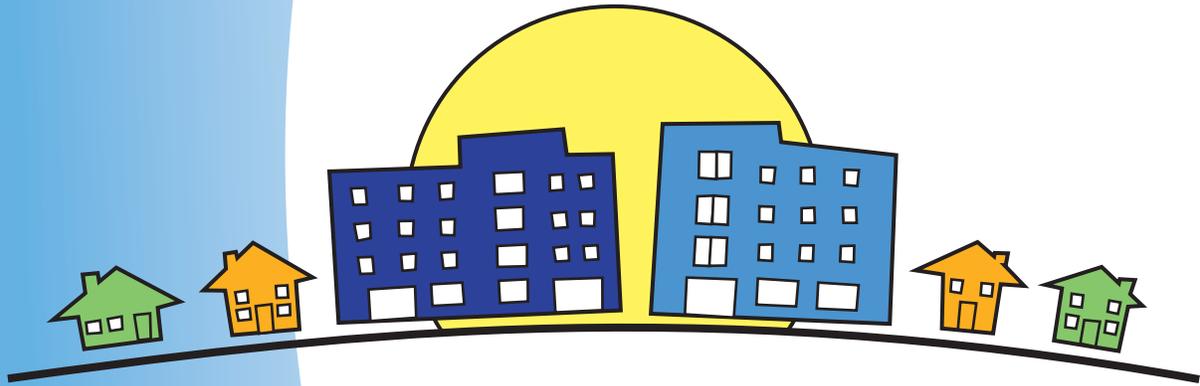
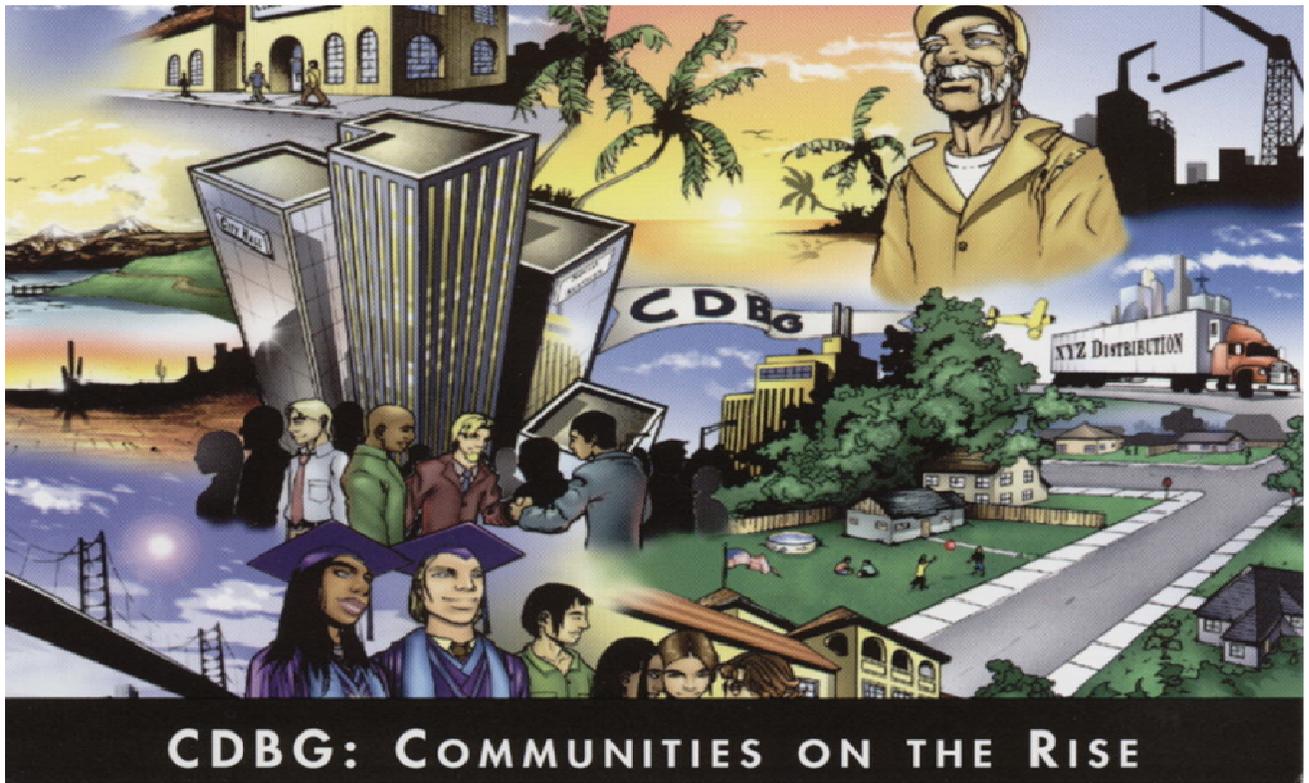


