



Eugene City Council

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EUGENE CITY COUNCIL AGENDA

October 12, 2026

5:30 p.m. CITY COUNCIL WORK SESSION

City Council meetings will continue to be held in hybrid format using in person and 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>

**Meeting of October 12, 2026;
Her Honor Mayor Kaarin Knudson Presiding**

Councilors

Lyndsie Leech, President
Matt Keating
Alan Zelenka
Greg Evans

Eliza Kashinsky, Vice President
Randy Groves
Jennifer Yeh
Mike Clark

5:30 p.m. CITY COUNCIL WORK SESSION

- 1. WORK SESSION: Airport Capital Improvement Program Update and Lift Off EUG Financial Feasibility Study**
- 2. WORK SESSION: Human Rights Commission Workplan and Report.**

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EUGENE CITY COUNCIL

AGENDA ITEM SUMMARY



Work Session: Airport Capital Improvement Program Update and Lift Off EUG Financial Feasibility Study

Meeting Date: October 12, 2026
Department: Public Works
www.eugene-or.gov

Agenda Item Number: 1
Staff Contact: Cathryn Stephens, A.A.E.
Phone: 541-682-5430

ISSUE STATEMENT

This is an informational work session to report back to Mayor and Council from the November 2025 work session on the Lift Off EUG initiative, focused on airport expansion and in turn, increased economic impact. This AIS will provide a brief update on capital improvement projects currently underway at the Eugene Airport (EUG) and the EUG Financial Feasibility Study. The study details the current constraints at EUG, existing and new capital improvement program funding mechanisms, a gauge of regional interest and funding feasibility, and a confluence of aligning conditions. No action is requested at this work session.

BACKGROUND

Over the past several years, Mayor and Council have received regular updates on the Airport's terminal planning and capital program, beginning with the [Advanced Terminal Planning Study](#) work session in February 2023, continuing with the Terminal Renovation and Expansion Project development and [Economic Impact Study](#) discussion in September 2024. Most recently, Airport staff updated Council in November 2025 on federally funded projects and early financial analysis for Concourse C. Together, these sessions have outlined the terminal's capacity challenges, the phased approach to expansion, and the growing urgency to advance EUG's capital program as passenger demand continues to outpace existing facility capacity.

This work session will provide an update on the Airport Capital Improvement Program (CIP) (Attachment A), including progress on several enabling projects, and present summary findings from the Lift Off EUG Financial Feasibility Study (Attachment B). Council will receive a detailed review of current constraints, funding mechanisms, regional interest, and the aligning conditions that shape the path forward for the Concourse C expansion and the broader capital program.

Airport Capital Improvement Program

Since the last Airport Capital Improvement Program update on November 10, 2025, several projects have been completed including the Concourse A Asphalt Apron Rehabilitation, Runway 34R Drainage Improvements, and Rental Car Ready Return Lot. Additionally, heavy maintenance on Runway 16R/34L was performed in September 2026 to repair the premature deterioration of the asphalt pavement.

New projects now underway include the much-anticipated Concourse A Expansion, which will add approximately 7,000 square feet to a connector bridge as central shared seating space for all Concourse A gates. This project also includes construction of an ADA emergency exit lift, improving

October 12, 2026 Work Session – Item 1

accessibility for all passengers, HVAC and lighting upgrades, and remodeling of existing restrooms. Toward the end of this expansion project two jet bridges nearing the end of their operational lifecycles will be replaced. Jet bridge A5 will be replaced in its current location. Jet bridge A6 will be replaced and relocated to align with the new central seating area.

Attachment A highlights additional major EUG CIP projects currently in-process including project descriptions; timelines for planning, environmental, design, and construction; estimated project costs and identified funding sources; and current project status. The document notes those considered “enabling” projects, meaning they will need to be completed ahead of the future eight gate Concourse C terminal expansion.

Lift Off EUG Financial Feasibility Study

The Lift Off EUG Financial Feasibility Study confirms that the Eugene Airport has reached its operational and gate capacity. Passenger volumes continue to grow, and key terminal systems are aging. Without expanding the facility, these constraints cannot be addressed to meet the needs of the region.

The Airport’s full capital program is estimated at \$450 million across two phases. Phase 1 includes enabling infrastructure that is already planned and funding is identified. Phase 2, an unfunded \$240 million package, covers the core expansion work: an eight-gate Concourse C, additional ticketing and airline office areas, and expanded bag claim. Traditional airport funding tools can support Phase 1, but they cannot close the Phase 2 gap. This is due to limited federal eligibility for terminal improvements, the fixed Passenger Facility Charge cap, and debt capacity committed to Phase 1.

To address this challenge, the feasibility study evaluated a full range of potential funding mechanisms across the public, private, and contributor landscape. The analysis identifies two possible paths to fund Phase 2: 1) full funding through a single mechanism (a State Article XI-Q general obligation bond, which would require a temporary state ownership interest; or a public-private partnership model) or 2) A stacked multi-source path built around state lottery bonds and supplemented by federal earmarks, local General Obligation (GO) bonds, business and philanthropic contributions, naming rights, regional government participation, and specific private capital structures. For each option, the study details feasibility, scale, statutory limitations, impacts on airline costs, and other key considerations.

Overall, the findings show that Phase 2 can be accelerated if several pathways are advanced at the same time and are supported by a broad regional coalition. Interviews with more than 100 leaders across the EUG Airport’s five-county catchment area reflect strong consensus that the airport is essential regional infrastructure, closely tied to economic growth, talent recruitment, higher education, healthcare access, and business competitiveness. Current conditions across the state, including economic development priorities, legislative interest, and calls for shared prosperity create a favorable environment for pursuing near-term funding opportunities, especially during the 2027 legislative session.

The study concludes that expansion is both feasible and timely, provided the City, regional partners, and the state delegation advance together along the most viable funding path. A future work session will be scheduled to outline the process for a passenger-facility-charge-backed bond, a critical step in keeping the capital program on track. Most importantly the Lift Off EUG Financial Feasibility Study affirms that the strongest and most achievable short-term route to delivering a successful airport expansion is a blended multi-source funding strategy anchored by state lottery

bonds and reinforced by additional public, private, and contributor-based mechanisms. This combined approach offers the scale, flexibility, and stability necessary to move the full program forward.

Near Term Opportunity: The 2027 State Ask

The City Manager's Office and Finance team are preparing a request for the 2027 Oregon Legislative Session in the range of \$80–\$100 million, anchored by state lottery-backed bonds. This request will move in alignment with the City's Intergovernmental Relations (IGR) processes. Securing state funds at this level will preserve the airport's bonding capacity for the much larger Phase 2 effort ahead.

From a program standpoint, this State funding request represents the most immediately actionable funding opportunity—scaled to advance substantial completion of Phase 1 while maintaining the airport's debt capacity for Phase 2 and the Concourse C expansion. Members of our local and state legislative delegation, along with other members of the Oregon Legislature, are actively engaged and have expressed strong support for securing the state investment needed to advance the EUG expansion. At the same time, the 2027 legislative session will involve significant competition for limited state resources, making strong regional partnership and coordinated advocacy critical to a successful funding request.

In parallel, the feasibility study identifies an exceptionally strong level of regional alignment: business leaders, higher-education partners, healthcare institutions, local governments across the Airport's five-county catchment area, and regional economic-development organizations consistently identified EUG's expansion as critical infrastructure for the region's competitiveness and connectivity. This broad coalition has signaled a willingness to champion the project, coordinate advocacy efforts, and mobilize prospective funders, an alignment that significantly strengthens the airport's position as it pursues this near-term funding pathway.

Other state, federal, and private-sector mechanisms identified in the feasibility study remain under active exploration to ensure a diversified and durable funding strategy. As affirmed in the Lift Off EUG Financial Feasibility Study, a blended multi-source path anchored by state lottery bonds and supplemented by additional public, private, and contributor-based funding is the most viable approach to delivering a successful expansion of the Eugene Airport.

RELATED CITY POLICIES

[City of Eugene 2026-2028 Strategic Plan Framework](#) – This update aligns with Transportation and Infrastructure focus area, Strategy 4: Pursue funding partnerships for infrastructure investment; Tactic 3. Expand and formalize strategic partnerships for regional infrastructure acceleration as part of the Lift Off EUG Initiative.

City of Eugene [2035 Transportation System Plan](#) - This update aligns with the following areas of the City's transportation system plan:

Air Transportation Policy

1. Support the Eugene Airport as a regional transportation facility.
2. Recognize the Eugene Airport Master Plan as the guiding policy document for airport property development, services, and support infrastructure.

City of Eugene [FY 2025-2027 Adopted Budget](#) – This update aligns with the following areas of the City’s Financial Management Goals and Policies:

Capital Improvements Policies, Policy D.1: Capital Improvement Program

The City will plan for capital improvements over a multi-year period. The Capital Improvements Program (CIP) will directly relate to the long-range plans and policies of the City. Operating funds to maintain capital improvements and to fund additional staff and service needs will be estimated and identified prior to making the decision to undertake specific capital improvements.

Alignment with Local and State Priorities

The Lift Off EUG initiative to expand the Eugene Airport aligns with the City of Eugene’s Technical Advisory Group (TAG) Fiscal Stability recommendations by growing the regional economic base, expanding long-term tax revenues, and supporting job creation. The TAG’s report calls for approximately 14,000 new jobs and \$25 million in new tax revenue over ten years, and the addition of Concourse C is projected to generate 13,178 jobs and \$56 million in additional state and local tax revenue. The initiative also aligns with TAG’s recommendations to invest in infrastructure, strengthen regional partnerships, and expand business competitiveness, all while avoiding additional pressure on the City’s general fund through a funding strategy centered on federal, state, regional, and private sources.

The Lift Off EUG initiative also aligns with the priorities identified by statewide leadership through the Governor’s Prosperity Council, which emphasizes shared economic growth, talent attraction, business recruitment, and regional infrastructure investment. Interviews with more than 100 leaders across the five-county catchment area show strong consensus that the airport expansion is essential regional infrastructure tied directly to statewide goals around competitiveness, higher education access, healthcare connectivity, and economic mobility. Current legislative interest and the state’s focus on prosperity and regional collaboration create favorable conditions for advancing airport expansion funding during upcoming sessions, making Lift Off EUG a timely and well-aligned mechanism for delivering statewide economic priorities.

PREVIOUS COUNCIL DIRECTION

[February 22, 2023 Work Session](#)

This was an informational work session on the Eugene Airport Advanced Terminal Planning Study.

[September 18, 2024 Work Session](#)

This was an informational work session on the Eugene Airport Terminal Renovation and Expansion Project (EUG TREX) Development and Economic Impact Study.

[November 10, 2025 Work Session](#)

This was an informational work session to provide an update to the Eugene Airport Renovation and Expansion Project (EUG TREX) and launch of the Lift Off EUG Feasibility Study.

COUNCIL OPTIONS

This work session is informational only.

CITY MANAGER'S RECOMMENDATION

None.

POSSIBLE MOTIONS

None.

ATTACHMENTS

- A. EUG CIP Projects
- B. Lift Off EUG Financial Feasibility Study

FOR MORE INFORMATION

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Concourse A Asphalt Apron Rehabilitation

2024	2025	2026	2027	2028	2029
Design	Construction				

Project consisted of an asphalt mill and overlay of the existing terminal apron surrounding Concourse A at the Eugene Airport. Additional scope items included the demolition and installation of drainage structures within the apron, as well as limited electrical infrastructure improvements.

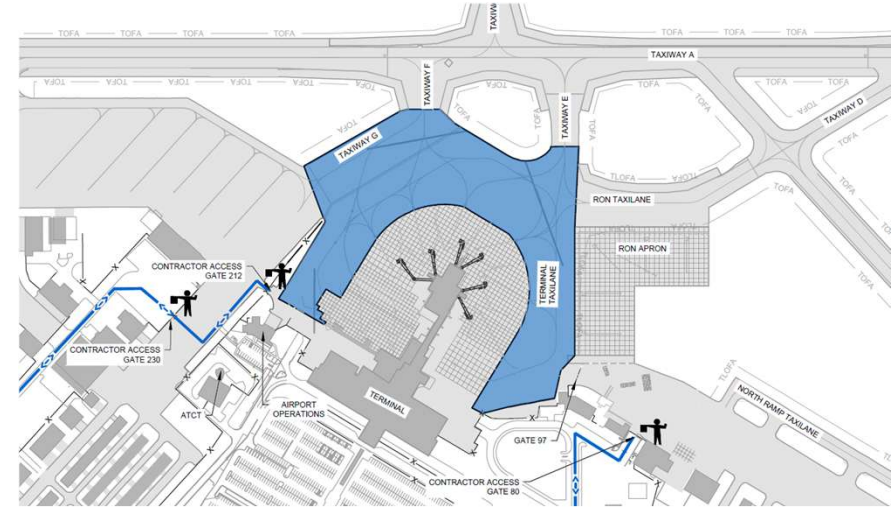
Project cost and funding source(s): \$7,391,412

- \$6,929,449 Federal share
- \$150,000 State share
- \$311,963 Local share



Documented CATEX completed 2025

- Project complete November 2025



RWY 34R Drainage Improvements

2024	2025	2026	2027	2028	2029
Design	Construction				

Project involved grading and drainage improvements primarily within the Runway Protection Zone (RPZ) of Runway 34R. These improvements included areas of mass and fine grading within an existing farm field, ditch regrading to promote positive drainage, installation of a pump station, minor pavement repair, and associated electrical improvements.

Projected cost and funding source(s): \$1,245,489

- \$1,167,646 Federal share
- \$77,843 Local share



Environmental Assessment (EA) completed 2024

- Project complete January 2026



Rental Car Ready Return Lot

2024	2025	2026	2027	2028	2029
	Design & Construction	Construction			

This project involves the demolition of an old car wash facility and the milling and paving of existing parking areas. Other items include new light poles, ADA-compliant sidewalks, a one-way vehicular crossing, pavement markings, traffic signs, and stormwater infrastructure.

Project cost: \$1,280,000

Funding source: Customer Facility Charges (CFC)



163 Determination 2021

- Estimated completion October 2026



Runway 16R/34L Heavy Maintenance

2024	2025	2026	2027	2028	2029
		Design & Construction			

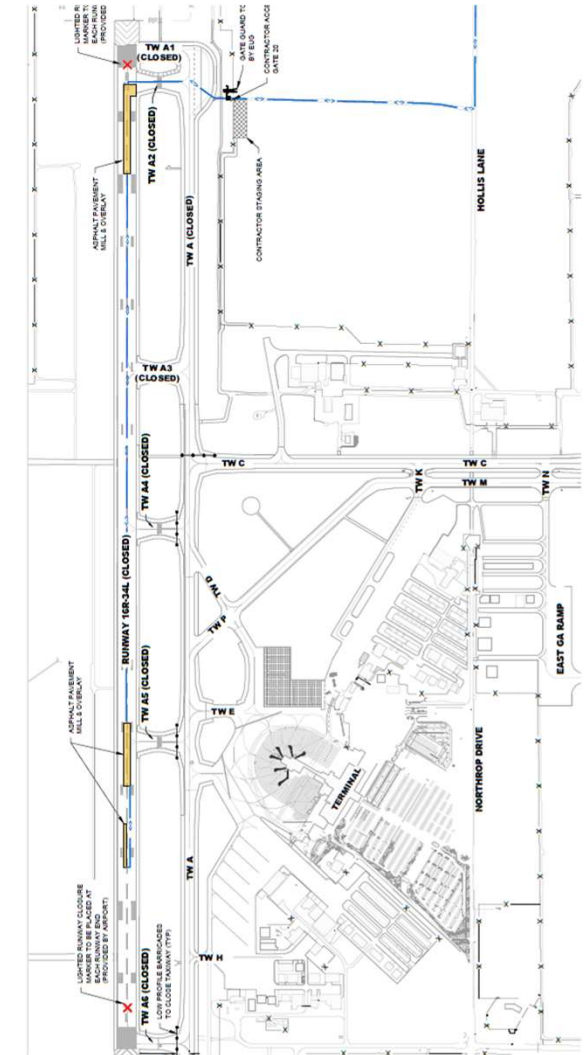
Project to address areas where the asphalt on the primary runway has begun to shift, prompting a targeted repair to keep the surface safe and reliable. Project tasks include a 3" mill and fill of the asphalt in key areas of the runway, along with striping and grooving of the surface once repaved, and centerline crack sealing. A RWY Assessment will be completed to help determine whether the planned 2030 rehabilitation project should instead be a reconstruction.

Projected cost and funding source(s): \$1,000,000



N/A

- Construction started September 2026
- Estimated completion October 2026



Concourse A Expansion

2024	2025	2026	2027	2028	2029
Environmental	Design	Construction			

This project adds approximately 7,000 square feet to a connector bridge as central shared seating space for all Concourse A gates. This expansion allows for construction of an ADA emergency exit lift, improving accessibility for all passengers, HVAC and lighting upgrades, and remodeling of existing restrooms.

Projected cost and funding source(s): \$18,261,960

- \$11,240,553 Federal share
- \$2,141,287 PFC share
- \$4,880,120 Local share



Documented CATEX complete 2024

- New possible funding sources: Connect Oregon Grant, Travel Oregon Grant
- Construction timeline March 2026 – June 2027



A5 Jet Bridge Replacement and A6 Jet Bridge Replacement/Relocation



2026	2027	2028	2029	2030	2031
Design	Construction				

This project involves the replacement of two jet bridges that are nearing the end of their operational life cycles. Improvements include the relocation of gate A6 and supporting electrical work.

Projected cost and funding source(s): \$6,218,499

- \$1,000,000 HB5204 (state)
- \$5,218,499 PFC share



Simple CATEX complete 2025

- Design complete, procuring PBBs
- Construction to occur Summer 2027



Bravo Gate Shift – New Gate B4

2026	2027	2028	2029	2030	2031
Design	Design & Construction				

This project involves the expansion of existing apron pavement south of Gate B3 to allow a new ground boarding position at the planned Gate B4. This project is necessary to accommodate existing and future projected operations at EUG. Due to the construction of the new Outbound Baggage System, Gate C1 will be permanently removed, which makes adding Gate B4 necessary.

Projected cost and funding source(s): \$3,235,978

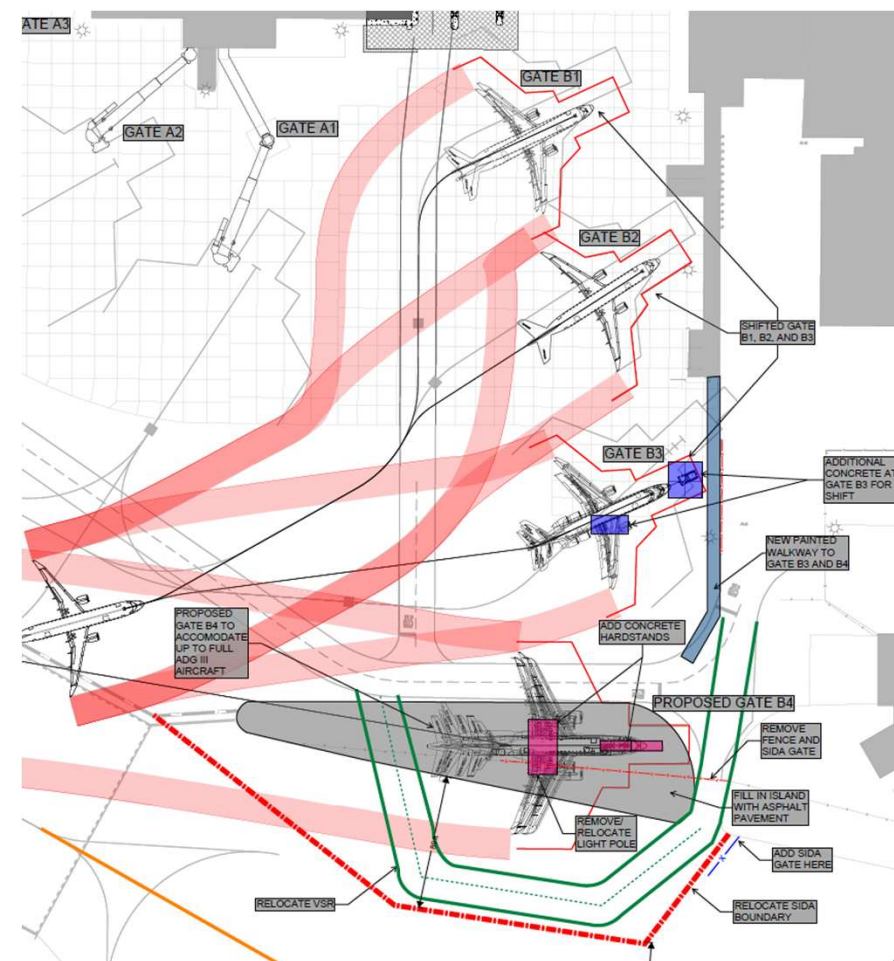
- \$3,235,978 PFC share



NEPA

Amendment to existing 2024 Terminal CATEX in progress

- Design in progress
- Construction to occur Spring through Summer 2027



Outbound Baggage System

2024	2025	2026	2027	2028	2029
Environmental	Design			Construction	

This project involves the development of a 42,000 sq. ft. facility containing the new baggage handling system and TSA screening equipment. Additionally, there will be two carousels underneath the attached exterior canopy for the bag makeup area to enhance efficiency for airlines and movement of passenger bags.

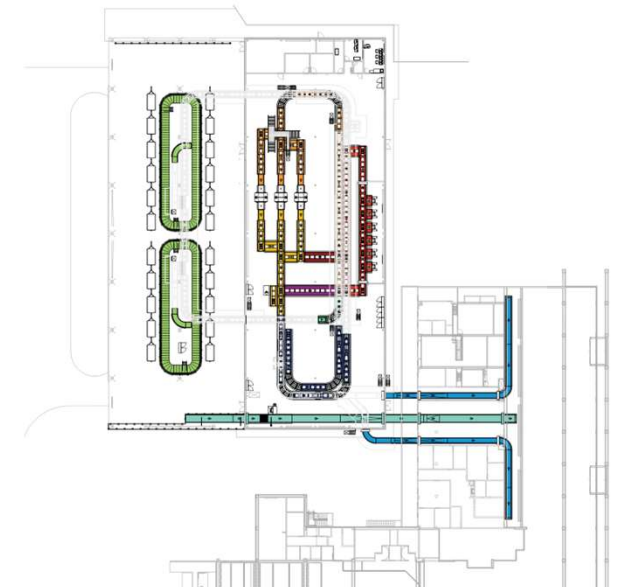
Projected cost and funding source(s): \$65,521,181

- \$5,432,641 Design costs (complete)
- \$12,267,987 TSA OTA, construction
- \$45,820,553 local share (bond funded)
- \$2,000,000 ATP, construction



Documented CATEX complete 2024

- 100% Design completed and submitted for permit review to COE
- Construction timeline 2027-2028 (Dependent on bond funding)



Concourse C Apron/Concrete RON

2025	2026	2027	2028	2029	2030
Environmental		Design	Construction		

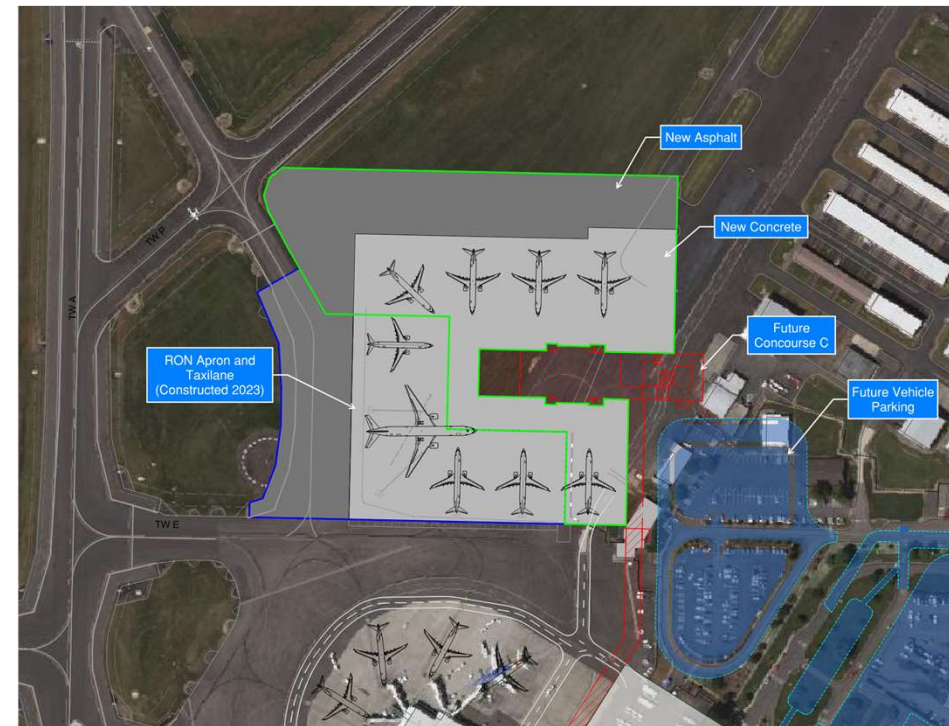
This project involves the installation of more concrete adjacent to the existing Remain Over Night (RON) pad to add 5 more RON parking spaces to the existing RON parking. This is an enabling project for the Concourse C addition.

