

EUGENE CITY COUNCIL AGENDA ITEM SUMMARY



Work Session: Bascom Village

Meeting Date: November 16, 2011
Department: Planning & Development
www.eugene-or.gov

Agenda Item Number: B
Staff Contact: Becky Wheeler
Contact Telephone Number: 541-682-5532

ISSUE STATEMENT

This work session provides the City Council with an opportunity to discuss the results of the 2011 Affordable Housing Request for Proposals (RFP) as well as related affordable housing funding policies and processes. This RFP is the mechanism used by the City to identify projects eligible to receive land, federal pass-through funds, and local subsidies for affordable housing. The 2011 Housing RFP solicited proposals for development of the City-owned landbank site located at 2990 County Farm Road. The Housing Policy Board (HPB) made a draft recommendation to fund Bascom Village, a 101-unit development affordable to those at or below 50 percent Area Median Income.

BACKGROUND

The following information summarizes: 1) the City's guiding plans related to affordable housing; 2) the annual Housing RFP process; 3) the Eugene Landbanking Program for Affordable Housing and Housing Dispersal Policy; 4) relevant background information about the County Farm landbank site and surrounding neighborhood; and 5) the 2011 Housing RFP process and draft recommendation received to fund Bascom Village, a 101-unit development affordable to those at or below 50 percent Area Median Income.

Annual Action Plan and Housing Request for Proposals

The City of Eugene subsidizes the development of housing affordable to low- and very low-income people using federal pass-through funding and local resources. The City of Eugene established current goals and programs for the development of affordable housing through the adopted 2010 HUD Consolidated Plan. The Consolidated Plan guides the use of HOME Investment Partnerships (HOME) funds and Community Development Block Grant (CDBG) funds over a five-year period. Each year, the City Council adopts a One-Year Action Plan, which establishes development goals and allocates funds at a program level. For fiscal year 2012, the One-Year Action Plan sets a goal for developing 100 units of affordable housing and allocates up to \$601,206 in HOME Investment Partnerships funds for construction or acquisition of affordable housing units. In addition to use of federal funds, the City of Eugene has established System Development Charge (SDC) waivers and the Low-Income Rental Housing Property Tax Exemption to further enable the development of affordable housing.

The City uses an annual Housing RFP to solicit specific affordable housing development projects eligible to receive land and other federal and local subsidies specifically designated for affordable housing. The City Council is advised directly by the Intergovernmental Housing Policy Board on housing proposals received through the RFP and other housing policy matters. The RFP content and

criteria were developed through a lengthy consultation process with HPB. HPB appoints members of the Evaluation Committee to review and score the proposals, holds public hearings to collect comments on proposed projects, and makes funding recommendations to the City Council. Final decisions regarding awards of land and other federal and local subsidies are made by the City Council. Following the City Council's decision, developers seek Low Income Housing Tax Credits and other funding through the State's Consolidated Funding Cycle.

Eugene Landbanking Program for Affordable Housing and Housing Dispersal Policy

The Landbanking Program for Affordable Housing has served as a cornerstone of Eugene's overall affordable housing program. The Landbanking Program was conceived as a way to address the need for affordable housing among low-income families. In 1968, the City Council adopted a broad platform through Resolution 1551, which formed an enduring foundation for Eugene's approach to affordable housing. The resolution included direction to purchase and landbank sites for low-income housing, to support the formation of nonprofit affordable housing developers, and to promote the dispersal of affordable housing throughout the community.

The Housing Dispersal Policy (HDP) is the tool used by the council to ensure affordable units are dispersed throughout the community (see Attachment A for complete Housing Dispersal Policy). Originally adopted in 1968, the 1974 update to the HDP emphasized the importance of landbanking as a way to facilitate the dispersal of affordable housing throughout the community. The first landbank site was purchased in 1979. By 1982, four sites had been purchased and the City was actively seeking development proposals. The first development on a landbank site was completed in 1990. The last update to the HDP was completed in 1996 (Resolution 4477).

The HDP only applies to the new development of family housing units and has three specific goals: 1) maximize housing choice for low-income families who have traditionally been limited in the location of housing they could afford; 2) discourage the creation of large areas characterized by low-income families; and 3) encourage the creation of additional housing integrated throughout the community for low-income families. The HDP includes two policies designed to achieve these goals:

Policy 1: The City encourages dispersal of low-income families, in subsidized housing, throughout the City. Public assistance for the construction of subsidized housing is discouraged in unsuitable areas. This policy may be balanced by the City Council against other City concerns and policies. [Unsuitable areas are defined in the document as census tract block groups where more than 50 percent of families are low-income and/or already have concentrations of subsidized housing that are greater than 20 percent of total housing units within the block group.]

Policy 2: The City discourages subsidized housing developments that are larger than 60 units. This policy may be balanced by the City Council against other City concerns and policies. [Subsidized housing units are defined in the document as permanent newly constructed rental housing, for low-income families]

County Farm Landbank Site and Area History

The site included in the 2011 Housing RFP is located at 2990 County Farm Road, north of Crescent Avenue and west of Coburg Road. In 1997, the HPB directed staff to seek a landbank site between five and 10 acres in size to accommodate more units than sites previously purchased. In June, the City Council approved the purchase of the 5.8 acre site with \$390,000 in CDBG funds and \$190,000 in

General Fund dollars. Based on the site's medium-density residential zone designation prescribed in the Willakenzie Area Plan and Metro Plan, staff provided information to the council that estimated the site would accommodate approximately 115 units.

Development of the County Farm landbank site and the surrounding area is prescribed by the Willakenzie Area Plan (WAP), the Land Use Code (Eugene Code Chapter 9), and the Metro Plan. The WAP guides the provision of public services, such as wastewater and street improvements, and serves as a basis for evaluating private development proposals, such as zone change requests. The WAP provides a common framework for those engaged in the conservation, development, and redevelopment of the area. The WAP was prepared by a group of residents and property owners who live and work in the Willakenzie area, aided by staff from the City of Eugene, Eugene Water & Electric Board, Eugene School District 4J, Lane Transit District, Lane Council of Governments, City of Springfield, and Lane County. In 1992, the Eugene City Council adopted the WAP as policy direction for public and private decisions affecting the growth and development of the Willakenzie area.

To implement the WAP, the City initiated a series of Metro Plan amendments to ensure consistency between the two policy documents. Both plans designate this property (as well as others along the west side of County Farm Road) as medium-density residential (MDR). The WAP indicates that the land subsequently purchased as a landbank site and surrounding parcels are an opportunity area to provide needed housing for all income groups. Broader policy direction found in the WAP (i.e. *Residential Policies and Proposed Actions*) is provided to encourage greater residential densities in areas, like that of the landbank site and surrounding parcels, that have good access to commercial services, public open space, schools, parks, transit, and other modes of transportation.

