Eugene City Council
500 E 4th Ave., Suite 302
Eugene, OR 97401
541-682-5010 • 541-682-5414 Fax
www.eugene-or.gov

EUGENE CITY COUNCIL AGENDA

May 28, 2025

12:00 p.m. CITY COUNCIL WORK SESSION

City Council Wednesday work sessions are held using virtual meeting technology. Information about online or other options for access and participation will be available at https://www.eugene-or.gov/3360/Webcasts-and-Meeting-Materials

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Meeting of May 28, 2025;
Her Honor Mayor Kaarin Knudson Presiding

Councilors

Greg Evans, President	Lyndsie Leech, Vice President
Alan Zelenka	Jennifer Yeh
Randy Groves	Mike Clark
Matt Keating	Eliza Kashinsky

12:00 p.m. CITY COUNCIL WORK SESSION

1. **WORK SESSION: Review of 2024 Implementation of Bond Measure to Fix Streets and Pavement Management Report**

2. **WORK SESSION: Housing Implementation Pipeline 2-Year Report**

The Eugene City Council welcomes your interest in these agenda items. This meeting location is wheelchair-accessible. For the hearing impaired, an interpreter can be provided with 48 hours' notice prior to the meeting. Spanish-language interpretation will also be provided with 48 hours' notice. To arrange for these services, contact the receptionist at 541-682-5010. City Council meetings are telecast live on Metro Television, Comcast channel 21, and rebroadcast later in the week.

El consejo de la Ciudad de Eugene agradece su interés en estos asuntos de la agenda. El lugar de la reunión tiene acceso para sillas de ruedas. Se puede proveer a un intérprete para las personas con discapacidad auditiva si avisa con 48 horas de anticipación. También se puede proveer interpretación para español si avisa con 48 horas de anticipación. Para reservar estos servicios llame al 541-682-5010. Las reuniones del consejo de la ciudad se transmiten en vivo por Metro Television, Canal 21 de Comcast y son retransmitidas durante la semana.

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

EUGENE CITY COUNCIL
AGENDA ITEM SUMMARY

Work Session: Review of 2024 Implementation of Bond Measure to Fix Streets and Pavement Management Report

Meeting Date: May 28, 2025
Department: Public Works
www.eugene-or.gov

Agenda Item Number: 1
Staff Contact: Katie Marwitz
Contact Telephone Number: 541-501-0380

ISSUE STATEMENT
Staff will present the Street Repair Review Panel (SRRP) 2024 Annual Report and Pavement Management System Report. The Street Repair Review Panel report is prepared in compliance with Measure 20-275, the 2017 bond measure to fix streets. In addition to the Street Repair Review Panel's annual report, the independent accountant's report by Isler CPA is also included.

BACKGROUND
In 2017, Eugene voters approved Measure 20-275 and $51.2 million of general obligation bonds to fund street repairs and safety improvements for people who walk and bike over a five-year period. In November 2022 voters, for the fourth time, approved Measure 20-333 and $61.2 million of general obligation bonds for projects that are scheduled for 2025-2029.

The Street Repair Review Panel (SRRP) was initially formed in 2009 to review the implementation of the 2008 street repair bond. Since that time, City Council has received annual reports from the SRRP and an independent accountant (auditor) regarding implementation of the 2008, 2012, and 2017 street repair bond measures.

The 2017 bond measure to fix streets continues the requirements related to accountability included in the 2008 and 2012 measures. The City Council resolution and the information provided to voters specified:

- In order to promote accountability in the use of bond proceeds, the City Manager will contract with an outside auditor to prepare an annual written report on the use of the bond proceeds. The auditor will ascertain and report on whether the bond proceeds were used for the authorized purposes and in compliance with the restrictions set forth above. The City Manager will provide the report to the Council and make the report publicly available. (Resolution 5204, Section H)

- To further promote accountability and citizen involvement in street preservation projects, the City Manager will convene the citizen street repair review panel. The citizen street repair review panel will prepare an annual report, separate and distinct from the report

prepared by the outside auditor, documenting the City's use of the bond proceeds and noting whether the bond proceeds were used in compliance with the terms of this Resolution. The City Manager will provide the SRRP's report to the Council and make the report publicly available. (Resolution 5204, Section I)

In 2024, 14 street projects were under contract or completed at a total cost of approximately $10 million. Two projects from the original 2017 street bond project list will be completed in 2025 and the rehabilitation of Franklin Blvd will be included as part of the larger federally funded corridor project.

The Street Repair Review Panel concluded, "that the bond proceeds were used for the authorized purposes and in compliance with the limitations and restrictions outlined in Council Resolution 5063."

While the 2024 repair backlog is estimated to be $145 million, the overall condition of Eugene streets is in very good condition thanks to the series of street repair bond measures passed by voters. Eugene's current overall system PCI is 73; 40 percent of Eugene streets are in excellent condition with little to no maintenance needed; 23 percent of streets are in very good condition with only minor maintenance needed; and 15 percent of streets are in good condition needing surface treatments or overlays. The backlog primarily consists of the 9 percent of streets in fair condition that need more extensive repairs and 13 percent of streets that are in poor or very poor condition needing reconstruction.

RELATED CITY POLICIES
The work of the Street Bond aligns with the following areas of the City's strategic plan:

Safe Community for Community Wellbeing
- Improved safety of transportation system

Equitable, Effective, Accountable Municipal Government
- Transparent and interactive communication
- Inclusive and equitable systems and services

Fair, Stable, and Adequate Financial Resources
- Accessible and transparent financial information

COUNCIL OPTIONS
This work session is informational only and no action is requested.

CITY MANAGER'S RECOMMENDATION
This work session is informational; no action is requested.

SUGGESTED MOTION
Informational only.

ATTACHMENTS
A. Street Repair Review Panel 2024 Report, including Auditor's Report and Pavement Management Report.

FOR MORE INFORMATION
Staff Contact: Katie Marwitz, Principal Civil Engineer
Telephone: 541-501-0380
Staff E-Mail: kmarwitz@eugene-or.gov

Public Works
Street Repair Review Panel

GO Bonds
Fixing Eugene's Streets

Memorandum

Date: February 25, 2025

To: Sarah Medary, City Manager

From: Street Repair Review Panel

Subject: 2024 Report of the Street Repair Review Panel

It is our pleasure to present the 2024 annual report of the Street Repair Review Panel, focusing on the final year of implementing the 2017 bond measure to fix streets and build active transportation infrastructure. The content of this year's memo is consistent with the panel's previous reviews but in a more concise format.

Based on a review of all materials presented to us, we unanimously conclude that the bond proceeds were used for the authorized purposes and in compliance with the limitations and restrictions outlined in Council Resolution 5063. We are also providing a detailed report, prepared at our request and with our approval, from the Public Works staff on the bond projects in progress and constructed in 2024

The Why

The Street Repair Review Panel was initially formed in 2009 to review the implementation of the 2008 street repair bond. This year's report responds to the accountability provisions in Measure 20-275, the 2017 bond measure to fix streets. The panel met three times over a three-month period in preparation of this report. We reviewed and accepted the report prepared by the City's external auditor (Appendix D) with respect to the City's use of the bond proceeds through December 31, 2024.

The ongoing charge of the group is to ensure appropriate and prudent spending of public funds as well as advocating and reporting on steps made to further City goals related to the Transportation System Plan (TSP), Vizion Zero Action Plan, and CAP 2.0.

The What

Measure 20-275 was $51.2 million and identified 91 named street segments for repair and rehabilitation, totaling nearly 90 lane miles. The measure included an average of $1 Million annually for bicycle and pedestrian projects guided by the Transportation System Plan (TSP), City staff, and the Active Transportation Committee (ATC). Appendix A contains a detailed list of projects.

In 2024, 14 street projects were under contract or completed at a total cost of approximately $10 million. Two projects from the original 2017 street bond project list will be completed in 2025 and the rehabilitation of Franklin Blvd will be included in the larger corridor project that is federally funded and outside the prevue of this group.

Measure 20-233 was passed by voters in November of 2022. The projects for this newest bond are scheduled to begin in 2025. This new bond is a shift in the format and makeup of previous bond funds and includes, for the first time, named projects in the categories of walking, biking, and safety. There is also identified funding for street trees. While we will not be formally reporting on this bond measure yet, City staff leveraged existing projects to get a head start on two projects from the new bond list.

How Much

The committee is pleased to see that staff have continued their practice of value engineering and economical design and planning choices that lead to reducing the projected cost overruns in 2024 projects. However, additional local funds will be needed to complete the 3 remaining projects identified in the original bond measure street list. The street rehabilitation portion of the bond had a total budget of $45.9 million and the current projected cost overrun is approximately $1.9 million. This gap will be filled with a mix of local gas tax funds and system development charges funds as appropriate. We appreciate the effort staff continue to take looking for opportunities to combine projects and/or leverage funds to get the most out of public funds.

Impacts

Construction, by nature, is disruptive and residents recognize that in a busy construction season it is a challenge to coordinate activities to keep a project on schedule. The panel encourages the department to continue to proactively coordinate communications and minimize impact to the public, including the ongoing work of managing temporary access routes, particularly for people walking and biking.

Eugene has established itself as an industry leader using reclaimed asphalt materials and warm mix asphalt to save energy and reduce emissions. The panel encourages staff to continue to look for additional ways to responsibly implement emerging technologies to address climate impacts of construction and help achieve the goals of the Climate Action Plan 2.0. Several 2024 projects included concrete that had a significantly higher percentage of recycled cement materials. New to 2024, the City implemented the use of concrete Environmental Product Declarations (EPDs), a nutrition label for global warming potential.

Next Steps

The panel recognizes their roles and responsibilities will need to evolve with the 2022 bond measure that will begin in 2025. There are new focus areas outside of just streets with the addition of specific funding for walking, biking, safety, and street trees. The group will be taking on additional evaluation of appropriate use of funds.

Bottom Line

We believe the community is getting a good return for its investment in street repairs, and the bond funds are being used wisely to meet the objectives of Ballot Measure 20-275. A functioning transportation system is essential to our community's safety and economy, and the bond is an important component to maintaining City infrastructure while creating local jobs. An upfront investment in repairing and maintaining Eugene's streets saves the community significant money

We feel Public Works staff are doing an excellent job designing and constructing bond measure projects. We appreciate the support they have given us in the course of our review. The committee also continues to express its appreciation to the voters and taxpayers of Eugene for their ongoing support of the bond measures that have made our community a better place to live and do business.

Additional information about the Street Repair Review Panel can be found at www.eugene-or.gov/2110/Street-Repair-Review-Panel. Please feel free to contact any of us for additional information.

SRRP Members

John Barofsky	Allen Hancock
Matt Roberts	Ollie Snowden
Jeannine Parisi	Gary Wildish
Rob Zako	Sue Wolling

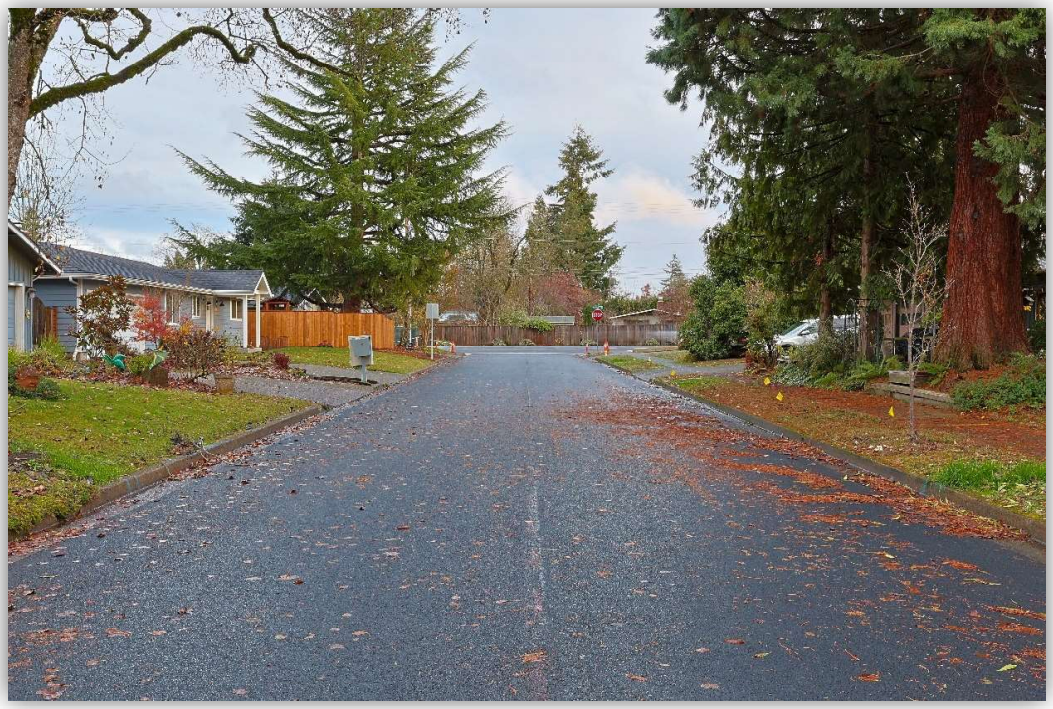
City of Eugene Staff

Sarah Medary	Lacey Risdal
Eric Johnson	Rich Hoey
Katie Marwitz	Jenifer Willer
Jamie Garner	Rachael Love
Jessica Terra	

Eugene Street Repair Review Panel

2024 Report

Implementation Update for Measure 20-275 Bonds to Fix Streets



GO Bonds
FIXING EUGENE'S STREETS

Eugene

2024 Report to the Street Repair Review Panel

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Acknowledgements

SRRP Members:

John Barofsky
Sue Wolling
Jeannine Parisi
Allen Hancock
Jim Mender
Rob Zako
Matt Roberts
Ollie Snowden
Gary Wildish

City of Eugene Staff:

Marion Barnes
Eric Johnson
Rachael Love
Katie Marwitz
Susan Weixelman
Kristi Hayden
Mike Stever
Lacey Risdal
Rich Hoey
Jamie Garner
Jenifer Willer
Jessica Terra

Cover photo from 2024 projects: Completed paving on Monterey Avenue.

INTRODUCTION

BACKGROUND

This report has been compiled for use by the Street Repair Review Panel (SRRP). It is intended to provide background on projects included in the 2017 voter-approved Bond Measure 20-275, the schedule for construction of these projects, and the details of bond projects constructed in 2023. The street repair measure approved $51.2 million in bonding authority over a five-year period. With this funding, construction of bond-funded projects will be completed in 2024.

KEY TERMS

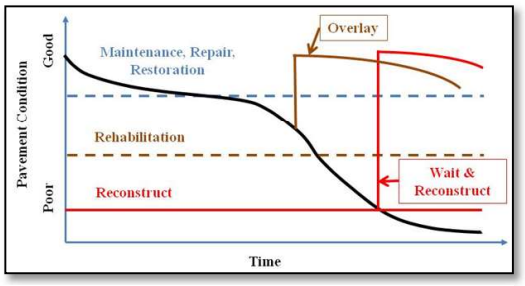
Bond - Bond Measure 20-275, Bonds to Fix Streets, approved by Eugene voters in November 2017.

Inlay – An inlay treatment consisting of removing a specified depth of the existing pavement surface and repaving that same depth with a new pavement surface. This treatment works well where the pavement distress is isolated to the removed portion of the pavement. At times, the inlay treatment needs to be supplemented with an "overlay," which is when an additional thickness of pavement is placed over the inlaid pavement. An overlay is used when engineering analysis shows that the existing structure does not have sufficient strength to accommodate the projected traffic volume. The term "overlay" is commonly used to describe both the inlay and overlay practices.

One of the benefits of performing an inlay treatment is that the new pavement surface will match existing adjacent structures and not increase the street cross grade. Another benefit of an inlay is that in the removal of the existing pavement, contractors grind up the old pavement and stockpile the material to be recycled into new pavement.

Full Depth Reclamation (FDR) – An alternative to a traditional reconstruction treatment that utilizes and reuses existing pavement and/or road base materials. The existing roadway materials are pulverized to a specified depth, mixed with a cement paste for strengthening, and allowed to cure for 18-48 hours. Once cured, the roadway is repaved. Two of the benefits of performing a reclamation treatment are reducing mining and producing new materials by reusing what is on-site and shortening the time the neighborhood is impacted due to lane closures.

Pavement Preservation Program (PPP) - This is the current capital project program to preserve Eugene's improved street system. A priority for this program is to preserve streets that have not yet degraded to a point where reconstruction is required. Preserving a street through inlay or similar treatment is four to five times more cost effective than waiting to repair a street until after it requires reconstruction. This



Pavement Life Cycle – City of Eugene Transportation Service Profile Presentation

program was initiated in 2003 and, until passage of the 2008, 2012, and 2017 street repair bond measures, was predominately funded with local fuel tax revenue and the reimbursement fee component of transportation system development charges.

Reclaimed Asphalt Pavement (RAP) - Reclaimed asphalt pavement is the grindings from the existing pavement during the inlay process, described above. The most common and effective use of this material is to supplement virgin materials used to make new asphalt pavement and reduce the use of costly asphalt binder. In Oregon, it is common to specify up to 30 percent of asphalt pavement can be made up of reclaimed asphalt pavement. The City of Eugene has recently increased that percentage to 35 percent for all paving projects and has piloted even higher amounts. Other reclaimed asphalt materials, such as shingles, can also be used to replace virgin asphalt binder in pavements. Reclaimed asphalt pavements can also be used as base rock.

Reconstruction – Once the street has deteriorated to the point that it can no longer be repaired with an inlay or overlay, it is repaired by reconstructing the pavement and underlying base. Traditional reconstruction involves digging up the existing pavement, any existing base rock, and subsurface soils to the depth that will accommodate a new pavement structure. As discussed above, full depth reclamation may sometimes be used as an alternative to traditional reconstruction. Reconstruction may be four to five times more expensive than an inlay treatment, making it the most expensive of the repair options, which is why the City prioritizes preserving streets before they reach the point of needing reconstruction.

Warm Mix Asphalt - Warm mix asphalt pavement is identical to conventional hot mix asphalt pavement, except that through a special mixing process it is produced at a temperature approximately 50 to 100 degrees cooler than conventional hot mix asphalt. In Eugene, all asphalt concrete producers have retrofitted their plants to produce warm mix asphalt using a water-foaming process. The foaming process allows temperature reductions of approximately 50 degrees. This reduction in temperature has several advantages:

Paving on Bailey Lane

1. It reduces energy consumption to produce asphalt concrete, lowering costs and greenhouse gas emissions.
2. It reduces off-gassing (smoke) of asphalt concrete by keeping the temperature under the boiling point of “light oils” in the liquid asphalt, benefiting construction workers and the public.
3. Because the light oils are not boiled off, the liquid asphalt coating the rock particles is slightly thicker, which slows the aging process of the asphalt.
4. It reduces the oxidation caused during high temperature production that causes premature aging of the asphalt, which should provide a longer life product.

The use of warm mix asphalt pavement is specified for all City of Eugene paving projects. Over the life of the 2017 Street Bond, a total of 139,948 tons of warm mix asphalt pavement have been installed within the City of Eugene.

SRRP Mission

Per Resolution No. 5063 the SRRP "will prepare an annual report, separate and distinct from the report prepared by the outside auditor, documenting the City's use of the bond proceeds and noting whether the bond proceeds were used in compliance with the terms of this Resolution."

CRITERIA FOR PROJECT SELECTION AND SCHEDULING

Street Projects

Street projects to be financed by the bond were specifically listed in the Bond (see Appendix A). All street projects were identified by the Public Works Pavement Management System as priorities for repair. In addition, the following criteria were used to select streets for the bond measure:

1. Citizen input with respect to prioritizing major streets in need of reconstruction.
2. Scientific information about needed street rehabilitation and reconstruction from the pavement management system.
3. Geographic distribution throughout the community to ensure all areas of the City receive a benefit from the bond proceeds.

The City has a longstanding policy to use capital preservation funds on the improved street system. An improved street has been designed for the type of soils and traffic use of the street and includes a storm drainage system. Curb and gutter are the traditional mark of a storm drainage system but can include roadside swales and planters. The bond measure street list consisted of improved streets in need of preservation as identified in the pavement management system.

The list of the street bond projects, with their estimated repair cost from the Pavement Management System and the year constructed or planned year of construction, is included in Appendix A of this report. In scheduling the street repair projects, the priorities were preserving streets prior to their needing reconstruction, grouping projects by location for cost savings, and coordinating with utility work to be completed prior to construction. The list includes a comparison of programmed costs to actual costs with any difference noted. Differences in total project costs on individual projects may affect the funding available for future projects.

Bicycle and Pedestrian Improvement Projects

The 2017 bond measure stated that the City will allocate an annual average of $1,000,000 to support bicycle and pedestrian projects, also known as active transportation projects. These

projects were not named in the bond measure; rather, the selection of the projects would be guided by the Pedestrian and Bicycle Master Plan, City staff, the Active Transportation Committee, and the City's goals to increase safety on City streets. In 2024, active transportation and safety improvements were added to several projects. These improvements are further described in the project details, below, and included in Appendix C of this report.

Bike Lockers Installed at Amtrak Station

Move EUG was a planning project led by the City's Transportation Planning Team to identify and prioritize walking, biking, and safety programs and infrastructure projects throughout Eugene. The primary objective of Move EUG was to develop a list of walking, biking, and safety infrastructure projects for funding through the 2022 bond measure. City Council approved the Move EUG Funding Proposal on October 23, 2023. Between 2025-2029, Eugene will see $11 million dollars of Street Repair Bond funding allocated to walking, biking and safety projects. An additional $2 million is unprogrammed and will be used to leverage grant funding or to achieve economies of scale. There was also $2 million allocated for street trees. Overall, the City of Eugene will invest $15 million of the bond funds to enhance our transportation network and increase the street tree canopy.

Move EUG

shaping our sustainable transportation future

Overlap of 2017 & 2022 Bond Measures to Fix Streets

With the 2017 bond measure coming to a close in 2024, the City proposed a fourth bond measure to continue producing high-quality work in street repairs and complete streets for people in Eugene.

Pedestrian & Bicycle Improvements at 24th Ave and Amazon Path Crossing

Voters approved the fourth five-year street repair bond measure in November 2022 for $61.2 million. The 2022 bond measure set aside significantly more money than previous bond measures for walking, biking, safety and street tree projects. City staff drafted a specific project list for the walking, biking, safety and street tree projects that was approved by City Council in November 2023.

While the 2022 bond measure projects don't fully commence until 2025, funding was available as early as 2024. The City decided to leverage funding from both the 2017 and 2022 bond measures in 2024 for projects that are in the same geographic area as other scheduled projects or ready to be advertised for construction bids. These projects include both paving and active transportation improvements.

City staff will continue to look to maximize and leverage funding from the road bond measure, striving to produce high-quality work and complete streets for people in Eugene.

Complete Streets and Use of Other Funds in Conjunction with Street Bond Funds

The use of street-repair bond funds is limited to the overlay or reconstruction of the driving surface of streets as well as to preserve existing elements of the street such as curbs, gutters, on-street bike lanes, traffic signals, streetlights, medians, traffic calming devices, and other integral parts of a street preservation project. In addition, the City will allocate an annual average of $1,000,000 of the bond proceeds over a period of five years to fund bicycle and pedestrian projects.

Stormwater Pipe Work on Bailey Lane

However, there is often a need or an opportunity to complete additional work as part of the construction contracts for street preservation. The additional work may be funded by wastewater and stormwater utility funds, state and local gas taxes, transportation system development charges, or state and federal grants.

Wastewater and stormwater utility funds are typically used to repair and rehabilitate the city utilities that underlie much of the city's street system. Making these repairs in coordination with the street bond projects is a cost-effective way to accomplish the work and precludes emergency repairs in the future that would require cutting new pavement.

Local gas taxes have been used to include adjacent streets in the street bond project contracts. State gas taxes have been used to pay for signal upgrades and traffic calming.

Transportation system development charges (SDCs) are often used to upgrade existing signal systems during pavement preservation projects. The work typically includes installing new conduit under the pavement to connect the traffic detection loops to the signal controllers and installing audible pedestrian devices for pedestrian crossing signals.

Vision Zero

In November of 2015, the Eugene City Council joined a growing number of cities around the country in adopting a Vision Zero Resolution that states "no loss of life or serious injury on our transportation system is acceptable." Vision Zero is a data-driven approach to educate the

community and enable the City to prioritize resources based on evidence of the greatest need and impact.

The City regularly combines Vision Zero principles with ongoing pavement preservation projects. Cost effective intersection enhancements such as countdown pedestrian signals and audible pedestrian signals will continue to be a priority and standard practice on future projects. ODOT has shown that the inclusion of these types of enhancements can significantly reduce fatal and life-changing injury crashes.

ADA Transition Plan

As part of Title II of the Americans with Disabilities Act (ADA) of 1990, the City of Eugene conducted an evaluation of its public rights-of-way and developed a transition plan that outlines in detail how the organization will ensure safe access to all facilities for all individuals. Public Works collected detailed data on over 15,000 ramps and 250 pedestrian signals to develop transition schedules specific to these facilities. The Public Works Director approved an updated supplement to the City's ADA Transition Plan focused on the Public Rights-of-Way by Administrative Order in July 2015. Federal rules require that agencies upgrade curb ramps when the street pavement is altered (or re-paved). All capital paving projects are evaluated for accessibility compliance and potential improvements during scoping and preliminary design.

ADA Ramp Under Construction on Carmel Avenue

The ADA Transition plan identifies a goal of upgrading 200 ramps annually 2021-2053. In 2024, the City constructed and upgraded 375 sidewalk ramps, 336 through capital improvement projects and 39 through private development construction. Over the life of the 2017 bond, the City has constructed and upgraded a total of 1,733 sidewalk ramps, including both capital improvement and private development projects. The ADA Transition plan and yearly updates can be viewed at the following link: https://www.eugene-or.gov/2416/ADA-Transition-Plan

CAP 2.0 & Capital Waste Diversion

The City of Eugene Public Works Engineering Division is addressing climate change by implementing actions from the City's Climate Action Plan 2.0. The City of Eugene adopted new construction specifications earlier this year to include EPD requirements and GWP benchmark setting for various strengths of concrete. They are captured below and can also be found online here: https://www.eugene-or.gov/DocumentCenter/View/73905/PART-02000-2024-A1-.

(f) Embodied Carbon – The following embodied carbon thresholds apply to all concrete types listed in Table 02001-3a and are measured by global warming potential (GWP). GWP shall be calculated in units of kilograms of carbon dioxide-equivalent (kg CO2e). The GWP of a specific concrete mix shall be verified by a product-specific Type III Environmental Product Declaration (EPD) that is 3rd party verified and within its 5-year period of validity. Compliance with the embodied carbon thresholds can be achieved on a "per mix" basis, as further defined in 2001.20(f)(1).

(1) Embodied Carbon Thresholds – Per Mix

The embodied carbon of a concrete mix, based on an approved EPD, shall not exceed the value given in Table 02001-3a (per yd3)*.

*To be enforced January 2025.

Table 02001-3a: Concrete Embodied Carbon Thresholds (per yd3)

	Maximum GWP (kg CO2e)/yd3	
Concrete Strength (psi) (1)	Portland Cement Concrete (PCC) including: Commercial Grade Concrete (CGC), Concrete Pavement, High-Performance Concrete (HPC)/Structural Concrete	Controlled Low-Strength Material (CLSM)
2500	180	180
3000	200	
4000	242	
5000	295	
6000	312	
8000	373	

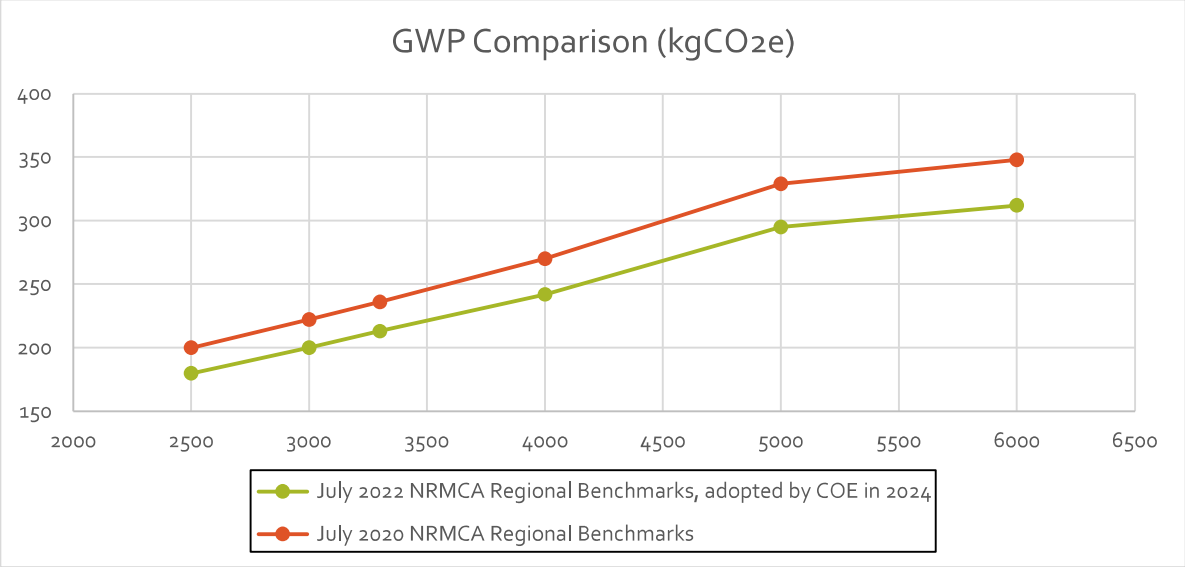
(1) For concrete strengths between the stated values, use linear interpolation to determine cement and/or embodied carbon limits, rounded to the nearest whole number.

Example: for a 3300psi CGC mix:
(242-200)/(4000-3000) = 0.042
(0.042*(3300-3000)) + 200 = 212.6
213 is the Maximum GWP/yd3 for a 3300psi mix.

The reporting unit of interest for all concrete EPD's is known as global warming potential, GWP, and is expressed as kgCO2e/yd3, or kilogram of carbon dioxide equivalent per yard cubed. CO2e is a unit for expressing different GHGs as a common unit, and it signifies the amount of CO2 that would have an equivalent global warming impact. The estimates, where applicable, reflect GHG emissions from embodied energy, or the energy used to extract materials and manufacture goods. An example of embodied energy includes the energy used to produce and transport construction materials such as asphalt, steel, and concrete.

It is important to note that not all concrete mixes share equivalent GWPs and similar mix strengths from different producers vary (the geographic location from which the raw materials are sourced vary across producers). As compressive strength increases, so does the global warming potential. This is why sourcing low carbon concrete and utilizing supplemental cementitious material is paramount across the construction industry. Through the Capital Improvement Program process, GWPs from low carbon concrete bid items were calculated post-construction using the city's standard drawings, final pay summaries, acquired EPD's, and NRMCA industry standards.

The 11 projects calculated for 2023 contributed approximately 370 metric tons of CO2e, a 10% decrease compared to 2020 NRMCA industry standards, as the figure below illustrates.



While GHGs are an inevitable byproduct of construction, this inclusion aligns with the City's long-term strategic goals to procure materials for infrastructure construction and maintenance that have lower embodied greenhouse gas emissions than traditional materials, including identification of opportunities to reuse and recycle materials.

Last year, approximately 16,255 tons of materials across 11 projects were reported in the post-project construction waste reports with approximately 8,864 tons reported as diverted from the waste stream yielding a diversion rate of 55%. Concrete made up approximately 9% of that waste by weight, 16% diversion was reported. Asphalt made up 44% by weight, 72% diversion was reported.

In 2024, approximately 37,540 tons of materials across 11 projects were reported in the post-project construction waste reports with approximately 29,710 tons reported as diverted from the waste stream yielding a diversion rate of 79%. Concrete made up approximately 16% of that waste by weight, 1% diversion was reported. Asphalt made up 75% by weight, 100% diversion was reported.

Concrete and asphalt, depending on the project type, continue to have the greatest potential for additional diversion opportunities.

Funding Status and Forecast

Project cost estimates, used in project selection, were based on the overall surface condition of each street as described in the City's Pavement Management System. A unit cost was assigned to each street based on whether the street rehabilitation treatment was assumed to be a reconstruct or an inlay/overlay. Approximately 18 months prior to construction, more detailed pavement testing is conducted to determine specific treatments to each street based on the existing pavement structure, subgrade soil conditions, and traffic loading. Actual rehabilitation treatments may be different than the original assumptions, requiring more, less, or a combination of rehabilitation techniques.

There are three projects, 5 streets, from the 2017 Bond that are still in design and will be in construction in 2025 or later. These projects are being reported on in this year's report and are included in the following pages:

- Broadway Street, between Mill Street and E 11th Avenue
- Hilyard Street, between W Amazon Drive and 40th Avenue
- 24th Avenue, between Harris Street and Agate Street
- Alder Street, between 30th Avenue and 32nd Avenue
- Franklin Boulevard, between Walnut Street and E 11th Avenue

Details on an annual project-by-project basis are provided in the following pages and summarized in Appendix A. From 2023 to 2024, the City has continued to make good progress by delivering delayed projects and decreasing the expected budget overrun. Based on costs to date we are currently $1,891,426 dollars over budget, which decreases the total projected budget overrun from 2023 by $208,411. We are still projecting to exhaust the bond total which will require the use of additional local funds to supplement the remaining construction projects in 2025.

The 2017 bond measure also allocated an average of $1,000,000 for pedestrian and bicycle improvements each year. In 2024 the project expenditures on all pedestrian and bicycle improvements funded by the bond were estimated at $395,114, which will exhaust the remaining active transportation funding for the bond. Additional details are provided in Appendix C.

2024 Bond Construction Projects & Project Development

The following pages are reports on individual projects completed in 2024. The total costs for each project listed are estimated as not all of the 2024 construction-related costs have been finalized as of January 3, 2024.

CARMEL AVENUE, BREWER AVENUE, LINNEA AVENUE, MONTEREY AVENUE, TARPON STREET, LEMMING AVENUE, AND NORWOOD STREET PAVING (COMPLETED)

Project Description: This project consists of rehabilitation of seven streets in the Cal Young Neighborhood in Council Wards 4 and 5.

- Carmel Avenue from Diane Street to Norwood Street
- Brewer Avenue from Brewer Avenue to the south end
- Linnea Avenue and cul-de-sac from Norkenzie Road to Tarpon Street
- Monterey Avenue from Norkenzie Road to Larkspur Avenue
- Tarpon Street and cul-de-sac from Brewer Avenue to Lemming Avenue
- Lemming Avenue from Tarpon Street to Shiloh Street
- Norwood Street from Monterey Street to Marlow Street

Treatment Methodology:

- Carmel Avenue, Linnea Avenue, Monterey Avenue, and Tarpon Street were rehabilitated by removing 6 inches of surfacing and paving back 6 inches for a total pavement depth of 6 inches.
- Lemming Avenue and Brewer Avenue were rehabilitated by removing 2 inches of surfacing and paving back 2 inches for a total of 5.5 to 7 inches of pavement.
- The northern section of Norwood Street from Marlow Street to Carmel Avenue was rehabilitated by removing 2 inches of surfacing and paving back 2 inches for a total pavement depth of 5 inches. The southern section of Norwood Street from Carmel Avenue to Monterey Avenue was rehabilitated by removing 6 inches of surfacing and paving back 6 inches for a total depth of 6 inches.

Costs: Total project costs, from all funding sources, are estimated at $2,329,419.

Preliminary Estimate based on Pavement Management System (PMS) Surface Evaluation =	$1,998,530
Total Projected/Actual Paving Bond Funds Used =	$1,998,530
Difference =	$0

Additional Sources of Funding: Local Gas Tax, EWEB, Stormwater Utility, and Wastewater Utility funds.

Loal gas tax funds were used to slurry seal parking lanes on Carmel Avenue, Lemming Avenue, and Norwood Street.

Project Photo:

COMPLETED PAVING ON CARMEL AVENUE

BROADWAY STREET PAVING (IN DESIGN)

Project Description: This project consists of rehabilitation one street in West University Neighbors & Downtown Neighborhood in Council Ward 3.

- Broadway Street from Mill Street to E 11th Avenue

Treatment Methodology:

- Broadway Street will be rehabilitated by removing 3 inches of pavement and paving back 4 inches for a total depth of 8 to 11 inches in the Summer 2025.

Costs: Total project costs, from all funding sources, are estimated at $4,104,286.

Preliminary Estimate based on Pavement Management System (PMS) Surface Evaluation =	$1,033,000
Total Projected/Actual Paving Bond Funds Used =	$1,033,000
Difference =	$0

Additional Sources of Funding: Urban Renewal, 2017 Street Bond Active Transportation, 2022 Street Bond Active Transportation, Local Gas Tax, Road Traffic Operations Improvements, EWEB, and Stormwater Utility funds.

This project includes removing the southern most eastbound travel lane from Mill Street to Alder Street to widening the sidewalk on the south side of the street and add on street parking.

Project Photo:

Broadway near Mill Street – Existing Conditions

COBURG ROAD PAVING (COMPLETED)

Project Description: This project consisted of rehabilitating one street in the Cal Young Neighborhood and the Harlow Neighbors neighborhood in Council Wards 4 and 5.

- Coburg Road from Oakway Road to Ferry Street Bridge

Treatment Methodology:

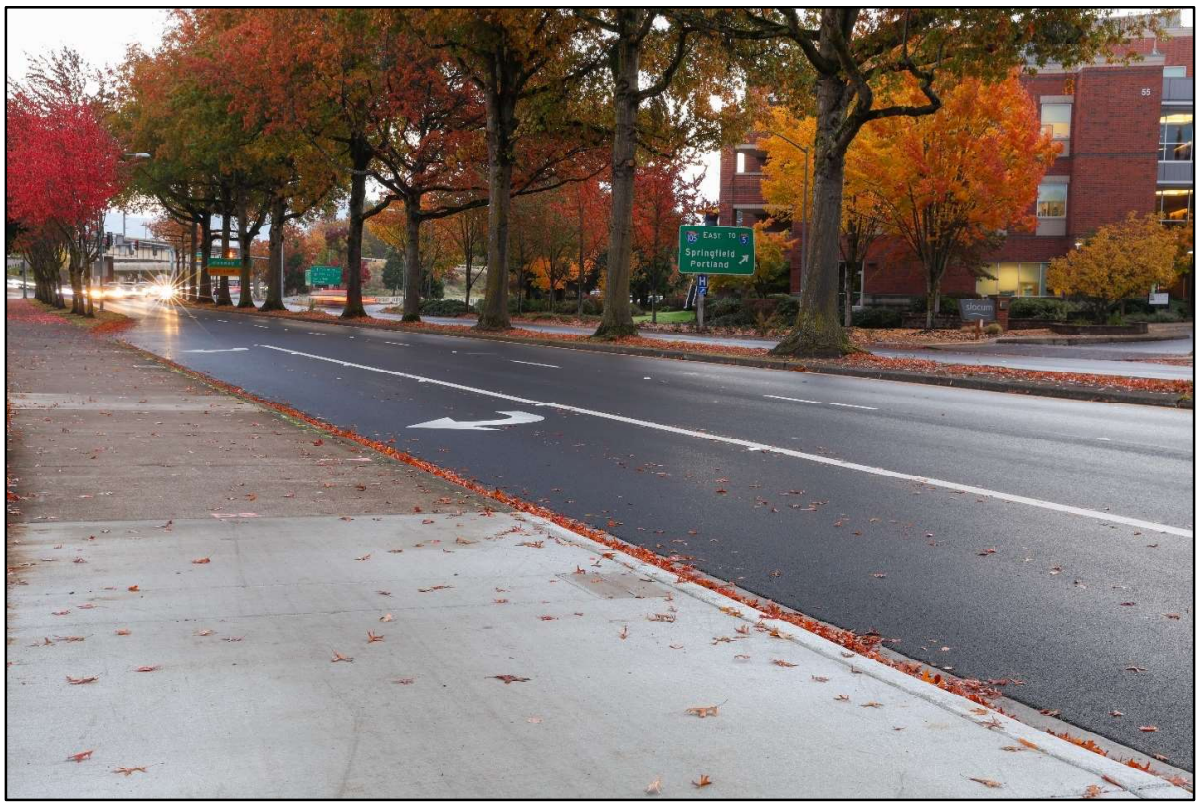
- Coburg Road was rehabilitated by removing 4 inches of surfacing and paving back 4 inches for a total pavement depth of 9 to 11 inches.

Costs: Total project costs, from all funding sources, are estimated at $1,623,023.

Preliminary Estimate based on Pavement Management System (PMS) Surface Evaluation =	$2,524,200
Total Projected/Actual Paving Bond Funds Used =	$1,605,875
Difference =	$918,325

Additional Sources of Funding: EWEB and Stormwater Utility funds.

Project Photo:



Completed Paving on Coburg Road

BAILEY LANE PAVING (COMPLETED)

Project Description: This project consisted of rehabilitation of one street in the Harlow Neighbors neighborhoods in Council Ward 4.

- Bailey Lane from Bogart Lane to Luella Street

Treatment Methodology:

- Bailey Lane was rehabilitated by overlaying the street with 2 inches of asphalt for a total depth of 6 inches.

Costs: Total project costs, from all funding sources, are estimated at $1,831,502.

Preliminary Estimate based on Pavement Management System (PMS) Surface Evaluation =	$496,400
Total Projected/Actual Paving Bond Funds Used =	$496,400
Difference =	$0

Additional Sources of Funding: Local Gas Tax, 2022 Street Bond, Traffic Operations Improvement, Traffic Calming, Transportation SDCs, EWEB, Stormwater Utility, and Wastewater Utility funds.

Local Gas Tax funds were used to pave Luella Street from Bailey Lane to the north end of the street and 2022 Street Bond funds were used to pave Bailey Lane from Luella Street to Coburg Road and Van Avenue from Luella Street to approximately 730 feet east. Traffic Operations Improvement funds were used to replace pedestrian audible push buttons and to add a bike detection camera at the Bailey Lane and Coburg Rd intersection. Traffic Calming and Transportation SDC funds were used to add 18 speed cushions and 37 bike sharrows along Bailey Lane, Bogart Street, Satre, and Van Duyn.

Project Photo:

Completed Paving on Bailey Lane

HILYARD STREET, 24TH AVENUE, AND ALDER STREET PAVING (IN DESIGN)

Project Description: This project consists of rehabilitation of three streets in Southeast Neighbors, Amazon Neighbors & South University Neighborhood in Council Wards 2 and 3.

- Hilyard Street from W Amazon Drive to 40th Avenue
- 24th Avenue from Harris street to Agate Street
- Alder Street from 30th Avenue to 32nd Avenue

Treatment Methodology:

- Hilyard Street will be rehabilitated by full depth reclamation and paving back 8 inches in the Spring 2025.
- 24th Avenue will be rehabilitated by removing and repaving a variable depth of 2 to 9 inches of pavement.
- Alder Street will be rehabilitated by removing and repaving 6 inches of pavement for a total depth of 6 inches.

Costs: Total project costs, from all funding sources, are estimated at $5,011,953.

Preliminary Estimate based on Pavement Management System (PMS) Surface Evaluation =	$1,844,500
Total Projected/Actual Paving Bond Funds Used =	$1,844,500
Difference =	$0

Additional Sources of Funding: Local Gas Tax, Transportation SDCs, Active Transportation, EWEB, Stormwater Utility, and Wastewater Utility funds.

Leveraging non-bond funds, this project also includes adding a pedestrian mid-block crossing on Friendly Street, adding traffic calming on Hilyard Street, making path repairs and adding an path extension in Tugman Park, and adding buffered bike lanes on 24th Avenue. Curb bumpouts were also added to Hilyard St and Alder St.

Project Photo:

Hilyard Street – Existing Conditions

W 11TH AVENUE PAVING (IN PROGRESS)

Project Description: This project consists of rehabilitation one street in Far West, Jefferson Westside Neighbors & Downtown Neighborhoods in Council Ward 1.

- W 11th Avenue from Charnelton Street to Grant Street

Treatment Methodology:

- W 11th Avenue will be rehabilitated by removing and paving back 4 inches between Charnelton Street and Polk Street and by removing and paving back 2 inches between Polk Street and Grant Street for a total depth of 8 to 10 inches in the Spring 2025.

