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EUGENE CITY COUNCIL AGENDA

February 24, 2020

5:30 p.m. CITY COUNCIL WORK SESSION
Harris Hall, 125 East 8th Avenue
Eugene, Oregon 97401

Meeting of February 24, 2020;
Her Honor Mayor Lucy Vinis Presiding

Councilors

Emily Semple, President	Jennifer Yeh, Vice President
Mike Clark	Greg Evans
Chris Pryor	Claire Syrett
Betty Taylor	Alan Zelenka

5:30 p.m. CITY COUNCIL WORK SESSION

1. **WORK SESSION: Town Square Project Funding Strategies**

2. **WORK SESSION: Eugene-Springfield 2020 Consolidated Plan for Affordable Housing and Community Development**

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EUGENE CITY COUNCIL
AGENDA ITEM SUMMARY

Work Session: Town Square Project Funding Strategies

Meeting Date: February 24, 2020
Department: Planning and Development
www.eugene-or.gov

Agenda Item Number: 1
Staff Contact: Will Dowdy
Contact Telephone Number: 541-682-5340

ISSUE STATEMENT
This work session explores funding options for the Town Square Project.

BACKGROUND
The City of Eugene is working to accommodate the current and future needs of Eugene's City Hall and the Lane County Farmers Market, while reimagining the existing Park Blocks and restoring the Town Square with the recovery of the northwest block (occupied today by the Butterfly Lot). The vision is to locate efficient and accessible government services, provide a permanent location for a year-round public Farmers Market, create a central gathering space for both the immediate neighborhood and broader community, strengthen 8th Avenue as downtown's connection to the river, and continue the momentum of downtown revitalization.

In June 2017, City Council, in partnership with the Lane County Board of Commissioners, announced the agreement for the City to acquire the Butterfly Lot property as the future home of the Farmers Market and City Hall. In May 2019, City Council gave further endorsement to the Town Square project by authorizing the design work for a City Hall on the Butterfly Lot site as part of the planning for the Town Square, and in October, the Agency Board authorized further design work for the Park Blocks and Farmers Market based on the Concept Design.

Project Status
The Town Square Project is in the Schematic Design phase, which includes design and cost estimating.

Proposed Next Steps and Timeline Related to the Town Square Project
- Work sessions to review Schematic designs and cost estimates, and for council direction on continuing with the final architectural drawings:
  - Park Blocks and Farmers Market in April 2020;
  - City Hall in May/June 2020.
- Construction drawings for the Park Blocks and Farmers Market completed in summer 2020; and construction drawings for the City Hall completed in fall 2020.
- Council/Agency Board decisions in summer/fall 2020 about authorizing construction.

- Construction for the Park Blocks and Farmers Market completed in spring 2021; and construction for the City Hall completed in spring 2022.

PREVIOUS COUNCIL / AGENCY BOARD DIRECTION

June 13, 2016, Agency Board Meeting

The Downtown Urban Renewal Agency Board amended the Downtown Urban Renewal Plan to include the Park Blocks and Farmers Market as new projects.

December 14, 2016, Work Session

Following the Coordinated Downtown Development report by Cameron McCarthy, which explored location options for City Hall, the Lane County Courthouse and Farmers Market, City Council deliberated over the preferred option of the three scenarios described in the analysis. At this work session, council directed the City Manager to negotiate the purchase of the Butterfly Lot and sale of the former City Hall site, for the purpose of implementing "Scenario C," a City Hall and Farmers Market on the site of the Butterfly Lot.

June 26, 2017, City Council Work Session and Agency Board Meeting

City Council authorized the City Manager to purchase the Butterfly Lot from Lane County to be the site of the new City Hall. Immediately following this action, a meeting of the Urban Renewal Agency Board was convened, and the Board directed the Agency Director to purchase the Butterfly Lot to be the site of an expanded Farmers Market.

May 15, 2019, City Council Work Session

City Council authorized the City Manager to take the necessary next steps to design City Hall for the Butterfly Lot in planning for the Town Square.

October 30, 2019, Agency Board Work Session

The Agency Board directed the Agency Director to advance the Town Square design based on the proposed Concept Design and return for work sessions in early 2020.

February 10, 2020, City Council Work Session

City Council directed the City Manager to design City Hall without additional floors of leasable real estate; without underground parking; to achieve LEED Silver certification; and to a seismic standard above Life Safety, with the intent of City Hall being repairable after an earthquake.

COUNCIL OPTIONS

Information only

SUGGESTED MOTIONS

None

ATTACHMENTS
None

FOR MORE INFORMATION
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Staff E-Mail: wdowdy@eugene-or.gov

EUGENE CITY COUNCIL
AGENDA ITEM SUMMARY

Work Session: Eugene-Springfield 2020 Consolidated Plan for Affordable Housing and Community Development

Meeting Date: February 24, 2020 | Agenda Item Number: 1
Department: Planning and Development | Staff Contact: Stephanie Jennings
www.eugene-or.gov | Contact Telephone Number: 541-682-5529

ISSUE STATEMENT

The Eugene-Springfield Consolidated Plan provides an assessment of local housing, homelessness, and community development needs and establishes a five-year strategic plan for use of federal funds received from the U.S. Department of Housing and Urban Development. Completion and adoption of the Consolidated Plan is necessary in order to receive Community Development Block Grant, HOME Investment Partnerships Program, and other HUD funds. At this work session, staff will review the Consolidated Plan development process, discuss achievements completed under the current Consolidated Plan, and identify draft priority needs and proposed strategies for use of federal funds under the 2015 Consolidated Plan. This is the second of three City Council work sessions on the Consolidated Plan. Council is asked to provide comment on the proposed priority needs and strategies at this work session.

