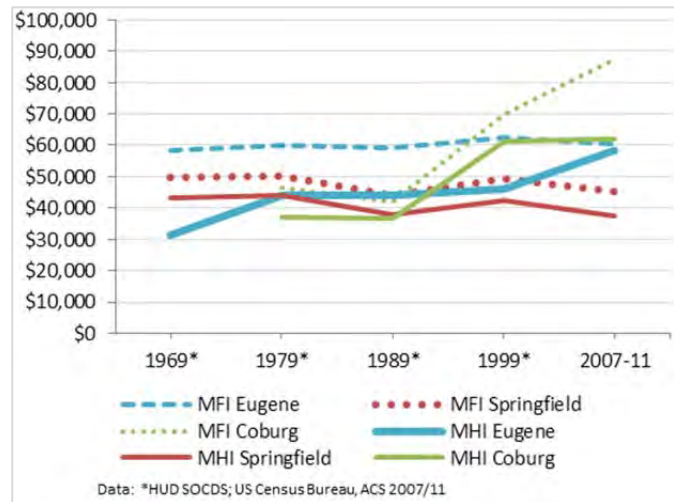


Chart 7.15. Goss Rent, 1969 to 2007-2011

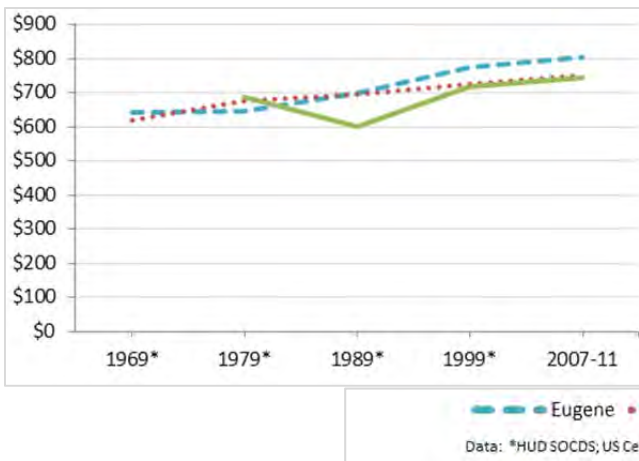
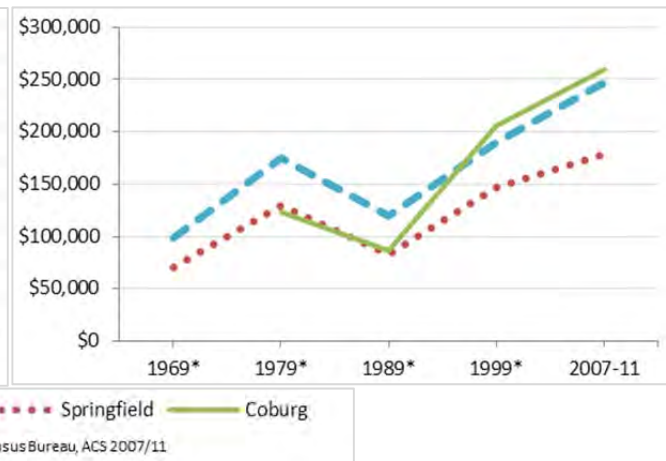


Chart 7.16. Owner Value, 1969 to 2007-2011



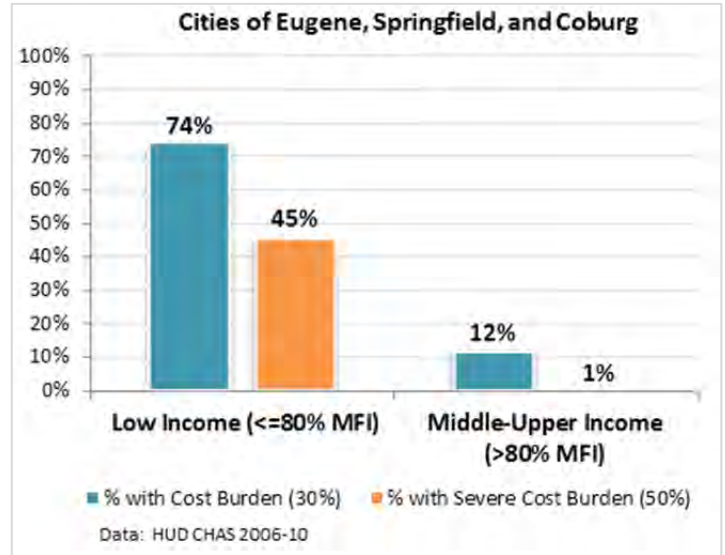
¹¹⁷ Data for 1969-1999 from HUD SOCDs, Data for 2007-11 from US Census Bureau ACS DP4

¹¹⁸ These are only rough estimate comparisons. The values for 1969-99 are from the US Census and have been adjusted to 2009 dollars by HUD for the State of the Cities data System. The ACS values used for comparison are for values collected during the five year period 2007-11.

Renter Cost Burden

Sixty-five percent of renter households in the Cities of Eugene, Springfield, and Coburg are low income. About 74% of low income renter households have a housing cost burden and 45% of low income households have a severe cost burden.¹¹⁹ This means that households with income at or below 80% of the HUD adjusted median family income are also experiencing a housing cost burden where they spend 30% or 50% or more of their income on their housing. Renter households with income above 80% of the adjusted median family income are considered low/middle and upper income. These households too experience a housing cost burden with 12% of these households spending 30% or more of their income on housing costs. Only 1% of the low/middle and upper income renter households have a severe housing cost burden.

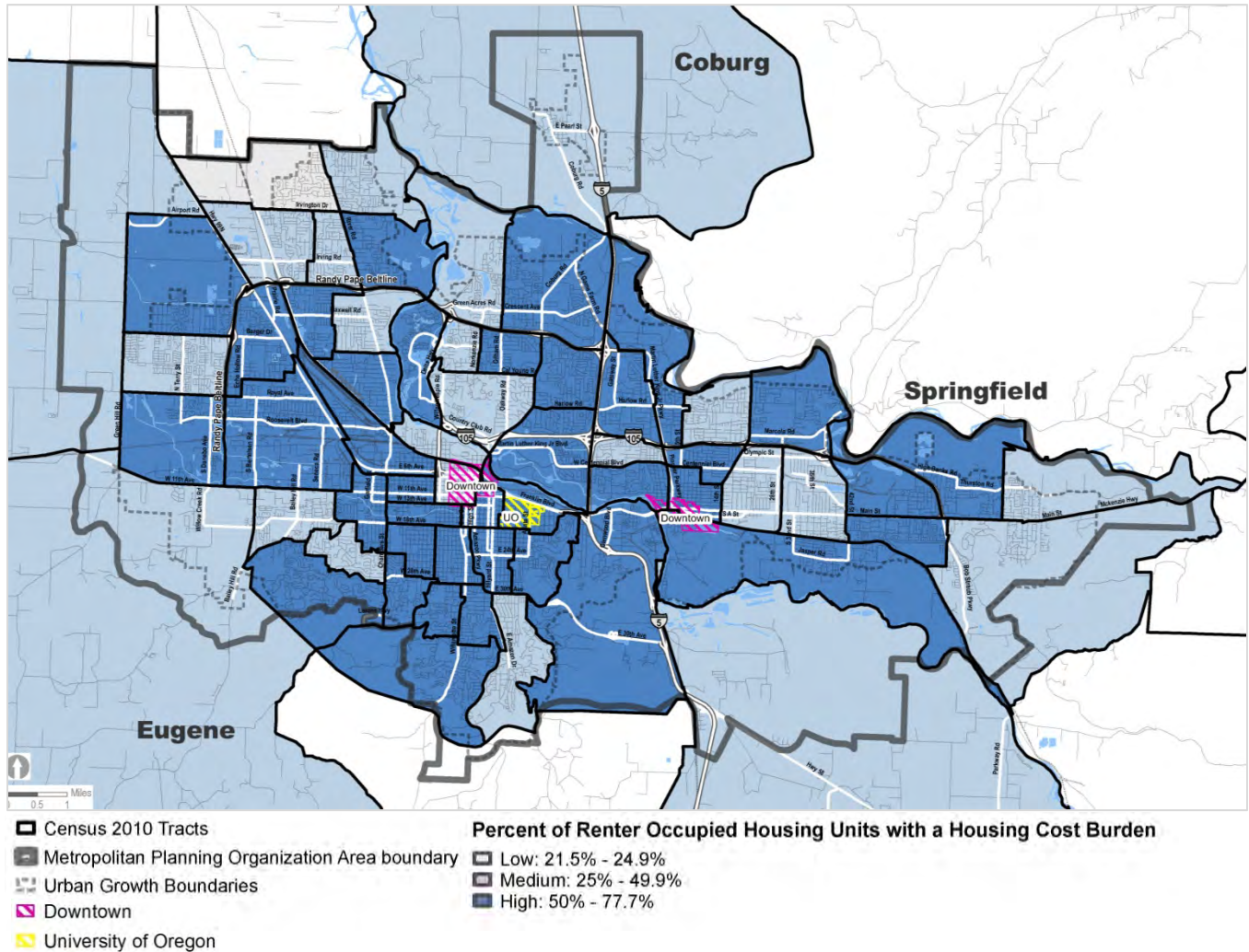
Chart 7.17. Renter Household Cost Burden by Income, 2006-2010



¹¹⁹ HUD CHAS data 2006-10. <http://www.huduser.org/portal/datasets/cp.html>

Approximately 55% of renter households experience a housing cost burden and 31% of renter households have a severe cost burden in the Assessment area. Over half of the tracts in the Assessment area have a high percentage (50% -77.7%) of renter households with a housing cost burden. Most of these tracts are centrally located in Eugene and Springfield. There is one tract with a lower (21.5%-24.9%) percentage of renter households with a cost burden located in north Eugene.

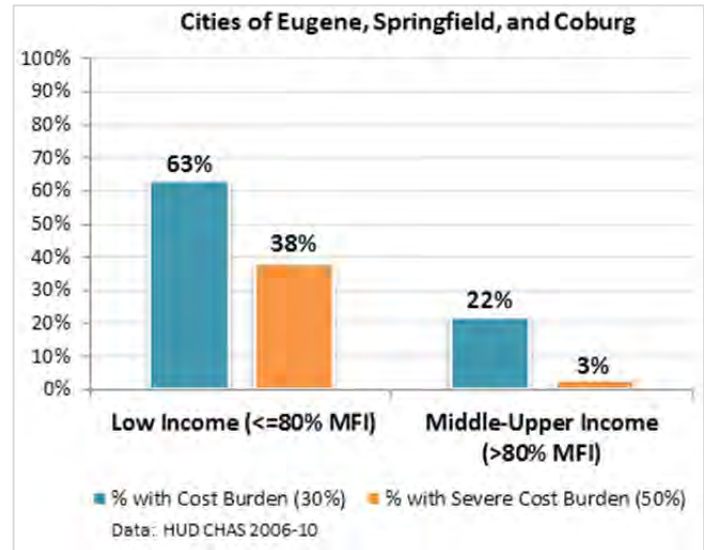
Figure 7.5. Renter Households with a Housing Cost Burden Map, 2007-2011



Homeowner Cost Burden

About 32% of owner occupied households experience a housing cost burden in the Assessment area, which includes unincorporated areas of Lane County along with the three cities of Coburg, Eugene, and Springfield. Approximately 24% of owner households in the Cities of Eugene, Springfield and Coburg are low income.¹²⁰ Sixty-three percent of low income owner households have a housing cost burden and 38% have a severe housing cost burden. This means that households with income at or below 80% of the HUD adjusted median family income are also experiencing a housing cost burden where they spend 30% or 50% or more of their income on housing. Owner households with income above 80% of the adjusted median family income are considered middle and upper income. These households can also experience housing cost burdens; with 22% of middle-upper income owner households spending 30% or more of their income on housing costs.

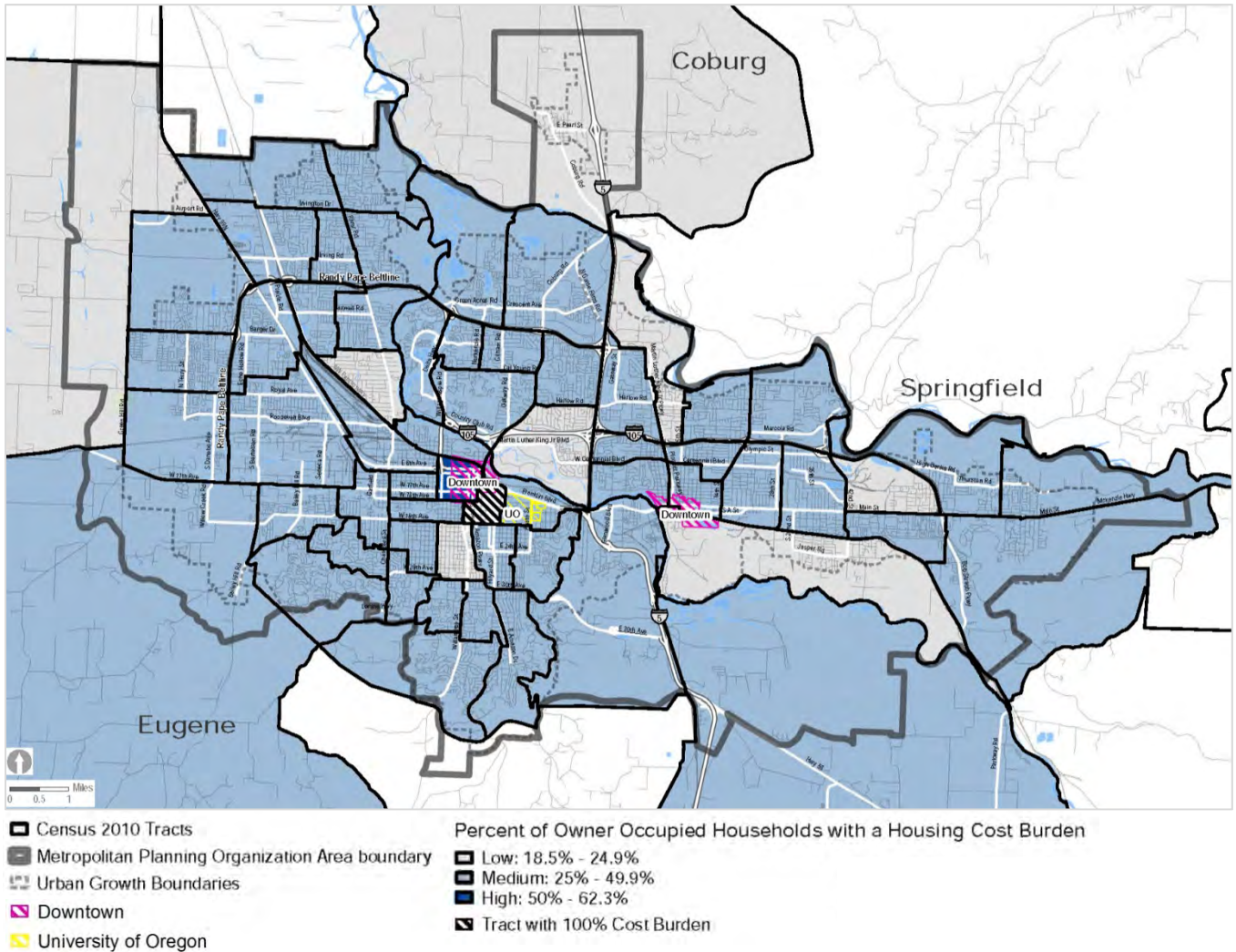
Chart 7.18. Owner Household Cost Burden by Income, 2006-2010



¹²⁰ HUD CHAS data 2006-10. <http://www.huduser.org/portal/datasets/cp.html>

Most of the area has a moderate percentage of owner households with a cost burden, where 25%-49.9% of owner households spend 30% or more of income on housing costs. There are two tracts with high percentages (50%-62.3%), one in Downtown Eugene, the other has a 100% cost burden and has been classified separately. This tract is west of the University of Oregon in Eugene. Tracts with lower (18.5% - 24.9%) cost burdens are in several scattered tracts in the area.

Figure 7.6. Owner Households with a Housing Cost Burden Map, 2007-2011



7.4. Specialized Housing

This section looks at housing affordability for residents of affordable housing developments, location of subsidized affordable housing, homelessness issues and emergency shelters, and manufactured dwelling parks.

Subsidized Affordable Rental Housing Units

There are a variety of subsidized affordable rental housing developments currently available and serving low-income persons in the Assessment area. The term “affordable” also means subsidized rental housing for this Assessment. These are housing developments that have received or do receive funding assistance, or are providing rental units at a lower cost to tenants based on financial need.

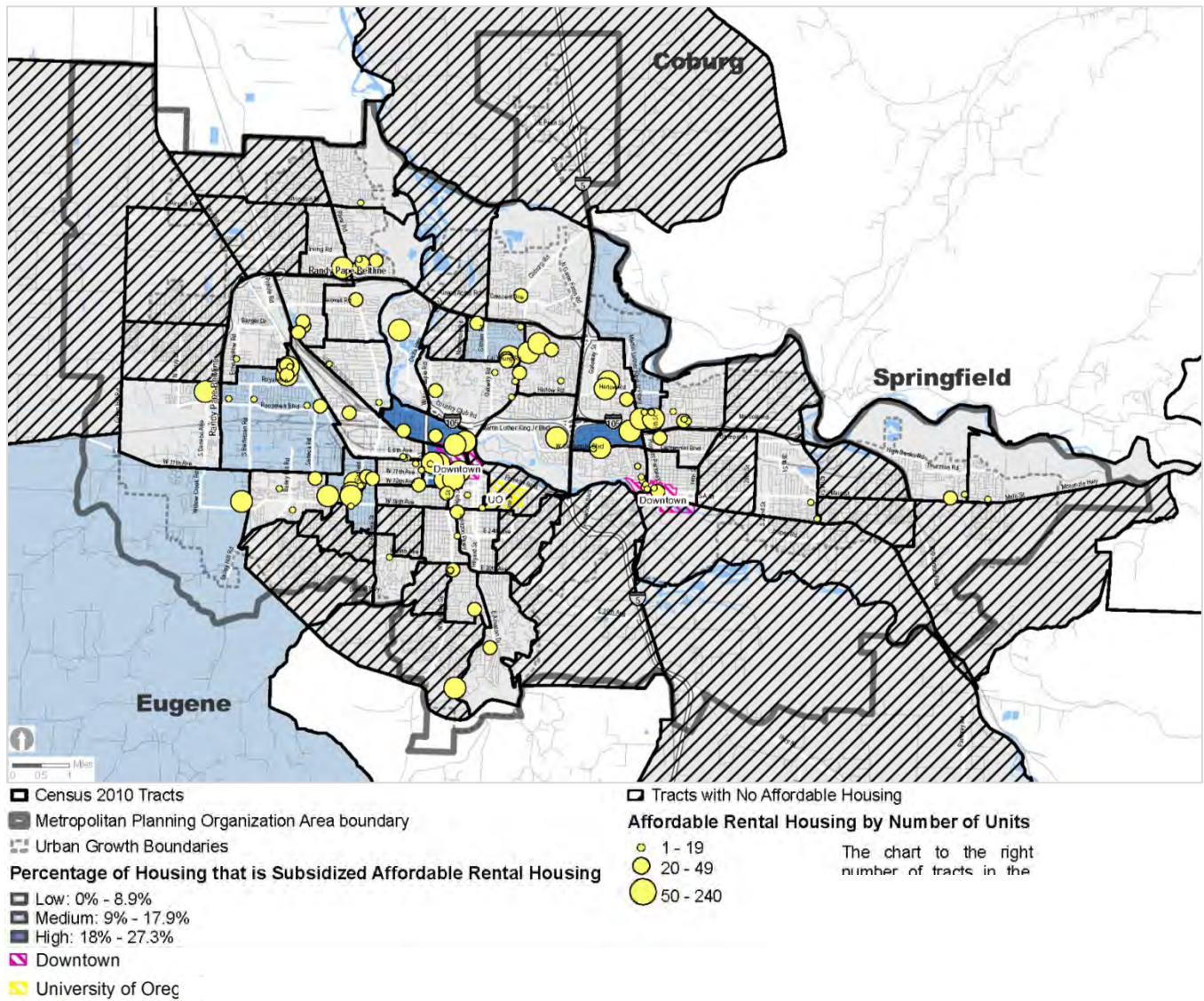
The Equity and Opportunity Assessment Outreach Project Affordable Housing Survey has provided some in-depth information about the needs of residents in affordable housing developments. In summary of housing affordability, housing costs were a moderate to major problem for a large percentage of residents, and for households with children housing costs was an even greater concern.

Subsidized and affordable housing developments have been dispersed in Eugene by use of the Housing Dispersal Policy which provides guidelines for the placement of affordable housing developments in the community. The dispersal policy encourages placement of low-income families throughout the city and discourages large subsidized housing developments, concentrating subsidized housing development in the same areas, and development in areas with concentrations of low-income families. Areas with concentrations of low income families are defined as block groups with 50% or more of families with incomes below 50% of the median. Areas with 20% or more of housing that are subsidized affordable housing units and/or with 50% or more of low-income families are deemed “unsuitable” block groups for the placement of affordable housing. In the current Housing Dispersal Policy, areas identified as “unsuitable” block groups are the Hwy 99 corridor, south of the University, and around the Downtown area. However, the current Housing Dispersal Policy is from 1996 and uses 1990 Census data and geographies.

About 3.6% of housing (4,040 units) in the Assessment area is affordable rental housing units.¹²¹ About 23% of affordable units are in the three highest percentage category tracts (18%-27.3% of housing units). Most of the tracts (54) have a low percentage of affordable housing (0-8.9%), and 23 of these tracts have no affordable housing.

¹²¹ This is calculated from the known number of subsidized affordable housing units in the area and total housing units per tract.

Figure 7.7. Subsidized Affordable Rental Housing Map



Manufactured Dwelling Parks

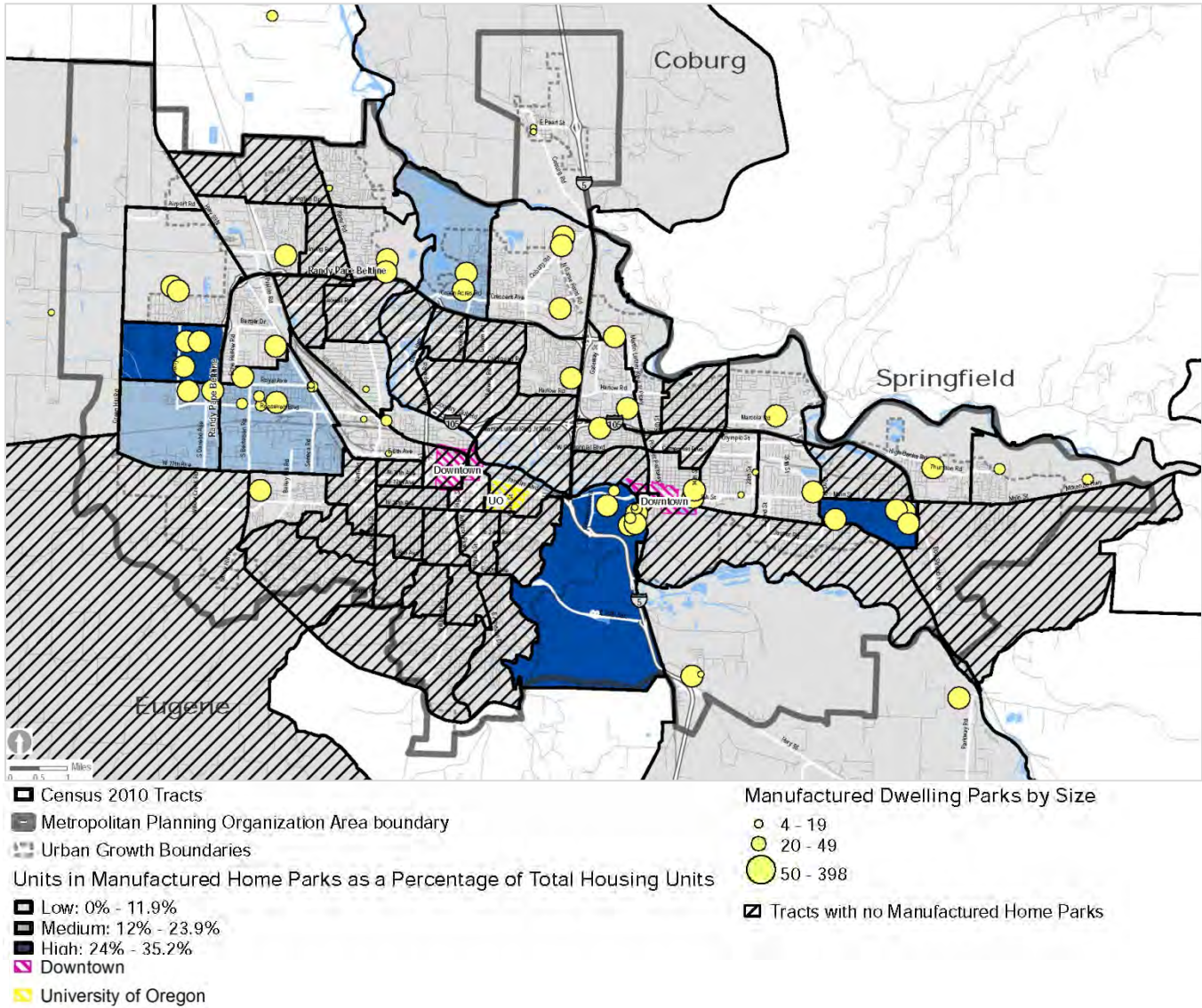
Manufactured dwelling parks are areas where people rent or lease a space for their manufactured home, which they may rent or own. Parks can be large, with several hundred spaces, or small, with less than ten. A manufactured dwelling is a more affordable way for many people to own a home, or live independently in an environment for older individuals. Manufactured housing is like other housing, quality is based in part on how well maintained the home is.

Knowing the location and the counts of manufactured dwellings can help us identify areas that may have concentrations of manufactured dwellings. For example, the location of parks with older residents may help us to understand neighborhood needs to direct resources.

About 5% of housing units in the Assessment area are manufactured home park spaces. About 39% of manufactured homes are in the top three tracts with the highest percentages (24% to 35.2%). These tracts are located in west Eugene, Glenwood in southwest Springfield, and in mid-central Springfield. There are 3 tracts with a medium percentage (12% to 23.9%) of manufactured homes. These are located in west Eugene along Roosevelt Boulevard and in north Eugene. There are 56 tracts with a low percentage (0 to 11.9%) of manufactured spaces as a percentage of total housing units, of these 33 have no manufactured home parks.

In 2008, the City of Eugene adopted Administrative order 53-07-09-F that regulates the closure of manufactured dwelling parks to protect residents from undue hardship. The State of Oregon also has an ordinance governing the closure of manufactured dwelling parks

Figure 7.8. Manufactured Dwelling Parks Map



7.5. Homelessness and Emergency Shelters

It is difficult to provide accurate estimates of the unhoused population in the Assessment area. This population consists of homeless individuals and families who experience chronic and situational homelessness. Many of these residents are veterans, families, youth, people with mental or physical illnesses, and domestic violence victims. Homeless individuals comes from all walks of life, and for some lower or middle income working families or individuals, it may take only one medical emergency or job layoff to put them into homelessness, a situation that is not easy to recover from.

Many obstacles stand in the way of meeting the critical needs of the homeless population. Homelessness results from a complex set of circumstances that require people to choose between food, shelter, health care, and other basic needs. Finding solutions to homelessness requires a concerted effort on a number of fronts, including living wages, adequate support for those who cannot work, affordable housing, and access to health care. Following are the major obstacles to meeting the under-served needs of the homeless: poverty, high unemployment and low-wage jobs, lack of affordable housing, lack of resources for special populations, limited federal, state and local government resources; declines in public assistance, and the unique challenges for homeless youth.¹²²

On January 30, 2013, an annual one night count was done and this showed that there were 1,751 people on the streets or in emergency shelters that night in Lane County.¹²³ There were many vulnerable populations during this count with about 202 severely mentally ill individuals of which 149 were without shelter, and 164 domestic violence victims (96 unsheltered). There were 108 families (25 without shelter), 229 veterans (151 of which were unsheltered), and 415 chronically homeless individuals with a disability (275 were unsheltered).¹²⁴ Children are also greatly affected by homelessness; during the 2011-12 school year 2,262 children in the county were homeless.¹²⁵

Table 7.5. Homelessness in our Community, 2013

One Night Count	All	Without Shelter
Families	108	25
Veterans	229	151
Chronically Homeless	415	275
Severely Mentally Ill	202	149
Domestic Violence Victims	164	96

¹²² Eugene-Springfield 2010-15 HUD Consolidated plan

¹²³ Lane County Human Services Commission, 2013 One Night Homeless Count Highlights, <http://www.lanecounty.org/departments/hhs/hsc/pages/onhc.aspx>

¹²⁴ Lane County Human Services Commission, 2013 One Night Homeless Count Highlights

¹²⁵ Lane County Human Services Commission, 2013 One Night Homeless Count Highlights

Due to the extent of homelessness in the community the City of Eugene is piloting a “Rest Stops” program that temporarily provides shelter for 15 homeless individuals at 2 different locations. This program, funded through donations, provides tent camping or conestoga shelters for individuals to live in a safe environment.¹²⁶ The city has also expanded its car camping program.

During extreme cold weather events, the area also hosts individuals at shelters called Egan Warming Centers, which are usually held in churches and run by volunteers. The winter of 2012/13 saw 711 individuals (unduplicated) during nine nights at six different shelters.¹²⁷ In the winter of 2013-14, the region had an extremely cold spell, there were 19 nights the warming centers were open, they provided services to 1,124 people, served 11,462 meals, and provided 5,731 beds.¹²⁸

¹²⁶ City of Eugene, Council Homelessness Discussions, <http://www.eugene-or.gov/index.aspx?nid=2269>

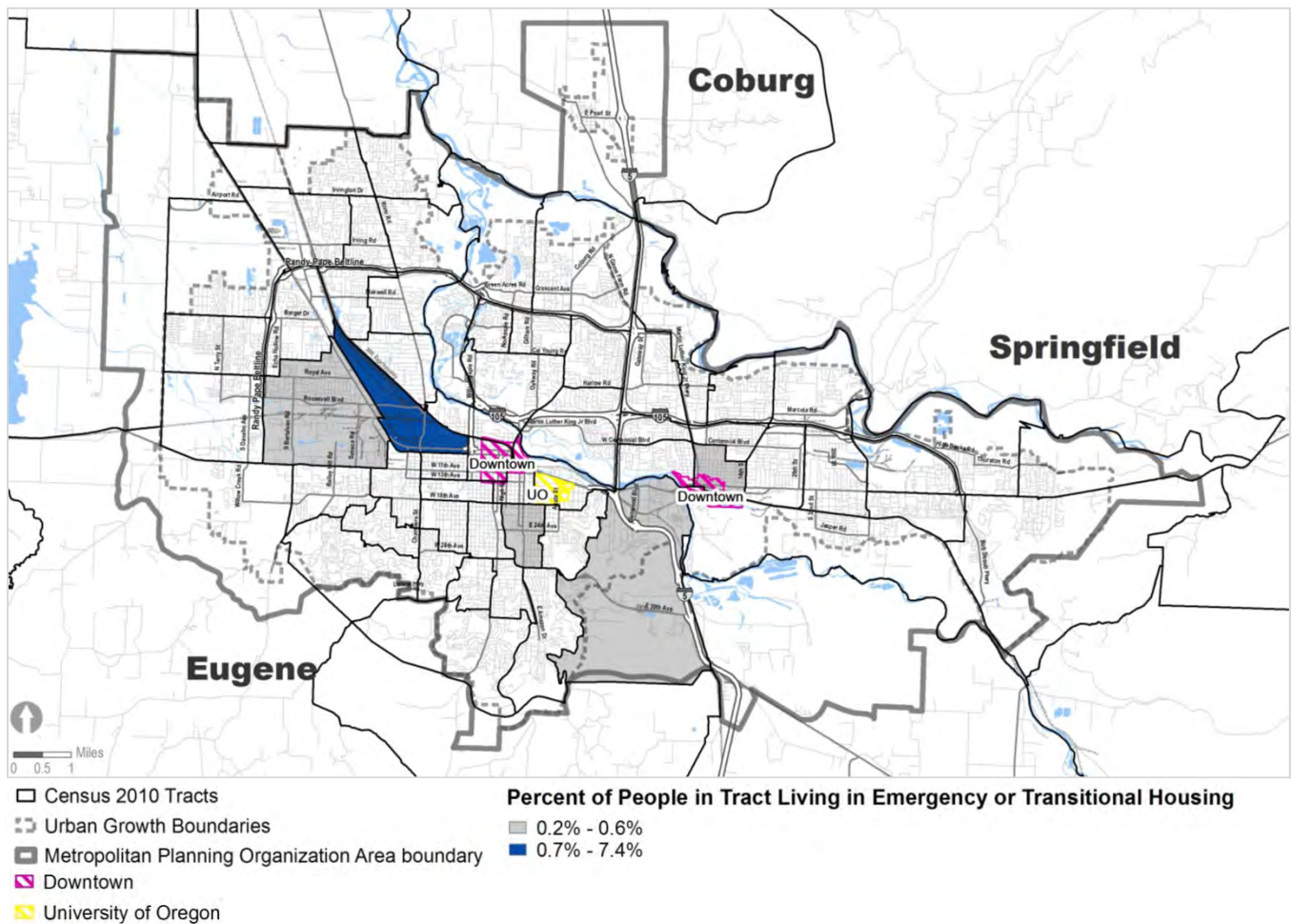
¹²⁷ Lane County Human Services Commission 2013, One Night Homeless Count Highlights

¹²⁸ Egan Warming Center, <http://eganwarmingcenter.com/home.html>

Historically, the range of homeless services in Lane County has focused on emergency and transitional shelters as a way to alleviate the immediate crisis. Over time, with unemployment rates increasing, coupled with an inadequate affordable housing stock, the emergency/transitional housing system has been overtaxed and cannot adequately meet the needs through these shelter programs.¹²⁹

There are five tracts in the Assessment area that have people living in emergency and transitional shelters. The population living in these shelters make up 4% (357) of the group quarters population. In the five tracts with shelters, 50% of the group quarters population are living in emergency and transitional shelters. About 76% (270) of the population living in emergency shelters are in the tracts adjacent to Hwy 99.

Figure 7.9. Percent of People in Tract Living in Emergency and Transitional Shelters Map, 2010



¹²⁹ Eugene-Springfield 2010-15 HUD Consolidated Plan

Conclusions

The affordability of housing is essential in the sustainability and health of a community. Quality, affordable housing is a key cornerstone in creating a strong, healthy community. Below are the findings of the Housing Access portion of the Assessment, which has identified several challenges for residents in accessing affordable housing.

Key Findings:

- Renter housing affordability is an issue. There are not any tracts with characteristics of affordable rental housing in the Assessment area. These characteristics include lower monthly rental housing costs and low percentages (less than 25%) of renter households experiencing housing cost burdens.
- The majority of tracts have over 25% of renter or owner households with a cost burden.
- Renter households make up 45% of occupied housing and are concentrated in downtown and mid-central Eugene, including the University and Hwy 99 areas.
- There is a concentration of renter households where about 26% of renter households are in the nine tracts with the highest percentages (70% to 99%). These are clustered around the downtown, mid-west Eugene, and University areas.
- The median monthly renter costs for the region are lower than the State and Nation. Tracts with lower rental costs are found in central, mid-and west Eugene, and in central and west Springfield. Areas with higher median rental costs are in northwest Eugene and in several southern Eugene locations.
- Around 65% of renters in the three cities are considered low-income.
- In the Assessment area tracts, about 55% of renter households have a housing cost burden, compared to the three cities of Eugene, Springfield, and Coburg, which combined show 65% of renter households have a housing cost burden. There are 38 tracts in the MPO where over 50% of renter households experience a housing cost burden which indicates an endemic problem of housing affordability among renters.
- Owner households make up 55% of occupied housing, and are found mainly in the areas surrounding the central regions.
- The monthly median housing cost for owner households in Eugene and Coburg exceed the Nation and State. However, the monthly housing cost for Springfield is lower than the Nation and State. Tracts with lower monthly median costs are in areas along Main Street and Pioneer Parkway and in south Springfield. In Eugene these areas are in the West 11th Corridor area along Roosevelt and Hwy 99.
- Areas with higher median monthly owner costs are in east, south-southwest, and north Eugene, and east Springfield.
- In the Assessment area, 32% of owner occupied households experience a housing cost burden, compared to the cities of Eugene, Springfield and Coburg, who combined saw 24% of owner households with a cost burden. This indicates that more rural households have a greater owner housing cost hardship.
- Regionally, the growth of housing costs has exceeded the growth of incomes.
- Areas with greater housing affordability are not necessarily areas without housing hardship.