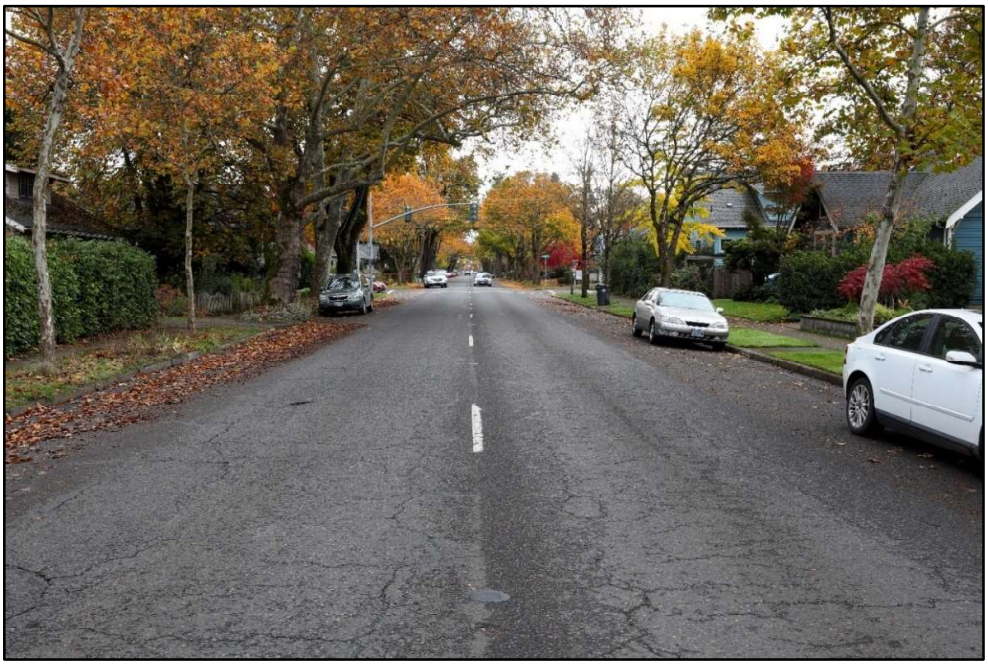
Costs: Total project costs, from all funding sources, are estimated at $3,700,168.

Preliminary Estimate based on Pavement Management System (PMS) Surface Evaluation =	$1,546,400
Total Projected/Actual Paving Bond Funds Used =	$1,690,391
Difference =	($143,991)

Additional Sources of Funding: Local Gas Tax, Active Transportation, Transportation SDCs, Traffic Operations Improvement, EWEB, Stormwater Utility, and Wastewater Utility funds.

Transportation SDCs and Traffic Operations Improvement funding was used to upgrade pedestrian signal push buttons. The project also includes Active Transportation funds to construct curb bumpouts in select locations.

Project Photo:



Existing Pavement on W 11th Avenue

FRANKLIN BOULEVARD PAVING (IN DESIGN)

Project Description: This project consists of rehabilitation of one street in the Fairmount Neighborhood in Council Ward 3.

- Franklin Boulevard from Walnut Street to E 11th Avenue

Treatment Methodology:

- Pavement treatment for Franklin Blvd is still being developed.

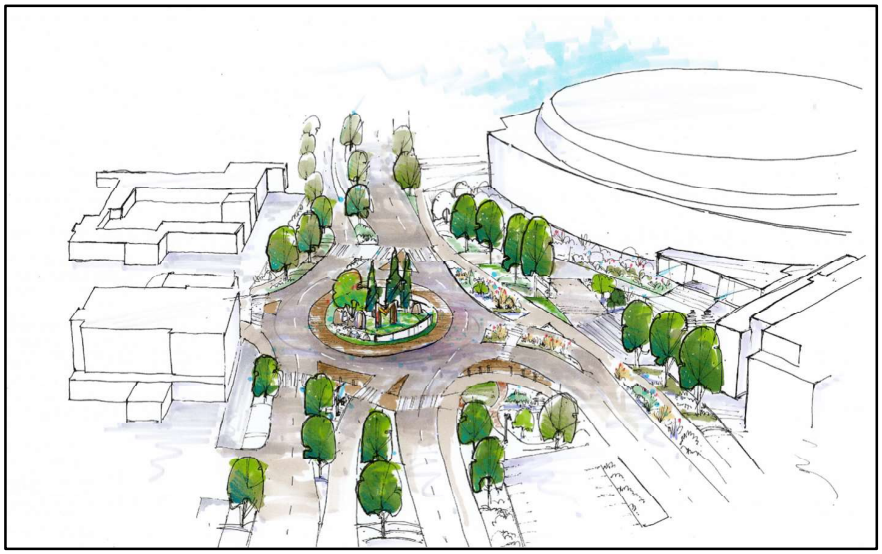
Costs: Total project costs, from all funding sources, are estimated at $26,648,248.

Preliminary Estimate based on Pavement Management System (PMS) Surface Evaluation =	$1,732,162
Total Projected/Actual Paving Bond Funds Used =	$342,750
Difference =	$1,389,412

Additional Sources of Funding: Federal grants, Local Gas Tax, 2022 Street Bond, Transportation SDCs, EWEB, LTD, and Wastewater Utility funds.

The City of Eugene and City of Springfield received the RAISE grant from FHWA as a partnership to transform Franklin Blvd in both jurisdictions to include constructing roundabouts. Transportation SDCs are being used as the match to the RAISE grant. The project also includes Active Transportation funds from the 2022 Street bond to construct bike and pedestrian facilities along the corridor. Both EWEB and LTD are also partnering with the City of Eugene to upgrade their facilities within the corridor to include a new waterline and to build a second EmX track. Wastewater Utility funds will be used to upgrade the wastewater system and laterals between Walnut St and Moss St.

Project Photo:



Design Rendering on Franklin Blvd at the Moss St Intersection

5-Year Street Bond (2017) Project List - Costs and Forecast

Project Map #	Project Number	Street name	From	To	Ward(s)	Proposed Treatment	Programmed Cost (2017) plus inflation	*Projected/ Actual Cost*	Difference
Construction Year 2019									
9	900049	11th Ave (A)	Tyinn St	Bertelsen St	8	Overlay	1,874,000	736,581	1,137,419
12	900044	19th Avenue (C) ***(incl 2019 Construction)***	Hilyard St	Agate St	1	Reconstruction	1,130,700	1,399,223	(268,523)
1	900051	3rd Avenue (L)	High St	Pearl St	7	PCC panel replacement	118,000	1,797,473	99,527
65		Mill Street (L)	2nd Ave	3rd Ave		Reconstruction/Overlay	60,000		
3		5th Avenue (L)	Chambers St	Grant St		Reconstruction/Overlay	250,000		
36		Charnelton Street (L)	4th Ave	6th Ave		Reconstruction/Overlay	360,000		
70		Olive Street (L)	5th Ave	6th Ave		Pavement Removal and Replacement	131,000		
60		Lawrence Street (L)	NS Dwy 36	6th Ave		Reconstruction	978,000		
27	900047	Brookside Drive (L) ***(incl 2019 Construction)***	Brae Burn Dr (North)	Address 999	2	Reconstruction	0	671,181	135,819
28		Brookside Drive	Brae Burn Dr (South)	Montara Way		Reconstruction	437,000		
83		Sundance Street (L)	Sundial Rd	East End		Pavement Removal and Replacement	270,000		
84		Sundance Street CDS (L)	North End	Sundance St		Pavement Removal and Replacement	100,000		
18	900045	Alder Street (L)	24th Ave	27th Ave	3	Reconstruction/Pavement Removal and Replacement	309,000	588,465	(279,465)
44	900048	Fair Oaks Drive (L)	Oakway Rd	Fairway Lp	4	Reconstruction	253,000	1,687,277	(413,277)
24		Bedford Way (L)	Oakway Rd	Fair Oaks Dr		Reconstruction	200,000		
54		Lariat Drive (L)	Oakway Rd	Lariat Dr		Reconstruction	392,000		
55		Lariat Meadows Drive (L)	Lariat Dr	East End		Pavement Removal and Replacement	300,000		
56		Lariat Mesa (L)	Lariat Dr	East End		Reconstruction/Pavement Removal and Replacement	129,000		
23	900046	Balfour Street (L)	Terresa Ave	North End	5	Reconstruction	150,000	1,233,924	(73,924)
29		Calgary Street (L)	Holly Ave	Elanco Ave		Reconstruction	254,000		
43		Elanco Ave + CDS (L)	Norkenzie Rd	North End		Reconstruction	137,000		
87		Terresa Avenue (L)	Montreal Ave	Gilham Rd		Reconstruction	237,000		
76		Quebec Street (L)	Calgary St	Elanco Ave		Reconstruction	224,000		
67		Montreal Avenue (L)	Calgary St	Balfour St		Reconstruction	158,000		
						Projected Construction Year 2019 Totals =	**8,451,700**	**8,114,125**	**337,575**
Construction Year 2020									
73	900135	Polk Street (L)	6th Ave	7th Ave	7	Overlay	124,800	129,650	120,470
34		Chambers Street (C) ***(incl 2020 Construction)***	11th Ave	13th Ave		Pavement Removal and Replacement	125,320		
12	900044	19th Avenue (C) ***(incl 2020 Construction)***	Hilyard St	Agate St	1	Reconstruction	397,300	186,483	210,817
27	900047	Brookside Drive (L) ***(incl 2020 Construction)***	Brae Burn Dr (North)	Address 999	2	Reconstruction	238,160	467,799	(229,639)
49	900133	Garden Avenue (L)	Moss St	Walnut St	3	Pavement Removal and Replacement	411,840	611,408	(74,768)
89		Walnut Street (L)	Garden Ave	Frankling Blvd		Pavement Removal and Replacement	124,800		
5	900070	8th Avenue (L) ***(Design & Permitting)***	Willamette St	Mill St	1	Pavement Removal and Replacement	533,500	495,849	37,651
13	900253	20th Avenue (A) ***(Design & Permitting)***	Willamette St	Oak St	1	Overlay	104,000	22,283	81,717
69		Oak Street (A) ***Design & Permitting)***	18th Ave	19th Ave		Overlay	0		
69		Oak Street (A) ***Design & Permitting)***	19th Ave	20th Ave		Overlay	0		
						Projected Construction Year 2020 Totals =	**2,059,720**	**1,913,471**	**146,249**

5-Year Street Bond (2017) Project List - Costs and Forecast

Project Map #	Project Number	Street name	From	To	Ward(s)	Proposed Treatment	Programmed Cost (2017) plus inflation	*Projected/ Actual Cost*	Difference
Construction Year 2021									
20	900244	Arrowsmith Street (L)	Terry St	11th Ave	8	Overlay	228,200	2,075,756	(655,884)
21		Bailey Hill Rd (A)	5th Ave	11th Ave	8	Overlay	629,640		
79		Roosevelt Blvd (A)	Beltline	800' East	8	Overlay	222,912		
88		Terry Street (C)	Royal Ave	Roosvelt Blvd	8	Overlay	339,120		
62	900257	Lincoln Street (C)	13th Ave	22nd Ave	1	Reconstruct	1,717,200	2,118,626	(401,426)
13	900253	20th Avenue (A) ***(incl 2021 Construction)***	Willamette St	Oak St	1	Overlay	104,000	658,242	(87,142)
69		Oak Street (A) ***(incl 2021 Construction)***	19th Ave	20th Ave		Overlay	259,200		
69		Oak Street (A) ***(incl 2021 Construction)***	18th Ave	19th Ave		Overlay	207,900		
45	900104	Fairmount Blvd (L)	15th Ave	Columbia St	3	Reconstruct	1,092,960	2,406,746	(356,906)
12		19th Avenue (C)	Agate St	Fairmount Blvd	3	Overlay	956,880		
57	900242	Laurelhurst Drive + 5 CDS (L)	Melrose Lp	Barger Dr	6	Overlay	395,280	1,106,912	(427,592)
59		Laveta Lane (L)	Barger Dr	South End	6	Overlay	129,600		
75		Primrose Street + 1 CDS (L)	Barger Dr	100' N of Parker Pl	6	Overlay	154,440		
34	900135	Chambers Street (C) ***(incl 2021 Construction)***	11th Ave	13th Ave	7	Pavement Removal and Replacement	125,320	265,821	(140,501)
91	900240	Windsor Circle East/West (L)	Wilshire Ln	Wilshire Ln	8	Reconstruct	838,080	822,271	15,809
						Projected Construction Year 2021 Totals =	**7,400,732**	**9,454,372**	**(2,053,640)**
Construction Year 2022									
33	900246	Catalina Street (L)	Juhl St	Willhi St	6	Overlay	168,700	965,155	124,820
37		Chase Street + CDS (L)	500' N of Marshall St	North End	6	Overlay	168,700		
40		Concord Street (L)	Berntzen Rd	Jacobs Dr	6	Overlay	252,000		
42		Echo Hollow CDS (L)	West End	Echo Hollow Rd	6	Reconstruct	168,700		
48		Fuller Avenue (L)	Echo Hollow Rd	Jay St	6	Overlay	135,000		
50		Hawthorne Avenue (L)	West End	Fairfield Ave	7	Overlay	196,875		
30	900245	Candlelight Drive	Avalon	Royal Ave	6	Overlay	366,750	1,518,545	(484,670)
82		Stagecoach	Candlelight Dr	Surrey Ln			112,500		
85		Surry Lane (L)	Stagecoach Rd	Welcome Wy			135,000		
90		Welcome Way	Candlelight Dr	Royal Ave			163,125		
80		Royal Ave CDS	Royal Ave	End			112,500		
58		Laurelhurst Drive + Sheffield Ct CDS (L)	Harriet Ave	Royal Ave			144,000		
10	900151	17th Avenue (L)	Oak Street	Hilyard St	3	Reconstruct	821,880	1,853,025	(577,545)
11		19th Avenue (C)	Oak Street	High St	1	Overlay	324,000		
64		Mill Street (L)	16th Ave	18th Ave	3	Overlay	129,600		
2	900043	4th Avenue (C)	Pearl St	Coburg Rd	7	Overlay	262,800	392,600	(65,000)
65		Mill Street (L)	3rd Ave	4th Ave			64,800		
52	900353	Jessen Drive (L)	Elizabeth St	Hwy 99	6	Overlay	252,000	404,175	191,265
38		Clarey Street (L)	Bean St	1071' South			162,000		
78		Robin Avenue (L)	200' E of Ruskin St	396' E of Taney St			181,440		
						Projected Construction Year 2022 Totals =	**4,322,370**	**5,133,499**	**(811,129)**

5-Year Street Bond (2017) Project List - Costs and Forecast

Project Map #	Project Number	Street name	From	To	Ward(s)	Proposed Treatment	Programmed Cost (2017) plus inflation	*Projected/ Actual Cost*	Difference
Construction Year 2023									
15	900357	46th Avenue (C)	Fox Hollow Rd	Donald St	2	Overlay	516,000	*1,135,585*	69,415
16		Agate Street (C)	163 Black Oak Rd	Firland St			689,000		
19	900355	Amazon Parkway (A)	19th Ave	2693 S of E 24th	2	Reconstruct	1,661,200	*1,760,356*	386,344
74		Portland Street (L)	29th Ave	31st Ave		Overlay	485,500		
35	900360	Chambers Street (C)	18th Ave	24th Ave	1	Overlay	1,062,200	*1,344,239*	(282,039)
69	900358	Oak Street (A)	7th Ave	13th Ave	1	Overlay	698,400	*2,942,503*	(391,478)
69		Oak Street (A)	13th Ave	17th Ave	1		1,126,125		
69		Pearl Street (A)	Broadway	17th Ave (Amazon Bridge)	3		726,500		
77	900354	River Road (A)	Maxwell Rd	Beltline Rd	7	Overlay	792,000	*1,026,275*	(234,275)
6	900356	8th Avenue (C)	Monroe St	Garfield St	1	Overlay	2,264,800	*2,264,800*	0
72	900302	Polk Street (C)	W 18th Ave	28th Ave	1	Overlay	751,400	751,400	0
81	900304	Spyglass Drive (L)	Cal Young Rd	Spyglass Dr	5	Overlay	723,300	723,300	0
53	900294	Lakeview Drive	207' E of Sarah Ln	Gilham Rd	5	Reconstruct	258,700	539,900	0
41		Crescent Avenue	Norkenzie Rd	Address 1670		Overlay	281,200		
5	900070	8th Avenue (L) ***(inc construct***	Willamette St	Mill St	1	Pavement Removal and Replacement	493,961	1,574,400	(1,080,439)
						Projected Construction Year 2023 Totals =	**12,530,286**	**14,062,758**	**(1,532,472)**
Construction Year 2024									
63	900405	Linnea Avenue + 1 CDS (L)	Norkenzie Rd	Tarpon St	5	Reconstruct	216,000	*2,186,444*	(187,914)
25		Brewer Avenue (L)	Brewer Ave	South End	5	Reconstruct	181,500		
31		Carmel Avenue (L)	Diane St	Norwood St	4,5	Reconstruct	547,500		
66		Monterey Avenue (L)	Norkenzie Rd	Larkspur Ave	5	Reconstruct	216,600		
68		Norwood Street (L)	Monterey St	Marlow St	4	Reconstruct	373,500		
86		Tarpon Street + CDS	Brewer Ave	Lemming Ave	5	Reconstruct	321,860		
61		Lemming Avenue	Tarpon St	Shilo St	5	Reconstruct	141,570		
26	900359	Broadway (A)	Mill St	11th Ave	3	Overlay	1,033,000	*883,000*	150,000
39	900103	Coburg Road (A)	Oakway Rd	Ferry Street Bridge	4	Overlay	2,524,200	1,605,875	918,325
22	900403	Bailey Lane (C)	Bogart Ln	Luella St	4	Overlay	496,400	*602,019*	(105,619)
14	900402	24th Avenue (A)	Harris St	Agate St	3	Overlay	439,200	*1,844,500*	0
17		Alder Street (L)	30th Ave	32nd Ave	2	Reconstruct	522,000		
5		Hilyard Street (C)	W Amazon	40th Ave	2	Overlay	883,300		
8	900401	11th Ave (A)	Charnelton St	Grant St	1	Overlay	1,546,400	*1,688,613*	(142,213)
46	900468	Franklin Blvd (A)	Walnut	11th Ave	3	Overlay	1,732,162	*342,750*	1,389,412
						Projected Construction Year 2024 Totals =	**11,175,192**	**9,153,201**	**2,021,991**

(x) Street Classification Key: (L) = Local; (C) = Collector; (A) = Arterial

Total Programmed Costs =

45,940,000 ***47,831,426*** ***(1,891,426)***

Pedestrian and Bicycle Improvements Project List

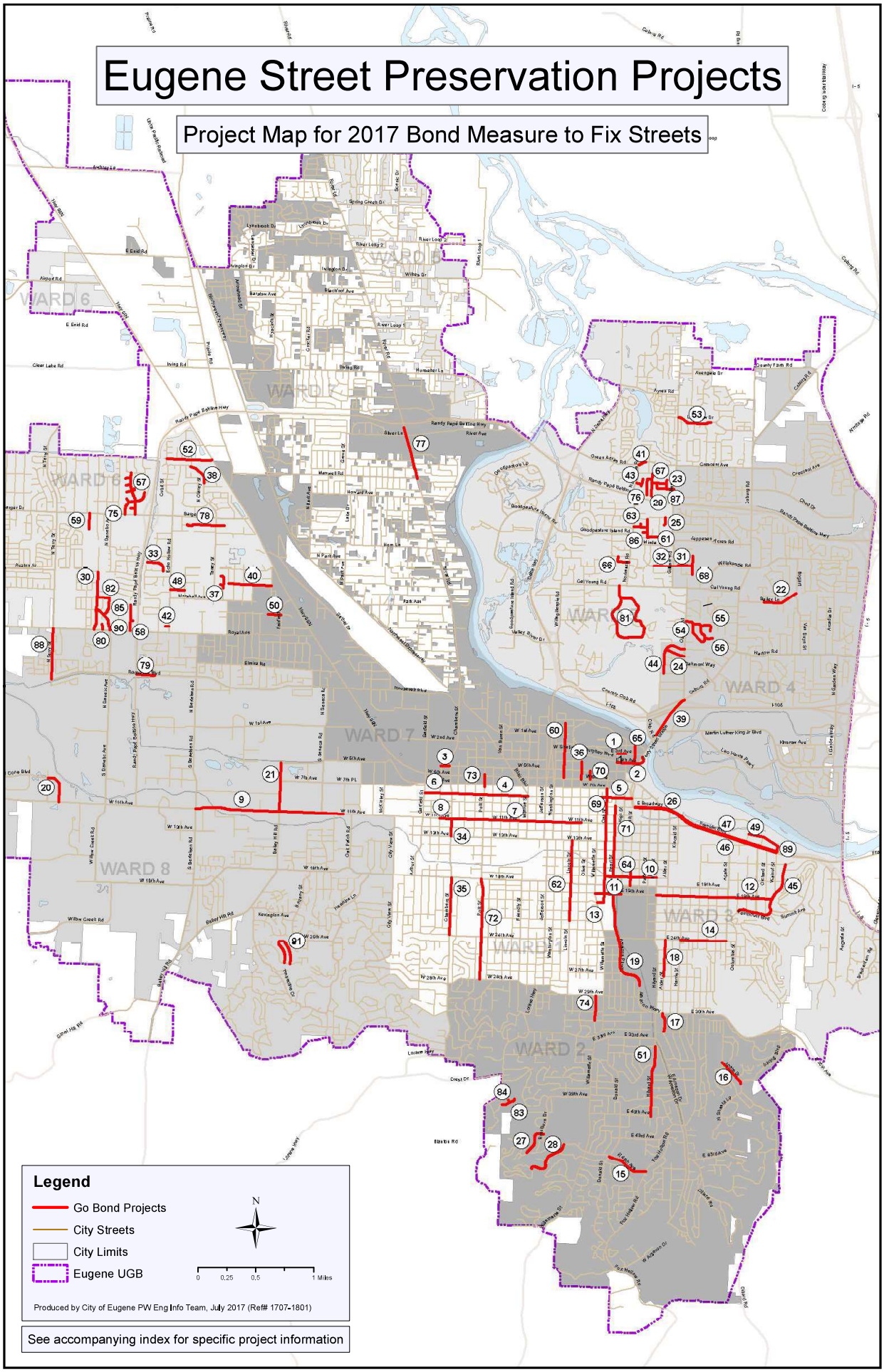
Projects	Project Number		Average Annual Allocation $1,000,000	*Projected/ Actual Cost*	Difference
Construction Year 2019					
Alder Street Paving	900045			107,026	
W 11th Avenue Paving	900049			4,508	
E 19th Avenue Paving	900044			58,198	
			Construction Year 2019 Pedestrian & Bicycle Repairs Total =	**169,732**	**830,268**
Construction Year 2020					
Garden Avenue, Walnut Street, Villard Street & Moss Street Paving	900133			91,924	
Roosevelt Path	900009			74,039	
Safe Routes to School: Crosswalk Enhancements & Speed Monitoring (2020 Local Match	900166			139,757	
5th, Olive, and Charnelton Street Paving	900051			3,965	
			Construction Year 2020 Pedestrian & Bicycle Repairs Total =	**309,685**	**690,315**
Construction Year 2021					
South Bank Shared Use Path Repair & Realignment	900126			126,834	
Downtown Riverfront Park	965302			500,000	
Lincoln/Jefferson/High Street Paving	900257			25,033	
West Bank Path Lighting & Resurfacing	900100			631,181	
STM 39th Avenue and Donald Street	900213			28,529	
NE Livable Pedestrian Improvements	965282			346,930	
			Construction Year 2021 Pedestrian & Bicycle Repairs Total =	**1,658,507**	**(658,507)**

Pedestrian and Bicycle Improvements Project List

Projects	Project Number		Average Annual Allocation $1,000,000	*Projected/ Actual Cost*	Difference
Construction Year 2022					
Willamette Street and 18th Avenue Signal Reconstruction	900253			106,447	
17th Avenue, 19th Avenue, Mill Street Pedestrian Improvements	900151			55,948	
Path Wayfinding	900321			10,000	
3rd Avenue, 4th Avenue & Mill Street Two-Way Bikeway	900043			215,000	
Bailey Hill & Terry Street Paving	900244			29,670	
13th Ave Bikeway (Construction Complete in 2020)	975684			222,437	
Fern Ridge Path Rehabilitation	900352			346,935	
Construction Year 2022 Pedestrian & Bicycle Repairs Total =				**986,437**	**13,563**
Construction Year 2023					
Oak Street & Pearl Street Paving	900358			83,572	
River Road - Maxwell Road to Betline Road	900354			33,539	
8th Avenue - Willamette Street to Mill Street	900070			140,000	
Regional Bicycle Enhancements (Central Lane Metropolitan Planning Organization)	900455			15,730	
Prairie Mountain Crosswalks	900346			206,847	
Howard Elementary Pedestrian Path	900347			148,866	
Fern Ridge Path Lighting	900368			582,466	
River Road / Hatton Enhanced Crossing	900380			69,506	
River Road & Irving Road Improvements	975774			200,000	
Construction Year 2023 Pedestrian & Bicycle Repairs Total =				**1,480,525**	**(480,525)**
Construction Year 2024					
Maxwell/Prairie Sidewalks	900125			97,500	
11th Avenue Paving	900401			127,614	
Path Etiquette Striping & Signage	900578			70,000	
Broadway Street Paving	900359			100,000	
Construction Year 2024 Pedestrian & Bicycle Repairs Total =				**395,114**	**604,886**
Total Pedestrian and Bicycle Improvement Project Costs =			**5,000,000**	**5,000,000**	**(0)**

Summary of Bond Costs

Total Street Projects in 2017 Dollars with inflation =	**$ 45,940,000**
Total Pedestrian & Bicyclist Improvements =	**$ 5,000,000**
Bond Issuance Costs =	**$ 260,000**
Total Bond Costs =	**$ 51,200,000**


Eugene Street Preservation Projects
Project Map for 2017 Bond Measure to Fix Streets
WARD 1
WARD 2
WARD 3
WARD 4
WARD 5
WARD 6
WARD 7
WARD 8
Legend
Go Bond Projects
City Streets
City Limits
Eugene UGB
N
0 0.25 0.5 1 Miles
Produced by City of Eugene PW Eng Info Team, July 2017 (Ref# 1707-1801)
See accompanying index for specific project information

Project List for 2017 Bond Measure to Fix Streets

Exhibit B

MAP NUMBER	STREET NAME	FROM	TO
1	**03RD AVENUE**	HIGH ST	PEARL ST
2	**04TH AVENUE**	COBURG RD	PEARL ST
3	**05TH AVENUE**	CHAMBERS ST	GRANT ST
4	**08TH AVENUE**	CHAMBERS ST	MONROE ST
5	**08TH AVENUE**	WILLAMETTE ST	MILL ST
6	**08TH AVENUE**	GARFIELD ST	CHAMBERS ST
7	**11TH AVENUE**	CHARNELTON ST	CHAMBERS ST
8	**11TH AVENUE**	CHAMBERS ST	GRANT ST
9	**11TH AVENUE**	TYINN ST	BERTELSEN RD
10	**17TH AVENUE**	HILYARD ST	OAK ST
11	**19TH AVENUE**	WILLAMETTE ST	HIGH ST
12	**19TH AVENUE**	HILYARD ST	FAIRMOUNT BLVD
13	**20TH AVENUE**	WILLAMETTE ST	OAK ST
14	**24TH AVENUE**	HARRIS ST	AGATE ST
15	**46TH AVENUE**	FOX HOLLOW RD	DONALD ST
16	**AGATE STREET**	N 163 BLACK OAK RD	FIRLAND ST
17	**ALDER STREET**	30TH AVE	32ND AVE
18	**ALDER STREET**	24TH AVE	27TH AVE
19	**AMAZON PARKWAY**	19TH AVE	2693 S OF E 24TH
20	**ARROWSMITH STREET**	TERRY ST	11TH AVE
21	**BAILEY HILL ROAD**	5TH AVE	11TH AVE
22	**BAILEY LANE**	BOGART LN	LUELLA ST
23	**BALFOUR STREET**	TERRA AVE	NORTH END
24	**BEDFORD WAY**	OAKWAY RD	FAIR OAKS DR
25	**BREWER AVENUE**	BREWER AVENUE	SOUTH END
26	**BROADWAY**	MILL ST	11TH AVE
27	**BROOKSIDE DRIVE**	BRAE BURN DR (NORTH)	ADDR 999
28	**BROOKSIDE DRIVE**	BRAE BURN DR (SOUTH)	MONTARA WAY
29	**CALGARY STREET**	HOLLY AVE	ELANCO AVE
30	**CANDLELIGHT DRIVE**	AVALON	ROYAL
31	**CARMEL AVENUE**	GILHAM RD	NORWOOD ST
32	**CARMEL AVENUE**	DIANE ST	GILHAM RD
33	**CATALINA STREET**	JUHL ST	WILLHI ST
34	**CHAMBERS STREET**	11TH AVE	13TH AVE
35	**CHAMBERS STREET**	18TH AVE	24TH AVE
36	**CHARNELTON STREET**	4TH AVE	6TH AVE
37	**CHASE STREET + CDS**	500' NORTH OF MARSHALL	NORTH END
38	**CLAREY STREET**	BEAN ST	1071' S OF BEAN ST
39	**COBURG ROAD**	FERRY STREET BRIDGE	OAKWAY RD
40	**CONCORD STREET**	BERNTZEN RD	JACOBS DR
41	**CRESCENT AVENUE**	NORKENZIE RD	ADDRS 1670
42	**ECHO HOLLOW CDS**	WEST END (CDS) (880-960)	ECHO HOLLOW RD
43	**ELANCO AVENUE + 1 CDS (NORTH)**	NORKENZIE RD	END OF NORTHERLY CDS
44	**FAIR OAKS DRIVE**	OAKWAY RD	FAIRWAY LP
45	**FAIRMOUNT BOULEVARD**	15TH AVE	COLUMBIA ST
46	**FRANKLIN BOULEVARD EB**	WALNUT ST	11TH AVE
47	**FRANKLIN BOULEVARD WB**	WALNUT ST	11TH AVE

Project List for 2017 Bond Measure to Fix Streets

Exhibit B

MAP NUMBER	STREET NAME	FROM	TO
48	**FULLER AVENUE**	ECHO HOLLOW RD	JAY ST
49	**GARDEN AVENUE**	MOSS ST	WALNUT ST
50	**HAWTHORNE AVENUE**	WEST END	FAIRFIELD AVE
51	**HILYARD STREET**	W AMAZON DR	40TH AVE
52	**JESSEN DRIVE**	ELIZABETH ST	HWY 99
53	**LAKEVIEW DRIVE**	207' E OF SARAH LN	GILHAM RD
54	**LARIAT DRIVE**	OAKWAY RD	LARIAT DR
55	**LARIAT MEADOWS DRIVE**	LARIAT DR	EAST END
56	**LARIAT MESA**	LARIAT DR	EAST END
57	**LAURELHURST DRIVE + 5 CDS**	MELROSE LP	BARGER DR
58	**LAURELHURST DRIVE + SHEFFIELD CT**	HARRIET AVE	ROYAL AVE
59	**LAVETA LANE**	BARGER DR	SOUTH END
60	**LAWRENCE STREET**	DRWY 36	6TH AVE
61	**LEMMING AVENUE**	TARPON ST	SHILO ST
62	**LINCOLN STREET**	13TH AVE	22ND AVE
63	**LINNEA AVENUE + 1 CDS**	NORKENZIE RD	TARPON ST
64	**MILL STREET**	16TH AVE	18TH AVE
65	**MILL STREET**	2ND AVE	4TH AVE
66	**MONTEREY AVENUE**	NORKENZIE RD	LARKSPUR AVE
67	**MONTREAL AVENUE**	CALGARY ST	BALFOUR ST
68	**NORWOOD STREET**	MONTEREY ST	MARLOW ST
69	**OAK STREET**	7TH AVE	20TH AVE
70	**OLIVE STREET**	5TH AVE	6TH AVE
71	**PEARL STREET**	BROADWAY	17TH AVE (AMAZON BRIDGE)
72	**POLK STREET**	18TH AVE	28TH AVE
73	**POLK STREET**	67' N OF 6TH AVE	72' S OF 7TH AVE
74	**PORTLAND ST**	29TH AVE	31ST AVE
75	**PRIMROSE STREET + 1 CDS**	BARGER RD	100' N OF PARKER PL (S)
76	**QUEBEC STREET**	CALGARY ST	ELANCO ST
77	**RIVER ROAD**	MAXWELL RD	BELTLINE RD
78	**ROBIN AVENUE**	200' EAST OF RUSKIN ST	396' EAST OF TANEY ST
79	**ROOSEVELT BLVD**	BELTLINE	APPROX 800' EAST OF BELTLINE
80	**ROYAL AVENUE CUL DE SAC**	ROYAL AVE	N END CDS
81	**SPYGLASS DRIVE**	CAL YOUNG RD	LOOP AROUND BACK TO SPYGLASS DR
82	**STAGECOACH ROAD**	CANDLELIGHT DR	SURREY LN
83	**SUNDANCE STREET**	SUNDIAL RD	EAST END
84	**SUNDANCE STREET CDS**	NORTH END	SUNDANCE ST
85	**SURRY LANE**	STAGECOACH	WELCOME WY
86	**TARPON STREET + CUL-DE-SAC**	BREWER AVE	LEMMING AVE
87	**TERRESA AVENUE**	MONTREAL AVE	GILHAM RD
88	**TERRY STREET**	ROYAL AVE	ROOSEVELT BLVD
89	**WALNUT STREET**	FRANKLIN BLVD	GARDEN AVE
90	**WELCOME WAY**	CANDLELIGHT DR	ROYAL AVE
91	**WINDSOR CIRCLE EAST/WT**	WILSHIRE LN	WILSHIRE LN

Eugene Public Works
Engineering

December 2024

Street Repair Review Panel,

This memo summarizes walking and bicycling projects completed using the 2017 Pavement Bond Measure funds.

Background

The 2017 Pavement Bond Measure stipulates that the city identify and complete an average of $1 million in safety improvements for people who bike and walk each year of the bond (2019-2023). Transportation Planning staff worked with the Active Transportation Committee (ATC) to develop a list of walking and bicycling projects for review, based on guidance provided by the Transportation System Plan, maintenance needs, and community requests, including partners at LTD and Safe Routes to School. The projects generally included additions to scheduled pavement projects as well as stand-alone projects.

Where do the Walking and Biking Projects Come From?

Staff used the Transportation System Plan (TSP) to identify network improvements for walking and bicycling. The TSP is the city's transportation policy document and long-term vision for transportation improvements.

For pavement preservation projects city staff consult the TSP to determine what network improvements should be made based on system connectivity needs. Pavement projects present an opportunity to implement some TSP project types, such as bike lane striping, because striping will be entirely replaced as part of the pavement project.

There were also projects developed based on community input (ATC, etc.), coordination with 4j and Bethel Safe Routes to School programs, and through site investigations by city staff. The Vision Zero Action Plan is also used to evaluate project locations to improve safety outcomes for people walking and bicycling.

Through discussions with staff and the Active Transportation Committee, it was recommended that about half of the money should be spent on shared use path maintenance with the other half used for discretionary walking and bicycling projects throughout Eugene.

How Were PBM Walking/Biking Funds Spent Overall?

Below is a summary of walking and bicycling projects that were delivered using pavement bond funds throughout the lifecycle of bond. Projects include additions to paving projects and standalone projects.

Projects Occurring with Pavement Projects

- Alder Street (24th to 27th). Alder Street was retrofitted with Neighborhood Greenway treatments to make the sharing of travel lanes more comfortable for people bicycling. Shared lane markings and speed humps were added to Alder Street between 24th Avenue and 30th Avenue. Curb extensions and crosswalks were also added at Alder Street at 26th Avenue to improve the walking experience on Alder Street. This street is also the first to include "Neighborhood Greenway" signage to identify it as a street that prioritizes walking and bicycling.
- Barger Drive (Altamont to Primrose). A variety of bicycling infrastructure and stormwater management devices were added during construction. Notably for people bicycling, there are now buffered bike lanes on Barger Drive and the intersection of Barger Drive at Cubit Street was redesigned to feature a protected sidewalk-level bike lane and bicycle signal.

- Lawrence (Clark to 6th). A green bike lane was added in the eastbound direction on 5th Avenue at Lawrence Street.
- 11th (Tyinn to Bertelsen). The southbound bike lane on Seneca Road was located curbside at 11th Avenue. This presented a safety hazard in that the adjacent traffic would turn right across the bike lane. The safer condition was for people riding bikes to use the crosswalk across 11th Avenue so a sidewalk access ramp was installed on Seneca Road just north of 11th so people on bikes could access the crosswalk more safely.
- 19th (HIlyard to Agate). Temporary diversion was added to 19th Avenue at Alder Street. The diversion allows people walking and bicycling to cross 19th Avenue as normal but diverts all automobile traffic onto 19th Avenue.
- Garden Avenue (Walnut to Moss); Walnut Street (Franklin to Garden); Villard Street (Franklin to Garden); Moss Street (Franklin to Garden). These streets, located just north of Franklin Boulevard were all bid as one project. Garden Avenue is an important walking and bicycling street because it connects segments of the South Bank Path together. As such, Garden Avenue was developed as a "neighborhood greenway" where all street users feel comfortable sharing the road.
- Bailey Hill Road at 7th Avenue. When 7th Avenue was repaved a few years ago, bike lanes were added in each direction to connect to bike lanes on Bailey Hill Road. As a result of the curvature of the southeast corner of the intersection from Bailey Hill Road at 7th Avenue, encroachment into the bike lanes is common. The Bailey Hill Road pavement project included curb separation for people bicycling north on Bailey Hill Road who turn east onto 7th Avenue. Encroachment was eliminated by physically separating the two transportation modes.
- 17th Avenue/19th Avenue/Mill Street. A small segment of 2-way protected bikeway was added to the north side of 19th Avenue as part of the street repair project. The project included a raised crosswalk from the northern terminus of the Amazon Path across 19th Avenue. The protected bike lanes will make transition from the Amazon Path to the High Street Bikeway easier once that project is completed in 2023.
- 4th Avenue and Mill Street. This project installed a 2-way protected bikeway on the south side of 4th Avenue from the DeFazio Bridge entrance to Mill Street. It eliminates the need for people riding bikes to cross 4th Avenue near the intersection of the Ferry Street Bridge to travel downtown. The bikeway keeps all active transportation users on the south side of 4th Avenue between the DeFazio Bridge and Mill Street. It was very well used during the Riverfront Festival during the World Athletic Championships Oregon22.
- Fern Ridge Path Repair Project. A segment of the Fern Ridge Path near the western terminus of 13th Avenue at Amazon Creek structurally failed. The project was engineered to provide a solution to the constant need for repair. Replacement of the pavement, installation of overhead lighting, and complete replacement of subsurface structures was completed to make this segment of path safer for all path users.

Discretionary Projects

- West Bank Path Lighting and Resurfacing. The West Bank Path from Stephens Drive to Copping Street was rehabilitated. In addition to resurfacing the path, overhead lighting was installed.
- Roosevelt Path. The Roosevelt Path, north of Roosevelt Boulevard was extended from Maple Street to HWY 99 in 2020 primarily using grant funds. However, the project bid came in higher than anticipated so a portion of the PBM funds were used to finish the project.
- Safe Routes to School. A state SRTS grant was used to install school speed zone flashers, enhanced pedestrian crossings, and speed feedback signs throughout Eugene. However, the project bid came in higher than anticipated so a portion of the PBM funds were used to finish the project.
- Donald Street Stormwater. A stormwater project near Donald Street at 39th Avenue presented an opportunity to align the sidewalk access ramps with the accessway connecting Donald Street to 39th Avenue. Ramp relocation was paid for using PBM Walking/Bicycling funds.
- South Bank Path and Downtown Riverfront Park. A grant was received from ODOT to replace and repair the South Bank Path from the Frohmayer Bridge to the Hilyard Street entrance at the former EWEB property. A portion of the bond money was used to pay the grant match required by ODOT for

the path replacement. In addition, the dedication of $500,000 toward the Downtown Riverfront Park was drawn from the bond measure to rebuild the South Bank Path through the new Riverfront Park. The new path features separate paths for people walking and bicycling to improve comfort and safety for all park users.

- Northeast Livable Streets. A grant was received from ODOT to add enhanced crossings and improved pedestrian connections in the northeastern neighborhoods of Harlow, Northeast, and Cal Young. Additional money from the bond measure was used with the ODOT funds to complete the projects and improve walking and bicycling safety across busy streets, and to improve pedestrian safety at intersections.
- High Street Protected Bike Lanes (ODOT). Some bond funding was used to deliver a 2-way protected bike lane on west side of High Street from 19th Avenue to 6th Avenue.
- 8th Avenue Protected Bike Lanes (ODOT). Some bond funding was used to deliver protected bike lanes on 8th Avenue from Mill Street to Lincoln Street.
- SRTS Bethel (ODOT). Some bond funds were used to pay the grant match for enhanced pedestrian crossings of Royal Avenue and North Danebo Avenue.
- Fern Ridge Path Repair Project. A segment of the Fern Ridge Path near the western terminus of 13th Avenue at Amazon Creek structurally failed. The project was engineered to provide a solution to the constant need for repair. Replacement of the pavement, installation of overhead lighting, and complete replacement of subsurface structures was completed to make this segment of path safer for all path users.

What Projects using the new 2022 Pavement Bond were Completed in 2024?

The list of walking, bicycling, and safety improvements for the 2022 Pavement Bond were adopted by City Council as part of the MoveEUG process. Different from past years, specific projects have been identified for each year of the five-year bond. For 2024, these included the following projects:

- 24th Avenue at Amazon Path: overhead lighting was added at this shared use path crossing of E 24th Avenue. The crosswalk was also raised to path grade, and an adjacent driveway was closed to make the intersection more predictable.
- Martin Luther King Jr Blvd: as part of an overall traffic safety project which added Bus and Turn (BaT) lanes there was green colorant added to the shared use path along MLK, Jr Blvd. In addition, a pedestrian crossing was added across MLK, Jr Blvd near Chevy Chase Street.
- North Danebo Sidewalk Infill: sidewalks were added to the west side of North Danebo Avenue to connect Danebo Elementary to Barger Drive.
- 15th Avenue Sidewalk Infill: sidewalks were added to the north side of 15th Avenue to complete the sidewalk network near the pedestrian signal across Chambers Street.
- Fern Ridge Path Undercrossing Lights: new lighting was added at the bridge underpasses along the Fern Ridge Path.

If you have any questions about planning for walking and bicycling projects, or use of PBM funds to deliver these projects, please contact me: RDunbar@eugene-or.gov, (541) 682-5727.

Sincerely,
Reed Dunbar, AICP
Senior Transportation Planner (Bicycle and Pedestrian Planner)

Report of Independent Accountants

City of Eugene, Oregon

For the Year Ended December 31, 2024

MOSSADAMS

MOSSADAMS

Report of Independent Accountants

To City of Eugene, Oregon

We have performed the procedures enumerated below on the 2017 and 2022 General Obligation Bond funded expenditures of the City of Eugene, Oregon (the "City") for the year ended December 31, 2024 (the "Reporting Period"). The City is responsible for the 2017 and 2022 General Obligation Bond funded expenditures (the "Expenditures").

The City has agreed to and acknowledged that the procedures performed are appropriate to meet the intended purpose of evaluating the City's 2017 and 2022 General Obligation Bond funded Expenditures in order to meet the requirements of voter approved Ballot Measures 20-275, 20-333, and City Council Resolutions No. 5204 and 5364, for the Reporting Period. This report may not be suitable for any other purpose. The procedures performed may not address all the items of interest to a user of this report and may not meet the needs of all users of this report and, as such, users are responsible for determining whether the procedures performed are appropriate for their purposes.

The procedures we performed and our findings are as follows:

1) We obtained from the City a listing of the Expenditures for the Reporting Period. The total amount of expenditures was $14,287,513.

2) We sorted the Expenditures by dollar amount, and in descending order by dollar amount, we selected the largest expenditure amounts until 33.3% or more of the total expenditures were selected. This resulted in selecting 14 expenditures totaling $4,946,136, or 34.6% of total Expenditures. We agreed each selected expenditure's reported account and fund number, and reported accounting period date to a vendor invoice, certification of payment, or signed contract provided by the City. We noted no variances between expenditures and supporting documentation.

3) For expenditures selected in the previous step, we noted each expenditure was for an eligible cost as described in voter approved Ballot Measures 20-275, 20-333, and City Council Resolutions No. 5204 and 5364.

4) We obtained from the City a listing of new construction projects awarded during the Reporting Period, which were funded by 2017 and 2022 General Obligation Bond proceeds. We haphazardly selected one new construction project awarded and obtained the procurement file from the City. We compared the procurement file to the procurement requirements contained in the City's Public Contracting Rules and noted no differences.

5) We obtained from the City an accounting of the $2,221,738 in unspent 2017 General Obligation Bond proceeds as of December 31, 2024. We compared that amount to the $14,651,320 in unspent bond proceeds as of December 31, 2023, as reported in the prior year report of independent accountants on applying agreed upon procedures dated January 23, 2024 less the $12,429,583 of expenditures for the year ended December 31, 2024 provided by the City. We did not note variances between the listing and the calculated amount.

6) We obtained from the City an accounting of the $59,342,070 in unspent 2022 General Obligation Bond proceeds as of December 31, 2024. We compared that amount to the $61,200,000 in bond proceeds per the General Obligation Series 2022 bond closing memorandum, less the $1,857,930 of expenditures for the year ended December 31, 2024 provided by the City. We did not note variances between the listing and the calculated amount.

We were engaged by the City to perform this agreed-upon procedures engagement and conducted our engagement in accordance with attestation standards established by the American Institute of Certified Public Accountants. An agreed-upon procedures engagement involves performing specific procedures that the engaging party has agreed to and acknowledged to be appropriate for the intended purpose of the engagement and reporting on findings based on the procedures performed. We were not engaged to and did not conduct an examination or review engagement, the objective of which would be the expression of an opinion or conclusion, respectively, on the Expenditures of the City for the Reporting Period. Accordingly, we do not express such an opinion or conclusion. Had we performed additional procedures other matters might have come to our attention that would have been reported to you.

