

Final Report

**Consolidated Plan for the
City of Bend 2004-2009**

A Five Year Housing and Community
Development Strategy

Final Report

September 30, 2003

**Draft Consolidated Plan for the
City of Bend 2004-2009**

A Five Year Housing and Community
Development Strategy

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EXECUTIVE SUMMARY

Purpose of the Consolidated Plan

Beginning in FY1995, the U.S. Department of Housing and Urban Development (HUD) required local communities and states to prepare a Consolidated Plan in order to receive federal housing and community development funding. The Purpose of the Consolidated Plan is:

1. To identify a city or state's housing and community development needs, priorities, goals, and strategies; and
2. To stipulate how funds will be allocated to housing and community development activities.

This report is the 2004-2009 five-year Consolidated Plan for the City of Bend. The city is a recipient of CDBG funding.

This executive summary reports the findings from the Consolidated Plan. It also outlines the city's five-year Strategic Plan which was crafted to respond to the housing and community development needs identified in the research.

Understanding the current and future conditions that underlie the city's economy and housing markets is important in order to address these needs. Sections II through V of the full Consolidated Plan present information about the city's demographics, economy, housing market, and community development conditions. The findings from these sections are summarized below.

Community Profile

A profile of Bend's demographic and economic trends was conducted using Census data, commercial data projections and locally available data sources. This analysis indicated that Bend has experienced the following over the past decade:

- Rapid population and household growth, resulting in pressure on the housing market and on existing community services and infrastructure;
- Incomes that are close to the state average, with strong but not overwhelming income growth over the past decade;
- Countywide income that is largely made up of non-employment earnings, including investments and transfer payments, meaning that Bend employees without these ancillary earnings may be at a disadvantage in the housing market;
- A population that is somewhat older than it was in 1990, with rapid growth of the population over the age of 45;

- A significant number of non-family households and families without children, which may include students, young service workers and retired couples, among others;
- A low-income population that is somewhat concentrated in the center of the city, but a lack of intense income concentrations; and
- A large and rapidly growing number of service industry jobs that are necessary in Bend's economy but that pay relatively low wages.

Housing and Community Development Conditions

In addition to reviewing demographic trends, the study assessed general housing and community development needs in the city. This research included public hearings, a key person mail survey and numerous key person interviews. The findings of this review included:

- **Affordable housing.** Affordable housing emerged as a high priority need in every research task. Affordable housing related needs were the most frequently mentioned in the public hearing, over 85 percent of survey respondents felt that there was insufficient affordable housing in the city, affordable housing was mentioned three times more frequently than any other priority in survey responses and interviewees consistently returned to the theme of affordable housing. The root causes identified for the affordable housing shortfall in Bend included a service economy that depends on low wage workers, rising home costs driven by second home and retirement home purchases and high land costs, due in part to Oregon's land use law that restricts development to an urban growth area.
- **Public transportation.** A second issue that emerged consistently was the need for public transportation in the community. The lack of a fixed route bus system, relatively low housing densities and the prevalence of commuting from outside of the city make it virtually mandatory to own a car in Bend. This places a substantial burden on low-income households as they struggle to pay for relatively expensive housing and to make car payments at the same time.
- **Emergency and special needs housing.** In the public hearings, respondents indicated that emergency and transitional housing for targeted populations were a high priority. These included families with children, individuals with substance abuse problems and individuals with severe and persistent mental illnesses. This theme was repeated in key person surveys, where 92 percent of respondents felt that there were inadequate local services for the homeless and over 70 percent found services for special needs populations inadequate. In key person interviews, transitional and special needs housing were also identified as key community needs.

- **Infrastructure development.** While infrastructure development did not emerge as a priority citywide, attendees used the map activity in the public hearing to identify particular areas of need, many of which were located in the central city. Roads, transportation, parks and trails were also identified as key community development priorities in the key person survey.
- **Economic development.** Economic development was identified as a priority need in the key person survey and in key person interviews. This was generally related to the low wage service jobs that are part of the affordable housing problem in the community. While job creation was seen as important, a number of interviewees noted that it needed to consist of high wage jobs that would not exacerbate the affordable housing problem. Moreover, many individuals indicated that affordable housing would be a very effective economic development tool in the city.

Housing Market

To complement this assessment of housing and community development needs, an in-depth assessment of the local housing market was performed using local real estate data, Census data and interviews with real estate professionals active in the Bend area. This analysis led to the following conclusions:

- Bend is growing rapidly, and the housing market is responding to that growth. Units are being added at a rapid pace in anticipation of an ongoing increase in the population;
- Bend's housing stock is generally in good condition. While there are some units without basic amenities, housing condition is not seen as a widespread concern in the city.
- Home prices have appreciated rapidly since 1990, and the appreciation is ongoing. With nearly two-thirds of the population owning their homes, the appreciation in home prices is an important factor to the local economy.
- While rents did not increase as rapidly as home prices during the 1990s, they have experienced strong growth since 2000. Relatively low vacancy rates, particularly in new units, are likely to continue putting pressure on rents.
- Incomes did not keep pace with home prices during the 1990s and may have fallen short of rents since 2000. As a result, affordable housing in Bend is becoming increasingly difficult for low- and moderate-income households to find.
- Between 3,200 and 4,800 low- and moderate- income households in Bend were likely cost burdened in 2000, with a mid-point estimate of approximately 4,000 cost burdened households.
- In 2003, the number of cost burdened households is estimated at 4,700 and is projected to grow to 5,600 by 2008.
- There are 598 subsidized affordable units in Bend, with another 884 Section 8 vouchers available in the county. However, contracts on 179 of these affordable units are due to expire in the next five years, placing them in danger of being lost from the affordable housing stock.

Special Needs Populations

Finally, due to lower incomes and the need for supportive services, special needs groups are more likely than the general population to encounter difficulty paying for adequate housing and often require enhanced community services. An analysis of the housing and community development needs of these populations was conducted through interviews with providers, reviews of secondary documentation and analysis of national incidence rates. This analysis revealed the following:

- As was true for Bend's population as a whole, affordable housing is a significant issue for members of these populations. For individuals living on fixed or service wage incomes, it is very difficult to afford housing in Bend. Families with children were seen as a particularly vulnerable population when in need of emergency housing.
- Within the broader context of affordable housing, a number of specific housing types were identified as needed. These included transitional housing and housing with supportive services for individuals with mental illnesses, substance abuse problems or other needs.
- Transportation also emerged again as a substantial need, as special needs populations have difficulties getting around Bend. However, the combination of service providers and Dial-a-Ride mitigates this need to some degree.
- Finally, supportive services for seniors and people with disabilities, mental illnesses and substance abuse problems are being cut due to the statewide budget shortfalls. As these services are reduced, individuals in each of the priority special needs populations will have increasing service needs.

Overall, Bend has numerous public and nonprofit organizations that deliver services to special needs populations. From one perspective, it would appear that needs are being met given the diverse organizations devoted to meeting them. However, due to limited resources and impending state budget cuts, there are outstanding gaps in the service delivery system, including those items discussed above.

Strategic Plan

Based on the research conducted for the Consolidated Plan, the city has developed the following plan for addressing current and future housing and community development needs:

The city has five overall goals for meeting housing and community development needs between 2004 and 2009:

1. Produce and preserve both renter- and owner-occupied affordable housing, with emphases on workforce housing and on subsidized land costs;
2. Address infrastructure needs that are tied to affordable housing or job creation;
3. Pursue economic development activities that create living wage jobs for low- and moderate-income residents of the community;

4. Maintain the city's ability to support the provision of special needs services, specifically as they are tied to affordable housing or job creation, meet the most urgent needs in the community and reduce demands on other city services; and
5. Explore the possibility of leveraging the initial allocation (or allocations) with Section 108 loans to have a larger initial impact.

The Strategic Plan outlined above will guide the city's allocation of CDBG funding during 2004 – 2009. Each year's annual action plan will be guided by these strategic goals.

SECTION I.

Introduction

Purpose of the Consolidated Plan

Beginning in FY 1995, the U.S. Department of Housing and Urban Development (HUD) required local communities and states to prepare a Consolidated Plan in order to receive federal housing and community development funding. The Plan consolidates into a single document the previously separate planning and application requirements for Community Development Block Grants (CDBG), Emergency Shelter Grants (ESG), the HOME Investment Partnerships Program, Housing Opportunities for People with AIDS (HOPWA) funding and the Comprehensive Housing and Affordability Strategy (CHAS). Consolidated Plans are required to be prepared every three to five years; updates are required annually.

The purpose of the Consolidated Plan is:

1. To identify a city or state's housing and community development needs, priorities, goals, and strategies; and
2. To stipulate how funds will be allocated to housing and community development activities.

This report is the 2004-2009 five-year Consolidated Plan for the City of Bend. The city will be a recipient of CDBG funding.

Compliance with Consolidated Plan Regulations

The City of Bend's Consolidated Plan was prepared in accordance with Sections 91.100 through 91.230 of the U.S. Department of Housing and Urban Development's Consolidated Plan regulations. Appendix G, the "HUD Regulations Cross-Walk" contains a checklist detailing how the Plan meets these requirements.

Organization of the Report

The Consolidated Plan is organized into six sections and eight appendices.

- Section I provides a brief introduction and outline of the report.
- Section II discusses the demographic and economic trends in Bend to set the context for the housing and community development needs and strategies discussed in later sections.
- Section III reports the findings from the public outreach process, which included key person interviews, a mail survey, a telephone survey, and public forums.
- Section IV contains a detailed analysis of the city's housing market, including housing vacancies, unit characteristics, affordability, and cost burden.
- Section V discusses the housing and community development needs of the city's special needs populations. The section gives updated estimates of these populations, reports programs and initiatives to serve them, and identifies remaining gaps.
- Section VI contains the city's five-year Strategic Plan. The one year Action Plan has been published separately.

The Appendices include:

- A. Survey Instrument
- B. List of Attendees at Public Hearings
- C. List of Interviewees
- D. List of Public Comments and Responses
- E. Public Meeting Materials
- F. Required HUD Documents/Certifications
- G. HUD Cross-Walk
- H. Citizen Participation Plan and Public Outreach

Lead and Participating Organizations

The city's Community Development Department was the lead agency overseeing completion of the Consolidated Plan. The Consolidated Planning process actively involved the housing and community development organizations in the city, including the Housing Authority, nonprofit providers of affordable housing, service providers to the city's low-income and special needs populations, advocates, and others. A list of those individuals who contributed to the Consolidated Plan process is located in Appendix C.

Citizen Participation Process

The Consolidated Plan was developed with a strong emphasis on community input. Brochures explaining the purpose of the reports and how citizens could contribute were posted throughout the city and mailed to citizens and nonprofit organizations. Public outreach for the Consolidated Plan consisted of interviews with housing and community development professionals in the city; a mail survey of such professionals, advocates, and other community leaders; e-mails to over 1,400 professionals; surveys dropped off at a variety of public location throughout the city (homeless shelters, social services agencies, housing projects, city offices, libraries, etc.); an open house and three public hearings.

Acknowledgments

Many individuals deserve special thanks for assisting with the completion of the Consolidated Plan. The Bend City Council, City Manager David Hales and CDBG/Housing Coordinator Rima Wilson provided invaluable assistance with completion of the report. In addition, many Bend residents who are active in housing and community development shared their thoughts with us in key person interviews, providing essential input in preparation of these reports. These key contacts are listed in Appendix C.

SECTION II.

Socioeconomic Conditions

Introduction

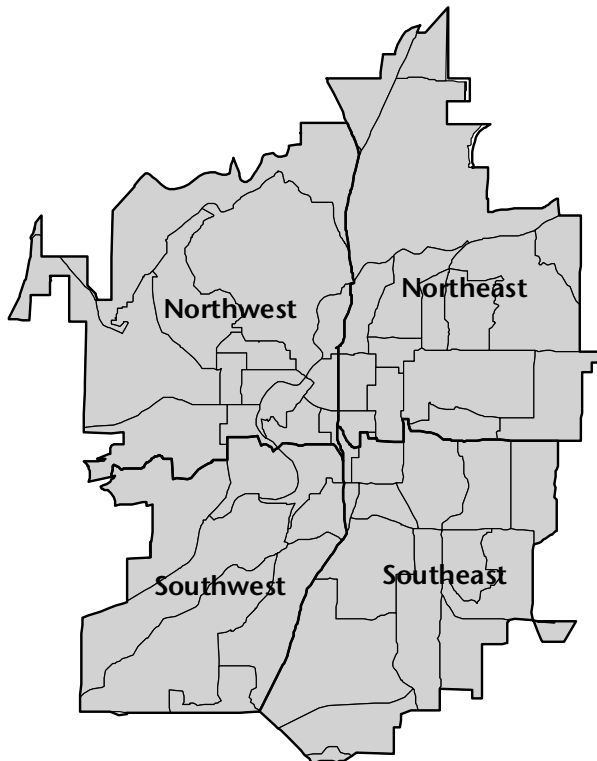
This section of the Consolidated Plan describes the population, housing patterns, and socioeconomic characteristics of residents in Bend to set the context of the housing and community development needs analysis.

Bend is the largest city in Central Oregon, located in Deschutes County at the base of the east side of the Cascade Mountains. The city is the regional trade and service center for Central Oregon. More than two-thirds of all jobs in the county are in Bend. The wide range of retail business, professional and trade services, and specialty trades draws in customers from a five county area.¹

The City of Bend generally divides the city into four quadrants: the northeast, northwest, southeast and southwest quadrants. Exhibit II-1 displays these quadrants.

Exhibit II-1.

City of Bend Quadrants



Source: City of Bend, Engineering Division, U.S. Census Bureau, 2000 Census and BBC Research & Consulting.

¹ Bend Area General Plan, May 2001, pg. P-1.

Population Growth

As the largest city in Central Oregon, the U.S. Census reported a population of 52,029 in Bend in 2000. Population growth in Bend was rapid over the past decade, increasing 154 percent from 1990 to 2000, or at an annual rate of more than 10 percent. However, nearly one-quarter of the population growth from 1990 to 1997 was due to city annexations of county land.² Adjusted for annexations, Bend grew at an annual rate of approximately 8 percent over the past decade, faster than either state or national averages.

Additionally, through the first half of the 1990s, about 88 percent of the increase was from “in-migrants”— people moving in from other areas. Based on driver’s license data, more than half of the new residents were from California.³

Exhibit II-2 summarizes population growth in the city, county and state.

**Exhibit II-2.
Population Trends,
1990 to 2000**

Source:
U.S. Census Bureau, 1990 and 2000 Census.

	1990	2000	Percent Change 1990 to 2000
Bend	20,469	52,029	154%
Deschutes County	74,958	115,367	54%
Oregon	2,842,321	3,421,399	20%

As shown in the exhibit above, Bend’s growth rate was substantially higher than those of the county and the state, which rose by 54 percent and 20 percent, respectively, from 1990 to 2000. However, county growth may be somewhat understated due to Bend’s annexation of parts of the county. According to the Bend Area General Plan, between 1990 and 1997 the population in the county portion of the Bend urban area increased dramatically. Nevertheless, the actual number of County residents stayed about the same due to the city annexations.⁴

As shown in Exhibit II-3, the northeast quadrant is the most populated area in the city, containing 38 percent of Bend’s total population.

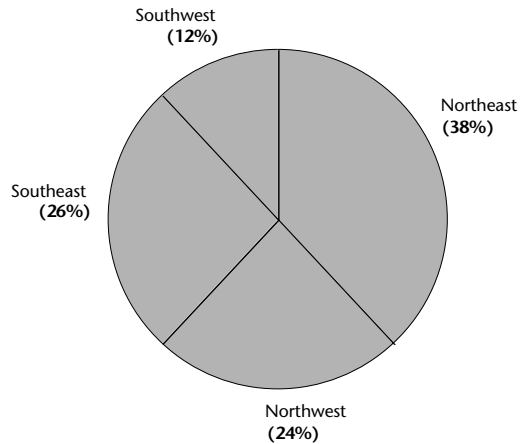
² Ibid, pg. 4-2, 4-3.

³ Ibid, pg. 4-4, 4-5.

⁴ Ibid, pg. 4-2, 4-3.

**Exhibit II-3.
Percentage of Population
in Bend by Quadrants,
2000**

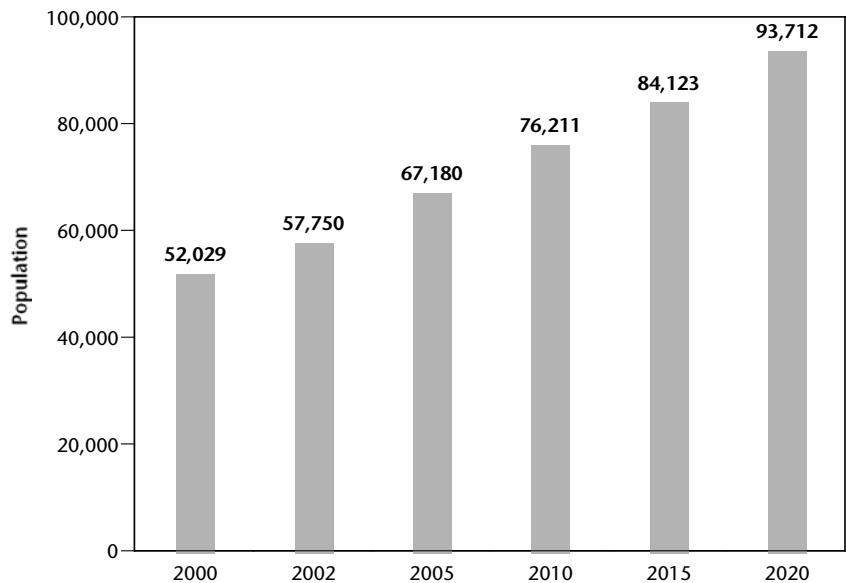
Source:
City of Bend, Engineering Division, U.S.
Census Bureau, 2000 Census and BBC
Research & Consulting.



City and county population growth is expected to continue at a rapid pace. Population forecasts from the Bend Area General Plan estimate a population of 68,775 persons by 2020, with another 10,000 persons within the three miles of the urban area.⁵ However, a recent county study completed by Portland State University estimated a 2002 population of 57,750, a level not forecast by the General Plan until 2010.⁶ The city, state and county forecasts all project rapid population growth through 2005, with growth slowing into the future. Exhibit II-4 presents county projections for Bend’s population growth through 2020. Given these projections, a population of approximately 72,600 can be expected at the end of the five-year period assessed in this Consolidated Plan.

**Exhibit II-4.
Population Forecast for
Bend Urban Area**

Source:
Deschutes County, *Coordinated Population
Forecast, 2000-2025*, January 2003.



Another source used for forecasting is PCensus, a demographic database that generates current and projected data using econometric techniques applied to U.S. Census and other comprehensive

⁵ Ibid, pg. 4-11, 4-12.

⁶ Ibid, pg. 4-11, 4-12.

economic databases. PCensus estimated Bend’s 2002 population at 55,360, an increase of 6 percent over the 2000 Census total. Additionally, PCensus projected that Bend’s population will increase to 63,926 in 2007, and to 73,189 in 2012.

Age Distribution

The median age of Bend residents increased from 33 years in 1990 to 35 years in 2000. The 2000 median is similar to the state median (36 years), but slightly lower than the county median (38 years). Exhibit II-5 presents Bend population by age distribution for 1990 and 2000.

**Exhibit II-5.
Bend Population by Age, 1990 and 2000**

Age Cohorts	1990	1990 Percent of Total	2000	2000 Percent of Total
Under age 17	5,072	25%	12,726	24%
Age 18 to 24	2,153	11%	5,332	10%
Age 25 to 34	3,786	18%	8,080	16%
Age 35 to 44	3,627	18%	8,091	16%
Age 45 to 54	1,771	9%	7,459	14%
Age 55 to 64	1,300	6%	3,910	8%
Age 65 and over	2,760	13%	6,431	12%

Source: U.S. Census Bureau, 1990 and 2000 Census.

In 1990, residents aged 18 to 24 contained the highest concentration of Bend’s total population. This 6-year age cohort comprised 11 percent of all residents. Although it would appear that residents under the age of 17 composed the majority of residents at 25 percent of the total population, this age cohort includes a greater number of years and does not reflect as high a concentration. The age cohorts with the second highest concentration were those aged 25 to 34 and those aged 35 to 44, each composing 18 percent of the population. Age distribution in 2000 remained relatively similar to 1990, with residents 18 to 24 still comprising the highest concentration. Residents aged 25 to 34 and those aged 35 to 44 remained the second highest age cohorts at 16 percent each. The presence of both Central Oregon Community College (COCC) and the Oregon State University (OSU) - Cascades branch is one factor driving the high numbers of residents between ages 18 to 24. Further attention is given to Bend’s student population below.

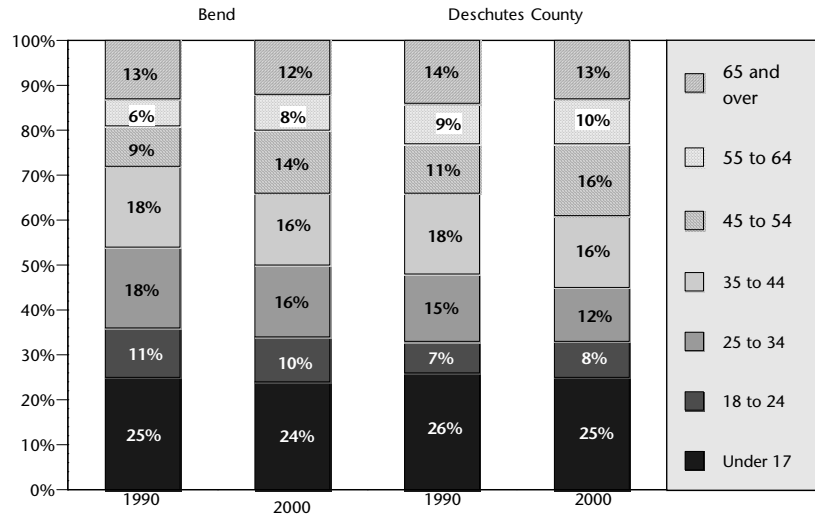
The fastest growing age cohort in the city from 1990 to 2000 were those aged 45 to 54, which increased 321 percent to become the third largest age cohort in 2000. The second fastest growing age cohort were those aged 55 to 64 (201 percent increase), and the third fastest growing age were those under the age of 17 (151 percent increase). The increase in the older age cohorts is likely due to the aging “baby-boomer” generation and the influx of retiree in-migrants. In spite of this, Bend’s 1990 and 2000 population was still younger than the overall county and statewide average.⁷

⁷ Ibid, pg. 4-4.

No cohorts lost any population from 1990 to 2000. Age distribution patterns in Deschutes County and Oregon are slightly older than Bend, with higher concentrations in the 25 to 34 and the 35 to 44 age cohorts. Exhibit II-6 presents age distribution for the total population of Bend and Deschutes County.

Exhibit II-6.
Age Distribution for Total Population of Bend and Deschutes County, 1990 and 2000

Source:
 U. S. Census Bureau, 1990 and 2000 Census.



Student population in Bend. The campuses of COCC and OSU are located in the northwest area of Bend. COCC is a community college primarily serving Crook, Deschutes, Jefferson, Klamath and Lake counties. In 2002, it had approximately 7,000 credit students, with another 10,000 community members taking classes that were not for credit. Approximately 83 percent of the college’s students reside in Deschutes County and 40 percent are classified as full-time (defined as carrying 12 or more credit hours).

COCC and the OSU-Cascades branch have an agreement under which COCC will provide the first 2 years of an undergraduate education and OSU will provide the second 2 years. The OSU-Cascades branch graduated its first students in 2002, when it had 625 total students whose course loads translated into 340 “full time equivalent students.”

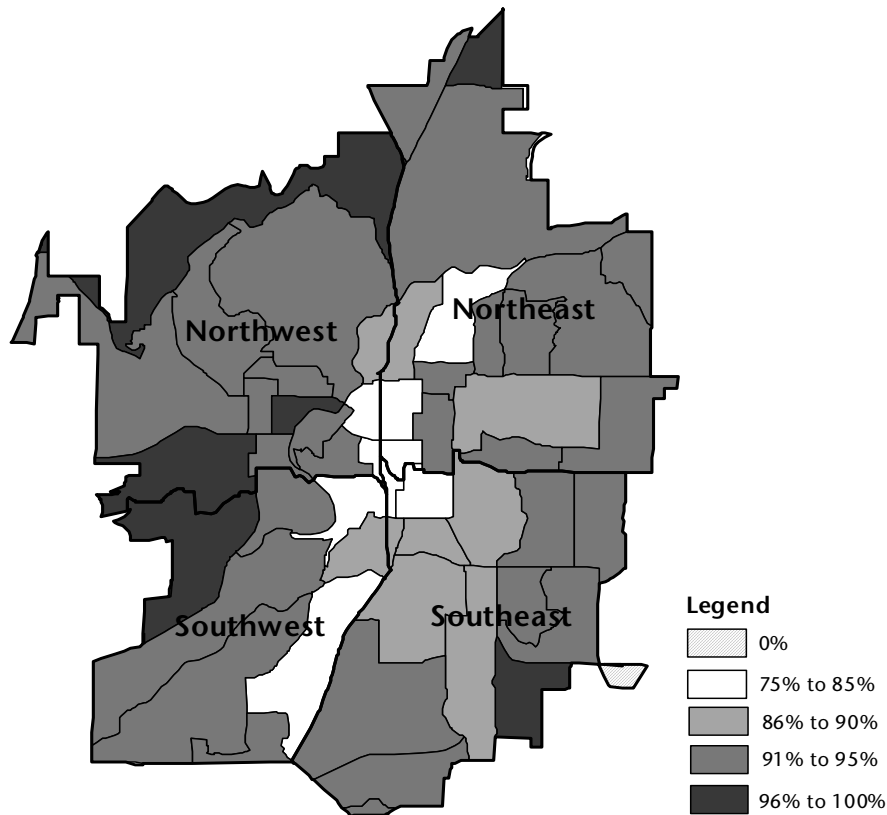
The colleges share one residence facility, Juniper Hall, which contains 109 beds. No other on-campus housing is available.

Due to the current economic downturn in Oregon, and the accompanying decline in state revenues, COCC is unlikely to add students in the near future. On the contrary, it has recently cut over \$3.5 million from its \$24 million budget, including 20 administrative and 10 to 15 faculty positions. OSU, on the other hand, is expecting a 10 to 15 percent annual increase over the next five years, resulting in between 540 and 680 full-time equivalent students at the end of that period.

Race and Ethnicity

2000 Census data reported that the minority population in Bend was nine percent of the total population. Hispanics comprised the largest minority group in the city at 5 percent of the population. Exhibit II-7 displays the ratio of White residents to all other races within each block group in Bend.

Exhibit II-7.
Non-Hispanic White Residents, Bend, 2000



Source: U.S. Census Bureau, 2000 Census and BBC Research & Consulting

The map above displays that there are relatively few block groups where the minority population is 15 to 25 percent of the share of population within the block group. Block groups with a slightly higher share of minority populations tend to be concentrated in the central city, at the meeting point of the four quadrants. This slight minority concentration likely comprises the Hispanic or Latino population, as they are the largest minority in Bend at 5 percent.

The state is slightly more diverse with 84 percent of residents non-Hispanic White, and with Hispanics making up the largest minority at 8 percent of the population. Exhibit II-8 displays race and ethnicity for Bend and Deschutes County in 2000.

**Exhibit II-8.
Population by Race and Ethnicity, 2000**

	Bend	Deschutes County
American Indian and Alaska Native	1%	1%
Black or African American alone	1%	1%
Hispanic or Latino	5%	4%
Native Hawaiian and Other Pacific Islander alone	0%	0%
White alone	91%	93%
Some other race alone	0%	0%
Two or more races	2%	1%

Note: "White alone" defines residents as White, not of Hispanic or Latino origin.

Source: U.S. Census Bureau, 2000 Census.

Race data in the 2000 Census are not directly comparable to the 1990 Census and other previous censuses. In the 2000 Census, people were able to identify themselves as more than one race, whereas in previous censuses, people could indicate only one race. Therefore, calculations reflecting percent change in race and ethnicity from 1990 to 2000 data could vary from actual experience. However, the general positive or negative direction of the change in particular population groups is likely to be accurate.

The population that grew most rapidly from 1990 to 2000 was the Hispanic/Latino population, increasing 394 percent in Bend and 182 percent in Deschutes County. While this increase is notable, the dramatic growth is largely due to the fact that Hispanics/Latinos make up a relatively small portion of the population in the city and county. This is also true of all other minority groups. However, it is important to note that minorities in the city and county have increased more than four-fold from 1990 to 2000, and will likely continue to grow similar to state trends.

Household Size and Characteristics

The number of households in Bend increased 147 percent from 8,526 in 1990 to 21,062 in 2000. However, this dramatic increase is partially due to the Bend's annexation of county land. Assuming that household and population growth were relatively similar, approximately one-quarter of Bend's household growth was due to annexations.

Households in Deschutes County increased 56 percent, to 45,595 households, in 2000. City and county household growth greatly exceeded the state's rate, which totaled 21 percent from 1990 to 2000.

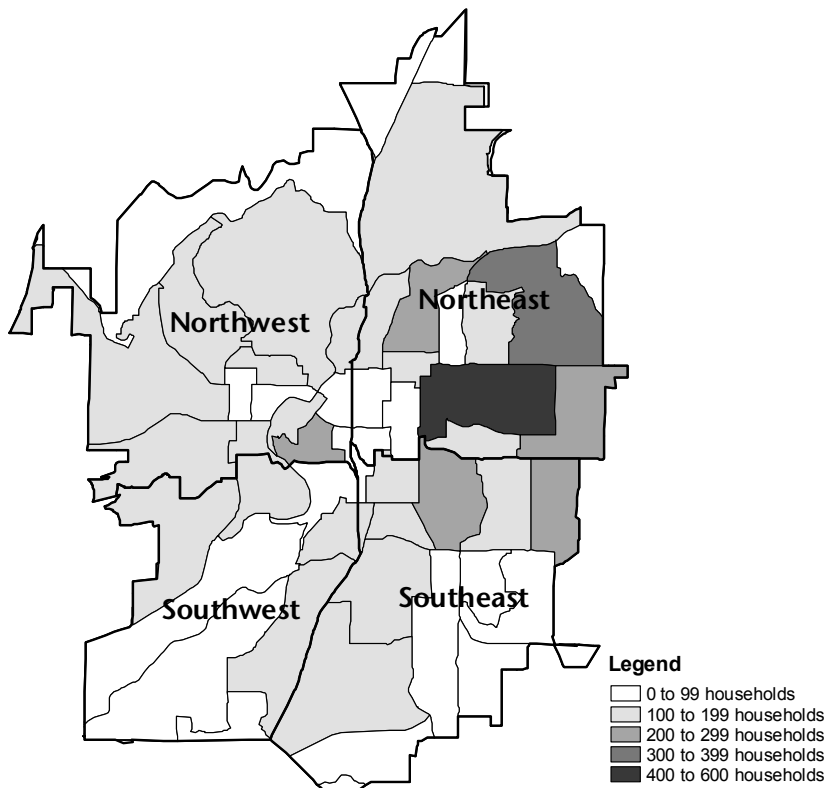
PCensus estimated Bend's 2002 number of households at 22,460, an increase of 7 percent over the 2000 Census total. Additionally, PCensus projected that the number of households in the city will increase to 26,159 in 2007, and to 29,929 in 2012.

The number of families in Bend increased 158 percent from 5,198 in 1990 to 13,396 in 2000. Again, the high growth is in part due to the city annexations. Families in Deschutes County increased 51 percent to 31,953 in 2000. Family growth in the state increased 17 percent, significantly lower than the city or county.

Household size. Average household size in Bend increased from 2.34 in 1990 to 2.42 in 2000. Deschutes County’s average decreased over the decade, from 2.54 to 2.50, while household sizes statewide remained relatively constant (changing 2.52 to 2.51). Bend’s increase in household size is unusual given widespread national trends of decreasing household sizes. The increase in Bend may be due to the fact that Bend’s average household size has historically been lower than those of the county and state.⁸ Bend’s population is more closely reflecting the rest of the state than it did 10 years ago. Overall, the city, county and state averages are below the national average household size of 2.59.

Lower household size is a possible indication of a high number of households with two persons or less. 2000 Census data report that 55 percent of households in Bend had two persons or less, and 26 percent were single-person households. As seen in Exhibit II-9, small households are concentrated in the northeast and southeast quadrants of the city. In these areas, at least 65 percent of total households in each Census block group contained 2 or fewer persons.⁹

Exhibit II-9.
Percentage of Small Households as a Share of Each Block Group, 2000



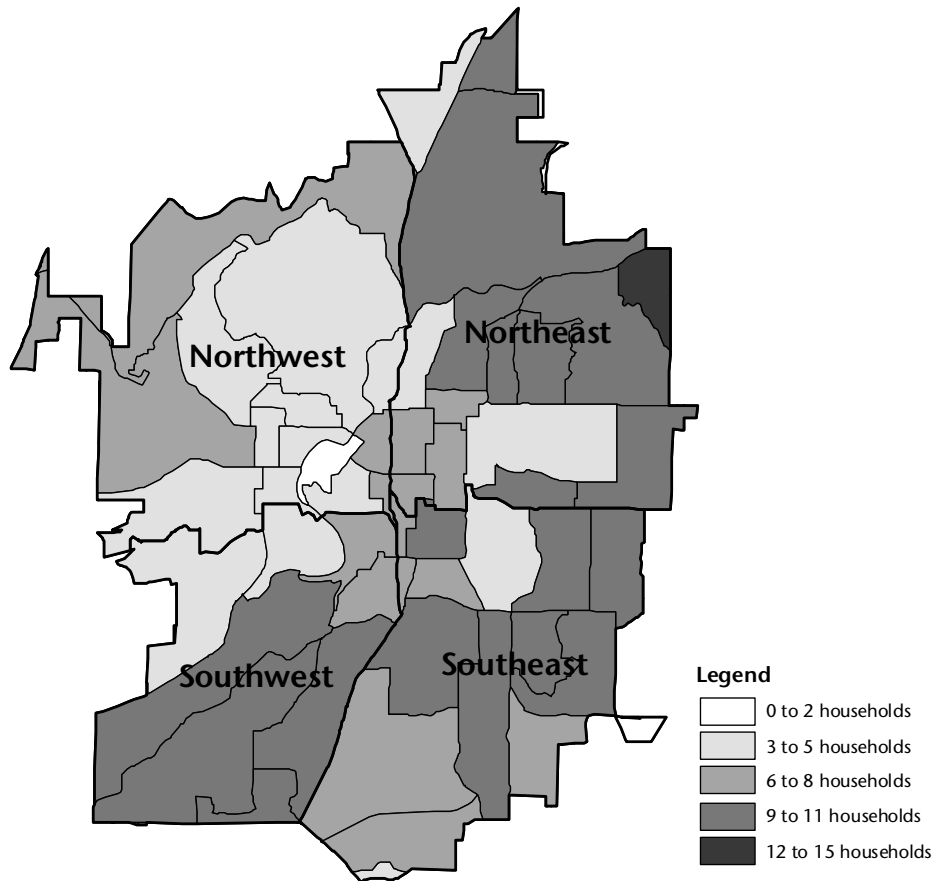
Source: City of Bend, Engineering Division, U.S. Census Bureau, 2000 Census and BBC Research & Consulting.

⁸ Bend Area General Plan, pgs. 4-6.

⁹ Census geographic areas grow from blocks, which often correspond to city blocks, to block groups to Census tracts to counties. Census tracts average 5,339 in population in Bend.

It is also important to identify large households, as they usually have more difficulty finding housing — particularly affordable rental housing — due to a lack of supply. Seven percent of all households in the city qualified as large households (more than five persons). Bend’s share of large households is slightly lower than the county or state proportions, which were 8 percent and 9 percent, respectively, of total households. No change in the percent of large households occurred from 1990 to 2000. Exhibit II-10 shows that some Census block groups in the northeast, southeast and southwest quadrants have a higher share of large households than other block groups.

Exhibit II-10.
Percentage of Large Households as a Share of Each Block Group, 2000

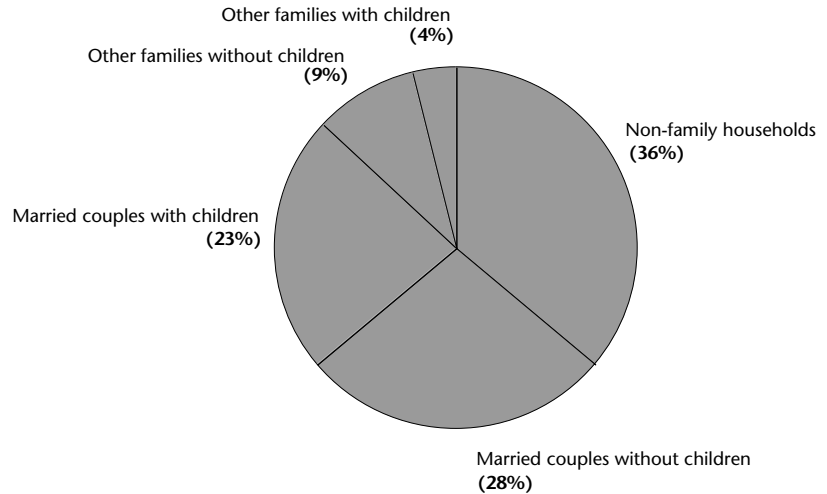


Source: City of Bend, Engineering Division, U.S. Census Bureau, 2000 Census and BBC Research & Consulting.

Household composition. Census data reveals that nonfamily households comprised the majority of households in 2000. Exhibit II-11 summarizes household composition in Bend.

**Exhibit II-11.
Household Composition,
2000**

Source:
U.S. Census Bureau, 2000 Census.



As shown in Exhibit II-11 above nonfamily households and married couples without children comprised the largest share of total households at 36 percent and 28 percent, respectively. No notable change occurred in Bend’s household composition from 1990 to 2000; married couples without children increased 3 percentage points and nonfamily households decreased 3 percentage points.

One type of household that raises concern within the “Other families with children” category are single parents, as they may encounter difficulty in finding affordable housing based on familial status. Most single parent households are female-headed; a group that composed 7 percent of total households in 2000. This group did not experience any population growth over the past decade. Although female-headed households comprised a relatively small number of total households, they made up three-quarters of all households identifying with the “Other families with children” category.

Persons With Disabilities

Persons with disabilities face some of the greatest barriers to finding housing. Many persons with disabilities require housing that has accessibility features, is near public transit and supportive services and is affordable.

The 2000 Census definition of disability encompasses a broad range of categories, including physical, sensory, and mental disability. Within these categories, people with difficulties performing certain activities such as dressing, bathing or getting around inside the home (self-care disability), going outside the home alone (go-outside-home disability) and working at a job or business (employment disability) are included in the disability total. People with disabilities included individuals with both long-lasting conditions, such as blindness, and individuals that had a physical, mental or emotional condition lasting six months or more that made it difficult to perform certain activities.

In 2000, 26 percent of Bend residents over the age of five had some form of disability. Seven percent of the total population indicated some form of physical disability; the largest of all types of disabilities. Within the physical disability category, nearly half of the people were elderly (65 years and over).

Employment and mental disability each comprised 5 percent of the total population, and go-outside-home disability composed 4 percent. Sensory and self-care disability comprised 3 and 2 percent, respectively, of the total population.

Income and Income Distribution

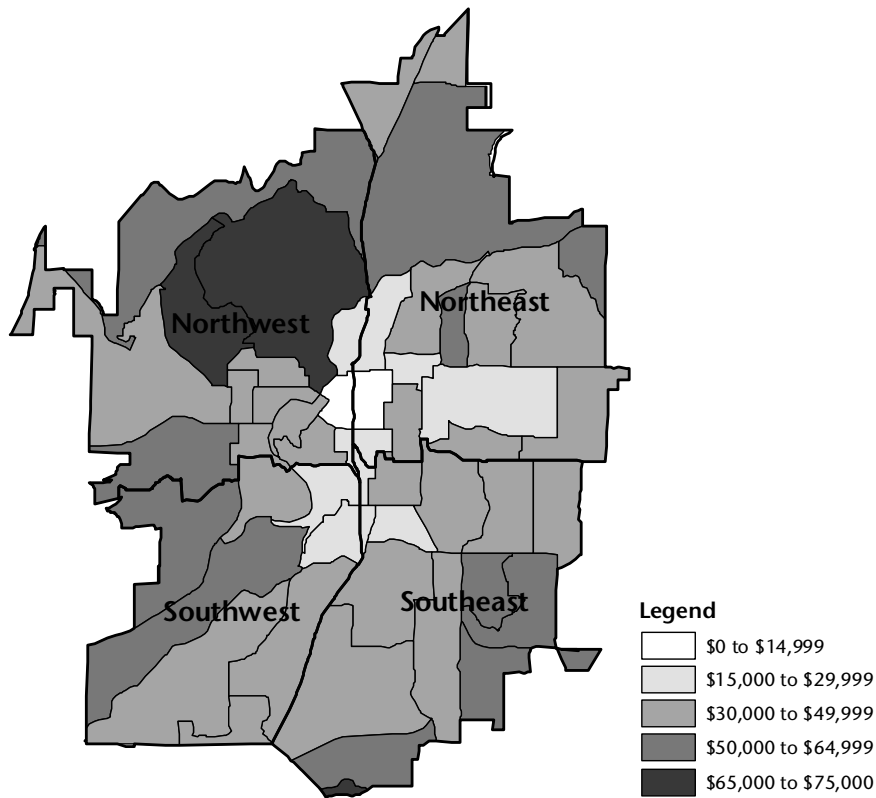
The 2000 Census reports median income by household and by family. Incomes of households include the “income of the householder and all other individuals 15 years and over in the household, whether they are related to the householder or not. Because many households consist of one person, average household income is usually less than average family income.”¹⁰ Both median household income and median family income are discussed on the following pages.

Income trends. Median household income in Bend was \$40,857 in 2000, a 58 percent increase over the 1990 median of \$25,787. Median household income in Deschutes County increased from \$27,317 in 1990 to \$41,847 in 2000, a 53 percent increase. Incomes have risen substantially in Deschutes County since 2000 according to HUD figures, but no new data are available for Bend at the time of this draft. The state median household income, which was \$40,916, was slightly higher than Bend’s and lower than the county’s.

Median household incomes by block group in Bend range from a low of \$14,750 to a high of \$74,792. The block groups with higher median incomes lie in the outer areas of the city, especially in the northwest quadrant, while block groups with lower median incomes are clustered in the central area of Bend. Exhibit II-12 presents the location of households by income.

¹⁰ 2000 Census of Population and Housing, Summary File 3, Technical Documentation, Appendix B. Definitions of Subject Characteristics, B-19, <http://www.census.gov/prod/cen2000/doc/sf3.pdf>.

**Exhibit II-12.
Median Household Income by Block Group**

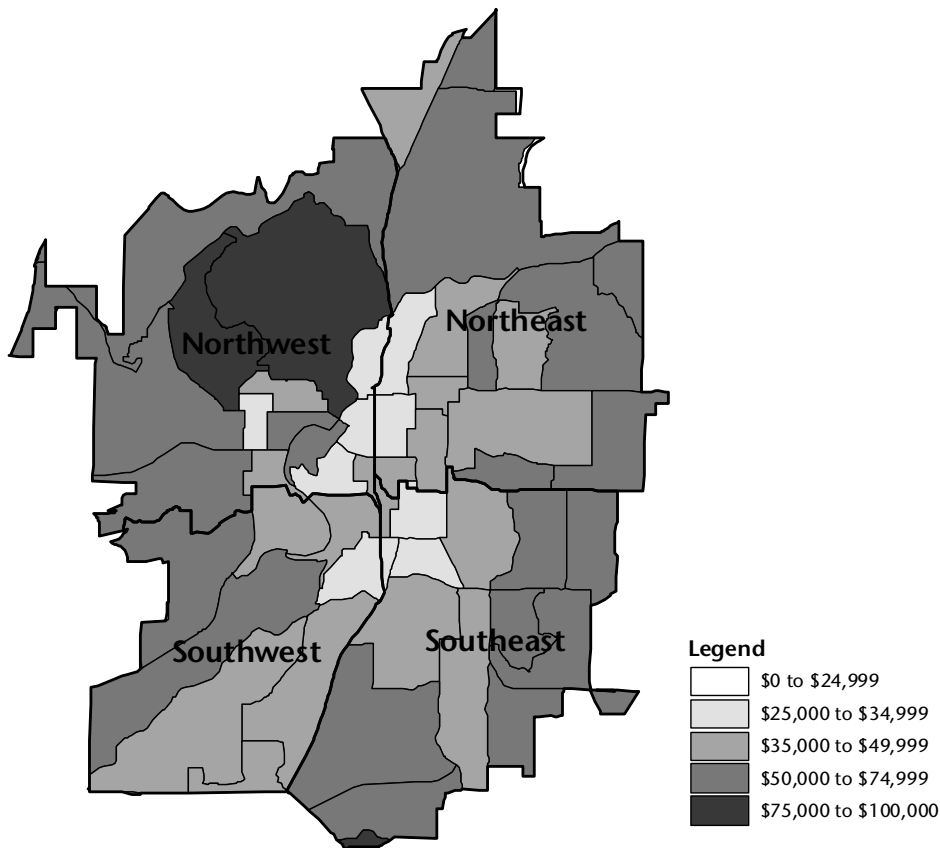


Source: City of Bend, Engineering Division, U.S. Census Bureau, 2000 Census and BBC Research & Consulting.

Median family income in Bend in 2000 was \$49,387, a 61 percent increase over the 1990 median of \$30,776. Deschutes County's median family income increased from \$31,909 in 1990 to \$48,403 in 2000, a 56 percent increase. Bend's median family income was higher than the state's, which was \$48,680 in 2000.

Median family income dispersion is similar to that of households with higher income block groups in the outskirts of the city, particularly the northwest quadrant, and lower income block groups concentrated in the downtown area. Median family incomes by block group in Bend range from a low of \$25,375 to a high of \$83,444. Exhibit II-13 presents the locations of families by block group.

**Exhibit II-13.
Median Family Income by Block Group**



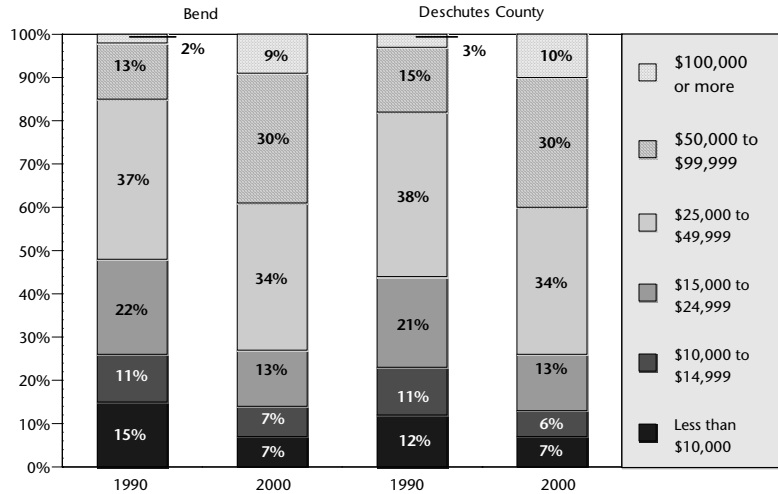
Source: City of Bend, Engineering Division, U.S. Census Bureau, 2000 Census and BBC Research & Consulting.

Income change. As discussed above, income levels have risen over the past decade. The 58 percent increase in median household income and 61 percent increase in average family income have outpaced consumer inflation of 34 percent in the region, indicating real income growth of approximately 25 percent.

The number of households earning over \$50,000 increased considerably between 1990 and 2000. In 1990, approximately 15 percent of households earned over \$50,000; in 2000, 39 percent of households had incomes over \$50,000. The \$150,000 or more income cohort increased the most over the decade, by 1,107 percent. Despite this substantial growth, this income cohort comprises a relatively small portion of total households — just 3 percent. No income cohorts lost households. Exhibit II-14 summarizes household income distribution for 1990 and 2000 in Bend and Deschutes County.

**Exhibit II-14.
Household Income
Distribution, 1990 and 2000**

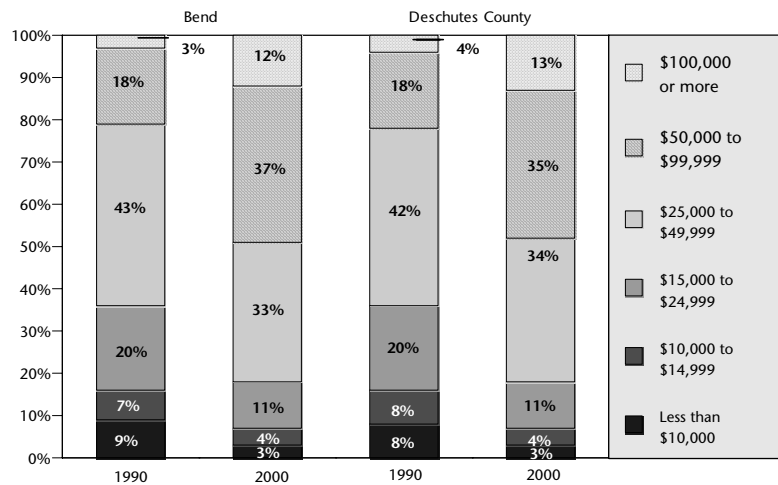
Source:
U.S. Census Bureau, 1990 and 2000 Census.



Family income levels have also risen over the past decade. The number of families earning over \$50,000 also increased considerably from 1990 to 2000. Approximately 18 percent of families earned over \$50,000 in 1990; in 2000, 37 percent of families had incomes over \$50,000. The \$100,000 to \$125,000 income cohort grew the most over the decade, by 1,150 percent. Although this growth is notable, this income cohort comprises only 4 percent of total families. Exhibit II-15 displays family income distribution for 1990 and 2000 for the city and county.

**Exhibit II-15.
Family Income
Distribution, 1990 and 2000**

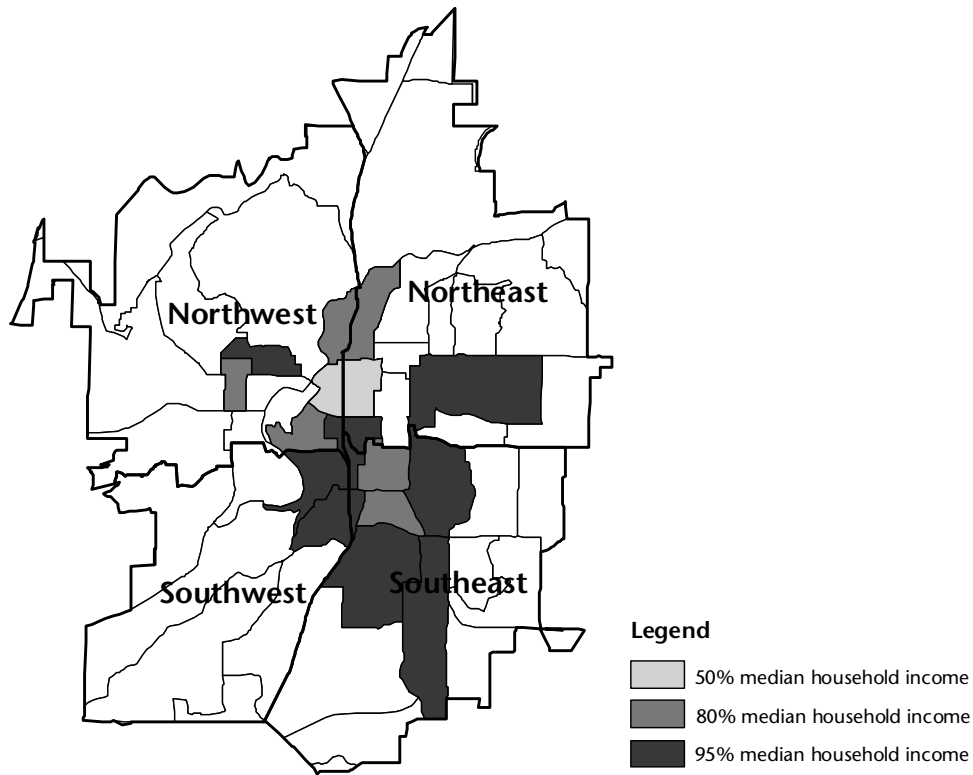
Source:
U.S. Census Bureau, 1990 and 2000 Census.