Projected cost and funding source(s): \$39,400,000

- \$3,802,438 AIP share
- \$4,964,904 BIL/AIG share
- \$150,000 State share
- \$30,482,658 Local share (bond funded)



Environmental to be complete 2026



- Construction to occur 2028
- Environmental in progress

TWY B Rehab and TWY R Relocation

2026	2027	2028	2029	2030	2031
Environmental	Design	Construction			

This project involves a mill-and-fill asphalt rehab of TWY B and the relocation of TWY R. TWY B has been indicated as needed for maintenance in the latest 2026 PMP update, and TWY R will be relocated based on the latest FAA guidance. Improvements include asphalt, striping, lighting, and drainage improvements

Projected cost and funding source(s): \$11,500,000

- \$7,648,990 AIP share
- \$3,200,000 Additional AIP share
- \$651,010 Local share



Environmental to be complete 2026

- Environmental in progress
- 30% Design completed July 2026



Airfield Storage Facility

2024	2025	2026	2027	2028	2029
Environmental	Design		Construction		

This project involves the construction of a 12,000 square foot storage building for the storage of airfield equipment and vehicles. The addition of this building will ensure that all equipment required to be in indoor storage will be accommodated.

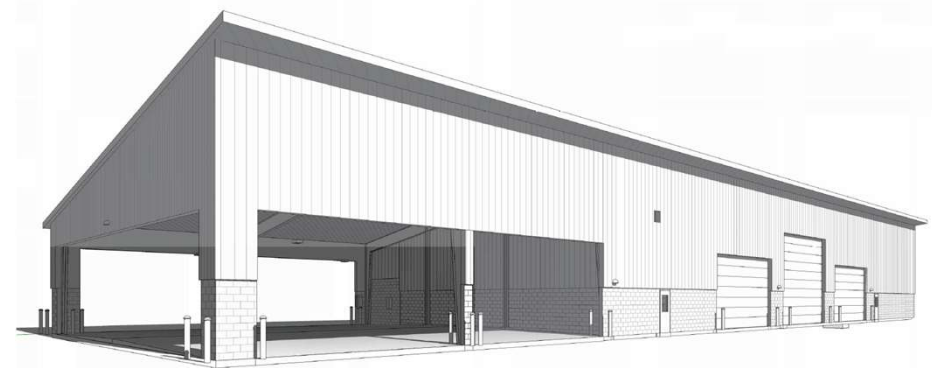
Projected Cost: \$6,000,000

Funding Source: Passenger Facility Charges



Documented CATEX complete 2024

- Estimated construction timeline 2027/2028
- Design is complete, project is shovel ready



Aircraft Rescue and Fire Fighting Truck

2026	2027	2028	2029	2030	2031
	Environmental	Purchase	Delivery		

This project involves the purchasing of a new fire vehicle for ARFF use, similar to the existing ARFF vehicles currently in use. This replaces the third truck, which is currently 35 years old, and is now required under the current ARFF Index.

Projected cost and funding source(s): \$1,500,000

- \$1,406,250 AIG
- \$93,750 Local share



Simple CATEX 2027



- Purchase 2027
- Delivery 2028

RWY 16R/34L Rehabilitation

2026	2027	2028	2029	2030	2031
	Environmental		Design	Construction	

This project involves the rehabilitation of Runway 16R-34L, as recommended by the 2026 Pavement Management Plan update. This runway was last resurfaced in 2010 and has had periodic maintenance since. Other improvements include striping, electrical upgrades, and drainage improvements. A full runway assessment is planned to determine if this rehabilitation needs to be a reconstruction instead.

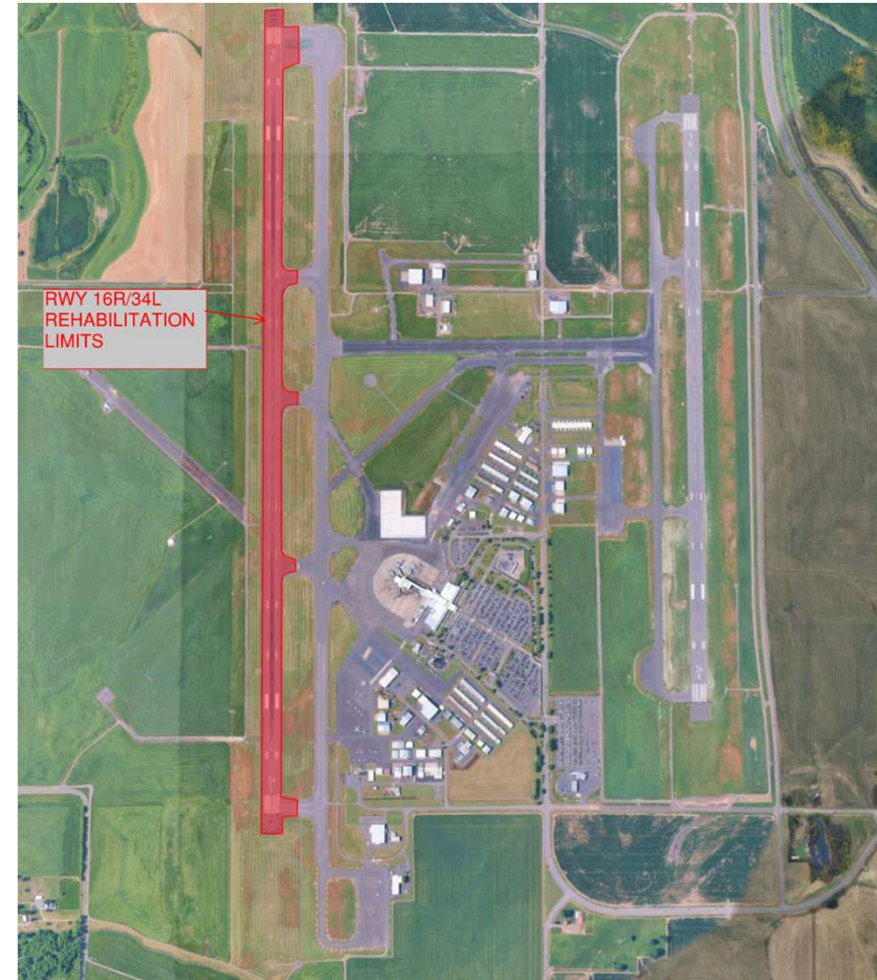
Projected cost and funding source(s): \$22,500,000 - \$60,000,000

- \$7,648,990 AIP share
- \$11,000,000 Additional AIP share
- \$150,000 State share



Environmental to be complete 2027-2028

- Runway Assessment to be completed



TWY D Recon, TWY H Rehab, TWY M Extension & TWY P Removal



2027	2028	2029	2030	2031	2032
	Planning		Environmental	Design	Construction

This project includes a rehabilitation of TWY H, extension of TWY M to the west where it meets TWY A, demolition of TWY P, and a reconstruction of TWY D to restore pavement condition, improve operational reliability, and maintain safe and efficient aircraft movement. Additional work includes grading and drainage improvements, lighting, pavement markings, and other necessary airfield improvements.

Projected cost and funding source(s): \$15,000,000

- \$14,062,500 Federal share
- \$937,500 Local share



Environmental to be complete 2030

- Project planning in process



EUGENE AIRPORT

Lift Off EUG Funding Feasibility Study

SEPTEMBER 2026

PREPARED BY



TURELL GROUP

EXECUTIVE SUMMARY

THE SITUATION

Eugene Airport reached gate capacity in 2021, and annual enplanements have grown by nearly half since then, from about 577,000 in 2021 to 855,000 in 2025. The airport's Development Plan, a current-facilities assessment and its economic impact studies all point to expansion. Expansion work is grouped into two phases.

- **Phase 1** covers enabling infrastructure and terminal work. It also includes apron, taxiway and runway rehabilitation along with parking and access improvements. Its costs are estimated at **\$209 million**, with funding planned from federal and state grants, Passenger Facility Charges (PFCs), local airport cash and PFC-backed bond proceeds. Enabling work refers to the Phase 1 infrastructure that must be built before Concourse C construction can begin.
- **Phase 2** is the unfunded scope, estimated at **\$241 million**. It comprises Concourse C designed as a new eight-gate concourse (\$177.6 million), ticketing and airline ticket office expansion (\$37.6 million) and Bag Claim expansion (\$25.8 million). No funding source is identified for any of it.

The airport can borrow against its own future revenue, and its PFC-backed bonding capacity of roughly **\$85 million** is planned for use on Phase 1. Bonds of this kind are typically repaid over 25 to 30 years, after which the capacity becomes available again. If state or other funding pays for Phase 1 items before the bonds are sold, an equal amount of the airport's own bonding capacity remains available for Phase 2 now rather than decades from now.

This study identifies funding mechanisms that could pay for Phase 2. Two broad routes exist.

- **Traditional sources** are federal and state grants, airport revenue and bonds issued against that revenue. Reaching \$241 million through this route is expected to take decades, in part because the airport's bonding capacity is planned for Phase 1 and, once those bonds are sold, would not free up until they are repaid.
- **Nontraditional sources** are the focus of this research. They include public mechanisms and private capital and partnership models, along with beneficiary and contributor models.

FUNDING MECHANISMS

The full report defines each mechanism, its capacity, its constraints and whether it could fund Phase 2. At a high level:

Public mechanisms sit at the airport, federal, state and local levels.

- **Airport.** Revenue the airport already earns can be saved toward the project or pledged against new bonds. The airport currently carries no debt.
- **Federal.** Grants and congressionally directed spending, typically in the low millions per award, competitive and requiring the federal delegation.
- **State.** Lottery bonds are the most viable state source, though capacity is limited and heavily sought after. Lottery bonds applied to Phase 1 would also help Phase 2 indirectly, since each dollar preserves a dollar of the airport's own bonding capacity for the terminal. Article XI-Q general obligation bonds require the airport to be state-owned or operated at least temporarily. The City Council has not provided policy direction to pursue that arrangement. Grants are few and dwindling.
- **Local.** Voter-approved municipal bonds.

Private capital and partnership models range from more to less private involvement.

- A private partner designs, builds, finances and operates the facility, recovering its investment with a return before control returns to the airport.

- A partner builds and transfers the facility to the airport at completion, which is paid or financed through public mechanisms.
- Private capital finances the project and the airport repays over time.

Beneficiary and contributor models draw on those who gain from a stronger airport. They include pooled contributions from governments across the region, pledges of tourism-related tax revenue from governments, business contributions and philanthropic gifts, along with naming rights and sponsorships for features inside the terminal or concourse, or for the airport itself.

Different financing strategies can make any of these faster or less expensive. Multiple constraints also limit what is possible, from federal rules to state prevailing-wage requirements. Peer airports across the country are already using these nontraditional mechanisms and strategies to move projects forward.

REGIONAL INTEREST

Whether these mechanisms are feasible depends on the region, since most mechanisms rest on regional support. We interviewed more than 100 community leaders across the airport catchment area between October 2025 and July 2026, spanning elected and career government, business, higher education, community and economic-development leaders.

The region views the Eugene Airport as critical infrastructure, and interest in seeing Phase 2 happen on an accelerated timeline is strong. Leaders see the airport as central to recruiting and retaining professionals, students, faculty and physicians and to sustaining and growing the regional economy.

Leaders across the airport catchment area share a view that the region's economic health will grow or contract rather than hold steady, and that constrained air service works against growth. Areas in the region differ in their specific needs, but they align on the airport being critical infrastructure that should be expanded on an expedited timeline.

FEASIBILITY

An accelerated timeline is achievable. The strongest and most achievable near-term route to funding Phase 2 is a blended, multi-source strategy anchored by state lottery bonds and supplemented by additional public, private and contributor-based mechanisms.

Two single-source options could close the full gap, though both have requirements that would need to be addressed before they could be pursued.

- **State general obligation bonds under Article XI-Q.** The Oregon Constitution limits these bonds to property the state owns or operates, so the airport would need a state ownership interest for the life of the bonds. The City Council has not provided policy direction to explore this arrangement.
- **Private capital, through private financing or a public-private partnership.** Private financing gives access to capital sooner, at a repayment cost higher than public bonds, while the airport keeps ownership and operation. A public-private partnership can also transfer design, construction or operation to a private partner for a defined term. Staff have raised concerns that some partnerships return a depleted asset to public ownership at reversion, so the terms governing condition at reversion would be central to any agreement. Either model would require City Council policy direction.

Three conditions shape how to pursue them.

- **Pursue paths in parallel.** Advancing options simultaneously avoids committing to one route and losing time if it stalls.
- **City Council direction comes first for either single-source path.** As the governing body, the Council would decide whether to explore a state ownership arrangement or a private partnership before work on either begins.

- **Time the Phase 1 bond sale to the state decision.** Lottery bonds authorized in the 2027 session would be sold after it. Holding the airport's Phase 1 bond sale until the state's decision is known, with bridge financing to carry Phase 1 construction in the meantime, keeps the airport's bonding capacity available for Phase 2.

The **2027 legislative session** is the near-term window for state lottery bonds.

A CONFLUENCE OF ALIGNING CONDITIONS

Several conditions make this a favorable moment. The region is interested in economic growth and sees air service as key infrastructure. State leaders are calling for growth and shared prosperity, the City of Eugene's strategic direction points the same way, and the region is engaged and prepared to act.

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FOUNDATIONS AND FRAMING

BASIS FOR THE PROJECT

The Eugene Airport reached gate capacity in 2021, yet annual enplanements have grown from about 577,000 in 2021 to 855,000 in 2025, holding near that level since 2023. The airport's Development Plan, a current-facilities assessment and its economic impact studies all point to expansion. Three conditions establish the operational case for the terminal expansion. Passenger demand keeps rising, the gates are full and the terminal infrastructure has run out of room.

DEMAND AND CAPACITY

Eugene Airport is a major contributor to the region's economy, and it has reached capacity. The Eugene Airport served 855,000 enplaned passengers in 2025, more than double the 401,000 recorded in 2011. The base-case forecast in the RS&H Advanced Terminal Planning Study projects continued growth of 3.6 percent annually, with a high-growth case at 5.7 percent. The Eugene Airport served roughly 1.71 million total passengers in 2025, with overall load factors of 80 to 82 percent, so most flights arrive and depart full or nearly full.

The Eugene Airport operates six jet-bridge gates and four ground-load gates. Gate capacity was reached in September 2021 and has not eased since. Gate capacity and passenger count are separate limits. The airport has kept passenger numbers climbing against a fixed gate count by moving more people through the same gates, and it has done so through airline-bank efficiencies and airport management actively managing gate scheduling.

Concourse A was built for smaller, regional aircraft. The airport now serves larger aircraft from those gates using acquired-used jet bridges, whose remaining service life is limited. Concourse B handles ground-load flights. These are the workarounds of a team that has already spent its conventional capacity. Each one adds throughput at a rapidly vanishing margin. The room to improvise is running out. Airlines cannot add the flights and nonstop destinations the market is asking for, and the airport cannot grow into its forecast demand, without the gates the expansion would add.

AGING INFRASTRUCTURE

RS&H's Advanced Terminal Planning Study (December 2022) found that the Eugene Airport's terminal systems that support passenger processing have reached the end of their usable capacity. The outbound baggage screening area is out of space and its equipment is outdated. The Concourse A passenger lounge is overcrowded. Overnight aircraft parking is insufficient for the based fleet. These constraints operate independently of gate count and would limit throughput even if additional gates were available.

ECONOMIC VALUE TO THE REGION

The Martin Associates Economic Impact Study (2024) placed the economic value of the Eugene Airport to the region at \$1.6 billion in 2023. Airport activity supported 10,383 jobs and generated \$441.6 million in personal income and local consumption across the region. These measures are separate and distinct impacts and are not additive; each describes a different way airport activity reaches the regional economy.

This Feasibility study builds on the operational and economic work already completed by RS&H, Martin Associates, Mead & Hunt and Landrum & Brown, and by the Technical Advisory Group on Fiscal Stability and the Governor's Prosperity Council. It takes the case for the expansion as established and moves directly to how the remaining work could be funded. It documents financing mechanisms and the conditions that govern them. It does not assess credit ratings, model bond structures or recommend a single course of action.

THE FUNDING PICTURE

The full capital program totals roughly \$449.5 million across two phases.

Phase 1 covers the enabling infrastructure and the supporting terminal projects. Enabling work refers to the Phase 1 infrastructure that must be built before Concourse C construction can begin. These include the outbound baggage system, the ADA egress lift, jet-bridge replacements, the Concourse A expansion, the terminal apron, taxiway and runway rehabilitation and parking and access improvements. This work is estimated at \$209 million, with funding anticipated from federal and state grants, Passenger Facility Charges (PFCs), local airport cash and PFC-backed bond proceeds. This includes approximately \$30 million in AIP funding, the discretionary portion of which is not yet secured. The PFC-backed bonds are planned for the existing gap in the Phase 1 plan, so if those awards fall short or arrive late, a new funding source would need to be identified before the affected projects could proceed. The \$209 million covers every capital item in the airport's January 2025 Financial Planning Model outside Phase 2, including items the Fund 511 cost schedule lists separately, such as the Runway 16R/34L project.

Phase 2 is the unfunded scope, estimated at \$241 million. It comprises the construction of Concourse C, a double-loaded pier concourse adding eight new gates (\$177.6 million), Ticketing and Airline Ticket Office expansion (\$37.6 million) and bag claim expansion (\$25.8 million). No funding source is identified for these projects.

The traditional funding stack reaches the enabling infrastructure work and the supporting terminal work. It stops at the revenue-generating terminal building. The eight new gates that would let airlines add service, and the ticketing and bag claim capacity to match, carry no identified funding source. Closing this \$241 million gap is the subject of this study.

CURRENT FUNDING CONSTRAINTS

The Eugene Airport carries no existing debt, which is valuable going into the expansion. None of its borrowing capacity is pledged today. The constraints below shape which paths are open.

The airport's PFC-backed bonding capacity, approximately \$85 million, is planned for use on Phase 1. No remaining PFC-backed capacity is currently allocated to the Phase 2 funding gap. If state lottery bonds or other sources fund the Phase 1 items now assigned to these bonds before the bonds are sold, that capacity would remain available for the unfunded Phase 2 terminal projects. Once the bonds are sold, the capacity is unavailable until they are repaid.

Market leakage to Portland International Airport (PDX) is evidence that the demand is real and currently unmet. Leakage to PDX rises with a community's proximity to it. The Mead & Hunt Passenger Demand Analysis (YE Q4 2023, Table 3.4) shows the pattern by community.

- Eugene and Springfield are the loyal home market. The Eugene Airport retains roughly 85 percent of their true-market passengers.
- Benton and Linn counties leak the most. Across Corvallis, Albany, Lebanon, Philomath, Scio and the Newport-area coast (Newport, Toledo and Waldport) that reaches the valley by road through Corvallis, the Eugene Airport retains only about 35 percent, and roughly 65 percent, on the order of 360,000 annual passengers, divert to PDX. This is the closest recoverable market.
- Florence and Douglas County have high retention at near 80 percent, because their road access runs to Eugene.

Travelers who divert indicate they choose PDX when a lower fare or a nonstop route outweighs the longer drive and the more complex airport. Where those factors are equal, they prefer the Eugene Airport for its shorter drive and easier experience. With added gates and service, the expansion would enable the Eugene Airport to retain Benton and Linn County passengers.

HOW AIRPORT PROJECTS TRADITIONALLY GET FUNDED

Airport capital development in the United States draws on five major sources. These are the federal Airport Improvement Program (AIP), passenger facility charges, tax-exempt bonds, state and local grants and airport operating revenue from leases, landing fees and other on-airport activity. No single source funds a large project. It is useful to understand which sources can fund which kinds of work, and how much of the bill each one can carry.

Federal grants do the heaviest lifting at small airports, but they concentrate on the airfield. AIP covered about 10 percent of funding at the nation's largest airports and roughly half the funding at the thousands of smaller national-system airports. That money is generally spent on runways, taxiways, aprons and safety work. The airfield and much of the enabling work (Phase 1 infrastructure preceding Concourse C construction) have a deep federal funding bench. The revenue-generating terminal does not.

A common question is whether the airlines pay for airport expansions. Mostly they do not pay directly. Airlines fund airports through the rates and charges they pay to operate there, measured per passenger as the cost per enplanement (CPE). The airport can borrow against that revenue and repay the debt over time from what the airlines pay. Airlines therefore fund expansion indirectly, through the fees the project lets the airport charge, and they have a say in whether it proceeds. Airline influence over the timing and scope of airport investment can delay or shrink worthwhile projects, and Congress created the PFC partly to give airports a funding source outside airline control. At the Eugene Airport the airlines' rate sensitivity puts a ceiling on how far the CPE can rise, which limits how much debt airport revenue alone can carry. The constraints section returns to this.

Passengers pay too, in two ways. The PFC is a per-passenger fee that the airport collects on each ticket and can pledge to repay bonds. Congress created it in 1990 with a \$3.00 cap and raised the cap to \$4.50 in 2000, where it remains. Passengers also spend inside the airport and on the ground around it, on parking, food, rental cars and taxi or ride-share rides. That non-aeronautical revenue can back debt or support a private partner's investment. Future PFC revenue pledged to repay bonds is not available while those bonds are outstanding. As that debt is retired, the freed PFC capacity can be pledged again to a new bond issue for later work. Waiting for the first round of PFC-backed bonds to be repaid and reissued is itself a funding strategy, one measured in years rather than dollars raised today.

Private capital is a growing part of the picture. Where public sources fall short or move too slowly, airports increasingly bring in private financing, private developers who design, build and finance a facility in exchange for a long-term revenue interest, and concession or partnership arrangements that shift construction and financing risk to a private party. These models change who owns, builds and operates the arrangement, and they carry their own conditions and costs. The Financing Mechanisms section documents the specific private models available to the Eugene Airport.