- Areas where more households have cost burdens and low monthly costs show where residents may have less available income, which means they have fewer options in their housing choices.
- The actual wage needed by workers in Oregon to afford a 2 bedroom at fair market rent of \$834 is \$16.04 per hour.
- For renters in Lane County, the average wage is \$11.04 per hour, and earning this wage, a person would need to work 58 hours per week to afford the 2 bedroom at fair market rent. This is assuming that the housing cost is 30% of income, which also assumes a housing cost burden.
- At the 2014 Lane County mean wage, a renter would only be able to afford an apartment for \$574 per month (at 30% of monthly income), which is barely enough to rent an efficiency apartment (no bedroom) in this market at the FMR of \$496.
- A person earning the Oregon minimum wage (\$9.10 per hour) would have to work 70 hours a week for the two-bedroom unit to be affordable (\$834).
- Homelessness is a prevalent issue in the community, with a one night winter count in 2013 finding 1,751 people on the streets or in emergency shelters in the County. In the 2011-12 school year, Lane County schools reported 2,262 children homeless.
- About 3.6% (4,040) of housing is affordable housing units in the MPO. In the three tracts with the highest percentages, affordable subsidized housing makes up 18% to 27.3%. In these tracts, 25% of affordable subsidized housing units are found. There are 23 tracts with no subsidized affordable housing developments.
- About 5% (5,540 units) of housing units are located in manufactured home parks. These developments vary in size and unit quality and are located throughout the MPO with concentrations in West Eugene, Glenwood, and East Springfield.

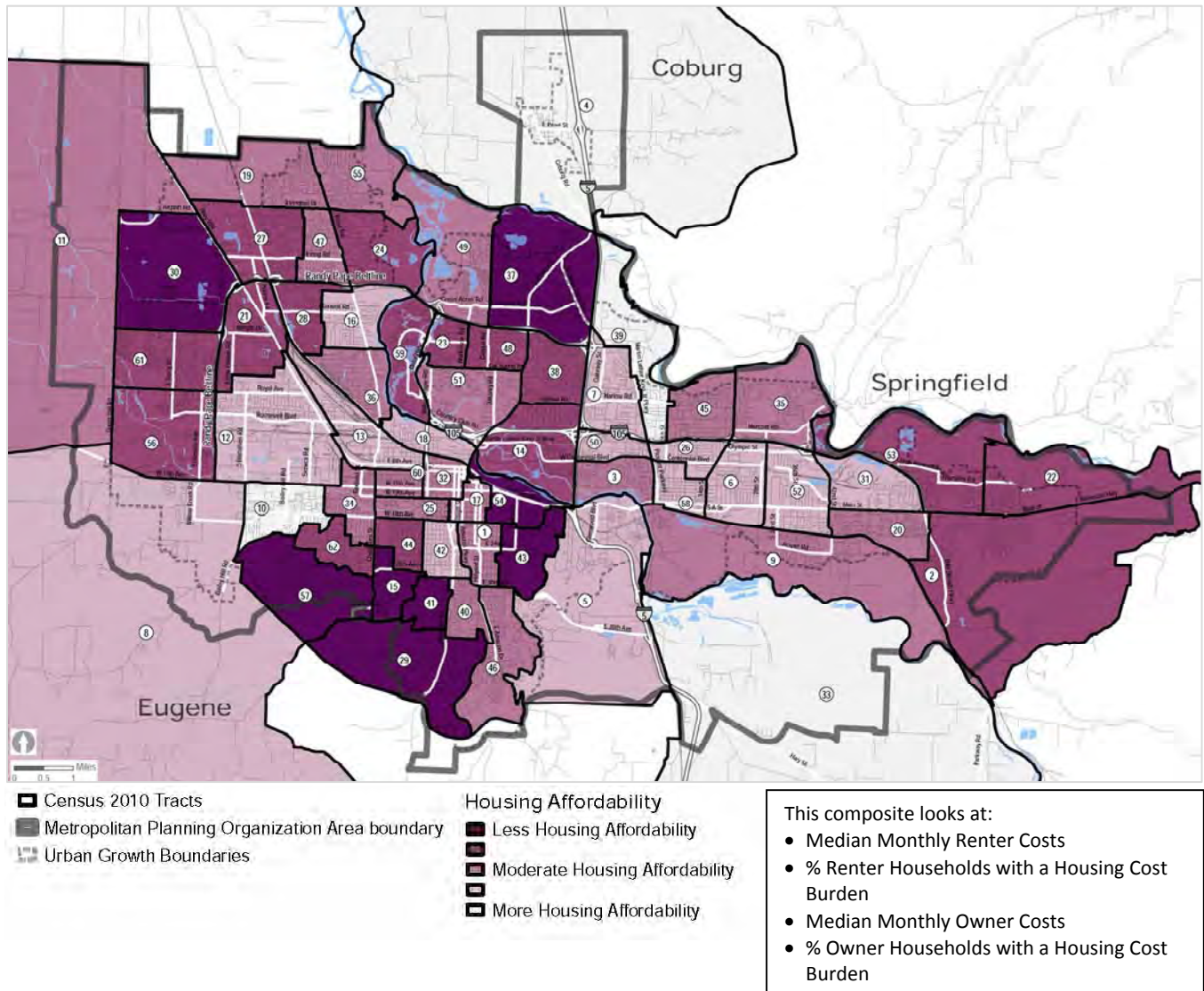
Areas in the community with more housing access and affordability are visible in the Housing Access and Affordability Composite. Housing affordability is measured in this assessment by looking at median monthly owner or renter costs and the percentage of renter or owner households with housing cost burdens. Ideally an area with more housing affordability and accessibility has lower percentages of households with cost burdens and low monthly housing costs. We found however, that this is not the case in the region. There are very few tracts where less than 25% of renters or owners experienced a housing cost burden and no tracts where less than 25% of renter households had a cost burden and lower monthly housing cost. This indicates that for most of the area, housing costs are an issue for residents.

The composite on the following page illustrates the accessibility of affordable housing in the community. This composite is made up of median monthly renter and owner costs, with the percentage of renter and owner households that pay more than 30% of income on housing costs (cost burdened).

Areas with less housing affordability are in the northwest, northeast, and south regions of Eugene, and to the east University area of Eugene. These are areas that combined have medium-higher cost burdens for both owners and renters, and have higher monthly housing costs, making them less accessible to people with lower incomes. These are also areas with less rental housing, and none, or very little affordable housing developments. Areas in the community with more affordable housing are in Coburg, south Springfield, and one area in west Eugene.

This composite is an overall snapshot and seeks to identify areas where housing may be less or more affordable.

Figure 7.10. Housing Access and Affordability Composite Map



8.0 Educational Opportunity

Accessible, quality education is a vital part of a sustainable community. From birth to college, education plays an important role and quality education can have a major impact on life success.¹³⁰ ¹³¹ Barriers created by lower incomes and poverty create negative impacts on resident's education which can be visible through students not completing school or lower performance results on tests.¹³²

This chapter includes sections on high school completion of residents, school proficiency scores, and distance to elementary schools.



¹³⁰ United Way of Lane County's Community Indicators Report 2012

¹³¹ HUD Evidence Matters. *Understanding Neighborhood Effects of Concentrated Poverty*. Winter 2011

¹³² HUD Evidence Matters. *Understanding Neighborhood Effects of Concentrated Poverty*. Winter 2011

The Assessment area is home to several universities, including the University of Oregon, a growing university with over 24,000 college students enrolled in Fall 2012, and one of the largest employers with over 4,900 non-temporary faculty and staff employees¹³³. The University of Oregon is a major economic driver and research institution. The Eugene-Springfield area is also home to several other colleges and Universities, including Northwest Christian College, which is adjacent to the University of Oregon, Pacific University in Downtown Eugene, and Lane Community College, which has a larger regional campus southeast of Eugene between the cities of Eugene and Springfield and a new downtown Eugene campus with student housing.

¹³³ University of Oregon, Economic Impact of the University of Oregon FY 2011-12 Update, January 2013

Education Level Less Than High School

Trends in education data shows that more people are pursuing higher education such as associates degrees, or college degrees. While the percentages of residents that have less than a high school education are decreasing, there still is a substantial amount of people that are over age 25 without a high school completion degree.

The 2012-13 high school graduation rates for the Eugene (64%) and Springfield (61%) school districts were below the state rate of 69%. The Bethel school district had the highest rate of 70%.¹³⁴ About 9% of the people in the Assessment area age 25 and over do not have a high school diploma. In the Cities of Eugene, Springfield, and Coburg the percentage of the population age 25 and over who do not have a high school diploma has decreased since 1970, but is still substantial in Springfield which remains high at 15%. Even though Springfield has the highest percentage currently, they also have experienced the largest decrease since 1970 in the under-educated population with 49% in 1970 to 15% of the population in 2007-2011 time period. The charts below illustrate the trends in education moving towards a more educated community.¹³⁵

Chart 8.1. Percent of the Population Age 25 and Over with Less than a High School Diploma, 1970 to 2007-2011

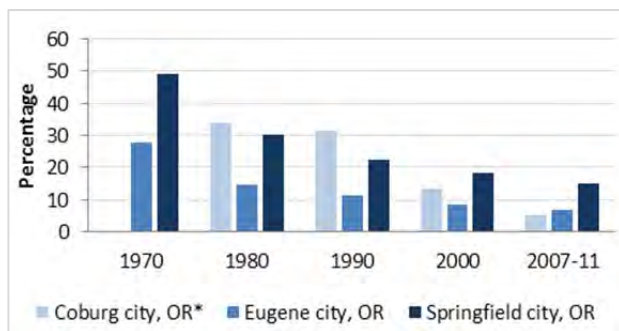


Chart 8.2. Percent of the Population Age 25 and Over with only a High School Diploma, 1970 to 2007-2011

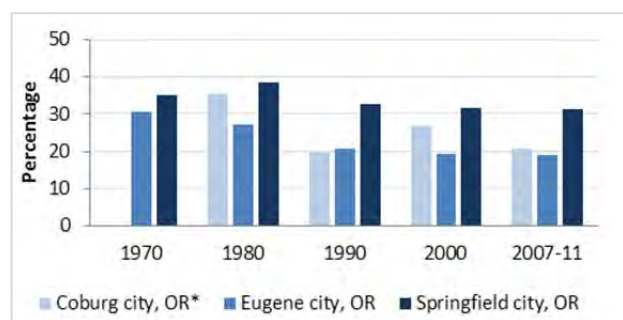


Chart 8.3. Percent of the Population Age 25 and Over with an Associate's Degree or some College, 1970 to 2007-2011

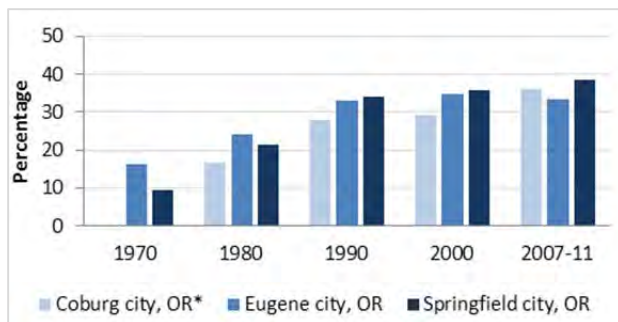
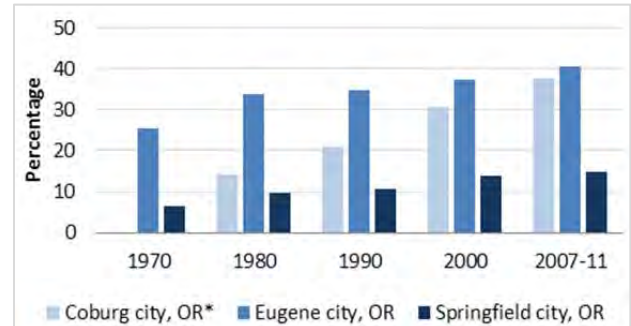


Chart 8.4. Percent of the Population Age 25 and over with a College or Advanced Degree, 1970 to 2007-2011

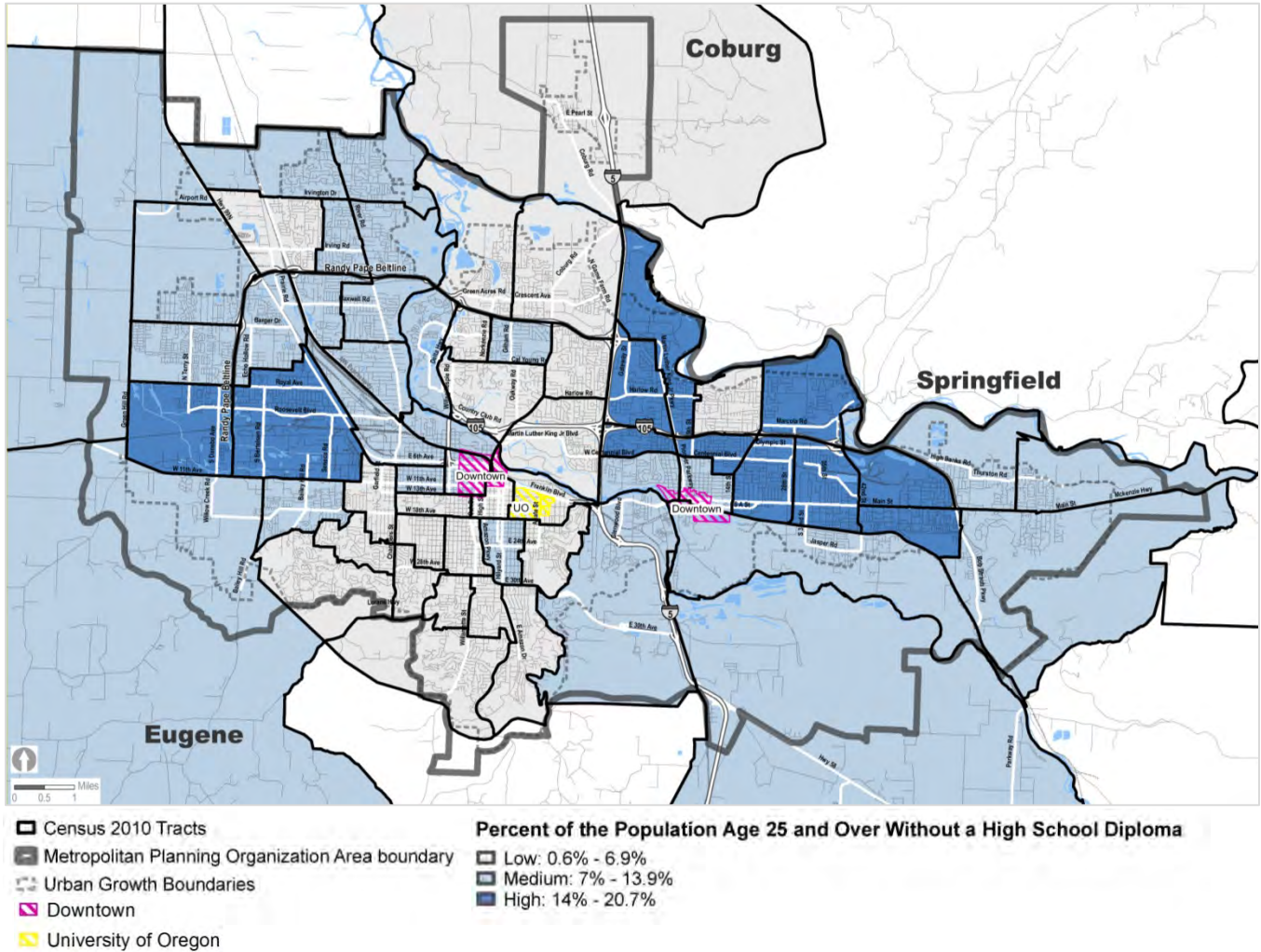


¹³⁴ State of Oregon Department of Education, 2012-13 Four Year Cohort Graduation Rate <http://www.ode.state.or.us/search/page/?id=2644>

¹³⁵ Data for 1970-2000 is from the HUD State of the Cities data system and the data for 2007/11 is from the Census ACS. Data for Coburg in 1970 is not available. Data is shown for the population age 25 and over.

The areas with the highest percentages (14% to 20.7%) are in several distinct areas and are where 37% of the population without a high school diploma lives. These include the west Eugene Roosevelt Boulevard and West 11th Corridor areas, and in mid-central and northwest Springfield along Main Streets and Pioneer Parkway.

Figure 8.1. Population without a High School Diploma Map, 2007-2011



Information from a United Way report emphasizing the need for early education support identifies that children from lower income neighborhoods tend to enter school with less skills than children their age. This follows them to high school where they have greater likelihood of not completing school.¹³⁶ Even now, due to the changing dynamics of the workforce in the county, having only a high school diploma makes it harder to find a job.¹³⁷ This indicates that those who do not have a high school diploma or equivalent will face even greater hardship in finding employment.

¹³⁶ United Way of Lane County's Community Indicators Report 2012

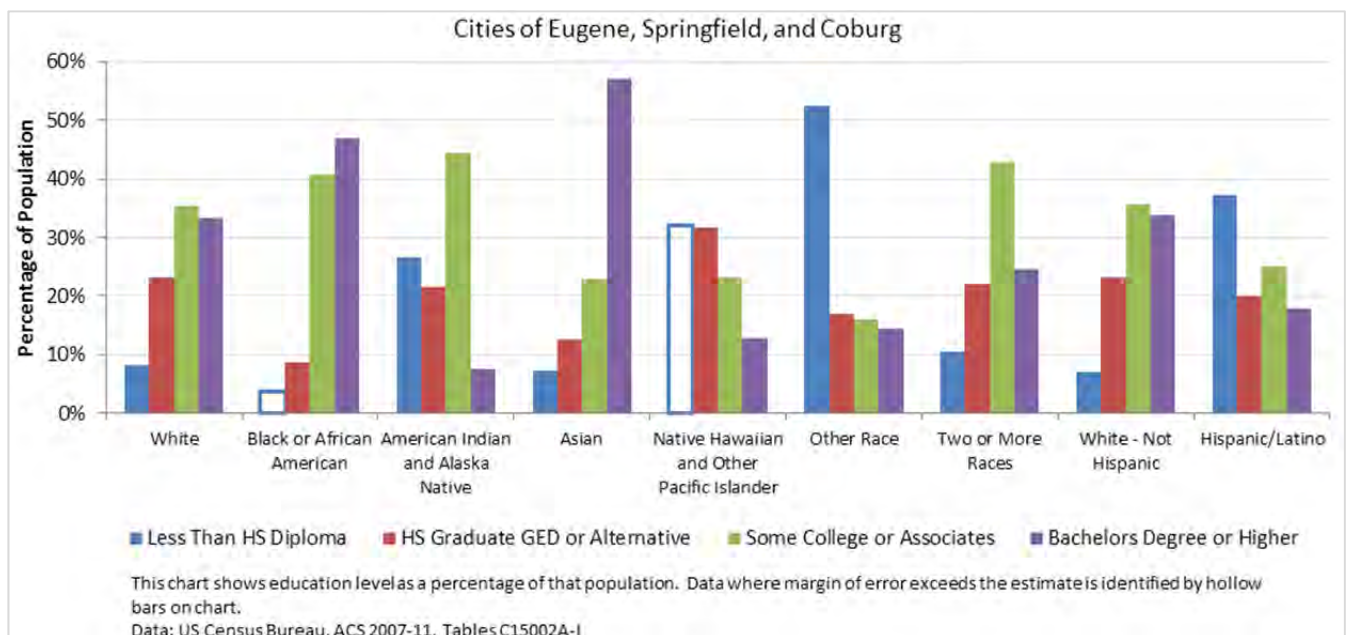
¹³⁷ United Way of Lane County's Community Indicators Report 2012

Education Level by Race and Ethnicity

Information on education level by race and ethnicity indicates that there is a disparity in the percentage of population without a high school diploma by race and ethnicity. The Latino population is the largest ethnic minority in the community, and also has the second highest percentage of the population without a high school diploma. Significantly about 37% (3,317 people) of the Latino population over age 25 have less than a high school diploma. Residents that identify with Other races have the highest rate with 52% of the population (1,452) not having a high school diploma.¹³⁸ It is important to consider, when looking at education level by race and ethnicity, how language barriers may contribute to the access of educational opportunities.

Other Minority populations experience high percentages of their populations who have less than a high school diploma. These populations may be smaller relative to the Latino population, but it is significant that for the American Indian and Alaska Native population age 25 and over, 27% (355) do not have a high school diploma and of the Native Hawaiian and Other Pacific Islander population age 25 and over 32% (72) have less than a high school diploma. Estimates that have excessive margins of error are identified with hollow bars on the chart.¹³⁹

Chart 8.5. Education Level by Race and Latino Ethnicity, 2007-2011



¹³⁸ In the US Census ACS, the category Other Race is used for responses that do not identify as White, Black or African American, American Indian or Alaskan Native, Asian, and Native Hawaiian or Other Pacific Islander. When respondents identify as multiracial or Hispanic or Latino they are included in the Other Race Category.

¹³⁹ For this dataset, the margin of error had to be re-calculated in a process called a derived MOE. See appendix for more information.

Affordable Housing Survey & Resident Education

Information collected from residents during the affordable housing survey showed that 8% of residents had less than a high school diploma or equivalent, 40% had some college, 20% are college graduates, and 5% had technical or vocational training.¹⁴⁰

About 85% of children of people who participated in the survey attend the local neighborhood school, and 15% attended other schools through the school choice program (where children can attend other schools through a lottery program) and about 70% of residents were satisfied with schools their children attend. Survey respondents reported that reputation, ability to get there, and closeness to their home were the top three reasons schools were chosen. Residents also reported transportation as a barrier to accessing schools through the district school choice program and for after school programs or activities. Cost and transportation were cited as barriers to children accessing afterschool activities.¹⁴¹ Another difficulty mentioned by parents was the ability to communicate with school staff when there is a language barrier.¹⁴² It is important to consider how this may affect not only the parents but also the quality of education and needs of the students.

¹⁴⁰ Equity and Opportunity Assessment Outreach Project, 2013 Focus Groups and Affordable Housing Community Survey. Report of Findings and Recommendations. November 2013, Draft.

¹⁴¹ Equity and Opportunity Assessment Outreach Project, 2013 Focus Groups and Affordable Housing Community Survey. Report of Findings and Recommendations. November 2013, Draft.

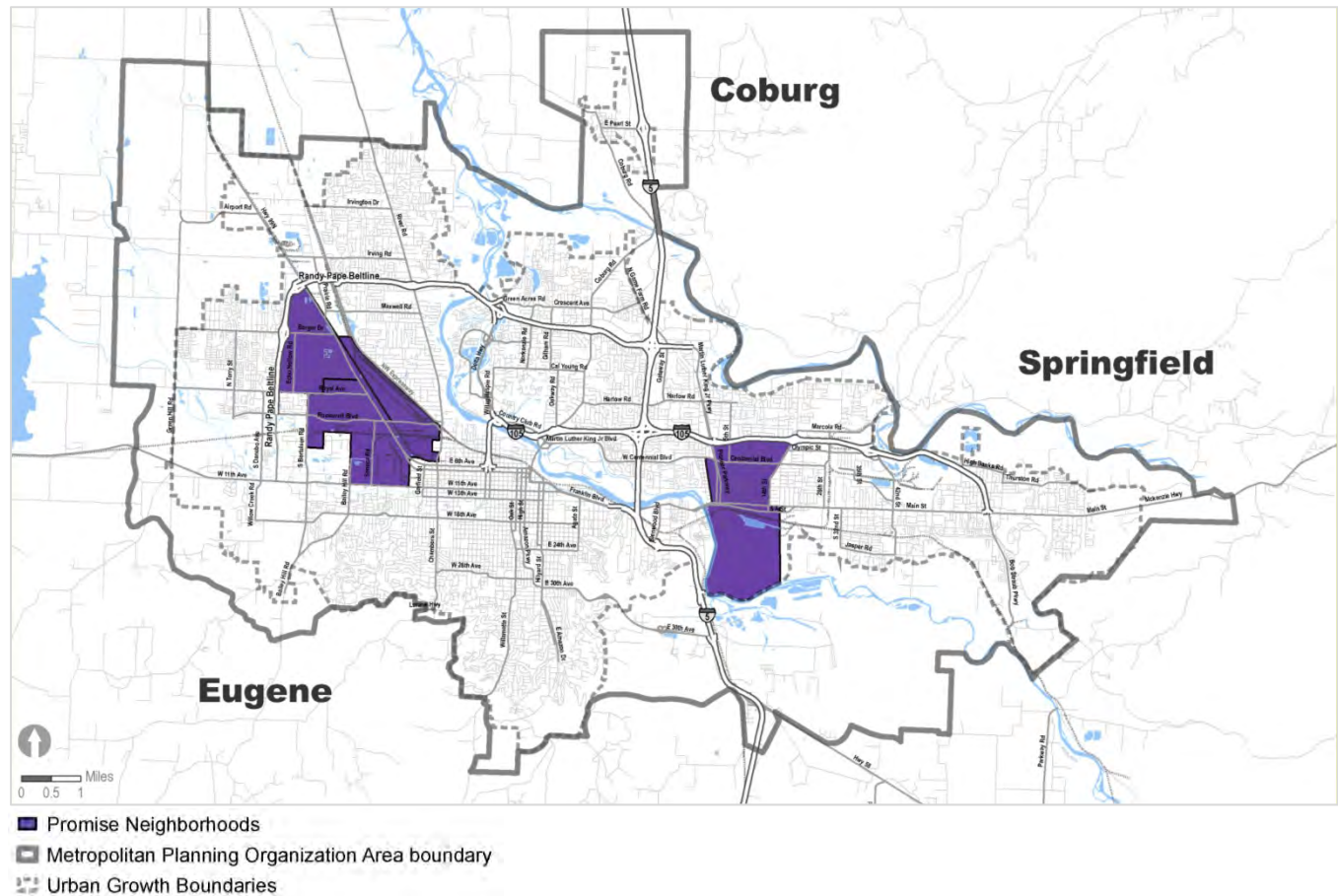
¹⁴² Equity and Opportunity Assessment Outreach Project, 2013 Focus Groups and Affordable Housing Community Survey.

Promise Neighborhoods

Promise Neighborhoods is a national program run through United Way of Lane County for the region. The program seeks to improve the outcomes of children that live in distressed neighborhoods through education and social programs. Two areas in the county have been identified as Promise Neighborhoods, these are in west Eugene and central Springfield. These programs seek to provide support from “cradle through college and career”.¹⁴³ Examples of programs include Baby University, Summer Reading Spots, Kids in Transition to School (KITS), and Community Child Care Networks.

In the two areas of Eugene and Springfield designated as Promise Neighborhoods, about 82% of kindergarteners do not meet the literacy benchmark. This is higher than the county as a whole where 56% of children do not meet the literacy benchmarks for entering kindergarten. From 2010 to 2011 during this program there was an 8% decrease from 51% in 2010 to 43% in 2011 for children at risk for reading failure by 3rd grade.¹⁴⁴

Figure 8.2. Promise Neighborhoods Map



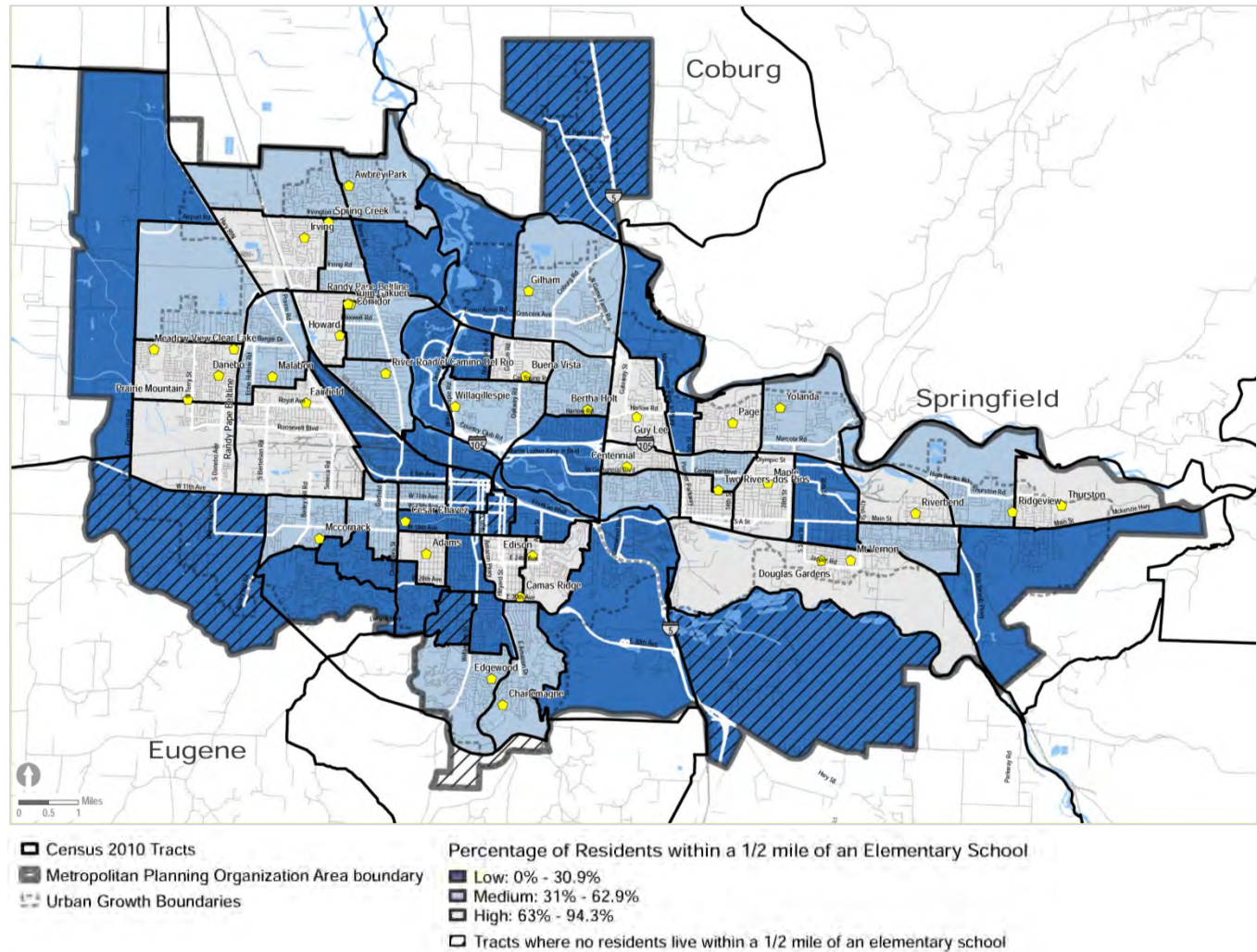
¹⁴³ United Way of Lane County, Promise Neighborhoods, <http://unitedwaylane.org/what-we-do/strategic-priorities/education/promise-neighborhoods1/>

¹⁴⁴ United Way of Lane County, Promise Neighborhoods

Elementary School Distance

About 43% of households in the Assessment area are within a half mile of an elementary school and 57% of households are not.¹⁴⁵ The areas with the highest percentages (63% to 94.3%) of households within a half mile of an elementary school are in the west Eugene West 11th Corridor and Roosevelt Boulevard area, mid- River Road, parts of mid- and southeast Eugene, and the west, mid-central and east Springfield. Areas with low access (0% to 30.9% of households) are in central Eugene, northeast and southeast Eugene, the City of Coburg, south Springfield, and areas in northwest, mid-central and southeast Springfield

Figure 8.3. Elementary School Distance Map

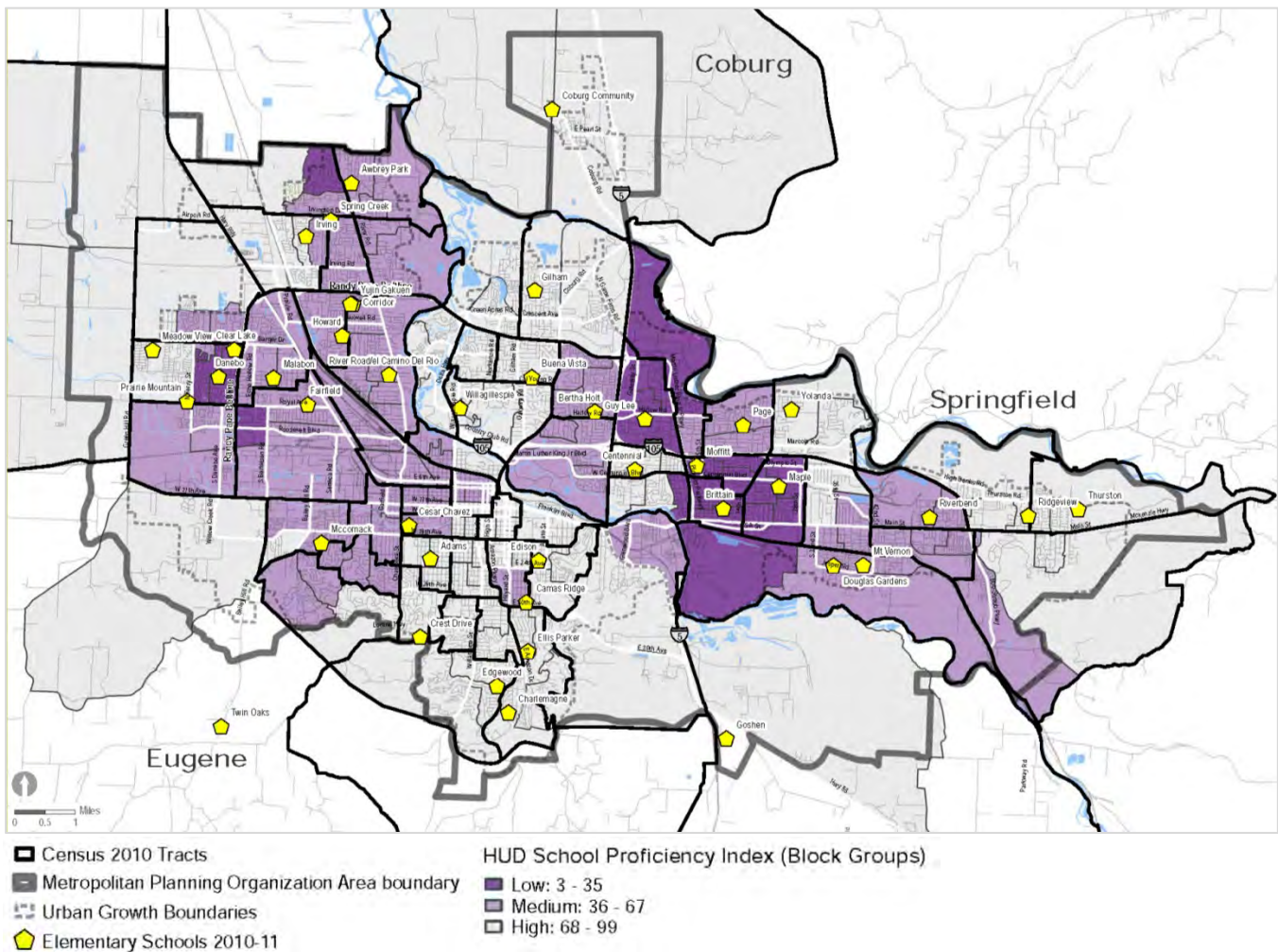


¹⁴⁵ This analysis is for the households (addresses) within the MPO boundary only.

