CITY OF SPRINGFIELD, OREGON
RESOLUTION NO. _____

A RESOLUTION APPROVING THE EUGENE-SPRINGFIELD 2025 CONSOLIDATED PLAN FOR SUBMISSION TO THE U.S. DEPARTMENT OF HOUSING AND URBAN DEVELOPMENT

WHEREAS, 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;

WHEREAS, the City of Springfield is an entitlement community and receives an annual allocation of Community Development Block Grant funding;

WHEREAS, the Cities of Eugene and Springfield have formed a consortium as an entitlement community in order to increase the amount of HOME Investment Partnership Program funds received and to enable funding of HOME activities in Springfield;

WHEREAS, the Cities of Eugene and Springfield have jointly prepared the Eugene-Springfield 2025 Consolidated Plan in order to meet that federal requirement, an Executive Summary of which is attached hereto as Exhibit A and incorporated herein by reference;

WHEREAS, the thirty-day period for the purpose of receiving public comment on the draft Consolidated Plan began on November 1, 2024 and ended on December 6, 2024. The Eugene-Springfield Consolidated Plan Advisory Committee held two public hearings regarding the development of the Eugene-Springfield 2025 Consolidated Plan; the first public hearing was held on October 17, 2024 to receive testimony on the performance of the Eugene-Springfield 2020 Consolidated Plan and the accomplishments attributable to that plan. The second public hearing was held on December 10, 2024 to receive testimony on the draft Eugene-Springfield Consolidated Plan;

WHEREAS, the Common Council of the City of Springfield has reviewed and considered the Consolidated Plan and the Executive Summary; and

WHEREAS, the Council has reviewed and considered the testimony presented at the public hearings,

NOW, THEREFORE, BE IT RESOLVED BY THE COMMON COUNCIL OF THE CITY OF SPRINGFIELD:

Section 1: Based on the above findings, which are adopted herein, and after consideration of the public testimony provided at the hearings held on the Eugene-Springfield 2025 Consolidated Plan, the Eugene-Springfield 2025 Consolidated Plan Executive Summary, attached as Exhibit A hereto, is hereby approved.

Section 2: This Resolution will take effect upon adoption by the Council.

ADOPTED by the Common Council of the City of Springfield this ___ day of _____, ____, by a vote of _____ for and ____ against.

ATTEST:

_____
City Recorder

REVIEWED & APPROVED
AS TO FORM
Kristina Kraaz
DATE: 4/28/2025
SPRINGFIELD CITY ATTORNEY'S OFFICE

Eugene-Springfield 2025 Consolidated Plan

Executive Summary

The Eugene-Springfield 2025 Consolidated Plan provides an assessment of local housing, homelessness, and community development needs and establishes a five-year strategic plan for use of federal funds received by the Cities of Eugene and Springfield from the U.S. Department of Housing and Urban Development (HUD). The plan was shaped through extensive community engagement and analysis of economic and housing conditions. Completion and adoption of the Consolidated Plan is necessary for the jurisdictions to receive Community Development Block Grant (CDBG), HOME Investment Partnerships Program (HOME), and other HUD funds. Visit www.eugene-or.gov/HUDplans to view the full plan.

Strategic Goals



Increase the supply of affordable rental housing: through land acquisition, development of new rental housing, and operating support for Community Housing Development Organizations**.**



Rehabilitate existing housing stock: affordable to low-income people; preserve existing rental and ownership housing for low-income people; continue and expand publicly supported rehabilitation and accessibility improvements.



Provide homeownership assistance: for homeownership; assist low-income residents with the first-time purchase of a home.



Support human services system: to address the needs of homeless people, special populations, and other low-income populations; fund capital improvements to facilities owned by non-profits, and job training.



Promote economic development: including employment opportunities through the creation of jobs and business development; provide below-market financing to local businesses creating or retaining jobs, micro-enterprise and workforce training or grants.



Improve low-income neighborhoods: make strategic investments; provide financing for activities that eliminate slums and blight, including acquisition, clearance, rehab and historic preservation and economic development activities, infrastructure development and public facility improvements.

Each of the 2025 Strategic Goals meets the needs of at least one priority community need as identified for five specific populations including low-income renters, low-income homeowners, people experiencing homelessness, special populations with identified needs that are not experiencing homelessness, and unemployed/underemployed people. In addition, a geographic priority need is identified for low-income areas (Eugene only) and areas that meet HUD's definition of slums and blight.