Housing and income. The relationship between incomes and home prices is explored in depth in Section IV. However, it is important to note that the median home price in Bend increased 111 percent from 1990 to 2000, growing from \$69,000 to \$145,500. The city's average rent increased 47 percent, from \$442 in 1990 to \$649 in 2000. With median household incomes increasing 58 percent from 1990 to 2000, housing prices have risen faster than incomes. However, rental rates have increased at slightly slower rate than household income. This situation is likely to make homeownership particularly difficult for first time homebuyers.

Low- and moderate-income distribution. For many of its low- and moderate-income housing grant programs, including Community Development Block Grants, HUD classifies households earning 30 percent or less of the median household income as “extremely low-income,” those earning 30 percent to 49 percent of the median as “low-income,” those earning 50 to 79 percent of the median as “moderate-income” and those earning 80 to 95 percent of the median as “middle-income.” In Bend, 30 percent, 50 percent, 80 percent and 95 percent of the median household income were \$12,257, \$20,429, \$32,686 and \$38,814, respectively. Exhibit II-16 displays highlighted block groups in Bend where median household income was less than 50 percent, 50 to 79 percent and 80 to 95 percent of the median household income for the city. No block groups in Bend had less than 30 percent of the median household income. This indicates that, in block groups with median incomes that are less than 50 percent of the citywide median, at least half of the households were earning less than 50 percent of the citywide median income in 2000. Because household level income data are not available, these block groups may not correspond perfectly to CDBG eligible areas as defined by HUD.

Exhibit II-16.
Low-, Moderate- and Middle- Household Income Block Groups

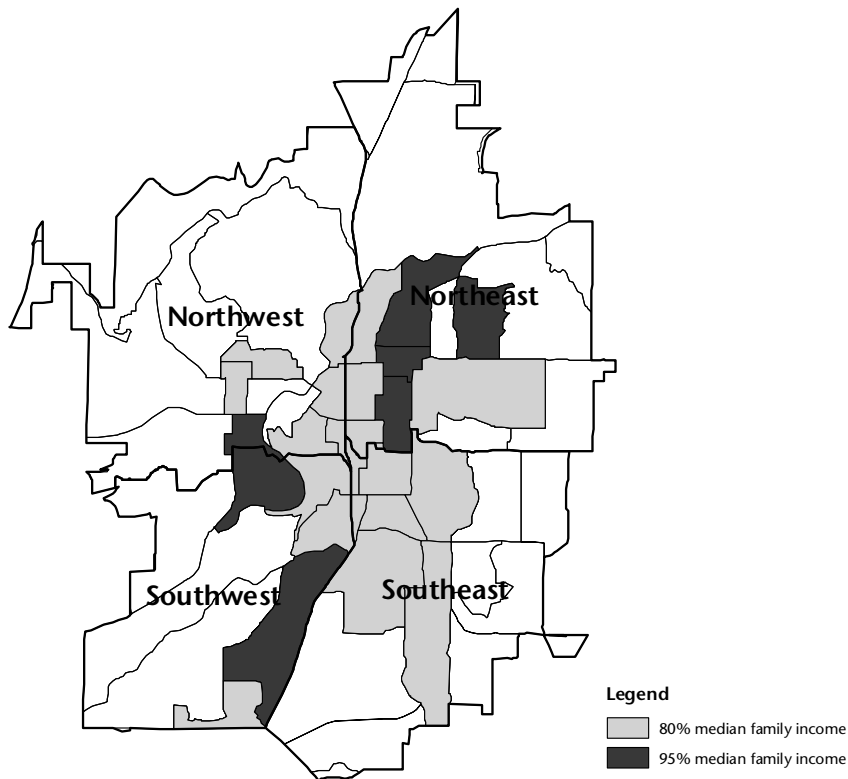


Source: City of Bend, Engineering Division, U.S. Census Bureau, 2000 Census and BBC Research & Consulting.

As shown on the map, median household income in the downtown area of Bend is less than 50 percent of the city’s median. Additionally, moderate-income and middle-income block groups are primarily concentrated around Division Street and Pelton Avenue, the division line for the east and west quadrants, and in the southeast quadrant. Overall, one block group had a median income that was less than 50 percent of the city median household income, 6 had median incomes between 50 and 79 percent of the city median and 13 were between 80 and 95 percent of the city median.

HUD also applies the same low- and moderate-income categories to family income. Based on 2000 Census data, “extremely low family income” would have been \$14,816 in 2000, “low family income” was \$24,694, “moderate family income” was \$39,510 and “middle family income” was \$47,202. Because these maps are based on Census data and individual records are not available, no adjustments have been made for family size. Exhibit II-17 presents highlighted block groups where median family income was less than 80 percent and 80 to 95 percent of the median family income for the city. No block groups in the city had median incomes that were less than 50 percent of the median family income.

**Exhibit II-17.
Moderate-and Middle-Family Income Block Groups**



Source: City of Bend, Engineering Division, U.S. Census Bureau, 2000 Census and BBC Research & Consulting.

As shown in the map, when using median family income there were no block groups that were identified as extremely low-or low-income. However, the number of block groups that were less than 80 percent of the city median or between 80 and 95 percent of the city median for family income far exceeded the number of moderate- and middle-income block groups for household income. Family income incorporated 14 block groups that were moderate-income and 20 block groups that were middle-income. Like household income, these block groups are clustered in the central area of the city around Division Street and Pelton Avenue, the division line for the East and West quadrants.

It is important to note, however, that incomes have risen notably within these categories over the past decade. Exhibit II-18 displays 30, 50 and 80 percent of median household income and median family income for 1990 and 2000.

Exhibit II-18.
Households by Income Categories, 1990 and 2000

Income Categories	1990 Incomes	1990 Households	2000 Incomes	2000 Households	Percent Change in Households
Median Household Income	\$25,787	8,526	\$40,857	21,062	147%
Extremely Low- (Less than 30% of area median income)	\$7,736	993	\$12,257	2,087	110%
Low- (30% to 49% of area median income)	\$12,894	845	\$20,429	2,285	170%
Moderate- (50% to 79% of area median income)	\$20,630	1419	\$32,686	3,823	169%

Source: U.S. Census Bureau, 1990 and 2000 Census.

First, it is important to note that income categories increased by nearly a category from 1990 to 2000, reflecting the notable rise in incomes over the decade. For example, 30 to 49 percent of the area median income for households in 1990 was \$12,894. In 2000, 30 percent of the household area median income was \$12,257, while 30 to 49 percent of the area median increased to \$20,429.

Secondly, the number of households in each income category rose dramatically. While much of this household growth was due to the city's annexation of county land, it is interesting to note the various paces at which these income categories are growing. Median household income for all categories increased 147 percent over the decade. In comparison, extremely low-income households increased at a much lower rate, while low- and moderate-income households grew at a much faster rate. This trend indicates that either extremely low-income households are moving into higher income categories, or that more residents at the low- and moderate-income levels are moving into Bend. Overall, this observation indicates a shift in household incomes towards the median.

This trend is also supported by the share of households by income categories as part of total households. In 1990, extremely low-income households comprised 12 percent of all households, low-income households 10 percent and moderate-income households 17 percent. In 2000, extremely low-income households composed 10 percent of all households, low-income households 11 percent and moderate-income households 18 percent. Thus, the extremely low-income category experienced a slight decline in households, while the low-income and moderate-income categories experienced a small increase in households from 1990 to 2000.

Pending the release of detailed Census data, no final determination can be made about the areas in Bend where 51 percent or more of total residents earn less than 80 percent of median income. Those areas will be eligible for certain improvements funded with Community Development Block Grant dollars, such as infrastructure and public facilities.

Economic Characteristics

Bend has historically had a lumber industry-related economic base; however, due to the recession in the early 1980s, Bend began efforts to diversify the economy.¹¹ Today, Bend's major industries are services, retail trade, small manufacturing, construction and tourism industries. Although lumber and wood production has declined over the decade, this sector still makes up about 39 percent of manufacturing in the county.¹² Job growth has been healthy throughout most of Bend's industry sectors due to Central Oregon's expanding population, which led to tremendous growth in both residential and commercial construction.

Employment base. The Oregon Department of Employment only releases comprehensive employment data by county. However, county data is likely to be similar to city data as Bend is the regional trade and service center in Deschutes County. The services sector and retail trade sector, the dominant employers in Bend, experienced healthy growth over the past decade at 79 percent and 69 percent, respectively. The mining sector was the fastest growing sector, growing by 150 percent. However, despite this dramatic growth, mining comprises a relatively small portion of the employment base (less than 1 percent). This also holds true for the construction sector and F.I.R.E. sectors, whose growth was high but whose employment comprises less than 10 percent each of the total employment base.¹³ No sector lost employment over the past decade, although the manufacturing sector grew the slowest at 10 percent from 1990 to 2000. Employment in lumber and wood products in Deschutes County decreased by 32 percent, but increases in other areas of the manufacturing sector offset this loss.¹⁴

As shown in Exhibit II-19 the largest employment sectors in Deschutes County in 2000 were services at 27 percent, retail trade at 24 percent and government at 14 percent.

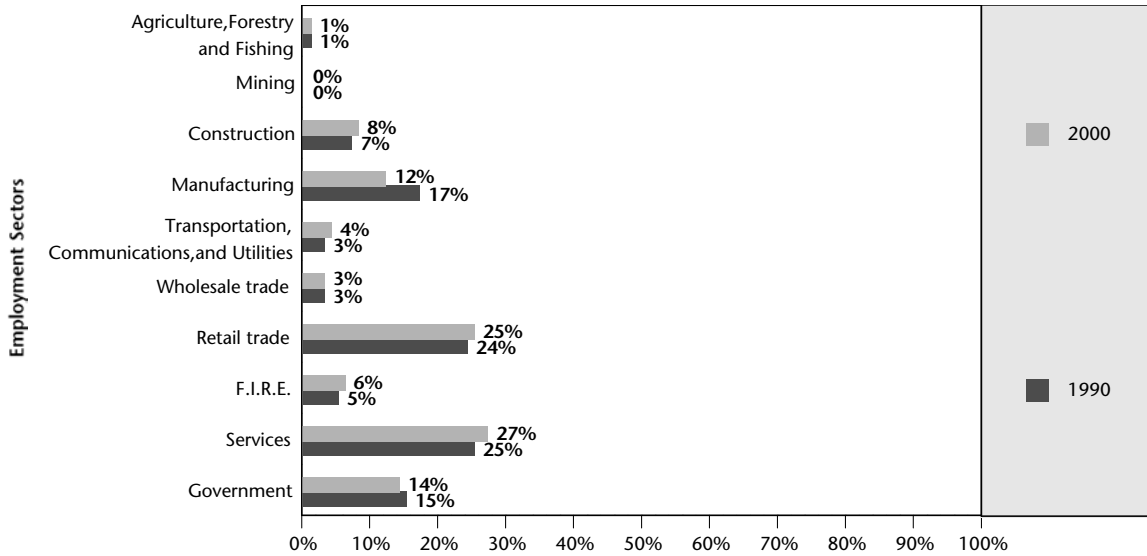
¹¹ Bend, Oregon website, Bend's Economy, <http://www.ci.bend.or.us/aboutbend/Economy.htm>

¹² Oregon Employment Department, *2002 Regional Economic Profile, Region 10*, pgs. 4 and 19.

¹³ FIRE includes finance, insurance and real estate.

¹⁴ Ibid, pg. 20.

Exhibit II-19.
Major Employment Sectors, Deschutes County 1990 and 2000



Source: Oregon Labor Market Information System, 2000, <http://www.qualityinfo.org/olmisj/CEP>.

Earning trends. The two largest employment sectors in Deschutes County — services and retail trade — pay relatively low wages, with annual average wages of \$25,080 and \$17,040 respectively. These wage levels represent 61 percent and 42 percent of the city’s median 2000 income. Transportation, communications and utilities employment claimed the highest average earnings in the county in 2000 at \$37,345. The government sector’s average earnings were the second highest at \$36,100, followed by wholesale trade at \$36,015.

In 1990, as in 2000, transportation, communications and utilities employment claimed the highest average earnings in the county at \$25,388. Wholesale trade yielded the second highest average earnings, followed by government and construction. The sector with the highest growth in average earnings over the past decade was the mining sector, which increased by 65 percent. The services sector had the second highest growth in average earnings, increasing 52 percent from 1990 to 2000. Overall, all sectors experienced healthy average earnings growth. Exhibit II-20 summarizes earning trends in major employment categories for 1990 and 2000.

**Exhibit II-20.
Earning Trends in Major
Employment Categories,
1990 and 2000**

Note:

Data reflects covered employment.

Source:

Oregon Labor Market Information System,
2000,
<http://www.qualityinfo.org/olmisj/CEP>.

Employment Category	1990	2000	Percent Change 1990 to 2000
Agriculture, Forestry and Fishing	\$13,864	\$19,866	43%
Mining	\$21,685	\$35,707	65%
Construction	\$23,298	\$29,281	26%
Manufacturing	\$21,887	\$32,038	46%
Transportation, Communications and Utilities	\$25,707	\$37,345	45%
Wholesale Trade	\$25,388	\$36,015	42%
Retail Trade	\$12,018	\$17,040	42%
F.I.R.E.	\$20,813	\$30,581	47%
Services	\$16,524	\$25,080	52%
Government	\$24,698	\$36,100	46%

Interestingly, dividends, interest, rent, transfer payments, and services accounted for almost 60 percent of growth in total personal income from 1989 to 1999 in Deschutes County.¹⁵ Of these, transfer payments experienced the highest growth. Growth in investment income and transfer payments is likely a reflection of the influx of relatively wealthy residents, including those of retirement age. These data support numerous key person interview findings that Bend residents derive a large portion of personal income from other sources than employment earnings in the city. As such, growing numbers of these in-migrants will continue to have a major impact on income in Deschutes County. Growth in services is a reflection of population growth, increased tourism and the creation of high paying service sector jobs.¹⁶

Future trends. The Oregon Employment Department recently released 2 studies that contain useful employment projections for Oregon and its 15 sub-state regions. Deschutes County is part of the Region 10, the area of Central Oregon that includes Crook, Deschutes and Jefferson counties.

In 2000, the Oregon Employment Department released “Employment Projections by Industry 2000-2010: Oregon and Regional Summary.” According to the report, state employment is expected to grow by 12 percent between 2000 and 2010, a pace that is substantially lower than the 29 percent growth that occurred from 1990 to 2000. This slower growth is due to the overall forecast that the manufacturing sector will be more restrained than in the past, and because new forecasts more rigidly limit Oregon’s employment in “non-traded” (e.g., services) industries to match projected growth in Oregon’s population and labor force. However, Central Oregon is projected to grow by 14 percent over the next decade, the third highest employment growth rate forecast in the state.

¹⁵ Transfer payments include retirement, health care, unemployment and income assistance, among other similar categories.

¹⁶ Oregon Employment Department, *2002 Regional Economic Profile, Region 10*, pgs. 44-46.

In 2002, the Oregon Employment Department issued the “2002 Regional Economic Profile,” which included projections similar to the previous report and further, updated projections. This study projects that the non-manufacturing sector of Central Oregon will grow by 16 percent from 2002 to 2012, while statewide growth is projected at 14.5 percent. Manufacturing, however, will grow at a slower pace in Central Oregon (1.6 percent) compared with Oregon’s projected growth rate of 2.1 percent. The high growth in the non-manufacturing sector is attributable to further expansion in the region’s population, increased exposure of the region as a recreational destination and a continued movement away from a natural resource-based economy.

Place of employment. The 2000 Census releases information on place of employment for workers 16 years and over. The data refers to the geographic location at which workers carried out their occupational activities during a one-week period, and is released at the state, county and place level.¹⁷ In 2000, 82 percent of Bend residents worked within the city limits and 18 percent of people who resided in Bend worked elsewhere than in the city. However, the number of people employed outside their place of residence is much higher in Deschutes County. Of county residents for whom data were available, approximately 34 percent work elsewhere than their place of residence. The markedly higher numbers of commuters from outside of Bend indicate substantial commuting into Bend from outlying areas. It is interesting to note that commuting rates are even higher at the state level, where over half of people for whom data are available do not work in their place of residence.

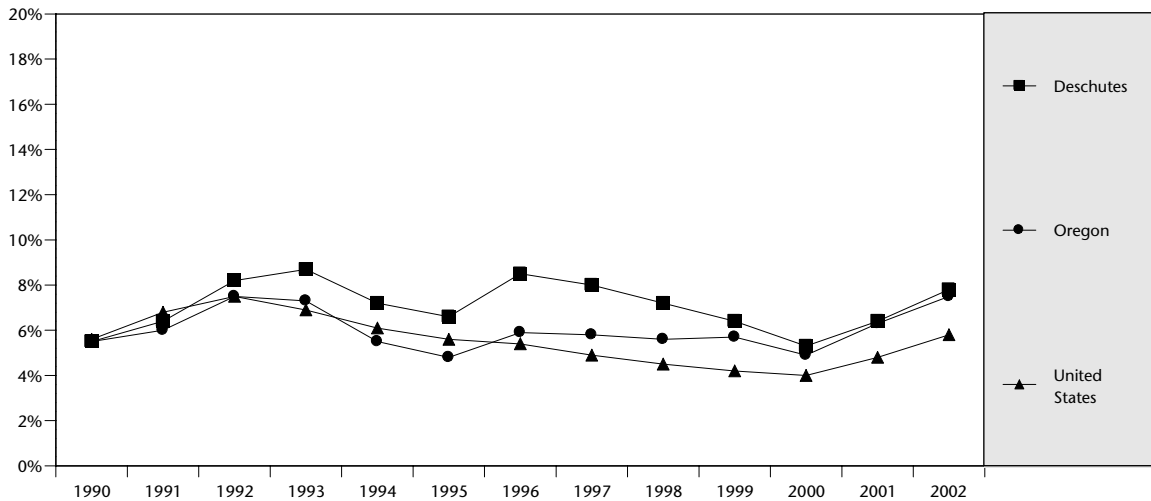
Census commute data show that the majority of Bend residents who did not work at home had a commute of 10 to 14 minutes to their place of employment. Data at the county level is similar to the city. For Bend residents who did not work at home, 12 percent had a commute of over 30 minutes, and 18 percent of Deschutes County residents had a commute of over 30 minutes. Although over one-quarter of Oregon residents have a commute of over 30 minutes, this is much lower than the national statistic of 34 percent. Nonetheless, the city adopted the *Bend Urban Area Transportation System Plan (TSP)* in October 2000, which includes the city’s transportation goals, objectives, implementation, benchmarks and funding. Highlights of this report can be found in the updated *2001 Bend Area General Plan*. Some important goals identified in this report include:

- Promoting land use patterns that support fewer vehicle trips and shorter trip lengths through mixed-use developments and planning of a long-range transportation system;
- Reducing peak hour traffic loading on the roadway system and decreasing single occupant vehicle travel by altering driver behavior through education, regulating parking in commercial and business districts and developing park and ride facilities;
- Supporting and encouraging increased levels of bicycling and walking as an alternative to the automobile by providing safe, accessible and convenient bicycling and walking facilities; and
- Continuing to develop public transportation services by providing infrastructure and land use planning conducive to public transit.

¹⁷ The Census defines a “place” as a concentration of population either legally bounded as an incorporated place, or identified as a Census Designated Place (CDP) including comunidades and zonas urbanas in Puerto Rico. Incorporated places have legal descriptions of borough (except in Alaska and New York), city, town (except in New England, New York or Wisconsin), or village.

Unemployment. The unemployment rate (seasonally adjusted) in Deschutes County was 6.8 percent in July of 2002. The average annual county rate in 2001 was 6.4 percent, just slightly higher than the state unemployment rate 6.3 percent. The lowest average unemployment rate the county experienced was in 2000 at 5.3 percent. The rate peaked in 1993 at 8.7 percent, similar to trends at the state level. Although rates in most years have on average been lower than this peak by about one percent, unemployment rose to 8.5 percent in 1996 and was high at the beginning of 2002. Deschutes County's average employment rate has been consistently higher than the state's by approximately 1 percentage point, and about 1.6 percentage points higher than the nation's. Exhibit II-21 displays unemployment trends for Deschutes County, Oregon and the nation from 1990 to July of 2002.

Exhibit II-21.
Unemployment Rates Deschutes County, Oregon and United States, 1990 to November 2002



Note: Unemployment rate is the annual average from 1990 to 2001 and seasonally adjusted, except for January, July and November of 2002.
 Source: Oregon Employment Department, <http://www.qualityinfo.org/pubs/single/annualrates.pdf>.

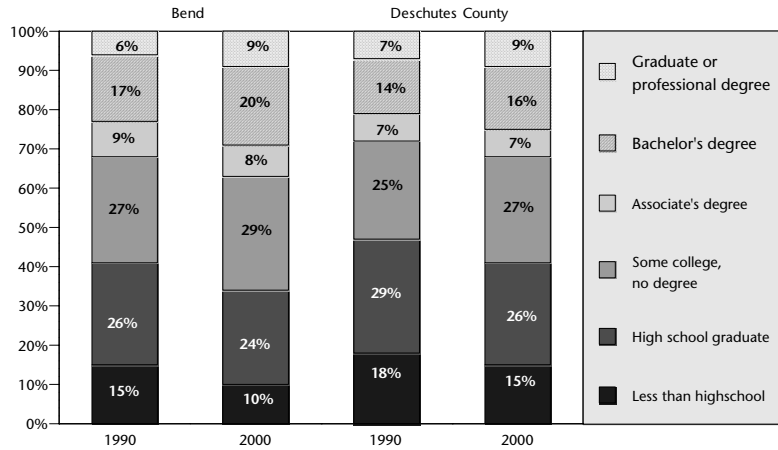
A study by the Oregon Department of Employment attributes Oregon's consistently high unemployment rates to high levels of in-migration which causes frictional unemployment, a high degree of rural isolation in parts of the state and a high level of seasonality in many of the state's major industries.¹⁸ All three of these factors are likely to play a role in unemployment in Deschutes County, although the presence of the Redmond airport mitigates isolation.

¹⁸ Ayre, Art. "Why Does Oregon have a High Unemployment Rate?" Oregon Department of Employment, Oregon Labor Market Information System, March 2002, <http://www.olmis.org/olmisj/ArticleReader?itemid=00002350>.

Workforce education. Educational attainment levels in Bend increased from 1990 to 2000, with the greatest increase in those obtaining a bachelor's degree or a graduate or professional degree. The majority of residents in Bend have some college experience, but no degree. Exhibit II-22 displays educational attainment levels in 1990 and 2000 for the city and county.

**Exhibit II-22.
Educational Attainment
in Bend and Deschutes
County, 1990 and 2000**

Source:
U. S. Census Bureau, 1990 and 2000
Census.



Summary

A number of key factors can be identified from this socioeconomic analysis that impact housing and community needs in Bend, including:

- Rapid population and household growth, placing pressure on the housing market and on existing community services and infrastructure;
- Incomes that are close to the state average, with strong but not overwhelming income growth over the past decade;
- Countywide income that is largely made up of non-employment earnings, including investments and transfer payments, meaning that Bend employees without these ancillary earnings may be at a disadvantage in the housing market;
- A population that is somewhat older than it was in 1990, with rapid growth of the population over the age of 45;
- A significant number of nonfamily households and families without children, which may include students, young service workers and retired couples, among others;
- A low-income population that is somewhat concentrated in the center of the city, but a lack of intense income concentrations; and
- A large and rapidly growing number of service industry jobs that are necessary in Bend's economy but that pay relatively low wages.

SECTION III.

Housing and Community Development Needs

This section discusses Bend's housing and community development needs, as identified by citizens through public meetings, key person mail surveys, and key person interviews. This section satisfies the requirements of Sections 91.205 and 91.210 of the Federal Government's Consolidated Plan Regulations.

This section includes general information on housing market conditions and needs throughout the city. A more comprehensive market analysis for Bend and a discussion of the challenges of housing special needs groups are found in Sections IV and V of this report.

Background on Primary Data Sources

The qualitative housing and community development priorities were obtained from four sources: public meetings, a comment form distributed at meetings and in various locations throughout the community, as well as a key person mail survey and key person interviews.

A public open house was held in Bend on the afternoon of January 15, 2003, followed by a City Council work session and meeting that evening. A second public hearing on housing and community development needs in Bend was held on February 5, 2003.¹

A comment form was distributed at the second of these public meetings to capture the input of individuals who did not have the opportunity or desire to address City Council. These forms were also distributed at locations throughout the community to gather additional public input.

In December 2002, a key person mail survey was distributed to professionals in the housing, lending and real estate industries, advocacy and educational organizations, community development corporations, affordable housing developers, and other similar organizations. The survey asked questions about the various possible barriers to fair housing choice, the prevalence of discrimination in the city and the distribution of municipal services in the city. A total of 1,497 surveys were distributed, and 140 were returned for a response rate of 9 percent. The low response rate is partially due to the fact that 1,000 surveys were sent to area Realtors, who may have less incentive to respond than others. Among Realtors, the response rate was 5 percent, while it was nearly 19 percent among all others.

Finally, more than 35 key person interviews were conducted in December 2002 and January 2003 with city staff, real estate professionals and representatives of affordable housing and advocacy organizations in Bend. These interviews provided valuable insight into priority housing and community development needs in the city.

¹ In addition, a public hearing was held on July 17, 2002. The topic for this meeting was the discussion of the Citizen Participation Plan used to complete this plan. The results of this hearing are reflected in the city's Citizen Participation Plan.

Public Hearings

An extensive citizen participation process was designed to gather community input for this Consolidated Plan. This process included:

- A public hearing to review the Citizen Participation Plan;
- An open house and City Council meeting to educate the public about the Consolidated Plan and discuss priority needs;
- A City Council public hearing to further solicit comments about priority needs;
- A City Council meeting to discuss strategies and action plans; and
- Several public meetings before the City Council to provide updates on the Consolidated Plan process.

The information presented in this section is mainly taken from the public open house and the City Council hearing to gather information about priority needs.

Public education. One of the primary objectives of the public hearings was to provide education about the Consolidated Plan process, Community Development Block Grant (CDBG) funding and avenues of participation. A presentation was given at the beginning of sessions providing background information about these topics.

Identification of needs. Following the education presentation, a series of activities were conducted to gather citizen comments about priority needs. During the January 15 open house, attendees were first asked to identify the most pressing needs facing the community. Exhibit III-1 presents the most frequently identified needs. As seen in the exhibit, these priority needs include affordable housing, public transportation, emergency shelter and targeted infrastructure.

Exhibit III-1. Priority Housing and Community Development Needs in Bend

Note:

¹ A number of sub-categories were listed under this heading. They are presented in the comprehensive list at the end of this section.

Source:

BBC Research & Consulting, public open house, January 15, 2003.

Need	Number of Times Mentioned
Land acquisition for affordable housing	17
Public transportation	17
Low-income rental/deposit assistance ¹	10
Revolving loan fund (for affordable housing)	10
Low-income housing for seniors, low-income disabled	9
Construction of emergency shelter, single room occupancy housing, group homes	8
Street lighting, park lighting, sidewalks and speed bumps at Woodriver Village	7
Boarding houses	6

A comprehensive list of the needs identified in the session is provided at the end of this section. A review of the priority needs indicates a high level of concern about all steps along the affordable housing continuum, from emergency shelters to a revolving loan fund that could be used to subsidize home ownership. Many other needs were identified and should be noted, but it is important to note the common appearance of affordable housing related topics throughout the list.

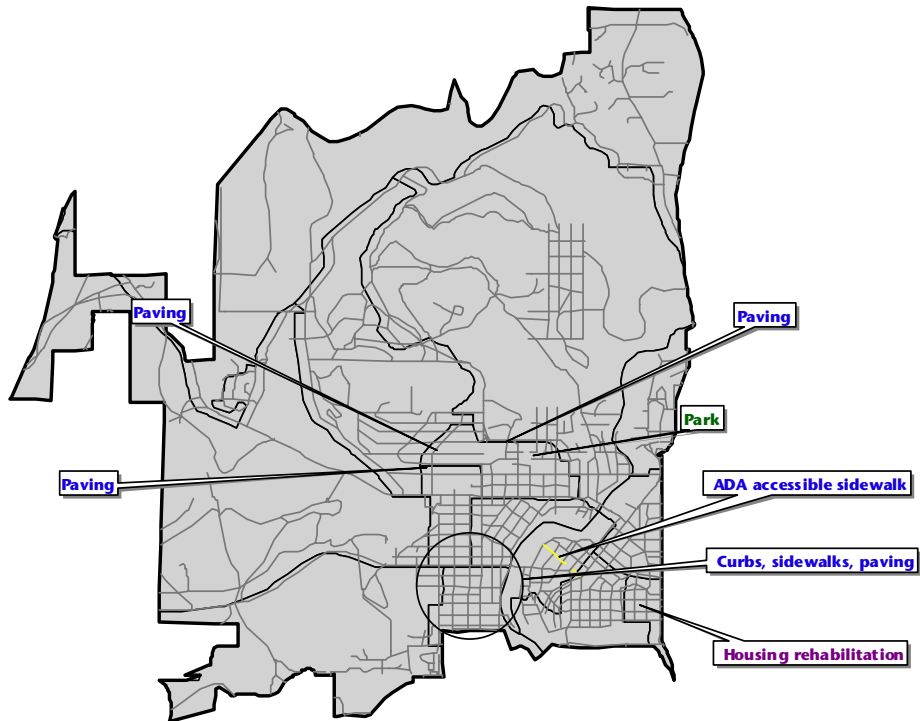
In addition to the exercise conducted at the public open house, individuals were asked to identify priority needs at the public hearing on February 5. The minutes of this meeting are provided in Appendix E. The following needs were emphasized:

- Affordable housing was mentioned most frequently, with a number of respondents emphasizing the need for a land trust to support affordable housing;
- Citizen participation was also a consistent theme, with some respondents commending the city for its citizen participation process and others suggesting that low-income individuals could be encouraged to take a more active role if meetings were held at affordable housing properties;
- Social services and general poverty alleviation was also discussed, albeit by a smaller number of people than the first two items, with some individuals indicating concerns about impending cuts in state services; and
- Smaller numbers of individuals identified public transportation, utility costs, infrastructure and the need to leverage CDBG dollars, as important considerations.

Where needs are located. In addition to listing priority needs, attendees were asked to identify the specific locations of these needs in the city. A map was prepared and individuals were asked to pinpoint areas of particular need within the city. For ease of presentation, the map has been divided into four quadrants.

As seen in Exhibit III-2, a number of infrastructure needs were identified in the northwest quadrant of the city, including curbs, sidewalks and Americans with Disabilities Act (ADA) accessibility. The issue of curb cuts in the central city for ADA purposes also was mentioned in key person interviews with service providers for special needs populations.

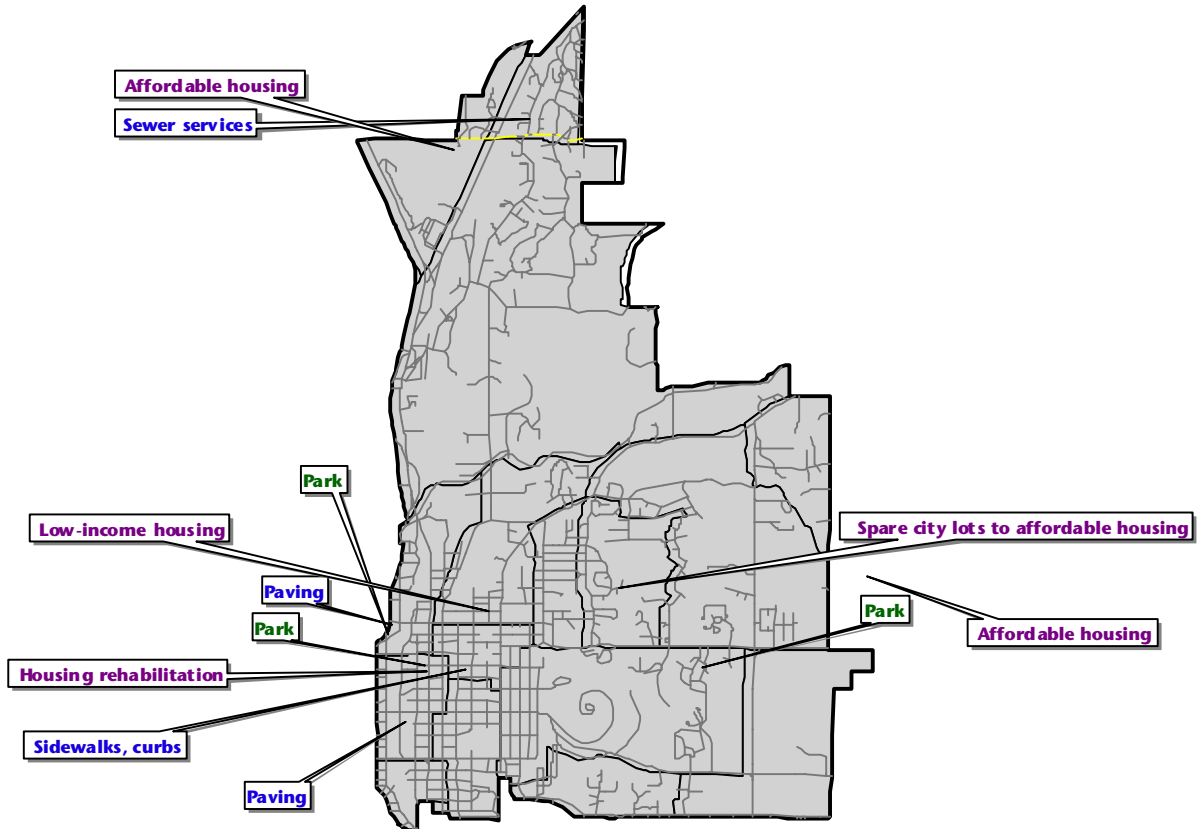
**Exhibit III-2.
Northwest Quadrant — Community Input**



Note: Areas designated in the maps are best estimates given public meeting input.
Source: BBC Research & Consulting, public open house, January 15, 2003.

In the northeast quadrant, infrastructure was once again an issue in the center of the city. To the north and east of downtown, participants also identified a need (and opportunity) for affordable housing, as well as some park and sewer development. Exhibit III-3 presents the needs in the northeast quadrant.

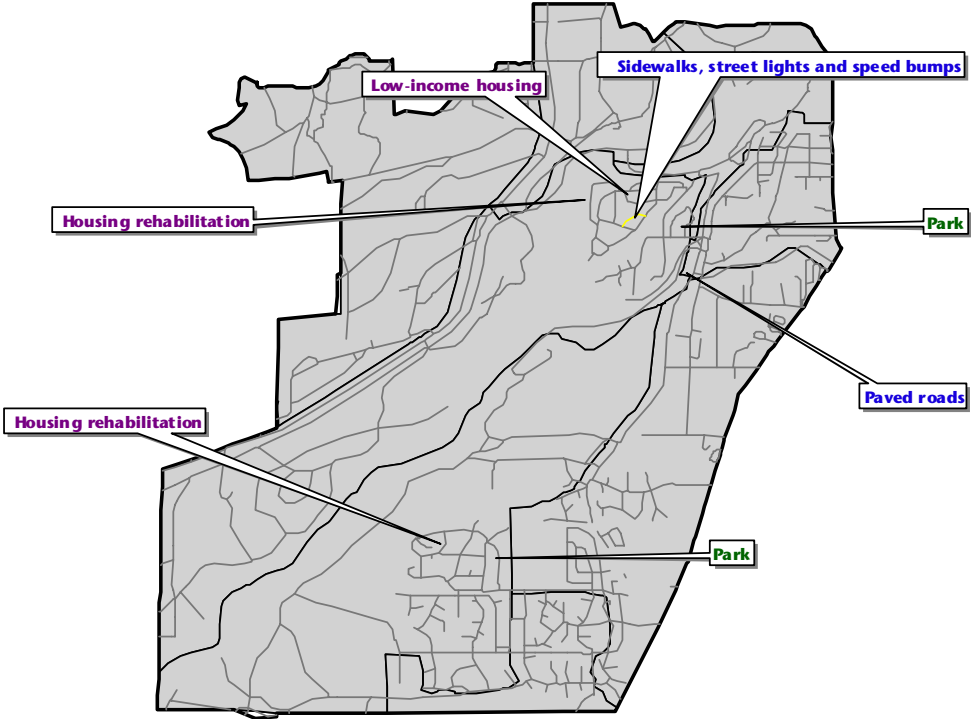
**Exhibit III-3.
Northeast Quadrant — Community Input**



Note: Areas designated in the maps are best estimates given public meeting input.
Source: BBC Research & Consulting, public open house, January 15, 2003.

In the southwest quadrant of Bend, housing rehabilitation emerged as an issue in two areas. Some infrastructure needs were also designated in this quadrant, including sidewalks, paved roads and needed park development. These needs are presented in Exhibit III-4.

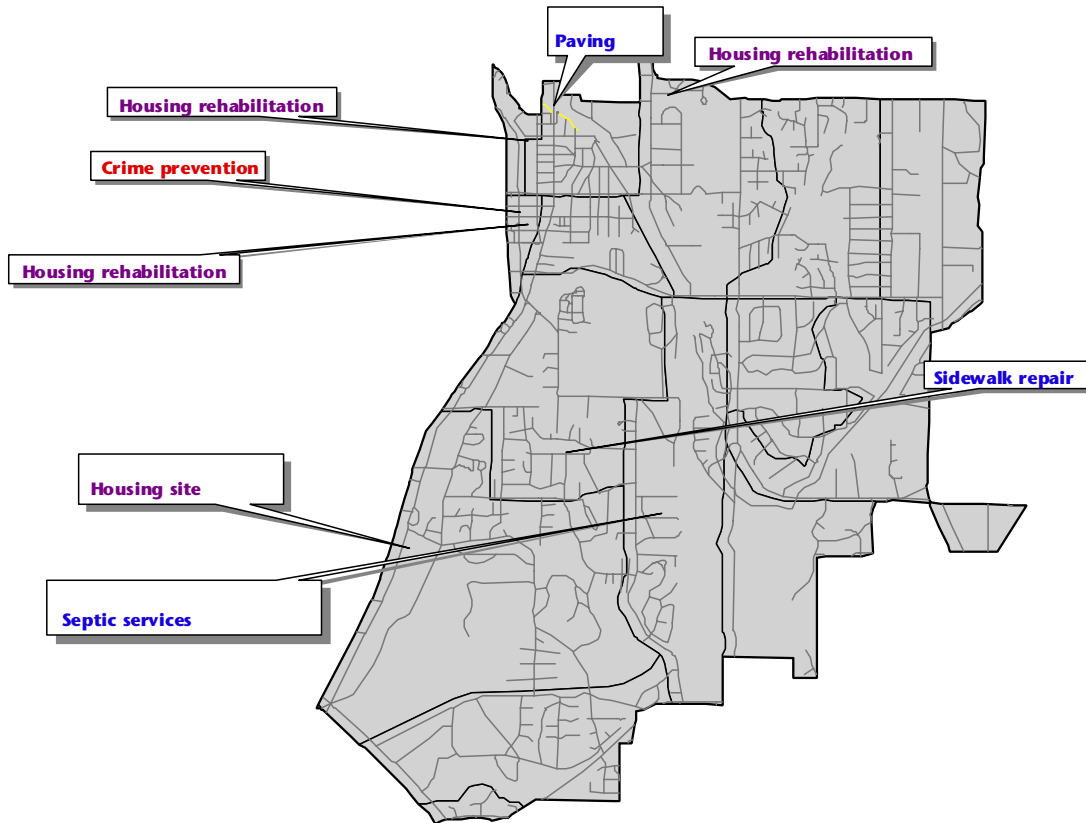
**Exhibit III-4.
Southwest Quadrant — Community Input**



Note: Areas designated in the maps are best estimates given public meeting input.
Source: BBC Research & Consulting, public open house, January 15, 2003.

Finally, the southeast quadrant also included a number of areas where housing rehabilitation was identified as a priority need. Other needs included sewer service, sidewalk repair and street paving in this quadrant of the city. These needs are presented in Exhibit III-5.

**Exhibit III-5.
Southeast Quadrant — Community Input**

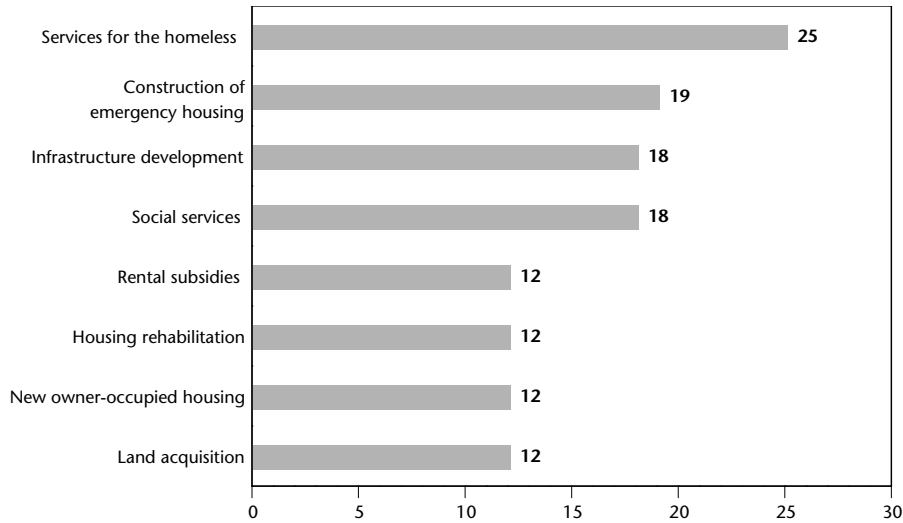


Note: Areas designated in the maps are best estimates given public meeting input.
Source: BBC Research & Consulting, public open house, January 15, 2003.

Priority strategies. Finally, individuals were asked to identify priority strategies that the city could take to address housing and community development needs in Bend. Attendees were given a list of 16 eligible strategies using Community Development Block Grant (CDBG) funds and were asked to identify four activities for high funding, four for moderate funding, four for low funding and four for no funding. A sample version of the worksheet used in this exercise is presented in Appendix E.

Forty-three completed worksheets were received from the public forum. Of the 16 activities listed, half were listed as appropriate for high funding on more than 25 percent of worksheets. Exhibit III-6 presents these activities.

Exhibit III-6.
Number of Designations as “High Funding”



Note: Land acquisition was specifically designated for economic development.

Source: BBC Research & Consulting, public open house, January 15, 2003.

As seen in Exhibit III-6 above, three of the four activities most frequently identified as high funding had to do with social service needs: services for the homeless, construction of emergency housing and social services. Infrastructure development was the only non-homelessness/social services activity in the top four for high funding. Among the second set of four strategies, three housing related activities were mentioned 12 times each, while land acquisition for economic development was also mentioned on 12 occasions.

A second method of examining responses to the worksheet is to explore the average “score” of each activity. The funding options were converted to a zero to three scale, with no funding equal to zero and high funding equal to three. If every respondent were to designate an activity as appropriate for high funding, it would score a perfect 3.0. Exhibit III-7 presents the strategies that scored higher than 1.5, meaning that they were frequently identified as appropriate for high or moderate funding.

Exhibit III-7.
Average Score of Top Ranked Strategies

Note:

Strategies were ranked on a scale of zero to three, with zero designating no funding and three indicating high funding.

Source:

BBC Research & Consulting, public open house, January 15, 2003.

Strategies	Average Score
Services for the homeless	2.5
Construction of emergency housing	2.3
Infrastructure development	2.2
Social services	2.1
Rental subsidies	1.8
Housing rehabilitation	1.8
Down payment assistance	1.8
Low interest loans	1.7
Job training	1.7
New owner occupied housing	1.6

Once again, homeless and social services topped the rankings, with a collection of housing strategies also emerging as high priorities. Other high priority strategies include infrastructure development and job training.

The emphasis on homeless and social services is somewhat surprising given the priority needs presented earlier, but less so when homelessness is considered as the first step on a housing continuum. Given that perspective, housing related needs were identified on multiple occasions, with infrastructure, social services and economic development also emerging as priority strategies.

Comment form. In addition to the activities and discussions at the public hearings, a comment form was distributed both at the hearings and at various locations throughout the community, such as libraries, the senior center, homeless shelters, social service agencies, food banks and other community gathering places. This form asked three questions:

- What are the priority housing and community development needs in Bend?
- If you were making the decision, what activities would you fund with CDBG dollars?
- If you were making the decision, what activities would you refuse to fund with CDBG dollars?

The comments that were received on these forms fell largely into many of the same categories as those identified elsewhere in the process.

Affordable housing. The need identified by the largest group of people was affordable housing, with different individuals identifying various roots to the problem and potential activities to address the need. Numerous forms highlighted SDCs and high land costs as important factors in the affordable housing equation in Bend. Respondents indicated support for Habitat for Humanity, land subsidies and both rental and homeowner assistance to address needs. This need is consistent with the results of other research tasks.

Senior facilities and services. A second need identified on a large number of forms was facilities and services for seniors. This included completion of an activity room at the senior center, affordable housing for seniors and supportive services for seniors. This need is notable because it emerged much more strongly on comment forms than in other research tasks.

Homeless facilities and needs. The final need that was highlighted on large numbers of comment forms was for facilities and services for the homeless population in Bend. These comments ranged from encouraging the city to build a permanent homeless shelter to advocating for a comprehensive continuum of care in the community. Throughout the research process, three priority homeless populations were identified: families with children, individuals with substance abuse problems and individuals with severe and persistent mental illnesses

Other needs. In addition to these prominent needs and activities, a number of issues were mentioned by smaller numbers of occupants. These included infrastructure (particularly streets, sewers and

sidewalks), safe housing for battered and abused women and children, children's services and transportation.

What shouldn't be funded? The final question asked on the comment form was what activities individuals would avoid funding if they were making the decision. While the answers to this question were widely varied, four themes emerged.

- Many respondents identified downtown improvements in general or certain improvements in particular (such as the Tower Theater) as not worthy of funding. One individual commented that “downtown projects are fluff.”
- Street improvement were also widely seen as not worth of funding, particularly roundabouts, beautification projects and the recent Minnesota Street improvements.
- Cultural activities and public art were a third category of activities that respondents largely indicated that they were opposed to funding.
- Finally, many comment forms opposed funding parks, recreation or trails, with one individual simply noting that “we have enough.”

Housing and Community Development Mail Survey

In December 2002, BBC mailed a housing and community development survey to social service providers, affordable housing developers, economic development officials, city policy makers and local real estate professionals. The survey was designed to collect input about housing quality and affordability, community development services and amenities, and the needs of and services provided to special need populations. Using open-ended questions to encourage maximum flexibility, the survey instrument also asked local respondents to prioritize housing and community development needs and to make suggestions for policy changes. A copy of the survey instrument can be found in Appendix A.

The most appropriate use for survey results is as an indication of the opinions and perspectives of local residents who are most involved with housing and community development issues. The survey is not a random sample of the Bend population: it was not intended to and does not provide statistically representative results. Instead, the survey is another layer of information that, when combined with results from key person interviews and public forums, provides insight into the current situation in Bend and possible direction for the future.

BBC mailed 1,497 surveys and received 140 back for a response rate of 9 percent. Respondents were asked to describe themselves or their organization. Almost 40 percent of surveys returned were from members of the real estate, property management or finance communities. One in four surveys was returned by individuals describing themselves as citizens and one in five was returned by individuals who represent housing or social service providers. Since surveys were sent to significantly more real estate professionals than service providers, due to their larger presence in the community, the large number of real estate responses is somewhat misleading. Among real estate professionals, the response rate was only 5 percent, as compared to 19 percent among other respondents.

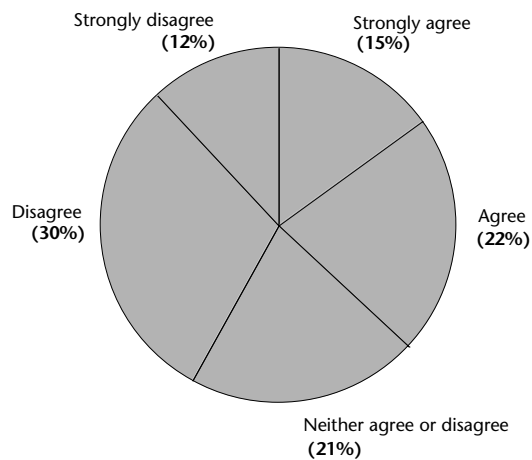
Housing. The mail survey examined housing in the Bend community by asking about quantity/inventory, quality and affordability. Overall, respondents appear to be the most concerned about housing affordability, and they are split as to whether or not more housing is needed.

Quantity/inventory. Survey respondents were almost equally split as to whether or not there is enough housing in the community to meet demand and whether the community should focus on adding housing through new construction. As shown by Exhibit III-8, 37 percent of respondents strongly agreed or agreed with the statement “there is enough housing in this community to meet the demand” while 42 percent of respondents strongly disagreed or disagreed.

**Exhibit 8.
Housing Inventory**

“There is enough housing in this community to meet the demand.”

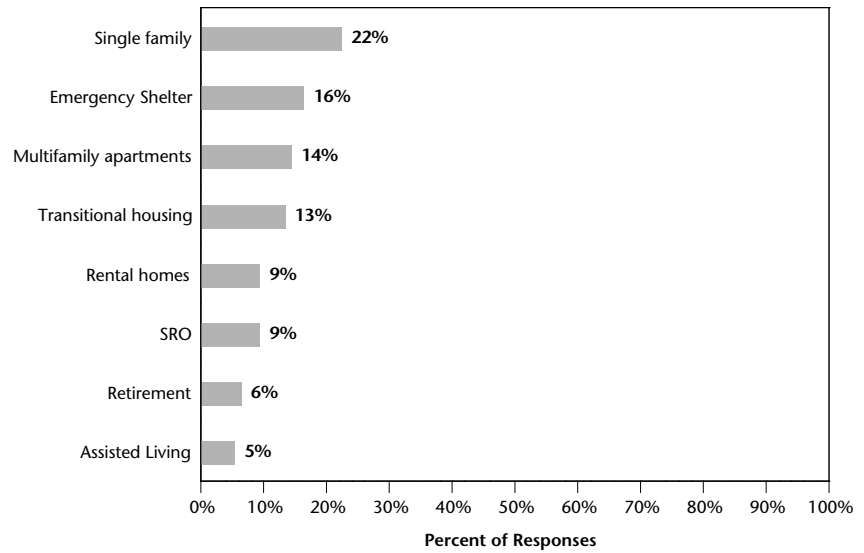
Source:
City of Bend Housing and Community
Development Mail Survey.



When asked what type of housing was most needed, more respondents chose single-family homes than any other category. Emergency shelters and multifamily apartments were the second and third most popular choices. See Exhibit III-9 for a full description of the types of housing needed according to survey respondents.

**Exhibit III-9.
Type of Housing Needed**

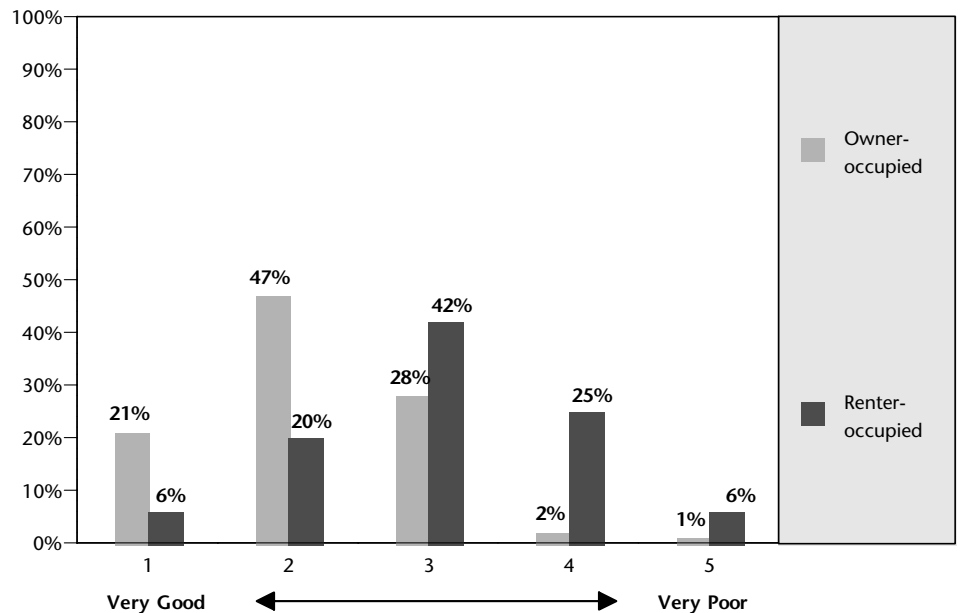
Source:
City of Bend Housing and Community
Development Mail Survey.