We are required to be independent of the City and to meet our other ethical responsibilities, in accordance with the relevant ethical requirements related to our agreed-upon procedures engagement.

This report is intended solely for the information and use of the City, and is not intended to be, and should not be, used by anyone other than this specified party.

Moss Adams LLP

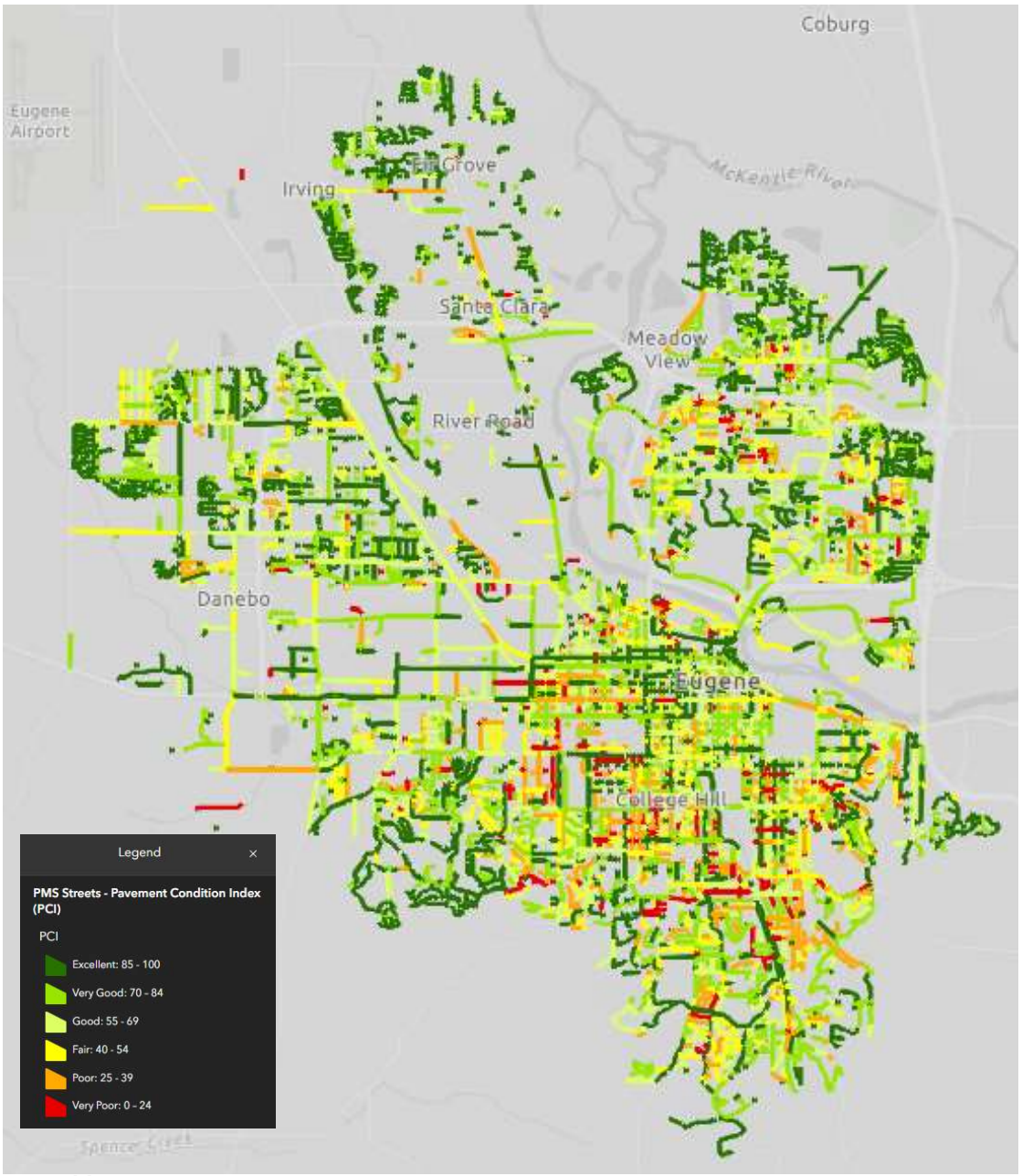
Eugene, Oregon
January 27, 2025

MOSSADAMS

2024 PAVEMENT MANAGEMENT REPORT

An Update on Asphalt Pavement Conditions and Programs

(2024 Rating & Inventory Data)



Prepared by:

Public Works Engineering Staff with information and data prepared in coordination with Public Works Maintenance Staff

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Summary of the City of Eugene Pavement Management Report

The City of Eugene, Oregon, is responsible for maintaining a road network spanning 1,408 lane miles. As the city's infrastructure ages, it faces challenges including limited funding, high traffic volumes, and weather-related wear that accelerate pavement deterioration. The city employs a Pavement Management System (PMS) to assess and maintain its road network, using the Pavement Condition Index (PCI) to guide maintenance priorities. Eugene's current overall system PCI is 73, which by industry standards is considered a very good overall rating. The challenge is to address the PCI rating by street classification , improving overall street quality, safety, and cost-efficiency.

This report outlines a comprehensive strategy to achieve improve or maintain PCI ratings for each street classification grouping. Key recommendations include expanding preventive maintenance for roads in fair to good condition, strategically rehabilitating roads in moderate to poor condition, and using predictive analytics to proactively manage pavement deterioration. The report also emphasizes the need for durable materials like polymer-modified asphalt, warm-mix asphalt, and recycled asphalt pavement (RAP) to extend road life and reduce maintenance costs. Additionally, securing funding through bond measures, gas tax, and grants along with community engagement, will support sustained improvements.

If these strategies are implemented, Eugene can improve its road conditions, lower long-term maintenance costs, and build a sustainable, resilient infrastructure resulting in safer, smoother streets, enhanced public satisfaction, and a network better equipped to meet the needs of a growing community.

City of Eugene Pavement Management System and Strategies for Improving PCI

1. Introduction

The City of Eugene's network supports the needs of approximately 175,000 residents, connecting neighborhoods, supporting economic activities, and facilitating safe and efficient movement across the city. The city's transportation infrastructure is composed of arterials, collectors, and local residential streets. Each category of street classification plays a distinct role, with arterials and collectors experiencing higher traffic volumes, while local streets primarily serve local access.

Eugene's pavement faces a range of challenges due to the age of the infrastructure, the impact of heavy rainfall, freeze-thaw cycles, and budget constraints. Effective pavement management is vital for maintaining the transportation network in safe and serviceable conditions, avoiding costly repairs, and optimizing limited financial resources. The Pavement Condition Index (PCI) is a numerical scale used to monitor the condition of Eugene's roads, providing a foundation for prioritizing maintenance activities.

The purpose of this report is to evaluate Eugene's current pavement management practices, analyze the present condition of the street pavements, and propose strategies to improve or maintain the PCI score for each street classification grouping. Through effective management and strategic intervention, Eugene can maximize the lifespan of its transportation network, ensure a safer transportation system, and support the city's long-term growth.

2. Pavement Condition Index (PCI)

Importance of PCI for Pavement Management

Pavement management system's best practice is to adopt a cost-effective, "best-first" approach. This strategy emphasizes applying lower-cost preventative maintenance and preservation treatments, such as slurry seals, micro-surfacing, and crack sealing, and thin inlays/overlays, to streets in very good to good condition. The goal is to extend the pavement's lifecycle before its condition deteriorates to the point where more expensive rehabilitation or reconstruction treatments are necessary.

Typically, paved streets spend approximately three-quarters of their lifecycle in fair to good condition, exhibiting minimal deterioration and providing a high level of service. However, after this period, street conditions begin to decline rapidly. Without proper treatment, they can quickly reach a state requiring costly overlays or full reconstruction. By utilizing surface seals and other preventative measures, the pavement's condition can be preserved at a good level for a longer duration, delaying the need for expensive repairs.

The PCI enables Eugene to make informed decisions about when, where, and how to conduct maintenance and rehabilitation. Regular monitoring of PCI helps identify problem areas early, allowing the city to address issues before they escalate into costly repairs. The Pavement Life Cycle graph depicts how pavements generally deteriorate over time and the typical treatment needs over the lifetime condition. By tracking PCI over time, Eugene can evaluate the effectiveness of its maintenance strategies and adjust them as needed to maximize pavement lifespan and minimize repair costs.

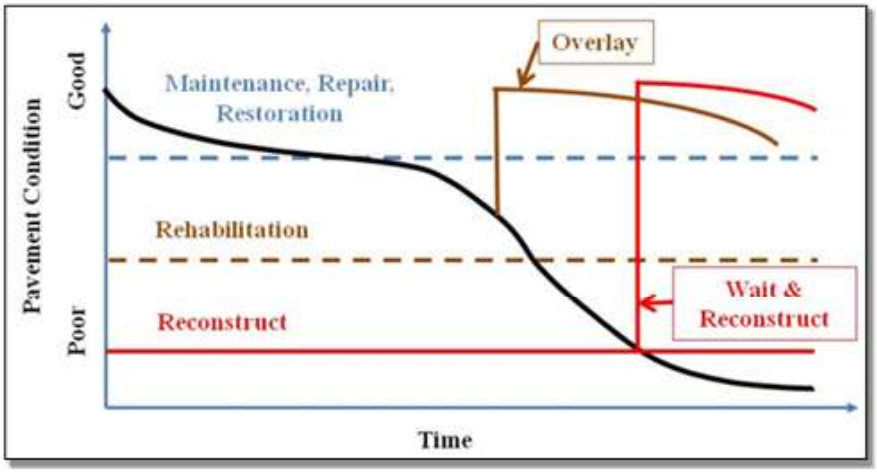
PCI Classification Categories

The Pavement Condition Index (PCI) is an internationally recognized standard for evaluating pavement health. Developed by the Army Corps of Engineers, the PCI score is a numerical scale from 0 to 100, with 100 representing a new, flawless road surface and 0 indicating complete pavement failure. Eugene's PMS uses PCI scores to inform maintenance decisions, categorize roads by condition, and prioritize repairs.

Eugene categorizes PCI scores into the following ranges to guide maintenance decisions:

- **Excellent (85-100)**: Street pavement with minimal wear and tear, often requiring only routine inspection and minor preventive measures.

- **Good (70-84)**: Pavement shows minor distress and benefit from basic preventive maintenance to prevent early signs of wear from progressing.
- **Fair (55-69)**: Pavement shows visible distress such as cracks or surface degradation; requires surface treatments or overlays to prevent further deterioration.
- **Poor (40-54)**: Pavement with substantial distress, including potholes, rutting, and cracking; requires substantial repairs, such as inlays or overlays.
- **Very Poor (25-39)**: Extensive deterioration necessitates major reconstruction, possibly including subgrade stabilization to maintain structural integrity.
- **Serious to Fail (0-24)**: Pavement is critically damaged and requires full reconstruction to restore functional service.



Pavement Life Cycle – City of Eugene Transportation Service Profile

PAVER™ software System Overview

Eugene uses a sophisticated asset management software program focused on managing pavements called PAVER™.

PAVER™ is used to record pavement condition data and to provide predictive modeling to anticipate future pavement degradation based on historical data and observed deterioration patterns. Predictive analytics models help estimate when specific streets will require maintenance, allowing the city to schedule preventive actions before conditions worsen. This approach helps avoid costly emergency repairs and extends pavement life by addressing issues early.

Below is a detailed list of PAVER™ modules, or tools, the City uses to manage the City's street pavement system:

- **Inventory**: The inventory module employs a hierarchical structure comprising network, branch, and sections, where the section represents the smallest pavement unit

managed by the agency. This structure enables users to organize their inventory effectively while providing multiple fields and levels for storing pavement data.

- **Work History**: Similar to the inventory module, the work history module adheres to the hierarchical structure. Updating a pavement section's attributes or work history requires information about the network, branch, and section.
- **Inspection**: In the inspection module, pavement surveys can be conducted manually, or automated survey data can be imported and modified. This module is also used to calculate the Pavement Condition Index (PCI).
- **PCI Family Model**: This module is designed to create a pavement performance model based on historical pavement condition and age data.
- **M&R Family Models**: This module enables users to select treatments, define treatment consequences, specify unit costs, and create a treatment matrix.
- **M&R Working Plans**: The M&R working plans module supports the development of multi-year network- and project-level maintenance and rehabilitation (M&R) planning, scheduling, and budgeting. It allows users to assess the consequences of current funding levels and generate funding scenarios to achieve targeted PCI, reduce backlogs, and more.
- **Reports**: This module provides tools for generating summary charts, condition maps, and user-defined reports. Users can select specific attribute fields to customize their reports.

3. Overview of Eugene's Pavement Management System (PMS)

A Pavement Management System (PMS) is a comprehensive, data-driven approach that aids municipalities in planning and managing pavement maintenance activities. Eugene's PMS integrates several components to create an efficient and systematic framework for monitoring, assessing, and maintaining its road infrastructure. Below are key components of Eugene's PMS:

IMPROVED SYSTEM	Asphalt (ACP)		Asphalt over Concrete (APC)		Concrete (PCC)		Gravel		Undeveloped		Total	
	Miles	12' Lane Miles	Miles	12' Lane Miles	Miles	12' Lane Miles	Miles	12' Lane Miles	Miles	12' Lane Miles	Miles	12' Lane Miles
Major Arterial	20.06	94.21	0.14	0.4	6.68	7.86					26.88	102.47
Minor Arterial	65.87	210.78	2.18	7.31	3.7	12.64					71.75	230.73
Major Collector	36.64	91.54	1.01	2.29	3.11	8.75					40.76	102.58
Neighborhood Collector	20.02	67.17	0.03	0.07	2.01	5.73					22.06	72.97
Residential	318.04	733.17	1.79	4.6	21.01	53.24					340.84	791.01
Total	460.63	1196.87	5.15	14.67	36.51	88.22	0	0	0	0	502.29	1299.76

UNIMPROVED SYSTEM	Asphalt (ACP)		Bituminous Surface-oil Mats (BST)		Concrete (PCC)		Gravel		Undeveloped		Total	
	Miles	12' Lane Miles	Miles	12' Lane Miles	Miles	12' Lane Miles	Miles	12' Lane Miles	Miles	12' Lane Miles	Miles	12' Lane Miles
Major Arterial												
Minor Arterial	1.69	3.15									1.69	3.15
Major Collector	3.05	6.91									3.05	6.91
Neighborhood Collector	4.13	8.33									4.13	8.33
Residential	44.97	73.64	0.07	0.12	0.03	0.03	8.22	11.96	0.16	0.34	53.45	86.09
Total	53.84	92.03	0.07	0.12	0.03	0.03	8.22	11.96	0.16	0.34	62.32	104.48

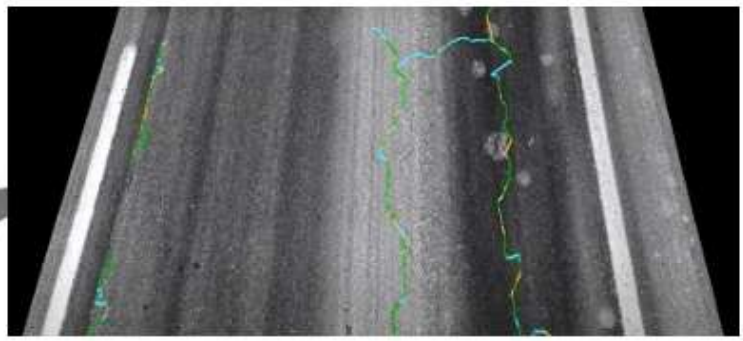
Table 1 *Miles and Lane Miles of Street System by Classification and Pavement Type*

Inventory Management

Inventory management is essential for cataloging Eugene's street network by street classification, surface material, age, previous repairs, traffic volume, and other characteristics that influence maintenance needs. The city categorizes streets by function (arterial, collector, or residential) and structural composition (asphalt, concrete, or gravel) to streamline maintenance planning and allocate funds effectively. Inventory management enables Eugene's PMS to develop insights into the relative needs of different street categories and schedule repairs accordingly.

Condition Assessment and Data Collection

Eugene's PMS collects condition data through regular inspections, employing both manual surveys and automated technologies. Recent assessments in 2023 used a Laser Crack Measurement System (LCMS) to capture detailed information on surface conditions, including cracks, potholes, rutting, and other distress indicators. These assessments are essential for calculating the PCI score, which gauges the level of maintenance required. Regular condition assessments ensure that data on Eugene's streets remains current, helping city officials make timely maintenance decisions and prevent streets from reaching critical states of deterioration.



LCMS is able to detect pavement distresses as minute as one-millimeter-wide cracks and significant full-lane-width rutting while moving at speeds up to 65 mph which has increased the City's efficiency and consistency in its inspection efforts.

City of Eugene Pavement Condition Index (PCI)

The following table compares the PCI distribution across different conditions for the City of Eugene as of July 2023 and December 2024, which depicts a stable system over this 18-month period.

PCI Range	December 2024 Condition %	July 2023 Condition %	Description	Approximate Cost of Repair ($/sf)*	Relative Remaining Life	Repair Approach depends on street Classification
85-100	40.2	40.1	Excellent	0 to 2	15 to 25 years	Like new condition – little to no maintenance required when new; routine maintenance such as crack and joint sealing.
70-84	23.2	22.8	Very Good	3 to 6	12 to 20 years	Routine maintenance such as patching and crack sealing with surface treatments such as seal coats or slurries.
55-69	14.5	14.5	Good	5 to 12	10 to 15 years	Heavier surface treatments and thin overlays.
40-54	9.3	9.4	Fair	8 to 17	7 to 12 years	Heavy surface based inlays or overlays with localized repairs.
25-39	8.4	8.6	Poor	13 to 23	5 to 10 years	Sections will require very thick overlays, surface replacement, base reconstruction, and possible subgrade stabilization.
0-24	4.3	4.5	Very Poor	16 to 26	0 to 5 years	High percentage of full reconstruction.

*Average Cost is provided as a reference for Asphalt Concrete roadways only. Actual cost vary greatly depending on actual field conditions.

The City started to use LCMS in 2023, which provides only limited data to compare at this point. Shifts from year to year are expected, but as the City builds upon this data, we will be able to better track the overall condition of the system and predict future preservation needs.

It is important to maintain a consistent level of funding and preservation treatment in order to prevent the system from deteriorating into more costly repairs. While the City is not significantly expanding the street network, the overall network is becoming increasingly aged, requiring more preservation treatment to achieve acceptable conditions.

Budget Allocation and Prioritization

The PMS guides Eugene in allocating budget resources strategically. Roads are prioritized based on their current PCI scores, traffic volumes, and strategic importance to the City. Higher traffic areas, such as arterials and collectors, are often prioritized as they deteriorate much more quickly than a low volume local street. More deterioration leads to higher costs and more impactful construction. Due to the slow speeds and low traffic volumes, less costly maintenance techniques may be used on local streets allowing them to remain in adequate condition much longer than arterials and collectors. . By using the PMS to plan ahead, Eugene can ensure that its limited resources are invested in projects that yield the greatest benefits for the transportation network and community.

While less costly maintenance techniques are prioritized to extend the life of low traffic local streets, budget constraints mean that a significant portion of Eugene's streets, especially residential and lower-traffic streets, experience deferred maintenance, leading to a buildup of repairs. The highest classification streets that can be preserved for the least cost are prioritized, at the same time, staff consider geographic distribution of projects to ensure that all areas of

the City benefit from pavement preservation treatments. Despite this prioritization process, many streets remain in need of intervention, creating a backlog of streets requiring attention.

In sum, Eugene's PMS is a vital tool for managing the city's transportation network. However, budget limitations and increased deterioration rates create a backlog of repairs, particularly among residential streets, emphasizing the need for innovative solutions to maximize available funds.

4. Challenges Affecting PCI in Eugene

Maintaining a high PCI across Eugene's entire transportation network involves several challenges:

1. **Funding Limitations**: Despite local taxes, bond measures, and federal grants, Eugene's street maintenance budget remains insufficient to cover all necessary repairs. The limited budget forces prioritization of high-traffic streets, often leaving low-volume local residential streets in deteriorating conditions.
2. **Aging Infrastructure**: Much of Eugene's infrastructure dates back to the 1950s and 1960s, with many streets requiring extensive maintenance. Older streets are more prone to wear, making frequent interventions necessary to preserve PCI.
3. **Environmental Factors**: Eugene experiences significant rainfall and freeze-thaw cycles, both of which accelerate pavement deterioration. High moisture levels can infiltrate cracks, leading to potholes and other surface damage.
4. **Increasing Traffic Volumes**: Eugene's growth has led to higher traffic volumes of heavy vehicles which increase the rate of wear, particularly on arterials and major collectors. This elevated demand accelerates deterioration, especially on streets that were not designed for current traffic loads.

These challenges necessitate a multifaceted approach to pavement management to optimize resources, improve PCI scores, and efficiently maintain Eugene's transportation infrastructure.

5. Current Maintenance Strategies in Eugene

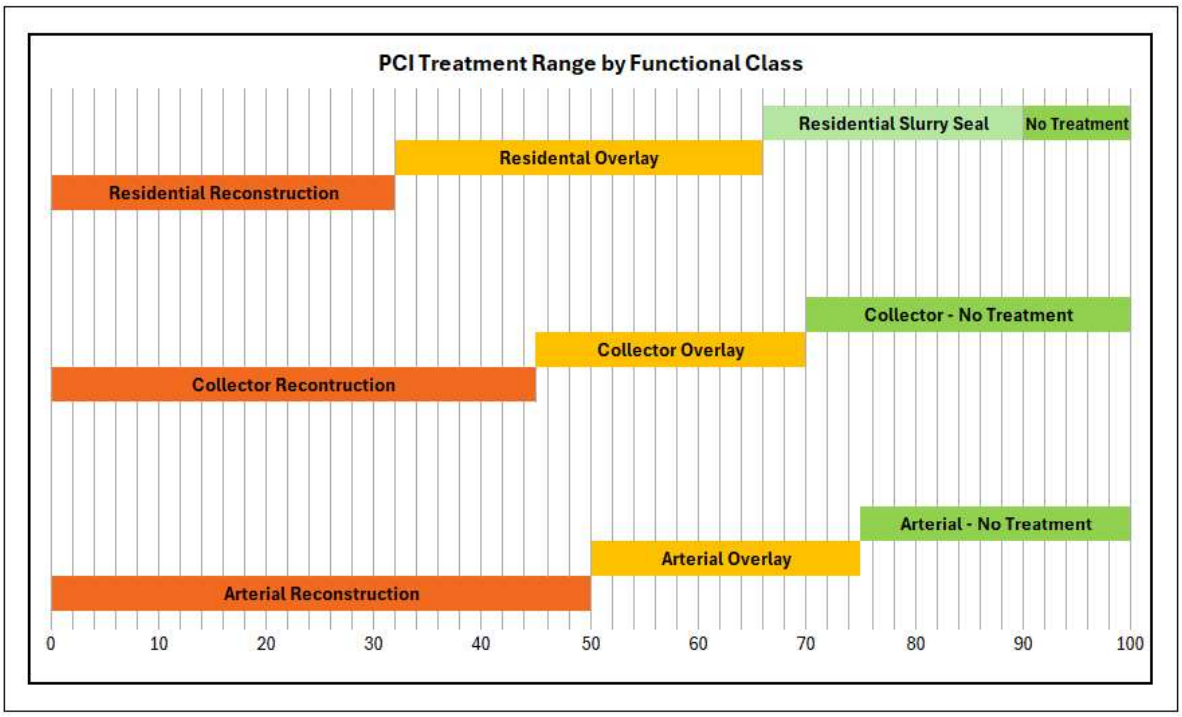
Eugene employs several strategies to maintain its transportation network, including preventive maintenance, rehabilitation, and reconstruction. Each strategy is implemented based on PCI scores and pavement conditions.

Preventive Maintenance

Preventive maintenance is applied to street pavements in good to very good condition to slow and prevent deterioration. Key techniques include:

- **Crack Sealing**: Filling cracks to prevent moisture infiltration, which can accelerate deterioration, especially in freeze-thaw conditions.

- **Slurry Seal and Fog Seal**: Adding a protective layer to the pavement to resist weathering, prevent moisture intrusion, and extend pavement life.



Preventive maintenance reduces long-term repair costs by delaying the need for major rehabilitation or reconstruction.

Rehabilitation

Rehabilitation is used on the broadest range of pavement conditions and includes the broadest range of treatment techniques. Streets with condition ratings from poor to very good which may benefit from a rehabilitation treatment depending on the street classification and severity of pavement deterioration. For street pavements in this condition, Eugene employs rehabilitation strategies such as inlays, inlays with overlay, and thin and deep overlays. These treatments smooth out road surfaces, restore ride quality, and enhance durability which can extend pavement life for another decade or more.

Reconstruction

Reconstruction is reserved for roads in very poor or failed condition depending on street classification. This process involves removing the damaged pavement, up to and/or including the underlying rock and soil and rebuilding the structure. Due to its high cost, which is typically five times, or more, expensive than rehabilitation, reconstruction is generally postponed unless

absolutely necessary as once a street reaches this condition, reconstruction is the only treatment option.

6. Recommendations for Improving PCI

To address Eugene's PCI challenges and enhance pavement management, the following strategies are proposed:

1. **Enhanced Data Collection and Predictive Analytics**
   Eugene should continue integrating advanced technologies such as Ground Penetrating Radar (GPR) and Artificial Intelligence (AI) and continue to expand the body of data on the transportation system condition. These tools offer deeper insights into subsurface conditions and with data covering a longer time period, will help predict future degradation trends. Early detection of potential issues allows for targeted preventive measures, optimizing budget utilization, and improving overall pavement management efficiency.

2. **Emphasis on Preventive Maintenance**
   Investing more in preventive maintenance for roads in very good and good condition can significantly extend pavement life at a much lower cost compared to full reconstruction. Cost-effective treatments like crack sealing, slurry sealing, and fog sealing can curb further deterioration and maintain road usability for longer periods.

3. **Optimized Budget Allocation**
   Continue using a data-driven approach to budget allocation, focusing resources on pavements with moderate deterioration. This strategy prevents these segments from requiring more expensive interventions in the near future, maximizing PCI improvement per dollar spent.

4. **Use of Durable and Sustainable Materials**
   To address the city's unique climate conditions, Eugene continues utilizing durable and sustainable materials such as polymer-modified asphalt, Recycled Asphalt Pavement (RAP), and Warm Mix Asphalt (WMA). These materials enhance durability, reduce environmental impact, and extend the lifespan of the pavement, ensuring sustainable road network management.

Community Engagement and Transparency

Continuing the development of online platforms for residents to report street issues and track maintenance projects can foster transparency and build community support. Public engagement can also provide valuable data on street conditions, assisting Eugene in planning

repairs. The City of Eugene currently provides online information on Current projects, Bond Measure Projects, Pavement Preservation, and Road Work Advisories. The City provides an online Request for Service Form for various public concerns. Typically service requests related to street conditions get routed to the Pavement Data Lead to complete a site inspection to determine if there are any immediate hazards and provide recommendations if any work that could be done soon.

Recently a Pavement Condition Index dashboard has been developed to see the PCI conditions across the City which could be developed to provide it on the City website to allow citizen's access to review.

8. Eugene's Pavement Condition Index (PCI) Target

As described at the beginning of this report, Eugene's current overall system PCI is 73, which by industry standards is considered a very good overall rating. The challenge is to address the PCI rating by street classification, improving overall street quality, safety, and cost-efficiency. This overall PCI of 73 can be examined in further detail by looking at street classification groupings. Current PCI and target PCI by street classification are as follows:

Street Classification	2024 PCI	Target PCI
Major Arterials	65	75
Minor Arterials	68	75
Major Collectors	76	72
Neighborhood Collectors	79	72
Local Streets	69	68

The target PCI is generally based on the PCI Treatment Range by Functional Class graph shown on page 10

Raising or maintaining the PCI score for Eugene's streets to generally meet the target PCI, will require a focused approach that prioritizes preventive maintenance, strategic budget allocation, and advanced data analytics. Achieving this goal will also demand targeted investment in high-impact road segments and maximizing cost-efficiency. Below is a step-by-step strategy that Eugene can adopt to maintain or increase its PCI score sustainably and systematically.

Pavement Condition Index (PCI) and Backlog Projections

The PCI rating can be difficult to visualize and what it means to the system and further translate to how much work is needed to preserve the system. Another option is to consider the amount of work that has been deferred due to insufficient funding. This deferred work is often quantified as a "backlog" cost of repairs.

Using the Paver software tools, the following charts were developed to show that despite the current funding and planned projects, the City's PCI scores are likely to lower due to the street network's current condition, current funding, and projected deterioration over the next five years with nearly all street classifications being below the target PCI by 2030.

Pavement Condition Index (PCI)

The current estimated backlog for repairs on improved asphalt streets at the end of 2024 is estimated to be $145.5 million down from $158.1 million in 2023. The backlog estimate does not consider the repairs needed for concrete streets, unimproved streets, sidewalks, off-street shared-used paths, or other elements of the transportation system. Of the $145.5 million total the backlog by street classification is as follows:

- Arterial Streets: $56.6M
- Collector Streets: $13.7M
- Local Streets: $75.2M

The backlog is calculated using the PAVER software (Family Modeling) by generating Model Data for each Local, Collector and Arterial street from current pavement condition inspections.

A Designated Critical PCI is assigned to each for setting the reconstruction PCI range. Pavement conditions below the Designated Critical line are calculated in the backlog per unit, cost/SqFt of the Maintenance & Rehabilitation Family Models.

Once the Family Models are created and Maintenance & Rehabilitation unit cost is calculated from previous work history then the PAVER software can run a Backlog report.

Name: Arts_Costs

Condition	Cost	Unit
.00	$25.530	SqFt
10.00	$25.530	SqFt
20.00	$25.530	SqFt
30.00	$20.430	SqFt
40.00	$16.850	SqFt
50.00	$13.280	SqFt
60.00	$9.660	SqFt
70.00	$5.950	SqFt
80.00	$2.250	SqFt
90.00	$1.150	SqFt
100.00	$0.000	SqFt

Name: Collector_cost

Condition	Cost	Unit
.00	$20.430	SqFt
10.00	$20.430	SqFt
20.00	$20.430	SqFt
30.00	$17.420	SqFt
40.00	$14.400	SqFt
50.00	$10.460	SqFt
60.00	$7.730	SqFt
70.00	$5.250	SqFt
80.00	$1.150	SqFt
90.00	$0.800	SqFt
100.00	$0.000	SqFt

Name: Residential_cost

Condition	Cost	Unit
.00	$16.340	SqFt
10.00	$16.340	SqFt
20.00	$16.340	SqFt
30.00	$13.210	SqFt
40.00	$10.080	SqFt
50.00	$7.730	SqFt
60.00	$4.490	SqFt
70.00	$1.250	SqFt
80.00	$0.900	SqFt
90.00	$0.000	SqFt
100.00	$0.000	SqFt

Maintenance & Rehabilitation unit cost

Current Capital Pavement Preservation Funding

Current capital pavement preservation funding comes from three revenue sources:

2017 Street Repair Bond

- Approved for **$51.2 million** over five years, with construction beginning in 2019.
- Committed $45.94 million for rehabilitating **91 streets** and allocated **$5 million** for active transportation improvements.
- Rising construction costs and challenging market conditions resulted in the need to supplement the bond funds with local gas tax funds to complete the projects listed in the bond measure.

2022 Street Repair Bond

- Approved on **November 8, 2022**, for **$61.2 million** over five years.
- Includes:
  - **$45.87 million** for **42 street projects** covering **44.6 lane miles**.
  - Bond also included additional funding for walking, biking, and safety improvements, including bike lanes, crosswalks, off-street paths, pedestrian bridges, and street tree projects (2025-2029).

Local Gas Tax

- Charges $0.05 per gallon of motor vehicle fuel sold at Eugene fueling stations

- Annual revenue is $2.7 to $3 million
- $300,000 per year used for local street repairs and slurry seals
- $100,000 per year used for capital bridge preservation
- $2.6 Million or remainder per year used for capital street and bridge preservation
- Based on expected inflation in the construction industry, these funds are likely needed to supplement the completion of bond-funded paving projects.

Future Backlog

Completion of projects currently budgeted as listed in the voter approved bond measures and continuation of the local street repairs and slurry seals program through the end of 2029 will result in a backlog of $205.1 million, with no funding after 2029 then the projected year end 2034 backlog is to be $307.2 million.

Ongoing Considerations Impacting the Pavement Preservation Program

1. Funding Constraints

- Inflation: Rising costs for materials like asphalt, concrete, and fuel can erode the purchasing power of allocated funds.
- Grants and External Funding: Securing federal or state grants can be complex and competitive, leaving gaps in funding.

2. Aging Infrastructure

- Many roads in Eugene have exceeded their intended lifespan, requiring more extensive (and costly) repairs than preventive maintenance.
- Deferred maintenance leads to accelerated deterioration, increasing future repair costs.

3. Increased Traffic Loads

- Growing population and urban development in and around Eugene contribute to higher traffic volumes, placing additional stress on roads.
- Heavy vehicles, such as transit buses, garbage, and freight trucks, can cause rapid deterioration, particularly on roads not designed for such loads.

4. Climate and Environmental Factors

- Rain and Freeze-Thaw Cycles: Eugene's wet climate and fluctuating temperatures cause cracking and potholes.
- Sustainability Goals: Balancing pavement preservation with environmental concerns, such as reducing carbon footprints, limits the use of certain materials and techniques.

5. Public Expectations and Transparency

- Residents often expect smooth roads and quick fixes, which can conflict with long-term planning and budget constraints.
- Communicating the value of preventive maintenance versus reactive repairs to the public is important.

6. Labor and Expertise Shortages

- A shortage of skilled labor and engineers can delay project completion and increase project costs.
- The construction industry is experiencing labor shortages resulting in project delays and increased costs.

7. Technological Challenges

- Implementing new technologies for pavement preservation, such as advanced materials and predictive maintenance tools, requires upfront investments and staff training.
- Adopting Geographic Information System (GIS)-based systems and other technology tools for tracking and prioritizing repairs involves significant setup and maintenance costs.

8. Equity Considerations

- Ensuring equitable distribution of resources to maintain roads in all neighborhoods, including historically underserved areas.

9. Coordination with Utility Work

- Pavement work often coincides with underground utility repairs or upgrades (e.g., water, sewer, and fiber optics), requiring careful scheduling to avoid rework and minimize disruptions.

Addressing these considerations requires a combination of innovative approaches, strategic planning, and strong stakeholder engagement to ensure Eugene's streets remain functional and sustainable for years to come.

10. Conclusion

The Pavement Preservation Program remains essential to maintaining the City of Eugene's transportation network, a critical asset supporting mobility and economic activity. While notable progress has been achieved through strategic bond measures and efficient project execution, challenges such as rising costs, aging infrastructure, and environmental factors persist.

To ensure long-term sustainability and address maintenance backlogs, Eugene continues its work to develop a proactive, data-driven approach to pavement management. By prioritizing preventive maintenance, leveraging advanced analytics, engaging the community, and implementing strategic funding initiatives, the city can improve street pavement conditions, optimize resource allocation, and extend the lifespan of its infrastructure. This forward-thinking approach will enable Eugene to build a safer, more resilient, and cost-effective road network that meets the needs of residents and businesses alike for years to come.

If you have any questions about data from the pavement management system, please contact Mike Stever, Associate Engineering Technician, mstever@eugene-or.gov or Jackie Hallett, Public Works Operations Manager, jhallett@eugene-or.gov

Source	Type	Description	Contribution to Report	Website Link
City of Eugene Public Works - Pavement Management Report 2024	Municipal Report	A detailed report by Eugene Public Works covering pavement condition, management practices, and funding updates for Eugene's road network.	Provided current PCI score, inventory details, challenges, and budget information for Eugene's pavement management system.	City of Eugene Public Works
Infrastructure Management Services (IMS)	Industry Report	A report on IMS pavement condition assessment technology, including Laser Crack Measurement System (LCMS) and its use for accurate PCI scoring.	Helped explain Eugene's data collection and condition assessment methods, contributing to the predictive analytics section.	IMS Pavement Condition
Federal Highway Administration (FHWA)	Government Guide	FHWA guidelines on pavement management, preventive maintenance strategies, and advanced pavement technologies.	Supported recommendations on preventive maintenance and durable material use, along with potential funding resources.	FHWA Pavement Management
Pavement Condition Index (PCI) Guide by the Army Corps of Engineers	Technical Guide	The foundational guide on PCI scoring, explaining how scores are calculated, categorized, and applied to pavement management systems.	Provided a basis for PCI scoring methodology, contributing to the section defining PCI and its classification categories.	Army Corps PCI Guide
City of Eugene Capital Improvement Plan (CIP)	City Planning Document	The city's strategic plan for capital improvements, including infrastructure projects and prioritization of high-impact road segments.	Informed the implementation timeline and highlighted key road segments for targeted rehabilitation in Eugene.	Eugene CIP
Oregon Department of Transportation (ODOT)	Government Report	Annual report from ODOT covering Oregon's transportation infrastructure, funding sources, and pavement preservation programs.	Contributed information on funding sources, including grants and state funds that could support Eugene's PCI improvement.	ODOT
Northwest Pavement Management Association (NWPA)	Industry Resource	Resources on pavement management best practices, including data-driven strategies, preventive maintenance, and community engagement in infrastructure.	Supported recommendations for community engagement and provided insights on data-driven pavement management practices.	https://nwpma-online.com/
Recycled Asphalt Pavement (RAP) and Warm Mix Asphalt (WMA) Overview by National Asphalt	Technical Guide	Detailed resource on eco-friendly, durable materials like RAP and WMA, which extend pavement life and	Informed recommendations on sustainable material use, enhancing Eugene's road	NAPA

Pavement Association (NAPA)		reduce environmental impact.	durability and supporting sustainability goals.	
Public-Private Partnerships for Infrastructure by the Brookings Institution	Research Article	A comprehensive analysis of public-private partnerships (P3s) in municipal infrastructure, focusing on funding, risk-sharing, and partnership benefits.	Contributed to the funding recommendations, suggesting P3s as a means to increase resources for Eugene's pavement projects.	Brookings P3 Research
Case Studies in Urban Pavement Management by Institute of Transportation Engineers (ITE)	Case Study Collection	Real-world examples of cities successfully implementing pavement management practices to improve PCI scores.	Helped validate Eugene's improvement strategies by showing successful outcomes in similar urban settings.	ITE

EUGENE CITY COUNCIL
AGENDA ITEM SUMMARY

Work Session: Housing Implementation Pipeline 2-Year Report

Meeting Date: May 28, 2025
Department: Planning & Development
www.eugene-or.gov

Agenda Item Number: 2
Staff Contact: Amber Friedman
Contact Telephone Number: 541-682-5757

ISSUE STATEMENT

The purpose of this work session is to share an update on the first two years of the Housing Implementation Pipeline (HIP), including progress toward established housing and shelter goals, changes to the HIP, and ongoing staff efforts to improve housing outcomes in Eugene. (See Attachment A for the HIP 2-Year Report.) This is an informational item; no Council action is requested.

BACKGROUND

In 2021, the City recognized that the local housing and homelessness crisis required a coordinated and robust approach to increase safe, affordable homes and shelter for all members of our community. The City formalized this coordinated approach by establishing the Housing Implementation Pipeline (HIP). Housing affordability and supply is a long-standing and growing problem in Eugene. There are two paths to increasing housing affordability: a) stabilize the cost of housing and b) raise incomes. The latter is the continued focus of the City's economic prosperity efforts with local partners. To address stabilizing the cost of housing, the HIP sets out the City's internal cross-departmental workplan over five fiscal years (FY23-FY27). It creates a policy framework connecting funding sources and actions, while clearly showing how actions meet goals identified across the housing continuum. The HIP incorporates the City's existing tools and goals; and identifies opportunities to explore implementation of new tools that will enable the City to work toward achieving housing affordability.

Prior to approving the HIP on January 21, 2022, Council reviewed a draft on November 10, 2021, and discussed the HIP and downtown housing on December 13, 2021. During November and December 2021, and building off of the extensive public engagement of the 2018 Housing Tools & Strategies (HTS) work, staff presented the draft HIP document to the following committees/boards to inform and seek input on the section(s) of the HIP that pertain to their purposes: Equity Panel, Housing Policy Board, Planning Commission, Affordable Housing Trust Fund Advisory Committee, and the two urban renewal advisory groups. While no formal action was taken by the advisory groups, they were supportive of the work.

The HIP five-year work plan covers FY23 through FY27 (July 1, 2022 - June 30, 2027). Council received regular 6-month update memos on accomplishments, challenges, and progress toward

goals that were also shared with the community and posted on the City website. (See Attachment B for the six-month period following the 2-Year Report, July 1, 2024, through December 31, 2024.)

The HIP is a working document that prioritizes housing actions and policies across the housing continuum. However, the needs and priorities of our community change over time. To allow for this adjustment and to update the community on progress toward housing goals, and as staff informed Council in January 2022, City staff planned to report on progress and make revisions to the HIP after each two year period. This work session is for the first 2-Year Report (Attachment A), which is an opportunity to adjust timelines and to add new high-priority items.

Key Takeaways from the 2-Year Report

- The needs for housing across the housing continuum exceed the resources and capacity of the City's programs and staffing, and on the current trajectory, the City is unlikely to meet the 5-year Income Qualified Housing HIP goals.
- Lack of adequate housing stock is a root cause of homelessness (Colburn & Aldern, 2022, *Homelessness is a Housing Problem).*

City policies, programs, and staffing levels that support housing and shelter efforts are under-resourced to meet Eugene's needs. The City is advocating at the local, state, and federal level to secure funding for existing shelters. The City also continues to advocate for funding to support the development of new Affordable Housing, moderate-income housing, and related infrastructure. In light of ongoing funding challenges, the focus through FY25 is supporting the progress of existing Affordable Housing development projects and the stability of existing shelters.

As of January 1, 2025, the State projected that Eugene needs to increase annual housing production by about 70 percent over the next 10 years to accommodate population growth, address decades of underproduction, as well as meet the needs of people experiencing homelessness. The projected housing need will be integrated within the City's ongoing urban growth boundary planning work, called Urban Growth Strategies (UGS).

It will take continued collaboration, time, process efficiencies, and funding to meet our more comprehensive understanding of local needs. Staff will work together to support existing housing and shelter programs while exploring and implementing new actions to address the immense housing need in Eugene. Future housing actions will build upon the success of the HIP.

Low vacancy rates and lack of Affordable Housing units on the market make it difficult for people in shelter to move into housing. Creating more homes takes time and resources, and until our community has an adequate supply of diverse housing, the community will need creative and alternative shelter options.

Key Documents

The HIP 2-Year Report is included as Attachment A. It covers the time period July 1, 2022, through June 30, 2024 (FY23 and FY24). The purpose of the report is to document progress toward all HIP goals, highlight achievements, share key challenges, communicate needs, and identify barriers to success. The report is organized into seven sections and includes an executive summary:

Introduction, Key Metrics & Data, Progress, Challenges, Refinements to the HIP, Looking Ahead, and Conclusion.

Attachment B to this AIS is the HIP 6-Month Update that covers the time period directly after the HIP 2-Year Report: July 1 through December 31, 2024. The update provides a brief review of highlights and progress during the 6-month period.

An updated version of the HIP is included as Attachment C to this AIS. Key changes are described in the 2-Year Report "Refinements to the HIP" section. The overall organization of the HIP remains the same, but some goals and narrative have been updated to reflect progress and changes. The body of the HIP includes: Introduction/Background; Goals and High Priority Programs/Policies by Category (Homelessness, Income Qualified Housing, and Overall Housing Supply); and Other Administrative Items. The HIP appendices provide additional information and insight into the making and implementation of the HIP. Of note are appendices:

- *B. 5-Year Financial Forecast HIP Period (FY23-FY27):* a snapshot of actual and forecasted expenditures from existing sources during the HIP Period across the housing continuum.
- *C. Forecasted Pipeline of City-Supported Shelter & Housing:* a forecasted estimate of possible housing and shelter unit goals during the HIP period along with actual units opened during the first two years of the HIP.
- *D. City Owned Land Map & Potential Timing and Use for Redevelopment of City Owned Land for Housing*
- *E. Investment Opportunities:* Potential additional investment opportunity to support more income qualified housing through subsidizing City development fees, with two possible mechanisms to consider.

Next Steps
City staff continue working diligently to meet the HIP goals through FY27 moving toward the vision of stabilized housing costs and a housing environment where everyone in Eugene can find a home that best suits their needs. Future updates and progress reports on the HIP are uncertain due to current budget constraints. Decisions related to authorization and funding of programs will continue to be made through regular budget and other processes. Council will consider additional housing actions at work sessions later this year as a part of Urban Growth Strategies.

RELATED CITY POLICIES
The HIP supports the Council goal of Sustainable and Accountable Development in the City of Eugene Strategic Plan through Strategic Goals:

- Mitigate the impacts of homelessness on unhoused individuals and the community.
- Stabilize the cost of housing.
- Increase the vibrancy, economic vitality, and livability of downtown.

The HIP coordinates work across departments and is informed by the work of many City plans including the Consolidated Plan, Downtown Urban Renewal Plan, Riverfront Urban Renewal Plan, Downtown Plan, Envision Eugene Comprehensive Plan, CAP 2.0, 2025 - 2031 Capital Improvement

Program (CIP), 2020 Wastewater Master Plan, 2035 Transportation System Master Plan, Metro Plan, and Public Facilities and Services Plan.