Key Agencies and Responsibilities

City of Eugene: Community Development (CDBG and HOME Administration)

City of Springfield: Community Development (CDBG Administration)

Resource Estimates (subject to change upon receipt of FY26 CDBG/HOME Grant Agreements)

- **Eugene** Community Development Block Grant (CDBG)
  - Annual HUD Entitlement: $1,448,749
  - Annual Program Income: $770,000
  - 5-Year Estimated Total: $11,093,745
- **Springfield** Community Development Block Grant (CDBG)
  - Annual HUD Entitlement: $534,243
  - Annual Program Income: $25,466
  - 5-Year Estimated Total: $2,798,545
- **Eugene-Springfield Consortium** HOME Investment Partnerships
  - Annual HUD Entitlement: $1,189,581
  - Annual Program Income: $40,000
  - 5-Year Estimated Total: $6,147,905

Public Participation Process

The Cities of Eugene and Springfield developed the 2025 Consolidated Plan through a process that included extensive community engagement, stakeholder consultation, and public participation. The plan incorporated feedback from over 500 individuals and 100+ organizations through surveys, interviews, and public meetings. This collaborative process ensured the plan captures the diverse needs of Eugene and Springfield residents for the next five years.



Con Plan Kick-Off at Eugene Housing Open House, June 5, 2024

Community Engagement

The engagement process involved collaboration with key stakeholders, including public housing agencies, non-profits, service providers, business leaders and government entities. Numerous stakeholders expressed support for continued funding for Affordable Housing and human services, emphasizing the critical role of CDBG and HOME grants in addressing local challenges.

Engagement Methods

The engagement utilized a variety of methods to gather community input and feedback. An extended summary is available at www.eugene-or.gov/HUDplans.

Focus Groups and Interviews: Attended by 64 key stakeholders from 42 organizations.

Open Houses: Three events were attended by 450+ community members.

Online Survey: Received 395 responses from stakeholders and community members. Key survey insights:

- *Top housing barriers: High rental costs and limited vacancy*
- *Key needs: Affordable Housing - rental & homeownership, homelessness prevention & transitional housing, health and medical services*

Consolidated Plan Advisory Committee: Comprised of one City Councilor from each jurisdiction (Eugene Councilor Emily Semple and Springfield Councilor Kori Rodley) and two community members from each jurisdiction. The committee held two public hearings. Key public hearing themes include:

- *Increased focus on Affordable Housing supply*
- *Investments in shelter and human services*
- *Support for employment and community development initiatives*

Coordination with Continuum of Care (CoC): The plan resulted from close collaboration with Lane County's Humans Services Division to address homelessness.

Coordination with Homes for Good: The local housing authority provided insight and technical assistance in the creation of the plan to address public housing and community need.

Community Participation Plan

The Community Participation Plan outlines local responsibilities and a structured engagement strategy particularly for marginalized groups. Activities include:

- Broad community outreach requesting community participation and feedback
- Published legal notices in local newspapers
- Review period of draft plans
- Written public comment periods
- Public hearings with advance notice to the public
- Access to meetings when requested: interpreter for hearing impaired, induction loop, reading for sight impaired, foreign language interpreter

Needs Assessment

The Needs Assessment & Market Analysis chapters utilize data sources such as the US Census, the American Community Survey, and HUD's Comprehensive Housing Affordability Strategy, plus local and regional data sets including reports from Lane County and Homes for Good, the Public Housing Authority. The Needs Assessment identifies needs related to housing affordability, special populations, community development and homelessness for Eugene and Springfield.

Housing

Population and Income Trends: From 2017 to 2022, Eugene's population grew by 8%, Springfield's by 2%. Median income increased by 29% in Eugene and 46% in Springfield but did not keep pace with rising housing costs.

Income & Affordability:

- Eugene has 33,465 households (44% of households) earning less than 80% of AMI, while Springfield has 12,700 (50% of households).
- Approximately 70% of renters below 80% AMI are cost-burdened, spending more than 30% of their income on housing.
- Owners also face affordability challenges, with 65% in Eugene and 58% in Springfield spending more than 30% of their income on housing.

Public Housing

Demand for Public Housing: Homes for Good manages 595 public housing units in Lane County. A total of 11,699 applicants responded to a waitlist opening in 2022, 53% of whom were homeless, 71% of the applicants were from Eugene and Springfield, nearly 600 applicants indicated wheelchair accessible unit need.

Needs Identified: Residents need access to housing stability supports, employment training, childcare, and health care services.

Homelessness

Homelessness Trends: The 2024 Point-In-Time Count identified 3,085 homeless individuals, a 9% increase from 2023. Of those, 2,096 were unsheltered, 1,500 were chronically homeless, and 151 were veterans.

Needs Identified: Year-round emergency shelters, services for vulnerable populations, and access to basic resources like food and transportation.