Adopted
Eugene-Springfield

Consolidated Plan 2010



A Five Year Strategic Plan for Housing
and Community Development



Eugene-Springfield Consolidated Plan 2010

Submitted by:
City of Eugene*
City of Springfield
In collaboration with Lane County

Presented to:
The U.S. Department of Housing and Urban Development
Oregon State Office, Northwest/Alaska Area

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Springfield City Council

Sid Leiken, *Mayor*
Terri Leezer
Christine Lundberg
Joe Pishioneri
Dave Ralston
Fred Simmons
Hillary Wylie

Citizen Advisory Committees

Eugene Community Development Block Grant Advisory Committee
Eugene Human Rights Commission Accessibility Committee
Intergovernmental Housing Policy Board
Intergovernmental Human Services Commission
Springfield Community Development Advisory Committee

Staff Team

City of Eugene

Stephanie Jennings
Allen Lowe
Richie Weinman
Becky Wheeler
Sarah Zaleski

Lane County

Katy Bloch
Pearl Wolfe

HACSA

Dorothy Cummings

City of Springfield

Kevin Ko
Molly Markarian
Jodi Peterson

Executive Summary

The Eugene-Springfield 2010 Consolidated Plan presents a strategic vision for housing and community development for the period beginning in July 2010 and ending in June 2015. The goals, strategies, and activities outlined in the Consolidated Plan are based on priorities identified through an analysis of community needs and an extensive community outreach process.

The Cities of Eugene and Springfield must complete and adopt a Consolidated Plan every five years in order to receive Community Development Block Grant (CDBG), HOME Investment Partnership Program (HOME), and other HUD grants. The purpose of CDBG and HOME is to advance the following statutory objectives principally for extremely low-income, low-income, and moderate-income residents:

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

In addition, the Cities of Eugene and Springfield must complete a Consolidated Plan 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 specific uses of HOME and CDBG funds during a specific fiscal year. The first Action Plan, for fiscal year 2010-2011, is completed and submitted to HUD along with the 2010 Consolidated Plan.

Consultation and Citizen Participation

Staff from the Cities of Eugene and Springfield employed a multi-faceted approach to engaging community members and other stakeholders in the development of the Consolidated Plan. Staff from the Lane County Human Services Commission and the Housing and Community Services Agency of Lane County also provided input into the citizen involvement process. As a part of this process, a needs survey was conducted for public and private agencies that provide assisted housing, fair housing, health services, and social services. Representatives from human service agencies, local school districts, parks providers, utilities, police departments, legal aid services, and libraries were also consulted in the development of the Plan. These consultations were on-going and occurred at several stages of the Plan's development. In addition, staff met with area housing and community development advisory committees on several occasions and conducted community surveys, stakeholder focus group meetings, general public meetings, and public hearings over the course of the Plan's development.

Community Profile and Needs

The Consolidated Plan relies upon an analysis of qualitative and quantitative data 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 2010 Consolidated Plan. In addition to the US Census data which provides the foundation for development of the document, the Cities of Eugene and

Springfield utilized several alternative sources for needs data. These sources included the 2009 United Way survey, the Oregon Housing and Community Services Special Needs and Affordable Housing Needs Assessment, Northwest Federation of Community Organizations: 2008 Jobs Gap, and others. A complete list of data sources utilized in the Plan is included in Appendix C.