Quality. Just over half of survey respondents felt that the housing stock in Bend is in good condition. However, Exhibit III-10 demonstrates that owner-occupied housing is believed to be in better condition than rental housing. On a scale of one to five, with one being very good and five being very poor, almost 70 percent of respondents gave owner-occupied housing a rating of one or two. Only 26 percent of respondents gave renter-occupied a one or two, meaning that they believe the rental housing stock is in very good or good condition.

**Exhibit III-10.
Housing Quality**

Source:
City of Bend Housing and
Community Development Mail
Survey.



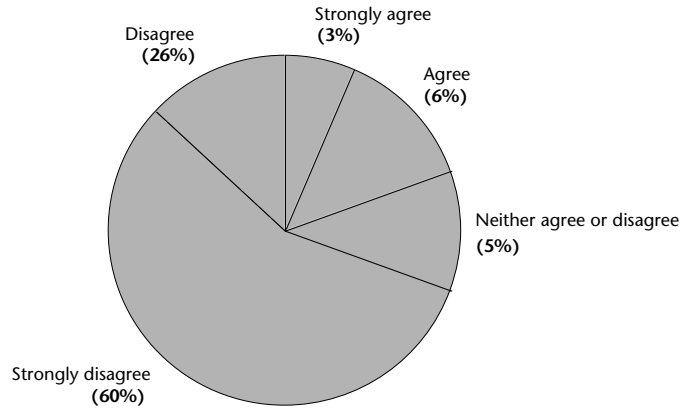
Affordability. When asked what groups have the most unmet needs regarding housing, the most common answer was “low-income.” Sometimes respondents were more specific, citing service workers, young people (in their twenties), working-class families, single-parent families or the elderly.

In any case, the mail survey confirms the importance of the issue of housing affordability in Bend. Survey respondents were asked if they agreed or disagreed with the statement “there is enough affordable housing in the community.” Sixty percent of respondents strongly disagreed another 26 percent disagreed, meaning that over 85 percent of respondents believe there is not enough affordable housing in the area. Exhibit III-11 provides more details.

**Exhibit III-11.
Inventory of Affordable
Housing**

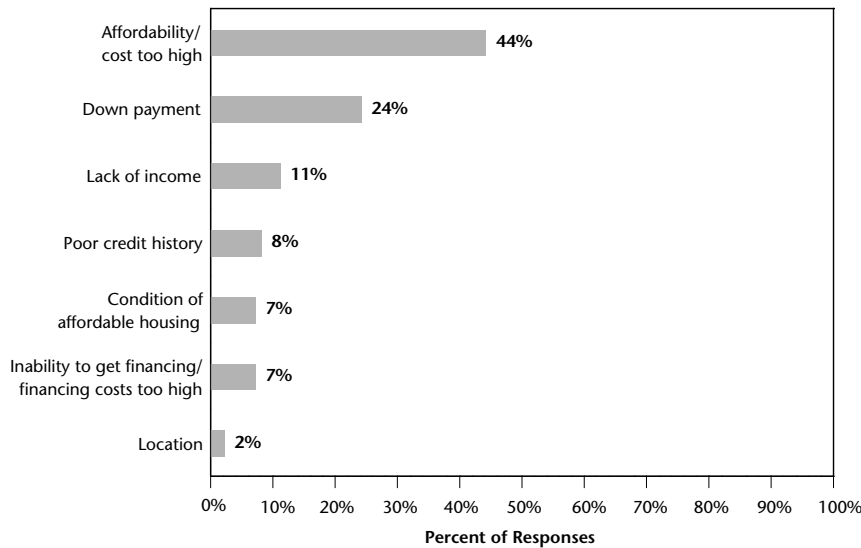
“There is enough affordable housing in the community.”

Source:
City of Bend Housing and Community
Development Mail Survey.



Affordable housing is reported to be a problem both for renters and owners. While not all renters are potential homeowners, many people would prefer to be in the homeownership market. Exhibit III-12 indicates the most significant barriers to homeownership. According to survey respondents, financial barriers such as the price of housing and the ability to come up with a down payment are the most significant.

**Exhibit III-12.
Barriers to Homeownership**



Source: City of Bend Housing and Community Development Mail Survey.

Community development. Community development is a broad term that refers to services such as transportation, infrastructure, facilities for special populations, revitalization of business districts or neighborhoods and economic development. For survey respondents, transportation related issues were very important, as were changes to the zoning and planning processes in the city. Other items of high importance included economic development/redevelopment, parks and trails and services to at-risk populations. Overall, survey respondents listed about 200 community development priorities. Exhibit III-13 categorizes and ranks the most commonly identified issues.

**Exhibit III-13.
Community Development Priorities**

Community Development Priorities	Number of times listed	Percent of responses
Roads and transportation	36	17%
Zoning and planning	23	11%
Mass transit	22	10%
Economic development and jobs	19	9%
Redevelopment	17	8%
Bike and pedestrian paths/trails	16	8%
Parks	15	7%
Services for at-risk populations (homeless, teens)	15	7%
Education/schools	14	7%
Sidewalks	10	5%
Downtown parking	8	4%
Affordable housing	4	2%
Health Care	4	2%
Water	4	2%
Elderly support	3	1%
Street lights	3	1%
Total	213	100%

Source: City of Bend Housing and Community Development Mail Survey.

The specific comments within any given category often varied. The following indicates some examples of comments within the top five community development needs:

- Roads and transportation — “better east-west roads,” “continued road development,” “consistent development of arterial roadways;”
- Zoning and planning — “more industrial land,” “rewrite zoning,” “say no to development that will overwhelm city resources,” “less restrictive system development charges (SDCs)” and “increased land inventory- more urban growth boundary (UGB);”

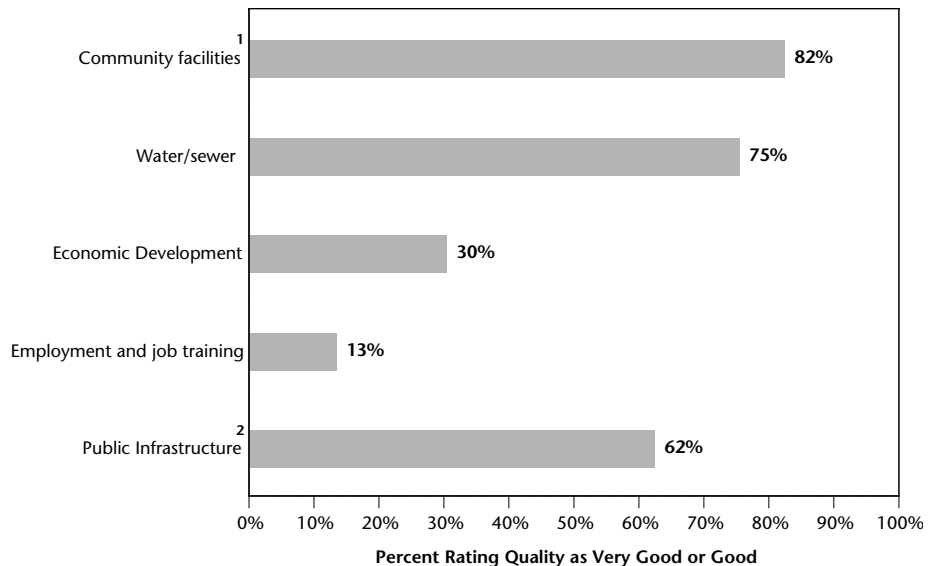
- Mass transit — “fixed route public transit,” “mass public transit,” “public transit for students and elderly;”
- Economic development and jobs — “jobs paying enough to afford housing,” “family wage employment over \$30,000,” “economic development;” and
- Redevelopment — “revitalization of run-down areas,” “redevelop 3rd street,” “revitalization of southwest neighborhoods.”

The survey also posed a few questions about the quality of specific community development assets. As shown in Exhibit III-14, in general community facilities and public infrastructure are thought to be in good condition. The water and sewer system is also thought to be of high quality, with 75 percent of respondents giving the system a one or two (based on a scale of one to five where one is very good quality and five is very poor quality). On the other hand, economic development and employment and job training did not rate particularly well.

**Exhibit III-14.
Community Development
Quality**

Source:
City of Bend Housing and Community
Development Mail Survey.

Notes:
¹ Examples of community facilities provided in the survey were hospitals, schools and recreation centers.
² Examples of public infrastructure provided in the survey were streets, public safety, trash pick-up, or parks and recreation.

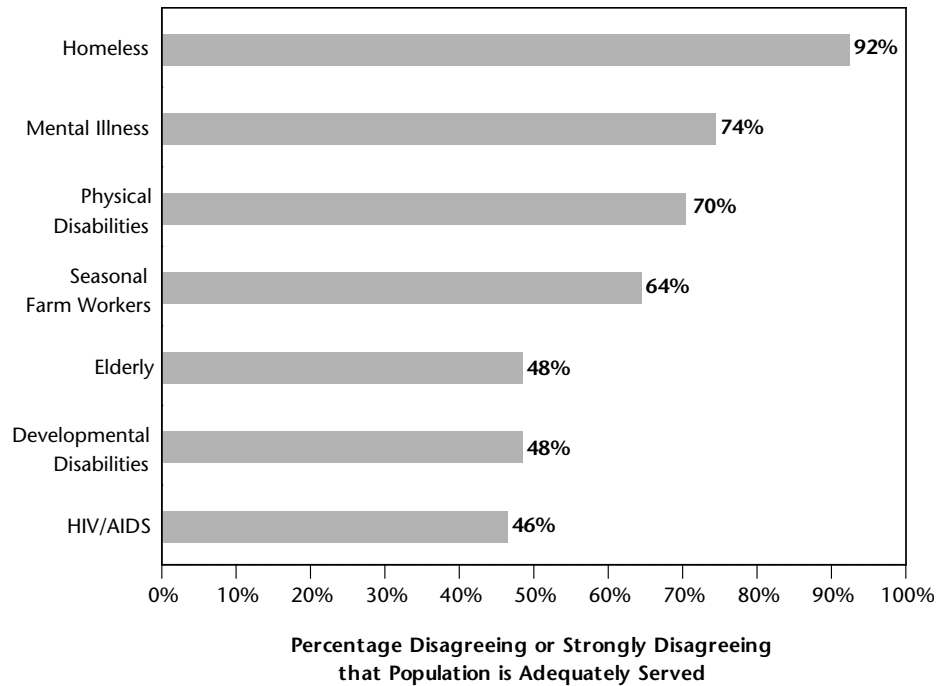


Special needs housing. Information about housing and services for special needs populations is culled from survey respondents who provide services and work with these populations on a daily basis. Service providers responding to the survey work with a broad range of populations including low-income families and individuals, persons with disabilities, the homeless, the elderly, individuals with mental illness, Latinos and seasonal workers. Ninety-six percent of service providers do not believe that the needs of their clients are adequately met within the Bend community.

The survey asked respondents to indicate if they agreed that the housing and related needs of specific populations were adequately served in the Bend community. Overall, respondents believe that persons with HIV/AIDS are the best served while 92 percent disagree or strongly disagree that the needs of the homeless are adequately served. In response to the question of whether the homeless are adequately served in Bend, one respondent added an editorial comment — “is this a trick question?” Other categories that are believed to be underserved include persons with mental illnesses, persons with physical disabilities and seasonal farm workers. See Exhibit III-15 for more information.

**Exhibit III-15.
Adequacy of Services for
Special Needs Populations**

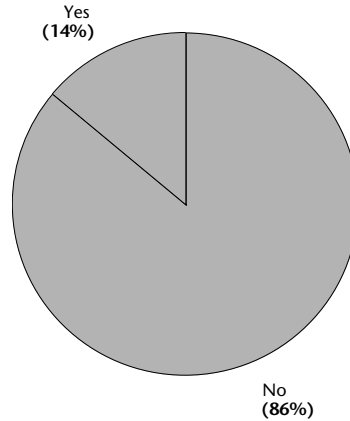
Source:
City of Bend Housing and Community
Development Mail Survey.



Service providers are also concerned about the ability of clients to find adequate housing. As indicated by Exhibit III-16, less than 15 percent of service providers believe that their clients are adequately housed. While every service provider who responded to the survey said they believed the community needs more permanent housing for the homeless or persons with disabilities, less than a third indicated that their organization was interested in or capable of providing such housing.

**Exhibit III-16.
Is Housing for Special
Needs Populations
Adequate?**

Source:
City of Bend Housing and Community
Development Mail Survey.



The best way to address the problems of special needs populations, according to survey respondents, is to build facilities or housing. For example, many service providers would like to see more affordable housing constructed with services provided on site. More emergency shelter, transitional and single room occupancy units are also desired, particularly for families with children, individuals with substance abuse problems and individuals with severe and persistent mental illnesses. The need for new housing to be linked to a public transit system was cited frequently.

Prioritization and suggestions. While it is useful to know what survey respondents think about specific issues, it is also important to understand how respondents prioritize their concerns. The final part of the survey asked respondents to list the three most important housing and community development needs in Bend. Perhaps not surprisingly, affordable housing was the issue mentioned most frequently by a wide margin. Exhibit III-17 also demonstrates that transportation, mass transit, zoning and planning changes and economic development/job creation are high priorities for survey respondents. It is important to note that respondents sometimes have priorities that have contradictory elements; for example, while many want more affordable housing, only a few respondents said that housing should be built at higher densities.

**Exhibit III-17.
Housing and Community Development Priorities**

Housing and Community Development Priorities	Number of times listed	Percent of responses
Affordable housing	98	39%
Zoning and planning	27	11%
Roads and transportation	26	10%
Mass transit	24	9%
Economic development and jobs	19	8%
Shelter and services for the homeless	12	5%
Environmental issues/anti-growth	10	4%
Health care	7	3%
Bike and pedestrian paths/trails	7	3%
Services for special needs populations	6	2%
Redevelopment	4	2%
Reduce amount of low cost housing	3	1%
Housing quality	3	1%
Education/schools	3	1%
Parks	3	1%
Crime	1	0%
Total	253	100%

Source: City of Bend Housing and Community Development Mail Survey.

Again, the specific comments within any given category often varied. The following indicates some examples of comments within the areas of highest priority:

- Affordable housing — “affordable housing woven into neighborhoods of market rate housing,” “affordable housing/land,” “affordable entry level housing,” “affordable rental housing;”
- Zoning and planning — “change zoning standards,” “loans for SDC payments,” “lower permit costs and SDCs,” “smart sustainable growth;”
- Roads and transportation — “adequate road development,” “maintenance and beautification of roadside areas,” “traffic in residential neighborhoods;”
- Mass transit — “need for public transit,” “adequate public transportation,” “public transportation that does not require a person to have a phone or access to one that operates on a set schedule;” and
- Economic development and jobs — “jobs at livable wages,” “more good paying jobs are needed,” “economic development for jobs.”

In response to the housing and community development needs in the Bend community, survey respondents offered many suggestions for improvement. In terms of ways to increase housing affordability and improve housing and community development, lowering the SDC charges was by far the most popular suggestion. While some respondents simply wanted SDC charges lowered across the board, others suggested lowering them only for affordable housing or creating a sliding scale according to home size and value.

Zoning changes to increase the amount of land zoned as urban density residential (RS), promote mixed use, allow “granny flats” or to allow for homeless shelters were also mentioned frequently. Incentives to developers, allowances for higher density and changes to the urban growth boundaries were other specific ideas for increasing housing affordability. Many survey respondents indicated a need for better coordination and overall planning, for example, “merge the zoning map and comprehensive general plan into a single map/process,” or “city strategic plan.”

Key Person Interviews

A final research task used to identify priority housing and community development needs was interviewing numerous service providers, policy makers and real estate professionals in the community. A list of interviewees is provided in Appendix C. A number of themes emerged from these interviews, including affordable housing, transitional housing, public transportation and service employment.

Affordable housing. Nearly every individual interviewed, from social service providers to real estate professionals to economic development officials, identified insufficient affordable housing as a key need facing the community. Numerous factors were identified as contributing to the relative scarcity of affordable housing, with four noted repeatedly:

- **Land costs.** Many individuals noted the high cost of land as a prime factor driving the need for affordable housing in Bend. With large amounts of publicly owned land in Deschutes County, an Oregon land use policy encouraging development in urban centers and a relatively developed community, land in Bend is relatively scarce. Due to this scarcity and high demand for housing in Bend, land costs are reportedly high. It can be difficult for developers to produce affordable housing while maintaining acceptable profit margins and bearing these high land costs.
- **System Development Charges (SDCs).** Many developers (private and nonprofit) and real estate professionals noted Bend’s high SDCs as an important obstacle to affordable housing. These are examined in more detail in the Housing Market Analysis in Section IV. While it should be noted that Bend’s SDCs are higher than those of surrounding communities, it is also important to recognize that SDCs are required to maintain a community’s service levels. Waiving SDCs may be an effective tool in promoting affordable housing, but unless the city or some other entity pays the waived fees, the community will see service standards decline. Moreover, SDC waivers cannot be funded with CDBG dollars, and waiving SDCs is generally regarded as illegal in Oregon, so another funding source would need to be found.

- **Second homes.** A final factor mentioned repeatedly in regards to affordable housing was the increasing presence of second homes in the community. As demonstrated by the large amounts of local income from transfer payments and investments, many current Bend residents are not earning their living locally. This dynamic creates a market for relatively expensive homes that are not supported by the local economy. The disconnect between some aspects of local economy and the local housing market creates a situation in which housing providers have less of an incentive to serve local workers.
- **Service economy.** Finally, due to Bend’s tourist and quality of life economy, many service workers are needed to make the community function. As discussed in Section II, service employees earn relatively low wages, and they are one of the largest sectors in the Bend economy.

The combination of these factors was identified as leading to a shortage of affordable housing for low- and moderate-income households in Bend. When asked to state priorities for the use of CDBG funds, affordable housing was consistently ranked high.

Transitional and special needs housing. While it could be considered a subset of affordable housing, transitional housing was mentioned frequently enough that it merits independent discussion. Many interviewees saw a gap in the social services sector between emergency housing and long-term housing. Transitional housing often provides a place for people to move to from an emergency shelter while they save money and prepare to enter the private housing market. Representatives from numerous emergency services organizations said that they send their clients to the Bill Healy Center for transitional housing, but that it cannot meet the demand, as it is the only such facility in Bend.

In addition to transitional housing, particular concern was voiced for:

- Housing for people with substance abuse problems, which could take the form of transitional housing with counseling;
- Housing for homeless families with children; and
- Supportive housing for people with mental illnesses. While needs were identified for a number of special needs populations such as those with developmental disabilities, and assisted senior housing, the need for housing for people with mental illnesses was identified by several individuals.

Public transportation. A second issue that surfaced repeatedly in discussions of community need was a public transportation system. Bend has a City operated Dial-a-Ride system that has historically been available to seniors and the disabled population. Recently, Dial-a-Ride was opened to the general public. While Dial-a-Ride provides an important service for many, it cannot substitute for a fixed route bus system. Without a bus system, one respondent noted that “you need a car to survive in Bend.”

The difficulties caused by a lack of public transportation are exacerbated by local commuting patterns. Due to the shortage of affordable housing, many Bend employees live in outlying communities and commute to the city. However, the costs of the commute and the need for a car were thought to make this a difficult and expensive proposition.

When discussing public transportation, interviewees felt that two improvements were necessary. First, a fixed route system is needed within Bend to make the community accessible to individuals without cars. In addition, a commuting system is needed to make it easier to travel into Bend from Redmond, Prineville and other surrounding communities.

Service employment. Finally, the needs facing service workers were repeatedly noted as key issues to address. Given the desirability of the community, one respondent noted that “people are working below their skill level; people with Masters degrees are pouring coffee.” In addition to affordable housing, interviewees noted childcare, transportation and health care as key concerns for service workers. While the needs of service workers were identified as a key concern, interviewees differed in their opinions of how to address those needs, responses included:

- “Continuing education for the worker;”
- “Economic development that focuses on moderate to high paying jobs;”
- “Job creation is not a solution, because it only exacerbates the problem;” and
- “Training focused on primary (exporting) employers: manufacturing, technology, hardware and software.”

Conclusions

Through public hearings, comment forms, a key person survey and key person interviews, an extensive effort was made to identify priority housing and community development needs in Bend. Through this process, a number of prominent themes emerged:

- **Affordable housing.** Affordable housing emerged as a high priority need in every research task. Affordable housing related needs were the most frequently mentioned in the public hearing, over 85 percent of survey respondents felt that there was insufficient affordable housing in the city, affordable housing was mentioned three times more frequently than any other priority in survey responses and interviewees consistently returned to the theme of affordable housing. The root causes identified for the affordable housing shortfall in Bend included a service economy that depends on low wage workers, rising home costs driven by second home and retirement home purchases and high land costs, due in part to Oregon’s land use law that restricts development to an urban growth area.
- **Public transportation.** A second issue that emerged consistently was the need for public transportation in the community. The lack of a fixed route bus system, relatively low housing densities and the prevalence of commuting from outside of the city make it virtually mandatory to own a car in Bend. This places a substantial burden on low-income households as they struggle to pay for relatively expensive housing and to make car payments at the same time.

- **Emergency and special needs housing and services.** In the public hearings, respondents indicated that services for the homeless and construction of emergency housing were the highest priority strategies. These included families with children, individuals with substance abuse problems and individuals with severe and persistent mental illnesses. This theme was repeated in key person surveys, where 92 percent of respondents felt that there were inadequate local services for the homeless and over 70 percent found services for special needs populations inadequate. In key person interviews, transitional and special needs housing were also identified as key community needs.
- **Infrastructure development.** While infrastructure development did not emerge as a priority citywide, attendees used the map activity in the public hearing to identify particular areas of need, many of which were located in the central city. Roads, transportation, parks and trails were also identified as key community development priorities in the key person survey.
- **Economic development.** Economic development was identified as a priority need in the key person survey and in key person interviews. This was generally related to the low wage service jobs that are part of the affordable housing problem in the community. While job creation was seen as important, a number of interviewees noted that it needed to consist of high wage jobs that would not exacerbate the affordable housing problem. Moreover, many individuals indicated that affordable housing would be a very effective economic development tool in the city.

SECTION IV.

Housing Market Analysis

This section provides a general overview of the current housing market in Bend, based on a review of 2000 Census data, analysis of locally generated data and interviews with local real estate professionals and city staff. It includes a description of the housing stock and an analysis of housing affordability in the city, based on Census data and local real estate records. The topics discussed include:

- Estimate of current housing supply;
- Distribution of renter- and owner-occupied housing;
- Evaluation of current housing conditions in Bend;
- Assessment of housing affordability; and
- Subsidized housing and expiring units.

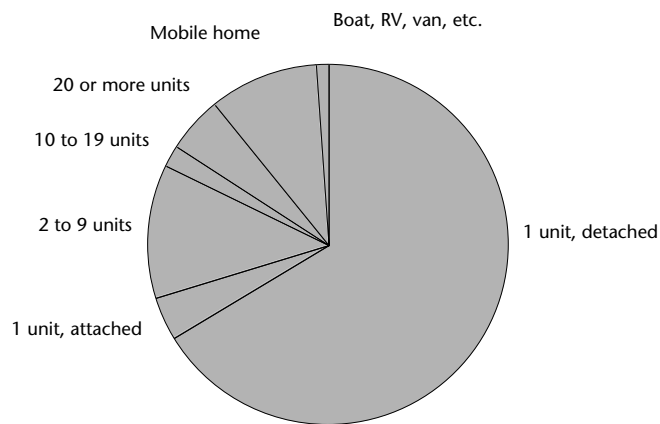
This analysis focuses on an area defined by the boundaries of the city. While the local housing market extends to Redmond, Prineville and other nearby areas, Bend is a unique community with a particular set of market dynamics. Moreover, city residents and policymakers repeatedly emphasized the importance of becoming a live/work community in key person interviews. As a result, this analysis considers a market area defined by the city's boundaries.

Housing Supply

Total units. The 2000 Census reported 22,498 housing units in Bend. The majority of these units (67 percent) were single unit, detached houses, 4 percent were single unit, attached housing, 19 percent were multifamily and 10 percent consisted of mobile homes.¹ Given these totals, over 80 percent of housing units in Bend are single family units. Exhibit IV-1 presents the distribution of housing by type in the city.

Exhibit IV-1. Housing Units in Bend, 2000

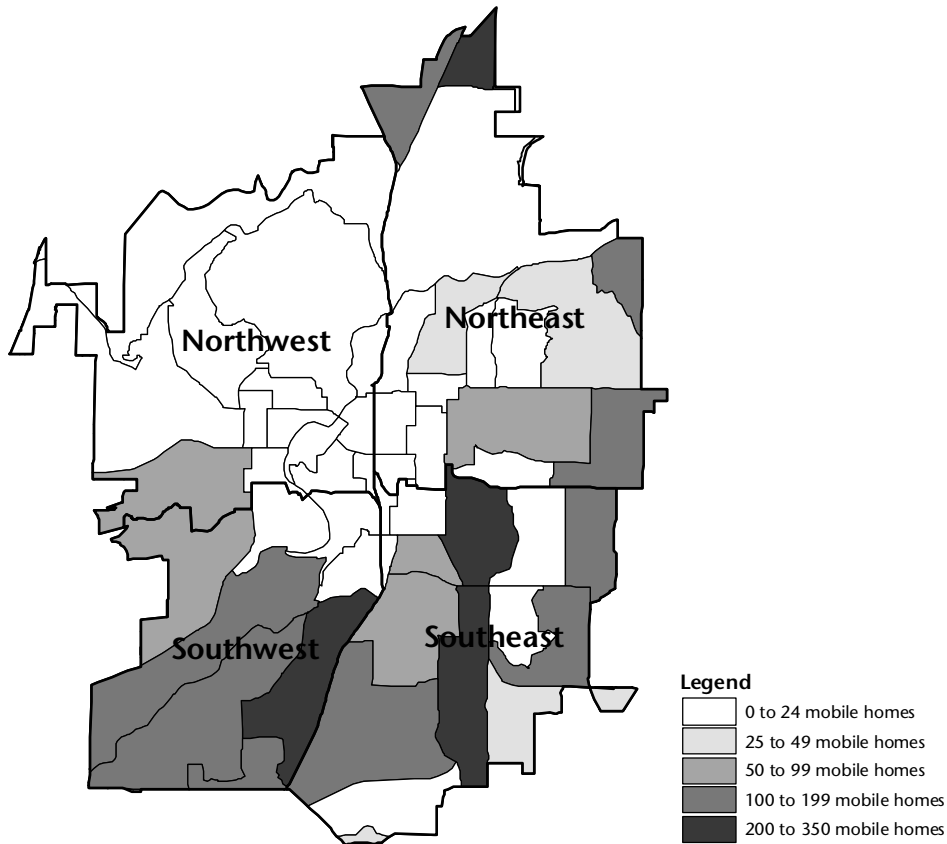
Source:
U.S. Census Bureau, 2000 Census.



¹ In the Census terminology, single unit, attached structures include town homes and row homes.

There were 2,159 mobile homes reported in Bend in the 2000 Census. Mobile homes are often an important housing solution for low-income households. Most of these units were located in the southwest and southeast sections of the city. The map in Exhibit IV-2 presents the locations of concentrations of mobile homes in Bend.

**Exhibit IV-2.
Mobile Home Concentrations**

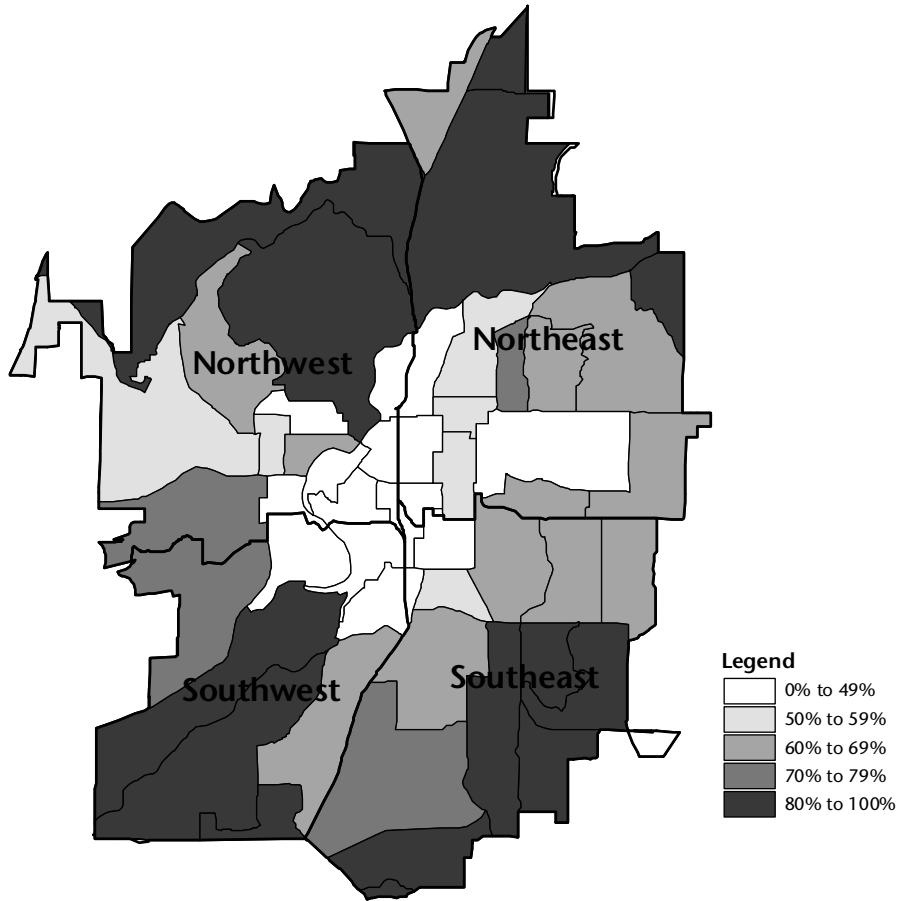


Note: Data from some block groups on the outskirts of the city include portions of the unincorporated county. This overstates the number of homes in these groups. However, the presence large numbers of units in the southern city and eastern outskirts is notable, regardless of the city boundary.

Tenure. Of the 22,498 units reported in the 2000 Census, 94 percent were occupied and 6 percent were vacant. The majority of the occupied units were owner-occupied (63 percent), with approximately 7,710 renter-occupied units.

Within Bend, owner-occupied units are concentrated primarily outside of the central city, with rental units located largely downtown and in the northeast quadrant of the city. Exhibit IV-3 presents the distribution of owner-occupied units throughout the city.

Exhibit IV-3.
Share of Units that are Owner-Occupied

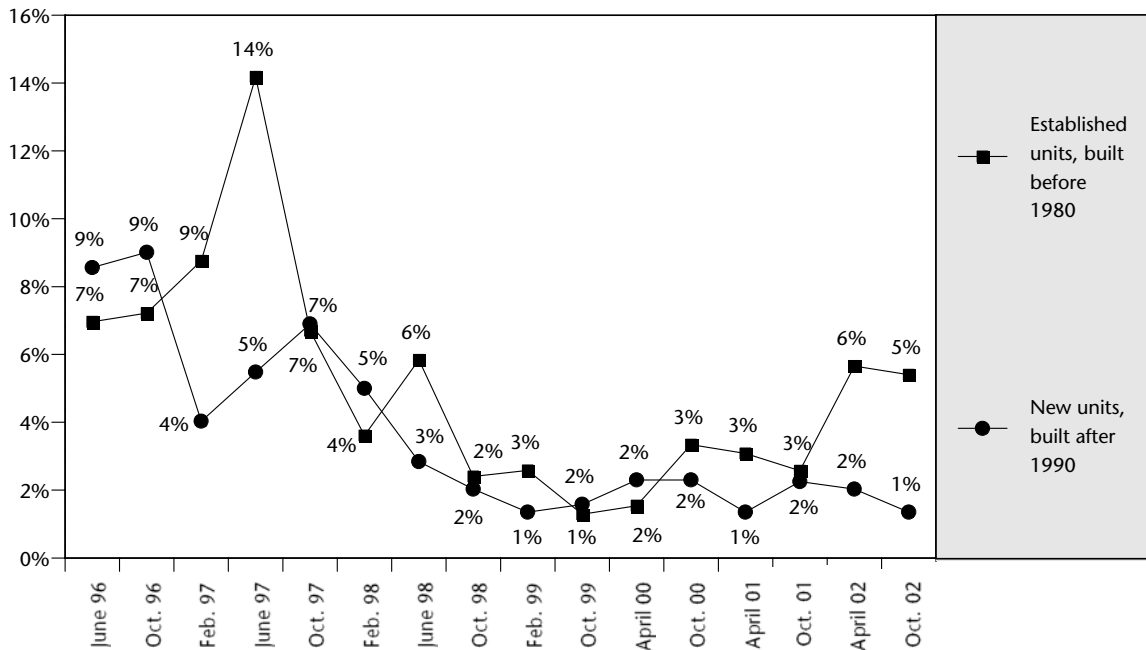


Source: U.S. Census Bureau, 2000 Census.

Vacant units. Of the 1,449 vacant units, nearly half were for rent, with another 28 percent used for seasonal, recreational or occasional use. About one-fifth of vacant units were for sale, with the balance of units vacant for a variety of other reasons. The 2000 Census reported a rental vacancy rate of 8 percent, a moderate level. (Tight vacancy rates are typically less than 5 percent, with 5 percent a reasonable figure for a moderate to tight housing level). This 8 percent vacancy rate would suggest relative affordability as the market moves toward higher occupancies.

However, data from Bratton Appraisal Group's *2002 Bend Apartment Survey* indicate lower vacancy rates. The survey, based upon approximately 800 units in 16 different apartment complexes throughout the city, found a 2002 vacancy rate of 5.40 percent in established units built before 1980, and 1.35 percent in new units built after 1990. Exhibit IV-4 displays vacancy rates for both types of units in Bend.

**Exhibit IV-4.
Recent Rental Vacancy Rates for New and Established Units**



Source: Bratton Appraisal Group, 2002 Bend Apartment Survey.

By 2002, vacancy rates had risen to a relatively healthy level in established units, while vacancies in new units were virtually nonexistent. The combined overall vacancy of 3.24 percent rate for all apartments suggests a tight housing market. The discrepancy between the survey findings and the Census may be that the Census includes households who rent duplexes, triplexes/fourplexes, homes or manufactured housing. It also may reflect some seasonal units being treated as year-round units.

Among owner-occupied homes, 2.1 percent were reported as vacant. These 286 homes could be on the market, or they could be empty due to condition problems.

The 411 seasonally occupied units are consistent with the large seasonal population that characterizes Bend. As discussed in Section II, these seasonal residents are likely to introduce a unique dynamic into the Bend economy. They bring income from outside of the local area, are less subject to local economic forces than other residents and often generate demand for a large service population.

Housing Condition

Assessments of housing condition are notoriously difficult due to the lack of accurate, informative data. HUD requires that the city define the terms “standard condition,” “substandard condition” and “substandard condition but suitable for rehabilitation.” For the purposes of this report, units are in standard condition if they meet the HUD Section 8 quality standards. Units that are substandard but suitable for rehabilitation do not meet one or more of the HUD Section 8 quality standards. These units are also likely to have deferred maintenance and may have some structural damage such as leaking roofs, deteriorated interior surfaces, and inadequate insulation. A unit is defined as being

substandard if it is *lacking the following*: complete plumbing, complete kitchen facilities, sewage removal that is hooked up to a public system, public or well water systems, and heating fuel (or uses heating fuel that is wood, kerosene or coal).

Units that are substandard but suitable for rehabilitation include units with some of the same features of substandard units (e.g., lacking complete kitchens or reliable and safe heating systems, or are not part of public water and sewer systems). However, the difference between substandard and substandard but suitable for rehabilitation is that units suitable for rehabilitation will have in place some (albeit limited) infrastructure that can be improved upon. In addition, these units might not be part of public water and sewer systems, but they will have sufficient systems to allow for clean water and adequate waste disposal.

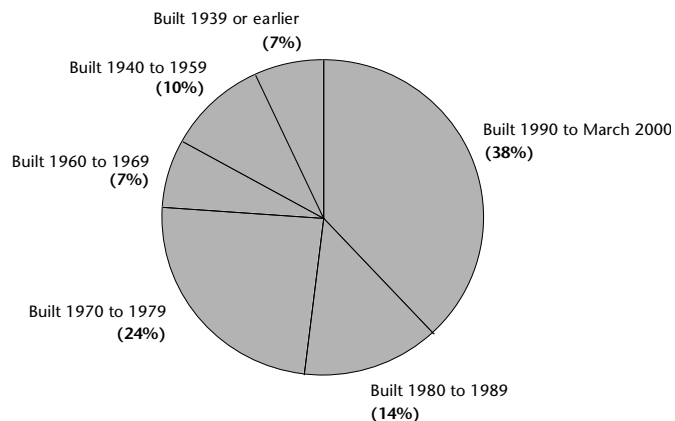
Without evaluating units on a case-by-case basis, it is impossible to distinguish substandard units that are suitable for rehabilitation. In general, the substandard units that are less likely to be easily rehabilitated into good condition are those lacking complete plumbing; those which are not part of public water and sewer systems and require such improvements; and those heated with wood, coal, or heating oil. Units with more than one substandard condition (e.g., lacking complete plumbing and heated with wood) and older units are also more difficult to rehabilitate. A rough assessment of condition data can be conducted by examining housing unit age, presence or absence of amenities and local code enforcement data.

Age. One important indicator of the condition of the housing stock in a city is age. Older houses tend to have more condition problems, and are more likely to contain materials such as lead paint. Obviously, many old houses may be in excellent condition, but issues are most likely to arise in older structures.

Two-thirds of the housing stock in Bend was built after 1969, with more than half of the structures built in 1980 or later. Of the remaining third, a relatively large share (17 percent of all units) was built before 1960. Exhibit IV-5 displays the age distribution of housing units in Bend.

**Exhibit IV-5.
Age of Bend Housing
Stock**

Source:
U.S. Census Bureau, 2000 Census.



While older housing stock may have certain condition problems, it can also be a valuable commodity. Many individuals interviewed in the course of this study indicated that older units in the center of

Bend are rapidly becoming desirable. As a result, they are increasing in value and are more likely to be purchased by owners who have the financial resources to make necessary repairs and updates.

Presence of basic amenities. A second method of evaluating housing condition is through a review of units that do not have basic amenities. Units without heat, complete plumbing, complete kitchen facilities or telephone services are more likely to have condition problems than others. Some of these may be among the 411 reported seasonal and recreational units, and the lack of these amenities may be inconsequential. However, in homes that are intended for full-time residence, the lack of amenities can indicate condition concerns. Exhibit IV-6 presents the numbers of homes in Bend without these amenities.

**Exhibit IV-6.
Bend Homes Without
Basic Amenities**

Source:
U.S. Census Bureau, 2000 Census.

Amenity	Number of Homes	Percent of City Housing Units
No heating fuel reported	16	0.1%
Lacking complete plumbing facilities	61	0.3%
Lacking complete kitchen	150	0.7%
No telephone service	212	0.9%

The lack of telephone service, which is the amenity most likely to be lacking in Bend homes, is not a condition problem itself. However, it likely indicates an income shortage that may also require the occupant to live in substandard housing or to refrain from making necessary home repairs.

The share of housing units lacking amenities in Bend compares slightly favorable to patterns statewide. Among Oregon housing units, 1.5 percent lacked telephone service, 0.2 percent lacked heating fuel, 0.5 percent lacked complete plumbing and 0.8 percent lacked a complete kitchen. For telephone service and heating fuel, state figures were more than twice the rate in Bend.

Suitability for rehabilitation. In considering substandard units that are suitable for rehabilitation, it is likely that many of the older units identified in this analysis would fit that definition. While they may have condition problems, rehabilitation may be more cost effective than demolition and reconstruction, relocation of the household or other solutions. However, it is likely that many of the units lacking basic amenities are of such poor condition that rehabilitation would not be appropriate.

City code enforcement. A final source of information about housing condition is the city’s code enforcement department. According to the city’s code enforcement officer, the most common complaint they receive is for trash accumulation. The City of Bend does not have a solid waste department, meaning that citizens must arrange for private trash service. Due to lack of knowledge, unwillingness or inability to pay for the service, trash accumulation is an issue in many rental units. City staff are proactively working with landlords to include trash collection in rent payments to avoid potential citations and fines.

Aside from nuisance complaints such as trash, the city receives few code enforcement complaints. According to the code enforcement officer, one person can handle code compliance in Bend because the housing stock is generally good. While there certainly are some units in need of rehabilitation, housing condition is not seen as a critical community need.

Lead-Safe Housing

Environmental issues are also important to acknowledge when considering the availability, affordability and quality of housing. Exposure to lead based paint represents one of the most significant environmental threats from a housing perspective.

Dangers of lead-based paint. Childhood lead poisoning is one of the major environmental health hazards facing American children today. As the most common high-dose source of lead exposure for children, lead-based paint was banned from residential use in 1978. Housing built prior to 1978 is considered to have some risk, but housing built prior to 1940 is considered to have the highest risk. Children are exposed to lead poisoning through paint debris, dust and particles released in the air during renovation. Young children are most at risk because they have more hand-to-mouth activity and absorb more lead than adults.

Lead-poisoned children have special housing needs. The primary treatment for lead poisoning is to remove the child from exposure to lead sources. This involves moving the child's family into temporary or permanent lead-safe housing. Lead-safe housing is the only effective medical treatment for poisoned children and is the primary means by which lead poisoning among young children can be prevented. Many communities have yet to plan and develop adequate facilities to house families who need protection from lead hazards.

Extent of the problem. Factors that contribute to community risk for lead-based paint include the age and condition of housing, poverty and property tenure, families with young children and the presence of lead poisoning cases. Homes built before 1940 on average have paint with 50 percent lead composition. Inadequately maintained homes and apartments (often low-income) are more likely to suffer from a range of lead hazard problems, including chipped and peeling paint and weathered window surfaces.

The potential exposure to lead-based paint in Bend is lower than average, with 7 percent of its housing stock built before 1939. Though the risk of exposure in Bend is higher than the county, where 5 percent of the housing stock was built before 1939, it is much lower than the state (13 percent) or the nation as a whole (15 percent). Any housing developed before 1978 has some risk of lead-based paint, and approximately 40 percent of Bend's housing stock was built between 1940 and 1979. However, the risk of lead-based paint in these units is far lower than for older housing units.

Available resources. The Residential Lead-Based Hazard Reduction Act of 1992 (commonly referred to as Title X) supports widespread prevention efforts of lead poisoning from lead-based paint. The Title X program provides grants of between \$1 million and \$6 million to states and local governments for lead abatement in privately owned housing or housing units on Superfund/Brownfield sites. Since the program's inception in 1993, approximately \$609 million in grants have been awarded to over 200 local and state jurisdictions.

In addition to available funding from the Title X program, recent changes to the Community Development Block Grant (CDBG) program have added lead-based paint abatement to eligible activities for CDBG funding. In order to receive Title X or CDBG funding, states must enact legislation regarding lead-based paint that includes requirements of accreditation or certification for contractors who remove lead-based paint. Oregon adopted legislation regulating abatement in 1998.

The Oregon Department of Human Services, Environmental and Occupational Epidemiology provides information services as part of its Lead Poisoning Prevention Program.² The program’s main outreach is its toll-free “LeadLine” telephone service which provides information and referral services for those at risk of lead poisoning. The Deschutes County Health Department also provides services through its Lead-Based Paint program, including information, education and referral services.³

Furthermore in October 2002, HUD announced \$94.7 million in grants designed to remove lead-based paint hazards as well as other health and safety dangers from low-income housing. More than \$86 million will be awarded to state and local governments to help remove lead-based paint hazards in nearly 35,000 homes.

Overcrowded Housing

In addition to poor housing conditions, another key factor to examine in evaluating local housing markets is overcrowded housing. HUD defines overcrowding as households living in units with more than one person per room. As seen in Exhibit IV-7, 687 Bend households were living in overcrowded conditions in 2000, with over two-thirds of those in rental housing.

Exhibit IV-7. Overcrowded Units

Source:
U.S. Census Bureau, 2000 Census

Occupants per Room	Owner Occupied	Renter Occupied	Total Households
1.01 to 1.5 Occupants per Room	141	275	416
1.51 to 2.0 Occupants per Room	64	161	225
2.01 or More Occupants per Room	9	37	46
Total	214	473	687

Affordability — Gap Analysis

A key factor in examining housing markets is a consideration of the potential gap that may exist between household incomes and the price of the local housing stock. This gap analysis is an important measure of housing affordability. A general rule used by both HUD and lending institutions states that households should spend no more than 30 percent of their incomes on housing. If households are spending more than this amount of their incomes on housing, they are considered “cost burdened,” and if the share of income spent on housing grows to 50 percent or more, they are considered “severely cost burdened.”

² Oregon Department of Human Services, Environmental and Occupational Epidemiology, <http://www.ohd.hr.state.or.us/lead/leadline.cfm>.

³ Deschutes County Health Department, <http://www.co.deschutes.or.us/health/lead.htm>.

Low-income households are naturally of particular concern when examining the match between housing prices and incomes, as they are most likely to be cost burdened. HUD divides low-income households into four categories, based on their relationship to the area median income: extremely low-income (earning less than 30 percent of the area median income), low-income (earning between 30 and 49 percent of the area median income), moderate-income (earning between 50 and 79 percent of area median income) and middle-income (earning between 80 and 95 percent of area median income). Households earning less than 80 percent of median income are typically targeted by affordable housing programs.

Three analyses were conducted to assess housing affordability in Bend.

1. A review of previous local and national studies examining the local housing market.
2. An analysis of 2000 Census data, including a comparison between housing cost and income data, as well as an evaluation of responses to a Census question about cost burden.
3. And an examination of updated 2002 data, including population projections, building permit data, real estate transactions and other data.

Review of previous studies. Two recent studies, one statewide and one local, examined housing affordability in the Bend area. In addition, the National Low Income Housing Coalition (NLIHC) produces an annual report, *Out of Reach*, that examines affordability in numerous markets nationwide.

Out of Reach. The NLIHC's 2002 *Out of Reach* study found a median family income of \$49,736 in the city, based on a U.S. Department of Housing and Urban Development (HUD) calculation. This income was compared to area rents to evaluate the relative affordability of housing in Bend. Given local rent data compiled by HUD, Bend families earning less than 50 percent of the area median income would struggle to afford a two bedroom rental, while families earning less than 30 percent of this median would find even an efficiency/studio unit without bedrooms unaffordable. For single earner families at the minimum wage (\$6.50 an hour in Oregon), it would be necessary to work 48 hours a week to afford a studio/efficiency rental and 56 hours a week for a one bedroom unit.

Housing concerns raised by the *Out of Reach* study indicate that Bend's housing market is unaffordable for many families. As seen in Exhibit IV-8 a family would have to earn 90 percent of the area median income to afford to rent a four bedroom unit in the city. Families earning between 30 and 50 percent of the median income could only afford units ranging in size from studios/efficiencies to one bedroom units. Moreover, housing for families with incomes below 30 percent, or large families with incomes below 50 percent, of the median income, would find affordable housing difficult to obtain.

**Exhibit IV-8.
Findings of Out of Reach Study**

	0 Bedrooms	1 Bedroom	2 Bedrooms	3 Bedrooms	4 Bedrooms
Percent of Median Family Income Needed	36%	42%	56%	78%	90%
Work Hours/Week Needed at Minimum Wage	48	56	74	104	120
Income Needed	\$16,360	\$18,840	\$25,160	\$35,080	\$40,600

Note: Annual family area median income was estimated at \$49,736.
Source: National Low Income Housing Coalition, *Out of Reach*, 2002.

It should be noted that this analysis only considers rental housing, as this is likely to be a prime affordable housing solution in much of the country. Given the rapid increase in home prices in Bend in the past decade (as discussed in Section II), this focus on rental housing is probably appropriate.

State and local studies. In addition to the NLIHC study, two regional studies have examined housing affordability in Central Oregon. In 2000 the Central Oregon Regional Housing Authority produced the Central Oregon Housing Needs Assessment for Crook, Deschutes and Jefferson counties, as well as an overview for the entire region. To complete the study, primary data was obtained through surveys of households throughout the region, employers in the public and private sector, persons with special needs and residential developers. The study was updated in 2003.

According to the study, an estimated 5,014 low- and moderate-income households in Bend cost burdened. The cost burden definition is the same used by HUD, whereby a household is cost burdened if the member's rent or mortgage exceeds 30 percent of their gross income. On average, according to the 2000 study renter households spend 27.8 percent and owners 19.9 percent of their income on rent and mortgage payments. Of the three counties, Deschutes County had the greatest percentage of income spent on housing. As shown in Exhibit IV-9, over 30 percent of renters and 13.5 percent of owners are cost burdened.

**Exhibit IV-9.
Income Spent on Housing
Payment by Own/Rent,
2000**

Source:
*Central Oregon Housing Needs Assessment,
2000.*

Percent of Income Spent on Housing	Rented	Owned
10% and under	3.8%	14.9%
10.1% to 20%	35.7%	44.6%
20.1% to 30%	29.7%	27.1%
30.1% to 40%	14.0%	8.2%
40.1% to 50%	6.3%	3.2%
50.1% and over	10.5%	2.1%

The study also examined a number of other housing problems, including satisfaction and barriers to living in desired community. In Deschutes County, nearly 60 percent of respondents indicated “high cost of housing” as a barrier to living in the county. Additionally, 60 percent of Bend respondents felt that there was too little affordable housing available in their community.

The City of Bend Affordable Housing Task Force (AHTF) also completed a study on housing affordability. The AHTF derived most of its data from the *2000 Central Oregon Housing Needs Assessment* report, Multiple Listing Service and surveys conducted by the Bratton Appraisal Group. Using these sources, the AHTF issued the *Report to the Community – 2001*, which studied the problem, assessed options and made formal recommendations.

The study reported that median household income for a family of four increased 10 percent from \$40,300 in 1998 to \$44,200 in 2001. The housing sale price for a median single family home increased 34 percent over the same period, from \$125,000 to \$167,000 in 2001. Additionally, properties considered “entry-level” in Bend now range from \$120,000 to \$140,000. Given these data and the fact that household income is increasing at a substantially slower rate than housing prices, the AHTF raises a number of concerns in regards to future affordable housing in the area. Exhibit IV-10 displays the AHTF’s estimate of who needs affordable housing in Bend. The sample occupations at each income level are particularly helpful in illustrating the populations in need of affordable housing.

Exhibit IV-10.
AHTF Affordable Housing by Income Level and Occupation

% of Area Median Household Income (AMHI)	Annual Income Per # of Persons in Household	Affordable Monthly Rent or Mortgage	Sample Occupation Type and Family Composition
30% AMHI	\$9,300 (1)	\$233	Part-time fast food worker, child monitor, service station attendant
30% AMHI	\$13,250 (4)	\$331	Full-time pre-school teacher, janitor, or laborer with 3 children
50% AMHI	\$15,450 (1)	\$386	Full-time data entry, nurse’s aide, hairdresser, receptionist
50% AMHI	\$22,100 (4)	\$553	Full-time dental assistant with 3 children OR fast food worker and service station attendant with 2 children
80% AMHI	\$24,750 (1)	\$619	Full-time computer operator, EMT, truck driver
80% AMHI	\$35,350 (4)	\$884	Full-time social worker with 3 children OR teacher’s aide and bank teller with 2 children

Note: Affordable monthly rent or mortgage includes utilities, such as electricity, gas and water.