PREVIOUS COUNCIL DIRECTION

March 10, 2021 Work Session

This session, Council received an update on the Housing Tools and Strategies work and the state of housing in Eugene.

October 13, 2021 Work Session

This session Council reviewed an updated compilation of the HTS Action Inventory, and the City's plan to draft the HIP.

November 10, 2021 Work Session

This session Council reviewed and discussed the draft HIP document. Follow up information was provided to questions from the October 13 work session.

December 13, 2021 Work Session

Council discussed the HIP and downtown housing. The focus of this work session responded to needs accentuated by the pandemic for a greater supply of housing downtown, as well as a specific target in the draft HIP for downtown housing due to its positive impact on a variety of policy goals related to climate, transportation, economic development and more.

January 24, 2022 Work Session

Councilor Syrett, seconded by Councilor Keating, moved to approve the Housing Implementation Pipeline.

Passed 6:0 (Councilors Groves & Evans absent)

COUNCIL OPTIONS

Informational only.

CITY MANAGER'S RECOMMENDATION

None.

SUGGESTED MOTION

None.

ATTACHMENTS

A. HIP 2-Year Report
B. HIP 6-Month Update #5 (July 1 – December 31, 2024)
C. HIP (full document)

FOR MORE INFORMATION
This work session is a collaboration between the division leadership and staff of multiple divisions, including: Community Development, Planning, Public Works Engineering, Building & Permit Services, and the City Manager's Office.

Staff Contact: Amber Friedman, Housing Implementation Pipeline Analyst
Telephone: 541-682-5757
Staff E-Mail: afriedman@eugene-or.gov

Housing Implementation Pipeline (HIP)

Two-Year Report

FY23 & FY24

July 1, 2022-June 30, 2024

City of Eugene

Front Page - Iris Place, Affordable Housing development

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The HIP is a living document that prioritizes housing actions and policies across the housing continuum (see Figure 1) over a five-year period. However, the needs and priorities of our community will likely change over time. To allow for this adjustment and to update the community on progress toward housing goals, City staff will report on progress and revise the HIP after every two years. These Two-Year Reports are an opportunity to adjust timelines and to add new high priority items.

This report is the first HIP Two-Year Report reviewing July 1, 2022-June 30, 2024 (FY23 and FY24). A second report will cover the period July 1, 2024-June 30, 2026 (FY25 and FY26). Ultimately, the City will do a full evaluation of its progress toward goals and draft a new document that responds to the changing housing needs of our community and aligns with evolving State of Oregon requirements.

Figure 1 Housing Continuum

Executive Summary

June 30, 2024 marked the end of the first two years of the Housing Implementation Pipeline (HIP). In two years, the City of Eugene permitted 2,385 net new housing units toward a five-year goal of 6,000 units and provided necessary funding to support shelter sites, with 675 spaces in operation at the end of fiscal year 2024 (FY24). [1]

Report Highlights

Eugene Shelter Consortium

Five shelter providers and the City of Eugene's Homeless Services Team signed a Memorandum of Agreement to formalize the Eugene Shelter Consortium. This consortium is committed to collaboratively working to improve care coordination and outcomes for people experiencing homelessness in Eugene and creating a more cooperative approach among Eugene's shelter providers.

Permanent Supportive Housing

Eugene exceeded the HIP two-year goal of 50 new units of permanent supportive housing (PSH) with the opening of 51 new units at The Nel, and Polk 2.0. Permanent supportive housing is a type of specialized housing for those exiting homelessness that combines stable housing and rental assistance with comprehensive supportive services including intensive case management, behavioral health support, and onsite care teams.

Figure 2 HIP Progress

New Homeownership Opportunities

70 units of new Affordable Home Ownership exceeded Eugene's two-year goal of 60 new units through the development of Peace Village Cooperative on River Road, which opened in December 2023. This SquareOne Villages project provides homes for ownership by households earning no more than 60% of the area median income (AMI). Peace Village combines a community land trust with a limited equity cooperative housing model. SquareOne retains ownership of the land to preserve long-term affordability while residents collectively own and manage the housing. Peace Village received $1.2 million in City support.

[1] The City budget is measured on a Fiscal Year rather than the calendar year which ranges from July 1 – June 30. For example: Fiscal Year 2024 (FY24) is July 2023 – June 2024. Fiscal Year 2025 (FY25) is July 2024 – June 2025 and so on.

Overall Housing Permits

With 2,385 new housing units permitted in the first two years of the HIP, **Eugene is on track to meet the target of 6,000 permitted units by the end of the five-year HIP period** if applications stay consistent. This includes permits for all housing types, from accessory dwellings to apartment complexes and everything in between, for both rental and homeownership, at all income levels, in all locations.

HIP Key Takeaways from FY23-FY24:

The needs for housing across the housing continuum exceed the resources and capacity of the City's programs and staffing, on the current trajectory, the City is unlikely to meet the 5-year Income Qualified Housing HIP goals.

- Both Eugene's rental and ownership housing stock needs attention. Over 4,600 rental units in Eugene need repair. [2] [i] [ii]
- To meet the five-year goal to support Affordable Housing developers to build 835 new income qualified units, 639 units will need to be built in the next three years. Without intervention and increased investments, this is unlikely to occur.

Lack of adequate housing stock is a root cause of homelessness.[iii]

- Additional housing units are needed to successfully exit individuals from homelessness into safe and stable housing.
- Creating more homes takes time and resources, and until Eugene has an adequate supply of diverse housing, the community will need creative and alternative shelter options.

What's Next?

The City is advocating at the local, state, and federal level to secure funding for existing shelters, permanent supportive housing, development of new Affordable Housing, moderate-income housing, and related infrastructure. Considering ongoing funding challenges, the focus through FY25 is supporting the progress of existing Affordable Housing development projects and the stability of existing shelters.

As of January 1, 2025, the State specified that Eugene needs to increase annual housing production by about 70% over the next 20 years to accommodate population growth, address decades of underproduction, as well as meet the needs of people experiencing homelessness. The projected housing need will be integrated within the City's ongoing urban growth boundary planning work, called Urban Growth Strategies (UGS).

It will take continued collaboration, time, process efficiencies, and funding to meet our increased need. Staff supporting the HIP and UGS will work together to support existing housing and shelter programs while exploring and implementing new actions to address the immense housing need in Eugene. Future housing actions will build upon the success of the HIP and benefit from the existing coordination and communications structure.

[2] Based on data from a 2022 assessment of older multi-unit properties, and a 2023 survey of income qualified housing providers.

Introduction

Housing Implementation Pipeline

In 2021, the City of Eugene recognized that the local housing and homelessness crisis required a coordinated and robust approach to increase safe, affordable homes and shelter for all members of our community. The City formalized this coordinated approach by establishing the Housing Implementation Pipeline (HIP). This five-year work plan went into effect July 1, 2022, and is intended to guide Eugene's housing and homelessness work through June 30, 2027. Every six months, staff compile updates on accomplishments, challenges, and progress toward goals to share with Eugene City Council and the community.

Artist rendering of 1059 Willamette, mixed income housing development

The City of Eugene implemented numerous policies and plans over the last several years that emphasize housing as an urgent community need and demonstrate a commitment to increasing the development of all housing types across the housing continuum. Through the 2023-2026 City of Eugene Strategic Plan, City Council established several strategic goals related to housing and compact development:

- Mitigate the impacts of homelessness on unhoused individuals and the community
- Stabilize the cost of housing
- Increase the vibrancy, economic vitality, and livability of downtown

Conestoga huts at a City-supported shelter site

Key Metrics & Data

State of Housing

Table 1 Comparison of Oregon peer cities - Census Quick Facts 5 Year Estimates (2019-2023) [iv]

	Eugene	Salem	Gresham	Hillsboro	Beaverton	Medford	Corvallis	Springfield
Population (2023)	177,899	177,432	110,685	107,730	96,945	85,098	61,087	61,085
Median Gross Rent	$1,347	$1,323	$1,508	$1,896	$1,727	$1,321	$1,342	$1,201
Median Home Value	$435,400	$382,400	$440,000	$483,400	$543,100	$387,000	$480,600	$323,800
Median Household Income	$63,836	$71,900	$73,608	$103,207	$94,279	$70,497	$63,807	$67,211
Persons in Poverty	18%	15%	13%	8%	10%	13%	26%	16%
With a Disability Under 65 years old	12%	12%	13%	8%	8%	12%	8%	14%

The shortage and high cost of housing across the United States contributes to a lingering economic uneasiness as the nation comes out of the COVID-19 pandemic. A review of 2023 American Community Survey (ACS) data for Oregon peer cities as summarized in Table 1, suggests high housing costs for both renters and buyers are not unique to Eugene. However, Eugene has outpaced comparable cities in Oregon with regard to poverty with 18% of the local community living below federally defined poverty levels.[3] According to the Joint Center for Housing Studies of Harvard University (JCHS), **an all-time high of 42.9 million U.S. households were cost burdened in 2023.**[v] Cost burdened means that a household spends over 30% of their income on housing costs. In Eugene, 62% of renters and 25% of homeowners are cost burdened.[vi]

According to the JCHS "America's Rental Housing 2024" report, housing cost burden disproportionately impacts lower-income renters and racial and ethnic groups.[vii] Cost burdened Black and Hispanic households are more likely to face difficult tradeoffs that force them to forego spending on areas critical to their daily living when compared to their white counterparts.

Rental housing accounts for around half of Eugene's housing stock with approximately 40,000 units dispersed across the city.[4] A household of four would need to earn $73,000 a year to afford an average 2-bedroom apartment and utilities. Median gross rent increased by 12% in 2023.[viii]

Inflation is a nationwide issue, and Eugene suffers from its impacts. Construction costs continue to increase due to inflationary pressures though at a somewhat lesser rate year over year. Using the Engineering New Record's Construction Cost Index, inflationary adjustments of 4.5%, 3%, and 2.7% were applied to SDC fees for FY23, FY24 and FY25, respectively.[ix] Increases in land prices, interest rates, and insurance have made development more challenging.

[3] Oregon Housing Needs analysis defined peer cities: other local governments with similar market types. Attributes considered for peers include population size, share of households with incomes, share of housing used as second and vacation homes, share of housing that is single unit detached, share of housing that is owner occupied, and population growth between 2010-2020.

[4] The rental housing unit count is dynamic as it relies on property owners to register rentals with the City and report status changes. The number of rental units registered with the program has increased year over year, which may indicate an increase in the number of rental units, an increase in registration compliance, or a combination of the two. Per the 2023 ACS 1-year estimate, Eugene has a total of 83,592 housing units and there are 41,377 renter occupied housing units. ACS 1-year estimates are derived from a representative sample and vary from year-to-year.

Figure 3 What can a household of four generally afford in Eugene?

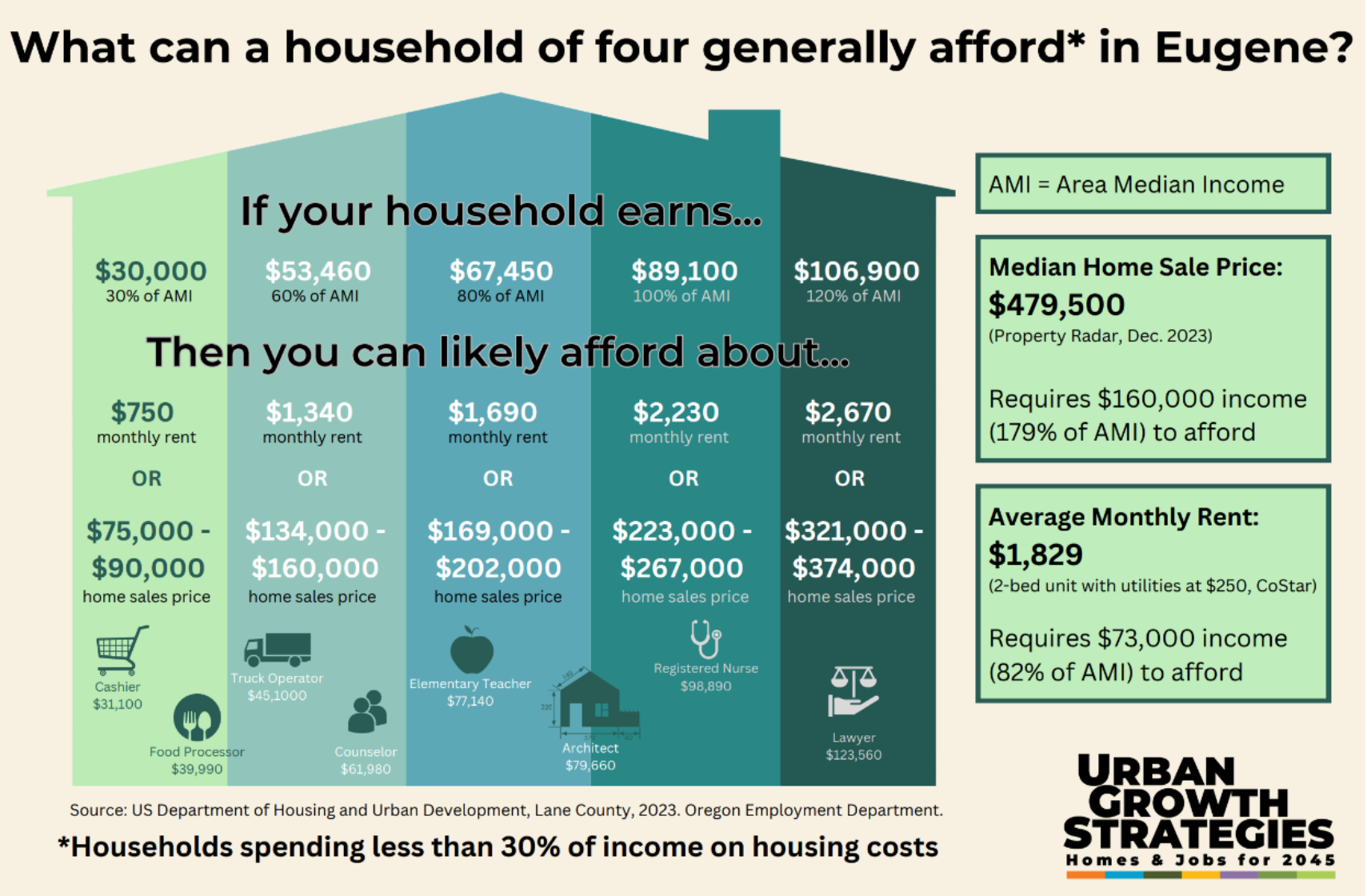
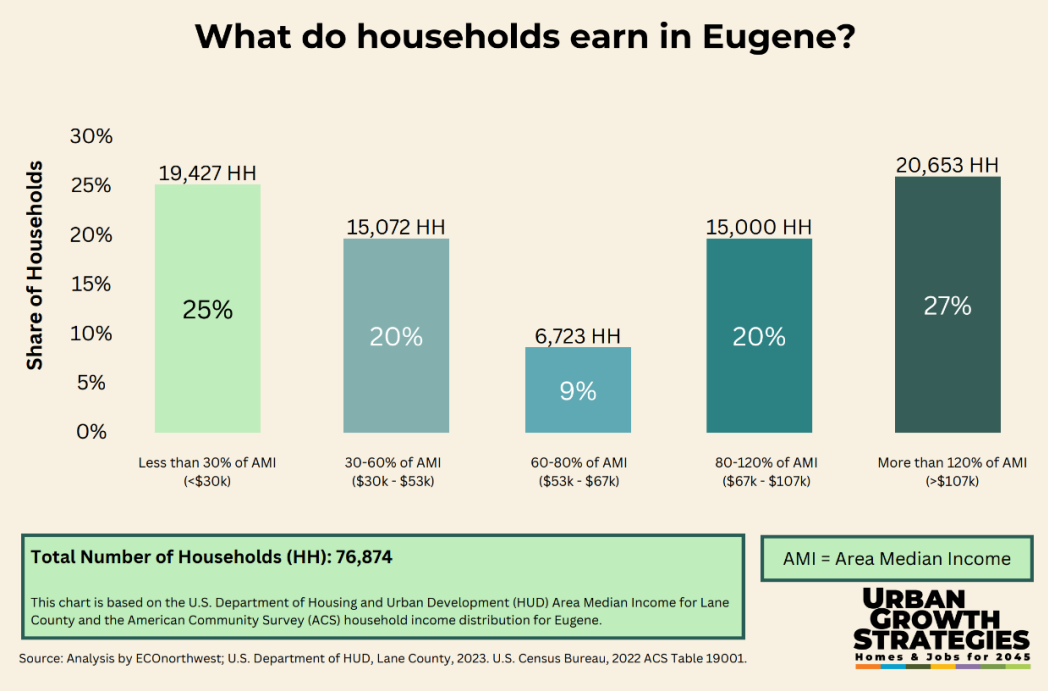


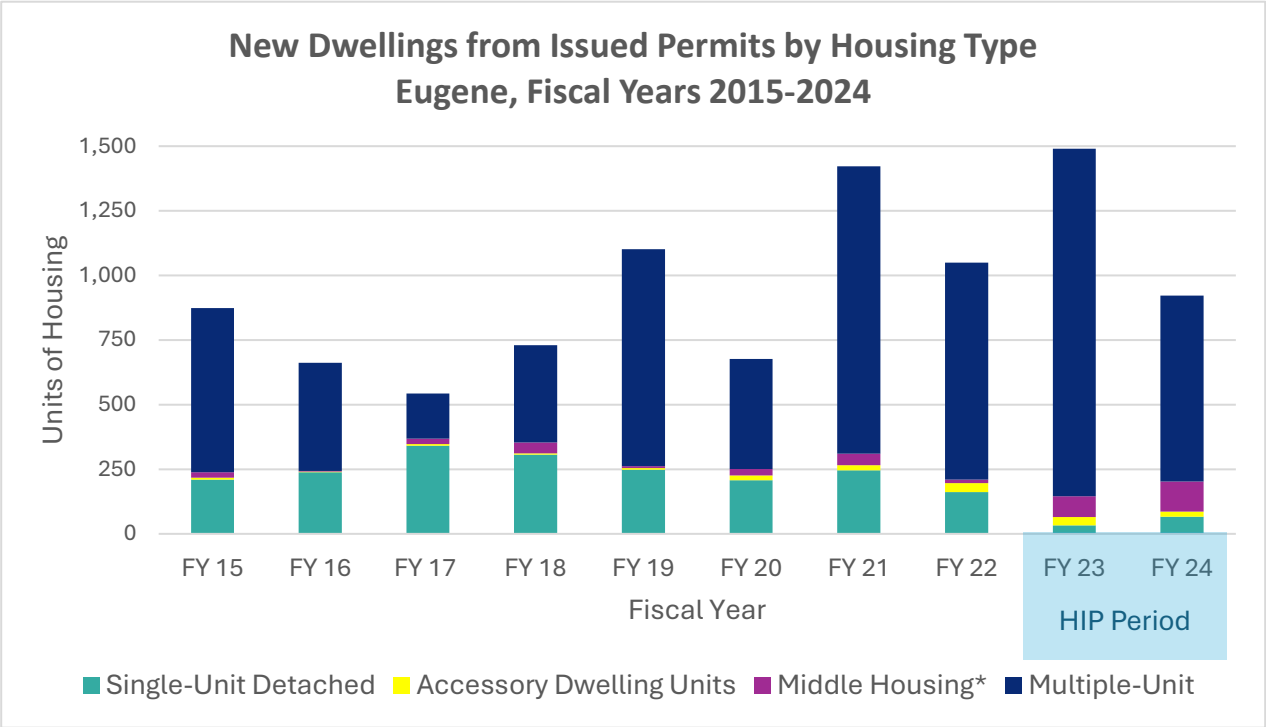
Figure 4 What do households earn in Eugene?



State of Housing Stock

Figure 5 shows new dwellings (counted from issued permits) were higher during the first two years of the HIP period (FY23-FY24) compared to the average from the previous eight years

Figure 5 New Dwellings from Issued Permits by Housing Type, Eugene



FY15-FY22, but have not returned to the levels of the mid-2000s housing bubble.[5] The number of single-unit dwelling (sometimes referred to as single-family dwelling) permits has decreased in recent years, with more multi-unit dwellings making up the bulk of permits.

*The Oregon State Legislature passed a law in June 2019 (House Bill 2001) that required large cities in Oregon, including Eugene, to amend their land use regulations to allow more housing types like duplexes, triplexes, fourplexes, cottage clusters, and townhouses (collectively referred to as middle housing) in residential areas where single-unit detached homes are allowed. Eugene's Middle Housing Code Amendments went into effect in mid-2022, amending land use regulations to remove barriers to building these housing types. Prior to these amendments, Middle Housing development was more difficult and allowed in fewer residential areas.

Meeting City Housing and Climate Goals

Emphasis is often placed on the production of new housing, but preservation of existing housing is vital to keep older homes in good repair and part of the housing inventory. Housing preservation is important not only because older housing is needed within the larger housing inventory, but also because national data indicates that lower-income households and households of color are disproportionately exposed to substandard housing. Based on data from a 2022 assessment of older, multi-unit properties and a 2023 survey of income qualified housing providers, over 4,600 rental units in Eugene need repairs.[xxi] The range of repair needs include heating and cooling systems, plumbing, roofing, exterior envelopes, windows, stairs, foundations, and more. This estimate of 4,600 units does not account for the repair needs of market rate rentals less than 20 years old, or ownership housing of any age. The total housing preservation need in Eugene is likely much higher.

While housing preservation aids in maintaining existing housing units, it also supports the City of Eugene's climate goals. Repairing and improving existing housing with new insulation, new roofs, heat pumps, and upgraded windows reduces emissions associated with climate change.[xii] Housing preservation can also improve energy efficiency, reduce utility costs for households, protect indoor air quality, and improve comfort during extreme weather events.

[5] The Growth Monitoring Program reports dwellings from issued permits as net new dwellings, accounting for dwellings that were demolished or that changed use according to their housing type. Net new dwellings better represent the true increase to Eugene's housing supply. Permitted units are not built and occupied units; they may take several years to become part of the occupied housing stock.

"Substandard housing is linked to a range of negative health outcomes including lead poisoning, asthma, physical injuries, and poor mental health... The expense of remediating these problems also causes financial strain and housing instability for households with limited means, while the inability to invest in repairs and improvements limits households' ability to accumulate wealth in the form of home equity. The costs of deterioration fall disproportionately on low-income households and people of color." [xiii]

This reality along with those mentioned above underscore the importance of the City's continued dedication to equitable housing and shelter. To support preservation, the City uses federal funds for home repair and rental rehabilitation and Council is able to approve Low Income Rental Housing Tax Exemption (LIRHPTE) renewals. Unfortunately, federal funds are declining (with the recent amounts equaling about half of what the City received 20 years ago when adjusted for inflation) and construction costs are very high. This leaves a huge amount of preservation need unmet in the community.

State of Shelter

The housing crisis fuels an increase in homelessness that has impacted communities across the country, and especially in the western U.S. and Oregon. The ratio of unsheltered to sheltered homeless individuals is much higher in Oregon and Lane County than it is nationwide. According to the 2024 Annual Homelessness Assessment Report, which provides nationwide data from regional point-in-time counts, 35.5% of people experiencing homelessness in the U.S. on a single night in 2024 were unsheltered; in Lane County, the percentage of unsheltered individuals counted in the point-in-time count was 60.7%. **According to Lane County statistics, the estimate of unhoused residents in Lane County grew by 261 individuals from 2023 to 2024**. [xiv]

Dawn to Dawn shelter, Photo Credit: St. Vincent de Paul

Utilizing one-time pandemic related funds and through partnerships with Lane County and nonprofit providers, the City worked hard to set up several new shelter programs and sites, increasing City-supported shelter spaces by 64% over the past four years with 675 spaces in operation at the end of FY24.

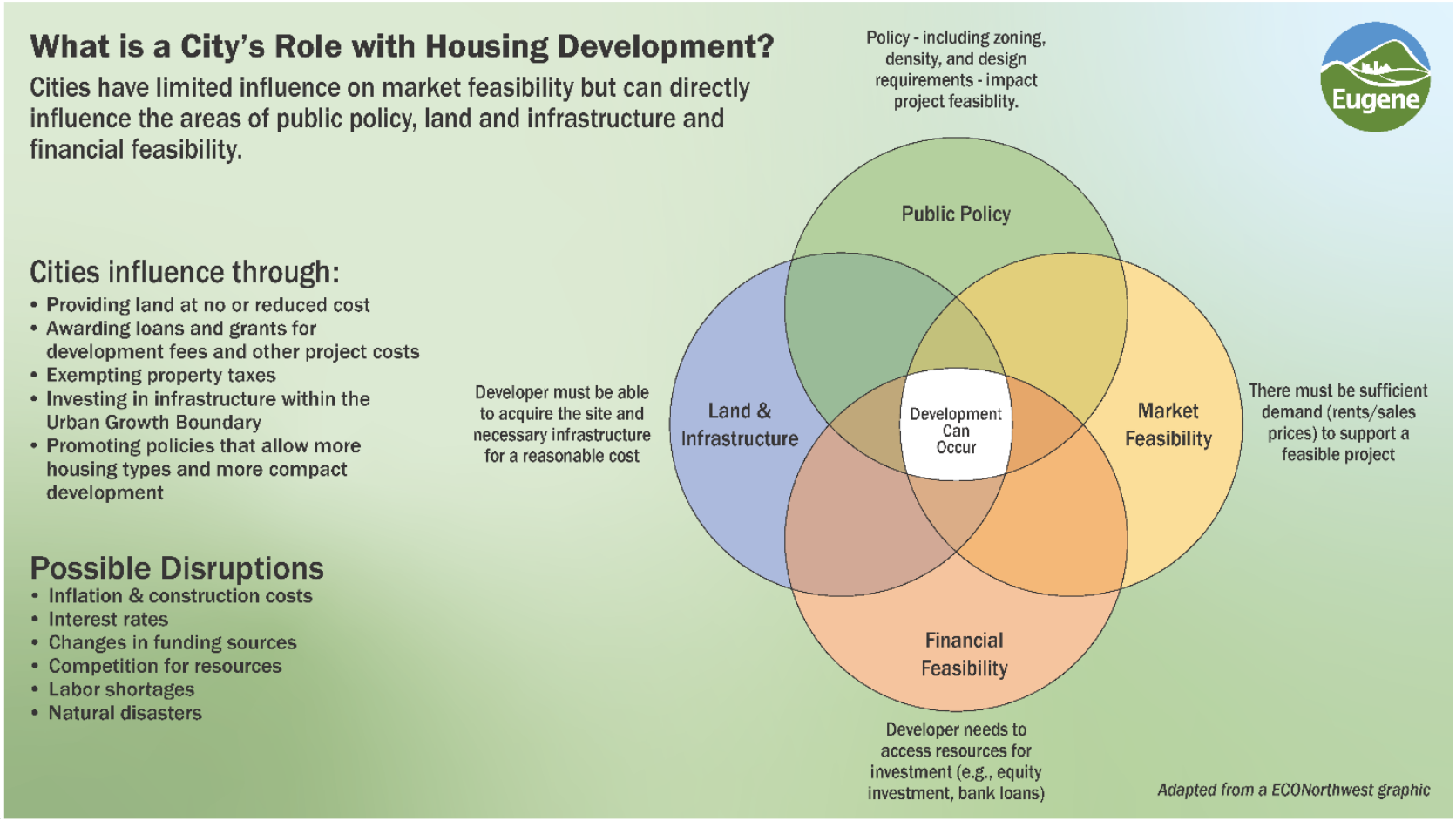
With approximately 1,050 total shelter spaces in Eugene, and over 3,400 people experiencing homelessness nightly, **approximately 2,400 people are unsheltered each night.**[xv]

According to the 2023 Annual Homelessness Assessment Report to Congress, the Continuum of Care (CoC) that includes Eugene, Springfield, and broader Lane County, ranks in the top five in the nation of similarly sized and urban CoCs for issues related to Homelessness. In our category, we rank:

- 1st in the number of individuals experiencing **chronic** patterns of homelessness
- 1st in the number of **people experiencing homelessness**
- 1st in the percentage of **unsheltered families** experiencing homelessness
- 2nd in the percentage of unaccompanied & unsheltered **unhoused youth**
- 2nd in the number of unhoused & unsheltered **veterans**
- 2nd in the percentage of unhoused people who are also **unsheltered**
- 4th in the number of **families experiencing** homelessness

The City utilized one-time local, state and federal funds in recent years to create new shelter. In FY24, funding from the State of Oregon through Governor Kotek's emergency declaration on homelessness began supporting the operations and services for 228 of these shelter spaces; however, ongoing funding is not available to create more needed spaces or to continue operating all of the existing shelters beyond June 30, 2025. The City continues to advocate for additional and ongoing shelter funds from state and federal partners. (See the "Looking Ahead" section for more info on advocacy.)

Figure 6 What is a City's Role with Housing Development?



State of the HIP

Despite barriers and challenges, there is cause for celebration. The HIP has reached the two-year point of the five-year work plan and celebrated many successes and achievements along the way. This report describes the progress toward HIP goals, reflects on challenges, highlights changes to the work plan, and considers the outlook of the next three years. The HIP continues to be the City's guide for persevering through the challenges of a national housing crisis. This cross-departmental work plan lays a foundation for continued focus and collaboration, and a reminder of what can be accomplished together, despite the many obstacles to housing production.

City's Role in Housing Development

Williams Place, Affordable Housing development for Veterans

The need to quickly create more housing, more Affordable Housing, and shelter for unhoused individuals is critical for Oregon cities, with Eugene and Portland being prime examples.[6] In response to the ongoing housing and homelessness crises, cities like Eugene have taken on new roles, leveraging their authority, influence, and available resources to establish more shelter sites and boost construction of new housing. These actions and policies help more residents access safe, legal dwellings, as Eugene works to foster personal stability and community health.

In terms of housing development, the City does not have the resources to build housing and instead uses tax incentives, fee waivers, limited grants, and other administrative leverage to make Affordable Housing and other projects more feasible for housing developers and housing agencies to create. The City partners with and supports public agencies as well as non-profit and for profit developers to promote and facilitate housing production across the housing continuum. The City provides funding and support for both Affordable and market-rate rental and homeownership units to meet the diverse housing needs of the Eugene community.

[6] When capitalized, "Affordable Housing" refers to income qualified, subsidized housing for low-income individuals.

Figure 6 on page 11 shows the ways cities can support housing development and the four major pieces that need to align for development to occur. The balanced combination of land and infrastructure, public policy, market feasibility, and capital, all need to be in place for successful housing development.

Bridges on Broadway artist rendering, Image Credit: Homes for Good

Progress

Highlights From The First Two Years

- The Navigation Center at 100 River Avenue opened in September 2022 and **provides 75 emergency shelter beds**, with housing case management services. With $2 million in one-time pandemic related funds from the City of Eugene for FY23 through FY24, Lane County contracted with Equitable Social Solutions to operate the site.

- In FY23, the City used federal pandemic related, one-time funds for a pilot **street outreach team**, which deployed in March 2022, through a Lane County contract with White Bird. Future street outreach programing is managed by Lane County through a contracted local service provider.

- Eugene exceeded the HIP two-year goal of 50 new units of **permanent supportive housing** (PSH) with the opening of **51 new units at The Nel, and Polk 2.0.** Permanent supportive housing is a type of specialized housing for those exiting homelessness that combines stable housing and rental assistance with comprehensive supportive services including intensive case management, behavioral health support, and onsite care teams.

The Nel, permanent supportive housing

- City Council adopted **new renter protections** based on recommendations from the Housing Policy Board intended to help keep people housed, improve rental affordability, and advance racial equity in housing. The new renter protections require landlords to distribute educational information to tenants about their rights and provide support services to landlords and tenants. These services include a rental housing analyst, a free tenant hotline, improved rental housing data collection, and solutions and support for people with conviction histories, disabilities, and other classes of people that struggle to

access rental housing. Additionally, landlords must document the condition of the rental unit at move-in/out, provide tenants up to two rental history references during tenancy, limit security deposits to two times the monthly rent, process applications in order received, pay the tenant relocation assistance in certain circumstances, and report terminations of tenancy and evictions to the City.

- **70 units of new Affordable home ownership** exceeded Eugene's two-year goal of 60 new units through the development of Peace Village Cooperative on River Road, which opened in December 2023. This SquareOne Villages project provides homes for ownership by households earning no more than 60% of the area median income (AMI). Peace Village combines a community land trust with a limited equity cooperative housing model. SquareOne retains ownership of the land to preserve long-term affordability while residents collectively own and manage the housing. Peace Village received $670,000 in Affordable Housing Trust Funds (AHTF) to support development and $547,901 in City Fee Assistance to pay for building permits and System Development Charges (SDCs).[7]

- **3 million dollars in City Fee Assistance** supported the **completion of 137 Affordable Housing units** and was awarded to support an additional 293 units still in the pipeline.[8]

- **Pre-Approved Accessory Dwelling Unit Program**: The program continues to build onto its library of Pre-Approved ADU design options, as of December 2024 offering eight plans designed by local architects and designers and one City-designed plan. The most recent additions to the library are exemplary in illustrating the broad range of design options. The Core is a two-level 795 square foot ADU featuring a flexible ground floor (featured left), and The POD is a compact 287 square foot Pacific Northwest style dwelling.

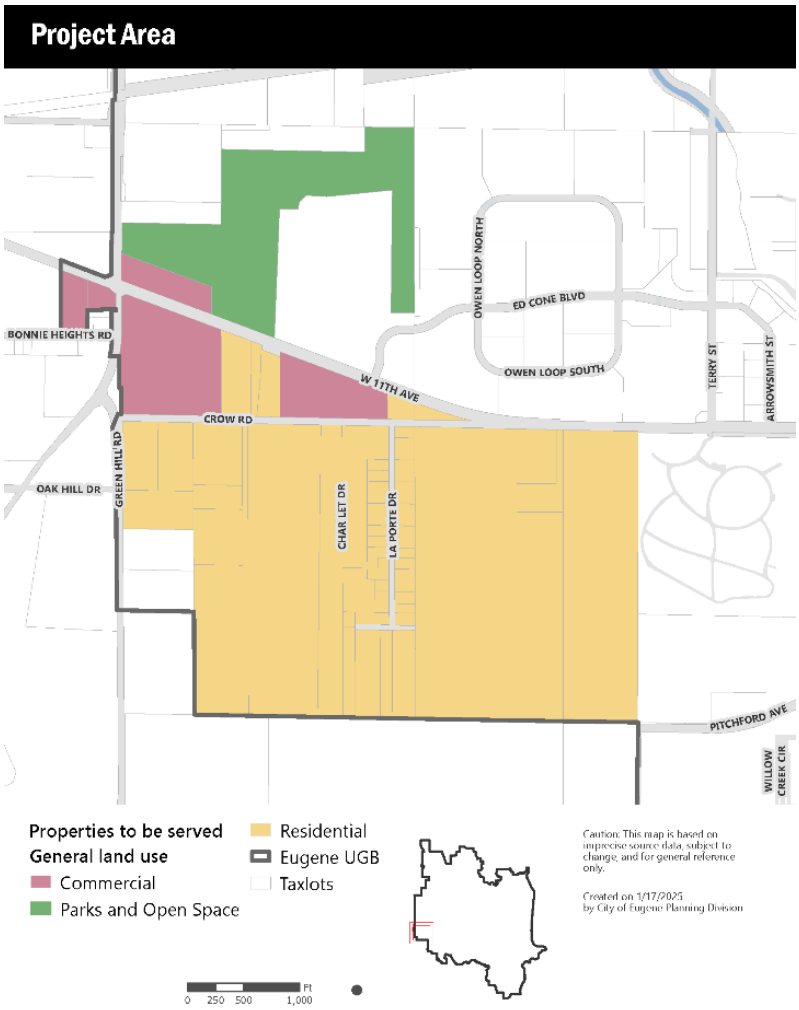
The Core, ADU design

[7] SDCs are charges applied to new development to help offset the impact of development, redevelopment or an intensification of use.

[8] Beginning in 2020, City Council augmented the SDC Exemption program with $790,000 in General Fund funds (approved in the 2020 supplemental budget), and $2,287,000 in City ARPA funds (approved in the 2021 supplemental budget). This funding was used to provide SDC Assistance (pay for SDCs, including wastewater) as well as City Fee Assistance (pay for other City building permits) for Affordable Housing.

- [The Growth Monitoring Program] **published its first and second annual program reports during this HIP period.** The online community data dashboard went live at the end of FY24.

- **$6 million secured from the State of Oregon for infrastructure enhancements** in the Crow Road area will work toward filling Eugene's housing gap. This area is within the City's urban growth boundary in west Eugene, south of West 11th Avenue and east of Green Hill Road. The Crow Road project, which includes an additional $6 million from the City (blended funds from SDSs and various infrastructure funds), will add wastewater and water infrastructure that will render the area more financially feasible to housing developers. It will also make transportation and stormwater upgrades that will make the are more attractive to developers and future residents. It is estimated that about **1,236 new housing units could be built in the area** along with more than 850 jobs in the commercially and industrially zoned properties, bringing desperately needed housing and jobs to Eugene.



Map of Crow Road Investment Area

Goals

Figure 7 HIP Timeline

The HIP set goals and actions for Eugene's five-year housing and shelter work plan based on 2021 assumptions about available and forecasted resources. The Forecasted City Supported Shelter & Housing Pipeline (Appendix C) of the HIP highlights some assumptions that helped define these goals. The goals are divided into two-(FY23-FY24) and five (FY23-FY27)-year actions across three housing continuum areas: Homelessness, Income Qualified Housing, and Overall Housing.

Many HIP goals have multiple parts and actions. In some cases, parts of the goals were completed on the expected timeline, and other parts were not. There are a variety of reasons actions have been delayed including market conditions and limited funding. The HIP was updated in tandem with the writing of this report, the updated version can be viewed online. In general, when a two-year goal was not yet completed, the City extended the goal timeline through the end of the HIP five-year period. In a few cases, goals or actions were retired. This section "Progress" provides a snapshot of progress of HIP goals as of June 30, 2024, with full details provided in Appendix A to this report. Appendix B to this report, "Refinements to the HIP" details the changes to retired, extended, and new HIP goals.

Figure 8 Net New permitted Housing Units towards HIP Target FY23-FY27

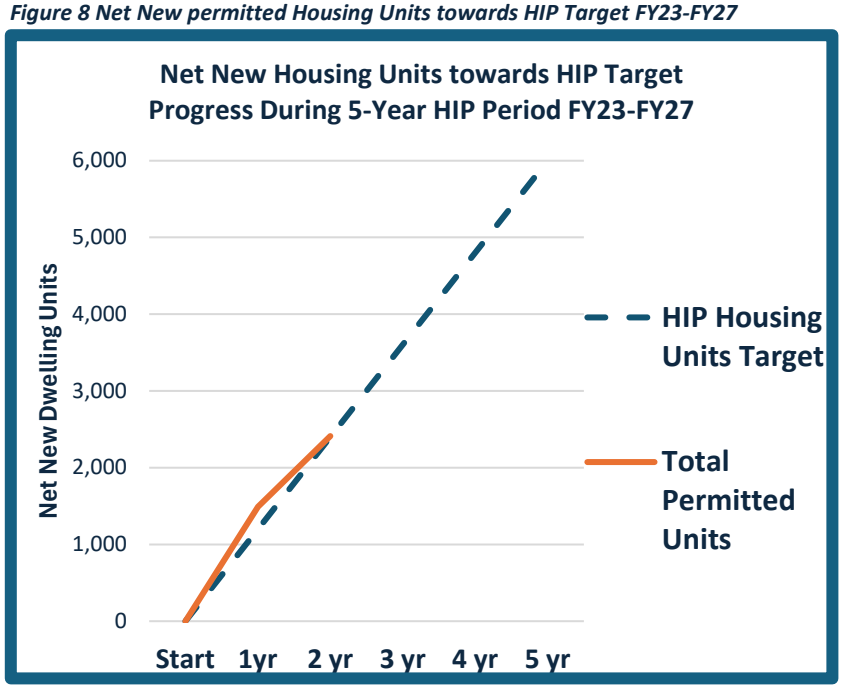


Figure 8 shows the number of units permitted in fiscal years 2023 and 2024. If this pace is maintained, Eugene is on track to meet the HIP's overall housing unit target of 6,000 units permitted by the end of the five-year HIP period. In Figure 8, the 6,000 unit HIP target for new housing is shown as a dashed line with permitted units shown by a solid line.[9]

[9] These unit totals are preliminary; the 2024 Growth Monitoring report will be published in 2025 with final unit numbers.

Goals Progress Key

O Not yet started ◓ In Progress ✓ Completed ø Discontinued $ Additional Investment Needed

Homelessness Goals

Immediate Action: 2-Year Goals

Increase stability and safety with temporary shelter and supportive services:

ø $ 250 new Safe Sleep Site spaces.

✓ 75 low-barrier shelter beds in a new permanent facility.

◓ Increase stability of unhoused individuals.

◓ Increase provider capacity.

Increase safety and stability by enhancing support services.

✓ Develop and deploy street outreach.

◓ Develop and implement a fully coordinated response protocol.

Sustained Impact: 5-Year Goals

Participate in a regional initiative to create an integrated system of homeless supportive services:

◓ Services are accessible across spectrum of needs.

◓ High-functioning coordinated entry system.

Cultivate new partnerships to prevent individuals from entering into homelessness.

◓ These programs and services will likely include:

- Housing development
- Health care access
- Addiction/mental health services
- One-time diversion efforts
- Workforce development/job training
- Federal and state advocacy

Goals Progress Key

O Not yet started ◓ In Progress ✓ Completed Ø Discontinued $ Additional Investment Needed

Income Qualified Housing Goals

Immediate Action: 2-Year Goals

Support Affordable Housing developers

◓ Preservation: **95 existing units**

◓ Development: invest in **310 new units**

Increase the Permanent Supporting Housing (PSH) units

✓ PSH: invest in **50 new units**

Support Affordable Homeownership

◓ Preservation: **60 existing units**

✓ Development: invest in **60 new units**

Potential goal if Council chooses to pursue the investment opportunity:

City Fee Assistance for Affordable Housing.

◓ Secure 280 units with City Fee Assistance

Ø Invest in 90 units not receiving other City support

Sustained Impact: 5-Year Goals

Increase Affordable Housing (0-80% AMI)

◓ Preservation: **325 units**

◓ Development: invest in **835 units**

◓ **Increase PSH: 263 units** *(included in amount above)*

Support moderate-income housing (60 – 100% AMI)

◓ Target: **133** (or more downtown)

Contribute land to the creation of additional units.

◓ Two landbank sites

◓ Redevelop existing City-owned site(s)

O Redevelop Agency-owned site at riverfront

Innovate Fair Housing opportunities that specifically support protected classes.

O Investigate and leverage state and federal program funds

O Complete one project with new resources

Goals Progress Key

O Not yet started **◓ In Progress** **✓ Completed** **ø Discontinued** **$ Additional Investment Needed**

Overall Housing Goals

Immediate Action: 2-Year Goals

Create an Anti-Displacement Plan

$ O If additional resources are made available, City staff will coordinate policies and actions to create an Anti-Displacement Action Plan that promotes equitable development and reduces the harmful impacts of involuntary displacement as Eugene continues to grow.

Sustained Impact: 5-Year Goals

Issue permits for the construction of 6,000 housing units

✓ 2-Year Target: 2,400

◓ 5-Year Target: 6,000

Increase the amount of housing downtown by 50%; an increase of over 1,000 units

✓ 2-Year Target: 400

◓ 5-Year Target: 1,000

Incorporate Housing Equity Lens

◓ Project managers use tools and strategies in each policy and program area explored through the HIP.

For details about progress on individual goals, see appendix A "HIP Goals Progress."

Challenges

City-supported shelter site

The first two years of the HIP brought to light many challenges experienced in the delivery of new housing. The City made noteworthy progress on fundamental elements such as coordination with partners and allocation of funds to support housing. However, the many factors that led to a local and national housing and homelessness crisis continue to be pervasive and remain obstacles to our community's progress towards the Strategic Plan goals of stabilizing the cost of housing and mitigating the impacts of homelessness on unhoused individuals and the community.

Homelessness Challenges

- **The homelessness crisis in Lane County remains a complex issue.** No single entity can solve the crisis alone; it will take a continued willingness to refine strategies and continued collaboration among a network of partners. The City will continue to partner with Lane County, and the consortium of local shelter providers to tackle this issue together.

- **Appropriately calibrating homeless intervention strategies within Eugene's local context is important for ensuring limited resources are allocated effectively through both the short- and long-term**. Creating more homes takes time and resources, and until Eugene has an adequate supply of diverse housing, the community will need creative and alternative shelter options.
    - Eugene continues to advocate for State funding for alternative shelter. Staff are also working with Lane County and Homes for Good to develop analytical tools to more comprehensively account for homelessness in the region and support strategic investments.

- **Current funding realities make increasing shelter spaces in Eugene unfeasible.** The City's shelter priority has shifted to sustaining the successful shelters Eugene currently has. City-supported shelter spaces are funded through June 2025. City staff are communicating with State officials on the need for funding and support for a full spectrum of local shelter operations and services.