BACKGROUND

The Eugene-Springfield 2020 Consolidated Plan provides an assessment of local housing, homelessness, and community development needs and establishes goals and strategies for use of HUD funds to address those needs. Eugene and Springfield must complete, adopt, and submit a new five-year Consolidated Plan to the U.S. Department of Housing and Urban Development (HUD) by May 15, 2020. The period covered by the next Consolidated Plan will commence on July 1, 2020, and end on June 30, 2025. Completion of the Consolidated Plan is a prerequisite for receiving CDBG, HOME, and other HUD grants. CDBG and HOME must be used to advance the following statutory objectives principally for the benefit of low-income and moderate-income residents:

- Provide decent, safe, and affordable housing (CDBG and HOME)
- Create suitable living environments (CDBG)
- Expand economic opportunities (CDBG)

The Cities of Eugene and Springfield are both designated as entitlement jurisdictions within the CDBG program. This means each jurisdiction meets the minimum population threshold to receive a direct annual allocation of CDBG funds from HUD. The minimum population threshold is higher for the HOME program so only Eugene is eligible to receive a direct allocation of HOME funds from HUD. In 1992, Eugene and Springfield formed a HOME Consortium to provide local access to

HOME funds for housing activities in Springfield. Eugene is the lead entity in the HOME Consortium and is responsible for the oversight and administration of HOME funds in the entire Consortium area.

Since the formation of the HOME Consortium in 1992, Eugene and Springfield have jointly developed the Eugene-Springfield Consolidated Plan every five years. This collaboration has allowed for consideration of needs for the metropolitan area as a whole, development of shared goals and strategies, and more efficient use of limited resources for plan development and reporting.

In addition, the Cities of Eugene and Springfield must complete and submit a One Year Action Plan (Action Plan) for each fiscal year within the five-year period. The Action Plan describes the Cities' annual allocation process and uses of HOME and CDBG funds allocated by Congress during a specific fiscal year. The next Action Plan will be completed and submitted to HUD along with the new Consolidated Plan. Lastly, the jurisdictions also jointly develop a Consolidated Annual Performance Evaluation Report to report on outcomes and progress achieved for each year. Attachment A provides a visual diagram of the required planning and reporting components. Attachment B provides a diagram of the primary steps in the Consolidated Plan development process. Council received an overview of the Consolidated Plan development process during a work session held on November 13, 2019.

Overview of the 2015 Consolidated Plan

The Eugene-Springfield 2015 Consolidated Plan provides a foundation for development of the 2020 Consolidated Plan. Goals and strategies are organized into an Affordable Housing Strategic Plan and a Community Development Strategic Plan in accordance with HUD requirements. In this plan format, all goals must address identified priority needs. In addition, selected strategies must be feasible to implement within the complex regulatory requirements of the HOME and CDBG programs. The 2015 Consolidated Plan set broad strategies that allowed for flexibility within each strategy over the five-year period. A summary of the goals, objectives and strategies are provided below. The 2015 Consolidated Plan is available at www.eugene-or.gov/hudconplan. Annual Action Plan and Performance Reports are also available at the provided link.

Affordable Housing Strategic Plan – Affordable housing goals, objectives, strategies, and outcomes are intended to address HUD program objectives to provide decent, safe, and affordable housing. Both HOME and CDBG funds may be used to support affordable housing goals. Four affordable housing goals were included in the 2015 Consolidated Plan:

- Increase the supply of affordable housing
- Rehabilitate existing housing affordable to low-income persons
- Provide down payment assistance for homeownership
- Remove barriers to affordable and supportive housing

Community Development Strategic Plan – Community development goals, objectives, strategies, and outcomes are intended to address multiple statutory objectives by providing human services; promoting economic opportunities; and improving low-income neighborhoods. Only CDBG funds may be used to support community development goals. Three community development goals were included in the 2015 Consolidated Plan:

- Support a human services delivery system to address the needs of homeless persons and special needs populations
- Promote economic development and employment opportunities through the creation of jobs and business development
- Make strategic investments to improve low-income neighborhoods and other areas of slums and blight

Staff have compiled and assessed the anticipated accomplishments achieved during the 2015 Consolidated Plan period which ends on June 30, 2020. A summary table of these accomplishments are provided in Attachment C. A summary of impacts will inform both the overall strategic direction as well as program and project implementation. A review of the numerical outcomes will also inform the development of metrics for the 2020 Consolidated Plan.

Status of 2020 Consolidated Plan Development

The creation of the 2020 Consolidated Plan commenced in September. The City retained the services of a national consulting firm, The Cloudburst Group, which specializes in working with local jurisdictions to assess community needs and develop strategies for use of federal HUD funds. Cogito, a local public engagement firm, has also assisted with community outreach efforts to inform the Consolidated Plan. This work has also been guided by a joint Consolidated Plan Advisory Committee, which includes one city councilor from each jurisdiction and two community members from each jurisdiction. A list of Committee members is provided in Attachment D.

Community Outreach, Consultations and Public Involvement Staff are using multiple strategies to understand the perspectives of community members, agencies, and stakeholders. Two separate surveys, one for community residents and one for service providers, were released in December. Over 200 residents responded to the community survey and over 30 agencies responded to the service provider survey.

Staff have completed initial consultations with agencies and providers of services to low-income residents to inform development of the needs analysis and draft strategies. Consultations have been completed with the Lane County Poverty and Homelessness Board, the Intergovernmental Housing Policy Board, the Intergovernmental Human Services Commission, the United Way Community Investment Steering Committee, as well as individual organizations. In addition to gathering general impressions about needs, gaps and proposed strategies, there are specific pieces of information that are sought during these consultations, such as the issues facing specific populations.

Lastly, the City held a joint open house with Springfield on February 12, 2020, to share proposed priority needs and priorities with the public. Over 130 community members attended the event which focused on helping residents understand how these resources have been used in the past and emerging priorities for the next five years.

Assessment of Needs, Housing Market and Community Conditions A draft profile of community needs has been completed which analyzes demographic, poverty, housing market conditions, and homelessness data as required by HUD. Staff have incorporated data from other community plans

and agencies to create an analysis of changes and trends over the past five years. This analysis also reflects input received through surveys and other public involvement activities. The draft profile is provided in Attachment E.

Development of Draft Priority Needs and Strategies Based on the data, surveys and community involvement, a draft set of priority needs and strategies has been completed. A total of six priority needs have been identified along with four Affordable Housing Strategies and three Community Development strategies. Each priority need and strategy is broadly focused to allow for flexible use of funds within the five year period. The draft proposed needs and strategies are provided in Attachment F.