In 2001, a tentative subdivision application was submitted for the parcel just north of the City's landbank site. The applicants proposed Mountain Terrace, a 62-lot subdivision. The approval of this medium-density tentative subdivision application was appealed by James Spickerman, representing a group of neighbors living primarily west of the site on Park View Drive. The appellants challenged the Planning Director's approval of the proposed subdivision based on density, compatibility, traffic and parking impacts, lack of open space, and the extension of Park View Drive. Public notices of the application, and then following approval, the appeal hearing were mailed to nearby residences. The tentative subdivision approval was upheld by Eugene's Hearing's official.

In 2009, City staff submitted an annexation application for the landbank site. In accordance with City requirements, City planning staff sent notices of the proposed annexation to more than 175 neighbors and other interested parties, including the Cal Young Neighborhood Association (CYNA). On May 11, 2009, the City Council unanimously approved formally bringing the land into city limits, and allowing the property to be potentially rezoned for multifamily affordable housing. During the public forum at the City Council meeting, one neighbor requested a park be provided for the area of north Eugene.

In 2010, City staff submitted a zone change application for the landbank site. In accordance with City requirements, City planning staff posted a sign on the site and sent notices of the proposed zone change to more than 175 neighbors and other interested parties, including the CYNA. In addition to informing neighbors of how to provide comments, the notice informed neighbors that the change request was for an affordable housing landbank site. The Eugene Hearing's Official received one piece of written testimony, along with verbal testimony from two County Farm landbank site neighbors. The Hearing's Official approved rezoning the property to Medium-Density Residential (MDR) on July 28, 2010,

consistent with the WAP and Metro Plan designations. A second notice was sent to the CYNA, applicant, and interested parties (including three neighbors who provided testimony) informing them of the Hearing's Official's decision and the right to appeal. No appeals were received.

The 2011 Housing RFP Process and Results

HPB commenced creation of the 2011 RFP in October 2010 for development of the County Farm site. Between October 2010 and March 2011, input was solicited on multiple occasions from developers, service providers, the neighborhood association, and community members as the RFP document was drafted. A summary of early efforts made to solicit input is attached (Attachment B). The City announced the 2011 Housing RFP for affordable housing projects in *The Register-Guard* and via an HPB interested parties list March 11, 2011, with proposals due the last day of May. The 2011 Housing RFP sought proposals for: (1) New affordable housing development on the 5.8-acre County Farm landbank site, including use of HOME funds, Eugene SDC waivers, and Eugene Water & Electric Board (EWEB) SDC grants; and (2) acquisition/rehabilitation of existing housing to be converted to affordable housing, including use of HOME funding, Eugene SDC waivers, and EWEB SDC grants.

Through the RFP process, \$601,206 in HOME funds, approximately \$805,000 in Eugene SDC waivers, and \$100,000 in EWEB SDC grants were made available, for a total of \$1,495,000 in development subsidies.

Two proposals were received for the development of new housing on the County Farm landbank site. A single proposal was received for acquisition of existing housing, but was deemed incomplete and not evaluated. The two proposals for the landbank site were reviewed by staff and the HPB-appointed Eugene Evaluation Committee (see Attachment C for member list). In June, the Evaluation Committee held a public meeting and scored the development proposals using criteria developed by the HPB. In July, the HPB reviewed the scores for each proposal provided by the Evaluation Committee. The HPB acknowledged the thorough technical analysis of the proposals by the Evaluation Committee and made a draft recommendation to award resources to the Bascom Village proposal (Attachment D).

Bascom Village includes 101 units (comprising of 74 units with two or more bedrooms targeted to families and 27 units targeted to seniors, singles, and couples) and two community centers within 29 structures constructed in two phases (53 units in phase I and 48 in phase II). The 29 structures consist of 17 two-story townhome style duplexes, eight three-story apartment buildings, one single-story community center, two combination one- and two-story buildings, and one two-story community center that includes a classroom and five flats. The two-story buildings along Park View Drive are similar in height to the existing single-family homes in the Mountain Terrace subdivision, north of Park View Drive. The three-story buildings on the south property line are designed to be within the maximum height of 35 feet. Included on-site are two community centers, laundry facilities and several play areas. The first phase will be completed by St. Vincent de Paul of Lane County (SVDP), with the second developed by the Housing and Community Services Agency of Lane County (HACSA). Once complete, both phases will be managed by SVDP and include resident services delivered by SVDP. SVDP and HACSA formed a team of local professionals to design and develop Bascom Village. The design team includes Eugene-based companies, Bergsund DeLaney Architecture and Planning, P.C. and Meili Construction. SVDP and HACSA have strong development and property management track records. Both vigorously screen prospective tenants (in some cases, more so than market-rate owners).

A written comment period followed the July HPB meeting, and was announced along with the public hearing date in *The Register-Guard*. The announcement was also provided to the Cal Young Neighborhood Association and to an interested parties list.

Due to concerns raised (see Attachment E for summary of concerns) at the public hearing in September, the HPB delayed its scheduled action to make a final recommendation to the council and added a tour of affordable housing sites (October 12), community forum (October 26), and an additional public hearing (November 9). The HPB also extended the written comment period to November 9. The HPB will decide on its recommendation to the City Council on November 14. The City Council will hold a work session to discuss the forthcoming HPB recommendation on November 16 and is scheduled to take action November 28. A summary of the HPB public hearing, public comments received, and the HPB meeting will be provided to the council.

RELATED CITY POLICIES

The proposed project supports multiple City priorities and policies including the Eugene-Springfield 2010 Consolidated Plan, Growth Management Policies, and the Housing Dispersal Policy.

Eugene-Springfield 2010 Consolidated Plan - This plan identifies a need for affordable housing for low-income persons and sets a five-year goal of developing 500 new units of affordable housing. The proposed project directly supports the objective by creating 101 units for low-income families and individuals.

Eugene Adopted Growth Management Policies - The City of Eugene affordable housing development programs and Bascom Village support multiple Growth Management Policies.

Housing Dispersal Policy - The City Council has established a Housing Dispersal Policy which seeks to maximize housing choices for low-income families and integrate housing throughout the City of Eugene.

COUNCIL OPTIONS

No formal action is required at this time.

CITY MANAGER'S RECOMMENDATION

No action is required on this item. Therefore, no recommendations are offered by the City Manager.

SUGGESTED MOTION

No action is required on this item. Therefore, no motions are suggested.

ATTACHMENTS

- A. Housing Dispersal Policy
- B. List of Evaluation Committee and Housing Policy Board Members
- C. Summary of Early Efforts Made to Solicit Input
- D. Bascom Village Summary

- E. Summary of Concerns
- F. Aerial Map of Landbank Site and Surrounding Area
- G. Bascom Village Rendering
- H. Letter from 4J

FOR MORE INFORMATION

Staff Contact: Becky L. Wheeler, Housing Finance Analyst
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Staff E-Mail: Becky.L.Wheeler@ci.eugene.or.us

RESOLUTION NO. 4477**A RESOLUTION ADOPTING THE 1996 HOUSING DISPERSAL POLICY
AND REPEALING RESOLUTION NO. 4195.**

The City Council of the City of Eugene finds that:

A. The City Council, acting upon the recommendation of the City's Planning Committee and testimony of members of the public, adopted the 1990 Interim Housing Dispersal Policy Plan by Resolution No. 4195 on June 25, 1990, as the housing dispersal policy for the City of Eugene.