Income Qualified Housing Challenges

- **Eugene's rental and ownership housing stock both need attention.** More than 4,600 rental units in Eugene are in need of repair. [xvi] [xvii] Mobile home replacement is needed as mobile homes are only built to last approximately 30 years and requested repairs sometimes exceed the City's Home Repair program budget. The average age of mobile homes assisted using federal funds by the City's Home Repair Program in FY23 and FY24 was 36 years old.

  Part of the City's strategy to stabilize the local housing supply is to invest in the preservation of existing Affordable Housing. Although constrained by declining federal funds, the City maximized the Home Repair Program by increasing the scope of projects and the number of people eligible. Staff have also worked hard to streamline administrative processes. However, available funding is not stretching nearly as far as needed, with increased repair and labor costs and extended project timelines.

- **Rehabilitation project timelines can be unpredictable.** For example, one Affordable Housing rental rehabilitation project required additional steps to mitigate health and safety risks when lead abatement was needed. Compliance standards, along with new administrative steps and requirements for asbestos screening, resulted in internal process adjustments and lengthened project timelines.

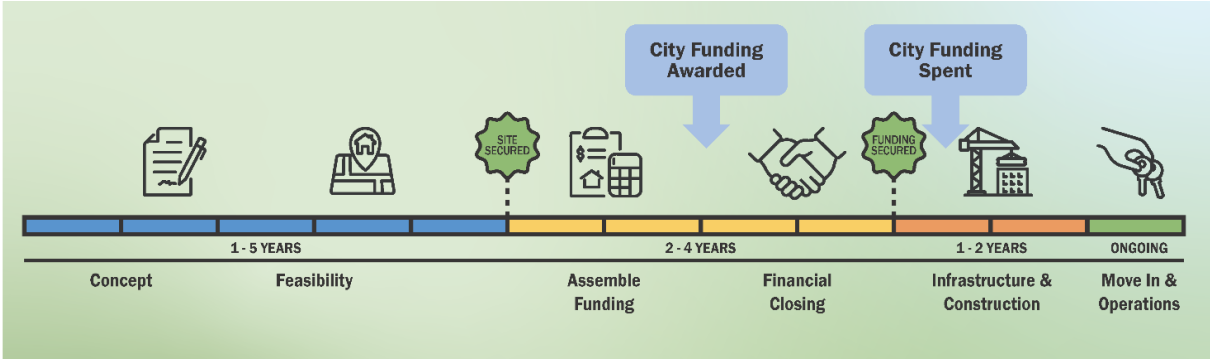
- **Funding sources fluctuate, despite increasing need.** One impactful local funding source for income qualified housing development is the Construction Excise Tax (CET). CET is paid by developers or property owners when developing property within Eugene city limits. The CET creates a dedicated source of funding for Affordable Housing in Eugene, called the Affordable Housing Trust Fund. A slow construction year means less money is generated by CET, and therefore less funds are available to invest in income qualified housing the following year. Additionally, funding from the U.S. Department of Housing and Urban Development (HUD) has declined in recent years. Community Development Block Grant (CDBG) funds, when adjusted for inflation, are nearly half of what the City received 20 years ago.

- **One-time Affordable Housing City Fee Assistance funds are fully committed.** In 2021, City Council approved $2,278,000 in general fund enabled by the American Rescue Plan Act (ARPA) funding for City Fee Assistance to pay for building permits and Systems Development Charges (SDCs) for Affordable Housing developments. In combination with other local Affordable Housing incentive programs, City Fee Assistance helped multiple

projects overcome funding gaps, including: The Coleman, Bridges on Broadway, the Grant Street Grow Homes, Peace Village and Williams Place. The one-time City Fee Assistance funds are now fully committed, and it is unknown if Council will identify funds to continue the program. Without these crucial subsidies, Affordable Housing developments in the current high-cost construction environment may face financial challenges that lead to construction delays or cancellation of the development. HIP Appendix E describes City Fee Subsidies for Income Qualified Housing Projects as a potential investment area that Council could consider related to this challenge.

- **Affordable Housing development takes anywhere from four to 10 years before a project is occupied.** See Figure 9. The extended timeline associated with residential development, particularly income qualified development emerged as a key theme during the first two years of the HIP. A number of Affordable Housing projects have had to persevere through multiple rounds of competitive funding processes to successfully assemble the necessary funding for development, as resources are limited and demand is high.

Figure 9 Affordable Housing Development Process



- **New process to secure State funding creating uncertainty and delays.** The State is making historic investments to address the housing crisis; however, Oregon Housing and Community Service's (OHCS) new funding process, Oregon Centralized Application (ORCA), is creating uncertainty and delays that significantly impede development of Affordable Housing in Eugene. The ORCA pipeline already has nearly four years' worth of Western Region projects, including five Eugene developments ($83M) on the waitlist. It is uncertain how much the State Legislature will allocate each biennium, which leads to timing uncertainty for projects in the pipeline and doubts about initiating future projects. Key changes needed in the ORCA process include: enhancing funding predictability and support for historic investments in Affordable Housing; prioritizing locally vetted projects; evaluating process aspects that advantage for-profit developers

and consider adjustments that will enable the longest period of affordability possible; and aligning ORCA awards with State mandated Housing Production Strategies. The City will continue to advocate for improvements to the new system.

- **Building new homes in existing neighborhoods can come with a unique challenge.** Some neighborhoods have Covenants, Conditions, and Restrictions (CC&Rs), a set of privately enforced rules and regulations that further define what the owner can and cannot do with their property. CC&Rs can significantly challenge Affordable Housing development by excluding income qualified housing types, restricting the number of dwellings per lot, mandating high-cost features, and adding legal barriers and cost. CC&Rs can be very old. Some types of CC&Rs such as racially restrictive covenants, are now illegal and no longer enforceable. Others remain in place and continue to limit the ability to build income qualified housing in existing neighborhoods. As part of Oregon House Bill 2001 (2019), no new CC&RS are allowed that prohibit middle housing on a property. This law does not impact existing CC&Rs, which are numerous across Eugene.

Peace Village, Photo Credit: SquareOne Villages

Overall Housing Challenges

Heartwood Apartments, Photo Credit: Heartwood Eugene

- **Financial challenges continue to negatively impact housing development at all price levels.** These factors include elevated construction costs (both materials and labor), rising insurance rates, and high interest rates.[xviii] City resources are already limited and, in some cases, coming to an end. Community collaboration and solutions are needed. City staff participated in the visioning of A.C.T. Now Lane. Launching in early 2025, after months of coalition building, A.C.T. Now Lane is a cross-sector coalition of community leaders joining forces to address our community's housing and homeless crisis. The coalition will work toward a shared vision of making homelessness in our community rare, brief, and non-recurring.

- **During the past two years, developers successfully increased new housing on the edges of downtown but not in the downtown core.**[10]
  In response to this challenge, the City worked on two new tools that encourage housing development downtown including a Downtown Fee Assistance program (for SDCs and permit fees) and an Accelerated Multi-Unit Property Tax Exemption (MUPTE) process. The City's existing MUPTE process is complex and takes up to six months, making it more beneficial for large projects with experienced developers, and difficult for small projects and new developers. The Council approved tools are intended to make housing development in the downtown core faster, more streamlined, and more financially feasible.

[10] The downtown core refers to the area from Lincoln Street to Pearl Street, 8th Avenue to 10th Avenue, and extends to 11th Avenue from Charnelton Street to Willamette Street.

Some challenges from the first two years of the HIP period will impact how the City collaborates, advocates, and adjusts programs. Others are outside the City's control or influence.

Refinements to the HIP

The HIP remains true to its conception as a responsive, evolving work plan, that adapts as needed to the constantly changing world. As part of the two-year reporting process, updates were made to the HIP, most updates were minor, such as updated data tables, terminology, and timelines. This process provided an opportunity to incorporate new information that did not exist in 2022, including references to the 2023-2026 City of Eugene Strategic Plan. Priorities evolved with new information, successes and challenges, and as new opportunities came to light. Some goals were achieved, some are in progress, and others removed as priorities and understandings changed. The previous published version of the HIP will remain on the website for reference, in addition to the updated version.

Table 2 below provides a summary of the new goals and new potential policy and program exploration items added to the HIP. For details on the major changes to the goals, assumptions, and key content for the Homelessness, Income Qualified Housing, and Overall Housing sections of the HIP, see Appendix B "HIP Refinements" of this report. Details on the challenges that informed the HIP changes are described in the previous section "Challenges."

How to Read HIP Goal Labels

Part of the Housing Continuum

H = Homelessness, IQ = Income Qualified,
O = Overall Housing

Length of Goal: 2-Year = 2, 5-Year = 5

Goal Number: .1 through .5

Examples:

H-2.1 = Homelessness 2-Year Goal #1

IQ-5.2 = Income Qualified 5-Year Goal #2

O-2.1 = Overall Housing 2-Year Goal #1

Table 2 New Goals & Exploration Items

New Goals	
Homelessness Five-year goals	**H-5.3** Increase stability and safety for individuals experiencing homelessness through provision of shelter and supportive services. **a.** Sustain existing City-supported shelter **b.** Increase stability (assessed via a self-sufficiency matrix or similar tool) for all individuals in City-supported shelter spaces through connection to and utilization of supportive services. *[Continued from two-year goal H-2.1c]*
	H-5.4 Partner with Lane County and local shelter providers to increase exits to housing as much as possible given limited housing stock, implement coordinated shelter entry and lateral referral processes, reduce exits to unsheltered homelessness, expand shelter options in targeted ways to address gaps within the shelter system, improve equity outcomes across the network and increase organizational capacity of shelter providers. *[Continued from two-year goal H-2.1d]*
	H-5.5 Shelter to Housing Development. Purchase land with the intention to develop Affordable Housing. While the housing development process is underway, execute shelter on site. Create infrastructure on site (water, electric, sewer, ingress/egress) that serves both shelter in the short term and Affordable Housing in the medium-long term.
	H-5.6 Increase the safety and stability of people experiencing homelessness and living outside by enhancing supportive services. Develop and implement a fully coordinated response protocol across all City program areas and within the broader homeless service system. *[Continued from two-year goal H-2.2b]*
Income Qualified Five-year goals	**IQ-5.6** City Fee Assistance for Income Qualified Housing **a.** Track the remaining units from goal IQ-2.4a that were awarded City Fee Assistance during the first two years of the HIP but that did not open in that time. *[Continued from two-year goal IQ-2.4a]* **b.** If Council chooses to make additional investment in City Fee Assistance for Income Qualified Housing, the number of units added to the housing pipeline would depend on the amount available for assistance.[11]

[11] See HIP Appendix E "Investment Opportunities" for more information about this potential goal.

New Goals Continued	
Overall Housing Five-year goals	**O-5.4** Create an Anti-Displacement Plan In a tight housing market, low-income and vulnerable Eugene residents are most at risk of involuntary displacement from their neighborhoods due to increased market values, rents, or changes in the neighborhoods' basic amenities and cultural cohesion. Creating an anti-displacement action plan would help achieve and maintain an equitable and stable housing environment that benefits the entire Eugene community, with a particular focus on supporting those most at risk of being displaced. *[Continued from two-year goal O-2.1]*

New Exploration Items		
Homelessness Exploration Items	Village Model Housing	Explore possibility of creating a pathway for village shelters to become housing, including exploration of detached Single Room Occupancy units with community amenities.
Overall Housing Exploration Item	New Revenue Sources	Explore potential revenue and funding ideas to support current and future HIP policies/programs, both one time funding needs and ongoing investments to increase the scale and reach of City programs.

Looking Ahead

On a community, state, and national level, the root cause of homelessness is a lack of adequate housing stock.[xix]

"The prevalence of homelessness is driven by structural forces… Much research has identified a causal link between housing-market conditions and homelessness… Homelessness is a direct result of how we construct and operate our cities. – Colburn, Aldern, 2022[xx]

Eugene simply does not have enough housing infrastructure in place to meet existing demand. In the coming years, the City will navigate new changes to the State of Oregon Affordable Housing funding processes and housing planning goals, and where possible given available resources, explore local tools to increase income qualified housing and the overall housing supply in the community. Parallel to facing a housing crisis, we are facing a climate crisis—and the City views both of these as interrelated. We will continue to explore ways to advance our housing and climate goals simultaneously.

Despite the considerable strides Eugene made toward accomplishing HIP housing and shelter goals over the last two years, staff will continue to move with a sense of urgency to help address the growing local housing development and shelter needs. Eugene's housing challenges are comparable to major metropolitan areas, yet the region faces severe funding burdens that many areas do not. Limited buildable and available land, and complex regulations contribute to an environment that makes it difficult to develop in Oregon cities.

Oregon's housing finance agency, Oregon Housing and Community Services (OHCS), recently unveiled its inaugural State of the State's Housing Report for Oregon. The report highlights the affordability challenges Oregon residents face including home prices that have far out-paced wage increases over the past decade and housing construction insufficient to meet population growth. In fact, Oregon must add more than 500,000 housing units over the next two decades to begin addressing supply issues. Additionally, more than half of all Oregon renters and a third of homeowners experience housing cost burden, spending more than 30% of their income on housing cost leaving them with less income to cover essential expenses such as food, healthcare, transportation, and childcare.

The 2022 list of severely rent burdened Oregon cities found that in Eugene almost a third of households spend half or more of their income on housing expenses, which is more than 11,000 households in our community.[xxi]

In 2012, Eugene projected a housing need of 15,000 units to accommodate population growth over 20 years. Ongoing work at the State, called the Oregon Housing Needs Analysis (OHNA), changes how cities plan for housing and creates a more complete understanding of this need. As of January 1, 2025, the State indicated that Eugene needs to increase annual housing production by about 70% over the next 10 years to accommodate population growth, address decades of underproduction, as well as meet the needs of people experiencing homelessness. The projected housing need will be integrated within the City's ongoing urban growth boundary planning work, called Urban Growth Strategies.

The OHNA report helps quantify the staggering need for an adequate supply of Affordable Housing. It will take continued collaboration, time, process efficiencies, and funding to resolve.

Securing Future Funding

The needs for housing across the housing continuum exceed the resources and capacity of the City's programs and staffing. The City is advocating at the local, state, and federal level to secure funding for existing shelters, to support development of new Affordable Housing, moderate-income housing, and related infrastructure.

The City continues to advocate for additional and ongoing shelter funds from the State to supplement limited one-time grant funds. This session the Legislature will be considering appropriating funding to continue All In funds for shelter through June 30, 2027, as part of creating an ongoing program. This would provide $3.7 million per year and enable 228 City-supported shelter spaces to continue to operate with State funding.

The City is also supporting a joint effort requesting the Legislature create the Safe Temporary Emergency Placements (STEP) Program to a) expand State funding eligibility to include alternative and vehicle shelter programs and b) increase shelter funding to support those newly eligible programs. This could result in the City's vehicle and alternative shelter sites (180 spaces) being able to access State resources of $1.8 million per year for continued operation.

Common space at Community Supported Shelter's Bertelsen site

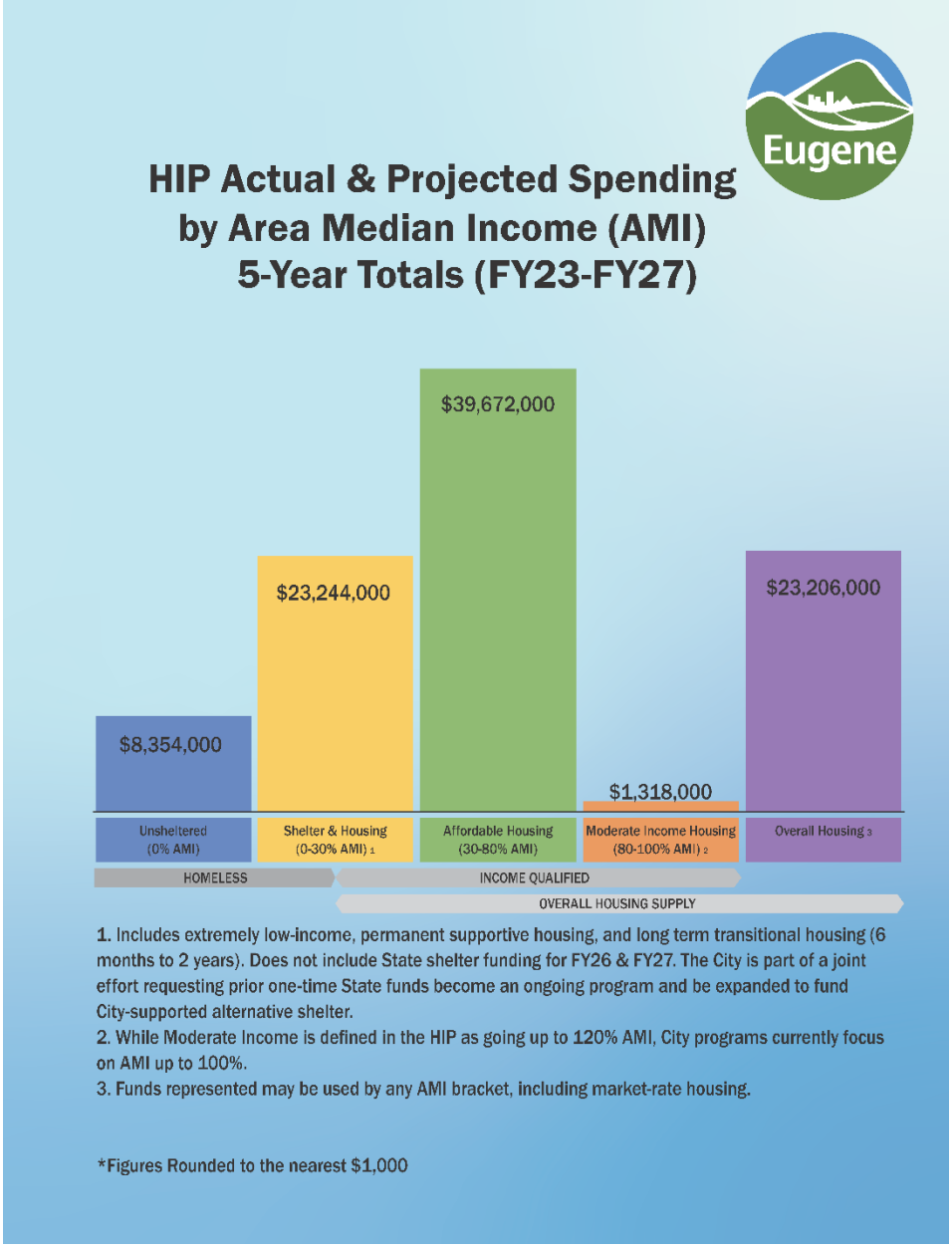
During the HIP period, a total investment of $95.8 million is forecasted for shelter and housing, which averages to about $19.2 million a year supporting housing and shelter programs across the housing continuum as shown in figure 10 and leverages millions of dollars in state, federal, and private funding for these local projects. The City is working to continue these funds as possible, and find opportunities to stretch dollars further to maintain existing programs.

Without additional investment in income qualified housing for lower income households, the City is unlikely to reach its five-year goal of 835 new income qualified units for households at or below 80% AMI by the end of FY27.[12] The lack of income qualified units leaves low-income households struggling to pay market rate rents averaging $1,408 for studios, up to $3,384 for four-bedroom apartments. [xxii]

As described in the "Challenges" section of this report, the State's new funding process, Oregon Centralized Application (ORCA), is creating uncertainty and delays that significantly impede development of Affordable Housing in Eugene. The City will continue to advocate for improvements to the new system.

[12] Table of Area Median Income Limits available here: Income and Rent Limits | Eugene, OR Website

Figure 10 Excerpt from HIP Appendix B - Eugene Housing Implementation Pipeline 5 Year Forecasted Investments



Exploring Policy and Program Possibilities

Current City policies and programs that support housing and shelter have not realized high enough production outcomes to meet the needs of all Eugeneans. Potential new policies and programs for exploration during the HIP period, July 2022 – June 2027, are captured on HIP Appendix A "Potential Policy & Program Exploration Timeline." Exploration items that need additional resources to start work are included in Table 3 below. The resources needed shown on the table are for exploration of the policy/program item only. Consideration of implementation/ongoing resources would occur during exploration of the item, as applicable.

These exploration items are also draft actions in the new Housing Production Strategy, a State of Oregon required 8-year action plan to advance housing production, affordability, and choice as part of Urban Growth Strategies work.

Table 3 Un-Resourced Policy & Program Exploration Items

Program/Policy Exploration Item Earliest (calendar year) timing if additional resources are identified.	**Brief Description**	**Resources Needed to Begin Exploration**
Tax Exemptions Exploration 2025-2026	Explore a variety of tax exemption options • Expand MUPTE for income qualified housing • Vertical Housing Development Zone	
Anti-Displacement Homeownership Assistance 2025-2026 Inclusionary Zoning 2025-2026 Action Plan 2025-2027	Explore coordinating policies and actions to promote equitable development and reduce the harmful impacts of involuntary displacement as Eugene continues to grow.	
Middle Housing and ADU Incentives 2025-2026	Exploration of a suite of incentives for middle housing or ADUs, such as fee reductions, tax exemptions, preapproved plans, first-time home buyer assistance, and land use code changes (e.g., density bonuses).	
Aligning Land Use Designation Map and Zoning Map (Phase 2) 2026-2028 (starting the 5th year of the HIP)	Explore a second phase of alignment of the zoning map and the Envision Eugene Comprehensive Plan land use designation map.	
Key: Strategic Plan Connections Stabilize the Cost of Housing Anti-Displacement Plan		**Key: Resources** Staffing Funding

Conclusion

Progress on HIP goals in the final three years of the plan period depends largely on general economic conditions beyond the City's direct control, including costs of materials and labor, and interest rates.

A favorable economic climate that remains stable is necessary to developers moving housing projects forward.
Indicators in the first half of FY25 showed:

- The rate of inflation slowly declining since it peaked in 2022. However, prices remain well above incomes.
- The cost of construction materials during this time period leveling off (although costs are at all time highs)
- Governor Kotek announcing the 2025-2027 State budget will include funding for statewide homeless supports and building up Oregon's housing supply.

Responding to the housing crisis requires 1) a collaborative government approach that coordinates policies, investment, and regulatory actions across the federal, state, and local government spectrum and 2) a whole community approach that coordinates across sectors including government, business, non-profit, and residents. In Eugene, we are fortunate to have dedicated partners committed to furthering this work. City staff participated in the visioning of A.C.T. Now Lane and will continue to collaborate toward cross-sector solutions.

Housing Implementation Pipeline key takeaways from FY23-FY24:

- **The needs for housing across the housing continuum exceed the resources and capacity of the City's programs and staffing, and on the current trajectory, the City is unlikely to meet the 5-year Income Qualified Housing HIP goals.**
- **Lack of housing is a root cause of homelessness.[xxiii] Additional housing units are needed in order to successfully exit individuals from homelessness into safe and stable housing.**

In light of ongoing funding challenges, the City's focus through FY25 will be supporting the progress of existing Affordable Housing projects and shelters. The City will continue working with the State to secure needed funding.

For Affordable Housing, staff will seek:

- more subsidies and debt-free financing to support permanent supportive housing
- flexible legislative funds for land acquisition
- State of Oregon housing resource prioritization for locally vetted Affordable Housing developments
- expansion of land use and building code to enable legal dwelling units in micro village-style housing developments

Highlights of HIP accomplishments and challenges are shared with City Council and the community every six months and can be viewed at https://www.eugene-or.gov/HIP.

Sources

[i] City of Eugene, 2024, *Eugene Market Rate Rent Assessment, Appendix B: Summary of Multi-Unit Housing Conditions Assessment*
[ii] City of Eugene, 2023, *Rental Rehab - 2023 Community Development Unpublished Survey*
[iii] Colburn & Aldern, 2022, *Homelessness is a Housing Problem*
[iv] United States Census Bureau, 2019-2023, ***Census Quick Facts***
[v] Joint Center for Housing Studies of Harvard University, 2023, ***Housing Cost Burdens Climb to Record Levels (Again) in 2023***
[vi] United States Census Bureau, 2023, *American Community Survey 1-year Estimates*
[vii] Joint Center for Housing Studies of Harvard University, 2024, ***America's Rental Housing***
[viii] United States Census Bureau, 2023, *American Community Survey 1-year Estimates*
[ix] Engineering News Record, 2023-2025, *Construction Cost Index*
[x] City of Eugene, 2024, *Eugene Market Rate Rent Assessment, Appendix B: Summary of Multi-Unit Housing Conditions Assessment*
[xi] City of Eugene, 2023, *Rental Rehab - 2023 Community Development Unpublished Survey*
[xii] American Society of Heating, Refrigerating and Air-Conditioning Engineers (ASHRAE), accessed 2024, ***Building Decarb 101***
[xiii] Harvard Joint Center for Housing Studies, 2024, ***The Movement for Improving and Expanding Home Repair Programs Enters a New Era***
[xiv] Lane County, 2024, *Point in Time Count (PIT)*
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[xvi] City of Eugene, 2024, *Eugene Market Rate Rent Assessment, Appendix B: Summary of Multi-Unit Housing Conditions Assessment*
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[xviii] Woodruff Sawyer, 2024, ***Construction Insurance Market Update - 2024 Mid-Year Update***
[xix] Colburn & Aldern, 2022, *Homelessness is a Housing Problem*
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[xxi] State of Oregon, 2022, ***Severe Rent Burden in Oregon Report***
[xxii] City of Eugene, 2024, *Eugene Market Rate Rent Assessment*
[xxiii] Colburn & Aldern, 2022, *Homelessness is a Housing Problem*

Appendix A - HIP Goals Progress

Full details about HIP goals progress are provided below. Many HIP goals have multiple parts and actions. In some cases, parts of the goals were completed on the expected timeline, and other parts were not. There are a variety of reasons actions have been delayed including market conditions and limited funding. In general, when a two-year goal was not yet completed, the City extended the timeline for that goal to be a five-year goal. In a few cases, goals or actions were retired. The report Appendix B "HIP Refinements" details the changes to retired, extended, and new HIP goals.

How to Read HIP Goal Labels

Part of the Housing Continuum

H = Homelessness, IQ = Income Qualified, O = Overall Housing

Length of Goal: 2-Year = 2, 5-Year = 5

Goal Number: .1 through .5

Examples:

H-2.1 = Homelessness 2-Year Goal #1

IQ-5.2 = Income Qualified 5-Year Goal #2

O-2.1 = Overall Housing 2-Year Goal #1

Goals Progress Key

O Not yet started **◓ In Progress** **✓ Completed** **Ø Discontinued** **$ Additional Investment Needed**

Homelessness Goals

With over 3,400 people experiencing homelessness in a community of 178,000 and only about 1,000 shelter spaces, declining federal funds for housing production and preservation, and ever rising construction and land costs, the HIP goals were created to reflect what could be realistically and strategically achieved with the limited resources available, not the full extent of the community's need.

H-2.1 Increase stability and safety for individuals experiencing homelessness through provision of temporary shelter and supportive services.

This goal was partially completed in the first two years of the HIP; H-2.1c and H-2.1d will continue as five-year goals H-5.3 and H-5.4.

H-2.1 a. Expand the number of City supported safe sleep spaces to 500 in the first year of the HIP.[1] Ø $

Significant new funds would be necessary to open and operate additional sites to meet the original HIP goal of 500 spaces. Development and operation of the Safe Sleep sites that Council approved prior to the start of the HIP period absorbed the City's one-time funds for new shelter of this type and resulted in 261 spaces in operation at the end of FY23. The current focus is on stabilizing ongoing operating funds for the existing sites.

H-2.1 b. Partner with Lane County in completing the River Avenue Navigation Center to add 75 low-barrier shelter beds in a new permanent facility. ✓

The River Avenue Navigation Center opened with 75 low barrier shelter beds in August 2022 (FY23). Equitable Social Solutions operates the shelter in partnership with Lane County and additional support from City of Eugene, and the State of Oregon.

H-2.1 c. Increase stability (assessed via a self-sufficiency matrix) for all individuals in City sponsored shelter beds through connection to, and utilization of, supportive services.

Shelter providers implemented data collection and gathered baseline data in the first two years of the HIP period. Case management funding and implementation has improved and stabilized as providers have been hiring more staff, clarifying eligible costs for different programs and funding sources, undergoing more training, and improving data collection practices.

H-2.1 d. Increase provider capacity to operate shelter sites and provide supportive services.

The State's All In funding enabled the City to stabilize and increase budgets for shelter programs. The City convened shelter providers to collaborate on efficiencies, outcomes, and capacity-building, sponsored trainings for homeless service providers and continues to support the shelter network as well as people accessing and in need of shelter services.

H-2.2 Increase the safety and stability of people experiencing homelessness and living outside by enhancing supportive services.

This goal was partially completed in the first two years of the HIP; H-2.2b will continue as five-year goal H-5.6.

H-2.2 a. Develop and deploy street outreach pilot and support to unsheltered individuals to increase stability and access to supportive services. ✓

The City used $238,589 of federal pandemic-related, one-time funds to pilot a White Bird street outreach team March 2022 through June 30, 2023, through a contract with Lane County. In FY22, the street outreach pilot hoped to serve approximately 30 unhoused single adults and an additional 150 in FY23. The pilot served 17 individuals in spring FY22 and 228 people in FY23.

Lane County has been funding Encampment Focused Street Outreach with All In dollars since FY24, through a contracted local service provider (currently it's White Bird NEST) and focuses intently on one encampment at a time. The program works with individuals in that encampment to address barriers to housing and help individuals transition into more stable locations

H-2.2 b. Develop and implement a fully coordinated response protocol across all City program areas and with the broader homeless service system.

The Public Space Team's mission is to provide structured support for responding to community needs and requests around the impacts of unhoused community members. The Team is working to increase communications, improve reporting through shared data, and streamlining

processes. Additional goals include implementing standard operating procedures, identifying recurring issues and strategizing for solutions, and developing budget measures for the work.

H-5.1 Participate in the implementation of a robust regional initiative to create a high-functioning and integrated system of homeless supportive services. The purpose of this integrated system is to ensure:

This goal language has been revised going forward, see report Appendix B "HIP Refinements" for updated language.

H-5.1 a. Services exist and are accessible across the spectrum of needs in the community and current gaps in the homeless service system are filled.

Homeless Services staff participated in the reimagining of the Poverty and Homelessness Board and Human Services Commission to more accurately calibrate needs, resources, and priorities.[2] Lane County formed a workgroup (including City staff and Mayor) to develop the Poverty and Homelessness Board's next five-year strategic plan, which will guide the development of Human Services Commission's workplan.

Through the All In effort, Lane County and the State increased technical assistance, learning opportunities and resource sharing for homeless service providers to support a more integrated system.

In June of 2024, five shelter providers and the City of Eugene's Homeless Services Team signed a Memorandum of Agreement to formalize the Eugene Shelter Consortium. This consortium is committed to collaboratively working to improve care coordination and outcomes for people experiencing homelessness in Eugene and creating a more cooperative approach among Eugene's shelter providers.

H-5.1 b. Individuals are matched appropriately to the resources and services they need through a highly- functioning coordinated entry system.

Lane County launched an improved 211 system and replaced their assessment tool to be more equitable and functional.

H-5.2 Increase community engagement in addressing homelessness by cultivating non-traditional partnerships that support people experiencing homelessness through the continuum of unsheltered to housed. This collective action approach will likely be led by community partners, with participation from the City and would focus on the creation of new, or alignment of existing, programs and services to prevent individuals from entering homelessness and quickly intervene in situations where people do become homeless.

These programs and services will likely include:

- **Innovative housing development**
- **Improved access to health care services (medical, mental health, behavioral health)**
- **Improved access to addiction services**
- **Flexible funding for one-time diversion efforts**

- **Workforce development**
- **Federal and state advocacy**

Collective actions across the community such as the establishment of a cross-sector coalition of community leaders joining forces as A.C.T. Now Lane a housing and homelessness initiative, a workforce development partnership between shelter providers and FOOD For Lane County, regional diversion implementation efforts using the State's All In funding, and legislative advocacy with Representative Fahey and Governor Kotek's office highlight community engagement work from the first two years of the HIP.[3] Increasing community involvement and exploring non-traditional partnerships and innovative solutions are long-term and ongoing plans. A community problem such as homelessness requires community solutions and support.

Goals Progress Key

O Not yet started **◓ In Progress** **✓ Completed** **Ø Discontinued** **$ Additional Investment Needed**

Income Qualified Goals & Actions

Income qualified housing is a critical need for our community with nearly half (47%) of all household incomes at 80% or less than the city median. It is also key to transitioning previously homeless households and many others who are burdened by rising rents and stagnant incomes, into stable housing. It encompasses housing for households making 0-120% of the Area Median Income (AMI) and includes Affordable Housing and moderate-income housing. (See page 46 for the AMI Table.) Income qualified housing requires new residents to verify their income eligibility before moving in or participating in programs.

Programs and investments under this focus area include publicly subsidized permanent supportive housing (PSH) and other types of Affordable Housing and moderate-income housing. The City partners with and supports public agencies, non-profit, and for-profit developers who leverage multiple funding sources to build income qualified housing.

IQ-2.1 & IQ-5.1 Support Affordable Housing developers to preserve existing units and construct new units of Affordable Housing (0-80% AMI)

Housing Preservation: Preserve Existing Units[4]

IQ-2.1 a. 2-Year Target: 95 existing units ◓

IQ-5.1 a. 5-Year Target: 325 existing units ◓

Through the Home Repair and Rental Rehabilitation programs, the City supported preservation of 56 existing housing units for low-income households during FY23 and FY24. These units

support 36 renter households and 20 homeowner households. The preservation of these homes will keep them in the local housing stock for years to come.

Housing Development: Increase Supply of New Units

IQ-2.1 b. 2-Year Target: 310 new units

IQ-5.1 b. 5-Year Targe: 835 new units

During FY23 and FY24, 196 new Affordable Housing units completed construction in Eugene with City support, including:

- 51 units of permanent supportive housing
- 75 units of new rental housing
- 70 units of new ownership housing

Programs that support new income qualified housing developments include: Affordable Housing Trust Fund, HOME Investment Partnership Program, Land Acquisition, City Fee Assistance, and System Development Charge (SDC) Exemptions.

IQ-2.2 & IQ-5.2 Support the development of permanent supportive housing (PSH) units in Eugene as part of the community's homeless systems transformation efforts.

Increase the number of PSH units

IQ-2.2 2-Year Target: 50 new PSH units[5] ✓

IQ-5.2 5-Year Target: 263 new PSH units[6]

The City exceeded two-year target by supporting the opening of 102 new PSH units. These new developments include the Commons at MLK and The Nel apartments for very low and extremely low-income households experiencing chronic homelessness, and Polk 2.0 single room occupancy apartments for youth entering independence from foster care and youth experiencing or at-risk of homelessness. [7]

IQ-2.3 Increase Support for Affordable Homeownership: 120 units[8]

IQ-2.3 a. Target for housing preservation: 60 existing units

The Home Repair Program preserved 20 ownership units through repairs such as roofing, plumbing, electrical, heating, and accessibility improvements.

IQ-2.3 b. Target for housing development: invest in 60 new units ✓

The City invested more than $1.2 million in 70 new homeownership units (studio, one- and two-bedrooms) at Peace Village through the Affordable Housing Trust Fund and City Fee Assistance.

IQ-2.4 Potential additional goal if Council chooses to invest in City Fee Assistance for income qualified housing. The number of units would depend on the amount available for assistance; with an estimated $1.3M per year during the HIP period:

This goal language has been revised going forward, see report Appendix B "HIP Refinements" for updated language.

IQ-2.4 a. Secure 280 units that are anticipated to receive investments through other City programs but that do not have all the subsidy needed to start construction. ◓

This goal language has been revised going forward, see report Appendix B "HIP Refinements" for updated language

In December 2021, Council provided an initial investment in City Fee Assistance with one-time pandemic related funds of just under $2,278,000 to:

1) enhance affordability in income qualified projects supported with other City investments, such as projects receiving HOME and Affordable Housing Trust Fund dollars, and
2) invest in other income qualified units such as projects eligible to participate in the Low-Income SDC Exemption Program.

Of the projects awarded these funds, 92 units have been completed at Peace Village, Polk 2.0, and Williams Place, with another 141 units under construction, and the potential for even more to come online during the remaining HIP period dependent on funding and construction timelines.

IQ-2.4 b. Invest in additional 90 units for projects that are not already receiving other City support. Ø

All projects receiving City Fee Assistance also applied for and received other City support. This trend is expected to continue as Income qualified projects need a variety of the City supports and subsidies available in order to afford development costs in the current economic climate.

IQ-5.3 Support the development of mixed-income housing that includes moderate income (60–100% AMI) and market rate units.

IQ-5.3 a. Target for development: 133 units ◓

Council approved investment of $1.84 million for the 1059 Willamette redevelopment with revenue from the Multi-Unit Property Tax Exemption (MUPTE) program's moderate-income contribution fee revenue and Urban Renewal funds. The project includes 68 income qualified units and 65 market-rate units (total of 133 units). Demolition of the current structure and construction is expected to begin in mid-2025.

IQ-5.3 b. Potential additional units if Council chooses to invest in downtown moderate-income units as part of property dispositions. ○

Not yet started.

IQ-5.4 Contribute land to the creation of additional units.

IQ-5.4 a. Purchase two sites for the existing landbank program and complete Request for Proposals (RFP) processes to select two projects.

At the end of FY24, the City had one site under option and was performing the due diligence and evaluation needed prior to making an offer to buy.[9] To date, a challenging real estate market and insufficient funding has made it difficult to find a second site to purchase. The City negotiated terms with the property owner of a second site over a period of time, but ultimately that deal did not move forward. Another site of interest was not able to move forward due to restrictive Covenants, Conditions, and Restrictions (CC&Rs). More details about CC&Rs are explained in Lessons Learned on page 32.

IQ-5.4 b. Redevelop existing City owned site(s)

- 13th and Chambers (Ollie Court development)
- 34th and Hilyard

The City transferred the site at 13th & Chambers to Homes for Good to build the Ollie Court development. Once constructed, this will add 80 Affordable Housing units to the housing supply as well as a childcare center.

A second site at 34th & Hilyard Street is in the process of being reviewed for feasibility, including an Environmental Assessment.

IQ-5.4 c. Redevelop existing Agency-owned site at the downtown riverfront (lot 2)

In January 2024, City Council amended the Riverfront Urban Renewal (UR) Plan to increase the spending limit, making funding available for eligible projects, including Lot 2 for Affordable Housing. City Council (acting as the Agency Board) approved the use of up to $7.5M for development of Affordable Housing on Lot 2.

IQ-5.5 Incorporate Fair Housing opportunities that specifically support protected classes through innovative housing strategies and prioritizations in income qualified redevelopments.

IQ-5.5 a. Investigate and leverage state and federal program dollars

City staff engaged in initial conversations with the State about agricultural worker housing and state incentive programs and timing. Work on Tribal Housing partnerships continues to lay groundwork for future opportunities.

IQ-5.5 b. Complete one project with new resources

Not yet started.

Goals Progress Key

O Not yet started **◓ In Progress** **✓ Completed** **Ø Discontinued** **$ Additional Investment Needed**

Overall Housing Goals & Actions

O-2.1 Create an Anti-Displacement Plan O$

O-2.1 will continue to be monitored as five-year goal O-5.4.

Not yet started. If additional resources are made available, City staff will coordinate policies and actions to create an Anti-Displacement Action Plan that promotes equitable development and reduces the harmful impacts of involuntary displacement as Eugene continues to grow. The action plan would guide many of the City's existing and proposed policies or programs.

O-5.1 Issue permits for the construction of 6,000 housing units[10]

2-Year Target: 2,400 permitted units ✓

5-Year Target: 6,000 permitted units ◓

With 2,385 new housing units permitted in the first two years of the HIP, Eugene is on track to meet the target of 6,000 permitted units by the end of the five-year HIP period if applications stay consistent. This includes permits for all housing types, from accessory dwellings to apartment complexes and everything in between, for both rental and homeownership, at all income levels, in all locations.

As of December 2024, there were 130 housing projects in the queue for building permits that, if built, would create an additional 555 housing units in Eugene.

O-5.2 Increase the amount of housing downtown by 50% from 2021; an increase of over 1,000 units.

2-Year Target 6/30/24: 400 units ✓

5-Year Target 6/30/27: 1,000 units ◓

The Nel (45 units), Union on Broadway (357 units), the Gordon Lofts (127) and the Heartwood (95 units) opened during the first two years of the HIP (624 units total) with several more developments in the pipeline for construction.[11] The current projects in the pipeline are likely to exceed this 5-year goal with no further intervention.

O-5.3 Incorporate Racial Equity Lens tools and strategies in each policy and program area explored through the HIP. ◓

Project managers use the HIP Racial Equity and Accessibility Lens (REAL) toolkit on a variety of HIP-related policy and program exploration items. The REAL toolkit remains a work-in-progress, soliciting feedback from program managers for continuous improvement to the process. The Racial Equity Geographic Information Systems Map and Dataset allows project managers to easily locate racial and social demographics for any location in Lane County.

Appendix A endnotes:

[1] Safe Sleeps site spaces refer to a specific type of City-supported shelter authorized under the Safe Tent and Safe Parking Ordinance; going forward the City will report on total shelter spaces, not specific types of shelter.

[2] The Poverty and Homelessness Board (PHB) is an action oriented group of elected officials, community stakeholders, and individuals who represent low-income and homeless people's concerns.
The Human Services Commission's mission is to empower our community members to address basic needs, to live with dignity, self-reliance, and optimum health and is comprised of elected officials from the cities of Springfield, Eugene, and Lane County.

[3] Diversion is a system-wide, short-term service strategy that aims to increase housing stability and ensure that households do not need to enter the homeless crisis response system. It uses problem-solving and strengths-based conversations, personal advocacy, and, if needed, flexible funding assistance to help households identify practical solutions for resolving their housing crisis quickly and safely.

[4] Unit counts in this goal do not include units preserved from Low Income Rental Housing Property Tax Exemption (LIRHPTE) renewals. City Council approved LIRHPTE renewals for two applications in the first two years of HIP, which preserved affordable rents for 158 existing units. Over the five-year HIP period, Council will consider action on renewals for an estimated 500 units.

[5] This number is also included in the "Target for Housing Development" total units included in item IQ-2.1b.

[6] 210 of these units are also included in the "Target for Housing Development" total units included in item IQ-5.1b. The Lane County Shelter Feasibility Study, also known as the TAC Report, includes a goal of 350 PSH units for single adults in Lane County. Eugene's portion is 75% of the total 350 unit county-wide goal, which is 263 units. Counting toward that goal before the HIP period is the Commons on MLK (51 units).

[7] The Commons on MLK was opened prior to the HIP period but is counted toward the goal of 263 new PSH. Eugene's 5-year goal of 263 PSH units is based on 75% of the county-wide goal of 350 permanent supportive housing units for single adults in Lane County as recommended by the 2018 report Technical Assistance Collaborative.

[8] This number is also included in the "Target for Housing Preservation" and "Development" totals in goal IQ-2.1 and IQ-5.1

[9] The site at 1091 Coburg was purchased October 2024 and will support up to 25 units in a future Affordable Housing development. The site will be offered through RFP in 2025.

[10] All new housing unit goals in the HIP are included in this 6,000 permitted units goal (for example those pertaining to income qualified housing and downtown housing).

[11] Prior to August 21, 2024, final permit completion date was used as a proxy for occupancy date, which was the available data at the time. The permit completion date for the Gordon Lofts was 11/14/2023, even though occupancy for some or all of the apartment units may have occurred before this date.

Appendix B - HIP Refinements

This Appendix B includes details on the major changes to the goals, assumptions, policy/program exploration items, and key content in the Housing Implementation Pipeline (HIP). In addition to goals, the HIP also contains an appendix focused on potential work. HIP-Appendix A, the Potential Policy & Program Exploration Timeline, captures a variety of potential programs and policies that could impact housing and shelter in Eugene but require more exploration to determine if they are feasible and to map out implementation. This Appendix is organized into three sections with the related refinements provided within each section: Homelessness, Income Qualified Housing, and Overall Housing.

Homelessness Refinements

The City's internal organizational structure for homeless work transformed significantly in response to a dynamic housing and shelter landscape. In July 2022, the unified command structure established during the COVID-19 Pandemic response dismantled and reestablished as the Homeless Services Team and the Public Space Team.

Shelter and support for unhoused community members are a priority for residents and the City, as well as Governor Kotek who assumed office during the HIP period. Yet, funding for shelter and unhoused services continues to be insufficient for the level of need. In this context, adjustments to HIP Homelessness goals and approach were inevitable. Table 1 provides the homelessness related retired goals, retired policy and program exploration items. Table 2 provides the homelessness related revised goal. Table 3 provides the homelessness related new goals.

Table 1 Retired Goals & Exploration Items - Homelessness

Goals Retired	
Homelessness 2-year goal	**H-2.1 a.** Expand the number of City supported Safe Sleep site spaces to a total of 500 in the first year of the HIP.[1]
	Comment: As noted in the 2-year report "Progress" section, significant new funds would be necessary to reach this goal. The City's current focus is to stabilize ongoing operating funds for all existing City-supported shelter sites. Going forward the City will report on total shelter spaces, not specific types of shelter. While more shelter is needed, increasing shelter spaces would also increase the unmet annual operating cost for sustaining these City-supported shelters.
Exploration Items Retired	
Homelessness Exploration Items	**City's Role in Engaging Landlords**
	Comment: This work is within the domain of Lane County. The City will continue to engage with landlords and renters through its Renter Protection Program.