Large projects are built by stacking these sources. Federal grants combine with PFC, local cash, bond proceeds and, increasingly, private capital, moved through several financial mechanisms at once. The financing mechanisms section groups the available options by who owns and operates the arrangement, defines each one where it first appears and characterizes them on a consistent set of attributes so they can be compared side by side.

FINANCING MECHANISMS AND STRATEGIES

Airport capital projects are funded through a mix of sources, instruments and structures that are easy to conflate but function differently. A source is where the money originates, such as passenger facility charges, federal grants, State bonds, local governments, businesses, donors or private investors. An instrument is the financial tool that moves that money, such as a bond, a grant, a credit facility, a lease or a direct contribution. A structure is the ownership and operating arrangement that governs who builds, who owns and who carries the risk, ranging from full public ownership to a private concession to a contribution that transfers no control at all.

The mechanisms below are organized into three families by structure. Public mechanisms move money through public instruments. Private capital and partnership models bring private capital, and in some cases private operation, into the delivery of the terminal. Beneficiary and contributor sources raise capital from the parties who benefit from the airport rather than through the airport's own debt or a private developer.

Each mechanism is presented with a short definition and an outline of the key attributes as they relate to this project. Long-term cost is described as a type of burden instead of in dollar amounts because determining debt service is outside the scope of this report.

FUTURE REVENUES AVAILABLE FOR BONDING

When the airport borrows, the future revenues that can be bonded against are the rates and charges that make up cost per enplanement (CPE) and passenger facility charges (PFCs).

COST PER ENPLANEMENT

CPE is the average cost an airline pays the airport for each departing passenger (enplanement). It bundles the rents and fees airline carriers pay under the airport operating agreement, and it is the figure through which airport debt service reaches the airlines.

A recurring question is whether the airlines could pay for Phase 2 directly. At the Eugene Airport's scale, they do not. At large hubs where airline capital investment is more common, airports cede some control over how the terminal is run and priced, since an airline that funds a terminal expects control in its operation. At small hub airports, like EUG, the cost is carried through CPE and revenue-backed airport debt is the airline contribution.

The Eugene Airport is not positioned to raise CPE freely, for several reasons:

- **The Eugene Airport's CPE is roughly \$11.** PDX is more than double that, but large markets tolerate higher CPE because carriers must serve them. The Eugene Airport does not have that pricing protection.
- **CPE is one of the few costs airlines control.** Fuel and labor are not controllable, so carriers scrutinize CPE closely and resist large or rapid increases.
- **The Eugene Airport's carriers can consolidate at PDX.** PDX is roughly 110 miles north and draws about 29 percent of the Eugene Airport's catchment area already. If CPE climbs too high, carriers can shift aircraft there rather than absorb the cost. Controlling CPE is therefore an ongoing constraint.
- **Ultra-low-cost carriers are the most cost-sensitive.** Ultra-low-cost carriers are acutely sensitive to CPE because the fee is a large share of their cost and will leave markets over this cost.

The practical effect is that the debt mechanisms in this report do not each open a fresh, independent pool of money. They draw on the same limited room under the CPE ceiling, so they cannot be added together. Fiscal modeling is outside the scope of this report.

PASSENGER FACILITY CHARGES

A Passenger Facility Charge (PFC) is a per-passenger fee the airport collects on enplaning passengers. Unlike CPE, PFC rates are fixed by Congress at \$4.50 per enplanement rather than a rate the airport can adjust. Its use is limited by the FAA to projects that improve safety, expand capacity, reduce noise or increase carrier competition.

Airports must apply to the FAA for permission to use PFC revenues for specific projects, and there is a required airline consultation process. PFC revenues may be bonded against future collections, but bondable capacity is limited to enplanements the airport can credibly forecast, consistent with rating-agency methodology for PFC-backed debt. As a practical matter, a new concourse cannot bond against the passengers it does not yet have the capacity to serve. The gates must be built and operating before that revenue can be credibly bonded against. See Passenger Facility Charge Limits in the Constraints section for the regulatory basis.

The Eugene Airport currently holds approximately \$85 million in PFC-backed bonding capacity, which is planned to be sold for the construction of the Phase 1 enabling work. If other funding reaches those Phase 1 items before the sale, that capacity carries forward to Phase 2.

PUBLIC MECHANISMS

AIRPORT REVENUE-BACKED BONDS

An airport can bond against its future revenue, which includes PFCs and general airport revenues. A PFC is a federally authorized per-passenger charge, capped by the FAA and limited to approved projects. A general airport revenue bond (GARB) is backed by the net revenue of the airport system rather than by a single dedicated charge. It pledges the revenue the airport already earns from landing fees, terminal rents, concessions, parking and rental car fees. Frequently, a bond issuance is backed by both PFCs and general airport revenues in a single bond issue. The airport currently carries no debt, so the future revenue stream is entirely unpledged.

- **Type.** Debt (backed by future PFCs and airport revenues). Repaid from the airport's net operating revenue. Because the airline-related portion of that revenue is recovered through airline rates, the debt service can raise CPE unless enplanement growth or non-airline revenue offsets it.
- **Could it fund Phase 2.** Partially. The airport can reach this mechanism on its own terms, and its debt-free position makes the full net-revenue stream available for a first-lien pledge. How much it can raise is bounded by the CPE ceiling. The airport's approximately \$85 million in PFC-backed bonding capacity is planned for use on Phase 1, leaving none for Phase 2 unless other funding replaces it on Phase 1 before the bonds are sold.
- **Realistic scale.** Approximately \$85 million could be used toward Phase 2 once the bonds issued for Phase 1 are retired. Airport revenue bonds are commonly issued with terms in the range of 25 to 30 years, so the exact timing depends on the structure Landrum & Brown, the airport's financial advisor, recommends. It could instead be preserved for Phase 2 if state or other funding covers the Phase 1 items now assigned to these bonds before they are sold. The actual sizing is determined by annual net revenue available to cover debt service at the required coverage ratio. Modeling the amount is outside this report's scope.
- **Restrictions.** PFC use is FAA-restricted to approved projects. A GARB pledges revenue the airport already controls and carries no such project-approval step. Separately, federal revenue-use rules require that all airport revenue remain with the airport regardless of structure.
- **Speed.** Governed by the bond issuance process, six to nine months from authorization to sale. See Bridge and Revolving Credit in the Financing Strategies section for the interval between construction start and the sale of long-term debt.

CUSTOMER FACILITY CHARGE AND RENTAL CAR FACILITIES

A customer facility charge (CFC) is a per-day or per-transaction fee on rental car customers, collected by the rental companies and dedicated to rental car facilities. Nationally it is the standard vehicle for financing a consolidated rental car facility (CONRAC). Although it cannot fund Phase 2, it is included to give a comprehensive perspective of airport financing.

- **Type.** Debt (dedicated CFC revenue), restricted to rental car facilities.
- **Could it fund Phase 2.** No. The charge cannot fund general terminal work. It reaches concourse, ticketing or bag-claim scope *only* where that scope is tied directly to rental car access.
- **Realistic scale.** \$0 toward Phase 2. At the Eugene Airport's volume the CFC may be better understood as a revenue line feeding general net revenue than as a standalone bonding vehicle.
- **What it does not cover.** Rideshare and taxi trip fees are ordinary non-aeronautical revenue that flow into the general revenue pool backing a GARB. They are not CFC revenue, a distinction that is easy to blur.
- **Oregon authority.** Oregon has no dedicated CFC enabling statute. A charge here would rest on general Oregon airport fee authority under ORS Chapter 836, and ORS 803.219 may bear on what can be imposed.

FEDERAL MECHANISMS

Federal support reaches an airport through four mechanisms that differ in what they fund and how they are secured. The AIP and the ATP are grants triggered by the FAA's own project ranking. Congressional earmarks are directed appropriations carried by the delegation. Transportation Infrastructure Finance and Innovation Act (TIFIA) is a federal credit program that lends rather than grants.

Airport Improvement Program (AIP) Grants

AIP is the FAA's standing grant program for airport capital projects, reaching an airport through an annual formula entitlement and competitive discretionary grants. Both are triggered by the FAA's own priority ranking rather than by local choice.

- **Type.** Grant. Up-front cash, no debt service. These require a local match. For a small hub airport, the match is usually 10 percent; however under a special federal provision, the match at the Eugene Airport is 6.25 percent.
- **Could it fund Phase 2.** Partially, and limited to eligible scope. AIP prioritizes airfield safety, capacity and preservation. The Eugene Airport's unfunded scope is terminal, which AIP funds only partly.
- **Realistic scale.** A very limited share of the gap. The Eugene Airport has roughly \$3.8M/year in formula entitlement, most of which is already committed to airfield priorities, with terminal work possibly drawing only a limited share.
- **How it is secured.** Through the FAA's priority ranking and the national planning process. A project must be in the FAA's capital planning pipeline and rank well against competing national needs to draw discretionary funds beyond the annual entitlement.
- **Timing.** Annual. Entitlement funds recur each year by formula; discretionary awards depend on the FAA's national priorities in a given cycle.

Airport Terminal Program (ATP) Grants

ATP is a separate federal grant program created under the 2021 Infrastructure Investment and Jobs Act (IIJA) specifically for terminal projects. It shares AIP's competitive, FAA-ranked character but targets the terminal work AIP funds only partly. It was funded for five years, FY2022 through FY2026, under the IIJA, commonly called the Bipartisan Infrastructure Law. That cycle has concluded, and the program would need to be reauthorized to continue, which is considered unlikely. It is included to give a comprehensive perspective of airport financing.

- **Type.** Grant. Up-front cash, no debt service. These required a 5 percent local match.
- **Current use.** The Concourse A expansion, currently under construction, utilized a \$5 million ATP grant. The Baggage Handling System, to start construction in FY27, will utilize a \$2 million ATP grant.
- **Could it fund Phase 2.** Only if reauthorized. It was the federal program best matched to terminal work, which made it more relevant to the Eugene Airport gap than AIP, but its funding cycle has concluded.
- **Realistic scale.** Single-digit to low-double-digit millions per project in past cycles. No new awards are available unless the program is reauthorized.
- **How it is secured.** By competitive application to the FAA against a well-developed, shovel-ready terminal project.
- **Timing and continuation.** The program ran on a five-year cycle authorized by the IIJA, FY2022 through FY2026, and that cycle has concluded. Because it was a fixed-term appropriation rather than a permanent program, any future round depends on Congress reauthorizing it.

Congressional Earmarks

Congressional earmarks fund a specific named project at the direction of a member of Congress, triggered by delegation sponsorship. The same instrument carries two names: Congressionally Directed Spending (CDS) in the Senate and Community Project Funding (CPF) in the House.

- **Type.** Grant (directed appropriation). Up-front cash, no debt service.
- **Could it fund Phase 2.** Partially. Earmarks can reach terminal scope that formula programs will not, because the funded project is defined by the request rather than by FAA eligibility categories. A single earmark forms one part of a larger stack.
- **Realistic scale.** \$1 million to \$3 million for a routine request. The FY2024 average grant-and-aid earmark for airports was \$3.6 million, inflated by a single large outlier. Realistic project scope is \$1 million to \$3 million.
- **Peer figures.** In the same appropriations cycle, Gerald R. Ford International Airport (GRR) received \$5 million for an air traffic control tower replacement, while Tulsa International Airport (TUL) received \$40 million for its control tower. The Tulsa award was an outlier secured by a retiring senior appropriator, covering roughly a third of a \$112 million project rather than funding it alone.
- **Scalability.** Requests are routinely reduced in the appropriations process, so the project must work at any funded amount. A request that only makes sense fully funded is a weaker candidate than one that can absorb a smaller award and still advance.
- **Timing.** Annual, tied to the federal appropriations cycle and dependent on delegation sponsorship. No guarantee in any given year.

TIFIA Federal Credit Program

TIFIA program provides long-term, low-interest federal loans and credit assistance through the U.S. Department of Transportation Build America Bureau. It is credit, not a grant, so the money is repaid, but on terms more favorable than the bond market. Airport eligibility was established by the IIJA in 2021 and tracks the projects eligible under the PFC program, which includes terminal work. As of the time of writing, TIFIA approval is pending reauthorization, but is expected to be included.

- **Type.** Debt (federal credit). Repaid from a pledged revenue source. If that pledge is airport revenue, debt service lands in CPE; if it is a non-airport source, it does not.
- **Could it fund Phase 2.** Partially and is difficult to obtain. TIFIA criteria fit terminal projects, offering below-market rates and repayment deferred until five years after opening. Access is gated by a creditworthiness review and investment-grade rating requirement. However, since airport projects became eligible, roughly 80 airports inquired with the Build America Bureau, 35 submitted the formal letter of interest that begins the application, and only one loan has closed

(\$36.1 million to Sacramento International in January 2025). TIFIA's airport eligibility may require reauthorization before the Eugene Airport could apply.

- **A live development.** The Airport TIFIA Financing Certainty Act is a measure that could make TIFIA more usable for airports and it is the aviation item most likely to move in surface transportation reauthorization.

STATE MECHANISMS

Oregon offers three routes to State support, and their access requirements differ sharply. Lottery bonds are the most viable. Article XI-Q general obligation bonds reach a larger pool but require the airport to be owned or operated by the State at least temporarily. The City Council has not provided policy direction to pursue that arrangement. Connect Oregon is a small transportation-grant program under fiscal pressure.

Lottery Bonds

Lottery bonds are the primary viable State vehicle for the terminal project. They are issued by the State against lottery revenue constitutionally dedicated to economic development, a category a terminal expansion falls within, and carry one of the State's best-rated credits.

- **Type.** Debt (State-backed). Issued and repaid by the State from dedicated lottery revenue.
- **Could it fund Phase 2.** Partially, directly and by preserving airport capacity. Lottery bonds are the most realistic State source, but statewide capacity is limited and heavily oversubscribed. A request would need strong delegation support, a shovel-ready project and potentially matching funds. Phase 1 enabling work meets the shovel-ready and three-year spending tests more readily than Phase 2. Lottery bonds applied to Phase 1 before the airport sells its own bonds would preserve an equal amount of the airport's PFC-backed bonding capacity for Phase 2.
- **Realistic scale.** Individual awards typically run in the low millions, so lottery bonds form one part of a larger stack. A request can be staged across several biennia, though later portions are not guaranteed.
- **Capacity.** Statewide lottery bonding runs roughly \$400 million to \$500 million per cycle and receives about \$2 billion in project requests. The State can bond against roughly 25 percent of the lottery forecast, smoothed and averaged. The 2027-2029 projection is just under \$400 million statewide; in the 2025-2027 biennium the legislature authorized \$494.5 million.
- **What it requires.** Sponsorship by the local legislative delegation, demonstrated shovel-readiness and committed matching funds. To keep the tax exemption, the bonds must be sold within the biennium authorized, spent within three years and applied to a completed capitalizable asset rather than operations.
- **Timing.** Tied to the odd-year sessions, with the 2027 long session the relevant window. Bonds authorized in 2027 would be sold after the session, so the airport's Phase 1 bond sale would need to follow the state decision for lottery funding to preserve airport capacity.

Article XI-Q General Obligation Bonds

Article XI-Q ("Eleven-Q") general obligation bonds provide access to a much larger pool of State funding than lottery bonds, backed by the full faith and credit of the State. Access is conditioned on the airport being owned or operated by the State, at least temporarily.

- **Type.** Debt (State-backed general obligation). Backed by the full faith and credit of the State.
- **Could it fund Phase 2.** Yes, but only if the airport was State-owned or State-operated, at least temporarily for the duration of the repayment of the bonds. XI-Q offers the largest potential of the State options. The City Council has not provided policy direction to pursue this arrangement.
- **Realistic scale.** Oregon holds roughly \$2 billion per biennium in GO bonding capacity for qualifying State assets. Access requires establishing a qualifying State ownership interest first; the scale available to the Eugene Airport depends on that arrangement and on delegation support.

- **Structural condition.** One documented approach is a reversion arrangement. The State holds ownership for the term of the bonds while the airport continues to operate, and ownership reverts to the City once the bonds are retired.
- **A current comparable.** Senate Bill 1501 (2026) authorizes a joint authority through which the State could take an ownership interest in the Moda Center, a City of Portland asset. That agreement is not final, and the arena differs from the airport in ownership, revenue and federal obligations.
- **Path and sequence.** The City Council, as the governing body, would first need to provide policy direction to explore such an arrangement. The State will not proceed without a willing owner-operator. The matter then goes to the delegation to sponsor the required legislation. The bonds cannot be authorized until an ownership-interest agreement is in place.

Connect Oregon

Connect Oregon is a competitive State grant program for non-highway transportation, including aviation, established in 2005 and administered through the Oregon Department of Transportation. An airport can apply directly, but it is a small source under sustained fiscal pressure. Alternatively, a transportation package can name a project and route it through Connect Oregon with no competition, provided the package supplies non-highway revenue to pay for it. HB 2017 did this, designating \$25 million for the Mid-Willamette Valley Intermodal Facility in 2017. The Oregon Transportation Commission did not approve the project plan until 2019, showing that even a named project can take two years to reach approval.

- **Type.** Grant (State). Reimbursed funds with a required local match, no debt service.
- **Could it fund Phase 2.** Partially. A competitive award would be a minor contribution. A state transportation package could potentially provide a funding pathway via Connect Oregon if the 2027 Legislature creates a new non-highway revenue source..
- **Realistic scale.** Modest. Since 2005, the program has awarded \$512 million to 240 projects through nine grant rounds across all modes statewide, so any single aviation award is small relative to the funding gap.
- **Recent redirection.** In March 2026 the Legislature redirected \$42 million from Connect Oregon to help close an ODOT maintenance shortfall through Senate Bill 1601. Earlier-round projects were protected, but the redirection reduced funding for the 2026 competitive round.
- **Ongoing instability.** After voters rejected most of a 2025 transportation revenue package in a May 2026 referendum, ODOT still faces a continuing shortfall. Connect Oregon's available funding cannot be assumed stable.

VOTER-APPROVED LOCAL BONDS – MUNICIPAL BONDS

Local general obligation bonds are approved by voters and repaid through a property tax pledge. They can be issued by the City or, under ORS Chapter 838, by an airport district formed to take in the airport.

- **Type.** Debt (property tax). Repaid by taxpayers through a voter-approved property tax pledge.
- **Could it fund Phase 2.** Partially. Local bonds keep the project fully public but require a successful public vote and a property tax pledge.
- **Realistic scale.** A City issuance is bounded by the City's GO debt limit and practical debt appetite; an airport-district issuance under ORS 838 is capped at 10 percent of the real market value of taxable property within the district. The ceiling turns on how the district is drawn, potentially including the five counties this study covers.
- **District structure.** Under ORS Chapter 838 an airport district can be formed and, with the consent of the owning city, bring the airport into the district, giving it authority to own and operate the airport and to issue both GO and revenue bonds. The GO bond election provisions of ORS 838.070 apply.
- **Timing.** Tied to the election calendar and contingent on the outcome of the vote.

PRIVATE CAPITAL AND PARTNERSHIP MODELS

The mechanisms in this group bring private capital, and in some cases private expertise or operation, into the completion of the terminal. They vary widely in how much the private party takes on and for how long, from an operator that takes over terminal revenue and operations for decades to a lender that provides a credit facility and never touches ownership. The entries run from the most private involvement to the least. Some are public-private partnerships (P3s); not all are.

FULL-TERMINAL CONCESSION

A private entity finances a share of the terminal and operates it, taking the commercial revenue the terminal generates in exchange. The public owner keeps aeronautical revenue and ultimate ownership. Propeller Airports, which operates Paine Field near Seattle and is owned by Global Infrastructure Partners, is the reference case.

- **Type.** Private capital (concession). The operator finances construction and repays itself from terminal commercial revenue, so the public owner carries no debt service for that portion.
- **Could it fund Phase 2.** Yes, potentially a large share, at the cost of the terminal's commercial revenue for a 30-to-50-year term and a decades-long operating relationship. Everything from the jet bridge inward becomes operator revenue.
- **Realistic scale.** The operator finances what it constructs; the public owner surrenders revenue from food, beverage, retail, parking, rental car and rideshare for the concession term. Landing fees and PFCs stay with the airport, which also receives a per-passenger payment.
- **Term and reversion.** A base term of 30 years with potential 10-year extensions negotiated per deal; at Paine Field the term could run to 50 years. The facility reverts fully to the airport at the end, sooner if the project overperforms.
- **Speed.** Fast, through private finance. Propeller prefers a sole-source engagement, will not respond to a competitive RFP, and treats a drawn-out negotiation as a deal-breaker.
- **Risk and control.** The operator carries construction and operating risk on the terminal it finances. The public exposure is an operator weighted toward return over community benefit. Propeller renegotiated through COVID rather than exiting.
- **Two Eugene Airport-specific conditions.** Propeller would require operating the existing concourses and Concourse C together rather than Concourse C alone to avoid competing air-service relationships. Oregon's sole-source procurement rules and the City ownership structure add legal and political process Propeller has not encountered in the county-owned deals it has done elsewhere.
- **Federal concession rules.** A concession running well beyond 10 years is a long-term exclusive agreement under 49 CFR Part 23, carrying an FAA approval step and ACDBE obligations. See the Constraints section.

EQUITY BRIDGE WITH REVENUE-BOND TAKEOUT

A private investor funds construction and carries its risk, then exits when the building is delivered, at which point the airport refinances the investor out with its own debt or State bond funding. The Carlyle Global Infrastructure Fund's US aviation platform, whose portfolio includes the New Terminal One at John F. Kennedy International Airport (JFK), is the reference case.

- **Type.** Private equity bridge, taken out at delivery by public debt. The bridge moves when long-term debt is issued, not whether. What backs the takeout is a separate choice. A GARB uses CPE, while a local GO or State bond uses local or State taxes or sources.
- **Could it fund Phase 2.** Yes for the build, with no public capital at risk during construction and no loss of control, at the cost of committing to refinance the investor out at delivery. The takeout debt would rest on airport revenue, GO bonds or other vehicle.

- **Realistic scale.** The bridge can carry the full build. Carlyle states the cost of this capital at roughly 5 to 6 percent of total project cost, against a return expectation near 6 to 7 percent. The airport spends none of its own capital during the build.
- **Speed.** This is a central advantage. Private procurement can commit 80 to 90 percent of the project while permitting is still underway, a meaningful compression when steel lead times currently run 26 to 36 months. Equity deploys across a construction period of roughly three years.
- **What it requires.** Clear objectives and a not-to-exceed cost envelope up front, and a designated decision-maker able to lock the design. AIP entitlement grants are compatible. TIFIA funds and federal funds that trigger Davis-Bacon are not, because they slow the timeline and restrict material sourcing the model depends on. Carlyle engages through a request for qualifications, not an RFP.

EQUITY DEVELOPER

The developer deploys its own equity alongside the airport's public revenue streams to build faster than traditional funding allows, with a negotiated payback period, without taking over operations or requiring a bond takeout at a set date. Ferrovial, a global infrastructure firm whose airport holdings have included the London airports and terminal work at JFK, is the reference case.

- **Type.** Private equity co-investment blended with the airport's public revenue streams. The airport retains ownership and operation.
- **Could it fund Phase 2.** Yes, potentially the whole project, at the cost of an equity return repaid over a negotiated period. There is no concession takeover and no bond-takeout exit at a fixed date.
- **Realistic scale.** Ferrovial co-invests up to the client's bonding limits and considers the Eugene Airport to be of workable scale. Payback flexes against project revenue, a shorter or longer period against the revenue the project produces.
- **What it costs.** An equity return repaid over a negotiated period. The gap between private-equity cost and traditional debt has narrowed, as debt costs roughly doubled since before the pandemic while equity cost did not.
- **Risk and control.** The developer deploys equity and construction expertise using local construction teams and emphasizes giving airlines cost certainty. The airport retains ownership and operation.
- **What it requires.** Project-specific structuring. Ferrovial approaches each project on its own terms.

