



Eugene City Council

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EUGENE CITY COUNCIL AGENDA

April 15, 2015

12:00 PM **CITY COUNCIL WORK SESSION**
Harris Hall
125 East 8th Avenue
Eugene, Oregon 97401

Meeting of April 15, 2015;
Her Honor Mayor Kitty Piercy Presiding

Councilors

George Brown, President	Pat Farr, Vice President
Mike Clark	George Poling
Chris Pryor	Claire Syrett
Betty Taylor	Alan Zelenka

CITY COUNCIL WORK SESSION
Harris Hall

12:30 p.m. **A. WORK SESSION:**
Legislative Update

12:00 p.m. **B. WORK SESSION:**
**Eugene-Springfield 2015 Consolidated Plan - A Five Year Strategic Plan
for Affordable Housing and Community Development**

**time approximate*

accessible. For the hearing impaired, FM assistive-listening devices are available or an interpreter can be provided with 48 hours' notice prior to the meeting. Spanish-language interpretation will also be provided with 48 hours' notice. To arrange for these services, contact the receptionist at 541-682-5010. City Council meetings are telecast live on Metro Television, Comcast channel 21, and rebroadcast later in the week.

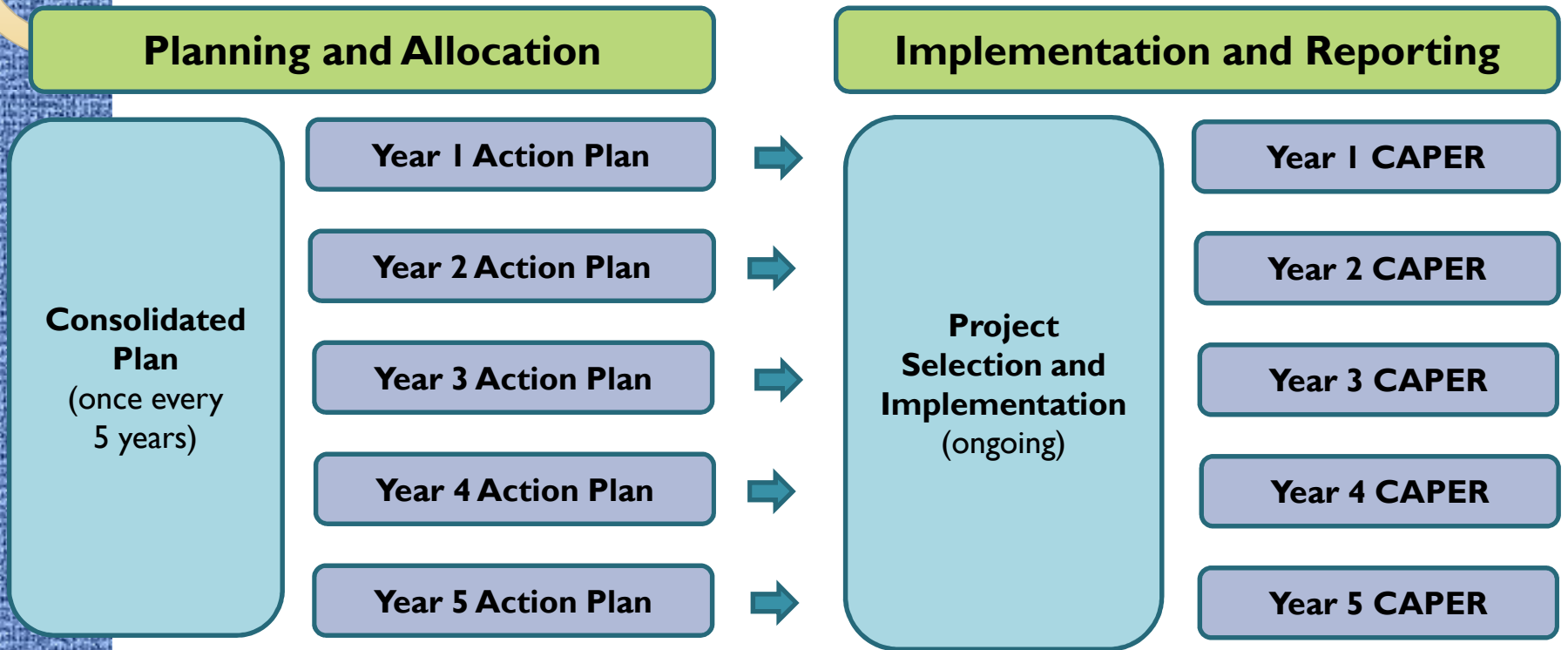
City Council meetings and work sessions are broadcast live on the City's Web site. In addition to the live broadcasts, an indexed archive of past City Council webcasts is also available. To access past and present meeting webcasts, locate the links at the bottom of the City's main Web page (www.eugene-or.gov).

El Consejo de la Ciudad de Eugene aprecia su interés en estos asuntos de la agenda. El sitio de la reunión tiene acceso para sillas de ruedas. Hay accesorios disponibles para personas con afecciones del oído, o se les puede proveer un interprete avisando con 48 horas de anticipación. También se provee el servicio de interpretes en idioma español avisando con 48 horas de anticipación. Para reservar estos servicios llame a la recepcionista al 541-682-5010. Todas las reuniones del consejo estan gravados en vivo en Metro Television, canal 21 de Comcast y despues en la semana se pasan de nuevo.