Analysis of Impediments to Fair Housing An analysis of fair housing issues is a component of the Consolidated Plan process. This includes an assessment of fair housing impacts and challenges associated with specific protected classes under fair housing, identification of policies that impact protected classes, proposed actions to address those impediments. Staff is currently working with the consultant to finalize the draft analysis.

Next Steps

Following the council work session, staff will publish the draft Consolidated Plan Executive Summary and full Consolidated Plan for a thirty-day public comment period from March 1-30, 2020. A public hearing will be held at the next Consolidated Plan Advisory Committee meeting that will take place on April 1, 2020. Following the public hearing, the Consolidated Plan Advisory Committee will discuss any comments and make a final recommendation for consideration by both city councils.

Another work session with council is scheduled for April 27, 2020. During that work session, council will be asked to take action on the Consolidated Plan so it may be submitted to HUD by May 15, 2020. Council will also be asked to take action on the One-Year Action Plan that designates the use of CDBG and HOME funding during the next fiscal year. The Action Plan is also due to HUD on May 15, 2020.

PREVIOUS COUNCIL DIRECTION

November 13, 2019, Work Session and presentation

April 15, 2015, City Council Meeting
2015 Eugene-Springfield Consolidated Plan Adopted

COUNCIL OPTIONS

Information only.

ATTACHMENTS

A. HUD Required Plans and Reports Diagram
B. Consolidated Plan Development Process Diagram
C. 2015 Consolidated Plan Accomplishments

D. Consolidated Plan Advisory Committee list of members
E. Draft Eugene-Springfield Community Profile and Needs
F. Draft Eugene-Springfield Priority Needs and Strategies

FOR MORE INFORMATION

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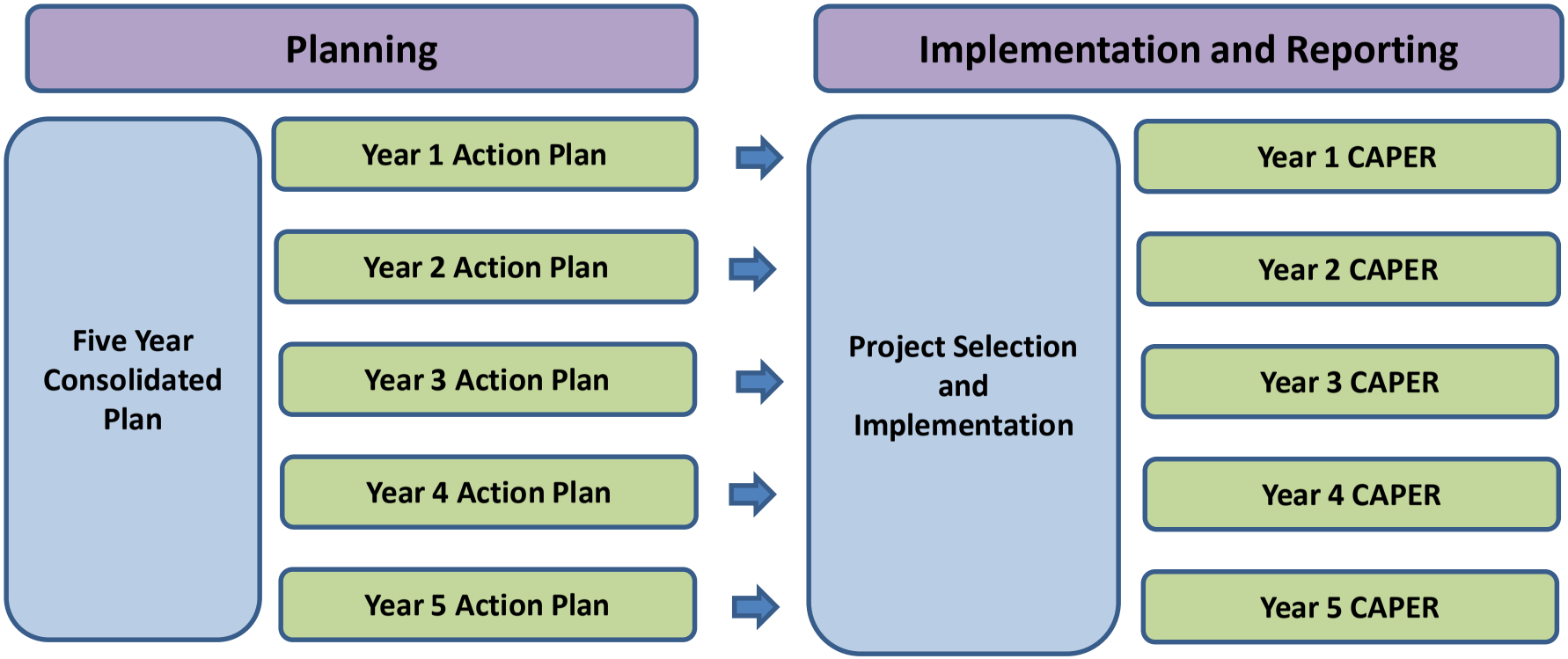
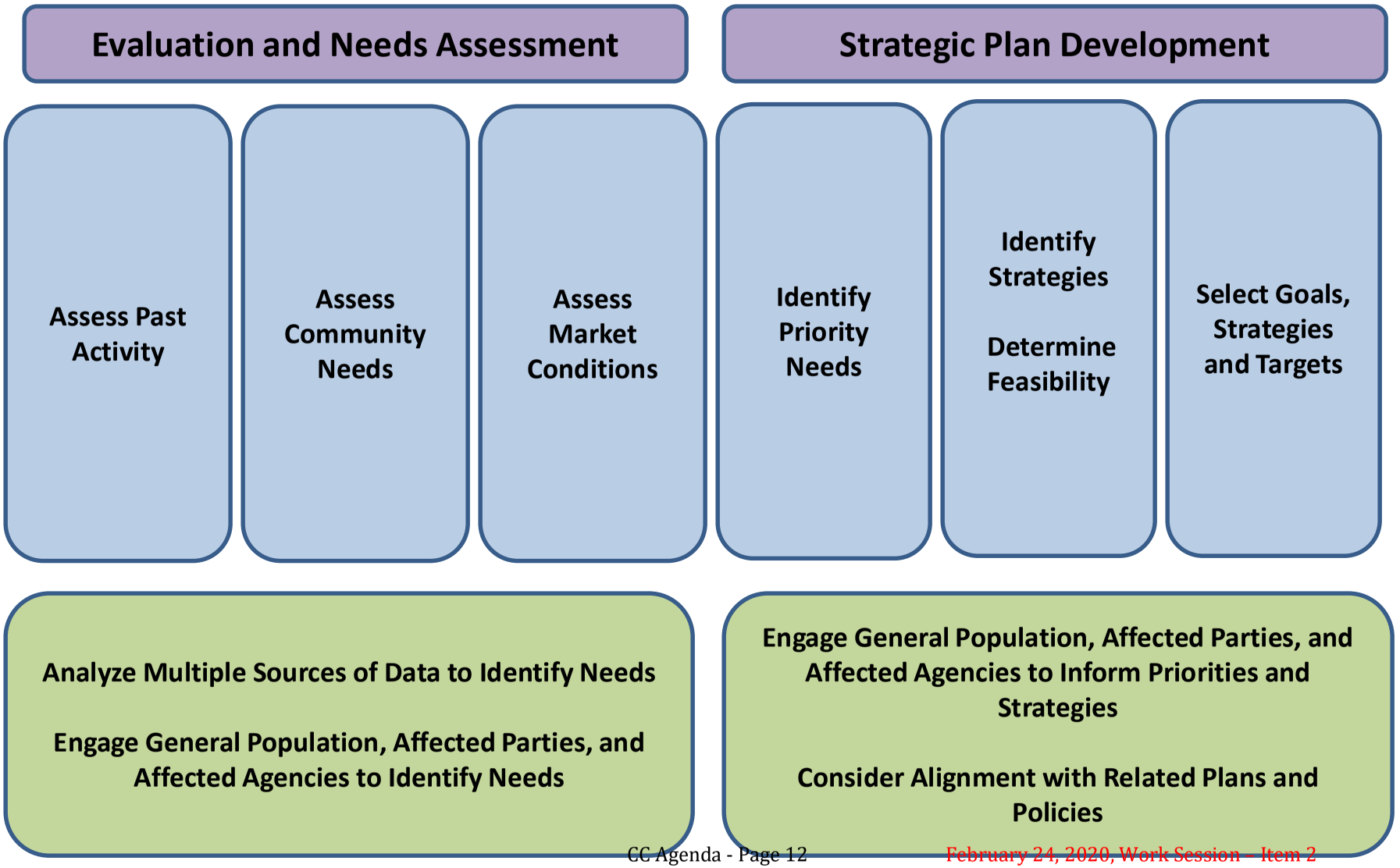
HUD Required Plans and Reports