B. The 1990 Interim Housing Dispersal Policy Plan was based on 1980 census data, and provided that it should remain in effect until adoption of a more permanent policy, created after consideration of the 1990 census data.

C. In response to direction from the City Council to update the Interim Housing Dispersal Policy Plan, the Planning Commission held discussions on the proposed update six times between August 7 and December 11, 1995, including two public hearings. As a result of those hearings the Planning Commission has recommended adoption of a revised Housing Dispersal Policy that (a) is aspirational, as opposed to prescriptive in nature; (b) that separates the housing dispersal policy from the land use application process; and (c) updates evaluation criteria and the map from 1980 to 1990 census data, as more particularly set forth in the copy of the 1996 Housing Dispersal Policy attached as Exhibit A hereto and incorporated herein by reference.

D. On January 22, 1995, the City Council held a public hearing and considered the recommendation of the Planning Commission and testimony of members of the public.

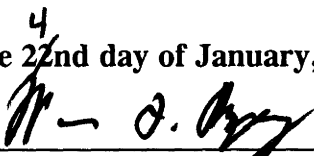
Now, therefore, based upon the above findings, and the testimony presented at the above hearing,

BE IT RESOLVED BY THE CITY COUNCIL OF THE CITY OF EUGENE, a Municipal Corporation of the State of Oregon, as follows:

Section 1. Resolution No. 4195, and any other resolution in conflict herewith is hereby repealed.

Section 2. The 1996 Housing Dispersal Policy and attached map is hereby adopted as the housing dispersal policy for the City of Eugene.

The foregoing Resolution adopted the ⁴~~22~~nd day of January, 1996.



City Recorder

Resolution

1996 HOUSING DISPERSAL POLICY

INTRODUCTION

The Housing Dispersal Policy provides guidelines by which the City of Eugene can evaluate whether a specific housing development is furthering the goal of dispersal of low-income family rental units throughout the city. The policy seeks to accomplish this goal by discouraging the placement of additional subsidized housing in areas characterized by concentrations of either subsidized housing or low-income families. The definitions below describe how these concentrations are measured and geographic areas defined. Currently, there are no areas characterized by concentrations of low-income families as a result of too much subsidized housing. Currently there are ten block groups that have concentrations of low-income families at a rate (defined below) that makes those block groups "unsuitable areas" for city assistance.

PURPOSE STATEMENTS

The purposes of the housing dispersal policy are to:

1. Maximize housing choice for low-income families who have traditionally been limited in the location of housing they could afford.
2. Discourage the creation of large areas characterized by low-income families.
3. Encourage the creation of additional housing integrated throughout the community for low-income families.

DEFINITIONS

Block Group: Block Groups are clusters of individual blocks, which are subdivisions of the census tracts, established by the Census Bureau in 1990.

Construction: Includes only new construction of family rental housing. Construction shall not include housing rehabilitation or housing acquisition in which the current occupants remain or have a right to remain.

Dispersal: Distribution of additional subsidized family housing throughout the city while maintaining and preserving the existing housing.

Home ownership: Home ownership refers to units that shall be owned by the residents either individually or cooperatively such as in co-ops or community land trusts. Home ownership shall also include lease-to-own units in which residents have the exclusive option to buy within five years.

Low-Income Families: A low-income family consists of at least one adult and one child, and has an income at 50% of median income or below for the area, as determined by the U.S. Department of Housing and Urban Development.

Public Assistance: This includes, but is not limited to: land banking, land write downs, financial assistance, financing, and tax abatements for the construction of subsidized housing for low-income families through local governments including the City of Eugene, Lane County and the Housing Authority.

Student housing: Institutionally owned housing exclusively for use by students and their families.

Subsidized Housing: Subsidized housing is permanent newly constructed rental housing, for low-income families, which has received public assistance. Subsidized housing shall not include student housing, home ownership, or acquisition of rental housing with the intent to convert to home ownership within five years.

Unsuitable Areas: Based upon 1990 census data, unsuitable areas are block groups designated on the accompanying adopted map, that have an adequate share of subsidized housing or of low income families. They are designated as unsuitable because they are:

- a) block groups in which subsidized housing units equal 20% or more of the total number of housing units within that block group, and/or
- b) block groups in which more than 50% of all families have incomes at or below 50% of the median income.

An area shall not be considered unsuitable due to the presence of student housing. Student housing units shall not be counted when determining unsuitable areas. Student housing shall be allowed in all block groups.

DISPERSAL POLICIES

POLICY 1

The City encourages dispersal of low-income families, in subsidized housing, throughout the city. Public assistance for the construction of subsidized housing is discouraged in unsuitable areas. This policy may be balanced by the City Council against other City concerns and policies.

POLICY 2

The City discourages subsidized housing developments of more than 60 units. This policy may be balanced by the City Council against other City concerns and policies.

**TABLE A: SUBSIDIZED HOUSING BY TRACT AND BLOCK GROUP
EUGENE - 1990 CENSUS**

Project	Census Tract	Block Group	#units / #Sec 8	Total # families in B.G.	Per cent
Village Oaks	4401	400	67/13	221	4%
Oakwood Manor	4403	100	72/57	310	18%
Fourteen Pines	3101	100	65/62	714	14%
Firwood Village	2902	200	79/27	426	6%
Abbie Lane	30	300	25	443	9%
Capitol Manor	2902	100	36	543	7%
Coburg Rd. Apts.	3101	200	36	454	9%
Hawthorne Park	43	100	30/20	406	4%
Richardson Bridge	4401	100	31	438	7%
Maple Wood Meadows	2200	200	38	237	16%

Table A identifies subsidized housing units as a percentage of total housing units, by census tract and block group. **The data in Table A shows that there are no unsuitable areas due to the presence of subsidized housing developments.**

Some of the housing developments have two separate income limits for admission. Those built under the HUD 236 program accept families at 80% of median income for the area. Each of these developments has a certain percentage that are HUD Section 8 rent subsidized and accept families at 50% of median or below. Under the column headed "# of units," the number to the left is the total number of units in the development and the number to the right is the number of units that are Section 8, if this is a mixed income development. The 236 developments are: Village Oaks, Fourteen Pines, Firwood Village and Hawthorne Park.

Housing developments with only one number are State financed and all the units are subsidized with the Section 8 program. Tenants in these developments must have incomes at 50% of median or below. State financed/Section 8 developments are: Abbie Lane, Capitol Manor and Coburg Rd. Apartments.