Source: City of Bend Affordable Housing Task Force, *Report to the Community — 2001*.

The AHTF report also explored a number of barriers and policy recommendations to alleviate the affordable housing problem. One issue of concern was System Development Charges (SDCs), fees that are levied on new development to recover all or part of the cost of building certain infrastructure needed to serve that development. Exhibit IV-11 summarizes estimated SDC costs per single-family household for the allowable types of infrastructure in Bend and surrounding cities.

**Exhibit IV-11.
Estimated System Development Charges**

	Bend	Redmond	Prineville	Sisters	Corvallis
Water	\$2,086	\$1,248	\$509	\$2,895	\$1,560
Sewer	\$972	\$1,093	\$3,103	\$2,994	\$3,437
Streets	\$3,250	\$1,239	\$575	N/A	\$1,842
Parks	\$878	\$456	\$446	\$613	\$1,754
Storm Drainage	N/A	N/A	N/A	N/A	\$75
Total	\$7,186	\$4,036	\$4,634	\$6,503	\$8,668

Source: City of Bend Affordable Housing Task Force (AHTF), *Report to the Community — 2001*.

As shown in the exhibit above, Bend has one of the highest SDC costs per household. AHTF interviewed local builders who indicated that only an estimated 40 percent of a home’s sale price is associated with actual construction of the building (labor and materials). The balance goes into land, overhead, building and planning fees, profit, advertising and other costs. As such, the AHTF’s recommendations for decreasing costs not directly associated with housing construction include flexibility with SDC payments and using land trust models, among other suggestions.

It should be noted that, while the SDCs undoubtedly have an impact on housing costs, they are required to pay for the capital costs associated with new growth. As a result, if the city were to decide to mitigate or eliminate SDCs for affordable housing projects, it would either need to pay itself back out of another revenue source or face a marginal decline in service levels.

Summary. All of these studies offer helpful guidance in evaluating affordable housing needs in Bend. They indicate a need for affordable housing production in the city to meet both existing and projected future needs. In order to further quantify this need, it is possible to examine newly available Census data documenting household incomes and housing prices in Bend to estimate the number of households needing affordable housing in the city.

2000 Census data. The 2000 Census offers two perspectives on the match or mismatch between housing prices and household incomes in Bend. First, it contains detailed information about household incomes, rent levels and home prices, allowing for an analysis of the supply of housing that is affordable to households at various income levels. Additionally, it includes a question about the percent of household incomes spent on housing related costs in 1999, providing an opportunity for a second perspective on cost burden.

City of Bend incomes. The 2000 Census reported a median income of \$40,857 in the City of Bend. Given this median income, and Census data on the distribution of households in the city by income, Exhibit IV-12 presents the estimated numbers of households in each of the income categories under consideration (extremely low-, low-, moderate- and middle-income).

**Exhibit IV-12.
Households by Income
Category**

Note:
Assumes an even distribution of households within Census income categories.

Source:
U.S. Census Bureau, 2000 Census.

Income Category	Number of Households
Extremely Low- (Less than 30% of area median income)	2,087
Low- (30% to 49% of area median income)	2,285
Moderate- (50% to 79% of area median income)	3,823
Middle- (80% to 95% of area median income)	1,812

In reviewing Exhibit IV-12, it is important to note that Bend’s below median income population is weighted towards the middle of the income scale. By definition, 50 percent of households earn less than the median income in Bend, but those households are somewhat concentrated near the median income, with few households earning significantly less than the median.

In considering the housing options available to households at various income levels, a number of factors must be taken into account. First, households that pay more than 30 percent of their income for housing costs are considered cost burdened. Second, housing costs for homeowners include not only mortgage costs, but also hazard insurance, taxes and maintenance.⁴ Finally, housing costs for both homeowners and renters must be adjusted to include utility payments. Exhibit IV-13 presents affordable rents and home prices for the various income categories after adjusting for these factors. As noted above, affordable housing implies households spending no more than 30 percent of their incomes on housing related items.

**Exhibit IV-13.
Affordable Rents and
Home Prices by Income
Category**

Note:
(1) Assumes utilities of \$100 for Renters and \$150 for owners, sourced for the *Central Oregon Housing Needs Assessment, 2000*.
(2) Assumes 5 percent down, 7 percent interest and 30 year term.

Source:
BBC Research & Consulting; Central Oregon Housing Needs Assessment, 2000 and U.S. Census Bureau, 2000 Census.

Income Category	Affordable Monthly Rent ¹	Affordable Home Price ^{1,2}
Extremely Low- (Less than 30% of area median income)	\$276	\$31,587
Low- (30% to 49% of area median income)	\$461	\$52,645
Moderate- (50% to 79% of area median income)	\$737	\$84,232
Middle- (80% to 95% of area median income)	\$875	\$100,026

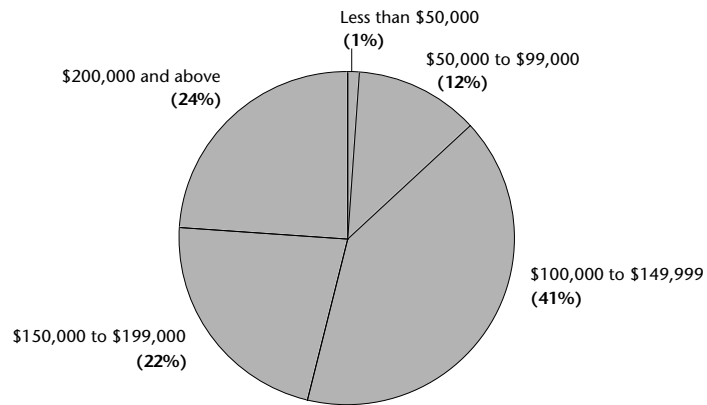
⁴ The housing market models used throughout this section assume a seven percent interest rate. While this is higher than current rates for 30 year fixed rate mortgages, it is appropriate for two reasons. First, income rates may not stay at current levels over the five year period examined by this analysis. Additionally, first time, low-income homebuyers are more likely to have imperfect credit histories than other households, making it prudent to examine affordability at interest rates above those available to borrowers with excellent credit.

To the extent that the numbers of units available at the affordability levels in Exhibit IV-13 above equal the households in each category, affordable housing will not present a problem. However, if household numbers exceed unit numbers, an affordability gap will exist.

City of Bend home prices. To evaluate the sufficiency of household incomes to pay for housing costs, the other necessary piece of information is the price of housing in Bend. Exhibit IV-14 presents the distribution of Bend home values as reported in the 2000 Census.

**Exhibit IV-14.
Bend Home Values, 2000**

Source:
U.S. Census Bureau, 2000 Census.



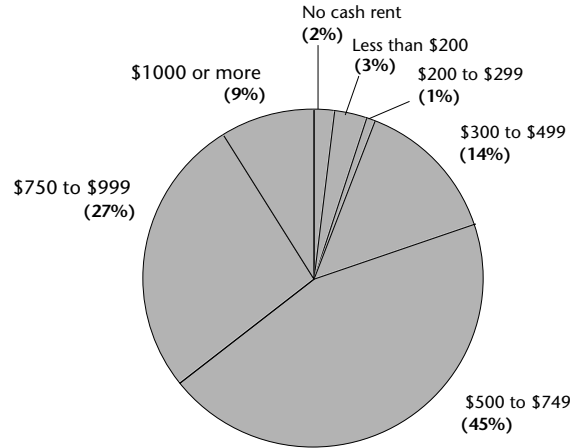
As seen in the exhibit above, the majority of homes in Bend (over 60 percent) had values of \$100,000 to \$199,999 in 2000, with a large share (41 percent) between \$100,000 and \$149,999. Of the balance, most (24 percent) were reported as \$200,000 or more, with less than 15 percent having values of less than \$99,999. The fact that over 85 percent of units in Bend had values of over \$100,000 indicates a potential lack of affordable owner-occupied housing in the city.

As would be expected, new construction occupies a somewhat expensive niche in the housing market. Based on building permit data from 2001 and 2002, single family homes constructed over the past 24 months have had average valuations of \$142,148. Attached and multifamily units have been less expensive, with duplexes averaging \$89,988, fourplexes averaging \$72,083 and multifamily averaging \$81,021 per unit.

City of Bend rents. In addition to home prices, it is also important to review rent amounts in the city in order to evaluate an income match or mismatch. Exhibit IV-15 presents rent data from 2000 Census.

**Exhibit IV-15.
2000 Bend Monthly
Rents**

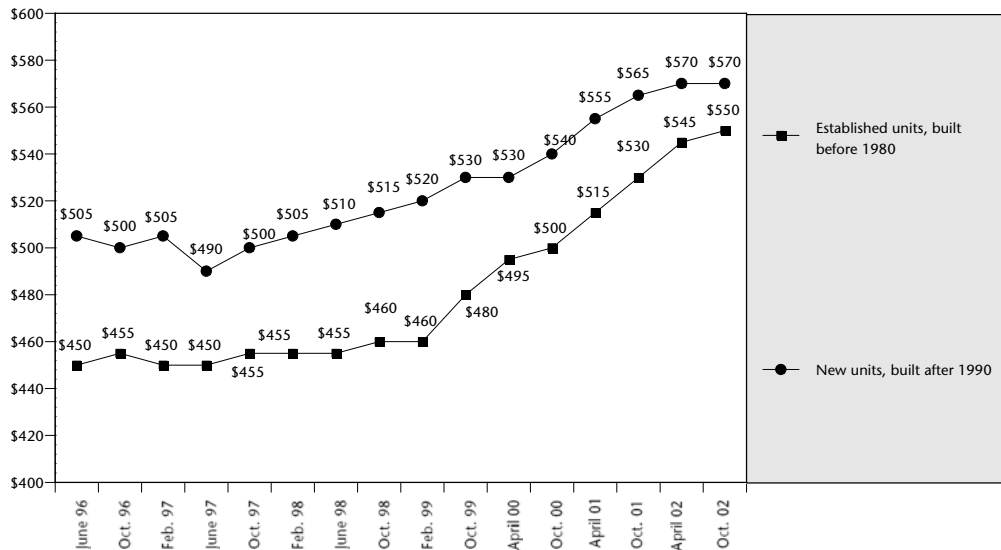
Source:
U.S. Census Bureau, 2000 Census.



As seen in Exhibit IV-15 above, over 70 percent of units in Bend rented for between \$300 and \$999 per month, with 45 percent renting between \$500 to \$749. The majority of the remainder rented for \$1,000 or more (9 percent), with only 6 percent renting for less than \$300.

Bratton Appraisal Group’s survey findings support Census data. As shown in Exhibit IV-16, the 2002 average apartment rent for established units built before 1980 was \$550 per month in 2002, as compared to \$570 per month for units built after 1990. Rents for established units increased at an annual rate of over 3.5 percent from 1996 to 2000, while rents for new units only appreciated by 2 percent per year over that same period.

**Exhibit IV-16.
Average Bend Apartment Rents, 1996-2002**



Source: Bratton Appraisal Group, 2002 Bend Apartment Survey.

Who can afford the median home/rent? The median home price in Bend was \$145,500 in 2000, while the median rent was \$649 per month. Assuming \$150 in monthly utilities for owner-occupied units and \$100 for renter-occupied units,⁵ households in Bend would need to earn \$48,213 annually to afford the median home price and \$23,720 annually to afford the median rent.⁶ These income levels represent 118 and 58 percent of the 2000 median income in Bend, respectively. Of the 21,050 Bend households reported in the 2000 Census, approximately 9,946 could afford the median home price and 13,790 could afford the median rent.

Income/price match or mismatch. The relationship between incomes and housing prices can be evaluated by comparing the data from Exhibits IV-12 through IV-16. The results of this analysis are presented in Exhibit IV-17.

**Exhibit IV-17.
Match/Mismatch Between Housing Prices and Incomes, 2000**

	Households (Demand)	Available Home Ownership Units	Available Rental Units	Match/Mismatch
Extremely low-income	2,087	42	299	-1,745
Low-income	2,285	94	886	-1,306
Moderate-income	3,823	823	3,470	470
Middle-income	1,812	413	1,201	-198

Source: BBC Research & Consulting and U.S. Census Bureau, 2000 Census.

As seen in Exhibit IV-17 above there is a shortfall of approximately 1,750 units for extremely low-income households and 1,300 units for low-income households in the city, creating a total gap of over 3,500 units at these income levels. It is likely that the surplus at the moderate-income level and the deficit at the middle-income level do not impact this gap, as these units are unaffordable for households in the extremely low- and low-income categories. Additionally, while there is a surplus of housing at the moderate-income level, there may be more pressure on this group than noted in the table, as middle- or higher income households rent or buy units in this price range, pushing moderate income households into more expensive units. The gap for middle-income households makes it appear likely that this dynamic is occurring to at least a small extent.

It should be noted, that the shortfall does not mean that 3,050 households are homeless at any given time in Bend. Instead, these households are likely to utilize a number of strategies for obtaining housing, including paying more than 30 percent of their incomes for rents or mortgages or sharing housing with friends or family members. Some of these households are also likely to consist of students, who may have additional income support provided by their parents. However, it is these 3,050 households that are the heart of affordable housing concern in Bend.

⁵ Central Oregon Regional Housing Authority, *Central Oregon Housing Needs Assessment, 2000*, pg. 53-54.

⁶ Home price calculations assume 5 percent down, 20 percent of payments for taxes and hazard insurance and a seven percent interest rate. While lower interest rates may be available today, credit issues may push lower income households to higher rates, and it is unlikely that current rates will remain in place over the long term.

Two assumptions were required to complete this analysis: (1) home prices are distributed evenly within Census categories and (2) individuals do not buy or rent homes that are less expensive than the maximum they can afford. These assumptions are necessary because more specific supply, demand and transaction data do not exist. However, these assumptions likely result in a low estimate of the housing gap at low-income levels for two reasons:

1. Home prices and rents in the lowest Census categories are likely to be clustered towards the top of the category, not distributed evenly throughout it, meaning that the analysis is likely to overstate the numbers of units available at the lowest income levels.
2. Some households will buy or rent less expensive housing than the maximum they can afford, making it more difficult for low-income households to find affordable housing.

This second factor may be particularly applicable in Bend. If households see the housing market appreciating more rapidly than their incomes, they may choose to stay in their current units rather than stretching to participate in the move-up market. This would result in fewer entry level units being available for potential new homeowners. If the market becomes less dynamic at low and moderate income levels, it becomes more difficult for households to find appropriately priced units for their incomes.

Despite these caveats, by using a comprehensive data source to compare housing prices and incomes, this analysis provides a reasonable estimate of the relationship between home prices and incomes in Bend in 2000.

Census cost burden data. A second perspective on housing affordability in Bend is provided by a direct Census question. In addition to providing data about household incomes and housing costs, the Census includes data about the percent of income spent on housing costs. As noted above, households paying more than 30 percent of their incomes for housing are considered cost burdened. Exhibit IV-18 presents the number of households describing themselves as cost burdened and the distribution of those households among the income categories described above.

**Exhibit IV-18.
Cost Burden Of Bend
Households, 2000**

Note:
1,268 above middle income households
were also reported as being cost burdened.

Source:
U.S. Census Bureau, 2000 Census.

Cost Burdened Households	Renter Households	Owner Households	Total Households
Extremely low-income	1,090	302	1,392
Low-income	1,206	326	1,532
Moderate-income	701	703	1,404
Middle-income	161	312	472
Total	3,158	1,642	4,801

The 2,900 cost burdened households at the extremely low- and low-income levels found on the previous page in Exhibit IV-18 closely mirrors the 3,050 found in BBC's housing cost and income analysis. Another 1,700 middle- and high- income households identified themselves as cost burdened through the Census, but they were not considered in this analysis as they are not the target of most affordable housing problems. Moreover, many of these middle- to high- income households likely took on cost burden housing as a matter of preference.

Of the 2,900 cost burdened households identified through the Census, nearly 2,300 are renter households. These may indicate a high presence of single person households among this population, or simply lead to the conclusion that the most common housing solution used by low-income households in the city is to rent somewhat unaffordable units. It is also interesting to note that 70 percent of cost burdened renter households are categorized as extremely low- or low-income, while only 22 percent of cost burdened owners are in these two categories. This suggests the willingness of moderate-income households to stretch to achieve home ownership, even if it means accepting cost burden.

Moderate-income households. While the results of the housing income and price analysis are similar to responses to the Census for the extremely low- and low-income categories, the two analyses differ in the moderate- and middle-income category. Nearly half of the low-income households that identified themselves as cost burdened in the Census fall into the lowest two income categories, with the balance earning more than 50 percent of the area median income. In the income and home price analysis, however, an affordability gap was present among the lowest two price categories and the middle-income category, but not in the moderate-income category.

It is not surprising that the two analyses would result in different figures. The income and home price analysis presented in Exhibit IV-17 assumes that individuals buy or rent housing that is closely related to their incomes, while in reality, they may choose to become cost burdened or to buy cheaper housing depending on their preference. This is typical of low- and middle-income categories in resort communities, such as Bend. Over the past 10 years, housing prices increased 111 percent. As a result, many people may have chosen to reside in their homes for longer than average, causing little turnover in housing market. This lack of activity causes households to either buy housing above or below their means, due to lack to availability, affordability or desirability of housing in their income category. Additionally, Bend has a high share of seasonal units, thus indicating multiple home ownership by residents living in or outside of the city. These typically affluent residents may purchase homes that are relatively affordable to them, contributing to a tight housing market at the middle-income level.

In addition, individuals may over or underestimate the values of their homes, causing the Census data to misstate cost burden. The housing cost and income analysis is also a point in time estimate, while the Census data may reflect household perceptions of payment during recent years when their incomes may have risen or fallen. Finally, factors such as credit history can drive housing costs up due to higher interest rates, despite the presence of relatively affordable housing. Given these factors, the results of both of these analyses points within a range of estimates of the number of Bend's households in need of affordable housing.

Combined estimate of cost burden. An average of the two methods of calculating the number of cost burdened households can provide a useful estimate for planning purposes. Exhibit IV-19 presents the data from the two analyses and an average estimate of cost burdened households.

**Exhibit IV-19.
Combined Estimate of
Cost Burdened
Households, 2000**

Source:
BBC Research & Consulting and U.S. Census
Bureau, 2000 Census.

Income Category	Income/Price Comparison	Census Cost Burden Data	Average Estimate
Extremely low-income	1,745	1,399	1,572
Low-income	1,306	1,532	1,419
Moderate-income	0	1,404	702
Middle-income	198	472	335
Total	3,249	4,807	4,028

As seen in Exhibit IV-19 above, between 3,200 and 4,800 households in Bend are cost burdened in the income categories examined. The only major discrepancy between the two methods of analyzing cost burden is found in the moderate-income category, and it is likely due to higher income households moving into or staying in moderately priced units. Some of the reported cost burden at this income level is also likely due to households choosing to cost burden themselves in order to achieve home ownership.

2002 Housing Supply and Demand

In order to provide an updated perspective on the potential gap between household incomes and housing prices in Bend, a number of information sources were used to update supply and demand:

- Building permits were added to the housing units reported in the Census to assess the increase in housing stock;
- Bratton Appraisal Group’s 2002 Central Oregon Rental Survey and 2002 Bend Apartment Survey results were analyzed to update costs of rental occupied housing;
- Sales of all units over the past 5 years were examined to update costs of owner-occupied housing;⁷ and
- The U.S. Bureau of Labor Statistics, Consumer Price Index for the Portland-Salem, Oregon-Washington region was used to update household incomes.

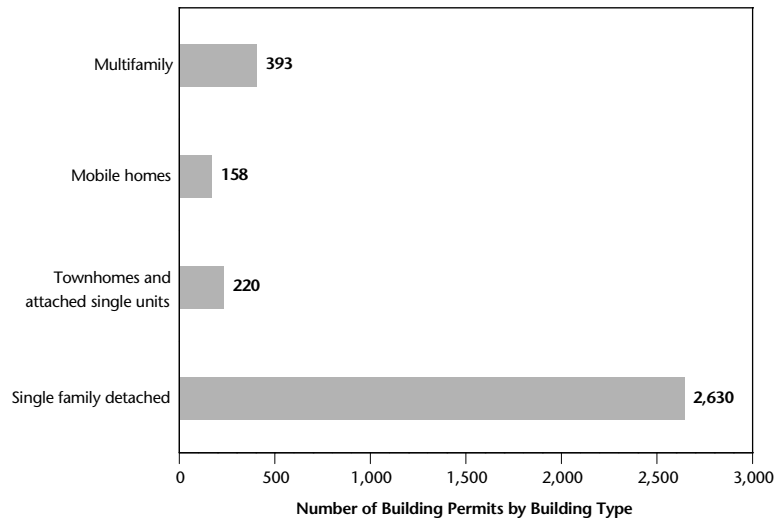
⁷Central Oregon Association of Realtors, Multi-List Service Data.

Recent development. From 2000 to 2002, building permit data indicated that 3,401 units have been built or are under construction in Bend and 86 units have been demolished, bringing the total number of units in the city up to approximately 25,812.⁸ This approximate 7 percent annual growth rate exceeds population projections prepared city staff in the *Bend Area General Plan* and projections by PCensus. This rapid growth in units is likely due to a combination of factors, including faster than anticipated population growth, optimism about continued growth in Bend and the presence of part year residents who require housing but are not reflected in population projections.

Previous development patterns appear to be continuing, with single family detached permits making up over 75 percent of all permits and multifamily permits comprising more than 10 percent of total permits. Exhibit IV-20 presents 2000, 2001 and 2002 permits by building type.

**Exhibit IV-20.
Bend Building Permits,
2000-2002**

Source:
City of Bend, Community Development
Department.

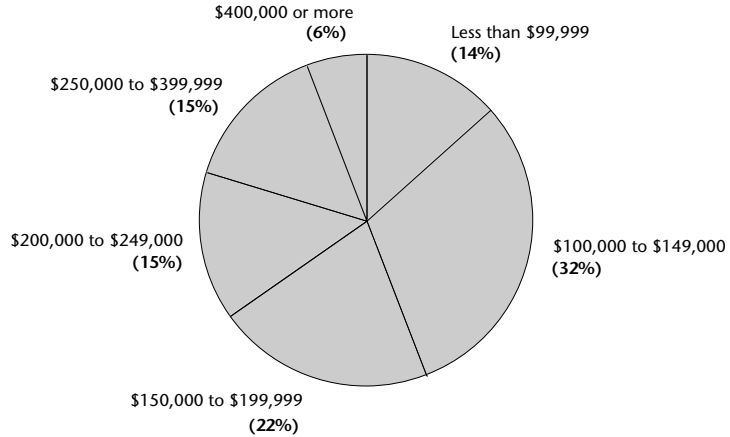


City of Bend home prices. Based on activity reported in by the Central Oregon Association of Realtors’ Multiple List Service (MLS) database, recent Bend home sale prices were clustered in a \$140,000 to \$149,999 range in recent years. Of all sales over a recent five-year period, 65 percent sold for between \$100,000 and \$249,999. Of the balance, most sold for \$250,000 or more (21 percent of the total), while a small number sold for less than \$100,000. Exhibit IV-21 presents these data.

⁸ The 2000 Census reflects data collected through April 1, 2000. To estimate actual units in 2002, BBC calculated the share of city building permit data from April 2000 to December 2000 and added it to 2000 Census data, in addition to 2001 and 2002 building permit data.

Exhibit IV-21.
MLS Service Sales,
1998 to 2002

Source:
Central Oregon Association of Realtors,
Multiple listing and Information Service.



Given the 2000 analysis presented in Exhibits IV-12 through IV-17, homes selling for \$84,232 or less were affordable for the 8,195 households earning 80 percent or less of the city median income. However, only 959 home ownership units were available at this income level in 2000. Given MLS data from 1998 to 2002, 10 percent of homes (or 936 housing units) sold for less than \$89,999. Therefore, it appears that the number of affordable home ownership units has decreased since 2000, indicating a greater need for affordable housing units. It can be concluded that the balance of 7,259 households not accommodated by the 936 housing units are forced to find housing in the rental market or housing that is not affordable at their income level.

Over the five year period, the median sale price for home ownership units ranged from \$150,000 to \$159,999. Using the middle of this range (\$155,000), a household would need to earn \$56,231 to afford the median home in Bend. This income is 138 percent of Bend's 2000 median income of \$40,857. Using the 2000 Census household by income distribution, approximately 7,000 households in Bend, or one-third of all households, would have been able to afford the median sale price for home ownership units.

In 1998, the median priced home in Bend sold for between \$120,000 and \$130,000. By 2002, that figure had risen to between \$180,000 and \$190,000, a 48 percent increase, representing 8 percent annual home inflation.

Updated rental data. The most comprehensive rental data by rental type is provided by Bratton Appraisal Group's 2002 rental survey. Exhibit IV-22 presents the number of units and their average rent by unit type. It should be noted that the data are a sample of Bend rental units (3,799 units) and do not provide a comprehensive count of units in the city.

**Exhibit IV-22.
Central Oregon Rental Survey Results, 2002**

	Apartment		Duplex		Triplex/Fourplex		House		Manufactured Home	
	Number of units	Average Rent	Number of units	Average Rent	Number of units	Average Rent	Number of units	Average Rent	Number of units	Average Rent
Studio	28	\$434	1	\$500	N/A	N/A	N/A	N/A	N/A	N/A
1 Bdrm	215	\$459	8	\$471	32	\$525	1	\$650	11	\$453
2 Bdrm	983	\$527	187	\$644	150	\$642	110	\$659	39	\$560
3 Bdrm	102	\$659	13	\$730	50	\$745	243	\$895	11	\$736
4 Bdrm	N/A	N/A	N/A	N/A	1	\$800	19	\$1,108	N/A	N/A
5 Bdrm	N/A	N/A	N/A	N/A	N/A	N/A	N/A	N/A	N/A	N/A

Source: Bratton Appraisal Group, LLC, *Central Oregon Rental Survey, 2002*.

Given these data, the weighted median rent for all units was \$527, notably lower than the 2000 Census median of \$649. The discrepancy in the survey median and the Census can be attributed to differences in data collection methods or to rental units that are captured in the Census but not in the Bratton report. The weighted average rent for all units was \$603. Exhibit IV-23 summarizes weighted median rent and weighted average rent by unit type.

**Exhibit IV-23.
Weighted Median Rent and Weighted Average Rent by Unit Type**

	Apartment	Duplex	Triplex/Fourplex	House	Manufactured Home
Weighted median rent	\$527	\$644	\$642	\$895	\$560
Weighted average rent	\$524	\$642	\$649	\$836	\$572

Source: BBC Research & Consulting and Bratton Appraisal Group, LLC, *Central Oregon Rental Survey, 2002*.

Bratton Appraisal also conducted an apartment survey, which indicated that apartment rental prices in Bend rose by approximately 9 percent from 2000 to 2002.⁹ The 2002 average rent for established units (built before 1980) was \$550, while new units (built after 1990) rented for \$570. Rental distribution remained the same, with over 70 percent of units renting for between \$300 and \$749.

City of Bend incomes. To best estimate incomes in 2002, the Consumer Price Index (CPI) was applied to the 2000 Census median income to reflect inflation over the 2-year period. The CPI, the best measure of inflation as experienced by consumers in their day-to-day living expenses, increased 4 percent from 2000 to 2002.¹⁰ Given inflation, median income is estimated to have risen to \$42,372 in 2002.

2002 CHAS data. HUD provides data on households by income, special need and tenure for use in Consolidated Planning (these data are called CHAS data, after the name of the first consolidated planning reports). The following exhibits present these data for all households in the City of Bend, for White households, and for Hispanic households. Due to the methods used to develop these estimates, they may differ from similar data presented elsewhere in this section.

⁹ Bratton Appraisal Group, LLC, *Bend Apartment Survey, 2002*. To obtain the percent increase for both established and new units, BBC averaged the percent increase from 2000 to 2002 for both types of units.

¹⁰ Bureau of Labor Statistics, Consumer Price Index, Portland-Salem, OR-WA, 2002, <http://www.econ.state.or.us/cpi.htm>.

**Exhibit IV-24.
All Households, City of Bend, 2002**

Household by Type, Income, & Housing Problem	Renters					Owners					Total Households (L)
	Elderly 1 & 2 Member Households	Small Related (2 to 4)	Large Related (5 or more)	All Other Households	Total Renters	Elderly 1 & 2 Member Households	Small Related (2 to 4)	Large Related (5 or more)	All Other Households	Total Owners	
	(A)	(B)	(C)	(D)	(E)	(F)	(G)	(H)	(I)	(J)	
Very Low Income (Household Income <=50% MFI)	520	946	124	1,025	2,615	844	329	91	216	1,480	4,095
Household Income <=30% MFI	266	450	0	490	1,206	311	143	38	140	632	1,838
% with any housing problems	74.1	86	N/A	79.8	80.8	76.8	79	100	82.9	80.1	80.6
Cost Burden >50% and other housing problems	20.3	5.3	N/A	2.9	7.6	0	0	52.6	2.9	3.8	6.3
% Cost Burden >30% to <=50% and other housing problems	0	2.2	N/A	2	1.7	0	0	0	0	0	1.1
% Cost Burden <=30% and other housing problems	0	0	N/A	2	0.8	0	0	0	0	0	0.5
% Cost Burden >50% only	44.7	72.9	N/A	67.8	64.6	53.7	76.2	47.4	77.1	63.6	64.3
% Cost Burden >30% to <=50% only	9	5.6	N/A	5.1	6.1	23.2	2.8	0	2.9	12.7	8.4
Household Income >30% to <=50% MFI	254	496	124	535	1,409	533	186	53	76	848	2,257
% with any housing problems	82.7	86.1	100	90.1	88.2	47.8	92.5	100	47.4	60.8	77.9
% Cost Burden >50% and other housing problems	0	3	0	0	1.1	1.9	0	0	0	1.2	1.1
% Cost Burden >30% to <=50% and other housing problems	3.9	11.1	27.4	1.9	7.7	0	0	7.5	0	0.5	5
% Cost Burden <=30% and other housing problems	3.9	2	12.1	0	2.5	0	0	7.5	5.3	0.9	1.9
% Cost Burden >50% only	43.3	30.8	28.2	44.5	38	23.3	72	66	23.7	36.7	37.5
% Cost Burden >30% to <=50% only	31.5	39.1	32.3	43.7	38.9	22.7	20.4	18.9	18.4	21.6	32.4
Household Income >50 to <=80% MFI	151	637	145	853	1,786	862	713	177	290	2,042	3,828
% with any housing problems	67.5	40.7	87.6	45	48.8	24.8	73.6	85.9	85.5	55.8	52.5
% Cost Burden >50% and other housing problems	6.6	0	0	0	0.6	0	0	0	0	0	0.3
% Cost Burden >30% to <=50% and other housing problems	0	3.8	0	1.2	1.9	0	0	7.9	0	0.7	1.3
% Cost Burden <=30% and other housing problems	0	7.7	73.8	0	8.7	0	0	25.4	0	2.2	5.3
% Cost Burden >50% only	9.3	0.6	0	7	4.4	12.8	18.9	0	16.9	14.4	9.7
% Cost Burden >30% to <=50% only	51.7	28.6	13.8	36.8	33.3	12.1	54.7	52.5	68.6	38.5	36.1
Household Income >80% MFI	184	1,605	152	1,269	3,210	2,078	5,477	790	1,479	9,824	13,034
% with any housing problems	17.4	6.5	18.4	7.8	8.2	13.1	17	27.2	21.3	17.7	15.3
% Cost Burden >50% and other housing problems	2.2	0	0	0	0.1	0	0	1.9	0	0.2	0.1
% Cost Burden >30% to <=50% and other housing problems	0	0	0	0	0	0	0	1.3	0	0.1	0.1
% Cost Burden <=30% and other housing problems	2.2	1.6	18.4	3.9	3.3	0	0.9	7	0	1	1.6
% Cost Burden >50% only	13	0	0	0	0.7	2.9	1.9	0	0	1.7	1.4
% Cost Burden >30% to <=50% only	0	5	0	3.9	4	10.2	14.2	17.1	21.3	14.7	12.1
Total Households	855	3,188	421	3,147	7,611	3,784	6,519	1,058	1,985	13,346	20,957
% with any housing problems	63.3	37	66.3	43.1	44.1	25.9	26.7	43.3	36	29.2	34.6

Note: Total households includes all income groups -- including those above 95% MFI.

Source: www.comcon.org/resources/chasr/reports.asp

**Exhibit IV-25.
White Non-Hispanic Households, City of Bend, 2002**

Household by Type, Income, & Housing Problem	Renters				Owners				
	Elderly 1 & 2 Member Households	Family	All Other Households	Total Renters	Elderly 1 & 2 Member Households	Family	All Other Households	Total Owners	Total Households
	(A)	(B)	(D)	(E)	(F)	(G)	(I)	(J)	(L)
Very Low Income (Household Income <=50% MFI)	523	913	935	2,371	796	369	239	1,404	3,775
Household Income <=30% MFI	274	399	435	1,108	301	164	154	619	1,727
% with any housing problems	74.8	85.2	78.2	79.9	76.1	81.7	84.4	79.6	79.8
Household Income >30 to <=50% MFI	249	514	500	1,263	495	205	85	785	2,048
% with any housing problems	82.3	90.5	88	87.9	47.5	95.1	52.9	60.5	77.4
Household Income >50 to <=80% MFI	137	643	813	1,593	835	810	288	1,933	3,526
% with any housing problems	74.5	46.3	44.8	48	24.6	75.9	83	54.8	51.7
Household Income >80% MFI	190	1,650	1,215	3,055	2,079	6,054	1,425	9,558	12,613
% with any housing problems	21.1	8.2	7.8	8.8	13.2	17.8	21.4	17.3	15.3
Total households	850	3,206	2,963	7,019	3,710	7,233	1,952	12,895	19,914
% with any housing problems	64.9	38.6	41.8	43.2	25.4	27.9	36.8	28.6	33.7

Note: Total households includes all income groups -- including those above 95% MFI.

Source: www.comcon.org/resources/chasr/reports.asp

**Exhibit IV-26.
Hispanic Households, City of Bend, 2002**

Household by Type, Income, & Housing Problem	Renters				Owners				
	Elderly 1 & 2 Member Households	Family	All Other Households	Total Renters	Elderly 1 & 2 Member Households	Family	All Other Households	Total Owners	Total Households
	(A)	(B)	(D)	(E)	(F)	(G)	(I)	(J)	(L)
Very Low Income (Household Income <=50% MFI)	0	100	64	164	29	30	4	63	227
Household Income <=30% MFI	0	20	35	55	4	0	0	4	59
% with any housing problems	N/A	100	100	100	100	N/A	N/A	100	100
Household Income >30 to <=50% MFI	0	80	29	109	25	30	4	59	168
% with any housing problems	N/A	75	100	81.7	40	100	100	74.6	79.2
Household Income >50 to <=80% MFI	14	134	14	162	0	29	15	44	206
% with any housing problems	0	62.7	0	51.9	N/A	86.2	100	90.9	60.2
Household Income >80% MFI	0	69	20	89	0	88	20	108	197
% with any housing problems	N/A	0	0	0	N/A	21.6	0	17.6	9.6
Total households	14	303	98	415	29	147	39	215	630
% with any housing problems	0	54.1	65.3	54.9	48.3	50.3	48.7	49.8	53.2

Note: Total households includes all income groups -- including those above 95% MFI.

Source: www.comcon.org/resources/chasr/reports.asp

Estimated needs in 2003, 2009. Recent county estimates and forecasts indicate recent annual population growth of 5.3 percent, with 3.9 percent annual growth projected through 2010. These growth rates can be used to estimate and project the number of cost burdened households in the city in 2003 and 2009. However, it should be noted that this is likely to produce a low estimate of cost burdened units, given the recent dynamics of the Bend housing market. These include:

- Home price appreciation that totaled 111 percent during the 1990s and has averaged over 8 percent over the past 5 years;
- Rental appreciation of over 4 percent annually since 2000;
- Income appreciation of 58 percent during the 1990s, or 4.6 percent annually; and
- Inflation of less than 2 percent in recent years, which may have kept service and other wages relatively flat.

The combination of these trends is likely to mean that the number of cost burdened households is increasing more rapidly than the population as a whole. However, by applying population growth rates to cost burden figures, a lower bound estimate of cost burdened households in 2003 and 2009 can be developed. These estimates are presented in Exhibit IV-27.

**Exhibit IV-27.
Cost Burdened Household
Estimates, 2003, 2009**

Note:

1. 5.3 percent annual growth rate applied from 2000 to 2003.

2. 3.9 percent average annual growth rate applied from 2000 to 2010.

Source:

BBC Research & Consulting, Deschutes County, *Coordinated Population Forecast, 2000-2025* and U.S. Census Bureau, 2000 Census.

Income Category	Average Estimate, 2000	2003 Estimate ¹	2009 Projection ²
Extremely low-income	1,572	1,835	2,308
Low-income	1,419	1,656	2,083
Moderate-income	702	820	1,032
Middle-income	335	391	492
Total	4,028	4,702	5,915

Disproportionate Need

When examining the needs of low- and moderate-income households, it is important to determine if there exist any racial or ethnic populations with disproportionate needs. Bend is 91 percent non-Hispanic White and the largest minority is Hispanic or Latino at 5 percent. Due to the low number of other minorities in the city, Hispanics are the only minority population examined for disproportionate income needs.

Cost burden. Data from the 2000 Census indicate that Hispanic households likely face greater cost burden than White alone households.¹¹ In 2000, nearly 75 percent of all Hispanic households earned less than 95 percent of the Bend’s median income. In comparison, less than 50 percent of all White alone households earned less than 95 percent of Bend’s median income. As seen in Exhibit IV-28, the income distribution of White alone households is nearly identical to that of the city.

¹¹ The Census Bureau defines Hispanic or Latino as an ethnicity and generally categorizes Hispanics or Latinos as a White race. However, “White alone” defines residents as White, not of Hispanic or Latino origin.

**Exhibit IV-28.
Income Categories by
Race, 2000**

Note:

1. The Census Bureau defines Hispanic or Latino as an ethnicity and generally categorizes Hispanics or Latinos as a White race. However, "White alone" defines residents as White, not of Hispanic or Latino origin.

Source:

U.S. Census Bureau, 2000 Census.

Income Category	Total Households in Bend	Hispanic/Latino Households	White alone Households ¹
Extremely low-income	10%	9%	10%
Low-income	11%	29%	10%
Moderate-income	18%	28%	18%
Middle-income	9%	9%	9%
Total households low- to middle-income	48%	74%	46%
Total households	21,050	636	19,858

It is interesting to note that more than half of all Hispanic or Latino households earn between 30 and 80 percent of the city's median income, or between \$20,429 and \$32,686. This ratio of low- to moderate-income Hispanic or Latino households is more than double that of White alone households. However, the ratio of extremely low-income households (less than 30 percent of the city's median income) is nearly the same for Hispanic or Latino and White alone households.

Given 2000 Census data, it is likely that Hispanic or Latino households are two to three times more likely to be cost burdened than other households. It is important to note that Hispanic or Latino households, and minority households in general, are typically larger than White alone households. In 2000, the average Hispanic or Latino household consisted of 3.35 persons as compared to 2.38 persons for White alone households. Larger households, in addition to low- to moderate-incomes, place these households at higher risk of finding suitable and affordable housing.

Subsidized Units

Many of the rental units that are currently affordable to low income households in Bend are funded with some type of subsidy: housing tax credits, federal block grant funds, public housing assistance, Section 8 rental vouchers or others. There are approximately 598 total affordable housing units in Bend currently. In addition, the Central Oregon Regional Housing Authority (CORHA) currently has 490 Section 8 vouchers that are being used in market rate housing in Bend, with a total of 884 used in Deschutes County. The number of vouchers used in a community will vary as the holders of vouchers make new housing decisions. As a result, the actual number of affordable units in Bend at any one time could vary markedly. Exhibit IV-29 presents the subsidized units currently available in the city.

**Exhibit IV-29.
Affordable Housing in Bend**

Development Name	Units	Population Served
Scattered Site Public Housing	19	Low-income
Ariel Glen Apartments	70	Low-income, some accessible units
Cedar West Apartments	121	Low-income
Crest Butte Apartments	52	Low-income, senior, persons with disabilities
Eastlake Village	56	Low-income
Emma's Place	11	Persons with mental illness
Greenwood Manor	40	Seniors
Healy Heights Apartments	40	Low-income, persons with disabilities
Horizon House at Healing Health Campus	14	Special needs
Pilot Butte Townhouses	8	Low-income
Quimby Street Apartments	52	Senior, persons with disabilities
St. James Square I and II	27	Low-income
<u>Summit Park Apartments</u>	<u>88</u>	Low-income, senior, persons with disabilities
Total	598	
Section 8 Vouchers ¹	490	Low-income

Note: ¹ Number of Section 8 vouchers used in Bend as of October 2002.

Source: Central Oregon Community, COLINK.ORG and Central Oregon Regional Housing Authority.

CORHA background. The Central Oregon Housing Authority serves a population of more than 150,000 in Crook, Deschutes and Jefferson Counties. CORHA's Board of Commissioners consists of 9 members, three appointed by each county. In addition, one at-large member can be appointed by the board to represent central Oregon as a whole. The authority was founded in 1976 and currently owns and manages 48 properties in the communities of Bend, Culver, Madras and Redmond.

Demographics of subsidized units. Demographic and other data are available for residents of the three CORHA properties located in Bend: Ariel Glen, Eastlake Village and Summit Park. Items of note include:

- Approximately 90 percent of residents in these properties are employed, with the most common occupations being retail and education;
- The properties primarily serve extremely low and low-income households, with nearly 79 percent of households earning less than 50 percent of the area median income;
- Nearly two-thirds of the households in these properties are female headed; and
- Over two-thirds of the residents also work in Bend.

Expiring use. A particular concern about subsidized affordable units is the potential of losing them in the future as contracts expire. A review of HUD's expiring use database indicates that this may be a concern for six properties in Bend, potentially impacting up to 179 affordable units. The contracts

for each of these properties will expire during the five-year period considered by this Consolidated Plan. While property owners may simply decide to remain in the designated program and maintain the affordability of their units, they will be under no obligation to do so once their contracts expire. This is an important issue in Bend, as nearly 30 percent of the non-voucher affordable housing units in the community are impacted by potentially expiring contracts. Exhibit IV-30 presents the expiration dates for the relevant projects.

**Exhibit IV-30.
Bend Expiring Use
Properties**

Source:
Department of Housing and Urban
Development, *Multifamily Assistance and
Section 8 Contracts Database.*

Property	Expiration Date	Units
Crest Butte Apartments	September 2003	52
Greenwood Manor	March 2003	40
Pilot Butte Townhouses	September 2006	8
Quimby Street Apartments	March 2003	52
St. James Square I	August 2005	10
St. James Square II	June 2003	17
Total		179

Overall, these subsidized units are likely to mitigate the existing affordable housing shortfall in Bend. The 598 affordable units, in addition to the share of the 590 Section 8 vouchers currently in use in the city, provide an important resource for households in need of affordable housing.

Fair Housing

In 1995, the U.S. Department of Housing and Urban Development began requiring states and entitlement cities to plan for completing an Assessment of Fair Housing Impediments (AI). The City of Bend plans to conduct an AI as part of its five year strategic plan stemming from this Consolidated Plan.

Barriers to Housing Affordability

A review of regulations and fees governing land use development in Bend resulted in uncertain conclusions about the degree to which the existing regulatory environment is a barrier to affordability.

State of Oregon land use policy. Oregon’s land use regulations require the 240 cities in the state to establish urban growth boundaries (UGBs), effectively concentrating development in a limited geographic area. The impacts of UGBs are unclear, with the National Association of Home Builders (NAHB) suggesting that UGBs may have caused a decline in affordability in the Portland area, while the land use planning group 1000 Friends of Oregon disputes that claim. From a purely conceptual standpoint, it would seem likely that a restriction on the supply of land would increase the price of homes, but the size and degree of that impact is unclear.

City of Bend zoning and building ordinances. A review of the zoning and building codes of the city did not reveal any substantial concerns about affordability of permanent homes. However, a group of citizens recently worked with the City Council to streamline development requirements for emergency housing facilities, as policies were reportedly restrictive.

Fees and charges. As discussed earlier, Bend's system development charges (SDCs) are higher than those of neighboring cities, potentially increasing the cost of homes. In evaluating the impacts of SDCs on affordability, two factors should be considered. First, they are directly tied to the quality of capital facilities in a jurisdiction, meaning that a decline in SDCs would either need to be made up from other revenue sources or would lead to a reduction in capital service levels. Second, only a share of SDCs are passed on to the final buyer, with the remainder taken from the land price and the builder's profit. While the distribution of the SDC burden varies from place to place, it is unlikely that the final buyer bears the entire cost.

Tax policy. Oregon city budgets depend heavily on property tax revenues, as there is no sales tax in the state. Nearly half of Bend's 2001/02 revenues consisted of taxes (47 percent), two thirds of which came from property taxes. Another 22 percent of Bend's tax revenues came from franchise taxes, which are partially passed on to residents and business owners. Only a small share of revenues (12 percent) came from transient occupancy taxes (TOT) which are passed on to visitors to Bend. The small amount of the budget paid for by non-residents is likely to increase the cost of living in Bend, although the lack of sales taxes statewide means that Bend's tax policy is not likely to make the city any less affordable than other Oregon cities.

Conclusions

A number of conclusions can be drawn from this review of the Bend housing market.

- Bend is growing rapidly, and the housing market is responding to that growth. Units are being added at a rapid pace in anticipation of a ongoing increase in the population;
- Bend's housing stock is generally in good condition. While there are some units without basic amenities, housing condition is not seen as a widespread concern in the city.
- Home prices have appreciated rapidly since 1990, and the appreciation is ongoing. With nearly two-thirds of the population owning their home, the appreciation in home prices is an important factor in the local economy.
- While rents did not increase as rapidly as home prices during the 1990s, they have experienced strong growth since 2000. Relatively low vacancy rates, particularly in new units, are likely to continue putting pressure on rents.
- Incomes did not keep pace with home prices during the 1990s and may have fallen short of rents since 2000. As a result, affordable housing in Bend is becoming increasingly difficult for low-and moderate-income households to find.

Between 3,200 and 4,800 low-and moderate-income households in Bend were likely cost burdened in 2000, with a mid point estimate of approximately 4,000 households.

- In 2003, the number of cost burdened households is estimated at 4,700, and is projected to grow to 5,900 by 2009.
- There are 598 subsidized affordable units in Bend, with another 884 Section 8 vouchers available in the county. However, contracts on 179 of these affordable units are due to expire in the next five years, placing them in danger of being lost from the affordable housing stock.

SECTION V. Special Needs

Introduction

This section discusses the housing and community development needs of special needs populations in Bend, pursuant to Sections 91.205 of the Entitlement Community Consolidated Plan Regulations.

Due to lower incomes and the need for supportive services, special needs groups are more likely than the general population to encounter difficulties finding and paying for adequate housing and often require enhanced community services. The groups discussed in this section include:

- The elderly;
- Persons experiencing homelessness;
- Persons with developmental disabilities;
- Persons with HIV/AIDS;
- Persons with physical disabilities;
- Persons with mental illnesses and/or substance abuse problems; and
- Migrant agricultural workers.

Individuals with extremely low and very low incomes are also considered a special needs group by many policymakers and advocates. Because the needs of this group are given attention in other sections of this report, low-income populations are not included here as a specific special needs group.

State of Oregon Budget Shortfall

As is the case with most states, the State of Oregon is facing a severe budget shortfall in 2003. It is inevitable that this shortfall will result in cuts in state services, potentially including services to special needs populations. These cuts will impact schools, state police, prisons, the Oregon Health Plan, senior care and other services. Many of the populations described in this section will be impacted by the state's budget shortfall. Senior service providers have indicated that they may be required to put new Meals on Wheel participants on a waiting list. County agencies serving the developmentally disabled and mentally ill reported a 26 percent decrease in staff due to cuts. While crisis services are a priority for many service providers and will remain in place, other gaps may emerge in the service delivery system. In reviewing the resources described in this section, it is important to consider the potential reduction in their funding in the near future.

The remainder of this section discusses the populations, resources and outstanding needs of each special needs group. In every case, it should be noted that the state's budget shortfall may worsen service delivery to these groups.

The Elderly

Total population. According to 2000 U.S. Census data, there were 6,431 persons over the age of 65 living in Bend in 2000, a 133 percent increase over the 1990 total of 2,760. The elderly made up 12 percent of the City's population in 2000, a slight decline from the 13 percent of the population they constituted in 1990. The share of the total population made up of seniors was similar in Deschutes County and the state, where they were 13 and 12 percent of the respective populations.

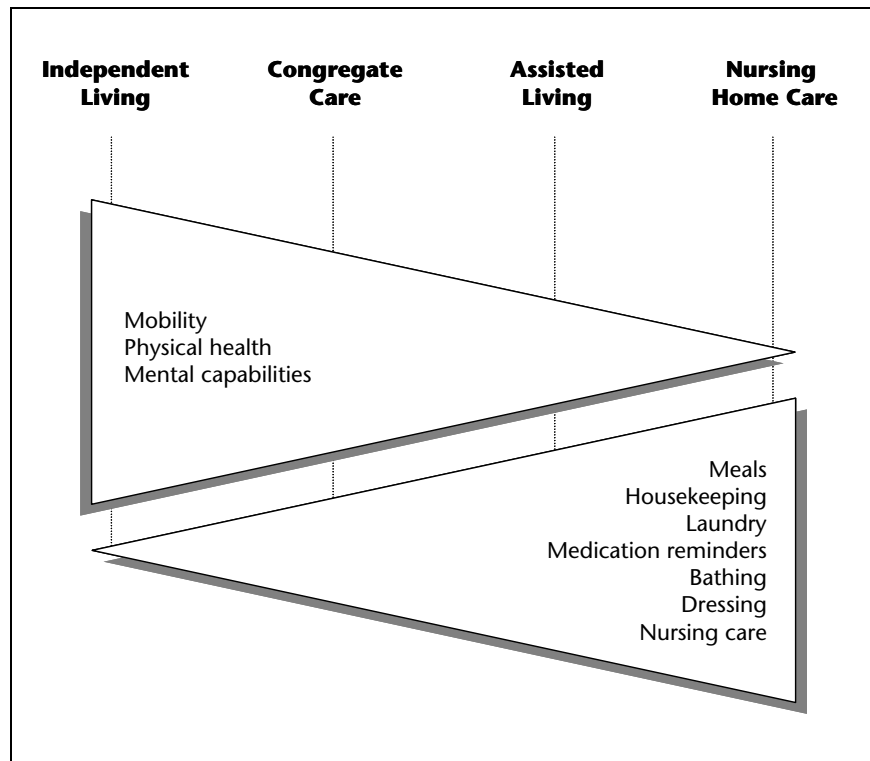
Housing the elderly. Elderly housing can best be described using a continuum of options, ranging from independent living situations to nursing homes with intensive medical and personal care support systems. Common steps along this housing continuum include the following:

- **Independent Living.** The elderly may live with relatives, on their own or in subsidized units.
- **Congregate Living.** Typically unsubsidized facilities that can be quite expensive for low- and moderate-income elderly. Normally, three meals per day are available, with at least one included in the monthly charge. Organized social activities are generally provided.
- **Assisted Living Facilities.** 24 hour non-nursing assistance, often including bathing, dressing, and medication reminders, is provided. These facilities are not medical in nature and typically do not accept Medicaid reimbursement; however, nursing care is sometimes provided through home health care services. These facilities can also be fairly expensive.
- **Nursing Home.** 24 hour nursing is provided. Nursing home services may be generalized or specialized (e.g., for Alzheimer's patients). Nursing homes are less medically intensive than hospitals and accept Medicaid reimbursement.

Exhibit V-1 illustrates how services increase in relation to the restrictiveness of a living environment. Independent living is at one end of the continuum with little or no services provided. Skilled nursing care with comprehensive services is at the other end. The movement along the continuum is not always smooth and age is not always a factor in the level of care received. However, in most cases, the functional capabilities of an individual decline with age, which results in an increased need for services.

**Exhibit V-1.
Senior Housing
Continuum**

Source:
BBC Research & Consulting.