DESIGN-BUILD FINANCE

Design, construction and financing are brought together under a single qualifications-based procurement while the government retains ownership and control throughout. The reference case, Griffin Swinerton, delivers this design-build finance (DBF) model and avoids the term public-private partnership because it carries concession connotations that do not fit.

- **Type.** Debt (government lease credit), privately structured. A special-purpose entity issues tax-exempt debt backed by the government's general-fund lease credit rather than project revenue.
- **Could it fund Phase 2.** Yes, the full project financed under one procurement with the government keeping control throughout, at the cost of pledging the City's credit and debt capacity. The binding constraint is the City of Eugene's credit, because the airport operates as an enterprise division and the City is the capital-lease counterparty.
- **Realistic scale.** The special-purpose entity issues debt at the full project cost. The lease rate equals debt service exactly, with no spread; Swinerton is paid a fixed fee from the project budget.

- **Cost control.** A guaranteed maximum price is set at 50 to 100 percent design development, above which Swinerton absorbs overruns, paired with a date-certain schedule carrying daily liquidated damages.
- **Speed.** Setting the guaranteed maximum price takes a pre-development phase of roughly 12 to 16 months. Once set and the financing structure is in place, the bonds can be issued. Work can start with partial funding, the balance solved for as the project proceeds.
- **Ownership.** The public owner keeps land ownership through a 30-year ground lease to the special-purpose entity, which owns the completed facility and leases it back. The facility reverts to the government once the bonds are repaid or refinanced, with no prepayment penalty and an early-exit option.

FINANCE-ONLY

A finance-only arrangement provides capital and credit facilities to a public entity without any design, construction, ownership or operational role. Holman Capital, which finances public-sector assets exclusively, is the reference case.

- **Type.** Private credit facility. The airport draws individual loans under a master financing agreement, each still requiring an underlying source to repay it.
- **Could it fund Phase 2.** No, not on its own. It is a bridging and timing tool, not a source that closes the gap, because each draw still needs a repayment source.
- **Realistic scale.** Useful for bridging timing gaps rather than funding the gap. An issuance can be arranged within 30 to 45 days of the master financing agreement.
- **A relevant tool.** Holman Capital offers a grant-anticipation revolving line of credit that lets the airport delay issuing bonds until it is ready to use proceeds, avoiding interest during a ramp-up, with drawdowns timed to grant reimbursement. See Bridge and Revolving Credit in the Financing Strategies section.
- **Risk and control.** Holman Capital is solely the credit provider. It does not scope, build, own or take reversion. The airport can exercise a purchase option to pay off early without the call-provision lockout bonds can carry.
- **What it requires.** Three years of audited financials and a single master financing agreement. Public sector only. It can be structured as appropriations lease financing that does not require voter approval.

BENEFICIARY AND CONTRIBUTOR SOURCES

The mechanisms in this group raise capital from the parties who benefit from the airport rather than through the airport's own debt or a private developer. Each is documented with one or more peer-airport examples that show the mechanism in use.

POOLED LOCAL-GOVERNMENT CONTRIBUTIONS

Local governments across an airport's catchment area contribute directly to the terminal project, pooling funds from many separate commitments into a meaningful sum. The contributions are neither debt nor repaid, and each participating government sets an amount and timeline that work for it. Des Moines International Airport (DSM) is a worked example.

- **Type.** Contribution. Neither debt nor repaid.
- **Could it fund Phase 2.** Partial. Contributions pooled to create a significant sum demonstrate regional commitment tangibly, with each entity contributing an amount and timeline that works for it. The approach depends on regional agreement that cannot be assumed.
- **Realistic scale.** Peer figure: DSM raised \$30 million from 20 governments in its airport catchment area on a per-capita formula, ranging from \$10 million from the City of Des Moines to

\$20,000 from the smallest community. The Eugene Airport's figure would depend on regional buy-in.

- **What it requires.** Broad agreement among many jurisdictions that the airport is a shared regional asset, supported by outreach substantial enough to move that many governing bodies to commit funds.

BUSINESS CONTRIBUTIONS

Businesses in a region can contribute directly to an airport project, supplying flexible funds that are not subject to the federal restrictions on airport revenue. Grand Rapids (GRR) is the reference case.

- **Type.** Contribution (flexible, non-FAA-controlled). Not repaid.
- **Could it fund Phase 2.** Partially. Business contributions can supply flexible matching funds usable for the components of the project that the airport's own FAA-controlled revenue is not allowed to fund.
- **Realistic scale.** Peer figure. At GRR, businesses committed roughly \$18 million to \$20 million over 10 years, each setting its own amount, terms and recognition, held by a chamber foundation for a donor tax benefit and used as matching funds.
- **Fulfillment.** At GRR, business acknowledgment on reserved pieces of the airport, such as the play area and business center, is kept distinct from paid advertising, which a separate vendor coordinates.

DEDICATED TAX REVENUE CONTRIBUTIONS

A benefiting government directs one of its own dedicated tax streams to fund a city-owned airport it neither owns nor operates, including by backing a bond serviced from that revenue. Provo Airport (PVU) is the reference case.

- **Type.** Contribution or externally backed bond. The outside government contributes directly or services a bond from its own tax revenue.
- **Could it fund Phase 2.** Yes, potentially at substantial scale, provided a willing benefiting government with an eligible dedicated tax stream exists.
- **Realistic scale.** Peer figure: Utah County contributed \$19.5 million upfront plus \$3.9 million per year over 15 years and backed a \$50 million bond repaid through the county tourism tax. The regional council of governments added \$17 million from a transportation sales-tax share.
- **Airport revenues stay with the airport.** The county explored collecting revenue from the airport but was told it could not, so the funding took the form of a contribution rather than an investment, consistent with FAA Policy and Procedures Concerning the Use of Airport Revenue (64 Fed. Reg. 7696).
- **What it requires.** A benefiting county or regional body that treats the airport as regional economic infrastructure, and an eligible dedicated tax stream that can be applied to the project or pledged to service a bond.

TRANSIENT LODGING TAX

Transient lodging tax (TLT), sometimes called transient room tax (TRT), is a tax on overnight stays that many local governments in the airport catchment area already collect. It is a candidate revenue stream for the dedicated tax model above, which Utah County used to fund Provo Airport (PVU) through its tourism tax. This option has not been fully explored in this study.

- **Type.** Contribution or externally backed bond, repaid from a local government's TLT revenue. It draws on no airport revenue and does not raise CPE.
- **Could it fund Phase 2.** Possibly, as one layer of a blended stack. Eligibility and capacity have not been assessed.

- **Oregon conditions.** At least 70 percent of net revenue from a local TLT that is new or increased since 2003 must go to tourism promotion, tourism-related facilities or debt financing for those facilities (ORS 320.350). A tourism-related facility includes improved real property with a useful life of 10 or more years and a substantial purpose of supporting tourism (ORS 320.300). Whether a terminal expansion qualifies has not been tested.
- **What it requires.** A willing jurisdiction, legal review of eligibility and agreement among the tourism partners that currently rely on the revenue. Several interview participants noted that TLT is a contested source locally.

PHILANTHROPY AND ANCHOR GIFTS

Philanthropic contributions range from broad community giving to a large anchor gift from a single corporate or individual donor that establishes momentum. Pullman-Moscow Regional Airport (PUW) is the reference case for the anchor-gift approach.

- **Type.** Gift. Not debt, no repayment.
- **Could it fund Phase 2.** Partial. Anchor gifts can establish early momentum and bring in capital with no repayment, but they depend on a committed lead donor and can carry the expectation of donor input, including on design.
- **Realistic scale.** Peer figure: PUW received \$1 million from Schweitzer Engineering Laboratories and a further \$1 million from the company's founders, plus contributions from private-plane owners. Anchor gifts establish momentum rather than close the gap.
- **The approach.** PUW advises identifying an anchor investor, typically a large company, to lead, then building relationships with every entity the airport serves so smaller communities are recognized alongside larger ones.
- **What it requires.** An anchor donor who sees the airport as central to its own interests, and acceptance that donors will expect opportunities to provide input. PUW framed this as trading a degree of control for the funds.

NON-AERONAUTICAL REVENUE: NAMING, SPONSORSHIP AND ADVERTISING

Naming rights, sponsorship and advertising are sold as term agreements conveying the right to associate a name or brand with a facility for a defined period. This is a non-aeronautical revenue transaction, not philanthropy. Palm Springs International Airport (PSP) and Tampa International Airport (TPA) illustrate the range.

- **Type.** Non-aeronautical revenue. The airport sells a marketing asset it already controls and retains ownership and operation. It generates revenue rather than carrying a cost.
- **Could it fund Phase 2.** Partially; useful as a supplement. Naming and sponsorship generate revenue at a scale useful as a supplement rather than a primary source.
- **Realistic scale.** Peer figure: PSP was the first airport in the country to sell naming rights to an entire concourse, at \$1.433 million over three years, split 57 percent to the airport and 43 percent to its marketing partner.
- **How Tampa did it.** TPA sold naming rights on an office building and its parking garage, approaching the largest current tenant first. Two cautions surfaced. Procurement rules can bar a naming partner from other airport business such as concessions, and a naming stream tied to a tenant's occupancy is exposed if that tenant leaves, as occurred when hurricane damage put a building's occupancy and naming payments in question.
- **Terms that protect the airport.** PSP's guidance was to vet partners with the advisory board and council and to restrict terms to three to five years with a cancellation option if the partner's reputation is damaged.

FINANCING MECHANISMS AT-A-GLANCE

This table summarizes the mechanisms catalogued in this section. Refer to the corresponding entries above for detailed descriptions.

Mechanism	Group	What it's for
Airport Revenue-Backed Bonds	Public	The airport's primary debt instrument, backed by future PFCs, general airport revenues (GARB) or both. Current bonding capacity is planned for use on Phase 1. Could shift to Phase 2 if other funding covers Phase 1 items before the bonds are sold.
Customer Facility Charge (CFC)	Public	A dedicated rental car fee restricted to rental car facilities. Cannot fund Phase 2.
Federal: AIP Grants	Public	The FAA's standing grant program. Airfield-focused, limited terminal eligibility, triggered by FAA ranking.
Federal: ATP Grants	Public	A competitive federal program dedicated to terminal projects. Its FY2022 through FY2026 cycle has concluded, and reauthorization is considered unlikely.
Federal: Congressional Earmarks	Public	A directed appropriation for a named project, carried by the delegation. Congressionally Directed Spending (CDS) in the Senate and Community Project Funding (CPF) in the House.
Federal: TIFIA Credit Program	Public	Low-interest federal loans repaid from a pledged revenue source. Credit, not a grant. Airport eligibility may require reauthorization.
State: Lottery Bonds	Public	The primary viable state vehicle, issued against lottery revenue dedicated to economic development. Can fund Phase 2 directly or fund Phase 1 to preserve airport bonding capacity.
State: Article XI-Q GO Bonds	Public	A larger pool of state funding, conditioned on the state holding a temporary ownership or operating interest that reverts to the City once the bonds are retired.
State: Connect Oregon	Public	A small non-highway transportation grant program. This program is under sustained fiscal pressure.
Voter-Approved Local Bonds	Public	GO bonds approved by voters and repaid through a property tax pledge, issued by the City or an airport district.

Mechanism	Group	What it's for
Full-Terminal Concession	Private Capital	A private entity finances and operates the terminal, taking commercial revenue for a defined term.
Equity Bridge With Revenue-Bond Takeout	Private Capital	A private investor funds and de-risks construction, then is refinanced out with airport debt.
Equity Developer	Private Capital	A developer deploys its own equity to build faster, with a negotiated payback period. Does not take over operations.
Design-Build Finance	Private Capital	Design, construction and financing under a single procurement, with the government retaining ownership.
Finance-Only	Private Capital	Capital and credit facilities to a public entity, with no design, construction or operational role.
Pooled Local-Government Contributions	Beneficiary and Contributor	Airport catchment area governments pool many separate direct contributions into a meaningful sum. Not debt, not repaid.
Business Contributions	Beneficiary and Contributor	Businesses contribute directly to a project, supplying flexible funds not subject to federal airport-revenue restrictions.
Dedicated Tax Revenue Contributions	Beneficiary and Contributor	A benefiting government directs a dedicated tax stream to a city-owned airport it neither owns nor operates.
Transient Lodging Tax (TLT)	Beneficiary and Contributor	A local tax on overnight stays, largely dedicated by state law to tourism promotion and tourism-related facilities. Eligibility for a terminal expansion has not been fully explored.
Philanthropy and Anchor Gifts	Beneficiary and Contributor	Community giving through to a large anchor gift. Could be collected and held by a foundation.
Non-Aeronautical Revenue: Naming, Sponsorship and Advertising	Beneficiary and Contributor	Naming, sponsorship and advertising sold as term agreements. A revenue transaction, not philanthropy.

FINANCING STRATEGIES

Strategies are approaches layered on top of a mechanism to reduce its cost, improve its timing or help an issuance close. They are not sources of capital and not ownership structures. Each strategy is defined

below and characterized on the points that matter for it. Each points to one or more peer airports that used it (refer to Precedents and Paths section).

BRIDGE AND REVOLVING CREDIT

A short-term or revolving credit line carries an airport through the gap between when construction costs come due and when long-term financing arrives. It is a standard construction-finance approach used to hold down the cost of building before permanent debt is in place.

- **What it does.** Reduces the interest an airport pays between the start of construction and the sale of long-term debt or lets the airport hold off on issuing bonds until it is ready to spend the proceeds. Either way, it keeps the airport from carrying expensive long-term debt before the money is actually needed.
- **How it works.** A lender extends a short-term or revolving credit line the airport draws on as costs come due, then repays or replaces it with permanent bond financing once the project is far enough along. A grant-anticipation version times the draws to expected grant reimbursements, so the airport borrows only in the gap before the grant arrives.
- **When it applies.** When the airport is already committed to a bond issuance or a grant-funded project but desires or faces a timing gap, with construction costs landing before the bonds are sold or before grant money is reimbursed.
- **What it requires.** A lender willing to provide the credit line and audited financials sufficient to underwrite it. It sits on top of an existing financing plan and does not replace the need for a permanent repayment source.
- **Peer examples.** Savannah (SAV) uses a rolling line of credit to bridge the interval between issuance and construction. Nashville (BNA) used a Bank of America accordion credit line alongside its PFC-backed bonds. Northwest Arkansas (XNA) issued three rounds of bond anticipation notes at \$5 million each, provided by members of its business group and repaid with interest from permanent financing. The Holman Capital finance-only mechanism offers a grant-anticipation revolving credit as a standing facility.

Key takeaway. Bridge and revolving credit lowers the cost of building before permanent debt is in place, but it carries its own interest and fees and presumes a permanent takeout exists. It reduces cost rather than closing a funding gap on its own.

CREDIT BACKSTOP

A credit backstop is a one-time credit enhancement in which a private party guarantees or purchases a bond issuance so that it can close, then steps out once the debt is placed or refinanced. It is neither philanthropy nor a coalition contribution, and no capital goes into construction.

- **What it does.** Allows a bond issuance to close that could not clear the market on its own terms, by putting a financially credible party's capacity behind it. This makes an otherwise unsellable issuance sellable, so the project can be financed at all.
- **How it works.** A private party with sufficient financial standing purchases the issuance directly, or guarantees it, so that investors will take the bonds. The party then sells the bonds to other investors once they are placed and steps out at the first refinancing. Investors value the party's financial wherewithal on the issuance rather than any interest in owning or operating the airport.
- **When it applies.** When an airport or authority bond issuance is below investment grade or otherwise cannot attract buyers on its own, and a credible private party is willing to stand behind it temporarily.
- **What it requires.** A private party whose financial capacity the market will value, and a bond issuance that a refinancing can later take out. The backstop supplements the issuance and does not replace the underlying repayment source.

- **Peer example.** At Northwest Arkansas (XNA), a single high-net-worth individual personally purchased a below-investment-grade revenue bond issuance so it could close, then sold the bonds to high-yield funds once they were placed. The backstop was retired at the first refinancing, roughly five to six years after opening, when the rate dropped from 7.625 percent to around 5 percent.

Key takeaway. A credit backstop can make an otherwise unsellable issuance close, but it depends on a single credible party willing to take placement risk, which is rare and cannot be assumed, and it helps an issuance close rather than reducing the cost of the debt or supplying project capital.

ISSUING THROUGH A HIGHER-RATED ENTITY

An airport can have a higher-rated government issue debt on its behalf, so the bonds carry the better credit's interest rate rather than the airport's. The savings comes entirely from the improved rating, and the airport still repays the debt.

- **What it does.** Lowers the interest rate on a bond issuance by borrowing against a stronger credit than the airport's own. On a large issuance the debt-service savings can be large enough to keep a project at full scope rather than cutting it back.
- **How it works.** A higher-rated government, typically the county or another local entity, issues a general obligation or revenue bond on the airport's behalf. The bonds price against that entity's rating, the airport repays the debt service, and the higher-rated entity takes no ownership or operating control.
- **When it applies.** When a higher-rated government in the airport's region is willing to lend its credit to an issuance, and the airport's own rating would otherwise price the debt materially higher.
- **What it requires.** A willing higher-rated government partner, and a repayment source the airport commits to service the debt. This is distinct from State general obligation bonds under Article XI-Q, which require the State to hold an ownership interest. Here a local government lends its credit without taking ownership.
- **Peer example.** At Des Moines (DSM), the airport authority, rated A-, had Polk County, rated AAA, issue a general obligation bond on the project's behalf, saving roughly \$90 million in debt-service costs, enough to avoid scaling the project back.

Key takeaway. Issuing through a higher-rated entity can produce large debt-service savings on a big issuance, but it depends on a higher-rated government being willing to put its credit behind the airport's debt, and it lowers the rate rather than changing the principal that must be repaid.

FOUNDATIONS AS COLLECTION AND HOLDING ENTITIES

A community or private foundation receives, holds and channels contributions to the project under its own tax identity, rather than supplying capital itself. It is a structural conduit layered on top of the contribution and gift mechanisms, changing how those funds are received and held. Onward Eugene, the Oregon Community Foundation (OCF) and the UO Foundation are the reference cases. This strategy leverages individuals' interests in tax benefits and demonstrates value alignment with a highly respected entity.

- **What it does.** Gives contributions from many parties a single tax-exempt home. A donor gives to the foundation and receives the associated tax benefit, and the foundation directs the funds to the project. It can also smooth timing, holding funds until the project is ready to draw them.
- **How it works.** The foundation accepts contributions under its own identity through fiscal sponsorship, which lets a project receive donations under the foundation's tax status, or through donor-advised funds. The foundation takes no design, construction, ownership or operating role, and no project risk transfers to or from it. Some foundations can also extend loan capital below bank rates against the contributions they hold.
- **When it applies.** When a project is drawing contributions or gifts from businesses, donors or the broader community and wants a credible, tax-advantaged entity to receive and hold them, particularly where donors prefer to give to a foundation rather than directly to a city department.

- **What it requires.** A foundation willing to serve as the holding entity, and an underlying flow of contributions to channel. The foundation supplies the structure. The funds still have to come from the contribution and gift sources.
- **Peer and local examples.** At Grand Rapids (GRR), business contributions were held by a chamber foundation, which gave donors a tax benefit and pooled the funds as a match. OCF, the UO Foundation and Onward Eugene each described fiscal sponsorship and donor-advised funds as ways to receive contributions under the foundation's tax identity.

Key takeaway. A foundation can give contributions a tax-advantaged home as a way to channel funds. Its usefulness depends entirely on the contributions flowing into it. A foundation's own grant-making runs well below terminal scale.

FINANCING STRATEGIES AT-A-GLANCE

This table lists the financing strategies catalogued in this section. Each row summarizes an entry described in detail above.

Strategy	What it's for
Bridge and Revolving Credit	A short-term or revolving credit line that carries the project across the gap between construction cost and permanent financing.
Credit Backstop	A private party temporarily guarantees or purchases an issuance so it can close, then steps out at refinancing.
Issuing Through a Higher-Rated Entity	A higher-rated government issues debt on the airport's behalf, lowering the interest rate. The airport still repays.
Foundations as Collection and Holding Entities	A community or private foundation receives, holds and channels contributions to the project under its own tax identity.

CONSTRAINTS

The mechanisms and strategies above are shaped by a set of constraints that apply across funding paths rather than to any single one. Several questions recur across the options. Why can the airlines not simply be asked to pay more, why airport revenue cannot be spent on anything other than the airport or handed to an outside party, why a private operator cannot be given the terminal outright, and why construction costs what it does. The constraints below answer those questions. Each one narrows the menu and several explain why an option that looks available in principle is limited or unavailable in practice.

THE COST PER ENPLANEMENT CEILING

CPE is the average airport cost each departing passenger represents, and it is how the airlines already pay toward the airport. The Future Revenues Available for Bonding section describes how it works. As a constraint, CPE governs every mechanism that repays from airport revenue. Each such mechanism raises CPE, and there is a practical ceiling on how far it can rise before carriers cut service or shift flying to PDX. That ceiling is the single limit that most shapes the debt options.

- **What it limits.** Any debt repaid from airport revenue raises CPE, because the debt service is recovered through the fees airlines pay. A general airport revenue bond, PFC revenue used to repay interim borrowing and a TIFIA loan pledged against airport revenue all draw on the same limited room under the CPE ceiling.

- **Why it binds the Eugene Airport.** The Eugene Airport's CPE is roughly \$11, and its carriers are cost sensitive. PDX sits roughly 110 miles north as a substitution point already drawing about 29 percent of the Eugene Airport's catchment area. The Eugene Airport does not have the pricing protection a large origin-and-destination market has, where carriers must serve the market regardless.
- **The practical effect.** The debt mechanisms do not each open a separate pool of money. They share the same limited room under the CPE ceiling, so they cannot be added together. Fiscal modeling is outside the scope of this report.
- **What sits outside it.** A local general obligation bond or a State bond repaid from taxes rather than airport revenue does not enter the airline rate base and does not raise CPE. The CPE ceiling governs only airport-revenue-backed debt.

FEDERAL AIRPORT REVENUE-USE RULES (GRANT ASSURANCES)

As a condition of accepting federal airport grants, the airport agrees to a set of grant assurances that bind its operations. Two of these apply in perpetuity, for as long as the site is used as an airport, and both shape the funding options. The first is the revenue-use requirement, which governs where the money the airport earns can go.

- **What it requires.** Airport revenue must be spent on the airport, on its capital or operating costs, and cannot be diverted to other public purposes. This is the requirement behind the term airport revenue that recurs through the mechanism entries.
- **Why it matters.** Airport revenue is locked to the airport, so it can be spent only on the airport's own capital and operating costs, including the restricted components of the expansion. An outside government that wants to help cannot take a share of that revenue in return. At Provo (PVU), the county explored collecting revenue from the airport, was told it could not, and structured its support as a contribution instead. A benefiting party can give, but it cannot invest for a financial return drawn from airport earnings.
- **Source.** The revenue-use assurance is grounded in 49 U.S.C. § 47107(b)(1) and § 47133 and detailed in the FAA's Policy and Procedures Concerning the Use of Airport Revenue (64 Fed. Reg. 7696) and FAA Order 5190.6C (Airport Compliance Manual). The obligation continues for as long as the airport operates.