Two housing developments were built under the HUD Section 221 d-3 BMIR program. They are City View Apartments and Oakwood Manor. The income limit for these units is 95% of median income in the area. City View Apartments were not included for this reason; however the 57 units at the Oakwood Manor that are also Section 8 units were included.

The percent calculation is the number of subsidized units that serve those at 50% of income or below as a percent of total families in that block group.

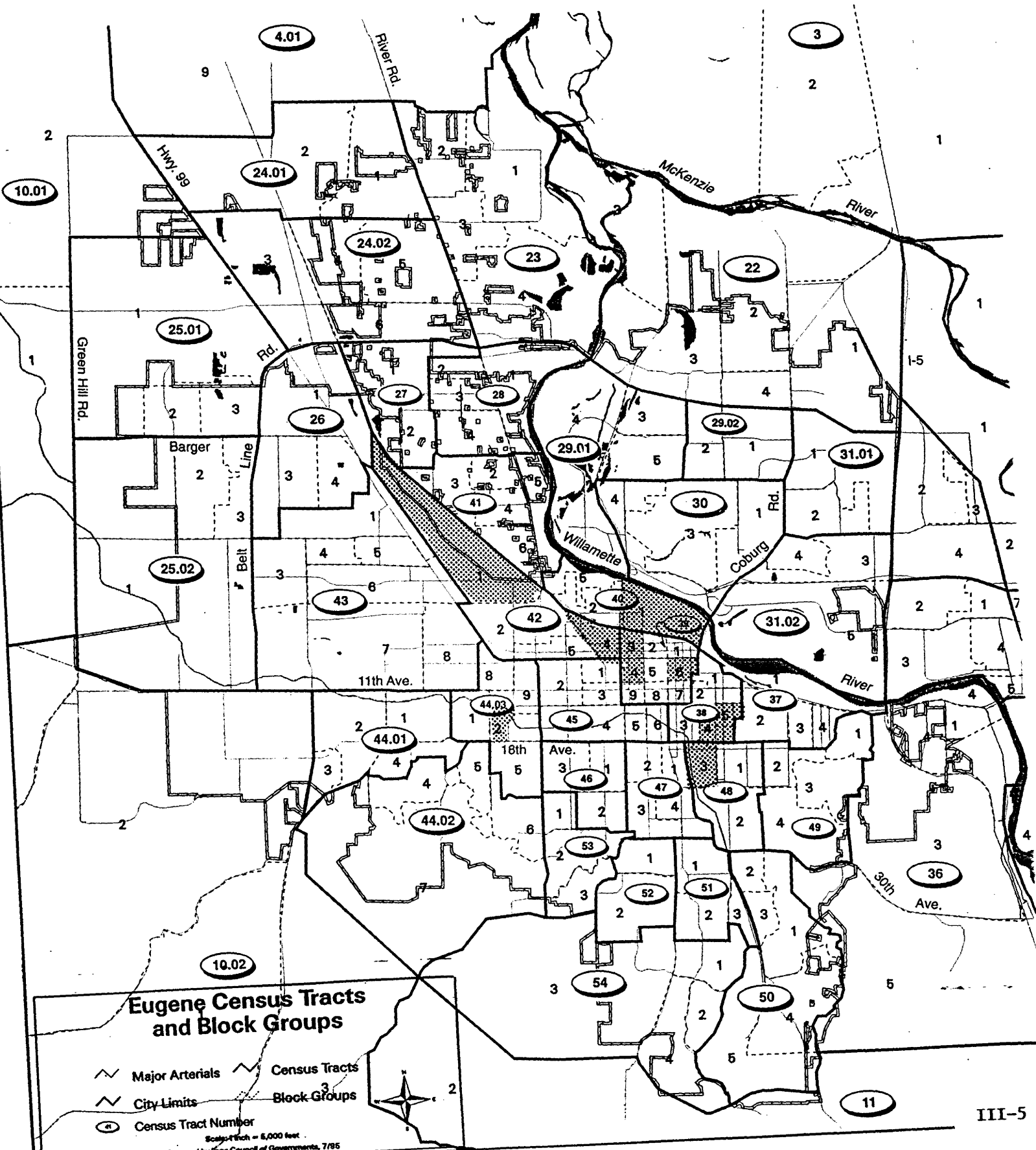
**TABLE B: UNSUITABLE AREAS BY CENSUS TRACT
AND BLOCK GROUPS - 1990 CENSUS**

Census Tract	Block Group	Per cent of families below 50% of median income
38	500	100%
38	400	75.95%
39	300	100%
39	400	64%
39	600	58.33%
40	100	63.43%
42	100	50.45%
42	400	75.94%
4403	200	54%
48	300	79.49%

Table B identifies census tract block groups in which more than 50% of all families have incomes at or below 50% of the median income (low-income families). **The data in Table B shows that these ten block groups are unsuitable areas due to the number of low-income families.**

Housing Dispersal Policy Eligibility Map

1990 Census
Shaded Areas show "Unsuitable Block Groups"



Eugene Census Tracts and Block Groups

- Major Arterials
- City Limits
- Census Tracts
- Block Groups
- Census Tract Number

Scale: 1 inch = 5,000 feet
Prepared by Lane Council of Governments, 7/85

Evaluation Committee Members

1. Robin Boyce, Housing Development Center
2. Joni Hartmann, Network for Oregon Affordable Housing
3. Patricia Thomas, City of Eugene Planning & Development
4. Chris Pryor, Housing Policy Board & Eugene City Council
5. Janet Yood, Anslow & DeGeneault, Inc.

Housing Policy Board Members

1. Norton Cabell (chair)
2. Brita Fischer
3. Sid Leiken, Lane County Commissioner
4. Dave Ralston, City of Springfield Councilor
5. Chris Pryor, City of Eugene Councilor
6. Virginia Thompson
7. John Van Landingham
8. Jenna Fribley Wagner
9. Karen Clearwater

ATTACHMENT C

Summary of Efforts Made to Solicit Input for the 2011 RFP

City staff contacted the Cal Young Neighborhood Association to notify them that an RFP was under development for the County Farm landbank site and requested comments on its content prior to the release of the RFP in March. The Association provided no comments on the RFP. The neighborhood association placed information about the process and provided city staff's contact information on its website.

A neighbor living in the subdivision north of Park View Drive contacted staff towards the end of March to learn more about the RFP process, the site, and potential housing development. Staff had regular contact with this specific neighbor answering questions, researching concerns with other City staff, and providing updated information as it became available regarding potential RFP applicants and upcoming meetings in the ensuing months. The concerned neighbor was given the contact information for the interested developers and the neighbor's concerns regarding parking were addressed by Bascom Village's architect. In an email to SVDP's development team member, Kristen Karle, the neighbor expressed his gratitude for reaching out early (in the process) for input.