According to the 2000 Census, 461 seniors, or 7 percent of the elderly population in Bend, lived in group quarters. This is a somewhat larger share than the 5 percent of seniors statewide living in group quarters. Nationally, about 4.5 percent of the 65 and over population lived in nursing homes in 2000, with the percentages increasing dramatically with age.¹ For example, only 1.1 percent of those aged 65 to 74 nationwide lived in nursing homes in 2000, while 4.7 percent among those aged 75 to 84 and 18.2 percent of those 85 and over lived in nursing homes.

Of the individuals residing in group quarters in Bend, 229 lived in nursing homes and the remaining 232 lived in non-institutionalized group housing. This non-institutionalized housing most likely represents the less intensive steps on the continuum in Exhibit V-1 above.

Of the remaining senior households in Bend, 79 percent owned their homes in 2000 and were presumably at or near the independent end of the continuum. This was similar to state statistics, which showed 78 percent of older residents owning their homes. For individuals 85 years and older, the city homeownership rate dropped to about 52 percent, while the state homeownership rate only dropped to 61 percent. This declining homeownership is indicative of both increasing needs for assisted living and the difficulty supporting the burden of homeownership as individuals age. Exhibit V-2 presents the housing situations of the senior populations in Bend and in the state.

¹ U.S. Census Bureau, "The 65 Years and Over Population: 2000, Census 2000 Brief, October 2001," <http://www.census.gov/prod/2001pubs/c2kbr01-10.pdf>.

**Exhibit V-2.
Senior Housing in Bend
and the State of Oregon**

Note:

Group home figures represent individuals while renter and owner figures are households.

Source:

U.S. Census Bureau, 2000 Census.

Housing Type	City of Bend	State of Oregon
Group Quarters Population	461	20,805
Nursing home	229	13,010
Other institutionalized	0	744
Non-institutionalized	232	7,051
Owner-Occupied Households	3,179	218,183
Renter-Occupied Household	824	60,112

In most communities, seniors prefer to stay in their own homes as long as they can. If they are nearby, family members can assist with basic care needs, which enables seniors to remain in their homes longer than they would otherwise. However, the heavier work demands placed on many individuals and increased transience of the population in general in recent years has made family assistance more challenging.

Outstanding need. Elderly individuals face a wide range of housing issues, including substandard housing, a need for modifications due to physical disabilities and a lack of affordable housing.

HUD’s 1999 Elderly Housing Report provides the latest national data available on seniors living in housing in need of repair or rehabilitation. HUD reports that in 1999, 6 percent of seniors nationwide lived in housing that needed repair or rehabilitation. Applying this estimate to Bend, it can be said that approximately 240 elderly households in Bend were likely to live in substandard housing in 2000.

Many seniors also live in homes that need modifications to better serve their physical disabilities or other mobility limitations. In 2000, 23 percent of non-institutionalized elderly persons in Bend (or 1,495 people) reported that they had some form of physical disability and another 23 percent (1,480 people) reported a self-care or go-outside-home limitation (e.g., bathing, taking medication, going outside the home alone to shop or visit a doctor’s office).

Compounding the needs some seniors face for repair or improvements are the low- and/or fixed incomes they have available to make those changes. The 2000 Census reported Bend’s median income at \$40,857, but elderly incomes were substantially lower. The median income for those aged 65 to 74 was \$33,582, significantly lower than the city’s median. The median for those 75 years and over decreased further, to \$24,116. In fact, the 75 and older age cohort had the lowest median income of any age group in Bend. The U.S. Census Bureau also uses a set of income thresholds that vary by family size and composition to determine who is poor. The elderly poverty rate in Bend, those over the age of 65 whose total income was less than the threshold, was 6 percent in 2000. Of the approximately 346 elderly in poverty as of the 2000 Census, 71 percent were women aged 65 and over. In 1999, nearly 24 percent (973 households) of elderly households had incomes of less than \$15,000 and an additional 18 percent (753 households) had incomes ranging from \$15,000 to \$24,999. Exhibit V-3 displays the income distribution of elderly households in Bend in 1990 and 1999.

Exhibit V-3.
Bend Income Distribution of Elderly, 1990 and 2000

65 to 74 Years	1990 Number	Percent	2000 Number	Percent
Less than \$10,000	223	24%	151	8%
\$10,000 to \$14,999	150	16%	123	6%
\$15,000 to \$24,999	214	23%	343	18%
\$25,000 to \$34,999	170	18%	414	21%
\$35,000 to \$49,999	126	13%	329	17%
\$50,000 to \$74,999	47	5%	239	12%
\$75,000 to \$99,999	0	0%	174	9%
\$100,000 or more	14	1%	179	9%
75 Years and over	1990 Number	Percent	2000 Number	Percent
Less than \$10,000	302	35%	313	15%
\$10,000 to \$14,999	166	20%	386	18%
\$15,000 to \$24,999	230	27%	410	19%
\$25,000 to \$34,999	69	8%	432	20%
\$35,000 to \$49,999	28	3%	254	12%
\$50,000 to \$74,999	34	4%	182	8%
\$75,000 to \$99,999	5	1%	66	3%
\$100,000 or more	17	2%	100	5%

Source: U.S. Census Bureau, 1990 and 2000 Census.

Since most elderly have passed their peak earning years, wealth is also an important factor in the economic well being for this population. While incomes may be low, many elderly depend on accumulated wealth for their well-being. Wealth data are not as readily available as income data, but it is notable that Oregon rates seventh among U.S. states in the median net worth of its residents. This relatively high level of wealth indicates that wealth may be an important consideration for the elderly population in Bend.

An additional burden faced by elderly households is that 13 percent had no vehicle available to them in 2000. Lack of access to a vehicle could severely limit access to health care and other services, unless adequate public transit is in place to serve the elderly. As noted elsewhere, the city's Dial-a-Ride program is the only public transportation available in Bend.

Resources. Given the variety of housing options available to serve the elderly, and the fact that much of this housing is privately produced, it is difficult to assess the sufficiency of housing for the city's elderly households without undertaking a comprehensive market analysis. However, the same housing problems that exist for the elderly nationwide are also prevalent in Bend. The most pressing issues for middle- and high- income elderly in the U.S. are finding facilities located in areas they prefer with access to public transit and other needed community services. For low-income elderly, the most difficult issue is finding affordable housing with an adequate level of care.

Housing. Numerous federal programs, although not targeted specifically to the elderly, can be used to produce affordable elderly housing. These include CDBG, HOME, Section 8 and public housing. Additionally, there are two federal programs specifically targeted at the elderly. Section 202 subsidizes development of elderly housing and has supported over 350,000 units nationwide since 1959.

The Home Equity Conversion Mortgage Payment (HECM) supports repair, rehabilitation and ongoing needs of individuals by allowing elderly homeowners to capture some of the equity they have in their homes through reverse mortgage programs. Individuals who own their homes free and clear, or have very low outstanding balances on their mortgages, are eligible for the program as long as they live in their homes.

Another important federal support for elderly housing is the Medicaid program. Typically, Medicaid is used to pay for room and board in nursing homes or other institutional settings. Medicaid waivers can also be used to pay for “environmental modifications” to the homes of elderly or disabled individuals. Currently, Medicaid identifies three nursing homes in Bend that provide assisted care living and supportive services to the elderly. Exhibit V-4 presents information about these nursing homes.

**Exhibit V-4
Bend Medicaid/Medicare
Nursing Homes**

Note:
Most data in table is updated as of 2001.

Source:
Medicare, Nursing Home Compare: About
Nursing Homes,
www.medicare.gov/Nhcompare/Search/AboutNH.asp.

Nursing Home	Total Number of Certified Beds	Total Number of Residents in Certified Beds	Percentage of Occupied Certified Beds
Cascade View Nursing Home	87	30	34%
Central Oregon Health Care	100	46	46%
Bend Nursing Center	40	32	80%

As shown in the exhibit above, the occupancy rates at two of the three nursing homes are relatively low, which may indicate an oversupply of certified nursing homes. However, the majority of seniors are not in need of supportive nursing home care. The balance of seniors likely live independently or in other housing facilities exclusive to seniors not identified by Medicaid/Medicare, which range from independent living to nursing homes. As a result, needs could exist for less intensive services, even while nursing home beds remain empty.

Services. A variety of services are available to seniors in the Bend community. Dial-a-Ride offers transportation with 24 hour notification to seniors and people with disabilities, and has recently expanded its services to the general public. The Oregon Council on Aging provides meals on wheels to seniors in need of food assistance. However, new applicants to this program may be placed on waiting lists due to budget cuts after the defeat of Measure 28. Oregon Project Independence offers supportive services to individuals whose incomes are slightly above the Medicaid threshold, but who have outstanding needs. These include housekeeping, grocery shopping and other services.

Aside from Medicaid subsidized housing, the Central Oregon Regional Housing Authority has one property, Greenwood Manor, which is targeted to seniors and people with disabilities. Greenwood Manor has 40 units and, based on interviews with senior advocates, often has a waiting list. In addition to Greenwood Manor, there are approximately 40 adult foster homes in the Bend area.

Outstanding needs. The Oregon Council on Aging is currently conducting a senior needs assessment using a telephone survey and a follow-up focus group. While the study is incomplete, preliminary findings indicate a number of priority needs among the local senior population.

Due to the lack of a fixed route bus system, transportation is the highest priority need facing seniors. While Dial-a-Ride is an important service provider in Bend, the 24-hour notification requirement and the systematic inefficiency of an on-demand service (time required to pick up others, wait for a return trip, etc.) make it difficult for seniors to use.

In addition to transportation, other priority needs are those found nationwide among seniors. These include prescription drug payments, taxes and assistance with bills. They are needs that are the result of fixed incomes, increasing health care costs and general inflation.

Persons Experiencing Homelessness

Definition. The Stewart B. McKinney Homelessness Act defines a person experiencing homelessness as “one who lacks a fixed permanent nighttime residence or whose nighttime residence is a temporary shelter, welfare hotel or any public or private place not designated as sleeping accommodations for human beings.” It is important to note that this definition includes those who move in with friends or relatives on a temporary basis as well as the more visible homeless in shelters or on the streets.


HUD’s definition of homelessness is slightly more comprehensive. In addition to defining individuals and families sleeping in areas “not meant for human habitation,” the definition includes persons who:

- “Are living in transitional or supportive housing for homeless persons but originally came from streets or emergency shelters;
- Ordinarily sleep in transitional or supportive housing for homeless persons but are spending a short time (30 consecutive days or less) in a hospital or other institution;
- Are being evicted within a week from private dwelling units and no subsequent residences have been identified and they lack resources and supportive networks needed to obtain access to housing; or
- Are being discharged within a week from institutions in which they have been residents for more than 30 consecutive days and no subsequent residences have been identified and they lack the resources and support networks needed to obtain access to housing.”

This definition demonstrates the diversity of people experiencing homelessness. The numerous locations in which people experiencing homelessness can be found complicates efforts to estimate an accurate number of the population.

Total population. Estimating the total population of persons experiencing homelessness on a nationwide, statewide or even local level, is challenging because of the various types of homelessness and difficulties in locating the population. For example, an individual living with friends on a temporary basis can be considered homeless but would be unlikely to be identified in a homeless count.

In the 2002 Continuum of Care for the Central Oregon Housing Stabilization Program, the Central Oregon Community Action Agency Network (COCAAN) estimated the numbers and outstanding needs of persons experiencing homelessness in Crook, Deschutes and Jefferson Counties. Their surveys found 348 individuals and 539 persons in families with children experiencing homelessness in 2002. These data were collected as households accessed services over a one month period. In addition to this assessment, a housing survey has been conducted in Deschutes County every 2 years since 1998. This survey found 583 individuals in 269 households who were homeless in the county in 2002. Together, these data indicate that 66 percent of homeless individuals in the three county area were receiving services in Deschutes County.

Of the 269 homeless households in Deschutes County in 2002, 178 (66 percent) received services in Bend. Assuming an average household size of 2.16, this would indicate 386 homeless individuals in Bend in 2002. According to the Oregon Progress Board, the statewide homeless population fluctuated during the 1990s, but showed an overall increasing trend over the  decade. While the population was only reported as 5,196 statewide in 1996, it grew to over 9,000 by 1999.

Characteristics of the Homeless. While the only consistent characteristic of the homeless is the lack of a permanent place to sleep, there are a number of sub-groups that are typically part of the homeless population. These include the following:

- **HIV/AIDS.** National estimates place the proportion of homeless persons who are HIV positive at 15 percent. Other estimates place the total at between 1 and 7 percent. The Continuum of Care estimated a need for 86 beds for people with HIV/AIDS, indicating that approximately 10 percent of the area homeless population has HIV/AIDS.
- **Substance Abuse.** A recent HUD report found that 31 percent of homeless individuals who contact shelters, food pantries or other assistance providers have an alcohol problem, 19 percent have a drug problem and 7 percent have both. Applying these percentages to the estimate of the 386 homeless individuals in the city during any one year results in a total of approximately 166 homeless individuals with substance abuse problems. The 2002 Deschutes County Housing Survey only reported 30 households with drug and alcohol abuse problems. The Continuum of Care also reported a relatively low estimate of 72 individuals with substance abuse needs, out of the 887-person population in the area. This indicates a local incidence rate of 8 percent.
- **Mentally Ill.** HUD estimates that 39 percent of the homeless who contact some assistance provider are mentally ill. Using the above estimate of 386 homeless persons in Bend would indicate that approximately 150 of those individuals have a mental illness. However, the Continuum of Care only estimates a need for 189 beds for persons with mental illnesses in all of Central Oregon, indicating an incidence rate of 22 percent.

The variations between the reported results and incidence rates may reflect truly lower incidences of people with HIV/AIDS, substance abuse problems or mental illnesses in Bend than in the rest of the country. However, the discrepancies also may be due to the self-reporting nature of local surveys, which leads to low estimates.

At Risk of Homelessness. In addition to the 178 homeless households identified in Bend, the 2002 Deschutes County Housing Survey found 384 households who were at risk of homelessness. These precariously housed individuals may be living with friends or family, be in severely cost burdened living situations or have found temporary subsidized housing. Many of these households are those identified in the cost burden analysis in Section IV of the Consolidated Plan.

Outstanding need. The Continuum of Care application estimated a need for a total of 348 beds for individuals and 539 beds or units for persons in families with children who are experiencing homelessness in Central Oregon. Shelters and housing providers support a total of 194 beds for individuals and 284 beds for persons in families with children. This total still leaves unmet needs for all types of housing, totaling 154 beds needed for individuals and 255 beds for persons in families with children.

No comprehensive data is available for Bend to perform a gap analysis similar to the Continuum of Care. However, using data from the 2002 Deschutes County Housing Survey and the Continuum of Care, an estimate of needs in Bend can be developed. This estimate assumes that:

- As seen through a comparison of the Continuum of Care and 2002 Deschutes County Housing survey data, 66 percent of homeless individuals and households in the three county area received services in Deschutes County.
- Consistent with the 2002 Deschutes County Housing Survey, 66 percent of homeless individuals and households in the county were assumed to reside in Bend, meaning that 44 percent (66 percent of 66 percent) of individuals and households in the three county area received services in Bend.
- All existing and planned beds reported in the Continuum of Care were reviewed to assess whether they are located in Bend. Any non-Bend beds were removed from the table.
- All rental subsidies were prorated between Bend and the remainder of the community using the same 66 percent ratio identified for the total population.

Exhibit V-5 (which is also HUD required table 1A) provides detailed information obtained from resources who provide supportive services to persons experiencing homelessness.

**Exhibit V-5.
Outstanding Needs, Housing for Persons Experiencing Homelessness**

Individuals	Estimated Need	Current Inventory	Unmet Need/Gap	Relative Priority
Beds/Units				
Emergency Shelter	69	62	7	High
Transitional Housing	69	60	9	High
Permanent Housing	13	27	0	Low
Total	152	169	16	N/A
Estimated Supportive Services Slots	No specific data on supportive service slots or needs are provided in the Continuum of Care gap analysis. Services are available through County Mental Health Departments, Medicaid waivers and local organizations such as CORIL. (3)			
Estimated Sub-populations	See Exhibit V-6. No specific data are available on the needs of sub-populations in Bend.			

Persons in Families with Children	Estimated Need	Current Inventory	Unmet Need/Gap	Relative Priority
Beds/Units				
Emergency Shelter	111	92	19	High
Transitional Housing	111	91 ¹	20	High
Permanent Housing	13	0	13	Medium
Total	235	183	52	N/A
Estimated Supportive Services Slots	No specific data on supportive service slots or needs are provided in the Continuum of Care gap analysis. Services are available through County Mental Health Departments, Medicaid waivers and local organizations such as CORIL. (2)			
Estimated Sub-populations	See Exhibit V-6. No specific data are available on the needs of sub-populations in Bend.			

Note: This table is based on HUD required table 1A.

(1) This includes 78 of 178 slots in the Central Oregon Housing Stabilization Program (44 percent).

(2) Given the data in Exhibit V-6, 16 individuals and 16 persons in families with children need substance abuse treatment, and 69 individuals and 19 persons in families with children need mental health care.

The 2002 Deschutes County Housing Survey is a survey of people who accessed resources during 2002 and who also completed a survey. The survey does not accurately capture every household who is experiencing homelessness.

The numbers in this exhibit are estimates based on assumptions and do not reflect the true unmet need in the community. This is because estimating the number of homeless individuals is problematic due to the difficulties in locating the population. In addition, the current inventory of beds/units is variable due to (1) the seasonal operation of some of the shelters, and (2) the budget shortfalls faced by many shelters that can result in periodic facility shut-downs. Finally, the inventory of beds/units is misleading because (1) several of the shelter facilities in Bend serve only certain special needs populations (e.g., battered spouses, teen mothers, or runaway teens), and (2) while the need identified above is reflects Bend only, Bend shelters serve the entire region.

Source: 2002 Deschutes County Housing Survey, Continuum of Care

No specific data are provided in the Continuum of Care gap analysis regarding the demand or outstanding need for supportive services. However, the Continuum of Care provided a summary of supportive service resources, as presented in Exhibit V-6.

**Exhibit V-6.
Services for the
Homeless**

Note:

No specific data on service needs are available in the Continuum of Care

Source:

U.S. Census Bureau, 2000 Census.

Population	Service Provider
Chronic Substance Abuse	County Mental Health, private treatment programs
Severe and Persistently Mentally Ill	County Mental Health, Emma's Place
Veterans	County Veterans Programs, Oregon Employment Department, Vocational Rehabilitation
Persons with HIV/AIDS	County Health Departments, Oregon Housing Opportunities in Partnership
Victims of Domestic Violence	COBRA, Victims Assistance
Youth	Cascade Youth and Family Services, Youth Street Outreach Project, Homeless School Liaison, Family Access Networks, Grandma's House
Other Services	Transportation: Dial-A-Ride Child Care: Department of Human Services Employment Training: OR Employment Division COIC COCC OR Vocational Rehab

In addition, the Continuum of Care provides data on the sizes of various sub-populations of the homeless. Using the same assumptions necessary to develop Exhibit V-5, (44 percent of need in Bend, etc.) estimates were prepared of the sizes of sub-populations in Bend, which are presented in Exhibit V-7. Given these data, 16 individuals and 16 persons in families with children need substance abuse treatment, and 69 individuals and 19 persons in families with children need mental health care.

**Exhibit V-7.
Outstanding Needs, Housing for Persons
Experiencing Homelessness**

Individuals	Need	Inventory	Gap
Chronic Substance Abuse	16	2	14
Seriously Mentally Ill	69	25	44
Dually Diagnosed	16	2	14
Veterans	13	0	13
Persons with HIV/AIDS	33	0	33
Victims of Domestic Violence	3	4	0
Youth	36	26	10
Total	148	59	89
Persons in families with children	Need	Inventory	Gap
Chronic Substance Abuse	16	0	16
Seriously Mentally Ill	19	0	19
Dually Diagnosed	16	0	16
Veterans	15	0	15
Persons with HIV/AIDS	5	0	5
Victims of Domestic Violence	35	0	35
Total	105	0	105

Note: This table is based on HUD required table 1A. all population numbers are 66 percent of the numbers for the area.

Source: 2002 Central Oregon Housing Stabilization Program, Continuum of Care.

Although no data was available to determine the relative priority of the unmet needs in this exhibit, the Continuum of Care application does provide a priority project, the Central Oregon Housing Stabilization Program. The narrative in the Continuum of Care indicates that this project is a priority due to “rising numbers of homeless families.” This program provides transitional housing support services in the county, and the loss of it would mean an increase in the number of homeless families in the area by at least 60 annually. Given this discussion, it can be assumed that transitional housing for homeless families is the highest priority need in the area.

The priority need for transition housing is supported by the estimated 52 persons in families with children in need of housing in Bend. In order to facilitate education, health care and other support systems for these children, transitional and long-term housing is needed for these families.

Finally, another important priority that should be recognized is the need for housing for special needs populations, including individuals with chronic substance abuse problems and individuals with mental illnesses. Among both individuals and families, there is a lack of supportive resources for sub-populations of the homeless.

Resources. There are a variety of organizations providing housing and supportive services to homeless individuals and families in Bend. These include:

- Grandma’s House, a home for pregnant or new teen mothers who may also be homeless or abused, that provides housing, case management and support services. Grandma’s House has four beds for individuals and four beds for persons in families with children.
- Bethlehem Inn, a rotating church based emergency shelter that provides 18 weeks of shelter during the winter months. Transportation to other service providers is provided by church volunteers. Bethlehem Inn has 29 beds for individuals and 29 beds for persons in families with children.
- Central Oregon Battering and Rape Alliance (COBRA) emergency shelter for victims of domestic abuse, offering housing, case management and support groups. COBRA has 2 beds for individuals and 24 beds for persons in families with children.
- Cascade Youth and Family’s Safe Homes Shelter for homeless teens, which also provides case management services. Safe Homes has 10 beds for individuals.
- St. Vincent de Paul’s’ transitional housing, which also houses one of the region’s largest emergency food pantries. St. Vincent de Paul’s has 2 beds for individuals and 12 beds for persons in families with children.
- Park Place, a 5 bed crisis shelter operated by the County Mental Health Department for individuals with mental illnesses.
- Liberty House, a home operated by the County Mental Health Department with 5 beds for individuals with mental illnesses; and
- A Salvation Army shelter with beds for 10 individuals and 8 persons in families with children. The shelter provides emergency and transitional housing, as well as case management for individuals in the transitional program.

Three additional facilities are likely to be added to this list in the near future. COCAAN is currently renovating a single family house in Bend into a five-bedroom emergency shelter (with 18 to 20 beds) for homeless families. This unit is intended to serve the tri-county region. The Central Oregon Regional Housing Authority (CORHA) is currently working with COCAAN and Deschutes County on the development of Horizon House, a 14 bed transitional housing facility for persons with mental illnesses. In addition, the Salvation Army is discussing construction of a new facility. However, the existing Salvation Army shelter closed for the summer in 2003 with uncertainty about what will happen in the fall. The net impact on available beds is unclear at the time of printing.

In addition to these facilities, COCAAN provides referrals and partners with various agencies to provide supportive services through its Central Oregon Housing Stabilization Program. This program is a centralized point of information for many housing and homeless programs in the area.

Persons with Developmental Disabilities

Definition. According to the National Association of Developmental Disabilities Councils, a developmental disability is a severe, chronic disability of a person 5 years or older, which:

- Is attributed to a mental or physical impairment or combination of mental and physical impairments;
- Is manifested before the person attains the age 22;
- Is likely to continue indefinitely;
- Results in substantial functional limitation in three or more of the following areas of major life activity: self-care, receptive and expressive language, learning, mobility, self-direction, capacity for independent living and economic self-sufficiency; and
- Reflects the person's need for a combination and sequence of special, interdisciplinary, or generic care, treatment, or other services, which are of lifelong or extended duration and are individually planned and coordinated.

Persons with developmental disabilities can have many diagnoses, as long as the condition began before the age of 22. These include cerebral palsy, autism, spinal cord, head injuries and others.

Total population. The Centers for Disease Control and Prevention (CDC) estimates that about 17 percent of U.S. children under 18 years of age have a developmental disability. Applying this incidence rate to the population of Bend, approximately 2,163 persons under the age of 18 have some form of physical, cognitive, psychological, sensory or speech impairment. Additionally, the CDC estimates that approximately 2 percent of school-aged children in the U.S. have a serious developmental disability, such as mental retardation or cerebral palsy, and need special education services or supportive care. Applying this percentage would indicate that approximately 183 children of Bend have a serious developmental disability.

The U.S. Department of Health and Human Services estimated a total of 4 million Americans with severe developmental disabilities in 2000, or 1.4 percent of the population. This incidence rate would result in an estimate of 739 persons of any age with severe developmental disabilities in Bend.

Deschutes County delivers services to approximately 400 people with developmental disabilities, the majority of whom reside in Bend. However, these are likely to only be a subset of the local developmental disabled population, as other individuals may not be receiving county services.

Outstanding need. There are a number of methods of estimating the outstanding need for services for the developmentally disabled in Bend. Conservative estimates place the number of adults in need of services at 50 percent of the entire developmentally disabled population. With approximately 739 persons with developmental disabilities in Bend in 2000, 370 of these would need services. This is approximately the number of individuals reported as currently receiving services by Deschutes County.

According to the Oregon Progress Board, 91 percent of “Oregonians with a lasting developmental, mental and/or physical disability could live on their own given adequate support.” This finding highlights the importance of appropriate service and employment supports for these individuals. While many individuals are capable of living on their own, 21 percent of the state’s disabled population currently lives in poverty. As a result, these individuals are more likely to need affordable housing and other community services.

Resources. Services for people with developmental disabilities are provided by a number of organizations in Bend. These include the state and county, Central Oregon Resources for Independent Living (CORIL), Central Oregon Transitions Plus, the Opportunity Foundation and the city’s Dial-a-Ride transportation program. These organizations provide case management, transportation, job training and other services. In addition, the Bend Metro Park and Recreation District provides recreational programs for many individuals with disabilities.

According to service providers, there are three primary sources of affordable housing for persons with disabilities in Bend, in addition to housing that is available to the general public. The county’s Residential Assistance Program (RAP) helps approximately 45 people find appropriate housing in the community. Another 15 individuals are housed in adult foster care in the community, and the Norton and Kearney Street apartments provide 18 additional units of supported affordable housing.

Finally, before ending its term, the Clinton Administration announced three new initiatives aimed at providing people with disabilities more opportunities for home and community based care. The initiatives involve:

- Dedicating \$19.5 million to a pilot program that will provide housing and support systems (e.g., Section 8 vouchers) to move individuals with disabilities from institutions into community care settings. The program will also encourage other public and private entities to dedicate more resources to the effort;
- Promoting homeownership through issuance of 10,000 FHA-approved mortgages with more flexible underwriting criteria to people with disabilities; and
- Allowing “income disregards” in certain programs, which enables persons with disabilities to increase their incomes for a period of time without having to pay more for housing.

The catalyst for the initiatives was the recent U.S. Supreme Court ruling (*Olmstead v. L.C.*), which involved two mentally disabled women who sought placement in community care rather than being institutionalized at a psychiatric unit. The Court ruled that under the American with Disabilities Act, states are required to place individuals with disabilities in community settings rather than in institutions when it has been determined that community settings are appropriate and can be reasonably accommodated.

As a result of the ruling, many states are reevaluating their approach to housing individuals with disabilities. The ruling could potentially lead to a significant movement of persons with disabilities from institutions into community settings. A critical need for people moving out of institutions is finding an alternative place to live. In many communities, the rent burden for people with disabilities moving from institutional settings would be more than 50 percent of their monthly SSI benefit. Section 8 tenant-based vouchers remain the primary mainstream resource available for housing people with disabilities and will likely continue to be a critical source of housing subsidies.

Nationwide, there is a trend away from institutionalized care towards smaller, more flexible service provisions. Small group and foster homes are the preferred arrangement for many developmentally disabled individuals.

State of Oregon budget cuts are likely to impact assistance available to people with developmental disabilities in Bend. However, the shape of those impacts is still unclear, as some interviewees indicated that the state could be in violation of the Olmstead ruling if it cuts certain housing or supportive services.

Bend area needs. According to key person interviews, Bend has three primary priority needs for persons with developmental disabilities: transportation, housing, and accessibility.

1. Transportation needs have been described for the entire Bend population, but these are perhaps most acute for persons with disabilities who may not have access to a car. While Dial-a-Ride provides some services, they are limited by the 24-hour required advance notice and the difficulty of linking trips.
2. Affordable housing needs are largely a function of the relatively expensive housing market and a very low-income population. While supportive services are often also needed as part of housing solutions, service providers in the community have filled that gap in recent housing developments targeted to persons with disabilities.
3. Finally, interviewees indicated that downtown Bend needs improvement from an accessibility standpoint. The city's ADA coordinator is working with CORIL to identify and address these accessibility needs.

Persons with Physical Disabilities

Total population. The 2000 Census definition of disability encompasses a broad range of categories, including physical, sensory, and mental disability. Within these categories are people who have difficulties with the following:

- Performing certain activities such as dressing, bathing or getting around inside the home (self-care disability);
- Going outside the home alone (go-outside-home disability); or
- Working at a job or business (employment disability).

The Census definition of people with disabilities includes individuals with both long-lasting conditions, such as blindness, and individuals that have a physical, mental or emotional condition lasting six months or more that makes it difficult to perform certain activities. All disability data from the Census is self-reported by respondents. Exhibit V-8 presents age by disability for residents of Bend.

**Exhibit V-8.
Disability by Age for the
City of Bend**

Note:
"NA" indicates no data available for that
age group for that specific disability.

Source:
U.S. Census Bureau, 2000 Census.

Type of Disability	5 to 15 Years	16 to 64 Years	65 Years and Over
Sensory disability	95	746	780
Physical disability	95	1,612	1,495
Mental disability	342	1,294	747
Self-care disability	85	338	490
Go-outside-home disability	NA	1,092	990
Employment disability	NA	2,603	NA

Of all types of disabilities, physical disability is the largest, comprising one-quarter of all types of disabilities. Seniors age 65 and over compose 47 percent of those with a physical disability, and 33 percent of all elderly had some form of physical disability.

Outstanding need. A recent study, *Priced Out in 2000*², compared average monthly Social Security Income (SSI) payments with rental housing costs at the national level and for each state. The study concluded that persons with disabilities receiving SSI income support lost “buying power” in the nationwide rental housing market over the past 2 years. The study also found that in Oregon, the monthly SSI benefit of \$514 represents 19 percent of statewide one-person median income. A person with disabilities receiving SSI income support in Oregon would have to pay 99 percent of this monthly benefit to be able to rent a modestly priced one bedroom unit. According to the Bend rental survey performed by Bratton Appraisals, 89 percent of this \$514 monthly income would be necessary for a one bedroom apartment in the city.

Compliance with ADA requirements in Bend was another concern noted in key person interviews. The lack of curb cuts in the downtown area is a significant issue that the city is working to address together with local service providers. Other priority needs include transportation and employment opportunities for people with disabilities.

Key person interviews did not identify accessible apartments as particularly difficult to find in Bend. While affordable housing is a general problem for low-income people with disabilities, accessible housing was not a priority concern.

Resources. In determining the resources available to people with physical disabilities in Bend, it should be noted that individuals may have access to the following supportive programs to help meet their housing needs:

- SSI, a federal support program that is available to people who have disabilities and limited income and resources;
- Medicaid services, which are available to individuals in nursing homes or hospital care. Medicaid waivers make Medicaid available for home and community based services, such as transportation. They cannot be used to cover the cost of housing, although up to \$10,000 can be used for environmental modifications;

² *Priced Out in 2000: The Crisis Continues*, <http://www.c-c-d.org/POin2000.html#b>.

- CORIL provides educational, vocational and transportation services to disabled individuals to help them live as independently as possible;
- The State of Oregon’s Senior and Disabled Services Division provides services to individuals with disabilities over the age of 22 and to their families; and
- Numerous other service providers offer some types of services, including the Opportunity Foundation of Central Oregon, the Residential Assistance Program, the Central Oregon Regional Program, foster care providers, the State Commission for the Blind, ARC of Central Oregon and others.

Transportation for the physically disabled is provided through the city of Bend’s Dial-A-Ride program, which is discussed throughout this report.

The majority of persons with physical disabilities live independently or with family members or friends. For those wanting to live independently, there are limited housing resources available. Currently, the Healy Heights and Quimby Street apartments serve seniors and people with disabilities, among others. These two properties have a total of 92 units.

Persons with HIV/AIDS

Total population. The Centers for Disease Control and Prevention (CDC) estimates there are 800,000 to 900,000 people, or approximately 0.3 percent of the nation’s population, currently living with HIV, with approximately 40,000 new HIV infections occurring in the U.S. every year.³ Applying this percentage to Bend’s 2000 population, approximately 156 residents would have been living with HIV/AIDS.

Community representatives gave an informal estimate of the local HIV/AIDS population as between 50 and 100, but this figure only reflected local knowledge and assumptions, not service delivery of any kind.

Outstanding need. Providers of services to people with HIV/AIDS estimate that between 30 and 50 percent of the number of people with HIV/AIDS need housing. This estimate translates into a need of housing for 47 to 78 people living with HIV/AIDS in Bend. According to the advocacy group AIDS Housing of Washington, 65 percent of people living with HIV/AIDS nationwide cite stable housing as their greatest need next to healthcare. The organization also estimates that one-third to one-half of people living with AIDS are either homeless or in imminent danger of losing their homes.

Barriers to housing. In addition to living with their illness and inadequate housing situations, persons with HIV and AIDS in need of housing face a number of barriers, including discrimination, housing availability, transportation and housing affordability. The co-occurrence of other special needs problems with HIV/AIDS can make some individuals even more difficult to house. For example, an estimated 20 percent of people currently living with HIV/AIDS currently use or abuse substances other than their own prescription medicine, and 36 percent have abused substances in the past but do

³ Centers for Disease Control and Prevention, “A Glance at the HIV Epidemic,” <http://www.cdc.gov/nchstp/od/news/At-a-Glance.pdf>.

not do so currently. The incidence of mental illness among the HIV/AIDS community is also high. Approximately 17 percent of people currently living with HIV/AIDS have some mental illness; five percent have AIDS related dementia. Because of the frequent concurrence of substance abuse and mental illness with HIV/AIDS, housing providers find many of these people in need difficult to serve.

Resources. The primary source of funding for HIV/AIDS housing is the Housing Opportunities for People with AIDS (HOPWA) program. The Oregon Housing Opportunities in Partnership (OHOP) program, created by the Health Division of the State of Oregon, received \$1.4 million in HOPWA funds for tenant based rental assistance and housing coordination services throughout the state.

According to the Continuum of Care for Central Oregon, rental subsidies and supportive services are expected to serve 45 individuals through HOPWA funding in the near future. While these services are not currently in place, they were identified as “housing planned” in the Continuum of Care.

The U.S. Department of Housing and Urban Development (HUD) recently completed a nationwide evaluation of the HOPWA program. The evaluation reports that HOPWA dollars reach just one-sixth of the people living with AIDS in the U.S. According to the report, those individuals that are receiving HOPWA assistance are greatly benefited. The program mostly serves low- and very low-income persons living with HIV/AIDS, who often suffer from mental illness, substance abuse, or other burdens. The evaluation found that the program’s flexibility is important for addressing client’s housing needs and that clients are very satisfied with the housing that they are receiving. The evaluation also found that most HOPWA programs are being integrated into other continuum of care systems and that HOPWA dollars are being matched with other government and private sources.

Persons with Mental Illness and Substance Abuse

Total population. Mental health and substance abuse treatment programs are often coordinated, so the needs and resources of each group are addressed jointly in this report. According to the *Deschutes County Community Plan*, the county is committed to developing “well integrated mental health and substance abuse treatment services.” The county delivered mental health services to 2,656 people in 1998-99, and the state estimated a total population of 15,900 people with mental illnesses in the county at that time. Given Bend’s share of the Deschutes County population, it is likely that approximately 7,170 people with mental illnesses lived in Bend in 1998-99. According to county staff, the total service delivery population had increased to 3,505 by 2002, indicating that the population in Bend was likely to have grown to nearly 9,500.

The county provided alcohol and drug treatment services to 2,187 people in 1998-1999. The state estimated a total population of 9,444 people receiving treatment at that time. If the population distribution of people with substance abuse problems is similar to the population as a whole, there would have been nearly 4,300 Bend residents with substance abuse problems in 1998-1999, 980 of whom would have received services. According to the Oregon Progress Board’s 2001 report, substance abuse is declining among teens statewide, which should lead to lower rates of substance abuse in the general population. However, Oregon still has higher rates of teen drug and alcohol use than the nation average, indicating on-going concerns about abuse.

Another estimate of persons with mental illnesses and substance abuse problems in Bend can be produced by applying incidence rates. Based on data from the *1999 National Household Survey on Drug Abuse (NHSDA)* by the Substance Abuse and Mental Health Services Administration (SAMHSA), the statewide prevalence rate for substance abuse in Oregon is 7.5 percent. Applying this estimate to Bend's 2000 population, approximately 3,900 persons would have had some form of substance abuse problem. In addition, 18.8 percent reported binge drinking in the past month, a number that would equate to 9,800 people in Bend. For mental illness, prevalence figures were based on work conducted by Kessler et al for the SAMHSA, Center for Mental Health Services. Applying the national estimate of 5.4 percent for those with severe mental illness to Bend's 2000 population, approximately 2,800 people would have had a severe mental illness.

Resources. Deschutes County Mental Health is the primary service provider for people with mental illnesses or substance abuse problems in the county. The county's various service delivery teams include housing assistance, job readiness, case management, medication management, transportation, recreation, outpatient treatment and crisis services to these populations. Due to current state budget shortfalls, the office will lose approximately 26 percent of its staff in 2003.

There are three primary supportive housing providers for these populations:

- Park Place, a five bed crisis respite house that provides emergency services;
- Liberty House, a five bed transitional house for women; and
- Emma's Place, a 12 bed independent living facility with some supportive services.

According to local service providers, many individuals with mental illnesses use Section 8 vouchers to obtain apartments in the private market. However, the increasing costs of housing in Bend have reportedly made it increasingly difficult to find housing that can be obtained with Section 8 vouchers.

In addition, the Central Oregon Regional Housing Authority (CORHA) is currently developing Horizon House, a transitional housing property with 14 beds that will allow up to a two year stay.

According to county staff who operate the existing facilities, Emma's Place is typically full and has a waiting list. Liberty House only has two current occupants due to renovations, but it was full in the summer of 2002.

Outstanding need. The *Deschutes County Community Plan* estimates that only 17 percent of individuals in the county in need of treatment for mental illnesses are receiving services. The service gap was smaller, but still notable, for people needing substance abuse treatment, with 23 percent of the estimated population receiving services. However, many people with severe mental illness do not have special housing or service needs. They are able to live independently or with family members and may or may not receive state or federally subsidized outpatient treatment.

In interviews with service providers, affordable housing was identified as the most important priority need. Gaps identified in the *Deschutes County Community Plan* include transitional housing, adolescent substance abuse services, early intervention in substance abuse, a cumbersome mental health intake process, insufficient acute care options, insufficient support services and a lack of specialty programs.

Migrant Agricultural Workers

Total population. Due to its relatively urban setting and high housing costs, migrant agricultural workers are not a significant population in Bend. According a representative from El Program de Ayuda, a local advocacy and education organization for the Hispanic community, migrant farm worker services are a priority need in outlying communities, but not in Bend due to a virtually non-existent population.

Summary

The special needs populations described in this section all face unique housing and community development needs. They require varying degrees of supportive services and are likely to have varying degrees of success living independently. Many of the individuals described in this section have low incomes and will need subsidized housing and other services. Among the priority needs described in the section, the following emerge consistently:

- As was true for Bend’s population as a whole, affordable housing is a significant issue for members of these populations. For individuals living on fixed or service wage incomes, it is very difficult to afford housing in Bend.
- Within the broader context of affordable housing, a number of specific housing types were identified as needed. These included transitional housing and housing with supportive services for individuals with developmental disabilities, mental illnesses, substance abuse problems or other needs.
- Transportation also emerged again as a substantial need, as special needs populations have difficulties getting around Bend. However, the combination of service providers and Dial-a-Ride mitigates this need to some degree.
- Finally, supportive services for seniors and people with disabilities, mental illnesses and substance abuse problems are being cut due to the failure of Measure 28. As these services are reduced, individuals in each of the priority special needs populations will have increasing service needs.

Overall, Bend has numerous public and nonprofit organizations that deliver services to special needs populations. From one perspective, it would appear that needs are being met given the diverse organizations devoted to meeting them. However, due to limited resources and impending state budget cuts, there are outstanding gaps in the service delivery system, including those items discussed above.

SECTION VI.

Strategic Plan

This section contains the City of Bend's Five Year Strategic Plan, pursuant to Section 91.215 of the Consolidated Plan regulations. This section begins with a discussion of the city's approach to and development of the Strategic Plan, and then discusses the priorities established for implementation of the Strategic Plan through each One Year Action Plan. The Action Plans are published separately, and include lists of projects and actions to be undertaken to address identified needs, as well as resources available to the city to meet identified needs and the obstacles that exist to adequately meeting these needs.

Strategic Plan Workshop

City of Bend staff and community representatives attended a workshop in March 2003 to develop the city's five-year Strategic Plan and One Year Action Plan for the 2004-2005 Program Year. Staff from the city's Community Development Department, Public Works and City Manager's offices attended the meeting, in addition to stakeholders from many housing, special needs, community development and economic development organizations in the city. The purpose of the meeting was to establish the city's goals, objectives and action items to guide the CDBG fund allocation process during the 2004 –2009 Consolidated Planning period.

The committee's work was reviewed by the Bend City Council in Spring 2003. The committee's recommendations were refined, but generally accepted, by the council in formulation of a One Year Action Plan for the 2004-2005 Program Year.

The meeting began with an overview of the Consolidated Planning research and public outreach processes. The participants then discussed and revised the top needs identified in the Consolidated Planning research. After discussing needs, participants identified the principles that should be used to prioritize among needs and the five-year strategies that would be desirable given the identified principles. Participants spent the remainder of the meeting brainstorming and discussing potential action items that the city could implement to address the gaps. The city used this blueprint of ideas to develop the specific Action Plan for the 2004-2005 Program Year.

Top housing and community development needs. The development of a strategic plan began with a discussion of the top housing and community development needs identified in the research process. These included the following:

- Bend's economy has grown at a healthy rate over the past decade, but much of this growth has occurred in low paying industries. There is a need for growth in industries that generate more moderate and high wage jobs and for programs that prepare and link individuals earning low wages to these jobs.
- Affordable housing for service workers, both singles and families, is in short supply in Bend. Rapid increases in home prices have combined with growth in the (low wage) service sector to make it difficult for much of Bend's workforce to live in the city. There are limited affordable housing grants, down payment assistance programs or other support systems to aid residents in attaining affordable housing. While the cost of

rental housing has not increased as rapidly as house prices, recent rent increases are starting to place additional pressure on low-income households.

- High land costs are a primary factor driving increasing home prices. Many interviewees and Committee members commented on the difficulty of finding land with a purchase price that will allow for the construction of affordable housing.
- There are infrastructure needs in areas that have been annexed in the past decade, as well as in some pockets of the city. Additionally, many households in older areas are being required to install water meters, which may be a hardship for low-income people and seniors on fixed incomes.
- Public transportation is needed for low-income households. The lack of a fixed route public transit system makes car ownership nearly mandatory for employment, increasing the cost of living for low-income people.
- Special needs populations face gaps in service delivery, including transitional housing for low-income families, supportive transitional housing for people with substance abuse problems and mental illnesses and some emergency housing. These gaps may be exacerbated by the State of Oregon's budget shortfall.

In considering these needs, participants felt that it was important to note that Bend is part of a broad regional economy. Currently, residents address some needs by living outside of Bend and working in the city. However, this residential movement away from the city puts pressure on regional road infrastructure and requires residents to bear transportation costs that would be unnecessary if affordable housing and public transportation were available in the city. Moreover, numerous individuals interviewed during this project indicated a desire that Bend strive to be a "live-work" city, making the needs identified above important to address.

Homeless and special needs populations. Throughout the development of this Consolidated Plan, the needs of homeless individuals, homeless families and special needs populations were discussed in-depth. These are the most vulnerable populations in any city and must be considered closely when conducting a community needs assessment. Through key person interviews, public meetings and analysis of secondary data, a number of specific populations were identified as being particularly in need of housing. These included:

- Persons with severe and persistent mental illnesses;
- Persons with chronic substance abuse problems; and
- Homeless families with children.

While needs will undoubtedly emerge from time to time among other populations, these groups were seen as suffering from gaps in service delivery that led to insufficient affordable housing with needed supportive services.

Through its CDBG funds and other programs, the city will make these groups a priority in considering project funding. The city will aim to work closely with other organizations that are already delivering services to these groups to avoid duplication of effort. Over the five-year period

covered by this Consolidated Plan, other groups may emerge as also having significant needs. Given the State of Oregon's recent budget shortfalls, services have been reduced for many groups, the full impact of which have yet to be seen. If such other groups emerge, they may be added to the three listed above as the city develops its annual Action Plans.

Guiding principles. The needs identified above are all important in considering housing and community development in Bend. However, given limited resources and the limitations of CDBG funds, they cannot all be addressed through the Consolidated Plan. To transition from needs to strategies, the Committee was first asked to identify the principles that should be used to prioritize among needs and strategies. After much discussion, four principles were given near consensus support:

- Support strategies that will have a sustainable long-term impact. Whether these strategies preserve dollars (through tools such as revolving loan funds), preserve affordability of housing or help people move to self-sufficiency, they should have impacts that extend over many years.
- Leverage dollars, through partnerships, private and nonprofit financial investments and the use of existing organizations to deliver services. Regardless of the mechanism, strategies should emphasize leveraging dollars with other sources of support.
- Concentrate on a few activities or areas. While Committee members recognized that this would result in limited funding for many of their organizations, they recommended focusing funds in a few areas to make a demonstrable impact.
- Recognize the broader regional and economic framework. Support activities that diversify the regional economy, support the creation of moderate to high wage jobs and link low-income residents to those jobs.

Five Year Strategic Plan

The process described above — analyzing the city's top housing and community development needs, and developing principles to prioritize among those needs — led to the development of an overall strategic plan to guide the City of Bend during the next five years.

Strategic Goals. The city has five overall goals for meeting housing and community development needs between 2004 and 2009:

1. Produce and preserve both renter- and owner-occupied affordable housing, with emphases on workforce housing and on subsidized land costs;
2. Address infrastructure needs that are tied to affordable housing or job creation;
3. Pursue economic development activities that create living wage jobs for low- and moderate-income residents of the community;
4. Maintain the city's ability to support the provision of special needs services, specifically as they are tied to affordable housing or job creation, meet the most urgent needs in the community and reduce demands on other city services; and

5. Explore the possibility of leveraging the initial allocation (or allocations) with Section 108 loans to have a larger initial impact.

Objectives of strategic plan. To carry out these five goals, the city has established three specific objectives associated with each goal, and a number of measures to assess the city's progress toward meeting each of the identified objectives. These objectives and measures are outlined below:

Goal #1: Produce and preserve both renter- and owner-occupied affordable housing.

Objectives:

1. Aid in the production/rehabilitation/preservation of renter- or owner-occupied housing through such strategies as property acquisition for affordable housing, the establishment of a land trust, or low-interest rehabilitation financing for low- and moderate-income residents.
 - *Measure:* Number of affordable units created.
 - *Measure:* Number of affordable units rehabilitated.
 - *Measure:* Number of affordable units preserved.
2. Support homeownership for Bend's workforce through direct homebuyer assistance, such as downpayment assistance or low-interest second mortgages for low- and moderate-income homebuyers.
 - *Measure:* Number of persons assisted in attaining homeownership.
3. Limit or not undertake those projects that require permanent displacement or relocation of current occupants from their homes/rental units in order to create additional affordable housing, thus potentially compounding the affordable housing situation.
 - *Measure:* Number of projects requiring permanent displacement or relocation of current occupants from their homes/rental units.

Goal #2 Address infrastructure needs that are tied to affordable housing or job creation.

Objectives:

1. Support street, water, sewer and other infrastructure projects to aid in the development or preservation of affordable housing in the city.
 - *Measure:* Number of affordable units created or preserved as a result of, or in coordination with, infrastructure projects.

2. Support the extension of city infrastructure to aid in economic development activities that result in the provision of living wage jobs for low- and moderate-income residents.
 - *Measure:* Number of living wage jobs created for low-and moderate-income residents as a result of, or in coordination with, expanding city infrastructure.
3. Provide assistance to low- and moderate-income homeowners who are being required to purchase water meters under new policies.
 - *Measure:* Number of households assisted with the purchase of water meters.

Goal #3: Support economic development activities that create living wage jobs for low- and moderate-income residents.

Objectives:

1. Support the extension of infrastructure and property acquisition/rehabilitation for economic development projects that result in the creation of living wage jobs for low- and moderate-income residents.
 - *Measure:* Number of living wage jobs created for low-and moderate-income residents as a result of infrastructure extension.
 - *Measure:* Number of living wage jobs created for low-and moderate-income residents as a result of property acquisition/rehabilitation.
2. Provide business assistance, such as business recruitment, job training, and other business assistance activities, that result in the creation of living wage jobs for low- and moderate-income residents.
 - *Measure:* Number of living wage jobs created for low-and moderate-income residents as a result of business assistance projects.
3. Design and closely monitor all economic development projects to ensure that they will result in living wage jobs for low- and moderate-income residents of the community.
 - *Measure:* A system is developed to ensure that economic development projects result in the creation of living wage jobs for low- and moderate- income residents.

Goal #4: Maintain the city's ability to support special needs services.

Objectives:

1. Work to tie special needs services to affordable housing development and/or job creation for special needs populations, particularly individuals with substance abuse problems, individuals with severe, persistent mental illnesses, and homeless families. Prioritize activities that help individuals move toward self-sufficiency.
 - *Measure:* Number of persons with special needs served through projects that are tied to the provision of affordable housing.
 - *Measure:* Number of persons with special needs served through projects that are tied to job creation.
2. Support needed services to special needs populations with the most urgent needs, particularly individuals with substance abuse problems, individuals with severe, persistent mental illnesses, and homeless families. Prioritize activities that help individuals move toward self-sufficiency.
 - *Measure:* Overall number of persons served who have special needs.
 - *Measure:* Number of persons served who have substance abuse problems and/or severe, persistent mental illnesses.
 - *Measure:* Number of homeless families served.
3. Monitor existing programs to ensure that city-funded programs utilize existing services wherever possible and do not duplicate existing services.
 - *Measure:* A system is developed to ensure that city funded programs utilize existing services and do not duplicate existing services.

Goal #5: Explore the possibility of leveraging the initial allocation (or allocations) with Section 108 funds.

Objectives:

1. Assess the start-up costs for any programs recommended in the action plan.
2. Investigate and evaluate the loan terms under the Section 108 program.
3. Explore the potential of any programs recommended in the action plan to produce income that could be used to support Section 108 debt payments.
 - *Measure:* A study is completed addressing all of the objectives related to leveraging Section 108 funds.

Emergency and transitional housing. As indicated in the above goals, emergency and transitional housing was identified as a particular need for certain groups. These included families with children, individuals with substance abuse problems and individuals with severe and persistent mental illnesses. As the city implements this Strategic Plan over the next five years, it will seek out opportunities to address these gaps in emergency and transitional housing. This could include collaborating with other local organizations to support the development of shelters, group homes or other facilities intended to serve these populations.

Evaluation of Needs

While all of the objectives identified through the Consolidated Plan process are critical issues for the city to address over the 5-year Consolidated Planning period, they cannot be implemented simultaneously due to limitations of funding and organizational capacity. Therefore, the city must decide how funds will be allocated to address the unmet housing and community development needs. To this end, the city has established the following tiers for meeting the housing and community development needs identified in the Consolidated Plan. In the initial years of the City's CDBG Program, the city will focus on funding first and second tier objectives. In future years, as critical issues are addressed, the city may devote more funding to those activities in the lower tiers.

First Tier Needs

- Increase the supply of affordable housing that is available to low- and moderate-income families and individuals.
- Support the acquisition of vacant or poor quality properties to rehabilitate for affordable housing or economic development.
- In partnership with existing service providers, provide support services to special needs populations with the most urgent needs (identified through the citizen participation process as individuals with substance abuse problems, individuals with severe, persistent mental illness, and homeless families).