In summation, the local economy has declined, resulting in fewer job opportunities and less income for area households. As a result, there is a significant increase in the 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 relatively tight housing market, have resulted in a large number of households with moderate or severe housing cost burdens. A review of noteworthy trends is provided below.

Population Growth

While the overall population of Eugene and Springfield continues to grow modestly at an annual projected population growth rate of slightly less than 1%, there are noteworthy changes in resident characteristics. The total population of Eugene and Springfield was 215,185 in 2009.

Age Distribution

The population of Eugene and Springfield is aging. Persons 45 years and older made up 36.4% of the total population in 2007, compared to 32.8% in 2000. Longer life expectancies account for a significant portion of this shift.

Racial and Ethnic Composition

Eugene and Springfield are becoming more racially and ethnically diverse. In 2007, the population was 83.5% White and 16.5% Hispanic/Latino and/or minority. Between 2000 and 2007, the Hispanic/Latino population increased over 40%, while the non-Hispanic/Latino minority population increased nearly 20%. Local school district data suggests that the minority and Hispanic/Latino population may be closer to 23% of the total population.

Household Composition

While family households still make up the largest percentage of households (55%) in both jurisdictions, there has been a significant increase in single person households (up 17.4%) between 2000 and 2007. Springfield also experienced a notable increase in the number of elderly households (up 17.4%) during the same period.

Income and Poverty

The Lane County Median Family Income in 2009 was \$57,200. Lane County's average wage is only 88% of the Oregon statewide average wage and less than 80% of the US average annual wage. Poverty rates in the cities of Eugene and Springfield have climbed over the past 40 years, rising from 10.9% of the total population in 1969 to 19.3% in 2007. In 2007, Eugene had a poverty rate of 19.7% while Springfield's rate was 18.5%. According to the 2009 United Way of Lane County Community

Assessment, 18% of all households surveyed are between 100-200% of the federal poverty guideline, making them ineligible for many services but leaving them without adequate income to meet their families' basic needs. For the 2009-2010 school year, 50% of students in the three school districts serving the cities of Eugene and Springfield were enrolled in free and reduced-price meals programs.

Persons with Disabilities

In 2007, a total of 31,700 people over the age of 5 had some disability, corresponding to almost 17% of the population over the age of 5. This figure is similar to the percentage of the population statewide with disabilities. Of those with disabilities in the cities of Eugene and Springfield, 31% are sensory, 56% physical, 44% mental, 17% self-care, 29% go-outside-home, and 34% employment. Persons may report more than one disability.

Persons experiencing Homelessness

The 2009 One-Night Homeless Count identified 2,232 homeless persons in 1,743 households. Of the total, 60% of the homeless households (993) were unsheltered; the remainder was housed in emergency shelters, transitional shelters, or motels. Twenty-two percent (22%) of homeless persons were identified as being chronically homeless, representing a 9% increase since 2008. Preliminary results of the 2010 One-Night Homeless Count indicate a sharp increase in the number of homeless people counted (up 48%) as well as a doubling of unsheltered individuals.

Persons with Special Needs who are not Homeless

Limited data exists specific to non-homeless special needs populations in the cities of Eugene and Springfield. Countywide estimates available from the State of Oregon suggest that there are approximately 500 released offenders, 300 people living with HIV/AIDS, 150 victims of domestic violence, and upwards of 6,000 persons with drug and/or alcohol addiction living in Lane County who may have special needs for housing and supportive services.

Employment and Economy

Unemployment rates in Lane County rose sharply in 2008 and 2009. In March 2009, the Lane County unemployment rate reached 13.5%, the highest rate since 1983. The latest economic downturn has seen continuing declines in manufacturing, a trend spanning more than 30 years. In 2007, relatively high-paying employment in the manufacturing sector constituted only 13% of all jobs in Lane County; that number has dropped even further as a result of the current recession. At the same time, the retail-service sector, an economic sector that pays significantly lower wages than manufacturing wages, has grown rapidly. In 2007, 61% of all jobs in Lane County paid less than the average wage for Lane County (\$34,328).