In April, both the city and SVDP contacted both the Belle Terra and Mountain Terrace Homeowners Association (HOA) via email. SVDP requested to attend HOA meetings, while the city provided basic RFP information, contact information, and the dates of upcoming meetings. Ms. Karle also spoke on the phone with a Mountain Terrace HOA representative from NW Community Management. Ms. Karle was informed that Mountain Terrace HOA (at that time) was not very active, so it would be difficult to gather any feedback. Nonetheless, he said he would contact the HOA president to see if mailing a letter out regarding the project would be of interest. Ms. Karle never heard back from NW Community Management or the HOA.

A Notice of Public hearing was placed in the Register Guard August 5, 2011 notifying residents of a 30-day comment period to provide written testimony related to the proposed use of federal HOME funds for the County Farm landbank site. The deadline to submit written comments was 5:00pm, Tuesday, September 6, 2011.

A summary of comments received and copies of written testimony will be provided to Council following the November 9, 2011 Housing Policy Board public hearing.

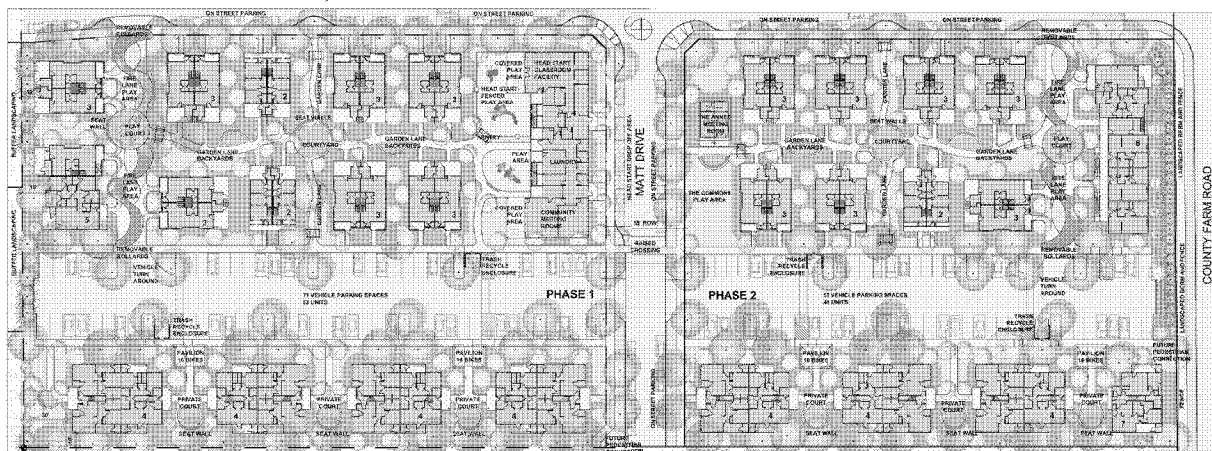
Bascom Village - St. Vincent de Paul Society of Lane County (SVDP) and the Housing & Community Services Agency of Lane County (HACSA): SVDP and HACSA requested funding for Bascom Village, a mixed townhome and flat-style development providing 101 rental units to those earning at or below 50% of area median income, including 5 units set aside for clients of St. Vincent de Paul’s Living Independently Following Treatment (LIFT) Program.

Bascom Village includes 101 units and two community centers within 29 buildings constructed in two phases (53 units in phase I and 48 in phase II). The 29 buildings consist of 17 two-story townhome style duplexes, 8 three-story apartment buildings, 1 single story community center, 2 combination one- and two-story buildings, and 1 two-story community center that includes a classroom and 5 flats. The two story buildings along Park View Drive are similar in height to the existing single family homes in the Mountain Terrace subdivision, north of Park View Drive. The three story buildings on the south property line are designed to be within the maximum height of 35 feet. Included on site are two community centers, laundry facilities and several play areas. The first phase will be completed by SVDP, with the second developed by HACSA. Once complete, both phases will be managed by SVDP and include resident services delivered by SVDP.

SVDP requested \$346,000 in HOME funds, \$249,593 in Eugene SDCs, and a \$58,671 EWEB SDC grant for Phase I. HACSA requested \$244,000 in HOME funds, \$224,346 in Eugene SDCs, and a \$53,136 EWEB SDC grant for Phase II. Each developer will also apply for Eugene’s 20-year Low-Income Rental Housing Property Tax Exemption. Total local funds requested: HOME - \$590,000, Eugene SDC waivers - \$473,939, EWEB SDC grant - \$111,807.

Phase I includes a large community center with a Head Start Classroom and residential units on the second floor, children’s play areas and covered bicycle storage. Phase II includes a smaller community meeting room, children’s play areas and additional covered bicycle storage. Total estimated project cost for both phases is approximately \$17.5 million.

SVDP and HACSA formed a team of local professionals to design and develop Bascom Village. The design team includes Bergsund DeLaney Architecture and Planning, P.C. and Meili construction. SVDP and HACSA take a great deal of care and attention in designing developments that will enhance existing neighborhoods. In addition, each has strong histories of dependable and solid property management. Both vigorously screen prospective tenants (more so than market rate owners).



Summary of Concerns

CONCERN: Bascom Village violates the City's Housing Dispersal Policy.

REPLY: The Bascom Village proposal does not violate the Housing Dispersal Policy. The HDP sets aspirational goals for the dispersal of affordable housing and specifically allows City Council to take other City concerns and policies into consideration. There are two primary policies outlined within the HDP.

Policy 1: The City encourages dispersal of low-income families, in subsidized housing, throughout the City. Public assistance for the construction of subsidized housing is discouraged in unsuitable areas. This policy may be balanced by the City Council against other City concerns and policies. [Unsuitable areas are defined in the document as census tract block groups where; 1) Over 20% of the total housing units are subsidized units for low-income families; and/or 2) Over 50% of families have incomes at or below 50% of the area median income.]

The County Farm landbank site is currently consistent with Policy 1 and was when purchased in 1997. The site is located in census tract 2202, block group #1. The U.S. Department of Housing and Urban Development's (HUD) FY11 low- and moderate income data indicates between 10% and 20% of all residents in this block group are either low- or moderate income families. U.S. Census 2010 data tells us that 5.2% of the total housing units in the block group are subsidized.

Policy 2: The City discourages subsidized housing developments that are larger than 60 units. This policy may be balanced by the City Council against other City concerns and policies. [Subsidized housing developments are defined in the document as permanent newly constructed rental housing for low-income families.]

Bascom Village consists of 101 units and is designed to provide affordable housing for families, seniors, singles, and couples. Twenty-seven units are one-bedroom units targeted to seniors, singles, and couples. Seventy-four units have 2 or more bedrooms. Based on past occupancy patterns, SVDP estimates that about 8% of the one-bedroom units will likely be occupied by households with a child and approximately 61% of the units with 2 bedrooms will likely be occupied by households with at least one child.