School Proficiency

HUD has provided an index on school proficiency which provides information about student performance on state tests, which is an indication of school success. This is not the only determining factor in school success, and a school should not be deemed poor because it has a lower school proficiency rating. The testing results looked at here are for the elementary level since elementary students are more closely linked geographically to their neighborhood schools.¹⁴⁶ The data is provided as percentile rankings, a higher percentile ranking indicates greater school proficiency. Areas with a lower (0-33) school proficiency index are primarily found in west Eugene, north River Road, mid-central and northwest Springfield. Areas with higher school proficiency index scores are in northeast and south Eugene; and south, mid-west, mid-north, and east Springfield.¹⁴⁷

Figure 8.4. HUD School Proficiency Index



¹⁴⁶ HUD FHEA Data Documentation, Draft, August 2012

¹⁴⁷ This data is displayed at the block group level

A tabular index has also been provided that looks at population demographics and poverty level. This data looks to see if there are disparities between the White population and specific Minority or Latino populations. A positive number indicates that the White population has a higher index values (a more positive experience) than the comparison population. A negative number indicates that the White population has a lower index value (more exposure to poverty, negative experience) than the comparison population. These can be referenced in the Appendix. The data provided by HUD is for the Metropolitan Planning Organization area and is outlined below.

All Persons (All Households)

For all households, the neighborhood school proficiency index is 62. The Latino population has an index of 55, which is lower than the White (62) and total households, showing that the Latino population has less access to schools with higher proficiency scores in their neighborhood. The Native American and Pacific Islander populations similar school proficiency index scores of 57 and 56, indicating that they too live in neighborhoods with schools that have lower student test scores. The Asian population has an index of 72, indicating that the Asian population lives in neighborhoods with high scoring students. The information on the population in poverty for these population subgroups shows the same scoring, White and Asian populations in poverty have better access to schools with higher scoring students, than the Latino, Native American, and Pacific Islander populations.

Family Households

The neighborhood school proficiency index for all families is 62. However, while the White family households have an index of 60, the Latino family households have an index of 53, which is a disparity of 7. The largest disparity is 12 between Pacific Islander (index 49) family households and the White families. The Black/African American population has an index of 59, which is similar to the index for the White population. The highest index is for Asian family households at 66. These indices show that the Asian family households have more access to higher scoring schools, and the Pacific Islander family households have access to neighborhood schools with lower student scores.

When looking at families in poverty, the Asian family households in poverty have higher access to schools with higher test scores with an index of 72. Latino family households in poverty have lower access with an index of 53. The white family households in poverty and all households in poverty have a moderate index of 64 and 63. These index numbers indicate that overall, family households in poverty seem to have access to neighborhood schools with a higher proficiency index. The Latino family households in poverty seem to have neighborhood schools with student proficiency not as high as the neighborhood schools that White or Asian family households.

Children

The population that absorbs the most from negative experiences and environments are children, especially children from more vulnerable populations and / or with economic hardship. These indices are from 0-100, and most are mid-range, showing that the schools are around the 60th percentile overall. However, the indices show that Latino children have schools in their neighborhoods with lower proficiency scores than White (60), Black/African American (59) or Native American Children (55). Asian children have the highest index of 66, indicating that Asian children have access to higher performing schools in their neighborhoods.

For children in poverty, the index is available for all children, White, and Latino, which all have approximately the same index.

Overall, the Neighborhood School Proficiency index by HUD shows that children and family households of most Minority populations have access to lower performing schools than White or Asian populations and households whose neighborhood school have higher proficiency.

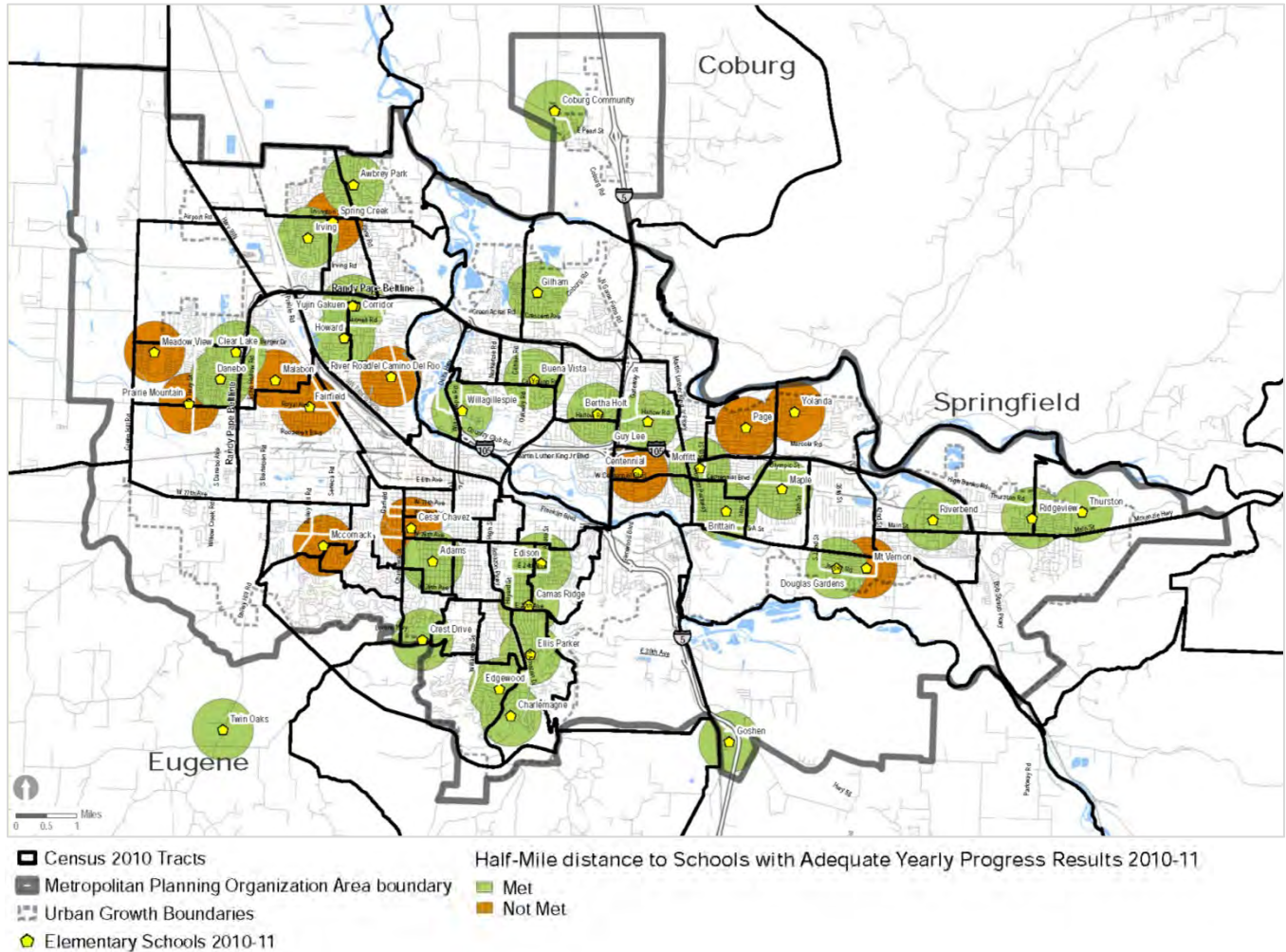
Table 8.1. HUD Opportunity Dimension: Neighborhood School Proficiency Index

	All	White	Black/ African American	Latino	Asian	Native American	Pacific Islander
All Persons (All Households)	62	62	62	55	72	57	56
Persons in Poverty	63	64	0	53	72	0	0
Family Households	62	60	59	53	66	55	49
Family Households in Poverty	63	64	0	53	72	0	0
Children	59	60	59	52	66	55	0
Children in Poverty	56	56	0	54	0	0	0

The Adequate Yearly Progress (AYP) was a reporting system developed as part of the No Child Left Behind Act program. The AYP includes information on testing scores for English/language arts and math along with attendance information. Schools were rated with a “Met” or “Not Met”, but this does not signify failure of a school, but instead could indicate that perhaps a sub-population in the school did not meet testing standards.¹⁴⁸

¹⁴⁹ There are distinct areas where schools did not meet the AYP standards. These areas are in the West Eugene West 11th and Roosevelt Boulevard Corridors, and, in mid-west, and north Springfield. Areas where more schools have “met” ratings are in northeast and south Eugene, and mid- and east Springfield.

Figure 8.5. Adequate Yearly Progress Map, 2010-2011



¹⁴⁸ Oregon Department of Education, *Key Points about Adequate Yearly Progress (AYP) 2010-11*, www.ode.state.or.us/initiatives/nclb/pdfs/aypkeypoints1011.pdf

¹⁴⁹ Some of these elementary schools have closed for the 2013-14 school years when this report was published. This data is not tied to the tract level, but displayed with half mile radiuses of the schools. The AYP has now been replaced by the Annual Measurable Objective Reports (AMO) reporting system.

Conclusions

Access to quality education plays a key role in the life success of residents. An environment with poor educational options and poverty have a far reaching impact on residents, which is visible through more crime by youth, higher high school dropout rates, and fewer children prepared for elementary school. Through this Assessment, challenges in the community have been identified that may impact a resident's educational options. These are highlighted below.

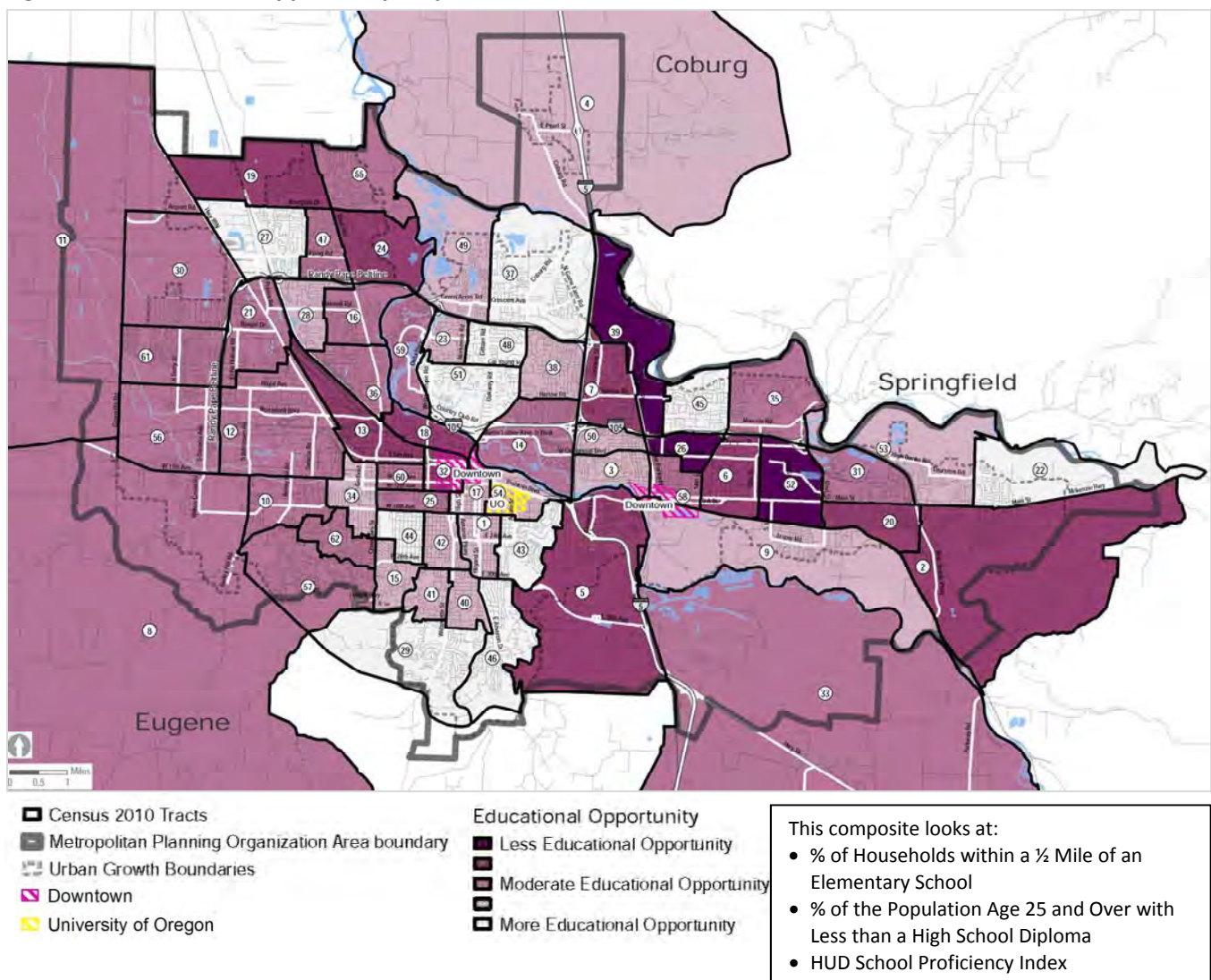
- Education trends show a community with a growing number of higher education degrees, however, a large segment of the population over age 25 (9%) still does not have a high school diploma or equivalent.
- The Latino population which is the largest ethnic minority in the Assessment area has a disproportionately large percentage of the population without a high school diploma (37%).
- By city, Springfield has a significantly larger percentage of the population (15.2%) without a high school diploma in comparison to Eugene and Coburg. Springfield also has the largest percentage of residents that are Latino (12%).
- At the tract level, about 37% of the population without a high school diploma lives in the 11 tracts with the highest percentages (14% to 20.7%). These tracts are located in the West 11th Corridor and Roosevelt Boulevard areas in Eugene, and in the central Main Street and Pioneer Parkway areas of Springfield. These areas are similar to the areas with lower school proficiency, have a high percentage of students eligible for free or reduced lunches (63% to 94.1% in school attendance areas), and over half of the tracts are areas of poverty.
- Residents in affordable housing developments reported that language was a barrier when trying to communicate with school staff on behalf of their children.
- Over half of households in the MPO are not within a half mile of an elementary school. Some of these areas are in central locations.
- Affordable housing residents identified transportation and costs as challenges and barriers for children accessing after school activities.
- Most residents of affordable housing were satisfied with their children's schools.
- Affordable housing residents reported that three reasons schools were chosen were: reputation, ability to get there, and closeness to home
- The HUD school proficiency index identifies areas primarily in west and north Eugene and larger areas in mid-central and northwest Springfield as locations with low school proficiency index scores.
 - Locations where schools show "not met" ratings for the 2010-11 adequate yearly progress reporting are clearly defined north and south of the West 11th and Hwy 99 corridors in Eugene, and in north Springfield.
 - Overall, the neighborhood school proficiency index by HUD shows that White and Asian populations and households have access to higher performing neighborhood schools than most Minority populations.

The composite map on the following page shows distinct areas with less educational opportunity and locations that have greater educational opportunity for residents.

This composite is an overall snapshot, and does not indicate that other areas are better or worse, it only seeks to identify overall areas in the community that may have more need for targeted resources, or areas that have more educational opportunity available to residents. Areas where residents have the least educational opportunity are in mid-central and northwest Springfield. All of these three tracts have high percentages of the population without a high school diploma. Two of the tracts in the northwest have low school proficiency indices and the two tracts in more the central Main Street areas have low elementary school access.

Tracts with more educational opportunity have overall values that reflect higher school proficiency, medium or high percentages of households within a half mile, and low percent of the population with less than a high school diploma. These locations are in northeast, south Eugene; include north River Road, and areas in northwest and east Springfield.

Figure 8.6. Educational Opportunity Map



9.0 Employment Opportunities

Access to employment opportunities plays a vital role in the stability of a workforce, and subsequently the stability of the community. This indicator is interdependent on other indicators in this Assessment, for example, employment opportunities are dependent in part on transportation access and educational opportunities.

This indicator looks at accessibility of employment by mode of transportation and the number of jobs available by tract. Supplemental information is provided on unemployment, labor force participation, the HUD Job Access Index, and the HUD Labor Market Index.



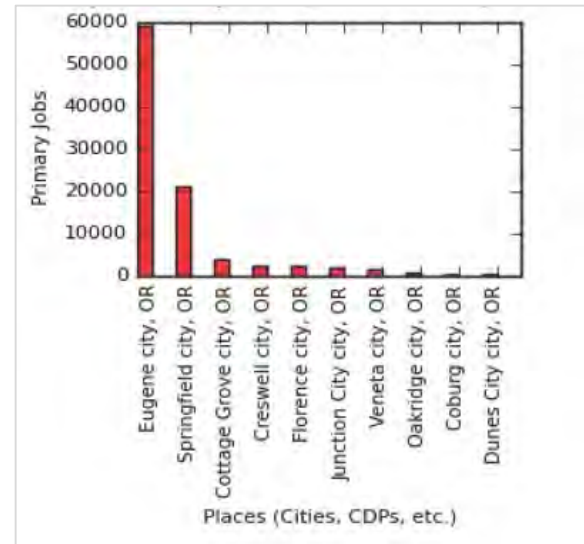
Employment

Information on employment in the region tells us where some larger employment areas are located, which can help identify what barriers or opportunities are present for job accessibility.

The major employment centers for the county and MPO area are found within the Cities of Eugene and Springfield, with the largest employment center for the county being in Eugene.¹⁵⁰ See Figure 9.1. Job Counts by Places in 2011¹⁵¹

Historically, two of the largest employment sectors in the county have been wood products and manufacturing. In 1980, about 20% of workers were employed in manufacturing, an employment sector that pays above-average wages.¹⁵² However, during the 1979 to 1982 period, lumber and wood products dropped 3,800 jobs. The decline in this primary industry rippled through the local economy and led to large reductions in other sectors. By 1990, manufacturing employment's share dropped to 15%. In the early 1990s, a second period of rising unemployment occurred in the wood products industry. During the 1989 to 1993 period, wood products lost 3,500 jobs. By the 2007 Great Recession, manufacturing employment lowered again to 13% of all jobs.¹⁵³ In 2013, manufacturing represented about 9% of non-farm employment.¹⁵⁴

Chart 9.1. Job Counts by Place, 2011



Now, employment is broadening and diversifying. In Eugene, in 2008, a major employer for the region, Hynix, closed and left 1,400 people unemployed, constituting one of Oregon's largest employment closures in ten years.¹⁵⁵ The closure has had a ripple effect in the local economy, as many suppliers reduced labor in response to the closure. The other major blow to the local labor market was the dramatic decline in the Recreational Vehicle (RV) manufacturing sector, which peaked at 5,000 jobs in the recent past. The 2008 recession dramatically slowed RV production, resulting in a 46% decline in RV manufacturing employment. Additionally, many local suppliers to the RV industry were hit hard as the industry has faltered.¹⁵⁶

¹⁵⁰ U.S. Census Bureau, OnTheMap Application and LEHD Origin-Destination Employment Statistics (Beginning of Quarter Employment, 2nd Quarter of 2002-2011).

¹⁵¹ U.S. Census Bureau, OnTheMap

¹⁵² Lane Workforce Partnership, State of the Workforce Report 2007-08, <http://laneworkforce.org/state-of-the-workforce-report/>

¹⁵³ Lane Workforce Partnership, State of the Workforce Report 2007-08; Eugene-Springfield HUD Consolidated Plan 2010-2015

¹⁵⁴ State of Oregon Employment Department, Eugene-Springfield MSA Non-Farm employment 2013 (not seasonally adjusted), qualityinfo.org

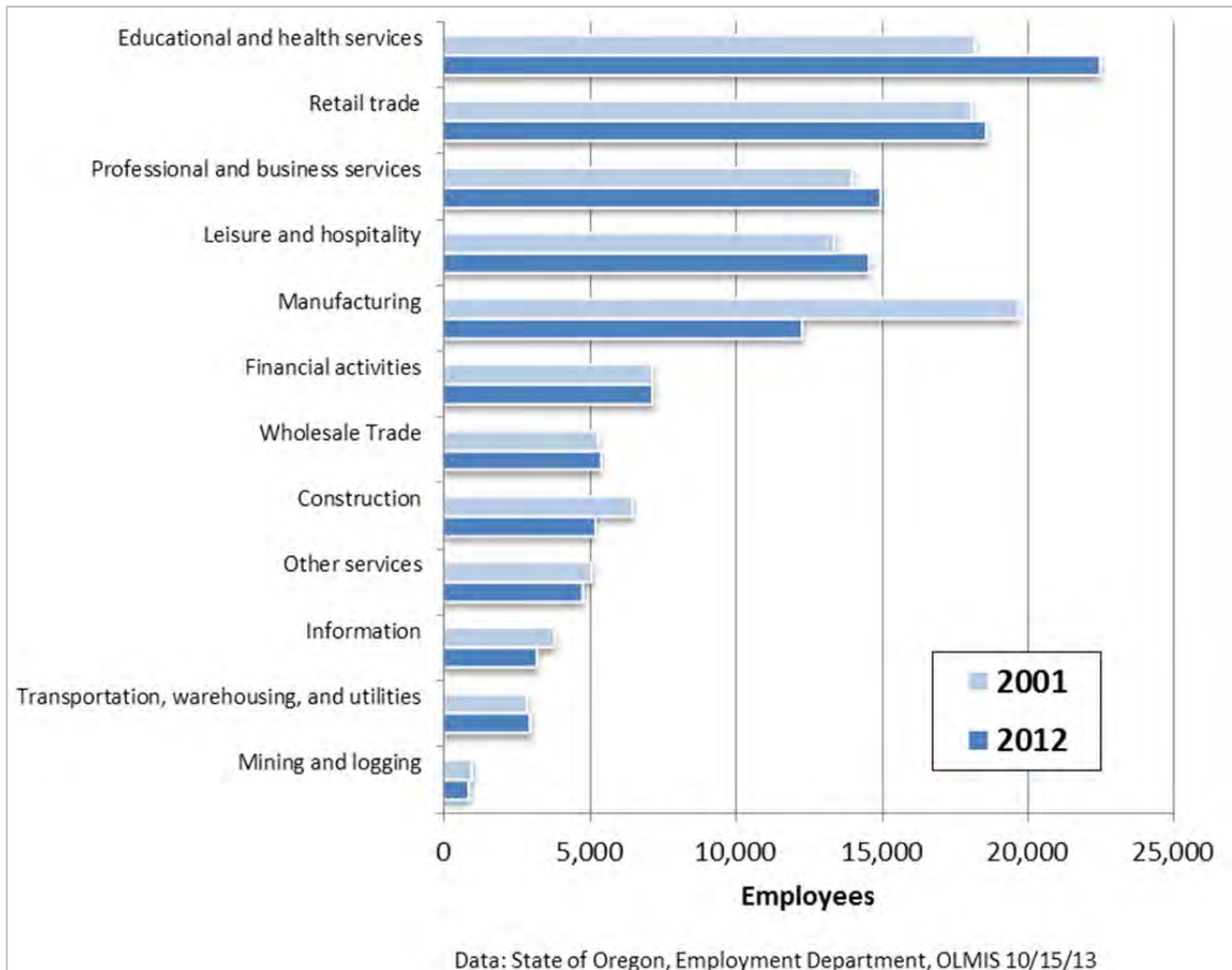
¹⁵⁵ The Oregonian, OregonLive, *Eugene chip plant Hynix will close, erasing 1,400 jobs*, July 24, 2008 http://www.oregonlive.com/business/index.ssf/2008/07/eugene_chip_plant_hynix_will_c.html

¹⁵⁶ Eugene-Springfield HUD Consolidated Plan 2010-2015

As manufacturing jobs changed and local population growth continued, the retail/service sector of the local economy also grew. In the 1990's, 77% of all new jobs were in the service/retail industries. The challenge inherent in this economic outlook is focused on wage income. As job creation occurs in lower wage retail or service jobs, a great many individuals and households face greater financial difficulties and the overall economic vitality of the community is diminished.¹⁵⁷

Employment predominates in education and health services; retail; professional and business services; and leisure and hospitality. Local and state government employment is also a large employer in the region. There are a few initiatives in the region to increase advanced manufacturing employment by investing in innovative start-ups, companies and education in Science, Technology, Engineering and Math (STEM). The region has developed a Regional Prosperity Plan, which seeks to encourage innovation, entrepreneurs, and train youth in high paying employment industries among other goals. The region has also created an innovative and

Chart 9.2. Lane County Non-Farm Employment, 2001 to 2012

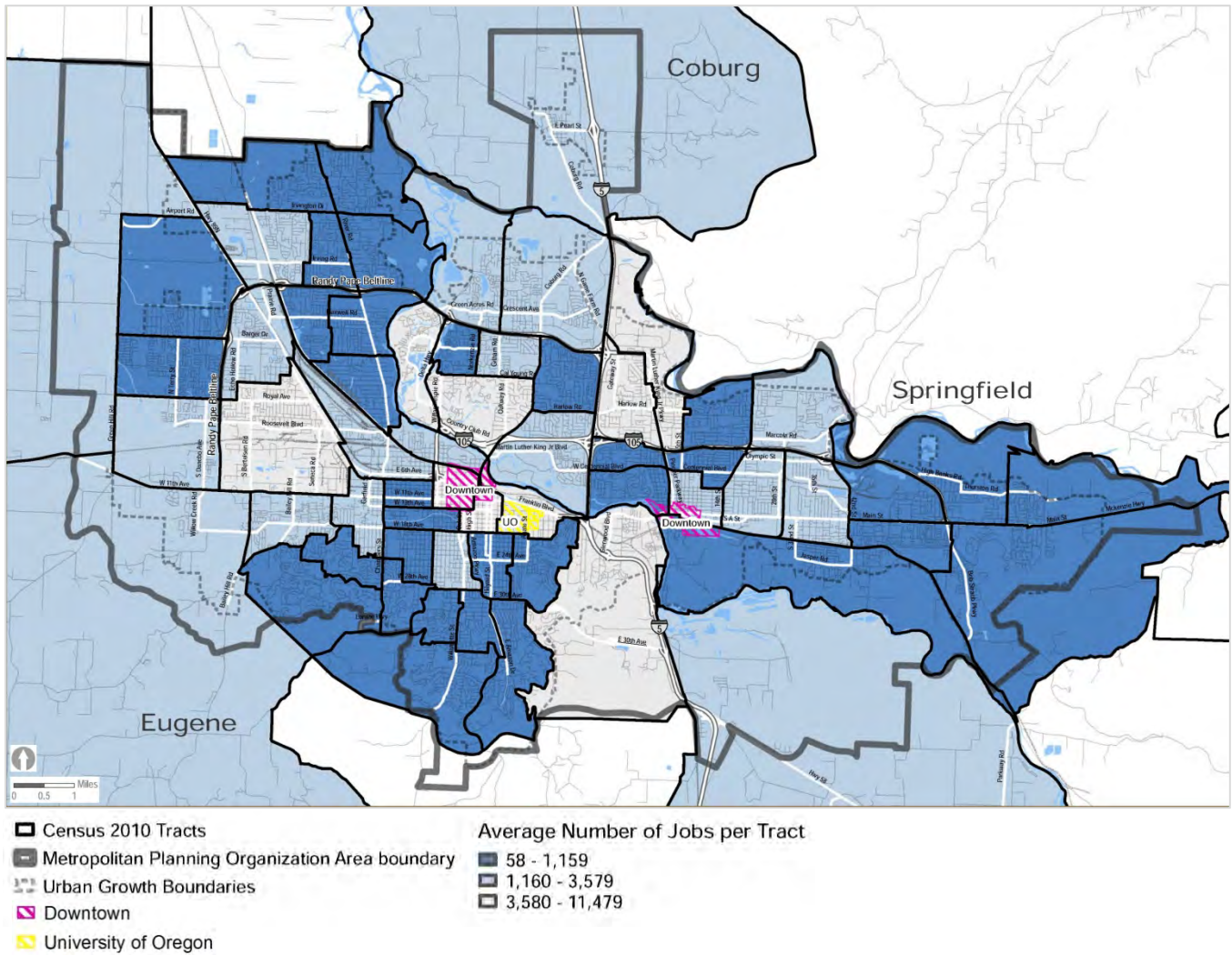


¹⁵⁷ Eugene-Springfield HUD Consolidated Plan 2010-2015

collaborative tech oriented business support network called the South Willamette Valley Regional Accelerator and Innovative Network (RAIN). This seeks to support new and developing tech based research and creative business with the two major state universities, the University of Oregon (Eugene), and Oregon State University (Corvallis).

Looking at areas of employment in the region helps in understanding where the jobs are that residents can access. There are fewer jobs per tract east Springfield, north, south, and west Eugene. Areas with greater employment are the south Springfield Glenwood area, the University area, the Springfield Pioneer Parkway area, Roosevelt Boulevard in west Eugene, and central-north Eugene. The Gateway and central-north Eugene areas both have major shopping malls. The west Eugene Roosevelt Boulevard area has a lot of commercial/industrial businesses and the Glenwood area tract contains the Lane Community College main campus. The largest employment areas in the region by tract are Downtown and west Eugene.

Figure 9.1. Average Employment Map, 2010

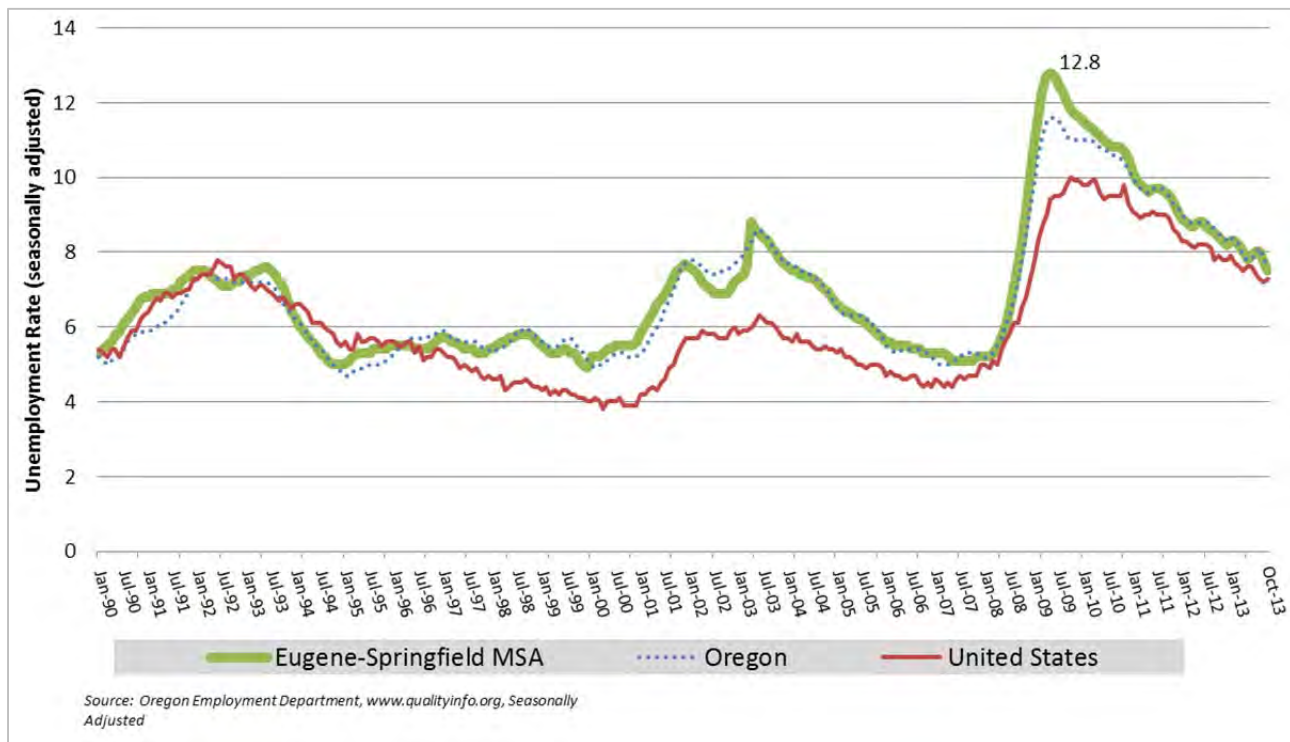


Unemployment

Information about unemployment, especially at a geographic scale can show us where more residents may be experiencing hardships. In the Assessment area, about 10% of the population was unemployed in the 2007-11 time period which includes the recession of 2007-08 and following recovery period. Data for 2010-12 shows an unemployment rate of 6.8% for Eugene, 9% for Springfield, and 8.3% for Coburg.¹⁵⁸

Since 1990, Lane County (Eugene-Springfield MSA) unemployment rates have typically hovered in the 5% to 8% range, generally responding to economic trends at the national level. This trend continued until the 2008 recession as shown in Chart 9.3 below.¹⁵⁹ May 2009 presented a peak in County unemployment at 12.8%. The number of unemployed Oregonians more than doubled over a 12-month period from March 2008 to March 2009 (115,629 to 256,404).¹⁶⁰ More recent unemployment data suggests the trend has reversed; the February 2010 unemployment rate declined to 11.4%. In October 2013, unemployment for the county was 7.5%.¹⁶¹

Chart 9.3. Unemployment Rate 1990 to 2010



¹⁵⁸ US Census ACS 2008-12, DP3

¹⁵⁹ State of Oregon, WorkSource Oregon, Employment Department, *Lane County Labor Trends, May 2009* <http://www.qualityinfo.org/pubs/lt/pdf/05-09/0509-lc.pdf>

¹⁶⁰ State of Oregon, WorkSource Oregon, Employment Department, *Lane County Labor Trends, May 2009*

¹⁶¹ State of Oregon, WorkSource Oregon, Employment Department, www.qualityinfo.org

The sudden and dramatic increase in national, state, and regional unemployment has had major impacts on economic and well-being of local residents. The 2007 Recession forced skilled laborers out of work and often into jobs where their skills are under-utilized. Unemployment increased residents' need for basic necessities, including food, affordable housing, and health care. The 2009 Lane County United Way Community Assessment provides a snapshot of social and economic indicators that shows increasing stress on families and individuals directly related to the economic health of the community. The Community Assessment found that 30% of all respondents reported someone in their household not being able to find work – a finding unmatched in any previous Community Assessment since United Way began conducting them in 1992.¹⁶² Thirty percent (30%) of respondents also reported difficulty in affording housing – again, the highest rate ever reported in any previous Community Assessment. One out of five households (21%) reported receiving some sort of public assistance in the previous 12 months. Of those households, 60% reported experiencing financial difficulty in affording gas and maintenance for personal automobiles, medical insurance, medical and dentist visits and clothing.¹⁶³

Unemployment in the region is creating a hardship not only for skilled workers, but for the new workforce of youth 16-21 years old. This population is entering a competitive economy that is looking for more skilled workers. The 16-21 age period is an important time for youth to learn skills for contributing to the workforce, however with the high unemployment and demand for skilled workers, this population may become the “lost generation”, youth who are not able to gain job experience, a situation which is shown to impact their lives long term through lower earnings and less labor market engagement.¹⁶⁴

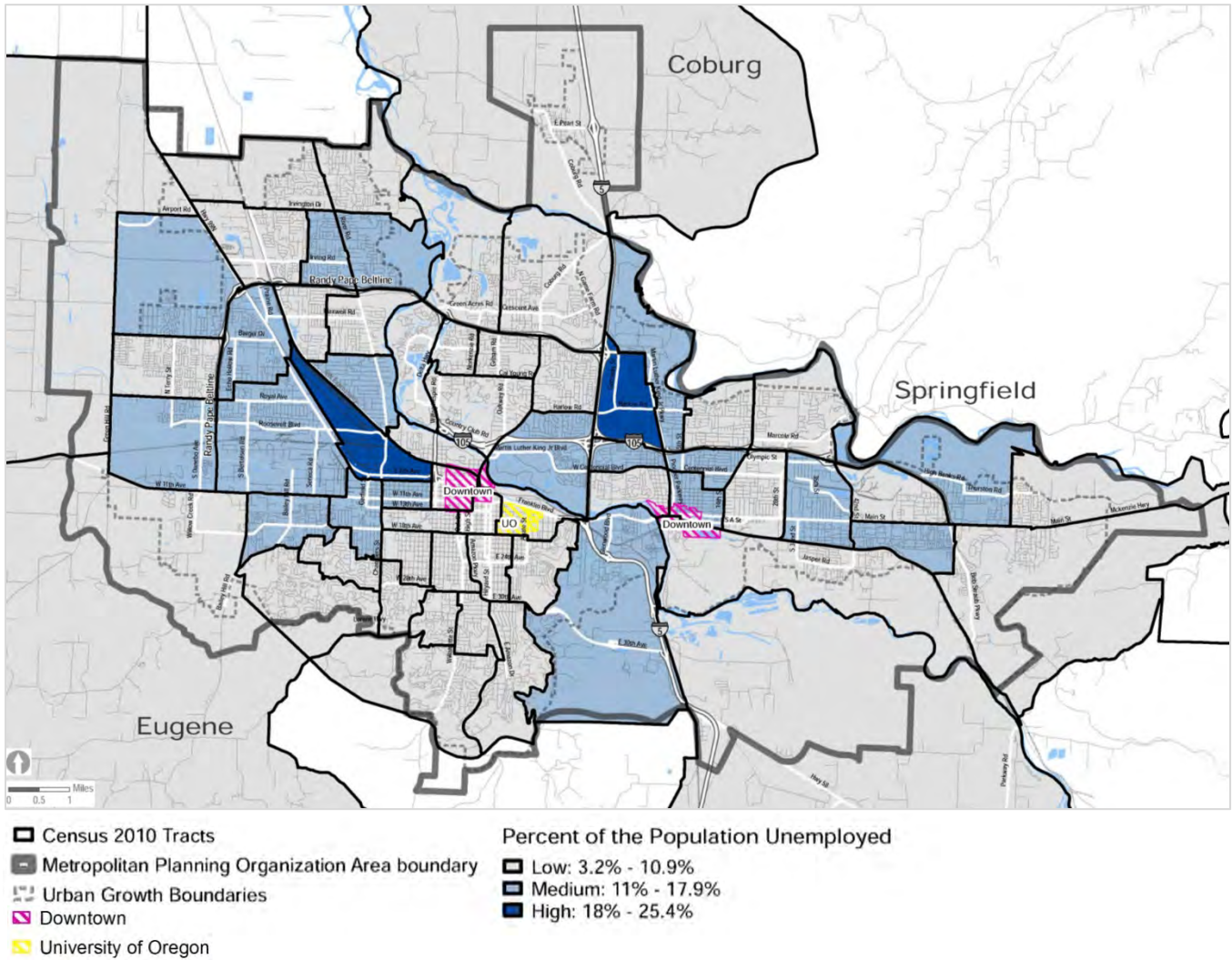
¹⁶² United Way of Lane County, 2009 Community Assessment, <http://unitedwaylane.org/what-we-do/reports/>

¹⁶³ United Way of Lane County, 2009 Community Assessment, United Way of Lane County

¹⁶⁴ Lane Workforce Partnership, State of the Workforce Report 2012

The tracts with the highest percentages of unemployed residents (18%-25.4%) are the Hwy 99 corridor in west Eugene, and the Gateway tract in Springfield. Areas with medium unemployment (11%-17.9%) are in the West 11th, Roosevelt Boulevard and Hwy 99 Corridors, and portions of River Road in Eugene. In Springfield there are tracts with medium percentages of unemployed residents in the Pioneer Parkway area, Glenwood, and portions of mid-central Springfield.