[1] Safe Sleeps sites refer to a specific type of City-supported shelter operating under the Safe Parking and Safe Tent Sites ordinance.

	Homeless Systems Transformation
	Comment: This describes ongoing work that does not require dedicated exploration time and does not have an end date. It is ongoing and iterative.

Table 2 Revised Goal - Homelessness

Goal Revised		
	Original	**Revised Language**
Homelessness 5-year goal	**H-5.1** Participate in the implementation of a robust regional initiative to create a high-functioning and integrated system of homeless supportive services. The purpose of this integrated system is to ensure: **a.** Services exist and are accessible across the spectrum of needs in the community, and current gaps in the homeless service system are filled. **b.** Individuals are matched appropriately to the resources and services they need through a highly-functioning coordinated entry system.	**H-5.1** Work with Lane County and Homes for Good to develop analytical tools to more comprehensively account for homelessness in the region and support strategic investments. These tools would include modeling around inflow and outflow and examine existing housing inventory and housing production.
	Comment: The revised goal provides more specifics about the next step in the implementation of an integrated regional support system of homeless services. This would result in a more comprehensive structure for collecting, analyzing, and engaging with data over time to better understand what is happening in the homeless services system and would support modeling that can help guide strategic investments and decision-making.	

Some of the two-year Homelessness goals were not completed by the two-year mark of June 30, 2024, but are vital to supporting unhoused community members. Parts of those goals will continue to be tracked as goals, as noted in table 3 below.

Table 3 New Goals and Policy/Program Exploration Item - Homelessness

New Goals	
Homelessness 5-year goals	**H-5.3** Increase stability and safety for individuals experiencing homelessness through provision of shelter and supportive services. **a.** Sustain existing City-supported shelter **b.** Increase stability (assessed via a self-sufficiency matrix or similar tool) for all individuals in City-supported shelter spaces through connection to and utilization of supportive services. *[Continued from two-year goal H-2.1c]*

	H-5.4 Partner with Lane County and local shelter providers to increase exits to housing as much as possible given limited housing stock, implement coordinated shelter entry and lateral referral processes, reduce exits to unsheltered homelessness, expand shelter options in targeted ways to address gaps within the shelter system, improve equity outcomes across the network and increase organizational capacity of shelter providers. *[Continued from two-year goal H-2.1d]*	
	H-5.5 Shelter to Housing Development. Purchase land with the intention to develop Affordable Housing. While the housing development process is underway, execute shelter on site. Create infrastructure on site (water, electric, sewer, ingress/egress) that serves both shelter in the short term and Affordable Housing in the medium-long term.	
	Comment: The addition of goal H-5.5 reflects a new opportunity to maximize use of one property by providing shelter on the site, while the planning for a future Affordable Housing development takes shape (which can take an average of 4-10 years depending on the complexities of the project; see 2-year report figure 10. The Affordable Housing that is ultimately built on this site will provide stability for individuals exiting homelessness by offering low rent housing options in a supportive community setting.	
	H-5.6 Increase the safety and stability of people experiencing homelessness and living outside by enhancing supportive services. Develop and implement a fully coordinated response protocol across all City program areas and within the broader homeless service system. *[Continued from two-year goal H-2.2b]*	
New Policy/Program Exploration Item		
Homelessness Exploration Items	**Village Model Housing**	Explore possibility of creating a pathway for village shelters to become housing, including exploration of detached Single Room Occupancy units with community amenities.
	Comment: "Village Model Housing" is a new addition to the Potential Policy & Program Exploration Timeline. This idea explores the possibility of creating a pathway for village shelters to become permanent, legal housing. This type of project fills some of the gaps in Eugene's existing housing stock. These small units are faster and cheaper to develop, could open up access to new funding sources, provide opportunities for workforce development partnerships, and formalize a housing model that simultaneously provides independence and community.	

Income Qualified Housing Refinements

For income qualified housing, Table 4 provides the one retired goal; Table 5 provides the one revised goal; and Table 6 provides the one new goal.

Table 4 Retired Goal – Income Qualified Housing

Goal Retired	
Income Qualified Housing 2-year goal	**IQ-2.4b.** If Council chooses to invest in City Fee Assistance for income qualified housing, invest in additional 90 units for projects that are not already receiving other City support
	Comment: As noted in the 2-year report "Progress" section, this goal was not possible given the current economic climate where income qualified housing developments need all the layers of City support possible to be feasible.

Table 5 Revised Goal – Income Qualified Housing

Goal Revised		
	Original	**Revised Language**
Income Qualified Housing 5-year goal	**IQ-5.1a.** Affordable Housing (0-80% AMI) - Target for Preservation: 325 units [175 rental; 150 ownership]	**IQ-5.1a.** Affordable Housing (0-80% AMI) - Target for Preservation: 325 units [250 rental; 75 ownership]
	Comment: To better align the HIP goals for housing preservation with the new assumptions made by the 2025 HUD Consolidated Plan, this goal will maintain the same overall total of 325 units of existing housing, but the distribution of rental and ownership units will change from 175 rental units and 150 ownership units, to 250 rental units and 75 ownership units. This shift reflects the reality of economies of scale, specifically that preservation can impact more units, more quickly and for less expense when investing in multi-unit projects like rental apartments compared to single detached homes owned by the occupant.	

Table 6 New Goal – Income Qualified Housing

New Goal	
Income Qualified Housing 5-year goal	**IQ-5.6** City Fee Assistance for Income Qualified Housing **a.** Track the remaining units from goal IQ-2.4a that were awarded City Fee Assistance during the first two years of the HIP but that did not open in that time. *[Continued from two-year goal IQ-2.4a]* **b.** If Council chooses to make additional investment in City Fee Assistance

	for Income Qualified Housing, the number of units added to the housing pipeline would depend on the amount available for assistance.[2]
	Comment: Part a. of this goal is continued tracking of the retired 2-year goal on City Fee Assistance. Part b. relates to a potential scenario if Council chooses to make an additional investment. See HIP Appendix E "Investment Opportunities."

Overall Housing Refinements

For overall housing, Table 7 provides the one new 5-year goal, which is the continuation of a prior 2-year goal, and one new policy/program exploration item.

Table 7 New Goals & Exploration Items – Overall Housing

New Goal		
Overall Housing 5-year goal	**O-5.4** Create an Anti-Displacement Plan In a tight housing market, low-income and vulnerable Eugene residents are most at risk of involuntary displacement from their neighborhoods due to increased market values, rents, or changes in the neighborhoods' basic amenities and cultural cohesion. Creating an anti-displacement action plan would help achieve and maintain an equitable and stable housing environment that benefits the entire Eugene community, with a particular focus on supporting those most at risk of being displaced. *[Continued from two-year goal O-2.1]*	
	Comment: Resources were not available during FY23-FY24 to create an Anti-Displacement Plan. The City will continue this as a 5-year goal to complete if additional resources are made available.	
New Policy/Program Exploration Item		
Overall Housing Exploration Item	**New Revenue Sources**	Explore potential revenue and funding ideas to support current and future HIP policies/programs, both one time funding needs and ongoing investments to increase the scale and reach of City programs.
	Comment: HIP goals were set with future forecasted resources and funding in mind. It was true when the HIP was first approved in January 2022 and still true today that the cost to address the housing and shelter needs in the Eugene community far exceeds the available resources. To make progress and see substantial improvements in addressing the housing crisis, new revenue sources are necessary to continue and expand housing and shelter efforts. New exploration item "New Revenue Sources" reflects this need on the Potential Policy & Program Exploration Timeline. During 2023 and 2024, the City explored revenue options for a variety of funding issues, including homeless service and	

[2] See HIP Appendix E "Investment Opportunities" for more information about this potential goal.

	affordable housing. First, a cross-organizational staff team researched a range of potential revenue options as a basis for further work by a community revenue team and City Council. The new HIP exploration item represents future additional work specific to homeless and income qualified housing.

*HIP Narrative Changes – **Infrastructure**.* Infrastructure is vital to housing; although developers could elect to construct necessary improvements, it is more likely that development will occur if public infrastructure, including water, power, wastewater, stormwater, and transportation, is already in place. City plans that identify infrastructure extensions include the Wastewater Master Plan and the Transportation System Plan. The City leverages other revenue sources, including one-time legislative grants and the Clean Water State Revolving Loan funds, to supplement Systems Development Charges (SDCs) to fund projects.

The revised HIP narrative includes more references and information about infrastructure projects, highlighting the continued work on infrastructure extensions outside city limits and annexing streets to provide contiguity with city limits and support more housing development. Future City work includes updating internal standards and administrative rules to remove unnecessary barriers to housing projects, including middle housing infill, that support more density on the existing land supply.

*HIP Narrative Addition – **Urban Growth Strategies**.* Urban Growth Strategies, which includes state-mandated urban growth and housing planning, is a new addition to the HIP. This suite of work complements the work of the HIP and will identify the tools, actions, policies, and land needed for housing, jobs, and other urban uses in Eugene for the next 20 years.

Ongoing Revisions

Eight teams support the HIP and lend subject matter expertise and leadership to this important work plan: Policy, Sponsor, Strategy, Communications, Finance, Data, Racial Equity, and Land Acquisition. All teams may propose edits and changes to the HIP; large changes go through a vetting process and ultimately be approved by the Policy Team, which includes City of Eugene executives and related division managers. Items like annual data and timelines are updated regularly outside of the two-year report cycle. The next two-year report and scheduled revisions will take place in the fall of 2026 (FY27).

HIP 6 Month Progress Update
July 1 – December 31, 2024

Introduction

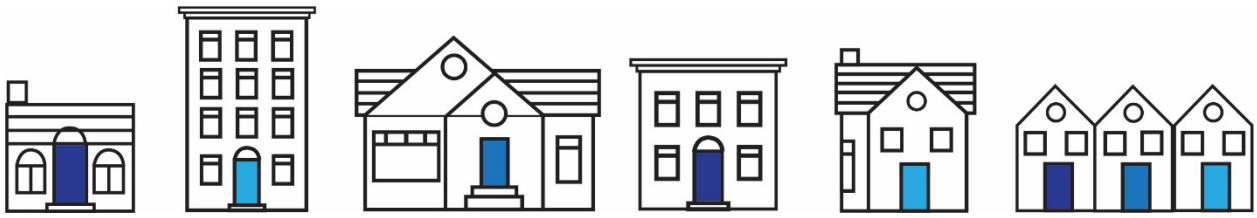
Pallet shelter and infrastructure installation at new City-supported shelter site

The Housing Implementation Pipeline (HIP) is an internal, cross-departmental, five-year work plan for the City organization.

The HIP provides a roadmap for coordinating the City's response to the local housing and homeless crisis, in alignment with the 2023-26 City of Eugene Strategic Plan goals to:

- Mitigate the impacts of homelessness on unhoused individuals and the community,
- Stabilize the cost of housing, and
- Increase the vibrancy, economic vitality, and livability of downtown.

City staff compile successes, challenges, and notes on progress to share with City Council and the community every six months. This update covers developments in the three focus areas of the HIP: Homelessness, Income Qualified Housing, and Overall Housing **from July 1-December 31, 2024**.



Homelessness

Sustainable Shelter Work Group at The Governor's Ceremonial Office of the State Library in Salem.

Homelessness Progress by the Numbers

475 City-supported shelter spaces

These include a variety of shelter types, operated by shelter partners. Since the last 6-month update, Lane County received new State funding for FY25 that replaced City funds for 200 shelter spaces. This change allowed some of the ongoing local funding through the Community Safety Payroll Tax to support other critical shelter needs in FY25.

38% exits to permanent housing from City-supported shelter programs

A review of data from the first six months of FY25 reveals that across City-supported shelter spaces, the number and percent of people exiting to permanent housing and to more stable living situations is increasing, while the number and percent of people exiting to unsheltered homelessness is decreasing. For example, in FY24, 26% of shelter exits were to permanent housing, while in the first six months of FY25, 38% of exits were to permanent housing.

Homelessness Updates (July-December 2024)

Statewide Sustainable Shelter Workgroup and Governor Kotek's Office

The City of Eugene participated in a statewide Sustainable Shelter Workgroup, convened by Governor Kotek and Representative Pam Marsh, that made recommendations for the State to create a new category of shelter, called the Safe Temporary Emergency Placement (STEP) sites. Legislators will be considering this new category of shelter and additional funding for it during the 2025 legislative session. The City supports this new legislation to make Eugene's safe, stabilizing, and innovative shelter program types eligible for state funding.

Workforce Development

Everyone Village & Oregon Beverage and Recycling Cooperative hired a dedicated program leader for their workforce development partnership. The redemption/recycling center now offers up to 10 paid positions for clients. The program is set to grow in 2025 with more open hours to the public, more paid positions for clients, and the launch of an employability skills training for clients.

The Everyone Village Market Garden workforce development program installed a 30' x 50' hoop house for growing spring bulbs and cut flowers in the summer. Several new bee boxes will produce commercial honey and the first rows of ornamental shrubs are planted. All of this supports up to eight paid positions for clients throughout the year.

St. Vincent de Paul staff partnered with FOOD For Lane County (FFLC) and the Eugene Chamber of Commerce to create the FFLC Warehouse Work Experience Training Program, a 12-week paid training program for clients of shelter programs in the community to gain skills and support in pursuing employment.

New Shelter Site

The creation of a new shelter site on City owned property is underway in partnership with SquareOne Villages, HIV Alliance, and a grant from Trillium for operations and infrastructure improvements. The site will feature six individual shelter units equipped with in-unit electricity and heat, a warming center, restroom facilities, communal kitchen, and office space for staff. HIV Alliance will operate the site and prioritize clients they are currently working with to obtain permanent housing.

Infrastructure work on the site is being conducted with future housing development in mind, however this has been difficult since the shelter site is small. Work on the site has so far included the installation of plumbing connections to sewer and water service. The sewer connection made to the City's sanitary service will be suitable for future housing development. Electrical conduit was installed to the needed locations for each of the shelter units, bathhouse, and kitchen.

Homelessness Challenges & Needs

- **Nearly 250 City-supported shelter spaces not eligible for State support**
  The City supports a diverse set of shelter options to increase stability and safety for individuals experiencing homelessness. These options include vehicle or safe parking sites, non-congregate village-style sites, and congregate shelters. Local funding is used to support nearly 250 of the innovative and successful City-supported shelter spaces in Eugene that are currently not eligible for the State support needed to keep them open.

- **Sustainable shelter funding needed**
  Ongoing operational dollars for existing shelters and services are uncertain after June 30, 2025. As one-time funds expire, the City needs about $5.5 million per year starting in FY26 to sustain successful programs. The City continues to advocate for additional and ongoing All In State shelter funds. The City is also part of a joint effort requesting the Legislature create the Safe Temporary Emergency Placements Program (STEP) to a) expand state funding eligibility, and b) increase shelter funding to support STEP shelters, the combination of which could enable funding for existing vehicle and alternative shelter spaces in Eugene and across the state through FY27.

Income Qualified Housing

Before (left) and after (right) accessible walk-in shower improvement made possible by the Eugene Home Repair program.

Income Qualified Progress by the Numbers

3 new units of Income Qualified Housing

199 total units are open, toward five-year goal of 835 new units; behind schedule but progressing

16 preserved units of Income Qualified Housing

72 total units completed renovations, toward five-year goal of 325 preserved units; behind schedule but progressing

Income Qualified Housing Updates (July-December 2024)

Home Repair Program

The Home Repair Program completed repair and accessibility upgrades to 16 homes owned by income qualified homeowners between July and December 2024. This successful program has future repair projects lined up through the end of FY25 for available funds and has temporarily stopped accepting applications. When additional federal funds are received and the program is accepting applications again, low-income homeowners will be able to apply for 0% deferred loans on stick frame homes, and grants for mobile homes to address conditions that create health and safety threats to tenants, cause rapid deterioration of the structure, or require accessibility improvements. Common repairs include repairing electrical, plumbing, sewer, heating systems, water damaged ceilings or siding, inoperable

doors and windows, reroofing, doorway modifications, as well as installation of accessibility features such as ramps, grab bars, and strobe light smoke alarms.

Nelson Place

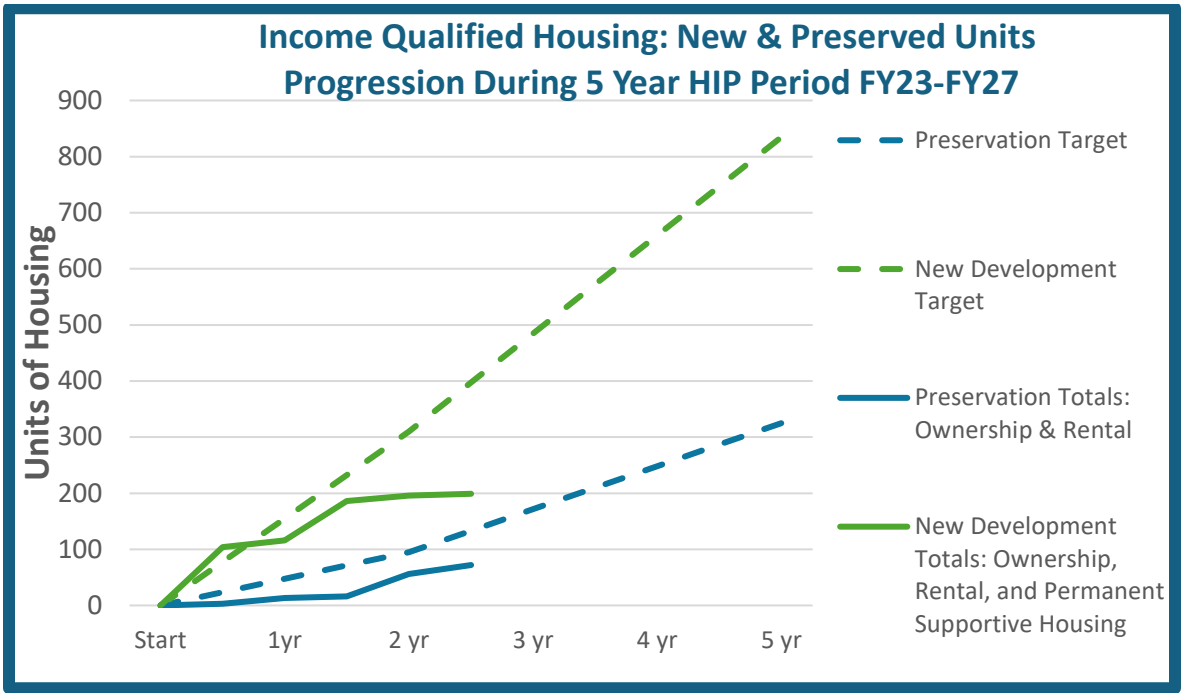
The first three of 31 homes in the Nelson Place development completed construction in July 2024. The new Community Land Trust (CLT) subdivision on Royal Avenue was developed by DevNW. CLT is a unique model that separates the home from the land. In a CLT, a nonprofit such as DevNW holds the land in trust and sells the home to an income qualified buyer (with a 99-year lease on the land). This lowers the total cost for the homebuyer and ensures long-term affordability for future buyers providing successful homeownership opportunities for generations of lower income families.

The City of Eugene awarded Nelson Place $372,000 in system development charge (SDC) assistance to support the project.

Land Acquisition for Affordable Housing

In October 2024, the City acquired a 0.9 acre site at 1091 Coburg Road located just south of Bailey Lane, for future Affordable Housing development using federal funds. The location is adjacent to Ascot Park and Monroe Middle School, and near a grocery store and pharmacy.

The existing house from the 1940's and outbuildings on the site are in poor condition, requiring demolition. The property is currently zoned R-1 Low-Density Residential. With the Controlled Income and Rent density bonus, the property could support up to 18 homes. However, because the property is designated Medium Density Residential in the Metro Plan, it is anticipated to be zoned R-2 Medium-Density Residential, which would allow up to 25 homes on the site. The City plans to offer the site to developers by request for proposal in fall 2025.



The timing for the housing shown in the graph above is when the unit is first available for lease/sale (as opposed to when a project is awarded funding, starts construction, or closed out in the Federal reporting system, if applicable).

Income Qualified Housing Challenges & Needs

- **New State funding process**
  The State is making historic investments to address the housing crisis; however, Oregon Housing and Community Service's new funding process, Oregon Centralized Application, is creating uncertainty and delays that significantly impede development of Affordable Housing in Eugene. The City will continue to advocate for improvements and efficiency of the new system.

- **External circumstances**
  Income Qualified housing programs navigated unexpected delays in the last half of 2024. One Rental Rehabilitation project suffered from a structure fire which modified the repair needs from the initial project scope. Other projects experienced material sourcing issues.

Overall Housing

Nelson Place, Affordable Home Ownership, Photo Credit: DevNW

Overall Housing Progress by the Numbers[1]

345 Units Issued Housing Permits
2,730 total units (last 2.5 years), toward 5-year goal of 6,000 units

207 Units in Multiple-Unit Dwellings
One or more buildings on a lot with five or more dwellings

50 Middle Housing Dwelling Units
Duplexes, triplexes, fourplexes, townhouses, and cottage clusters

69 Single-Unit Detached Dwelling Units
Single-unit detached and manufactured homes

19 Accessory Dwelling Units
Small homes built in addition to primary dwellings on a lot

[1] *These unit totals are preliminary, the 2024 Growth Monitoring report will be published in 2025 with final unit numbers. Growth Monitoring reports this data as **"net new dwellings"** accounting for dwellings that were demolished or that changed use according to their housing type. Net new dwellings better represent the true increase to Eugene's housing supply.*

Overall Housing Highlights (July-December 2024)

Envision Eugene Comprehensive Plan

Phase II of the Envision Eugene Comprehensive Plan reached a key milestone at the end of 2024 with the completion of initial drafts for the housing and compact development chapters. Project staff completed the first version of the Land Use Designation Map, which guides how and where the City will grow over the next 20 years. This version is currently available online for the community to see and provide comment on through 2026 and is a vital companion to the Envision Eugene Comprehensive Plan.

Residential Building Decarbonization

Homes and buildings are the second largest source of emissions in Eugene. Following an extensive community engagement process with community members and business owners in early 2024, staff collaborated with internal and external partners to identify priorities, roles, and next steps. City priorities will include exploring a policy to require a home energy score at time of sale and lease; developing communication materials about energy efficiency and electrification; exploring revenue sources to expand incentives for home energy upgrades; and researching possible new green building public benefit requirements in the City's housing production and preservation programs. Staff presented these priorities to City Council in December 2024.

Renter Protections

Rental Housing Program staff raised awareness of renter protections through continued education and outreach with direct support for landlords, engagement with local organizations, and tabling at community events, including the Homes for Good Community Night Out, LTD Block Party, City Hall grand opening, and St. Vincent de Paul's Second Chance Renters' Education graduation. Staff also focused efforts on updating educational materials for Spanish speakers.

Developing Key Corridors

The City and Lane Transit District (LTD) identified approximately $350,000 in federal funding to further study the River Road and Highway 99 corridors as part a goal to develop design concepts that can be delivered as City capital projects. There will be a robust community engagement element of the project.

Infrastructure Implementation

A contract was awarded to Harper Houf Peterson Righellis Inc. (HHPR) for consultant design services for the West 11th Avenue and Crow Road Wastewater Extension project. 30% design plans were completed in December, and the City and HHPR are working toward acquiring necessary permits and advertising the project for construction in the summer of 2025. This project will provide potential to create hundreds of jobs and more than 1,000 housing units.

A total of $6 million of funding for this project was awarded to the City by the Oregon 2024 Legislative Session, and the grant agreement was finalized in September, 2024. Additional City funding for the project will come from wastewater utility funds and wastewater System Development Charges (SDCs).

Eugene-Springfield Consolidated Plan

The draft 2025 Eugene-Springfield Consolidated Plan achieved several significant milestones including; the culmination of the community engagement efforts with a public open house event on October 17, the convening and a final vote of recommendation for approval by the joint Eugene-Springfield Consolidated Plan Advisory Committee (which included Eugene and Springfield City Councilor

representation), and the publication of the 385 page draft 2025 Eugene-Springfield Consolidated Plan for a 30-day public comment period. A Council work session regarding consideration of the 5-year Consolidated Plan will occur this spring, followed by submission to HUD no later than May 15, 2025.

Urban Growth Strategies

The Planning Division continued work on this multi-year, coordinated effort. Milestones during the June – December 2024 period included the 2024 Community Engagement Summary, outlining the work of City staff to engage with more than 800 people through 45 in-person events and three online activities; direction from City Council on Climate-Friendly Areas designation in November 2024; and working with the state to understand and influence new rules guiding housing and urban growth planning.

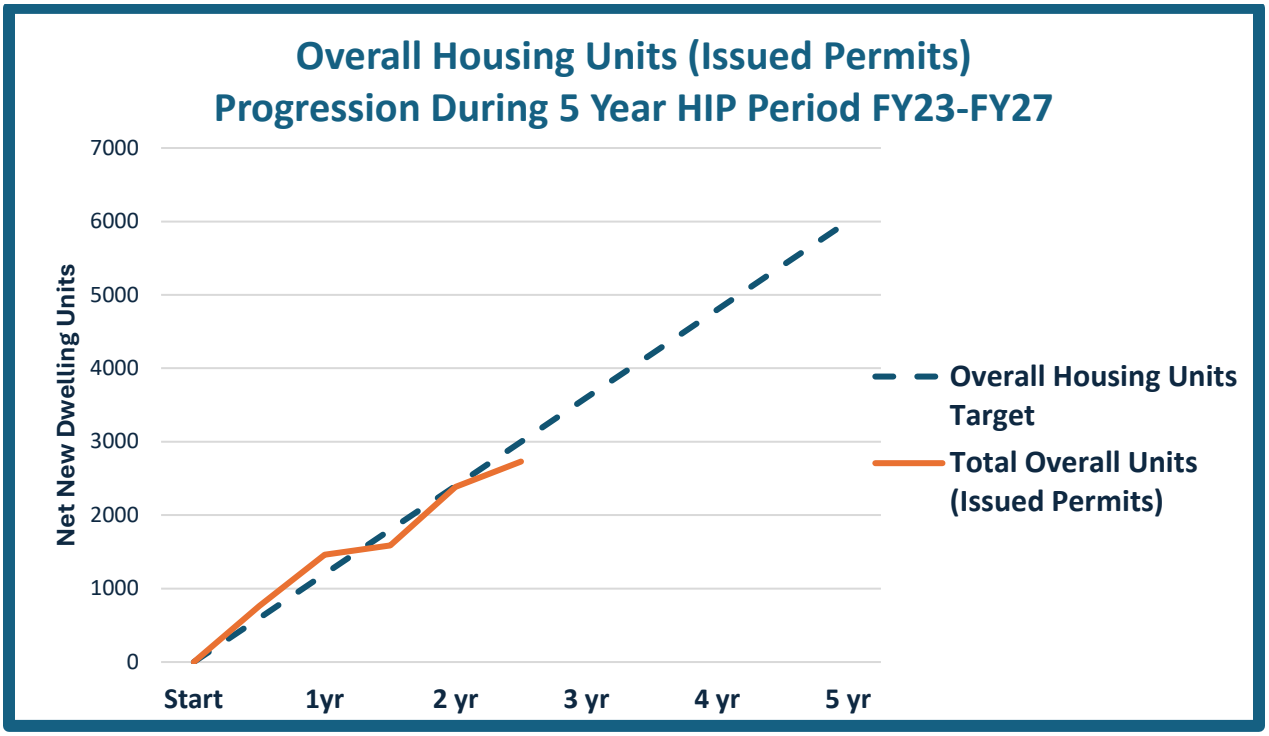
Downtown Housing Strategies

In October 2024, City Council approved the Accelerated MUPTE program for new housing development in the downtown core. The program is similar to the existing Multi-Unit Property Tax Exemption (MUPTE) program but, with the streamlined process, it now requires less time and administrative cost. The new program complements the Fee Assistance program, which uses Tax Increment Financing funds to cover the cost of SDCs and permit fees for new housing development. The two programs form the foundation of the Downtown Core Housing Initiative.

Overall Housing Challenges & Needs

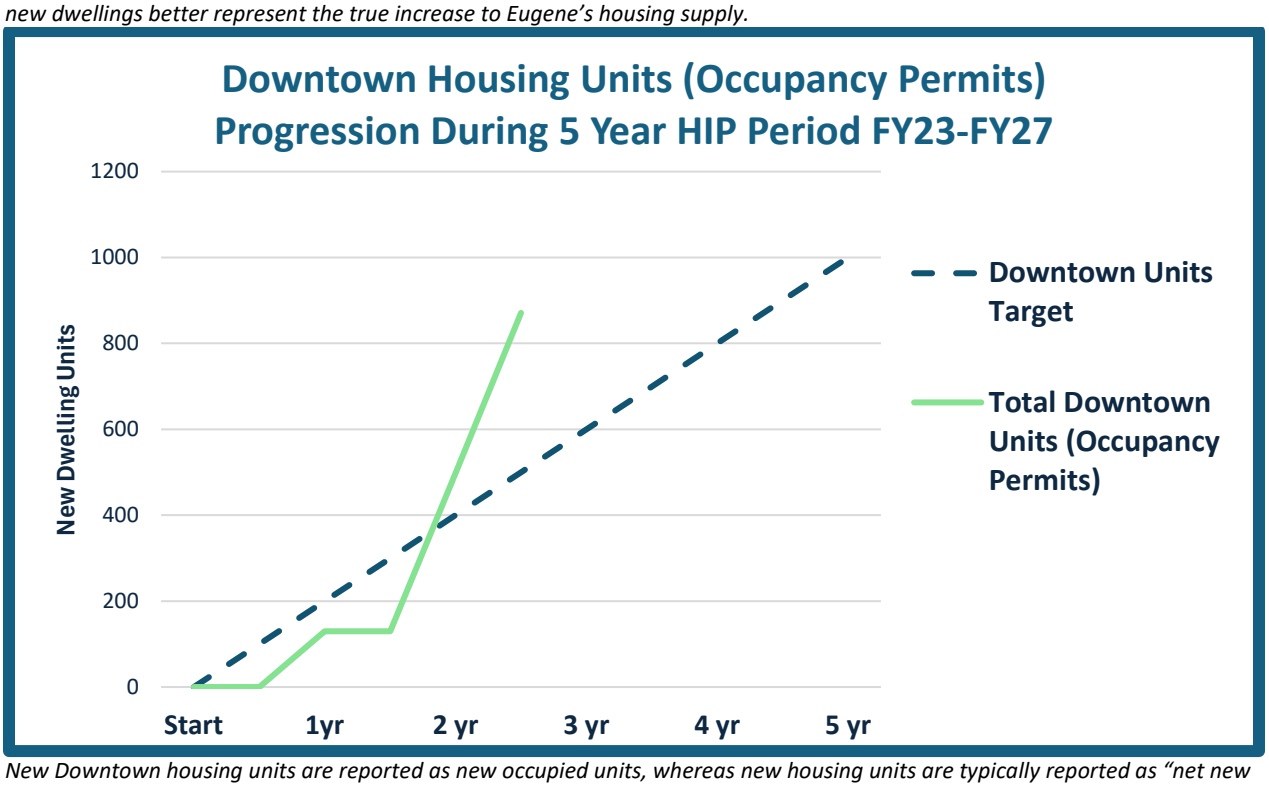
- **Renter Protections – applicant screening charge cap**
  In September 2024, the Oregon Court of Appeals affirmed the Eugene City Council's authority to cap applicant screening charges at $10, declaring that the City's cap on applicant screening charges is not preempted by state law. The plaintiffs appealed the Court of Appeals' decision to the Oregon Supreme Court. The Oregon Supreme Court denied the plaintiff's appeal on February 20, 2025, and the Court of Appeals' decision stands. The City did not enforce the cap while the law was being challenged in court. Starting on March 10, 2025, staff began enforcing the applicant screening charge cap of $10.

The unit totals in the following two graphs are preliminary; the 2024 Growth Monitoring report will be published in 2025 with final unit numbers.



Overall housing units issued permits include Income Qualified units and Downtown unit totals.

"Net new dwellings" accounting for dwellings that were demolished or that changed use according to their housing type. Net new dwellings better represent the true increase to Eugene's housing supply.



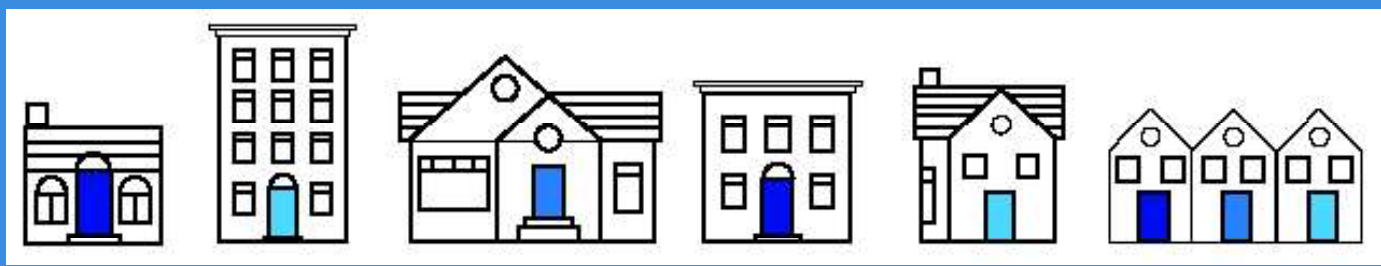
New Downtown housing units are reported as new occupied units, whereas new housing units are typically reported as "net new dwelling units".

Housing Implementation Pipeline

5-Year Internal Work Plan

(FY23 - FY27)

July 1, 2022 - June 30, 2027



Letter from the Mayor

As my time as Eugene Mayor draws to a close, I'm proud to look back on the housing and shelter work we've accomplished together. There's still much more to be done to meet the needs of all members of the Eugene community. However, two years into the plan, we've experienced a lot of successes.

More than $25 million was allocated in fiscal years 2023-2024 to build new housing, preserve existing housing, and stabilize shelter supports. We also strengthened our partnerships with developers and non-profits; and implemented protections for renters and resources for landlords through the City's Rental Housing Program. Even with these accomplishments, the development environment continues to be challenging with inflation and increasing building and insurance costs.

In 2022, the City conducted a community-wide survey to help City leadership best support the community and the organization's goals. Out of that work came the City's Strategic Plan to address what the community identified as important for a great quality of life. The top five most urgent concerns shared by Eugene neighbors were: Homelessness, Housing, Public Safety, Climate Change, and Education.

The community survey validated the goals and work outlined within the Housing Implementation Pipeline HIP. The HIP plan correctly foresaw the shared community values Eugeneans hold for creating a safe and healthy community for all to live and thrive. Every goal in the HIP can be connected back to a Strategic Plan goal.

As I've emphasized throughout my tenure as Mayor, we understand that the long-term solution to homelessness is housing; and we must continue to invest in the City's unhoused response efforts until that housing supply is expanded. The HIP is the foundation of our housing and shelter work, a 5-year work plan that addresses both short-term solutions, and long-term actions to increase affordable housing opportunities to meet the needs all of our community members.

With support from the State, we will continue exploring new and innovative solutions through our upcoming Housing Production Strategies work that will be part of our overall HIP effort. You can find a list of potential policy and program ideas we will be exploring over the next few years in appendix A at the end of this document. I am excited to see what comes from these explorations.

Highlights of HIP accomplishments and challenges are shared with the Eugene City Council and the community every six months and can be viewed on the HIP webpage at eugene-or.gov/HIP. Here are a few accomplishments from July 2022-June 2024 worth repeating.

Lucy Vinis

Creating and Preserving More Shelter & Homes

- 2,387 permits issued for new homes including:*
- 498 located downtown, 196 income-qualified Affordable Housing units, 51 units of permanent supportive housing, 75 units of new rental housing, and 70 units of new ownership housing.
- 56 homes preserved through the Rental Rehabilitation and Home Repair programs.
- 75 low-barrier shelter beds in the Emergency Shelter & Navigation Center, a new permanent facility added through a partnership with Lane County.

Putting New Funding to Work

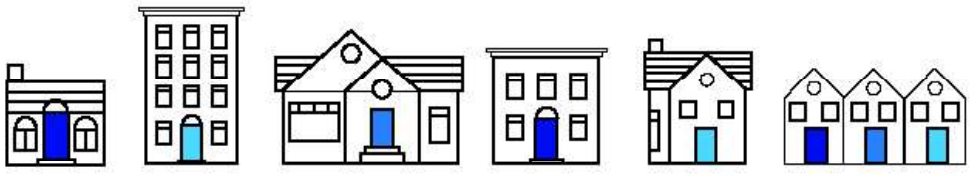
- $2,278,000 in City American Rescue Plan Act (ARPA) funding for City Fee Assistance used to support the creation of 92 new Affordable Housing units with another 260 in the pipeline (some of which are actively in construction, and some still seeking final financing before construction can begin).
- $5.5 million acquired to support for 473 shelter units in FY25. Funding for City shelter programs has been secured through a combination of funding sources, including All In Round 2 funding from the State, local Community Safety Payroll Tax funds, a federal Bureau of Justice grant, and remaining one-time funds.
- $6 million infrastructure expansion investment made at Crow Road, the infrastructure improvements will support an estimated 1,260 new housing units that could be built in the area.

Building Partnerships and Implementing Plans

- Eugene Shelter Consortium created. Five shelter providers and the City's Homeless Services Team signed a Memorandum of Agreement committing to collaboratively working to improve care coordination and outcomes for people experiencing homelessness in Eugene and creating a more cooperative approach among Eugene's shelter providers.
- Pre-approved Accessory Dwelling Unit (ADU) library expanded with new designs that will help make adding additional housing faster and less costly.
- The Riverfront Urban Renewal Plan was amended in January 2024 and includes housing as a priority. The Agency Board approved Downtown Fee Assistance which will pay for System Development Charges and permits for housing in the downtown core.
- Growth Monitoring released new annual report and online dashboards with charts and maps that highlight key data related to Eugene's growth and development.

We didn't arrive at our recent homeless and housing predicament suddenly nor will we climb our way out of it abruptly. It will take years. Housing development is incremental and complicated. I believe Mayor Elect Knudson has the passion and experience to keep momentum moving in this area. Under her leadership, we'll see great things. The last eight years have been a pleasure to serve the community, and I look forward to seeing the seeds we've sown continue to bloom and grow in the coming years.

* Homes refers to housing units, including units in multi-unit developments like apartments, middle housing units, single detached dwellings, and ADUs unless otherwise described.



"We envision Eugene as a city where future growth is in alignment with the values of the community, supporting the health, wellbeing, and prosperity of all community members."
-Envision Eugene

First Place Family Center activities

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INTRODUCTION

Eugene Park Blocks

Purpose

Our homes are the foundations for our lives; they are places of shelter, safety, gathering and comfort. The City of Eugene developed the Housing Implementation Pipeline (HIP) to ensure that as our community grows, we are effectively directing our attention and resources toward making it possible for everyone in Eugene to find a home that best suits their needs.

Eugene is nationally recognized as a place that offers exceptional quality of life. Our bike-friendly neighborhoods, vibrant downtown and easy access to nature make Eugene an appealing place to live. More people are moving to Eugene because of the unique opportunities and benefits that our city has to offer. On top of this, as the home of the University of Oregon, our community sees an influx of over 23,000 students a year, looking to live and learn in Eugene.

Our community assets make us strong and resilient, but there are challenges that come with growth. Each household that moves to Eugene needs to find a home, and as more people move, the challenges and costs grow for residents new and old. At the same time the cost of building housing has also increased. These two factors have made housing affordability an issue that needs to be addressed head-on.

The HIP began this process, by laying out an internal five-year work plan for the City organization. This work plan coordinates current and future City resources, goals, and priorities with a systems-thinking approach to housing across the full continuum, from people experiencing homelessness to overall housing supply. The goals set by the HIP are intended to be achievable with the resources available and forecasted during the HIP period. The goals are not scaled to meet the needs of the community. Draft numbers from the State indicate that to accommodate population growth, address decades of housing underproduction and meet the needs of people experiencing homelessness, Eugene will need to increase annual housing production by 70% in the next ten years.

At the core of the HIP are the pillars of Envision Eugene and a strong tie to the goals of the City of Eugene Strategic Plan.

continued next page

A Note about Language

The term “housing continuum” is often used for unhoused and low-income populations in combination with provision of services. In the HIP, we have expanded our use of the term to include moderate income and market rate housing.

This more inclusive definition describes housing as a system, meaning that the goals, programs, and services across the continuum relate to and impact one another, allowing community members to move through the entirety of the continuum as they are able. This comprehensive understanding of housing creates the foundation for a strong network of housing options.

Envision Eugene is the community's vision for how Eugene will accommodate the 20 years of growth 2012-2032, in a way that reflects the values of the community. The City's Strategic Plan outlines the overall direction of the organization's focus for the four-year period 2023-2026.

Most relevant pillars of Envision Eugene

- provide housing affordable to all income levels; and
- promote compact urban development and efficient transportation options.

Most relevant goals of the Strategic Plan

(all HIP Goals align with at least one Strategic Plan goal)
Mitigate the impacts of homelessness on unhoused individuals and the community

- Stabilize the cost of housing
- Increase the vibrancy, economic vitality, and livability of downtown

Together this means that the City has a role in supporting the development of diverse, affordable and available housing options across the housing continuum. The HIP looks to put these community values into action and results in an implementation workplan that helps support more housing development across the continuum.

The HIP fills gaps in coordination, policy direction, and implementation to connect our existing housing creation tools (such as land use regulations, tax incentives and subsidies for Affordable Housing) to address our community housing needs comprehensively.

To do this equitably and sustainably, housing needs to be recognized for the foundational role it plays in every aspect of community members' lives. Housing services are a key piece in supporting the ability for community members to access and transition across the housing continuum. The HIP begins to build a network that ensures that housing supply needs are supported with efforts like education, protections, incentives, and service partnerships for housing across the continuum. Policy decisions within land use, infrastructure, climate, building and economic prosperity are all connected to housing policy and affordability. The HIP seeks to connect these policy areas to prioritize housing affordability across the continuum.

In addition, due to the complexities, housing will continue to be an ongoing issue. Housing development takes time and any changes that the City makes today may take years to manifest. On top of this, the City is only one piece of this puzzle. Developers, architects, contractors, mortgage providers, non-profit groups, Oregon state government, and the US federal government all play roles in building and providing housing. All of this points to the urgency of action. The faster we act now, the sooner we will be on a path toward housing stability.

HOW TO READ

Housing can be a complicated topic, and we are here to help!

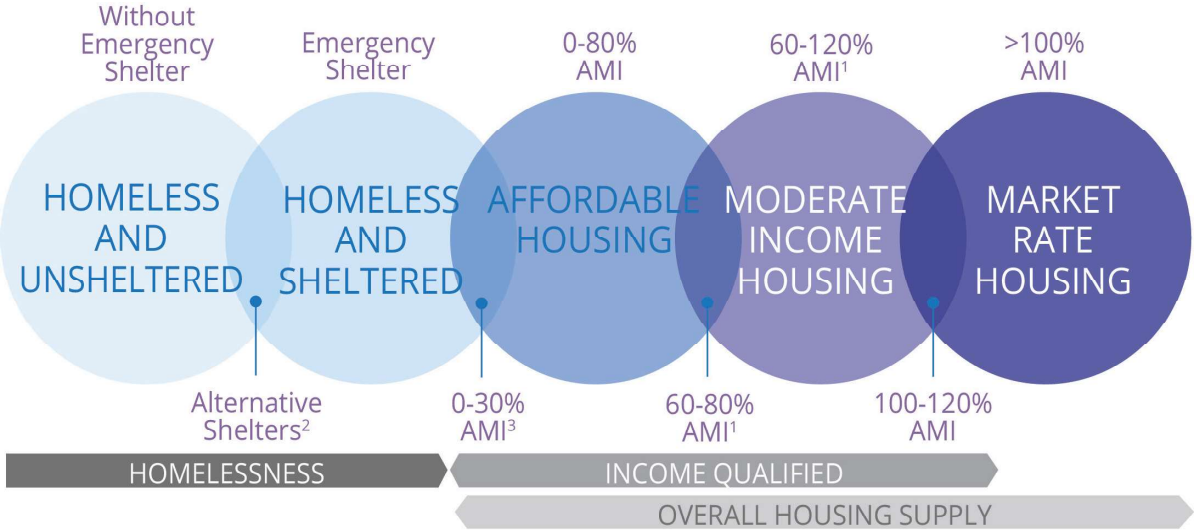
The HIP does two things: it gives context for the current state of housing in Eugene and lays out the goals and actions that the City will take to stabilize housing affordability and increase supply for the whole community.

The HIP splits actions into three focus areas:

- Homelessness
- Income Qualified Housing
- Overall Housing Supply

Each section has two- and five-year goals and information on actions that the City will take to achieve these goals. These goals and actions create the five-year work plan for a cross-departmental City effort *(for more about these focus areas see page 10)*. Additionally, throughout various HIP appendices, you'll notice actions are sometimes further categorized into the topic areas: anti-displacement, climate change actions, housing creation, land use and city code, and unhoused actions. These topic areas underscore the cross-departmental and encompassing nature of housing and shelter work. Appendix K specifically highlights the relationships and support for HIP objectives within other City workplans and guiding documents. To help you understand terminology, a glossary is in appendix F, which defines key terms that are used throughout the document.