As previously discussed, the HDP is aspirational, as opposed to prescriptive in manner allowing either of the two policies included within to be balanced by the City Council against other City concerns and policies. In setting the criteria for development proposals for this site, HPB considered the very high demand for additional housing, and the limited resources available for affordable housing development, the limited number of landbank sites, and the size of the site which allows for a greater number of units at densities similar to other affordable housing developments.

CONCERN: Bascom Village will increase traffic and the site is not served by public transportation.

REPLY: Yes, traffic will increase as a result of the development. The increase in units in this area has been planned for since the 1980s. Therefore, streets were constructed to accommodate anticipated traffic increases from future development

Traffic Impacts and Street Capacity - Bascom Village will add 488 trips per day, 80% of which will also be using County Farm and Coburg Roads; and Drake's Crossing is expected to generate 1,117 daily trips, with 85% utilizing County Farm and Coburg Roads. Current traffic volumes on County Farm have actually dropped (between Coburg and Parkview there is 1,800 ADT, down from 2,450 in 2001). With the addition of both Drake's Crossing and Bascom Village volumes, the ADT will increase to about 3,140, which is below the design capacity for a Major Collector of 7,500 ADT. Of great concern to the neighborhood is the volume of traffic to and from the west of both developments (Parkview and Lakeview to Gilham or Devon). During the AM peak, which includes school traffic, we expect 30 trips

(18 west, 12 east) and in the PM peak period there would be 20 (8 west, 2 east) to and from Drake's Crossing. On Parkview, Bascom Village would display a similar pattern with 9 AM and 6 PM trips to and from the west, about 97 daily at full build-out of both projects. School traffic typically coincides closely with the AM peak commuting period, but afternoon school travel is outside normal evening commute times.

Gary McNeel, Sr. Transportation Analyst offers the following information: If Bascom Village were developed as a traditional apartment complex (versus an affordable housing project) we would expect the site to generate approximately 603 daily auto trips; however, lower income residents own fewer cars and drive less than average apartment dwellers and we anticipate this project to generate about 488 daily trips. National studies, confirmed by our own observations, show that higher income single family neighborhoods have an average of 2.53 cars per household, while medium income single and multi-family developments own an average of 2.13 cars per household, yet affordable housing developments average 1.24 cars per household.

Planned Street Enhancements - There are multiple enhancements that will be made to local streets as a part of the project. The City will complete Park View Drive before the construction of any homes. The addition of eight feet of paving and sidewalks on the south side of the street will add on-street parking to the area and facilitate pedestrian safety. Traffic calming options are being investigated for the area. In addition to completing Park View Drive, Matt Drive will be extended south through the landbank site to improve traffic flow and create additional on-street parking for the neighborhood.

Public Transportation - Stops for LTD routes 66 and 67 are located within a ¼ mile of the development site (convenient for pedestrians is defined in Eugene Code as within ¼ mile and is ½ mile for bicyclists). These routes provide 30 minute service between 7 AM and 11 PM (67 buses per day). All LTD buses have bike racks on the front. The city is developing a plan to fill the 300' gap in sidewalk along the west side of Coburg/County Farm Road.

CONCERN: Bascom Village will result in an overcrowding of area schools.

REPLY: 4J School District representatives confirmed ALL 4J schools can accommodate an increase in enrollment. In fact, increased enrollment directly results in additional funds for each student from the State. When additional students enroll in a school, 4J assigns additional teachers to that school to maintain the current student-teacher ratio. (See Exhibit A)

CONCERN: Bascom Village will decrease area property values.

REPLY: Many studies are available regarding the affect(s) affordable housing has on property values. Many factors play into the value of a home. In reviewing multiple studies released by entities such as: The Center for Housing Policy; Arizona State University's Stardust Center; Habitat for Humanity; New York University; and the National Association of Realtors, the results indicate that effects range from no impact on property values to a positive impact on property values. In fact, according to a 2008 research brief published by ASU's Stardust Center, "Affordable housing seems least likely to generate negative property value impacts when it is embedded within higher-value, low-poverty, stable neighborhoods and when the affordable housing development is well managed."¹

¹ http://stardust.asu.edu/research_resources/detail.php?id=49

School FAQ: Frequently Asked Questions About Gilham-Area Schools & Enrollment

Eugene School District 4J, October 2011

How much would the Bascom Village development affect school enrollment?

Using estimates prepared by Lane Council of Governments (LCOG), based on an analysis of student yield from other housing developments, Bascom Village could yield 35–95 students across all grades. These students might already have been living in the attendance area, or they might be new to the neighborhood.

How does the school district deal with increases in a school's enrollment?

4J's strategies to address changes in enrollment patterns in the past have included:

- changing how space is used (e.g. switching to laptops instead of a computer lab)
- relocating some programs to another school (such as special education programs)
- adding classroom space (modular classrooms or building additions)
- adjusting school attendance boundaries
- long-term, the district has property in reserve for potential future school construction, including a site on Kinney Loop

How does enrollment affect school funding and staffing?

School districts receive funding based on student enrollment. If enrollment increases, the State of Oregon will give more funding to 4J to provide educational services for all students. Similarly, schools are staffed based on enrollment, so if more students enroll, a school will have more teachers.

Does higher enrollment mean larger class sizes?

Not necessarily — average class size is based on the district's teacher–student ratio and how the school allocates its staff. Individual class sizes vary depending on how many students enroll at each grade level and other factors.

Is there room for more students in Gilham-area schools?

The neighborhood's schools — Gilham Elementary, Cal Young Middle and Sheldon High School — all have room for more students. These three schools have seen higher enrollment in recent history. In the past decade Gilham, Cal Young and Sheldon each have had peak enrollment 10–13% higher than the number of students enrolled now.

A school's capacity depends on how space is used. For example, middle and high school classrooms are not used every period of the day, so estimated capacity depends in part on the school schedule.

Gilham Elementary School

Capacity Estimate: 594 (K=.5)

Current Enrollment: 466 (K=.5)

Recent Peak (2004): 511.5 (K=.5)

- *K=.5: kindergarteners counted at half*
- *Capacity estimate based on average 27 students per class, half-day kindergarten, computer lab available for classroom use = 108 students per grade, kindergarten counted as 54*

Cal Young Middle School

Capacity Estimate: 540–617

Current Enrollment: 565

Recent Peak (2003): 620

- *Average 30 students per class*
- *Low: Rooms used 3 out of 4 periods*
- *High: Rooms used 5 out of 6 periods*
- *Note: Cal Young was designed for an additional 8 classrooms to be added easily and economically. This room for expansion is not included in the capacity estimate above.*