Special Populations

Elderly and Disabled Populations: An estimated 40,023 elderly individuals need accessible housing and services in Eugene and Springfield. Eugene accounts for 76% of the elderly population in both cities. A total of 15% of Eugene's population are people living with disabilities and 19% in Springfield.

Victims of Domestic Violence: A total of 681 homeless domestic violence survivors were identified during the 2024 Point-In-Time Count.

Needs Identified: Accessible housing, mental and behavioral health services, and case management support.

Disproportionately Greater Need

Housing Challenges by Race: Non-White households face disproportionately higher rates of housing problems and cost burden.

Income Inequity: Black/African American households earn 32% less than the median income in Eugene.

Community Development and Non-Housing

Key Areas for Development:

- Infrastructure improvements, workforce development, and support for non-profit service providers.
- Elder care and accessible medical services are critical needs.

Market Analysis

The Market Analysis overview summarizes key Eugene-Springfield housing market trends, housing conditions, facilities and services, barriers to affordable housing, and significant economic characteristics of the region.

Housing Characteristics

Housing Stock:

- Eugene-Springfield has 104,028 housing units
  - 60% single-detached; 35% multi-unit; 5% manufactured homes
- Both cities identify increased multi-unit construction is needed to meet growth

Tenure and Unit Size:

- Eugene: 48% owners, 52% renters
- Springfield: 54% owners, 46% renters
- Owner units: 81% have three- or more bedrooms (EUG-SPR combined)
- Rental units: 39% two-bedroom, 29% three- or more bedroom, 25% one-bedroom (EUG-SPR combined)

Housing Costs:

Rental rates average (2010–2022):

- Eugene: ↑ 61% to $1,116
- Springfield: ↑ 56% to $979

Home values average (2010–2022):

↑ 63% in both cities

- Eugene: $406,000 (ACS 2022)
- Springfield: $293,200 (ACS 2022)

Cost burden:

- 49% of renters pay > 30% of income on housing (EUG-SPR combined)
- 25% of owners pay > 30% of income on housing (EUG-SPR combined)

Condition of Housing: Over 50% of housing was built before 1980, increasing the risk of deterioration for low/moderate-income households.

- Eugene: 18,535 units at risk of lead-based paint
- Springfield: 8,430 units at risk of lead-based paint

Public Housing

- 382 public housing units in Eugene-Springfield
- 3,306 vouchers, including:
  - 319 for Veterans
  - 181 for people with disabilities
  - 11 for Family Unification
- 4,700+ households on public housing waitlists (May 2024) typical wait times: 1–5 years
- 65% of public housing units are 50+ years old; most others 30+, indicating rehab needs

Homeless Facilities and Services

- 3,085 unhoused people in Lane County (2024 PIT Count);
  - 223 people in alternative shelters (e.g., vehicle camping, sites with shared amenities)
- 1,077 emergency shelter beds in Lane County, most of which are in Eugene (this total does not include the alternative shelters noted above)

Special Populations Facilities and Services

Many agencies in the area offer housing and supportive services to meet the needs of special populations, including people who are elderly or frail elderly; people with mental, physical and/or developmental disabilities; people with substance abuse disorders; victims of domestic violence; youth, youth aging-out of foster care; people with past convictions, veterans; and people living with HIV/AIDS. There are multiple gaps in meeting the housing needs of these populations.

Barriers to Affordable Housing

Barriers in Eugene:

- Land availability
- Access to development capital

- Market feasibility
- Regulatory constraints

Opportunities in Eugene:

- Local housing funds
- Funding for middle-income housing
- Reducing regulatory barriers
- Development-ready land within the Urban Growth Boundary (UGB)

Barriers in Springfield:

- Development fees
- Permitting time and complexity
- Development regulations
- Cost of development
- Land for development

Opportunities in Springfield:

- Regulatory reform
- Pre-approved building plans
- Incentives for housing development
- Acquiring and helping developers acquire land

Community Development and Non-Housing

Wages & Employment

- Over 50% of jobs pay less than the average wage of $52,596 (2021 Lane County average).
- Job growth expected mostly in lower-wage sectors, such as Leisure and Hospitality (+15%).
- Top employment sectors**:** Education/Healthcare (29%), Retail (13%), Arts/Entertainment/Accommodations (11%), Manufacturing (10%).

Labor Market

- In July of 2024, unemployment was 4.5%, trending above state/national averages.

Workforce Location

- 37% of workers live outside Eugene-Springfield (up from 29% in 2002). Employers report that the trend is driven by rising housing costs.

Development & Workforce Initiatives

- Major projects: UO Knight Campus, Eugene riverfront/downtown housing initiatives, Springfield Glenwood/downtown initiatives.
- Lane Workforce Partnership and Lane Community College target skill gaps and workforce growth.