According to the 2009 Lane County United Way Community Assessment, 30% of all respondents reported someone in their household not being able to find work; this measure of the difficulty of finding employment is higher than in any previous Community Assessment.

Housing Units and Tenure

Together, Eugene and Springfield contain more than 90,400 housing units. The balance between unit types has remained relatively stable since 1990, with single-family units accounting for 62% of the total, multi-family units for 32%, and the remainder in mobile/manufactured homes. The data also indicates that the majority of units available to renters are two-bedroom units; only 11% of all units have three bedrooms that might be available to large rental households. About 53% of the 90,400 housing units in the two cities are owner-occupied, while 47% are renter-occupied. The rate of homeownership in Springfield is 55% compared to 52% in Eugene.

Public and Assisted Housing

The Housing and Community Services Agency of Lane County (HACSA) serves as the housing authority for the Cities of Eugene and Springfield and Lane County. HACSA owns, manages, and maintains 1,363 units of low-income housing in Lane County, of which 708 are public housing units. HACSA also administers the HUD Section 8 Housing Programs and manages the Low-Income Weatherization Program. As of December 2009, over 3,000 Lane County families are on HACSA's combined housing waiting list. Over half of the families on the waiting list have children, 35% are disabled, and 7% are elderly. Nearly 20% are Hispanic/Latino and/or a minority. The average waiting time is approximately 18 months.

A variety of assisted housing developments are currently available and serving low-income persons in the Cities of Eugene and Springfield. There are a total of 4087 assisted housing units in 119 developments in both Cities including projects subsidized with Section 8, Low-Income Housing Tax Credits, or other project-based subsidies. Eugene has a total of 3,288 units in 87 developments and Springfield has 838 units in 32 developments.

A total of 1136 units in 25 developments are subsidized through Section 8 or Section 202 contracts with HUD. These units make up 28% of all assisted housing units in Eugene and Springfield. All contracts are scheduled to expire between 2010 and 2015, however many developments are associated with nonprofit affordable housing organizations that will seek renewal of contracts.

Housing Costs and Availability

Housing costs in the Eugene-Springfield area have risen sharply over the past 20 years, forcing many households to pay more for housing than is affordable. The cost of housing is generally considered to be affordable when it equals no more than 30% of household income, including utility costs; households paying more than 30% of household income are considered to have a 'housing cost burden.' In the cities of Eugene and Springfield, more than one-quarter (26.1%) of all homeowners and nearly half (47%) of all renters have a housing cost burden. Vacancy rates in the area have remained relatively low but rose to 4.2% for apartment units and as high as 10% - 12% for single family homes in fall 2009.

Housing Conditions and Lead Based Paint

Within the cities of Eugene and Springfield, two-thirds of the housing stock was built before 1980 and may be in need of building rehabilitation to bring units up to modern standards. Given the age of the

housing stock, it is estimated that approximately 15,236 housing units in the cities of Eugene and Springfield may pose a lead-based paint hazard to residents.

Despite the age of the housing stock, the physical condition of housing in the Eugene-Springfield area is generally good, as there are relatively few housing units in the area that are considered substandard according to HUD (i.e. lacking complete plumbing facilities, heat source, or kitchen and/or in need of exterior repairs, such as roof, siding, or foundation) relative to the number of all housing units. Although there is no data available to determine how many of the substandard units are occupied by low-income households, it can be surmised that a substantial percentage of the occupants are low-income, either because, as owners, they lack resources to maintain their homes' critical structural elements or because, as renters, they cannot afford a unit that is in standard condition.

Goals, Objectives, Strategies, and Outcomes

The assessment of needs and Consolidated Plan process has led to an emphasis on goals, objectives, strategies, and outcomes to meet the basic needs of low- and moderate-income households, including social services, housing, and jobs over the next five years. The goals, objectives, and strategies listed on the following pages will guide the implementation of the Consolidated Plan for the years 2010 through 2015.