Consolidated Plan Development Process



2015 Eugene/Springfield Consolidated Plan - Progress Report: July 1, 2015 - February 14, 2020

Affordable Housing Strategies

Strategy	Priority Needs Addressed	Possible Examples	Measurements	5 Yr Goal	FY16	FY17	FY18	FY19	Expected Completion FY20	Currently in Progress FY20	SUM	% Towards 5 Yr Goals
Increase the supply of affordable housing (HOME and CDBG)	Renters, Home Owners, Homeless, Special Needs	Land Acquisition. Development of new rental housing. Operating Support for Community Housing Development Organizations	Number of rental units constructed, reconstructed, acquired or preserved (HOME/CDBG)	600	52	77	17	40	–	221	186	31%
				50	–	–	–	–	–	–	–	–
			Number of CHDO's Assisted per Year (HOME)	4	3	3	3	3	3	3	3	75%
			Housing for homeless added (HOME)	20	–	15	13	–	–	63	28	140%
			Number of sites acquired	2	1	–	–	–	1	1	2	100%
			Homeowner housing added	10	–	–	–	–	–	–	0	–
Rehabilitate existing housing stock affordable to low-income persons (CDBG)	Renters, Homeless, Special Needs, Low-Income Areas, Home Owners	Continue and expand publicly supported rehabilitation and accessibility improvements.	Number of rental units rehabilitated	350	–	272	–	–	228	222	500	143%
			Number of home owner units rehabilitated	150	23	15	24	20	37	10	119	79%
Provide down payment assistance for home ownership (CDBG)	Home Owners	Assist low-income residents with the first time purchase of a home.	Number of households who received downpayment assistance	10	4	2	–	–	–	–	6	60%
Remove barriers to affordable and supportive housing (CDBG)	Renters, Home Owners, Homeless, Low Income Area Non Homeless Special Needs	Support programs that assure housing opportunities are provided without discrimination. Support Housing Policy Board. Update Fair Housing Plan.	Maintain Housing Policy Board	Yes	✓	✓	✓	✓	✓	✓	✓	✓
			Number of fair housing events	20	5	7	8	12	7	5	39	195%
			Maintain fair housing services	Yes	✓	✓	✓	✓	✓	✓	✓	✓
			Update Fair Housing Plan (prior to 2020)	Yes	n/a	n/a	n/a	n/a	Yes	Yes	n/a	n/a

Community Development Strategies

Strategy	Priority Needs Addressed	Possible Examples	Measurements	5 Yr Goal	FY16	FY17	FY18	FY19	Expected Completion FY20	Currently in Progress FY20	SUM	% Towards 5 Yr Goals
Support a human services delivery system to address the needs of homeless persons and special needs populations (CDBG)	Homeless, Special Needs	Fund capital improvements to facilities owned by non-profits. Fund non-profit services through the Human Services Commission.	Persons assisted with public service activities	110,000	20,000	27,734	24,995	20,813	25,000	12,500	118,542	108%
			Number of public facilities improved	15	–	1	0	1	1	2	3	20%
			Number of transitional or emergency beds added (or preserved)	20	–	8	–	–	19	54	27	135%
Promote economic development and employment opportunities through the creation of jobs and business development (CDBG)	Employment Opportunities	Provide below market financing to local businesses creating or retaining jobs. Provide micro-enterprise training and development opportunities.	Jobs created or retained	200	39	8	40	26	51	16	164	82%
			Businesses assisted	50	5	3	4	3	8	4	23	46%
			Micro business trainees	300	20	60	32	44	10	–	166	55%
Make strategic investments to improve low income neighborhoods and other areas of slums and blight (CDBG)	Renters, Owners, Homeless, Special Needs, Low Income Areas and Slums & Blight, Employment Opportunities	Provide financing for activities which eliminate slums and blight, including acquisition, clearance, rehab and historic preservation and economic development activities.	Number of projects completed	2	–	1	–	–	–	–	1	50%
			Persons assisted with public facility activity	5,000	–	1,850	–	–	–	–	1,850	37%

