



Eugene-Springfield Consolidated Plan Draft Community Profile and Needs

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

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

A review of noteworthy trends is provided below.

Population Growth

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

Age Distribution

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



Racial and Ethnic Composition

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

Household Composition

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

Income and Poverty

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

Persons with Disabilities

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

Persons Experiencing Homelessness

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



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

Persons with Special Needs who are not Homeless

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

Employment and Economy

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

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

Housing Units and Tenure

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



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

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

Assisted and Public Housing

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

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

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

Housing Cost Burden

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

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



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

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

Housing Conditions and Lead Based Paint

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

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

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



Draft Priority Needs

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

Renters

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

- **Renter households earning less than 80% of area median income (very-low, low- and moderate- incomes):** Over three quarters of these households spend more than 30% of their income on housing costs (79% in Eugene, 74% in Springfield). Moreover, 54% of these households in Eugene and 35% of these households in Springfield spend 50% of their income on housing costs.
- **Renter households earning less than 50% of area median income (very-low and low-income):** A modestly greater share of these households also spend more than 30% of their income on housing costs. However, the significantly more of these households pay more than 50% of their income on housing costs (Eugene – 68%, Springfield – 57%).

Home Owners

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

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



- **Owner households earning less than 80% of area median income (very-low, low- and moderate- incomes):**
 - A significant majority of these homeowners spend more than 30% of their income on housing costs (Eugene – 66%, Springfield – 57%).
 - Moreover, 41% of these households in Eugene and 28% of these households in Springfield spend 50% of their income on housing costs.
- **Owner households earning less than 50% of area median income (very-low and low-income):**
 - There are 3,370 owner occupied households in Eugene, and 2,030 in Springfield earning less than 50% AMI.
 - Over three quarters (77%) of these households in Eugene and over half (56%) of households in Springfield spend more than 30% of their income on housing costs.
 - 59% of these owner households in Eugene and 39% in Springfield more than 50% of their income on housing costs

People Experiencing Homelessness

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

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



Non-Homeless Special Needs Populations

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

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

Employment Opportunities

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

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



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

Low-Income Areas and Areas of Slums and Blight

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

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