Figure 9.2. Unemployment of Residents Map, 2007-2011

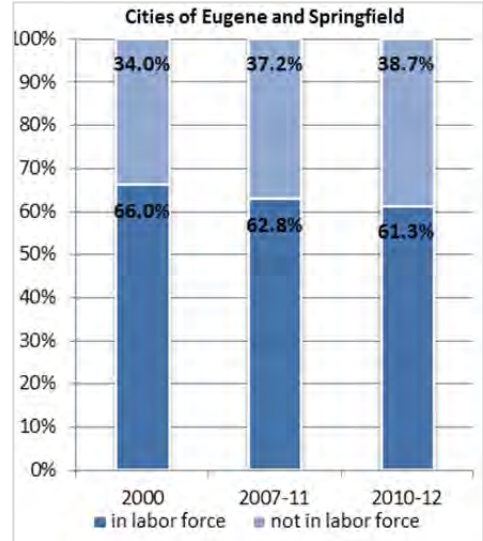


Labor Force Participation Rate

The labor force participation rate tells us the number of people actively looking for work or working. This information could also potentially locate areas with economic distress by showing areas that might have underemployed populations.

About 63% of the population in the Assessment area is actively in the labor force. In the Cities of Eugene and Springfield, the participation rate saw an increase from 1970 to 2000, and is now seeing a decline from rates in 2000. The decrease in labor force participation may be due to several factors including an aging work force, reliance on other incomes, more people enrolling in school, and less people continuing to look for work.¹⁶⁵ ¹⁶⁶ Alternatively, a high labor force participation rate may indicate a more competitive job market.¹⁶⁷ The labor force and unemployment data is derived from information on people who are either working or actively looking for work. If someone stops looking for work they are no longer included. Figure 9.4 shows how labor force participation has decreased since 2000. Data for the years 2007-11 and 2010-12 are from US Census Bureau American Community Surveys and represent years that may overlap.

Chart 9.4. Labor Force Participation, 2000 to 2010-2012



¹⁶⁵ The Washington Post, *Three Reasons the US labor force keeps shrinking*. Plumer, Brad. September 6, 2013

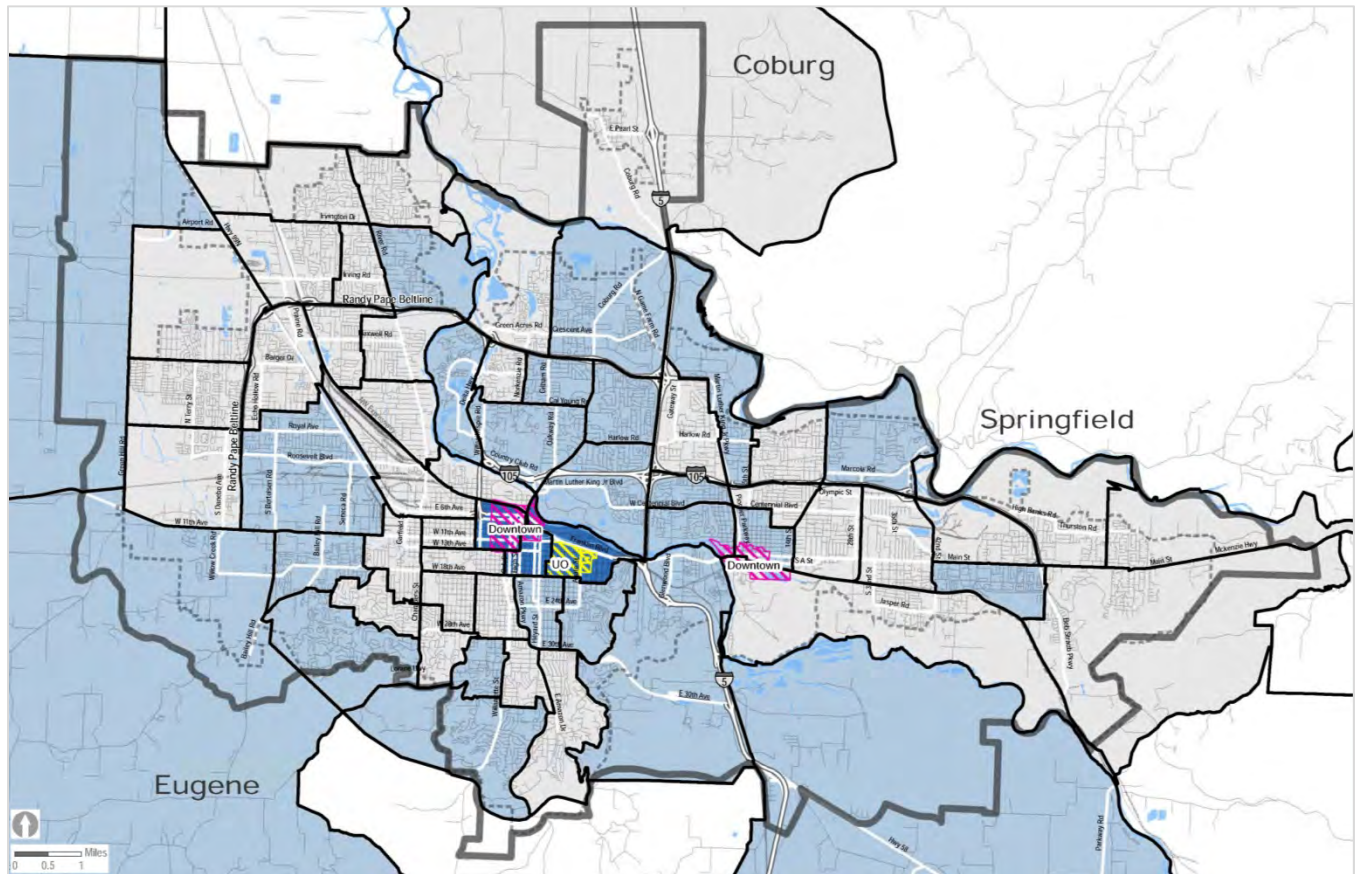
<http://www.washingtonpost.com/blogs/wonkblog/wp/2013/09/06/the-incredible-shrinking-labor-force-again/>

¹⁶⁶ State of Oregon, Employment Department Worksource. Glossary. <http://www.qualityinfo.org/olmisi/DoQuery?itemid=00003362#L>

¹⁶⁷ State of Oregon, Employment Department Worksource. Glossary.

Areas with the lowest percentage of resident labor force participation (31.3%-46.9%) are downtown Eugene and the University area. Areas with a high labor force participation rate (63%-79.3%) are in central and northwest Eugene, Coburg, and mid-central and east Springfield. The Hwy 99 Corridor and Gateway tracts have high labor force participation; and significantly these are also areas of high unemployment. The University area and Downtown show a lower labor force participation rate, which is most likely due to the presence of college students

Figure 9.3. Labor Force Participation Map, 2007-2011

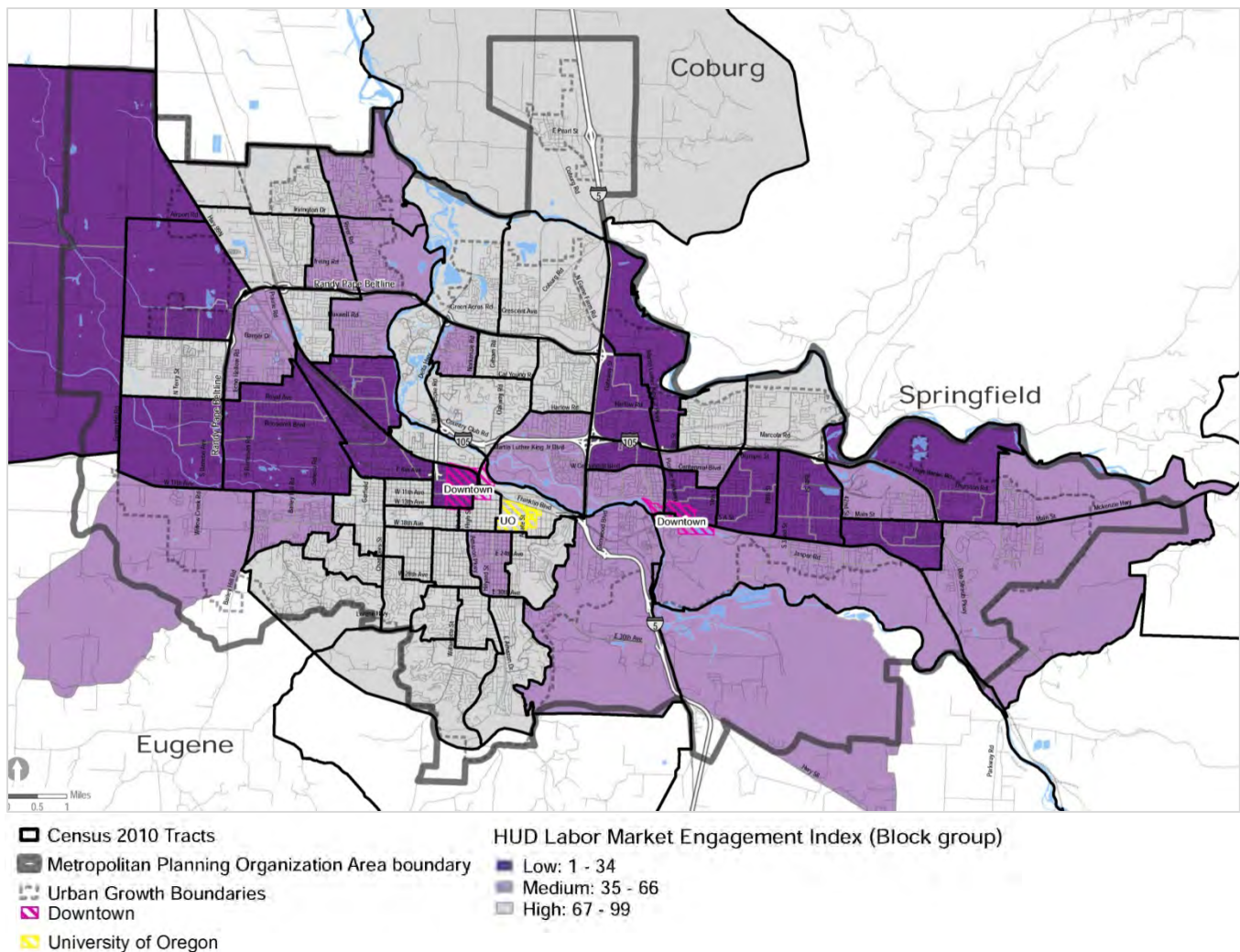


- Census 2010 Tracts
 - Metropolitan Planning Organization Area boundary
 - Urban Growth Boundaries
 - Downtown
 - University of Oregon
-
- Labor Force Participation Rate**
 - Low: 31.3% - 46.9%
 - Medium: 47% - 62.9%
 - High: 63% - 79.3%

The HUD Labor Market Engagement index provides information at several levels. This index calculates the amount a population is engaged in the local labor force by looking at levels of employment, labor force participation and educational levels in the area. This index measures how engaged residents are with the job market. By identifying areas with more or less job market involvement, we can identify areas that may have economic distress due to large percentages of under- or unemployed people. This index is based on analysis of employment, labor force participation, and educational level of residents. The data is provided as percentile rankings, and a higher percentile ranking indicates greater job access.¹⁶⁸

Areas with a lower labor market engagement index (0-33) are in the west Eugene West 11th and Hwy 99 Corridors, in northwest and mid-central Springfield in the Pioneer Parkway and Main Street areas. Areas with higher labor market involvement are in Coburg, south and north-northeast Eugene, and north Springfield.

Figure 9.4. HUD Labor Market Engagement Index Map



¹⁶⁸ This index is originally supplied at the block group level, but has been simplified to the tract level (since all block groups in most tracts were the same).

The data also looks at the disparities between the white population of the area, and specific Minority and Latino populations. This disparity index provides a comparison of the white population to the Minority/Latino population. A positive value indicates that the white population experiences higher index values (positive experience) than the comparison population. A negative value indicates that the white population has a lower index value (less labor market involvement, negative experience) than the comparison population. The data provided by HUD is for the Metropolitan Planning Organization area and is outlined below.

All Households

For all households, the labor market engagement index is around the 57th percentile. The Latino population has an index of 49, which is lower than the White and total households, showing that the Latino population has less labor market involvement. The Asian population is higher than all households and the White population, with an index of 66, indicating the highest labor market engagement of any group.

Significantly, Native American, and Pacific Islander households, while a smaller percentage of the overall population, all have lower indexes for labor market engagement, with indexes ranging from 50-52. The Black/African American population is also a smaller percentage of the overall population; however, the index is 55, which is closer to the overall population values. The data for these populations in poverty is zero for the HUD Opportunity Dimensions for Households and Families.

For households in poverty, the data mirrors all households, with all people in poverty having a labor market index of 51. The Latino population in poverty has an index of 45, and the Asian population an index of 58. These numbers reflect all households, where the Latino population in poverty has the lower index, and the Asian population the highest.

Table 9.1. HUD Opportunity Dimension: Labor Market Engagement Index

	All	White	Black/ African American	Latino	Asian	Native American	Pacific Islander
All Households	57	58	55	49	66	50	52
Households in Poverty	51	51	0	45	58	0	0
Family Households	57	58	55	47	66	49	47
Family Households in Poverty	51	51	0	45	58	0	0
All Children	55	56	54	46	65	48	0
Children in Poverty	49	47	0	50	0	0	0

Family Households

The labor market engagement index for family households overall is 57. However, while the White family households have an index of 51, the Latino family households have a significantly lower index of 45, and Asian family households have a higher index of 66.

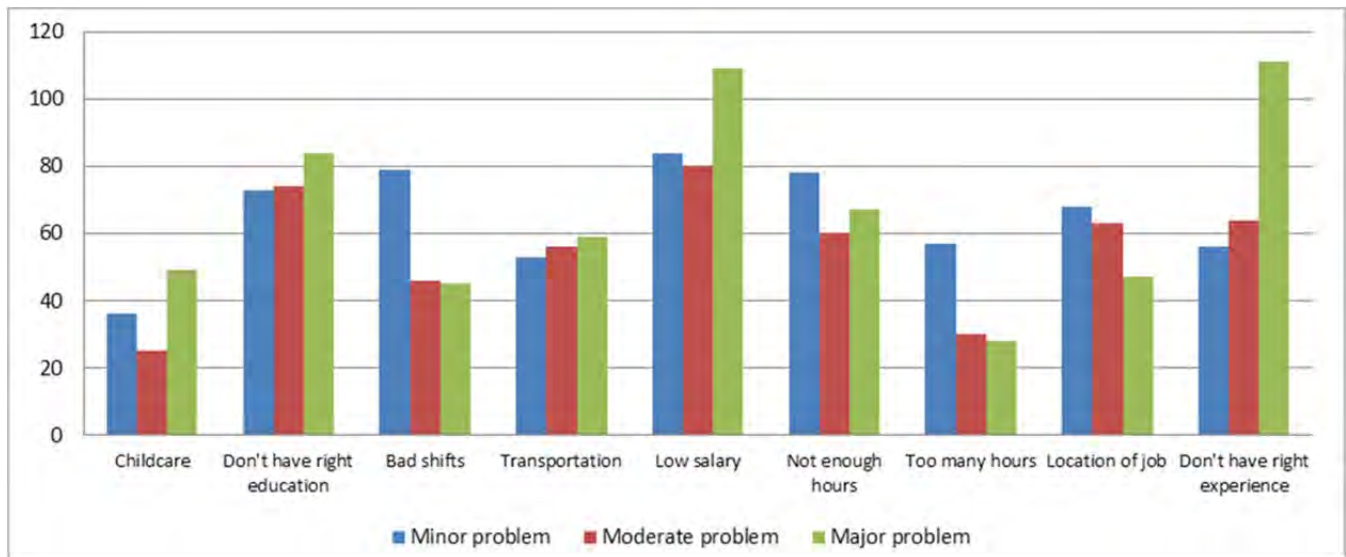
The labor market index for Black/African American households is 55, which is similar to the overall population index. Again the Native American and Pacific Islander populations have much lower indices of 49 and 47. The labor market engagement indices for family households in poverty are lower values overall, with all people in family households a 51, White (51), Latino (45), and Asian family households in poverty (58). These values indicate that people in family households, particularly in certain racial/ethnic populations have a lower labor force engagement index.

Survey of Affordable Housing Residents and Employment

In affordable housing developments that were surveyed, about 33% of residents worked, and 21% were unemployed, the remainder was not in the labor force. Of the employed residents in the affordable housing developments, about half worked full-time, and the other half worked part-time. Further research into employment of residents found that a larger percentage were unemployed than the survey results showed. Removing the former categories, a rough estimate of unemployed residents is 14%.¹⁶⁹

Residents of affordable housing development reported several challenges when looking for work. These include childcare, transportation, low salaries offered by available jobs, and not having the experience or education needed for available jobs. Other barriers identified by residents include age, background checks by employers, and fear of losing public assistance due to increased income. Childcare is expensive and many affordable housing residents have lower incomes making the cost of childcare a hardship, and the hours of child care centers do not match hours of weekend or shift workers.¹⁷⁰ Many residents are older, and feel that their age compared to the younger college students in the community makes it more difficult to find employment. Residents also worried their health and disability may cause issues with employment. Other barriers identified include language for Latino residents, who felt that employers wanted to hire people that had better English. Another barrier is the lack of computer skills, residents may have access to computers, but not the skills needed to use them.¹⁷¹ Reasons that the residents may be unemployed include retirement, college, and taking care of children at home.

Chart 9.5. Employment Barriers for Affordable Housing Residents



¹⁶⁹ Equity and Opportunity Assessment Outreach Project, 2013 Focus Groups and Affordable Housing Community Survey, Report of Findings and Recommendations, November 2013, draft

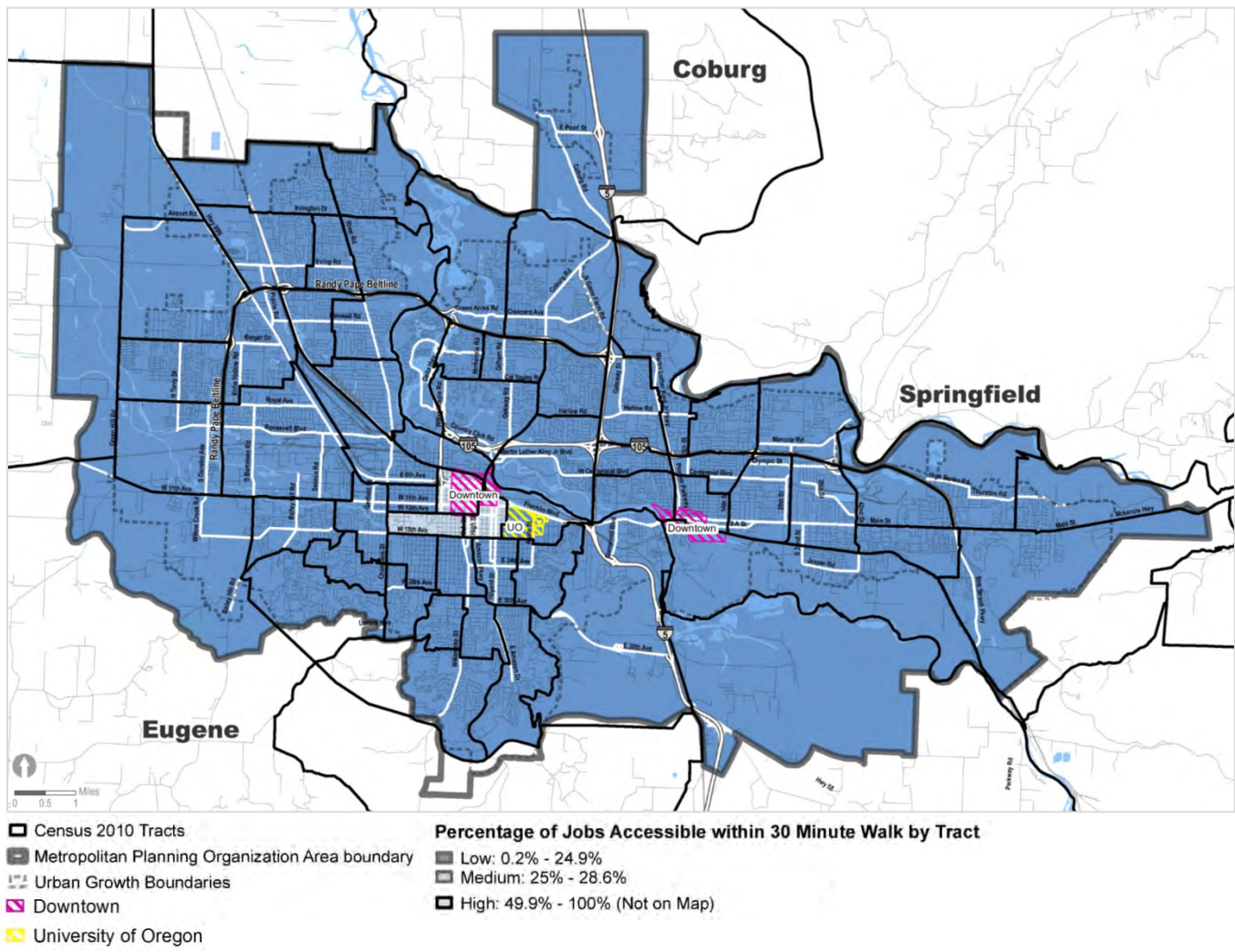
¹⁷⁰ Equity and Opportunity Assessment Outreach Project, 2013 Focus Groups and Affordable Housing Community Survey, Report of Findings and Recommendations, November 2013, draft

¹⁷¹ Equity and Opportunity Assessment Outreach Project, 2013 Focus Groups and Affordable Housing Community Survey

Job Accessibility by Alternate Modes of Transportation

Job accessibility is a key indicator for how easily people are able to access employment. The number of jobs available within 30 minutes by walking, biking, or public transit helps us to understand the accessibility of employment by alternate modes of transportation.¹⁷² On average, the commute for the region is around 18-21 minutes.¹⁷³ These maps do not however look at the employability of residents in an area, but more examines the infrastructure and employment locations. The percentage of jobs accessible to people when walking is low. Areas with more job accessibility in a half hour walk are around downtown Eugene and west of the University area. There is not a high percentage category for this map, indicating that there are no tracts where 49.9% - 100% of jobs are accessible.

Figure 9.5. Jobs Accessible in a 30 Minute Walk Map, 2011

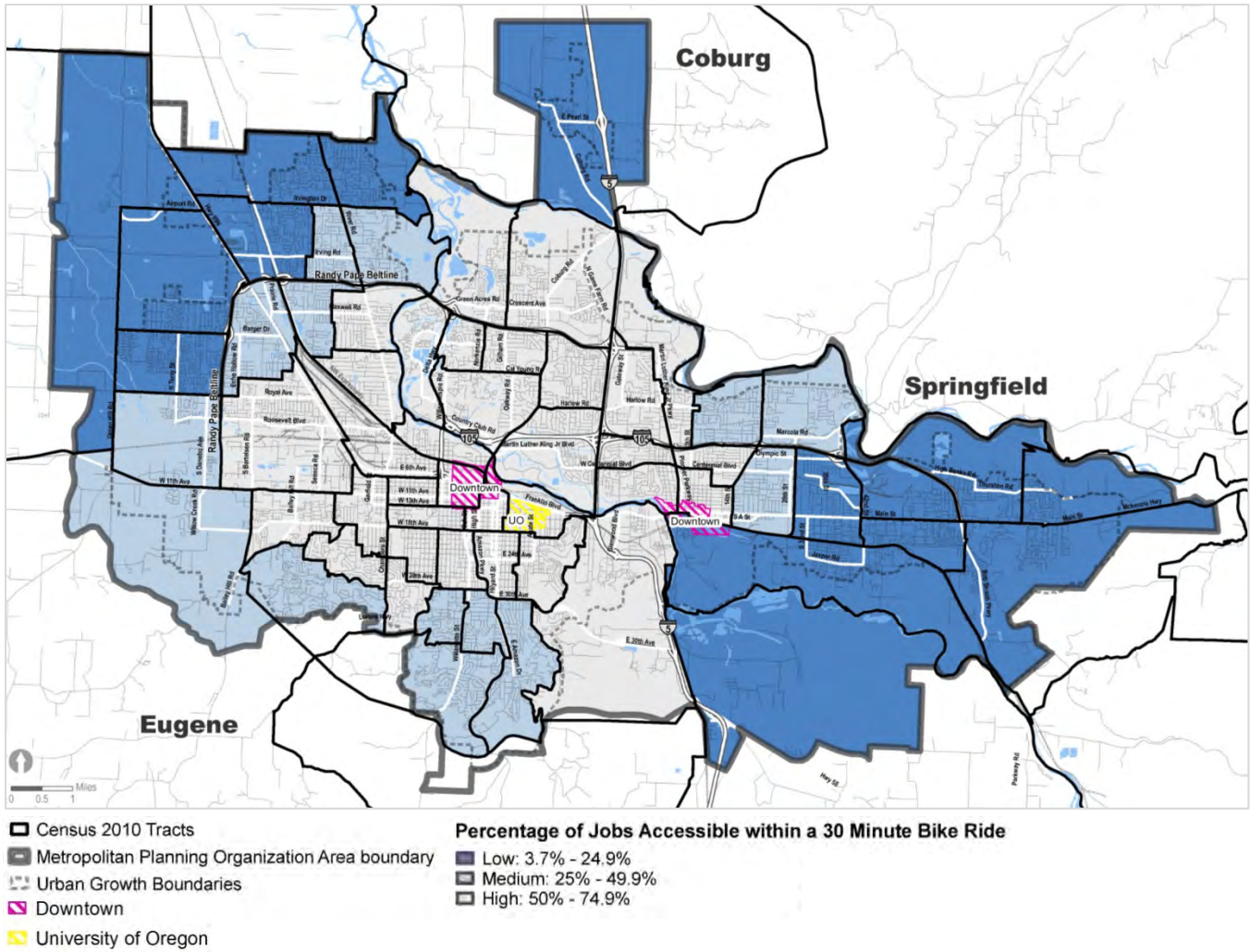


¹⁷² These maps are results from the regional travel demand model for the Central Lane Metropolitan Planning Organization, and reflect conditions around January 2011. For these maps, data was analyzed at the transportation analysis zone level then aggregated to the tract level. Analysis for this map assumes a walking speed of 3 mph and routes include roads with or without sidewalks. All jobs are included except self-employment.

¹⁷³ US Census Bureau, ACS, DP3

The most jobs accessible in the community are in a 30 minute commute by bike.¹⁷⁴ These areas are in central and north Eugene, and west Springfield. Areas with the least accessibility are Coburg, east and south Springfield, and northwest Eugene.

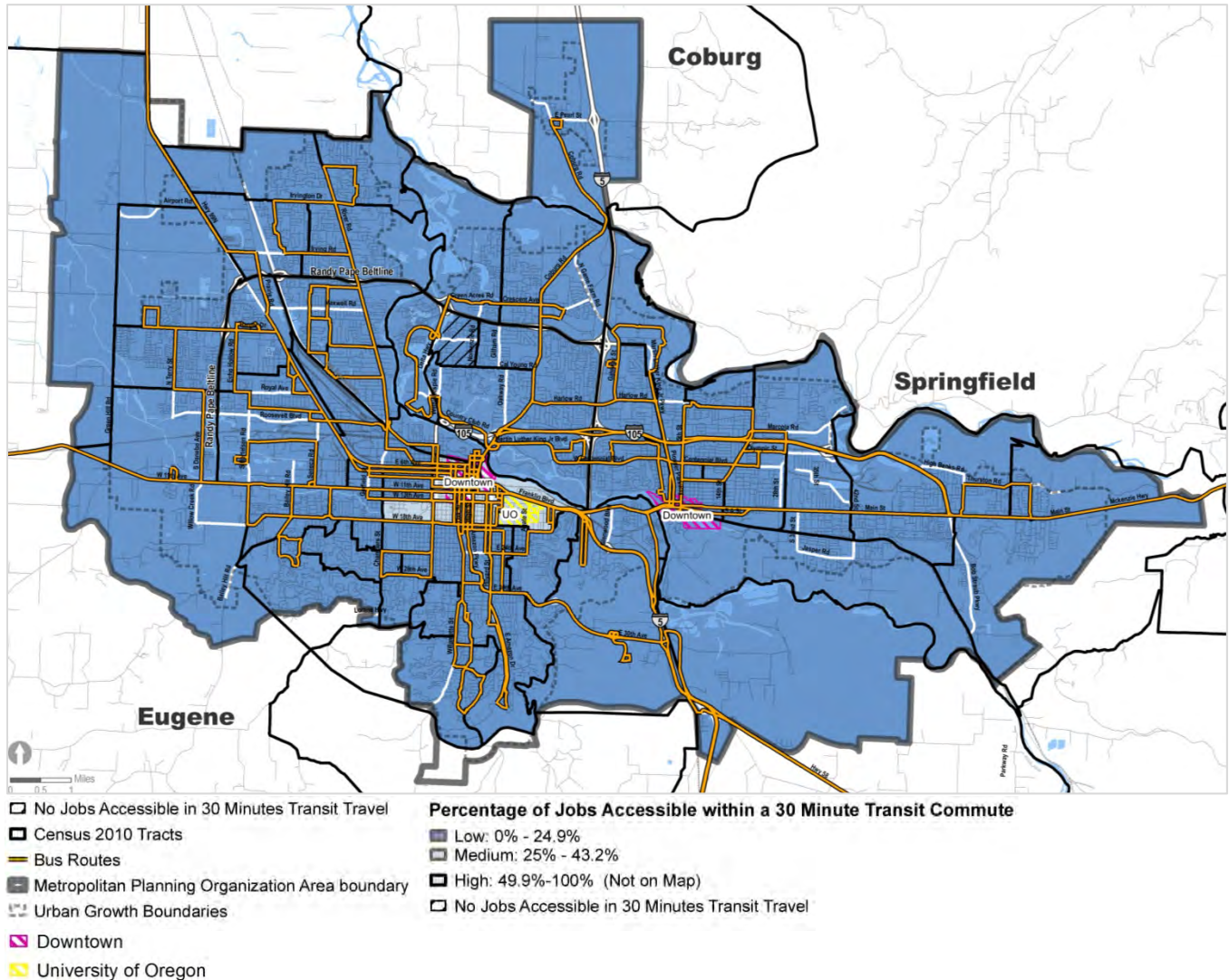
Figure 9.6. Jobs Accessible in a 30 Minute Bike Commute Map, 2011



¹⁷⁴ These maps are results from the regional travel demand model for the Central Lane Metropolitan Planning Organization, and reflect conditions around January 2011. Analysis for this map assumes bikes travel at 10 mph and routes include off-road pathways, roads with lower auto volumes, and lower slopes. All jobs are included except self-employment.

The majority of the Assessment area has less than 25% of jobs accessible in a 30 minute commute by public transit. When the commute is increased to 60 minutes, the percentage of jobs increases to 50-90% in the core areas of the cities, and up to 50% in most of Eugene. Only the areas around the University and downtown Eugene have a medium accessibility for jobs in 30 minutes.¹⁷⁵ There is not a high percentage category for this map, indicating that there are no tracts where 49.9% to 100% of jobs are accessible.