Eugene-Springfield 2020 Consolidated Plan Advisory Committee

Chris Pryor, Eugene City Councilor
John Barofsky, Eugene resident
Jennifer Webster, Eugene resident

Marilee Woodrow, Springfield City Councilor
Gabrielle Guidero, Springfield resident
Betsy Schultz, Springfield resident

EUGENE • SPRINGFIELD
2020 CONSOLIDATED PLAN
for Housing & Community Development

Eugene-Springfield Consolidated Plan
Draft Community Profile and Needs

The Eugene-Springfield Consolidated Plan relies upon multiple forms of qualitative and quantitative data as well as community input in order to identify housing, homelessness, and community development needs and trends. This picture of need is the basis of the proposed objectives and outcomes for the 2020 Consolidated Plan. In addition to the US Census, updated American Community Survey (ACS) data and community surveys that provides the foundation for development of the document, the Cities of Eugene and Springfield built on the work of several active committees and recent studies that addressed housing, homeless and community development. These alternative sources for needs data included several documents produced by the Lane Livability Consortium including Latino Public Participation Project and Community Indicators Project, November 2012; Assessment of Equity and Opportunity for Affordable Housing Residents, January 2014; and the Equity and Opportunity Assessment, July 2014. The assessment was also informed by additional consultations with city officials and other important stakeholders such as the Intergovernmental Human Services Commission, Lane County United Way of Lane County, Lane County Poverty & Homelessness Board, Homes for Good (PHA), and the Eugene Affordable Housing Trust Fund Advisory Committee.

In 2019, we see a regional economy has continued to diversify and improve, while at the same time leaving many in the community still struggling to find jobs with wages to cover increasing housing costs. There is a significant number of households who cannot meet the basic needs for food, shelter, medical care and transportation. In addition, there are a growing number of seniors, persons with disabilities, and others who are unable to work. These factors, combined with a very tight housing market, have resulted in many households paying more than they can afford, and a growing number of persons experiencing homelessness.

A review of noteworthy trends is provided below.

Population Growth

The overall population has grown steadily in both cities since 2000, reaching a combined 223,958 in 2017. Population grew to 163,135 in Eugene (18% growth since 2000) and 60,823 in Springfield (15% growth) in 2017.

Age Distribution

The population of Eugene and Springfield is aging. In 2000, people aged 60 to 75 accounted for 8% of the total population. This grew to 14% in 2017. For the same period, people under 45 accounted for 67% of the population in 2000, and this has dropped to 63% in 2017.

Racial and Ethnic Composition

Eugene and Springfield are becoming increasingly racially and ethnically diverse. Latino residents are the fastest growing population, representing 10.2% of the population in the two cities, and this population has grown 26.4% between 2000 and 2017. Approximately 21% of the population of the cities are either Latino or minority race.

Household Composition

As of 2017, family households still make up the largest percentage of households with 54% (Eugene – 52%, Springfield – 59%), and of those, 10% of households is single female headed households. There has also been a significant increase in single person households which now make up 45% of all households. The largest growth in household type is non-family households which increased 57% between 2000 and 2017. Average household size 2.33 in Eugene and 2.50 in Springfield.

Income and Poverty

Although growing, Median Household Income for both Eugene ($47,489) and Springfield ($41,700) is lower than the US ($57,652) and Lane County ($47,710). Further, there are many residents in both cities that are struggling, as evidenced by other indicators; 19% of Eugene residents and 28% of Springfield residents receive food stamp benefits (SNAP), and 49% of students from the three Public School Districts in Eugene and Springfield are eligible for free and reduced lunch. Low wages also contribute to financial instability. In 2017, 21% of households in Eugene and 20% of households in Springfield income in the past 12 months was below the poverty level.

Persons with Disabilities

In the Cities of Eugene and Springfield, about 32,438 people, or 14%, live with one or more disabilities. The highest reported disabilities include ambulatory (8%), cognitive (8%), and difficulty with independent living (7%).

Persons Experiencing Homelessness

The 2019 Point-in-Time Count (PIT) identified 2,165 people in Lane County experiencing homelessness, a 32% increase from 2018 and 49% increase from 2016. Over two-thirds of this population, or 1633 individuals, met HUD's definition of unsheltered, which does include 411 persons staying in "alternative to shelter" programs such as Dusk to Dawn, Opportunity Village, and Conestoga Huts. The 2019 PIT count also found that 759 persons experiencing homelessness were seriously mentally ill, 724 were chronically homeless, 525 reported substance abuse, 173 were veterans, and 113 were families with children staying in a shelter. For FY 2018, Lane County reported that 2,753 unduplicated individuals who were homeless received human services from one or more agencies. During the 2018-2019 school year, the three public school districts in Eugene

and Springfield report 1,629 homeless youth, includes students who are staying with friends or family. The reported number includes 482 homeless youth who were unaccompanied.

Persons with Special Needs who are not Homeless

Limited new data exists specific to non-homeless special needs populations in the cities of Eugene and Springfield. There are numerous sub-populations in this community. Of those, there are some that have both sufficient numbers and unique housing and service needs that warrant identification. Those include the following: veterans; children; people exiting incarceration; victims of violence; people living with HIV/AIDS; people living with drug or alcohol addictions; and college-age students. Children and youth aging out of foster care are newly identified special needs population worthy of specific attention.

Employment and Economy

Economic conditions in Eugene and Springfield have recovered significantly in the past decade, and the region has emerged as a more diversified economy than it was during the Great Recession. The number of jobs has grown steadily during the decade, and unemployment rates have remained relatively low during recent years (below 6%). Wages have risen as well, although the loss of manufacturing jobs still has tempered wage growth in the region.