Sheldon High School

Capacity Estimate: 1,488–1,700

Current Enrollment: 1,475

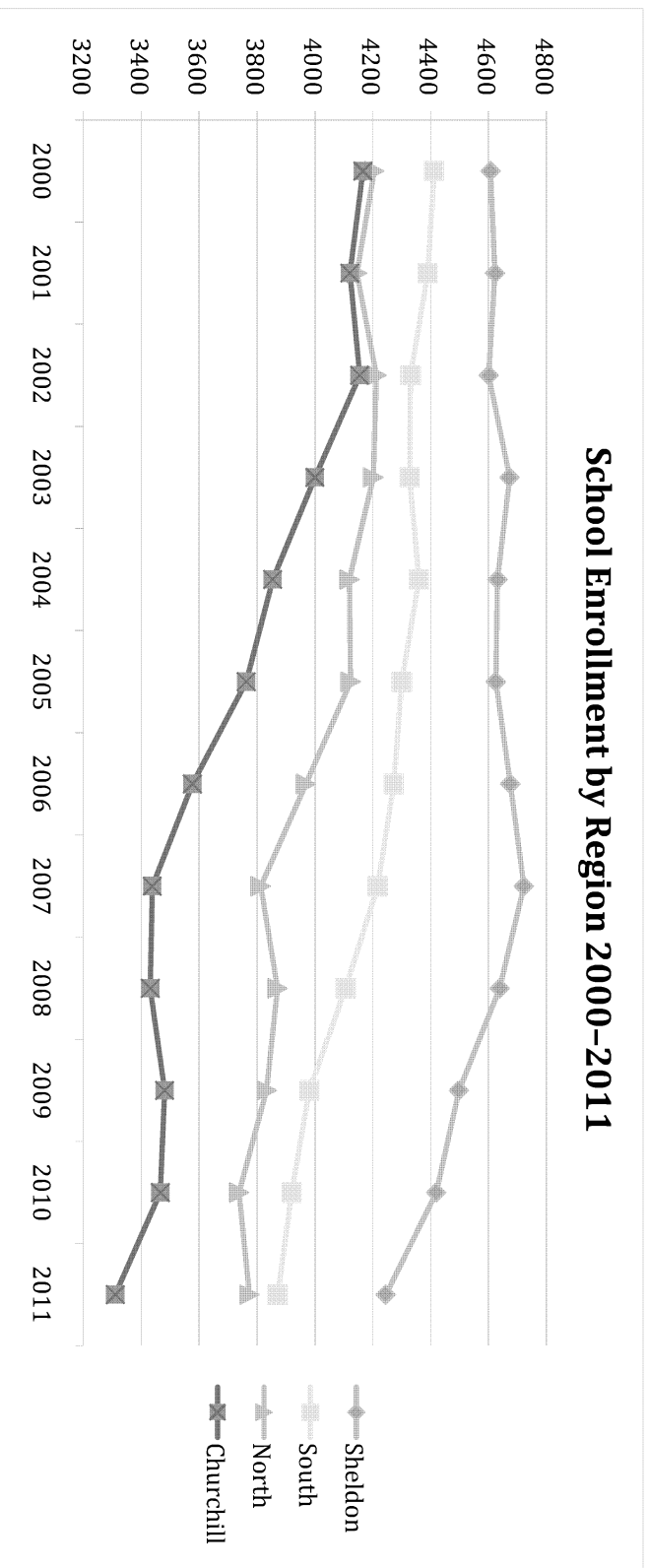
Recent Peak (2007): 1,662

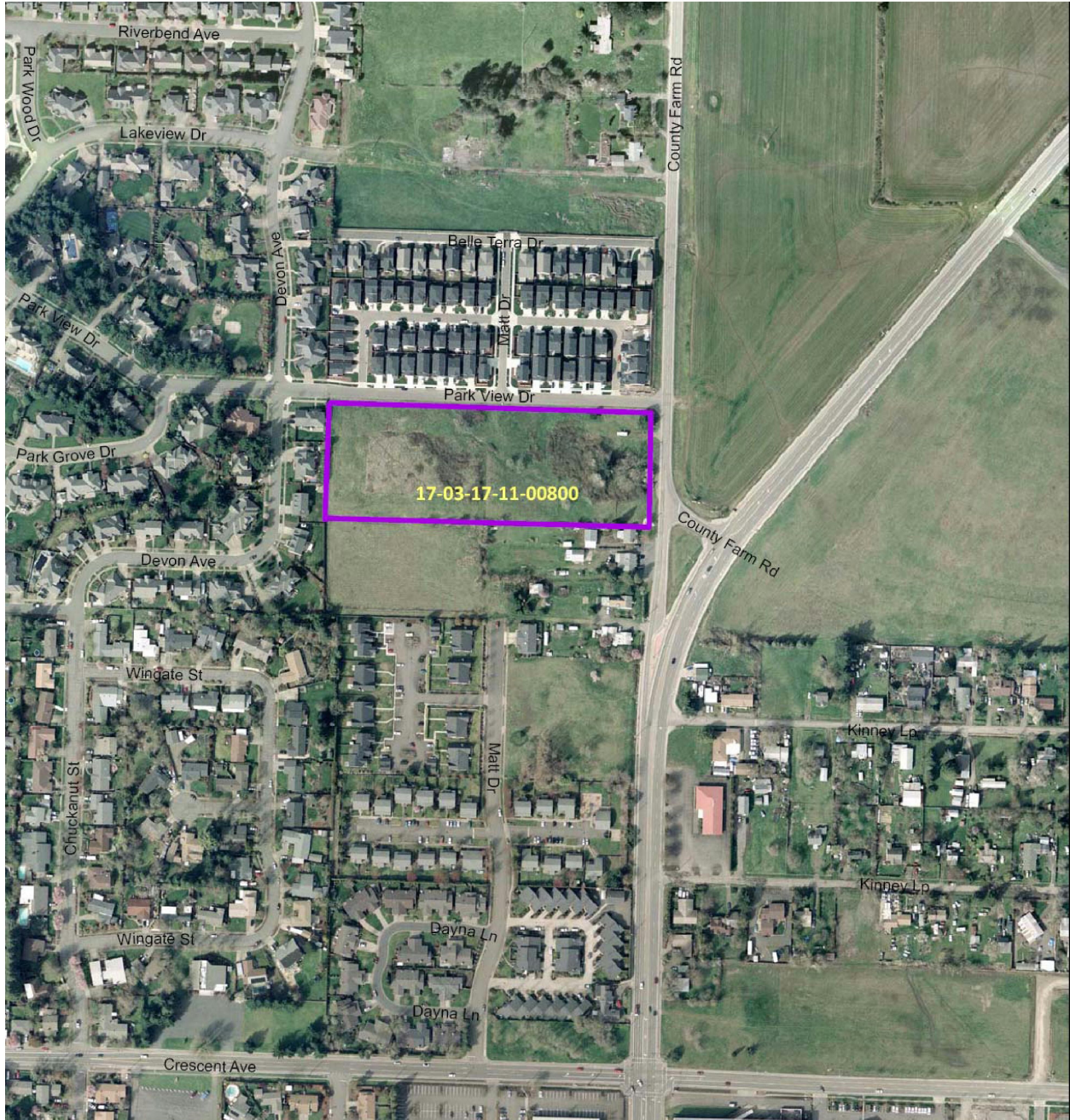
- *Average 32 students per class*
- *Low: Rooms used 3 out of 4 periods*
- *High: Rooms used 6 out of 7 periods*