Housing Continuum Definitions



Explanation of the Housing Continuum

Housing is not static. We know this from personal experience: we live in one place now; before this, there was somewhere else; and in the future there will likely be yet another home. We experience housing within a large continuum of need, and even if our individual experience is within a narrow range, we can recognize that, together, we make up a comprehensive and interconnected system.

Thinking of housing as a continuum allows the City to consider programs and unit creation that meet Eugene's diverse housing needs. Connecting housing needs and affordability together in the continuum allows for a comprehensive understanding of housing supply and demand. If one portion of the continuum is missing or stressed, the available options for certain members of the community become limited, and the remaining areas experience more stress from increased demand. The continuum is broken up into five primary categories that address a range of housing needs from community members experiencing homelessness without emergency shelter to those earning over 120% of the area median income (AMI). Areas of overlap exist between each defined category of housing need to reflect the transition from one category to another.

The following table shows the AMI for households of one and four people as defined by the U.S. Department of Housing and Urban Development (HUD) as of May 2024.

Within the five continuum categories, there are three focus areas for which the City has developed goals and policies. These areas appear in this document when discussing immediate actions and sustained impacts, which are the two- and five-year goals, respectively. The focus areas are:

continued next page

Table 1: Area Median Income in Eugene (May 2024)

% of Area Median Income	1 Person Household	4 Person Household
30% AMI	$18,750	$26,750
60% AMI	$37,440	$53,460
80% AMI	$49,950	$71,300
100% AMI*	$62,400	$89,100
120% AMI	$74,850	$106,900

*Source: CDBG Income Limits, HUDexchange.info; *calculated by City of Eugene*

1 While the Moderate Income category is defined as going up to 120% AMI (average median income), City programs currently focus on 100% AMI and below.
2 Shelter options that do not meet the HUD definition of "emergency shelter" such as Conestoga huts and car camping.
3 Extremely low-income, permanent supportive housing (PSH), and long-term transitional housing (six months to two years)

Councilor Semple welcomes residents to The Keystone

Homelessness

This focus area encompasses the homeless and unsheltered category and the homeless and sheltered category on the housing continuum. Programs and investments under this focus area include emergency shelter, alternative temporary shelters, and additional supportive services for those without shelter.

Income Qualified Housing

This focus area encompasses housing that is specifically for households making 0-120% of the AMI. Programs and investments under this focus area include publicly subsidized permanent supportive housing (PSH), other types of Affordable Housing and Moderate Income Housing.

Overall Housing Supply

This focus area encompasses housing across the largest proportion of the housing continuum, spanning income qualified housing and market-rate housing, for both rental and homeownership opportunities. Programs and investments in this area focus on supporting overall growth to meet Eugene's need for more housing across all income levels with specific emphasis on targeting growth in the downtown core and mitigating the negative effects of growth on lower-income community members.

Developing the Plan

Community Engagement

In 2018, the City began the Housing Tools and Strategies (HTS) project to meet the Council directive of a coordinated approach to housing. HTS included best practices research, stakeholder engagement, and technical analysis. The process engaged a working group of 36 stakeholders representing housing developers, advocates, and community interests. In all, the working group identified over 80 specific recommendations that the City could take to increase housing availability, affordability, and diversity of type.

A housing implementation strategy was one of the recommended actions through the HTS process. The HIP builds upon the HTS effort and provides a framework for prioritizing the recommendations from the working group - while incorporating recommendations from additional housing related committees and projects including: the Housing Policy Board, the Affordable Housing Trust Fund Advisory Committee, and public involvement from the Middle Housing Code Changes process. During the creation and approval process of the HIP, the City consulted with the Affordable Housing Trust Fund Advisory Committee, Housing Policy Board, Equity Panel, Planning Commission and both Urban Renewal Agency advisory committees. All programs and policies to be explored that are listed in this document will involve their own public engagement and approval processes as necessary.

Racial Equity Approach

Eugene exists today at the cost of Indigenous communities in Oregon who were violently displaced by implementation of the Indian Removal Act in the early 1800s. As land ownership was extended to white men in Oregon, racist policies were put into place to exclude other communities of color including Black Americans who were legally barred from living in and owning property in the State of Oregon until 1927.[4] The 1957 Oregon Fair Housing Act made housing discrimination illegal followed by the 1968 Fair Housing Act, which made redlining and the practice of writing racial covenants into deeds illegal. Because of Oregon's foundational history of racial discrimination, the City - and all municipalities - have a special responsibility to consider the impacts of their housing work and whether the costs and benefits are equitably distributed throughout the community.

During the HIP creation process in 2021, staff met with the Equity Panel, a pilot program derived from the City's Climate Action Plan (CAP) work, to consider the framing and goals of the HIP. The Equity Panel was comprised of eight local social justice organizations who advised staff on programs related to Transportation, Housing, and Climate Resiliency. We want to thank the organizations that participated in the Equity Panel for their valuable insight and time.

- Community Alliance of Lane County (CALC)
- Community Outreach through Radical Empowerment (CORE)
- Eugene – Springfield National Association for the Advancement of Colored People (NAACP)
- Lane Independent Living Alliance (LILA)
- Lane East Asian Network (LEAN)
- UO Sapsik'wałá (Teacher) Education Program
- St. Vincent de Paul Society of Lane County
- The Arc of Lane County

As key policy and program items from the HIP are explored, the City is committed to utilizing the Racial Equity and Accessibility Lens (REAL) and engaging with an Equity Panel or specific equity focus groups so that historically marginalized and systemically underrepresented members of the community are considered and accounted for in Eugene's housing efforts.

[4] Although it had been repealed, the exclusion law was not removed from the constitution until 2001

HOUSING STATS

177,339 EUGENE POPULATION

1% POPULATION GROWTH 2012 to 2023

19,004 NEW NEIGHBORS 2012 to 2023

79,852[1] HOUSING UNITS IN EUGENE

76,874 OCCUPIED UNITS
2,978 VACANT UNITS

3,979 INCOME QUALIFIED UNITS IN EUGENE

3,441 HOMELESS INDIVIDUALS IN EUGENE ▶ 1,049 SHELTER SPACES ▶ 67% UNSHELTERED

15,105[2] UNITS
PROJECTED HOUSING DEMAND 2012-2032

10,663 UNITS
HOUSING PRODUCTION 2013 to 2023

2,443 SINGLE-UNIT DWELLINGS
330 MIDDLE HOUSING DWELLINGS
7,890 MULTIPLE-UNIT DWELLINGS

SECTION 8 HOUSING

2,996 Applicants waiting to be served as of Oct. 2023

223 Housed Applicants

468 Vouchers Issued

796 Days
Average wait time on waitlist

34,593[3] HOUSEHOLDS IN EUGENE ARE COST BURDENED

OWNERS 48% OF POPULATION
EUGENE MEDIAN MORTGAGE $1,877

OWNERS THAT ARE COST-BURDENED 27%

RENTERS 52% OF POPULATION
EUGENE MEDIAN RENT $1,182

RENTERS THAT ARE COST-BURDENED 61%

3% RENTAL VACANCY RATE
5.5% NATIONAL RENTAL VACANCY RATE

0.6% OWNERSHIP VACANCY RATE
1.1% NATIONAL OWNERSHIP VACANCY RATE

See Appendix I for data sources and links, updated August 2024

Footnotes

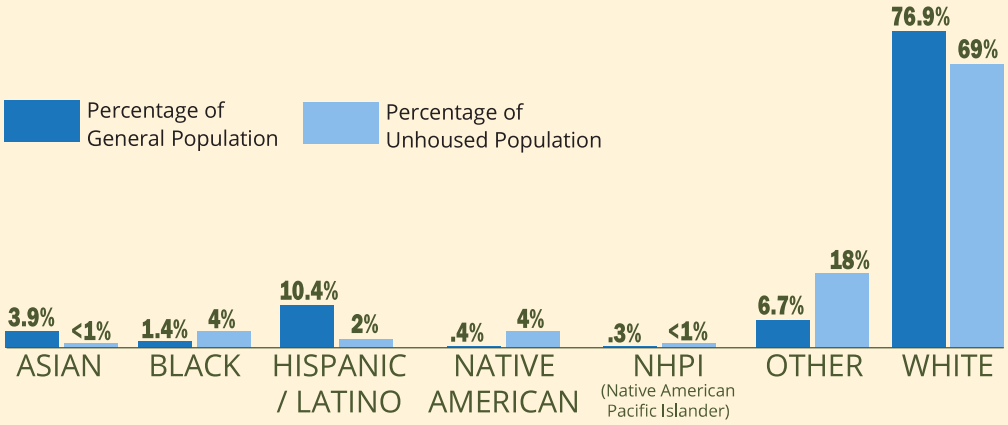
1) Only includes addresses in city limits. Does not include dorms, group housing and assisted care.
2) A new methodology for calculating demand will be released in 2025 that includes units needed for historic housing underproduction and unhoused individuals. These are reported as net new units.
3) More than 30% of income spent on housing.

Notes about Race & Ethnicity Data

Data comes from various sources, different sources describe different groups such as Asian and Pacific Islander differently. Data from the U.S. Census is the most comprehensive data available for these data topics, but it should be recognized that this data is missing people that do not feel comfortable responding or identifying with the specific census categories.

Additionally, broad race & ethnicity categories like "Asian" can paint a picture of a people with heritage from more than 20 different countries and can give a false impression of the diverse realities within a category.

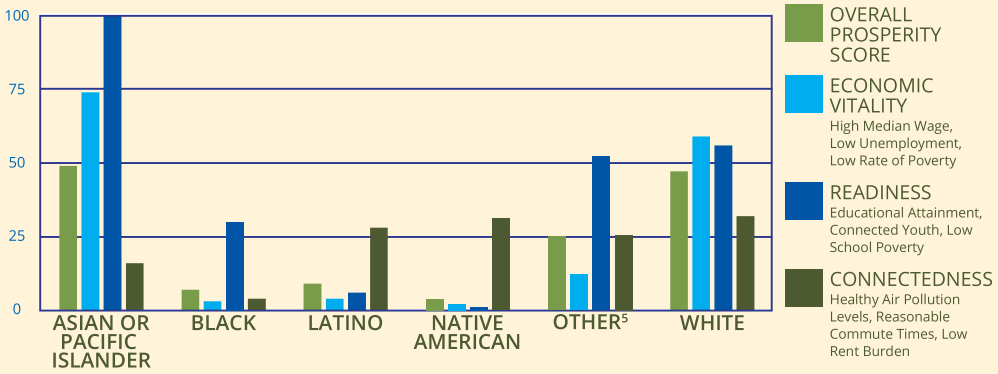
EUGENE POPULATION BY RACE AND ETHNICITY



	HOMEOWNERSHIP	HOUSEHOLD INCOME	POVERTY RATE	UNEMPLOYMENT RATE
ASIAN	32.4%	$49,594	29%	8.6%
BLACK	31.1%	$41,713	40%	8.7%
HISPANIC/LATINO/A/X	34.3%	$55,658	25.9%	6.5%
NATIVE AMERICAN	32.1%	$60,375	14%	1.3%
NHPI[4]	0%	$65,250	39%	2.5%
OTHER RACE[5]	29.4%	$61,464	26%	4.5%
WHITE	50.8%	$63,300	17.3%	6.9%

Prosperity Score and Components: Oregon 2020

Prosperity score measures how area is doing compared with its peers in terms of overall population outcomes for nine indicators: Median Wage, Unemployment, Poverty, Educational Attainment, Disconnected Youth, School Poverty, Air Pollution, Commute Time, and Rent Burden.



NATIONAL MEDIAN NET WORTH BY RACE

Net worth is a person or household's total assets minus their liabilities (such as loans, credit card balance, etc.

BLACK HOUSEHOLDS	$24,100
HISPANIC HOUSEHOLDS	$36,100
OTHER HOUSEHOLDS[5]	$74,000
WHITE HOUSEHOLDS	$188,200

See Appendix I for data sources and links, updated August 2024

Footnotes

4) Native Hawaiian/Pacific Islander.
5) In some data sets multiracial is combined with other race.

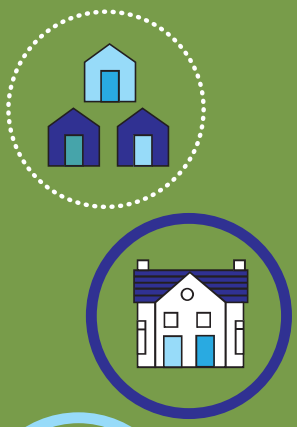
Notes about Race & Ethnicity Data

Data comes from various sources, different sources describe different groups such as Asian and Pacific Islander differently. Data from the U.S. Census is the most comprehensive data available for these data topics, but it should be recognized that this data is missing people that do not feel comfortable responding or identifying with the specific census categories.

Additionally, broad race & ethnicity categories like "Asian" can paint a picture of a people with heritage from more than 20 different countries and can give a false impression of the diverse realities within a category.

GOALS

2 YEAR GOALS – July 2022 through June 2024



HOMELESSNESS

H-2.1a Expand the number of City supported Safe Sleep site spaces to a total of 500 in the first year of the HIP[1]♦Ø

H-2.1b Complete the River Avenue Navigation Center which will add 75 low-barrier shelter spaces in a permanent facility ✓

H-2.1c Connect all individuals in City supported shelters to supportive services ∞

H-2.1d Increase provider capacity to operate and support shelter sites ∞

H-2.2a Develop and deploy street outreach pilot to unsheltered individuals ✓

H-2.2b Develop and implement a coordinated response protocol∞

INCOME QUALIFIED

IQ-2.1a Support preservation of 95 existing units

IQ-2.1b Support creation of 310 new units of Affordable Housing

IQ-2.2 Increase the number of PSH units by 50 new units**

IQ-2.3 Increase Support for Affordable Homeownership: 120 units (60 new units & 60 existing units)**

IQ-2.4a If Council chooses to invest, support 280 Affordable units through City Fee Assistance ∞

IQ-2.4b Support additional 90 affordable units through City Fee Assistance that are not already receiving City support Ø

OVERALL HOUSING SUPPLY

O-2.1a Create an Anti-Displacement Action Plan ♦ ∞

Key for Goal Status as of 6/30/24

- ✓ Complete
- ∞ Continued as part of 5-year goal
- Ø Discontinued
- ♦ Potential goal if additional investment is made
- * Units include the 2-year goals/cumulative
- ** Units are also included in previous goals

1 Safe Sleep sites refer to a specific type of City-supported shelter; going forward the City will report on total shelter spaces, not specific types of shelter.

GOALS

5 YEAR GOALS – July 2022 through June 2027

HOMELESSNESS

H-5.1 Work with Lane County to develop an analytical methodology to account for homelessness in the region and support strategic investments

H-5.2 Cultivate non-traditional partnerships that support people experiencing homelessness

H-5.3 Sustain existing shelter and increase stability for individuals in City supported shelters

H-5.4 Partner with Lane County and local shelter providers to address gaps and improve outcomes

H-5.5 Implement Shelter to Housing Development model– buy land and create infrastructure on site that serves both shelter in the short term and Affordable Housing in the medium-long term

H-5.6 Develop and implement a coordinated response protocol across all City program areas and within the broader homeless service system

INCOME QUALIFIED

IQ-5.1a Support the preservation of 325* Affordable Housing units
- 250 rental units
- 75 ownership units

IQ-5.1b Support 835* new Affordable Housing units
- 210 Permanent Supportive Housing units
- 500 rental units
- 125 ownership units

IQ-5.2 Meet the TAC[2] goal for 263 new Permanent Supportive Housing units

IQ-5.3a Support 133 units of mixed-income housing

IQ-5.4a Purchase two landbank sites

IQ-5.4b Redevelop existing City owned site(s)

IQ-5.4c Redevelop existing Urban Renewal Agency site

IQ-5.5 Incorporate Fair Housing opportunities that support protected classes through innovative strategies

IQ-5.6 If Council provides investment, support Affordable units through City Fee Assistance♦

OVERALL HOUSING SUPPLY

O-5.1 Issue permits for the construction of 6,000 new housing units

O-5.2 Increase the amount of housing downtown by 50% from 2021

O-5.3 Throughout the HIP period utilize the Racial Equity and Accessibility Lens (REAL) tools

O-5.4 Create an Anti-Displacement Action Plan♦

Key for Goal Status as of 6/30/24

✓ Complete

∞ Continued as part of 5-year goal

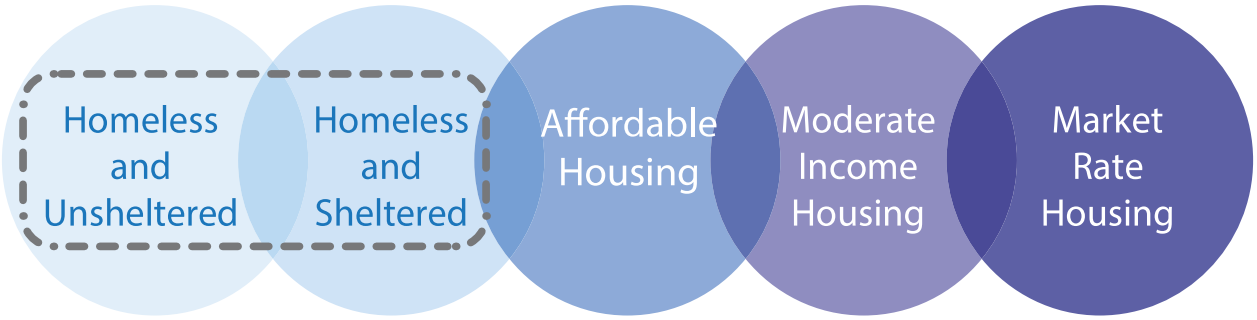
Ø Discontinued

♦ Potential goal if additional investment is made

* Units include the 2-year goals/cumulative

** Units are also included in previous goals

2 In December 2018, the Technical Assistance Collaborative released the Lane County Homeless Services System recommendations. This report is often referred to as the TAC report or TAC.



1 HOMELESSNESS

Homelessness is traumatizing for those who experience it and has significant impacts on the broader community. The City works closely with Lane County and other community and regional partners to provide safe shelter for people experiencing homelessness with the goal of transitioning them into permanent housing options. While homelessness is often intertwined with overlapping social issues, the HIP is specifically focused on homelessness within the context of the housing continuum. Visit our website for more information about how Eugene is addressing homelessness.

Two-year goals, which were planned for July 2022-June 2024, are retired unless otherwise noted. For more details about the progress all HIP two- and five-year goals, see the HIP 2-Year report.

Symbol Key

- ✓ Complete
- ∞ Continued as part of 5-year goal
- Ø Discontinued
- ✧ Potential goal if additional investment is made

Goals

Homelessness Two Year Goals (June 2022 – June 2024)

During the first two years of the HIP, the City focused on increasing access to shelter and services for people experiencing homelessness through creating additional shelter spaces, including a new River Avenue Navigation Center and utilizing new All In shelter funding from the State. In addition to increasing access to shelter, the City completed a street outreach pilot that provided support for people staying in unsanctioned areas.

H-2.1 Increase stability and safety for individuals experiencing homelessness through provision of temporary shelter and supportive services.[5]

a. Expand the number of City supported Safe Sleep spaces to 500 in the first year of the HIP (FY23 by June 30, 2023). [6] ✧Ø *discontinued; additional investment needed to reinstate as a future goal.*

b. Partner with Lane County in completing the River Avenue Navigation Center to add 75 low-barrier shelter spaces in a new permanent facility. ✓*completed*

c. Increase stability (assessed via a self-sufficiency matrix) for all individuals in City supported shelters through connection to and utilization of supportive services. ∞ *see 5.3*

d. Increase provider capacity to operate shelter sites and provide supportive services. ∞ *see 5.4*

H-2.2 Increase the safety and stability of people experiencing homelessness and living outside by enhancing supportive services.[7]

a. Develop and deploy street outreach pilot and support to unsheltered individuals to increase stability and access to supportive services. ✓*completed*

b. Develop and implement a fully coordinated response protocol across all City program areas and with the broader homeless service system. ∞ *see 5.6*

see page 18 for footnotes

Goals
Homelessness Five-Year Goals (through June 2027)

Through June 2027, the City will continue to work with regional partners to implement a robust regional plan for building a high-functioning and integrated system of homeless supportive services. The City will also continue to build partnerships with community groups to better prevent individuals from becoming or remaining homeless.

Averaging more than 3,400 people experiencing homelessness in a community of 178,000, with only about 1,000 shelter spaces, it's important to note that HIP goals do not reflect the full need our community, rather they represent the strategic work that can realistically be achieved with the limited resources available.

H-5.1 Work with Lane County and Homes for Good to develop analytical tools to more comprehensively account for homelessness in the region and support strategic investments. These tools would include modeling around inflow and outflow and examine existing housing inventory and housing production.

H-5.2 Increase community engagement in addressing homelessness by cultivating non-traditional partnerships that support people experiencing homelessness through the continuum of unsheltered to housed. This collective action approach will likely be led by community partners, with participation from the City and would focus on the creation of new, or alignment of existing, programs and services to prevent individuals from entering homelessness and quickly intervene in situations where people do become homeless. These programs and services will likely include:

- Innovative housing development
- Improved access to health care services (medical, mental health, behavioral health)
- Improved access to addiction services
- Flexible funding for one-time diversion efforts
- Workforce development
- Federal and state advocacy

H-5.3 Increase stability and safety for individuals experiencing homelessness through provision of shelter and supportive services.

a. Sustain existing City-supported shelter

b. Increase stability (assessed via a self-sufficiency matrix or similar tool) for all individuals in City-supported shelter through connection to and utilization of supportive services. - *continued from H-2.1c*

H-5.4 Partner with Lane County and local shelter providers to increase exits to housing as much as possible given limited housing stock, implement coordinated shelter entry and lateral referral processes, reduce exits to unsheltered homelessness, expand shelter options in targeted ways to address gaps within the shelter system, improve equity outcomes across the network and increase organizational capacity of shelter providers. - *continued from H-2.1d*

H-5.5 Shelter to Housing Development. Purchase land with the long-term intention to develop Affordable Housing. While the housing development process is underway, provide shelter on site. Create infrastructure on site (water, electric, sewer, ingress/egress) that serves both shelter in the short term and Affordable Housing in the medium-long term. - *new goal added FY25*

H-5.6 Increase the safety and stability of people experiencing homelessness and living outside by enhancing supportive services. Develop and implement a fully coordinated response protocol across all City program areas and within the broader homeless service system. - *continued from H-2.2b*

HIGH PRIORITY POLICIES AND PROGRAMS

Supporting Shelter Sites

Eugene has less than three shelter spaces for every ten people experiencing homelessness, leaving approximately 70% without access to shelter.[8] To help address this critical need, the City supports a diverse set of shelter options to increase stability and safety for individuals experiencing homelessness. These options include vehicle or safe parking sites, non-congregate village-style sites, and congregate shelters. Utilizing one-time pandemic related funds, the City worked hard to set up several new shelter programs and sites over the last four years that increased city supported spaces by 64% over the past four years including working with Lane County to create the River Avenue Navigation Center, a 75-bed congregate shelter that opened in September 2022. Development and operation of the City-supported shelter sites that Council approved prior to the start of the HIP period absorbed the City's one-time funds for creating new shelter. As of the end of FY24, there were 675 City-supported shelter spaces in operation, and only 1,049 total shelter spaces in all of Eugene.[9,10] Significant new funds would have been necessary to develop and operate additional spaces to meet the HIP two-year goal of 500 Safe Sleep site spaces, with even more investment needed to meet the need of the approximately 3,400 people experiencing homelessness in Eugene.

Enhancing Supportive Services

While increasing shelter capacity has been an essential component of our strategy, supportive services are also an important part of increasing stability and access to housing for individuals. The City has worked to ensure that supportive services are offered within the City-supported shelter programs and will continue working to build out the supportive services and resource connections offered within these shelters. Additional efforts to enhance supportive services for people experiencing homelessness included a street outreach pilot to help make connections between people who are unsheltered and existing community programs and ongoing support for the Eugene Service Station day access center as well as for 15th Night, which serves homeless and at-risk youth. The City works closely with Lane County, which administers the majority of federal, state and local funding allocated to human service and housing programs for people in our area who are homeless or low-income. Finally, City efforts will include working with community partners to address other factors that contribute to homelessness such as addiction, mental illness, and inadequate health care. One such effort is to support the Community Court Provider Room's expansion into more of a drop-in space for walk-ins downtown to receive connections to a variety of services and resources. Leveraging broader community partnerships in a collective impact model will create opportunities for the City to engage in and advocate for necessary programs and policies related to supportive services.

5 This goal was partially completed in the first two years of the HIP; H-2.1c and H-2.1d will continue to be monitored as five-year goals H-5.3 and H-5.4.

6 Safe Sleeps sites refer to a specific type of shelter. Going forward the City will report on total shelter spaces, not specific types of shelter.

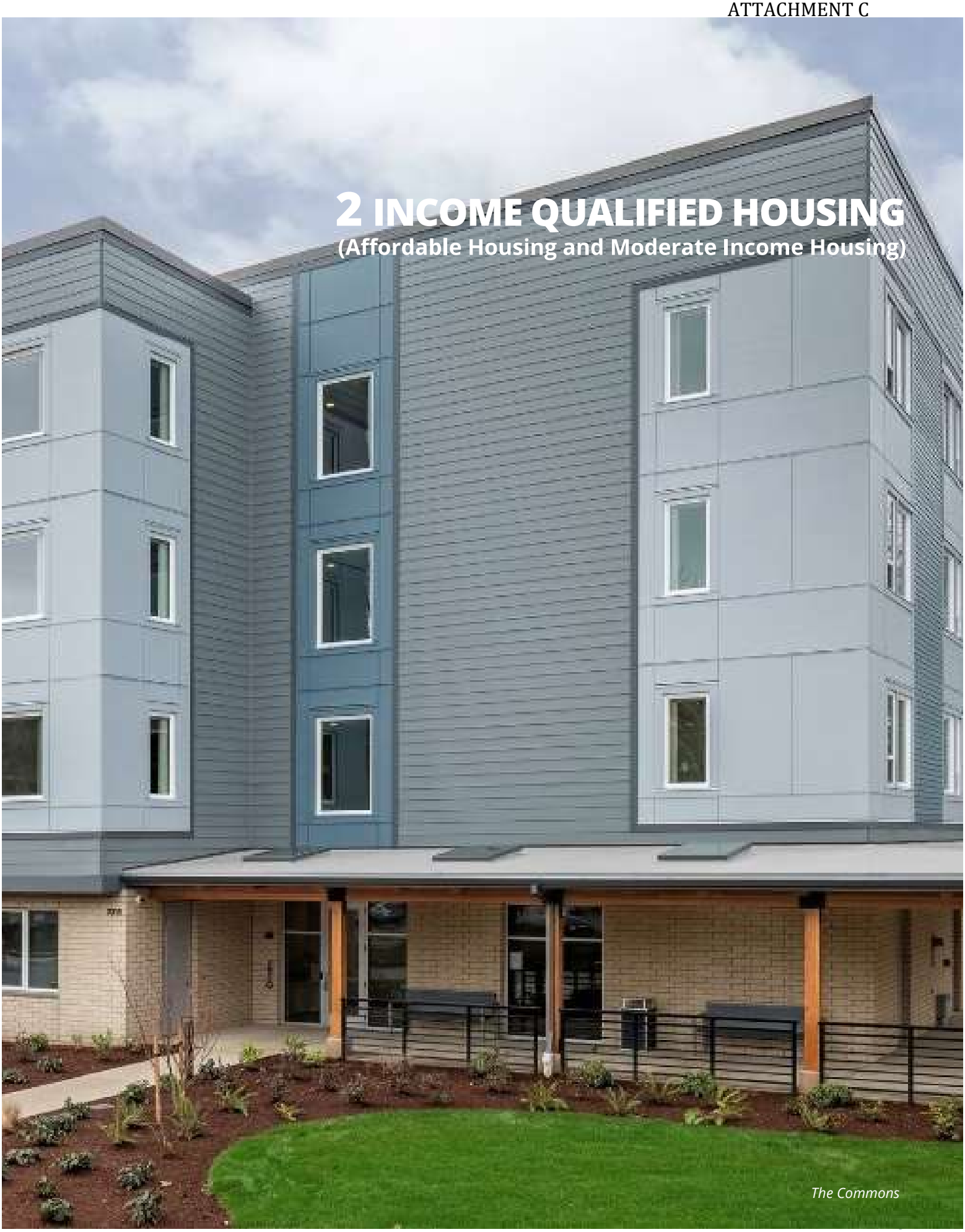
7 This goal was partially completed in the first two years of the HIP; H-2.2b will continue to be monitored as five-year goal H-5.6

8 1,049 shelter spaces for approximately 3,400 people experiencing homelessness

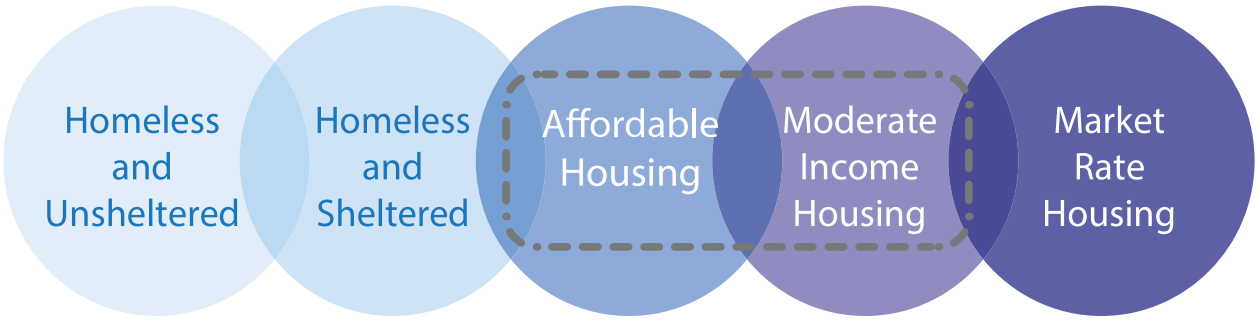
9 The City budget is measured on a Fiscal Year rather than the calendar year which ranges from July 1 – June 30. For example: Fiscal Year 2024 (FY24) is July 2023 – June 2024. Fiscal Year 2025 (FY25) is July 2024 – June 2025 and so on.

10 Data source: Lane County Human Services Division Dashboard and City of Eugene Homeless Services Staff

2 INCOME QUALIFIED HOUSING
(Affordable Housing and Moderate Income Housing)



The Commons



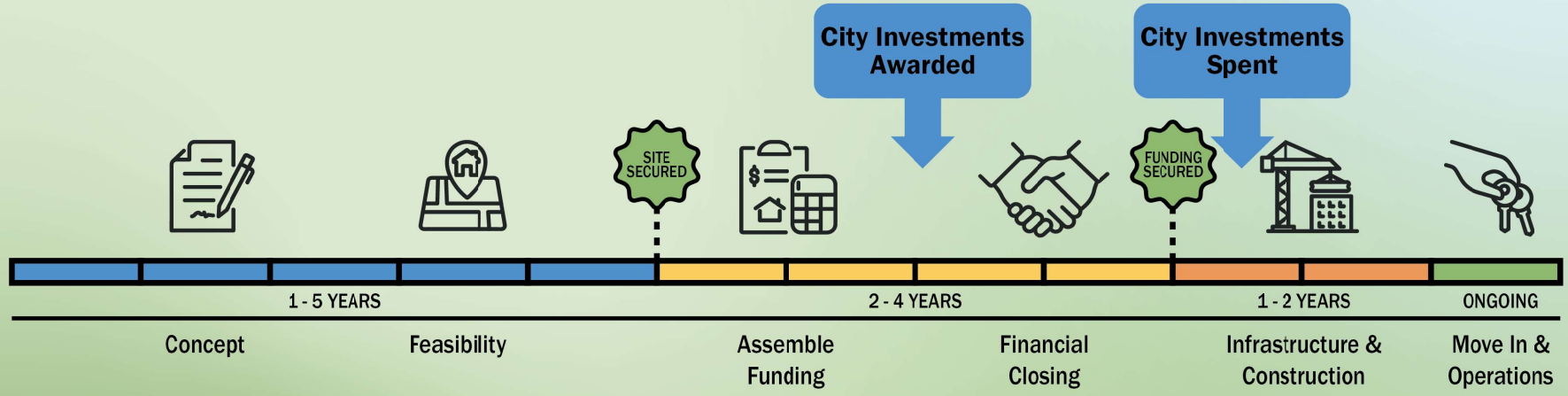
Income qualified housing is key to transitioning previously homeless households and many others who are burdened by rising rents and stagnant incomes, into stable housing. It encompasses housing that is for families making 0-120% of the Area Median Income (AMI) and includes Affordable Housing and Moderate Income Housing *(see page 9 for the AMI table)*. Income qualified housing requires new residents to verify their income eligibility before moving in. Programs and investments under this focus area include publicly subsidized permanent supportive housing (PSH) and other types of Affordable Housing and Moderate Income Housing. The City partners with and supports public agencies, non-profit, and for-profit developers who leverage multiple funding sources to build income qualified housing.

Urban Growth Strategies Open House

Affordable Housing Development Process

4 - 10 Years

In Eugene, Affordable Housing is created by private, non-profit, and public housing developers. Timelines can vary depending on conditions but include these general steps.



City of Eugene programs provide funding and regulatory incentives to encourage and support the development of permanent, transitional and emergency housing by affordable housing providers.

The City of Eugene does not own, operate, build or manage housing. Instead, the City collaborates with partners by offering funding and regulatory incentives to support Affordable Housing development.

Income Qualified Two-Year Goals (July 2022-June 2024)

The two-year goals were planned for July 2022-June 2024 and are retired unless otherwise noted. For more details about the progress all HIP two- and five-year goals, see the HIP 2-Year report.

During the first two years of the HIP, the City supported housing developers to preserve and construct income-qualified units with a specific focus on increasing affordable rental and homeownership opportunities and developing new PSH units for people who are experiencing chronic homelessness.[11] In addition to Affordable Housing, the City has worked to support the redevelopment of the 1059 Willamette mixed-income project in downtown Eugene, but those units are not anticipated to open during the two-year period. Throughout this two-year period, the City worked to embed fair housing strategies within housing production, preservation, and protection programming. Examples include ongoing contracts to support public fair housing hotlines, maintaining fair housing criteria in request for proposal processes, and utilizing multilingual communications and affirmative marketing activities.

IQ-2.1 Support Affordable Housing developers to preserve existing units and construct new units

a. Target for Housing Preservation: 95 existing units[12]

b. Target for Housing Development: invest in 310 new units

IQ-2.2 Increase the number of PSH units

a. Target for PSH: invest in 50 new units[13]

IQ-2.3 Increase support for Affordable Homeownership: 120 units[14]

a. Target for housing preservation: 60 existing units

b. Target for housing development: invest in 60 new units

Symbol Key

✓ Complete

∞ Continued as part of 5-year goal

Ø Discontinued

✧ Potential goal if additional investment is made

IQ-2.4 If Council chooses to invest in City Fee Assistance for income qualified housing, the number of units would depend on the amount available for assistance; with an estimated $1.3M per year:[15]

a. Secure 280 units that are anticipated to receive investments through other City programs but that do not have all the subsidy needed to start construction;[16] ∞ *see IQ-5.6*

b. Invest in additional 90 units for projects that are not already receiving other City support – *Ø discontinued*

[11] These projects are years in the making (see Affordable Housing Development graphic on page 21). The unit counts in the two- and five-year goals represent the timing for when a unit becomes available for lease/sale (rather than when the City awards funds to the projects, when construction starts, or when a project is closed out in the Federal reporting system, if applicable).

[12]Unit counts in this goal do not include Low Income Rental Housing Property Tax Exemption (LIRHPTE) renewals. City Council approved LIRHPTE renewals for two applications in the first two years of HIP, which preserved affordable rents for 158 existing units.

[13]This number is also included in the "Target for Housing Development" total units included in goal 2.1b.

[14]This number is also included in the "Target for Housing Preservation" and "Development" totals in goal #2.1.

[15]Council approved the use of $2,287,000 of City general fund enabled by one-time pandemic related funds in the December 2021 Supplemental Budget (for the FY22 Budget) to provide City Fee Assistance for income qualified housing.

[16]The funding provided in the FY22 Budget supports the development of PSH, rental, and ownership opportunities through a combination of already funded projects and projects already awarded through program RFPs. Saw progress in the first two years of the HIP; the rest will continue to be monitored as five-year goal 5.6a.

Goals
Income Qualified Five-Year Goals (July 2024-June 2027)

Through June 2027, the City will continue supporting the construction and preservation of income qualified housing, including the development of new PSH for single adults, while also utilizing City owned land as redevelopment sites for Affordable Housing. In addition, the City anticipates supporting moderate income housing in downtown. The unit numbers in Goal 5.1 below include the two-year goal numbers in the above section to provide a cumulative total over the five-year period.

IQ-5.1 Continue investing in increasing the supply of Affordable Housing (0-80% AMI)

a. Target for Preservation: 325 units *[250 rental; 75 ownership]*[17]

b. Target for Development: invest in 835 units *[210 PSH; 125 ownership; 500 rental]*

IQ-5.2 Support the development of PSH units in Eugene as part of the community's homeless systems transformation efforts: 263 units[18]

IQ-5.3 Support the development of mixed-income housing that includes moderate income (60–120% AMI) and market rate units.

a. Target: 133 units[19]

b. Potential additional units if Council chooses to invest in downtown moderate-income units as part of property dispositions. ✧

IQ-5.4 Contribute land to the creation of additional units

a. Purchase two sites for the existing landbank program and complete Request for Proposals processes to select two projects

b. Redevelop existing City owned site(s)

- 13th and Chambers (Ollie Court development)
- 34th and Hilyard

c. Redevelop existing Agency-owned site at the downtown riverfront (lot 2)

IQ-5.5 Incorporate Fair Housing opportunities that specifically support protected classes through innovative housing strategies and prioritizations in income-qualified redevelopments.

a. Investigate and leverage State and Federal program dollars

b. Complete one project with new resources

IQ-5.6 City Fee Assistance for Income Qualified Housing

a. Track the remaining units from two-year goal that were awarded City Fee Assistance during the first two years of the HIP but that did not open in that time. – *continued from IQ-2.4a*

b. If Council chooses to make additional investment in City Fee Assistance for income qualified housing, the number of units added to the housing pipeline would depend on the amount available for assistance. ✧*See appendix E "Investment Opportunities" for more information about this potential goal.*

[17]Unit counts in this goal do not include LIRHPTE renewals, although the tax exemption plays an important role in preservation of existing units. (Council will consider approval of LIRHPTE renewals for an estimated 500 units during the HIP period.)

[18]210 of these units are also included in the "Target for Development" total in goal 5.1b. The Lane County Shelter Feasibility Study, also known as the TAC Report, includes a goal of 350 PSH units for single adults in Lane County. Eugene's portion is 75% of the total 350 unit county-wide goal, which is 263 units. Counting toward that goal from before the HIP period is the Commons on MLK (51 units). HIP 2 year progress is shown in the 2-year report.

[19]Council approved investment of $1.84 million in this goal for the 1059 Willamette redevelopment with MUPTE fee revenue and Urban Renewal funds, with a unit mix of 68 income-qualified units at 80% AMI and 65 market-rate units (total of 133 units).

Iris Place

HIGH PRIORITY POLICIES AND PROGRAMS

Permanent Supportive Housing (PSH)

PSH is a housing model designed to provide housing assistance and supportive services on a long-term basis for people that experience chronic homelessness. Supportive services include mental health resources, substance abuse treatment, peer education and assistance with independent living skills. As part of the recommendations from the Homeless System Transformation work in partnership with Lane County, the City is working with our Affordable Housing partners to develop a total of 263 new units of PSH for single adults by the end of the HIP Period (July 2027).

The first round of projects related to this initiative were completed prior to the start of the HIP. Through FY22 (July 2021-June 2022), the City supported 81 units, 51 of which are specifically for single adults. In the first two years of the HIP, 102 PSH units with City support opened. More PSH projects are scheduled to be built over the HIP Period (see Appendix C). Although the City and its housing development partners are actively working to build more Permanent Supportive Housing they face several challenges. These include expanding the capacity of local service providers to manage new PSH projects and securing funding for essential supportive services. These challenges may impact the timing and number of PSH units that are able to be built and operated in the community.

City Fee Assistance for Income Qualified Housing Development

Several years ago, the Oregon State legislature made new funds available through the Oregon Housing and Community Services Department for affordable housing development. As a result, the number of multi-unit Affordable Housing developments proposed in Eugene increased significantly. As the number of proposed developments increased, the demand for local subsidies quickly outpaced the amount available. The availability and predictability of local subsidies directly impacts the creation of new affordable units. Income qualified housing, especially those receiving Low-Income Housing Tax Credit or development types like Permanent Supportive Housing, need substantial subsidies from a variety of sources to be feasible.

Since 1998, a City program exempts a certain amount of System Development Charges (SDCs) for rental and homeownership developments serving low-income households (60% AMI for rental and 80% AMI for ownership units). SDCs are charges applied to new development to help offset the impact of development, redevelopment or an intensification of use on the City's infrastructure. SDCs fund the expansion of essential City services including our transportation network, parks,

stormwater and wastewater systems. The Eugene Code imposes a cap on the total amount of exemptions available annually for low-income housing projects within Eugene. This cap amount is adjusted annually proportional to changes to the SDC base fee. The annual low-income housing SDC exemption cap for FY25 is $263,269. With this cap, an exemption is not guaranteed for all Affordable Housing developments that qualify. For perspective, the annual cap on low-income housing SDC exemptions is less than the average SDC fees for a 50-unit project. Exemption amounts range in size, with some as low as $4,000 and some as large as $300,000, with an average exemption size of $128,000. In FY20 and FY21, Council provided City fee subsidies in the form of allocating General Funds to pay SDC fees for specific Affordable Housing projects. However, the appropriation process and timing through the supplemental budget process does not allow for the timely planning of project financing and thus creates uncertainty for developers. (See Appendix E for information on the potential additional investment opportunity related to City Fee Assistance for income qualified housing.) In December 2021, Council provided an initial investment in City Fee Assistance with one-time pandemic related funds of just under $2,278,000 to:

1) enhance affordability in income qualified projects supported with other City investments, such as projects receiving HOME and Affordable Housing Trust Fund dollars, and

2) invest in other income qualified units such as projects eligible to participate in the Low-Income SDC Exemption Program.

The projects that were awarded these funds will create new housing units, many of which will come online during the HIP period. Additional funding for projects in later years could be part of future budget conversations.

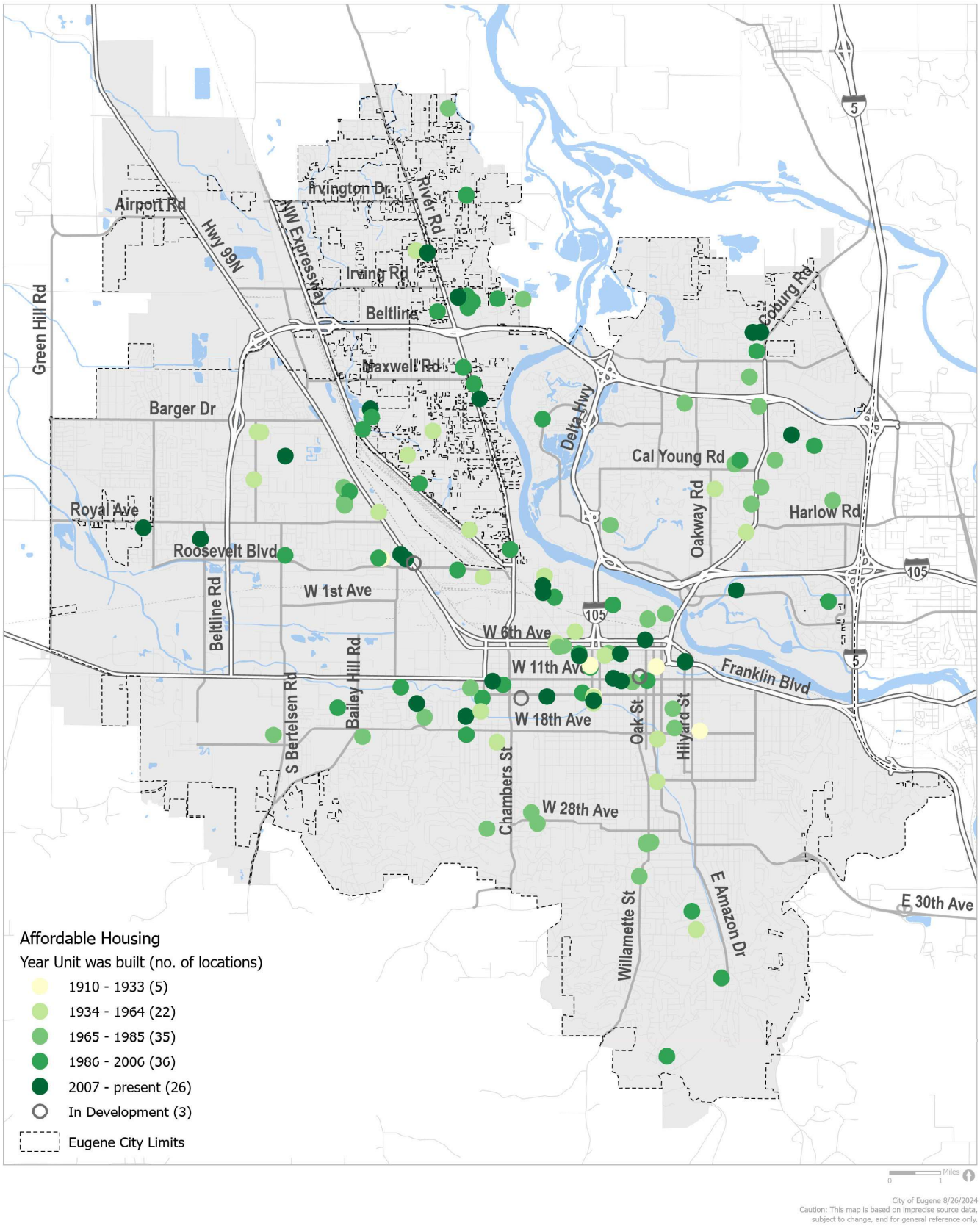
Consolidated Plan

In order to receive U.S. Department of Housing and Urban Development (HUD) funds, jurisdictions are required to complete, adopt and submit a five-year Consolidated Plan. The Consolidated Plan presents an assessment of local housing, homelessness, and community development needs, identification of priority needs for use of funds received from HUD, and presents strategies to address the priority needs. HUD funding is delivered through a combination of Community Development Block Grant (CDBG) and HOME Investment Partnership (HOME) funds.