For more information, contact the Council Coordinator at 541-682-5010,

or visit us online at www.eugene-or.gov.

HUD Planning and Implementation Structure



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EUGENE – SPRINGFIELD CONSOLIDATED PLAN 2015



2015

A Five Year Strategic Plan for Housing and Community Development

APRIL 2015

Acknowledgements

Eugene City Council

Kitty Piercy, Mayor
George Brown
Mike Clark
Greg Evans
George Poling
Chris Pryor
Claire Syrett
Betty Taylor
Alan Zelenka

Springfield City Council

Christine Lundberg, Mayor
Sheri Moore
Joe Pishioneri
Dave Ralston
Sean VanGordon
Marilee Woodrow
Hillary Wylie

Citizen Advisory Committees

Eugene Community Development Block Grant Advisory Committee
Eugene and Springfield Consolidated Plan Advisory Committee
Intergovernmental Housing Policy Board
Intergovernmental Poverty and Homelessness Board
Intergovernmental Human Services Commission
Springfield Community Development Advisory Committee

Staff Team

City of Eugene
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City of Springfield
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HACSA
Chuck Hauk

Executive Summary

The Eugene-Springfield 2015 Consolidated Plan presents a strategic vision for housing and community development for the period beginning in July 2015 and ending in June 2020. The goals and activities outlined in the Consolidated Plan are based on priorities identified through an analysis of community needs and on 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
- 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 for specific uses of HOME and CDBG funds during a specific fiscal year. The first Action Plan, for fiscal year 2015-2016 will be completed and submitted to HUD along with the 2015 Consolidated Plan.

The following summary of the Eugene-Springfield Consolidated Plan provides an overview of the Consultation and Citizen Participation process, Community Profile and Needs, Priority Needs, and a Strategic Plan. This document is a summary of materials submitted through HUD's electronic plan submission template.

Each section of the complete Plan is available at the Consolidated Plan web page:

<http://www.eugene-or.gov/hudconplan>

Consultation and Citizen Participation

Agency Consultations

The staff team met with the following agencies and organizations. The agencies provided information about housing and service needs for the people they serve, and provided feedback about the draft.

Cornerstone Community Housing
Eugene Planning Commission
Eugene Sustainability Commission
Housing and Community Services Agency
(HACSA)
Human Services Forum
Intergovernmental Housing Policy Board
Lane Integration Network
Neighborhood Economic Development
Corporation (NEDCO)

Oregon Housing and Community Services
Poverty and Homelessness Board
Public Safety Coordinating Committee
St. Vincent de Paul Society of Lane County,
Inc
ShelterCare
Sponsors, Inc
United Way Financial Stability Partnership
University of Oregon

Agency Survey

In addition to these meetings, surveys were sent to 67 agency representatives, and responses were received from 44 people. The respondents noted the lack of affordable housing units or available land to build housing. Most indicated increases in their waiting lists. Many noted that mental health and substance abuse was an underlying problem of the clients they served. The largest impediment to maintaining housing was the lack of steady income. All comments were accepted and considered in the development of the Consolidated Plan.

Catholic Community Services of Lane County
Cornerstone Community Housing
DHS - Self Sufficiency & Child Welfare
Eugene Mission
Eugene Police Dept
Eugene School District 4J
Eugene Water and Electric Board
First Christian Church
FOOD for Lane County
Head Start
Lane Coalition for Healthy Active Youth
Lane County Legal Aid
Lane Education Service District
Lane Workforce Partnership
LULAC of Lane County
Mainstream Housing
Pearl Buck Center

Sexual Assault Support Services
Sponsors, Inc
Springfield School District
Springfield/Eugene Habitat for Humanity
St. Vincent de Paul Society of Lane County,
Inc.
Supporting Access to Independent Living, Inc.
Trillium Behavioral Health
United Way of Lane County
University of Oregon
VA Behavioral Health Reintegration and
Recovery Services Clinic
VA Homeless Program
White Bird Clinic
Willamette Family
Womenspace Inc

Information from the Public

Written Comments

Comments were received during the comment period. The first comment related to people who are under-housed. People who are couch surfing or staying with family or friends may not be counted as “homeless”, but people being under-housed is still a significant problem. This population should be explicitly included in the plan, and addressed in the strategic plan. Another comment was received to clarify that the priority need population of the unemployed or underemployed be also explicitly included in the strategic plan.

Community Survey

A survey was developed and distributed on the internet, through social media, and at public computer terminals at Springfield’s public libraries. Where appropriate, the agencies receiving the provider survey were also sent the community survey and requested to send it to their clients. A total of 92 responses were received. The survey asked respondents to describe the reasons why affordable housing was difficult to find. The majority of respondents said that cost and the lack of housing were the main barriers. Additionally, comments were received about the difficulty of finding housing available to lower incomes, neighborhood quality and safety, high deposits, and wait lists.