Affordable Housing Objectives

Affordable housing goals, objectives, strategies, and outcomes are intended to address HUD program objectives to provide decent, safe, and affordable housing; create suitable living environments; and promote economic opportunities within the community. A total of five affordable housing goals are included in the Consolidated Plan:

- 1) Increase the supply of affordable housing The housing affordability challenges and overall vacancy show that it is necessary to continue to add units to the stock of affordable housing. The Cities of Eugene and Springfield use a combination of HOME and CDBG funds for land and development subsidies for new construction of affordable housing.
- 2) Conserve and improve existing affordable owner and renter housing stock In addition to adding units, continued efforts are necessary to preserve existing rental and ownership housing for low-income persons. The Cities of Eugene and Springfield use a combination of HOME and CDBG funds for this purpose. The City of Eugene operates a Housing Revolving Loan Pool with CDBG funds for rental rehabilitation and owner rehabilitation loans. Both Cities use funds to provide assistance for minor home repairs and accessibility improvements.
- 3) Increase opportunities for low- and moderate-income households to become and remain homeowners Both the Cities of Eugene and Springfield operate downpayment assistance programs to help low-income persons become homeowners. The assistance received by each household is modest but plays a critical role in enabling them to become homeowners. In addition, the units vacated by households receiving homebuyer assistance become available to other renters. As part of efforts to affirmatively further fair housing, the Cities of Eugene and Springfield work together to enhance homeownership opportunities persons of minority race and ethnicity.

4) Increase opportunities for low- and moderate-income households to become and remain renters – The City of Springfield provides rental assistance to low-income persons to enable them to become or remain renters.

5) Remove barriers to affordable and supportive housing – Both the Cities of Eugene and Springfield seek opportunities to affirmatively further fair housing and also raise awareness of the housing needs of low- and moderate-income persons, so these needs may be considered in the development of related policies and regulations.

Community Development Objectives

Community development goals, objectives, strategies, and outcomes are intended to satisfy HUD program objectives by providing human services; creating jobs; improving access to public facilities; and furthering neighborhood revitalization, planning, and community-building activities. A total of four community development goals are included in the Consolidated Plan:

1) Support a human services delivery system that helps low- and moderate-income persons achieve dignity, well-being, and self-sufficiency The Cities of Eugene and Springfield collaborate with Lane County to fund human service providers. This collaborative funding model uses available federal, state, and local funds to efficiently support local agencies. The Human Services Commission is the intergovernmental body that guides the use of funds and oversees the activities of agencies receiving funds. In addition, both the Cities of Eugene and Springfield provide capital grants for public facilities operated primarily by nonprofit service providers. In accordance with CDBG regulations, facilities that are designed for use in providing temporary shelter for persons having special needs are also considered to be public facilities and are included in the public facilities category.

2) Provide economic development and diversification through the creation of jobs The Cities of Eugene and Springfield will use CDBG funds to undertake economic development activities resulting in job creation for low- and moderate income households. The City of Eugene’s Business Development Fund will continue to provide loans to local businesses resulting in job creation or retention. This Fund operates primarily with program income from previous business loans. The City of Springfield recently initiated a similar program to provide loans to local businesses and will continue to provide such loans during the Plan period. Both Eugene and Springfield expect to continue support of microenterprise training for low- and moderate-income persons as a public service.

3) Improve accessibility to public facilities Both the Cities of Eugene and Springfield expect to make some capital improvements to remove barriers to accessibility in public buildings and infrastructure in accordance with CDBG regulations. The City of Eugene has identified a continued need for reconstruction and installation of curb ramps in existing sidewalks, retrofits of existing traffic signals to include Accessible Pedestrian Devices, and barrier removal in city facilities. Given the overall prioritization of needs, both the Cities of Eugene and Springfield expect to make modest investments in this area.

4) Make strategic investments to improve low-income neighborhoods and other areas exhibiting conditions of slums and blight Both the Cities of Eugene and Springfield will consider strategic investments in capital improvement projects serving eligible areas. Such projects may include park improvements, public infrastructure, and other facilities.