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

The Draft 2025 Eugene-Springfield Consolidated Plan completed its Advisory Committee process in December 2024, the committee consists of both Eugene and Springfield residents and the City Councilor from each City that sits on the HOME Governing Board. On December 10th, 2024 the joint Eugene-Springfield Advisory Committee voted to the recommend approval of the 2025 Consolidated Plan and Strategic Goals as presented. City Council will take action on the 2025 Consolidated Plan in Spring 2025.

Affordable Housing (by Year built)



Affordable Housing and Multi-Unit Property Tax Exemptions

Property tax exemptions are an important tool that the City utilizes to promote development of housing that serves community interest. Currently, housing developers are able to apply for City Council approval of Low-Income Rental Housing Property Tax Exemption (LIRHPTE), which is authorized by the State to create Affordable Housing for residents earning up to 60% AMI. In the downtown area, developers can apply for a Multi-Unit Property Tax Exemption (MUPTE), a state-enabled program that helps make multi-unit market-rate housing projects in the urban core financially feasible.

It is possible that a portion of the MUPTE State statute could allow City Council to provide a tax exemption to support the creation of income qualified housing above 60% AMI throughout the city. Staff would need to research the details of such a program, and how, for example, it would complement the LIRHPTE program and how much flexibility the City has to define affordability levels for eligible projects. Ultimately, implementing that portion of the MUPTE statute would be up to Council. (See page 36 for other tax exemption information.)

Landbanking

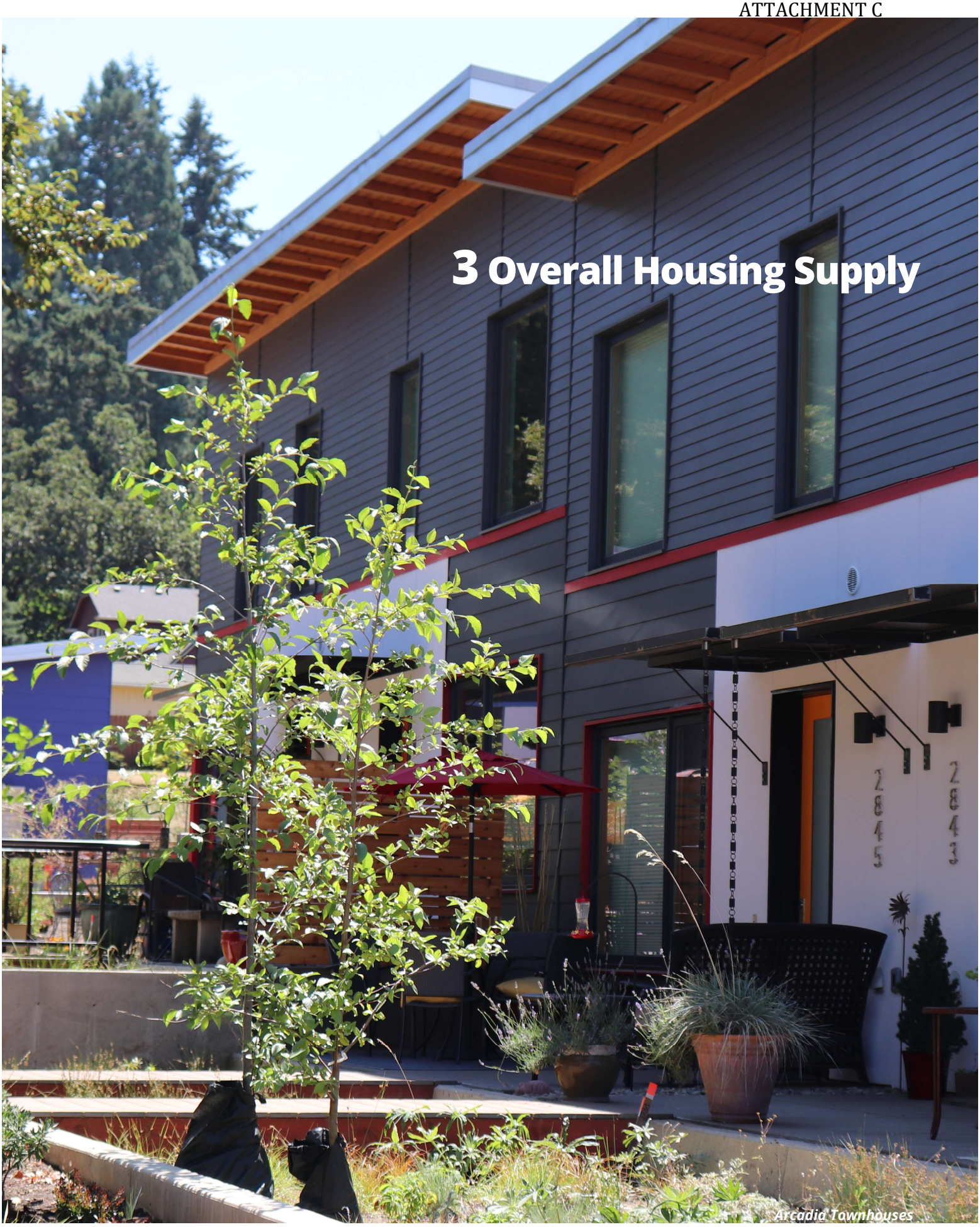
When funding is available, the City actively works to purchase land to contribute to Affordable Housing redevelopment projects. This program is successful in providing opportunities for Affordable Housing developers to competitively bid on developing these properties using a Request for Proposal (RFP) process. Historically, the City has used Federal Community Development Block Grant (CDBG) funds to purchase land. Unfortunately, CDBG funds, when adjusted for inflation, are just under half of what the City received 20 years ago; while land prices have increased by 150-200% conservatively in the current market.[20]

In the five years prior to the HIP period, the City acquired two properties and offered them to developers through an RFP process for the construction of Affordable Housing. Iris Place on River Road was fully occupied in 2022, and a second property, at 1059 Willamette will feature 133 mixed income housing units including 68 income-qualified units at 80% AMI, and 65 market rate units. Construction on 1059 Willamette is anticipated to start in 2025.

The City partnered with Affordable Housing developer Homes for Good to redevelop the former City-owned property at 13th Avenue east of Chambers Street. The development, Ollie Court, will feature 80 income qualified units, one onsite manager unit, and an Early Learning Center. Redevelopment of two City owned properties: 34th Avenue and Hilyard Street, and the Urban Renewal Agency-owned parcel at the downtown riverfront (lot 2) are still in progress and expected to be offered to developers in an RFP process in 2025. In October 2024, the City purchased a 0.9-acre property at 1091 Coburg Road, using Federal CDBG funds. The property is in an established residential area with convenient access to public transit, parks, schools, commercial areas, grocery stores, pharmacies, medical facilities, and other essential services. The site has the potential to support 18 to 25 homes. Following this recent purchase, the 1091 Coburg Road site could be included in the HOME Investment Partnership Program RFP, anticipated for release in August 2025. In addition, the City will look to purchase an additional property for future Affordable Housing site during the HIP period. *(See Appendix D for map and potential timing and use for redevelopment of City Owned Land for Housing.)*

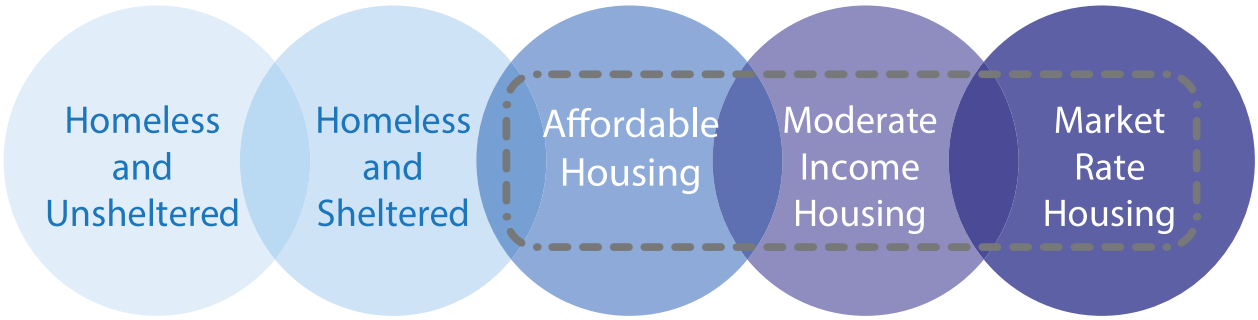
See Map of Affordable Housing developments in Eugene on the previous page.

[20] Prices of land for housing (R-2, R-3, and R-4) not including campus R-3 and R-4 comparing 2010 to 2024. The land price increase has been exasperated by the increased cost of money and the continued higher construction costs.



3 Overall Housing Supply

Arcadia Townhouses



Lakeview Housing

One of the seven Pillars of Envision Eugene is "provide housing affordable to all income levels," which can only be achieved by focusing on creating an adequate supply and a variety of housing types in our community. While most housing is built by private developers, the City uses targeted programs and policies to support the construction and provision of housing within Eugene. In 2012, Eugene projected a housing need of 15,000 units to accommodate population growth over 20 years. We now know the real need is much higher – ongoing work at the State, called the Oregon Housing Needs Analysis (OHNA), will change how cities plan for housing to create a more complete understanding of this need.[21] As of January 1, 2025, the State indicated that Eugene needs to increase annual housing production by about 70% over the next 20 years to accommodate population growth, address decades of underproduction, as well as meet the needs of people experiencing homelessness. The projected housing need will be integrated within the City's ongoing urban growth boundary planning work, called Urban Growth Strategies.

New Revenue Sources

Housing and shelter are Strategic Priorities for the City. The current and expected funding sources available will not support the level of housing production and the shelter need that is responsive to the current housing crisis. In FY24, the City conducted a review of potential revenue and funding ideas as possible solutions to the budget gap in the General Fund and other at risk areas. Some of these review ideas, such as increases to the Construction Excise tax, Rental Housing Fee, and General Obligation Bond for Affordable Housing, could be explored further as avenues to provide additional funding to support current and future HIP policies/ programs. The City Council has also requested a future Council retreat on Long Range Planning in FY26 to discuss priorities and funding solutions across City service areas over the long-term planning horizon.

(See Appendix B for the 5-Year Financial Forecast for the HIP Period with current and expected funding sources.)

[21] See link for full report: https://www.oregon.gov/ohcs/about-us/Documents/RHNA%20and%20OHNA/2020-RHNA-Technical-Report-Final.pdf

What is a City's Role with Housing Development?

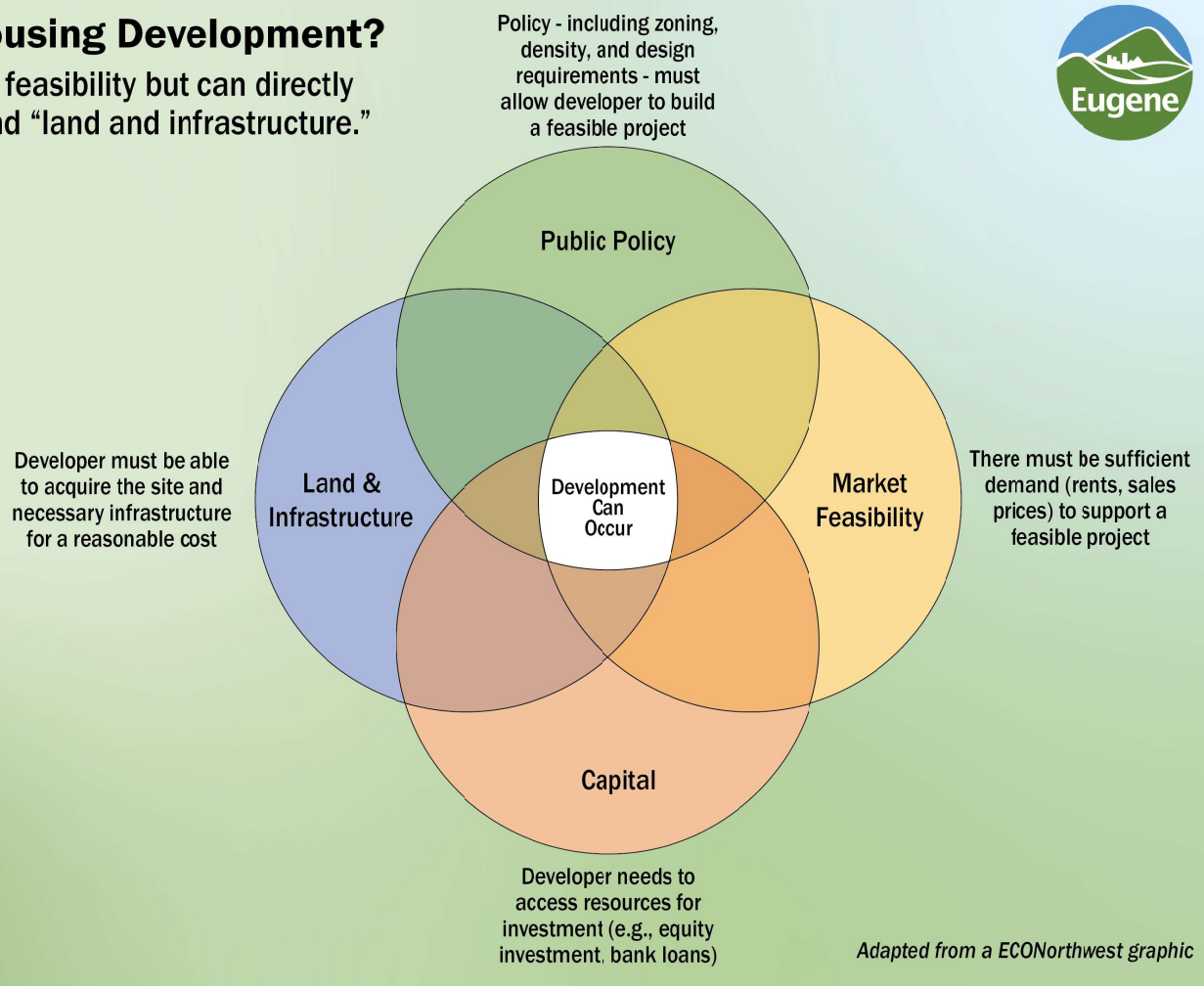
Cities have limited influence on market feasibility but can directly influence the areas of "public policy" and "land and infrastructure."

Cities can influence public policy, land, infrastructure and financial feasibility through:

- Providing land at no or reduced cost
- Awarding capital through loans and grants for development fees and other project costs
- Exempting property taxes
- Investing in infrastructure within the Urban Growth Boundary
- Promoting policies that allow more housing types and more compact development

Possible Disruptions

- Inflation & Construction Costs
- Interest Rates
- Changes in Funding Sources
- Competition for Resources
- Labor Shortages
- Natural Disasters



Crescent Village

GOALS

Overall Housing Two-Year Goals (July 2022-June 2024)

The two-year goals were planned for July 2022-June 2024 and are retired unless otherwise noted. For more details about the progress all HIP two- and five-year goals, see the HIP 2-Year report.

Housing production is a slow and complicated process, so most overall housing goals were set with a five-year runway. The only two-year overall housing goal, "Create an Anti-Displacement Action Plan", did not receive the resources needed for exploration and implementation and is continued as five-year goal 5.4.

O-2.1. Create an Anti-Displacement Action Plan ✧ ∞ *see O-5.4*
Eugene's challenge of housing affordability is due to a lack of overall housing supply for both rentals and homeownership. At the same time, increased demand for housing has caused disproportionate hardship on our most vulnerable residents. The City will look to take steps toward increasing housing supply and, with additional resources, could create an anti-displacement action plan.[22]

In a tight housing market, low-income and vulnerable Eugene residents are most at risk of involuntary displacement from their neighborhoods due to increased market values, rents, or changes in the neighborhoods' basic amenities and cultural cohesion. Creating an anti-displacement action plan would help achieve and maintain an equitable and stable housing environment that benefits the entire Eugene community, with a particular focus on supporting those most at risk of being displaced.

see page 32 for footnotes

Symbol Key

- ✓ Complete
- ∞ Continued as part of 5-year goal
- Ø Discontinued
- ✧ Potential goal if additional investment is made

Goals

Overall Housing - Five Year Goals (through June 2027)

The City set target goals for the five-year HIP period that begin to address the lack of overall housing supply in our community. Because of the unpredictability of the housing market and the time necessary for new housing to be developed, the City set ambitious five-year goals for sustained impact.

O-5.1. Issue permits for the construction of 6,000 housing units

In 2020, the State of Oregon found that Eugene would need to produce an average of 1,200 units per year to support Eugene's expected population growth and address the existing shortage of units over the next 20 years, between 2020 and 2040. On average, the City has issued permits for over 800 dwellings per year during the period between 2000 and 2020. The HIP goal is based on an increase of that average to 1,200 units permitted annually over the five-year HIP period.[23] This includes permits for all housing types, from accessory dwellings to apartment complexes and everything in between, for both rental and homeownership, at all income levels, in all locations. There is overlap between this goal and the previous goals pertaining to income qualified housing and the next goal about downtown.

O-5.2. Increase the amount of housing downtown by 50% from 2021; an increase of over 1,000 units

Downtown Eugene is the social, economic and cultural heart of the community. It produces more tax revenue than any other part of the city (on a per acre basis) and is a highly efficient use of land. Compact development in the walkable and bikeable downtown area reduces climate impacts, which is consistent with goals set by the City's adopted Climate Action Plan 2.0. Additionally, compact development is one of the seven Envision Eugene Pillars. By July 2027, the City will work to increase the amount of housing downtown by 50% from 2021; an increase of over 1,000 units.[24]

O-5.3. Incorporate tools and strategies from the Racial Equity and Accessibility Lens into the development of policies and programs explored through the HIP

The Racial Equity and Accessibility Lens toolkit process operationalizes anti-racist and inclusionary planning practices in order to ,1) address racial impacts in our decision-making process at a systemic/ institutional level, and 2) address the intersectional needs that determine adequate access to safe and affordable housing for broader marginalized communities, including cultural, physical, developmental, and geographical needs.[25]

O-5.4 Create an Anti-Displacement Action Plan ✧ *continued from O-2.1*

In a tight housing market, low-income and vulnerable Eugene residents are most at risk of involuntary displacement from their neighborhoods due to increased market values, rents, or changes in the neighborhoods' basic amenities and cultural cohesion. Creating an anti-displacement action plan would help achieve and maintain an equitable and stable housing environment that benefits the entire Eugene community, with a particular focus on supporting those most at risk of being displaced.

[22] See Appendix A for the schedule of policy exploration.
[23] The Growth Monitoring program provides annual updates on how many permits for net new dwellings are issued each year.
[24] The units in this goal are part of the total permits in goal 5.1.
[25] Appendix H of the HIP

Amazon Cottages

HIGH PRIORITY POLICIES AND PROGRAMS

Land Use

Middle Housing Code Amendments

The Oregon State Legislature passed a law in June 2019 (House Bill 2001) that requires large cities in Oregon, including Eugene, to amend their land use regulations to allow more housing types like duplexes, triplexes, fourplexes, cottage clusters, and townhouses (collectively referred to as middle housing) in residential areas where single-unit detached homes are allowed. As part of this land use code amendment process, the City conducted extensive community engagement with a focus on equity in an effort to uphold the City's commitment to inclusion, collaboration, and transparency.

The resulting adopted code changes go beyond the minimum state requirements to encourage and incentivize the creation of middle housing in Eugene, particularly near transit routes to promote compact development *(learn more about Middle Housing Incentive Exploration on page 38)*.

The code also addresses Senate Bill 458 (2021), which requires the City to allow for land divisions for middle housing types, so that each unit is on a separate lot and can be purchased for homeownership. After it was adopted, Eugene's ordinance was appealed to the Land Use Board of Appeals (LUBA). On October 12, 2023, based on the Court of Appeals consideration, LUBA remanded the Eugene City Council's decision.

In spring of 2024, City Council adopted a new ordinance, attempting to address the remand issue and reinstating Eugene's middle housing code. However, on July 10, 2024, LUBA once again remanded Council's decision on the topic of infrastructure. Thus, as of August 1, 2024, the City's middle housing code is no longer in effect, and the State's model code and statutes apply to middle housing projects. City Council approved an updated ordinance addressing the remand in November 2024 that took effect January 2, 2025.

Urban Growth Strategies

Eugene has initiated a multi-year urban growth boundary (UGB) update that integrates state-required urban growth planning, equitable community engagement, and Council-directed policy work. This collaborative effort, called Urban Growth Strategies, builds off years of community engagement through Envision Eugene to identify the tools, actions, policies, and land needed for housing, jobs, and other urban uses in Eugene for the next twenty years.

Urban Growth Strategies includes three key phases, each of which include housing components.

- Identify community needs and priorities for housing.

This phase will result in 1) the Housing Production Strategy, a state-required work plan that summarizes and prioritizes tools and actions to address housing needs and increase housing production, affordability, and choice; and 2) residential land

Construction on Gordon Lofts and Hotel

use efficiency measures, which are policy tools allowing or encouraging more housing on land than previously expected. This will include designation of Climate-Friendly Areas, among other tools.

- Complete a technical analysis of land needed for jobs, housing, and other urban uses (such as parks, schools, and infrastructure).

This work will result in an evaluation of whether Eugene's UGB needs to be expanded to meet land needs for the next 20 years. This evaluation will consider the findings from the technical analyses (for housing these are the residential Buildable Lands Inventory and Housing Capacity Analysis) to understand and quantify land needs, as well as the expected gains from land use efficiency measures to meet those needs within the current UGB.

- Develop and update the policies guiding land use planning in Eugene.

Using the results of community engagement and technical analysis, policy updates will include, but are not limited to: continued development and adoption of a Eugene-specific comprehensive plan, including new chapters on Housing, Compact Development, Public Facilities, Community Engagement, and Community Health; and a parcel-specific land use designation map, which will clarify and define land use designations and policies for land within Eugene's UGB.

Climate Friendly and Equitable Communities (CFEC) Rulemaking Implementation

In 2022, the State adopted new Oregon Administrative Rules that aim to reduce greenhouse gas emissions while increasing housing choice and creating more equitable outcomes for community members. The new rules require cities to help meet state climate goals through changes to local transportation and housing planning systems. Eugene and Springfield, among other metropolitan areas across the state, are required to change development standards to encourage more climate-friendly development and reduce emissions.

To implement the CFEC rules, in 2023, City Council removed all minimum off-street parking requirements for new development citywide. In 2026, as a part of Urban Growth Strategies, the City Council will designate Climate-Friendly Areas, which are intended to be mixed-use, urban centers where most people can meet their daily needs without relying on a car. Additional CFEC implementation that is not directly related to housing will include the adoption of a regional scenario plan to reduce emissions from

transportation, as well as amendments to Eugene's land use code to encourage more compact, walkable development. Throughout implementation, the City will strive to center the voices of people from underserved communities and improve equitable transportation and housing outcomes, particularly for those who have been harmed by past planning, climate, and transportation decisions.

Place Based Solutions - Downtown Housing Strategies

Prior support for downtown housing has come in multiple forms, especially 1) Affordable Housing investments such as HOME funds and tax exemptions from Low-Income Rental Housing Property Tax Exemption (LIRHPTE), 2) tax exemptions under the Multi Unit Property Tax Exemption (MUPTE) program, 3) Urban Renewal investments, and 4) regulatory incentives, such as the removal of parking minimums in the downtown area. These tools have led to the creation of the majority of the housing units in downtown today, including Broadway Place, First on Broadway, Aurora Building, and West Town on 8th.

Despite community benefits from a strong residential presence downtown, new residential construction faces a number of competitive disadvantages, particularly financial challenges, compared with development in other parts of the city.

City Council amended the Downtown and Riverfront Urban Renewal Districts in 2023 and 2024, placing a priority on supporting the creation of more housing downtown. In 2024, Council, acting as the Urban Renewal Agency Board, approved the creation of Downtown Fee Assistance, a program aimed at incentivizing new housing in the downtown core by using Urban Renewal funds to cover government-imposed development fees, such as Systems Development Charges and permit fees. The City could also continue to explore additional tax exemption opportunities (see page 36). Support for downtown housing will allow the City to meet its goal of adding at least 1,000 new units downtown.

Encouraging compact development in the downtown core is one critical way to provide housing for our growing community. Increasing the number of housing units in the downtown core achieves other policy goals related to climate recovery and resiliency, transportation efficiency, downtown vibrancy, and fiscal sustainability.

Portal apartments- artist's rendering

Sheldon Village

Developing Key Corridors

The City has identified key corridors as streets that have or are planned to have frequent transit service (approximately 15 minutes or better during peak hours). These streets are often accompanied by nearby amenities such as parks, shopping and employment centers making them well suited to support compact development. *(See Appendix G for map of corridors.)* Similar to downtown, development along key corridors faces competitive challenges.

The City will look to support development along key corridors by exploring tax exemption opportunities as well as through implementing the State's new Climate Friendly and Equitable Communities rules *(see page 35)*.

Housing Creation

Tax Exemption Exploration

The City currently employs two property tax exemption programs to encourage development of housing: the Low-Income Rental Housing Property Tax Exemption for Affordable Housing *(explained on page 27)* and the Multi-Unit Property Tax Exemption (MUPTE) for market rate and mixed-income housing. MUPTE can help make developments financially feasible by eliminating the property taxes associated with new construction for 10 years. Currently, City Council has authorized MUPTE for the greater downtown area. Since Council updated the program in 2015, use of it has been limited to several larger developments, and it has not been as effective at encouraging smaller multi-unit developments.

To increase desired housing in the downtown Eugene core, City Council approved the creation of an Accelerated MUPTE program in 2024. The Accelerated MUPTE has a faster and less costly, for both staff and applicants, while maintaining identified community benefits and will only be available for projects in the downtown core to support developments that will help achieve the City's goals for downtown revitalization. Additionally, Council could consider expanding the MUPTE program to other key corridors and/or implementing the portion of the MUPTE statute that could provide further assistance to Affordable Housing developments. *(See page 27 for more information on an Affordable Housing MUPTE.)*

Lastly, the City could explore a property tax reimbursement/ rebate to incentivize Accessory Dwelling Units (ADUs). This policy exploration could occur in FY26. *(See Appendix A for a full timeline of policy and programs.)* Additional resources would be needed to explore these tax exemption options.

City Fees and System Development Charges Implementation

System Development Charges (SDCs) are fees applied to development to help offset the impact of new development

Eugene neighborhood street

or an intensification of use. Local SDCs are collected for transportation, parks and open spaces, stormwater, and wastewater systems and are a primary funding source for implementation of each system's infrastructure master plan. While SDCs are only a portion of total development costs, the calculations behind the charges are complicated and may be challenging for some developers to anticipate in the early stages of project development, potentially adding uncertainty to project costs.

The City has identified three specific areas related to SDC Implementation to focus on over the five-year HIP period:

Communication

- An interdepartmental staff work group from Planning and Development and Public Works will work together to revise and clarify public facing information for customers prior to the permit submission process. The group will also provide comprehensive education for City staff on SDC creation, methodology, and calculation.

SDC Credits and Financial Assistance

- An interdepartmental staff work group from Planning and Development and Public Works reviewed the SDC credit system for alignment with overall housing goals. As part of implementation of the amended Downtown and Riverfront Urban Renewal Plans, the City is in the process of setting up a Downtown Fee Assistance program to pay SDCs for new housing.

Align SDC Incentives with City Housing Goals

- SDC methodologies are regularly updated to reflect the cost of expanding the infrastructure system. During update processes, staff will look for opportunities to align SDC incentives with overall housing goals.

Infrastructure Planning and Prioritization

As part of the adoption of Eugene's UGB, which is intended to provide enough residential, employment and public land for 20 years of population growth, the City updated the Public Facilities and Services Plan to plan for the provision of infrastructure (water and sewer) to all areas within the UGB. However, some areas planned for housing are not yet served with the necessary City infrastructure, such as wastewater. To address these needs, the City:

- Studied and prioritized the extension of capital projects to provide services to undeveloped residential areas within the urban growth boundary incorporating a priority wastewater extension project into the adopted 2023 - 2029 Capital Improvement Plan (CIP) and the proposed 2025 – 2031 CIP.

- Review the Public Facilities and Services Plan for opportunities to better align the City's plans for infrastructure and housing development.

In order to effectively plan, construct and manage infrastructure within the urban growth boundary, the right of way (ROW) is annexed and jurisdiction is transferred to the City. Annexation of the ROW also provides a contiguous "touch point" to the City limits for properties that need it to develop.

Align Land Use Application Fees with Housing Affordability Priorities

Land use application fees have not been increased or changed for over 10 years. As part of an update, which will include raising certain fees to increase the City's cost recovery, the City will look to reduce fees for certain housing types including Affordable Housing, Middle Housing (see Middle Housing Incentives below) and higher density housing along identified key corridors. Most land use application fees are already waived for properties within the Downtown Plan boundary.

Middle Housing, Moderate Income Housing, and ADU Incentives

Throughout the public engagement process for Middle Housing Code Amendments (HB 2001), community members and the Planning Commission emphasized the need for incentivizing smaller and more affordable housing options. To increase desired middle housing, the City will explore a suite of incentives such as fee reductions, tax exemptions, preapproved plans, first-time home buyer assistance, and land use code changes (e.g. density bonuses). Potential incentives would complement other items in the HIP and some incentive programs could be expanded to include middle housing in certain places or city wide if specific targets are met including efficiency targets, like small square footage or income restriction targets. It is anticipated that a comprehensive approach that pairs financial incentives with regulatory changes will have the greatest impact. This policy exploration could occur starting in FY26, if the additional resources are secured. (See Appendix A for the potential policy and program exploration timeline.)

Transportation Demand Management

Housing and transportation are inextricably linked; where we live plays a huge role in accessing jobs, grocery stores, schools, parks and other locations. The City has begun work on creating transportation demand management (TDM) strategies to give people more options to get where they need to go. This could include transportation services and amenities, active transportation, parking management, multimodal subsidies, and education to help people bike, walk, take transit, and share rides for more trips. The TDM planning process will look to create a final strategy that shifts transportation modes and reduces the burden of transportation costs and impact on household income for housing.

Anti-Displacement Actions

Renter Protections

Over half of all Eugene households rent housing and over half of all renters in Eugene are considered "housing cost-burdened" (where a household pays more than 30% of their income for housing). With Eugene's expected growth, many renters will likely experience increased housing pressure, with the burden likely falling on renters with the fewest resources. Landlord-tenant regulation of private rentals is one way that the City can support vulnerable renters.

The City began working with the community prior to the HIP period to determine appropriate measures for addressing renter protections. The Housing Policy Board approved a set of recommendations that were presented to City Council in November 2021. City Council passed Phase I of Renter Protections July 2022 which included support services for tenants and landlords, required move-in/out documentation, rental history references, tenant education, and a cap on application screening fees at $10. Phase II protections for renters to support housing affordability, housing racial equity, and keeping people housed, was approved by Council in July 2023 to limit security deposits, require renter applications be processed in the order received, for landlords to provide relocation assistance to tenants in some cases, and to require eviction

Grant Street Grow Homes
Photo Credit: Cultivate Inc.

reporting. Phase III feasibility analysis will begin when Phase I & II implementation is complete with a focus on application screening regulations and exploration of a local moratorium on no-cause evictions.*

Anti-Displacement Action Plan

If additional resources are made available, City staff will look to coordinate policies and actions to promote equitable development and reduce the harmful impacts of involuntary displacement as Eugene continues to grow. The action plan will guide many of our existing and proposed policies or programs.

Academic and professional publications on anti-displacement identify production, preservation and protection as key policy areas to combating the negative effects of displacement. In developing the plan, the City will look to other cities and models that have proven effective at preventing the effects of involuntary displacement.

Eugene considered the risk of housing displacement of historically marginalized community groups stemming from Climate Friendly Area's designation but a full policy exploration for creating an action plan could start in FY26, if the additional resources are secured. *(See Appendix A for the potential exploration timeline.)* An Anti-Displacement Action Plan would be co-created with community members, building off the work of the 2021 Sustainability Equity Panel and with a particular focus on engaging with communities that are most impacted by displacement. It could include direction on Affordable Housing preservation and development, rental assistance, homeownership assistance, community land trust support, renter protection regulations, and inclusionary zoning requirements.

* A lawsuit in Lane County Circuit Court challenged part of the Phase I protections that Council approved in July 2022. The Court determined on January 31, 2023 that the City is preempted by state law from imposing or enforcing a $10 cap on applicant screening charges. City staff appealed the Circuit Court's decision and the Court of Appeals determined that the City's applicant screening fee cap is not preempted. The plaintiffs appealed the Court of Appeals' decision to the Oregon Supreme Court in November 2024. The Oregon Supreme Court denied the plaintiffs' appeal of the City's cap on applicant screening charges on February 20, 2025. This means that the Court of Appeals' decision stands - the City's Maximum Applicant Screening Charge rule is not preempted by state law. Starting on March 10, 2025 staff began enforcing the rule..

4 ADMINISTRATIVE ITEMS

Santa Clara Place

This section includes items that will enable the City to have a smooth and efficient workflow and strong public processes.

Envision Eugene Comprehensive Plan

Eugene's land use code and policies are rooted in the principles and direction laid out in the community's long range planning document, known as the Envision Eugene Comprehensive Plan. While the first phase of the Envision Eugene Comprehensive Plan was completed in conjunction with adoption of the urban growth boundary, there are still crucial chapters that have yet to be drafted and adopted. The City will complete the Housing and Compact Development chapters of Envision Eugene which grounds Eugene land use code and housing project work in adopted policy. In addition to the Housing and Compact Development chapters of the Envision Eugene Comprehensive Plan, updates include a parcel-specific land use designation map, which will clarify and define land use designations and policies for land within Eugene's UGB. If additional resources are made available, City staff would begin work to align the land use diagram in the comprehensive plan with the existing zoning map. This will provide certainty and reduce land use processes for property owners, developers and City staff and provide clarity about the allowed locations for various housing types and densities for the whole community.

Housing Policy Board Structure and Purpose

The Intergovernmental Housing Policy Board (HPB) acts as a forum for public input into the community issues related to affordable housing. The mission of HPB is to increase the availability of decent, affordable housing for low and very low-income families and individuals in Lane County. HPB makes policy and other recommendations to Eugene and Lane County governments. On September 11, 2023, Housing Policy Board voted to take a hiatus until either such time as the Eugene City Council has concluded its Phase III Renter Protections process and any resulting regulations have been adopted or either elected member representing City or County to the Housing Policy Board request that the Housing Policy Board reconvene. Predominantly and for the past 15 or more years, the focus has been exclusively on Eugene topics and outcomes. To uphold the vision of meeting both the City of Eugene's critical housing policy needs and respecting the intent of the original Intergovernmental HPB agreement, an examination of the structure and regional housing policy wishes is needed. During the exploration process, staff will be aware of the growing need for housing policy support specific to the City as a result of the HIP, in addition to the value and opportunity in working across jurisdictions.

Real Property Disposition Process

Implementing an equitable real property disposition process is one way the public sector can help to address historically marginalized communities and offset the racial wealth gap through real property ownership. If additional resources are made available, research and analysis could be conducted to explore how disposition processes can be structured to result in better outcomes for all sectors of the community. Once this research is completed, staff could bring a recommendation for Council to consider for the City's overall approach to property dispositions. Council (or the Urban Renewal Agency Board) can also consider opportunities to incorporate project criteria that address desired equity outcomes into the dispositions of specific properties they will consider over the next couple of years. (See Appendix A for potential timing.)

Growth Monitoring and House Bill 2003 (2019)

The City is developing a system to efficiently collect growth-related information including population and jobs growth, the number and types of houses being built, and the status of Eugene's undeveloped land supply. Knowing how fast Eugene is growing and the rate of development will help to determine if there is a need to implement ways to grow more compactly (e.g. development incentives or increased density) or grow the land supply by expanding Eugene's urban growth boundary.

This work will directly feed into the Housing Capacity Analysis and Housing Production

1059 Willamette - artist's rendering

Strategy mandated by the State through HB 2003. Eugene is required to analyze future housing needs and determine how to accommodate future population growth, and also develop strategies that encourage the production of needed housing. The HIP will assist in informing these reports which are due to the State by 2026 and 2027, respectively.

Residential Building Decarbonization

Residential building emissions make up 11% of Eugene's total carbon emissions. The City and partners currently offer a suite of incentives to promote more energy efficient construction, including incentives for weatherization, energy efficiency and renewable energy. The City is evaluating existing programs and exploring additional strategies to reduce emissions from residential buildings in order to meet the City's Climate Recovery Ordinance.

ACT Now Lane

Launching in early 2025, after months of coalition building, A.C.T. Now Lane is a cross-sector coalition of community leaders joining together to address our community's housing and homeless crisis. The coalition will work toward a shared vision of making homelessness in our community rare, brief, and non-recurring. As a coalition member, the City will work collaboratively to strengthen the response to the housing and homelessness crisis in our community. The coalition will focus on three areas including:

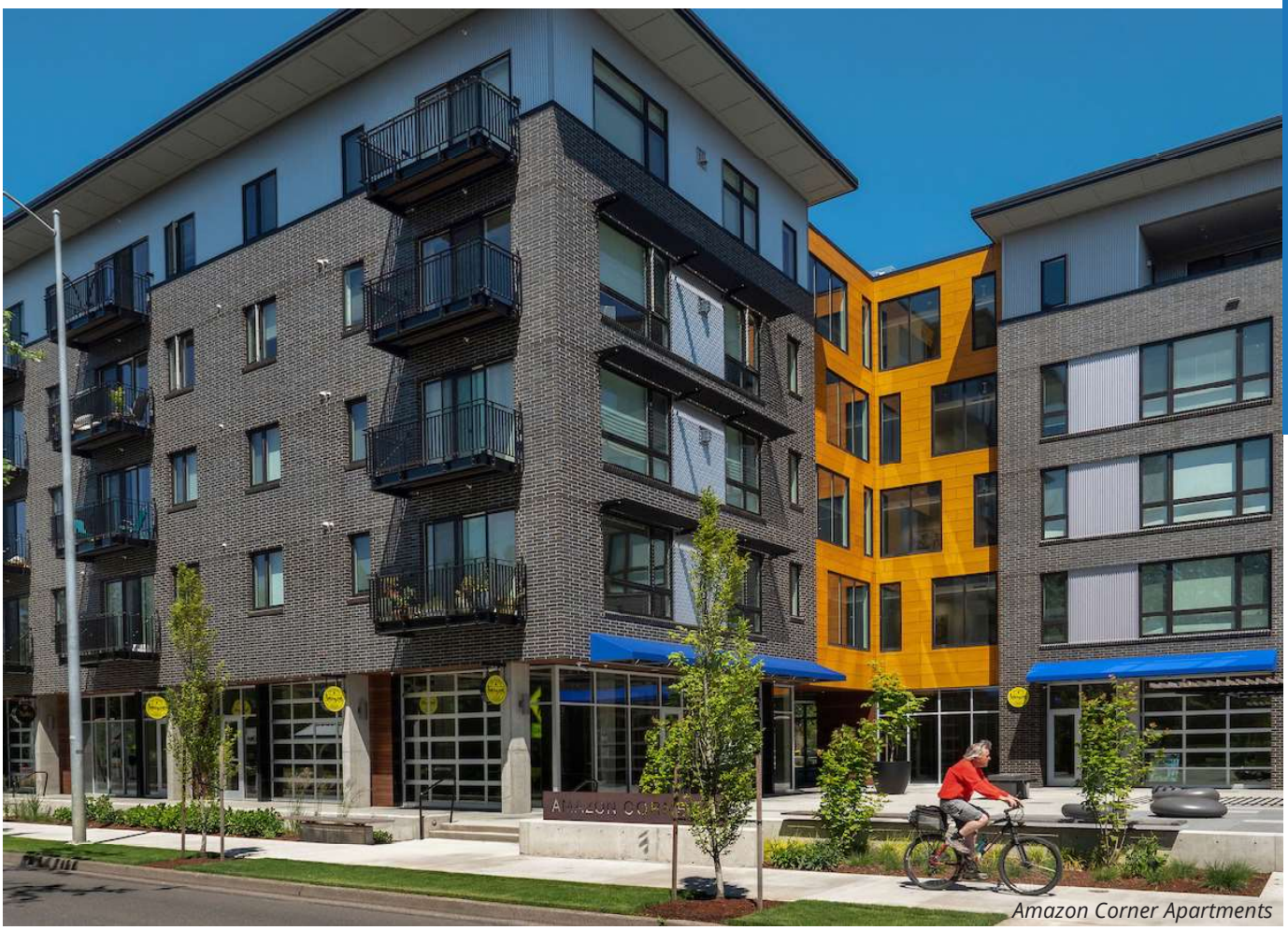
- Housing and Prevention
  Investing in strategies to increase housing units and prevent people who are unstably housed from falling into homelessness.
- Stabilization and Support
  Support short- and mid-term strategies to reduce unsheltered homelessness, invigorate support services, and address public safety concerns.
- Improving the System

  Focus on strategies that cross over the two categories above to improve cross-sector coordination and collective accountability.

Staffing/Implementation

Housing work is an iterative process; today's housing conditions will be different than conditions in the future. The City will regularly evaluate progress towards goals and update the HIP to incorporate new solutions and account for unforeseen changes to the housing landscape. The HIP will be reviewed and updated on a two-year schedule (in years three and five of the HIP period), similar to the Capital Improvement Program managed by the City's Public Works Department.

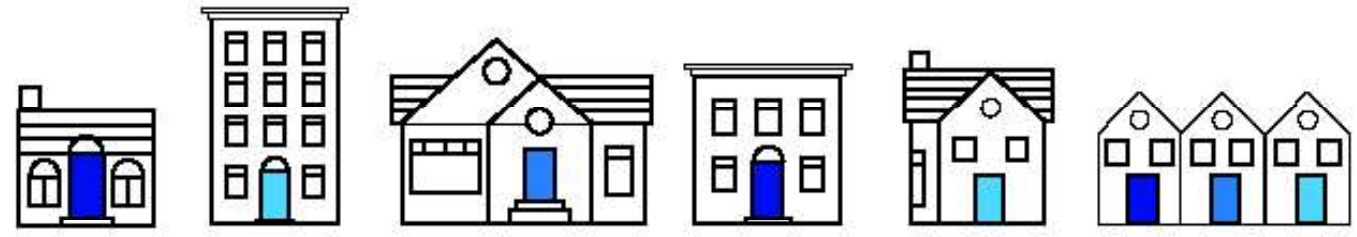
Making a meaningful difference on improving Eugene's housing affordability and supply will require coordinated action across the City organization. The HIP is an ambitious plan for new coordination, tools, program areas, and efforts. These additions require additional staff capacity and resources to get the work done. To date, the HIP is supported by a limited duration HIP Analyst, who coordinates cross-departmental HIP teams and communications to promote collaboration and cohesion, monitors progress toward HIP initiatives, coordinates the use of the Racial Equity and Accessibility Lens for program and policy explorations, and prepares regular updates and communications to City Council. With ongoing funding for this position, future projects supported by the HIP Analyst may include an online data visualization of HIP progress, online toolkit for small developers, and policy exploration of potential new housing and shelter policies.



Amazon Corner Apartments

APPENDICES

A. Potential Policy & Program Exploration Timeline
B. 5-Year Financial Forecast HIP Period (FY23-FY27)
C. Forecasted City Supported Shelter & Housing Pipeline
D. City Owned Land Map & Potential Timing and Use for Redevelopment of City Owned Land for Housing
E. Investment Opportunities
F. Glossary
G. Map of Key Transit Corridors
H. Racial Equity and Accessibility Lens
I. Housing Statistics Data Sources
J. City Plan Alignments



Planning & Development Department
99 W. 10th Ave.
Eugene, Oregon 97401