Many of the open-ended responses in the community survey when respondents were asked if there was “anything else they you’d like to share” were focused around homelessness issues and affordable housing. Affordable housing was identified as a need, with the high cost of rent, and security and deposits. Other affordable housing-related issues raised include: Building codes and housing quality; sidewalk repair, need for street repair; needs of populations with disabilities, lack of employment and transportation to employment; and pet policies. Questions were also asked about the needs of the homeless. Responses included: development of a housing-first model; micro-housing and associated land use codes; criminalization of homelessness; and increase in low cost single room occupancy units.

Citizen Participation Plan

A requirement of the Consolidated Plan is to develop and utilize a strategy to achieve citizen participation. This plan was adopted in the 2010 Consolidated Plan, updated and submitted with the 2015 Plan, and is summarized here.

The Cities will continue to encourage participation by low- and moderate-income persons throughout the community. Emphasis will be placed on reaching out to minority populations, non-English speaking persons, and persons with disabilities, in the preparation of the Plan. The Cities will also notify and seek the participation of local and regional institutions and other organizations, including businesses, developers, community and faith-based organizations, in the development and implementation of the Plan.

The Cities will make vital information that pertains to the Plan available to the citizens, public agencies and other interested parties on an annual basis. The information to be made available includes the amount of assistance the Cities expect to receive, available unspent prior year's funds and related program income, the range of activities to be undertaken, including the estimated amount of CDBG and other funds that will be expended on low- and moderate-income persons.

The Cities will provide interested parties with a reasonable opportunity to comment on the Plan or on any amendments to the Plan. The Cities will consider any comments or views of interested parties received in writing or orally, at any of the public hearings, or during the specified public comment review period.

Meetings are announced through posting on City websites and in the Register Guard. All public hearings are advertised in the Register-Guard Newspaper 14 days prior to the hearing.

For the development of the Consolidated Plan, one public hearing in addition to multiple public meetings is held over the course of the program year to obtain citizen views and to respond to proposals and questions. The hearing addresses housing and community development needs, development of proposed activities, and review of program performance. The Public Hearing is held prior to the proposed Consolidated Plan publication.

Public meetings are held at times convenient to potential and actual beneficiaries in locations that meet Americans with Disabilities Act accessibility standards. With 48 hours' notice prior to any public meeting, the Cities can provide the following services: an interpreter and audio equipment for the hearing impaired; a reader to review printed materials with the sight impaired, and a foreign language interpreter for non-English speaking residents.

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 2015 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 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 local economy is improving, although 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 a large number of households with moderate or severe housing cost burdens. A review of noteworthy trends is provided below.

Population Growth

The overall population of Eugene and Springfield continues to grow modestly at an annual projected population rate of 1.4%. The total population of Eugene and Springfield was 219,570 in 2013.

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 12% in 2010. For the same period, people under 45 accounted for 67% of the population in 2000, and this has dropped to 63% in 2010.

Racial and Ethnic Composition

Eugene and Springfield are becoming more racially and ethnically diverse. Latino residents are the fastest growing population, representing 9% of the population in the two cities, and this population has grown 83% between 2000 and 2010. Approximately 18% of the population of the cities are either Latino or minority race.

Household Composition

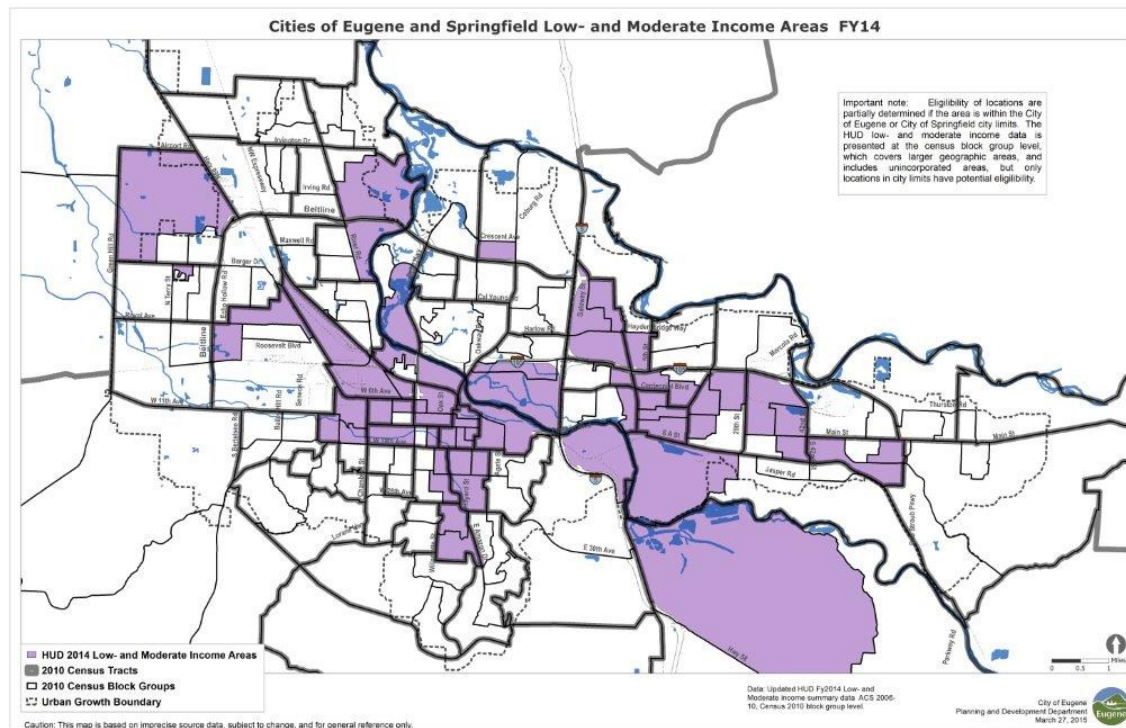
Family households still make up the largest percentage of households with 54% (Eugene – 51%, Springfield – 62%), and of those, there has been a 19% increase in the number of single female headed households. There has also been a significant increase in single person households which now make up 32% of all households. The largest growth in household type is non-family households which increased 22% between 2000 and 2010.