In 2018, unemployment was 4.50%. Employment growth combined with retirements and declining unemployment rates is creating a strengthening economy. As the economy continue to improve, the labor market tightens, new worker availability for employers will create a demand challenge that may be unmet. With declining unemployment and increased demand for skilled workers, youth are competing for career opportunities that will allow them to gain job experience, a situation which is shown to impact their lives long term through lower earnings and less labor market engagement. Unemployment in the region is decreasing but creating a hardship for young unskilled workers. The new workforce of youth 16-24 years old accounts for 38% of the workforce. Getting younger workers to work in meaningful career opportunities will allow the younger workforce to establish the experience and income that first jobs provide, a key workforce challenge facing both cities. The workforce problems facing younger workers today may follow them well into the future through lower lifetime earnings.

Housing Units and Tenure

Together, Eugene and Springfield contain 97,224 housing units. The majority (61%) of the housing stock is single-family units, with the remainder consisting of multi-family units (33%) and a small share of mobile/manufactured homes (6%). This balance has remained relatively stable since 1990, although planners in both cities anticipate a gradual increase in multi-family housing to accommodate future population needs. For rental households, 41% in Eugene and Springfield live

in 2-bedroom homes. Increasingly, homes with three-bedrooms are being occupied by renters, climbing to 30% in 2017 from 25% in 2010. Renter households occupying studios and one-bedroom homes has stayed relatively stable since 2010, edging up from 29% to 30%.

Eugene has recently shifted to a majority renter city, where 52% of households rented their home in 2017. Springfield retains a slight majority of owner-occupied homes, where 51% of households own and 49% rent.

Assisted and Public Housing

A variety of assisted housing developments are currently available and serving low-income persons in the cities of Eugene and Springfield. There are at total of 4,452 assisted housing units in 113 developments in both cities, including projects subsidized with Section 8, Low-Income Housing Tax Credits, or other project-based subsidies. Eugene and its urban growth boundary has a total of 3,516 units in 83 developments and Springfield and its urban growth boundary has 866 units in 28 developments.

Homes for Good serves as the housing authority for the cities of Eugene and Springfield. There are a total of 595 public housing units in Lane County with 383 of those in Eugene and Springfield, and as of February 2020, 98.9% were leased. Additionally, Homes for Good has 3,065 total vouchers (3,056 in use), of which 236 are designated as Veterans Affairs Supportive Housing (192 in use). For all voucher programs, 6% are held by households with one or more persons who identify as a minority race or ethnicity.

Homes for Good maintains a waiting list for all their public housing units. There are approximately 1800 households on public housing waiting lists with typical wait times between 1 and 5 years. The Section 8 waiting list was last opened in 2019 and 4,887 people responded to the online application. At this point in time, 74% of families issued vouchers are able to lease a unit.

Housing Cost Burden

While wages and incomes have continued to rise in recent years, they have not kept pace with the cost of both owner and rental housing in both cities. From 2010 to 2017, Median Household Income rose 14% (most of that increase occurred since 2014) in Eugene, and by 15% (two-thirds of that growth occurred through 2014) in Springfield.

Housing costs in the Eugene-Springfield area have risen more sharply since 2010, especially in recent years. Median home prices have increased by about 130% between 2000 and 2019 in both Eugene and Springfield, reaching $320,000 in Eugene and $270,100 in Springfield (Zillow October 2019). Median Rental Rates have also increased substantially faster than incomes, if not

as dramatically as home values. Between 2010 and 2019, the median rental rate rose to $1,373 in Eugene (47% increase) and $1,181 in Springfield (58% increase).

As a result, many households pay more for housing than is affordable, or are unable to any afford housing. Households paying more than 30% of household income are considered to have a 'housing cost burden'. A majority of all renters in Eugene (55%) and slightly under half of all renters in Springfield (48%) are considered housing cost burdened, while a smaller but significant share of all homeowners in each jurisdiction are also cost burdened (Eugene – 27%, Springfield – 29%).

Housing Conditions and Lead Based Paint

In the cities of Eugene and Springfield, approximately 60% (55,005) of the total housing units were built prior to 1980 and may contain lead-based paint. Approximately 11,437 homes pose potential lead-based paint hazards in the cities of Eugene and Springfield.

Despite the age of the housing stock, the physical condition of the housing in Eugene and Springfield is generally good, as there are relatively few housing units (1,875) in the area that are considered substandard according to HUD. Of those, 90% are rental units, and 59% are occupied by people making 50% or less of the average median income. Based on input received during provider and public consultations, units available to low income residents tend to have more significant issues, and because of the scarcity of affordable low-income housing, residents are reluctant to raise their concerns for fear of losing the housing.

Manufactured dwelling parks are areas where people rent or lease a space for their manufactured home, which they may rent or own. A manufactured dwelling is a more affordable way for many people to own a home or live independently in an environment for older individuals. About 5% of the housing units in Eugene and Springfield are manufactured home park spaces, with nearly 40% of the homes in three census tracts. These tracts are located in west Eugene, Glenwood, and mid-Springfield.

Draft Priority Needs

The purpose of identifying the community needs and trends, conducting surveys and meeting with providers is to identify what the priority needs are for the low-and moderate-income households in this community for the next five years. Listed below are the needs that were identified through the analysis that have been identified as priority needs to address using HUD funds.

Renters

Rising rents has created a substantial gap in decent quality housing affordable to very low-, low- and moderate-income households in both cities. There are 21,535 such households earning less than 80% of AMI in Eugene, and 7,270 such households in Springfield, and make up 63% of all renters.

- **Renter households earning less than 80% of area median income (very-low, low- and moderate- incomes):** Over three quarters of these households spend more than 30% of their income on housing costs (79% in Eugene, 74% in Springfield). Moreover, 54% of these households in Eugene and 35% of these households in Springfield spend 50% of their income on housing costs.

- **Renter households earning less than 50% of area median income (very-low and low-income):** A modestly greater share of these households also spend more than 30% of their income on housing costs. However, the significantly more of these households pay more than 50% of their income on housing costs (Eugene – 68%, Springfield – 57%).