2010 Affordable Housing Strategic Plan

Goal #1: Expand opportunities for permanent affordable housing for low-income persons			
Objective	Strategy		Projected Outcome
1-A Increase the supply of affordable housing	1-A-1	Maintain and enhance programs that provide financial and other support for the continued production of new affordable housing	EUGENE: 500 units SPRINGFIELD: 100 units
	1-A-2	Assist CHDOs to build operational capacity and provide technical and other assistance to facilitate construction of additional housing units	4 non-profit sponsors
	1-A-3	Continue use of CDBG funds in Eugene: to landbank sites for future affordable housing developments Prepare and offer landbank sites for development	2 sites purchased 3 sites awarded for development
	1-A-4	Maintain locally-funded programs to mitigate development costs through tax exemptions and system development charge waivers	On-going
1-B Conserve and improve existing affordable owner and renter housing stock	1-B-1	Continue and enhance rehabilitation, weatherization, home repair, and accessibility efforts. Programs to include: <ul style="list-style-type: none"> Low- or no-interest loan (dependent upon income) program to pay costs of rehabilitation for low- and very low-income households Minor home repair, accessibility, and weatherization grant programs for low- and very low-income households 	EUGENE: 50 home repairs EUGENE: 2 owner rehabs EUGENE: 280 rental rehabs SPRINGFIELD: 500 home repairs SPRINGFIELD: 25 owner rehabs SPRINGFIELD: 25 rental rehabs
1-C Increase opportunities for low- and moderate-income households to become and remain homeowners	1-C-1	Maintain and enhance programs for first time homebuyers	EUGENE: 100 households SPRINGFIELD: 150 households
	1-C-2	Specifically encourage greater minority homeownership through outreach and education of lender and realtor community regarding needs and potential of minority homeowners and existing programs to assist potential homeowners	3 events
1-D Increase opportunities for low- and moderate-income households to become and remain renters	1-D-1	Reduce rent burdens of extremely-low and low-income tenants through rental assistance programs	100 households
1-E Remove barriers to affordable and supportive housing	1-E-1	Continue to support programs that assure housing opportunities are provided without discrimination	4 Fair Housing events
	1-E-2	Raise awareness of housing needs of low- and moderate-income persons through participation and collaboration on land use and zoning studies to ensure consideration of the needs of those income groups	Maintain Housing Policy Board and seek representation of affordable housing in policy discussions

2010 Community Development Strategic Plan

Goal #2: Expand access to public services, economic opportunities, and suitable living environments			
Objective	Strategy		Projected Outcome
2-A Support a human services delivery system that helps low- and moderate-income persons achieve dignity, well-being, and self-sufficiency	2-A-1	Collaborate to fund public services through the Human Services Commission	15% of entitlement
	2-A-2	Provide funding for capital improvements to facilities owned by non-profits including acquisition, rehabilitation, weatherization, and accessibility improvements.	EUGENE: 15 facilities SPRINGFIELD: 5 facilities
2-B Promote economic development and diversification through the creation of jobs	2-B-1	Provide below-market financing to local businesses creating or retaining jobs available to low-and moderate-income persons	EUGENE: 50 loans EUGENE: 200 jobs SPRINGFIELD: 2 loans SPRINGFIELD: 5 jobs
	2-B-2	Provide below-market financing through Eugene's Emerging Business Loan Pool program to local businesses creating or retaining jobs available to low-and moderate-income persons	EUGENE: 25% of loan volume in dollars
	2-B-3	Fund micro-enterprise development	EUGENE: 300 trainees SPRINGFIELD: 50 trainees
2-C Improve accessibility to public facilities	2-C-1	Remove architectural barriers from City-owned buildings and publically-maintained infrastructure	EUGENE: 12 facility improvements EUGENE: 50 curb ramps EUGENE: 25 Accessible Pedestrian Devices SPRINGFIELD: 4 public improvements
2-D Make strategic investments to improve low income neighborhoods and other areas exhibiting conditions of slums and blight	2-D-1	Fund capital improvements in eligible areas such as:infrastructure, street and sidewalk improvements, and parkland acquisition and improvements	EUGENE: 3 projects SPRINGFIELD: 2 projects
	2-D-2	Provide financing for the elimination of slums and blight, including acquisition, clearance, rehabilitation, and historic preservation activities	1 project