Figure 9.7. Jobs Accessible in a 30 Minute Transit Commute Map, 2011

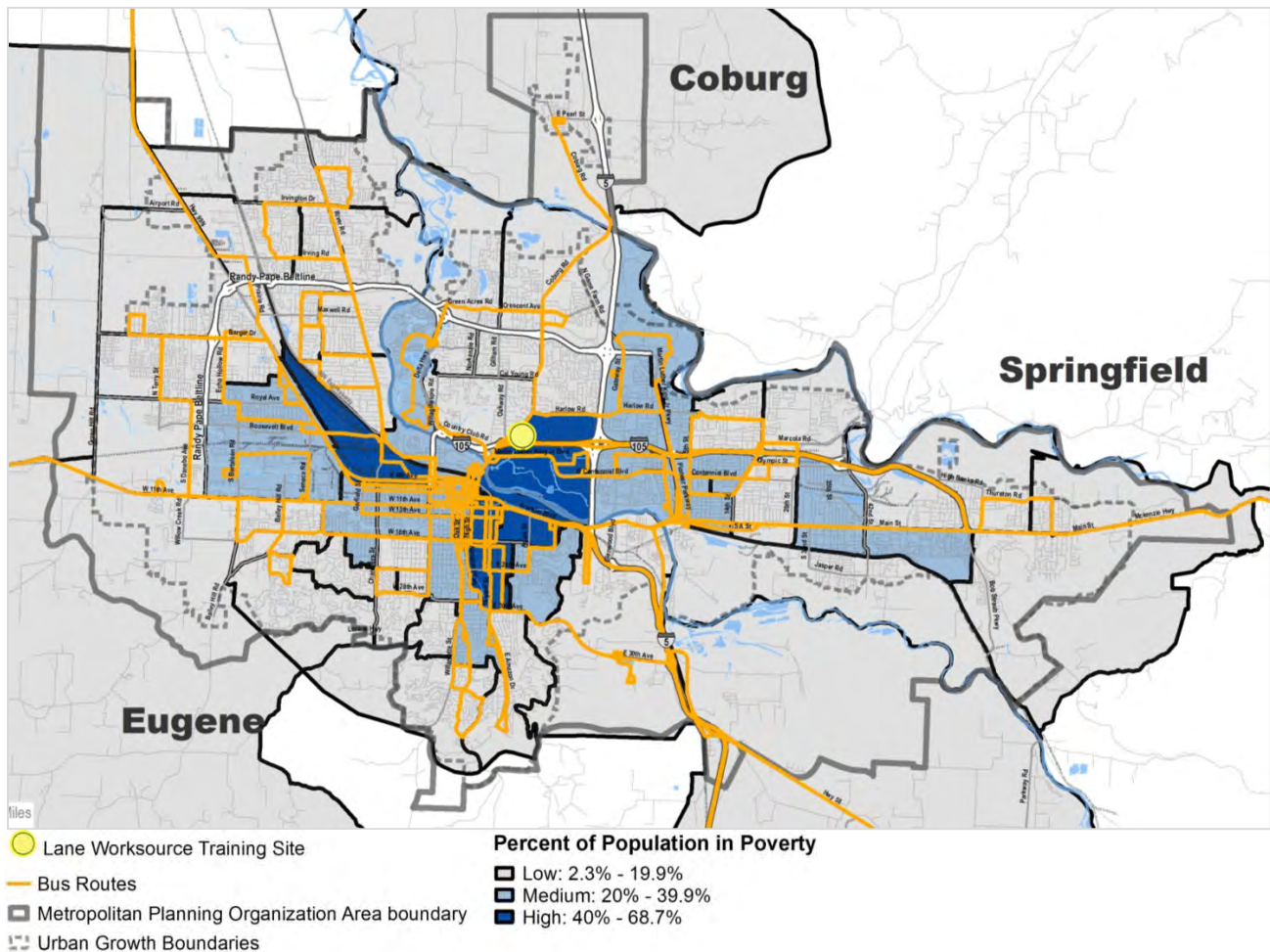


¹⁷⁵ These maps are results from the regional travel demand model for the Central Lane Metropolitan Planning Organization, and reflect conditions around January 2011. The 30 minutes for commute is total travel time including walking to and from stops/stations and wait time at transfer points. All jobs are included except self-employment. This map does not show how many people took public transit.

Workforce Training

The location of workforce training in relation to public transit is an important part of job accessibility, especially for lower income households or people experiencing poverty. The map below displays the one workforce development site in the region which is run by the State Employment Department. The site serves as a One-Stop Career Center, providing employment information for a variety of levels and needs. Job training is available at the local community college for those who can afford it, or are able to obtain funding.

Figure 9.8. Workforce Training Site Map, 2013

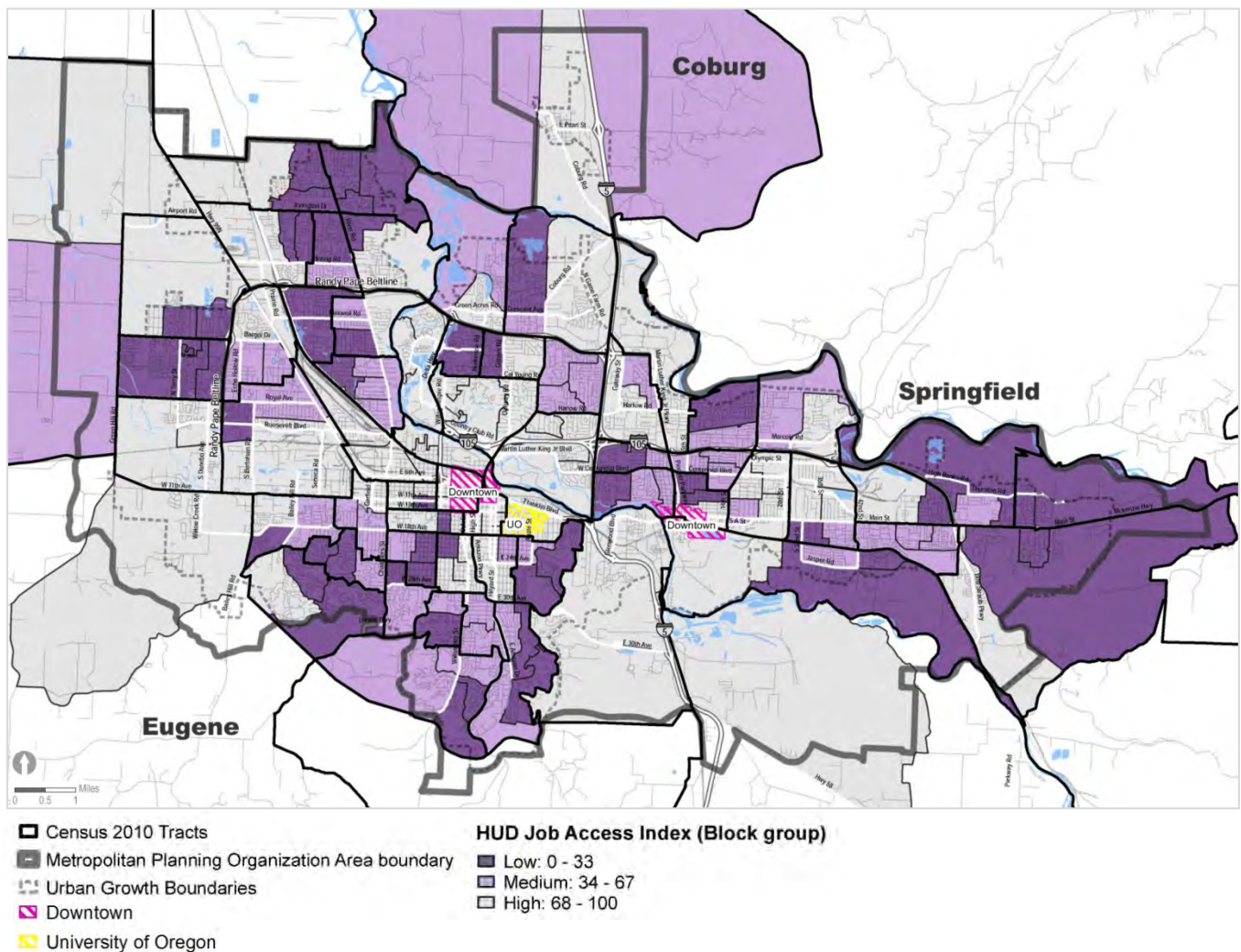


Job Access Index

The Job Access Index provided by HUD shows accessibility to employment centers. This data is based on distance to all jobs, is weighted more heavily for larger employment centers, and takes into the consideration the number of workers in each block group. The data is provided as percentile rankings, a higher percentile ranking indicates greater job access. This index is provided at the block group level. Areas with a lower (0-33) job access indices are mixed with a medium index (34-67) and are found in east, south, and mid-central Springfield, the north River Road area, and parts of west and south Eugene.

There are larger areas with a higher job access in the West 11th Corridor of Eugene, Downtown, and mid-central Eugene, and mid-central, south and northwest Springfield.

Figure 9.9. HUD Job Access Index Map



The HUD Job Access data table looks at possible disparities between the white population and specific Minority or Latino populations. A positive number indicates that the white population experiences higher index values (positive experience) than the comparison population. A negative number indicates that the white population has a lower index value (more exposure to poverty, negative experience) than the comparison population. The data provided by HUD is for the Metropolitan Planning Organization area and is outlined below. The indices range from 0-100 as percentile rankings.

All Households

For all households, the job access index is around the 52nd percentile. The Latino population has an index of 54, which is higher than the white (51) and total households, showing that the Latino population has more job access. The Asian population is higher than all households and the White population, with an index of 60, indicating the highest job access of any group.

Significantly, the Native American, and Pacific Islander households, while a smaller percentage of the overall population, all have higher indices for the Job Access Index than the White and overall households, with indexes ranging from 54-56. The Black/African American population is also a smaller percentage of the overall population; however, the index is 57, which is closer to the Asian household index values. The data for these populations in poverty is zero for the HUD Opportunity Dimensions for Households and Families. Interestingly, the Job Access index values for non-white populations are higher than the White and overall populations, which is a different pattern than other indices.

For households in poverty, the Job Access Index values are higher than for all households. The overall index value is 60, the white population in poverty value is 59, Latino population in poverty has an index of 56, and the Asian population an index of 73. These values indicate that the populations in poverty for all demographics have greater job access. There is a disparity of -14 for the White to Asian populations in poverty, indicating that the Asian population in poverty has more favorable job accessibility than the White population in poverty.

Table 9.2. HUD Opportunity Dimension: Job Access Index

	All	White	Black/ African American	Latino	Asian	Native American	Pacific Islander
All Persons (All Households)	52	51	57	54	60	54	56
Persons in Poverty	60	59	0	56	73	0	0
Family Households	52	47	52	53	52	49	56
Family Households in Poverty	60	59	0	56	73	0	0
All Children	48	47	51	53	51	49	0
Children in Poverty	52	53	0	52	0	0	0

Family Households

The Job Access index for family households overall is 52. However, while the White family households have an index of 47, the Latino family households have a higher index of 53, and Asian family households have a higher index of 52. This is different from other indices, where the Latino population had lower index values. This indicates that Latino family households overall have better job access than other Latino populations. It also indicates that Latino family households have greater job access than White and Asian family households.

The index for Black/African American family households is 52, which is the same as the overall family households. The Native American family household's index is 49, lower than the others, but higher than the White population (47), and the index for the Pacific Islander families is highest at 56. These Job Access index values indicate that non-white family households have greater job access than white family households.

For families in poverty, the Job Access Index values are higher than for all families. The overall index value is 60, the white family households in poverty value is 59, Latino family households in poverty has an index of 56, and the Asian family households have an index of 73. These values indicate that the families in poverty for all population demographics have greater job access.

Conclusions

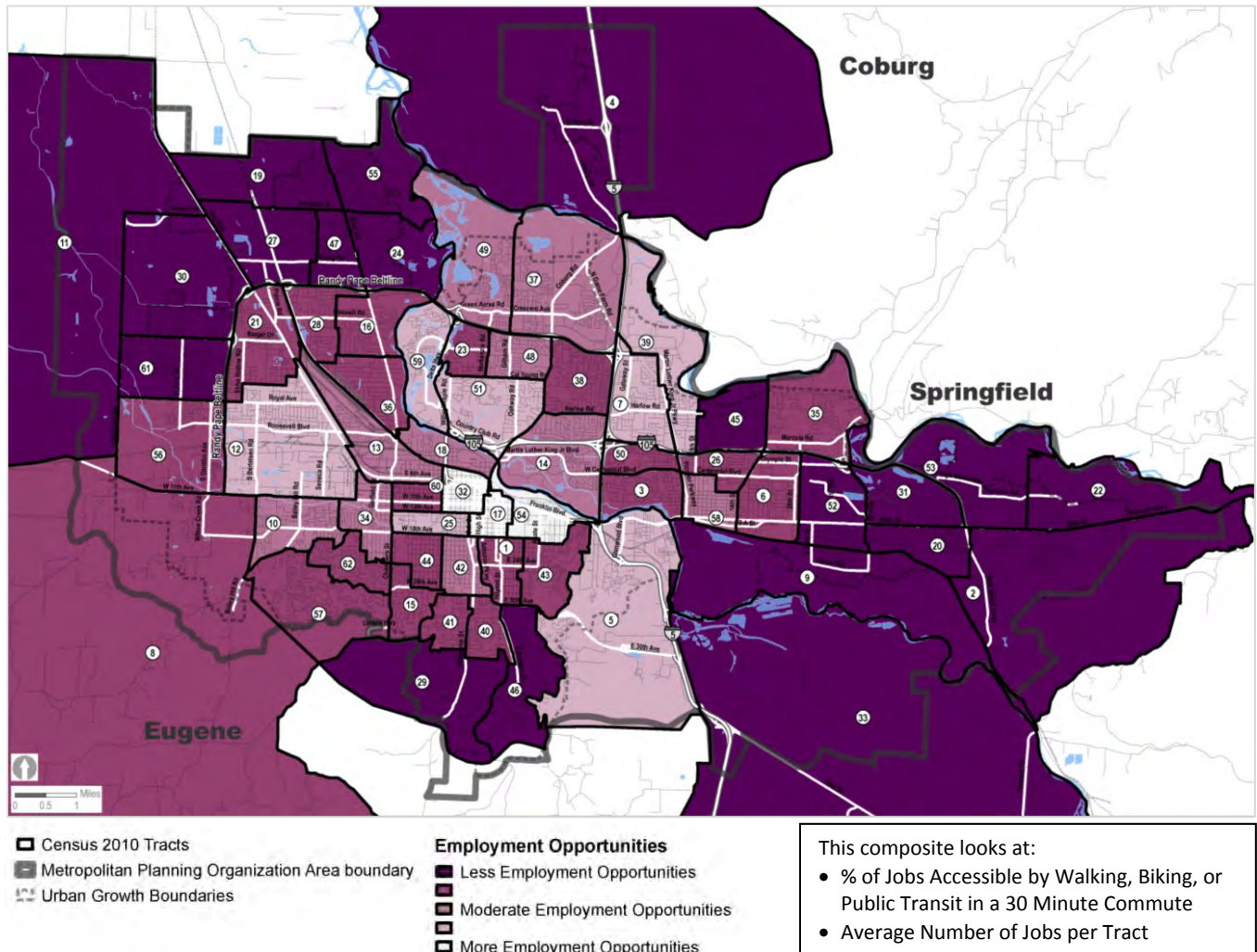
Employment opportunities for residents contribute to the economic wellbeing of that area and the community as a whole. Through this Assessment, several challenges to employment are identified and are outlined below.

- In the MPO, the amount of employment accessible by alternate modes of transportation within a 30 minute commute is small. Overall, more jobs are accessible in a 30 minute commute by bike than any other alternate mode.
- There is greater job accessibility in the central corridors of the region which include the West 11th, Roosevelt Boulevard and Hwy 99 corridors of Eugene. Also around the two area malls, in Eugene and the Gateway of Springfield, around the University and parts of east Eugene Springfield along the I-5 corridor, and Main Street in Springfield.
- The areas with higher employment are around the Roosevelt Boulevard West 11th area, north of Downtown by the regional mall Valley River Center, and the Downtown and University area of Eugene. In Springfield these areas are the northern Pioneer Parkway area, around the Gateway area, and south in Glenwood.
- There is one workforce training center in the region located in east Eugene along a major transportation corridor.
- Employment in the region while diversifying towards areas like education and health services is increasingly comprised of lower wage work.
- Youth ages 16-21 have unique challenges in entering the workforce due to lack of experience and training while employers are looking for more skilled workers.
- Residents in affordable housing developments identified certain barriers in looking for work: childcare, transportation, low salaries offered by available jobs, not having the experience or education needed for available jobs (computer skills), language, age, and disability.
- Unemployment is highest in the southern Hwy 99 area of Eugene, and the Gateway area in Springfield. In these areas, tracts have as high as 18% to 25.4% of the population unemployed.
- The Hwy 99 area and the Gateway Street tract in Springfield have high labor force participation with 63% to 79.3% of the population active in the labor force, however these are also areas of higher unemployment.
- Most of the region is moderately or highly active in the labor force. There are only a few tracts in Downtown Eugene and the University area with low labor force participation (31.3% to 46.9%).
- There are areas in the community where even though there is access to jobs by commute or the presence of employment, residents are still experiencing economic distress. These tracts also tend to have more vulnerable populations. These tracts are located in the Roosevelt Boulevard West 11th Corridor area, and Pioneer Parkway and Gateway St in Springfield.
- More employment opportunities appear near major transportation corridors and shopping areas. These are visible in the Employment Opportunities composite map.

The Employment Opportunities Composite displays the accessibility of employment opportunities. This composite looks at a combination of employment characteristics to help identify areas with greater job accessibility by alternative transportation and areas with more employment.

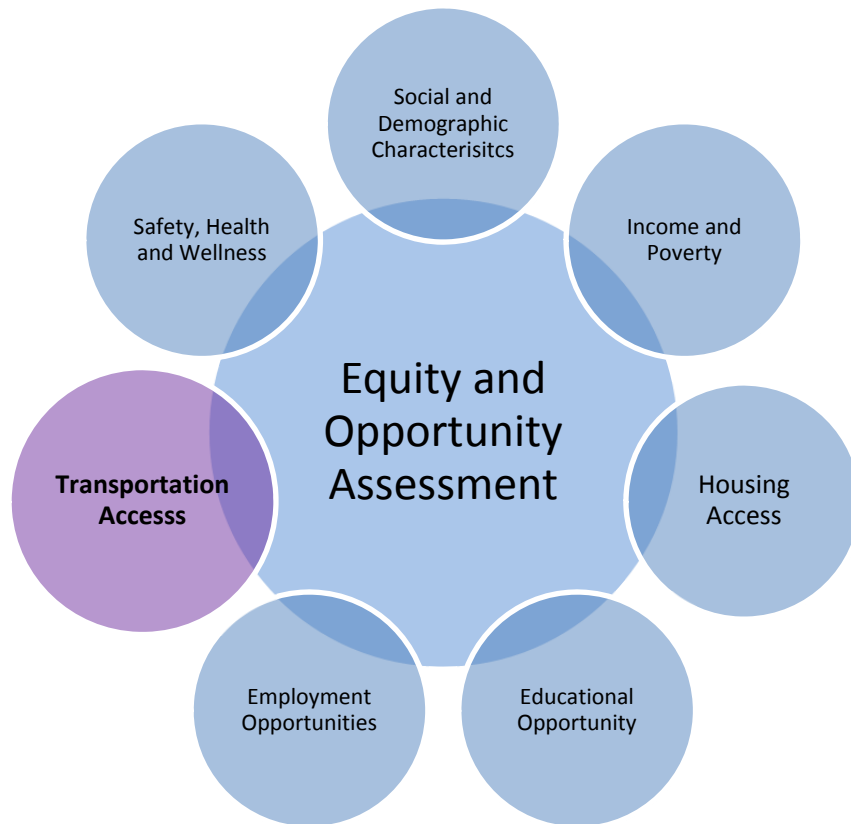
This composite is an overall snapshot, and is intended only to look at how accessible employment is for the Assessment area. In the Assessment area, tracts with more employment opportunities are in Downtown Eugene and the University area. Most tracts that have a high access to jobs in 30 minutes by bike also have a high number of jobs. Areas with less employment opportunities are in northwest Eugene, Coburg, and south Eugene, along with south and mid to east Springfield. These areas with less opportunity have low access to jobs by alternative transportation and a low or medium number of jobs per tract. Many, but not all of these areas are residential, and in rural areas of the county.

Figure 9.10. Employment Opportunity Composite Map



10.0 Transportation Access

Accessibility of transit is another key indicator of community livability and opportunity because it gives residents the ability to access services and opportunities such as education, employment, and housing. This chapter includes sections on commute trends in the region, types of commutes workers use, and access to public transit with the percentage of households within a ½ mile of a public transit stop.

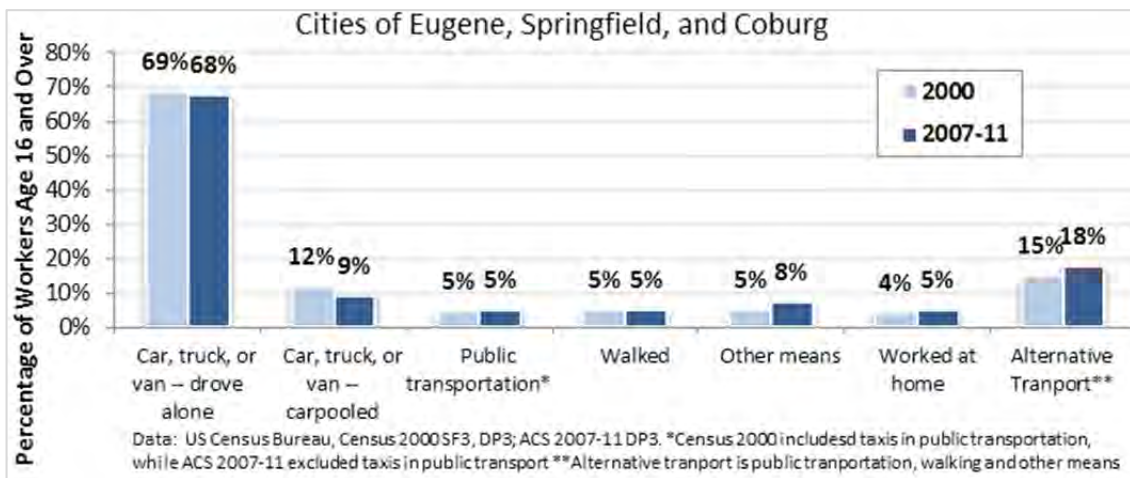


Residents that Commute

In the Cities of Eugene, Springfield, and Coburg, about 68% of the population drove alone to work and approximately 9% of the population carpooled for the 2007-2011 time period. Since 2000, the proportions of the population that use different types of commutes have changed. While the majority of the population still drives alone to work, the percentage of people who carpool has decreased from 12% to 9% and the percentage of the population that uses an alternative mode of transportation has increased from 15% (2000) to 18% (2007-11). Alternative transportation for the commute data includes public transit, biking, walking, and other modes.

Overall, the number of workers from 2000 to 2007-2011 has increased 5%. The amount of people who carpool has decreased 19%, and the number of people who use “other means” of transportation has increased 55% since 2000. Other areas have seen increases too, such as the number of people who work from home (21%) and the percentage of people overall who use alternative transportation (25%, this includes other means).¹⁷⁶

Chart 10.1. Type of Commute, 2000 to 2007-2011



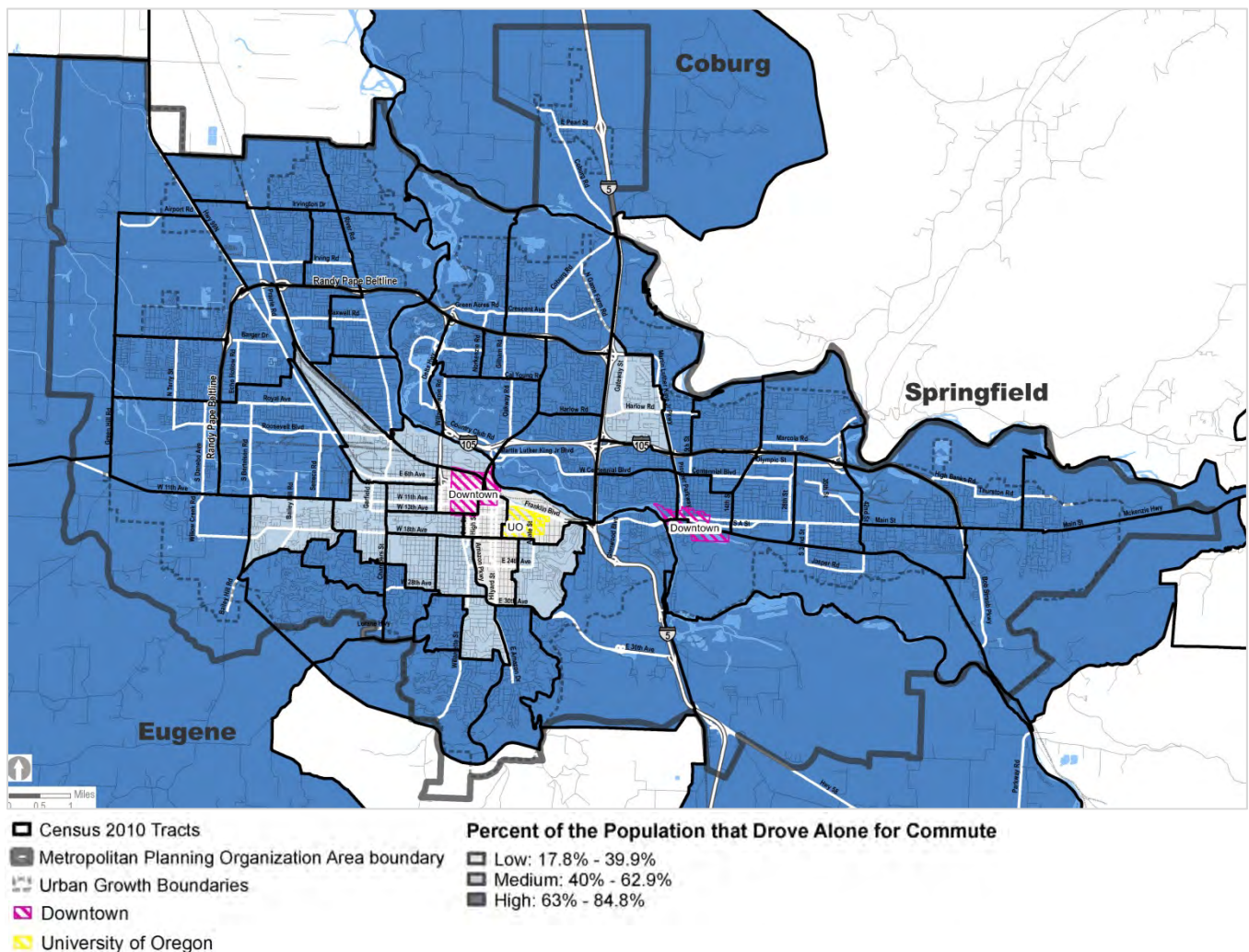
¹⁷⁶ Information on the type of commute from the US Census is based on residence, for example, when looking at tract level data, the tract represents place of residence a person used that form of commute from. Data on commuters for the tracts in the Assessment area may vary slightly from data collected for the Cities of Eugene, Springfield, and Coburg.

Commuters who Drove Alone

Information on the population that drives alone to work helps us to understand areas where people choose to drive, by choice or lack of other options. It also shows us areas where there is a dependence on automobiles, versus alternative transportation.

About 70% of commuters in the Assessment area drive alone to work. The majority of commuters in the region drive alone for their commute. Less people drive alone to work around the University area (17.8% to 39.9% of commuters) and may have chosen alternative transportation or carpooling. Around the University area and west of the University in mid-central Eugene and north-west Springfield around Gateway a medium percentage (40% to 62.9%) of workers drive alone to work.

Figure 10.1. Percentage of Commuters that Drive Alone Map, 2007-2011

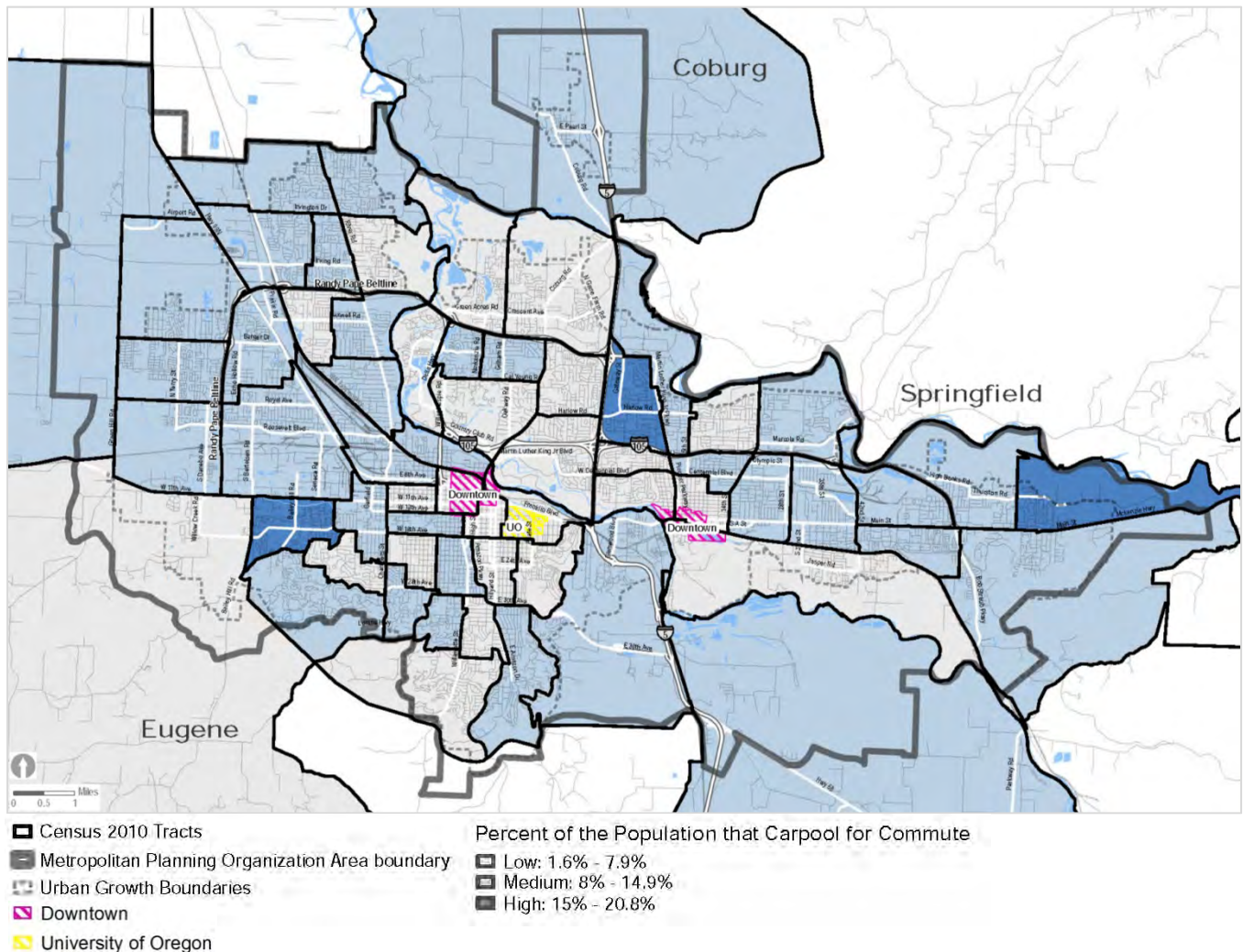


Commuters who Carpool

Information about commuters that carpool shows us where more residents choose not to drive alone. This helps us to understand where people may have other challenges related to transportation such as alternate work schedules, schedules that do not fit the public transportation schedule, or areas where using alternate transportation at night may not be an option due to perceived safety or climate. People who carpool may be more inclined to use alternative transportation.

About 12% of commuters in the Assessment area carpool. The main areas where people do not carpool are in northeast Eugene, parts of south Eugene, mid-south west and south Springfield, and the University area of Eugene. The three tracts with the highest percentages (15% to 20.8%) of commuters are in east Springfield, south-west Eugene, and the Gateway Street area. About 9% of commuters that carpool are in these three areas.

Figure 10.2. Commuters who Carpool Map, 2007-2011

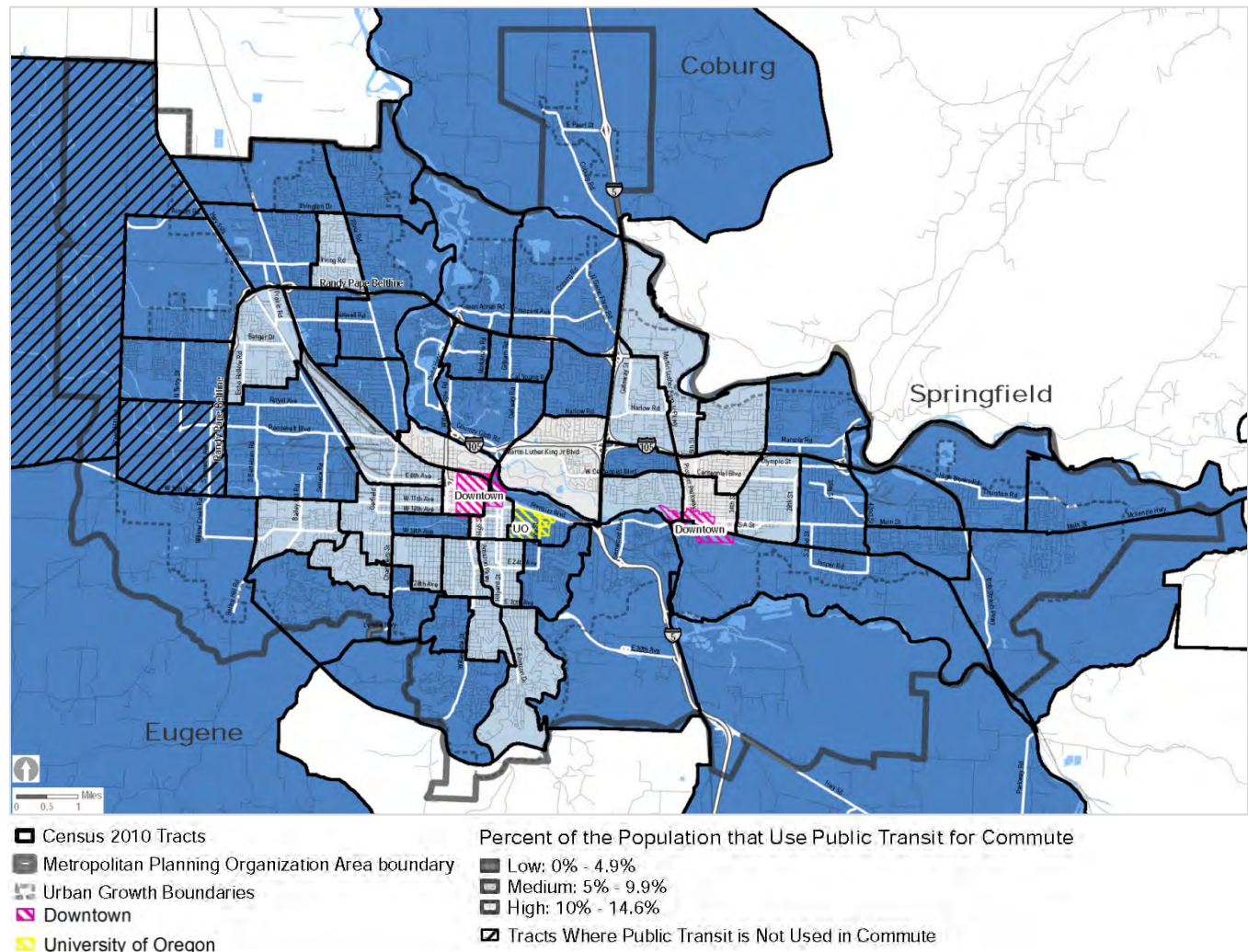


Commuters who Use Public Transit

Looking at how people get to work can help to understand where in the community people may face barriers to transportation access. Public transit accessibility is measured not only through proximity to work or home, but also cost and time schedules for many workers.¹⁷⁷

About 4% of commuters in the Assessment area use public transit. The main areas where a higher percentage of workers use public transit are in the downtown regions of Eugene and Springfield. About 30% of the population that uses public transit for commute are in the five tracts with the highest percentages (10% to 14.6%) and around 50% of the population that use public transit (2,646 people) are in the medium percentage tracts. These tracts are locations in the Hwy 99, downtown and south Eugene areas, and in Springfield along Pioneer Parkway and Main Street.