Home Owners

Rising home values have also reduced the availability of quality housing affordable to low-and moderate- income homeowners. There are 7,390 owner households (23% of all owners) earning less than 80% of AMI in Eugene, and 4,470 owner households (37% of all owners) in Springfield, substantially fewer than the number of renters in this income bracket. Low, very low- and even moderate- homeowner households need increased access to affordable home ownership opportunities and support to remain homeowners. The high costs also reduce opportunities for potential homebuyers.

- **A significant majority of low-income owners experience a housing cost burden, over-crowding, and/or substandard housing conditions (Eugene – 78%, Springfield – 59%).**

- **Owner households earning less than 80% of area median income (very-low, low- and moderate- incomes):**
    - A significant majority of these homeowners spend more than 30% of their income on housing costs (Eugene – 66%, Springfield – 57%).
    - Moreover, 41% of these households in Eugene and 28% of these households in Springfield spend 50% of their income on housing costs.

- **Owner households earning less than 50% of area median income (very-low and low-income):**
    - There are 3,370 owner occupied households in Eugene, and 2,030 in Springfield earning less than 50% AMI.
    - Over three quarters (77%) of these households in Eugene and over half (56%) of households in Springfield spend more than 30% of their income on housing costs.
    - 59% of these owner households in Eugene and 39% in Springfield more than 50% of their income on housing costs

People Experiencing Homelessness

People need access to housing and supportive services to prevent them from becoming homeless and to leave homelessness.

- The 2019 Point in Time Count identified 2,165 people experiencing homelessness.
- Of those, 1,633 were unsheltered, 84 were families with children staying in a shelter, 841 were chronically homeless, 197 were veterans, 525 reported substance abuse and 759 were seriously mentally ill.
- The 2019 PIT Count identified 145 unaccompanied youth, with 21 in Emergency Shelter (6 youth under age 18), 16 in Transitional Housing (6 youth under age 18), and 108 unsheltered (14 youth under age 18). A total of 26 unaccompanied homeless youth were under age 18, 119 were ages 18-24.
- Lane County reports 26 agencies with 170 projects in WellSky, a management information system used to share information among service providers on services provided to at-risk, homeless, or near homeless clients.
- Lane County reported that 2,753 unduplicated individuals who were homeless received human services from one or more agencies in fiscal year 2018.
- The three public school districts in Eugene and Springfield report 1,629 homeless youth during 2019, and this definition includes students who are staying with friends or family. The definition of homeless for purposes of the Plan includes people who are "doubled-up".

Non-Homeless Special Needs Populations

People with special needs need additional support for housing and supportive services. This includes seniors, ex-offenders, people with HIV/AIDS, victims of domestic violence, people with drug and alcohol addictions, people who are evicted or foreclosed, people with physical and mental disabilities, veterans, youth and youg adults, and youth aging out of foster care.

- Special needs populations need additional support as it relates to affordable housing, human services, employment opportunities, and accessibility improvements in housing and public facilities.
- In both cities, 49% of students in the three public districts are eligible for free or reduced lunch.
- One in seven Oregonians and one in five children in Oregon are food insecure.
- Free local bus passes, gasoline, care repair, driver's license, ID card or birth certificate fee were all identified as difficult to access based upon feedback provided by the constituency surveyed.
- Housing vacancy rates and rent to wage ratios affect the necessity of basic needs assistance.
- There is one domestic violence provider in Eugene. Records indicated there are minimal domestic violence and sexual assault providers, with limited shelter space and housing assets dedicated to survivors and those fleeing domestic violence.
- In the Community Survey, respondents identified *mental health and addiction services* and *housing services* as the greatest social services needs. Respondents also identified *Assist human service agencies with facilities acquisition or improvements* as the most needed Community Development Need.

Employment Opportunities

People who have low-incomes, are unemployed or underemployed need a broader range of employment opportunities, including self-employment

- After Lane County lost 18,000 between 2007 and 2010, employment has continued to grow [back to pre-recession levels] currently peaking at 95% as of 2017. As unemployment rates have declined in recent years, so too has job growth since 2016.
- Workers in the Eugene Metropolitan Statistical Area had an average (mean) hourly wage of $22.75 in May 2018, about 9 percent below the nationwide average of $24.98.
- Not all sectors have returned to pre-recession levels, including financial activities, Construction, Manufacturing, and Information.

- In 2019, the top three reasons employers found it difficult to fill vacancies were: (1) lack of applicants, (2) unfavorable working conditions, and (3) lack of qualified candidates (Hiring Challenges for unfilled job vacancies, May 2019)
- The loss of jobs combined with the subsequent recession, have widened the gap between employed wages and housing costs.
- Community Survey responders identified *creating jobs in low-income neighborhoods* as the greatest economic development need

Low-Income Areas and Areas of Slums and Blight

Geographic areas defined as areas of slums or blight or as low-income areas need additional support for rehabilitation and public facility improvements

- There are several areas in this community that are or could meet the HUD requirement for an area of slums and blight which would allow different uses of CDBG funds. These areas could benefit from increased investments in the area. There are also specific properties with deteriorated conditions that could addressed using CDBG funds.
- There are several areas of this community that are characterized by 51% or more low- to moderate-income residents, which can benefit from increased investments in this area.

Draft Priority Needs

Priority Need	Explanation	Comments

Renters
Low- and very low-income people need increased access to quality affordable rental housing
	• About three quarters of moderate- and low-income renters spend more than 30% of their income on housing costs (Eugene – 79%, Springfield – 74%)
	• The majority of low-income renters spend more than 50% of their income on housing costs (Eugene – 68%, Springfield – 57%)
		• Between 2010 and 2019, the median rental rate rose to $1,373 in Eugene (47% increase) and $1,181 in Springfield (58% increase)
		• Significant increase in need from 2013 to 2017;
		  • Many more moderate-income households spend more than 30% on housing
		  • Many more low- and very income households spend more than 50% on housing

Home Owners Low- and very low-income people need increased access to affordable home ownership opportunities and support to remain homeowners	• A significant majority of low-income owners experience over-crowding, substandard housing, or a housing cost burden (Eugene – 78%, Springfield – 59%) • A significant majority of moderate- and low-income owners spend more than 30% of their income on housing costs (Eugene – 66%, Springfield – 57%) • A large percentage of low-income owners spend more than 50% of their income on housing costs (Eugene – 59%, Springfield – 39%)	• Low-income households spending more than 30% of income housing has increased in Eugene but remains steady in Springfield • Low-income households spending more than 50% of income housing has increased in both Eugene and Springfield.