THE EXCLUSIVE-RIGHTS BAR (GRANT ASSURANCE 23)

The second perpetual grant assurance is the exclusive-rights bar. It prevents the airport from granting any single party, including an airline, the exclusive right to conduct an aeronautical activity at the airport. Its reach is narrower than it is often assumed to be, and stating it precisely matters because it is frequently raised as an objection to the private-operator models.

- **What it bars.** The airport may not grant any single party the exclusive right to conduct an aeronautical activity, meaning activities directly related to the operation of aircraft. The bar protects fair competition among aeronautical users such as air carriers and fixed-base operators.
- **What it does not bar.** The bar applies to aeronautical activity, not to terminal commercial operations. A concession model in which a private operator runs the terminal and takes its food, retail, parking and other commercial revenue does not run afoul of Assurance 23, because that revenue is non-aeronautical. The airport itself is also exempt from the bar as to its own operations. Assurance 23 does not prohibit private terminal operation; the practical reasons the Eugene Airport might not pursue a full concession are separate and are discussed in the Private Capital entries.
- **Source.** Assurance 23 is grounded in 49 U.S.C. § 40103(e) and § 47107(a)(4) and detailed in FAA Order 5190.6C. Like the revenue-use assurance, it continues for as long as the site is used as an airport.

CONCESSION EXCLUSIVITY AND DISADVANTAGED-BUSINESS RULES (49 CFR PART 23)

A separate federal regulation limits how long and how exclusively a concession can be granted and requires participation by Airport Concession Disadvantaged Business Enterprises (ACDBEs) in the concession program. It is distinct from Grant Assurance 23 despite the shared number, and it reaches the terminal commercial operations the exclusive-rights bar does not.

- **The exclusivity limit.** The airport may not grant a long-term exclusive concession, meaning a single entity running a type of business across the whole airport for more than 10 years counting options and holdovers, except where special local circumstances justify it and the responsible FAA regional office approves the airport's ACDBE plan.
- **Private operators are not exempt.** Where a private operator runs a leased terminal, the airport must pass these requirements through and ensure compliance. Running the terminal does not escape the rule.
- **Why it matters here.** A full-terminal concession of the kind in the Private Capital section runs well beyond 10 years and is a long-term exclusive arrangement under this rule. It is not prohibited, and it carries an added FAA approval step and ACDBE obligations that shape any such deal.
- **Source.** 49 CFR Part 23, in particular § 23.75 and § 23.73, under 49 U.S.C. § 47107.

PASSENGER FACILITY CHARGE LIMITS

Passenger facility charges (PFCs) are described in the Future Revenues Available for Bonding section as a bondable revenue stream. Three limits on that stream operate as constraints on the terminal project.

- **The rate is capped.** The PFC rate is fixed by Congress at \$4.50 per enplanement and has been since 2000. The airport cannot raise it to generate more capacity; only Congress can, and it is not tied to inflation or other automatic increase. The cap's value has eroded due to construction-cost inflation over the intervening years.
- **Use is FAA-gated.** PFC revenue may be applied only to projects the FAA approves, limited to work that improves safety, expands capacity, reduces noise or increases carrier competition. The airport must apply to the FAA for authority to use PFC revenue on a specific project.
- **Bondable capacity is limited.** Bonding against future PFC revenue is limited to enplanements the airport can credibly forecast, which are those it currently serves from Concourses A and B. This capacity cannot extend to the anticipated passengers a planned Concourse C would serve.
- **No other passenger charge.** No other per-passenger charge may be levied. Source: Anti-Head Tax Act, codified at 49 U.S.C. § 40116.

Separate from these limitations, the Eugene Airport's existing PFC-backed bonding capacity of approximately \$85 million is planned for use on the Phase 1 enabling projects (Phase 1 infrastructure preceding Concourse C construction), leaving none for Phase 2 unless other Phase 1 funding is secured before those bonds are sold.

PREVAILING-WAGE REQUIREMENTS

Wage law is a cost carried under any funding path that qualifies as public work, which the terminal does. Federal funds add procurement constraints on top, a trade-off that appears again in the private-capital and federal-grant entries listed in the Financing Mechanisms section.

- **State prevailing wage law.** Oregon's Prevailing Wage Rate law requires prevailing wages on public works over \$50,000, administered by the Bureau of Labor and Industries under ORS 279C.800 to 279C.870. Because the Eugene Airport is a City enterprise division and the terminal

is public work, this requirement applies to the project regardless of how it is funded. Prevailing wage is therefore largely built into the project cost.

- **Federal law.** Federally assisted construction triggers the federal Davis-Bacon Act. Where both State and federal prevailing wage laws apply, the higher of the two wage determinations governs. The more consequential effect is the federal procurement and material-sourcing requirements that come with federal funds, which slow the schedule and restrict sourcing.
- **Time-sensitive models.** The fastest private-capital models are incompatible with certain federal funds. The Carlyle equity-bridge model treats TIFIA and Davis-Bacon-triggering federal money as incompatible because they lengthen the timeline the model depends on.
- **Private structures do not avoid State prevailing wage.** The private-capital models the Eugene Airport explored do not escape the State requirement. Both Carlyle and Griffin Swinerton confirmed that State prevailing wage applies regardless of the financing structure, with Carlyle executing a project labor agreement.
- **Private-gift construction.** Some universities have leased ground to a benefactor who builds an improvement with private funds and gifts it back, a structure that can fall outside prevailing wage because no public money funds the construction. The exemption depends on that condition. Oregon's law reaches new construction of a public improvement financed in whole or in part by public funds, regardless of who holds title during the build, so PFCs, potential federal grants or City participation would each pull Phase 2 back under State prevailing wage and, where federal funds apply, Davis-Bacon.

PRECEDENTS AND PATHS

WHAT HAS WORKED AT OTHER AIRPORTS

Airports across the country have built terminals that federal grants, passenger facility charges and airline-backed debt could not fund on their own. Each one reached for a path outside the traditional stack and made it work. The airports below span a range of sizes, ownership structures and regional economies, and their circumstances differ from the Eugene Airport's in ways that matter. Several airports appear more than once because they utilized multiple strong mechanisms.

CONTRIBUTIONS FROM OTHER GOVERNMENTS

Per-capita community resolutions

Des Moines International Airport (DSM) raised \$30 million from 20 cities and county governments across the metropolitan area. Each city council passed a resolution agreeing to contribute, following a per-capita formula. The City of Des Moines gave \$10 million, two large suburbs gave \$2 million each and the smallest community gave \$20,000. Each community set its own payment timing, with some schedules running through 2028. The airport paired this with a community outreach campaign that made the case around a 75-year-old terminal at the end of its life, which built the public support the resolutions needed.

Upfront county contribution paired with tourism-tax bonding

Provo Airport (PVU) was funded largely through Utah County, which contributed \$19.5 million upfront and committed to \$3.9 million per year for 15 years. The county treated airport expansion as the best use of its tourism-tax dollars and bonded against that revenue to raise \$50 million. A regional transportation body, the Mountainland Association of Governments, added \$17 million from a share of sales tax earmarked for transportation. The county's early commitment created a snowball effect that brought the state legislature on board once the county had led.

Broad multi-jurisdiction contributions

Pullman-Moscow Regional Airport (PUW) drew funding from the cities of Moscow and Pullman, Washington State University, the University of Idaho and Latah and Whitman counties, spanning a state line. The approach treated every jurisdiction the airport serves as a potential contributor and invited each to give at a level that fit its capacity, with equal recognition regardless of amount.

ISSUING THROUGH A HIGHER-RATED PUBLIC ENTITY

A county general obligation bond issued for the airport

DSM had the county issue debt on the airport's behalf. Polk County carried a AAA rating against the airport's A-, and the county's general obligation bond saved roughly \$90 million in debt service. The stronger credit also expanded what the project could afford, letting DSM build 11 gates rather than the seven that airport-issued debt would have supported. Airport revenue repays the bonds and residents' property taxes were not raised. This mechanism is documented in more detail in the Financing Strategies section.

PRIVATE FINANCING AND CREDIT BACKSTOPS

A private investor backstop on airport debt

Northwest Arkansas National Airport (XNA) issued roughly \$70 million in revenue bonds carrying a junk rating and a 7.625 percent interest rate, which required qualified investors. Alice Walton, who owned an investment finance firm, led the private financing and bought the bonds herself initially so that high-yield investors had her financial wherewithal on the hook rather than an airport they would have to own and operate. Investors then bought the bonds from her. The backstop was removed at the first refinancing, roughly five or six years after opening, which brought the rate down to around 5 percent. The airport never came close to missing a payment. The bonds were a general obligation of the airport authority.

alone, with no city or county on the hook. This mechanism also appears in the Financing Strategies section.

Bond anticipation notes provided by member businesses

Northwest Arkansas National Airport (XNA) issued three rounds of bond anticipation notes at \$5 million each, each round provided by members of its business coalition and repaid with interest once permanent financing was in place. These were loans rather than gifts, a way for private members to supply short-term capital that permanent bonds later took out.

An airline lease guarantee that made the numbers work

Nashville International Airport (BNA) secured a lease agreement under which the airlines committed to fill enough space to support the expansion. If the airlines leased at least half the rentable space the financing worked, and the board adopted a policy, suggested by Landrum and Brown, letting the airport charge the airlines for the shortfall if they fell below that threshold. The board tied the policy to the chief executive's and chief financial officer's performance reviews, which gave the airlines assurance the commitment was low risk.

CORPORATE AND PHILANTHROPIC CONTRIBUTIONS

An anchor corporate gift

PUW received \$1 million from Schweitzer Engineering Laboratories and a further \$1 million from the company's founder and his wife. The company understood the value of reliable air travel to the regional economy and to the efficient use of its people's time. PUW's guidance to the Eugene Airport was to secure an anchor investor first, a large company whose commitment signals to others that the project is real, and to approach each prospect around how that organization uses aviation and what it values rather than treating anyone as a piggy bank.

Multi-year business commitments held by a chamber foundation

Grand Rapids (GRR) assembled roughly \$18 million to \$20 million in business commitments over 10 years, with each business setting its own dollar amount, term and recognition. The funds are given to a chamber foundation, which provides a tax benefit to the donors, and they sit outside FAA control, which gives the airport flexible money it can use as matching funds for grants and projects. GRR keeps paid advertising and contribution acknowledgment separate, reserving specific parts of the airport such as the play area and business center to recognize business contributions directly rather than selling them as ad space. The commitments are renewed rather than one-time, so they generate flexible annual revenue on a continuing basis.

NAMING RIGHTS AND SPONSORSHIP

Selling naming rights to an entire concourse

Palm Springs International Airport (PSP) was the first airport in the country to sell naming rights to a full concourse, for \$1.433 million over three years paid in thirds, with baggage-claim advertising included. The partner, a casino, was already an advertiser at PSP with a substantial budget. PSP's guidance to the Eugene Airport was to look first at organizations that already value naming opportunities, such as those that have named arenas, to price against how arenas price naming rights, and to vet any partner with the airport advisory board and city council before signing. PSP now favors shorter three-to-five-year terms with a cancellation option if a partner's reputation is damaged.

Selling naming rights to a building and its parking garage

Tampa International Airport (TPA) sold naming rights on an office building and that building's parking garage owned by TPA, offering the naming right first to the building's largest tenant at \$85,000 per year and the garage to the second-largest tenant at \$50,000. The approach mirrors how commercial real estate in the area handles naming, approaching the anchor tenant first. TPA excludes companies holding naming rights from other airport business such as concessions to avoid conflicts of interest.

MONETIZING AIRPORT ASSETS FOR NON-AERONAUTICAL REVENUE

Revenue-generating parking and a P3 hotel

BNA built a 7,000-space parking structure charging \$30 per day that pays for itself within seven years and generates revenue for the airport after that. It also added a hotel built on top of the parking structure, delivered as a public-private partnership so the private partner carries the liability without affecting the airport's credit. The hotel runs above 80 percent occupancy and will generate airport revenue within a few years. Both are examples of turning airport assets into non-aeronautical revenue the airport can spend directly or borrow against, a category BNA is expanding by hiring a chief revenue officer to pursue more advertising. Savannah's experience points in the same direction from a different angle. SAV took on a fixed-rate airline agreement a decade ago and carries the rate risk itself because it holds a sizable non-aeronautical revenue pool, which lets it act without airline consent on projects it funds from that pool.

STATE FUNDING THROUGH ORGANIZED ADVOCACY

A coalition of airports advocating together

BNA works through the Tennessee Association of Air Carrier Airports, which includes all five of the state's commercial airports and functions as a lobbying group. The coalition makes an economic-return argument to the state, framed as a modest annual investment returning billions in economic value, and has grown state funding from \$3 million a year to \$109 million shared across the five airports, distributed by enplanements with an added share reserved for the three smallest.

Independent state data as a legislative lever

SAV uses a Georgia DOT airport funding-gap study to make its case to the legislature, on the reasoning that an independent state study carries weight the airport's own request does not. XNA points to a related tool, a state systems plan showing the economic impact, jobs and dollars tied to every public-use airport in the state, which makes each airport's contribution visible to lawmakers.

THE VALUE OF COALITIONS

Several of these airports succeeded because an organized coalition carried the effort, and the coalitions themselves are worth understanding as a path even though they are advocacy structures rather than funding mechanisms. They take two broad forms, a coalition of businesses and governments organized to advocate for a single airport, and a coalition of airports organized to advocate for airport funding across a state.

Business and government coalitions advocating for one airport

XNA grew out of the Northwest Arkansas Council, a private 501(c)(3) of business leaders whose dues funded the coalition's own operations and the work of assembling grants and applications, kept deliberately separate from the public airport authority. The Council set contribution levels around the table rather than by formula and was chaired by figures all parties trusted. GRR is guided by the West Michigan Regional Air Alliance, a group of large and global business leaders that formed roughly 15 years ago out of frustration that the airport was not meeting business needs and now advises the airport in a standing role. Both coalitions gave the airport organized business backing and a durable structure that outlasted any single project. PVU convened a task force of 120 businesses to demonstrate regional demand to airline route planners, and PUW built a cadre of local champions, councilors, mayors and high-profile private figures, to push the effort forward. A coalition works when participation is desirable, when stakeholders want to be in the room with the people making decisions.

A coalition of airports advocating for state funding

The Tennessee coalition described above is the model here. Where individual airports compete for limited state attention, a coalition speaking with one voice can make a stronger economic case and grow the total pool for everyone.

REGIONAL INTEREST

OVERVIEW

This section reports what regional leaders told us about Eugene Airport and its expansion. Understanding the airport catchment area's interest in the Eugene Airport is central to judging whether the region would support the expansion strongly enough to help unlock state and other public funding on an accelerated timeline.

We interviewed more than 100 community leaders across the airport catchment area between October 2025 and July 2026. Career leaders included city managers, county administrators, chamber of commerce and economic development directors, hospital and university officials and business owners. Elected leaders included mayors, county commissioners and current and former state legislators. The airport catchment area spans six counties, Benton, Coos, Douglas, Lane, Lincoln and Linn. Coos County has its own commercial service at the Southwest Oregon Regional Airport, so this study covers the other five, and we spoke with only a few leaders in Coos County. The Eugene Airport's expansion is a regional-connectivity effort, and we scoped the interviews to avoid positioning the Eugene Airport's growth against a neighboring airport that serves its own community.

We also fielded a community survey and asked interview participants to share it with their networks. The survey provides directional information and does not replace a representative sample of likely voters. It over-represents current Eugene Airport users and coastal respondents, so it cannot answer population-level questions such as how a bond measure would perform. It does show where sentiment concentrates by area. The area breakouts at the end of this section note where each community tracks the regional picture, differs from it or stands out.

KEY TAKEAWAY

Leaders across the airport catchment area view the Eugene Airport as critical infrastructure and the expansion as central to the regional economy. They will lend their names and their advocacy to the project, and many will help organize regional support to leverage funding. Small direct financial contributions are possible if it would leverage larger dollars from other sources. What the region offers in volume is coalition membership, letters of support and legislative advocacy.

SENTIMENT

Support for the expansion is broad across the airport catchment area and strongest in the communities for which the Eugene Airport is the closest practical airport. In the survey, 94 percent of those who answered want more nonstop destinations or more frequent flights, and 95 percent believe airport improvements would benefit the regional economy. That demand for better air service is regionwide and does not vary significantly from one area to the next.

Communities divide on how they use the airport today. Some fly almost entirely through the Eugene Airport and would lose that access if service degraded. Their support rests on protecting an asset they already rely on. The central and southern coast, especially Florence, and Douglas County sit here. Others see large shares of their travelers using PDX because the Eugene Airport cannot yet reach the destinations or frequencies they need. Corvallis, Albany and the northern valley sit here, and they hold the largest pools of demand the Eugene Airport does not currently capture. Leaders in this second group said more nonstop destinations and more frequent flights would move their travelers to the Eugene Airport, and several expect the airport catchment area to grow north as more travelers come to see the Eugene Airport as the easier drive and on-ground experience. Leaders in Lincoln County described the same pull, and some north-county leaders, including in Lincoln City, see the Eugene Airport as a potential preferred option even though their area currently favors PDX.

RECRUITING AND RETAINING PROFESSIONALS

Leaders returned again and again to talent. Proximity to the Eugene Airport is how their communities recruit and retain the professionals they depend on, from physicians to county staff to faculty. Health systems were the most emphatic. A healthcare leader said recruiting physicians is the single most important thing the airport does for the organization, and that convenient access matters most for candidates coming from the East Coast and nationally. Rural leaders made the same point about physicians and public-sector staff, describing the Eugene Airport as essential to attracting and keeping people who would not consider a job three hours from a commercial airport. A county leader said more direct flights would cut the time and cost of recruiting employees the county has to draw from outside the area.

HIGHER EDUCATION

University leaders described the Eugene Airport as necessary to their core missions. A university leader said air access is tied directly to the institution's ability to attract and retain students, faculty and staff, and to bring candidates in for interviews rather than routing them through PDX. Smaller private institutions said flight cost and limited service raise the total cost of attendance for students who weigh relocation, which makes air service a recruitment obstacle. Athletics is a major user. A leader in university athletics described the Eugene Airport as critical to recruiting athletes and to recruiting and retaining coaches and said routing teams through PDX is not tenable. The University of Oregon's move to the Big Ten drew repeated mention as a source of new East Coast visitor traffic arriving through the Eugene Airport.

BUSINESS AND THE REGIONAL ECONOMY

Business leaders across sectors framed the Eugene Airport as a condition of competing nationally. They need to move staff out efficiently and to bring in clients, technicians and national and international experts. A business leader said limited capacity and few direct flights already make it harder to bring in a leadership team and to meet customer demand. Several tied the airport to the Southern Willamette Valley Innovation Corridor (SWVIC) connecting the region's universities and traded sector employers and described robust air service as a precondition for keeping companies and investors in the region. Leaders in manufacturing and distribution raised air cargo as both an unmet need and a potential revenue source for the airport.

Outlying and coastal leaders raised one further value that sits outside the economic case. They see the Eugene Airport as the region's resilient point of entry in a major disaster, particularly a Cascadia earthquake that could disable PDX, a place to fly in supplies and distribute them by helicopter to areas cut off by road. Leaders acknowledged this is not a commercial-service argument, but they count disaster resilience among the reasons the airport matters to the region.

THE RISK OF NOT EXPANDING

Leaders described the risk of inaction in two ways. The more common and more pointed view is that the status quo is not neutral and that standing still means decline. A university leader warned that without expansion the region reverts to its pre-pandemic pattern, travelers go back to Portland and the consequences compound.

A healthcare leader put the same idea plainly, saying the airport either becomes more vital or less vital but that the status quo is not a thing. A business leader south of Eugene framed it as survival, saying you grow or you decline. Others described a leakage spiral in which travelers drift back to PDX, loads fall and airlines cut the routes that make the Eugene Airport useful.

A second group described the risk as opportunity cost rather than imminent loss. These leaders saw no acute near-term harm but a foregone future, a region that forgoes the chance to improve and to compete

for the growth going elsewhere. Both groups landed in the same place. Leaving the airport as it is forecloses the region's growth.

CONCERNS RAISED

Leaders raised few concerns about the expansion itself. The concerns they did raise centered on local will rather than regional demand. Some questioned whether appetite for growth inside Eugene matches the enthusiasm in the rest of the airport catchment area, and a few flagged that opposition to air-travel growth could surface from residents of the city. Some questioned whether the City of Eugene sees itself as a regional leader on a project of this scale. A few leaders raised a question of stewardship, asking whether a regional asset is best served when its operation sits with a single community that rightly carries its own priorities. These are minority views set against broad regional support, and they point to the value of a regional coalition that carries the case beyond Eugene.

SUPPORT

We asked each leader what role they or their organization might play. The most common answer was a letter of support and a willingness to sign on to an as-yet organized coalition. That answer came from businesses, chambers, universities, health systems, cultural institutions and local governments across the airport catchment area. Elected leaders offered legislative advocacy. Several state legislators are prepared to champion the project, and legislative leadership described bonding from a coming session as a realistic path.

A few local governments raised the possibility of a modest financial contribution if it could be used to leverage a larger source. Several asked whether TLT dollars would be eligible to support the expansion. TLT is a contested revenue source in most jurisdictions. Its potential use is described in the Beneficiary and Contributor Sources section, though eligibility has not been fully explored. A small number of leaders pointed to private and philanthropic pathways, which are addressed in the Financing Mechanisms section.

In July 2026, the project was presented at the Lift Off EUG Expansion Showcase, a regional convening that drew roughly 100 attendees. Federal, state, university and local leaders took part, among them a representative from the Governor's office, members and staff of the region's congressional and legislative delegation, the presidents of the University of Oregon and Oregon State University and the Mayor of Eugene. Several spoke to the regional economic case. The airport catchment area is home to about one in six Oregonians yet generates roughly one in nine dollars of the state's economy, and closing this gap is the primary economic argument for expansion. The breadth of leadership that convened around a single airport project is itself a measure of regional interest.

AREA BREAKOUTS

The airport catchment area is not a single voice. The notes below record where each community differs from the regional picture, resembles it or stands out. Retention figures are from the Mead and Hunt Passenger Demand Analysis, YE Q4 2023.

FLORENCE

Florence stands out on commitment. It retains 85 percent of its air travelers at the Eugene Airport on a true market of 46,231 passengers, the highest retention of any coastal community. Portland is a long drive from the south-central coast, and driving past the Eugene Airport to reach PDX adds roughly two hours each way, so Florence relies on the Eugene Airport in a way few Willamette Valley communities do. Only a third of Florence survey respondents use PDX at all, the lowest cross-use in the airport catchment area.

Florence engaged with the survey more than any other area, contributing 105 of 499 responses. From a community of its size, that participation signals acute interest in the airport's future. Florence tracks the region on the core demand, with 94 percent of those who answered seeing economic benefit and strong support for more destinations and frequency. Florence respondents want a hotel at the airport at more than three times the rate of Eugene-Springfield and Corvallis respondents (44 percent against 12 percent), a want shared on the Lincoln County coast, and they join the broader want for better ground transportation. Florence leaders described the ground trip as the sharp constraint, citing the danger of Highway 126 and the absence of any transit connection between the airport and the coast. They would join a coalition, write letters of support and advocate for the expansion.

CORVALLIS AND BENTON COUNTY

Benton County interviews showed strong interest in an expanded Eugene Airport, valuing how the airport is an economic stabilizer and driver for its communities. OSU anchors the interest, both as a large student market and as an institution that ties air access to recruiting and retaining students, faculty and staff. However, only 35 percent of its air travelers utilize the Eugene Airport. Benton County respondents are far more likely to use PDX than travelers in the airport catchment area to the south of the Eugene Airport. This is untapped demand, not disinterest. Corvallis respondents want easier access to the Eugene Airport, naming ground transportation (79 percent) and more parking (63 percent) far more often than respondents in any other area. Increased flight options and a ground connection would convert a meaningful share of Benton travelers.