Figure 10.3. Commuters who Use Public Transit Map 2007-2011

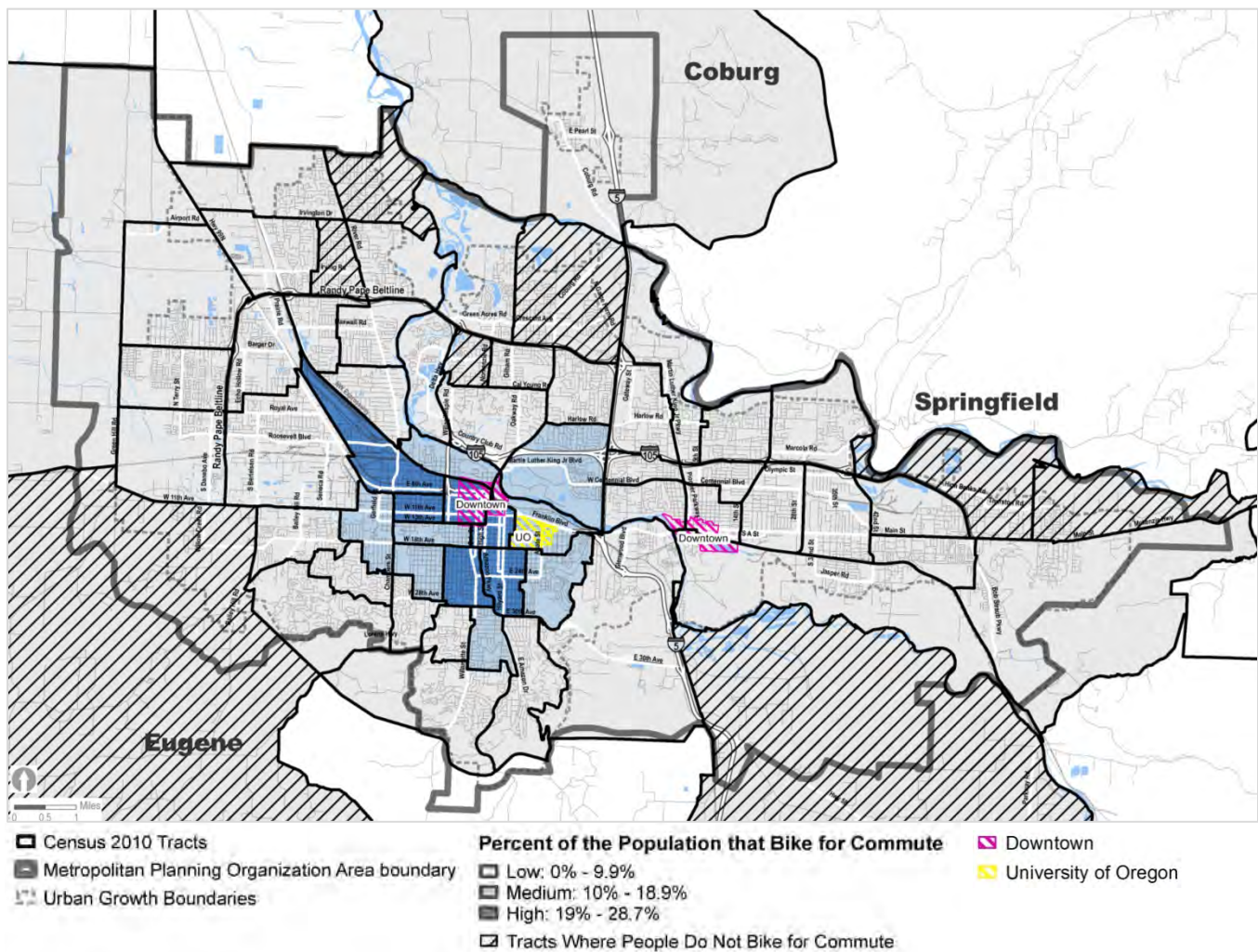


¹⁷⁷ Some of the commute data from the ACS has high margins of error, and is used here for reference only.

Commuters who Bike

In the MPO, biking is one of the most common modes of alternative transportation. Most of the region has transportation infrastructure that takes into account the needs of bicyclist, this is visible through dedicated bike paths and street lanes. The University of Oregon has started a bike-share program, and the City of Eugene is looking at bike share programs.¹⁷⁸ About 34% of workers in the Assessment area commute by bike. The main areas where workers commute by bike are west of the University, mid-central, Downtown, and Trainsong areas of Eugene. These areas have the highest percentages (19% to 28.7%) of commuters that bike to work. Areas with the most bike commuters are visible in the central core and University areas of Eugene. In the remaining areas, less than 10% of workers commute to work by tract. In tracts with black cross-hatch (diagonal lines) no workers commute by bike.

Figure 10.4. Commuters who Bike Map, 2007-2011



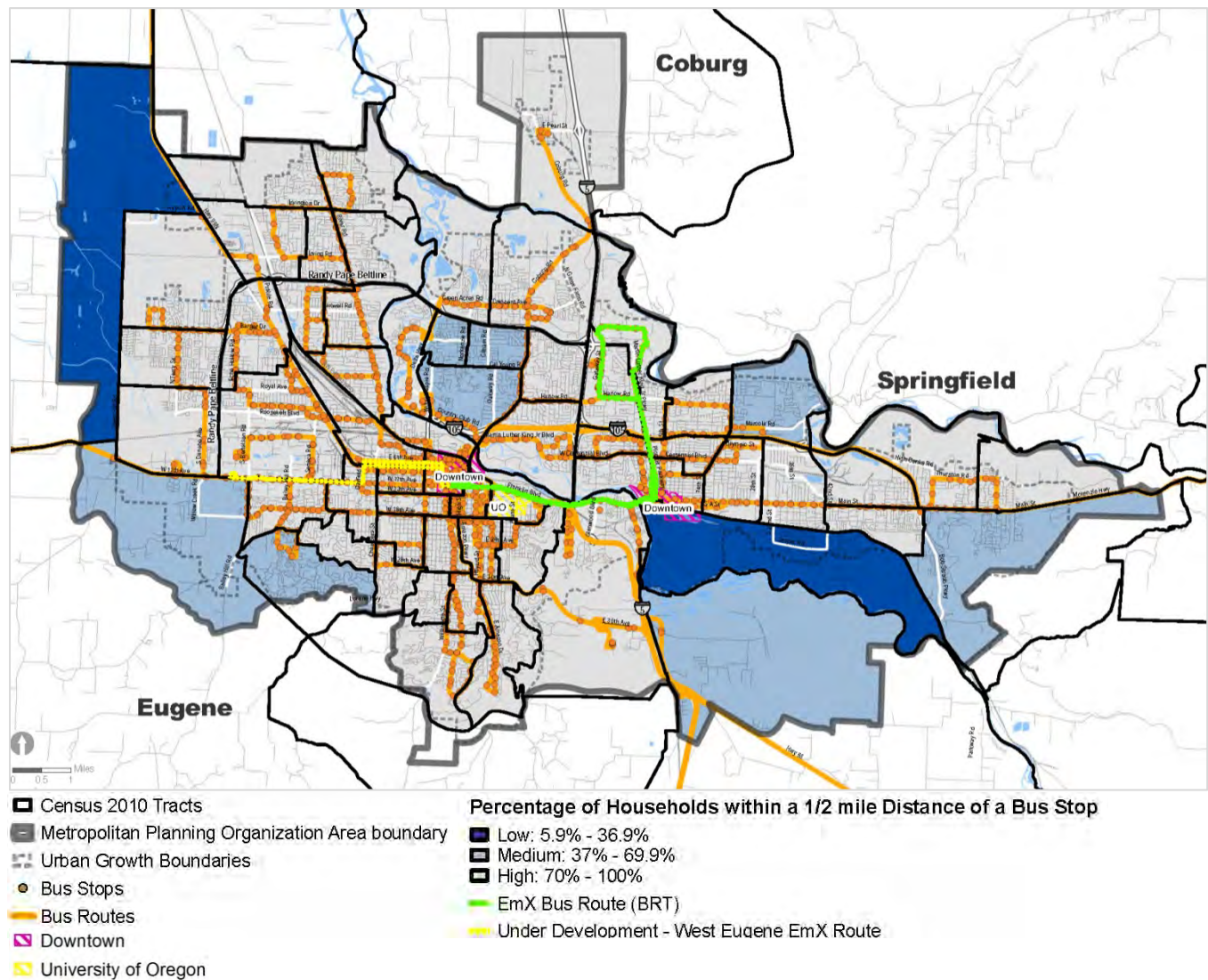
¹⁷⁸ The Register Guard. *City Eyes Bike Sharing*. December 8, 2013 <http://www.registerguard.com/rg/news/local/30826321-75/bike-share-system-bikes-eugene.html.csp>

Access to Public Transit

Access to transportation enables residents to travel outside their neighborhood for education, employment, or services. When transit is less accessible through cost and/or location, residents can become isolated and do not have as much access to opportunities. Residents also may have to rely on automobiles in areas with less public transit, and this can be a financial hardship.

About 92% of residences in the MPO are within a ½ mile of a bus stop. There are two areas with lower access (5.9% to 36.9% of households), these are in west Eugene, and south Springfield.¹⁷⁹

Figure 10.5. Access to Public Transit Map, 2013



¹⁷⁹ Percentage of households based on residential site addresses within the MPO boundary only.

Lane Transit District (LTD) is the regional public transit system which has a fairly comprehensive routing system for urban and rural areas of the county. The 2011 Origin/Destination Study by LTD provides comprehensive social and economic information about riders.¹⁸⁰

In October 2011, LTD had over 1,114,580 boardings, which is an increase of 7% from October 2007-October 2011. This survey had about 87% of the 8,617 surveys returned. General information from the survey shows:

- LTD riders are primarily commuters with 51% riding 4-6 days a week and over 27% using LTD daily
- 33% of riders are transit dependent
- 16% of riders do not have a license or vehicle, and 17% have a license but no vehicle
- The majority of riders (33%) are riding the bus to college, and 28% ride the bus to work
- 33% of riders are dependent on the bus system
- About 66% of riders have incomes of \$25,000 or less; (this is overall and excluding students over 20 years old)
- About 68% of riders are students with incomes below \$25,000
- To access bus stops, 86% of riders walk to the bus
- Around 5% of riders needed assistance
- 64% of riders are under age 30
- 6% of riders were over 60 years of age, and 14% of these riders need assistance
- 56% of riders are students, of these, 9% are employed and students
- 17% of riders are employed and not students
- 27% are not employed or students
- About 86% of riders said they would continue to use LTD in 2012, 14% said they would probably use the bus less in the year and 7% plan to get a car
- The age of riders has stayed relatively the same, with most riders falling in the 20-24 age group, indicating a heavy influence by University and college students
- Riders with incomes over \$45,000 are more likely to ride only one bus per trip, compared to other riders with lower incomes
- Most riders take the bus for work, school, or shopping.
- Student riders: University of Oregon: 45% of student riders, LCC: 36%, and 19% attend a secondary school
- When the free bus program ended for middle and high school students in 2011, the counts for students was reduced
- The Origins and Destination Report also provides information about assistance needs of riders. Overall, riders who needed assistance felt that their needs were being met very well (36%), only 3% of these riders reported they felt their needs were poorly met. The most common assistance a rider needed was stop announcements and the lift/ramp for boarding/deboarding the bus.

180 Lane Transit District, *2011 Origin/Destination Study, Research Report*, February 2012.
[http://www.ltd.org/pdf/2012%20FINAL%20O&D%20Report%20\(2-08-2012\).pdf](http://www.ltd.org/pdf/2012%20FINAL%20O&D%20Report%20(2-08-2012).pdf)

- About 5% of riders needed assistance and a small portion of riders have service animals (0.4%) or personal assistants (1%). Of the riders with service animals, 25% said they felt their needs were being poorly met.
- Looking at how riders perceive the accessibility of the public transit and the availability of public transit for helps to identify how this service in the community is working. Not only do some populations with disabilities depend on public transit, but also youth, and older/elderly populations.
- Most riders, regardless of ethnicity commented that LTD met their needs very well. Very few riders of any ethnicity reported that their needs were met poorly except for African American riders, where 10% reported their needs were met poorly, but it is also important to note that 38% reported their needs were met very well.
- A few of the top service improvements in the survey were a need for later evening service, more frequent weekend service, schedule information at bus stops, and more bus shelters.¹⁸¹

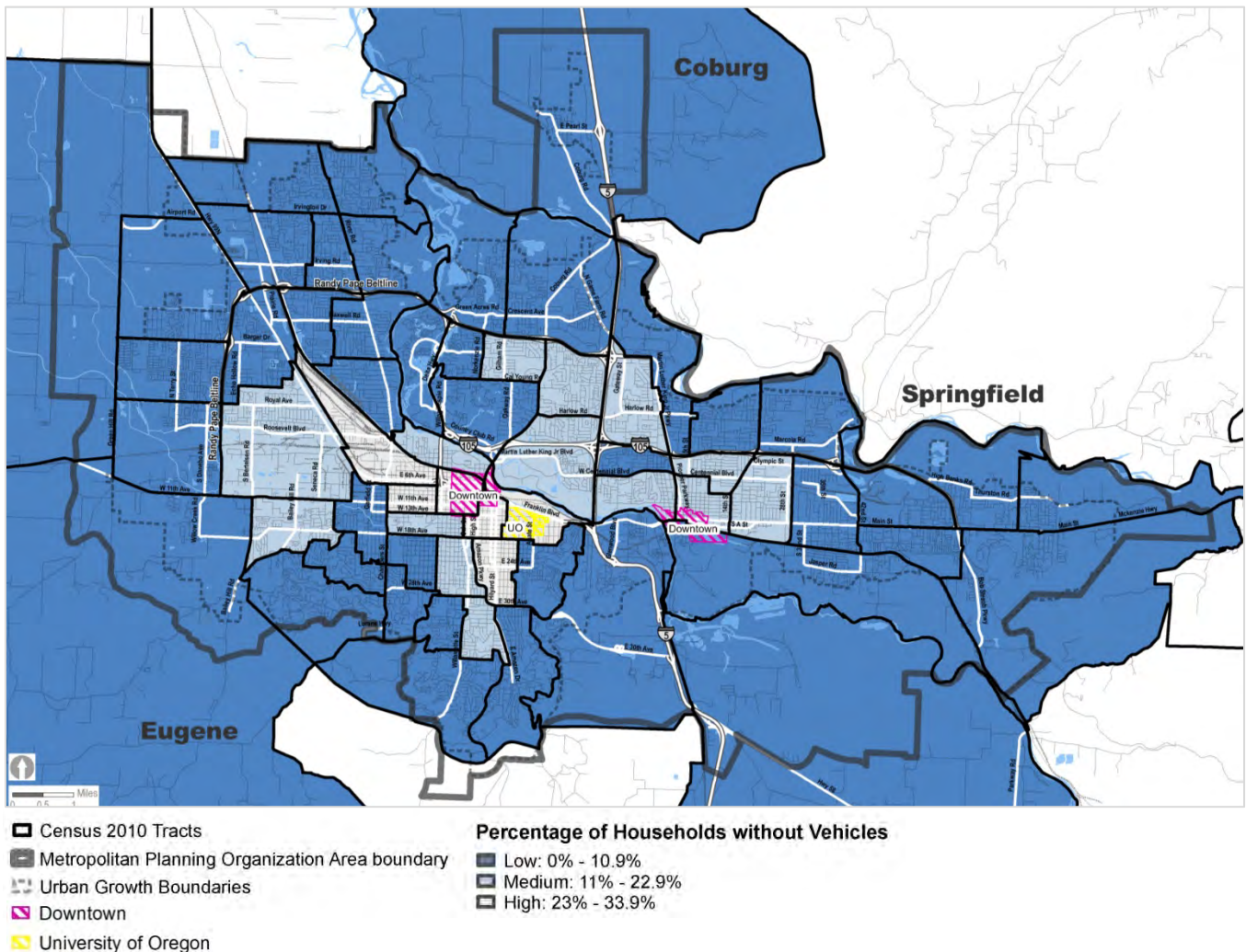
¹⁸¹ Lane Transit District, *2011 Origin/Destination Study*, Research Report, , February 2012.

Households with No Vehicles

People who choose to not have vehicle use alternate transportation such as biking, public transit, or walking. Other people do not have a vehicle because the costs are prohibitive, or they experience other barriers to car ownership. About 10% of households in the Assessment area do not have a vehicle.

The main areas where households do not have vehicles are centered around Downtown, west Eugene Hwy 99, and the University areas. These six tracts have the highest percentages (23% to 33.9%) of households without vehicles. About 30% of households without vehicles are in these six tracts. The University and Downtown Eugene areas are different than the West Eugene Hwy 99 area. The University and Downtown Eugene are college and urban retail environments, while the west Eugene Hwy 99 area is more commercial/industrial and single family residential. The following land use map illustrates these uses in the three areas.

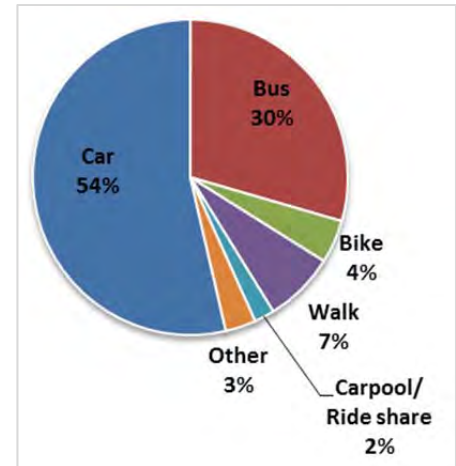
Figure 10.6. Households without a Vehicle Map, 2007-2011



Affordable Housing Resident Transportation

About 54% of residents in the Affordable Housing survey said their primary mode of transportation is a personal car, another 30% reported they travel by bus, 7% walk, 4% bike, and the other 5% carpool or choose a different method.¹⁸² Transportation has been mentioned as a major concern for residents of affordable housing developments. Residents report that not only the cost of personal transportation by car is a prohibitive cost, but that also the public bus system is expensive. About 31% of residents have a bus pass, however 66% said they would use the bus if passes cost less. This is even more of a concern to families since they have to purchase passes not only for themselves, but also for their children over age 5. A set of bus passes for a family with two adults and two children will cost \$144 per month, adults are \$48 and youth \$24.¹⁸³ Residents also had concerns about traffic safety, and identified challenges of using public transportation including grocery shopping, infrequency and lack of service in areas, difficulty access bus stops (sidewalks, lighting, crosswalks), and dealing with the weather when walking and waiting for the bus.¹⁸⁴ Many residents in the survey said that if they could, they would own a car because it was easier and more convenient.¹⁸⁵

Chart 10.2. Affordable Housing Resident Transportation Type



¹⁸² Equity and Opportunity Assessment Outreach Project, 2013 Focus Groups and Affordable Housing Community Survey, Report of Findings and Recommendations, November 2013, draft

¹⁸³ Lane Transit District. Fares and Passes. <http://www.ltd.org/faresandpasses.html?SESSIONID=76bf8af086b71542bc49eb3570d1d745>

¹⁸⁴ Equity and Opportunity Assessment Outreach Project, 2013 Focus Groups and Affordable Housing Community Survey

¹⁸⁵ Equity and Opportunity Assessment Outreach Project, 2013 Focus Groups and Affordable Housing Community Survey

Conclusions

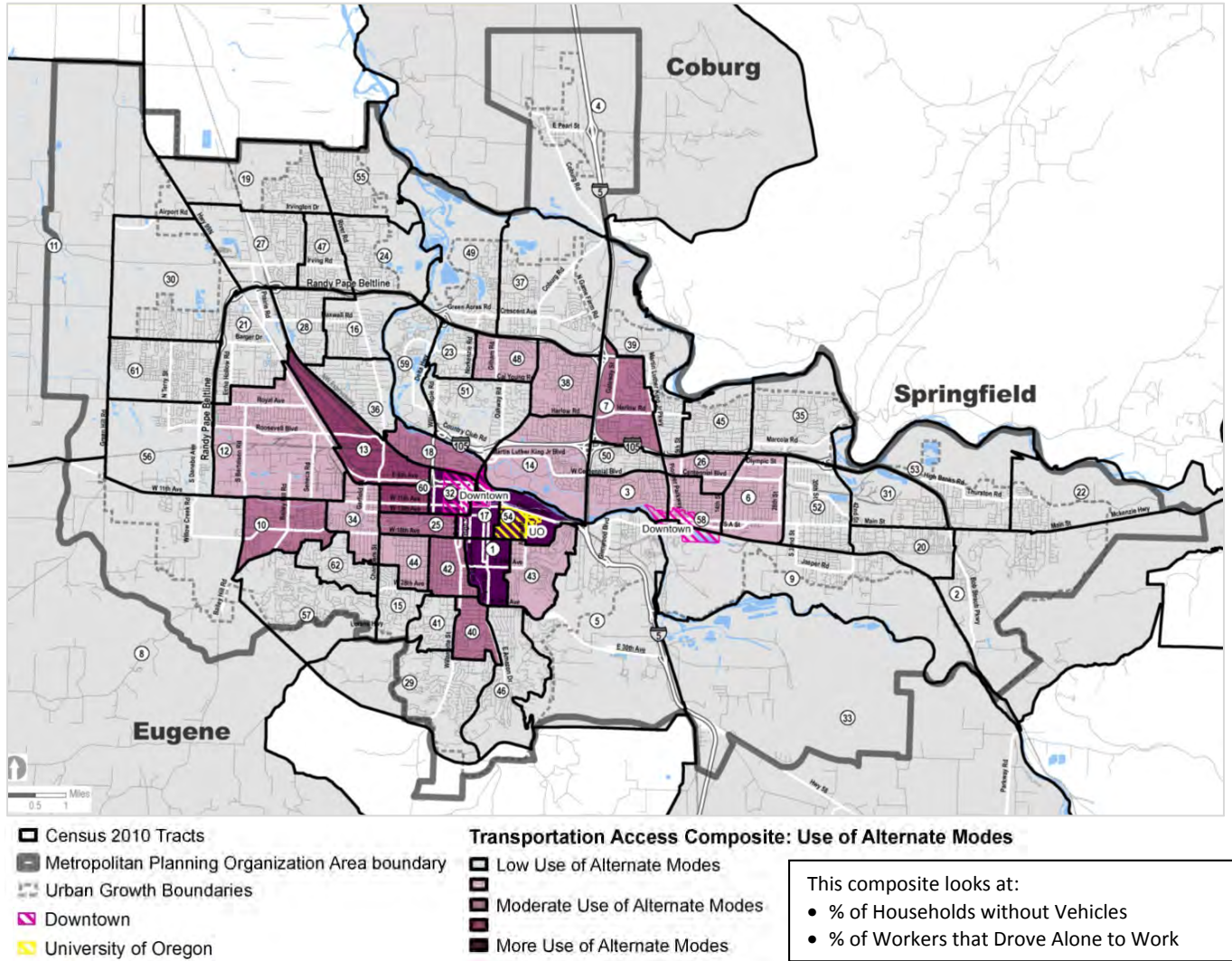
Transportation is a critical stepping stone to how residents interact with their neighborhood and the community. Access to reliable, affordable transportation is a key component of a livable neighborhood and acts as a conduit to providing residents with greater opportunities. Findings from this Assessment that highlight challenges and opportunities for residents are outlined below.

- More people seem to be using alternative transportation. Areas where fewer people drive alone are in the University and downtown areas of Eugene.
- About 70% of workers commuted in a personal vehicle in the 2007-2011 time period, however, the percentages of people driving instead of using alternative or other transportation have decreased.
- About 12% of commuters carpool. The three tracts with the highest percentages (15% to 20.8%) of commuters who carpool are located in the south West 11th Corridor in Eugene, in the Gateway St area, and East Springfield.
- Only about 4% of commuters reported they used public transit in the Assessment area. There were five tracts with the highest percentages (10% to 14.6%) of commuters that used public transit, and 20% of commuters that used transit were in these tracts. These areas are located in Downtown Eugene, and Downtown Springfield. Notably, 50% of commuters that used public transit were in the medium percentage category tracts. These locations reflect where commuters live, showing that most people who take public transit to work live near the Downtown and core areas, or on direct transit corridors.
- In the Assessment area, about 10% (10,580) of households do not have a vehicle, and a majority of these households are in the central area of Eugene in Downtown, the University area, and West Eugene Hwy 99. In these 6 tracts with the highest percentages about 23% to 33.9% of households are without vehicles. About 30% (3,171) of households without vehicles are in these tracts.
- Around 6% of residents bike to work in the Assessment area. Residents who bike mainly live in the downtown core area of Eugene, around Hwy 99 and south of Downtown by the University. There are 6 tracts with the highest percentages (19% to 28.7%) of commuters who bike, around 34% of all commuters who bike are in these areas. There are several tracts throughout the Cities of Eugene and Springfield that show no commuters who bike.
- A majority of the households in the MPO live within a ½ mile of a public transit stop.
- The public transit study found that 86% of riders walk to the bus and that riders with incomes over \$45,000 were more likely to take only one bus per trip, compared to riders with lower incomes. Most public transit riders are commuters, 33% are transit dependent, and 66% have incomes of \$25,000 or less (excluding students over 20 years old).
- Over half of public transit riders are students, and 45% of those riders are UO students, and 36% LCC, and 19% attend a secondary school. The access to free transit passes for University students is also important to consider.
- Service improvements for public transit were identified through the LTD ridership survey, this survey identified the need to later evening service, more frequent weekend service, schedule information at bus stops, and more bus shelters.

The percentage of households without a vehicle combined with the percentage of commuters that drive alone to work helps to identify where in the community residents are more likely to use alternate modes of

transportation. These areas are visible in the Use of Alternate Modes Composite map. **This composite is an overall snapshot and seeks to identify areas where residents may use alternate modes of transportation besides a car.**

Figure 10.7. Use of Alternate Modes Composite Map



There can be many different reasons why people use alternate transportation, for some it is a choice, and for others they may have fewer options available to them, (they don't own a car, or cannot afford a bus pass). Information in the composite tells us not only where in the community people may use transportation besides automobiles, but where in the community there are options available as alternatives to owning a car, which is an expense that can be prohibitive for many lower income people and families.

Areas with more use of alternate modes of transportation are primarily around the University and Downtown Eugene. These areas show higher percentages of households without vehicles (23%-33.9%) and less people driving to work (17.8%-39.9%). It is important to note that the areas with more use of alternate modes are also the University area, where it is assumed there is a greater student population. This is important because the larger student population may increase the demand on alternate transportation; since most students probably

do not own cars and live adjacent to the University. It is important to note also that University of Oregon Students have a free bus pass.

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.

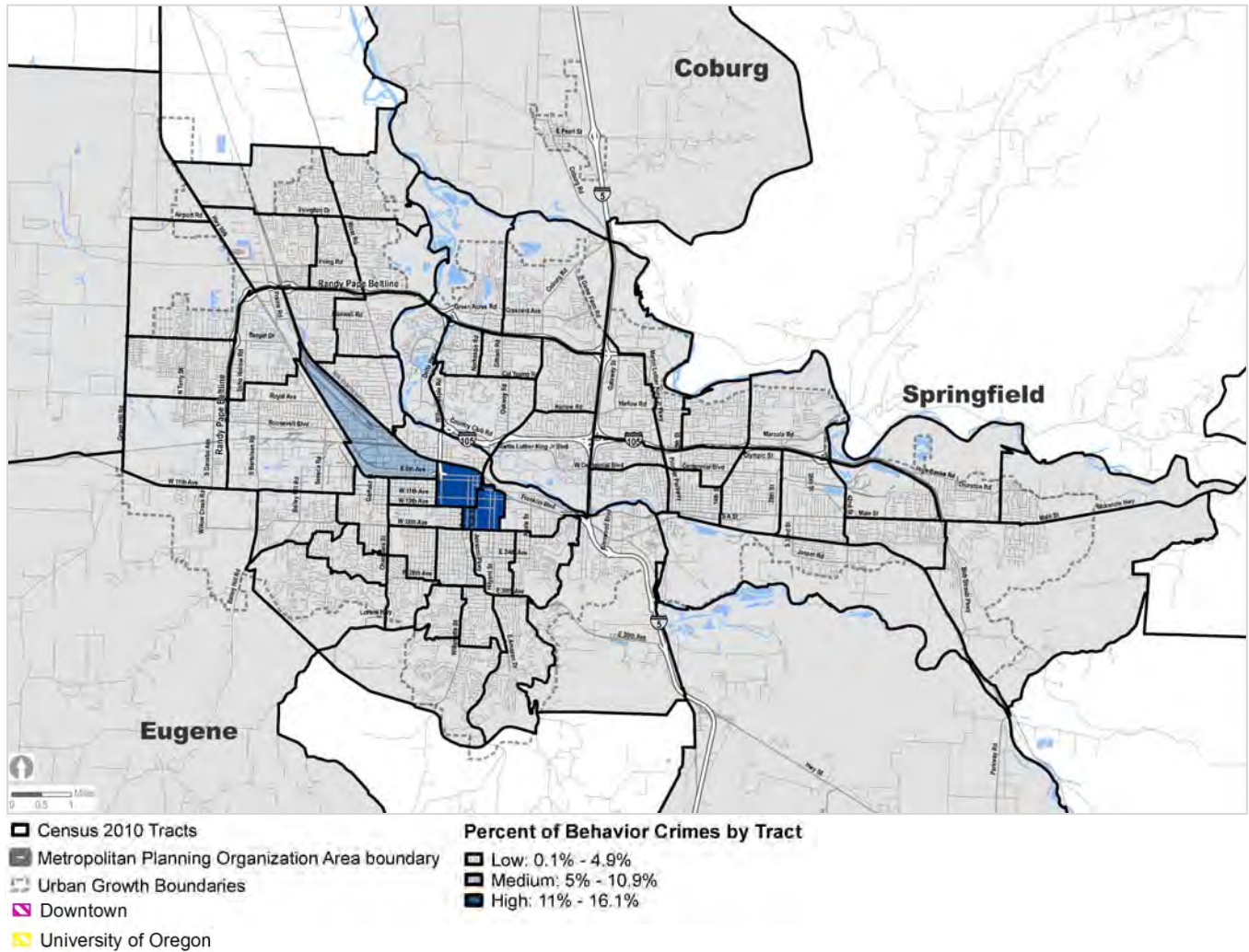
¹⁹⁰ This data is analyzed by looking at that particular crime as a percentage of that crime total which allows us to see how crimes are distributed in the community. A tract may show 1% property crime, but that is # of property crimes out of all property crimes for the whole area. Same denominator is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

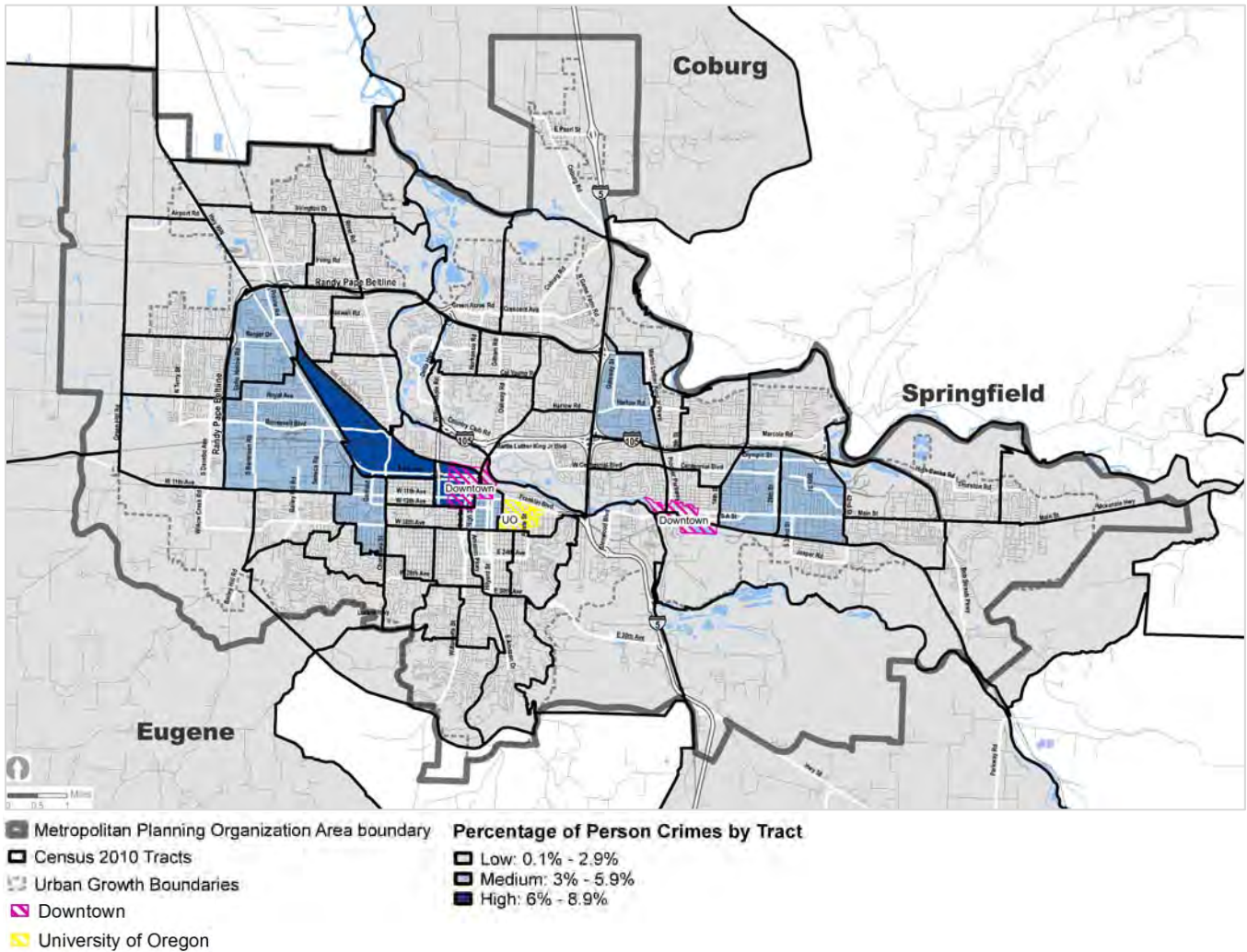


¹⁹² City of Eugene, Eugene Police Department. "Behavioral crimes include criminal offenses that violate laws relating to personal conduct, responsibility and public order. These include prostitution, drug and alcohol offenses, weapons offenses and disorderly conduct." <http://www.eugene-or.gov/index.aspx?NID=1204>

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

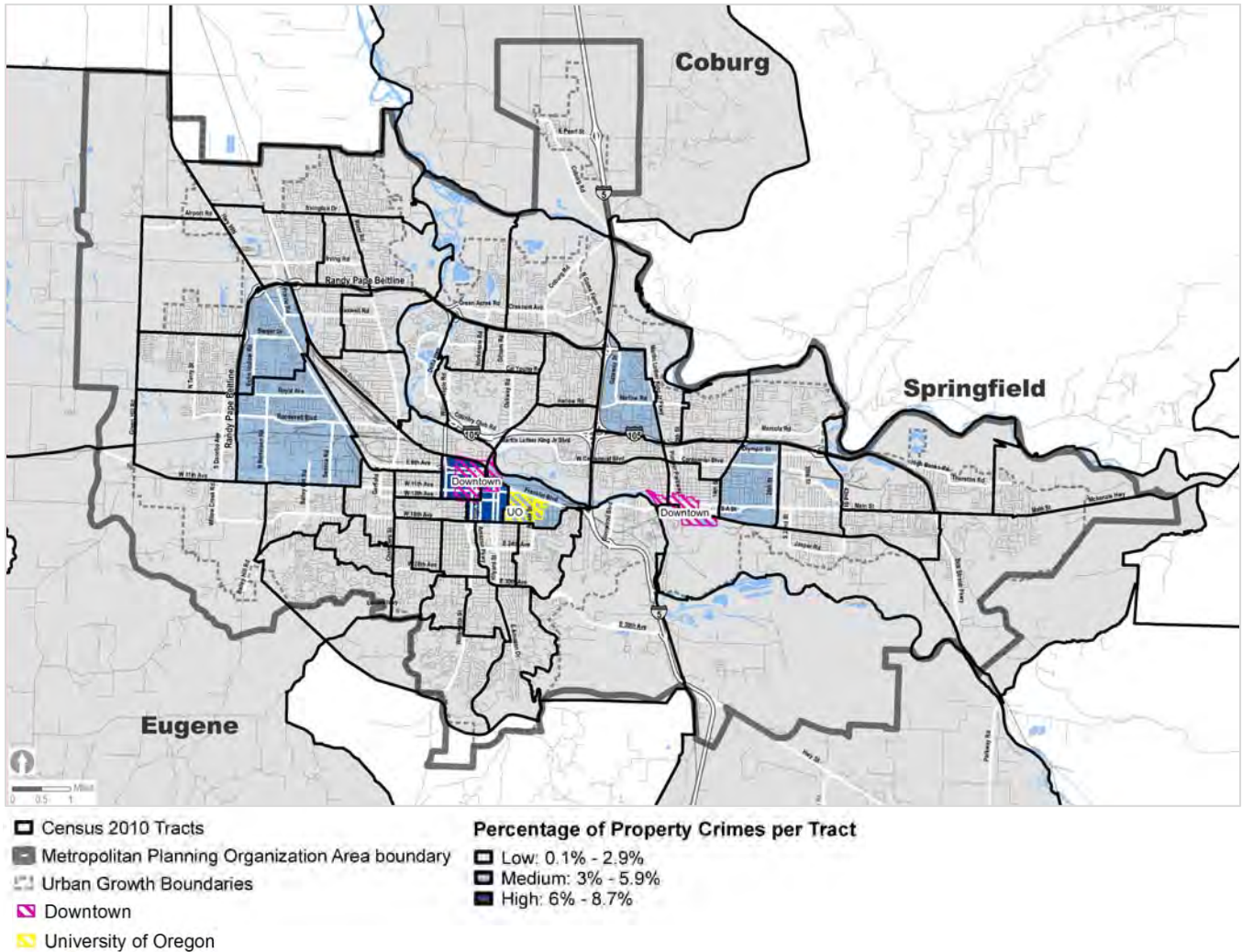


¹⁹³ City of Eugene, Eugene Police Department. "Person crimes include criminal offenses in which the victim is present and the act is violent, threatening or has the potential of being physically harmful. Examples include homicide, robbery, kidnapping, assault, rape and other sex offenses." <http://www.eugene-or.gov/index.aspx?NID=1204>