Second Tier Needs

- Complete an Analysis of Impediments to Fair Housing to assess fair housing needs in Bend.
- Provide assistance to low- and moderate-income residents to enable them to purchase homes or to rehabilitate their homes or rental units.
- Support land/property acquisition for economic development.
- Provide business assistance to support economic development projects that will result in living wage jobs for low- and moderate-income residents.

Third Tier Needs

- Provide facilities and support services for homeless and special needs populations, other than the populations identified in the ‘First Tier’ category as those with the most urgent needs.
- Identify and support infrastructure projects that will support affordable housing and job creation activities.

Basis for assigning tiers. The city considered the research findings from the entire Consolidated Plan process in determining the above needs. Some components of the research process were weighted heavily. These included:

- Public comments received at the city’s public forum in January;
- Data collected in the resident surveys (mail and telephone) conducted as part of the Consolidated Plan process;
- Data developed through the comprehensive housing market analysis;
- Discussions from the Strategic Planning session;
- Other written public comments received; and
- City Council deliberations regarding all sources of input into priorities.

It should be noted that the balance between these tiers may change from year to year, based on actions in previous years and the public comments received during the planning processes.

Priority Activities, Needs and 2004-2009 Goals

Based on this Strategic Plan, the city has prioritized a variety of housing and community development needs. Exhibits VI-1a and VI-1b present the city’s prioritization of particular activities, as well as 2004-2009 goals in each category.

**Exhibit VI-1a.
Priority Housing Activities and 2004-2009 Goals (HUD Table 2A)**

Priority Housing Needs	Priority Need Level		Unmet Need	2004-2009 Goals
	Percentage	Need Level		
Renter				
Small and Large Related	0-30%	High	450	150
	31-50%	High	620	150
	51-80%	Medium	782	100
Elderly	0-30%	High	266	50
	31-50%	Medium	254	25
	51-80%	Medium	151	25
All Other (non-elderly, non related)	0-30%	High	490	10
	31-50%	High	535	10
	51-80%	High	853	10
Owner				
Small and Large Related	0-30%	High	181	25
	31-50%	High	239	150
	51-80%	Medium	890	100
Elderly	0-30%	High	311	10
	31-50%	Medium	533	25
	51-80%	Medium	862	25
All Other (non-elderly, non related)	0-30%	High	140	5
	31-50%	High	76	10
	51-80%	High	290	10

Note: Goals are in number of households assisted; special populations figure is based on homeless count in Bend. Other non-homeless special populations are likely to exist. High, medium and low priorities were developed from the findings of the entire research process, including interviews, housing market analysis and other tasks.

Note: While the "all other" category has been identified as high priority, the goals are lower than the other categories due to the difficulties associated with identifying and serving these populations.

Source: City of Bend, CHAS and BBC Research & Consulting.

Exhibit VI-1b.
Priority Community Development Needs (HUD Table 2B)

Priority Community Development Needs	Need Level	Dollars to Address Unmet Priority Need
Public Facility Needs		
Neighborhood Facilities	Low	\$100,000 or less
Parks and/or Recreation Facilities	Low	\$100,000 or less
Health Facilities	Low	\$100,000 or less
Parking Facilities	Low	\$100,000 or less
Senior Centers	Low	\$100,000 or less
Handicapped Centers	Low	\$100,000 or less
Non-Residential Historic Preservation	Low	\$100,000 or less
Homeless Facilities	High	\$1 million +
Youth Centers	Low	\$100,000 or less
Child Care Centers	Low	\$100,000 or less
Other Public Facility Needs	Low	\$100,000 or less
Infrastructure (1)		
Water/Sewer Improvements	High	\$1 million +
Street Improvements	High	\$1 million +
Sidewalks	High	\$1 million +
Solid Waste Disposal Improvements	Low	\$100,000 or less
Flood Drain Improvements	Low	\$100,000 or less
Other Infrastructure Needs	Low	\$100,000 or less
Public Service Needs		
Senior Services	Low	\$100,000 or less
Handicapped Services	Low	\$100,000 or less
Youth Services	Low	\$100,000 or less
Child Care Services	Low	\$100,000 or less
Transportation Services	High	\$5 million+
Substance Abuse Services	High	\$500,000+
Employment Training	Low	\$100,000 or less
Health Services	Low	\$100,000 or less
Lead Hazard Screening	Low	\$100,000 or less
Crime Awareness	Low	\$100,000 or less
Other Public Service Needs	Low	\$100,000 or less
Youth Programs		
Youth Centers	Low	\$100,000 or less
Child Care Centers	Low	\$100,000 or less
Youth Services	Low	\$100,000 or less
Child Care Services	Low	\$100,000 or less
Other Youth Programs	Low	\$100,000 or less
Senior Programs		
Senior Centers	Low	\$100,000 or less
Senior Services	Low	\$100,000 or less
Other Senior Programs	Low	\$100,000 or less
Economic Development		
Rehab of Publicly or Privately-Owned Commercial/Industrial	Medium	\$1 million+
CI Infrastructure Development	Medium	\$5 million+
Other Commercial/Industrial Improvements	Low	\$100,000 or less
Micro-Enterprise Assistance	Medium	\$100,000 or less
ED Assistance for For-Profit (Businesses)	Medium	\$100,000 or less
ED Technical Assistance (Businesses)	Medium	\$100,000 or less
Planning		
Planning	Low	\$100,000 or less
Total Estimated Dollars Needed:		\$15 million

Note: (1) Infrastructure priorities identified as "high" assume a tie to affordable housing or job creation activities.

Source: City of Bend and BBC Research & Consulting

In addition to prioritizing activities for the community as a whole, the city developed priorities for a variety of special needs subpopulations. These priorities were based on the research conducted in the Consolidated Planning process, including a number of public input sessions. Exhibit VI-2 presents these priorities.

**Exhibit VI-2. HUD Table 1B
Priorities for Special Needs Subpopulations**

Special Needs Subpopulations	Priority Need Level (High, Medium, Low, No Such Need)	Unmet Need	Performance Measure	2004-2009 Goals
Elderly	Low	> 500	Persons served	20
Frail elderly	Low		Persons served	20
Severe mental illness	High	Unknown	Persons served	150
Developmentally disabled	Medium	Unknown	Persons served	30
Physically disabled	Medium	Unknown	Persons served	30
Persons with alcohol/other drug addictions	High	Unknown	Persons served	150
Persons with HIV/AIDS	Low	Minimal	Persons served	20
Persons who are homeless	Medium	386	Persons served	300
-- Homeless families	High	<i>See note</i>	Families served	200
Total				

Note: Homeless families emerged through the Consolidated Plan process as a high priority sub-category of the homeless persons category; the number of persons in homeless families with unmet needs is included in the figure showing "Persons who are homeless".

Source: City of Bend and BBC Research & Consulting.

Based on the priority activities identified in Exhibits VI-1a and b and the needs in Exhibit VI-2, the city designated a number of performance measures for the 2004-2009 Consolidated Planning period. These measures and associated goals are presented in Exhibit VI-3.

**Exhibit VI-3.
Summary 2004 to 2009 Consolidated Plan Performance Measures (HUD Table 2C)**

Goal #	Objective #	Specific Objectives	Performance Measure	2004-2009 Goals
Affordable housing objectives				
1	1	Aid in the production/ rehabilitation/ preservation of affordable housing	Units created Units rehabilitated Units preserved	150 50 50
1	2	Support homeownership for Bend's workforce through homebuyer assistance	Persons assisted	300
1	3	Limit projects that require permanent displacement or relocation of occupants	Projects requiring displacement	2
Infrastructure needs				
2	1	Support infrastructure projects to aid in the dev't/preservation of affordable housing	Units created or preserved	75
2	2	Support infrastructure projects to aid in the creation of living wage jobs	Jobs created	100
2	3	Provide assistance to homeowners who are required to purchase water meters	Households assisted	500
Economic development activities				
3	1	Support infrastructure and property acquisition/rehabilitation projects to aid projects that result in the creation of living wage jobs	Jobs created (infrastructure) Jobs created (prop acquisition/rehab)	20 10
3	2	Provide business assistance that results in the creation of living wage jobs	Jobs created	50
3	3	Ensure that economic development projects result in the creation of living wage jobs	System Design	System designed
Special Needs Services				
4	1	Support projects that tie services to affordable housing development and/or job creation	Persons served (affordable housing) Persons served (job creation)	150 100
4	2	Support services to special needs populations, especially those with the most urgent needs	Total persons served Persons served (substance abuse or mental illness) Homeless families served	600 300 200
4	3	Ensure that programs utilize and do not duplicate existing services	System design	System designed
Leveraging Allocation				
5	1,2,3	Analyze the value and feasibility of utilizing Section 108 funds	Study complete	Study complete

Note: Please see the Strategic Plan narrative in this section for a more specific description of the above objectives.

Source: City of Bend and BBC Research & Consulting.

Implementation

Implementing the Strategic Plan outlined above requires coordination with other service providers in the city. This includes understanding the city's current anti-poverty strategy, the institutional structure already delivering services in the community and the potential for coordination with other agencies.

Anti-poverty strategy. The low incomes of many Bend citizens have left them with insufficient means for decent, affordable living, and the city is cognizant of the needs of those living in poverty. The goals, objectives and actions outlined in the 2004-2009 Consolidated Plan are intended to assist those currently living in poverty by providing them with resources to move out of poverty, or to assist those in danger of moving into poverty to remain out of poverty.

The city's immediate goal is to ensure services are provided throughout the city to address the needs of these populations. In addition to directing CDBG funds to meet the goals and objectives outlined in the Consolidated Plan, the city intends to address the issue of poverty by supplementing resources to ensure an acceptable standard of living, and this will continue to be accomplished through a number of programs and goals throughout the 5-year Consolidated Planning period. These programs and goals include: low interest loans to qualified projects for housing rehabilitation, no interest loans to Habitat for Humanity for System Development Charges, transportation assistance for low-income residents, and support and services of other types for low-income persons. All of these activities support housing for low-income families, as well as transportation, safety, and the provision of other basic needs.

Institutional structure. While a Consolidated Plan focuses by necessity on outstanding needs, it is important to recognize the service providers that are already delivering services in the community. Some of the primary service providers in Bend include the following:

- The Central Oregon Battering and Rape Alliance (COBRA) provides shelter and services to victims of domestic violence.
- The Central Oregon Community Action Agency Network (COCAAN) offers a wide range of services, including assistance to persons experiencing homelessness, affordable housing and others.
- Central Oregon Resources for Independent Living (CORIL) serves individuals with disabilities in a number of ways, enabling them to live independently.
- The Central Oregon Housing Authority (CORHA) provides subsidized housing to individuals and families throughout the region. Section IV describes the operations and resources of CORHA in more detail.
- Deschutes County is the point of delivery for a number of services available to senior citizens and individuals with disabilities, including housing, case management and service provision.
- The Salvation Army provides emergency services to homeless individuals and families in Bend.

These and other organizations, such as Grandma’s House, Habitat for Humanity, the Oregon Employment Department, the United Way and others all provide needed services for Bend’s residents.

The city will, as part of all its contracts with the various agencies that are implementing projects with CDBG funds, provide technical guidance and direction for the implementation of strong institutional structure for these agencies. This includes adding the specific language from federal regulations, rather than incorporating them only by reference, encouraging strategic plan development, staff training assistance, and implementation of a to-be-developed city Risk Assessment and Monitoring Plan.

The Risk Assessment and Monitoring Plan will implement procedures to be used by city staff to determine the fiscal and capacity risks of providing CDBG funding to any organization for any project. The continued monitoring requirements and expectations for both city staff and the organization being monitored will be clearly outlined within this Plan. Additionally, the results of the Risk Assessments and Monitoring will assist the organizations with identifying ways to improve their capacity, efficiency, and service areas (markets), and to reduce their and the city’s risks for any project.

In addition, many of the strategies identified in this plan will serve to improve Bend’s institutional structure by encouraging the development of systems and processes that will enhance coordination with housing developers and service providers in the community, thereby improving the capacity of the city and other organizations to meet the community’s needs.

Enhance coordination between agencies. The city recognizes the importance of coordination among the city and the community’s housing and social service providers in meeting the community’s priority needs. Throughout the 5-year Consolidated Planning period, the city will undertake actions that call for the city to coordinate with local housing and social service providers in the identification, documentation and mitigation of community needs. This will result in a more streamlined and effective service delivery system. In addition, the city has created a new CDBG/Housing Coordinator position to serve as a point of contact and to coordinate the city’s role in addressing housing and community development needs. A CDBG & Housing Advisory Committee has also recently been established. The Committee – which is composed of housing developers, social service professionals, and other individuals with experience in addressing housing and community development issues – will provide valuable expertise to city staff and the city council and will serve to enhance the coordination of service delivery in the broader community.

Monitoring. The city's staff will monitor all projects by means of project site visits and through project reports provided by the organizations whose projects are funded by the city's CDBG funds. Specifically, the city's CDBG/Housing Coordinator will programmatically review the records of all sub-recipients. This review will include analysis of goals, objectives, client files where appropriate, accuracy of reports and supporting documentation. Any deficiencies noted will be reported to the organization in writing. The organization must remedy the deficiencies and provide documentation of the remedy to the CDBG/Housing Coordinator in a timely manner. The city's financial staff also will review and monitor sub-recipients’ fiscal compliance with applicable guidelines and regulations.

In order to close out a project funded with CDBG funds, a final report, and an audit report, if applicable, will be required from the organization. The city will conduct an on-site monitoring visit and provide a final report to the organization.

The city will also obtain and retain information on the number and categories of households served by HUD-assisted projects within its jurisdiction for inclusion in its annual performance report.

Changing Conditions

As market changes occur within Bend, the city will re-dedicate funding sources to address the market needs in other areas.

- Market changes in land costs will result in funds being shifted to other affordable housing programs, including down payment assistance, rental rehabilitation or owner occupied rehabilitation;
- Market changes in economic development will result in infrastructure projects being targeted to affordable housing or to accessibility improvements in the downtown area; and
- Market changes in debt costs may result in different decisions about use of Section 108 leverage opportunity.

In addition to market changes, shifts in program priorities of a range of institutions may change the quantity of applications for particular programs. In the event that insufficient qualified applications for funding are received in any one category, the funds allocated to that category will be re-allocated to the other funding categories (except Administration) in such a way that the funding priorities are retained.

APPENDIX A.
Survey Instrument

CITY OF BEND HOUSING AND COMMUNITY DEVELOPMENT SURVEY

Please answer each question to the best of your ability. The first set of questions pertains to the housing and community development needs of the Bend community overall. The second set of questions pertains to the housing needs of special needs groups. If a particular question does not apply to you, or if you do not have knowledge of the subject matter, please feel free to skip the question.

Respondent Information

1. Which of the following categories best describes you or your organization?

- | | |
|--|--|
| <input type="checkbox"/> Advocacy/education | <input type="checkbox"/> Homeless shelter |
| <input type="checkbox"/> Citizen | <input type="checkbox"/> Housing provider |
| <input type="checkbox"/> Day care (adult and child) | <input type="checkbox"/> Legal assistance |
| <input type="checkbox"/> Economic or community development | <input type="checkbox"/> Local government |
| <input type="checkbox"/> Employment/training provider | <input type="checkbox"/> Real Estate/Property management |
| <input type="checkbox"/> Financial institution/lender | <input type="checkbox"/> Senior center |
| <input type="checkbox"/> Group home | <input type="checkbox"/> Senior housing provider |
| <input type="checkbox"/> Health care provider | <input type="checkbox"/> Social service provider |
| | <input type="checkbox"/> Other _____ |

2. What is your organization's service area?

- 1...City (_____) 2...County (_____) 3...Regional 4...National
please specify please specify

Housing in the Bend Community

Inventory/Quality

For statements 3 through 11, please indicate whether you: **1**...Strongly Agree; **2**...Agree; **3**...Neither Agree nor Disagree; **4**...Disagree; or **5**...Strongly Disagree.

3. "There is enough housing in this community to meet the demand."

- 1 2 3 4 5

4. "The housing stock in this community is in good condition."

- 1 2 3 4 5

5. "Many dwelling units in this community are overcrowded."

- 1 2 3 4 5

6. "My community needs to focus on adding housing through new construction."
 1 2 3 4 5
7. "Homeowners in this community can generally afford to make minor housing repairs."
 1 2 3 4 5
8. "Renters in this community can get landlords to make needed repairs."
 1 2 3 4 5
9. "My community needs to focus on improving housing through rehabilitation of existing structures."
 1 2 3 4 5
10. How would you rate the quality of owner-occupied housing stock in your community?
 (1 being Very Good and 5 being Very Poor)
 1 2 3 4 5
11. How would you rate the quality of rental housing stock in your community?
 (1 being Very Good and 5 being Very Poor)
 1 2 3 4 5

Affordability

For statement 12, please indicate whether you: **1**...Strongly Agree; **2**...Agree; **3**...Neither Agree nor Disagree; **4**...Disagree; or **5**...Strongly Disagree.

12. "There is enough affordable housing in this community."
 1 2 3 4 5
13. Please estimate the current monthly rent for the following size units. Please give a range (low to high).
 Studio/Efficiency \$ _____ to \$ _____ 3 Bedroom \$ _____ to \$ _____
 1 Bedroom \$ _____ to \$ _____ 4+ Bedroom \$ _____ to \$ _____
 2 Bedroom \$ _____ to \$ _____

14. To your knowledge, what is the average value of a modestly sized "starter" home? \$ _____

15. In your opinion, which of the following housing types are needed most in your area? Check all that apply.
- | | | |
|--|---|---|
| <input type="checkbox"/> Multifamily apts. | <input type="checkbox"/> Retirement | <input type="checkbox"/> Rental homes |
| <input type="checkbox"/> Assisted living | <input type="checkbox"/> Transitional housing | <input type="checkbox"/> Single-room occupancy (SRO) |
| <input type="checkbox"/> Single family | <input type="checkbox"/> Emergency shelters | <input type="checkbox"/> Other (please specify) _____ |

At what rents \$ _____? Purchase price \$ _____?

16. What city policies, if any, would you change to increase housing affordability?

17. What is the greatest impediment to owning a home?
- | | |
|---|---|
| <input type="checkbox"/> Coming up with a down payment | <input type="checkbox"/> Poor or inadequate credit history |
| <input type="checkbox"/> Location | <input type="checkbox"/> Affordability/cost too high |
| <input type="checkbox"/> Condition of affordable housing | <input type="checkbox"/> Inability to get financing or finance costs too high |
| <input type="checkbox"/> Lack of income stability, cyclical income
(e.g., due to disability) | |

Community Development

18. In your opinion, what are the three most important non-housing community development needs in your service area or community (e.g., specific infrastructure improvements, facilities for special populations, revitalization of the central business district or targeted neighborhoods)? Please rate them on scale of 1 to 10, with 1 being the least important and 10 being the most important.

<u>Need:</u>	<u>Rate:</u>
_____	_____
_____	_____
_____	_____

19. In your opinion, are there areas or neighborhoods in the city that are underserved by the following infrastructure or community services? If so, please indicate the area or neighborhood.

<u>Underserved Infrastructure or Community Service:</u>	<u>Area/Neighborhood:</u>
Public Infrastructure (e.g., streets, public safety, parks and recreation)	_____
Hospitals	_____
Schools	_____
Water and Sewer	_____
Public Transportation	_____
Other (please indicate) _____	_____

On a scale of 1 to 5, how would you rate the quality of the following (with 1 being Very Good and 5 being Very Poor)?

- 20. Community facilities (e.g., hospitals, schools or recreation centers):

1 2 3 4 5
- 21. Water/sewer:

1 2 3 4 5
- 22. Economic development:

1 2 3 4 5
- 23. Employment/Job training:

1 2 3 4 5
- 24. Public infrastructure (e.g., streets, public safety, trash pick-up or parks and recreation):

1 2 3 4 5

For statements 25 through 31, please indicate whether you: **1**...Strongly Agree; **2**...Agree; **3**...Neither Agree nor Disagree; **4**...Disagree; or **5**...Strongly Disagree.

- 25. "There is a need for additional public transportation in the city."

1 2 3 4 5
- 26. "Streets in the city are in good condition; no major repairs are needed."

1 2 3 4 5

27. "Water and sewer infrastructure in the city is in good condition."
 1 2 3 4 5
28. "Public safety and fire services are responsive to resident needs."
 1 2 3 4 5
29. "There is a need for hospitals/health clinics in the city."
 1 2 3 4 5
30. "There is a need for new parks, recreation centers and community centers in the city."
 1 2 3 4 5
31. "There is a need for employment/job training services in the city."
 1 2 3 4 5

Special Needs Housing

Questions 32 through 55 are about special needs populations. For purposes of this survey, special needs groups include: low-income individuals, the homeless, persons with physical and developmental disabilities, persons with mental illnesses, elderly persons, and seasonal farm workers.

Please answer the set of questions for the population that you primarily serve. If you do not work with special needs populations, please skip to Question 56.

32. List the special needs group you serve (list all if more than one):

33. Please estimate the population of this group(s) in the Bend area.

For statements 34 through 40, please indicate whether you:

1...Strongly Agree; **2**...Agree; **3**...Neither Agree nor Disagree; **4**...Disagree; or **5**...Strongly Disagree.

34. "The housing and related needs of people who are homeless are adequately served in this community."
 1 2 3 4 5
35. "The housing and related needs of people with physical disabilities are adequately served in this community."
 1 2 3 4 5
36. "The housing and related needs of people with developmental disabilities are adequately served in this community."
 1 2 3 4 5
37. "The housing and related needs of people with severe and persistent mental illnesses are adequately served in this community."
 1 2 3 4 5
38. "The housing and related needs of the elderly are adequately served in this community."
 1 2 3 4 5

39. "The housing and related needs of people with HIV/AIDS are adequately served in this community."
- 1 2 3 4 5
40. "The housing and related needs of seasonal farm workers are adequately served in this community."
- 1 2 3 4 5
41. If you are familiar with homeless needs, where do persons who are homeless in Bend seek shelter?
(If you do not serve persons who are homeless, please skip to Question 42).
- Homeless shelter Public spaces (parks, streets) Other (please specify) _____
- Friends and family Abandoned cars and buildings
42. Where are the special needs groups you serve most likely to live?
- Independently in their own home
- Independently in rental housing
- With friends and family
- In a housing complex that offers some services (e.g., assisted living)
- In a nursing home or similar facility
- Other _____
43. Are the needs of the persons you serve being adequately met by the community?
- Yes No
44. If you answered "No" to Question 43, please list the services that are most needed:
- _____
45. Are the persons you serve able to find adequate housing in the community?
- Yes No
46. If you answered "No" to Question 45, what are the greatest unmet housing needs? Check all that apply.
- Affordability Housing with accessibility modifications
- Quality, condition Location (next to transit, etc).
- Other (please specify) _____
47. If you answered "No" to Question 45, which of the following housing types does your area need the most of?
- Apartments Assisted living Other (please specify) _____
- Owner-occupied Nursing facilities
- At what rents \$_____? Purchase price \$_____?
48. Does your organization currently provide *permanent* housing for individuals who were homeless and/or have physical or mental disabilities?
- Yes No
49. If you answered "No" to Question 48, is your organization interested or capable of providing permanent housing for individuals who are homeless and/or have physical or mental disabilities?
- Yes No

50. Do you believe there is a need in the Bend area for permanent housing for individuals who are homeless and/or have physical or mental disabilities?

Yes No

51. Do the persons you serve need assistance to make their housing payments? If so, what are the most common types of assistance?

Section 8 Family and friends Renting from housing authority
 Other (please specify) _____

52. If unlimited funding was available, how would you spend it to meet the needs of the special needs group you serve?

53. For the special needs group(s) you serve, how can housing and related needs be better met? Please be specific.

54. Please identify the supportive services in your community that are currently available to special needs populations. Check all that apply.

Transportation Job Training Child/Adult Day Care
 Meals Health Care Substance Abuse Treatment
 Case Management Home Repair Assistance Other _____

Are these services adequate? Please explain.

55. Please identify any supportive services that are not available but are in demand:

Most Important Housing and Community Development Needs

56. In your opinion, what are the three most important housing and community development issues in your service area or community? How would you rate them on a scale of 1 to 10, where 1 is the least serious and 10 is the most serious?

<u>Issue:</u>	<u>Rate:</u>
_____	_____
_____	_____
_____	_____

57. If you could change elements of existing City policy, or a single housing or community development program, what would you change, and why? Please be specific.

58. In what ways could cooperation between the City's housing providers (the Housing Authority, the City, nonprofits, the Oregon Housing and The Community Services Department) be improved?

59. To your knowledge, which groups of people in your community have the greatest unmet *housing needs*, and why? (Groups can be categorized by age, income, ethnicity, geography, disability status, etc.)

60. To your knowledge, which groups of people in your community have the greatest unmet *community development needs*, and why? (Groups can be categorized by age, income, ethnicity, geography, disability status, etc.)

61. Are there housing or community development policies or programs in other communities that could benefit this community? Please provide examples.

APPENDIX B.

List of Attendees at January 15 Open House

Appendix B.

List of Attendees at January 15 Open House

<u>Name</u>	<u>Organization</u>
Ron Martin	LaPine Community Coalition
Mike Lovely	Southwest Bend Neighborhood Assn.
Kathleen Leppert	Realtor
Loyd Walsh	Bend Senior Center
Chuck Tucker	Bend Area Habitat for Humanity
Feenan Jennings	Bend Area Habitat for Humanity
Duane Radke	Bend Area Habitat for Humanity
Christine Lewis	Central OR. Reg. Housing Auth.
Donna Lynch	Patti's Place
Angela Curtis	The Salvation Army
Jack Smith	The Salvation Army
Jan Gifford	Old Bend Neighborhood Assn.
Carmen Cook	Duke Warren Realty
Jack Weisgerber	NRM ₂ Consulting
Toni Anderson	COBRA
David Hales	City of Bend
Kate Rinehart	Windermere
Sam Miller	COCAAN
Bruce Abernethy	Bend Community Action Team/ Council
Mary Ann Ricketts	citizen
John MacInnis	Cascade Community Development
Greg Blackmore	COCAAN
Keith Scott	Woodriver Village Home Assoc.
Carole Nuckton	Bend Area Habitat for Humanity
Fred Chaimson	Bend Area Habitat for Humanity
Don Lehman	citizen
Ron Smith	Wells Fargo Home Mortgage
Nick Norton	USCB
Gina Steward	City of Bend
Kaye Pakebrush	City of Bend
Stephen Mann	City of Bend
Judy Thorqeissen	citizen
Ken Willard	United Way
Anthony Farina	Sunrise
Kristi Svendsen	CORIL
Norm Chadwick	COCAAN
Bob Griffith	City of Bend
Jan Lee	citizen
Judy Clinton	Southwest Bend Neigh. Assoc.
Jim Clinton	Southwest. Bend Neigh. Assoc.
Mark Rust	City of Bend
Deb Craiger	Bend Senior Center
Kathleen Tabakman	Bend Area Habitat for Humanity

Marilyn Karnopp
Carol Elwood
Perry Johnson
Laura Rumpler
Milton S. Hunt
Paula Garnforth

Community Youth Connection/ OSU
citizen
citizen
City of Bend
Central OR. Assoc.of Neighborhood. Org
citizen

APPENDIX C.
List of Interviewees

Appendix C. List of Interviewees

Bruce Abernethy, Bend City Council, Affordable Housing Task Force

Toni Anderson, Central Oregon Battering and Rape Alliance

Becky Arnold, Central Oregon Transitions Plus

Norm Chadwick, Central Oregon Community Action Agency Network, Home Ownership Resource Center Advisory Committee

Cyndy Cook, Central Oregon Housing Authority

Dianne Crampton, City of Bend

Angela Curtis, Salvation Army

Kathy Drew, Deschutes County

Gary Everett, Steve Scott Realtors

James Goff, City of Bend

Richard Gorby, Oregon Employment Department

Sarah Hayfley, Deschutes County Mainstream Housing

Mario Huerta, El Programa de Ayuda

Holly Hutton, Central Oregon Community Action Agency Network

Scott Johnson, Deschutes County Commission on Children and Families

Jim Krueger, City of Bend

Roger Lee, Economic Development for Central Oregon

Donna Lynch, Patti's Place

John MacInnis, Cascade Community Development

Woody Medeiros, Grandma's House

Jeannie Merritt, Central Oregon Council on Aging

Sharon Miller, Central Oregon Community Action Agency Network, Home Ownership Resource Center Advisory Committee

Kay Packebush, City of Bend

Val Parks, Home Ownership Resource Center Advisory Committee, Washington Mutual Home Loans

Jodi Patching, Home Ownership Resource Center Advisory Committee, Washington Mutual Home Loans

Gary Peters, Bend Chamber of Commerce

Bruce Ronning, Bend Park & Recreation District

Gary Smith, Deschutes County

Ron Smith, Home Ownership Resource Center Advisory Committee, Wells Fargo Home Mortgage Inc.

Laura Sutton, Affordable Housing Task Force, Washington Mutual Home Loans

Kristy Svendsen, Central Oregon Resources for Independent Living

Chris Telfer, Bend Development Board

Chuck Tucker, Habitat for Humanity, Home Ownership Resource Center Advisory Committee

Glen VanCise, Central Oregon Resources for Independent Living

Darrell Wilson, Opportunity Foundation

Ken Wilhelm, Deschutes United Way

APPENDIX D.
List of Public Comments and Responses

Appendix D. Public Comments Via Phone, Email and Mail

A. General comment on how we should spend funds:

Public transit. Bend needs more than a Dial-A-Ride. It wouldn't be hard to set up.

The fellow didn't leave his number, so I didn't have an opportunity to tell him that it would be difficult to use CDBG funds for this purpose.

B. Response to the comment form:

- 1) Priority needs? Affordable housing
- 2) What would you fund? Affordable housing, condos, townhouses
- 3) What would you refuse to fund? Allocate all money toward affordable housing

1. Priority needs for housing & community development in Bend? AFFORDABLE HOUSING.
2. If you were making these decisions, what activities would you fund? Affordable housing.
3. What activities would you refuse to fund? My commitment would be to affordable housing — like giving a grant to Bend Area Habitat For Humanity.

C. RE: City of Bend, Consolidated Plan Comments

How should the City of Bend spend the dollars from the Community Development Block Grant in the next 18 months?

1. What are the priority needs for housing and community development in Bend?

I see many single parents, lower income individuals of all ages on a daily basis. I hear over and over the need for daycare!! A safe place for the children is needed so badly.

I would love to see Head Start, COCAAN, and COCC operate a large facility for daycare in the community. It would be great if there would be a way to have seniors helping in some way. The students working toward their Early Childhood Education degree or those going for a degree in Education could help staff it. They would receive work experience credits along with working if they were a student. Other employees would need to be hired for staff because it would be so helpful to have the center open days, evenings and Saturday. Criminal background checks of the employees, students, those in the center would need to be checked of course. Daycare is a HUGE issue for young parents living on low wages. In order for them to attend college or work no matter what their age is, daycare needs to be addressed first. Many of the positions these young people take are in the service related field so the hours, days, and schedules vary.

CORHA and COCAAN needs to build more low-income public housing for seniors, those with disabilities, low-income individuals and scatter them in all areas of Deschutes county with CORHA. The new apartment out by COSTCO is great! Healy Heights is another good example of this. Otherwise, have subsidized rental assistance for those who need it without having the family, or the person move from their current apartment or home. I'd like to see more dollars being spend toward the Family Self Sufficiency programs CORHA or COCAAN so they can build their own home with the assistance of Habitat for Humanity. This needs to be advertised more also so the community is aware of it. A TV spot, in the newspapers, etc.

2. If you were making these decisions, what activities would you fund with these dollars?

If I were making these decisions I would set aside some of the money to fund a position for a Senior, Mary Fraiser that has been in a part-time, 20 hours per week position the last 5 years! Mary only receives minimum wage subsidized through the Senior Community Service Employment Program – SCSEP. The position is currently subsidized by Central Oregon Intergovernmental Council, COIC but it has limited requirements and is intended to be a training program. Mary Fraiser has been working at the Deschutes Historical Society for 5 years as the Docent and she is exceptional at her job. All her co-workers have nothing but wonderful things to say about her. Mary is an excellent worker, she receives the highest productivity and performance evaluations from her supervisors. All of the other co-workers are volunteers. I'd like to recommend she be hired to work at Deschutes Historical Society 20-30 hours per week at \$9.00 an hour (or more) but no less than 20 hours per week. I'd love to see the City of Bend, Bend Economic Development, The Bend Chamber of Commerce, Preservation Planning Office, Historic Landmarks Commission, the County or the State of Oregon fund her part-time position for her right away! Maybe they could all set aside a small pot of money to fund the position yearly. She knows the job well and deserves a chance. Mary loves her job and currently works 5 hours per day on Wednesday, Thursday, Friday and Saturday. This is Mary's only source of income other than her social security. Please consider this for the City of Bend.

I'd like to see the Changing Directions program at COCC continue. It is an excellent class/program and the funds are no longer there to provide the class after June 2003.

A program like this is very beneficial and I refer so many customers (women and men) to take the class. It would be good to have it in the community through the Deschutes County Health Department for women and men going through difficult times. Scholarships and a sliding scale payment would have to be available for those who could not afford much. Possibly trade services for the class.

Deschutes County Health Department needs to have more dollars available to be open 5 days a week. I'd like to see more allocated funds toward mental health services and drug and alcohol counseling.

Parks and recreation needs to have more space in different locations of Bend. Set aside more land for parks and community gardens.

3. If you were making these decisions, what activities would you refuse to fund with CDBG dollars?

I would vote NOT to use any of the money for any type of golf courses or anything related to golf courses. They should only be given grey water instead of the water the community residential homes need.

D. #1 Low Cost Housing #2 Finish SeniorCenter #3 Tower Theatre and Minnesota Street

E. How funny! I guess you must have picked up on my needing your e-mail address. Here is a short description of the community need.

As central Oregon, and Bend in particular, continues to grow in population, the number of people with disabilities increases as well. There is a need for facilities which will be accessible. One area in particular is recreational facilities for children (and parents) with disabilities. There is a need for the community to build fully integrated, universally accessible, ADA compliant playgrounds. Playgrounds should be designed and constructed to ensure that children with physical disabilities can actively, appropriately and safely participate and interact with their typically able peers. And that handicapped parents of able children will enjoy the same type of interaction and not be relegated to the sidelines.

F. We are in the process of setting up an Internet café at the community center at 4th & Kearney. Our neighborhood association has received 1 older system from the city and we are looking to acquire 4 more systems, new or used.

As we communicate to our community of neighbors primarily through email and by our web site we would like to offer those members of our community who do not own a computer the same opportunities to remain updated. We are provided a communication grant through the city of \$2000 per year; however, each mailing cost approximately \$800. We hope to minimize the need for hard copy communication and utilize the digital format as much as possible. Overall, we want to avoid spending all of our communication funding if possible. (Thus avoiding the spend it or lose it mentality.)

We plan to offer courses free of charge, teaching skills such as the “how to’s” of the world wide web, setting up an email account, resume building, Power Point presentations and the such. Also, one system will be set up Hispanic only speaking. As they will be located at the community center, a parent would be free to bring their children while they used the systems. Guidelines will be established prohibiting users from going to inappropriate sites (i.e.: pornography) as a matter of agreement in using the systems.

G. I was unable to attend the Open House and Council meeting last night, and would like to know if the Municipal Airport was discussed [Survey questions 18-24]. The Municipal Airport property is outside the city limits, and thus sometimes forgotten by City administrators, even though airport neighbors often make it a hot button issue. I suggested a Neighborhood Association for the area, but it does not qualify outside city limits.

The entire second floor of the City's new Flight Services Building at the airport remains unfinished and unavailable for use. It could be finished at nominal cost, and provide office space for the City's soon-to-be-hired Airport Manager, rental space, and conference room space for airport generated business.

Meeting space for neighborhood gatherings would create a lot of good will among the airport neighbors. Finishing the second floor of the Flight Services Building would provide an on-site venue for keeping the neighbors apprised of the City's major construction activities beginning in their neighborhood this year.

Improvements at the Municipal Airport provide one of the City's best benefit/cost ratios for investment of public funds.

H. I do represent my community area as President of the Woodriver Village Homeowner Association, and speed bumps are the most sought after and one of the most vitally needed items for the streets of Woodriver Village to help deter speeding vehicles.

Street lights and sidewalks are needed. Lighting is needed for Woodriver Park, and throughout the Woodriver Village area. I am aware that it is resident's responsibility or option regarding lighting, yet grants could be used if available.

If the roundabout at Alderwood Circle and the two-lane road for the Southern Crossing Bridge could be completed and opened before the Southern Crossing Bridge, it would be most appreciated to provide a second access for Woodriver Village, since there still currently only one access, a 13 percent grade that is treacherous when icy. An ordinance for cats in addition to dogs needs to be adopted by the City of Bend. I will be present at this evening's City Council Meeting, yet I still decided to submit an email.

I. It would be nice if the Senior Center could get some of the grant money to complete the building. Only half of it has been built and it is very crowded. Seniors seem to be low on the totem pole in Bend and there is such a demand for space for meals, crafts and all sorts of classes. Any thing you could do to help would be appreciated.

J. I can't make the meetings to discuss the consolidated plan but wanted to provide some ideas for services in Bend. With current state budget cuts to human services I believe this is the time for the City to help assist in this capacity. Specifically we must make a commitment to intervene earlier with local children that are identified as having problems. In prioritizing needs for our City I believe we must look at the full continuum of services needed for residents, including prevention. I would like to see a portion of the funds set aside for prevention efforts for children ages 0-10. This could include early intervention programs (home visiting for high-risk families), positive youth development activities for non-school hours, parent training for families in need, and higher quality childcare for local families. Please feel free to contact me if you'd like further information. Thanks!

K. The presentation given by Jim Carpenter of the BBC Research & Consulting was informative. As we were requested to contribute input to this process the following is so offered.

Regarding "Consolidated Plan 15 Jan. 03 Considerations for your review.

Ensure public Input is carried to the point of final influence in the Action Plan. Adopt a Citizens Collaboration Group. Charge them with responsibility to producing final proposals the City will adopt. This is intended to remove the final action from the City's hand and keep it within public influence.

Invite the actual people the program is intended to aid. If this requires a Saturday meeting, so be it. Many may NOT have the option of missing work during the week. Having a meeting intended to help a specific group of people with out their attendance will not make your finding any more representative of the real world.

If, in fact, a one to one consideration will be give to the voting forms given at the session this date (15Jan03). It might be wise for the Bend neighborhood web site members have each member complete a copy of the form.

Again, the many people who the program is intended to help should have an opportunity to complete a form. They should also have an opportunity to answer questions concerning how \$ might be allocated to various possible projects. When their focus is limited to "what is you need" they will NOT provide a response that would be useable to the City, thus will not be considered in the Strategic Planning phase. Then be even less interesting in the Action Plan phase. Their "needs" will be screened out completely, less a few will have memories what indicated as being "important" by the public.

Post results from Public Input in local media as PSA. This might help keep politicians focused when it comes to considering public input publicized to the public.

The audience did not represent many stakeholders. On the other hand, was it intended to exclude the target audience? It may have been a bit more difficult to advertise for their participation, may have? What prompted a weekday meeting, when most people work during the day? I realize the invitation was to provider groups such as the one I work with. However, none of us is able to know their mental considerations for specific conditions as presented today.

When the target people/audience attends, there may be more favor for the notion to apply the \$500,000 to a single event, such a childcare. The idea of making decisions for others who are mentally and physically competent is less than desirable by those YOU would claim to represent.

The more layers YOU allow between the target people and government the less chance there is the true need will even be recognized. t is beyond many to understand this approach. Perhaps YOU might lend a bit of understanding to the community, or at least those on this email.

These considerations are offered by The LaPine Community Coalition (LCC). We participate in the Homeless Leadership Council, Hunger Prevention Coalition and several Quality of Life Re-Attainment (QLRA) community improvements efforts. A subscriber to the Bend Neighborhood Web Site.

L. I was not able to attend the open house on Jan 15 and would appreciate receiving any information that resulted from the meeting.

My greatest concern is the need for affordable housing in Bend. I hope that the drafters of the Consolidated Plan will consider the local Habitat for Humanity when they look at the housing issue. Habitat has a long record of success in providing low cost housing and urgently needs financial support to continue its good work.

Another urgent need often expressed to me is for day care. A facility that would serve the children of students at COCC (among others) would enable many to devote their slim resources to other educational expenses and, if it were on or near the campus, to spend more time with their children.

M. Re: my 1/16 email: Oops: the first paragraph's final sentence has a missing word! Airport property outside the city limits does not qualify for a Neighborhood Association.

N. In response to the notice of the development funds I would like to request that the senior center be considered. We really need to finish the building. It is so crowded and the people have to be fed in the hall and conference room and no place to hold meetings due to over crowding. It seems we need to complete the building before another project is started. The seniors have worked very hard on fund raising but we find seniors are low man on the totem pole.

O. Thank you for the invitation. Unfortunately, I will be out of town that evening. However, will you please note that Deschutes Children's Foundation is in the early planning stages of construction of a collaborative services facility for children and families at the east-side property (Daggett Lane) the city is currently conveying to us. It will be modeled after our Rosie Bareis Community Campus on Bend's west side, Becky Johnson Community Center in Redmond and LaPine Community Campus. We hope to have the option of CDBGs for some of the construction costs. Thanks for any information you relay to me.



February 7, 2003

James L. Carpenter
BBC Research & Consulting
3773 Cherry Creek North Drive, Suite 850
Denver, CO 80209-3827

Dear James,

Thank you for speaking with me on the phone yesterday about the Park and Recreation District's interest in the City of Bend's Consolidated Plan. I appreciate your making the time for our conversation. I've summarized my comments below and enclosed the documents that we spoke of. I look forward to the District being further involved in your project. However, I will be out of town on March 5 and unable to attend the scheduled strategy and action planning session. I'll ask Don Horton our Executive Director and Wayne Smith our Recreation Director to attend that meeting.

- The Bend Metro Park and Recreation District is a municipal corporation known as a special district under ORS 266.010 et. seq. The District is formed to provide park and recreation services and we provide those services to the citizens of Bend under an Intergovernmental Agreement (IGA) with the City. As such, we may have interest in seeking CDBG funding to support capital and program needs on both sides of the organization. (See enclosed IGA Regarding Coordinated Planning and Urban Services between the City of Bend and the BMRPD.)
- Given my limited understanding of the population and income distribution study that you have done, it occurs to me that there may be some Bend neighborhoods that could qualify for needed park infrastructure development that is not currently funded in the District's Capital Improvement Program (CIP). That is to say that within the District's Neighborhood Parks Plan there are park services areas identified as being currently under-served that are not eligible for Park Systems Development Charge funding, but that may be eligible for CDBG funds. I've enclosed a copy of the District's 2001 Neighborhood Parks Needs Assessment and the incorporated Neighborhood Parks Plan (map) for your review and would like to discuss this issue further with you and with City staff.
- There are also planned trail links designed to enhance neighborhood pedestrian environments and to provide convenient walking and bicycle access to parks, schools and other public facilities that might be CDBG funded. Rick Root, City of Bend Transportation Planner, who we work closely with on trails planning, would be a valuable source of information on this subject.

For Fun, For Friends, For Health, For LifeSM

- Our recreation division provides several existing programs that serve or could better serve disadvantaged populations as described under the HUD guidelines. Among these are our special recreation programs, before and after school programs, summer playground and sport programs, and those programs based at the Bend Senior Center and at the Juniper Swim and Fitness Center. In addition, our recreation scholarship program that provides fee assistance to economically disadvantaged individuals and families is currently under-funded. I suggest that you speak with our Recreation Director, Wayne Smith, and staff regarding the potential for bringing CDBG support to these programs.

Sincerely,

Enc.

C: Rima Wilson, City of Bend CDGB/Housing Coordinator



March 22, 2001

710 WALL STREET
PO Box 431
BEND, OR 97709
[541] 388-5500 TEL
[541] 388-5519 FAX
www.ci.bend.or.us

Wayne M. Smith, C.T.R.S
Director of Recreation Services
Bend Metro Parks and Recreation Services
200 NW Pacific Park Lane
Bend, OR 97701

Dear Wayne:

- BILL FRIEDMAN
Mayor
- JOHN SCHUBERT
Mayor Pro-Tempore
- KATHIE ECKMAN
City Councilor
- JOHN HUMMEL
City Councilor
- ORAN TEATER
City Councilor
- KYLA MERWIN
City Councilor
- BRUCE ABERNETHY
City Councilor
- RON GARZINI
Interim City Manager
- A. ANDREW PARKS
*Assistant City Manager
Chief Financial Officer*
- ANDREW JORDAN
Police Chief
- LARRY LANGSTON
Fire Chief

We have received your request for the transfer of \$15,000.00 for operations of the new Bend Senior Center that was approved by the City Council at their August 16, 2000 meeting. We have requested that the Finance Department authorize this payment promptly.

We have also received your request for \$50,000 for operation of the center for Fiscal Year 01/02. We are unable to provide that amount; however we will request \$15,000.00 in the budget to assist with operating expenses. We anticipate that, when the City is determined to be eligible for direct entitlement of CDBG funds, delegating some of these funds to assist with operations of the Center would be a high priority (assuming funds to assist with operations remains an eligible expense).

Please do not hesitate to call me if you require additional information.

Sincerely,

**INTERGOVERNMENTAL AGREEMENT
REGARDING COORDINATED PLANNING AND URBAN SERVICES**

PARTIES:

THIS AGREEMENT is entered into by and between Bend Metropolitan Park And Recreation District, a special district of the State of Oregon, hereinafter referred to as DISTRICT and THE CITY OF BEND, a municipal corporation of the State of Oregon, hereinafter referred to as CITY. This agreement amends the previous Intergovernmental Agreement Regarding Coordinated Planning and Urban Services between CITY and DISTRICT.

RECITALS:

- A. CITY is a municipal corporation of the State of Oregon, authorized to provide services to citizens living within its boundaries.
- B. DISTRICT is a parks and recreation special service district organized in accordance with the provisions of ORS 266.010 et. seq. formed to provide park and recreation facilities and services for the inhabitants of DISTRICT.
- C. CITY and DISTRICT have entered into this Agreement pursuant to ORS 190.003 et. seq. to carry out their respective responsibilities under ORS Chapter 195 and ORS 197.175.

NOW, THEREFORE, IT IS HEREBY AGREED BETWEEN THE PARTIES AS FOLLOWS:

AGREEMENTS CONCERNING EXCHANGE OF INFORMATION:

- 1. DISTRICT and CITY will exchange planning related information:
 - (a) To the extent that such information is reasonably available to the CITY, it will provide to DISTRICT available information concerning economic growth, building activity, population trends and projections, and maps; location and characteristics of natural resources and hazards; planned transportation improvements, opportunities for joint development of sites; long-range land use plans; and availability of public services.
 - (b) DISTRICT will provide CITY available information concerning recreation needs, level of use, service capacity, new site acquisitions, transportation facility needs, availability of facilities for community use, maps, and planned construction or closure of facilities.

Intergovernmental Agreement City/Park District
Amended January, 2003
(Drafted 12/21/02)

2. DISTRICT and CITY will consult with each other and consider the information provided by each other when planning for sites, facilities and services. In particular, the information provided will be taken into account when evaluating potential sites and when planning for the construction of new facilities, additions to existing facilities, and closure of facilities, as well as when developing or amending comprehensive plans, zoning plans, and the development code.

AGREEMENTS CONCERNING PLANNING ROLES AND RESPONSIBILITIES:

3. DISTRICT and CITY will collaborate in planning for the parks, recreation and open space needs of the City of Bend and adjacent urbanizable area.

4. CITY shall be responsible for preparing, maintaining, updating and administering a comprehensive plan, within the planning area and developing ordinances for the area within its jurisdiction. These elements shall satisfy the statewide planning goals and shall be coordinated with all providers of urban services.

5. DISTRICT shall be responsible for preparing, maintaining and updating a comprehensive parks, recreation and open space plan for the area within its boundaries, including the City of Bend and adjacent urbanizable area for the purposes of meeting statewide Planning Goal 8 requirements and ensuring long-range public parks, recreation and open space facilities/services.

6. CITY is responsible for the planning, land acquisition, development, construction and maintenance of on-street and off-street bikeways for the purpose of implementing the transportation element of the Comprehensive Plan. DISTRICT is responsible for the planning, land acquisition, development, construction and maintenance of off-street bikeways that meet recreation needs within the area covered by the Park and Recreation Plan. DISTRICT and CITY shall coordinate their plans to maintain consistency in identifying these bikeways and in carrying out those goals.

7. CITY is responsible for the planning, land acquisition, development, construction and maintenance of urban trails, as identified in the Urban Trail Plan, for the purpose of implementing the transportation element of the Comprehensive Plan. DISTRICT is responsible for the planning, land acquisition, development, construction and maintenance of urban trails and recreation needs within the area covered by the Park and Recreation Plan. DISTRICT and CITY shall coordinate their plans to maintain consistency in identifying these trails and in carrying out those goals.

AGREEMENTS CONCERNING LAND USE ORDINANCES AND ACTIONS:

8. CITY's and DISTRICT'S staffs shall cooperate with each other in achieving the best solutions to the community's public parks, recreation and statewide land use Goal 8 open

space needs. In order to do so, each party shall use best efforts to give notice of activities covered by this Agreement at the earliest possible date to facilitate early and meaningful involvement by the other party. CITY will assist DISTRICT in scheduling, facilitating and participating in work sessions with CITY's Planning Commission and Council regarding DISTRICT issues.

9. CITY will give DISTRICT the opportunity to actively participate in all land use decisions by CITY which relate to or affect parks, recreation and related open space within the area covered by the Bend Area General Plan, which is subject to CITY's planning authority, prior to the decision by CITY. For purposes of this Agreement, the term: "land use actions" includes applications for land divisions, planned unit developments and zone changes, and proposed amendments to the comprehensive plan map or policies, zoning map or ordinance, or the development code. For purposes of this agreement, the term "actively participate" includes the following:

(a) CITY will promptly deliver to DISTRICT a copy of each proposed land use action. CITY staff shall deliver to DISTRICT a copy of all proposals for Development Code, Comprehensive Plan, and facilities plan amendments in a timely manner allowing DISTRICT a minimum of 14 days for review and comment prior to any public hearing on them.

(b) DISTRICT may propose amendments to the Development Code, zoning map or ordinance, or comprehensive plan map or policies which implement adopted DISTRICT policies found in the Park and Recreation Plan.

10. DISTRICT will give CITY the opportunity to actively participate in the preparation and updating of its comprehensive parks, recreation and open space "plan", prior to the final decision by DISTRICT. For purposes of this agreement, the term "actively participate" includes the following:

(a) DISTRICT will give CITY a copy of each proposed amendment to its plan as well as notice of the commencement of the process of an update of the plan, in a timely manner, not less than 14 days prior to any public hearing on the proposals, to allow CITY to review and comment on the proposals.

(b) CITY may propose amendments to the plan which implement adopted policies found in the CITY's comprehensive plan.

(c) The CITY will invite the DISTRICT to participate in pre-application meetings for land use decisions that affect parks, recreation and related open space.

11. DISTRICT shall notify CITY of DISTRICT proposals which relate to or affect land use or development within the area covered by the Bend General Area Plan which is subject to CITY's planning authority, prior to final action by DISTRICT.

12. DISTRICT and CITY shall provide notice under Sections 9(a) and 10 sufficiently in advance of any action to allow the notified party an opportunity to review and comment on the subject matter of the notice before publication of the staff report. If the notified party has concerns about the proposed action, DISTRICT's and CITY's staffs shall meet in an effort to resolve such concerns. Unresolved concerns shall be described in an attachment to the staff report.

13. DISTRICT and CITY will promptly respond to any notice to avoid unnecessary delay in action by the other. Either party may proceed with proposed actions in the absence of a timely response.

14. CITY and DISTRICT will each designate staff members to receive notices and to serve as liaison to each other and provide prompt response to review requests.