ALBANY AND LINN COUNTY

Albany looks like Corvallis on the numbers, retaining 32 percent of its travelers and sending the rest to PDX. Leaders here were supportive and pragmatic. Albany may join a coalition of governments backing the Eugene Airport as a regional priority. The improvements that would move Linn County travelers match those Benton County participants named. They want more destinations and frequency plus an easier ground trip.

ROSEBURG AND DOUGLAS COUNTY

Douglas County resembles Florence more than the northern Benton and Linn counties. It retains a strong majority of its travelers at the Eugene Airport because the alternatives are distant, and its leaders framed the Eugene Airport as essential to attracting and retaining professionals and physicians in a rural economy. Support here is committed. Financial capacity is constrained, and leaders were candid that a county contribution would be difficult even where the will exists. What Douglas County offers readily is coalition membership and advocacy.

LINCOLN COUNTY AND THE COAST

Lincoln County splits at the geographic watershed between the Eugene Airport and PDX. While Newport relies on the Eugene Airport and sees it as a potential conduit for tourism, Lincoln City and the north-central coast sit closer to PDX and lean that way today. The great majority of Lincoln County survey respondents also use PDX, with few saying they always choose the Eugene Airport. Even so, north-county leaders including in Lincoln City described the Eugene Airport as a potential preferred option as service improves, and coastal leaders raised the Eugene Airport's value for tourism, for recruiting professionals and for disaster resilience.

EUGENE AND SPRINGFIELD

Eugene and Springfield are the core of the airport catchment area. Together, residents in this area generate roughly half the region's air travelers, and around 85 percent of its travelers fly the Eugene Airport, among the highest retention anywhere in the airport catchment area. In the survey, Eugene and Springfield residents name wanting more gates, restaurants and seating at rates well above every other area. They experience the terminal's constraints directly, including the crowding. While outlying

communities want more routes, a hotel and a ground connection, this core area wants the new concourse. A separate informal survey of 159 residents in October 2025, nearly all from Eugene and Springfield, suggests much of the core market's remaining leakage is international. Six percent of respondents fly domestic trips only from PDX, while 40 percent of those who travel internationally begin those trips at PDX and not the Eugene Airport.

Elected and governmental career leaders expressed support for the expansion and framed it as one piece of a larger economic-development vision tying the airport to SWVIC, industrial development and housing. They named a local “we are good as we are” mindset as the thing to overcome and cautioned that this is a cost-conscious community wary of large public price tags. The case has to connect with residents in terms of jobs, affordability and the ability to fly to see family. Area business organizations are enthusiastic to engage constructively on how to make that case.

PROJECT FEASIBILITY AND POTENTIAL

An accelerated timeline for Phase 2 is feasible. The financing paths exist, private capital is seeking the project, and the regional and economic conditions align with it. Each path carries its own trade-offs in ownership, long-term cost, control and the effort to assemble and sustain regional support.

Regardless of which path is ultimately pursued, the paths are best advanced together rather than in sequence. Much of the preparatory work is shared across them. A shovel-ready project, a sponsoring legislative delegation, committed matching funds and an organized regional coalition are prerequisites for the state paths and strengthen every other path as well. For the single-source paths, that preparation begins with City Council policy direction. Pursuing several concurrently keeps the options open, since settling on one too early and having it stall would mean restarting the groundwork for the next. The 2027 long session convenes in January 2027, and the preparatory work that a 2027 request requires is the same work a later request would require, so beginning now preserves the near-term window without foreclosing a later one. Starting now also protects the airport's own bonding capacity, which remains available for Phase 2 only if state funding for Phase 1 is in place before the Phase 1 bonds are sold.

What follows lays out the most viable path, the other options, the regional coalition that underpins them and the conditions that support them, so the decision can be weighed against a clear picture of what is available.

THE MOST VIABLE PATH AND OTHER OPTIONS

The paths documented here are the strongest this study identified. They fall into two shapes. The most viable near-term path is a blended stack that assembles several smaller sources toward the total, anchored by state lottery bonds. The second shape is a single source large enough to close the full \$241 million gap on its own. The two that qualify are a state general obligation bond under Article XI-Q (roman numeral eleven, letter Q) and private capital, through private financing or a public-private partnership. Both have requirements that would need to be addressed before they could be pursued, beginning with City Council policy direction. Each mechanism is defined in full in the Financing Mechanisms section. The purpose here is to show which paths carry the most capital and the trade-offs that come with each. The Most Viable Near-Term Path

A Blended Funding Stack

A blended stack assembles several sources toward the \$241 million and is the most likely path if no single large source carries the full amount. State lottery bonds anchor it. Lottery bonds are the primary state vehicle that requires no change in ownership, backed by lottery revenues constitutionally dedicated to economic development, a category a terminal expansion falls within, and they carry one of the state's best-rated credits. Capacity is the constraint. Statewide bonding runs in the range of \$400 million to \$500 million per cycle against roughly \$2 billion in project requests, and reprioritization within a session can leave far less available. Access requires sponsorship by the local legislative delegation, demonstrated shovel-readiness and committed matching funds. The mechanism can be staged across several biennia, drawing a portion each biennium, though no legislature can commit funds for a future one, so later portions are not guaranteed. A lottery request is sized as one layer of a stack rather than the whole gap, which fits the mechanism to its capacity.

Alongside lottery bonds and the federal and airport-revenue funding already in the plan, the layers documented in this study include:

- State lottery bonds, likely pursued over multiple sessions
- Local GO bonds
- Federal earmarks (House or Senate)
- Federal grants

- Private and corporate contributions
- Naming rights and multi-year pledges
- Contributions from governments across the airport catchment area sized to what each can manage
- Private financing or a public-private partnership, possibly structured to fill a specific gap the above cannot reach
- Airport revenue-backed bonds, if lottery bonds or other sources fund Phase 1 items before the airport's bonds are sold
- Transient lodging tax contributions from local governments, if eligibility is confirmed
- A named project in a 2027 state transportation package, if the package includes non-highway revenue
- Additional PFC capacity if Congress raises the \$4.50 cap, a long-term possibility since the 2024 FAA reauthorization did not include an increase

Government and business contributions are working practice elsewhere, as at Des Moines, where 20 communities contributed on a per-capita basis, and at Grand Rapids, where businesses committed over a 10-year horizon, both described in Beneficiary and Contributor Sources. Private and corporate contributions can be collected and held by partnering foundations, as described in Financing Strategies. Financing bridges and revolving credit, documented in the Financing Strategies section, can carry the project across the timing gaps between when money is committed and when it arrives, which is what allows a stack of differently timed sources to fund construction on a single schedule.

Steps to pursue this path:

- **Build regional coalition support.** Organize the coalition that both delivers the contribution layers and secures delegation sponsorship for the lottery-bond anchor. The multi-jurisdiction contributions, business commitments and endorsements the stack depends on come through the coalition, so here it is the funding mechanism, not only the advocacy structure.
- **Secure the lottery-bond anchor.** Obtain delegation sponsorship, demonstrate shovel-readiness and commit matching funds for a lottery bond request in the 2027 session, sized as a stack layer. The mechanism can be pursued across several biennia, though no legislature can commit funds for a future one. Consider directing the request to Phase 1 enabling work, which better meets the shovel-ready requirement, and holding the airport's equivalent bonding capacity for Phase 2.
- **Assemble the contributing layers.** Pursue local government contributions, business and philanthropic commitments, naming rights and local GO bonds in parallel, each sized to what its source can manage.
- **Apply financing strategies to lower cost and close timing gaps.** Use the strategies documented in the Financing Strategies section to strengthen the stack. Bridge or revolving credit to reconcile the different timing of each layer, and where the stack includes debt, issuing through a higher-rated entity or a credit backstop to lower the rate or let an issuance close.
- **Confirm the fit.** Work with the airport's financial advisors to size the stack against the gap and the CPE ceiling on any airport-revenue-backed portion.

SINGLE SOURCES THAT COULD CLOSE THE FULL GAP

State General Obligation Bonds

The largest single source of state capital available to a project of this scale is a general obligation bond issued under Article XI-Q of the Oregon Constitution, backed by the full faith and credit of the state. State general obligation capacity runs at roughly \$2 billion per biennium, well above what lottery bonds can reach. Article XI-Q applies only to property the state owns or operates, so it does not reach the Eugene

Airport as currently structured. The state's interest can be partial. The 2025 Legislature authorized \$101 million in Article XI-Q bonds for the Coos Bay channel modification because the state owns the submerged land beneath the channel.

Oregon has a current model for an asset the state does not own. Senate Bill 1501 (2026) authorizes the Department of Administrative Services to negotiate a joint authority with the City of Portland to own and operate the Moda Center, supported by up to \$365 million in state bonds. The bill bars any bond sale until specific conditions are met, including a signed joint authority agreement, an agreement with the arena's management entity and joint authority review of the renovation scope, schedule and budget. Debt service is tied to state taxes generated by activity at the arena. Applied to the Eugene Airport, the same path would require legislation creating a comparable authority, a state ownership interest held through the repayment period, an identified revenue stream to cover debt service and Federal Aviation Administration approval, since a federally obligated airport generally cannot transfer an interest in its property without it. Unlike the arena, airport revenue could not repay the bonds, because federal revenue-use rules keep it with the airport, so debt service would have to come from state taxes or another non-airport source.

The state would need a reason to take on the debt, and the Eugene Airport offers several. The clearest is that the expansion advances priorities the state has already set for itself. The Oregon Prosperity Council recommends bonding against future economic growth for infrastructure and calls for prosperity shared across all regions rather than concentrated in Portland, and an XI-Q investment in the Eugene Airport is close to a direct execution of that recommendation.

A second reason is economic return. The project generates jobs, business revenue and traded-sector growth documented elsewhere in this study, which broadens the state's tax base over time. The Concourse C economic impact analysis models the state and local taxes the project would generate at rising passenger volumes, scaling with the enplanements the new gates let the Eugene Airport serve. These figures track passenger volume rather than a fixed calendar, and Concourse C is what makes the higher volumes reachable, so the gates must be built and filling before the revenue arrives. At roughly 1.1 million annual enplanements, the project supports an estimated \$19.2 million in state and local taxes annually, and at the highest volume modeled, near 1.6 million enplanements, roughly \$55.7 million. Applying the 64.5 percent state share confirmed by Martin Associates, the state's portion runs from about \$12.4 million to about \$35.9 million a year across that range.

A third reason concerns activity the region loses altogether without adequate air service. Regional economic development leaders describe a pattern in which traded-sector companies taking outside venture investment were required to relocate to their investors' markets, and they credit improved regional air access with letting more of these companies stay in Oregon. Without capacity to sustain that access, the region risks returning to a pattern that moves companies, jobs and their tax base out of state. This differs from travel that diverts from the Eugene Airport to other Oregon airports, which stays within Oregon and within the state's tax base. That diversion is a regional concern, a matter of where in the state prosperity concentrates, and it speaks to the same regional-balance interest the Prosperity Council names rather than to a statewide revenue loss.

The trade-offs are specific. A joint authority gives the state shared oversight of project scope, schedule and budget for the duration of the bonding. The agreement must be negotiated and in place before bonds can be authorized and sold, since an issuance would not pass due diligence without it, and negotiations of this kind are lengthy. The Financing Mechanisms section documents a related reversion form, in which the state holds ownership for the term of the bonds while the airport continues to operate and ownership reverts to the City once the bonds are retired.

A contested change in airport sponsorship cannot proceed without FAA consent, as the 2026 dispute over Tennessee's attempt to restructure its airport boards without local agreement makes clear, so the arrangement has to be willing on the City's part from the outset.

The two state paths sit in parallel tracks with their own costs and risks. Article XI-Q reaches far more capital but requires a shared ownership arrangement for the duration of the bonds. Lottery bonds require no ownership change but carry a smaller and heavily contested capacity.

Steps to pursue this path:

- **Obtain City Council policy direction.** As the governing body, the City Council would first decide whether to explore this option.
- **Set the terms of City participation.** The City must establish the terms under which it would enter a temporary shared-ownership arrangement, since the state will not proceed without a willing owner-operator and the FAA will not approve a contested change in sponsorship.
- **Engage the state partners.** Bring the arrangement to the State Treasurer and the Department of Administrative Services, which leads the negotiation, drawing on recent state arrangements such as the Coos Bay channel for reference.
- **Secure delegation sponsorship.** The local legislative delegation sponsors the legislation authorizing the bonds.
- **Negotiate the ownership-interest agreement.** The joint authority or reversion arrangement is negotiated and put in place, structured so ownership reverts to the City once the bonds are retired. This must precede authorization.
- **Authorize and issue.** With the agreement in place and delegation support secured, the bonds are authorized in a future session and issued.

Private Capital and Public-Private Partnerships

Private capital is actively seeking this project. The study documents interest across several models, including Propeller Airports, Carlyle, Ferrovial and a design-build-finance approach presented by Griffin Swinerton. These models fall into two groups that are easy to conflate. Private financing supplies capital the airport repays over time, giving access to money sooner at a repayment cost higher than public bonds, while the airport keeps ownership and operation. A public-private partnership goes further, with a private partner that designs, builds, finances and in some forms operates the terminal and recovers its investment from terminal revenue before the facility reverts to public ownership. Staff have raised concerns that some partnerships extract as much value as possible during the term and return a depleted asset at reversion. That risk is real in some agreements and is not inherent to every model, so the terms governing maintenance, capital reinvestment and condition at reversion would be central to any partnership agreement. Private capital in either form can also combine with public funding rather than replacing it, carrying construction while public sources are assembled behind it. The models and their conditions are documented in full in the Financing Mechanisms section.

Steps to pursue this path:

- **Obtain City Council policy direction.** As the governing body, the City Council would first decide whether to explore this option.
- **Build regional coalition support.** Organize regional backing that shows a private funder or partner the demand already exists and is constrained by the facility, positioning the Eugene Airport as a regional public asset with visible community legitimacy.
- **Define objectives and scope.** Set clear project objectives, a not-to-exceed cost envelope and a designated decision-maker, which the private models require before they will commit.

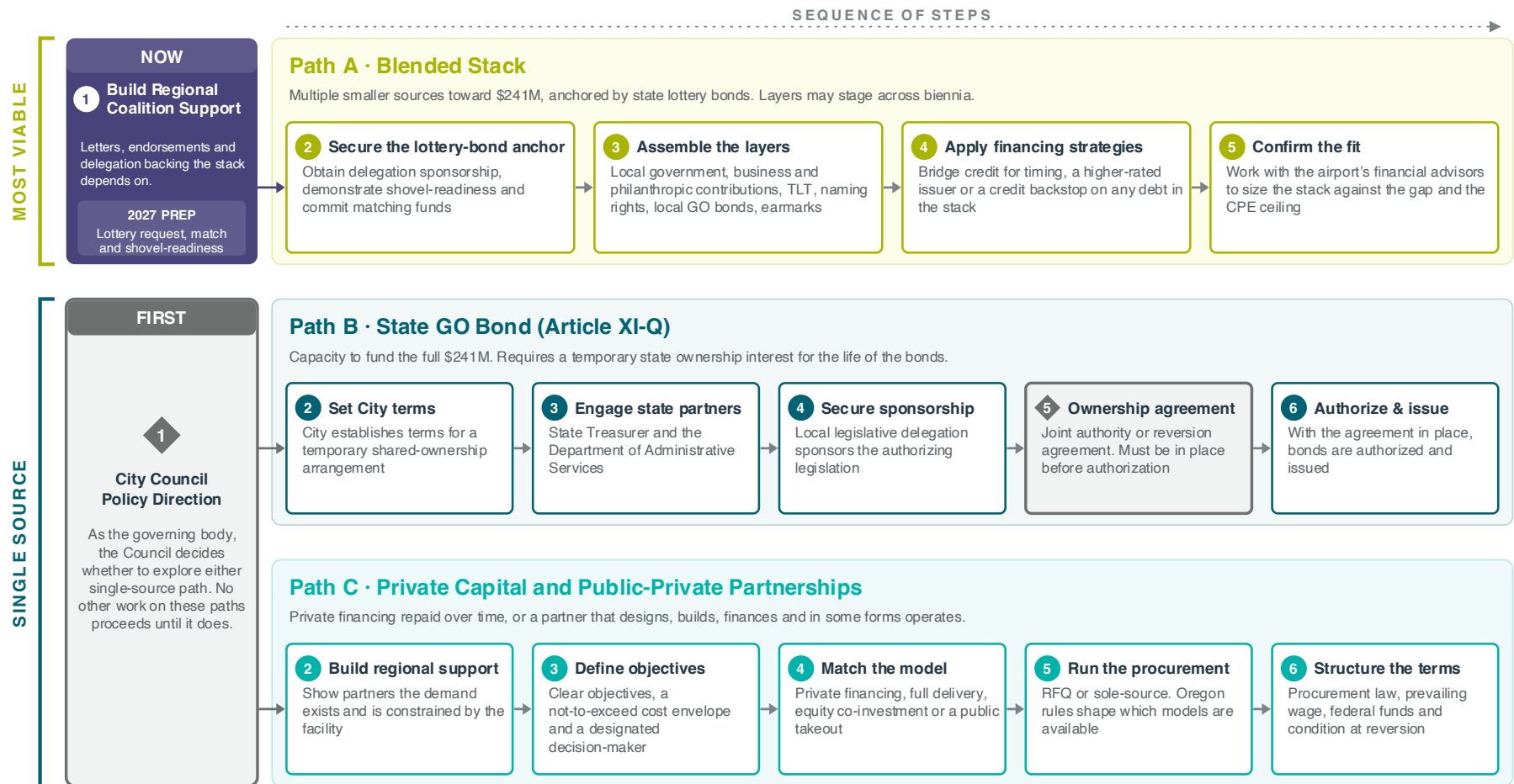
- **Match the model to the goal.** Determine whether the aim is full delivery, construction financing with a public takeout or an equity co-investment, since the models differ in ownership, term and exit.
- **Run the procurement each model requires.** The models use different entry points, from a request for qualifications to a sole-source engagement, and Oregon procurement rules and the City ownership structure shape which models are available.
- **Structure the public interface.** Address the terms specific to a city-owned airport, including procurement law, prevailing wage and any federal-funding compatibility the chosen model requires.

A REGIONAL COALITION UNDERPINS EVERY PATH

Every viable path rests on the same foundation of a regional coalition. The state paths require a sponsoring legislative delegation and evidence of regional demand, and the contribution and partnership paths draw on the same regional backing. An organized coalition is what supplies it, and building one is standard practice for a capital campaign of this scale. The League of Oregon Cities recommends a coalition as part of funding advocacy for capital projects.

Across the interviews, leaders from businesses, chambers, universities, health systems, cultural institutions and local governments offered to lend their names, sign on to a coalition and advocate for the project. This support is documented in the Regional Interest section. That willingness can be organized into the Lift Off EUG Coalition, which can gather supporters and their endorsements at LiftOffEUG.com under a brief advocacy statement members adopt. The coalition gives the region a single structure through which to register support, prioritize the project with local governments and economic development organizations and carry the case to elected officials and prospective funders. Its value holds across whichever funding path advances, since each one turns on the delegation support and regional endorsement the coalition assembles.

PATHWAYS TO FUNDING PHASE 2



A CONFLUENCE OF ALIGNING CONDITIONS

This moment is unusual, and it favors a faster timeline for Phase 2. A number of independent current efforts are calling for the kind of growth this project is positioned to deliver. The priorities they set out map closely onto what an expanded Eugene Airport supports, which gives the expedited timeline a foundation that few individual projects can claim.

The regional economy is underperforming its potential. Economic forecasting by John Tapogna of ECONorthwest describes an education-rich valley that has not converted its research strength into economic growth. The Eugene area is steady but not gaining ground, with flat job growth and incomes trailing Portland and the national average. Its central gap is the failure to translate university research into traded-sector expansion. The diagnosis identifies exactly the kind of growth improved connectivity supports.

A regional strategy exists to close that gap. The Southern Willamette Valley Innovation Corridor (SWVIC), anchored by the University of Oregon and Oregon State University and led through the Oregon Business Council, is building a Corvallis-to-Eugene innovation economy aimed at the competitiveness gap Tapogna describes. Its purpose is to generate well-paying jobs and attract investment and talent to the region. Reliable air connectivity is part of the infrastructure such a corridor depends on, linking the region to the investors, partners and markets a research economy runs on.

Air access is what keeps and attracts traded-sector companies. Regional economic development leaders describe air connectivity as the mechanism that translates the region's research strength into retained and recruited companies. One leader working with entrepreneurs and traded-sector firms explained that easy air access from venture capital centers such as the Bay Area is what now allows companies to stay in the region rather than relocate to their investors. The risk runs the other way as well. As the region becomes harder to reach, investors and companies look elsewhere.

The state is calling for infrastructure investment shared across all regions. In its June 2026 report, the Oregon Prosperity Council, established by Governor Kotek, recommends dedicated infrastructure investment financed by bonding against future economic growth, and it frames its charge around ensuring prosperity is shared across all regions of the state rather than concentrated in Portland. The Council held one of its working sessions in Eugene and heard directly from Eugene leaders. Its central financing logic, borrowing against the future growth an investment will produce, is the same logic that underlies the case for the terminal expansion.

The City's Fiscal Stability strategy depends on the growth this project supports. The City of Eugene's Strategic Plan Framework sets Financial Stability as a core priority, with goals to strengthen and diversify revenue, and names pursuing funding partnerships for infrastructure investment among its transportation aims. The City Manager's Technical Advisory Group on Fiscal Stability put a number to the opportunity, setting a target of economic output generating 14,000 jobs and \$25 million in new tax revenue within 10 years and identifying infrastructure investment and employer recruitment as the means to reach it. The airport expansion is a ready infrastructure investment with a projected economic return and employment growth aligned with that target, positioning it as a qualifying contributor to the City's goal of expanding economic and job opportunity.

The region and its representatives are engaged. Interviews across the airport catchment area found governmental, business and community leaders who see the expansion as regional infrastructure and are prepared to support it at a level of engagement documented in the Regional Interest section. State legislators representing the region are similarly engaged, and there is a strong current in state politics favoring investment outside Portland. The Eugene Airport is a ready project with a researched economic return, the kind of project the state is currently well positioned to back.

METHODOLOGY AND LIMITATIONS

This study documents the financing mechanisms, conditions, precedents and regional interest bearing on an accelerated Phase 2 terminal expansion at the Eugene Airport. It draws on three streams of evidence. The first is a review of federal, state and airport financial records, technical planning studies and peer-airport materials. The second is a program of in-depth interviews with more than 100 regional leaders, staff at comparable airports, and with leaders at private capital and private partnership corporations. The third is a community survey of 499 respondents. The sections below describe how we conducted each and where each can and cannot be relied on.

DOCUMENT AND SOURCE REVIEW

The financing and precedent sections rest on primary source documents rather than secondary characterization. Financial figures come from the Eugene Airport records, including the January 2025 Financial Planning Model and the airport activity reports, together with the Martin Associates economic impact studies, the Mead and Hunt passenger demand analysis and the RS&H terminal planning work. Mechanism definitions and access conditions come from federal statute and guidance, industry financing literature and interviews with financial and legal advisors. Where a figure or mechanism appears in the report, it is drawn from a named source at the point of use.

The financing section documents each mechanism and the conditions attached to it. It does not assess the likelihood that the Eugene Airport would qualify for or secure any given mechanism. Questions of bond capacity, coverage and fiscal modeling rest with the airport's financial advisors of record and sit outside the scope of this document.