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



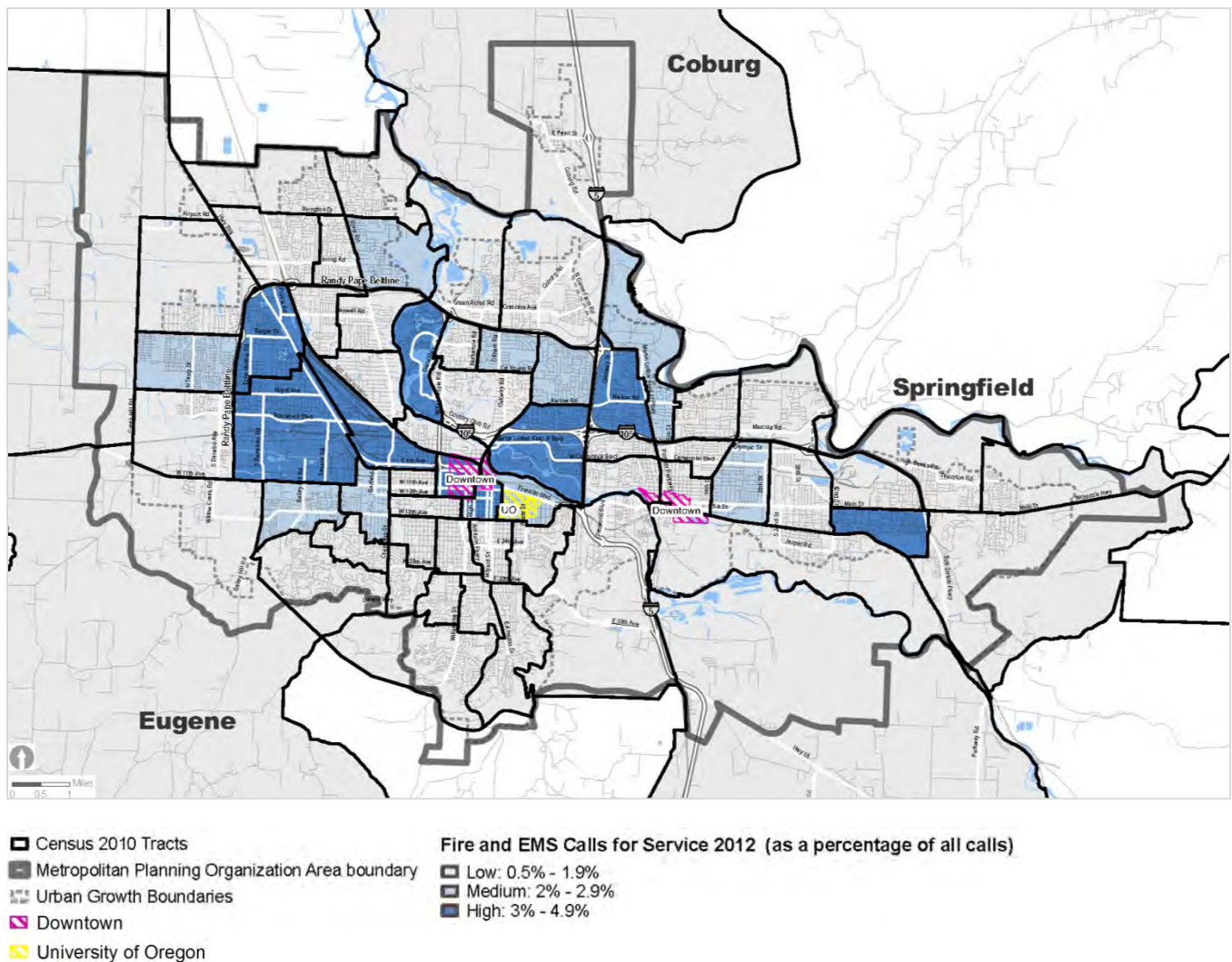
¹⁹⁴ City of Eugene, Eugene Police Department. "Property crimes include offenses which involve property destruction or taking something of value by theft or deception. Examples include burglary, vehicle theft, other thefts, forgery and fraud, arson and vandalism." <http://www.eugene-or.gov/index.aspx?NID=1204>

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

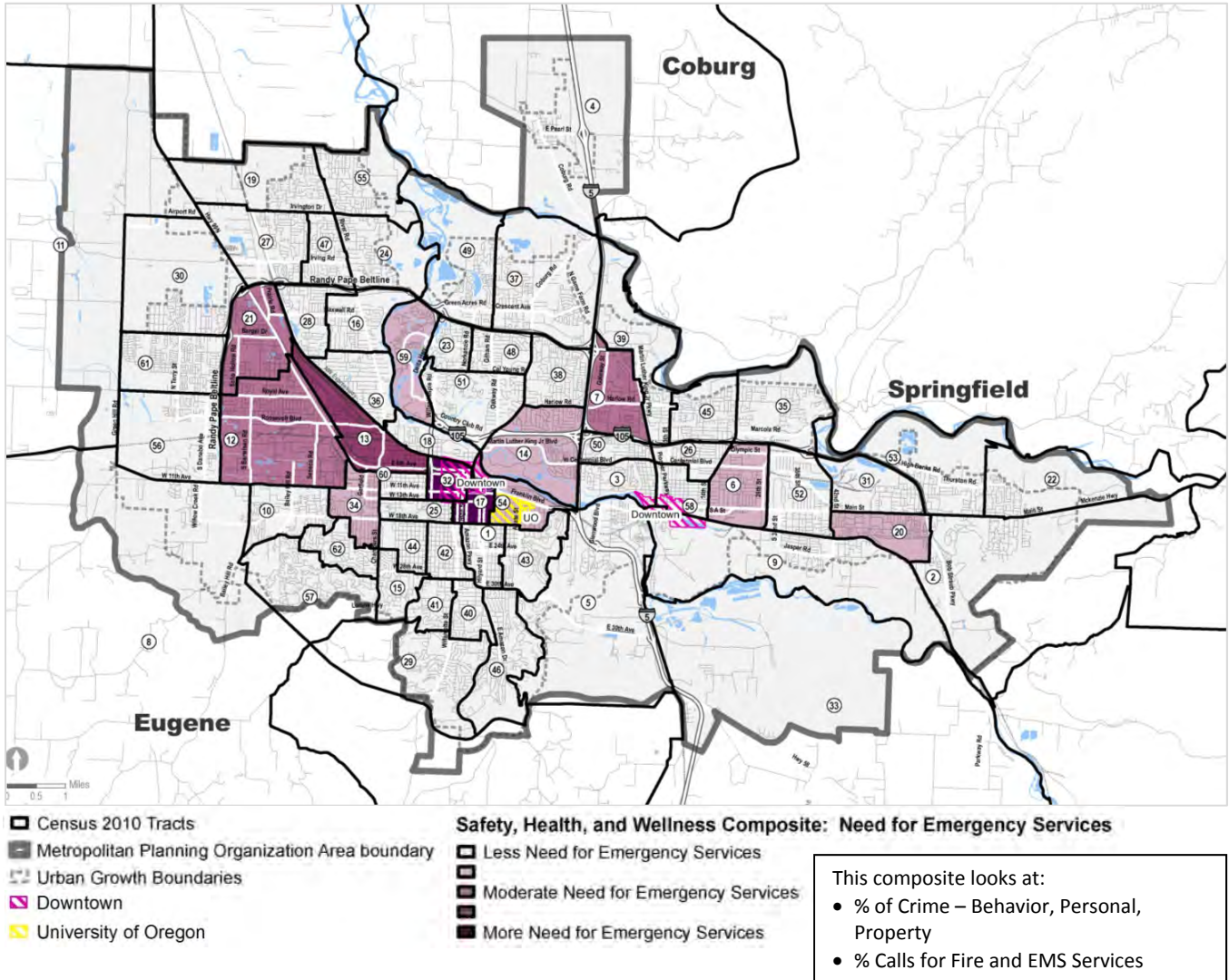
The presence of crime and perceptions of safety have a direct and indirect impact of the health and wellbeing of residents in an area. Through this Assessment, several important patterns were identified that may help in addressing challenges residents face. These findings are outlined below.

- 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 in 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

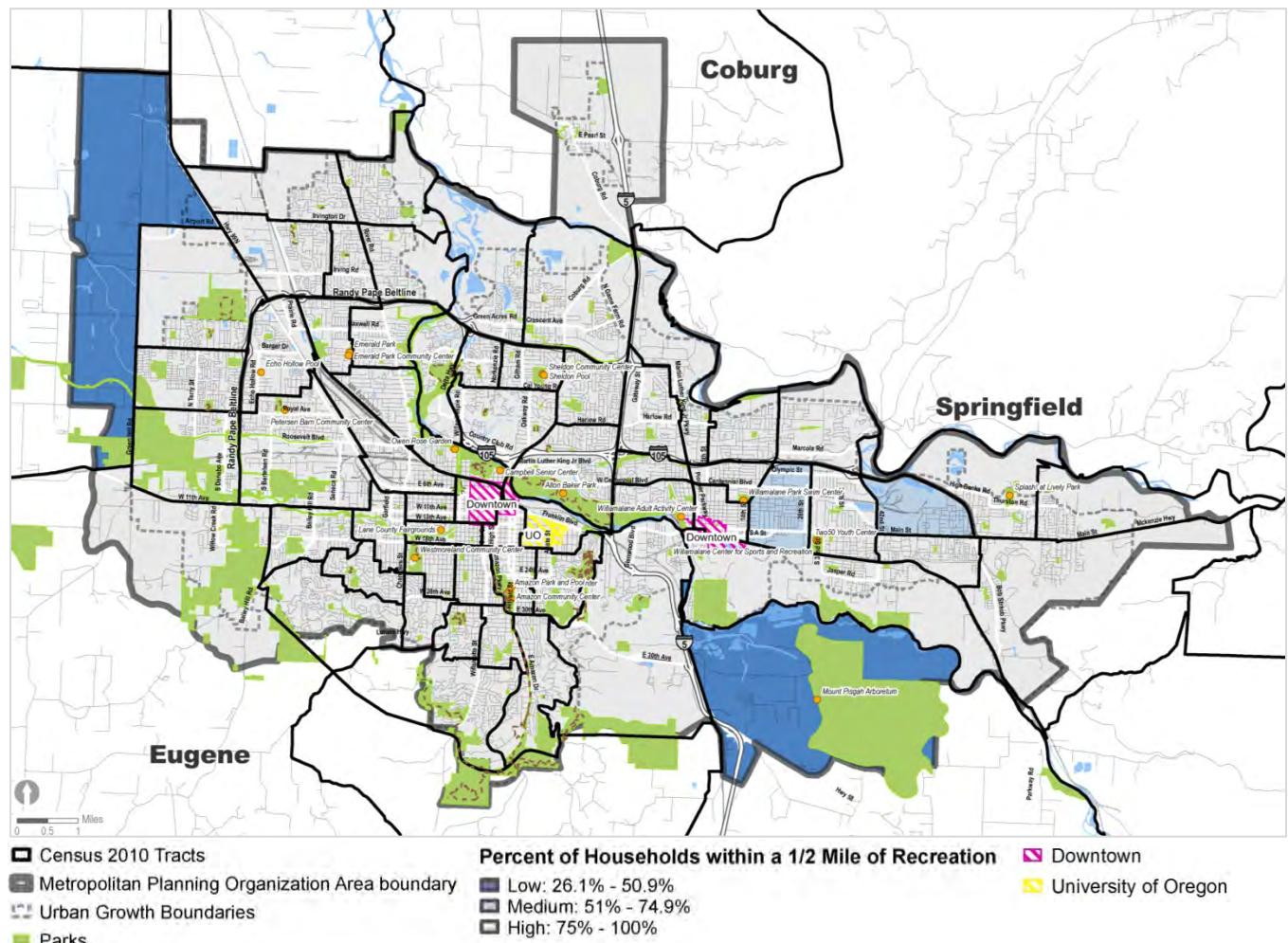
¹⁹⁶ USDA Economic Research Service. *Access to Affordable and Nutritious Food: Measuring and Understanding Food Deserts and Their Consequences. Report to Congress.* June 2009 <http://www.ers.usda.gov/publications/ap-administrative-publication/ap-036.aspx>

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



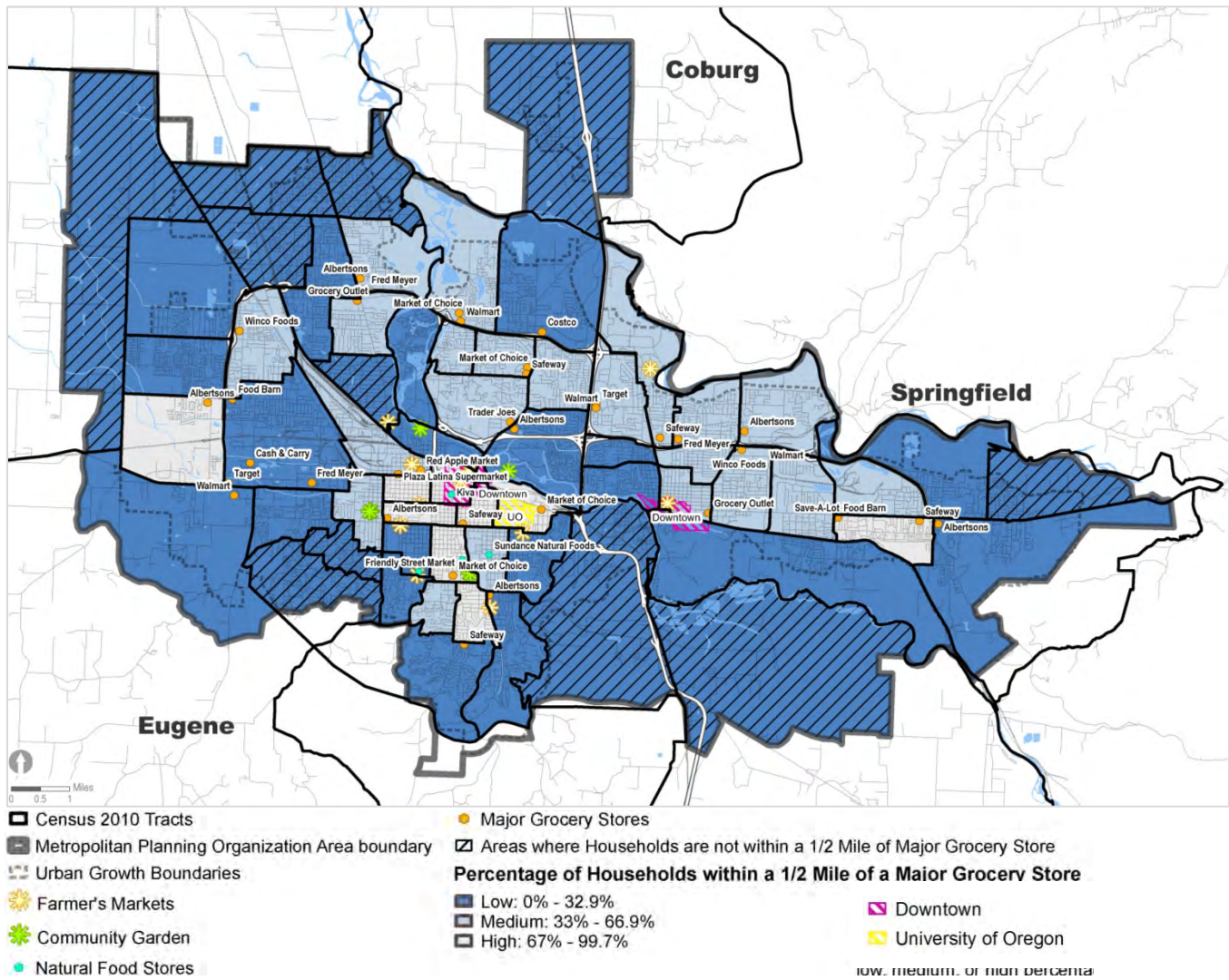
¹⁹⁷USDA Economic Research Service. *Access to Affordable and Nutritious Food: Measuring and Understanding Food Deserts and Their Consequences. Report to Congress.* June 2009

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

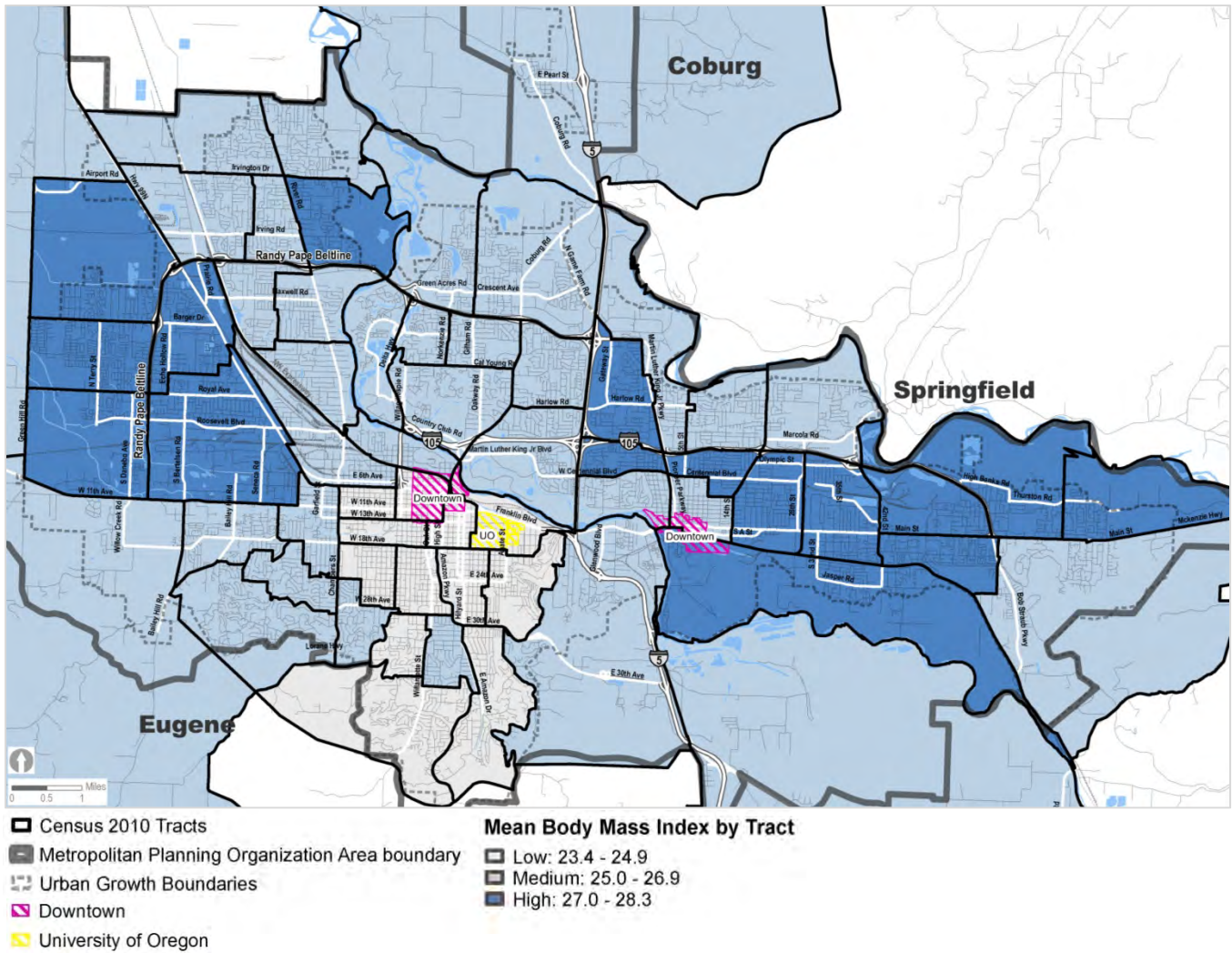
²⁰¹ USDA Economic Research Service. *Access to Affordable and Nutritious Food: Measuring and Understanding Food Deserts and Their Consequences. Report to Congress.* June 2009

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

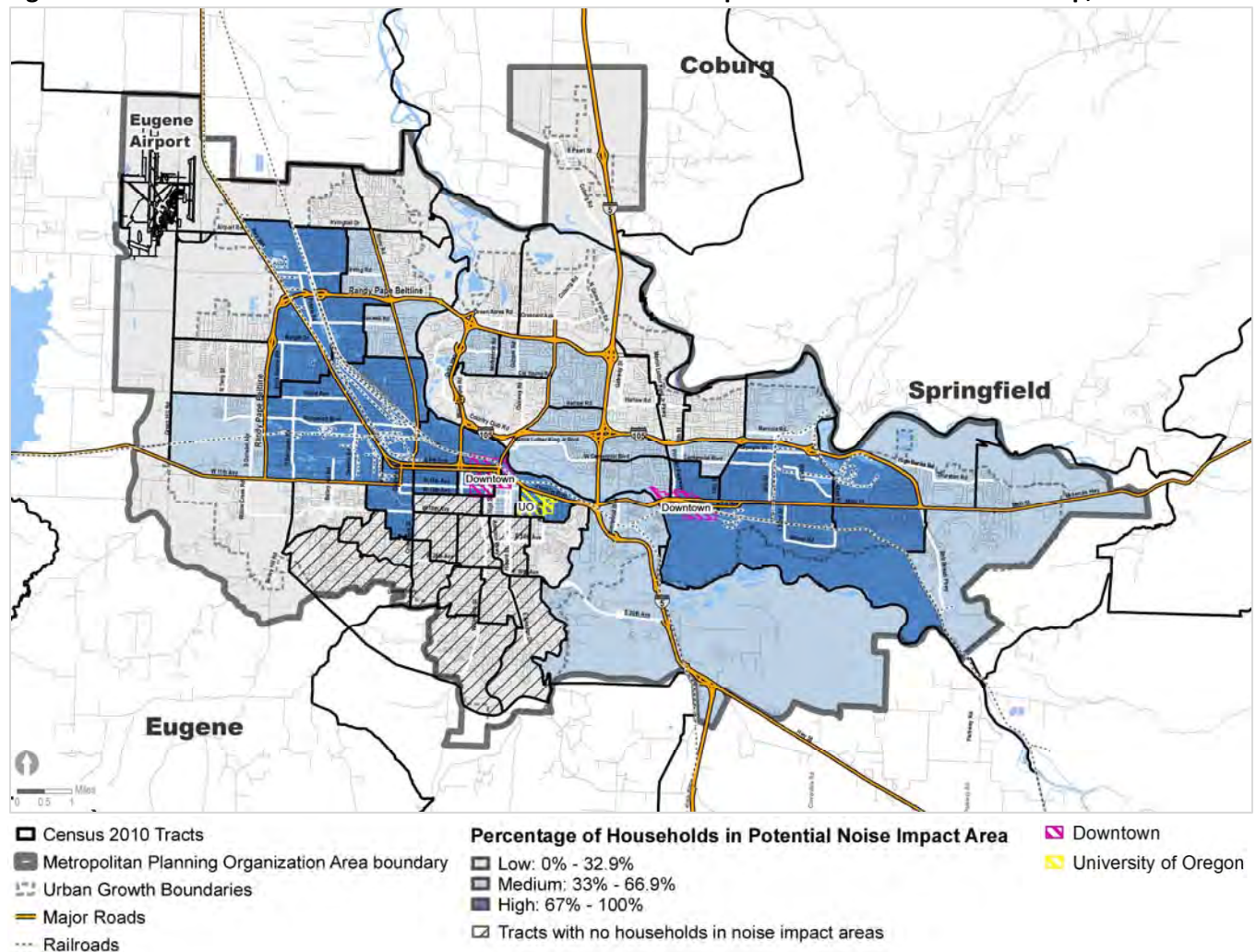


Potential Noise Impact Areas

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

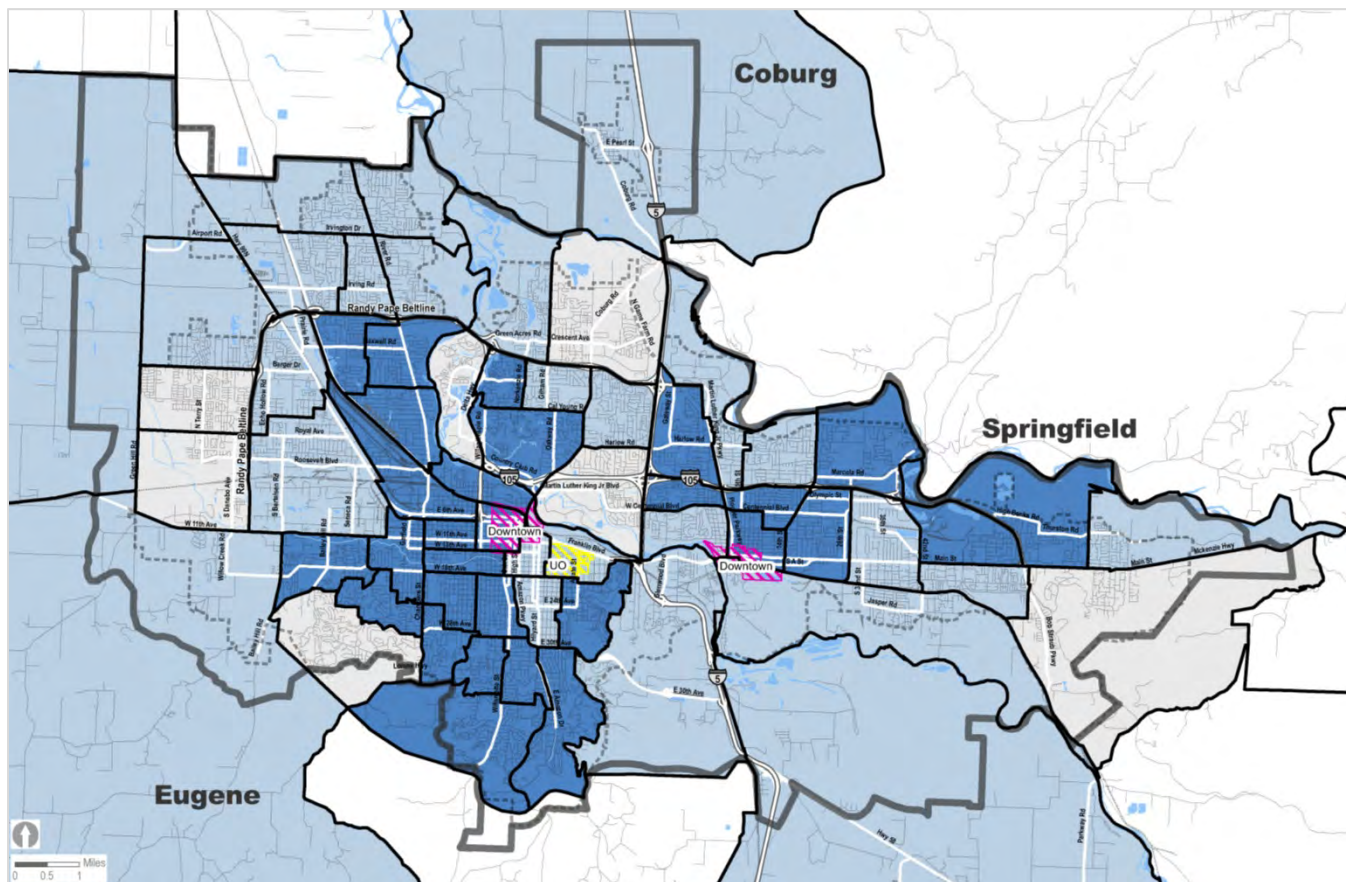
²⁰⁶ Eugene-Springfield 2010-2015 HUD Consolidated Plan

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

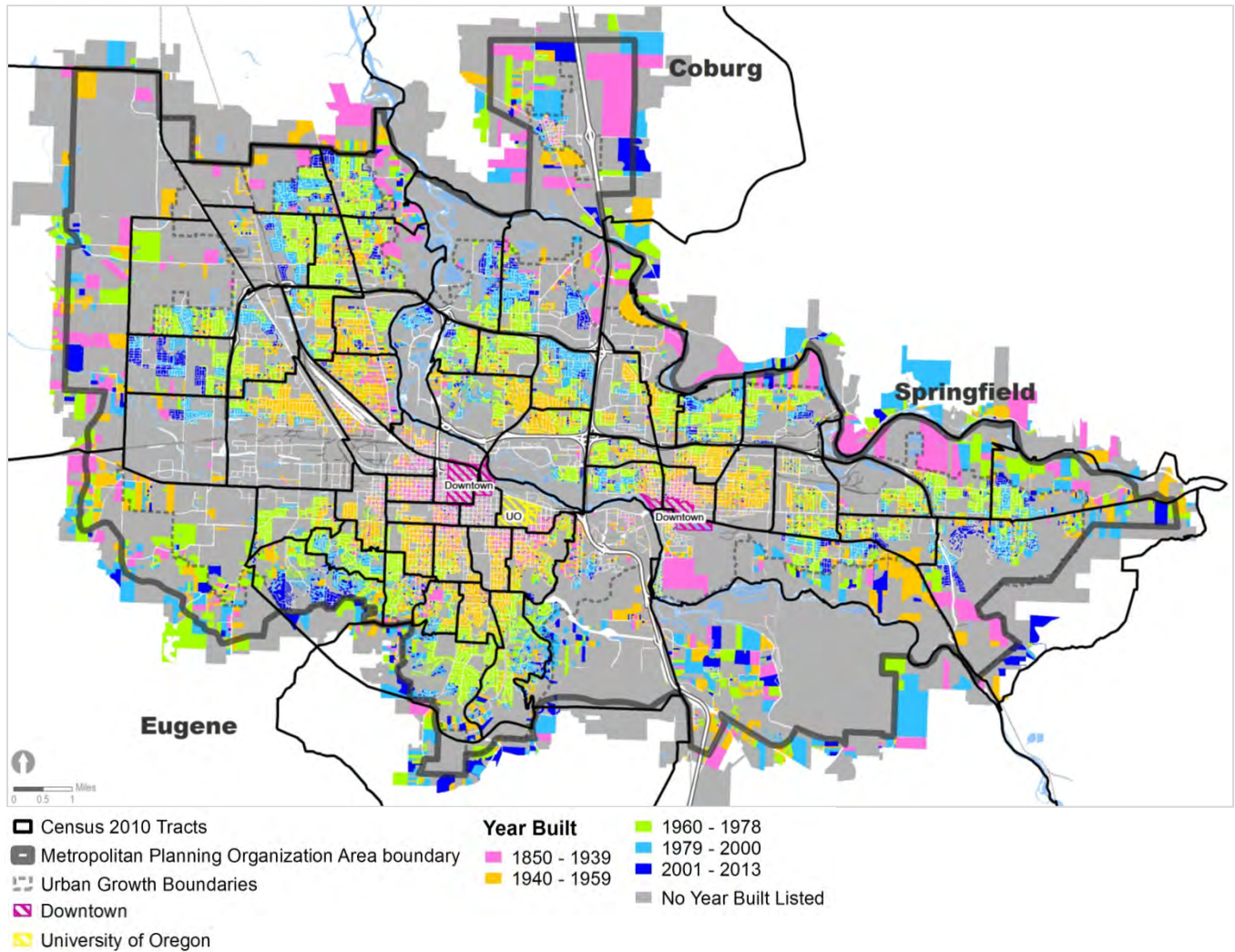


- Census 2010 Tracts
 - Metropolitan Planning Organization Area boundary
 - Urban Growth Boundaries
 - Downtown
 - University of Oregon
- Percentage of Housing Built Before 1980**
- Low: 12.9% - 40.9%
 - Medium: 41% - 68.9%
 - High: 69% - 97%

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.