AGREEMENTS CONCERNING URBAN SERVICES:

15. CITY is designated in the Bend General Area Plan as the appropriate general services provider to citizens residing within its boundaries. By agreement of the parties, DISTRICT is designated as the service provider for parks and recreation and open space for the area covered by the Bend General Area Plan subject to CITY's planning jurisdiction.

16. CITY and DISTRICT may enter into intergovernmental agreements to share responsibility for providing certain park and recreational services, including planning, constructing and maintaining service facilities. No such agreement shall be inconsistent with this Agreement.

AGREEMENTS CONCERNING REVIEW AND MODIFICATION OF THE AGREEMENT:

17. This Agreement commences immediately and will automatically renew every year on July 1 unless terminated by one party giving the other party, prior to May 1, written notice of intent to terminate on the following July 1. In the event such notice is given, the parties will meet not later than June 1 to discuss the reasons for termination. If agreement to continue is not reached by June 30, this Agreement shall terminate.

18. The parties will meet to negotiate resolution of problems or conflicts concerning interpretation or implementation of the terms of this Agreement. A neutral third party may be used, if the parties agree, to help facilitate the negotiations.

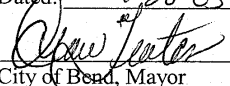
19. This Agreement may be amended by written application from one party to the other, and written concurrence by the responding party. Amendments shall be ratified by each governing body or delegated signatories, and made part of this Agreement.

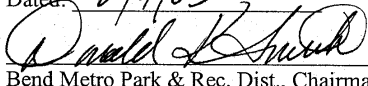
20. The parties shall jointly review this Agreement at least every three (3) years from the date of signing hereof, to evaluate the effectiveness of the processes set forth herein and to propose any necessary amendments. The results of the evaluation and any proposed amendments will be reviewed with each governing body.


ANNEXATION:

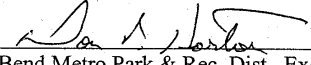
21. DISTRICT and CITY recognize that the CITY will be annexing part or all of the urban growth boundary. Further, this agreement is made to expressly allow the CITY to annex territory to the CITY pursuant to a voter approved annexation plan as provided for in ORS 195.220.

22. DISTRICT AND CITY recognize that the DISTRICT may annex part or all of the area within the urban growth boundary. Further, this agreement is made to expressly allow the District to Annex territory to the District Pursuant to a voter approved annexation plan as provided for in ORS 195.220.

Dated: 1-28-03

City of Bend, Mayor

Dated: 2/4/03

Bend Metro Park & Rec. Dist., Chairman
VICE

Dated: 1-22-03

City of Bend, City Manager

Dated: 2/5/03

Bend Metro Park & Rec. Dist., Exec. Dir.

Bend Metro Park and Recreation District

**NEIGHBORHOOD PARKS
NEEDS ASSESSMENT**

FY2001 to FY2020

**Final Report
April 2001**



SATRE ASSOCIATES, P.C.

Planners, Landscape Architects and Natural Resource Specialists

132 East Broadway, Suite 536

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EXECUTIVE SUMMARY

I. BACKGROUND

This *NEIGHBORHOOD PARKS NEEDS ASSESSMENT* is an updated excerpt of the District's 1995 Comprehensive Management and Development Plan and 1999 Facility Inventory and Needs Assessment. It has been developed as a long-range planning tool concerning neighborhood parks in the Bend community. It is to be utilized by the City of Bend, Bend Metro Parks and Recreation District, property owners, and developers to assist in identifying possible solutions to neighborhood park needs.

II. NEIGHBORHOOD PARK NEEDS

The District's 1995 Comprehensive Management and Development Plan included extensive community outreach and public input and resulted in the development of service delivery standards for park and recreation programs. It also included site and building development standards for park and recreation facilities, a projection of the number and type of facility needs and a 20-year capital improvements schedule. One outcome of the 1995 Plan was the passage of a 5-year \$10 million serial levy in late 1995 for park acquisition and development. The 1999 Facility Inventory and Needs Assessment focused on verifying service delivery and facility development standards and updated the District's Capital Improvements Plan. Due to unprecedented population growth in Deschutes County and Bend during the 1990s, the 1999 Assessment also updated population projections, parks and facilities needs and cost estimates for the CIP.

This 2001 Neighborhood Parks Needs Assessment is an additional periodic review of the District's population projection and needs assessment. Whereas previous planning documents covered the entire range of parks and recreation facilities, this document focuses on neighborhood-level needs. New to the 2001 Assessment are an increased emphasis on the economic and community benefit of providing joint school/park facilities and an increased clarification on the physical realities of accessing neighborhood parks on foot. It adjusts the per-population service standards slightly downward to recognize the cost of acquiring and developing park facilities and a trend in providing closer to home, pedestrian-accessible, smaller neighborhood parks.

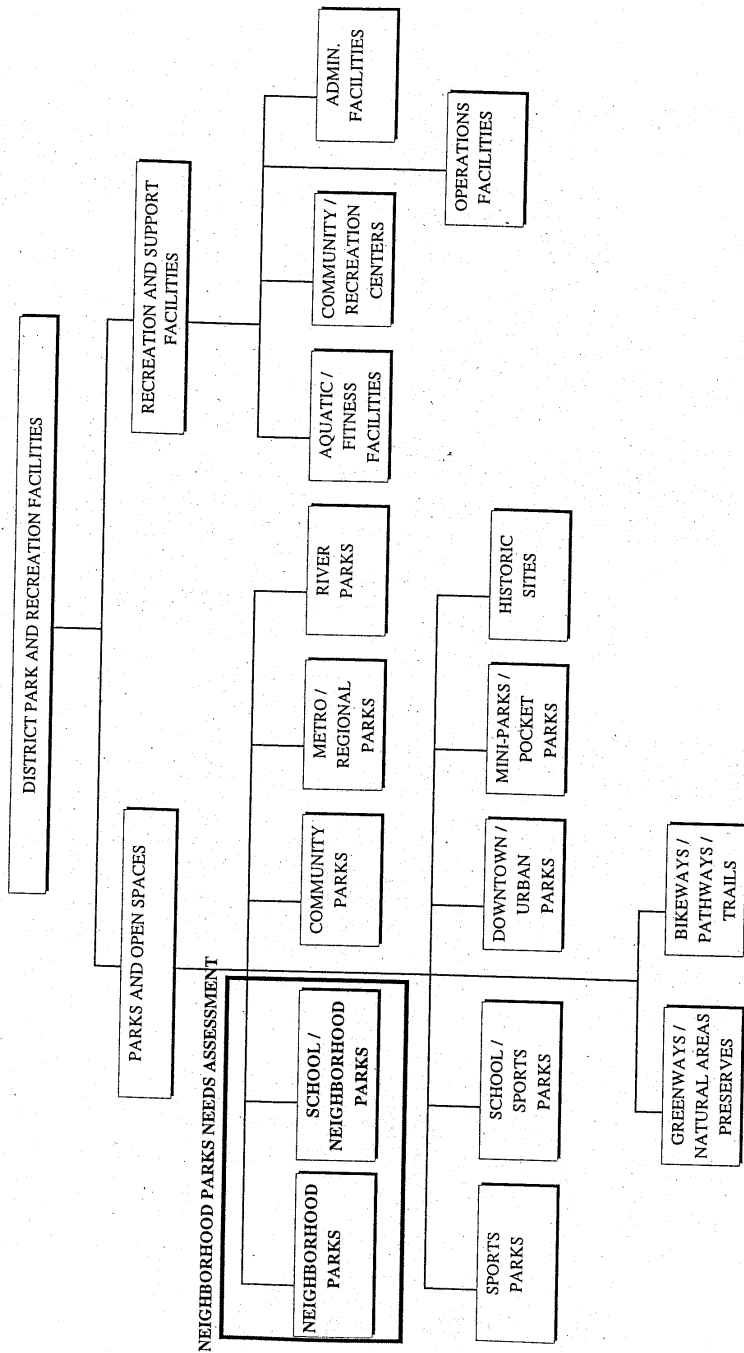
The Classification and Development Standards (Part II) update service delivery and facility development standards for neighborhood parks and include new standards for school/neighborhood parks. (The School/Neighborhood Parks classification did not exist in the 1995 plan.) The Park Needs (Part III) incorporate upward-projected population projections, downward-projected park sizes, and upward-projected planned neighborhood park needs. The Needs Determination Diagram (page 8) illustrates the process by which the need for new facilities is identified, prioritized, scheduled and funded. The accompanying Neighborhood Park Plan map shows the physical distribution of existing developed parks, existing undeveloped sites and neighborhood park deficient areas when applying the revised neighborhood park service delivery standards. The accompanying Neighborhood Parks Capital Improvements List identifies existing and planned neighborhood park projects and their estimated cost.

In summary, this 2001 Assessment mirrors the current and projected trend in residential development of smaller homes on smaller lots at greater overall neighborhood population densities. It recognizes the need for closer-to-home, *pedestrian accessible*, neighborhood park facilities. It provides places for neighborhood children to safely play, and for neighbors to gather, when individual yards are not as large as they once were, when undeveloped open space no longer exists in many neighborhoods, and when arterial streets are carrying more traffic.

III. IMPLEMENTATION

The Neighborhood Park Classification and Development Standards, along with the accompanying Neighborhood Park Plan map, are a valuable planning tools for the Bend community. The map identifies neighborhood park needs in both developed and undeveloped neighborhoods. The District's staff and Board of Directors will use the map and these standards to identify possible property acquisition in both developed and developing neighborhoods. The local development community can use the map and these standards to address and incorporate neighborhood park sites in their residential development plans. City planning staff can refer to the map and accompanying standards when reviewing specific development proposals. Together, the community will have a valuable tool in this Neighborhood Parks Needs Assessment in planning for future neighborhood development and quality living environments.

FACILITIES ORGANIZATIONAL DIAGRAM



NEIGHBORHOOD PARKS EXISTING AND PLANNED FACILITY INVENTORY

EXISTING AND PLANNED FACILITY	FACILITY QUANTITY		TOTAL ACRES		DEVELOPED ACRES		PERCENT DEVELOPED	
	Existing	Planned	Existing	Planned	Existing	Planned	Existing	Planned
I. PARKS AND OPEN SPACES								
A. Neighborhood Parks	21	29	115.88	146.00	48.39	0.00	41.8%	0.0%
B. School / Neighborhood Parks	0	9	0.00	29.00	0.00	0.00	0.0%	0.0%
Total Neighborhood and School/Neighborhood Parks	21	38	115.88	175.00	48.39	0.00	41.8%	0.0%

● = Conspicuous at this Facility
= Improvements Planned

EXISTING FACILITY	Location	Total Acres		Developed Acres		Status	Benches	Children's Play Areas	Open Lawn Play Areas	Picnic Areas w/ Tables	Barbecue Plots	Walkways and Trails	Basketball Half-Courts	Multi-Purpose Courts	Informal Softball	Informal Pickleball/Soccer	Small Picnic Shelters	Restroom/Storage Bldg	Tennis Courts	Riverfront	Scenic Area/Overlook	Boat / Canoe Launch	Fishing Area	Natural Area	Class/Meeting Rooms	Off-Street Parking	Lights	Drinking Fountain									
		Existing	Planned	Existing	Planned																																
I. PARKS AND OPEN SPACES																																					
A. Neighborhood Parks																																					
1. Akeley Park	Washington and Summit Drives	5.00	5.00	5.00	5.00	Y	●																														
2. Coral Park	Butter AVE, RG, and NE 27th	21.52	10.00	21.52	10.00	Y	●																														
3. Columbia Park	NW Columbia St. and Balfour	2.01	2.01	2.01	2.01	Y																															
4. Foxbarnow Park	Broadstone and Murphy Roads	5.00	0.00	5.00	0.00	Y																															
5. Harmon Park	NW Harmon Blvd. and Nashville	3.74	3.74	3.74	3.74	Y	●																														
6. Kensington Park	Gravelly and McClellan Roads	3.57	0.00	3.57	0.00	H																															
7. Hillside I	12th and Tremont	8.00	8.00	8.00	8.00	H																															
8. Hillside II	Jub and Tremont	4.58	4.58	4.58	4.58	H																															
9. Jaycee Park	Leighton and Miller Avenues	0.63	0.63	0.63	0.63	H																															
10. Kawanis Park	SE Commercial and Reservoir	4.50	4.50	4.50	4.50	H																															
11. Luskspur Park	Reed Macken Road	14.60	0.00	14.60	0.00	H																															
12. Providence Park	Providence Drive	4.30	4.30	4.30	4.30	H																															
13. Stone Park	NE Meadow Lane	2.20	2.20	2.20	2.20	H																															
14. Studio Road Park	Studio Road	5.00	0.00	5.00	0.00	Y																															
15. Summit Park	Summit and Promontory Drives	3.81	3.81	3.81	3.81	Y																															
16. Sunburst Park	Parcell Rd. and Cliff Drive	16.70	0.00	16.70	0.00	Y																															
17. Sunset View	Stevens Blvd	2.50	0.00	2.50	0.00	Y																															
18. Sylvan Park	Three Steins Drive	3.70	3.70	3.70	3.70	Y																															
19. Vaulballa Park	Vaulballa, off Marken Street	4.00	0.00	4.00	0.00	Y																															
20. Woodriver Park	Woodriver Subdivision	0.92	0.92	0.92	0.92	Y																															
21. Westgate Park	Near Westgate Community Park	5.00	0.00	5.00	0.00	Y																															
Sub-Total - Neighborhood Parks		115.88	146.00	48.39	0.00	Y	13	9	13	11	0	5	2	6	2	2	0	1	2	4	1	8	1	2	3	6	13										
B. School / Neighborhood Parks																																					
Sub-Total - School / Neighborhood Parks		0.00	0.00	0.00	0.00	0																															

Bend Metro Park and Recreation District
Neighborhood Parks Needs Assessment - FY2001 to FY2020

NEIGHBORHOOD PARKS CLASSIFICATION AND DEVELOPMENT STANDARDS

I. PARKS AND OPEN SPACES

A. NEIGHBORHOOD PARKS

PURPOSE:

- To provide a location for the recreation needs of a residential neighborhood.
- To provide a location for informal play for neighborhood children and adults.
- To provide opportunities for social gatherings, both formal and informal, that will promote a sense of neighborhood and community.
- To provide green open space for a surrounding neighborhood.

SERVICE AREA:

- Should serve distinct neighborhood areas.
- Guidelines:
 - Distance: 1/4 to 1/2 mile radius
 - Service Population: 2,000 to 5,000 population.
- Specific Area:
 - As delineated by pedestrian access barriers such as on-grade crossings of arterial streets or railroad tracks, unbridged irrigation canals or reaches of the Deschutes River, and other physical access barriers.
 - Barriers posed by on-grade crossings of arterial streets may be mitigated with roundabouts or other pedestrian-friendly crossing designs.
 - As documented on the Neighborhood Park Plan map.

SIZE:

- 1 to 2 acres per 1,000 population.
- 2 to 10 acres per site.

LOCATION CRITERIA:

- Located as central as possible to the neighborhood which it serves.
- Accessible within 10-15 minutes on foot.
- Located to provide for bikeway and trail connections.
- Located on at least two public roadways, three when possible.
- Locating adjacent to an elementary school may provide for a greater array of services and may reduce space requirements.

FEATURES / COMPONENTS:

- Basic
 - Signs
 - Benches
 - Picnic Areas with Tables
 - Children's Play Areas
 - Open Lawn Play Areas
 - Walkways and Paths
 - Bikeway, Trail Connections
- Optimal:
 - Sports Fields
 - Small Picnic Shelters
 - Drinking Fountains
 - Litter Receptacles
 - Irrigation
 - Lights
 - Restrooms (when practical)
 - On-Street Parking (Off-Street Parking when needed)
 - Trees, Shrubs, Turf, Typical Landscaping
 - Basketball Courts and Half-Courts
 - Multi-Purpose Courts

BEND AREA GENERAL PLAN NEIGHBORHOOD PARKS POLICIES

The Bend Area General Plan supports and recommends a park and recreation system which should place a neighborhood park within walking distance of every residence in the community, as well as take advantage of natural sites within the area.

- The Bend Metro Park and Recreation District, with support of the city and county, shall ensure an equitable distribution of parks and open spaces throughout the District's jurisdiction.
- The Bend Metro Park and Recreation District shall identify "park deficient" areas of the community and shall acquire park and open space property in those areas.
- The Bend Metro Park and Recreation District shall strive to develop neighborhood parks or community parks within a convenient distance of every residence in the community.
- The Bend Metro Park and Recreation District shall design parks and facilities that excel in performance, function, image and affordability; facilitates social gathering opportunities and provide a balance of active and passive recreational opportunities; emphasize multiple use and park "basics," including picnic areas, play areas, and multi-use turf and courts; and that are good neighbors to adjacent properties.

DEVELOPMENT CONSIDERATIONS:

- Developed primarily for informal recreation activities. A place to meet with friends, to play and relax. May include facilities for organized play when space allows.
- Developed primarily to serve pedestrians and bicyclists.
- On-street parking will be the norm. Limited off-street parking, particularly accessible parking, may be provided when space allows.
- Site size and shape are important to accommodate a range of uses.
- Landscaping should utilize native materials and/or preserve natural areas when possible. Landscaped areas should be provided to buffer adjacent residential uses.

B. SCHOOL / NEIGHBORHOOD PARKS

PURPOSE:

- To serve as Neighborhood Parks. (See A. Neighborhood Parks.)
- To provide area for organized recreation activities and programs, such as youth sports, informal neighborhood games, etc.
- To maximize use of public recreation areas by extending school play areas to general neighborhood use.

SERVICE AREA:

- Should serve distinct neighborhood areas.
- Guidelines:
 - Distance: 1/4 to 1/2 mile radius.
 - Service Population: 2,000 to 5,000 population.
- Specific Area:
 - As delineated by pedestrian access barriers such as on-grade crossings of arterial streets or railroad tracks, unbridged irrigation canals or reaches of the Deschutes River, and other physical access barriers. Barriers posed by on-grade crossings of arterial streets may be mitigated with roundabouts or other pedestrian-friendly crossing designs.
 - As documented on the Neighborhood Park Plan map.

- SIZE:**
- 0.25 to 0.50 acres per 1,000 population.
 - 2 to 3 acres per site.

LOCATION CRITERIA:

- Located as central as possible to the neighborhood which it serves.
- Accessible within 10-15 minutes on foot.
- Located to provide for bikeway and trail connections.
- Located on at least two public roadways, three when possible.
- Located adjacent to or on elementary school grounds.

FEATURES / COMPONENTS:

- School / Neighborhood Parks serve the needs of a neighborhood park and include all of the components typical therein.
- Where possible, school recreation facilities and neighborhood park facilities should be shared.

• Basic:

Signs
Benches
Picnic Areas with Tables
Children's Play Areas
Open Lawn Play Areas
Walkways and Paths
Bikeway, Trail Connections
Softball Fields
Football/Soccer Fields
Small Picnic Shelters

Drinking Fountains
Litter Receptacles
Irrigation
Lights
Restrooms
On-Street Parking (Off-Street Parking when needed)
Trees, Shrubs, Turf, Typical Landscaping
Basketball Courts and Half-Courts
Multi-Purpose Courts

• Optional:

Jogging Paths / Fitness Circuits
Public Pay Phone

Emergency Services access
Storage space for playfield equipment

BEND AREA GENERAL PLAN SCHOOL/NEIGHBORHOOD PARKS POLICIES

The Bend Area General Plan supports and recommends a park and recreation system which should place a neighborhood park within walking distance of every residence in the community, as well as take advantage of natural sites within the area. There are many opportunities for new parks to be developed in conjunction with future school sites. The Bend Metro Park and Recreation District, the Bend-La Pine School District, and the city and county (will) work together to coordinate the planning of park and school facilities to serve the growing urban population.

- The city shall support efforts by the Bend Metro Park and Recreation District and Bend-La Pine School District to jointly develop school-park sites to meet neighborhood park and recreation needs.
- The Bend Metro Park and Recreation District, with support of the city and county, shall ensure an equitable distribution of parks and open spaces throughout the District's jurisdiction.
- The Bend Metro Park and Recreation District shall identify "park deficient" areas of the community and shall acquire park and open space property in those areas.
- The Bend Metro Park and Recreation District shall strive to develop neighborhood parks or community parks within a convenient distance of every residence in the community.
- The Bend Metro Park and Recreation District shall design parks and facilities that excel in performance, function, image and affordability; facilitate social gathering opportunities and provide a balance of active and passive recreational opportunities; emphasize multiple use and park "bases," including picnic areas, play areas, and multi-use turf and courts; and that are good neighbors to adjacent properties.

DEVELOPMENT CONSIDERATIONS:

- Developed primarily for informal recreation activities. A place to meet with friends, to play and relax.
- May include facilities for organized play and school athletic use as is practical and as space allows.
- Developed primarily to serve pedestrians and bicyclists.
- Will share use of school parking lots when practical. Additional accessible parking may be provided.
- Site size and shape are important to accommodate a range of uses and to take advantage of adjacent school site.
- Landscaping should utilize native materials and/or preserve natural areas when possible. Landscaped areas should be provided to buffer adjacent residential uses.
- Landscape plan should be coordinated with school site.

NEIGHBORHOOD PARKS CLASSIFICATION AND DEVELOPMENT STANDARDS

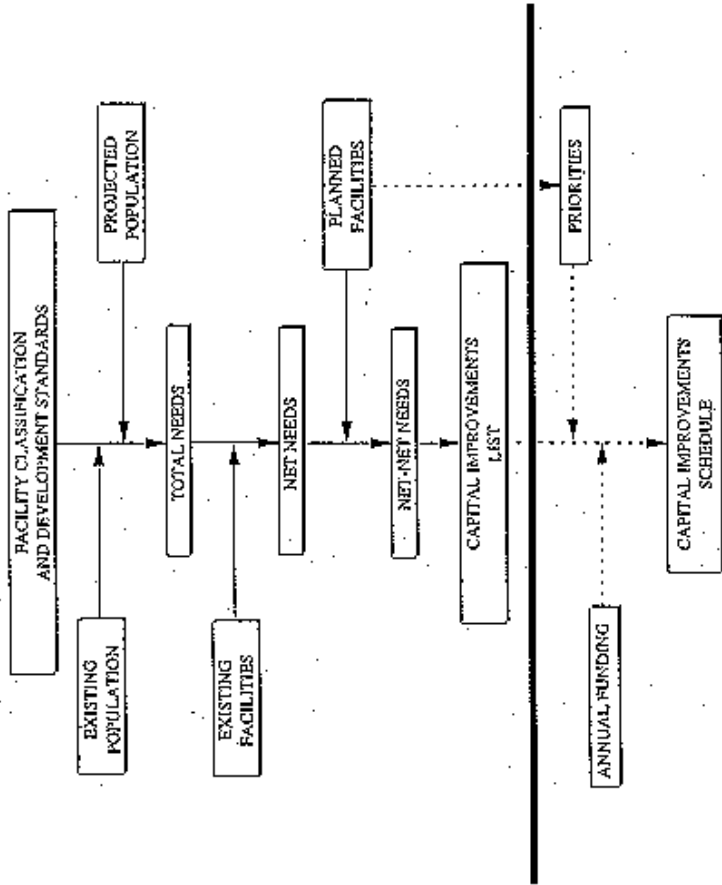
CLASSIFICATION	SIZE		Acres/ Site	SERVICE AREA Radius-Miles	SERVICE POPULATION
	Acres/1000 Population	Acres/ Site			
PARKS AND OPEN SPACES					
A. Neighborhood Parks	1 to 2	2 to 10		1/4 to 1/2	2,000 to 5,000
B. School / Neighborhood Parks	25 to 50	2 to 3		1/4 to 1/2	2,000 to 5,000

NEIGHBORHOOD PARKS COMPONENT STANDARDS

COMPONENT	Components/ 1,000 Population	Components/ Site	Acres/ Component
PARKS AND OPEN SPACES			
A. Neighborhood Parks and School / Neighborhood Parks			
Basic Components			
Signs	1 per 1,000	2	
Benches	1 per 1,000	2 to 5	
Children's Play Areas	1 per 2,000	1	1/3 to 1/2
Open Lawn Play Areas	1 per 2,000	1	2 to 3
Picnic Areas with Tables	1 per 2,000	1	1/3 to 1/2
Walkways and Paths	1 per 2,000	1 to 2	
Bikeway and Trail Connections	1 per 2,000	1	
Landscape Buffering / Screening / Setbacks			15 to 20% of park 10% of park
Quiet Passive Areas			
Optional Components			
Basketball Half-Courts	1 per 2,000	2 to 4	1/4
Multi-Purpose Courts	1 per 3,000	1 to 2	1/4 to 1/2
Informal Softball Fields	1 per 3,000	1	1 to 2
Informal Football / Soccer Fields	1 per 3,000	1	1 to 2
Small Picnic Shelter	1 per 3,000	1	1/4
Restrooms / Storage Building	1 per 5,000	1	1/4
Support Components			
Lights			
Drinking Fountains, Litter Receptacles			
Irrigation		2 to 5	

Bend Metro Park and Recreation District
Neighborhood Parks Needs Assessment -- FY2001 to FY2020

NEEDS DETERMINATION DIAGRAM



NEIGHBORHOOD PARKS

TOTAL NEEDS 1)

CLASSIFICATION	SERVICE DELIVERY STANDARDS ^a		FY 2001		FY 2006		FY 2011		FY 2016		FY 2020		Total Sites Needed									
	Acres/1000 Population	Acres/Site	Total Acres Needed ^b		Total Acres Needed ^b		Total Acres Needed ^b		Total Acres Needed ^b		Total Acres Needed ^b		Total Sites Needed									
			Low	High	Low	High	Low	High	Low	High	Low	High	Low	High								
ESTIMATED DISTRICT POPULATION^b = 33,612																						
PARKS AND OPEN SPACES																						
A. Neighborhood Parks	1 to 2	2 to 10	54	107	5	54	62	125	6	62	73	146	7	73	85	99	198	10	99			
B. School/Neighborhood Parks ^c	.25 to .50	2 to 3	13	27	4	13	16	31	5	16	18	36	6	18	21	42	7	21	25	49	8	25
TOTALS	Neighborhood Parks and School/ Nthood Parks =		67	134	10	67	78	156	11	78	91	182	13	91	106	212	16	106	123	247	18	123

NET NEEDS 1)

CLASSIFICATION	FY 2000		FY 2001		FY 2006		FY 2011		FY 2016		FY 2020		Total Sites Needed									
	EXISTING SUPPLY ^a	Sites	Net Acres Needed ^b		Net Acres Needed ^b		Net Acres Needed ^b		Net Acres Needed ^b		Net Acres Needed ^b		Net Sites Needed									
			Low	High	Low	High	Low	High	Low	High	Low	High	Low	High								
ESTIMATED DISTRICT POPULATION^b = 33,612																						
PARKS AND OPEN SPACES																						
A. Neighborhood Parks	115.88	21	(62)	(9)	(16)	33	(53)	9	(15)	41	(43)	30	(14)	52	(31)	54	(13)	64	(17)	82	(11)	78
B. School/Neighborhood Parks ^c	0.00	0	13	27	4	13	16	31	5	16	18	36	6	18	21	42	7	21	25	49	8	25
TOTALS	115.88	21	(49)	18	(11)	46	(38)	40	(10)	57	(25)	66	(8)	70	(10)	96	(5)	85	8	131	(3)	102

NET-NET NEEDS 1)

CLASSIFICATION	FY 2000		FY 2001 to FY 2020		FY 2001		FY 2006		FY 2011		FY 2016		FY 2020		Total Sites Needed									
	EXISTING SUPPLY ^a	Sites	PLANNED SUPPLY ^a		Net Acres Needed ^b		Net Acres Needed ^b		Net Acres Needed ^b		Net Acres Needed ^b		Net Acres Needed ^b		Net Sites Needed									
			Acres	Sites	Low	High	Low	High	Low	High	Low	High	Low	High	Low	High								
ESTIMATED DISTRICT POPULATION^b = 33,612																								
PARKS AND OPEN SPACES																								
A. Neighborhood Parks	115.88	21	146.00	29	(77)	(23)	(19)	30	(101)	(38)	(24)	32	(123)	(51)	(30)	36	(144)	(59)	(35)	41	(163)	(40)	49	
B. School/Neighborhood Parks ^c	0.00	0	29.00	9	11	24	4	13	6	22	2	13	2	20	1	13	(1)	20	0	14	(4)	20	(1)	16
TOTALS	115.88	21	175.00	38	(66)	1	(15)	42	(95)	(17)	(22)	45	(121)	(30)	(29)	49	(146)	(40)	(35)	56	(167)	(44)	(61)	64

Bend Metro Park and Recreation District
Neighborhood Parks Needs Assessment -- FY2001 to FY2020

NEIGHBORHOOD PARKS FACILITY NEEDS FOOTNOTES

- FOOTNOTES**
- 1) - Needs for a service delivery benchmark—level of service measured by way of address service delivery standards. Lower-range planning should use these standards when identifying future park and recreation needs. **TOTAL NEEDS** is the total number of area park miles and square feet of facilities needed based on the adopted standards. **NET NEEDS** represent the total facility needs of the District, less the existing supply. **NET-NET NEEDS** represent the facility needs of the District, less the existing supply. **NET-NET NEEDS** represent the facility needs of the District, less the existing supply.
 - 2) - Service Delivery Standards are based on the adopted 1995 Comprehensive Plan, updated for Neighborhood Parks and Sports Parks and the adopted 2000 Capital Improvement Plan.
 - 3) - Total Area, Total Sites, Total Area and Total Square Feet Needed are based on the service delivery standards in the adopted 1995 Comprehensive Plan, updated for Neighborhood Parks and Sports Parks and the adopted 2000 Capital Improvement Plan.
 - 4) - Net Needs are total needs, less the existing supply.
 - 5) - Estimated future population of 33,000 people is based on US Census Data for Beal Metro Park and Recreation District as of April 2000, multiplied by projected annual growth rate of 3.5%, and rounded through 2020 at some risk. This is an overall District population increase of 65.9% through the 20 year planning period.
 - 6) - Existing Supply of sites, acres, miles and square feet includes all facilities currently in the District serving facility inventory, whether developed or not.
 - 7) - Planned Supply of sites, acres, miles and square feet includes all facilities currently in the District serving facility inventory, whether developed or not.
 - 8) - The new joint address classification—Status/Neighborhood Parks and Sports Parks standards were identified and developed in their time to meet the portion of the projected recreation needs of the District. These new address classifications—Status/Neighborhood Parks and Sports Parks have been developed at a similar strategy for meeting the same Neighborhood Parks and Sports Parks needs. Therefore, as the level of service in the same, yet there are four characteristics where there were previously two characteristics, the service delivery standards for the Neighborhood Parks and Sports Parks has been reduced, and this new reduced standard applied to the two new classifications. The net effect on overall service delivery is unchanged—four characteristics now address the level of service that two characteristics previously did.
 - 9) - There are twenty years between the FY2000 Building Supply and the FY2000 Planned Supply. To allocate the planned facilities over this 20 year planning timeframe, 10% of the planned facilities were applied to the FY2001 planning window, and 22.5% of the planned facilities were applied to the FY2002, FY2003, FY2004, FY2005, FY2006, FY2007, FY2008, FY2009, FY2010, FY2011, FY2012, FY2013, FY2014, FY2015, FY2016 and FY2017 windows. This makes for a 10% per year allocation for FY2000 through FY2009, and a 2.2% per year allocation for FY2010 through FY2017.

Responses to Public Comments

The public comments listed above cover a wide range of topics. These were received during preparation of the plan from January 15 to March 30, 2003, as well as during the public hearing and the designated public comment period of December 19, 2003 through January 19, 2004. Responses to the public comments are provided below in no particular order.

Public comment. Affordable housing should be a high priority in using CDBG funds.

Comments. B, D, L and public hearing

Response. Affordable housing has been identified as a high priority in the city's Strategy and Action Plans. The city anticipates using a majority of its CDBG funds to support affordable housing activities in 2004-2005 program year. The percentage dedicated to this activity may change in future years, but it will remain a high priority.

Public comment. Fund completion of the Senior Center building, as well as annual operations for the Senior Center.

Comments. D, I, N, P

Response. The city has committed to using up to 15 percent of its CDBG allocation for activities related to special needs populations. It is possible that some of this funding could be used for the Senior Center. However, there are a number of potential reservations about using these dollars for Senior Center construction or operations.

- The city has required that funds used for special needs services or construction leverage other funds, a possibility that may or may not be feasible for the Senior Center.
- The city feels that it has already funded its agreed upon portion of the Senior Center, and that the remainder should be funded by other parties.
- The majority of research in the Consolidated Planning process did not indicate services for seniors as high priority needs, except to the extent that low-income seniors would be impacted by state budget cuts.

Public comment. The second floor of the Flight Services Building at the Bend Municipal Airport needs to be completed.

Comment. G, M

Response. The city has agreed to dedicate approximately 20 percent of funds to economic development activities in 2004-2005 program year, which could include this project. However, funding the airport could be problematic given the need to meet a national objective of serving low- and moderate- income clientele or areas.

Public comment. There is a high priority need for public transit in Bend.

Comment. A

Response. This need emerged repeatedly in research for the Consolidated Plan. There is a widely held view in the community that public transit services are needed. However, it is difficult to fund public transit in any meaningful fashion while meeting the national objective of serving a low- and moderate-income clientele or area. City funds could be used to support Dial-a-Ride through the 15 percent public services set aside, but this would merely reinforce the existing transit system without addressing the widespread need.

Public comment. Childcare is an important need for low- and moderate-income families.

Comments. C, F, L, Q

Response. This need did not emerge through the Consolidated Plan research process. However, childcare is an important factor in the success of working families. This could be supported through the 15 percent of funds that the city has set aside for public services and special needs populations.

Public comment. Three infrastructure needs were identified: ADA compliant playgrounds, speed bumps in particular neighborhoods and neighborhood parks.

Comments: E, H, P

Response. The city will consider off-site infrastructure improvements that will support the production or preservation of affordable housing during the Consolidated Plan period, but will likely not use CDBG funding. However, aside from infrastructure needs that are related to affordable housing, infrastructure did not emerge as a high priority need from the Consolidated Plan research process.

Public comment. Support an Internet café in a local community center.

Comment. F

Response. This activity did not emerge as a priority in the Consolidated Plan research process. Moreover, depending on location, it could be difficult to operate this facility in a fashion that primarily benefited a low- and moderate-income clientele.

Public comment. Support activities that provide early intervention for high risk youth, including parent training, youth development activities in non-school hours and childcare.

Comment. J

Response. The city has set aside up to 15 percent of funding for activities related to public services and special needs populations, provided that these activities leverage other funds. These dollars could be used for youth programming. However, youth did not emerge as a priority through the Consolidated Plan research process, with public services needs more focused on homeless, people with mental illnesses and people with disabilities.

Public comment. Focus public input more on low- and moderate- income people, rather than the service providers for those populations.

Comment. K

Response. This comment emerged early in the process and the city took steps to address it. These included specifically asking service providers to invite their clients to public hearings and distributing comment forms to numerous locations in the community.

Public comment. The Deschutes Children’s Foundation is planning a collaborative services facility for children and families and hopes to have the option of CDBG funding for a share of the construction costs.

Comment. O

Response. Critical needs for special needs populations, including children and families experiencing homelessness, were identified as a priority need through the Consolidated Plan research process. In program year 2004-2005, the city has designated up to 15 percent of CDBG funds for these needs, which could be used to support the construction of the collaborative services facility.

APPENDIX E.
Public Meeting Materials

Appendix E. Public Meeting Materials and Minutes

Handout for January 15, 2003 Open House (following page)

HOW SHOULD BEND'S DOLLARS BE SPENT?

The following are 16 potential activities that could be undertaken with HOME Investment Partnerships Program or Community Development Block Grant (CDBG) funds. Please identify each activity as appropriate for high, moderate, low, or no funding. Please select:

- Four activities as *high funding*
- Four activities as *moderate funding*
- Four activities as *low funding*; and
- Four activities as *no funding*

Select only 4 activities for each Funding Level

Activity	Funding level			
	High	Moderate	Low	None
Down payment assistance to prospective homebuyers	High	Moderate	Low	None
Rental subsidies for low-income renters	High	Moderate	Low	None
First time homebuyer education	High	Moderate	Low	None
Infrastructure development in low-income areas (e.g. water, sewer, streets, recreation centers, senior centers)	High	Moderate	Low	None
Job training	High	Moderate	Low	None
Social services (e.g. youth programs, senior programs, substance abuse programs, etc.) specify)	High	Moderate	Low	None
Rehabilitation of existing rental housing	High	Moderate	Low	None
Construction of new owner-occupied housing	High	Moderate	Low	None
Construction of new rental housing	High	Moderate	Low	None
Construction of emergency or transitional housing	High	Moderate	Low	None
Services for the homeless (shelter operations, food banks, etc.)	High	Moderate	Low	None
Low interest loans to low-income entrepreneurs or to retain businesses that employ low-income workers	High	Moderate	Low	None
Crime reduction activities	High	Moderate	Low	None
Building code enforcement to reverse housing deterioration	High	Moderate	Low	None
Land acquisition for economic development	High	Moderate	Low	None
Demolition of substandard structures	High	Moderate	Low	None

2. Handout February 5 Public Hearing (see page III-3, III-9 and III-10 for summary of responses)

How Should the City Spend CDBG Dollars?

In the next 18 months, the City of Bend will begin receiving annual allotments of federal Community Development Block Grant (CDBG) funds. These dollars can be used for housing, infrastructure, public facilities, social services, crime reduction or economic development. Attached are descriptions of how these funds have been used in western communities whose populations are similar to Bend. Help us understand the community's priorities for these funds by answering the following questions.

1. What are the priority housing and community development *needs* in Bend?

2. If you were making the decision, what activities would fund with these dollars?

3. If you were making the decision, what activities would refuse to fund with these dollars?

3. Minutes of February 5 Public Hearing

Bend City Council

Wednesday, February 5, 2003

Roll Call:

The regular meeting of the Bend City Council was called to order at 7:10 pm on Wednesday, February 5, 2003. Present upon roll call by City Recorder Patty Stell were Bend City Councilors John Hummel, Bruce Abernethy, Chris Telfer, Bill Friedman, Kathie Eckman, Dave Malkin, and Mayor Oran Teater.

A moment of silence was observed for the Columbia astronauts and in remembrance of Sam Langmas

Pledge of Allegiance

The Pledge of Allegiance was recited.

Recognize retiring employee David P. Rose and Mike Cooley, Fire Department.

Fire Chief Larry Langston recognized David Rose and Mike Cooley for their years of service with the City of Bend and Mayor Teater presented with them with certificates and service pins.

Recognize Deborah McMahon for 15 years of service with the City of Bend.

Mr. Hales recognized Deborah McMahon for her years of service with the City of Bend and Mayor Teater presented her with a certificate and gift. Ms. McMahon thanked Council and department heads.

Consider a motion for approval of the minutes:

Bend City Council Annual Meeting, January 2, 2003

Bend City Council Retreat, January 3, 2003

Bend City Council Work Session, January 15, 2003

Councilor Hummel moved approval of the minutes. Councilor Eckman seconded the motion, which passed unanimously.

Consider a motion to receive petitions.

No petitions had been received.

Consider a Motion to approve the Consent Agenda A:

Minutes

Bend Urban Area Planning Commission, January 13, 2003

Traffic Safety Advisory Committee, November 19, 2002

Traffic Safety Advisory Committee, December 17, 2002

Lighting Ordinance Advisory Committee, January 16, 2003

Receive December Financials

Accept right of way offer for Hwy 97 No. Transmission Main of \$11,500 and authorize the City Manager to proceed with the purchase of the property.

Accept the low bid submitted by Roger Lnageliers Construction Co. for the 18th Street & Egypt Drive Safety Improvements project (ST0316) in the amount of \$61,911.66.

Accept the low bid submitted by submitted by Hap Taylor & Sons, Inc. for the Arizona/Colorado Couplet project (UR9902) in the amount of \$1,496,256.55.

Authorize City Manager to sign Immediate Opportunity Fund Agreement between the City of Bend and the Oregon Department of Transportation (ODOT) for grant funding of the Nelson Road Relocation project at the Bend Municipal Airport.

Approve a Bargain and Sale Deed of a Sewer Easement.

Authorize City Manager to appeal Oregon Department of Transportation speed order for Knott Road from 700 feet southwest of China Hat intersection to the Knott/15th Street intersection.

Approve purchase of street right-of-way and other property interests from BRC and BRC2 for the Arizona Avenue Project.

Authorize City Manager to apply for Community Incentive Funds in the form of grants and low interest loans for construction of sidewalks, bike lanes and other pedestrian/bicycle amenities on Bear Creek Road between 15th and Dean Swift Roads.

Approve Liquor Licenses:

Quickway Market, 690 NE Butler Market Road, off-premises license.

High Desert Golf Center, 20420 Robal Lane, limited on-premises license.

National Fitness & Raquet Club, 1569 NE 2nd, limited on-premises.

Demetris Greek American Cuisina, 425 Windy Knolls Drive, off-premises license.

Councilor Hummel moved approval of the Consent Agenda. Councilor Malkin seconded the motion. Councilor Telfer pulled Item E from the Consent Agenda. The motion to approve the Consent Agenda without Item E passed unanimously.

Councilor Telfer discussed Item E inquiring whether design changes can be made after award of the bid. Bob O'Neal, Project Manager, explained the project was bid in two separate ways. One of the two will drop. Staff will ask Council to choose pavers or concrete. Councilor Telfer asked whether street lights were added to the design. Mr. O'Neal noted that pedestals are included in the bid. The City can pick up additional cost if we chose to upgrade. It will not impact the bid.

Councilor Hummel moved approval of Item E on the Consent Agenda. Councilor Abernethy seconded the motion, which passed unanimously.

7.A. Consider a Roll Call Vote on Consent Agenda B:

A. Hold a second reading and roll call vote for a proposed ordinance amending the City of Bend Zoning Ordinance No. NS-1178 (zoning map), by changing the zoning designation of an area of land from UAR-10, Urban Area Reserve, to ME, Mixed Employment. (Applicant – Sima Mountain View LLC).

B. Hold a second reading and roll call vote for a proposed Ordinance amending the City of Bend Zoning Ordinance No. NS-1178 (zoning map), by changing the zoning designation of a parcel of land from RL, Urban Low Density, to RS, Standard Density Residential. (Applicant – Mathews)

C. Hold a 2nd Reading and roll call vote of an Ordinance vacating a portion of Sisemore Road that lies within the NE ¼ of Section 36, Township 17 South, Range 11 East, W.M., In the City of Bend, Deschutes County Oregon.

D. Hold the second reading and roll call vote of a proposed Ordinance amending the City of Bend Zoning Ordinance No. NS-1178, by changing the zoning map designation of certain real property from Suburban Low Density Residential (SR 2/1/2) to Urban Standard Density Residential (RS). (Applicant – LDC Design Group, Inc.)

E. Consider the second reading and roll call vote of a proposed Ordinance granting to Quantum Communications, an Oregon Corporation, a non-exclusive Franchise and right to construct, operate and maintain a data communications service facility; to occupy city rights-of-way; and to provide telecommunication services in the City of Bend, Oregon.

F. Consider a roll call vote on a proposed Resolution creating Local Improvement District (LID) 673 to provide sanitary sewer service for Summer Shade Drive

G. Consider a roll call vote on a proposed Resolution authorizing the City Manager to endorse an application for Transportation Enhancement Funds.

Councilor Friedman moved approval of Consent Agenda B. Councilor Hummel seconded the motion, which passed upon unanimous roll call vote.

Receive Visitors

Frank Pennock spoke in support of reduction of speed on Reed Market Road.

Carrie Anderson asked for help in maintaining communication services without interference. Village Wistoria has an amateur radio in their neighborhood which interferes with communication services.

Dr. Connor spoke about the amateur radio operation in Village Wistoria which interferes with his office computer and telephone.

Mr. Hales referred Ms. Anderson and Dr. Connor to Senior Planner James Lewis.

Donna Lynch spoke representing Patty's Place, a non-profit organization providing homeless shelter and food to the needy. Ms. Lynch expressed appreciation for help with shelter siting. She hopes to meet needs where they are.

Jack Weisgerber spoke about his concern about trees and the disingenuous effort to protect them through an ordinance. He referred to a Community Forestry Framework plan proposed in 1991 and submitted a proposal.

Keith Scott, President of Woodriver Village Homeowners Association, gave an update on the Southern River Crossing project and the Woodriver Village sewer project.

Good of the Order

This item was not addressed.

Administer oaths of office to ABC Commission members Kyla Merwin, Pamela Andrews, Judith Hoiness, and Chris Friess.

Mayor Teater administered the oaths of Office to the new Commission members.

Receive presentation by Jay Casbon on the OSU Cascades campus.

Dr. Casbon gave an update. The University is alive and well with over 500 students and is engaging in curriculum development. The will receive an ROTC program. Cost of a degree through OSU Cascades Campus is 35 percent less than any other university in the State of Oregon, because it is able to use classes from COCC.

Receive Report on Wildfire Summit by Larry Langston.

Fire Chief Langston discussed the Council goal to reduce risk of wildfire in Bend. He attended a conference to identify commonalities in western states. The group looked at issues that face the state. Bend compares favorably to other states in the west. The goal was to write a "white paper" and send it to congress with consensus on how to mitigate wildfire problems in the west. The Oregon fire chiefs presented house bill 360 which mirrors recommendations in the national fire plan.

CDBG addressed out of order.

CDBG Housing Coordinator Rima Wilson gave background on this issue. Bend now exceeds 50,000 population and qualifies for CDBG direct entitlement funds for projects that benefit low to moderate income people. The City is looking to the community to help identify needs and help determine where the funds should be used. A questionnaire for providing input is available. The draft of the consolidated plan will be available in March.

Mayor Teater opened the public hearing at 7:56 pm.

Ron Martine complimented Councilor Abernethy and David Hales for their participation. He feels the funds should be used to provide facilities to assist with poverty and hunger and help break the cycle of poverty. He suggested a shelter that would meet more than just one need.

Carrie Ward, Executive Director of Friends of Bend, commended the City for the process on the consolidated plan and especially Rima Wilson. She support the components of the plan that address affordable housing and poverty and advocates for recognition of the need for public transit in Bend.

Sharon Miller, Director of COCAAN, submitted a copy of the community plan that lists the gaps in services in Bend. She advocates especially for affordable housing.

Rick Neggas, Supervisor of Housing Stabilization at Healy Heights, asked staff and families at Healy Heights what they saw as priority needs. They are concerned about cuts in services, cuts in education, reliable public transportation, lack of affordable housing.

Chuck Tucker, Director of Bend Habitat for Humanity, encouraged Council to look at the findings of the Affordable Housing Task Force for CDBG funds and particularly at affordable housing land trust.

Michael Funke talked about citizen participation and suggested that staff and Council include low and moderate income citizens and gain their input. He suggested having the public comment sessions out at Healey Heights or in the low income areas.

Don Leyman, former member of the Habitat board, commended Council on its interest in affordable housing. The root cause is the lack of affordable land for affordable housing. He urged a sizeable portion of the funds go toward a land trust and leverage the funds.

Holly Hutton, Assistant Director of COCAAN, thanked Councilor Abernethy and Council for advancing the affordable housing conversation. He discussed a Deschutes housing study, which indicates needs in the areas of moving costs, high utility rates, and unemployment.

Tracy Osborn, Emergency Services Coordinator for COCAAN, (Bend Aid), reviewed statistics. Affordable housing and utility needs are top priorities.

Kathleen Leppert a realtor in Bend talked with Ms. Wilson and submitted her comments in writing. She is concerned about the limited amount of funds and would like to see them directed at projects that don't already have assistance. Keep the money in circulation. Keep the public process open.

Cindy Cook from Central Oregon Regional Housing Authority urged Council to focus on unmet needs of the community. The housing needs assessment was completed in 2000 and should be considered in this process. Affordable housing is a priority issue and leveraging the dollars is important. Consideration should be given to distributing affordable housing throughout the community. An open house is scheduled on February 20 in Eastlake Village to talk to the residents and find out what their needs are.

John MacInnis is a non-profit developer and encouraged Council to make decisions up front and stay on course. Use the funds to leverage more money.

Ken Wilhelm, Executive Director of Deschutes United Way, commended Council on efforts toward affordable housing and the consolidated plan. He hopes these efforts will be embraced by the full Council and whole community. He recommended focus on low and moderate income housing and the social services that help support it.

Keith Scott noted that Woodriver Village needs sidewalks, speed bumps, and lighting.

Closed the public hearing BA thanked to all who testified and respects passion and commitment and energy. CC recognizes the importance of affordable housing and other ways the CDBG funds can be spent. Closed the public hearing at 8:34 pm.

Councilor Abernethy thanked all who testified and respects their passion and commitment and energy. Council recognizes the importance of affordable housing and other ways the CDBG funds can be spent.

Mayor Teater closed the public hearing at 8:34 pm.

Local Improvement District for Southern Bridge.

Hold a public hearing on proposed assessment.

Finance Director Jim Krueger explained the purpose of the resolution is to assess the consortium property owners and hear testimony related to the assessments. A total of \$2.3 million will be assessed and another \$500,000 has already been paid by Cascade Highlands. Mr. Krueger distributed a handout and explained the cost discrepancies between the initial estimates and the actual cost. Three main items of difference were contract costs, cost of the waterline, and engineering cost totaling \$1.9 million. The Reed Market extension costs were difficult to analyze.

Councilor Hummel feels the discrepancy is an embarrassment to the City and the document distributed with initial estimates was a sham.

Councilor Friedman feels there is no reason to go back and look at the issue again. The numbers initially published totaled about \$6 million and were directly related to the Southern River Crossing. The actual figures for the Crossing total about \$8 million and he feels that is pretty close. Almost everything else concerning Reed Market has to do with Bond Street east to Third and was never part of the project cost. He feels the estimate is close to the estimate.

Councilor Telfer asked where the extra money will come from. Mr. Krueger explained most of the costs associated with this come from SDC funds. The City will use some bonding and assessment against the properties.

Councilor Friedman noted all these contracts were approved by the Council at one point or another. None of this is a surprise.

The numbers were arrived at over a period of time and go back to 1999. When that happens it causes a problem in appropriating the funds crossing over the years.

Councilor Eckman referred to the initial estimates and noted it clearly indicates the estimate does not include some of the items.

Councilor Friedman asked Mr. Hales to send email recapping the bids that were issued for each piece of this project. Councilor Hummel asked that not another minute of staff time be spent on this. Councilor Abernethy did not see the full magnitude of the cost. He would like staff to review. Mr. Hales advised staff has been looking at better ways to project costs. This one project included the area from the Parkway to the bridge making it difficult to break down the costs. Staff will look at how to do a better job in analyzing costs in the future. Councilor Friedman commended the efforts, but doesn't feel it has anything to do with this project. The City Manager and Finance Director cannot separate the costs out because they weren't here. This is not a failure of the system. He feels it is clear that what was estimated as \$6 million turned out to be \$8 million and doesn't feel this is a bad estimate. Councilor Hummel would like people to recognize that the actual cost is 100 percent over cost and not acceptable.

Mayor Teater opened the public hearing at 9:00 pm. Upon hearing no comments, the public hearing was closed.

Consider a roll call vote on a proposed Resolution of Assessment.

Councilor Friedman moved approval of the Resolution. Councilor Malkin seconded the motion which passed upon unanimous roll call vote.

Hold a Public Hearing to receive input on housing and community development needs and funding priorities for inclusion in the City of Bend Consolidated Plan, being developed in preparation for the City's transition to a Community Development Block Grant Direct Entitlement Community.

This item was addressed earlier.

Street Name Change Coyote Butte Court to Pilot View Court

Hold a public hearing on a proposed Ordinance renaming Coyote Butte Court to Pilot View Court within the City of Bend, Oregon.

Street names can be changed if affected property owners are in agreement. Five property owners agreed by signature and obtained approval from the Deschutes County Address Coordinator. There have been no comments in opposition. The budgetary impact will be only for cost of replacement of the sign. Planning Commission and staff recommend approval.

Councilor Hummel asked why the name change is requested. The applicant has a personal objection to the name Coyote. They paid an application fee of \$350. Community Development will consider changing this fee during the budgeting process.