INTERVIEWS

We conducted two interview tracks. The regional-leader track gathered the perspectives of elected officials, governmental career leaders and business leaders across the airport catchment area, from metropolitan Eugene and Springfield through Corvallis, the Lane County communities and the central and southern Oregon coast. Coos County sits within the economic airport catchment area and has its own commercial service at the Southwest Oregon Regional Airport. This study therefore counts five of the six catchment counties. We limited interviews in Coos County because the expansion is a regional-connectivity effort and we did not want to position the Eugene Airport's growth against a neighboring airport serving its own community. We interviewed more than 100 community leaders between October 2025 and July 2026. The peer-airport track gathered the financing and delivery experience of comparable airports that have completed or are completing terminal expansions.

We conducted the interviews as semi-structured, in-depth conversations rather than fixed questionnaires. The regional-leader interview guide appears in Appendix A. The peer-airport interviews followed a separate guide covering financing structure and project delivery. We adapted each guide to the participant's role and knowledge, so not every question was asked of every participant and follow-up questions varied. Each interview was captured in a written summary organized by theme.

Attribution standard. Regional-leader interviews are confidential. The report attributes their content by role category only, using terms such as governmental career leader, elected leader and business leader, and attaches a broad location tag only where it is essential to the point. It does not name an individual, a title held by a single person or a business alongside a statement. Peer-airport interviews and private capital and private partnership companies are handled differently. The report names the airport or company because the subject is the airport's public financing and delivery history rather than any individual's view.

COMMUNITY SURVEY

The community survey collected 499 responses through an online instrument distributed across the region between November 2025 and August 2026. Interview participants were asked to share it with their networks, and outreach ran through regional and coastal community channels. The survey asked about travel behavior, airport use, desired improvements, ratings of current facilities, the perceived regional importance of the airport, concerns about expansion and open-ended priorities. The full instrument, with results for each question, appears in Appendix B.

The survey is directional evidence of demand. Respondents were self-selected, not a directed sample with a probability or quota, and it over-represents people who already use and value the Eugene Airport. Interview participants were asked to distribute the survey, and responses were reliant to some extent on that distribution. The sample skews older, favors frequent fliers and leans coastal and Corvallis-heavy relative to the metropolitan area the airport serves. Each question's percentages are calculated on the number of respondents who answered that question, and that denominator is stated with each figure. No survey finding supports a population-level claim, and in particular the survey cannot indicate whether any specific funding measure would pass. Most questions allowed multiple selections, so answer shares within a question sum to more than 100 percent, and open-ended themes were multi-coded, so theme counts sum to more than the number of commenters. Denominators are stated with each figure.

We retained all 499 responses. An automated quality routine flagged 30 rows for screen-out. Manual review found those rows to be among the most complete and thoughtful in the file, and we kept them. A small number of thin partial responses and duplicate network addresses were also retained after review indicated shared networks rather than duplicate submissions. None of these rows materially move any topline finding.

One survey question asked respondents to rate their support for expansion under several conditions, including four funding sources. Support was near universal for federal grants (95 percent) and high for local community investment (86 percent), private sector partnerships (82 percent) and bonds (80 percent). Passenger fees drew the least support (59 percent) and the most opposition (37 percent). Because the sample over-represents people who already use and value the Eugene Airport, these shares describe a favorable audience and cannot indicate how any funding measure would perform with voters. A separate informal community survey on airport choice, fielded in October 2025 with 159 respondents, nearly all in Eugene and Springfield, is cited once in the Eugene and Springfield breakout. It is not part of the results reported in Appendix B.

LIMITATIONS IN SUMMARY

- **The survey is directional only.** It over-represents current Eugene Airport users and coastal respondents and cannot answer whether any funding measure would pass.
- **Regional-leader interviews reflect the views of those interviewed.** They are broad and consistent enough to establish regional sentiment, and they are not a statistical sample.
- **The financing section documents mechanisms and their conditions.** It does not model the Eugene Airport's eligibility, capacity or cost of capital, which rest with the airport's financial advisors.
- **Some figures and program rules have lifespans.** These were current as of the drafting date and are subject to change, including federal program eligibility and reauthorization status.

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APPENDICES

APPENDIX A: INTERVIEW GUIDES

Regional-leader interviews followed the in-depth interview guide below. Interviews were semi-structured, so interviewers adapted the guide to each participant's role and drew on the segment question banks as relevant. Participants were told that their responses would be reported in aggregate without attribution. The peer-airport interviews followed a separate guide covering financing structure and project delivery and are not reproduced here.

STUDY OBJECTIVES

- Assess the community's capacity and willingness to support airport infrastructure improvements.
- Map potential major funders, corporate partners and community leaders.
- Present and refine the preliminary case for support.
- Assess the Eugene Airport's internal capacity for managing a capital campaign.
- Recommend campaign goals, timeline and strategies.
- Understand public perception of airport expansion needs and priorities.

TARGET AUDIENCE AND SAMPLE

- State, federal and local government, business and community leaders of the Eugene Airport catchment area (Benton, Douglas, Lane, Lincoln and Linn counties).
- Sample size goal: 48 to 60 individuals.
- Interview length: 30 to 45 minutes.

CORE QUESTIONS

Understanding

- How often do you (or your organization) use Eugene Airport?
- What is your perception of Eugene Airport's current facilities and services?
- From your perspective, what is Eugene Airport's value for you (or your organization or community)?

Support and Concerns

- What do you see as the biggest risk of not expanding the airport?
- What would success look like to you for this expansion project?

Financial and Structural

- What are the biggest obstacles you foresee to successfully funding this expansion?
- Do you have any insights into funding sources we should explore that would help meet any amount of the funding gap?

Engagement and Next Steps

- What role might you or your organization play in supporting this campaign? Examples include a public endorsement or making connections.
- Who do you think might support this type of initiative, and who are the key influencers we should engage in the process?

Follow-Up (if time)

- Does airport expansion align with your priorities for regional economic and community development?
- We have an online survey we are trying to get as many people as possible in the airport catchment area to participate in. Do you have a way of disseminating it?

QUESTION BANK BY SEGMENT

Federal, State and Local Elected Leaders

- 1. What is the state of current federal, state and county funding opportunities for airport infrastructure?
- 2. Would you be willing to advocate for state or federal funding on behalf of this project?
- 3. What political considerations or constituent concerns should we be aware of?

Corporate Leaders

- 1. What changes to the airport would most benefit your organization?
- 2. If there were opportunities for sponsorships or naming opportunities, would those be of interest to you?
- 3. What partnership benefits would be most valuable to your organization?

Community Leaders

- 1. How can the campaign demonstrate valued community benefit beyond economic impact?
- 2. What communication strategies would be most effective?
- 3. What community concerns about airport expansion should be addressed?

Foundation Representatives

- 1. Does airport infrastructure align with your foundation's funding priorities?
- 2. What type of airport projects would be most compelling to your organization or your donors?
- 3. What grant ranges might be appropriate for airport infrastructure?

Donors and Investors

- 1. Does airport infrastructure align with your funding priorities?
- 2. What type of airport projects would be most compelling to you?
- 3. What dollar ranges might be appropriate for airport infrastructure?

CLOSING QUESTIONS

- Is there anything else you think we should know?
- Who else should we be talking to?

APPENDIX B. COMMUNITY SURVEY RESULTS

The full survey instrument is reproduced below in the order questions were presented, with results for each. Answer options appear in the order respondents saw them. Results describe the 499 respondents. Each question's percentages are calculated on the number of people who answered that question, and that denominator is stated with each question. Questions that permitted multiple answers are marked, and their shares sum to more than 100 percent. Denominators are stated with each question. The survey is a self-selected sample and is directional evidence of demand, not a population estimate.

Q1. In which county do you primarily reside? (n=499)

County	Count	Share
Lane	341	68%
Benton	91	18%
Lincoln	32	6%
Linn	15	3%
Douglas	7	1%
Other (specified)	13	3%

Q2. What is your ZIP code? (open-ended)

ZIP responses were aggregated into geographic pockets rather than reported individually. Of 499 respondents, 355 provided a usable ZIP. The ZIP data resolves into four pockets large enough to compare. Each wants materially different things, and the differences track distance and driving alternatives rather than attitude toward the airport. Each pocket's percentages are calculated on the respondents in that pocket who answered the underlying question.

Item	Eugene/ Springfield (88)	Corvallis (86)	Florence (105)	Lincoln (30)
Terminal / gates	52%	37%	21%	29%
Hotel at airport	12%	12%	44%	42%
Ground transport	42%	79%	42%	33%
More parking	27%	63%	34%	21%
Restaurants / retail	44%	29%	26%	21%
More seating	37%	23%	22%	13%
Nonstop destinations	94%	93%	85%	88%
More frequency	56%	68%	56%	88%
Leave EUG: destinations	67%	68%	42%	78%
Leave EUG: price	49%	51%	18%	43%
Leave EUG: schedules	63%	81%	40%	74%
Always use EUG	38%	35%	54%	9%
Also use PDX	60%	85%	32%	90%
Concern: cost	60%	55%	66%	40%

Q3. When you need air travel, which airports do you typically depart from? (select all that apply, n=499)

Airport	Count	Share
Eugene Airport (EUG)	467	94%
Portland International Airport (PDX)	305	61%
Seattle-Tacoma Airport (SEA)	18	4%
Southwest Oregon Regional Airport (Coos County) (OTH)	14	3%

Airport	Count	Share
San Francisco Airport (SFO)	12	2%
Medford Airport (MFR)	10	2%
I don't travel by air	1	0%
Other	5	1%

Q4. How often do you typically use Eugene Airport (EUG) for travel? (n=499)

Response	Count	Share
Multiple times a year (6+)	94	19%
Several times a year (3–5)	193	39%
Once or twice a year (1–2)	135	27%
Rarely (under once a year)	63	13%
Never	12	2%
Not sure	2	0%

Q5. What are the primary reasons you choose EUG when you use it? (select all that apply, n=463)

Reason	Count	Share
Convenience / proximity to home	412	89%
Time savings compared to driving to other airports	362	78%
Direct flight availability	127	27%
Parking availability	125	27%
Smaller, less crowded airport	318	69%
Supporting the local community	107	23%
Other	10	2%

Q6. What factors lead you to use other airports instead of EUG? (select all that apply, n=461)

Factor	Count	Share
Limited flight destinations	288	62%
Higher ticket prices	183	40%
Limited flight times / schedules	270	59%
Facility limitations (restaurants, shops, seating)	16	3%
Parking concerns	39	8%
I always use Eugene when possible	192	42%
Other	29	6%

Q7. How would you rate the current EUG facilities in the following areas? (rated each: Poor, Fair, Good, Excellent or No opinion; each area rated by 459–463 respondents)

Facility area	Good + Excellent	Fair	Poor	No opinion
Overall terminal building	347 (75%)	98	8	8
Check-in area / ticketing counter	342 (74%)	81	6	34
Security screening	408 (88%)	38	5	11
Baggage claim area	328 (71%)	78	15	39
Parking facilities	285 (62%)	116	38	22
Seating areas	271 (59%)	132	47	9

Q8. What potential improvements at EUG are important to you? (select all that apply, n=463)

Improvement	Count	Share
Additional nonstop flight destinations	416	90%
More frequent flights to existing destinations	276	60%
Expanded terminal with more gates	206	44%
More ground transportation options	204	44%
More parking	166	36%
Improved restaurants and retail options	158	34%
More seating areas	140	30%
Hotel at airport	99	21%
Upgraded technology and Wi-Fi	65	14%
Enhanced security processing	39	8%
Improved accessibility features	20	4%
Conference / meeting facilities	10	2%
Improvements at EUG are not important to me	6	1%
Other (write-in)	39	8%

Q8 write-in responses (39). The write-ins concentrate on ground access. The most common request, from roughly a dozen respondents, was a scheduled shuttle or bus between the airport and outlying communities, with Corvallis cited most often, along with Florence and a Highway 126 connection. A second cluster asked for easier movement from the economy and long-term parking lots to the terminal in bad weather, including a shuttle or tram and covered parking. Smaller groups asked for more flights and destinations, better in-terminal WiFi and cell coverage, EV chargers, and an airport lounge.

Combined air-service demand: 435 of the 463 who answered this question (94 percent) selected additional nonstop destinations or more frequent flights or both.

Q9. Please rank the improvements you indicated are important in order of importance. (ranking of items each respondent selected in Q8)

Respondents ranked only the improvements they had already marked important, so the number ranking each item differs. The table reports how many respondents ranked each item, its average rank position where 1 is most important, and how many placed it first. Additional nonstop destinations was ranked by the most respondents, held the strongest average position and took first place most often.

Improvement	Ranked by	Avg. rank	Ranked #1
Additional nonstop destinations	333	1.65	190
More frequent flights	235	2.42	47
Expanded terminal / more gates	188	2.62	43
More parking	140	3.17	19
More ground transportation	178	3.32	28
Hotel at airport	81	4.07	8
More seating areas	128	4.15	5
Improved restaurants / retail	135	4.23	3
Enhanced security processing	33	4.73	1
Upgraded technology / Wi-Fi	55	4.78	2
Improved accessibility	20	4.85	2
Conference / meeting facilities	7	5.57	0

Q10. In your opinion, how important is Eugene Airport (EUG) to the following aspects of our region? (rated each: Very important, Somewhat important, Not very important, Not important at all or No opinion; each aspect rated by 452–457 respondents, with shares calculated on all who rated it)

Aspect	Very + Somewhat	Very Important alone
Family connections (visiting relatives)	434 (95%)	321
Tourism industry	420 (93%)	313
Overall quality of life	419 (92%)	267
Regional economic development	416 (92%)	302
Business attraction and retention	406 (90%)	282
Educational opportunities (UO / OSU)	366 (81%)	213
Emergency services access	332 (73%)	159
Healthcare access (medical travel)	305 (67%)	119

Q11. Do you believe EUG airport improvements would benefit the regional economy? (n=459)

Response	Count	Share
Yes, significantly	336	73%
Yes, somewhat	102	22%
Don't know / not sure	12	3%
No, not much impact	8	2%
No, no impact	1	0%

Q12. Would you support EUG expansion and improvement projects if they: (rated each: Strongly support to Strongly oppose, or No opinion; each condition rated by 445–457 respondents)

Each condition was rated on a five-point scale from strongly support to strongly oppose, with a no-opinion option. Support combines strongly and somewhat support, and opposition combines strongly and somewhat oppose. Each share is calculated on the respondents who rated that condition. Passenger fees stand apart, with 59 percent support and 37 percent opposition. The sample over-represents current Eugene Airport users, so these shares cannot indicate how a funding measure would perform with voters.

Would support if it...	Support	Oppose
Improved flight options and destinations	452 (99%)	2 (0%)
Were funded through federal grants	433 (95%)	5 (1%)
Supported regional economic growth	425 (94%)	12 (3%)
Enhanced passenger experience and comfort	424 (94%)	10 (2%)
Created local construction jobs	421 (94%)	8 (2%)
Required some local community investment	386 (86%)	41 (9%)
Included private sector partnerships	366 (82%)	27 (6%)
Were funded through bonds	361 (80%)	46 (10%)
Were funded through passenger fees	265 (59%)	166 (37%)

Q13. What concerns, if any, do you have about airport expansion? (select all that apply, n=459)

Concern	Count	Share
Cost to taxpayers	249	54%
Environmental impact	128	28%
Traffic congestion	105	23%
Construction disruption	75	16%

Concern	Count	Share
Noise concerns	38	8%
No concerns	124	27%
Other	29	6%

Q14. How do you prefer to receive information about airport developments? (select all that apply, n=430)

Channel	Count	Share
Airport website	209	49%
Social media (Facebook, Twitter, etc.)	186	43%
Email newsletters	186	43%
Radio/TV news	160	37%
Local newspaper	152	35%
Community meetings	77	18%
Word of mouth	61	14%
Direct mail	37	9%
Other	12	3%

Preferred channels, collected for outreach planning. Percentages are of the 430 who answered.

Q15. Who do you trust most to provide accurate information about airport needs and projects? (select all that apply, n=431)

Trusted source	Count	Share
EUG management	212	49%
City of Eugene officials	199	46%
Local news media	183	42%
Chamber of Commerce	157	36%
Independent consultants / studies	120	28%
Community business leaders	106	25%
Environmental organizations	74	17%
Other	21	5%

Q16. How would you describe your connection to the region? (n=440)

Connection	Count	Share
Lifelong resident	93	21%
Long-term resident (20+ years)	144	33%
Medium-term (10–19 years)	89	20%
Newer resident (under 10 years)	105	24%
Part-time / seasonal	6	1%
Other	3	1%

Q17. What is your age range? (n=446)

Age band	Count	Share
18–29	27	6%
30–44	104	23%
45–59	117	26%
60–74	153	34%
75+	41	9%

Age band	Count	Share
Prefer not to answer	4	1%

Q18. What is the most important thing you would like decision-makers to know about EUG and its future? (open-ended, coded by theme)

243 responses, 241 substantive. Each comment could be assigned to more than one theme, so counts sum to more than the number of commenters.

Theme	Count	Share of 241
Economic growth / business / jobs	71	29%
More nonstop / direct destinations	49	20%
Keep it small / preserve character	33	14%
Ground transport / shuttle / transit	31	13%
Parking capacity / cost	29	12%
Regional access / coast / rural connection	22	9%
Expansion is urgent / needed now	20	8%
General support for expansion	18	7%
More frequency / better schedules	16	7%
Environmental / land / sustainability	11	5%
Facility / terminal quality	10	4%
Tourism	9	4%
Cost to taxpayers / funding concern	8	3%
Ticket prices	7	3%
University (UO / OSU) connection	6	2%
General aviation / private / corporate	5	2%
Hotel / conference at airport	4	2%
Air traffic control	2	1%
Other / off-topic	11	5%

Q19. Do you have any additional comments about EUG or potential improvements? (open-ended, coded by theme)

145 responses, 133 substantive. Multi-coded, so counts sum to more than the number of commenters.

Theme	Count	Share of 133
Ground transport / shuttle / transit	28	21%
Parking capacity / cost	23	17%
More nonstop / direct destinations	18	14%
Facility / terminal quality	18	14%
Economic growth / business / jobs	14	11%
Regional access / coast / rural connection	10	8%
Keep it small / preserve character	9	7%
Expansion is urgent / needed now	9	7%
General support for expansion	9	7%
More frequency / better schedules	8	6%
Hotel / conference at airport	8	6%
Cost to taxpayers / funding concern	7	5%
Ticket prices	3	2%
General aviation / private / corporate	2	2%
University (UO / OSU) connection	2	2%
Environmental / sustainability	1	1%

Theme	Count	Share of 133
Air traffic control	1	1%
Tourism	1	1%
Other / off-topic	13	10%

Q20. If you would like to receive updates about this planning process, please provide your email address. (optional, open-ended)

Administrative contact capture. Not analyzed.

EUGENE CITY COUNCIL

AGENDA ITEM SUMMARY



Work Session: Human Rights Commission Workplan and Report

Meeting Date: October 12, 2026
Department: Central Services/OECE
www.eugene-or.gov

Agenda Item Number: 2
Staff Contact: Fabio Andrade
Phone: 541-682-5009

ISSUE STATEMENT

The Human Rights Commission's (HRC) enabling Ordinance No. 17748, enacted September 13, 1976 (Eugene Code 2.280) and subsequent amendments require that it develop a biennial work plan for City Council review and approval and annually report on work plan progress. This is an opportunity for City Council to receive and update on the Fiscal Year 2026 work plan and review and approve a proposed work plan for 2026-2028.

BACKGROUND

FY 2026 Work Plan Report: The HRC was very active during FY 2026 contributing many hours of volunteer time beyond business meetings serving the community by hosting and attending community events, providing input to the City of Eugene on human rights and social justice issues, and engaging in collaborative work with other Boards and Commissions and community partners. The attached FY 2026 Annual Report provides specifics on the group's achievements and commitments in achieving its work plan goals over the past year.

2026-2028 Work Plan Details: Commissioners arrived at the current work plan items following reflection and additional follow-up in the HRC Work Groups. They considered the input provided by City Council at the February 23, 2026 work session, which centered around a more streamlined set of goals and action items. The HRC held planning retreat meetings on August 21 and 28 and unanimously approved the proposed 2026-2028 HRC work plan during its regular meeting on September 15, 2026.

The commission proposes 17 actions items to help them accomplish their objectives for the 2026-2028 work plan period. The proposed work plan is organized around the HRC's three distinct roles:

Role 1 (Community-oriented)

Take a leadership role in fostering respect for social equity, civil rights, and human rights in the community by engaging in education, outreach, listening and collaboration.

Role 2 (Liaison role)

Maintain strategic HRC liaisons and engage in cooperative endeavors with the community and with City of Eugene advisory groups that support civil and human rights and social equity.

Role 3 (Advisory role)

Study and recommend actions on civil and human rights and social equity issues in areas of concern to the community and City organization.

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RELATED CITY POLICIES

EC 2.265 – Human Rights Commission duties and powers.

(1) The commission shall affirm, encourage and initiate programs and services within the community and advise and support city of Eugene services designed to place priority upon protecting, respecting, and fulfilling the full range of universal human rights as enumerated in the Universal Declaration of Human Rights. To support and promote human rights, the commission will:

- (a) Provide human rights education;
- (b) Be proactive in human rights efforts;
- (c) Address human rights violations;
- (d) Ensure active public participation;
- (e) Be transparent and open; and
- (f) Be publicly accountable for human rights progress.

(2) The commission shall help the city of Eugene and the community work toward the elimination of systemic barriers to equitable treatment and toward inclusion and accommodation of differences among people. The commission will promote justice and equal opportunity for all. In these efforts, the commission may enlist the support of community groups and public agencies.

(3) The commission shall endeavor to ascertain the status of civil and human rights in the community. The commission may explore, research and hold hearings to effectuate this provision.

(4) The commission shall make periodic recommendations to elected officials and the city manager concerning the civil and human rights of persons and groups in the community.

(5) The commission shall cooperate with the city officials to ensure that the city of Eugene is a leader in extending equal opportunity to its community members.

The Human Rights Commission and its work groups provide recommendations to City Council and staff in alignment with the following [Strategic Plan Framework Focus areas](#):

- Community Safety
 - Strengthen trust and transparency
 - Strengthen partnerships and services that support behavioral health, crisis response, and prevention/early intervention.
- Thriving, Livable Community
 - Sustain Eugene's library, parks, and cultural programming.
 - Expand economic and job opportunity for shared prosperity.
 - Advance community resilience, climate action, and environmental stewardship.
- Housing and Homelessness
 - Coordinate regionally on homelessness response.

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- Support access to services that help people achieve long-term housing.

PREVIOUS COUNCIL DIRECTION

February 26, 2025 Work Session

Councilor Evans, seconded by Councilor Leech, moved to approve the Human Rights Commission 2024-2026 Work Plan as set forth in Attachment B.

Passed 8:0

COUNCIL OPTIONS

1. Approve the proposed 2026-2028 Work Plan as presented.

OR

2. Approve the work plan with changes.

OR

3. Request changes to the work plan before approval.

CITY MANAGER'S RECOMMENDATION

The City Manager recommends approving the Human Rights Commission 2026-2028 Work Plan prepared by the Human Rights Commission.

POSSIBLE MOTIONS

Move to approve the Human Rights Commission 2026-2028 Work Plan as set forth in Attachment B.