Priority Need	Explanation	Comments
People experiencing Homelessness People need access to housing and supportive services to prevent them from becoming homeless and to leave homelessness	• A total of 2,165 homeless individuals were served in FY 2019 by agencies funded by Lane County. • The three public school districts in Eugene and Springfield report 1,629 homeless youth during 2019 (includes students who are staying with friends or family). • The definition of homeless for purposes of this Plan includes people who are "doubled-up". • Shortage of year-round low-barrier emergency shelter beds, especially for single individuals and victims of Domestic Violence • Lack of diversion and rapid exit services for those exiting Permanent Housing	• Majority of the homeless population in Eugene (73%) and Springfield (88%) are experiencing unsheltered homelessness. • Shortage of low-barrier year-round emergency shelter and shelter beds in Eugene and Springfield. • In 2017, one in four persons exiting permanent housing in Lane County returned to homelessness. • There are no youth-specific resources for transition-age youth (18-24). • Due to low rental vacancy (3.6% in Eugene and 3.4% in Springfield) and even lower affordable unit rental vacancy, the Lane County Continuum of Care struggles with voucher or tenant-based programs.
Non-Homeless Special Needs Populations Special needs populations need additional support as it relates to affordable housing, human services, and employment opportunities.	• People with special needs including seniors, ex-offenders, people with HIV/AIDS, victims of domestic violence, people with drug and alcohol addictions, people who are evicted or foreclosed, people with physical and mental disabilities, veterans, youth, and youth aging out of foster care.	• Still gathering additional data on specific populations • In the Community Survey, respondents identified *mental health and addiction services* and *housing services* as the greatest social services needs. Respondents also identified *assist human service agencies with facilities acquisition or improvements* as the most needed Community Development Need.

Employment Opportunities People who have low incomes, are unemployed or underemployed need a broader range of employment opportunities, including self-employment	• Job growth and low unemployment rates has not yielded better wages for many younger residents and workers lacking necessary skills. • The new workforce of youth 16-24 years old accounts for 38% of the workforce. • Current low unemployment rates and retirements in workforce has created demand for skilled workers in some industries.	• The United Way ALICE report found that 58% of all jobs in Oregon are low-wage (less than $20/hour), with contract positions (non0benfited) increasing, a factor in job and housing insecurity. • There is a need to increase high-wage and living wage career employment opportunities for youth. • Lower wages are exacerbating housing affordability for some workers
Low-Income Areas & Areas of Slums and Blight Geographic areas that meet federal criteria as areas of slums and blight or as low-income areas and need additional support for rehabilitation and public facility improvements	• There are several areas in this community that are or could meet the HUD requirement for an areas of slums and blight which would allow different uses of CDBG funds. These areas could benefit from increased investments in the area. • There are several areas of this community that are characterized by 51% or more low- to moderate-income residents, which can benefit from increased investments in this area.	• Needs to support areas low- and moderate- income neighborhoods through public improvements such as infrastructure and public facilities • Low-Income Areas have been mapped for both jurisdictions • Support currently designated slum/blight area

Draft Affordable Housing Strategy

Strategy/Goal	Priority Needs Addressed	Possible Examples	Measurements	Eugene/ Springfield HOME Consortium	Eugene CDBG	Springfield CDBG
Increase the supply of affordable housing (HOME and CDBG)	Renters, Home Owners, Homeless, Special Needs	Land Acquisition. Development of new rental housing. Operating Support for Community Housing Development Organizations	Number of housing units constructed, reconstructed, acquired or preserved	✓	✓	✓
			Number of CHDOs assisted	✓		
			Housing for homeless added	✓	✓	
			Number of sites acquired		✓	✓
Rehabilitate existing housing stock affordable to low-income persons (CDBG)	Renters, Homeless, Special Needs, Low-Income Areas, Home Owners	Continue and expand publicly supported rehabilitation and accessibility improvements.	Number of rental units rehabilitated		✓	✓
			Number of home owner units rehabilitated		✓	✓
Provide down payment assistance for home ownership (CDBG)	Home Owners	Assist low-income residents with the first-time purchase of a home.	Households assisted with direct assistance to home buyers		✓	✓
Remove barriers to affordable and supportive housing (CDBG)	Renters, Home Owners, Homeless, Low Income Area Non Homeless Special Needs	Support programs that assure housing opportunities are provided without discrimination. Support Housing Policy Board. Update Fair Housing Plan.	Maintain Housing Policy board		✓	
			Number of fair housing events		✓	
			Maintain fair housing services		✓	✓
			Update Fair Housing Plan		✓	✓

Draft Community Development Strategy

Strategy	Priority Needs Addressed	Possible Examples	Measurements	Eugene CDBG	Springfield CDBG
Support a human services delivery system to address the needs of homeless persons, special needs, and other low-income populations (CDBG)	Homeless, Special Needs	Fund capital improvements to facilities owned by non-profits. Fund non-profit services through the Human Services Commission. Fund job training	Persons assisted with public facility activities	✓	✓
			Persons assisted with public service activities	✓	✓
			Number of public facilities improved	✓	✓
			Number of transitional or emergency beds added	✓	✓
Promote economic development and employment opportunities through the creation of jobs and business development (CDBG)	Employment Opportunities	Provide below market financing to local businesses creating or retaining jobs. Provide micro-enterprise training, and development opportunities.	Jobs created or retained	✓	✓
			Businesses assisted	✓	✓
			Micro business trainees	✓	✓
Make strategic investments to improve low income neighborhoods and other areas of slums and blight (CDBG)	Renters, Owners, Homeless, Special Needs, Low Income Areas and Slums & Blight, Employment Opportunities	Provide financing for activities which eliminate slums and blight, including acquisition, clearance, rehab and historic preservation and economic development activities, infrastructure and public facility improvements.	Businesses assisted with façade treatment or building rehab		✓
			Number of projects completed	✓	✓
			Persons assisted with public facility activity	✓	✓