Income and Poverty

The Median Family Income for both Eugene (\$40,628) and Springfield (\$39,598) is lower than the US (\$52,176) and Lane County (\$41,936). The impact of wages appears in other indicators, such as the fact that 19% of Lane County residents receive food stamp benefits (SNAP), and 50%

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. At this time, 40% of households in Lane County do not have sufficient liquid assets to subsist at the poverty level for three months, in the absence of income.

Below is a map showing areas with concentrations of low- and moderate-income populations in Eugene and Springfield. The highlighted areas are census tracts where 51% or more of the population is low- to moderate-income. In Eugene, these areas are on Highway 99, the River Road area and the areas near downtown. Additionally, areas with large concentrations of student housing also are identified as an area with high concentrations of low- and moderate income populations, as many residents in these areas are attending college. In Springfield, the concentrations of low- and moderate-income persons are in the Glenwood area, Gateway, near downtown, and in mid-Springfield.



Persons with Disabilities

In the Cities of Eugene and Springfield, about 29,125 people, or 14%, live with one or more disabilities. The highest reported disabilities include ambulatory (49%), cognitive (45%), and difficulty with independent living (35%).

Persons Experiencing Homelessness

The 2014 Point in Time Count identified 1,769 people experiencing homelessness. Of those, 1,100 were unsheltered, 336 were families with children staying in a shelter, 415 were chronically homeless, 229 were veterans, 164 were victims of domestic violence and 202 were seriously mentally ill. For FY 2014, Lane County reported that 11,668 unduplicated individuals

who were homeless received human services from one or more agencies. The three public school districts in Eugene and Springfield report 1,616 homeless youth during 2014, and this definition includes students who are staying with friends or family.

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

Employment conditions in Lane County are improving but have not yet returned to pre-Recession levels. At its greatest, the unemployment rate in May 2009 was 12.8%. In February 2015 this had dropped to 6.1%. According to an Oregon Employment Department March 2015 article, between 2007 and 2010, Lane County lost 18,000 jobs. Since 2010, 9,800 jobs have been gained. In Eugene, the unemployment remains above 11% while in Springfield the unemployment rate is nearly 13%.

Unemployment in the region is creating a hardship not only for skilled workers, but for the new workforce of youth 16-24 years old, at 20%. With the high unemployment and demand for skilled workers, youth are not able to gain job experience, a situation which is shown to impact their lives long term through lower earnings and less labor market engagement.

Housing Units and Tenure

Together, Eugene and Springfield contain more than 89,400 housing units. The balance between unit types has remained relatively stable since 1990, with single family units accounting for 61% of the total, multi-family units for 33% and the remainder mobile/manufactured homes. The data also indicates that the majority of units available to renters are two-bedroom units, and the number of two-bedroom units has remained constant near 42% since 2000. There has been an increase in the number and percentage of three bedroom units, from 21% to 30% of all rental units, or an increase of 5,277 units. There is a commensurate decrease in the percentage of no- and one-bedroom units, from 38% of all rental units in 2000 to 28% in 2013, or a decrease of 1,800 units. About 51% of the housing units in the two cities are owner-occupied, with 49% renter-occupied. This reflects a slight reduction in the number of owner occupied units since 2000 of 52%.

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.

The Housing and Community Services Agency of Lane County (HACSA) serves as the housing authority for the cities of Eugene and Springfield. There are a total of 705 public housing units, and as of January 2015, 683 were leased. HACSA has 708 public housing vouchers available, with 695 in use. Additionally, HACSA has 2,817 total vouchers (2,556 in use), of which 211 are designated as Veterans Affairs Supportive Housing (143 in use). For all voucher programs, 8% are held by households with one or more persons who identify as a minority race or ethnicity.

HACSA maintains a waiting list for all of their public housing units. There are 957 people on the one-bedroom wait list, with an average wait time of up to five years. The wait list for two-bedroom units is 939 with a wait time of up to three years. For three-bedroom units, there are 177 families, with a one year wait. Finally, there are 56 families on the 4- bedroom wait list, and the wait time is incalculable for the four-bedroom units because of their scarcity. The Section 8 waiting list was last opened in 2013. It is expected that when it is opened in 2015, 2,500 people will respond to the online application. At this point in time, many vouchers holders are unable to find suitable housing; units have rents that exceed voucher programs' rent limitations or do not meet the minimum habitability standards.