Broadband Needs

While nearly all areas in Eugene and Springfield have high-speed broadband access, affordability remains a barrier for low-income households following the expiration of the Affordable Connectivity Program in April 2024. Investments in open-access networks like Eugene's EUGNet and Springfield's Fiber Net-Neighborhoods have improved service options, reduced costs, and boosted competition.

Hazard Mitigation

The 2020 Eugene-Springfield Multi-Jurisdictional Hazard Mitigation Plan, integrated into the 2023-2028 Lane County Plan, highlights increased risks from heat, drought, flooding, and wildfires, which disproportionately affect low-income households. Updated hazard mapping is underway. Economic challenges, housing instability, and lack of insurance are identified vulnerabilities to hazards and disasters.

Conclusion

The Needs Assessment and Market Analysis underscores urgent housing affordability issues, rising homelessness rates, low average wage, and housing and human service gaps for vulnerable populations in Eugene and Springfield. Addressing these challenges will require coordinated efforts, continued community engagement, and targeted investments in housing, human services, and community infrastructure.

Strategic Plan

Priority Community Needs

The priority community needs section identifies housing, homelessness, and community development challenges in Eugene and Springfield based on data analysis and community feedback. It forms the foundation for strategic planning and resource allocation of HUD funds from July 2025 to June 2030.

The Eugene-Springfield priority community needs are:

1. **Renter Needs**: Increased access to affordable rental housing due to rising rents and housing shortages.
2. **Homelessness Needs**: Housing and supportive services to prevent and exit homelessness.
3. **Non-Homeless Special Populations**: Supportive services, Affordable Housing, and employment opportunities.
4. **Owner Needs**: Affordable homeownership and support to maintain ownership.
5. **Employment Opportunities**: Broader range of employment and economic development.
6. **Low-Income Areas & Slums/Blight**: Public facility and infrastructure improvements to combat blight.



Affordable rental housing


Supportive services


Employment and economic development


Homeless supportive services

Strategic Goals & Projected Outcomes

The Strategic Goals were developed to address the identified priority community needs. Eugene's section of the Strategic Plan includes goals for the use of HOME funds for both Cities, as well as CDBG funds within Eugene. Springfield's section of the Strategic Plan includes goals for the use of CDBG funds within Springfield.

Affordable Housing Strategies

Strategic Goal	Priority Needs Addressed	Possible Examples	Projected Outcomes			
			Description	HOME Consortium	Eugene CDBG	Springfield CDBG
Increase the supply of affordable housing	Renters, Homeless, Non-Homeless Special Populations	Land acquisition, development of new rental housing, and operating support for Community Housing Development Organizations (CHDO)	Number of rental units constructed or acquired (HOME)	250		
			Number of CHDOs assisted (HOME)	15		
			Number of housing units created for people exiting homelessness (HOME)	50		
			Number of sites acquired for future Affordable Housing development		1	1
Rehabilitate existing housing stock	Renters, Owners, Homeless, Non-Homeless Special Populations	Preserve existing rental and ownership housing for low-income persons	Number of Affordable Housing rental units rehabilitated		250	4
			Number of low-income home owner units rehabilitated		75	300
Provide homeownership assistance	Owners	Assist low-income residents with the first-time purchase of a home	Number of low-income, first-time homebuyers assisted		5	20

Community Development Strategies

Strategic Goals	Priority Needs Addressed	Possible Examples	Projected Outcomes			
			Description	HOME Consortium	Eugene CDBG	Springfield CDBG
Support human services system	Homeless, Non-Homeless Special Populations	Address the needs of homeless persons, special populations, and other low-income populations; Fund capital improvements to facilities owned by non-profits, and job training.	Number of persons assisted with human service activities		60,000	30,000
			Number of public facilties improved		1	
			Number of persons assisted with public facility improvements		2,000	
			Number of transitional or emergency homeless beds added or maintained		5	
Promote economic development	Employment Opportunities, Homeless	Creation of jobs and business development; Provide below-market financing to local businesses creating or retaining jobs; micro-enterprise and workforce training or grants.	Number of jobs created or retained		50	
			Number of businesses assisted		20	
			Number of microenterprise business trainees		50	2
Improve low-income neighborhoods	Renter, Owner, Homeless, Non-Homeless Special Populations, Employment Opportunities, Low-Income Areas/Areas of Slums and Blight	Provide financing for activities that eliminate slums and blight, including acquisition, clearance, rehab and historic preservation and economic development activities, infrastructure development and public facility improvements.	Number of projects completed		1	1
			Number of persons assisted with public facility improvements		1,000	