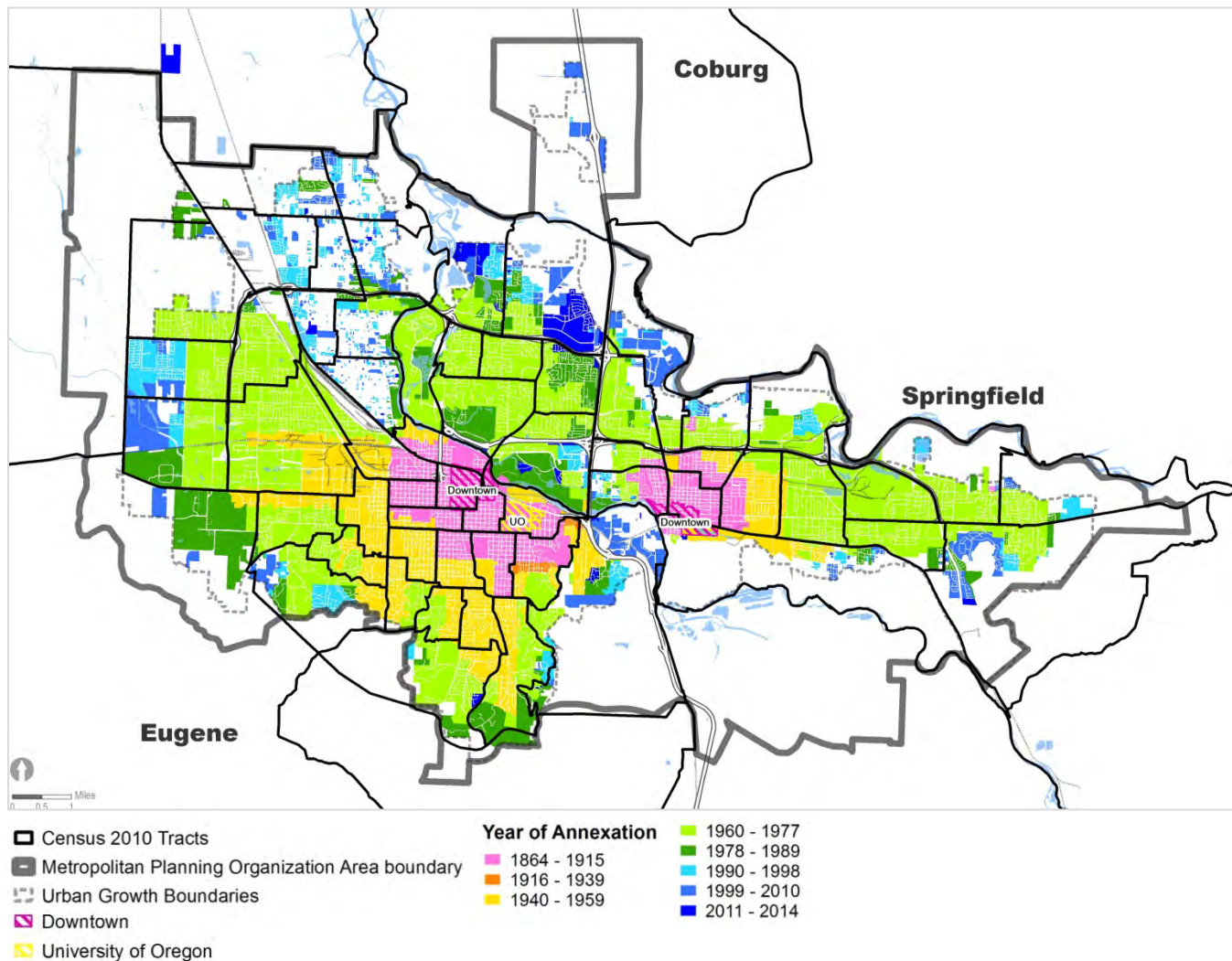
Figure 11.11. Year Structure Built by Parcel Map, 2014



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

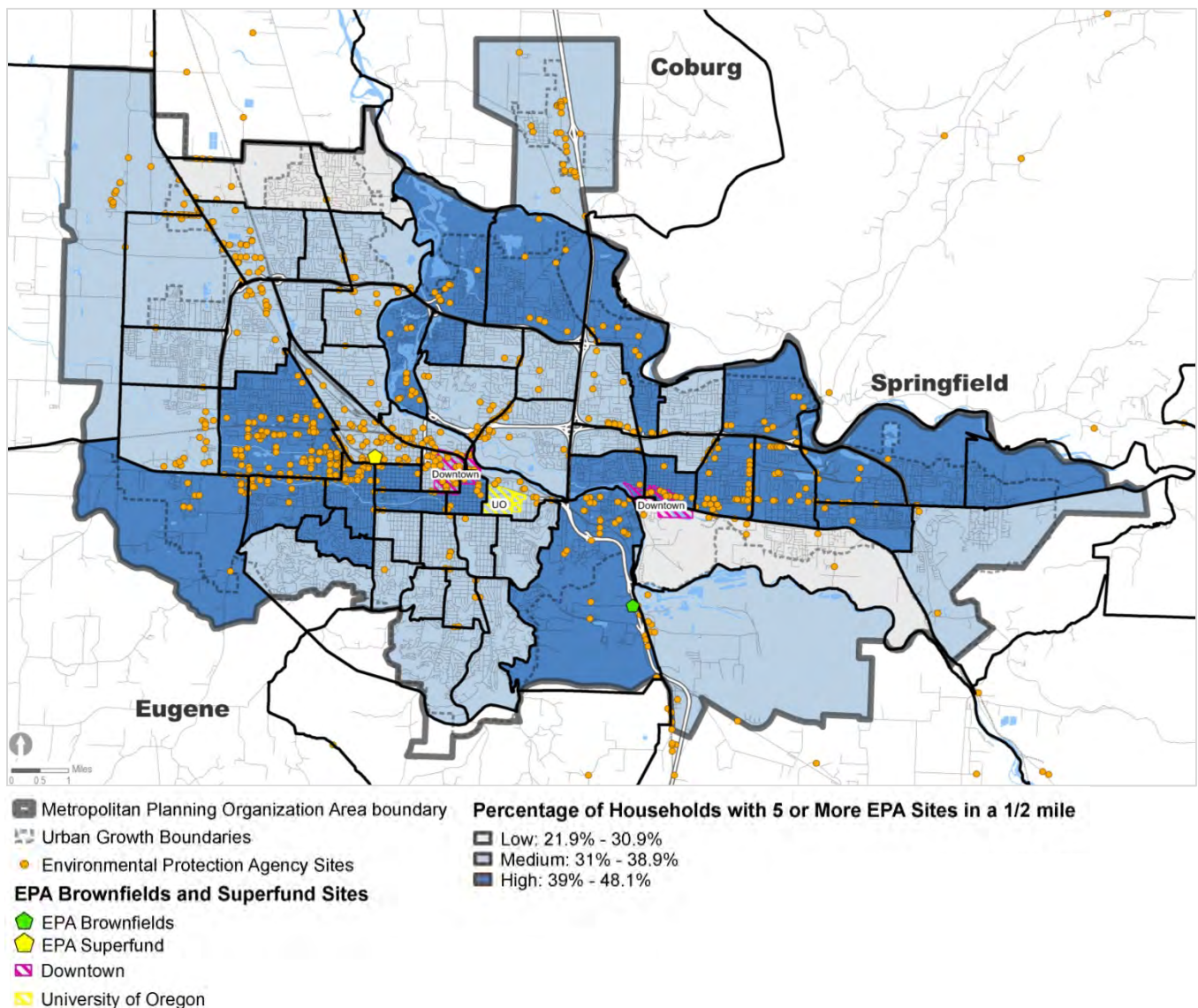


Potential Environmental Hazards

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.

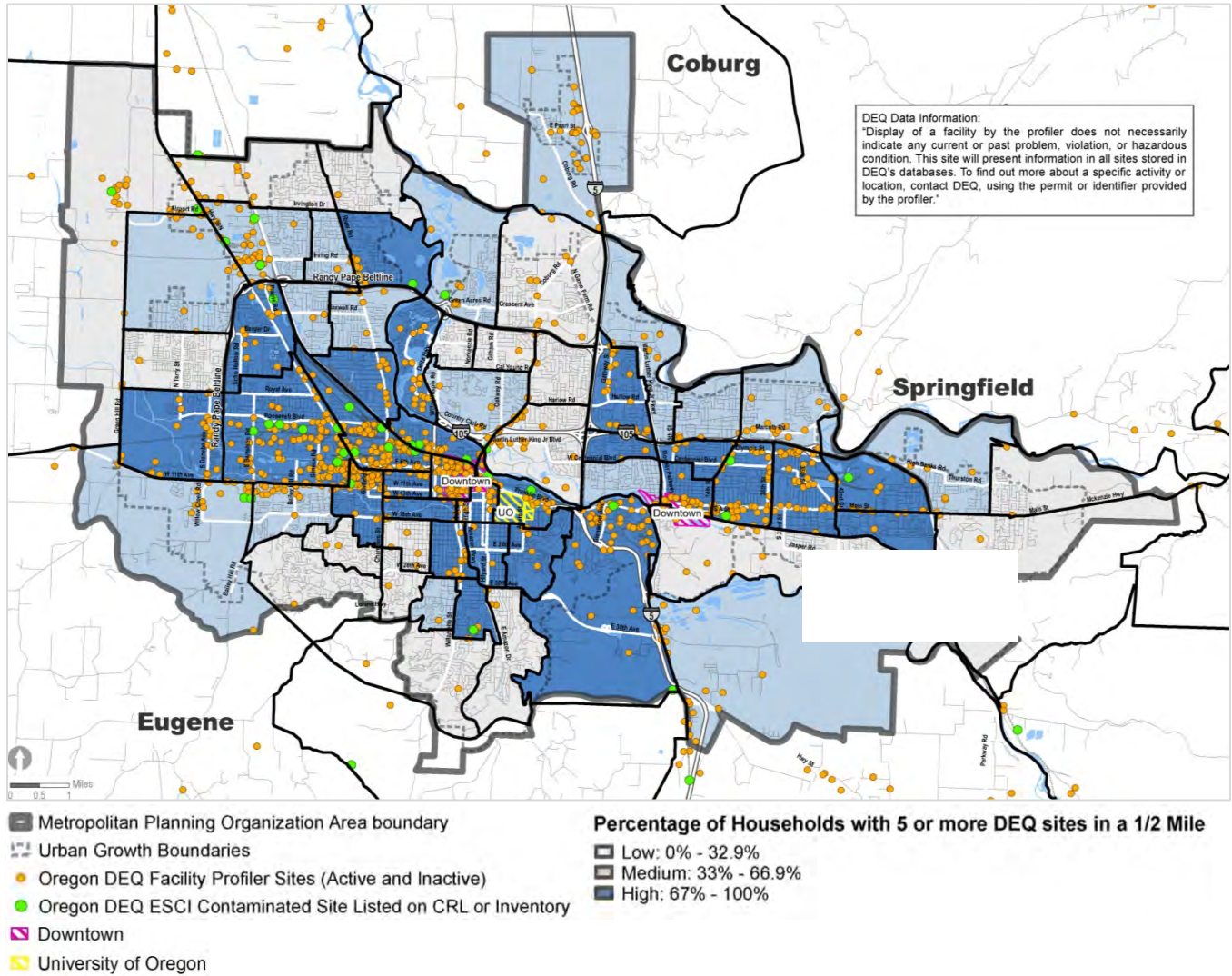
In the MPO area, approximately 41% of households have five or more EPA sites within a half mile. Tracts with higher percentages of households with hazards nearby are along Main Street and in Glenwood in Springfield and in northeast Eugene and along the West 11th Corridor in Eugene. There is one brownfield 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 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

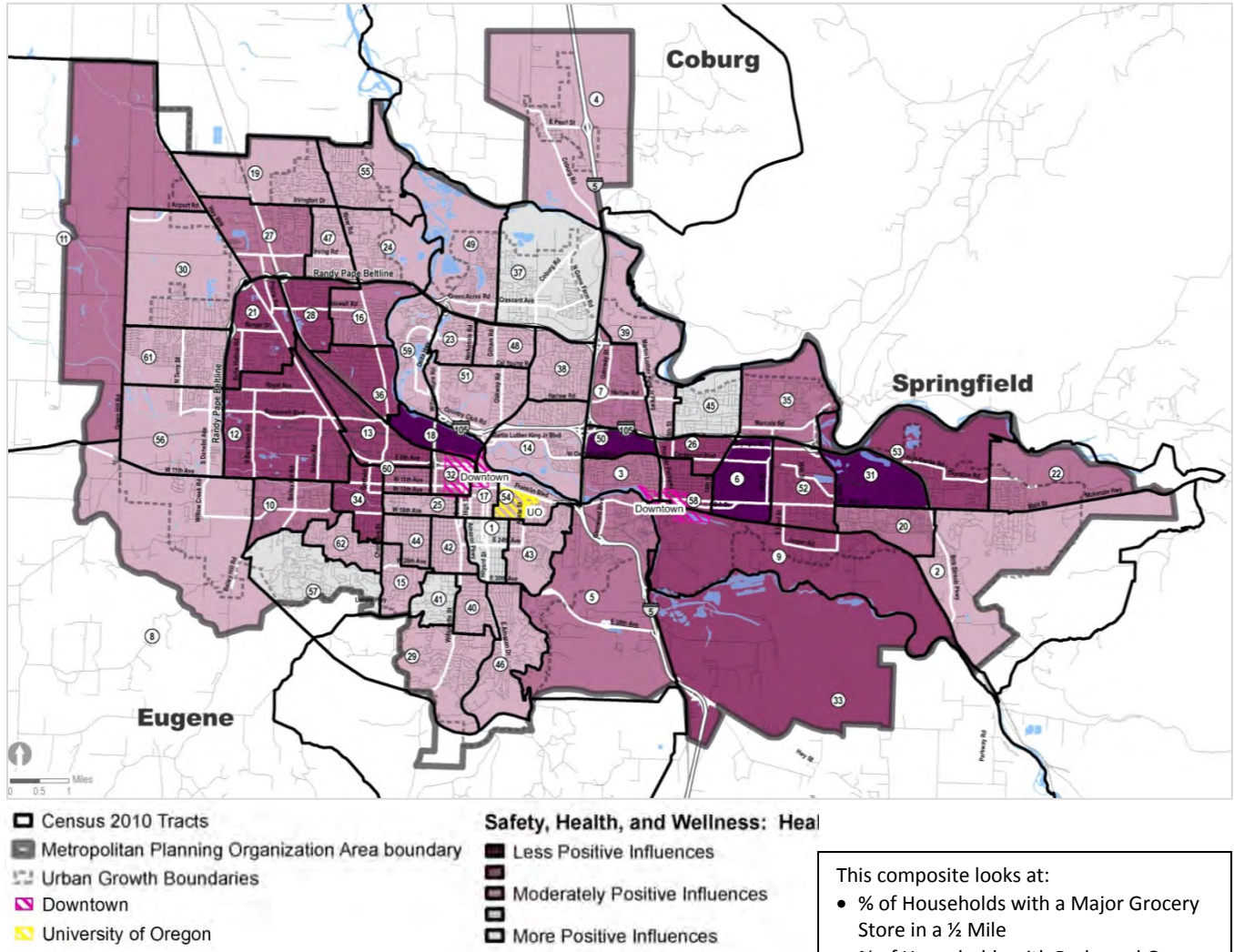
The stability of a community is dependent not only on a strong economic base, but also on social and environmental characteristics that encourage a healthy and mentally fit community. Residents in a community, in particular those from more disadvantaged demographics and economically vulnerable populations, 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.

This composite looks at:

- % of Households with a Major Grocery Store in a 1/2 Mile
- % of Households with Parks and Open Space in a 1/2 Mile
- Mean Body Mass Index
- % Housing Built Before 1980
- Distance to Potential Hazardous Sites
- % Households in Potential Noise Impact Area

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 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>

13.0 Conclusions and Recommendations

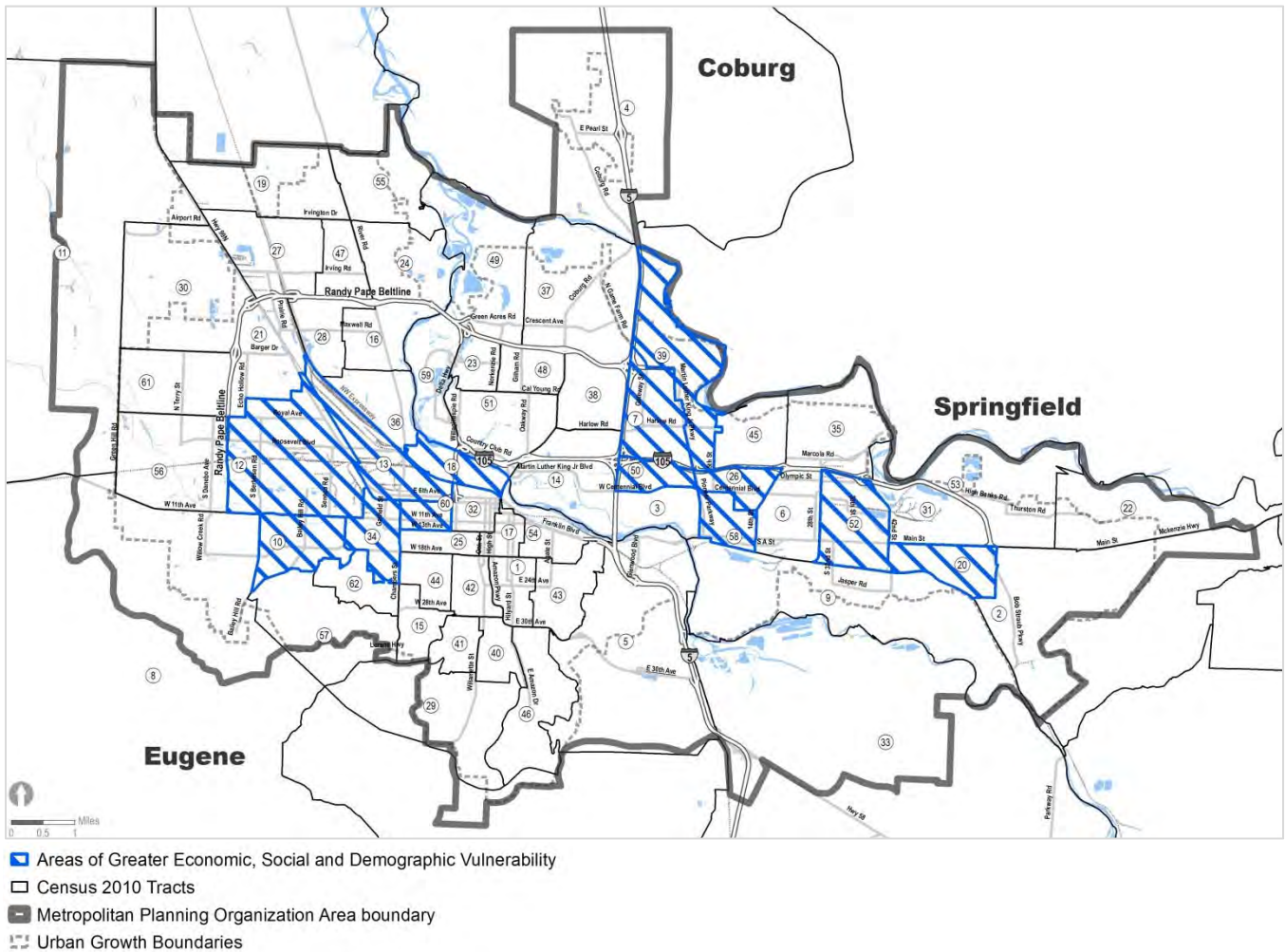
For the first time in our region, the information and maps developed for the Equity & Opportunity Assessment have been grouped together and analyzed using common methods for all categories of data. This systematic analysis allows for comparison of factors within and across categories. Each category provides an assessment of access to opportunity for residents of a census tract. With this information, decision-makers are able to view and compare a wide range of characteristics of opportunity among places within our region.

The following chapter identifies conclusions from the geographic analysis of equity, access, and opportunity; describes how this body of work may be incorporated into the overall regional structure of planning and investment decision making; and identifies specific opportunities associated with the five core areas of economic prosperity, housing and community development, transportation, land use and public health.

13.1. Findings from Geographic Analysis of Equity, Access, and Opportunity

Throughout this Assessment, characteristics of different neighborhoods have been examined to look at residents' access to opportunities. Overall findings indicate that there are some differences in geographic access to opportunities for residents. However, the compact size of our region and overall disbursement of lower income populations has limited these differences. Nevertheless, there are some areas in the community with both higher percentages of vulnerable populations and greater economic vulnerability across multiple factors. These areas do not meet the HUD criteria for racially or ethnically concentrated areas of poverty (RCAPs/ECAPs) at this point in time but could in the future. These tracts are identified in the map below.

Figure 13.1. Areas of Greater Economic, Social and Demographic Vulnerability Map



The picture of where opportunity exists in the Assessment area varies for housing, education, employment, transportation, and safety, health, and wellness. As a result, there are no areas that have the greatest access to opportunity across all these factors. Again, the compact development patterns and disbursed employment, education, transportation, and park/recreational facilities improve access to opportunity for the community as whole.

There are some variations that can be identified. In general, more central areas have greater access to transportation, housing, and employment opportunities but lesser access to educational opportunities and positive health and wellness influences. Areas along major transportation corridors have a concentration of industrial uses that offer significant access to employment opportunities but also have more negative safety, health, and wellness influences. These areas include West Eugene West 11th, Roosevelt Boulevard, and Hwy 99 areas, and in Springfield along the Pioneer Parkway, Gateway Street, and Main Street areas. Variations by specific factors are summarized below.

- **Housing** – Housing is more affordable in core areas although subsidized affordable housing and manufactured home parks are scattered throughout the region. Renter housing cost burden indicators are quite high, but are strongly impacted by the presence of many college students. Even for those living in subsidized affordable housing, these costs remain a significant challenge.
- **Education** - Educational opportunity tends to be greatest in outlying areas where there children make up a greater proportion of the population and there is better access to elementary schools. There are two tracts in west Eugene and multiple tracts in Springfield along Pioneer Parkway and Main Street where 14 to 20 percent of the residents do not have a high school diploma. There is a strong correlation between the educational achievement of adults and their children.
- **Employment** – The core areas and areas along major transportation corridors have more employment opportunities and better access to transportation than outer portions of the region. While there is greater access in core areas, these areas also have varying labor force participation and unemployment rates. The lower participations rates are due in part to a larger number of college students, seniors, and persons with disabilities. There are two tracts with unemployment rates exceeding 18% including the Highway 99 tract and a tract along Pioneer Parkway.
- **Transportation** – As a whole, the Assessment Area has a very low average commute time and a very high rate for use of alternative modes of travel in comparison with other metropolitan areas. The areas with the highest rates of alternative modes are in core areas including around the University of Oregon, downtown Eugene, and in the tract along Highway 99. It is difficult to determine where reliance on alternative modes is an active choice or an indicator of economic hardship based on qualitative data alone. Through outreach to Latino residents and residents of affordable housing, it apparent that economic hardship does play a role in some areas. In addition, the inability to legally obtain a drivers license also impacts undocumented persons.
- **Safety, Health, and Wellness** - The core areas have less positive health and wellness influences, including downtown Eugene, the areas along Highway 99 and West 11th Avenue in Eugene, and along Main Street in Springfield. Most of the less positive health and wellness influences in the core areas include greater need for emergency services and greater potential exposure to pollutants. In comparison, the regions outside these core areas have lower percentages of vulnerable populations in the south, southwest, and northeast Eugene, and in East and south Springfield. These are all locations, with the exception for the University area, that also have lower economic stress and vulnerability.

13.2. Incorporating Equity and Opportunity

As part of the process of development the Equity and Opportunity Assessment, four workshops were conducted to specifically consider where and how issues of equity, access, and opportunity might be considered in the region's plans, investments, and decision-making processes. Other ideas were gleaned from key informant interviews, community consultations, as well as from engagement with Latino residents and residents of affordable housing.

First and foremost, the Assessment process highlighted many community core values, especially those held in common by many community stakeholder agencies and organizations. Alignment of these goals could help and be helped by opening lines of communication across disciplines. Additionally, developing common language can help cross-disciplinary communication, allowing stakeholders to understand the nuances of equity issues, especially as factors compound and influence choices of residents in this region.

Stakeholders also asserted the importance of sharing data and contributing to upkeep of certain data sets. Frequent requests for maps initially displayed during this process indicate there is intense community interest without the resources to share and distribute this data. Participants consistently identified opportunities to incorporate issues of equity, access, and opportunity into public engagement, plans, policies, investments, and leveraging resources. Specific ideas and recommendations related to each of these topics are provided below.

Public Engagement

Use of maps of different factors offer critical information not only inform public engagement efforts but also to engage the public and increase the community's understanding of issues of equity, access and opportunity. Participants in many workshops identified opportunities to leverage resources in public engagement, especially in outreach to areas of the community affected by multiple investments.

- Data can help agencies and organizations identify and target outreach and education strategies to engage the public and/or specific vulnerable populations.
- The visual nature of this data can help residents relate to and contextualize data.
- Data can help residents engage perceptions of community characteristics.
- Data can help diversify the voices heard and included in community discussions and create a culture of civic engagement

Plans

Most agencies have started to intentionally recognize interconnections across multiple planning areas and are seeking data and information from other areas and sources beyond their central focus area as they develop plans. For example, some organizations have begun to shift towards consideration of triple bottom-line principles in the development of their plans and need better information on equity issues. A number of agency staff have already utilized the maps and data generated to inform current planning efforts.

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.

Participants were interested in applying EOA data to the work they do through agency and organizational planning in the following ways.

- Using EOA mapped data, stakeholders can define and understand the factors that contribute to vulnerability of specific populations, especially when trying to plan for these populations. These vulnerabilities can be identified based on the concentration of multiple factors in specific geographic areas in the region or for a population as a whole.
- Help staff and decision-makers better-understand the geographic distribution and gradation of issues facing certain areas of the Eugene-Springfield region.
- Integrate data from other disciplines into upcoming plan revisions to achieve coordinated regional goals.
- Inform mandated planning activities to consider equity and access as the region accommodates change and growth over the next planning horizon.

Lastly, the Assessment offers critical insights that will benefit the region as it revises and updates its core regional plans including the Metro Plan, Regional Transportation System Plan, Economic Prosperity Plan, and Consolidated Plan.

Policies

Several agencies have started to apply a triple-bottom line lens as elected officials and leaders make specific policy decisions. Readily available data on equity issues that is broadly available make it much easier to incorporate such data into these policy decisions. Specific recommendations and ideas are described below.

- Help staff transparently describe the need for specific policies.
- Identify issues and align policies in multiple disciplines to achieve regionally-desired equity and access outcomes.
- Inform the siting of services to assure access by all users, especially target populations.
- Establish regionally-relevant eligibility thresholds for funding and/or programs.

Investments

Data and information provided through this report offer a finer grain of context to decision-makers as they strategically allocate funding resources throughout the region. Investments can help those residents disproportionately affected by policy decisions achieve greater access to areas of higher opportunity, as well as make “good” geographic areas “great.”

- Identify geographic areas or specific populations ripe for investments across many disciplines and funding resources.
- Leverage investments across disciplines.

- Comprehensively address disproportionate exposure or impact on certain geographies and/or populations
- Make greater positive impacts (greater return on investment) to increase opportunities for residents.
- Sustain and improve access to and quality of existing services and infrastructure
- Disburse and ameliorate endemic conditions, such as poverty
- Data can help organizations serving the region to strategically build capacity

Leveraging Resources

The data and findings offered through this report has already supported multiple grant applications by public and nonprofit organizations. Many partners have commented on the time spent searching for such information and the difficulty of piecing together data from a variety of sources. This resource offers a one-stop shop for grant seekers and also helps to raise awareness of the data resources and information that are available.

13.3. Incorporating Equity and Opportunity into Specific Planning and Investment Areas

The following section summarizes ways to specifically incorporate issues of equity, access, and opportunity into the areas of housing, transportation, economic prosperity, and public health. Each section identifies the major organizations and major investments on the horizon.

As context, it is important to understand there are a number of public agencies and other supporting organizations that are responsible for the functions of government within the Metropolitan Area. Some agencies, such as units of city and county government, play roles in most areas. Some other agencies may only be involved in one specific 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. Understanding the roles of various community agencies and plans is critical to the identification of places where to add considerations of issues of equity, access, and opportunity.

Transportation

The four units of local government as well as Oregon Department of Transportation play central roles in the development and maintenance of transportation infrastructure for vehicular traffic as well as alternative modes. The Lane Transit District is the public agency responsible for public transit an area that includes all of Lane County.

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)²³⁴ – 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 2,²³⁵ the RTP considers both accessibility and mobility, including 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 6²³⁶ 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.”

²³⁴ Central Lane MPO Regional Transportation Plan, December 11, 2011. http://www.lcog.org/documents/mpo/rtp/2035/RTP_Chapters1-4_Adopted_Dec-11.pdf

²³⁵ 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

²³⁶ Central Lane MPO Regional Transportation Plan, Chapter 2, page6

- Lane Coordinated Public Transit-Human Services Transportation Plan²³⁷ -- 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.
- TransPlan²³⁸ -- 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 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.

The Assessment data can inform a broad array of transportation plans, programs, investments, and public participation strategies. Recommendations for how to incorporate issues of equity, access, and opportunity into these areas are identified below.

- A number of opportunities have been identified to utilize Equity and Opportunity Assessment to inform an array of transportation plans, investments, and public participations processes.
- Incorporate EOA data and findings into regional scenario planning for transportation related greenhouse gas emissions.
- Utilize Assessment data and findings in transportation investments decisions such as prioritization of road improvements and transit investments.
- EOA data can also serve a useful resource for corridor transportation plans and specific projects. The City of Eugene and Lane Transit District plan to utilize this data to inform their approach to planning for the next Bus Rapid Transit corridor.
- Utilize EOA data in multiple regional and citywide planning process including transportation system plans, regional transportation options plans, transit plans, and bicycle and pedestrian plans.
- Consider using EOA data to develop criteria for prioritization of project funding.
- Utilize EOA data to inform development of comprehensive plans.
- Identify opportunities for connecting transportation and land use concerns with other community concerns such as economic development and health.
- Given that the cost of public transportation emerged as a key barrier in the EOA, there is a need to identify and advance strategies to ameliorate this issue. In particular, the loss of the free student bus pass has had a host of negative impacts for students as well as their families. Many expressed interest

²³⁷ The 2013 Lane Coordinated Plan, Lane Transit District, <http://www.ltd.org/search/showresult.html?versionthread=a9e3799fe7e10b5fb29b109c6269cc49>

²³⁸ Lane Council of Governments, “TransPlan” 2002. <http://www.lcog.org/transplan.cfm>

in the idea of residential group passes and support for reinstatement of the free student bus pass program.

- In particular, the perspectives gleaned from affordable housing residents point to significant concerns about traffic safety and provide support for greater and targeted investments to address issues such as sidewalk connectivity, cross walks, signals, speed, and lighting concerns.

Land Use

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.

- Both Eugene and Springfield are in the process of adopting 20-year comprehensive plans (Envision Eugene and Springfield 2030). As these plans move into implementation, the EOA provides a wealth of community information to inform almost every planning effort.
- Specifically, efforts in Eugene are underway to determine the best approach for expansion of the industrial lands inventory.
- Another project is underway to better understand current environmental justice issues in Northwest Eugene.
- Identify opportunities for connecting transportation and land use concerns with other community concerns such as economic development and health.

Economic Development, Workforce, and Financial Stability

The region’s efforts to achieve economic prosperity are led by a coalition of public and business organizations that work together through multiple forums. 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.

These efforts are guided by several specific plans that are summarized below.

- 2010-2015 Comprehensive Economic Development Strategy²³⁹ - 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.

²³⁹ <http://eugene-or.gov/DocumentCenter/Home/View/2140>

- Lane Workforce Partnership Local Strategic Unified Workforce Plan²⁴⁰ -- 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 Plan²⁴¹ -- 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 2010-2015²⁴² -- Both Eugene and Springfield have utilized Community Development Block Grant funds to support a range of efforts to increase job opportunities, support emerging businesses, and improve downtown and neighborhood business districts.

The Assessment data can inform a broad array of economic prosperity plans, programs, investments, and public participation strategies. Recommendations for how to incorporate issues of equity, access, and opportunity into these areas are identified below.

- Use EOA data to inform economic development, workforce, and financial stability plans, investments, and public participations processes. In particular, EOA can be used to identify linkages between education, workforce development, and economic development.
- Utilize EOA data to draw connections between existing workforce characteristics, training resources, and site planning.
- Use EOA data in the prioritization of brownfield redevelopment opportunities. This recommendation has already been implemented by the regional Brownfields Coalition which received a Brownfields Assessment Grant from the U.S. Environmental Protection Agency.
- Identify types, locations, and mix of desired businesses and services appropriate for neighborhood business development and recruitment.
- Identify “hot spots” within the community that are eligible for funding programs or could be ripe for private business investment, including redevelopment of brownfields.
- Use data to identify environmental justice impacts related to existing and proposed industrial expansion areas.
- Support the development of area plans for economic prosperity where there is greater economic vulnerability.

Housing, Human Services, and Community Development

The development and maintenance of the region's housing is perhaps one of the most complex policy and investment areas. Local units of government play central roles in planning for the location and future development but are reliant upon private developers to build housing and private owners to maintain the housing stock. Local jurisdictions and Oregon Housing and Community Services direct resources for the

²⁴⁰ <http://laneworkforce.org/media/LWP-2007-09Plan%20Mod.pdf>

²⁴¹ <http://www.eugene-or.gov/index.aspx?NID=815>

²⁴² “Eugene Springfield Consolidated Plan 2010-2015” July 1, 2010. <http://www.eugene-or.gov/DocumentCenter/Home/View/2140>

development of subsidized affordable housing to multiple agencies including the Housing and Community Services Agency of Lane County and other nonprofit developers.

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 2010-2015²⁴³ – 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 Plan²⁴⁴ –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

²⁴³ “Eugene Springfield Consolidated Plan 2010-2015” July 1, 2010. <http://www.eugene-or.gov/DocumentCenter/Home/View/2140>

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 County²⁴⁵ -- 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.

The Assessment data can inform a broad array of housing, human services, and community development plans, programs, investments, and public participation strategies. Recommendations for how to incorporate issues of equity, access, and opportunity into these areas are identified below.

- Utilize EOA data to inform a broad array of affordable housing, human services, and community development plans, programs, investments, and public participation strategies.
- Specifically, EOA data will be incorporated into the development of the 2015 Eugene-Springfield Consolidated Plan, which guides the use of federal Community Development Block Grant (CDBG) and HOME Investment Partnership Program funds.
- The EOA also provides additional insights in the multitude of challenges faced by specific neighborhoods with concentrations of demographically and economically vulnerable people. While these areas have already been targeted for assistance by public and nonprofit agencies, the EOA will support new actions and partnerships to benefit these areas.
- EOA data combined with the qualitative research on the perspectives of Latinos and affordable housing residents will inform the development of the 2015 Eugene-Springfield Fair Housing Plan. The Fair Housing Plan identifies impediments to fair housing as well as specific strategies to address those impediments.
- The EOA data combined with information about the location of existing affordable housing developments identifies key gaps and opportunities for future investments. EOA data could inform Eugene's process for identification of sites for new affordable housing development and other projects, including Eugene's Housing Dispersal Policy and use of CDBG and HOME funds for affordable housing.
- Use EOA data to better understand the impacts of affordable housing on other community concerns such as health, employment, and educational outcomes. In particular, the comments from affordable housing residents identify how these areas interconnect.

Health

Lane County's Public Health Authority along with regional hospitals and the newly formed Coordinated Care Organization, Trillium play a leadership role in achieving community health outcomes. Additional federal mandates require planning agencies to address transportation and housing concerns related to community

²⁴⁴ "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>

²⁴⁵ <http://eugene-or.gov/DocumentCenter/Home/View/2140>

health. The Patient Protection and Affordable Care Act of 2010 will enhance federal direction across local prevention and community health efforts.

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. A description of major plans that guide investments, policies, and actions are summarized below.

- Lane County Public Health Authority Comprehensive Plan²⁴⁶ -- 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 Strategy²⁴⁷ -- 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 Plan²⁴⁸ -- 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.” The Oregon Health Policy Board (OHPB) created the OHIP In an effort to more holistically address community health determinants. This document guides evidence-based interventions, systems and environmental approaches to ensure the overall health of all Oregonians.
- 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 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)²⁴⁹ – Following up the Community Health Needs Assessment, the CHIP’s objectives²⁵⁰ include examining health improvement strategies through an “equity lens to reduce disproportionate impacts,” “raising awareness and understanding of health

²⁴⁶http://public.health.oregon.gov/ProviderPartnerResources/LocalHealthDepartmentResources/Documents/Annual%20Plans/Lane_County_2012_Annual_Plan.pdf

²⁴⁷ U.S. Surgeon General’s office, “National Prevention Strategy.”

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

²⁴⁸<http://public.health.oregon.gov/ProviderPartnerResources/HealthSystemTransformation/OregonHealthImprovementPlan/Pages/index.aspx>

²⁴⁹ “Lane County Community Health Improvement Plan: Summary” (May 2013) p. 6-7. <http://www.preventionlane.org/presentations/CHIP-Lane-County-summary.pdf>

²⁵⁰ 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

disparities among elected officials and other community leaders,” as well as engagement of diverse communities in policy and activities.

The Assessment data can inform a broad array of community health plans, programs, investments, and public participation strategies. Recommendations for how to incorporate issues of equity, access, and opportunity into these areas are identified below.

- Use EOA data for outreach strategies in enrollment of vulnerable populations in the expansion of health care coverage (Coordinated Care Organizations). This may include siting of services and specific programming.
- EOA data is a tool for helping the community to understand the social determinants of health, while identifying targeted approaches (especially with neighborhood associations and other existing, grassroots organizations) to improve health outcomes.
- Data can be used as an evaluation tool to analyze the costs and benefits of policy and planning activities on health of residents and identify opportunities for connecting with health issues.

13.4. Concluding Statement

The Equity and Opportunity Assessment, when taken together with other products developed through the Lane Livability Consortium, provides an accessible analysis of current conditions for many groups within the Eugene-Springfield MPO. Access to opportunity can be considered, in its broadest sense, in future decision-making to identify areas of vulnerability within the region. Future investments can be made not only to promote community values, but to also be cognizant of disproportionate impacts investments have on vulnerable populations. In doing so, this Assessment will help decision-makers invest to help vulnerable groups overcome barriers to accessing opportunity.