Housing Cost Burden

Housing costs in the Eugene-Springfield area have risen sharply over the past 25 years while incomes have risen slowly, forcing many households to pay more for housing than is affordable. Households paying more than 30% of household income are considered to have a 'housing cost burden'. A majority of the renters in Eugene (54%) and Springfield (51%) are considered housing cost burdened, while approximately a third of home-owners are also cost burdened (Eugene – 32%, Springfield – 33%).

Housing Conditions and Lead Based Paint

In the cities of Eugene and Springfield, approximately 61% (54,600) of the total housing units were built prior to 1980 and may contain lead-based paint. Approximately 15,641 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 (1,279) in the area that are considered substandard according to HUD. Of those, 97% are rental units, and 79% 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.

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

Low and very low-income people need increased access to quality affordable rental housing. There are a total of 31,055 low-income renter households in Eugene, and 7,335 in Springfield.

- A significant majority of low-income renters experience a housing cost burden, overcrowding, and/or substandard housing conditions(Eugene – 78%, Springfield – 76%)
- A significant majority of low-income renters spend more than 30% of their income on housing costs (Eugene – 76%, Springfield – 74%)
- A large percentage of low-income renters spend more than 50% of their income on housing costs (Eugene – 51%, Springfield – 34%)

Home Owners

Low and very low-income people need increased access to affordable home ownership opportunities and support to remain homeowners. There are 6,830 low-income owner occupied households in Eugene, and 3,860 in Springfield.

- A significant majority of low-income owners experience a housing cost burden, overcrowding, and/or substandard housing conditions (Eugene – 76%, Springfield – 57%)
- A significant majority of low-income owners spend more than 30% of their income on housing costs (Eugene – 64%, Springfield – 56%)
- A large percentage of low-income owners spend more than 50% of their income on housing costs (Eugene – 40%, Springfield – 31%)

Homeless

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

- The 2014 Point in Time Count identified 1,769 people experiencing homelessness.
- Of those, 1,100 were unsheltered, 336 were families with children staying in a shelter, 415 were chronically homeless, 229 were veterans, 164 were victims of domestic violence and 202 were seriously mentally ill.

- Lane County reported that 11,668 unduplicated individuals who were homeless received human services from one or more agencies in fiscal year 2014.
- The three public school districts in Eugene and Springfield report 1,616 homeless youth during 2014, 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 college students, 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.

Employment Opportunities

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

- Between 2007 and 2010, Lane County lost 18,000 jobs.
- The loss of jobs combined with the subsequent recession, have widened the gap between employed wages and housing costs.

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 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.

Strategic Plan

After identification of the priority needs, strategies are developed that address those priority needs. Below is a summary of the strategies that have been identified that both meet priority needs and are also eligible uses of HUD funds. A table following this section shows the relationship between identified strategies and the priority needs of Eugene and Springfield for use of federal funds received from HUD.

Increase the supply of affordable housing.

Housing affordability challenges illustrate that it is necessary to continue to add units to the stock of affordable housing. The Cities of Eugene and Springfield will use a combination of HOME and CDBG funds for land and development subsidies for new construction of affordable housing, as well as for assistance to non-profit sponsors to build capacity for new development. This strategy will address the priority needs and support projects to meet the needs of renters, the homeless, and special needs populations, 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 college students, and youth aging out of foster care.

Rehabilitate existing housing stock affordable to low-income persons.

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 primarily use CDBG funds for this purpose, and use funds to provide assistance for minor home repairs and accessibility improvements. Additionally, the City of Eugene operates a Housing Revolving Loan Pool with CDBG funds for rental rehabilitation and owner rehabilitation loans. This strategy will address the priority needs of renters, home owners, the homeless, low-income areas, and special needs populations, 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 college students, and youth aging out of foster care.

Provide down payment assistance for home ownership.

Both the Cities of Eugene and Springfield operate down payment 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 home ownership opportunities for persons of minority race and ethnicity. This strategy will address the priority needs of home owners.

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

may be considered in the development of related policies and regulations. This strategy will address the priority needs of renters, home owners, the homeless, and low-income areas.

Support a human services delivery system to address the needs of homeless persons and special needs populations.

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. This strategy will address the priority needs of the homeless and special needs population, 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 college students, and youth aging out of foster care.

Promote economic development and employment opportunities through the creation of jobs and business development.

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 has initiated a similar program to provide loans to local businesses and will continue to provide such loans. Both Eugene and Springfield expect to continue support of microenterprise training for low- and moderate-income persons. This strategy will address the priority needs of increasing employment and self-employment opportunities, for people who are unemployed or underemployed.

Make strategic investments to improve low-income neighborhoods and other areas 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 public infrastructure and other facilities. This strategy will address the priority needs of renters, home owners, homeless, special needs, low-income areas and slums and blight, and employment opportunities.