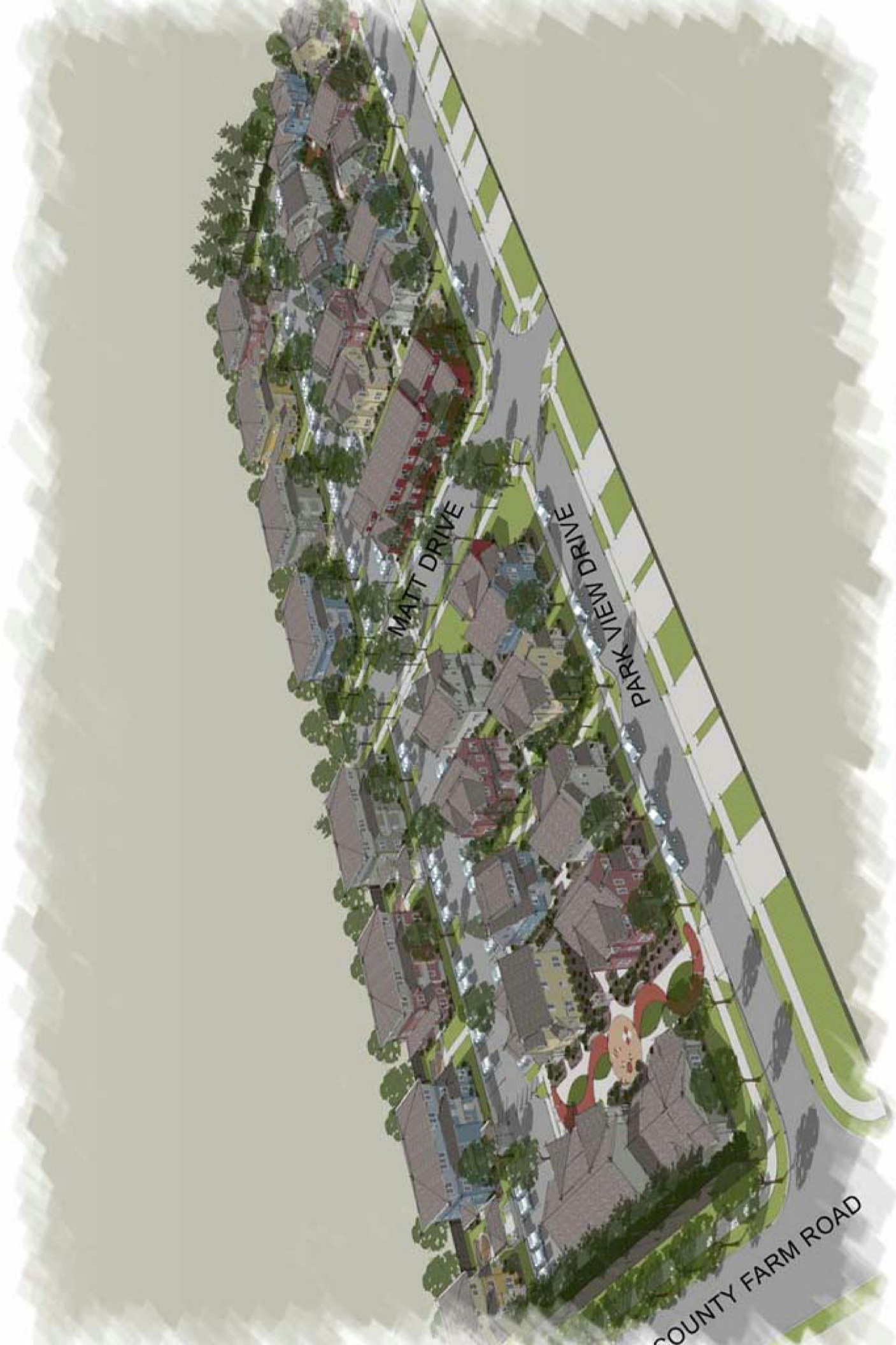
Sheldon-Region School Enrollment (*Kindergarten students attend half-time and are counted as 0.5*)
 Eugene School District 4J, October 2011

School	2000	2001	2002	2003	2004	2005	2006	2007	2008	2009	2010	2011
Buena Vista Elem.	252	251	255	252	254	250	251	251	248	247	270	270.5
Coburg Elem.	122.5	118	128.5	127	119	137	143	139.5	135	123.5	110	(closed, now a charter school)
Gilham Elem.	442.5	480.5	468.5	454	511.5	498.5	476.5	479	475	463.5	454.5	466
Holt Elem.			(opened in 2004)		555.5	551	531	489	485.5	473	470	474
Meadowlark Elem.	191	168	177.5	171.5	188	176.5	207	216.5	212.5	213	182.5	(closed)
Washington Elem.	284.5	310.5	283	297	(closed in 2004)							
Willagillespie Elem.	329.5	315.5	291	285	248.5	240	272	335	347.5	338.5	333	462.5
Willakenzie Elem.	279.5	283.5	304.5	297	(closed in 2004)							
Cal Young Middle	583	582	573	620	569	580	566	610	582	545	559	565
Monroe Middle	624	626	615	617	644	630	587	541	533	534	541	532
Sheldon High	1499	1487	1505	1553	1542	1563	1642	1662	1610	1561	1500	1475
Total	4607.5	4622	4601	4673.5	4631.5	4626	4685.5	4734	4638.5	4509.5	4420	4245

School Enrollment by Region 2000-2011







AERIAL VIEW LOOKING SOUTHWEST

BASCOM VILLAGE

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November 9, 2011

Mayor and City Council
City of Eugene
777 Pearl Street, Room 105
Eugene, Oregon 97401

Dear Mayor and City Council Members,

At the request of city staff, on October 26 I represented Eugene School District 4J at the informational forum regarding the proposed Bascom Village affordable housing development.

We were asked to address the question of whether there is capacity for additional students at the schools in this area — Gilham Elementary, Cal Young Middle and Sheldon High School. As I confirmed at the neighborhood forum, all three of these schools do have room for more students.

During the forum a number of people commented that these schools are already full and cannot accommodate more students, pointing to the increased class sizes in 4J schools this year. Unfortunately, our class sizes are growing—but this is due to staffing reductions made districtwide to address a severe budget shortfall.

School districts receive funding, and schools are allocated staffing, based on the number of students enrolled. If more students enroll in 4J schools, the district will receive more funding from the state.

The informational handout we provided at the Oct. 26 forum is attached.

Sincerely,

Barbara Bellamy
Chief of Staff / Communications Director
Eugene School District 4J