Mayor Teater opened the public hearing. Upon hearing no comments the public hearing was closed.

Consider the first reading of a proposed Ordinance renaming Coyote Butte Court to Pilot View Court within the City of Bend, Oregon.

The first reading was held.

Consider the First Reading of an Ordinance Amending the Intergovernmental Agreement Ratified under Ordinance No. NS-1842, Establishing the Bend Metropolitan Planning Organization

Ms. Wilson explained these changes represent a housekeeping issue. The City has been working with the county and ODOT to form the MPO. Local agencies approve the IGA before it goes to the state for review. State review resulted in some changes. The changes don't effect content, but add required legal language, remove some duplication, and made minor edits to clarify. This ordinance will approve retroactively the changes that were made.

The first reading was held.

Consider Mayor's appointments of Alternates to Central Oregon Community Action Agency Network (COCAAN) Board of Directors, Central Oregon Intergovernmental Council (COIC) Board of Directors, and Central Oregon Area Commission on Transportation (COACT)

Mayor Teater appointed Councilor Telfer as the alternate to the COACT Board, and Councilor Malkin as the alternate to the COIC Board.

Councilor Friedman moved to approve the mayor's appointments. Councilor Hummel seconded the motion, which passed unanimously.

18. Council Action and Reports

Councilor Malkin noted Council approved some traffic mitigation measures for Reed Market and Division and hasn't seen anything in place yet. He would like to see something before the next meeting if possible. Public Works Director Mike Elmore responded the reader board is out directing traffic and staff has ordered the flashing lights, which will probably take about four weeks to receive.

Councilor Eckman gave an update on the COCO telecommunication video conference with the state legislatures. COCO talked to state representatives about issues on the agenda (water issues, PERS problem, school funding, and transportation issues). They are just now starting their session. She e-mailed Council about extending to 150 days the application process. Representative Westlund asked why the City finds this necessary. Mr. Hales explained the City receives a lot of complaints. Councilor Eckman noted the state is considering imposing a one percent TRT.

Councilor Friedman hopes Council will use the monthly Committee of the Whole meetings to do the agency reporting.

Councilor Friedman gave an update on the first meeting of the MPO. The three representatives from the City are himself, Mayor Teater, and Councilor Telfer. The City will receive \$190,000 in planning funds to conduct planning at the metropolitan level. Money is for planning only and not for projects. Councilor Friedman commended Ms. Wilson, Rick Root and Deb Walker for their efforts on this project.

Mayor Teater complimented Patrick Griffith for his presentation on water issues at the Committee of the Whole meeting.

Mayor Teater advised he does not intend to drop the Centennial celebration. He feels that funds can be found somewhere for an events coordinator.

Councilor Telfer attended the MPO meeting and the COIC meeting last week.

Councilor Abernethy asked that the 100 day agenda be amended to include facilitation of citing of a shelter. Staff will propose to the Planning Commission and then to Council additional zones under which shelters may be sited as a conditional use.

Councilor Hummel recognized Deborah McMahon who cared deeply about the City and about her staff. She had a volatile position which she always handled with poise and was very loyal to her staff

19. Receive City Manager's Report

Mr. Hales reminded Council of the luncheon meeting with the Bend Development Board tomorrow, a meeting tomorrow night on the Chamberlain transportation issues, and the Ultra public workshop scheduled for next week.

Adjourn

Councilor Hummel moved adjournment. Councilor Abernethy seconded the motion, which passed unanimously.

The meeting adjourned at 9:25 pm.

Respectfully submitted,

Patricia Stell

City Recorder

/kp

APPENDIX F.
Required HUD Documents/Certifications

Appendix F.

Required HUD Documents/Certifications

In accordance with the applicable statutes and the regulations governing the consolidated plan regulations, the jurisdiction certifies that:

Affirmatively Further Fair Housing. The jurisdiction will affirmatively further fair housing, which means it will conduct an analysis of impediments to fair housing choice within the jurisdiction, take appropriate actions to overcome the effects of any impediments identified through that analysis, and maintain records reflecting that analysis and actions in this regard.

Anti-displacement and Relocation Plan. It will comply with the acquisition and relocation requirements of the Uniform Relocation Assistance and Real Property Acquisition Policies Act of 1970, as amended, and implementing regulations at 49 CFR 24; and it has in effect and is following a residential antidisplacement and relocation assistance plan required under section 104(d) of the Housing and Community Development Act of 1974, as amended, in connection with any activity assisted with funding under the CDBG program.

Drug Free Workplace. It will or will continue to provide a drug-free workplace by:

1. Publishing a statement notifying employees that the unlawful manufacture, distribution, dispensing, possession, or use of a controlled substance is prohibited in the grantee's workplace and specifying the actions that will be taken against employees for violation of such prohibition;
2. Establishing an ongoing drug-free awareness program to inform employees about:
 - The dangers of drug abuse in the workplace;
 - The grantee's policy of maintaining a drug-free workplace;
 - Any available drug counseling, rehabilitation, and employee assistance programs; and
 - The penalties that may be imposed upon employees for drug abuse violations occurring in the workplace;
3. Making it a requirement that each employee to be engaged in the performance of the grant be given a copy of the statement required by paragraph 1;
4. Notifying the employee in the statement required by paragraph 1 that, as a condition of employment under the grant, the employee will:

- ▶ Abide by the terms of the statement; and
 - ▶ Notify the employer in writing of his or her conviction for a violation of a criminal drug statute occurring in the workplace no later than five calendar days after such conviction;
5. Notifying the agency in writing, within ten calendar days after receiving notice under subparagraph 4(b) from an employee or otherwise receiving actual notice of such conviction. Employers of convicted employees must provide notice, including position title, to every grant officer or other designee on whose grant activity the convicted employee was working, unless the Federal agency has designated a central point for the receipt of such notices. Notice shall include the identification number(s) of each affected grant;
 6. Taking one of the following actions, within 30 calendar days of receiving notice under subparagraph 4(b), with respect to any employee who is so convicted:
 - ▶ (a) Taking appropriate personnel action against such an employee, up to and including termination, consistent with the requirements of the Rehabilitation Act of 1973, as amended; or
 - ▶ (b) Requiring such employee to participate satisfactorily in a drug abuse assistance or rehabilitation program approved for such purposes by a Federal, State, or local health, law enforcement, or other appropriate agency;
 7. Making a good faith effort to continue to maintain a drug-free workplace through implementation of paragraphs 1, 2, 3, 4, 5 and 6.

Anti-lobbying. To the best of the jurisdiction's knowledge and belief:

1. No Federal appropriated funds have been paid or will be paid, by or on behalf of it, to any person for influencing or attempting to influence an officer or employee of any agency, a Member of Congress, an officer or employee of Congress, or an employee of a Member of Congress in connection with the awarding of any Federal contract, the making of any Federal grant, the making of any Federal loan, the entering into of any cooperative agreement, and the extension, continuation, renewal, amendment, or modification of any Federal contract, grant, loan, or cooperative agreement;
2. If any funds other than Federal appropriated funds have been paid or will be paid to any person for influencing or attempting to influence an officer or employee of any agency, a Member of Congress, an officer or employee of Congress, or an employee of a Member of Congress in connection with this Federal contract, grant, loan, or cooperative agreement, it will complete and submit Standard Form-LLL, "Disclosure Form to Report Lobbying," in accordance with its instructions; and
3. It will require that the language of paragraph 1 and 2 of this anti-lobbying certification be included in the award documents for all subawards at all tiers (including subcontracts, subgrants, and contracts under grants, loans, and cooperative agreements) and that all subrecipients shall certify and disclose accordingly.

Authority of Jurisdiction. The Consolidated Plan is authorized under State and local law (as applicable) and the jurisdiction possesses the legal authority to carry out the programs for which it is seeking funding, in accordance with applicable HUD regulations.

Consistency with plan. The housing activities to be undertaken with CDBG funds are consistent with the strategic plan.

Section 3. It will comply with Section 3 of the Housing and Urban Development Act of 1968, and implementing regulations at 24 CFR Part 135.

Signature/Authorized Official Date

Mayor

Title

Specific CDBG Certifications

The Entitlement Community certifies that:

Citizen Participation. It is in full compliance and following a detailed citizen participation plan that satisfies the requirements of 24 CFR 91.105.

Community Development Plan. Its consolidated housing and community development plan identifies community development and housing needs and specifies both short-term and long-term community development objectives that provide decent housing, expand economic opportunities primarily for persons of low and moderate income. (See CFR 24 570.2 and CFR 24 part 570)

Following a Plan. It is following a current consolidated plan (or Comprehensive Housing Affordability Strategy) that has been approved by HUD.

Use of Funds. It has complied with the following criteria:

1. **Maximum Feasible Priority.** With respect to activities expected to be assisted with CDBG funds, it certifies that it has developed its Action Plan so as to give maximum feasible priority to activities which benefit low and moderate income families or aid in the prevention or elimination of slums or blight. The Action Plan may also include activities which the grantee certifies are designed to meet other community development needs having a particular urgency because existing conditions pose a serious and immediate threat to the health or welfare of the community, and other financial resources are not available);
2. **Overall Benefit.** The aggregate use of CDBG funds including section 108 guaranteed loans during program year 2002 (a period specified by the City consisting of one program year), shall principally benefit persons of low and moderate income in a manner that ensures that at least 70 percent of the amount is expended for activities that benefit such persons during the designated period;
3. **Special Assessments.** It will not attempt to recover any capital costs of public improvements assisted with CDBG funds including Section 108 loan guaranteed funds by assessing any amount against properties owned and occupied by persons of low and moderate income, including any fee charged or assessment made as a condition of obtaining access to such public improvements.

However, if CDBG funds are used to pay the proportion of a fee or assessment that relates to the capital costs of public improvements (assisted in part with CDBG funds) financed from other revenue sources, an assessment or charge may be made against the property with respect to the public improvements financed by a source other than CDBG funds.

The jurisdiction will not attempt to recover any capital costs of public improvements assisted with CDBG funds, including Section 108, unless CDBG funds are used to pay the proportion of fee or assessment attributable to the capital costs of public improvements financed from other revenue sources. In this case, an assessment or charge may be made against the property with respect to the public improvements financed by a source other than CDBG funds. Also, in the case of properties owned and occupied by moderate-income (not low-income) families, an assessment or charge may be made against the property for public improvements financed by a source other than CDBG funds if the jurisdiction certifies that it lacks CDBG funds to cover the assessment.

Excessive Force. It has adopted and is enforcing:

1. A policy prohibiting the use of excessive force by law enforcement agencies within its jurisdiction against any individuals engaged in non-violent civil rights demonstrations; and
2. A policy of enforcing applicable State and local laws against physically barring entrance to or exit from a facility or location which is the subject of such non-violent civil rights demonstrations within its jurisdiction;

Compliance with Anti-discrimination laws. The grant will be conducted and administered in conformity with title VI of the Civil Rights Act of 1964 (42 USC 2000d), the Fair Housing Act (42 USC 3601-3619), and implementing regulations.

Lead-Based Paint. Its notification, inspection, testing and abatement procedures concerning lead-based paint will comply with the requirements of 24 CFR ' 570.608;

Compliance with laws. It will comply with applicable laws.

Signature/Authorized Official Date

Mayor

Title

Appendix to Certifications

INSTRUCTIONS CONCERNING LOBBYING AND DRUG-FREE WORKPLACE REQUIREMENTS:

A. Lobbying Certification

This certification is a material representation of fact upon which reliance was placed when this transaction was made or entered into. Submission of this certification is a prerequisite for making or entering into this transaction imposed by section 1352, title 31, U.S. Code. Any person who fails to file the required certification shall be subject to a civil penalty of not less than \$10,000 and not more than \$100,000 for each such failure.

B. Drug-Free Workplace Certification

1. By signing and/or submitting this application or grant agreement, the grantee is providing the certification.
2. The certification is a material representation of fact upon which reliance is placed when the agency awards the grant. If it is later determined that the grantee knowingly rendered a false certification, or otherwise violates the requirements of the Drug-Free Workplace Act, HUD, in addition to any other remedies available to the Federal Government, may take action authorized under the Drug-Free Workplace Act.
3. For grantees other than individuals, Alternate I applies. (This is the information to which jurisdictions certify).
4. For grantees who are individuals, Alternate II applies. (Not applicable jurisdictions.)
5. Workplaces under grants, for grantees other than individuals, need not be identified on the certification. If known, they may be identified in the grant application. If the grantee does not identify the workplaces at the time of application, or upon award, if there is no application, the grantee must keep the identity of the workplace(s) on file in its office and make the information available for Federal inspection. Failure to identify all known workplaces constitutes a violation of the grantee's drug-free workplace requirements.
6. Workplace identifications must include the actual address of buildings (or parts of buildings) or other sites where work under the grant takes place. Categorical descriptions may be used (e.g., all vehicles of a mass transit authority or State highway department while in operation, State employees in each local unemployment office, performers in concert halls or radio stations).
7. If the workplace identified to the agency changes during the performance of the grant, the grantee shall inform the agency of the change(s), if it previously identified the workplaces in question (see paragraph five).

8. The grantee may insert in the space provided below the site(s) for the performance of work done in connection with the specific grant:

Place of Performance (Street address, city, county, state, zip code)

City of Bend
Community Development Department
710 Wall St.
Deschutes County
Bend, OR 97701

Check if there are workplaces on file that are not identified here; the certification with regard to the drug-free workplace required by 24 CFR part 24, subpart F.

9. Definitions of terms in the Nonprocurement Suspension and Debarment common rule and Drug-Free Workplace common rule apply to this certification. Grantees' attention is called, in particular, to the following definitions from these rules:

- ▶ "Controlled substance" means a controlled substance in Schedules I through V of the Controlled Substances Act (21 U.S.C.812) and as further defined by regulation (21 CFR 1308.11 through 1308.15);
- ▶ "Conviction" means a finding of guilt (including a plea of nolo contendere) or imposition of sentence, or both, by any judicial body charged with the responsibility to determine violations of the Federal or State criminal drug statutes;
- ▶ "Criminal drug statute" means a Federal or non-Federal criminal statute involving the manufacture, distribution, dispensing, use, or possession of any controlled substance;
- ▶ "Employee" means the employee of a grantee directly engaged in the performance of work under a grant, including: (I) All "direct charge" employees; (ii) all "indirect charge" employees unless their impact or involvement is insignificant to the performance of the grant; and (iii) temporary personnel and consultants who are directly engaged in the performance of work under the grant and who are on the grantee's payroll. This definition does not include workers not on the payroll of the grantee (e.g., volunteers, even if used to meet a matching requirement; consultants or independent contractors not on the grantee's payroll; or employees of subrecipients or subcontractors in covered workplaces).

APPENDIX G.
HUD Regulations Cross-Walk

Appendix G. HUD Regulations Cross-Walk

This appendix refers the reader to those sections in the 2004-2009 Consolidated Plan that are intended to fulfill Sections 91.200 through 91.230 of HUD's regulations governing the contents of the local-level consolidated submission for community planning and development programs. Specifically, the bold and italicized text following each subsection refers to a textual location in the Consolidated Plan.

Subpart D – Local Governments; Contents of Consolidated Plan

Sec. 91.200 General

(a) A complete consolidated plan consists of the information required in Sections 91.205 through 91.230, submitted in accordance with instructions prescribed by HUD (including tables and narratives), or in such other format as jointly agreed upon by HUD and the jurisdiction. *[See Appendix G, all]*

(b) The jurisdiction shall describe the lead agency or entity responsible for overseeing the development of the plan and the significant aspects of the process by which the consolidated plan was developed, the identity of the agencies, groups, organizations and others who participated in the process, and a description of the jurisdiction's consultations with social service agencies and other entities. It also shall include a summary of the citizen participation process, public comments, and efforts made to broaden public participation in the development of the consolidated plan. *[See Sections I, III and Appendices B, C, D, E and I]*

Sec. 91.205 Housing and homeless needs assessment

(a) General. The consolidated plan must describe the jurisdiction's estimated housing needs projected for the ensuing five-year period. Housing data included in this portion of the plan shall be based on U.S. Census data, as provided by HUD, as updated by any properly conducted local study, or any other reliable source that the jurisdiction clearly identifies and should reflect the consultation with social service agencies and other entities conducted in accordance with Sec. 91.100 and the citizen participation process conducted in accordance with Sec. 91.105. For a jurisdiction seeking funding on behalf of an eligible metropolitan statistical area under the HOPWA program, the needs described for housing and supportive services must address the needs of persons with HIV/AIDS and their families throughout the eligible metropolitan statistical area. *[See Sections III, IV, and V.]*

(b) Categories of persons affected. (1) The plan shall estimate the number and type of families in need of housing assistance for extremely low-income, low-income, moderate-income, and middle-income families, for renters and owners, for elderly persons, for single persons, for large families, for persons with HIV/AIDS and their families, and for persons with disabilities. The description of housing needs shall include a discussion of the cost burden and severe cost burden, overcrowding (especially for large families), and substandard housing conditions being experienced by extremely low-income, low-income, moderate-income and middle-income renters and owners compared to the jurisdiction as a whole. The jurisdiction must define in its consolidated plan the terms "standard condition but suitable for rehabilitation." *[See Section III, IV and V.]*

(2) For any of the income categories enumerated in paragraph (b)(1) of this section, to the extent that any racial or ethnic group has disproportionately greater need in comparison to the needs of that category as a whole, assessment of that specific need shall be included. For this purpose, disproportionately greater need exists when the percentage of persons in a category of need who are members of a particular racial or ethnic group is at least 10 percentage points higher than the percentage of persons in the category as a whole.

(c) Homeless needs. The plan must describe the nature and extent of homelessness (including rural homelessness), addressing separately the need for facilities and services for homeless individuals and homeless families with children, both sheltered and unsheltered, and homeless subpopulations, in accordance with a table prescribed by HUD. This description must include the characteristics and needs of low-income individuals and families with children (especially extremely low-income) who are currently housed but threatened with homelessness. The plan also must contain a narrative description of the nature and extent of homelessness by racial and ethnic group, to the extent information is available. *[See Sections IV and V.]*

(d) Other special needs. (1) The jurisdiction shall estimate, to the extent practicable, the number of persons who are not homeless but require supportive housing, including the elderly, frail elderly, person with disabilities (mental, physical, developmental), persons with alcohol or other drug addiction, persons with HIV/AIDS and their families, public housing residents and any other categories the jurisdiction may specify, and describe their supportive housing needs. *[See Section V.]*

(2) With respect to a jurisdiction seeking funding on behalf of an eligible metropolitan statistical area under the HOPWA program, the plan must identify the size and characteristics of the population with HIV/AIDS and their families within the eligible metropolitan area it will serve.

(e) Lead-based paint hazards. The plan must estimate the number of housing units within the jurisdiction that are occupied by low-income families or moderate-income families that contain lead-based paint hazards, as defined in this part. *[See Section IV.]*

Sec. 91.210 Housing market analysis

(a) General characteristics. Based on information available to the jurisdiction, the plan must describe the significant characteristics of the jurisdiction's housing market, including the supply, demand and condition and cost of housing and the housing stock available to serve persons with disabilities and to serve persons with HIV/AIDS and their families. The jurisdiction must identify and describe any areas within the jurisdiction with concentrations of racial/ethnic minorities and/or low-income families, stating how it defines the terms "area of minority concentration" for this purpose. The locations and degree of these concentrations must be identified, either in a narrative of on one of more maps. *[See Sections III and IV.]*

(b) Public and assisted housing (1) The plan must describe the number of public housing units in the jurisdiction, the physical condition of such units, the restoration and revitalization needs, results from the Section 504 needs assessment (i.e., assessment of needs of tenants and applicants on waiting list for accessible units, as required by 24 CFR 8.25), and the public housing agency's strategy for improving the living environment of low- and moderate-income families residing in public housing. The consolidated plan must identify the public housing developments in the jurisdictions that are participating in an

approved HUD Comprehensive Grant program. Activities covered by the consolidated plan that are being coordinated or jointly funded with the public housing Comprehensive Grant program must be identified by project and referenced to the approved Comprehensive Grant program. Examples of supportive activities for Comprehensive Grant program activities are efforts to revitalize neighborhoods surrounding public housing projects (either current or proposed); cooperation in provision of resident programs and services; coordination of local drug elimination or anti-crime strategies; upgrading of police, fire, schools, and other services; and economic development projects in or near public housing projects to tie in with self-sufficiency efforts for residents. *[See Section IV.]*

(2) The jurisdiction shall include a description of the number and targeting (income level and type of family served) of units currently assisted by local, state, or federally funded programs, and an assessment of whether any such units are expected to be lost from the assisted housing inventory for any reason. *[See Section IV.]*

(c) Homeless facilities. The plan must include a brief inventory of facilities and services that meet the needs for emergency shelter, transitional housing, permanent supportive housing, and permanent housing needs of homeless persons within the jurisdiction. *[See Section V.]*

(d) Special needs facilities and services. The plan must describe, to the extent information is available, the facilities and services that assist persons who are not homeless but who require supportive housing, and programs for ensuring that persons returning from mental and physical health institutions receive appropriate supportive housing. *[See Section V.]*

(e) Barriers to affordable housing. The plan must explain whether the cost of housing or the incentives to develop, maintain, or improve affordable housing in the jurisdiction are affected by public policies of the jurisdiction, including tax policies affecting land and other property, land use controls, zoning ordinances, building codes, fees and charges, growth limits, and policies that affect the return on residential investment. *[See Section VI.]*

Sec. 91.215 Strategic plan

(a) General. For the categories described in paragraphs (b), (c), (d), and (e) of this section, the consolidated plan must do the following:

(1) Indicate the general priorities for allocating investment geographically within the jurisdiction (or within the EMSA for the HOPWA program) and among priority needs, as identified in the priority needs table prescribed by HUD; *[See Section VI.]*

(2) Describe the basis for assigning the priority (including the relative priority, where required) given to each category of priority needs; *[See Section VI.]*

(3) Identify any obstacles to meeting underserved needs; *[See Section VI.]*

(4) Summarize the priorities and specific objectives, describing how funds that are reasonably expected to be made available will be used to address identified needs; and *[See Section VI.]*

(5) For each specific objective, identify the proposed accomplishments the jurisdiction hopes to achieve in quantitative terms over a specific time period (i.e., one, two, three or more years), or in other measurable terms as identified and defined by the jurisdiction. *[See Section VI.]*

(b) Affordable housing. With respect to affordable housing, the consolidated plan must include the priority housing needs table prescribed by HUD and must do the following:

(1) The description of the basis for assigning relative priority to each category of priority need shall jurisdiction how the analysis of the housing market and the severity of housing problems and needs of extremely low-income, low-income, and moderate-income renters and owners identified in accordance with Sec. 91.205 provided the basis for assigning the relative priority given to each priority need category in the priority housing needs table prescribed by HUD. Family and income types may be grouped together for discussion where the analysis would apply to more than one of them; *[See Sections IV and VI.]*

(2) The statement of specific objectives must indicate how the characteristics of the housing market will influence the use of funds made available for rental assistance, production of new units, rehabilitation of old units, or acquisition of existing units; and *[See Section VI, and Sections III and IV for supporting market analysis and needs.]*

(3) The description of proposed accomplishments shall specify the number of extremely low-income, low-income, and moderate-income families to whom the jurisdiction will provide affordable housing as defined in 24 CFR 92.252 for rental housing and 24 CFR 92.254 for homeownership over a specific time period. *[See Section VI.]*

(c) Homelessness. With respect to homelessness, the consolidated plan must include the priority homeless needs table prescribed by HUD and must describe the jurisdiction's strategy for the following:

- (1) Helping low-income families avoid becoming homeless;
- (2) Reaching out to homeless persons and assessing their individual needs;
- (3) Addressing the emergency shelter and transitional housing needs of homeless persons; and,
- (4) Helping homeless persons make the transition to permanent housing and independent living.

[For all of the above, see Section V and Section VI for related strategies].

(d) Other special needs. With respect to supportive needs of the non-homeless, the consolidated plan must describe the priority housing and supportive service needs of persons who are not homeless but require supportive housing (i.e., elderly, frail elderly, persons with disabilities (mental, physical, developmental), persons with alcohol or other drug addiction, persons with HIV/AIDS and their families, and public housing residents). *[See Section V and Section VI for related strategies.]*

(e) Non-housing community development plan. (1) If the jurisdiction seeks assistance under the Community Development Block Grant program, the consolidated plan must describe the jurisdiction's priority non-housing community development needs eligible for assistance under HUD's community development programs by CDBG eligibility category, reflecting the needs of families for each type of activity, as appropriate, in terms of dollar amounts estimated to meet the priority needs for the type of activity, in accordance with a table prescribed by HUD. This community development component of the plan must jurisdiction the jurisdiction's specific long-term and short-term community development objectives (including economic development activities that create jobs), which must be developed in accordance with the statutory goals described in Sec. 91.1 and the primary objective of the CDBG program to develop viable urban communities by providing decent housing and a suitable living environment and expanding economic opportunities, principally for low-income and moderate-income persons. *[See Section VI.]*

(f) Barriers to affordable housing. The consolidated plan must describe the jurisdiction's strategy to remove or ameliorate negative effects of public policies that serve as barriers to affordable housing, as identified in accordance with Sec. 91.210 (d), except that, if a State requires a unit of general local government to submit a regulatory barrier assessment that is substantially equivalent to the information required under this paragraph (f), as determined by HUD, the unit of general local government may submit its assessment submitted to the State to have HUD and shall be considered to have complied with this requirement. *[See Section VI.]*

(g) Lead-based paint hazards. The consolidated plan must outline the actions proposed or being taken to evaluate and reduce lead-based paint hazards, and describe how the lead-based paint hazard reduction will be integrated into housing policies and programs. *[See Sections IV and VI.]*

(h) Anti-poverty strategy. The consolidated plan must describe the jurisdiction's goals, programs, and policies for reducing the number of poverty level families and how the jurisdiction's goals, programs, and policies for producing and preserving affordable housing, set forth in the housing component of the consolidated plan, will be coordinated with other programs and services for which the jurisdiction is responsible and the extent to which they will reduce (or assist in reducing) the number of poverty level families, taking into consideration factors over which the jurisdiction has control. *[See Section VI.]*

(i) Institutional structure. (1) The consolidated plan must explain the institutional structure, including private industry, nonprofit organizations, and public institutions, through which the jurisdiction will carry out its housing and community development plan, assessing the strengths and gaps in that delivery system. *[See Section VI.]*

(2) The jurisdiction shall describe the organizational relationship between the jurisdiction and the public housing agency, including the appointing authority for the commissioners or board of the housing agency; relationships regarding hiring, contracting and procurement; provision of services funded by the jurisdiction; and review by the jurisdiction of proposed development sites, of the comprehensive plan of the public housing agency, and of any proposed demolition or disposition of public housing developments. As board members of the public housing agency are appointed by the County Commission, there is no formal relationship between the city and the public housing agency. The public housing agency manages its properties and leaves broader planning within city limits to the city. No demolition or disposition is anticipated.

(3) The plan must describe what the jurisdiction will do to overcome gaps in the institutional structure for carrying out its strategy for addressing its priority needs. If the public housing agency is designated as “troubled” by HUD, or otherwise is performing poorly, the jurisdiction shall describe any actions it is taking to assist the public housing agency in addressing these problems. *[See Section VI.]*

(j) Coordination. The consolidated plan must describe the jurisdiction’s activities to enhance coordination between public and assisted housing providers and private and governmental health, mental health, and service agencies. With respect to the public entities involved, the plan must describe the means of cooperation and coordination among the State and any units of general local government in the metropolitan area in the implementation of its consolidated plan. *[See Section VI.]*

(l) Public housing resident initiatives. The consolidated plan must describe the jurisdiction’s activities to encourage public housing residents to become more involved in management and participate in homeownership. *[See Section VI.]*

(k) Low-income housing tax credit use. The consolidated plan must describe the strategy to coordinate the Low-income Housing Tax Credit with the development of housing that is affordable to low-income and moderate-income families. *[See Section VI.]*

Sec. 91.220 Action plan

The action plan must include the following:

(a) Form application. Standard Form 424. *[See Action Plan]*

(b) Resources. *[See Action Plan]*

(1) Federal resources. The consolidated plan must describe the Federal resources expected to be available to address the priority needs and specific objectives identified in the strategic plan, in accordance with Sec. 91.315. These resources include grant funds and program income. *[See Action Plan and Appendix H.]*

(2) Other resources. The consolidated plan must indicate resources from private and non-Federal public sources that are reasonably expected to be made available to address the needs identified in the plan. The plan must explain how Federal funds will leverage those additional resources, including a description of how matching requirements of the HUD programs will be satisfied. Where the jurisdiction deems it appropriate, it may indicate publicly owned land or property located within the jurisdiction that may be used to carry out the purposes stated in Sec. 91.1. *[See Action Plan and Appendix H.]*

(c) Activities to be undertaken. A description of the activities the jurisdiction will undertake during the next year to address priority needs in terms of local objectives that were identified in 91.215. This description of activities shall estimate the number and type of families that will benefit for the proposed activities, the specific local objectives and priority needs (identified in accordance with 91.215) that will be addressed by the activities using formula grant funds and program income the jurisdiction expects to receive during the program year, proposed accomplishments, and a target date for completion of the activity. This information is to be presented in the form of a table prescribed by HUD; *[See Action Plan.]*

(d) Geographic distribution. A description of the geographic areas of the jurisdiction (including areas of minority concentration) in which it will direct assistance during the ensuing program year, giving the rationale for the priorities for allocating investment geographically; *[See Action Plan.]*

(e) Homeless and other special needs activities. Activities it plans to undertake during the next year to address emergency shelter and transitional housing needs of homeless individuals and families (including subpopulations), to prevent low-income individuals and families with children (especially those with incomes below 30 percent of median) from becoming homeless, to help homeless persons make the transition to permanent housing and independent living, and to address the special needs of persons who are not homeless identified in accordance with Sec. 91.215(d). *[See Action Plan.]*

(f) Other actions. (1) General. Actions it plans to take during the next year to address obstacles to meeting underserved needs, foster and maintain affordable housing, remove barriers to affordable housing, evaluate and reduce lead-based paint hazards, reduce the number of poverty level families, develop institutional structure, and enhance coordination between public and private housing and social service agencies and foster public housing resident initiatives. *[See Sec. 91.215 (a), (b), (f), (g), (h), (i), (j), and (k) See Action Plan.]*

(2) Public housing. Appropriate reference to the annual revisions of the action plan prepared for the action plan prepared for the Comprehensive Grant program. If the public housing agency is designated as “troubled” by HUD, or otherwise is performing poorly, the jurisdiction’s plan if any, to assist the public housing agency in addressing these problems. *[See Section IV]*

Sec. 91.330 Monitoring

The consolidated plan must describe the standards and procedures that the jurisdiction will use to monitor activities carried out in furtherance of the plan and will use to ensure long-term compliance with requirements of the programs involved, including the comprehensive planning requirements. *[See Action Plan.]*

APPENDIX H
Citizen Participation Plan and
Public Outreach

APPENDIX H

Citizen Participation Plan, Anti-Displacement Plan and Public Outreach

CITY OF BEND 2004-2009 CONSOLIDATED PLAN

Citizen Participation Plan

INTRODUCTION

This Citizen Participation Plan sets forth the City of Bend's policies and procedures for citizen participation in the development and implementation of the City's 5-year *Consolidated Plan*. The purpose of this Citizen Participation Plan is to ensure that citizens have an opportunity to contribute ideas and information on housing and community development issues to the City's Consolidated Plan process, including the preparation of *Substantial Amendments* and annual *Performance Reports*. The provisions detailed below fulfill the statutory and rule requirements for citizen involvement that are specified by both the US Department of Housing and Urban Development (HUD) Consolidated Plan rule and by the rules that direct HUD's Community Development Block Grant (CDBG) Program.

Consolidated Plan

The Consolidated Plan is the principal planning and application document for HUD's CDBG Program. The Consolidated Plan is a comprehensive housing affordability strategy and community development plan that consists of a community development needs assessment, a housing market analysis, and long-term strategies to meet priority community development needs. The City of Bend's Consolidated Plan will outline the amount of CDBG assistance that the City expects to receive, the range of activities that the City may undertake with the funds, and the estimated amount of funding that will benefit low- and moderate-income persons. In carrying out its CDBG program, the City of Bend intends to minimize displacement of persons and will provide relocation assistance to any persons displaced; the City's specific plan for how it will minimize displacement and assist any persons displaced will also be included in the Consolidated Plan.

A key component of the Consolidated Plan is the Annual Action Plan. An Annual Action Plan will be submitted to HUD prior to each CDBG program year and will outline the specific projects and activities that will be undertaken to address priority needs during that year.

Before a Consolidated Plan is adopted by the Bend City Council and submitted to HUD for approval in February 2004, a draft Consolidated Plan will be prepared and made available for citizens, public agencies, and other interested parties to review. The City will provide opportunities for citizens to submit oral and written comments, proposals, and recommendations regarding the Plan.

Substantial Amendments

After the Consolidated Plan is approved, the need may arise to modify or amend the approved Plan. If this occurs, federal regulations require the City to prepare and submit to HUD a Substantial Amendment. A Substantial Amendment will be prepared whenever the City makes one of the following decisions:

- To make a substantial change in its allocation priorities or a substantial change in the method of distribution of funds;
- To carry out an activity, using funds from any program covered by the Consolidated Plan (including program income) not previously described in the Action Plan;
- To make a change in the use of CDBG funds from one eligible activity to another; or
- To make a substantial change in the purpose, scope, location or beneficiaries of an activity. A substantial change would include increasing or decreasing an activity's budget by more than 25%, providing interim financing, and transferring funds from a contingency that was not described in the plan

Performance Reports

Performance Reports identify the status of actions taken to implement the strategy contained in the Consolidated Plan and provide an evaluation of progress made during the year in addressing identified priority needs and objectives. A Performance Report will be prepared and submitted to HUD annually.

CITIZEN INVOLVEMENT IN THE DEVELOPMENT OF THE CITIZEN PARTICIPATION PLAN

The City of Bend encourages citizens to participate in the development of this Citizen Participation Plan and any substantial amendments to the Citizen Participation Plan. After preparing a draft Citizen Participation Plan, the City will make copies available so that interested citizens, public agencies, and other groups may have an opportunity to review it and to provide suggestions for improvement. Copies of the draft Citizen Participation Plan will be made available at the Deschutes County Library and at City Hall in the Community Development Department and the City Manager's office. Interested parties may also request copies to be sent through the mail. A notice of the Plan's availability for review, and the locations where the plan will be available, will be published in the Bend Bulletin. A comment period of not less than 21 days will be provided from the date of notice in the Bend Bulletin that the draft Plan is available for review. Following the 21-day comment period, a public hearing will be held to solicit comments on the draft Plan prior to adoption of the Plan by the City Council. A file copy of the adopted Citizen Participation Plan will be maintained at the City of Bend for at least 5 years.

If a substantial amendment to the Citizen Participation Plan is required, the City will provide citizens with a reasonable opportunity to comment on the change. Prior to any significant change to the Citizen Participation Plan, a notice of the proposed amendment will be published in the Bend Bulletin, and citizens will be encouraged to submit comments and suggestions about the proposed amendment. At least 21 days from the publication of the proposed amendment, the City will hold a public hearing to receive comments on the change.

To facilitate participation by all persons, the City will make the Plan available, and will hold hearings, in locations that are accessible to persons with mobility impairments. When at least seven days advance notice is given before a hearing date, the City will also provide appropriate materials, equipment, and interpreting services to facilitate the participation of non-English speaking persons and persons with visual and/or hearing impairments. In addition, copies of the draft and final Citizen Participation Plans will be made available in Spanish wherever English versions are available.

CITIZEN INVOLVEMENT IN THE DEVELOPMENT OF THE CONSOLIDATED PLAN AND RELATED DOCUMENTS

The City of Bend also encourages citizens to participate in the development of the *Consolidated Plan*, any *Substantial Amendments* to the Plan, and the annual *Performance Reports*. The ways in which the City will encourage and provide opportunities for involvement in the Consolidated Plan process are outlined below.

Publication of Documents and Public Hearings

The City of Bend intends to keep interested parties informed about opportunities to participate in the development and implementation of the Consolidated Plan. The ways in which citizens may contribute to the development of the Consolidated Plan, Substantial Amendments, and annual Performance Reports are outlined below.

Consolidated Plan

The City of Bend will hold at least two public hearings before the Bend City Council during the development of the Consolidated Plan, and two during each successive CDBG Program year. The hearings will be used to obtain information and ideas from citizens regarding local housing and community development issues for inclusion in the City's Consolidated Plan.

The first of the two City Council public hearings will be held prior to publishing the draft Consolidated Plan. Topics to be covered during this hearing will include local housing and community development needs and the proposed use of program funds.

After preparing a draft Consolidated Plan, the City will make copies of the Plan available so that interested citizens, public agencies, and other groups may have an opportunity to review it and to provide suggestions for improvement. Copies of the draft Plan will be available at the Deschutes County Library, on the City web page, and at City Hall in the City Manager's office. Interested parties may also request copies to be sent through the mail.

A public notice and at least one display ad regarding the Plan's availability for review will be published in the Bend Bulletin, and a notice will be distributed to the Consolidated Plan Interested Parties email list. The notice will describe the purpose of the Plan and will list the locations where the Plan is available for review. In addition, the City may use radio and television announcements, the City website, direct mail, various email distribution lists, flyer postings, and other media/advertising methods as appropriate.

A comment period of not less than 30 days will be provided from the date of notice in the Bend Bulletin that the draft plan is available for review. During or following the 30-day comment period, a second hearing will be held to solicit comments on the draft Plan prior to submitting a final Plan for HUD approval.

Once the Consolidated Plan is approved by the HUD Field Office, a file copy and other records regarding the Consolidated Plan process will be maintained, as required by statute, at the City of Bend for at least 5 years.

Performance Reports

Prior to submitting each annual Performance Report to HUD, the City of Bend will hold a public hearing to provide citizens with an opportunity to comment on the report. At least 15 days prior to the public hearing, the City will publish a hearing notice in the Bend Bulletin, including information on where the Performance Report can be accessed. Comments received orally at the public hearing, and in writing prior to the public hearing, will be considered in preparing the final Performance Report.

Substantial Amendments

The City will not make a substantial amendment to the Consolidated Plan without first informing and providing citizens with a reasonable opportunity to comment on the change. Prior to any significant change to the Consolidated Plan, a notice of the proposed Substantial Amendment will be published in the Bend Bulletin. A comment period of not less than 30 days will be provided from the date of the notice in the Bend Bulletin. Citizens will be

encouraged to submit comments and suggestions about the proposed amendment. During or following the 30-day comment period, the City will hold a hearing in order to receive comments on the proposed amendment.

Comments may be delivered orally at the public hearings, or in writing prior to or during the public hearings. All comments and suggestions will be considered in preparing and finalizing the above documents. The City will prepare written summaries of all comments and will include them with the submission of the above documents to HUD. The summaries will indicate which ideas and suggestions were accepted and incorporated into the documents, as well as brief explanations of the reasons other comments or suggestions were not incorporated.

Publicizing Public Hearings

The City will keep interested citizens and groups informed, on an ongoing basis, about the progress of the Consolidated Planning process so that citizens may learn about housing and community development issues facing Bend, and may make meaningful contributions to the development of the Consolidated Plan. Notice of public hearings will be provided to citizens at least 15 days prior to the date of a hearing through publication of a public notice in the Bend Bulletin. At least one display ad regarding each public hearing will be placed in the Bend Bulletin within 10 days prior to the hearing. Sufficient information about the subject of the hearing will be provided in the notices to enable citizens to provide informed comments. The City will also use email notice to a Consolidated Plan Interested Parties list to inform interested citizens of opportunities for involvement. The City may also use radio and television announcements, the City website, direct mail, various email distribution lists, flyer postings, and other media/advertising methods as appropriate.

Encouraging Public Participation

The City of Bend intends to keep interested parties informed about opportunities for involvement throughout the development and implementation of the Consolidated Plan, and in the preparation of Substantial Amendments and Performance Reports. The City will take steps to ensure that citizens are aware of the opportunities to participate, and that they feel welcome to attend public hearings and contribute to the development of these documents. When appropriate, public hearings may be held at locations other than City Hall, and input may be solicited at Neighborhood Association meetings, open houses, and other events.

The City will work specifically to encourage the meaningful participation of low- and moderate-income individuals, persons living in areas where CDBG funds are proposed to be used, and persons with special supportive services and needs. To facilitate participation by all persons, the City will hold hearings in locations that are accessible to persons with mobility impairments. When at least seven days advance notice is given before a hearing date, the City will also provide appropriate materials, equipment, and interpreting services to facilitate the participation of non-English speaking persons and persons with visual and/or hearing impairments. Copies of the Executive Summary of the Consolidated Plan will be available in Spanish at City Hall and at other locations in Bend where it can be easily accessed by non-English speaking residents. City staff will also be available upon request to provide translation services regarding the Consolidated Plan. Notices regarding the publication of the Plan will provide information in Spanish about where and how the Spanish version of the summary and staff translation services can be accessed.

In addition, the City will work with the Central Oregon Regional Housing Authority and other local agencies to ensure that residents of public and assisted housing, and persons living in areas where CDBG funds are proposed to be used, are encouraged to participate. Strategies for reaching these citizens may include posting flyers in public housing developments, low- and moderate-income areas, and areas where CDBG funds are proposed to be used, and providing

Consolidated Plan summaries and other documents in locations easily accessible to residents of these areas.

Technical Assistance

City staff will be available upon request to help citizens and groups participate in all aspects of the planning and implementation of the City's CDBG Program, including assistance with developing proposals for funding assistance. All requests for technical assistance should be directed to the City of Bend at 388-5505.

Response to Complaints and Grievances

When the City of Bend receives a written complaint regarding any aspect of the Consolidated Plan process, a written response will be provided within 15 working days, where practical. The City's contact person for such complaints will be identified in public notices and at hearings, and an address and phone number will be provided so that individuals who wish to submit comments to the City may do so at any time during the Program Year.

For further information regarding the Consolidated Plan process, contact the City of Bend at 388-5505, 710 NW Wall St, Bend, OR, 97701.

City of Bend

Residential Anti-displacement and Relocation Assistance Plan

Section 1. Purpose

Section 104(d) of the Housing and Community Development Act of 1974, as amended (42 U.S.C. 5304(d)(4)) and 24 CFR Part 42 , require that any grantee under the Community Development Block Grant (CDBG) program must certify that it has in effect and is following a “residential anti-displacement and relocation assistance plan.” As a CDBG entitlement grantee, the City of Bend is required to certify to the Department of Housing and Urban Development that it has and is following such a plan.

Section 2. Policy Statement

It shall be the policy of the City of Bend that all persons displaced by CDBG activity shall be relocated into housing that is:

- a) Decent, safe and sanitary;
- b) Adequate in size to accommodate the occupants;
- c) Functionally equivalent; and
- d) In an area not subject to adverse environmental conditions.

Section 3. Plan and Certification

The City of Bend herewith certifies that it will replace all occupied and vacant occupiable low/moderate-income dwelling units demolished or converted to a use other than as low/moderate-income housing as a direct result of activities assisted with funds provided under the Housing and Community Development Act of 1974, as amended, in accordance with Section 104(d) of the Act, 24 CFR 570.606(c), and implementing regulations at 24 CFR Part 42 and 49 CFR Part 24.

All replacement housing will be provided within three years of the commencement of the demolition or rehabilitation relating to conversion. Before obligating or expending funds under the Housing and Community Development Act of 1974 for an activity that will directly result in the demolition or conversion of low/moderate-income housing, the City of Bend will make public and submit to HUD the following information in writing:

1. A description of the proposed activity;
2. The general location on a map and the approximate number of dwelling units, described by size (number of bedrooms), that will be demolished or converted to a use other than as low/moderate-income dwelling units as a direct result of the assisted activities;
3. A time schedule for commencement and completion of the demolition or conversion;

4. The general location on a map and the approximate number of dwelling units described by size (number of bedrooms) that will be provided as replacement dwelling units;
5. The source of funding and a time schedule for the provision of replacement units;
6. The basis for concluding that each replacement dwelling unit will remain a low/moderate-income dwelling unit for at least ten (10) years from the date of initial occupancy.
7. Information demonstrating that any proposed replacement of dwelling units with smaller dwelling units (e.g., the replacement of a 2-bedroom unit with a 1-bedroom unit) is consistent with the housing needs of lower-income households in the jurisdiction.

The City of Bend will provide relocation assistance, as described in 24 CFR 570.606(c) to each low/moderate-income household displaced by the demolition of housing or by the conversion of a low/moderate-income dwelling to another use as a direct result of assisted activities.

Consistent with the goals and objectives of activities assisted under the Housing and Community Development Act of 1974, the City of Bend will take the following steps to minimize the displacement of persons from their homes in conjunction with assisted activities (the list is not all inclusive):

1. Plan, organize, and stage the rehabilitation of assisted housing to allow tenants to remain during and after rehabilitation so as to provide the most convenient, safe and economically sound rehabilitation effort possible.
2. Assist in identifying and locating temporary relocation facilities in order to house families whose displacement will be of short duration, so that they can move back to their neighborhood after rehabilitation or new construction.
3. Provide advisory services, including referrals to non-profit service providers to:
 - a. assist homeowners and renters in understanding the range of assistance that may be available to meet and protect their housing rights and interests; and
 - b. assist displacees in finding alternate housing.
4. Assist displaced persons to remain in their present neighborhoods by:
 - a. providing lower-income housing in the neighborhood through HUD housing programs;
 - b. giving priority in assisted housing units in the neighborhood to area residents facing displacement;
 - c. providing counseling and referral services to assist displacees in finding alternate housing in the neighborhood; and
 - d. working with area landlords or real estate brokers to locate vacancies for households facing displacement.

5. Evaluate housing codes and rehabilitation standards in reinvestment areas to prevent their placing undue financial burden on long-established owners or tenants of multi-family buildings.
6. Require applicants for Community Development Block Grants involving relocation to submit a tenant relocation plan, including:
 - a. a tenant survey;
 - b. relocation assistance costs and funding sources; and
 - c. identification of facilities to house persons who must be relocated permanently or temporarily during rehabilitation.
7. Give priority in assisted housing units in the neighborhood to area residents facing displacement.
8. Adopt policies that provide reasonable protections for tenants faced with conversion to a condominium or cooperative.

help plan your COMMUNITY

The City of Bend needs your input about how to spend the federal housing and community development funds it will receive during 2004. The city is starting a process called the Consolidated Plan, which will determine how the federal funds will be spent.

How to get involved:

You can participate in the Consolidated Plan process by:

- ▶ Attending the open house; or
- ▶ Attending a public hearing; or
- ▶ Sending us a letter or e-mail.

Open house

One open house will be held to educate the public about the Consolidated Plan sources. In this session the plan itself will be discussed, as well as federal funding. This open house will serve as a forum for gathering public input on housing and community development needs. Citizens, social service agencies, economic development organizations, homeless and housing providers, health professionals and advocates are invited to discuss the most pressing needs in their neighborhoods. A city council education session that will be open to the public will follow the open house on the evening of January 15.

Public hearings

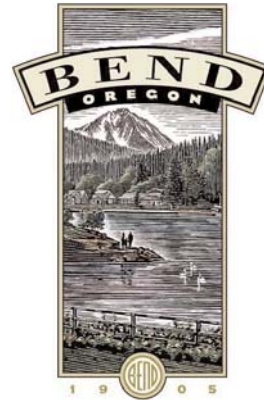
Two public hearings will be held as part of the Consolidated Planning process. The first public hearing will focus on gathering input about housing and community development needs in Bend. It will be an opportunity for members of the public to guide the Consolidated Plan as it is developed.

After a draft Consolidated Plan has been completed and published, a second public hearing will provide a forum for comments on the document. This second hearing will ensure that the community has an opportunity to review and discuss the Plan before its recommendations for the uses of federal funds are adopted.

Written comments

Can't make the forums or public hearings? Be sure to send a letter or e-mail about your community needs and how you think funding should be allocated in the city.

Consolidated Plan
City of Bend
Attn: Rima Wilson
P.O. Box 431, Bend, Oregon 97709
(541)312-4915(phone) (541)388-5519(fax)
rwilson@ci.bend.or.us



Open House

January 15, 2003
City Council Chambers
710 NW Wall Street
12:00 to 2:00 p.m.



Public Hearings

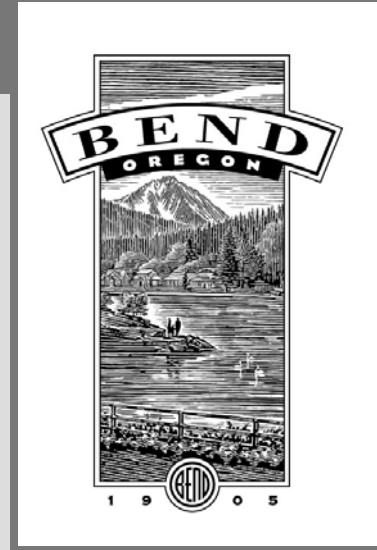
February 5, 2003
City Council Chambers
710 NW Wall Street
7:00 p.m.

April 2, 2003
City Council Chambers
710 NW Wall Street
7:00 p.m.

help plan your
COMMUNITY

The City of Bend needs your input on how to spend the federal Community Development Block Grant (CDBG) funds it will receive in 2004.

Public Hearing
7pm, December 11, 2003
Bend City Hall, Council Chambers



The City's CDBG & Housing Advisory Committee has developed its initial funding recommendations for the 2004-2005 CDBG Program Year, outlined in the City's draft 2004-2005 CDBG Action Plan.

The City is now seeking input from citizens, social service agencies, public agencies, public service providers and other interested parties on the Advisory Committee's 2004-2005 funding recommendations.

Copies of the draft Action Plan, including the proposed funding recommendations, are now available for review at Bend City Hall (710 NW Wall Street) in the City Administration Office, and on the City's web page at www.ci.bend.or.us. Copies can also be obtained by calling 388-5505.

A public hearing on the proposed funding recommendations will be held by the City's CDBG & Housing Advisory Committee at **7:00pm** on **December 11, 2003** in the City of Bend Council Chambers at 710 NW Wall St.

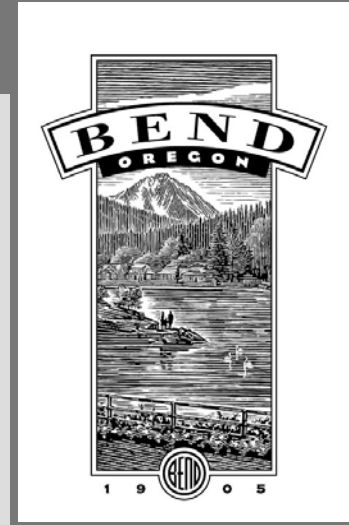
More information about the public hearing, the City's CDBG Program, and the funding proposal process, please contact:

City of Bend
710 NW Wall Street, P.O. Box 431, Bend, Oregon 97709
(541)388-5505

Para mas informacion porfavor comuniquese con Ofelia Santos al numero 388-5515.

help plan your
COMMUNITY

The City of Bend needs your input on how to spend the federal Community Development Block Grant (CDBG) funds it will receive beginning in 2004.



Public review and comment period

The City of Bend has prepared a draft **2004-2009 Consolidated Plan** (a 5-year housing and community development strategy) and a draft **2004-2005 Action Plan** that will determine how the City will spend its CDBG dollars.

The City wants to hear from you on the strategies and funding priorities outlined in the draft Plans.

Copies of the draft Plans will be available for review from **December 19, 2003** through **January 19, 2004** at the Deschutes County Library (507 NW Wall Street), at the Bend City Hall (710 NW Wall Street) in the City Administration Office, and on the City's web page at www.ci.bend.or.us. Copies can also be obtained by calling 388-5505.

Public hearing

A public hearing on the draft Plans will be held at **7:00pm** on **January 21, 2004** at the City of Bend Council Chambers at 710 NW Wall Street.

Written comments

Can't make the public hearing? Be sure to call 541-388-5505, or send a letter or an email to the following address:

City of Bend
P.O. Box 431, Bend, Oregon 97709
jrussell@ci.bend.or.us

Para mas informacion porfavor comuniquese con Ofelia Santos al numero 388-5515.