Priority Needs - Table

Priority Need	Explanation
<p>Renters - Low and very low income people need increased access to quality affordable rental housing</p>	<ul style="list-style-type: none"> • A significant majority of low-income renters spend more than 30% of their income on housing costs (Eugene – 76%, Springfield – 74%) • A significant majority of low-income renters experience over-crowding, substandard housing, or a housing cost burden (Eugene – 78%, Springfield – 76%) • A large percentage of low-income renters spend more than 50% of their income on housing costs (Eugene – 51%, Springfield – 34%)
<p>Home Owners - Low and very low income people need increased access to affordable home ownership opportunities and support to remain homeowners</p>	<ul style="list-style-type: none"> • A significant majority of low-income owners experience over-crowding, substandard housing, or a housing cost burden (Eugene – 76%, Springfield – 57%) • A significant majority of low-income owners spend more than 30% of their income on housing costs (Eugene – 64%, Springfield – 56%) • A large percentage of low-income owners spend more than 50% of their income on housing costs (Eugene – 40%, Springfield – 31%)
<p>Homeless - People need access to housing and supportive services to prevent them from becoming homeless and to leave homelessness</p>	<ul style="list-style-type: none"> • A total of 11,668 homeless individuals were served in FY 2014 by agencies funded by Lane County. • The three public school districts in Eugene and Springfield report 1,616 homeless youth during 2014, and this definition includes students who are staying with friends or family. • The definition of homeless for purposes of this Plan includes people who are “doubled-up”.
<p>Non-Homeless Special Needs Populations - 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 college students, and youth aging out of foster care.</p>	<ul style="list-style-type: none"> • Special needs populations need additional support as it relates to affordable housing, human services, and employment opportunities.
<p>Employment Opportunities - People who have low incomes, are unemployed or underemployed need a broader range of employment opportunities, including self-employment</p>	<ul style="list-style-type: none"> • Between 2007 and 2010, Lane County lost nearly 18,000 jobs. • The loss of jobs combined with the subsequent recession, have widened the gap between employed wages and housing costs.
<p>Low-Income Areas & Areas of Slums and Blight – Geographic areas defined as areas of slums and blight or as low-income areas need additional support for rehabilitation and public facility improvements</p>	<ul style="list-style-type: none"> • 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.

Strategies to Address Priority Needs – Table
 2015 Eugene/Springfield Consolidated Plan

Strategy	Priority Needs Addressed	Possible Examples	Measurements	Eugene/ Springfield HOME Consortium	Eugene CDBG	Springfield CDBG
Increase the supply of affordable housing (Consortium HOME and Community Development Block Grant)	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	600	50	
			Number of CHDO's Assisted	4		
			Housing for homeless added	20		
			Number of sites acquired		2	1
			Homeowner housing added		10	5
Rehabilitate existing housing stock affordable to low-income persons (Community Development Block Grant)	Renters, Homeless, Special Needs, Low-Income Areas, Home Owners	Continue and expand publicly supported rehabilitation and accessibility improvements.	Number of rental units rehabilitated		350	5
			Number of home owner units rehabilitated		150	200
Provide down payment assistance for home ownership (Community Development Block Grant)	Home Owners	Assist low-income residents with the first time purchase of a home.	Households assisted with direct assistance to home buyers		10	50
Remove barriers to affordable and supportive housing (Community Development Block Grant)	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	Yes
			Number of fair housing events		20	5
			Maintain fair housing services		Yes	Yes
			Update Fair Housing Plan		Yes	Yes

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Strategy	Priority Needs Addressed	Possible Examples	Measurements	Eugene/ Springfield HOME Consortium	Eugene CDBG	Springfield CDBG
Support a human services delivery system to address the needs of homeless persons and special needs populations (Community Development Block Grant)	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 facility activities		25,000	5,000
			Persons assisted with public service activities		110,000	65,000
			Number of public facilities improved		15	4
			Number of transitional or emergency beds added		20	5
Promote economic development and employment opportunities through the creation of jobs and business development (Community Development Block Grant)	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	5
			Businesses assisted		50	1
			Micro business trainees		300	55
Make strategic investments to improve low income neighborhoods and other areas of slums and blight (Community Development Block Grant)	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.	Businesses assisted with façade treatment or building rehab			2
			Number of projects completed		2	2
			Persons assisted with public facility activity		5,000	6,000

2015 Consolidated Plan Advisory Committee

The Consolidated Plan Advisory Committee held three public meetings (February 10, March 10, and March 31) and a public hearing (March 31) to gather community input and discuss the proposed Consolidated Plan. The membership of the Committee is listed below.

Intergovernmental Housing Policy Board

Jenna Fribley
Sheri Moore, Springfield City Council
Chris Pryor, Eugene City Council
Morgan Taylor

Eugene Community Development Block Grant Committee

John Barofsky
Aaron Box

Springfield Community Development Advisory Committee

Shirley Glover
Robyn Sattler
Chris Stole

RESOLUTION NO. _____

A RESOLUTION APPROVING THE EUGENE-SPRINGFIELD 2015 CONSOLIDATED PLAN FOR SUBMISSION TO THE U.S. DEPARTMENT OF HOUSING AND URBAN DEVELOPMENT.

The City Council of the City of Eugene finds that:

A. The Cities of Eugene and Springfield have formed a consortium in order to be eligible as an entitlement community to receive HOME Investment Partnership funds. Preparation of a Consolidated Plan for Housing and Community Development is a federal requirement in order for local entitlement jurisdictions to receive federal housing and community development funds administered by the U.S. Department of Housing and Urban Development.

B. The Cities of Eugene and Springfield have jointly prepared the Eugene-Springfield 2015 Consolidated Plan in order to meet that federal requirement, a summary of which is attached hereto as Exhibit A and incorporated herein by reference.