ATTACHMENTS

- A. 2025-2026 Human Rights Commission Report
- B. 2026-2028 Human Rights Commission Work Plan

FOR MORE INFORMATION

Staff Contact: Fabio Andrade, Equity and Community Engagement Manager
Phone: 541-682-5009
Staff E-Mail: fandrade@eugene-or.gov



Human Rights Commission

Attachment A

2025-2026 Human Rights Commission Report

This is a partial report on the Human Rights Commission (HRC) 2024-2026 Work Plan. The HRC work plan was approved by City Council on February 26, 2025 (Motion passed 8:0). In FY 2026, the HRC hosted 18 public meetings of the commission and its work groups, all supported by OECE staff. Below are the highlights from the past fiscal year followed by tables indicating the status of each of the actions included in the HRC 2024-2026 work plan.

Members Who Served

We are deeply grateful to all the commissioners who served during this work plan period and would like to recognize their service:

- Councilor Lyndsey Leech
- Councilor Jennifer Yeh
- Commissioner Dr Silky Booker
- Commissioner Cinthia Cannon-Poindexter
- Commissioner Kiana Cabuco
- Commissioner John Bradley
- Commissioner Martha Baldwin
- Commissioner Jamie Bowman
- Commissioner Vanitha Murthy
- Commissioner Tria Ward
- Commissioner Elaina Oommen
- Commissioner Brittany Banna
- Commissioner Juniper Christopherson

Events and Sponsorship

To help raise awareness, foster respect, create community dialogue, and increase education on human rights issues the HRC hosted, assisted with organization, and/or had its members participate in several events:

- **NAACP - Freedom Fund Event: 9/27/2025** – the annual NAACP event highlighting the work that has been done and is currently active. This event had a new format to include cultural presentations before the traditional dinner. The HRC was a sponsor and commissioners and work group members in attendance.
- **Comunidad y Herencia Cultural - Noche Cultural: 10/10/2025** – HRC supported the event and tabled with OECE staff.
- **Transgender Day of Remembrance event: 10/20/2025** - The HRC co-organized this hybrid event with OECE and Cultural Services staff.
- **Catholic Community Services – Welcoming our Neighbors: 11/14/2025** - The HRC sponsored and attended the event.



Human Rights Commission

- **National Homeless Persons' Memorial Day: 12/21/2025** - The HRC organized this hybrid event, which included a resource fair with community partners.
- **DisOrient – DisOrient Film Festival: 3/13/2026** – HRC sponsored and attended the event with OECE staff.
- **NAMI Lane County – NAMI walks: 5/16/2026** – The HRC sponsored and attended this event.
- **HIV Alliance - HIV Alliance's annual Big Night: 6/6/2026** The HRC sponsored this event.
- **United for Immigrant Justice – Solidarity Bus: 9/5/2026** - The HRC provided sponsorship for this event.
- **Turning Tides Music - Ukrainian Band Kimmuna Lux concert: 5/30/2026** – The HRC sponsored and attended the event.
- **Queer Eugene – Youth Pride Festival: 5/29/2026** – The HRC sponsored and attended the event for 4J students in collaboration with OECE staff.
- **Homeless Persons Memorial Vigil** – hosting a vigil with food and a resource fair for members of the unhoused community and allies.
- **Japanese American Association – Obon & Taiko festival at Yujin Gakuen: 8/29/2026** – The HRC sponsored and attended the event in collaboration with OECE staff.
- **NAACP - Freedom Fund Event: 8/29/2026** – the annual NAACP event highlighting the work that has been done and is currently active. The HRC was a sponsor and commissioners, and work group members were in attendance at the cultural festival, networking event, and dinner.
- **CALC – Our Stories Immigrants of America** – The HRC supported the expansion of this project, reprinting of existing material, and future exhibitions.

Key Partnerships

The HRC has actively worked to increase communication and collaboration with other City Boards and Commissions, staff, and community groups over the past year to promote human rights and social equity.

Collaboration with City staff

HRC commissioners served on multiple processes per invitation of city staff including recruitment processes, focus groups, providing advice on community engagement opportunities, and attending events.

Approach to Community Engagement

The HRC supported the process of soliciting feedback from members of underserved and underrepresented communities and reviewed the draft document prepared by staff. That supported the completion of [a new guide for community engagement](#) to be used by City staff.

Liaisons to City Boards and Commissions

- **Police Commission:** The HRC has a permanent seat on the Police Commission and shares one voting member. Commissioner John Bradley served on that position in the past fiscal year.
- **Civilian Review Board (CRB):** The HRC has a liaison assigned to and from the CRB to share information and highlight issues of mutual concern.



Human Rights Commission

- **Community Development Block Grant (CDBG):** The HRC has one member on the CDBG Committee that focuses on housing and related issues. The HRC liaison participates in the annual competitive process where applicants seek funding for specific projects.
- **Moving Ahead Transportation Panel:** The HRC monitors this collaboration between the Lane Transit District (LTD) and the City of Eugene for its dedication to accessibility.
- **Vision Zero Task Force:** The HRC has a permanent member on the Task Force to provide input in achieving the goal set by City Council.
- **Housing Policy Board:** The HRC is a liaison to the Housing Policy Board, giving voice to community issues related to affordable housing.
- **Boards and Commission Recruitment:** The HRC actively promoted participation in the board and commissions recruitment process and made recommendations on filling vacancies on the HRC.
- **Youth Advisory Council:** The HRC had an ad hoc liaison to this group.

Recommendations to Policy Makers

Organization for Polyamory and Ethical Non-monogamy (OPEN) Recommendation

On April 2nd, 2024, the HRC, attending to a request from the Organization for Polyamory and Ethical Non-monogamy (OPEN), submitted a recommendation to City Council to adopt a municipal non-discrimination protections that explicitly include family or relationship structure, and that ensure individuals are not discriminated against because they are single, asexual, aromantic, or otherwise not engaged in a romantic or partnered relationship between consenting adults.

Research and community reporting, including surveys conducted by OPEN, indicate that adult individuals in non-monogamous or otherwise non-traditional relationship structures may experience stigma and discrimination in areas such as housing, employment, and access to services. Many report feeling pressure to conceal their relationship structures due to fear of negative consequences.

Work Group Activities

Whole Eugene Community United (WeCU)

HRC commissioners who served on the WeCU engaged in multiple processes per invitation by City staff including recruitment processes, focus groups, providing advice on community engagement opportunities, and planning/attending/tebaling at community events. Work group members, made up of both HRC commissioners and community members, organized a powerful Transgender Day of Remembrance in November 2025 and held an info session to help recruit new WeCU members. Work group members are also reviewing City publications, like reports on Native history and a multicultural needs assessment, to develop recommended next steps for the City.

Homelessness and Poverty Work Group

HRC commissioners served on the HRC Homeless and Poverty Work Group (HPWG). The group met ten times during the fiscal year. The work group organized an event held at the Farmers Market Pavillion

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on December 21st for the National Homeless Person's Memorial Day. The event was well attended; food and clothing were provided to those in need and a memorial service was held for people experiencing homelessness that have lost their lives on the street. A recruitment effort for new HPWG members resulted in five new volunteer members.

Special Human Rights Grants Ad Hoc Group

On February 9, 2026, the Eugene City Council approved [Resolution 5474](#) declaring a humanitarian crisis and providing direction to staff related to support for immigrant residents. City Council directed \$50,000 in contingency funds to be made available for nonprofit organizations that support local immigrant families affected by recent immigrant enforcement actions.

The Human Rights Commission created an ad hoc group, which vetted applications and allocated all available funding to four local nonprofits:

Plaza de Nuestra Comunidad - \$23,000

Grassroots Connect/OCAN - \$5,000

The Oregon Aiga - \$2,000

Catholic Community Services - \$20,000

Public Meetings of the Human Rights Commission in Fiscal Year 2026

DATE	EVENT	STAFF SUPPORT
Tuesday, August 19, 2025	Human Rights Commission Retreat	Fabio Andrade
Tuesday, September 16, 2025	Human Rights Commission-Economic Opportunities Work Group	Fabio Andrade
Monday, September 22, 2025	Human Rights Commission – Whole Eugene Community United (WeCU) Work Group	Melissa Cariño
Tuesday, October 7, 2025	Human Rights Commission - Homelessness and Poverty Work Group	Lorna Flormoe
Tuesday, October 21, 2025	Human Rights Commission Meeting	Fabio Andrade, Melissa Cariño
Tuesday, November 18, 2025	Human Rights Commission Meeting	Fabio Andrade, Melissa Cariño
Tuesday, December 2, 2025	Human Rights Commission - Homelessness and Poverty Work Group	Lorna Flormoe
Tuesday, January 20, 2026	Human Rights Commission Meeting	Fabio Andrade, Melissa Cariño
Tuesday, February 3, 2026	Human Rights Commission - Homelessness and Poverty Work Group	Lorna Flormoe
Tuesday, February 17, 2026	Human Rights Commission Meeting	Fabio Andrade, Melissa Cariño
Tuesday, March 17, 2026	Human Rights Commission Meeting	Fabio Andrade, Melissa Cariño
Tuesday, April 7, 2026	Human Rights Commission - Homelessness and Poverty Work Group	Lorna Flormoe
Tuesday, April 21, 2026	Human Rights Commission – Whole Eugene Community United (WeCU) Work Group	Melissa Cariño

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Tuesday, April 21, 2026	Human Rights Commission Meeting	Fabio Andrade, Melissa Cariño
Wednesday, May 6, 2026	Human Rights Commission – Whole Eugene Community United (WeCU) Work Group	Melissa Cariño
Tuesday, May 19, 2026	Human Rights Commission Meeting	Fabio Andrade, Melissa Cariño
Tuesday, June 2, 2026	Human Rights Commission: Homelessness and Poverty Work Group (HAPWG) Meeting	Lorna Flormoe
Tuesday, June 16, 2026	Human Rights Commission Meeting	Fabio Andrade, Melissa Cariño



Human Rights Commission

Progress report: WORKPLAN September 2024 – June 2026

Goal 1 (Community-oriented)

Take a leadership role in fostering respect for social equity, civil rights, and human rights in the community by engaging in education, outreach, listening and collaboration.

Item	Description	Assigned to	Status
1.1	Invite different equity, civil, and human rights groups to present at meetings or special events on the needs or efforts being made throughout the city quarterly.	Advisory Group	Ongoing
1.2	Organize events recognizing National Homelessness Awareness Month and National Homeless Persons' Memorial Day	Homelessness and Poverty Workgroup	Complete
1.3	Monitor and contribute to efforts and/or policies that assist and/or impact culturally marginalized communities in the City of Eugene.	WeCU Advisory Group	Ongoing
1.4	Promote and support human rights events and efforts in the community	Advisory Group	Ongoing
1.6	Review the status of the recommendations in previous reports and recommendations proposed by the Human Rights Commission such as (2017 Marginalized Voices Report, Persecution of the Unhoused Report, Multicultural Needs Assessment, etc.) within the context of the current state of political, economic, and societal circumstances locally, statewide and nationally.	WeCU Homelessness and Poverty Workgroup	In Progress (WeCU) HPWG Not started
1.7	Raise awareness for outcomes of Human Rights Commission meetings and work.	Advisory Group	Ongoing
1.10	Engage culturally marginalized communities such as (BIPOC, LGBTQ, religious minorities, and people with disabilities) and community groups,	WeCU	Ongoing

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	in coordination with the City of Eugene, to encourage the reporting of hate and/or bias crimes and/or incidents. Elicit feedback and document barriers to reporting.		
1.11	In coordination with the City of Eugene, monitor and contribute to efforts and/or policies that assist culturally marginalized communities in Eugene such as (BIPOC, LGBTQ, and religious minorities).	Advisory Group	Ongoing
1.14	Identify barriers to economic advancement and wealth creation within marginalized communities by examining current methodologies and utilizing publicly available data and resources with the goal of hosting a community event, developing programmatic recommendations, or other resources for the public.	WeCU	Ongoing
1.15	Conduct outreach with the City of Eugene and the public about increasing access to basic services such as public restrooms, water fountains, and other public utilities in public spaces in order to provide recommendations on programs, planning, and public infrastructure.	Homelessness and Poverty Work Group	Limited Progress
1.17	Coordinate with other boards and commissions within the City of Eugene and other jurisdictions throughout the State of Oregon which are centered on issues related to human rights or social progress to plan public events or coordinated advocacy efforts.	Advisory Group	Limited progress
1.18	Develop strategies to increase access to free hygiene and menstrual products in public spaces operated by the City of Eugene.	WECU Homelessness and Poverty Work Group	Started (WeCU) Limited progress Not started (HPWG)



Human Rights Commission

Goal 2 (Liaison role)

Maintain strategic HRC liaisons and engage in cooperative endeavors with the community and with City of Eugene advisory groups that support civil and human rights and social equity.

Item	Description	Assigned to	Status
2.1	Monitor and contribute to efforts and/or policies that impact unhoused and economically marginalized communities in Eugene.	Homelessness and Poverty Workgroup	Ongoing
2.4	Continue to advocate to recognize individuals experiencing homelessness as a protected group in all relevant domestic legal frameworks and end policies or measures that discriminate directly or indirectly against homeless people or criminalize, impose fines on or restrict homeless people or behavior associated with being homeless.	Homelessness and Poverty Workgroup Advisory Group	Limited progress
2.6	Collaborate directly with leadership of other boards and commissions to create a more comprehensive approach to advising the City of Eugene.	Advisory Group	In progress
2.7	Coordinate to propose new protected groups currently not included in the City of Eugene Human Rights Code.	Advisory Group	Pending
2.8	Provide recommendations to increase programmatic resources and awareness for individuals fleeing domestic violence, human trafficking, and other forms of violence	WeCU Homelessness and Poverty Workgroup	Limited Progress (WeCU) Not started (HPWG)
2.9	Coordinate with the multicultural liaison to conduct outreach, research legislative models for the City Council, and propose ideas for a new composition of council including a council position representing indigenous	Advisory Group	Postponed to 2026-2028 work plan



Human Rights Commission

	communities who once resided on the Kalapuya Ilihi.		
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Goal 3 (Advisory role)

Study and recommend actions on civil and human rights and social equity issues in areas of concern to the community and City organization.

Item	Description	Assigned to	Status
3.1	In complement with Section 3 of Council Resolution 5274, dated July 24, 2019 (A Resolution Condemning White Nationalism and Alt-Right Activities and Groups) and in conjunction with existing City efforts, conduct research and engage the Eugene community in identifying place and major street names, etc., in Eugene that honor or glorify white supremacy.	WeCU	Significant progress made. Recommendations expected soon
3.5	Research what other cities are doing regarding city- wide programs to address systemic inequity, identify what works and doesn't work, and identify best practices. Keep track of current and proposed efforts within the City of Eugene to promote diversity, equity and inclusion.	WeCU	In Progress Ongoing
3.6	Contribute to the development of the City's communications strategy, including the City website, social media, etc., as it relates to culturally marginalized communities (BIPOC, LGBTQ, and religious minorities, and people with disabilities).	WeCU Advisory Group	Retained for the 2026-2028 work plan as ongoing, per demand item



Human Rights Commission

3.7	Initiate the formation of a naming committee (or task force) that conducts research and engages the Eugene community in identifying place names and monuments, etc., in Eugene that glorify white supremacy.	WeCU	Completed. WeCU subcommittee working on finalizing this work
3.09	Monitor and contribute to efforts and/or policies that impact unhoused and economic marginalized communities in Eugene.	Homelessness and Poverty Work Group	Ongoing work
3.10	Review trainings, policies, and procedures provided to City of Eugene staff and departments who engage with or make decisions impacting individuals and families experiencing homelessness and poverty and provide recommendations for areas of improvement.	Homelessness and Poverty Work Group	Limited progress
3.16	Explore and provide proposals and alternative procedures for dealing with minor offenses of individuals and families experiencing homelessness to reduce the imposition of criminal penalties for sitting, sleeping, or lying outside on public property, in public ways, or in other places not meant for human habitation when adequate shelter or alternatives cannot be obtained.	Homelessness and Poverty Work Group	Limited progress

Attachment B

2026 – 2028 Human Rights Commission Work Plan

Attributions of the City of Eugene's Human Rights Commission

City Code 2.265 - Human Rights Commission – Duties and Powers.

(1) The commission shall affirm, encourage and initiate programs and services within the community and advise and support city of Eugene services designed to place priority upon protecting, respecting, and fulfilling the full range of universal human rights as enumerated in the Universal Declaration of Human Rights. To support and promote human rights, the commission will:

- (a) Provide human rights education;
- (b) Be proactive in human rights efforts;
- (c) Address human rights violations;
- (d) Ensure active public participation;
- (e) Be transparent and open; and
- (f) Be publicly accountable for human rights progress.

Roles & Responsibilities of the City of Eugene's Human Rights Commission

Role 1 (Community-oriented)

Take a leadership role in fostering respect for social equity, civil rights, and human rights in the community by engaging in education, outreach, listening and collaboration.

Role 2 (Liaison role)

Maintain strategic HRC liaisons and engage in cooperative endeavors with the community and with City of Eugene advisory groups that support civil and human rights and social equity.

Role 3 (Advisory role)

Study and recommend actions on civil and human rights and social equity issues in areas of concern to the community and City organization.

September 2026 – June 2028 Work Plan

Item	Description	Notes & Work Group assignment
1	Community outreach and reporting access Engage underrepresented and underserved communities to encourage hate-crimes and bias-incident reporting and document barriers; address ongoing discrimination, bias, and hate crimes affecting community members, including but not limited to those who identify as Black, LGBTQIA+, disabled, and as immigrant.	WeCU
2	Monitoring and prior-report review: Monitor and contribute to City efforts and policies affecting underrepresented and underserved communities; review prior HRC reports and make recommendations in the current political, economic, and societal context.	WeCU
3	Economic advancement and wealth creation Identify barriers to economic stability, advancement, and wealth creation within underrepresented and underserved communities using publicly available data and resources; develop a public event, programmatic recommendations, or public resources as appropriate. Provide data to City staff and leadership.	WeCU
4	Public-space hygiene access Develop strategies to increase access to free hygiene and menstrual products and accessible services (i.e., trash bins, doors on stalls) in City-operated public spaces and gender-neutral bathrooms.	HRC
5	Public education and awareness Organize recognition and public education activities for National Homelessness Awareness Month and National Homeless Persons’ Memorial Day; use events, information sessions, and outreach to educate the public about lived experience.	HPWG

Item	Description	Notes & Work Group assignment
6	<p>Human rights education and communication Invite equity, civil-rights, justice-driven, and human-rights groups, and people with lived experience to give perspective by things like listening sessions and presentations at HRC meetings or special events; promote human-rights events and communicate HRC meeting outcomes and work.</p>	HRC
7	<p>Resources and awareness for people fleeing violence Provide recommendations to increase programmatic resources and awareness for people fleeing domestic violence, human trafficking, and other forms of violence, including but not limited to legislation meant to remove access to healthcare and body autonomy, as well as documents that reflect identity, and limit access to public places.</p>	HRC
8	<p>Housing and homelessness disparities: Monitor and contribute to City efforts and policies affecting unhoused and underrepresented and underserved communities; identify housing affordability barriers and culturally specific or responsive strategies to end homelessness and reduce disparities among such groups as people of color, people with disabilities, and LGBTQIA+ communities.</p>	HPWG
9	<p>Legal protection and anti-criminalization advocacy: Advocate for recognition of people experiencing homelessness as a protected group in relevant domestic legal frameworks and oppose policies that discriminate against or criminalize behavior associated with homelessness.</p>	HPWG

Item	Description	Notes & Work Group assignment
10	Council and Board liaison: Develop a strategy to increase engagement and communication with City Council, including relationships with individual Councilors; collaborate with leadership of other boards and commissions to create a more comprehensive approach to advising the City.	HRC
11	Indigenous representation and legislative options Conduct outreach, research legislative models for City Council, and propose ideas for a Council position representing Indigenous communities who once resided on the Kalapuya Ilihi.	WeCU
12	Culturally responsive City communications Contribute to the development of the City's communications strategy, including the website and social media, as it relates to underrepresented and underserved communities, including immigrants, BIPOC, LGBTQIA+, religious minorities, and people with disabilities.	HRC/Advisory
13	Naming and monument research and engagement Consistent with Council Resolution 5274 and existing City efforts, research and engage the community on place and major street names and monuments that honor or glorify white supremacy.	WeCU
14	City policy, program, and practice review Review City policies, training, procedures, programs, resources, and crisis-response practices affecting people experiencing homelessness or poverty; assess City-funded programs, camp-clearance and citation practices, and related staffing and financial costs; prepare public findings.	HPWG

Item	Description	Notes & Work Group assignment
15	Public-space enforcement, shelter access, and overnight resources: Develop proposals and alternative procedures for minor offenses when adequate shelter or alternatives are unavailable; review shelter-bed monitoring during camp clearances and produce public resources showing lawful overnight locations.	HPWG
16	Disaster and climate-response readiness Review and recommend short- and long-term improvements to disaster-response plans for people experiencing homelessness or poverty affected by natural disasters, hazardous weather, and a changing climate.	HPWG/Advocacy
17	Partnership development Develop relationships and communication with service providers for unhoused individuals and families and other underrepresented and underserved groups.	HRC

2026–2028 HRC Work Groups

WeCU (Whole Eugene Community United) Work Group

Objective: Identify and implement strategies to enhance inclusion of underrepresented and underserved communities into the City of Eugene, local municipalities, educational institutions, healthcare networks, business community, and neighborhoods and to help deter or respond to hate, bias and discrimination, including but not limited to systemic and individual racism, queerphobia, transphobia, anti-Semitism, Islamophobia and other religious hate, and ableism.

Members Jamie Bowman, Tria Ward, Vanitha Murthy, Leon Bote, Sara Connors,

Homelessness and Poverty Work Group

Objective: Monitor and report on laws and policies that have a disparate impact on people experiencing homelessness and poverty; propose policy recommendations to the Eugene City Council and procedural recommendations on issues related to homelessness and poverty to the City of Eugene; and engage in advocacy efforts that combat the marginalization of people experiencing homelessness and poverty.

Members: John Bradley, Elaina Oommen, Mahindra Kumar, Luna Chapman, Sarah Koski

Advisory Group (Ad-Hoc)

Objective: Maintain an introspective view of human rights issues in Eugene as they arise and develop advisory communication and recommendations to City Council to respond to and support human rights in Eugene. Develop and implement strategies to promote education, outreach, and public engagement. Propose and implement ad-hoc groups to actuate on work plan items and human rights issues brought by the Human Rights Commission.

Co-Leads: Chair, Vice Chair, work group leaders

Human Rights Commission

Membership as of October 5, 2026

Commissioner **Jamie Bowman** – HRC Chair - (July 2025 to June 2028)
Commissioner **Tria Ward** – HRC Vice Chair - (March 2026 to June 2028)
Commissioner **John Bradley** (July 2024 to June 2027)
Commissioner **Vanitha Murthy** (December 2025 to June 2027)
Commissioner **Elaina Oommen** (July 2024 to June 2027)
Commissioner **Mahindra Kumar** (July 2026 to June 2029)
Commissioner **Sara Connors** (July 2026 to June 2029)
Commissioner **Leon Bote** (July 2026 to June 2029)
Commissioner **Luna Chapman** (September 2026 to June 2027)
Commissioner **Sarah Koski** (September 2026 to June 2028)
City Council liaison: **Councilor Jennifer Yeh** (Appointed March 2026)

Staff Support

Office of Equity & Community Engagement

Fabio Andrade – Human Rights Commission
Melissa Carino – Whole Eugene Community United (WECU) work group
Lorna Flormoe – Homelessness and Poverty work group

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Phone: 541-682-5177

Email: humanrights@eugene-or.gov