C. The thirty-day period for the purpose of receiving public comment on the draft Consolidated Plan began on February 24, 2015 and ended on March 25, 2015. During that period, public hearings were held to receive testimony on the draft Consolidated Plan by representatives of the Springfield Community Development Advisory Committee, Eugene Community Development Block Grant Advisory Committee, and by the Intergovernmental Housing Policy Board, serving on the Consolidated Plan Advisory Committee.

D. The City Council has reviewed and considered the Consolidated Plan Summary attached hereto. Print copies of complete electronic submittal of the text were available at public locations and available upon request, and a reference to a digital copy of the electronic submittal is included in the Summary.

E. The City Council has reviewed and considered the testimony presented at the public hearings.

NOW, THEREFORE,

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

ATTACHMENT D

Section 1. Based on the above findings, which are adopted herein, and the hearings held thereon, the Eugene-Springfield 2015 Consolidated Plan Summary attached as Exhibit A hereto, is hereby approved.

Section 2. This resolution shall become effective immediately upon its adoption.

The foregoing Resolution adopted the _____ day of April, 2015.

City Recorder

EUGENE CITY COUNCIL

AGENDA ITEM SUMMARY



Work Session and Action: Eugene-Springfield 2015 Consolidated Plan - A Five Year Strategic Plan for Affordable Housing and Community Development

Meeting Date: April 15, 2015
 Department: Planning and Development
www.eugene-or.gov

Council Work Session
 Staff Contact: Stephanie Jennings
 Contact Telephone Number: 541-682-5529

ISSUE STATEMENT

The City Council is asked to adopt the Eugene-Springfield 2015 Consolidated Plan (Consolidated Plan). The Consolidated Plan provides an assessment of local housing, homelessness, and community development needs and establishes a five-year strategic plan with priority needs and strategies for the use of federal funds received from the U.S. Department of Housing and Urban Development (HUD). Completion and adoption of the Consolidated Plan is a prerequisite for receiving Community Development Block Grant (CDBG), HOME Investment Partnerships Program (HOME), and other HUD funds. At this work session, staff will review the Consolidated Plan development process and the proposed priority needs and strategies. The Consolidated Plan must be submitted to HUD by May 15, 2015.

BACKGROUND

This is the third presentation and discussion that the City Council has had on the Eugene-Springfield 2015 Consolidated Plan. At its November 12, 2014, meeting, the City Council was presented an overview of the 2010 Consolidated Plan, on which this plan is based. Information was provided about the goals and objectives from the 2010 Plan, and the HUD-required process and timeline for developing, reviewing and submitting the Plan. At its February 9, 2015, meeting, the City Council provided information and discussed recent changes to the HOME Consortium, the public outreach and consultation efforts, and the preliminary priority needs and strategies contained in the 2015 Plan.

The Consolidated Plan presents an assessment of local housing, homelessness, and community development needs, identifies priority needs for use of funds received from HUD, and presents strategies to address the priority needs. Eugene and Springfield must complete, adopt, and submit a new five-year Consolidated Plan to HUD by May 15, 2015. CDBG and HOME must be used to advance one or more of the following statutory objectives

that primarily support low-income and moderate-income residents: 1) Provide decent, safe, and affordable housing (CDBG and HOME); 2) Create suitable living environments (CDBG); and 3) Expand economic opportunities (CDBG).

Since 1992 and continuing with this plan, Eugene and Springfield work together to develop the Eugene-Springfield Consolidated Plan. This collaboration allows for consideration of needs for the metropolitan area as a whole, development of shared goals and strategies, and more efficient use of limited resources. A joint plan is required given that Eugene and Springfield receive a formula allocation of HOME funds through the Eugene-Springfield HOME Consortium. Eugene and Springfield receive separate formula allocations of CDBG funds.

Each year, the Consolidated Plan is augmented by a One-Year Action Plan (Action Plan) that is also jointly developed and submitted by Eugene and Springfield. The purpose of the Action Plan is to select uses of funds allocated by formula to the jurisdictions each year. The 2015/16 Action Plan will be presented to the City Council for review and action on April 27. The Action Plan must also be submitted to HUD by May 15, 2015.

Lastly, the jurisdictions jointly develop a Consolidated Annual Performance Evaluation Report (CAPER) to report on outcomes and progress achieved for each year. This report is made available for public review and comment prior to submission. A visual diagram of the required planning and reporting components is provided in Attachment A.

2015 Consolidated Plan Development Process

The 2015 Consolidated Plan development process differs significantly from previous years as HUD has moved to an online submittal process. For purposes of community engagement and adoption, HUD allows participating jurisdictions to prepare a summary plan which is provided as Attachment B. A copy of the full electronic submittal is available online at: <http://www.eugene-or.gov/hudconplan>. The Consolidated Plan summary includes the following components:

- Community engagement activities and comments received on the plan
- Community needs assessment and market analysis developed through data analysis, community surveys, and other stakeholder input
- Priority needs to be addressed over the next five years based on the community needs assessment and market analysis
- Strategies to address the identified priority needs

Staff from the Cities of Eugene and Springfield employed a multi-faceted approach to engage community members and other stakeholders in the development of the Consolidated Plan. As a part of the process, a needs survey was conducted for public and private agencies that provide assisted housing, fair housing, and health and social services. Additionally, consultations were held with coalitions of providers, advisory committees, local housing and social service providers, and with city, county and state agencies serving

this population. Further description of community engagement activities are provided in the Consolidated Plan summary.

The Draft Consolidated Plan summary was made available for public review and public comment starting on February 24 through March 25. Two comments were received during the process and have been addressed through modifications to the Consolidated Plan.

A Consolidated Plan Advisory Committee was created to guide the Plan's development. Members were drawn from the Intergovernmental Housing Policy Board, Eugene CDBG Advisory Committee, and the Springfield Community Development Advisory Committee. A list of the Advisory Committee members is provided in Attachment C. The committee met on February 10 to discuss the Consolidated Plan process and draft priority needs and strategies. On March 10, the committee held a public hearing and reached consensus to recommend the proposed priority needs and strategies. On March 31, the committee met a third time to review written comments and other community input and to discuss the progress measures and numeric targets for each strategy. The Advisory Committee voted unanimously on March 31 to recommend approval of the Consolidated Plan summary.

Priority Needs

The Consolidated Plan must include identification of priority needs based on the community needs assessment, market analysis, and community engagement. Staff utilized data provided by HUD as well as numerous other quantitative and qualitative sources to develop a proposed set of priority needs. Resources created as a part of the Lane Livability Consortium were also utilized to inform the development of priority needs. These priority needs were shared as part of the many consultations with boards, commissions, and agencies.

In summation, while the local economy is improving there are many 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 a large number of households with moderate or severe housing cost burdens. In addition, there are some areas of Eugene and Springfield that have concentrations of poverty and vulnerable populations.

Proposed priority needs have been identified for five specific populations including low-income renters, low-income homeowners, people experiencing homelessness, populations with special needs who are not experiencing homelessness, and unemployed/underemployed persons. In addition, priority needs have been identified for low-income areas and areas that meet HUD's definition of slums and blight. Expanded descriptions of the priority needs are provided in the Consolidated Plan summary.

Strategic Plan

The Consolidated Plan must also specify strategies to address each of the identified priority needs. The identified strategies create the basis for allocating CDBG and HOME funds in the Action Plan each year. A summary of each proposed strategy is provided below:

Increase the supply of affordable housing.

Utilize HUD funds for land and development subsidies to increase the supply of primarily affordable rental housing. In addition, the City will provide operating assistance to nonprofit agencies that act as Community Housing Development Organizations to expand capacity to develop affordable housing.

Rehabilitate existing housing stock affordable to low-income persons.

Utilize HUD funds to rehabilitate housing affordable to low-income persons. Assistance will be made available for rehabilitation of rental units, rehabilitation of owner-occupied units, emergency repairs, and accessibility improvements.

Provide down payment assistance for home ownership.

Utilize HUD funds to provide down payment assistance for low-income, first-time homebuyers. The assistance received by each household is modest but plays a critical role in enabling them to become homeowners.

Remove barriers to affordable and supportive housing.

Affirmatively further fair housing and raise awareness of the housing needs of low- and moderate-income persons so these may be considered in the development of related policies and regulations. Support programs that assure housing opportunities are provided without discrimination. Maintain the Housing Policy Board.

Support a human services delivery system to address the needs of homeless persons and special needs populations.

Support the provision of human services for people experiencing homelessness or with special needs through funding for human service operations and funding for capital improvements for facilities where services are provided. Funds may also be used to support facilities with emergency or transitional housing.

Promote economic development and employment opportunities through the creation of jobs and business development.

Support economic development activities resulting in job creation for low- and moderate-income households through business loans and micro-enterprise training and development opportunities.

Make strategic investments to improve low-income neighborhoods and other areas of slums and blight.

Provide funding to make strategic investments in low-income areas or to address conditions of slums and blight.

RELATED CITY POLICIES

The Consolidated Plan is consistent with other plans adopted by the local jurisdictions, such as the Residential Land Use and Housing Element of the Metropolitan Area General Plan, Eugene City Council Adopted Growth Management Policies, the Diversity and Equity Strategic Plan, the Lane County Ten-Year Plan to End Chronic Homelessness, and the Lane County Continuum of Care Plan. The proposed uses of funds also specifically support economic development and affordable housing goals set forth in the Envision Eugene Pillars.

COUNCIL OPTIONS

1. Approve the Eugene-Springfield 2015 Consolidated Plan summary
2. Modify or amend the Eugene-Springfield 2015 Consolidated Plan summary

CITY MANAGER'S RECOMMENDATION

The City Manager recommends Option 1, approve the Eugene-Springfield 2015 Consolidated Plan Summary included in Attachment B.

SUGGESTED MOTION

Move to approve the attached Eugene-Springfield 2015 Consolidated Plan summary.

ATTACHMENTS

- A. HUD Required Plans and Reports Diagram
- B. Eugene-Springfield 2015 Consolidated Plan Summary
- C. Consolidated Plan Advisory Committee
- D. Resolution Approving the 2015 Eugene-Springfield Consolidated Plan

FOR MORE INFORMATION

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